

ATTACHMENTS

Ordinary Council Meeting
26 November 2019

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CODE OF CONDUCT FOR COUNCIL MEMBERS

Local Government Act 1999: Section 63 (1)

NOTICE under Clause 3.10 of the Code of Conduct for Council Members published by the Minister for Planning for the purposes of Section 63 (1) of the Local Government Act 1999.

For the purposes of Clause 3.10 of the Code of Conduct for Council Members adopted for the purposes of Section 63 (1) of the Local Government Act 1999 and published in the *Gazette* on the day on which this Notice is made, the value of \$100 is specified.

Dated 18 August 2013.

JOHN RAU, Deputy Premier, Minister for Planning

Code of Conduct for Council Members

Published by the Minister for Planning for the purposes of Section 63 (1) of the Local Government Act 1999.

This Code of Conduct is to be observed by all Council members.

Council members must comply with the provisions of this Code in carrying out their functions as public officials. It is the personal responsibility of Council members to ensure that they are familiar with, and comply with, the standards in the Code at all times.

PART 1—PRINCIPLES

1. Higher principles—Overarching Statement

This part does not constitute separate enforceable standards of conduct.

Council members in South Australia have a commitment to serve the best interests of the people within the community they represent and to discharge their duties conscientiously, to the best of their ability, and for public, not private, benefit at all times.

Council members will work together constructively as a Council and will uphold the values of honesty, integrity, accountability and transparency, and in turn, foster community confidence and trust in Local Government

As representatives of open, responsive and accountable government, Council members are committed to considering all relevant information and opinions, giving each due weight, in line with the Council's community consultation obligations.

In the performance of their role, Council members will take account of the diverse current and future needs of the local community in decision-making, provide leadership and promote the interests of the Council.

Council members will make every endeavour to ensure that they have current knowledge of both statutory requirements and best practice relevant to their position. All Councils are expected to provide training and education opportunities that will assist members to meet their responsibilities under the Local Government Act 1999.

Council members will comply with all legislative requirements of their role and abide by this Code of Conduct.

PART 2—BEHAVIOURAL CODE

2. Behavioural Code

In line with 'Part 1—Higher Principles' of this Code, the following behaviour is considered essential to upholding the principles of good governance in Councils.

This Part is for the management of the conduct of Council members that does not meet the reasonable community expectations of the conduct of Council members. It deals with conduct that does not, and is not likely to, constitute a breach of Part 3—Misconduct or criminal matters such as those contained in the Appendix to this document.

Robust debate within Councils that is conducted in a respectful manner is not a breach of this Part.

It is intended that each Council will adopt a process for the handling of alleged breaches of this Part. This process will be reviewed within 12 months of a general Local Government election.

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Council members must:

General behaviour

- 2.1 Show commitment and discharge duties conscientiously.
- 2.2 Act in a way that generates community trust and confidence in the Council
- 2.3 Act in a reasonable, just, respectful and non-discriminatory way when dealing with people.
- 2.4 Show respect for others if making comments publicly.
- 2.5 Ensure that personal comments to the media or other public comments, on Council decisions and other matters, clearly indicate that it is a private view, and not that of the Council.

Responsibilities as a member of Council

- 2.6 Comply with all Council policies, codes and resolutions.
- 2.7 Deal with information received in their capacity as Council members in a responsible manner.
- 2.8 Endeavour to provide accurate information to the Council and to the public at all times

Relationship with fellow Council Members

- 2.9 Endeavour to establish and maintain a respectful relationship with all Council members, regardless of differences of views and opinions.
- 2.10 Not bully or harass other Council members.

Relationship with Council staff

- 2.11 Not bully or harass Council staff.
- 2.12 Direct all requests for information from the Council administration to the Council's Chief Executive Officer or nominated delegate/s.
- 2.13 Direct all requests for work or actions by Council staff to the Council's Chief Executive Officer or nominated delegate/s.
- 2.14 Refrain from directing or influencing Council staff with respect to the way in which these employees perform their duties.

Requirement to report breach of Part 3

- 2.15 A Council member who is of the opinion that a breach of Part 3 of this Code (Misconduct)— has occurred, or is currently occurring, must report the breach to the Principal Member of the Council or Chief Executive Officer, the Ombudsman or the Office for Public Integrity.
- 2.16 A failure to report an alleged or suspected breach of Part 3 of this Code is in itself a breach under this Part (Behavioural Code).

Complaints

- 2.17 Any person may make a complaint about a Council member under the Behavioural Code.
- 2.18 Complaints about behaviour alleged to have breached the Behavioural Code should be brought to the attention of the Principal Member or Chief Executive Officer of the Council, or nominated delegate/s.
- 2.19 A complaint may be investigated and resolved in any manner which that Council deems appropriate in its process for handling alleged breaches of this Part. This can include, but is not limited to: a mediator or conciliator, the Local Government Governance Panel, a regional governance panel or an independent investigator.
- 2.20 A complaint may be considered within this process to be trivial, vexatious or frivolous, and accordingly not investigated.
- 2.21 A failure of a Council member to cooperate with the Council's process for handling alleged breaches of this Part may be referred for investigation under Part 3.
- 2.22 A failure of a Council member to comply with a finding of an investigation under this Part, adopted by the Council, may be referred for investigation under Part 3.
- 2.23 Repeated or sustained breaches of this Part by the same Council member may be referred, by resolution of the Council, to the relevant authority as a breach of Part 3.
- 2.24 A breach of the Behavioural Code must be the subject of a report to a public meeting of the Council.

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Findings

- 2.25 If, following investigation under the Council's complaints handling process, a breach of the Behavioural Code by a Council member is found, the Council may, by resolution:
 - 2.25.1 Take no action:
 - 2.25.2 Pass a censure motion in respect of the Council member;
 - 2.25.3 Request a public apology, whether written or verbal;
 - 2.25.4 Request the Council member to attend training on the specific topic found to have been breached:
 - 2.25.5 Resolve to remove or suspend the Council member from a position within the Council (not including the member's elected position on Council);
 - 2.25.6 Request the member to repay monies to the Council.

PART 3-MISCONDUCT

3. Misconduct

Failure by a Council member to comply with this Part constitutes misconduct. The provisions within this Part may refer to statutory matters under the Local Government Act 1999. Any breach of these provisions will be investigated under that legislation.

Any person may report an alleged breach of this Part to the Council, the Ombudsman, the Electoral Commissioner (for alleged breaches of Code 3.8) or the Office for Public Integrity. Alleged breaches of this Part made to a Council or to the Office for Public Integrity may be referred to the Ombudsman for investigation under Section 263 of the Local Government Act 1999, by the Council's Chief Executive Officer or by the Independent Commissioner Against Corruption, where he or she so determines.

A report from the Ombudsman that finds a Council member has breached this Part (Misconduct) of the Code of Conduct must be provided to a public meeting of the Council. The Council must pass resolutions, that give effect to any recommendations received from the Ombudsman, within two ordinary meetings of the Council following the receipt of these recommendations.

An investigation under Part 3 of this Code does not preclude an investigation being launched as a potential breach of the criminal matters listed in the Appendix to this document.

Member duties

Council members must:

- 3.1 Act honestly at all times in the performance and discharge of their official functions and duties;
- 3.2 Perform and discharge their official functions and duties with reasonable care and diligence at all times;
 - 3.3 Not release or divulge information that the Council has ordered be kept confidential, or that the Council member should reasonably know is information that is confidential, including information that is considered by Council in confidence;
 - 3.4 Not exercise or perform, or purport to exercise or perform, a power, duty or function that he or she is not authorised to exercise or perform;
 - 3.5 Not attempt to improperly direct a member of Council staff to act in their capacity as a Local Government employee for an unauthorised purpose;
 - 3.6 Ensure that relationships with external parties cannot amount to interference by improper influence, affecting judgement, decisions and/or actions.

Gifts and benefits

- 3.7 Council members must not:
 - 3.7.1 Seek gifts or benefits of any kind;
 - 3.7.2 Accept any gift or benefit that may create a sense of obligation on their part or may be perceived to be intended or likely to influence them in carrying out their public duty;
 - 3.7.3 Accept any gift or benefit from any person who is in, or who seeks to be in, any contractual relationship with the Council.
- 3.8 Notwithstanding Code 3.7, Council members may accept campaign donations as provided for in the Local Government (Elections) Act 1999.

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- 3.9 Notwithstanding Code 3.7.3, Council members may accept hospitality provided in the context of performing their duties, including:
 - 3.9.1 Free or subsidised meals, beverages or refreshments of reasonable value provided in conjunction with:
 - 3.9.1.2 Council work related events such as training, education sessions workshops and conferences;
 - 3.9.1.3 Council functions or events;
 - 3.9.1.4 Social functions organised by groups such as Council committees and community organisations.
 - 3.9.2 Invitations to, and attendance at, local social, cultural or sporting events.
- 3.10 Where Council members receive a gift or benefit of more than a value published in the Government Gazette by the Minister from time to time, details of each gift or benefit must be recorded within a gifts and benefits register maintained and updated quarterly by the Council's Chief Executive Officer. This register must be made available for inspection at the principal office of the Council and on the Council website.

Register of Interests

3.11 Council members must lodge with the Council a complete and accurate primary return of their interests, and subsequent ordinary returns, as required by legislation.

Campaign donation returns

3.12 Council members must ensure that following each election an accurate campaign donation return is provided to the Chief Executive Officer of the Council as required by legislation.

Conflict of interest

3.13 Council members must be committed to making decisions without bias and in the best interests of the whole community and comply with the relevant conflict of interest provisions of the Local Government Act 1999.

Misuse of Council resources

- 3.14 Council members using Council resources must do so effectively and prudently.
- 3.15 Council members must not use Council resources, including services of Council staff, for private purposes, unless legally or properly authorised to do so, and payments are made where appropriate.
- 3.16 Council members must not use public funds or resources in a manner that is irregular or unauthorised.

Repeated or sustained breaches of Part 2

- 3.17 At the discretion of the Council to which the member is elected, repeated or sustained inappropriate behaviour, as listed in Part 2, may be escalated to an allegation of misconduct under this Part.
- 3.18 A failure to comply with a finding of inappropriate behaviour (by the Council, independent investigator or Ombudsman) under Part 2 is also grounds for a complaint under this Part.

APPENDIX—CRIMINAL MATTERS

The matters within this Appendix are matters for which a criminal penalty attaches. As separate legislation operates to cover such conduct, this part does not form part of the Code of Conduct for Council Members.

Allegations of conduct breaching these matters will be investigated in accordance with the legislation governing that conduct and they are included within this document only in order to provide a complete overview of the standards of conduct and behaviour expected of Council members.

Alleged breaches of matters outlined in this Appendix should be reported to the Office for Public Integrity in the first instance.

Breaches of the Local Government Act 1999

Member duties

A member of a Council must not, whether within or outside the State, make improper use of information acquired by virtue of his or her position as a member of the Council to gain, directly or indirectly, an advantage for himself or herself or for another person or to cause detriment to the Council (Section 62 (3)).

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A member of a Council must not, whether within or outside the State, make improper use of his or her position as a member of the Council to gain, directly or indirectly, an advantage for himself or herself or for another person or to cause detriment to the Council (Section 62 (4)).

Provision of false information

A member of a Council who submits a return under Chapter 5 Part 4 (Register of interest) and Schedule 3 of the Local Government Act 1999, that is to the knowledge of the member, false or misleading in a material particular (whether by reason of information included in or omitted from the return) is guilty of an offence (Section 69).

Restrictions on publication of information from Register of Interests

A Council member must not publish information, or authorise publication of information, derived from a Register unless the information constitutes a fair and accurate summary of the information contained in the Register, and is published in the public interest, or comment on the facts set forth in a Register, unless the comment is fair and published in the public interest and without malice (Section 71).

Breaches of other Acts

Acting in his or her capacity as a public officer, a Council member shall not engage in conduct, whether within or outside the state, that constitutes corruption in public administration as defined by Section 5 of the Independent Commissioner Against Corruption Act 2012, including:

An offence against Part 7 Division 4 (Offences relating to public officers) of the Criminal Law Consolidation Act 1935, which includes the following offences:

- · bribery or corruption of public officers;
- · threats or reprisals against public officers;
- · abuse of public office;
- · demanding or requiring benefit on basis of public office;
- · offences relating to appointment to public office.

Any other offence, including an offence against Part 5 (Offences of dishonesty) of the Criminal Law Consolidation Act 1935, committed by a public officer while acting in his or her capacity as a public officer, or by a former public officer and related to his or her former capacity as a public officer, or by a person before becoming a public officer and related to his or her capacity as a public officer, or to an attempt to commit such an offence.

Any of the following in relation to an offence referred to in a preceding paragraph:

- · aiding, abetting, counselling or procuring the commission of the offence;
- · inducing, whether by threats or promises or otherwise, the commission of the offence;
- being in any way, directly or indirectly, knowingly concerned in, or party to, the commission of the
 offence:
- · conspiring with others to effect the commission of the offence

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TOWN OF GAWLER PROCEDURE



Policy Section:	1. Corporate Governance
Procedure Name:	Complaints Handling Procedure Under the Code of Conduct for Council Members'
Classification:	Mandatory
Adopted:	24 November 2015
Frequency of Review:	Biennial and within 12 months of a Council Election
Last Review:	September 2017
Next Review Due:	September 2019
Responsible Officer(s):	Governance Officer and Chief Executive Officer
Procedure Manual File Ref:	CC14/407
Council File Reference:	CR17/44304
Legislation Authority:	Local Government Act 1999 Local Government (General) Variation Regulations 2013 Independent Commissioner Against Corruption Act 2012
Related Policies:	Caretaker (Elections) Whistleblower
Related Procedures:	N/A

1. INTRODUCTION

- 1.1 On 29 August 2013, a new Code of Conduct for Council Members was made by Regulation.
- 1.2 The Code of Conduct applies to all Council Members across South Australia. Alleged breaches of the Code of Conduct may be the subject of a Council investigation or an Ombudsman investigation, depending on the nature of the issue.
- 1.3 The Code of Conduct also contains sanctions which may be imposed by Council on a Council Member where a breach of the Code is found to be sustained.

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2. PURPOSE AND SCOPE

This procedure applies when the Council receives a complaint against a Council Member under the Code of Conduct for Council Members.

3. BREACHES OF THE CODE OF CONDUCT

Breaches of the Code of Conduct may relate to less serious behavioural issues (in Part 2 of the Code) or misconduct (in Part 3 of the Code). Criminal or corruption matters, which are subject to separate legislation, do not form part of the Code of Conduct for Council Members. This procedure covers referral of these types of complaints to other agencies.

4. ALLEGED BREACH

- 4.1 Where an alleged breach occurs the complainant should report the allegation, in writing, to the Council, addressed to the Chief Executive Officer. The allegation should:
 - 4.1.1 be specific;
 - 4.1.2 be provided in writing;
 - 4.1.3 identify the provision/s of the Code which is/are alleged to have been breached;
 - 4.1.4 provide as much supporting evidence as possible to assist an investigation; and
 - 4.1.5 provide the name of the Council Member(s) who has allegedly breached the Code.
- 4.2 Complainants can, at any time, take the alternative option of lodging the complaint with the Office of Public Integrity (OPI), which will direct the complaint in accordance with the ICAC Act or directly to the South Australian Ombudsman who can deal with complaints under the Ombudsman Act 1972.
- 4.3 The Chief Executive Officer will be responsible for receiving the referral of a complaint and will refer the complaint to the Principal Member (or if it relates to the Principal Member, his/her deputy) within 3 working days of receipt of a complaint.
- 4.4 The Principal Member (or deputy) will determine whether the complaint relates to:
 - 4.4.1 behaviour which falls under Part 2 of the Code;
 - 4.4.2 misconduct which triggers action under Part 3 of the Code; or
 - 4.4.3 criminal or corrupt behaviour.
- 4.5 Complaints relating to misconduct or criminal behaviour must be referred to the appropriate authorities immediately. (See below at clauses 9 and 10)

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- 4.6 Council maintains jurisdiction where the complaint deals with conduct that falls into Part 2 of the Code. Part 2 deals with conduct that reflects reasonable community expectations of how Council Members should conduct themselves. Robust debate within Council which is conducted in a respectful manner is not a breach of this Part.
- 4.7 For the remainder of this policy, where the deputy Principal Member is handling a complaint, the policy is to be read such that the "Principal Member" is the deputy Principal Member.
- 4.8 In relation to a complaint determined to be one of which falls under Part 2 of the Code, having regard to the seriousness of the allegation and information provided, the Principal Member may:
 - 4.8.1 seek to resolve the matter internally;
 - 4.8.2 refer the complaint to a mediator or conciliator, the Local Government Governance Panel, an independent investigator or other option provided by Council. Council will from time to time determine which of these options are available; and
 - 4.8.3 dismiss the allegation on the basis that it is, trivial, vexatious or frivolous or not related to matters covered by the Code, or that a complaint dealing with the same matter has already been decided (unless significant new information is provided).
- 4.9 Within three (3) days of receipt of an allegation, the complainant will receive acknowledgement from the Principal Member of the complaint received and the Council Member who is the subject of the complaint will be advised by the Principal Member of the complaint and its substance. The Council Member will also be advised of the manner in which the Principal Member intends to deal with the complaint.
- 4.10 The Council at its discretion and as far as possible, will endeavour to keep the identity of the person making the complaint (the Complainant) confidential.
- 4.11 The Complainant will not be victimised for making the complaint.
- 4.12 The Principal Member may in their absolute discretion decide not to investigate an anonymous complaint.
- 4.13 The Principal Member may in their absolute discretion not investigate or discontinue investigating a complaint if the Complainant fails to assist the Council in the investigation of the complaint.

5. ALLEGED BREACH OF PART 2 - INTERNAL RESPONSE

5.1 Only matters which are determined to be of a minor nature will be dealt with internally and only with the agreement of the parties. The Principal Member may hold meetings with the complainant and the Council Member and may seek mediation and conciliation between the parties in an attempt to resolve the matter to the satisfaction of all parties. This may be appropriate, for example, where the complainant is also a Council Member.

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- 5.2 The Principal Member must ensure that the principles of natural justice and procedural fairness are observed.
- 5.3 Where the matter is resolved by the Principal Member to the satisfaction of all the parties, the matter will be closed and no further action will be taken. The Principal Member will send written confirmation to all the parties confirming that the matter has been resolved and provide a report to a meeting of the Council if a breach has occurred.
- 5.4 Where the matter cannot be resolved, the Principal Member will refer the original complaint to the Local Government Governance Panel or alternative independent investigator.

6. REFERRAL TO THE LOCAL GOVERNMENT GOVERNANCE PANEL

- 6.1 Where there has been an allegation that a Council Member has breached Part 2 of the Code the complaint may be referred to the Local Government Governance Panel by the Principal Member under this procedure.
- 6.2 Complaints referred to the Governance Panel will specify the ground/s of the complaint, set out the circumstances of the complaint and be accompanied by any other material that is available to support the complaint. A copy of the Governance Panel's procedures is available on the Governance Panel webpage on the LGA's website under *Rules of Engagement*: www.lga.sa.gov.au.
- 6.3 The matter will be assessed initially by the Panel Manager who will determine the process to be followed and the person who will deal with the matter. The matter may be dismissed if it is frivolous, vexatious, misconceived or lacking in substance. The Panel Manager will consider the applicable facts from the material provided and may form a provisional conclusion that further investigation is unnecessary, as it would be unlikely to result in a breach finding. In these circumstances, Council may accept the views of the Panel Manager and take no further action or, Council may consider the recommendation from the Panel Manager and determine whether to proceed to a full investigation.

Where a complaint progresses to an investigation, a report will be prepared by the Panel and will be provided to the Principal Member. The report may recommend to the Council appropriate action in relation to the matter, including the imposition of any of the sanctions available to a Council under clause 2.25 of the Code of Conduct (see below).

6.4 A breach of Part 2 of the Code must be the subject of a report to a meeting of the Council once the investigation has occurred.

7. REPORT AND SANCTIONS

7.1 If, following investigation by the Local Government Governance Panel or an independent investigator, a breach of the Part 2 of the Code is found, the breach must be the subject of a report to the Council (clause 2.24 of the Code). The report of the Panel or independent investigator may be tabled at the Council meeting. If the report is not tabled, a Council report of the breach will be made in writing and will include any recommendations made by the Panel or independent investigator. The outcome of the item will be minuted.

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The Council may, by resolution, take any of the following actions:

- 7.1.1 Take no action.
- 7.1.2 Pass a censure motion in respect of the Council Member.
- 7.1.3 Request a public apology, whether written or verbal.
- 7.1.4 Request the Council Member to attend training on the specific topic found to have been breached.
- 7.1.5 Resolve to remove or suspend the Council Member from a position within the Council (not including the Member's elected position on Council).
- 7.1.6 Request the member to repay monies to the Council.
- 7.2 Where a Panel or independent investigator report finds no breach of the Code, a report will not be presented to Council except at the request of the Council Member who was the subject of the complaint. If such a request is made, a copy of the report will be tabled at the next practicable Council meeting. If no such request is received, no further action will be taken, although a summary report may be made to the Council regarding other observations or recommendations made by the Panel or independent investigator that are of broader application.
- 7.3 The complainant will be notified by letter of the outcome of the investigation. Where the full investigation report is to be tabled at a Council meeting, the complainant will be entitled to a copy of the report at, or following, the Council meeting which receives the report. If the full report is not presented at a Council meeting, the complainant will not be provided with a copy of the report as a matter of course.

APPEALS

Council will not enter into any process of appeal in relation to Part 2 of the Code.

9 PART 3 – MANDATORY CODE (MISCONDUCT)

- 9.1 Any person may report an alleged breach of Part 3 of the Code to the Council, the Ombudsman or the Office for Public Integrity. Alleged breaches of this Part made to Council or to the Office for Public Integrity may be referred to the Ombudsman for investigation.
- 9.2 Under the Code of Conduct, a Council Member who is of the opinion that a breach of Part 3 of the Code has occurred, or is currently occurring, must report the breach to the Principal Member of the Council or Chief Executive Officer, the Ombudsman or the Office for Public Integrity.
- 9.3 A failure to report an alleged or suspected breach of Part 3 of the Code is in itself a breach under Part 2 of the Code.

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- 9.4 A failure of a Council Member to co-operate with the Council's process for handling alleged breaches of Part 2 of the Code may be referred for investigation under Part 3.
- 9.5 A failure of a Council Member to comply with a finding of an investigation under Part 2 of the Code, adopted by the Council, may be referred for investigation under Part 3.
- 9.6 Repeated or sustained breaches of Part 2 of the Code by the same Council Member may be referred, by resolution of the Council, to the relevant authority as a breach of Part 3.
- 9.7 A report from the Ombudsman that finds a Council Member has breached Part 3 of the Code of Conduct must be the subject of a report to a meeting of the Council.
- 9.8 The Council must pass a resolution to give effect to any recommendations received from the Ombudsman, within two ordinary meetings of the Council following the receipt of these recommendations.

10. CRIMINAL MATTERS - APPENDIX TO THE CODE OF CONDUCT

- 10.1 The matters within the Appendix to the Code of Conduct are matters for which a criminal penalty attaches. These matters must be reported to the Office for Public Integrity.
- 10.2 In addition, allegations of a breach of any offence provisions in the Local Government Act 1999 must also be reported to the Office for Public Integrity (see Council's Fraud and Corruption Prevention Policy for further information on reporting requirements or the Directions and Guidelines issued by the Independent Commissioner Against Corruption).
- 10.3 In compliance with the Independent Commissioner against Corruption Act 2012, referral of such complaints to the Office for Public Integrity will remain confidential.

11. REVIEW AND EVALUATION

The effectiveness of this Procedure will be reviewed on a biennial basis and within 12 months of a Council Election to ensure that its commitment to the principles of good conduct and standards is being achieved.

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Report

Full investigation - Ombudsman Act 1972

Complainant

Mayor Karen Redman

Council member

Cr Ian Tooley

Council

Town of Gawler

Ombudsman reference

2019/04332

Date complaint received

2 May 2019

Issue

Whether Cr Ian Tooley failed to comply with a finding of inappropriate behaviour for the purposes of clause 3.18 of Part 3 of the Code of Conduct for Council Members by failing to comply with a recommendation of an independent investigator adopted by the council on 27 November 2018

Jurisdiction

The complaint is within the jurisdiction of the Ombudsman under the Ombudsman Act 1972.

The complaint made by the Mayor of the Town of Gawler (**the council**) alleges that Cr Tooley did not make an apology to a public meeting of the council as required by a resolution made by the council on 27 November 2018 (**the resolution**).

The complaint alleges a breach of Part 3 of the Code of Conduct for Council Members (**the Code**) made pursuant to section 63 of the *Local Government Act 1999*. An act of a council member that may constitute grounds for complaint under the Local Government Act is taken to be an 'administrative act' for the purposes of the Ombudsman Act.²

During my assessment of the complaint to determine whether to commence an investigation Cr Tooley was given the opportunity to make an apology at the council meeting on 28 May 2019. In the circumstances, I believe it was reasonable to provide that opportunity to Cr Tooley.

On 30 May 2019 I was informed that Cr Tooley did not make an apology at the public meeting of the council.

I consider it is proper to investigate the complaint.

¹ The Code of Conduct was gazetted on 29 August 2013.

Section 263A(4) Local Government Act; section 3, Ombudsman Act.

Investigation

My investigation has involved:

- assessing the information provided by the Mayor
- seeking a response from Cr Tooley
- meeting with Cr Tooley
- considering the Local Government Act, the Code, the council's Complaints Handling Procedure under the Code of Conduct for Council Members' (the procedure) and the minutes of council meetings for 27 November 2018, 23 April 2019 and 28 May 2019
- providing the council and Cr Tooley with my provisional report for comment, and considering their responses
- providing the council and Cr Tooley with a further chance to comment on my provisional report in light of my consideration of Cr Tooley's separate complaint (discussed below)
- preparing this report.

Standard of proof

The standard of proof I have applied in my investigation and report is on the balance of probabilities. However, in determining whether that standard has been met, in accordance with the High Court's decision in *Briginshaw v Briginshaw* (1938) 60 CLR 336, I have considered the nature of the assertions made and the consequences if they were to be upheld. That decision recognises that greater care is needed in considering the evidence in some cases.³ It is best summed up in the decision as follows:

The seriousness of an allegation made, the inherent unlikelihood of an occurrence of a given description, or the gravity of the consequences flowing from a particular finding, are considerations which must affect the answer to the question whether the issue has been proved⁴

Response to my provisional report

The Mayor initially commented in response to my provisional report that, if I proceeded to make a specific recommendation that the council reprimand Cr Tooley, I should provide sufficient clarity as to the options available to the council to enable it to comply. In that regard I have had regard to the relevant sanctions available to the council under the Code and have varied the recommendation foreshadowed in the provisional report.

Initially, Cr Tooley responded to my provisional report:

- noting that my provisional report highlighted that, while Cr Tooley disagreed with the findings of the Kelledy Jones investigation report (the Kelledy Jones report), he never lodged a complaint about it
- stating that he never raised a complaint because he was never advised that he had the
 option
- submitting that, had he known of his right to complain to my Office about the Kelledy Jones report, he would have done so without hesitation.

In light of that response, I considered it appropriate to give Cr Tooley the opportunity to lodge a complaint about the Kelledy Jones report with my Office before I finalised my views.

Briginshaw v Briginshaw at pp361-362, per Dixon J.

This decision was applied more recently in Neat Holdings Pty Ltd v Karajan Holdings Pty Ltd (1992) 110 ALR 449 at pp449-450, per Mason CJ, Brennan, Deane and Gaudron JJ.

I assessed that complaint, and determined that investigation was not necessary or justifiable on the basis that investigation was unlikely to result in a finding of administrative error and would not be a proportionate use of my Office's resources.

Subsequently, I provided the parties a further chance to respond on my provisional report in light of that determination.

Cr Tooley provided a further response, and I have addressed that response as necessary in the body of this report.

The council's Chief Executive responded by referring to the Mayor's previous response to my investigation and confirming that it did not wish to make any comment

Having considered the responses of the parties, my views remain as set out in the provisional report.

Background

- On 23 July 2018 the Mayor received a complaint from another councillor alleging that on 13 February 2018 Cr Tooley breached Part 2 of the Code. As envisaged by the procedure, the council engaged Kelledy Jones solicitors to conduct the investigation of the complaint and to report to the council.
- Kelledy Jones' investigation report was tabled at the council meeting on 27 November 2018.
- The council considered the report and recommendations made and passed the following resolution:

Cr Koch declared a perceived conflict of interest in item 9.10 as the complaintant (sic) and will deal with the matter by leaving the room.

Cr Koch sought and was granted leave of the meeting to make a personal statement Cr Tooley declared a conflict of interest in item 9.10 as the subject of the complaint and will deal with the matter by leaving the room.

Cr Tooley sought and was granted leave of the meeting to make a personal statement.

Cr Tooley sought and was granted leave of the meeting to have 2 additional minutes to complete his personal statement

At 11:05 pm, Cr lan Tooley left the meeting. At 11:05 pm, Cr Paul Koch left the meeting.

9.10 CODE OF CONDUCT COMPLAINT FINAL REPORT

RESOLUTION 2018:11:COU466

Moved: Cr D Fraser Seconded: Cr C Davies

That Council

- Notes the Final Report by Kelledy Jones into the investigation of the alleged breach of Part 2 of Code of Conduct for Council Members.
- 2. Note the recommendations by Kelledy Jones in the Final report (Attachment 3).
- 3. That the personal explanations subject to legal advice be included in the minutes.
- 4. That Cr Tooley be required to provide an apology at a public meeting of the Council for his actions and behaviors (sic) at the IES Committee meeting of 13 February 2018 and 10 April 2018 and for his offensive and discourteous comments to elected member and Council employees at the IES meeting of 10 April 2018, in email exchanges and as reported in the media.

CARRIED

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Cr Vallelonga called a division.

The Mayor declared the vote set aside.

In Favour: Crs C Davies, D Fraser, K Goldstone, D Hughes, P Little and N Shanks Against: Crs B Sambell and J Vallelonga

CARRIED 6/2

- The agendas for the subsequent council meetings on 18 December 2018, 22 January 2019, 26 February 2019, 19 and 26 March 2019 did not provide for a specific item to allow for Cr Tooley to make an apology.
- The agenda for the council meeting scheduled for 23 April 2019 provided as follows:

Order of Business

9 Business Arising from Minutes......4

Cr Tooley apology as per 27 November 2018 Council meeting resolution 2018:11:COU466

...

6. The draft minutes of the meeting of 23 April 2019 record the following:

9 BUSINESS ARISING FROM MINUTES

Nii

Cr Tooley requested leave of the meeting to make a personal statement. Leave was not granted.

- 7. On 16 May 2019 one of my officers interviewed Cr Tooley in relation to the allegations against him. Cr Tooley refuted the findings of the investigation by Kelledy Jones. He intimated that he has always been prepared to address the issue but it had never been an agenda item at subsequent meetings. He remained committed to make a 'personal explanation' to a council meeting but that he was not inclined to make an apology.
- 8. I then contacted the Mayor and proposed that Cr Tooley be given a clear opportunity to make an apology to the next council meeting scheduled for 28 May 2019. Both Cr Tooley and the Mayor were amenable to this. The Mayor acknowledged that the minutes of the meeting of 23 April 2019 did not accurately reflect the discussion that took place at the time. The Mayor stated that a motion would be put to the next meeting to amend the minutes to accurately reflect the discussion.
- At the next meeting of the council on 28 May 2019 a motion was put to amend the minutes of the meeting on 23 April 2019 to read:

9 BUSINESS ARISING FROM MINUTES

Nil

Cr Tooley apology as per 27 November 2018 Council Meeting resolution 2018:11:COU466

Mayor Redman invited Cr Tooley to address the Meeting and advised Cr Tooley he had the floor to deliver his apology.

Cr Tooley addressed the meeting in relation to resolution 2018:11:COU466. Mayor Redman sought clarrification (sic) from Cr Tooley if it was he's (sic) intent to make an apology.

Cr Tooley sought leave of the meeting to make a personal statement. Leave was not granted.

Cr Koch riased (sic) a Point of Order objecting to the wording that was being used by Cr Tooley and rules that he behave contrary to Regulation 29(2). Mayor Redman upheld the Point of Order.

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Cr Tooley advised the meeting that he would not be making an apology in regards to resolution 2018:11:COU466.

10. The minutes of the meeting record the following:

RESOLUTION 2019:05:COU168

Moved: Cr B Sambell Seconded: Cr D Hughes

That the minutes as amended of the Ordinary Council meeting held on 23 April 2019

be confirmed as a true and correct record.

CARRIED

11. The minutes of the meeting also record the following:

9 BUSINESS ARISING FROM MINUTES

Cr Tooley apology as per 27 November 2018 Council meeting resolution 2018:11:COU466

Mayor Redman offered Cr Tooley an opportunity to present an apology. Cr. Tooley referenced that there was no point in making an apology. He referenced that he was not satisfied with the amended Minutes of the Council meeting held 23 April as just resolved by Council which he considers are not an accurate record of what occurred at that meeting regarding the matter.

Mayor Redman offered Cr Tooley a further opportunity to present an apology. Cr. Tooley did not respond.

Mayor Redman offered Cr Tooley a further opportunity to present an apology. Cr Tooley again referenced his reasoning to not making an apology relative to the minutes of the Council meeting 23 April 2019.

Mayor Redman offered Cr Tooley a further opportunity to present an apology. Cr. Tooley again referenced the Council meeting held 23 April 2019 minutes as just resolved.

Mayor Redman offered Cr Tooley a further opportunity to present an apology. Mayor Redman commented that she concluded Cr Tooley's position such that he would not be offering an apology.

Cr. Tooley again referenced the Council meeting held 23 April 2019 minutes as just resolved and therefore was refusing to make an apology.

Mayor Redman noted that Cr Tooley was not going to make an apology. Mayor Redman offered Cr Tooley a further opportunity to present an apology. Mayor Redman moved to the next item of business.

- 12. In light of this I determined that I should conduct a full investigation of the complaint against Cr Tooley. On 31 May 2019 I informed the Mayor⁵ and Cr Tooley of my decision and I invited the latter to make submissions as to why he did not comply with the council resolution made on 27 November 2018.
- 13. On 4 June 2019 Cr Tooley made submissions in an email to my Office. The portions of the submission relevant to this investigation are as follows:

Dear Ombudsman Lines,

I write in reply to your email and letter dated 31 May 2019.

I would like to advise that I have been ready to give my apology statement since Nov 2018 but the opportunity was not provided to me until the 23 April 2019 Council meeting.

I disagree with, but respect, the Nov 2018 decision of council that I give an apology and believe that members deserve more than a mere 'I apologize/I do not apologize' statement given the length and \$11,000 cost of the matter. I believe that members deserve an explanation by way of an apology statement.

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Section 18(1a) of the Ombudsman Act 1972 requires that I advise the principal officer of an agency when I intend conducting a full investigation of a complaint.

At the 23 April Council meeting the matter was listed on the agenda and I was given the floor to deliver my apology statement.

I began to deliver my apology statement only to be interrupted immediately by Mayor Redman demanding that I state if I was apologizing or not! I answered that I was giving an apology statement in the same way that she did when giving her apology statement for conflict of interest violations as directed by the Ombudsman last year, and I asked that I be allowed to continue uninterrupted. Mayor Redman refused to allow me to continue and she kept over-talking me, interrupting me and demanding that I simply state if I am apologizing or not. This went on for some time, and each time I repeated the same request, that I be allowed to deliver my apology statement uninterrupted. I felt that this was entrapment on behalf of mayor (sic) Redman, and that I was being bullied into making a refusal statement.

I then asked if I could be granted leave of the meeting to make a Personal Explanation, as a means to get some clean air and be able to give the chamber my apology statement, but this request was denied. Mayor Redman then stated that she would record this as a refusal to apologize and I replied, no you won't, you can record that I was denied natural justice and denied the opportunity to provide an apology statement!

Mayor Redman then announced to the chamber that I was to be granted leave to make an apology.

I replied that such an apology was now pointless as she had just ensured that the minutes recorded that I refused to apologize at the 23 April council meeting! I stated that this was incorrect and a false record of what actually took place and that if she was unwilling to correct the minutes of 23 April to accurately state that I was denied the opportunity to give my apology statement, then it was a done deal, she'd got what she wanted all along, and that I would therefore have nothing further to say on the matter.

Mayor Redman went on for some time, repeatedly demanding that I speak and deliver an apology and I remained silent.

- 14. Cr Tooley's response to my provisional report also included the following points:
 - since the council had resolved that he apologise, he had gone to every council
 meeting ready and prepared to apologise but the opportunity was only offered on
 two occasions
 - Cr Tooley stated:
 - On both of the occasions where I have attempted to deliver my apology statement, 23 April and 28 May, I have been interrupted, badgered, bullied and shut down by Mayor Redman and unable to deliver my apology statement!
 - when Cr Tooley sat silent and refused to continue as a consequence, refusing to comply with the Mayor's insistence that he say "I apologise", the Mayor took that as a failure to apologise
 - Cr Tooley never stated "I refuse to apologise" and the minutes are inaccurate in that regard
 - Cr Tooley has no intention of delivering a two word statement, "I apologise"
 - given the circumstances of Cr Koch's complaint, he believes that the council deserves as more detailed apology statement
 - the Mayor has previously been given the opportunity to provide an apology statement herself in another matter
 - Cr Tooley stated:

All I have ever wanted to do is, in compliance with the resolution of council, and in accord with meeting procedure and natural justice, is to be allowed my right to deliver my apology statement uninterrupted and without criticism, rebuttal, bullying and harassment!

If council then decide to formally consider what I had to say in my apology statement, if they then deliberate as to whether they accept or reject my apology statement, I am more than happy to leave the chamber for that to happen and I will accept the outcome of that process!

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Relevant law/policies

- 15. Section 63 of the Local Government Act provides that:
 - (1) The Governor may, by regulation, prescribe a code of conduct to be observed by the members of all councils.
 - (2) Council members must observe the code of conduct.
- 16. Clause 2.6 of the Code provides that:

Responsibilities as a member of Council

- 2.6 Comply with all Council policies, codes and resolutions.
- Clause 2.22 of the Code provides that:

A failure of a Council member to comply with a finding of an investigation under this Part, adopted by the Council, may be referred for investigation under Part 3.

18. Clause 3.18 of the Code provides that:

A failure to comply with a finding of inappropriate behaviour (by the Council, independent investigator or Ombudsman) under Part 2 is also grounds for a complaint under this Part.

Whether Cr Ian Tooley failed to comply with a finding of inappropriate behaviour for the purposes of clause 3.18 of Part 3 of the Code of Conduct for Council Members by failing to comply with a recommendation of an independent investigator adopted by the council on 27 November 2018

- 19. It is not in dispute that Kelledy Jones made a finding of inappropriate behaviour against Cr Tooley or that the council validly resolved to adopt Kelledy Jones' recommendation that Cr Tooley apologise.
- 20. In my view the resolution is clear in terms of what Cr Tooley was required to do; that is, provide an apology at a public meeting of the council. Furthermore, the council's rationale for passing the resolution was clear, namely:

for his actions and behaviors (sic) at the IES Committee meeting of 13 February 2018 and 10 April 2018 and for his offensive and discourteous comments to elected member and Council employees at the IES meeting of 10 April 2018, in email exchanges and as reported in the media.

- 21. I have not investigated the manner in which the investigation was conducted by Kelledy Jones or whether the evidence supported the recommendations made. Having considered a complaint in that regard, I determined that investigation was not necessary or justifiable.
- On receiving the complaint about Cr Tooley, my Office endeavoured to arrange an
 opportunity for Cr Tooley to comply with the resolution. The council was amenable to
 this. This arrangement failed to achieve its intended outcome.
- 23. I consider that in resolving to adopt the recommendations of Kelledy Jones, the council intended that Cr Tooley apologise. I note that clause 2.6 of the Code requires council members to comply with all council resolutions. I consider it reasonable to construe the Code as intending that any breach of it that is substantiated through the proper processes will result in consequences for the council member who is found to have committed the breach.

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- 24. The submissions made by Cr Tooley to my investigation are consistent with his stated view that he did not act in the manner alleged in the Kelledy Jones investigation. Cr Tooley had the opportunity to provide his views to the investigation (and to make a complaint to my Office, which he subsequently did). Regardless of whether he agrees with the outcome of the investigation, the council has validly resolved that he now apologise. Cr Tooley has not apologised despite being given two opportunities to do so. Cr Tooley has told my investigation on 16 May 2019 that he was not inclined to apologise and in my view, his subsequent statement to the council on 28 May 2019 is consistent with that position.
- 25. I am advised that the council provided training on the operation of the Code to council members, including Cr Tooley, on 21 May 2019. Considering this training together with his overall experience as a council member, I am of the view that Cr Tooley should be fully aware of his responsibilities as a council member.
- In my view Cr Tooley has had ample opportunity to raise the issue of an apology and his preparedness to comply (or not) with the resolution since November 2018.
- 27. I am also of the view that, even if Cr Tooley does not agree with the Kelledy Jones finding, refusing to apologise is unnecessarily obstructive, shows a disregard for the principles underpinning the Code and potentially undermines community confidence and trust in local government.
- 28. Cr Tooley has raised concerns about the fact that the Mayor repeatedly asked whether he was going to apologise before allowing him to make a personal statement. In the circumstances, I do not consider it unreasonable for the Mayor to clarify that issue before allowing him to continue. I also consider that the issues raised about the accuracy of the minutes are a matter of interpretation and I do not consider they warrant further enquiry by my Office.
- 29. I consider that the terms of the resolution are clear as to what type of apology is required. Despite Cr Tooley's personal views, there is no reason why he should not be able to comprehend or comply with the resolution.
- 30. My view is that Cr Tooley's failure to comply with the recommendation of the Kelledy Jones investigation that he apologise, as adopted by the council on 27 November 2018, amounts to a failure to comply with a finding of inappropriate behaviour for the purposes of clause 3.18 of Part 3 of the Code. A failure to observe the Code is contrary to the requirements of section 63 of the Local Government Act.

Opinion

In light of the above, I consider that Cr Tooley has failed to comply with a finding of inappropriate behaviour for the purposes of clause 3.18 of Part 3 of the Code and section 63 of the Local Government Act. In this way, Cr Ian Tooley acted in a manner that was contrary to law within the meaning of section 25(1)(a) of the Ombudsman Act.

To remedy this error, I recommend under section 25(2) of the Ombudsman Act that the council propose a resolution censuring Cr Tooley for his failure to comply with the Code of Conduct for Council Members.

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Final comment

I now report Cr Ian Tooley's misconduct to the principal officer of the council, as required by section 18(5) of the Ombudsman Act.

In accordance with Part 3 of the Code of Conduct for Council Members, this report must be provided to a public meeting of the council within two ordinary meetings of the council receiving my report.

In accordance with section 25(4) of the Ombudsman Act, I request that the council report to me by **20 February 2020** on what steps have been taken to give effect to my recommendation above; including:

- details of the actions that have been commenced or completed
- relevant dates of the actions taken to implement the recommendation.

In the event that no action has been taken, reason(s) for the inaction should be provided to the Ombudsman.

I have also sent a copy of my report to the Minister for Local Government as required by section 25(3) of the *Ombudsman Act 1972*.

Wayne Lines SA OMBUDSMAN

18 November 2019

Item 12.1- Attachment 3



Mayor Karen Redman Town of Gawler PO Box 130 GAWLER SA 5118 GPO Box 2329 Adelaide SA 5001 Tel (08) 7109 7145

Re: Boundaries Commission Update

Dear Mayor Redman

As we approach the end of 2019, it is timely to provide you with an update on the work of the Local Government Boundary Commission and the implementation of the new system for potential boundary changes.

Firstly, in September 2019 the Commission welcomed Ms Wendy Campana as a new Commissioner. Wendy brings with her a wealth of Local Government knowledge and experience that will be of great benefit to the Commission in our work both as the Local Government Grants Commission and the Boundaries Commission.

As you would now be aware, the Commission took on the role as the Boundary Commission in January 2019 to undertake the initial assessment of reform proposals, oversee investigations, and make recommendations to the Minister responsible for the Act on council boundary changes.

Since releasing the nine Guidelines outlining the various processes for progressing and investigating boundary change proposals in January, the Commission has made a number of minor amendments to them. These amendments are noted on the Boundary Commission's webpage.

It has been pleasing to see genuine interest from the sector and the community more widely in the boundary change process. Four proposals have been formally submitted to the Commission, all meeting the requirements of Stage One of the process for the initiation of a general proposal.

However, the Commission is aware that the system that has been put in place introduced a number of new elements into the boundary change process, in particular the capacity for individual councils to initiate boundary change proposals. This has generated both interest and concern across the local government sector.

The Commission understands that some councils have expressed concern about a view held by neighbouring councils that a boundary change may be appropriate. I emphasise that while the new system enables individual councils to initiate proposals, and make a case to the Commission that they be investigated, the Commission—not the initiating council— has the responsibility to investigate these proposals and make recommendations to the Minister.

The Commission will therefore undertake a thorough investigation of all aspects of any proposal before making recommendations to the Minister. This will include comprehensive community engagement and a full consideration of the impact of any boundary change on all affected councils, particularly where that change is significant. Ultimately, the recommendations that the Commission makes to the Minister will reflect our view on what is best for the community in that area.

The Commission is also aware that some councils have expressed concerns about the potential cost of an investigation into a boundary change proposal. To clarify, the costs to

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initiating councils will be based on the investigation and consultation process that the Commission undertakes on any proposals. I am sure that you appreciate that the impact and complexity of boundary change proposals can vary significantly, and that, as a result, the costs for each proposal will also vary.

Also, a proposal will not proceed to an investigation before the Commission consults with the initiating council on expected costs and the council determine to proceed with the proposal with this knowledge.

I understand that there is also a view that the implementation of a proposal will require a council receiving new areas to pay 'compensation' to the council relinquishing this area for the transfer of assets. While a full understanding of the financial impact on all affected councils will be necessary for the Commission to make recommendations to the Minister, including consideration of the transfer of assets and infrastructure, the Commission's recommendations will need to reflect the specific circumstances of each boundary change.

If you have not yet familiarised yourself with the new system for Council boundary change proposals I encourage you to do so. The Commission's Guidelines can be found at https://www.dpti.sa.gov.au/local_govt/boundary_changes. The Commission also intends on providing information about received proposals on its website.

I trust that this information is of assistance to you. If you have further questions, please contact Mr Thomas Rossini in the Office of Local Government on 7109 7443, or thomas.rossini@sa.gov.au.

Yours sincerely

Bruce Green

Chair, SA Local Government Boundaries Commission

31 October 2019

cc. Mr Henry Inat, Chief Executive Officer

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Town of Gawler Boundary Reform Project Stage 1 and 2 Communication and Consultation Plan

Background

On 1 January 2019, the South Australian Local Government Boundaries Commission was formed, as the independent body that assesses and investigates council boundary change proposals, and makes recommendations to the Minister.

The Commission's responsibilities and procedures are set out in the *Local Government Act* 1999 (Chapter 3, Part 2), which can be accessed via the <u>South Australian Legislation website</u>. The Commission has also prepared Guidelines that detail the process by which it will receive, assess and progress council boundary change proposals. All the details can be found here https://www.dpti.sa.gov.au/local_govt/boundary_changes

A change to this State Government legislation means Council is now able to consider boundary realignment to better meet the needs of our whole community.

At the 10 September Special Council Meeting, Council resolved the following:

RESOLUTION 2019:09:COU001

Moved: Cr D Hughes Seconded: Cr D Fraser

That Council :-

- 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.
- 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.
- 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

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- 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.
- 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
- 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
- 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 <u>variable</u> operating revenue and expenditure (i.e. operating revenue and expenditure that fluctuates <u>directly</u> 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

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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.
- 16. Seek that a combined Open Forum be held with the Mayors and Councils of the affected areas in the interest of consultation, collaboration and of gauging sentiment with regard to an expanded Gawler.

This document details the proposed communication and consultation activities associated with Council's boundary realignment investigations, having due regard for the above resolution.

Project Outcomes

- Planning for future growth and ensuring Gawler continues to function as a Regional Service Centre
- Formalising Gawler's community of interest which currently extends past existing council boundaries.
- Ensuring the people who consider themselves as part of Gawler, have a say and are appropriately represented in the decision making process.
- Removing current administrative anomalies such as properties and suburbs being located in multiple council areas.
- Providing greater opportunity for investment and job creation.

Objectives

The objectives of this communication and consultation are to:

- · Ensure awareness of the project
- Be proactive in keeping the community and stakeholders informed.
- Ensure stakeholders have an opportunity to provide input and feedback.

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Considerations/Assumptions

The Boundary Reform process is a new process that has not been tested. There will be a number of stages, including:

- Stage 1 Submission of a Stage 1 Initial Proposal conducted by Council
- Stage 2 Submission of a Stage 2 General Proposal conducted by Council
- Stage 3 Investigation of General Proposal conducted by Boundaries Commission

Stage 3 will be unique to each council proposal and be largely defined by the Boundaries Commission once it has undertaken an assessment and determined the scope of the investigation.

This communication and consultation Plan:

- Focuses on Stage 1 and 2 only. This Plan will be refined and updated once future stages are further defined.
- Has been developed based on the assumption that Council will proceed through Stages 1 and 2 of the boundary reform process.

The following high level project schedule has been identified for Stages 1 and 2 of this project. Activities and timeframes are indicative only. Following feedback from the Boundaries Commission on Council's Stage 1 Proposal, the proposed Stage 2 activities will be refined and updated and provided at a future Council meeting for consideration.

Activities in red are decision/hold points where Council decision is required.

Activity	Indicative timeframe
Stage 1 – Development and submission of an Initial Proposal	
Motion on Notice – Mayor Redman	May 2019
Initial report to Council	September 2019
Update report to Council to include:	November 2019
Further analysis	
Communication/consultation strategy	
Draft Stage 1 proposal	
Submission of Stage 1 Proposal to Boundaries Commission	December 2019
Feedback received from Boundaries Commission	February 2020
Update report to Council & Council decision to proceed to Stage 2	March 2020
Stage 2 – Development and submission of a General	
Proposal	
Stakeholder consultation (April-June)	April – June 2020
Special Council Meeting to consider feedback from stakeholder consultation	July 2020
Council consideration of Stage 2 Proposal	September 2020
Submission of Stage 2 Proposal to Boundaries Commission	October 2020
Advice received from Boundaries Commission, including high	February 2021
level quote for investigation	
Update report to Council and decision to proceed to Stage 3	March 2021
Stage 3 – Investigation of General Proposal	
Activities and timeframes to be defined during Stage 2. The Review will be undertaken independently and include stakeholder consultation and detailed financial analysis.	April 2021 onwards

^{*}For planning purposes and in consultation with the Boundaries Commission, it has been assumed that any review/decision made by the Boundaries Commission will take a minimum of 3 months.

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Issues/Risks

- Boundary reform process is new and lacks clarity.
- Significant number of stakeholders with competing priorities
- · Opposition from neighbouring Councils
- Potential division within the community
- Costs associated with the investigation are unknown, however could be significant
- · Resource constraints to undertake this project
- Outcomes and financial impact of those outcomes is unknown.

Key Messages

- The time is right for Town of Gawler to talk about around boundary reform for the Gawler, both in terms of urban growth for the region and so we can maintain our town, steeped in rich South Australian and local history.
- Some people say boundary reform is long overdue and things haven't been working
 well. Town of Gawler has provided services and infrastructure to our neighbours for
 many years and it is time for fair and reasonable contributions to be made.
- Each council area has its own unique offering with each capitalising on their strengths.
 For Gawler it's our unique blend of heritage and culture mixed with economic growth and sustainability.
- In exploring boundary reform, we are actively engaging with our own and neighbouring Councils because we want the best outcome for everyone.
- We are one community ... our residents, businesses, ratepayers and visitors always come first... a liveable, cohesive, active, innovative, harmonious and sustainable community.
- The proposed realignment will enable us to provide more comprehensive and competitive services to our community in an economically thriving community where services and amenities are enjoyed by all.
- The proposed realignment is about making sensible decisions around being more
 efficient in the delivery of services such as managing parks and open spaces, waste
 collection, and business and sustainable practices.
- The planned Roseworthy Township is not under consideration to become part of Town
 of Gawler because Council recognises the significant financial impact this would have
 on Light Regional Council.
- Our proposal is not about putting other Council areas at economic disadvantage. A
 key focus of deliberations has been on being more efficient and facilitating greater
 investment and jobs for the region.
- We understand the historic importance of the region and will continue to honour and recognise this through the boundary readjustment process working hand-in-hand with surrounding councils to ensure the integrity of the region's characteristics is maintained.
- It makes good community and economic sense to adjust the boundaries to futureproof Gawler for generations to come.
- Boundary reform is important but it is <u>not</u> a distraction. It is just one opportunity that Council is pursuing to create economic prosperity for the community and region.
- The future development of new communities on Gawler's door step will create a new
 greater Gawler community. The proposed boundary changes will assist Council to
 sustainably manage this growth and represent the interests of the current and future
 Gawler community of interest.
- The proposed realignment will provide for effective and efficient management of new growth by one Council that would otherwise need multiple councils. a truly integrated community

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- A boundary realignment will encourage a strong collective voice to deliver a locally focussed culturally, economically and environmentally sustainable future.
- From a community, social, economic and environmental perspective boundary adjustment just makes good sense.

Key Stakeholders

Internal	External
Mayor Council Members All Council Divisions	 Residents (Town of Gawler and other Councils) Community Groups/Service clubs etc. Ratepayers (Town of Gawler and other Councils) Businesses (Town of Gawler and other Councils) Schools (Xavier College) Light Regional Council The Barossa Council City of Playford Adelaide Plains Council Subsidiaries (GRFMA, NAWMA) Regional Development Australia, Gawler Business Development Group Developers Local MPs – State and Federal State Government Agencies

Communication channels

Owned: Customer service counters, website, community consultation portal (Your Voice Gawler), call waiting, email banners, social media – Facebook, Twitter, Instagram, Linked-In, Town of Gawler App (once released), Electronic notice boards (Civic Centre, Sports Centre, Libraries, Gawler Administration Centre), Wayfinding signage (once installed – Walker Place, Visitor Information Centre)

Earned: The Bunyip, Barossa Herald, Leader, The Messenger, ABC Radio, Triple B FM, Gawler Community Radio, In Daily, GBDG, RDA Barossa, word of mouth

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Communications and Consultation Plan – Boundary Reform Project - Stage 1 and 2

This communication and consultation Plan:

- Focuses on Stage 1 and 2 only. This Plan will be refined and updated once future stages are further defined.
- Has been developed based on the assumption that Council will proceed through Stages 1 and 2 of the boundary reform process.

The following high level project schedule has been identified for Stages 1 and 2 of this project. Activities and timeframes are indicative only. Following feedback from the Boundaries Commission on Council's Stage 1 Proposal, the proposed Stage 2 activities will be refined and updated and provided at a future Council meeting for consideration.

Stage 1 – Develop	ment and submission (of Initial Proposal (consultation activities in green text)	
Date/Timing	Channel/Stakeholder	Content	Estimated Cost
Communication o	f September 2019 Cour	ncil decision to investigate boundary reform	
September 2019	Website	 Publish dedicated webpage on Town of Gawler website, including: Links to media releases, Council Agenda/Minute and boundary reform guidelines. Initial FAQs published 	Staff time only
	Media Release Social media posts	September Council Meeting decision	Staff time only
	Email	Provide update to Boundaries Commission	Staff time only
September 2019	Letter	Letter to Light Regional, Barossa, Playford and Adelaide Plains Councils advising of Council decision and request for collaboration.	Staff time only
September 2019	Adelaide Plains Council Barossa Council Light Regional Council	Meeting to discuss boundary reform matters. Light Regional Council and Adelaide Plains Council did not attend	Mayor Redman and Staff time only
September 2019	Boundaries Commission	Email and phone call to advise of Council decision	Staff time only
Communication o	f November 2019 Coun	cil decision to submit a Stage 1 Proposal	
November 2019	Website	 Update dedicated webpage with Council agenda and minutes etc. Latest news post 	Staff time only
	Media Release Social media posts	November Council meeting decision – Council to submit a Stage 1 Proposal	Staff time only

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	Media	Meet with editors from relevant publications to provide	Mayor Redman and staff
		briefing	time only
	Email/face-to-face	Meeting with Boundaries Commission regarding submission	Staff time only
	meeting	of Stage 1 Proposal	
Communication	of feedback received fro	m Boundaries Commission and March 2020 Council decision	to prepare a Stage 2 Proposal
March 2020	Website	 Update dedicated webpage with Council agenda and minutes 	Staff time only
		etc.	
		Latest news post	
	Media Release	March Council meeting decision – Council proceeding to	Staff time only
	Social media post	Stage 2	

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Stage 2 – Development and submission of General Proposal (consultation activities in green text)				
Date	Channel/Stakeholder	Details	Estimated cost	
April 2020	Email/face-to-face meeting	Meeting with Boundaries Commission regarding approach to Stage 2 proposal development	Staff time only	
April 2020	Media	Meet with editors from relevant publications to provide an update on the process	Mayor Redman and staff time only	
April – June 2020	Your Voice All stakeholders	 Your Voice Gawler consultation page published and linked to boundary reform webpage). Survey released online via Your Voice Gawler and available in hard copy at Council's Customer Service counters Submissions – submitted electronically via Your Voice Gawler and Email, or hardcopy via Post or in person at Council's Customer Service counters. 	Staff time and minimal printing only	
April 2020	Local press: Bunyip Leader Herald	 Advertisements Detail for inclusion in editorial if available Media release Communication of open forums and survey	\$1,000 per full page advertisement	
April 2020 May 2020 June 2020	Website Social Media	Latest News post Update dedicated webpage Social media post Communication of open forums and survey. Multiple social media and latest news updates	Staff time only	
April 2020 (distributed end April)	Rates Notice	Brochure to include: Council is preparing a General Proposal Areas being considered and why Details on Open Forums Survey link details	\$1,500	
End April 2020	Community noticeboards	Advertisement of Open forums and survey	Internal resources to be used	
April – June2020	Town of Gawler app	Open Forum advertisement (April - May)Survey link (April-June)	Staff time only	

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April - May 2020	Electronic Notice Boards	Advertising Open Forums an	d survey	Staff time only
April/May 2020	Council networks	Council Staff to distribute Open Forum invitation and survey link to networks (e.g. service clubs, community groups, sporting groups, etc)		Staff time only
May 2020	Radio	 Mayor Redman to speak with boundary reform and upcom 		Mayor Redman and staff time only
May 2020	Targeted letters	 MPs Subsidiaries State Government agencies Developers Communication of boundary refessurvey. Invitation to meet to disc		Staff time and postage
May 2020	Gawler Business Development Group and RDA Barossa		en forum to relevant businesses	Staff time only
May – June 2020	All stakeholders	Open forums in accordance with Will include discussion on: Overview of the boundary rei Why we are proposing bound Seek feedback on key issued Open forums to be held as follow Area of interest focus Gawler Hewett & Gawler Belt Hillier, Reid & Evanston Park Kalbeeba (inc. Springwood) & Concordia and Bibaringa & Uleybury	form process dary adjustments s	Venue hire Independent facilitator may be engaged for some forums
Communication o	⊥ f outcomes of commur	nity consultation – July Special		

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O4 0 41	nation of Conoral Brono	sal – activities to be determined	
April 2021	Media	Meet with editors from relevant publications to provide briefing	Mayor Redman and staff time only
March 2021	Media Release Social media posts	December Council meeting decision – Stage 2 Proposal outcome and decision to proceed to investigation	Staff time only
March 2021	Website	Update dedicated webpage with Council agenda and minutes etc.	Staff time only
Communication Investigation		om Boundaries Commission and March 2021 Council decision to	
October 2020	meeting	Meeting with Boundaries Commission regarding submission of Stage 2 Proposal	Staff time only
October 2020	Social media posts Email/face-to-face	Community consultation outcomes	Staff time only
	Media Release	July Council meeting decision – Stage 2 Proposal	Staff time only
		Latest news post	
September 2020	Website	Update dedicated webpage with Council agenda and minutes etc.	Staff time only
		ncil decision to submit Stage 2 General Proposal	0. "
	City of Playford		
	The Barossa Council		,
, lagast 2020	Council	community consultation.	time only
August 2020	Light Regional	Distribution of consultation summary to participants Meeting with Mayors and CEO's to discuss findings from	Mayor Redman and staff
August 2020	Email	·	Staff time only
	Social media posts	 July Council meeting decision – Stage 2 Proposal Community consultation outcomes 	Stair time only
	Media Release	Latest news post Latest news post Stand 2 Provided	Staff time only
		etc.	
August 2020	Website	Update dedicated webpage with Council agenda and minutes	Staff time only

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Town of Gawler

43 High Street Gawler East SA 5118

PO Box 130

Gawler SA 5118 Phone: (08) 8522 9211 Fax: (08) 8522 9212

council@gawler.sa.gov.au gawler.sa.gov.au

OFFICE OF THE MAYOR

Contact: Karen Redman

Ref: KR/ts CC16/772

18 September 2019

Mayor Mark Wasley Adelaide Plains Council PO Box 18 Mallala SA 5502

Dear Mayor Wasley

Re: Boundary Reform

The topic of boundary reform has been an issue in Gawler and the wider region for many years. With the new boundary reform process in place, the time is right for Town of Gawler to explore its options in this regard.

I write to advise you that Council considered the matter of boundary adjustments at a Special Council meeting held on 10 September 2019. Council resolved to continue its investigations and has adopted, in principle, the following Council boundary adjustments 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
- Area 9 Portion of Uleybury

The full Council resolution is provided as an attachment to this letter for information.

It is important that we, as regional partners, consider boundary reform collectively to ensure that our region, taking into consideration the best interests of our communities, maximises any economic and regional development benefits resulting from boundary changes.

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Mayor Mark Wasley 18 September 2019 2

I note that a meeting between regional CEOs and Mayors has been scheduled for 25 September 2019 to discuss this and related matters further, including:

- 1. Sharing of information between Councils to assist in respective investigations.
- A combined Open Forum with Mayors and Councils of the affected areas in the interest of consultation, collaboration and guaging sentiment with regard to an expanded Gawler.
- 3. Potential cost sharing arrangements for any investigations that may result from a Boundary Change Proposal

I look forward to progressing discussions accordingly.

Kind regards

& world

Karen Redman

Mayor

Direct line: (08) 8522 9221 Email: Mayor@gawler.sa.gov.au

cc: James Miller, Chief Executive Officer Adelaide Plains Council

ATTACHMENT 1 – COUNCIL RESOLUTION FROM 10 SEPTEMBER GAWLER COUNCIL MEETING

RESOLUTION 2019:09:COU001

Moved: Cr D Hughes Seconded: Cr D Fraser

That Council:-

- 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:
 - 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

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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.

- 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.
- 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
- Area 9 Portion of Uleybury
- 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 <u>variable</u> operating revenue and expenditure (i.e. operating revenue and expenditure that fluctuates <u>directly</u> with the level of outputs), and that Council Staff will undertake further financial investigations to be presented to Council at a future meeting.
- 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

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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.

16. Seek that a combined Open Forum be held with the Mayors and Councils of the affected areas in the interest of consultation, collaboration and of gauging sentiment with regard to an expanded Gawler.

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 From:
 Henry Inat

 To:
 Tara Shillabee

Subject: FW: Boundary Reform - APC Position Statement Date: Thursday, 26 September 2019 09:52:54 AM

Fyi. Please trim as appropriate.

Henry Inat I Chief Executive Officer

Town of Gawler I 43 High Street Gawler East I PO Box 130 I Gawler SA 5118 Ph 8522 9276 I Mobile 0403 060 779

www.qawler.sa.qov.au

From: James Miller [mailto:jcmiller@apc.sa.gov.au]
Sent: Tuesday, 24 September 2019 10:01 AM

To: mayor.lange@barossa.sa.gov.au; Bill O'Brien <BObrien@light.sa.gov.au>; Mayor

<Mayor@gawler.sa.gov.au>; Henry Inat <Henry.Inat@gawler.sa.gov.au>; Brian Carr <BCarr@light.sa.gov.au>; Martin McCarthy <mmccarthy@barossa.sa.gov.au>; Mark Wasley <markw@apc.sa.gov.au>

Cc: Alyssa Denicola < ADenicola@apc.sa.gov.au>
Subject: Boundary Reform - APC Position Statement

Good morning all

Please be advised that Council, at its meeting held last night, adopted the below resolution in relation to the boundary adjustment initiatives of Town of Gawler and The Barossa Council:-

21.7 Moved Councillor Strudwicke Seconded Councillor Parker 416

"that Council, having considered Item 21.7 - Position Statement - Neighbouring Council Boundary Adjustment Proposals, dated 23 September 2019:-

- 1. Acknowledges the Town of Gawler's and The Barossa Council's recent resolutions in relation to advancing boundary adjustment proposals;
- 2. Notes that the boundary adjustment proposals referred to at 1 above do not affect Adelaide Plains Council's boundaries; and
- 3. In consideration of 1 and 2 above, instructs the Mayor and Chief Executive Officer to not participate in boundary adjustment discussions that do not directly affect the area of Adelaide Plains Council."

CARRIED UNANIMOUSLY

2019/

In consideration of the aforementioned resolution, I advise that Mayor Wasley and I will not be attending tomorrow's meeting, nor will APC be participating in any meetings or forums relating to boundary reform which do not directly affect our Council area.

Regards

J

James Miller | Chief Executive Officer

Adelaide Plains Council | P: 8527 0200 | E: ceo@apc.sa.gov.au

PO Box 18, Mallala SA 5502 | www.apc.sa.gov.au

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OFFICE OF THE MAYOR



Town of Gawler 43 High Street

PO Box 130 Gawler SA 5118 Phone: (08) 8522 9211

Gawler East SA 5118

Fax: (08) 8522 9212 council@gawler.sa.gov.au gawler.sa.gov.au

Contact: Karen Redman

Ref:

KR/ts CC16/772

18 September 2019

Mayor Bim Lange The Barossa Council PO box 867

NURIOOTPA SA 5355

Dear Mayor Lange

Re: Boundary Reform

As you may be aware and further to my correspondence of 3 June 2019, I write to advise you that Council considered the matter of boundary adjustments further at a Special Council meeting held on 10 September 2019.

Council resolved to continue its investigations in this regard and has adopted, in principle, the following Council boundary adjustments as the basis for preparing a Stage 1 Proposal:

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- a. Area 1- Concordia Growth Area
- b. Area 2 Hewett
- Area 3 Portion of Kalbeeba (including portion of Springwood)
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- f. Area 6 Reid
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Areas to be removed from the Town of Gawler:

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

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It is important that we, as regional partners, consider boundary reform collectively to ensure that our region, taking into consideration the best interests of our communities, maximises any economic and regional development benefits resulting from boundary changes.

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Mayor Bim Lange 18 September 2019

2

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- Potential cost sharing arrangements for any investigations that may result from a boundary change proposal

I look forward to progressing discussions accordingly.

Kind regards

Karen Redman

Mayor

Direct line: (08) 8522 9221 Email: Mayor@gawler.sa.gov.au

cc: Martin McCarthy, Chief Executive Officer, The Barossa Council

ATTACHMENT 1 – COUNCIL RESOLUTION FROM 10 SEPTEMBER GAWLER COUNCIL MEETING

RESOLUTION 2019:09:COU001

Moved: Cr D Hughes Seconded: Cr D Fraser

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.
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 - 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.
 - 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.
- 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;
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- h. Area 8 Portion of Bibaringa
- i. Area 9 Portion of Uleybury
- 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 <u>variable</u> operating revenue and expenditure (i.e. operating revenue and expenditure that fluctuates <u>directly</u> with the level of outputs), and that Council Staff will undertake further financial investigations to be presented to Council at a future meeting.
- 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.

16. Seek that a combined Open Forum be held with the Mayors and Councils of the affected areas in the interest of consultation, collaboration and of gauging sentiment with regard to an expanded Gawler.

Item 12.2- Attachment 3 Page 47 of 802

Reference: 19/60277 9 October 2019

Mayor Karen Redman Town of Gawler

By email: Mayor@gawler.sa.gov.au

Dear Mayor Redman

I refer to recent conversations I have had with you since the commencement of the current term of Council and emailed correspondence from our Chief Executive Officer Martin McCarthy, on my behalf.

At Council's request and as outlined to you, the Chief Executive Officer provided a detailed report to Council at its September meeting concerning starting a conversation about boundary reform. The Barossa Council has been approached throughout the years about bringing the majority of the Barossa (as identified by the Geographical Indication) under our Council.

The Barossa Council endorsed a policy position to have this conversation in its Strategic Policy and Reform Platform in July 2019 and prioritised the commencement of a process to consider wider reform.

First and foremost we understand there is extensive engagement and consultation to occur should any reform be achieved, the process encased in the legislation requires such. However, before proceeding to incur significant cost and impacts the first step is to ensure the legislative committee responsible for oversight see merit in a proposal. If this step is not cleared then the proposal would not proceed and it is Council's view that we should not proceed with extensive engagment, consultation and incurring of costs until this hurdle is cleared.

Secondly Council acknowledges that any proposal will be subject to analysis, change, alteration or indeed could be abandoned under the principles of Section 26 of the Local Government Act.

Importantly Council has instructed the Chief Executive Officer and myself to make a stage 1 submission substantially in accordance with the paper presented to Council as emailed to you on 12 September 2019 by 31 October 2019 and we are working to this target point.

Meetings, as previously scheduled with Adelaide Plains and Light Regional Councils along with ourselves and Gawler were not attended for various reasons, but as outlined previously and openly by myself Council would pursue a conversation around boundary reform on the premise of the Barossa GI being in The Barossa Council area. I hope a rescheduled meeting can be achieved by our deadline. I also note we are meeting with Mid-Murray Council on 14 October 2019.

I look forward to engaging further should our proposal be accepted by the Boundary Adjustment Committee and there is a reasonable proposition of effecting reform for the betterment of our communities.

I have authorised the issuing of this letter under my hand by electronic signature as I am presently overseas and returning on 14 October 2019 and welcome the opportunity to discuss matters further thereafter.

Yours sincerely

Bim Lange <u>Mayor</u>

43-51 Tanunda Road (PO Box 867) Nuriootpa SA 5355 Phone (08) 8563 8444 Email: barossa@barossa.sa.gov.au | www.barossa.sa.gov.au | ABN: 47 749 871 215 TheBarossa Council













Item 12.2- Attachment 3

OFFICE OF THE MAYOR



Town of Gawler 43 High Street

PO Box 130 Gawler SA 5118 Phone: (08) 8522 9211

Gawler East SA 5118

Fax: (08) 8522 9212 council@gawler.sa.gov.au gawler.sa.gov.au

Contact: Karen Redman

Ref: I

KR/ts CC16/772

18 September 2019

Mayor Bill O'Brien Light Regional Council PO box 72 KAPUNDA SA 5373

B.11, Dear Mayor O'Brien

Re: Boundary Reform

As you may be aware and further to my correspondence of 3 June 2019, I write to advise you that Council considered the matter of boundary adjustments further at a Special Council meeting held on 10 September 2019.

Council resolved to continue its investigations in this regard and has adopted, in principle, the following Council boundary adjustments 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
- 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

The full Council resolution is provided as an attachment to this letter for information.

It is important that we, as regional partners, consider boundary reform collectively to ensure that our region, taking into consideration the best interests of our communities, maximises any economic and regional development benefits resulting from boundary changes.

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Mayor Bill O'Brien 18 September 2019

2

I note that a meeting between regional CEOs and Mayors has been scheduled for 25 September 2019 to discuss this and related matters further, including:

- 1. Sharing of information between Councils to assist in respective investigations.
- A combined Open Forum with Mayors and Councils of the affected areas in the interest of consultation, collaboration and guaging sentiment with regard to an expanded Gawler.
- 3. Potential cost sharing arrangements for any investigations that may result from a boundary change proposal

I look forward to progressing discussions accordingly.

Kind regards

Karen Redman

Mayor

Direct line: (08) 8522 9221 Email: Mayor@gawler.sa.gov.au

cc: Brian Carr, Chief Executive Officer, Light Regional Council

ATTACHMENT 1 - COUNCIL RESOLUTION FROM 10 SEPTEMBER GAWLER COUNCIL MEETING

RESOLUTION 2019:09:COU001

Moved: Cr D Hughes Seconded: Cr D Fraser

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:
 - Stage 1 Initial consideration of a potential proposal by the Boundaries Commission.
 - 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

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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.

- 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.
- 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
- 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 <u>variable</u> operating revenue and expenditure (i.e. operating revenue and expenditure that fluctuates <u>directly</u> with the level of outputs), and that Council Staff will undertake further financial investigations to be presented to Council at a future meeting.
- 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.

16. Seek that a combined Open Forum be held with the Mayors and Councils of the affected areas in the interest of consultation, collaboration and of gauging sentiment with regard to an expanded Gawler.

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Ref: BO'B:BC:TS Folder ID: 23620 - 396795

8 October 2019



Mayor Karen Redman Town of Gawler mayor@gawler.sa.gov.au

Dear Mayor Redman,

Boundary Reform

Council, at its Tuesday, 24 September 2019 meeting, passed the following resolution and I specifically draw your attention to resolution number 8 thereof.

We look forward to having this matter behind us and reigniting our excellent working relationship which we have always enjoyed.

"That Council:-

- 1. Notes that the Mayor and Chief Executive Officer advised the Mayors and CEOs of The Barossa Council and Town of Gawler on Wednesday, 13 February 2019 that the Light Regional Council is "not interested in pursuing this matter as it is considered to be a major distraction to the effective operations of all Councils involved and an unnecessary expense with no economic or other benefits to the entire Region."
- Will continue to listen to its community and ratepayers and take the necessary action to protect their interests and views.
- 3. Will openly receive views from the wider regional community on the matter of Boundary Re-alignment.
- Note that The Barossa Council and Town of Gawler have adopted their "boundary re-alignment" proposals simultaneously without any consultation from their community or input from the Light Regional Council.
- Note that The Barossa Council and the Town of Gawler Boundary Re-alignment proposals will, if implemented, substantially erode the Light Regional Council's rate base thereby creating an unsustainable Council which is not in the Region's nor State's interest.
- 6. Has the view that adjusting Local Government boundaries as proposed by The Barossa Council and the Town of Gawler does not add value for the region, nor does it generate any economic benefits. In fact, it will more than likely create significant costs for all Councils and the Light Regional Council continues to support the regional collaboration currently being enjoyed.
- 7. Empower the Mayor and Chief Executive Officer to actively address the "boundary realignment" threats from The Barossa Council and the Town of Gawler and note that the Chief Executive Officer has engaged specialist counsel to assist with any legal, media and community survey work in relation to the Boundary Re-alignment proposals.
- Requests the Town of Gawler and The Barossa Council to withdraw their proposals based on their apparent lack of community support and that the Regional Collaboration Model be restored."

Yours sincerely,

Bill O'Brien Mayor

CC

Henry Inat, CEO Town of Gawler Elected Members LRC

> Postal Address: PO Box 72, Kapunda, South Australia 5373

> > Telephone: (08) 8525 3200 Email: light@light.sa.gov.au

Principal Office 93 Main Street, Kapunda, SA 5373 Email: light@light.sa.gov.au Website: www.light.sa.gov.au

Light Regional Council ABN: 35 455 841 625

Branch Office 12 Hanson Street, Freeling, SA 5372

OFFICE OF THE MAYOR

Gawler E

Town of Gawler 43 High Street

PO Box 130 Gawler SA 5118 Phone: (08) 8522 9211

Gawler East SA 5118

Fax: (08) 8522 9212 council@gawler.sa.gov.au gawler.sa.gov.au

Contact: Karen Redman

Ref: KR/ts CC16/772

18 September 2019

Mayor Glenn Docherty City of Playford

12 Bishopstone Road Davoren Park SA 5113

Clenn,

Dear Mayor Decherty

Re: Boundary Reform

The topic of boundary reform has been an issue in Gawler and the wider region for many years. With the new boundary reform process in place, the time is right for Town of Gawler to explore its options in this regard.

I write to advise you that Council considered the matter of boundary adjustments at a Special Council meeting held on 10 September 2019.

Council resolved to continue its investigations and has adopted, in principle, the following Council boundary adjustments 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
- 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

The full Council resolution is provided as an attachment to this letter for information.

We currently do not have a meeting time to discuss this matter so if agreeable, I will arrange for a time to be scheduled so that we can discuss this matter further.

Mayor Glen Docherty 18 September 2019

I look forward to progressing discussions accordingly.

Kind regards

Karen Redman

Mayor

Direct line: (08) 8522 9221 Email: Mayor@gawler.sa.gov.au

cc: Sam Green, Chief Executive Officer City of Playford

Item 12.2- Attachment 3 Page 56 of 802

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ATTACHMENT 1 – COUNCIL RESOLUTION FROM 10 SEPTEMBER GAWLER COUNCIL MEETING

RESOLUTION 2019:09:COU001

Moved: Cr D Hughes Seconded: Cr D Fraser

That Council:-

- 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.
- Notes that there is a staged approach to the submission and consideration of Boundary Change Proposals, as outlined in this Report. This includes:
 - 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.
- 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.
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 - 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

Mayor Glen Docherty 18 September 2019

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.

- 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.
- 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;
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Areas to be removed from the Town of Gawler;

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- i. Area 9 Portion of Uleybury
- 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.
- Notes the indicative high level financial analysis that has been undertaken to date primarily focuses on indicative <u>variable</u> operating revenue and expenditure (i.e. operating revenue and expenditure that fluctuates <u>directly</u> with the level of outputs), and that Council Staff will undertake further financial investigations to be presented to Council at a future meeting.
- Notes that a further detailed financial analysis will be undertaken by the Boundaries Commission as part of its (possible) future investigations.
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- 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

Mayor Glen Docherty 18 September 2019

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.

16. Seek that a combined Open Forum be held with the Mayors and Councils of the affected areas in the interest of consultation, collaboration and of gauging sentiment with regard to an expanded Gawler.

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Doc ID: 399113: 400346: 401299

30 October 2019

Mr Bruce Green
Chair
Boundaries Commission
GPO Box 2329
Adelaide SA 5001

Per e-mail: boundaries.commission@sa.gov.au

Dear Sir,

Boundary Reform Proposals - Town of Gawler, The Barossa Council and Light Regional Council

I refer to the letter to you dated 21 October 2019 with respect to this matter.

Background

Light Regional Council is currently located in a number of identified regions created either by statute or to serve a specific purpose (Table 1). Three of these regions have common boundaries as highlighted in the table.

Table 1 Current Regions affecting Light Regional Council

	Current Regions	Legislation	
Light Regional Council	Barossa, Light and Lower North SA Govt Region		
	Greater Adelaide Planning Region	PDI Act	
	Character Preservation District (Part)	Character Preservation (Barossa Valley) Act	
	Barossa, Light and Lower North Regional Public Health Planning	SA Public Health Act	
	Legatus / Central LGA	Local Government Act	
	Adelaide and Mount Lofty Ranges NRM Region	Natural Resource Management Act	
	Regional Development Aus. Barossa		
	Barossa Valley Geographical Indication (Part)		
	Proposed Regions		
	Northern and Yorke Landscape Region	Landscape SA Bill	

Common boundaries

Postal Address: PO Box 72, Kapunda, South Australia 5373

> Telephone: (08) 8525 3200 Email: light@light.sa.gov.au Website: www.light.sa.gov.au

Light Regional Council ABN: 35 455 841 625

Branch Office 12 Hanson Street, Freeling, SA 5372

Principal Office 93 Main Street, Kapunda, SA 5373

Town of Gawler Proposals

At a Special Council meeting on 10 September 2019, the Town of Gawler (Gawler Council) adopted a 16-part resolution which, amongst related considerations, at part '8' "adopted in principle" the addition of parts of neighbouring council areas to the Gawler Council as the basis for its preparation of a 'Stage 1' proposal.

The affected areas identified by the Gawler Council for inclusion in its expansion proposals are:

- The Barossa Council (Barossa Council): Concordia (Growth Area) and a portion of Kalbeeba (including a part of Springwood). It is noted that the addition of the portion of Springwood to the Gawler Council had been supported by Barossa Council in a resolution on 16 April 2019.
- City of Playford: Evanston Park (part) and Hillier.
- Light Regional Council: Hewett, Reid and Gawler Belt (portion south of Redbanks/ Edward Roads) and possibly Roseworthy

This resolution followed an earlier resolution by the Gawler Council on 28 May 2019 announcing its intentions to progress a boundary reform proposal involving parts of the Barossa Council and Light Regional Council areas. There was no mention of including the City of Playford area at that stage.

Barossa Council and Light Regional Council and their affected communities were not consulted prior to the passage of the Gawler Council's May 2019 resolution. It is not clear whether the City of Playford was consulted prior to the September 2019 Gawler Council resolution.

I note that Gawler Council subsequently considered a related motion on 22 October 2019 that sought to halt its pursuit of boundary expansion until the views of parties directly affected had been canvassed further. This motion was narrowly lost (5 to 4).

The Barossa Council Proposal

On 17 September 2019 The Barossa Council adopted a resolution "instructing the Chief Executive Officer to prepare and lodge a proposal for boundary reform ... as a high priority with a target submission being made by 31 October 2019, or the Chief Executive Officer advise Council of an alternative date if this cannot be achieved at the October meeting of Council".

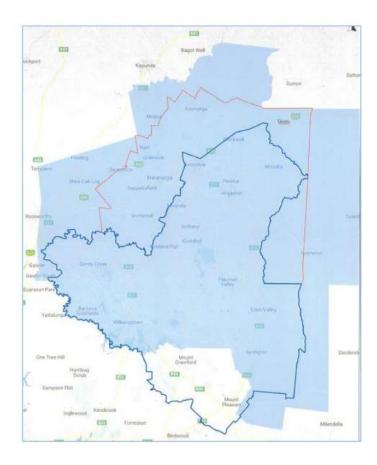
Simply put, the Barossa Council seeks to add a greater amount, but not all, of the Barossa Geographical Indication (GI) to its area.

The Barossa GI extends westwards into the Light Regional Council area to include Freeling, Templers and then land east of Horrocks Highway heading south towards Gawler. In an anomalous feature, Hewett, Gawler East, Gawler South, Concordia and Kalbeeba are all also included in the Barossa GI area.

For the purposes of boundary reform, The Barossa Council's interest in the Light Regional Council area affects and includes Koonunga, Nain, Daveyston, Greenock, Seppeltsfield, Marananga, and the Western Ridge of the Barossa (Gomersal, etc.).

This area is shown on the map excerpt below:-

Boundaries Commission - 30 October 2019



Light Regional Council is aware that the Mid Murray Council has similarly been approached by The Barossa Council with respect to a transfer of its parts of the Barossa GI through boundary reform to The Barossa Council.

The Barossa Council has provided no reasoning to Light Regional Council for its choice to focus on gaining more of the Barossa GI, other than expressing a preference that as much of the Barossa GI should be contained within one Local Government Area (LGA) (i.e. Barossa Council) as possible. The agenda report considered by The Barossa Council on 17 September 2019 offers a little more: being

- The Barossa Council supporting and overseeing the majority of the area known as the Barossa GI (Geographical Indication);
- Bringing together of communities of interest, generally defined as shared cultural, identity, place, social, economic and environmental interests under the banner of one Council driven by the strategic goal of the Barossa GI under one umbrella;
- Looking for opportunities to better coordinate land use policy, economic development, tourism integration and service across these communities of interest.
- Potentially looking for efficiencies in service provision.

As with all councils, land use policy is being <u>coordinated already</u> by the State Government through its introduction of the Planning and Design Code, which is currently on consultation and will be 'in place' by 1 July 2020.

Both Barossa and Light Regional Councils already collaborate with regional interests, such as the Regional Development Australia – Barossa membership, providing membership and financial support for the 'Tourism Barossa Inc.' and supporting financially and in-kind the 'Barossa Partnerships' project (together with State Government).

Also, the Adelaide Plains, Barossa, Gawler and Light Regional Councils have been evaluating the establishment of a Joint Planning Board as part of the pilot program commenced in 2018. While

Boundaries Commission - 30 October 2019

Adelaide Plains has resolved not to proceed at this point in time, the Town of Gawler and the Light Regional Council both committed to proceed with the next step of the project (Business Case development) to further evaluate the opportunities and benefits at their meetings on 25 June 2019. The Barossa Council also later resolved to continue in the project on 20 August 2019, once it had an understanding of the position of the other councils and further related information from State Government.

These collaborations address economic development and tourism integration, ostensibly addressing items 2, 3 and 4 of The Barossa Council report of 17 September 2019 (listed above) <u>leaving point 1 as the main aim, being 'control' over the majority of the Barossa GI area.</u>

Per the 'barossawine.com' website, the Barossa GI: (this website is that of the Barossa Grape & Wine Association's and therefore represents their strong industry views.)

..."is an official description of an Australian wine zone, region or sub-region. The GI system is designed to protect the use of the regional name under international law and is governed by the Geographical Indications Committee, overseen by Wine Australia. The Barossa (zone) is located north of the city of Adelaide in South Australia. It comprises two distinct and complementary regions, Barossa Valley and Eden Valley, which were formalised in 1997. High Eden is the only officially declared sub-region. The GI is purely geographic in concept, similar to the European Designation of Origin system."

The Barossa GI is therefore intrinsically linked to the internationally recognised Barossa 'Brand'.

The Barossa Council's intent then can only be construed as an endeavour to have the majority of the Barossa 'Brand' within its boundaries.

However, the 'Barossa' as both a 'place' and a 'Brand', stands alone and has no direct relationship with local government boundaries established under the Local Government Act, 1999.

As the Council and its legislated functions are quite separate from such considerations, this is a curious motivation and further may also carry with it unintended risks. Further commentary on this is provided in the following sections.

Light Regional Council's Position

Light Regional Council sees itself in the position of 'respondent' with respect to its neighbour's ambitions

Light Regional Council has considered the initiatives of its neighbouring Councils at its meetings held on 24 September 2019 and 22 October 2019. Excerpts from the minutes of these meetings relative to this matter are attached (Appendix 1 and 2) for your reference. Simply put, Light Regional Council does not support the actions of its neighbouring councils and sees no basis for the proposals that have been put forward. In contrast, in particular with the Gawler Council, Light Regional Council is united in its position with respect to this issue.

It is understood that both Gawler Council and Barossa Council have lodged their respective 'Stage 1' proposal submissions for the consideration of the Boundaries Commission. It is the Light Regional Council's view that each of these proposals is 'fundamentally flawed'.

This submission is provided as per part 3 of the Light Regional Council's resolution of 22 October 2019 (attached as *Appendix 2*) with regard to section 29 of the *Local Government Act*, 1999.

Reform Principles

Light Regional Council offers the following points with respect to the measure of these proposals against the principles under section 26(1)(c) of the *Local Government Act*, 1999:

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

Gawler Council Proposals

While it has been requested by Light Regional Council, there is no evidence of community support for the Gawler Council proposals either from within the Gawler Council or from the affected areas of Light Regional Council.

In fact, the Gawler Council itself is divided in its position on this important issue, based upon its voting record with respect to this matter.

Further, there is significant evidence of community opposition to Gawler's boundary change proposals. From 17 September 2019 to the date hereof, the Gawler Council Facebook page has

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had 81 posts from Hewett and Gawler Belt residents expressing their strong opposition to becoming part of the Gawler Council. A sample of these is attached as Appendix 3.

Light Regional Council is also aware that Mr. Michael Hickinbotham, Managing Director of the Hickinbotham Group, has written to you separately in opposition to Roseworthy becoming a part of the Gawler Council area or being adversely affected by the changes.

Similarly, correspondence received from Mr Joe Oppedisano, Managing Director, Land Vision Group, highlights that significant commercial, community and government services from St Yves at Roseworthy will "provide much needed services to Hewett, Gawler Belt and the greater Light Regional residents" thereby questioning the merits of the Town of Gawler argument (refer Appendix 4).

Barossa Council Proposal

As with the Gawler Council's proposals, there is no evidence of community support from Barossa Council or from the areas affected of Light Regional Council. Light Regional Council has previously requested same from The Barossa Council.

However, there is significant evidence of community opposition to Barossa Council's boundary change proposal. So far this has been expressed in submissions from:

- Mr. Warren Randall Proprietor/ Executive Chair Seppeltsfield (who owns approximately 20% of the Barossa) - Appendix 5
- Sharyn Rogers Chairperson Seppeltsfield Road Business Alliance (representing 28 businesses in the Light Regional Council area and based upon a survey of its membership which revealed very positive support for remaining in the Light Regional Council) Appendix 6
- Martin Pfeiffer Owner/ Operator Whistler Wines P/L Appendix 7
- At the time of writing, a petition circulating Greenock in opposition to this proposal has 124 signatures - Appendix 8

Copies of these submissions are attached for your information and, more generally, we include for your information various community letters to local media as a sample, expressing objection to both the Town of Gawler and The Barossa Council's boundary proposals, yet the Town of Gawler and The Barossa Council still proceed with their proposals (*Appendix 9*).

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

Barossa Council has not articulated these benefits, other than mentioning that it will bring together "communities of interest....under the banner of one Council driven by the strategic goal of the Barossa GI under one umbrella".

As the Barossa Brand is so intrinsically linked with the Barossa GI, Light Regional Council which has 46% of the GI within its area, contends that there are equally risks involved in the approach that The Barossa Council has put forward. Such a vitally significant Brand with international recognition should not be so strongly linked with a local government authority, as its future standing and reputation could also then be linked to the performance of that particular council from that point forwards. Light Regional Council has the view that no Local Government authority ought to hold itself out as owning the 'Barossa' name, brand and place. To do so puts the iconic Barossa brand at significant risk.

Additionally, it was noted in Mr Warren Randall's correspondence (refer Appendix 5) to The Barossa Council's Mayor that there is little, if any, confidence in The Barossa Council when it comes to project delivery such as Bunyip Water.

Mr Randall illustrated his point as follows:-

"When the regional Gawler Water Reuse project was in jeopardy for lack of a private partner, the councils of Barossa and Gawler walked away. They deserted Light Regional Council and left it to either go it alone or abandon the project. To Light Regional Council's credit, it worked through the challenge, resolved to borrow the matching funds of \$11 million and negotiated an arrangement with Seppeltsfield.

Light Regional Council had the vision, the determination and the capability to secure this critical infrastructure for our region. The Barossa Council and Gawler did not.

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The future requires more water re-use infrastructure and strategies to waterproof the Barossa. Performance and history tell us that we cannot have confidence in The Barossa Council's capacity to deliver this essential aspiration.

If there needs to be any boundary adjustments, you will find that many of your ratepayers would prefer to leave Barossa Council and become part of Light Regional Council."

Mayor Bim Lange responded (refer <u>Appendix 10</u>) by stating "we however have a very different view as to the genesis of this project" (Bunyip Water).

In order to put the record straight, we sought a note from Mr Chris Kauffman, the independent advisor at the time, who <u>strongly</u> verified the position put forward by Mr Randall (see <u>Appendix</u> 11).

Gawler Council expresses 'benefit' as greater representation and opportunity for input into local decision-making. However the data provided by Gawler in the agenda for its meeting held on 24 September 2019 also indicates that an owner of residential land at Hewett would pay more in rates per annum by switching to Gawler Council.

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

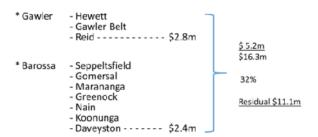
The Light Regional Council's journey has been quite remarkable. Its operating deficit peaked at \$3.647m in 2010; and since that time it has implemented various initiatives to improve its operating position to a \$1.529m surplus in 2018.

Furthermore, its net financial liabilities ratio has significantly improved largely due to its innovative approach to strategic projects, such as Bunyip Water.

Similarly, the Light Regional Council Asset Sustainability Ratio has substantially improved and will continue to improve largely due to its Accelerated Infrastructure Project (see *Appendix 12*).

We include for your information comparative financial ratios of Barossa and Gawler. We do not wish to comment specifically on the governance and financial performance of those Councils as the figures speak for themselves. Suffice to say that Light Regional Council takes pride in its governance and financial performance as a leading Regional Council. More generally, Light Regional Council's financial position is on par, if not better, than its neighbouring Councils; however it would be significantly affected by success of any or both of the Gawler and Barossa Council proposals, as shown below.

Rate Revenue Impact (LRC)



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Light Regional Council's rate resource is reduced by 32% leaving a residual of \$11.1m while The Barossa Council and the Town of Gawler's rate revenue will substantially increase as shown below:-

"Iniquitous" Outcome Rate Revenue re-Distribution via Boundary Proposals

Gawler	Current \$22.1m	+	Adjustment \$2.8m	\$24.9m
Barossa	\$26.5m	+	\$2.4m	\$28.9m
Light	\$16.3m	-	\$5.2m	\$11.1m

How is this change in the REGION'S interest and the overall PUBLIC interest?

Comment

'the proposal by the Town of Gawler and The Barossa Council will substantially erode the Light Regional Council rate base rendering the residual area unsustainable'.

With the impending delivery of the Roseworthy Township Expansion by the Light Regional Council, such an economic shift is iniquitous and presents enormous capacity risks on to the Light Regional Council.

Shifting boundaries as proposed by Gawler and Barossa Councils within the Region provides no economic or other benefit; it is not structural reform; in fact, it is detrimental to the Region and contrary to the intent of Section 26 of the *Local Government Act*.

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

Rather than the more 'centralised' approaches of the Gawler Council and Barossa Council (featuring one large 'central' head office) Light Regional Council integrates into its community by maintaining a presence in Kapunda (Principal Office and Library), Freeling (Branch Office, Library and Depot) Greenock (Library) and at the Hewett Centre. Light Regional Council is already considering a presence that it will provide in the expanded Roseworthy development (see Appendix 13).

Light Regional Council has empowered its community, delegating responsibility and providing resources (financial and in-kind) to support the community's management of the Dutton Park Inc. Sporting Facility, the Freeling Recreation Grounds and the Wasleys Community Group (reference *Appendix 15*).

Council has supported community initiatives, assisting with securing grant funding and managing commercial arrangements to enable the development of the new Kapunda Bowling Club facility at Montefiore Street and the recently opened (\$5m) Freeling Agriculture, Recreation and Multipurpose (FARM) Centre.

In a presentation on this matter, the Chief Executive Officer articulated the Light Regional Council's approach to Community Management (rather than centralised 'local governance') in the following points:

- A Stable, Skilled and Focused Chamber
- An entrepreneurial spirit which manifests itself into strategic outcomes; e.g. Bunyip Water
- We put ratepayers and community first by active listening and response.
- We apply a culture of unity and inclusiveness
- We adopt a community empowerment model which nurtures confidence and responsible partnerships
- We deliver a Progressive program guided by our "Growth, Reform, Innovation and Discipline" G.R.I.D. philosophy.

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 The outcomes are driven and delivered by a skilled, empowered and united management team who forge public private partnerships.

Light Regional Council has been the main driver of economic stimuli for the entire Region, through:-

- \$60m External grant funding
- \$22m Bunyip Water Scheme
- \$15m Accelerated Infrastructure Program
- \$5m F.A.R.M Centre
- \$4m Hewett Community Centre
- The Light Regional Council "G.I. part (46%)" has secured \$18.2m on Direct Projects and associated projects to the LRC – G.I. part of a further \$10.6m, totalling \$28.8m.
- 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;

With respect to regulatory planning, since 2010, the Light Regional Council Development Plan has been updated 13 times, including 6 times by the Minister and 7 times by Council. This is comparable with both The Barossa Council and the Town of Gawler. However, attempts to update it further since August 2016 have not been supported by the Department of Planning, Transport & Infrastructure, due to the ongoing Planning Reforms.

In addition, this progressive Council has invested in its Economic Development team, developed a Tourism Plan and commenced work on a specific Economic Development Plan in advance of and leading its neighbouring Councils down the path of economic prosperity at limited financial impact to its ratepayers."

Where Light Regional Council has excelled however has been its regional leadership in innovative economic projects, set to continue through initiatives "in the pipeline" including:-

- Seppeltsfield ("in confidence")
 - (including Gerald Roberts Road \$4.5m); and
- Kidman Experience (Kapunda)

(\$120m Regional Package)

This package is being presented to the Premier (SA) on 4 November 2019.

- Regional Economic Vision with features:-
 - Food Export
 - Regional Airport
 - Water Reuse NAIS; VPS; Roseworthy Stormwater; Bunyip and BIL
 - University of Adelaide
 - Roseworthy Township Expansion
 - Wine Export

(supported by RDA) – (refer Appendix 14)

It is noted that the proposal by The Barossa Council will more than likely create a highly litigious impact on the suite of contracts between the Light Regional Council and Seppeltsfield relating to the sophisticated Bunyip Water Re-Use Scheme.

Further, the proposals by the Gawler Council and The Barossa Council significantly adversely impacts on the capacity of Light Regional Council to continue its leadership role and regional economic development including the delivery of the Roseworthy Township Expansion.

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

The Barossa, Gawler and Light Regional Councils are members of the *Gawler River Floodplain Management Authority*.

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These Councils are also a part of the Adelaide and Mount Lofty Ranges NRM Region. It is noted that under the *Landscape SA Act 2019*, these Councils would each transfer to the 'Northern and Yorke Landscape Region'.

The Councils have previously endeavoured to collaborate on other schemes, such as the Gawler River Water Reuse Scheme (otherwise known as 'Bunyip Water'). However, negotiations with a private partner fell through and only Light Regional Council advanced a revised model enabling the project to proceed. This has enabled a minimum of 1.6GL per annum to be redirected from the river system to productive viticultural use, saving the equivalent amount from other sources, such as the River Murray.

Light Regional Council also stands ready to consider further integration of this scheme. There is presently an arrangement with the Virginia Pipe Scheme in place and potentially opportunities to align with the Northern Area Irrigation Scheme (NAIS) in the future.

 (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;

'Communities of interest' have been referred to in both Gawler Council and Barossa Council reports in the context of their respective proposals.

The Barossa Council has described its 'community of interest' as those within the Barossa GI with common interests.

Gawler has explained its understanding of 'community of interest', finding that it "extends well beyond (Gawler's) current boundary".

Gawler Council has also considered 'future' communities of interest expected over the next 20-30 years amounting to "more than double (its) existing population". Concluding that 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". This has not been demonstrated with data

Gawler Council's rationale is driven, in particular, by 'external' use of its sporting facilities in particular, being the:

- Gawler Sport and Community Centre
- Gawler Aquatic Centre (50 metre outdoor) now at the end of its useful life
- Essex Park/Showgrounds (16Ha Master Plan being developed)
- Karbeethan Reserve (Master Plan being developed)

Gawler Council is of the view that these significant recreational precincts serve Gawler and the wider region and that broader communities "who have a vested interest" should be able to participate in the planning process and be "appropriately represented when decisions are made".

Light Regional Council notes that the Gawler Aquatic Centre is a stand-alone business centre and it ought to be self-funding. External users pay to make use of this facility and therefore, the "prices" set for the services provided by the Aquatic Centre need adjusting.

This would be comparable to the Starplex at Trinity College, which provides a swimming pool for the wider community which is run as a business.

Gawler Council also notes that 33% of its library members reside outside of the region, however the library system is <u>STATEWIDE</u> with State Government subsidies. LRC has a library service under this STATEWIDE system as well.

For a further opposing view – regional population 'balance' can also be considered, as shown below.

Both the Town of Gawler and The Barossa Council's population base is currently at 25,000, whereas the Light Regional Council's population base will only reach that amount when the Roseworthy Township Expansion is completed. Both the Town of Gawler and The Barossa Council have expansion opportunities of about 10,000 each without any boundary changes and will eventually reach 35,000.

Furthermore, once the Roseworthy Township Expansion's commercial centre (St Yves – see Appendix 4) is constructed (2020-2022) most residents north of the Gawler River will travel to

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Roseworthy for their shopping needs rather than struggle through the congested Main Street of Gawler (see map *Appendix 13*)

Population

Gawler	-	currently	25,000 Springwood etc → 35,000
• Barossa	-	currently	25,000 Concordia etc → 35,000
• Light	-	currently 15,000	
Add Rose (20 year P	,	<u>10,000</u>	25,000

- (viii) a council area should incorporate or promote an accessible centre (or centres) for local administration and services;
 - Gawler Council has referred to the accessibility of its civic service centre some 2 kilometres
 from Hewett. However, Gawler's analysis discounts that a new centre will be provided at
 Roseworthy. Light Regional Council believes that this new centre will draw a number of patrons
 from areas north of the North Para and Gawler Rivers, mainly as accessibility will be faster than
 negotiating Murray Street as stated above.

The Roseworthy Development – Commercial Centre will cater for all residents north of the Gawler River which contradicts the Town of Gawler's main argument.





Driving from Willaston to Roseworthy and Willaston to Gawler takes the same amount of time. Whilst the drive from Willaston to Roseworthy is 1.7kms farther than Willaston to Gawler, it is an easier drive with less traffic. In the drive from Willaston to Gawler, there was a large amount of traffic with the average speed being 30-40km/h down Murray Road and Murray Street. Additionally, parking around the Gawler Civic Centre is extremely limited, proving further frustration for users.

(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;

The Light Regional Council Community Empowerment model may very well be dismantled by The Barossa Council and the Town of Gawler's proposals due to a lack of understanding of the Light Regional Council and its community culture. The Light Regional Council has a continuous cultural enhancement program which supports the empowerment philosophy.

(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);

Gawler Council contends that it must expand to ensure local communities can participate effectively in decisions about local matters. However the explanation provided in support of this mainly runs to the use of Gawler's sporting facilities and library. No further information has been provided about impacts with respect to representation, however on a 'per capita' basis, Hewett and Gawler Belt residents would have more representation in Light Regional Council now than if they switch to Gawler Council.

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(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;

Successful regional collaboration is already evidenced by:

- Gawler, Barossa and Light Regional Councils are members of RDA Barossa, the Legatus Group and the Gawler River Flood Plain Management Authority
- Light and Barossa Councils have joint funding arrangements in place with respect to Community Transport, Volunteering and HACC Schemes.
- Light and Barossa Councils have a joint arrangement in place for CWMS disposal for Neil Avenue near Nuriootpa
- The Gawler, Barossa, Adelaide Plains and Light Regional Councils collaborated with State Government to prepare the Barossa, Light and Lower North Region Open Space, Recreation and Public Realm Strategy completed in September 2013.
- The Gawler, Barossa, Adelaide Plains and Light Regional Councils collaborated on Regional Public Health Planning (Plan dated July 2014) and subsequent reporting per legislation. These councils are presently planning the first review of this Plan.
- More recently, the Gawler, Barossa, Adelaide Plains and Light Regional Councils have participated in a 'pilot' project to evaluate further collaboration through establishing a 'Joint Planning Board' under the Planning, Development and Infrastructure Act, 2016.
- The State Government, Barossa and Light Regional Councils have collaborated with industry representatives to advance the 'Barossa Partnerships' initiative since August 2017.
- The Barossa Regional Procurement Group comprises Adelaide Plains Council, The Barossa Council, Light Regional Council, the Town of Gawler and the Mid Murray Council.

Accordingly, there is a strong legacy of regional collaboration that has underpinned the delivery of outcomes for this region.

Conclusion

In summary:

- The strong opposition from Hewett and Gawler Belt residents, the Seppeltsfield proprietor, Seppeltsfield Road Business Alliance, Whistler Wines and the residents of Greenock demonstrates a failure of the Section 26 test "of avoiding significant divisions within a community".
- To allow the Town of Gawler and The Barossa Council's proposals to proceed will have the impact of dismantling Light Regional Council which is not in the State's interest as it has been the main driver of economic stimuli for the entire Region;
- The proposals by the Town of Gawler and The Barossa Council significantly adversely impacts on the capacity of Light Regional Council to continue its leadership role and regional economic development including the delivery of the Roseworthy Township Expansion.
- To this point, collaboration has been a strength of the region and the Light Regional Council
 would like to return to this supportive approach to enabling regional opportunities and outcomes
 to be delivered at the earliest opportunity with the least amount of distraction.

Based upon these key points and the preceding discussion, Light Regional Council believes that the proposals from the Town of Gawler and The Barossa Council are fundamentally flawed and accordingly respectfully asks the Boundaries Commission to refuse to inquire into the proposals pursuant to Section 29 of the *Local Government Act*, 1999 on the grounds that they are not in the public interest.

However, in the event that the Commission chooses not to dismiss out-of-hand the proposals from the Town of Gawler and/or The Barossa Council then Light Regional Council requests the opportunity to put forward an "Alternative" based on Structural Reform.

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Please do not hesitate to contact us on telephone 8525 3200 should you wish to discuss the content of this letter further.

Yours sincerely,

Bill O'Brien Mayor

Chief Executive officer

Minister Stephen Knoll

Mayor and CEO The Barossa Council

Mayor and CEO Town of Gawler

Mayor and CEO, The Mid Murray Council

Mr Michael Hickinbotham, Hickinbotham Group

Mr Joe Oppedisano, Land Vision Group
Mr Warren Randall, Seppeltsfield wines
Ms Sharyn Rogers, Seppeltsfield Road Business Alliance
Mr Martin Pfeiffer, Whistler Wines

Elected Members LRC

General Managers LRC

Enc.

Excerpts from the Minutes of Light Regional Council 24 September 2019

14.4.1 Boundary Re-Alignment Proposals – Motion Without Notice by Mayor Bill O'Brien

Moved Mayor O'Brien Seconded Cr Kennelly

That Council:-

- 1. Notes that the Mayor and Chief Executive Officer advised the Mayors and CEOs of The Barossa Council and Town of Gawler on Wednesday, 13 February 2019 that the Light Regional Council is "not interested in pursuing this matter as it is considered to be a major distraction to the effective operations of all Councils involved and an unnecessary expense with no economic or other benefits to the entire Region."
- Will continue to listen to its community and ratepayers and take the necessary action to protect their interests and views.
- Will openly receive views from the wider regional community on the matter of Boundary Realignment.
- Note that The Barossa Council and Town of Gawler have adopted their "boundary re-alignment" proposals simultaneously without any consultation from their community or input from the Light Regional Council.
- Note that The Barossa Council and the Town of Gawler Boundary Re-alignment proposals will, if implemented, substantially erode the Light Regional Council's rate base thereby creating an unsustainable Council which is not in the Region's nor State's interest.
- 6. Has the view that adjusting Local Government boundaries as proposed by The Barossa Council and the Town of Gawler does not add value for the region, nor does it generate any economic benefits. In fact, it will more than likely create significant costs for all Councils and the Light Regional Council continues to support the regional collaboration currently being enjoyed.
- 7. Empower the Mayor and Chief Executive Officer to actively address the "boundary realignment" threats from The Barossa Council and the Town of Gawler and note that the Chief Executive Officer has engaged specialist counsel to assist with any legal, media and community survey work in relation to the Boundary Re-alignment proposals.
- Requests the Town of Gawler and The Barossa Council to withdraw their proposals based on their apparent lack of community support and that the Regional Collaboration Model be restored.

UNANIMOUSLY CARRIED

Division: (called by Cr Kennelly)

For the Motion:

Wotion.	
Bill O'Brien	Mayor
Cr Lynette Reichstein	Light Ward
Cr Mark Frankcom	Light Ward
Cr Bill Close	Mudla Wirra Ward
Cr Samantha Mitchell	Mudla Wirra Ward
Cr Simon Zeller	Mudla Wirra Ward
Cr Peter Kennelly	Laucke Ward
Cr Sharron Lewis	Laucke Ward
Cr Jason Grain	Dutton Ward
Cr Deane Rohrlach	Dutton Ward
Cr David Mosley	Dutton Ward

Against the Motion: Nil

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Excerpts from the Minutes of Light Regional Council 22 October 2019

13.1.1 Boundary Reform Proposals

Moved Cr Kennelly Seconded Cr Grain

- That the presentation by Council's Chief Executive Officer on "Boundary Reform Proposals" be received and noted.
- That Council re-affirms its decision of 24 September 2019 requesting the Town of Gawler and The Barossa Council to withdraw their proposals based on their apparent lack of community support.
- 3. That Council write to the Boundaries Commission expressing the opinion that the proposals from the Town of Gawler and The Barossa Council are fundamentally flawed as set out in the Brief Analysis section of this presentation and ask the Commission to refuse to inquire into the proposals pursuant to Section 29 of the Local Government Act 1999 on the grounds that they are not in the public interest.
- 4. That Council include in its correspondence to the Boundaries Commission that in the event they choose not to dismiss out of hand the proposals from the Town of Gawler and/or The Barossa Council then the Light Regional Council be afforded the opportunity to put forward an "Alternative" based on Structural Reform.

CARRIED

Cr Kennelly called for a Division

For the motion: Cr Reichstein, Cr Frankcom, Cr Close, Cr Zeller, Cr Grain, Cr Lewis, Cr

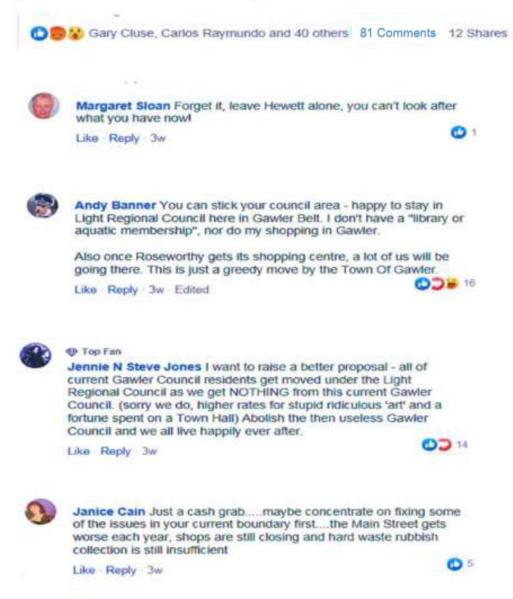
Rohrlach, Cr Mosley, Cr Kennelly

Against the motion Nil

Appendix 2 Letter Boundaries Commission 30 October 2019

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(From 17 September 2019 to the date hereof, the Gawler Council <u>Facebook page has had 81</u> posts from Hewett and Gawler Belt residents)



Appendix 3 Letter to Boundaries Commission 30 October 2019

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10th of October 2019

Land Vision Group supports the Light Regional Council proposal to review the strategic positioning of its facilities and the possible inclusion of a Civic presence in the St Yves at Roseworthy Town Centre.

For 13 years Land Vision Group has worked in partnership with Council on the Roseworthy Township Expansion and the forthcoming development not only encompasses residential allotments but also expansive community facilities including a school with Trinity College partnering to build a new B-10 campus, a full size sporting oval with clubrooms and playground, parks and recreational zones as well as a substantial Town Centre inclusive of Retail and a Health and Wellness precinct.

The inclusion of a major Council Civic zone in this space to augment the current planned facilities will better serve the future population influx into the Light Council District and also assist the Council in future proofing their strategic positioning whilst underpinning the St Yves Town Centre as the Regions destination zone.

We look forward to delivering a Town Centre that will not only serve the Roseworthy and St Yves local community but also provide much needed services to Hewett, Gawler Belt and the greater Light regional residents.

Joe Oppedisano | Managing Director | Land Vision Group

Appendix 4 Letter to Boundaries Commission 30 October 2019

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14th October, 2019

Dear Mayor Lange,

I write as a ratepayer of the Barossa Council to ask that Council reverse its decision to seek a realignment of its western boundary to take in large sections of the Light Regional Council.

As you know, my Seppeltsfield properties are part of Light Regional Council and would, under your proposal, shift to the Barossa Council.

I strongly oppose this and will fight it. Seppeltsfield enjoys an excellent relationship with Light Regional Council. Under no circumstances do we want to be part of Barossa Council.

I am the largest ratepayer in Light Regional Council as well being a ratepayer in the Barossa Council. I know and deal regularly with both. I say with conviction and from experience that Light Regional Council is vastly superior to the Barossa Council at every level from governance, regional strategic vision and working with businesses through to financial and management competence.

I will illustrate my point. When the regional Gawler Water Reuse project was in jeopardy for lack of a private partner, the councils of Barossa and Gawler walked away. They deserted Light Regional Council and left it to either go it alone or abandon the project. To Light Regional Council's credit, it worked through the challenge, resolved to borrow the matching funds of \$11 million and negotiated an arrangement with Seppeltsfield.

Light Regional Council had the vision, the determination and the capability to secure this critical infrastructure for our region. The Barossa Council and Gawler did not.

The future requires more water re-use infrastructure and strategies to waterproof the Barossa. Performance and history tell us that we cannot have confidence in the Barossa Council's capacity to deliver this essential aspiration.

if there needs to be any boundary adjustments, you will find that many of your ratepayers would prefer to leave Barossa Council and become part of Light Regional Council.

I urge the Barossa Council to reverse its decision to seek boundary realignment. It will be an expensive exercise that leads nowhere and wastes ratepayers' money.

I look forward to your response.

Yours faithfully

(X) Komdall Warren Bandall

Proprietor | Executive Chairman

CC

Premier Marshall Minister Knoll RDA Chair Boundaries Commission Chair

730 Seppeltsfield Road, Seppeltsfield SA 5355 ABN 97 12707 8282

Appendix 5 Letter to Boundaries Commission 30 October 2019

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22 October, 2019

Dear Mayor Lange,

I write to you in my role as Chairperson of the Seppeltsfield Road Business Alliance (SRBA), a formal alliance of 31 businesses situated on or about the Seppeltsfield Road precinct. Of these businesses, 28 are situated in the Light Regional Council region:

The Board of SRBA acknowledge the resolution carried at the 17 September 2019 meeting of The Barossa Council in relation to Local Government boundary reform, and in particular, a proposal for realignment of the Light Regional Council / The Barossa Council boundary.

The Board of SRBA have undertaken formal consultation with impacted business members in relation to The Barossa Council's proposal including:

- provision of information relating to the proposal provided by The Barossa Council CEO Martin McCarthy
- · provision of submissions from Light Regional Council
- undertaking a formal survey of impacted members.

The survey which was completed by the vast majority of impacted members demonstrated significant support from business and landowning members of SRBA:

- 100% of respondents reported that Light Regional Council has an excellent working relationship with SRBA
- 87% of respondents do not believe aligning the council boundary with the Barossa Geographical Indicator (GI) boundary will drive any additional economic, social or environmental benefits to the region that can not already be achieved through other forums and is therefore unjustified
- 87% of respondents oppose The Barossa Council's boundary alignment proposal and support SRBA in collectively advocating against the proposal
- A further 4% of respondents support boundary reform in general but do not support Barossa Council in leading such reform.

The Board of SRBA strongly rejects The Barossa Council's boundary reform proposal and requests that The Barossa Council discontinue its proposal on the basis:

- The proposal is not supported by key impacted businesses and landowners
- There is no clear economic benefit to be gained by the proposal and both the proposal and implementation if approved will result in significant costs and disruption to council activities and economic development in the region.

SRBA recommends that The Barossa Council restore the Regional Collaboration Model that is in place and provides support from The Barossa Council, Light Regional Council and The Town of Gawler to key wine, tourism and other economic activity in the region.

Seppeltsfield Road Business Alliance Inc | PO Box 142 Nuriootpa SA 5355 | ABN: 52 351 979 154

Appendix 6 Letter to Boundaries Commission 30 October 2019

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Should you wish to discuss this matter further, please do not hesitate to contact myself or Deputy Chair Jon Durdin as follows.

Sharyn Rogers

Chairperson - Seppeltsfield Road Business Alliance

kooringa@ozemail.com.au

0403 515 775

Jon Durdin

Deputy Chairperson - Seppeltsfield Road Business Alliance

jon@seppeltsfieldroaddistillers.com.au

0418 815 202

Yours Sincerely

Sharyn Rogers

Chairperson - Seppeltsfield Road Business Alliance

MRogers

CC via email:

Mayor - Regional Council - Bill O'Brien: bobrien@light.sa.gov.au

CEO - Barossa Council - Martin McCarthy: mmccarthy@barossa.sa.gov.au

CEO - Light Regional Council - Brian Carr: bcarr@fight.sa.gov.au

Minister for Transport, Infrastructure and Local Government, Minister for Planning, Member for

Schubert – Stephan Knoll MP: ministerknoll@sa.gov.au

Boundaries Commission: boundaries.commission@sa.gov.au

Seppeltsfield Road Business Alliance Inc | PO Box 142 Nuriootpa SA 5355 | ABN: 52 351 979 154

Appendix 6 Letter to Boundaries Commission 30 October 2019 From: Martin Pfeiffer < martin@whistlerwines.com >

Subject: proposed Boundary changes for Light Regional Council

Date: 15 October 2019 at 8:05:44 pm ACDT

To: Bim Lange < michaeljameslange@bigpond.com >

Cc: "hello.billobrien@gmail.com" <hello.billobrien@gmail.com>, "sharyn@seizetheday.net.au" <sharyn@seizetheday.net.au>

Hi Bim,

I write to voice my extreme concern regarding the press in relation to proposed boundary changes whereby Barossa council are seeking to include Seppeltsfield Road properties within the Barossa Council area.

I go back some 15 years when the then State Member – Ivan Venning attended our SRBA meeting to propose the very same thing, and our members answer to Ivan was a profound NO!

I can tell you – nothing has changed from SRBA point of view. As you are well aware from the relationship we have had with yourself over many years where you have voluntarily supported our Alliance, we value the close relationship we have had and continue to have with the Light Regional Council.

This relationship has been proactive and meaningful, and council have gone out of their way to support SRBA over the entire life of our organisation. We are seen by Light Regional Council as an outstanding example of businesses being proactive in the promotion and progress of our SRBA precinct, and I fear that Barossa Council see us in the same light, and would like us to bring this success into their council area.

We see no conflict in SRBA being in the Light Regional Council area, and yet also being active members of Barossa Tourism and BGWA etc. As mature business people we can contribute to all organisations as required without conflict.

I trust that the entire Light Regional business community will approach yourself and politely ask that you withdraw the attempt by Barossa Council to poach ratepayers from Light Regional Council against our will, and look forward to hearing back from you to confirm that this will happen.

PS. Just to let you know – I intend to submit this letter to The Leader for inclusion to "Letters to the Editor" as I am so much against this proposal.

Regards Martin Pfeiffer

Owner/Operator Whistler Wines P/L

Appendix 7 Letter to Boundaries Commission 30 October 2019

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		PETITION	
	SAVE US FRO	OM THE BAROSSA COUNCIL	
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Item 12.2- Attachment 4 Page 81 of 802

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Council boundary changes

Dear Sir.

The process that is being employed to make council boundary changes is very concerning, "strategic goals". Local Government Boundaries Commission to assess, then some form of community consultation.

This is starting to look very much like a corporate takeover rather anything to do with Democracy.

Elected members in a foreign chamber voting on what is best for the constituents of another council.

What local knowledge of Greenock and the Laucke Ward (LRC still have wards) do these people have and why would they presume to know what is best for the good burgers of Greenock and the Laucke Ward?

What is the motivation for this takeover? Is it the fact that the larger towns in the Barossa are bursting at the seams and they are looking for new towns to develop?

The convenience of the Sturt Highway/ Northern Expressway would make Greenock very attractive for development.

People move to Greenock because it has large blocks, a village atmosphere, a country lifestyle, and somewhat of tourist boom at the present .

Is a much larger Greenock part of the

motivation for change? Why not let the good burgers of the Laucke Ward decide?

Is that not an option because the Laucke

Ward has twice voted against changing councils in the past?

Does anyone seriously believe once the Commission has made a decision, that public consultation will change anything?

Greenock has been progressing beautifully in the last decade, why risk a change of this magnitude?

The process and the motivation for any change to the Council boundaries is very concerning.

MICK SCHLUTER, Greenock

> Appendix 9 Letter to Boundaries Commission 30 October 2019

Support our PM

Baffled by boundaries plan

Maye the modern in the towns carmarked in he taken oney by the Baresas Council been constrat?
Of counts it's not a rate grab if you ask the own's as be!
'You be!

You be the judge. Geoff Residen. Williamstrace

Take a stand on brothels

SIR - State Parliament is currently delte ing a bill to decriminalise prostitution to



Baffled by boundaries plan

SIR - It's absolutely amazing that the Barossa Council wants to expand its boundaries, and yet it is constantly struggling to keep up with what assets it has!

Repeatedly, I hear from those in the field that we don't have the work force numbers to keep up with what is required in the existing outside environment.

How will they go with more?

Have the residents in the towns earmarked to be taken over by the Barossa Council been consulted?

Of course it's not a rate grab if you ask the powers to be!

You be the judge. Geoff Bowden, Williamstown

Letter to Boundaries Commission

Appendix 9

30 October 2019

imagined. Sure were at that time 10 pulse operating (1 coulds') before my bulk), but many importantly, and excitingly, 1 had beauty before the forms.

Where I'd curse from, a small crustty secondary is workern Victoria, I worked alone as the only poetro - but at The Bostylo, I quickly become part of a dedicated, larger team, writing about sorter of the best local speech leagues is SS.

I absolutely level it.

Five-and-a-balf yages later and I've moved through many different education roles at The Boscip, from sparts setting, to general reporting, and finally finishing as called — a position I've had the privation of fidilling to the new three years.

Neser in my wikkes drawns did I think Cd be the edition of a major regional newpaper at age 25.

But, when the opportunity arose, my former editor Bulo McLean, maninging director Ber Toylor and former general manager Margor Betts All took a charge on me to do the job, and for that I'll be forever grateful.

The Bassay is right as the top of the list. Ever since I walked through the door, the high alterial standards and pramit of execulency have been evident, and the common ment to the Gender commonly anymorphic

During my additioning that stringd to upleaf divine principles, and ensure The financy has supped true to its roundate to inform, and mate and advantar for the people of Consis. If how that has been class in each edi-

that now, the time has some for me to hard over the remo - this Friday will be my has at The Burein.

I have so many people to thank—the counties and players who gave up their time to clust with a hudding young sports join-salist new to hower, the many people who satirasted me to tell their startes user the young sports, and or cryone also who I've born fermantie execute to work with along the way-mante execute to the work with along the way-

A hoge thank you to the wonderful staff at The Busings over the Journey who I've Engel lasting the wholeys with a couldn't

Hat hady, thank you to the Gowler ocumumity for welcoming me into your work, and affording me the opportunity to write for your accustoms.

It has been an absolute privilege.

Goody Huild.

Editor

Letters to the Editor

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Page B*THE BUNYIF* GAWLER, Wednesday, October 23, 3011

ruge 3 | Thire your say, e

Listen to your constituents

SIR - I write this letter to the members of

Nine moving into Willaston about 14 years. I have had a few issues with Gass

My question to you, Mayor Redman, and year council: why would you want to extend your boundary?

your boarday?

Especially when the people who live within it need your help, such as with fixespeths, gar-ten and kething, amount other things?

Regarding the good people of Hewert visiing Gawler for shopping and other things, and spending hard-current money. I would have thought it's good for shops and businesses.

You should start linening to your tarepa eri and residents.

Their best telements come for E. Jones,

Get your facts straight

508. Vant correspondent "D.P.", who claims to be as "tikke realist person" ("Olf" in overything. The Busyle, Owither 10t, Insufortunately got his her facts wrong about "co-ironmonal wartiors" promoting type-oritizal measures to young missib.

He/she can stop Inaghing because the fact is that environmentalists do know that almost everything in the mostern world is durived from oil.

The instead wide, as fir as environmentaltate are concurred, is that many products need not be made from all bread made in

Realistically, it would be improvible to red the world of planters, but because of the over-dependence and over-use of plantics, the Earth in being homenitually polluted.

Mint intelligent people are aware of the send to scale down our one of plantes and, wherever possible, to use alternative, biodegradable products.

For example, plantic three-cours plant and surleys for frustrature, faign weap and see give-see plantic bugs, plantic direking stress single one plantic management and expe, exceed eta, can all he replaced with paper or horshoo. When plantics are over-used and disposed of steeponship they are usuality examples of steeponship they are usuality examples for rubbish disposal, turnfill, rivers waterways, marine and other widdlife.



Listen to your constituents

SIR - I write this letter to the members of Gawler Council.

Since moving into Willaston about 14 years ago, I have had a few issues with Gawler Council that are non-resolved.

My question to you, Mayor Redman, and your council: why would you want to extend your boundary?

Especially when the people who live within it need your help, such as with footpaths, gutters and kerbing, amongst other things?

Regarding the good people of Hewett visiting Gawler for shopping and other things, and spending hard-earned money, I would have thought it's good for shops and businesses, and also employment.

You should start listening to your ratepayers and residents.

Their best interests come first!

E. Jones, Willaston

> Appendix 9 Letter to Boundaries Commission 30 October 2019

pumped up by irresponsible press coverage. Twelve years of built-up emotion, what subbish.

Twelve years of built-up emotion, what rubbeds. We all did it, with a minimum of stress. We didn't have assignments, throughout the academic year, contributing to our final score. We didn't have a written research project, as a subject, written by whoever, mum, dad

We sat in the Wayville Showerounds, sweat we sat write way rule stoom goodses, swear ing in temperatures melting the asphalt so out desks susk into it, and we are all here to tel the tale, and most of us actually also did wel emough to study what we were aiming to do.

Toughen up princesses, you only get out of life what you are prepared to put imo it.

Rick De

LRC support

SIR - I wrise to confirm my support of Light Regional Council and to voice strong com-munity opposition to any changes to ectuacil boundaries between Light and the Barossa and Gawler councils.

The FARM Centre at Freeling celebrated its

official opening last weekend (October 20). This is an outstanding example of what Light Regional Council does so well in local

cil-led initiative with which I and many others have been closely involved.

Our weekend community celebration gave rise to reflect on FARM's positive social im-pact since April. FARM would not have happened if Council

had not listened to its community, confirmed the vision and identified and won sources of

xternal funding to turn vision into a reality. Light Regional Council facilitated the roject that now benefits our sporting clubs, owng people and community groups and, of

ourse, our farmers, Light Regional Council is a shining example of how a regional council should be run.

If the Gawler and Barossa councils are successful in their campaigns to change the boundaries it will destroy our Council and

With a larger council area, many things can be lost; your ability to respond and attention to detail suffers. Due to differing industries in each council region, i.e. farming, grapes & businesses, it would put extra pressure on the councils to

It would be better to retain the current

It would be belief to return the current boundaries yet have neighbouring councils collaborate on some services to save money. An old farmer once told me that when you think the grass is greener on the other side of the fence, it is time to fertilise your own side. Gavin Schuster.

Pray for rain

SIR - Over the past 150 years in Austra-lia we have faced many droughts that have caused distress to the country and cities.

caused discress to the country and cities. It has been suggested that the current drought is worse than many of the previous ones, and this may be true. Farmers are leaving the land that has been in their families for many generations. In some of the previous droughts the then government leaders called on the people to sook food and has new for entire and in section.

government leaders carted on the people to seek God and to pray for rain, and in every case the drought was broken. It appears that our current political leaders do not have any solutions to this problem.

Perhaps we should try praying, nothing else

seems to be working.

I have looked at the bible to see if it has I have looked at the bible to see if it has anything to say about climate and weather, and it does. It relis us that God created the universe, the stars and the planets. It also tells us that God selected this planet

and created plants, birds, fish and anim

and created plants, birds, fish and animals. He also created humans to have responsibility for looking after the earth.

He gave us physical laws, as well as spiritual laws and moral laws.

The balte also tells us that God controls the

climate and weather, and he will use adverse weather to get our attention when we get

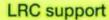
things wrong.

We have to admit that we have not done a very good job of looking after this land.

So, perhaps this drought is God's way of

to get our attention.

In October, Christians have been asked to seek God and pray for both spiritual rain and



SIR - I write to confirm my support of Light Regional Council and to voice strong community opposition to any changes to council boundaries between Light and the Barossa and Gawler councils.

The FARM Centre at Freeling celebrated its official opening last weekend (October 20).

This is an outstanding example of what Light Regional Council does so well in local communities.

FARM is a joint community and council-led initiative with which I and many others have been closely involved.

Our weekend community celebration gave rise to reflect on FARM's positive social impact since April.

FARM would not have happened if Council had not listened to its community, confirmed the vision and identified and won sources of external funding to turn vision into a reality.

Light Regional Council facilitated the project that now benefits our sporting clubs, young people and community groups and, of course, our farmers.

Light Regional Council is a shining example of how a regional council should be run.

If the Gawler and Barossa councils are successful in their campaigns to change the boundaries it will destroy our Council and imperil our communities.

With a larger council area, many things can be lost; your ability to respond and attention to detail suffers.

Due to differing industries in each council region, i.e. farming, grapes & businesses, it would put extra pressure on the councils to satisfy everyone.

It would be better to retain the current boundaries yet have neighbouring councils collaborate on some services to save money.

An old farmer once told me that when you think the grass is greener on the other side of the fence, it is time to fertilise your own side.

Gavin Schuster,

Freeling



Appendix 9 Letter to Boundaries Commission 30 October 2019

Terry Savage

From:

Brian Carr

Subject:

FW: Doc 398650 FW: Letter for tomorrow's council meeting

From: Denise Hill [mailto:denise@seppeltsfield.com.au]

Sent: Monday, 14 October 2019 12:29 PM

To: Warren Randall < warren@seppeltsfield.com.au>; Brian Carr < bcarr@light.sa.gov.au>; Terry Savage

<tsavage@light.sa.gov.au>

Subject: Doc 398650 FW: Letter for tomorrow's council meeting

From: Mayor Lange < mayor.lange@barossa.sa.gov.au>

Sent: Monday, 14 October 2019 12:23 PM
To: Denise Hill <denise@seppeltsfield.com.au>

Cc: Martin McCarthy mmccarthy@barossa.sa.gov.au; Lorraine Walsh LORRAIN & LWalsh@barossa.sa.gov.au

Subject: RE: Letter for tomorrow's council meeting

Denise,

Further to my earlier email can you also convey to Warren.

Dear Warren

Whilst I acknowledge and appreciate your thoughts we can equally provide examples of ratepayers that have alternative views as to locations and strengths and weaknesses of all Councils, although I do note your letter head clearly identifies with "Barossa". I understand your view on Gawler water and we are pleased to see infrastructure come into the Barossa, we however have a very different view as to the geniuses of this project that said it is done and we applaud having water infrastructure coming into the valley; indeed we are out their lobbying for more.

Our primary driver is to have a conversation about reform to allow the whole of the "Barossa" community to have input, to do so we have to have a make a stage 1 submission, if this is determined to have merit extensive consultation and engagement will result if Council even wishes to proceed past this point.

I will respond formally once the letters are tabled at the November meeting of Council and also happy to meet with you to discuss in the interim.

Regards Mayor Lange

From: Denise Hill [mailto:denise@seppeltsfield.com.au]

Sent: Monday, 14 October 2019 10:22 AM

To: Mayor Lange <mayor.lange@barossa.sa.gov.au>
Cc: Warren Randall <marren@seppeltsfield.com.au>
Subject: Letter for tomorrow's council meeting

Dear Mayor Lange,

Please find attached a letter from Warren Randall, the Proprietor and Executive Chairman of Seppeltsfield Wines that represents his position on the boundary realignment for the Council, to be submitted to be submitted to the Council and October 2019

Item 12.2- Attachment 4 Page 87 of 802

Yours sincerely,

Denise Hill

(for an on behalf of Warren Randall)

Executive Assistant to Warren Randall | Seppeltsfield Wines Pty Ltd

Adelaide Office

M: +61 (0)414 419 957 E: denise@seppeltsfield.com.au

www.seppeltsfield.com.au







The Barossa Council

43-51 Tanunda Road NURIOOTPA SA 5355 PO Box 867

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> Appendix 10 Letter to Boundaries Commission 30 October 2019

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Gawler Water Reuse Scheme Genesis and Transition to Single Council Implementation

Statement of Record

The following statement records my recollection of the events and actions leading up to and covering the transition of the Gawler Water Reuse Scheme (GWRS) from a regional scheme involving 4 Councils to a scheme undertaken by one Council alone.

Concept of the scheme

Working together as part of the Wakefield Group of Councils, the four Councils; Barossa, Gawler, Light & Mallala, led by the Light Council had been working together to develop a scheme which would provide additional water resources to the region. The most promising scheme, based on physical water resources, potential users and possible sources of grant funding was to harvest stormwater from the Gawler River for use to benefit the region. The scheme would produce water to reduce the demand for potable water used for urban irrigation and high value agricultural use (vines and protected agriculture).

The Councils had cooperated to secure the offer of funding from the Commonwealth for half the capital cost of the initial development of the scheme. This was focused on urban reuse in Greater Gawler (ie Gawler and Hewitt as well as adjacent rural areas) with planning for future extension into the Barossa Valley and the Mallala areas. In the preparation of the scheme and to funding applications to the Commonwealth the scheme had secured the support of many parties in the region and ensured that the proposal complied with Commonwealth State and Local environmental planning and economic development policies.

The financial agreement had been signed between the Commonwealth and Light Regional Council

The Councils had not reached any conclusion of the eventual governance of the scheme. They were waiting to see what form the scheme would eventually take prior to this decision.

The Councils had undertaken a public call for a private partner and had selected a consortium led by Australian Groundwater Technologies (AGT) and they had sought irrigators to use the water and finance to match the Commonwealth contributions for the scheme.

Light Council had offered to purchase water for urban irrigation in Hewitt.

Gawler Council was still considering water requirements for the Town of Gawler but commitment was uncertain.

Barossa Council had supported the project for its regional benefits but had made no commitment to purchase water from the scheme.

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The offer to AGT had set time limits to match time limits imposed by the Commonwealth to commence construction.

Failure of Private Sector Funding

AGT advised Light, as lead Council, that they were unable to secure private funding within the available time and withdrew. The time limits imposed by the Commonwealth left only weeks before the funding offer expired.

Light called an urgent meeting of the CEO's, I attended as the Water Advisor for the project.

Mallala could not attend but advised that the CEO's understanding of his Council's position was that they would be unwilling to accept any financial risk for the scheme and that they would withdraw.

The remaining three CEO's met with the aim of determining a course of action. The proposal from Light was that the Councils share the financial risk of undertaking the scheme by borrowing the funding of between \$11 and \$11.6m required to match the Commonwealth and attempt to secure water users for the scheme.

Barossa CEO advised that he considered his Council would not be prepared to borrow funds to put into the scheme because the specific benefits to their Council area would not be sufficient to warrant the risk.

Gawler CEO advised that his Council would not be able to borrow additional funds because they were approaching their borrowing limits and the Council was still undecided on entering into a water supply agreement for the urban irrigation of the town reserves.

Light CEO advised the he would recommend the scheme to his Council and that they would proceed urgently to attempt to secure users for the water and commence the prudential approval process needed to proceed.

The three Councils wished Light success and withdrew from the scheme.

Light Secures a Market and Proceeds.

As Water Advisor I reviewed the contacts made by AGT for buyers and from these proposed that Light CEO approach Seppeltsfield Wines as the largest potential buyer who was in their Council area. They had previously expressed some interest in the scheme but not offered any commitment.

This approach was made and direct to the CEO of Seppeltsfield Wines and they were prepared to consider a commitment to the scheme on the basis of having a right to purchase the scheme when it was operational.

As a matter of urgency a legal agreement was reached between the Light Council and Seppeltsfield Wines which allowed the Light Council to secure all relevant prudential approvals, execute formal

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contracts with Seppeltsfield Wines nominated subsidiary called Bunyip Water. And complete the project. All physical elements of the project were contained within the Light Council area.

During construction arrangements were made for additional water to be purchased from the Virginia Pipeline Scheme supply to provide additional volume and improved water security for the scheme.

The scheme is now being operated satisfactorily by Bunyip Water.

C. Kaufmann

Water Advisor to Gawler Water Reuse Scheme

30/10/19

Appendix 11 Letter to Boundaries Commission 30 October 2019

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			2009		2010		2011		2012		2013		2014		2015		2016	2017	2018
Operati	ng Surplus (\$'000s)																		
	Light Regional Council	-\$	2,770	-\$	3,647	-\$	3,192	-\$	2,802	-\$	2,498	-\$	1,124	-\$	233	\$	40	\$ 515	\$ 1,529
	The Barossa Council	\$	227	\$	1,599	\$	275	\$	353	\$	148	\$	76	\$	277	\$	1,120	\$ 2,920	\$ 2,255
	Town of Gawler	-\$	1,771	-\$	2,915	-\$	2,956	-\$	952	-\$	119	-\$	8,914	\$	1,578	-\$	243	\$ 926	\$ 611
Operati	ng Surplus Ratio (%)																		
	Light Regional Council		-28.00		-34.00		-27.00		-22.00		-18.00		-8.00		-1.20		0.00	2.00	7.00
	The Barossa Council		1.00		8.16		1.30		1.60		0.63		0.31		0.80		3.18	7.70	5.87
	Town of Gawler		-16.00		-23.00		-23.00		-6.00		1.00		-40.50		6.40		-1.00	3.40	2.20
Nett Fir	ancial Liabilities Ratio (%)																		
	Light Regional Council		30.00		27.00		57.00		55.00		53.00		47.00		3.00		-12.00	-14.00	-6.00
	The Barossa Council		38.00		32.00		51.00		55.00		43.00		43.00		39.00		29.00	16.00	7.00
	Town of Gawler		71.00		80.00		86.00		66.00		53.00		49.00		43.00		50.00	62.00	77.00
Asset S	ustainability Ratio (%)																		
	Light Regional Council		37.00		26.00		88.00		30.00		33.00		47.00		66.00		131.00	102.00	230.00
	The Barossa Council		38.00		77.00		110.00		120.00		73.00		58.00		103.00		36.00	58.00	61.00
	Town of Gawler		50.00		77.00		28.00		65.00		23.00		71.00		66.00		97.00	99.00	101.00

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Summary Comment

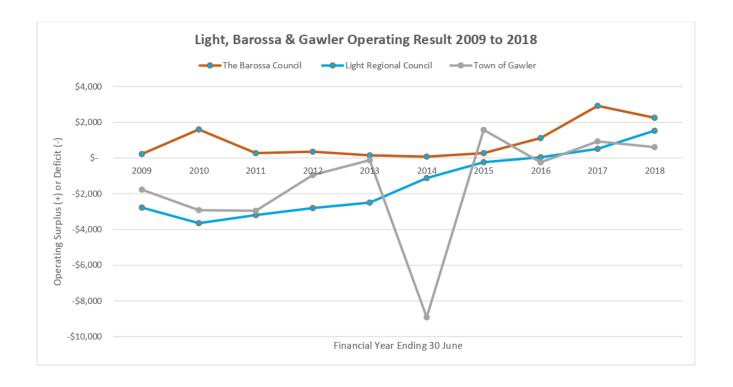
Operating surplus for Light Regional Council has steadily improved from 2010 onward to achieve a sustainable position from 2016 onward. This reflects the Council's budgetary view overtime to slowly improve its operating position through implementing the G>R>I>D philosophy. The Barossa Council has maintained steady surplus on a year in year out basis. The Town of Gawler has had variable operating outcomes over the time (steady deficit reduction) with operating surplus having been acheived mainly from 2015 onward; 2014 appears to be an anomalous result in comparison to the remainder of the results. These results are reflected in the **Operating Surplus Ratios**.

Nett Financial Liabilities Ratio, both Light Regional Council and the Barossa Council are considered to have strong Nett Financial Liabilities Ratios. Light's Ratio is particularly influenced by its investment in the Gawler River Water Reuse Scheme (\$21.5m), the impending sale balancing out any residual loan debt at that time. Town of Gawler's NFLR having reached a low point of 43% in 2015 has been steadily increasing since, however is still well below 100% of Total Operating Income.

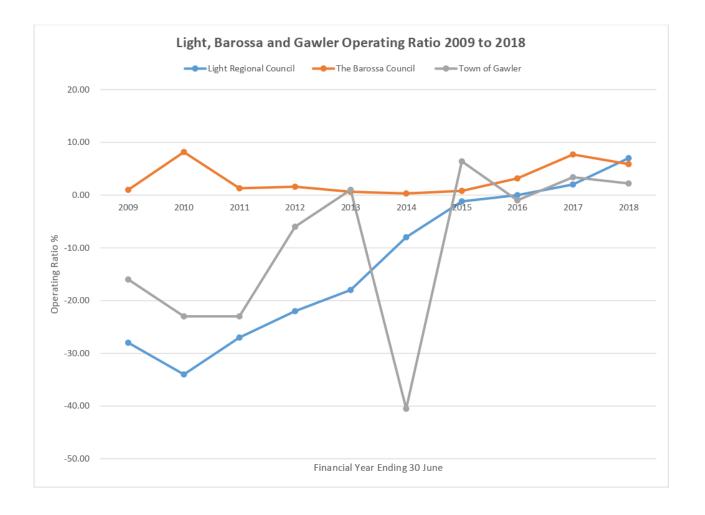
Asset Sustainability Ratio discusses asset renewal or replacement. In terms of asset management, all Councils are growing councils and therefore the competition between new or upgraded assets and renewal or replacement of assets is always complex. On average over the 10 year period, Light has averaged 79% per annum, Barossa 73.4% and Gawler 67.7%. For the last 3 financial years both Light and Gawler have managed to achieve 100% replacement of assets cost or thereabouts, which suggests their IAMPs are being achieved on current service levels.

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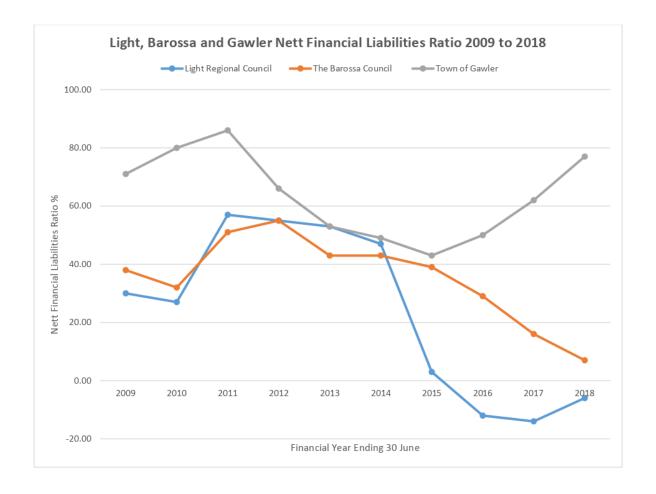
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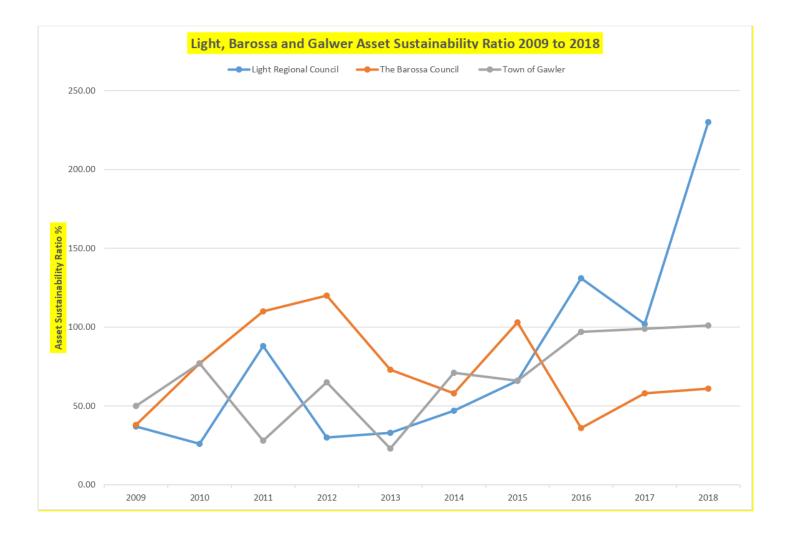
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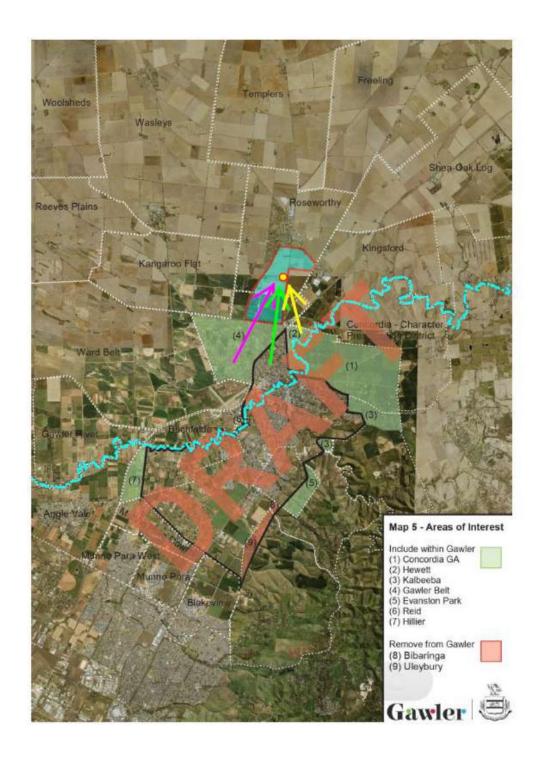
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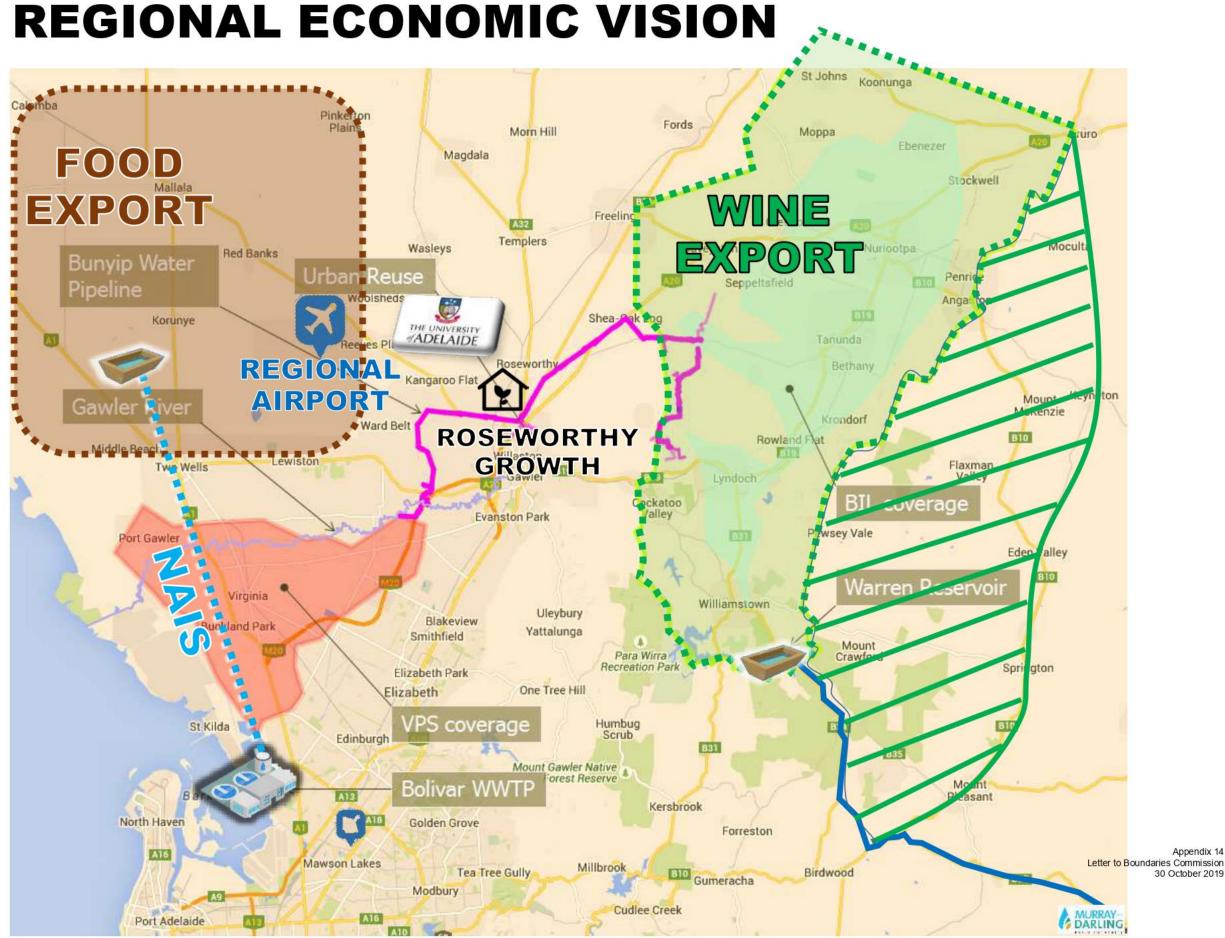
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Ordinary Council Meeting Attachments 26 November 2019





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pumped up by irresponsible press coverage ive years of built-up emotion, what rubbish We all did it, with a minimum of stress.

we an end it, with a minimum of stress. We didn't have assignments, throughout the scadenic year, contributing to our final score. We didn't have a written research project, as a subject, written by whoever, mum, dad or the internet.

We sat in the Wayville Showgrounds, sweat

we sail in the Wynie Sourvegounds, sweating in temperatures melting the aspeals so our decks sunk into it, and we are all here to tell the take, and must of us actually also did well crought to study what we were aiming to do.

Toughen up princesses, you only get out of at you are prepared to put into it.

Rick Drewer,

LRC support

SIR -1 write to confirm my support of Light Regional Council and to voice strong com-Regonal Council and to vote strong com-munity opposition to my changes to council boundaries between Light and the Barossa and Gawler councils. The FARM Centre at Freeling celebrated its official opening last weekend (October 20).

This is an outstanding example of what Light Regional Council does so well in local

FARM is a joint community and coun-cil-led initiative with which I and many others have been closely involved. Our weekend community relebration gave

rise to reflect on FARM's positive social im-

rise to reflect on FARM's positive social impact since April.

FARM would not have happened if Council had not listened to its community, confirmed the vision and identified and won sources of external funding to turn vision into a reality. Light Regional Council facilitated the project that now benefits our sporting clubs, young people and community groups and, of course, our farmers.

Light Regional Council is a shining example of how a regional council should be run.

ple of how a regional council should be run. If the Gawler and Barossa councils are things wrong successful in their campaigns to change the boundaries it will destroy our Council and

imperil our communities.

With a larger council area, many things can be lost; your ability to respond and attention to detail suffers.

Due to differing industries in each cosmoil region, i.e. farming, grapes & businesses, it would put extra pressure on the councils to

It would be better to retain the current

It would be better to retain the current boundaries yet have neighbouring councils collaborate on some services to save money. An old farmer once told me that when you think the grass is greener on the other side of the feoce, it is time to fertilise your own side. Gavin Schuster,

Pray for rain

Freeling

SIR - Over the past 150 years in Austra-n we have faced many droughts that have caused distress to the country and cities.

It has been suggested that the current drought is worse than many of the previous

drought is worse than many of the previous ones, and this may be true.

Farmers are leaving the land that has been in their families for many generations. In some of the previous droughts the then government leaders called on the people to government seasors carried on the people of seek God and to pray for rain, and in every case the drought was broken. It appears that our current political leaders do not have any solutions to this problem. Perhaps we should try praying, nothing else

ems to be working. I have looked at the bible to see if it has anything to say about climate and weather,

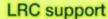
In the state of th

climate and weather, and he will use adverse weather to get our attention when we get

We have to admit that we have not done a

very good job of looking after this land.
So, perhaps this drought is God's way of trying to get our intention.
In October, Christians have been asked to

seek God and pray for both spiritual rain and



SIR - I write to confirm my support of Light Regional Council and to voice strong community opposition to any changes to council boundaries between Light and the Barossa and Gawler councils.

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With a larger council area, many things can be lost; your ability to respond and attention to detail suffers.

Due to differing industries in each council region, i.e. farming, grapes & businesses, it would put extra pressure on the councils to satisfy everyone.

It would be better to retain the current boundaries yet have neighbouring councils collaborate on some services to save money.

An old farmer once told me that when you think the grass is greener on the other side of the fence, it is time to fertilise your own side.

Gavin Schuster, Freeling



Appendix 15 Letter to the Boundaries Commission 30 October 2019

OFFICE OF THE MAYOR



Town of Gawler

43 High Street Gawler East SA 5118

PO Box 130

Gawler SA 5118 Phone: (08) 8522 9211 Fax: (08) 8522 9212

council@gawler.sa.gov.au gawler.sa.gov.au

Contact: Karen Redman

KR:ts CC16/772

21 October 2019

Mr Bruce Green Chair, SA Boundaries Commission **GPO Box 2329**

ADELAIDE SA 5001

Dear Mr Green

Re: Town of Gawler Boundary Change Proposal

I am aware that you recently received correspondence from the Hickinbotham Group in regards to Town of Gawler's boundary reform considerations.

Town of Gawler is in the initial stages of its investigations and the key rationale applied to Council's deliberations when considering 'fit for purpose' boundary adjustments for Gawler include:

- 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
- 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 (particularly current Hewett and Gawler Belt residents and future Concordia residents) needs to be addressed to provide Council with capacity to provide quality infrastructure and services to its community of interest and the region.
- 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.
- 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.
- Coordinated local governance (including but not limited to urban development expansion) by one entity as opposed to potentially multiple 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.

Item 12.2- Attachment 5 Page 101 of 802 Mr Bruce Green/SA Boundaries Commission 21 October 2019

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Town of Gawler has adopted a strategic approach to boundary reform. A key focus has been on regional economic considerations and ensuring that boundary changes enhance the capacity of local government within the region to continue to deliver results to local communities in a more strategic and effective way.

At the 10 September 2019 Special Council Meeting, Council resolved to undertake further analysis in key areas of interest prior to making a decision on whether to submit an Initial Proposal for the Commission's consideration. The full Council resolution and a map of the proposed boundary adjustments under consideration is attached for your information.

It is important to note that Roseworthy has \underline{not} been identified as an area of interest for further analysis by the Town of Gawler.

It is acknowledged that 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. However it is also acknowledged that the inclusion of Roseworthy within the Town of Gawler could potentially have a detrimental impact upon the Light Regional Council. It is understood that an important variable to be considered when pursuing boundary reform change is the financial sustainability of the affected Councils. Consequently the potential inclusion of Roseworthy and its associated growth potential has not been included within scope at this time.

A further report will be considered by Council at its 26 November 2019 Council meeting. This will also include consideration of a draft Initial Proposal addressing the Principles under Section 26 of the *Local Government Act (1999)*. If adopted, the Initial Proposal will be submitted to the Commission for consideration and feedback.

I have sought to organise a meeting with Mr Michael Hickinbotham to discuss his letter to you and to further explain the Town of Gawler boundary change proposition.

I look forward to progressing this matter with the Commission in due course.

Kind regards

Karen Redman

Mayor

Direct line:(08) 8522 9221 Email: Mayor@gawler.sa.gov.au

CC.

Michael Hickinbotham, Managing Director Hickinbotham Group Stephan Knoll MP, Minister for Transport, Infrastructure and Local Government Brian Carr, Chief Executive Officer Light Regional Council Mayor Bill O'Brien, Mayor Light Regional Council

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Mr Bruce Green/SA Boundaries Commission 21 October 2019

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Attachment

RESOLUTION 2019:09:COU001

Moved: Cr D Hughes Seconded: Cr D Fraser

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.
- Notes that there is a staged approach to the submission and consideration of Boundary Change Proposals, as outlined in this Report. This includes:
 - Stage 1 Initial consideration of a potential proposal by the Boundaries Commission.
 - 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.
 - Future generations forming part of the Gawler community in real and functional terms should have equal and appropriate representation in

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- 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.
- 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.
- 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
- 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 <u>variable</u> operating revenue and expenditure (i.e. operating revenue and expenditure that fluctuates <u>directly</u> 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

Mr Bruce Green/SA Boundaries Commission 21 October 2019

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- 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.
- 16. Seek that a combined Open Forum be held with the Mayors and Councils of the affected areas in the interest of consultation, collaboration and of gauging sentiment with regard to an expanded Gawler.

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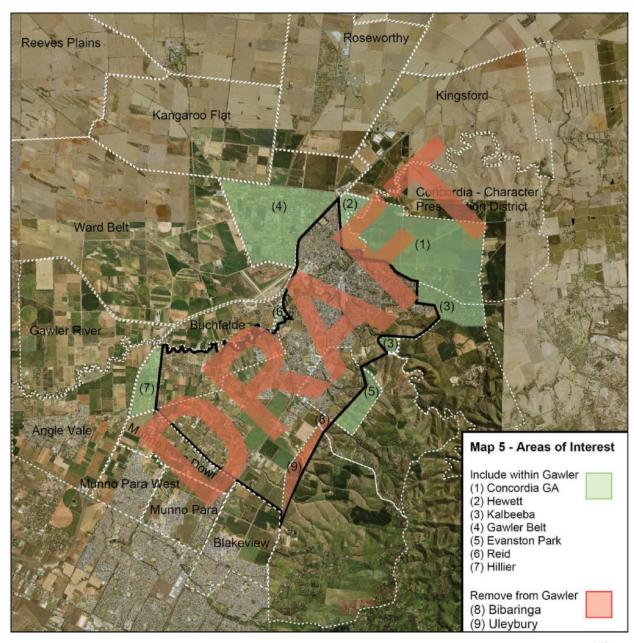
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Town of Gawler BOUNDARY CHANGE PROPOSAL – STAGE 1 GENERAL PROPOSAL



NOVEMBER 2019



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1. OVERVIEW

The Town of Gawler is a unique place with a strong sense of history. Although considered a part of metropolitan Adelaide, it was the first country town to be established in South Australia in 1839 and the Town closely connects to the Barossa Valley and smaller rural towns such as Roseworthy.

The Town of Gawler is located 42 kilometres to the north of Adelaide City and is relatively small at 41.1 square kilometres. The Town has been a regional centre since its inception, including as a stop off point for the towns to the north (Burra and Kapunda) in the early years. The Town of Gawler remains a regional centre today, catering for sporting activities, schooling, events and community activities.

The heart of Gawler is triangular rather than square due primarily to the topography and river systems. The Town of Gawler is defined geographically by its river systems including the Gawler River, the South Para River and the North Para River. Parts of the Town of Gawler are hilly (to the north and east) and other parts to the west and south are flatter. The Town of Gawler has large sections of natural area, particularly along its river systems.

The Town of Gawler remains a Regional Service Centre and whilst the latest population data (2016) states that Gawler has a residential population of 23,034, it services a regional catchment which is estimated to be in excess of 110,000 people and growing.

Today, the Gawler Town Centre maintains its longstanding role as a service centre for a predominantly rural hinterland, however it is also emerging as the regional centre for a rapidly urbanising region. The areas around Gawler to the south, east and north-east are being developed rapidly for residential and in the longer term, the urban catchment for Gawler will extend to Concordia. Consequently, Gawler will be required to service this growing catchment and meet its future economic, social and environmental demands.

The Town of Gawler is seeking to realign its boundary in accordance with *Chapter 3, Part 2 of the Local Government Act 1999* (the Act) and seeks the opinion of the Boundaries Commission (the Commission) on the proposed realignments.

Town of Gawler's proposed boundary adjustments are focussed on:

- Formalising Gawler's existing (and future) Community of Interest, which currently extends
 past existing boundaries.
- Ensuring people who consider themselves to be part of Gawler have a say and are appropriately represented in decision making processes.
- Planning for future growth, through the alignment of the Town of Gawler boundary to the State Government's Urban Growth Boundary.
- Removing current administrative anomalies such as property boundary interceptions and/or realign boundaries so that entire suburbs are included (or excluded).
- Ensuring Gawler continues to function as a Regional Service Centre, providing greater opportunity for investment and job creation.
- Creating a local government administrative construct that can best work with the market to facilitate investment and job creating opportunities relative to the One Gawler community that will be created.

This Proposal seeks both the inclusion of new areas as well as the renouncement of land within the current Gawler boundary as follows:

Areas to be included in the Town of Gawler:

- Area 1 Concordia Growth Area
- Area 2 Hewett
- Area 3 Kalbeeba (including Springwood)
- Area 4 Gawler Belt

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- Area 5 Evanston Park
- Area 6 Reid
- Area 7 Hillier

Areas to be removed from the Town of Gawler:

- Area 8 Bibaringa
- Area 9 Uleybury

An overview map of the proposed changes is presented in Attachment 1.

2. KEY CONSIDERATIONS

2.1 Overview

The key rationale applied to Town of Gawler's deliberations when considering boundary adjustments for Gawler include:

- 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. This is expected to increase significantly over the coming decades.
- 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 (particularly
 current Hewett and Gawler Belt residents and future Concordia residents) needs to be
 addressed to provide Council with capacity to provide quality infrastructure and services to its
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- 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.
- 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.
- 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.

Town of Gawler has adopted a strategic approach to boundary reform. A number of factors have been key to Council's deliberations, as summarised below.

2.2 Community of Interest

There are many factors contributing towards the recognition of a Community of Interest, some are tangible and easy to identify/measure and others though are more difficult to substantiate, and intangible are felt strongly through the community, and are equally important.

The Gawler Community of Interest can be illustrated as follows:

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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. Some of the services provided by Council and their utilisation rates from members of the community who reside beyond Council's boundary are provided below as examples:

- Approximately 50% of Gawler's Aquatic Centre Learn to Swim students reside outside of Gawler.
- 7 schools outside of the Gawler LGA utilise the Gawler Aquatic Centre for DECD swimming lessons.
- 46% of students who participated in DECD swimming lessons attend schools outside of the Gawler LGA.
- 36% of Aquatic Centre season pass members reside outside of Gawler.
- 33% of Gawler library members reside outside of Gawler.

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:

- The Town Centre & Adelaide Road Precincts.
- Gawler Green Shopping Centre.
- · Gawler Park Home Maker Centre.
- Light Industry Zone in Willaston.

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Gawler is also a regional service point for many allied health services, Federal Government (Centrelink, Medicare) and State Government departments (Service SA, Education, Gawler Health Service, Emergency Services, SA Police).

With regards to providing facilities, Gawler has the two court Gawler Sport and Community Centre; 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.

While not formally within the Town of Gawler LGA, Council already recognises the proposed Areas of Interest as being within the Gawler Community of Interest. Planning for both the current and future Community of Interest which is anticipated to come to fruition over the next 20-30 years is critical.

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.

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. The cost of a new Aquatic Centre was estimated at \$25m, and it is likely that when constructed the cost to the community will be higher than this estimate.

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 also the wider region.

The above is just one example of how Town of Gawler considers its Community of Interest and the wider region in its strategic planning. Other key documents where the areas of interest have been included in considerations relative to the broader regional function of Gawler include:

- Gawler Community Plan 2017-2027
- Gawler Walking and Cycling Plan 2018-2028
- Environmental Management Plan
- · Biodiversity Management Plan
- Stormwater Management Plan
- · Gawler Open Space, Sport and Recreation Plan
- Gawler Urban Rivers Master Plan
- Social Infrastructure and Services Study
- · Youth Development Plan

Not only is it important that Council has the capacity to provide for its immediate community, it is also important that those broader Areas of Interest who form part of the Gawler Community of Interest and have a vested interest are able to participate in the planning process and are appropriately represented when decisions are made. In this regard the beneficiaries of these and other such infrastructure outcomes should also be making an appropriate contribution, both in regards to upfront delivery and ongoing maintenance.

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2.3 Regional Economic Considerations

Boundary changes must enhance the capacity of local government within the region, so the region can continue to deliver results to local communities in a more strategic and effective way. In this respect, Town of Gawler has had due regard for the importance of protecting and maintaining the following industries for the benefit of the region:

Agriculture - Light Regional Council, Adelaide Plains Council

Light Regional Council and 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 - The Barossa Council, Light Regional Council

Viticulture is a critical industry within the Barossa Council and wineries situated throughout a number of towns within the Barossa Council. The Barossa Council is having clear regard to the Barossa Geographical Indication (GI) Zone in its boundary reform considerations proposing a portion of viticultural land from Light Regional Council (e.g. Seppeltsfield) and Mid-Murray Council (e.g. Eden Valley) be included within its council boundaries. It is understood that Light Regional Council is opposed to Barossa Council's boundary reform position.

The intent of the Barossa and Light Regional Councils to protect their respective viticulture industry is acknowledged.

It is noted that the Barossa GI Zone also covers current Gawler township areas, Hewett (Light Regional Council) and the Concordia Growth Area (Barossa Council). Town of Gawler is of the view that significant urban areas, either current or proposed, that are located at the periphery of the GI and at Gawler's door step, should not be included within this Zone and would best be situated within the Town of Gawler.

Services and other economic sectors (Town of Gawler)

While the population of the Town of Gawler (LGA is currently approximately 23,000, Gawler is 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 Town of Gawler has the capacity to deliver services and infrastructure for its Community of Interest and the wider region. This is further discussed above, in section 2.2, and in section 2.4 below.

2.4 Infrastructure, Resources and Planning

The Town of Gawler delivers, and is continually planning for improved services and facilities to benefit this regional catchment, investing 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 to realise the collective vision within the Gawler 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.

Town of Gawler's proposed boundary changes will enable 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'

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approach as was sometimes past experience which assumed that the existing township (Gawler) would essentially absorb the new community and service its residents sufficiently. A planned approach will alleviate the pressures on the Town of Gawler by providing additional capacity that enables services and infrastructure to be created and enhanced in line with community needs.

The Town of Gawler will be able to create efficiencies and seek greater integration in the areas of urban growth management and creating community with the associated hard infrastructure, social infrastructure, open space, connectivity and walking and cycling trails that will continue to be required.

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. This will engender greater confidence in the market and seek to promote more opportunity for investment and job creation.

2.530 Year Plan for Greater Adelaide (Urban Growth Boundary)

Developed by the State Government, the 30 Year Plan for Greater Adelaide (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.

The 30 Year Plan details future urban growth areas as well as an Urban Growth Boundary – Planned Urban Lands to 2045 which extends beyond Town of Gawler's boundary to Roseworthy, Hewett, the Concordia Growth Area, and sections of Hillier, Kalbeeba and Gawler Belt. Town of Gawler is of the view that the majority of the urban growth area (with the exception of Roseworthy and part of Gawler Belt) should be included within the Town of Gawler LGA.

2.6 Section 26 - Principles

The Town of Gawler's Proposal strongly aligns with the Objects of the *Act* and Principles under section 26 (1) (c) of the *Local Government Act 1999*.

A description of how Council's Proposal aligns with the above principles is provided in detail for each Area of Interest in the following Section 3.

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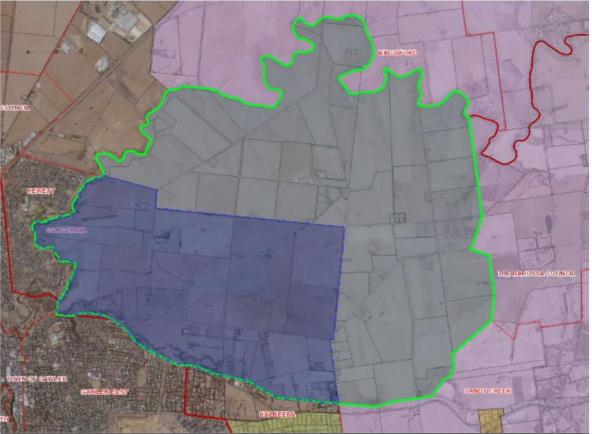
3. PROPOSED BOUNDARY CHANGES

3.1 Concordia Growth Area (Area 1)

The Concordia Growth Area (Concordia) 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 <u>730m from Murray Street within Town of Gawler</u>. 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.



The suburb of Concordia is outlined above in green. This proposal seeks to realign the boundary to include the Concordia Growth Area (highlighted in blue above) currently located in the Barossa Council into the Town of Gawler. This proposal is not seeking to include the portion of Concordia which lies within the Character Preservation District (Shaded in grey).

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

Town of Gawler provides the following information in respect to how this proposed boundary adjustment meets the principles under section 26 (1) (c) of the *Local Government Act 1999*.

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

For many years, Town of Gawler has been providing for a community that is much larger than its LGA. 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 (Hewett) and service its residents sufficiently. It is important that the Hewett scenario is not repeated, particularly as it relates to the Concordia development.

The Concordia development may commence construction in the coming 3-5 year period and, as outlined above, is forecast to increase population in the community by some 20,000 residents. While community infrastructure and a retail precinct is planned for this development, this will require significant investment in infrastructure and resources - the timing is likely to be out of sync with community desires and is unlikely to deliver the totality of infrastructure requirements for the community.

Due to location, the future Concordia community will heavily rely upon the services provided by and within the Town of Gawler. Council already delivers a significant number of services (library, administration centre, community centres etc.) and it makes sense that this type of community infrastructure is not duplicated less than 1 km away.

If Concordia is integrated within the Town of Gawler, this will allow government and the private industry to generate efficiencies through coordinated planning and service delivery and enable Council to provide more comprehensive and competitive services to our community.

Greater economies of scale will be achieved, resulting in improved commercial arrangements and ultimately improving the value for money proposition for Council and the community. Service delivery

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efficiencies will be achieved as one Council will be responsible for its Community of Interest, rather than two Councils servicing their respective areas even though this may result in Town of Gawler servicing one side of the road and a neighbouring council servicing the other.

The proposed boundary adjustment will allow the Town of Gawler to enable, amongst other things, greater integration in the areas of hard infrastructure, waste services and maintenance activities, soft infrastructure, social infrastructure, open space, connectivity and walking and cycling trails which the subject communities already rely upon.

Consolidation of local government administrative services will generate the economies of scale that will more likely assist in the cost of such services being reduced better enabling one Council, as opposed to two Councils, achieving reductions in rates that residents and business have to pay.

2. Proposed changes should, wherever practicable, benefit ratepayers

As outlined above, due to proximity, the future Concordia community will rely on the services and infrastructure that the Town of Gawler provides and will inherently form part of the Gawler Community of Interest.

The inclusion of Concordia formally within the Town of Gawler will enable the future Concordia residents to have a strong voice within the community (by having appropriate representation in local decision making) and financially contribute towards the services and infrastructure utilised and enjoyed by the community.

This will benefit the entire Gawler Community of Interest as it will provide greater equity for current Gawler rate payers who have been heavily servicing a Community of Interest much larger than its current rate base and will provide Council with greater capacity to deliver improved services and infrastructure to the growing Gawler community (current and future proposed rate payers) and the region.

Cost of living pressures being reduced, by one Council being able to achieve the economies of scale in service delivery, will more than likely materialise by keeping the pressure down of council rates thus benefiting current and future residents, which would otherwise not be realised.

3. A council should have a sufficient resource base to fulfil its functions fairly, effectively and efficiently

This principle has been addressed in the response below.

4. A council should offer its community a reasonable range of services delivered on an efficient, flexible, equitable and responsive basis

Town of Gawler has undertaken due diligence in the form of a high level financial analysis as part of its boundary reform investigations which is provided as Attachment 2 for information. Town of Gawler is confident that the proposed inclusion of the Areas of Interest will not materially impact Council's ability to deliver infrastructure and services to the Gawler community and the region. If anything the generation of economies of scale will enable greater efficient and effective service outcomes to result.

The Town of Gawler invests heavily in servicing and representing its community and, for many years, providing for a community that is much larger than its LGA. 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 and services which benefit not only its rate paying residents but other non- rate paying members of our greater community, including:

- · Public Libraries.
- · Roads and infrastructure.
- Parks, gardens, bike tracks and playgrounds.
- Sporting precincts.
- Waste, recycling and environmental management.
- Community services such as youth and community development, environmental health and safety.

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Community infrastructure such as the Aquatic Centre and recreation precincts.

The inclusion of the planned Concordia development within the Town of Gawler will enable a truly integrated community and remove any requirement to duplicate services available less than 1km away (should Concordia remain with Barossa Council).

This will result in greater economies of scale and service delivery efficiencies creating additional opportunity for investment, resulting in further improvements (in an integrated manner) to the services and facilities on which the community already rely.

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

As outlined above, a planned, organised way forward is preferred rather than a "tacked on" approach as has been the experience of the past which has occurred on the assumption that the existing township (Gawler) can essentially absorb the new community and service its residents sufficiently.

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".

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."²

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."

The inclusion of Concordia within the Town of Gawler will enable a planned approach which will result in greater integration in the areas of hard infrastructure, social infrastructure, open space, connectivity and walking and cycling trails, which will be created and enhanced in line with community needs.

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¹ https://concordialand.com.au/ 7 August 2019

² https://concordialand.com.au/concordia-and-gawler/, 7 August 2019

³ https://concordialand.com.au/concordia-and-the-barossa/, 7 August 2019

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, with the Springwood Development a recent example (see Section 3.3 below). A boundary realignment would give the region one council to oversee all administrative functions streamlining processes, making Gawler a "one-stop-shop" for the Gawler growth region for policy and administration issues and support.

Consistent policy and administration through one council will lead to improved overall confidence in the Council and lead to more business investment and improve economic and employment outlook for the area.

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

The Town of Gawler takes environmental considerations seriously and holds new development to a high standard.

The Town of Gawler was in fact one of the first Councils in Australia to declare a climate emergency and as a result are in the process of developing a Climate Emergency Action Plan. The Climate Emergency Action Plan will identify the most strategic opportunities and actions that should be delivered at an appropriate scale within an elevated timeframe, providing immediate, effective and ongoing action with consideration for both Council corporate actions and Council actions to support the community.

Amongst numerous strategic documents the Town of Gawler has commissioned the development of a Council wide Biodiversity Management Plan to provide strategic guidance in managing assets of high biodiversity value. This has included identifying areas of high priority for revegetation action, threats to existing biodiversity assets and opportunities for future biodiversity enhancement. Further environmentally focused strategies and guiding documents developed by Council include the Town of Gawler Stormwater Management Plan and the Town of Gawler Environmental Management Plan. Combined these documents allow Council to place environmental considerations at the forefront of our assessment process and ensure development is sympathetic of the natural environment.

The Town of Gawler is located where the North and South Para Rivers meet to form the Gawler River. The natural environment plays an integral part of our town's identity and character and is something the local community feels passionately about.

As outlined in Section 2.4 above, Concordia, as a future Community of Interest, is already a consideration within Town of Gawler's planning, however the proposed boundary change will formalise this position and enable truly strategic and holistic way of sustainably planning for the future of our community and the environment.

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

There are many factors which contribute towards the recognition of a Community of Interest, some are tangible and easy to identify/measure while others are more difficult to substantiate and, although intangible, are still felt through the community and are equally important. These factors include: value systems, identify, beliefs and sense of belonging; where people, live, work and play; and governance (representing the interests of the community). This is further illustrated in Section 2.2 of this document.

Due to proximity, Concordia residents will join local churches, community groups and sporting clubs, utilise the retail and service precincts, participate in community events, attend schools and enjoy the many recreation and open space facilities within Gawler, inherently forming part of the Gawler Community of Interest.

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It is important that this Community of Interest is formalised within the Town of Gawler LGA so that Council can effectively plan for and represent this community.

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

As outlined above, at its closest point, the planned Concordia development is only 730m from Murray Street, Gawler's Town Centre, and accessible to the future Concordia community.

Town of Gawler provides quality Customer Service at various locations to deliver all the functions undertaken by Town of Gawler.

The Gawler Administration Centre, located at 43 High Street Gawler East provides a full suite of Customer Service functions from general enquiries, payments of rates, fees and expiation notices, cemeteries administration through to planning and development enquiries. This is also the head office for Council.

The Gawler Civic Centre, located at 89 Murray Street, in the heart of Gawler, provides a customer service transaction point through the Library which allows general enquiries, payment of rates, dog registrations and expiation notices. The Civic Centre also provides Youth Programs in the purposely designed Youth Space.

Each of the above locations are utilised to support Community Engagement during public consultation programs and management. Other Customer Service points support the functions of the specific facility eg Gawler Sports and Community Centre (Nixon Tce Gawler), Gawler Aquatic Centre (Victoria Tce & Main North Rd Gawler) and Council's Works Depot (Paxton St Willaston).

In addition, the Town of Gawler website provides access to information and provides for online lodgement of development applications and is a payment gateway for customers available 24/7.

In contrast, Concordia is more than 9km from Lyndoch, the closest township within the Barossa Council and 30km from Nuriootpa, the location of the Barossa Council office.

9. 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

This principle is addressed in the response below.

10. 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)

The Town of Gawler is currently represented by the Mayor and 10 Area Councillors. Council's total representation quota (the number of electors for each Councillor) is 1:1,605 (17,659 electors)⁴, which is relatively consistent with the Statewide average representation quota of 1763 and the quotas of local and similar size councils to Gawler as outlined in the table below.

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⁴ http://www.lga.sa.gov.au/webdata/resources/files/Representation%20Quotas%202018-19.pdf

	Town of Gawler	The Barossa Council	Light Regional Council	City of Murray Bridge	City of Whyalla	City of Alexandrina
Electors	17,659	17,600	10,316	14,334	15,248	20,350
Councillors	11	12	11	10	10	12
Ratio	1,605	1,466	937	1,433	1,524	1,695

Based on the above information, Town of Gawler is of the view that the inclusion of the proposed Areas of Interests, including the future development of Concordia, will not have a material impact on representation requirements in the short-to-mid-term.

Town of Gawler is also of the view that due to proximity (Concordia being less than 1km from Gawler and 30km from Nuriootpa), the inclusion of Concordia within the Town of Gawler will promote greater participation by Concordia residents in local matters including community consultation and decision making, as well as attendance at community and Council meetings and events.

Council's Representation Review period is currently scheduled for October 2020 - October 2021. Previous advice received from the Boundaries Commission is that it is not clear whether this boundary proposal will have an impact Council's representation review. It is further noted that the matter of representation reviews is under consideration as part of the Local Government Reform process.

11. 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

Town of Gawler, in partnership with its regional partners, is already collaborating in a number of areas including:

- Joint funding arrangements through Regional Development Australia, Barossa, Gawler, Light and Adelaide Plains.
- Gawler River Flood Plain Management Authority.
- Barossa Regional Procurement Group.
- Barossa Regional Procurement IT Group.
- · Northern Adelaide Waste Management Authority.
- Health Services Country Public Health Network.
- Library Services with Adelaide Plains Council.
- Animal Management Services sharing of the dog pound with Light Regional Council.
- Environmental Health Inspectorial Services ad-hoc support arrangement with Light Regional Council and Adelaide Plains Council.
- Information Technology Services (Light Regional Council from 2018 2020).
- Human Resource Management (with Barossa Council from 2016 2019, now provided on an ad-hoc basis).
- Dog Park Light Regional Council contributing to management/maintenance costs.

The benefits of regional collaboration are acknowledged and opportunities for further collaboration to advance our communities continue to be explored. However, limitations of this approach due to conflicting priorities and policies must also be acknowledged. Town of Gawler believes that through the boundary reform process the proposed boundary adjustments will enable greater efficiencies and provide Council with the capacity to deliver on the needs and desires of its Community of Interest in the most effective way.

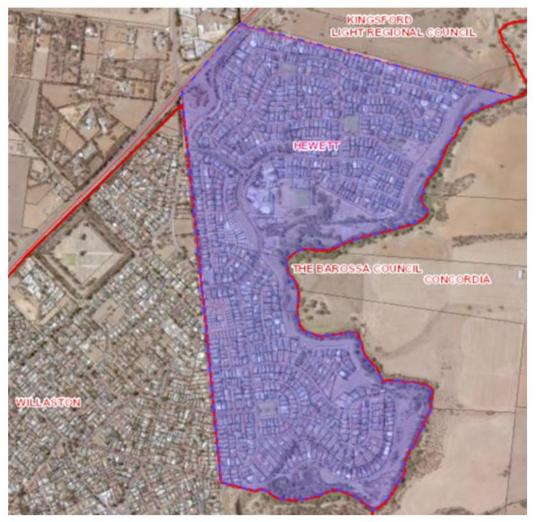
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3.2 Hewett (Area 2)

The suburb of Hewett commenced development in the early 2000s 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 yet to be developed.

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 Gawler suburb of Willaston and just two kilometres from the Gawler Town Centre.



Include the entire suburb of Hewett (highlighted in purple above) which is currently located within the Light Regional Council.

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Town of Gawler provides the following information in respect to how this proposed boundary adjustment meets the principles under section 26 (1) (c) of the *Local Government Act 1999*.

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

The Light Regional Council suburb of Hewett, due to its close proximity to Gawler, has relied on the large offering of services and infrastructure provided by the Town of Gawler since it was established approximately twenty years ago.

Like Concordia, consolidation of Hewett into the Town of Gawler will enable economic efficiencies to be achieved resulting in improved commercial arrangements and ultimately improving the value for money proposition for Council.

Service delivery efficiencies will be achieved as one Council will be responsible for its Community of Interest, rather than two Councils servicing their respective areas even though this may result in Town of Gawler servicing one side of the road and a neighbouring council servicing the other.

The proposed boundary adjustment will allow the Town of Gawler to enable, amongst other things, greater integration in the areas of hard infrastructure, waste services and maintenance activities, soft infrastructure, social infrastructure, open space, connectivity and walking and cycling trails which the subject communities already rely upon.

Consolidation of local government administrative services will generate the economies of scale that will more likely assist in the cost of such services being reduced better enabling one Council, as opposed to two Councils, achieving reductions in rates that residents and business have to pay.

2. Proposed changes should, wherever practicable, benefit ratepayers

The Hewett community relies on the services and infrastructure that the Town of Gawler provides and inherently forms part of the Gawler Community of Interest.

The formal inclusion of Hewett within the Town of Gawler will enable Hewett residents to have a strong voice within the community (by having appropriate representation in local decision making) and financially contribute towards the services and infrastructure utilised and enjoyed by the community.

This will benefit the entire Gawler Community of Interest as it will provide greater equity for current Gawler rate payers who have been heavily servicing a Community of Interest much larger than its current rate base and will provide Council with greater capacity to deliver improved services and infrastructure to the growing Gawler community (current and future proposed rate payers) and the region.

While current residential rates in the dollar and the impact on residents from the Areas of Interest have been quoted in opposition to Council's proposal, the Town of Gawler considers any speculation in this regard to be premature.

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).

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Cost of living pressures being reduced by one Council being able to achieve the economies of scale in service delivery will more than likely materialise by keeping the pressure down of council rates thus benefiting current and future residents, which would otherwise not be realised.

Given the complexities of this matter, Council is of the expectation that a full review of General Rates will be undertaken during the boundary reform process taking into consideration community consultation and to be informed by the outcomes of any investigation.

A council should have a sufficient resource base to fulfil its functions fairly, effectively and efficiently

This principle is addressed in the response below.

4. A council should offer its community a reasonable range of services delivered on an efficient, flexible, equitable and responsive basis

Town of Gawler has undertaken due diligence in the form of a high level financial analysis as part of its boundary reform investigations which is provided as Attachment 2 for information. Town of Gawler is confident that the proposed inclusion of the Areas of Interest will not materially impact Council's ability to deliver infrastructure and services to the Gawler community and the region. If anything the generation of economies of scale will enable greater efficient and effective service outcomes to result.

The Town of Gawler invests heavily in servicing and representing its community and, for many years, providing for a community that is much larger than its LGA. 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 and services which benefit not only its rate paying residents but other non- rate paying members of our greater community, including:

- Public Libraries.
- · Roads and infrastructure.
- Parks, gardens, bike tracks and playgrounds.
- Sporting precincts.
- Waste, recycling and environmental management.
- Community services such as youth and community development, environmental health and safety.
- Community infrastructure such as the Aquatic Centre and recreation precincts.

The above services and infrastructure benefits a community much wider than its rate payers, including the Hewett community located just two kilometres from the Gawler Town Centre, as opposed to 30 kilometres from Light Regional Council principle office.

Due to Hewett's proximity to Gawler, the Light Regional Council has not needed to heavily invest in services and infrastructure for the Hewett community. With the exception of some parks, gardens and playgrounds, the only other community infrastructure constructed by Light Regional Council has been within Hewett Centre - a "purpose built, not for profit community and function centre providing a central meeting place for those living in the Hewett area, Light District Council and beyond"⁵. It is noted that Gawler service clubs such as Kiwanis Gawler and Rotary Gawler/Light regularly utilise this function centre for meetings, providing further examples of how Hewett and Gawler are intrinsically linked.

The formal inclusion of Hewett within the Town of Gawler will enable a truly integrated community and result in greater economies of scale and service delivery efficiencies creating additional opportunity for investment, resulting in further improvements (in an integrated manner) to the services and facilities on which the community already rely.

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⁵ http://hewettcentre.com.au/about-us-2/ 12 November 2019

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

Town of Gawler is seeking to establish a planned, organised way forward in its approach to planning and development for its community. Although Hewett is now almost entirely urbanized, there remains several pockets which are yet to be developed. The inclusion of Hewett within the Town of Gawler will enable greater integration in planning for 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 can create efficiencies in this regard, 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.

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

The Town of Gawler takes environmental considerations seriously and holds new development to a high standard.

The Town of Gawler was in fact one of the first Councils in Australia to declare a climate emergency and as a result are in the process of developing a Climate Emergency Action Plan. The Climate Emergency Action Plan will identify the most strategic opportunities and actions that should be delivered at an appropriate scale within an elevated timeframe, providing immediate, effective and ongoing action with consideration for both Council corporate actions and Council actions to support the community.

Amongst numerous strategic documents the Town of Gawler has commissioned the development of a Council wide Biodiversity Management Plan to provide strategic guidance in managing assets of high biodiversity value. This has included identifying areas of high priority for revegetation action, threats to existing biodiversity assets and opportunities for future biodiversity enhancement. Further environmentally focused strategies and guiding documents developed by Council include the Town of Gawler Stormwater Management Plan and the Town of Gawler Environmental Management Plan. Combined these documents allow Council to place environmental considerations at the forefront of our assessment process and ensure development is sympathetic of the natural environment.

The Town of Gawler is located where the North and South Para Rivers meet to form the Gawler River. The natural environment plays an integral part of our town's identity and character and is something the local community feels passionately about.

As outlined in Section 2.4 above, Hewett as a current Community of Interest, is already a consideration within Town of Gawler's planning, however the proposed boundary change will formalise this position and enable a truly strategic and holistic way of sustainably planning for the future of our community and environment.

7. 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

There are many factors which contribute towards the recognition of a Community of Interest, some are tangible and easy to identify/measure while others are more difficult to substantiate and, although intangible, are still felt through the community and are equally important. These factors include: value systems, identify, beliefs and sense of belonging; where people, live, work and play; and governance

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(representing the interests of the community). This is further illustrated in Section 2.2 of this document.

Residents of Hewett are already considered part of the Gawler community. Many work in Gawler, their children go to school in Gawler, shop in Gawler precincts and join Gawler sporting teams and competitions. In recent years, two residents of Hewett have been awarded Australia Day honours due to their contribution to the Gawler community. Hewett and Gawler are intrinsically linked and it is one community. It is important to formalise this through boundary reform so that Council can effectively plan for and represent the community so Hewett residents can be involved in key decisions that impact the services and infrastructure they enjoy.

8. A council area should incorporate or promote an accessible centre (or centres) for local administration and services

As outlined above, at its closest point Hewett is only two kilometres from Murray Street, Gawler's Town Centre. In contrast, Hewett is located in excess of 30km from Light Regional Council's principle service centre of Kapunda.

Town of Gawler provides quality customer service at various locations to deliver all the functions undertaken by Town of Gawler.

The Gawler Administration Centre, located at 43 High Street Gawler East provides a full suite of Customer Service functions from general enquiries, payments of rates, fees and expiation notices, cemeteries administration through to planning and development enquiries. This is also the head office for Council.

The Gawler Civic Centre, located at 89 Murray Street in the heart of Gawler, provides a customer service transaction point through the Library which allows general enquiries, payment of rates, dog registrations and expiation notices. The Civic Centre also provides Youth Programs in the purposely designed Youth Space.

Each of the above locations are utilised to support Community Engagement during public consultation programs and management. Other Customer Service points support the functions of the specific facility eg Gawler Sports and Community Centre (Nixon Tce Gawler), Gawler Aquatic Centre (Victoria Tce & Main North Rd Gawler) and Council's Works Depot (Paxton St Willaston).

In addition, the Town of Gawler website provides access to information and provides for online lodgement of development applications and is a payment gateway for customers available 24/7.

9. 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

This principle is addressed in the response below.

 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)

The Town of Gawler is currently represented by the Mayor and 10 Area Councillors. Council's total representation quota (the number of electors for each Councillor) is 1:1,605 (17,659 electors)⁶, which is relatively consistent with the Statewide average representation quota of 1763 and the quotas of local and similar size councils to Gawler as outlined in the table below.

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⁶ http://www.lga.sa.gov.au/webdata/resources/files/Representation%20Quotas%202018-19.pdf

	Town of Gawler	The Barossa Council	Light Regional Council	City of Murray Bridge	City of Whyalla	City of Alexandrina
Electors	17,659	17,600	10,316	14,334	15,248	20,350
Councillors	11	12	11	10	10	12
Ratio	1,605	1,466	937	1,433	1,524	1,695

Based on the above information, Town of Gawler is of the view that the inclusion of the proposed Areas of Interests, including Hewett, will not have a material impact on representation requirements in the short-mid-term.

Town of Gawler is also of the view that due to proximity (Hewett being two kilometres from Gawler and 30km from Kapunda), the inclusion of Hewett within the Town of Gawler will promote greater participation by Hewett residents in local matters such as community consultation and decision making, as well as attendance at community and Council meetings and events.

Council's Representation Review period is currently scheduled for October 2020 - October 2021. Previous advice received from the Boundaries Commission is that it is not clear whether this boundary proposal will have an impact Council's representation review. It is further noted that the matter of representation reviews is under consideration as part of the Local Government Reform process.

11. 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

Town of Gawler, in partnership with its regional partners, is already collaborating in a number of areas including:

- Joint funding arrangements through Regional Development Australia, Barossa, Gawler, Light and Adelaide Plains.
- Gawler River Flood Plain Management Authority.
- Barossa Regional Procurement Group.
- Barossa Regional Procurement IT Group.
- · Northern Adelaide Waste Management Authority.
- Health Services Country Public Health Network.
- Library Services with Adelaide Plains Council.
- Animal Management Services sharing of the dog pound with Light Regional Council.
- Environmental Health Inspectorial Services ad-hoc support arrangement with Light Regional Council and Adelaide Plains Council.
- Information Technology Services (Light Regional Council from 2018 2020).
- Human Resource Management (with Barossa Council from 2016 2019, now provided on an ad-hoc basis).
- Dog Park Light Regional Council contributing to management/maintenance costs.

The benefits of regional collaboration are acknowledged and opportunities for further collaboration to advance our communities continue to be explored. However, limitations of this approach due to conflicting priorities and policies must also be acknowledged. Town of Gawler believes that through the boundary reform process the proposed boundary adjustments will enable greater efficiencies and provide Council with the capacity to deliver on the needs and desires of its community of interest in the most effective way.

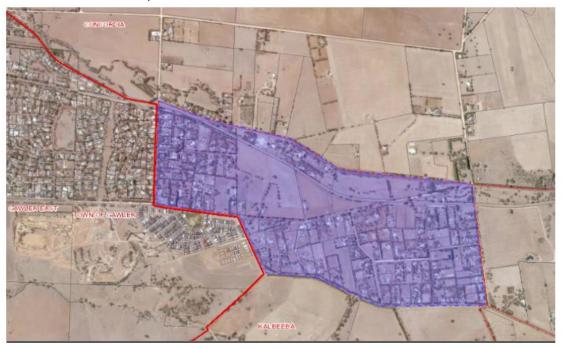
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3.3 Kalbeeba (including Springwood) (Area 3)

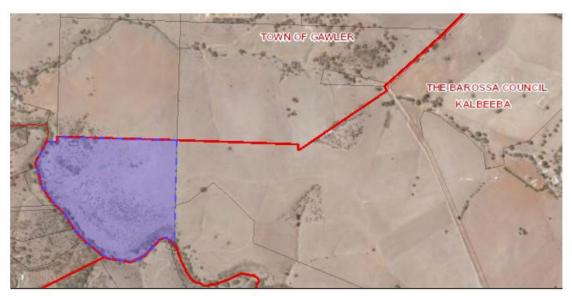
The suburb of Kalbeeba is largely zoned to accommodate primary production activities. However, there are two sections of the suburb which are zoned otherwise (Rural Living and Residential) and directly abut the Town of Gawler. The pockets accommodating Rural Living comprise 147 properties situated in the Barossa Council, with a section of this land falling within the urban growth boundary.

The other section of Kalbeeba, which is zoned residential, is part of the Springwood Development, Gawler East. Due to its terrain and accessibility it is anticipated that the land situated within the Barossa Council will accommodate approximately 130 allotments. It is noted that the Barossa Council has written to Town of Gawler regarding this Springwood part of Kalbeeba seeking that the Town of Gawler consider taking this area on given its location and integrated nature with the Springwood community. The Town of Gawler is happy to consider this area's incorporation into its community. The reasons for this, as detailed below, form effectively the same basis for which Concordia and Hewett suburbs should also form part of Gawler.



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Includes two areas from within the suburb of Kalbeeba (highlighted in purple above). These areas include the northern sections which are currently zoned for Rural Living as well as a portion of land which is in fact a part of the Springwood Development in Gawler East.

Town of Gawler provides the following information in respect to how this proposed boundary adjustment meets the principles under section 26 (1) (c) of the *Local Government Act 1999*.

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

The land within the Barossa Council suburb of Kalbeeba which is zoned as Rural Living and Residential directly abuts the Town of Gawler and forms a natural extension to Gawler East. Due to proximity, residents of the Kalbeeba Area of Interest relies on the large offering of services and infrastructure provided by the Town of Gawler.

This will also be the case for the future residents of the Springwood development which is currently situated within the Barossa Council.

The consolidation of the Kalbeeba Area of Interest into the Town of Gawler, will enable economic efficiencies to be achieved resulting in improved commercial arrangements and ultimately improving the value for money proposition for Council.

Service delivery efficiencies will be achieved as one Council will be responsible for its Community of Interest, rather than two Council's servicing their respective areas even though this may result in Town of Gawler servicing one side of the road and a neighbouring council servicing the other.

The proposed boundary adjustment will allow the Town of Gawler to enable, amongst other things, greater integration in the areas of hard infrastructure, waste services and maintenance activities, soft infrastructure, social infrastructure, open space, connectivity and walking and cycling trails which the subject communities already rely upon.

Consolidation of local government administrative services will generate the economies of scale that will more likely assist in the cost of such services being reduced better enabling one Council, as opposed to two Councils, achieving reductions in rates that residents and business have to pay

2. Proposed changes should, wherever practicable, benefit ratepayers

The inclusion of the Kalbeeba Area of Interest formally within the Town of Gawler will enable current and future residents to have a strong voice within the community (by having appropriate representation in local decision making) and financially contribute towards the services and infrastructure utilised and enjoyed by the community.

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This will benefit the entire Gawler Community of Interest as it will provide greater equity for current Gawler rate payers who have been heavily servicing a Community of Interest much larger than its current rate base and will provide Council with greater capacity to deliver improved services and infrastructure to the growing Gawler community (current and future proposed rate payers) and the region.

In addition, the proposed inclusion of the Barossa Council's component of Springwood within the Town of Gawler will be beneficial from an overall governance perspective. This will benefit all parties, resulting in better utilisation of resources, efficient development management and will result in a single point of service for residents and commercial operators.

While current residential rates in the dollar and the impact on residents from the Areas of Interest have been quoted in opposition to Council's proposal, the Town of Gawler considers any speculation in this regard to be premature. 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).

Cost of living pressures being reduced by one Council being able to achieve the economies of scale in service delivery will more than likely materialise by keeping the pressure down of council rates thus benefiting current and future residents, which would otherwise not be realised.

Given the complexities of this matter, Council is of the expectation that a full review of General Rates will be undertaken during the boundary reform process taking into consideration community consultation and to be informed by the outcomes of any investigation.

3. A council should have a sufficient resource base to fulfil its functions fairly, effectively and efficiently

This principle is addressed in the response below.

4. A council should offer its community a reasonable range of services delivered on an efficient, flexible, equitable and responsive basis

Town of Gawler has undertaken due diligence in the form of a high level financial analysis as part of its boundary reform investigations which is provided as Attachment 2 for information. Town of Gawler is confident that the proposed inclusion of the Areas of Interest will not materially impact Council's ability to deliver infrastructure and services to the Gawler community and the region. If anything the generation of economies of scale will enable greater efficient and effective service outcomes to result.

The Town of Gawler invests heavily in servicing and representing its community and, for many years, providing for a community that is much larger than its LGA. 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 and services which benefit not only its rate paying residents but other non- rate paying members of our greater community, including:

- Public Libraries.
- Roads and infrastructure.
- · Parks, gardens, bike tracks and playgrounds.
- Sporting precincts.

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- · Waste, recycling and environmental management.
- Community services such as youth and community development, environmental health and safety.
- Community infrastructure such as the Aquatic Centre and recreation precincts.

The above services and infrastructure benefits a community much wider than its rate payers, including the Kalbeeba Area of Interest. Due to Kalbeeba's proximity to Gawler, the Barossa Council has not needed to heavily invest in services and infrastructure for this community. Rather it has been the Gawler Council and its community who have delivered the array of services to which the Kalbeeba community has benefitted from relative to being part of the Gawler community.

The formal inclusion of the Kalbeeba Area of Interest within the Town of Gawler will enable a truly integrated community and result in greater economies of scale and service delivery efficiencies creating additional opportunity for investment, resulting in further improvements (in an integrated manner) to the services and facilities on which the community already rely.

5. 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

Town of Gawler is seeking to establish a planned, organised way forward in its approach to planning and development for its community.

This is particularly important for 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. It would be beneficial from an overall governance perspective if this development resided in one LGA and Town of Gawler is best positioned in this regard.

It is important to note that the Gawler Council and Barossa Council have over the past number of years worked collaboratively in the planning for this and other parts of the Springwood Estate relative to the form and function of the estate that forms part of the greater Springwood development. However, there have been differences in policy and direction relative to infrastructure (particularly hard infrastructure) provision which has been frustrating, time consuming and costly for the parties involved. In particular the drafting and processing of infrastructure agreements between the parties. Compromises have been reached allowing progress to be more recently achieved however this particular example demonstrates the difficulties where new developments occur in areas covered by more than one Council jurisdiction. It is further noted that Barossa Council had resolved that it would initially not participate in the execution of the related development deeds but preferred that this area of their Council area be the subject of a boundary reform with the Town of Gawler, to which the administration is now recommending that it be proceed with, as outlined in the following resolution from the 16 April 2019 Barossa Council meeting:

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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;

- 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

The fact that that Barossa Council resolved not to sign an infrastructure deed for what the Town of Gawler considered as necessary for the purposes of facilitating orderly and economic development is a case in point as to the preferred model of having one Council responsible for the oversight of any one development precinct.

Since the above resolution it is noted that progress has been achieved with the Barossa Council agreeing to sign an infrastructure deed but limiting the parameters of the deed to the provision of social infrastructure not hard (road) infrastructure.

From an overall governance perspective, the inclusion of the Kalbeeba Area of Interest within the Town of Gawler will result in the better utilisation of resources, efficient development management for Council and further efficiencies can be realised and appreciated by the private sector through consistent policies and procedures applicable to areas which are essentially identical in nature.

The inclusion of the Kalbeeba Area of Interest formally within the Town of Gawler will enable greater integration in planning for hard infrastructure, social infrastructure, open space, connectivity and walking and cycling trails. This will engender greater confidence in the market and seek to promote more opportunity for investment and job creation.

6. A council should be in a position to facilitate sustainable development, the protection of the environment and the integration of land use schemes

The Town of Gawler takes environmental considerations seriously and holds new development to a high standard.

The Town of Gawler was in fact one of the first Councils in Australia to declare a climate emergency and as a result are in the process of developing a Climate Emergency Action Plan. The Climate Emergency Action Plan will identify the most strategic opportunities and actions which should be delivered at an appropriate scale within a timeframe that is elevated, providing immediate, effective and ongoing action with consideration for both Council corporate actions and Council actions to support the community.

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Amongst numerous strategic documents the Town of Gawler has commissioned the development of a Council wide Biodiversity Management Plan to provide strategic guidance in managing assets of high biodiversity value. This has included identifying areas of high priority for revegetation action, threats to existing biodiversity assets and opportunities for future biodiversity enhancement. Further environmentally focused strategies and guiding documents developed by Council include the Town of Gawler Stormwater Management Plan and the Town of Gawler Environmental Management Plan. Combined these documents allow Council to place environmental considerations at the forefront of our assessment process and ensure development is sympathetic of the natural environment.

The Town of Gawler is located where the North and South Para Rivers meet to form the Gawler River. The natural environment plays an integral part to our town's identity and character and is something the local community feels passionately about.

As outlined in Section 2.4 above, as a future Community of Interest, the Kalbeeba Area of Interest is already a consideration within Town of Gawler's planning, however the proposed boundary change will formalise this position and enable truly strategic and holistic way of sustainably planning for the future of our community and the environment.

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

There are many factors which contribute towards the recognition of a Community of Interest, some are tangible and easy to identify/measure while others are more difficult to substantiate and, although intangible, are still felt through the community and are equally important. These factors include: value systems, identify, beliefs and sense of belonging; where people, live, work and play; and governance (representing the interests of the community). This is further illustrated in Section 2.2 of this document.

The Kalbeeba Area of Interest has been identified for inclusion within the Town of Gawler primarily from a Community of Interest perspective, as it forms an extension to Gawler East. Residents of Kalbeeba are already considered part of the Gawler community. Many residents work in Gawler, their children go to school in Gawler, shop in Gawler precincts and join Gawler sporting teams and competitions. Kalbeeba and Gawler are intrinsically linked and we are one community. It is important that this is formalised through boundary reform so that Council can effectively plan for and represent this community and Kalbeeba residents can be involved in key decisions that impact the services and infrastructure that they enjoy.

8. A council area should incorporate or promote an accessible centre (or centres) for local administration and services

At its closest point, Kalbeeba is less than three kilometres from Murray Street, Gawler's Town Centre. In contrast, Kalbeeba is more than 25km from Nuriootpa, the location of the Barossa Council office.

Town of Gawler provides quality Customer Service at various locations to deliver all the functions undertaken by Town of Gawler.

The Gawler Administration Centre, located at 43 High Street Gawler East provides a full suite of Customer Service functions from general enquiries, payments of rates, fees and expiation notices, cemeteries administration through to planning and development enquiries. This is also the head office for Council.

The Gawler Civic Centre, located at 89 Murray Street in the heart of Gawler, provides a customer service transaction point through the Library which allows general enquiries, payment of rates, dog registrations and expiation notices. The Civic Centre also provides Youth Programs in the purposely designed Youth Space.

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Each of the above locations are utilised to support Community Engagement during public consultation programs and management. Other Customer Service points support the functions of the specific facility eg Gawler Sports and Community Centre (Nixon Tce Gawler), Gawler Aquatic Centre (Victoria Tce & Main North Rd Gawler) and Council's Works Depot (Paxton St Willaston).

In addition, the Town of Gawler website provides access to information and provides for online lodgement of development applications and is a payment gateway for customers available 24/7.

9. 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

This principle is addressed in the response below.

10. 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)

The Town of Gawler is currently represented by the Mayor and 10 Area Councillors. Council's total representation quota (the number of electors for each Councillor) is 1:1,605 (17,659 electors)⁷, which is relatively consistent with the Statewide average representation quota of 1763 and the quotas of local and similar size councils to Gawler as outlined in the table below.

	Town of Gawler	The Barossa Council	Light Regional Council	City of Murray Bridge	City of Whyalla	City of Alexandrina
Electors	17,659	17,600	10,316	14,334	15,248	20,350
Councillors	11	12	11	10	10	12
Ratio	1,605	1,466	937	1,433	1,524	1,695

Based on the above information, Town of Gawler is of the view that the inclusion of the proposed Areas of Interests, including the Kalbeeba Area of Interest will not have a material impact on representation requirements in the short-mid-term.

Town of Gawler is also of the view that due to proximity (Kalbeeba being less than three kilometres from Gawler and more than 25km from Nuriootpa), the inclusion of Kalbeeba within the Town of Gawler will promote greater participation by Kalbeeba residents in local matters such as community consultation and decision making, as well as attendance at community and Council meetings and events.

Council's Representation Review period is currently scheduled for October 2020 - October 2021. Previous advice received from the Boundaries Commission is that it is not clear whether this boundary proposal will have an impact Council's representation review. It is further noted that the matter of representation reviews is under consideration as part of the Local Government Reform process.

11. 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

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⁷ http://www.lga.sa.gov.au/webdata/resources/files/Representation%20Quotas%202018-19.pdf

Town of Gawler, in partnership with regional partners are already collaborating in a number of areas including:

- Joint funding arrangements through Regional Development Australia, Barossa, Gawler, Light and Adelaide Plains;
- Gawler River Flood Plain Management Authority
- Barossa Regional Procurement Group
- Barossa Regional Procurement IT Group
- Northern Adelaide Waste Management Authority
- Health Services Country Public Health Network
- Library Services with Adelaide Plains Council.
- Animal Management Services sharing of the dog pound with Light Regional Council
- Environmental Health Inspectorial Services ad-hoc support arrangement with Light Regional Council and Adelaide Plains Council.
- Information Technology Services (Light Regional Council from 2018 2020)
- Human Resource Management (with Barossa Council from 2016 2019, now provided on an ad-hoc basis)
- Dog Park Light Regional Council contributing to management/maintenance costs

The benefits of regional collaboration are acknowledged and opportunities for further collaboration to advance our communities continue to be explored. However, limitations of this approach due to conflicting priorities and policies must also be acknowledged. Town of Gawler believes that through the boundary reform process the proposed boundary adjustments will enable greater efficiencies and provide Council with the capacity to deliver on the needs and desires of its community of interest in the most effective way.

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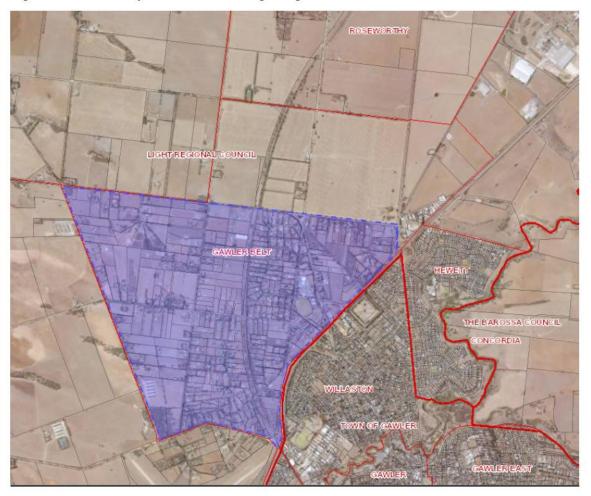
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3.4 Gawler Belt (Area 4)

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).

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

It is proposed that the Rural Living section of Gawler Belt be included within the Town of Gawler and that the area that has been rezoned as residential as part of the Roseworthy DPA should remain aligned with Roseworthy which is within the Light Regional Council.



Include the section of Gawler Belt which encompasses the existing rural living community (highlighted in purple above). This land is currently located within the Light Regional Council.

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Town of Gawler provides the following information in respect to how this proposed boundary adjustment meets the principles under section 26 (1) (c) of the *Local Government Act 1999*.

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

The Light Regional Council suburb of Gawler Belt, due to its close proximity to Gawler, relies on the large offering of services and infrastructure provided by the Town of Gawler.

Consolidation of Gawler Belt into the Town of Gawler, will enable economic efficiencies to be achieved resulting in improved commercial arrangements and ultimately improving the value for money proposition for Council.

Service delivery efficiencies will be achieved as one Council will be responsible for its Community of Interest, rather than two Council's servicing their respective areas even though this may result in Town of Gawler servicing one side of the road and a neighbouring council servicing the other.

The proposed boundary adjustment will allow the Town of Gawler to enable, amongst other things, greater integration in the areas of hard infrastructure, waste services and maintenance activities, soft infrastructure, social infrastructure, open space, connectivity and walking and cycling trails which the subject communities already rely upon.

Consolidation of local government administrative services will generate the economies of scale that will more likely assist in the cost of such services being reduced better enabling one Council, as opposed to two Councils achieving reductions in rates that residents and business have to pay.

2. Proposed changes should, wherever practicable, benefit ratepayers

The Gawler Belt community relies on the services and infrastructure provided by the Town of Gawler and inherently forms part of the Gawler Community of Interest.

The formal inclusion of Gawler Belt within the Town of Gawler will enable Gawler Belt residents to have a strong voice within the community (by having appropriate representation in local decision making) and financially contribute towards the services and infrastructure utilised and enjoyed by the community.

This will benefit the entire Gawler Community of Interest as it will provide greater equity for current Gawler rate payers who have been heavily servicing a Community of Interest much larger than its current rate base and will provide Council with greater capacity to deliver improved services and infrastructure to the growing Gawler community (current and future proposed rate payers) and the region.

While current residential rates in the dollar and the impact on residents from the Areas of Interest have been quoted in opposition to Council's proposal. Town of Gawler considers any speculation in this regard to be premature. 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).

Cost of living pressures being reduced by one Council being able to achieve the economies of scale in service deliver, will more than likely materialise by keeping the pressure down of council rates thus benefiting current and future residents, which would otherwise not be realised.

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Given the complexities of this matter, Council is of the expectation that a full review of General Rates will be undertaken during the boundary reform process taking into consideration community consultation and to be informed by the outcomes of any investigation.

3. A council should have a sufficient resource base to fulfil its functions fairly, effectively and efficiently

This principle is addressed in the response below.

4. A council should offer its community a reasonable range of services delivered on an efficient, flexible, equitable and responsive basis

Town of Gawler has undertaken due diligence in the form of a high level financial analysis as part of its boundary reform investigations which is provided as Attachment 2 for information. Town of Gawler is confident that the proposed inclusion of the Areas of Interest will not materially impact Council's ability to deliver infrastructure and services to the Gawler community and the region. If anything the generation of economies of scale will enable greater efficient and effective service outcomes to result.

The Town of Gawler invests heavily in servicing and representing its community and, for many years, providing for a community that is much larger than its LGA. 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 and services which benefit not only its rate paying residents but other non- rate paying members of our greater community, including:

- Public Libraries.
- Aquatic Centre.
- · Roads and infrastructure.
- · Parks, gardens, bike tracks and playgrounds.
- · Sporting precincts.
- · Waste, recycling and environmental management.
- Community services such as youth and community development, environmental health and safety.
- Community infrastructure such as the Aquatic Centre and recreation precincts.

The above services and infrastructure benefits a community much wider than its rate payers, including the Gawler Belt community, at its closest point is located less than two kilometres from the Gawler Town Centre, as opposed to over 30km from Light Regional Council's principal office.

Due to Gawler Belt's proximity to Gawler, the Light Regional Council has not needed to heavily invest in services and infrastructure for the Gawler Belt community.

The formal inclusion of Gawler Belt within the Town of Gawler will enable a truly integrated community and result in greater economies of scale and service delivery efficiencies creating additional opportunity for investment, resulting in further improvements (in an integrated manner) to the services and facilities on which the community already rely.

5. 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

Town of Gawler is seeking to establish a planned, organised way forward in its approach to planning and development for its community. The inclusion of a portion of Gawler Belt within the Town of Gawler will enable greater integration in planning for hard infrastructure, social infrastructure, open space, connectivity and walking and cycling trails.

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, further demonstrating Gawler Belt's link to the Town of Gawler.

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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.

A council should be in a position to facilitate sustainable development, the protection of the environment and the integration of land use schemes.

The Town of Gawler takes environmental considerations seriously and holds new development to a high standard.

The Town of Gawler was in fact one of the first Councils in Australia to declare a climate emergency and as a result are in the process of developing a Climate Emergency Action Plan. The Climate Emergency Action Plan will identify the most strategic opportunities and actions that should be delivered at an appropriate scale within an elevated timeframe, providing immediate, effective and ongoing action with consideration for both Council corporate actions and Council actions to support the community.

Amongst numerous strategic documents the Town of Gawler has commissioned the development of a Council wide Biodiversity Management Plan to provide strategic guidance in managing assets of high biodiversity value. This has included identifying areas of high priority for revegetation action, threats to existing biodiversity assets and opportunities for future biodiversity enhancement. Further environmentally focused strategies and guiding documents developed by Council include the Town of Gawler Stormwater Management Plan and the Town of Gawler Environmental Management Plan. Combined these documents allow Council to place environmental considerations at the forefront of our assessment process and ensure development is sympathetic of the natural environment.

The Town of Gawler is located where the North and South Para Rivers meet to form the Gawler River. The natural environment plays an integral part of our town's identity and character and is something the local community feels passionately about.

As outlined in Section 2.4 above, as a future Community of Interest, Gawler Belt is already a consideration within Town of Gawler's planning, however the proposed boundary change will formalise this position and enable truly strategic and holistic way of sustainably planning for the future of our community and the environment.

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

There are many factors which contribute towards the recognition of a Community of Interest, some are tangible and easy to identify/measure while others are more difficult to substantiate and, although intangible, are still felt through the community and are equally important. These factors include: value systems, identify, beliefs and sense of belonging; where people, live, work and play; and governance (representing the interests of the community). This is further illustrated in Section 2.2 of this document

Gawler Belt forms a natural extension to Gawler, and has inherently become part of the township. There are no public facilities or services located in this area and the community rely heavily upon the Town of Gawler in this regard.

Residents of Gawler Belt are already considered part of the Gawler community. Many work in Gawler, their children go to school in Gawler, shop in Gawler precincts and join Gawler sporting teams and competitions.

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Furthermore, Xavier College is located in Gawler Belt and with over 800 enrolments in 2018⁸, and 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."

Consistent with the rationale provided for Hewett, this proposed boundary adjustment will formalise the already existing Community of Interest and provide the residents of Gawler Belt with a stronger voice in the community regarding the delivery of services and infrastructure. It will also greater economies of scale and service delivery efficiencies.

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, further demonstrating Gawler Belt's link to the Town of Gawler.

8. A council area should incorporate or promote an accessible centre (or centres) for local administration and services;

As outlined above, at its closest point, Gawler Belt is located less than two kilometres from Murray Street, Gawler's Town Centre. In contrast, Gawler Belt is located in excess of 30km from Light Regional Council's principal service centre of Kapunda.

Town of Gawler provides quality Customer Service at various locations to deliver all the functions undertaken by Town of Gawler.

The Gawler Administration Centre, located at 43 High Street Gawler East provides a full suite of Customer Service functions from general enquiries, payments of rates, fees and expiation notices, cemeteries administration through to planning and development enquiries. This is also the head office for Council.

The Gawler Civic Centre, located at 89 Murray Street in the heart of Gawler, provides a customer service transaction point through the Library which allows general enquiries, payment of rates, dog registrations and expiation notices. The Civic Centre also provides Youth Programs in the purposely designed Youth Space.

Each of the above locations are utilised to support Community Engagement during public consultation programs and management. Other Customer Service points support the functions of the specific facillity eg Gawler Sports and Community Centre (Nixon Tce Gawler), Gawler Aquatic Centre (Victoria Tce & Main North Rd Gawler) and Council's Works Depot (Paxton St Willaston).

In addition, the Town of Gawler website provides access to information and provides for online lodgement of development applications and is a payment gateway for customers available 24/7.

9. 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

This principle is addressed in the response below.

10. 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)

The Town of Gawler is currently represented by the Mayor and 10 Area Councillors. Council's total representation quota (the number of electors for each Councillor) is 1:1,605 (17,659 electors)¹⁰, which

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⁸ Xavier College, 2018 Annual Report to Community via http://www.xavier.catholic.edu.au/

⁹ http://www.xavier.catholic.edu.au/who-we-are, 20 August 2019

¹⁰ http://www.lga.sa.gov.au/webdata/resources/files/Representation%20Quotas%202018-19.pdf

is relatively consistent with the Statewide average representation quota of 1763 and the quotas of local and similar size councils to Gawler as outlined in the table below.

	Town of Gawler	The Barossa Council	Light Regional Council	City of Murray Bridge	City of Whyalla	City of Alexandrina
Electors	17,659	17,600	10,316	14,334	15,248	20,350
Councillors	11	12	11	10	10	12
Ratio	1,605	1,466	937	1,433	1,524	1,695

Based on the above information, Town of Gawler is of the view that the inclusion of the proposed areas of interests, including a portion of Gawler Belt will not have a material impact on representation requirements in the short-mid-term.

Town of Gawler is also of the view that due to proximity (Gawler Belt being less than 2km from Gawler and 30km from Kapunda), the inclusion of Gawler Belt within the Town of Gawler will promote greater participation by Gawler Belt residents in local matters such as community consultation and decision making, as well as attendance at community and Council meetings and events.

Council's Representation Review period is currently scheduled for October 2020 - October 2021. Previous advice received from the Boundaries Commission is that it is not clear whether this boundary proposal will 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 matter of representation reviews is under consideration as part of the Local Government Reform process.

11. 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

Town of Gawler, in partnership with regional partners are already collaborating in a number of areas including:

- Joint funding arrangements through Regional Development Australia, Barossa, Gawler, Light and Adelaide Plains.
- Gawler River Flood Plain Management Authority.
- · Barossa Regional Procurement Group.
- Barossa Regional Procurement IT Group.
- · Northern Adelaide Waste Management Authority.
- Health Services Country Public Health Network.
- Library Services with Adelaide Plains Council.
- Animal Management Services sharing of the dog pound with Light Regional Council.
- Environmental Health Inspectorial Services ad-hoc support arrangement with Light Regional Council and Adelaide Plains Council.
- Information Technology Services (Light Regional Council from 2018 2020).
- Human Resource Management (with Barossa Council from 2016 2019, now provided on an ad-hoc basis).
- Dog Park Light Regional Council contributing to management/maintenance costs.

The benefits of regional collaboration are acknowledged and opportunities for further collaboration for the benefit of our communities continue to be explored. However, limitations of this approach due to conflicting priorities and policies must also be acknowledged. Town of Gawler believes that through

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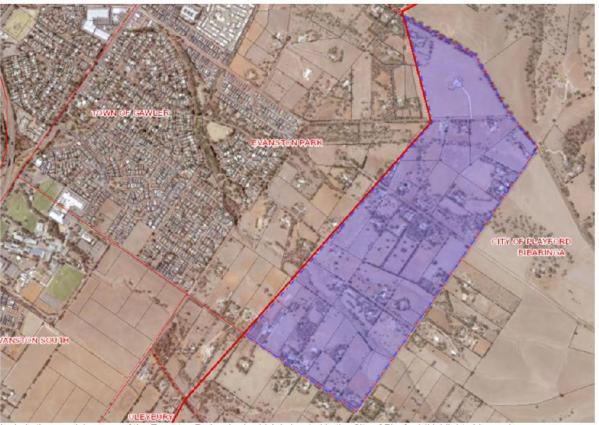
the boundary reform process the proposed boundary adjustments will enable greater efficiencies and provide Council with the capacity to deliver on the wants and needs of its Community of Interest in the most effective way.

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3.5 Evanston Park (Area 5)

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 nine properties.

Town of Gawler proposes that the boundary should be adjusted to include all of the land situated in Evanston Park. This potential boundary change will impact 24 properties currently situated within the City of Playford.



Include the remaining area of the Evanston Park suburb which is located in the City of Playford (highlighted in purple above).

Town of Gawler provides the following information in respect to how this proposed boundary adjustment meets the principles under section 26 (1) (c) of the *Local Government Act 1999*.

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

As outlined above, there are nine properties within Evanston Park situated both in the Town of Gawler and City of Playford. Properties which intercept multiple council boundaries can create inefficiencies as well as frustration for residents who are paying Council rates in two Council areas. In addition instances where these land owners are seeking to undertake development, they require permission from both Councils and in some instances this is elevated to the State Government for assessment.

Town of Gawler considered the merits of an Administrative Proposal e.g. "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", to rectify this issue.

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However, ultimately Town of Gawler is of the view that the inclusion of the land situated in Evanston Park as the most appropriate option.

Service delivery efficiencies will be achieved as one Council will be responsible for its Community of Interest, rather than two Council's servicing their respective areas even though this may result in Town of Gawler servicing one side of the road and a neighbouring council servicing the other.

The proposed boundary adjustment will allow the Town of Gawler to enable, amongst other things, greater integration in the areas of hard infrastructure, waste services and maintenance activities, soft infrastructure, social infrastructure, open space, connectivity and walking and cycling trails which the subject communities already rely upon.

Consolidation of local government administrative services will generate the economies of scale that will more likely assist in the cost of such services being reduced better enabling one Council, as opposed to two Councils, achieving reductions in rates that residents and business have to pay.

2. Proposed changes should, wherever practicable, benefit ratepayers

For the nine properties that intercept two council boundaries, the proposed change will remove frustrations associated with interacting with two LGAs and streamline development processes.

The formal inclusion of all land situated within Evanston Park within the Town of Gawler will enable those impacted residents to have a stronger voice within the community (by having appropriate representation in local decision making) and financially contribute towards the services and infrastructure utilised and enjoyed by the community.

This will benefit the entire Gawler Community of Interest as it will provide greater equity for current Gawler rate payers who have been heavily servicing a Community of Interest much larger than its current rate base and will provide Council with greater capacity to deliver improved services and infrastructure to the growing Gawler community (current and future proposed rate payers) and the region.

While current residential rates in the dollar and the impact on residents from the Areas of Interest have been quoted in opposition to Council's proposal, the Town of Gawler considers any speculation in this regard to be premature. 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).

Cost of living pressures being reduced, by one Council being able to achieve the economies of scale in service delivery, will more than likely materialise by keeping the pressure down of council rates thus benefiting current and future residents, which would otherwise not be realised.

Given the complexities of this matter, Council is of the expectation that a full review of General Rates will be undertaken during the boundary reform process taking into consideration community consultation and to be informed by the outcomes of any investigation.

A council should have a sufficient resource base to fulfil its functions fairly, effectively and efficiently

This principle is addressed in the response below.

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4. A council should offer its community a reasonable range of services delivered on an efficient, flexible, equitable and responsive basis

Town of Gawler has undertaken due diligence in the form of a high level financial analysis as part of its boundary reform investigations which is provided as Attachment 2 for information. Town of Gawler is confident that the proposed inclusion of the Areas of Interest will not materially impact Council's ability to deliver infrastructure and services to the Gawler community and the region. If anything the generation of economies of scale will enable greater efficient and effective service outcomes to result.

The Town of Gawler invests heavily in servicing and representing its community and, for many years, providing for a community that is much larger than its LGA. 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 and services which benefit not only its rating paying residents but other non- rate paying members of our greater community, including:

- · Public Libraries.
- Roads and infrastructure.
- Parks, gardens, bike tracks and playgrounds.
- Sporting precincts.
- Waste, recycling and environmental management.
- Community services such as youth and community development, environmental health and safety.
- Community infrastructure such as the Aquatic Centre and recreation precincts.

The above services and infrastructure benefits a community much wider than its rate payers, including the entire Evanston Park community.

The formal inclusion of all land situated within Evanston Park within the Town of Gawler will enable a truly integrated community and result in greater economies of scale and service delivery efficiencies creating additional opportunity for investment, resulting in further improvements (in an integrated manner) to the services and facilities on which the community already rely.

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

Town of Gawler is seeking to establish a planned, organised way forward in its approach to planning and development for its community.

From an overall governance perspective, the inclusion of all land situated within Evanston Park, within the Town of Gawler will result in the better utilisation of resources, efficient development management for Council and further efficiencies can be realised and appreciated by the private sector through consistent policies and procedures applicable to areas which are essentially identical in nature.

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.

6. A council should be in a position to facilitate sustainable development, the protection of the environment and the integration of land use schemes

The Town of Gawler takes environmental considerations seriously and holds new development to a high standard.

The Town of Gawler was in fact one of the first Councils in Australia to declare a climate emergency and as a result are in the process of developing a Climate Emergency Action Plan. The Climate Emergency Action Plan will identify the most strategic opportunities and actions that should be delivered at an appropriate scale within an elevated timeframe, providing immediate, effective and

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ongoing action with consideration for both Council corporate actions and Council actions to support the community.

Amongst numerous strategic documents the Town of Gawler has commissioned the development of a Council wide Biodiversity Management Plan to provide strategic guidance in managing assets of high biodiversity value. This has included identifying areas of high priority for revegetation action, threats to existing biodiversity assets and opportunities for future biodiversity enhancement. Further environmentally focused strategies and guiding documents developed by Council include the Town of Gawler Stormwater Management Plan and the Town of Gawler Environmental Management Plan. Combined these documents allow Council to place environmental considerations at the forefront of our assessment process and ensure development is sympathetic of the natural environment.

The Town of Gawler is located where the North and South Para Rivers meet to form the Gawler River. The natural environment plays an integral part of our town's identity and character and is something the local community feels passionately about.

As outlined in Section 2.4 above, as a future Community of Interest, Evanston Park is already a consideration within Town of Gawler's planning, however the proposed boundary change will formalise this position and enable truly strategic and holistic way of sustainably planning for the future of our community and the environment.

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

There are many factors which contribute towards the recognition of a Community of Interest, some are tangible and easy to identify/measure while others are more difficult to substantiate and, although intangible, are still felt through the community and are equally important. These factors include: value systems, identify, beliefs and sense of belonging; where people, live, work and play; and governance (representing the interests of the community). This is further illustrated in Section 2.2 of this document.

Residents of Evanston Park are already considered part of the Gawler community. Many work in Gawler, their children go to school in Gawler, shop in Gawler precincts and join Gawler sporting teams and competitions. It is important to formalise this through boundary reform so that Council can effectively plan for and represent this community and all Evanston Park residents can be involved in key decisions that impact the services and infrastructure t they enjoy.

Consistent with the rationale provided for Hewett and Gawler Belt, this proposed boundary adjustment will formalise the already existing Community of Interest and provide the impacted residents with a stronger voice in the community regarding the delivery of services and infrastructure. It will also greater economies of scale and service delivery efficiencies.

8. A council area should incorporate or promote an accessible centre (or centres) for local administration and services.

At its closest point, the Evanston Park Area of Interest is approximately 10km from Murray Street within Town of Gawler. In contrast, Evanston Park is approximately 17km from the City of Playford.

Town of Gawler provides quality Customer Service at various locations to deliver all the functions undertaken by Town of Gawler.

The Gawler Administration Centre, located at 43 High Street Gawler East provides a full suite of Customer Service functions from general enquiries, payments of rates, fees and expiation notices, cemeteries administration through to planning and development enquiries. This is also the head office for Council.

The Gawler Civic Centre, located at 89 Murray Street in the heart of Gawler, provides a customer service transaction point through the Library which allows general enquiries, payment of rates, dog

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registrations and expiation notices. The Civic Centre also provides Youth Programs in the purposely designed Youth Space.

Each of the above locations are utilised to support Community Engagement during public consultation programs and management. Other Customer Service points support the functions of the specific facility eg Gawler Sports and Community Centre (Nixon Tce Gawler), Gawler Aquatic Centre (Victoria Tce & Main North Rd Gawler) and Council's Works Depot (Paxton St Willaston).

In addition, the Town of Gawler website provides access to information and provides for online lodgement of development applications and is a payment gateway for customers available 24/7.

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

This principle is addressed in the response below.

10. 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)

The Town of Gawler is currently represented by the Mayor and 10 Area Councillors. Council's total representation quota (the number of electors for each Councillor) is 1:1,605 (17,659 electors)¹¹, which is relatively consistent with the Statewide average representation quota of 1763 and the quotas of local and similar size councils to Gawler as outlined in the table below.

	Town of Gawler	The Barossa Council	Light Regional Council	City of Murray Bridge	City of Whyalla	City of Alexandrina
Electors	17,659	17,600	10,316	14,334	15,248	20,350
Councillors	11	12	11	10	10	12
Ratio	1,605	1,466	937	1,433	1,524	1,695

Based on the above information, Town of Gawler is of the view that the inclusion of the proposed areas of interests, will not have a material impact on representation requirements in the short-mid-term.

Town of Gawler is also of the view that the inclusion of the Evanston Park Area of Interest within the Town of Gawler will promote greater participation by all Evanston Park residents in local matters such as community consultation and decision making, as well as attendance at community and Council meetings and events.

Council's Representation Review period is currently scheduled for October 2020 - October 2021. Previous advice received from the Boundaries Commission is that it is not clear whether this boundary proposal will 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 matter of representation reviews is under consideration as part of the Local Government Reform process.

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¹¹ http://www.lga.sa.gov.au/webdata/resources/files/Representation%20Quotas%202018-19.pdf

11. 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

Town of Gawler, in partnership with regional partners are already collaborating in a number of areas including:

- Joint funding arrangements through Regional Development Australia, Barossa, Gawler, Light and Adelaide Plains.
- Gawler River Flood Plain Management Authority.
- · Barossa Regional Procurement Group.
- · Barossa Regional Procurement IT Group.
- Northern Adelaide Waste Management Authority.
- Health Services Country Public Health Network.
- Library Services with Adelaide Plains Council.
- Animal Management Services sharing of the dog pound with Light Regional Council.
- Environmental Health Inspectorial Services ad-hoc support arrangement with Light Regional Council and Adelaide Plains Council.
- Information Technology Services (Light Regional Council from 2018 2020).
- Human Resource Management (with Barossa Council from 2016 2019, now provided on an ad-hoc basis).
- Dog Park Light Regional Council contributing to management/maintenance costs.

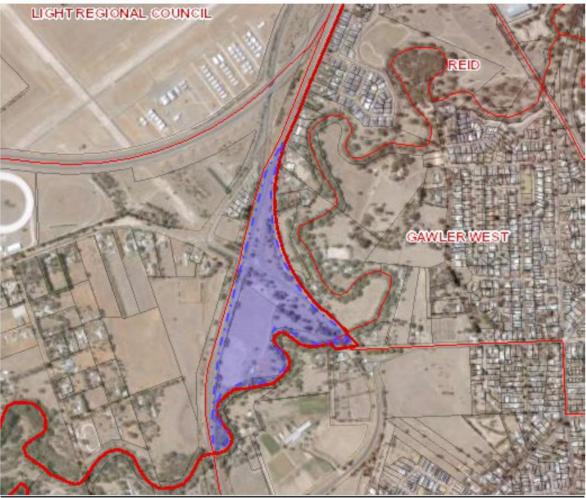
The benefits of regional collaboration are acknowledged and opportunities for further collaboration to advance our communities continue to be explored. However, limitations of this approach due to conflicting priorities and policies must also be acknowledged. Town of Gawler believes that through the boundary reform process the proposed boundary adjustments will enable greater efficiencies and provide Council with the capacity to deliver on the needs and desires of its community of interest in the most effective way.

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3.6 Reid (Area 6)

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. The defined boundary traverses Paternoster Road multiple times placing sections within the ownership of the Town of Gawler and Light Regional Council. Town of Gawler is seeking to realign the boundary to the Gawler Bypass. This proposed change will impact one property, currently situated within the Light Regional Council.



Include the remaining area of the Reid suburb which is located in the Light Regional Council (highlighted in purple above).

Town of Gawler provides the following information in respect to how this proposed boundary adjustment meets the principles under section 26 (1) (c) of the *Local Government Act 1999*.

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

Town of Gawler, from an efficiency perspective is already in effect undertaking minor operational works in parts of this area that fall within the Light Regional Council and is seeking to formalise existing arrangements. 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

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been funded by adjoining land developers in Reid as part of external infrastructure provision negotiations, the Town of Gawler delivered these works.

2. Proposed changes should, wherever practicable, benefit ratepayers

As outlined above, the proposed boundary change will impact one property situated within the Light Regional Council, with the remaining land under the control of Light Regional Council.

The formal inclusion of all land situated within Reid within the Town of Gawler will enable those impacted residents to have a stronger voice within the community (by having appropriate representation in local decision making) and financially contribute towards the services and infrastructure utilised and enjoyed by the community.

This will benefit the entire Gawler Community of Interest as it will provide greater equity for current Gawler rate payers who have been heavily servicing a Community of Interest much larger than its current rate base and will provide Council with greater capacity to deliver improved services and infrastructure to the growing Gawler community (current and future proposed rate payers) and the region.

While current residential rates in the dollar and the impact on residents from the Areas of Interest have been quoted in opposition to Council's proposal, the Town of Gawler considers any speculation in this regard to be premature. 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).

Cost of living pressures being reduced, by one Council being able to achieve the economies of scale in service delivery, will more than likely materialise by keeping the pressure down of council rates thus benefiting current and future residents, which would otherwise not be realised.

Given the complexities of this matter, Council is of the expectation that a full review of General Rates will be undertaken during the boundary reform process taking into consideration community consultation and to be informed by the outcomes of any investigation

A council should have a sufficient resource base to fulfil its functions fairly, effectively and efficiently

This principle is addressed in the response below.

4. A council should offer its community a reasonable range of services delivered on an efficient, flexible, equitable and responsive basis.

Town of Gawler has undertaken due diligence in the form of a high level financial analysis as part of its boundary reform investigations which is provided as Attachment 2 for information. Town of Gawler is confident that the proposed inclusion of the Areas of Interest will not materially impact Council's ability to deliver infrastructure and services to the Gawler community and the region. If anything the generation of economies of scale will enable greater efficient and effective service outcomes to result.

The Town of Gawler invests heavily in servicing and representing its community and, for many years, providing for a community that is much larger than its LGA. 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

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investing in significant infrastructure and services which benefit not only its rate paying residents but other non- rate paying members of our greater community, including:

- Public Libraries.
- Roads and infrastructure.
- Parks, gardens, bike tracks and playgrounds.
- · Sporting precincts.
- Waste, recycling and environmental management.
- Community services such as youth and community development, environmental health and safety.
- Community infrastructure such as the Aquatic Centre and recreation precincts.

The above services and infrastructure benefits a community much wider than its rate payers, including the entire Reid community.

The formal inclusion of all land situated within Reid within the Town of Gawler will enable a truly integrated community and result in greater economies of scale and service delivery efficiencies creating additional opportunity for investment, resulting in further improvements (in an integrated manner) to the services and facilities on which the community already rely.

5. 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

Town of Gawler is seeking to establish a planned, organised way forward in its approach to planning and development for its community.

From an overall governance perspective, the inclusion of all land situated within Reid, within the Town of Gawler will result in the better utilisation of resources, efficient development management for Council and further efficiencies can be realised and appreciated by the private sector through consistent policies and procedures applicable to areas which are essentially identical in nature.

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.

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

The Town of Gawler takes environmental considerations seriously and holds new development to a high standard.

The Town of Gawler was in fact one of the first Councils in Australia to declare a climate emergency and as a result are in the process of developing a Climate Emergency Action Plan. The Climate Emergency Action Plan will identify the most strategic opportunities and actions that should be delivered at an appropriate scale within an elevated timeframe, providing immediate, effective and ongoing action with consideration for both Council corporate actions and Council actions to support the community.

Amongst numerous strategic documents the Town of Gawler has commissioned the development of a Council wide Biodiversity Management Plan to provide strategic guidance in managing assets of high biodiversity value. This has included identifying areas of high priority for revegetation action, threats to existing biodiversity assets and opportunities for future biodiversity enhancement. Further environmentally focused strategies and guiding documents developed by Council include the Town of Gawler Stormwater Management Plan and the Town of Gawler Environmental Management Plan. Combined these documents allow Council to place environmental considerations at the forefront of our assessment process and ensure development is sympathetic of the natural environment.

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The Town of Gawler is located where the North and South Para Rivers meet to form the Gawler River. The natural environment plays an integral part of our town's identity and character and is something the local community feels passionately about.

Reid is already a consideration within Town of Gawler's planning, however the proposed boundary change will formalise this position and enable truly strategic and holistic way of sustainably planning for the future of our community and the environment.

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

There are many factors which contribute towards the recognition of a Community of Interest, some are tangible and easy to identify/measure while others are more difficult to substantiate and although intangible are still felt through the community, and are equally important. These factors include: value systems, identify, beliefs and sense of belonging; where people, live, work and play; and governance (representing the interests of the community). This is further illustrated in Section 2.2 of this document.

All residents of Reid are already considered part of the Gawler community. Many work in Gawler, their children go to school in Gawler, shop in Gawler precincts and join Gawler sporting teams and competitions. It is important to formalise this through boundary reform so that Council can effectively plan for and represent this community and all Reid residents can be involved in key decisions that impact the services and infrastructure they enjoy.

Consistent with the rationale provided for Evanston Park, this proposed boundary adjustment will formalise the already existing Community of Interest and provide the impacted residents with a stronger voice in the community regarding the delivery of services and infrastructure. It will also greater economies of scale and service delivery efficiencies.

8. A council area should incorporate or promote an accessible centre (or centres) for local administration and services

At its closest point, the Reid Area of Interest is approximately two kilometres from Murray Street within Town of Gawler. In contrast, the Reid Area of Interest is located in excess of 30km from Light Regional Council's principal office in Kapunda.

Town of Gawler provides quality Customer Service at various locations to deliver all the functions undertaken by Town of Gawler.

The Gawler Administration Centre, located at 43 High Street Gawler East provides a full suite of Customer Service functions from general enquiries, payments of rates, fees and expiation notices, cemeteries administration through to planning and development enquiries. This is also the head office for Council.

The Gawler Civic Centre, located at 89 Murray Street in the heart of Gawler, provides a customer service transaction point through the Library which allows general enquiries, payment of rates, dog registrations and expiation notices. The Civic Centre also provides Youth Programs in the purposely designed Youth Space.

Each of the above locations are utilised to support Community Engagement during public consultation programs and management. Other Customer Service points support the functions of the specific facility eg Gawler Sports and Community Centre (Nixon Tce Gawler), Gawler Aquatic Centre (Victoria Tce & Main North Rd Gawler) and Council's Works Depot (Paxton St Willaston).

In addition, the Town of Gawler website provides access to information and provides for online lodgement of development applications and is a payment gateway for customers available 24/7.

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9. 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

This principle is addressed in the response below.

10. 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)

The Town of Gawler is currently represented by the Mayor and 10 Area Councillors. Council's total representation quota (the number of electors for each Councillor) is 1:1,605 (17,659 electors)¹², which is relatively consistent with the Statewide average representation quota of 1763 and the quotas of local and similar size councils to Gawler as outlined in the table below.

	Town of Gawler	The Barossa Council	Light Regional Council	City of Murray Bridge	City of Whyalla	City of Alexandrina
Electors	17,659	17,600	10,316	14,334	15,248	20,350
Councillors	11	12	11	10	10	12
Ratio	1,605	1,466	937	1,433	1,524	1,695

Based on the above information, Town of Gawler is of the view that the inclusion of the proposed areas of interests, including Reid will not have a material impact on representation requirements in the short-mid-term.

Town of Gawler is also of the view that due to proximity, the inclusion of the Reid Area of Interest within the Town of Gawler will promote greater participation by Reid residents in local matters such as community consultation and decision making, as well as attendance at community and Council meetings and events.

Council's Representation Review period is currently scheduled for October 2020 - October 2021. Previous advice received from the Boundaries Commission is that it is not clear whether this boundary proposal will 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 matter of representation reviews is under consideration as part of the Local Government Reform process.

11. 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

Town of Gawler, in partnership with regional partners are already collaborating in a number of areas including:

- Joint funding arrangements through Regional Development Australia, Barossa, Gawler, Light and Adelaide Plains.
- Gawler River Flood Plain Management Authority.
- Barossa Regional Procurement Group.
- · Barossa Regional Procurement IT Group.
- Northern Adelaide Waste Management Authority.
- Health Services Country Public Health Network.

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¹² http://www.lga.sa.gov.au/webdata/resources/files/Representation%20Quotas%202018-19.pdf

- Library Services with Adelaide Plains Council.
- Animal Management Services sharing of the dog pound with Light Regional Council.
- Environmental Health Inspectorial Services ad-hoc support arrangement with Light Regional Council and Adelaide Plains Council.
- Information Technology Services (Light Regional Council from 2018 2020).
- Human Resource Management (with Barossa Council from 2016 2019, now provided on an ad-hoc basis).
- Dog Park Light Regional Council contributing to management/maintenance costs.

The benefits of regional collaboration are acknowledged and opportunities for further collaboration for the benefit of our communities continue to be explored. However, limitations of this approach due to conflicting priorities and policies must also be acknowledged. Town of Gawler believes that through the boundary reform process the proposed boundary adjustments will enable greater efficiencies and provide Council with the capacity to deliver on the wants and needs of its Community of Interest in the most effective way.

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3.7 Hillier (Area 7)

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. This potential boundary change will impact 23 properties currently situated within the City of Playford.



Include the remaining area of the Hillier suburb which is located in the City of Playford (highlighted in purple above).

Town of Gawler provides the following information in respect to how this proposed boundary adjustment meets the principles under section 26 (1) (c) of the *Local Government Act 1999*.

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

Consistent with its approach for Evanston Park, Town of Gawler is seeking to include the entire suburb of Hillier within the Town of Gawler.

Service delivery efficiencies will be achieved as one Council will be responsible for its Community of Interest, rather than Council's servicing their respective areas even though this may result in Town of Gawler servicing one side of the road and a neighbouring council servicing the other.

The proposed boundary adjustment will allow the Town of Gawler to enable, amongst other things, greater integration in the areas of hard infrastructure, waste services and maintenance activities, soft infrastructure, social infrastructure, open space, connectivity and walking and cycling trails which the subject communities already rely upon.

Consolidation of local government administrative services will generate the economies of scale that will more likely assist in the cost of such services being reduced better enabling one Council, as opposed to two Councils, achieving reductions in rates that residents and business have to pay.

2. Proposed changes should, wherever practicable, benefit ratepayers

The inclusion of all land situated within Hillier formally within the Town of Gawler will enable those impacted residents to have a stronger voice within the community (by having appropriate representation in local decision making) and financially contribute towards the services and infrastructure utilised and enjoyed by the community.

This will benefit the entire Gawler Community of Interest as it will provide greater equity for current Gawler rate payers who have been heavily servicing a Community of Interest much larger than its current rate base and will provide Council with greater capacity to deliver improved services and

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infrastructure to the growing Gawler community (current and future proposed rate payers) and the region.

While current residential rates in the dollar and the impact on residents from the Areas of Interest have been quoted in opposition to Council's proposal. Town of Gawler considers any speculation in this regard to be premature. 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).

Cost of living pressures being reduced, by one Council being able to achieve the economies of scale in service delivery, will more than likely materialise by keeping the pressure down of council rates thus benefiting current and future residents, which would otherwise not be realised.

Given the complexities of this matter, Council is of the expectation that a full review of General Rates will be undertaken during the boundary reform process taking into consideration community consultation and to be informed by the outcomes of any investigation

A council should have a sufficient resource base to fulfil its functions fairly, effectively and efficiently

This principle is addressed in the response below.

4. A council should offer its community a reasonable range of services delivered on an efficient, flexible, equitable and responsive basis

Town of Gawler has undertaken due diligence in the form of a high level financial analysis as part of its boundary reform investigations which is provided as Attachment 2 for information. Town of Gawler is confident that the proposed inclusion of the Areas of Interest will not materially impact Council's ability to deliver infrastructure and services to the Gawler community and the region. If anything the generation of economies of scale will enable greater efficient and effective service outcomes to result.

The Town of Gawler invests heavily in servicing and representing its community and, for many years, providing for a community that is much larger than its LGA. 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 and services which benefit not only its rating paying residents but other non- rate paying members of our greater community, including:

- Public Libraries.
- · Roads and infrastructure.
- · Parks, gardens, bike tracks and playgrounds.
- Sporting precincts.
- · Waste, recycling and environmental management.
- Community services such as youth and community development, environmental health and safety.
- Community infrastructure such as the Aquatic Centre and recreation precincts.

The above services and infrastructure benefits a community much wider than its rate payers, including the entire Hillier community.

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The formal inclusion of all land situated within Hillier within the Town of Gawler will enable a truly integrated community and result in greater economies of scale and service delivery efficiencies that will create additional opportunity for investment, resulting in further improvements (in an integrated manner) to the services and facilities which the community already rely upon.

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

Town of Gawler is seeking to establish a planned, organised way forward in its approach to planning and development for its community. More particularly Council has commenced a process to review the rural areas land use zoning provisions in the broader area to which the Hillier is a part of. This precinct of Gawler should be considered in these deliberations given the intrinsic relationship the area has with this greater southern part of Gawler.

From an overall governance perspective, the inclusion of all land situated within Hiller within the Town of Gawler will result in the better utilisation of resources, efficient development management for Council and further efficiencies can be realised and appreciated by the private sector through consistent policies and procedures applicable to areas which are essentially identical in nature.

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.

6. A council should be in a position to facilitate sustainable development, the protection of the environment and the integration of land use schemes

The Town of Gawler takes environmental considerations seriously and holds new development to a high standard.

The Town of Gawler was in fact one of the first Councils in Australia to declare a climate emergency and as a result are in the process of developing a Climate Emergency Action Plan. The Climate Emergency Action Plan will identify the most strategic opportunities and actions that should be delivered at an appropriate scale within an elevated timeframe, providing immediate, effective and ongoing action with consideration for both Council corporate actions and Council actions to support the community.

Amongst numerous strategic documents the Town of Gawler has commissioned the development of a Council wide Biodiversity Management Plan to provide strategic guidance in managing assets of high biodiversity value. This has included identifying areas of high priority for revegetation action, threats to existing biodiversity assets and opportunities for future biodiversity enhancement. Further environmentally focused strategies and guiding documents developed by Council include the Town of Gawler Stormwater Management Plan and the Town of Gawler Environmental Management Plan. Combined these documents allow Council to place environmental considerations at the forefront of our assessment process and ensure development is sympathetic of the natural environment.

The Town of Gawler is located where the North and South Para Rivers meet to form the Gawler River. The natural environment plays an integral part of our town's identity and character and is something the local community feels passionately about.

As outlined in Section 2.4 above, as a future Community of Interest, Hillier is already a consideration within Town of Gawler's planning, however the proposed boundary change will formalise this position and enable truly strategic and holistic way of sustainably planning for the future of our community and the environment.

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 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

There are many factors which contribute towards the recognition of a Community of Interest, some are tangible and easy to identify/measure while others are more difficult to substantiate and although intangible are still felt through the community, and are equally important. These factors include: value systems, identify, beliefs and sense of belonging; where people, live, work and play; and governance (representing the interests of the community). This is further illustrated in Section 2.2 of this document.

Residents of Hillier are already considered part of the Gawler community. Many work in Gawler, their children go to school in Gawler, shop in Gawler precincts and join Gawler sporting teams and competitions. It is important to formalise this through boundary reform so that Council can effectively plan for and represent this community and all Evanston Park residents can be involved in key decisions that impact the services and infrastructure t they enjoy.

Consistent with the rationale provided for Hewett, Gawler Belt and Evanston Park, this proposed boundary adjustment will formalise the already existing Community of Interest and provide the impacted residents with a stronger voice in the community regarding the delivery of services and infrastructure. It will also greater economies of scale and service delivery efficiencies.

8. A council area should incorporate or promote an accessible centre (or centres) for local administration and services

Town of Gawler provides quality Customer Service at various locations to deliver all the functions undertaken by Town of Gawler.

The Gawler Administration Centre, located at 43 High Street Gawler East provides a full suite of Customer Service functions from general enquiries, payments of rates, fees and expiation notices, cemeteries administration through to planning and development enquiries. This is also the head office for Council.

The Gawler Civic Centre, located at 89 Murray Street in the heart of Gawler, provides a customer service transaction point through the Library which allows general enquiries, payment of rates, dog registrations and expiation notices. The Civic Centre also provides Youth Programs in the purposely designed Youth Space.

Each of the above locations are utilised to support Community Engagement during public consultation programs and management. Other Customer Service points support the functions of the specific facility eg Gawler Sports and Community Centre (Nixon Tce Gawler), Gawler Aquatic Centre (Victoria Tce & Main North Rd Gawler) and Council's Works Depot (Paxton St Willaston).

In addition, the Town of Gawler website provides access to information and provides for online lodgement of development applications and is a payment gateway for customers available 24/7.

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

This principle is addressed in the response below.

10. 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)

The Town of Gawler is currently represented by the Mayor and 10 Area Councillors. Council's total representation quota (the number of electors for each Councillor) is 1:1,605 (17,659 electors)¹³, which

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¹³ http://www.lga.sa.gov.au/webdata/resources/files/Representation%20Quotas%202018-19.pdf

is relatively consistent with the Statewide average representation quota of 1763 and the quotas of local and similar size councils to Gawler as outlined in the table below.

	Town of Gawler	The Barossa Council	Light Regional Council	City of Murray Bridge	City of Whyalla	City of Alexandrina
Electors	17,659	17,600	10,316	14,334	15,248	20,350
Councillors	11	12	11	10	10	12
Ratio	1,605	1,466	937	1,433	1,524	1,695

Based on the above information, Town of Gawler is of the view that the inclusion of the proposed areas of interests, including the Hillier are of interest will not have a material impact on representation requirements in the short-mid-term.

Town of Gawler is also of the view the inclusion of the Hillier Area of Interest within the Town of Gawler will promote greater participation by all Hillier residents in local matters such as community consultation and decision making, including attendance at community and Council meetings and events.

Council's Representation Review period is currently scheduled for October 2020 - October 2021. Previous advice received from the Boundaries Commission is that it is not clear whether this boundary proposal will 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 matter of representation reviews is under consideration as part of the Local Government Reform process.

11. 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

Town of Gawler, in partnership with regional partners are already collaborating in a number of areas including:

- Joint funding arrangements through Regional Development Australia, Barossa, Gawler, Light and Adelaide Plains;
- · Gawler River Flood Plain Management Authority
- · Barossa Regional Procurement Group
- Barossa Regional Procurement IT Group
- Northern Adelaide Waste Management Authority
- Health Services Country Public Health Network
- Library Services with Adelaide Plains Council.
- Animal Management Services sharing of the dog pound with Light Regional Council
- Environmental Health Inspectorial Services ad-hoc support arrangement with Light Regional Council and Adelaide Plains Council.
- Information Technology Services (Light Regional Council from 2018 2020)
- Human Resource Management (with Barossa Council from 2016 2019, now provided on an ad-hoc basis)
- Dog Park Light Regional Council contributing to management/maintenance costs

The benefits of regional collaboration are acknowledged and opportunities for further collaboration for the benefit of our communities continue to be explored. However, limitations of this approach due to conflicting priorities and policies must also be acknowledged. Town of Gawler believes that through the boundary reform process the proposed boundary adjustments will enable greater efficiencies and

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provide Council with the capacity to deliver on the wants and needs of its Community of Interest in the most effective way.

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3.8 Bibaringa (Area 8) and Uleybury (Area 9)

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 the 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.

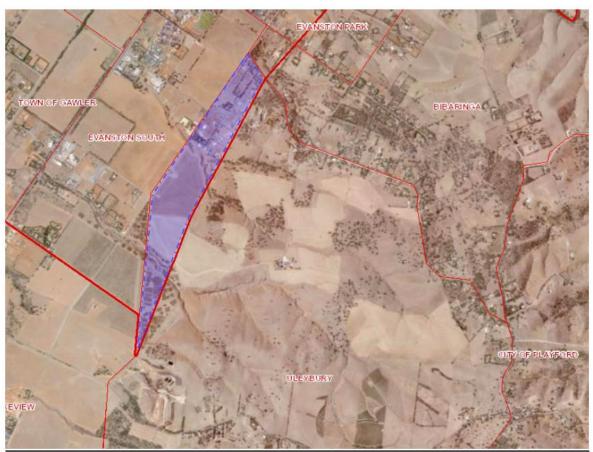
Town of Gawler proposes that council boundaries be re-aligned so that all land situated within Uleybury and Bibaringa be located in the City of Playford, with Bentley Road and Adams Road forming the new boundary. This potential boundary change will impact 4 properties situated in Bibaringa and a further 23 properties situated in Uleybury.



Remove the small area of the Bibaringa suburb which is located in Town of Gawler (highlighted in purple above). Transfer this land to the City of Playford.

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Remove the small area of the Uleybury suburb which is located in Town of Gawler (highlighted in purple above). Transfer this land to the City of Playford.

Town of Gawler provides the following information in respect to how this proposed boundary adjustment meets the principles under section 26 (1) (c) of the *Local Government Act 1999*.

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

As outlined above, there are four properties within Bibaringa and Uleybury situated both in the Town of Gawler and City of Playford. Properties which intercept multiple council boundaries can create inefficiencies as well as frustration for residents who are paying Council rates in two Council areas. In addition, instances where these land owners are seeking to undertake development permission from both Councils is required and in some instances this is elevated to the State Government for assessment.

Town of Gawler considered the merits of an Administrative Proposal e.g. "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", to rectify this issue.

The majority of the suburbs of Bibaringa and Uleybury fall within the City of Playford. Consistent with its approach to Evanston Park, Town of Gawler propose that all land situated within Uleybury and Bibaringa be located in the City of Playford.

Service delivery efficiencies will be achieved as one Council will be responsible for its Community of Interest, rather than two Council's servicing their respective areas even though this may result in Town of Gawler servicing one side of the road and a neighbouring council servicing the other.

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Consolidation of local government administrative services will generate the economies of scale that will more likely assist in the cost of such services being reduced better enabling one Council, as opposed to two Councils, achieving reductions in rates that residents and business have to pay.

2. Proposed changes should, wherever practicable, benefit ratepayers

For the four properties that intercept two council boundaries, the proposed change will remove frustrations associated with interacting with two LGAs and streamline development processes.

For the remaining properties, the formal inclusion of all land situated within Bibaringa and Uleybury within the City of Playford will enable those impacted residents to have a stronger voice within their suburbs and the wider community.

3. A council should have a sufficient resource base to fulfil its functions fairly, effectively and efficiently

Town of Gawler has undertaken due diligence in the form of a high level financial analysis as part of its boundary reform investigations which is provided as Attachment 2 for information. Town of Gawler is confident that the proposed removal of the Bibaringa and Uleybury Areas of Interest will not materially impact Council's ability to deliver infrastructure and services to the Gawler community and the region.

It is not anticipated that the formal inclusion of the 27 properties within the Bibaringa and Uleybury Area of Interest will not materially impact City of Playford's financial position.

4. A council should offer its community a reasonable range of services delivered on an efficient, flexible, equitable and responsive basis

The formal inclusion of all land situated within Bibariga and Uleybury within the City of Playford will enable a truly integrated community for those Areas of Interest. This will also result in greater economies of scale and service delivery efficiencies creating additional opportunity for investment, resulting in further improvements (in an integrated manner) to the services and facilities on which the community already rely.

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

From an overall governance perspective, the inclusion of all the land situated in Bibaringa and Uleybury within the City of Playford is likely to result in the better utilisation of resources, efficient development management for Council. In addition, further efficiencies can be realised and appreciated by the private sector through consistent policies and procedures applicable to areas which are essentially identical in nature.

6. A council should be in a position to facilitate sustainable development, the protection of the environment and the integration of land use schemes

The majority of the land within the suburbs of Bibaringa and Uleybury fall within the City of Playford. Town of Gawler considers that the proposed inclusion of the remaining land from these suburbs within the City of Playford will enable a more consistent and holistic approach to the above matters for these areas.

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

The majority of Uleybury and Bibaringa is already situated within the City of Playford and it is Town of Gawler's view that this proposed change will enable a truly integrated community for those Areas of Interest.

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8. A council area should incorporate or promote an accessible centre (or centres) for local administration and services

At its closest point, the Bibaringa and Uleybury Area of Interest is approximately 5km from Murray Street within Town of Gawler. In contrast this Area of Interest is approximately 10km from the City of Playford's Civic Centre. Both Gawler and Playford Councils can provide accessible local administration and services for these Areas of Interest. However for the same reason as outlined above, Town of Gawler is of the view as the majority of Uleybury and Bibaringa is already situated within the City of Playford, this proposed change will enable a truly integrated community for those Areas of Interest.

9. 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

The inclusion of the Uleybury and Bibaringa Areas of Interest within the City of Playford will promote greater participation by all residents of those suburbs in local matters such as community consultation and decision making, as well as attendance at community and Council meetings and events.

10. 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)

The City of Playford is currently represented by the Mayor and 15 Councillors and has a representation quota of 1:3,798 (60,775 electors)¹⁴ which is relatively consistent with the quotas of similar size councils. Therefore, Town of Gawler is of the view that the inclusion of the proposed areas of interests, will not have a material impact on representation requirements of City of Playford in the short-mid-term.

Furthermore, removal of these Areas of Interest from within Town of Gawler will also not have a material impact on Council's representation requirements.

11. 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

Town of Gawler, in partnership with regional partners are already collaborating in a number of areas including:

- Joint funding arrangements through Regional Development Australia, Barossa, Gawler, Light and Adelaide Plains.
- Gawler River Flood Plain Management Authority.
- · Barossa Regional Procurement Group.
- · Barossa Regional Procurement IT Group.
- Northern Adelaide Waste Management Authority.
- Health Services Country Public Health Network.
- Library Services with Adelaide Plains Council.
- Animal Management Services sharing of the dog pound with Light Regional Council.
- Environmental Health Inspectorial Services ad-hoc support arrangement with Light Regional Council and Adelaide Plains Council.
- Information Technology Services (Light Regional Council from 2018 2020).
- Human Resource Management (with Barossa Council from 2016 2019, now provided on an ad-hoc basis).
- Dog Park Light Regional Council contributing to management/maintenance costs.

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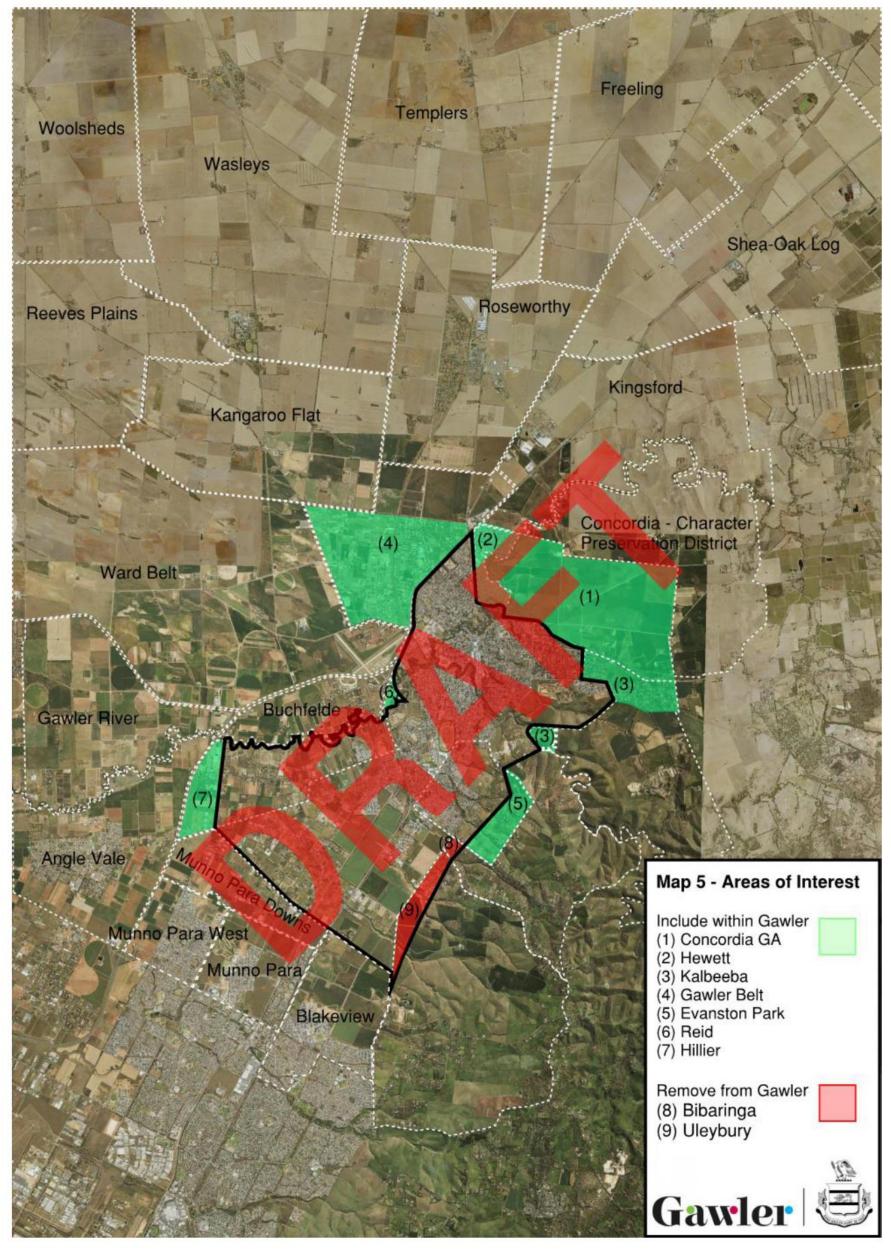
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¹⁴ http://www.lga.sa.gov.au/webdata/resources/files/Representation%20Quotas%202018-19.pdf

The benefits of regional collaboration are acknowledged and opportunities for further collaboration for the benefit of our communities continue to be explored. However, limitations of this approach due to conflicting priorities and policies must also be acknowledged. Town of Gawler believes that through the boundary reform process the proposed boundary adjustments will enable greater efficiencies and provide Council with the capacity to deliver on the wants and needs of its Community of Interest in the most effective way.

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ATTACHMENT 1 - AREAS OF INTEREST SUMMARY



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ATTACHMENT 2 - HIGH LEVEL FINANCIAL ANALYSIS - AREAS OF INTEREST

The Table below outlines the indicative 'high-level' operating financial analysis, inclusive of a provision for variable, fixed, and semi-fixed costs, in three years' time. It is conservatively modelled on the communities of interest incurring indexed General Rates based upon their existing Council rates structure.

Table - Indicative 'high-level' Operating analysis from date of Boundary adjustment

	\$'000s	\$'000s
Operating Revenue:		
Existing Town of Gawler *	34,000	
'New' revenue - Communities of interest (based on indexed	4,810	
indicative costs included in the 10 September 2019 report)		
TOTAL Operating Revenue		38,810
Operating Expenditure:		
Existing Town of Gawler *	34,000	
'New' expenditure - Communities of interest: Variable costs**	4,270	
'New' expenditure - Communities of interest: Other costs -	360	
staffing (4.0FTE including on-costs)		
'New' expenditure - Communities of interest: Other costs -	<u>180</u>	
excl. staffing		
TOTAL Operating Expenditure		<u>38,810</u>
Net Operating Result – Surplus/(Deficit)**		0

^{*}Based on existing Long Term Financial Plan projection, which assumes financial forecasts for the intervening years are achieved consistent with projections included in the Plan

A further point of consideration is that Council's existing Long Term Financial Plan is particularly predicated on capping future capital works expenditure to an indexed \$6.3m, such that Council will have the capacity to materially reduce its debt over coming years so that it can incrementally increase its future borrowing capacity for its next iconic asset investment (in this regard, earlier this calendar year Council recognised its next iconic projects as being the Karbeethan Reserve redevelopment and a regional Aquatic Centre). It is noted that Council's Corporate and Community Services Committee at its meeting on 13 November 2019 received update reports on both the Karbeethan Reserve Master Plan and Essex Park Master Plan.

The existing Long Term Financial Plan forecasts that, all else being equal, and with enshrined financial discipline, Council will be able to reduce its debt by over \$7m between 2020/21 and 2024/25 and, over the same period, reduce its Net Financial Liabilities Ratio from 90% to 57%. Should such targets be realised, the existing Town of Gawler would have accumulated new loan borrowing capacity of approximately \$12m as at 30 June 2025 (based on maintaining the Net Financial Liabilities Ratio at 90%, which is within Council's existing maximum policy position of 100%).

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^{**}Based on indexed indicative costs included in the 10 September 2019 report - https://s3-ap-southeast-2.amazonaws.com/tog-public-assets/agendas-minutes/Council/10-09-2019-Council-Agenda-Special.pdf

^{***}An important disclaimer is that the indicative balanced operating result <u>does not</u> provide for any increased interest costs as a result of increased borrowings to fund additional capital works (over and above the value already provided for in the Long Term Financial Plan) towards potential infrastructure backlogs within the Communities of Interest.

However, in the event of various material infrastructure backlogs being acquired from the Communities of Interest, an expanded Town of Gawler could face emerging challenges relative to its capital works program priorities.

Such challenges may be further exacerbated by the potential need for capital investment in flood mitigation infrastructure within the Gawler Belt area.

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GAWLER BUSINESS DEVELOPMENT GROUP



QUARTERLY REPORT

July 1 - September 30 2019

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Overview

Another busy period for the GBDG with 10 airings of the GBDG Television commercial and South Aussie with Cosi segment. Further airings are currently being planned for this current financial year.

A new range of business development opportunities and promotions to attract both customers and new business to the region will be implemented during the 2019/20 year.

Contacts Reports

The quarter from July 1 to September 30 saw a total of 184 business assists and engagements.

A business assist is each contact with a business where the GBDG provide assistance, advice or information on any aspect of the business, operations, management, marketing, and attendance at forums, workshops etc. An engagement is each contact with a business where GBDG has contact with the business owner or staff to discuss any progress, potential issues, upcoming events or to identify areas of need.

Area of Assistance	Number
	of Assists
ATO	18
Building Regulator	1
Business Development	18
Business Plan Assistance	3
Business Review	2
Forums/workshops/events	33
General Advice & Information	26
Governance	1
Leasing & Landlords	1
Local Government	1
Marketing	2
Membership Enquiries	15
Mentoring for New Business	1
Networking	18
Record Keeping	1
Risk Management	1
Social Media	2
Staff Development	17
Systems (operational)	18
Systems (policies)	2
Technology	3
Total GBDG assists/engagements	184
Referrals to RDA B2B (not included in count)	3

In addition to those listed above, GBDG has not in the past recorded the number of telephone calls or emails where assistance, advice or general information is provided, however, there is now a way to enter those into our CRM and in future these assists will be recorded.

During the quarter, 3 businesses were referred to B2B services for assistance, which GBDG pays for. GBDG members do not have to pay the \$55 fee.

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Facebook

Total Facebook page likes: 2,829

Total Facebook page followers: 2,979

Quarter Insights

Date Range	Video Views	Post Reach	Post Engagement
July 2019	1325	7419	4756
August 2019	734	3264	3276
September 2019	2049	5790	3709

Some of our most watched videos this quarter:

https://www.facebook.com/GawlerBusinessDevelopmentGroup/videos/1310537392455501/

https://www.facebook.com/GawlerBusinessDevelopmentGroup/videos/404655290246448/

https://www.facebook.com/GawlerBusinessDevelopmentGroup/videos/338914440216842/

Activities for Businesses

With all business development workshops/forums via Adelaide Business Hub, GBDG members now have the opportunity to access free mentoring (one on one) with the workshop presenter or other business advisor. In this quarter, 18 businesses took up that offer.

For GBDG workshops, forums, development programs and events, our members have access to a wide range of services all at no cost. GBDG provides mentoring, coaching, business advice, concept to reality and start up advice, marketing plans and business planning assistance, plus many other areas of assistance.

GBDG has held discussions with 2 companies to plan the development of a Digital Marketing Strategy which will that will enable the association to define more clearly its target markets and methods of reaching/engaging them in a cost-effective manner. The development of this strategy should be completed towards to end of this first half of 2019/20.

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The Objectives and Purposes of the Association:

- 3.1.1 To promote and market the businesses of the Town of Gawler
- 3.1.2 To develop and adopt strategies to develop, manage, coordinate and fund marketing initiatives
- 3.1.3 To support and encourage the economic viability of businesses generally within the Town of Gawler
- 3.1.4 To represent the interests of the business community
- 3.1.5 To support and encourage business owners/intenders to implement processes to ensure business viability
- 3.1.6 To provide ongoing business development support to business owners/intenders
- 3.1.7 To develop strategies to attract new business to the region

Business Plan initiative	Activity	Detail	Attendees
3.1.1, 3.1.5, 3.1.6	Workshop in	23 rd July – IP	9
	partnership with	Rights in a Digital	
	Innovation Hub	World	
3.1.1, 3.1.3, 3.1.4, 3.1.7	Airings of TV Commercial	7 th , 14 th , 21 st and 28 th July. Aired on Channel 9.	n/a
3.1.2, 3.1.4, 3.1.7	Tog/GBDG Meeting to discuss progress, initiatives, issues, business concerns, planning and development.	22 nd July – ToG, GBDG meeting	n/a
3.1.1, 3.1.3, 3.1.6	Networking – Pay it Forward, Business Banking and upcoming events/opportunities	12 th Aug – Networking and info evening	18
3.1.2, 3.1.4, 3.1.7	Tog/GBDG Meeting to discuss progress, initiatives, issues, business concerns, planning and development.	19 th Aug – ToG, GBDG meeting	n/a
3.1.1, 3.1.5	Networking in partnership with RDA – Managing business/personal lifestyle	27 th Aug – Business Breakfast	37
3.1.1, 3.1.3, 3.1.4, 3.1.7	Airings of TV Commercial	4 th , 11 th , 18 th , 25 th Aug. Aired on Channel 9.	n/a
3.1.1, 3.1.3, 3.1.4, 3.1.7	Airings of TV Commercial	1st Sept. Aired on Channel 9.	n/a
3.1.2, 3.1.4, 3.1.7	Tog/GBDG Meeting to discuss progress, initiatives, issues, business concerns, planning and development.	16 th Sept – ToG, GBDG meeting	n/a

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Activity Testimonials

23rd July

I never knew how important it was to register my brand and protect my business name

Chris is very knowledgeable - a great asset for businesses

12th August

Thankyou for a fantastic night and chance to showcase my business

Tonight was brilliant, when are you doing it again?

A fun night, a loved how each business got a chance to speak.

Thanks for a good night, very informative

27th August

Another great business breakfast, I was able to promote my business to others at my table

Always very informative

Interesting speaker

Sponsorships

Nil sponsorships by GBDG to the Gawler Community this quarter.







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Financial Reports

The GBDG budget (within MYOB) is currently being reviewed to allocate the spread of costs more closely to the months where the expenses are incurred. The previous MYOB budget was set up by dividing the annual allocation by 12 which does not reflect accurately the actual monthly/quarterly costs and income.

Profit and loss

Gawler Business Development Group Inc 2

01 Jul 2019 - 30 Sep 2019				
Income				
Activity Income		Actual	Budget	Comments
4-1150	Workshop-Forum Registrations	13.64	30.00	
Total Activity Income		13.64	30.00	
Event Income				
4-1160	Conference/Expo Income	125.45	-	
4-1161	Project Investment/Sponsorship	5,454,54	_	SA with Cosi segment investment
Total Event Income		5,579.99	0.00	
Funding				
4-1100	Council Receipts - Levied Fees	43,967.50	43,968.00	
4-1190	Carry over funds	_	28,737.00	Allocated to television airings pre-December 2019
Total Funding		43,967.50	72,705.00	
•		, , , , , , , , , , , , , , , , , , , ,	,	Voluntary renewals and new
4-1140	Memberships	1,350.00	900.00	members
Total Income		50,911.13	73,635.00	
Less Cost of Sales				
Total Cost of Sales		-	-	
Gross Profit		50,911.13	73,635.00	
Less Expense				
Administration				
6-1000	Accounting and Auditing fees	931.82	2,000.00	
6-1120	Admin Contractor	6,930.99	6,675.00	% split changed
6-1130	Admin and Marketing Officer	_	375.00	New budget item
6-1518	Memberships and Licensing Expense	1,760.72	_	CRM, BECA renewals
6-2600	Insurance	2,591.62	_	Annual renewals
6-4200	Stationery & Office supplies	136.07	-	
6-5600	Telephone	267.24	360.00	
Total Administration		12,618.46	9,410.00	
Advertising & Marketing				
6-1121	Marketing Contractors	13,839.81	16,500.00	Not all invoices received during period
6-1200	Advertising	1,459.76	3,000.00	F50
6-1201	Marketing Admin Officer	4,242.00	4,914.00	% split changed
6-1205	Event Marketing	74.91	300.00	

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6-1701	Television commercial	909.09	-	Airing of commercial during Gawler Carols
6-3612	IT support and Website Maintenance	664.33	890.00	
Total Advertising & Marketing		21,189.90	25,604.00	
Business Development				
6-1145	Workshop Expense & Activity Consultants	158.67	1,050.00	ASBAS events, no costs to GBDG
6-1600	Business Support Expense and B2B	250.00	330.00	GBDG payments for members to access RDA B2B at no cost
Total Business Development	020	408.67	1,380.00	BZB at 110 tost
Community Support			,,	
6-1450	Community Support and Sponsorship	909.09	500.00	Gawler Carols
Total Community Support		909.09	500.00	
Event Expenses				
6-1509	Gawler Music Month		500.00	Costs will be incurred 2nd quarter.
6-1514	Conference/Expo Expenses	3,363.64	- 300.00	Late invoice
6-1520	Networking Events	-	200.00	New budget item
Total Event Expenses	Treated and Treated	3,363.64	700.00	nen paaget isin
GBDG Board and Other				
6-1125	Board Expenses	2,159.00	350.00	BECA Forum
Total GBDG Board and Other		2,159.00	350.00	
New Initiatives & Projects				
6-1703	Christmas Promotion	-	400.00	New budget item
Total New Initiatives & Projects		-	400.00	
				More Costs will be incurred 2nd
6-1250	BBRF Program	106.05	5,000.00	quarter.
Total Expense		40,754.81	43,344.00	
Operating Profit		10,156.32	30,291.00	
Plus Other Income				
8-1200	Interest income	51.46		51.46
Total Other Income		51.46	-	51.46
Less Other Expense				
Total Other Expense		0.00	-	0.00
Net Profit		10,207.78	30,291.00	-20,083.22

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Balance Sheet Gawler Business Development Group Inc 2

30 Sep 2019

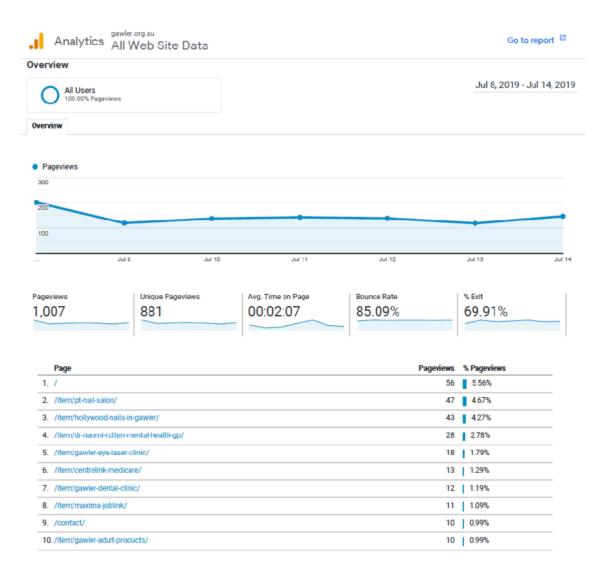
30 Sep 2019		Total
Asset		10141
Banking		
1-1000	ANZ Bus Extra **11045	21,977.77
1-1200	Petty cash	318.90
1-1400	ANZ Bus Online **11053	104,654.68
Total Banking		126,951.35
Current Assets		
Total Current Assets		0.00
Fixed Assets		
Total Fixed Assets		0.00
Total Asset		126,951.35
Liability		
Credit Card		
2-1400	Visa C Brougham	1,540.77
Total Credit Card		1,540.77
Current Liabilities		
2-2200	GST collected	5,091.12
2-2400	GST paid	-3,641.31
2-2500	GST Clearing Ac	0.40
Total Current Liabilities		1,450.21
Funding		
Total Funding		0.00
Long Term Liabilities		
Total Long Term Liabilities		0.00
Total Liability		2,990.98
Net Assets		123,960.37
Equity		
Current Earnings		
3-1800	Current year earnings	10,207.78
Total Current Earnings		10,207.78
Retained Earnings		
3-1600	Members Funds - Accum Surplus-deficit	113,752.59
Total Retained Earnings		113,752.59
Total Equity		123,960.37

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Google Analytics



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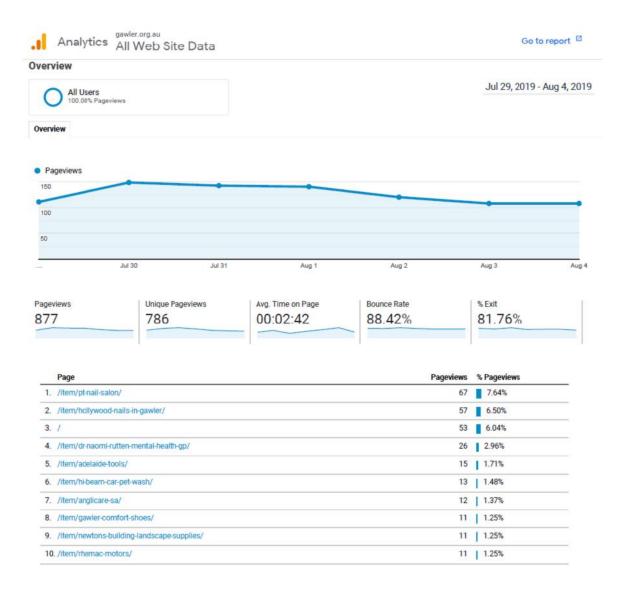
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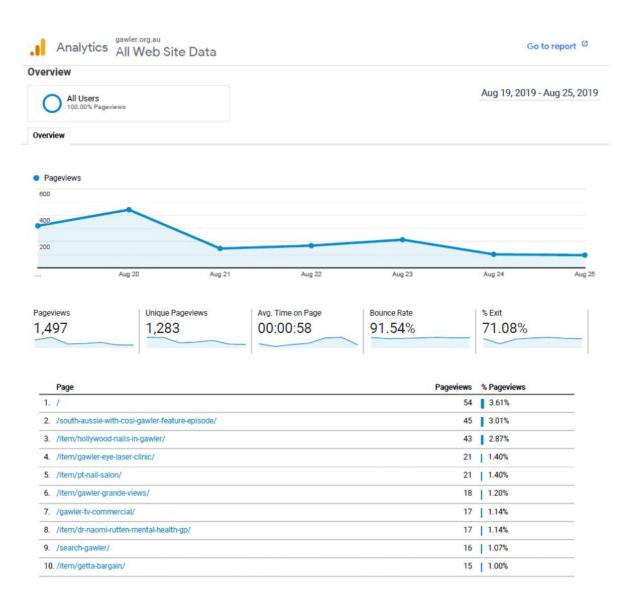
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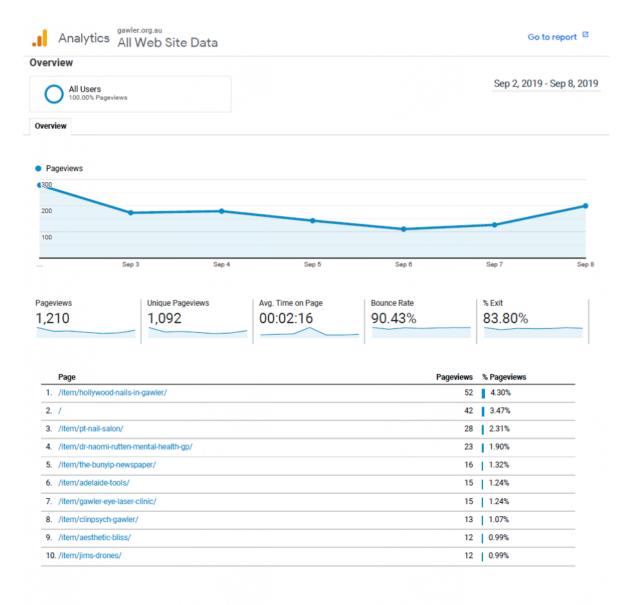
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CONTRACT VARIATION

Variation Number: V001 – to Funding Agreement for Gawler Business Development Group

dated 3rd June 2019

Date of Variation: TBC

Record Number: CR19/40945

Contract Name: Funding Agreement – Between Town of Gawler and Gawler Business

Development Group Inc.

Details of Contract Variation:

The Town of Gawler and Gawler Business Development Group (GBDG) have entered into a Funding Agreement (Record number CR19/40945) to govern the relationship between the Council and GBDG and set out the roles and responsibilities of the Parties in the:

- Collection, distribution and expenditure of the Separate Rate paid by Gawler Businesses for marketing and Business development in Gawler and
- Reporting on activities associated with the expenditure of the Separate Rate.

This variation seeks to remove the requirement for the provision of a case study on a quarterly basis due to the concerns with privacy for local business owners, as some businesses might be easily identifiable through such exposure.

The following Items in the funding agreement shall be varied as follows to reflect the change in the reporting requirements of the GBDG:

Schedule	Variation	
Item 10.3 Reporting -	Removed:	
Case Studies	"The GBDG will provide at least 4 business case studies of a Member	
	of the GBDG during the course of the financial year."	
Item 10.2 Quarterly	Amended to read:	
Reports	"The GBDG will provide Quarterly Reports within 15 business days of	
	the end of each Quarter (being 30 September, 31 December, 30 April	
	and 30 June).	
	The Quarterly Reports shall contain as a minimum the following:	
	1. Contact reports – CRM Data	
	2. Facebook Statistics	
	3. Google Analytics	
	4. Details of Activities run as well as the results of their	
	corresponding Activity Survey.	
	5. Sponsorships and details of any sponsorship activities	

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Dated:



6.	Financial reports of the GBDG for that Quarter including but
	not limited to Profit and Loss and Balance sheet, budget vs
	actual expenditure report.

7. Statistics detailing the specific areas of advice, engagement, assistance and support provided to businesses."

This Variation is made pursuant to clause 6 Variations, and all existing Conditions of the funding agreement record number CR19/40945 apply to this variation.

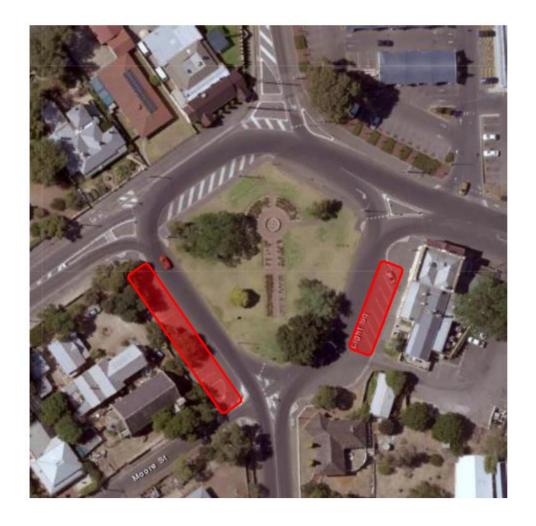
This Variation will not take effect until executed by both parties as per below.
SIGNED for on behalf of Council:
Name: Henry Inat Position Title: Chief Executive Officer Town of Gawler
Dated:
SIGNED for on behalf of Gawler Business Development Group:
Name: Louise Drummond
Position Title: Chair Gawler Business Development Group Inc.

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Ordinary Council Meeting Attachments



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Light Square

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Union Street

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Jacob Street

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High Street

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Finniss Street

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Warren Street

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Tod Street Car Park

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Visitor Information Centre Car Park

High Street

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Ordinary Council Meeting Attachments



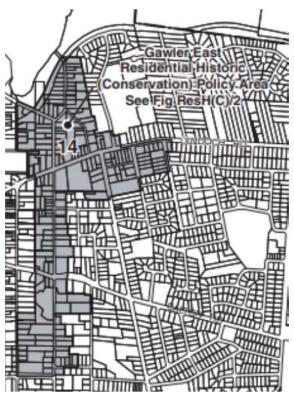
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Historic Area Statement

Historic Area Overlays identify areas that comprise unified, consistent streetscape characteristics of an identifiable historic, economic or social theme associated with an earlier era of development. They comprise built form characteristics, and at times natural features and sub-division patterns that provide a legible connection to the historic development of the local area. Development within the Overlay will preserve, retain and enhance these attributes.

The retention of existing places, through refurbishment or adaptive reuse, will maintain, and where possible enhance or reinforce, this unified, consistent historic streetscape character.

New development will be generally limited to the replacement of places that either do not contribute towards this unified, consistent historic streetscape character, or towards the rear of sites that do, so as to not adversely impact the legibility and interpretation of the prevailing historic, economic or social themes as viewed from the public realm.



(Town of Gawler Development Plan Map for identification purposes only)

Gawler East Historic Area Statement (Ga1)

Heritage Characteristics	Prevailing Characteristics to
Era of Development	1850 to 1910
	The Gawler East Historic Area is of historic significance due to
	the large number of high integrity residences, mainly dating

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	from the period 1850-1910, which illustrate the character and
	early expansion of residential Gawler in the 19th Century.
Subdivision Pattern	Large allotments with large dwellings and gardens exist along
	High Street and Duffield Street in the area known as "Nob Hill".
	Smaller allotments exist along Lyndoch Road, with 2 to 4 room
	single storey cottages and villas, mostly constructed towards the
	end of the 19th century.
	The cottages in Bishop Street display unusual proportions, being
	two rooms wide by typically two rooms deep, with unusually
	high eaves, giving the cottages vertical emphasis in proportion.
	The residential area on the northern side of Lyndoch Road is a
	relatively self-contained precinct, located adjoining Light's
	original township survey and defined by local topography and
	the original survey layout. Displays traditional grid land division
	pattern.
	Allotment sizes are between 800 – 1700 square metres with
	street frontages of 20 – 40 metres.
	Generous front setbacks and side setbacks of 3 to 5 metres to
	maintain a total spacing between neighbouring dwelling walls of
	some 8 metres.
Architectural Buildings	Garages and carports do not dominate the streetscape. Victorian and Turn-of-the-Century Villas/Mansions
Architectural buildings	Double fronted cottages
	Stone walls and stone outbuildings
Materials	Consistent with the materials associated with the architectural
Waterials	styles of the subject building and streetscape.
Setting and Public Realm	Gawler East was the first settlement to extend beyond the
	boundary of the original Gawler Plan and took place east of Murray Street.
	The Area is located on rising ground and overlooks the town
	centre. Views to and from the Area are important. It is divided
	into two sectors by Lyndoch Road and contains a number of
	local facilities which have a traditional historic form.
	The existing pattern of mainly detached dwellings with generous
	garden/landscaped settings is valued. Walls and fences defining
	street boundaries are of critical importance to maintain and
	enhance the streetscape.
	Any non-residential development retains a local function and
	character, avoiding conflict with residential uses.
	Development is limited on sloping ground due to the natural
	and topographic character limits in the Area, particularly on the
	escarpment above the town centre and adjoining gullies. The
	resulting landscaped open space makes an important
	contribution to the unique character.
	The streetscape encompasses wide streets and substantial
	trees, with expansive allotments, street frontages and well treed
	gardens.
	Driveways and crossovers are single width, with surfaces
	consistent with the existing footpaths and streets.

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Fencing	Low open style fencing which includes masonry pier and plinth
	fence with decorative open sections of up to 1.2 metres in total
	height. Stone walls and retaining walls are important features.
Height	Single storey built scale to the streetscape, with wall heights in
	the order of 3.6 metres. Total roof heights in the order of 5.6
	metres or 6.5 metres, with roof pitches in the order of 27
	degrees and 35 degrees.

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<u>Historic Area Statement</u>

Historic Area Overlays identify areas that comprise unified, consistent streetscape characteristics of an identifiable historic, economic or social theme associated with an earlier era of development. They comprise built form characteristics, and at times natural features and sub-division patterns that provide a legible connection to the historic development of the local area. Development within the Overlay will preserve, retain and enhance these attributes.

The retention of existing places, through refurbishment or adaptive reuse, will maintain, and where possible enhance or reinforce, this unified, consistent historic streetscape character.

New development will be generally limited to the replacement of places that either do not contribute towards this unified, consistent historic streetscape character, or towards the rear of sites that do, so as to not adversely impact the legibility and interpretation of the prevailing historic, economic or social themes as viewed from the public realm.



(Town of Gawler Development Plan Map for identification purposes only)

Gawler South Heritage Area Statement (Ga2)

Heritage Characteristics	Prevailing Characteristics
Era of Development	1860 to 1910
	The Gawler Railway Station was established in 1857. The
	prospects for industry and employment in Gawler West and
	Bassett Town were immediately increased. The area was
	subdivided for a mixture of uses including industrial, commercial
	and residential around the railway yards. Gawler South is

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	residential in character and consists mainly of dwellings dating from the period 1860 - 1910.
Subdivision Pattern	The subdivisions of Gawler West, Bassett Town and Gawler South are located on relatively flat terrain to the south of the original town. Streets are relatively wide and laid out in grid patterns. The grid pattern is intersected by Twelfth Street and shifts direction at Adelaide Road. There are many oblique street intersections and prominent irregular corner allotments. Gawler South dwellings are typically detached and are set back from the street and neighbouring houses. Traditional grid land division pattern. The escarpment area features street frontages of 30 – 40 metres and generous front setbacks of 15 metres. Side setbacks of 3 to 5 metres maintain a total spacing between neighbouring dwelling walls of some 8 metres. These attributes are valued. Within the main street/town centre there are consistent setbacks and strong building line with few gaps. Buildings are square to the street.
Architectural Buildings	Within the main street/town centre, distinctive built form reflects a mixture of civic, commercial and retail activities. The Area contains a significant number of high integrity residences, mainly from the period 1860 - 1910, which illustrate the character and continuing expansion of residential Gawler in the latter half of the nineteenth century. These range from workers cottages to substantial double fronted villas. Signage to promote business uses is sensitively integrated into the building architecture or located in gardens. The number and scale of signs are constrained. Where buildings are set back from the road, single small pylon or free-standing signage are used. For buildings that are close to the street boundary, flat wall, projecting or under verandah signage are used. Many buildings have verandahs and parapets. Gawler Railway Station has traditional railway structures, including workshops, stores and industrial buildings and small. Humble workers' accommodation, including single and double fronted cottages and row cottages are a feature. There are substantial stone or masonry villas surrounded by gardens and landscaping.
Materials	Consistent with the materials associated with the architectural styles of the subject building and streetscape.
Setting and Public Realm	Abutting the Gawler Railway Station Precinct, Nineteenth Street has a central median and a strong visual axis to the Railway Station buildings. A boulevard of considerable style and urban character, buildings are positioned close to the road frontage and designed to directly address the street. The Gawler Railway Station Precinct provides a wide range of services including entertainment, shops, markets, fodder sales; warehousing, offices, car parking and public transport. The station precinct offers excellent access to services, is ideal for increased residential densities. The sympathetic reuse of buildings is valued.

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	Corner sites where the grid is interrupted have prominent buildings whose built form and side elevations are of equal importance to the façade. Established gardens and trees provide important settings to buildings. Gardens are in scale with existing buildings. Large allotments stone walls and fences define the street boundaries and are of critical importance to the streetscape. The streetscape encompasses wide streets and substantial trees, with expansive allotments, street frontages and gardens. The alignment and width of Night Cart lanes are a feature. They are used to access rear of properties but not as primary frontages to dwellings.
Fencing	Low open style fencing which includes masonry pier and plinth fence with decorative open sections of up to 1.2 metres in total height. Stone walls, slate kerbs and retaining walls are important features.
Building Height	Single storey built scale to the streetscape, with wall heights in the order of 3.6 metres. Total roof heights in the order of 5.6 metres or 6.5 metres, with roof pitches in the order of 27 degrees and 35 degrees.

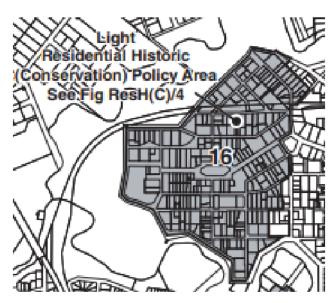
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<u>Historic Area Statement</u>

Historic Area Overlays identify areas that comprise unified, consistent streetscape characteristics of an identifiable historic, economic or social theme associated with an earlier era of development. They comprise built form characteristics, and at times natural features and sub-division patterns that provide a legible connection to the historic development of the local area. Development within the Overlay will preserve, retain and enhance these attributes.

The retention of existing places, through refurbishment or adaptive reuse, will maintain, and where possible enhance or reinforce, this unified, consistent historic streetscape character.

New development will be generally limited to the replacement of places that either do not contribute towards this unified, consistent historic streetscape character, or towards the rear of sites that do, so as to not adversely impact the legibility and interpretation of the prevailing historic, economic or social themes as viewed from the public realm.



(Town of Gawler Development Plan Map for identification purposes only)

Light Heritage Area Statement (Ga3)

Heritage Characteristics	Prevailing Characteristics
Era of Development	1850 to 1910
	The Heritage Area encompasses the original streets and allotments of the town of Gawler, as designed and laid out by Light, Finniss and Co in 1839. It clearly shows the extent of the original town and the urban design principles on which it was laid out.
Subdivision Pattern	Gawler's plan is significant as a grid plan adapted to the topography and natural features of the location. The street pattern reflects the form of the rivers and topography of the hill upon which it is established. The original street pattern, rivers and local hills are still clearly identifiable. Features of note

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	Southed attained to the control of t
Architectural Features	include the public squares around the churches and the terraces and parklands bordering the rivers. The Heritage Area for the centre of Gawler is part of Colonel William Light's original plan for Gawler. The plan embraces the North and South Para Rivers and their confluence, rising ground at Church Hill and Gawler East (which flank either side of the Town Centre), and the Town Centre itself which has a linear form that is positioned on a strong north/south axis. Generous site areas of 600 square metres to 1300 square metres with front setbacks 5 to 8 metres and side setbacks of 3 to 5 metres to maintain a total spacing between neighbouring dwelling walls of some 8 metres. The areas to the north and south of the Church Hill State Heritage Area are predominantly residential streets lined with double fronted cottages and villas dating from the latter half of the 19th Century. Houses are typically single storey, detached and have a minimal set back from the street. The Church Hill State Heritage Area has a unique residential character due to its distinctive topography, diverse range of nineteenth century architecture (with several different yet cohesive townscapes). The churches are a feature and should be retained as the location's distinctive landmarks. The critically important locations such as Church Hill State Heritage Area and the Gawler East escarpment (as viewed from Bridge Street South) are important township features the Area is ideal for a wide range of residential forms. Central Gawler is well-endowed with urban services. Residential buildings however need to be designed to be sympathetic to their setting, with reference in particular to the historic built form which is based on nineteenth and early twentieth century residential building type, topography and the preservation of mature large scale vegetation. Development should complement the character of individual localities in Central Gawler and have close regard to building scale, massing, composition, siting, subdivision pattern, slope, archit
Materials	buildings will be important and use of verandahs and balconies encouraged. Consistent with the materials associated with the architectural
	styles of the subject building and streetscape
Setting and Public Realm	The area is also of historic significance as it contains many of the early buildings of Gawler - residential, commercial, public and ecclesiastical - which illustrate the built form of the town in the 19th Century. The area forms the historic core of Gawler and contains a large number of State heritage, local heritage and contributory items in the areas flanking the Church Hill State Heritage Area. The Heritage Area includes the Church Hill State Heritage Area, which was declared in 1985. The Church Hill State Heritage Area comprises all the elements within its boundaries, including individual dwellings and other buildings, walls, fences, trees and

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	major landscape features such as street trees, roadways, bluestone kerbing and cobblestones and fire hydrants.
	Development in this area is controlled by the Church Hill
	Management Plan pursuant to the Heritage Act, 1993.
	Vehicle movement through the Area, other than along arterial
	roads, should be maintained predominantly for local traffic and
	pedestrians with major traffic flows limited to designated
	streets.
	Vehicle movement through the Area, other than along arterial
	roads, should be maintained predominantly for local traffic and
	pedestrians with major traffic flows limited to designated
	streets.
	Gardens within residential locations should be in scale with the
	buildings and large allotments should not be reduced in size if
	attractive building settings, which are provided by gardens and
	significant trees, will be compromised or put at risk. Fences to
	define street boundaries are of critical importance to maintain
	and enhance the streetscape.
	Streets, squares and other elements which comprise the original
	1839 street layout of Light, Finniss and Co, should not be
	modified, widened, closed or redirected in a manner that
	diminishes their historic integrity.
	Original streets which are currently not used or paved have not
	been modified, widened, closed or redirected and if paved and
	kerbed, these are complementary to the detail of other streets
	in the Area.
	Generous front setbacks and side setbacks of 3 to 5 metres to
	maintain a total spacing between neighbouring dwelling walls of
	some 8 metres.
	Wide streets, substantial trees and expansive allotments, street
	frontages and gardens define the Area.
Eonging	Low open style fencing which includes masonry pier and plinth
Fencing	
	fence with decorative open sections of up to 1.2 metres in total
	height. Stone walls, slate kerbs and retaining walls are
D. (14) = 11=1=1+	important features.
Building Height	Single storey built scale to the streetscape, with wall heights in
	the order of 3.6 metres. Total roof heights in the order of 5.6
	metres or 6.5 metres, with roof pitches in the order of 27
	degrees and 35 degrees.

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<u>Historic Area Statement</u>

Historic Area Overlays identify areas that comprise unified, consistent streetscape characteristics of an identifiable historic, economic or social theme associated with an earlier era of development. They comprise built form characteristics, and at times natural features and sub-division patterns that provide a legible connection to the historic development of the local area. Development within the Overlay will preserve, retain and enhance these attributes.

The retention of existing places, through refurbishment or adaptive reuse, will maintain, and where possible enhance or reinforce, this unified, consistent historic streetscape character.

New development will be generally limited to the replacement of places that either do not contribute towards this unified, consistent historic streetscape character, or towards the rear of sites that do, so as to not adversely impact the legibility and interpretation of the prevailing historic, economic or social themes as viewed from the public realm.



(Town of Gawler Development Plan Map for identification purposes only)

Mixed Use Historic Area Statement (Ga4)

Heritage Characteristics	Prevailing Characteristics
Era of Development	1848 to 1900
Allotments and Subdivision	Main Street pattern. Commercial and retail with some
Pattern	residential.
	Large allotments of 1000 – 1500 square metres with street
	frontages of 20 – 30 metres.
Architectural Features	As the suburban area of Willaston has developed around it,
	Willaston's Main Street has retained its traditional function,
	with a diverse mixture of retail, community, service trade, bulky
	goods and residential uses serving the Willaston locality as well
	as offering convenience and specialist services to a wider
	catchment. This mixture of uses is a defining feature of small
	South Australian township main streets and the retention and
	reinforcement of this pattern is important to securing the fabric
	and relevance of the precinct into the future.
	With its original function as a country town centre, together
	with its historic built form, the Willaston township remains

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distinct in size and function to the larger - regionally focussed town centre of Gawler. Development is defined by a single storey building scale and building footprint, with variable depths to front gardens, verandahs and porches linked to their original use, together with variable side building setbacks. Development in the form of traditional outbuildings at the rear of sites and adjoining the residential Historic Area are integrated and share vehicular access and car parking. Signage to promote business uses is appropriate where sensitively integrated into the building architecture or located in gardens, with proliferation and scale of signs being constrained. Where buildings are set back from the road, single small pylon or free-standing signage is appropriate. For buildings that are close to the street boundary, flat wall, projecting or under verandah signage is appropriate. Victorian main street precinct with single storey building scale and building footprint. A diverse mixture of distinctive built form - retail, community, service trade, bulky goods and residential uses. Signage achieves a high level of integration and respect for the architecture of individual buildings where signs are attached. Visual clutter should be avoided and sign coverage should be restrained and colours chosen carefully to contrast but not clash with building colours and detailing. Materials Consistent with the materials associated with the architectural styles of the subject building and streetscape. Signage coverage restrained and in complementary colours to existing. Setting and Public Realm The Historic Area is strongly defined by the main street of the Willaston township, which was officially laid out on 21 October 1848. The historic significance of the Willaston township is evident to this day, with many of the original buildings of the settlement, dating from the period 1848-1900, remaining in use and defining the historic and desired character of built form. As the suburban area of Willaston has developed around it, Willaston's Main Street has retained its traditional function, with a diverse mixture of retail, community, service trade, bulky goods and residential uses serving the Willaston locality as well as offering convenience and specialist services to a wider catchment. This mixture of uses defines the main streets and the retention and reinforcement of this pattern is important to securing the fabric and relevance of the precinct. With its original function as a country town centre, together with its historic built form, the Willaston township remains distinct in size and function to the larger - regionally focussed town centre of Gawler. There should be no proliferation of vehicle access points to Drury Street in the area north of Paxton Street. Variable setbacks to front gardens, verandahs and porches and variable side building setbacks apply.

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	Signage is in scale with built form and streetscape.
Fencing	Low open style fencing which includes masonry pier and plinth fence with decorative open sections of up to 1.2 metres in total height. Stone walls, slate kerbs and retaining walls are important features.
Building Height	Generally single storey. At the junction of the Secondary Arterial roads, wall heights of up to eight metres.

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<u>Historic Area Statement</u>

Historic Area Overlays identify areas that comprise unified, consistent streetscape characteristics of an identifiable historic, economic or social theme associated with an earlier era of development. They comprise built form characteristics, and at times natural features and sub-division patterns that provide a legible connection to the historic development of the local area. Development within the Overlay will preserve, retain and enhance these attributes.

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New development will be generally limited to the replacement of places that either do not contribute towards this unified, consistent historic streetscape character, or towards the rear of sites that do, so as to not adversely impact the legibility and interpretation of the prevailing historic, economic or social themes as viewed from the public realm.



(Town of Gawler Development Plan Map for identification purposes only)

Redbanks Road Willaston Historic Area Statement (Ga5)

Heritage Characteristics	Prevailing Characteristics
Era of Development	1850 to 1915
	The area is historically significant as it contains a number of high
	integrity residences, dating from 1880 - 1915, which illustrate
	the residential character and continuing expansion of the town
	of Willaston from the mid nineteenth century to the early years
	of the twentieth century.
Subdivision Pattern	Detached dwellings on large allotments prevail.
	Generous street frontages between 20 and 30 metres.
	Front setbacks between 8 and 10 metres.
	Side setbacks of 3 to 5 metres to maintain a total spacing
	between neighbouring dwelling walls of some 8 metres.
Architectural Buildings	Victorian and turn-of-the-century villas and double fronted
	cottages. The dwellings on the low (south) side of Redbanks
	Road typically date from 1890 - 1915 and are well set back from
	the street and neighbouring houses. The dwellings on the high
	(north) side of the road typically date from 1860 - 1900 in
	construction and are located closer to the road and each other
	than the houses opposite.

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Materials	Consistent with the materials associated with the architectural styles of the subject building and streetscape.
Setting and Public Realm	Rising to the north, the Area is residential in character, with dwellings located along both sides of Redbanks Road. Substantial trees, expansive allotments, street frontages and gardens are featured.
Fencing	Low open style fencing which includes masonry pier and plinth fence with decorative open sections of up to 1.2 metres in total height. Stone walls, slate kerbs and retaining walls are important features.
Height	Single storey built scale to the streetscape, with wall heights in the order of 3.6 metres. Total roof heights in the order of 5.6 metres or 6.5 metres, with roof pitches in the order of 27 degrees and 35 degrees.

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<u>Historic Area Statement</u>

Historic Area Overlays identify areas that comprise unified, consistent streetscape characteristics of an identifiable historic, economic or social theme associated with an earlier era of development. They comprise built form characteristics, and at times natural features and sub-division patterns that provide a legible connection to the historic development of the local area. Development within the Overlay will preserve, retain and enhance these attributes.

The retention of existing places, through refurbishment or adaptive reuse, will maintain, and where possible enhance or reinforce, this unified, consistent historic streetscape character.

New development will be generally limited to the replacement of places that either do not contribute towards this unified, consistent historic streetscape character, or towards the rear of sites that do, so as to not adversely impact the legibility and interpretation of the prevailing historic, economic or social themes as viewed from the public realm.



(Town of Gawler Development Plan Map for identification purposes only)

Special Uses Historic Area Statement (Ga6)

Heritage Characteristics	Prevailing Characteristics	
Era of Development	1850 to 1910	

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	1
Subdivision Pattern	Gawler's plan is historically significant as a successful example of
	a grid layout plan adapted to the topography and natural
	features of the location. The street pattern reflects the form of
	the rivers and topography of the hill upon which it is
	established. The original street pattern, rivers and local hills are
	still clearly identifiable, with features of note including the
	public squares around the churches and the terraces and
	parklands bordering the rivers.
Setting and Public Realm	The Area encompasses the town's rivers and parklands
	adjoining the original streets and allotments of the town of
	Gawler, as designed and laid out by Light, Finniss and Co in 1839
	and clearly illustrates the planning principles of the day and also
	the initial footprint of the town.

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Historic Area Statement

Historic Area Overlays identify areas that comprise unified, consistent streetscape characteristics of an identifiable historic, economic or social theme associated with an earlier era of development. They comprise built form characteristics, and at times natural features and sub-division patterns that provide a legible connection to the historic development of the local area. Development within the Overlay will preserve these attributes.

The redevelopment of existing places, through refurbishment or adaptive reuse, will maintain, and where possible enhance or reinforce, this unified, consistent historic streetscape character.

New development will be generally limited to the replacement of places that either do not contribute towards this unified, consistent historic streetscape character, or towards the rear of sites that do, so as to not adversely impact the legibility and interpretation of the prevailing historic, economic or social themes as viewed from the public realm.



(Town of Gawler Development Plan Map for identification purposes only)

Town Centre Gawler South Historic Area Statement (Ga7)

Heritage Characteristics	Prevailing Characteristics	
Era of Development	1860 to 1910	
	The official plan of the township of Gawler South was deposited	
	in the Lands Titles Office in February 1858.	
	Although largely used now for business purposes, the area has a	
	residential form and pattern of development, consisting of	

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	dwellings mainly dating from the period 1860–1910. The area is of historic importance because it contains a significant number of high integrity buildings, originally used as residences, mainly dating from the period 1860–1910, which illustrate the character and continuing expansion of residential Gawler in the latter half of the nineteenth century.
Subdivision Pattern	The Historic Area was part of an area to the south of Dead Man's Pass, and the east of the new industrial area, railway yards and residential areas on the other side of Adelaide Road which became a popular and affordable area to live. Site areas of 700 to 1000 square metres, street frontages of 20 metres, front setbacks of 5 to 10 metres and side setbacks of 3 to 5 metres to maintain a total spacing between neighbouring dwelling walls of some 8 metres are featured.
Architectural Features	The Historic Area includes Adelaide Road which is the principal commercial arterial road entrance. Formerly of residential function, conversion or use of existing buildings has occurred, retaining the traditional pattern, building set-back, form and rhythm of the built form. Business activity accommodated through the adaptation and renovation of existing buildings works with and preserves this attribute. Signs do not clutter the street and have a minor impact on the townscape, in scale with the low rise nature of both the built form and the street's overall townscape. Signage to promote business uses is appropriate where sensitively integrated into the building architecture or located in gardens, with proliferation and scale of signs being constrained. Where buildings are set back from the road, single small pylon or free-standing signage is appropriate. For buildings that are close to the street boundary, flat wall, projecting or under verandah signage is appropriate. Victorian and turn-of-the-century villas and double fronted cottages are featured.
Materials	Consistent with the materials associated with the architectural styles of the subject building and streetscape.
Setting and Public Realm	Buildings are typically detached and are set back from the street and neighbouring houses. Ultimately high canopy trees should line the street and complement the landscaped surrounds of the majority of existing buildings. Wide streets, substantial trees and expansive allotments, street frontages and gardens define the Area.
Fencing	Low open style fencing which includes masonry pier and plinth fence with decorative open sections of up to 1.2 metres in total height. Stone walls, slate kerbs and retaining walls are important features.
Building Height	Single storey built scale to the streetscape, with wall heights in the order of 3.6 metres. Total roof heights in the order of 5.6 metres or 6.5 metres, with roof pitches in the order of 27 degrees and 35 degrees.

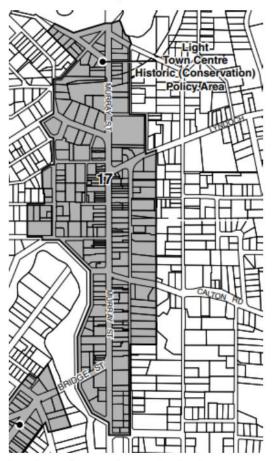
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Historic Area Statement

Historic Area Overlays identify areas that comprise unified, consistent streetscape characteristics of an identifiable historic, economic or social theme associated with an earlier era of development. They comprise built form characteristics, and at times natural features and sub-division patterns that provide a legible connection to the historic development of the local area. Development within the Overlay will preserve these attributes.

The redevelopment of existing places, through refurbishment or adaptive reuse, will maintain, and where possible enhance or reinforce, this unified, consistent historic streetscape character.

New development will be generally limited to the replacement of places that either do not contribute towards this unified, consistent historic streetscape character, or towards the rear of sites that do, so as to not adversely impact the legibility and interpretation of the prevailing historic, economic or social themes as viewed from the public realm.



(Town of Gawler Development Plan Map for identification purposes only)

Town Centre Light Historic Area Statement (Ga8)

Heritage Characteristics	Prevailing Characteristics	
Era of Development	1839 to present	

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This area encompasses part the original streets and allotments of the town of Gawler, as designed and laid out by Light, Finniss and Co in 1839 and is of historic significance as it still clearly illustrates the planning principles of the day and also the initial footprint of the town. Colonel William Light first visited the Gawler area in December 1837, at which time he explored the Para Valley travelling past the North and South Para Rivers to Lyndoch and the Barossa Valley. He returned to the area in January 1839, camping for many days at Dead Man's Pass, an area named when Light and Finniss located a corpse in a River Red Gum tree. While at Dead Man's Pass, Light walked over the area now known as the town of Gawler, carrying out initial inspections. In early 1839, Light Finniss and Co. recommended that this area would be suitable for a town, and in the following month it was visited by Reid and Murray with a view to establishing a Special Survey at the site. They found the site suitable, and their application for a special survey was approved. Various members of the firm of Light Finniss and Co. worked on the plans for the town. The firm's surveyor William Jacob, maintained that Light was responsible for the position and the overall plan of the town, with the plan itself being drawn up by RG Thomas and the town being pegged out by Jacob and Nixon. Subdivision Pattern Gawler's plan is historically significant as a successful example of a grid layout plan adapted to the topography and natural features of the location. The street pattern reflects the form of the rivers and topography of the hill upon which it is established. The original street pattern, rivers and local hills are still clearly identifiable, with features of note including the public squares around the churches and the terraces and parklands bordering the rivers. The topography east of High Street contributes significantly to the setting of the town centre. Development for commercial and retail purposes maintains the natural land form of the eastern edge of the Centre. Architectural Features The area is also of historic significance as it contains many of the early buildings of Gawler - Murray Street is the primary commercial street of Gawler and is lined with 1 to 2 storey commercial premises dating from 1850 - present. Of note are several freestanding "Italianate revival" style bank buildings, 2 storey terraces of shops and the landmark civic buildings of the Town Hall and Telegraph office. Continuous retail frontages including eating places such as cafes, restaurants and entertainment facilities which support major retailing in the form of supermarkets or department stores are characteristic of Jacob Street, Cowan Street and Commercial Lane frontages. These frontages comprise small retail tenancies opening onto the street and retail arcades. Offices and consulting rooms are only at ground floor level and minor in scale with no disruption to retail shopfront continuity. Murray Street retains its distinctive historical, commercial and

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	civic character of older style ground floor shop fronts and professional rooms or residential use above. Development acknowledges and respects the significant built form derived from commercial function and retains a consistent building scale equivalent to two levels (8.0 metres) and traditional architectural forms. Murray Street has a pedestrian focus and orientation, characterised by verandah covered footpaths, seating, high quality pavements, road crossing points and protection from the elements. North of the railway line, the existing character derived from former residential function is retained. Traditional patterns, building set-back, form and rhythm of the built form, and intensification of business activity should be accommodated through the adaptation and renovation of existing buildings or addition of compatible high quality new buildings. Signage to promote business uses is appropriate where sensitively integrated into the building architecture or located in gardens, with proliferation and scale of signs being constrained. Where buildings are set back from the road, single small pylon or free-standing signage is appropriate. For buildings that are close to the street boundary, flat wall, projecting or under verandah signage is appropriate. Signage of various types provide a high level of integration and
	Signage of various types provide a high level of integration and respect for the architecture or individual buildings where signs are attached. For buildings recognised as heritage items, detached signage promoting goods and services do not clutter the street. Shop front signage is restrained and colours contrast but not clock with building colours and detailing.
	but not clash with building colours and detailing. Signage concentrates on major symbols and logos and corporate signs in the form of flat wall Signs, freestanding or pylon signs directed to vehicular traffic. These are used strategically and in scale with building architecture to identify major land uses, and include directory boards, using generic descriptions rather than business names. Signage at the pedestrian scale are limited to shop front, under verandah, verandah fascia, verandah blinds
	and sandwich boards. Victorian and Turn-of-the-Century Villas/Mansions, "Italianate revival" style bank buildings and 2 storey terraces of shops are currently a feature of the Murray Street main street. Two storey building scale is retained, excepting the landmark the Town Hall and Telegraph office civic buildings. Murray Street retains its distinctive commercial and civic character, with older style ground floor shop fronts and professional rooms or residential use above being a feature.
Materials	Consistent with the materials associated with the architectural styles of the subject building and streetscape
Setting and Public Realm	The Area is the principal retail area for convenience and comparison goods in the Council area and adjoining areas, with use of upper floor levels for car parking, offices or residential development being appropriate.

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	Development in the Heritage Area should achieve an integrated
	movement pattern (pedestrian and vehicles), access points and
	shared car parking.
	Wide streets, substantial trees and expansive allotments with
	substantial street frontages and gardens define the residential
	area.
Fencing	Low open style fencing which includes masonry pier and plinth
	fence with decorative open sections of up to 1.2 metres in total
	height. Stone walls, slate kerbs and retaining walls are
	important features.
Building Height	Two storey to 8 metres.

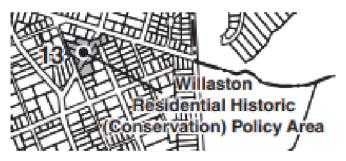
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Historic Area Statement

Historic Area Overlays identify areas that comprise unified, consistent streetscape characteristics of an identifiable historic, economic or social theme associated with an earlier era of development. They comprise built form characteristics, and at times natural features and sub-division patterns that provide a legible connection to the historic development of the local area. Development within the Overlay will preserve, retain and enhance these attributes.

The retention of existing places, through refurbishment or adaptive reuse, will maintain, and where possible enhance or reinforce, this unified, consistent historic streetscape character.

New development will be generally limited to the replacement of places that either do not contribute towards this unified, consistent historic streetscape character, or towards the rear of sites that do, so as to not adversely impact the legibility and interpretation of the prevailing historic, economic or social themes as viewed from the public realm.



(Town of Gawler Development Plan Map for identification purposes only)

Willaston Historic Area Statement (Ga9)

Heritage Characteristics Prevailing Characteristics	
Era of Development	1848 to 1900
	Located adjacent the main street of the Willaston township,
	which was officially laid out on 21 October 1848, the
	predominately residential buildings in the Willaston Policy Area
	were amongst the first constructed in the Willaston township,
	and were therefore central to the town's community fabric.
Subdivision Pattern	Detached dwellings on large allotments prevail.
	Generous street frontages between 20 and 30 metres.
	Front setbacks between 8 and 10 metres.
	Side setbacks of 3 to 5 metres to maintain a total spacing
	between neighbouring dwelling walls of some 8 metres.
Architectural Features	To this day, the historic significance of the Willaston township is
	evident, with many of the original buildings of the settlement,
	including the former Willaston Uniting Church and dwellings
	dating from the period 1848-1900, remaining in use and
	defining the historic and desired character of built form.
	Victorian and Turn-of-the-Century Villas and double fronted
	cottages feature throughout.
Materials	Consistent with the materials associated with the architectural
	styles of the subject building and streetscape

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Setting and Public Realm	Wide streets, substantial trees and expansive allotments, street	
	frontages and gardens define the Area.	
Fencing	Low open style fencing which includes masonry pier and plinth	
	fence with decorative open sections of up to 1.2 metres in total	
	height. Stone walls, slate kerbs and retaining walls are	
	important features.	
Building Height	Single storey built scale to the streetscape, with wall heights in	
	the order of 3.6 metres. Total roof heights in the order of 5.6	
	metres or 6.5 metres, with roof pitches in the order of 27	
	degrees and 35 degrees.	

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ENVIRONMENT PROTECTION AUTHORITY

EPA Guidelines

Environmental management of landfill facilities

(municipal solid waste and commercial and industrial general waste)

January 2007



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Erratum

The following correction has been made to the table on page 28 of these guidelines in Table 3, 'Suggested measures for leachate containment and management systems':

For the measure 'Design and construct a leachate drainage layer at Class SB+, MB-, MB+ and L sites',

'clean, hard, durable, sound gravel'

replaces the third dot point, relating to the composition of the blanket drainage medium. The text 'clean, hard, durable, sound gravel, rock or aggregate' has been replaced.

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ENVIRONMENT PROTECTION AUTHORITY

EPA Guidelines for

Environmental management of landfill facilities (municipal solid waste and commercial and industrial general waste)

JANUARY 2007

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EPA Guidelines for environmental management of landfill facilities (municipal solid waste and commercial and industrial general waste)

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ABBREVIATIONS

AWWA	American Water Works Association
CQA	Construction Quality Assurance
EIS	Environmental Impact Statement
EPA	Environment Protection Authority (South Australia)
EPP	Environment Protection Policy
ISO	International Standards Organisation
LEMP	Landfill Environment Management Plan
LFG	Landfill Gas
MRRF	Materials Resource Recovery Facility

Quality Assurance

iv

QΑ

1 INTRODUCTION

Poor environmental practices have universally led to a degradation of the world's water, air and land resources. National and international environmental protection authorities are continually refining policies, regulation, practices and procedures with the aim of minimising the risk of environmental harm as part of transitioning to a sustainable future.

Landfill has an important role to play as part of the transition required to achieve sustainable resource recovery and waste management—the zero waste concept. The role for landfill primarily involves accepting those residual materials that are unable to be 'avoided, reduced, reused, recycled or recovered'. It is therefore vital that a precautionary approach be adopted to adequately address the environmental risks of landfill facilities.

Development and operation of landfill facilities in South Australia are activities of environmental significance and these activities must be carried out in accordance with the *Environment Protection Act 1993* (the EP Act). This guideline is intended to provide guidance to landfill operators, developers, planning authorities and regulatory bodies on the site selection, development, design, construction, operation, closure and post-closure management of municipal solid waste, and commercial and industrial (C&I) general waste landfill facilities so that they can comply with the EP Act.

1.1 Objectives

The principal objectives of this guideline are to:

- support initiatives by ZeroWaste SA and others to promote and encourage a focus on waste avoidance and minimisation rather than landfill disposal
- minimise the risk of adverse impacts on the water and air environments
- promote responsible land management and conservation
- promote responsible management of hazards and loss of amenity
- provide direction, certainty and consistency for the site selection, development, operation, closure and post-closure management of landfill facilities
- encourage rationalisation of the number of solid waste landfill facilities.

The key operational objectives are to:

- · promote responsible landfill management
- fully utilise the available landfill space and compact the waste to minimise post-closure settlement
- · minimise contamination of wastes that may constitute future resources
- minimise the generation and uncontrolled emissions of leachate and landfill gas that may impact on the environment
- improve procedures for monitoring, review and continuous improvement of site operations
- minimise the duration and requirement for post-closure maintenance and monitoring
- establish a mechanism for meeting guideline objectives if using variations and alternatives to suggested guideline measures.

1.2 Who should use this guideline?

This guideline applies to all new and existing solid waste landfill facilities that accept municipal solid waste and commercial and industrial general waste. (Definitions of these waste types are presented in Attachment 1).

Guidelines for solid inert waste and hazardous waste facilities are separate to this guideline. (Note: inert waste can be managed according to this guideline, but the design and operational requirements would be less than those specified in this guideline if it was disposed of as inert waste only. A separate guideline is being developed for inert waste.)

The actions that are required under this guideline for municipal solid waste and C&I general waste landfill facilities depend on three factors:

- the life-cycle stage of the landfill, for example, new landfills or new developments on existing landfills, ongoing landfill, landfill closing before 1 July 2008 and landfill scheduled to close between 1 July 2008 and 1 July 2010
- 2. total landfill capacity, for example, small, medium or large
- 3. site conditions, including water flow, waste moisture content and leachate generation potential.

See Section 2 for more information on how to use this guideline, and in particular Section 2.1, which contains the schedule for guideline implementation.

1.3 How will EPA use this guideline?

The Environment Protection Authority (EPA) will use these guidelines as the basis for preparing comment or direction on development applications for proposed landfills under the *Development Act 1993*, and when making decisions under the Environment Protection Act relating to landfills, including when developing or varying conditions of licence under the Environment Protection Act.

Discretion in implementation of guidelines

The guidelines recognise that existing and proposed landfill sites are each subject to a different suite of individual site-specific circumstances. The guidelines set an acceptable standard for the design, construction, operation and closure of landfill sites. However, inbuilt within the guidelines are mechanisms that provide for the consideration of individual site-specific circumstances. In applying the guidelines, the EPA will take into account the specific facts surrounding the proposed or existing landfill, and in particular:

- when determining how to apply the implementation timeframes, will have regard to an individual stakeholder's planning progress, planned and executed actions and associated justifications
- will have regard for local site conditions.

Use of the guidelines by the EPA will assist in maintaining consistent minimum environmental and landfill construction and operational standards, commensurate to the particular site circumstances.

1.4 Structure of this guideline

This guideline is structured into 16 sections that cover three broad areas (as shown in Figure 1). The early and later sections of the guideline are related to the document's structure. The middle sections of the guideline cover issues related to siting and management of landfill facilities, and present specific measures for the environmental management of these facilities.

Most of the middle sections follow the format of identifying relevant objectives of a particular aspect of landfill environmental management, specifying required outcomes that need to be achieved and then detailing suggested measures to meet required outcomes.

Following this introduction, Section 2: 'How to use this guideline' provides an overview of how the guideline, including its functional aspects, can be used to inform the environmental management of landfill facilities.

Section 3 details salient factors related to the screening and siting of landfill facilities, including community, planning regulations, buffer distances, water aspects, Aboriginal and heritage issues, flora and fauna, infrastructure, amenity and unstable areas. Section 4 then provides required outcomes and suggested measures for site layout for landfill facilities.

Suggested measures to address environmental assessment and water management strategies are presented in Section 5, in particular the landfill design considerations to manage potential impacts on groundwater and surface water environments. The specifics of designing leachate containment and collection systems for landfill facilities are addressed in Section 6: 'Leachate Containment and Management Systems', and include geotechnical aspects, site preparation, landfill liner system construction and leachate storage and treatment. Considerations and suggested measures for the use of geosynthetic materials in base liner systems, which may be used as an alternative or supplement to a compacted clay liner as part of an engineered barrier layer in a landfill base liner, are presented in Section 7.

From the management of liquid emissions the report moves onto management strategies for landfill gas and air quality in Section 8, with measures for managing landfill gas, dust and odour arising during landfill operation and post closure. Section 9 then goes on to provide suggested measures for capping systems, including the design and construction of an engineered barrier layer over the waste, in addition to a protective layer and growing medium. Considerations and suggested measures for the use of geosynthetic materials in capping systems are then examined in Section 10.

Guideline Documentation Siting and Management Specific Measures 1. Introduction and Background 3. Screening and Siting of Landfill Facilities 2. How to Use this Guideline 4. Site Layout for Landfill Facilities Leachate Containment and 5. Environmental Assessment and Management Systems Water Management Strategies 7. Use of Geosynthetic Materials in Base Liner Systems 8. Management Strategies for Landfill Gas and Air Quality 9. Capping Systems Construction Quality Assurance for Landfill Facilities 10. Use of Geosynthetic Materials in Capping Systems 12. Closure and Post Closure Plans 13. Landfill Environment Management Plans (LEMP) 15. References, Abbreviations 14. Variations and Alternatives to and Definitions Guideline Measures 16. Supporting Attachments

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Figure 1 - Structure of guideline

Suggested measures for construction quality assurance for landfill facilities are the focus in Section 11, while the specifics of closure and post-closure plans are presented in Section 12. The requirements for landfill environment management plans (LEMP)', including general details, technical process and design, operational procedures, monitoring programs and reporting, and database systems are then examined in Section 13.

The measures (designs, techniques and methods) contained in this guideline reflect widely accepted practice. While this presents a reference design, variations may be permissible in some site-specific circumstances. Required steps are detailed in Section 14: 'Variations and alternatives to guideline measures'.

The guideline concludes with the References and Glossary (Section 15) and supporting attachments in Section 16.

1.5 Currency of this guideline

This guideline offers advice to assist with compliance with general environmental duties and specific environmental policies. It is subject to amendment and persons relying on the information should check with the EPA to ensure that it is current at any given time.

2 HOW TO USE THIS GUIDELINE

This guideline covers site selection, development, design, construction, operation, closure and post-closure management of landfill facilities that accept municipal solid waste, and commercial and industrial general waste. It is intended to provide guidance for how landfill operators can meet the environmental protection objectives of the regulatory framework. (It is a regulatory requirement that all landfill facilities in South Australia must comply with conditions of development approvals, EPA licence conditions and the Environment Protection Act 1993.)

The structure of this guideline is set up according to a framework of objectives, outcomes and suggested measures for each relevant aspect of environmental management for landfill facilities (see Figure 2). The objectives and required outcomes must be achieved for each element of the landfill facility and reflect the minimum requirements of policy and community expectations. The suggested measures represent acceptable standards for achieving objectives and required outcomes.



Figure 2 - Guideline framework for addressing environmental management of landfill facilities

Required outcomes and suggested measures to achieve these outcomes should be implemented in a manner that complements the attributes of the site's natural setting and its ability to control emissions such as leachate, litter and landfill gas. Engineering systems must be designed as a second line of defence (but not of lesser importance) to the natural attributes of the site to prevent adverse environmental impacts.

Suggested measures may not necessarily be appropriate for every landfill site. Where landfill facilities are located in particularly sensitive environments, alternative measures to those suggested may be required to achieve objectives and required outcomes. Therefore, merely following the measures does not absolve proponents from taking full responsibility and liability for their project and any off-site impacts.

Where proponents consider that alternative measures can achieve the objectives and required outcomes (equivalent performance), the alternatives must be supported by a site-specific risk assessment and a justification provided to the EPA. (See Section 14: 'Proposal of variations or development of alternatives to guideline measures').

All information presented in this guideline is likely to be applicable to landfill facilities throughout the entire life cycle of a landfill. However, there will be different levels of emphasis and relevance according to the particular life cycle stage of each landfill facility, ranging from project development and gaining regulatory approval, to closure and post-closure planning. As such, this guideline is not intended to be read sequentially. It is the responsibility of the landfill proponent to satisfy themselves as to their obligations under the guideline. The following sections are presented as a starting point for operators and proponents in using the guideline.

2.1 Guideline implementation schedule

The schedule for guideline implementation is based on specific life cycle stages, for example, closure pre 1 July 2008, closure between 1 July 2008 and 1 July 2010, continuing operation past 1 July 2010 and the development of new landfill facilities. Landfill operators and proponents should be aware of the following obligations and timelines:

- 2 January 2007
 - the guidelines apply to all new developments
- 1 July 2008
 - proponents either close landfills before, or by, 1 July 2008; or
 - proponents must have completed a closure plan (that has been accepted by the EPA) for implementation by no later than 1 July 2008;

in either case, proponents would not need to implement the guidelines in full. However some aspects of the guidelines as applicable to some individual sites may apply.

- 1 July 2010:
 - all landfills must comply with the guidelines.

2.2 Requirements determined by landfill classification

Landfill facilities must be designed to minimise adverse impact on the environment. The landfill design will need to consider the environmental setting, the quantity and quality of waste to be disposed of, concerns of the host community, adjacent land use and economic and social factors.

Some of the suggested measures to achieve the objectives and required outcomes for landfill design vary subject to the EPA landfill classification. For example, the suggested measures for design of leachate containment, collection and management systems are illustrated in Table 3 of Section 6: 'Leachate containment and management systems', which vary according to landfill classification.

The EPA classifies landfill facilities based on:

- waste disposal rate and total landfill capacity (small, medium and large)
- site conditions influencing risks to protected environmental values of waters and the
 potential to generate leachate based on the risk of water flow into the waste, waste
 moisture content and climatic conditions (Type B+ and Type B-).
- Note that large landfills have a set of requirements over and above small and medium landfills irrespective of the potential to generate leachate.

The three classes of landfill facilities based on the total landfill capacity are presented in Table 1 (small (S), medium (M) and large (L) facilities). These assume a minimum waste density (excluding daily cover) of 0.5 t/m3 for small landfills and 0.65 t/m3 for medium and large landfills. For the classification by size it is assumed that there are no existing or proposed landfills within 3 km of the site being classified. The site classification must consider all waste placed in landfills at the site and within 3 km of the site.

Table 1 Landfill class based on total capacity

Landfill type	Small (S)	Medium (M)	Large (L)
Total landfill waste capacity:			
(tonnes)	<26 000	>26 000 and <130 000	>130 000
(m³)	<52 000	>52 000 and <200 000	>200 000
Comment	Proponents of small facilities must demonstrate that it is not practical to participate in a regional waste management plan		

Anticipated waste disposal rates can be calculated on the basis of designed operational life for a landfill. For example, a small (S) landfill with a 20 year operation would receive less than 1300 tonnes of waste per annum.

Figure 3 presents a flow chart as a screening tool to assess the landfill type based on site conditions (Type B+ and B-) for small and medium landfill facilities. (There is no distinction between landfill types based on site conditions for large landfill facilities (Class L). Because of their size, large landfills have additional requirements over and above small and medium sized landfills, regardless of the site potential to generate landfill.)

RISK OF IMPACT ON PROTECTED ENVIRONMENTAL VALUES OF WATERS For example: sensitive surface water or groundwater values - e.g. potable use, protection of aquatic ecosystems, recreational use small separation distance between the landfill base and groundwater or poor attenuation and seepage POTENTIAL TO retardation properties in the unsaturated zone evidence of groundwater pollution from the existing landfill GENERATE LEACHATE RISK OF WATER FLOW INTO THE WASTE TYPE For example, from surface water, springs and seeps or waste placed in water HIGH B+ SITE DISPOSAL OF WASTE WITH HIGH MOISTURE CONTENT иo POTENTIAL FOR LEACHATE GENERATION SEASONAL BASED ON CLIMATE CONDITIONS (Refer to Attachment 2 for climate zones) SPORADIC TYPE B-SITE

EPA guidelines—Environmental management of landfill facilities

Figure 3 - Flowchart to assess the landfill class based on site conditions

In merging the classification based on capacity with the classification based on site-specific conditions, a landfill site is classified as either Class SB-, SB+, MB-, MB+ or L. A description of these site classifications is presented in Table 2, and example site classifications for landfill facilities are given in Attachment 1.

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Table 2 Landfill classification based on capacity and site-specific conditions

Classification	Description
SB-	Small landfill with a total waste capacity of less than 26 000 tonnes (approximately 52 000 cubic metres) and with low potential to generate leachate, low risk of water flow into the waste, no disposal of waste with high moisture content and sporadic potential for leachate generation based on climatic conditions (as defined by location on the potential leachate generation map in Attachment 2).
SB+	Small landfill with a total waste capacity of less than 26 000 tonnes (approximately 52 000 cubic metres) and with either high potential to generate leachate, and/or high risk of water flow into the waste, and/or disposal of waste with high moisture content and/or seasonal potential for leachate generation based on climatic conditions (as defined by location on the potential leachate generation map in Attachment 2).
MB-	Medium landfill with a total waste capacity between 26 000 tonnes (approximately 52 000 cubic metres) and 130 000 tonnes (approximately 200 000 cubic metres) and with low potential to generate leachate, low risk of water flow into the waste, no disposal of waste with high moisture content and sporadic potential for leachate generation based on climatic conditions (as defined by location on the potential leachate generation map in Attachment 2).
MB+	Medium landfill with a total waste capacity between 26 000 tonnes (approximately 52 000 cubic metres) and 130 000 tonnes (approximately 200 000 cubic metres) and with either high potential to generate leachate, and/or high risk of water flow into the waste, and/or disposal of waste with high moisture content and/or seasonal potential for leachate generation based on climatic conditions (as defined by location on the potential leachate generation map in Attachment 2).
L	Large landfill with a total waste capacity of greater than 130 000 tonnes (approximately 200 000 cubic metres). Large landfills have increased environmental management requirements by virtue of their size. These requirements exist independent of a site's potential for leachate generation.

2.3 What sections relate to specific landfill life cycle stages?

There are three broad stages in the life cycle of a landfill. These stages include:

- project development and gaining regulatory approval, with a focus on landfill design, screening and siting, and site layout
- · day-to-day operations
- closure and post-closure planning and management.

Additional to these stages is an ongoing requirement for community consultation throughout the entire life cycle of the landfill.

Further information on specific activities within these stages, in addition to the location of relevant objectives, outcomes and suggested measures within this guideline, is presented in Section 2.3.1. (Note that many activities cross over more than one stage, such as landfill environmental management plans).

2.3.1 Project development and regulatory approval

The typical process for project development is presented below (stages where regulatory approval is required are shown in italics and reference is also made to relevant sections of this guideline):

- development of a waste management plan that is assessed against the State Waste Strategy and the Regional Waste Management Plan as well as industry-specific waste management plans and strategies (where applicable)
- screening and siting assessment (including risk assessment and concept design of management strategies—see Section 3: 'Screening and siting of landfill facilities')
- development application through local government and the Development
 Assessment Commission. (Note: this is not a guideline to apply for major
 developments: major developments have a separate process that must be followed.
 Further information can be found in the Development Act 1993)
- · landfill environment management plan (LEMP) including
 - detailed design (Section 4)
 - construction quality assurance (CQA) plan (Section 11)
 - landfill operation, monitoring and corrective actions (Section 13)
 - management review and annual report to the EPA
 - closure plan (Section 12)
 - closure and post-closure maintenance, and monitoring and annual report to the FPA

(Note that more guidance on LEMPs is provided in Section 13 of this guideline)

- construction phase, including
 - documentation of CQA
 - as-built details in As Constructed Report
- application and issue of an environmental authorisation(licence) for operation.

The EPA must be notified by the developer or licensee if there are changes to site conditions compared with those documented and approved. Similarly, EPA notification in advance is required for proposed changes to agreements between the EPA and the project stakeholders during all stages of site development, operation, closure and post-closure.

Changes may require a new *development application* to be made to the relevant authority.

The developer or landfill operator must define clear roles, responsibilities and communication lines for personnel and organisations that are commissioned for each element of the landfill development, construction and operation. This must include the role, responsibilities and communication lines for the responsible person or organisation for contact with the EPA.

The proponent needs to provide information within appropriate timeframes and within identified consultation periods. This must allow time for both the planning authority and the EPA to review submissions and respond to information if design changes are suggested.

Landfill design

Guidance on environmental management issues relating specifically to landfill design are presented in the following sections:

- Section 4: 'Site layout for landfill facilities'
- Section 5: 'Environmental assessment and water management strategies for landfill design'
- · Section 6: 'Leachate containment and management systems'
- · Section 8: 'Management strategies for landfill gas and air quality'
- Section 11: 'Construction quality assurance for landfill facilities'.

Screening and siting for potential landfill facilities

The location of a landfill is the primary determinant of the extent to which the landfill will pose an environmental risk.

Guidance for screening and siting for potential landfill facilities is presented in Section 3: 'Screening and siting of landfill facilities'.

2.3.2 Day-to-day operations

A landfill environment management plan (LEMP) forms a significant component in determining required day-to-day operations to meet environmental management obligations of landfill facilites. LEMPs must be prepared by proponents and licensees to ensure that commitments in any environmental impact statement (EIS), development application, conditions of planning consent and licence conditions are fully implemented.

The LEMP provides the basis for management and mitigation of environmental impacts during construction, operation and closure of the landfill, as well as the post-closure period.

Guidance for the requirements of these plans is presented in Section 13: 'Landfill environment management plans (LEMP)'.

2.3.3 Landfill closure and post-closure period

Landfills are to be closed in accordance with an approved closure plan to ensure the long-term protection of human health and the environment and to minimise the duration of post-closure maintenance.

Guidance for this task is presented in Section 12: 'Closure and post-closure plans'.

2.3.4 Community issues

Landfill planning, design, operation and closure will need to take into account the concerns of the host community. Community consultation is thus a vital component of all stages in the life cycle of a landfill.

Guidance for considering the concerns of the host community is presented in the Guidelines for community consultation for waste management and recycling facilities (EPA 2003).

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2.4 Additional information

South Australian legislation is available free of charge on the internet from <www.parliament.sa.gov.au/dbsearch/legsearch.htm>. All other relevant legislation is available from the Australasian Legal Information Institute at <www.austlii.edu.au>.

Copies of legislation are available for purchase from:

Government Information Office Telephone: 13 23 24

Lands Titles Office, 101 Grenfell Street Internet: <shop.service.sa.gov.au>

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Guidelines and other publications are available from the publications section of the EPA website <www.epa.sa.gov.au/pub.html>, by e-mail epainfo@epa.sa.gov.au or by telephone (08) 8204 2004 (Freecall 1800 623 445 for country callers).

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3 SCREENING AND SITING OF LANDFILL FACILITIES

The location of a landfill and the types of waste it is to receive are the primary determinant of the extent to which the landfill will pose an environmental risk. The aim of choosing a suitable site is to avoid the need to take action to reduce environmental impacts where natural features already protect environmental quality and minimise the risk to the environment. In an ideal situation, these barriers would be the primary mechanism used to protect the environment and avoid nuisance to the host community. Engineering and management measures will be considered as a secondary measure to prevent the potential for adverse impact to human health, the environment and amenity.

This section deals with siting issues and presents the objectives and considerations for the assessment and screening of landfill facilities for proponents and regulatory bodies.

3.1 Objective

The objective of screening and siting of landfill facilities is to:

- assess the relative suitability of potential sites based on consideration of capacity, potential risks to the environment, natural resources, transport access, infrastructure and social and economic factors
- identify sites that are not suitable because of unacceptable risks to the environment or other factors.

3.2 Waste management plan

Siting and screening of municipal solid waste and commercial and industrial (C&I) general waste landfill facilities should consider aspects of the regional waste management plan. This includes the waste hierarchy, waste minimisation initiatives, recycling and resource recovery infrastructure, waste generation rates, capacity of the landfill facility and collection and pre-treatment strategies.

3.3 Community issues

Assessment of potential landfill sites will need to consider the concerns of the host community. This will allow information sharing and early identification of issues of interest that can be considered in the screening process. A program of community participation can also be continued for subsequent phases of the project.

Guidance for considering the concerns of the host community is presented in the Guidelines for community consultation for waste management and recycling facilities (EPA March 2003).

3.4 Planning regulations

Consideration needs to be given to planning issues including site access, land zoning and acceptable land uses for selected sites and adjacent areas.

3.5 Environmental considerations

Screening and assessment of the suitability and relative merits of potential landfill sites will require a preliminary assessment of site conditions and potential impacts on the environment. This includes consideration of topography, surface water, drainage, hydrogeology (groundwater), geology, climate (including air quality and odour modelling) and flora and fauna. Further details of some of these items are presented below. Assessment of site conditions typically includes a review of available information and a program of site investigation.

3.6 Buffer distances

Buffer distances provide separation between the landfill and sensitive land uses and act as a primary control of potential adverse impacts. Appropriate site management practices during site development, the operational stage and for closed landfills will also be required to protect sensitive land uses.

The buffer distance between the waste operations area and sensitive land uses should be incorporated into the licensed area to prevent future encroachment of incompatible activities and land uses. The buffer distance would need to be maintained for a specified post-closure period, which will be at least 25 years. The operator may not necessarily need to own the land comprising the buffer zone, but would need to negotiate an agreement to avoid encroachment by incompatible land uses.

Waste management facilities should be appropriately separated from sensitive land uses and environmentally sensitive areas. The separation distance (buffer) between the waste operations area and sensitive uses should be incorporated within the allotment (premises) containing the waste management facility. The waste operations area (or landfill facility) includes all closed, operating and futures cells. The relationship of the buffer zone to the waste operations area is shown in Figure 4.

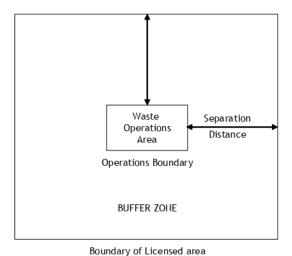


Figure 4 - Relationship of buffer zone to the waste operations area (landfill facility) (Source: Guidelines for separation distances—EPA August 2000)

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The buffer area may be suitable for planting of vegetation as a visual screen and to assist in control of litter, dust and odour.

The following minimum buffer distances shall be maintained at municipal solid waste and C&I general waste landfill facilities:

- 500 m to residential development, rural townships and highways or arterial road networks. A lesser buffer may be acceptable where it is considered compatible with the surrounding area and land uses so that there will be an effective buffer of 500 m between the landfill and any sensitive or incompatible land use.
- 3000 m between an airport utilised by turbojet aircraft and 1500 m between an
 airport utilising piston aircraft respectively, and a landfill that attracts birds (due to
 food or other wastes). Landfills that abut this buffer zone will need to demonstrate
 compliance with the requirements of the Civil Aviation Authority and as approved by
 the EPA.

Buffer distances to surface water and the 100 year flood plain are presented in Section 3.8. Greater separation distances may be required based on site-specific conditions.

Where these buffer distances are not available, management practices for landfill design and operation have to be developed to ensure a similar level of protection for sensitive land uses. See Section 14 for more information on this equivalency of performance (variations or alternative approaches).

3.7 Water

The principal object of the *Environment Protection (Water Quality) Policy 2015* is to achieve the sustainable management of waters, by protecting or enhancing water quality while allowing economic and social development.

An assessment of the surface water and groundwater conditions and appropriate management of impacts at potential landfill sites must be made by a qualified and experienced person so that the protected environmental values of the waters are safeguarded.

3.8 Surface water

Landfills are generally not permitted in sensitive water catchment areas or near marine or coastal reserves. If a new site is required in one of these areas or an old site already exists, they will require significant engineering and management controls to protect the environmental values of water.

A minimum buffer distance of 500 m shall be maintained between areas dedicated for waste disposal and the nearest surface water (whether permanent or intermittent) and the '100 year flood plain'.

Greater separation distances or increased management controls may be required based on assessment of surface water conditions at the site(s) and the potential consequences of uncontrolled discharges to surface waters.

3.9 Groundwater

Landfill facilities are not encouraged in areas of karstic terrain, areas where waste is proposed to be placed below the groundwater table, areas with groundwater springs or

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seeps, areas of sensitive groundwater values (for aquatic ecosystems or potable use) or groundwater protection zones. Sites in these areas would require significant engineering and management controls to protect the environmental values of waters.

Landfills are not encouraged where the interface between the engineered landfill liner and natural soils is within:

- 15 m of unconfined aquifers bearing groundwater with < 3000 mg/L total dissolved salts
- 5 m of groundwater with a water quality of between 3000 and 12 000 mg/L total dissolved salts
- 2 m of groundwater with a water quality of over 12 000 mg/L total dissolved salts.

These separation distances apply to the seasonal high water table at the site. Greater separation distances may be required by the EPA based on site-specific conditions and the risk of impact on the protected environmental values of groundwater.

The proponent can apply to the EPA for an exemption from Clause 13 of the *Environment Protection (Water Quality) Policy 2015* (Water EPP) in form of an attenuation zone.

If an exemption is granted the licensee is required to comply with the Water EPP at the agreed compliance point or at the site boundary (boundary of the premises), whatever is agreed upon. Compliance criteria are determined by the native groundwater quality or water quality criteria as set out in Schedule 2 of the Water EPP, whatever is the greater.

If an attenuation zone cannot be granted, the EPA will determine the point of compliance based on a site-specific assessment.

Preferred sites for landfill facilities are those that reduce the risk of impact on the environmental values of groundwater by providing a natural unsaturated attenuation zone beneath the base liner for contaminants that may infiltrate through the liner. Natural unsaturated zones that retard flow of water that infiltrates through the liner are also preferred. For example, sites with clay soils that have low permeability and natural attenuation properties are preferred to those with sandy soils.

3.10 Aboriginal and heritage issues

Landfill screening and siting must consider the effect on any Aboriginal sites of archaeological, anthropological or other significance, including any sites listed in the Register of the National Estate and the SA Register of Aboriginal Sites and Objects, or identified after consultation with Aboriginal councils or groups.

3.11 Flora and fauna

Landfills are not be permitted:

- in areas with critical habitats of taxa and communities of flora and fauna listed under the Flora and Fauna Guarantee Act 1988
- where they have a potential significant impact on threatened species and ecological communities as identified in the Environmental Protection and Biodiversity Conservation Act 1999, except with the approval of the Commonwealth Environment Minister
- in other protected areas for flora and fauna listed in state and federal regulations.

Screening and siting of facilities and management strategies should consider potential impacts on flora and fauna from clearing of vegetation, modification of surface water conditions or other aspects of landfill development. Potential impacts include loss of habitat, displacement of fauna, loss of biodiversity, spread of plant diseases and weeds, litter, creation of new habitats for scavenger or predatory species, or erosion.

3.12 Infrastructure

Infrastructure will need to sustain landfill activities. Screening and siting will need to consider the following:

- · the capacity and safety of access roads for the anticipated vehicle traffic
- water supply for fire fighting, potable use and other site purposes
- power and sewerage disposal facilities.

3.13 Amenity

Consideration should be given to potential impacts on amenity for affected parties surrounding the site including vehicle traffic on the access road to the site, visual aspects, odour, litter and dust.

3.14 Unstable areas

Landfills must not be located in areas that are susceptible to ground movements that may adversely impact on the integrity of the landfill and engineering systems such as the liners, leachate collection system, landfill gas collection system and final cover.

Consideration must be given to existing conditions or potential changes to site conditions from progressive landfill development that may impact on stability, including topography, surcharge loads, drainage and surface water.

Potential unstable areas include areas that are susceptible to undergo ground movements due to the following:

- landslides or other ground movements associated with slopes
- seismic (earthquake) events that cause displacement at fault lines or in zones of liquefaction
- excessive differential or total settlement from uncontrolled fill, collapse of low density soils or consolidation of compressible soils
- collapse of voids or settlement of low strength zones associated with karstic terrain or former mining operations.

4 SITE LAYOUT FOR LANDFILL FACILITIES

Careful planning of the site development and layout is important to facilitate waste diversion and recycling, coordinate site activities, manage health and safety and minimise potential impacts on amenity and the environment.

4.1 Objectives

The objectives of planning the site layout and progressive development are to:

- minimise environmental impacts
- minimise health and safety risks for site personnel and the general public
- maximise waste diversion and recycling
- coordinate site activities and make efficient use of on-site resources
- manage potential impacts on local amenity.

4.2 Required outcomes

The required outcomes of the site layout and progressive development include:

- Plan the site access for efficient site operation, to protect local amenity and to prevent unauthorised access to the site and the active tipping face.
- Facilitate waste diversion and recycling, and minimise public access to the active tipping face.
- Locate site facilities to minimise the risks posed by landfill gas, subsidence and other potential hazards from the landfilled waste.
- Plan the layout of excavations, stockpiles, waste disposal cells and cell filling sequence, in order to optimise site operations, to minimise the potential for leachate generation and to manage surface water. It must also facilitate landfill closure, minimise post-closure monitoring and maintenance and manage litter and other potential hazards and impacts on local amenity.
- Maintain geotechnical stability of excavations, stockpiles, the waste, final cover and surrounding areas. This relates to the development of each stage or cell of the landfill, and to overall site stability.
- Plan the facilities and site layout to allow a prompt and efficient emergency response to fire outbreaks.
- Minimise the impact on visual amenity.

4.3 Suggested measures

The following measures are suggested for achieving the objectives and required outcomes for the site layout:

- Incorporate screening, mounding and landscaping to protect local amenity and manage drainage of surface water. This may need to occur in stages.
- Operate the landfill as a series of cells that minimise the size of the active tipping face, facilitate covering and compaction of the waste, maintain geotechnical stability and take less than two years to fill.

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- Limit the extent of the active tipping face to the minimum practicable for waste placement, compaction and placement of daily cover.
- Progressively rehabilitate completed cells by placement of final cover and implementation of landfill gas management measures.
- · Control site access with perimeter fencing and lockable gates.
- Install and operate a gatehouse at the site entrance to control site access, to record
 and vet the incoming waste and to facilitate payment of waste disposal fees. The
 gatehouse may incorporate a weighbridge subject to the annual quantity of waste
 disposed at the facility.
- For facilities with public access or waste pre-processing, provide a waste transfer station with recycling and drop off areas to encourage waste sorting and to control access to the active tipping face.
- Locate site facilities in consideration of site access roads and the availability of water, power and other services.
- Consider the local wind conditions when planning cell layout, screening mounds and litter management.

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5 ENVIRONMENTAL ASSESSMENT AND WATER MANAGEMENT STRATEGIES FOR LANDFILL DESIGN

An environmental assessment of the site is required so that the landfill can be designed to minimise adverse impact on the environment. This section focuses on landfill design to manage potential impacts on the groundwater and surface water environments.

Additional environmental considerations associated with landfill facilities for surface water, groundwater, flora and fauna, landfill gas, air quality and noise are included in the following sections:

- Section 3: 'Screening and siting of landfill facilities'
- Section 8: 'Management strategies for landfill gas and air quality for landfill design'
- Section 13: 'Landfill environment management plans'.

5.1 Objective

The objective of environmental assessment is to gain a comprehensive understanding of the environment where the landfill is located, so that water management strategies can then be designed to safeguard the protected environmental values of surface water and groundwater in accordance with the Environment Protection (Water Quality) Policy.

5.2 Required outcomes

The required outcomes include:

- assessment of the hydrogeological (groundwater) conditions in the area of the landfill (including the landfill and the surrounding area)
- assessment of surface water and drainage conditions
- · assessment of climatic conditions
- development of water management strategies to safeguard the protected environmental values of surface water and groundwater.

5.3 Suggested measures

5.3.1 Assessment of site conditions

Assessment of site conditions typically includes a review of relevant published and other available information and conducting a program of site investigation.

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5.3.2 Hydrogeological setting

A conceptual hydrogeological model should be prepared and the assessment of the hydrogeological setting should include the following aspects:

- local and regional geology
- · distribution and physical properties of aquifers
- groundwater conditions in each aquifer including confinement, groundwater depth, groundwater flow direction and rate, aquifer thickness, saturated thickness, hydraulic conductivity, porosity and hydraulic gradient
- · groundwater interaction with surface water
- groundwater quality and protected environmental values
- groundwater users in the surrounding area and other sensitive receptors
- contaminant attenuation properties of the natural subsurface conditions.

The site investigation typically includes a program of site inspection, borehole drilling, test pit excavation, sampling and logging of subsurface materials, groundwater well installation, testing of aquifer characteristics and groundwater sampling and testing. The number and construction details of wells should consider the size of the landfill, the risk of contamination and the hydrogeological setting. As a minimum, one well should be located up hydraulic gradient of the landfill and two wells located down hydraulic gradient. The location of groundwater wells should take into account ongoing utilisation as monitoring wells during landfill operation and for post-closure monitoring.

The Department of Water, Land and Biodiversity Conservation have guidelines, regulations and a permit system for installation of groundwater monitoring wells.

For more detailed information refer to the DRAFT Guidelines—Groundwater investigation, assessment and monitoring for landfill for landfills for municipal solid waste and commercial and industrial general waste (to be published in 2007).

5.3.3 Climatic conditions

Assessment of climatic conditions includes rainfall, evaporation and wind conditions.

5.3.4 Surface water and drainage conditions

Assessment of surface water and drainage conditions includes topography, drainage, vegetative cover, flow, water quality, protected environmental values and users.

5.4 Assessment of potential impacts and management strategies

5.4.1 Water management strategies

Development of water management strategies will need to consider the following:

- site conditions
- water requirements for site operations including fire fighting, dust control and irrigation and construction of landfill cells and capping
- separation of stormwater and leachate
- safeguarding the protected environmental values of surface water and groundwater from potential impacts associated with contaminated stormwater, sediment and leachate.

Leachate is water that comes into contact with the waste and is potentially contaminated by nutrients, metals, salts and other constituents.

Groundwater and surface water can be contaminated by untreated leachate from landfill sites. Leachate has the potential to cause serious water pollution if not managed properly. Surface water may also be adversely affected by sediment or contaminants in uncontrolled stormwater flows.

Water quality objectives and limitations on water discharge to land, surface waters and groundwater to safeguard the protected environmental values of these waters are presented in the *Environment Protection (Water Quality) Policy*. The purpose of this policy is to achieve the sustainable management of waters by protecting and enhancing water quality while allowing economic and social development.

5.4.2 Stormwater management

Stormwater management strategies must consider the following:

- management of surface water on site and control and monitoring of off-site stormwater discharge
- diversion of stormwater away from areas containing waste using drainage features and bunds
- erosion and sediment control along drainage lines, disturbed areas and soil stockpiles. This includes stormwater flow control, vegetation, detention ponds, minimising land disturbance and other temporary and permanent erosion protection measures.

Management strategies and design criteria for storm events should consider potential receptors and the consequences of uncontrolled discharge. Typical design criteria include the 1 in 10 year or 1 in 20 year recurrence interval storm event for design of drainage features and the 1 in 100 year recurrence interval storm event to assess the risk of major breakdown events such as failure of detention ponds, or flooding of the waste area or sensitive facilities or receptors.

Detention ponds should incorporate erosion and flow control measures including erosion resistant banks, baffles and spillways.

Guidance on stormwater management is presented in Stormwater pollution prevention code of practice for the building and construction industry (EPA 1999) and Stormwater pollution prevention code of practice for local, state and federal government (EPA 1997).

(Note that stormwater management is also an issue for closure and post-closure planning and management and is further discussed in Section 12.3.6).

5.4.3 Leachate management

Strategies to manage leachate will need to consider the following:

- potential generation and composition of leachate during operation of active cells and after closure of landfill cells
- limiting infiltration through the final cover to a rate less than the infiltration through the landfill base. This will minimise the risk of a build-up of leachate in the waste and associated problems with saturation of the waste, leachate collection and treatment or breakout seepage through the landfill surface
- design and operation of a leachate containment and collection system in the landfill cells
- safeguarding the protected environmental values of surface water and groundwater
- potential offensive odours
- health and safety and minimising human contact with the leachate.

Figure 3 in Section 2 presents a flowchart as a screening tool to assess the potential to generate leachate based on the risk of water flow into the waste, waste moisture content and climatic conditions. This is linked to the landfill classification system, as well as suggested measures for leachate containment, collection and management systems in Section 6: 'Leachate containment and management systems'.

Further assessment of the potential to generate leachate may be required based on site factors. These factors may include, but not be limited to, the risk of impact on the protected environmental values of waters or uncertainty in the screening process presented in Figure 3 of Section 2. For example, sites that are near the boundary of the leachate generation regions shown in Attachment 2 may require further assessment. Further assessment could be carried out by inspection of site records from leachate monitoring and water balance modelling, especially near the boundary of regions shown in Attachment 2.

Detailed water balance modelling considers precipitation, surface evapotranspiration, surface runoff, water storage in the soils and waste, leachate collection and infiltration through the landfill base. The modelling considers climatic conditions, landfill geometry, waste composition, the leachate collection system, final cover and surface vegetation. Water balance modelling to compare different options for leachate containment or final cover systems can be carried out using proprietary software such as the USEPA Hydrologic Evaluation of Landfill Performance (HELP), LandSim or other acceptable models. Water balance modelling will need to consider uncertainties and limitations involved with the input data and the model. Modelling results should be compared to site records from leachate monitoring.

Assessment of the potential impact of leachate on groundwater needs to take into account the potential infiltration of leachate through the landfill base and the interaction with groundwater (based on the above assessment of the hydrogeological setting). The assessment will need to take into consideration the potential concentration and mobility of contaminants in the leachate and safeguarding the protected environmental values of groundwater and surface water. At operating facilities, the assessment should also take into account the results of the leachate monitoring and groundwater monitoring programs.

Consideration should be given to cases during operation of active cells and after closure of landfill cells.

Guidance for design of leachate containment, collection and treatment systems as part of a water management strategy is presented in Section 6: 'Leachate containment and management systems'.

Guidance on design of final cover for landfill closure is presented in Section 12: 'Closure and post-closure plans'.

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6 LEACHATE CONTAINMENT AND MANAGEMENT SYSTEMS

Leachate is water that comes into contact with waste and is potentially contaminated by nutrients, metals, salts and other constituents. Groundwater and surface water can be contaminated by untreated leachate from landfill sites. Leachate has the potential to cause serious water pollution if not managed properly. Surface water may also be adversely affected by sediment or contaminants in uncontrolled stormwater flows.

6.1 Objectives

The objectives of leachate management are to:

- · minimise the generation of leachate
- manage leachate to safeguard the protected environmental values of surface water and groundwater
- detect and promptly remediate pollution of surface water or groundwater.

6.2 Required outcomes

The required outcomes include:

- plan the landfill development and surface water management systems to minimise the generation of leachate
- design and construct a leachate collection and management system to safeguard the protected environmental values of groundwater or surface water
- implement a system that can be maintained and will continue to meet the objectives and required outcomes.

6.3 Suggested measures

Suggested measures to achieve the objectives and required outcomes are presented in Table 3. Some measures are subject to the landfill classification, which is based on the waste stream and the site conditions. The method to assess the site classification is presented in Section 2.2.

The suggested cross-section profile for leachate containment and collection systems for each site classification is summarised in Table 4.

Guidance on assessment of the environmental setting and water management strategies to safeguard the protected environmental values of surface water and groundwater are presented in Section 5: 'Environmental assessment and water management strategies for landfill design'.

Guidance on planning the site layout to minimise leachate generation is presented in Section 4: 'Site layout for landfill facilities'. This includes suggested measures relating to operation of the landfill in cells and a limit to the cell size and duration.

Table 3 Suggested measures for leachate containment and management systems Considerations and details Suggested measure Investigation of Considerations include subgrade conditions at the cell base, geotechnical slope geotechnical aspects for stability, groundwater conditions, excavation conditions and potential design and construction earthworks construction materials. of the leachate Slope stability considerations include temporary and permanent slopes, collection system. interface strength parameters of lining systems and global landfill stability. Earthworks construction materials include potential materials for a clay liner, drainage layer and other fill, as appropriate. Further considerations and details for assessment of clay liner materials are presented in Attachment 3. Elevation of the base of Minimum distances of the interface between the engineered landfill liner and the liner at the leachate the natural soils above groundwater is presented in Section 3, 'Screening and siting of landfill facilities'. sump above groundwater. Site preparation to The subgrade for Class SB- sites must have a smooth surface and a minimum provide a sound and grade of 2% to the leachate sump. stable subgrade and to The subgrade for other sites should promote runoff of surface water during promote surface construction and may be shaped similarly to the final surface of the liner, drainage. subject to subgrade conditions. The prepared subgrade Compact the subgrade to a minimum dry density ratio of 95% relative to forms a surface for standard compaction (AS 1289 5.1.1) to a minimum depth of 0.150m. drainage and waste placement for Class SB-Proof roll the prepared subgrade to assess the presence of zones that may require subgrade improvement. The prepared subgrade Subgrade improvement is required in the following areas: provides a sound and where there is a risk of differential settlement that may adversely impact stable base for on the integrity or long-term performance of the leachate collection construction of the liner and leachate collection system for Class SB+. to provide a sound platform for subsequent liner construction. MB-, MB+ and L sites. Subgrade improvement may be required in soils susceptible to collapse settlement, uncontrolled fill, voids or weak or compressible materials. Subgrade improvement works should follow sound engineering principles and be carried out in accordance with a construction quality assurance plan. Design and construct a The liner system must be placed on the base and sides of the landfill or its landfill liner system for component cells. Class SB+, MB-, MB+ and Utilise materials that are resistant to physical or chemical degradation by L sites. leachate. Calcareous materials may not be appropriate. This is to promote If a clay liner is used, it must: collection of leachate, retard infiltration of comprise a minimum thickness of 0.6 m for Class SB+ and MB- sites and leachate and manage 1 m for Class MB+ and L sites escape of leachate from comprise a hydraulic conductivity of less than 1 x 10.9 m/s the landfill cell to levels that safeguard the undergo construction by uniform moisture conditioning and uniform protected environmental compaction using a sheepsfoot roller (AS 3798-1996) in layers with a values of groundwater or maximum compacted thickness of 200 mm. There must be effective

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surface water.

Other functions of the

of contaminants in

liner include attenuation

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bonding between successive layers that includes kneading between layers and scarification and moisture conditioning between successive layers.

The maximum layer thickness and number of layers is intended to promote

uniformity within each layer and reduce the probability that preferential

Suggested measure

Considerations and details

leachate seeping through the liner and retardation of lateral movement of landfill gas. flowpaths may align and adversely impact on the hydraulic conductivity of the overall liner. The appropriate layer thickness also depends on the degree of uniformity of moisture conditioning and compaction that can be achieved by the construction equipment. If it is necessary to tie in new sections of a soil liner into an existing liner, lateral extension should be made about 3-6 m into the existing liner in a stair stepped manner following the individual layers of the existing liner. Materials forming the existing liner must be scarified over a minimum horizontal distance of 1 m to maximise bonding

 have a minimum horizontal overlap of 1 m between successive layers to have confidence that a preferential pathway for leachate flow is not being created

(Note: the geotechnical testing authority is required to assess the integrity of the bond between episodes of liner construction at a similar elevation. Further information on material properties and the method of construction for clay liners is presented in Attachment 3)

- have a smooth final surface that is graded at a minimum of 2% towards drainage lines and 1% along drainage lines
- involve maintenance of the integrity of successive layers and the completed liner. This includes prevention of disturbance, erosion and desiccation cracking
- have a construction quality assurance (CQA) plan developed and implemented as a means of managing quality during construction and reporting, so that the materials used, construction methods and completed works comply with the landfill design. (Refer also to Section 11: 'Construction quality assurance for landfill facilities').

Geosynthetic materials may be required as an alternative or as a supplement to a clay liner depending on site-specific circumstances.

A composite geomembrane and clay liner may be required to safeguard the protected environmental values of surface water or groundwater at sites with a high potential for leachate generation, sensitive values of surface water or groundwater and unfavourable ground conditions. For example, sites with these conditions in the southeast of South Australia may require a composite geomembrane and clay liner to safeguard the protected environmental values of waters. The geomembrane must be placed in intimate contact with the underlying clay. A geosynthetic clay liner (GCL) or similar may be required as an alternative to a clay liner in a composite lining system where it is not practical or economic to source suitable clay materials.

Design considerations for geosynthetic materials include hydraulic conductivity, defects, strength, geotechnical stability and the interface with underlying or overlying materials. Considerations also include subgrade preparation, resistance to puncture or degradation during construction and operation, connection of panels, anchorages and construction quality assurance of the materials, placement and connections (see also Section 7, 'Use of geosynthetic materials in base liner systems')

Penetrations must not be made through the base liner system. Penetrations through side or cap lining systems are not encouraged and must be designed so that the liner integrity is maintained and a pathway is not created for escape of leachate or landfill gas.

Design and construct a leachate drainage layer at Class SB+, MB-, MB+ and L sites. Class SB+, MB-, MB+ and L sites must have a blanket granular drainage medium that comprises the following:

minimum thickness of 0.3 m

This is to promote

as-placed drainage stone hydraulic conductivity greater than 1x10⁻³ m/s

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Suggested measure

Considerations and details

collection of leachate and control the maximum head of leachate on top of the liner to less than 0.3 m.

The integrity of the collection system must be maintained and include resistance to physical and biological clogging.

· clean, hard, durable, sound gravel

 D₈₅ of not less than 37 mm, D₁₀ of not less than 19 mm, uniformity coefficient of less than 2.0 and not more than 1.0% (by weight) of stone may pass a 0.075 mm sieve (AS 1289.1.1-2001).

(Hote: it is further suggested that a theoretical analysis be conducted to assess the potential range of initial porosity and hydraulic conductivity for a drainage material with a gradation of particle sizes within a coarser size range and results could be used to assess the long-term performance of the collection system with a gradation of size)

- material that is free of clay, organic matter or other deleterious material and not subject to physical or chemical degradations by leachate
- material that contains less than 15% calcium carbonate by volume
- material that is not soluble in acid (test method AWWA B 100.96).

(Hote: the selection of which test method best suits the analysis of a particular drainage layer material is dependent upon the characteristics of the material. As a guide ISO 10694:1995 & ISO 14235:1998 can be used to determine organic carbon and indirectly estimate the organic matter content of a sample. The direct measurement of organic matter via loss-on-ignition is an acceptable and routinely used method. Inorganic carbon should be determined utilising ISO 10693: 1995 and results should be presented as a percentage of calcium carbonate within the soil sample. A vast array of methods exists for the analysis, so the above methods are encouraged but are not the only available methods. Results utilising other methods can be accepted based upon their merits)

 a program of construction quality assurance (see Section 11: 'Construction quality assurance for landfill facilities').

(Hote that a synthetic drainage layer with an equivalent performance may be considered as an alternative—see Section 14 for more information on the process of developing alternative measures.)

Class SB+, MB-, MB+ and L sites must include leachate collection pipes within the drainage blanket. The spacing and sizing of leachate collection pipes must be designed to control the potential depth of leachate on top of the base liner to less than $0.3\ m$.

The design must consider the base liner gradients, drainage aggregate, estimated leachate generation and long-term performance. Typical pipe spacing is between 25 and 40 m.

Pipe sizing must take into account potential leachate flow, strength, inspection and maintenance and the issues presented above. Pipes must be resistant to degradation by leachate and landfill gas and must be manufactured from HDPE or MDPE. The sizing of leachate pipes is based on leachate flow rates within the pipe and the diameter required for the passage of remote inspection and cleaning equipment. This equipment typically requires pipe diameters greater than 150-200 mm. Manning's equation should be used to derive the required pipe size based on leachate flow rates and pipe slopes. Leachate flow rates are derived from a water balance model.

Pipe perforations should include 12 mm diameter holes. The hole locations should be alternated in pairs at 150 mm intervals along the pipe. Each alternate pair of holes should be located at 45 and 225 degrees to the vertical axis (pair 1) and 135 and 315 degrees to the vertical axis (pair 2).

Leachate collection pipes must drain at a minimum grade of 1% to a sump. The minimum slope of the surface of the underlying liner is 2% towards drainage lines. The pipes must extend across the base and up the sides of the landfill

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Suggested measure	Considerations and details		
	cell and be able to be inspected and maintained.		
	The system needs to maintain its integrity under the vertical loads and stresses from the overlying waste and operating equipment. This will require design of access for vehicle traffic to the cell and procedures for placement of the initial layer of <i>w</i> aste.		
	Class MB+ and L sites must have a geotextile separation layer between the overlying waste and drainage layer to prevent migration of solids from the waste and clogging of the drainage layer.		
Leachate sump	The sump must be located at the lowest point of the cell to facilitate monitoring and removal of leachate so that the maximum head of leachate on top of the base liner is less than $0.3\mathrm{m}$.		
	Design considerations include access for monitoring and inspection, leachate generation volumes, operation of pumping equipment (including the depth and storage volume for leachate), connection to the leachate storage and treatment facilities and maintenance of integrity during landfill operation.		
Leachate storage and treatment to prevent pollution of surface water and groundwater, odour and to minimise human contact.	Assessment of options for leachate storage and treatment will need to consider the quantity and composition of leachate. Possible treatment options include evaporation, degradation by aerobic bacteria or chemical or physical treatment.		
	Design of the leachate storage capacity will need to consider the potential leachate generation, rainfall, climatic conditions, the risk of overtopping and treatment options. Other design considerations include odour management and control of access.		
	The leachate evaporation pond needs to be designed with sufficient surface area to ensure that the system can accommodate the volume of leachate generated over a year. This can be calculated using the following formula:		
	A = 1000 V/0.8E-R		
	A: leachate pond surface area		
	V: annual volume of leachate (kL)		
	E: median annual evaporation (mm class A-pan)		
	R: median annual rainfall (mm)		
	Leachate storage for Class SB+, MB+ and L sites must be in a dedicated detention pond separate to the landfill cells. The pond should be designed with a minimum freeboard of 0.6 m. The suggested leachate evaporation pond needs to be designed and constructed to a technical standard equivalent to the landfill base liner. This is overlain by a geomembrane placed in intimate contact with the underlying clay. Considerations for subgrade preparation and design and construction of clay liners and geosynthetic materials are presented above.		
	For sites with a lower risk of leachate generation (Class SB- and MB-), it may be possible to have temporary storage of leachate and treatment by evaporation in an enlarged sump within the landfill cell. This approach will need to consider the risk of inundation of the waste or escape of leachate and contingency plans to manage these risks. It must also limit access to the area to minimise the risk of impact to the health of humans or animals.		

Table 4 Summary of landfill and suggested measures for the leachate collection and containment system for landfill facilities accepting municipal solid waste and commercial and industrial general waste

Landfill type based on waste disposal	SMALL (only considered if it is not possible to participate in a regional waste management concept)		MEDIUM		LARGE
Total tonnes capacity	<26	,000	>26,000 and <130,000		>130,000
Landfill classification	SB-	SB+	MB-	MB+	L
Summary of suggested	Waste body	Waste body		Waste body	
measures for the leachate collection and	150 mm base	300 mm leachate collection layer (blanket) including leachate collection pipes within the drainage blanket			Geotextile
containment system	preparation layer of reworked soil			300 mm leachate collection layer (blanket) including leachate collection pipes within the drainage blanket	
	In situ soil	600 mm thick compacted clay with k≤1x10° m/s (minimum of 3 layers of 200 mm compacted thickness each) (a composite lining system that includes a geomembrane overlying the clay may be required at some sites to safeguard the protected environmental values of surface waters or ground water)			
				1000 mm thick compacted clay vith k≤1x10 ⁻⁹ m/s (minimum of 5 layers of 200 mm compacted thickness each)	
				overlying the clay m safeguard the protecte	tem that includes a geomembrane ay be required at some sites to d environmental values of surface or ground water)
		In sit	tu soil	150 mm s	ubgrade preparation
		In situ soil			In situ soil

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7 USE OF GEOSYNTHETIC MATERIALS IN BASE LINER SYSTEMS

Geosynthetic materials may be considered as an alternative or supplement to a compacted clay liner as part of an engineered barrier layer in a landfill base liner.

This section aims to provide direction and consistency for use of geosynthetic materials (geosynthetics) for design and construction of base liner systems for landfills accepting municipal solid waste and commercial and industrial general waste.

Some landfill facilities may consider use of geosynthetics in base liner systems as an alternative to, or to improve the performance of, a compacted clay liner as part of an engineered barrier layer for the base and side of the landfill. Geosynthetics may be more appropriate for some site-specific circumstances due to the nature, availability or practicality of using clay materials; the nature of the waste; the landfill geometry; and climatic conditions. A base and side liner including geosynthetics may be required to safeguard the protected environmental values of surface water and groundwater at sites with a high potential for leachate generation, sensitive values of surface water or groundwater, or unfavourable ground conditions.

Geosynthetics used in a base and side liner may also include materials used to control migration of fines (separation layer), to cushion point loads and for reinforcement. This section considers the use of geosynthetics as a barrier system only.

Geosynthetics used as part of the barrier system may include:

- · geomembranes in conjunction with a compacted clay liner
- · a geosynthetic clay liner (GCL) in conjunction with a compacted clay liner
- · a geomembrane in conjunction with a GCL.

The system of using a geomembrane in conjunction with a compacted clay liner is called a composite liner. The system of using a GCL with a compacted clay liner is an augmented liner.

(Note that the objectives, required outcomes and suggested measures for design and construction of leachate containment and management systems are presented in Section 6. Section 6 also includes use of a compacted clay liner as an engineered barrier layer to promote leachate collection. Information on geosynthetics, as they relate to use in capping systems, is presented in Section 10.)

7.1 Objectives

The objectives of using liners incorporating geosynthetics in base liner systems for landfill facilities are to provide an equivalent or better level of environmental protection than the minimum requirements for base liner systems set by the EPA. Based on a risk assessment of site conditions, composite or augmented liners may be required to provide an enhanced level of protection to manage environmental risks.

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7.2 Required outcomes

The required outcomes for use of geosynthetics in a base and side liner are as follows:

- The performance of liners incorporating geosynthetics must be equivalent or better than the minimum compacted clay liner system, as specified in Section 6: 'Leachate containment and management systems'. Demonstration of equivalence should be in terms of risk to the environment (see Section 14 for more information).
- The design of the geosynthetics liner should endeavour to keep the liner 'de-stressed'
 wherever possible. The function of the liner is to limit seepage, and it should not be
 subject to significant tensile stresses.
- Penetrations for inlet and outlet pipes or other penetrations through the liner should be avoided where possible. Penetrations must be designed and constructed so that the liner integrity is maintained.
- The long-term factor of safety against slope instability must be ≥ 1.5.
- The factor of safety against slope instability of temporary (less than two years) slopes must be ≥ 1.3.
- The performance of the lining system should be modelled for a period of 100 years.

7.3 Considerations related to geosynthetic liners

The inclusion of geosynthetic materials in a base and side liner must take into account the following (further details to follow):

- appropriate design of the system, to provide the required level of environmental protection
- general construction considerations for using specialist materials
- · durability of the materials.

7.3.1 Design considerations

The design of a geosynthetic liner must include the following considerations:

- Materials placed over geosynthetic liners can be unstable. Generally, the interface
 friction of geosynthetic liners is very low, resulting in a preferential sliding plane: the
 interface friction of textured geomembranes is generally higher and may require
 complex stability analysis. Stability issues may exist at side liners and at the edge of
 landfill cells, where interim or permanent waste slopes may be constructed. Where
 appropriate, laboratory testing of geosynthetics in conjunction with the proposed
 construction materials should be considered to determine the interface friction over
 the likely confining stress range.
- Stresses and strains resulting from imposed loads on the liner system are applied to the
 geosynthetics both from waste placed over the liner and from construction loads. The
 design must consider the total load applied from the full thickness of the waste and
 landfill cap. The impact of point loads from the gravel of the leachate collection layer
 must be considered when assessing the cushioning required to protect geosynthetic
 liners. Imposed loads may also result from settlement and movement of the waste
 adjacent to a side liner of the landfill. Settlement of the subgrade soils (underlying the
 liner system) may also occur, resulting from the imposed load of the overlying waste,
 which may be significant.

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- Once covered with waste, the liner system cannot be accessed for repair and maintenance without significant cost and impact on operations.
- Seepage through the liner is a primary design consideration and is related to materials selected, thicknesses, seepage management, installation control and geometry of the base and side liner. Measures to reduce seepage include
 - a composite liner (better than a single liner)
 - lower permeability of the underlying layers
 - a thicker liner (better than a thinner liner)
 - a low hydraulic head over the liner.
- Chemicals and temperature have impacts on the liner system as part of the leachate collection system or from landfill gas. Temperatures in excess of 40 °C commonly occur in large landfill facilities due to decomposition of the waste.
- Traffic over geosynthetic liners during installation should generally be limited. The risks
 and impact of construction activities must be considered in the design to limit defects
 in the liner which would result in increased seepage through the system.
- Special details such as penetrations, joins to other materials, staging of works, anchorage, edge effects around the perimeter of cells and the join detail of the side liner to the cap should be considered.
- Static loads and the geometry of the leachate collection sump structure can affect the
 underlying geosynthetic liner system. Settlement of the waste can cause downward
 forces on sump riser pipes which can be transferred to liner components.
- Joining future extensions usually requires exposing existing geosynthetics. Exposing
 geosynthetics without damage requires careful consideration, including recognition of
 the potential presence of leachate over the existing liner system.
- Demonstration of equivalence of the lining system should take into consideration issues such as flow rate and concentration gradients with respect to time, related to the point of compliance for the site (see Section 14 for more information).

7.3.2 Construction considerations

The construction of the geosynthetic liner and the underlying and overlying materials must be carried out in accordance with an effective quality control and quality assurance program (see Attachment 4). Poor installation can neutralise the potential benefits of a geosynthetic liner system.

Construction must at least consider the following points:

- good subgrade preparation to provide a sound and stable base for liner construction
- the quality of the geosynthetic liner delivered to the site
- · the quality of joins
- the risk of damage during handling, storage and installation, including that due to weather conditions, e.g. wind, rainfall and temperature
- provision of intimate contact between the geosynthetic and underlying materials where appropriate, including prevention of wrinkles in the geosynthetic
- construction staging that considers timely placement of materials that act as protection and surcharge over the geosynthetic

- stormwater management during construction, as geosynthetics placement requires relatively dry conditions—particular consideration is required for lining leachate collection sumps located at the lowest point of a base liner
- appropriate access and practical requirements to enable placement of a geosynthetic side liner and joining of geosynthetics on slopes
- the risk of subsequent damage from other construction activities, such as placement of materials over the geosynthetic liner
- stormwater management on side slopes to prevent infiltration under the liner system.

7.3.3 Durability considerations

Durability issues are related to the environment of the geosynthetic liner. The durability considerations of GCLs and geomembranes are different.

Geomembrane considerations must include the:

- chemical resistance to leachate
- temperature around the liner.

GCL considerations must include the:

- · risk of degradation of reinforcement fibres
- · chemical effect of leachate on GCL materials
- stability of bentonite under high loads.

7.4 Suggested measures

7.4.1 Acceptable systems

Liner systems that incorporate the following geosynthetics are considered to be acceptable for use as a barrier layer in a landfill base and side liner:

- a compacted clay rich liner augmented by a geosynthetic clay liner (GCL)
- a composite liner comprising a geomembrane liner underlain by a GCL or a compacted clay liner—an engineered subgrade is required under the GCL.

The geosynthetic base and side liner system must be considered on a case-by-case basis. Acceptable geosynthetic liners include reinforced GCL and reinforced and unreinforced geomembranes. Acceptable materials for geosynthetic liners include:

- GCL manufactured from polyethylene, polypropylene or polyester geotextile or geomembrane substrate and preferably sodium bentonite—selection of calcium bentonite filling for the GCL may be considered but the minimum requirements in this guideline are related to use of sodium bentonite in the GCL
- high density polyethylene (HDPE) geomembrane.

Other materials may be considered for the base and side liner where the expected quality of the leachate is more predictable than landfill leachate from a mixed waste stream.

Geomembranes made from the following materials may be considered, depending on chemical and temperature considerations:

- linear low density and medium density polyethylene
- polypropylene
- PVC
- synthetic rubber
- · ethylene alloy.

Objectives, required outcomes and suggested measures for construction of compacted clay liners are presented in Section 6: 'Leachate containment and management systems'.

7.4.2 Minimum requirements

The geosynthetic liner system for the base and side liner must be designed by a person with demonstrated understanding of and experience in the design and installation of the proposed geosynthetics, and in the geotechnical considerations related to lining the base of landfills. The installation of the geosynthetic liner must be carried out in accordance with an effective construction quality assurance (CQA) system (refer to Attachment 4), as developed in consultation with the EPA before commencement of construction. The EPA approved CQA plan may only be varied in consultation with the EPA.

Based on the materials discussed in Section 7.4.1 and installation requirements, the following parameters are considered minimum requirements for geosynthetic liners in base liner systems.

Geosynthetic clay liner GCL

The minimum thickness of the GCL shall be 7 mm, measured at a moisture content of less than 10% by weight.

The GCL should include a layer of geotextiles over the top and bottom of the bentonite. The GCL should be reinforced, which means the top and bottom geotextiles are linked to provide tensile capacity across the bentonite layer in the GCL. The tensile strength of the linking is a design parameter for the GCL, but for installation purposes should be greater than a peel force of 300 N/m.

In addition, the following minimum requirements must be satisfied:

- overlaps of the GCL panels must provide a similar seepage control performance as the rest of the GCL
- particles in contact with the GCL must be less than 15 mm in any dimension, with protrusions limited to less than 10 mm
- the GCL shall not be joined along slope lengths with grades steeper than 1 vertical (V) in 5 horizontal (H).

Geomembrane

The minimum requirements for geomembranes are related to commonly adopted applications for base and side liners for landfills, and do not relate to specifically engineered geomembranes for special applications or mono waste stream landfills. Geomembrane liners for base and side liners should satisfy the minimum requirements as shown in Table 5.

Table 5 Minimum requirements for geomembrane liners for landfill base and side liners

Thickness of geomembrane	1.50 mm
Strain before rupture or break	> 50%
Minimum tensile strength at rupture	> 10 kH/m

In addition, the following minimum requirements must be satisfied:

- joins must be permanently bonded, taking into consideration the geomembrane type, e.g. heat bonding for HDPE geomembranes
- the geomembrane must be installed in intimate contact with the underlying layer.

Further to the above criteria, Tables B1 and B2 in Attachment 5 present minimum properties for various geosynthetic liner materials commonly adopted for base and side liners (HDPE and GCL). These properties should not replace design of the liner but are provided as a guide related to survivability during installation and joining.

7.4.3 Suggested liner systems

The following liner systems may be considered for base and side liners:

- 1. Geomembrane and GCL composite liner with
 - leachate drainage layer 300 mm thick
 - 350 g/m² cushion of non-woven geotextile
 - 1.5 mm thick HDPE geomembrane
 - GCI
 - 200 mm engineered clayey subgrade layer
 - in-situ subgrade above the water table—the minimum required distance between the engineered subgrade and the water table should be decided based on sitespecific risks.
- 2. Geomembrane and compacted clay liner with
 - leachate drainage layer 300 mm thick
 - 350 g/m² cushion of non-woven geotextile
 - 1.5 mm thick HDPE geomembrane
 - 500 mm thick compacted clay liner placed in a maximum of three layers
 - the minimum required distance between the underside of the compacted clay liner and the water table should be decided based on site-specific risks.
- 3. GCL and compacted clay liner with
 - leachate drainage layer 300 mm thick
 - GCL
 - 200 mm thick compacted clay liner
 - in-situ subgrade above the water table—the minimum required distance between the engineered subgrade and the water table should be decided based on sitespecific risks.

Limitations on the maximum particle size over the GCL limit the choice of aggregate for the leachate collection layer. Due to the risk of biological blocking by smaller particles within the aggregate, the GCL and compacted clay liner option may only be considered for liners in Type B- areas. Details of landfill classification based on site conditions (Type B+ or B-) are presented in Section 2 of this guideline.

Design of the cushion geotextile must consider the nature and weight of overlying materials and, therefore, may differ from the types discussed earlier in this section.

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8 MANAGEMENT STRATEGIES FOR LANDFILL GAS AND AIR QUALITY

Degradation of putrescible waste in a landfill generates methane, carbon dioxide and other trace gases that pose potential hazards to site safety, human health and the environment. Generation of landfill gas can continue for tens of years after placement of the waste. Odour, dust and leachate from landfill operations have the potential to cause nuisance and health problems. Therefore, management strategies for these issues will need to be developed for landfill design, operation and the post-closure period.

8.1 Background to landfill gas and air quality

Methane is explosive when it is present in the range of 5% (lower explosive limit) and 15% (upper explosive limit) by volume in air. Methane or carbon dioxide can also be an asphyxiant if present in excessive concentrations. Landfill gas poses a potential explosion or asphyxiation hazard by migrating from the waste (for example, through the landfill surface, granular layers, man-made underground trenches, service conduits or similar) and accumulation in confined spaces or work spaces.

Methane and carbon dioxide are greenhouse gases. Methane has 21 times the effect of carbon dioxide on the 'greenhouse effect' and related climate change. Management strategies can include measures to promote oxidation of methane to water and carbon dioxide to provide a net reduction of greenhouse effects.

Methane and carbon dioxide are odourless. However, other components of landfill gas can be very odorous and impact on amenity.

(Note: relevant legislation and regulations for landfill gas and air quality can be found in the Environment Protection Act 1993 and Environment Protection (Air Quality) Policy 1994).

8.2 Objective

The objective of management strategies for landfill gas and air quality is to manage potential hazards, adverse environmental impacts and potential loss of amenity from landfill gas, dust and odour during landfill operation and post-closure.

8.3 Required outcomes

The required outcomes for management strategies for landfill gas and air quality include:

- prevention of adverse impacts from on-site and off-site migration and emissions of landfill gas
- limitation of gas concentrations in monitoring bores at the boundary of the landfill facility or within structures located on or off site to less than 1% methane by volume or 1.5% carbon dioxide by volume
- minimisation of greenhouse gas emissions as much as reasonably practicable
- · sustainable utilisation of landfill gas as much as reasonably practicable
- management of potential hazards from asphyxiation or explosion in areas accessed by humans and in structures, equipment and other facilities
- · prevention of nuisance or offence from odorous emissions or dust

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- management of airborne impurities, pathogens and toxins so that they do not pose an unacceptable health risk to the community
- monitoring of landfill gas migration and emissions and remediate emissions that pose risks to the community or facilities.

8.4 Suggested measures

8.4.1 Landfill gas and odour

Management strategies for landfill gas and odour will need to be developed to manage potential hazards and adverse impacts on amenity and the environment during landfill operation and post-closure. Strategies may need to vary during operation and during the post-closure period. Considerations include the following:

- management of the amount and disposal of green and other putrescible or odour-generating wastes and options for avoidance, reduction and recycling
- potential generation of landfill gas. This will need to take into account the quantity, geometry, composition, moisture condition and age of the waste together with changes in landfill gas generation and composition with waste degradation and time. Generation of landfill gas can occur for tens of years after waste disposal. Generation rates typically increase to a peak, after which they decrease with time. A preliminary assessment of landfill gas generation rates can be carried out using landfill gas models. An example of a landfill gas model is GasSim (Environment Agency, United Kingdom, 2002). Another example is the LandGEM model prepared by the US Environmental Protection Authority. Default parameters for use in the LandGEM model have been published for Australian conditions (National greenhouse gas inventory committee 1996). Further assessment of landfill gas generation would include field testing and monitoring.
- the proximity of the waste to residences, buildings, people and other potential receptors. Particular attention will be required where receptors are located near the waste
- climate and wind conditions at the landfill site
- the risk of off-site migration of landfill gas based on subsurface soils, rocks and karstic limestone, old mining works and landfill lining and capping systems. Particular attention will be required at sites with granular soils, sand lenses, fractured rocks or similar that provide pathways for lateral migration of landfill gas
- potential hazards that may impact on human health, buildings or facilities. This
 includes explosion or asphyxiation hazards. This may require special design measures
 for access, equipment, structures, services and ventilation systems for buildings or
 workspaces
- reduction of greenhouse effects by control of fugitive emissions and oxidation of
 methane to carbon dioxide. Options for methane oxidation include collection and
 combustion by controlled flaring or by an engine or turbine (see Section 8.4.2). Options
 also include oxidation by bacteria in the landfill cover that can be enhanced by careful
 cap design and maintenance (including addition of suitable organic material and control
 of moisture conditions). For large landfills a gas extraction system should be installed,
 with oxidation in the cap being an adjunct to extraction. For small landfills, oxidation
 of methane through the cap may be acceptable. Medium sized landfills may need to be
 assessed on a case-by-case basis.

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- opportunities for utilisation of the gas. Options may include direct utilisation by
 industry or as an energy source for heat production or electricity generation. Design
 and operation of utilisation systems must be carried out in conjunction with the overall
 management strategy. It must not reduce obligations for management of potential
 hazards and adverse impact on human health, the environment or amenity on the site
 or off site.
- distress of vegetation on the landfill cover and around the landfill perimeter
- monitoring to assess potential hazards, the performance of the management strategy
 and measures and items for improvement. This includes observation of vegetation
 distress, odour, surface conditions and measurements of landfill gas in monitoring bores
 and areas where landfill gas may accumulate and pose a hazard. Monitoring points may
 need to be located near structures, the site boundary and other sensitive facilities. The
 monitoring program should include the frequency, scope, quality assurance (QA)
 procedures, documentation and recommendations for corrective actions, improvement
 and management review.
- · site health and safety, including access and safe work procedures.

8.4.2 Landfill gas collection and combustion

Landfill gas can be managed by either an active or passive gas collection system. Systems for active landfill gas collection and combustion are required to reduce greenhouse gas emissions, for gas utilisation, odour control or as part of the risk management strategy.

Systems of landfill gas collection and combustion are required by the EPA as an effective measure to achieve the objectives and required outcomes of this guideline, unless justified otherwise. Similarly, gas recovery and utilisation for beneficial purposes is encouraged.

Design and operation of the collection and combustion system will need to consider the following:

- optimisation of the quality and quantity of gas collected
- operating hours and a backup/contingency plan for periods of maintenance or other down time
- extraction wells including the layout, orientation (vertical and/or horizontal), design, area of influence, flow control mechanisms and monitoring points. Wells must not penetrate or impact on the integrity of base or side liner systems. The integrity of the landfill capping system must also be maintained
- monitoring wells and points may need to be installed at different levels, depending on site-specific conditions to ensure that high-level concentration areas are detected
- the collection system between the extraction wells and combustion system, including pipework, vacuum source, flow control facilities, monitoring and condensate management
- protection and maintenance of the integrity, operation and durability of system components. Considerations include corrosive gas, landfill leachate, condensate, vandalism, stresses from surcharge loads and settlement of the waste
- the risk of air intrusion and potential explosion and fire hazards
- control of air emissions from the combustion system to comply with the Environment
 Protection (Air Quality) Policy 1994 and reduce volatile organic compound emissions by
 98%. Design of the flare systems will need to consider retention time, temperature,
 ignition control and flame arresters

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- · design, operation, maintenance and monitoring by trained personnel
- management of access to the system infrastructure
- operation and maintenance during landfill operation and post-closure
 (Note: further assessment will be undertaken regarding buffer distances between
 closed landfills where landfill gas is identified as an issue as well as for new landfill
 developments).

8.4.3 Dust management

Dust created within the landfill property must be controlled to prevent off-site and on-site impacts including environmental nuisance. Areas susceptible to dust generation include areas of land disturbance, vehicle traffic, dusty waste and soil stockpiles.

Measures to manage dust include:

- · wind abatement systems including vegetation or embankments
- covering of vehicles containing dusty loads
- control of traffic movements on designated roadways
- placement of compacted quarry granular materials and possible sealing on regularly used roads
- limiting the extent of disturbed areas and soil stockpiles, control of their orientation (with respect to prevailing wind directions) and covering with vegetation
- use of water or other dust suppressants.

9 CAPPING SYSTEMS

This section aims to provide direction and consistency for design and construction of capping systems for landfills accepting municipal solid waste and commercial and industrial general waste.

Capping systems play an important role in closure and post-closure care of landfill cells. This includes management of land use and amenity, management of surface water, limiting of leachate generation and control of landfill gas.

9.1 Objectives

The objectives of capping systems for landfill facilities are to:

- provide a long-term and stable separation layer between the waste and the final surface that protects human health and the environment
- · minimise the generation of leachate
- safeguard the protected environmental values of surface water and groundwater in accordance with the Environment Protection (Water Quality) Policy 2015
- assist with the management of hazards associated with landfill gas
- · assist with limiting greenhouse gas emissions to the atmosphere
- · assist with the control of odour emissions from the site
- provide land that is compatible with the intended after-use.

9.2 Required outcomes

The required outcomes of capping systems for landfill facilities are to:

- · design and install a landfill cap over the full footprint of the site covered by waste
- limit seepage of water through the landfill cap to less than the anticipated seepage through the landfill base
- design and construct the cap to limit the opportunity for rainfall infiltration and therefore the generation of leachate, and to safeguard the protected environmental values of surface water and groundwater
- design and construct the cap to be compatible with the landfill gas management system, and the principles of the guideline on landfill gas management
- install a capping system that can be maintained and will continue to meet the objectives and required outcomes.

9.3 Suggested measures

9.3.1 Design of the capping system

The suggested measures for capping systems include an engineered barrier layer overlain by a protection layer and a growing medium with suitable vegetation. Options for the barrier layer include use of a compacted clay liner and/or use of geosynthetics.

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(Section 9.3.4 also includes suggested measures for assessment of alternative capping systems that do not include an engineered barrier layer, where the design is based on water storage and release principles.)

Design of the capping system must consider the following:

- the final shape (landform) as outlined in the closure guideline
- capping the full footprint of the site covered by waste and extending the capping system laterally to link in with the surrounding ground
- integration with other environmental protection measures that exist on site, e.g. base and side liner systems, landfill gas management systems, leachate management systems
- guidance on assessment of the environmental setting and water management strategies
 (to safeguard the protected environmental values of surface water and groundwater) as
 presented in Section 5: 'Environmental assessment and water management strategies'.
 This includes assessment and consideration of site conditions (e.g. geometry, climate,
 hydrogeology, surface water and drainage) and results of monitoring programs during
 landfill operation (e.g. surface water and groundwater)
- · promoting runoff of precipitation while controlling erosion
- designing the cap for all landfill cells (including those that do not include a base liner
 and leachate collection system) to minimise infiltration of water through the cap. This
 will minimise the risk of a build up of leachate in the waste: i) where the landfill base
 includes a liner and leachate collection system, or ii) in unlined facilities that have a
 low permeability foundation
- limiting migration of landfill gas both on and off site, with the associated risk of
 asphyxiation (death by gassing) of vegetation; limiting uncontrolled accumulation and
 concentration of landfill gas, with the associated risk of ignition; and limiting
 uncontrolled landfill gas emissions to the atmosphere
- construction materials (e.g. properties, quantity, management, handling, placement and construction quality assurance)
- maintenance of the cap integrity and long-term performance of the cap according to differential settlement (subsidence of the landform), vegetation, climatic conditions, changes in moisture content of the barrier system, etc.
- landfill edge effects, protrusions (landfill gas extraction wells) and zones with thicker or younger waste that may undergo greater settlement than areas with older waste
- geotechnical slope stability—considerations include temporary and permanent slopes, drainage, lateral seepage on the underside of the liner system, interface strength parameters of lining systems and overall landfill stability
- subgrade conditions (prepared surface of the landfill and surrounding areas prior to installation of the cap), and site preparation to provide a sound and stable subgrade for cap construction
- access for maintenance and monitoring of the capping system.

9.3.2 Caps incorporating barrier systems

The suggested measures for the engineered barrier layer in this guideline include a compacted clay liner. Use of geosynthetics in capping systems as an alternative or supplement to a compacted clay liner are presented in Section 10: 'Use of geosynthetic materials in capping systems'.

9.3.3 Caps incorporating a compacted clay liner

Suggested measures to achieve the objectives and required outcomes for construction of a cap incorporating a compacted clay liner are presented in Table 6. Some measures are subject to the site classification, which is based on the waste stream and the site conditions. The method used to assess the site classification is presented in Section 2: 'How to use this guideline'.

The suggested cross-section profile for the capping systems for each site classification is summarised in Table 7.

Table 6 Suggested measures for a capping system that includes a compacted clay liner and overlying protection layer

Suggested measure	Considerations and details
Investigation of geotechnical aspects for design and construction of the capping system.	Considerations include subgrade conditions for cap construction, geotechnical slope stability and potential earthworks construction materials.
	Slope stability considerations include temporary and permanent slopes, interface strength parameters of lining systems and global landfill stability.
	Earthworks construction materials include those suitable for a compacted clay liner, drainage layer, subsoil, growing medium and other fill, as appropriate. Further considerations and details for assessment of clay materials are presented in Attachment 3.
Site preparation to provide a sound and stable subgrade for cap construction and to promote surface drainage.	The subgrade should comprise a minimum thickness of 0.3 m of cover soil over the waste. The subgrade surface should promote runoff of surface water during construction and be shaped similarly to the final landfill surface, subject to stability considerations (refer to considerations for the final landform in Section 12: 'Closure and post-closure plans')
	The prepared subgrade should be proof-rolled to assess the presence of zones that may require subgrade improvement.
	Subgrade improvement may be required in the following areas:
	 if there is a risk of differential settlement that may have an adverse impact on the integrity or long-term performance of the cap
	to provide a sound platform for subsequent cap construction.
	Subgrade improvement works should follow sound engineering principles and be carried out in accordance with a construction quality assurance plan. Improvement measures may include placement of coarse granular materials or use of geosynthetics to provide reinforcing.
	Use of fill placement to raise subgrade levels must consider the potential total and differential settlement.

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Suggested measure

Considerations and details

Design and construction of an engineered barrier layer over the waste for Type SB+, MB-, MB+ and L sites.

The purpose of the barrier layer is to:

- promote collection of landfill gas
- reduce emissions of landfill gas
- retard generation of leachate to levels that safeguard the protected environmental values of groundwater or surface water.

If a compacted clay liner is used, it must comprise:

- a minimum compacted total thickness of 600 mm of material with a minimum of three layers of 200 mm compacted thickness each
- a hydraulic conductivity of less than 1 x 10⁻⁸ m/s for Type SB+ and MBsites and less than 1 x 10⁻⁹ m/s for Type MB+ and L sites
- construction by uniform moisture conditioning and uniform compaction using a sheepsfoot roller in layers with a maximum thickness of 200 mm. There must be effective bonding between successive layers that includes kneading between layers and scarification and moisture conditioning between successive layers. The specification of maximum layer thickness and the number of layers is intended to promote uniformity within each layer and reduce the probability that preferential flow paths may align and have an adverse impact on the hydraulic conductivity of the overall barrier layer. The appropriate layer thickness also depends on the degree of uniformity of moisture conditioning and compaction that can be achieved by the construction equipment. If staged construction of each layer is carried out, the joins between episodes of layer construction must be offset at a minimum horizontal distance of 3 m between successive layers. Further information on material properties and the method of construction for clay liners is presented in Attachment 3
- development and implementation of a CQA plan as a means of managing quality during construction, and of reporting that the materials used, construction methods and completed works comply with the landfill design (see also Section 11: 'Construction quality assurance for landfill facilities')
- maintenance of the integrity of successive layers and the completed compacted clay liner. This includes prevention of disturbance, rutting, erosion, softening and desiccation cracking.

Penetrations through barrier layers in the cap are to be avoided if feasible. Where penetrations are required, they must be designed so that the barrier layer integrity is maintained and a pathway is not created for infiltration of water or escape of leachate or landfill gas.

Geosynthetic materials may be required as an alternative or supplement to a compacted clay liner, depending on site-specific circumstances (see also Section 10: 'Use of geosynthetic materials in capping systems').

A geosynthetic liner may be required to safeguard the protected environmental values of surface water or groundwater at sites with a high potential for leachate generation, sensitive values of surface water or groundwater and unfavourable ground conditions (e.g. in the South East of South Australia).

Suggested Measure

Considerations and details

Design and construction of a protective layer and growing medium that includes a subsoil layer and a topsoil layer that supports vegetation to:

oil

- promote evapotranspiration
- · control erosion
- provide protection to prevent exposure, desiccation cracking and disturbance of the underlying barrier system
- promote oxidation of methane seeping through the cap.

The protective layer and growing medium must comprise:

- a minimum thickness of 100 mm of topsoil comprising silty sand, sandy silt, clayey sand or sandy clay with organic matter (naturally occurring, mulch or compost)
- a subsoil layer to provide protection for the underlying barrier layer (from cracking or disturbance), enable moisture storage and release, and assist with sustaining plant roots.

The thickness of subsoil must be based on the issues listed below and should be at least 600 mm for Type SB-, SB+ and MB- sites and 800 mm for Type MB+ and L sites. Compaction of or vehicle traffic over these soils should be minimised, to avoid limiting root growth.

Considerations must include:

- shaping the surface to comply with the final landform as outlined in Section 12: 'Closure and post-closure plans'
- the sustainability of the system for supporting vegetation
- local climatic conditions and soil profile
- use of vegetation compatible with surrounding land uses, habitat and climate
- planting of indigenous species
- the rooting depth of the vegetation, such that it does not extend into and damage the integrity of the barrier layer. This typically means limiting vegetation to grasses and small shrubs with rooting depths not more than the topsoil and subsoil thickness, and adding thicker covers of soil for areas of trees and small shrubs
- prevention of introduction of weeds, plant pathogens and pests
- stormwater and erosion control
- the water holding capacity and drainage of the subsoils and topsoil. Subsoil drainage may be required in subsoils with limited water holding capacity, areas of high rainfall or caps with shallow surface grades. Subsurface drainage must be considered carefully for Type SB+, MB+ and L sites. Design of subsurface drainage measures will need to consider the cap soil types, vegetation, climatic conditions, surface slopes (grade and length), geotechnical stability, stormwater control systems, post-closure use and activities (e.g. irrigation, access and maintenance) and control of the drainage water. Build-up of moisture within poorly drained cap soils can have an impact on geotechnical stability, vegetation growth and trafficability, and may increase infiltration through the liner and subsequent leachate generation. Risks may be managed at some sites by careful design of slopes, and choice of cap soils and vegetation. Subsoil drainage may comprise a series of subsurface interception strip drains. Some sites may require a blanket subsurface drainage system using pipes laid in a 200 mm thickness of free-draining granular material or a geosynthetic drainage layer
- the stability of the soils covering a lower permeability engineered barrier layer with a potential perched watertable
- protection from disturbance, or use of sufficient thickness of subsoil for disturbance, by borrowing animals

Suggested Measure Considerations and details use of nutrients and organic matter to promote plant growth a soil contamination status compatible with OHS&W issues during construction and with the post-closure land use durability of the cap components and surface maintenance and ongoing management of the growing medium and vegetation use of a gas distribution layer and thick organic layer to maximise oxidation of methane a program of CQA—refer to Section 11: 'Construction quality assurance for landfill facilities'.

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Table 7 Summary of suggested measures for capping systems that include a compacted clay liner as a barrier layer for landfill facilities accepting municipal solid waste and commercial and industrial general waste

Landfill type based on waste disposal	SMALL (only considered if it is not possible to participate in a regional waste management concept)		MEDIUM		LARGE
Total tonnes capacity	<26 000		>26 000 and <130 000		>130 000
Landfill classification	SB-	SB+	MB-	MB+	L
Summary of suggested measures for capping	100 mm thick topsoil to support vegetation	100 mm thick topsoil to support vegetation		100 mm thick topsoil to support vegetation	
systems	600 mm subsoil	600 mm subsoil		800 mm subsoil	
	(subsoil drainage may be required—refer to Table 6)	(subsoil drainage may be required— refer to Table 6)		(subsoil drainage may be required— refer to Table 6)	
	In situ waste	600 mm thick compacted clay liner with k≤1x10°8 m/s (minimum of three layers of 200 mm compacted thickness each) (a lining system that includes geosynthetic materials may be required at some sites to safeguard the protected environmental values of surface water and groundwater) 300 mm cover soils over waste to provide a		600 mm thick compacted clay liner with k≤1x10 ⁻⁹ m/s (minimum of three layers of 200 mm compacted thickness each) (a lining system that includes geosynthetic materials may be required at some sites to safeguard the protected environmental values of surface water and groundwater)	
		separation layer and sound platform for cap construction		300 mm cover soils over waste to provide a separation la	
		III 21ra Maste		and sound platform for cap construction In situ waste	

9.3.4 Alternative capping systems

This section includes suggested measures for assessment of alternative capping systems that do not include an engineered barrier layer, where the design is based on water storage and release principles. These might include evaporative type caps or use of a capillary barrier system. (Note that this information should be read in conjunction with Section 14).

The proponent must demonstrate an equivalent or better performance of the proposed alternative system compared with capping systems that include an engineered barrier layer as outlined earlier in Section 9. These systems do not have a long track record, so the emphasis is on demonstrated performance of the proposed system.

Considerations must include:

- the objectives and required outcomes of this guideline
- infiltration of water through the cap (as discussed earlier)
- · modelling of moisture movement in unsaturated soils
- the risk and potential consequences of extended dry weather or high intensity rainfall on performance
- plant life cycle effects on the system, for example, roots of dead shrubs
- the issues presented in Table 6 for investigation, site preparation, and design and construction of the protective layer and growing medium
- · the durability of the cap components and surface
- landfill gas management and potential effects on vegetation
- use of earthworks materials
- an action plan to select, plant, manage and maintain vegetation and the growing medium.

A field trial to monitor and measure the performance of the proposed system must be undertaken for a minimum of three years and must consider representative climatic conditions for the site. The field trial should be carried out at the site, use the proposed materials and vegetation for the final cap and represent the different topographic conditions of the proposed cap. A shorter time period can be considered by the EPA if the applicant can demonstrate that trial results from comparable sites can be transferred in some circumstances.

Equivalence of an alternative cap system (see Section 14 for process) shall be demonstrated in terms of:

- infiltration into the underlying waste
- accommodation of effects resulting from settlement of underlying waste
- erosion control
- robustness of the cap to moderate variations in management of the system.

10 USE OF GEOSYNTHETIC MATERIALS IN CAPPING SYSTEMS

Geosynthetic materials may be considered as an alternative or supplement to a compacted clay liner as part of an engineered barrier layer in a landfill cap. This section aims to provide direction and consistency for use of geosynthetic materials (geosynthetics) for design and construction of capping systems for landfills accepting municipal solid waste and commercial and industrial general waste.

Some landfill facilities may consider use of geosynthetics in capping systems as an alternative to, or to improve the performance of, a compacted clay liner, as part of an engineered barrier layer in the landfill cap. Geosynthetics may be more appropriate for some site-specific circumstances due to the nature, availability or practicality of using clay materials, the nature of the waste or climatic conditions. A cap including geosynthetics may be required to safeguard the protected environmental values of surface water and groundwater at sites with a high potential for leachate generation, sensitive values of surface water or groundwater or unfavourable ground conditions.

Geosynthetics used in a cap may also include materials for collection of water seepage or landfill gas, to control migration of fines, for erosion protection and for geotechnical reinforcement. This section considers the use of geosynthetics as a barrier system only.

Geosynthetics used as part of the barrier system may include:

- geomembranes in conjunction with a compacted clay liner (composite liner)
- a geosynthetic clay liner (GCL)
- a geomembrane in conjunction with a GCL.

10.1 Objectives

The objectives of using geosynthetic liners in capping systems for landfill facilities are to provide an equivalent or better level of environmental protection than the minimum requirements for capping systems set by the EPA. Based on a risk assessment, the conditions on a site may require an enhanced level of protection to manage environmental risks; composite liners may provide enhanced environmental protection.

10.2 Required outcomes

The required outcomes for use of geosynthetics in a cap liner are as follows:

- The performance of capping systems that incorporate geosynthetics must be
 equivalent or better than that for a capping system that incorporates a compacted
 clay liner as an engineered barrier layer, as outlined in Section 9: 'Capping systems'.
 Demonstration of equivalence should be in terms of risk to the environment (see
 Section 14 for more information on developing alternative measures).
- Seepage through the cap must be no greater than seepage through the base liner of the landfill.
- Penetrations for landfill gas infrastructure or other penetrations through the liner should be avoided where possible. Penetrations must be designed and constructed so that the liner integrity is maintained.
- The long-term factor of safety against slope instability must be ≥ 1.5.

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The design life of the liner system must be at least 100 years.

10.3 Considerations related to geosynthetic liners

The inclusion of geosynthetic liners in a cap must consider the following items (discussion of further details to follow):

- appropriate design of the cap system, to provide the required level of environmental protection
- general construction considerations of using specialist materials
- durability of the materials
- secondary risks once the system has been installed.

10.3.1 Design considerations

The design of a geosynthetic liner within a capping system must include the following considerations:

- the stability of the cap when materials are in contact with a geosynthetic liner, specifically
 - geosynthetic liners generally present a layer with a low friction coefficient,
 i.e. the interface friction is very low, resulting in a preferential sliding plane.
 Where appropriate, laboratory testing of geosynthetics in conjunction with the proposed construction materials should be considered to determine the interface friction over the likely confining stress range
 - pressure from landfill gas may build up under the liner due to the very low permeability of geosynthetic liners
 - perched water may accumulate over the geosynthetic liner from infiltration through the cover soils of the cap
- stresses and strains resulting from differential settlement of the underlying waste
- seepage through the liner—this is a primary design consideration and is related to the materials selected and their thicknesses, seepage management, installation control and geometry of the cap. Measures to reduce seepage include
 - a composite rather than a single liner
 - lower permeability of the underlying layers
 - a thicker rather than thinner liner
 - a low hydraulic head over the liner
- control of landfill gas in accordance with EPA guidelines—this may require consideration of gas collection or pressure relief underneath the geosynthetic layer
- effects and risks related to installation of the liner—traffic over geosynthetic liners should generally be limited, and the impact of construction activities must be considered in the design to limit defects in the liner that would result in increased seepage through the system
- · the impact of the weather, plants, animals and humans on the geosynthetic liner
- special details such as penetrations, joins to other materials, staging of works, anchorage, edge effects around the perimeter of the cap and effects of settlement of waste on the cap.

10.3.2 Construction considerations

The construction of the geosynthetic liner and the underlying and overlying materials must be carried out in accordance with an effective quality control and quality assurance program (refer to Attachment 4: 'CQA minimum requirements'). Poor installation can neutralise the potential benefits of a geosynthetic liner system.

Construction must at least consider the following points:

- good subgrade preparation to provide a sound and stable base for liner construction
- the quality of the geosynthetic liner delivered to site
- the quality of joins
- the risk of damage during handling, storage and installation, including that due to weather conditions, e.g. wind, rainfall and temperature
- provision of intimate contact between the geosynthetic and underlying materials where appropriate, including prevention of wrinkles in the geosynthetic
- construction staging that considers timely placement of materials that act as protection and surcharge over the geosynthetic
- the risk of subsequent damage from other construction activities, such as placement of materials over the geosynthetic liner.

10.3.3 Durability considerations

Durability issues are related to the environment of the geosynthetic liner. The durability considerations of GCLs and geomembranes are different.

Geomembrane considerations must include the:

- · effect of vapours from the underlying waste
- · consequence of exposure to ultraviolet rays
- · ambient temperature around the liner.

GCL considerations must include the:

- · risk of degradation of reinforcement fibres
- shrink swell of bentonite.

10.3.4 Secondary risks

Secondary risks are the effects of events after completion of the cap that may have an impact on the effectiveness of the system, including potential deformations and stresses on the liner system and risks related to the proposed after-use of the capped area. The design must consider these risks and must include measures to protect the integrity of the geosynthetic components and the overall capping system. For example, thicker cover soils may be required underlying access roads to provide acceptable protection to the liner system.

Secondary risks may include, but may not be limited to:

- building foundations
- superimposed loads from soils, vehicles, plant or equipment
- stormwater management
- irrigation

- possible penetration of the geosynthetic materials
- · vegetation type, size and root structure.

10.4 Suggested measures

10.4.1 Acceptable systems

Liner systems that incorporate geosynthetics and are considered to be acceptable for use as a barrier layer in a landfill cap include:

- a geosynthetic clay liner (GCL) that may need to be underlain by a compacted clay liner or engineered layer
- a geomembrane liner underlain by a GCL or a compacted clay liner.

The geosynthetic cap liner system must be considered on a case-by-case basis. However, reinforced GCL and reinforced and unreinforced geomembranes are generally considered as appropriate geosynthetic liners for inclusion in a cap. Acceptable materials for geosynthetic liners include:

- GCL manufactured from polyethylene, polypropylene or polyester geotextile or geomembrane substrate and either sodium bentonite or calcium bentonite filling
- polyethylene geomembrane
- polypropylene geomembrane
- PVC geomembrane
- · synthetic rubber geomembrane
- ethylene alloy geomembrane.

10.4.2 Minimum requirements

The geosynthetic liner system in the cap must be designed by a person with demonstrated understanding of and experience in the design and installation of the proposed geosynthetics, and the geotechnical considerations related to capping of landfills. The installation of the geosynthetic liner must be carried out in accordance with an effective construction quality assurance (CQA) system (refer to Attachment 4, 'CQA minimum requirements'), as developed in consultation with the EPA prior to commencement of construction. The EPA approved CQA plan may only be varied in consultation with the EPA.

Based on the materials discussed in Section10.4.1 and installation requirements above, the parameters shown in Tables 8 and 9 are considered minimum requirements for geosynthetic liners in caps.

Geosynthetic clay liners (GCLs)

Table 8 Minimum requirements for geosynthetic clay liners (GCLs) in landfill caps

Dry thickness of GCL*	≥ 7 mm	
Minimum overall thickness of protection layer	≥ 700 mm for Type SB+ and MB- sites	
	\geq 900 mm for Type MB+ and L sites	

The GCL should include a layer of geotextiles over the top and bottom of the bentonite. The GCL should be reinforced, which means the top and bottom geotextiles are linked to provide tensile capacity across the bentonite layer in the GCL. The tensile strength of the linking is a design parameter for the GCL, but for installation purposes should be greater than a peel force of 150 N/m.

In addition, the following minimum requirements must be satisfied:

- the proposed join system must satisfy the basis of the cap design (strain and transmissivity)
- the particle size above or below the GCL must be less than 20 mm in any direction.

Geomembrane

Table 9 Minimum requirements for geomembrane liners in landfill caps

Thickness of geomembrane	≥ 0.70 mm, subject to material type
Strain before rupture or break	> 200%
Cover thickness to final surface of cap	≥ 700 mm

In addition, the following minimum requirements must be satisfied:

- joins must be permanently bonded, taking into consideration the geomembrane type, e.g. heat bonding for HDPE geomembranes
- · the geomembrane must be installed in intimate contact with the underlying layer.

In addition to the above criteria, Tables C1 to C5 in Attachment 6 present minimum properties for various commonly used geosynthetic liner materials (high density polyethylene (HDPE), linear low density polyethylene (LLDPE), polypropylene, PVC and GCL). These properties should not replace design of the liner but are provided as a guide related to survivability during installation and joining.

10.4.3 Suggested liner systems

This section presents three options as suggested measures for capping systems that incorporate geosynthetics.

The cover thickness over the top of the liner must be greater than 0.7 m for Type SB+ and MB- sites and 0.9 m for Type MB+ and L sites, in line with the landfill capping guideline and design requirements for liner protection.

Geomembrane and GCL composite liner

This liner comprises, from the top of the cap downwards:

- 100 mm topsoil
- a minimum of 600 mm subsoil for Type SB+ and MB- sites and 800 mm for Type MB+ and L sites
- subsoil drainage measures*
- 350 g/m2 cushion of non-woven geotextile**
- 1.0 mm thick geomembrane
- · 7 mm thick reinforced GCL
- · system to mitigate build-up of pressure under geosynthetics from landfill gas
- cover soil over waste
- waste.

Geomembrane and compacted clay liner

This liner comprises, from the top of the cap downwards:

- 100 mm topsoil
- a minimum of 600 mm subsoil for Type SB+ and MB- sites and 800 mm for Type MB+ and L sites
- subsoil drainage measures*
- 350 g/m2 cushion of non-woven geotextile**
- 1.0 mm thick geomembrane
- 500 mm thick compacted clay liner placed in a minimum of three layers
- system to mitigate build-up of pressure under geosynthetics from landfill gas
- cover soil over waste
- waste.

Geosynthetic clay liner (GCL)

This liner comprises, from the top of the cap downwards:

- 100 mm topsoil
- a minimum of 600 mm subsoil for Type SB+ and MB- sites and 800 mm for Type MB+ and L sites
- subsoil drainage measures*
- · 7 mm thick reinforced GCL
- 200 mm engineered subgrade layer
- system to mitigate build-up of pressure under geosynthetics from landfill gas
- cover soil over waste
- waste.

Notes on suggested liner systems

* Design of subsurface drainage measures will need to consider the cap soil types, vegetation, climatic conditions, surface slopes (grade and length), geotechnical stability, stormwater control systems, post-closure use and activities (for example, irrigation, access and maintenance) and control of the drainage water. Build-up of moisture within poorly drained cap soils can have an impact on geotechnical stability, vegetation growth and trafficability, and may increase infiltration through the liner and subsequent leachate generation.

Subsurface drainage must be considered carefully for Type SB+, MB+ and L sites. Risks may be managed at some sites by careful design of slopes and choice of cap soils and vegetation. Subsoil drainage may comprise a series of subsurface interception strip drains. Some sites may require a blanket subsurface drainage system comprising a geosynthetic drainage layer or use of pipes laid in a 200 mm thickness of free-draining granular material.

- ** This is not required if a geosynthetic drainage layer is used. Design of the cushion geotextile must consider the nature and weight of overlying materials and may therefore differ from the types shown here.
- *** Details of landfill classifications (Type SB+, MB-, MB+ or L) are presented in Section 2.2 of this guideline.

11 CONSTRUCTION QUALITY ASSURANCE FOR LANDFILL FACILITIES

The development and implementation of a construction quality assurance (CQA) plan provides a means of managing quality during construction and demonstrating to the project stakeholders (owner, contractors, consultants, regulator, the general public) that the construction complies with the landfill design.

11.1 Objective

The objective of the CQA plan is to ensure that the materials used, construction methods and completed works comply with the landfill design.

11.2 Required outcomes

The required outcomes of the CQA plan include the following:

- development of a CQA plan prior to the start of construction that includes a program
 of survey, inspection, monitoring, testing, corrective action, documentation and
 reporting to assess compliance with the design documentation
- implementation of the CQA plan to demonstrate to the EPA and other project stakeholders that the construction complies with the requirements of the landfill design
- obtaining a statement from an independent organisation that the subgrade preparation, lining and leachate collection systems and sumps comply with the project documentation (specification and drawings)
- submission of the 'as-constructed report' for each landfill cell or construction stage.

11.3 Suggested measures

The following measures are suggested for achieving the objectives and required outcomes of the CQA plan.

The CQA plan should include a description of the project together with details of the program of survey, inspection, monitoring, testing, corrective action and reporting to assess compliance with the design. This should include the design and specification requirements, CQA scope, timing, hold points, responsibility, documentation and reporting for each element of the plan. The plan should also clearly identify roles and responsibilities of the construction team and detail qualifications and experience, where required.

The plan should include provisions for maintaining the integrity of completed portions of the works and consider issues such as site access and weather conditions.

11.3.1 Roles, responsibilities and communication lines

The plan should define clear roles, responsibilities and communication lines for implementation of the plan and for contact with the EPA.

A specific person or organisation must be responsible for the overall implementation of the plan.

11.3.2 EPA contact

The plan must include notification of the EPA to provide the opportunity to monitor and inspect elements of the construction. Notification is required at least two weeks prior to commencement of the key elements of the works, including set out, subgrade preparation and construction of the liner and leachate collection systems.

The EPA must be notified if there are changes to site conditions compared with those designed and approved. Similarly, EPA notification in advance is required for proposed changes to agreements between the EPA and the landfill stakeholders.

11.3.3 Set-out and survey control

Set-out and survey control of the works should include the elevation reference benchmark and system (Australian Height Datum—AHD), layout plan, base elevation, grades, layer thicknesses, total thickness of elements and the as-built details. It will also need to consider details at the interface between cells and where the leachate drainage layer enters the leachate sump.

11.3.4 Subgrade preparation and clay liner construction

CQA of the subgrade preparation and clay liner construction shall include inspection and testing by an independent geotechnical testing authority (GTA) to Level 1 engagement as outlined in Appendix B of Australian Standard AS 3798-1996 Guidelines on earthworks for commercial and residential developments.

This includes inspection and testing of materials and the moisture conditioning and compaction process to assess the acceptability and uniformity of materials and workmanship and maintenance of the integrity of completed portions of the works.

Testing includes compliance testing of materials (for example, particle size distribution and Atterberg Limits), field density testing (AS 1289. 5.8.1) and reference compaction testing (AS 1289. 5.1.1 or AS 1289. 5.7.1). AS 3798 provides guidance on the frequency of field density and compaction testing. The test locations and frequency should take into account the size and geometry of the works and if certain aspects require specific attention (for example, protrusions, connections, sumps and so on). Typically, field density and reference compaction testing should be carried out at a frequency of one test per 1,000 m²/layer with additional tests being carried out in areas of specific attention.

Proof-rolling of the prepared subgrade should be conducted to assess the presence of weak or compressible zones that may require improvement.

Inspection should be conducted of the method of bonding between layers of the clay liner. This should take into consideration surface and moisture conditions at the interface between layers.

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Items for potential corrective action include, but are not limited to, non-uniformity, non-complying materials (for example, inclusions of oversized material or organic matter), moisture condition or compaction outside the specified criteria, inadequate bonding between layers and non-complying geometry or thickness.

The GTA should progressively provide feedback to the project stakeholders, including the EPA, on the results of the inspection and testing program. On completion of the inspection and testing program, the GTA should provide a report of the program of inspection and testing and a statement of the compliance of the clay liner construction with the project documentation.

Testing should be conducted to assess whether the hydraulic conductivity of the completed liner complies with the design. This can be done by laboratory testing of undisturbed samples of the liner in accordance with AS 1289. 6.7.1-1999 or by field testing. The minimum testing requirements are dependent on the scale of the construction works. For example, for typical cell size of 100 m by 100 m a minimum of three tests per cell is required. The sample size and test method should consider the particle size distribution of the materials tested.

11.3.5 Geosynthetic materials

CQA of supply and installation of geosynthetic materials will need to consider the following:

- · requirement for full-time supervision of the installation of geosynthetic materials
- material properties and manufacturing quality assurance
- inspection of materials when delivered to the site
- · storage and handling procedures
- preparation of the ground surface prior to installation, to minimise the risk of damage to the geosynthetic. This may include, but not be limited to, geometry, smoothness, the presence of sharp objects, density and moisture condition
- the presence of defects
- set out of panels
- · anchoring points
- the connections between panels or elements
- connection of areas that have undergone sampling or repair with the main works
- · the interface with underlying or overlying materials
- methods to protect the integrity of completed portions of the works.

Consideration may need to be given to quality assurance guidelines of the geosynthetic manufacturer.

11.3.6 Leachate collection system and sump

CQA of the leachate drainage layer and sump as part of the leachate collection system will need to consider the following:

- grades to and along drainage lines
- the manufacture, type, delivery, storage, handling, layout, bedding, connection and integrity of leachate collection pipes

- the sump geometry and connection to the leachate drainage layer
- · the thickness of granular drainage materials
- the particle size distribution, composition and placement of granular drainage materials to comply with the design requirements for durability and hydraulic conductivity
- · the integrity of the underlying liner system.

11.3.7 CQA report

A CQA report must be prepared that demonstrates to the EPA and other project stakeholders that the construction complies with the requirements of the landfill design. It shall include the results of the program of survey, inspection, as-constructed drawings, monitoring, testing and corrective actions.

12 CLOSURE AND POST-CLOSURE PLANS

Note: This section replaces the EPA Guideline 194/03 (September 2003) 'Closure and postclosure plans for major landfills'. The aim of this section is to provide direction and consistency for closure and post-closure care of landfill facilities.

This section considers important issues arising from the EPA's experience with preparation and implementation of closure plans by landfill operators. Suggested measures within this section also consider the classification of landfill types (based on waste disposal and site conditions), which are outlined in Section 2.2.

The post-closure aspects in this guideline apply for all future, operating and closed landfill facilities.

The closure aspects in this guideline apply to:

- future landfill cells at all facilities
- current landfill cells that do not have a closure plan approved by the EPA
- closed sites where the EPA considers that the closure or post-closure management is, or is likely to be, inadequate to guard against pollution.

12.1 Objectives

The objectives of closure and post-closure plans for landfill facilities are to:

- · provide long-term protection of human health and the environment
- minimise the generation and uncontrolled emissions of leachate and landfill gas, which may have adverse impacts on human health or the environment
- promote responsible land management and ensure that site closure and post-closure management are compatible with an appropriate post-closure use of the site
- manage hazards and amenity issues
- promote progressive closure of landfill cells within operating landfill sites
- limit the risk of post-closure maintenance and monitoring beyond the timelines included in this guideline
- improve systems for monitoring, review and maintenance during post-closure management
- maintain environmental protection measures and monitoring systems until it is demonstrated that the landfill no longer presents a risk to human health or the environment.

12.2 Required outcomes

The required outcomes of closure and post-closure plans for landfill facilities are to:

- prepare a post-closure plan
 - as part of the design and approval process for new landfills and new landfill cells
 - within 18 months of the issue of this guideline for operating and closed landfills
- prepare a closure plan for future landfill cells at all facilities; current landfill cells
 that do not have a closure plan approved by the EPA; or closed sites where the EPA
 considers that the closure or post-closure management is, or is likely to be,
 inadequate to guard against pollution
- review and update the closure and post-closure plan at every landfill at intervals of not greater than two years. The review must consider the results of monitoring and changes in site conditions, environmental management measures and regulatory requirements
- design and install a capping system in accordance with the measures outlined in Section 9: 'Capping systems'. This must provide a stable cover over the waste, safeguard the protected environmental values of surface water and groundwater, and prevent and manage potential hazards associated with landfill gas
- install the landfill cap within 12 months of cell closure
- manage landfill gas in accordance with the measures outlined in Section 8: 'Management strategies for landfill gas and air quality'
- implement the plans including a program of inspections, monitoring, review and continuous improvement
- plan and implement a program of post-closure management until it is demonstrated that the landfill no longer presents a risk to the environment or human health.

12.3 Suggested measures for closure plans

12.3.1 Plan preparation and approval

The plan should be prepared in accordance with the principles of continuous improvement outlined in AS/NZS ISO 14001:1996 Environmental management systems—specification with guidance for use, including the cycle of policy, planning, implementation, checking, corrective action and management review.

Plans will require EPA approval before implementation and must be reviewed by the licensee at least every two years, as outlined in Section 12.2.

Planning for closure should consider landfill operational issues in the landfill environment management plan (LEMP) for the site. These include, but are not limited to, landfill cell development, waste placement and compaction, earthworks materials, and measures to manage waters and landfill gas. Progressive closure of landfill cells must be carried out within 12 months of the completion of waste disposal in the cell, unless otherwise approved by the EPA.

The plan must include a program for implementation (as a Gantt chart or similar format) and a program of quality assurance and reporting to the EPA.

Landfill operators should make funding provision during landfill operation to cover costs for closure and post-closure management.

12.3.2 Post-closure use

The proposed post-closure use of the site must be outlined in the closure plan and must consider:

- the landfill location
- surrounding land uses
- consultation with the local community
- relevant regulatory and planning authority strategic plans for acceptable land use
- post-closure management measures and infrastructure, e.g. for management of water issues and landfill gas
- · issues related to land use and land contamination.

Common types of post-closure use include:

- rehabilitation of sites with vegetation but with controlled access and limited public access
- public open space
- ongoing use for waste management, e.g. as a waste transfer station, materials resource recovery facility (MRRF) or for processing of green waste.

The EPA discourages the construction of water features over the waste site as part of landfill closure due to the risk of differential settlement, potential water leakage and leachate generation.

Specialised engineering measures must be included if buildings, roads, water features or utilities are proposed, and must consider the risk of differential settlement, ground support and hazards associated with landfill gas.

12.3.3 Final shape (landform)

The final landfill shape must be compatible with the surrounding topography and land uses. It must consider the post-closure use of the site, stormwater and erosion control, stability, the capping system, development approval and planning regulations.

The plan must nominate the final height prior to settlement and proposed surface grades or contours. The final contours must consider settlement as the waste decomposes, compresses and consolidates. Steep slopes must be battered with an overall gradient being a maximum of 1 vertical and 3 horizontal, unless an engineering design has been approved to control the long-term stability on steeper batter slopes.

12.3.4 Hazards and loss of amenity

The closure plan must consider hazards and amenity issues that include, but may not be limited to, the following:

- site access, security, fencing and signage
- · occupational health and safety for workers and visitors to the site
- fire
- dust
- odour
- · vermin.

The plan must identify hazards and include management measures for these risks.

12.3.5 Capping system

The landfill must be covered by a capping system that provides a long-term separation layer between the waste and the final surface, protects human health and the environment and is compatible with the intended post-closure use.

Design and construction of the capping system must be undertaken in accordance with the measures outlined in Section 9: 'Capping systems'.

12.3.6 Stormwater and erosion control

Stormwater management strategies must consider the following:

- management of surface water on site and control and monitoring of off-site stormwater discharge
- erosion and sediment control along drainage lines, disturbed areas and soil stockpiles. This includes stormwater flow control, vegetation use, installation of detention ponds, minimal land disturbance and other temporary and permanent erosion protection measures.

Management strategies and design criteria for storm events should consider potential receptors of stormwater and the consequences of uncontrolled discharge, based on site-specific circumstances. Typical design criteria include, for example, the 1 in 10 year or 1 in 20 year recurrence interval storm event for design of drainage features; and the 1 in 100 year recurrence interval storm event to assess the risk of major breakdown events such as failure of detention ponds, or flooding of the landfill area or sensitive facilities or receptors.

Detention ponds should incorporate erosion and flow control measures including erosion resistant banks, baffles and spillways.

Guidance on stormwater management is presented in the Stormwater pollution prevention code of practice for the building and construction industry (EPA 1999) and the Stormwater pollution prevention code of practice for local, state and federal government (EPA 1997).

12.3.7 Landfill gas management

The closure plan must consider management of landfill gas in accordance with the measure outlined in Section 8: 'Management strategies for landfill gas and air quality.

12.3.8 Leachate management

The closure plan and capping design must include measures to limit the generation of leachate. It should also consider collection, storage and treatment systems to manage the leachate that is generated. These systems must be designed and operated to prevent odour and pollution of surface water and groundwater, and minimise human contact with the leachate.

Further guidance on leachate management is presented in Section 6: 'Leachate containment and management systems'.

12.3.9 Termination of waste disposal

The plan must consider measures to provide sufficient notice to users of the site that the landfill will be closing and will no longer accept waste. Measures will also be required to prevent post-closure waste disposal or illegal dumping.

12.4 Suggested measures for post-closure management

Post-closure management must be undertaken until there is sufficient evidence to demonstrate to the EPA that the site is stable and poses only acceptable risks.

Post-closure management must include:

- management of systems to control landfill gas migration or emissions
- management of leachate control systems and remediation of groundwater if it is contaminated
- monitoring and maintenance of environmental protection measures
- monitoring of stormwater, groundwater, leachate and landfill gas.

The minimum duration for post-closure management from closure of the last cell is 25 years. This length of time may be shorter if there is sufficient evidence to demonstrate to the EPA that the site is stable and poses only acceptable risks. Conversely, a longer duration may be required if the site poses unacceptable environmental risks.

Preparation of the inspection, monitoring and maintenance program for post-closure management must consider:

- site characteristics gathered from: available information; site personnel; and site inspection, investigation and monitoring, including
 - waste placement (e.g. extent, time, volume and nature)
 - site conditions (e.g. geometry and topography, weather, waters, geology, surrounding land, capping system, integrity of the final cover and vegetation, landfill gas risks and leachate)
 - potential future changes.
- hazards that have potential on-site or off-site impacts on the environment, human health, the community or property
- · options for corrective action as required.

The inspection and monitoring program should build on the monitoring program carried out during landfill operation (if appropriate) and include the following:

monitoring of groundwater, surface water, landfill gas and leachate

- · the timing and nature of, and response to, community complaints
- inspection of the condition, integrity and performance of the following items:
 - a. landfill cap, including differential settlement, cracks, leachate springs, soil erosion, stability and vegetation
 - b. stormwater control system
 - c. site security, access control and fire mitigation measures
 - d. infrastructure and buildings
 - e. access roads
 - f. leachate management systems
 - g. landfill gas management system.

The frequency of inspection and type of maintenance measures undertaken should be based on the nature of the item, the site conditions and the results of the monitoring. The frequency should be clearly stated and reviewed on at least an annual basis. A starting point for the frequency of items a) to e) may be at least every two months, and at least two days before extreme weather events as well as after these events. Extreme weather events are those that pose a high risk of damage to environmental protection measures and may include high and/or intense wind events. The frequency for items f) and g) should be based on the system requirements and monitoring results

- · monitoring of amenity issues such as noise, dust, odour and vermin
- a process to implement maintenance actions resulting from the inspection and monitoring program
- reporting and review of the inspection and monitoring program
- · reporting to the EPA on at least an annual basis.

13 LANDFILL ENVIRONMENT MANAGEMENT PLAN (LEMP)

This section outlines the requirement for a landfill environment management plan as part of the development application for new landfill sites, and as required by the EPA licence for existing landfill sites.

A landfill environment management plan (LEMP) must be prepared by proponents and licensees to ensure that the commitments in an environmental impact statement (EIS) and related documents, the development application, any conditions of a planning consent and the EPA licence are implemented.

13.1.1 New landfill sites

For new landfill sites, as part of the development application process, a development LEMP is required detailing site information, the concept design for the site (including the detailed design of works associated with the initial stage), the nature of operations (including related activities such as waste treatment, recycling and composting) and the ongoing monitoring programs.

The stages associated with the LEMP, between development application and EPA licensing, are summarised in figure 5.

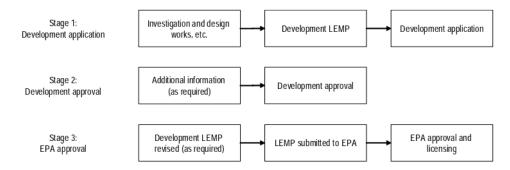


Figure 5 - Stages associated with a LEMP

13.1.2 Existing landfill sites and sites with development approval

The LEMP serves as a technical reference document, design record, and general management and monitoring plan for the development and ongoing operation of a landfill site. If other activities such as waste treatment, recycling and composting are undertaken on site, all relevant details must be included in the LEMP and follow the LEMP structure.

For existing landfill sites and sites with development approval, review and updating of the LEMP is an EPA licence requirement. At this stage, the LEMP provides the framework for the management and mitigation of environmental impacts during construction, operation and closure of the landfill, as well as for the post-closure period.

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13.2 Structural framework for the LEMP

It is recommended to structure the LEMP as a series of documents rather than a single document. It will detail the need for continual provision of information by the licensee to the EPA as part of the ongoing approval process. As such, the need for a database system that is kept and maintained by the licensee as an information register becomes a critical component in the structure of a LEMP.

The structural framework for the LEMP is demonstrated in Figure 6 and the components are detailed further in Section 13.2.3: 'Content of the LEMP'.

This framework applies to new landfill sites, existing sites and sites with development approval.

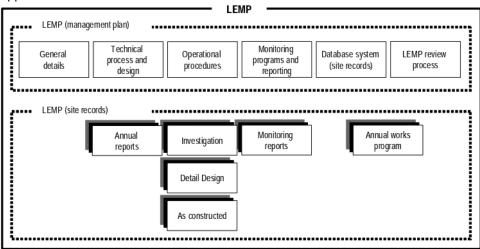


Figure 6 - Structural framework for a LEMP

13.2.1 New landfill sites

For new landfill sites the development LEMP will consist of the management plan and the site records (see Figure 6).

The management plan contains details of the general site information, operational elements, the concept design for the landfill site (including closure) and routine monitoring components.

The site records contain detail design for the initial stage, together with relevant site investigations to substantiate the adequacy of the concept design. The site records will be referenced in the database system included in the management plan. On receiving development approval, the LEMP will be revised, as necessary, to comply with EPA licence requirements and submitted to the EPA for approval.

13.2.2 Existing landfill sites and sites with development approval

For existing landfill sites and sites with development approval, the LEMP will consist of the management plan and the site records (see Figure 6).

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The management plan details the general site information, operational elements, the concept design for the landfill site (including closure) and routine monitoring components.

The management plan will be based on all available site information. It must clearly state the need for further investigations to confirm the adequacy of both the concept design and the monitoring program, and that the ongoing development of the landfill site will be undertaken as a series of construction works.

The management plan will also incorporate a process for review based on the outcomes of the regular reporting requirements and investigations, for example, extending the monitoring program as the landfill site is developed.

The site records contain the documentation of detail design for the current stage, together with relevant existing documents, for example, annual reports and monitoring reports.

The investigation projects and construction works will be associated with specific deliverables and timeframes. The information shall be included in the site records as an annual works program.

Each of the documents to be included in the site records will be referenced in the database system within the management plan.

13.2.3 Content of the LEMP

The management plan, which forms a key part of the LEMP, should be considered as having six components:

- general details
- · technical process and design, including closure and post-closure plan
- operational procedures
- monitoring programs and reporting
- database system (reference system for site records)
- LEMP review process.

These components will generally be subject to revision, at differing intervals, as a result of the key management processes remaining relatively constant throughout the life of the landfill site. For example, the requirements for regular operational reports and environmental monitoring are relatively constant. In contrast, the focus of the landfill development may change to reflect increased knowledge based on site investigations, or changes in function, technology or regulation; or in response to non-conformance issues.

Sections 13.2.4 to 13.2.9 provide a description of typical sections of the management plan to provide a measure of direction and consistency in the approach that should be taken in preparing the plan. It should be noted that the items included under the separate components of the management plan are not mutually exclusive, and cross-referencing between the components should be considered.

13.2.4 General details

The general details component of the LEMP should provide a general description of the landfill site and include the following sections as a minimum:

- legislative requirements—legislation applicable to preparation of the LEMP and operation of the site including summary of standards and guidelines to be adopted
- planning information—Section and Hundred (including Certificate of Title), ownership and tenure details, council area, zoning and adjacent zoning and buffer distances (including to nearest buildings and residences)
- · development approval-reference and related documents
- location and site layout plan
- site overview—infrastructure details, hours of operation (public and private) and security provision
- nature of operation and capacity—waste streams, filling rates, lifespan and related activities on site
- summary of site conditions—climate, topography, geology, hydrogeology, groundwater and surface water
- proposed end use.

13.2.5 Technical process and design

The technical process and design component of the LEMP should include the following sections as a minimum:

- site investigation information—geology, hydrogeology, groundwater, surface water and landfill gas
- reference to development approval, EPA licence requirements and relevant EPA guidelines
- concept design for landfill site—outline performance criteria for liner and leachate management system, interface between cells (as appropriate), capping and final landform, landfill gas management and stormwater management
- landfill stages—include reference to site records for the investigations, detail design and as-constructed details that are applicable to each development stage
- associated works—erosion control measures, and so on.

13.2.6 Operational procedures

The operational procedures component of the LEMP should detail the environmental management systems (considering AS/NZS ISO 14001:1996 Environmental management systems—specification with guidance for use) and best practice procedures that will be adopted at the site, including the following sections as a minimum:

- management structure—roles and responsibilities
- reporting and records—protocols and requirements, including recording of waste types and tonnages, environmental monitoring reporting requirements and nonconformance procedures
- training—procedures for on-site staff and contractors for environmental and OHS&W compliance

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- reference to development approval, EPA licence requirements and relevant EPA guidelines
- waste management procedure—operational filling process, including compaction methods, management of specific wastes and retrieval of unauthorised wastes
- recycle and/or reuse of materials—procedures for diversion and/or separation of recyclable and reusable materials, including stockpile and associated environmental control measures
- site materials and equipment—procedures for handling and storing materials associated with site operations, including site machinery, equipment and maintenance
- traffic control—entry and exit to landfill including internal access routes for the public, contractors and on-site staff
- environmental controls—procedures for control of litter, dust, mud, odour, noise, vermin, birds, weeds and so on
- emergency response—response and action plan for identified emergency scenarios, based on risk assessment approach, including fire prevention and control.

13.2.7 Monitoring programs and reporting

The monitoring programs and reporting component of the LEMP should include sections addressing the following issues as a minimum:

- groundwater
- surface water
- leachate
- landfill gas (LFG)
- · air quality and noise-dust, mud, litter, noise and odour
- vermin, birds, weeds etc.

The monitoring programs should provide the following details as a minimum:

- locations—site plan and details
- monitoring interval and duration (cross-reference to site records—annual works program)
- sampling protocols including quality control, referring to relevant guidelines and/or standards (as appropriate)
- reference to development approval, EPA licence requirements and relevant EPA guidelines
- compliance criteria, including framework for the implementation of recommendations resulting from monitoring events
- procedures for non-compliance (cross-reference to operational procedures reporting and records)
- reporting—internally and externally (cross-reference to operational procedures—reporting and records).

13.2.8 Database system (site records)

The database system is a critical component of the LEMP, as the management plan will refer to operational records and reports, design information and monitoring reports, which shall become the site records for the landfill site. The site records should be referenced within the management plan on a regular basis, though this may not be necessary on an annual basis.

The format of the database system should facilitate ease of reference to the site records and incorporate a process for identifying superseded documents, and should include the following items as a minimum:

- provision for document identification numbers
- · provision for issue dates and authors.

13.2.9 LEMP review process

The review period for LEMPs for medium and large landfill sites (MB-, MB+ and L) shall be on an annual basis, unless otherwise specified in the licence.

The review period for LEMPs for small landfill sites (SB- and SB+) shall be every three years or as otherwise specified in the licence.

Given the ongoing record keeping, monitoring and reporting associated with the landfill site, the review of the LEMP should demonstrate that the sufficiency of the operational, design and monitoring systems for the current development stage of the site has been addressed.

The review process should be established to ensure continual improvement in the management and operation of the landfill site, as demonstrated in Figure 7.



Figure 7 - Management and operation cycle of a landfill site

A checklist system, or similar, will be included in the management plan to identify the process to be used in reviewing the LEMP. The checklist system will be used to clearly demonstrate that the site records issued since the previous LEMP review have been considered as part of the review process, to clearly identify actions required and outcomes, if any. An example of the format of a checklist system is provided in Table 10.

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Table 10 Example of the format of a checklist system

Review of site records	Management plan	Details	Action taken in LEMP review
Additional information	General details	Legislative requirements	Update management plan: nature of operation and capacity
		Planning information	
available from current aerial		Development approval	
survey and EPA		Location and site layout plan	
weighbridge		Site overview	
returns		Hature of operation and capacity	
		Summary of site conditions	
		End use	
Increased site	Technical	Site investigation information	Update management
knowledge	process and	Reference to relevant EPA Guidelines	plan: site investigation
revised based on outcomes from	design	Concept design for landfill site	information
previous year's		Landfill stages	
groundwater investigations		Associated works	
Hon-conformance	Operational procedures	Management structure	Update management
associated with		Reporting and records	plan: environmental controls
environmental controls and		Training	
addressed as		Waste management procedure	
corrective action		Recycle/reuse materials	
		Site materials and equipment	
		Traffic control	
		Environmental controls	
		Emergency response	
Additional	Monitoring programs and reporting	Groundwater	Update management plan: groundwater
groundwater		Surface water	
monitoring wells installed as part of previous year's		Leachate	
		LFG	
groundwater		Air quality—dust, mud, litter, noise, odour	
investigations		Vermin, birds, weeds etc.	
Site records issues to EPA	Database system		Update management plan: database system

13.3 LEMP review and approval—existing landfill sites and sites with development approval

13.3.1 LEMP review

The LEMP review process (for example, a checklist system) will assist in identifying the outcomes from site investigations, operational reporting and/or monitoring programs and so on, for incorporation in the management plan as appropriate. As a result, the outcome of the LEMP review process may be that only specific sections of the management plan may be subject to revision and submission to the EPA for approval.

To assist in the review and update process for the management plan, a site-specific quality assurance (QA) system should be considered, together with the use of a binder format and unique page identification, to allow additions and/or alterations to the component sections as required. The QA system should also extend to the database system used to reference the site records.

13.3.2 LEMP approval

In considering the EPA process for assessment and approval of the LEMP subject to a review process, the licensee should be able to demonstrate that the following issues have been addressed, as a minimum but not limited to:

- the management plan that was approved as part of the development approval for the site is valid in terms of current environmental legislative requirements, EPA licence requirements, guidelines and best practice standards
- sufficient information is provided by the licensee for the current detail design stage
 to allow the EPA to assess that the performance criteria detailed in the management
 plan will be complied with
- investigation projects and/or construction works to be undertaken in the subsequent year(s) after i) the initial stage of a new landfill, ii) the current stage of an existing landfill or iii)for a landfill with development approval, which will be associated with the annual works program, and identified in sufficient detail and related to realistic timeframes
- the site records submitted to the EPA are referenced in the database system.

13.4 Relevant sections in this guideline

The relevant sections of this guideline should be referred to in the preparation of the LEMP. These sections provide guidance for landfill facilities for municipal solid waste and commercial and industrial general waste, in particular:

- screening and siting of landfill facilities (Section 3)
- site layout for landfill facilities (Section 4)
- environmental assessment and water management strategies (Section 5)
- leachate containment and management systems (Section 6)
- the use of geosynthetic materials in base lining systems (Section 7)
- management strategies for landfill gas and air quality (Section 8)
- capping systems (Section 9)
- the use of geosynthetic materials in capping systems (Section 10)
- construction quality assurance for landfill facilities (Section 11)
- closure and post-closure plans (Section 12)
- variations and alternatives to guideline measures (Section 14).

14 PROPOSAL OF VARIATIONS OR DEVELOPMENT OF ALTERNATIVES TO GUIDELINE MEASURES

The measures (designs, techniques and methods) contained in guidelines reflect widely accepted practice. Whilst this presents a reference design, variations may be permissible or required in some site-specific circumstances, provided sufficient and appropriate justification can be provided.

The aim of this section is to inform proponents of steps considered necessary by the EPA for the proposal, evaluation and acceptance of variations or alternatives to guideline measures. It is intended to provide an objective, transparent and efficient process to assess variations. The staged approach aims to promote early communication between the parties and efficient use of resources.

Proponents should be aware that while the process outlined in this section may provide useful guidance, it has not been prepared specifically to apply where variations or alternatives are sought to respond to field conditions or problems encountered during construction.

14.1 Process overview

The consideration of variations or alternatives can be rationalized to a three step process as shown in Figure 8. Each step in the process is described in more detail in the following sections.

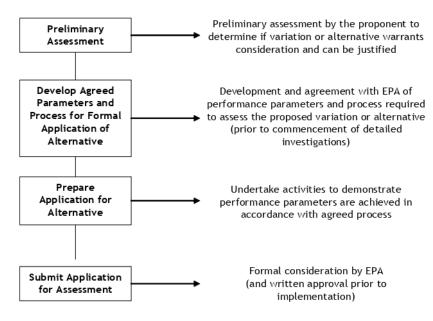


Figure 8 - Management and operation cycle of a landfill site

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14.2 Preliminary Assessment

The proponent shall assess and describe the reason the variation or alternative is preferred. For example:

- · substitution of materials, methods or techniques
- continual improvement
- application of best practice, technological change
- practical considerations
- arising from site-specific knowledge, conditions or risks
- reduced risk
- equivalent or better performance
- corrective action arising from a non-conformance
- · cost or time saving or other net benefit.

At this stage the proponent shall conduct a preliminary assessment which considers:

- parameters necessary to assess performance of the alternative
- the advantages and disadvantages of the proposal
- risks and consequences of adopting the alternative (compared with the guideline or existing approved approach)
- magnitude of cost and other resource savings
- magnitude (if quantitative) or list (if qualitative) of comparative benefits and/or outcomes
- variations necessary for statutory approvals (planning consents, licence conditions and environmental authorisations or exemptions).

On the basis of this assessment, the proponent shall form a view as to the merit of pursuing the alternative prior to a formal approach to EPA.

14.3 Development and agreement of performance parameters and process

It is important to gain agreement with the EPA on performance parameters prior to commencement of alternative measures. Proponents should submit a preliminary assessment to the EPA together with a proposal to provide the following items or undertake the following processes (as shown in Table 11) to the EPA for discussion and agreement prior to commencement.

Table 11 Process for discussion and agreement prior to commencement of alternative

ltem	Required	If Yes, describe requirement / scope / objective / outcome
Performance parameters for comparative evaluation	Υ	List (qualitative & quantitative)
Cost / benefit assessment	Y/II	
Performance assessment	Y/II	
Evidence of successful use or experience	Y/II	
Literature review	Y/II	
Manufacturer data	Y/II	
Test data	Y/II	
Trial	Y/II	
Modelling, for example, method, data, sensitivity analysis	Y/II	
Risk assessment	Υ	
Considerations for proposed implementation of variation or alternative, for example, methodology, documentation, schedule, quality assurance and monitoring	Y/II	
Peer review	Y/II	By whom
Timeline	Υ	Include anticipated first use
Variations to statutory approvals required	Y/II	
Other as considered necessary	Y/II	
Format and content of application	Υ	

The proposal shall clearly define performance requirements and outcomes, and where these are not clear at this time, outline a process proposed to enable an objective assessment.

A process to define performance requirements for any proposal will need to be completed before an assessment will be considered and agreement can be reached.

A detailed timeline and proposal for an appropriately detailed risk assessment is expected in each case.

It may also be necessary for the proponent to apply for a variation to an existing planning consent, and for the EPA to respond to a request for advice from the Planning

Authority in relation to the variation. This process needs to be considered in the proponent's time and work schedule.

The EPA will respond in writing to the proponent's proposal, and either:

 indicate acceptance of the proposal scope as sufficient to enable an application to be made with sufficient detail to enable assessment

or

 provide feedback on areas where the proposal is considered deficient for further consideration by the proponent.

Following consideration of proposals by the EPA, the proposal will be classified broadly as outlined in Table 12.

Table 12 Process for discussion and agreement prior to commencement of alternative

Type of variation	Detail	Timing / cost
Minor variation	Provision of test or manufacturer data and/or an report by a suitably experienced and qualified person	Least
Significant variation	As for minor plus trial, modelling and specific investigation	Moderate
Major variation	As for significant plus peer review	Greatest
llo agreement	Agreement is unable to be reached on necessary investigation scope or required performance parameters for assessment of variation or alternative	Varies

Peer review and possibly trials are likely to be required for new or innovative alternatives not currently accepted widely as best practice or considered transferable from evidence of successful application or use elsewhere. Where peer review is required, both the EPA and proponent must agree on the organisation(s) or person(s) undertaking the review and commercial arrangements.

With this acceptance, the proponent can commence the full scope of work necessary to produce an application to the EPA for consideration of the variation or alternative.

14.4 Prepare application for alternative

The proponent shall conduct the work necessary to prepare the application in accordance with the proposal.

Should the work identify or prompt a change to the scope defined and accepted by the EPA, the proponent shall seek acceptance of the change prior to proceeding with or concluding the work.

14.5 Submit application for assessment

Following submission of the application, the EPA will assess the application against the performance requirements and outcomes described in the application. This assessment

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will provide information and advice for consideration by the EPA in forming its opinion on the application for a variation or alternative.

Implementation of any alterations or variations proposed may only proceed following the receipt of a formal approval by the EPA (and any other relevant authorities).

14.6 Examples

14.6.1 Proposal to substitute a synthetic drainage layer for an aggregate drainage layer

a) Preliminary assessment

The site location makes the supply of suitable drainage aggregate material costly, and commercially available synthetic drainage products appear to be a cost-effective alternative and a comparable or improved performance can reasonably be expected.

An example made available by a supplier of the recent use of their product is provided in this application.

This site's design has already been approved by the EPA for construction using the guideline specification for drainage aggregate.

The development consent for the landfill was reviewed and found not to have been granted with reference to a specific design, which would be varied by the proposal.

b) Development and agreement of performance parameters and process

A proposal is submitted to the EPA which outlines the use of the proposed material and covers the following aspects:

- · local availability, cost and performance compared with the proposed alternative
- case study details provided by supplier
- · material performance characteristics including hydraulic properties
- the opinion of the design engineer that the drainage performance and clogging potential of the product matches or exceeds that of the approved design
- · a review by the design engineer to confirm that:
 - the load applied to the layer is within the manufacturer's specification for the approved design
 - the proposal takes into consideration risks, consequences and comparable performance
 - consideration has been given (and proper assessment if applicable) to the overall design and performance of the facility.

The proposal also identified required changes and committed to provide:

- · revised design drawings to show the substitution
- revised specification and CQA plan amended to reflect the use of the product, the supplier's installation requirements and inspection of joins.

The EPA considers the proposal and issues a response that confirms that the proposal is accepted in principle by the EPA, and may be adopted following acceptance by the EPA of the revised documentation.

c) Preparation of application

The proponent prepares revised design drawings, specification and a CQA plan with reference to the original proposal submitted, and formally submits these to the EPA.

d) Application for assessment

The EPA will assess the application and advise the proponent of the outcome of that assessment in writing.

The proponent must not commence the implementation of any variations unless they have received written approval from the EPA.

14.6.2 Proposal for an alternative base liner profile

a) Preliminary assessment

A proponent wishes to adopt a composite base liner profile that uses geosynthetic materials. This is because acceptable clay liner materials are in limited supply and are costly.

The site classification is MB+. An existing approval exists utilising a 1000 mm thick clay liner in accordance with the guidelines, and this has previously been assessed as acceptable at the site.

Information both locally and from interstate and overseas indicates that composite liner systems have been successfully implemented at landfill sites to manage the risk of adverse environmental impact from leachate and landfill gas.

The EPA guidelines include an option to consider the use of geosynthetic materials in landfill liner systems.

The development consent for the landfill was reviewed and found not to have been granted with reference to a specific design which would be varied by the proposal.

b) Development and agreement of performance parameters and process

A proposal is submitted to the EPA which outlines the following aspects:

- limited availability of suitable clay liner materials for the project
- · summary of the environmental assessment at the site
- the concept design profile of the leachate collection system and liner including a separation geotextile, 300 mm leachate drainage aggregate, drainage pipework, cushion geotextile and 2 mm thick HDPE geomembrane, overlying a 300 mm compacted clay liner
- preliminary opinion that the alternative composite liner profile has a reduced risk of leachate leakage compared with a 1000 mm thick compacted clay liner
- proposed scope of assessment including computer modelling to assess the relative
 performance of the proposed composite liner compared with the 1000 mm thick
 compacted clay liner. The assessment considers advective flow and diffusion of
 potential contaminants through the liner and unsaturated zone. The modelling would
 assess the sensitivity of model assumptions and input parameters, for example,
 leachate composition, leachate head over the liner (0.3 m and 3 m), timing (20 years
 and 100 years), concentrations of parameters at a distance of 4 m and 10 m below
 the base of the liner and properties of the compacted clay liner and materials in the
 unsaturated zone beneath the liner

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- identification of the scope of work for detailed design and documentation proposed for the composite liner system, including consideration of geotechnical stability, waste filling plan, technical specification, drawings and quality assurance
- · variations necessary to statutory approvals.

The EPA considers the proposal and issues a response that confirms that the proposal is accepted in principle by the EPA as appropriate to enable it to properly assess the application.

c) Preparation of application

The proponent conducts the works and investigations outlined, and prepares a comprehensive report and formally submits this to the EPA.

d) Application for assessment

The EPA will assess the application and advise the proponent of the outcome of that assessment in writing. If the alternative liner profile is acceptable to the EPA, the construction drawings and specifications can then be revised and completed by the proponent and submitted to the EPA for assessment. The proponent must not commence the implementation of any variations unless they have received written approval from the EPA.

15 REFERENCES AND DEFINITIONS

15.1 References

- International Organization for Standardisation 1995, ISO 10693:1995 Soil quality— Determination of carbonate content
- International Organization for Standardisation 1995, ISO 10694:1995 Soil quality— Determination of organic and total carbon after dry combustion (elementary analysis).
- International Organization for Standardisation 1996, AS/NZS ISO 14001:1996 Environmental management systems—specification with guidance for use.
- International Organization for Standardisation 1998, ISO 14235:1998, Soil quality -Determination of organic carbon by sulfochromic oxidation
- South Australian Environment Protection Authority 2000, Consultation draft guidelines for separation distances, viewed 22 December 2006, <www.epa.sa.gov.au/pdfs/sepguidepcd.pdf>.
- South Australian Environment Protection Authority, DRAFT Guidelines—Groundwater investigation, assessment and monitoring for landfills for municipal solid waste and commercial and industrial general waste, (to be published in 2007).
- South Australian Environment Protection Authority 2003, Guidelines for community consultation for waste management and recycling facilities, viewed 22 December 2006, <www.epa.sa.gov.au/pdfs/guide_consultation.pdf>.
- South Australian Environment Protection Authority 1997, Stormwater pollution prevention code of practice for local, state and federal government, EPA, Adelaide.
- South Australian Environment Protection Authority 1999, Stormwater pollution prevention code of practice for the building and construction industry, EPA, Adelaide.
- Standards Australia, AS 1289 Methods of testing soils for engineering purposes, Standards Australia, New South Wales.
- Standards Australia, AS 1726 Geotechnical site investigations, Standards Australia, New South Wales.
- Standards Australia, AS 3798-1996 Guidelines on earthworks for commercial and residential developments, Standards Australia, New South Wales.

15.1.1 Legislation and Environment Protection Policies

Development Act 1993 (SA).

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Environment Protection Act 1993 (SA).

Environment Protection (Air Quality) Policy 1994 (SA).

Environment Protection (Water Quality) Policy 2015 (SA).

Environmental Protection and Biodiversity Conservation Act 1999 (SA).

Flora and Fauna Guarantee Act 1988 (Vic).

15.1.2 Modelling programs

Environment Agency United Kingdom 2002, GasSim

Environment Agency United Kingdom, LandSim, viewed 22 December 2006, www.landsim.co.uk.

National greenhouse gas inventory committee 1996, LandGEM, viewed 22 December 2006 <www.epa.gov/ttn/catc/products.html > This model was prepared by the US Environment Protection Authority. Default parameters for use in the LandGEM model have been published for Australian conditions.

United States Environmental Protection Agency, Hydrologic Evaluation of Landfill Performance (HELP), viewed at 22 December 2006, http://el.erdc.usace.army.mil/products.cfm?Topic=model&Type=landfill.

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15.2 Waste type glossary and definitions

Cell Fill area within a stage which is operational for six months to one year.

Commercial and industrial waste (general)

Commercial and industrial waste (general) means the general component of the solid waste stream arising from commercial, industrial, government, public or domestic premises (not collected as municipal solid waste), but does not contain listed wastes, hazardous wastes or

radioactive wastes.

Construction and

Construction and demolition waste (inert) means the solid inert demolition waste (inert) component of the waste stream arising from the construction, demolition or refurbishment of buildings or infrastructure.

> Note: The intent of this definition is to aim for inert waste with no contamination by foreign material. However, it is acknowledged that it may be impractical to define that 0% is part of the definition. As such, it is acknowledged that, with the aim of no contamination, there may be some negligible components of foreign material contained in the waste. Therefore, as a maximum, C&D inert must not contain more than 5% by volume per load of foreign material within the accepted meaning of the definition and this must not include any liquid, listed, hazardous or radioactive wastes.

Construction and demolition waste (mixed)

Construction and demolition waste (mixed) means the solid component of the construction and demolition waste stream containing foreign material typically arising from the construction, demolition or refurbishment of buildings or infrastructure, but does not contain listed wastes, hazardous wastes or radioactive wastes.

NOTE: C&D waste is considered 'mixed' if it contains foreign material that would render the load of waste no longer inert. As a maximum, C&D waste with more than 5% by volume per load of foreign material (not being liquid, listed, hazardous or radioactive waste) within the accepted meaning of the definition, would be considered mixed.

Hazardous waste

Hazardous waste is any unwanted or discarded material (excluding radioactive material), which because of its physical, chemical or infectious characteristics can cause significant hazard to human health or the environment when improperly treated, stored, transported, disposed of or otherwise managed.

Inert waste

Inert waste is solid waste that has no active chemical or biological properties and is not subject to biological or chemical breakdown. These wastes do not undergo environmentally significant physical, chemical or biological transformation and have negligible potential to cause environmental harm.

Karstic

Limestone rocks that are highly eroded with channelled outcroppings.

Large landfill

Total waste capacity greater than 130 000 tonnes (approximately 200 000

cubic metres).

Listed waste

Listed wastes are those wastes listed in Part B of Schedule 1 of the

Environment Protection Act 1993.

Medium landfill

Total waste capacity between 26 000 tonnes (approximately 52 000 cubic metres) and 130 000 tonnes (approximately 200 000 cubic metres).

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Municipal solid waste hard waste The component of the municipal solid waste stream which is not suitable for collection using a bin system, but does not contain listed wastes, hazardous wastes or radioactive wastes.

Note: hard waste is typically collected in campaigns by councils who also

advise on waste that is suitable for that collection.

Municipal solid waste kerbside bin collection Municipal solid waste means the solid component of the waste stream arising from domestic, commercial, industrial, government and public premises including waste from council operations, services and facilities and is collected by or on behalf of the council by kerbside collection, but does not contain listed wastes, hazardous wastes or radioactive wastes.

New landfill developments

Includes:

- new development applications
- development applications lodged and assessment process not finalised
- development approval being granted, licence applications being lodged or licences already granted
- · any new development within an existing site.

Small landfill

Total waste capacity less than 26 000 tonnes (approximately 52 000 cubic

metres).

Stage (or zone)

landfill area operational for three to five years; shall include areas of related activities, such as waste treatment, recycling and composting, if applicable.

Waste operational area Co

Comprises all closed, operational and future elements in a landfill facility (Landfill operational elements include wheel wash, leachate ponds, storage and other associated landfill activities.)

Note: waste definitions are in a constant state of review and development. Please check <www.epa.sa.gov.au> to ensure that all definitions are up-to-date.

16 ATTACHMENTS

16.1 Attachment 1—Examples of landfill classification for design of landfill facilities

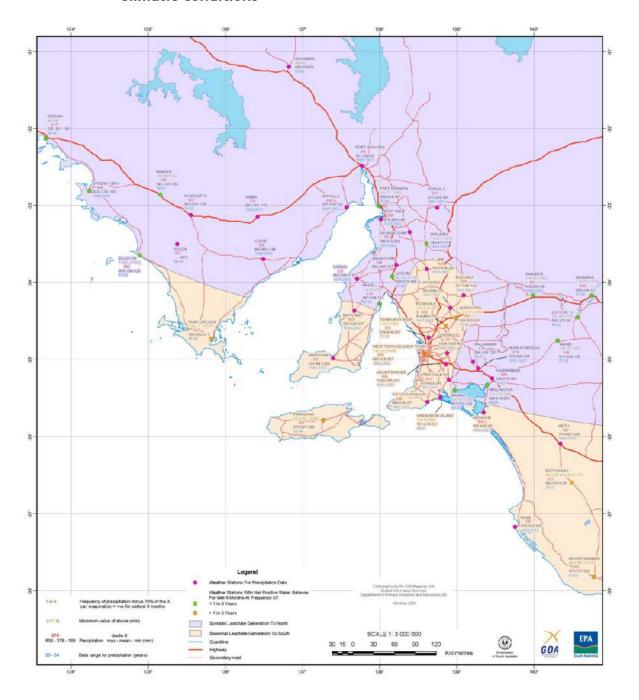
Site example	Landfill type based on waste disposal	Landfill type based on site conditions	Landfill classification	
Site 1 in the far north	Type S because the	Type B- due to the following:	SB-	
	site has a total capacity of 15 000 tonnes and it is not practical to participate in a regional waste management plan.	The site has groundwater at a depth of 15 m with a salinity of 6000 mg/L and a low risk of impact on the protected environmental values of waters.		
		The geology beneath the site includes 10 m thickness of clay that has good attenuation and seepage retardation properties.		
		There is a low risk of leachate generation from water flow into the waste due to site conditions and stormwater management measures.		
		There will not be waste of high moisture content disposed at the landfill.		
		The climatic conditions at this site indicate that there is a sporadic potential to generate leachate (refer to Attachment 2).		
Site 2 in the Southeast	Type M because the	Type B+ due to the following:	MB+	
	site has a total capacity of 100 000 tonnes.	The site has groundwater with a salinity of 800 mg/L and has sensitive protected environmental values as potable water and for aquatic ecosystems. There is a high risk of impact on the protected environmental values of waters.		
		The geology beneath the site is limestone and has poor attenuation and seepage retardation properties.		
		The climatic conditions in this part of the Southeast indicate that there is a seasonal potential to generate leachate (refer to Attachment 2).		
Site 3 in the Mid-north	As above.	Type B- due to the following:	MB-	
		The site has groundwater at a depth of 20 m with a salinity of 8000 mg/L and a low risk of impact on the protected environmental values of waters.		
		The geology beneath the site includes 10 m thickness of clay that has good attenuation and seepage retardation properties.		

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Site example	Landfill type based on waste disposal	Landfill type based on site conditions	Landfill classification
	There is no evidence of groundwater pollution from the existing landfill in the groundwater monitoring bores.		
		There is a low risk of leachate generation from water flow into the waste.	
		There will not be waste of high moisture content disposed at the landfill.	
		The climatic conditions in this part of the Mid-north indicate that there is a sporadic potential to generate leachate.	
Site 4 servicing metropolitan Adelaide	Type L because the site has a total capacity of 400 000 tonnes.	II/A	L

16.2 Attachment 2—Potential for leachate generation based on climatic conditions



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16.3 Attachment 3—Technical guidance for assessment of materials and methodology for construction of clay liners

The hydraulic conductivity of a clay liner depends on the material properties and the method of construction.

16.3.1 Material properties

Assessment of material properties typically includes a program of site investigation and laboratory testing by a NATA accredited laboratory. Site investigation typically includes a program of soil sampling, inspection, logging and laboratory testing by a geotechnical professional in accordance with AS 1726 Geotechnical Site Investigations. The program typically includes sampling in surface exposures, test pits and/or boreholes. Considerations include the following:

- particle size distribution (AS 1289 3.6.1). Typically, the maximum particle size should be about one third the thickness of each layer prior to compaction (for example, a maximum particle size of 66 mm for a 200 mm-thick layer). Typically, there should be more than 90% passing the 19 mm sieve, 70% passing the 2.36 mm sieve and more than 30 % passing the 0.075 mm sieve (fine grained material)
- Atterberg Limits (AS 1289 3.1.1, 3.2.1, 3.3.1, 3.4.1). These tests measure soil plasticity and provide an indication of the plasticity, sensitivity to moisture conditioning and the susceptibility to undergo desiccation cracking with reductions in moisture content. Clays with a low plasticity index (liquid limit less than 50%) are generally more sensitive to moisture conditioning and less susceptible to desiccation cracking compared with clays with a high plasticity index (liquid limit greater than 50%). Generally, clay soils for low permeability liner construction would have a plasticity index of greater than 10%. If a higher calcium carbonate content is suggested for the liner material, the durability and long-term performance of the material needs to be assessed and justified in the design on a site-by-site basis
- dispersion (AS 1289 3.8.1). Clay soils should have a low susceptibility to undergo dispersion
- calcium carbonate content. Clay soils should have a calcium carbonate content of less than 15%
- permeability (hydraulic conductivity). Samples for laboratory permeability testing in accordance with AS 1289 6.7.3-1999 must be remoulded in layers to a uniform density and moisture condition. Testing should consider the dry density and moisture condition during sample preparation (refer to Section 16.3.2), the composition of water available on site for moisture conditioning during earthworks and the composition of the leachate and vertical surcharge loads. Standard compaction testing (AS 1289 5.1.1) must be performed on the sample prior to permeability testing to assess the relationship between dry density and moisture content. This includes the maximum dry density and the optimum moisture content for standard compactive effort. A separate compaction test must be carried out for each permeability test sample. The permeability test method should consider the particle size distribution of the proposed materials. In some cases, it may not be practical to obtain or prepare representative samples for laboratory testing, and testing on a field trial pad may be preferred.

16.3.2 Construction methodology

The hydraulic conductivity (permeability) of clay is typically minimised if the clay is moisture conditioned and compacted at a moisture content that is greater than the optimum moisture content in standard compactive effort (AS 1289 5.1.1). The optimum moisture content (OMC) is the moisture condition where the dry density of the soil is maximised for a given compactive effort.

Figure 9 presents a typical relationship between hydraulic conductivity and density for different soil moisture conditions during compaction.

Specification of acceptable envelopes of density ratio and moisture condition during compaction (AS 1289 5.1.1 or AS 1289 5.7.1) have been effectively used as performance criteria for quality control during liner construction. Acceptable envelopes shall be assessed by testing as part of the design process (see Section 16.3.1). Typically, construction of low permeability clay liners include the following:

- uniform moisture conditioning to between 0 and +3% of the OMC in Standard compactive effort (AS1289 5.1.1)
- uniform compaction in layers of less than 200 mm compacted thickness using a sheepsfoot roller to achieve a dry density ratio of greater than 95% relative to Standard compactive effort (AS1289 5.1.1)
- · effective bonding between layers.

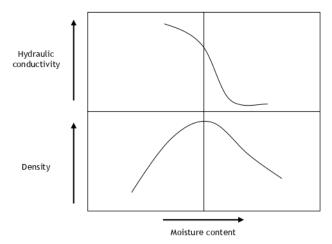


Figure 9 - Typical relationship between hydraulic conductivity, dry density and moisture content for a clay soil

16.4 Attachment 4—CQA minimum requirements

The quality of geosynthetics used and the quality of the field installation are directly related to the overall performance of the geosynthetics liner system. The works specifications should include detailed construction quality assurance (CQA) requirements to be carried out during the construction of the system.

The CQA plan must be approved by the EPA before commencement of construction works. Any proposed change to the CQA plan must be made in consultation with the EPA.

The installation of the liners must be undertaken by personnel experienced in installation of geosynthetics, and must be carried out in the full-time presence of an experienced and independent CQA officer who must not be in the employ of the geosynthetics supplier or the installation contractor. At the completion of the works, the CQA officer should provide a report on the CQA program and a statement of whether the geosynthetics systems have been installed in accordance with the specifications.

Test information should be provided by the supplier and installation contractors before and during the construction of the liner system to facilitate checking and corrective actions where appropriate. The following testing is considered the minimum information required to be reported for the installed geosynthetics liner system:

- test results of the delivered materials to the site compared with the specified material requirements
- the integrity of the materials delivered to the site and during handling and placement
- test results of non-destructive tests on joins and seams
- test results of destructive tests on joins and seams
- an as-constructed record of the location of repaired defects, joins and seams.

All information shall be presented in a construction report for approval by the EPA.

16.5 Attachment 5—Minimum properties for various geosynthetic lining materials for base liner systems

Tables B1 and B2 provide minimum properties for HDPE and GCL geosynthetic lining materials. These minimum properties are intended to provide a guide related to survivability during installation and joining. The design of the liner system may require additional parameters or improved values compared with these tables, to provide the design performance of the liner system.

The materials listed behave differently and hence the tables include different properties for different materials. The selection of material should be based on the performance requirement of the base and side liner. In general, the chemical resistance and durability of liner materials are primary considerations, due to the waste and leachate being in contact with the base geosynthetic materials.

Testing frequencies of the materials should be related to the area being lined for the project and the parameter being tested.

Table B1 High density polyethylene (HDPE) geomembrane (smooth or textured)

Property	Value	Test method ASTM
Density	≥ 0.94 g/cm ³	D1505
Elongation at break (smooth liner)	≥700%	D6693
Elongation at break (textured liner)	≥100%	
Elongation at yield	≥12%	D6693
Puncture resistance	≥400 11	D4833
Notched content tensile test resistance	≥300 hours	D5397
Carbon black content	2-3%	D1603
Standard oxidative induction time (OIT)	>100 minutes	D3895
Oven aging at 85 °C—standard OIT	>55%	D3895

Table B2 Geosynthetic clay liner (GCL)

Property	Value	Test method ASTM
Mass of top and bottom geotextile	>100 g/m ²	D5261
Mass of sodium bentonite or	>3000 g/m ²	D5993
Bentonite swell index	>6000 g/m² >16 mL/2g	D5890
Peel strength	>300 II/m	D6496

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16.6 Attachment 6—Minimum properties for various geosynthetic lining materials for caps

Tables C1 to C5 provide minimum properties for various geosynthetic lining materials. These minimum properties are intended to provide a guide related to survivability during installation and joining. The design of the liner system may require additional parameters or improved values compared with these tables, to provide the design performance of the liner system.

The materials listed behave differently and hence the tables include different properties for different materials. The selection of material should be based on the performance requirement of the cap. In general, the more flexible materials listed in the tables would be considered for a cap, to better accommodate deformation of the cap due to waste settlement. Chemical resistance of cap materials is generally a secondary consideration, due to the waste and leachate usually not being in contact with the capping geosynthetic materials.

Test frequencies of the materials should be related to the area being lined for the project and the parameter being tested.

Table C1 High density polyethylene (HDPE)

Property	Value	Test method ASTM
Density	≥ 0.94 g/cm ³	D1505
Elongation at break	≥700%	D6693
Elongation at yield	≥12%	D6693
Puncture resistance	≥250 11	D4833
Notched content tensile test resistance	≥300 hours	D5397
Carbon black content	2-3%	D1603
Standard oxidative induction time	>100 minutes	D3895

Table C2 Linear low density polyethylene (LLDPE)

Property	Value	Test method ASTM	
Density	≥ 0.939 g/cm³	D1505	
Elongation at break	≥800%	D638 Type III	
Puncture resistance	≥120 Ⅱ	D4833	
Axi-symmetric break strain	≥30%	D5617	
Carbon black content	2-3%	D1603	
Standard oxidative induction time	>100 minutes	D3895	

Table C3 Polypropylene (PP)

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EPA guidelines—Environmental management of landfill facilities

Property	Value	Test method ASTM
Elongation at break (unreinforced)	≥700%	D638 Type IV
Puncture resistance	≥120 Ⅱ	D4833
Carbon black content	2-3%	D1603
High pressure oxidative induction time (oven aging at 85 $^{\circ}\text{C})$	>50% retained after 90 days	D5885

Table C4 Polyvinyl chloride (PVC)

Property	Value	Test method ASTM	
Density	≥ 1.2 g/cm ³	D792	
Elongation at break	≥250%	D638 Type IV	
Tear strength	≥3511	D1004	
Dimensional stability	<3%	D1204	
Volatile loss	<0.5%	D1203	

Table C5 Geosynthetic clay liner (GCL)

Property	Value	Test method ASTM
Mass of top and bottom geotextile	>100 g/m ²	D5261
Mass of bentonite	>2500 g/m ²	D5993
Bentonite swell index	>16 mL/2g	D5890
Peel strength	>150 II/m	D6496

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Ref: CR19/77102



Town of Gawler Administration Centre

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11 November 2019

Dear Resident/Landowner/Business Operator

Re: Former Paxton Street Landfill, Environmental Assessment Investigation.

In February 2019 you were advised of a series of environmental investigations to be undertaken by Council to inform the preparation of a Management Plan for the ongoing monitoring and management of Council's former landfill site located at Little Paxton Street, Williston, which was closed in June 1991 in accordance with the requirements of the South Australian Waste Management Commission.

As expected municipal waste, along with inert and soil fill material, has been detected during the detailed environment investigations undertaken by GHD on the former landfill site.

However, landfill gas monitoring undertaken recorded no surface methane emissions above ambient (fresh air) levels during the monitoring event undertaken on 31 January 2019. This would suggest that the following possible scenarios are occurring:

- The cover material is sufficiently restricting any direct methane emissions to the surface;
- The landfill gas being generated onsite is not under sufficient pressure to penetrate the cover material; or
- The emissions rate is slow enough that the methane that diffuses through the cap is
 of such quantity that there is immediate dilution by atmospheric air.

Landfill gas (Methane) was detected in some bore holes. The main source of landfill gas would be the putrescible waste. Due to the age of the waste mass (approximately 50 years), the rate of methane generation is expected to be well beyond the peak generation rate.

No groundwater was encountered as part of the testing, with boring reaching a depth of 20 Meters. As such, groundwater contamination is considered unlikely.

The impacts from any onsite surface emissions to land uses off-site are assumed to be negligible. Landfill methane appears confined within the waste mass or in the immediate vicinity of it, with no elevated methane readings detected at three bores located at the northeast corner of the landfill site boundary. Landfill gas does not appear to be under high

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pressure, with almost all flow rate readings being negligible (i.e. 0.1 L/hr). Two landfill gas bores on the northwest corner registered elevated levels of methane.

Council advises that the observed landfill gas levels at the former Paxton Street landfill do not pose a risk to residents and that the current situation at the former Paxton Street Landfill does not pose health risks above acceptable levels.

As a result of the investigations undertaken, Council will be installing a ventilation trench to monitor and further mitigate any potential lateral migrations of landfill gas from the site towards premises on Panter Street.

Again, it must be noted that to date no landfill gas have been detected off-site of the landfill and in storm water pits in Panter Street. It is anticipated that the trench approximately 85metres long, 300mm wide and 2m deep located within the former landfill site will be installed within the next few weeks, and take 3 days to complete. The trench will be backfilled with gravel.

The project team will make every effort to minimise any impacts on nearby residents and business operators. There may be some additional vehicle movements and low-level noise from activities. This will only be minor in nature.

Council is expecting to receive the final report early in the New Year from GHD on the outcomes of the environmental assessment including a Management Panel identifying any further remediation works required for the former landfill site in order to comply with contemporary standards.

We thank you for your patience and understanding during these works. For further information please refer to the attached information sheet. If you have any questions or concerns during these works, please contact Jack Darzanos, Team Leader Environmental Services on 8522 9257 or Jack.Darzanos@gawler.sa.gov.au.

Yours sincerely,

Henry Inat
Chief Executive Officer
Town of Gawler

Enclosed.

- 1. Site Map
- 2. General Information on Landfills

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Site Map; Former landfill site, Paxton Street, Willaston SA

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Former Paxton Street Landfill, Environmental Investigation

Background

The Town of Gawler's Community Plan (2017-2027) sets out the Council's commitment to respecting and nurturing the environment. This commitment is reflected in the requirement to 'develop management plans for Council managed land which includes the Council's former landfill site located at Little Paxton Street, Willaston. The site was closed as a landfill in June 1991 to the closure requirements of the South Australian Waste Management Commission.

Council operates the former landfill site as a Council Works Depot. Council offices are located approximately 50 metres west of the old landfill pit. There are also service sheds on site that border the edge of the former waste pit. There are some residential properties to the north of where the former quarry pit was located.

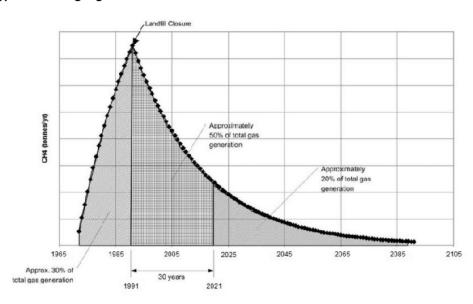
Environmental investigation

The Council engaged GHD, an external consultant, to conduct a phased environmental investigation program over February to August 2019 to assess possible land and groundwater contamination and the likely presence of landfill gas. The investigation eliminated the risk of groundwater contamination and detected the presence of Landfill Gas (LFG) along the north western boundary of the former landfill pit.

Landfill gas production

LFG is produced when organic material in the waste decomposes. The generation of LFG is controlled by the waste's age and composition, as well as environmental factors such as temperature and moisture content. Approximately 30% of LFG was generated before the landfill was closed in 1991. The peak level of emissions occurred at closure in 1991. The level of Landfill gas generated and emitted reduces over time as the amount of organic waste decays, as shown in the diagram below. By 2021, 50% of the total gas generated will have escaped. The remaining 20% of Landfill Gas will slowly generate over the next 70 years and escape into the atmosphere.

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Typical landfill gas generation curve

Source: Adapted from US EPA's LandGEM model

Landfill gas risk assessment

LFG may present a risk to the health of people, the environment and infrastructure. LFG can have an odour, be toxic to humans, flora and fauna, be flammable and contribute to greenhouse gas emissions.

To manage any possible LFG risk, the Council commissioned GHD to conduct an investigation to assess the three possible pathways of LFG migrating to people and the environment. The results of the investigation are summarised for each pathway as follows:

- 1. Direct LFG emissions through the soil cap- below ground monitoring identified elevated levels of landfill gas at 4 soil boreholes (BH04-BH06, BH09) and low levels at other boreholes where organic material in the landfill waste is decaying. These bores are well within the depot grounds. Surface monitoring across the landfill cap did not indicate that LFG was present. There have been no gas complaints made to Council or the EPA. Any LFG emitted directly from the soil cap was assessed to rapidly disperse into the atmosphere. Personnel working at the depot are not considered to be at risk from LFG exposure. LFG screening in utility pits conducted onsite did not detect any LFG gas.
- 2. LFG emissions that may move sideways to nearby structures and pits- no landfill odour issues have been reported or other evidence of LFG such as vegetation dieback was observed and utility pits testing in Panter Street did not detect any methane or carbon dioxide. However the investigation detected elevated levels of methane and/or carbon dioxide LFGs at 5 monitoring wells (LFG01-05) and 3 soil boreholes (BH01- BH03) along the northern boundary of the site.

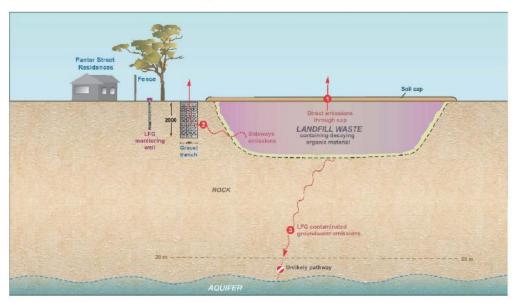
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Landfill gas emitted sideways through the soil profile was considered possible, although unlikely. As a precautionary measure, council has engaged GHD to install a landfill gas cut-off trench. This precautionary measure will mitigate any sideways migration of landfill gas to the north toward Panter Street residences.

3. LFG contaminated groundwater or sideways emissions that seep into buildings or utility pits may present a risk to the health and safety of people. A groundwater well (GW1) was drilled to 20 metres in May 2019 did not strike groundwater. This result suggests a groundwater pathway for LFG is unlikely because the groundwater aquifer is more than 20 m below the ground surface.

The diagram below is a Conceptual Site Model that shows these different pathways for LFG and planned installation of a cut-off trench and monitoring wells.

Former Paxton Street Landfill Conceptual Site Model for LFGs



LFG cut-off trench

LFG cut-off trenches are a proven way to intercept any sideways movements of gas. Council will install a cut-off trench that is 2 metres deep, 300mm wide and 85 metres in length along the northern boundary of the former landfill pit (as shown on the LFG results map). The trench will be filled with gravel to provide a low resistance pathway for any LFG to escape into the atmosphere. By cutting off any potential sideways movement of LFG, the trench acts like a pressure relief valve and reduces the risk of LFG impacting on nearby residences and Council buildings at the Depot.

LFG monitoring wells

Monitoring wells have been installed to the north of where the trench will be installed to check that it is effective in cutting off any sideways movement of LFGs

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The installation of the trench and 2 additional LFG monitoring wells (LFG06 & LFG07) is scheduled to commence during September / October 2019. The works will occur on the Depot and no access to private property will be required. The trench will be dug with an excavator to a depth of 2 metres and be backfilled with gravel. The monitoring wells will be hand augured to a depth of 2 metres. The timing of the installation is expected to be up to three (3) days.

All environmental investigations, remediation and monitoring is undertaken in accordance with the *Environmental Protection Act 1993* and appropriate guidelines. The Council will use the monitoring results to assess the effectiveness of the cut-off trench and consider the appropriate community advice with the relevant South Australian government agencies.

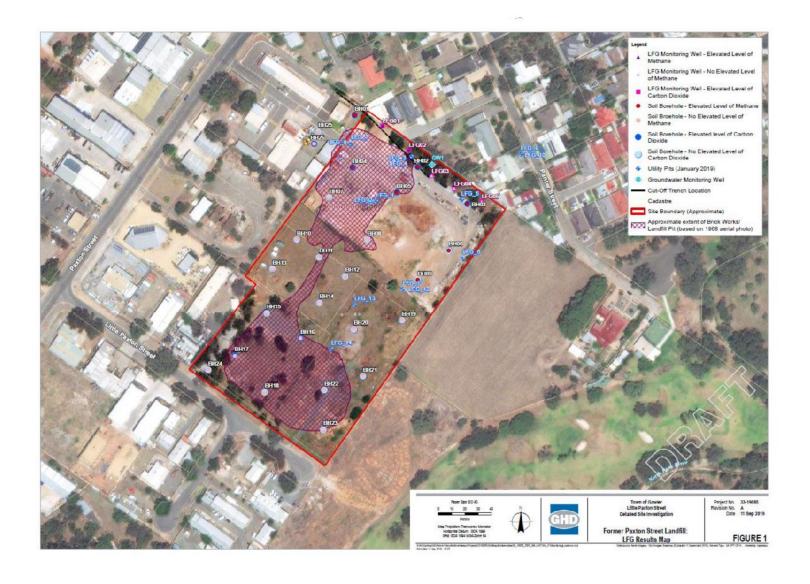
The project team will make every effort to minimise impacts on nearby residents and business operators. There may be some temporary disruptions, due to increased vehicles movements and low-level noise from trenching activities. This will only be minor in nature.

Further information

We thank you for your patience and understanding during these works.

If you have any questions or concerns during these works, please contact Jack Darzanos, Team Leader Environmental Services on 85229 257 or Jack.Darzanos@gawler.sa.gov.au.

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General Purpose Financial Statements for the year ended 30 June 2019

Certification of Auditor Independence

To the best of our knowledge and belief, we confirm that, for the purpose of the audit of Town of Gawler for the year ended 30 June 2019, the Council's Auditor, Dean Newbery & Partners has maintained its independence in accordance with the requirements of the *Local Government Act* 1999 and the *Local Government (Financial Management) Regulations* 2011 made under that Act.

This statement is prepared in accordance with the requirements of Regulation 22(3) *Local Government* (Financial Management) Regulations 2011.

Henry Inat
CHIEF EXECUTIVE OFFICER

Peter Brass
PRESIDING MEMBER, AUDIT COMMITTEE

Date: 7 November 2019

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GENERAL PURPOSE FINANCIAL STATEMENTS for the year ended 30 June 2019



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for the year ended 30 June 2019

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Town of Gawler

General Purpose Financial Statements for the year ended 30 June 2019

Certification of Financial Statements

We have been authorised by the Council to certify the financial statements in their final form.

In our opinion:

- the accompanying financial statements comply with the Local Government Act 1999, Local Government (Financial Management) Regulations 2011 and Australian Accounting Standards,
- the financial statements present a true and fair view of the Council's financial position at 30 June 2019 and the results of its operations and cash flows for the financial year,
- internal controls implemented by the Council provide a reasonable assurance that the Council's financial records are complete, accurate and reliable and were effective throughout the financial year,
- the financial statements accurately reflect the Council's accounting and other records.

Henry Inat
CHIEF EXECUTIVE OFFICER

Karen Redman MAYOR

Date: 7 November 2019

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Statement of Comprehensive Income for the year ended 30 June 2019

\$ '000	Notes	2019	2018
Income			
Rates Revenues	2a	22,467	21,643
Statutory Charges	2b	663	684
User Charges	2c	1,681	1,484
Grants, Subsidies and Contributions	2g	3,645	3,281
Investment Income	2d	32	34
Reimbursements	2e	389	326
Other Income	2f	90_	45
Total Income	_	28,967	27,497
Expenses			
Employee Costs	3a	10,692	9,842
Materials, Contracts & Other Expenses	3b	11,589	11,376
Depreciation, Amortisation & Impairment	3c	5,582	4,850
Finance Costs	3d	881	770
Net loss - Equity Accounted Council Businesses	19	46_	48
Total Expenses	_	28,790	26,886
Operating Surplus / (Deficit)		177	611
Asset Disposal & Fair Value Adjustments	4	(2,099)	(331)
Amounts Received Specifically for New or Upgraded Assets	2g	3,956	3,234
Physical Resources Received Free of Charge	2h _	4,349	481
Net Surplus / (Deficit) 1		6,383	3,996
Other Comprehensive Income			
Amounts which will not be reclassified subsequently to operating result			
Changes in Revaluation Surplus - I,PP&E	9a	3,830	25,110
Share of Other Comprehensive Income - Equity Accounted Council Businesses	19	1,008	5
Other Equity Adjustments - Equity Accounted Council Businesses		(5)	57
Total Other Comprehensive Income		4,833	25,172
Total Comprehensive Income	_		29,167
	_	,	,

¹ Transferred to Statement of Changes in Equity

The above statement should be read in conjunction with the accompanying Notes and Significant Accounting Policies.

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Statement of Financial Position

as at 30 June 2019

\$ '000	Notes	2019	2018
ASSETS			
Current Assets			
Cash and Cash Equivalents	5a	113	312
Trade & Other Receivables	5b	3,299	1,799
Inventories	5c	24	17
Total Current Assets		3,436	2,128
Non-Current Assets			
Financial Assets	6a	193	115
Equity Accounted Investments in Council Businesses	6b	4,529	3,572
Infrastructure, Property, Plant & Equipment	7a	259,714	239,705
Other Non-Current Assets	6c	6,647	13,049
Total Non-Current Assets		271,083	256,441
TOTAL ASSETS		274,519	258,569
LIABILITIES			
Current Liabilities			
Trade & Other Payables	8a	4,767	5,665
Borrowings	8b	909	852
Provisions	8c	2,856	2,775
Total Current Liabilities		8,532	9,292
Non-Current Liabilities			
Trade & Other Payables	8a	-	93
Borrowings	8b	19,335	13,817
Provisions Total Non-Current Liabilities	8c	149	81
	-	19,484	13,991
TOTAL LIABILITIES		28,016	23,283
Net Assets		246,503	235,286
EQUITY			
Accumulated Surplus		65,202	59,050
Asset Revaluation Reserves	9a	179,261	174,423
Other Reserves	9b	2,040	1,813
Total Council Equity		246,503	235,286
Total Council Equity		270,505	200,200

The above statement should be read in conjunction with the accompanying Notes and Significant Accounting Policies.

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Statement of Changes in Equity for the year ended 30 June 2019

			Asset		
		Accumulated	Revaluation	Other	Total
\$ '000	Notes	Surplus	Reserve	Reserves	Equity
2019					
Balance at the end of previous reporting period		59,050	174,423	1,813	235,286
a. Net Surplus / (Deficit) for Year		6,383	-	-	6,383
b. Other Comprehensive Income					
- Gain (Loss) on Revaluation of I,PP&E	7a	-	3,830	-	3,830
- Share of OCI - Equity Accounted Council Businesses	19	-	1,008	-	1,008
- Other Equity Adjustments - Equity Accounted Council Businesses	19	(5)	-	-	(5)
Other Comprehensive Income		(5)	4,838	-	4,833
Total Comprehensive Income		6,378	4,838	-	11,216
c. Transfers between Reserves		(227)	-	227	-
Balance at the end of period		65,202	179,261	2,040	246,503
2018					
Balance at the end of previous reporting period		55,082	149,313	1,724	206,119
a. Net Surplus / (Deficit) for Year		3,996	-	-	3,996
b. Other Comprehensive Income					
- Gain (Loss) on Revaluation of I,PP&E	7a	-	25,110	-	25,110
- Share of OCI - Equity Accounted Council Businesses	19	5	-	-	5
- Other Equity Adjustments - Equity Accounted Council Businesses	19	57	-	-	57
Other Comprehensive Income		62	25,110	-	25,172
Total Comprehensive Income		4,058	25,110	-	29,167
c. Transfers between Reserves		(89)		89	-
Balance at the end of period		59,050	174,423	1,813	235,286

The above statement should be read in conjunction with the accompanying Notes and Significant Accounting Policies.

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Statement of Cash Flows

for the year ended 30 June 2019

\$ '000	Notes	2019	2018
Cash Flows from Operating Activities			
Receipts			
Operating Receipts		29,061	27,078
Investment Receipts		32	34
Payments			
Operating Payments to Suppliers and Employees		(22,247)	(20,405)
Finance Payments		(842)	(748)
Net Cash provided by (or used in) Operating Activities	11b	6,004	5,959
Cash Flows from Investing Activities			
Receipts			
Amounts Received Specifically for New/Upgraded Assets		3,016	4,850
Sale of Replaced Assets		54	54
Sale of Surplus Assets		121	-
Repayments of Loans by Community Groups		55	66
<u>Payments</u>			
Expenditure on Renewal/Replacement of Assets		(6,609)	(2,530)
Expenditure on New/Upgraded Assets		(8,189)	(10,795)
Loans Made to Community Groups	_	(150)	
Net Cash provided by (or used in) Investing Activities		(11,702)	(8,355)
Cash Flows from Financing Activities			
Receipts			
Proceeds from Borrowings		6,426	3,419
<u>Payments</u>			
Repayments of Borrowings		(851)	(814)
Repayment of Bonds & Deposits	_	(76)	(7)
Net Cash provided by (or used in) Financing Activities		5,499	2,598
Net Increase (Decrease) in Cash Held	_	(199)	202
plus: Cash & Cash Equivalents at beginning of period	11 _	312	110
Cash & Cash Equivalents at end of period	11 _	113	312

The above statement should be read in conjunction with the accompanying Notes and Significant Accounting Policies.

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Notes to and forming part of the Financial Statements for the year ended 30 June 2019

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	n/a - not applicable	

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Notes to and forming part of the Financial Statements for the year ended 30 June 2019

Note 1. Summary of Significant Accounting Policies

The principal accounting policies adopted by Council in the preparation of these consolidated financial statements are set out below.

These policies have been consistently applied to all the years presented, unless otherwise stated.

1 Basis of Preparation

1.1 Compliance with Australian Accounting Standards

This general purpose financial report has been prepared on a going concern basis using the historical cost convention in accordance with Australian Accounting Standards as they apply to not-for-profit entities, other authoritative pronouncements of the Australian Accounting Standards Board, Interpretations and relevant South Australian legislation.

The financial report was authorised for issue by certificate under regulation 14 of the *Local Government (Financial Management) Regulations* 2011 dated 7 November 2019.

1.2 Historical Cost Convention

Except as stated below, these financial statements have been prepared in accordance with the historical cost convention.

1.3 Critical Accounting Estimates

The preparation of financial statements in conformity with Australian Accounting Standards requires the use of certain critical accounting estimates and requires management to exercise its judgement in applying Council's accounting policies.

1.4 Rounding

All amounts in the financial statements have been rounded to the nearest thousand dollars (\$'000).

2 The Local Government Reporting Entity

Town of Gawler is incorporated under the South Australian *Local Government Act 1999* and has its principal place of business at 43 High St, Gawler East SA 5118. These financial statements include the Council's direct operations and all entities through which Council controls resources to carry on

its functions. In the process of reporting on the Council as a single unit, all transactions and balances between activity areas and controlled entities have been eliminated.

Other entities in which Council has an interest but does not control are reported in Note 19.

3 Income Recognition

Income is measured at the fair value of the consideration received or receivable. Income is recognised when the Council obtains control over the assets comprising the income, or when the amount due constitutes an enforceable debt, whichever first occurs.

Where grants, contributions and donations recognised as incomes during the reporting period were obtained on the condition that they be expended in a particular manner or used over a particular period, and those conditions were undischarged as at the reporting date, the amounts subject to those undischarged conditions are disclosed in these notes. Also disclosed is the amount of grants, contributions and receivables recognised as incomes in a previous reporting period which were obtained in respect of the Council's operations for the current reporting period.

In recent years the payment of untied financial assistance grants has varied from the annual allocation as shown in the table below:

	Cash Payment Received	Annual Allocation	Difference
2016/17	\$2,233,466	\$1,474,397	+ \$759,069
2017/18	\$1,865,349	\$1,010,087	+ \$855,262
2018/19	\$1,829,959	\$875,049	+ \$954,910

Because these grants are untied, the Australian Accounting Standards require that payments be recognised upon receipt. Accordingly, the operating results of these periods have been distorted compared to those that would have been reported had the grants been paid in the year to which they were allocated.

The Operating Surplus Ratio disclosed in Note 15 has also been calculated after adjusting for the distortions resulting from the differences between the

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Notes to and forming part of the Financial Statements for the year ended 30 June 2019

Note 1. Summary of Significant Accounting Policies (continued)

actual grants received and the grants entitlements allocated.

4 Gawler East Link Road and Surrounds (GELR) Construction

In May 2017, the Town of Gawler signed Gawler East Link Road (GELR) Deeds with the Minister for Transport and Infrastructure ('the Minister') and Springwood Development Nominees Pty. Ltd. relative to the future construction of the Gawler East Link Road.

The Deed with the Minister commits Council to a financial contribution of \$8.167m towards the \$54.4m estimated cost of construction of the GELR, with the remaining \$46.233m being funded by the State Government.

The road will become a Council owned and maintained asset on completion.

The State Government will 'bankroll' construction of the road, with Council reimbursing the \$8.167m to the State Government over time as follows:

- \$2.4m within 30 days of practical completion of the GELR;
- \$500,000 no later than 12 months after practical completion of the GELR;
- \$5.267m based on the on-forwarding of per new allotment contributions received from developers over the life of the Gawler East development area.

The Deed signed with Springwood Development Nominees Pty. Ltd. commits the consortium to paying Council the \$500,000 due from Council to the State Government within 12 months of practical completion of the GELR.

The new allotment contributions received from developers each financial year will be due and payable to the State Government by 31 July of the subsequent financial year.

In this regard, such contributions received will be treated as an accrued expense for the reporting period immediately preceding the annual July payment to the State Government.

Council has since applied (from the 2017/18 financial year) a Gawler East Separate Rate as a financial security mechanism towards securing developer

contributions towards the GELR, with the intent being that the primary source of securing developer contributions towards the GELR will be via deeds entered into with various property developers within the Gawler East development area.

5 Cash, Cash Equivalents and other Financial Instruments

Cash Assets include all amounts readily convertible to cash on hand at Council's option with an insignificant risk of changes in value with a maturity of three months or less from the date of acquisition.

Receivables for rates and annual charges are secured over the subject land, and bear interest at rates determined in accordance with the Local Government Act 1999. Other receivables are generally unsecured and do not bear interest.

All receivables are reviewed as at the reporting date and adequate allowance made for amounts the receipt of which is considered doubtful.

All financial instruments are recognised at fair value at the date of recognition. A detailed statement of the accounting policies applied to financial instruments forms part of Note 13.

6 Inventories

Inventories held in respect of business undertakings have been valued at the lower of cost and net realisable value. No inventories in respect of stores are held.

7 Infrastructure, Property, Plant & Equipment

7.1 Initial Recognition

All assets are initially recognised at cost. For assets acquired at no cost or for nominal consideration, cost is determined as fair value at the date of acquisition.

All non-current assets purchased or constructed are capitalised as the expenditure is incurred and depreciated as soon as the asset is held "ready for use". Cost is determined as the fair value of the assets given as consideration plus costs incidental to the acquisition, including architects' fees and engineering design fees and all other costs incurred. The cost of non-current assets constructed by the

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Notes to and forming part of the Financial Statements for the year ended 30 June 2019

Note 1. Summary of Significant Accounting Policies (continued)

Council includes the cost of all materials used in construction, direct labour on the project and an appropriate proportion of variable and fixed overhead.

7.2 Materiality

Assets with an economic life in excess of one year are only capitalised where the cost of acquisition exceeds materiality thresholds established by Council for each type of asset. In determining (and in annually reviewing) such thresholds, regard is had to the nature of the asset and its estimated service life. Examples of capitalisation thresholds applied during the year are given below. No capitalisation threshold is applied to the acquisition of land or interests in land.

Office Furniture & Equipment	\$5,000
Other Plant & Equipment	\$5,000
Buildings - new construction/extensions	\$10,000
Park & Playground Furniture & Equipment	\$5,000
Road construction & reconstruction	\$10,000
Paving & footpaths, Kerb & Gutter	\$10,000
Drains & Culverts	\$10,000
Artworks	\$5,000

7.3 Subsequent Recognition

All material asset classes are revalued on a regular basis such that the carrying values are not materially different from fair value. Significant uncertainties exist in the estimation of fair value of a number of asset classes including land, buildings and associated structures and infrastructure. Further detail of these uncertainties, and of existing valuations, methods and valuers are provided at Note 7.

7.4 Depreciation of Non-Current Assets

Other than land, all infrastructure, property, plant and equipment assets recognised are systematically depreciated over their useful lives on a straight-line basis which, in the opinion of Council, best reflects the consumption of the service potential embodied in those assets.

Depreciation methods, useful lives and residual values of classes of assets are reviewed annually.

Major depreciation periods for each class of asset are listed below. Depreciation periods for infrastructure assets have been estimated based on the best information available to Council, but

appropriate records covering the entire life cycle of these assets are not available, and extreme care should be used in interpreting financial information based on these estimates.

Plant, Furniture & Equipment Office Equipment Office Furniture Vehicles and Road-making Equip Other Plant & Equipment	5 to 10 years 10 to 20 years 5 to 8 years 5 to 15 years
Building & Other Structures Buildings – masonry Buildings – other construction Park Structures – masonry Park Structures – other construction Playground equipment Benches, seats, etc	50 to 250 years 20 to 40 years 50 to 100 years 20 to 40 years 15 to 20 years 10 to 20 years
Infrastructure Sealed Roads – Surface (Asphalt Seal) Sealed Roads – Structure (Spray Seal) Unsealed Roads Bridges – Concrete Paving & Footpaths, Kerb & Gutter Culverts Flood Control Structures Reticulation Pipes – PVC Reticulation Pipes – Other Pumps & Telemetry	25 to 40 years 15 to 25 years 10 to 20 years 80 to 100 years 50 to 150 years 50 to 75 years 80 to 100 years 70 to 100 years 25 to 100 years 15 to 25 years
Urban Elements Fencing & Bollards Earthworks Street Furniture Signage Other Infrastructure Assets	10 to 50 years 10 to 50 years 30 to 40 years 10 to 30 years 7 to 100 years
Other Assets Artworks Playground Equipment Swimming Pools Shade Structures Bores Court Surfaces Other Assets	Indefinite 15 to 20 years 40 to 50 years 10 to 30 years 20 to 40 years 14 to 25 years 7 to 100 years

7.5 Impairment

Assets whose future economic benefits are not dependent on the ability to generate cash flows, and where the future economic benefits would be replaced if Council were deprived thereof, are not subject to impairment testing.

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Notes to and forming part of the Financial Statements for the year ended 30 June 2019

Note 1. Summary of Significant Accounting Policies (continued)

Other assets that are subject to depreciation are reviewed for impairment whenever events or changes in circumstances indicate that the carrying amount may not be recoverable. An impairment loss is recognised for the amount by which the asset's carrying amount exceeds its recoverable amount (which is the higher of the present value of future cash inflows or value in use).

Where an asset that has been revalued is subsequently impaired, the impairment is first offset against such amount as stands to the credit of that class of assets in Asset Revaluation Reserve, any excess being recognised as an expense.

7.6 Borrowing Costs

Borrowing costs in relation to qualifying assets (net of offsetting investment revenue) have been capitalised in accordance with AASB 123 "Borrowing Costs". The amounts of borrowing costs recognised as an expense or as part of the carrying amount of qualifying assets are disclosed in Note 3, and the amount (if any) of interest revenue offset against borrowing costs in Note 2.

8 Payables

8.1 Goods & Services

Creditors are amounts due to external parties for the supply of goods and services and are recognised as liabilities when the goods and services are received. Creditors are normally paid 30 days after the month of invoice. No interest is payable on these amounts.

8.2 Payments Received in Advance & Deposits

Amounts other than grants received from external parties in advance of service delivery, and security deposits held against possible damage to Council assets, are recognised as liabilities until the service is delivered or damage reinstated, or the amount is refunded as the case may be.

9 Borrowings

Borrowings are initially recognised at fair value, net of transaction costs incurred and are subsequently measured at amortised cost. Any difference between the proceeds (net of transaction costs) and the redemption amount is recognised in the income

statement over the period of the borrowings using the effective interest method.

Borrowings are carried at their principal amounts which represent the present value of future cash flows associated with servicing the debt. Interest is accrued over the period to which it relates, and is recorded as part of "Payables".

10 Employee Benefits

10.1 Salaries, Wages & Compensated Absences

Liabilities for employees' entitlements to salaries, wages and compensated absences expected to be paid or settled within 12 months of reporting date are accrued at nominal amounts (including payroll based on-costs) measured in accordance with AASB 119.

Liabilities for employee benefits not expected to be paid or settled within 12 months are measured as the present value of the estimated future cash outflows (including payroll based on-costs) to be made in respect of services provided by employees up to the reporting date. Present values are calculated using government guaranteed securities rates with similar maturity terms.

Weighted avg. discount rate 1.36% (2018, 1.67%) Weighted avg. settlement period 5.4 years (2018, 5.8 years)

No accrual is made for sick leave as Council experience indicates that, on average, sick leave taken in each reporting period is less than the entitlement accruing in that period, and this experience is expected to recur in future reporting periods. Council does not make payment for untaken sick leave.

10.2 Superannuation

The Council makes employer superannuation contributions in respect of its employees to the Statewide Superannuation Scheme. The Scheme has two types of membership, each of which is funded differently. No changes in accounting policy have occurred during either the current or previous reporting periods. Details of the accounting policies applied and Council's involvement with the schemes are reported in Note 18.

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Notes to and forming part of the Financial Statements for the year ended 30 June 2019

Note 1. Summary of Significant Accounting Policies (continued)

11 Leases

Lease arrangements have been accounted for in accordance with Australian Accounting Standard AASB 117.

In respect of finance leases, where Council substantially carries all of the risks incident to ownership, the leased items are initially recognised as assets and liabilities equal in amount to the present value of the minimum lease payments. The assets are disclosed within the appropriate asset class and are amortised to expense over the period during which the Council is expected to benefit from the use of the leased assets. Lease payments are allocated between interest expense and reduction of the lease liability, according to the interest rate implicit in the lease.

In respect of operating leases, where the lessor substantially retains all of the risks and benefits incident to ownership of the leased items, lease payments are charged to expense over the lease term

12 Equity Accounted Council Businesses

Council participates in cooperative arrangements with other Councils for the provision of services and facilities. Council's interests in cooperative arrangements, which are only recognised if material, are accounted for in accordance with AASB 128 and set out in detail in Note 19.

13 GST Implications

In accordance with UIG Abstract 1031 "Accounting for the Goods & Services Tax"

- Receivables and Creditors include GST receivable and payable.
- Except in relation to input taxed activities, revenues and operating expenditures exclude GST receivable and payable.
- Non-current assets and capital expenditures include GST net of any recoupment.
- Amounts included in the Statement of Cash Flows are disclosed on a gross basis.

14 New accounting standards and UIG interpretations

In the current year, Council adopted all of the new and revised Standards and Interpretations issued by the Australian Accounting Standards Board (AASB) that are relevant to its operations and effective for the current reporting period. The adoption of the new and revised Standards and Interpretations has not resulted in any material changes to Council's accounting policies.

Town of Gawler has not applied any Australian Accounting Standards and Interpretations in these financial statements that have been issued but are not yet effective.

AASB 7 Financial Instruments - Disclosures and AASB 9 Financial Instruments commenced from 1 July 2018 and have the effect that non-contractual receivables (e.g. rates & charges) are now treated as financial instruments. Although the disclosures made in Note 13 Financial Instruments have changed, there are no changes to the amounts disclosed.

AASB 15 Revenue from Contracts with Customers and AASB 1058 Income of Not-for-Profit Entities, which will commence from 1 July 2019, affect the timing with which revenues, particularly special purpose grants, are recognised. Amounts received in relation to contracts with sufficiently specific performance obligations will in future be recognised as these obligations are fulfilled.

AASB 1058 clarifies and simplifies the income recognition requirements that apply to not-to-profit (NFP) entities, in conjunction with AASB 15, and AASB 2016-8. These Standards supersede the majority of income recognition requirements relating to public sector NFP entities, previously in AASB 1004 Contributions.

Identifiable impacts at the date of this report are:

Some grants received by the Council will be recognised as a liability, and subsequently recognised progressively as revenue as the Council satisfies its performance obligations under the grant. At present, such grants are recognised as revenue upfront.

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Notes to and forming part of the Financial Statements for the year ended 30 June 2019

Note 1. Summary of Significant Accounting Policies (continued)

Grants that are not enforceable and/or not sufficiently specific will not qualify for deferral, and continue to be recognised as revenue as soon as they are controlled. Council receives several grants from the Federal Government and State Government for which there are no sufficiently specific performance obligations these are expected to continue being recognised as revenue upfront assuming no change to the current grant arrangements.

Transition method

The Council intends to apply the practical expedients available for the full retrospective method. Where revenue has been recognised in full under AASB 1004, prior to 1 July 2019, but where AASB 1058 would have required income to be recognised beyond that date, no adjustment is required. Further, Council is not required to restate income for completed contracts that start and complete within a financial year. This means where income under AASB 1004 was recognised in the comparative financial year (i.e. 2018/19), these also do not require restatement.

AASB 16 Leases, which will commence from 1 July 2019, requires that the right of use conveyed by leasing contracts - except leases with a maximum term of 12 months and leases for non-material amounts - be recognised as a form of Infrastructure, Property, Plant and Equipment, and that the lease liability be disclosed as a liability. Although the effect on profit and loss will be non-material, the value of the Right of use asset, and the lease liability, to be disclosed is unable to be quantified at 30 June 2019.

The Council has assessed the impacts of the new standard that initial application of AASB 16 will have on its consolidated financial statements, however, the actual impacts may differ as the new accounting policies are subject to change until the Council presents its first financial statements that include the date of initial application.

Council anticipates that it will have a small number of operating leases but no finance leases.

Transition method

The Council intends to apply AASB 16 initially on 1 July 2019, using the modified retrospective approach. Therefore, the cumulative effect of adopting AASB 16 will be recognised as an adjustment to the opening balance of retained earnings at 1 July 2019, with no restatement of comparative information.

The Council intends to apply the practical expedient for the definition of a lease on transition. This means that it will apply AASB 16 on transition only to contracts that were previously identified as leases applying AASB 117 Leases and Interpretation 4 Determining whether an Arrangement contains a Lease.

The following list identifies all the new and amended Australian Accounting Standards, and Interpretation, that were issued but not yet effective at the time of compiling these illustrative statements.

The standards are <u>not</u> expected to have a material impact upon Council's future financial statements are:

Effective for annual reporting periods beginning on or after 1 January 2019

- AASB 15 Revenue from Contracts with Customers
- AASB 16 Leases
- AASB 16 Leases (Appendix D)
- AASB 1058 Income of Not-for-Profit Entities
- AASB 1058 Income of Not-for-Profit Entities Appendix D)
- AASB 1059 Service Concession Arrangements: Grantors
- AASB 1059 Service Concession Arrangements: Grantors (Appendix D)
- AASB 2016-8 Amendments to Australian Accounting Standards - Australian Implementation Guidance for Not-for-Profit Entities
- AASB 2017-1 Amendments to Australian Accounting Standards - Transfers of Investment Property, Annual Improvements 2014-2016 Cycle and Other Amendments
- AASB 2017-4 Amendments to Australian Accounting Standards – Uncertainty over Income Tax Treatments

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Notes to and forming part of the Financial Statements for the year ended 30 June 2019

Note 1. Summary of Significant Accounting Policies (continued)

- AASB 2017-6 Amendments to Australian Accounting Standards – Prepayment Features with Negative Compensation
- AASB 2017-7 Amendments to Australian Accounting Standards – Long-term Interests in Associates and Joint Ventures
- AASB 2018-1 Amendments to Australian Accounting Standards – Annual Improvements 2015–2017 Cycle
- AASB 2018-2 Amendments to Australian Accounting Standards – Plan Amendment, Curtailment or Settlement
- AASB 2018-3 Amendments to Australian Accounting Standards – Reduced Disclosure Requirements
- AASB 2018-4 Amendments to Australian Accounting Standards – Australian Implementation Guidance for Not-for-Profit Public Sector Licensors
- AASB 2018-5 Amendments to Australian Accounting Standards - Deferral of AASB 1059

Effective for annual reporting periods beginning on or after 1 January 2021

- AASB 17 Insurance Contracts
- AASB 17 Insurance Contracts (Appendix D)

15 Comparative Figures

To ensure comparability with the current reporting period's figures, some comparative period line items and amounts may have been reclassified or individually reported for the first time within these financial statements and/or the notes.

16 Disclaimer

Nothing contained within these statements may be taken to be an admission of any liability to any person under any circumstance.

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Notes to and forming part of the Financial Statements for the year ended 30 June 2019 $\,$

Note 2. Income

\$ '000	Notes	2019	2018
(a). Rates Revenues			
General Rates			
General Rates		21,201	20,418
Less: Mandatory Rebates		(363)	(356)
Less: Discretionary Rebates, Remissions & Write Offs		(951)	(920)
Total General Rates	-	19,887	19,142
Other Rates (Including Service Charges)			
Natural Resource Management Levy		361	352
Waste Collection		1,982	1,913
Separate Rate		173	173
Total Other Rates	_	2,516	2,438
Other Charges			
Penalties for Late Payment		64	63
Total Other Charges		64	63
Total Rates Revenues	_ :	22,467	21,643
(b). Statutory Charges			
Development Act Fees		216	256
Health & Septic Tank Inspection Fees		2	3
Animal Registration Fees & Fines		260	218
Parking Fines / Expiation Fees		120	141
Sundry		65	66
Total Statutory Charges		663	684
(c). User Charges			
Cemetery Fees		205	145
Lease and Property Rents		537	479
Sundry		67	44
Recreation Fees and Charges		395	387
Aquatic Centre Fees and Charges		398	369
Visitors Information Centre		79	60
Total User Charges		1,681	1,484

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Notes to and forming part of the Financial Statements for the year ended 30 June 2019

Note 2. Income (continued)

\$ '000	Notes	2019	2018
(d). Investment Income			
Interest on Investments			
- Local Government Finance Authority		18	14
- Loans to Community Groups		1	3
Developer Contributions	_	13	17
Total Investment Income	_	32	34
(e). Reimbursements			
Vehicle Use Reimbursements		109	105
Insurance Claims / Rebates		69	33
Legal Costs		1	1
Other	_	210	187
Total Reimbursements	_	389	326
(f). Other Income			
Commissions		3	4
Donations		21	8
Other		66	33
Total Other Income	_	90	45
(g). Grants, Subsidies, Contributions			
Amounts Received Specifically for New or Upgraded Assets		3,956	3,234
Total Amounts Received Specifically for New or Upgraded Assets		3,956	3,234
Other Grants, Subsidies and Contributions		344	328
Financial Assistance Grant		1,483	1,383
Roads to Recovery		570	433
Library Operating Grant		68	77
Home Support Program Grant		339	564
Local Roads Grant		825	482
Youth Development	_	16	14
Total Other Grants, Subsidies and Contributions Total Grants, Subsidies, Contributions	_	3,645 7,601	3,281 6,515
Total Grants, Subsidies, Contributions	_	7,001	0,515

The functions to which these grants relate are shown in Note 12.

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Notes to and forming part of the Financial Statements for the year ended 30 June 2019

Note 2. Income (continued)

2019	2018
4,912	5,023
2,286	854
403	638
7,601	6,515
955	855
1,435	122
1,152	96
595	70
1,167	193
4,349	481
	4,912 2,286 403 7,601 955 1,435 1,152 595 1,167

Note 3. Expenses

(a). Employee Costs			
Salaries and Wages		9,287	8,901
Employee Leave Expense		738	826
Superannuation - Defined Contribution Plan Contributions	18	614	605
Superannuation - Defined Benefit Plan Contributions	18	316	265
Workers' Compensation Insurance		260	249
Income Protection Insurance		144	132
Less: Capitalised and Distributed Costs		(667)	(1,136)
Total Operating Employee Costs		10,692	9,842
Total Number of Employees (full time equivalent at end of reporting period)		129	122

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