

## OFFICE OF THE MAYOR

# Gawler



Contact: Karen Redman

Ref: KR:ts  
CC16/772

3 December 2019

### Town of Gawler

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Dear Mr <sup>Bruce,</sup> Green

### Re: Town of Gawler Stage 1 Boundary Change Proposal

Further to my correspondence of 21 October 2019, I am pleased to advise that at the 26 November 2019 Council Meeting, Town of Gawler resolved to proceed with a submission of a Stage 1 Boundary Change Proposal, with the following resolution:

RESOLUTION 2019:11:COU421

Moved: Cr C Davies

Seconded: Cr D Fraser

*That Council:-*

1. *Notes the Council Change Proposal – Further Analysis and Stage 1 Proposal Report.*
2. *Notes the correspondence received from the Boundaries Commission and neighbouring Councils as provided in Attachments 1 and 3.*
3. *Notes that the staged approach to Boundary Reform includes a number of hold points requiring Council decision.*
4. *Approves the submission of a Stage 1 Proposal as provided as Attachment 6 to the Boundaries Commission for feedback.*
5. *Notes that feedback received from the Boundaries Commission on the Stage 1 Proposal will be presented to Council for consideration prior to proceeding to the development of a Stage 2 Proposal.*
6. *Adopts, in principle, the proposed communication and consultation plan for Stages 1 and 2 of the Boundary Reform Process.*
7. *Notes that the potential costs for further progressing its boundary reform deliberations forming the Stage 2 process is estimated at \$10,000. This cost will be sought to be allocated as part of the 2<sup>nd</sup> Quarter Budget Review. Should Council decide to proceed with the Stage 3 Investigation of a General Proposal to be conducted by the Boundaries Commission, a budget allocation will be prepared as part of the 2020/21 Budget.*

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Please find enclosed Town of Gawler's Stage 1 Boundary Change Proposal for the Commission's consideration. This Proposal includes an overview of the proposed boundary changes, a summary of key considerations pertaining to Council's deliberations and addresses the Principles under Section 26 of the Local Government Act (1999) for each Area of Interest.

Should the Commission require any additional information or wish to discuss this proposal in more detail, please do not hesitate to contact myself (contact details below) or Henry Inat, Chief Executive Officer on (08) 8522 9221 or via email at [Henry.Inat@gawler.sa.gov.au](mailto:Henry.Inat@gawler.sa.gov.au).

Kind regards



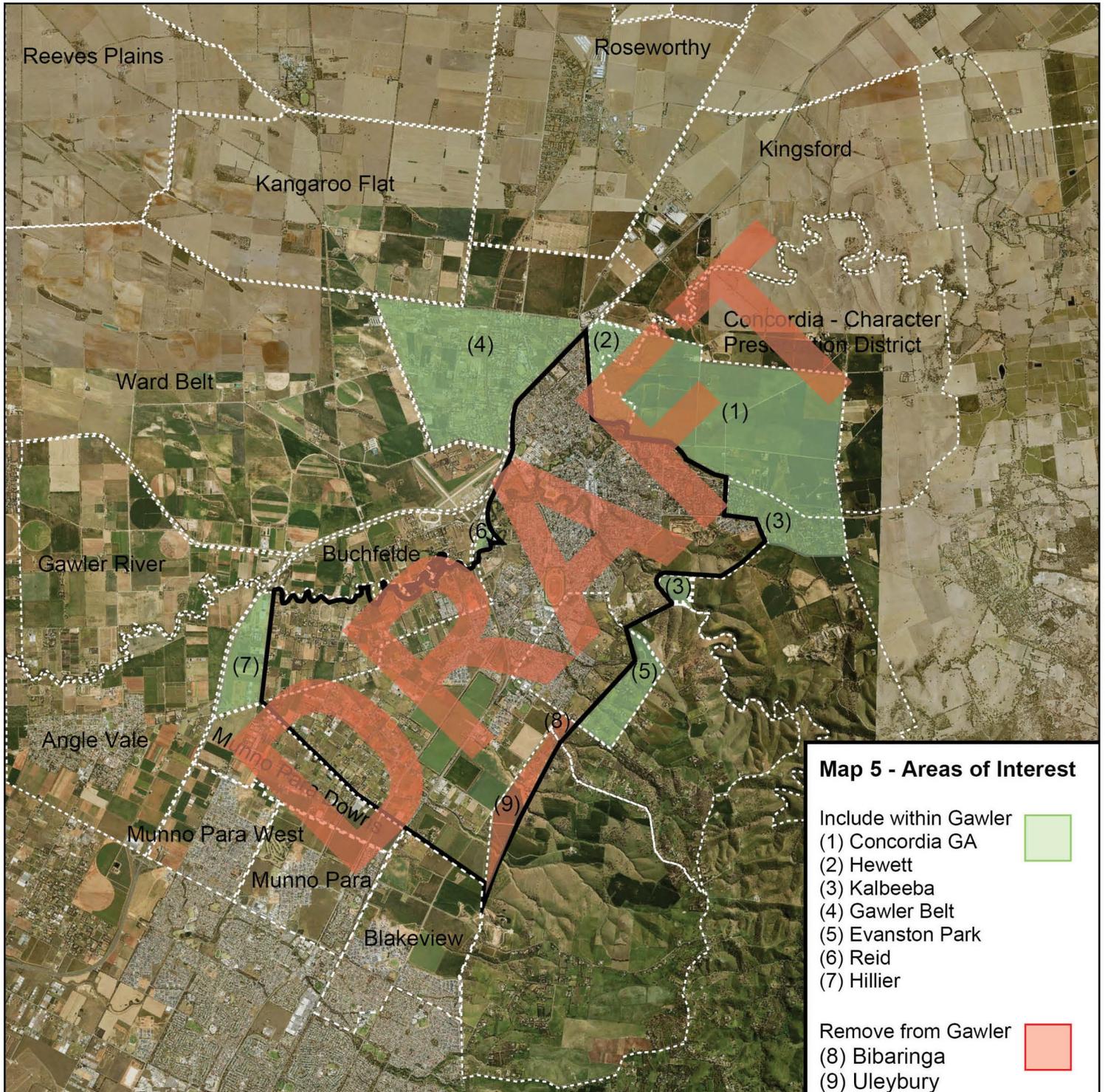
**Karen Redman**  
**Mayor**

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Attached

# 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

- 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 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 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:



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.

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.

## **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"

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.

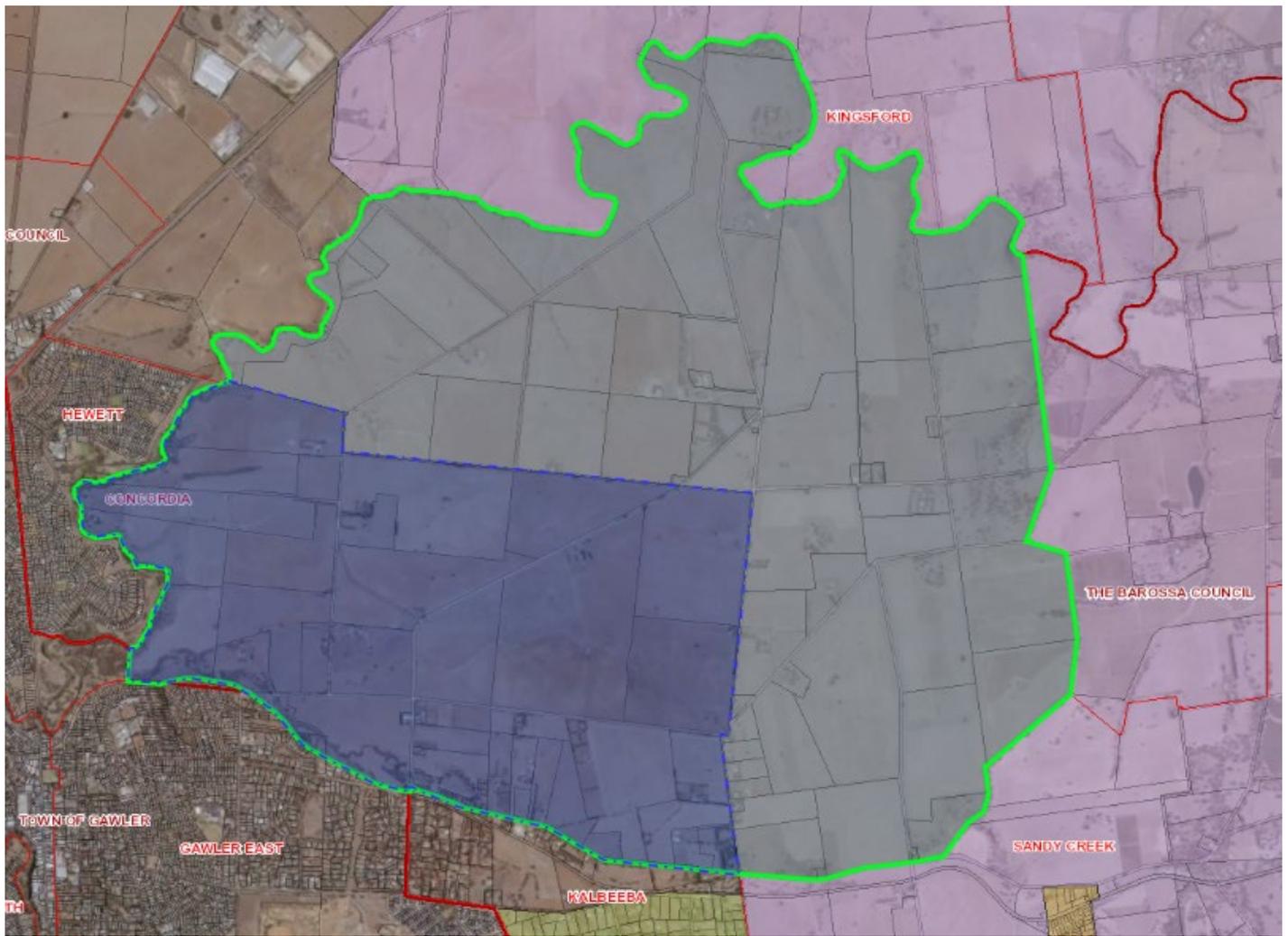
### 3. PROPOSED BOUNDARY CHANGES

#### 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 730m from Murray Street within Town of Gawler. In contrast, the land is more than 9km from Lyndoch, the closest township within the Barossa Council. Further to which Concordia is located up to 30km from Nuriootpa which is where the Barossa Council office is located.

The land has the capacity to accommodate in the order of 9785 lots/dwellings and approximately 20,000 people in a master planned community that will form a natural extension to the existing township of Gawler.



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).



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*.

**1. 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

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.

- 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.

##### **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**

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”<sup>1</sup>.*

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.”<sup>2</sup>*

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.”<sup>3</sup>*

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.

<sup>1</sup> <https://concordialand.com.au/> 7 August 2019

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

<sup>3</sup> <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.

## **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, 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.

## **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 (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.

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.

#### **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, 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)<sup>4</sup>, 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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<sup>4</sup> <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:

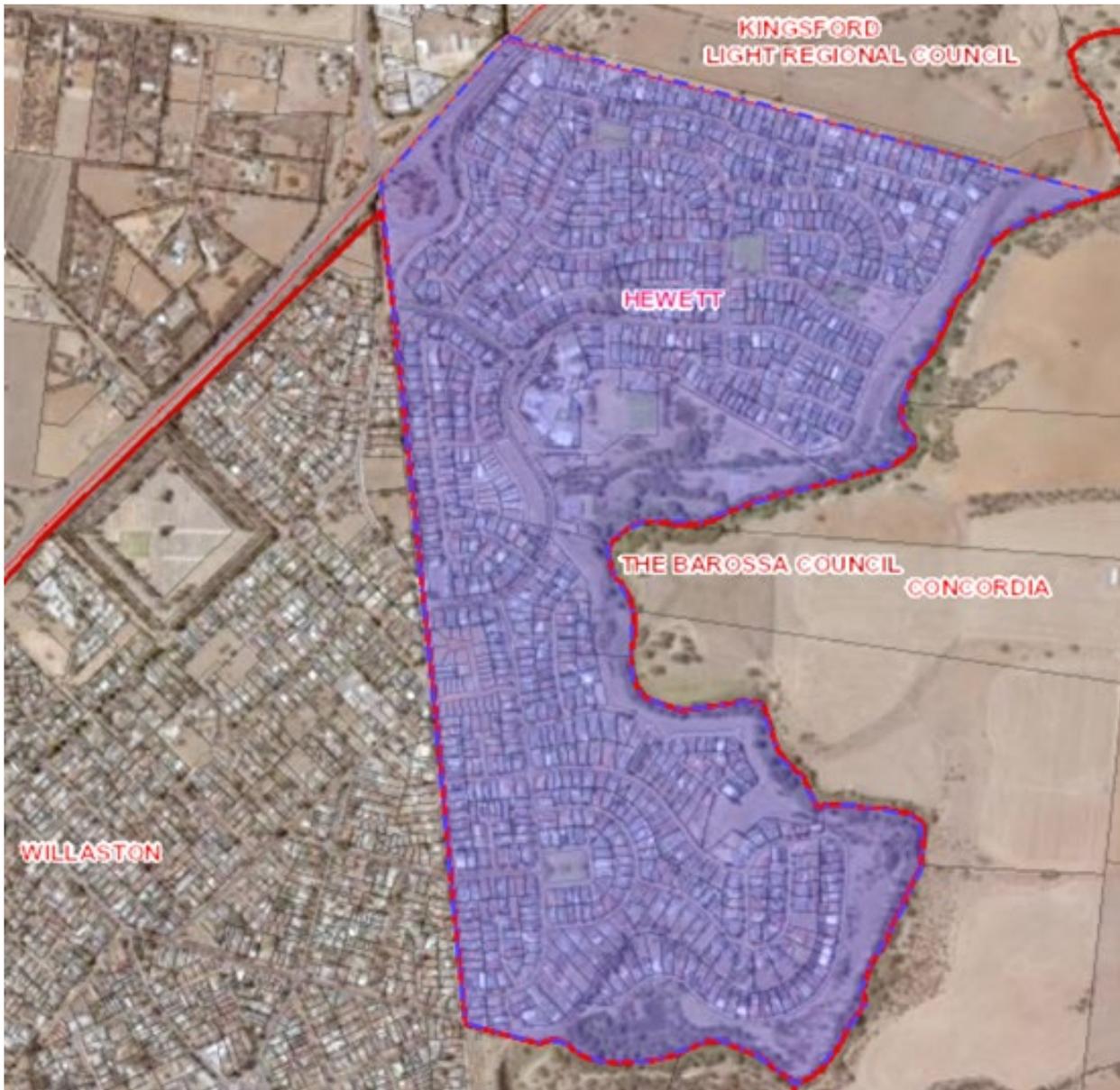
- Joint funding arrangements through Regional Development Australia, Barossa, Gawler, Light and Adelaide Plains.
- Gawler River Flood Plain Management Authority.
- Barossa Regional Procurement Group.
- Barossa Regional Procurement IT Group.
- Northern Adelaide Waste Management Authority.
- Health Services – 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.

### 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.

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*.

**1. 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).

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.
- 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*"<sup>5</sup>. 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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<sup>5</sup> <http://hewettcentre.com.au/about-us-2/> 12 November 2019

**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. 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.

**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, 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

(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.

#### **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)<sup>6</sup>, 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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<sup>6</sup> <http://www.lga.sa.gov.au/webdata/resources/files/Representation%20Quotas%202018-19.pdf>

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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:

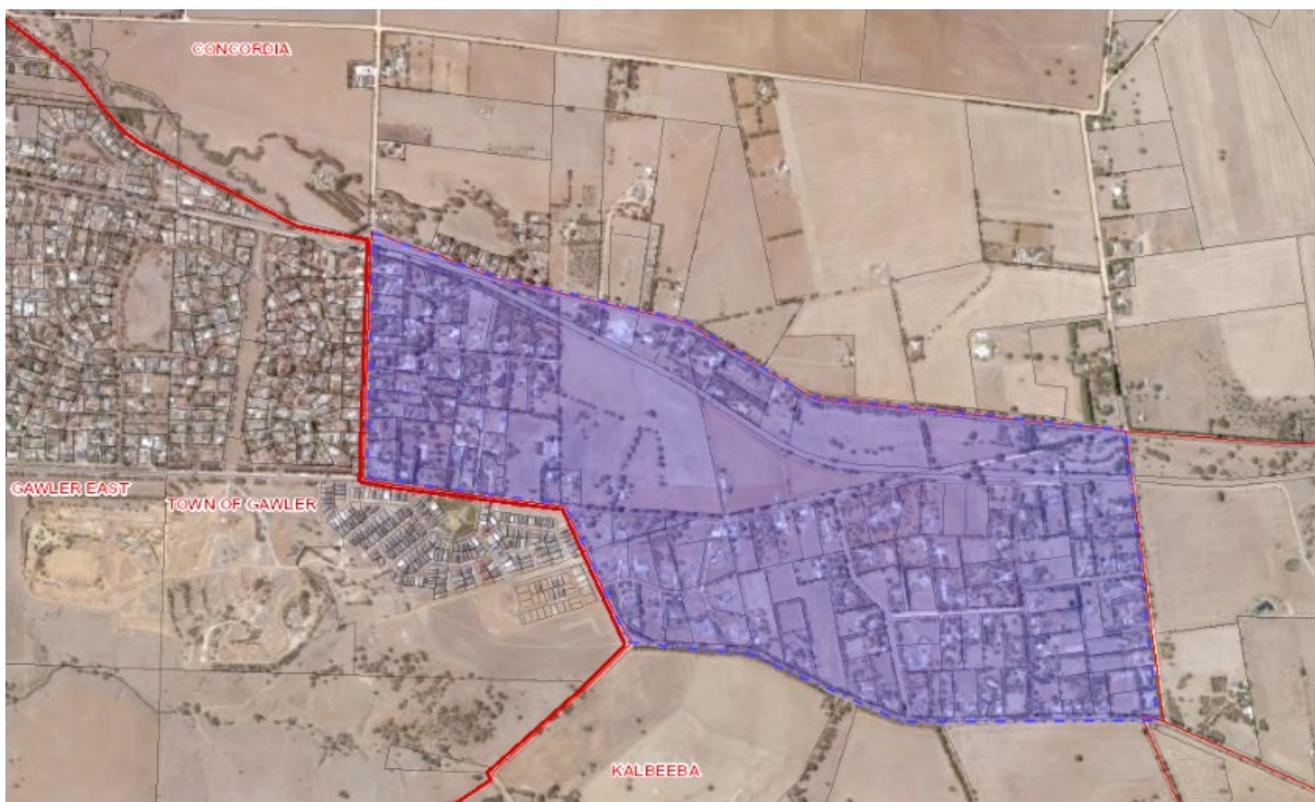
- Joint funding arrangements through Regional Development Australia, Barossa, Gawler, Light and Adelaide Plains.
- Gawler River Flood Plain Management Authority.
- Barossa Regional Procurement Group.
- Barossa Regional Procurement IT Group.
- Northern Adelaide Waste Management Authority.
- Health Services – 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.

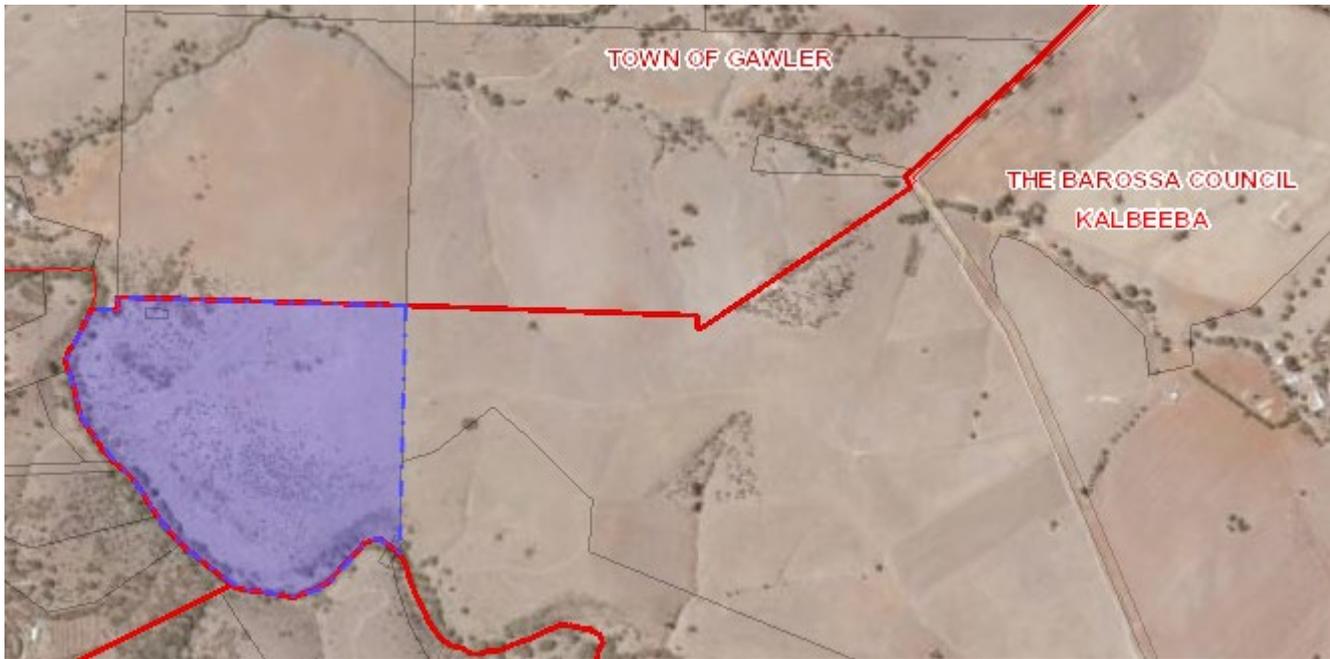
The benefits of regional collaboration are acknowledged and opportunities for further collaboration to advance our communities continue to be explored. However, limitations of this approach due to conflicting priorities and policies must also be acknowledged. Town of Gawler believes that through the 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.

### 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.





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*.

**1. 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.

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.

- 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:

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

**B1723**

Author: Director Development and Environmental Services

**MOVED** Cr de Vries that Council;

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

**Seconded** Cr Wiese-Smith

**CARRIED 2018-22/166**

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.

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.

**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 (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.

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)<sup>7</sup>, 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**

<sup>7</sup> <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

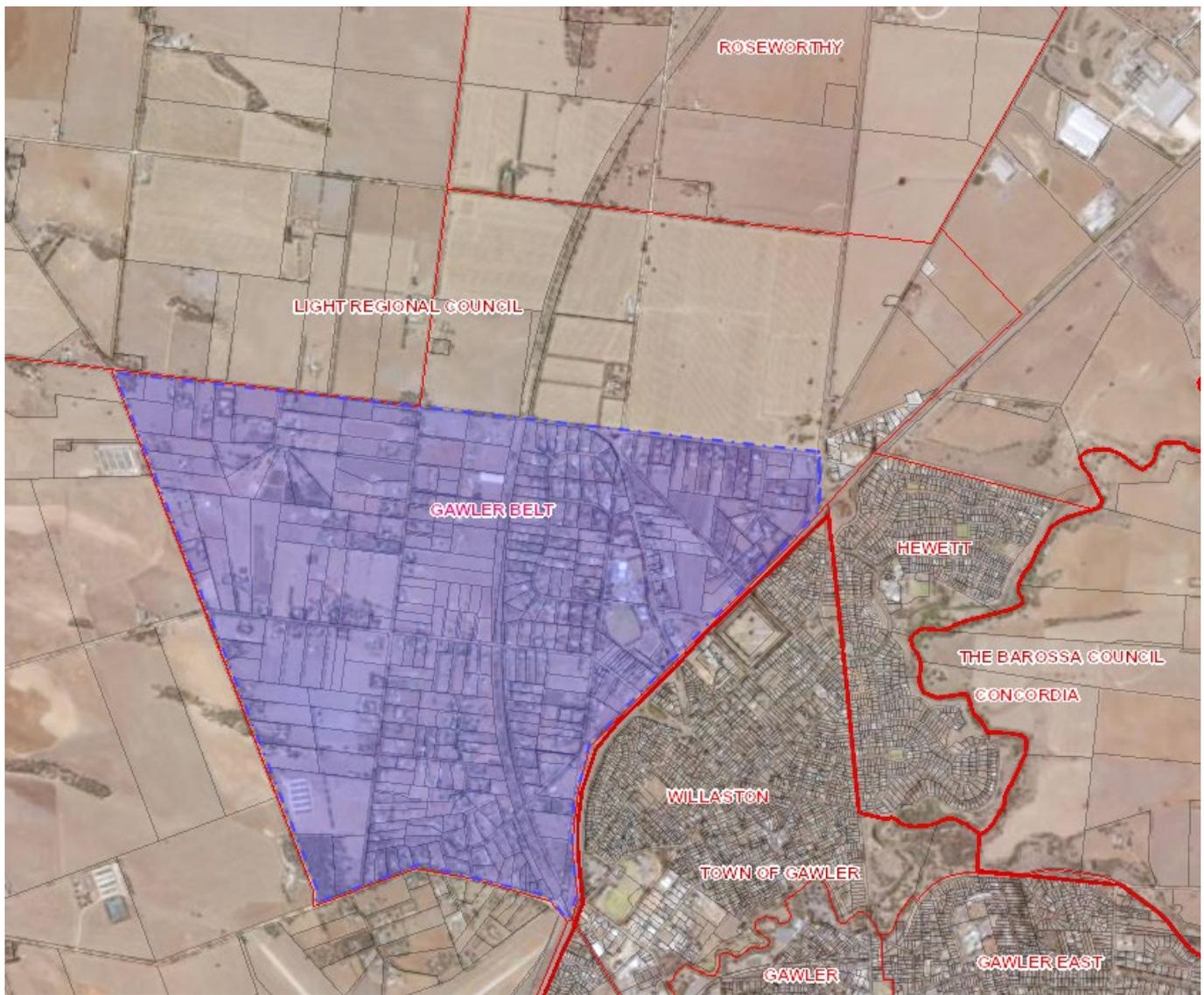
The benefits of regional collaboration are acknowledged and opportunities for further collaboration to advance our communities continue to be explored. However, limitations of this approach due to conflicting priorities and policies must also be acknowledged. Town of Gawler believes that through the 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.

### 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.

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*.

### **1. 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.

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.

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.

**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, 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.

**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 (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.

Furthermore, Xavier College is located in Gawler Belt and with over 800 enrolments in 2018<sup>8</sup>, 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.*"<sup>9</sup>

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 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)<sup>10</sup>, which

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<sup>8</sup> Xavier College, 2018 Annual Report to Community via <http://www.xavier.catholic.edu.au/>

<sup>9</sup> <http://www.xavier.catholic.edu.au/who-we-are>, 20 August 2019

<sup>10</sup> <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.

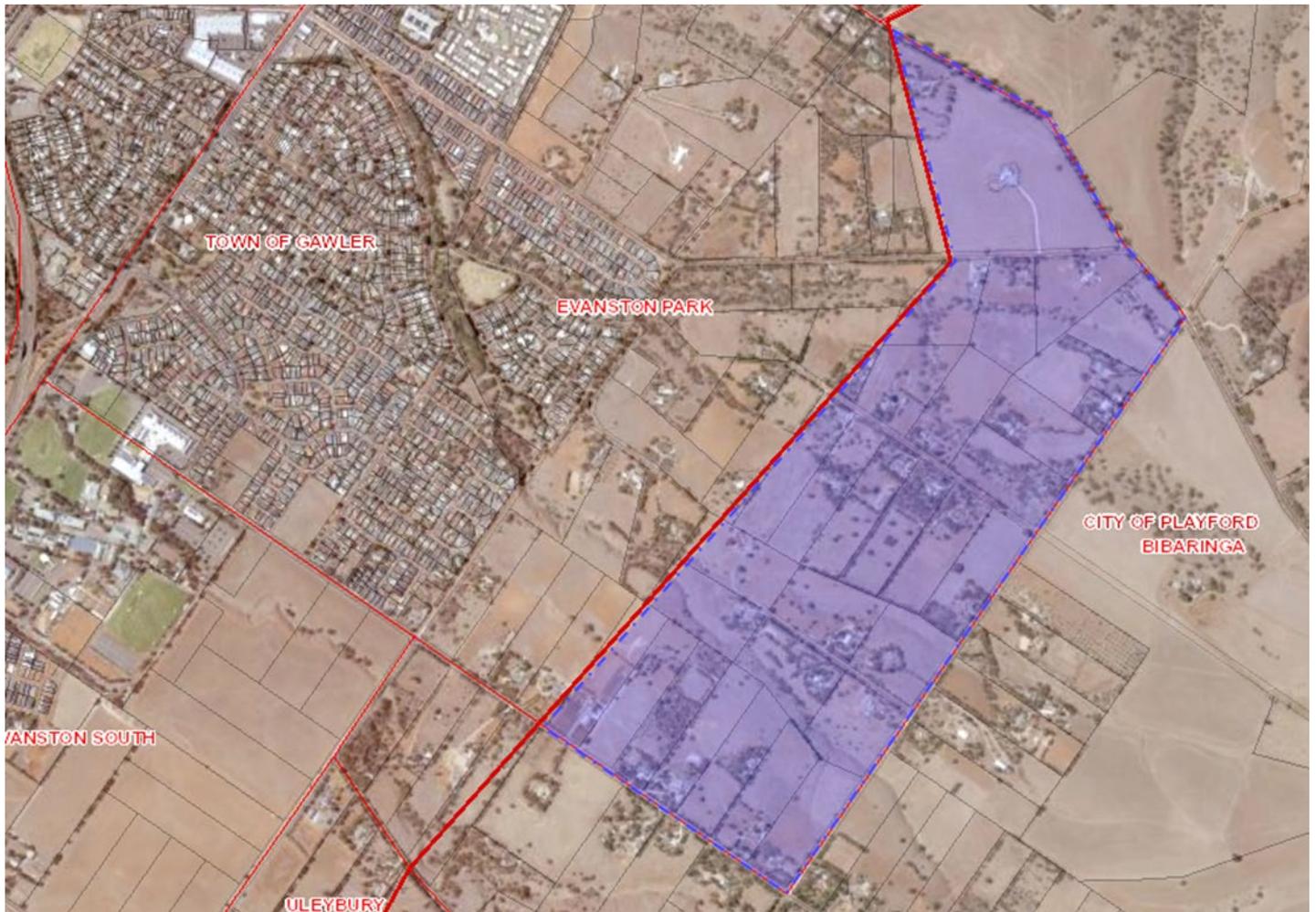
The benefits of regional collaboration are acknowledged and opportunities for further collaboration for the benefit of our communities continue to be explored. However, limitations of this approach due to conflicting priorities and policies must also be acknowledged. Town of Gawler believes that through

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.

### 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*.

#### **1. 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.

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.

## **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 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.

#### **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 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

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.

**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 (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

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.

**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)<sup>11</sup>, 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.

<sup>11</sup> <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**

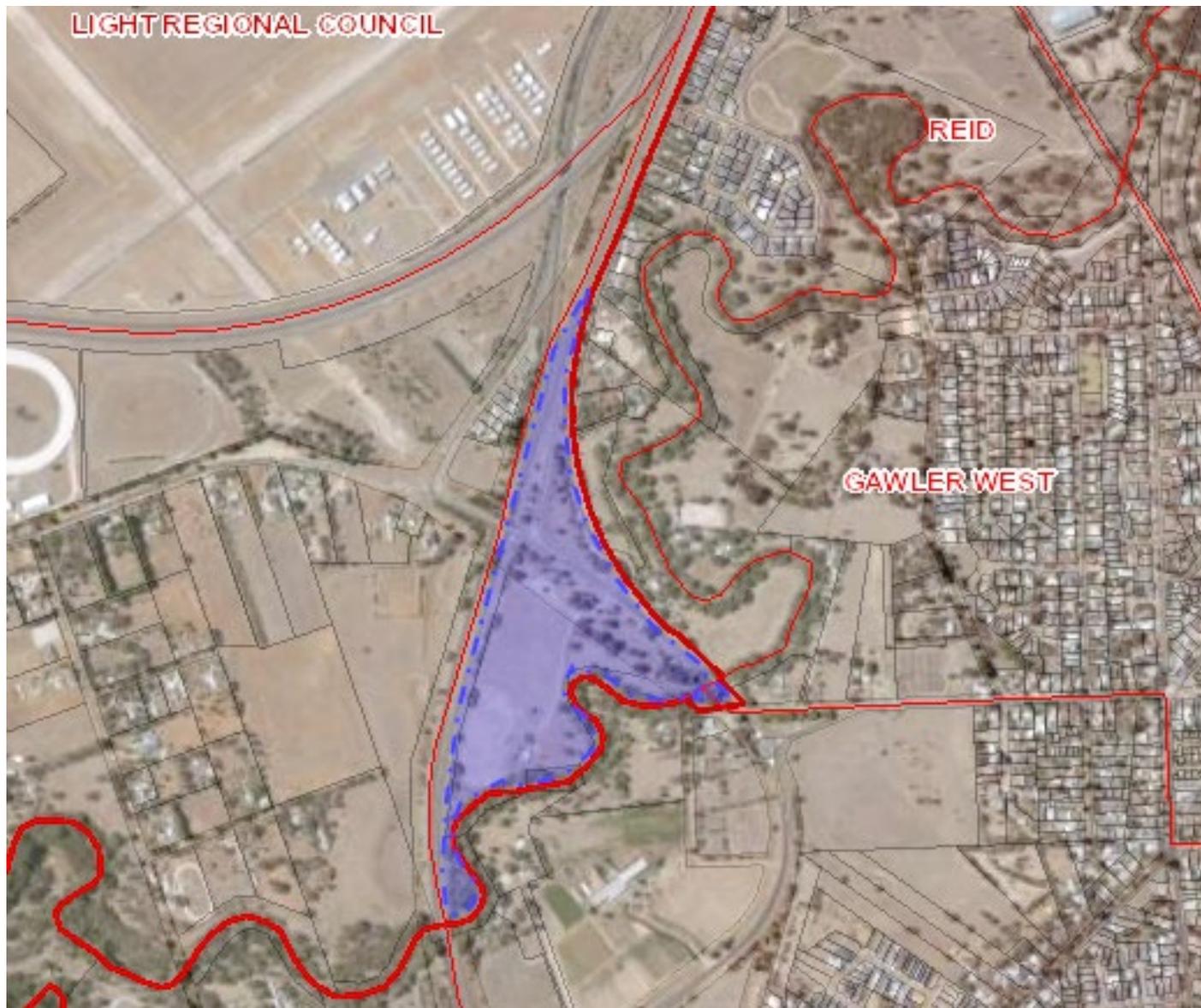
Town of Gawler, in partnership with regional partners are already collaborating in a number of areas including:

- 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.

### 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*.

**1. 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

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

## **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.
- 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.

#### **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.

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.

**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 (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.

**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)<sup>12</sup>, 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.

<sup>12</sup> <http://www.lga.sa.gov.au/webdata/resources/files/Representation%20Quotas%202018-19.pdf>

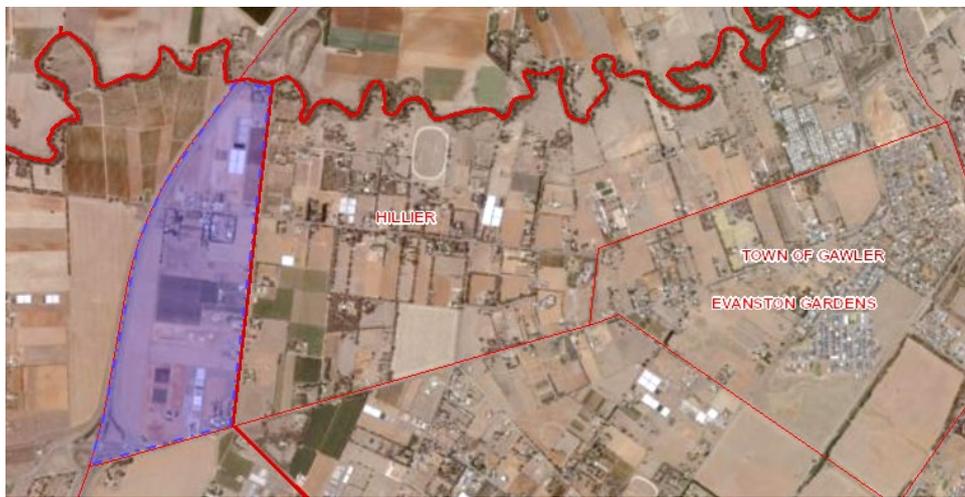
- Library Services – with Adelaide Plains Council.
- Animal Management Services – sharing of the dog pound with Light Regional Council.
- Environmental Health Inspectorial Services – ad-hoc support arrangement with Light Regional Council and Adelaide Plains Council.
- Information Technology Services (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.

### 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*.

#### **1. 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

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

### **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 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.

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.

**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. 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 Hillier 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.

**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 (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.

**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)<sup>13</sup>, which

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<sup>13</sup> <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

provide Council with the capacity to deliver on the wants and needs of its Community of Interest in the most effective way.

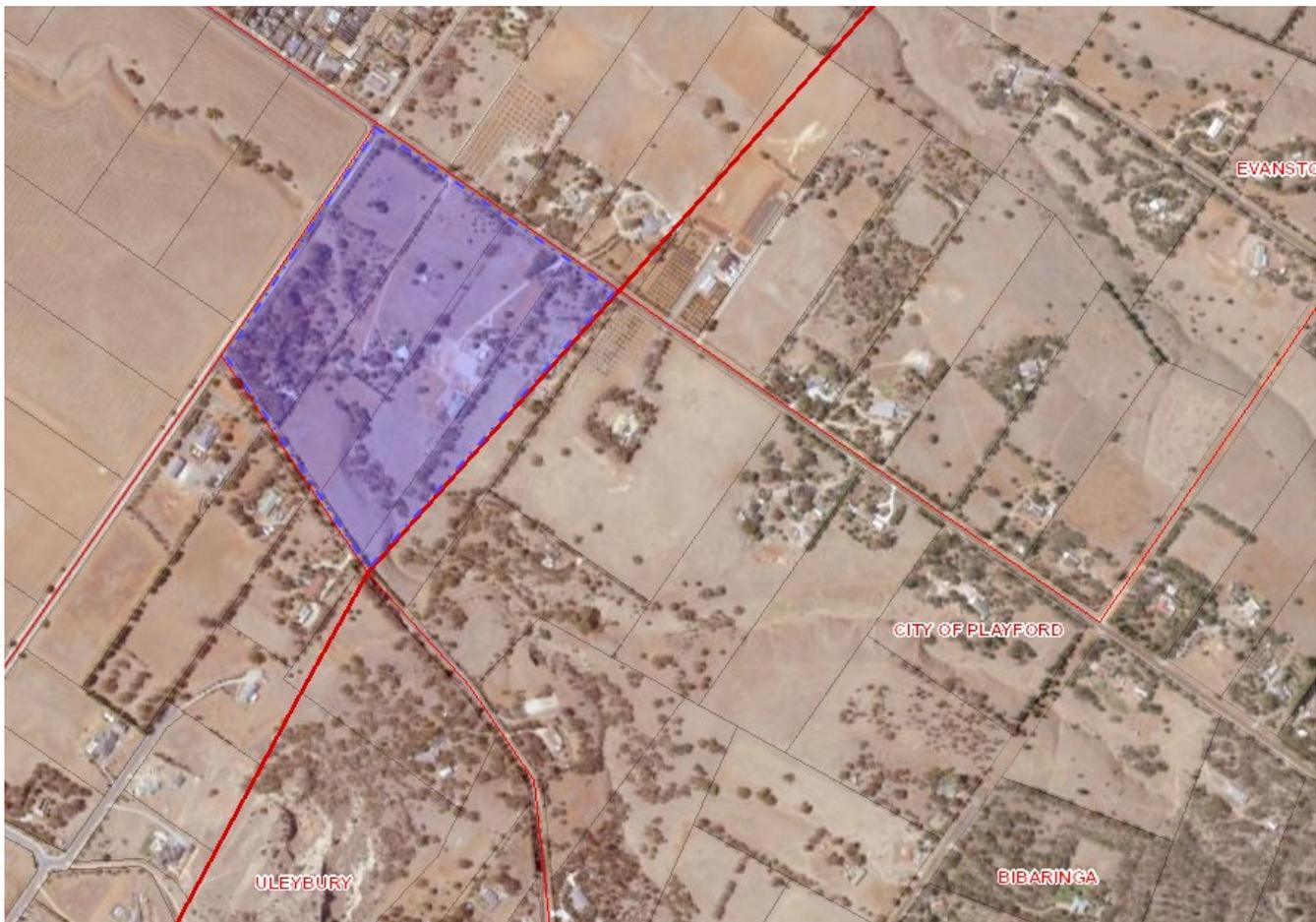
### 3.8 Bibaringa (Area 8) and Uleybury (Area 9)

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.

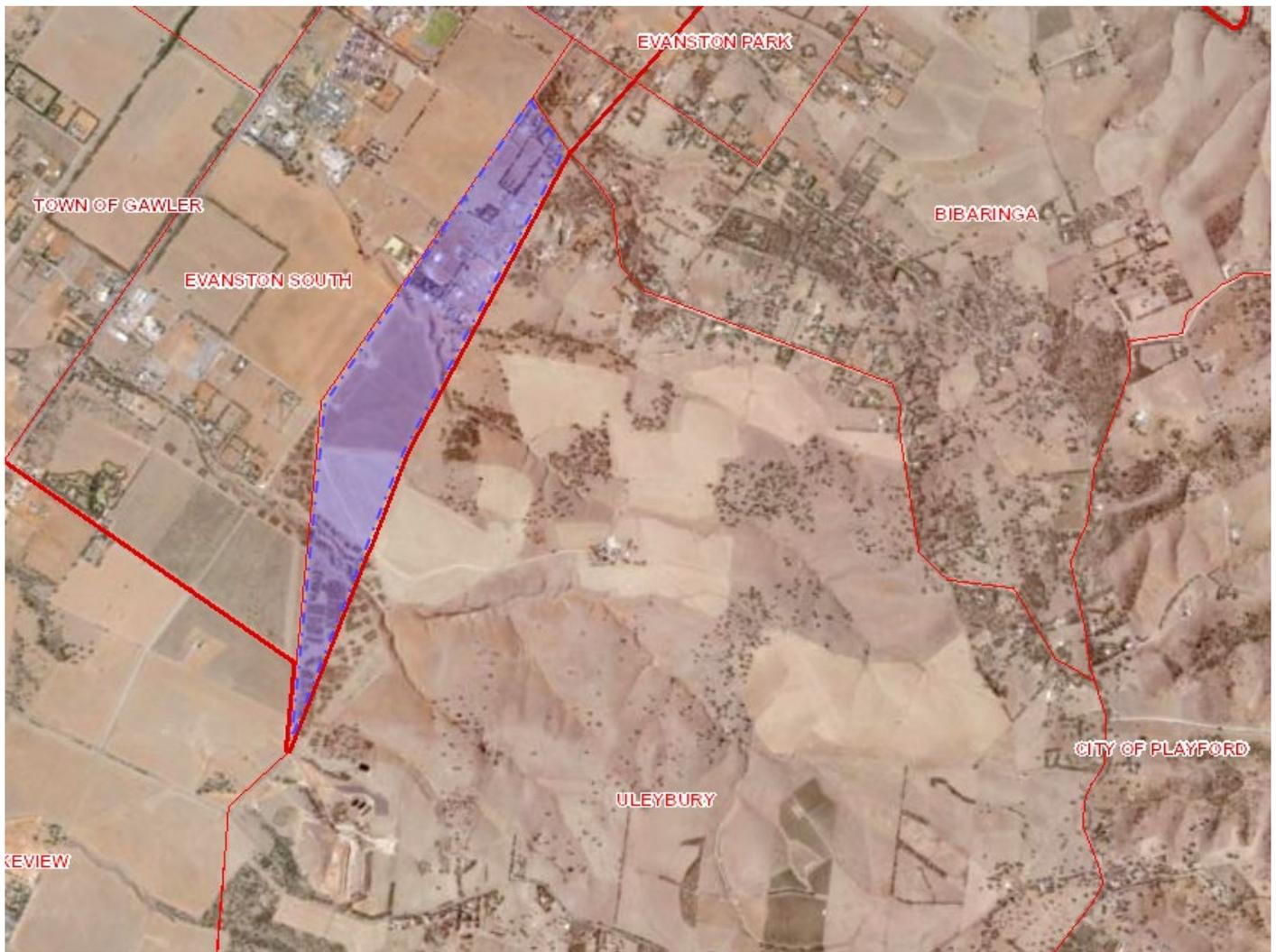
Additionally the Town of Gawler contains 23 properties in the suburb of Uleybury, also located in Council's Rural Zone along the eastern boundary. The remainder of Uleybury falls in the City of Playford and within their Hills Face Zone.

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.



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*.

**1. 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.

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.

**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**

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.

**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**

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.

**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)<sup>14</sup> 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**

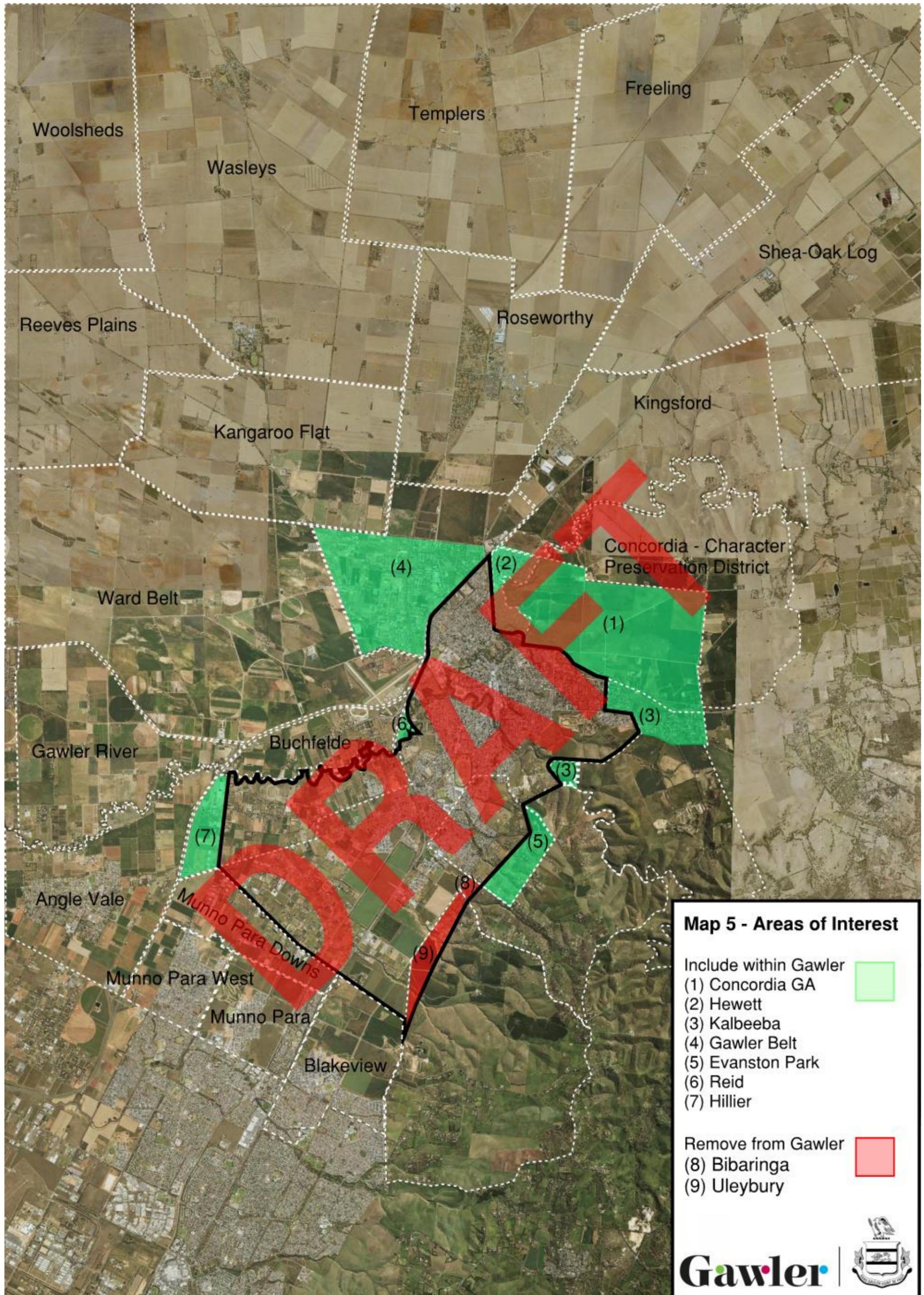
Town of Gawler, in partnership with regional partners are already collaborating in a number of areas including:

- 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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<sup>14</sup> <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.



## 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
<b>Operating Revenue:</b>		
Existing Town of Gawler *	34,000	
‘New’ revenue - Communities of interest ( <i>based on indexed indicative costs included in the 10 September 2019 report</i> )	<u>4,810</u>	
<b>TOTAL Operating Revenue</b>		<b>38,810</b>
<b>Operating Expenditure:</b>		
Existing Town of Gawler *	34,000	
‘New’ expenditure - Communities of interest: Variable costs**	4,270	
‘New’ expenditure - Communities of interest: Other costs – staffing (4.0FTE including on-costs)	360	
‘New’ expenditure – Communities of interest: Other costs – excl. staffing	<u>180</u>	
<b>TOTAL Operating Expenditure</b>		<b>38,810</b>
<b>Net Operating Result – Surplus/(Deficit)**</b>		<b>0</b>

\*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

\*\*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 does not 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.

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%).

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.