



Contact for apologies: Sue Hammond  
ph: 8384 0747  
email: sue.hammond@onkaparinga.sa.gov.au

Contact number for meeting venue: 8384 0614

12 February 2020

## NOTICE OF MEETING

NOTICE IS HEREBY GIVEN in accordance with Section 83 of the *Local Government Act 1999* that an Ordinary meeting of Council of the City of Onkaparinga will be held on Tuesday 18 February 2020 at 6.30pm at the Council Chamber at the Civic Centre, Ramsay Place, Noarlunga Centre for the purpose of considering the items included on the attached agenda.

*We recognise that the land on which we meet has considerable natural and cultural heritage, including thousands of years of traditional ownership by Kaurna.*

A handwritten signature in black ink, appearing to read "Kirk Richardson".

Kirk Richardson  
Chief Executive Officer (Acting)

Disclaimer: Please note that the contents of the Council Agenda have yet to be considered by the Council and recommendations contained therein may be altered or changed by the Council in the process of formally making decisions of Council.



**City of Onkaparinga**  
PO Box 1  
Noarlunga Centre  
South Australia 5168  
[www.onkaparingacity.com](http://www.onkaparingacity.com)

**Noarlunga office**  
Ramsay Place  
Noarlunga Centre  
Ph: 8384 0666  
Fax: 8382 8744

**Aberfoyle Park office**  
The Hub  
Aberfoyle Park  
Ph 8384 0666  
Fax: 8270 1155

**Willunga office**  
St Peters Terrace  
Willunga  
Ph: 8384 0666  
Fax: 08 8556 2641

**Woodcroft office**  
175 Bains Road  
Morphett Vale  
Ph: 8384 0666  
Fax: 08 8556 2641

---

---

Page left intentionally blank

---



---

# **City of Onkaparinga**

## **Agenda for the Council meeting to be held on 18 February 2020**

**Venue:** Council Chamber, Civic Centre  
Ramsay Place, Noarlunga Centre

**Meeting commenced:**

**Present:**

**Apologies:**

**Leave of absence:**

**Absent:**

**Pledge:**

*We recognise this City's considerable natural and cultural heritage, including thousands of years of traditional ownership by Kaurana, and the more recent contribution from people either born here or who have migrated here. As we meet together, we build on this heritage by respecting and listening to each other, thinking clearly, being receptive to new ideas, speaking honestly, and deciding wisely for the current and future well-being of those we serve.*

---

Page left intentionally blank

<b>1.</b>	<b>Opening of meeting</b>	<b>7</b>
<b>2.</b>	<b>Confirmation of minutes</b>	<b>7</b>
<b>3.</b>	<b>Adjourned business</b>	<b>7</b>
<b>4.</b>	<b>Leave of absence</b>	<b>7</b>
<b>5.</b>	<b>Mayor's Communication</b>	<b>9</b>
5.1	Mayor's Report 18 February 2020	9
<b>6.</b>	<b>Presentations</b>	<b>15</b>
<b>7.</b>	<b>Deputations</b>	<b>15</b>
7.1	Pepper Tree Café – Kate Kelly	15
7.2	Mid Coast Surf Life Saving Clubs – Richard Olesinski OAM	15
7.3	Flagstaff Hill Community Centre – Carole Edgeworth	15
<b>8.</b>	<b>Presentation by Committee Chairpersons and reports to Council by Council Committees.</b>	<b>15</b>
8.1	Australia Day Awards Committee meeting minutes held 16 December 2019	15
8.2	Audit, Risk, Value and Efficiency Committee meeting minutes of 10 February 2020	19
<b>9.</b>	<b>Reports of officers</b>	<b>25</b>
9.1	Old Reynella Former Winery Site Development Plan Amendment for approval and submission to the Minister for Planning	25
9.2	State Planning Commission's People and Neighbourhoods Discussion Paper and Submission	49
9.3	Draft Planning and Design Code Phase 3 Submission	167
9.4	Resource prioritisation documents 2020-21	175
9.5	Aldinga School Development Application - comments to the SCAP	311
9.6	Legal Services Summary	331
9.7	Submission on proposed bans on certain waste exports	337
9.8	Election of Greater Adelaide Regional Organisation of Councils (GAROC)	365
9.9	EM2019-01 (b & c) Code of Conduct for Council Members Final Investigation Report	389
9.10	EM2019-05 Code of Conduct for Council Members Final Investigation Report	447
9.11	Council and Committee Reporting Schedule	467
<b>10.</b>	<b>Questions on notice</b>	<b>471</b>
10.1	Questions on notice – Cr de Graaf re Onkaparinga suburbs	471
10.2	Questions on notice – Cr de Graaf re STEDS	473
10.3	Questions on notice – Cr de Graaf re hardship program	475
10.4	Questions on notice – Cr de Graaf re transparency	477
<b>11.</b>	<b>Motions</b>	<b>479</b>
11.1	Notice of Motion – Cr Peat – Letter Box Banks	479
11.2	Notice of Motion – Cr Peat – Sellicks Beach CWMS and WWTP systems	481

<b>12.</b>	<b>Petitions</b>	<b>483</b>
<b>13.</b>	<b>Urgent business</b>	<b>483</b>
<b>14.</b>	<b>Confidential items</b>	<b>483</b>
14.1	Aldinga Beach 'Latitude' plans for appeal settlement with Winwest	485
<b>15.</b>	<b>Closure</b>	<b>486</b>

**1. Opening of meeting**

**2. Confirmation of minutes**

That the minutes of the proceedings of the Council meeting held on 21 January 2020 be received and confirmed as an accurate record of those proceedings.

That the minutes of the proceedings of the Special Council meeting held on 11 February 2020 be received and confirmed as an accurate record of those proceedings.

**3. Adjourned business**

Nil.

**4. Leave of absence**

Nil.

Page left intentionally blank

## **5. Mayor's Communication**

### **5.1 Mayor's Report 18 February 2020**

#### Australia Day Breakfasts

Australia Day breakfasts were held across 4 locations in our city and were well attended. I was lucky enough to attend the Willunga breakfast coordinated by the Rotary Club of McLaren Vale. Thank you to Deputy Mayor Geoff Eaton who attended the breakfast at Aberfoyle Park, coordinated by the Aberfoyle Community Centre; Cr Simon McMahon who attended at Aldinga, coordinated by the Aldinga Community Centre, and Cr William Jamieson who attended at Noarlunga breakfast, coordinated by the Rotary Club of Morphett Vale.

#### Australia Day Awards 2020

The 2020 City of Onkaparinga Australia Day Awards were presented at the South Adelaide Football Club. Our 2020 Citizen of the Year was awarded to dual recipients, Chris Lemar and Carlee Lynch; Callum Barrott Walsh was awarded the Young Citizen of the Year; the Fleurieu Folk Festival were awarded Event of the Year, Ruby Carpenter was awarded Little Hero of the Year and Cooper Bristow was awarded our Sportsperson of the Year.

Thank you to the Australia Day Awards Committee for their time in reviewing the nominations for the Australia Day Awards. The Committee consisted of myself, Cr McMahon and Cr Eaton with community representatives, Eunice Hearne and Callum Barrott Walsh.

#### Australia Day Citizenship

Our Australia Day Citizenship ceremony was held after our Australia Day Awards presentation which showcased the incredible dedication and inspirational efforts of our community here in the City of Onkaparinga.

It was my honour to welcome 50 new Australian citizens to our city from 14 different countries at the South Adelaide Football Club, with a performance from the Onkaparinga City Concert Band.

Thank you to staff who coordinated the events to make this a fantastic day in the City of Onkaparinga.

### **Mayor's Summer Reading Challenge**

One of my highlights last month was to present certificates to the participants of the Mayor's Summer Reading Challenge, which was to read a book on 40 days over the school holidays. Many parents and caregivers enjoyed the opportunity to maintain their child's literacy over the holidays and set them up for success in their schooling this year. The Mayor's Summer Reading Club (MSRC) has 867 registered readers across the City from 5-16 years of age. The MSRC key outcomes are to maintain children's literacy skills over the long holiday break, provide aspirational learning opportunities for families and encourage a love of reading. 32 children attended the Mayor's Summer Reading Club presentation ceremony to receive a certificate and book prize with a further 22 children collecting certificates and prizes after the event. Thank you to the Woodcroft Library staff who co-ordinated this wonderful event.

#### Appointment of Acting Chief Executive Officer

I would like to welcome Stephen Hains as Acting Chief Executive Officer. Stephen commenced on Thursday 13 February and will be with us until the recruitment for our new CEO is completed.

Stephen brings with him decades of experience in local government and is a Fellow of Local Government Managers Australia. He retired from his position as Chief Executive Officer of the City of Salisbury in early May 2011 - a position that he held for over twenty years. Stephen is qualified in economics, planning and local government management and previously headed a number of economic development, planning and environmental agencies with the South Australian Government.

Stephen has also been involved on a range of business, educational and public sector boards for many years, and is currently:

- Deputy Chancellor of Flinders University;
- Director of the Bedford/Phoenix Group;
- Chair of the Stormwater Management Authority;
- Chair of the Clare and Gilbert Valleys Development Assessment Panel;
- Director Stakeholder Relations, Concordia Land Management;

Stephen has also taken on roles as Acting CEO of the Adelaide City Council; Chair of the **Northern Adelaide Health Network Governing Council**; a Member of the State Government's Expert Panel on Planning Reform, Deputy Chair of the Environment Protection Authority, a member of the Local Government Association Governance Panel; and Chair of the Charles Sturt Development Assessment Panel and the Adelaide Hills Council Development Assessment Panel.

Thank you so much to Kirk Richardson for stepping in to the Acting CEO role at short notice and for leading the organisation during this period. Kirk has returned to his role as Director, City Operations.

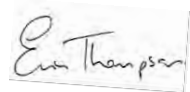
Elected Member representation

Thank you to Deputy Mayor Geoff Eaton for representing me on Coast FM radio on Thursday **12 February. The Deputy Mayor's activities are reflected in Attachment 2.**

### **Mayor's calendar**

My activities between 13 January and 14 February 2020 are reflected in Attachment 1.

Thank you.



Erin Thompson

Mayor

Recommendation

**That Council note the 18 February 2020 Mayor's report.**



**Mayor's calendar** 13 January to 14 February 2020

January	
14	Meeting with staff
	Elected Member session
16	Visit to Minton Farm
19	Mid-Coast Challenge, Port Noarlunga Surf Life Saving Club
21	Pre-Council meeting
	Meeting of Council
22	Media interview with On the Coast
	Meeting with Acting Chief Executive Officer
	Meetings with staff
	Meeting with church representative
	Video filming
23	Meetings with staff
	Media interview with ABC Radio
	<b>Mayor's Summer Reading Club presentation</b>
	Elected Member session
26	Australian Day events – breakfast, Awards, Citizenship, Bush Fair
	Tour Down Under events
28	Meeting with resident
	Meetings with staff
	Meeting with resident
	Elected Member session
29	Meeting with business owner
	Meeting with Acting Chief Executive Officer
30	Meeting with community group
	Meetings with staff
31	Meeting with staff
	Willunga Recreation Park annual Volunteer event
February	
3	Meeting with Ward Councillor
	Meeting with community group representative
4	Meeting with resident
	Meetings with staff

	Meeting with Deputy Mayor
	Elected Member session
5	Interview Panel
6	Meetings with residents
	Meeting with business owner
7	Meeting with resident
8	Aunty Georgina Williams 80 <sup>th</sup> birthday event
9	City of Onkaparinga 2020 Junior Table Tennis Tournament
	South Port Surf Life Saving Club 60 <sup>th</sup> Carnival
10	Meetings with residents
	Meeting with staff
	Meeting with Acting Chief Executive Officer
11	Video filming
	Meeting with resident
	Meeting with business owner
	Special Council meeting
	Elected Member session
13	Reconciliation SA Apology Breakfast
	Meeting with Acting Chief Executive Officer
	Meeting with resident
	Media Launch of Chalk Hill Collective
14	Meeting with church representative

Elected Member sessions held during this period :

- **14 January**      **Non-Complying Development and Draft Planning and Design**  
 Code and Old Reynella former Winery Site
- **28 January**      **Shellfish Reef Briefing – The Nature Conservancy**  
 Debt Workshop and Engagement Feedback
- **4 February**      **Draft Planning and Design Code**  
 Corporate Signage Guidelines  
 Elected Member Team Culture
- **11 February**      **Detention of Dogs and Cats**  
**Cat Management**

Deputy **Mayor's calendar** 22 January and 14 February

January	
14	Elected Member session
21	Meeting with resident regarding service/boundary issues
	Meeting of Council
22	Listening Post Hub Library
24	Meeting with Happy Valley Bowling Club – briefing on activities with state and federal MPs
	Meeting with resident re traffic issue
26	Aberfoyle Community Centre Australia Day BBQ Breakfast – Presentation on behalf of the Mayor
	Attended Tour Down Under McLaren Vale/Willunga
	Australia Day Awards presentations
	Citizenship Ceremony
28	Elected Member session
29	Attended Flagstaff Oval Community Centre board meeting
30	Meeting with resident
February	
4	Meeting with Mayor
	Liaison with Clarendon CFS re fire warning signs
	Liaison with resident
	EM Session
5	Presented at meeting of City of Onkaparinga Prostate Cancer Support Group.
	Unable to attend Clarendon Community Association meeting due to above commitment
	Meeting with residents
7	Meeting with community centre committee representative.
9	Meeting with residents regarding foot paving Aberfoyle Park
10	Attended Growth State Creative Industries Roundtable Onkaparinga
	Audit Risk Value & Efficiency Committee meeting
11	Liaison with SAPol representative over local issue.
	Special Council meeting and Elected Member Session
	Meeting with resident
12	Meeting with resident
	Attended LGA Impact of Climate Change information session
13	Coast FM radio interview Mayor representation
	Community Events/Christmas Events Assessment Panel committee meeting.

Page left intentionally blank

**6. Presentations**

Nil.

**7. Deputations**

**7.1 Pepper Tree Café – Kate Kelly**

**7.2 Mid Coast Surf Life Saving Clubs – Richard Olesinski OAM**

**7.3 Flagstaff Hill Community Centre – Carole Edgeworth**

**8. Presentation by Committee Chairpersons and reports to Council by Council Committees.**

**8.1 Australia Day Awards Committee meeting minutes held 16 December 2019**

This is a regular or standard report.

Manager: Alison Hancock, Director Corporate and City Services

Report Author: Katrina French, Governance Officer

Contact Number: 8384 0612

Attachments: 1. Australia Day Awards Committee Meeting Minutes of 16 December 2019 (3 pages)

---

A meeting of the Australia Day Awards Committee was held on 16 December 2019.  
There were no items that require a resolution.

**Recommendation**

That Council note the minutes of the Australia Day Awards Committee meeting held on 16 December 2019 as per attachment 1 to the agenda report.

**Attachment 1**

---

**City of Onkaparinga**  
**Minutes of the Australia Day Awards Committee meeting**  
**held on 16 December 2019**

<b>Venue</b>	Meeting Room 2, Civic Area, Civic Centre Ramsay Place, Noarlunga Centre
--------------	--

<b>Meeting commenced</b>	5:00pm
--------------------------	--------

<b>Present</b>	Mayor Thompson Deputy Mayor Eaton Cr McMahon Eunice Hearne Callum Barrott-Walsh
----------------	---

<b>Apologies</b>	Nil
------------------	-----

<b>Leave of absence</b>	Nil
-------------------------	-----

<b>Absent</b>	Nil
---------------	-----

City of Onkaparinga  
Minutes of the Australia Day Awards Committee held on 16 December 2019

---

**1. Opening of meeting**

Mayor Thompson officially declared the meeting open at 5:00pm.

**2. Reports of officers**

**2.1 2020 Australia Day Awards**

*MOVED Eunice Hearne*

- 1. That the Australia Day Awards Committee endorse the Terms of Reference of the Committee approved by Council as attachment 1 to this agenda report.*
- 2. That the Australia Day Awards Committee consider nominations and determine the recipients of the Australia Day Awards for 2020 for Citizen of the Year.*
- 3. That the Australia Day Awards Committee consider nominations and determine the recipients of the Australia Day Awards for 2020 for Little Hero of the Year.*
- 4. That the Australia Day Awards Committee consider nominations and determine the recipients of the Australia Day Awards for 2020 for Sportsperson of the Year.*
- 5. That the Australia Day Awards Committee consider nominations and determine the recipients of the Australia Day Awards for 2020 for Community Event of the Year.*

*Seconded by Callum Barrott-Walsh*

*CARRIED*

*MOVED Cr Eaton*

- 7. That the recipients of the award be advised of the outcome and invited to attend and receive their award at the City of Onkaparinga Australia Day Awards and Citizenship Ceremony to be held on 26 January 2020.*
- 8. That the Council be notified of the Australia Day Award recipients at the next available Council meeting after the Australia Day Awards presentation via the Mayor's Report.*

*Seconded by Eunice Hearne*

*CARRIED*

Callum Barrott-Walsh declared a material conflict of interest as a person nominated in the Young Citizen of the Year category and left the meeting at 5.25pm.

*MOVED Cr Eaton*

- 6. That the Australia Day Awards Committee consider nominations and determine the recipients of the Australia Day Awards for 2020 for Young Citizen of the Year.*

*Seconded by Eunice Hearne*

*CARRIED*

City of Onkaparinga  
Minutes of the Australia Day Awards Committee held on 16 December 2019

---

**3. Closure**

Mayor Thompson officially declared the meeting closed at 5.28pm.

Certified Correct

Chair

/ /2020



## **8.2 Audit, Risk, Value and Efficiency Committee meeting minutes of 10 February 2020**

This is a regular or standard report.

Manager: Alison Hancock, Director Corporate and City Services  
Report Author: Sue Hammond, Governance Officer  
Contact Number: 8384 0747  
Attachments: 1. Minutes of the Audit, Risk, Value and Efficiency Committee meeting of 10 February 2020 (5 pages)

---

### **1. Purpose**

A meeting of the Audit, Risk, Value and Efficiency committee was held on 10 February 2020.

The following items require a resolution of Council.

### **2. Recommendations**

1. Re item 7.1 Sellicks Beach cliff top access – vegetation barrier planting review update 2020

That Council approve seeking advice from the Local Government Mutual Liability Scheme on the risk associated with the long-term viability of the path and the use of a vegetation barrier to warn users of the safety risks of the Sellicks Cliffs, based on the current condition of the vegetation.

2. That Council note the minutes of the Audit, Risk, Value and Efficiency Committee meeting of 10 February 2020 as per attachment 1 to the agenda report.

**Attachment 1**

---

**City of Onkaparinga**

**Minutes of the Audit, Risk, Value and Efficiency meeting  
held on 10 February 2020**

**Venue:** Meeting Room 1, Civic Centre  
Ramsay Place, Noarlunga Centre

**Meeting commenced:** 6pm

**Present:** David Powell (Chair)  
Peter Brass  
Cr Eaton  
Cr Jamieson  
Cr O'Brien

**Apologies:** Nil

**Leave of absence:** Nil

**Absent:** Nil

City of Onkaparinga  
Minutes of the Audit, Risk, Value and Efficiency Committee meeting held on 10 February 2020

---

**1. Opening of meeting**

David Powell officially declared the meeting open at 6pm.

**2. Confirmation of minutes**

*MOVED Cr Eaton.*

*That the minutes of the proceedings of the Audit, Risk, Value and Efficiency Committee meeting held on 2 December 2019 be received and confirmed as an accurate record of those proceedings.*

*Seconded by Cr O'Brien.*

*CARRIED*

**3. Adjourned business**

Nil.

**4. Chairperson's report**

Nil.

**5. Presentations**

Desma Morris, Manager People and Information, provided an update on the Council IT virus.

**6. Deputations**

Nil.

**7. Reports of officers**

**7.1 Sellicks Beach cliff top access - vegetation barrier planting review update 2020**

*MOVED Cr O'Brien.*

*That the Audit, Risk, Value and Efficiency Committee:*

- 1. Notes the contents of the agenda report and the Monitoring summary – Sellicks Beach cliff top access project (attachment 1 to the agenda report) and the Palmerston Street Lookout – fencing upgrade proposal (attachment 2 to the agenda report).*
- 2. Recommends to Council to seek advice from the Local Government Mutual Liability Scheme on the risk associated with the long-term viability of the path and the use of a vegetation barrier to warn users of the safety risks of the Sellicks Cliffs, based on the current condition of the vegetation.*
- 3. Notes that a project to upgrade the Palmerston Street lookout as per attachment 2 to the agenda report will be considered as part of the Council Project and Capital Works Program (PCW).*

City of Onkaparinga  
Minutes of the Audit, Risk, Value and Efficiency Committee meeting held on 10 February 2020

---

4. *Notes that an engagement plan shall be developed for the purpose of consulting with the Sellicks Beach residents and community groups, with an update on the project and potential next steps which will include upgrading the Palmerston Street Lookout and considering the original proposal with alternative risk management solutions such as fencing etc.*
5. *Notes that a report on the long-term viability of the Sellicks Beach cliff top access vegetation barrier planting be provided to the Audit Risk Value Efficiency Committee in September 2020.*
6. *That the Committee discussion included:*
  - *acknowledging the difficulty in maintaining plants in that location, protecting the environment and safety*
  - *ongoing costs to establish and maintain the plantings*
  - *options noted from the original proposal.*

*Seconded by Cr Eaton.*

*CARRIED*

## **7.2 Quarterly Performance Improvement Report**

*MOVED Cr Jamieson.*

1. *That the Audit, Risk, Value and Efficiency Committee note the agenda report and the City of Onkaparinga Quarterly Performance Improvement Report, attachment 1 to the agenda report.*
2. *That the Committee discussion included:*
  - *that ICT reform project benefits realisation will be reported as a new category in future reports*
  - *recommending to administration to bring a presentation to the Chamber as part of the budget process.*

*Seconded by Peter Brass.*

*CARRIED*

## **7.3 Financial Management Report**

*MOVED Peter Brass.*

1. *That the Audit, Risk, Value and Efficiency Committee note the financial update as detailed in this report and attachments 1 and 2 to the agenda report.*
2. *That the Committee discussion included:*
  - *the need for Council to monitor and review the long term financial plan that ensures ongoing financial sustainability.*

*Seconded by Cr Jamieson.*

*CARRIED*

#### **7.4 Internal Audit Quarterly Update**

*MOVED Peter Brass.*

- 1. That the Audit, Risk, Value and Efficiency Committee receive and note the Internal Audit Update report, including the status of actions arising from internal audits (attachment 2 to the agenda report).*
- 2. That the Audit, Risk, Value and Efficiency Committee provide feedback in relation to the Delegations Awareness internal audit scope document (attachment 3 to the agenda report).*
- 3. That the Committee discussion included:*
  - long outstanding audit recommendations to be reviewed and closed out*
  - that the delegations audit include the Dog and Cat Management Act.*

*Seconded by Cr Eaton.*

*CARRIED*

#### **7.5 Audit, Risk, Value and Efficiency Committee Terms of Reference**

*MOVED Cr Jamieson.*

*That the Audit, Risk, Value and Efficiency Committee adopt the Terms of Reference, with the following amendment:*

*Page 7 – top line - changing the reference to "Council's Code of Practice: Access to Meetings and Documents 2015" to read "Council's Code of Practice: Access to Meetings and Documents 2019"*

*as adopted by Council on 19 November 2019, as attached to the agenda report.*

*Seconded by Cr Eaton.*

*CARRIED*

#### **7.6 Committee Reporting Schedule (Work plan)**

*MOVED Cr O'Brien.*

- 1. That the Audit, Risk Value and Efficiency Committee receive and note the information contained in the Committee Reporting Schedule and Action List, attachments 1 and 2 to the agenda report.*
- 2. Note the inclusion of reference to the budget review in the financial management updates for future meetings.*

*Seconded by Peter Brass.*

*CARRIED*

City of Onkaparinga  
Minutes of the Audit, Risk, Value and Efficiency Committee meeting held on 10 February 2020

---

**8. Questions on notice**

Nil.

**9. Motions on notice**

Nil.

**10. Petitions**

Nil.

**11. Urgent business**

Discussion was held on the Ombudsman's reports of 16 December 2019 and 17 January 2020 and the role of ARVEC as the third line of defence, with the first line being the control owner, second line being the approver, and third line internal audit.

**12. Confidential items**

Nil.

**13. Closure**

David Powell officially declared the meeting closed at 8.32pm.

*Certified Correct* ..... *Chair*  
/ /2020

## 9. Reports of officers

### 9.1 Old Reynella Former Winery Site Development Plan Amendment for approval and submission to the Minister for Planning

This is an update on a previously reported subject, concept or issue.

Manager: Renée Mitchell, Manager Development Services

Report Author: Heidi Lacis, Development Policy Planner

Contact Number: 8348 0671

Attachments:

1. The Amendment  
(132 pages – provided under separate cover)
2. Summary of Consultation and Proposed Amendments  
(SCPA) report (255 pages – provided under separate cover)
3. Summary Table of Proposed Changes (from 14 January 2020  
EM Session) (8 pages)

---

## 1. Purpose

The purpose of this report is to present the revised Amendment of the Old Reynella Former Winery Site Development Plan Amendment (DPA) following community engagement for Council approval to formally submit the DPA to the Minister (or his Delegate) for Planning.

## 2. Recommendations

That Council:

1. Approves **'The Amendment'** for the Old Reynella Former Winery Site Development Plan Amendment as contained in attachment 1 to the agenda report, to formally submit for approval to the Minister for Planning in accordance with Section 25 (14) of the *Development Act 1993*.
2. Notes the Summary of Consultation and Proposed Amendments (SCPA) report in response to the Old Reynella Former Winery Site Development Plan Amendment as contained in attachment 2 to the agenda report.
3. The Chief Executive Officer is delegated, or his nominee, to make any **necessary changes to 'The Amendment – Old Reynella Former Winery Site Development Plan Amendment' in order to obtain the approval of the** Minister of Planning (or his Delegate), providing the policy intent is not altered and the changes are minor.
4. Notes that all submitters will be written to individually and advised on the outcome of the DPA and how their submission has been responded to.

## 3. Background

The Old Reynella former winery site draft DPA seeks to amend the current zoning of the subject land and provides a concept plan to guide future land use, development and infrastructure.

Council considered the draft DPA after the formal community engagement period concluded at the Strategic Directions Committee (SDC) meeting on 3 December 2019. At that meeting, SDC decided not to approve the draft DPA.

At the Council meeting on 10 December 2019, Council resolved:

*That Council adjourn consideration of item 6.1 in the Strategic Directions Committee meeting minutes of 3 December 2019 Old Reynella Former Winery Site Development Plan Amendment pending a workshop to be scheduled in January 2020 to deal with the following outstanding matters:*

- *traffic (including access points onto Reynell Road)*
- *residential interface and development density*
- *heritage (residential character).*

An Elected Member Session was held on 14 January 2020 with Elected Members **and Tarac CEO Jeremy Blanks with Tarac's consultants to discuss the outstanding matters as above.**

At this session, there was general consensus on most matters but with some Members still having significant issues with the draft DPA going forward.

Tarac, in conjunction with council, have responded to community concerns resulting from engagement and also from the discussion with Elected Members at this session. Accordingly, amendments have been made to the draft DPA that address concerns regarding traffic and movement, the low density interface area at the south and west boundaries of the site, and where any medium density development can occur on the site.

A detailed breakdown of the proposed changes to the draft DPA and how these changes reflect issues arising from community engagement is provided in attachment 3 but summarised in this report.

For relevant minutes and agendas please click [here](#).

#### 4. Financial Implications

There are no direct financial implications associated with the Old Reynella former winery site DPA. **This DPA is developer funded. Staff's attendance is funded through council's operating budget.**

#### 5. Risk and Opportunity Management

Risk	
Identify	Mitigation
Community / political opposition to the amendment resulting in changes made to the DPA causing a delay to the current DPA process or the proponent withdraws the DPA.  Further changes proposed to the DPA may result in the landowner withdrawing the DPA from council process and seek Ministerial approval. This means that council loses any influence over DPA outcomes.	We have been advised by DPTI that the current DPA program will be finalised by March 2020, therefore it is incumbent upon council and the proponent to deliver the approved draft DPA to the Minister <b>in 'early 2020'</b> . <b>Lodgement after</b> this time may result in the DPA being transitioned into the Code at a later date after implementation.  The draft DPA as provided as



<p>Further changes to the DPA may also result in proposed changes significant enough for the DPA to be re-consulted. This would mean that the DPA would not be finalised in time to transition to the new Planning and Design Code; therefore, all specific policy for this site would be lost and not carried over to the new Code.</p>	<p>attachment 1 to this report reflects input from Elected Member and community engagement. The resultant changes made to the Amendment are regarding traffic and movement, the proposed low density interface area and boundary changes to the Suburban Activity Node Zone.</p>
<p>Timing of DPA in relation to implementation of the Planning, Development and Infrastructure Act 2016.</p>	<p>The Planning, Development and Infrastructure Act 2016 (PDI Act) came into operation on 1 April 2017. The PDI Act, its planning tools and governance frameworks is being introduced in stages with the implementation of the <b>'Planning and Design Code'</b> (the Code) scheduled to be completed by 1 July 2020.</p> <p>We have been advised by DPTI that the current DPA program will be finalised by March 2020, therefore it is incumbent upon council and the proponent to deliver the approved draft DPA to the Minister in early 2020.</p> <p>Council should be aware that when the Development Plan its transitioned to the Code the format of the DPA and all existing policies will be updated to reflect the new planning system. This will include a review of Concept Plans, existing Desired Character Statements and other local variation policies as part of the transition process.</p> <p>In progressing the DPA, Council needs to keep in mind the timeframe in relation to lodging the DPA for approval and transitioning policy into the Code.</p> <p>Council has three months after Code implementation to lodge the DPA for approval after which time the DPA will lapse. The Department will work with Council to facilitate conversion of the DPA into the new Code structure and will contact Council after Code implementation to commence this work.</p>

Opportunity	
Identify	Maximising the opportunity
Improve supply and provide housing choice in our city to serve a growing population	Rezoning the land will enable a master planned housing community to be provided and improve land supply in our city in balance with the enabling of infill development in appropriate locations.
Potential economic and employment benefit to the locality including Old Reynella township	<p>Residential development on the site would provide an increased local population to support nearby businesses and services, including businesses on Old South Road to the north-west.</p> <p><b>The proponent's SOJ anticipates some 810</b> permanent jobs could be provided on the site, and a further 1200 indirect jobs. However, much of that would be attributed to the proposed mixed use parts of the site rather than residential development likely to result from this externally funded DPA.</p> <p>The SOJ also notes the development of the site is projected to generate in the order of \$143 million of construction expenditure.</p>
Improve the opportunity for heritage places on the site to be better preserved, restored and reused and thereby opening up these assets for community enjoyment	The rezoning facilitates heritage protection by allowing for a broader range of land uses suitable for repurposing and preserving historic buildings than is currently contemplated by the existing Urban Employment Zone.

## 6. Additional information

Issues identified as a result of consultation

Consultation was undertaken in accordance with the Community Engagement Strategy approved by the Strategic Directions Committee on 3 October 2017, with the addition of doorknocking the residents abutting the south and west boundaries of the site, one additional community drop in session, and three further EM Sessions, one with the community and two with Tarac.

The complete engagement program and outcomes from consultation are in the Summary of Consultation and Proposed Amendment Report in attachment 2.

The key issues raised in the submissions are summarised as follows:

- 42% Concern over loss of heritage and local character (including vineyards)
- 35% Increased traffic, more congestion added to already busy streets

- 33% Potential amenity impacts from new housing and medium density **development on the site including safety, small allotments, 'roof to roof',** inadequate car parking and more cars on streets, quality of design and reflective roofs
- 22% Desire for a landscaped linear park or landscaped buffer along the south and western boundaries
- 20% **Loss of trees (and 'the Pine trees')**
- 12% Safety and congestion concerns for access onto Reynell Road
- 10% Concern over loss of habitat for wildlife on the site
- 10% Concern for provision of open space & greenspace
- 7% Concern over increase in the local population and our capacity to support it
- 7% Concern for impacts on Old Reynella business from competition
- 5% Concern for amenity impacts during construction
- 3% Residents on Reynell Road were concerned about the proposed primary road access location in proximity to their homes

There was some support for the amendment for:

- 5% job creation opportunities
- 5% greater opportunities for re-use of heritage buildings
- 3% increased future housing and affordable housing
- <1% some interest in buying a house in the development

#### Recommended changes to the DPA

The draft DPA was amended post consultation as a result of issues raised during engagement. The draft DPA presented to SDC on 3 December 2019 provided a revised road access point and layout located closer in proximity to Burgoyne Drive as a result of engagement.

The following additional matters were identified for further discussion prior to final consideration of the draft DPA at the Elected Member Session on 14 January 2020. Below is a summary of proposed DPA changes and how these changes respond to community concerns arising from engagement:

#### Traffic (including access points onto Reynell Road)

Post community engagement, the access point onto Reynell Rd from the northern part of the site was changed (having moved it approximately 18 metres west from its original site across from 19 and 19A Reynell Rd). However, there were further community concerns that this new access point would be at the top of a crest and too close to the existing junction of Burgoyne Drive.

In response, council undertook further investigations and have considered alternative access arrangements that include:

- Remove the proposed primary residential access on Reynell Road
- Retain Burgoyne Drive access to be used as the primary residential access
- Realign Corn Street to the west

The proposed access arrangements address the following matters:

- Improves existing traffic congestion by increasing separation between Burgoyne Drive and Corn St intersections by approx. 20-25m
- Improves safety for road users by increasing available sightlines at intersections
- Maintains traffic flow as per the status quo
- Retains existing traffic calming measures on Corn Street
- Avoids access to the rezoning site facing onto existing houses on Reynell Road
- Removes the need for an additional Reynell Road intersection/access
- Corn Street will intersect Reynella Road where there are no houses facing
- Resolves concerns raised by residents
- Uses vacant (DPTI owned) land
- Can integrate with the Coast-to-Vines trail
- Can be constructed (not cost-prohibitive)

In addition, the draft DPA now proposes to remove **the 'Public Collector Road'** from the Concept Plan and replace with a resident-only access to Panalatinga Road.

This internal access is intended to be designed with measures that discourage rat-running and intrusion of non-residential traffic through residential areas during detailed design and as part of the development assessment phase.

Accordingly, Concept Plan Map Onka/30 has been amended to reflect the new location of Primary Access/Egress onto Reynell Road, the proposed change to access arrangements for Burgoyne Drive, and internal connections.

See Figure 1 Revised Concept Plan Map Onka/30 below:

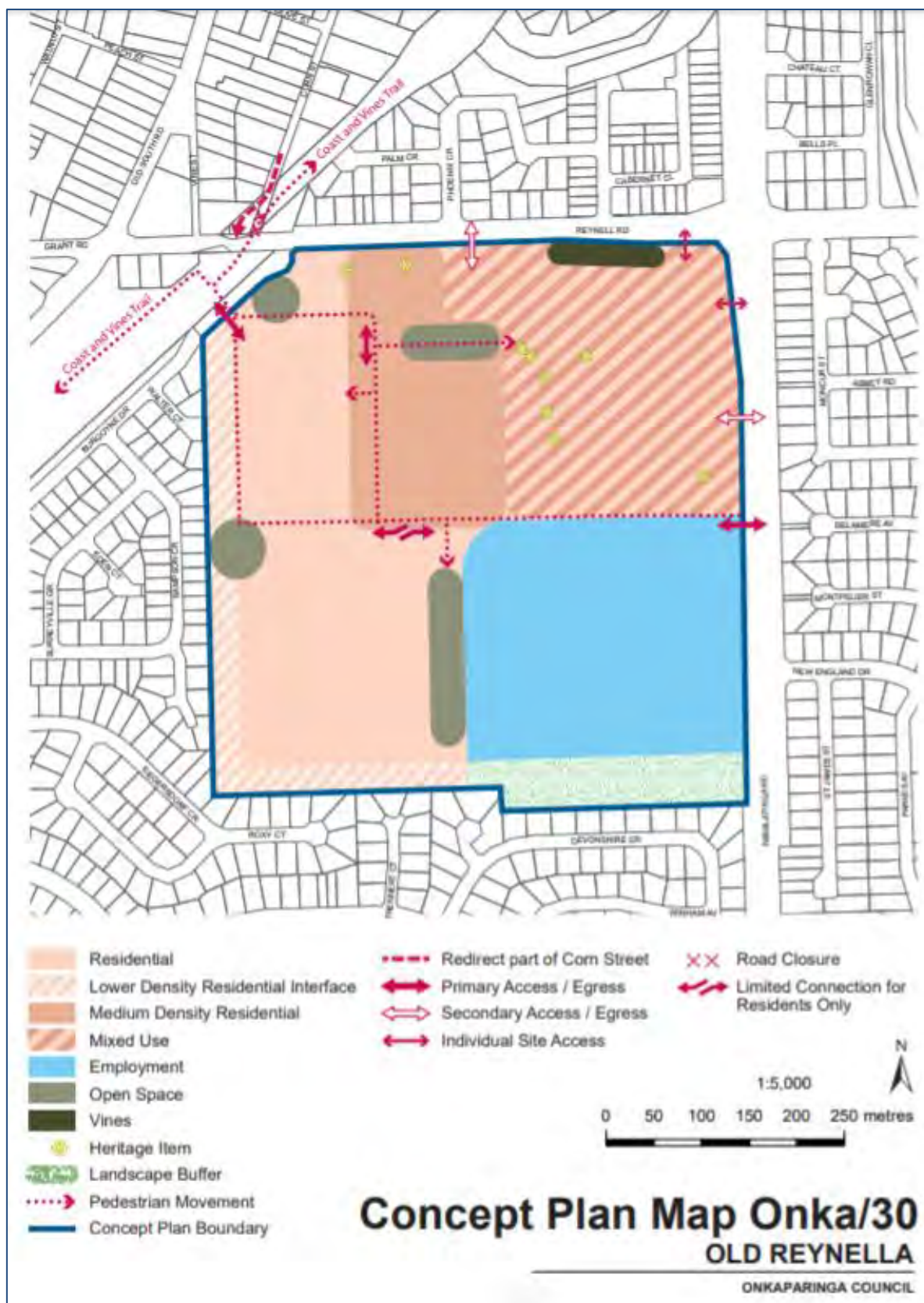


Figure 1 Revised Concept Plan Map Onka/30

### Lower Density Residential Interface Area

The second matter for review at the Elected Member Session on 14 January 2020 **concerned the proposed 'Lower Density Residential Interface' as proposed in the draft DPA.**

The previous draft DPA proposed the same minimum allotment size (325sqm) and the same rear setbacks (3 metres for single storey and 5 metres for two storey) in this area on the south and west boundary that generally applies in the Residential Zone.

At this Session, Elected Members preferred to retain the low density residential interface on the south and west boundary but add additional measures to enhance amenity for adjoining properties:

For allotments on the south and west boundary it is now proposed to increase the minimum allotment size from 325sqm to 400sqm and increase the minimum rear setback to 8 metres. A proposed minimum frontage width of 12 metres is considered to be in keeping with the frontage widths of some adjoining allotments on Sampson Crescent (at 15 metres wide). Wider allotments will also limit the number of dwelling allotments at the rear of existing properties.

There was general consensus that two storey dwellings would be acceptable.

The combination of larger allotments and larger setbacks and frontages represent a departure from standard Development Plan policy to accommodate community feedback and also:

- increases separation between existing and new homes
- provides for larger rear gardens (green space) adjoining existing homes
- further encourages like-for-like allotments
- enhances residential amenity by reducing density at the interface
- resolves safety and security concerns raised by residents concerned about a 'buffer'.

### Development density (medium density development)

Medium density development is **currently encouraged in the 'Medium Density Residential' area designated in the draft Concept Plan.**

However, concerns have been expressed regarding where exactly medium density development will occur, particularly in relation to existing housing.

A new option considered at the 14 January Elected Member Session is to now restrict medium density development to the Suburban Activity Node Zone. This would involve realigning the Suburban Activity Node Zone boundaries to include the **area previously indicated as 'Medium Density Residential' in the draft Concept Plan.** This would address the following matters:

- Provides a clear delineation between the Residential Zone and the Suburban Activity Node Zone planned as part of a mixed use area including medium density residential, open space and access to heritage places
- The balance of the site in the Residential Zone (except **for the 'Low Density Residential Interface' area**) **currently accommodates a range of densities** from 22 to 67 dwellings per hectare transitioning across the site. This option



provides a standard Residential Zone and similar planning rules to the existing residential areas surrounding the site

- Greater certainty that medium density development will occur as part of a mixed use area including opportunities for open space and businesses
- The medium density component is restricted to an area which is at least 160m away from existing, adjoining homes
- Medium density is appropriate central to the site, away from existing homes and to activate the mixed-use area of the site
- It is balanced with the enhanced low density interface measures

Further, Tarac have proposed to provide in excess of the legislated minimum requirement of the required 12.5% green space, with pedestrian linkages between green spaces.

See Figure 2 Suburban Activity Node Zone Realignment below.

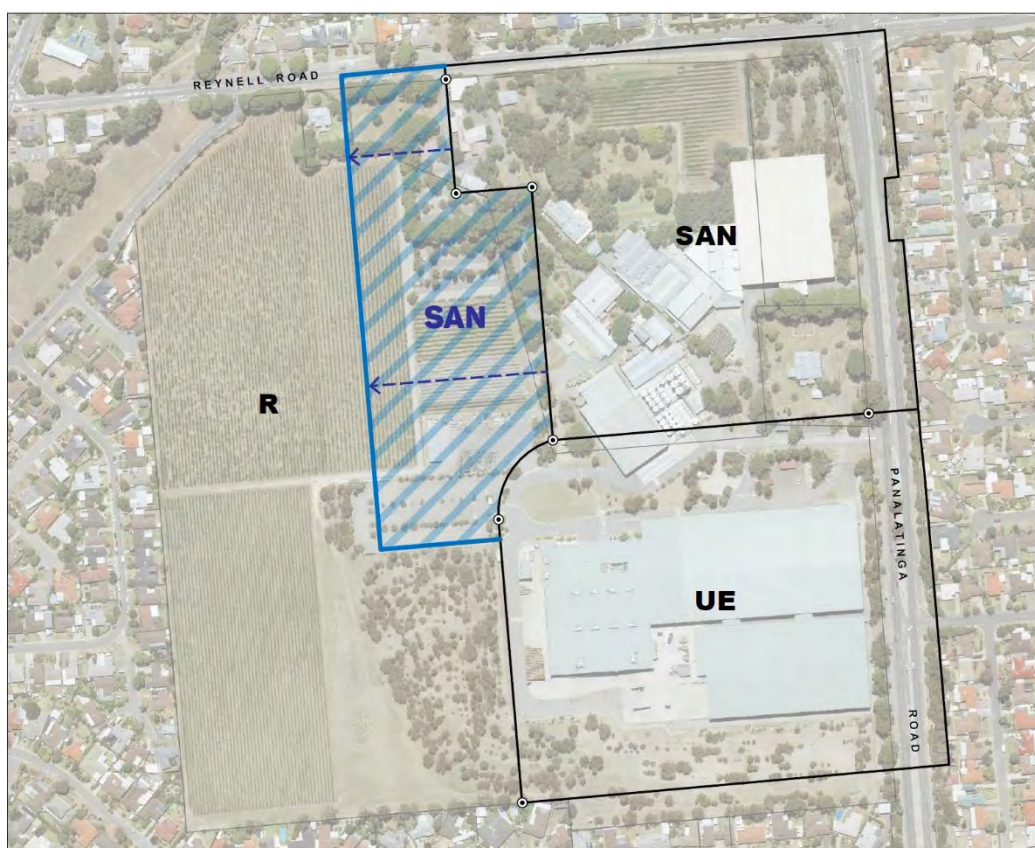


Figure 2 Suburban Activity Node Zone Realignment

#### Heritage and residential character

Identified as a matter for further discussion with Tarac, there was consensus at the Elected Member Session on 14 January 2020 that the DPA rezoning will facilitate heritage protection by envisaging a broader range of land uses suitable for repurposing and preserving historic buildings than is currently contemplated by the existing Urban Employment Zone.

Further, it was noted that the General Policies in the Development Plan provide **appropriate protection to the site's** heritage places and buildings such that design of new development does not detract from the form and materials of adjacent heritage places. In addition, development on land adjacent to heritage places is required to be sited and designed to reinforce the historic character of the place and maintain its visual prominence.

It is further noted that:

- The proposed policy framework gives heritage places the best chance of being reused and therefore preserved
- Activation in and around these spaces will open-up these assets for community enjoyment
- A Heritage Overlay will apply in the Planning and Design Code

No additional changes to the draft DPA are proposed regarding these matters.

Summary of proposed changes to the Amendment include:

- Concept Plan Map Onka/30:
  - Remove primary access point on Reynell Road
  - Retain Burgoyne Drive access to be used as the primary residential access
  - Realign Corn Street to the west
  - Remove Public Collector Road from the Concept Plan and replace with a resident-only access to Panalatinga Road
- Residential Zone Policy Area 69:
  - Delete references to medium density development in Policy Area 69 Objectives and Desired Character sections to be consistent with Residential Zone provisions
- Delete PDC 4
  - Unless adjacent the southern and western boundary of the policy area, a dwelling should have a minimum site area (and in the case of residential flat buildings and group dwellings, an average site area per dwelling) and a frontage to a public road not less than that shown in the following table:



Dwelling type	Additional circumstance	Site area excluding a battleaxe configuration (square metres)	Minimum frontage (metres)
Detached	-	250 minimum	8
Semi-detached	-	250 minimum	8
Group dwelling	1 storey	220 average	18
Group dwellings	2 to 3 storeys	175 average	18
Residential flat building	1 storey	220 average	18
Residential flat building	2 to 3 storeys	175 average	18
Row dwelling	-	150 minimum	6

- 5 For sites 1500 square metres or greater, minimum allotment sizes should be between 45 and 67 net dwellings per hectare and achieve a high quality design outcome, providing dwellings of varying sizes capable of achieving prescribed levels of private open space, service areas, on-site vehicle parking, massing and set back parameters.

- Delete PDC 5 (above)
- Insert new PDC 4 to replace old PDC 4 and 5:

4 For sites abutting existing low density residential development to the west **and the south of the policy area boundary and indicated as 'Lower Density Residential Interface' as shown on Concept Plan Map Onka/30 Old Reynella**, a dwelling should have a minimum site area of 400 square metres or greater and a frontage of 12 metres or greater and dwellings should be designed within the following parameters:

- (a) 3 metre front boundary setback
- (b) 8 metre rear boundary setback
- (c) 6 metre maximum building height (one storey)
- (d) 9 metre maximum building height (two storey)

- Delete PDC 7:

7 Dwellings may be up to three storeys in the 'Medium Density Residential' area as shown on Concept Plan Map Onka/30 Old Reyne/la providing that it satisfies (a) or (b) and (c) and (d):

- (a) land fronting onto public open space
- (b) a master plan has been prepared for the site delivering innovative housing within an integrated site layout providing high quality landscaping, open spaces and pedestrian areas
- (c) noise, overlooking and overshadowing impacts are appropriately mitigated
- (d) there is a transition in building height to reduce adverse impact on adjacent development through building siting and the appropriate use of upper-level setbacks and/or roof design (providing up to two storeys at the interface with adjacent land).

- Amend PDC 16 to:  
Land division should create allotments with an area of 325 square metres or greater and a frontage of 9 metres or greater unless otherwise stated in a policy area.
- Amend PDC 17 to:  
Land division creating allotments directly adjacent dwellings in the Residential Zone to the south and west of the policy area in the 'Lower Density Residential Interface' area as shown on Concept Plan Map Onka/30 Old Reynella should create allotments with an area of 400 square metres or greater and a frontage of 12 metres or greater.
- Mapping amendments made as required to reflect the amended Suburban Activity Node Zone boundaries

**Note: attachment 1 The 'Amendment' and attachment 2 the Summary of Consultation and Proposed Amendment (SCPA) Report both provide a comprehensive list of all proposed changes to the Development Plan included in the draft DPA.**

#### Next Steps

Once Council has considered and endorsed The Summary of Consultations and Proposed Amendments (SCPA) Report (attachment 2), and the proposed changes to the DPA (attachment 1), the package will be submitted to the Minister for Planning for consideration.

The Minister seeks to complete the DPA in early 2020. He may accept the Development Plan Amendment as submitted by Council or may propose amendments to the document after further consultation with Council on the proposed amendments (Section 25(15)).

See Figure 3 below Developer Funded DPA Process:

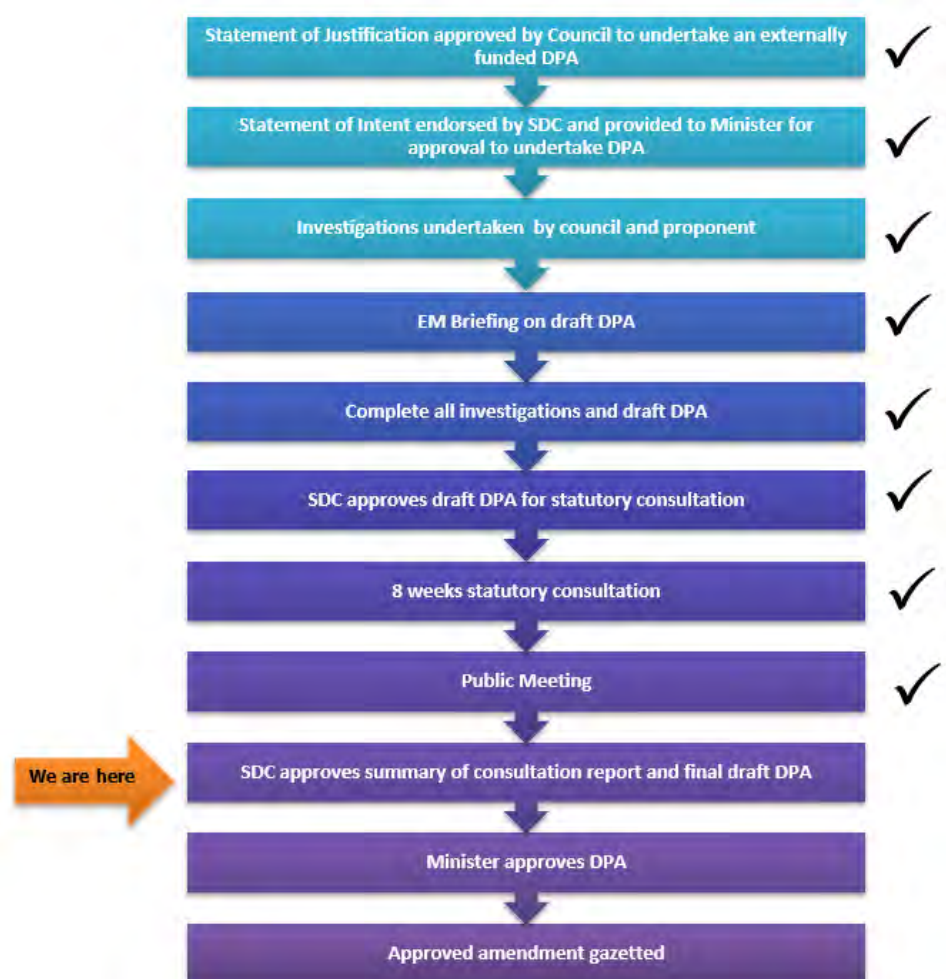


Figure 3 Developer Funded DPA Process

**Attachment 1**

Provided under separate cover

**Attachment 2**

Provided under separate cover

Old Reynella former winery site draft DPA  
January 2020

### Attachment 3

#### Summary of proposed DPA changes and how it has addressed community concerns arising from engagement:

Draft DPA for Consultation (August 2019)	Proposed DPA changes	Matters addressed	Responds to community engagement (% of total formal submissions received)
1. Traffic and movement issues			
<p>1.1 Primary Access proposed on Reynell Rd (opposite 19 and 19A Reynell Rd)</p> <p>1.2 Part of Burgoyne Rd closed</p>	<ul style="list-style-type: none"> <li>Remove primary residential access on Reynell Road</li> <li>Retain Burgoyne Drive access to be used as the primary residential access</li> <li>Realign Corn Street to the west</li> </ul>	<ul style="list-style-type: none"> <li>Improves existing traffic congestion by increasing separation between Burgoyne Drive and Corn St intersections by approx. 20-25m</li> <li>Improves safety for road users by increasing available sightlines at intersections</li> <li>Maintains traffic flow as per the status quo</li> <li>Retains existing traffic calming measures on Corn Street</li> </ul>	<p>35% - Increased traffic, more congestion added to already busy streets</p> <p>12% - Safety and congestion concerns for access onto Reynell Road</p> <p>3% - Residents on Reynell Road were concerned about the proposed primary road access location in proximity to their home</p>

Old Reynella former winery site draft DPA  
January 2020

Draft DPA for Consultation (August 2019)	Proposed DPA changes	Matters addressed	Responds to community engagement (% of total formal submissions received)
		<ul style="list-style-type: none"> <li>• Avoids access to the rezoning site facing onto existing houses on Reynell Road</li> <li>• Removes the need for an additional Reynell Road intersection/access</li> <li>• Corn Street will intersect Reynella Road where there are no houses facing</li> <li>• Resolves concerns raised by residents</li> <li>• Uses vacant (DPTI owned) land</li> <li>• Can integrate with the Coast-to-Vines trail</li> <li>• Can be constructed (not cost-prohibitive)</li> </ul>	

Old Reynella former winery site draft DPA  
January 2020

Draft DPA for Consultation (August 2019)	Proposed DPA changes	Matters addressed	Responds to community engagement (% of total formal submissions received)
		<ul style="list-style-type: none"> <li>May involve possible relocation of bus stop</li> </ul>	
1.3 Collector road that connects Panalatinga and Reynell Rd indicated on Concept Plan	<ul style="list-style-type: none"> <li>Remove collector road from the Concept Plan and replace with a resident-only access to Panalatinga Road</li> <li>This internal access to be designed with measures that discourage rat-running and intrusion of non-residential traffic (to be determined during detailed design phase)</li> </ul>	<ul style="list-style-type: none"> <li>Discourages rat-running</li> <li>Discourages commercial traffic from using Burgoyne Drive</li> <li>Discourages commercial traffic from using residential areas</li> <li>The internal street network can be appropriately designed to discourage commercial access through residential areas during detailed design and as part of the</li> </ul>	



Old Reynella former winery site draft DPA  
January 2020

Draft DPA for Consultation (August 2019)	Proposed DPA changes	Matters addressed	Responds to community engagement (% of total formal submissions received)
		development assessment phase	
		•	
<b>2. Residential Interface</b>			
<b>2.1 'Lower Density Residential Interface' on the south and west boundary – no minimum allotment size or setback specified</b>  (currently the provisions in the Residential Zone allow for minimum allotment size (325sqm) and rear setbacks are 3 metres for single storey and 5 metres for two storey)	Maintain 'Lower Density Residential Interface on south and west boundary but with the following added parameters:  Allotments abutting the south and west boundaries: <ul style="list-style-type: none"> <li>• 400sqm minimum allotment size</li> <li>• 12 metre frontage width</li> <li>• 3 metre front boundary setback</li> <li>• 8 metre rear boundary setback</li> <li>• 6 metre maximum building height (one storey)</li> <li>• 9 metre maximum building height (two storey)</li> </ul>	The combination of larger allotments and larger setbacks accommodate community feedback: <ul style="list-style-type: none"> <li>• Increases separation between existing and new homes</li> <li>• Provides for larger rear gardens (green space) adjoining existing homes</li> <li>• Further encourages like-for-like allotment size and widths</li> <li>• Enhances residential amenity by reducing density at the interface</li> <li>• Resolves safety and security concerns</li> </ul>	33% – Potential amenity impacts from new housing and medium density development on the site including safety, small allotments, 'roof to roof', inadequate car parking and more cars on streets, quality of design and reflective roofs  22% – Desire for a landscaped linear park or landscaped buffer along the south and western boundaries

Old Reynella former winery site draft DPA  
January 2020

Draft DPA for Consultation (August 2019)	Proposed DPA changes	Matters addressed	Responds to community engagement  (% of total formal submissions received)																																																		
		raised by residents concerned about a 'buffer'	10% - Concern for provision of open space & greenspace																																																		
<p><b>2.2 Residential Zone (Policy Area 69)</b></p> <p>The current draft DPA version had a transition in density across the residential policy area (except for the 'Lower Density Residential Area') with densities transitioning across the site from 22-67 dwellings per hectare and the following minimum allotment sizes:</p> <table><tr><th>Dwelling type</th><th>Additional circumstances</th><th>Site area (excluding a battlexe configuration) (square metres)</th><th>Minimum frontage (metres)</th></tr><tr><td>Detached</td><td>-</td><td>325 minimum</td><td>9</td></tr><tr><td>Semi-detached</td><td>-</td><td>325 minimum</td><td>9</td></tr><tr><td>Group dwelling</td><td>1 storey</td><td>220 average</td><td>18</td></tr><tr><td>Group dwellings</td><td>2 to 3 storeys</td><td>175 average</td><td>18</td></tr><tr><td>Residential flat building</td><td>1 storey</td><td>220 average</td><td>18</td></tr><tr><td>Residential flat building</td><td>2 to 3 storeys</td><td>175 average</td><td>18</td></tr><tr><td>Row dwelling</td><td>-</td><td>350 minimum</td><td>9</td></tr></table>	Dwelling type	Additional circumstances	Site area (excluding a battlexe configuration) (square metres)	Minimum frontage (metres)	Detached	-	325 minimum	9	Semi-detached	-	325 minimum	9	Group dwelling	1 storey	220 average	18	Group dwellings	2 to 3 storeys	175 average	18	Residential flat building	1 storey	220 average	18	Residential flat building	2 to 3 storeys	175 average	18	Row dwelling	-	350 minimum	9	<ul style="list-style-type: none"><li>The draft DPA changed to be consistent with the provisions in the Residential Zone for minimum allotment size (325m<sup>2</sup>) and the rear setbacks (3 metres for single storey and 5 metres for two storey) that apply across the Council area (except for the 'Lower Density Residential Area').</li><li>Increased minimum allotment sizes consistent with existing Residential Zone parameters:</li></ul> <table><tr><th>Dwelling type</th><th>Site area (excluding a battlexe configuration) (square metres)</th><th>Minimum frontage (metres)</th></tr><tr><td>Detached</td><td>325 minimum</td><td>9</td></tr><tr><td>Semi-detached</td><td>325 minimum</td><td>9</td></tr><tr><td>Group dwelling</td><td>220 average</td><td>18</td></tr><tr><td>Residential flat building</td><td>220 average</td><td>18</td></tr><tr><td>Row dwelling</td><td>350 minimum</td><td>9</td></tr></table>	Dwelling type	Site area (excluding a battlexe configuration) (square metres)	Minimum frontage (metres)	Detached	325 minimum	9	Semi-detached	325 minimum	9	Group dwelling	220 average	18	Residential flat building	220 average	18	Row dwelling	350 minimum	9	The changes proposed allow for (increased) minimum allotment sizes generally consistent with existing residential development in Old Reynella.	33% - Potential amenity impacts from new housing and medium density development on the site including safety, small allotments, 'roof to roof', inadequate car parking and more cars on streets, quality of design and reflective roofs
Dwelling type	Additional circumstances	Site area (excluding a battlexe configuration) (square metres)	Minimum frontage (metres)																																																		
Detached	-	325 minimum	9																																																		
Semi-detached	-	325 minimum	9																																																		
Group dwelling	1 storey	220 average	18																																																		
Group dwellings	2 to 3 storeys	175 average	18																																																		
Residential flat building	1 storey	220 average	18																																																		
Residential flat building	2 to 3 storeys	175 average	18																																																		
Row dwelling	-	350 minimum	9																																																		
Dwelling type	Site area (excluding a battlexe configuration) (square metres)	Minimum frontage (metres)																																																			
Detached	325 minimum	9																																																			
Semi-detached	325 minimum	9																																																			
Group dwelling	220 average	18																																																			
Residential flat building	220 average	18																																																			
Row dwelling	350 minimum	9																																																			
<b>3. Medium density development</b>																																																					

Old Reynella former winery site draft DPA  
January 2020

Draft DPA for Consultation (August 2019)	Proposed DPA changes	Matters addressed	Responds to community engagement (% of total formal submissions received)
<p>3.1 Medium density development currently encouraged in the 'Medium Density Residential' area as designated in the draft Concept Plan.</p> <p>The balance of the site in the Residential Zone (except for the 'Low Density Residential Interface' currently accommodates a range of densities from 22 to 67 dwellings per hectare transitioning across the site.</p>	<p>Realign the Suburban Activity Node Zone boundaries to include the area previously indicated as 'Medium Density Residential' in the draft Concept Plan.</p> <p>Restrict medium density development to the Suburban Activity Node Zone.</p>	<ul style="list-style-type: none"> <li>Provides a clear delineation between the Residential Zone and the Suburban Activity Node Zone planned as part of a mixed use area including medium density residential, open space and access to heritage places</li> <li>Allows clear delineation for a more standard Residential Zone and similar planning rules to the existing residential areas surrounding the site</li> <li>Greater certainty that medium density development will occur as part of a mixed use area including opportunities for</li> </ul>	<p>33% - Potential amenity impacts from new housing and medium density development on the site including safety, small allotments, 'roof to roof', inadequate car parking and more cars on streets, quality of design and reflective roofs</p> <p>10% - Concern for provision of open space &amp; greenspace</p>

Old Reynella former winery site draft DPA  
January 2020

Draft DPA for Consultation (August 2019)	Proposed DPA changes	Matters addressed	Responds to community engagement (% of total formal submissions received)
		<p>open space and businesses</p> <ul style="list-style-type: none"> <li>• The medium density component is restricted to an area which is at least 160m away from existing, adjoining homes</li> <li>• Medium density is appropriate central to the site, away from existing homes and to activate the mixed-use area of the site</li> <li>• Balanced with the enhanced low density interface measures</li> <li>• Tarac to provide in excess of the legislated minimum requirement of required 12.5% green space, with pedestrian linkages between green spaces</li> </ul>	

Old Reynella former winery site draft DPA  
January 2020

Draft DPA for Consultation (August 2019)	Proposed DPA changes	Matters addressed	Responds to community engagement (% of total formal submissions received)
<b>4. Heritage (residential character)</b>			
<p>The rezoning facilitates heritage protection by envisaging a broader range of land uses suitable for repurposing and preserving historic buildings than is currently contemplated by the existing Urban Employment Zone.</p> <p>It is proposed to retain a portion of the vineyard fronting Reynell Rd.</p>	<p>Changes are proposed to enhance the residential interface which will improve alignment with community expectations around desired residential character</p> <p>The general policies in the Development Plan continue to apply such that design of multi-storey buildings should not detract from the form and materials of adjacent heritage places; and development on land adjacent to heritage places should be sited and designed to reinforce the historic character of the place and maintain its visual prominence.</p>	<ul style="list-style-type: none"> <li>The proposed policy framework gives heritage places the best chance of being reused and therefore preserved</li> <li>Activation in and around these spaces will open-up these assets for community enjoyment</li> <li>A Heritage Overlay will apply in the Planning and Design Code</li> </ul>	<p>42% - Concern over loss of heritage and local character (including vineyards)</p>

Page left intentionally blank

## 9.2 State Planning Commission's People and Neighbourhoods Discussion Paper and Submission

This is a regular or standard report.

Manager:	Renée Mitchell, Manager Development Services
Report Author:	Heidi Lacis, Development Policy Planner
Contact Number:	8384 0617
Attachments:	<ol style="list-style-type: none"><li>1. Cover letter and draft submission on the Productive Economy Policy Discussion Paper (3 pages)</li><li>2. People and Neighbourhoods Discussion Paper Summary (11 pages)</li><li>3. People and Neighbourhoods Discussion Paper (78 pages)</li><li>4. Background Paper on People and Neighbourhoods (21 pages)</li></ol>

---

### 1. Purpose

To present for Council's consideration the draft submission on the State Planning Commission's 'People and Neighbourhoods' Policy Discussion Paper.

### 2. Recommendations

That Council

1. Approves the draft submission prepared in response to the State Planning Commission's **'People and Neighbourhoods' Policy Discussion Paper as** contained in attachment 2 to the agenda report

OR

2. **Subject to the following amendments (.....) approves the draft submission prepared in response to the State Planning Commission's 'Productive Economy' Policy Discussion Paper as contained in attachment 2 to the** agenda report.

### 3. Background

South Australia's planning system is undergoing its biggest modernisation in 20 years. The *Planning, Development and Infrastructure Act 2016* has introduced a range of reforms to South Australia's planning system including the Planning and Design Code (the Code). The Code will become the state's single planning rulebook for assessing all development applications.

Further information on the Code is available via the [SA Planning Portal](#).

To inform the Code, the State Planning Commission (the Commission) has prepared a number of discussion papers with the following themes:

- Natural Resources and Environment
- Integrated Movement Systems
- Productive Economy

- Residential Neighbourhoods
- People and Neighbourhoods.

**Submissions on the 'Natural Resources and Environment' and the 'Integrated Movement Systems' Discussion Papers** were previously considered at its meeting on 22 January 2019.

#### 4. **Additional Information**

The State Planning Commission is designing state-wide planning policies across a range of themes relevant to the various discussion papers.

Through the consultation process, the Commission is seeking our views on what we believe are the key issues and opportunities in planning policy which relate to our people, neighbourhoods and community which will translate to policy in the new state-wide Planning and Design Code (the Code).

Consultation in relation to the People and Neighbourhood Policy Discussion Paper is now being undertaken by DPTI concurrently with the Code (Phase 2 and 3) and concludes on 28 February 2020. Attached is a copy of the discussion paper (attachment 3) and a supporting background paper (attachment 4). This discussion paper, released by the State Planning Commission, investigates the makeup of **South Australia's population and the structure of our neighbourhoods. It proposes a** range of new planning policies to improve residential infill development ahead of public consultation on the Planning and Design Code now underway.

The People and Neighbourhoods Discussion Paper, written in partnership with Professor Emma Baker and Professor Jon Kellett of the University of Adelaide, looks **at the key opportunities and challenges facing South Australia's housing sector caused by changes in South Australia's population. It looks at the trends and** changes occurring in our suburbs, providing a snapshot in time of where we are now and an indication of what the future will look like.

Some of the key considerations of the discussion paper include:

- proximity to work, family and services
- housing affordability and living costs
- recognition of heritage and character
- rising impacts of climate change.

The State Planning Commission has identified areas of residential planning that require improvement and is proposing a range of new planning policies to enhance neighbourhood liveability, raise the quality of urban infill and stem the loss of tree canopy in the new Planning and Design Code.

As mentioned above, formal public consultation on the draft Code includes the proposed policies in the People and Neighbourhoods Policy Discussion Paper. Our feedback on this discussion paper will be reported separately but noting that it will be provided concurrently with our submission to the draft Code.

The Discussion Paper highlights the role the Code can play in guiding how the future development of the homes and neighbourhoods where we and future generations will choose to live, work and play while adequately accommodating our changing household structures, the changing climate and environment and the cultural demands of the diverse communities within our council area.



We note the Discussion Paper suggests a number of improvements that the Department would like to make through the first Code transition. The nature of these changes are generally supported however the following comments below summarise some of the more detailed comments enclosed in the attached analysis table (Attachment 1).

## Design

As the City of Onkaparinga will continue to attract population growth due to relative affordability and the appeal of its natural environment there will be a continued demand for land together with a need to renew existing urban areas. Changing preferences for other housing types, increased housing density and delivering good development outcomes that manage concerns such as on-street car parking, privacy, over-shadowing, and local amenity for example, is of importance. Coupled **with the areas' natural resources including primary production land, natural areas** and the coastal environment, there is a need to also accommodate growth in areas that protect our natural assets. Housing design and adaptable housing choices must therefore be considered.

## Residential Infill Development

New infill development is distributed indiscriminately throughout our residential areas in an un-coordinated manner. It has not occurred in the manner anticipated within the council area, and therefore review of policy should prioritise walkability with higher density developments located closer to these our larger centres, public transport nodes and areas of high amenity.

The Housing Diversity Zone (transitioned from our existing Targeted Infill Precinct), should have the highest densities in the council area as they are generally close to centres and public transport.

Areas with a lower frequency of public transport services should not be a priority for rezoning.

It is suggested to restrict medium density development to these areas and accordingly review the minimum allotment sizes in traditional residential areas in outer ring suburbs, increasing the minimum allotment size to 400-500sq m.

This would force medium density (and infill such as 1:4 on 800sq m) to locate in the Housing Diversity Zone where we can supply and service the required infrastructure associated with increased development.

This will then retain these traditional suburban areas (many in hilly or vegetated areas) for families that want larger allotments, vegetation and tree canopy cover.

This preferred outcome can be considered in association with improvements to the public realm, setbacks, maximum site coverage requirements, increased green areas and private open space.

## Housing affordability

Housing affordability and provision of affordable housing is also addressed in the new Code with incentives to help facilitate the its provision by reduced minimum site areas, car parking or increased building heights is also supported. However, it is important that the provision of housing diversity and affordable housing is not undertaken at the expense of design quality and impacts to amenity, streetscape, public safety and established character.

### Greenfield and Master-Planned Development

Stronger support for the inclusion of policies to encourage greater housing diversity within our greenfield development areas should be provided. Building design and accommodation of shared facilities where possible would also be supported.

### Heritage and Character

The sensitivity surrounding the identification/mapping of indigenous sites is noted however formal consideration of the impact of residential development on existing areas of aboriginal heritage significance is warranted. In support of State Planning Policy 7 for Aboriginal Cultural Heritage, appropriate mechanisms for a formal referral process in this regard is encouraged.

### Climate Change and Sustainability

Resilience to climate change and recognition of a response towards the future management of increased extreme weather events is supported. We strongly support inclusions in policy regarding application of water sensitive urban design principles and improvements by requirement for additional tree planting for each residential allotment to assist in the cooling of our urban environments.

In addition, in order to protect and enhance our communities, we seek the inclusion of the following in the planning reforms:

- Incorporate climate hazard mapping as part of planning assessment (including overlays for coastal erosion, sea-level-rise, flooding, heat exposure, and fire risk).
- Councils continually update localised climate hazard data and there should be mechanisms for new climate hazard mapping to be quickly and efficiently updated and incorporated into the planning system as it emerges.
- Protecting our communities and adapting to serious climate threats should be clearly positioned as a primary objective of the planning reforms.

### Housing Preferences

**It is evident that council's population is slowly** changing and requiring accommodation of a diverse and adaptable housing stock that caters for our community considering the aging population, forms of ability and cultural differences.

## 4. Financial Implications

As the Commission has prepared the discussion papers and undertaken the **consultation, there are no financial implications to council other than the officers'** time to review the papers and prepare the submissions (operating budget).

## 5. Risk and Opportunity Management

Risk	
Identify	Mitigation
Not providing a submission on the policy discussion paper or having a say in the formation of the Planning and Design Code.	<p>A single, state-wide planning rule book (the Planning and Design Code) will be imposed on every council <b>in South Australia. A 'one size fits all' approach could</b> result in the loss of local character or identity for our communities.</p> <p>By making a submission that aligns to the three themes of Onkaparinga 2035, council is able to advocate for our community and convey a message <b>that represents our residents' shared vision for</b> strong, vibrant communities.</p>

Opportunity	
Identify	Maximising the opportunity
Providing a clear position to State Government to inform the Planning and Design Code.	<p>The draft submission in attachment 2 provides a clear position for the consideration of the state government.</p> <p><b>This has been developed in alignment with council's</b> Onkaparinga 2035 and with cross-organisational input, drawing on the shared experiences and expertise of the administration.</p> <p>This report also provides an opportunity for elected member input into the draft submission.</p>

On balance, based on the above, we suggest proceeding as per the recommendations.



From the office of the Mayor  
City of Onkaparinga

22 January 2020

Sally Smith  
General Manager, Planning and Development  
Department of Planning, Transport and Infrastructure  
GPO Box 1533  
ADELAIDE SA 5001

via email: [DPTI.PlanningEngagement@sa.gov.au](mailto:DPTI.PlanningEngagement@sa.gov.au)

Dear Ms Smith

**Council Submission on People and Neighbourhoods Policy Discussion Paper –  
City of Onkaparinga**

Thank you for the opportunity to provide feedback through this submission on behalf of Council on the People and Neighbourhoods Policy Discussion Paper.

We note the Discussion Paper suggests several improvements that the Department would like to make through the first Code transition. The nature of these changes are generally supported however the following comments below summarise some of the more detailed comments enclosed in the attached analysis table (Attachment 1).

Design

As the City of Onkaparinga will continue to attract population growth due to relative affordability and the appeal of its natural environment, there will be a continued demand for land together with a need to renew existing urban areas. Changing preferences for other housing types, increased housing density and delivering good development outcomes that manage concerns such as on-street car parking, privacy, over-shadowing, and local amenity for example, is of importance. Coupled with the areas' natural resources including primary production land, natural areas and the coastal environment, there is a need to also accommodate growth in areas that protect our natural assets. Housing design and adaptable housing choices must therefore be considered.

Residential Infill Development

New infill development is distributed indiscriminately throughout our residential areas in an un-coordinated manner. It has not occurred in the manner anticipated within the council area, and therefore review of policy should prioritise walkability with higher density developments located closer to these our larger centres, public transport nodes and areas of high amenity.

The Housing Diversity Zone (transitioned from our existing Targeted Infill Precinct), should have the highest densities in the council area as they are generally close to centres and public transport.



City of Onkaparinga  
PO Box 1  
Naarlunga Centre  
South Australia 5168  
[www.onkaparingacity.sa.gov.au](http://www.onkaparingacity.sa.gov.au)

Naarlunga office  
Ramsay Place  
Naarlunga Centre  
Telephone (08) 8384 0666  
Facsimile (08) 8382 8744

Aberfoyle Park office  
The Hub  
Aberfoyle Park  
Telephone (08) 8384 0666  
Facsimile (08) 8382 8744

Willunga office  
St Peter's Terrace  
Willunga  
Telephone (08) 8384 0666  
Facsimile (08) 8382 8744

Woodcroft office  
175 Birnie Road  
Marphatt Vale  
Telephone (08) 8384 0666  
Facsimile (08) 8382 8744

Areas with a lower frequency of public transport services should not be a priority for rezoning.

It is suggested to restrict medium density development to these areas and accordingly review the minimum allotment sizes in traditional residential areas in outer ring suburbs, increasing the minimum allotment size to 400-500sq m.

This would force medium density (and infill such as 1:4 on 800sq m) to locate in the Housing Diversity Zone where we can supply and service the required infrastructure associated with increased development.

This will then retain these traditional suburban areas (many in hilly or vegetated areas) for families that want larger allotments, vegetation and tree canopy cover. This preferred outcome can be considered in association with improvements to the public realm, setbacks, maximum site coverage requirements, increased green areas and private open space.

#### Housing affordability

Housing affordability and provision of affordable housing is addressed in the new Code with incentives to help facilitate the provision by reduced minimum site areas, car parking or increased building heights is also supported. However, it is important that the provision of housing diversity and affordable housing is not undertaken at the expense of design quality and impacts to amenity, streetscape, public safety and established character.

#### Greenfield and Master-Planned Development

Stronger support for the inclusion of policies to encourage greater housing diversity within our greenfield development areas should be provided. Building design for the accommodation of shared facilities where possible would also be supported.

#### Heritage and Character

The sensitivity surrounding the identification/mapping of indigenous sites is noted however formal consideration of the impact of residential development on existing areas of aboriginal heritage significance is warranted. In support of State Planning Policy 7 for Aboriginal Cultural Heritage, appropriate mechanisms for a formal referral process in this regard is encouraged.

#### Climate Change and Sustainability

Resilience to climate change and recognition of a response towards the future management of increased extreme weather events is supported. We strongly support inclusions in policy regarding application of water sensitive urban design principles and improvements by requirement for additional tree planting for each residential allotment to assist in the cooling of our urban environments.

In addition, to protect and enhance our communities, we seek the inclusion of the following in the planning reforms:

- Incorporate climate hazard mapping as part of planning assessment (including overlays for coastal erosion, sea-level-rise, flooding, heat exposure, and fire risk).
- Councils continually update localised climate hazard data and there should be mechanisms for new climate hazard mapping to be quickly and efficiently updated and incorporated into the planning system as it emerges.
- Protecting our communities and adapting to serious climate threats should be clearly positioned as a primary objective of the planning reforms.

#### Housing Preferences

It is evident that council's population is slowly changing therefore requiring the accommodation of a diverse and adaptable housing stock that caters for our community considering the aging population, forms of ability and cultural differences.

We trust that you find this feedback constructive. Our summary of the key issues identified in the review and analysis of the discussion paper is enclosed in support of the City of Onkaparinga's submission on the draft planning and Design Code.

We welcome the opportunity to discuss the matters raised in our submission or provide further explanation. Please contact Jonathan Luke, Team Leader - Policy on 8301 7212 or email [Jonathan.Luke@onkaparinga.sa.gov.au](mailto:Jonathan.Luke@onkaparinga.sa.gov.au) if you would like to discuss further.

Yours sincerely

Erin Thompson  
**Mayor**

enc. People and Neighbourhoods Submission Analysis Table



## PEOPLE AND NEIGHBOURHOODS SUBMISSION

Discussion Issues	Comment	Suggested Policy Direction for Code
1: Key Considerations and Trends for Housing and Neighbourhoods in SA		
There are just over 1.7 million people living in South Australia - the smallest population of any Australian mainland state. We are growing steadily at less than 1 per cent each year. Between now and 2041, South Australia's population is projected to grow to around 2 million people with most of this growth occurring in the Greater Adelaide area <sup>3</sup> .	Projected population figures have recently been amended downward. Does a smaller growth rate still justify the required urban infill rate of 80%/20% 'across the board'? We would like to see the development approval rate projected in light of these amended figures.	Investigate if areas for infill can be targeted close to centres, services and public transport and review if more 'traditional' residential areas can retain larger allotment sizes and traditional detached dwellings as a result of changed population projections.
(page 11) "Where we are choosing to live is changing very quickly. <b>This is not driven by policy</b> but by the individual choices we, our friends and our children are making."	Disagree with this statement. It can be argued that policy does drive housing choice and diversity in the following examples: <ul style="list-style-type: none"> <li>The policies in the 30 Year Plan for Greater Adelaide for a target of 85% of new residential growth to be contained within established urban areas by 2045 influence <b>where</b> infill occurs.</li> <li>Policies for ever-decreasing allowable minimum allotment sizes influence <b>size and type</b> of infill, with infill contributing about 39% of the overall housing supply each year.</li> <li>Planning policy also influences <b>residential built form and location</b> of infill development, for example building denser, higher forms of housing targeted to areas near public transport nodes and employment centres.</li> </ul>	Comment for noting and relates to suggestion above.
(page 11) "...new housing stock is increasingly being built on smaller allotments...this is part of a long-term trend towards smaller block sizes...the median size of new allotments	In addition to ageing in place, smaller household sizes and other factors, housing choice is strongly driven by suburb desirability and affordability. The increasing amount of infill	The Housing Diversity Zone (transitioned from our existing Targeted Infill Precinct), should have the highest densities in the council area as they

1

Attachment 2




**PEOPLE AND NEIGHBOURHOODS  
SUBMISSION**



Discussion Issues	Comment	Suggested Policy Direction for Code
<p>approved in 2017/18 was 361m2...reducing from an average of 534m2 less than 20 years ago...'</p> <p>'Demolition is particularly prevalent in inner and middle ring suburbs within 10 kilometres of the CBD, with comparatively few demolitions occurring in the outer suburbs'</p>	<p>(smaller allotments) created in inner/middle suburbs is reflective of this; it is not necessarily people wanting smaller allotments, but by the ability (and availability) to buy into a desirable suburb.</p> <p>In the City of Onkaparinga, the largest amount of medium density development activity has recently occurred in Port Noarlunga, reflecting the desirability of the place and its affordability in comparison to other metro beach suburbs.</p> <p>Elsewhere, medium density only makes up 10% of all housing in the council. *</p> <p>Reflective of the generally low capital to site value ratios in other areas of the City of Onkaparinga, we are seeing a mainly scattered approach to infill. We suggest that this trend is largely driven by developers/investors (large and small), as opposed to being driven by a strong market demand for smaller housing in a desirable location.</p> <p>*Analysis of the types of dwellings in the City of Onkaparinga in 2016 shows that 88.1% of all dwellings were separate houses; 10.9% were medium density dwellings, and 0.2% were in high density dwellings, compared with 73.1%, 23.9%, and 2.3% in the Greater Adelaide respectively.</p>	<p>are generally close to centres and public transport.</p> <p>Areas with a lower frequency of public transport services should not be a priority for rezoning.</p> <p>It is suggested to restrict medium density development to these areas and accordingly review the minimum allotment sizes in traditional residential areas in outer ring suburbs, increasing the minimum allotment size to 400-450sq m.</p> <p>This would force medium density (and infill such as 1:4 on 800sq m) to locate in the Housing Diversity Zone where we can supply and service the required infrastructure associated with increased development.</p> <p>This will then retain these traditional suburban areas (many in hilly or vegetated areas) for families that want larger allotments, vegetation and tree canopy cover.</p>
<p>Images used in the document: <i>Figure 2: Two or more storey semi-detached dwellings have more than doubled in South Australia</i></p>	<p>Figure 2 shows an example of a 'missing middle' type of multiple dwelling that we do not see in our council area. This type of configuration</p>	<p>Policy can overcome this with increased setbacks, increased green areas and private open space and a plot ratio or minimum site coverage</p>



**PEOPLE AND NEIGHBOURHOODS  
SUBMISSION**

Discussion Issues	Comment	Suggested Policy Direction for Code
	<p>allows for a smaller footprint with greater opportunities for landscaping and green space and should be encouraged. However, with a maximum 70% site coverage in the Medium Density Policy Area (and no maximum in other areas), sites are generally over-developed and increased height generally make them economically unfeasible.</p> <p>Below is typical of what we see in our area that uses the entire site area for dwellings, paving and parking:</p> 	<p>requirement that encourages 'up' not 'out' built form.</p>
1.1 DPTI Summary of Minor Infill Activity in Greater Adelaide 2012-2018		
<p>Images used in the document:</p> <p><i>Figure 3: Minor Infill Activity in Greater Adelaide 2012-2013</i></p> 	<p>This type of development would generally be welcomed in our more established suburbs as it is one storey (less impacts), allows for significant landscaping, and appears to be a high quality development). This is not what we are generally seeing as described and illustrated in the above example.</p>	<p>As above, policy can overcome this with increased setbacks, increased green areas and private open space and a plot ratio or minimum site coverage requirement that encourages 'up' not 'out' built form.</p>

## PEOPLE AND NEIGHBOURHOODS SUBMISSION

Discussion Issues	Comment	Suggested Policy Direction for Code
<p>(page 12) The average replacement rate for demolition sites was 1:1.85. Onkaparinga LGA recorded the highest replacement rate of 2.4</p> <p>Resubdivision occurred on an average of 395 sites per annum (total 2,371). Onkaparinga LGA experienced the largest share of resubdivisions with 354 sites, which generated an additional 276 dwellings and 119 vacant lots.</p>	<p>These figures support the view that we have are seeing overdevelopment of sites and also supports our comments that these outcomes are influenced by policies for design standards, allotment size and market demand.</p>	
<p>(page 13) Research undertaken in South Australia and elsewhere show people prefer neighbourhoods with good access to high quality local transport and the ability to easily reach family, work, shops and amenities. There is strong anecdotal evidence of a preference among younger South Australians for inner-city neighbourhoods that are closer to work, are walkable and cycle-friendly and connected to public transport.</p>	<p>Council recognises the benefit of locating increased residential population in proximity to centres and frequent public transport to take advantage of access to services and facilities and to support the viability and vibrancy of these centres. However, our review of development patterns city-wide has shown that (in general) residential infill is not occurring in a consolidated or targeted way, and the large and dispersed policy area also makes it difficult for council to focus public realm infrastructure and other improvements to support walkable neighbourhoods.</p>	<p>As above, suggest to restrict medium density development to those areas already identified adjacent to our largest centres and high amenity areas, and accordingly review the minimum allotment sizes in traditional residential areas in other lower density residential areas.</p> <p>This would force medium density to locate where we can supply and service the required infrastructure associated with increased development.</p>
<p>Accessibility to work, family and services is important (page 14)</p> <p>Increasing urban infill and transforming residential neighbourhoods into vibrant, mixed-use precincts are policy and design intentions that will continue. They are shown to stimulate greater resident interaction, increase active forms of transport (benefitting public health) and increased use of public transport.</p>		<p>Policies should encourage incentives for the amalgamation of properties to create larger sites as a trade-off for density and open space. This has the effect of facilitating integrated development that will assist in creating better design outcomes with fewer impacts upon neighbouring properties.</p>



## PEOPLE AND NEIGHBOURHOODS SUBMISSION

Discussion Issues	Comment	Suggested Policy Direction for Code
Master-planned major infill developments have been relatively successful in achieving these aims, while small-scale, progressive, <b>minor infill within existing suburbs have been less so.</b>		
Recognition of heritage and character (page 14) As we move to the new Code, the importance of heritage and character will remain important and recognised.		Based on existing Development Plan policy, our Historic Area Statements have been drafted and are with DPTI for review and inclusion into the P&D Code
Affordability and living costs (page 15)  South Australia is often referred to as the nation's most affordable place to live, primarily because it has the lowest mean housing cost per week, for both renters and mortgage holders of all mainland states.	<p>The latest National Rental Affordability Index focusses on renters receiving Newstart, highlighting their particularly dire financial situation. Adelaide is now less affordable than Sydney for renters living on low incomes and has overtaken Sydney to be the second least affordable city in Australia. *</p> <p>Data collected by the City of Onkaparinga shows that between 2011-2016:</p> <p>Rates of homelessness per 10,000 people increased by 7.6%</p> <ul style="list-style-type: none"> <li>Those at risk of becoming homeless (living in marginalised housing) increased by 5.3%</li> <li>Proportion of residents in rental stress increased by 14.6%</li> <li>Proportion of residents in mortgage stress increased by 1.8%</li> </ul> <p>Like much of greater Adelaide, this has happened in an environment where social housing stock has decreased, with the proportion of households renting social housing</p>	<p>Council has reviewed and responded to the state's ten-year State Housing and Homelessness Strategy.</p> <p>The strategy's 'initiative areas for exploration' include some initiatives with planning parameters that the Code can investigate and/or take on board. These include:</p> <ul style="list-style-type: none"> <li>Develop innovative, creative and modern forms of supply to meet future need.</li> <li>Link infrastructure, planning and transport investment with affordable housing.</li> </ul> <p>We support these in principle but would also suggest:</p> <ul style="list-style-type: none"> <li>Explore market interventions to incentivise the delivery of greater housing choice (in particular, smaller homes).</li> <li>Improvements/increases to design standards for new homes that would result in reduced living costs for our residents.</li> </ul>

**PEOPLE AND NEIGHBOURHOODS**  
SUBMISSION

Discussion Issues	Comment	Suggested Policy Direction for Code
	<p>falling by 16.7 per cent from 2011-2016. Affordable home ownership is also out of reach for many, with the median house price increasing by 16.7 per cent from 2009-10 to 2016-17, with a median sale price of \$350,000 in 2016-17.</p> <p>*Adelaide Worse than Sydney for Renters! National Rental Affordability Index; Shelter SA Housing Matters 27 November 2019</p>	<ul style="list-style-type: none"> <li>Passive design approaches which drive better environmental outcomes and reduce cost of living.</li> <li>Review current policy (of 15% affordable housing) so as to increase the supply and type of affordable housing in all new significant developments that include surplus and residential government land projects; declared major developments and projects; and rezoned land that increases dwelling yield</li> </ul>
	<p>There is a clear omission from the suite of policies regarding operational affordability, linked to thermal performance of housing. This links to issues including fuel poverty, energy supply, general poverty, pressures on the health system etc. This policy is important because it is as much about providing housing that is comfortable and affordable to live in as it is about clear signalling to industry and supply chains around design, materials etc.</p>	<p>One observation is the market preference is for larger, three bedroom homes due to associated costs of obtaining homeownership and resale value, which in turn discourages developers from offering different (and potentially more affordable) options, such as one bedroom homes that could better suit our aging population or a single person wanting to enter the housing market.</p>
	<p>It is important that the provision of housing diversity and Affordable Housing is not undertaken at the expense of design quality and impacts to amenity, streetscape and established character.</p>	<p>As such, we believe any holistic approach to the housing system should consider how to encourage diversity of built form in the long term.</p>



## PEOPLE AND NEIGHBOURHOODS SUBMISSION

Discussion Issues	Comment	Suggested Policy Direction for Code
<p>Rising impacts of Climate Change (page 16)</p> <p>But in the future, some infill suburbs will increase to approximately 89% imperviousness and run-off will increase by 2.5 times the volume the existing systems were designed to manage<sup>18</sup>.</p> <p>Tree canopies and open spaces, which act to reduce temperatures and filter pollutants, are also often reduced to allow for development.</p>	<p>As our climate changes, the state planning reform provides an important opportunity to ensure that our communities are protected and resilient to emerging climate related hazards, including: hotter and drier conditions, increased frequency and intensity of heatwaves (the biggest killer of all natural disasters), more extreme and longer bushfire seasons, less rain overall but more intense storms and flooding, sea-level-rise, storm surge and coastal erosion.</p> <p>These hazards and their associated impacts require a highly adaptive planning system that is able to incorporate new hazard data quickly and flexibly as it arises. Failure to consider, manage and mitigate these threats via the planning system will expose current and future generations to risk, with disproportionate impacts on vulnerable community members.</p>	<p>In order to protect and enhance our communities, we seek the inclusion of the following in the planning reforms:</p> <ul style="list-style-type: none"> <li>- Incorporate climate hazard mapping as part of planning assessment (including overlays for coastal erosion, sea-level-rise, flooding, heat exposure, and fire risk).</li> <li>- Councils continually update localised climate hazard data and there should be mechanisms for new climate hazard mapping to be quickly and efficiently updated and incorporated into the planning system as it emerges.</li> <li>- Protecting our communities and adapting to serious climate threats should be clearly positioned as a primary objective of the planning reforms.</li> </ul>
<b>2: Our new Planning System</b>		
	<p>The intent of the SPPs is to provide higher level strategic direction for the whole of South Australia, yet the policies are focussed heavily on metropolitan areas. Many of these policies are difficult to apply to townships and areas that could be considered semi-rural such as Clarendon, Willunga, McLaren Vale.</p>	<p>Whilst these areas may have a geographical separation and character that is distinguished from areas on the Adelaide Plains, they provide opportunities to expand existing employment and some housing diversity that may not be appropriately supported by the SPPs.</p>

## PEOPLE AND NEIGHBOURHOODS SUBMISSION

Discussion Issues	Comment	Suggested Policy Direction for Code
2.2 High-Quality Design		
	Residential development should work towards reducing our reliance on motor vehicles for local transport needs.	Walkability is only mentioned twice in the Discussion paper and should form a more central principle for the way in which we design our residential areas – along the lines of complete neighbourhoods and incorporating opportunities for social encounter.
	Green space and walkability are important for improving the overall health and wellbeing of communities. The Discussion Paper references a 'social determinants of health' approach to the design of urban neighbourhoods, which is positive	Reference to the Heart Foundation work, Healthy Active by Design to inform the provision of social infrastructure to support healthy communities.
	Safety is a very important consideration of the liveability and feel of a neighbourhood. The Discussion Paper is silent on considerations of community safety	Policies that reference Crime Prevention Through Environmental Design (CPTED) principles to enable the development of residential areas that are designed with public safety in mind.
	When siting a house consideration must be given to proper orientation, ie, north facing living spaces and overshadowing issues, site topography, servicing issues, significant natural features, cross ventilation and prevailing weather conditions.	The principle requirements remain constant for all housing types. The important attributes include: <ul style="list-style-type: none"> <li>• SAHT Universal Housing design spatial requirements;</li> <li>• Requirement for outlooks and appropriate orientation;</li> <li>• Provision of access to adequate natural light and ventilation;</li> <li>• Open space requirements relative to household size determined by bedroom accommodation.</li> </ul>

## PEOPLE AND NEIGHBOURHOODS SUBMISSION

Discussion Issues	Comment	Suggested Policy Direction for Code
2.3 Residential Infill Improvements		
	Many of the other comments in this feedback table can be related to infill development scenarios. They are particularly important in this considering that it can be very difficult to cause developers to be mindful of the wider residential area when assessing development applications for small knock down rebuild applications (ones into twos etc) and through this we lose the ability to manage an urban area as a whole rather than as a patchwork of little development projects.	Policies that require consideration of the wider residential area, public realm and liveability – including outside of the development boundary – when assessing infill development applications.
2.4 Greenfield and Master-planned Development		
	The integration of diverse housing types in vibrant mixed-use areas is important to catering for the broad needs of a community while developing attractive, vibrant, busy neighbourhoods.	Strong support for the inclusion of policies to encourage diverse housing types in greenfield development areas, including size, design, some level of shared facilities where possible and affordability.
2.5 Heritage and Character		
	The Discussion Paper is silent on Aboriginal cultural heritage, despite its inclusion in State Planning Policy 7. This is also a gap in the current Urban Planning system, with there being no mechanism for formal referral relating to Aboriginal cultural matters and the protection of Aboriginal heritage, despite the wide-reaching effect of the Aboriginal Heritage Act 1988, which all developers are bound by. In terms of considerations for people, our Aboriginal communities are important stakeholders.	Formal consideration of the impact of residential development on Aboriginal heritage. This should include more engagement with South Australia's First People to allow direct access to decision making that impacts on Aboriginal heritage, per the intent of the 2016 amendments to the Aboriginal Heritage Act 1988.



## PEOPLE AND NEIGHBOURHOODS SUBMISSION

Discussion Issues	Comment	Suggested Policy Direction for Code
2.6 Climate Change and Sustainability		
	The type of housing available and its suitability to cope with changes in climate will become important into the future.	Policies to allow for temporary / flexible / transportable housing to adapt and move with relative to the impacts of climate change.
	The sustainability of coastal areas should be given particular attention.	Policies to protect coastal environments and control suitable development in these areas, which is mindful of increased storm surges
	It is important that water run-off from highly developed areas is harvested.	Strong support for the WSUD policy inclusions.
	Trees and canopy coverage is important for the cooling of our urban environments.	Strong support for the requirement to plan at least one tree on each residential allotment. This should be mandatory.
2.7 Housing Preferences		
	Housing supply should be enabled to cater for diverse community needs, including those relating to age, ability and cultural preferences.	Policies that diverse and inclusive housing, such as granny flats for multi-generational living, adaptable housing to cater for ageing and disability (wheelchair access, hand rails etc) and cultural needs such as larger semi-detached dwelling complexes for community living
2.8 Affordable Living		
	It is important that there is a high diversity of housing product available in most of our suburbs, so that affordability becomes less based on location.	Allow for studio units / low-cost, smaller housing product to be integrated in broader residential areas.
	There is higher demand than supply for affordable rental housing in our region.	Inclusion of policies/incentives to increase the amount of housing available in the rental market



# PEOPLE AND NEIGHBOURHOODS SUBMISSION

Discussion Issues	Comment	Suggested Policy Direction for Code
ADDITIONAL DISCUSSION POINTS		
	We are seeing some urgency in the need for transitional accommodation in emergency situations (domestic violence).	Policies that support the provision of flexible, supported accommodation for people experiencing difficulties, provided as allowances for social housing (eg a house managed by a non-government organisation), integrated seamlessly within broader residential areas.
	Social infrastructure, including community gathering places, public open space, community services and walking trails etc are important to the liveability of neighbourhoods for people and supporting the development of community.	Policies that encourage application of the social infrastructure schemes available under the Planning, Development and Infrastructure Act.
		The assumption that higher density living adjacent activity centres, public transport nodes and strategic transit corridors can justify reduced car parking demand, needs to be considered in the context of a neighbourhood's capacity to absorb increased traffic and parking. Typically, such areas are already congested through park and ride users and staff from local businesses.

Attachment 3



**STATE  
PLANNING  
COMMISSION**



**PEOPLE AND  
NEIGHBOURHOODS**

**POLICY  
DISCUSSION  
PAPER**

September 2019



**Government of South Australia**  
Department of Planning,  
Transport and Infrastructure

[saplanningcommission.sa.gov.au](http://saplanningcommission.sa.gov.au)

### **Acknowledgments and further information**

This policy discussion paper has been prepared by the State Planning Commission in partnership with Professor Emma Baker and Professor Jon Kellett, School of Architecture & Built Environment of the University of Adelaide. The University of Adelaide input focuses on the key consideration and trends for housing and neighbourhoods in South Australia. For further information please refer to the background papers prepared by Professor Emma Baker and Professor Jon Kellett which can be downloaded from the SA Planning Portal. The Commission would also like to acknowledge the contribution of Damien Madigan, Senior Lecturer in Architecture, University of South Australia and the SA Housing Authority.

Infographics and photos used throughout this document are courtesy of the Department of Planning, Transport and Infrastructure, the South Australian Tourism Commission, Renewal SA, Water Sensitive SA and the City of Adelaide and professional photographers contracted to these organisations.



## TABLE OF CONTENTS

---

<b>Introduction</b>	<b>5</b>
<b>Key Considerations and Trends for Housing and Neighbourhoods in SA</b>	<b>7</b>
Department of Planning, Transport and Infrastructure Summary of Minor Infill Activity in Greater Adelaide 2012-2018	12
Case Study – Opportunities for Adelaide’s ‘Missing Middle’	18
<b>Our new Planning System</b>	<b>23</b>
A Clearer and More Consistent Policy Framework	31
High-Quality Design	37
Residential Infill Improvements	43
Greenfield and Master-planned Development	47
Heritage and Character	51
Climate Change and Sustainability	57
Housing Preferences	61
Affordable Living	69
<b>Next Steps</b>	<b>74</b>
<b>Have Your Say</b>	<b>75</b>







## INTRODUCTION

---

Over 1.7 million people live in South Australia, across a diverse and changing landscape of cities, suburbs, townships and rural communities.

Over the course of our lifetime, depending on ever-changing circumstances; physical, financial, occupational, cultural; our desire to live in one location over another will change. Similarly, what each one of us wants and needs from our housing and our neighbourhood will also change and evolve over our lifetime, driven by our own or our family's emerging needs and the lifestyles we choose to lead.

The story of how, why and where we choose to live is unique to each one of us. But ultimately it comes down to one thing; the liveability of a place. The beloved characteristics of a neighbourhood; a preferred style of housing; all the various, curious, diverse, personal and defining elements of a place that compel us to make it our home.

While the majority of South Australians live in metropolitan areas close to the city, many are still drawn to the more relaxed existences that are still possible in the townships and settlements that remain the beating hearts of our regional communities.

South Australia is consistently recognised as one of the most liveable places in the world. This has become one of our defining characteristics, along with ease of access to work and services, our reputation as a truly '20-minute city' and our low cost of living and affordable housing. The challenge is how do we preserve and enhance those aspects of living in South Australia that we value so greatly, while allowing us to grow and improve, meet a whole range of new and emerging challenges and do it all sustainably?

The introduction of the new Planning and Design Code (the Code) presents a once in a lifetime or longer opportunity to take stock of the trends impacting our population and the changes they will bring to our cities, towns, suburbs and neighbourhoods and ensure that the policies we have in place to guide the critical development of our homes and neighbourhoods, adequately accommodate our changing household structures, a changing climate environment and the changing economic and cultural demands of our diverse communities.

This Discussion Paper outlines and explores the proposed Code policy framework that will best support the future development of the homes and neighbourhoods where we and future generations of South Australians will choose to live, work and play.











## KEY CONSIDERATIONS AND TRENDS FOR HOUSING AND NEIGHBOURHOODS IN SA

**By Professor Emma Baker and Professor Jon Kellett, School of Architecture & Built Environment, the University of Adelaide.**

*This is an executive summary of a longer report that can be downloaded from the [saplanningportal.sa.gov.au](http://saplanningportal.sa.gov.au)*

South Australians want many, often different, things from their housing and neighbourhoods. To some extent people's preferences are embodied in our existing housing and neighbourhoods as they represent the choices we have historically made. The form and characteristics of our existing housing and neighbourhoods evolved not just through our preferences, but also in response to constraints (such as economic ones), as well as limitations in the type of housing (and its design) offered by developers and the construction industry and availability to infrastructure, including transport. But this is only part of the story.

These preferences are also reflective of how much our state's population has and continues to change. Our tendency towards smaller households, an increasing proportion of South Australians who are older, a growing number of lone person households and households containing adult children, and

the increasing diversity of our population through migration have all resulted in substantial adjustments to the housing and neighbourhoods required across the state. Housing stock, for example, has become much more diverse and the expansion of the urban fringe development seen in previous decades is, to a large extent, being gradually replaced by higher density land division closer to the centre of the metropolitan area. We are also choosing to live in dwellings with smaller back yards, that are closer to work or areas with lifestyle value.

The emerging importance of housing affordability and a heightened awareness of our vulnerability to the impacts of climate change have also significantly impacted what South Australians want and need from their homes and how and where we choose to live.

Our relatively steady rate of population growth, compared to other Australian cities, means we have the ability to plan well for these changes, adapt the housing that we build, and design for the neighbourhoods we want and need.

These factors have brought with them a series of key opportunities and challenges for our new planning system. The considerations and trends impacting on the development of policies within the new Planning and Design Code (the Code) are outlined in this paper.





## Our population is changing

In our short history, the population profile has changed dramatically. A hundred years ago 98% of South Australians were either born in Australia or had migrated from the United Kingdom<sup>1</sup>. We were a youthful state; around half the population was under 25-years of age and human settlement was spread equally across the metropolitan and regional areas.



In 2019, 77% of South Australians live in the Greater Adelaide capital city<sup>2</sup> area. Our population is older, almost 25% live with some form of disability and we have a vastly more diverse ancestry than ever before. The size of the average household has more than halved over the century; from 4.5 people to 2.4 people per household. Group and lone person households, single-parent and couple-without-children families have all increased over the past two decades<sup>3</sup>. Currently, 28% of households contain just one person<sup>4</sup>, a figure predicted to rise rapidly over the next decade. The likelihood of living alone logically increases with age, but far from all lone person households are older. In fact, 58% of all South Australians who live alone are less than 65 years of age<sup>5</sup>. Population ageing is occurring fastest in the non-metropolitan areas of the state, largely due to selective migration, with significant numbers of older people making 'sea (and tree) changes' to coastal or inland regional towns, in areas such as Victor Harbor, Murray Bridge and the Barossa Valley. A snapshot of the key population considerations for South Australia is captured in Figure 1 on page 9.

This trajectory of population change will almost certainly continue and will have important implications for the way we live, work and plan for our land use and spaces.

<sup>1</sup> ABS, 1921 Census of Population and Housing.

<sup>2</sup> ABS, 2016, Census of Population and Housing. Metropolitan area is defined as the Greater Adelaide Capital City Area, the geographical area used by the Australian Bureau of Statistics to represent the functional or socio-economic extent of the Adelaide capital city.

<sup>3</sup> Department of Planning, Transport and Infrastructure, 2015, *The Integrated Transport and Land Use Plan Technical Document – July 2015*, p.46 table 1.

<sup>4</sup> ABS, 2016 Census of Population and Housing.

<sup>5</sup> *ibid.*

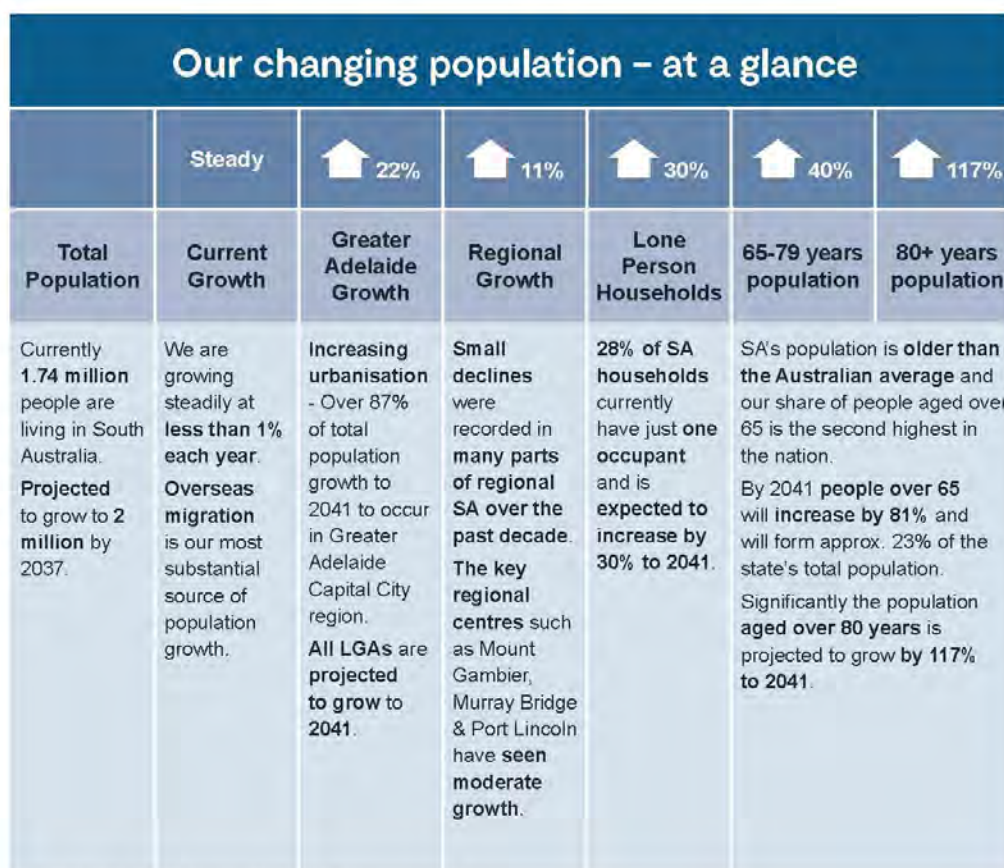


Figure 1: South Australia's key population trends



### Our housing preferences are diversifying

Australians have a long tradition of desiring detached housing, often with three bedrooms and a private yard. This tradition persists for many<sup>6</sup>, but preferences are slowly changing. The demographic shift to smaller households (outlined above) along with affordability pressures and locational trade-offs, appear to be driving demand for other housing types, such as apartments and townhouses. The dominance of separate dwellings is gradually weakening. In the last decade the proportion of separate houses in South Australian housing stock decreased by around 3%, replaced by a corresponding growth in the numbers of semi-detached dwellings, row or terrace housing<sup>7</sup>. A continued downward trend is suggested by the most recent dwelling approvals data<sup>8</sup>, with approvals for new detached dwellings in 2017/18 decreasing to 67%. Additional density is also being achieved by a gradual move to the development of two storey housing. As an example, over the ten years to the 2016 Census the proportion of two or more storey semi-detached dwellings in South Australia more than doubled<sup>9</sup>.

Interestingly, across a number of studies, even though people are increasingly choosing to live in alternate dwelling types, South Australians have retained their preference for having plenty of interior floor space. The average floor area of new houses and townhouses has been rising in South Australia and in 2017-18 this was 199m<sup>2</sup> and 154 m<sup>2</sup> respectively<sup>10</sup>.

*South Australians are looking for different types of housing to meet their changing needs.*



Figure 2: Two or more storeys semi-detached dwellings have more than doubled in South Australia

<sup>6</sup> Kelly, J.F., Williams, B., and Walsh, M., 2011. The Housing We'd Choose, Grattan Institute, Melbourne.

<sup>7</sup> Data source: ABS, 2018, Table 8: Dwelling structure by location.

<sup>8</sup> DPTI, 2018, Planning Research and Analysis Unit, Residential Land Supply and Development Trends Research Paper.

<sup>9</sup> ABS, 2006 and 2016, Census of Population and Housing.

<sup>10</sup> ABS, 2019, 87520 - Building Activity, Australia.





decreased<sup>13</sup>. Minor infill – in the form of demolitions and re-subdivisions – is playing a significant role in the provision of new land within our existing metropolitan areas, contributing about 39% of the overall housing supply each year. Demolition is particularly prevalent in inner and middle ring suburbs within 10 kilometres of the CBD, with comparatively few demolitions occurring in the outer suburbs. Figure 3 on page 12 provides DPTI's summary of recent minor infill activity in Greater Adelaide.

Recent analysis by DPTI has identified land supply potential for almost 120,000 new dwellings within the existing footprint of the metropolitan area – 63,500 in greenfield areas and 53,500 stemming from infill development opportunities, mainly concentrated in the metropolitan area and its growth corridors. Current analysis suggests there is also an adequate supply of both broadhectare and infill opportunities in regional South Australia.

### Our settlement pattern is changing

In addition to a gradual move away from detached, single storey dwellings, new housing stock is increasingly being built on smaller allotments, especially in the metropolitan area. The average residential allotment in South Australia is currently 707m<sup>2</sup>, but the median size of new allotments approved in 2017/18 was 361m<sup>2</sup>. This is part of a long-term trend towards smaller block sizes, reducing from an average of 534m<sup>2</sup> less than 20 years ago<sup>11</sup>, for example.

The Department of Planning, Transport and Infrastructure's (DPTI) research paper<sup>12</sup> found that 70% of new housing development in 2017 occurred within established urban areas and the demand for fringe development land has

*"Where we are  
choosing to live is  
changing very quickly.  
This is not driven  
by policy but by the  
individual choices we,  
our friends and our  
children are making."*

**Michael Lennon**

<sup>11</sup> DPTI 2019 median allotment size special data extract.

<sup>12</sup> DPTI, 2018, Planning Research and Analysis Unit, Residential Land Supply and Development Trends Research Paper (available at: [https://www.dpti.sa.gov.au/~/media/1/2/Planning/Research/Residential\\_Land\\_Supply\\_and\\_Development\\_Trends\\_Research\\_Paper.pdf](https://www.dpti.sa.gov.au/~/media/1/2/Planning/Research/Residential_Land_Supply_and_Development_Trends_Research_Paper.pdf)).

<sup>13</sup> DPTI, 2018, Planning Research and Analysis Unit, Residential Land Supply and Development Trends Research Paper (available at: [https://www.dpti.sa.gov.au/~/media/1/2/Planning/Research/Residential\\_Land\\_Supply\\_and\\_Development\\_Trends\\_Research\\_Paper.pdf](https://www.dpti.sa.gov.au/~/media/1/2/Planning/Research/Residential_Land_Supply_and_Development_Trends_Research_Paper.pdf)).

## Department of Planning, Transport and Infrastructure summary of minor infill activity in Greater Adelaide 2012-2018

Between 2012 and 2018, minor infill was the single greatest provider of new housing in Greater Adelaide, contributing 39% of the region's net dwelling increase compared with major / other infill (32%) and broadacre (29%) sites.

Occurring within existing built up areas on sites of less than 4,000m<sup>2</sup>, minor infill involves the demolition of dwellings and/or the subdivision of land to generate new housing at the same or greater densities (up to 10 dwellings).



*Example of minor infill created by a demolition and resubdivision*

In the Greater Adelaide region between 2012 and 2018:

- The net dwelling increase from minor infill was 2,501 dwellings per annum (total 15,005).
- Demolition and resubdivision generated an average of 1,374 dwellings per annum.
- Vacant land parcels that were created through broadacre land division, demolitions and resubdivisions prior to 2012, generated an additional 1,128 dwellings per annum.

- Marion LGA generated an additional 2,008 dwellings through minor infill, followed by Charles Sturt (1,988) and Onkaparinga (1,788).
- The rate of demolition increased steadily from around 1,765 dwellings per annum from 2008 - 2014, to the current 2,018 dwellings per annum. Charles Sturt LGA experienced the greatest number of demolitions, with a total of 1,909, followed by Port Adelaide Enfield LGA with 1,892.
- Resubdivision occurred on an average of 395 sites per annum (total 2,371). Onkaparinga LGA experienced the largest share of resubdivisions with 354 sites, which generated an additional 276 dwellings and 119 vacant lots. This was followed by Charles Sturt LGA, with 301 sites, generating an additional 289 dwellings and 53 vacant lots.
- The average replacement rate for demolition sites was 1:1.85. Onkaparinga LGA recorded the highest replacement rate of 2.4, followed by Marion and Gawler LGAs with 2.2. This is largely influenced by allotment size, planning policy and market demand.

Buoyed by a supportive policy framework provided within the 2017 update of The 30 Year Plan for Greater Adelaide, which both encourages the reduction of our urban footprint and the provision of more housing diversity close to public transport options, this steady increase in the importance of minor infill to the overall settlement pattern of metropolitan Adelaide is set to continue for the foreseeable future.

*The full version of DPTI's Summary of Minor Infill within Greater Adelaide 2012-2018 can be downloaded from [saplaningportal.sa.gov.au](http://saplaningportal.sa.gov.au)*

*Figure 3: Minor Infill Activity in Greater Adelaide, 2012-2018*





### Accessibility to work, family and services is important

Research undertaken in South Australia and elsewhere show people prefer neighbourhoods with good access to high quality local transport and the ability to easily reach family, work, shops and amenities. There is strong anecdotal evidence of a preference among younger South Australians for inner-city neighbourhoods that are closer to work, are walkable and cycle-friendly and connected to public transport.

Access to employment opportunities is an important neighbourhood consideration, across all ages of the workforce. The location of employment within South Australia has been changing over recent decades and is increasingly focussed in urban areas. More than 75% of people employed in the state work in the Adelaide metropolitan area. While some households may choose to live in non-metropolitan areas and commute to work, the increasing urbanisation of employment is a powerful and compelling driver of demand for housing in the metropolitan area.



*Providing housing choices close to family, shops and jobs is important to people*

High quality design is critical to infill development in existing neighbourhoods. Increasing urban infill and transforming residential neighbourhoods into vibrant, mixed-use precincts are policy and design intentions that will continue. They are shown to stimulate greater resident interaction, increase active forms of transport (benefitting public health) and increase use of public transport. Master-planned major infill developments have been relatively successful in achieving these aims, while small-scale, progressive, minor infill within existing suburbs have been less so. The new Code must address the transformation of existing neighbourhoods by minor infill. In particular it must encourage a better range of public spaces and activity into densifying neighbourhoods.

*Communities want housing to fit in with the important characteristics they value*

It is vital to encourage high-quality design in the new planning system in order to achieve higher density accommodation, while at the same time developing truly compelling environments that people *really want* to live and work in. This focus on good design should apply equally across all development; housing, places and spaces, in metropolitan Adelaide and in suburbs and regional centres across the state.

As well as signposting the importance of design in delivering good development outcomes, the Code should provide clear guidance for managing legitimate community concerns such as on-street car parking, privacy, overshadowing, local amenity, risks to heritage and character, site coverage (when existing buildings are replaced with more dense building forms) and retention, or expansion of existing tree canopies, particularly in areas of increasing density.

### Recognition of heritage and character

As we move to the new Code, the importance of heritage and character will remain important and recognised. Our new planning system will need to protect areas of special character and continue to provide for the management or conservation of land, building, heritage places and areas. Existing heritage designation means that change in some areas will be limited, in the interests of protecting valued physical attributes or identity. Other areas without formal heritage status may be regarded by residents as having a special character that may limit the amount and type of changes desirable. The Code needs to consider how to effectively reconcile the inevitable tensions that will arise between the drivers of change and progress and the need to protect important elements of both past and present environments.



### Affordability and living costs

Greater Adelaide has one of the lowest average housing construction costs in Australia, and while this is an important factor, land supply has a more significant influence on affordability in the medium to long-term. Research indicates relevant zoning provisions make up about 30-40% of the overall price of a dwelling in major Australian capital cities and between 25-85% of the price of apartments<sup>14</sup>. Similar findings have been found in other international cities.

Housing costs are the main expenditure item for many households and is therefore a primary consideration, not only for our planning environment, but for our economic and indeed, social stability. Housing affordability, whether it be to buy or rent, is also a primary driver for decision-making when people relocate; both directly - wanting to choose something they can afford and indirectly - e.g. trading off an accessible location for less outdoor space. South Australia is often referred to as the nation's most affordable place to live, primarily because it has the lowest mean housing cost per week, for both renters and mortgage holders<sup>15</sup>, of all mainland states.

Housing affordability is also highly tenure dependent, with renters spending on average 21% of their household income on relative housing costs, compared with 16% for home purchasers and 4% for outright homeowners. In lockstep with national trends, both rents and mortgages in South Australia have risen over the last two decades and the proportion of the population with housing costs considered to be 'unaffordable' has been gradually increasing<sup>16</sup>.

<sup>14</sup> <https://smart-cities.dashboard.gov.au/all-cities/housing>

<sup>15</sup> ABS 2017, cat no 4130.0

<sup>16</sup> ABS 2001, 2006, 2011, 2016 Censuses of Population and Housing and ABS 2017, cat no 4130.0



### Rising impacts of Climate Change

South Australia's awareness of the impacts of climate change has increased in recent years and we face the challenge of providing housing and neighbourhoods that neither contribute, nor are vulnerable to the effects of a changing climate.

The construction, maintenance and energy consumption of housing is a significant source of greenhouse gas emissions. Energy use in the residential sector alone accounts for 13% of total greenhouse gas emissions, from all sources in Australia<sup>17</sup>. This is important when considered against the trend toward increased dwelling sizes in South Australia, as larger houses require more resources to build and operate.

At the neighbourhood level, the consolidation of housing, people and infrastructure into urban areas presents additional challenges. For example, temperature extremes are often maximised in built up urban areas, where historical building patterns and a concentration of dark road surfaces create heat island effects. In addition, the ground in urban areas tends to be covered by roads, buildings and other infrastructure, preventing storm water infiltration. Historically, stormwater drainage networks have been designed for catchments that are 65% impervious (proportion of areas consisting of roads, roofs and other paved surfaces). But in the future, some infill suburbs will increase to approximately 89% imperviousness and run-off will increase by 2.5 times the volume the existing systems were designed to manage<sup>18</sup>. Tree canopies and open spaces, which act to reduce temperatures and filter pollutants, are also often reduced to allow for development.

Responding to these challenges, the new planning system should prioritise energy efficient building design and water sensitive urban design, as well as strive for a balance between a more compact urban form and increasing green space to mitigate urban heat island effects. In encouraging high quality public open space, the new planning system should privilege spaces and vegetation that help to cool the built environment, filter pollutants, and enhance the function of natural water systems.



<sup>17</sup> National Inventory by Economic Sector 2017, Commonwealth of Australia 2019

<sup>18</sup> Jensen Planning + Design, 2011, Stormwater Management Plans: Cities of Holdfast Bay and Marion, Discussion Paper: Development Potential within the Catchment.



## Opportunities to address the Missing Middle

Governments, planners, developers and the building industry are already responding in many ways to some of the trends and changes described. Our new-build housing stock, for example, is gradually becoming more diverse, we are investigating affordable housing and new tenure option, and pursuing new approaches to retirement living right across the state. The new planning system aims to better unify and guide our response to the challenges we face, in a way that aligns to the strategic directions of State Planning Policies<sup>19</sup>.

Broadly, the changes and challenges highlighted in this paper require:

A land use planning system that will encourage and promote:

- An appropriate balance of mixed use and residential land uses across the state
- Housing diversity and affordability
- High quality design of our buildings and places, and

- A balance of protection for existing and new heritage and character.

A new planning system that provides for:

- A range of housing types and sizes across the state
- Sustainable developments, and
- Vibrant and accessible neighbourhoods.

This could be achieved by offering a range of lot sizes and promoting a variety of building forms and tenures, especially low-rise, medium density housing.

Some practitioners and commentators refer to the lack of low-rise medium density housing in our cities as the 'missing middle', with dual occupancies, terrace houses, multi-dwelling houses and manor houses currently forming the scope of housing diversity. Recent public discourse around solutions to the 'missing middle' provides some potentially valuable land use planning responses, such as the split housing described in the case study on pages 18-21.

<sup>19</sup> State Planning Policies for South Australia, Government of South Australia, 2019, [https://www.saplan.nsw.gov.au/\\_data/assets/pdf\\_file/0005/662884/State\\_Planning\\_Policies\\_for\\_South\\_Australia\\_-\\_23\\_May\\_2019.pdf](https://www.saplan.nsw.gov.au/_data/assets/pdf_file/0005/662884/State_Planning_Policies_for_South_Australia_-_23_May_2019.pdf)



## CASE STUDY

**By Damien Madigan,  
Senior Lecturer in Architecture,  
University of South Australia**

Adelaide's suburban development pattern is something of an anomaly when compared with other Australian cities, in that it has developed in a linear fashion from north to south, as opposed to radially. Cities like Sydney and Melbourne present an intact inner ring of desirable character housing stock around their CBDs and a vast 20km-wide middle ring of suburbs that are well connected by public transport but are of mixed quality and desirability and due for renovation. These suburbs can therefore be targeted strategically for new medium density infill housing, leaving the inner ring of older suburbs intact.

One housing strategy is the 'missing middle'; an identified policy gap of low-rise medium density housing options including dual occupancies, terrace houses, multi-dwelling houses and manor houses. Such offerings straddle the gap between low density single dwellings at one end of the housing spectrum and high density apartments at the other.

Being constricted west by the Gulf St Vincent and east by the Mount Lofty Ranges, much of our well-connected housing stock has traditionally come in the form of villas and cottages from the late 19<sup>th</sup> and early 20<sup>th</sup> centuries. Rarely left unaltered or extended, they continue to adapt to new ways of living.

More recently, as outlined earlier in this paper, our metropolitan areas have experienced a significant rise in minor infill development, with a high concentration of demolition activity within 10 kilometres of the CBD and spreading out to the north-east and south within Tea Tree Gully, Campbelltown, Salisbury, Marion and Onkaparinga Local Government Areas. This pattern is largely being driven by planning policy, dwelling age, site value and market demand to live close to shops, services and public transport in established areas. Of those demolitions, 91% were detached dwellings, 90% had a Value Ratio (Capital Value / Site Value) between 1 and 1.5 and 88% were built prior to 1969.

In view of this, the Greater Adelaide region is primed to benefit from an all-encompassing approach to the provision of 'missing middle' housing - one that both helps to address our shifting housing needs while easing concerns over the rise in minor infill by ensuring new development is designed and sited in a way that complements and enhances the existing neighbourhoods in which it is built.

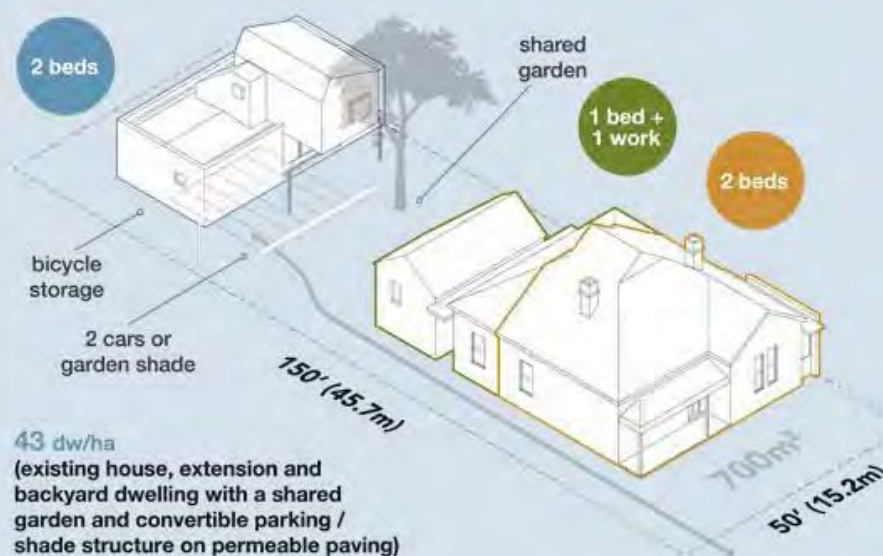
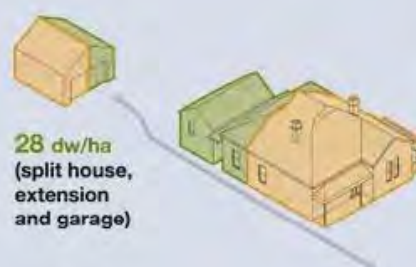
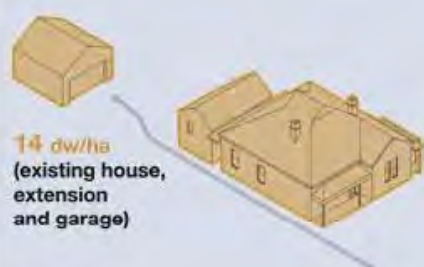
For example, in our established character areas, it might be possible to sensitively alter and extend some of our early housing in a familiar manner, to create a uniquely Adelaidean form of 'missing middle' housing.

On its own, an extended villa sitting on what can be considered a typical Adelaide allotment of 700m<sup>2</sup> represents a density of 14 dwellings/hectare (dw/ha). Split into two smaller dwellings, this increases to 28 dw/ha. The addition of a third small backyard dwelling, sitting within the height of the original house, creates an alternative medium density scenario of 43 dw/ha (see figures opposite).

Figure 4: Case Study - Opportunities for Adelaide's 'Missing Middle'



## Opportunities for Adelaide's 'Missing Middle'





## CASE STUDY

Beyond increasing dwelling numbers, such a strategy increases dwelling diversity, offering a mix of 2 bedroom layouts and the potential for work-from-home arrangements. A high-quality shared garden increases amenity, while the mass and positioning of buildings reflects Adelaide's existing low scale suburban development patterns.

Additionally, in those areas experiencing high minor infill development activity, an opportunity exists to place a strong focus on providing diverse housing options that are universally designed, affordable, support 'ageing in place' and reflect the changing needs of our community (see figure below). To this end, we need to explore new models of housing outside of our traditional preference for detached dwellings on large allotments that can offer affordable, well designed and well-located options for our shifting demographics and household types.

1. 'Next Gen' Granny Flat



2. Courtyard



3. Fonzie



4. 'Next Gen' Six Pack



5. Row Terrace





## Opportunities for Adelaide's 'Missing Middle'

6. 'Big House' Apartments



7. Row



8. Apartment Terrace



9. Clustered



11. Mixed Use



12. Dual Occupancy



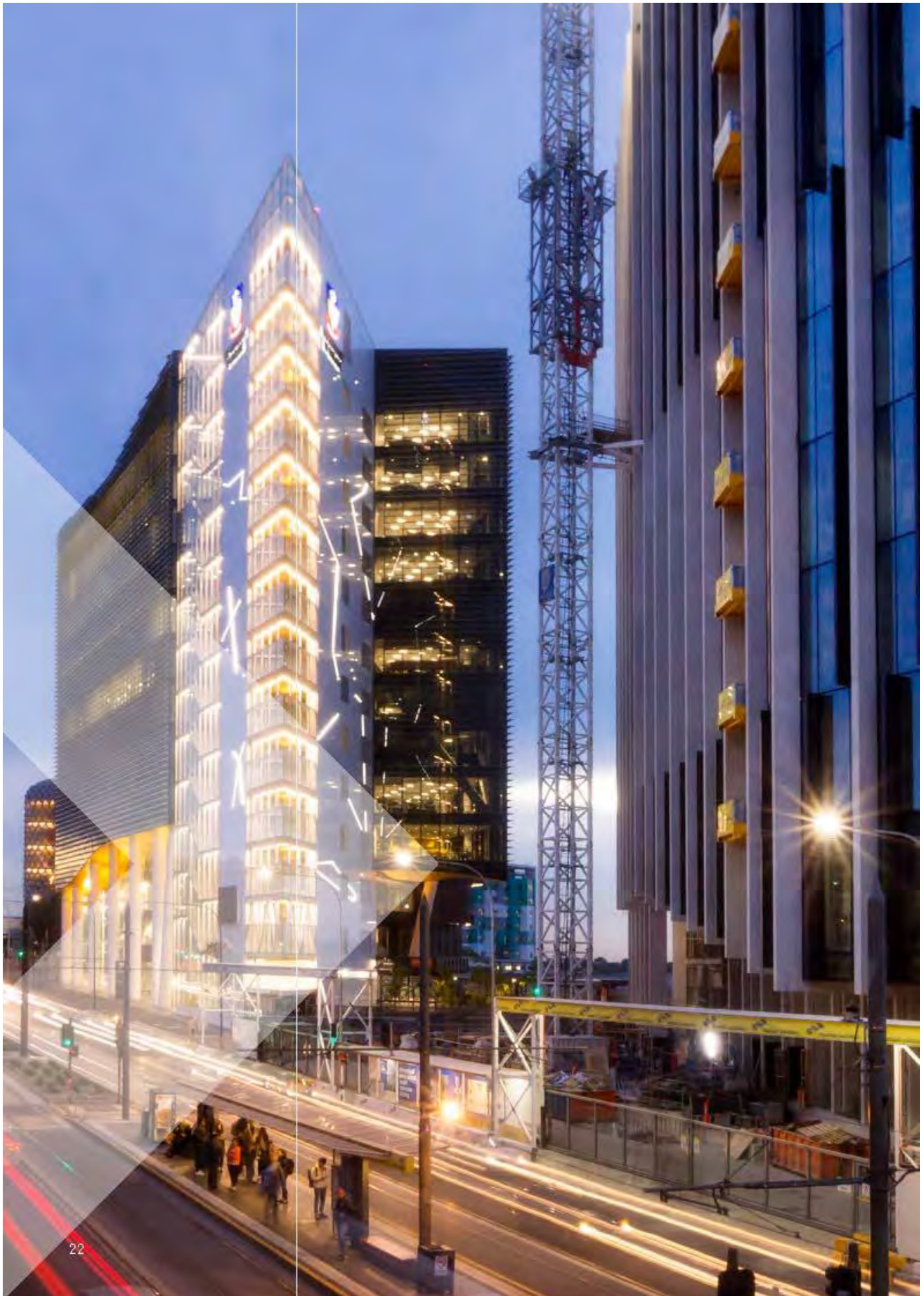
10. Urban Garage



13. Soho











## OUR NEW PLANNING SYSTEM

**South Australia's new planning system includes a range of new policy levers and tools to achieve better planning outcomes for South Australia. Some of these include:**

- **State Planning Policies:** The umbrella policy directions for the planning system that influence the policy settings within the Planning and Design Code.
- **Regional Plans:** Setting the long-term planning vision for a region or area, including the integration of land use, transport, infrastructure and the public realm.
- **Planning and Design Code:** Articulating the rules against which development proposals are assessed.
- **Design Standards:** Supplementing the Planning and Design Code by specifying design principles and standards for the public realm or infrastructure, and providing clear and defined design frameworks.
- **Practice Directions and Guidelines:** To assist in defining clear procedures for development assessment and provide guidance in interpretation of the Planning and Design Code.
- **Infrastructure Schemes:** Establishing new mechanisms to identify and fund required infrastructure.



23



The policies set out in the Code must reflect and align with the State Planning Policies, because ultimately they provide the critical strategic framework upon which the Code itself is based. The key policy areas that should inform the Code are:



Figure 5: Key policy areas of the State Planning Policies





## Transitioning to the Planning and Design Code

The Code contains four primary policy components: Overlays, Zones, Subzones and General Development Policies (*refer Figure 6*).

Overlays, Zones and Subzones will act as the Code's 'spatial layers' and serve as the primary regulators of land use and the built form. No other spatial layers are able to be introduced. Where there is an exceptional, unique difference that may warrant the need for additional policy, Overlays can address defined issues that may apply to any Zone or Subzone, identifying areas where there is particular sensitivity to development (e.g. heritage place), a constraint on land or development (e.g. hazard risk), or where a particular opportunity or development outcome is sought (e.g. affordable housing). While Zones outline 'what' can occur in an area, the General Development Policies guide 'how' a development should occur. These policies will address the functional requirements for a development type or class.

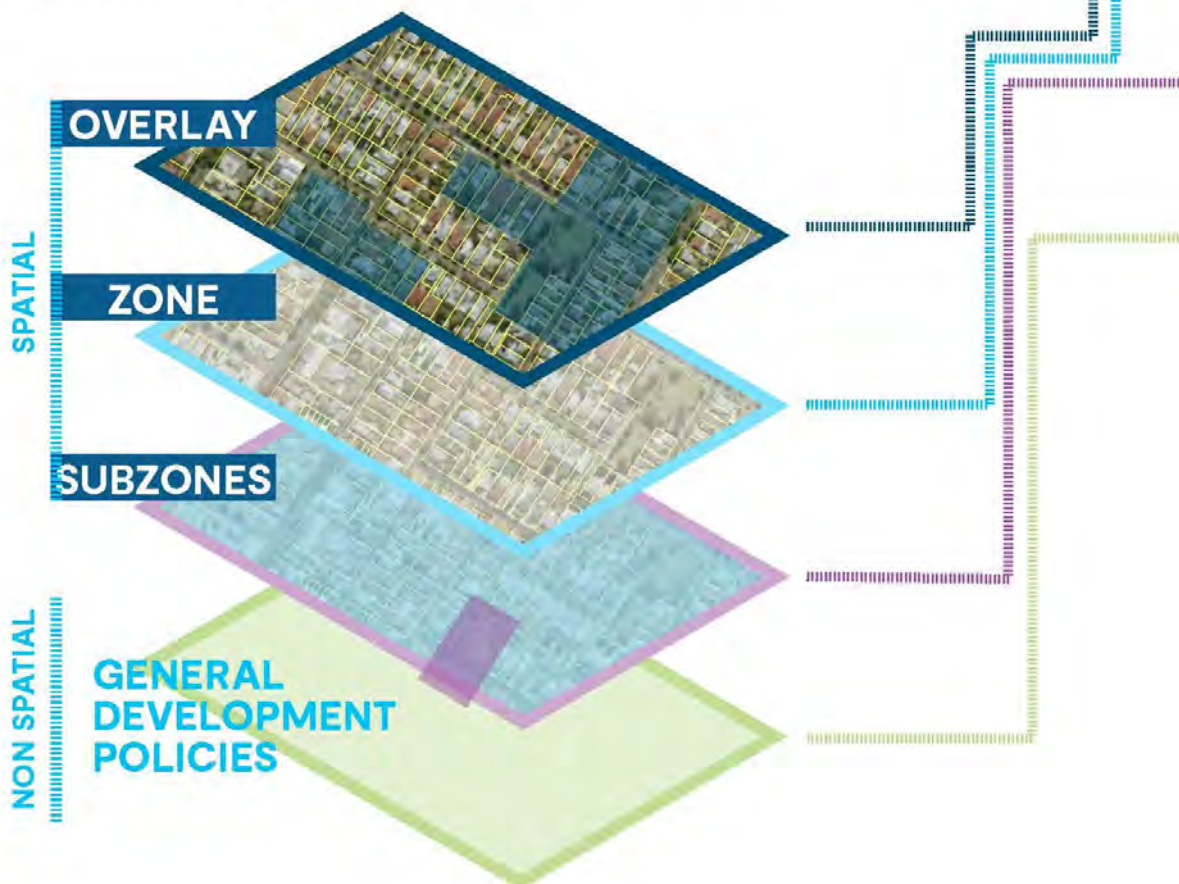




Figure 6: The policy components of the Planning and Design Code

The interplay between Zone and Overlay policies will govern any alterations of a policy applying to a specific location. For example, the presence of the Character Area Overlay (discussed later in this paper) within an area may temper the land use and built form characteristics within a Zone, in order to protect the character and streetscape impacts on a particular locality.

New policies within the Code will also align to the direction provided by the current *Planning Strategy for South Australia* (Regional Plans), particularly those aspects that relate to residential developments, tourism growth and targets (such as housing diversity and proximity to public transport, infill development, urban green cover etc.), the provision of land for employment and the protection of land use for food production.

## Developing the Code

The proposed changes to the Code outlined in this paper have been devised following a comprehensive review of existing policies within the South Australian Planning Policy Library (SAPPL), local Development Plans and a broad range of strategic government documents. The result of these investigations identified the:

- key emerging trends that may require a planning policy response;
- gaps or deficiencies that need to be addressed to ensure alignment with the SPPs;
- opportunities to consolidate currently duplicated policies;
- need for further investigations and research which may be required to properly inform new policy directions.

## What is the SAPPL?

The South Australian Planning Policy Library (SAPPL) was introduced as part of a program to bring greater consistency to local Development Plans, and has been adopted at least in part by 55 of the state's 68 councils. This library of policies has formed the basis for the development of the Code.

## Key Areas of Improvement

Current residential planning policies have helped facilitate the renewal and revitalisation of our streets and neighbourhoods, as well as deliver a variety of new housing options for South Australians. But for many residents, these policies are perceived to have fallen short in ensuring that new housing is sympathetic to, and integrates well, with existing surroundings.

In preparing the Code, these policies must be updated to align with the direction set by the State Planning Policies and deliver high quality design outcomes, in particular how residential developments contribute to the context and rhythm of surrounding neighbourhoods and streetscapes. They must also reflect evolving household needs and respond to challenges associated with our changing population and changing climate.

The Code must accommodate different types of neighbourhoods; some that support growth and change and others that seek to limit it. Policies need to be flexible enough to facilitate construction of a diversity of housing that will meet the needs of all members of our communities, while preserving those elements of our neighbourhoods that make them so desirable in the first place.

Finally, the Code needs to carefully consider that some of our future neighbourhoods must provide more than just housing. They must accommodate a diverse mix of lifestyles and activities, be sustainable, accessible to public space and public transport and encourage good design outcomes across all areas of development.

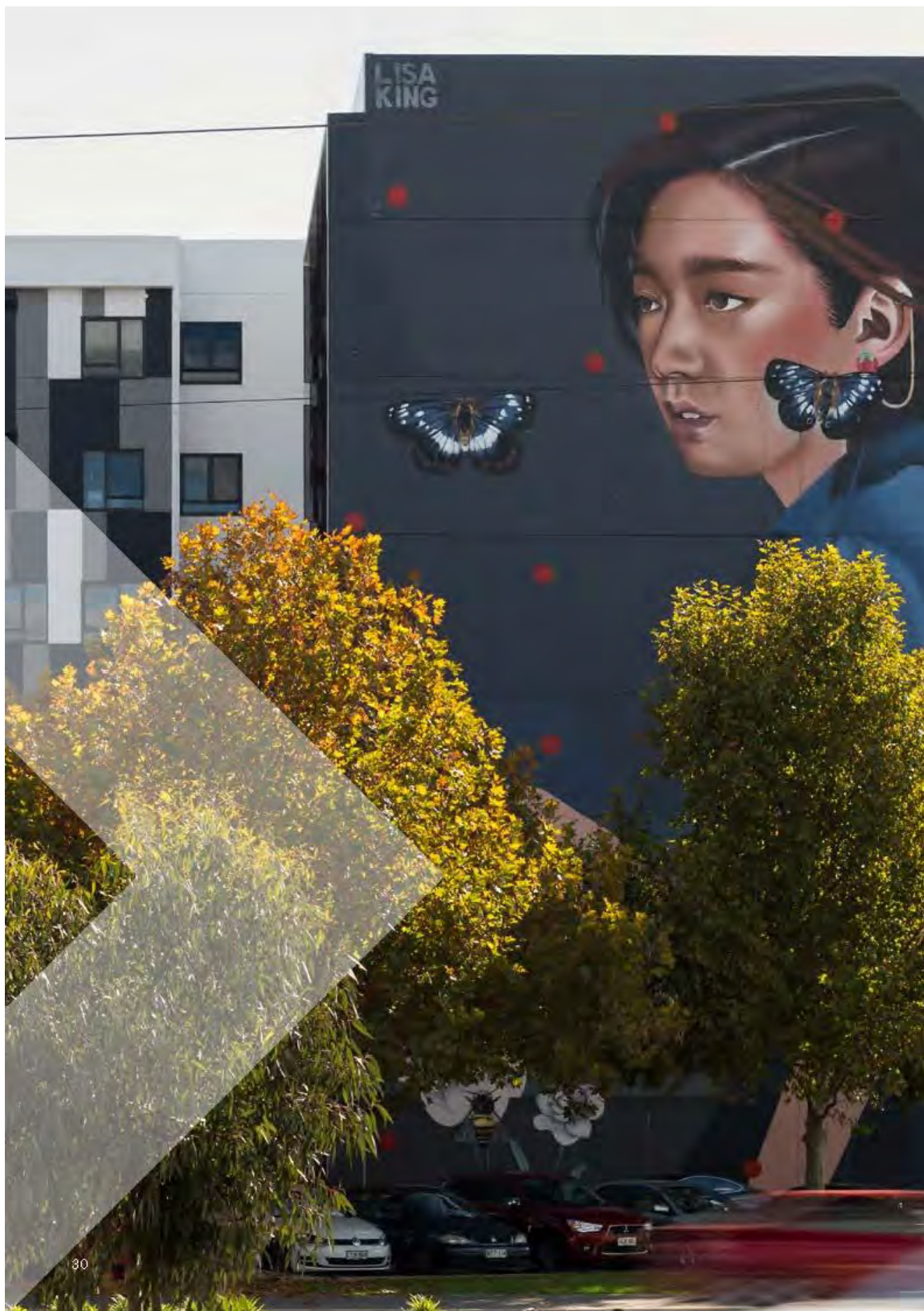




The South Australian Planning Commission (the Commission) has identified some key outcomes, related to residential planning policies that require improvement in the new Code. These are:

- Clearer and more consistent policy framework;
- High-quality design;
- Infill development;
- Master-planned communities;
- Heritage and character;
- Climate change and sustainability;
- Housing preferences; and
- **Affordable living.**









## A CLEARER AND MORE CONSISTENT POLICY FRAMEWORK

**Clear and consistent policy frameworks deliver certainty to the planning system, make planning rules more accessible to the community and help to ensure policies are contemporary and up-to-date.**

### Existing Planning System

In 2014, the Expert Panel on Planning Reform identified that the current approach to zoning in South Australia had led to a high volume of policies that were inconsistent, complex, out-of-date and hard to interpret. It also revealed a prevailing perception of 'unfairness' in the way decisions are made under the current system. In particular, applying planning policy on an 'on balance' basis means that when assessing an application, a practitioner has to refer to and form a balanced judgement on myriad policies within a Development Plan. This has created the opportunity for differing interpretations of policies as they might apply and led to a climate of unpredictability and frustration, both for industry and the community, in terms of development outcomes.

The Panel recommended a single policy portal be developed - the Planning and Design Code - comprising consistent planning rules, designed for South Australia.

In preparing the Code, the Commission has taken further the work of the Expert Panel and undertaken a detailed review of zoning for all neighbourhoods.

This review revealed over 450 residential policy variations (e.g. additional policy layers within Policy Areas and Precincts), including:

- 85 residential zones with 411 variations
- 9 character zones with 75 variations
- 34 township zones (or similar) with 108 variations
- 20 settlement zones (or similar) with 31 variations
- 50 rural living zones with 253 variations.

*"With more than 2,500 zone combinations spread across 23,000 pages of policy, maps and tables in the state's current 72 Development Plans, the volume of regulation in South Australia's system is unsustainable.*

*It results in planning rules that are unusable, highly variable and out of date, and makes it difficult for many people to meaningfully interact with the planning system.*

*This causes confusion and downstream delays in assessment, resulting in deferred investment, unnecessary development costs, and a lack of community confidence in assessment decisions.*

*It is little surprise that users of the planning system find it hard to locate or understand the rules that affect them most."*

*- Expert Panel Report 2014*

It also revealed some policy overlap and duplication. The Commission's intention is for these issues to be addressed and simplified in the new Code.

An additional layer of assessment for residential development is provided by the Residential Code (ResCode), which was brought into effect over approximately 80% of residential areas (excluding character areas) in 2009. ResCode was meant to streamline processing of applications to construct and renovate homes by providing a set of tick-box assessment criteria for issues such as location, height, set back and site coverage for detached dwellings. However, if an application didn't align exactly with the criteria, it had to be assessed against the local Development Plan, which may not always align with the rules in the ResCode. This led to uncertainty over which rules should be considered when lodging a planning application and needless to say, inconsistencies of outcomes.

## Proposals for the Code

### **Consistent zoning aligned with our changing settlement patterns**

South Australia's settlement patterns are changing and the State Planning Policies (SPP) clearly identify the emerging trends and outline a vision to manage them. The policies envisage high to medium density residential development in our Capital City and Urban Centres, major and minor infill opportunities within our established Suburban Areas and low to very low-density housing in our Rural Areas. The zoning also provides for a range of different types of neighbourhoods to be developed that will support our changing demographic patterns, lifestyle choices and the demand for new types of housing to meet diverse needs and preferences.

The Code has been developed under the direction set by the SPPs. Listed in Figure 7 are the proposed Residential Zones, as they align with the SPP Framework. A more detailed description of each zone will be included in the Practitioner and Community Guides for the Planning and Design Code. It should be noted that residential development is supported in a number of zones within the Code. For the purposes of this paper, only those zones in which residential development will be the primary land use have been included.





## SPP Settlement Pattern

## Proposed Residential Zones

### Capital City



**City Living:** The primary residential zone in the CBD, delivering high amenity, low to medium density residential living environments, with a mix of small-scale non-residential activity compatible with this use.

### Urban Centres



**Urban Neighbourhood:** Supports the highest density and mix of land uses outside the CBD, including residential, retail, office, commercial and civic, in locations where there is significant opportunity to increase the development density around a major public transit node or corridor, or a significant place of interest.

**Urban Corridor (Living):** Supports the development of high-density, vibrant, mixed-use neighbourhoods that provide a variety of new housing choices, along with a range of complementary retail and commercial activities. Development will generally have a greater proportion of housing than retail or commercial development.

### Suburban Areas and Townships



**Urban Renewal:** Caters for the renewal of sites with medium and high-density housing in precincts where the housing stock is being replaced as it no longer meets market and community needs.

**Housing Diversity Neighbourhood:** Supports the replacement of existing dwellings with medium-density housing, primarily in the form of terrace housing, group dwellings or apartment buildings.

**Suburban Neighbourhood:** Caters for areas of very low-density, heritage, character and foothill locations, with larger allotments on sloping land.

**General Neighbourhood:** Will apply to most of the residential land in Greater Adelaide and some Regional Areas. Supports low-medium density housing of one to two storeys, with a mix of small-scale shops, offices and consulting rooms, as well as larger scale community services and facilities (e.g. schools, childcare and recreation facilities).



SPP Settlement Pattern	Proposed Residential Zones
<p><b>Suburban Areas and Townships (Continued)</b></p> 	<p><b>Suburban Master-Planned Neighbourhood:</b> Supports master-planned communities, including planning for employment and retail facilities, in an integrated activity centre.</p> <p><b>Suburban Greenfield Neighbourhood:</b> Supports low-rise greenfield development in areas that will not include an activity centre.</p> <p><b>Residential Park:</b> Caters for affordable, short-term and long-term housing opportunities (in the form of caravan and camping sites, cabins and transportable dwellings) and associated small-scale services and facilities, in an open landscaped setting.</p> <p><b>Township:</b> An urban centre supporting a range of residential, community, retail, business, commercial and light industry uses and facilities to serve the local community, businesses and visitors.</p>
<p><b>Rural Areas</b></p> 	<p><b>Rural Settlement:</b> Small, mixed-use settlements supporting a limited range of residential development, tourist, recreation and community facilities grouped together to serve the local community and visitors.</p> <p><b>Residential Neighbourhood:</b> Supports very low-density housing within low-rise buildings, often together with large outbuildings, and a limited mix of goods, services and facilities that enhance rather than compromise rural residential amenity.</p> <p><b>Rural Living:</b> Supports low-density residential living, consisting of detached dwellings on large allotments and associated small-scale, non-intensive rural activities that do not adversely impact the amenity of the locality.</p> <p><b>Rural Shack Settlement:</b> Supports limited envisaged use, including low-scale, low density dwellings, holiday homes and coastal protection works, in natural environments that are subject to the effects of natural processes (e.g. flooding).</p>

Figure 7: Proposed Residential Zones of the Planning and Design Code





### Clear scope for local variation

While consistency is important, to ensure that in different locations where land use is similar the same rules apply, and for the overall legibility and simplicity of the Code and the planning system, there is a need to allow for and accommodate recognition and protection of significant local characteristics.

These characteristics can include land division patterns, built form elements and natural constraints, and other elements that enable a development to respond to the surrounding environment and contribute to the existing quality and future character of a place.

Local variation can be expressed in the Code through the application of either an Overlay or a Subzone. Given our streets and neighbourhoods are the areas where arguably the greatest degree of variation exists, it is proposed the following Overlays are created to cater for this in the Code:

- **Frontage widths** – setting of numerical standards
- **Allotment sizes** – setting of numerical standards
- **Building heights** – setting of numerical standards
- **Heritage and character areas** – Heritage Area and Character Area Statements

These numerical standards are discussed in further detail in the **Housing Preferences** and the Heritage and Character Area Statements in the **Heritage and Character** sections of this paper.

### A new, more certain and consistent 'deemed-to-satisfy' pathway

The new planning system will create a new category to cover a range of anticipated developments (e.g. a house in a residential zone) through which applications are subjected

to a thorough, but far simpler assessment. Called 'deemed-to-satisfy', the assessment can be undertaken by a range of accredited professionals across the state, enabling more efficient decision-making.

Within the suite of residential/neighbourhood zones it is anticipated that most dwellings as well as sheds, verandahs, carports and fencing can receive approval within ten business days through the deemed-to-satisfy assessment pathway.

### Consistent approach to public notification

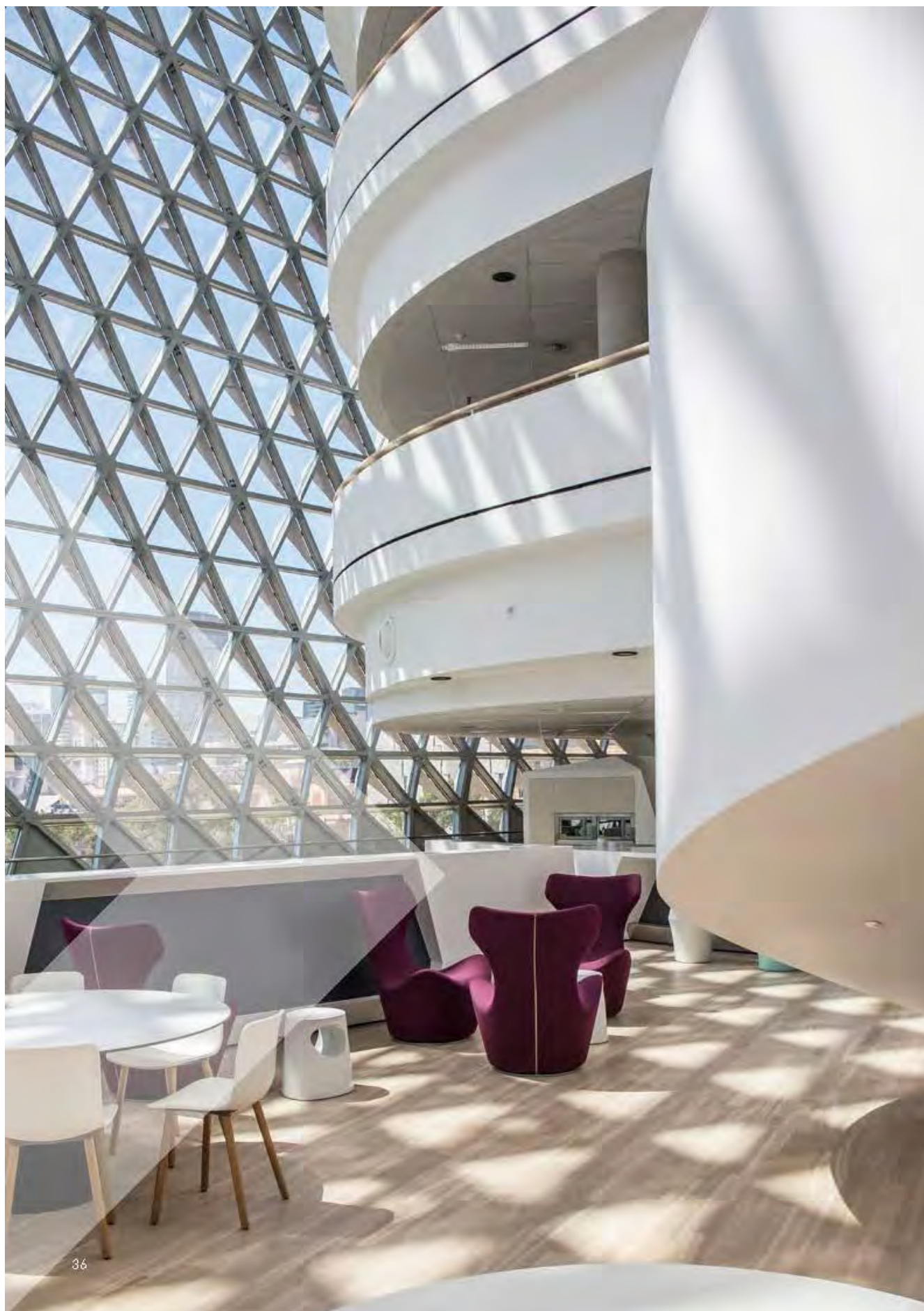
Where an application is not deemed-to-satisfy, it will be classified 'performance assessed'. Performance assessed development requires public notification, unless it is specifically exempt from notification through the relevant Zone/Subzone/Overlay/General Module Provisions in the Code (or where it is considered 'minor in nature,' by the relevant authority).

Public notification has been made much clearer in the new planning system. Whenever a performance assessment application is notified, the following methods of notice will occur:

- Letter/email provided to all property owners/occupiers within 60 metres of the development site; and
- Sign/notice placed on the development site, detailing the proposed development and how the application plans can be viewed.

As well as neighbours directly notified, any person who sees the sign will be able to submit a representation to the relevant authority, capturing more people who may be affected by the development, rather than only properties located within an arbitrary distance of the site.

Neighbours and members of the public will have 15 business days to submit a representation, increased from 10 business days under the current planning system.



36





## HIGH-QUALITY DESIGN

**Design quality of our built environment not only relates to the 'look and feel' of buildings and places, but how successfully they meet the needs of the people who use and experience them. High-quality design positively contributes to the liveability, sustainability, well-being and prosperity of our communities, towns and cities.**

### Existing Planning System

As South Australia continues to develop and evolve, it is critical that our new planning system manages any growth and development within established neighbourhoods, in a way that responds to local identity and protects the built and natural qualities that we value. Design is an important contributor to the retention and development of the character of South Australia's places and spaces.

### Referral to the Government Architect

The Government Architect is a referral body in the current planning system that contributes to the development assessment process by providing design advice to the State Commission Assessment Panel (SCAP). This referral was introduced in 2012 for specific types of development:

- Developments with a value of \$10 million or more within the City of Adelaide;
- Developments of five storeys or more in the Inner Metropolitan Adelaide Urban Corridor Zones;
- Developments of five storeys or more in the District Centre (Jetty Road) Zone and Residential High Density Zone (City of Holdfast Bay);
- Developments of five storeys or more in the District Centre (Norwood) Zone (City of Norwood Payneham & St Peters);

- Developments with a value of \$3 million or more in value in Port Adelaide Regional Centre Zone (City of Port Adelaide Enfield);
- Major projects and projects of state significance.

The SCAP is required to have regard to the advice provided by the Government Architect when undertaking their assessment.

### What is SCAP?

The State Commission Assessment Panel (SCAP) is established under the *Planning, Development and Infrastructure Act 2016* to assess and determine development applications where the State Planning Commission is the relevant authority.

Consisting of six independent members, the SCAP also carries out the following functions in relation to development in South Australia:

- Assesses and reports on Crown development and public infrastructure applications to the Minister for Planning
- Acts as the concurring authority for non-complying applications approved by a council or regional assessment panel
- Acts as the lodgement authority for all land division applications.



### Design Review

Design Review is an evaluation process led by the South Australian Government Architect, where an independent panel of built environment experts discuss the design of a development proposal, identifying both merits and opportunities for improvement. Design Review is an integral part of the state's pre-lodgement service, which aims to identify and resolve planning and design issues with proponents before they lodge their development application.

The role of Design Review is not to redesign proposals, but suggest alternative approaches where there is potential for improved outcomes. Design Review is voluntary and most effective when undertaken over multiple sessions, early in the design process. The Government Architect uses the outcomes of Design Review to inform recommendations to a proponent and ultimately the referral advice to the SCAP.







---

## Proposals for the Code

Pursuing high-quality design is a requirement in all aspects of our new planning system and is set-out in the *Planning, Development and Infrastructure Act 2016*, through to the State Planning Policies, the Planning and Design Code and the Design Review process.

Placing a greater emphasis on the delivery of high-quality design will support positive responses to the complex demographic, social and environmental changes that are behind the need for new and diverse types of housing, businesses and services in existing and new suburbs.

The following provides a summary of the key opportunities and challenges:

Key Opportunities and Challenges	Policy Response in the Code
Design policy varies across Development Plans. Some have policy that provides guidance toward achieving good design outcomes while others do not.	The Code introduces the Design in Urban Areas and Design in Rural Areas modules which establish design-focused policies specific to a range of common development types (e.g. low-rise residential, retail development, and developments of four storeys or more).
The Government Architect is a referral body in the current planning system and contributes to the development assessment process by providing design advice to the State Commission Assessment Panel (SCAP).	It is proposed that referrals to the Government Architect continue in the new planning system for similar classes of development where SCAP is the relevant authority and will be identified in a new Design Overlay contained within the Code.
Currently, design review is available only to proposals where the lodged application will be referred to the Government Architect.	Design review will continue to operate as a non-mandatory process. Development of a Local Design Review Scheme will be explored during the public consultation period for the Code.

#### **Referral to the Government Architect and State Design Review**

For large-scale development and developments in more complex settings, the Code will provide pathways that ensure greater consideration of design quality. In certain areas, the Code may enable proponents to participate in Design Review to receive expert design advice to assist with their development application.

It is proposed that the referral to the Government Architect continue in the new planning system for similar classes of development where the SCAP is the relevant authority and will be identified in a new Design Quality Overlay.

State Design Review (administered by the Office for Design and Architecture South Australia) would continue to operate as a non-mandatory process for these classes of development to inform the referral advice from the Government Architect to the SCAP.

#### **Local Design Review Scheme**

Section 121 of the Act enables the Minister for Planning to establish a Design Review Scheme where a proponent who is considering undertaking development may apply to a Design Review panel for advice. The classes of development that are eligible to access Design Review are to be set out in the Planning and Design Code. As this is a new mechanism in the Act, the Commission is interested in exploring whether this could be applied for certain types of development within the following areas:

- within heritage and character areas
- redevelopment of State or Local heritage places
- development in Zones where an increase in development intensity, or where uplift, renewal or a change in character is sought, such as infill areas, interface areas, areas around high-frequency fixed-line transit stops/interchanges.

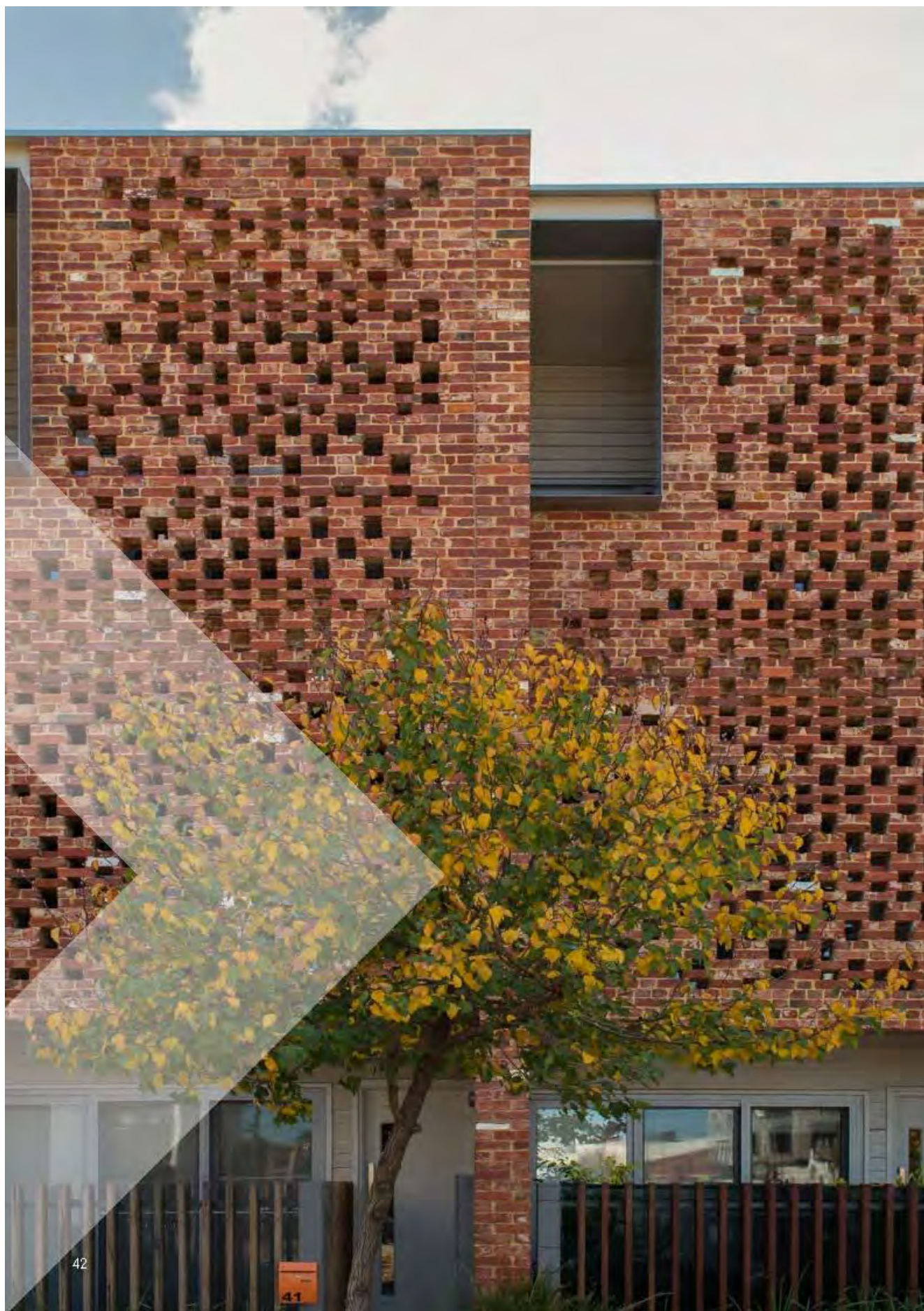
Under the Act, if a proponent was to seek design advice from an independent design panel, the relevant authority must consider the advice when assessing the development application. A referral to the Government Architect would not apply in these areas.

Development of a Local Design Review Scheme will be explored during the public consultation period for the Code.













## RESIDENTIAL INFILL IMPROVEMENTS

**Minor infill is currently the biggest contributor of new housing stock in the state, helping to address the demand for housing in established areas and contain the spread of development within the Greater Adelaide region.**

### Existing Planning System

The quality of design policy within Development Plans is varied. Some have contemporary policy that provides positive guidance toward achieving good outcomes, while others do not.

Contemporary policy is important with the rise in infill development, where communities have raised concerns as to the impact some of these new homes are having on existing neighbourhood character, traffic on local streets, loss of vegetation and tree canopy, issues with overshadowing and the loss of privacy, and site coverage when buildings are replaced with more dense building forms.

Concerns have also been raised in relation to the use of the ResCode in the assessment of infill development. Specifically, its influence on lack of landscaping, waste storage and retention of local character, which can negatively impact street appeal.

Coupled with a low level of consistent policy across various Development Plans, which have varying degrees of success in addressing these issues, indicates a need for the Code to address these issues and better align development outcomes with community expectations.



43

### Proposals for the Code

For less complex developments the Code will contain planning policy to ensure that local setting, context and desired future character is reflected, which will be identified in various policy modules, including:

- The 'Design in Urban Areas' General Development Provision
- The 'Design in Rural Areas' General Development Provisions
- Any relevant Zones or Subzones.

The new Code will also provide a deemed-to-satisfy assessment pathway for new residential development, similar to which is contained within the current ResCode. Therefore, it is proposed the existing ResCode policies will be transitioned over to the Code as part of the deemed-to-satisfy criteria for certain types of small-scale residential dwellings.

The following provides a summary of the key opportunities and challenges for the Code:

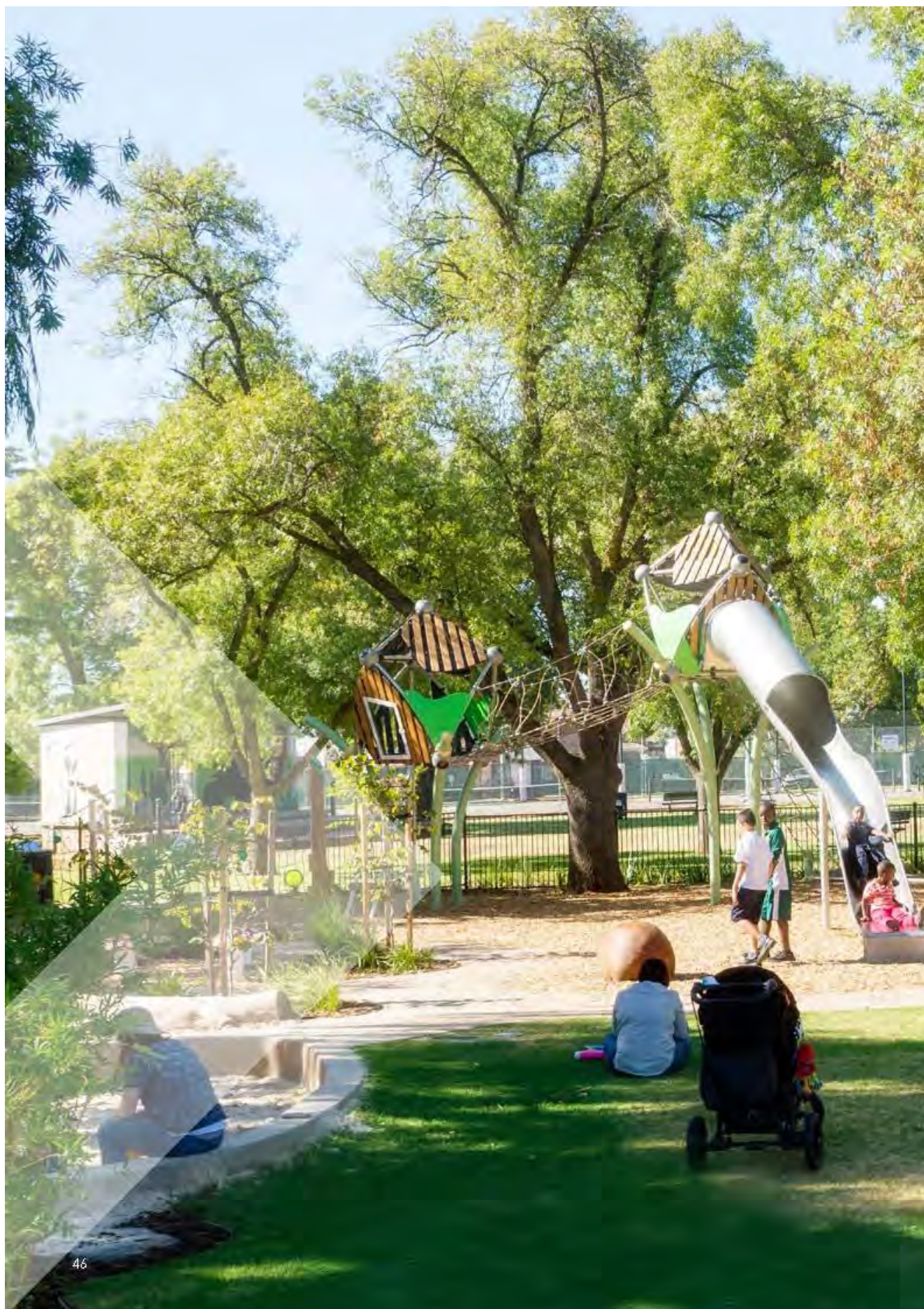






Key Opportunities and Challenges	Proposed Policy Response in the Code
Tree canopy on private land is decreasing across Greater Adelaide.	The draft Code introduces policy to provide greater consistency and clarity in relation to tree planting and landscaping for infill development to assist in providing greener streets and contribute to tree canopy targets.
Street-facing facades should make a positive contribution to existing streetscapes while maintaining flexibility to respond to a broad range of styles, tastes and trends.	The draft Code introduces policy relating to street-facing facades to incorporate key elements that provide depth, variation in light and shadow, and elements that provide interest and animation along streetscapes.
High levels of stormwater run-off associated with infill development can result in increased flood risk, public infrastructure costs, loss of water to green our suburbs and pollution in waterways.	Simple water sensitive urban design (WSUD) measures for small-scale infill have been introduced as a deemed-to-satisfy criteria.
An appropriate balance needs to be struck between providing sufficient parking for occupants without creating an oversupply.	Car parking rates for small-scale infill development have been reviewed and standardised to align with typical parking demand.
Some forms of infill development significantly reduce the amount of on-street parking available.	The draft Code introduces policies to preserve on-street parking (where appropriate).
When the internal dimensions of garages are narrow they can be inconvenient to use due to difficulty opening doors, loading and unloading shopping or having sufficient space to walk around a vehicle.	The draft Code introduces minimum garage widths to ensure they: <ul style="list-style-type: none"> <li>a) allow car doors to open to a second stop for loading and unloading</li> <li>b) provide space to move around the vehicle</li> <li>c) provide space for a small work bench or cupboard.</li> </ul>
Wide driveways on narrow allotments can reduce street appeal and space for bin collection, parking, gardens and tree planting.	The draft Code introduces maximum driveway widths for narrow allotments.









## GREENFIELD AND MASTER-PLANNED DEVELOPMENT

**Greenfield and master-planned communities are an important supply of new housing. In these areas, there is less emphasis on fitting in with an existing character and new public infrastructure can be established.**

### Existing Planning System

Greenfield and master-planned communities provide unique opportunities to address a range of planning and design challenges, such as water sensitive urban design (WSUD), urban tree canopy, driveway locations, public realm and the provision of public open space. Where infill development is often required to address issues on a site by site basis, large-scale projects have a more diverse range of options that can be considered. For example, WSUD could be considered at the precinct level by establishing wetlands and detention basins rather than using rainwater tanks on individual allotments.

Currently, many of these areas are located within an Suburban Neighbourhood Zone, coupled with a detailed concept plan to guide the layout of development. In many cases, these concept plans have become rapidly out-of-date and include detailed information that does not always contribute to the assessment of these developments. However, in other cases they have been used successfully to identify specific infrastructure requirements. In the future, it is hoped that the new 'infrastructure scheme' mechanism will replace the need for infrastructure requirements to be set out in planning documents, which are relatively static and unresponsive to new technologies and changing demand profiles.

In addition to the residential component, many of these sites provide for shops and services such as schools, medical facilities and recreation facilities.

Often these large development projects are at the forefront of innovation, industry trends and market preferences. The scale of these projects, combined with development experience, expertise and access to resources, provides the ability to innovate, test and deliver new housing products and infrastructure solutions which, if successful, are often adopted more broadly.



47



### Proposals for the Code

A more flexible policy environment is required in greenfield and master-planned developments. The Code must therefore facilitate greater choice in relation to the design of new housing and in some cases, the development of large-scale non-residential uses.

In these areas, the Code shifts its emphasis from design at an individual allotment scale to design at the street, neighbourhood and suburb level.

The Code will be supported by a range of new tools such as Infrastructure Schemes and Design Standards which can facilitate good design outcomes in the public realm.

The following provides a summary of the key opportunities and challenges for the Code:

Key Opportunities and Challenges	Policy Response in the Code
The current Residential Code needs to be improved to better suit greenfield and master-planned areas.	The new Code will update and transition the current Residential Code to a deemed-to-satisfy pathway for new dwellings within greenfield and master-planned areas.
A more enabling environment for new diverse housing types and products is needed in greenfield and master-planned areas.	The Code will provide flexibility to develop a range of housing types to respond to demographic and market trends in greenfield and master-planned areas.
WSUD, landscaping and tree canopy targets are needed at the street, neighbourhood and suburb level in greenfield and master-planned areas.	The draft Code establishes policies that promote access to open space, increased tree canopy and WSUD treatments at the precinct level rather than in individual allotments in greenfield and master-planned areas.













## HERITAGE AND CHARACTER

**The importance of heritage and character to the sense of place and identity so valued by our communities will continue to be recognised in the Code.**

There are currently 17 State Heritage Areas, around 2300 State Heritage Places and more than 7000 Local Heritage Places identified in South Australia. There are also hundreds of different zones and policy areas which conserve and protect character, as well as around 12,000 items identified as 'contributing' to this character. The way these items are treated varies markedly across the state and the results are inconsistent: some work well, others do not. This outcome was clearly identified during the State Parliament's recent heritage inquiry.



In May 2019, the Commission released a *Practitioner Overview to Heritage and Character in the New Planning System* on the SA Planning Portal that outlines an approach for transitioning the current heritage and character provisions in local Development Plans to the new Code. The key proposals included:

- **State Heritage Areas Overlay/State Heritage Places Overlay:** The protection of all State Heritage areas and places, including demolition protection. Proposals regarding State Heritage Places will continue to be referred to the Heritage Minister, however the Minister will now have greater authority to direct decision-making (i.e. if the Minister recommends that an application be refused, the application cannot progress). Importantly, the Minister cannot direct approval of demolition.
- **Local Heritage Places Overlay:** Contains a single, universal policy for Local Heritage Places that will apply across South Australia, with demolition control (performance assessed).
- **Local Heritage Areas Overlay:** All the state's Historic Conservation Zones and like zones/policy areas, plus the existing 11,810 contributory items within those zones or areas, proposed to come into this overlay with demolition control (performance assessed).
- **Character Overlay:** Areas with unique and individual characteristics reflected in Zones and Subzones.

### Proposals for the Code

In the months since releasing this information, the Commission and the Department have been working closely with local governments and industry to test and further refine these proposals, and has made further adjustments to the proposed approach. These provisions will be further tested when the draft Code is released for public consultation.

The following provides a summary of the key opportunities and challenges for the Code:







Key Opportunities and Challenges	Policy Response in the Code
Heritage and character considerations appear in many different zones, creating policy inconsistency and duplication.	To avoid duplication and inconsistency the Code introduces specific Overlays which can apply to many zones, a single zone, part of a zone or a particular property.
A proliferation of policies and assessment processes guide development within State Heritage Areas.	The Code will contain a single, universal policy for State Heritage Areas.
Currently, proposals to alter or demolish a State Heritage Place must be referred to the Heritage Minister, however the Minister is only empowered to provide advice, not a final direction.	Proposals regarding State Heritage Places will continue to be referred to the Heritage Minister, however the Minister will now have greater authority to direct decision-making.
Councils use different policies and assessment processes to determine what kind of development can occur in relation to a Local Heritage Place and whether these places can be demolished.	<p>The Code will contain a single, universal policy for Local Heritage Places.</p> <p>Demolition of a Local Heritage Place will be considered only if the place in question has little heritage value, is structurally unsound or a public safety risk, and/or irredeemably beyond repair.</p>
Councils use different policies and assessment processes to determine what kind of development can occur within a Historic Conservation Zone and whether buildings within the zone can be demolished.	<p>The Code will contain a single, universal policy for Historic Conservation Zones, which will become Historic Area Overlays.</p> <p>Any proposal to alter or demolish a building within these areas will be assessed using criteria that consider the building's heritage values, structural integrity/condition and its potential to be repaired economically.</p> <p>Historic Area Statements will provide nuanced guidance for individual areas of value.</p>
Contributory Items typically exist within Historic Conservation Zones but they have no set criteria and are not recognised in the <i>Development Act 1993</i> or <i>Planning, Development and Infrastructure Act 2016</i> . As such, no new contributory items have been recorded by councils or added to the South Australian Heritage Register since 2012.	Contributory items will no longer exist as there is no legislative criteria for them. The vast majority of current contributory items will be afforded a level of protection under the new state-wide Historic Area Overlay policy.
Currently there is no legislated criteria for the creation of a Character Area and councils determine their own Character Areas and accompanying policy. Different councils use different assessment processes to determine what kind of new development can occur within a Character Area.	The Code will contain a single, universal policy for Character Areas. Character Area Statements will provide nuanced guidance for individual areas of value.

### Historic Area and Character Area Statements

Feedback received from planning practitioners and councils indicated the provisions within the draft Overlays were too generic and a mechanism was needed to better identify and clarify elements of local importance.

In response, Historic Area Statements and Character Area Statements will be introduced to help clearly identify and articulate the key elements of importance in a particular area. The intent is not to replicate Desired Character Statements from existing Development Plans - often lengthy, background statements - but to help councils distil the critical information they need to make an informed planning decision, that results in development that truly complement the existing character of a particular location.

### Demolition tests in Historic Area Overlays

The new system will provide suitable rigour and governed by specified criteria, to ensure heritage items are assessed consistently across the state. This is most certainly not intended to open the door to more demolition, but to ensure that the right tests are applied, and applied consistently, when an application for demolition is considered.

In response to feedback, we have moved away from including 'thematic analysis' and 'replacement dwelling' as tests for demolition in the Historic Area Overlay.

Additional information to accompany demolition applications will also be required.







### Historic Area Overlay

In response to feedback, the Local Heritage Area Overlay has been renamed: Historic Area Overlay. This helps to create a clear distinction between Local Heritage Places that have been listed against criteria under the *Development Act 1993*, and areas which have not.

### Contributory Items

With specific reference to contributory items, both the *Development Act 1993* (Development Act) and the *Planning, Development and Infrastructure Act 2016* (PDI Act) contain a scheme that recognises:

- State Heritage Places; established under the *Heritage Places Act 1993*, and
- Local Heritage Places; being “places of local heritage value” which must satisfy one or more of the listed criteria in section 23 of the Development Act or section 67 of the PDI Act.

There is no specific recognition within either Act for an additional level of heritage protection (i.e. contributory items).

Under the new planning legislation, landowners will have the right to appeal any decision to have their property ‘listed’ as a Local Heritage Place. This same right is not available to owners of properties that have been listed as such in current Development Plans.

Based on this, it would be inappropriate to transfer existing policy controls applying to contributory items into the new planning system.

However, while contributory items will not exist in the new system as individual entities, it does not mean they will have no protection. Most items are located within areas that will be covered by either a Heritage or Character Overlay, providing them with performance assessed demolition control. It is worth noting this is consistent with the approach used in the current system, whereby demolition is considered ‘on merit’ in the majority of cases.

### Practice Direction and Guidelines

Further clarity with regard to the interpretation of the policies and processes relating to heritage and character under the new planning system will be provided through the articulation of the new Code in the Practice Directions and Practice Guidelines, including:

- interpretation around demolition control policy
- templates for heritage impact statements and contextual analysis
- general design guidance.









## CLIMATE CHANGE AND SUSTAINABILITY

**Improving sustainability measures will improve our liveability and prosperity and is crucial to helping us effectively address and respond to the impacts of climate change.**

### Existing Planning System

There is increasing recognition in our communities and among our policymakers of the value of Water Sensitive Urban Design (WSUD) and Green infrastructure (GI) in creating cooler, more liveable and economically viable neighbourhoods.

WSUD and GI policies are currently located in a number of different SAPPL General Modules (i.e. Natural Resources, Land Division, Residential Development, Medium and High Rise Development (3+ storeys), Landscaping and Fencing) as well as individual Development Plans.

For further information on recommended efficiency policy in the Code, please refer to the **Natural Resources and Environment Policy Discussion Paper** which can be downloaded from the SA Planning Portal.

### Water Sensitive Urban Design (WSUD)

There is inconsistent policy across some Development Plans to manage stormwater volume and in some cases, WSUD policy is applied inconsistently. Currently, some WSUD policy is applicable only to master-planned/ large-scale developments (generally achieving good outcomes) and not to small-scale infill, which is an increasing proportion of new development.

This is because the current ResCode is silent on stormwater management and WSUD requirements. Instead, there is greater reliance on the National Construction Code (NCC), which requires new dwellings and some extensions and alterations to have a rainwater tank plumbed to the toilet or laundry.

Clear consistent, scalable policy is required, that will cater for all development types.

There is also a need to include simple WSUD deemed-to-satisfy measures for small-scale infill that can be easily adopted.

**Green Infrastructure (GI)** is the network of green places and water systems that delivers multiple benefits to urban communities. This network includes parks, backyards, wetlands, street trees, roof gardens and green walls.

**Water Sensitive Urban Design (WSUD)** promotes the sustainable use, re-use and management of water in the places we live, work and play. Techniques include: rain gardens, rainwater tanks, swales, detention basins and permeable paving.

### Increasing levels of stormwater run-off

Infill development can create up to 90% impervious surfaces (designed originally for 65%) and increase run-off by 2.5 times what the system was designed to manage (Jensen, 2011). This can result in:

- Increased flood risk
- Polluted stormwater run-off to coast
- Increased council infrastructure costs
- Loss of opportunity to use water to green and cool suburbs.

Therefore WSUD (e.g. rainwater tanks and rain gardens) have an important role to reduce the run-off stormwater off-site.

### Green Infrastructure (urban greenery)

Trees contribute to biodiversity, urban cooling, the character and liveability of our suburbs as well as our physical and mental health.

Large-scale master-planned communities are usually well designed to accommodate trees and other green infrastructure in their streetscapes and public open spaces.

While infill housing is critical to creating affordable and walkable places to live, there has been concern that this type of development has contributed to a significant reduction of trees in many neighbourhoods. Primarily this is because this housing type often increases site coverage and reduces space for gardens and tree planting, and there are no appropriate current provisions for landscaping in the ResCode.

For other housing types, in recent years green infrastructure policies have increasingly been introduced to Development Plans. For example, GI policies were introduced in 2017 to some higher density mixed-use zones in metropolitan Adelaide to encourage green roofs and deep soil zones for trees.

Green roofs are now encouraged by 16 metropolitan councils and 14 regional councils.

There is an opportunity to transition these ad-hoc policies over to the Code, where appropriate, and to develop 'deemed-to-satisfy' provisions for small-scale residential infill to encourage better green outcomes.

### *Urban greenery cools our neighbourhoods*

Heavily tree lined streets are at least 8°C cooler than adjacent streets where little or no street trees were present.

Green infrastructure produced a large cooling signal, lowering temperatures in local areas by 2.8°C compared with the average.

While all green infrastructure was shown to have a large cooling effect, irrigation cooled areas by an additional 1.7°C<sup>20</sup>.



Adelaide's average number of hot days above 35°C is predicted to dramatically increase by up to 47 days per year by 2070.

Despite our dry climate, we can mitigate the urban heat island effect by growing our urban tree canopy.

Figure 8: The benefit of trees in mitigating the urban heat island effect

<sup>20</sup> Seed Consulting Services et al. 2017. [www.westtorrens.sa.gov.au/CWT/content/Environment/Climate change/Urban\\_heat\\_mapping](http://www.westtorrens.sa.gov.au/CWT/content/Environment/Climate%20change/Urban_heat_mapping)





## Urban green cover is on the decline

Tree canopy is decreasing across metropolitan Adelaide, especially on private land. For example, an average of 150 Adelaide Ovals' worth of green cover has been lost per year, from 2013-2017<sup>21</sup>.

It is important for both the public and private realm to incorporate greenery where possible.

### Proposals for the Code

The Code will transition existing WSUD and GI policies within the SAPPL into the following performance outcomes and deemed-to-satisfy provisions (where appropriate). The following opportunities will be considered in the Code.

Key Opportunities and Challenges	Proposed Policy Response in the Code
Tree canopy on private land is decreasing across Greater Adelaide.	The draft Code introduces policy to provide greater consistency and clarity in relation to tree planting and landscaping for infill development to assist in providing greener streets and contribute to tree canopy targets.
Consistent Water Sensitive Urban Design policies that can be practically applied for small-scale development in established suburbs	The draft Code introduces deemed-to-satisfy policies for: <ul style="list-style-type: none"> <li>Landscaped permeable garden space to reduce impervious surfaces and provide soft landscaping and tree planting e.g. 15% for sites under 200m<sup>2</sup> and 20% for sites 201-450m<sup>2</sup>.</li> <li>At least one tree planting per dwelling to cool the local environment and maintain local character.</li> <li>One rainwater tank per dwelling to manage stormwater run-off (which is proposed to replace building requirements now).</li> </ul>
Consistent Water Sensitive Urban Design policies that can be practically applied for medium and high-rise mixed-use and residential development  Medium scale (3 to 6 stories) to high scale (<7 stories) residential development, located in the City or along major transport corridors	The draft Code introduces deemed-to-satisfy policies for tree planting requirement (and associated deep soil zone)  For example, a performance outcome will be provided regarding: <ul style="list-style-type: none"> <li>Rainwater tanks to manage stormwater run-off (in apartment buildings)</li> <li>Green walls and green roofs to provide amenity and relief from heat island effect.</li> </ul>
Consistent Water Sensitive Urban Design policies that can be practically applied for broadacre land division.  Master-planned brownfield or greenfield (>20 allotments). Significant sites that are master-planned to include a range of low to medium mixed-use development. The ability to incorporate WSUD and GI into master-planned developments is well established.	Public open space and streetscapes provide a major opportunity for increasing tree canopy and incorporating WSUD solutions such as detention basins, swales, rain gardens and large shady street trees. Master-planned communities are generally designed around these types of solutions to manage stormwater and to create green and leafy places to live. Therefore for these type of developments, the emphasis will continue to be on including WSUD and GI solutions at the land-division stage.

<sup>21</sup> Amati, 2017







## HOUSING PREFERENCES

**The size of allotment and type of dwelling is important in supporting housing diversity and choice for our community. This also influences the look and feel of neighbourhoods.**

### Existing Planning System

Current residential planning policy has helped facilitate the renewal and revitalisation of our streets and neighbourhoods as well as deliver a variety of new housing options for South Australians. It has also provided a diverse range of policies that guide allotment patterns and housing types. For example across the 85 residential zones that exist in South Australia, there is significant variation in the minimum frontage widths and allotment sizes prescribed even though many of these areas share similar characteristics.

Policy in some Development Plans actively discourage certain housing types either directly (i.e. through Desired Character Statements or listing them as non-complying development) or indirectly (i.e. by applying minimum site area and frontage widths that cannot be achieved). For example, in one suburb a Development Plan may encourage group dwellings, whereas in an adjacent suburb row dwellings may be preferred by Development Plan policies. Sometimes, they are 'out of sync' with the objectives of the zone, the prevailing pattern of land division that exists in that area and demographic profile of the community.

Definitions in the current system can also provide a barrier to the development of small-scale accommodation (e.g. 'granny flats') in established areas. In addition, despite the SAPPL containing general policy relating to 'dependent accommodation', under the current system if an application is lodged that includes the provision of a kitchen and bathroom these developments are often assessed as a new dwelling, making it difficult to obtain an approval. Often this housing provides independent housing alternatives for family members who require support, opportunities for older people to age in place, or small-scale affordable housing options in a sensitive manner.

There is also currently a limited supply of opportunities to support retirement living in established areas. Often applications for new retirement facilities incorporate multi-storey apartment buildings as a result of growing demand, changing housing preferences and limited land supply in established areas. In some residential zones, retirement housing has been assessed as 'non-complying' development as it is often captured in the definition of a residential flat building. Modern retirement facilities can also include a mix of supporting uses such as cafés, community facilities, consulting rooms or gyms which can also trigger a 'non-complying' assessment.



## Proposals for the Code

The key opportunities and challenges for this first introduction of the Code, is the transition of existing policies that support housing diversity, while recognising the changing demographics of our population.

Key Opportunities and Challenges	Policy Response in the Code
Clear definitions for aged care and retirement living developments are needed.	Land use definitions have been reviewed and a new definition established for 'retirement facility'.
Policy is inconsistent.	The Code provides greater consistency in policy.
Current options are not sufficient to enable housing flexibility to meet the needs and aspirations of our older residents.	The Code will create an enabling environment for a range of housing types in established areas.
Less prescriptive and more performance-based policy is needed to allow for flexibility and ensure policy is reviewed regularly to keep pace with changing needs and demand.	Policy specific to retirement, aged care and supported accommodation has been reviewed and transitioned to the Code in the Design in Urban Areas and Design in Rural Areas General Modules. The Code provides for a performance-based assessment of these developments.
Restrictions relating to proposals for more than one home on an allotment, including self-contained units, need to be removed.	A new definition of ancillary accommodation and a deemed-to-satisfy pathway have been introduced to facilitate small, self-contained units on allotments shared with an existing dwelling.
Non-complying triggers are commonly used to control land division in rural living areas.	The Rural Living Zone will incorporate policies that clearly define anticipated allotment sizes and will be performance assessed rather than restricted. Some areas will have a Limited Land Division Overlay.
Under the current system, minimum allotment sizes in Rural Living Zones range from 1200m <sup>2</sup> to 20ha.	A new Residential Neighbourhood Zone will help bridge the gap between the General Neighbourhood Zone and the Rural Living Zone to reduce the variation in minimum allotment size and provide greater clarity about envisaged land uses.  The Residential Neighbourhood Zone is likely to be the relevant zone for existing Rural Living Zones with smaller allotment sizes (less than 4000sqm/0.4ha).  A rationalisation of allotment sizes has occurred in the Rural Living Zone and range from 4000sqm (0.4ha) to 10ha.



### Allotment sizes and frontage widths in urban areas

The General Neighbourhood Zone (which will largely apply to areas where the current Residential Code is used) will provide greater standardisation of minimum frontage or site area requirements. This zone is aimed at delivering a steady supply of well-designed and diverse infill housing that is compatible with existing suburban streets and suburbs across Greater Adelaide and in some regional locations.

The Zone sets minimum site areas and frontages that are designed to be in-sync with typical allotment patterns and are wide enough, and big enough, to comfortably accommodate a range of housing options.

Typically –

- Sites over 200m<sup>2</sup> can comfortably accommodate a range of 2-bedroom 1 storey and 3 bedroom 2 storey dwellings with single garages.
- Sites over 300m<sup>2</sup> can comfortably accommodate a range of 3 bedroom 1 storey dwellings and 4+ bedroom 2 storey dwellings.
- Sites with a frontage of 9m can comfortably accommodate a 1 storey dwelling with single garage and a street facing room, and 2 storey dwellings with double garages.
- Terrace housing / row dwellings can be developed on sites as narrow as 4.8m, however at 7m these can be more sensitively integrated into existing areas by providing adequate separation from neighbours, retaining on-street parking and landscaped street frontages.

In view of this, the proposed site areas, frontages and assessment pathways for housing within the General Neighbourhood Zone are identified in Figure 9:

Dwelling type	Assessment Pathway	Frontage (m)	Site Area (m <sup>2</sup> )
Detached	Deemed-to-satisfy	9	300
Semi-detached	Deemed-to-satisfy	9	300
Row / Terrace	Deemed-to-satisfy	7	200
Group dwellings	Performance assessed	15 (total site)	300
Residential flat buildings	Performance assessed	15 (total site)	300

Figure 9: Proposed policy considerations for dwellings within the General Neighbourhood Zone

There is also an opportunity in the Code to further standardise minimum site areas and frontage widths in order to increase development opportunities across all Zones, whilst still allowing for local variation, through the application of a numerical Overlay.

For example, in the Township Zone a numerical Overlay with 8 minimum site area variations, as well as a deemed-to-satisfy provision for a 20m frontage, has been developed (see Figure 10).

Current variations (m <sup>2</sup> )	Proposed rationalisation (m <sup>2</sup> )
500	500
800, 850	800
900, 950	900
1000	1000
1200	1200
1500, 1800	1500
3000, 4000	3000
5000	5000



Figure 10: Proposed rationalisation of variations to minimum allotment sizes in the Township Zone





### Allotment sizes and frontage widths in Rural Areas

Under the current system, minimum allotment sizes in Rural Living Zones across the state range from 1200m<sup>2</sup> to 20ha. The proposed new Residential Neighbourhood Zone has been developed to help bridge the gap between the General Neighbourhood Zone and Rural Living Zone to reduce the variation in minimum allotment size and provide greater clarity about the envisaged land uses and intent of the Rural Living Zone.

To this end, the Residential Neighbourhood Zone will support low to very low density housing in rural settings on allotments ranging between 1200m<sup>2</sup> – 4000m<sup>2</sup>, and land zoned Rural Living will be able to support other minor rural activities, such as horse keeping, on parcels up to 10ha. The Rural Living Zone will be supported by the application of a Limited Land Division Overlay to those areas where further land division is currently not supported.

Rural Living Zones with minimum allotment sizes greater than 10ha are not considered to be primarily residential in use and will be transitioned to a zone that supports primary production and rural uses as its primary purpose.

It is acknowledged there will still be variation in minimum allotment sizes within both the Residential Neighbourhood and Rural Living Zones, which reflect the character and context of their surrounding environment. As with the urban areas, it is proposed there is an opportunity in the Code to provide a standardised approach to this through the application of a numerical Overlay. Figure 11 outlines the proposed approach for the Rural Living Zone under the Code.

Current variations (m <sup>2</sup> )	Proposed rationalisation (m <sup>2</sup> )
4000	4000
5000	5000
7000, 7500, 8000	7500
10000, 12000	10000
15000	15000
2ha, 2.5ha	2ha
3ha	3ha
4ha	4ha
5ha, 6ha, 7ha	5ha
10ha, 12ha, 15ha, 20ha	10ha

Figure 11: Proposed rationalisation of variations to minimum allotment sizes in the Rural Living Zone

This approach is also proposed for the Rural Settlement Zone where a numerical Overlay with 7 minimum site area variations, as well as a deemed-to-satisfy provision for a 20m frontage, has been developed.

### Providing for housing diversity

The Code should not limit housing choice but rather provide appropriate policies to manage the design of different dwelling types and provide appropriate pathways to ensure more complex development undergo a more rigorous assessment.

To this end it is proposed that residential areas zoning won't restrict dwelling types, instead the Code will focus on policies that promote a diverse range of well-designed housing. The focus is on the impact of a development on the street and its neighbours rather than the type of house that is proposed.

Dwellings that front public streets such as row dwellings, semi-detached dwellings and detached dwellings are suited to a deemed-to-satisfy pathway, whereas those that are more complex such as residential flat buildings and group dwellings will be performance assessed.

By removing policies that actively exclude development of particular housing types and providing some level of standardisation in allotment sizes, the Code will help to increase opportunities for the provision of well-located affordable housing options.

### *Housing choice is important...*

*As our lifestyle needs – driven by our aging population, shrinking household size, urban living preferences and economic pressures – can no longer be met solely by the construction of traditional detached homes.*

### Improved assessment pathway for ancillary accommodation

The Code will contain specific policy to support the provision of supported accommodation in established areas. Specifically, a new definition for 'ancillary accommodation' has been developed and will be coupled with a deemed-to-satisfy pathway to facilitate small-scale accommodation on sites shared with an existing dwelling.

This will help to support opportunities for older South Australians to age in place, for families to facilitate independent housing as well as provide a pathway for the sensitive delivery of small-scale affordable housing in established areas.





### Increased flexibility for retirement living

The Code will contain specific policy relating to the design of retirement, aged care and supported accommodation. Non-complying triggers for residential flat buildings and small-scale non-residential uses such as shops and consulting rooms will no longer exist in the Code, with these land uses undergoing performance assessment. A new definition for a 'retirement facility' will be established to specifically capture this form of development in the Code.

Additional diverse housing opportunities supported by the Code will facilitate 'downsizing', providing additional housing opportunities for older people to continue to live in their existing community (see 'Providing for housing diversity' on page 66).

### *Future opportunities for the Code*

*With the changing demand for housing and changing housing preferences, there will be a need to consider expanding opportunities for new housing and mixed-use development along our strategic transport corridors, around the Adelaide Park Lands and high amenity locations along the River Torrens, the coast and other lifestyle locations.*







68





## AFFORDABLE LIVING

**Affordable housing is both fundamental and critical to planning and building positive neighbourhoods. It provides opportunities for people to enter the housing market, to live in the communities in which they grew up, and to age in place. Being able to comfortably afford the house you live in, whether you rent or own, promotes stability, happiness, optimism and increases inclusion and social mobility - all vital ingredients for productive economies and healthy societies. It is a core component of creating the right environment for affordable living; housing that is efficient, cost effective and located in close proximity to public and active transport options, local services, shops, schools and public open spaces.**

### Existing Planning System

South Australia is widely recognised as a national leader in the provision of inclusionary planning policy that supports the delivery of affordable housing outcomes for its population.

Affordable living options in South Australia have been accommodated in the various Urban Corridor and Mixed-Use Zones in the SAPPL. These encourage the development of a higher density and greater variety of housing options within walking distance of public transport, local shops, services and public open space. Energy efficient design of houses is accommodated for in the SAPPL general policies. Recommendations for how the Code should consider energy efficient housing policy are outlined in the *Natural Resources and Environment Policy Discussion Paper*, which can be downloaded from the SA Planning Portal.

Affordable housing is a primary instrument to retaining young South Australians in the state, while generating increased supply for older people is an emerging demand.



69

It is also a key component in the improvement of affordable living, contributing to home ownership and rental opportunities for low to moderate income households in areas where they want and need to live.

In 2007, policy was introduced requiring new residential developments of 20 or more dwellings in Greater Adelaide to provide a minimum of 15% of affordable housing in the planning system /the SAPPL. Since 2011 this has been promoted through the Affordable Housing Overlay in the SAPPL.

Since then, the affordable housing requirement has been applied in a number of locations and this is reflected both in mapping and policy as Affordable Housing Overlays in affected Development Plans.

Affordable housing is also referenced in the SAPPL 'residential development' General Module and both descriptive and numeric criteria is contained within the current suite of residential and mixed-use zones within the Library. The development and implementation of this policy has provided the framework for government, industry and not-for-profit sectors to collaborate in innovative projects that deliver more affordable housing.

These policies should be continued into the new planning system, continuing to support the supply of affordable housing in all new significant developments, including State Government development projects and land sales, declared major developments, and projects and areas that have been rezoned and uplifted (including all new growth areas).

The South Australian Housing Authority (SA Housing Authority) is undertaking a program of renewal, with the aim to significantly enhance all pre-1968 SA Housing Trust homes within 10 kilometres of the Adelaide CBD by 2020, with further renewal scheduled for the broader metropolitan area. The program involves the redevelopment of older Housing Trust dwellings to create better quality social housing and increase housing choice and affordability.

The Commission will work with the newly established SA Housing Authority to ensure planning policies and the Code will both support these measures and develop new tools to create a more affordable and accessible housing system.







## Affordable Housing Policy

The **SA Housing Authority** manages the delivery of Affordable Housing Policy on behalf of the Government of South Australia, by:

- facilitating partnerships between private industry and not-for-profit providers to deliver commercially successful developments that include affordable housing
- working with financial institutions to improve purchasing power for buyers
- providing 'best practice' advice to industry on designing and marketing affordable housing
- providing support, information and education to assist local government to include affordable housing in their local area
- promoting affordability more generally and encouraging improved efficiencies in housing markets

The Authority also administers the **Affordable Housing Program**, which provides opportunities to eligible buyers to buy homes at an affordable price. The AHP is a crucial entry point for young/or single home buyers, with:

- 84% of new home buyers aged between 18 and 35
- 87% of the homes purchased were by households earning between \$30,000 and \$75,000 (likely to be students, graduates, new entrants to the workforce, young professionals and key workers).
- Of the owner-occupiers who have purchased homes in the past four years, 80% were single person households; in total 95% were to households with 1 or 2 occupants

## Proposal for the Code

A key opportunity and challenge for the introduction of the new Code is the transition of existing affordable housing requirements.

Key Opportunities and Challenges	Policy Response in the Code
The application of affordable housing policy is inconsistent, particularly in relation to incentives.	The Affordable Housing Overlay will be transitioned to the Code and will standardise incentives such as density, height and car parking bonuses.
Currently any ROSAS development approved by the State Coordinator General is exempt from requiring planning approval as they are assessed against 'Assessment Criteria Checklists' that sit outside Development Plans.	The assessment of housing renewal applications on South Australian Housing Trust land will be brought into the Code via a Housing Renewal General Module and will be subject to planning approval.

### **Affordable Housing Overlay**

The current Affordable Housing Overlay will transition to the new Code. This will clearly define the areas of the state where a 15% provision of affordable housing in residential development applications for 20 or more dwellings is sought. It will be applied to locations currently identified in Development Plans.

The new Overlay also contains policies with incentives to help facilitate the provision of affordable housing, such as reduced minimum site areas, car parking or increased building heights.

### **Increasing housing supply in established areas**

A key focus of the Code will be to facilitate a greater and more diverse mix of housing supply in established areas close to public transport, shops and services, to increase opportunities for well-located and affordable housing. To achieve this, some standardisation of allotment sizes and frontages will be required to remove policies that actively exclude development of diverse housing options, as well as the delivery of increased policy flexibility in residential and mixed-use areas.

### **Housing and Homelessness Strategy for South Australia**

The SA Housing Authority is currently preparing a long-term Housing and Homelessness Strategy for the State that will outline a range of strategies and initiatives to improve affordable housing, particularly in partnerships with Community Housing Providers, not-for-profits and the private sector.

To support this, the Commission will transition the existing spatial application of the Affordable Housing Overlay into the Code and provide clearer and more targeted planning incentives to generate more supply.

In subsequent stages of the Code, further consideration will be given to how its policies can complement the wider supply efforts of the housing strategy<sup>22</sup>.

### **Social Housing Renewal**

The South Australian Housing Authority and the community housing and not-for-profit sectors actively continue to provide access to secure affordable and appropriate housing for all South Australians, and to promote affordable housing as essential social and economic infrastructure. The public housing and community housing sectors continue to renew their social housing assets by demolishing older stock that is expensive to maintain and no longer appropriate for its residents and build new social housing, while also providing a better mix of affordable and broader market housing.

The Code will introduce a Housing Renewal Module (replacing the former Renewing our Streets and Suburbs checklist) to provide appropriate assessment pathways and criteria to facilitate high quality design outcomes, as well as encourage the orderly and timely assessment of the large numbers of housing renewal applications.

<sup>22</sup> <https://www.shun.edu.au/policies/shun-briefs/what-is-value-capture>







## NEXT STEPS

The proposals in this *People and Neighbourhoods Policy Discussion Paper* will be subject to consultation and feedback from 1 October 2019 to 28 February 2020 as part of public consultation on the draft Planning and Design Code. For information about specific Code engagement activities, please visit the SA Planning Portal [www.saplanningportal.com.au](http://www.saplanningportal.com.au).

Submissions received during the Planning and Design Code public consultation process will be used to help inform the Code. The outcomes of the public consultation process will be released in a *What We Have Heard Report*.

The Blueprint for South Australia's Planning and Design Code Policy Discussion Papers - on *Natural Resources and Environment*, *Integrated Movement Systems*, and *Productive Economy* - and associated *What We Have Heard Reports* are available for download on the SA Planning Portal.



The following papers related to issues associated with the *People and Neighbourhoods Policy Discussion Paper* are also available for download on the SA Planning Portal:

- *State Planning Commission Overview of Neighbourhood Growth & Change (May 2019)*
- *Practitioner and Community Guides on Heritage & Character in the New Planning System (May 2019)*
- *Community Guide to Design in Our New Planning System (May 2019)*



---

## HAVE YOUR SAY

Submissions in relation to the Code and the proposals outlined in this discussion paper are valued and encouraged via:

- SA Planning Portal: Visit the 'Have Your Say' webpage and lodge a submission at [www.saplanningportal.sa.gov.au/have\\_your\\_say](http://www.saplanningportal.sa.gov.au/have_your_say)
- Email: [DPTI.planningreformsubmissions@sa.gov.au](mailto:DPTI.planningreformsubmissions@sa.gov.au)
- Post: PO Box 1815, Adelaide SA 5001







## HOW YOU CAN GET INVOLVED

Formal consultation on the proposed policies contained in this discussion paper will be conducted from 1 October 2019 to 28 February 2020 as part of public consultation for the Planning and Design Code.

For more information and to have your say, please visit:  
[www.saplanningportal.sa.gov.au/have\\_your\\_say](http://www.saplanningportal.sa.gov.au/have_your_say)



**Government of South Australia**  
Department of Planning,  
Transport and Infrastructure

[saplanningcommission.sa.gov.au](http://saplanningcommission.sa.gov.au)



**Attachment 4**



## **BACKGROUND PAPER ON PEOPLE AND NEIGHBOURHOODS**

SEPTEMBER 2019

Prepared for the State Planning  
Commission by Professor Emma  
Baker and Professor Jon Kellett  
*School of Architecture & Built  
Environment, The University of  
Adelaide*



**Government of South Australia**  
Department of Planning,  
Transport and Infrastructure

[saplanningcommission.sa.gov.au](http://saplanningcommission.sa.gov.au)



## Contents

---

<b>PART 1: OUR POPULATION IS CHANGING .....</b>	<b>1</b>
1.1 South Australia's population is growing (steadily) and is increasingly concentrated in Adelaide .....	1
1.2 Overseas migrants are the largest component of population growth .....	3
1.3 Our older population is growing .....	3
1.4 Our workforce is changing .....	5
1.5 Almost a quarter of South Australians have some form of disability .....	5
1.6 Our households are changing .....	5
<b>PART 2: OUR HOUSING AND NEIGHBOURHOODS ARE ALSO CHANGING.....</b>	<b>7</b>
2.1 Our housing stock is changing and becoming more dense .....	7
2.2 Land supply is unevenly distributed .....	8
2.3 Housing affordability is increasingly important for South Australians .....	10
2.4 Climate change is an increasing concern .....	11
2.5 What housing and neighbourhoods do South Australians want? .....	11
<b>PART 3: PRIORITIES AND CHALLENGES FOR THE NEW PLANNING SYSTEM?.....</b>	<b>14</b>
3.1 Next steps .....	19

## PART 1: OUR POPULATION IS CHANGING

---

South Australia's population has changed a lot in its short history. Almost 100 years ago, roughly half of all South Australians were aged under 25 years, and almost everyone (98 per cent) was born in Australia or had migrated from the United Kingdom<sup>1</sup>. Our population was also spread equally across the metropolitan and non-metropolitan parts of our large state. By 2019, the population profile of South Australia has changed markedly. The great majority of us live in the Greater Adelaide capital city<sup>2</sup> area, our population is older, and we have a much more diverse ancestry. This trajectory of population change will almost certainly continue into the future and it will have important implications for the way that we live, work, and plan for our land use and spaces. The following key population trends have particularly important implications for the creation of the new Planning and Design Code:

### 1.1 South Australia's population is growing (steadily) and is increasingly concentrated in Adelaide

There are just over 1.7 million people living in South Australia - the smallest population of any Australian mainland state. We are growing steadily at less than 1 per cent each year. Between now and 2041, South Australia's population is projected to grow to around 2 million people with most of this growth occurring in the Greater Adelaide area<sup>3</sup>.

More than any other Australian state, our population is concentrated within the Greater Adelaide capital city region – currently just over 77 per cent of South Australia's population live in this area. Although this pattern of capital city dominance in South Australia is long established, it also appears to be slowly increasing, rising from 73 per cent in 2006<sup>4</sup>. Figure 1 highlights population growth and decline for towns and major urban centres across South Australia. It clearly shows a pattern of recent population increases across the Greater Adelaide area and in regional centres such as Mount Gambier and Murray Bridge, and small population declines in many inland towns and the northern parts of the state, such as Port Augusta, Ceduna and Whyalla.

---

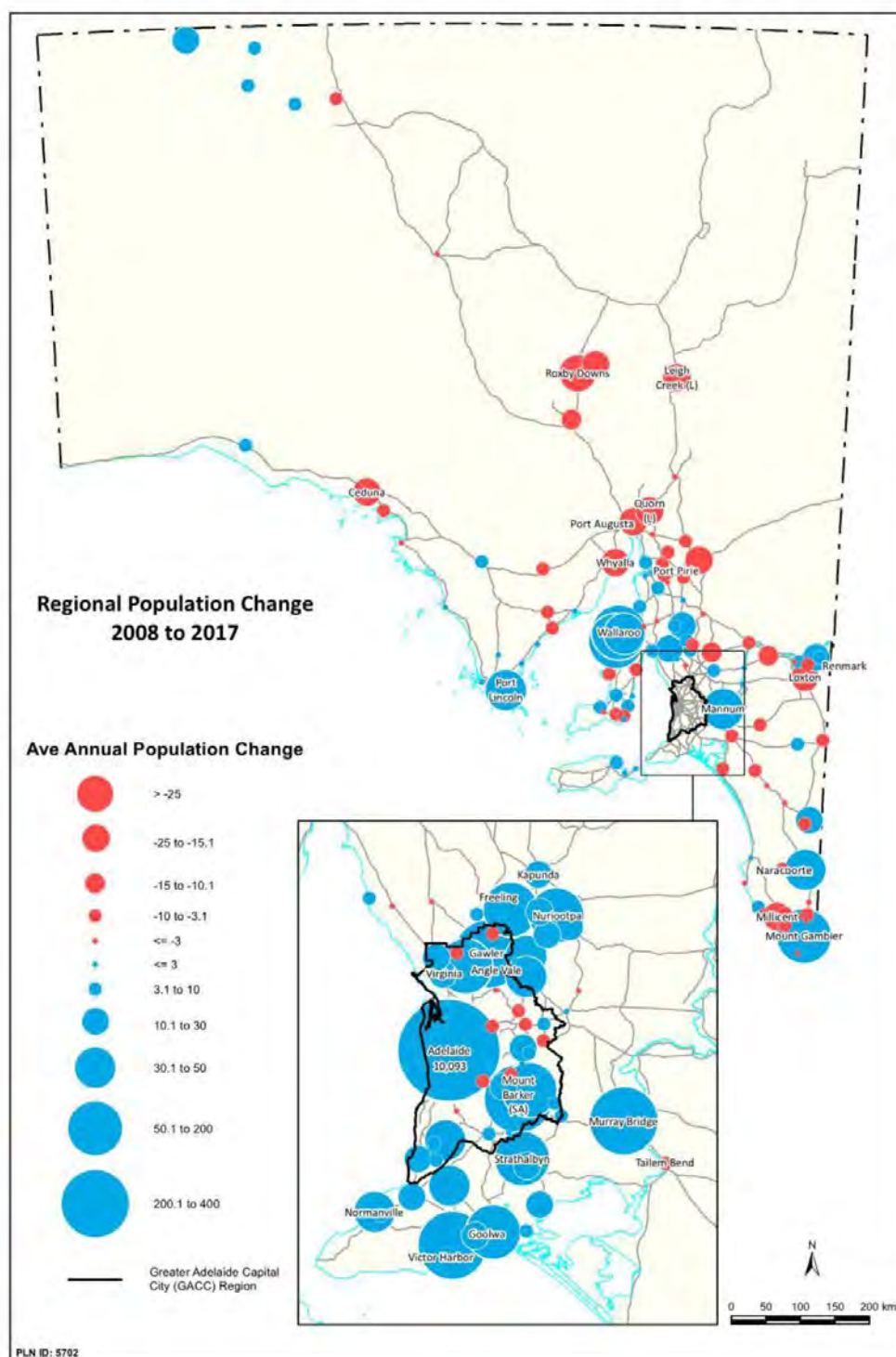
<sup>1</sup> ABS, 1921 Census of Population and Housing

<sup>2</sup> ABS, 2016, Census of Population and Housing. Metropolitan area is defined as the Greater Adelaide Capital City Area, the geographical area used by the Australian Bureau of Statistics to represent the functional or socio-economic extent of the Adelaide capital city.

<sup>3</sup> South Australian government population projections 2016-41

[https://www.saplanningportal.sa.gov.au/data\\_and\\_research/population#future\\_population](https://www.saplanningportal.sa.gov.au/data_and_research/population#future_population)

<sup>4</sup> ABS 2006 Census of Population and Housing

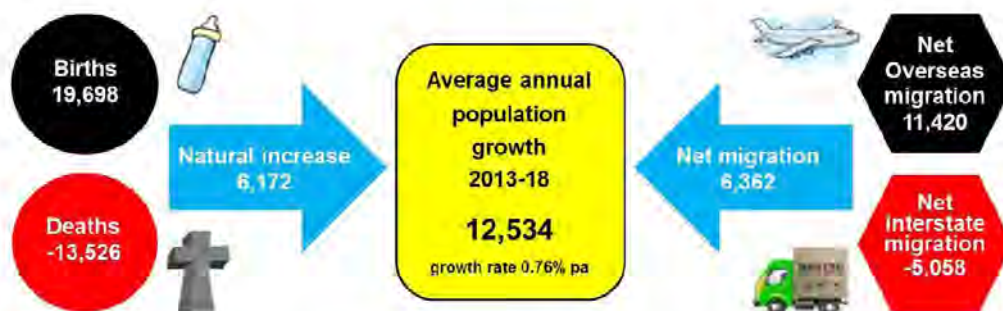


**Figure 1:** Average annual population change – towns and urban centres 2008-2017



## 1.2 Overseas migrants are the largest component of population growth

Over the past five years, South Australia's population increased by around 12,500 people each year. On average, this is comprised of, 6,000 more births than deaths, the loss of 5,000 people who leave to move interstate, and the net arrival of around 11,500 overseas migrants (refer Figure 2).



**Figure 2:** Average annual population growth in South Australia 2013-2018

Overseas migration is the most substantial source of population growth for South Australia. Since the year 2000, almost 175,000 new South Australians have migrated from overseas. Our migration profile is strikingly diverse. In the last year, we welcomed new migrants from 95 countries<sup>6</sup>. Although almost half of these recently arrived migrants came from China and India, a sizeable number also arrived from Nepal, the Philippines, Vietnam and the United Kingdom.

Natural increase (the number of births minus the number of deaths) contributes a slightly smaller, though important proportion of South Australia's population increase each year. Our fertility rate is low compared to other Australian states, and has been decreasing over recent years.

*Interstate migration* captures the movement of people within Australia - for work, lifestyle, family, or other reasons. This type of movement results in the loss of about 5,000 South Australians (net) to other parts of Australia each year.

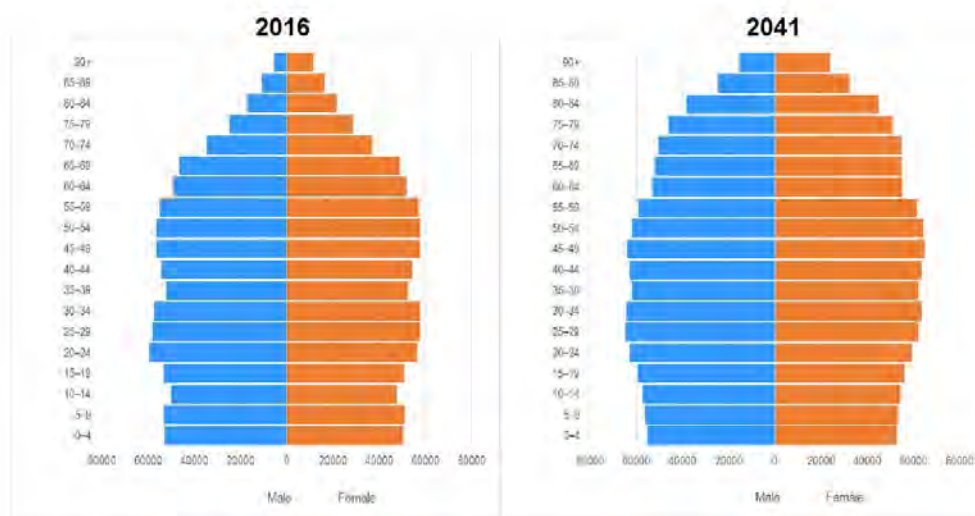
## 1.3 Our older population is growing

With a mean population age of almost 41 years<sup>6</sup>, South Australia has a national reputation as 'the ageing state'. Importantly though, our current population is not dominantly old. At the last Census of Population and Housing, just under 18 per cent of South Australians were aged 65 years and over. This can be contrasted with a dominance of working age South Australians 20-64 (58 per cent). Almost one quarter of South Australians are children and young people (aged under 20) (Figure 3).

Looking to the future though, the proportion of the South Australians aged over 65 years is projected to grow more quickly than any other age group. This ageing of our population is being driven by the ongoing processes of the large post-war 'baby boomer' cohort reaching retirement age, and life expectancy increases.

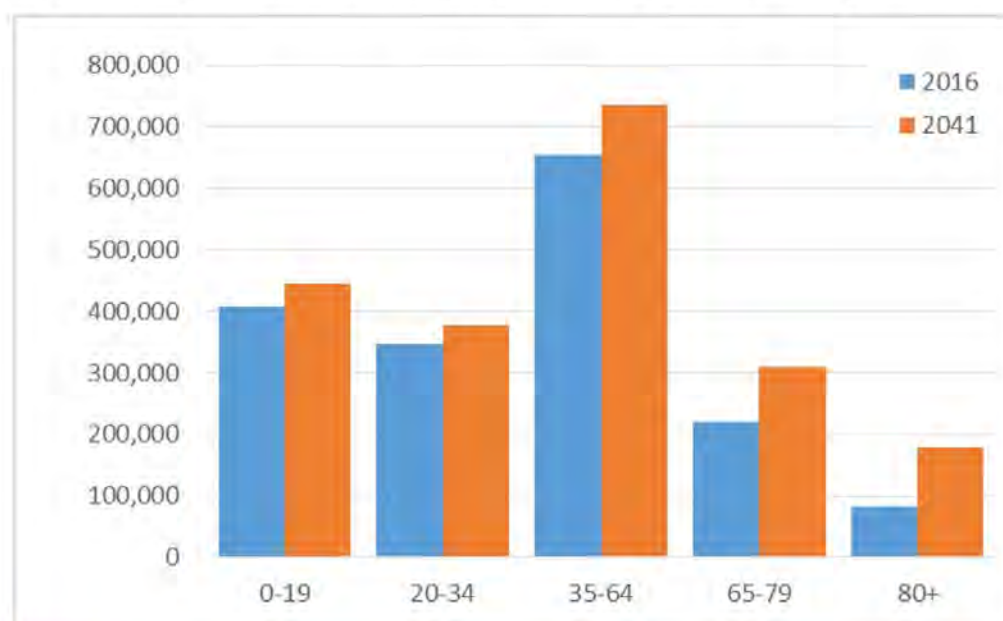
<sup>6</sup> ABS, 2019, Migration, Australia, 2016-17, cat no 3142.0

<sup>6</sup> ABS, cat no 3101.0



**Figure 3:** Current (2016) and Projected Age Structure (2041) – South Australia<sup>7</sup>

The State's population will age significantly over the projection period 2016-41 (Figure 4), with the number of 'active retirees' (65-79 years) projected to increase by 40% from 220,000 in 2016 to 309,000 by 2041. This group is large and will impact on employment and housing markets in the coming years. More importantly, over the same period the 'older population' (80+ years) is projected to increase by 117% to nearly 180,000 by 2041. This group will have a significant impact on services, most notably medical, transport and housing.



**Figure 4:** Current and projected population by life stage groups – South Australia<sup>8</sup>

<sup>7</sup> Data Source: South Australian government population projections – June 2019

<sup>8</sup> Data source: DPTI population projections – June 2019



Population ageing is occurring fastest in the non-metropolitan parts of the state, largely via the process of selective migration. In a long-established trend, many younger people from non-metropolitan South Australia move to metropolitan Adelaide for education and employment. At the same time, a sizeable number of older people are making sea (and tree) changes to coastal or inland regional towns, such as those surrounding Victor Harbor, Murray Bridge or the Barossa Valley. By 2030, 29 per cent of South Australia's non-metropolitan population will be aged 65 years and over.

#### **1.4 Our workforce is changing**

South Australia's unemployment rate has remained relatively steady this century, at just over 6 per cent. Among people who are employed in the state, the ratio between full-time and part-time employment has been steadily shifting over recent years towards more part-time employment. Also notable in our changing workforce profile is a sustained increase in the proportion of South Australians who are not in the labour force. In 2019, South Australia has an almost equal number of adults working full time as not in the labour force<sup>9</sup>.

One of the most significant changes to our structure of employment this century has been the ongoing feminisation of the labour force. In 2000, for example, 47 per cent of South Australian women were employed, and this proportion has gradually increased over time to more than 55 per cent in 2019. Importantly though, the great majority of the increase in female employment in the state has been part-time; in fact, more women work part time than full time in South Australia<sup>10</sup>. Alongside this change in the characteristics of female employment, males are also increasingly likely to have part-time employment.

#### **1.5 Almost a quarter of South Australians have some form of disability**

Many South Australian households contain people with, or caring for, someone with a disability<sup>11</sup>. While many older people have a disability, the majority of people with a disability in South Australia are actually aged under 65 years (58 per cent). Among the estimated 382,700 South Australians with a disability, there are many levels of disability limitation, and each has important implications for the state's housing and service requirements. It is estimated, for example, that there are just over 120,000 people living in South Australia with a 'profound or severe core activity limitation', meaning that they require help with the core activities of daily living<sup>12</sup>, and hence are likely to need housing that supports their particular needs. The proportion of persons in South Australia with profound or severe activity limitations is likely to rise as the population ages.

#### **1.6 Our households are changing**

Almost 70 per cent of South Australian households are classified as 'family households' comprised dominantly of couples (with and without children), as well as a smaller number of lone parent households. Currently, 28 per cent of South Australian households contain just one person<sup>13</sup>, and this proportion is predicted to rise relatively rapidly over the next decade. The likelihood of living alone increases with age, but far from all lone person households are

---

<sup>9</sup> Civilian population aged 15 years and over. Data source: ABS, 2019, cat no. 6202.0 Labour Force, Australia.

<sup>10</sup> ABS, 2019, cat no. 6202.0 Labour Force, Australia.

<sup>11</sup> ABS, 2017, Disability, Ageing and Carers, Australia, Cat no 4430.0

<sup>12</sup> As defined in ABS, 2017, Disability, Ageing and Carers, Australia, Cat no 4430.0

<sup>13</sup> ABS, 2016 Census of Population and Housing



older. In fact, the majority (58 per cent) of all of South Australians who live alone are aged less than 65 years<sup>14</sup>.

Following a national trend, young South Australians are living in the parental home for longer. Between the last two Censuses of Population and Housing, there was a notable rise in the number of children aged between 20 and 40 years living with their parents<sup>15</sup>. This trend is tentatively regarded by some as 'pent up demand' for housing – a symptom of young people delaying their own household formation – because of the unaffordability of the housing market and the need to pay down their education costs<sup>16</sup>.

---

<sup>14</sup> Ibid

<sup>15</sup> Data Source: Census of Population and Housing, 2016, TableBuilder

<sup>16</sup> Rowley, S., Leishman, C., Baker, E., Bentley, R. and Lester, L. (2017) Modelling housing need in Australia to 2025, AHURI Final Report 287, Australian Housing and Urban Research Institute, Melbourne, <http://www.ahuri.edu.au/research/final-reports/287>, doi: 10.18408/ahuri-8106901.

## PART 2: OUR HOUSING AND NEIGHBOURHOODS ARE ALSO CHANGING

---

South Australia's population has clearly changed a lot in past decades, and it is predicted to change even more into the future. Our relatively slow rate of population growth, compared to other Australian cities, means that we have the ability to plan well for these changes, adapt the housing that we build, and design for the neighbourhoods we want. In setting out the priorities for our new planning system, the population changes documented so far in this discussion paper suggest a growing need to provide for new and more diverse housing and neighbourhoods. But population change is only part of the equation. The housing and neighbourhoods we live in have also undergone significant change in recent years. Our housing stock, for example, has become much more diverse and the 'sprawl' of development seen in previous decades has, to a large extent, been gradually replaced by higher density land division closer to the centre of the metropolitan area. Over the same period, housing affordability has become a pressing national issue and our ability to provide affordable housing options (for both home ownership and rental) in South Australia has become a leading concern for governments. The housing choices and neighbourhood preferences of South Australian's have also changed markedly. Many of us are choosing to live in dwellings with smaller back yards, that are closer to work or areas with lifestyle value. This section briefly describes some of the major changes.

### 2.1 Our housing stock is changing and becoming more dense

South Australia has traditionally had a housing stock dominated by detached houses; currently more than three quarters of our housing stock is comprised of this dwelling type (Figure 5).



**Figure 5:** Detached housing in metropolitan Adelaide

The dominance of separate dwellings is gradually weakening. In the last decade the proportion of separate houses in our South Australian stock decreased by around 3 per cent, replaced by a corresponding growth in the stock of semi-detached dwellings<sup>17</sup>. A continued downward trend is evident in the most recent dwelling approvals data<sup>18</sup>, with approvals for new separate houses in 2017/18 decreasing to 67 per cent. Additional density is also being achieved by a gradual move to the development of double storey housing. As an example, over the ten years to the 2016 Census the proportion of two or more storey semi-detached dwellings in South Australia more than doubled<sup>19</sup>. Somewhat surprisingly, this increasing residential density appears to be occurring in parallel with a slight increase in dwelling floor space in South Australia. The average floor area of new houses and townhouses in South Australia in 2017-18 was 199m<sup>2</sup> and 154 m<sup>2</sup> respectively<sup>20</sup>.

Increased housing density is also being driven by consolidation in existing development areas. In a recently published discussion paper, DPTI<sup>21</sup> found that 70 per cent of new housing development in 2017 was within established urban areas and the demand for fringe development land has decreased (DPTI, 2018)<sup>22</sup>.

## 2.2 Land supply is unevenly distributed

In addition to a gradual move away from detached, single storey dwellings, new stock is increasingly being built on smaller allotments, especially in the metropolitan area. Far from the quarter acre block (just over 1000m<sup>2</sup>) of our parents and grandparents, the average residential allotment in South Australia is currently 707m<sup>2</sup>, but the median size of new allotments approved in 2017/18 was 361m<sup>2</sup>. This is part of a long-term trend towards smaller block sizes, reducing from an average of 534m<sup>2</sup> less than 20 years ago<sup>23</sup>, for example.

New allotments can be created by 'greenfield' land division or by re-subdividing existing residential land. Previously undeveloped land on the urban fringe, often called greenfield land, in metropolitan Adelaide is unevenly distributed, with substantial supplies in Northern Adelaide, and comparatively little in Eastern and Western Adelaide<sup>24</sup> (the coast and the Hills presenting natural barriers to widespread outward growth). These land supply differences are tempered by very different dwelling yields in different parts of metropolitan and non-metropolitan South Australia. As an example, compared to the state average rate of 11.1 lots per hectare across all proposed land developments in 2017, 24.5 lots per hectare were proposed in the recent developments of Lightview and Marion.

New land supply also arises through adaptation of the existing housing stock –through demolitions and re-subdivisions. As Figure 6 shows, demolition activity is largely occurring in the inner suburbs within 10 kilometres of the CBD, with comparatively few demolitions occurring in the middle and outer suburbs. Four main areas of demolition activity are concentrated in the inner northwest, north, west, and southwest. Compared to demolitions, the spatial distribution of re-subdivision is quite different. Not only does it represent a smaller

---

<sup>17</sup> Data source: ABS, 2018, TableBuilder dwelling structure by location.

<sup>18</sup> DPTI, 2018, Planning Research and Analysis Unit, Residential Land Supply and Development Trends Discussion Paper (unpublished)

<sup>19</sup> ABS, 2006 and 2016, Censuses of Population and Housing.

<sup>20</sup> ABS, 2019, 8752.0 - Building Activity, Australia

<sup>21</sup> DPTI, 2018, Planning Research and Analysis Unit, Residential Land Supply and Development Trends Discussion Paper (unpublished)

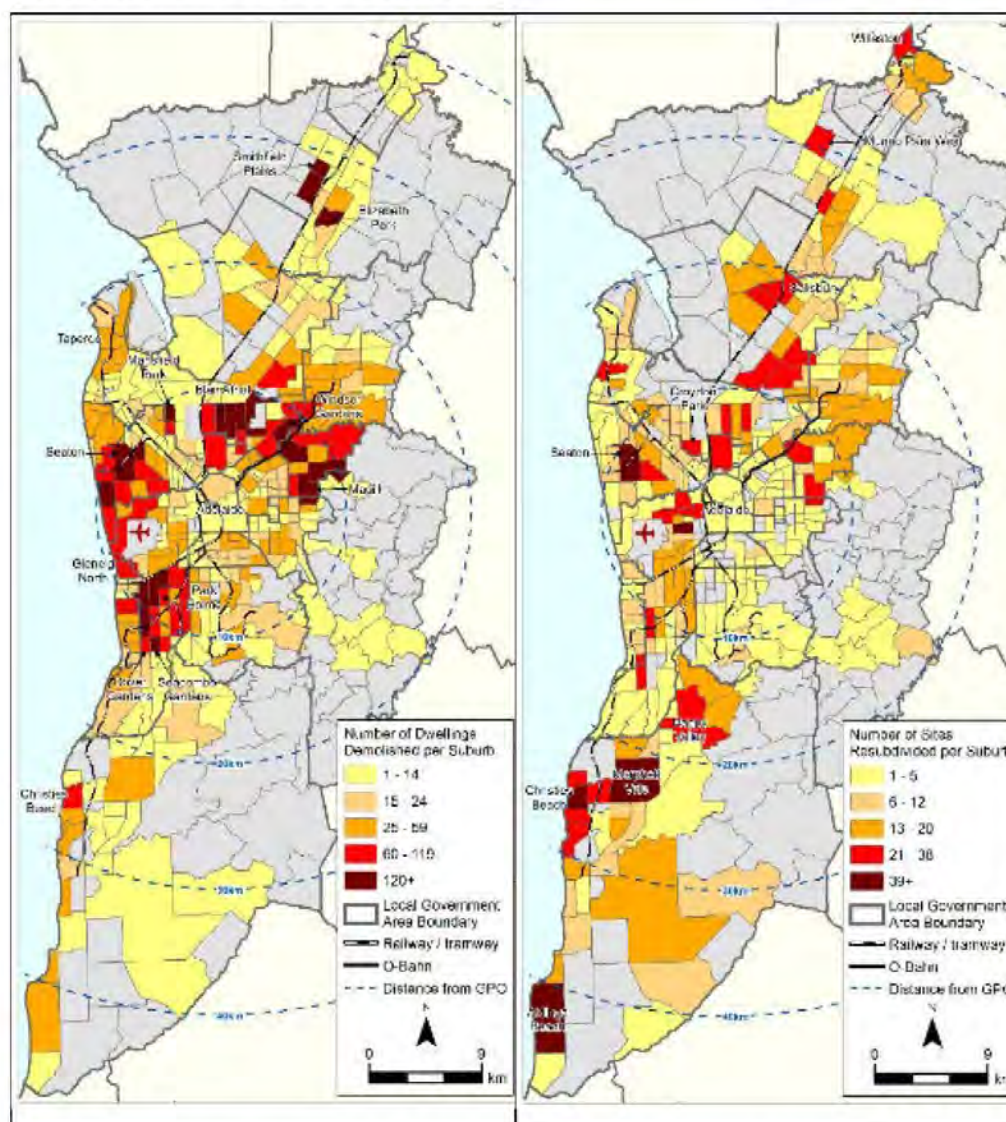
<sup>22</sup> DPTI, 2018, Planning Research and Analysis Unit, Residential Land Supply and Development Trends Discussion Paper (unpublished)

<sup>23</sup> DPTI 2019 median allotment size special data extract.

<sup>24</sup> Department of Planning, Transport and Infrastructure (2018) Residential land supply and development trends, discussion paper for the South Australian Planning Commission



number of sites, but it is also occurring much more evenly across the metropolitan area, throughout the inner, middle and outer parts.



**Figure 6: Metropolitan Adelaide demolitions and re-subdivisions by suburb, 2008-2014<sup>25</sup>**

Recent analysis by DPTI identified a potential land supply equivalent to 63,500 dwellings from greenfield development opportunities. A further 53,500 dwellings were identified as stemming from major infill development opportunities, mainly concentrated in the metropolitan area and its growth corridors. The large size of this land supply potential for almost 120,000 new dwellings within the existing footprint of the metropolitan area is notable, when we consider

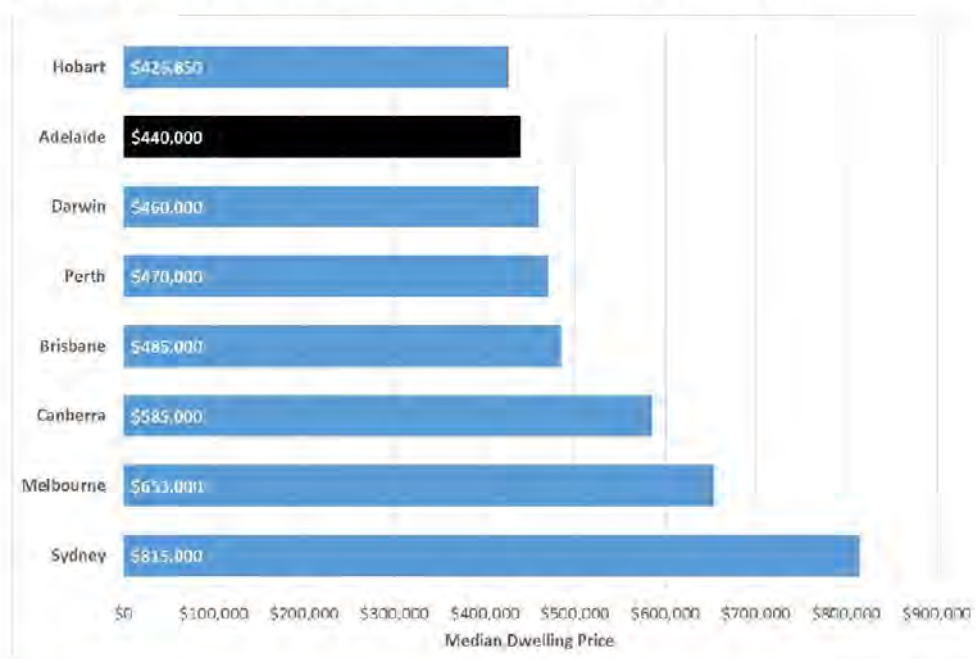
<sup>25</sup> Source: Department of Planning, Transport and Infrastructure (2018) Residential land supply and development trends, discussion paper for the South Australian Planning Commission

that 4,596 completions occurred between 2013 and 2017<sup>26</sup>. Current analysis<sup>27</sup> also suggests that there is adequate supply of both broadhectare and infill opportunities in regional South Australia.

### 2.3 Housing affordability is increasingly important for South Australians

South Australia is widely referred to in the popular press as the nation's most affordable place to live. This reputation is, on simple measures, supported by robust national statistics. These statistics<sup>28</sup> have, for almost a decade, highlighted South Australia as the mainland state with the lowest mean housing costs per week for both renters and mortgage holders.

Figure 7 summarises median dwelling prices across Australia's capital cities, highlighting a relatively low median price in Adelaide. However, though absolute housing costs are important, it is *relative* housing costs (i.e. the cost of housing as a proportion of household income) that best reflect affordability. This is particularly necessary to acknowledge in the South Australian context because although housing costs in the state are low compared to other states, wages and household incomes are also low compared to other states. When relative housing costs are taken into account, housing affordability in South Australia is, on average, similar to housing affordability in other Australian states<sup>29</sup>. The Australian Bureau of Statistics estimates for example that 17 per cent of South Australians have housing costs that are regarded as unaffordable (more than 30 per cent of gross household income) – an affordability level equivalent to both the Victorian and Australian averages.



**Figure 7:** Median dwelling price in Australian Capital Cities, 2018

<sup>26</sup> this comes from Chris' section of the phase 1 report, reference and the numbers need to be checked – check with Chris

<sup>27</sup> Government of South Australia, 2018, Residential broadhectare land supply report.

[https://www.saplanningportal.sa.gov.au/\\_data/assets/pdf\\_file/0011/450677/Broadhectare\\_Report\\_2017.pdf](https://www.saplanningportal.sa.gov.au/_data/assets/pdf_file/0011/450677/Broadhectare_Report_2017.pdf)

<sup>28</sup> ABS 2017, cat no 4130.0

<sup>29</sup> ABS 2017, cat no 4130.0



Housing affordability in South Australia is also highly tenure dependent. On average, South Australian households expend 13 per cent of gross household income for housing costs, but renters (both social and private) pay on average 21 per cent of their household income. This is substantially higher than the average proportion paid by home purchasers (16 per cent) and outright homeowners (4 per cent).

In lockstep with national figures, both rents and mortgages have risen in South Australia over the last two decades, and the proportion of the South Australian population with housing costs that are regarded as unaffordable has been gradually increasing<sup>30</sup>.

#### 2.4 Climate change is an increasing concern

It is widely accepted that South Australia's future prosperity and liveability will depend on how effectively we address, and respond to, the impacts of climate change. South Australia is vulnerable to changes in ambient temperature, rainfall, extreme weather events, sea level rise and associated storm surges, which are all likely to increase in regularity and severity with the changing global climate. Awareness of our vulnerability to climate change has heightened in recent years with heatwaves, floods, bushfires, drought, erosion, storms and dust events: all attributed to the early effects of climate change. In response, governments – as well as individual South Australians – are increasingly concerned with reducing greenhouse gas emissions, ameliorating the existing effects of climate change, and minimising the potential impact of future climate related hazards. Our housing and neighbourhoods are strongly implicated in both the production, as well as the potential mitigation of effects.

The construction, maintenance and energy consumption of housing is a significant source of greenhouse gas emissions. Energy use alone in residential buildings accounts for 13 per cent of total carbon dioxide (CO<sub>2</sub>) emissions from all sources in Australia<sup>31</sup>. This is important in the context of the trend of increasing dwelling size in South Australia because larger houses require more resources for both construction and operation. The climate change impact of the construction of new housing therefore presents important planning and design challenges.

The consolidation of housing, people and infrastructure into urban areas presents additional challenges. For example, temperature extremes are often maximised in built up urban areas, where historical building patterns and a concentration of dark road surfaces create heat island effects. In addition, the ground in urban areas tends to be covered by roads, buildings and other infrastructure, meaning that natural storm water run-off is prevented. The tree canopy and open space, which act to reduce temperatures and filter pollutants, are also often reduced to allow for development.

#### 2.5 What housing and neighbourhoods do South Australians want?

South Australians want many, often different, things from their housing and neighbourhoods. To some extent people's preferences are embodied in our existing housing and neighbourhoods as they represent the choices people have historically made. This is however only one part of the story; the form and characteristics of our existing housing and neighbourhoods evolved not just through our preferences, but also in response to constraints (such as economic ones), as well as limitations in the type of housing (and its design) offered by developers and the construction industry.

---

<sup>30</sup> ABS 2001, 2006, 2011, 2016 Censuses of Population and Housing and ABS 2017, cat no 4130.0

<sup>31</sup> National Inventory by Economic Sector 2017, Commonwealth of Australia 2019



In order to plan for the housing and neighbourhoods that South Australians want, we must also take into consideration the way our population is changing. Our tendency towards smaller households, an increasing proportion of South Australians who are older, an increasing number of lone person households and households containing adult children, and the growing diversity of our population through migration all represent substantial adjustments to the housing and neighbourhoods required in South Australia. They suggest, for instance, increased demand for smaller and more diverse dwelling types.

Australians have a long tradition of wanting detached housing, often with three bedrooms and a yard. This tradition persists for many<sup>32</sup>, but preferences are slowly changing. The demographic shift to smaller households alongside affordability pressures and locational trade-offs, appear to be driving demand for other housing types, such as apartments and townhouses. Interestingly, across a number of studies, even though people are increasingly choosing to live in alternate dwelling types, the evidence suggests that they retain a preference for having plenty of interior space.

Housing costs are the main expenditure item for many Australian households, so housing that is affordable to buy, rent and live in is a key consideration across our community. Housing affordability is a well-established driver of decision-making when people move house, both directly (wanting to choose something they can afford), as well as indirectly (for example trading off an accessible location for reduced private outdoor space).

Research undertaken in South Australia and beyond suggests that people prefer neighbourhoods with good accessibility. People want access to high quality local transport, as well as being able to get to family, work and shops easily. There is strong anecdotal evidence of a preference among younger South Australians for inner-city neighbourhoods that are closer to work, walkable and cycle-friendly, as well as connected to public transport routes.

Access to employment opportunities is an important neighbourhood consideration across all ages of the workforce. The location of employment within South Australia has been changing over recent decades, and becoming increasingly focussed in the urban area. More than three quarters of South Australia's employed persons work in the Adelaide metropolitan area. Although some households may choose to live in non-metropolitan areas and commute to work, this apparent shift the location of employment in the state is another potentially powerful driver of demand for housing in the metropolitan area.

Studies suggest that most households want some private open space but large residential blocks of 900m<sup>2</sup> are no longer as widely viewed as desirable<sup>33</sup> (though families with children still generally express preference for more backyard space). Many South Australians believe that their residential block is currently too large, and anticipate that their yard will become too large for them to maintain as they age. These findings<sup>34</sup> are reinforced by the recent Australian Housing Condition Survey<sup>35</sup>, which found that 98 per cent of South Australian households considered their outdoor space to be adequate. As private open space gradually decreases, access to quality public open space is likely to increase in importance.

---

<sup>32</sup> Kelly, J.F., Weidmann, B., and Walsh, M., 2011, *The Housing We'd Choose*, Grattan Institute, Melbourne.

<sup>33</sup> Kellett J (2011) *The Australian Quarter Acre Block: the death of a dream?*, *Town Planning Review*, 82(3), pp263-284.

<sup>34</sup> Kellett J (2011) *The Australian Quarter Acre Block: the death of a dream?*, *Town Planning Review*, 82(3), pp263-284.

<sup>35</sup> Baker, E., Daniel, L., Bentley, R., Pawson, H., Stone, W., Rajagopalan, P., Hulse, K., Beer, A., London, K., Zillante, & Randolph, B. (2018), *The Australian Housing Conditions: Technical Report*, The University of Adelaide – Healthy Cities Research, Adelaide, South Australia

Alongside the apparent shift in preferences towards smaller backyards, the increased density of smaller residential blocks may also drive neighbourhood concern. When neighbourhoods become more dense, people can more concerned about privacy, the potential for overlooking of existing housing and noise. Residents may also be cautious of loss of neighbourhood character and amenity, particularly as it applies to tranquillity, road safety and visual appearance. For example, parking congestion, loss of views and the impact on neighbourhood character from new buildings using markedly different materials and forms of construction. Thought, concerns such as these from existing residents may be weighed against the satisfaction of incoming residents who are prepared to pay for new dwellings at higher densities in these same neighbourhoods.

The preferences discussed here are suggested by previous work that asked people in South Australia and beyond about their housing preferences, but we need to know more about what South Australians want from their housing and their neighbourhoods – now and importantly, in the future. The current process of planning reform seeks to do just that. As part of that process, this paper seeks to identify major trends and challenges, and propose some priorities for the planning system response. We are keen to know more about South Australian's evolving housing preferences and the trade-offs they are likely to make in the future.

## PART 3: PRIORITIES AND CHALLENGES FOR THE NEW PLANNING SYSTEM?

---

Governments, planners, developers and the building industry are, in many ways, already responding to some of the trends and changes described in this paper. Our new-build housing stock, for example, is gradually becoming more diverse, we are experimenting with affordable housing and new tenure options, and pursuing new approaches to retirement living across metropolitan and non-metropolitan areas of the state. The new planning system aims to better unify and guide our response to the challenges facing South Australia in a way that aligns to the strategic directions of State Planning Policies<sup>36</sup>.

Broadly, the changes and challenges highlighted in this paper require the land use planning system to encourage and promote:

- An appropriate balance of mixed use and residential land uses across the state;
- Housing diversity and affordability;
- High quality design of our buildings and places; and
- A balance of protection for existing and new heritage and character.

The ageing of the South Australian population presents particular challenges. At the most simple level we need to provide a diversity of housing options that enable people to downsize or adapt their dwelling as they age or experience disability over time. In the broader public realm, there is a parallel need to make our spaces and places (e.g. car parking, housing, public space) more age friendly and accessible. The relatively large (and growing) number of people living with disabilities in South Australia provides additional impetus for the new planning system to encourage the development of more diverse housing options. This suggests that Universal Design Principles should be increasingly embedded into all development.

Although many older people express a desire to age in place or remain in their local community, this is sometimes limited by the availability of appropriate housing in established areas. In responding to this, the new planning system might pursue alternative housing options for older people, such as granny flat developments, dual occupancy, or 'fonzie' style flats created over garages.

Housing affordability among the older population is an additional consideration. Following wider national trends, a growing number of South Australians will never access outright homeownership; as a result, a substantial proportion of our older population will enter retirement as renters without the 'nest egg' of a housing asset. This is a key emerging consideration for the housing options provided to older South Australians and further reinforces the need for planning responses that enable a diversity of affordable housing choices and tenures.

Over and above the ageing of our population, the demographic trend towards smaller and often lone person, households in the state provides additional need for the planning system to

---

<sup>36</sup> Such as the State Planning Policies for South Australia, Government of South Australia, 2019.  
[https://www.saplanningportal.sa.gov.au/\\_data/assets/pdf\\_file/0005/552884/State\\_Planning\\_Policies\\_for\\_South\\_Australia\\_-\\_23\\_May\\_2019.pdf](https://www.saplanningportal.sa.gov.au/_data/assets/pdf_file/0005/552884/State_Planning_Policies_for_South_Australia_-_23_May_2019.pdf)



provide for smaller dwellings, preferably in locations well served by public transport and other services required for a more affordable overall cost of living.

The planning system must also respond to the needs of a growing and culturally varied migrant population with quite different housing and neighbourhood preferences. This increasingly substantial sector of our population may require large houses with multiple bedrooms, granny flats or subsidiary dwellings on the same block, or even completely new housing forms. Migrant groups may, for example, seek housing with communal facilities, such as shared multi-family cooking areas. For some people within our migrant population, multi-generation households are an expectation, and different housing solutions may be required to accommodate not just a traditional nuclear family, but an extended family of three (or even four) generations.

Overall, to meet the changing needs of our population the new planning system must provide for a range of housing types and sizes across the state, across developments, and within neighbourhoods. This might be achieved by offering a range of lot sizes and promoting a variety of building forms and tenures, especially low-rise medium density housing. Some practitioners and commentators refer to the lack of low-rise medium density housing in our cities as the “missing middle” – between detached dwellings and high-density, high-rise – of housing diversity. The recent public discussion around solutions to the missing middle provides some potentially valuable land use planning responses, such as the split housing described in the Case Study below.

#### **CASE STUDY: Opportunities for Adelaide's 'Missing Middle'**

***By Damien Madigan, Lecturer in Architecture, University of South Australia***

Adelaide's suburban development pattern is something of an anomaly when compared with other Australian cities, in that it has developed in a linear fashion from north to south as opposed to radially. Cities like Sydney and Melbourne present an intact inner ring of desirable character housing stock around their CBDs and a vast 20km-wide middle ring of suburbs that are well connected by public transport but are of mixed quality and desirability, and due for renovation. These suburbs can therefore be targeted strategically for new medium density infill housing, leaving the inner ring of older suburbs intact.

One housing strategy is the 'Missing Middle' an identified policy gap of low-rise medium density housing options including dual occupancies, terrace houses, multi-dwelling houses and manor houses. Such offerings straddle the gap between low density single dwellings at one end of the housing spectrum and high density apartments at the other.

Being constricted west by the Gulf St Vincent and east by the Mount Lofty Ranges, much of our well-connected housing stock has traditionally come in the form of villas and cottages from the late 19<sup>th</sup> and early 20<sup>th</sup> centuries. Rarely left unaltered or extended, they continue to adapt to new ways of living.

More recently, as outlined earlier in this paper, our metropolitan areas have experienced a significant rise in minor infill development, with a high concentration of demolition activity within 10 kilometres of the CBD and spreading out to the north-east and south within Tea Tree Gully, Campbelltown, Salisbury, Marion and Onkaparinga Local Government Areas. This pattern is largely being driven by planning policy, dwelling age, site value and market demand to live close to shops, services and public transport in established areas. Of those demolitions, 91% were detached dwellings, 90% had a Value Ratio (Capital Value / Site Value) between 1 and 1.5 and 88% were built prior to 1969.

In view of this, the Greater Adelaide region is primed to benefit from an all-encompassing approach to the provision of missing middle housing – one that both helps to address our shifting housing needs while easing concerns over the rise in minor infill by ensuring new development is designed and sited in a way that complements and enhances the existing neighbourhoods in which it is built.

For example, in our established character areas, it might be possible to sensitively alter and extend some of our early housing in a familiar manner, to create a **uniquely Adelaidean** form of missing middle housing.

On its own, an extended villa sitting on what can be considered a typical Adelaide allotment of 700m<sup>2</sup> represents a density of 14 dwellings/hectare (dw/ha). Split into two smaller dwellings, this increases to 28 dw/ha. The addition of a third small backyard dwelling, sitting within the height of the original house, creates an alternative medium density scenario of 43 dw/ha (see figures below).



Beyond increasing dwelling numbers, such a strategy increases dwelling diversity, offering a mix of 2 bedroom layouts and the potential for work-from-home arrangements. A high-quality shared garden increases amenity, while the mass and positioning of buildings reflects Adelaide's existing low scale suburban development patterns.

Additionally, in those areas experiencing high minor infill development activity, an opportunity exists to place a strong focus on providing diverse housing options that are universally designed, affordable, support 'ageing in place' and reflect the changing needs of our community (see figure below). To this end, we need to explore new models of housing outside of our traditional preference for detached dwellings on large allotments that can offer affordable, well designed and well-located options for our shifting demographics and household types.





Housing affordability is highlighted in this paper as an overarching challenge. In both rental and home ownership, affordability affects quality of life, locational decisions and household formation; the provision of affordable housing is also regarded as an important strategy to retain educated, young working people in the state. But, how can our land use planning system assist us in improving housing affordability in South Australia? To some extent the increased housing diversity and smaller block sizes discussed above will, in many cases, provide affordability dividends. In addition, existing and new planning-based incentives such as density bonuses, car parking allowances, zoning, and the 15 per cent affordable housing policy may be applied or extended. Importantly, housing affordability needs to be achieved for both rented and owned tenures because, for South Australians, affordability problems are most pronounced in the (growing) rental sector. There is therefore a need for the new planning system to incentivise affordable rental in the state, whether that be for private, social or public renters.

#### Should transport be considered as a component of housing affordability?

Transport costs contribute a substantial part of each household's weekly expenditure, and for many income groups, transport is the second highest household expenditure item after housing (representing approximately 15-20 per cent of total). People living around the fringes of the metropolitan area tend to travel much greater distances to work<sup>1</sup>. While direct housing costs may be more affordable in urban fringe areas, the inclusion of transport costs in our understanding of affordability would result in housing in middle and inner metropolitan areas being considered more affordable for many. DPTI modelling suggests that the total 20-year transport cost per household (factoring in interest payments for people living in the outer metropolitan areas compared to those living in inner and middle rim suburbs) in metropolitan Adelaide could be up to \$200,000 lower over 20 years.

This paper has highlighted an overall population shift towards the metropolitan area and its fringes. While overseas migration is contributing to the relative growth of the metropolitan Adelaide population, growth is also being driven younger people moving from non-metropolitan areas for work or study. At the same time, partially as a consequence of the loss of younger people from our non-metropolitan areas and partially as a result of retirement migration away from the metropolitan area, populations in non-metropolitan parts of our state



are ageing. These population distribution changes have significant implications for land use planning, especially in non-metropolitan parts of the state. They suggest a pressing need for our regional towns and centres (especially sea change and tree change hotspots) to provide for the housing and service needs of a growing ageing population.

At the more local level our land use planning system can be used to promote neighbourhoods and places that are more dense, walkable, healthy and accessible. Increased density is intended to support greater vitality, more people on the street, more opportunities for local cafes, restaurants, shops and other facilities. If managed well with careful design, the results can be positive. Providing facilities closer to where people live can stimulate active travel and reduce car trips, which is good for both the environment and people's health.

Increasing urban infill and a transformation of many residential neighbourhoods into more vibrant mixed-use precincts – which in turn stimulates interaction between residents, encourages more active forms of transport in the interests of public health, and links better to public transport – are all policy and design intentions that will continue going forward. To date, it appears that master-planned major infill development has been relatively successful in achieving these aims but small-scale progressive, minor infill within existing suburbs has been less so. The new Code must address the transformation of existing neighbourhoods by minor infill. In particular, it needs to promote the incorporation of more mixed land use and vitality into densifying neighbourhoods.

The prioritisation of high quality design in the new planning system is important to achieving increased density of our neighbourhoods while also making them places that people *want* to live and work in. The new planning system will need to encourage the delivery of well designed, homes places and spaces across metropolitan Adelaide, as well as in regional cities and towns. As well as signposting good design, the new Code needs to address sources of dissatisfaction. In reviewing the residential preferences of South Australians, this paper has highlighted a series of potential concerns common to residents in densifying areas, in particular, on-street car parking, privacy, local amenity, risks to heritage and character, and retention (or even expansion) of the existing tree canopy. In anticipating these concerns, the Code needs to provide clear guidance and have the retention or improvement of amenity as a fundamental aim.

With increased densification, the role and value of public open space becomes more important. As South Australian allotment sizes and backyards shrink, and an increasing proportion of us live in attached dwellings and apartments, greater emphasis needs to be placed on the provision of quality public open spaces that can support a diverse range of activities. The new planning system needs to encourage the development and retention of open spaces that permit activity and recreation, can be multi-functional and shared by many members of the community, have natural and green spaces, and are safe.

As we transition to the new Code, the importance of heritage and character will continue to be recognised. Our new planning system will need to protect areas of special character, and continue to provide for the management or conservation of land, building, heritage places and areas. Existing heritage designation means that change in some areas is limited in the interests of protecting the valued physical attributes or identity. Other areas do not enjoy such heritage protection but may be regarded by residents as having a special character that may limit the amount and type of changes desirable. The Code needs to consider how to reconcile the conflicts that can arise from pressures for change, and the desire to retain the existing environment.

Overarchingly, this paper has highlighted the increasing concern for climate change within the state. We are faced with the challenge of providing housing and neighbourhoods that neither contribute to, nor are vulnerable to, the effects of climate change. In responding to these challenges, the new planning system should prioritise strategies such as energy efficient building design and water sensitive urban design. At the neighbourhood level, we need to strive for a balance between a more compact urban form to reduce vehicle use and encourage active and public transportation, and increasing green space to mitigate to urban heat island effects. In encouraging quality public open space, the new planning system should privilege open spaces and vegetation that help to cool the built environment, filter pollutants, and enhance the function of natural water systems.

### 3.1 Next steps

South Australia's people and neighbourhoods have changed a lot. Less than 100 years ago we were a state where the majority of our population was young, and 98 per cent of people were born here, or came from the United Kingdom. We have grown, urbanised, and become wonderfully diverse. As we plan for the future and an evolving and vibrant community, it is widely recognised that we need a new planning system to regulate land and what we construct upon it. For this, we need to build on the information contained in this paper, consider the trends and challenges identified, make our processes simpler, and encourage development that aligns with community expectations, and our shared vision for South Australia. We therefore end this section with a series of questions that will hopefully guide our thinking.

- What kinds of housing and neighbourhoods do South Australians really want, now and in future?
- How can we make places, places that people want to live in?
- How can we make our neighbourhoods more walkable and healthy?
- How can our transport system be developed to assist our land use planning goals?
- What infrastructure and services do we need to encourage in non-metropolitan parts of the state?
- How can the new planning system encourage our young, educated workforce to stay in South Australia, or return to South Australia?
- How do we create new affordable housing options (for both renters and home owners)? Options that allow young people to leave the family home and create new households, and options that allow older renters a high quality of life.
- How can good design be used to promote liveability and affordability?
- What kinds of public open spaces do we want, and how can they be used to promote healthy living and cool our places.
- How can we preserve our important heritage, enhance existing character, and build new character that should be protected into the future?
- How can climate change adaption and resilience be incorporated throughout the new planning system?
- How can the planning system be simplified so that it provides clear guidance and allows wider community participation?

### 9.3 Draft Planning and Design Code Phase 3 Submission

This is a regular or standard report.

Manager: Renée Mitchell Manager, Development Services  
Report Author: Clare Wright, Senior Development Officer - Policy  
Contact Number: 8301 7212  
Attachments: 1. Cover letter  
2. Executive summary submission on the Planning and Design Code  
3. Detailed submission table on submission on the Planning and Design Code  
4. Community Feedback report on Clarendon Landscape Review  
5. Community Feedback report on Willunga Planning Policy Review  
6. Historic Area Statements submission

[All attachments provided under separate cover document](#)

---

#### 1. Purpose

Provide an outline of the key issues and recommendations that council administration have identified following a review of the draft Planning and Design Code (the Code), which is currently on public consultation until February 28, 2020. These key issues and **recommendations form a basis for Council's 'submission of response' to the State Planning Commission (the Commission) and the Department of Planning, Transport and Infrastructure (DPTI)** and are a result a detailed comparison of the draft Code policy with the existing Onkaparinga Development Plan.

#### 2. Recommendations

That the Council:

1. Approves the draft response letter to the State Planning Commission **prepared in response to the State Planning Commission's** draft Planning and Design Code - Phase 3 as contained in attachment 2 (Executive Summary Submission on the Planning and Design Code – Phase 3) and attachment 3 (Detailed submission on the Planning and Design Code – Phase 3) to the agenda report

OR

**Subject to the following amendments (.....) approves the** draft informal **response letter to the State Planning Commission's draft Planning and Design Code – Phase 3** as contained in attachment 2 to the agenda report.

2. Delegates to the Chief Executive Officer, or his nominee, the authority to make any necessary changes to the draft Planning and Design Code - Phase 3 Submission in order to obtain the approval of the Minister of Planning, providing the policy intent is not altered and the changes are minor.



### 3. Background

The planning reforms commenced with the introduction of the *Planning, Development and Infrastructure Act 2016* (the PDI Act). This legislation that will replace the *Development Act 1993*. The PDI Act aims to help modernise South Australia's planning system and builds upon important recommendations made by the Expert Panel on Planning Reform in 2014. A key component of the planning reform involves the conversion and retirement of council Development Plan to the Planning and Design Code.

Council has been actively and extensively involved with the Commission and DPTI concerning the Planning Reforms over the past several years providing verbal and written professional feedback to numerous aspects of the reform. The table below shows of the key documents we have provided feedback for over the past eighteen plus months.

REFORM TOPIC	Submission Date
Accredited Professionals Scheme	•April 2018
State Planning Policies	•September 2018
Assessment Pathways DP	•October 2018
Integrated Movement Systems DP	•December 2018
Productive Economy DP	•December 2018
Draft Development Assessment Regulations & Practice Directions	•February 2019
Infrastructure Schemes Toolkit	•Pending
Engagement on land not within a council area P&D Code	•April 2019
People and Neighbourhoods DP	•October 2019 to February 2020
Engagement on Metropolitan Adelaide P&D Code	•October 2019 to February 2020
Planning and Development Code Commences July 2020	

We are here

#### The Planning and Design Code

The State Planning Commission (the Commission) and the Department of Planning, Transport and Infrastructure (DPTI) have prepared a single set of planning 'rules' for assessing development applications across the state, known as the Planning and Design Code (the Code).

The Commission has released the draft Code for public consultation commencing on 1 October 2019.

Consultation by the Commission for both Phase Two (Rural) and Phase Three (Urban) council areas commenced together in order to provide councils and community with a view of the whole Code, with consultation on Phase 2 closing on 29 November 2019. Phase 3 (Urban) is the iteration of the Code relevant to the City of Onkaparinga and consultation closes on 28 February 2020.

In response to the size of the draft Code and the 'code framework', planners within council's Development Services Section established four 'theme groups' to undertake the Code review.

Each theme group has critically reviewed and analysed the draft Zones, Overlays and General Modules and other data within in each theme against our Onkaparinga Development Plan. Information gaps in policy have been collated as issues and appraised to establish a recommended policy response. Other professional and technical experts across council, such as our engineers and environmental health officers, were also utilised for their advice during this process.

The submission response (attachment 1) is also collated based upon the four code framework themes that will be forwarded to the Commission/DPTI.

#### 4. Financial Implications

As the Commission has prepared the Planning and Design Code and undertaken the consultation, there are no immediate financial implications to council other than the **officers' time to review** the draft Code and prepare the submission (operating budget). Longer term, the operation of the Planning and Design Code will affect the nature and amount of application fees and how and who will collect these. The specific nature of this impact is not clear at this point.

#### 5. Risk and Opportunity Management

Risk	
Identify	Mitigation
Not providing a submission on the Planning and Design Code and having a say in the formation of policy content and assessment pathways of the Planning and Design Code.	A single, state-wide planning rule book (the Planning and Design Code) will be imposed on every council <b>in South Australia. A 'one size fits all' approach could</b> result in the loss of local character or identity for our communities. By making a submission that aligns to the three themes of Onkaparinga 2035, council is able to advocate for our community and convey a <b>message that represents our residents' shared vision</b> for strong, vibrant communities.
Opportunity	
Identify	Maximising the opportunity
Providing a clear position to the state government in relation to the structure and policy content of the Planning and Design Code to better reflect our Council.	The draft submission contained in attachments 1-3 provide clear proposed positions for the consideration of the state government. These positions have been developed in alignment with <b>Council's Onkaparinga 2035, feedback from Elected Members</b> and with cross-organisational input, drawing on the shared experiences and expertise of the administration.

On balance, based on the above, we suggest proceeding as per the recommendations.

## 6. Additional information

As mentioned above, council has undertaken an extensive cross-organisational review of the draft Code. Based upon the four theme groups the following key issues have been identified and highlighted. A brief summary of each theme is provided.

### People and Neighbourhoods

**Council's General Residential and Miscellaneous DPA was gazetted on 19 December 2017** following extensive consultation with DPTI, ODASA and the community. This was intended to inform the new residential policies for the new Planning and Design Code. However, there are numerous departures from this document in the draft Code regarding minimum site areas/lot sizes, setbacks and private open space. Recognition of the varying topography throughout the council area, additional bushfire design related criteria, and in some cases, provision of on-site waste management systems has also not been considered adequately. The draft code fails to align with our current residential policies although it is acknowledged that some changes will need to be made in the interest of state consistency.

### Engagement with Clarendon and Willunga Community

Through our work program, we have engaged with the residents of Clarendon and Willunga to understand their thoughts and ideas for the future of their township and to understand their views on specific planning policies in the township. The **community's feedback is documented in the respective community feedback reports** and we encourage DPTI to apply planning policy changes that reflect the **community's vision through the Code**. The community feedback report for Willunga and Clarendon are also attached with this report (attachment 4 and 5) and the letter to the Commission.

### Historic Area Statements

Improved certainty and policy mechanisms to ensure the future development of our rural townships are also required to preserve their character and ensure that the historic fabric of these towns is protected. The prescriptive/numerical characteristics **that were included in council staff's submission on Historic Area Statements provide** specific directions to the assessing officer regarding the future development.

Their omission is considered a significant variation from the current Onkaparinga Development Plan and we would encourage DPTI to include them in the Historic Area Statements. **Council staff's previous submission on Historic Area Statements** forms attachment 6 of this report.

### Productive Economy

To acknowledge the desired character statements of the current zones, policy should be retained to reinforce the existing character and land use features. The **further erosion of allotment sizes within Council's rural areas and contemplation of** a second dwelling on an allotment is at odds with our existing policy.

Recognition of the various land use precincts within the Noarlunga Regional Centre Zone and direct translation of Development Plan policy is also lacking. The new policy fails to acknowledge the distinct differences in the types of land use present,



also noting the reduction in envisaged dwelling density within the centre which has not been carried over to the draft Code.

Similarly, assessment policy does not provide appropriate guidance for new **development compared to existing policy within Council's rural areas. The failure to define 'tourism development' and lack of reference to what** is of an appropriate development scale, siting, materials, landscaping and character are fundamental issues that require review in the draft Code.

#### Natural Resources and Environment

Following a review of the content of this broad theme, it is considered that there are several areas that the policies do not address or should provide greater emphasis and direction around.

Of importance the draft Code appears to have reduced the overall focus and intent of the zone policy concerning the Hills Face Zone, Open Space and Conservation Zones. It also appears that the draft Code has watered down the policy regarding biodiversity and the protection of the natural landscape and environment. The apparent weakening of policy with the Code transition and change in assessment pathways potentially has serious impacts on the protection of our natural environments.

The current suite of policies has a reduced focus on the preservation of the cultural, scientific, geological, natural habitats and diverse ecosystems of the coastal and riverine environments by the promotion of insensitive land uses that may impact on the conservative nature of these areas. In order to avoid accumulative impacts of inappropriate developments in these areas, our preference to reinforce more comprehensively, the natural environment and the landscape values necessary to achieve the primary objectives of each zone in line with existing policy should be sought.

Furthermore, in order to protect and enhance our communities, inclusion of relevant policy regarding climate change is vital and consideration of the following is recommended:

- Incorporate climate hazard mapping as part of the planning assessment (including overlays for coastal erosion, sea-level rise, flooding, heat exposure and fire hazard).
- Inclusion of updated localised climate hazard data that can be quickly and efficiently updated and incorporated into the Code as it emerges.
- Protection of our communities and adapting to serious climate threats should be prioritised in the Code.

#### Integrated Movement Systems

Council is generally supportive of the new policy as the Onkaparinga Development Plan has already been converted to the Better Development Plan format (version6) on which the draft Code is based. These modules are reasonably well aligned with current policy. However, to provide improved certainty for applicants, developers and assessing officers, new policy should be strengthened to accommodate a range of design assessment criteria for advertisements which references the character of the rural and urban landscape within the council area. Maintaining heritage values of buildings, protecting existing trees from removal or significant pruning, and minimising the obstruction of views and visual sight lines are considered relevant issues that should be considered in the new Code.

In regard to deferred urban land, adoption of policy is required to ensure the protection of rural/agricultural land for the accommodation of future population and urban growth.

It should also be noted that after the release of Phase 2 of the Planning and Design Code and Phase 3 for consultation, DPTI and the Commission have received extensive feedback in relation to editorial matters, processes and procedures, mapping, the Code framework and the application of planning rules. Therefore, the Commission has highlighted further changes through release of their Planning and Design Code Phase Three (Urban Areas) Code Amendments – Update Report during this consultation stage. Therefore, Part 2 of the recommendation of this council response is required to enable Council delegates to make necessary changes to this submission if required.

**Attachments 1 – 6**

**Provided under separate cover document**



Page left intentionally blank

## **9.4 Resource prioritisation documents 2020-21**

This is a regular or standard report.

Manager: Jade Bird, Manager Financial Services

Report Author: Diane Eckermann, Team Leader Financial Planning and Analysis

Contact Number: 8384 0121

Attachments: 1. Draft resource prioritisation documents 2020–21  
(132 pages)

---

### **1. Purpose**

This report seeks approval of the draft Resource Prioritisation documents (formerly known as Resource Allocation Strategies) that will be utilised to prioritise project and capital works (excluding renewal) for 2020–21.

### **2. Recommendation**

That Council approve the draft Resource Prioritisation documents 2020-21 as summarised in attachment 1 to the agenda report.

### **3. Background**

The report presents the draft Resource Prioritisation documents (formerly known as Resource Allocation Strategies) that will be used to prioritise project and capital works (excluding renewal) for 2020–21.

Through application of the criteria outlined in the draft Resource Prioritisation documents we are able to identify those projects that provide the greatest economic, environmental and community outcomes.

Draft Resource Prioritisation documents are provided for various categories with the criteria applied for prioritisation generally being made up of the following:

- alignment with a relevant strategy or plan
- risk management
- volume/number of users
- relative need
- locational importance
- stakeholder/community expectations
- service levels/ standards
- other providers in the market
- cost/benefit ratio.

The highest priority projects will be allocated and presented to Council as part of the 2020–21 budget process.

#### 4. Financial Implications

There are no direct financial implications of this report.

That said, application of the criteria outlined in draft Resource Prioritisation documents ensures our finite financial resources approved through the budget process are allocated to projects that provide the greatest economic, environmental and community outcomes.

#### 5. Risk and Opportunity Management

Risk	
Identify	Mitigation
Failure to set appropriate prioritisation criteria leads to projects, programmes and services being allocated funding that do not provide the greatest economic, environmental and community outcomes.	Resource Prioritisation documents have been reviewed and updated by Administration to ensure they reflect our current strategies and priorities. This includes updating each document to reflect Onkaparinga 2035.



Page left intentionally blank

**Attachment 1**





## 2020–21 RESOURCE PRIORITISATION DOCUMENTS

### TABLE OF CONTENTS

#### NEW AND SIGNIFICANT UPGRADES

Bridges	4
Buildings	10
Car Parks	16
Coastal Management	20
Footpaths	27
Lighting	33
Major Projects	39
Trails and Cycling	44
Open Space	51
Sport and Active Recreation	58
Roadworks	64
Traffic Management	70
Water Resources	76

#### OTHER PROJECTS

Commercial Activity	87
Community Culture and Libraries	92
Community Wastewater Management System (CWMS)	99
Economic Growth, Investment Attraction, Tourism and Tier 1 Events	105
Environmental Activities	110
Organisational Response, Innovation and Improvement	114
Placemaking	118
Strategic Planning	124
Water Business Unit (WBU)	128



---

## NEW AND SIGNIFICANT UPGRADES

2020–21  
RESOURCE PRIORITISATION  
DOCUMENTS



<b>Category name</b>	<b>Bridges (New and Significant Upgrades)</b>
<b>Responsible Director</b>	Director City Operations
<b>Responsible Officers</b>	Driver: Rene Basse, Asset Planner Co-driver: James Mitchell, Assets Programming Planner
<b>Description of contents and subcategories</b>	<p>This category consists of the following sub categories covering the provision of new bridges, or significant upgrades of existing bridges within the City.</p> <p><b>Spanning Road Bridges</b>          Includes road bridges over three metres in span (including large span box culverts) as identified in the <i>City of Onkaparinga - Spanning Road Bridges Operations Report (2014)</i> detailing 80 bridges.          Note culverts (smaller spans, including multiple cell structures, under three metres) are managed through the Water Resources category.</p> <p><b>Shared Use Bridges</b>          Includes the provision of new bridges, or significant upgrades, to facilitate cycling and walking along the shared use path network as outlined within the Trails and Cycling Strategic Management Plan 2016 -2021. These bridges are identified in the Asset Condition Assessment and Valuation – Paths and Bridges Report in May 2017.</p> <p><b>Pedestrian Bridges</b>          Includes the provision of new bridges or significant upgrades to facilitate pedestrian movement only within and along the pedestrian and reserve path and trails network.</p>
<b>Strategies, policies and relevant studies</b>	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• An active, creative and learning city</li> <li>• A proud and positive city with people inspired to contribute and empowered to lead</li> <li>• A diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>• A well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles</li> <li>• A liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• A fun, safe and inclusive city that is attractive to live in, work in and visit</li> <li>• A prepared city that values natural resources, landscapes and sustainable management</li> <li>• A city with a prosperous, diverse and competitive economy</li> </ul>

Category name	Bridges (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>• A city with strong business investments and confidence within a changing wider economy.</li> </ul> <p><b>Relevant Council strategies and policies:</b></p> <ul style="list-style-type: none"> <li>• Asset Management Framework</li> <li>• City of Onkaparinga, Historical Bridge Register 2001</li> <li>• City of Onkaparinga, Class Asset Management Plan Bridges</li> <li>• City of Onkaparinga Road Network Plan 2016–2021</li> <li>• City of Onkaparinga Trails and Cycling Strategic Management Plan 2016–2021</li> </ul> <p><b>Other relevant studies include:</b></p> <ul style="list-style-type: none"> <li>• Spanning Road Bridge Level 2 Inspections July 2019</li> <li>• Asset Condition Assessment and Valuation – Paths and Bridges Report May 2017</li> <li>• Spanning Road Bridges – Blewitt Springs Road Bridge Level 3 Assessment, May 2016</li> <li>• Spanning Road Bridges – Structural Management Plans, May 2016</li> <li>• Parsons Brinkerhoff – Spanning Road Bridges Operations Report (February 2015)</li> <li>• Bridge Load Limit Assessment GHD Consulting Engineers (February 2005)</li> <li>• Codes/Australian Standards/Guidelines</li> </ul>
<p><b>Strategy for allocating funds</b></p>	<p><b>Council's role</b></p> <p>At the Council meeting held 13 June 2017 Council endorsed a revised City of Onkaparinga Corporate Asset Management Plan. This plan contains consolidated levels of service for all asset classes including for bridge assets.</p> <p><b>Citywide and local status</b></p> <p>The process of allocating funds based on a prioritisation process typically biases the outcomes to favour bridges on distributor and collector roads. To overcome this, a separate prioritisation process is to be undertaken for local road bridges.</p> <p><b>Assessment process</b></p> <p>Standard weighted and un-weighted criteria are used to prioritise new projects.</p> <p><b>Asset management plans</b></p> <p>Asset management plans inform our strategies for allocating funds as detailed in each of the Resource Prioritisation documents.</p> <p>These plans consider demand forecasts, risk management and lifecycle management for all our assets.</p> <p>They define the levels of service for our assets and will increasingly direct priorities for funding allocation between capital renewal and capital extension projects.</p>



Category name	Bridges (New and Significant Upgrades)
	<p>Asset management planning is a dynamic process. The continuous refinement of our asset management improvement plans add to our knowledge of each asset class. Demand forecasts and lifecycle management will also inform priorities and funding requirements for maintenance regimes and will ensure resources are allocated to the areas of greatest need.</p>
<p><b>Prioritising criteria</b></p>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with the Onkaparinga 2035 objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p><b>Supported by strategic direction</b> [maximum score 6]</p> <ul style="list-style-type: none"> <li>Identified as a Focus Commitment in Onkaparinga 2035 [score 6]</li> <li>Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> <li>Not identified in any of the above [score 0]</li> </ul> <p><b>Risk exposure</b></p> <p>Risk exposure is assessed in accordance with the standard rating process and checklist, which compares the current situation (no action) with the risks associated with undertaking the capital works.</p> <p><b>Volume/number of users or potential users</b></p> <p>Spanning Road Bridges- citywide scores:</p> <p>Volume/number of vehicles per day (Average Annual Daily Traffic Flows - AADT)</p> <ul style="list-style-type: none"> <li>high: &gt;3001 vehicles per day (vpd) [score 3]</li> <li>medium: 1500-3000 vpd [score 2]</li> <li>low: &lt;1500 vpd [score 1]</li> </ul> <p>Spanning Road Bridges - local scores:</p> <p>Volume/number of vehicles per day (Average Annual Daily Traffic Flows - AADT)</p> <ul style="list-style-type: none"> <li>high: &gt;500 vehicles per day (vpd) [score 3]</li> <li>medium: 100-500 vpd [score 2]</li> <li>low: &lt;100 vpd [score 1]</li> </ul> <p>Shared Use and Pedestrian Bridges (citywide scores not used for Shared Use and Pedestrian Bridges):</p>

Category name	Bridges (New and Significant Upgrades)
	<p>Estimate cycle and/or pedestrian numbers, considering the numbers likely to use the bridge considering its role in the network the nature and density of surrounding developments and potential future development.</p> <ul style="list-style-type: none"> <li>• High estimated number of potential/existing pedestrians and/or cyclists [score 3]</li> <li>• Medium estimated number of potential/existing pedestrians and/or cyclists [score 2]</li> <li>• Low estimated number of potential/existing pedestrians and/or cyclists [score 1]</li> </ul> <p><b>Position in network or hierarchy</b></p> <p>Spanning Road Bridges citywide and local scores:</p> <p>Road Hierarchy</p> <ul style="list-style-type: none"> <li>• significant: sub-arterial, distributor [score 3]</li> <li>• moderate: collector [score 2]</li> <li>• limited: local [score 1]</li> </ul> <p>Spanning Road Bridges local scores: Not applicable</p> <p>Shared Use and Pedestrian Bridges (citywide scores not used for Shared Use and Pedestrian Bridges):</p> <p>Shared Use and Pedestrian Bridges will be installed having relevance to existing strategic documents such as the relevant studies, strategies or plans, provision of network links and improved safety for pedestrians and/or cyclists.</p> <ul style="list-style-type: none"> <li>• connection or link to major existing trails such as the coast to vines [score 3]</li> <li>• connection or link to footpath network [score 2]</li> <li>• local access no connection to existing networks [score 1]</li> </ul> <p>Local scores: Not relevant</p> <p><b>Cost/benefit ratio</b></p> <p>Spanning Road Bridges:</p> <p>The City of Onkaparinga commissioned a bridge condition assessment and valuation report on all spanning road bridges over three metres span that was completed by Parsons Brinkerhoff in 2015. This project was conducted as part of our on-going processes to review asset condition and maintain our inventory data.</p> <p>This report includes an overall condition score, valuation of each bridge, and a written down value. The project has re-prioritised our bridge program based on current industry practice and provides recommendations for the on-going management and monitoring of these bridges.</p> <p>The above information together with design and estimation expertise, allows for an assessment of the cost/benefit ratio scoring as follows:</p> <ul style="list-style-type: none"> <li>• high: high benefit to cost [score 3]</li> <li>• medium: medium benefit to cost [score 2]</li> </ul>



Category name	Bridges (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>low: low benefit to cost [score 1]</li> </ul> <p>Shared Use and Pedestrian Bridges:          Assessment of the cost/benefit ratio for Shared Use and Pedestrian Bridges will be based on their benefit to the community and improvement in the provision of safe access.</p> <ul style="list-style-type: none"> <li>high: high benefit to cost [score 3]</li> <li>medium: medium benefit to cost [score 2]</li> <li>low: low benefit to cost [score 1]</li> </ul> <p><b>Locational importance</b>          The existence of alternative crossing points/routes and their location in terms of length of detour together with social/economic impacts, define locational importance. The impacts include splitting communities, the availability and location of social facilities, access to other viable trade and major transport routes.          Locating multiple bridges within 400 metres of each other, where they provide the same level of access to an area is to be avoided where possible.</p> <ul style="list-style-type: none"> <li>high significance - central in terms of social/economic network [score 3]</li> <li>moderate significance in terms of social/economic network [score 2]</li> <li>limited significance in terms of social/economic network [score 1]</li> </ul> <p><b>Stakeholder/community expectations</b>          Assessed in accordance with standard rating based on the community expectations that this project will be delivered.          Assessment should be considered in the context of the local community and expectations should be assessed relative to the project scope and the communities that will be affected.</p> <ul style="list-style-type: none"> <li>very high: actively engaged local community involvement through a formal community engagement process with very high expectation that this project will be delivered [score 3]</li> <li>high: actively engaged local community involvement with high expectation that this project will be delivered however a formal community engagement process has not been undertaken [score 2]</li> <li>medium: local community is not especially active in its involvement [score 1]</li> <li>low: local community has no level of interest in involvement [score 0]</li> </ul> <p><b>Other</b>          Spanning Road Bridges (only):          Traffic composition (based upon the Road Network Plan)          Citywide scores:</p> <ul style="list-style-type: none"> <li>identified freight or bus route [score 3]</li> </ul>



Category name	Bridges (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>identified minor freight route [score 2]</li> <li>some heavy vehicle movements [score 1]</li> <li>light traffic –low volume only [score 0]</li> </ul> <p>local scores: not relevant</p> <p><b>Traffic speeds</b></p> <p>Spanning Road Bridges (only):</p> <p>The potential for accidents is increased with higher traffic speeds. The 85<sup>th</sup> percentile speed is an internationally accepted value used in highway and traffic engineering. It depicts that 85% of the total number of vehicles in the vicinity of the survey/study area were travelling at this speed or less. Applies to both citywide and local together as a single list.</p> <ul style="list-style-type: none"> <li>high: <math>\geq 80</math> kph [score 3]</li> <li>medium: <math>&gt; 50</math> to <math>&lt; 80</math> kph [score 2]</li> <li>low: <math>&lt; 50</math> kph [score 1]</li> </ul> <p>Standard <b>schedule criteria</b> were used:</p> <ul style="list-style-type: none"> <li>timing imperative (yes/no – date)</li> <li>estimated life expectancy as highlighted through the bridge audits</li> <li>external funds/resources (value/availability)</li> <li>project implementation phase (completes project, completes project stage, initiates new project)</li> <li>project management stage (assessment, planning and design, implementation)</li> <li>rolling replacement program.</li> </ul>

<b>Category name</b>	<b>Buildings (New and Significant Upgrades)</b>
<b>Responsible Director</b>	Director City Operations
<b>Responsible Officers</b>	Driver: Simon Jones, Asset Planner Buildings Co-driver: Chris Tyson, Asset Planner Buildings
<b>Description of contents and subcategories</b>	<p>The City of Onkaparinga has over 459 buildings/structures within its asset portfolio with a value in excess of \$144 million (fair value). This category includes all council owned and leased buildings for general public use, leased to community or commercial tenants and council occupied facilities.</p> <p>Given this large portfolio the assets have been broken down into a number of sub-categories to reflect their type of use:</p> <ul style="list-style-type: none"> <li>• Recreational and Sport: all active sporting bodies e.g. football, netball etc. and all buildings located on council land that provide a recreational service to the community</li> <li>• Recreational Centres: all buildings located on council land that provide a recreational service to the community e.g. indoor recreation Centres</li> <li>• Public toilets: Public conveniences are managed within this budget allocation for new construction and capital upgrades</li> <li>• Community centres: over 50's, neighbourhood centres, youth centres etc.</li> <li>• Municipal buildings: all major council owned/leased and staffed buildings that deliver council's core business ie libraries, depots and offices</li> <li>• Heritage buildings</li> <li>• Halls</li> <li>• Youth</li> <li>• Others.</li> </ul>
<b>Strategies, policies and relevant studies</b>	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• An active, creative and learning city</li> <li>• A proud and positive city with people inspired to contribute and empowered to lead</li> <li>• A diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>• A well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles</li> </ul>

Category name	Buildings (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>• A liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• A fun, safe and inclusive city that is attractive to live in, work in and visit</li> <li>• A prepared city that values natural resources, landscapes and sustainable management</li> <li>• A city with a prosperous, diverse and competitive economy</li> <li>• A city with strong business investments and confidence within a changing wider economy.</li> </ul> <p>Relevant Council strategies and policies:</p> <ul style="list-style-type: none"> <li>• Asset Management Framework.</li> </ul> <p>Other relevant studies include:</p> <ul style="list-style-type: none"> <li>• Community Facilities Study Facility design guidelines have been developed for the provision of community facilities for use by the community for meeting space, programs, social gatherings etc.</li> <li>• Condition Audits and Assessments Condition assessments on the buildings and the individual elements (e.g. roofing, floor coverings, internal and external walls etc) were undertaken throughout the 2014–15 financial year. A structural and building services audit on Council owned buildings commenced in 2015–16. Due to the number of buildings this audit will continue over 3-5 years subject to funding. The condition assessments will be used to update Council's Asset Management System (Assetic) and inform our asset and facilities plans. The new information will also allow improved maintenance planning and budgeting.</li> <li>• Foreshore Access Plans Foreshore access plans have been adopted for the Port Noarlunga/Christies Beach, Moana and Port Willunga areas which take into account a number of Council's public toilet facilities.</li> </ul>
<b>Strategy for allocating funds</b>	<p><b>Council's role</b></p> <p>Council has a role as owner/custodian and service provider with regard to buildings and facilities within the City of Onkaparinga on behalf of current and future generations.</p> <p>The <i>Local Government Act 1999</i> also requires Council to prepare Community Land Management Plans. For each project considered, Council's role will be articulated through established policies, the Community Plan 2035, and additional obligations under the <i>Local Government Act 1999</i> (community land planning) and <i>Development (Development Plan) Act 1991</i> and other relevant Legislation.</p>



Category name	Buildings (New and Significant Upgrades)
	<p><b>Asset management plans</b></p> <p>Asset management plans inform our strategies for allocating funds as detailed in each of the Resource Prioritisation documents.</p> <p>These plans consider demand forecasts, risk management and lifecycle management for all of our assets.</p> <p>They define the levels of service for our assets and will increasingly direct priorities for funding allocation between capital renewal and capital extension projects.</p> <p><b>Community land management plans</b></p> <p>The <i>Local Government Act 1999</i> requires management plans to be developed for all community land. These plans provide a framework for determining activities on specific parcels of Council land, which may include facilities upon the land that are contained within the buildings portfolio.</p> <p><b>Citywide and local status</b></p> <p>The description of citywide is attributed to those buildings which provide a complete city service.</p> <p>Projects of a local nature are generally servicing a smaller area. These projects generally affect one user group such as a local hall or local level sporting club. These projects do not tend to influence the whole of the City of Onkaparinga.</p> <p><b>Assessment process</b></p> <p>Standard weighted and un-weighted criteria are used to prioritise projects. More detailed assessment will be used when a building is required where one presently does not exist, where a structure needs to be substantially upgraded from its present form or where conservation plans are required for heritage buildings.</p>
<b>Prioritising criteria</b>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p><b>Supported by strategic direction</b> [maximum score 6]</p> <ul style="list-style-type: none"> <li>• Identified as a Focus Commitment in Onkaparinga 2035 [score 6]</li> <li>• Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> <li>• Not identified in any of the above [score 0]</li> </ul>

Category name	Buildings (New and Significant Upgrades)
	<p><b>Risk exposure</b></p> <p>Risk exposure is assessed in accordance with the standard rating process and checklist which compares the current situation (taking no action) with the risks associated with undertaking the project or capital works.</p> <p>This is applied across the public safety, business impact, socio-political and environmental dimensions of the project to comprehensively determine risk from a sustainable development perspective.</p> <p>Given the diverse range of sub-categories the un-weighted criteria will vary for each project assessed, and will be determined by the project's proposed use, Council's strategy for the particular form of building asset, community benefit provided by the facility, its location and the number of users.</p> <p><b>Relative need</b></p> <p>Number of identified special needs populations (SNP). This will include specific focus on the provision of services and programs to members of the community such as the aged, youth, indigenous, non-English speaking groups, socially and physically disadvantaged in order to enable participation.</p> <ul style="list-style-type: none"> <li>• high: &gt;5 special needs populations. [score 3]</li> <li>• medium: 3-4 special needs populations [score 2]</li> <li>• low: 2 or less special needs populations [score 1]</li> </ul> <p><b>Position in network or hierarchy</b></p> <p>The building portfolio covers a broad range of buildings that are dispersed across the Council area. Council's role in these buildings varies from that of an owner/occupier (Municipal Buildings and Community Centres) to one of asset provider for Recreation and Sport facilities. In addition to these asset types it also owns and maintains other non-habitable buildings (public toilets, storage sheds etc). The hierarchy of these buildings is determined by its type of use and legislative requirements as a building owner and employer of staff within these buildings.</p> <p>Citywide and local scores</p> <ul style="list-style-type: none"> <li>• City Wide (Aquatic Centre, Visitor Information Centre and Public Toilets) [score 4]</li> <li>• significant: a building asset that houses Council employees/contractors servicing the local community [score 3]</li> <li>• moderate: a building that is used to deliver a service and is occupied for short periods [score 2]</li> <li>• limited: a building that is used to deliver a service but is not occupied [score 1]</li> </ul>



Category name	Buildings (New and Significant Upgrades)
	<p><b>Cost/benefit ratio</b></p> <p>Cost benefit relates to the condition of the building and the suitability of the building to deliver the relevant programs when compared to the costs associated with building a new or upgrading an existing building to deliver those programs. Preference will be given to asset users who provide financial equity in proposed capital works. Benefits to the community would include new or improved services or programs.</p> <p>Citywide and local scores</p> <ul style="list-style-type: none"> <li>high: low council investment (&lt; \$100,000) with benefits to the community [score 3]</li> <li>medium: moderate council investment (\$100,000 - \$500,000) with benefits to the community [score 2]</li> <li>low: significant council investment (&gt; \$500,000) with benefits to the community [score 1]</li> </ul> <p><b>Stakeholder and/or community expectations</b></p> <p>Assessed in accordance with standard rating based on the community expectations that this project will be delivered.</p> <p>Assessment should be considered in the context of the local community and expectations should be assessed relative to the project scope and the communities that will be affected.</p> <ul style="list-style-type: none"> <li>very high: actively engaged local community involvement through a formal community engagement process with very high expectation that this project will be delivered [score 3]</li> <li>high: actively engaged local community involvement with high expectation that this project will be delivered however a formal community engagement process has not been undertaken [score 2]</li> <li>medium: local community is not especially active in its involvement [score 1]</li> <li>low: local community has no level of interest in involvement [score 0]</li> </ul> <p><b>Other</b></p> <p><b>Green Buildings</b></p> <p>Relates to projects that specifically deliver outcomes that work towards the implementation of the green buildings initiative and assists in achieving a reduction in energy usage in council buildings</p> <p>An outcome is an industry proven system, product, material or design e.g. BMS, PV cells, wells rated products.</p> <p>Citywide and local scores</p> <ul style="list-style-type: none"> <li>high: a project that achieves outcomes that result in a reduction in non-renewable resource consumption [score 1]</li> <li>low: a project that does not achieve an outcome that results in a reduction in non-renewable resource consumption [score 0]</li> </ul>



Category name	Buildings (New and Significant Upgrades)
	<p><b>Asset Management</b></p> <p>Relates to projects that specifically deliver outcomes to sustain existing facilities and maintains current service delivery requirements.</p> <ul style="list-style-type: none"> <li>• high: a project that achieves sustainment of existing assets and service delivery [score 2]</li> <li>• low: a project that does not achieve sustainment of existing assets [score 0]</li> </ul> <p><b>Service levels/standards</b></p> <ul style="list-style-type: none"> <li>• Very High: Service Levels and/or standards are in place and are defined by legislation, strategy or industry standard [score 3]</li> <li>• High: Service Levels and/or standards are in place and are defined in a local policy, plan or funding agreement [score 2]</li> <li>• Medium: Service Levels and/or standards are in place however are not defined [score 1]</li> <li>• Low: Service Levels and/or standards are not in place [score 0]</li> </ul> <p>Standard <b>schedule criteria</b> were used:</p> <ul style="list-style-type: none"> <li>• timing imperative (yes/no – date)</li> <li>• external funds/resources (value/availability)</li> <li>• project implementation phase (completes project, completes project stage, initiates new project)</li> <li>• project management stage (assessment, planning and design, implementation)</li> <li>• rolling replacement program.</li> </ul>

Category name	Car Parks (New and Significant Upgrades)
<b>Responsible Director</b>	Director City Operations
<b>Responsible Officers</b>	Driver: Lisa Hutchinson, Asset Project Officer Co-driver: James Mitchell, Asset Programming Planner
<b>Description of contents and subcategories</b>	<p>The focus of the Car Park category is to ensure car parking facilities identified as being the responsibility of the City of Onkaparinga, are managed in accordance with Asset Management principles. This category consists of the following sub categories covering the new and significant upgrade of car parks:</p> <ul style="list-style-type: none"> <li>• Extension: providing additional spaces at same service level as existing.</li> <li>• New: construction of a new car park (either sealed or unsealed) where no formal car park previously existed.</li> <li>• Upgrade: promoting the level of service delivered by the car park (eg sealing an unsealed car park).</li> </ul>
<b>Strategy, policies and relevant studies</b>	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• An active, creative and learning city</li> <li>• A proud and positive city with people inspired to contribute and empowered to lead</li> <li>• A diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>• A well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles</li> <li>• A liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• A fun, safe and inclusive city that is attractive to live in, work in and visit</li> <li>• A prepared city that values natural resources, landscapes and sustainable management</li> <li>• A city with a prosperous, diverse and competitive economy</li> <li>• A city with strong business investments and confidence within a changing wider economy.</li> </ul> <p>Relevant Council strategies and policies:</p> <ul style="list-style-type: none"> <li>• Asset Management Framework</li> </ul>

Category name	Car Parks (New and Significant Upgrades)
	<p>Other relevant studies include:</p> <ul style="list-style-type: none"> <li>• PAS Services (2003), Car Park Audit</li> <li>• Pavement Management System (PMS) for surface condition/rating</li> <li>• Adelaide Metropolitan Coast Park Concept Plan</li> <li>• Codes/Australian Standards/Guidelines</li> <li>• AS 2890.1 (2004), Off Street Parking Facilities</li> <li>• <i>The Development Act 1993</i></li> <li>• Gazette date 27 June 2017, CoO, <i>Development Act 1993</i>, Notice of Variation of Amounts to be Paid into a Car Parking Fund</li> <li>• Gazette date 22 August 2017, CoO, <i>Development Act 1993</i>, Establishment of the Aldinga Car Parking Fund</li> <li>• CoO (2014), Car park condition data</li> <li>• CoO Internal completion of carpark inspection program from 2018 (sealed and unsealed carparks).</li> </ul>
<p><b>Strategy for allocating funds</b></p>	<p><b>Council's role</b></p> <p>At the Council meeting held 13 June 2017 Council endorsed a revised City of Onkaparinga Corporate Asset Management Plan. This plan contains consolidated levels of service for all asset classes including for car park assets.</p> <p>The provision of parking facilities for schools, private recreational facilities and shopping centres is not considered a council responsibility.</p> <p><b>Developer funded car parking facilities</b></p> <p>Changes to the Development Act allow councils to establish a car park fund. An applicant seeking to undertake development within the zone or policy area to which the funds applies may, with the agreement of Council, choose to make a payment in lieu of providing car parking on the site of that development (section 50 (5)).</p> <p>These mechanism can only operate if the following is in place:</p> <ul style="list-style-type: none"> <li>• the council has established a fund</li> <li>• there is a 'Designated area' in its development plan</li> <li>• the number of car parking spaces required under the development plan has been established</li> <li>• the applicant is willing to contribute funds in lieu of onsite parking</li> <li>• the council and the applicant agree to the use of the funds.</li> </ul> <p><b>Assessment process</b></p> <p>Standard weighted and un-weighted criteria are used to prioritise projects.</p> <p>More detailed assessment will be used when a facility is required where one presently does not exist, or where a facility needs to be substantially upgraded from its present form.</p>



Category name	Car Parks (New and Significant Upgrades)
	<p><b>Asset management plans</b></p> <p>Asset management plans inform our strategies for allocating funds as detailed in each of the Resource Prioritisation documents.</p> <p>These plans consider demand forecasts, risk management and lifecycle management for all of our assets.</p> <p>They define the levels of service for our assets and will increasingly direct priorities for funding allocation between capital renewal and capital extension projects.</p> <p>Asset management planning is a dynamic process. The continuous refinement of our asset management improvement plans add to our knowledge of each asset class. Demand forecasts and lifecycle management will also inform priorities and funding requirements for maintenance regimes and will ensure resources are allocated to the areas of greatest need.</p>
<p><b>Prioritising criteria</b></p>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 Objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p><b>Supported by strategic direction</b> [maximum score 6]</p> <ul style="list-style-type: none"> <li>Identified as a Focus Commitment in Onkaparinga 2035 [score 6]</li> <li>Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> <li>Not identified in any of the above [score 0]</li> </ul> <p><b>Risk exposure</b></p> <p>Risk exposure is assessed in accordance with the standard rating process and checklist which compares the current situation (no action) with the risks associated with undertaking the project or capital works.</p> <p><b>Volume/no. of existing users or potential users</b></p> <p>Citywide and local scores: Volume/number of vehicles per day (estimated average annual daily use)</p> <ul style="list-style-type: none"> <li>high: &gt;301 vehicles per day (vpd) [score 3]</li> <li>medium: 100-300 vpd [score 2]</li> <li>low: &lt; 100 vpd [score 1]</li> </ul>

Category name	Car Parks (New and Significant Upgrades)
	<p><b>Locational importance</b></p> <p>This relates to the facility's level of significance and is broadly based on usage and the availability of other facilities in the vicinity. It also considers where the majority of users/patrons are drawn from i.e. locally, citywide or possibly from outside the city's boundaries.</p> <p>Citywide and local: The level of significance of the site</p> <ul style="list-style-type: none"> <li>• principal activity node [score 3]</li> <li>• major activity node [score 2]</li> <li>• low local nodes [score 1]</li> </ul> <p><b>Stakeholder and/or community expectations</b></p> <p>Assessed in accordance with standard rating based on the community expectations that this project will be delivered. Assessment should be considered in the context of the local community and expectations should be assessed relative to the project scope and the communities that will be affected.</p> <ul style="list-style-type: none"> <li>• very high: actively engaged community involvement, very high expectation that this project will be delivered [score 3]</li> <li>• high: actively engaged local community involvement with high expectation that this project will be delivered [score 2]</li> <li>• medium: local community is not especially active in its involvement [score 1]</li> <li>• low: community has no level of interest in involvement [score 0]</li> </ul> <p>Standard <b>schedule criteria</b> were used:</p> <ul style="list-style-type: none"> <li>• timing imperative (yes/no – date)</li> <li>• external funds/resources (value/availability)</li> <li>• project implementation phase (completes project, completes project stage, initiates new project)</li> <li>• project management stage (assessment, planning and design, implementation)</li> <li>• rolling replacement program.</li> </ul>

Category name	Coastal Management (New and Significant Upgrades)
Responsible Director	Director City Operations
Responsible Officers	Driver: Salvador Jurado, Asset Planner Co-driver: Rene Basse, Asset Planner
Description of contents and subcategories	<p>This category primarily accommodates projects that identify coastal impacts (natural, human and infrastructure), develop mitigating actions and deliver on-ground works that act in support of maintaining the natural values of the coast in a sustainable manner. Such works typically include new or significantly upgraded erosion control, access provision/restriction and the coastal protection of sensitive sites.</p> <p>This category also accommodates condition audits relating to the coastal environment and relevant infrastructure and studies that inform design for projects and works.</p> <p>Coastal Management includes the following sub-categories</p> <p><b>Coastal Access</b></p> <p>This sub-category focuses on new coastal access points that provide formal pedestrian and, where applicable, vehicle access to the beach.</p> <p><b>Coast Protection</b></p> <p>This sub-category provides for new or significant upgrades of assets that are associated with impacts on the coast (natural and human) and predicted impacts of climate change. Coast protection actions shall consider the coast's natural assets/values, infrastructure at risk and public safety.</p> <p>Projects typically include:</p> <ul style="list-style-type: none"> <li>• Major and minor erosion control on priority areas for example new rock revetments/sea-walls, cliff stabilisation works, sand drift fencing and re-vegetation.</li> <li>• Access restriction and protection of sensitive areas, for instance new or significantly upgraded cliff top fencing and dune perimeter fencing.</li> <li>• Monitoring, risk assessment and other investigations associated with coastal regression and change, including adaptation associated with sea-level rise.</li> <li>• Preservation, enhancement and protection of the environmental/natural assets along the coast is a priority for individual projects in both categories.</li> </ul> <p>This category excludes the planning for, and provision of, infrastructure on the coast that sits within other more relevant Project and Capital Works Plan categories (e.g. seating, shelters, showers, shared-use paths, car parks and toilet blocks).</p>



Category name	Coastal Management (New and Significant Upgrades)
	<p>This category relates strongly to the following categories:</p> <ul style="list-style-type: none"> <li>• Major Projects</li> <li>• Climate Change Response Fund</li> <li>• Water Resources</li> <li>• Environmental Activities.</li> </ul>
<p><b>Strategies, policies and relevant studies</b></p>	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• An active, creative and learning city</li> <li>• A proud and positive city with people inspired to contribute and empowered to lead</li> <li>• A diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>• A well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles</li> <li>• A liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• A fun, safe and inclusive city that is attractive to live in, work in and visit</li> <li>• A prepared city that values natural resources, landscapes and sustainable management</li> <li>• A city with a prosperous, diverse and competitive economy</li> <li>• A city with strong business investments and confidence within a changing wider economy.</li> </ul> <p>Relevant Council strategies and policies:</p> <ul style="list-style-type: none"> <li>• Asset Management Framework</li> </ul> <p>Other relevant studies include:</p> <p>A range of other plans and studies exist in support of coastal management as outlined below. Primarily, mandate should be drawn from the City of Onkaparinga Coastal Asset Management Plan for the management of foreshore access.</p> <p>The Coastal Asset Management Plan is a first step in our endeavour to apply the framework, principles and policies defined in our overarching Corporate Asset Management Plan. The Coastal Asset Management Plan gives details on the lifecycle management of coastal assets, and provides a good understanding of what assets currently exist along our coast, the condition of these assets, and sets a level of service for future project and capital works and maintenance programs along the coast.</p>

Category name	Coastal Management (New and Significant Upgrades)
	<p>Coastal climate change scenarios have been considered from <i>The Impact of Climate Change on the Coastal Lands of the City of Onkaparinga</i> (Brian Caton 2007) report. A specific Environment and Infrastructure Pty Ltd (2000) <i>draft City of Onkaparinga Integrated Coastal Management Plan</i> has also been produced for the entire City of Onkaparinga coast. It remains a useful reference to identify a range of issues.</p> <p>A number of other site-specific and issue-specific plans and studies should also be referenced in producing a full inventory of potential projects and capital works. These include:</p> <ul style="list-style-type: none"> <li>• Cliff Stability Review Geotechnical and Risk Assessment Study 2016 (endorsed by ARVEC September 2016)</li> <li>• Coastal Monitoring Program (3D Coastal Survey)</li> <li>• Cliff Stability Long Term Action Plan 2006-2011</li> <li>• Site specific Geo-technical Assessment Reports (eg Port Willunga, Seaford and Witton Bluff)</li> <li>• Cliff Top Erosion Audit and Action Plan 2007-2012</li> <li>• Coastal and Cliff Management Internal Audit City of Onkaparinga Coastline 2014</li> <li>• Vegetation Management Plans</li> <li>• Port Noarlunga Dunes Vegetation Management Plan</li> <li>• Sellicks Beach Coastal Vegetation Survey of Land in the Care of City of Onkaparinga</li> <li>• Metropolitan Adelaide and Northern Coastal Action Plan 2009 (MANCAP)</li> <li>• Adelaide Metropolitan Coast Park Concept Plan</li> <li>• Port Noarlunga Master Plan, Wearing Street Concept Plan (draft)</li> <li>• Coast Park Plan 2019</li> <li>• Various Aboriginal cultural heritage surveys</li> <li>• Coastal Fencing and Access ways in the City of Onkaparinga</li> <li>• Climate Change Studies &amp; Concept Designs</li> <li>• Climate Change – Review Christies Beach</li> <li>• Long Term Concept Design Christies Beach</li> <li>• Climate Change – Review Snapper Point</li> <li>• Long Term Concept Design Snapper Point</li> </ul>



Category name	Coastal Management (New and Significant Upgrades)
<b>Strategy for allocating funds</b>	<p><b>Council's role</b></p> <p>At the Council meeting held 13 June 2017 Council endorsed the City of Onkaparinga Corporate Asset Management Plan. This plan contains consolidated levels of service for all asset classes including Coastal assets.</p> <p>Projects under this category will generally be undertaken on Crown land, council owned community land or road reserves. In the main, projects will respond to duty of care obligations, where legislation requires protection of sensitive sites or environments, or the general requirements under the Local Government Act that confer a role upon council in providing for the welfare, wellbeing and interests of individuals and groups within its community. Where a duty or service provision role can be appropriately assigned to another provider, this option should be fully considered before council makes a commitment of its own resources.</p> <p>Planning SA's <i>Adelaide Metropolitan Coast Park Concept Plan</i> has been adopted as an initial guide in identifying points along the coast at which human and infrastructure impacts are likely to be significant. The Coast Park Plan identifies a hierarchy of coastal nodes that reflect the level of recreational, tourism and commercial activity. As a result, the hierarchy informs the 'Locational importance' and 'Position in network or hierarchy' assessment criteria. Council's Major Project category is used to deliver the major components of the Coast Park Plan which, where possible, are integrated with the delivery of projects funded within the Coastal Management category.</p> <p><b>Citywide and local status</b></p> <p>For the purposes of the standard prioritising criteria, projects within the Coastal Management category will be split between citywide and local significance, as outlined below. Citywide projects and/or strategies which:</p> <ul style="list-style-type: none"> <li>• address the whole of the coastline within the City of Onkaparinga</li> <li>• address issues which are relevant to the whole of the coastline within the City of Onkaparinga</li> <li>• focus on the management of Aboriginal heritage sites</li> <li>• focus on a Principal or Major node as defined in the Adelaide Metropolitan Coast Park Concept Plan [Note: Value &gt; \$15,000].</li> </ul> <p>Local projects and/or strategies which:</p> <ul style="list-style-type: none"> <li>• focus on a specific location e.g. Seaford</li> <li>• focus on a specific coastal precinct as defined in the Adelaide Metropolitan Coast Park Concept Plan e.g. Silver Sands</li> <li>• address issues which are relevant to a specific locality or coastal precinct</li> <li>• focus on a Local node as defined in the Adelaide Metropolitan Coast Park Concept Plan.</li> </ul>



Category name	Coastal Management (New and Significant Upgrades)
	<p><b>Asset Management Plans</b></p> <p>Asset management plans inform our strategies for allocating funds as detailed in each of the Resource Prioritisation documents.</p> <p>These plans consider demand forecasts, risk management and lifecycle management for all of our assets.</p> <p>They define the levels of service for our assets and will increasingly direct priorities for funding allocation between capital renewal and capital extension projects.</p> <p>Asset management planning is a dynamic process. The continuous refinement of our asset management improvement plans add to our knowledge of each asset class. Demand forecasts and lifecycle management will also inform priorities and funding requirements for maintenance regimes and will ensure resources are allocated to the areas of greatest need.</p> <p><b>Sub-categories</b></p> <p>The priority for allocating funds between sub categories will be determined by the nature of the projects being considered and the need to manage risk to infrastructure assets, risk to environmental assets, and public safety.</p> <p><b>Funding Sources</b></p> <p>Works associated with the coastal management objectives of the Coast Protection Board (CPB) can attract grants of up to 80% as contributions for projects. CPB funds are very limited and applied to the whole South Australian Coast. Large funding contributions are therefore limited resulting in a reliance on federal funding sources for larger coastal management projects. As a result it may be necessary, to accumulate council funding over multiple budget years to fund large projects.</p> <p>The success of federal funding relies heavily on project alignment with climate change initiatives.</p>
<b>Prioritising criteria</b>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 Objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p>

Category name	Coastal Management (New and Significant Upgrades)
	<p><b>Supported by strategic direction</b> [maximum score 6]</p> <ul style="list-style-type: none"> <li>Identified as a Focus Commitment in Onkaparinga 2035 [score 6]</li> <li>Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> <li>Not identified in any of the above [score 0]</li> </ul> <p><b>Risk exposure</b> Risk exposure is assessed in accordance with the standard rating process and checklist which compares the current situation (no action) with the risks associated with undertaking the project or capital works.</p> <p><b>Volume/no. of existing users or potential user</b> Citywide and local: Estimate the number of users (existing score or potential)</p> <ul style="list-style-type: none"> <li>high estimated number of potential or existing users [score 3]</li> <li>medium estimated number of potential or existing users [score 2]</li> <li>low estimated number of potential or existing users [score 1]</li> </ul> <p><b>Position in network or hierarchy</b> Applies only to beach access: Proposals that relate to the establishment or connection of nodes within a planned network gain support through this criterion.</p> <ul style="list-style-type: none"> <li>significant: linkage projects that connect regional or district networks into principal or major nodes [score 3]</li> <li>moderate importance: linkage projects that connect regional or district networks into local nodes [score 2]</li> <li>limited role: linkage projects that connect local networks into local nodes [score 1]</li> </ul> <p><b>Locational importance</b> Citywide and local (applies only to Beach Access)</p> <ul style="list-style-type: none"> <li>central/significant: principal or major node as defined in the Adelaide Metropolitan Coast Park Concept Plan or important environmental site [score 3]</li> <li>moderate significance: local node as defined in the Adelaide Metropolitan Coast Park Concept Plan [score 2]</li> <li>limited significance: internodal projects [score 1]</li> </ul> <p><b>Stakeholder and/or community expectations</b> Assessed in accordance with standard rating based on the community expectations that this project will be delivered. Assessment should be considered in the context of the local community and expectations should be assessed relative to the project scope and the communities that will be affected.</p>



Category name	Coastal Management (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>• very high: actively engaged local community involvement through a formal community engagement process with very high expectation that this project will be delivered [score 3]</li> <li>• high: actively engaged local community involvement with high expectation that this project will be delivered however a formal community engagement process has not been undertaken [score 2]</li> <li>• medium: local community is not especially active in its involvement [score 1]</li> <li>• low: community has no level of interest in involvement [score 0]</li> </ul> <p><b>Relative need</b> Natural values include flora, fauna, geology and landscape/amenity. Citywide and local natural values:</p> <ul style="list-style-type: none"> <li>• high: natural values are significantly threatened but the threat can be averted [score 3]</li> <li>• medium: natural values are not significantly threatened but must be actively maintained [score 2]</li> <li>• low: natural values are not apparent or present [score 1]</li> </ul> <p><b>Community support</b> Projects that have clear community support will be promoted by this criterion. Citywide:</p> <ul style="list-style-type: none"> <li>• high: support evidenced by way of representative survey exceeding 65% [score 3]</li> <li>• medium: support evidenced by open community acceptance of an advertised plan or proposal [score 2]</li> <li>• low: no reliable evidence of support (or open opposition) [score 1]</li> </ul> <p>Local:</p> <ul style="list-style-type: none"> <li>• high: support by way of representative survey exceeding 65%, significant petition, three or more interest groups or consistent customer request(s) [score 3]</li> <li>• medium: support by way of two or more interest groups, customer request(s) [score 2]</li> <li>• low: support not evident [score 1]</li> </ul> <p>Standard <b>schedule criteria</b> were used:</p> <ul style="list-style-type: none"> <li>• timing imperative (yes/no – date)</li> <li>• external funds/resources (value/availability)</li> <li>• project implementation phase (completes project, completes project stage, initiates new project)</li> <li>• project management stage (assessment, planning and design, implementation)</li> <li>• rolling replacement program.</li> </ul>



Category name	Footpaths (New and Significant Upgrades)
<b>Responsible Director</b>	Director City Operations
<b>Responsible Officers</b>	Driver: Lisa Hutchinson, Asset Planner Co-driver: Murray Conahan, Asset Planner
<b>Description of contents and subcategories</b>	<p>This category includes the following subcategories:</p> <p><b>Council Funded Footpaths</b></p> <p>Footpaths constructed solely through council funding including reserve paths and walkways. Disability Discrimination Act issues and/or compliance will be addressed as part of the construction activities where possible. Footpaths funded by council are divided into three separate subcategories aligning to Council's planning zones largely reflecting the dominant land use:</p> <ul style="list-style-type: none"> <li>• Centres – urban areas and townships</li> <li>• Residential – medium / high density</li> <li>• Residential – low density</li> <li>• Reserve paths</li> <li>• Walkways</li> </ul> <p><b>Developer funded footpaths</b></p> <p>Relates to the installation of footpaths in land sub-divisions where council has received contributions from developers in lieu of the footpath being installed at the time of the land division. In these cases, the footpath is constructed by Council.</p> <p>For all other cases, the developer will install the footpath during construction of the development.</p>
<b>Strategies, policies and relevant studies</b>	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• An active, creative and learning city</li> <li>• A proud and positive city with people inspired to contribute and empowered to lead</li> <li>• A diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>• A well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles</li> <li>• A liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• A fun, safe and inclusive city that is attractive to live in, work in and visit</li> </ul>

Category name	Footpaths (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>• A prepared city that values natural resources, landscapes and sustainable management</li> <li>• A city with a prosperous, diverse and competitive economy</li> <li>• A city with strong business investments and confidence within a changing wider economy.</li> </ul> <p>Relevant Council strategies and policies:</p> <ul style="list-style-type: none"> <li>• Asset Management Framework</li> <li>• Footpath Levels of Service Review 2016 (endorsed by Strategic Directions Committee at the meeting on 30 August 2016)</li> <li>• Open Space Strategic Management Plan 2018–2023.</li> </ul>
<b>Strategy for allocating funds</b>	<p><b>Council's role</b></p> <p>At the Council meeting held 13 June 2017 Council endorsed a revised City of Onkaparinga Corporate Asset Management Plan. This plan contains consolidated levels of service for all asset classes including for Footpath assets.</p> <p><b>Assessment process</b></p> <p>The assessment process for footpaths will be by way of prioritisation using standard weighted and unweighted criteria and scheduling criteria. More detailed assessment will be used with new proposals which are large/complex, and outside the routine range of council projects.</p> <p><b>Sub divisional footpaths</b></p> <p>As discussed in the Description of Contents and Subcategories section, there are some cases where Council receives funds from developers in lieu of the footpath being installed during construction of the land division.</p> <p>At the meetings held on 12 February 2002 and 26 March 2002 Council resolutions included that developer footpath contributions for sub-divisions coming on line post January 2002 will be set aside for the specific area from which they were derived. When roads within a sub-division reach at least 80 per cent development (houses built) footpaths will be programmed for construction in the following financial year.</p> <p><b>Asset Management Plans</b></p> <p>Asset management plans inform our strategies for allocating funds as detailed in each of the Resource Prioritisation documents.</p> <p>These plans consider demand forecasts, risk management and lifecycle management for all of our assets. They define the levels of service for our assets and will increasingly direct priorities for funding allocation between capital renewal and capital extension projects.</p> <p>Asset management planning is a dynamic process. The continuous refinement of our asset management improvement plans add to our knowledge of each asset class. Demand forecasts and lifecycle management will also inform priorities and funding requirements for maintenance regimes and will ensure resources are allocated to the areas of greatest need.</p>



Category name	Footpaths (New and Significant Upgrades)
	<p>All footpaths required to complete the network to the required service levels have been identified.</p> <p>On 30 August 2016 the Strategic Directions Committee endorsed an amended service level statement which allows for consideration to be given to the installation of additional footpaths on local streets.</p> <p>This is guided by the number of pedestrian generator zones which overlap with the proposed path location and estimated pedestrian traffic volume.</p>
<b>Prioritising criteria</b>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 Objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p><b>Supported by strategic direction</b> [maximum score 6]</p> <ul style="list-style-type: none"> <li>Identified as a Focus Commitment in Onkaparinga 2035 [score 6]</li> <li>Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> <li>Not identified in any of the above [score 0]</li> </ul> <p><b>Risk exposure</b></p> <p>Risk exposure is assessed in accordance with the standard rating process and checklist which compares the current situation (no action) with the risks associated with undertaking the project.</p> <p><b>Volume/number of users or potential users</b></p> <p>Footpaths and walkways:</p> <p>Estimate pedestrian numbers, considering the number of pedestrians likely to be generated as a result of the path's role in the network; the nature and density of surrounding developments and potential future development. It should be noted that the factors identified in this section shall not duplicate factors considered in the Pedestrian Generators section of this document. Factors which should be considered include the proximity to minor public transport facilities (i.e. individual bus stops) and proximity to sporting facilities, reserves and open space areas.</p> <p>Citywide or local:</p> <ul style="list-style-type: none"> <li>high estimated number of potential or existing pedestrians [score 3]</li> <li>medium estimated number of potential or existing pedestrians [score 2]</li> </ul>



Category name	Footpaths (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>low estimated number of potential or existing pedestrians [score 1]</li> <li>cul-de-sacs to ensure paths are prioritised with high traffic (both foot and vehicle) [score 0]</li> </ul> <p><b>Position in network or hierarchy</b></p> <p>Footpaths and walkways shall be installed in a logical manner and give consideration to providing primary access to or along a public transport corridor. Road classification will determine whether the road has citywide status (arterial, secondary arterial, distributor and collector roads) or local status (local roads) and influence the need for footpaths.</p> <p>In the case of reserve paths the reserve classification (Regional, District or Local) will determine footpath priority.</p> <p>In the case of walkways the road hierarchy that the walkway links with will determine scoring. If a walkway is between two different road classifications e.g. local and collector, the higher classification and scoring is applied.</p> <ul style="list-style-type: none"> <li>Where a footpath is proposed for a major road (arterial or secondary arterial) [score 3]</li> <li>Where a footpath is proposed for a distributor or collector road [score 2]</li> <li>Where a footpath proposed for a Local Road [score 1]</li> <li>Where a footpath proposed for a cul-de-sac or no through road [score 0]</li> </ul> <p><b>Planning Zone</b></p> <p>Paths and walkways in targeted planning zones of a nature that attracts high pedestrian traffic will receive a higher priority than zones with lower pedestrian activity.</p> <ul style="list-style-type: none"> <li>Zone of high importance (Regional and District Centres) [score 3]</li> <li>Zone of medium importance (Neighbourhood Centre, Commercial, Community, Tourism, Town Centre, Township) [score 2]</li> <li>Zone of lower importance (Local Centre or paths with small section i.e. less than 50% in above zones) [score 1]</li> <li>Not within targeted planning zones (Residential, Industrial, Deferred urban) [score 0]</li> </ul> <p><b>Pedestrian Generators</b></p> <p>Paths and walkways within proximity to pedestrian generators will have higher priority than those that do not service any generators to ensure paths with access to a range of services and facilities are prioritised. The generators include aged care, education, community centres, retail/shopping centres and major public transport facilities as well as the Esplanade and high-profile reserves and open space areas.</p> <ul style="list-style-type: none"> <li>Footpath services multiple generators max 6 [score 5]</li> <li>Footpath services multiple generators max 4 [score 4]</li> <li>Footpath services multiple generators max 3 [score 3]</li> <li>Footpath may service multiple generators max 2 [score 2]</li> </ul>

Category name	Footpaths (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>Small section of path i.e. less than 50% servicing 1 generator [score 1]</li> <li>Footpath services no generators [score 0]</li> </ul> <p><b>Network Connectivity</b></p> <p>Paths and walkways will be installed in a logical manner and give consideration to expanding the network outwards from the existing footpath network.</p> <ul style="list-style-type: none"> <li>Where a footpath connects to more than 1 existing path [score 2]</li> <li>Where a footpath connects to 1 existing path [score 1]</li> <li>Where a footpath has no connection [score 0]</li> </ul> <p><b>Cost/benefit ratio</b></p> <p>Footpaths and walkways:</p> <p>Subjective assessment is made of the investment value and includes estimation of community cost/benefit as well as costs to council (asset management principles and maintenance costs). Separate into citywide and local to form to separate lists for priority setting. For reserve paths consider the added benefit the path may have in relation to its position within primary path networks.</p> <ul style="list-style-type: none"> <li>high: high benefit to cost [score 3]</li> <li>medium: medium benefit to cost [score 2]</li> <li>low: low benefit to cost [score 1]</li> </ul> <p><b>Stakeholder/community expectations</b></p> <p>Footpaths and walkways:</p> <p>Assessed in accordance with standard rating based on the community expectations that this project will be delivered. Assessment should be considered in the context of the local community and expectations should be assessed relative to the project scope and the communities that will be affected.</p> <ul style="list-style-type: none"> <li>Very High: actively engaged local community involvement through a formal community engagement process with very high expectation that this project will be delivered [score 3]</li> <li>High: actively engaged local community involvement with high expectation that this project will be delivered however a formal community engagement process has not been undertaken [score 2]</li> <li>Medium: local community is not especially active in its involvement [score 1]</li> <li>Low: local community has no level of interest in involvement [score 0]</li> </ul> <p><b>Relative need</b></p> <p>Footpaths and walkways:</p> <p>Relative need is rated according to level of under-servicing or level of demand (as measured by the number of households within the relevant Census Collection District without cars).</p>

Category name	Footpaths (New and Significant Upgrades)
	<p>Citywide and local footpaths and walkways will be compared with others in their respective classification (i.e. local with local, citywide with citywide).</p> <p>Demand:</p> <ul style="list-style-type: none"> <li>• high: &gt; 19% of dwellings have no car [score 3]</li> <li>• medium: 7-19% of dwellings have no car [score 2]</li> <li>• low: &lt; 7% of dwellings have no car [score 1]</li> </ul> <p><b>Others</b></p> <p>Footpaths and Walkways</p> <p>Footpath and walkway projects will include an additional score where a reported disability access issue exists.</p> <p>Citywide and local scores:</p> <ul style="list-style-type: none"> <li>• reported disability access issue [score 1]</li> </ul> <p><b>Developer funded footpaths</b></p> <p>Developer funded footpaths will be scheduled for installation via the prioritisation process based solely on the scheduling criteria of 80% built ratio (where at least 80 per cent of houses within a given subdivision have been completed). Prioritisation scores do not apply.</p> <p><b>All footpaths</b></p> <p>Standard <b>scheduling criteria</b> used are:</p> <ul style="list-style-type: none"> <li>• timing imperative (yes/no - date)</li> <li>• external funds/resources (value/availability)</li> <li>• project implementation phase (completes project, completes project stage, initiates new project) Scheduling priority is also given to projects which complete the length, section or connections of footpaths within the sub-division</li> <li>• project management stage (assessment, planning and design, implementation).</li> </ul>



<b>Category name</b>	<b>Lighting (New and Significant Upgrades)</b>
<b>Responsible Director</b>	Director City Operations
<b>Responsible Officers</b>	Driver: Salvador Jurado, Asset Planner Co-driver: Team Leader Infrastructure Asset Management
<b>Description of contents and subcategories</b>	<p>Both Council and the Department of Planning Transport and Infrastructure (DPTI) are lighting authorities that provide road lighting. Council has the right to provide road lighting on all classifications of roads within the city including arterial (DPTI roads), secondary arterial, distributor, collector and local roads.</p> <p>Subcategories consist of:</p> <ul style="list-style-type: none"> <li>• SA Power Networks Lighting (SAPN)</li> <li>• Metered lighting</li> </ul> <p>Projects included in these sub-categories take into account the provision of new lighting and associated works.</p> <p>These assets may be owned by SAPN or council, with different operation, maintenance and replacement arrangements in place, dependent on the tariff scheme agreed with SAPN. In some circumstances, upgrades to road lighting are carried out by SAPN at council's request and involve the installation of light fittings to existing poles. These projects remain under the ownership of SAPN however energising and maintenance (tariff costs) are an operational cost to council.</p> <p>This category does not deal with lighting associated with council buildings, sporting facilities and sports field lighting.</p> <p>SAPN have upgraded our P Category (standard luminaires) lights with higher energy efficient Light Emitting Diode (LED) lighting. Upgrades to our P Category decorative street lights and V category road lighting remain and will be upgraded as technology improves for a sustainable business case</p>
<b>Strategies, policies and relevant studies</b>	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• An active, creative and learning city</li> <li>• A proud and positive city with people inspired to contribute and empowered to lead</li> <li>• A diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>• A well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles</li> </ul>

Category name	Lighting (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>• A liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• A fun, safe and inclusive city that is attractive to live in, work in and visit</li> <li>• A prepared city that values natural resources, landscapes and sustainable management</li> <li>• A city with a prosperous, diverse and competitive economy</li> <li>• A city with strong business investments and confidence within a changing wider economy.</li> </ul> <p>Relevant Council strategies and policies:</p> <ul style="list-style-type: none"> <li>• Asset Management Framework</li> <li>• City of Onkaparinga Road Network Plan 2016–2021</li> </ul> <p>Other relevant studies and input include:</p> <ul style="list-style-type: none"> <li>• <i>Local Government Act 1999</i>, Section 212</li> <li>• Codes/Australian Standards (e.g. AS 1158)/Guidelines</li> <li>• SA Power Networks, NICC – 403, Information on SA Power Networks– Public Lighting Arrangements</li> <li>• Crime Prevention Program</li> <li>• Draft Service Level Agreement with SA Power Networks</li> <li>• The Across Government Contracts for the Supply of Electricity</li> </ul>
<b>Strategy for allocating funds</b>	<p><b>Council's role</b></p> <p>At the Council meeting held 13 June 2017 Council endorsed the City of Onkaparinga Corporate Asset Management Plan. This plan contains consolidated levels of service for all asset classes including for Lighting assets.</p> <p>Although DPTI is responsible for the provision of lighting on arterial roads they may seek a financial contribution from council where lighting is installed on a highway to address both road safety and local community security issues.</p> <p>The provision of road lighting within new subdivisions is part of the development approval process. Lighting is to be provided to an appropriate standard (Australian Standard 1158) by the developer and the ownership of these assets becomes SAPN's. It is our desire for developers to utilise energy efficient lighting in all new developments based on SAPN's interim tariff arrangement for LED lights.</p> <p>On the existing road network where poles are in place it may be desirable to provide and improve road lighting for road safety, pedestrian movements and the amenity of the local residents.</p> <p>New metered lighting of Reserves and Shared Use Paths may be desirable to provide and improve lighting for user safety and the amenity of the local residents.</p>



Category name	Lighting (New and Significant Upgrades)
	<p><b>Citywide and local status</b></p> <p>The process of allocating funds within the Lighting category based on the prioritisation process typically biases the outcomes to sub-arterial, distributor and collector roads. Consequently to overcome this, a separate prioritisation process needs to be undertaken for local roads, reserves and shared use paths.</p> <p>The same criteria would however be utilised for both citywide and local projects.</p> <p><b>Assessment Process</b></p> <p>Standard weighted and unweighted criteria are used to prioritise projects. There may on occasions be a need to incorporate timing criteria to align with other projects/plans/strategies formulated by both internal and external stakeholders.</p> <p>More detailed assessment will be used for major or complex special lighting projects.</p> <p><b>Asset Management Plans</b></p> <p>Asset management plans inform our strategies for allocating funds as detailed in each of the Resource Prioritisation documents.</p> <p>These plans consider demand forecasts, risk management and lifecycle management for all of our assets.</p> <p>They define the levels of service for our assets and will increasingly direct priorities for funding allocation between capital renewal and capital extension projects.</p> <p>Asset management planning is a dynamic process. The continuous refinement of our asset management improvement plans add to our knowledge of each asset class. Demand forecasts and lifecycle management will also inform priorities and funding requirements for maintenance regimes and will ensure resources are allocated to the areas of greatest need.</p>
<b>Prioritising criteria</b>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 Objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p><b>Supported by strategic direction</b> [maximum score 6]</p> <ul style="list-style-type: none"> <li>Identified as a Focus Commitment in Onkaparinga 2035</li> </ul> <p style="text-align: right;">[score 6]</p>



Category name	Lighting (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> <li>Not identified in any of the above [score 0]</li> </ul> <p><b>Risk exposure</b>          Risk exposure is assessed in accordance with the standard rating process and checklist which compares the current situation (no action) with the risks associated with undertaking the project or capital works.</p> <p><b>Volume/number of users or potential users</b>          Citywide and local scores:          Volume/number of vehicles per day (Average Annual Daily Traffic Flows - AADT)</p> <ul style="list-style-type: none"> <li>high: &gt; 3001 vehicles per day (vpd) [score 3]</li> <li>medium: 1500 – 3000 vpd [score 2]</li> <li>low: &lt; 1500 vpd [score 1]</li> </ul> <p>Pedestrian and user numbers (estimated)</p> <ul style="list-style-type: none"> <li>high pedestrian or user movement [score 3]</li> <li>moderate pedestrian or user movement [score 2]</li> <li>low pedestrian or user movement [score 1]</li> </ul> <p>Local scores:          The thresholds may be revised utilising the maximum and minimum values where traffic volumes are low. Pedestrian movements and presence will also be taken into account.          Volume/number of vehicles per day (Average Annual Daily Traffic Flows - AADT)</p> <ul style="list-style-type: none"> <li>high: &gt;501 vehicles per day (vpd) – high pedestrian presence [score 3]</li> <li>medium: 100-500 vpd – moderate pedestrian presence [score 2]</li> <li>low: &lt;100 vpd – low pedestrian presence [score 1]</li> </ul> <p><b>Position in network or hierarchy</b>          Citywide and local scores:          The classification of a road assists in determining the level of lighting that is appropriate.          Road hierarchy rating:</p> <ul style="list-style-type: none"> <li>sub-arterial, distributor [score 3]</li> <li>collector [score 2]</li> <li>local [score 1]</li> </ul> <p>Citywide and local scores:          The classification of a reserve or shared use path assists in determining the level of lighting that is appropriate</p>

Category name	Lighting (New and Significant Upgrades)
	<p>Reserve or Shared Use Path rating:</p> <ul style="list-style-type: none"> <li>major [score 3]</li> <li>intermediate [score 2]</li> <li>minor [score 1]</li> </ul> <p><b>Cost/benefit ratio</b> Subjective assessment of investment value. Include estimation of community cost/ benefit as well as to council (asset management principles and maintenance costs). Citywide and local:</p> <ul style="list-style-type: none"> <li>high: high benefit to cost [score 3]</li> <li>medium: medium benefit to cost [score 2]</li> <li>low: low benefit to cost [score 1]</li> </ul> <p><b>Stakeholder and/or community expectations</b> Assessed in accordance with standard rating based on the community expectations that this project will be delivered. Assessment should be considered in the context of the local community and expectations should be assessed relative to the project scope and the communities that will be affected.</p> <ul style="list-style-type: none"> <li>very high: actively engaged <i>local community</i> involvement through a formal community engagement process with very high expectation that this project will be delivered [score 3]</li> <li>high: actively engaged local community involvement with high expectation that this project will be delivered however a formal community engagement process has not been undertaken [score 2]</li> <li>medium: local community is not especially active in its involvement [score 1]</li> <li>low: local community has no level of interest in involvement [score 0]</li> </ul> <p><b>Relative Need</b> Relative need is assessed by the types of development abutting the road (commercial, retail, tourist related industries, recreational facilities and residential properties). Citywide and local:</p> <ul style="list-style-type: none"> <li>high: three or more developments [score 3]</li> <li>moderate: two or more developments [score 2]</li> <li>low: only one type of development [score 1]</li> <li>nil: not fully developed area [score 0]</li> </ul> <p>Reserve or Shared Use Path: City wide and local reserves and shared used paths will be compared with others in their respective classification (ie local with local, city wide with city wide)</p>

Category name	Lighting (New and Significant Upgrades)
	<p>Demand - Reserves and Shared Use Paths:</p> <ul style="list-style-type: none"> <li>• high: &gt; 50 persons per day [score 3]</li> <li>• medium:&gt; 30-50 persons per day [score 2]</li> <li>• low:&lt; 30 persons per day [score 1]</li> </ul> <p><b>Other</b></p> <p>Traffic Composition (with reference to the Road Network Plan)</p> <p>Number of heavy goods/transportation vehicles expressed as a percentage of the annual average daily traffic flow (derived from Transport SA).</p> <p>Citywide scores:</p> <ul style="list-style-type: none"> <li>• identified freight route [score 3]</li> <li>• identified minor freight route [score 2]</li> <li>• some heavy vehicle movement [score 1]</li> <li>• Local scores: not applicable [score 3]</li> </ul> <p>Standard <b>scheduling criteria</b> used were</p> <ul style="list-style-type: none"> <li>• timing imperative (yes/no - date)</li> <li>• external funds/resources (value/availability)</li> <li>• project implementation phase (completes project, completes project stage, initiates new project)</li> <li>• project management stage (assessment, planning and design, implementation)</li> <li>• rolling replacement program.</li> </ul>



Category name	Major Projects (New and Significant Upgrades)
<b>Responsible Director</b>	Director City Operations
<b>Responsible Officers</b>	Drivers: Nick Carr, Manager Construction and Projects (Acting) Matt Buckell, Director City Operations (Acting) Consultation and review team: Major Projects review team
<b>Description of contents and subcategories</b>	Major projects are large, complex, multi-faceted projects which provide new assets or significant upgrades with a city wide or wider community benefit. Projects are funded by a combination of borrowings and income (including grants).
<b>Strategies, policies and relevant studies</b>	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• An active, creative and learning city</li> <li>• A proud and positive city with people inspired to contribute and empowered to lead</li> <li>• A diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>• A well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles</li> <li>• A liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• A fun, safe and inclusive city that is attractive to live in, work in and visit</li> <li>• A prepared city that values natural resources, landscapes and sustainable management</li> <li>• A city with a prosperous, diverse and competitive economy</li> <li>• A city with strong business investments and confidence within a changing wider economy.</li> </ul> <p>Council Resolution:</p> <p>At its meeting on 3 June 2008 Council endorsed the following criteria for Major Projects (ie projects must meet one or more of the following criteria):</p> <ul style="list-style-type: none"> <li>• strategic in nature</li> <li>• significant financial outlay in excess of existing funding capacity, will alleviate pressure on existing financial allocations</li> <li>• significant rolling program</li> </ul>

Category name	Major Projects (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>• providing citywide or wider community outcome</li> <li>• multi-faceted with multiple outcomes (ie environmental, economic, social or physical)</li> <li>• increased opportunity for securing external funds.</li> </ul> <p>Major Projects must be classified as new assets or significant upgrade projects (i.e. cannot be renewal projects).</p>
<b>Strategy for allocating funds</b>	<p><b>Council's role</b></p> <p>Council's formally adopted role statements are contained in the Community Plan 2035 and are further refined in relevant supporting strategies (including Strategic Management Plans).</p> <p><b>Identification and classification of activities</b></p> <p>Activities are identified through a range of means including (but not limited to) the <b>Community Plan 2035</b>, relevant strategies, policies and strategic direction setting documentation, business and project planning processes, legislative requirements, Council resolutions, proposals from elected members, community groups, individuals and staff.</p> <p>The strategy for considering the allocation of funds for Major Projects is based on Council's standard weighted project scoring process including the Community Plan alignment, risk and relevance to strategies and plans.</p> <p>Unweighted scores are based on the criteria adopted by Council on 3 June 2008 for Major Projects (as noted above) as well as consideration and scoring associated with:</p> <ul style="list-style-type: none"> <li>• stakeholder and community expectations</li> <li>• legislative compliance requirements</li> <li>• position of an existing asset within its life cycle</li> <li>• availability of complementary support funding</li> <li>• cost benefits of the project.</li> </ul> <p><b>Citywide and local status</b></p> <p>Projects included in this category are city wide or provide wider community benefits for specific areas.</p> <p><b>Assessment Process</b></p> <p>All weighted and unweighted criteria are applied for the purpose of prioritisation.</p>
<b>Prioritising criteria</b>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p>



Category name	Major Projects (New and Significant Upgrades)
	<p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p><b>Supported by strategic direction</b> [maximum score 6]</p> <ul style="list-style-type: none"> <li>Identified as a Focus Commitment in Onkaparinga 2035 [score 6]</li> <li>Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> <li>Not identified in any of the above [score 0]</li> </ul> <p><b>Risk exposure</b></p> <p>Risk exposure is assessed in accordance with the standard rating process and checklist which compares the current situation (no action) with the risks associated with undertaking the activities.</p> <p><b>Financial outlay of project in excess of existing funding capacity</b></p> <p>Exceeds existing capital works plan funding capacity.</p> <ul style="list-style-type: none"> <li>high, exceeds current funding capacity by more than \$1m [score 3]</li> <li>medium, exceeds current funding capacity by between \$500,000 and \$1 million [score 2]</li> <li>low, exceeds current funding capacity by less than \$500,000 [score 1]</li> </ul> <p><b>Significant rolling program</b></p> <p>Proposals that relate to the establishment of significant rolling programs.</p> <ul style="list-style-type: none"> <li>significant: programs with city wide or regional implications [score 3]</li> <li>moderate: programs with district or whole of township implications [score 2]</li> <li>limited role: local implications [score 1]</li> </ul> <p><b>Multi-faceted project</b></p> <p>Projects that are multi-faceted with multiple outcomes (ie environmental, economic, social or physical).</p> <ul style="list-style-type: none"> <li>high: delivers benefits all 4 outcomes listed above [score 3]</li> <li>medium: delivers benefits across 2 or 3 outcomes [score 2]</li> <li>low: delivers benefit to a single outcome [score 1]</li> </ul> <p><b>Increased opportunity for securing funds</b></p> <ul style="list-style-type: none"> <li>high: external funding approved for the project subject to Council providing matching funding [score 2]</li> <li>medium: external funding available but yet to be approved. Council required to provide matching funding [score 1]</li> </ul>



Category name	Major Projects (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>low: no external funding available for the project [score 0]</li> </ul> <p><b>Cost/benefit</b></p> <p>Cost/ benefit relates to financial decisions where the benefits to be derived from expenditure are compared. A 'value for money' assessment is also relevant when deciding the benefits.</p> <ul style="list-style-type: none"> <li>high cost/benefit: project delivers multiple benefits across multiple objectives of our community plan and represents excellent value for money when compared to the cost of similar projects [score 2]</li> <li>medium cost/benefit: project delivers benefits towards meeting the objectives of our community plan and cost of delivery is equal to similar projects [score 1]</li> <li>low cost/benefit: benefits of the project cannot be clearly defined, and/or the cost of delivery is high when compared to similar projects [score 0]</li> </ul> <p><b>Stakeholder and/or community expectations</b></p> <p>Assessed in accordance with standard rating based on the community expectations that this project will be delivered. Assessment should be considered in the context of the local community and expectations should be assessed relative to the project scope and the communities that will be affected.</p> <ul style="list-style-type: none"> <li>very high: actively engaged local community involvement through a formal community engagement process with very high expectation that this project will be delivered [score 3]</li> <li>high: actively engaged local community involvement with high expectation that this project will be delivered however a formal community engagement process has not been undertaken [score 2]</li> <li>medium: local community is not especially active in its involvement [score 1]</li> <li>low: local community has no level of interest in involvement [score 0]</li> </ul> <p><b>Legislated requirement</b></p> <p>Project is required to meet a legislated obligation of Council.</p> <ul style="list-style-type: none"> <li>high: project required to meet a specific legislated obligation of Council for which there is a timing imperative [score 2]</li> <li>medium: project required to meet a specific legislated obligation of Council for which there is no timing imperative [score 1]</li> <li>low: no specific legislated requirements to complete the project [score 0]</li> </ul> <p><b>Life cycle assessment</b></p> <p>Where a project upgrades or expands an existing asset the stage the asset is in its life cycle will be considered as follows.</p>

Category name	Major Projects (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>replace: the current asset is at the end or nearing the end of its asset life and will not be renewed, but requires replacement with a new or significantly upgraded asset [score 3]</li> <li>mature: the current asset has matured, it still has considerable asset life remaining and provides a serviceable asset to the community but would be improved (and the asset life extended) by project [score 2]</li> <li>current: the current asset is less than half way through its predicted asset life. Addition or expansion of the asset will assist in meeting increased demand [score 1]</li> <li>new: the asset is relatively new (less than a quarter through its predicted asset life) or the project is for a new asset where one did not previously exist [score 0]</li> </ul> <p><b>Service levels/standards</b></p> <ul style="list-style-type: none"> <li>very high: Service Levels and/or standards are in place and are defined by legislation, strategy or industry standard [score 3]</li> <li>high: Service Levels and/or standards are in place and are defined in a local policy, plan or funding agreement [score 2]</li> <li>medium: Service Levels and/or standards are in place however are not defined [score 1]</li> <li>low: Service Levels and/or standards are not in place [score 0]</li> </ul> <p><b>Other providers in the market</b></p> <ul style="list-style-type: none"> <li>very high: There are currently multiple providers who provide a similar/comparable service within our council area [score 0]</li> <li>high: There are currently multiple providers who provide a similar/comparable service however these are within the greater metropolitan area [score 1]</li> <li>medium: Other providers exist in our council area however service provision is sufficiently different [score 2]</li> <li>low: No other providers exist [score 3]</li> </ul> <p><b>Major Projects</b></p> <p><b>Scheduling criteria</b> applicable to Major Projects are:</p> <ul style="list-style-type: none"> <li>timing imperative (yes/no – date)</li> <li>external funds/resources (value/availability)</li> <li>project implementation phase (completes project, completes project stage, initiates new project)</li> <li>project management stage (assessment, planning and design, implementation)</li> <li>rolling replacement program.</li> </ul>



Category name	Trails and Cycling (New and Significant Upgrades)
Responsible Director	Director City Operations
Responsible Officers	Driver: Andrew Queisser, Asset Planner Co-Driver: Jessica Bridgman, Project officer
Description of contents and subcategories	<p>The Trails and Cycling new and significant upgrade category funds the development of shared use paths, on-road recreation rides and trails as set out in the Trails and Cycling Strategic Management Plan. Funding within this category encompasses master planning, concept planning, design, feasibility studies and construction. Renewal is guided by the Trails and Cycling Renewal RPD and therefore not included in this RPD.</p> <p>This category includes the following subcategories:</p> <ul style="list-style-type: none"> <li>• Urban Planning &amp; Pedestrian 42%                             <ul style="list-style-type: none"> <li>◦ The Urban Cycle and Pedestrian Network targets the 33 per cent of the Onkaparinga population who are considered 'Interested, but Concerned' in cycling and a component who are classified as 'Enthusied &amp; Confident'. It includes shared use paths, BikeDirect network (add value and advocate) and local connections. In determining the type of cycling facility to provide, the Traffic Speed and Volume Matrix should be used (TCSMP page 18).</li> </ul> </li> <li>• On-Road Recreation Rides 33%                             <ul style="list-style-type: none"> <li>◦ The On-road recreation cycling network targets the 52 per cent of the population categorised as 'Enthusied &amp; Confident' and 'Strong &amp; Fearless'. The on-road recreation cycling network encompasses high demand loops that can be cycled individually or linked together to reflect user fitness, experience and confidence. Loops will be contained within the existing road network/reserve with targeted infrastructure improvements to include intersection upgrades, network enhancements and signage. Loops that include significant inclines such as Cox Hill Road may also include cyclist pull out lane(s) for hazardous sections.</li> </ul> </li> <li>• Trails 25%                             <ul style="list-style-type: none"> <li>◦ The trails network will focus on nature-based activities and experiences that encompass both natural surface trails and speciality trails.                                     <ul style="list-style-type: none"> <li>- Natural surface trails will use natural, low impact materials that reflect the local environmental context. Natural surface trails may be in the form of single or multi-use trails and incorporate isolated loops and/or connections to other trails expand the user experience across a variety of environments</li> </ul> </li> </ul> </li> </ul>



Category name	Trails and Cycling (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>- Specialised trails utilise natural elements such as water, air and rock to access the experience sought by the user. While the provision of these elements is beyond the control of governments, we can support these trails experiences through the provision of supporting facilities and infrastructure around launch/landing zones.</li> </ul>
<b>Strategies, policies and relevant studies</b>	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• An active, creative and learning city</li> <li>• A proud and positive city with people inspired to contribute and empowered to lead</li> <li>• A diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>• A well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles</li> <li>• A liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• A fun, safe and inclusive city that is attractive to live in, work in and visit</li> <li>• A prepared city that values natural resources, landscapes and sustainable management</li> <li>• A city with a prosperous, diverse and competitive economy</li> <li>• A city with strong business investments and confidence within a changing wider economy</li> </ul> <p>Relevant Council strategies and policies that need to be considered include:</p> <ul style="list-style-type: none"> <li>• Asset Management Framework</li> <li>• Healthy Active Lifestyles</li> <li>• Trails and Cycling Strategic Management Plan 2016–21</li> <li>• Open Space Strategic Management Plan</li> <li>• Christie Downs 20 Year draft Master Plan</li> <li>• Community Land Management Plan</li> <li>• Environmental Strategy</li> <li>• Foreshore Access Plan</li> <li>• Placemaking strategy</li> <li>• Road Network Plan</li> <li>• Development Plan.</li> </ul>

Category name	Trails and Cycling (New and Significant Upgrades)
	<p>Consideration from the following State Government strategies and policies may also be required:</p> <ul style="list-style-type: none"> <li>• SA Strategic Plan</li> <li>• 30 Year Plan for Greater Adelaide</li> <li>• Integrated movement and Transport Strategy.</li> </ul>
<b>Strategy for allocating funds</b>	<p><b>Council's role</b></p> <p>At the Council meeting held 13 June 2017 Council endorsed a revised City of Onkaparinga Corporate Asset Management Plan. This plan contains consolidated levels of service for all asset classes including for Multi use trails.</p> <p>Council has assumed responsibility for recreational trails, in recognition of the value they provide to the local and wider community. Exceptions are those trails under the primary care and control of other agencies (eg the Kidman Trail and Heysen Trail), which are managed by the State Government).</p> <p><b>Trails and Cycling Strategic Management Plan 2016–21</b></p> <p>The Trails and Cycling Strategic Management Plan sets the direction for future provision, development and maintenance of the trails and cycling network. The trails and cycling hierarchy identifies three key levels of service which reflect experience, primary function, places and destinations, duration of visit and catchment size (demand). The hierarchy can be applied across the Planning Principles and encompass Premier, Cross-city or local experience.</p> <p>Premier shared paths, on-road recreation rides and trails within the City of Onkaparinga are:</p> <ul style="list-style-type: none"> <li>• The Coast to Vines Rail Trail</li> <li>• Patrick Jonker Veloway</li> <li>• Coast Park</li> <li>• Willunga Hill and segments of the Tour Down Under Stage 5 route</li> <li>• Heysen Trail</li> <li>• Kidman Trail</li> <li>• Coastal Canoe Trail</li> <li>• Port Noarlunga Underwater Trail.</li> </ul> <p>Premier projects will include:</p> <ul style="list-style-type: none"> <li>• Development of trails to a high standard with the ability to host major events and cater to tourist who are unfamiliar with the area.</li> <li>• Premier trails and cycling rides generally attract large numbers of activity-specific visitors each year</li> <li>• Premier trails and rides will have dedicated marketing and management plans, using a wide range of promotional tools, both print and online.</li> </ul>

Category name	Trails and Cycling (New and Significant Upgrades)
	<p>Cross City projects will include:</p> <ul style="list-style-type: none"> <li>• Trails and cycling rides attracting people from across the City of Onkaparinga</li> <li>• Development of trails and cycling rides for commuter movements within Onkaparinga</li> <li>• Connection to regional/district centres, employment centres and other large pedestrian generators</li> <li>• Accessibility to destinations and experiences for Onkaparinga residents.</li> </ul> <p>Local projects will include:</p> <ul style="list-style-type: none"> <li>• Development of local trails and cycling rides which provide connection across a suburb</li> <li>• Except for extreme circumstances, the local network will be provided by the local road and footpath network</li> <li>• Opportunities to walk or cycle to local destinations and places and are easily accessible to all residents in urban and township areas.</li> </ul> <p>There are two key activities within the category, planning/design and implementation. The division is important as Council uses a 24 month trail development cycle that involves planning, community engagement and costing the development in year 1 and undertaking the construction works in year 2. This process also allows adequate preparation time for inclusion of the developed reserve into the appropriate maintenance schedules.</p> <p><b>Asset Management Plans</b></p> <p>Asset management plans inform our strategies for allocating funds as detailed in each of the Resource Prioritisation documents.</p> <p>These plans consider demand forecasts, risk management and lifecycle management for all of our assets.</p> <p>They define the levels of service for our assets and will increasingly direct priorities for funding allocation between capital renewal and capital extension projects.</p> <p>Asset management planning is a dynamic process. The continuous refinement of our asset management improvement plans add to our knowledge of each asset class. Demand forecasts and lifecycle management will also inform priorities and funding requirements for maintenance regimes and will ensure resources are allocated to the areas of greatest need.</p>



<p><b>Prioritising criteria</b></p>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p><b>Supported by strategic direction</b> [maximum score 6]</p> <ul style="list-style-type: none"> <li>Identified as a Focus Commitment in Onkaparinga 2035 [score 6]</li> <li>Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> <li>Not identified in any of the above [score 0]</li> </ul> <p><b>Risk exposure</b></p> <p>Risk exposure is assessed in accordance with the standard rating process and checklist that compares the current situation (no action) with the risks associated with undertaking the project or capital works.</p> <p>The relevant <b>unweighted criteria</b> are as follows:</p> <p><b>Trails and Cycling</b></p> <p>Estimated user demand considers the number of current or future users (current and latent demand) likely to be generated as a result of:</p> <ul style="list-style-type: none"> <li>Its role in the network</li> <li>the nature and density of surrounding developments</li> <li>potential future development</li> <li>experience it provides</li> <li>destinations it links to.</li> </ul> <ul style="list-style-type: none"> <li>high: high estimated demand by potential or existing users [score 3]</li> <li>medium: medium estimated number of potential or existing users [score 2]</li> <li>low: low estimated number of potential or existing users [score 1]</li> </ul> <p><b>Position in network or hierarchy</b></p> <p>Value of the project is linked to its position in the hierarchy.</p> <ul style="list-style-type: none"> <li>high: Premier shared paths, on-road recreation rides and trails: [score 3]</li> <li>medium: Cross-City shared paths, on-road recreation rides and trails [score 2]</li> </ul>
-------------------------------------	---

	<ul style="list-style-type: none"> <li>low: Local shared paths, on-road recreation rides and trails [score 1]</li> </ul> <p><b>Relative need</b></p> <p>The TCSMP identified several network gaps including east/west connections and township links.</p> <ul style="list-style-type: none"> <li>high: The connection completes: <ul style="list-style-type: none"> <li>An identified network gap</li> <li>A connection that connects to a Premier route, township and/or regional transport, sport or retail centre [score 3]</li> </ul> </li> <li>medium: The connection completes a connection to Cross-City routes and/or district/neighbourhood destinations [score 2]</li> <li>low: The connection supports and/or adds value to a route and/or destination [score 1]</li> </ul> <p><b>Stakeholder/community expectations</b></p> <p>Assessed in accordance with standard rating based on the community expectations that this project will be delivered. Assessment should be considered in the context of the local community and expectations should be assessed relative to the project scope and the communities that will be affected.</p> <ul style="list-style-type: none"> <li>very high: actively engaged local community involvement through a formal community engagement process with very high expectation that this project will be delivered [score 3]</li> <li>high: actively engaged local community involvement with high expectation that this project will be delivered however a formal community engagement process has not been undertaken [score 2]</li> <li>medium: local community is not especially active in its involvement [score 1]</li> <li>low: local community has no level of interest in involvement [score 0]</li> </ul> <p><b>Connectivity</b></p> <p>Shared paths, on-road recreation rides and trails will be installed in a logical manner. Higher consideration is to be given to 'missing links' that will complete a connection and/or loop.</p> <ul style="list-style-type: none"> <li>very high: Where a connection completes a connection and/or loop [score 3]</li> <li>high: Where a connection adds value to the existing network and thereby connects paths, rides, trails [score 2]</li> <li>medium: Where a connection complements (ie creates a stage but does not complete) a connection and/or loop [score 1]</li> <li>low: Where there is no connection [score 0]</li> </ul>
--	--

	<p><b>Other</b></p> <p><b>Service levels/standards</b></p> <ul style="list-style-type: none"> <li>• very high: Service Levels and/or standards are in place and are defined by legislation, strategy or industry standard [score 3]</li> <li>• high: Service Levels and/or standards are in place and are defined in a local policy, plan or funding agreement [score 2]</li> <li>• medium: Service Levels and/or standards are in place however are not defined [score 1]</li> <li>• low: Service Levels and/or standards are not in place [score 0]</li> </ul> <p>The standard scheduling criteria are:</p> <ul style="list-style-type: none"> <li>• timing imperative (yes/no - date)</li> <li>• external funds/resources (value/availability)</li> <li>• project implementation phase (completes project, completes project stage, initiates new project)</li> <li>• project management stage (assessment, planning and design, implementation)</li> <li>• rolling replacement program.</li> </ul>
--	--



Category name	Open Space (New and Significant Upgrades)
Responsible Director	Director City Operations
Responsible Officers	Driver: Andrew Smith, Work Group Coordinator Open Space Co-Driver: Elisha Agate, Open Space Project Officer
Description of contents and subcategories	<p>This category includes the following subcategories:</p> <p><b>Open Space – Local and Neighbourhood</b> Funds the development of local recreational open space (as per the classifications in the <i>Open Space Strategic Management Plan 2018–23 and Open Space District Mapping</i>), including concept planning and implementation.</p> <p><b>Open Space – District and Regional</b> Funds the development of District and Regional recreational open space (as per the classifications in the <i>Open Space Strategic Management Plan 2018–23 and Open Space District Mapping</i>), including concept planning and implementation.</p> <p><b>Urgent and Minor Works</b> Funds urgent and unforeseen works of a minor nature that arise during the financial year and are beyond the scope of maintenance activities.</p> <p>The funding allocation in this category is <b>not</b> for the acquisition of open space. Decisions regarding the acquisition of open space require a report to Council and are likely to involve the use of the Open Space Development Reserve.</p>
Strategies, policies and relevant studies	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• An active, creative and learning city</li> <li>• A proud and positive city with people inspired to contribute and empowered to lead</li> <li>• A diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>• A well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles</li> <li>• A liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• A fun, safe and inclusive city that is attractive to live in, work in and visit</li> <li>• A prepared city that values natural resources, landscapes and sustainable management</li> </ul>

Category name	Open Space (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>• A city with a prosperous, diverse and competitive economy</li> <li>• A city with strong business investments and confidence within a changing wider economy.</li> </ul> <p>Relevant Council strategies and policies:</p> <ul style="list-style-type: none"> <li>• Asset Management Framework.</li> <li>• Open Space Strategic Management Plan 2018–2023</li> </ul> <p>The Open Space Strategic Management Plan 2018–23 provides direction to ensure a diversity of connected open spaces are provided equitably across the City to meet current and future community needs. It provides clear direction for the Open Space District plans.</p> <p>Other relevant studies include:</p> <ul style="list-style-type: none"> <li>• Parks and Reserves Style Guide</li> <li>• Placemaking Strategy 2014–19</li> <li>• Sport and Active Recreation Strategy 2014–19</li> <li>• Trails and Cycling Strategic Management Plan 2016–2021</li> </ul>
<b>Strategy for allocating funds</b>	<p><b>Council's role</b></p> <p>At the Council meeting held 13 June 2017 Council endorsed a revised City of Onkaparinga Corporate Asset Management Plan. This plan contains consolidated levels of service for all asset classes including for Open Space assets.</p> <p>Local and neighbourhood reserves, which are often created through the sub-division of residential land, become the responsibility of Council to develop (where the developer does not) and maintain.</p> <p>Council is also responsible for district open space areas – those that provide a larger scale and range of casual and structured recreation activities than provided by a local reserve.</p> <p>Regional open space areas generally have facilities or features that can attract users from outside the region and fall under Council's responsibility while National Parks are the responsibility of the State Government.</p> <p><b>The Open Space Strategic Management Plan 2018–2023</b></p> <p>Sets the principles, planning and direction for future provision, development and maintenance of the open space network. It includes the following key sections:</p> <p><b>Open Space Hierarchy</b></p> <p>Defines the open space hierarchy and identifies and categorises service levels to match the primary function of each reserve across the network.</p> <p><b>Open Space Planning Principles</b></p> <p>Provides high level direction to ensure the provision and design of open space and supporting facilities and infrastructure matches the service levels and key function of our open spaces according to the hierarchy.</p>



Category name	<b>Open Space (New and Significant Upgrades)</b>
	<p>Provides direction in the development of District Plans. Ensures an equitable distribution of quality recreation and leisure opportunities across the City and its districts.</p> <p><b>Setting Provision Levels</b></p> <p>The key functions of our reserves are related to Active, Passive and Family and the provision of infrastructure and service levels is related to the identified primary function of each reserve.</p> <p>Provides a range of open space types across the city that allows ease of access to a range of facilities and opportunities for the broad community.</p> <p><b>Stages of reserve development</b></p> <p>There are two key activities within the category, planning/design and implementation. The division is important as Council uses a 24 month reserve development cycle that involves planning, community engagement and costing the development in year 1 and undertaking the construction works in year 2. This process also allows adequate preparation time for inclusion of the developed reserve into the appropriate maintenance schedules.</p> <p><b>Citywide or local status</b></p> <p>The assessment of open space development projects will be based on whether they have citywide or local significance.</p> <p>Citywide projects will include:</p> <ul style="list-style-type: none"> <li>• Development of regional parks will be designed in a way that ensures users who have travelled to and intend to stay for a long period of time are supported by appropriate facilities.</li> </ul> <p>Development of district parks provides a moderate range of services that attract visitors from across a District.</p> <p>Local and Neighbourhood projects will include:</p> <ul style="list-style-type: none"> <li>• Development of local and neighbourhood parks which contribute to local residents' social and physical wellbeing and 'sense of place' and are easily accessed and spontaneously used. These parks may not be highly developed and may include only a play area.</li> </ul> <p><b>Assessment Process</b></p> <p><b>Open Space</b></p> <p>Reserve development will be informed by the principles and provision levels contained within the Open Space Strategic Management Plan 2018-23. Priorities and timing are determined via an assessment process that includes a series of prioritising and scheduling criteria. More detailed assessment will be used for proposals for large or complex open space projects.</p> <p><b>Asset Management Plans</b></p> <p>Asset management plans inform our strategies for allocating funds as detailed in each of the Resource Prioritisation documents. These plans consider demand forecasts, risk management and lifecycle management for all of our assets.</p>



Category name	Open Space (New and Significant Upgrades)
	<p>They define the levels of service for our assets and will increasingly direct priorities for funding allocation between capital renewal and capital extension projects.</p> <p>Asset management planning is a dynamic process. The continuous refinement of our asset management improvement plans add to our knowledge of each asset class. Demand forecasts and lifecycle management will also inform priorities and funding requirements for maintenance regimes and will ensure resources are allocated to the areas of greatest need.</p>
<b>Prioritising criteria</b>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p><b>Supported by strategic direction</b> [maximum score 6]</p> <ul style="list-style-type: none"> <li>Identified as a Focus Commitment in Onkaparinga 2035 [score 6]</li> <li>Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> <li>Not identified in any of the above [score 0]</li> </ul> <p><b>Risk exposure</b></p> <p>Risk exposure is assessed in accordance with the standard rating process and checklist that compares the current situation (no action) with the risks associated with undertaking the project or capital works.</p> <p><b>Volume/number of users or potential users</b></p> <p>Open space</p> <p>Citywide scores:</p> <ul style="list-style-type: none"> <li>high number of households &gt;10,000 [score 3]</li> <li>medium number of households 5,000 –10,000 [score 2]</li> <li>low number of households &lt;5,000 [score 1]</li> </ul> <p>Local scores:</p> <ul style="list-style-type: none"> <li>high number of households &gt;500 [score 3]</li> <li>medium number of households 200-500 [score 2]</li> <li>low number of households &lt;200 [score 1]</li> </ul>

Category name	Open Space (New and Significant Upgrades)
	<p><b>Number of children</b></p> <ul style="list-style-type: none"> <li>high number of children &gt;500 [score 3]</li> <li>medium number of children 150-500 [score 2]</li> <li>low number of children &lt;150 [score 1]</li> </ul> <p><b>Relative need</b> Record the highest score for either the number of identified special needs populations (SNP) or number of persons with special needs. May include (but is not limited to) children, older adults, teenagers, persons with a disability, persons from low income households, persons without a car, etc.</p> <p><b>Number of identified special needs populations</b> Citywide scores:</p> <ul style="list-style-type: none"> <li>high: &gt;5 special needs populations [score 3]</li> <li>medium: 3 - 4 special needs populations [score 2]</li> <li>low: &lt;2 special needs population [score 1]</li> </ul> <p>Local scores:</p> <ul style="list-style-type: none"> <li>high: &gt;3 special needs populations [score 3]</li> <li>medium: 2 special needs populations [score 2]</li> <li>low: 1 special needs population [score 1]</li> </ul> <p><b>Number of persons with special needs</b> Citywide scores:</p> <ul style="list-style-type: none"> <li>high: &gt;5,000 persons [score 3]</li> <li>medium: 2,500 to 5,000 persons [score 2]</li> <li>low: &lt;2,500 persons [score 1]</li> </ul> <p>Local scores:</p> <ul style="list-style-type: none"> <li>high: &gt;100 persons [score 3]</li> <li>medium: 60 to 100 persons [score 2]</li> <li>low: &lt;60 persons [score 1]</li> </ul> <p><b>Position in network or hierarchy</b> Value of the project to other relevant features, which may include other open space and recreational trails, schools, shops, public transport, community centres and other points of interest. Citywide scores:</p> <ul style="list-style-type: none"> <li>significant: links to 5-6 relevant features [score 3]</li> <li>moderate: links to 3-4 relevant features [score 2]</li> <li>limited: links to 0-2 relevant features [score 1]</li> </ul>

Category name	Open Space (New and Significant Upgrades)
	<p>Local scores:</p> <ul style="list-style-type: none"> <li>significant: links to 3 relevant features [score 3]</li> <li>moderate: links to 2 relevant features [score 2]</li> <li>limited: links to 1 relevant feature [score 1]</li> </ul> <p><b>Stakeholder/community expectations</b></p> <p>Assessed in accordance with standard rating based on the community expectations that this project will be delivered. Assessment should be considered in the context of the local community and expectations should be assessed relative to the project scope and the communities that will be affected.</p> <ul style="list-style-type: none"> <li>very high: actively engaged local community involvement through a formal community engagement process with very high expectation that this project will be delivered [score 3]</li> <li>high: actively engaged local community involvement with high expectation that this project will be delivered however a formal community engagement process has not been undertaken [score 2]</li> <li>medium: local community is not especially active in its involvement [score 1]</li> <li>low: local community has no level of interest in involvement [score 0]</li> </ul> <p><b>Other - Current opportunities for accessing open space.</b></p> <p>Open space - Citywide scores:</p> <ul style="list-style-type: none"> <li>high: no developed reserve within the suburb or immediately adjacent suburbs [score 3]</li> <li>medium: developed reserve within relevant sub-area [score 2]</li> <li>low: developed reserve within suburb or immediately adjacent suburb [score 1]</li> </ul> <p>Local scores:</p> <ul style="list-style-type: none"> <li>high: no developed reserve within 500m walking distance [score 3]</li> <li>medium: no developed reserve within 500m walking distance but within 500m walking distance of a linear corridor [score 2]</li> <li>low: developed reserve within 500m walking distance [score 1]</li> </ul> <p><b>Suitable land for development – Open space</b></p> <p>Assessment of suitable land would consider elements such as (but not limited to) size (eg local reserves &gt; 0.20ha), topography and existing features.</p> <p>Citywide and local scores:</p> <ul style="list-style-type: none"> <li>high: suitable land available [score 3]</li> </ul>



Category name	Open Space (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>• medium: land available of limited suitability [score 2]</li> <li>• low: land not available [score 1]</li> </ul> <p><b>Service levels/standards</b></p> <ul style="list-style-type: none"> <li>• Very High: Service Levels and/or standards are in place and are defined by legislation, strategy or industry standard [score 3]</li> <li>• High: Service Levels and/or standards are in place and are defined in a local policy, plan or funding agreement [score 2]</li> <li>• Medium: Service Levels and/or standards are in place however are not defined [score 1]</li> <li>• Low: Service Levels and/or standards are not in place [score 0]</li> </ul> <p>The standard scheduling criteria are:</p> <ul style="list-style-type: none"> <li>• timing imperative (yes/no - date)</li> <li>• external funds/resources (value/availability)</li> <li>• project implementation phase (completes project, completes project stage, initiates new project)</li> <li>• project management stage (assessment, planning and design, implementation)</li> <li>• asset condition.</li> </ul>

<b>Category name</b>	<b>Sport and Active Recreation (New and Significant Upgrades)</b>
<b>Responsible Director</b>	Director City Operations
<b>Responsible Officers</b>	Driver: Larissa Jennings, Asset Planner Co-driver: Jessica Bridgman, Project Officer
<b>Description of contents and subcategories</b>	<p>The Sport and Active Recreation category includes funds for facilities including:</p> <ul style="list-style-type: none"> <li>• Council and community owned sport and active recreation facilities</li> <li>• Facilities that provide sustained and increased participation in sport and active recreation.</li> <li>• Planning to determine needs, feasibility and provision of sport and active recreation.</li> </ul> <p>Council provides a wide range of facilities for the community including:</p> <ul style="list-style-type: none"> <li>• 36 turf playing fields</li> <li>• 18 cricket pitches and 16 practice pitches</li> <li>• 131 outdoor courts</li> <li>• 8 equestrian facilities</li> <li>• 41 basketball keyways</li> <li>• 15 skate facilities</li> <li>• 22 BMX facilities</li> </ul> <p>More than 300 sport and active recreation groups are located within the City with some 100 user groups accessing the following council owned facilities:</p> <ul style="list-style-type: none"> <li>• 12 multi-use sports grounds</li> <li>• 2 single use district level sports grounds</li> <li>• 42 single use sports facilities</li> </ul> <p>Also located within the City are 3 community owned multi-use sports grounds and 2 community owned bowling facilities.</p>
<b>Strategies, policies and relevant studies</b>	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• an active, creative and learning city</li> <li>• a proud and positive city with people inspired to contribute and empowered to lead</li> <li>• a diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>• a well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles.</li> </ul>

Category name	Sport and Active Recreation (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>• a liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• a fun, safe and inclusive city that is attractive to live in, work in and visit</li> <li>• a prepared city that values natural resources, landscapes and sustainable management</li> <li>• a city with a prosperous, diverse and competitive economy</li> <li>• a city with strong business investments and confidence within a changing wider economy</li> </ul> <p>Relevant Council strategies and policies:</p> <ul style="list-style-type: none"> <li>• Healthy Active Lifestyles Strategy 2014–19</li> <li>• Sport and Active Recreation Strategic Management Plan 2014–19</li> <li>• Asset Management Framework</li> <li>• Skate Facility Management Plan 2016–21.</li> </ul> <p>Other relevant studies include:</p> <ul style="list-style-type: none"> <li>• Open Space Strategic Management Plan 2018–23</li> <li>• Trails and Cycling Strategic Management Plan 2016–21</li> <li>• Concept, master and facility management plans for sports grounds.</li> </ul>
<p><b>Strategy for allocating funds</b></p>	<p><b>Council's role</b></p> <p>Our role is in line with Section 3 of the Sport and Active Recreation Strategic Management Plan 2014–19.</p> <p>As a service provider we will plan for, provide and manage sport and active recreation opportunities that are not commercially viable for the private sector to provide or not the responsibility of the state government. As Owner Custodian we will provide and be responsible for associated infrastructure and facilities.</p> <p>The sport and active recreation category will consider allocations that relate to facilities including Council's sports facilities, active recreation facilities, and other facilities and initiatives that improve sport and active recreational opportunities for the community.</p> <p>Allocations related to the infrastructure of Council's clubrooms and major indoor recreation centres are considered within the Buildings category.</p> <p><b>Citywide and local status</b></p> <p>Within the sport and active recreation category projects and capital works are classified as either local or citywide status. Projects of citywide significance draw people from throughout the Council region and beyond and offer multiple benefits.</p> <p>Projects of local significance, which generally incorporate district and local facilities, contribute to residents' well-being and 'sense of place' for their local community.</p>



Category name	Sport and Active Recreation (New and Significant Upgrades)
	<p><b>Assessment process</b></p> <p>More detailed assessment will be used for proposals for large or complex sport and active recreation projects. Other priorities and timing are determined through the prioritising and scheduling criteria. Some projects will require the feasibility/planning stage, design, approvals and costing stage and then the implementation stage to occur over sequential years. Costing's provided as part of the design process should be considered as estimates only.</p>
<p><b>Prioritising criteria</b></p>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p><b>Supported by strategic direction</b> [maximum score 6]</p> <ul style="list-style-type: none"> <li>Identified as a Focus Commitment in Onkaparinga 2035 [score 6]</li> <li>Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> <li>Not identified in any of the above [score 0]</li> </ul> <p><b>Risk exposure</b></p> <p>Risk exposure is assessed in accordance with the standard rating process and checklist which compares the current situation (no action) with the risks associated with undertaking the project or capital works.</p> <p><b>Volume/number of users or potential users</b></p> <p>For both structured and unstructured sport and active recreation.</p> <p>Estimated number of <u>current</u> participants</p> <p>Citywide scores:</p> <ul style="list-style-type: none"> <li>high number of current participants estimated &gt;3,001 [score 3]</li> <li>medium number of current participants estimated 1,501-3,000 [score 2]</li> <li>low number of current participants estimated &lt;1,500 [score 1]</li> </ul> <p>Local scores:</p> <ul style="list-style-type: none"> <li>high number of current participants estimated &gt;501 [score 3]</li> <li>medium number of current participants estimated 100-500 [score 2]</li> <li>low number of current participants estimated &lt;100 [score 1]</li> </ul>

Category name	Sport and Active Recreation (New and Significant Upgrades)
	<p><b>Potential additional future participants directly related to the proposal.</b></p> <p>Estimates based on participation rates, facility carrying capacity and growth predictions for the area of the proposed project.</p> <p>Citywide scores:</p> <ul style="list-style-type: none"> <li>high number of potential participants estimated &gt;3,001 [score 3]</li> <li>medium number of potential participants estimated 1,501-3,000 [score 2]</li> <li>low number of potential participants estimated &lt;1,500 [score 1]</li> </ul> <p>Local scores:</p> <ul style="list-style-type: none"> <li>high number of potential participants estimated &gt;501 [score 3]</li> <li>medium number of potential participants estimated 100-500 [score 2]</li> <li>low number of potential participants estimated &lt;100 [score 1]</li> </ul> <p><b>Social, community and economic need</b></p> <p>In addition to personal and individual benefits sport and recreation also provides social, community and economic benefits such as strengthened social cohesiveness, improved community life, strengthened families, reduced health costs and improved worker productivity (source Daly 2000).</p> <p>The SEIFA Index of Disadvantage measures the relative level of socio-economic disadvantage based on a range of Census characteristics such as low income, low levels of education attained and high unemployment. A higher score on the index means a lower level of disadvantage and vice versa. A percentile number of where a given suburb fits nationally is provided by Census.</p> <p>Citywide and local scores:</p> <ul style="list-style-type: none"> <li>very high: 0 to 25 SEIFA index percentile [score 3]</li> <li>high: 26 to 50 SEIFA index percentile [score 2]</li> <li>medium: 51 to 75 SEIFA index percentile [score 1]</li> <li>low: 76 to 100 SEIFA index percentile [score 0]</li> </ul> <p><b>Position in network or hierarchy</b></p> <p>Value of the project in relation to other relevant supporting features that will be enhanced by the proposal and projects that are accessible to the broader community. Relevant features include but are not limited to other sport and active recreation facilities, reserves and linear parks, schools, shops, community centres, toilet facilities, and particularly opportunities for increasing opportunities for shared use of the facility, this is defined by the facilities four hierarchy levels.</p> <p>Citywide scores:</p> <ul style="list-style-type: none"> <li>significant: links to 5 or more relevant features [score 3]</li> <li>moderate: links to 3-4 relevant features [score 2]</li> </ul>



Category name	Sport and Active Recreation (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>limited: links to 2 or less relevant features [score 1]</li> </ul> <p>Local scores:</p> <ul style="list-style-type: none"> <li>significant: links to 3 relevant features [score 3]</li> <li>moderate: links to 2 relevant features [score 2]</li> <li>limited: links to 1 relevant feature [score 1]</li> </ul> <p><b>Locational importance</b> Accessibility of the location. Citywide and local scores:</p> <ul style="list-style-type: none"> <li>central: prominent location with car parking, public transport and trail linkages [score 3]</li> <li>moderate: semi-prominent location with car parking [score 2]</li> <li>limited: location of limited prominence with limited car parking [score 1]</li> </ul> <p><b>Stakeholder and/or community expectations</b> Assessed in accordance with standard rating based on the community expectations that this project will be delivered. Assessment should be considered in the context of the local community and expectations should be assessed relative to the project scope and the communities that will be affected.</p> <ul style="list-style-type: none"> <li>very high: actively engaged local community involvement through a formal community engagement process with very high expectation that this project will be delivered and multiple funding partners contributing including Office for Recreation and Sport [score 3]</li> <li>high: actively engaged local community involvement with high expectation that this project will be delivered however a formal community engagement process has not been undertaken [score 2]</li> <li>medium: local community is not especially active in its involvement [score 1]</li> <li>low: local community has no or limited level of interest in involvement. [score 0]</li> </ul> <p><b>Sport and Active Recreation Development</b> Projects that align with the following criteria receive one point per item.</p> <ul style="list-style-type: none"> <li>Provides 'non-organised' sport or active recreation participation [score 1]</li> <li>Provides and increases the level of female participation [score 1]</li> <li>Supported by a successful feasibility study or business case [score 1]</li> <li>Positive environmental outcomes achieved [score 1]</li> </ul>



Category name	Sport and Active Recreation (New and Significant Upgrades)
	<p><b>Unmet Need</b></p> <p>Projects that aim to meet an unmet need or provide equity of distribution for sport and active recreation facilities/services where the need is documented and endorsed by state associations, supported by supply and demand data and there are no other realistic options available in the City.</p> <p>Citywide and local scores:</p> <ul style="list-style-type: none"> <li>• high: no alternative opportunities [score 3]</li> <li>• medium: limited alternative opportunities [score 2]</li> <li>• low: multiple alternatives opportunities [score 1]</li> </ul> <p><b>Service levels/standards</b></p> <p>Service levels and standards for sport and active recreation are primarily guided by our strategic management plan that align with governing (sporting) bodies facility guidelines, Australian Standards and relevant legislation.</p> <ul style="list-style-type: none"> <li>• Very High: Service Levels and/or standards are in place and are defined by legislation, strategy or industry standard [score 3]</li> <li>• High: Service Levels and/or standards are in place and are defined in a local policy, plan or funding agreement [score 2]</li> <li>• Medium: Service Levels and/or standards are in place however are not defined [score 1]</li> <li>• Low: Service Levels and/or standards are not in place [score 0]</li> </ul> <p>The standard <b>scheduling criteria</b> are:</p> <ul style="list-style-type: none"> <li>• timing imperative (yes/no - date)</li> <li>• external funds/resources (value/availability)</li> <li>• project implementation phase (completes project, completes project stage, initiates new project)</li> <li>• project management stage (feasibility/assessment, planning/design/approvals and implementation)</li> <li>• rolling replacement program.</li> </ul>

<b>Category name</b>	<b>Roadworks (New and Significant Upgrades)</b>
<b>Responsible Director</b>	Director City Operations
<b>Responsible Officers</b>	Driver: Murray Conahan, Asset Planner Co-driver: Team Leader Infrastructure Asset Management
<b>Description of contents and subcategories</b>	<p>This category refers to the road network under the responsibility of the City of Onkaparinga which currently consists of approximately 1546km of roads of which 1358km are sealed, 188km unsealed and of that, 42km dust sealed.</p> <p>These have been broken down into a number of sub-categories which reflect the different forms of treatment methods used to maintain and improve the Council's road network.</p> <ul style="list-style-type: none"> <li>• sealed road – kerb &amp; widening NSU</li> <li>• sealed road – road shoulder construction NSU</li> <li>• sealed road – reconstruction/rehabilitation NSU</li> <li>• unsealed road – construct &amp; seal NSU</li> <li>• road safety program NSU</li> </ul>
<b>Strategies, policies and relevant studies</b>	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• An active, creative and learning city</li> <li>• A proud and positive city with people inspired to contribute and empowered to lead</li> <li>• A diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>• A well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles</li> <li>• A liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• A fun, safe and inclusive city that is attractive to live in, work in and visit</li> <li>• A prepared city that values natural resources, landscapes and sustainable management</li> <li>• A city with a prosperous, diverse and competitive economy</li> <li>• A city with strong business investments and confidence within a changing wider economy</li> <li>• Relevant Council strategies and policies:</li> <li>• Corporate Asset Management Plan</li> <li>• City of Onkaparinga Road Network Plan</li> </ul>

Category name	Roadworks (New and Significant Upgrades)
	<p>Other relevant studies include:</p> <ul style="list-style-type: none"> <li>• Pavement Predictive Modelling Technical Report (Sealed Roads)</li> <li>• A road condition audit of our sealed road network was completed during February 2015 and subsequent data analysis now informs our approach to pavement management and the prioritisation of roadworks projects included in the Reseal and Reconstruction subcategories.</li> <li>• Codes/Australian Standards/Guidelines</li> <li>• Department of Transport and Regional Services (2005) <i>Roads to Recovery Guidelines</i>.</li> </ul>
<p><b>Strategy for allocating funds</b></p>	<p><b>Council's role</b></p> <p>At the Council meeting held 13 June 2017 Council endorsed a revised City of Onkaparinga Corporate Asset Management Plan. This plan contains consolidated levels of service for all asset classes including for road and kerbing assets.</p> <p>Council has through the <i>Local Government Act 1999</i> legislative requirements a duty to provide and maintain roads under its care and control.</p> <p><b>Subcategories</b></p> <p>Sub-categories within Roadworks New/Significant Upgrade reflect the different forms of treatment/rehabilitation methods used to improve and extend the Council's road network. They are based on activity streams that are reasonably separate and discrete in terms of planning, costing and implementation.</p> <p>The sub-categories are assigned block allocations in order to provide the most beneficial optimisation of funding in order to maintain the integrity of the asset class and benefit the most clientele based on the following attributes:</p> <ul style="list-style-type: none"> <li>• asset management principles (looking after existing assets and ensuring that those assets requiring reconstruction are prioritised for upgrade consideration where it is required)</li> <li>• the Pavement Management System (PMS)</li> <li>• life cycle costing (whole of life cost)</li> <li>• road hierarchy and traffic volume/type</li> <li>• road safety.</li> <li>• Funding allocations for the following sub-categories are allocated on a priority basis (using the prioritisation criteria described below):</li> <li>• road safety program NSU</li> <li>• unsealed - construct and seal NSU</li> <li>• sealed road - kerb and widening NSU</li> <li>• road upgrades</li> </ul>



Category name	Roadworks (New and Significant Upgrades)
	<p><b>Citywide and local status</b></p> <p>The process of allocating funds within the Roadworks category based on the prioritisation process typically biases the outcomes to favour roads with a higher classification within the road network such as sub-arterial, distributor and collector roads.</p> <p>To address this bias, different (higher) thresholds are applied when assessing the criteria for the higher order roads.</p> <p><b>Assessment process</b></p> <p>The standard weighted and un-weighted criteria are used to prioritise projects as part of Council's on-going maintenance programs.</p> <p>More detailed assessment will be used for large or complex projects beyond the scale of Council's normal operations, including where Council requires financial allocations towards Department for Planning Transport and Infrastructure (DPTI) roadwork projects.</p> <p>Priority for upgrade projects will be given to those road segments requiring reconstruction.</p> <p><b>Asset Management Plans</b></p> <p>Asset management plans inform our strategies for allocating funds as detailed in each of the Resource Prioritisation documents.</p> <p>These plans consider demand forecasts, risk management and lifecycle management for all of our assets.</p> <p>They define the levels of service for our assets and will increasingly direct priorities for funding allocation between capital renewal and capital extension projects.</p> <p>Asset management planning is a dynamic process. The continuous refinement of our asset management improvement plans add to our knowledge of each asset class. Demand forecasts and lifecycle management will also inform priorities and funding requirements for maintenance regimes and will ensure resources are allocated to the areas of greatest need.</p>
<b>Prioritising criteria</b>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p>

Category name	Roadworks (New and Significant Upgrades)
	<p><b>Supported by strategic direction</b> [maximum score 6]</p> <ul style="list-style-type: none"> <li>Identified as a Focus Commitment in Onkaparinga 2035 [score 6]</li> <li>Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> <li>Not identified in any of the above [score 0]</li> </ul> <p><b>Risk exposure</b>            Risk exposure is assessed in accordance with the standard rating process and checklist which compares the current situation (no action) with the risks associated with undertaking the project or capital works.</p> <p><b>Volume/no. of existing users or potential users</b>            Separate into citywide and local as two separate lists for priority setting.            Citywide scores:</p> <p><b>Volume/no. of vehicles per day (Average Daily Traffic Flows – ADT)</b></p> <ul style="list-style-type: none"> <li>high: &gt;3001 vehicles per day (vpd) [score 3]</li> <li>medium: 1500-3000 vpd [score 2]</li> <li>low: &lt;1500 vpd [score 1]</li> </ul> <p>Local scores:</p> <p><b>Volume/no. of vehicles per day (Average Daily Traffic Flows – ADT)</b></p> <ul style="list-style-type: none"> <li>high: &gt;501 vehicles per day (vpd) [score 3]</li> <li>medium: 100-500 vpd [score 2]</li> <li>low: &lt;100 vpd [score 1]</li> </ul> <p><b>Position in network or hierarchy</b>            Road hierarchy:            Citywide and local scores:</p> <ul style="list-style-type: none"> <li>sub-arterial, distributor [score 3]</li> <li>collector [score 2]</li> <li>local [score 1]</li> </ul> <p><b>Cost/benefit ratio</b>            Typically road segments in poor condition incurring high maintenance costs will have a high benefit to cost ratio when considering an upgrade. Commercial interests and business opportunities as well as the potential for generation of employment must also be considered            Citywide and local:</p> <ul style="list-style-type: none"> <li>high: benefit to cost [score 3]</li> <li>medium: medium benefit to cost [score 2]</li> <li>low: low benefit to cost [score 1]</li> </ul>

Category name	Roadworks (New and Significant Upgrades)
	<p><b>Stakeholder and/or community expectations</b></p> <p>Assessed in accordance with standard rating based on the community expectations that this project will be delivered. Assessment should be considered in the context of the local community and expectations should be assessed relative to the project scope and the communities that will be affected.</p> <ul style="list-style-type: none"> <li>• very high: actively engaged local community involvement through a formal community engagement process with very high expectation that this project will be delivered [score 3]</li> <li>• high: actively engaged local community involvement with high expectation that this project will be delivered however a formal community engagement process has not been undertaken [score 2]</li> <li>• medium: local community is not especially active in its involvement [score 1]</li> <li>• low: local community has no level of interest in involvement [score 0]</li> </ul> <p><b>Other</b></p> <p><b>Traffic composition</b></p> <p>The number of heavy goods/transportation vehicles expressed as a percentage of annual average daily traffic flow.</p> <p>Citywide scores:</p> <ul style="list-style-type: none"> <li>• high percentage of heavy vehicles &gt;8% [score 3]</li> <li>• medium: predominantly passenger between 5-8% [score 2]</li> <li>• low: majority passenger vehicles &lt;5% score [score 1]</li> </ul> <p>Local scores:          Not applicable</p> <p><b>Traffic speed</b></p> <p>The potential for accidents and their severity is increased with higher traffic speeds. The eighty fifth percentile speed is an internationally accepted value used in highway and traffic engineering. It depicts that 85% of the total number of vehicles in the vicinity of the survey/study area were travelling at this speed or less. Common application to both citywide and local.</p> <ul style="list-style-type: none"> <li>• high: &gt; 80km/h [score 3]</li> <li>• medium: 50-80km/h [score 2]</li> <li>• low: &lt; 50km/h [score 1]</li> </ul>



Category name	Roadworks (New and Significant Upgrades)
	<p>Standard <b>scheduling criteria</b> used are:</p> <ul style="list-style-type: none"><li>• timing imperative (yes/no – date)</li><li>• external funds/resources (value/availability)</li><li>• project implementation phase (completes project, completes project stage, initiates new project)</li><li>• project management stage (assessment, planning and design, implementation)</li><li>• rolling replacement program.</li></ul>

<b>Category name</b>	<b>Traffic Management (New and Significant Upgrades)</b>
<b>Responsible Director</b>	Director City Operations
<b>Responsible Officers</b>	Driver: Road Network Planner Co-driver: Murray Conahan, Asset Planner
<b>Description of contents and subcategories</b>	<p>This category includes the installation of a variety of traffic management devices to improve road safety, pedestrian safety and traffic efficiency throughout the City of Onkaparinga road network. Subcategories consist of:</p> <ul style="list-style-type: none"> <li>• Major traffic control NSU (New and Significant Upgrades) (includes roundabouts, signalisation and major intersection upgrades). Generally applies to higher order roads such as distributor and collector roads</li> <li>• Minor traffic control NSU (local road intersection upgrades, raised medians, and minor traffic modifications)</li> <li>• Pedestrian and school crossings NSU (examples include pedestrian activated crossings, wombat crossings, koala crossings, pedestrian refuges, medians, and kerb protuberances).</li> </ul> <p>Council's traffic management strategies do not presently include the promotion of education and policing programs seeking to improve driver behaviours. For the most part these initiatives rest with other authorities such as Department of Planning, Transport and Infrastructure (DPTI) and South Australian Police (SAPoL).</p>
<b>Strategies, policies and relevant studies</b>	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• An active, creative and learning city</li> <li>• A proud and positive city with people inspired to contribute and empowered to lead</li> <li>• A diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>• A well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles</li> <li>• A liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• A fun, safe and inclusive city that is attractive to live in, work in and visit</li> <li>• A prepared city that values natural resources, landscapes and sustainable management</li> <li>• A city with a prosperous, diverse and competitive economy</li> </ul>

Category name	Traffic Management (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>A city with strong business investments and confidence within a changing wider economy.</li> </ul> <p>Relevant Council strategies and policies:</p> <ul style="list-style-type: none"> <li>Asset Management Framework</li> <li>City of Onkaparinga Road Network Plan 2016–2021</li> </ul> <p>Other relevant studies, strategies or plans:</p> <ul style="list-style-type: none"> <li>Department of Planning Transport, and Infrastructure (DPTI) Manual of Legal Responsibilities and Technical Requirements for Traffic Control Devices (Aug 2018)</li> <li>Austroads Guides</li> <li>Australian Standards AS 1742 – Manual of uniform traffic control devices</li> <li>DPTI Operational Instructions</li> <li>Traffic Precinct Studies</li> <li>Codes/Australian standards/guidelines.</li> </ul>
<p><b>Strategy for allocating funds</b></p>	<p><b>Council's role</b></p> <p>At the Council meeting held 13 June 2017 Council endorsed a revised City of Onkaparinga Corporate Asset Management Plan. This plan contains consolidated levels of service for all asset classes including for road and kerbing assets.</p> <p>Council is responsible for providing traffic management devices on those roads under its care and control. Where there is an interface between local roads and highways (DPTI roads) then the Commissioner of Highways (DPTI) is responsible for the installation and maintenance of the traffic management device as per section 26 of the Highways Act (Operational Instruction 20.1).</p> <p>The assessment and implementation of traffic management devices are based on the following publications:</p> <ul style="list-style-type: none"> <li>Australian Standards (AS 1742)</li> <li>Code of Technical Requirements (for SA)</li> <li>Austroads guidelines</li> <li>DPTI Operational Instructions.</li> </ul> <p><b>Citywide/local</b></p> <p>City wide (generally distributor &amp; collector roads) and local (generally local residential streets) scores are used to assess projects in this category.</p> <p><b>Assessment process</b></p> <p>Standard weighted and unweighted criteria are used to prioritise minor projects.</p> <p>More detailed assessments will be used for large or complex traffic management projects.</p>



Category name	Traffic Management (New and Significant Upgrades)
	<p><b>Asset Management Plans</b></p> <p>Asset management plans inform our strategies for allocating funds as detailed in each of the Resource Prioritisation documents. These plans consider demand forecasts, risk management and lifecycle management for all of our assets.</p> <p>They define the levels of service for our assets and will increasingly direct priorities for funding allocation between capital renewal and capital extension projects.</p> <p>Asset management planning is a dynamic process. The continuous refinement of our asset management improvement plans add to our knowledge of each asset class. Demand forecasts and lifecycle management will also inform priorities and funding requirements for maintenance regimes and will ensure resources are allocated to the areas of greatest need.</p>
<b>Prioritising criteria</b>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p><b>Supported by strategic direction</b> [maximum score 6]</p> <ul style="list-style-type: none"> <li>Identified as a Focus Commitment in Onkaparinga 2035 [score 6]</li> <li>Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> <li>Not identified in any of the above [score 0]</li> </ul> <p><b>Risk exposure</b></p> <p>Risk exposure is assessed in accordance with the standard rating process and checklist, which compares the current situation (no action) with the risks associated with undertaking the project or capital works.</p> <p><b>Volume/no. of users potential users</b></p> <p>Citywide scores (distributor and collector roads):</p> <p>Average daily traffic volumes (ADT).</p> <ul style="list-style-type: none"> <li>high: volumes &gt; 3000 vehicles per day (vpd) [score 3]</li> <li>moderate: 1501–3000 vpd [score 2]</li> <li>low volumes &lt; 1500 vpd [score 1]</li> </ul> <p>Pedestrian numbers (for the anticipated hour of the day with the heaviest use)</p>

Category name	Traffic Management (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>high: &gt;50 pedestrians per sample hour [score 3]</li> <li>medium: 10-50 pedestrians per sample hour [score 2]</li> <li>low: &lt;10 pedestrians per sample hour [score 1]</li> </ul> <p>Local scores (local roads):</p> <p>When comparing local/minor road classes score using the following guideline ADT's. If necessary due to the low traffic volumes, the thresholds may be revised utilising the maximum and minimum values.</p> <p>Volumes (ADT)</p> <ul style="list-style-type: none"> <li>high: &gt;500 vehicles per day (vpd) [score 3]</li> <li>medium: 100–500 vpd [score 2]</li> <li>low: &lt;100 vpd [score 1]</li> </ul> <p><b>Position in network or hierarchy</b></p> <p>Citywide and local scores:</p> <p>Road hierarchy:</p> <ul style="list-style-type: none"> <li>significant: sub-arterial, distributor [score 3]</li> <li>moderate importance: collector [score 2]</li> <li>limited role: local/minor [score 1]</li> </ul> <p><b>Cost/benefit ratio</b></p> <p>Subjective assessment of investment value. Include estimation of community cost/benefit as well as Council (asset management principles and maintenance costs).</p> <p>Citywide and local scores:</p> <ul style="list-style-type: none"> <li>high: high benefit to cost [score 3]</li> <li>medium: medium benefit to cost [score 2]</li> <li>low: low benefit to cost [score 1]</li> </ul> <p><b>Stakeholder/Community expectations</b></p> <p>Assessed in accordance with standard rating, based on the community expectations that this project will deliver. Assessment should be considered in the context of the local community and expectations should be assessed relative to the project scope and the communities that will be affected.</p> <ul style="list-style-type: none"> <li>very high: actively engaged local community involvement through a formal community engagement process with very high expectation that this project will be delivered [score 3]</li> <li>high: actively engaged local community involvement with high expectation that this project will be delivered however a formal community engagement process has not been undertaken [score 2]</li> <li>medium: local community is not especially active in its involvement [score 1]</li> <li>low: local community has no level of interest in involvement [score 0]</li> </ul>



Category name	Traffic Management (New and Significant Upgrades)
	<p><b>Other</b></p> <p><b>Traffic Composition</b> (as per Road Network Plan). The transportation of goods and/or people etc by heavy vehicles (HV) expressed as a percentage of the total average daily traffic volume.</p> <p>Citywide and local scores:</p> <ul style="list-style-type: none"> <li>identified freight route [score 3]</li> <li>identified minor freight route [score 2]</li> <li>other movements (eg buses) [score 1]</li> <li>no heavy vehicle movements [score 0]</li> </ul> <p><b>Traffic Speed</b></p> <p>As vehicle speeds increase above the known limit for a particular road or stretch of road the potential for accidents and their severity increases. The 85th percentile speed is an internationally accepted value utilised in highway and traffic engineering fields, it depicts that 85% of motorists are travelling at this speed or less.</p> <p>The scoring system is therefore appropriate to every road with a known or posted speed limit as recorded speeds (using Council traffic data collection) are matched against posted speeds and given a weighting depending on severity of breach.</p> <p>Citywide and local scores:</p> <ul style="list-style-type: none"> <li>high: 85th percentile speed is 15km/h over posted limit [score 3]</li> <li>medium: 85th percentile speed is 5-15km/h over posted limit [score 2]</li> <li>low: 85th percentile speed is 0-5km/h over posted limit [score 1]</li> <li>zero: no speeding issues [score 0]</li> </ul> <p><b>Accident statistics</b></p> <p>Statistics are based upon the Department of Planning, Transport and Infrastructure (DPTI) crash database, spatial information and recent Police reports. The data used should be for the five (5) most recent accident years available. Black Spot criteria for discrete sites requires a minimum of three casualty crashes during this period. A casualty crash is defined as either a fatal or injury crash. Crashes should have occurred within 30 metres of any investigated intersection or at a particular mid-block location.</p> <p>For rural road lengths the Black Spot criteria method should be applied where requiring 0.2 casualty crashes per kilometer per year over 5 years.</p> <p>Citywide and local scores:</p> <ul style="list-style-type: none"> <li>&gt;5 non-casualty or 2.5 casualty per year [score 3]</li> <li>&gt;4 non-casualty or 1.5 casualty per year [score 2]</li> <li>&gt;3 non-casualty or 1.0 casualty per year [score 1]</li> <li>0 casualty crashes [score 0]</li> </ul> <p>Rural road lengths:</p> <ul style="list-style-type: none"> <li>&gt;0.5 non-casualty or 0.2 casualty per km per year [score 3]</li> </ul>



Category name	Traffic Management (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>• &gt;0.4 non-casualty or 0.15 casualty per km per year [score 2]</li> <li>• &gt;0.3 non-casualty or 0.1 casualty per km per year [score 1]</li> <li>• 0 non-casualty crashes [score 0]</li> </ul> <p>Standard <b>scheduling criteria</b> used are:</p> <ul style="list-style-type: none"> <li>• timing imperative (yes/no - date)</li> <li>• external funds/resources (value/availability)</li> <li>• project implementation phase (completes project, completes project stage, initiates new project)</li> <li>• project management stage (assessment, planning and design, implementation)</li> <li>• rolling replacement program.</li> </ul>

Category name	Water Resources (New and Significant Upgrades)
Responsible Director	Director City Operations
Responsible Officers	Driver: Rene Basse, Asset Planner Water Resources Co-driver: Salvador Jurado, Asset Planner, Coastal
Description of contents and subcategories	<p>This category consists of the following subcategories:</p> <p><b>Water Management and Flood Protection – Major</b>  <b>Water Management and Flood Protection – Minor</b></p> <p>These subcategories incorporate construction of stormwater management and flood protection infrastructure.</p> <p>The Major flood protection category addresses protection of infrastructure and property for major events up to 1:100 years. The minor flood protection category addresses street and gutter flows for pedestrian and vehicle safety and convenience in more regular rainfall events.</p> <p>As identified in our asset management plan, projects will be designed to achieve flood protection and water quality improvement, and where possible other benefits such as the provision of recreational/open space functions for the community and water harvesting and re-use. Wherever possible we schedule works to coincide with other infrastructure upgrade works to avoid duplication of effort, and 'opening up' a street after other works have recently been completed.</p> <p><b>Watercourse Management</b></p> <p>This subcategory includes projects such as erosion control works often associated with improvement and protection of natural assets and not otherwise associated with flood protection or water management projects. It can include watercourse rehabilitation projects for improved environmental outcomes.</p> <p><b>Department of Planning, Transport and Infrastructure (DPTI) contributions</b></p> <p>Council has an obligation to contribute to drainage upgrade works undertaken by DPTI where council areas form part of the catchment.</p> <p><b>Other related Project and Capital Works categories</b></p> <p>This category relates strongly to the following categories:</p> <ul style="list-style-type: none"> <li>• Environmental Projects (not funded elsewhere)</li> <li>• Coastal Management</li> </ul> <p>Project scheduling may be influenced by the following categories:</p> <ul style="list-style-type: none"> <li>• Placemaking</li> <li>• Roadworks</li> <li>• Open Space</li> <li>• Major Projects</li> </ul>

Category name	Water Resources (New and Significant Upgrades)
<b>Strategies, policies and relevant studies</b>	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• An active, creative and learning city</li> <li>• A proud and positive city with people inspired to contribute and empowered to lead</li> <li>• A diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>• A well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles</li> <li>• A liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• A fun, safe and inclusive city that is attractive to live in, work in and visit</li> <li>• A prepared city that values natural resources, landscapes and sustainable management</li> <li>• A city with a prosperous, diverse and competitive economy</li> <li>• A city with strong business investments and confidence within a changing wider economy</li> </ul> <p>Relevant Council strategies and policies:</p> <ul style="list-style-type: none"> <li>• Asset Management Framework</li> </ul> <p>Legislation or external policies include:</p> <ul style="list-style-type: none"> <li>• <i>Environment Protection Act 1993</i></li> <li>• Environmental Protection Policy (Water Quality) (2003)</li> <li>• <i>Development Act 1993</i></li> <li>• <i>Natural Resource Management Act 2004</i></li> <li>• Guidelines for Urban Stormwater Management Local Government Association of South Australia Stormwater Management Strategy (June 2003)</li> <li>• Metropolitan Adelaide Stormwater Management Study (July 2004)</li> <li>• Urban Stormwater Management Policy for South Australia (May 2005),</li> <li>• <i>Local Government (Stormwater Management) Amendment Act 2007</i></li> <li>• Stormwater Management Planning Guidelines 2007</li> <li>• Water for Good 2009</li> <li>• <i>Water Act 2012</i></li> </ul>



Category name	Water Resources (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>• Agreement between State Government and Local Government on stormwater management (September 2013) (Note this agreement has not been reflected in legislation as yet, however the agreement commits Councils and the State Government to 'use their best endeavours' to comply until the legislation is enacted)</li> <li>• Western Mount Lofty Ranges Water Allocation Plan (2013)</li> <li>• Adelaide Coastal Water Quality Improvement Plan (2013)</li> <li>• SA State Government WSUD Policy (October 2013)</li> </ul> <p>Other current relevant studies, strategies and plans:</p> <ul style="list-style-type: none"> <li>• Adelaide and Mount Lofty Ranges Natural Resources Management Board (2014) Natural Resources Management Plan</li> <li>• Kellogg Brown and Root (2012) Floodplain mapping and climate change modelling for the Silver Sands and Washpool catchment</li> <li>• Sinclair Knight Mertz (2011) Flood Risk Analysis - Waterproofing the South Stage 1</li> <li>• Tonkin Consulting (2011) Panalatinga &amp; Glenloth Creek Floodplain Mapping Study</li> <li>• Tonkin Consulting (2011) Hackham Creek Floodplain Mapping Study</li> <li>• Australian Water Environments (2011) McLaren Vale Pedler Creek floodplain mapping update</li> <li>• Gilbert &amp; Associates (2011) – Aldinga Beach catchment Hydrological Investigation</li> <li>• Kellogg Brown &amp; Root (2010) – Flood study for Seaford Rail Extension</li> <li>• Tonkin Consulting (2010) Sauerbier Creek flood plain modelling Project</li> <li>• Tonkin Consulting (2010) Pedler Creek - Flood damages assessment and mitigation options</li> <li>• Tonkin Consulting (2009) Pedler Creek Floodplain Mapping Project</li> <li>• Sinclair Knight Merz (2009) - Water Proofing the South Stormwater Harvesting Options Study</li> <li>• Maunsel AECOM (2009) Hydrological Services and Investigations – Coastal Catchments Study report</li> <li>• Wallbridge and Gilbert (2009) Waterproofing the South –Stage 1 concept</li> <li>• Maunsel AECOM (2009) Climate change Scenario Identification</li> <li>• QED (2007) Washpool Lagoon and Environs Management Plan</li> <li>• Christies Creek Task Force(2007) Christie Creek Task Force Report</li> <li>• City of Onkaparinga (2006) Waterproofing the South 2006–2010</li> <li>• Tonkin Consulting (2005) Sellicks Beach Township Urban Stormwater Drainage Study</li> <li>• Sinclair Knight Merz (2005) Christie Creek Floodplain Mapping Study</li> </ul>

Category name	Water Resources (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>• City of Onkaparinga (2004) Riverine Corridors Scoping Study</li> <li>• Tonkin Associates (2004) Upper Onkaparinga Floodplain Mapping Study</li> <li>• Tonkin Associates (2004) City of Onkaparinga Stormwater Management Scoping Study</li> <li>• Tonkin Associates (2004) Maslin Beach Urban Stormwater Master Plan</li> <li>• Earth Tech Engineering (2004) Christie Creek Erosion Audit</li> <li>• Green, Paul (2004) City of Onkaparinga Watercourse Maintenance Strategies Study</li> <li>• City of Onkaparinga (2004) Technical Review of the Aldinga Beach Drainage Scheme</li> <li>• Kinhill 1990 Seaford Joint Venture Drainage Report</li> </ul> <p>Other relevant studies with historic and limited relevance (revise and refine):</p> <ul style="list-style-type: none"> <li>• Patawalonga Catchment Water Management Board (2002), Patawalonga Catchment Water Management Plan)</li> <li>• River Murray Catchment Water Management Board (2002) River Murray Catchment Water Management Plan</li> <li>• Department for Water Resources (2000) State Water Plan</li> <li>• Onkaparinga Catchment Water Management Board (2000) Field River, Waterfall Creek, Christie Creek and Stanvac Creek Riparian Zone Biodiversity Action Plan</li> <li>• Onkaparinga Catchment Water Management Board (2000) Onkaparinga Catchment Water Management Plan</li> <li>• Onkaparinga Catchment Water Management Board (1999) A Watercourse Management Action Plan for the Lower Onkaparinga River Catchment</li> <li>• Onkaparinga Catchment Water Management Board (1999) A Watercourse Management Action Plan for the Willunga Basin Surface Catchments</li> <li>• Onkaparinga Catchment Water Management Board (1999) Kangarilla Catchment Action Plan</li> <li>• Tonkin Associates (1997) Field River Catchment Plan</li> <li>• Kinhill Engineers (1995) Stormwater Drainage Study Washpool-Aldinga Beach Township</li> <li>• Tonkin Associates (1995) Christie Creek Catchment Plan</li> <li>• Kinhill Engineers (1988) Stormwater Drainage Study Sellicks Beach Township</li> <li>• Kinhill Engineers (1987) Stormwater Drainage Study McLaren Vale Township</li> <li>• Kinhill Engineers (1986) Stormwater Drainage Study for District of Willunga</li> </ul>



Category name	Water Resources (New and Significant Upgrades)
<b>Strategy for allocating funds</b>	<p><b>Council's role</b></p> <p>At the Council meeting held 13 June 2017 Council endorsed a revised City of Onkaparinga Corporate Asset Management Plan. This plan contains consolidated levels of service for all asset classes including Water Resource assets.</p> <p><b>Subcategories</b></p> <p>Water Management and Flood Protection – Major          Water Management and Flood Protection – Minor</p> <p>The primary functions of Council's stormwater management program are flood protection and water quality improvement. This is reflected in a significant portion of the funding allocation being committed to these categories. Service standard improvement and upgrades are being identified as stormwater management studies are completed. Development of water management facilities including wetlands and detention basins is often heavily dependent on the establishment of self-managed ecosystems and often involves a significant revegetation component and development and implementation of whole of life management plans. Accordingly allocations are included for vegetation establishment over the first three years following completion of civil works.</p> <p><b>Major/minor status</b></p> <p>The allocation of funds within the water management and flood protection subcategories is based on the principle of achieving maximum value/benefit, with a focus on the areas with highest risk. We apply the principle of major and minor flow management for stormwater.</p> <p>The Minor flood category is for provision of drainage infrastructure to manage 'nuisance' flows in more regular rain events and limit kerb water depth and velocity to safe levels in events up to 1:5 in residential areas, and 1:10 in commercial and industrial areas. Rainfall events and flows of greater magnitude considered 'major' are managed through the Major flood category. Our service standard is to limit flooding of private property to 'low hazard' levels in up to a 1:100 event. This is consistent with the industry wide standard approach to stormwater systems.</p> <p><b>Studies</b></p> <p>The primary criteria for prioritising studies are based on the issues identified in the Stormwater Management Scoping Study.</p> <p>At a local scale, to ensure the flood protection and water quality improvement compliant with Council's service standards are provided in a strategic context, studies and investigations as detailed in the internal review of the Stormwater Management Scoping Study are required. A risk and priority catchment basis are used to prioritise projects.</p>



Category name	Water Resources (New and Significant Upgrades)
	<p>The potential impacts from climate change are also to be factored into short- and long-term planning for stormwater management, and the scenarios developed as part of the 'Resilient South' project are utilised for all new design work.</p> <p><b>Watercourse Management</b></p> <p>As well as receiving waters and ecosystems, public and private infrastructure may be threatened not only by inundation, but also by the erosion of natural and constructed watercourses that are under Council's care and control. Council has a duty of care under the <i>Natural Resources Management Act 2004</i> to properly manage watercourses under its care. The management of watercourses, like water management facilities often involves a significant revegetation component, and development and implementation of whole of life management plans. The rehabilitation of the water courses and creeks within the council area is important and helps achieve a healthy environment.</p> <p><b>Department for Planning, Transport and Infrastructure (DPTI)</b></p> <p>DPTI regularly undertakes minor upgrades to drainage infrastructure associated with their roads within our council area. Council is obligated to contribute to the drainage improvements undertaken based on the proportion of the catchment for which Council is responsible. Whilst major projects are identified in advance and programmed in the flood protection subcategory minor works often arise from year to year.</p> <p><b>Assessment process</b></p> <p>In general, the assessment process for stormwater management projects will be by way of prioritisation using standard weighted and unweighted criteria with reference to the service level standards and scheduling criteria. The risk management approach will also ensure higher risks are addressed on a priority basis.</p> <p>More detailed assessment, including cost benefit analysis will be used for proposals for large or complex stormwater management projects.</p> <p><b>Asset Management Plans</b></p> <p>Asset management plans inform our strategies for allocating funds as detailed in each of the Resource Prioritisation document.</p> <p>These plans consider demand forecasts, risk management and lifecycle management for all of our assets.</p> <p>They define the levels of service for our assets and will increasingly direct priorities for funding allocation between capital renewal and capital extension projects. As part of this process, revised service levels for the water resources category were endorsed by Council.</p> <p>Asset management planning is a dynamic process. The continuous refinement of our asset management improvement plans add to our knowledge of each asset class. Demand forecasts and lifecycle management will also inform priorities and funding requirements for maintenance regimes and will ensure resources are allocated to the areas of greatest need.</p>

Category name	Water Resources (New and Significant Upgrades)
	<p><b>Funding Sources</b></p> <p>Where project objectives and outcomes comply with the requirements and management targets of other funding sources, including the Stormwater Management Authority, Adelaide and Mount Lofty Ranges Natural Resources Management Board, and other State and Federal initiatives, funding will be sought in accordance with their required criteria.</p> <p>The stormwater reserve, which is funded primarily from water quality service charge payments from developers, provides an additional funding option for eligible major water quality improvement projects.</p>
<b>Prioritising criteria</b>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p><b>Supported by strategic direction</b> [maximum score 6]</p> <ul style="list-style-type: none"> <li>Identified as a 'Key Action' in the Community Plan 2035 [score 6]</li> <li>Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> <li>Not identified in any of the above [score 0]</li> </ul> <p><b>Risk exposure</b></p> <p>Risk exposure is assessed in accordance with the standard rating process and checklist that compares the current situation (no action) with the risks associated with undertaking the project or capital works.</p> <p><b>Volume/no. of users or potential users</b></p> <p>Water Management and Flood Protection</p> <p>Major projects</p> <p>(Volume 1)</p> <p>Number of allotments/area affected</p> <ul style="list-style-type: none"> <li>high: benefits &gt;100 allotments/large catchment [score 3]</li> <li>medium: benefits 10-100 allotments/sub catchment [score 2]</li> <li>low: benefits &lt;10 allotments, or public property only [score 1]</li> <li>nil properties [score 0]</li> </ul> <p>(Volume 2)</p> <p>Improvement in level of flood protection</p>



Category name	Water Resources (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>high: increases from &lt;1:5 to 1:100 [score 3]</li> <li>medium: increases from &lt;1:20 to 1:100 [score 2]</li> <li>low: increases from &lt;1:50 to 1:100 [score 1]</li> <li>nil: no improvement in flood protection [score 0]</li> </ul> <p>Minor projects: (Volume 1) Number of allotments affected</p> <ul style="list-style-type: none"> <li>high: benefits &gt;20 allotments [score 3]</li> <li>medium: benefits 5-20 allotments [score 2]</li> <li>low: benefits &lt;5 allotments or public property only [score 1]</li> <li>No properties [score 0]</li> </ul> <p>(Volume 2) Improvement in level of flood protection</p> <ul style="list-style-type: none"> <li>high: increases from &lt;1:1 to 1:5, or where appropriate, 1:10 [score 3]</li> <li>medium: increases from &lt;1:5 to 1:5, or where appropriate, 1:10 [score 2]</li> <li>low: increases from &gt;1:5 and &lt;1:10 to 1:10 where appropriate [score 1]</li> <li>nil: no improvement in flood protection [score 0]</li> </ul> <p><b>Achievement of multiple objectives</b> (Applies to Water Management and Flood Protection - Major sub category only)</p> <ul style="list-style-type: none"> <li>high: site is frequently used by large numbers of people as a recreational or amenity asset, is a high value biodiversity resource, or facilitates high volume stormwater harvesting (&gt;20ML/A) [score 3]</li> <li>medium: site is frequently used by a moderate number of people, is a moderate value biodiversity resource or facilitates medium volume stormwater harvesting &gt;10ML/A and &lt;20ML/A or only satisfies two of the three criteria above [score 2]</li> <li>low: site is infrequently visited or is a low value biodiversity resource or does not facilitate or has low potential for stormwater harvesting or only satisfies one of the three criteria above [score 1]</li> <li>nil: no biodiversity, amenity or stormwater re-use outcome [score 0]</li> </ul> <p><b>Watercourse management</b> (Volume 1) Strategic water quality importance of works</p> <ul style="list-style-type: none"> <li>high: project addresses priority site or catchment, without other water quality management facilities [score 3]</li> </ul>



Category name	Water Resources (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>medium: project addresses low priority site downstream of other water quality management facilities or with substandard water quality facilities downstream [score 2]</li> <li>low: other water quality management facilities with sufficient network capacity exist downstream of site [score 1]</li> <li>nil: no assessed water quality outcomes [score 0]</li> </ul> <p>(Volume 2)</p> <p>Biodiversity value of works</p> <ul style="list-style-type: none"> <li>high: project addresses priority site, upstream or at biodiversity hotspot [score 3]</li> <li>medium: project extends/protects biodiversity outcomes along a reach with above average biodiversity value [score 2]</li> <li>low: site or downstream reach has low or poor biodiversity value [score 1]</li> <li>nil: works proposed have no biodiversity value [score 0]</li> </ul> <p><b>Position in network or hierarchy</b></p> <p>(Applies to Water Management and Flood Protection Major and Minor and Water Course Management subcategories)</p> <ul style="list-style-type: none"> <li>significant: the project forms a fundamental part of the stormwater network for a major catchment and other projects in the catchment cannot proceed until it is completed [score 3]</li> <li>moderate: the project is an important component of the stormwater network for a major sub-catchment [score 2]</li> <li>limited: the project is isolated and services a localised, minor catchment only [score 1]</li> <li>local only – the project only addresses a single site [score 0]</li> </ul> <p><b>Water quality benefits</b></p> <p>Major projects</p> <ul style="list-style-type: none"> <li>high: improves stormwater quality to service level standard for one of the region's major drainage systems (three or more developments) [score 3]</li> <li>medium: improves stormwater quality to service level standard in a suburb or a branch of a substantial catchment; or improves water quality to near service standard for a major drainage system, (three or more developments) [score 2]</li> <li>low: improves stormwater quality to service level standard for a minor catchment (one development); or marginally improves stormwater quality in a suburb or branch of a substantial catchment [score 1]</li> <li>nil: does not improve stormwater quality [score 0]</li> </ul> <p>Minor projects/watercourse management:</p> <ul style="list-style-type: none"> <li>high: improves water quality to service level standard [score 3]</li> </ul>

Category name	Water Resources (New and Significant Upgrades)
	<ul style="list-style-type: none"> <li>• medium: improves water quality but not to service level standard [score 2]</li> <li>• low: minor water quality improvement [score 1]</li> <li>• nil: does not improve water quality [score 0]</li> </ul> <p><b>Stakeholders/community expectations</b></p> <p>Assessed in accordance with standard rating based on the community expectations that this project will be delivered. Assessment should be considered in the context of the local community and expectations should be assessed relative to the project scope and the communities that will be affected.</p> <ul style="list-style-type: none"> <li>• very high: actively engaged local community involvement through a formal community engagement process with very high expectation that this project will be delivered [score 3]</li> <li>• high: actively engaged local community involvement with high expectation that this project will be delivered however a formal community engagement process has not been undertaken [score 2]</li> <li>• medium: local community is not especially active in its involvement [score 1]</li> <li>• low: local community has no level of interest in involvement [score 0]</li> </ul> <p>Standard schedule criteria were used:</p> <ul style="list-style-type: none"> <li>• timing imperative (yes/no – date)</li> <li>• external funds/resources (value/availability)</li> <li>• project implementation phase (completes project, completes project stage, initiates new project)</li> <li>• project management stage (assessment, planning and design implementation)</li> <li>• rolling replacement program.</li> </ul>

---

## OTHER PROJECTS

2020–21  
RESOURCE PRIORITISATION  
DOCUMENTS

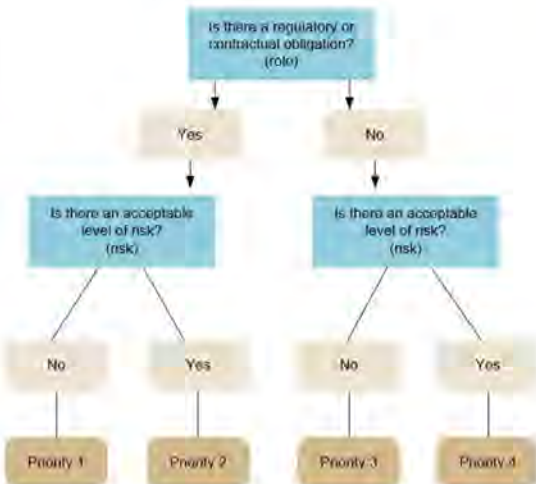




Category Name	Commercial Activity
<b>Responsible Director</b>	Chief Financial Officer
<b>Responsible Officers</b>	Driver: Jock Berry, Manager Property and Commercial Co-driver: Julian James, Commercial Operations Officer Paul Matthews, Commercial Officer
<b>Description of contents and subcategories</b>	<p>The Commercial Activity category provides funding for Council's commercial activities. Key commercial assets this resource prioritisation will be applied to are:</p> <ul style="list-style-type: none"> <li>• Tourist Parks</li> <li>• Coastal Kiosks</li> <li>• Commercial Leases</li> <li>• Telecommunications leases.</li> </ul> <p>This Resource Prioritisation document (RPD) is the template/guideline for preparing and prioritising the business case for projects associated with Council's commercial enterprises and properties. All significant asset renewal, replacement and other investment in council's commercial enterprises should be assessed using this framework.</p>
<b>Strategy for Allocating funds</b>	<p>The operation of the commercial assets assists Council with meeting its strategic objectives. This includes both at a community plan level and down to the more detailed business or asset operation.</p> <p>This RPD also recognises initiatives which may not yet be part of a formal plan but are identified as important to the development/ sustainability to Council's commercial activities.</p> <p>We will therefore identify Community Plan alignment from within the following sources:</p> <p><b>Alignment with Onkaparinga 2035 objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p>Activities in this category should contribute to one or more of the Community Plan Objectives. Further guidance can be found in the PCW Driver and Co Driver guideline document section 3.2.7.</p> <p><b>Additional evidence that a project bid is aligned to the Community Plan Objectives can be found in the following sources.</b></p> <p><b>Relevant Council strategies and policies:</b></p> <ul style="list-style-type: none"> <li>• Asset management framework</li> <li>• Commercial asset business plans</li> <li>• Previously approved multi-year projects</li> <li>• Service Reviews/Resolutions of Council and Committees of Council.</li> </ul>

Category Name	Commercial Activity
	<p><b>Business Intelligence (BI)</b></p> <p>BI bids are opportunities that may have been identified by staff, industry comparison, customer feedback etc, rather than through a conventional business planning process.</p> <p>BI bids will primarily benefit the two Tourist Parks where council operates accommodation businesses as well as owning the asset.</p> <p>The inclusion of BI as a source of project ideas is intended to allow council's investment in the Park's to be agile and responsive.</p> <p>Opportunities to improve the appeal of the Park's with their apparent target markets should also be considered as strategic priorities. Such initiatives are expected to increase the marketability of these sites and lead to greater customer satisfaction and enjoyment.</p>
<p><b>Unweighted Prioritisation criteria</b></p>	<p><b>Commercial Assessment Overview</b></p> <p>This section provides the remaining unweighted scoring considerations for Commercial projects.</p> <p>These criteria reflect a means of assessing and scoring of key business drivers around the following:</p> <ul style="list-style-type: none"> <li>• Stakeholder - Management of specific risks and obligations</li> <li>• Cost Benefit – Financial Value Assessment</li> <li>• Market position.</li> </ul> <p><b>Relative Need – Sustainability and Growth Assessment</b></p> <ul style="list-style-type: none"> <li>• Scheduling Imperative.</li> </ul> <p><b>Stakeholder - Management of specific risks and obligations</b></p> <p>This section details the assessment of specific obligation-based risks. This is undertaken in addition to the standard PCW risk assessment section and provides an elevated priority where there is a specifically identifiable risk or obligation.</p> <p>Our commercial enterprises are often managed under contracts or have specific regulatory requirements that apply and clearly identify management obligations. If council has a regulatory or contractual obligation to respond to this should add to the prioritisation of the project. These specific risks are considered and scored on the basis of not undertaking the project.</p> <p>The following flow chart provides the guiding decision path when considering the assessment of risks and obligations. Risk in this category should be assessed with reference to the City of Onkaparinga's Risk Management framework.</p>



Category Name	Commercial Activity
	<p style="text-align: center;">Commercial Activity Risk and obligation assessment flow chart</p>  <pre> graph TD     A[Is there a regulatory or contractual obligation? (role)] -- Yes --&gt; B[Is there an acceptable level of risk? (risk)]     A -- No --&gt; C[Is there an acceptable level of risk? (risk)]     B -- No --&gt; D[Priority 1]     B -- Yes --&gt; E[Priority 2]     C -- No --&gt; F[Priority 3]     C -- Yes --&gt; G[Priority 4]   </pre> <p><i>NB: For reference a risk rating (as a result of no action) of very-high or greater is deemed to not be an acceptable level of risk.</i></p> <p>Priorities are scored as follows and should be entered in one of the 'volume' scoring sections of the database:</p> <ul style="list-style-type: none"> <li>• Priority 1 – score 4</li> <li>• Priority 2 – score 3</li> <li>• Priority 3 – score 2</li> <li>• Priority 4 – score 1</li> </ul> <p><b>Cost Benefit - Financial Value Assessment</b></p> <p>This assessment will be used for projects with reasonably identifiable recurring cash flows and where multiple options may exist to achieve a similar outcomes.</p> <p><i>NB: Scores for this section should be included in the second 'volume' scoring section of the database.</i></p> <p><b>For projects expected to provide a positive return.</b></p> <p>A comparative analysis should be performed typically using the Net Present Value (NPV) method. This will use Councils cost of capital as the discount rate (4.5% - 2019–20 + an additional risk premium of 1% bringing the discount rate to 5.5%) and seeks to identify the project with the highest return.</p> <p>The NPV outputs will be scored as follows:</p> <ul style="list-style-type: none"> <li>• NPV &gt; \$0 bids will be prioritised based on highest NPV first with a view toward maximising immediate return to Commercial Activity Reserve [Score 1-8] (a score at the upper end to represent an exceptional revenue generating opportunity – high cash flows with fast early payback or very secure/certain returns)</li> <li>• NPV &lt; \$0 or low in comparison to other options [Score 0]</li> </ul>



Category Name	Commercial Activity
	<p><i>NB: Scores for this section should be included in the second 'volume' scoring row of the PCW database.</i></p> <p><b>Market Position</b></p> <p>Another key aspect of commercial operation is market position. The security of our revenue is derived from occupying a sustainable place in the market.</p> <p>Our approach may be to differentiate ourselves, provide a low cost option or both. In some situations we may be the only provider in which case we are providing a niche product/service. It is essential to the sustainability of the business that we do not over or under invest in this position. Our products should be valued by and satisfy the customers we are serving. Our investment in the business or property needs to clearly and deliberately reflect our actual or desired position in the market.</p> <p>The key issue is how critically we need to target our investment given the following considerations. Priorities are scored as follows and should be entered in one of the 'Other' scoring sections of the database.</p> <p>Scoring – note: That only one of these options can be selected, they are not cumulative [maximum score 8]</p> <ul style="list-style-type: none"> <li>• Very High: For example there are currently multiple providers who provide a similar/comparable service within our council area – High need to follow/lead market offering [Score 5-8]</li> <li>• High: There are currently multiple providers who provide a similar / comparable service however these are within the greater metropolitan area – moderate need follow / lead market offering [Score 3-4]</li> <li>• Moderate: For example other providers exist in our council area however service provision is notably different – maintain and possibly lead market offering [Score 1-2]</li> <li>• Low: For example no other providers exist – maintain market offering and manage cost [Score 0]</li> </ul> <p><b>Relative Need – (Sustainability and Growth Assessment)</b></p> <p>This section is intended to guide decision making on the qualities of projects that should be selected to drive growth or ensure sustainable operation.</p> <p><i>Service levels/standards</i></p> <p>The key here is to consider whether we are investing in the appropriate quality of project. For example do we have a business plan which has assessed what the service level should be, are we picking the right product for the expectations our target market and/or does the project align to common practice with other industry participants.</p> <p>Priority will be given to projects that can demonstrate a high degree of certainty that the quality selected is what is required.</p> <ul style="list-style-type: none"> <li>• Very High: For example Service Levels and/or standards are in place and are well documented, defined by legislation, strategy document, sound customer feedback or industry standard [Score 7-9]</li> </ul>

Category Name	Commercial Activity
	<ul style="list-style-type: none"> <li>• High: Service Levels and/or standards are in place, customer expectations are known [Score 4-6]</li> <li>• Medium: Service Levels and/or standards are in place or customer expectations are suspected but not defined [Score 2-3]</li> <li>• Low: Service Levels and/or standards are not in place and are unknown [Score 1]</li> </ul> <p><b>Scheduling Imperative</b></p> <p>Finally the project should have given consideration to the following potential risks and opportunities as additional imperitives to undertake a project.</p> <p>Priorities are scored as follows and should be entered in one of the 'Other' scoring sections of the database:</p> <ul style="list-style-type: none"> <li>• Timing imperative (yes/no - date)</li> <li>• External funds/resources (value/availability)</li> <li>• Activity implementation phase (completes activity, completes activity stage, initiates new activity)</li> <li>• Activity management stage (assessment, planning and design, implementation)</li> <li>• Monitoring market trends/emerging competition.</li> </ul> <p><i>Scoring - Note that only one of these options can be selected, they are not cumulative.</i></p> <p><b>Assessment</b></p> <ul style="list-style-type: none"> <li>• Meets 3 Drivers – 6 points</li> <li>• Meets 2 Drivers – 4 points</li> <li>• Meets 1 Drivers – 2 points</li> <li>• Meets 0 Drivers – 0 points</li> </ul>

Category name	Community, Culture and Libraries
Responsible Director	Director Community Relations
Responsible Officers	Driver: Bobbie-Jean Stevens, Manager Public Relations Co-drivers: Stuart Purves, Manager Libraries and Community Centres, Ian Hawkins, Manager Community Safety, Ynys Onsman, Manager Strategic Futures (Acting).
Description of contents and subcategories	<p>This category incorporates a number of subcategories related to council's interactions with the community.</p> <p><b>Arts and Culture:</b> funds a range of arts and cultural development activities, community driven public art projects, events, programs, exhibitions and festivals.</p> <p><b>Community Capacity:</b> Community capacity funds a range of programs, projects and events such as Australia Day celebrations, the Christmas Pageant, Beachside Food and Wine Festival, Touch a Truck, a range of community grants, Every Generation Onkaparinga and Leadership Onkaparinga.</p> <p><b>Sport Development Projects:</b> funds sport development projects such as the sport and active recreation donation program.</p> <p><b>Grants:</b> funds the provision of grants, sponsorship and donations programs that support community initiatives and achieve strategic outcomes.</p> <p><b>Libraries:</b> funds the purchase of library materials.</p>
Strategies, policies and relevant studies	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• An active, creative and learning city</li> <li>• A proud and positive city with people inspired to contribute and empowered to lead</li> <li>• A diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>• A well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles</li> <li>• A liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• A fun, safe and inclusive city that is attractive to live in, work in and visit.</li> </ul> <p>Relevant Council strategies, plans and policies:</p> <ul style="list-style-type: none"> <li>• Art and Cultural Development Strategic Management Plan 2014–19</li> </ul>



Category name	Community, Culture and Libraries
Responsible Director	Director Community Relations
Responsible Officers	Driver: Bobbie-Jean Stevens, Manager Public Relations Co-drivers: Stuart Purves, Manager Libraries and Community Centres, Ian Hawkins, Manager Community Safety, Ynys Onsman, Manager Strategic Futures (Acting).
Description of contents and subcategories	<p>This category incorporates a number of subcategories related to council's interactions with the community.</p> <p><b>Arts and Culture:</b> funds a range of arts and cultural development activities, community driven public art projects, events, programs, exhibitions and festivals.</p> <p><b>Community Capacity:</b> Community capacity funds a range of programs, projects and events such as Australia Day celebrations, the Christmas Pageant, Beachside Food and Wine Festival, Touch a Truck, a range of community grants, Every Generation Onkaparinga and Leadership Onkaparinga.</p> <p><b>Sport Development Projects:</b> funds sport development projects such as the sport and active recreation donation program.</p> <p><b>Grants:</b> funds the provision of grants, sponsorship and donations programs that support community initiatives and achieve strategic outcomes.</p> <p><b>Libraries:</b> funds the purchase of library materials.</p>
Strategies, policies and relevant studies	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• An active, creative and learning city</li> <li>• A proud and positive city with people inspired to contribute and empowered to lead</li> <li>• A diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>• A well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles</li> <li>• A liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• A fun, safe and inclusive city that is attractive to live in, work in and visit.</li> </ul> <p>Relevant Council strategies, plans and policies:</p> <ul style="list-style-type: none"> <li>• Art and Cultural Development Strategic Management Plan 2014–19</li> </ul>

Category name	Community, Culture and Libraries
	<ul style="list-style-type: none"> <li>Public Art Framework</li> <li>Youth Strategic Management Plan 2013–18</li> <li>Disability Access and Inclusion Management Plan 2013–18</li> <li>Regional Public Health Plan 2015</li> <li>Sport and Active Recreation Strategic Management Plan 2014–19</li> <li>Libraries Strategic Management Plan 2018–21</li> <li>Community Centres Management Model 2016.</li> </ul> <p>Other relevant studies include:</p> <ul style="list-style-type: none"> <li>Community Wellbeing Monitor</li> <li>Community Facilities Study 2015</li> <li>Community Facilities Guidelines 2016</li> </ul>
<b>Prioritising criteria</b>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p><b>Supported by strategic direction [maximum score 6]</b></p> <ul style="list-style-type: none"> <li>Identified as a focus commitment in Onkaparinga 2035 [score 6]</li> <li>Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> <li>Not identified in any of the above [score 0]</li> </ul> <p><b>Risk exposure</b> is assessed in accordance with the standard rating process and checklist that compares the current situation (no action) with the risks associated with undertaking or continuing the activities.</p> <p>Volume/number of users or potential users</p> <p><b>Subcategories</b></p> <p><b>Libraries</b></p> <p>Citywide scores:</p> <p>Demographic information will be utilised in determining potential users.</p> <ul style="list-style-type: none"> <li>high: &gt;10,000 potential users [score 3]</li> <li>medium: 4,000-10,000 potential users [score 2]</li> <li>low: &lt;4,000 potential users [score 1]</li> </ul>

Category name	Community, Culture and Libraries
	<p>Local scores:</p> <p>Demographic information will be utilised in determining potential users.</p> <ul style="list-style-type: none"> <li>high: &gt; 1000 potential users [score 3]</li> <li>medium: 300 – 1000 potential users [score 2]</li> <li>low: &lt;300 potential users [score 1]</li> </ul> <p><b>Arts and Culture</b></p> <p>Citywide scores (based on potential users of a citywide cultural activity):</p> <p>Demographic information will be utilised in determining potential users.</p> <ul style="list-style-type: none"> <li>high: &gt;1,000 potential users [score 3]</li> <li>medium: 200-1,000 potential users [score 2]</li> <li>low: &lt;200 potential users [score 1]</li> </ul> <p>Local scores:</p> <p>Demographic information will be utilised in determining potential users.</p> <ul style="list-style-type: none"> <li>high: &gt;100 potential users [score 3]</li> <li>medium: 20 – 100 potential users [score 2]</li> <li>low: &lt;20 potential users [score 1]</li> </ul> <p><b>Community Capacity (including events), Grants, and Sport Development</b></p> <p>Citywide scores (based on potential users of a citywide community activity):</p> <p>Demographic information will be utilised in determining potential users.</p> <ul style="list-style-type: none"> <li>high: &gt;400 potential users [score 3]</li> <li>medium: 50-400 potential users [score 2]</li> <li>low: &lt;50 potential users [score 1]</li> </ul> <p>Local scores:</p> <p>Demographic information will be utilised in determining potential users.</p> <ul style="list-style-type: none"> <li>high: &gt;100 potential users [score 3]</li> <li>medium: 20 – 100 potential users [score 2]</li> <li>low: &lt;20 potential users [score 1]</li> </ul> <p><b>Relative need (all subcategories)</b></p> <p>Based on identified special needs populations (SNP) and population statistics. This may include (but is not limited to) children, older adults, young people, Aboriginal people, people of CALD background, people with a disability, carers, people on low income, households without cars or families in areas of social disadvantage.</p>



Category name	Community, Culture and Libraries
	<p>Citywide scores:</p> <ul style="list-style-type: none"> <li>high: 4 or greater special needs populations [score 3]</li> <li>medium: 3 special needs populations [score 2]</li> <li>low: 2 or less special needs populations [score 1]</li> </ul> <p>Local scores:</p> <ul style="list-style-type: none"> <li>high: 3 or more special needs populations [score 3]</li> <li>medium: 2 special needs populations [score 2]</li> <li>low: 1 special needs population [score 1]</li> </ul> <p><b>Cost/benefit ratio (all subcategories)</b></p> <p>Council expenditure versus community outcomes achieved (i.e. a lower percentage of council funds and multiple community outcomes would rate 'high').</p> <p>This includes funding, overall costs, and benefits to the community in terms of the following objectives: community and cultural development, resource sharing and community well-being, health promotion, self-reliance, a sense of identity and placemaking and community projects such as education and lifelong learning.</p> <p>Citywide scores:</p> <ul style="list-style-type: none"> <li>high: 4 objectives and &lt;50% council funding [score 3]</li> <li>medium: 3 objectives and 50%-70% council funding [score 2]</li> <li>low: 2 objectives and &gt;70% council funding [score 1]</li> </ul> <p>Local scores:</p> <ul style="list-style-type: none"> <li>high: 3 objectives and &lt;40% council funding [score 3]</li> <li>medium: 2 objectives and 20%-40% council funding [score 2]</li> <li>low: 1 objective and &gt;80% council funding [score 1]</li> </ul> <p><b>Stakeholder/community expectations (all subcategories)</b></p> <p>Assessed in accordance with standard rating based on the community expectations that this activity will be delivered. Assessment should be considered in the context of the local community and expectations should be assessed relative to the project scope and the communities that will be affected.</p> <ul style="list-style-type: none"> <li>very high: actively engaged local community involvement through a formal community engagement process with very high expectation that this activity will be delivered [score 3]</li> <li>high: actively engaged local community involvement with high expectation that this activity will be delivered however a formal community engagement process has not been undertaken[score 2]</li> <li>medium: local community is not especially active in its involvement [score 1]</li> <li>low: no evidence of local community interest in its involvement [score 0]</li> </ul>

Category name	Community, Culture and Libraries
	<p><b>Community Capacity (all subcategories)</b></p> <p>Ratings would be allocated by outcome(s) of capacity building including activities that increase the communities ability to improve their health and well-being, skill development including artistic, creative and leisure, vocational, literacy and/or numeracy competencies; those skills which contribute to social well-being, foster connections within the community, encourage community participation, cultural development, develop enterprising communities, embrace cultural diversity, foster self-worth, a sense of belonging etc.</p> <p>Citywide scores:</p> <ul style="list-style-type: none"> <li>• high: 4 or greater outcomes [score 3]</li> <li>• medium: 3 outcomes [score 2]</li> <li>• low: 2 or less outcomes [score 1]</li> </ul> <p>Local scores:</p> <ul style="list-style-type: none"> <li>• high: 3 outcomes [score 3]</li> <li>• medium: 2 outcomes [score 2]</li> <li>• low: 1 outcome [score 1]</li> </ul> <p><b>Partnering (all subcategories)</b></p> <p>The value of the activity is evaluated by the willingness of other agencies and groups to be involved in delivering activities e.g. schools, businesses, community groups.</p> <p>Citywide scores:</p> <ul style="list-style-type: none"> <li>• links to 4 or more other agencies [score 3]</li> <li>• links to 2–3 other agencies [score 2]</li> <li>• links to 1 other agency [score 1]</li> </ul> <p>OR Local scores:</p> <ul style="list-style-type: none"> <li>• links to 3 other agencies [score 3]</li> <li>• links to 2 other agencies [score 2]</li> <li>• links to 1 other agency [score 1]</li> </ul> <p><b>Service levels/standards</b></p> <ul style="list-style-type: none"> <li>• very high: Service levels and/or standards are in place and are defined by legislation, strategy or industry standard [score 3]</li> <li>• high: Service Levels and/or standards are in place and are defined in a local policy, plan or funding agreement [score 2]</li> <li>• medium: Service levels and/or standards are in place however are not defined [score 1]</li> <li>• low: Service levels and/or standards are not in place [score 0]</li> </ul>

Category name	Community, Culture and Libraries
	<p><b>Other providers in the market</b></p> <ul style="list-style-type: none"> <li>• very high: there are currently multiple providers who provide a similar/comparable service within our council area [score 0]</li> <li>• high: there are currently multiple providers who provide a similar/comparable service however these are within the greater metropolitan area [score 1]</li> <li>• medium: other providers exist in our council area however service provision is sufficiently different [score 2]</li> <li>• low: no other providers exist [score 3]</li> </ul> <p>Standard <b>scheduling criteria</b> used were:</p> <ul style="list-style-type: none"> <li>• timing imperative (yes/no - date)</li> <li>• external funds/resources (value/availability)</li> <li>• activity implementation phase (completes activity, completes activity stage, initiates new activity)</li> <li>• activity management stage (assessment, planning and design, implementation)</li> <li>• rolling replacement program.</li> </ul>



Category name	Community Wastewater Management Systems (CWMS)
Responsible Director	Chief Financial Officer
Responsible Officers	Driver: Jock Berry, Manager Property and Commercial Co-drivers: Luke Seidel, Commercial Officer CWMS and Julian James, Commercial Operations Officer
Description of contents and subcategories	<p>The CWMS Resource Prioritisation document is the template/guideline for preparing a strong commercial business case for the generation and maintenance of network revenue. It is noted that council's network operator TRILITY Onkaparinga Pty Ltd (TRILITY) primarily determines the capital project priorities each year which will be implemented in discussion between them and the City of Onkaparinga regarding relative priorities. All other CWMS projects proposed for revenue generation or cost reduction purposes should be assessed using this framework.</p> <p>This category includes revenue received from the amalgamated seven (7) CWMS schemes by way of an annual service charge levied on all residential and commercial properties serviced by the CWMS systems.</p> <p>It also includes contributions toward the capital infrastructure of the schemes levied on all new connections to the CWMS network.</p> <p>The expenditure includes the operation and maintenance of the schemes, with the balance of revenue received after operations and maintenance costs being attributed to a CWMS reserve fund for the future capital replacement or expansion of the infrastructure.</p> <p>This CWMS Resource Prioritisation document details the evaluation criteria that is used to score and allocate project and capital works (PCW) for CWMS assets.</p> <p>Under the <i>Local Government Act 1999</i>, revenue received from CWMS charges (excluding the Return on Asset component) can only be expended upon the provision of the CWMS service;</p> <p>Additional exclusions are:</p> <ul style="list-style-type: none"> <li>privately funded CWMS network extensions and modifications</li> <li>network modifications funded outside of PCW in response to regulatory obligations and/or in response to commercial opportunities.</li> </ul> <p>These would be the subject of separate considerations and potentially different funding models. However, the principles of this Resource Prioritisation document would still apply.</p> <p>Council claims a Return on Asset through its full cost recovery pricing for its CWMS service, as required under financial regulations – which is then rebated back to CWMS customers through the Annual CWMS Service Charge (subject to annual review and Council approval).</p>

Category name	Community Wastewater Management Systems (CWMS)
<b>Strategies, policies and relevant studies</b>	<p>The management of our built and natural assets to minimise risks to public and environmental health is the primary context in which CWMS operates.</p> <p>Strategic direction setting occurs through undertaking or advocating improved community wastewater management and to review asset management practices and options.</p> <p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• An active, creative and learning city</li> <li>• A proud and positive city with people inspired to contribute and empowered to lead</li> <li>• A diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>• A well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles</li> <li>• A liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• A fun, safe and inclusive city that is attractive to live in, work in and visit</li> <li>• A prepared city that values natural resources, landscapes and sustainable management</li> <li>• A city with a prosperous, diverse and competitive economy</li> <li>• A city with strong business investments and confidence within a changing wider economy</li> </ul> <p><b>Other Relevant Council Strategies And Policies</b></p> <ul style="list-style-type: none"> <li>• <i>Community Wastewater Management Systems Asset Management Plan</i></li> </ul> <p>The Community Wastewater Management System (CWMS) Asset Management Plan was adopted by Council in December 2009.</p> <p>The Asset Management Plan for CWMS identifies that we will:</p> <ul style="list-style-type: none"> <li>– effectively manage the investment in all of the CWMS networks</li> <li>– demonstrate strategic asset management of the overall CWMS network and implementation of whole of life strategies</li> <li>– monitor compliance with levels of service and regulatory and legislative requirements</li> </ul>



Category name	Community Wastewater Management Systems (CWMS)
	<ul style="list-style-type: none"> <li>- manage corporate risks and risk of asset failure</li> <li>- manage continuous improvement processes for asset systems, processes and data.</li> </ul> <ul style="list-style-type: none"> <li>• <i>Legislative requirements</i> The provision of CWMS services operates in a legislated environment with overarching economic and consumer protection oversight provided by the Essential Services Commission of South Australia. Council will continue to develop its governance and decision making practices to ensure that they are open, accountable and compliant. Other relevant legislation in relation to the operation of the CWMS includes: <ul style="list-style-type: none"> <li>- environmental compliance under the <i>Environment Protection Act 1993</i></li> <li>- public health protection under the <i>SA Public Health Act 2012</i></li> <li>- provision of the CWMS service under the <i>Local Government Act 1999</i></li> <li>- Requirements of the <i>Water Industry Act 2012</i> and associated guidelines regulations and codes</li> <li>- any other associated regulations, codes and management guidelines relevant to the ownership, operation and management of a CWMS noting that the regulatory environment around the management of a licensed water industry entity has been progressively evolving in recent years since the inception of the <i>Water Industry Act 2012</i>.</li> </ul> </li> <li>• <i>Contractual obligations</i> The management of the CWMS is managed contractually under an Operation and Management Agreement with TRILITY (as varied from time to time)</li> </ul> <p><b>Other relevant studies include:</b></p> <ul style="list-style-type: none"> <li>• Local Government Association – Code for establishing and applying property units as a factor for the imposition of annual service charges for Community Wastewater Management Systems.</li> <li>• Outcomes of other studies and investigations that may occur from time-to-time.</li> </ul> <p><b>Council's role</b> Council has a role as an owner/custodian and service provider with regard to the CWMS systems in addition to its contractual obligations pursuant to its Operation and Management Agreement with TRILITY. Those obligations may include:</p> <ul style="list-style-type: none"> <li>• Responding to regulatory obligations including the <i>Water Industry Act 2012</i>, <i>SA Public Health Act 2011</i> and <i>Environment Protection Act 1993</i>.</li> </ul>



Category name	Community Wastewater Management Systems (CWMS)
	<ul style="list-style-type: none"> <li>• Fulfilling asset management requirements to ensure that the system remains in place for current and future generations</li> <li>• Attending to known risks identified through operational management and/or day-to-day system operation.</li> </ul> <p>Key inputs into identifying activities to be considered for funding include:</p> <ul style="list-style-type: none"> <li>• Studies and recommendations</li> <li>• Day-to-day operational management information</li> <li>• Known risks</li> <li>• Regulatory responsibilities</li> <li>• Asset Management Planning</li> <li>• Economic development initiatives</li> <li>• Residential, Commercial and Industrial development applications.</li> </ul>
<b>Prioritising criteria</b>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p><b>Supported by strategic direction</b> [maximum score 6]</p> <ul style="list-style-type: none"> <li>• Identified as a Focus Commitment in Onkaparinga 2035[score 6]</li> <li>• Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> <li>• Not identified in any of the above [score 0]</li> </ul> <p><b>TRILITY Asset Management</b></p> <p>As Council's operator, TRILITY is responsible for the forward capital works planning across the CWMS. For 2020–21 all PCW activities will be prioritised in line with the TRILITY Repair and Replacement program (TRILITY R&amp;R) which is a rolling 5 year program (reviewed and updated annually) that considers the aforementioned inputs and prioritises them based on:</p> <ul style="list-style-type: none"> <li>• activity level on the asset</li> <li>• a whole of life model for asset management</li> <li>• if the requirement to carry out work is a high, medium or low level priority (risk based assessment).</li> </ul>

Category name	Community Wastewater Management Systems (CWMS)
	<p><b>Sustainability And Growth Assessment</b></p> <p>This section is intended as an additional guide for decision making on any non TRILITY derived projects that may also be selected for consideration.</p> <p>Should there be adequate funds available outside of the TRILITY R&amp;R program then investments for financial return and/or cost reduction may also be considered under this Resource Prioritisation document. In addition large scale projects may be considered using the criteria provided here but may consider additional sources of financing beyond the current year reserve balance.</p> <p>For such projects (as identified from sources other than the TRILITY R&amp;R program), the commercial analysis methods from the Commercial Resource Prioritisation document will apply.</p> <p><b>Service levels/standards</b></p> <p>Ideally in the case of product selections or new asset investments, the outcome will be closely aligned to our business plan or as a proxy - industry standards, legislation or other sources. This is about making sure we make investments that are appropriate to the enterprises we are operating.</p> <p>The key here is to consider whether we are selecting the right qualities in a project. For example, does the business plan assess what a service level should be, are we picking the right product and/or does the project align to common or agreed practice. This information is useful for asset management type considerations such as network expansion. If a documented service level is not in place (although unlikely for CWMS) then one should be created to provide a benchmark with which to test/manage value for money and risk.</p> <p>Preference will be given to projects that can demonstrate a high degree of alignment.</p> <ul style="list-style-type: none"> <li>• Very High: Service Levels and/or standards are in place and are defined by legislation, strategy, industry standard or other objective measure</li> <li>• High: Service Levels and/or standards are in place and are defined in a local policy, plan or funding agreement</li> <li>• Medium: Service Levels and/or standards are in place however are not defined</li> <li>• Low: Service Levels and/or standards are not in place.</li> </ul> <p><b>Market Position</b></p> <p>Another key aspect of commercial operation is market position. The security of our revenue is derived from occupying a place in the market we can hold with competition. Our approach may be to differentiate ourselves, provide a low cost option or both. In some situations we may be the only provider in which case we are providing a niche product/service.</p>



Category name	Community Wastewater Management Systems (CWMS)
	<p>It is essential to value creation that we do not over or under invest in this position, our offering should make sense to and satisfy the customers we are serving. The investment to be assessed here needs to be justified by it clearly reflecting our actual or desired position in the market.</p> <p>Given CWMS typically occupies a monopoly position these factors may not influence its commercial investments. However, the Resource Prioritisation document maintains the option to explore these factors in any business case should they become relevant.</p> <p>Key pressures driving investment could come from other providers expanding into local un-serviced areas or from suppliers exerting influence.</p> <p>For example:</p> <p>A network extension where more than one operator provide the service becomes feasible: The need to invest may be:</p> <ul style="list-style-type: none"> <li>• Very High: There are currently multiple providers who could provide a similar/comparable service and operate within the region – High need to lead market offering (eg medium to large scale commercial network expansion)</li> <li>• High: There are currently multiple providers who could provide a similar/comparable service however these are within the greater metropolitan area - moderate need lead market offering (eg medium scale commercial network expansion).</li> <li>• Medium: Other providers exist however their service provision is sufficiently different - possibly lead market offering (eg small scale to incremental network expansion)</li> <li>• Low: No other providers exist - maintain market offering and manage cost (eg incremental network expansion only).</li> </ul> <p><b>Scheduling priority projects</b></p> <p>Finally any non TRILITY derived projects should have given consideration to the following potential risks and opportunities as additional drivers of value/loss.</p> <ul style="list-style-type: none"> <li>• Timing imperative (yes/no - date)</li> <li>• External funds/resources (value/availability)</li> <li>• Activity implementation phase (completes activity, completes activity stage, initiates new activity)</li> <li>• Activity management stage (assessment, planning and design, implementation).</li> </ul>



Category Name	Economic Growth, Investment Attraction, Tourism and Tier 1 Events
<b>Responsible Director/s</b>	Director Corporate and City Services and Director Community Relations
<b>Responsible Officers</b>	Driver: Johanna Bennett, Team Leader Investment Attraction and Tourism Co-drivers: Consultation and Review Team: Glenn Hickling, Viv Collins, Jason Haskett and Bobbie-Jean Stevens
<b>Description of contents and subcategories</b>	<p>This category caters for projects and programmes designed specifically to enhance the economic prosperity of our region through job creation, employment sustainability and skills growth; building business innovation and capacity; export growth, investment attraction; and growing tourism and Tier 1 events.</p> <p>The category seeks to support the following initiatives and opportunities:</p> <ul style="list-style-type: none"> <li>• Onkaparinga 2035: People – Place - Prosperity</li> <li>• City of Onkaparinga Economic Growth and Investment Strategy 2020–24 (approved for consultation and scheduled for finalisation in April 2020)</li> <li>• City of Onkaparinga Tourism Strategic Plan 2019–23</li> <li>• Increasing local business capability and supporting businesses of all sizes to thrive and grow through the ON Business Partner Program</li> <li>• Attracting Tier 1 events targeted at national and international visitation and yield.</li> </ul> <p>This category incorporates three subcategories which reflect the focus areas in delivering economic objectives of Onkaparinga 2035:</p> <ul style="list-style-type: none"> <li>• Economic Growth and Investment</li> <li>• Tourism</li> <li>• Tier 1 events.</li> </ul>
<b>Strategies, policies and relevant studies</b>	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• A liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• A fun, safe and inclusive city that is attractive to live, work and visit</li> <li>• A city with a prosperous, diverse and competitive economy</li> <li>• A city with strong business investments and confidence within a changing wider economy.</li> </ul>

Category Name	Economic Growth, Investment Attraction, Tourism and Tier 1 Events
	<p>Relevant Council strategies and policies:</p> <ul style="list-style-type: none"> <li>• Council Policy principles are contained in Onkaparinga 2035 and are further refined in relevant supporting strategies (including strategic management plans).</li> </ul> <p>Other relevant studies, strategies or plans include:</p> <p><b>State</b></p> <ul style="list-style-type: none"> <li>• Growth State, Our Plan for Prosperity and nine priority sector plans</li> <li>• South Australian Tourism Commission South Australian Visitor Economy Sector Plan (2030)</li> <li>• South Australian Tourism Industry Council, <i>Tourism Industry Agenda</i> (2017)</li> <li>• South Australian Regional Visitor Strategy Steering Committee <i>South Australian Regional Visitor Strategy</i> (2018)</li> </ul> <p><b>Regional</b></p> <ul style="list-style-type: none"> <li>• Southern Adelaide Economic Development Board <i>Southern Adelaide Economic Development Plan 2019–2021</i></li> <li>• Fleurieu Peninsula Tourism <i>Strategic Tourism Plan 2020</i></li> </ul> <p><b>Local</b></p> <ul style="list-style-type: none"> <li>• City of Onkaparinga <i>Economic Growth and Investment Strategy</i> (approved for consultation and scheduled for finalisation in April 2020)</li> <li>• City of Onkaparinga <i>Tourism Strategic Plan 2019–23</i></li> <li>• City of Onkaparinga <i>Development Plan</i></li> <li>• City of Onkaparinga <i>Arts and Culture</i></li> <li>• City of Onkaparinga <i>Trails and Cycling Strategic Management Plan</i></li> <li>• City of Onkaparinga <i>Community Capacity</i></li> </ul>
<b>Prioritising criteria</b>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p><b>Supported by strategic direction</b> [maximum score 6]</p> <ul style="list-style-type: none"> <li>• Identified as a Focus Commitment in Onkaparinga 2035 [score 6]</li> <li>• Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> </ul>



Category Name	Economic Growth, Investment Attraction, Tourism and Tier 1 Events
	<ul style="list-style-type: none"> <li>Not identified in any of the above [score 0]</li> </ul> <p><b>Service levels/standards</b></p> <ul style="list-style-type: none"> <li>Very High: Service Levels and/or standards are in place and are defined by legislation, strategy or industry standard [score 3]</li> <li>High: Service Levels and/or standards are in place and are defined in a local policy, plan or funding agreement [score 2]</li> <li>Medium: Service Levels and/or standards are in place however are not defined [score 1]</li> <li>Low: Service Levels and/or standards are not in place [score 0]</li> </ul> <p><b>Other providers in the market</b></p> <ul style="list-style-type: none"> <li>Very High: There are currently multiple providers who provide a similar/comparable service within our council area [score 0]</li> <li>High: There are currently multiple providers who provide a similar/comparable service however these are within the greater metropolitan area [score 1]</li> <li>Medium: Other providers exist in our council area however service provision is sufficiently different [score 2]</li> <li>Low: No other providers exist [score 3]</li> </ul> <p><b>Risk exposure</b></p> <p>Risk exposure is assessed in accordance with the standard rating process and checklist that compares the current situation (no action) with the risks associated with undertaking the activity.</p> <p>The relevant <b>unweighted</b> criteria are as follows:</p> <p><b>Economic benefit (all subcategories)</b></p> <p>Activities will be rated against the potential positive economic impact for Onkaparinga and/or business which will be determined by alignment to our strategic economic objectives or where applicable, assessed through Spendmapp or id.profile economic modelling</p> <ul style="list-style-type: none"> <li>high: identified key priority or economic impact &gt;\$5m or &gt;30 additional FTE employment activity generated [score 3]</li> <li>medium: specific alignment to or economic impact between \$2m-\$5m or 11-29 additional FTE employment activity generated [score 2]</li> <li>low: contribution to or economic impact between \$1-2m or 5-10 additional FTE employment activity generated [score 1]</li> </ul> <p><b>Stakeholder participation (all subcategories)</b></p> <p>The level of engagement and stakeholder participation required to deliver the activity to maximise the economic benefit to our city.</p> <ul style="list-style-type: none"> <li>high: international or national [score 3]</li> <li>medium: state or regional [score 2]</li> <li>low: City of Onkaparinga [score 1]</li> </ul>



Category Name	Economic Growth, Investment Attraction, Tourism and Tier 1 Events
	<p><b>Financial implication (all subcategories)</b></p> <p>Activities will be rated against the level of investment required by the City of Onkaparinga against the total cost of the activity versus other funding sources.</p> <ul style="list-style-type: none"> <li>high: &lt;25% investment required by City of Onkaparinga [score 3]</li> <li>medium: between 26% and 50% investment required by City of Onkaparinga [score 2]</li> <li>low: between 51% and 85% investment required by City of Onkaparinga [score 1]</li> </ul> <p><b>Dispersal of benefit (all subcategories)</b></p> <p>Activities will be rated against the dispersal impact across the City of Onkaparinga.</p> <ul style="list-style-type: none"> <li>high: benefits will be city wide [score 3]</li> <li>medium: benefits will be dispersed across parts of the city [score 2]</li> <li>low: benefits will be localised to one suburb or township [score 1]</li> </ul> <p><b>Economic Growth and Investment Strategy subcategory</b></p> <p>The subcategory seeks to support the following key results areas in the Economic Growth and Investment Strategy:</p> <ul style="list-style-type: none"> <li>Workforce development</li> <li>Apprenticeships and training</li> <li>Efficient planning</li> <li>Land development and optimisation</li> <li>Infrastructure development</li> <li>Place and business activation</li> <li>Business support (ON Business Program)</li> <li>Trade and investment attraction</li> <li>Buy local</li> <li>Leadership, innovation and entrepreneurship.</li> </ul> <p>Activities will be measured as follows:</p> <ul style="list-style-type: none"> <li>high: key result area identified in the strategy and supporting action plan [score 3]</li> <li>medium: not identified in the strategy or action plan and an activity offering multiple benefits and outcomes across the city [score 2]</li> <li>low: not identified in the strategy or action plan and an activity offering limited benefits and outcomes [score 1]</li> </ul>

Category Name	Economic Growth, Investment Attraction, Tourism and Tier 1 Events
	<p><b>Tourism subcategory</b></p> <p>Activities will be measured by the level alignment with the Tourism Strategic Plan 2019–23</p> <ul style="list-style-type: none"> <li>• high: delivers on four or more strategic directions [score 3]</li> <li>• medium: delivers on three strategic directions [score 2]</li> <li>• low: delivers on two strategic directions [score 1]</li> </ul> <p><b>Tier 1 events subcategory</b></p> <p>Activities will be measured by the level in which major events attract visitors to our City (e.g. international, national, state and regional) and the positive impact on our local economy by increasing overnight stays and visitor spend, whilst aligning with the City's tourism brand strengths (e.g. food, wine, coast, villages).</p> <ul style="list-style-type: none"> <li>• high: international or national events which enable national promotion to showcase and build awareness of our city's lifestyle and experiences [score 3]</li> <li>• medium: state events which enable national or state promotion to showcase and build awareness of our city's lifestyle and experiences [score 2]</li> <li>• low: regional events which enable state and regional promotion to showcase and build awareness of our city's lifestyle and experiences [score 1]</li> </ul> <p>Standard <b>scheduling criteria</b> used include:</p> <ul style="list-style-type: none"> <li>• timing imperative (yes/no - date)</li> <li>• external funds/resources (value/availability)</li> <li>• activity implementation phase (completes activity, completes activity stage, initiates new activity)</li> <li>• activity management stage (assessment, planning and design, implementation)</li> <li>• rolling replacement program.</li> </ul>

Category name	Environmental Activities
Responsible Director	Director Community Relations
Responsible Officers	Driver: Jenni McGlennon, Sustainability Coordinator Co-driver: Ben Moulton, Senior Nature Conservation Officer
Description of contents and subcategories	<p>This category contains activities relating to the protection or enhancement of the environment, defined under the following sub categories:</p> <p><b>Corporate environmental activities</b></p> <p>A focus on corporate environmental performance and risk. Activities include management planning, development of information, research and systems.</p> <p><b>Environmental sustainability and climate change</b></p> <p>Environmental performance across our city, community education and engagement.</p> <p>Activities include the Sustainable Onkaparinga program, the regional Resilient South program, the planning and measurement of the Greening Onkaparinga program, strategic coastal studies and adaptation planning, and work alongside the Natural Resource Management boards.</p>
Strategies, policies and relevant studies	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• An active, creative and learning city</li> <li>• A proud and positive city with people inspired to contribute and empowered to lead</li> <li>• A diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>• A well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles</li> <li>• A liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• A fun, safe and inclusive city that is attractive to live in, work in and visit</li> <li>• A prepared city that values natural resources, landscapes and sustainable management</li> <li>• A city with a prosperous, diverse and competitive economy</li> <li>• A city with strong business investments and confidence within a changing wider economy.</li> </ul>



Category name	Environmental Activities
	<p>Relevant Council strategies and policies:</p> <ul style="list-style-type: none"> <li>• Environment Strategy 2014–2019</li> <li>• Green City Strategic Management Plan 2017–22</li> <li>• Southern Region Local Government Implementation Plan 2015–2019</li> <li>• Tree Management Plan</li> <li>• Environmental Risk Legislative Review</li> </ul> <p>Relevant legislation includes:</p> <ul style="list-style-type: none"> <li>• The <i>Environment Protection Act 1993</i> establishes the minimum standards for pollution prevention in South Australia.</li> <li>• <i>Local Nuisance and Litter Control Act 2016</i> formalises the role of local government in managing local nuisance issues such as noise, odour, unsanitary conditions and litter including illegal dumping.</li> <li>• The <i>Landscape South Australia Act 2019</i> establishes natural resource management arrangements across the state, with the City of Onkaparinga within the jurisdiction of Green Adelaide and the Hills and Fleurieu Landscape Board. These new arrangements will be in transition phase in 2020.</li> <li>• <i>Dangerous Substances Act 1979</i> and <i>Regulations 2002</i> which regulates the safe disposal and transport of dangerous goods.</li> </ul>
<b>Prioritising criteria</b>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 Objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p><b>Supported by strategic direction</b> [maximum score 6]</p> <ul style="list-style-type: none"> <li>• Identified as a Focus Commitment in Onkaparinga 2035 [score 6]</li> <li>• Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> <li>• Not identified in any of the above [score 0]</li> </ul> <p><b>Risk exposure</b></p> <p>Risk exposure is assessed in accordance with the standard rating process and checklist which compares the current situation (no action) with the risks associated with undertaking the activity.</p>

Category name	Environmental Activities
	<p><b>Relative need – environmental benefit</b></p> <p>For all activities rate need according to the impact of taking no action and environmental value of the site or system.</p> <ul style="list-style-type: none"> <li>• high need [score 3]</li> <li>• medium need [score 2]</li> <li>• low need [score 1]</li> </ul> <p><b>Stakeholder/community expectations</b></p> <p>Assessed based on community expectations that this activity will be delivered and any prior community involvement.</p> <ul style="list-style-type: none"> <li>• very high: actively engaged local community involvement through a formal community engagement process with very high expectation that this activity will be delivered [score 3]</li> <li>• high: actively engaged local community involvement with high expectation that this activity will be delivered however a formal community engagement process has not been undertaken [score 2]</li> <li>• medium: local community is not especially active in its involvement [score 1]</li> </ul> <p><b>Cost/benefit ratio</b></p> <p>Assessment includes consideration of the environmental value of the activity relative to its financial cost (over the life of the activity).</p> <p>Assessment of costs to include consideration of potential future costs should no action be taken in the short term.</p> <ul style="list-style-type: none"> <li>• high: high environmental value relative to cost [score 3]</li> <li>• medium: medium environmental value relative to cost [score 2]</li> <li>• low: low environmental benefit relative to cost [score 1]</li> </ul> <p><b>Other – integrating sustainability principles</b></p> <p>This criteria assesses the capacity of an activity to integrate sustainability principles and objectives into council services and/or support behaviour change in the community.</p> <ul style="list-style-type: none"> <li>• high: significant influence and significant positive environmental impact [score 3]</li> <li>• medium: medium influence and medium positive environmental impact [score 2]</li> <li>• low: low influence and low environmental impact [score 1]</li> <li>• Other – supporting community engagement &amp; behaviour change (external)</li> </ul> <p><b>Other – Valuing Natural Assets</b></p> <ul style="list-style-type: none"> <li>• Does the activity increase community awareness and/or understanding about a significant natural area, if yes: [score 1]</li> </ul>

Category name	Environmental Activities
	<p><b>Other – Demonstration/Innovation</b></p> <ul style="list-style-type: none"> <li>Does the activity increase community awareness and/or knowledge about a significant natural area, if yes: [score 1]</li> </ul> <p><b>Service levels/standards</b></p> <ul style="list-style-type: none"> <li>very high: Service Levels and/or standards are in place and are defined by legislation, strategy or industry standard [score 3]</li> <li>high: Service Levels and/or standards are in place and are defined in a local policy, plan or funding agreement [score 2]</li> <li>medium: Service Levels and/or standards are in place however are not defined [score 1]</li> <li>low: Service Levels and/or standards are not in place [score 0]</li> </ul> <p><b>Other providers in the market</b></p> <ul style="list-style-type: none"> <li>very high: There are currently multiple providers who provide a similar/comparable service within our council area [score 0]</li> <li>high: There are currently multiple providers who provide a similar/comparable service however these are within the greater metropolitan area [score 1]</li> <li>medium: Other providers exist in our council area however service provision is sufficiently different [score 2]</li> <li>low: No other providers exist [score 3]</li> </ul> <p>Standard <b>scheduling criteria</b> used are:</p> <ul style="list-style-type: none"> <li>timing imperative (yes/no)</li> <li>external funds/resources (value/availability)</li> <li>activity implementation phase/completes activity, completes activity stage</li> <li>initiates new activity</li> <li>activity management (assessment, planning and design implementation)</li> <li>rolling replacement program.</li> </ul>



Category Name	Organisational Response, Innovation and Improvement
<b>Responsible Directors</b>	Director Corporate and City Services, Chief Financial Officer and Director Community Relations
<b>Responsible Officers</b>	Driver: Jade Bird, Manager Financial Services Co-drivers: Stuart Purves, Ian Hawkins and Desma Morris
<b>Description of contents and subcategories</b>	<p>This category comprises projects and programmes aimed at developing and supporting staff in performing their roles, delivering outcomes efficiently and effectively and challenging the status quo. These are broken down into the following sub-categories:</p> <p><b>Information and Communication Technology (ICT) hardware and software development</b></p> <p>This sub-category provides funding for:</p> <ul style="list-style-type: none"> <li>the maintenance/renewal of IT hardware assets that need replacement in order to further the organisations strategic ICT needs</li> <li>the implementation of ICT infrastructure/hardware that will enable better performance of business systems</li> <li>initiatives to <ul style="list-style-type: none"> <li>rationalise software systems, or</li> <li>develop and implement systems to improve the organisation's capacity to respond to customer needs, or</li> <li>improved information asset management, or</li> <li>integrate or introduce systems to improve performance and functionality.</li> </ul> </li> </ul> <p><b>Innovation and improvement</b></p> <p>This sub-category is funded through the Innovation and Improvement reserve and provides funding for to explore and where appropriate deliver:</p> <ul style="list-style-type: none"> <li>changes to existing products that provide efficiency and effectiveness targeting both internal and external service provision alternate and innovative approaches to the way we work and deliver outcomes.</li> </ul>
<b>Strategies, policies and relevant studies</b>	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>An active, creative and learning city</li> <li>A proud and positive city with people inspired to contribute and empowered to lead</li> <li>A diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>A well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles</li> </ul>

Category Name	Organisational Response, Innovation and Improvement
	<ul style="list-style-type: none"> <li>• A liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• A fun, safe and inclusive city that is attractive to live in, work in and visit</li> <li>• A prepared city that values natural resources, landscapes and sustainable management</li> <li>• A city with a prosperous, diverse and competitive economy</li> <li>• A city with strong business investments and confidence within a changing wider economy.</li> </ul> <p>Relevant administration strategies and policies:</p> <ul style="list-style-type: none"> <li>• Corporate Plan</li> <li>• Re-imagining Local Government that includes the following objectives</li> <li>• safe and sustainable workplaces</li> <li>• engaged and supportive staff</li> <li>• responsible spending</li> <li>• reducing debt and increasing income</li> <li>• efficiency and innovation</li> <li>• great customer experiences.</li> </ul>
<b>Prioritising criteria</b>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 Objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p><b>Supported by strategic direction</b> [maximum score 6]</p> <p>Rate according to highest level of support specific to the project:</p> <ul style="list-style-type: none"> <li>• Identified as a Focus Commitment in Onkaparinga 2035 [score 6]</li> <li>• Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> <li>• Not identified in any of the above [score 0]</li> </ul> <p><b>Risk exposure</b></p> <p>Risk exposure is assessed in accordance with the standard rating process and checklist that compares the current situation (no action) with the risks associated with undertaking the activity.</p>



Category Name	Organisational Response, Innovation and Improvement
	<p><b>Volume/no. of users or potential users</b></p> <p>Volume/number of users benefiting as a percentage of available audience</p> <ul style="list-style-type: none"> <li>high: number of users &gt; 65% [score 3]</li> <li>medium: number of users 35% - 65% [score 2]</li> <li>low: number of users &lt; 35% [score 1]</li> </ul> <p><b>Relative need</b></p> <p>Relative need is based on the impact of the activity in enabling the organisation to meet required service levels. The criteria reviews whether the project addresses a clear gap in service provision or whether needs are already being met in a partial or more complete manner.</p> <ul style="list-style-type: none"> <li>high: essential for the delivery of a service or delivery of another activity [score 3]</li> <li>medium: desirable for the delivery of the service or delivery of another activity [score 2]</li> <li>low: alternative delivery available for service [score 1]</li> </ul> <p><b>Cost/benefit ratio</b></p> <p>Return on investment (ROI) is calculated for activities included within the Innovation and improvement sub category only.</p> <ul style="list-style-type: none"> <li>high: ROI is &lt; 2 years [score 3]</li> <li>medium: ROI is 2 – 5 years [score 2]</li> <li>low: ROI is &gt; 5 years [score 1]</li> </ul> <p><b>Stakeholders/community expectations</b></p> <p>This criteria is a measure of the proposed activities' profile within the community/across the organisation, or of issues directly related to the activity. Assessed in accordance with standard rating based on the community/organisational expectations that this activity will be delivered.</p> <ul style="list-style-type: none"> <li>very high: actively engaged local community/organisation involvement through a formal community/organisation engagement process with high expectation that this activity will be delivered [score 3]</li> <li>high: actively engaged local community/organisation involvement with high expectation that this activity will be delivered however a formal community/organisation engagement process has not been undertaken [score 2]</li> <li>medium: local community/organisation is not especially active in its involvement [score 1]</li> <li>low: local community/organisation has no level of interest in involvement [score 0]</li> </ul> <p><b>Alignment with Corporate Direction</b></p> <p>For the organisation to ensure we're operating effectively, we rely on corporate directions. These directions set key result areas in which we want to make progress, guided by our vision for the type of organisation we want to be.</p> <ul style="list-style-type: none"> <li>Direct alignment to corporate direction [score 6]</li> <li>Partial alignment to corporate direction [score 3]</li> <li>No alignment to corporate direction [score 0]</li> </ul>



Category Name	Organisational Response, Innovation and Improvement
	<p><b>Service levels/standards</b></p> <ul style="list-style-type: none"> <li>• Very High: Service Levels and/or standards are in place and are defined by legislation, strategy or industry standard [score 3]</li> <li>• High: Service Levels and/or standards are in place and are defined in a local policy, plan or funding agreement [score 2]</li> <li>• Medium: Service Levels and/or standards are in place however are not defined [score 1]</li> <li>• Low: Service Levels and/or standards are not in place [score 0]</li> </ul> <p><b>Other providers in the market</b></p> <ul style="list-style-type: none"> <li>• Very High: There are currently multiple providers who provide a similar/comparable service within our council area [score 0]</li> <li>• High: There are currently multiple providers who provide a similar/comparable service however these are within the greater metropolitan area [score 1]</li> <li>• Medium: Other providers exist in our council area however service provision is sufficiently different [score 2]</li> <li>• Low: No other providers exist [score 3]</li> </ul> <p>Standard <b>scheduling criteria</b> used are:</p> <ul style="list-style-type: none"> <li>• timing imperative (yes/no - date)</li> <li>• external funds/resources (value/availability)</li> <li>• project implementation phase (completes project, completes project stage, initiates new project)</li> <li>• project management stage (assessment, planning and design, implementation)</li> <li>• rolling replacement program(yes/no).</li> </ul>

Category name	Placemaking
Responsible Director	Director City Operations
Responsible Officers	Driver: Matt Buckell, Director City Operations (Acting) Co-driver: Susan Manchip, Project Leader
Description of contents and subcategories	<p>This category caters for activities designed specifically to enhance public space (visual and social), contribute to the desired future character of an area, promote economic development and manage and respond to urban development. This category prioritises the enhancement of public spaces (other than parks and reserves) in identified centres, growth areas, streetscapes and townships. Specific priorities will continue to be informed by planning for strategic projects as identified in the Community Plan 2035, relevant Strategic Plans as well as other strategic planning.</p> <p>We will continue to focus on planning, design and implementation of strategic activities identified in the Community Plan 2035 and Council's strategic framework including Strategic Plans and master planning.</p> <p>The category seeks to support the following initiatives:</p> <ul style="list-style-type: none"> <li>• priority growth areas including Noarlunga Regional Centre, Seaford District Centre and Aldinga District Centre</li> <li>• key urban regeneration including Christie Downs</li> <li>• main street projects</li> <li>• township upgrades</li> <li>• coastal nodes</li> <li>• precinct master plans</li> <li>• PLEC (Power Line Environment Committee) and related streetscape improvements</li> <li>• industrial enhancement projects</li> <li>• local heritage initiatives</li> <li>• gateways</li> <li>• development and implementation of place management and activation programs as supported by the Placemaking Strategy.</li> </ul> <p>Funding will also support preliminary planning, investigations and design relating to the above focus areas.</p> <p>The placemaking category will continue to support social and economic benefit through an integrated placemaking approach, delivering high quality public spaces that are activated through programming.</p> <p><b>Sub-categories:</b></p> <p>1. Strategic City-Wide</p> <p>Many of these strategic initiatives have city-wide significance where total program of works is greater than approximately \$1 million.</p>

Category name	Placemaking
	<p>Incorporating a combination of landscaping (street trees and other plantings), base infrastructure (footpath treatments, kerbing etc.), street furniture (bollards, banners, seats, fencing, etc.), art and entry statements, will assist in the achieving a style that contributes to the character and amenity of the area.</p> <p>Priority Strategic City-Wide projects may also be supported with activation programs in line with Council's Placemaking Strategy.</p> <p><b>2. Local</b></p> <p>The sub-category caters for discrete, defined local streetscape and local precinct projects (incorporating street trees, landscaping, footpaths, minor traffic management treatments, and gateways) where the total program of works are less than approximately \$1 million.</p> <p>To qualify for funding in this category a project should relate to at least one of the initiatives outlined above and not include works that are better aligned to other infrastructure funding categories, should be undertaken as part of council's normal maintenance programs, or fit within the Major Projects criteria.</p> <p><b>Budget allocation</b></p> <p>The Placemaking Category budget will fund one local project each year to a value not exceeding 20 per cent of the total category budget.</p> <p>This ensures delivery of local scale placemaking improvements whilst prioritising a greater proportion of funding toward larger projects that have city wide impact and benefit.</p> <p>There will be some flexibility in this allocation to optimise project outcomes.</p>
<b>Strategy, plan or resolution</b>	<p>Our community plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, projects and advocacy. As such, activities proposed through the resource prioritisation process should contribute to Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to one or more of the following objectives:</p> <ul style="list-style-type: none"> <li>• an active, creative and learning city</li> <li>• a proud and positive city with people inspired to contribute and empowered to lead</li> <li>• a diverse city that celebrates cultural expression, respecting past and embracing future</li> <li>• a well-planned, managed and maintained green city that enables and promotes sustainable and healthy life styles</li> <li>• a liveable and connected city with a rich mix of destinations, activities and experiences</li> <li>• a fun, safe and inclusive city attractive to live in, work in and visit</li> <li>• a prepared city that values natural resources, landscapes and sustainable management</li> </ul>



Category name	Placemaking
	<ul style="list-style-type: none"> <li>• a city with a prosperous, diverse and competitive economy</li> <li>• a city with strong business investments and confidence within a changing wider economy.</li> </ul> <p>Relevant Council strategies, policies and guidelines:</p> <ul style="list-style-type: none"> <li>• <i>City of Onkaparinga Placemaking Strategy and Action Plan (2014)</i></li> <li>• <i>City of Onkaparinga Seaford District Centre SMP and Action Plan (2014).</i></li> <li>• <i>City of Onkaparinga Aldinga District Centre Development Concept (2014)</i></li> <li>• <i>City of Onkaparinga Christie Downs 20 Year Strategic Management Plan (2015) and revised Action Plan (2017)</i></li> <li>• <i>City of Onkaparinga Noarlunga Regional Centre Revitalisation (2015)</i></li> <li>• <i>City of Onkaparinga Green Cities SMP (2017)</i></li> <li>• <i>City of Onkaparinga Open Space Strategic Management Plan (2017)</i></li> <li>• <i>City of Onkaparinga Street Design Guidelines (2015)</i></li> <li>• <i>City of Onkaparinga Open Space Style Guide (2012)</i></li> <li>• <i>City of Onkaparinga Development Plan (under review)</i></li> <li>• <i>City of Onkaparinga Suburb Improvement Program Review (2019)</i></li> <li>• <i>City of Onkaparinga Coast Park Plan 2019.</i></li> </ul> <p>Other relevant studies include:</p> <ul style="list-style-type: none"> <li>• <i>The 30-Year Plan for Greater Adelaide (2017 update)</i></li> <li>• <i>Planning SA's Adelaide Metropolitan Coast Park Concept Plan (2001).</i></li> </ul>
<b>Prioritising criteria</b>	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 Objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p><b>Supported by strategic direction</b> [maximum score 6]</p> <ul style="list-style-type: none"> <li>• Identified as a Focus Commitment in Onkaparinga 2035 [score 6]</li> <li>• Identified as an action in a Strategy or Strategic Management Plan [score 2]</li> <li>• Not identified in any of the above [score 0]</li> </ul> <p><b>Risk exposure</b></p> <p>Risk exposure is assessed in accordance with the standard rating process and checklist that compares the current situation (no action) with the risks associated with undertaking the project or capital works.</p>

Category name	Placemaking
	<p>Risk is assessed against environment, public safety, socio-political and business impact.</p> <p><b>Stakeholder and/or community expectations</b></p> <p>Assessed in accordance with standard rating based on community expectations the activity will be delivered. This includes consideration of the relative activity scope and the communities that will be affected.</p> <ul style="list-style-type: none"> <li>• very high: actively engaged local community involvement through a formal community engagement process with very high expectation that this activity will be delivered [score 3]</li> <li>• high: actively engaged local community involvement with high expectation that this activity will be delivered however a formal community engagement process has not been undertaken [score 2]</li> <li>• medium: local community is not especially active in its involvement [score 1]</li> <li>• low: local community has no level of interest in involvement [score 0]</li> </ul> <p><b>Cost/benefit ratio</b></p> <p>Although a relatively subjective and qualitative assessment, endeavours will be made to assess the relationship between activity costs and the potential benefits. Benefits include social (amenity), economic development, environmental and public safety.</p> <ul style="list-style-type: none"> <li>• high benefits in relation to cost [score 3]</li> <li>• moderate benefits in relation to cost [score 2]</li> <li>• low benefits in relation to cost [score 1]</li> </ul> <p><b>Volume/number of users or potential users (city-wide and local sub-categories only)</b></p> <p>Subjective assessment of the potential for the:</p> <ul style="list-style-type: none"> <li>• streetscape or improvements to attract more visitors/businesses to the enhanced area</li> <li>• industrial enhancement projects to attract additional commercial activity and/or investment</li> <li>• gateways to announce the City's 'points of difference'</li> </ul> <p>City-wide scores:</p> <p>Projects will be scored using two scales: a. annual estimated average daily traffic (AADT) volumes and b. their potential to attract additional investment attraction/visitations or announce the City's 'points of difference'.</p> <p>a. Traffic volumes:</p> <ul style="list-style-type: none"> <li>• AADT &gt; 3,001 [score 3]</li> <li>• AADT between 1,501 and 3,000 [score 2]</li> <li>• AADT &lt; 1,500 [score 1]</li> </ul> <p>b. Investment attraction/visitations</p> <ul style="list-style-type: none"> <li>• significant potential increase in investment/visitations [score 3]</li> <li>• moderate potential increase in investment/visitations [score 2]</li> </ul>



Category name	Placemaking
	<ul style="list-style-type: none"> <li>low potential increase in investment/visitations [score 1]</li> </ul> <p>The aggregate score from the two scales will be adopted as the final citywide score as follows:</p> <ul style="list-style-type: none"> <li>aggregate score of 5 - 6 [score 3]</li> <li>aggregate score of 3 - 4 [score 2]</li> <li>aggregate score of 1 - 2 [score 1]</li> </ul> <p>Local scores:</p> <p>Projects will be scored on a. annual average estimated daily traffic (AADT) volumes and b. the degree to which amenity is increased.</p> <p>a. Traffic volumes:</p> <ul style="list-style-type: none"> <li>AADT &gt; 501 [score 3]</li> <li>AADT 101 – 500 [score 2]</li> <li>AADT &lt; 101 [score 1]</li> </ul> <p>b. Amenity (beautification and improvements)</p> <ul style="list-style-type: none"> <li>significant potential increase in amenity impacting on a large number of properties [score 3]</li> <li>moderate potential increase in amenity impacting on a moderate number of properties [score 2]</li> <li>low potential increase in amenity impacting on a small number of properties [score 1]</li> </ul> <p>The aggregate score from the two scales will be adopted as the final local score as follows:</p> <ul style="list-style-type: none"> <li>aggregate score of 5 - 6 [score 3]</li> <li>aggregate score of 3 - 4 [score 2]</li> <li>aggregate score of 1 - 2 [score 1]</li> </ul> <p><b>Locational importance (city-wide and local sub-categories only)</b></p> <p>Initiatives will be scored on their locational significance. If relevant, initiatives can be scored on multiple location criteria (eg coastal and built heritage). The highest score will be used as the final score.</p> <p>City-wide scores:</p> <p>Coastal (Ranked in line with <i>Adelaide Metropolitan Coast Park Concept Plan</i> nodal hierarchy) OR regional or district centre/ strategically important location:</p> <ul style="list-style-type: none"> <li>principal node [score 3]</li> <li>major node [score 2]</li> <li>local node [score 1]</li> </ul> <p>Tourism:</p> <ul style="list-style-type: none"> <li>state and national importance (eg McLaren Vale) [score 3]</li> <li>regional importance (eg Willunga) [score 2]</li> <li>local importance (eg Kangarilla) [score 1]</li> </ul>



Category name	Placemaking
	<p><b>Industrial:</b></p> <ul style="list-style-type: none"> <li>state and national importance (eg Lonsdale) [score 3]</li> <li>regional importance (eg Hackham, Seaford, Woodcroft, Aldinga) [score 2]</li> <li>local importance (eg Willunga, McLaren Vale) [score 1]</li> </ul> <p><b>Cultural heritage (indigenous and/or European, therefore includes rural townships):</b></p> <ul style="list-style-type: none"> <li>city-wide significance and beyond [score 3]</li> <li>significance restricted to the City at a district level [score 2]</li> <li>local significance [score 1]</li> </ul> <p><b>Local scores:</b></p> <p>Local streetscape projects will be scored in accordance with their linkages with the 'centres' hierarchy (Regional, District, Neighbourhood, Local) as defined in the City of Onkaparinga <i>Development Plan</i> and other strategically important locations such as those nominated through the Activity Centres Review 2014–19 or other strategic planning.</p> <ul style="list-style-type: none"> <li>linkage to a Regional or District level activity centre, school, community facility, Esplanade OR major tourist route OR located within a local heritage precinct [score 3]</li> <li>linkage to a Neighbourhood Centre or minor tourist route [score 2]</li> <li>linkage to a local centre [score 1]</li> </ul> <p><b>Service levels/standards</b></p> <ul style="list-style-type: none"> <li>Very High: Service Levels and/or standards are in place and are defined by legislation, strategy or industry standard [score 3]</li> <li>High: Service Levels and/or standards are in place and are defined in a local policy, plan or funding agreement [score 2]</li> <li>Medium: Service Levels and/or standards are in place however are not defined [score 1]</li> <li>Low: Service Levels and/or standards are not in place [score 0]</li> </ul> <p><b>Other providers in the market</b></p> <ul style="list-style-type: none"> <li>Very High: There are currently multiple providers who provide a similar/comparable service within our council area [score 0]</li> <li>High: There are currently multiple providers who provide a similar/comparable service however these are within the greater metropolitan area [score 1]</li> <li>Medium: Other providers exist in our council area however service provision is sufficiently different [score 2]</li> <li>Low: No other providers exist [score 3]</li> </ul>

Category name	Strategic Planning
Responsible Director	Director Community Relations
Responsible Officer	Driver: Ynys Onsman, Manager Strategic Futures (Acting) Co-driver: Ben Calder, Senior Strategic Planner
Description of contents and subcategories	<p>This category comprises projects and programmes that are strategic in nature and provide direction and action for council's other projects and programs. The development of these activities requires a multi-disciplinary cross-organisational approach and seeks to achieve a range of outcomes.</p> <p>The category comprises the following subcategories:</p> <p><b>Land use planning – projects</b></p> <p>This includes Development Plan Amendment reports, suburb master plans and planning associated developments.</p> <p>Local site specific planning for open space and recreation facilities will be primarily funded via the Open Space and Recreation categories respectively. However planning for regionally significant sites, addressing multiple issues and stakeholders, may be funded via the Strategic Planning category.</p> <p><b>Strategies and research – projects</b></p> <p>This includes the delivery and review of the Council's Strategic Plans (per s122 of the <i>Local Government Act 1999</i>), comprising the Community plan and supporting Strategic Plans, action plans, studies, research and analysis.</p>
Strategies, policies and relevant studies	<p>Our Community Plan, Onkaparinga 2035, reflects the collective aspirations of our region. It guides Council's decisions about services, assets, programs, advocacy and projects. As such, activities proposed through the resource prioritisation process should contribute to the Onkaparinga 2035's vision across our themes – people, place and prosperity.</p> <p>Activities in this category should contribute to multiple Community Plan objectives.</p>
Prioritising criteria	<p>Based on direction from the above sources the prioritisation criteria for these categories are:</p> <p><b>Alignment with Onkaparinga 2035 Objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>There are three desired outcome criteria under each of the plan's nine objectives. Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p>



Category name	Strategic Planning
	<p><b>Supported by strategic direction</b> [maximum score 6]</p> <ul style="list-style-type: none"> <li>Identified as a Focus Commitment in Onkaparinga 2035 [score 6]</li> <li>Identified as an action in a Strategic Plan [score 2]</li> <li>Not identified in any of the above [score 0]</li> </ul> <p><b>Risk exposure</b></p> <p>Risk exposure is assessed in accordance with the standard rating process and checklist that compares the current situation (no action) with the risks associated with undertaking the activity.</p> <p>The relevant <b>unweighted</b> criteria are as follows:</p> <p><b>Volume/number of users or potential users</b></p> <p>This criteria reviews the number of residents and other stakeholders benefiting from the activity.</p> <p>Differentiate activities according to local or citywide status and then apply the criteria within the sub-categories.</p> <p>Citywide scores:</p> <ul style="list-style-type: none"> <li>high: affecting over two-thirds of the City's population and/or (for projects with a significant external focus) a similar number of external users [score 3]</li> <li>medium: affecting between one and two-thirds of the City's population and/or (for projects with a significant external focus) a similar number of other external users [score 2]</li> <li>low: affecting under a third of Council population and/or (for projects with a significant external focus) a similar number of other external users [score 1]</li> </ul> <p>Local scores:</p> <ul style="list-style-type: none"> <li>high: catchment of more than three suburbs [score 3]</li> <li>medium: catchment of two to three suburbs [score 2]</li> <li>low: catchment generally contained within a single suburb [score 1]</li> </ul> <p><b>Relative need</b></p> <p>This criteria reviews whether the activity addresses a clear gap in service provision or whether needs are already being met in a partial or more complete manner, differentiates activities according to local or citywide status and then applies the criteria within the sub-categories.</p> <p>Citywide scores:</p> <ul style="list-style-type: none"> <li>high: need identified and not being met, with no endorsed plan of action or feasible alternatives [score 3]</li> <li>medium: identified needs being poorly met by current situation or past initiatives [score 2]</li> <li>low: identified needs being partially or well-met by current or past initiatives and/or having an endorsed and resourced plan of action [score 1]</li> </ul>



Category name	Strategic Planning
	<p>Local scores:</p> <ul style="list-style-type: none"> <li>• high: need not currently catered for, limited feasible alternatives and/or limited proximity to similar initiatives [score 3]</li> <li>• medium: need poorly catered for, some alternatives available, and/or some proximity to similar initiatives [score 2]</li> <li>• low: need partially or fully catered for, alternative readily available and/or close proximity to similar initiatives [score 1]</li> </ul> <p><b>Stakeholder and/or community expectations</b></p> <p>This criteria is a measure of the proposed activities' profile within the community, or of issues directly related to the project.</p> <p>Assessed in accordance with standard rating based on the community expectations that this activity will be delivered</p> <ul style="list-style-type: none"> <li>• very high: actively engaged local community involvement through a formal community engagement process with high expectation that this activity will be delivered [score 3]</li> <li>• high: actively engaged local community involvement with high expectation that this activity will be delivered however a formal community engagement process has not been undertaken [score 2]</li> <li>• medium: local community is not especially active in its involvement [score 1]</li> <li>• low: local community has no level of interest in involvement [score 0]</li> </ul> <p><b>Cost/benefit ratio</b></p> <p>This criteria reviews the financial cost of the initiative against its benefits (measured in terms of the number of residents affected). Thus activities that cost a lesser amount and benefit more of the community will score higher than costly activities benefiting few. Differentiate activities according to local or citywide status and then determine the ratio (cost/resident) within the sub-categories.</p> <p>Citywide:</p> <ul style="list-style-type: none"> <li>• high: if the cost of the activity is 50c per resident affected, or less [score 3]</li> <li>• medium: if the cost of the activity is more than 50c per resident affected, or less than \$1 per resident affected [score 2]</li> <li>• low: if the cost of the activity is \$1 per resident affected, or more [score 1]</li> </ul> <p>Local:</p> <ul style="list-style-type: none"> <li>• high: if the cost of the activity is \$1 per resident affected, or less [score 3]</li> <li>• medium: if the cost of the activity is more than \$1 per resident affected, or less than \$2 per resident affected [score 2]</li> <li>• low: if the cost of the activity is \$2 per resident affected, or more [score 1]</li> </ul>

Category name	Strategic Planning
	<p>Service levels/standards</p> <ul style="list-style-type: none"> <li>• very high: Service Levels and/or standards are in place and are defined by legislation, strategy or industry standard [score 3]</li> <li>• high: Service Levels and/or standards are in place and are defined in a local policy, plan or funding agreement [score 2]</li> <li>• medium: Service Levels and/or standards are in place however are not defined [score 1]</li> <li>• low: Service Levels and/or standards are not in place [score 0]</li> </ul> <p><b>Other providers in the market</b></p> <ul style="list-style-type: none"> <li>• very high: There are currently multiple providers who provide a similar/comparable service within our council area [score 0]</li> <li>• high: There are currently multiple providers who provide a similar/comparable service however these are within the greater metropolitan area [score 1]</li> <li>• medium: Other providers exist in our council area however service provision is sufficiently different [score 2]</li> <li>• low: No other providers exist [score 3]</li> </ul> <p>Standard <b>scheduling criteria</b> used are:</p> <ul style="list-style-type: none"> <li>• timing imperative (yes/no - date)</li> <li>• external funds/resources (value/availability)</li> <li>• activity implementation phase (completes activity, completes activity stage, initiates new activity)</li> <li>• activity management stage (assessment, planning and design, implementation)</li> <li>• rolling replacement program.</li> </ul>

Category name	Water Business Unit (WBU)
Responsible Director	Chief Financial Officer
Responsible Officers	Driver: Julian James, Commercial Operations Officer Co-driver: Mark Grundy, Operations Officer
Description of contents and subcategories	<p>The Water Business (WB) category provides funding for the amalgamated five WB schemes:</p> <ul style="list-style-type: none"> <li>• Hart Road, Aldinga</li> <li>• Dalkeith Road, Seaford</li> <li>• Christie Creek, Morphett Vale</li> <li>• Byards/Candy, Reynella East</li> <li>• Little Road, Willunga.</li> </ul> <p>The category covers all infrastructure associated with the WB such as pipework, valving, pump stations and harvesting and storage facilities. As a commercial operation the category also provides for the funding of business expansion and revenue generating opportunities.</p> <p>The WB Resource Prioritisation document details how we will prioritise projects for this group of assets. All significant asset renewal, replacement and other investment in council's WB should be assessed using this framework.</p>
Strategy for Allocating funds	<p>It is important that the operation of the WB assets assists Council with meeting its strategic objectives. These apply from the overarching level of the community plan down to the more detailed asset management or approved business plans.</p> <p>This Resource Prioritisation document also recognises initiatives which may not yet be part of a formal plan but are identified as important to the development / sustainability of Council's alternative water business.</p> <p><b>Alignment with Onkaparinga 2035 objectives</b></p> <p>Alignment with Onkaparinga 2035 is assessed by how well the proposed projects and capital works meet the plan's themes (people, place, prosperity), desired outcomes and objectives.</p> <p>Assessing alignment compares the current situation (no action) with the likely outcomes of undertaking the project or capital works and provides a score for alignment to a maximum of 6.</p> <p>Project bids that meet more desired outcomes, across more objectives, will score closer to the maximum.</p> <p>Projects should contribute to one or more of the Community Plan Objectives. Further guidance can be found in the PCW Driver and Co-Driver guideline document section 3.2.7.</p> <p><b>Strategic Plans</b></p> <p>A number of sources are recognised in this document for the purposes of strategic alignment. Evidence that a project bid is aligned to the Community Plan Objectives may be found in the following sources.</p>



Category name	Water Business Unit (WBU)
	<ul style="list-style-type: none"> <li>• <b>Council or departmental strategic plans</b>            There are council strategic documents which sit at a lower level to the Community Plan but which relate to the WB and investment in it.</li> <li>• <b>Water Business Unit Risk Management Plans and Operational Guidelines</b>            The various technical management plans for the WB identify that we will:           <ul style="list-style-type: none"> <li>- effectively manage the investment in all of the WB networks</li> <li>- demonstrate strategic asset management of the overall WB network and implementation of whole of life strategies</li> <li>- monitor compliance with levels of service and regulatory and legislative requirements</li> <li>- manage corporate risks and risk of asset failure</li> <li>- manage continuous improvement processes for asset systems, processes and data.</li> </ul> </li> <li>• <b>Legislative requirements</b>            The provision of WB services operate in a specific legislated environment governed by a number of regulatory agencies. Council will continue to develop its related governance and decision making practices around the relevant obligations to ensure that they are open, accountable and comply with legislation in relation to:           <ul style="list-style-type: none"> <li>- requirements of the <i>Local Government Act 1999</i></li> <li>- consumer protection, economic and technical regulation the <i>Water Industry Act 2012</i></li> <li>- environmental and public health under the <i>Environment Protection Act 1993</i> and the <i>SA Public Health Act 2012</i></li> <li>- water resource management under the <i>Natural Resources Management Act 2004</i></li> <li>- any other associated regulations, codes and management guidelines relevant to the ownership, operation and management of a water utility noting that the regulatory environment around the management of a licensed water industry entity has been progressively evolving in recent years since the inception of the <i>Water Industry Act 2012</i>.</li> </ul> </li> <li>• <b>Commercial Contracts</b>            WB provides water and environmental services to a range of customers. These arrangements are governed by commercial contracts which place various obligations and responsibilities on council.</li> <li>• <b>Business Intelligence (BI)</b>            BI bids are opportunities that may have been identified by staff, industry comparison, customer or contractor feedback etc, rather than through a conventional business planning process.   <i>The inclusion of BI as a source of project ideas is intended to allow council's investment in the WB to be agile and responsive.</i></li> </ul>

Category name	Water Business Unit (WBU)
<b>Unweighted Prioritisation criteria</b>	<p><b>Commercial Assessment Overview</b></p> <p>This section provides the remaining unweighted scoring considerations for WB projects. These criteria reflect a means of assessing and scoring key business drivers around the following themes:</p> <ul style="list-style-type: none"> <li>• Stakeholder - Management of specific risks and obligations.</li> <li>• Cost Benefit - Maximising value</li> <li>• Market Position</li> <li>• Scheduling Imperative.</li> </ul> <p>The following sections expand on and provide the scoring for each theme.</p> <p><b>Stakeholder - Management of specific risks and obligations</b></p> <p>This section details the assessment of specific obligation-based risks. This is undertaken in addition to the standard PCW risk assessment and provides an elevated priority where there is a specifically identifiable risk or obligation.</p> <p>Our commercial enterprises are often managed under contracts or have specific regulatory requirements that apply and clearly identify management obligations. If council has a regulatory or contractual obligation to respond to this should add to the prioritisation of the project. These specific risks are considered and scored on the basis of not undertaking the project.</p> <p>The following flow chart provides further guidance when considering the assessment of specific risks and obligations. Risk in this category should be assessed with reference to the City of Onkaparinga's Risk Management framework.</p> <p style="text-align: center;">Commercial Activity Risk and obligation assessment flow chart</p> <pre> graph TD     A[Is there a regulatory or contractual obligation? (role)] -- Yes --&gt; B[Is there an acceptable level of risk? (risk)]     A -- No --&gt; C[Is there an acceptable level of risk? (risk)]     B -- No --&gt; D[Priority 1]     B -- Yes --&gt; E[Priority 2]     C -- No --&gt; F[Priority 3]     C -- Yes --&gt; G[Priority 4]   </pre> <p><i>NB: For reference a risk rating (as a result of no action) of very-high or greater is deemed to not be an acceptable level of risk.</i></p>



Category name	Water Business Unit (WBU)
	<p>Priorities are scored as follows and should be entered in one of the 'volume' scoring sections of the database:</p> <ul style="list-style-type: none"> <li>• Priority 1 – score 4</li> <li>• Priority 2 – score 3</li> <li>• Priority 3 – score 2</li> <li>• Priority 4 – score 1</li> </ul> <p><b>Cost Benefit - Maximising Value</b></p> <p>This assessment will be used for projects with reasonably identifiable and recurring cash flows and where multiple options may exist to achieve a similar outcome.</p> <p>A comparative analysis should be performed using the Net Present Value (NPV) method. This will use Council's cost of capital as the discount rate (4.5% - 2019–20+ an additional risk premium of 1% bringing the discount rate to 5.5%) and seek to identify the project with the highest return.</p> <p>The NPV outputs will be scored as follows:</p> <ul style="list-style-type: none"> <li>• NPV &gt; \$0 bids will be prioritised based on highest NPV first with a view toward maximising immediate return to Commercial Activity Reserve [Score 1-8] (a score at the upper end to represent an exceptional revenue generating opportunity – high cash flows with fast early payback or very secure/certain returns).</li> <li>• NPV &lt; \$0 or low in comparison to other options [Score 0]</li> </ul> <p><i>NB: Scores for this section should be included in the second 'volume' scoring row of the PCW database.</i></p> <p><i>Where multiple projects are being considered and have different expected lives, the result should be converted to an annuity for comparison (Equivalent Annual Annuity (EAA) method) – the highest return annuity is the preferred option.</i></p> <p><b>Market Position</b></p> <p>Another key aspect of commercial operation is market position. The security of our revenue is derived from occupying a sustainable place in the market.</p> <p>Our approach may be to differentiate ourselves, provide a low cost option or both. In some situations we may be the only provider in which case we are providing a niche product/service. It is essential to the sustainability of the business that we do not over or under invest in this position. Our products should be valued by and satisfy the customers we are serving. Our investment in the business needs to clearly and deliberately reflect our actual or desired position in the market.</p> <p>By way of example, business pressures could come from other providers expanding into serviced areas or from suppliers exerting influence.</p> <p>The key issue is how critically we need to target our investment given the following considerations. Priorities are scored as follows and should be entered in one of the 'Other' scoring sections of the PCW database.</p>



Category name	Water Business Unit (WBU)
	<p><i>Note that only one of the options below can be selected, they are not cumulative [maximum score 8].</i></p> <ul style="list-style-type: none"> <li>• Very High: For example, there are currently multiple providers who could provide a similar/comparable service and operate within the region– High need to lead market offering (eg medium to large scale commercial network expansion). [score 5-8]</li> <li>• High: For example, there are currently multiple providers who could provide a similar/comparable service however these are within the greater metropolitan area - Moderate need lead market offering (eg medium scale commercial network expansion). [score 3-4]</li> <li>• Moderate: For example, other providers exist in our council area however their service provision is sufficiently different - Possibly lead market offering (eg small scale to incremental network expansion). [score 1-2]</li> <li>• Low: No other providers exist - Maintain market offering and manage cost (e.g. incremental network expansion only). [score 0]</li> </ul> <p><b>Scheduling Imperative</b></p> <p>Finally the development/planning of the project should give consideration to the following potential risks and opportunities as additional imperatives to undertake a project.</p> <p>Priorities are scored as follows and should be entered in one of the 'Other' scoring sections of the database:</p> <ul style="list-style-type: none"> <li>• Timing imperative (yes/no - date)</li> <li>• External funds/resources (value/availability)</li> <li>• Supports existing activity (e.g. completes activity, completes stage)</li> <li>• Supports Activity Development (e.g. assessment, planning and design, implementation)</li> <li>• Monitoring market trends/emerging competition.</li> </ul> <p><i>Scoring - Note that only one of these options can be selected, they are not cumulative.</i></p> <p><b>Assessment</b></p> <ul style="list-style-type: none"> <li>• Meets 3 Drivers – 6 points</li> <li>• Meets 2 Drivers – 4 points</li> <li>• Meets 1 Drivers – 2 points</li> <li>• Meets 0 Drivers – 0 points</li> </ul>

Page left intentionally blank

## 9.5 Aldinga School Development Application - comments to the SCAP

This is an update on a previously reported subject, concept or issue.

Manager: Renée Mitchell, Manager Development Services

Report Authors: Ben Victory, Principal Planner  
David Gregory, Urban Designer

Contact Number: 8384 0602

Attachments:

1. Extract of DA documentation (85 pages – provided under separate cover)
2. Draft comments letter to the SCAP (3 pages)
3. Representation letter to the SCAP dated 21 January 2020 (9 pages)

---

### 1. Purpose

A development application (DA) has been lodged by the Department for Education for a new Birth to Year 12 School at Aldinga. An extract of the DA documentation is provided as attachment 1.

As a Crown DA, our role is to provide comments to the State Commission Assessment Panel (SCAP) as a referral body under section 49 of the *Development Act 1993*. Comments are due by 19 February 2020 and a draft comments letter is **provided as attachment 2 for Council's approval to send.**

### 2. Recommendation

That Council endorse the letter to be issued to the State Commission Assessment Panel containing comments on the proposed Aldinga Birth to Year 12 School (SCAP reference 145/VO40/19) as contained in attachment 2 to the agenda report.

### 3. Background

The Aldinga B-12 School is part of a State Government led-project as a Public-Private Partnership, with the preferred proponents TESA Education also delivering a similar northern school at Angle Vale. TESA is a consortium between TETRIS Capital, ISS and Sarah Constructions, with additional consultants engaged by TESA to provide the DA documentation.

The southern (Aldinga) school will initially cater for 1675 students/children and 211 staff, and is scheduled to open in time for the 2022 school year. A future capacity is **indicated for 2084 students/children and 228 staff. Plans show a children's centre,** primary and secondary schools, sports facilities and a central community hub within an integrated campus on Quinliven Road adjacent to our Aldinga Sports Park.

The Aldinga B-12 School proposal has been the subject of multiple reports to Council over the past 12 months (including March, July, August and December 2019 and February 2020), focused on the opportunity for shared-**use of the school's** sports facilities by the community. An Elected Member workshop on this subject was also held on 8 August 2019. Due to the confidentiality of the State



**Government's procurement process, we have been unable to** share further details regarding the school proposal until this time.

In addition to the draft council comments letter provided as Attachment 2, staff submitted a representation to the SCAP on 21 January 2020 (Attachment 3), within the public notification period. This documented our initial issues needing further negotiation and resolution, and it preserves our right to be heard at a SCAP hearing **if considered necessary. These issues are set out in the 'additional information'** section at the end of this report.

#### **4. Financial Implications**

Many of our DA comments relate to potential impacts to current and future council assets, particularly roads and stormwater, aiming to minimise our financial implications. A shared use agreement with TESA Education is to be separately considered by Council.

#### **5. Risk and Opportunity Management**

<b>Risk</b>	
<b>Identify</b>	<b>Mitigation</b>
Negative impacts on council assets such as roads and stormwater, requiring future public resources and expense	Identifying potential issues and improvements during the design and assessment process prior to approval and construction

<b>Opportunity</b>	
<b>Identify</b>	<b>Maximising the opportunity</b>
Facilitating the development of a significant community asset	Continuing to work with TESA Education and government agencies to influence good outcomes for the surrounding area and community

Council staff have continued to work with TESA Education and relevant government agencies as the plans progress. At the time of writing this report, some feedback has already been provided and further information requested. However, endorsement of the letter provided as Attachment 2 will confirm the position of Council, will and assist with ensuring the identified issues are adequately addressed by TESA and considered by the SCAP prior to an approval decision.

#### **6. Additional information**

As the comments and representation letters note, we are generally supportive of the proposed school and welcome the development as necessary social infrastructure for the Aldinga and broader communities. However, at the time of

reviewing the DA documentation to prepare these comments, there are a number of issues that need further information and discussion to resolve.

These issues have been raised between council staff, SCAP/DPTI staff and the proponent, and have been generally confirmed within a formal request for further information from the SCAP/DPTI dated 20 January 2020, as well as a memorandum from council staff on the same date. In particular, our primary issues relate to the impacts on council assets, including:

#### Roads

Quinliven Road (and the adjacent section of Port Road to the north of the school site) is a **Distributor road in council's Road Network Plan. It is currently 20.12m** wide but may need to be widened to accommodate the necessary turning lanes, kiss and drop/car parking with safe door opening buffers, footpaths/shared use paths, landscaping, bus stops, pedestrian crossings etc. Alternatively, the shared use path could be within the school site as currently proposed, with appropriate agreements in place for public use and maintenance arrangements.

This road upgrade and any other necessary external works will need to be confirmed in a legal infrastructure agreement between the relevant parties prior to the granting of development approval.

The new public road to be constructed on the western side of the school will become a council road. It is understood that initial designs were based on advice from Renewal SA that it would be a Collector road to service a future housing development for the remaining Renewal SA land. However, more recent advice from Renewal SA is that it should be a Distributor road to connect through to Aldinga Beach Road. The current school and land division plans show a 20m wide road, however the widths for a Distributor road here are likely to be in the order of 22.5m to 23.5m. Confirmation of the road hierarchy is required, together with agreed road plans for what will become a council asset.

Discussions with the proponent have continued since our 20 January 2020 memorandum, including the need for further information and consideration of options for the two roads and their intersection. We will also continue to inform the SCAP/DPTI staff of the status of these discussions and our position.

#### Car parking

The planning report submitted with the DA details an initial school capacity of 1675 students and 211 staff, and a future capacity of 2084 students and 228 staff. The Traffic Impact Assessment from GHD dated December 2019 is based on the initial capacity only, however this assessment should be based on the future capacity to ensure a complete traffic analysis and sufficient car parking.

As reported to Council in August 2019, while the site provides car parking for school staff and some visitors, it does not provide car parking for students who may drive to school (or sufficient parking for parents and/or school functions). This is **consistent with the Department for Education's state-wide policy.**

We are concerned that car parking will extend to the adjacent Aldinga Sports Park and the surrounding public road network. Particular concerns are raised about **parking on Port Road where it heads to the northwest, with 'no parking' and/or 'no stopping' controls likely to be needed for traffic function, safety and amenity** reasons. Likewise, the impact and management of school car parking in the Sports Park needs to be considered, including by senior students during school days, parents in the drop off and pick up periods, and visitors to school events. The

adequacy of the kiss and drop areas, including the allocated space and parking controls, also needs to be confirmed to avoid queuing.

We have requested that controls be further reviewed by the consultants in consultation with council, and we recommend that any signage/parking controls be conditioned and/or included within an infrastructure agreement to minimise future expenses for council.

#### Aldinga Sports Park

We are continuing to negotiate the interface and shared use arrangements between the proposed school and the Aldinga Sports Park. At this stage, we are generally supportive of the proposal in this regard, including the proposed boundary fencing/gating and mounding/landscaping arrangements, subject to final survey and any necessary formal agreements. Some suggestions regarding landscaping species and design have been made to SCAP/DPTI staff and TESA, and we will continue to work through detailed designs as appropriate.

#### Stormwater

Our engineering staff will continue to negotiate the stormwater arrangements with the proponents, with updated comments to be provided to the SCAP/DPTI staff.

#### Signage

Further information regarding site signage and wayfinding has been requested by the SCAP for the purposes of this assessment.

#### Integration with Aldinga and surrounds

Given the scale of the project in the local context of Aldinga Township and adjacent residential development, the integration of the school with its surrounds is of significant importance.

**The school's built-form** consists predominantly of single storey buildings, with exception to the Community Hub (containing the library, café, theatre etc) and the indoor sports facility, which are two storey buildings located in the central northern portion of the site. **We acknowledge the design's intent to provide a civic presence** to Quinliven Road and are supportive of the scale, form and contemporary design of this main building. In general, building materiality and colour has been inspired by the coastal cliffs at Port Willunga, and is in keeping with the character of the area.

Staff feedback has been provided to TESA Education regarding the design of the entrance plaza, including recommendations that tree planting be added to soften the scale of the theatre elevation and street furniture be added to improve this **area's functionality and amenity.**

The western edge of the school site includes built form of the **children's centre**, primary school and car-parking to the northern third of the site and a linear carpark to the southern third, with the primary school oval situated in between these land uses. A new road and public shared pathway extending along most of this western edge is also provided for access.

In our view the amenity of this western edge of the development requires improvement. In particular, we seek the integration of tree planting to the road and shared path design, for visual amenity and shade provision.

A fenced stormwater detention basin extends along approximately a third of the southern edge of the site, with the remainder consisting of sports fields. Given that



future residential development is planned adjacent to this southern edge, further amenity enhancements are desirable, including tree planting and landscaping to visually soften the stormwater detention pond area and its associated fencing, and to provide shade to the proposed path network.

An extract of the proposed site masterplan and perspective are provided below for information, and Attachment 1 to this report can be referred to for additional plans and documentation from the DA.



**1 Site Masterplan**  
1:2500



**AERIAL PERSPECTIVE**  
(view from north-west)

**Attachment 1**

Provided under separate cover



## Attachment 2

Your Ref: 145/V040/19  
Our Ref: 145/7018/2019

19 February 2020

Sarah Elding  
Principal Planner  
State Commission Assessment Panel  
[Sarah.Elding@sa.gov.au](mailto:Sarah.Elding@sa.gov.au)

Dear Sarah

Thank you for the opportunity to comment on the development application (DA) for the proposed Aldinga Birth to Year 12 School.

The following comments have been prepared by relevant council staff and endorsed by the Elected Members of Council at the 18 February 2020 meeting. They are in addition to our representation dated 21 January 2020, which confirmed our position at that time regarding the need for further consultation with council staff on certain issues.

We are generally supportive of the proposed school and welcome the development as necessary social infrastructure for the Aldinga and broader communities. However, at the time of reviewing the DA documentation to prepare these comments, there are a number of issues that need further information and discussion to resolve.

These issues have been raised between council staff, SCAP/DPTI staff and the proponents, and have been generally confirmed within a formal request for further information from the SCAP/DPTI dated 20 January 2020, as well our memorandum from council staff on the same date that was attached to our representation. In particular, our primary issues relate to the impacts on council assets, including:

### Roads

Quinliven Road (and the adjacent section of Port Road to the north of the school site) is a Distributor road in council's Road Network Plan. It is currently 20.12m wide but may need to be widened to accommodate the necessary turning lanes, kiss and drop/car parking with safe door opening buffers, footpaths/shared use paths, landscaping, bus stops, pedestrian crossings etc. Alternatively, the shared use path could be within the school site as currently proposed, with appropriate agreements in place for public use and maintenance arrangements.

This road upgrade and any other necessary external works will need to be confirmed in a legal infrastructure agreement between the relevant parties prior to the granting of development approval.



City of Onkaparinga  
PO Box 1  
Aldinga Centre  
South Australia 5168  
[www.onkaparingacity.com](http://www.onkaparingacity.com)

Noarlunga office  
Ramsay Place  
Noarlunga Centre  
Telephone (08) 8384 0666  
Facsimile (08) 8382 8744

Aberfoyle Park office  
The Hub  
Aberfoyle Park  
Telephone (08) 8384 0666  
Facsimile (08) 8382 8744

Willunga office  
St Peters Terrace  
Willunga  
Telephone (08) 8384 0666  
Facsimile (08) 8382 8744

Woodcroft office  
175 Bains Road  
Morphett Vale  
Telephone (08) 8384 0666  
Facsimile (08) 8382 8744

The new public road to be constructed on the western side of the school will become a council road. It is understood that initial designs were based on advice from Renewal SA that it would be a Collector road to service a future housing development for the remaining Renewal SA land. However, more recent advice from Renewal SA is that it should be a Distributor road to connect through to Aldinga Beach Road. The current school and land division plans show a 20m wide road, however the widths for a Distributor road here are likely to be in the order of 22.5m to 23.5m. Confirmation of the road hierarchy is required, together with agreed road plans for what will become a council asset.

Discussions with the proponent have continued since our 20 January 2020 memorandum, including the need for further information and consideration of options for the two roads and their intersection. We will also continue to inform the SCAP/DPTI staff of the status of these discussions and our position.

### **Car parking**

The planning report submitted with the DA details an initial school capacity of 1675 students and 211 staff, and a future capacity of 2084 students and 228 staff. The Traffic Impact Assessment from GHD dated December 2019 is based on the initial capacity only, however this assessment should be based on the future capacity to ensure a complete traffic analysis and sufficient car parking.

We are concerned that car parking will extend to the adjacent Aldinga Sports Park and the surrounding public road network. Particular concerns are raised about parking on Port Road where it heads to the northwest, with 'no parking' and/or 'no stopping' controls likely to be needed for traffic function, safety and amenity reasons. Likewise, the impact and management of school car parking in the Sports Park needs to be considered, including by senior students during school days, parents in the drop off and pick up periods, and visitors to school events. The adequacy of the kiss and drop areas, including the allocated space and parking controls, also needs to be confirmed to avoid queuing.

We have requested that controls be further reviewed by the consultants in consultation with council, and we recommend that any signage/parking controls be conditioned and/or included within an infrastructure agreement to minimise future expenses for council.

### **Aldinga Sports Park and shared community facilities**

We are continuing to negotiate the interface and shared use arrangements between the proposed school and the Aldinga Sports Park. At this stage, we are generally supportive of the proposal in this regard, including the proposed boundary fencing/gating and mounding/landscaping arrangements, subject to final survey and any necessary formal agreements. Some suggestions regarding landscaping species and design have been made to SCAP/DPTI staff and the proponents, and we will continue to work through detailed designs as appropriate.

### **Stormwater**

Our engineering staff will continue to negotiate the stormwater arrangements with the proponents, with updated comments to be provided to the SCAP/DPTI staff.

Please contact Ben Victory, Principal Planner on [ben.victory@onkaparinga.sa.gov.au](mailto:ben.victory@onkaparinga.sa.gov.au) or 8384 0602 for any questions.

Yours sincerely

Renée Mitchell  
**Manager Development Services**



## Attachment 3

Your Ref: 145/V040/19  
Our Ref: 145/7018/2019

21 January 2020

Sarah Elding  
Principal Planner  
State Commission Assessment Panel  
[Sarah.Elding@sa.gov.au](mailto:Sarah.Elding@sa.gov.au)

Dear Sarah

Please accept this letter and the attached memorandum dated 20 January 2020 as a representation in response to the development application for the proposed Aldinga Birth to Year 12 School (DA 145/V040/19).

We intend to provide a separate comments letter on 19 February 2020, following the 18 February 2020 Council meeting, when we will seek the endorsement of the Elected Members of Council. At this stage, we request to be heard at a meeting of the State Commission Assessment Panel (SCAP), however we will confirm that position closer to the meeting date depending on any further information received from the proponents in response to our comments expressed below and attached.

We are generally supportive of the proposed school and welcome the development as necessary social infrastructure for the Aldinga and broader communities. However, at the time of reviewing the DA documentation to prepare these comments, there are a number of issues that need further information and discussion to resolve.

These issues have been raised between council staff, yourself and the proponents, and have been generally confirmed within your formal request for further information dated 20 January 2020, as well our attached memorandum from council staff of the same date. In particular, our primary issues relate to the impacts on council assets, including:

### Roads

Quinliven Road (and the adjacent section of Port Road to the north of the school site) is a Distributor road in council's Road Network Plan. It is currently 20.12m wide but may need to be widened to accommodate the necessary turning lanes, kiss and drop/car parking with safe door opening buffers, footpaths/shared use paths, landscaping, bus stops, pedestrian crossings etc. Alternatively, the shared use path could be within the school site as currently proposed, with appropriate agreements in place for public use and maintenance arrangements.



City of Onkaparinga  
PO Box 1  
Noarlunga Centre  
South Australia 5168  
[www.onkaparingacity.com](http://www.onkaparingacity.com)

Noarlunga office  
Ramsay Place  
Noarlunga Centre  
Telephone (08) 8384 0666  
Facsimile (08) 8382 8744

Aberfoyle Park office  
The Hub  
Aberfoyle Park  
Telephone (08) 8384 0666  
Facsimile (08) 8382 8744

Willunga office  
St Peters Terrace  
Willunga  
Telephone (08) 8384 0666  
Facsimile (08) 8382 8744

Woodcroft office  
175 Bains Road  
Morphett Vale  
Telephone (08) 8384 0666  
Facsimile (08) 8382 8744

This road upgrade and any other necessary external works will need to be confirmed in a legal infrastructure agreement between the relevant parties prior to the granting of development approval.

The new public road to be constructed on the western side of the school will become a council road. It is understood that initial designs were based on advice from Renewal SA that it would be a Collector road to service a future housing development for the remaining Renewal SA land. However, more recent advice from Renewal SA is that it should be a Distributor road to connect through to Aldinga Beach Road. The current school and land division plans show a 20m wide road, however the widths for a Distributor road here are likely to be in the order of 22.5m to 23.5m. Confirmation of the road hierarchy is required, together with agreed road plans for what will become a council asset.

### **Car parking**

The planning report submitted with the DA details an initial school capacity of 1675 students and 211 staff, and a future capacity of 2084 students and 228 staff. The Traffic Impact Assessment from GHD dated December 2019 is based on the initial capacity only, but should be based on the future capacity to ensure a complete traffic analysis and sufficient car parking.

We are concerned that car parking will extend to the adjacent Aldinga Sports Park and the surrounding public road network. A degree of shared parking with the sports park may be appropriate, but time controls may be needed. Particular concerns are raised about parking on Port Road where it heads to the northwest, with 'no parking' and/or 'no stopping' controls likely to be needed for traffic function, safety and amenity reasons. The adequacy of the kiss and drop areas also needs to be confirmed to avoid queuing. These future controls should be reviewed further by the consultants in consultation with council.

### **Aldinga Sports Park and shared community facilities**

We are continuing to negotiate the interface and shared use arrangements between the proposed school and the Aldinga Sports Park. At this stage, we are generally supportive of the proposal in this regard, including the proposed boundary fencing/gating and mounding/landscaping arrangements, subject to final survey and any necessary formal agreements. Some suggestions regarding landscaping species and design has been made to SCAP/DPTI staff and the proponents, and we will continue to work through detailed designs as appropriate.

### **Stormwater**

Our engineering staff will continue to negotiate the stormwater arrangements with the proponents, with updated comments to be provided to the SCAP/DPTI staff.

3

Please contact Ben Victory, Principal Planner on [ben.victory@onkaparinga.sa.gov.au](mailto:ben.victory@onkaparinga.sa.gov.au) or 8384 0602 for any questions.

Yours sincerely



Renée Mitchell  
**Manager Development Services**





## Memorandum

<b>Author name:</b>	Richard Dekker	<b>Date:</b>	20/01/2020
<b>Author title:</b>	Manager Assets & Technical Services (Acting)		
<b>Title of the project</b>	Aldinga School		
<b>What is its purpose</b>	Issues for DA submission to SCAP		

We have reviewed the submission prepared by TESA and have some issues that are not finalised or where the proposed development is not acceptable to council:

### **Stormwater Management Plan**

1. Drainage connection on North-West and North-East corners of the site.

The proposal indicates a connection from the underground detention tanks to the existing drainage pipes in Quinliven Road at the North-West and North-East corners of the site. The existing drainage pipes in Quinliven Road are designed to accommodate the minor undeveloped flows from the northern catchment at the identified point of discharge only and we are not confident that the upstream system west of this connection point has sufficient capacity to carry the flow proposed from the N-E catchment 1. The post development flows indicated in the report may require the pipes in Quinliven Road to be upgraded. This must be shown on the proposed details.

2. Drainage connection to How Road

The proposal indicates that the southern catchments drain to a detention basin and is pumped to How Road. The proposal notes that external upgrading of the drainage system in How Road is required to accommodate this flow and prevent an increase in the flooding currently experienced in How Road. An agreement is required between the State and council for the provision of this external infrastructure.

3. Overland flow paths to external roads

As shown on Figure 7, there are three overland flow paths proposed onto Quinliven Road and the future distributor road. Control of surface flows onto these roads must be detailed to ensure pedestrian safety during severe storms.

### **Vehicle Access, Parking and Traffic**

4. Student parking

The proposal notes that student parking has not been provided within the development. This is not acceptable to council as student vehicles can only be parked on adjacent roads and

public facilities, which will negatively impact residents, businesses and tourists if the Port Road verge is used. TESA must provide a detailed impact report of student parking and agree with council measures that will be implemented by TESA to mitigate future problems.

5. Drop off zones with council road reserves

The proposal indicates drop off bays on the new distributor road and Quinliven Road. Although mention is made of the width and cross section of these roads, this is not clearly detailed. As higher order roads, they carry high volumes of traffic and Quinliven Road currently carries commercial vehicles and buses. Student drop off on these roads carries a high risk and TESA must provide suitable widths and offset of the proposed drop off bays.

6. Road reserve widths

As stated in the proposal, council's required lane and median widths for Quinliven and the new distributor road cannot be accommodated within the 20 metre reserves provided. TESA must provide additional land adjacent to these roads to accommodate the necessary road elements.

7. Pedestrian crossings on new distributor road

A total of four pedestrian crossings are indicated on the new distributor road. It is recognised that pedestrian control is required when crossing this road, however the future traffic volumes on this road would make multiple crossings unsafe. A shared path crossing at the roundabout and a separate Emu crossing will be required, with appropriate fencing to direct pedestrians.

8. Roundabout at new Distributor road

A roundabout is indicated at the intersection of Quinliven/new distributor road with the note that this may be replaced with traffic signals. Traffic signals will not be acceptable to council and TESA must provide additional details of required land acquisitions and the mechanisms to obtain these.

9. Shared path adjacent to Quinliven Road

The proposal recognises the need for the existing shared path to be relocated within the school site, although states that "this requires further discussion". The ownership and maintenance of this path must be finalised and agreed with council.

10. Design vehicle

Insufficient details have been provided in the *GHD Traffic Impact Assessment* (Dec 2019) regarding selection of the correct design vehicle and checking vehicle. Images of turn paths for a '20 seater bus' have been provided, however without any detail of the size of this vehicle or the scale of the drawings. Acceptable turn paths for design and checking vehicles must be provided in accordance with Austroads at public road intersections and AS2890 at the interface with private access driveways. As vehicle fleets can change over time, a non-standard vehicle should not be used to design public road intersections and accesses. The site must also be able to accommodate standard waste collection vehicles, as well as be

able to accommodate future potential site expansion, potentially requiring 19m semi-trailers to deliver modular buildings.

11. Staged phasing

The *GHD Traffic Impact Assessment* (Dec 2019) has been prepared based on an ultimate site development accommodating 1675 students/children and 211 staff, however the *Section 49 Crown Development & Public Infrastructure Application* report states that the site will deliver a capacity to accommodate 2084 students/children and 228 staff. Austroads' *Guide to Traffic Management Part 12: Traffic Impacts of Developments* (AGTM12-19) states that timing and staged phasing is to be described. This discrepancy must be addressed, and the assessment must be amended to achieve student/children/staff numbers provided in the report.

12. Design year

Analysis reported in the *GHD Traffic Impact Assessment* (Dec 2019) states that a design year of 2026 'when the school is operating at full capacity' has been used for assessment. AGTM12-19 states that 'the design year should desirably be 10 years after opening' (i.e. 2032), or in the range of 10 to 20 years after opening of the final stage for a 'large staged development'. Analysis based on a design year of 2026 is not appropriate given the capacity for growth in the Aldinga area. Without additional appropriate analysis, council may become custodians of assets that may require substantial investment to upgrade prior to reasonable asset life (e.g. roundabouts that may need to be converted to traffic signals etc.).

13. Reference to Aurecon report

The *GHD Traffic Impact Assessment* (Dec 2019) refers to the 'Aurecon Southern School Traffic Impact Assessment Reference 504550 dated 14 June 2019', however the Aurecon report provided in the documentation pack is dated 24 January 2019. If an updated report is available this must be forwarded to council. Furthermore, the Aurecon report (dated 24 January 2019) is based on an erroneous calculation of site traffic generation, as only one trip was assigned for each student/child dropped off or picked up by a parent where this needs to correspond to two trips. The GHD report has corrected this error, however has only applied this to the analysis of the intersection of Quinliven Road and the 'New Western Collector Road'. All other intersections analysed by Aurecon that are referred to in the GHD report are based on this erroneous traffic generation calculation and must be updated accordingly.

14. External road upgrades

Subject to confirmation of further details from SMEC analysis, the Aurecon report provides analysis at each end of How Road (at Quinliven/Bowering Hill Roads in the north, and Aldinga Beach Road in the south). This analysis is based on an under-estimation of school generated traffic as well as traffic volumes on the Port Road to Quinliven Road corridor. Intersection upgrades at each end recommend the installation of roundabouts, however even based on under-estimation of traffic volumes, and an insufficient design year (2026, when 2032 is required) SIDRA INTERSECTION results indicated DOS of around 0.85 which is the practical capacity of roundabout. There are significant concerns that with updated traffic volumes and design year single lane roundabouts may be over-saturated. This will require further analysis.



15. Adjacent road network

Table 2-1 in the *GHD Traffic Impact Assessment* (Dec 2019) incorrectly states that Port Road (Main South Road to How Road) and Quinliven Road (Port Road and How Road) have an AADT of 1042 vehicles. This traffic volume is consistent with the seven-day average daily traffic volume for a count undertaken in June 2016 on Port Road between Quinliven Road and Bowering Hill Road. Council has traffic data collected in June 2019 on Port Road outside property number 195 (between Old Coach Road and Quinliven Road) that indicates a seven-day average daily traffic volume of 9259 vehicles. The analysis must be updated if it was based on a daily volume of 1042 vehicles on Quinliven Road at the school frontage. Council can provide relevant data to support this. Furthermore, Aldinga Road is incorrectly classified as a 'Distributor' road, however this is a DPTI road which is classified by council's Road Network Plan as a 'Secondary Arterial'.

16. Future adjacent developments

Section 2.6 of the *GHD Traffic Impact Assessment* (Dec 2019) does not mention the nearby Galilee Catholic School which may have the potential for expansion within their site, which may result in compounding impacts to the local road network in conjunction with the Southern School development. This needs to be addressed.

17. Kiss and drop zones

No assessment has been undertaken to determine if the proposed kiss and drop zones have the capacity to accommodate the development at its ultimate configuration. Additionally, no assessment of road safety has been undertaken, particularly where children are dropped off or picked up on the northern side of Quinliven Road or the western side of the 'New Western Collector Road' and are required to cross these roads when travelling between the school and vehicles. Numerical analysis is required to indicate whether the proposed amount of kerbside kiss and drop areas can accommodate all user types (e.g. child care, preschool, primary & high school).

We note that the existing stobie poles on the northern side of Quinliven Road do not seem to have been taken into account with the design of kiss and drop parking along this edge, and we ask that this information be incorporated into the plans and the design revised as necessary.

18. Traffic generation

Section 4.3 of the *GHD Traffic Impact Assessment* (Dec 2019) calculates traffic generation to be 1222 vehicles each morning and afternoon peak period, which appears to ignore staff traffic generation. This may be appropriate if the model analysis period was shorter (e.g. 30 minutes during morning peak, 15 minutes during afternoon peak), however it is likely that a standard 60-minute period has been applied. If so, it would also be appropriate to include traffic generated by staff in the analysis. Alternatively, it is preferable to model traffic volumes over a shorter period to reflect actual field conditions experienced at schools (e.g. 15 to 30 minutes), as a 60 minute model period would be based on spreading out the concentrated activity around schools across a full hour which does not actually occur in practice.

**19. SIDRA INTERSECTION modelling**

Council traffic staff have not been provided with SIDRA INTERSECTION models prepared by GHD or Aurecon. These must be updated with accurate traffic volumes (as described above) provided for council appraisal.

**20. Public road geometry**

Additional detail must be provided regarding upgrades to the external road network. More detail is required to ensure that the two proposed roundabouts can accommodate the design vehicle and checking vehicle in accordance with Austroads. Additionally, the access for the north-eastern car park appears to conflict with the existing entry into the property at 143-149 Port Road, especially for vehicles attempting to turn right out of either access.

The roundabout on the southern end of the new distributor road is to be enlarged to cater for 12.5m commercial vehicles by omitting footpaths on the perimeter.

**21. Waste Management Plan**

The *Section 49 Crown Development & Public Infrastructure Application* report states that a Waste Management Plan prepared by ISS Facility Services is provided in accompanying documentation, however this has not been provided to the traffic section. This report is required to determine that waste vehicle access to the site has been appropriately accommodated.

**22. Sustainability**

Given the potential for wider adoption of electric vehicles, the developer should consider the potential to provide (or future retrofit) electric vehicle charging stations given the predictions for these vehicles to become more prevalent. Analysis should also consider the potential need to accommodate electrically-powered personal vehicles (e.g. e-scooters, e-bikes etc.) within the site, as take-up and regulation of these devices is currently being experienced across jurisdictions and could be significantly advanced when the school becomes operational.

**Urban and Landscape Design**

The following comments are provided by David Gregory, Urban Designer:

**23. Pedestrian/cyclist accessibility and amenity**

While the proposed design includes high amenity via tree planting along the northern edge of the site, this is not the case for the shared-path located within the western road corridor.

Regular tree planting is to be provided along this corridor for visual amenity and shade provision.

This advice also applies to the internal pedestrian network, and in particular, the link from the new western road across the school site to the Aldinga Sports Park. Currently tree planting along this path is sporadic. A redesign of this path and area generally (in line with DPTI comments) is supported, to improve the function and value of this infrastructure.

As a general comment, design coordination between tree planting and covered/canopy structures requires review to avoid clashes.

The hierarchy and functionality of the school's internal path network also requires review, to reflect key desire lines and avoid duplication.

We ask that a path lighting plan be provided for review, including car-park areas.

24. Entrance Plaza- civic function/amenity

The theatre elevation is a dominant building element fronting onto the plaza with little opportunity for articulation/ glazing etc. We recommend that tree planting be added to the plaza to soften the scale of the theatre elevation, in conjunction with street furniture to improve this area's functionality and amenity.

25. Fencing/ Barriers

We acknowledge and support the Department for Education's focus on promoting community access to the school by minimising site fencing.

In light of the pastoral land use to the south/east of the school site, we consider that temporary fencing may be required until such a time that residential development is progressed in these adjacent areas.

Further information is also to be provided regarding the nature and extent of barriers around the perimeter of the site (mounding/ rocks etc) as this is currently unclear.

26. Landscape Design

We ask that further tree planting to the edges of the site be provided to define the site extents and provide shade to pathways in these areas.

This is particularly relevant adjacent car park areas and the fenced storm-water detention basin. These areas would also benefit from landscaping to visually soften this infrastructure.

The establishment of trees will be challenging due to geotechnical conditions and the prevailing south-westerly wind. We ask that information be provided regarding tree establishment provisions to best support sustainable tree growth.

The following comments are provided by Paul Harding, Landscape Architect:

The landscape plans and plant list have been reviewed and we have restricted our comments to the street frontages and shared our experiences with a couple of the more invasive plants:

- *Gleditsias* can produce invasive 'suckers' that need to be managed.
- This also applies to *Robinias*, which look very similar and are growing nearby along the southern end of Rowley Road.
- *Carpobrotus rossii* can be invasive and out compete other plants.
- *Hardenbergia violacea* climbs and can become entangled with other plants.
- A couple of additional suggestions we have for street trees are *Metrosideros* and *Allocasuarina verticillata* although we accept that the landscape architects at Swanbury Penglase will have their selection criteria.
- More generally, we believe that the plant selection would be appropriate for local conditions.



Page left intentionally blank

## 9.6 Legal Services Summary

This is a regular or standard report.

Report Author: Alison Hancock, Director Corporate and City Services

Contact Number: 8384 0734

Attachments: 1. Legal services summary (2 pages)

---

### 1. Purpose

To provide a report to Council of legal services expenditure sought by the City of Onkaparinga, Freedom of Information requests and formal requests for information by external agencies.

### 2. Recommendation

That Council receive and note the agenda report and summary of legal services received, as attached to the agenda report.

### 3. Background

At the Council meeting of 18 July 2017, Cr Deakin moved that a previous motion requesting legal reports monthly be revoked and successfully put forward the following motion:

1. *That the Chief Executive Officer present a quarterly "Legal Issues" report to Council, that (subject to confidentiality restraints) provides the costs and details of all new or continuing, legal issues, legal advice sought, including Freedom of Information requests and any formal requests for information from external agencies or persons.*
2. *That a historic report of Council's expenditure on legal advice and the subject of that advice be maintained on the Elected Member web site.*

### 4. Financial Implications

Legal Costs

The City of Onkaparinga's legal costs are provided through the existing budget process. Legal costs for financial year totals are also reported in Council's Annual Report.

Year	Legal expenses* (\$)
October – December 2019	118,387**
2019-20 (YTD)	291,052
2018-19	874,963
2017-18	696,000
2016-17	615,000

\* Financial data is drawn from supplier invoices by invoice date.

\*\* as at 20 January 2020.

## Freedom of Information Costs

Costs incurred via the Freedom of Information (FOI) process are also provided through the existing operational budget.

Year	FOI processing costs (\$)	Monies received (\$)
October – December 2019	1,016	321
2019-2020 (YTD)	4,453	924
2018-19	5,284	782
2017-18	9,363	2,570
2016-17	13,371	5,642

**Note: concession card holders and Members of Parliament are exempt from payment (MP's exempt to a value of \$1000/application) under the FOI Act.**

During the reporting period 9 new FOI applications were received, relating to development applications, regulatory matter (dog attack and nuisance complaint), traffic data and correspondence to a third-party federal agency. They were determined as follows:

Applications	Oct - Dec 2019	2019-20 (YTD)	2018-19	2017-18	2016-17
Full release	2	2	5	4	10
Partial release	4	8	14	29	22
Withdrawn/invalid/refused	3	8	6	17	15
Total	9	18	25	50	47

One request for an internal review of an FOI determination was received. The review, relating to a grant application, varied **Council's original determination**.

## 5. Risk and Opportunity Management

Risk	
Identify	Mitigation
Complex regulatory matters	Legal advice allows officers with delegated powers to proceed in a matter with surety and confidence in <b>council's position</b> .

Opportunity	
Identify	Maximising the opportunity
Monitoring of legal expenses	Monitoring of legal expenses provides Council assurance about the nature of legal advice being sought for complex matters.



## **6. Additional information**

A procedure governing the procurement of legal advice authorises senior levels of management (CEO, Directors and Managers) to seek advice. Components of the procedure require officers to:

- review past advice
- select appropriate firm/lawyer
- retain a record of advice received.

Attachment 1 to this report provides a summary of invoices received in October – December 2019.



### City of Onkaparinga Legal Services Summary

Legal Provider	Requestor	Summary of Advice	Invoice Date	Individual Transaction Amount
Minter Ellison	Manager Development Services	Compliance matter - enforcement	3/10/2019	1570.00
Kelly Jones Lawyers	Manager Development Services	Compliance matter - enforcement	4/10/2019	1752.51
Kelly Jones Lawyers	Manager Development Services	General advice	4/10/2019	242.49
Kelly Jones Lawyers	Director Corporate & City Services	Governance advice	4/10/2019	1237.33
Kelly Jones Lawyers	Manager Customer Relations & Community Safety	Dog related matter	4/10/2019	2219.75
Kelly Jones Lawyers	Manager Customer Relations & Community Safety	General advice	4/10/2019	1620.75
Kelly Jones Lawyers	Manager Customer Relations & Community Safety	Compliance matter - enforcement	4/10/2019	105.70
Mellor Olsson Lawyers	Manager Property & Commercial	Commercial arrangements	8/10/2019	160.00
Norman Waterhouse Lawyers Pty	Director Corporate & City Services	General advice	9/10/2019	446.70
Norman Waterhouse Lawyers Pty	Director Corporate & City Services	General advice	9/10/2019	922.50
Norman Waterhouse Lawyers Pty	Manager Customer Relations & Community Safety	General advice	9/10/2019	972.90
Norman Waterhouse Lawyers Pty	Manager Development Services	General advice	9/10/2019	1383.80
Norman Waterhouse Lawyers Pty	Manager People & Information	Training - Fraud & Cyber Awareness	22/10/2019	330.00
Mellor Olsson Lawyers	Manager Property & Commercial	Easement advice	24/10/2019	1014.00
Norman Waterhouse Lawyers Pty	Manager Development Services	Compliance matter - enforcement	30/10/2019	73.80
Norman Waterhouse Lawyers Pty	Manager Development Services	Compliance matter - enforcement	30/10/2019	664.20
Norman Waterhouse Lawyers Pty	Manager Development Services	Compliance matter - enforcement	30/10/2019	3616.13
Norman Waterhouse Lawyers Pty	Manager Development Services	Compliance matter - enforcement	30/10/2019	972.90
Norman Waterhouse Lawyers Pty	Manager Development Services	Compliance matter - enforcement	30/10/2019	147.60
Norman Waterhouse Lawyers Pty	Manager Development Services	Development matter	30/10/2019	211.50
Norman Waterhouse Lawyers Pty	Manager Property & Commercial	Commercial arrangements	30/10/2019	401.90
Norman Waterhouse Lawyers Pty	Manager Property & Commercial	Commercial arrangements	30/10/2019	634.50
Norman Waterhouse Lawyers Pty	Manager Property & Commercial	Commercial arrangements	30/10/2019	811.80
Norman Waterhouse Lawyers Pty	Manager People & Information	Employment advice	30/10/2019	1963.80
Mellor Olsson Lawyers	Manager Property & Commercial	Commercial arrangements	30/10/2019	2187.00
Norman Waterhouse Lawyers Pty	Director Corporate & City Services	Governance advice	30/10/2019	1200.00
Norman Waterhouse Lawyers Pty	Manager Development Services	Planning matter	30/10/2019	2381.40
Norman Waterhouse Lawyers Pty	Manager Customer Relations & Community Safety	Compliance matter - enforcement	30/10/2019	3856.10
Minter Ellison	Manager Property & Commercial	Commercial arrangements	31/10/2019	500.00
Minter Ellison	Director Corporate & City Services	Commercial arrangements	31/10/2019	442.00
Minter Ellison	Manager Financial Services	Refund - Conveyancing error	6/11/2019	70.00
Minter Ellison	Manager Development Services	Refund - Conveyancing error	6/11/2019	23.00
Norman Waterhouse Lawyers Pty	Manager Development Services	General advice	6/11/2019	126.90
Norman Waterhouse Lawyers Pty	Manager Development Services	General advice	6/11/2019	416.70
Kelly Jones Lawyers	Manager Customer Relations & Community Safety	General advice	12/11/2019	133.89
Kelly Jones Lawyers	Manager Development Services	Compliance matter - enforcement	12/11/2019	5416.71
Kelly Jones Lawyers	Manager Development Services	Infrastructure advice	12/11/2019	0.00
Norman Waterhouse Lawyers Pty	Manager Property & Commercial	Commercial arrangements	28/11/2019	3850.00
Norman Waterhouse Lawyers Pty	Chief Executive Officer	Employment advice	28/11/2019	13620.60
Mellor Olsson Lawyers	Manager Property & Commercial	Commercial arrangements	28/11/2019	1346.00
Norman Waterhouse Lawyers Pty	Manager People & Information	Employment advice	28/11/2019	4760.10
Norman Waterhouse Lawyers Pty	Manager Customer Relations & Community Safety	Compliance matter - enforcement	28/11/2019	253.80
Minter Ellison	Manager Economic Growth & Investment	General advice	28/11/2019	2368.00
Norman Waterhouse Lawyers Pty	Manager Development Services	Planning matter	28/11/2019	258.30
Norman Waterhouse Lawyers Pty	Manager Development Services	Compliance matter - enforcement	28/11/2019	110.70
Norman Waterhouse Lawyers Pty	Manager Development Services	Compliance matter - enforcement	28/11/2019	1727.10
Norman Waterhouse Lawyers Pty	Manager Development Services	Compliance matter - enforcement	28/11/2019	184.50
Norman Waterhouse Lawyers Pty	Manager Development Services	Compliance matter - enforcement	28/11/2019	1918.80
Norman Waterhouse Lawyers Pty	Manager Development Services	Infrastructure advice	28/11/2019	2385.20
Norman Waterhouse Lawyers Pty	Manager Development Services	Compliance matter - enforcement	28/11/2019	7614.00
Norman Waterhouse Lawyers Pty	Manager Development Services	Development matter	28/11/2019	1142.10
Norman Waterhouse Lawyers Pty	Manager People & Information	Employment advice	29/11/2019	1305.90
Minter Ellison	Manager Property & Commercial	Commercial arrangements	29/11/2019	807.25
Kelly Jones Lawyers	Manager Development Services	Compliance matter - enforcement	3/12/2019	537.48
Kelly Jones Lawyers	Manager Property & Commercial	General advice	3/12/2019	230.37
Kelly Jones Lawyers	Director Corporate & City Services	Governance advice	3/12/2019	2061.48
Kelly Jones Lawyers	Director Corporate & City Services	Post Election EM training	3/12/2019	389.85
Kelly Jones Lawyers	Manager Customer Relations & Community Safety	General advice	3/12/2019	502.08
Norman Waterhouse Lawyers Pty	Manager Development Services	General advice	9/12/2019	8989.50
Norman Waterhouse Lawyers Pty	Manager Development Services	General advice	9/12/2019	553.50
Mellor Olsson Lawyers	Manager Property & Commercial	General advice	18/12/2019	500.00
Norman Waterhouse Lawyers Pty	Manager Customer Relations & Community Safety	Compliance matter - enforcement	19/12/2019	2529.00
Norman Waterhouse Lawyers Pty	Director Corporate & City Services	Governance advice	19/12/2019	1200.00
Norman Waterhouse Lawyers Pty	Manager Property & Commercial	Commercial arrangements	19/12/2019	1311.30
Norman Waterhouse Lawyers Pty	Manager Property & Commercial	Commercial arrangements	19/12/2019	1950.00
Norman Waterhouse Lawyers Pty	Manager Development Services	Compliance matter - enforcement	19/12/2019	4501.80
Norman Waterhouse Lawyers Pty	Manager Development Services	Development matter	19/12/2019	634.50
Norman Waterhouse Lawyers Pty	Manager Development Services	Compliance matter	19/12/2019	632.70
Norman Waterhouse Lawyers Pty	Manager Development Services	Compliance matter - enforcement	19/12/2019	701.10
Norman Waterhouse Lawyers Pty	Manager Development Services	Compliance matter - enforcement	19/12/2019	442.80
Norman Waterhouse Lawyers Pty	Manager Development Services	Compliance matter - enforcement	19/12/2019	184.50
Norman Waterhouse Lawyers Pty	Manager Development Services	Planning matter	19/12/2019	184.50

Legal Provider	Requestor	Summary of Advice	Invoice Date	Individual Transaction Amount
Norman Waterhouse Lawyers Pty	Manager Development Services	Planning matter	19/12/2019	1522.80
Norman Waterhouse Lawyers Pty	Manager Property & Commercial	Land Management Agreement advice	19/12/2019	420.00
Norman Waterhouse Lawyers Pty	Manager People & Information	Employment advice	19/12/2019	153.00
Norman Waterhouse Lawyers Pty	Manager Property & Commercial	Commercial arrangements	19/12/2019	221.40
Norman Waterhouse Lawyers Pty	Manager People & Information	Employment advice	19/12/2019	3516.00
Minter Ellison	Manager Property & Commercial	Commercial arrangements	19/12/2019	411.20



Page left intentionally blank

## 9.7 Submission on proposed bans on certain waste exports

This is a new proposal, concept or issue.

Manager: Jessica Tucker, Manager Fleet Civil and Waste Operations

Report Author: Ben Calder, Senior Strategic Planner

Joshua Rose, Team Leader Waste and Recycling

Contact Number: 8384 0686

Attachments: 1. Draft submission (3 pages)  
2. Regulation Impact Statement (22 pages)

---

### 1. Purpose

This report presents a draft submission to the Federal Department of the Environment and Energy on proposed bans of certain waste exports.

### 2. Recommendations

That Council:

1. Approves the draft submission to Department of the Environment and Energy on proposed waste export bans, forming attachment 1 of the agenda report.

OR

2. **Subject to the following amendments (.....) approves** the draft submission to Department of the Environment and Energy on proposed waste export bans, forming attachment 1 of the agenda report.
3. Submit the following draft notice of motion to the Australian Local Government Association for consideration at its 2020 National General Assembly:

*That the National General Assembly call on the Council of Australian Governments to mandate national packaging recyclability and recycling targets for producers and packaging manufacturers, noting the additional pressures councils and the recycling sector will face when the proposed bans on recycling exports commence.*

### 3. Background

At its meeting on 9 August 2019, the Council of Australian Governments agreed Australia should establish a timetable to ban the export of waste plastic, paper, **glass and tyres, while building Australia's capacity to generate high-value recycled commodities and associated demand.** The proposed bans are a response to concerns about the environmental and social impacts of waste exports.

A Regulation Impact Statement (attachment 2) has now been released for consultation outlining policy options and their costs and benefits.

Submissions have been invited by no later than 12 February 2020. In order to meet the timeline a draft submission has been prepared and submitted with advice **that it will be updated following Council's consideration at this meeting.**

A draft submission forms attachment one. It indicates our strong support for the aims of:

- creating higher value recycled commodities and
- reducing our reliance on export markets for recycled materials.

However, it identifies several concerns with the proposed export bans, including:

- the regulation impact statement appears to provide only very limited analysis and modelling of the potential impacts of the bans and possible government intervention options in response
- the potential for bans to result significant volumes of kerbside recycling going to landfill, and increased costs for local councils and the waste and recycling industry
- the need for regulation of the design and manufacture of packaging, rather than just its end of life processing and disposal (via export bans)
- community expectations regarding the end point for kerbside recycling materials.

The submission also highlights the proposed development of Southern Waste Resource Authority (SRWRA) recycling plant (Materials Recovery Facility) and the opportunity to attract and co-locate complementary businesses in a circular economy model.

#### ALGA 2020 National General Assembly

In addition to our submission on the Regulation Impact Statement, it is suggested that a notice of motion also be submitted to the upcoming Australian Local Government Association National General Assembly calling for mandatory packaging recycling targets. As highlighted in our submission, the voluntary nature of the current targets does not provide sufficient assurance that product and packaging producers will meet their obligations. While this matter has been considered at previous General Assemblies the likely impacts of the proposed export bans considerably strengthen the case for regulation.

## **4. Financial Implications**

There are no financial implications associated with making a submission.

As identified in our submission, there is potential for waste export bans to increase the cost of providing kerbside recycling services unless accompanied by strong efforts to increase our domestic recycling processing capacity and develop local markets, and a national commitment to regulation of the design and manufacture of packaging.



## 5. Risk and Opportunity Management

Opportunity	
Identify	Maximising the opportunity
Funding for the proposed SRWRA recycling plant	The submission provides an opportunity to highlight the benefits of government investment in recycling infrastructure and market development, such as the material recovery facility at SRWRA and the attraction and co-location of compatible circular economy industries.
Positive political engagement with the federal government	By positively contributing to the improvement of federal government policy, council positions itself as a leader in innovative approaches to waste management, an area the Morrison government has identified as a priority. This has potential to build relationships that could support future council initiatives.
Risk	
Identify	Mitigation
Potential impact of the proposed bans on the delivery of kerbside recycling	The draft submission identifies our concerns and emphasises the need for government interventions to mitigate negative impacts of the proposed bans.

## Attachment 1

Your Ref  
Our Ref

18 February 2020

National Waste and Recycling Taskforce  
Department of the Environment and Energy  
GPO Box 787  
CANBERRA ACT 2601

Dear Sir/Madam

Thank you for the invitation to comment on the Regulation Impact Statement on the proposed phasing out of certain waste exports. Please note that this submission was approved by Council at its meeting on 18 February 2020 and replaces the previous draft we submitted.

As South Australia's most populous council, the City of Onkaparinga collects around 14,000 tonnes of recycling through our kerbside recycling service each year. Changes in international market conditions over recent years have increased the cost of us providing this service by around \$1.5 million per annum.

### Overview

We strongly support the intent to:

- create higher-value recycled commodities and
- reduce our reliance on export markets.

However, we are very concerned about the potential impacts of the bans. The export of recycled materials currently occurs due to both a lack of domestic processing capacity and established local markets. Both these barriers can and must be addressed. If they are not addressed, the export bans risk driving up:

- the landfilling of significant volumes of kerbside recycling and
- costs to local councils and the waste and recycling industry.

These outcomes would significantly undermine the benefits of export bans. The Regulation Impact Statement appears to provide only very limited analysis and modelling of the potential impacts of the bans and possible government intervention options in response. Given the potential for the benefits of the ban proposal to be undermined by its implementation we suggest that time and resources be allocated for more detailed analysis and modelling.

### Packaging producer responsibility

Most waste export materials captured by the proposed ban is in packaging. Local councils do not manufacture packaging nor do they have any direct influence on its design; despite this the local government sector bears much of the cost of its recycling and disposal via our kerbside waste and recycling services.

We believe that, as a legislative response to packaging, export bans target the wrong end of its product cycle. Regulation is needed on the design and manufacture of packaging, rather than just its end-of-life processing and disposal.

We acknowledge the Australian Packaging Covenant Organisation's 2025 targets for packaging. However, we have real concerns that these targets will be not met. The targets are voluntary and producers are under no obligation to meet them. The Australian Packaging Covenant model has had a very poor track record of delivering any real change since it commenced in 1999. The time for voluntary industry commitments in relation to packaging has passed. It is time for regulation.

We also believe the 2025 timeline is inadequate given that export bans are proposed to come into effect between 2020 and 2022. This appears a misalignment of policy intent and outcome.

On this basis we cannot support export bans unless they are supported by meaningful regulation on the design and manufacture of packaging within the same timeframe.

#### **Community expectations**

Kerbside recycling is an essential service. Its success depends on a social contract with our community. In return for their participation the community expects that the materials collected are meaningfully recycled and their resources recovered.

Interruptions to services to and/or disruptions to markets risk undermining community confidence in recycling, risking a breach of that social contract. These impacts need to also be considered in assessing and planning for implementation of export bans. It's not just about economic considerations. Local communities will not accept recycling being sent to landfill because of export bans. If export bans are introduced, communities will expect that local markets have already been created for these materials.

#### **Infrastructure investment and market development**

As stated above, we believe that recyclable materials are currently being exported due to a shortage of domestic processing capacity and inadequate local markets. To this end we support the establishment of the \$100 million Australian Recycling Investment Fund. This is a welcome investment and we commend the government for it. However, further complementary initiatives are required to support both infrastructure investment and market development.

The Southern Region Waste Resource Authority (SRWRA) is a regional subsidiary of the cities of Holdfast Bay, Marion and Onkaparinga. SRWRA is currently constructing a material recovery facility (MRF) to sort kerbside recyclables at its Seaford Heights site in southern Adelaide. This will create more than 20 ongoing jobs and have capacity to process approximately 60,000 tonnes of recyclables per annum. It also presents the opportunity to attract complementary businesses to the site that can use these materials, or to establish a circular economy model by creating products that councils themselves require.



In order to realise the full vision for the southern Adelaide MRF SRWRA is seeking support from Australian governments:

- towards the construction of the \$21 million MRF; and
- to support the attraction and co-location of compatible circular economy industries to the SRWRA site.

### **Supporting local markets**

Government procurement has a vital role to play in stimulating local demand.

The City of Onkaparinga has set procurement targets for 2020-21 and beyond for plastics via a pilot project being run by the South Australian Local Government Association to increase council's use of recycled materials. These targets will build on existing initiatives that should see us utilise around 10,000 tonnes of recycled asphalt as part of our road works program in 2019-20.

All levels of government need to do more in this regard. Strategy 8 of National Waste Policy 2018, "Sustainable procurement by governments", must be progressed as a matter of urgency.

Yours sincerely

Kirk Richardson  
**Chief Executive Officer (Acting)**



**Australian Government**

**Department of the Environment and Energy**

# **Consultation Regulation Impact Statement**

## **Phasing out certain waste exports**

December 2019



## Contents

<b>About this consultation RIS.....</b>	<b>3</b>
<b>Making a submission.....</b>	<b>3</b>
<b>Problem.....</b>	<b>4</b>
Australia's waste exports .....	4
Disruption to export markets .....	6
Recent international commitments on waste .....	8
<b>Policy objectives .....</b>	<b>11</b>
<b>Policy options and impact analysis .....</b>	<b>12</b>
Option 1 – Status quo, with consumer education and work on standards.....	12
<i>Current law and policy framework .....</i>	<i>12</i>
<i>Industry-led initiatives.....</i>	<i>13</i>
<i>Impact analysis .....</i>	<i>14</i>
Options 2(a) and 2(b) – Prohibit or restrict exports of waste plastic, paper, tyres and glass .....	15
<i>Impact analysis .....</i>	<i>16</i>
<b>Consultation .....</b>	<b>20</b>
Previous consultation.....	20
Next steps.....	20
<b>Privacy and submissions .....</b>	<b>21</b>



## About this consultation RIS

At the August 2019 meeting of the Council of Australian Governments (COAG), Australia's First Ministers considered waste and recycling issues and agreed Australia should establish a timetable to ban the export of waste plastic, paper, glass and tyres, while building Australia's capacity to generate high value recycled commodities and associated demand.

As required by COAG Regulation Impact Guidelines, a consultation Regulation Impact Statement (RIS) and decision RIS will be prepared ahead of First Ministers consideration in early 2020. The consultation RIS has been developed by the Australian Government Department of the Environment and Energy (the Department) in consultation with state and territory governments and the Australian Local Government Association.

The purpose of a consultation RIS is to canvass the regulatory options under consideration to determine the relative costs and benefits of those options. This RIS:

- establishes the problem that governments are seeking to address
- identifies policy options to address the problem
- outlines the costs and benefits of these options in addressing the problem and poses questions to support their assessment.

## Making a submission

The Department seeks input from stakeholders on the options outlined in this consultation RIS. Stakeholder input is also requested to develop accurate estimates and more accurate assumptions.

Throughout this paper there are questions for you to consider in your submission. There is no obligation to answer any or all of the questions. There is no limit to the length of submissions.

**The closing date for submissions is 12 February 2020.**

Responses to the consultation RIS can be provided as follows:

**By email (preferred):** [coagwasteexportban@environment.gov.au](mailto:coagwasteexportban@environment.gov.au)

**Mail:** National Waste and Recycling Taskforce  
Department of the Environment and Energy  
GPO Box 787  
CANBERRA ACT 2601

Please direct any questions to 1800 803 772 or [coagwasteexportban@environment.gov.au](mailto:coagwasteexportban@environment.gov.au).

Unless you indicate that your submission is to be treated as confidential, the Department may publish your submission on the Department's website along with your name or organisation. This includes any personal information within in your submission. We may also disclose submissions (including confidential submissions) and personal information where the Department is required or authorised to do so under law.

Further information about privacy and the publication of submissions is available at the end of this consultation RIS.

## Problem

### Summary

Fifty-eight percent of the waste Australia generates is recycled domestically, but for some time certain recyclable material has been managed through exports. This largely reflects Australia's economic structure is not focussed around manufacturing, rather primary products and recycled materials are exported and made into products which are imported. It has also been more cost-effective to manage difficult-to-sort recyclable material through export.

There is increasing concern in Australia and around the world about the need to ensure exports of waste do not cause harm to human health and the environment, most visibly through the impact of plastic pollution in oceans. Exports of waste plastic to countries can overwhelm waste management infrastructure and result in waste leakage into marine environments.

Waste exports have made Australia's waste and recycling system more vulnerable to policy changes in international markets. Since 2017, several countries to which Australia exported recyclable material have introduced or tightened restrictions on certain imports including China, Indonesia, India, Malaysia and the Philippines. Current recycling collection methods and infrastructure mean it is generally not cost-effective to meet the new standards. Recent international agreements relating to marine plastic debris and the movement of hazardous waste will also have further implications for waste exports.

Current trends suggest exports of certain recyclable materials may no longer be cost-effective or permissible in future. The timing for this outcome is uncertain. This RIS considers whether a more cost-effective adjustment to global restrictions on waste exports can be facilitated by increasing domestic handling of waste material that is currently exported.

## Australia's waste exports

Australians create around 67 million tonnes of material that is unwanted or has been discarded after use. This waste is generated through three 'streams': municipal solid waste (13.8 million tonnes), commercial and industrial waste (32.7 million tonnes), and construction and demolition waste (20.4 million tonnes).

Most recycling is processed domestically, but exports of recyclable material include significant quantities of metals, paper and cardboard and plastics. Smaller quantities of other waste products such as tyres and glass are also exported. In 2018-19, 4.4 million tonnes of materials recovered from waste were exported, representing 6.5 per cent of total waste generation.



**Table 1: Australian waste exports and overall recycling of wastes<sup>1</sup>**

Waste material type	Recycled in 2016-17 (thousands of tonnes)	Exported in 2018-19		
		(thousands of tonnes)	(reported value)	(% of 2016-17 recycling)
Metals	4,982	2,643	\$2,166m	53%
Paper & cardboard	3,361	1,118	\$235m	33%
Plastics	306	187	\$43m	61%
Other, incl. hazardous	28,381	488	\$744m	2%
<b>All wastes</b>	<b>37,030</b>	<b>4,436</b>	<b>\$3,188m</b>	<b>12%</b>

Australia's waste and recycling sector has developed from a base of historically collecting waste for disposal to landfill to progressively seeking to cost-effectively capture more materials for recycling.

- Higher value material can be captured through single-stream collection from businesses and container deposit schemes, however municipal waste is generally collected through comingled kerbside recycling of paper, cardboard, plastics, metals and glass.
- Most materials recovery facilities (MRFs) lack the technical capacity needed to sort co-mingled, highly-contaminated municipal waste into material types with low levels of contamination.<sup>2</sup>
- Product design and poor recycling behaviour can affect the supply of clean recyclable material.

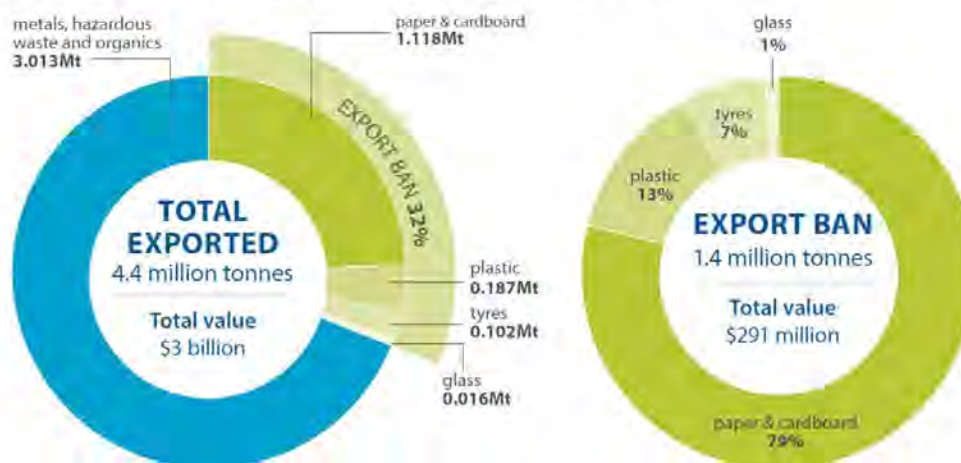
Historically, many waste exports have been a cost effective response to the challenges of managing difficult-to-sort recyclable material such as plastics. Some jurisdictions such as Western Australia have no local manufacturing capacity for key packaging materials (e.g. glass, cardboard and plastics).

<sup>1</sup> J Pickin and J Trinh, Data on exports of Australian wastes - annual summary 2018-19, Department of the Environment and Energy; Blue Environment Pty Ltd, 2019, [www.environment.gov.au/protection/waste-resource-recovery/publications/annual-summary-exports-data-australian-wastes-2019](http://www.environment.gov.au/protection/waste-resource-recovery/publications/annual-summary-exports-data-australian-wastes-2019) (based on ABS data). The most recent published national data set on recycling (2016-17) is taken from the National Waste Report 2018. Comprises materials entering recycling processes.

<sup>2</sup> Department of the Environment and Energy, *Analysis of Australia's municipal recycling infrastructure capacity*, October 2018.



**Figure 1: Australian waste exports and overall recycling of wastes<sup>3</sup>**



Some materials have strong international markets, such as higher-value plastic types (PET, HDPE) and tyre-derived fuel. Waste exports also reflect the absence of domestic markets and re-manufacturing facilities for these materials. This can be attributed to immature demand for recycled material, the absence of standards and approaches for product recyclability, and strong competition from virgin material that can be sourced reliably and at a lower cost. Recyclable material reprocessed in Australia is also subject to competition from imports of recycled material.

Australian exports of waste paper and cardboard has totalled over 1 million tonnes per annum for the last decade. However, waste paper and cardboard exports have fallen over the past four years, reflecting a transition away from mixed kerbside sources. Waste plastic exports are significantly lower than paper and cardboard, at less than 200 000 tonnes per annum. Waste plastic volumes have also seen a decline over the past four years, however recent data suggests export quantities may be stabilising.

Over 100,000 tonnes of tyres are recorded to be exported per annum, noting there is some uncertainty around whether all tyres exports are captured. Relatively small amounts of glass are exported per year compared to other waste material at less than 20 000 tonnes per annum in 2017-18. However, glass exports have increased from ~2 000 tonnes in 2014-15.

## Disruption to export markets

Waste import restrictions imposed overseas have highlighted vulnerabilities in Australia's recycling and waste management sector.

In 2018, China, the world's largest importer of recyclable materials, introduced new restrictions on the recyclable materials it imports through its National Sword Policy. This policy established an acceptable contamination rate of 0.5 per cent for the import of certain recyclable materials. Australia is one of over 100 countries affected by China's restrictions. China was Australia's largest export market for recycled waste, receiving approximately four per cent (1.3 million

<sup>3</sup> J Pickin and J Trinh, Data on exports of Australian wastes - annual summary 2018-19, Department of the Environment and Energy; Blue Environment Pty Ltd, 2019, [www.environment.gov.au/protection/waste-resource-recovery/publications/annual-summary-exports-data-australian-wastes-2019](http://www.environment.gov.au/protection/waste-resource-recovery/publications/annual-summary-exports-data-australian-wastes-2019) (based on ABS data).

tonnes) of Australia's recyclable waste and around one-third of Australia's recyclable plastics, paper and cardboard.

China's decision has caused significant disruption to the global market for exports of recyclable material, reducing prices for recycled plastics, paper and cardboard.<sup>4</sup> Export volumes of scrap plastics and paper and cardboard peaked in 2015-16. By 2018-19, exports of scrap paper and cardboard were 27 per cent lower than in 2015-16, and exports of scrap plastics 7 per cent lower than its 2015-16 peak. Australia's waste metals exports has not been greatly affected.<sup>5</sup>

Reports of increased stockpiling followed the implementation of China's new restrictions, and recycling service providers and local government came under pressure. For example, China's import restrictions have been attributed as a cause of SKM Recycling's collapse.<sup>6</sup>

Following China's decision, exports of paper and plastics, the material types most affected by the Chinese restrictions, increased to Indonesia, Vietnam, India, Malaysia and Thailand.<sup>7</sup> This is likely to be a temporary solution, as other countries reach capacity or introduce similar import restrictions. For example:

- Bans on the import of waste-derived plastics have been introduced or are under consideration including in India, Malaysia, Thailand and Vietnam.<sup>8</sup>
- There would be a significant change in markets if India restricted the import of baled tyres as India received around 47 per cent of Australia's waste tyre exports in 2018-19.

---

<sup>4</sup> J Pickin and J Trinh, *Data on exports of Australian wastes - annual summary 2018-19*, p. 1.

<sup>5</sup> J Pickin and J Trinh, *Data on exports of Australian wastes - annual summary 2018-19*, p. 1.

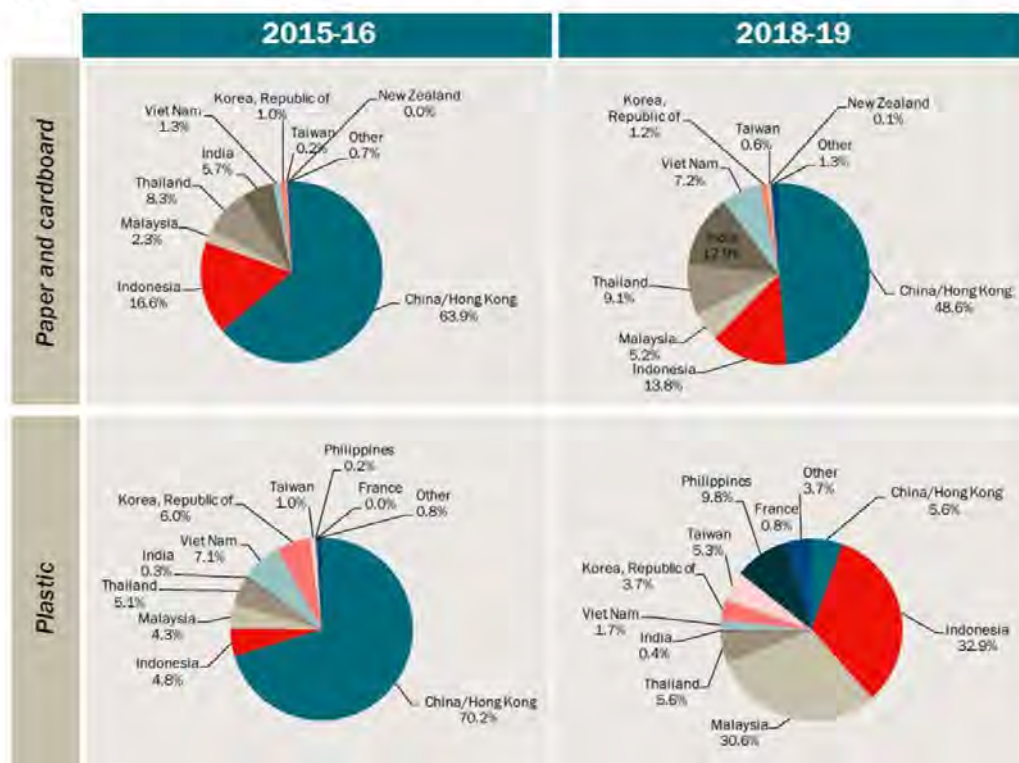
<sup>6</sup> SKM Recycling was placed in receivership in August 2019. Prior to its collapse, SKM was the major recycling processor for over 30 local governments in Victoria and was responsible for processing approximately 50 per cent of Victoria's recycling. Legislative Council Environment and Planning Committee, *Inquiry into recycling and waste management: Final report*, Parliament of Victoria, November 2019, pp. 50-51.

<sup>7</sup> *National Waste Report 2018*, Department of the Environment and Energy; Blue Environment Pty Ltd, November 2018, [www.environment.gov.au/system/files/resources/7381c1de-31d0-429b-912c-91a6dbc83af7/files/national-waste-report-2018.pdf](http://www.environment.gov.au/system/files/resources/7381c1de-31d0-429b-912c-91a6dbc83af7/files/national-waste-report-2018.pdf), p. 18.

<sup>8</sup> J Pickin and J Trinh, *Data on exports of Australian wastes - annual summary 2018-19*, p. 1.



**Figure 2: Changing destinations for waste paper and cardboard and plastic exports, 2015-16 to 2018-19**



## Recent international commitments on waste

There is increasing concern in Australia and around the world about plastic pollution of our oceans and the need to ensure that exports of waste do not cause harm to human health and the environment. Exports of waste plastic to countries can overwhelm waste management infrastructure and result in waste leakage into marine environments. This has consequences for human health and marine and coastal ecosystems, as well as an economic impact.

About 8 million metric tons of plastic are thrown into the ocean annually<sup>9</sup> and by 2050 there will be more plastic in the oceans than there are fish (by weight)<sup>10</sup>. Around 80 per cent of marine plastic pollution comes from land-based sources<sup>11</sup>.

Marine plastics kill and maim marine life directly through entanglement and ingestion, and by entering the food chain which has potential impacts to reproduction and exposure of life to toxic chemicals. More than 800 species have had some form of encounter with marine litter, of which the majority is plastic. For example, every species of sea turtle has been documented to have been impacted, as well as 66 per cent of marine mammals and 50 per cent of seabirds<sup>12</sup>

<sup>9</sup> Jambeck, J. R., et al. "Plastic Waste Inputs from Land into the Ocean." *Science*, vol. 347, no. 6223, 13 Feb. 2015, pp. 768–771., doi:10.1126/science.1260352

<sup>10</sup> <https://www.ellenmacarthurfoundation.org/publications/the-new-plastics-economy-rethinking-the-future-of-plastics-catalysing-action>

<sup>11</sup> Ocean Conservancy [Stemming the Tide: Land-based strategies for a plastic-free ocean](#)

<sup>12</sup> UNEP 2019 [Plastics and shallow water coral reefs](#) – Synthesis of the science for policy-makers



Marine plastic litter negatively impacts upon major marine industries, including shipping (for example fouling propellers, navigational hazards), fishing (reducing target species populations through ghost fishing, catch contamination) and tourism (unsightly and extensive pollution of reefs and beaches leading to reduced visitation and loss of sectoral jobs).

In 2008, marine debris was estimated to have directly cost the Asia-Pacific Economic Cooperation (APEC) member economies approximately US\$1.265 billion<sup>13</sup>. APEC is currently updating this report which is expected to be released by the end of the year.

Australia is a member of a number of international organisations that are actively engaged on marine plastic waste issues, principally the G20, APEC, the International Maritime Organisation, the United Nations Environment Assembly and the High Level Panel for a Sustainable Ocean Economy.

Australia participates in international marine debris initiatives including the Commonwealth Clean Ocean Alliance, the United Nations Environment Programme Clean Seas Campaign, the G20 Marine Litter Action Plan and Implementation Framework, the APEC Roadmap on Marine Debris and the International Coalition to Reduce Plastic Bags Pollution.

Recent international agreements on waste reflect this concern.

#### ***G20 Action Plan on Marine Litter***

At the Hamburg Summit in 2017, the G20 adopted an action plan on marine litter. The action plan recognises 'the urgent need for action to prevent and reduce marine litter in order to preserve human health and marine and coastal ecosystems, and mitigate marine litter's economic costs and impacts'.<sup>14</sup>

Among other areas of concern and potential policy measures, the action plan identifies:

- promoting the socio-economic benefits of establishing policies to prevent marine litter
- promoting waste prevention and resource efficiency
- promoting sustainable waste management.

At the Osaka Summit in 2019, the G20 released an implementation framework for actions on marine plastic litter. Among other actions, the implementation framework encourages actions that 'promote a comprehensive life-cycle approach to urgently and effectively prevent and reduce plastic litter discharge to the oceans, in particular from land-based sources'.

The framework recognises these actions could include 'promotion of sustainable consumption and production, including but not limited to promoting resource efficiency, circular economy, sustainable materials management, waste to value approach, and measures to address sea-based sources'.<sup>15</sup>

---

<sup>13</sup> McIlgorm, A., Campbell H. F. and Rule M. J. (2008). Understanding the economic benefits and costs of controlling marine debris in the APEC region (MRC 02/2007).

<sup>14</sup> G20 Action Plan on Marine Litter, 8 July 2017, Hamburg, University of Toronto G20 Information Centre, [www.g20.utoronto.ca/2017/2017-g20-marine-litter.html](http://www.g20.utoronto.ca/2017/2017-g20-marine-litter.html) (accessed 2 December 2019).

<sup>15</sup> G20 Implementation Framework for Actions on Marine Plastic Litter, June 2019, Osaka, [www.g20karuizawa.go.jp/assets/pdf/G20%20Implementation%20Framework%20for%20Actions%20on%20Marine%20Plastic%20Litter.pdf](http://www.g20karuizawa.go.jp/assets/pdf/G20%20Implementation%20Framework%20for%20Actions%20on%20Marine%20Plastic%20Litter.pdf) (accessed 2 December 2019).

### **Changes to the Basel Convention**

Australia is a party to the Basel Convention, which is an international treaty to control transboundary movements of hazardous and certain other wastes. Australia implements its obligations under the Basel Convention through the *Hazardous Waste (Regulation of Exports and Imports) Act 1989* (the Act). Any transboundary movement of hazardous waste requires the prior informed consent of all countries involved in the movement before the movement can proceed. Under the Act, for recyclable materials such as plastic and paper/cardboard to be exported without a permit, they must be well-sorted and not contaminated with other wastes, including mixed household wastes.

The "ban amendment" is a recently ratified provision under the Basel Convention that prohibits member states of the Organisation for Economic Cooperation and Development (OECD), the European Community and Liechtenstein from exporting hazardous wastes to developing and transitioning economies. The ban amendment came into force on 5 December 2019. Although not ratified by Australia, the amendment will prevent Australian exporters from exporting hazardous waste to developing and transitioning economies that have ratified the amendment. The ban amendment should not affect the export of plastics, scrap metal or paper waste, unless it is contaminated with hazardous waste including household waste. However, other countries may take a broader view of the waste types covered by the amendment and the level of contamination that is acceptable.

In May 2019, agreement was reached to amend the Basel Convention to create new classifications for waste plastics:

- Mixed, non-hazardous plastic wastes not sorted to a high standard will be subject to prior informed consent before they can be exported.
- Hazardous plastics, or plastics that contain hazardous substances will be subject to prior informed consent before they can be exported.
- Certain plastic waste of a single polymer or resin type, provided they are destined for recycling in an environmentally sound manner and almost free from contamination and other types of wastes will not require prior informed consent.

The Australian Government is considering the potential implications of these changes.

#### **Consultation questions**

1. Do you agree with the problems that have been identified?
2. What effect do you think the problems could have on the waste and recycling sector, consumers and environmental regulators?
3. Do you have any information, analysis or data that supports characterising the impact of the problems identified?
4. Are there any other problems that you think should be considered as part of the RIS? If so, please set out what they are, what effect you think these problems could have and how the problems should be addressed.



## Policy objectives

All levels of government have an established role in seeking to minimise the environmental and social externalities associated with waste management.

Consistent with this, the policy objectives are to:

- achieve better protection of the environment and human health through improved management of Australia's waste plastic, paper, glass and tyres
- ensure Australia actively manages the risk of countries imposing waste import restrictions so Australia's waste and recycling sector is well placed to manage any future disruption or closure of global waste markets without resulting in adverse environmental or human health impacts.

Any government action would complement the 2018 National Waste Policy and its associated Action Plan. The National Waste Policy 'embodies a circular economy, shifting away from "take, make, use and dispose" to a more circular approach where we maintain the value of resources for as long as possible'.<sup>16</sup>

### Consultation questions

5. Do you agree with the policy objective as outlined?
6. Are there any other objectives that you think the Commonwealth, state and territory governments should be pursuing in addressing the problems? If so, please set out what they are.

---

<sup>16</sup> National Waste Policy, p. 3.



## Policy options and impact analysis

To address the problem defined above, this RIS explores one non-regulatory option and two related regulatory options:

- Option 1 – Status quo, with consumer education and work on standards
- Option 2(a) – Consumer education and prohibit or restrict exports of waste plastic, paper, tyres and glass without additional supporting government interventions
- Option 2(b) – Consumer education and prohibit or restrict exports of waste plastic, paper, tyres and glass with additional supporting government interventions to build markets and associated demand.

These options are expected to affect households, governments and businesses, including those that make packaging, retail products, collect or process waste, and export waste.

### Option 1 – Status quo, with consumer education and work on standards

Under this option, current laws and policies would continue to operate. Government, together with industry, will encourage improved outcomes through non-regulatory initiatives, such as:

- household education campaigns
- targets under the National Waste Action Plan including increased use of recyclable material in government procurement
- work with industry to review technical engineering standards to ensure the use of recyclable materials is not discouraged.

#### **Current law and policy framework**

Under this option, waste exports would continue to be permitted with the export of hazardous waste between countries that are parties to the Basel Convention regulated by the *Hazardous Waste (Regulation of Exports and Imports) Act 1989* (Cth). Existing product stewardship regulatory requirements would continue under the *Product Stewardship Act 2011*.<sup>17</sup> For example the National Television and Computer Recycling Scheme and voluntary accredited schemes such as MobileMuster.

The management and regulation of domestic waste is primarily the responsibility of state, territory and local governments. State and territory governments would continue to regulate waste and recycling matters in their jurisdiction. Some of these laws and regulatory activities would be relevant to any future restrictions on export markets, such as regulatory restrictions on stockpiling, imposition of landfill levies and restrictions on material that can be landfilled.

State and territory governments have also pursued initiatives to reduce the generation of problematic waste materials or increase resource recovery rates. Most states and territories

---

<sup>17</sup> The Product Stewardship Act provides the framework to effectively manage the environmental, health and safety impacts of products, and in particular those impacts associated with the disposal of products and their associated waste. The framework includes voluntary, co-regulatory and mandatory product stewardship.

have container deposit schemes. Various governments have banned single-use plastic shopping bags and some state and territory governments are extending these bans to other single-use plastics.

Commonwealth, state and territory governments have agreed to a National Waste Policy and related Action Plan. The National Waste Policy is based on 'circular economy' principles, recognising the economic and job opportunities in re-circulating valuable resources within the Australian economy. The Action Plan includes targets and actions to reduce plastic pollution, support industry development, increase demand for recycled materials through procurement and relating to national approaches to waste policy and regulation.

Governments would continue to examine other opportunities to encourage the use of recycled materials. For example, in November 2019 the COAG Transport and Infrastructure Council announced it would seek to:

- identify any significant procurement opportunities over coming months such as major road projects that could use recycled material
- prioritise the development of standards to support the use of recycled materials in road construction.<sup>18</sup>

Governments could also develop education initiatives to encourage informed household recycling behaviour.

### ***Industry-led initiatives***

There are a range of industry-led product stewardship schemes that would continue, for example on paint, tyres, vinyls, and mattresses. Stakeholders in the tyre supply chain would continue to manage end-of-life tyres through the voluntary, industry-led National Tyre Product Stewardship Scheme administered by Tyre Stewardship Australia.

In April 2018, the Commonwealth, state and territory governments agreed to a target of 100 per cent of Australian packaging being recyclable, compostable or reusable by 2025 or earlier to cut down the amount of waste Australia produces. The 100 per cent target will be delivered by the Australian Packaging Covenant Organisation (APCO), working with its 1400 members.

Other targets developed by APCO will see by 2025:

- 70 per cent of plastic packaging being recycled or composted
- 30 per cent of average recycled content included in packaging
- the phase out of problematic and unnecessary single-use plastics packaging.

Industry will continue to innovate, and conduct research and development activities supported by Government programs. Example include the Australian Government's:

- \$100 million Australian Recycling Investment Fund to support the manufacturing of products containing recycled materials such as plastics and paper

---

<sup>18</sup> COAG Transport and Infrastructure Council, Communique, 22 November 2019, [https://www.transportinfrastructurecouncil.gov.au/sites/default/files/documents/12th\\_transport\\_and\\_infrastructure\\_council\\_communique\\_22nov\\_2019.pdf](https://www.transportinfrastructurecouncil.gov.au/sites/default/files/documents/12th_transport_and_infrastructure_council_communique_22nov_2019.pdf) (accessed 3 December 2019).



- \$20 million Cooperative Research Centres Projects grants program to find new and innovative solutions to plastic recycling and waste.

### ***Impact analysis***

Under the status quo approach, current laws would continue to operate. Better outcomes in the recycling sector could be supported through an education campaign to improve household understanding of recycling and encourage the uptake of circular economy principles. Commonwealth, state, territory and industry-led initiatives to reduce problematic waste will continue.

As this option is non-regulatory, it is not expected to increase compliance costs. Businesses will be able to continue to determine whether to export waste materials in accordance with the Hazardous Waste (Regulation of Exports and Imports) Act framework and the laws of the importing country.

As discussed in the above problem definition, multilateral agreements on waste management could affect Australia's waste exports, such as the May 2019 agreement to amend the Basel Convention to create new classifications for waste plastics. Australia's waste exports would also be subject to any changes in the regulatory treatment of waste by the importing country. Any stricter restrictions introduced by importing countries will impose compliance costs on Australian businesses.

The costs associated with maintaining the status quo result from the policy objectives outlined above not being met. China's National Sword policy demonstrates sudden shocks to export markets result in significant costs for businesses, state and territory governments and local governments.

Following the disruption to international waste markets triggered by China's National Sword, continued change in these markets is likely. For example:

- Other countries are introducing or considering stricter import restrictions, particularly for materials such as mixed plastic and paper. It is likely there will be further import restrictions in future that essentially prevent exports of these and other waste materials, but the timing of this is uncertain.
- Containers have been re-exported from South East Asia because the material has not been correctly identified in import documentation, or the recycling facility is not appropriately licenced. Dealing with re-exports and understanding changing foreign government regulatory requirements imposes costs on business and government.

Continued export of Australia's waste could lead to inadvertent environmental and human health impacts. Countries receiving Australia's waste may have lower regulatory standards or overwhelmed recycling infrastructure. This could lead to a range of undesirable impacts, such as the burning of waste or leakage of waste into the environment.

The status quo will not fully address interrelated systemic challenges in Australia's recycling sector that limit domestic resource recovery. These include:

- the absence of consistent national standards and approaches for product recyclability
- contamination arising from comingled kerbside collection and poor recycling behaviour due to information gaps, although these issues could be addressed to some extent through an education initiative (discussed below)



- lack of investment in re-processing and re-manufacturing due to low quality and uncertain supply of recyclable materials and uncertain demand.

Without addressing these challenges, the imposition of import restrictions by other countries could result in a range of health, environmental and financial impacts. These include health and environmental impacts arising from any increased landfilling of waste, mismanagement of waste at recycling facilities, stockpiling or illegal dumping.

An education initiative undertaken under the status quo option is a practical measure that could encourage informed household recycling behaviour. Better informed consumers could both reduce contamination rates in the kerbside recycling stream and encourage industry to improve product design for products that cannot readily be recycled. The voluntary nature of participation in education and the limited ability to reach all consumers means that ultimately the benefits of this approach will be less widespread than under Option 2(a) or 2(b). An education initiative will not address systemic market issues that limit domestic resource recovery.

#### Consultation questions

7. What is your role in the waste stream (producer of waste, collection, recycler, exporter)?
8. How have waste import restrictions imposed by other countries impacted your activities?
9. What would be the longer-term implications if similar import restrictions are imposed in other export markets?
10. Are there other existing or future government or industry-led initiatives that are relevant to addressing the problem?
11. Does the status quo achieve the policy objectives?
12. Are current laws and government policies sufficient to address the problem?
13. How effective are industry-led initiatives for addressing the problem?
14. Are there any other benefits or costs associated with the status quo?
15. Do you have any suggestions that could help a future education campaign? What kind of information should be provided as part of an education campaign?

## Options 2(a) and 2(b) – Prohibit or restrict exports of waste plastic, paper, tyres and glass

The problem outlined above can be overcome by a regulatory mechanism preventing the export of waste plastic, paper, tyres and glass in addition to the education campaigns proposed under Option 1. Under this option the affected waste would need to be processed domestically. The material could be restricted from export until it had been re-processed into materials that are ready for further use and should not harm human health or the environment in the importing country. The export of affected waste material outside the regulatory mechanism would be an offence, with penalties applying.

The regulatory option could be implemented through Commonwealth legislation banning exports of all waste plastic, paper, tyres and glass. Alternatively, export restrictions could be introduced, such as a permit system, accreditation or supply chain assurance, which would provide that exports meeting specified standards could continue.

The regulatory option would be phased in, reflecting different challenges facing each waste stream, including differences in infrastructure across the states and territories.

Exemptions could be considered where continued export promotes circular economy principles and should not harm human health or the environment in the importing country. These could include exemptions for:

- materials that meet established industrial uses and have established markets
- materials that originate from a clean well-sorted stream, such as through a container deposit scheme or single source collection, with demonstrated low contamination levels.

Option 2 has two variants – Options 2(a) and (2b) that differentiate the government interventions needed to support successful implementation of a regulatory option:

- Under **Option 2(a)**, governments would not undertake targeted interventions or provide financial assistance to support implementation.
- Under **Option 2(b)**, implementation of the regulatory option would be supported by targeted government interventions to help improve the recyclability of the material streams, build markets and associated demand. Targeted government interventions could include:
  - development or review of technical standards to encourage increased use of recyclable material
  - changes to landfill levies and regulatory standards
  - product stewardship schemes and material design standards
  - improved data collection and reporting
  - measures that are outside the RIS process because they are not regulatory in nature, such as transitional industry assistance and changes to government procurement policies.

Implementation of either Option 2(a) or 2(b) could be supported by the policy actions and interventions discussed in Option 1. These actions would take into account differences in the state and maturity of the market for each recyclable material, which could require different non-regulatory measures.

Option 2(a) or (b) would be implemented in a manner consistent with Australia's international trade obligations.

### ***Impact analysis***

#### ***Common impacts of Options 2(a) and 2(b)***

The benefits common to both Options 2(a) and 2(b) are that they:

- give industry and all levels of government certainty about the future end date for waste exports compared to the status quo approach of importing countries imposing stricter restrictions over time and with potentially limited prior warning. This will improve the ability to plan and reduce the likelihood of costly quick adjustments.
- end the export of problematic waste materials that can cause adverse environmental or human health impacts in the importing country or through leakage to marine ecosystems

- encourage industry to consider innovating and investing to generate higher value recycled materials.

The costs associated with Options 2(a) and 2(b) include that businesses affected by the prohibition or restriction on certain waste exports would need to adjust their operations. This could cause some businesses to downsize or close completely, resulting in lost economic activity and employment. The cost of unemployment and reduced business activity and investment are impacts that should be considered in developing policy in this area.

Businesses that have invested in infrastructure to prepare material for export that could no longer be exported would incur losses they cannot recoup or could only partially recoup. For example, tyre baling equipment would lose value if baled tyre exports are no longer permitted and an alternative economic use for the baling equipment was not available.

With government regulation imposing obligations on the appropriate handling of waste material, limiting access to export markets to handle this material could have an effect on competition in the market for waste management and recycling services. Removing the competitive tension provided by export could lead to increased prices for services to manage waste domestically. Changes to business models flow on impacts to households.

Depending on the model used to implement the prohibition or restriction on certain waste exports, businesses would face administrative compliance costs.

There are costs associated with non-compliance. Governments would need to allocate resources to put in place an enforcement regime that can readily identify whether material is eligible for export. Non-compliance by businesses would result in underreported economic activity and unfair competitive advantage.

Financial implications for Australian households and businesses could arise from costs associated with disposing waste that was previously exported, such as costs from transport within Australia.

Accelerating the phase out of waste exports through regulatory action could result in a range of health, environmental, social and financial impacts if existing recycling infrastructure and markets cannot absorb the material that would have been exported. These include impacts arising from any increased landfilling of waste, mismanagement of waste at recycling facilities, stockpiling or illegal dumping. For example, illegal dumping can have the following negative impacts:

- danger to the environment (e.g. plastic leakage)
- danger to human health
- negative visual amenity
- financial and opportunity costs of cleaning the illegally dumped material, which could be used to fund things more highly valued by society
- danger to wildlife.



#### ***Additional impacts of Option 2(b)***

Targeted government interventions to help build markets and associated demand would have the benefit of addressing interrelated systemic challenges in Australia's recycling sector that limit domestic resource recovery. These include:

- the absence of material design standards that lead to large amounts of non-recyclable materials entering the marketplace, particularly in plastics
- the absence of obligations on the producers of material to take responsibility for the collection and processing of that material
- contamination arising from comingled kerbside collection
- lack of investment in re-processing and re-manufacturing due a high cost base and low quality and uncertain supply of recyclable materials and uncertain demand.

Governments would also consider jurisdictional-level responses that can address challenges and gaps in individual states and territories.

Targeted regulatory and non-regulatory interventions could have several benefits, including:

- supporting businesses to successfully transition to a post-waste export marketplace, alleviating some negative impacts of potential lost economic activity and unemployment.
- improving product design and informing consumers would benefit consumers through the disclosure of certain types of information that inform their purchasing decisions.

As noted under the impact analysis for Option 2(a), accelerating the phase out of waste exports through regulatory action could result in a range of health, environmental, social and financial impacts if existing recycling infrastructure and markets cannot absorb the material that would have been exported. Well targeted government interventions would reduce these impacts but may not remove them entirely.

Governments will face increased costs from implementing interventions, although even under the status quo option (Option 1) further export market disruption may cause governments to consider interventions at a future point. Government decisions to mandate use of recycled content may contribute to the inefficient allocation of resources.

**Consultation questions**

16. Are there any other benefits or costs or unintended consequences associated with Options 2(a) or 2(b)?
17. Under a prohibition or restriction on waste exports, how should the ban be designed to achieve the policy objectives while minimising costs and adverse impacts?
18. Under a prohibition or restriction on waste exports, do you consider there are waste materials that should continue to be eligible for export? Please provide details.
19. What sort of penalties should apply to businesses that fail to comply with an export prohibition or restriction?
20. What kind of costs (including compliance costs) or loss of income will businesses face to comply with export prohibitions or restrictions? Will these costs be passed on and if so to who? Please provide data where possible.
21. How do recycling service providers manage changes of law in their contracts? What costs could introducing a prohibition or restriction on waste exports trigger under these contracts? How would service providers seek to manage these costs? Please provide details.
22. What impacts will Options 2(a) or 2(b) have for relevant markets, including impacts on prices and competition?
23. Do you consider there is existing Australian markets and infrastructure have capacity to respond to a prohibition or restriction on waste exports? If not, please provide details such as:
  - a. What is the infrastructure capacity gap that will need to be filled?
  - b. How long will it take to commission the infrastructure?
  - c. What is the cost of building the infrastructure and who will bear this cost?
24. Do you believe that the combination of costs and benefits under Option 2(a) are superior to other options?
25. Do you believe that the combination of costs and benefits under Option 2(b) are superior to other options?

## Consultation

The Department will undertake a public consultation process in relation to the issues explored in this consultation RIS. The objective of the consultation process is, building on previous stakeholder engagement, to gather additional evidence and data on the extent of the problem and to seek views on the benefits and costs of the proposed policy options.

The consultation process will consist of:

- a formal written submission process
- targeted face-to-face and telephone meetings with key stakeholders
- consideration of previous written submissions, face-to-face and telephone meetings.

Written submissions to this process may reference how previous consultation submissions address particular questions posed in this consultation RIS.

## Previous consultation

Extensive consultation has been undertaken since COAG's 9 August 2019 announcement. A discussion paper was published in November 2019 to guide consultation. Over 100 submissions were received. Industry roundtables have been held in each state and territory and a national roundtable was held by the Commonwealth on 10 December 2019. Staff from the Commonwealth Department of the Environment and Energy and the Department of Industry, Innovation and Science have also consulted more than 50 organisations involved in the collection, processing and export of relevant waste materials.

Evidence gathered through these previous consultations will also be used to inform identification and assessment of the costs of benefits of the Options discussed in this paper.

## Next steps

Once this consultation process has concluded, a final or decision-making RIS will be produced to discuss the results of the consultation process, the evidence that has been gathered and the preferred policy option.

Specific questions are likely to arise from this consultation paper which may have not been considered at the time of drafting. The Department may undertake further targeted consultation with key stakeholders if necessary. Please note that the Department does not intend to reply to each submission.

Both this consultation RIS and the decision-making RIS will be published on the Office of Best Practice Regulation (OBPR) website



## Privacy and submissions

The Department of the Environment and Energy is bound by the Australian Privacy Principles in the *Privacy Act 1988*. We respect your rights to privacy under the Privacy Act and we will comply with the requirements under the Act in respect of the collection and management of your personal information.

The Department's Privacy Policy contains information about how to access or correct your personal information or make a complaint about a breach of the Australian Privacy Principles. The Policy is available at [www.environment.gov.au/privacy-policy](http://www.environment.gov.au/privacy-policy).

We respect your rights to privacy under the Privacy Act and we will comply with the requirements under the Act in respect of the collection and management of your personal information.

### Personal information being collected

As part of this consultation process, the Department will collect personal information including your full name, mailing or street address, email address and contact telephone number.

### Purposes for which we have collected your personal information

We request that you provide your personal information, so that we can contact you in the event that your submission is unclear or incomplete. We may also use this personal information to keep you informed about the outcomes of this consultation process, as well as inform you of other relevant consultation processes. If you do not provide your personal information we may be unable to contact you regarding your submission or other consultations.

We will also publish your submission, along with your name or organisation on our website (unless you request for your submission to be kept confidential).

### Disclosure of your personal information and submission

We may disclose your submission (including confidential submissions) and personal information to other Commonwealth agencies, and State and Territory Governments, only for the purposes of providing advice to Government, for related purposes, and otherwise as required or permitted by law. Submissions marked as confidential will be treated as such by other agencies and will not be circulated further without the express permission of the Department and the author.

We may also disclose submissions (including confidential submissions) and personal information where the Department is required or authorised to do so under law.

### Other person's personal information and their consent

If you are making a submission which contains the personal information of another person, and you have not obtained the person's consent to their information being included in your submission, please de-identify or otherwise remove the personal information before providing your submission to the Department.

### **Publication of submissions**

Unless you indicate that your submission is to be treated as confidential, the Department may publish your submission on the Department's website along with your name or organisation. This includes any personal information within in your submission.

Unless requested, the Department takes no responsibility for the publication of any personal or sensitive information that appears in the body of your submission. We recommend that submitters remove any personal information that they do not want published prior to making a submission.

The Department reserves its rights to edit, and/or not consider or publish submissions that contain potentially offensive, defamatory or irrelevant material.

## **9.8 Election of Greater Adelaide Regional Organisation of Councils (GAROC)**

This is a regular or standard report.

Director: Alison Hancock, Director Corporate and City Services

Report Author: Therese Brunotte, Senior Governance Officer

Contact Number: 8301 7228

Attachments: 1. Letter from LGA calling for nominations (8 pages)  
2. GAROC Terms of Reference (13 pages)

---

### **1. Purpose**

The Local Government Association (LGA) has contacted councils seeking nominations to fill one casual vacancy on the Greater Adelaide Regional Organisation of Councils (GAROC). Mayor Erin Thompson has expressed an interest in being nominated. This report seeks a nomination from Council.

### **2. Recommendation**

That Council nominate Mayor Erin Thompson for the position of a member to the Greater Adelaide Regional Organisation of Councils.

### **3. Background**

The Greater Adelaide Regional Organisation of Councils (GAROC) is formally established through the LGA Constitution and its role is to lead regional advocacy, policy initiation and review, leadership engagement and capacity building in the greater Adelaide region.

On the 13 January 2020 the LGA wrote (attachment 1) to all councils within the Greater Adelaide Region calling for nominations to fill one casual vacancy on the GAROC Committee.

Elected members were advised via Weekly News on 23 January and via email on 29 January that nominations were being sought for a member of GAROC.

### **4. Financial Implications**

Members do not receive a sitting fee as a member of the GAROC Committee.

### **5. Risk and Opportunity Management**

<b>Opportunity</b>	
<b>Identify</b>	<b>Maximising the opportunity</b>
City of Onkaparinga representation	A representative from the City of Onkaparinga to the GAROC would be well positioned to be involved in policy and strategy and provide input from our council perspective.



**6. Additional information**

The term of office for the member of GAROC will commence from the declaration of the GAROC election until the conclusion of the 2020 AGM.

Additional information about the roles and responsibilities of GAROC and the conduct of these elections in general is available within the GAROC Terms of Reference (attachment 2).

## Attachment 1



The voice of local government.

ECM 693096 LT/AL

13 January 2020

Mr Kirk Richardson  
Acting Chief Executive Officer  
City of Onkaparinga  
PO Box 1  
Noarlunga Centre SA 5168  
**Emailed:** kirk.richardson@onkaparinga.sa.gov.au

Dear Mr Richardson

### Call for Nominations for Member of GAROC – Casual Vacancy

The LGA hereby calls for nominations to fill one (1) casual vacancy on the Local Government Association's (LGA) Greater Adelaide Region Organisation of Councils (GAROC) Committee to commence office from the declaration of this election and to remain in office until the conclusion of the 2020 AGM. A nomination form for the position of member of GAROC is attached and must be received by the LGA CEO, no later than **5pm Wednesday 26 February 2020**.

### Casual Vacancy

The resignation of Cr Tim Pfeiffer from the City of Marion has caused a casual vacancy on the GAROC committee. The processes to fill this casual vacancy is outlined in Clause 4.7.3 of the GAROC Terms of Reference (TOR):

*4.7.3.If there is a casual vacancy in the membership of GAROC then the GAROC Regional Grouping relevant to the GAROC member the subject of the casual vacancy will appoint by resolution of the majority of Members comprising the GAROC Regional Grouping another Council Member to serve as a member of GAROC for the balance of the membership term.*

While a regional GAROC structure was approved by members at the 2019 LGA Annual General Meeting these changes to the GAROC TOR will not take effect until the changes receive Ministerial approval, which is pending. Also, the amendments to the GAROC TOR provide for the new regional structure commence from the 2020 LGA elections. Thus, the process to fill the casual vacancy will be same as that used to fill two (2) casual vacancies in 2019.

Accordingly, I write to you in your capacity as the Chief Executive Officer of an Ordinary Member Council of the Greater Adelaide region to invite nominations from your council for a position on GAROC.

A nomination may only be made by resolution of the council and using the **enclosed** form. The form must be signed by both the candidate nominated by the council to indicate his/her willingness to stand for election, and by you as the Chief Executive Officer of the nominating council.

### Voting

As the Returning Officer, the Chief Executive Officer of the LGA is required to conduct a ballot if the number of nominations for GAROC exceeds the required number of candidates. If a ballot is required, the distribution of ballot papers to councils will include any information provided by the candidates to the



The voice of local government.

Returning Officer in accordance with the requirements specified in clause 4.4.5 of the GAROC TOR (copy attached).

#### Timetable

Key timings and GAROC Terms of Reference provisions are outlined in the following table:

Indicative Timing	Headline	GAROC TOR Provision
n/a	Returning Officer	Returning Officer for all LGA electoral matters is the Chief Executive Officer (Clause 4.4.1)
13 January 2020	Nominations Called	A/CEO to write to members of GAROC calling for nomination for position of members of GAROC (Clause 4.3.2).
26 February 2020	Nominations Close	Nominations must be received by the CEO no later than 5pm on the day specified for the close of nomination (Clause 4.3.4). Council's will have 6 weeks to lodge their nominations.
n/a	Nominations equal to vacancies	If the number of nominations received equals the number of vacant positions each candidate is elected (Clause 4.4.3).
4 March 2020	Ballot papers prepared and posted	CEO shall provide ballot papers to each GAROC member council (Clause 4.4.5(b)).
15 April 2020	Voting closes	The returning officer will determine the closing date for voting with reference to Clause 4.4.5(f) for counting of votes. Council's will have 6 weeks to lodge their votes.
16 April 2020	Counting of votes	The CEO shall nominate the date, time and place for the counting of votes (Clause 4.4.5(f))
16 April 2019	Final declaration of result	CEO shall declare the candidate with the most votes elected at the conclusion of the counting of the votes. The candidates elected will commence their term immediately and will remain in office until the conclusion of the 2020 AGM.

**All nominations (and any accompanying candidate information) must be addressed to the Returning Officer and must be received by 5:00pm Wednesday 26 February 2020.**

Extracts from the relevant section of the GAROC TOR relating to nominating and electing members to GAROC is attached for your information.





The voice of local government.

### **GAROC Membership**

Information about the current membership of GAROC is attached for your information. The GAROC TOR (Clause 4.2.1) requires that all council members elected to GAROC must be from a different Member council. Therefore, if your council already has a council member currently serving as a member of GAROC; no further members of your council are eligible for this election. However, a council may nominate a council member from another council within the Greater Adelaide region for a position on GAROC.

Please contact Lisa Teburea on 8224 2022 or [lisa.teburea@lga.sa.gov.au](mailto:lisa.teburea@lga.sa.gov.au) if you have any questions in relation to the election process.

Yours sincerely

Dr Andrew Johnson  
**Acting Chief Executive Officer**

*Telephone: (08) 8224 2030*

*Email: [andrew.johnson@lga.sa.gov.au](mailto:andrew.johnson@lga.sa.gov.au)*

Attach: GAROC Casual Vacancy Nomination Form  
GAROC Casual Vacancy Candidate Information Sheet  
Current GAROC membership



The voice of local government.

## Nomination Form

### GAROC – Casual Vacancy

Nominee's Council	<i>(insert name of council)</i>
Nominee's Name (full name)	<i>(insert title, first name and surname)</i>
Declaration and signature of nominee	I hereby accept such nomination and consent to act as a member of GAROC if so elected. Signature:  .....
Signature and name of Nominating Council's CEO	Signature:  ..... <i>(insert name)</i>
Dated	<i>(insert date)</i>

**This form is to be sent to the LGA Returning Officer**  
**Close of nominations 5:00pm Wednesday 26 February 2020**

## Candidate Information Sheet

### GAROC – Casual Vacancy

(word limit is strictly 1,000 words)

Name:	<i>(insert title, first name and surname)</i>
Council:	<i>(insert council name)</i>
Local Government Experience & Knowledge	<ul style="list-style-type: none"><li><i>(insert)</i></li></ul>
Local Government Policy Views & Interests	<ul style="list-style-type: none"><li><i>(insert)</i></li></ul>
Other information	<ul style="list-style-type: none"><li><i>(insert details of leadership, board, corporate governance experience etc)</i></li></ul>

**This form must accompany the Nomination Form**

**This information will be supplied to GAROC member councils in the event that an election is required**



## Extract – GAROC Terms of Reference

### Clause 4 – GAROC

#### 4. GAROC

##### 4.1. Role

The role of GAROC is regional advocacy, policy initiation and review, leadership, engagement and capacity building in the region(s).

##### 4.2. Membership

4.2.1. The GAROC Regional Grouping of Members listed in the schedule to these Terms of Reference will elect in accordance with clause 4.3 and 4.4 from the Members of the GAROC Regional Grouping eight (8) Council Members of Members in the GAROC Regional Grouping to GAROC provided that each person elected is from a different Member.

4.2.2. In addition to the members of GAROC elected in accordance with clause 4.2.1, the Lord Mayor of the City of Adelaide will be a standing member of GAROC.

##### 4.3. Nominations for election to GAROC

4.3.1. The members of GAROC will be elected biennially.

4.3.2. In the year in which GAROC members will be elected, and at least 3 months before the Annual General Meeting, the Chief Executive shall write to all Members of GAROC as listed in the schedule calling for nominations for the membership of GAROC.

4.3.3. A nomination of a person as a member of GAROC must be by resolution of the Member received by the Chief Executive not later than 5 pm on the day specified for the closure of nominations (**Close of Nominations**). A nomination must be signed by the candidate indicating his or her willingness to stand for election and be in the form determined by the Chief Executive.

##### 4.4. Election to GAROC

4.4.1. The Chief Executive shall be the returning officer for any election of members to GAROC.

4.4.2. After the Close of Nominations, the Chief Executive will notify Members of the GAROC Regional Grouping of the candidates for membership of GAROC nominated in the Regional Grouping of Members.

4.4.3. If the only nominations received from a Regional Grouping of Members by the Close of Nominations match the membership positions described in clause 4.2.1 then the Chief Executive will declare those persons duly elected to those membership positions.

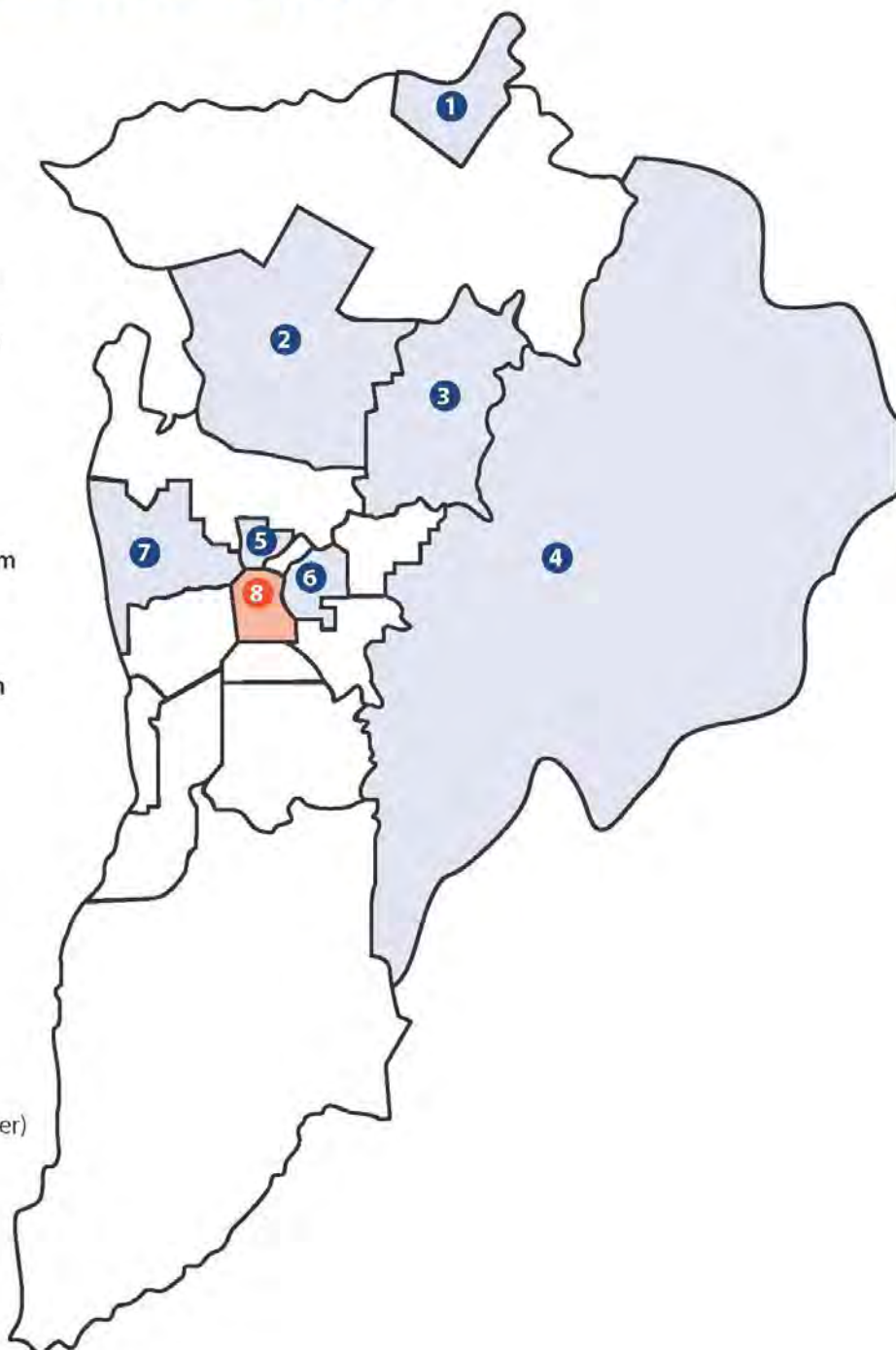
4.4.4. If the number of persons nominated by the Close of Nominations by the Regional Grouping of Members exceeds the number of membership positions described 4.2.1 then an election for the purpose of clause 4.2.1 must be held in accordance with this clause.

- 4.4.5. In the event of an election being required, the Chief Executive shall conduct the election as follows:
- (a) at least six weeks before the Annual General Meeting, the Chief Executive shall deliver ballot papers to each Member of the Regional Grouping of Members;
  - (b) the ballot papers shall:
    - (i) list the candidate or candidates for election;
    - (ii) specify the day of closure of the election; and
    - (iii) be accompanied by an envelope marked "Ballot Paper" and a second envelope marked "Returning Officer";
  - (c) each Member shall determine by resolution the candidate or candidates (as relevant) it wishes to elect;
  - (d) the chair of the meeting for that Member shall mark the ballot paper with an "X" next to the candidate or candidates (as relevant) that the Member wishes elected and seal the ballot paper in the envelope marked "Ballot Paper" inside the envelope marked "Returning Officer". Before sealing the second envelope the chair must indicate the Member's name on the inside flap of the envelope. The envelope may then be sealed and delivered to the Returning Officer;
  - (e) on receipt of the envelopes the Chief Executive must:
    - (i) open the outer envelope addressed to the "Returning Officer" and record the name of the Member which appears on the inside flap of the envelope on the roll of Member's eligible to vote; and
    - (ii) place the envelope marked "Ballot Paper" unopened into the ballot box;
  - (f) the Chief Executive shall nominate the date, time and place for the counting of votes and shall invite each candidate and a person nominated as the candidate's scrutineer to be present;
  - (g) at the counting of the votes the Chief Executive shall produce unopened envelopes marked "Ballot Paper" and if satisfied that all votes are valid, count the number of votes received by each candidate;
  - (h) in respect of an election for the purposes of clause 4.2.1, the 8 candidates with the most votes shall be deemed elected and the Chief Executive shall declare the candidates elected at the Annual General Meeting.
  - (i) in the case of candidates for membership positions described in clause 4.2.1 receiving the same number of votes, the Chief Executive shall draw lots at the counting of the votes to determine which candidate is elected.
- 4.4.6. The Chief Executive may, in his or her discretion, appoint a deputy returning officer and delegate any of his or her powers, functions or duties to that person who shall act accordingly.



## November 2019 GAROC Membership

- 1** Mayor Karen Redman  
Town of Gawler  
(GAROC Chair)
- 2** Mayor Gillian Aldridge  
City of Salisbury  
(Office of the Immediate  
Past President)
- 3** Mayor Kevin Knight  
City of Tea Tree Gully  
(Board Director)
- 4** Mayor Jan-Claire Wisdom  
Adelaide Hills Council  
(Board Director)
- 5** Mayor David O'Loughlin  
City of Prospect  
(Board Director)
- 6** Cr Christel Mex  
City of Norwood,  
Payneham & St Peters
- 7** Mayor Angela Evans  
City of Charles Sturt
- 8** Lord Mayor  
Sandy Verschoor  
City of Adelaide  
(GAROC standing member)





## Attachment 2



The voice of local government.

# LGA GAROC Terms of Reference

October 2018



**Local Government Association  
of South Australia**

The voice of local government.

## **Local Government Association of South Australia**

### **GAROC Terms of Reference**

Adopted by the LGA Board on 13 September 2018 and Members at the AGM held  
26 October 2018

#### **1. Establishment**

In accordance with clause 19 of the Local Government Association of South Australia Constitution and Rules (adopted April 13, 2018) (**Constitution**) there are 2 regional organisations of Members: the South Australian Region Organisation of Councils (**SAROC**) and the Greater Adelaide Region Organisation of Councils (**GAROC**).

#### **2. Terms of Reference**

- 2.1. These Terms of Reference set out the functions to be discharged by GAROC.
- 2.2. The operation of the Terms of Reference may be altered by the Board of Directors either generally or in respect of specific circumstances by resolution with the exception of Clauses 4.2, 4.3 and 4.4. A resolution for the purposes of this clause 2.2 will be reported to the chairperson of GAROC within 24 hours of the meeting of the Board of Directors at which the resolution was passed.
- 2.3. These Terms of Reference will be presented to the Members at a General Meeting for ratification annually (or more frequently as determined by the Board).
- 2.4. Clauses 4.2, 4.3 or 4.4 of this Terms of Reference may be altered only:
  - 2.4.1. By resolution passed at a General Meeting of which at least 30 days' notice has been given to Members; and
  - 2.4.2. With approval of the Minister.
- 2.5. A capitalised term not defined in this document has the meaning provided for the term in the Constitution.

#### **3. Status**

GAROC is a committee of the LGA and is responsible to the Board of Directors for the discharge of its functions.

#### **4. GAROC**

##### **4.1. Role**

The role of GAROC is regional advocacy, policy initiation and review, leadership, engagement and capacity building in the region(s).

##### **4.2. Membership**

- 4.2.1. The GAROC Regional Grouping of Members listed in the schedule to these Terms of Reference will elect in accordance with clause 4.3 and 4.4 from the Members of the GAROC Regional Grouping eight (8) Council Members of Members in the GAROC Regional Grouping to GAROC provided that each person elected is from a different Member.



**Local Government Association**  
of South Australia

The voice of local government.

- 4.2.2. In addition to the members of GAROC elected in accordance with clause 4.2.1, the Lord Mayor of the City of Adelaide will be a standing member of GAROC.

#### **4.3. Nominations for election to GAROC**

- 4.3.1. The members of GAROC will be elected biennially.
- 4.3.2. In the year in which GAROC members will be elected, and at least 3 months before the Annual General Meeting, the Chief Executive shall write to all Members of GAROC as listed in the schedule calling for nominations for the membership of GAROC.
- 4.3.3. Only a Council Member can be nominated to GAROC.
- 4.3.4. A nomination of a person as a member of GAROC must be by resolution of the Member received by the Chief Executive not later than 5 pm on the day specified for the closure of nominations (**Close of Nominations**). A nomination must be signed by the candidate indicating his or her willingness to stand for election and be in the form determined by the Chief Executive.

#### **4.4. Election to GAROC**

- 4.4.1. The Chief Executive shall be the returning officer for any election of members to GAROC.
- 4.4.2. After the Close of Nominations, the Chief Executive will notify Members of the GAROC Regional Grouping of the candidates for membership of GAROC nominated in the Regional Grouping of Members.
- 4.4.3. If the only nominations received from a Regional Grouping of Members by the Close of Nominations match the membership positions described in clause 4.2.1 then the Chief Executive will declare those persons duly elected to those membership positions.
- 4.4.4. If the number of persons nominated by the Close of Nominations by the Regional Grouping of Members exceeds the number of membership positions described 4.2.1 then an election for the purpose of clause 4.2.1 must be held in accordance with this clause.
- 4.4.5. In the event of an election being required, the Chief Executive shall conduct the election as follows:
- (a) at least six weeks before the Annual General Meeting, the Chief Executive shall deliver ballot papers to each Member of the Regional Grouping of Members;
  - (b) the ballot papers shall:
    - (i) list the candidate or candidates for election;
    - (ii) specify the day of closure of the election;
    - (iii) be accompanied by an envelope marked "Ballot Paper" and a second envelope marked "Returning Officer";





**Local Government Association**  
of South Australia

The voice of local government.

- (c) each Member shall determine by resolution the candidate or candidates (as relevant) it wishes to elect;
  - (d) the chair of the meeting for that Member shall mark the ballot paper with an "X" next to the candidate or candidates (as relevant) that the Member wishes elected and seal the ballot paper in the envelope marked "Ballot Paper" inside the envelope marked "Returning Officer". Before sealing the second envelope the chair must indicate the Member's name on the inside flap of the envelope. The envelope may then be sealed and delivered to the Returning Officer;
  - (e) on receipt of the envelopes the Chief Executive must:
    - (i) open the outer envelope addressed to the "Returning Officer" and record the name of the Member which appears on the inside flap of the envelope on the roll of Member's eligible to vote; and
    - (ii) place the envelope marked "Ballot Paper" unopened into the ballot box;
  - (f) the Chief Executive shall nominate the date, time and place for the counting of votes and shall invite each candidate and a person nominated as the candidate's scrutineer to be present;
  - (g) at the counting of the votes the Chief Executive shall produce unopened envelopes marked "Ballot Paper" and if satisfied that all votes are valid, count the number of votes received by each candidate;
  - (h) in respect of an election for the purposes of clause 4.2.1, the 8 candidates with the most votes shall be deemed elected and the Chief Executive shall declare the candidates elected at the Annual General Meeting; and
  - (i) in the case of candidates for membership positions described in clause 4.2.1 receiving the same number of votes, the Chief Executive shall draw lots at the counting of the votes to determine which candidate is elected.
- 4.4.6. The Chief Executive may, in his or her discretion, appoint a deputy returning officer and delegate any of his or her powers, functions or duties to that person who shall act accordingly.

#### **4.5. Term of office**

The term of office for members of GAROC shall commence after the Annual General Meeting of the year in which the member is elected. Each member of GAROC will serve for a period of 2 years or until a circumstance causing a casual vacancy as described in clause 4.7.2 occurs.

#### **4.6. Duties**

- 4.6.1. Each member of GAROC must:



**Local Government Association**  
of South Australia

The voice of local government.

- (a) undertake his or her role as a GAROC member honestly and act with reasonable care and diligence in the performance and discharge of functions and duties;
- (b) not make improper use of information acquired by virtue of his or her position as a GAROC member to gain, directly or indirectly, an advantage for himself or herself or for another person or to cause detriment to the LGA;
- (c) not make improper use of his or her position as a GAROC member to gain, directly or indirectly, an advantage for himself or herself or for another person or to cause detriment to the LGA; and
- (d) not act in any matter where the GAROC member has a conflict of interest (provided that an interest shared in common with all or a substantial proportion of the members of GAROC will not be an interest giving rise to a conflict of interest).

#### **4.7. Absences and casual vacancies**

- 4.7.1. A leave of absence may be granted to a member of GAROC by resolution of GAROC. A replacement member of GAROC will be appointed for the period of the leave of absence by resolution of the majority of Members comprising the GAROC Regional Grouping relevant to the person the subject of the leave of absence.
- 4.7.2. A casual vacancy will occur in the office of a member of GAROC if the member of GAROC:
  - (a) dies;
  - (b) resigns from GAROC;
  - (c) is dismissed by resolution of the Board of Directors from GAROC for Misconduct;
  - (d) ceases to be a Council Member;
  - (e) the Member for which the member of GAROC is a Council Member is no longer a member of the Local Government Association; or
  - (f) an administrator is appointed to administer the affairs of the Member for which the member of GAROC is a Council Member.
- 4.7.3. If there is a casual vacancy in the membership of GAROC then the GAROC Regional Grouping relevant to the GAROC member the subject of the casual vacancy will appoint by resolution of the majority of Members comprising the GAROC Regional Grouping another Council Member to serve as a member of GAROC for the balance of the membership term.

#### **5. Responsibilities**

##### **5.1. Board of Directors**

- 5.1.1. The role of the Board of Directors is to oversee corporate governance of the LGA and provide strategic direction and leadership.





**Local Government Association  
of South Australia**

The voice of local government.

- 5.1.2. The duties of the Board of Directors are to ensure that:
- (a) the LGA acts in accordance with applicable laws and this Constitution;
  - (b) the LGA acts ethically and with integrity, respecting diversity and striving for gender balance participation in all activities;
  - (c) the activities of the LGA are conducted efficiently and effectively and that the assets of the LGA are properly managed and maintained;
  - (d) subject to any overriding fiduciary or other duty to maintain confidentiality, the affairs of the LGA are undertaken in an open and transparent manner; and
  - (e) the LGA performs to its business plan and achieves or betters the financial outcomes projected in its budget.
- 5.1.3. The Board of Directors may from time to time refer matters to GAROC for consideration.
- 5.1.4. The Board of Directors will receive, consider and respond to any report and recommendations provided to the Board of Directors by GAROC.
- 5.1.5. The Board of Directors will periodically review the performance of GAROC.

## **5.2. GAROC**

- 5.2.1. GAROC will fulfil its functions under these Terms of Reference in a timely, objective and professional manner consistent with the 'LGA Strategic Management Framework'.
- 5.2.2. GAROC may, through the Chief Executive and at the LGA's expenses, seek external legal, financial or other advice on matters within its functions or concerning these Terms of Reference.

## **5.3. Chief Executive**

- 5.3.1. The Chief Executive will make available to GAROC information of the LGA which is relevant to the functions of GAROC.
- 5.3.2. The Chief Executive will ensure that administrative support and other resources are made available to GAROC as included in the GAROC approved annual business plan and budget to enable GAROC to discharge its obligations under these Terms of Reference.
- 5.3.3. Resources made available to GAROC will include resourcing by the LGA Office or external resources considered appropriate by the Chief Executive acting in consultation with GAROC.

## **6. Functions of GAROC**

### **6.1. LGA Object**

- 6.1.1. The object of the LGA is to achieve public value through the promotion and advancement of the interests of local government by:





The voice of local government.

- (a) advocating to achieve greater influence for local government in matters affecting councils and communities;
- (b) assisting member councils to build capacity and increase sustainability through integrated and coordinated local government; and
- (c) advancing local government through best practice and continuous improvement.

6.1.2. GAROC will assist in the achievement of the LGA's object by:

- (a) supporting the activities of the LGA at a regional level;
- (b) promoting communication between Members and between Members and the LGA;
- (c) advocating in respect of matters which affect the GAROC Regional Group;
- (d) encouraging engagement of Members within the GAROC Regional Group with GAROC and the LGA; and
- (e) participating in policy development and implementation.

## 6.2. Consideration and referral of Member items of business

- 6.2.1. Any Member of the GAROC Regional Grouping may raise an item of business for the consideration of the Board of Directors or a General Meeting with GAROC. The item of business must be clearly described in writing, including an indication as to whether the impact of the item is confined to the Member or has broader implications for the local government sector.
- 6.2.2. GAROC will consider each item of business raised with GAROC by a Member.
- 6.2.3. A Member may be invited by GAROC to address a meeting of GAROC in respect of the proposed item of business.
- 6.2.4. Where considered appropriate by GAROC on the basis of the nature, scope and impact or potential impact of the item on the local government sector, GAROC will refer the item to either the Board of Directors or a General Meeting.
- 6.2.5. GAROC will inform the Member which has raised the item of business as to whether or not the item will be referred to the Board of Directors or a General Meeting.
- 6.2.6. Where an item of business is not referred to the Board of Directors or a General Meeting, GAROC may provide assistance or guidance to the Member in respect of progressing the matter.

### 6.3. Proposals for policy development

- 6.3.1. GAROC may develop proposals for policy positions for consideration at a General Meeting either in response to an issue raised by a Member within the GAROC Regional Grouping or independently.



**Local Government Association  
of South Australia**

The voice of local government.

- 6.3.2. A policy position developed by GAROC will be referred to the Board of Directors for consideration and determination as to whether or not the position should be put for consideration and adoption to a General Meeting.

#### **6.4. Election to Board of Directors**

- 6.4.1. GAROC will elect 3 members of GAROC (each of which must be a Council Member with relevant business and governance experience) to the Board of Directors.
- 6.4.2. In addition to Directors elected under clause 6.4.1, the chairperson of GAROC will be a Director.
- 6.4.3. The term of office as a Director of the 3 persons elected to the Board of Directors by GAROC and the chairperson of GAROC will commence after the Annual General Meeting of the year in which the person is elected and shall be for 2 years or until a casual vacancy in that office occurs.
- 6.4.4. Persons elected under clause 6.4.1 are eligible for re-election for subsequent terms.

#### **6.5. Strategic and annual business planning**

- 6.5.1. GAROC will develop, in consultation with the members within the GAROC Regional Group, a 4 year strategic plan for regional advocacy, policy initiation and review, leadership, engagement and capacity building in the GAROC region. The strategic plan will be reviewed and updated annually by GAROC by June each year.
- 6.5.2. GAROC will develop, in consultation with the members within the GAROC Regional Group, an annual business plan for the next financial year by June each year.
- 6.5.3. The strategic plan and annual business plan for the next financial year will be presented to the Board of Directors for approval by June each year.

#### **6.6. Other functions**

GAROC will undertake any other functions:

- 6.6.1. of GAROC set out in the Constitution; and
- 6.6.2. delegated by the Board of Directors to GAROC.

#### **7. Budget**

- 7.1.1. GAROC will by June each year develop and adopt a budget to cover anticipated expenses of activities under the strategic plan and annual business plan during the next financial year. After adoption by GAROC, the budget will be provided to the Board of Directors for consideration and approval.
- 7.1.2. GAROC will provide a financial report to the Board of Directors no later than September providing a true and correct record of the expenditure of GAROC against the annual budget.





**Local Government Association  
of South Australia**

The voice of local government.

7.1.3. The chairperson of GAROC will meet with the Audit Committee of the LGA or the LGA's external auditor on request to discuss the GAROC financial report.

## **8. Committees**

GAROC may establish committees consisting of any person with relevant experience, skill or expertise for any purpose and determine the terms of reference for such committees.

## **9. Meetings of GAROC**

### **9.1. Resolution of the Board of Directors**

Requirements under this clause 9 may be altered, supplemented or replaced by resolution of the Board of Directors.

### **9.2. Frequency of meetings and venue**

- 9.2.1. GAROC will meet at least once in each 2 month period at such times and places as shall be determined by the Chief Executive.
- 9.2.2. Any member of GAROC or the Board of Directors may convene additional meetings of GAROC.
- 9.2.3. Notice of a meeting of GAROC will be provided in writing to members of GAROC by the Chief Executive no less than 7 days prior to the meeting providing the date, time and place of the meeting and the proposed business to be conducted at the meeting.

### **9.3. Chairperson**

- 9.3.1. The chairperson of GAROC will be a Council Member appointed by GAROC.
- 9.3.2. The chairperson will be the official spokesperson for GAROC.
- 9.3.3. If the chairperson of GAROC is absent from a meeting of GAROC then the members attending the GAROC meeting will appoint a chairperson for the purposes of that meeting.

### **9.4. Decision making**

- 9.4.1. All questions arising at a meeting of GAROC shall be decided by a simple majority vote of the members of GAROC present and voting on each question.
- 9.4.2. The Chair of the meeting has a deliberative vote and, if there are equal numbers of votes on any question, a casting vote.

### **9.5. Meeting procedure**

The meeting procedures determined by the Board of Directors from time to time will apply to meetings of GAROC.

### **9.6. Attendance**

- 9.6.1. Meetings of GAROC will be closed to the public.
- 9.6.2. GAROC may invite any person to attend its meetings.





**Local Government Association  
of South Australia**

The voice of local government.

#### **9.7. Minutes**

- 9.7.1. Minutes will be kept of all GAROC meetings including a record of the actions of GAROC.
- 9.7.2. Within 48 hours of a GAROC meeting, the chairperson will review and confirm the draft minutes. The draft minutes will then be circulated to GAROC members for comment and if necessary amendment before being certified as correct by the chairperson.

#### **9.8. Quorum**

The quorum for a meeting of GAROC is one half of the members of GAROC, plus 1 member of GAROC (provided that at least 1 member elected by each GAROC Regional Grouping must be present except for a GAROC Regional Grouping with no representation on GAROC).

#### **9.9. Performance assessment**

GAROC will assess its performance against:

- 9.9.1. the strategic plan and annual business plan each quarter; and
- 9.9.2. these Terms of Reference annually.

#### **9.10. Reporting**

- 9.10.1. A Director elected by GAROC will provide a verbal report to the Board of Directors on key matters being considered by GAROC at each Board of Director's meeting at which the minutes of GAROC are to be considered by the Board of Directors.
- 9.10.2. Any matter relevant to regional advocacy, policy initiation and review, leadership, engagement and capacity building in the region(s) considered to be of significance to the corporate governance, strategic direction and leadership of the LGA will be reported by GAROC to the Board as soon as practicable after GAROC has considered the matter.
- 9.10.3. GAROC will provide an annual report to the Board of Directors by September each year summarising:
  - (a) the discharge of GAROC's responsibilities and functions under these Terms of Reference and against the strategic plan and annual business plan;
  - (b) the activities of GAROC during the financial year;
  - (c) items of business referred to the Board of Directors or a General Meeting during the financial year; and
  - (d) items being considered by GAROC which have not been reported to the Board of Directors and the intended actions in respect of those matters.



**Local Government Association  
of South Australia**

The voice of local government.

## **10. Access to information**

- 10.1.1. GAROC is entitled, acting through the Chief Executive, to access any information or discuss matters with staff of the LGA Office.
- 10.1.2. A copy of the agenda for a GAROC meeting, reports to be considered by GAROC and minutes of GAROC meetings certified under clause 9.7.2 will be available to all Directors.
- 10.1.3. Subject to confidentiality requirements as determined by the Board of Directors or GAROC, a copy of the GAROC agenda, reports and minutes certified under clause 9.7.2 will be published on the LGA website for review by Members.

## **11. Administration**

- 11.1. Subject to clause 11.2, an administrator appointed to administer the affairs of the Member may exercise the rights and satisfy the obligations of the administered Member under these Terms of Reference.
- 11.2. An administrator is ineligible to be a member of GAROC.



**Local Government Association**  
of South Australia

The voice of local government.

**Schedule: List of Regional Groupings of Members**

<b>GAROC Regional Grouping</b>	<b>Members</b>
Metropolitan Region	Adelaide Adelaide Hills Burnside Campbelltown Charles Sturt Gawler Holdfast Bay Marion Mitcham Norwood Payneham & St Peters Onkaparinga Playford Port Adelaide Enfield Prospect Salisbury Tea Tree Gully Unley Walkerville West Torrens





The voice of local government.

148 Frome St  
Adelaide SA 5000  
GPO Box 2693  
Adelaide SA 5001  
T (08) 8224 2000  
F (08) 8232 6336  
E [lgasa@lga.sa.gov.au](mailto:lgasa@lga.sa.gov.au)

**[www.lga.sa.gov.au](http://www.lga.sa.gov.au)**

Page left intentionally blank

## 9.9 EM2019-01 (b & c) Code of Conduct for Council Members Final Investigation Report

This is an update on a previously reported subject, concept or issue.

Director:	Alison Hancock, Director Corporate and City Services
Report Author:	Karyn Ryan, Team Leader Civic Governance
Contact Number:	8384 0626
Attachments:	1. EM2019-01(b & c) Final Investigation Report (26 pages) 2. Investigating Complaints under the Code of Conduct for Council Members (27 pages)

---

### 1. Purpose

This report provides the Final Investigation Report and recommendations prepared by Minter Ellison Lawyers (attachment 1) to Council for consideration and determination in relation to two complaints regarding Cr Sandra Brown lodged in March 2019 by complainants who wish for their identity to remain confidential.

As required by clause 2.24 of the Code of Conduct for Council Members, *Local Government Act 1999, Section 63 (1)*, where a breach of the Behaviour Code, part 2 of the Code of Conduct for Council Members is found a report must be provided to a public meeting of Council.

### 2. Recommendations

1. **That Council resolves to accept the Investigator's findings as** set out below and in the Final Investigation Report (attachment 1 to the agenda report) in relation to clauses 2.2, 2.3, 2.4 and 2.5 of the Code of Conduct for Council Members, Part 2, Behavioural Code, that the Facebook Posts are anti-Islamic, racist and anti-transgender and Cr Brown, in making the Posts:
  - Breached Clause 2.2 of the Code as the Posts did not generate community trust and confidence in the Council
  - Breached Clause 2.3 of the Code as they were unreasonable, unjust, disrespectful and discriminatory
  - Breached Clause 2.4 of the Code as she did not show respect for others when making comments publicly
  - Breached Clause 2.5 of the Code as she did not clearly indicate that the Facebook Posts, which were shared publicly, were her own private views and not that of Council
  - Breached Clause 2.6 of the Code in making the Posts contrary to Council resolving to be a Refugee Welcome Zone and supporter of the **Australian Human Rights Commission campaign 'Racism. It stops with me'**.
2. **That in relation to the Investigator's findings, Council adopts the Investigators recommendation, as follows:**
  - a. pass a censure motion in respect of Cr Brown's breaches of the CodeOR



- b. request that Cr Brown attend training on community inclusion and the roles and responsibilities of Council members.

OR

**That Council not accept the Final Investigator's findings and recommendations for the following reason (..... to be determined by Council)**

- 3. That Council notes that given Cr Brown has previously provided an apology on this matter, the Investigator does not consider it practical for Council to resolve to request a second apology.

### 3. Background

Two formal Code of Conduct for Council Members complaints were submitted in March 2019, EM2019-(b) and (c), regarding Facebook posts made by Cr Sandra Brown.

**The complaints were dealt with as per Council's procedure for Investigating** Complaints under the Code of Conduct for Council Members (attachment 2).

Accordingly, the complaints undertook a Preliminary Assessment, and Cr Brown subsequently provided a public statement of apology at the 16 July 2019 Council meeting, with the statement being attached to the Council minutes.

The complaint progressed to Investigation, and as required by Clause 2.24 of the Code of Conduct for Council Members, a breach of Part 2 - Behavioural Code must be the subject of a public report to Council.

### 4. Financial Implications

Clause 4.18.7 of the Procedure sets out that the report to Council that presents the **Final Investigator's** report will detail any expenditure incurred in the engagement of legal and independent experts.

The cost incurred for the Preliminary Assessments for EM2019-(b) and (c) is \$1980 inc GST.

The cost incurred for the Investigations for EM2019-(b) and (c) is \$4400 inc GST.

### 5. Risk and Opportunity Management

Risk	
Identify	Mitigation
All council's must adopt a procedure for dealing with complaints that fall under Part 2 behavioural as per the Code of Conduct for Council Members.	The process set out in <b>Council's Procedure for Investigating Complaints</b> under the Code of Conduct for Council Members 2019 meets this legislative requirement and ensures disputes are settled in a timely, effective manner.

<p><b>Council's Procedure for Investigating Complaints</b> under the Code of Conduct for Council Members 2019 provides that until a breach is determined all information reports to Council should remain the subject of a confidential report to Council.</p>	<p>The provision of this confidential report to Council satisfies the procedural <b>requirements of Council's</b> Procedure for Investigating Complaints under the Code of Conduct for Council Members 2019.</p> <p>The matter is required to be kept confidential until a breach has been determined by a full investigation of any allegation contained in a complaint.</p>
--	---

<b>Opportunity</b>	
<b>Identify</b>	<b>Maximising the opportunity</b>
<p>The Code of Conduct for Council Members advises and encourages Council members to comply with all legislative and behavioural requirements of their role.</p>	<p>Council Members work together constructively as a Council and uphold the values of honesty, integrity, accountability and transparency, and in turn, foster community confidence and trust in Local Government</p>

## 6. Additional information

**Clause 4.18.2 of Council's** procedure for Investigating Complaints under the Code of Conduct for Council Members 2019 (the Procedure) sets out the Independent Investigator will provide the Final Investigation report to the subject member and invite the subject member to make any final written submissions within five (5) business days.

The Independent Investigator has provided the following communication:

*'Cr Brown provided a response to our Final Investigation Report, however, it was **provided after the extended timeframe she was granted under Council's procedure.** We therefore cannot have regard to her response, and it has not been annexed to **the report for consideration by Council.**'*

Conflict of Interest information

In accordance with the *Local Government Act 1999* and **Council's** procedure for Investigating Complaints under the Code of Conduct for Council Members 2019, the subject member and (where applicable, the complainant) must disclose a material conflict of interest in this matter, leave the Council chamber and not participate in **the Council's discussion and consideration of the matter.** The procedure also restricts further oral submissions being made regarding this matter and must not invite oral submissions for the purpose of seeking to re-hear evidence previously considered by the investigator. If Council requires further information or wishes further enquiries be made, this must be directed through the Independent

Investigator and reported to Council in a Supplementary Report in accordance with the Procedure.

**Council's consideration of the final report**

Clause 4.20.3 of the Procedure provides for Council to receive a Final Investigation report and not accept the recommendations of the Investigator. The Procedure sets out that if Council does not accept the recommendations, it must provide the reasons.





# Final Investigation Report

Code of Conduct for Council Members

—  
City of Onkaparinga  
Subject Member: Cr Brown  
Complainants: confidential  
—

**11 December 2019**

Level 10 Grenfell Centre 25 Grenfell Street  
Adelaide SA 5000 Australia DX 131 Adelaide  
T +61 8 8233 5555 F +61 8 8233 5556  
[minterellison.com](http://minterellison.com)

ME\_166981947\_1

## MinterEllison



# Final Investigation Report

## Code of Conduct for Council Members

---

<b>Executive summary</b>	<b>3</b>
<b>Report</b>	<b>4</b>
<b>1. COMPLAINT</b>	<b>4</b>
1.1 Allegations	4
1.2 Identity of Complainants	4
<b>2. PROCESS FOR REVIEW AND METHODOLOGY</b>	<b>4</b>
2.1 Framework	4
2.2 Process	4
2.3 Evidence	5
2.4 Attachments to Complaints	5
<b>3. FACEBOOK ACCOUNT AND APPLICATION OF CODE</b>	<b>5</b>
<b>4. NATURE OF POSTS</b>	<b>6</b>
<b>5. CONSIDERATION OF COMPLAINT</b>	<b>7</b>
5.1 Clause 2.2: Act in a way that generates community trust and confidence in the Council.	7
5.2 Clause 2.3: Act in a reasonable, just, respectful and non-discriminatory way when dealing with people.	7
5.3 Clause 2.4: Show respect for others if making comments publicly.	8
5.4 Clause 2.5: Ensure that personal comments to the media or other public comments, on Council decisions and other matters, clearly indicate that it is a private view, and not that of the Council.	9
5.5 Clause 2.6: Comply with all Council policies, codes and resolutions.	9
<b>6. RESPONSE TO INITIAL INVESTIGATION REPORT</b>	<b>10</b>
<b>7. FINDINGS</b>	<b>11</b>
<b>8. RECOMMENDATIONS</b>	<b>11</b>

---

## Executive summary

This Code of Conduct investigation concerns the conduct of Cr Brown arising from various posts on her Facebook page.

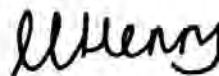
Our findings are that Cr Brown was carrying out her function as a public official at the time she made the posts to her public Facebook page and that the posts were anti-Islamic, racist and anti-transgender.

Our findings are also that, when carrying out her function as a public official and in making those posts to her public Facebook page, Cr Brown:

- Breached Clause 2.2 of the Code as the Posts did not generate community trust and confidence in the Council;
- Breached Clause 2.3 of the Code as they were unreasonable, unjust, disrespectful and discriminatory;
- Breached Clause 2.4 of the Code as she did not show respect for others when making comments publicly;
- Breached Clause 2.5 of the Code as she did not clearly indicate that the Posts, which were shared publicly, were her own private views and not that of Council; and
- Breached Clause 2.6 of the Code in making the Posts contrary to Council resolving to be a Refugee Welcome Zone and supporter of the Australian Human Rights Commission campaign 'Racism. It stops with me'.



**Susie Inat**  
Special Counsel  
T +61 8 8233 5692 M +61 407 710 255  
[susie.inat@minterellison.com](mailto:susie.inat@minterellison.com)



**Madeleine Henry**  
Associate  
T +61 8 8233 5441  
[madeleine.henry@minterellison.com](mailto:madeleine.henry@minterellison.com)



# Report

## 1. COMPLAINT

By emails dated 18 March 2019 and 19 March 2019 Council's Mayor received two (separate) complaints against Councillor Sandra Brown and relating to the same conduct (**Complaints**).

### 1.1 Allegations

The Complaints allege that Cr Brown made offensive posts on her Facebook page and allege a breach of Part 2 of the Code of Conduct for Council Members (**Code**). Together, the Complaints specifically refer to clauses 2.2, 2.3, 2.4, 2.5 and 2.6 of the Code, being as follows:

*2.2 Act in a way that generates community trust and confidence in the Council.*

*2.3 Act in a reasonable, just, respectful and non-discriminatory way when dealing with people.*

*2.4 Show respect for others if making comments publicly.*

*2.5 Ensure that personal comments to the media or other public comments, on Council decisions and other matters, clearly indicate that it is a private view, and not that of the Council.*

*2.6 Comply with all Council policies, codes and resolutions.*

Copies of the (redacted) Complaints are attached as **Annexure A** to this report.

### 1.2 Identity of Complainants

The complainants have determined, in accordance with clause 4.3b of Council's *Investigating Complaints under the Code of Conduct for Council Members 2019* (**Council's Process**), to keep their identities confidential.

## 2. PROCESS FOR REVIEW AND METHODOLOGY

### 2.1 Framework

This investigation of the Complaints is governed by Council's Process.

Preliminary Assessments of the Complaints were carried out and in accordance with Council's Process and Council resolved to refer the matter to further investigation. Given the Complaints refer to the same conduct of Cr Brown, it was determined that the Complaints should be investigated together.

MinterEllison has been appointed as the Independent Investigator of the Complaint.

We have determined, in the interests of completeness and efficiency, to prepare a single report that covers our investigation of both Complaints.

### 2.2 Process

Council's Process requires the Independent Investigator to make findings of fact in relation to the matter investigated, make a determination as to whether or not the conduct constitutes a breach of the Code, provide reasons for any such determination and make recommendations in the event that a breach of the Code occurred.

## 2.3 Evidence

In conducting our investigation into the Complaints we have had regard to and relied upon the Complaints and relevant documents referred to therein (see our comments below), evidence adduced at interview (personally, by telephone or by email) and any relevant documents provided by the complainants, Cr Brown, Council's Administration and the Preliminary Assessor.

In accordance with Council's Process, the Complainants and Cr Brown were invited to make submissions regarding the relevant Complaint(s), or attend an interview with the Independent Investigator either personally or by telephone.

Cr Brown provided written submissions regarding the Complaints. An interview was held with one of the complainants. The other complainant did not respond or request to be interviewed.

In preparing this Final Investigation Report, as per Council's Process, we have also had regard to submissions made by the Complainants and Cr Brown to our Initial Investigation Report.

## 2.4 Attachments to Complaints

Copies of Facebook posts made on various dates ranging from 24 February 2019 to 13 March 2019 were attached to the Complaints.

Council's Process requires that a complaint must be received by Council within six weeks of the alleged breach<sup>1</sup>. Therefore, a complaint may only be made in respect of a Facebook post made within the preceding six weeks.

Our investigation is therefore limited to conduct that occurred (i.e. Facebook posts that were made) six weeks prior to the Complaints being made (e.g. 4 and 5 February 2019).

In the interests of natural justice, and to ensure that we and Council only have regard to conduct that may be investigated under Council's Process, we have redacted all posts attached to the Complaints that appear to be made prior to 4 February 2019. We have only had regard to those non-redacted Facebook posts in undertaking our investigation (**Posts**).

The Posts are separately attached as **Annexure B** to this report.

## 3. FACEBOOK ACCOUNT AND APPLICATION OF CODE

A desktop search revealed that Cr Brown has a Facebook profile, *Councillor Sandra Brown*<sup>2</sup>, however the Posts were made on a Facebook page *Sandra Brown*, which profile could not be located on Facebook. It is not in dispute whether Cr Brown posted the Posts on her Sandra Brown Facebook profile. A reference to Cr Brown's Facebook page in this report means the Sandra Brown profile.

It is relevant to the application of the Code and to the alleged breach of clause 2.5 of the Code whether the Posts were made publicly, whether they contained reference to Cr Brown being an elected member of Council and whether the conduct was part of Cr Brown carrying out her functions as a public official.

### Public

The complainants had access to the Posts despite not being 'friends' with Cr Brown on Facebook. The Posts were therefore made publicly in that they were easily accessible by members of the public. It is also not relevant whether Cr Brown intended for the posts to be public – such is the nature of Facebook and other social media platforms.

---

<sup>1</sup> Clause 4.3.1.  
<sup>2</sup> <https://www.facebook.com/sandrabrownpimpalawardcandidate/>





#### Nexus to Council

We have considered whether, at the time of making the Posts, Cr Brown's Facebook page contained reference to her being an elected member of Council.

In that regard, one of the Complaints states:

*'Firstly, noting Sandra Brown's Facebook account clearly stated that she is a Councillor of Pimpala Ward.'*

In addition, we have been provided with a copy of an article published in the Advertiser<sup>3</sup> which states

*'At the time, Cr Brown defended the posts as "freedom of speech" and said they had nothing to do with her council page – despite it containing a reference to her role as a councillor for Pimpala ward'.*

Finally, Cr Brown confirmed in her response to our Initial Investigation Report that her Facebook page contained reference to her being an elected member of Council.

#### Application of Code

The Code applies to Council members and their conduct when carrying out their functions as public officials.

It is therefore important to consider whether Cr Brown's conduct in making the Posts falls within the scope of her carrying out her functions as a public official.

Section 59 of the *Local Government Act 1999* (SA) outlines the role of Council members under that Act.

Those roles include:

*'to represent the interests of residents and ratepayers, to provide community leadership and guidance, and to facilitate communication between the community and the Council'.*

In publishing the Posts on her (public) Facebook profile that referred to and identified her being an elected member of Council, it would be open and reasonable in our view for the public to conclude that Cr Brown was representing or attempting to represent residents and ratepayers in making the Posts.

We find that Cr Brown's conduct in making the Posts therefore related to her function as a member of Council (in representing the interests of residents and ratepayers) and the Code therefore applies to that conduct.

## 4. NATURE OF POSTS

Principally our investigation concerns the nature of the Posts. While the Complaints refer to specific clauses of the Code, the essence of the Complaints is that the Posts are anti-Islamic, racist and anti-LGTBQI (or transgender).

We find that the first three posts in Annexure B are both anti-Islamic and racist.

We find that the last two posts in Annexure B are anti-transgender.

---

<sup>3</sup> The Advertiser, *Councillor blames Facebook for racist's uproar* (undated).



## 5. CONSIDERATION OF COMPLAINT

The Complaints allege breaches of the Code including but not limited to breaches of clauses 2.2, 2.3, 2.4, 2.5 and 2.6 of the Code. We have investigated those alleged breaches of clauses 2.2, 2.3, 2.4, 2.5 and 2.6.

We have considered each clause in turn below, having regard to the specific particulars in the Complaint, and our above finding that the Posts are anti-Islamic, racist and anti-transgender.

### 5.1 Clause 2.2: Act in a way that generates community trust and confidence in the Council.

#### Particulars

One of the Complainant alleges that the Posts do not generate community trust and confidence in the Council:

*'by reason of them creating concern and fear about how migrants, refugees and other groups including LGBTQI are viewed by council, of whom Sandra Brown is a representative'*

In response Cr Brown stated that she believes the Posts generate trust 'by sharing with those in my personal Facebook page, matter being said and sent for friends to ignore or make comment via debate'

We have been provided with no such evidence that the Posts were made only to generate debate.

In response to our Initial Investigation Report Cr Brown again referred to the Posts as being made to generate debate, and stated 'I deliberately did not comment if I did not wish to show support for or against'.

As discussed above, the Posts were shared with the public, and not just those who were 'friends' with Cr Brown's personal Facebook page (which referred to Cr Brown being an elected member of Council).

#### Findings

We consider that on face value, a member of the public seeing the Posts would conclude that Cr Brown agrees with the sentiments of the Posts.

The Posts do not clearly refer to Cr Brown attempting to stimulate debate or discussion. Members of the public, including the Complainants, understandably saw the Posts and assumed that Cr Brown's identified with the anti-Islamic, racist and anti-transgender messages.

We find that sharing the anti-Islamic, racist and anti-transgender views by an elected member of Council and not clearly expressing it to be a personal view and making it clear that they are not carrying on their functions as an elected member at the time of posting, does not generate community trust and confidence in the Council. Cr Brown is in breach of clause 2.2 of the Code by uploading the Posts.

### 5.2 Clause 2.3: Act in a reasonable, just, respectful and non-discriminatory way when dealing with people.

#### Particulars

One of the Complaints states in respect of the Posts:

*'they exemplify discrimination'*

#### Evidence

The Macquarie dictionary defines:

- 'just' to include 'actuated by trust, justice and lack of bias'.
- 'reasonable' to mean 'endowed with reason'.
- 'respect' to mean 'esteem or deferential regard felt or shown'. The Macquarie dictionary also defines 'esteem' to mean 'to regard as valuable; regard highly or favourably' and 'deferential' to mean 'marked by or showing deference (which is defined to include courteous regard)'.
- 'discriminatory' to include 'exhibiting prejudice'.

#### Findings

We find that the Posts amounted to Cr Brown 'dealing with people' as they were posted on her public Facebook page, a forum for interacting and dealing with people.

We also find that the Posts:

- demonstrated bias against Islamic and transgender people, and hence were not just.
- show that Cr Brown does not hold Islamic and transgender people in high or courteous regard, and are therefore not respectful.
- are not reasonable as lack any conscience towards dealing with people equally or people having equal rights for the reason they are anti-Islamic and/ or anti-transgender.
- exhibit prejudice against Islamic and transgender people.

It is therefore unreasonable, unjust, disrespectful and discriminatory, to Islamic and transgender people in particular, for Cr Brown to make anti-Islamic, racist and anti-transgender posts on her Facebook page.

We therefore find that Cr Brown's conduct to be in breach of clause 2.3 of the Code.

#### **5.3 Clause 2.4: Show respect for others if making comments publicly.**

##### Particulars

The Complainants have referred to the Posts as being made on Cr Brown's personal Facebook page, which at the time of making the Posts, was publicly available.

In response to the allegation that Cr Brown breached clause 2.4 of the Code, Cr Brown stated:

*'I did not share this on my councillor page'.*

Additionally, in the media article, Cr Brown is quoted as saying:

*'I was unaware that people could access my personal Facebook page if they were not accepted as a friend at the time'.*

##### Evidence

As outlined above at Part 3 of this report, the Posts were made on a public Facebook page that stated that Cr Brown is an elected member of Council. It is immaterial whether Cr Brown shared the Posts on her councillor page or didn't know that people could access her Sandra Brown Facebook page.

The Macquarie dictionary defines 'respect' to mean 'esteem or deferential regard felt or shown'. The Macquarie dictionary also defines 'esteem' to mean 'to regard as valuable; regard highly or favourably' and 'deferential' to mean 'marked by or showing deference (which is defined to include courteous regard)'.

#### Findings

As already established, although the Posts were made on Cr Brown's personal Facebook Page, Cr Brown was carrying out her functions as a public official when making the posts. We also find that Cr Brown made the Posts publicly.

We find that Cr Brown did not show respect in making the Posts as they clearly show that she does not hold Islamic and transgender people in high or courteous regard.

#### **5.4 Clause 2.5: Ensure that personal comments to the media or other public comments, on Council decisions and other matters, clearly indicate that it is a private view, and not that of the Council.**

##### Particulars

One of the Complaints states:

*'in particular as there was no clear indication Sandra Brown's Facebook posts were private and not those of council'*

Cr Brown confirmed that the Posts were not made on her official councillor Facebook page and stated:

*'It has always been a process for me to put a disclaimer of a private view and not necessarily shared by council on matters residents have sent to me on council links or if differing with a council view. In such cases have cc the Mayor for his/her understanding as a form of protocol (sic).'*

Cr Brown did not confirm, and did not provide any evidence, that there were sufficient disclaimers on the Posts to the effect that they reflected her own private views and not that of Council. We accept that the Posts are the personal views of Cr Brown, however she failed to clearly (either expressly or impliedly) indicate this at the time of making the Posts.

##### Evidence

The Posts do not state (i.e. clearly indicate) that they are the private views of Cr Brown.

#### Findings

The Posts are 'public comments' as they were publicly available on Cr Brown's Facebook page.

The Posts did not clearly indicate that they were the private views of Cr Brown and not that of Council. The sharing of the Posts was therefore in breach of clause 2.5 of the Code.

#### **5.5 Clause 2.6: Comply with all Council policies, codes and resolutions.**

##### Particulars

The Complaints state that Cr Brown:

*'clearly hasn't complied with the Code of Conduct and City of Onkaparinga Council welcomes refugees policy'*

In response, Cr Brown has stated:

*'I understand there is no policy of specifics of a councillor'*



### Evidence

At its meeting on 3 March 2015 Council resolved to ratify the City of Onkaparinga as a Refugee Welcome Zone.

According to the Refugee Council of Australia, a Refugee Welcome Zone is a local government area which has made a commitment in spirit to welcoming refugees into the community, upholding the human rights of refugees, demonstrating compassion for refugees and enhancing cultural and religious diversity in the community<sup>4</sup>.

At its meeting on 20 February 2018 Council resolved to register as a supporter of the Australian Human Rights Commission campaign 'Racism. It stops with me'.

Principally, the Commission's campaign is a public 'call to action' inviting all Australians to reflect on what they can do to counter racism, wherever it happens. It also aims to support, promote and coordinate the many anti-racism initiatives taking place in communities, schools, workplaces and sporting clubs across the country.<sup>5</sup>

### Findings – Council policies, codes and resolutions

We find that the making of anti-Islamic and racist Posts was contrary to Council's ratification (i.e. resolution) of a Refugee Welcome Zone and support of the Australian Human Rights Commission campaign 'Racism. It stops with me'.

Cr Brown therefore breached clause 2.6 of the Code in making the Posts.

### Findings – Code of Conduct

One of the Complainants alleges that in making the Posts, Cr Brown contravened the Code and has hence breached clause 2.6 of the Code.

Clause 2.6 of the Code requires elected members to comply with policies, codes and resolutions of the Council. The Code itself is not a Council document and is not captured by clause 2.6. Therefore, Cr Brown will not be in breach of clause 2.6 by virtue only of being in breach of other clauses of the Code. Cr Brown is in breach of clause 2.6 by virtue of breaching Council's resolutions regarding the Refugee Welcome Zone the Australian Human Rights Commission campaign 'Racism. It stops with me'.

## 6. RESPONSE TO INITIAL INVESTIGATION REPORT

In her response to our Initial Investigation Report, Cr Brown requested natural justice and noted that she had not had the opportunity to meet the Complainants.

We note that Cr Brown has been afforded natural justice, and the identity of the Complainants has been suppressed, in accordance with Council's Process. We do not consider that the investigation of the Complaints has been affected by the fact that Cr Brown does not know the identity of the Complainants, especially given the public nature of the Posts.

Cr Brown also stated in response to our Initial Investigation Report that she has not been provided any social media training and was under the impression that her Facebook page was not publicly accessible. Cr Brown clearly feels that her privacy was invaded in that the Posts were publicly accessible. We respectfully note that it is not Council's role to train elected members on how to conduct their personal Facebook pages. As with any other member of the public, Cr Brown used Facebook and made the Posts at her own risk.

---

<sup>4</sup> <https://www.refugeecouncil.org.au/refugee-welcome-zones/>

<sup>5</sup> <https://www.humanrights.gov.au/our-work/no-place-racism>

Finally, Cr Brown submitted reasons why she made each Post. Without detailing the specifics of those reasons, those arguments do not satisfy us that there was no breach of the Code.

## 7. FINDINGS

We find that the Posts are anti-Islamic, racist and anti-transgender.

Cr Brown, in making the Posts was carrying out her function as a public official and:

- Breached Clause 2.2 of the Code as the Posts did not generate community trust and confidence in the Council;
- Breached Clause 2.3 of the Code as they were unreasonable, unjust, disrespectful and discriminatory;
- Breached Clause 2.4 of the Code as she did not show respect for others when making comments publicly;
- Breached Clause 2.5 of the Code as she did not clearly indicate that the Posts, which were shared publicly, were her own private views and not that of Council; and
- Breached Clause 2.6 of the Code in making the Posts contrary to Council resolving to be a Refugee Welcome Zone and supporter of the Australian Human Rights Commission campaign 'Racism. It stops with me'.

## 8. RECOMMENDATIONS

We recommend that Council resolve to either:

- pass a censure motion in respect of Cr Brown's breaches of the Code; or
- request that Cr Brown attend training on community inclusion and the roles and responsibilities of Council members.

Given that Cr Brown has previously provided an apology on this matter<sup>6</sup> we do not consider it practical for Council to resolve to request a second apology.

---

<sup>6</sup> As part of this investigation process we have not had regard to that apology, and made no comment regarding its effectiveness



# Annexure – A

## Complaints

Annexure to Final Investigation Report



14<sup>th</sup> August 2019

To:  
Onkaparinga Council

Dear

Many thanks for your letter dated 1<sup>st</sup> August 2019, my apologies for just getting back to you, life is somewhat hectic at present as I'm sure you can relate to.

In regards to Cr Brown's statement of 'apology'.

She started out by not even taking personal responsibility by placing the blame on those who she vilified by stating:

"I apologise if I inadvertently offended anyone from some items on my personal facebook page."

Inadvertently? All of the posts were highly offensive to members of our muslim community, but also to our LGBTQI community and our Indigenous community which she did not address. This is typical of what an apology by a bigot is these days. A "trumpian" apology, words said without meaning. I could go over her complete statement word by word but it is such absolute garbage that each time I read it, it makes me ill. Claiming she invented the term multiculturalism is farcical, all of her 'history' of interacting with the Islamic community still does nothing whatsoever to address her bigoted opinions that she has expressed on a social media platform. Her conduct in this regard is not becoming of the high standards we expect from our elected officials. Her finishing statement proves just how deluded she is, for those bigoted posts attacking minority members of our community showed no compassion, no love, just pure hate and xenophobia.

"Love not hate sums it up. "

In short, I do not accept this 'apology' for it is meaningless.

Given the nature of her posts and that her apology is not being sorry for what she posted or said but relates to the fact that she was found out, I believe the council should;

Pass a censure motion in respect of the Council member

Request the Council member to attend training on the specific topic found to have been breached and once said training is completed then a 'real' public apology, whether written or verbal.

Again I apologise for not getting back in touch with you sooner.

Kind Regards

----- Forwarded message -----

From:

Date: 18 Mar. 2019 6:43 pm

Subject: Breach of Behavioural Code of Conduct by Cr Brown

To: Erin Thompson <[Erin.Thompson@onkaparinga.sa.gov.au](mailto:Erin.Thompson@onkaparinga.sa.gov.au)>

Cc: Alayna de Graaf <[Alayna.deGraaf@onkaparinga.sa.gov.au](mailto:Alayna.deGraaf@onkaparinga.sa.gov.au)>, Heidi Greaves

<[Heidi.Greaves@onkaparinga.sa.gov.au](mailto:Heidi.Greaves@onkaparinga.sa.gov.au)>, Beau Cowan

<[Beau.Cowan@onkaparinga.sa.gov.au](mailto:Beau.Cowan@onkaparinga.sa.gov.au)>, William Jamieson

<[William.Jamieson@onkaparinga.sa.gov.au](mailto:William.Jamieson@onkaparinga.sa.gov.au)>, Michael O'Brien

<[Michael.O'Brien@onkaparinga.sa.gov.au](mailto:Michael.O'Brien@onkaparinga.sa.gov.au)>, Simon McMahon

<[Simon.McMahon@onkaparinga.sa.gov.au](mailto:Simon.McMahon@onkaparinga.sa.gov.au)>, Richard Peat

<[Richard.Peat@onkaparinga.sa.gov.au](mailto:Richard.Peat@onkaparinga.sa.gov.au)>, Martin Bray

<[Martin.Bray@onkaparinga.sa.gov.au](mailto:Martin.Bray@onkaparinga.sa.gov.au)>, Wayne Olsen

<[Wayne.Olsen@onkaparinga.sa.gov.au](mailto:Wayne.Olsen@onkaparinga.sa.gov.au)>, Geoff Eaton

<[Geoff.Eaton@onkaparinga.sa.gov.au](mailto:Geoff.Eaton@onkaparinga.sa.gov.au)>, Marion Themeliotis

<[Marion.Themeliotis@onkaparinga.sa.gov.au](mailto:Marion.Themeliotis@onkaparinga.sa.gov.au)>

To the Honourable Mayor and Elected members of the City of Onkaparinga,

It has come to my attention, as you would all be aware that Cr Sandra Brown has posted bigoted, anti-islamic posts on her personal facebook page while the tragedy of the massacre in Christchurch is still fresh and painfully in our hearts and minds. Her actions and decision to justify such bigotry show that she is not worthy to hold office in the City of Onkaparinga. How insensitive could someone be? I understand that this is her personal page but if I was a muslim person living in our community I would not have confidence in the council to look after my interests.

I have gone through the Council Members code of conduct and believe Cr Brown to be in breach of the following:

General Behaviour

Council members must:

- 2.2 - Act in a way that generates community trust and confidence in the council.
- 2.3 - Act in a reasonable, just, respectful and non-discriminatory way when dealing with people.

Section 1 - Higher Principles.

The council has released a statement saying Cr Brown's comments do not reflect the City of Onkaparinga but again, who's best interests is she serving when she vilifies a minority group in our community. A statement does not suffice, as per breaches of Code of Conduct, I request that as a long time rate payer that the council investigate my complaint as per the required complaints process.

I understand that part of my rates go towards Cr Brown's wages and therefore my wife and I have made the decision that we will not pay our rates until we are guaranteed that real action is taken to investigate Cr Brown. Her actions do nothing but throw our council in disrepute and the question must be asked whether Cr Brown is supportive of the actions of white supremacists given her facebook posts.

I ask of you, our elected members, how do you feel personally, that someone you work with in providing the best outcomes for our community holds such bigoted views?

I do not have the email address for the CEO but ask that this is forwarded to him as per the council complaints process.

Yours Sincerely,



SA  
Sunday 31<sup>st</sup> March 2019

Dear Karyn,

Please find below sixteen photos in relation to the Complaint re. Councillor Sandra Brown.

Firstly, noting Sandra Brown's Facebook account clearly stated that she is a Councillor of Pimpala Ward. The community is very unlikely to draw any distinction between private and public views of this councillor.

Violations include:

2.2 in particular because these posts do not "act in a way to generate community trust and confidence in the council", by reason of them creating concern and fear about how migrants, refugees and other groups including LGBTQI are viewed by council, of whom Sandra Brown is a representative. I think I do not need to describe in detail how they create the impression migrants aren't welcome here and immigration should be stopped etc. The photo of a bullet is in the Halal post is especially disturbing.

2.3, these posts are not reasonable, just nor respectful to all persons. They exemplify discrimination.

2.4 is key as no respect for "others" are shown in Sandra's public comments and Facebook is a very public media with thousands of viewers of this particular page. On average each person on Facebook has approx. 128 friends so the exposure is potentially huge, much higher than any view numbers.

2.5 in particular as there was no clear indication Sandra Brown's Facebook posts were private and not those of council.

2.6 because Councillor Sandra Brown clearly hasn't complied with the Code of Conduct

and City of Onkaparinga Council welcomes refugees policy. Sandra Brown's posts were not compliant with that.

There is a post (do you need this?) describing that Sandra Brown only has one computer which is the one from Council therefore council equipment and WiFi was used to create and publish posts, this is a violation of

and moreover

The post about the cost of private citizenship ceremonies implies that these are expensive thereby conveying an impression to a Caucasian lady (Julie Vandersluys) that (who is from ) and her family cost the Council money for her private citizenship ceremony. This is in fact not true as it took place in Council Chambers and used Lorraine Rosenberg and Council staff in their own time, therefore no additional cost to council as happens with a public ceremony where the Hopgood Theatre is hired as well as photographer, etc.

That post spreads concern amongst Australians and is an example of the fact that Sandra Brown isn't merely re-posting racist and other derogatory material but actively encouraging belief in the misinformed and hateful posts she sees fit to spread, invoking "freedom of speech" as her defence.

I'm not inclined to go through each post/photo at length as think it manifestly clear they do violate the Code of Code in various ways and on many levels.

I reiterate my statement that Sandra Brown is not a fit person to be a councilor of the City of Onkaparinga. I note that the Code provides an option for cultural training however the breaches of the code of conduct are so numerous and against so many different groups and has resulted in such bad publicity, reaching as far as New Zealand, and likely worldwide that anything less than Sandra Brown's removal as a representative would be seen as much less than justice and possibly as a joke.

It is also important to note that the path to radicalization and violence against members of our community which can culminate in mass murder as seen in Christchurch, New Zealand contains elements of exactly those posts seen collected and shared by Councillor Sandra Brown.

This raises the troubling question that in the event there is an act of violence that the family or friends of the affected person concerned may take it upon themselves to try and blame it upon the prevailing culture and climate seen in the City of Onkaparinga's tolerance of such posts – if Council permits Sandra Brown to remain as Councilor. That is unsafe legally and morally. The only sensible and prudent course that sends a clear message of leadership (and humanity I might add) is to compel Sandra Brown to resign her position.

Yours Sincerely,

**From:**  
**Sent:**  
Tuesday, 19 March 2019 1:17 PM  
**To:** Erin Thompson  
**Subject:** Formal  
Complaint re. Cllr. Sandra Brown + background info

Hi Erin,

I'm writing to you to convey some background information relevant to the posts made by Councillor Sandra Brown. This is also a formal complaint about this councillor.

I have been privy to a range of meetings and community interactions, especially online ones, over the past six years. In what follows I'm not speaking for [redacted] as there has been no time to discuss these issues and draft an email based on that. [redacted] isn't until later this month.

[redacted] also has a personal interest as her children have been bullied at the Aldinga Primary school for some years. Although [redacted] is caucasian, her children have a slightly darker skin colour.

People of a racist bent know that they cannot display their racism openly so they couch it in another way such as excessive money being spent on migrants at citizenship ceremonies or as in Sandra Brown's case, a kind



of hate speech that is passed off as freedom of speech.

Several times over the years I have brought up racism at Aldinga Sellicks Alliance Meetings. These meetings are often chaired by [REDACTED] who is an employee of Onkaparinga Council. Just one example was about racist signs being placed along Main South Road.

This week, [REDACTED] received a specific and detailed complaint about a caravan park owner alleging serious racial discrimination. That caravan park is not a member of our association.

Online, especially on FaceBook one often sees derogatory comments about muslims or other posts that make racist assumptions. These are much more prevalent on private FaceBook pages.

Therefore it can perhaps be understood that when an elected member of the community, namely Sandra Brown, shares a range of racist materials online this inspires no confidence in community generally that much is being done to tackle these problems of racism. Such material being shared is dangerous because it forms part of the toolkit for radicalising persons who are vulnerable to manipulation. Such a process appears to have occurred with tragic results in New Zealand this past week as I know you are well aware.

Your efforts already, by putting out a communication expressing your personal feelings and attending a mosque are much appreciated by myself and I'm sure by others who are concerned.

However, the standard of concern and care needed to address this problem has been set a very high bar by the Prime Minister of New Zealand, Jacinda Ardern. There are some speeches in the Australian Parliament available on Youtube which roundly condemn Fraser Anning's astonishing and disturbing Final Solution speech, one of the posts Sandra Brown has made use of, seemingly supporting this senator by sharing his views.

It seems to me that it's not enough to speak out about this kind of behaviour and show support for affected groups. This seems to be recognised in the Racial Vilification Act which is a part of Australian Law. The Council Code of Conduct seems weak in addressing misbehaviour by an elected member.

To be clear, a great deal of work needs to be done to tackle problems of racism in this particular community. There needs to be education, multicultural food events ( for this which was refused) and many other initiatives. If this isn't done one is looking at more hurt and probably damage to our tourism industry. We don't have a lot of infrastructure here and depend on hospitality and reputation for tourism. It's even possible there may be physical violence although hopefully not to the extraordinary extent seen in New Zealand.

Sandra Brown's posts are completely antithetical to what our community stands for and constitute a failure to show any leadership. That is at odds with Onkaparinga Council's aim of having a strong, vibrant, resilient and caring community. I request that all possible steps be taken to ensure Sandra Brown is not able to continue in her position as a councillor.

Yours Sincerely,



## Annexure – B

### Posts

Annexure to Final Investigation Report

















## Investigating Complaints under the Code of Conduct for Council Members 2019

<b>1. Introduction.....</b>	<b>2</b>
<b>2. Purpose.....</b>	<b>2</b>
<b>3. Definitions .....</b>	<b>2</b>
<b>4. Procedure .....</b>	<b>8</b>
4.1. Definition .....	8
4.2. Complaint management.....	8
4.3. Form of the Complaint (Stage 1) .....	8
4.4. Receipt of complaint and early intervention .....	9
4.5. Preliminary Assessor (stage 2) .....	10
4.6. Preliminary assessment .....	10
4.7. Complaints Assessment Criteria .....	11
4.8. Allegations determined to be Trivial, Frivolous, or Vexatious Complaints .....	11
4.9. Allegations determined to relate to Behaviour under Part 2 of Code .....	12
4.10. Preliminary Assessment Report .....	12
4.11. Preliminary Assessment Recommendations .....	13
4.12. Allegations under Part 3 of the Code and/or Criminal or Corrupt conduct .....	14
4.13. Mediation (Stage 3) .....	15
4.14. Further Investigation (Stage 3).....	15
4.15. Conduct of Investigations .....	15
4.16. Written Notice of Investigation .....	16
4.17. Initial Investigation Report .....	16
4.18. Final Investigation Report .....	17
4.19. Final Investigation Report Recommendations .....	18
4.20. Council's Consideration of the Final Report (Stage 4) .....	20
<b>5. Rights of Review .....</b>	<b>21</b>
<b>6. Pre-approved Preliminary Assessors and Independent Investigator .....</b>	<b>21</b>
<b>7. Relevant legislation and references .....</b>	<b>22</b>
<b>8. Further information .....</b>	<b>22</b>
<b>9. Document control .....</b>	<b>22</b>





## 1. Introduction

- 1.1 Section 63 of the *Local Government Act 1999* provides that the Governor may, by regulation, prescribe a code of conduct to be observed by members of Council.
- 1.2 A Code of Conduct for Council Members (the Code) was prescribed in accordance with the Act. The Code was Gazetted on 29 August 2013 and commenced operation on 1 September 2013. Council Members must comply with the provisions of the Code in carrying out their functions as public officials.
- 1.3 Part 2 of the Code deals with behavioural matters and the clause 2.19 of the Code provides that a complaint may be investigated and resolved in any manner which the Council deems appropriate in its process for handling alleged breaches of Part 2. This can include, but is not limited to, referral to a mediator or conciliator, the Local Government Governance Panel, a regional governance panel, or an independent investigator.
- 1.4 This procedure for Investigating Complaints (the Procedure) outlines the procedures to be observed by the Council for the purposes of addressing and processing any Complaints alleging a breach of the Code. The Procedure reflects Council's commitment to ensuring the appropriate investigation of Complaints under the Code.
- 1.5 The Procedure will apply when the Council receives a Complaint against a Council Member under the Code. A copy of the Code may be accessed on the Council's website.
- 1.6 Breaches of the Code may relate to behaviour (in Part 2 of the Code) or misconduct (in Part 3 of the Code). Part 3 of the Code contains the mechanisms for the management of the alleged breach. This Procedure sets out the Complaint handling process for complaints made under Part 2 of the Code.
- 1.7 Criminal or corruption matters, which are subject to separate legislation, do not form part of the Code, but are referred to in the Appendix of the Code.
- 1.8 Complaints regarding the council administration or specific employees must be directed to the Council's Chief Executive Officer for management in accordance with the Code of Conduct – Council Employees or relevant administrative procedure.

## 2. Purpose

The Code of Conduct Complaint Procedure has been developed to establish an agreed process for handling complaints against Council Members for alleged breaches of Part 2 of the Code of Conduct for Council Members. This process applies when Council receives a complaint against a Council Member under the Code of Conduct for Council Members.

## 3. Definitions

- Capitalised terms appearing in this Procedure have the same meanings as those in the Code, unless otherwise expressed.
- **Act** means the *Local Government Act 1999* (SA).
- **Affected Person** has the same meaning as that set out in paragraph 4.17.3
- **Appropriate Authorities** refers to an authority that receives disclosure of public interest information, in particular:



- a Minister of the Crown;
- a member of the police force - where the information relates to an illegal activity;
- the Auditor-General – where the information relates to the irregular or unauthorised use of public money;
- the Ombudsman – where the information relates to a public officer;
- the Office for Public Integrity;
- the Independent Commissioner Against Corruption; or
- any other person to whom, in the circumstances of the case, it is reasonable and appropriate to make the disclosure.
- **Business day** means a day that is not a Saturday, Sunday or public holiday in South Australia.
- **Bullying in the workplace** means, treatment of a person, or a group, that:
  - is unfair
  - is repeated or ongoing
  - makes people feel embarrassed, victimised, humiliated, threatened or undermined.
- **Code** refers to the Code of Conduct for Council Members as published in the South Australian Government Gazette.
- **Complaint** can take the form of either a:
  - letter;
  - email; or
  - duly completed (prescribed) form under the Procedure, but must in every instance, be in writing.
- **Complainant** refers to the person who makes a Complaint.
- **Corruption in public administration** as defined by the *Independent Commissioner Against Corruption Act 2012* means:
  - An offence against Part 7 Division 4 (offences relating to public officers) of the *Criminal Law Consolidation Act 1935*, which includes the following offences:
    - bribery or corruption of public officers;
    - threats or reprisals against public officers;
    - abuse of public office;
    - demanding or requiring benefit on basis of public office;
    - offences relating to appointment to public office;
    - any other offences (including an offence against Part 5 (Offences of dishonesty) of the *Criminal Law Consolidation Act 1935*) committed by a public officer while acting in his or her capacity as a public officer or by a former public officer and related to his or her former capacity as a public officer, or by a person before becoming a public officer and related to his or her capacity as a public officer, or an attempt to commit such an offence; or
    - any of the following in relation to an offence referred to in a preceding paragraph:





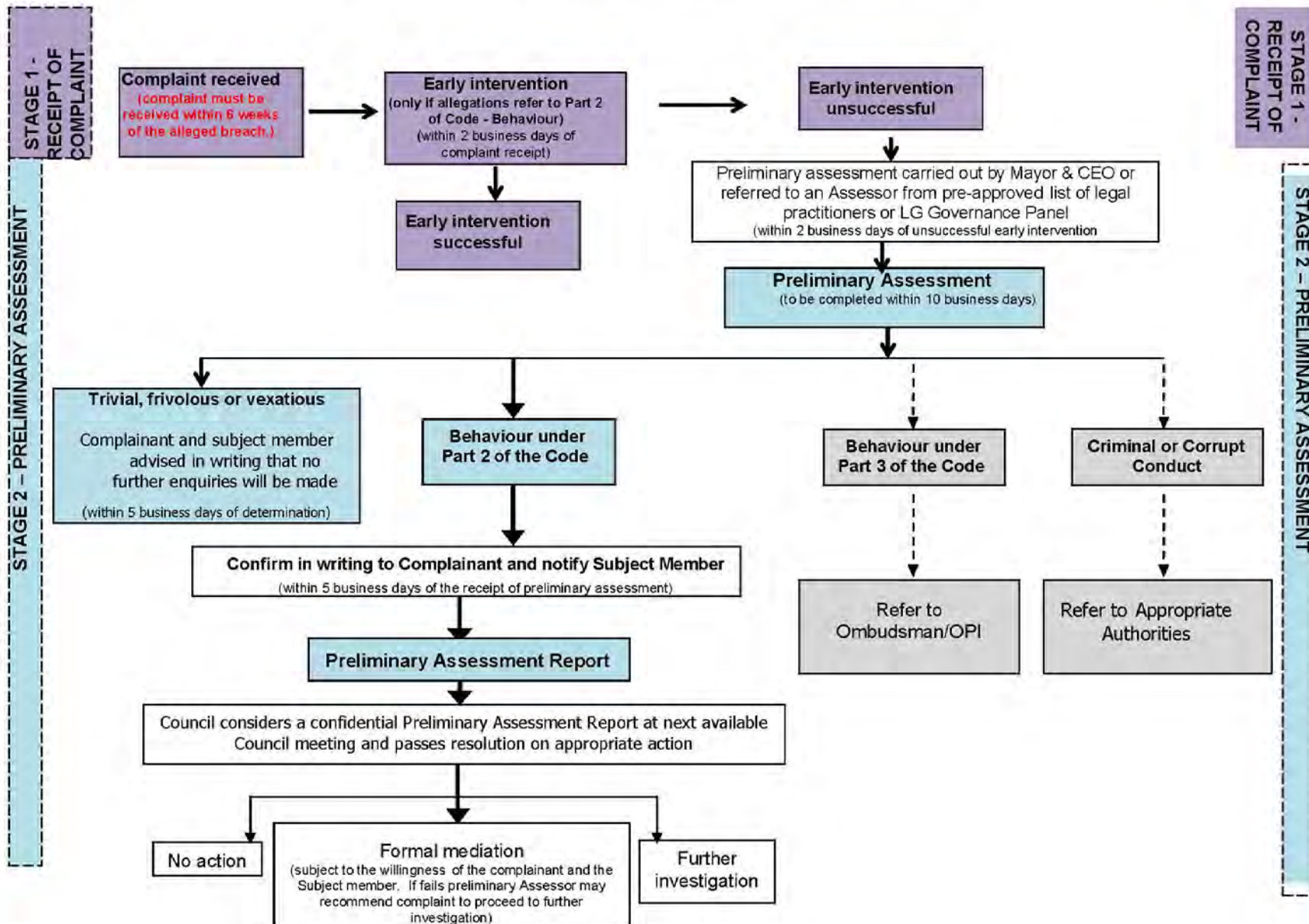
- aiding, abetting, counselling or procuring the commission of the offence;
  - inducing, whether by threats or promises or otherwise, the commission of the offence;
  - being in any way, directly or indirectly, knowingly concerned in, or party to, the commission of the offence;
  - conspiring with others to effect the commission of the offence.
- **Council** means the Corporation of the City of Onkaparinga established pursuant to the Act.
- **Council Member** means any of the current council members, which includes the Mayor, elected to the position at the City of Onkaparinga.
- **Bullying in the workplace means:**  
Treatment of a person, or a group, that:
  - is unfair
  - is repeated or ongoing
  - makes people feel embarrassed, victimised, humiliated, threatened or undermined.
- **Directions and Guidelines** is a reference to the Directions and Guidelines issued pursuant to section 20 of the ICAC Act, which are available on the Commissioner's website ([www.icac.sa.gov.au](http://www.icac.sa.gov.au))
- **Employee** refers to all the Council's employees and includes trainees, work experience students, volunteers, and contractors whether they are working in a full-time, part-time or casual capacity.
- **ICAC Act** is the *Independent Commissioner Against Corruption Act 2012 (SA)*
- **Independent Investigator** refers to a legal practitioner who is from a different law firm to the Preliminary Assessor, and will be chosen from a pre-approved list of legal practitioners to assist the Council in undertaking the further investigation of a Complaint. If Council chooses to utilise the services of the Local Government Association Governance Panel, a different Panel member will be appointed to the Preliminary Assessor. The rationale underpinning this position is to afford the greatest level of fairness and transparency in the process to the parties involved in the Complaint.
- **Maladministration in public administration** is defined by the ICAC Act to mean:
  - conduct of a public officer, or a practice, policy or procedure of a public authority, that results in an irregular and unauthorised use of public money or substantial mismanagement of public resources; or conduct of a public officer involving substantial mismanagement in, or in relation to, the performance of official functions; and
  - includes conduct resulting from impropriety, incompetence or negligence; and
  - is to be assessed having regard to relevant statutory provisions and administrative instructions and directions.
- **Misconduct** in public administration defined under Section 5 of the *ICAC Act* means:
  - contravention of a code of conduct by a public officer while acting in his or her capacity as a public officer that constitutes a ground for disciplinary action against the officer; or





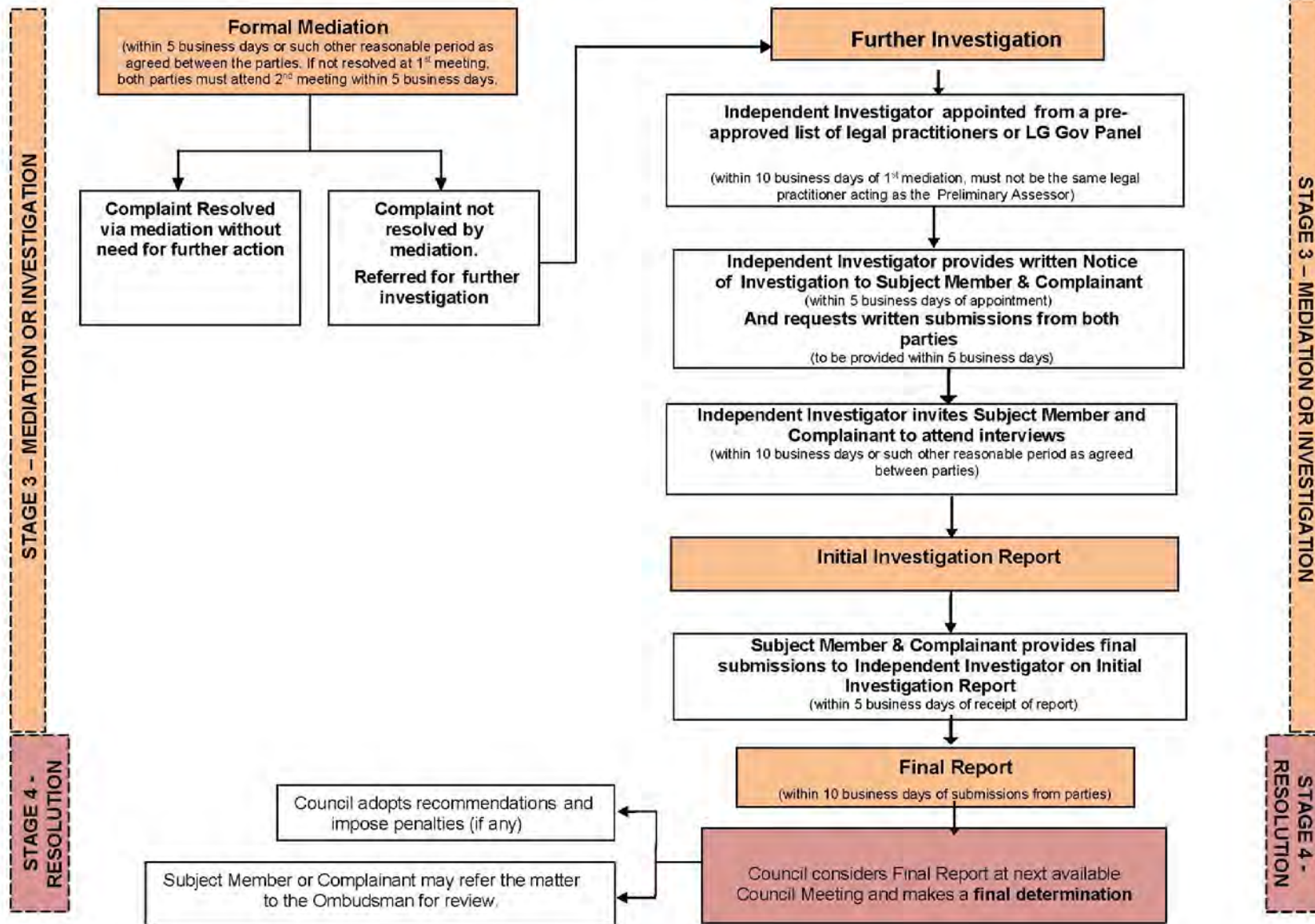
- other misconduct or a public officer while acting in his or her capacity as a public officer.
- **Notice of Investigation** has the meaning given to it in paragraph 4.16.1
- **Office for Public Integrity ("OPI")** is the office established under the ICAC Act that has the function to:
  - receive and assess complaints about public administration from members of the public;
  - receive and assess reports about corruption, misconduct and maladministration in public administration from the Ombudsman, the Council and public officers;
  - make recommendations as to whether and by whom complaints and reports should be investigated; and
  - perform other functions assigned to the Office by the Commissioner.
- **Ombudsman** refers to the Office of the Ombudsman established pursuant to the *Ombudsman Act 1972* (SA).
- **Preliminary Assessment Report** refers to the report produced by the Preliminary Assessor at the conclusion of the preliminary assessment.
- **Preliminary Assessor** refers to the Mayor and Chief Executive Officer or a legal practitioner chosen from a pre-approved list of legal practitioners or Local Government Association Governance Panel responsible for the Preliminary Assessment of the Complaint.
- **Public administration** is defined at section 4 of the ICAC Act and means, without limiting the acts that may comprise public administration, an administrative act within the meaning of the *Ombudsman Act 1972* (SA) taken to be carried out in the course of public administration.
- **Public Officer** includes:
  - an elected Member of the Council, including the Mayor;
  - an Independent member of the Council's Development Assessment Panel;
  - an Independent member of a Council Committee or a subsidiary of the Council, and
  - an Employee or Officer of the Council.
- **Subject Member** is the Council Member (which definition includes the Mayor) whose conduct is the subject of investigation under the Code and may include more than one Council Member. Reference to the singular includes the plural.

## COMPLAINTS HANDLING PROCEDURE FLOWCHART





## COMPLAINTS HANDLING PROCEDURE FLOWCHART







## 4. Procedure

### 4.1. Definition

For the purpose of the Procedure, a Code of Conduct Complaint is a complaint that alleges conduct on the part of a Council Member acting in their official capacity that on its face, if proven, would constitute a breach of the standards of conduct prescribed under the Code.

### 4.2. Complaint management

There are four steps in the management of a Complaint under the Code:

Stage 1 - Receipt of Complaint and early intervention

Stage 2 - Preliminary Assessment

Stage 3 - Mediation or Further Investigation

Stage 4 – Resolution

### 4.3. Form of the Complaint (Stage 1)

The allegation must:

- 4.3.1. be received by Council within six (6) weeks of the alleged breach.
- 4.3.2. be in writing to comply with the definition of a Complaint (Complaint form available at attachment 1)
- 4.3.3. be addressed to the CEO the Mayor or other nominated delegate
- 4.3.4. be specific and provide as much detail as possible
- 4.3.5. provide the name of the Council Member who has allegedly breached the Code
- 4.3.6. identify the provisions of the Code which are alleged to have been breached
- 4.3.7. provide as much supporting evidence as possible to assist the investigation.

#### 4.3a Confidentiality

All deliberations during the complaint process in regard to an alleged breach of the Code will be conducted in confidence. The complainant, the subject of the complaint, necessary witnesses and those relevant to processing the complaint must maintain the confidentiality of the complaint.

Preliminary Assessment reports to Council will be presented in confidence.

Where a breach of the Code is determined, the Final Investigation report to Council will be presented as a public report, as required by the mandatory Code of Conduct for Council Members.

#### 4.3b Confidentiality - Identity of complainant

The complainant will be contacted in writing to determine whether or not they consent to their identity being revealed to the subject of the complaint and/or the Council (only if a breach is determined), noting that in some instances the allegations contained in a complaint may reveal the identity of the complainant.

Stage 1 Receipt of complaint



#### 4.4. Receipt of complaint and early intervention

- 4.4.1 Within **two Business days** of receiving a Complaint, concerning allegations that relate to Part 2 (Behaviour) of the Code, the CEO, the Mayor, or nominated delegate who received the complaint will advise the subject member in writing of the complaint and the Part 2 (Behaviour) allegation(s) only contained within the complaint.
- 4.4.2 If the CEO, Mayor or nominated delegate determines that it is appropriate, they may offer to facilitate early intervention measures. Early intervention can take many forms including, but not limited to, individual mediation or joint mediation.
- To facilitate early intervention, the complainant will be contacted to seek approval of their identity being revealed to the subject of the complaint, noting that in some instances the allegations will reveal the identity of the complainant.
- For early intervention to progress, the subject of the complaint and the complainant must both agree to partake in early intervention.
- In the event that early intervention cannot be agreed upon by both parties, the complaint will then progress to Preliminary Assessment.
- 4.4.3 Where the CEO, Mayor or nominated delegate has determined that it is not appropriate to offer early intervention between the complainant and the subject of the complaint, the complaint will then progress to Preliminary Assessment.
- 4.4.4 Should early intervention be unsuccessful, the CEO, the Mayor, or nominated delegate who received the Complaint must refer the Complaint to a Preliminary Assessor.
- Any expenditure incurred in the engagement of independent experts for the unsuccessful early intervention will be detailed in the report to Council that presents the independent Preliminary Assessor's report.
- 4.4.5 In the event that the Complaint refers to, or concerns, the CEO or Mayor, the Council administration must refer the Complaint to a Preliminary Assessor.
- 4.4.6 In the event that the allegations contained within the complaint relate only to Part 3 (Misconduct) of the Code or criminal conduct, and are supported by sufficient detail, the complaint will be referred directly to the relevant authorities by the Mayor or CEO as per paragraph 4.12.
- 4.4.7 Complainants can, at any time, take the alternative option of lodging the Complaint with OPI or the Ombudsman, either of whom will direct the Complaint in accordance with the relevant legislation.





#### 4.5 Preliminary Assessor (stage 2)

The Preliminary Assessor will be responsible for:

- 4.5.1 Undertaking the Preliminary Assessment of the Complaint.
- 4.5.2 Within **five (5) Business Days** of receiving the Complaint, the Preliminary Assessor must confirm receipt of the Complaint for Preliminary Assessment to the Complainant (where identifiable) and Subject Member in writing.
- 4.5.3 Communicating to both the Subject Member and the Complainant as to the status of the Complaint (subject to the Complaint not being related to misconduct under Part 3 of the Code, or criminal or corrupt conduct).
- 4.5.4 Where the complaint contains allegations relating to both Part 2 – Behaviour and Part 3- Misconduct, where possible, the relevant parts of the complaint that related to Part 3 will be redacted for the purposes of dealing with the Part 2 – Behaviour allegations.
- 4.5.5 liaising with, and providing administrative support, to the Council when required.
- 4.5.6 Should the Complaint not satisfy the requirements under paragraph 4.3, the Preliminary Assessor may request the Complainant re-submit the Complaint so that it complies with paragraph 4.3.
- 4.5.7 A Complaint made after six (6) weeks may only be accepted if the Preliminary Assessor is satisfied that there are compelling grounds for the matter to be dealt with under the Code pursuant to the Procedure.

#### 4.6 Preliminary assessment

- 4.6.1 Within **ten (10) Business Days** of receipt of the Complaint, the Preliminary Assessor must determine whether the Complaint:
  - 4.6.1.1 is trivial, frivolous, vexatious or has not been made in good faith
  - 4.6.1.2 relates to behaviour which falls under Part 2 of the Code
  - 4.6.1.3 relates to misconduct or reasonable suspicion of corruption and/or systemic misconduct which may trigger action under Part 3 of the Code or
  - 4.6.1.4 relates to criminal or corrupt behaviour.
- 4.6.2 The preliminary assessment by the Preliminary Assessor will be conducted in accordance with the requirements of natural justice. It will involve a thorough and balanced assessment of the evidence submitted regarding the alleged breach, the relevant circumstances prevailing at the time of the alleged breach and any other factors deemed relevant to making a fair and reasonable judgement about the matter.





#### 4.7 Complaints Assessment Criteria

In undertaking the preliminary assessment of a Complaint, the Preliminary Assessor must take the following into consideration:

- 4.7.1 whether the Complaint discloses clear and obvious evidence of a breach of the Code
- 4.7.2 whether the Complaint raises issues that would be more appropriately dealt with by another agency or body
- 4.7.3 whether there is, or was, an alternative and satisfactory means of redress available to the complainant in relation to the conduct complained of, such as, but not limited to, explanation, counselling, training, mediation, informal discussion, negotiation or apology
- 4.7.4 whether the issue(s) giving rise to the Complaint have previously been addressed or resolved
- 4.7.5 whether the conduct complained of forms part of a pattern of conduct
- 4.7.6 whether there were mitigating circumstances giving rise to the conduct complained of
- 4.7.7 the seriousness of the alleged conduct
- 4.7.8 the significance of the alleged conduct or the impact for the Council
- 4.7.9 how much time has passed since the alleged conduct occurred
- 4.7.10 such other considerations that the Preliminary Assessor considers may be relevant to the preliminary assessment of the Complaint.

#### 4.8 Allegations determined to be Trivial, Frivolous, or Vexatious Complaints

- 4.8.1 Where the Preliminary Assessor determines a Complaint is trivial, frivolous, vexatious, or not made in good faith, the Preliminary Assessor must provide the Council with a Preliminary Assessment Report (refer to paragraphs 4.10 and 4.11).
  - 4.8.1.1 The Preliminary Assessor must, within **five (5) Business Days** of making the determination, confirm in writing to the Complainant that the Council has decided not to enquire further into the matter and provide reasons for its decision.
  - 4.8.1.2 The Preliminary Assessor must also, within **five (5) Business Days** of making the determination, advise the Subject Member that the complaint has been determined as trivial, frivolous, or vexatious.



#### 4.9 Allegations determined to relate to Behaviour under Part 2 of Code

If the Preliminary Assessor determines that the Complaint relates to behaviour which falls under Part 2 of the Code, within **five (5) Business Days** of that determination, the Preliminary Assessor must:

4.9.1 As per clause 4.5.3 notify the Complainant and subject of the complaint that the Complaint is under preliminary assessment with the following details of the complaint:

- the name of the Subject Member who has allegedly breached the Code
- the name of the Complainant (law permitting)
- the provisions of the Code which the Complainant alleges to have been breached
- the category and, where applicable, the status of the Complaint.

#### 4.10 Preliminary Assessment Report

Within **ten (10) Business Days** of receiving the Complaint, the Preliminary Assessor must provide the Council with a Preliminary Assessment Report in relation to a Complaint that relates to behaviour which falls under Part 2 of the Code or is trivial, frivolous, or vexatious.

The Preliminary Assessment report is provided to Council in confidence. Provisions will be made in the Section 91 Local Government Act 1999, confidential order clause to make available the minutes including the outcome of the preliminary assessment to Complainants who are members of the community or staff.

4.10.1 The Preliminary Assessment Report must contain the following information:

- the allegations with as much detail and supporting evidence as possible
- the name of the Subject Member who has allegedly breached the Code
- the name of the Complainant (law permitting)
- identify the provisions of the Code which it is alleged have been breached
- make a determination that the alleged conduct is:
  - trivial, frivolous, vexatious or not made in good faith; or
  - constitutes a breach of the Code; or
  - does not constitute a breach of the Code; and
- provide reasons for the determination; and
- provide recommendations to the Council for further action (if any).

4.10.2 The report to Council that presents the Preliminary Assessor's report will detail any expenditure incurred in the engagement of legal and independent experts.





#### 4.11 Preliminary Assessment Recommendations

- 4.11.1 The Preliminary Assessor may only make the following recommendations within the Preliminary Assessment Report:
  - 4.11.1.2 take no action (if the Complaint is found to be trivial, frivolous, vexatious or not made in good faith).
  - 4.11.1.3 subject to the willingness of the Complainant and the Subject Member, resolve the Complaint by alternative and appropriate strategies such as, but not limited to, explanation, counselling, training, mediation, informal discussion, negotiation or apology.
  - 4.11.1.4 provide a recommendation to proceed to further Investigation by an Independent Investigator, in the event that one or both of the parties is unwilling to resolve the complaint by alternative and appropriate strategies as outlined in 4.11.1.3.
  - 4.11.1.5 to refer the Complaint for further investigation.
  - 4.11.1.6 if applicable, to refer the Complaint to a relevant Appropriate Authorities under the Code.
- 4.11.2 The Council is not obliged to adopt the Preliminary Assessor's recommendation(s) as set out in the Preliminary Assessment Report.
- 4.11.3 Where the Council does not adopt the Preliminary Assessor's recommendation(s), the Council must resolve not to adopt the recommendation(s) and state in its resolution the reasons for its decision or alternate recommendation.
- 4.11.4 In the event that the Preliminary Assessor is unable to resolve the issue as between the parties, or both of the parties determine that they wish the matter to be subject to further investigation, then the Preliminary Assessor must prepare the brief for the Independent Investigator which will be limited to the Complaint and supporting documentation received.
- 4.11.5 The Preliminary Assessor (or the Council) will **not** provide his/her findings, the Preliminary Assessment Report, nor any recommendations made or recorded in connection with the Preliminary Assessment to the Independent Investigator. This promotes fairness and transparency of process for all parties concerned.





#### 4.12 Allegations under Part 3 of the Code and/or Criminal or Corrupt conduct

- 4.12.1 Complaints relating to Part 3 – Misconduct of the Code, and where there is evidence provided within the complaint that forms a reasonable indication of alleged misconduct, will be referred to the Ombudsman or the OPI in accordance with Part 3 of the Code.

If sufficient evidence is not included within the complaint, the Complainant will be advised to direct any allegations that relate to Part 3 Misconduct to the Ombudsman or the OPI.

As per clause 4.5.4, where the complaint contains allegations relating to both Part 2 – Behaviour and Part 3- Misconduct, where possible, the relevant parts of the complaint that related to Part 3 will be redacted for the purposes of Council dealing with the Part 2 – Behaviour allegations.

- 4.12.2 Complaints relating to criminal or corrupt behaviour must be immediately referred to the relevant Appropriate Authorities.
- 4.12.3 Where the Complaint relates to Misconduct under Part 3 and/or criminal or corrupt behaviour, a Preliminary Assessment Report will **not** be produced for the Council's consideration

The Complaint and its substance will be kept strictly confidential until:

- the Ombudsman has issued his final report which has been considered by Council
- the OPI or ICAC issues a public statement or gives permission for publication of its findings in relation to a matter within its jurisdiction to be made public.

- 4.12.4 the Subject Member must not be advised of the existence of the Complaint nor any allegations made against the Subject Member. This is to ensure that the investigations conducted by the relevant Appropriate Authorities will not be compromised.



#### 4.13 Mediation (Stage 3)

- 4.13.1 Within **five (5) Business Days** (or such other reasonable period as agreed between the parties) of Council's consideration of the Preliminary Assessor's report, the Subject Member and the Complainant, if mediation is amenable to both, the parties will commence mediation in an attempt to resolve the issue.

If mediation is successful any expenditure incurred in the engagement of independent experts for mediation will be notified to elected members by the Manager Governance. If mediation is not successful and the complaint progresses to further investigation any expenditure incurred in the engagement of independent experts for mediation will be detailed in the report to Council that presents the independent investigator's report.

- 4.13.2 If the Complaint is not resolved at the first joint meeting under paragraph 4.13.1, the parties must attend a second meeting within a **five (5) Business Days** (or such other reasonable period as agreed between the parties) in an attempt to resolve the Complaint.
- 4.13.3 If, within **ten (10) Business Days** (or such other reasonable period as agreed between the parties) of the first meeting under paragraph 4.13.1 the Complaint is not resolved, the Preliminary Assessor's recommendation to Council (if adopted) under paragraph 4.11.1.3 will be enacted.

#### 4.14 Further Investigation (Stage 3)

- 4.14.1 Where the Preliminary Assessor determines that the Complaint should be referred for further investigation, an Independent Investigator will be appointed from the pre-approved list of legal practitioners or the Local Government Governance Panel.

#### 4.15 Conduct of Investigations

- 4.15.1 Investigations are to be undertaken without undue delay.
- 4.15.2 Investigations are to be undertaken in the absence of the public and in confidence.
- 4.15.3 The Independent Investigator must make any such enquiries that may be reasonably necessary to establish the facts of the matter.
- 4.15.4 The Independent Investigator may seek such advice or expert guidance that may be reasonably necessary to assist them with their investigation, or the conduct of their investigation.
- 4.15.5 The Independent Investigator will be provided with the information set out in paragraph 4.11.4 by the Preliminary Assessor.





#### 4.16 Written Notice of Investigation

- 4.16.1 The Independent Investigator must, at the outset of their investigation, provide a written Notice of Investigation to the Subject Member and the Complainant within **five (5) Business Days** of their appointment. The Notice of Investigation must:
- 4.16.1.1 Disclose the substance of the allegations against the Subject Member, together with a copy of the Complaint and any relevant supporting documentation;
  - 4.16.1.2 Advise the parties of the relevant provisions of the Code that apply to the alleged conduct;
  - 4.16.1.3 Advise of the process to be followed in investigating the matter, together with an indicative timeline;
  - 4.16.1.4 Request the Subject Member to provide written submissions within **five (5) Business Days** of receipt of the Notice of Investigation from the Independent Investigator, to assist the Independent Investigator to identify the substance of the allegation(s) subject to the operation of paragraph 4.16.2 below. An Independent Investigator will only be obliged to provide such information that the Independent Investigator considers reasonably necessary for the Subject Member to identify the substance of the allegation against them.
  - 4.16.1.5 Invite the Subject Member and the Complainant to separately attend a meeting, in relation to the matter within **ten (10) Business Days** (or such other reasonable period specified by the Independent Investigator in the Notice of Investigation).
  - 4.16.1.6 Specify that the Subject Member and the Complainant are each entitled to bring a support person or legal advisor who will act in an advisory or support role only (Support Person). The Support Person must not speak on behalf of the Subject Member or Complainant, or otherwise interfere with, or disrupt, the meeting.
- 4.16.2 An Independent Investigator will allow an additional **five (5) Business Days** if a request under paragraph 4.16.1.4 is acceded to, and will duly notify the parties of the revised submission date in their amended Notice of Investigation.

#### 4.17 Initial Investigation Report

- 4.17.1 The Independent Investigator must consider any written submissions received and produce an Initial Investigation Report within **five (5) Business Days** of the meeting with the Subject Member or the Complainant, whichever it the latter.
- 4.17.2 The Independent Investigator will provide the Initial Investigation Report to the Subject Member and the Complainant. Both parties will be invited to make any further written submissions within **five (5) Business Days** of receiving the Initial Investigation Report (or such other reasonable period specified by the Independent Investigator).





- 4.17.3 Where the Independent Investigator proposes to make adverse comment about any other person (Affected Person) in the Initial Investigation Report, they must also provide the Affected Person with relevant extracts of the Initial Investigation Report containing such comment, and invite the Affected Person to make a written submission in relation to those comments within **five (5) Business Days** of the production of the Initial Investigation Report (or such other reasonable period specified by the Independent Investigator).
- 4.17.4 Where the Subject Member, the Complainant or an Affected Person, fails to make a written submission in relation to the Initial Investigation Report within the period specified by the Independent Investigator, the Independent Investigator may proceed to prepare and issue a Final Report without receiving such submissions.
- 4.17.5 The Independent Investigator may accept in only the most exceptional of circumstances, written submissions in connection with the Complaint outside the period specified by the Independent Investigator at any time, prior to issuing their Final Investigation Report. The Independent Investigator's reasons for acceptance of the late written submissions must be included in the Initial Investigation Report.
- 4.17.6 Where an Independent Investigator identifies further separate possible breaches of the Code that are not related to, or arise from, the Complaint and relate to either Part 3 of the Code or Criminal conduct, they are to report the matters separately in writing to the Mayor or CEO.

#### 4.18 Final Investigation Report

- 4.18.1 The Independent Investigator will prepare a Final Investigation Report in relation to the matter, after finalising their consideration of the matter in accordance with the requirements of the Procedures.
- 4.18.2 The Independent Investigator will provide the Final Investigation Report to the Subject Member and invite the Subject Member to make any final written submissions within **five (5) Business Days** (or such other reasonable period specified by the Independent Investigator).
- 4.18.3 If no final written submissions are received within **five (5) Business Days** (or such other reasonable period specified by the Independent Investigator), the Final Investigation Report must be provided to the Council for consideration at its next meeting.
- 4.18.4 If the Subject Member provides final written submissions, the Independent Investigator, after having considered the final written submissions, must provide the Council with the Final Investigation Report to the Council for consideration at its next meeting.
- 4.18.5 The Final Investigation Report provided to the Council must include the final written submissions provided by the Subject Member as specified in paragraph 4.18.2 as an Appendix to the Final Investigation Report.



**4.18.6 The Final Investigation Report must:**

- 4.18.6.1 make findings of fact in relation to the matter investigated; and,
- 4.18.6.2 make a determination that the conduct investigated either,
  - (a) constitutes a breach of the Code, (Public report)
  - (b) does not constitute a breach of the Code, (Confidential report)
- 4.18.6.3 provide reasons for the determination;
- 4.18.6.4 provide recommendations in the event that paragraph 4.18.6.2(a) applies.

4.18.7 The report to Council that presents the final Investigation report will detail any expenditure incurred in the engagement of legal and independent experts.

**4.19 Final Investigation Report Recommendations**

4.19.1 Where the Independent Investigator determines that the conduct investigated constitutes a breach of the Code, the Independent Investigator may make one or more of the following recommendations:

- 4.19.1.1 take no action;
- 4.19.1.2 pass a censure motion in respect of the Council Member;
- 4.19.1.3 request a public apology, whether written or verbal;
- 4.19.1.4 request the Subject Member to attend training on the specific topic found to have been breached;
- 4.19.1.5 resolve to remove or suspend the Subject Member from a position within the Council (does not extend to the Subject Member's elected position on Council);
- 4.19.1.6 request the member to repay monies (e.g. legal fees, investigation or mediation costs etc) to the Council;
- 4.19.1.7 refer the matter to the relevant Appropriate Authorities for further investigation and/or action;
- 4.19.1.8 any other relevant action in the Independent Investigators opinion would be an appropriate response to the breach.

4.19.2 Where the Independent Investigator determines that the conduct investigated does not constitute a breach of the Code, the Independent Investigator may make one or more of the following recommendations:

- 4.19.2.1 that the Council takes no action;
- 4.19.2.2 that the Council revise any of its policies or procedures; or
- 4.19.2.3 that a person or persons undertake any training or other education.





- 4.19.3 In making a recommendation under paragraph 4.19.1, the Independent Investigator may have regard to the following:
- 4.19.3.1 the seriousness of the breach;
  - 4.19.3.2 whether the breach can be easily remedied or rectified;
  - 4.19.3.3 whether the Subject Member has remedied or rectified their conduct;
  - 4.19.3.4 whether the Subject Member has expressed contrition;
  - 4.19.3.5 whether there were any mitigating circumstances;
  - 4.19.3.6 the age, physical or mental health or special infirmity of the Subject Member or the Complainant;
  - 4.19.3.7 whether the breach is technical or trivial only;
  - 4.19.3.8 any previous breaches committed by the Subject Member;
  - 4.19.3.9 whether the breach forms part of a pattern of conduct;
  - 4.19.3.10 the degree of reckless intention or negligence of the Subject Member;
  - 4.19.3.11 the extent to which the breach has affected other parties, or the Council as a whole;
  - 4.19.3.12 the harm or potential harm to the reputation of the Council or local government arising from the conduct;
  - 4.19.3.13 whether the findings and recommendations can be justified in terms of the public interest and would withstand public scrutiny;
  - 4.19.3.14 whether an educative approach would be more appropriate than a punitive one;
  - 4.19.3.15 the relative costs and benefits of taking formal enforcement action as opposed to taking no action or taking informal action; and
  - 4.19.3.16 what action or remedy would be in the public interest even if there are no adverse findings against the Subject Member, but where it has been identified that training or other education may improve the quality of communications for the Subject Member in the future.
- 4.19.4 The Council must provide a copy of the Final Investigation Report to the Subject Member and the Complainant following the determination of the Final Investigation Report and the passing of the relevant resolution by the Council.





#### 4.20 Council's Consideration of the Final Report (Stage 4)

- 4.20.1 A breach of Part 2 of the Code must be the subject of a Final Investigation Report to a public meeting of the Council. For the avoidance of doubt, when the Final Investigation Report is considered by the Council, the Subject Member (and, if applicable, the Complainant if the Complainant is a Council Member) has a material conflict of interest in the matter pursuant to section 73 of the *Local Government Act, 1999*. The Subject Member and the Complainant must disclose the interest, leave the Chamber and not participate in the Council's discussion, and consideration of the matter.
- 4.20.2 The role of the Council in relation to a Final Investigation Report is to consider imposing the recommended sanction (if any) where the Independent Investigator has determined that there has been a breach of the Code (or where it has been determined that training or education could benefit the Subject Member) and has made a recommendation in the Final Investigation Report.
- 4.20.3 The Council is not obliged to adopt the Independent Investigator's recommendation(s) as set out in the Final Investigation Report. Where the Council does not adopt the Independent Investigator's recommendation(s), the Council must resolve not to adopt the recommendation and state in its resolution the reasons for its decision.
- 4.20.4 If, following investigation by the Independent Investigator, a breach of Part 2 of the Code is found, the Council may resolve within a specified time, pursuant to clause 2.25 of the Code, take any of the following actions:
- take no action;
  - pass a censure motion in respect of the Subject Member;
  - request a public apology, whether written or verbal;
  - request the Subject Member to attend training on the specific topic found to have been breached;
  - resolve to remove or suspend the Subject Member from a position within the Council (which does not extend to the Subject Member's elected position on Council);
  - request the member to repay costs to the Council; and
  - for the avoidance of doubt, it is also open to the Council to resolve to refer the matter to the relevant Appropriate Authority for further investigation and/or action.
- 4.20.5 If the Subject Member fails to comply with the sanctions imposed by the Council within a specified time, this will result in the Council elevating the Complaint to the Ombudsman under Part 3 of the Code.
- 4.20.6 The Council must not invite oral submissions from other persons for the purpose of seeking to re-hear evidence previously considered by the Independent Investigator.
- 4.20.7 Prior to imposing a sanction (if any), the Council has the capacity to ask the



Independent Investigator additional questions. The Council may, by resolution, request that the Independent Investigator make additional enquiries and/or provide additional information to it in the form of a Supplementary Report (Supplementary Report).

- 4.20.8 The Council may, by resolution, defer further consideration of the matter pending the receipt of a Supplementary Report from the Independent Investigator.
- 4.20.9 The Independent Investigator may make additional enquiries for the purpose of preparing a Supplementary Report.
- 4.20.10 Where the Independent Investigator prepares a Supplementary Report, they must provide copies of this Supplementary Report to the Council.
- 4.20.11 The Independent Investigator is not obliged to notify or consult with any person prior to submitting the Supplementary Report to the Council.
- 4.20.12 Where the Council passes a resolution of its final determination in connection with the Final Investigation Report, and the sanctions (if any), that will be imposed, the Council must notify the Subject Member and the Complainant of its decision in writing in accordance with paragraph 4.19.4.

## 5. Rights of Review

In the event that the Subject Member or the Complainant disagrees with the final determination (resolution) of the Council, it is open to either party to refer the matter to the Ombudsman for review.

## 6. Pre-approved Preliminary Assessors and Independent Investigator

- 6.1 Legal practitioners will be appointed on a rotational basis and be selected from the legal practices included in Council's legal services agreement with Council Solutions to assist the Council in the investigation of the Complaint.
- 6.2 The Local Government Governance Panel may also be selected to conduct preliminary investigations and/or investigations as an alternative.
- 6.3 Legal practitioners appointed to the pre-approved list will hold senior positions within their respective firms and will have specialised knowledge of the legislation applicable to Local Government.
- 6.4 The Preliminary Assessor, or the practice which employs the Preliminary Assessor, who undertook the Preliminary Assessment of the Complaint must not be involved in Stage 3 – Mediation or Further Investigation.





## 7. Relevant legislation and references

*Local Government Act 1999*

## 8. Further information

This Code is available for inspection, during business hours at:  
City of Onkaparinga, Ramsay Place, NOARLUNGA CENTRE SA 5168.

It is also available for inspection, downloading or printing from our website  
[www.onkaparingacity.com.au](http://www.onkaparingacity.com.au).

Any legislative changes will be made automatically. Council will be informed of any automatic changes via Weekly News.

## 9. Document control

<b>Author (to whom changes are to be recommended):</b>		
<b>Position</b>	<b>Name</b>	
Team Leader Civic Governance	Karyn Ryan	
<b>Stakeholders (audience):</b>		
Elected members		
<b>Reviewed by:</b>		
<b>Position</b>	<b>Name</b>	<b>Date reviewed</b>
Director Corporate and City Services	Alison Hancock	September 2019
<b>Approved by (document owner):</b>		
<b>Position / Group</b>	<b>Approval date</b>	<b>Approval ECM number</b>
Council	15 October 2019	5012443 – Council agenda attachment
<b>Current version:</b>		
<b>Current version number</b>	<b>Release date</b>	<b>Review cycle</b>
V1.0	15 October 2019	A review will be conducted during each Council term.
<b>History:</b>		





Investigating Complaints under the  
Code of Conduct for Council Members

Date	DSID	Nature of change
24 September 2013	2493625	Code of Conduct for Council Members Gazetted August 2013
9 December 2014	2937140	General review and adoption within 12 months of an election
18 October 2016	3725635	City of Onkaparinga's Procedure for investigating complaints under the code of Conduct for Council Members 2016 adopted by Council on 18 October 2016
19 September 2017	4129189	Inclusion of reporting details to Council on legal and independent expert expenditure 19 September 2017.
15 October 2019	5024363	General review and adoption within 12 months of an election
<b>Document location:</b>		
Published location		Original in ECM
Onkanet and public website		5024363



## Attachment – 1 Code of Conduct Complaint Form

***Please note that ALL fields must be filled in.***

COMPLAINANT DETAILS	
Title:	
Given Name:	
Family name:	
Street Address:	
Postal Address: (if different to street address)	
Contact Number:	
Mobile Number:	
Email Address:	



Investigating Complaints under the  
 Code of Conduct for Council Members

COMPLAINT DETAILS	
*Please note that the complaint must be made in relation to the Conduct of a Council Member.	
<b>Council Members name:</b>	
<b>Please provide the section(s) of the Code of Conduct for Council Members which the complaint relates:</b>	
<b>Details of the Complaint:</b> (attach additional pages if required)	<b>Date of the alleged incident:</b>
	<b>Location of the alleged incident:</b>
	<b>Other parties involved:</b>





Investigating Complaints under the  
Code of Conduct for Council Members

	<b>Potential witnesses who may be contacted to corroborate the Complaint:</b>
	<b>Details of the incident:</b>



Investigating Complaints under the  
Code of Conduct for Council Members

<p><b>List and provide a brief description of the supporting documentation attached to this Complaint:</b></p> <p>(Please attach any relevant supporting documentation to this application. Adequate material to support the allegation and investigate the Complaint is required.)</p>	
<p><b>Acknowledgement</b></p> <p>I _____ acknowledge that the information contained herein is true and correct.</p> <p>.....</p> <p>Signature</p> <p>.....</p> <p>Date</p> <p><b>Privacy Statement:</b> Please note that the Corporation of the City of Onkaparinga is committed to protecting your privacy and takes reasonable steps to comply with all relevant legislation. The information is collected by the Council for the purpose of processing your application. Your personal information will be stored in accordance with relevant legislation and will only be accessed by authorised Council Staff. If you do not provide information, Council may not be able to process your application.</p>	

Page left intentionally blank



## 9.10 EM2019-05 Code of Conduct for Council Members Final Investigation Report

This is a regular or standard report.

Director: Alison Hancock, Director Corporate and City Services

Report Author: Karyn Ryan, Team Leader Civic Governance

Contact Number: 8384 0626

Attachments: 1. EM2019-05 Final Investigation Report (16 pages)

---

### 1. Purpose

This report provides the Final Investigation Report and recommendations prepared by Minter Ellison Lawyers (attachment 1) to Council for consideration and determination in relation to a complaint regarding Cr Alayna de Graaf lodged on 8 August 2019 by a complainant who wishes for their identity to remain confidential.

As required by clause 2.24 of the Code of Conduct for Council Members, *Local Government Act 1999, Section 63 (1)*, where a breach of the Behaviour Code, Part 2 of the Code of Conduct for Council Members is found a report must be provided to a public meeting of Council.

### 2. Recommendations

1. **That Council resolves to accept the Investigator's findings as** set out below and in the Final Investigation Report (attachment 1 to the agenda report) in relation to clauses 2.2 and 2.3 of the Code of Conduct for Council Members, Part 2, Behavioural Code, that in sending the email to the Complainant and three other recipients, Cr de Graaf:
  - Breached clause 2.2 of the Code as she did not act in a way that generates community trust and confidence in Council in circulating an email incorrectly accusing the Complainant of swearing and yelling so much during a deputation that the Complainant was almost removed from the Council meeting.
  - Breached clause 2.3 of the Code alleging that the Complainant has not 'struggled' and cannot understand the effects of poverty, which is not reasonable, just or respectful in the context of the Complainant's involvement in an alliance of people affected and concerned by poverty and unemployment.
  - Did not breach clause 2.4 of the Code as the comments were not made publicly.
2. **That in relation to the Investigator's findings, Council adopts** the Investigators recommendation, and request Cr de Graaf make a public apology, ensuring the public apology does not reveal the identity of the Complainant in respect of **the Complainant's request to keep their identity confidential.**
3. OR  
That Council **not accept the Final Investigator's findings and recommendations for the following reason (..... to be determined by Council).**

### 3. Background

A formal Code of Conduct for Council Members complaint was submitted on 8 August 2019 EM2019-05 regarding an email sent by Cr de Graaf.

**The complaint was dealt with as per Council's procedure for Investigating Complaints** under the Code of Conduct for Council Members.

Accordingly, the complaint undertook a Preliminary Assessment, and progressed to Investigation, and as required by Clause 2.24 of the Code of Conduct for Council Members, a breach of Part 2 - Behavioural Code must be the subject of a public report to Council.

### 4. Financial Implications

Clause 4.18.7 of the Procedure sets out that the report to Council that presents the **Final Investigator's** report will detail any expenditure incurred in the engagement of legal and independent experts.

The cost incurred for the Preliminary Assessment, is \$1320 incl GST.

The cost incurred for the Final Investigation is, \$4,950 incl GST.

As allowed for under clause 4.2 of the Elected Member Legal Advice Policy, Cr de Graaf has claimed for legal expenses to the value of \$1,529 incl GST.

### 5. Risk and Opportunity Management

Risk	
Identify	Mitigation
All council's must adopt a procedure for dealing with complaints that fall under Part 2 behavioural as per the Code of Conduct for Council Members.	The process set out in <b>Council's Procedure for Investigating Complaints</b> under the Code of Conduct for Council Members 2017 meets this legislative requirement and ensures disputes are settled in a timely, effective manner.
<b>Council's Procedure for Investigating Complaints</b> under the Code of Conduct for Council Members 2017 provides that a Preliminary Assessment must be the subject of a confidential report to Council.	The provision of this confidential report to Council satisfies the procedural <b>requirements of Council's</b> Procedure for Investigating Complaints under the Code of Conduct for Council Members 2017.  The matter is required to be kept confidential until a breach has been determined by a full investigation of any allegation contained in a complaint.

Opportunity	
Identify	Maximising the opportunity
Council members comply with all legislative requirements of their role and abide by the Code of Conduct for Council Members.	Council Members work together constructively as a Council and uphold the values of honesty, integrity, accountability and transparency, and in turn, foster community confidence and trust in Local Government

## 6. Additional information

Clause **4.20.3 of Council's** procedure for Investigating Complaints under the Code of Conduct for Council Members 2019 (the Procedure) provides for Council to receive a Final Investigation report and not accept the recommendations of the Investigator. The Procedure sets out that if Council does not accept the recommendations, it must provide the reasons.

### Conflict of Interest information

In accordance with the *Local Government Act 1999* and **Council's** procedure for Investigating Complaints under the Code of Conduct for Council Members 2019, the subject member and (where applicable, the complainant) must disclose a material conflict of interest in this matter, leave the Council chamber and not participate in **the Council's discussion and consideration of the matter**. The procedure also restricts further oral submissions being made regarding this matter and must not invite oral submissions for the purpose of seeking to re-hear evidence previously considered by the investigator. If Council requires further information or wishes further enquiries be made, this must be directed through the Independent Investigator and reported to Council in a Supplementary Report in accordance with the Procedure.





# Final Investigation Report

Code of Conduct for Council Members

—  
City of Onkaparinga  
Subject Member: Cr Alayna de Graaf  
Complainant: confidential  
—

19 December 2019

Level 10 Grenfell Centre 25 Grenfell Street  
Adelaide SA 5000 Australia DX 131 Adelaide  
T +61 8 8233 5555 F +61 8 8233 5556  
[minterellison.com](http://minterellison.com)

**MinterEllison**

ME\_167334318\_1



# Final Investigation Report

## Code of Conduct for Council Members

<b>Executive summary</b>	<b>3</b>
<b>Report</b>	<b>4</b>
<b>1. COMPLAINT</b>	<b>4</b>
1.1 Allegations	4
1.2 Identity of Complainant	4
<b>2. PROCESS FOR REVIEW AND METHODOLOGY</b>	<b>4</b>
2.1 Framework	4
2.2 Process	4
2.3 Evidence	4
2.4 Responses to Initial Investigation Report	5
<b>3. BACKGROUND TO COMPLAINT</b>	<b>5</b>
<b>4. APPLICATION OF CODE</b>	<b>6</b>
<b>5. CONSIDERATION OF COMPLAINT</b>	<b>6</b>
5.1 Clause 2.2: Act in a way that generates community trust and confidence in the Council.	7
5.2 Clause 2.3: Act in a reasonable, just, respectful and non-discriminatory way when dealing with people.	8
5.3 Clause 2.4: Show respect for others if making comments publicly.	9
<b>6. FINDINGS</b>	<b>9</b>
<b>7. RECOMMENDATIONS</b>	<b>9</b>

## Executive summary

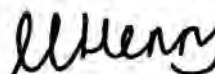
This Code of Conduct investigation concerns the conduct of Cr Alayna de Graaf arising from an email sent to the Complainant and three other recipients on 3 August 2019.

Our findings are that, in sending the email to the Complainant and three other recipients, Cr de Graaf:

- Breached clause 2.2 of the Code as she did not act in a way that generates community trust and confidence in Council in circulating an email incorrectly accusing the Complainant of swearing and yelling so much during a deputation that the Complainant was almost removed from the Council meeting.
- Breached clause 2.3 of the Code alleging that the Complainant has not 'struggled' and cannot understand the effects of poverty, which is not reasonable, just or respectful in the context of the Complainant's involvement in Anti Poverty Network SA, an alliance of people affected and concerned by poverty and unemployment.
- Did not breach clause 2.4 of the Code as the comments were not made publicly



**Susie Inat**  
Special Counsel  
T +61 8 8233 5692 M +61 407 710 255  
[susie.inat@minterellison.com](mailto:susie.inat@minterellison.com)



**Madeleine Henry**  
Associate  
T +61 8 8233 5441  
[madeleine.henry@minterellison.com](mailto:madeleine.henry@minterellison.com)





# Report

## 1. COMPLAINT

By email dated 8 August 2019 Council's CEO and Mayor received a complaint against Councillor Alayna de Graaf (**Complaint**).

### 1.1 Allegations

The Complaint alleges that the Subject Member sent an email that contained offensive, threatening and defamatory content and alleges a breach of Part 2 of the Code of Conduct for Council Members (**Code**). The Complaint specifically refers to clauses 2.2, 2.3 and 2.4 of the Code, being as follows:

*2.2 Act in a way that generates community trust and confidence in the Council.*

*2.3 Act in a reasonable, just, respectful and non-discriminatory way when dealing with people.*

*2.4 Show respect for others if making comments publicly.*

A copy of the Complaint is attached as **Annexure A** to this report.

### 1.2 Identity of Complainant

The Complainant has determined, in accordance with clause 4.3b of Council's *Investigating Complaints under the Code of Conduct for Council Members 2019* (**Council's Process**), to keep their identity confidential.

## 2. PROCESS FOR REVIEW AND METHODOLOGY

### 2.1 Framework

This investigation of the Complaint is governed by Council's Process.

A Preliminary Assessment of the Complaint was carried out and in accordance with Council's Process, Council resolved to refer the matter to further investigation.

MinterEllison has been appointed as the Independent Investigator of the Complaint.

### 2.2 Process

Council's Process requires the Independent Investigator to make findings of fact in relation to the matter investigated, make a determination as to whether or not the conduct constitutes a breach of the Code, provide reasons for any such determination and make recommendations in the event that a breach of the Code occurred.

### 2.3 Evidence

In conducting our investigation into the Complaint we have had regard to and relied upon the Complaint (and relevant documents referred to therein), evidence adduced at interview (personally, by telephone or by email) and any relevant documents provided by the Complainant, Council's Administration and the Preliminary Assessor.

In accordance with Council's Process, the Complainant and Cr de Graaf were invited to make submissions regarding the Complaint, or attend an interview with the Independent Investigator either personally or by telephone. Cr de Graaf determined not to provide any written submissions or attend an interview. The Complainant attended an interview with the Independent Investigator.

## 2.4 Responses to Initial Investigation Report

In accordance with Council's Process, Cr de Graaf and the Complainant were provided with a copy of our Initial Investigation Report and were invited to make submissions with respect to that report.

We had regard to the views and submissions made by Cr de Graaf and the Complainant in respect of the Initial Investigation Report before preparing this Final Investigation Report for consideration by Council.

## 3. BACKGROUND TO COMPLAINT

It is useful to consider the background to the Complaint and the context within which the subject behaviour occurred.

We understand the following to form the background to the Complaint:

- Cr de Graaf and the Complainant were 'joint co-ordinators' of southern branch of the Anti Poverty Network SA (**APN**);
- the Complainant held concerns regarding Cr de Graaf's general behaviour, including the way she spoke to others, and decided to leave the southern branch of the APN in order to stop working with Cr de Graaf;
- the Complainant sent an email to that effect to the APN co-ordinator;
- the APN co-ordinator advised the Complainant that other members of APN had expressed the same concerns regarding Cr de Graaf's conduct;
- the APN co-ordinator called a special meeting of APN;
- neither Cr de Graaf nor the Complainant attended the special meeting of APN in person. The Complainant says she attended a portion of the special meeting by telephone but did not vote at the special meeting. Cr de Graaf has provided minutes from a meeting of APN in support of her allegation that the Complainant voted to remove Cr de Graaf from the APN. However, the minutes provided do not refer to the removal of Cr de Graaf from the APN, but instead relate to a suspension;
- a decision was made by an unknown party at or after that special meeting that Cr de Graaf was no longer to be involved with APN;
- correspondence was sent to Cr de Graaf advising of APN's decision to remove her from APN and setting out reasons for the same; and
- Cr de Graaf then sent an email to the Complainant (**the Email**). The Email was dated 3 August 2019 and attached two testimonials made regarding Cr de Graaf, one of which was made by the Complainant.

The sending of the Email, and its content, is the conduct complained of in the Complaint and the subject of this investigation.

The Email alleges that the Complainant made false and defamatory statements to the APN regarding Cr de Graaf, and accuses the APN of bullying Cr de Graaf.



The Email also implies that the Complainant does not know enough about poverty due to her personal situation including by reason of her travelling overseas and having a "rich" husband.

Three other parties were copied into the Email, being Anti-Poverty Network SA Coordinator <coordinator@apnsa.org>, [REDACTED]@gmail.com and [REDACTED]@chariot.net.au.

Redacted copies of the Email is attached as **Annexure B** to this report.

#### 4. APPLICATION OF CODE

The Code applies to Council members carrying out their functions as public officials.

It is therefore firstly important to consider whether Cr de Graaf's behaviour in sending the Email falls within the scope of her carrying out her functions as a public official.

Section 59 of the *Local Government Act 1999* (SA) outlines the role of Council members under that Act.

Those roles include:

*'to represent the interests of residents and ratepayers, to provide community leadership and guidance, and to facilitate communication between the community and the Council'.*

We understand there was a nexus between Cr de Graaf's involvement with the APN and her role and function as a councillor on Council. For example, we understand from the Email that Cr de Graaf organised meetings between the APN and Council. We therefore consider that Cr de Graaf facilitated communication between the community (in particular APN) and Council as a member of APN, and therefore her conduct falls under her role as a Council member.

We also understand that Cr de Graaf's role as an elected member of Council was known to other members of the APN. We therefore consider that Cr de Graaf provided community leadership and guidance to the APN as an elected member of Council, which again falls within the scope of her role as a Council member.

Cr de Graaf's behaviour in sending the Email therefore relates to her function as a member of Council (in facilitating communication with and providing leadership and guidance to APN), and the Code therefore applies to that conduct.

Cr de Graaf, in her response to our Initial Investigation Report, has argued that the Code did not apply to her conduct in this matter. Cr de Graaf raised many reasons why the Code does not apply, the most compelling being that her role as an elected member does not give rise to the conclusion that she would assume a leadership position and be in a position to offer guidance to the APN.

While Cr de Graaf may not have been in a formal leadership or Council appointed position at the APN, we still consider that she provided community guidance generally on basis of and in being an elected member of Council and member of APN, and she assisted to facilitate communication between the community and Council. Cr de Graaf has not provided evidence to the contrary.

We therefore maintain that the Code applies to Cr de Graaf's behaviour in sending the Email.

#### 5. CONSIDERATION OF COMPLAINT

The Complaint alleges a breach of the Code including but not limited to breaches of clauses 2.2, 2.3 and 2.4 of the Code. We have investigated clauses 2.2, 2.3 and 2.4.

We have considered each clause in turn below having regard to the relevant complaint particulars.



## 5.1 Clause 2.2: Act in a way that generates community trust and confidence in the Council.

### Particulars and Evidence

In respect to a potential breach of clause 2.2 of the Code, the Complainant has referred to the following from the Email:

*'when you did your council deputation you were Yelling and Swearing to such an extent they almost threw you out.'*

As outlined above, the Email was sent to the Complainant and three other parties.

The Complainant states that the Complainant has only made one deputation to the current Council. A search of Council's minutes reveals the deputation was made on [REDACTED]<sup>1</sup>.

The Complainant advised at interview that she did not swear and yell during the relevant deputation, but confirmed in the Complaint that 'I did quote some profanities in context'. The Complaint also states that 'to my knowledge I was not almost thrown out! Indeed if the Mayor was about to throw me out of a Council meeting I am pretty sure she would have advised me of that'.

We have made enquiries of Council's administration regarding the Complainant's deputation. Council's administration confirmed that the Complainant was passionate/dramatic during her deputation, and that the Complainant spoke with a loud voice, but it was not loud to the point of yelling during the deputation. Council's administration also confirmed that the Complainant did swear, but that the swearing related to the Complainant quoting comments received on social media. Lastly, Council's administration confirmed that there was no suggestion of the Complainant being asked to leave the Council meeting during the deputation.

Cr de Graaf has provided third party evidence that the Complainant's deputation was 'on the loud side' and contained swearing. Cr de Graaf and Council's administration have also confirmed (and provided evidence in support) that Council's deputation processes were altered as a result of the Complainant's deputation.

Cr de Graaf has not provided evidence that the Complainant yelled and was nearly removed from the Council meeting as a result of making her deputation.

The Complainant is concerned that the Email has affected the community's trust in the Council by accusing the Complainant of swearing and yelling in a deputation when she in fact did not. The Complainant alleges that members of the public will not want to give a deputation at Council meetings because the elected members will say false things about what occurred. The Complainant alleges that the Email had the effect of causing distrust of Councillors/ Council.

### Findings

The minutes of the Council meeting held on [REDACTED] confirms that Cr de Graaf was present while the Complainant made a deputation.

We find that the Complainant swore during her deputation.

We find that the Complainant used a loud voice to make her deputation.

However, we do not find that the Complainant yelled and swore to the extent that she was almost removed from the Council meeting. Cr de Graaf therefore circulated incorrect information regarding the Complainant's behaviour at the relevant Council meeting. We accept making these comments does not generate community trust and confidence in the Council.

---

<sup>1</sup> This date has been redacted in order to protect the identity of the Complainant.

We therefore find that Cr de Graaf breached clause 2.2 of the Code.

## **5.2 Clause 2.3: Act in a reasonable, just, respectful and non-discriminatory way when dealing with people.**

### Particulars

The Complainant alleges that it was not respectful, reasonable and non-discriminatory for Cr de Graaf to suggest that the Complainant has a rich husband and knows nothing about poverty and suicide. The Complainant alleges that Cr de Graaf knows nothing about the Complainant's background, and that Cr de Graaf's comments were disrespectful and cruel.

The Complainant also alleges that it was not respectful, reasonable and non-discriminatory for Cr de Graaf to refer to the Complainant being on overseas holidays, and that the assumptions drawn are offensive and insulting.

Given the Email was distributed to other parties, the Complainant alleges that Cr de Graaf gave people false ideas about the Complainant's life and attacked the Complainant's family.

### Evidence

The Email contains the following:

*'I would ask you what do you really know of struggling, after you get back from several weeks overseas holidaying? How many others on newstart go on overseas holidays I wonder? Have you really lived [REDACTED] ? I doubt it, and I doubt [REDACTED] knows poverty either'*

*'I don't have a rich husband, or a working husband, or someone else supporting me'*

*'Perhaps if you have struggled and seen the amount of homelessness and poverty and suicide as what I have seen, then you might be emotional at times as well.'*

In response to our Initial Investigation Report, Cr de Graaf indicated that her comments were fact and opinion and are therefore neither unreasonable, unjust or disrespectful.

### Findings

We find that Cr de Graaf implied in the Email that the Complainant is incapable of understanding the effects of poverty due to her own privileged personal situation, and having not personally 'struggled'. Cr de Graaf made those comments in the context of the Complainant and Cr de Graaf being involved in APN, an alliance of people affected and concerned by poverty and unemployment.

Regardless of whether the comments in the Email were fact or opinion, we can infer that Cr de Graaf intended her comments to be interpreted that the Complainant had no business being involved with the APN as she could not provide any support or insight to its members due to her privileged personal situation.

We find that Cr de Graaf's allegations that the Complainant has not 'struggled' and cannot understand the effects of poverty, in the context of being involved with APN, is not reasonable, just or respectful, and hence making those comments was in breach of clause 2.3 of the Code.

Furthermore, making those allegations to the other recipients of the Email is not reasonable, just or respectful.

However, we do not find that Cr de Graaf's allegations that the Complainant has not 'struggled' and cannot understand the effects of poverty amounts to discrimination.





### 5.3 Clause 2.4: Show respect for others if making comments publicly.

#### Particulars and Evidence

The Complainant alleges that Cr de Graaf's comments in the Email were made 'publicly'.

#### Findings

We do not find that the comments in the Email were made publicly. Whilst the Email was sent to both the Complainant and three additional parties, it is not in the public domain.

We consider the reference to "publicly" in clause 2.4 of the Code means relating to or involving people in general, not limiting to a particular persons.

We consider that Cr de Graaf only intended for the Complainant and the three parties copied into the Email to read the Email. Even if the Email was forwarded to further people by one of the parties copied into it, the original comments in the Email would still not have been made 'publicly'.

## 6. FINDINGS

We find that Cr de Graaf, in sending the Email:

- Breached clause 2.2 of the Code as she did not act in a way that generates community trust and confidence in Council in circulating an email incorrectly accusing the Complainant of swearing and yelling so much during a deputation that the Complainant was almost removed from the Council meeting.
- Breached clause 2.3 of the Code alleging that the Complainant has not 'struggled' and cannot understand the effects of poverty, which is not reasonable, just or respectful in the context of the Complainants involvement in the APN.
- Did not breach clause 2.4 of the Code as the comments were not made publicly.

## 7. RECOMMENDATIONS

We recommended in our Initial Investigation Report that Council resolve to pass a censure motion in respect of Cr de Graaf's breaches of the Code. In response, Cr de Graaf submitted (through her legal representative) that censure motions are more appropriately passed in respect of the most serious of breaches.

We do accept that the breaches by Cr de Graaf to be at the lower end of the scale and as such recommend Council request Cr de Graaf make a public apology. However, given the Complainant has determined to keep their identity confidential, the public apology **must not** reveal the identity of the Complainant.





## Annexure – A

### Complaint

Annexure to Final Investigation Report

For the attention of Mayor Erin Thompson and CEO Mark Dowd

PRIVATE AND CONFIDENTIAL

**Code of Conduct Complaint re Councillor Alayna De Graaf**

**In relation to breaches of Local Government Act (1999) Section 63 (1) Part 2 – Behavioural Code**

**Part A refers to behaviour including but not limited to 2.2, 2.3, 2.4 of the CoC**

**Part A**

On 3<sup>rd</sup> August 2019 I received an email (attached appendix 1) from Cllr De Graaf which in my view breaches the City of Onkaparinga and Local Government Act Code of Conduct for Elected Members.

Upon receiving this email I suffered a particularly distressing anxiety attack, I suffer from diagnosed clinical anxiety specifically caused by incidents that occurred as a [REDACTED] I am now a private citizen and yet am still subjected attacks from members of the elected body when exercising my rights and freedoms as a member of the community.

This email contains, implies threat and has defamatory content concerning myself, I request that you accept my correspondence as an official complaint.

In general the I felt abused by all the content of the email as it is attacking me for decisions made by the Anti Poverty Network SA (not me) regarding her behaviour as a member, but particularly upsetting and unacceptable references made regarding my husband, my private life and my personal circumstances which are not the business of an Elected Member or the people she cc'd the email to!

For perspective, I submitted a testimonial to the APNSA Coordinator along with other members concerning Alayna De Graaf. Nothing more or less I did not instigate and investigation I merely responded, with my experiences, to concerns raised by other parties within the APNSA.

The comments highlighted below (copied from Cllr De Graaf's email) are particularly, personal, unfounded, unacceptable, defamatory and ridiculous.

[REDACTED] *also shows other examples of your derogatory way of speaking about the current council members and staff.* “

*This is untrue and a statement made without any basis in fact*

*“ i would ask you what do you really know of struggling, after you get back from several weeks overseas holidaying? How many others on newstart go on overseas holidays I wonder? Have you really lived A [REDACTED] v [REDACTED] ? I doubt it, and I doubt [REDACTED] knows poverty either”*

This statement is unfathomable to me, it makes assumptions about my private life which are nobody's business but mine, it is also an incomprehensible rant about stuff that is nothing to do with me.

*I don't have a rich husband, or a working husband, or someone else supporting me. [REDACTED]  
[REDACTED] So many claim to be in poverty, but just choose not to  
apply for Centrelink, as they have a partner paying for them, or they have an inheritance or some other  
source of Cash to Buy Food n Stuff.*

This comment is particularly offensive, how does she know anything about my husband's or my financial circumstances. I am especially upset as we are currently in the situation of having to sell our house due to our financial circumstances!

*Perhaps if you have struggled and seen the amount of homelessness and poverty and suicide as what I  
have, then you might be emotional at times as well.*

Again this is incomprehensible twaddle! How on earth would Cllr De Graaf know anything about my past, about the situations I have been in, about the situations I have witnessed. This is insensitive, passive/aggressive bullying.

*when you did your council deputation you were Yelling and Swearing to such an extent they almost threw  
you out. "*

I have no idea what this is meant to infer, I have done 1 deputation to the current council and as far as I am aware I did not yell, I did quote a few profanities in context, and to my knowledge I was not almost thrown out! Indeed if the Mayor was about to throw me out of a Council meeting I am pretty sure she would have advised me of that. Also this implies a level of discussion occurring within the elected body, concerning me on a personal level, which again is unacceptable for an elected member to do. As this is a blatant lie it also constitutes defamation as far as I am concerned.





## Annexure – B

### Correspondence

Email and attachments



---

**defamation.**

4 messages

Alayna de Graaf <[REDACTED]> Sat., 3 Aug. 2019 at 12:22 am  
To:  
Cc: Anti-Poverty Network SA Coordinator <coordinator@apnsa.org>, [REDACTED]@gmail.com <[REDACTED]@gmail.com>, [REDACTED]  
[REDACTED]@chariot.net.au>

Hi

I advised to the APN Coordinator [REDACTED] I am seeking legal advice over their organisations document which is defamation - and their illegal expulsion of me from their group. This is an opportunity to apologise for your part in defamation and to retract your vote also for taking part in an illegal and unfair process.

You have identified yourself in this defamation document by listing several examples that could only be you, plus others have said they witnessed the phone call to You, plus other accounts afterwards. There were no other co coordinators other than you and [REDACTED]. I am going through each persons recorded Statement where they have made a false statement about me. My lawyer after that will be ascertaining further actions. Your statement implies that I harassed, stalked and abused you - as you mention those words continually whilst talking about my matter. Yours is one of the more serious statements in the document due to your standing within the community and the position you shared with me.

You also have said that 'APN did not endorse me organising meetings with the Council' - this is untrue and i can prove otherwise. [REDACTED] obviously had no intention of checking whether any statements were actually true, they were just people's random thoughts or feelings. Whereas he never asked for any of mine at any time - most people would have recognised this as an unfair process - and many of those who took part have now agreed it was a harmful and wrong exercise in group bullying. One member said they had been having bad dreams about me since being called in to that meeting, guilt i assume.

The one event that was held in the south, the Boothby Forum, I was initially asked to organise the event - but subsequently was thrown out of the group for trying to help with that event. When I got annoyed with [REDACTED] treatment towards me, I used some wrong words to express my frustration. She threatened me by saying 'my apology had Not been accepted and the matter was not finished with' - even though others had said the matter was closed. Then [REDACTED] has followed up on [REDACTED] request it would appear.

The abuse you mention, was online, which You started, on My page. It used words like Lazy and selfish and seemed quite a personal attack to the elected members, of which I am one. My response to you was very restrained, as I actually cared about being respectful towards you. Asking questions is Not being a bully, and nor is defending oneself, as I am doing to you now, over what you have written about me.

[REDACTED] also shows other examples of your derogatory way of speaking about the current council members and staff. If I spoke over you once at a meeting, where i had invited You to be co coordinator - this is hardly worthy of arranging a group bullying exercise to the order of what has been done to me.

Removing me from something I had worked hard at for at least three years, without even a single mediation, or even asking my views, or inviting me to be at the talk initially. This was an attack on me, by [REDACTED] and facilitated by [REDACTED] and others, including yourself. I am yet to see any statement of anything that I did wrong. There is clear evidence [REDACTED] had stepped back on numerous occasions, from other issues.

Some people have told me that [REDACTED] constructed that document on his own, and that they had not approved what he wrote, (saying he was the one who made up some of those ones that are outright lies), they didn't know their talking was being recorded and put in this document) - and he also didn't identify who the meeting was about when he invited people to go. He also only invited those who he thought might say something disparaging about me. He rang you as [REDACTED] told him you and I had disagreed over a council matter.

I have spoken to people who verified you gave your statement over the phone.

Did you check what he wrote before you approved publishing?

Many have now withdrawn their vote on the matter, and condemned how [REDACTED] did this. He inferred to people that I knew, that I had been informed and invited to take a part in the meeting, where I was only informed after that document was sent to me. Many people gave good accounts of me at the meeting, and gave examples of my work and attitude, and said that I had been helping etc (all which is true - there's not a single piece of evidence to the contrary despite [REDACTED] secret squirrel paranoia's) - I don't "attack" people who are decent and being fair, if I see injustice I speak up. Yet [REDACTED] never included any of the good statements about me in that document. Just because someone saying the truth, makes a person feel bad - that doesn't mean that person (ie me) is being a Bully. What it means is [REDACTED] needs a wake up call about how she interacts with others.

[REDACTED] and [REDACTED] got very annoyed that I asked them to release the voting count - it never was released, they kicked me out rather than answer any questions. I asked each of them once, and once only. I've never done any repeated behaviours to any of them ever - and the only time I've had to deal with them was when I was trying to help with things, and then discovered how extremely controlling and undemocratic things are run. Like trying to get a different car get taken to Whyalla or ask "why are we taking these particular cars, and what was That process of choosing" - How dare I ask that question! - [REDACTED] is Entitled - of course she gets to take her car, that is her absolute right. Or so she thinks.

You all picked on a [REDACTED] trying to help other people. It's odd it didn't occur to Anyone to check on my emotional well being throughout any of the process. Were you a part of everything, or you didn't know?

This is your opportunity to apologise for untrue statements you have made and to make any amends for your involvement in the group bullying. I am absolutely prepared to go to court over this matter and I intend to check each and every statement, seeing as [REDACTED] didn't bother. 2 or 3 people made up absolute lies, which can clearly be disproven. It appears [REDACTED] wilfully constructed an untrue body of work and then used it to defame me.

In your statement You say that onkaparinga council staff thought I was "overly emotional". I asked the two staff members in question, and both denied this. But I would ask you what do you really know of struggling, after you get back from several weeks overseas holidaying? How many others on newstart go on overseas holidays I wonder? Have you really lived [REDACTED]? I doubt it, and I doubt [REDACTED] knows poverty either. It IS emotional work, FIGHTING a constant battle against the State to defend the defenceless and empower those who have been referred to as dole bludgers and uneducated. If I'm emotional, I would think that's not actually a negative trait anyway. I don't have a rich husband, or a working husband, or someone else supporting me. [REDACTED] So many claim to be in poverty, but just choose not to apply for Centrelink, as they have a partner paying for them, or they have an inheritance or some other source of Cash to Buy Food n Stuff.

Perhaps if you have struggled and seen the amount of homelessness and poverty and suicide as what I have, then you might be emotional at times as well. Unbelievable a staff member would ask for you to "handle me" - as I'm emotional, and yet when you did your council deputation you were Yelling and Swearing to such an extent they almost threw you out. [REDACTED] also appears to have removed the footage of my testimonial from the boothby forums video. I guess my story of struggle was deemed



unworthy .. especially next to a socialist alliance leaders statement, who happens to be "a good friend" of the coordinator - ... It's all about infiltrating, and getting chances to spread out and gain new followers according to the socialist alliance website. Or taking over occupy page administration - you might want to check who you are mixing with there hey.

Asking questions of authority, is Not abuse - and [REDACTED] Was in a position of authority, a paid coordinator, brandishing the credit card, withholding funds from others who were poor (thats what [REDACTED] did) - and so why shouldn't they be questioned. My questions were spot on - and so were the reactions thereafter - highly undemocratic.

I would assume You knew what you were doing was wrong, and that's why you attempted to hide your identity by calling yourself member no #123.

Your statement about the council having "APN fatigue" is not true - as I've virtually never even mentioned the APN as part of my role as elected member.

The APN invented a new definition of bullying, whilst failing to recognise the group bullying exercise they were doing themselves. Where you said I was a lone wolf (media reports - anarchist lone wolf / right wing shooter / lone wolf - association of words, noted) and not a team member is also unjustified, as I invited both You and [REDACTED] to be Co Coordinators with ME to share, and be a part and work together.

Unlike [REDACTED] - I don't use power to motivate people. Noted he is going in my lane at present, contacting ex south branch members, contact my mayor (when previously he wouldn't even bother to email her). South Branch was always taking on new members - and that wasn't from support of city members at all. [REDACTED] speaks for [REDACTED] too which is another sign of his overly controlling style. It seems to catch in the APN, with a few copying that, as it's made to be OK>

I never did anything negative towards you, what I did was invite you to be a part of APN south and work with you. I never spoke poorly to you - and the only minor debate was about greenwaste bins - nothing to do with APN. And yet you wrote a page of negative comments about me in this book of [REDACTED] You can consider this my direct reply to you member #123.

Were you aware [REDACTED] was going to put it all in a document and publish it how he dic? Were you deliberately involving yourself in defamation - as that document is clearly defamation and clearly bullying. If you were happy to take part in that, then stand by your comments - if not now is your opportunity to distance yourself from what occurred and apologise for taking part in group bullying and defamation. If your comments were just sent to me, it wouldn't be significant, but they weren't. The correct course at this point would be for the APN to issue an apology and written retraction of that document. The correct course at the beginning would have simply been for [REDACTED] to ring me, tell me there was something important to talk about I'm quite sure that you full well know what he did was really wrong and poor process. Just interested to hear if you think this group bullying slander document was a warranted response for something - and If it was - then what exactly was that. The things that you have said - is that an equal response to talking over you once, apparently, at a meeting...?? We were both there, what happened was I smiled at You and said, back to [REDACTED] now, as she is chairing the meeting - as the MP was slightly going off topic during our introductions.

You participated in defamation and bullying so I need to give you one opportunity to correct or retract anything or apologise. Isolating and cutting a volunteer and offering them no respect or protections is wrong - and shame on any who participated. I have nothing further to say to you on this matter.

MEMBER #777

Page left intentionally blank

## **9.11 Council and Committee Reporting Schedule**

This is a regular or standard report.

Manager: Alison Hancock, Director Corporate and City Services

Report Author: Sue Hammond, Senior Governance Officer

Contact Number: 8384 0747

Attachments: 1. Reporting Schedule (3 pages)

---

### **1. Purpose**

This report provides an update on the reporting for upcoming Council and Committee meetings.

### **2. Recommendation**

That Council note the agenda report and Reporting Schedule (attachment 1 to the agenda report).

### **3. Background**

This report is provided as per the following resolution of Council at its meeting of 21 March 2017:

**That the item "Updated Work Program" from the agenda** of the Strategic Directions Committee be duplicated as a monthly agenda item for Council meetings.

As the Reporting Schedule is a guide only and subject to change, members are encouraged to utilise the Elected Member website for an up to date version of the Reporting Schedule.



## Attachment 1

### Report Schedule as at 11 February 2020

#### SDC meeting 3/3/20

REPORT SCHEDULED	RESPONSIBLE OFFICER	DEPT	CF
Council and Committee Reporting Schedule	Luke, Jonathan	CCS	
EXTERNAL PRESENTATION - Adelaide Wine Capital Cycle Trail	Collins, Vivonne	CCS	
Mount Lofty Ranges World Heritage Bid update report	Bali Dogra, Divya	CCS	
Strategic Directions Committee Annual Report 2019	Bali Dogra, Divya	CCS	

#### ARVEC meeting 16/3/20

REPORT SCHEDULED	RESPONSIBLE OFFICER	DEPT	CF
2020 Committee Reporting Schedule (Work Plan)	Brown, Kathryn	CCS	
Quarterly update - Risk Management	Mirovitskaya, Elena	CCS	
External Audit Plan 2019-20	Carter, Kevin	FC	
Financial Management Report	Eckermann, Diane	FC	

#### Council meeting 17/3/20

REPORT SCHEDULED	RESPONSIBLE OFFICER	DEPT	CF
Clarendon Recreation Ground Draft Master Plan	Smith, Andrew	CO	
Confidential - Aldinga School update	Fitzpatrick, Brian	CO	
O'Sullivan Beach Boat Ramp - Response to Notice of Motion of 10/12/19	Jurado, Salvador	CO	
Port Noarlunga Sports Ground - club room replacement	Norris, Geoffrey	CO	
Sellicks Beach Bollard and Signage Installation - update report	Jurado, Salvador	CO	
Wildlife advisory speed signs	Williams, Brett	CO	
Onkaparinga Magazine update report	Tsacalakakis, Jim	CR	
Confidential items	Hammond, Susan	CCS	
Council and Committee Reporting Schedule	Hammond, Susan	CCS	
Draft Economic Growth and Investment Strategy for consultation approval	Mrotek, Adam	CCS	
Election Signage LGA submission report	Karaiskos, Andreas	CCS	
PRESENTATION - Southern Adelaide Economic Development Board (Chair, Nikki Govan)	Mrotek, Adam	CCS	
Strategic Directions Committee minutes	Hammond, Susan	CCS	
Vehicles on beaches - Compliance	Hawkins, Ian	CCS	
(Helmsman) Proposal to commence revocation of community land to enable disposal to the adjoining land owner of 34 Helmsman Terrace Seaford	Adams, Bryn	FC	
(Liguria) Final update report on the proposal to revoke the Council reserve land at 113 Liguria Crescent Noarlunga Downs to enable sale	Adams, Bryn	FC	
(Welland) Proposal to close portion of Welland Street road verge adjacent 9 Saltfleet Street Port Noarlunga to enable sale	Adams, Bryn	FC	
CONFIDENTIAL (Liguria) Development and disposal options for the land at 113 Liguria Crescent Noarlunga Downs	Adams, Bryn	FC	
Quarterly Financial Update including Budget Review 2	Eckermann, Diane	FC	

#### SDC meeting 7/4/20

REPORT SCHEDULED	RESPONSIBLE OFFICER	DEPT	CF
Sport and Active Recreation SP - Levels of Service	Jennings, Larissa	CO	
Barking Dog Request Management Review	Hawkins, Ian	CR	
Aldinga Renewal SA Land Ministerial DPA submission	Luke, Jonathan	CCS	
Council and Committee Reporting Schedule	Luke, Jonathan	CCS	
Foreshore and Coastal Activations	Bolger, Eulonda	CCS	
Local Area Plan Draft for Public Consultation	Luke, Jonathan	CCS	

#### Council meeting 21/4/20

REPORT SCHEDULED	RESPONSIBLE OFFICER	DEPT	CF
Audit, Risk, Value and Efficiency Committee meeting minutes	Hammond, Susan	CCS	
Council and Committee Reporting Schedule	Hammond, Susan	CCS	
Strategic Directions Committee minutes	Hammond, Susan	CCS	
CONFIDENTIAL - Unmade Road Adjacent 3903 Main South Road Sellicks Hill	Lee, Bernadette	FC	

#### ARVEC meeting 4/5/20

REPORT SCHEDULED	RESPONSIBLE OFFICER	DEPT	CF
2020 Committee Reporting Schedule (Work Plan)	Brown, Kathryn	CCS	
Quarterly Performance Improvement Report	Hassam, Gregory	CCS	
Quarterly update - Internal Audit	Mirovitskaya, Elena	CCS	
End of Financial Year reporting timetable	Carter, Kevin	FC	
Review of financial assumptions 2020-21	Eckermann, Diane	FC	

#### SDC meeting 5/5/20

REPORT SCHEDULED	RESPONSIBLE OFFICER	DEPT	CF
Former Willunga Caravan Park concept plan	Carr, Nicholas	CO	
Morton Road Sport & Community Hub	Manchip, Susan	CO	
Arts and Cultural Development Strategic Plan 2020-25 - Engagement Stage 1 & 2	Haskett, Jason	CR	
Council and Committee Reporting Schedule	Luke, Jonathan	CCS	

#### Special Council meeting 12/5/20

REPORT SCHEDULED	RESPONSIBLE OFFICER	DEPT	CF
Budget Review 3 - 2019/20	Eckermann, Diane	FC	
Draft 2020-21 Budget, proposed allocations	Eckermann, Diane	FC	
Draft Rating Policies 2020-21	Rice, Justin	FC	

#### Council meeting 19/5/20

REPORT SCHEDULED	RESPONSIBLE OFFICER	DEPT	CF
Indoor Recreation Centres Review	Carr, Nicholas	CO	
2020 Round One ON Business Partner Program Small Business Grants	Bolger, Eulonda	CCS	
Audit, Risk, Value and Efficiency Committee meeting minutes	Hammond, Susan	CCS	
Council and Committee Reporting Schedule	Hammond, Susan	CCS	
Legal Services Summary	Hancock, Alison	CCS	
Strategic Directions Committee minutes	Hammond, Susan	CCS	
draft Annual Business Plan and Budget 2020-21 for community engagement	Eckermann, Diane	FC	

#### SDC meeting 2/6/20

REPORT SCHEDULED	RESPONSIBLE OFFICER	DEPT	CF
2020-21 Grants and Sponsorship Programs funding recommendations	Ficken, Margaret	CR	



<b>2020-21 Regional Festivals and Events sponsorship (Tier 2) funding recommendations</b>	Sutton, Dale	CR
<b>Community Plan Review</b>	Onsman, Ynys	CR
<b>Council and Committee Reporting Schedule</b>	Luke, Jonathan	CCS

#### **Council meeting 16/6/20**

<b>REPORT SCHEDULED</b>	<b>RESPONSIBLE OFFICER</b>	<b>DEPT</b>	<b>CF</b>
<b>Council and Committee Reporting Schedule</b>	Hammond, Susan	CCS	
<b>Strategic Directions Committee minutes</b>	Hammond, Susan	CCS	

#### **ARVEC meeting 22/6/20**

<b>REPORT SCHEDULED</b>	<b>RESPONSIBLE OFFICER</b>	<b>DEPT</b>	<b>CF</b>
<b>2020 Committee Reporting Schedule (Work Plan)</b>	Brown, Kathryn	CCS	
<b>Bi-annual update - monitoring hospitality related transactions</b>	Brown, Kathryn	CCS	
<b>Bi-annual Work Health and Safety activities update</b>	Stott, Christian	CCS	
<b>Building Rules Assessment Audit Report</b>	Randell, Ian	CCS	
<b>Quarterly update - Risk Management</b>	Mirovitskaya, Elena	CCS	
<b>Implementation of external audit actions report</b>	Carter, Kevin	FC	

#### **Special Council meeting 23/6/20**

<b>REPORT SCHEDULED</b>	<b>RESPONSIBLE OFFICER</b>	<b>DEPT</b>	<b>CF</b>
<b>Budget balancing</b>	Eckermann, Diane	FC	
<b>Community engagement outcomes</b>	Eckermann, Diane	FC	
<b>Draft Rating Policies 2020-21</b>	Rice, Justin	FC	
<b>Schedule of Fees and Charges 2020-21</b>	Sghendo, Sonia-Marie	FC	

#### **Special Council meeting 30/6/20**

<b>REPORT SCHEDULED</b>	<b>RESPONSIBLE OFFICER</b>	<b>DEPT</b>	<b>CF</b>
<b>Adoption of Annual Business Plan</b>	Eckermann, Diane	FC	
<b>Budget and Declaration of Rates 2020-2021</b>	Rice, Justin	FC	



## 10. Questions on notice

### 10.1 Questions on notice – Cr de Graaf re Onkaparinga suburbs

Please list Onkaparinga suburbs by State Ranking, and by Adelaide Region Ranking, based on the SIEFA index scores of disadvantage. List four separate tables please. With just Onkaparinga in State and Adelaide Region - like this but with the full heading and in a table.

Suburb	SEIFA score	State rank
Christie Downs	800	40
Hackham West	810	43
Huntfield Heights	888	102
O'Sullivan Beach	893	107
Christies Beach	914	166
Noarlunga Downs	919	182
Morphett Vale	930	198
Hackham	934	216
Noarlunga Centre	947	291
Aldinga Beach	957	341

AND then list the entire State and Adelaide regions – with all the suburbs listed, that show Onkaparinga Suburbs listed within those tables and highlighted in RED, so they are clear in context how Onkaparinga's suburbs are listed within the SEIFA Index.

1.b How many suburbs are there in total in both of these regions (State wide, and Adelaide , or Greater Adelaide region).

1.c Please explain a little more about the SEIFA index.

1.d What records of it's own does Council collect – similar to the SEIFA records?

1.d What does Onkaparinga Council know about the homelessness statistics, people and population within the Onkaparinga Region.

1.e Please explain the term "homelessness" – as I believe this also generally includes those living in small or cramped conditions, those who are "couch surfing" – and other sub brackets, besides street / rough sleeping and car sleeping.

1.f How is the City, State, Federal Government or any other agency currently assisting "car sleepers" in our region.

1.g It is reported that many supermarkets are now putting up new 4 hour parking restrictions to keep "car sleepers" out from sleeping in their car parks at night, do Council Rangers or Council staff have any knowledge of this, or any further information to add?

Page left intentionally blank

## **10.2 Questions on notice – Cr de Graaf re STEDS**

**On Council's waste water system referred to as the STED** – where there are several streets within standard suburban streets and areas, such as Morphett Vale. Please list in detail, suburbs and streets where the STEDs exist. Please list the over all number of houses using this system. Please provide any any back information on the STED, including when it started, when council signed the contract – and why houses in Morphett Vale, or other areas were not moved over to SA Water standard sewage systems instead at that time – **considering SA Water sewage lines existed nearby there, but they didn't exist out at more semi rural areas.**



Page left intentionally blank

### **10.3 Questions on notice – Cr de Graaf re hardship program**

#### Question 3

A hardship program for Onkaparinga Council. Please provide summary answers to this question. If a lengthy report is required at a later date this will be requested at a future date.

3.a Has Onkaparinga Council ever had a hardship program in the past, or did any of the **council's who amalgamated have one. Please provide details of what these were. A brief summary at this point would be useful.**

3.b My current understanding is that pensioners have some current assistance available to them, but any one else can only apply to have their current fees waived – but there is a process to having those fees waived. Please list the fees, and list the process of having those fees waived. Please list the options currently available to Pensioners – and differentiate, is this only retirement pensioners, and if so – at what age group. I am not aware that this is available to a person on parenting payment for example – where they **have a "pension card from the Federal Government" but please can you provide more detail.**

3.c Please provide an example of a hardship program that another South Australian council uses – and list it here.

Page left intentionally blank



#### **10.4 Questions on notice – Cr de Graaf re transparency**

Question 4

On greater transparency.

4.a If all elected members were to be made aware of every Operational Procedure where would a task like that begin?

4.b What is involved in an "Internal Review"?

Page left intentionally blank

## 11. Motions

### 11.1 Notice of Motion – Cr Peat – Letter Box Banks

#### Background

A case arose whereby a resident at Port Willunga requested he be able to erect a Letter Box Bank for himself and neighbors as Australia Post will not deliver to properties that are located on dirt / gravel roads. Letter Box Banks are common place in rural suburbs across the City of Onkaparinga.

Australia Post has advised Council (CEO and Manager Property) that the safety risk to Australia Post employees when delivering letters / parcels to Letter Box Banks located on Council gavel roads and dirt verges is extreme.

Information provided by Council's 'Manager Property and Commercial' to the resident at Pt Willunga is as follows: -

**"All the residents will have a necessary role in maintaining a public risk policy to the value of ten million dollars while the structure is located on council land or road verge, this is a non-negotiable term of any privately-owned structure placed on Council's property."**

This highlights a financial risk for Council in that all owners of Letter Box Banks in the CoO do not have public risk insurance to the value of ten million dollars to protect Council from potential claims for damages as a result of an Australia Post employee injuring themselves whilst delivering letter / parcels to a Letter Box Bank or from any persons claiming compensation from Council resulting from their contact with a letter box bank positioned on Council land.

Governing is all about being "Risk Adverse" and here is an case that requires assessing to determine how Council can mitigate / eliminate this financial risk

#### Motion

That a report be presented to Council providing information from Australia Post, **Council's Insurer and Council's Legal advisor on the following: -**

- Does Australia Post approve of its employees and contractors delivering **letters and parcels to Letter Box Banks located on Council's gravelled roads** and dirt verges.
- **Does Council's current liability policy, cover Australia Post employees, contractors and members of the public from potential injury when they are delivering to Letter Box Banks on Council's gravelled roads and dirt verges**
- **Is Council's Insurer aware of this issue and their potential financial exposure.**
- Has Council notified / informed all residents who have Letter Box Banks of their Insurance obligations.
- That Council seeks Legal Advice regarding available options for Council, to eliminate this risk



Page left intentionally blank

## **11.2 Notice of Motion – Cr Peat – Sellicks Beach CWMS and WWTP systems**

### Background

Recent activities at Sellicks Beach including Council's Master Planning to commence this year and the proposed building of mixed use development comprising retail tenancies, post office, five upper-storey residential apartments, carparking and landscaping at 87 Esplanade, Sellicks Beach has created concerns regarding the disposing of wastewater into the existing Sellicks CMWS and WWTP systems.

A number of incidents have occurred at the Sellicks Beach WWTP since 2013 and have been managed in accordance with the EPA approved action plan to address any identified issues with the recycled water irrigation system.

The EPA carried out a detailed investigation of one particular incident in 2015; however, no regulatory penalties have been imposed on the City of Onkaparinga associated with the Sellicks Beach CWMS.

The questions the community are asking :-

**"What is the maximum capacity of the existing Sellicks Beach WWTP and CWMS systems?"**

**"How much of the future development at Sellicks Beach can the existing waste water management system and waste water treatment plant adequately manage?"**

### Motion

That a report be prepared for Council on the total approved capacity of the Sellicks Beach CWMS and WWTP systems and how this relates to the future development capacity within Sellicks Beach.

Page left intentionally blank



**12. Petitions**

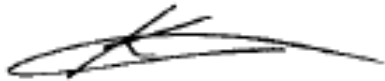
Nil.

**13. Urgent business**

**14. Confidential items**

Confidential Clause

If Council so determines item 14.1 may be considered in confidence under Section 90(2) of the *Local Government Act 1999* on grounds contained in the Recommendations below.



Kirk Richardson  
Chief Executive Officer (Acting)

Page left intentionally blank

#### 14.1 Aldinga Beach 'Latitude' plans for appeal settlement with Winwest

1. That:
  - a. under the provisions of Section 90(2) of the *Local Government Act 1999* an order be made that the public, with the exception of staff on duty, be excluded from attendance at the meeting in order to consider this item in confidence.
  - b. the Council is satisfied that it is necessary that the public, with the exception of staff on duty, be excluded to enable the Council to consider the report at the meeting on the following grounds:

Section 90(3)(h) legal advice; and

Section 90(3)(i) information relating to actual litigation, or litigation that the council or council committee believes on reasonable grounds will take place, involving the council or an employee of the council;
  - c. accordingly, on this basis the principle that meetings of the Council should be conducted in a place open to the public has been outweighed by the need to keep the information or discussion confidential.

#### 2-3 Confidential

4. a. That the matter of **Aldinga Beach 'Latitude' plans for appeal settlement** with Winwest having been considered by the Council in confidence under sections 90(2) and 90(3)(h) and (i) of the *Local Government Act 1999* that an order be made under the provisions of sections 91(7) and (9) of the *Local Government Act 1999* that the agenda report, discussion and minutes of the Council relating to discussion of the subject matter be kept confidential until **the Council's appeal is finalised in the ERD Court, except insofar as is necessary to communicate the Council's decision to the Court and interested parties.**
- b. That, pursuant to section 91(9)(a) of the *Local Government Act 1999*, Council delegates the duty to conduct an annual review of the confidentiality order to the Chief Executive Officer, or their sub-delegate.
- c. That, pursuant to section 91(9)(c) of the *Local Government Act 1999*, Council delegates the power to revoke the confidentiality order to the Chief Executive Officer, or their sub-delegate.



## **15. Closure**

# Conflict of Interest Disclosure Form

CONFLICTS MUST BE DECLARED VERBALLY DURING MEETINGS

Councillor:

Date:

Meeting name:

Agenda item no:

1. I have identified a conflict of interest as:

MATERIAL ☐

ACTUAL ☐

PERCEIVED ☐

**MATERIAL:** Conflict arises when a councillor or a nominated person will gain a benefit or suffer a loss (whether directly or indirectly and whether pecuniary or personal) if the matter is decided in a particular manner. If declaring a material conflict of interest, Councillors must declare the conflict and leave the meeting at any time the item is discussed.

**ACTUAL:** Conflict arises when there is a conflict between **a councillor's interests (whether direct or indirect, personal or pecuniary)** and the public interest, which might lead to decision that, is contrary to the public interest.

**PERCEIVED:** Conflict arises in relation to a matter to be discussed at a meeting of council, if a councillor could reasonably be taken, from the perspective of an impartial, fair-minded person, to have a conflict of interest in the matter – whether or not this is in fact the case.

2. The nature of my conflict of interest is as follows:

*(Describe the nature of the interest, including whether the interest is direct or indirect and personal or pecuniary)*

---

---

3. I intend to deal with my conflict of interest in the following transparent and accountable way:

☐ I intend to leave the meeting

OR

☐ I intend to stay in the meeting *(complete part 4)*

4. The reason I intend to stay in the meeting and consider this matter is as follows:

---

---

*(This section must be filled in. Ensure sufficient detail is recorded of the specific circumstances of your interest.)*

and that I will receive no benefit or detriment direct or indirect, personal or pecuniary from considering and voting on this matter.

CONFLICTS MUST ALSO BE DECLARED VERBALLY DURING MEETINGS

Governance use only: Member voted FOR/AGAINST the motion.

## Ordinary Business Matters

A material, actual or perceived Conflict of Interest does not apply to a matter of ordinary business of the council of a kind prescribed by regulation.

The following ordinary business matters are prescribed under Regulation 8AAA of the *Local Government (General) Regulations 2013*.

- (a) *the preparation, discussion, conduct, consideration or determination of a review under section 12 of the Act*
  - (b) *the preparation, discussion, adoption or revision of a policy relating to allowances and benefits payable to members if the policy relates to allowances and benefits payable equally to each member (rather than allowances and benefits payable to particular members or particular office holders)*
  - (c) *the preparation, discussion, adoption or alteration of a training and development policy under section 80A of the Act*
  - (d) *the preparation, discussion, adoption or amendment of a strategic management plan under section 122 of the Act*
  - (e) *the adoption or revision of an annual business plan*
  - (f) *the adoption or revision of a budget*
  - (g) *the declaration of rates (other than a separate rate) or a charge with the character of a rate, and any preparation or discussion in relation to such a declaration*
  - (h) *a discussion or decision of a matter at a meeting of a council if the matter—*
    - (i) *relates to a matter that was discussed before a meeting of a subsidiary or committee of the council*
    - (ii) *the relevant interest in the matter is the interest of the council that established the committee or which appointed, or nominated for appointment, a member of the board of management of the council subsidiary or regional subsidiary.*
- (2) ***For the purposes of section 75(3)(b) of the Act, a member of a council who is a member, officer or employee of an agency or instrumentality of the Crown (within the meaning of section 73(4) of the Act) will not be regarded as having an interest in a matter before the council by virtue of being a member, officer or employee.***

## Engagement and membership with groups and organisations exemption

A member will not be regarded as having a conflict of interest actual or perceived in a matter to be discussed at a meeting of council by reason only of:

- an engagement with a community group, sporting club or similar organisation undertaken by the member in his or her capacity as a member; or membership of a political party
- membership of a community group, sporting club or similar organisation ( as long as the member **is not** an office holder for the group, club or organisation)
- the member having been a student of a particular school or his or her involvement with a school as parent of a student at the school
- a nomination or appointment as a member of a board of a corporation or other association, if the member was nominated for appointment by a Council.

However, the member will still be required to give careful consideration to the nature of their association with the above bodies. Refer Conflict of Interest Guidelines.

For example: If your only involvement with a group is in your role as a Council appointed liaison as outlined in the Council appointed liaison policy, you will not be regarded as having a conflict of interest actual or perceived in a matter, and are NOT required to declare your interest.