



## ORDINARY COUNCIL MEETING

### NOTICE OF MEETING

To: Mayor Jan-Claire Wisdom

Councillor Kirrilee Boyd
Councillor Adrian Cheater
Councillor Nathan Daniell
Councillor Pauline Gill
Councillor Chris Grant
Councillor Malcolm Herrmann
Councillor Lucy Huxter
Councillor Leith Mudge
Councillor Mark Osterstock
Councillor Kirsty Parkin
Councillor Louise Pascale
Councillor Melanie Selwood

Notice is given pursuant to the provisions under Section 83 of the *Local Government Act 1999* that the next meeting of the Council will be held on:

**Tuesday 9 July 2024**  
**6.30pm**  
**63 Mt Barker Road Stirling**

A copy of the Agenda for this meeting is supplied under Section 83 of the Act.

Meetings of the Council are open to the public and members of the community are welcome to attend. Public notice of the Agenda for this meeting is supplied under Section 84 of the Act.

A handwritten signature in black ink, appearing to read 'GG', is written over a horizontal line.

**Greg Georgopoulos**  
**Chief Executive Officer**



## ORDINARY COUNCIL MEETING

**AGENDA FOR MEETING**  
**Tuesday 9 July 2024**  
**6.30pm**  
**63 Mt Barker Road Stirling**

### ORDER OF BUSINESS

**1. COMMENCEMENT**

**2. OPENING STATEMENT**

Council acknowledges that we meet on the traditional lands and waters of the Peramangk and Kaurna people. They are Custodians of this ancient and beautiful land and so we pay our respects to Elders past, present and emerging. We will care for this country together by ensuring the decisions we make will be guided by the principle that we should never decrease our children's ability to live on this land.

**3. APOLOGIES/LEAVE OF ABSENCE**

3.1. Apology

3.2. Leave of Absence

3.2.1. Cr Leith Mudge, 9 July 2024 to 11 July 2024, approved at Council 25 June 2024.

3.2.2. Cr Lucy Huxter, 8 July 2024 to 25 July 2024, approved at Council 25 June 2024.

3.3. Absent

**4. MINUTES OF PREVIOUS MEETINGS**

Council Meeting – 25 June 2024

*That the minutes of the ordinary meeting held on 25 June 2024 as supplied, be confirmed as an accurate record of the proceedings of that meeting.*

5. DECLARATION OF CONFLICT OF INTEREST BY MEMBERS OF COUNCIL

6. MAYOR'S OPENING REMARKS

7. QUESTIONS ADJOURNED/LYING ON THE TABLE

- 7.1. Questions Adjourned  
Nil
- 7.2. Questions Lying on the Table  
Nil

8. PETITIONS / DEPUTATIONS / PUBLIC FORUM

- 8.1. Petitions
- 8.2. Deputations
- 8.3. Public Forum

9. PRESENTATIONS (by exception)

Nil

10. QUESTIONS ON NOTICE

- 10.1. Expenditure Query – Cr Mark Osterstock
- 10.2. Development Queries Woodside – Cr Kirsty Parkin

11. MOTIONS ON NOTICE

- 11.1. Proposed OTR Development Heathfield – Cr Mark Osterstock

- 1. *Council reaffirms its decisions [196/24 and 197/24] of the 11th day of June 2024 in relation to DA 21031284, Proposed OTR Development at Heathfield. Those decisions being as follows:*

Moved Cr Mark Osterstock  
S/- Cr Chris Grant 196/24

I move that:

Decision 1

- 1. Council reaffirms its decision [209/23] of the 8th day of August 2023 in relation to DA 21031284, Proposed OTR Development at Heathfield. That decision being as follows:

11.1 Proposed OTR Development Heathfield

Moved Cr Mark Osterstock  
S/- Cr Chris Grant

209/23

- 1. Council endorses the recent decision of the Council Assessment Panel (CAP) in relation to DA 21031284, Proposed OTR Development at Heathfield (the applicant) dated the 26th day of July 2023. (Appendix 1)
- 2. Council confirms, that in the event that the applicant for DA 21031284 appeals the CAP's refusal, and notwithstanding the Council's obligations under section 83(1)(b)(iii) of the Planning, Development and Infrastructure Act 2016, the Council is supportive of the CAP and its decision-making process in this matter.
- 3. Further, the Council extends its encouragement to the Assessment Manager, in her role in assisting and supporting the CAP, under section 87 of the PDI Act, and by extension, if necessary, in defending the CAP's refusal of the subject application to the fullest extent possible.

Carried Unanimously

Carried Unanimously

Mayor \_\_\_\_\_

25 June 2024

**Decision 2**

Moved Cr Mark Osterstock  
S/- Cr Nathan Daniell

197/24

I move that:

1. Council notes that the applicant has submitted an appeal against the Council Assessment Panel (CAP) decision of the 26th day of July 2023 and that this appeal is currently before the Environment Resources and Development (ERD) Court.
2. Council maintains its opposition, in the strongest possible terms, to a large 24-hour retail fuel outlet and canopy, an automatic car wash and dog wash facility, for the reasoning as articulated in its detailed representation that was considered by the CAP at its meeting of the 26th day of July 2023 (Appendix 1).
3. Council, once again, extends its encouragement to the Assessment Manager, in her role in assisting and supporting the CAP, under Section 87 of the PDI Act, in defending the appeal.

Carried

2. *Council notes that this matter has now been considered by the Council's [Independent] Assessment Panel [CAP] on two separate occasions, namely; the 26<sup>th</sup> day of July 2023 and the 19<sup>th</sup> day of June 2024.*
3. *Council further notes that on both these occasions the proposal has not been supported by the CAP.*
4. *Council requests that the Chief Executive Officer, on behalf of Council, and the local Heathfield community, noting the significant and widespread community opposition to the proposal for a 24-hour retail fuel outlet and associated facilities, writes to the applicant, PC Infrastructure Pty Ltd [ACN: 612 900 946] requesting that, in the public interest, the current appeal proceedings before the Environment Resources and Development Court be discontinued.*

11.2. Housing Strategy – Cr Kirsty Parkin

1. *The Adelaide Hills Council commence the development of a Housing Strategy that aims to balance growth and change across the district, with consideration to distinctive township, neighbourhood and countryside character and the environmental cost and benefits of new housing.*
2. *The initial phase of this strategy development prioritises community engagement delving into the distinctive features and characteristics that make each village within our region special and unique to our community.*
3. *A visioning process forms a key part of this engagement process and explores residents' desires for their living environment, including aspects such as architecture, public spaces, community facilities, and cultural heritage, envisioning what residents want their homes, townships, neighbourhoods and countryside to look and feel like.*
4. *A Community Reference Group be established to contribute ideas and feedback based on lived experience and local knowledge of housing needs. The group will ensure character preservation and environmental measures are integrated into the Strategy development process. To support the Group collaboration with relevant stakeholders and experts in climate action, environmental conservation, and character preservation will be necessary.*

5. *The community engagement process be inclusive and participatory, ensuring that all residents have the opportunity to contribute their perspectives, ideas, and aspirations for their homes and neighbourhoods, and be undertaken with the understanding that the different villages within the Adelaide Hills may have different aspirations for the amenity of their towns and surrounding landscape*
6. *The Adelaide Hills Council allocate sufficient resources and support to facilitate meaningful community engagement activities, including but not limited to workshops, surveys, and community gatherings, to capture a diverse range of voices and perspectives.*
7. *Concurrent with the engagement process, an audit should be undertaken to determine what housing is currently available for older residents in the AHC. Alongside housing audits focusing on general community needs and available housing options for all residents.*
8. *The strategy considers environmental measures to safeguard the natural assets of the Adelaide Hills region such as tree canopy cover, landscape and farmland*
9. *Given the climate emergency declared by the Adelaide Hills Council, the Strategy incorporate measures to address climate change mitigation and adaptation, enhancing resilience and promoting environmentally sustainable development practices.*
10. *Regular updates on the progress of the Housing Strategy development, including updates on the integration of climate emergency, environmental, and heritage considerations, be communicated to the public through accessible channels such as council meetings, newsletters, social media, and community forums.*
11. *Prior to completion, the draft Housing Strategy be subjected to widespread community consultation and feedback to ensure that it aligns with the council's climate emergency declaration, as well as environmental and character preservation goals, and reflects the aspirations and priorities of Adelaide Hills residents.*

**12. ADMINISTRATION REPORTS – DECISION ITEMS**

12.1. Road Closure Approval – AusCycling Super Series 2024

1. *That the report be received and noted.*
2. *That Council provides consent for road closure orders in relation to the 2024 AusCycling Super Series event as follows:*

*Sunday 20 October 2024  
Approximate closure 7:00am – 6:00pm*

*Mount Barker Road closed between Adelaide Hills Council boundary to South Eastern Freeway exit*

3. *That the Council confirms that the Chief Executive Officer may use existing powers under delegation to consider, and determine whether or not to provide consent to, any proposals for changes to the road closures in the lead up to the event, so long as the overall scope of the event road closures remains similar to the proposal described above.*
4. *That Council provides approval for the Chief Executive Officer to use the delegation already provided to him to consider consent for road closures under Section 33(2) of the Road Traffic Act 1961 if the event is to be run in future years.*

12.2. External Training and Development – Cr Adrian Cheater

1. *That the report be received and noted.*
2. *To approve the payment of \$3000 for the EOG-7005 – Community Engagement training via the University of Adelaide for Cr Adrian Cheater.*

OR

3. *To not approve the payment of \$3000 for the EOG-7005 – Community Engagement training via the University of Adelaide for Cr Adrian Cheater.*

12.3. AHRMWA Strategic Plan

1. *That the report be received and noted.*
2. *To approve the Adelaide Hills Region Waste Management Authority Strategic Plan 2024-34.*
3. *That the CEO advises the Adelaide Hills Region Waste Management Authority Board that Council has reviewed and approved the Adelaide Hills Region Waste Management Authority Strategic Plan 2024-34.*

**13. ADMINISTRATION REPORTS – INFORMATION ITEMS**

13.1. Adelaide Peri-Urban Project

1. *That the report be received and noted.*

**14. CORRESPONDENCE FOR NOTING**

- 14.1. Letter to the Governor, Her Excellency Francis Adamson, on the passing of her mother
- 14.2. Letter to Mr Ted Huber – Congratulations on being named a Member of the Order of Australia

**15. QUESTIONS WITHOUT NOTICE**

**16. MOTIONS WITHOUT NOTICE**

**17. REPORTS**

17.1. Council Member Function or Activity on the Business of Council

17.2. Reports of Members/Officers as Council Representatives on External Organisations

17.3. CEO Report brooch

**18. REPORTS OF COMMITTEES**

18.1. *Council Assessment Panel – 19 June 2024*

*That the minutes of the CAP meeting held on 19 June 2024 as supplied, be received and noted.*

18.2. *Audit Committee*

Nil

18.3. *CEO Performance Review Panel*

Nil

18.4. *Boundary Change Committee*

Nil

**19. CONFIDENTIAL ITEMS**

Nil

**20. NEXT MEETING**

Tuesday 23 July 2024, 6.30pm, 63 Mt Barker Road, Stirling

**21. CLOSE MEETING**

## Council Meeting & Workshops 2024

<b>JULY 2024</b>			
Mon 1 July	Workshop	Woodside	N/A
Tues 9 July	Ordinary Council	Stirling	Rebekah Lyons
Wed 10 July	CAP	Stirling	Karen Savage
Tues 16 July	Professional Development Mid-term mandatory training	Stirling	N/A
Tues 23 July	Ordinary Council	Stirling	Rebekah Lyons
Wed 24 July	CEO PRP	Stirling	Kelley Jones Lawyers
<b>AUGUST 2024</b>			
Mon 5 August	Workshop	Woodside	N/A
Tues 13 August	Ordinary Council	Stirling	Rebekah Lyons
Wed 14 August	CAP	Stirling	Karen Savage
Mon 19 August	Audit Committee	Stirling	Skye Ludzay
Tues 20 August	Professional Development	Stirling	N/A
Tues 27 August	Ordinary Council	Stirling	Rebekah Lyons
<b>SEPTEMBER 2024</b>			
Mon 2 September	Workshop	Woodside	N/A
Tuesday 10 September	Ordinary Council	Stirling	Rebekah Lyons
Wed 11 September	CAP	Stirling	Karen Savage
Tues 17 September	Professional Development Mid-term mandatory training	Stirling	N/A
Thurs 19 September	CEO PRP	Stirling	Kelley Jones Lawyers
Tues 24 September	Ordinary Council	Stirling	Rebekah Lyons
<b>OCTOBER 2024</b>			
Tues 1 October (Public Holiday)	Workshop	Woodside	N/A
Tuesday 8 October	Ordinary Council	Stirling	Rebekah Lyons
Wed 9 October	CAP	Stirling	Karen Savage
Mon 14 October	Audit Committee	Stirling	Skye Ludzay
Tues 15 October	Professional Development Mid-term mandatory training	Stirling	N/A
Tues 22 October	Ordinary Council	Stirling	Rebekah Lyons
<b>NOVEMBER 2024</b>			
Mon 4 November	Workshop	Woodside	N/A
Tues 12 November	Ordinary Council	Stirling	Rebekah Lyons
Wed 13 November	CAP	Stirling	Karen Savage
Mon 18 November	Audit Committee	Stirling	Jody Atkins
Tues 19 November	Professional Development	Stirling	N/A
Tues 26 November	Ordinary Council	Stirling	Rebekah Lyons
<b>DECEMBER 2024</b>			
Mon 2 December	Workshop	Woodside	N/A
Wed 11 December	CAP	Stirling	Karen Savage
Tues 17 December	Ordinary Council	Stirling	Rebekah Lyons
Wed 18 December	CEO PRP	Stirling	Kelley Jones Lawyers

*Meetings are subject to change, please check agendas for times and venues. All meetings (except Council Member Professional Development) are open to the public*



## Council Member Attendance 2024

### Information or Briefing Sessions

Meeting Date	Mayor Jan-Claire Wisdom	Cr Kirrilee Boyd	Cr Adrian Cheater	Cr Nathan Daniell	Cr Leith Mudge	Cr Louise Pascale	Cr Mark Osterstock	Cr Kirsty Parkin	Cr Pauline Gill	Cr Chris Grant	Cr Malcolm Herrmann	Cr Lucy Huxter	Cr Melanie Selwood
19.03.2024 (PD)	LOA	F	F	F	F	F	AP	F	F	F	F	F	F
23.03.2024 (WS)	LOA	P	F	F	F	F	P	P	F	F	F	AP	F
02.04.2024 (WS)	LOA	AP	F	F	F	F	F	P	A	F	F	P	P
09.04.2024 (WS)	LOA	F	F	F	F	LOA	F	F	A	F	F	LOA	F
16.04.24 (WS)	LOA	F	P	F	AP	LOA	LOA	LOA	F	F	F	F	F
06.05.2024 (WS)	LOA	F	F	F	F	F	A	F	LOA	F	F	F	F
21.05.2024 (WS)	F	F	F	F	F	P	LOA	F	LOA	F	F	AP	F
3.06.2024 (WS)	AP	AP	F	F	F	F	AP	F	F	F	F	AP	F
18.06.2024 (PD)	F	F	F	F	F	F	F	AP	F	F	F	AP	F
01.07.24 (WS)	AP	F	AP	F	F	AP	AP	F	AP	F	P	P	F

## Council Member Attendance 2024

### Council Meetings (including Special Council Meetings)

Meeting Date	Mayor Jan-Claire Wisdom	Cr Kirrilee Boyd	Cr Adrian Cheater	Cr Nathan Daniell	Cr Leith Mudge	Cr Louise Pascale	Cr Mark Osterstock	Cr Kirsty Parkin	Cr Pauline Gill	Cr Chris Grant	Cr Malcolm Herrmann	Cr Lucy Huxter	Cr Melanie Selwood
26.03.2024	LOA	AP	F	F	F	P	LOA	F	F	AP	F	AP	F
9.04.2024	LOA	F	F	F	F	LOA	F	F	P	F	F	LOA	F
23.04.2024	LOA	F	F	F	F	LOA	F	F	AP	F	F	F	F
14.05.2024	LOA	F	F	F	F	F	LOA	AP	LOA	F	F	F	F
28.05.2024	F	F	F	F	F	AP	F	LOA	LOA	F	F	F	F
11.06.2024	F	F	F	F	F	F	F	LOA	F	F	F	AP	F
17.06.2024	F	F	F	F	F	F	AP	F	F	F	F	F	F
25.06.2024	F	AP	F	F	F	F	F	F	AP	F	F	F	F
01.07.2024	F	F	AP	F	F	AP	F	F	AP	F	F	F	F

# Conflict of Interest Disclosure Form

**CONFLICTS MUST BE DECLARED VERBALLY DURING MEETINGS**

Date: \_\_\_\_\_

**Meeting Name (please tick one)**

- |                              |                          |                           |                          |
|------------------------------|--------------------------|---------------------------|--------------------------|
| Ordinary Council             | <input type="checkbox"/> | Audit Committee           | <input type="checkbox"/> |
| Special Council              | <input type="checkbox"/> | Boundary Change Committee | <input type="checkbox"/> |
| CEO Performance Review Panel | <input type="checkbox"/> | Other: _____              | <input type="checkbox"/> |

**Item No**

**Item Name:**

\_\_\_\_\_

(Only one conflict of interest entry per form)

I, Mayor / Cr \_\_\_\_\_ have identified a conflict of interest as:

**GENERAL**

**MATERIAL**

**GENERAL**

In considering a General Conflict of Interest (COI), an impartial, fair-minded person might consider that the Council Member's private interests might result in the Member acting in a manner that is contrary to their public duty.

**MATERIAL**

In considering a Material Conflict of Interest (COI), a member of a council has a material conflict of interest in a matter to be discussed at a meeting of the council if a class of persons as defined in s75(1)(a-l) in the Act would gain a benefit, or suffer a loss, (whether directly or indirectly and whether of a personal or pecuniary nature) depending on the outcome of the consideration of the matter at the meeting.

**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)

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**I intend to deal with my conflict of interest in the following transparent and accountable way:**

- I intend to **stay** in the meeting (please complete details below)
- I intend to **stay** in the meeting as exempt under s75A (please complete details below)
- I intend to **leave** the meeting (*mandatory if you intend to declare a Material conflict of interest*)

**The reason I intend to stay in the meeting and consider this matter is as follows:**

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

(This section must be completed and ensure sufficient detail is recorded of the specific circumstances of your interest.)

**Office use only: Council Member voted FOR / AGAINST the motion.**

## 8. DEPUTATIONS

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*For full details, see Code of Practice for Meeting Procedures on [www.ahc.sa.gov.au](http://www.ahc.sa.gov.au)*

1. A request to make a deputation should be made by submitting a Deputation Request Form, (available on Council's website and at Service and Community Centres) to the CEO seven clear days prior to the Council meeting for inclusion in the agenda.
2. Each deputation is to be no longer than ten (10) minutes, excluding questions from Members.
3. Deputations will be limited to a maximum of two per meeting.
4. In determining whether a deputation is allowed, the following considerations will be taken into account:
  - the number of deputations that have already been granted for the meeting
  - the subject matter of the proposed deputation
  - relevance to the Council agenda nominated – and if not, relevance to the Council's powers or purpose
  - the integrity of the request (i.e. whether it is considered to be frivolous and/or vexatious)
  - the size and extent of the agenda for the particular meeting and
  - the number of times the deputee has addressed Council (either in a deputation or public forum) on the subject matter or a similar subject matter.

## 8.3 PUBLIC FORUM

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*For full details, see Code of Practice for Meeting Procedures on [www.ahc.sa.gov.au](http://www.ahc.sa.gov.au)*

1. The public may be permitted to address or ask questions of the Council on a relevant and/or timely topic.
2. The Presiding Member will determine if an answer is to be provided.
3. People wishing to speak in the public forum must advise the Presiding Member of their intention at the beginning of this section of the meeting.
4. Each presentation in the Public Forum is to be no longer than five (5) minutes (including questions), except with leave from the Council.
5. The total time allocation for the Public Forum will be ten (10) minutes, except with leave from the Council.
6. If a large number of presentations have been requested, with leave from the Council, the time allocation of five (5) minutes may be reduced.
7. Any comments that may amount to a criticism of individual Council Members or staff must not be made. As identified in the Deputation Conduct section above, the normal laws of defamation will apply to statements made during the Public Forum.
8. Members may ask questions of all persons appearing relating to the subject of their presentation.

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# **Minutes of Council**

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**ADELAIDE HILLS COUNCIL  
MINUTES OF ORDINARY COUNCIL MEETING  
TUESDAY 25 June 2024  
63 MT BARKER ROAD STIRLING**

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In Attendance

**Presiding Member:** Mayor Jan-Claire Wisdom

**Members:**

Councillor Adrian Cheater
Councillor Nathan Daniell
Councillor Chris Grant
Councillor Malcolm Herrmann
Councillor Lucy Huxter
Councillor Leith Mudge
Councillor Mark Osterstock
Councillor Kirsty Parkin
Councillor Louise Pascale
Councillor Melanie Selwood

In Attendance:

Greg Georgopoulos	Chief Executive Officer
Gary Lewis	Director Corporate Services
Jess Charlton	A/Director Community and Development
David Waters	Director Environment and Infrastructure
Zoë Gill	Governance and Risk Coordinator
Rebekah Lyons	Executive Assistant
Skye Ludzay	Minute Secretary
Tom Portas	Technical Support

**1. COMMENCEMENT**

The meeting commenced at 6:30 pm.

**2. OPENING STATEMENT**

Council acknowledges that we meet on the traditional lands and waters of the Peramangk and Kaurna people. They are Custodians of this ancient and beautiful land and so we pay our respects to Elders past, present and emerging. We will care for this country together by ensuring the decisions we make will be guided by the principle that we should never decrease our children's ability to live on this land.

**3. APOLOGIES/LEAVE OF ABSENCE**

**3.1 Apology**

Cr Kirrilee Boyd  
Cr Pauline Gill

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Mayor \_\_\_\_\_

9 July 2024

**ADELAIDE HILLS COUNCIL  
MINUTES OF ORDINARY COUNCIL MEETING  
TUESDAY 25 June 2024  
63 MT BARKER ROAD STIRLING**

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**3.2 Leave of Absence**

Moved Cr Malcolm Herrmann

S/- Cr Mark Osterstock

218/24

Council resolves to approve the following leave of absence:

**1 Cr Leith Mudge:**

**1.1 That a Leave of Absence from all duties of office be granted to Cr Leith Mudge from 9 July 2024 to 11 July 2024.**

**1.2 That any committee or panel membership currently held by Cr Leith Mudge be undertaken by the Deputy during the leave of absence.**

**2 Cr Lucy Huxter**

**2.1 That a Leave of Absence from all duties of office be granted to Cr Lucy Huxter from 8 July 2024 to 25 July 2024.**

**2.2 That any committee or panel membership currently held by Cr Lucy Huxter be undertaken by the Deputy during the leave of absence.**

**3 Mayor Jan-Claire Wisdom**

**3.1 That a Leave of Absence from all duties of office be granted to Mayor Jan-Claire Wisdom from 16 August 2024 to 13 September 2024.**

**3.2 That any committee or panel membership currently held by Mayor Jan-Claire Wisdom be undertaken by the Deputy during the leave of absence.**

**4 Cr Pauline Gill**

**4.1 That a Leave of Absence from all duties of office be granted to Cr Pauline Gill from 1 September 2024 to 3 October 2024.**

**4.2 That any committee or panel membership currently held by Cr Pauline Gill be undertaken by the Deputy during the leave of absence.**

<b>Carried Unanimously</b>
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**3.3 Absent**

Nil

**4. MINUTES OF PREVIOUS MEETINGS**

**4.1 Council Meetings – 11 June 2024 and 17 June 2024**

Moved Cr Leith Mudge

S/- Cr Chris Grant

219/24

**ADELAIDE HILLS COUNCIL  
MINUTES OF ORDINARY COUNCIL MEETING  
TUESDAY 25 June 2024  
63 MT BARKER ROAD STIRLING**

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**Council resolves:**

- 1 That the minutes of the Ordinary Council meetings held on 11 June 2024, as supplied, be confirmed as an accurate record of the proceedings of that meeting.**
- 2 That the minutes of the Special Council meeting held on 17 June 2024, as supplied, be confirmed as an accurate record of the proceedings of that meeting.**

<b>Carried Unanimously</b>
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**5. DECLARATION OF CONFLICT OF INTEREST BY MEMBERS OF COUNCIL**

**5.1 General Conflict of Interest, Cr Melanie Selwood – Item 12.3 Review of Cemetery Operating Policy**

Under section 75B of the *Local Government Act 1999* Cr Melanie Selwood disclosed a General (section 74) Conflict of Interest in Item 12.3.

**5.2 General Conflict of Interest, Cr Melanie Selwood – Item 12.5 Discretionary Rate Rebate Report**

Under section 75B of the *Local Government Act 1999* Cr Melanie Selwood disclosed a General (section 74) Conflict of Interest in Item 12.5.

**5.3 General Conflict of Interest, Cr Leith Mudge – Item 12.5 Discretionary Rate Rebate Report**

Under section 75B of the *Local Government Act 1999* Cr Leith Mudge disclosed a General (section 74) Conflict of Interest in Item 12.5.

**5.4 General Conflict of Interest, Cr Adrian Cheater – Item 12.5 Discretionary Rate Rebate Report**

Under section 75B of the *Local Government Act 1999* Cr Adrian Cheater disclosed a General (section 74) Conflict of Interest in Item 12.5.

**6. PRESIDING MEMBER'S OPENING REMARKS**

Mayor Wisdom welcomed the Gallery.

**7. QUESTIONS ADJOURNED/LYING ON THE TABLE**

**7.1 Questions Adjourned**

Nil

**7.2 Questions Lying on the Table**

Nil



**ADELAIDE HILLS COUNCIL  
MINUTES OF ORDINARY COUNCIL MEETING  
TUESDAY 25 June 2024  
63 MT BARKER ROAD STIRLING**

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**8. PETITIONS/DEPUTATIONS/PUBLIC FORUM****8.1 Petitions**

Nil

**8.2 Deputations**

Nil

**8.3 Public Forum**

Keith Bennett of Mt Torrens, Questions to the CEO and Council regarding employee income protection insurance and the Deputy Mayor's statement upon their appointment.

**9. PRESENTATIONS**

Nil

**10. QUESTIONS ON NOTICE**

Nil

**11. MOTIONS ON NOTICE**

Nil

**12. OFFICER REPORTS – DECISION ITEMS****12.1 Draft 2024-25 Fees and Charges for Adoption**

Through the Presiding Member, leave of the meeting was sought and granted to defer Item 12.6 - Confidential Item Review until later in the agenda at the Confidential Items.

**Moved Cr Chris Grant**

**S/- Cr Kirsty Parkin**

**220/24**

**Council resolves:**

- 1. That the report Draft 2024-25 Fees and Charges for Adoption be received and noted.**
- 2. To adopt the 2024-25 Fees and Charges Schedule included at Appendix 1 to apply on and from 1 July 2024, with Item 2.7 Temporary Road Closures altered so that it reads "Application Fee (commercial applicants only) and fee for each additional day of closure" and deleting "Daily event fee (commercial applicants only) for additional days" and the two items under that heading."**
- 3. To authorise the Chief Executive Officer to approve minor changes to the Fees and Charges Schedule during the 2024-25 financial year, as required.**

**ADELAIDE HILLS COUNCIL  
MINUTES OF ORDINARY COUNCIL MEETING  
TUESDAY 25 June 2024  
63 MT BARKER ROAD STIRLING**

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<b>Carried Unanimously</b>
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**12.2 Local Roads and Community Infrastructure Program (LRCIP) Phase 4**

Moved Cr Malcolm Herrmann  
S/- Cr Chris Grant

**221/24**

Council resolves:

1. That the report be received and noted.
2. To authorise the applications for the following projects to be submitted as the Adelaide Hills Council Local Roads and Infrastructure Program Phase 4 full works schedule, totalling \$1,232,152, for delivery in 2024-25:
 

a. Knotts Hill Road slip	Ashton/Basket Range	\$87,000
b. Marble Hill Road slip	Ashton/Marble Hill	\$150,000
c. Fox Creek Road pavement renewal	Cudlee Creek	\$214,000
d. Junction Road, Stormwater	Balhannah	\$381,152
e. Adelaide Hills War Memorial Swimming Centre Splash Park, Woodside		\$400,000
3. That the Chief Executive Officer, or his delegate, be authorised to submit and negotiate any variations to the approved funding schedule, such as timing, specific project scope or specific funding allocations, in relation to the above projects as may be required throughout the delivery of the program.
4. That the Chief Executive Officer, or his delegate, be authorised to make any changes necessary to incorporate the above program of works into Council's 2024-25 Annual Business Plan and Budget.

<b>Carried Unanimously</b>
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**12.3 Review of Cemetery Operating Policy**

Under section 75B of the *Local Government Act 1999* Cr Melanie Selwood disclosed a General (section 74) Conflict of Interest in Item 12.3.

- One of my family members was adversely affected by the non-resident internment definition and I had communicated that to staff.

Cr Melanie Selwood advised of her intent to participate in the debate and to leave the meeting room and leave for the vote.

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TUESDAY 25 June 2024  
63 MT BARKER ROAD STIRLING**

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Moved Cr Mark Osterstock  
S/- Cr Adrian Cheater

222/24

Council resolves:

1. That the report Review of Cemetery Operating Policy be received and noted.
2. With an effective date of 1 July 2024, to revoke the 9 May 2023 *Cemetery Operating Policy* and to adopt the 11 June 2024 *Cemetery Operating Policy* as per Appendix 1.
3. That the Chief Executive Officer be authorised to make any formatting, nomenclature or other minor changes to the 11 June 2024 *Cemetery Operating Policy* as per Appendix 1 prior to the date of effect.

6:57pm Cr Melanie Selwood left the meeting room.

<b>Carried Unanimously</b>
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6:58pm Cr Melanie Selwood returned to the meeting room.

**12.4 Disclosure of Interest – Greg Georgopoulos CEO**

Moved Cr Chris Grant  
S/- Cr Leith Mudge

223/24

Council resolves:

1. That the report Chief Executive Officer – Declaration of Conflicts of Interest be received and noted.
2. To note the Chief Executive Officer, Mr Greg Georgopoulos' disclosure of a conflict of interest in relation to the Southern and Hills Local Government Association.
3. To authorise Mr Georgopoulos to act in the course of his official duties in relation to the Southern and Hills Local Government Association.

<b>Carried Unanimously</b>
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**ADELAIDE HILLS COUNCIL  
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**12.5 Discretionary Rate Rebate Report**

Under section 75B of the *Local Government Act 1999* Cr Leith Mudge disclosed a General (section 74) Conflict of Interest in Item 12.5.

- I recently joined an organisation called Save the Stirling Hospital. Given the applicant is Stirling Hospital it might be seen that I have a bias on this item.

Cr Leith Mudge advised of his intent to leave the meeting room while the item is discussed and will not vote on the matter.

7:00pm Cr Leith Mudge left the meeting room.

Under section 75B of the *Local Government Act 1999* Cr Adrian Cheater disclosed a General (section 74) Conflict of Interest in Item 12.5.

- I am a member of Scouts SA, who have received a rebate on rates.

Cr Adrian Cheater advised the meeting his private interest would not result in him acting in a manner contrary to his public duty and intended to remain in the meeting when the item is discussed, and to participate in the debate and vote on the matter.

Under section 75B of the *Local Government Act 1999* Cr Melanie Selwood disclosed a General (section 74) Conflict of Interest in Item 12.5.

- I have made public comments in support of the hospital remaining in Stirling.

Cr Melanie Selwood advised the meeting her private interest would not result in her acting in a manner contrary to her public duty and intended to remain in the meeting when the item is discussed, and to participate in the debate and vote on the matter.

**Moved Cr Malcolm Herrmann**

**S/- Cr Kirsty Parkin**

**224/24**

**Council resolves:**

- 1. That the report be received and noted.**
- 2. That a discretionary rate rebate requested by the following applicants under Section 166 of the Local Government Act 1999 be declined on the basis that they do not meet the criteria set out in Council's Rating Policy:**
  - a) Stirling Hospital Inc – 20 Milan Terrace Stirling – Assessment No. 11270**
- 3. The applicant be formally advised by the CEO, or his delegate, of Council's decision.**

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<b>Carried</b>
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7:12pm Cr Leith Mudge returned to the meeting room.

**12.6 Confidential Item Review – June 2024**

This item was deferred for consideration later in the meeting.

**13. OFFICER REPORTS - INFORMATION ITEMS**

Nil

**14. CORRESPONDENCE FOR INFORMATION**

Nil

**15. QUESTIONS WITHOUT NOTICE**

Cr Nathan Daniell – Asked a question regarding if another periodic review of the discretionary rebates would be an appropriate allocation of council resources.

**16. MOTIONS WITHOUT NOTICE**

Nil

**17. REPORTS**

**17.1 Council Member Function or Activity on the Business of Council**

**Mayor Jan-Claire Wisdom**

- 12 June 2024, Confidential Meeting Commonwealth Department of Infrastructure, via Zoom.
- 17 June 2024, Meeting at Rebekha Sharkie's Office, Mt Barker
- 17 June 2024, Confidential Meeting with Resident, Stirling
- 18 June 2024, Meeting at Rebekha Sharkie's Office, Mt Barker
- 19 June 2024, Council Assessment Panel Meeting, Aldgate
- 21 June 2024, Australian of the Year Lunch, Adelaide
- 24 June 2024, Tour Down Under 25<sup>th</sup> Anniversary Launch, Adelaide

**Cr Malcolm Herrmann**

- 22 June 2024, Handover Lunch Lions Club of Torrens Valley, Birdwood

**Cr Melanie Selwood**

- 22 June 2024, Huttenzauber, Piccadilly

**Cr Louise Pascale**

- 20 June 2024, Meeting Louise Miller-Frost, Member for Boothby

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- 24 June 2024, Meeting Kay Burton, SA Philanthropy Network

**17.2 Reports of Members as Council/Committee Representatives on External Organisations**

**Cr Malcolm Herrmann**

- 4 June 2024, GRFMA Audit Committee Meeting, Gawler
- 20 June 2024, GRFMA Ordinary Meeting, Nuriootpa

**17.3 CEO Report**

Greg Georgopoulos, CEO, provided Council with a verbal update:

Special Council meeting – The CEO reminded Councillors that a Special Meeting of Council will be held at Woodside at 6.30pm on Monday 1 July 2024 in order that Council can formally adopt the Annual Business Plan. The regular Information and Briefing Session will immediately follow.

**18. REPORTS OF COMMITTEES**

**18.1 Council Assessment Panel – 12 June 2024**

**Moved Cr Leith Mudge**

**S/- Cr Mark Osterstock**

**225/24**

**Council resolves that the minutes of the Council Assessment Panel meeting held on 12 June 2024, as distributed, be received and noted.**

<b>Carried Unanimously</b>
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**18.2 Audit Committee**

Nil

**18.3 CEO Performance Review Panel**

Nil

**18.4 Boundary Change Committee**

Nil

**19. CONFIDENTIAL ITEMS**

**ADELAIDE HILLS COUNCIL  
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**12.6 Confidential Item Review – June 2024 - Exclusion of the Public**

Moved Cr Mark Osterstock  
S/- Cr Chris Grant

226/24

**Council resolves:**

Pursuant to section 90(2) of the *Local Government Act 1999* the Council orders that all members of the public, except:

- Chief Executive Officer, Greg Georgopoulos
- Director Corporate Services, Gary Lewis
- A/Director Community and Development, Jess Charlton
- Director Environment and Infrastructure, David Waters
- Governance and Risk Coordinator, Zoë Gill
- Minute Secretary – Skye Ludzay
- Executive Assistant, Rebekah Lyons
- IT Support, Tom Portas

be excluded from attendance at the meeting for Agenda Item 12.4: Confidential Item Review in confidence.

The Council is satisfied that it is necessary that the public, with the exception of Council staff in attendance as specified above, be excluded to enable Council to consider the report at the meeting on the following grounds:

Section 90(3)(j) of the *Local Government Act 1999*, the information to be received, discussed or considered in relation to this Agenda Item is information the disclosure of which –

- (i) would divulge information provided on a confidential basis by or to a Minister of the Crown, or another public authority or official (not being an employee of the council, or a person engaged by the council); and
- (ii) would, on balance, be contrary to the public interest.

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 and discussion confidential.

<b>Carried Unanimously</b>
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**ADELAIDE HILLS COUNCIL  
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**12.6.1 Confidential Item Review – June 2024**



**ADELAIDE HILLS COUNCIL  
MINUTES OF ORDINARY COUNCIL MEETING  
TUESDAY 25 June 2024  
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**12.6.2 Confidential Item Review – June 2024 – Duration of Confidentiality**

Moved Cr Chris Grant  
S/- Cr Leith Mudge

**228/24**

**Council resolves:**

Subject to the CEO, or his delegate, disclosing information or any document (in whole or in part) for the purpose of implementing Council's decision(s) in this matter in the performance of the duties and responsibilities of office, Council, having considered Agenda Item 19.1 in confidence under sections 90(2) and 90(3)(j) of the *Local Government Act 1999*, resolves that an order be made under the provisions of sections 91(7) and (9) of the *Local Government Act 1999* to retain the Items in confidence as detailed in the Duration of Confidentiality Table below:

Item	Duration of Confidentiality NB: Item to be reviewed every 12 months if not released
Report	Until further Order
Related Attachments	Not Applicable
Minutes	Until further order
Other (discussion and considerations of the subject matter)	Until further order

Pursuant to section 91(9)(c) of the *Local Government Act 1999*, the Council delegates the power to revoke the confidentiality order either partially or in full to the Chief Executive Officer.

<b>Carried Unanimously</b>
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**ADELAIDE HILLS COUNCIL  
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**19.1 Electricity Procurement – Legal Matter – Exclusion of the Public**

Moved Cr Malcolm Herrman

S/- Cr Chris Grant

229/24

**Council resolves:**

Pursuant to section 90(2) of the *Local Government Act 1999* the Council orders that all members of the public, except:

- Chief Executive Officer, Greg Georgopoulos
- Director Corporate Services, Gary Lewis
- A/Director Community and Development, Jess Charlton
- Director Environment and Infrastructure, David Waters
- Governance and Risk Coordinator, Zoë Gill
- Minute Secretary, Skye Ludzay
- Executive Assistant, Rebekah Lyons
- IT Support, Tom Portas

be excluded from attendance at the meeting for Agenda Item 19.1: (Electricity Procurement - Legal Matter) in confidence.

The Council is satisfied that it is necessary that the public, with the exception of Council staff in attendance as specified above, be excluded to enable Council to consider the report at the meeting on the following grounds:

- Section 90(3)(h) of the *Local Government Act 1999*, the information to be received, discussed or considered in relation to this Agenda Item is legal advice the disclosure of which could reasonably be expected to prejudice Council's position in future legal proceedings.
- Section 90(3)(i) of the *local Government Act 1999*, the 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.

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 and discussion confidential.

<b>Carried Unanimously</b>
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**ADELAIDE HILLS COUNCIL  
MINUTES OF ORDINARY COUNCIL MEETING  
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**19.1.1 Electricity Procurement – Legal Matter – Confidential Item**

**ADELAIDE HILLS COUNCIL  
MINUTES OF ORDINARY COUNCIL MEETING  
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**19.1.2 Electricity Procurement – Legal Matter – Duration of Confidentiality**

Moved Cr Chris Grant

S/- Cr Adrian Cheater

231/24

**Council resolves:**

Subject to the CEO, or his delegate, disclosing information or any document (in whole or in part) for the purpose of implementing Council's decision(s) in this matter in the performance of the duties and responsibilities of office, Council, having considered Agenda Item 19.1 in confidence under sections 90(2) and 90(3)(h) and (i) of the Local Government Act 1999, resolves that an order be made under the provisions of sections 91(7) and (9) of the Local Government Act 1999 that the report, related attachments and the minutes of Council and the discussion and considerations of the subject matter be retained in confidence in accordance with the Duration of Confidentiality Table below:

Item	Duration of Confidentiality NB: Item to be reviewed every 12 months if not released
Report	Until further order
Related Attachments	Until further order
Minutes	Until further order

Pursuant to section 91(9)(c) of the *Local Government Act 1999*, the Council delegates the power to revoke the confidentiality order either partially or in full to the Chief Executive Officer.

Carried Unanimously

**ADELAIDE HILLS COUNCIL  
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**20. NEXT ORDINARY MEETING**

The next ordinary meeting of the Adelaide Hills Council will be held on Tuesday 9<sup>th</sup> July from 6.30pm at 63 Mt Barker Road, Stirling.

**21. CLOSE MEETING**

The meeting closed at 8.01pm

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## **Questions on Notice**

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**ADELAIDE HILLS COUNCIL  
ORDINARY COUNCIL MEETING  
Tuesday 9 July 2024  
AGENDA BUSINESS ITEM**

**Item:** 10.1 Question on Notice

**Originating from:** Cr Mark Osterstock

**Subject:** Expenditure Query

---

**1. QUESTION**

What are the potential remuneration savings in the executive team for the next four years, comparing the new three-director model with the previous executive structure?

**2. BACKGROUND**

Council, having finalised its budget planning processes for the 2024-2025 financial year, and in the spirit of transparency, and more importantly, context, it is important, in my view, that Council, and our community be apprised of the facts when it comes to such expenditure as highlighted in the subject questions on notice.

**3. OFFICER'S RESPONSE**

**What are the potential remuneration savings in the executive team for the next four years, comparing the new three-director model with the previous executive structure?**

The ongoing saving to Council's budget of the restructure of the executive leadership team is estimated to be in the order of \$952,266-\$1,028,861 over 4 years.

**4. APPENDIX**

None

**ADELAIDE HILLS COUNCIL  
ORDINARY COUNCIL MEETING  
Tuesday 9 July 2024  
AGENDA BUSINESS ITEM**

**Item:** 10.2 Question on Notice

**Originating from:** Cr Kirsty Parkin

**Subject:** Development Queries - Woodside

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**1. QUESTION**

1. If there are any development approvals currently under consideration or recently approved either with Council or Planning SA at the property on the corner of Jacaranda and Ridge Rd Woodside through to John St.
2. The number of trees felled at that location within the last 12 months and any reasons for this.

**2. BACKGROUND**

I've been speaking to residents in Woodside who are concerned about potential development of land at the corner of Jacaranda and Ridge Rd Woodside through to John St.

**3. OFFICER'S RESPONSE – Jess Charlton, Acting Director Community and Development**

- 1. If there are any development approvals currently under consideration or recently approved either with Council or Planning SA at the property on the corner of Jacaranda and Ridge Rd Woodside through to John St.**

There are no recent development approvals relating to this land (11 Ridge Road, Woodside). There are two approvals on record, a dwelling addition in 2003 and a verandah in 2005. However, recently Council's Civil Services Team negotiated with the owner of this property to install a stormwater detention basin and easement over this land to solve a local stormwater issue. This was completed in 2023 and did not involve the removal of any trees.

- 2. The number of trees felled at that location within the last 12 months and any reasons for this.**

The number of trees felled at this location in the last 12 months is not known to Council. Being in the Productive Rural Landscape zone, the land is not located within the Regulated or Significant Tree Overlay. Thus, Council does not have enforcement powers relating to regulated or significant tree removal.



The Development Services Team recently received an anonymous complaint regarding tree removals at this site and this was forwarded to the Native Vegetation Council for investigation.

#### **4. APPENDIX**

Nil

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# **Motions on Notice**

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**ADELAIDE HILLS COUNCIL  
ORDINARY COUNCIL MEETING  
Tuesday 9 July 2024  
AGENDA BUSINESS ITEM**

**Item:** 11.1 Motion on Notice

**Originating from:** Cr Mark Osterstock

**Subject:** Proposed OTR Development Heathfield

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**1. MOTION**

**I move that:**

- 1. Council reaffirms its decisions [196/24 and 197/24] of the 11th day of June 2024 in relation to DA 21031284, Proposed OTR Development at Heathfield. Those decisions being as follows:**

Moved Cr Mark Osterstock  
S/- Cr Chris Grant 196/24

I move that:

Decision 1

- 1. Council reaffirms its decision [209/23] of the 8th day of August 2023 in relation to DA 21031284, Proposed OTR Development at Heathfield. That decision being as follows:**

11.1 Proposed OTR Development Heathfield

Moved Cr Mark Osterstock  
S/- Cr Chris Grant 209/23

1. Council endorses the recent decision of the Council Assessment Panel (CAP) in relation to DA 21031284, Proposed OTR Development at Heathfield (the applicant) dated the 26th day of July 2023. (Appendix 1)
2. Council confirms, that in the event that the applicant for DA 21031284 appeals the CAP's refusal, and notwithstanding the Council's obligations under section 83(1)(b)(iii) of the Planning, Development and Infrastructure Act 2016, the Council is supportive of the CAP and its decision-making process in this matter.
3. Further, the Council extends its encouragement to the Assessment Manager, in her role in assisting and supporting the CAP, under section 87 of the PDI Act, and by extension, if necessary, in defending the CAP's refusal of the subject application to the fullest extent possible.

Carried Unanimously

Carried Unanimously

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Mayor \_\_\_\_\_

25 June 2024

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**Decision 2**

Moved Cr Mark Osterstock  
S/- Cr Nathan Daniell

197/24

I move that:

1. Council notes that the applicant has submitted an appeal against the Council Assessment Panel (CAP) decision of the 26th day of July 2023 and that this appeal is currently before the Environment Resources and Development [ERD] Court.
2. Council maintains its opposition, in the strongest possible terms, to a large 24-hour retail fuel outlet and canopy, an automatic car wash and dog wash facility, for the reasoning as articulated in its detailed representation that was considered by the CAP at its meeting of the 26th day of July 2023 (Appendix 1).
3. Council, once again, extends its encouragement to the Assessment Manager, in her role in assisting and supporting the CAP, under Section 87 of the PDI Act, in defending the appeal.

Carried

2. Council notes that this matter has now been considered by the Council's [Independent] Assessment Panel [CAP] on two separate occasions, namely; the 26<sup>th</sup> day of July 2023 and the 19<sup>th</sup> day of June 2024.
3. Council further notes that on both these occasions the proposal has not been supported by the CAP.
4. Council requests that the Chief Executive Officer, on behalf of Council, and the local Heathfield community, noting the significant and widespread community opposition to the proposal for a 24-hour retail fuel outlet and associated facilities, writes to the applicant, PC Infrastructure Pty Ltd [ACN: 612 900 946] requesting that, in the public interest, the current appeal proceedings before the Environment Resources and Development Court be discontinued.

## 2. BACKGROUND

PC Infrastructure Pty Ltd lodged a development application (PlanSA Application ID: 21031284) on 1 February 2022 for 160 Longwood Road Heathfield (CT6003/528) with the following description noted on PlanSA:

24 hour retail fuel outlet with associated canopy, car cleaning & dog wash facilities, 70,000L underground fuel storage tank, pylon advertising sign (maximum height 7m), combined fence & retaining walls (maximum height 4.8m), retaining walls (maximum height 3.25m), car-parking & landscaping

The application was considered by the Council Assessment Panel (CAP) at its meeting held on 26 July 2023 where it determined to refuse planning consent.

The applicant appealed the decision of the CAP and the matter continues to be heard before his Honour, Senior Judge Durrant in the Environment Resources and Development [ERD] Court. A compromise proposal was received through this appeal process. The CAP resolved on 19 June 2024 to not support the compromise proposal and to delegate to the Assessment Manager the function of defending the ERD Court appeal as the Assessment Manager thinks fit.

**3. OFFICER’S RESPONSE – Jess Charlton, Acting Director, Community and Development**

➤ **Strategic Management Plan/Functional Strategy/Council Policy Alignment**

*Strategic Plan 2020-24 – A brighter future*

- Goal 1 A functional built environment
- Objective B2 Preserve and enhance the unique character of the Hills for current and future generations
- Priority B2.3 Proactively work with developers to ensure that built form complements or enhances existing local character whilst preserving the character and amenity of our towns, historic buildings and scenic environment

➤ **Legal Implications**

The Development Application was assessed under the relevant provisions of the *Planning, Development and Infrastructure Act 2016 (PDI Act)*.

A further appeal hearing was held in the ERD Court on 27 June 2024, and the matter was adjourned for further hearing on 24 July 2024 to allow further amendments to be considered by the Appellant and submission of a further compromise proposal.

➤ **Risk Management Implications**

By resolving as proposed, it will assist in mitigating the risk of:

*Council Members not being representative of community sentiment regarding the potential character and amenity impact of developments occurring within the Council area leading to a loss of community confidence.*

Inherent Risk	Residual Risk	Target Risk
High (4C)	Low (2D)	Low

➤ **Financial and Resource Implications**

Not applicable.

➤ **Customer Service and Community/Cultural Implications**

It is a reasonable expectation that the community regards the Council as having a significant interest in the character and amenity of the district.

It is a community expectation that Council will respect the development application process and the CAP’s role as the decision maker in the appeal process.

➤ **Sustainability Implications**

Not applicable.

➤ **Engagement/Consultation conducted in the development of the report**

Consultation on the development of this report was as follows:

*Council Committees:* Not Applicable  
*Council Workshops:* Not Applicable  
*Advisory Groups:* Not Applicable  
*External Agencies:* Not Applicable  
*Community:* Not Applicable

**4. ANALYSIS**

The proposed motion reinforces Council's position to not support the development.

**5. APPENDICES**

(1) Nil

**ADELAIDE HILLS COUNCIL  
ORDINARY COUNCIL MEETING  
Tuesday 9 July 2024  
AGENDA BUSINESS ITEM**

**Item:** 11.2 Motion on Notice

**Originating from:** Cr Kirsty Parkin

**Subject:** Housing Strategy

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**1. MOTION**

**I move that:**

1. The Adelaide Hills Council commence the development of a Housing Strategy that aims to balance growth and change across the district, with consideration to distinctive township, neighbourhood and countryside character and the environmental cost and benefits of new housing.
2. The initial phase of this strategy development prioritises community engagement delving into the distinctive features and characteristics that make each village within our region special and unique to our community.
3. A visioning process forms a key part of this engagement process and explores residents' desires for their living environment, including aspects such as architecture, public spaces, community facilities, and cultural heritage, envisioning what residents want their homes, townships, neighbourhoods and countryside to look and feel like.
4. A Community Reference Group be established to contribute ideas and feedback based on lived experience and local knowledge of housing needs. The group will ensure character preservation and environmental measures are integrated into the Strategy development process. To support the Group collaboration with relevant stakeholders and experts in climate action, environmental conservation, and character preservation will be necessary.
5. The community engagement process be inclusive and participatory, ensuring that all residents have the opportunity to contribute their perspectives, ideas, and aspirations for their homes and neighbourhoods, and be undertaken with the understanding that the different villages within the Adelaide Hills may have different aspirations for the amenity of their towns and surrounding landscape
6. The Adelaide Hills Council allocate sufficient resources and support to facilitate meaningful community engagement activities, including but not limited to workshops, surveys, and community gatherings, to capture a diverse range of voices and perspectives.
7. Concurrent with the engagement process, an audit should be undertaken to determine what housing is currently available for older residents in the AHC. Alongside housing

audits focusing on general community needs and available housing options for all residents.

8. The strategy considers environmental measures to safeguard the natural assets of the Adelaide Hills region such as tree canopy cover, landscape and farmland
9. Given the climate emergency declared by the Adelaide Hills Council, the Strategy incorporate measures to address climate change mitigation and adaptation, enhancing resilience and promoting environmentally sustainable development practices.
10. Regular updates on the progress of the Housing Strategy development, including updates on the integration of climate emergency, environmental, and heritage considerations, be communicated to the public through accessible channels such as council meetings, newsletters, social media, and community forums.
11. Prior to completion, the draft Housing Strategy be subjected to widespread community consultation and feedback to ensure that it aligns with the council's climate emergency declaration, as well as environmental and character preservation goals, and reflects the aspirations and priorities of Adelaide Hills residents.

## **2. BACKGROUND**

The Adelaide Hills Council is unique. Not only are we fortunate in having a beautiful, green and open environment in which to spend our lives, that environment is characterized by historic townships, rolling countryside, vineyards, orchards, gardens full of flowers and vegetables, national parks, creeks, wild green spaces full of native animals and birds. Roads which feel like “tunnels of green” and are a pleasure to move through both for those of us who live here, and those who come up to visit us.

One of the biggest concerns expressed by constituents within the Adelaide Hills Council is that we should lose what makes us special. That, through thoughtless, developer driven construction, we should, gradually - building by building, tree by tree – lose the sense of place that makes us “us”. Lose the reason we have all chosen to spend our lives and raise our families here. The fear that “we could become like Mt Barker” is a comment I have heard regularly since becoming elected.

However – people are also concerned about aging in place, and being able to stay in the town they love as they grow older. There are, currently, political and social pressures on our Council to explore how we might plan for future growth – although, arguably because of our uniqueness, we have not been asked to deliver housing as other Councils have.

The time is right for a very clear strategy around how we approach development in our district, and this needs to begin with a comprehensive engagement strategy focusing around who we are, and what is important to people in terms of the look, feel, history and environment of where they live – village by village.

Additionally, this motion calls for a long-term strategy that not only reflects the aspirations and uniqueness of our diverse communities but also integrates considerations for addressing the climate emergency declared by the council, as well as environmental and heritage protection.



**3. OFFICER’S RESPONSE – Jess Charlton, Acting Director Community and Development**

➤ **Strategic Management Plan/Functional Strategy/Council Policy Alignment**

*Strategic Plan 2020-24 – A brighter future*

Goal 1	A functional Built Environment
Objective B2	Preserve and Enhance the unique character of the Hills for current and future generations
Goal 2	Community Wellbeing
Objective C1	A Community for everyone – that is inclusive, welcoming and accessible
Priority C1.5	Encourage more housing opportunities where provided for in the Development Plan
Goal 3	A prosperous Economy
Objective E2	Provide local infrastructure to drive growth and productivity

Council plays a crucial role in addressing housing issues by implementing policies and initiatives tailored to the community’s needs. This is reflected in the current strategic plan across multiple Goal areas with a focus on character, diversity, and productivity.

Delivering a housing strategy is considered particularly pertinent amid a housing crisis, the development of a new Greater Adelaide Regional Plan and Council’s new Strategic Plan. If the Council moves to initiate a strategic project as outlined in this Motion, it is recommended it consider where such work would sit within Council’s broader strategic framework and how it relates to emerging priorities.

➤ **Legal Implications**

Any engagement associated with the development of housing strategy will be undertaken in accordance with the Council’s Public Consultation Policy and the provisions of the *Local Government Act 1999*.

➤ **Risk Management Implications**

*The proposed community consultation and investigations will assist in mitigating the risk of:*

*Failure to seek and understand the views of the community leading to policy positions that do not reflect the views of the community.*

Inherent Risk	Residual Risk	Target Risk
High (3B)	Medium (3C)	Low

➤ **Financial and Resource Implications**

There is no current budget or resource allocation to undertake this investigation and consultation. Budget allocation will need to be made in the order of \$50,000 to undertake this project. Existing staff resources would also be used, noting that current priorities for a number of key officers will need to be reviewed to enable this work to be undertaken and this may result in the deferral of other priorities.

Implementing the housing strategy could have budgetary implications.

➤ **Customer Service and Community/Cultural Implications**

Obtaining broad community input into this subject is imperative to understand the views and forecast needs of our community now and into the future so that policy can be put in place to reflect this position.

➤ **Sustainability Implications**

There are no sustainability implications in relation to the proposed process however sustainability will be a key factor in any proposed policy or strategy regarding housing or development that comes out of this process.

➤ **Engagement/Consultation conducted in the development of the report**

Consultation on the development of this report was as follows:

<i>Council Committees:</i>	Not Applicable
<i>Council Workshops:</i>	Not Applicable
<i>Advisory Groups:</i>	Not Applicable
<i>External Agencies:</i>	Not Applicable
<i>Community:</i>	Community Satisfaction Survey 2023

Three questions concerning housing were posed as part of the 2023 Community Satisfaction Survey. Feedback on these questions revealed limited support for both expanded townships and increased infill opportunities. However, in terms of addressing housing needs, the feedback supported the view that the local market is failing to cater to the various lifecycle stages. This demonstrates that the community is concerned about character and amenity issues and the impacts of conventional housing development (i.e. greenfield and infill development) yet conversely there appears to be a desire for increased housing options and diversity. This juxtaposition reveals the complex nature of housing in the district and highlights why a strategy grounded in community engagement is a necessary consideration to guide future policy and strategic interventions.

#### **4. ANALYSIS**

Since amalgamation Council has played an active role in influencing housing initiatives across the district. In considering Council's approach to housing policy, it's important to consider the historical context and chronicle important changes, as such a brief summary of key projects that have influenced the current approach have been provided below.

Adelaide Hills Council Housing Study (2004)

The *AHC Housing Study* primarily consisted of a desktop review, complemented by targeted consultations, to outline demand issues and trends for further exploration in subsequent stages (it's noted that these latter stages did not proceed).

The research encompassed demographic trends, housing, and market analysis, revealing concerns about the inadequacy of the current housing market to meet the evolving needs of the population. It highlighted potential mismatches between housing supply and anticipated population growth, particularly concerning the limited development potential within the Council area.

The findings emphasised the need for a diverse range of housing options to accommodate various age groups and household types while preserving residential character and amenity. Concluding with a number of recommendations, the *AHC Housing Study* established clear objectives for planning policy formulation and future strategic directions, eventually leading to the initiation of the *Township and Urban Areas Development Plan Amendment (DPA)*.

#### AHC Townships Directions Report (2009)

The objectives adopted by the Council as part of the DPA initiation prioritised consistent planning policies across the townships and urban zones and providing clear direction for stakeholders and planners. It was in this backdrop that the *AHC Townships Direction Report* was commissioned to provide a range of policy options. Emphasis was placed on exploring housing suitability for the diverse community, particularly for older individuals, and the promotion of higher density housing in appropriate locations as indicated by the Housing Study and the State planning strategy of the time. Additionally, measures to protect township and urban area character, matching growth with existing infrastructure capacity, providing buffers between residential and farming areas, and minimising environmental impact were outlined.

As part of this process Council undertook targeted engagement to test the community sentiment toward a range of policy options including infill development. Households were randomly selected from the townships and urban areas to participate. The engagement results reflected mixed views about increased housing densities and a reduction in minimum lot sizes and strong support for housing opportunities for older residents.

#### Township and Urban Areas DPA (2017)

With agreement on the policy interventions to be pursued and the adoption of the *Township and Urban Areas DPA* in 2017, Council's contemporary approach to housing policy was set. The statutory planning framework continues to influence planning outcomes across the district.

Recent analysis of housing trends over the last decade undertaken to inform Regional Planning discussions through late 2023, demonstrates an increase in housing approval activity since the introduction of the DPA. The data shows an increase of over 20 dwellings annually since the introduction of the DPA changes (above longer-term averages). However further analysis is required to determine how much of this housing development is directly linked to the policy changes and whether they have delivered on the key objectives.

#### Planning Reforms (2021)

The introduction of the *Planning and Design Code* (the Code) fundamentally altered the statutory planning framework in South Australia. Where possible, policy brought online via the *Township and Urban Areas DPA* was transitioned into the Code. However, due to the standardised nature of the Code it was not possible to deliver a like for like transition. Some of the legacy issues relating to policy inherited through the introduction of the Code can be summarised as follows:

- Important character considerations watered down or lost
- Weaknesses or gaps created in land division policy (i.e. median rule), and
- An increase in allowable minimum allotment sizes for certain dwelling types in the Township Zone.

## Greater Adelaide Regional Plan (2023)

In 2023 the State Planning Commission commenced a renewed Regional Planning program for Greater Adelaide. A key takeaway from the initiation of this process confirmed that Adelaide is growing, and the State Government sees a role for all metropolitan Councils in accommodating some of this growth.

Population projection data released in January 2024 by Department of Trade and Investment, predicts the Adelaide Hills Council to be the second lowest growth municipality in metropolitan Adelaide in terms of the proportion of growth, with 0.4% annual population growth (3,439 additional people between 2021 and 2041), this compares to a region-wide average annual growth rate of 4%.

In Council's regional planning submission, housing was a key consideration in particular the need for a clear vision for what Council's role is within the Greater Adelaide context and why regional distinction is considered necessary.

## Local Government's Role in Housing

Across Australia, local government plays a crucial role in addressing housing by implementing policies and initiatives tailored to their community's specific needs. Interventions in this area take many forms, including but not limited to;

- Zoning and land use policy reform
- Affordable housing incentives
- Community land trusts
- Public-private partnerships
- Regulation and enforcement, and
- Community engagement and strategic planning.

While some of the above approaches may be considered novel or indeed unviable, there is good reason to continue to test assumptions and understand the changing dynamics of housing needs within the Council area. Housing strategy is often revisited in 10–15-year cycles to remain contemporary and respond to changing circumstances. Community engagement and strategic planning is a central component to this work. It is noted that State strategies such as the Government's *Our Housing Future 2020-2030* emphasise the important role of Local Government in developing local housing plans (Action 1.4). This has been further emphasised by the Minister for Housing prior to the commencement of the regional planning program.

## Contemporary Strategic Framework

The *Township and Urban Area DPA* was brought into operation thirteen years after the initial housing study set the strategic direction for that policy intervention. Considering this, strategic projects of this nature must be undertaken with clear intent and purpose, both in terms of what they are seeking to achieve and a commitment to implementing any actions and recommendations in a timely manner. This requires careful planning and adequate resourcing.

Prioritising a housing strategy currently is considered important in the midst of housing and affordability crises, the development of a new Greater Adelaide Regional Plan and Council's new Strategic Plan.

### Proposed Approach

Indicative timeline for the development of a Housing Strategy as proposed is a minimum of two years. This includes detailed research and engagement, development and consultation on a draft and preparation of a final strategy document. This timeline also incorporates completion of existing planning policy initiatives such as the Local Heritage and Adelaide Hills Council Special Character Code Amendments.

## **5. APPENDICES**

Not Applicable.

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# **Administration Reports Decision Items**

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**ADELAIDE HILLS COUNCIL  
ORDINARY COUNCIL MEETING  
Tuesday 9 July 2024  
AGENDA BUSINESS ITEM**

**Item:** 12.1

**Responsible Officer:** Stephanie Murgatroyd  
Acting Manager Communication, Engagement and Events  
Corporate Services

**Subject:** Road Closure Approval – AusCycling Super Series 2024

**For:** Decision

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**SUMMARY**

The purpose of this report is to seek consent to road closure orders proposed for the conduct of the 2024 AusCycling Super Series. AusCycling are planning to hold a Super Series race on Sunday 20 October 2024 on Mount Barker Road near Eagle on the Hill Mountain Bike Park. They are proposing to close Mount Barker Road from the South Eastern Freeway exit to the Adelaide Hills Council boundary. Residents would be able to get access in and out of their properties intermittently throughout the day but would need to wait for breaks between races.

For the event to run successfully a full road closure is required. Before a road closure order can be issued by the Commissioner of Police, consent must be obtained from the applicable local council(s).

**RECOMMENDATION**

**Council resolves:**

1. That the report be received and noted.
2. That Council provides consent for road closure orders in relation to the 2024 AusCycling Super Series event as follows:

**Sunday 20 October 2024**

**Approximate closure 7:00am – 6:00pm**

**Mount Barker Road closed between Adelaide Hills Council boundary to South Eastern Freeway exit**

3. That the Council confirms that the Chief Executive Officer may use existing powers under delegation to consider, and determine whether or not to provide consent to, any proposals for changes to the road closures in the lead up to the event, so long as the overall scope of the event road closures remains similar to the proposal described above.
  4. That Council provides approval for the Chief Executive Officer to use the delegation already provided to him to consider consent for road closures under Section 33(2) of the *Road Traffic Act 1961* if the event is to be run in future years.
-

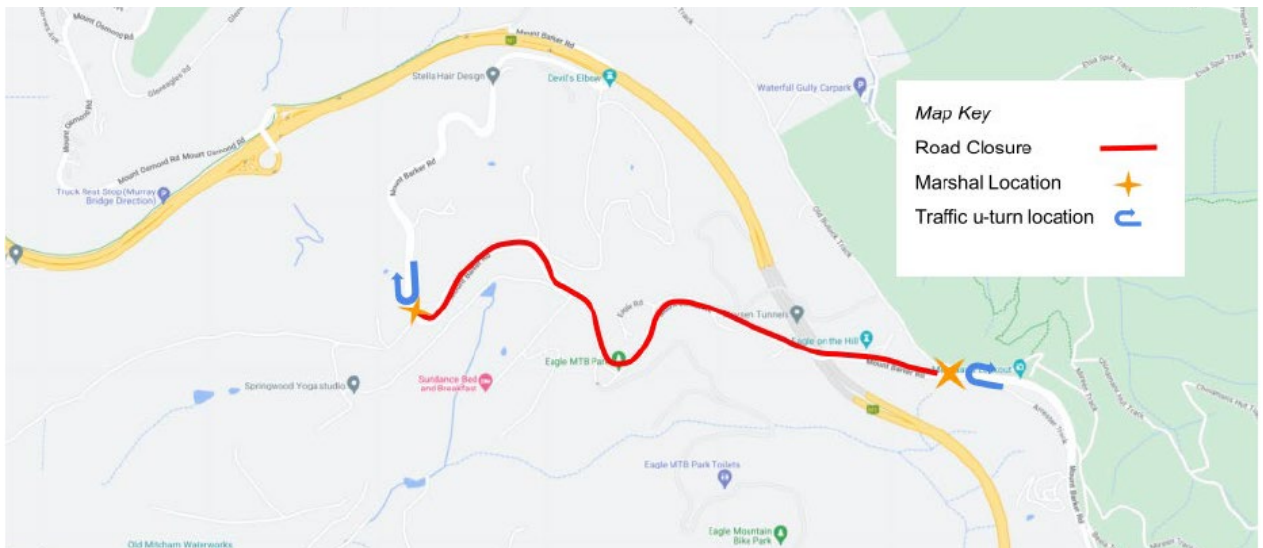
## 1. BACKGROUND

Council’s *Festivals and Events Policy* provides criteria for Council staff in assessing the level of support for events. Operational staff have advised there are no works planned for this period that will be impacted and that they have no general objections to the closure proposed. The proposed road closure is as follows:

- Event:** AusCycling Super Series
- Date:** Sunday 20 October 2024
- Closure time:** Approximate closure 7:00am – 6:00pm
- Road closed:** Mount Barker Road closed between Adelaide Hills Council boundary to South Eastern Freeway exit

The same event with the same road closure treatment was held in October 2023. Resident access was maintained for this event, and any enquiries requesting clarification of the road closure and resident access were responded to in a timely manner. Once explaining the resident access plan, all residents were satisfied and appreciative of the clear communication.

Residents inside the closure will be able to access their properties throughout the day’s racing, with an average lap of the course by the riders taking between 6 and 10 minutes. Access to the road closure will be managed by traffic controllers at each end of the circuit, and any vehicles accessing the course inside the closure will be directed to follow a “green light vehicle,” which signifies the end of the race “envelope”. Through traffic on the closed section of Mount Barker Road will not be permitted.





## 2. ANALYSIS

### ➤ Strategic Management Plan/Functional Strategy/Council Policy Alignment

#### *Strategic Plan 2020-24 – A brighter future*

Goal	Community Wellbeing
Objective C6	Celebrate our community’s unique culture through arts, heritage and events
Priority C6.2	Develop, support and bring events to our district that have social, cultural, environmental or economic benefits

Goal	A prosperous economy
Objective E1	Support and grow our region’s existing and emerging industries
Priority B1.1	Support and encourage local and international tourists to visit the Adelaide Hills

### ➤ Legal Implications

There are no legal implications associated with hosting the event, however, for the event to take place in a safe manner it will be necessary to put road closures in place. Under the *Road Traffic Act 1961*, the Council has a role in providing consent to road closures within its area.

Section 33 of the *Road Traffic Act 1961* (the “Act”) allows the Minister to declare events to be events to which the Section applies, and then to declare road closures, part closures and exemptions to the Road Rules for that event.

Section 33(1):

*On the application of any person interested, the Minister may declare an event to be an event to which this section applies and may do either or both of the following:*

- a. make an order directing that specified roads (being roads on which the event is to be held or roads that, in the Minister’s opinion, should be closed for the purposes of the event) be closed to traffic for a specified period in, or determined in accordance with, the order;*
- b. make an order directing that persons participating in the event be exempted, in relation to specified roads, from the duty to observe an enactment, regulation or by-law prescribing a rule to be observed on roads by pedestrians or drivers of vehicles.*

The Minister has delegated this power to the Commissioner of Police (as well as to Council for local roads). However, and importantly, subsection 33(2) of the Act states:

*An order to close a road under subsection (1) can only be made with the consent of every Council within whose area a road intended to be closed by the order is situated.*

It should be noted that the Chief Executive Officer already has delegation to consider the provision of consent to road closures, but the Chief Executive Officer’s usual practice is to act under this delegation only in respect to regular, well known and well accepted events such as Christmas Pageants. As the proposed road closures are for an event only in its second year of running, a formal decision by Council is being sought.

➤ **Risk Management Implications**

Consent to road closures for the 2024 AusCycling Super Series event will assist in mitigating the risk of:

*Missed social and economic opportunity leading to this event not being able to be conducted in our Council area.*

Inherent Risk	Residual Risk	Target Risk
High (3B)	Low (3E)	Low (3E)

The residual risk rating takes into consideration the provision of organisers' risk management plans, public liability insurance and on-site traffic marshals and action taken to mitigate resident and business concerns following public consultation. The target risk takes into consideration the acceptance of the road closure which would allow this event to proceed and allow future events of a similar nature to consider holding their events in our Council area.

➤ **Financial and Resource Implications**

There is no direct financial cost to the Adelaide Hills Council for the delivery of this event.

An amount of staff time has been dedicated to working with the event organiser in the interests of achieving good outcomes for the community. This has been accommodated within normal operational resourcing and the organiser bears all the financial costs associated with the required community consultation.

Only 12 residents are impacted by the proposed closure, so staff have not been required to provide extensive resident lists on this occasion.

➤ **Customer Service and Community/Cultural Implications**

Council's *Festival and Events Policy* Guideline No.4 for Sporting Events details that events that involve road closures may be subject to a formal decision by Council and may be required to undertake consultation with all affected residents.

The AusCycling Super Series event will have a direct effect on some residents through the closure of Mount Barker Road. Residents would be able to get access in and out of their properties intermittently throughout the day but would need to wait for breaks between races.

The administration has assessed the route, and 12 residents will be impacted by the closure on Mount Barker Road which commences at the Adelaide Hills Council boundary to the South Eastern Freeway exit (see above map). The event organiser has consulted with all residents impacted by the closure (see consultation letter in **Appendix 1**). No responses were received by AusCycling or Adelaide Hills Council during the consultation period.

If the road closure is approved, residents will receive a notification letter ahead of the event and advance notice signage will be in place at least two weeks before the event. Additionally, event organisers will erect three A2 sized event notice road closure signs with a link/QR code to the traffic management / resident information page on the Super Series website.

➤ **Sustainability Implications**

The environmental impact will be negligible as cycling is a low impact environmentally friendly sport. Organisers will ensure that any recycling and waste generated during the event is processed appropriately.

➤ **Engagement/Consultation conducted in the development of the report**

Consultation on the development of this report was as follows:

<i>Council Committees:</i>	Not Applicable
<i>Council Workshops:</i>	Not Applicable
<i>Advisory Groups:</i>	Not Applicable
<i>External Agencies:</i>	Not Applicable
<i>Community:</i>	Residents consulted. The event organiser has consulted with all residents impacted by the road closure.

➤ **Additional Analysis**

The following criteria will inform Council’s decision in considering the application for road closures as outlined in the *Festival & Events Policy*: community impact, economic impact, environmental impact and timing.

The Super Series is a community and elite cycling event for riders of all ages from 10 - 70+, and servicing riders of all abilities from beginner to elite with current and former world champions having participated in previous editions. This round will attract 350 participants plus approximately 250 spectators. Local residents can spectate or participate in the days racing, and many of the participants are Adelaide Hills residents (one even living on the proposed race route). On average, riders and spectators spend approximately \$75 in local spend in the surrounding areas of the race route.

The timing of the event works well as it is before cherry picking season. However, it is held a month before the Shannons Adelaide Rally who are proposing to close the same section of road on two occasions. There has historically been little to no feedback received from residents on this section of road. The date and timing on the event day is suited to the remainder of the state road and national road racing calendar, ensuring that the greatest number of riders can participate in the event from across the country.

**3. OPTIONS**

Council has the following options:

- I. Receive the report and resolve to consent to the road closure contemplated in this report (Recommended)
- II. Resolve not to provide consent for the road closure contemplated in this report. Should the Council not consent to the road closure proposed for this event, significant parts of the event, or the event in its entirety, would be unable to proceed as intended (Not recommended)

**4. APPENDICES**

- (1) AusCycling Super Series Public Consultation Letter

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# **Appendix 1**

*AusCycling Super Series Public Consultation Letter*

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## NOTIFICATION OF UPCOMING EVENT AND PROPOSED ROAD CLOSURE

Dear Resident/Tenant,

This letter is to notify you that **AusCycling** wish to hold an event on Mount Barker Road, Crafers West on **Sunday, October 20 2024**. This **Old Freeway Kermesse** will act as a round of the 2024 Cervelo Super Series, and we hope you can join us to watch some excellent, exciting bicycle racing around your neighbourhood. The same event with the same road closure treatment was held in October 2023.

### PROPOSED EVENT DETAILS:

- **Sunday, October 20, 2024**
- Event from 9am til 5pm, with road closures in place from **7am**. Pack down will happen as swiftly as possible upon completion of the event, with roads likely open again as normal from **6pm**.
- We project approximately 700 participants and spectators will attend the event. We would love for you and your family to be part of that number!

**Residents inside the closure** will be able to access their properties throughout the day's racing, with an average lap of the course by the riders taking between 6 and 10 minutes. Access to the road closure will be managed by traffic controllers at each end of the circuit, and any vehicles accessing the course inside the closure will be directed to follow a "green light vehicle," which signifies the end of the race "envelope".

**Through traffic** on the closed section of Mount Barker Road will not be permitted.

### CONSULTATION PROCESS

We are accepting written feedback in relation to the proposed road closures, should you wish to provide it, via email and post prior to Monday, June 17th 2024. Any support for the event is greatly appreciated, and any specific access requests will be documented and actioned as necessary.

If you do not reside on the affected property and have a tenant on site, please forward this information to them. The results of this consultation will be provided to the Adelaide Hills Council as part of the road closure approval process.

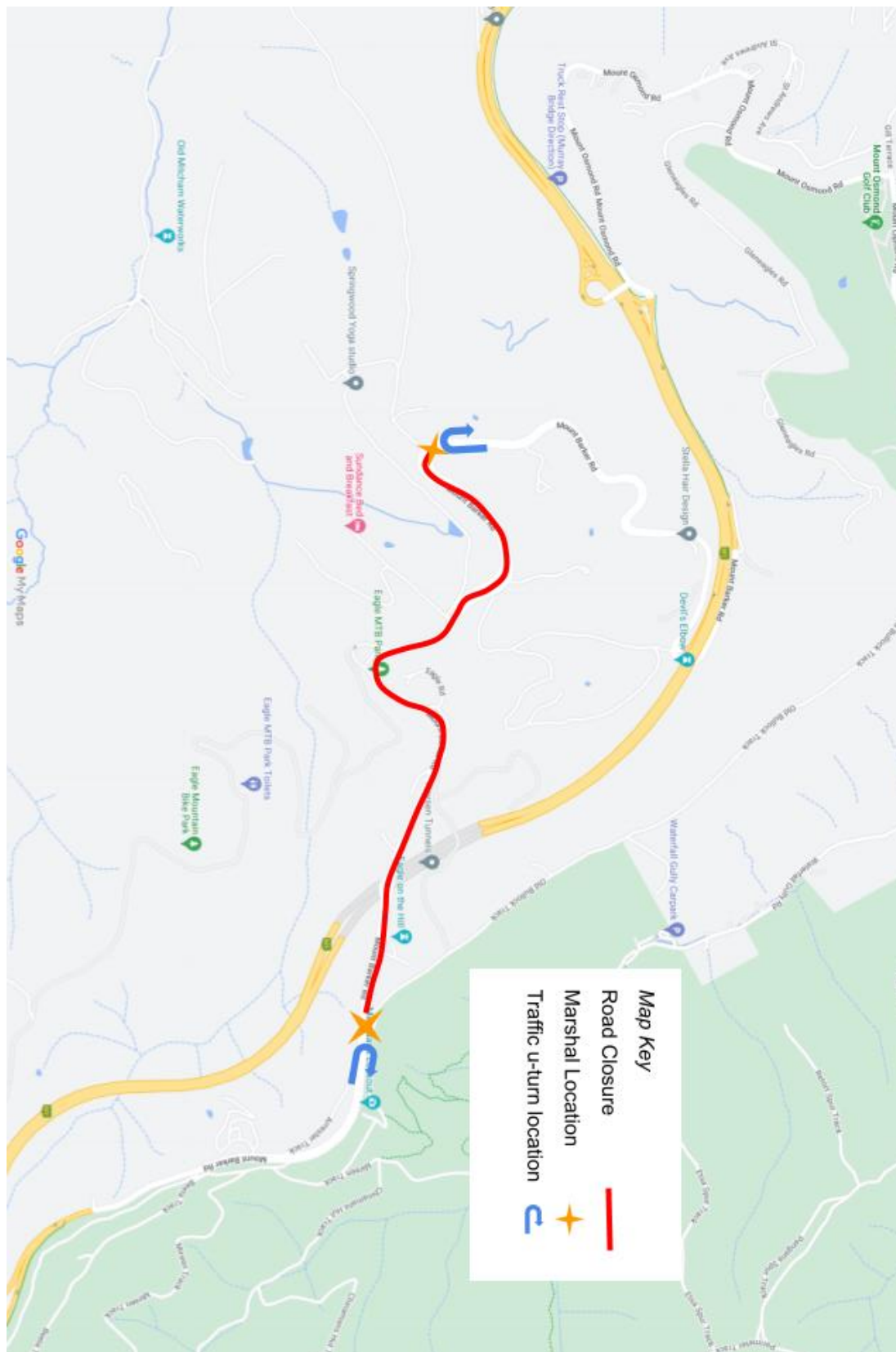
An application for an event permit has been submitted with the Adelaide Hills Council and we will conduct our activities in accordance with the terms and conditions requested by the Adelaide Hills Council.

Kind regards,

**Jake Thomas**  
State Operations Manager – South Australia  
AusCycling  
**0434 499 963**  
jake.thomas@auscycling.org.au

## Proposed Road Closure Map

Residences 171 Mt Barker Rd and lower will have unrestricted access from the city-side of the closure. Residences 454 Mt Barker Rd and higher will have unrestricted access from the Crafers-side of the closure.



**ADELAIDE HILLS COUNCIL  
ORDINARY COUNCIL MEETING  
Tuesday 25 June 2024  
AGENDA BUSINESS ITEM**

**Item:** 12.2

**Responsible Officer:** Zoë Gill  
Governance and Risk Coordinator  
Office of the Chief Executive

**Subject:** External Training and Development – Cr Adrian Cheater

**For:** Decision

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**SUMMARY**

Cr Adrian Cheater is seeking Council endorsement for resources for professional development through a community engagement course at University of Adelaide.

**RECOMMENDATION**

**Council resolves:**

1. That the report be received and noted.
2. To approve the payment of \$3000 for the EOG-7005 – Community Engagement training via the University of Adelaide for Cr Adrian Cheater.

**OR**

3. To not approve the payment of \$3000 for the EOG-7005 – Community Engagement training via the University of Adelaide for Cr Adrian Cheater.
- 

**1. BACKGROUND**

The *Council Member Training and Development Policy* (the Policy) outlines the mandatory requirements of Council Member training, including individual training and development.

The objective of the policy is:

*To ensure Council Members are provided opportunities to undertake training and development in accordance with the LGA Training Standards and any other appropriate training and development standards relevant to their roles in order to exercise, perform and discharge their powers, functions and duties*

Community engagement is specifically identified by the Policy as a potential area for professional development (see section 4.5).

Under s7, when individual Councillors seek to obtain funding for training not conducted in house, they must make an application by completing a Training and Development Approval Form (**Appendix 1**) detailing the content, relevance and costs involved to attend. These requests are generally approved by the Mayor, except when the request is for over \$1500. In these instances, a report must be prepared for Council consideration.

## 2. ANALYSIS

### ➤ Strategic Management Plan/Functional Strategy/Council Policy Alignment

*Strategic Plan 2020-24 – A brighter future*

Goal 2 Community Wellbeing

Objective 02 A connected, engaged and supported community

Priority C2.1 Work with community to provide a range of programs and opportunities to connect and engage around shared interests

Priority C2.4 Increase participation from the broadest range of our community and engage with them to shape policies, places and decisions that affect them

Goal 5 A progressive organisation

Objective 04 We actively represent our community

Priority 04.2 Attract and develop a diverse and capable elected body that represents, promotes and reflects the composition of the community

Goal 5 A progressive organisation

Objective 5 We are accountable informed, and make decisions in the best interests of the whole community

Priority 05.2 Make evidence-based decisions and prudently assess the risk and opportunities to our community before taking action.

### ➤ Legal Implications

Not Applicable

### ➤ Risk Management Implications

There would be a community expectation that the funding of Councillor's professional development is proportionate to the benefits gained for performing their roles and functions as a Councillor.

### ➤ Financial and Resource Implications

The 2024/25 financial budget includes \$10,000 for Elected Member training. To date the existing budget would enable the payment of the \$3000 invoice from the University of Adelaide.

### ➤ Customer Service and Community/Cultural Implications

There would be a community expectation that the funding of Councillor's professional development is proportionate to the benefits gained for performing their roles and functions as a Councillor.



➤ **Sustainability Implications**

Not Applicable

➤ **Engagement/Consultation conducted in the development of the report**

Consultation on the development of this report was as follows:

*Council Committees:* Not Applicable

*Council Workshops:* Not Applicable

*Advisory Groups:* Not Applicable

*External Agencies:* Not Applicable

*Community:* Not Applicable

➤ **Additional Analysis**

See Appendix 1.

**3. OPTIONS**

Council has the following options:

- I. To approve the payment of \$3000 for the EOG-7005 – Community Engagement training via the University of Adelaide for Cr Adrian Cheater.
- II. To approve payment of a lower amount for the EOG-7005 – Community Engagement training via the University of Adelaide for Cr Adrian Cheater.
- III. To deny payment and have Cr Adrian Cheater fund this training.

**4. APPENDICES**

- (1) Council Member Training & Development Approval Form – Cr A Cheater
- (2) Tax Invoice from The University of Adelaide

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# **Appendix 1**

*Council Member Training & Development Approval  
Form – Cr A Cheater*

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**COUNCIL MEMBER TRAINING & DEVELOPMENT APPROVAL FORM**

<b>Name:</b>	Adrian Daniel Cheater	<b>Date:</b>	18/6/24
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**Course/Program** *(If applicable, please attach copy of completed registration form)*

<b>Title:</b>	EOG 7005 - Community Engagement		
<b>Date(s)</b>	26/2/24 - 22/6/24		
<b>Time:</b>	Start:	Finish:	
<b>Provider (eg. LGTA):</b>	The University of Adelaide		
<b>Location (address):</b>	North Terrace Campus		
	Adelaide SA 5000		
<b>Contact Phone Number:</b>	08 8313 5208		

**Course Content:**

In recent years, community engagement has become a central dimension of governance as well as policy development and service delivery. However efforts to directly involve citizens in policy processes have been bedevilled by crude understandings of the issues involved, and by poor selection of techniques for engaging citizens. This course will provide a critical interrogation of the central conceptual issues as well as an examination of how to design a program of effective community engagement. This course begins by asking: Why involve citizens in planning and policymaking? This leads to an examination of the politics of planning, conceptualisations of "community" and, to the tension between local and professional knowledge in policy making. This course will also analyse different types of citizen engagement and examine how to design a program of public participation for policy making. Approaches to evaluating community engagement programs will also be a component of the course.

**Relevance** *(including link to Strategic Management Plan)*

- A Progressive Organisation:
1. We have the right people with the right knowledge and skills in the right jobs and they are supported and developed
  4. We actively represent our community
  5. We are accountable, informed and make decisions in the best interests of the community
- Community wellbeing:
2. A connected, engaged and supported community

**Learning Outcomes or Objectives:** *(key topics, outcomes that can be applied to Council)*

- 1 To develop knowledge and understanding of content and techniques of community engagement at local to international levels
- 2 To locate, analyse and synthesise information about the diversity of community engagement approaches in a planned and timely manner
- 3 Develop ability to apply effective, creative and innovative solutions to governance problems that require community engagement
- 4 Via use of problem solving and critical thinking exercises using community engagement case studies, develop teamwork, and interpersonal skills
- 5 To critically evaluate the efficacy of virtual means of delivering or developing community engagement strategies
- 6 To encourage via independent learning exercises, development of skills that will enhance the fulfilment of ongoing and continuous learning and intellectual curiosity
- 7 By use of role model examples, demonstrate how community engagement can perform leadership functions within community
- 8 Develop understanding of cross cultural contexts and nuances/implications community engagement

**Investment** *(Can be authorised by Mayor up to \$1500, report provided to Council if above)*

Description	\$	Account Number <i>(office use only)</i>
Registration:	\$7,998.00	
Travel Cost:		
Accommodation:		
Expenses:		
Other (specify): Adjustments for value to council	-\$4,998	
<b>Total:</b>	<b>\$3,000</b>	


**Flights (if required):** *Flights will be Economy class and the most cost effective available*

<b>Preferred Flight time:</b>	Depart:	Return:
<b>Any other information:</b>	N/A	

**Accommodation (if required):** *Accommodation will be provided in the hotel where the conference is held, or a hotel nearby of a similar suitable standard*

<b>Preferred Accommodation:</b>	N/A
<b>Address:</b>	

**Approval**

<b>Signed by Council Member:</b>	Sign: 	<b>Date:</b> 18/6/24
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<b>Authorised by Mayor:</b>	Sign:	<b>Date:</b>
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**Office Use Only**

Registration Form submitted	<input type="checkbox"/>	Registration Confirmed	<input type="checkbox"/>
Accommodation Booked	<input type="checkbox"/>	Flights Booked	<input type="checkbox"/>
Accommodation Details	<input type="text"/>		
Flight Details	<input type="text"/>		
Council Member provided with Itinerary	<input type="checkbox"/>	Date Completed:	.....
	<input type="checkbox"/>		

### COUNCIL MEMBER TRAINING & DEVELOPMENT ATTENDANCE FORM

<b>Name:</b>	Adrian Daniel Cheater	<b>Date:</b>	18/6/24
--------------	-----------------------	--------------	---------

**Course/Program** *(If applicable, please attach copy of completed registration form)*

<b>Title:</b>	EOG 7005 - Community Engagement		
<b>Date(s) Attended</b>	26/2/24 - 22/6/24		
<b>Time:</b>	Start:	Finish:	
<b>Provider (e.g. LGTA):</b>	The University of Adelaide		
<b>Location (address):</b>	North Terrace Campus		
	North Terrace SA 5000		
<b>Contact Phone Number:</b>	08 8313 5208		

**Course Content:** *(detail the nature of the training and development)*

In recent years, community engagement has become a central dimension of governance as well as policy development and service delivery. However efforts to directly involve citizens in policy processes have been bedevilled by crude understandings of the issues involved, and by poor selection of techniques for engaging citizens. This course will provide a critical interrogation of the central conceptual issues as well as an examination of how to design a program of effective community engagement. This course begins by asking: Why involve citizens in planning and policymaking? This leads to an examination of the politics of planning, conceptualisations of "community" and, to the tension between local and professional knowledge in policy making. This course will also analyse different types of citizen engagement and examine how to design a program of public participation for policy making. Approaches to evaluating community engagement programs will also be a component of the course.

**Council or Council Member Benefits of Attendance:** *( detail the benefits gained through attendance)*

The course has provided significant value in understanding the frameworks and strategies for engaging with communities. The assignments included the analysis of an existing engagement strategy to identify its weaknesses and opportunities. I chose to address a strategy in local government. Through this analysis and group collaboration, I was able to identify key challenges in addressing stakeholder identification, conflict, and minority representation. Lecture presentations from industry experts and practitioners enhanced my understanding and provided strategies for addressing these challenges, which are often present in Council business. Understanding how the IAP2 spectrum is embedded in the council's strategy has provided continuity in my work with residents. Furthermore, it elevates my contributions to reports and decisions that involve community engagement and consultation by identifying gaps in knowledge or stakeholders.

**Feedback:** *(detail ideas to enhance the training and development)*

N/A

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## **Appendix 2**

*Tax Invoice from The University of Adelaide*

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# TAX INVOICE / STATEMENT

SF/STUDENT 0002673488



Date: 9/01/2024  
Student Number: 1708065  
Program: PCert.Env Policy & Management  
TFN Supplied: Yes

ABN: 61 249 876 937

STUDENT FINANCE  
DIVISION OF UNIVERSITY OPERATIONS  
THE UNIVERSITY OF ADELAIDE  
SA 5005  
AUSTRALIA

TELEPHONE +61 8 8313 5200  
FACSIMILE +61 8 8313 4401  
TOLL FREE 1800 061 489  
enquiry@adelaide.edu.au  
CRICOS Provider Number 00123M

Adrian Daniel Cheater  
2 Bradshaw Avenue  
CRAFERS SA 5152  
AUSTRALIA

Total Payable

\$7,998.00

Opening Balances may include transactions that have due dates that are earlier than those displayed on this invoice. Please ensure that all charges on this invoice and previous invoices are settled in accordance with the relevant due dates. To view due dates for opening balance transactions please refer to prior invoices.

Opening Balance	Previous Charges this semester	Previous Credits this semester	New Charges this semester	New Credits this semester	Total Payable
\$ 0.00	\$ 0.00	\$ 0.00	\$ 7,998.00	\$ 0.00	\$ 7,998.00

New Items this Invoice	Term	Due Date	Item Amount
10139 Community Engagement	2024 Sem 1	7/03/2024	7,998.00

Total of new item(s) \$7,998.00

## Payment Options

Student No

1708065

### BPAY® (Preferred payment method)

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**ADELAIDE HILLS COUNCIL  
ORDINARY COUNCIL MEETING  
Tuesday 9 July 2024  
AGENDA BUSINESS ITEM**

<b>Item:</b>	<b>12.3</b>
<b>Responsible Officer:</b>	<b>Zoë Gill Governance and Risk Coordinator CEO's Office</b>
<b>Subject:</b>	<b>Adelaide Hills Region Waste Management Authority Strategic Plan 2024-34</b>
<b>For:</b>	<b>Decision</b>

---

**SUMMARY**

Council has received correspondence (refer **Appendix 1**) from the Adelaide Hills Region Waste Management Authority (AHRWMA) seeking approval of the *AHRWMA Strategic Plan 2024-34* (refer **Appendix 2**) pursuant with requirements of the *AHRWMA Charter* (the Charter). The Charter requires consent of the *AHRWMA Strategic Plan 2024-34* from Member Councils. The purpose of this report is to seek Council's approval of the *AHRWMA Strategic Plan 2024-34*.

**RECOMMENDATION**

**Council resolves:**

- 1. That the report be received and noted.**
  - 2. To approve the *Adelaide Hills Region Waste Management Authority Strategic Plan 2024-34*.**
  - 3. That the CEO advises the Adelaide Hills Region Waste Management Authority Board that Council has reviewed and approved the *Adelaide Hills Region Waste Management Authority Strategic Plan 2024-34*.**
- 

**1. BACKGROUND**

The AHRWMA is a regional subsidiary established pursuant to Section 43 of the *Local Government Act 1999* to undertake sustainable waste management through shared services for the communities of the Adelaide Hills, Alexandrina, Mt Barker and Murray Bridge Council areas. The Constituent Councils which comprise the Authority are the Adelaide Hills Council, the Alexandrina Council, Mount Barker District Council and the Rural City of Murray Bridge.

The Authority prepares a Strategic Plan in consultation with its Constituent Councils. Approval of the Strategic Plan by the Constituent Councils enables the AHRWMA to continue providing an efficient and effectively managed and operated shared landfill site at Brinkley,



located within and owned by the Rural City of Murray Bridge. The AHRWMA also provide other waste and recycling service to Constituent Councils, for example management of the Heathfield Resource Recovery Centre.

The Authority’s Board has approved the Strategic Plan 2024-34 for referral to Constituent Councils.

**2. ANALYSIS**

➤ **Strategic Management Plan/Functional Strategy/Council Policy Alignment**

*Strategic Plan 2020-24 – A brighter future*

Goal 4	A valued Natural Environment
Objective N4	Reduce the impact of waste to landfill by maintaining a robust waste and resource management framework
Priority N4.4	Implement new or improved waste service opportunities whilst continuing to provide ongoing resource recovery and waste service to our community

Having a well-functioning and governed waste and recycling regional subsidiary guided by a strategic plan and appropriately resourced through an adopted budget assists Council to implement new or improved waste service opportunities and to provide ongoing resource recovery and waste services to the community.

Delivery of waste and recycling strategic outcomes, actions within the *Resource Recovery and Recycling Strategy* and implementation of the *Waste & Resource Recovery Service Policy* align with activities within the *AHRWMA Strategic Plan*.

➤ **Legal Implications**

The AHRWMA is a Regional Subsidiary established under Section 43 (Ability of councils to establish a regional subsidiary) and Schedule 2 (Provisions applicable to subsidiaries) of the *Local Government Act 1999*.

The Authority’s Charter states that the Authority shall prepare a Strategic Plan for approval by the Constituent Councils.

➤ **Risk Management Implications**

Review and consent of the AHRMWA Strategic Plan will assist in mitigating the risk of:

*Not providing waste and recycling services leading to community dissatisfaction, potential regulatory action against Council and or possible poor community public health and environmental outcomes.*

Inherent Risk	Residual Risk	Target Risk
Extreme (5A)	Low (1E)	Low (1E)

The report recommendation does not result in a new mitigating action. The CEO will however need to formally advise the AHRWMA Executive Officer of the outcome of Council’s consideration of this matter.

➤ **Financial and Resource Implications**

The Strategic Plan guides future annual business plans for AHRMWA and Council will have ongoing costs and implications from these plans that will need to be considered in adopting Councils Long Term Financial Plan and annual budgets.

➤ **Customer Service and Community/Cultural Implications**

There are no direct customer service or community/cultural implications relating to this report. Indirectly, adoption of the report recommendation will ensure ongoing efficient and effective waste management services are maintained for the disposal of community residual waste.

➤ **Sustainability Implications**

The services provided by the AHRWMA align with Council's desired environmental outcomes. Accordingly, a sound and well considered Strategic Plan is necessary to maximise environmental benefits through the services provided by the Authority.

➤ **Engagement/Consultation conducted in the development of the report**

Consultation on the development of this report was as follows:

<i>Council Committees:</i>	Not Applicable
<i>Council Workshops:</i>	AHRWMA presented the draft Strategic Plan to Council at a workshop on 5 February 2024
<i>Advisory Groups:</i>	Not Applicable
<i>External Agencies:</i>	Adelaide Hills Region Waste Management Authority
<i>Community:</i>	Not Applicable

➤ **Additional Analysis**

The AHRWMA has identified 4 goals for the Strategic Plan 2024-34:

- Best Practice
- Collaborate
- Empowered Community
- Good Governance

AHRWMA presented the draft Strategic Plan to Council at a workshop on 5 February 2024.

### **3. OPTIONS**

Council has the following options:

- I. Approve the AHRWMA Strategic Plan 2024-34 and advise the AHRWMA Board of Council's resolution. (Recommended)

This option is recommended as it will allow the AHRWMA to continue to provide efficient and cost-effective waste and recycling services to the Constituent Councils.

II. Not approve the AHRWMA Strategic Plan 2024-34. (Not Recommended)

This option would not be recommended as it could lead to delays in the AHRWMA adopting the Strategic Plan and in turn potentially affect service delivery either short or long term.

**4. APPENDICES**

- (1) AHRMWA Correspondence to Council
- (2) AHRMWA Strategic Plan 2024-34

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# **Appendix 1**

*AHRWMA Correspondence to Council*

---

Greg Georgopoulos  
Chief Executive Officer  
Adelaide Hills Council  
63 Mount Barker Road  
Stirling SA 5152

27 May 2024

Dear Greg,

**RE: AHRWMA Final Strategic Plan**

I am pleased to present the Strategic Plan 2024-34 on behalf of the Adelaide Hills Region Waste Management Authority (AHRWMA) Board. This comprehensive, ten-year plan sets out the Authority's vision, objectives, and strategies for the next decade, aligning our collective efforts to advance sustainable waste & resource management practices across our Constituent Councils.

The Strategic Plan 2024-34 has been developed through consultation and collaboration with stakeholders, including Council representatives, the AHRWMA Board and Audit & Risk Committee. It represents our commitment to prudent environmental stewardship, innovation, and operational excellence in waste and resource management.

We have completed a consultation process across the Member Councils and thank you for your feedback. We recognise that the stretch goals, outlined in the plan, are ambitious targets that go beyond the standard expectations and current capabilities. These goals are designed to challenge the status quo, drive innovation, and inspire exceptional performance together. The Authority is pleased to partner with Constituent Councils in this journey, to make these targets become a reality.

The Board has now endorsed the final Strategic Plan and I forward it to Council for approval.

We now plan on holding an all-member council event involving the Board, Audit Committee and staff involved in waste, to consider how we will work together to achieve our targets and lead the way in waste and resources. The aim is to also introduce a monitoring protocol and reporting mechanisms to notify all Member Councils of progress against the plan individually and collectively.

We look forward to receiving Councils' final approval of this plan, in accordance with the AHRWMA Charter.

Please do not hesitate to contact me or the AHRWMA Executive Officer, Leah Maxwell, if you have any questions or require further information.

Yours sincerely,



Adrian Skull  
Chair, AHRWMA Board

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## **Appendix 2**

*AHRMWA Strategic Plan 2024-34*

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# 2024-34 STRATEGIC PLAN





**SUSTAINABLE  
WASTE MANAGEMENT  
THROUGH SHARED  
SERVICES**



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# 1

## FOREWORD

I am pleased to present the Adelaide Hills Region Waste Management Authority's (AHRWMA) Strategic Plan – a shared Vision for 2034. The Plan details our aspirations for the next ten years which will see us work collaboratively for the benefit of our environment and our community.

Continued change in the waste and resource recovery landscape provides AHRWMA the opportunity to respond and reshape its services to maximise the benefits for Constituent Councils.

This Strategic Plan recognises AHRWMA as a provider of services, leadership and education in the field of waste and resource management. It has been developed in a time of changing priorities around waste and heightened attention on the environment. It considers the imperative to reduce waste into the future, focus on building a circular economy and the implication of changing compliance measures.

In addition to providing landfilling services, AHRWMA has successfully delivered numerous projects over recent years including:

- A joint kerbside tender
- Resource Recovery Centre management
- Community education across the Councils
- FOGO implementation across the Councils
- Closed landfill management
- Resource recovery (C&D, polystyrene, green organics management and processing)
- A community chemical drop off facility
- A cost effective and compliant landfill
- Bulk waste transport services

We recognise that well planned and considered landfills will continue to be important assets in the short to medium term, however we aim to divert as much waste away from landfill as possible.

**AHRWMA will continue to define itself as more than a landfill operator and become a holistic waste and resources management entity.**



We hope to see reduced waste to our landfill facility, which we recognise may result in reduced economies of scale and an increased cost per tonne for waste disposal. However, it will also enable increased landfill airspace, potential for additional resource streams or technologies and a change of direction for AHRWMA to embrace.

**We are transforming our waste management facilities into circular economy precincts. We will achieve this if we work together with a shared vision. We will divert and repurpose waste and create products for our Constituent Councils and communities to use.**

This Strategic Plan has been prepared in consultation with our Board, Audit & Risk Committee & Constituent Council Representatives.

**ADRIAN SKULL**  
Independent Chairperson



## 2

# OUR VISION FOR OUR FUTURE

2024

## WHERE ARE WE NOW?

- We are providing a cost-effective service to Constituent Councils at the landfill and achieving an annual surplus.
- We are managing efficient and effective Resource Recovery Centres directly for two of our Constituent Councils, running at a small annual deficit.
- We are achieving a 70% diversion rate at the AHRWMA operated Resource Recovery Centres.
- We are diverting 17% of all materials received at the landfill.
- Our Constituent Councils are achieving an average diversion rate of 52% at the kerbside.
- We are commencing a regional education program.

2034

## WHERE WILL WE BE?

- We are leaders in the State – our group of Councils are working together on the same mission to do great things for our community.
- The Brinkley Facility is a best practice Circular Economy Community Hub, including a community education facility, compliant model landfill, promotes regenerative biodiversity, generates clean energy through LFG flares and solar array and facilitates academic research into best practice in phytocapping of historic landfill cells and recovery of wastewater.
- AHRWMA Operated facilities have transitioned into Circular Economy Community Hub(s).
- Resource Recovery Centres will be managed by AHRWMA under a shared model, achieving a break even or surplus financial result.
- Our community is empowered through our regional education program to take positive action to contribute their part in separating waste streams and recognise the value to the South Australian economy of recoverable materials.
- Our staff are motivated and proud to work at our best practice and safe regional subsidiary. Our HR practices are recognised as valuing diversity, mentorship and local employment.
- We provide a cost-effective adaptable and versatile service for our members.
- We are an adaptable and responsive regional subsidiary that is in touch with our members and customers needs.
- We are:
  - Managing our members kerbside collection services and contracts,
  - Working together, including tendering for waste services collectively, achieving economies of scale and positive outcomes for our community,
  - Educating the community,
  - Providing closed landfill management expertise,
  - Seeking out, sharing and developing best practice initiatives with our members,
  - Managing our Constituent Council's waste and resource policies and plans,
  - Representing our Constituent Councils on all waste and resource matters with full support to undertake this role.
- We are achieving a 90% diversion rate at the Resource Recovery Centres.
- We are diverting 40% of all materials received at the landfill.
- Our Constituent Councils are achieving an average diversion rate of 70% at the kerbside.



# 3

## ABOUT AHRWMA

The Adelaide Hills Region Waste Management Authority (AHRWMA) is a Local Government Regional Subsidiary coordinating waste management and recycling on behalf of its Constituent Councils.

Our Constituent Councils comprise:

- Adelaide Hills Council
- Mount Barker District Council
- Alexandrina Council
- Rural City of Murray Bridge

AHRWMA receives and processes waste material at its facilities. We promote a cleaner and healthier environment by increasing recycling options and reducing waste going to landfill.

Figure 1:  
Constituent Councils  
serviced by AHRWMA.



5048.7 SQUARE  
KMS

26.7 PEOPLE PER  
SQUARE KM

POPULATION  
134,841



## IN 2022/23

Managing difficult waste streams  
and driving a circular economy

### Diverted, Recovered & Reprocessed

**300 tonnes** of cardboard

**848 tonnes** of metal & batteries

**109 tonnes** of mattresses

**12 tonnes** of tyres

**19 tonnes** of polystyrene & hard plastics

**72 tonnes** of E-waste

**0.45 tonnes** of x-rays

**Over 6,000  
tonnes**

**OF GREEN ORGANICS  
PROCESSED IN TO MULCH  
AND COMPOST**

**Over 9,900  
tonnes**

**OF C&D & SOILS DIVERTED  
FROM LANDFILL**

**SAFELY DISPOSED  
48 tonnes  
OF CHEMICALS**

# 4

## OUR DRIVERS

The waste and resource management industry is continuously evolving. It is shaped by many factors including international, national and state strategies and legislation. Continued change in the waste and resource recovery landscape provides AHRWMA the opportunity to respond and reshape its services to maximise the benefits for Constituent Councils.

### CIRCULAR ECONOMY

The principles of the waste hierarchy and circular economy are key drivers for AHRWMA. A Circular Economy is a self-sustaining system driven by renewable energy which keeps materials and resources at their highest value for as long as possible. Moving away from a linear 'take, make, use & dispose' wasteful economy to a Circular Economy can deliver significant job creation and greenhouse gas reduction benefits for South Australia.

Transitioning to a circular economy is a national and state priority. Driving the transition to a circular economy is a significant opportunity for AHRWMA.

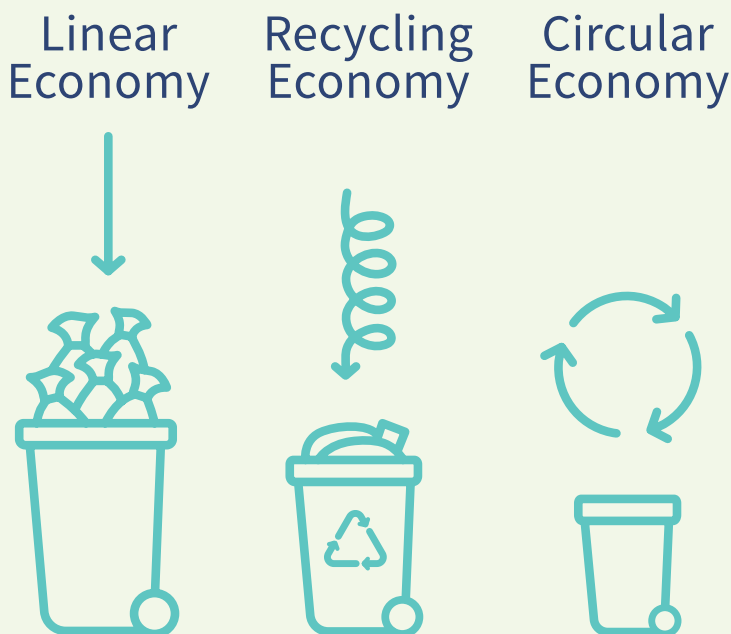


Figure 2: Comparison of Linear, Recycling and Circular economies. (Referenced: [longevity-partners.com/our-expertise/sustainable-design/circular-economy/](https://longevity-partners.com/our-expertise/sustainable-design/circular-economy/) on 31.10.23)



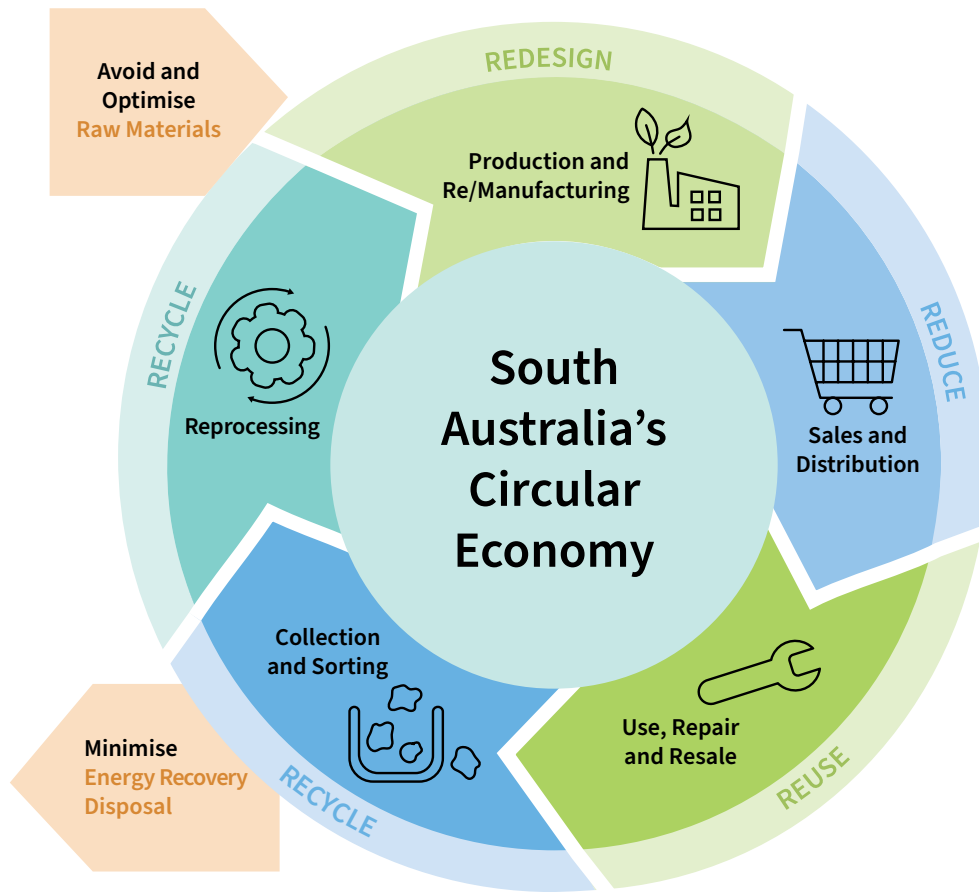


Figure 3: South Australia's Circular Economy. (Referenced: [www.greenindustries.sa.gov.au/driving-the-circular-economy](http://www.greenindustries.sa.gov.au/driving-the-circular-economy) 31.10.23)

We will continue to explore waste and recycling services for Constituent Councils that align with actions as high as possible on the Waste Management Hierarchy to keep avoidable material out of the Brinkley landfill (Figure 4).

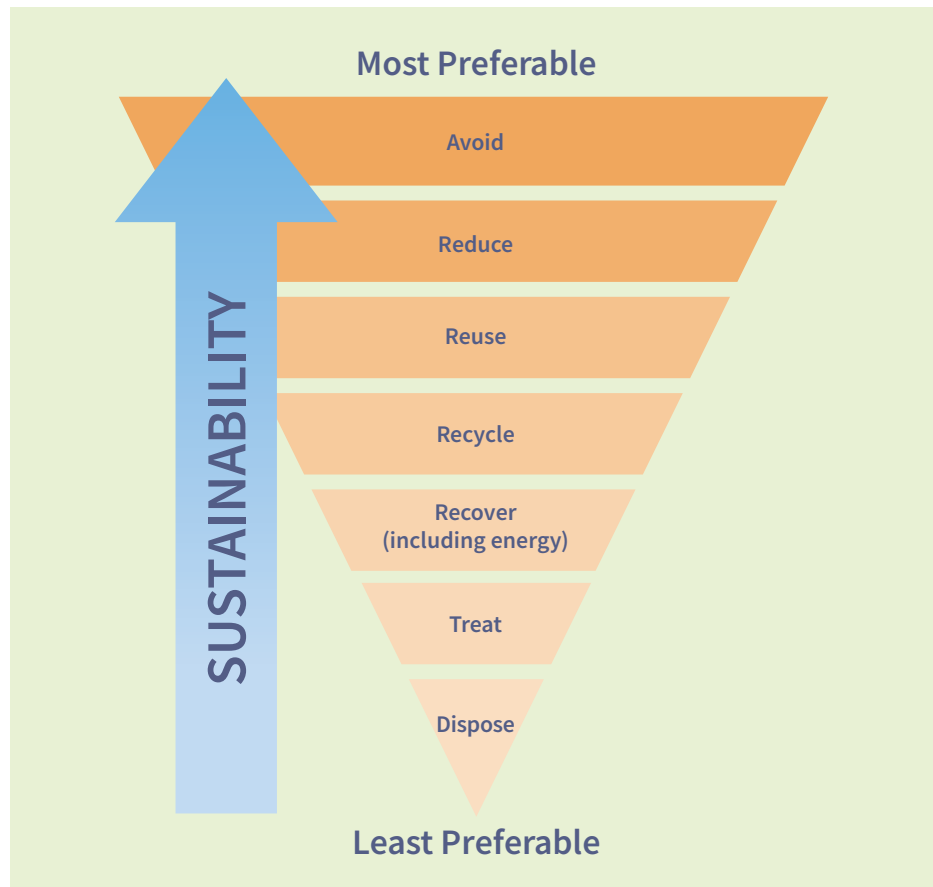


Figure 4: The Waste Management Hierarchy (Referenced: [www.epa.sa.gov.au/environmental\\_info/waste\\_recycling](http://www.epa.sa.gov.au/environmental_info/waste_recycling) 31.10.23)

## 5

# GOVERNANCE

AHRWMA operates in accordance with its Charter, Long Term (10 year) Financial Plan, Asset Management Plan, Annual Business Plan and Budget.

Its activities are guided by this Strategic plan which is developed in line with Clause 4 of the Charter, where AHRWMA must:

- Prepare, and adopt a ten-year Strategic Plan for the conduct of its business which will identify the Authority's objectives over the period of the Strategic Plan and the principal activities that the Authority intends to undertake to achieve its objectives.
- Submit the Strategic Plan to the Constituent Councils for their approval.
- In consultation with the Constituent Councils, review the Strategic Plan at least once in every four years. In preparing and when reviewing the Strategic Plan, the Board must at a minimum have regard to the following:
  - any State government agency waste plan then in force in relation to the area of a Constituent Council and any proposed changes to such plan;
  - any initiatives proposed by the Commonwealth of Australia or the State Government which may impact upon or affect proper waste management in the area;
  - any plan or policy of a Constituent Council for waste management then in force and any proposed changes to such plan or policy;
  - the current strategic management plans of each Constituent Council; and
  - the current annual business plan and budget of each Constituent Council.



## STRATEGIC CONTEXT

### INTERNATIONAL

There is global recognition of the role that the waste and resource industry can play in reaching shared goals for reducing consumption of virgin materials and carbon emissions. The following documents influence AHRWMA's actions:

- **United Nations Sustainable Development Goals<sup>1</sup>**
- **Montreal Protocol<sup>2</sup>**
- **European Commission Circular Economy Action Plan<sup>3</sup>**
- **United Nations Framework Convention on Climate Change<sup>4</sup>**
- **Basel Convention<sup>5</sup>**

1. [sdgs.un.org/goals](https://sdgs.un.org/goals)

2. [www.unep.org/ozonaction/who-we-are/about-montreal-protocol](https://www.unep.org/ozonaction/who-we-are/about-montreal-protocol)

3. [environment.ec.europa.eu/strategy/circular-economy-action-plan\\_en](https://environment.ec.europa.eu/strategy/circular-economy-action-plan_en)

4. [unfccc.int/process-and-meetings/what-is-the-united-nations-framework-convention-on-climate-change](https://unfccc.int/process-and-meetings/what-is-the-united-nations-framework-convention-on-climate-change)

5. [www.basel.int/](https://www.basel.int/)

6. [www.dcceew.gov.au/environment/protection/waste/publications/national-waste-policy-action-plan](https://www.dcceew.gov.au/environment/protection/waste/publications/national-waste-policy-action-plan)

7. [www.dcceew.gov.au/sites/default/files/documents/fs-product-stewardship-act.pdf](https://www.dcceew.gov.au/sites/default/files/documents/fs-product-stewardship-act.pdf)

8. [www.dcceew.gov.au/sites/default/files/env/resources/0a517ed7-74cb-418b-9319-7624491e4921/files/overview-product-stewardship\\_0.pdf](https://www.dcceew.gov.au/sites/default/files/env/resources/0a517ed7-74cb-418b-9319-7624491e4921/files/overview-product-stewardship_0.pdf)

9. [www.legislation.gov.au/Series/C2020A00119](https://www.legislation.gov.au/Series/C2020A00119)

10. [www.dcceew.gov.au/environment/protection/waste/publications/national-food-waste-strategy](https://www.dcceew.gov.au/environment/protection/waste/publications/national-food-waste-strategy)



### NATIONAL

The Australian Federal Government is guided by international publications. Federal legislation in turn influences both State and Local Government policy.

- **National Waste Policy and Action Plan<sup>6</sup>**
- **Product Stewardship Act 2011<sup>7</sup>**
- **Extended Producer Responsibility schemes<sup>8</sup>**
- **Recycling and Waste Reduction Act 2020<sup>9</sup>**
- **National Food Waste Strategy<sup>10</sup>**

## STATE

AHRWMA aspires to be a leader in South Australia in the waste and resource recovery industry. As such, AHRWMA responds to State government bodies guiding sustainable industry and environmental protection.

### **Green Industries SA Act 2004<sup>11</sup>**

The guiding principles of the Act include:

- Waste management hierarchy (refer Figure 4).
- The circular economy (refer Figure 2 and 3).
- Ecologically sustainable development.
- Best practice methods and standards.
- Policy development through open dialogue and consultation.
- No further development of landfills servicing metropolitan Adelaide.
- Source separation of waste.

### **Environment Protection Act 1993<sup>12</sup>**

The objects of the Act include:

- Promotion of the principles of ecologically sustainable development.
- Protection, restoration and enhancement of the environment.
- Regulation of waste management.
- Promotion of the waste management hierarchy and a strong market for recovered resources.

### **Environment Protection (Waste to Resources) Policy 2010<sup>13</sup>**

Key features of the policy include:

- Sustainable waste management.
- Resource recovery processing requirements for most metropolitan Adelaide waste.
- Landfill bans.
- Illegal dumping offences.

### **Supporting the Circular Economy – South Australia’s Waste Strategy 2020-2025<sup>14</sup>**

South Australia’s Waste Strategy 2020-2025 outlines actions that can contribute to the development of a circular economy in South Australia.

The State Waste Strategy Targets include:

- Zero avoidable waste to landfill by 2030.
- Metropolitan municipal solid waste 75% diversion.
- Regionally appropriate and progressive waste diversion targets to be set for regional areas.
- Commercial and industrial waste 90% diversion.
- Construction and demolition waste 95% diversion.

### **Regional Waste Management Plans**

Regional Waste Management Plans are in place for all South Australian regional local government areas and/or regional city clusters by 2023 and set regionally appropriate and progressive waste diversion targets.

Priorities for action described in the Strategy are:

- Transitioning to a circular economy.
- Market development.
- Infrastructure capability and capacity.
- Food waste.
- Plastics and packaging.

### **Additional reference documents include:**

*Beverage Container Act 1975*

*Plastic Shopping Bags (Waste Avoidance) Act 2008*

*Single-use and Other Plastic Products (Waste Avoidance) Act 2020*

11. [www.legislation.sa.gov.au/\\_\\_\\_legislation/lz/c/a/green%20industries%20sa%20act%202004/current/2004.1.auth.pdf](http://www.legislation.sa.gov.au/___legislation/lz/c/a/green%20industries%20sa%20act%202004/current/2004.1.auth.pdf)

12. [www.legislation.sa.gov.au/lz/path=%2Fc%2Fa%2Fenvironment%20protection%20act%201993](http://www.legislation.sa.gov.au/lz/path=%2Fc%2Fa%2Fenvironment%20protection%20act%201993)

13. [www.legislation.sa.gov.au/lz/path=%2Fc%2FPOL%2FEnvironment%20Protection%20\(Waste%20to%20Resources\)%20Policy%202010](http://www.legislation.sa.gov.au/lz/path=%2Fc%2FPOL%2FEnvironment%20Protection%20(Waste%20to%20Resources)%20Policy%202010)

14. [www.greenindustries.sa.gov.au/resources/sa-waste-strategy-2020-2025](http://www.greenindustries.sa.gov.au/resources/sa-waste-strategy-2020-2025)

A row of green recycling bins with yellow and blue lids on a residential street. The bins are on wheels and are lined up along a sidewalk. In the background, there are houses and trees.

OUR COUNCILS  
ARE WORKING  
TOGETHER TO DO  
GREAT THINGS FOR  
OUR COMMUNITY.

## OUR CONSTITUENT COUNCILS

AHRWMA strives to support its Constituent Councils to meet their goals relating to waste management and resource recovery. We recognise that our Council's populations are growing. The Mount Barker Council in particular has been experiencing significant population growth and urban development in recent years, with population expected to increase from 33,000 to 55,000 by 2036. Murray Bridge has been identified as a satellite city location, within the Greater Adelaide Region Discussion Paper and Alexandrina Council is also earmarked to experience growth into the future. The growth within our region brings with it opportunities and challenges in relation to waste and resource management and the Authority aims to position itself to support our Constituent Councils and meet future demands.

### MOUNT BARKER DISTRICT COUNCIL

#### Strategic Plan 2035

- Limit and reduce carbon and other greenhouse gas emissions in capital investment projects and operational practices.
- Promote, practice and enable best practice waste minimisation, waste reduction and recycling systems.
- Increase recycling rates.

#### Waste to Resources Management Plan

- Reduce waste to landfill by 20% per capita.
- Provide resource efficient and sustainable waste management services, facilities and programs that help to reduce the ecological footprint of Council and the Mount Barker district community.
- Improve community understanding and engagement on waste reduction and recycling.
- Plan for the future needs of the district.



## THE RURAL CITY OF MURRAY BRIDGE

### Strategic Plan 2020—2024

- The environment is protected to retain its natural beauty and diversity; impacts are minimised protecting and preserving for future generations to access and enjoy.
- Waste is managed through a variety of programs that encourage waste reduction, redirection and reuse of recycled materials.

### The Rural City of Murray Bridge Waste Management Strategy

Council seeks to use the most effective waste management technologies and methods available while also striving to protect environmental and public health.

The overall targets and objectives;

- Establish the Brinkley Transfer Station as a key resource recovery facility.
- Comply with the Environment Protection Act.
- Comply with EPA's Waste to Resources Policy, with a particular focus on landfill bans.
- Investigate and implement options as they become available to increase recycling and reduce waste to landfill.
- Investigate options to improve efficiency of waste contracts into the future.
- Implement a waste policy to ensure services are being managed accordingly, with an aim to improve efficiency of those services and reduce cost to Council.
- Utilise the services of AHRWMA as and when available to improve efficiencies by achieving economies of scale and collaborate regionally.
- Participate in programs and obtain funding as and when available to offer residents improved and/or additional services.
- Assist to meet ZWSA's Resource Recovery targets – reduce waste to landfill by 35% by 2020, divert 70% of municipal solid waste from landfill, divert 75% of commercial and industrial waste from landfill, and divert 90% of construction and demolition waste from landfill.
- Educate the regional community on responsible waste choices that enhance and maintain their environment.
- Explore new markets for clean technology in waste management Aim for zero waste – recycling, reusing and reducing consumption whenever possible.
- Follow the principles of the waste management hierarchy with a focus on avoiding and reducing waste.
- Manage waste as a resource to achieve better environmental, social and economic outcomes.
- Meet community expectations.





## ALEXANDRINA COUNCIL

### Strategic Plan - Alexandrina 2040

Key Action: Environmental Innovation.

- It is clear that we can go well beyond the management of waste, water and energy and extend to circular resource systems, regenerative farming, aquaculture and nature-based recreation and ecotourism.
- We want to be a community that reuses our resources in a circular nature. We will innovate and transform our community and region to enable it to take advantage of the benefits of a circular economy. Central to this is learning from and educating communities and partners on the benefits of consuming less and reusing more. Council can lead by example through the delivery of 'plastic free' community events and the creation of policies and guides for plastic free private events and destinations across the Fleurieu. We can also commit to low-waste procurement policies and contracts that support the circular economy. There may be opportunities to make use of all our organic waste within the region. It is also worth considering better ways to process, reuse and recycle resources, and use mulch and upcycled plastics in infrastructure projects and everyday Council operations.
- Research that underpins Environmental Innovation will help us to identify opportunities to better understand the district's waste profile, decouple carbon emissions from economic growth (by better understanding our community and corporate carbon profile), explore circular economy market development initiatives (in partnership with government and the region), and encourage new industries to emerge.
- Contribute to the development of a long-term approach to waste management on the Fleurieu Peninsula.
- In partnership with FWRA increase the diversion of all Municipal Solid Waste (MSW) from landfill by 75%.





## ADELAIDE HILLS COUNCIL

### Strategic plan 2020-24

- Reduce the impact of waste to landfill by maintaining a robust waste and resource management framework.
- Assist our community to reduce the impact of waste to landfill on the environment.

### Waste and recycling priorities listed within the Strategic Plan

- Support residents so they avoid, reduce and reuse, in order to minimise the impact on the environment and rates.
- Work with partners to analyse the benefits and feasibility of introducing a fee incentive to property owners to produce less waste in relation to the kerbside bin service.
- Explore more Green Organics options to achieve improved environmental and financial outcomes.
- Provide specific education to the community to increase their level of food scrap recycling.
- Implement new or improved waste service opportunities whilst continuing to provide ongoing resource recovery and waste service to our community.
- Encourage and educate the community to help minimise the generation of household waste by advocating the principles of the Waste Management Hierarchy to avoid, reduce and reuse.
- Support and assist the community to prevent valuable resources going to landfill and reduce contamination in kerbside recycling bins.
- The Adelaide Hills Council recognises AHRWMA among its regional subsidiaries which assist Council in its strategic planning and service delivery activities.



### Adelaide Hills Council Resource Recovery and Recycling Strategy Edition 1

This Strategy builds on the Council's Waste and Resources Management Strategy 2016-2021.

The principal purpose of this Resource Recovery and Recycling Strategy (the Strategy) is to:

- Increase the amount of recycling material placed in the kerbside yellow and green bin from material currently going to landfill.
- Educate the community on the Waste Management Hierarchy to minimise the generation of waste and recycling material in the first instance followed by appropriate recycling practices.
- Practice and promote circular economy principles.



6

# AHRWMA'S VISION, MISSION AND PURPOSE

## OUR VISION

To work together with our Constituent Councils to provide cost effective, progressive, and best practice waste and resource management services across our region

## OUR MISSION

To provide leadership and management services to deliver best practice waste and resource management solutions for the communities within our region.

## OUR PURPOSE

To facilitate, co-ordinate and provide waste and resource management services, including waste collection, treatment, disposal and recycling within the Region.



# 7

## GUIDING PRINCIPLES

### ENVIRONMENTAL SUSTAINABILITY AND CIRCULAR ECONOMY

We encourage the reduction of waste to landfill and maximise diversion.

We lead the shift towards a circular economy.

We meet environmental compliance requirements in our operations.

### COLLABORATION AND COMMUNITY

We are in touch with our Constituent Councils and community needs and provide value adding services.

We empower our communities with a strong education program targeting positive behaviour change.

### COST EFFECTIVENESS AND FINANCIAL SUSTAINABILITY

We provide value for money waste and resource management solutions through economies of scale and shared services.

We ensure financial sustainability by charging adequate fees for service.

### BEST PRACTICE AND INNOVATION

We actively seek out best practice in the industry and bring it back to our region.

We are agile and responsive to industry changes, innovation, and new technology.

We advocate for positive change throughout the entire waste management process.



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# OUR STRATEGY



## GOAL 1 BEST PRACTICE

We aim to establish our facilities as best practice community hubs for waste and resource management across the Region with circular economy, waste diversion and local employment at the forefront.

We will consider new and emerging technology that may benefit Constituent Councils and achieve our common goals to increase diversion rates, reduce waste to landfill and reduce our ecological footprint, while balancing costs for service provision. We will advise and encourage our Constituent Councils to implement best practice systems and services, where appropriate.

### STRATEGIES

- **Investigate and implement:**
  - A bulk up facility at Brinkley or a central locale to increase transport efficiencies.
  - Circular economy programs and projects that increase resource recovery and create community benefit.
  - Best practice model for managing concrete and demolition material across the region.
  - Emerging waste processing technologies, such as advanced recycling methods, waste to energy processes, and smart waste monitoring systems.
- **Explore optimal ownership, management and operational models for all sites, including the Resource Recovery Centre network throughout the region including:**
  - Fee for service models.
  - Public Private partnerships.
  - Land tenure.
- **Continually monitor advances in the latest developments in waste management nationally and internationally and share this information with stakeholders. Adopt and implement viable options.**
- **Evaluate kerbside service models and consider best practice options for Constituent Councils to minimise waste to landfill.**
- **Prioritise projects that minimise carbon emissions and assist Constituent Councils to meet emissions reductions targets.**



## PERFORMANCE INDICATORS

- Increase diversion at the Resource Recovery Centres by 20% by 2033.
- Increase material recovered from landfill to 40% by 2033.
- Increase diversion rates across the Constituent Council's kerbside services to 70% by 2033.
- Complete a feasibility study to establish a strategic regional facility.
- Regional hubs and facilities are co-located at AHRWMA sites, which facilitates our circular economy goals.
- Measure emissions and set an emissions reduction target.
- Projects that reduce emissions are implemented.



## GOAL 2 COLLABORATE

AHRWMA will maximise engagement and leadership across the region. We will coordinate and communicate with our Constituent Councils and beyond to meet the needs of our stakeholders in all areas of waste and resource management.

### STRATEGIES

- **Represent Constituent Councils, the region and Local Government, on waste management issues to all stakeholders.**
- **Maximise our presence across Constituent Councils and within the waste and Local Government sectors.**
- **Implement projects that engage and connect with Constituent Councils and other stakeholders across the region.**
- **Support Constituent Councils to utilise the AHRWMA and the services we offer and collaborate regionally to achieve economies of scale.**
- **Foster a regional approach between Constituent councils wherever possible and beneficial and work across borders when opportunities arise.**
- **Provide expert advice and information to our Constituent Councils regarding waste and resource management.**
- **Pursue considered opportunities to expand the scope of input streams to the Brinkley Landfill and identify alternative revenue streams.**
- **Communicate and collaborate with other Regional Waste Subsidiaries, private partners and local government where there is benefit for our Constituent Councils.**
- **Increase our service offerings which enhance our utility to Constituent Councils.**
- **Provide a coordinated role in disaster waste management which ensures environmental compliance and supports health and wellbeing.**





## PERFORMANCE INDICATORS

- Facilitate individual annual meetings and collective biannual meetings with Constituent Council CEOs.
- Deliver annual presentations to Constituent Council Elected Members.
- Host annual meetings with neighbouring Local Government Council representatives and major commercial customers.
- Manage all aspects of waste for our Constituent Councils.
- Attend regional meetings, waste industry meetings and represent constituent Councils in all relevant forums, with Councils support.
- Increase and diversify our service provision to all customers.
- Increase the volume of resources received from non-Constituent Councils.
- Review options for additional Constituent Council membership.
- Facilitate quarterly regional knowledge sharing forums.



## GOAL 3 EMPOWERED COMMUNITY

AHRWMA will take a leading role in planning and implementing community engagement and education strategies across the region. This will reinforce effective behaviours relating to waste management and strengthen positive attitudes towards Constituent Council, State and Federal waste management and resource recovery actions.

### STRATEGIES

- **Develop and deliver on a regional education plan and program.**
- **Collaborate with stakeholders to implement education services across the region.**
- **Connect with community groups that align with the values of the Authority.**
- **Recognise community and business efforts with an annual award.**

### PERFORMANCE INDICATORS

- Implement a wide-reaching regional education program in collaboration with Constituent Councils, other stakeholders such as GISA, collection partners and other subsidiaries.
- Deliver a commercial education program to increase source separation and recovery of C&D waste.
- Support community groups by providing information on resource recovery and waste management.
- Award a community group and business annually for efforts relating to resource recovery and the circular economy.



## GOAL 4 GOOD GOVERNANCE

### STRATEGIES

- Continue to implement and improve WHS and governance programs.
- Operate a compliant and well-planned landfill.
- Ensure sound financial management.

### PERFORMANCE INDICATORS

- Achieve best practice hazard reporting.
- Achieve no lost time injuries.
- Ensure landfill cell management, capping and closure and landfilling airspace is planned as a minimum 7 years ahead.
- Complete Brinkley site master plan by 2025.
- Achieve a landfill compaction target of 0.8 tonnes per cubic metre.
- Ensure financial planning considers future liabilities and services are costed effectively. In addition to annual budget setting processes and LTFP reviews;
  - Detailed liability reviews undertaken at least every five years.
  - Input models and tonnage planning reviews undertaken at least every 3 years.
- Review the Authority's Charter, plans, policies and documents in accordance with required timelines.
- Implement an adequate records management system, which achieves a fit for purpose standard.



## SUMMARY OF GOALS, STRATEGIES AND PERFORMANCE INDICATORS

	Strategies	Performance Indicator	Timeframe
<b>GOAL 1: Best Practice</b>	Investigate and implement a bulk up facility at Brinkley or a central locale to increase transport efficiencies.	Complete a feasibility study to establish a strategic regional facility.	2026
	Explore optimal ownership, management and operational models for all sites, including the Resource Recovery Centre network throughout the region including: <ul style="list-style-type: none"> <li>• Fee for service models</li> <li>• Public Private partnerships</li> <li>• Land tenure.</li> </ul>	Regional hubs and facilities are co-located at AHRWMA sites, which facilitates our circular economy goals.	2027
	Investigate and implement: <ul style="list-style-type: none"> <li>• Circular economy programs and projects that increase resource recovery and create community benefit.</li> <li>• Best practice model for managing concrete and demolition material across the region.</li> <li>• Emerging waste processing technologies, such as advanced recycling methods, waste to energy processes, and smart waste monitoring systems.</li> </ul> <p>Continually monitor advances in the latest developments in waste management nationally and internationally and share this information with stakeholders. Adopt and implement viable options.</p> <p>Evaluate kerbside service models and consider best practice options for Constituent Councils to minimise waste to landfill.</p>	<p>Increase diversion at the Resource Recovery Centres by 20%.</p> <p>Increase material recovered from landfill to 40%.</p> <p>Increase diversion rates across the Constituent Council's kerbside services to 70%.</p>	2033
	Prioritise projects that minimise carbon emissions and assist Constituent Councils to meet emissions reductions targets.	<p>Measure emissions and set an emissions reduction target</p> <p>Projects that reduce emissions implemented.</p>	<p>2026</p> <p>2026 ongoing</p>
<b>GOAL 2: Collaborate</b>	Represent Constituent Councils, the region and Local Government, on waste management issues to all stakeholders.	Facilitate individual annual meetings and collective biannual meetings with Constituent Council CEOs	2024 ongoing
	Maximise our presence across Constituent Councils and within the waste and Local Government sectors.	Deliver annual presentations to Constituent Council Elected Members	
	Implement projects that engage and connect with Constituent Councils and other stakeholders across the region.	Facilitate quarterly regional knowledge sharing forums.	
	Support Constituent Councils to utilise the AHRWMA and the services we offer and collaborate regionally to achieve economies of scale.	Manage all aspects of waste for our Constituent Councils	2034
	Foster a regional approach between Constituent councils wherever possible and beneficial and work across borders when opportunities arise.	Attend regional meetings, waste industry meetings and represent constituent Councils in all relevant forums, with Councils support.	2024 ongoing
	Provide expert advice and information to our Constituent Councils regarding waste and resource management.	Increase and diversify our service provision to all customers.	2034
	Increase our service offerings in order to enhance our utility to Constituent Councils.		
	Provide a coordinated role in disaster waste management which ensures environmental compliance and supports health and wellbeing.		
Communicate and collaborate with other Regional Waste Subsidiaries, private partners and local government where there is benefit for our Constituent Councils.	<p>Increase the volume of resources received from non-Constituent Councils.</p> <p>Review options for additional Constituent Council membership.</p>	<p>2034</p> <p>2026</p>	
Pursue considered opportunities to expand the scope of input streams to the Brinkley Landfill and identify additional revenue streams.	Host annual meetings with neighbouring Local Government Council representatives and major commercial customers	2024 ongoing	

	Strategies	Performance Indicator	Timeframe
<b>Goal 3: Empowered Community</b>	Develop and deliver on a regional education plan and program.	Implement a wide-reaching regional education program in collaboration with Constituent Councils, other stakeholders such as GISA, collection partners and other subsidiaries.	2025 ongoing
	Collaborate with stakeholders to implement education services across the region.	Deliver a commercial education program to increase source separation and recovery of C&D waste.	2025 ongoing
	Connect with community groups that align with the values of the Authority.	Support community groups by providing information on resource recovery and waste management.	2025 ongoing
	Recognise community and business efforts with an annual award.	Implement an annual awards program for community groups and businesses for efforts relating to resource recovery and the circular economy.	2025 ongoing
<b>Goal 4: Good Governance</b>	Continue to implement and improve WHS and governance programs.	Achieve best practice hazard reporting.	2024 ongoing
	Operate a compliant and well-planned landfill.	Achieve no lost time injuries.	
	Ensure sound financial management.	Ensure landfill cell management, capping and closure and landfilling airspace is planned as a minimum 7 years ahead.	
		Complete Brinkley site master plan.	2025
		Achieve a landfill compaction target of 0.8 tonnes per cubic metre.	2024 ongoing
		Ensure financial planning considers future liabilities and services are costed effectively. In addition to annual budget setting processes and LTFP reviews;	2024
		<ul style="list-style-type: none"> <li>Detailed liability reviews undertaken at least every five years</li> <li>Input models and tonnage planning reviews undertaken at least every 3 years.</li> </ul>	
	Review the Authority's Charter, plans, policies and documents in accordance with required timelines.	2024 ongoing	
	Implement an adequate records management system, which achieves a fit for purpose standard.	2025	





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# **Administration Reports Information Items**

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**ADELAIDE HILLS COUNCIL  
ORDINARY COUNCIL MEETING  
Tuesday 9 July 2024  
AGENDA BUSINESS ITEM**

**Item:** 13.1

**Responsible Officer:** James Szabo  
Senior Strategic and Policy Planner  
Community and Development

**Subject:** Adelaide Peri-Urban Project

**For:** Information

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**SUMMARY**

Planners from the Councils of Adelaide Hills, Alexandrina, Barossa and Mount Barker commenced working with University of Adelaide researchers in 2022. Titled the Adelaide Peri-Urban Project, the group came together to examine farm value-adding and rural business diversification within the peri-urban region of Adelaide.

Administration are organising for the researchers to present to Council at a workshop in the near future.

**RECOMMENDATION**

**Council resolves:**

- 1. That the report be received and noted.**
- 

**1. BACKGROUND**

With a new regional plan for Greater Adelaide pending and implementation of South Australia's Planning & Design Code completed, the Adelaide Peri-Urban Project (the project) provided participating Councils with an opportunity to collaborate on a shared research topic of relevance to participating Councils.

**2. ANALYSIS**

➤ **Strategic Management Plan/Functional Strategy/Council Policy Alignment**

*Strategic Plan 2020-24 – A brighter future*

Goal 3 A prosperous Economy

Objective E1 Support and grow our region's existing and emerging industries

Priority E1.3 Take advantage of the full potential of our region's primary production and associated value adding activities



The introduction of the Planning and Design Code marked a significant milestone in the area of rural value adding policy reform. This research project provides a timely opportunity to test how the policy is being applied and what impact this is having across the district to ensure it is supporting our primary producers.

➤ **Legal Implications**

Not applicable.

➤ **Risk Management Implications**

Not applicable.

➤ **Financial and Resource Implications**

No funding has been committed to the project at this stage.

➤ **Customer Service and Community/Cultural Implications**

Not applicable.

➤ **Sustainability Implications**

Understanding the development trends occurring across rural landscapes assist in understanding the impacts of planning policy on the long term preservation of productive land.

➤ **Engagement/Consultation conducted in the development of the report**

Consultation on the development of this report was as follows:

<i>Council Committees:</i>	Not Applicable
<i>Council Workshops:</i>	Not Applicable
<i>Advisory Groups:</i>	Not Applicable
<i>External Agencies:</i>	Not Applicable
<i>Community:</i>	Not Applicable

➤ **Additional Analysis**

Stage one of the pilot project, involved reviewing development applications for farm value-adding and rural business diversification activity during the period 2016-2021. A copy of the stage one report, titled 'Consuming Landscapes' was finalised on 11 January 2024 and is contained in **Appendix 1**.

Key findings from the research were:

- There was significant growth in number of farm value adding and rural business diversification activity since introduction of the Planning & Design Code in 2021.
- Development Applications are dominated by proposals for rural business diversification, premised on bringing non-resident visitors into the region;

- Applications are dominated by a handful of development types, namely; tourist accommodation (98), wineries (80), cellar door shops (64), function centres (28) and restaurants (24) and:
- Preliminary mapping of the data suggests formation of potential ‘hotspots’ that may result in localised development pressures.

The project proposes a second stage of research that will consolidate the data and test the provisional findings from the stage one report with a range of regional stakeholders.

### **3. OPTIONS**

Council has the following option:

- I. Receive the report (Recommended)

### **4. APPENDICES**

- (1) Adelaide Peri-Urban Project – Consuming Landscapes

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# **Appendix 1**

*Adelaide Peri-Urban Project – Consuming Landscapes*

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# Consuming Landscapes?

Farm value-adding and rural business diversification in Adelaide's peri-urban region—past, present and future



This report was produced for the Adelaide Peri-urban Project by Peter Houston, Associate Professor Douglas Bardsley and Professor Guy Robinson with support from the following people at various times between April 2022 and December 2023: James Szabo, Marc Salver, Ari Wilkinson (Adelaide Hills Council), Sally Roberts, Judith Urquhart, Kylie Weymouth (Alexandrina Council), Aaron Curtis, Gary Mavrincac, Paul Mickan (The Barossa Council), Greg Sarre, Steven Conn, Glen Searle (Mount Barker District Council) and Dr Bingjie Song (University of Adelaide).

The report may be cited as: Houston, P., Bardsley, D., Robinson, G., Curtis, A., Sarre, G., Szabo, J. and Urquhart, J. (2023) *Consuming Landscapes? Farm value-adding and rural business diversification in Adelaide's peri-urban region—past, present and future*. Adelaide Peri-urban Project, Report #1 - Pilot Study Stage One.

## Preface

In early 2021, following various joint research projects and collaborations on a range of peri-urban topics, Peter Houston,<sup>1</sup> Douglas Bardsley<sup>2</sup> and Guy Robinson<sup>2</sup> circulated a discussion paper proposing a new venture, provisionally titled the Adelaide Peri-urban Project (APP) (see Appendix 1). The APP proposal anticipates an innovative, multi-stakeholder-based research program focused on the sustainable development and management of rural landscapes in Adelaide's peri-urban region. Its aim would be to develop collaborative projects that monitor trends in these landscapes, identify emerging issues and deliver policy-relevant insights.

The discussion paper was shared with potential project partners to test support for the APP concept and scope for new collaborations. The parties to those initial conversations were key stakeholders in the future development and management of the region surrounding metropolitan Adelaide, with roles and responsibilities across natural resource management, environmental protection and regional development. All of these arenas hold potential research topics and projects that would align well with the APP proposal. However, the conversation that suggested the most immediate opportunity for collaboration was that which arose from meetings with Local Government planners, especially those from Council areas within the new Productive Rural Landscape Zone (PRLZ).

With a new regional plan for Greater Adelaide pending, and implementation of South Australia's Planning and Design Code still being resolved, these planners responded enthusiastically to the APP concept. In particular they welcomed the notion of a collaborative research mechanism that would exist precisely to support policy-making in Adelaide's peri-urban region. Following the transition from local Development Plans to a single state-wide Planning and Design Code, during which Council assessment policy was heavily culled, planners felt challenged on several fronts. They described these as: (1) managing the practical implications of the transition on the assessment of certain types of development in rural areas; in that context, (2) maintaining the integrity of regional landscape character; and, to that end, (3) building capacity to participate meaningfully in key planning activities. Responding to these challenges effectively and efficiently would be a major undertaking for any individual Council and, in current circumstances, likely to exceed available resources.

An April 2022 workshop with representatives from Adelaide Hills, Alexandrina, Barossa, Mt Barker and Yankalilla Councils canvassed the range of land use planning challenges in rural landscapes across the PRLZ and Adelaide's wider peri-urban region. Rather than immediately pursuing the full complexity of those challenges, however, participants agreed to first develop a pilot project to test how an APP research collaboration might operate.

It was agreed that the focus for the pilot project should be farm value-adding and rural business diversification activity in the rural areas of the participating Councils. While it represents only one aspect of the land use planning challenges present in Adelaide's peri-urban region, this topic is relevant to the current policy-making demands on Councils. It is also emblematic of the change processes underway in the region and the tensions surrounding that change. Indeed, while some stakeholders regard this type of development as essential for the continuation of rural businesses and the landscapes they produce, others see it as more problematic, and potentially compromising that future. This report summarises the first stage of the pilot project and sets out the basis for moving from a preliminary *pro bono* exercise to the type of formal research collaboration anticipated in the original APP discussion paper.

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<sup>1</sup> At the time, Senior Development Planning Consultant in the S.A. Department of Primary Industries and Regions.

<sup>2</sup> Respectively, Associate Professor and Professor in Geography, Environment and Population within the School of Social Sciences, University of Adelaide.

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## Executive Summary

With preliminary consultation complete and work on the next Greater Adelaide Regional Plan (GARP) now underway, planners and decision-makers are, once again, facing important choices about land use and development priorities in the region's rural landscapes. As well as long-standing concerns about remnant biodiversity, water resources, natural hazards and agriculture, all amplified by advancing climate change, the context for this new Plan includes circumstances not encountered in the current version. A post-pandemic surge in demand for non-metropolitan lifestyles, the uncertain effects of 'stream-lining' development assessment in rural areas, and a modified State Government stance on growth management, will all likely add to the pressures on these landscapes. Can the new Plan manage these competing priorities? Can it finally deliver the long-term sustainability promised by previous Plans?

In this context, planners from Adelaide Hills, Alexandrina, Barossa and Mount Barker Councils have been working with University of Adelaide researchers—the Adelaide Peri-urban Project (APP)—to examine scope for research projects that can inform land use planning for rural landscapes in Adelaide's peri-urban region. In order to test how such collaborations might operate in practice, a pilot project has been developed that examines farm value-adding and rural business diversification activity over recent years, and the current treatment of that topic in planning policy. While it represents only one aspect of the land use planning challenges present in Adelaide's peri-urban region, this topic is relevant to the current policy-making demands on these four Councils and their assessment workload. Indeed, it is emblematic of change processes underway in the region and tensions surrounding that change, and it will provide a good test of the planning system's ability to provide opportunities for sustainable business growth and economic development while also mitigating emerging risks.

It is important to emphasise that this project does not presuppose that farm value-adding and rural business diversification activities are necessarily good or bad outcomes on rural land. Instead it takes an evidence-based approach to the topic and uses the exercise, as a pilot project, to examine how best to provide information to support Local Government planners, and their Councils, in deliberations affecting the region's rural landscapes. Nevertheless, preliminary investigations for this report, summarised in section 2, have identified a number of shortcomings in policy-making around this topic. A recent APP workshop also found wide acknowledgement that this activity and its treatment in planning policy are matters of some concern.<sup>3</sup> With a draft GARP document not scheduled for public consultation until mid-2024, there is still time for Councils and others to refine their position on this topic.

This report summarises Stage One of the pilot project, which has been reviewing development applications for farm value-adding and rural business diversification activity during the period 2016-2021. Amongst other objectives, that time-frame enables the project to observe the impact of the Planning and Design Code and the associated Rural Value Adding Developments policy following their introduction in March 2021 and April 2020 respectively. Key findings to date include the following:

- There has been significant growth in the number of applications for these forms of development since introduction of the Code, although that trend varies geographically and by development type.

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<sup>3</sup> Adelaide Peri-urban Project (2023) *What future for rural landscapes in the Greater Adelaide Region?* Report on a workshop for Local Government and regional stakeholders, 18 August 2023, Laratinga Pavilion, Mt Barker. Unpublished report by the APP.



- Applications are dominated by proposals for rural business diversification projects, which are premised on bringing non-resident visitors into the region.
- In contrast, there have been relatively few applications for farm value-adding projects, which retain a direct connection with local on-farm production.
- Over the time-frame of the project and across the study area, applications have been dominated just by a handful of development types, namely, tourist accommodation (98), wineries (80), cellar door shops (64), function centres (28) and restaurants (24).
- Preliminary mapping of the data suggests formation of potential 'hotspots' that may require planning policy or other interventions to reconcile competing objectives.

While some of the data behind these findings are remarkable, they need to be treated with caution. Amongst a series of caveats is the limited time-frame of the data series, especially for the period following introduction of the Code, and the effects of some extraordinary circumstances, including the COVID-19 pandemic. Furthermore, on their own the data do not reveal anything definitive about the pros and cons of recent development activity, the effectiveness or otherwise of current policy, or the features of possible policy refinements. To that end it is proposed to conduct a second stage of research that will consolidate data and test these provisional findings with a range of regional stakeholders. The final section of this report sets out the basis for interested parties to consider supporting that second stage and, potentially, further work in this vein.

# 1 Introduction

During South Australia's recent planning reforms, new regulations and policies were introduced by the State Government with the aim of "promoting 'value adding' in rural areas".<sup>4</sup> According to a 2020 Fact Sheet on Rural Value Adding Developments, this change "removes barriers to innovation and efficiency" and supports "greater diversification of activities on rural land".<sup>5</sup> Such outcomes will likely be welcomed by primary industry and local government, especially in rural parts of the Greater Adelaide region, such as the Productive Rural Landscape Zone (PRLZ), where most forms of development were treated as non-complying by the planning system from the mid 1990s.

However, Council planners and others have observed that these reforms have to co-exist with other State Government initiatives, in particular, special designations in the same region that aim to "protect our valuable food producing and rural areas as well as conserving our prized natural landscapes, and tourism and environmental resources".<sup>6</sup> They also note anecdotal evidence of a substantial increase in development applications on rural land since the introduction of the new policies and cite examples of developments, such as function centres, that appear unconnected with traditional notions of rurality. These two themes warrant closer examination and consideration for the following reasons.

First, and without prejudice to either proposition, it is not clear how policy initiatives for both Rural Value Adding Developments and the protection of rural character, environment and food production will interact in practice. Neither is it clear whether the goals behind both can be satisfied and reconciled concurrently. These two objectives are not fundamentally in opposition but seem unlikely to co-exist across the region without issue or incident. Some level of intervention or management will likely be necessary to successfully mediate the two and avoid conflict.

Second, expressions of concern about some of the developments enabled by the Rural Value Adding Developments initiative suggest a lack of consensus about its intended outcomes and/or a failure to adequately conceptualise and explain the purpose and scope of the policy. The former invites questions about stakeholder consultation and engagement during policy development. The latter seems to be evident in the way value-adding, which in this context is usually understood as a farm-level activity directly linked to on-farm production, has been conflated with broader notions of rural economic development in the new policy. To make sense of this topic for policy purposes a more differentiated conceptual framework, as implied by the sub-title of this report, is necessary.

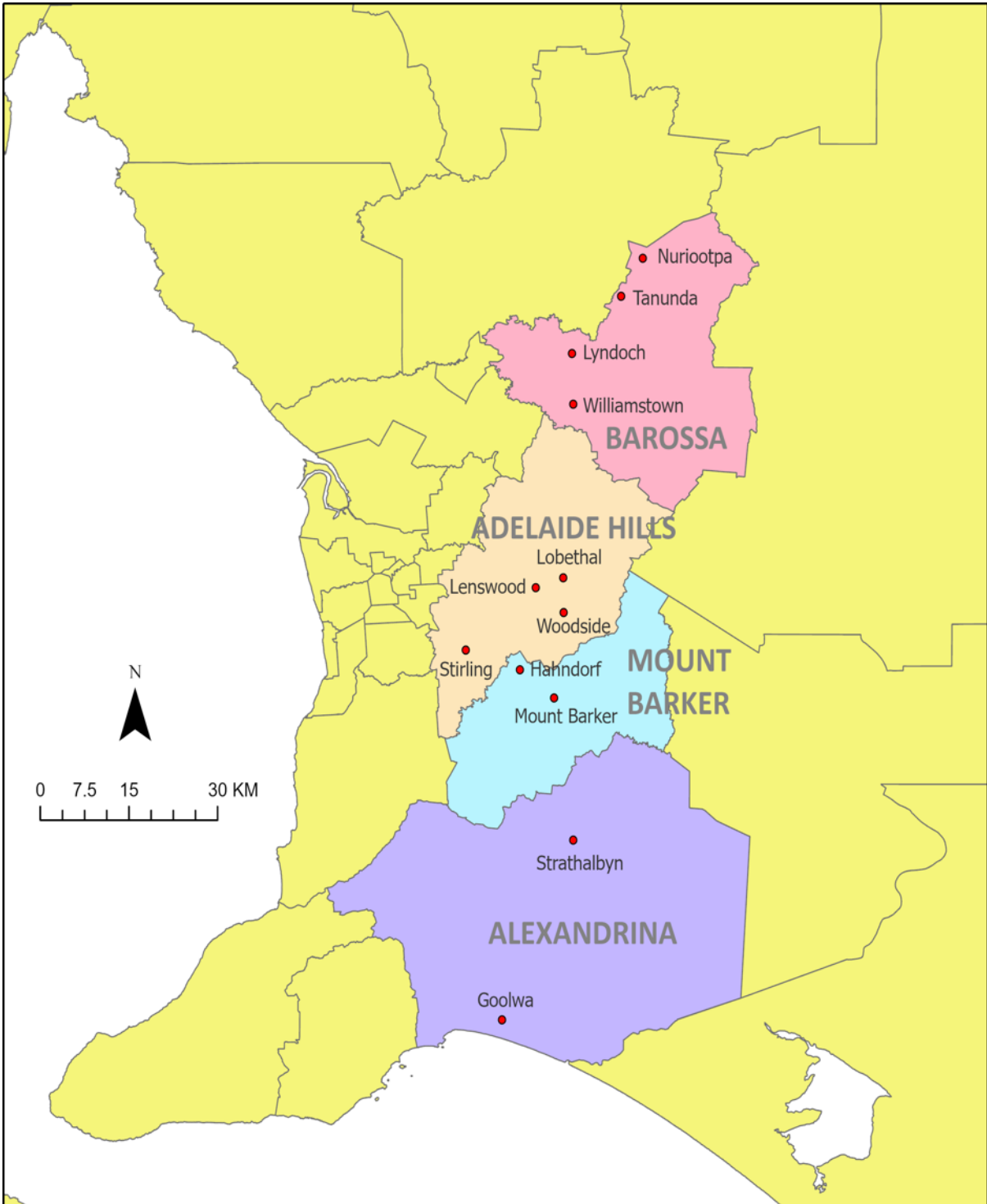
Against this backdrop, planners from Adelaide Hills, Alexandrina, Barossa and Mount Barker Councils have been collaborating with the proponents of the APP (hereafter, the Project Team) to examine recent farm value-adding and rural business diversification activity across this part of Adelaide's peri-urban region (Map 1). The first stage of the project, reported in section 3, takes a quantitative approach to the topic by reviewing recent development application data and, for arguably the first time, presenting a regional-scale analysis of trends. A proposed second stage, outlined briefly in section 4, would take a more qualitative approach, contextualising the data with insights from recent social research on agricultural change in the Adelaide Hills and, potentially, a new round of stakeholder interviews commissioned specifically for this project.

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<sup>4</sup> Government of South Australia, (no date) *South Australia's new planning and development system is now live!*, [https://plan.sa.gov.au/our\\_planning\\_system/south\\_australias\\_new\\_planning\\_and\\_development\\_system\\_is\\_now\\_live/](https://plan.sa.gov.au/our_planning_system/south_australias_new_planning_and_development_system_is_now_live/) Accessed: 23/11/23; Government of South Australia, (no date) *More opportunity for value adding development in rural areas*, [https://plan.sa.gov.au/our\\_planning\\_system/development\\_regulation\\_amendments](https://plan.sa.gov.au/our_planning_system/development_regulation_amendments) Accessed: 23/11/23

<sup>5</sup> Government of South Australia, (no date) *Fact Sheet: Rural Value Adding Developments*, [https://plan.sa.gov.au/data/assets/pdf\\_file/FactSheet-RuralValueAddingDevelopments.pdf](https://plan.sa.gov.au/data/assets/pdf_file/FactSheet-RuralValueAddingDevelopments.pdf) Accessed 23/11/23

<sup>6</sup> Government of South Australia, (no date) *Environment and food production areas*, <https://plan.sa.gov.au/ourplanningsystem/instruments/planninginstruments/environmentandfoodproductionareas> Accessed: 23/11/23



Map 1: Study Area for the Farm Value-Adding and Rural Business Diversification Pilot Project

Stages One and Two combined will enable evidence-based analysis of the impact and effectiveness of current policies on farm value-adding and rural business diversification activity in the study area and inform possible policy refinements. Noting that work on a new regional plan for Greater Adelaide is underway, such research is timely. The State Planning Commission has invited Councils to identify issues for attention, including matters related to Planning and Design Code operation. This project will enable participating Councils to do that in a more cost-effective and influential manner than submissions made separately. Section 2 provides necessary conceptual, historical, technical and strategic context for further consideration of these endeavours.

## 2 Setting the scene

The defining feature of peri-urban regions internationally is the relationship and interplay of rural land use, including agriculture and remnant natural areas, with the direct and indirect impacts of adjacent, often encroaching, urban land use. Researchers have described the resulting landscape transformation as, variously, the product of competing forces of ‘ruralisation’ and ‘urbanisation’,<sup>7</sup> and a transition from productive to ‘consumptive’ or ‘amenity’ landscapes.<sup>8</sup> The balance struck by policy makers in mediating these processes, the priority afforded to the rural dimension of this equation, and the effectiveness of policy to that end is the subject of perennial debate. One leading observer suggests that “the nature and function of rural land in expanding metropolitan regions is an issue which has long dominated land use planning in industrialised nations, for it ... goes to the very heart of the relationship between town and country”.<sup>9</sup> We would add that trends in the use and development of peri-urban land are a key indicator of sustainability in broader city-regions, including the Greater Adelaide Region.

In Adelaide’s case this interplay is characterised, on the urban side, by occasional strategically-framed decisions to expand the footprint of the metropolitan area and adjacent towns, such as Mount Barker, and to build new expressways. A steady stream of rural lifestyle dwelling construction in the more accessible and higher amenity parts of the regional landscape accompanies these decisions. On the rural side are periodic trends in agriculture itself, involving both intensification of land use and diversification of farm businesses. The former is best illustrated by the rapid expansion of viticulture beyond traditional wine districts that occurred from the 1980s onwards. The latter is strongly associated with that same wine ‘boom’, but also reflects more general pressures on farm business viability and an eagerness to capitalise on growing consumer demand for the amenity of the region in its various forms. In combination these forces—urban and rural—drive continuing pressures for change in the region’s rural landscapes.

Effective responses to those pressures require an informed basis for decision-making. So, to provide context for this project and help readers interpret our report we begin with a short discussion of key terms, concepts and definitions, noting that while farm value-adding and rural business diversification share common conceptual ground they are not the same. In a study concerned with how planning policy treats these types of development, clarity about terms and the ambit of their associated definitions is important. That discussion is followed by a summary of how, in practice, planning policy for Adelaide’s peri-urban region has treated this topic. Key policy documents, associated studies and research projects that have shaped the evolving understanding of the topic are identified and their implications briefly considered. Local Government members of the Project Team then summarise how recent circumstances are affecting their current work. The scene-setting concludes with a short discussion of how the topic relates to various contemporary challenges confronting the future development and management of the region.

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<sup>7</sup> Bunce, M. and Walker, G. (1992) "The Transformation of Rural Life", in Bowler, I. R., Bryant, C. R. and Nellis, M. D. (Eds.) *Contemporary Rural Systems in Transition*, Volume 2, Economy and Society, CABI, Wallingford, pp. 49-61.

<sup>8</sup> Argent, N., Tonts, M., Jones, R., Holmes, J. (2010). Amenity-Led Migration in Rural Australia: A New Driver of Local Demographic and Environmental Change? In: Luck, G., Black, R., Race, D. (eds) *Demographic Change in Australia's Rural Landscapes*. Landscape Series, vol 12. Springer, Dordrecht. [https://doi.org/10.1007/978-90-481-9654-8\\_2](https://doi.org/10.1007/978-90-481-9654-8_2)

<sup>9</sup> Bunce, M. F. (1991) Local planning and the role of rural land in metropolitan regions: the example of the Toronto area. In: van Oort, G. M., van Den Berg, L. M., Groenendijk, J. G. & Kempers, A. H. (Eds.) *Limits to Rural Land Use*. Pudoc, Wageningen, The Netherlands.

## 2.1 Key terms, concepts and definitions

This research project is concerned with aspects of economic and social change in rural areas: a process referred to variously as farm, agricultural or rural *restructuring*. One characteristic of this widespread and continually evolving phenomenon is a trend to increasing *intensification* and/or *diversification* of farm-business activity in order to do more with available land. Another trend, where land prices permit, is the expansion of farm-business *scale*, as exemplified by farm amalgamation and the rise of the so-called ‘corporate farm’. These changes, which are more or less evident across all of rural and peri-urban Australia, can be observed at both the individual farm-business level and, in aggregate, at wider regional levels. Our focus here is primarily on the diversification theme.

At the level of the farm-business, diversification can take various forms. The most basic, usually referred to as *value-adding*, involves the on-site transformation of a raw commodity or its by-products into a more valuable or entirely new product (eg. processing harvested fruit into juices, raw milk into cheeses or crop waste into garden mulch). Examples are routinely reported in rural media such as ABC TV’s Landline program. More complex forms of diversification, or *pluriactivity*,<sup>10</sup> might involve new farm-related ventures on-site (eg. farm produce shops, ‘pick-your-own’ operations, adoption of novel production techniques); new non-farm enterprises on-site (eg. tourist accommodation, restaurants, truck parking, golf courses), and new sources of income off-site (eg. contractor services). Figure 1 summarises these dimensions of diversification.

The conceptual boundaries between these different forms of diversification are often blurred and more than one may be employed by a farm-business at any given time. However, the simple summary above is adequate for making two key points relevant to this project. First, notwithstanding the ambiguity, an important distinction can be made between diversification strategies, including value-adding, that retain a direct connection with on-farm production; and those that have no such connection but instead seek to derive economic benefit indirectly from the locality of the farm-business or its surrounding landscape. Activities in this latter group typically involve bringing a non-resident visitor population on-site for various retail or experiential transactions and cannot be described strictly as value-adding.

Second, while value-adding can be found across all rural landscapes and communities, the more complex and inventive forms of diversification tend to be most evident amongst smaller farms and in peri-urban regions, where competition for land and higher land prices restrict scope for physical expansion of the farm base. Indeed, in peri-urban regions, diversification strategies may be the only avenue available to farm businesses seeking to become or remain profitable.

This latter point helps explain why efforts to increase scope for diversification in planning policy are usually welcomed and encouraged. As well as its potential to increase income, farmers need to diversify their businesses in order to build resilience to market shocks and adapt to climate change. The same logic applies at the regional level, where rural communities’ vulnerability to external events was starkly demonstrated during the COVID-19 pandemic. However, these business imperatives have to co-exist with policies that promote parallel rural objectives related to environmental protection (eg. water catchment), nature conservation (eg. remnant biodiversity and habitat) and natural hazard minimisation (eg. bushfire and flood). These are all present in Adelaide’s peri-urban region, along with special-purpose policies for character preservation districts and designated areas of environment and food production significance.

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<sup>10</sup> Evans, N. J., and Ilbery, B. W. (1993). The Pluriactivity, Part-Time Farming, and Farm Diversification Debate. *Environment and Planning A: Economy and Space*, 25(7), 945–959. <https://doi.org/10.1068/a250945>

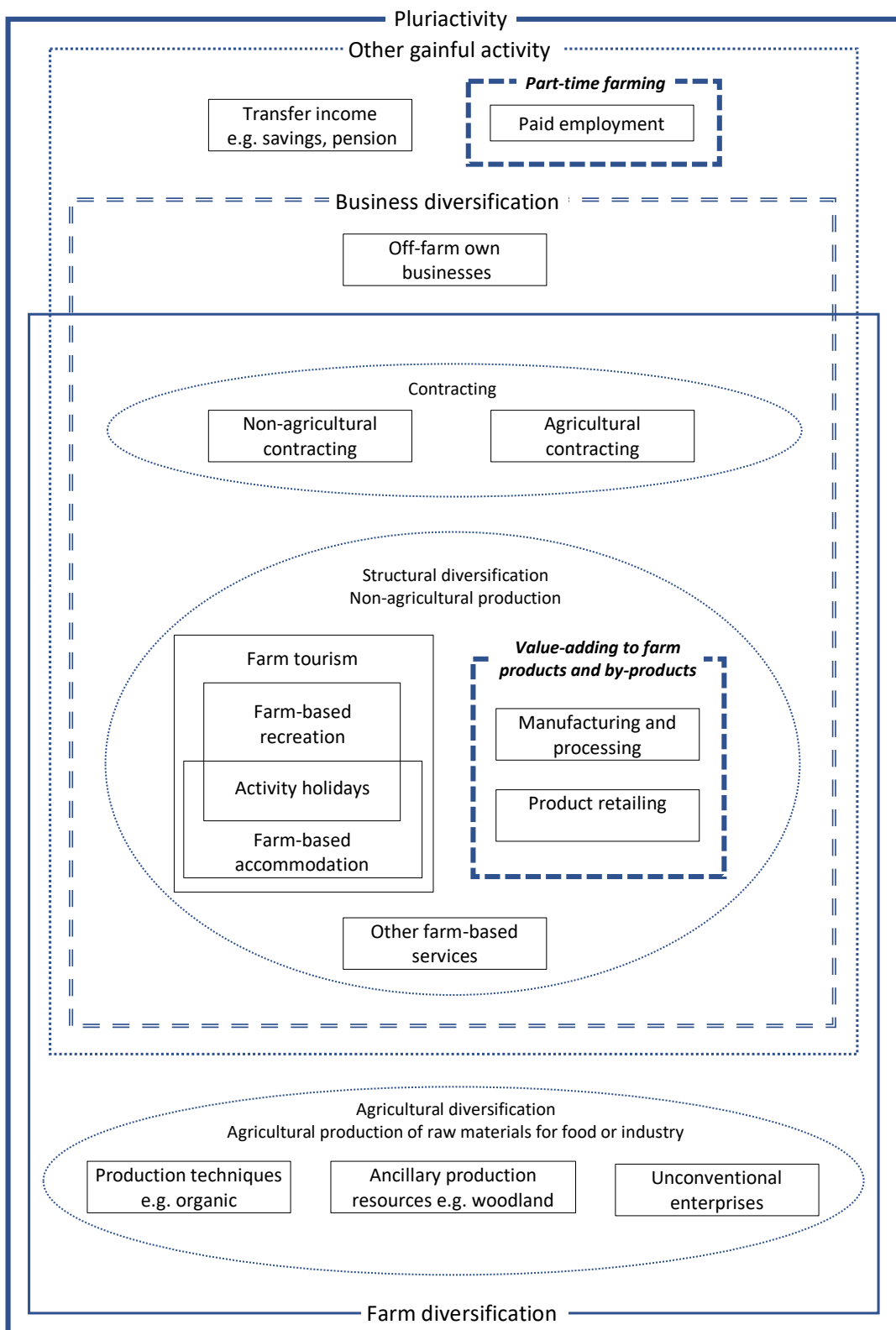


Figure 1: Conceptualisation of the relationship between value-adding, business diversification and pluriactivity. Based on: G.M. Robinson 2004. *Geographies of agriculture: Globalisation, restructuring and sustainability*. Pearson, Harlow.

Increasingly, farmers seek to integrate some of these parallel objectives into their farming systems by practicing *multifunctional agriculture*. It is now commonplace to encounter farm-businesses designed and managed explicitly to promote water catchment, biodiversity protection and other sustainability goals alongside primary production. Many of the basic forms of diversification described above would appear to be readily compatible with multifunctional agriculture. However, scope to effectively integrate these parallel objectives with some of the more complex diversification options, in particular those premised on attracting large numbers of non-resident visitors into rural landscapes, seems less certain. This observation is equally relevant to the planning arena and, hence, the current project. Along with the two earlier points, we can also anticipate that these more complex forms of diversification may exhibit a quite different risk profile, such that requires a more sophisticated planning assessment.

This discussion of terms, concepts and definitions is necessarily brief and focuses on the topic in question solely from the perspective of farm businesses. The important role of non-farming rural landholders in Adelaide's peri-urban region, and how they might seek to take advantage of the Rural Value Adding Developments policy initiative is not considered here. Nevertheless, we have identified three points of relevance to the project: one will guide the project method and data analysis while the other two will inform subsequent policy considerations.

First, we make a distinction between forms of diversification according to the extent of their connection with on-farm production and, for the purposes of the project, propose two key terms: farm value-adding (FVA) and rural business diversification (RBD). The former refers to activities that involve processing or transforming a basic farm product grown on-site or nearby into a more valuable form. The latter describes activities, not necessarily with a connection to local production or even a primary producer, that capture an economic benefit when visitors, attracted by the locality or landscape, purchase, consume or experience a product, service or other offering on-site. As above, lines of demarcation between these categories are blurry and, depending on scale, some activities, such as farm produce shops or wineries, could be described either way. However, the categorisation is reasonable and will help provide insights about the essential nature of changes underway in the regional landscape.

Second, we note the importance of providing scope for FVA and RBD development in peri-urban regions given the limited opportunities to expand farm scale. Failing to do so risks landholders resorting to other pathways for income generation that may have more fundamental effects on rural landscapes. Third, noting the likelihood that these two forms of diversification may have very different environmental footprints, local impacts and risk profiles, we see a need for greater precision in definitions surrounding this topic. We also anticipate a corresponding need to invest in more sophisticated planning policy for RBD, especially its more complex forms.

## 2.2 The Rural Value Adding Developments policy and its antecedents

South Australian planning policy has not always spoken as directly about FVA and RBD activity as the Rural Value Adding Developments (RVAD) Fact Sheet of 2020. When land use planning first began in Adelaide's peri-urban region, value-adding and diversification were not mentioned. The Outer Metropolitan Planning Area Development Plan<sup>11</sup> identified protection of agricultural land as an issue and introduced policies related to subdivision of rural land but was silent on the subject of this report. A later study commissioned by the then Department of Agriculture examined social and land-use changes underway in the region but focused its attention on changing patterns of land ownership in the Adelaide Hills amid an emerging trend for rural living and hobby farming.<sup>12</sup>

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<sup>11</sup> South Australian State Planning Authority (1975) *Outer Metropolitan Planning Area Development Plan*, Adelaide.

<sup>12</sup> Menzies B.J. and Bell M.J. (1981) *Peri-urban development: a case study of the Adelaide Hills*. Research Monograph No.2, Extension Research and Evaluation Unit, South Australian Department of Agriculture, Adelaide.

By the mid 1980s, wider environmental concerns arising largely but not exclusively from that same trend were becoming apparent. The long-running Mount Lofty Ranges Review investigated various alternative policies, governance arrangements and innovative management tools before concluding in 1993 with a Regional Strategy Plan.<sup>13</sup> Concerns about the impacts of ad hoc development in the region's rural landscapes saw a number of major policy changes, one of which had the effect of significantly curtailing scope for what we refer to here as FVA/RBD activities. The 1993 Mount Lofty Ranges Comprehensive No.1 Supplementary Development Plan (SDP) introduced changes to all Council Development Plans in the region, making most forms of development outside of townships non-complying. This blunt policy, which underwent several refinements in the face of significant public opposition, was intended as a temporary measure until new policies, based on the investigations of the Review, could be formulated. In the meantime, however, it had the effect of frustrating the efforts of farmers seeking to diversify their businesses.

New policies eventually arrived in the form of Ministerial Plan Amendment Reports (PARs) introducing provisions to Council Development Plans for tourist accommodation (2000), agricultural and home based Industries (2000), and wineries and ancillary development (2006).<sup>14</sup> The changes were intended to provide relief from the provisions of the Comprehensive No.1 SDP by enabling establishment of small-scale enterprises based on, or associated with primary production conducted on-site or nearby. The three PARs are likely to have had the desired effect for farm businesses seeking to establish simple value-adding and diversification activities. However, for those with more ambitious diversification strategies in mind, this prescription of scale and provenance continued to block their plans.

Over the next two decades there was little change in policy affecting FVA/RBD activity. Indeed, initiatives in the natural resource management arena, in particular the prescription of water resources in the Mount Lofty Ranges which effectively capped scope for irrigated production, likely added to the pressures on farm businesses across the region. Regulatory changes in the mid-2000s created some new opportunities for establishment of roadside stalls but lack of scope for diversification on farmland was attracting the attention of stakeholders other than primary producers. Character Preservation legislation did not directly address the topic but it was implicitly part of the parliamentary bargaining that saw the two Bills eventually pass in 2012, on condition of a statutory review after five years of operation. Elsewhere, events that highlighted the practical difficulties facing some peri-urban farmers caused The Barossa Council to raise concerns about the limited opportunities for diversification in various strategic reports, policy proposals and submissions;<sup>15</sup> and in 2017 the Mount Barker Council introduced policies that acknowledged the extent of existing diversification in its rural landscapes.<sup>16</sup>

On the back of this growing constituency, the topic moved closer to the mainstream of planning policy during implementation of the *Planning Development and Infrastructure Act 2016*. In 2019 “primary production value-adding and tourism activities” were named as policy priorities in State

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<sup>13</sup> Department of Housing and Urban Development. (1993) *Mount Lofty Ranges Regional Strategy Plan*. DHUD. Adelaide.

<sup>14</sup> Government of South Australia, (no date), Development Plans (Revoked) Greater metropolitan Adelaide plans, including the following Gazetted Amendments: Small Scale Tourist Accommodation in Rural Areas of the Mount Lofty Ranges PAR (Ministerial) - [21 September 2000]; Small Scale Rural/Agricultural and Home Based Industries PAR (Ministerial) - [21 September 2000]; Mount Lofty Ranges Watershed Wineries and Ancillary Development PAR (Ministerial) - [8 June 2006]. [https://plan.sa.gov.au/resources/resources\\_library/development\\_plans](https://plan.sa.gov.au/resources/resources_library/development_plans) Accessed: 23/11/23

<sup>15</sup> See, for example, The Barossa Council's 2013 *Strategic Directions Report*, the major *Rural Areas and Character Review* in 2014 and a subsequent *Rural Areas and Character DPA* initiated soon after. See also, The Barossa Council (2018) Submission to the Review of the *Character Preservation (Barossa Valley) Act 2012* and *Character Preservation (McLaren Vale) Act 2012*. [https://plan.sa.gov.au/data/assets/pdf\\_file/CharacterPreservationActsReview-submissions.pdf](https://plan.sa.gov.au/data/assets/pdf_file/CharacterPreservationActsReview-submissions.pdf) Accessed: 23/11/23

<sup>16</sup> Government of South Australia, (no date), Development Plans (Revoked) Greater metropolitan Adelaide plans – Mount Barker (including the following Gazetted Amendment: Rural (Primary Production Protection) DPA - [8 August 2017]. [https://plan.sa.gov.au/resources/resources\\_library/development\\_plans](https://plan.sa.gov.au/resources/resources_library/development_plans) Accessed: 23/11/23



Planning Policies for the Barossa and McLaren Vale Character Preservation districts.<sup>17</sup> Subsequently, a new zone—eventually to become the PRLZ—was proposed for parts of Adelaide’s peri-urban region with the aim of promoting “agriculture, horticulture, value adding opportunities, farm gate businesses, the sale and consumption of agricultural based products, tourist development and accommodation...”.<sup>18</sup> Objectives for the Rural and Rural Horticulture Zones were similarly expansive in their aims, and references to small-scale enterprises and on-site production were diluted and demoted.

These new directions were summarised in the Rural Value Adding Developments Fact Sheet issued in early 2020. However, the remarkable turn-around in the treatment of FVA/RBD activity in planning policy can be attributed mainly to a 2018 State Planning Commission document that canvassed the possible future form and content of the Planning and Design Code. Amongst other things, the Productive Economy discussion paper<sup>19</sup> observed the significance of “agribusiness and value-adding” to the State’s economy and considered what the implications might be for planning policy.

Compared to previous key documents, this discussion paper was unambiguous in supporting value adding and diversification. However, it made little distinction between the scales of analysis under consideration—value-adding in “SA’s agriculture, forestry and aquaculture industries” was discussed alongside “Value-adding in the Adelaide Hills”—and seemed to assume that the planning policy challenges in both are the same. Related to this, there was no consideration of the circumstances in which new policies might be applied—such as the presence of substantial non-farm land-holdings in the same rural landscapes—and the implications of that situation. A recent NSW policy on Agritourism directed its reforms explicitly to the farming sector,<sup>20</sup> but the discussion paper did not consider this implementation dimension of the policy options it was canvassing.

Apart from the Fact Sheet, which provides very little detail about the policies it announces and cites no supporting evidence, the Productive Economy discussion paper seems to be the most relevant source for understanding recent changes made in the transition from Development Plans to the Code. There appears to be no other public document that considers, in any level of detail and with any evidence base, the case for planning policy changes regarding FVA and RBD development. As set out below, Councils have expressed a number of operational concerns about the resulting changes but three themes to emerge from this brief overview of the policy-making process are as follows:

- The unexplained shift of focus away from scale and provenance as key conceptual principles in the new policies governing FVA/RBD activity in Adelaide’s peri-urban region;
- The apparent conflation of FVA with RBD in the Fact Sheet, and with broader notions of value adding and diversification at higher levels of the economy in the Productive Economy discussion paper; and
- Ambiguity about whether the new policies are intended solely for benefit of the farm sector or are open to all rural landholders.

### 2.3 The perspective from Local Government

In the wake of the most recent events outlined above, there are now a number of challenges confronting the region’s planners within their respective rural areas. Local Government members of the Project Team summarise these as follows.

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<sup>17</sup> Government of South Australia, (no date), *State Planning Policies for South Australia: Special Legislative Schemes*, [https://plan.sa.gov.au/\\_data/assets/pdf\\_file/Special\\_Legislative\\_Schemes\\_-\\_27\\_May\\_2019.pdf](https://plan.sa.gov.au/_data/assets/pdf_file/Special_Legislative_Schemes_-_27_May_2019.pdf) Accessed: 23/11/23

<sup>18</sup> Government of South Australia, (no date), Productive Rural Landscape Zone, DO2, *Planning and Design Code*. [https://code.plan.sa.gov.au/home/browse\\_the\\_planning\\_and\\_design\\_code](https://code.plan.sa.gov.au/home/browse_the_planning_and_design_code) Accessed: 23/11/23

<sup>19</sup> State Planning Commission, 2018, *Productive Economy Policy Discussion Paper*, [https://plan.sa.gov.au/data/assets/pdf\\_file/Productive\\_Economy\\_Policy\\_Discussion\\_Paper.pdf](https://plan.sa.gov.au/data/assets/pdf_file/Productive_Economy_Policy_Discussion_Paper.pdf) Accessed: 23/11/23

<sup>20</sup> NSW Agritourism policies: <https://www.planning.nsw.gov.au/Policy-and-Legislation/Under-review-and-new-policy-and-legislation/Planning-amendments-for-agriculture> Accessed: 23/11/23

The first challenge arises from changes to planning policies within the Productive Rural Landscape Zone, Rural Zone and Rural Horticulture Zone following the transition from Council-specific Development Plans to a single Planning and Design Code. Extensive culling of previous Council assessment policy has impacted how development applications are now categorised and assessed. As a consequence, participating Councils have observed emerging pressures associated with applications for land division (boundary realignments), increased tourist accommodation and the expansion of non-traditional forms of development in their rural landscapes.

In this same context, the second challenge is to maintain the character and environmental qualities of these landscapes that make them highly productive primary producing areas, desirable places to live, a key attraction for tourists and the source of important ecosystem services. Pressure from increased development opportunities now permitted by the Planning and Design Code has potential to erode landscape character and undermine these important and diverse functions.

The third challenge is the need for strengthening sub-regional planning partnerships to provide a mechanism to participate meaningfully in state-lead planning initiatives, such as regional planning and future Code amendment processes. The group understands the rationale for standardisation of policy within the Planning and Design Code but feels there is a need to examine if this policy is resulting in unintended development outcomes. A more nuanced approach to rural planning policy development and localised policy may be needed based on identification of critical landscape units, land productivity, infrastructure provision and environmentally sensitive areas. A partnership approach will help progress these questions and investigations.

#### 2.4 Strategic context and risk in Adelaide's peri-urban region

At face value, the types of development examined in this project seem unlikely to pose a fundamental threat to rural landscapes in Adelaide's peri-urban region. However, questions raised by these and other forms of land use change in the region need to be viewed in the context of evolving risks associated with changing circumstances—economic, societal, environmental and geopolitical—for South Australia. Adelaide's peri-urban region will be subject to many of the same national and global scale risks, as well as some that are particular to its unique situation and to the expectations on it that South Australians hold. While it may not figure in contemporary thinking about how the State can manage and adapt to these risks, FVA/RBD activity should be considered in this same context, noting its potential, even if only at the margins, to make adaptation more or less difficult and the region more or less vulnerable. The following examples illustrate some of these changing circumstances and associated risks.

At the global and national scale, the COVID-19 pandemic, war in Ukraine, diplomatic tensions and associated supply chain disruptions have created financial challenges for many rural businesses across Adelaide's peri-urban region. Some of these changed circumstances were/are industry-specific in their impacts, such as the Chinese ban on Australian wine imports and constraints on customer visits to winery cellar doors during COVID-19 restrictions<sup>21</sup>. The region's grape and wine industry was able to respond to the former by diversifying, which may have included restaurant and tourism opportunities enabled by the RVAD policy described above; the latter, however, would have made such a strategy problematic. Other circumstances, such as inflation and labour shortages in the years since the pandemic have been more general in their impact but will likely have affected projects predicated on major investment and construction much more than those involving simple on-farm value-adding. These examples suggest that the success of diversification strategies depends upon the circumstances in question and the type of strategy adopted.

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<sup>21</sup> Golley, J., Agarwal, V., Laurenceson, J. and Qiu, T., 2022. For better or worse, in sickness and in health: Australia-China political relations and trade. *China Economic Journal*, 15(3), pp.290-309. <https://doi.org/10.1080/17538963.2022.2117180>

Compared to these relatively temporary events, climate change will deliver a more long-term, even permanent change of circumstances.<sup>22</sup> Amongst various anticipated impacts, bushfire risk is increasing dramatically, such that insurance premiums may become unaffordable for many residents and businesses<sup>23</sup>. Along with other hazards such as heat waves, flooding and storms, which are also projected to increase in frequency and severity, these circumstances raise important questions for emergency responders about how they manage extreme weather events across a large, increasingly complex region. In these scenarios, rural businesses that rely heavily on bringing visitors on-site may increasingly need to consider, or be expected to comply with, special measures for high-risk times of the year. Such measures might render this type of diversification strategy impractical and unviable, even as other strategies present lifelines for businesses seeking to adapt to climate change. Should a perception develop that certain localities are beyond effective risk management, the amenity and attraction of those places may change fundamentally<sup>24</sup>. This suggests that the conditions that make a particular diversification strategy possible and attractive at one point in time are not immutable.

Climate change also poses broader ecological risks to the long-term security of key natural resources in Adelaide's peri-urban region. As well as projected impacts on the region's various agricultural systems,<sup>25</sup> a warming, drying climate has already driven the prescription of regional water resources in order to manage competing sectoral demands. Amongst those demands are the environmental flows required by nationally-listed biodiversity conservation landscapes across the region. Increasing FVA and RBD activity could add a layer of complexity to those circumstances and, through its water demands and physical footprint, potentially put increased pressure on the habitat that remains<sup>26</sup>. Growing interest across the region in multifunctional agriculture, whereby production and conservation goals are integrated on-site, provides a template for diversifying rural businesses to avoid such impacts. However, climate-proof, habitat-positive diversification strategies would require as much attention to site-level ecology and design as to their business model and particular consumer offering. Whether the Planning and Design Code can play a constructive role in that task is a question that echoes the concerns of Local Government planners.

More generally, ongoing competition for land in the region occasionally manifests itself as tension between groups and individuals in the community over their respective aspirations for particular rural landscapes. Those aspirations might relate to housing affordability and lifestyle opportunities; or to the future of remnant natural areas, valued landscapes or local agriculture<sup>27</sup>. The changing circumstances here are a steadily growing regional population and their increasingly complex expectations for liveability, prosperity and environmental quality, all from the same rural landscapes. Although expressed socially, the risk is political if State and local government misread the community in these matters. FVA and RBD activity does not appear to be a key element in this interplay of interests but may have the effect of heightening a generalised sense of land use conflict

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<sup>22</sup> Bardsley, D.K. and Rogers, G.P., 2010. Prioritizing engagement for sustainable adaptation to climate change: an example from natural resource management in South Australia. *Society and Natural Resources*, 24(1), pp.1-17. <https://doi.org/10.1080/08941920802287163>

<sup>23</sup> Young, T., Lucas, C. and Booth, K., 2022. Insurance, fire and the peri-urban: perceptions of changing communities in Melbourne's rural-urban interface. *Australian Geographer*, 53(1), pp.41-60. <https://doi.org/10.1080/00049182.2022.2052238>

<sup>24</sup> Bardsley, D.K., Moskwa, E., Weber, D., Robinson, G.M., Waschl, N. and Bardsley, A.M., 2018. Climate change, bushfire risk, and environmental values: examining a potential risk perception threshold in peri-urban South Australia. *Society & Natural Resources*, 31(4), pp.424-441. <https://doi.org/10.1080/08941920.2017.1421733>

<sup>25</sup> Houston, P. and Bardsley, D.K., 2018. Climate change adaptation for peri-urban horticulture: A case study of the Adelaide hills apple and pear industry. *South Australian Geographical Journal*, 114(1), pp.29-42. <https://api.semanticscholar.org/CorpusID:134205979>

<sup>26</sup> Guerin, G.R., Biffin, E., Baruch, Z. and Lowe, A.J., 2016. Identifying centres of plant biodiversity in South Australia. *PLoS One*, 11(1), p.e0144779. <https://doi.org/10.1371/journal.pone.0144779>

<sup>27</sup> Lawton, A. and Morrison, N., 2022. The loss of peri-urban agricultural land and the state-local tensions in managing its demise: The case of Greater Western Sydney, Australia. *Land Use Policy*, 120, p.106265. <https://doi.org/10.1016/j.landusepol.2022.106265>

or diminishing environmental quality if not managed well. How to do that is the subject of this pilot study but, even at this early stage, seems likely to require planning policy that is informed by sound evidence and fit-for-purpose, and wider governance arrangements that can effectively mediate competing demands and set clear priorities. In other words, diversification needs to occur more by design than drift.

South Australia has invested heavily in recent years to establish a reputation for premium food and beverage production, closely and deliberately linked to accessible, attractive farmed and natural landscapes. Many of those assets are situated in Adelaide's peri-urban region, which is a relatively small and distinctive environment with a variety of natural advantages but also subject to a range of growth pressures and risks. In order to maintain this reputation and credibly continue the promotional narrative, South Australian public policy needs to make an equivalent investment—literally and metaphorically—in managing these rural landscapes for long-term sustainability. However, it remains to be seen whether a key element of that policy framework, the State's land use planning system, is capable of playing a constructive role in that task. Specifically, it is unclear whether it can adequately account for changing circumstances in these landscapes and accommodate the complexity of risks likely to be encountered<sup>28</sup>. FVA and RBD activities may not present the most fundamental threat to the region's rural landscapes but they do provide a good test of the planning system's ability to simultaneously provide opportunities for sustainable business growth and economic development while also mitigating emerging risks.

## 2.5 Conclusion

Noting the importance of diversification opportunities for farm businesses in Adelaide's peri-urban region, this brief background makes a number of observations and qualifications regarding that policy-making task. First, the term 'value-adding' is an inadequate and potentially misleading descriptor for the range of activities likely to be pursued under the current RVAD policy. In its lack of precision, the term fails to address important differences in the type and scale of development proposals that are lodged, such that may require different levels of planning assessment. Second, following a long period of neglect, the policy treatment of this topic has seen a period of rapid change in which important questions about the purpose and scope of the RVAD policy have not been fully addressed in public documents. Third, these changes are presenting Local Government planners with a range of challenges that affect their ability to support implementation of parallel policy objectives for the region's rural landscapes, including those relating to character preservation, environment and food production. Finally, all of this is complicated by a variety of changing circumstances and evolving risks that need to inform policy-making but will likely be ignored without new investment in this arena.

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<sup>28</sup> McGregor, J., Parsons, M. and Glavac, S., 2022. Local government capacity and land use planning for natural hazards: A comparative evaluation of Australian Local Government Areas. *Planning Practice & Research*, 37(2), pp.248-268. <https://doi.org/10.1080/02697459.2021.1919431>.

## 3 Stage One project report

### 3.1 Objectives

The focus of this project is on farm value-adding (FVA) and rural business diversification (RBD) activity in the rural areas of the four participating Councils (the study area), as shown on Map 1. By examining recent trends in development applications, the project aims to:

- Better understand and describe the nature and extent of this activity across the study area;
- Examine the impact of the State Government’s Rural Value Adding Developments policy in the study area; and
- Develop an evidence base for assessing the suitability of that policy to the study area and, if necessary, informing possible policy refinements.

As explained in the Introduction, this first stage of the project, with its emphasis on development applications, provides a simple quantitative response to these objectives. A proposed second stage outlined in section 4 would, amongst other things, test the findings with key stakeholders to add necessary qualitative perspective.

### 3.2 Methodology

Like several other potential APP initiatives, Stage One of this project is premised on the existence of a substantial body of data related to land and development that is routinely collected for official purposes but rarely analysed for its relevance to public policy. Assuming access is not restricted for privacy reasons and participating organisations support this type of work, these data offer an inexpensive and rapid way to inform a variety of peri-urban research questions. In this case, the project uses records of development applications in the study area over a period of six years: five years prior to the introduction of the Planning and Design Code (the Code) and the Rural Value Adding Developments (RVAD) policy, and one year following the Code becoming fully operational in the study area in March 2021. The remainder of this section describes the gathering, assembly and preparations for analysis of that data, before presenting it in various summary formats.

#### 3.2.1 Data gathering and specifications

The pilot project began in mid 2022 with Local Government members of the Project Team gathering the records of selected development applications (DAs) in the rural parts of their respective Council areas for the period 2016–2021. Records for years prior to the introduction of the Code were obtained directly from each Council’s public register of applications; later records were obtained by the Project Team member, or other authorised Council staff, from the PlanSA planning portal.<sup>29</sup>

The selection of DAs followed agreed specifications regarding the in-scope development types, planning zones and time-frame of the project, as well as the particular data fields in each record that would be relevant to the study.<sup>30</sup> The DA selections deliberately excluded proposals for dwellings and land division but otherwise captured most of the remaining applications lodged within the study area during the project time-frame. These included development types within the FVA and RBD categories defined in section 2.1, such as wineries and distilleries, ‘cellar door’ shops, restaurants, sheds and similar structures for processing or sale of farm produce, and tourism accommodation. However, in each Council area the selections also captured a number of DAs for development types

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<sup>29</sup> The planning portal gives Council staff access to all development applications lodged via the ePlanning development assessment platform. This mechanism, which captures application data in real time according to a standardised format, provides a potentially very useful avenue for research and monitoring of development trends across South Australia. However, access is currently Council-specific and authorisation is limited to a handful of officers in each Council.

<sup>30</sup> As shown in the accompanying spreadsheets, these data fields include the date lodged, unique identifier number, zone, property address, main element proposed, assessment status and estimated capital value of each DA.

outside the FVA and RBD categories. These included proposals more closely associated with primary production and others for non-farm development, such as communications infrastructure and transport depots. Although out-of-scope for the project, these DAs were retained in each Council's data selection because of the extra information they provide about local development trends.

The geographic scope for these data selections was limited to the Productive Rural Landscape Zone, Rural Zone and Rural Horticulture Zone parts of the participating Council areas, as defined in the Code, and the corresponding zones in pre-Code Development Plans. In other words, DA selections were limited to locations where planning policy anticipates the continuation of farming and agriculture. Based on their original lodgement date, DAs in these zones were collected for twelve-month periods commencing 19 March each year, to align with the introduction of the Code on that day in 2021, and to enable analysis of development outcomes pre- and post- Code. The overall time-frame for the DA selections ran from 19 March 2016 to 18 March 2022.

### 3.2.2 Data assembly and preparations for analysis

Following initial selection, each Council's raw data were transferred to Excel<sup>®</sup> spreadsheets where they were reviewed, 'cleaned'<sup>31</sup> and sorted by date of lodgement for the reasons described above. All records were subsequently coded to various project-relevant parameters to assist analysis. To date two phases of this coding have been undertaken.

First, based on information in individual records,<sup>32</sup> each DA was coded according to whether the proposal represents an example of either FVA or RBD activity. DAs that did not align with these two categories were coded as either Primary Production or Other Rural Development.<sup>33</sup> All DAs were then further coded according to whether the application was approved or had/has some other administrative status (i.e. under assessment, refused, withdrawn/lapsed).<sup>34</sup> This first phase of coding revealed the total number of DAs for both FVA and RBD development in the study area during the time-frame of the project, and the number of DAs in each category that were actually approved.

A second phase of coding was conducted to identify the particular development types (e.g. wineries, tourist accommodation, function centres etc.) behind the broad FVA and RBD categories. Each record was coded according to the main element of the proposal described in the DA, with second and third elements also recorded where listed. At the same time, each DA was coded according to its scope of works (i.e. new development; expansion or addition to existing development; conversion of existing structures; change of use; minor works or variation of a previous approval). This enabled a more fine-grained summary of development trends in the study area, and helps qualify the findings.

An important third phase of this preparatory work involved identifying instances of serial DAs, where more than one DA has been lodged for the same site during the project time-frame. The number of serial DAs in each Council selection was calculated using a basic spreadsheet sort routine to find duplicate addresses. In some of the cases identified, applicants appear to have been seeking simple variations to previous approvals; in others, serial applications have been facilitating the staged development of large projects. This is one of several features of the data used in the project that needed to be understood before moving on to the analysis proper.

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<sup>31</sup> This process included correction of typographic errors and missing data, especially in the address field; removal of duplicate records; and standardising the recorded administrative status of each DA.

<sup>32</sup> Column F in the 'Data\_[Council name]' spreadsheet contains descriptions of the development proposed in each DA. In most cases this appears to be the applicant's description; however, amongst the more recent records, a significant number appear to have been entered by planning officers or administrative staff.

<sup>33</sup> Coding of the four categories in the spreadsheets is as follows: A - Primary Production, B - Farm Value-Adding, C - Rural business diversification, D - Other Rural Development.

<sup>34</sup> In the spreadsheets these other forms of administrative status are grouped together in a category called 'Other Lodged'. This category is unrelated to actual development outcomes but was included to provide perspective on the DA workload for Councils related to this topic during the time-frame of the study.

The data that appear in the accompanying spreadsheets comprise records of applications for activities that constitute development under South Australian planning legislation and, hence, require assessment by a planning authority. Despite this provenance, the data need to be qualified in various ways, some of which have already been noted but are reiterated here for emphasis:

- The records do not capture FVA/RBD activities that are outside the remit of planning legislation (eg. small 'pick-your-own' operations, agistment of livestock, contractor services);
- Not all DAs lodged are approved and, at the time of writing, a number of DAs remain subject to assessment and may yet be approved;
- Similarly, not all DAs approved necessarily proceed to actual development;
- A number of DAs are simply for minor development, variations to previous approvals or building matters within the ambit of planning legislation;
- A significant proportion of DAs are serial applications;<sup>35</sup>
- A significant proportion of DAs include more than one element; and
- With the possible exception of recent records from the PlanSA portal, most of the DA records used here were not developed with future research in mind and, as such, their coding required some interpretation and assumption.

Notwithstanding these qualifications, several of which introduce potential for over-counting or under-counting, DAs are a reasonable and legitimate indicator of the FVA/RBD sector in the study area. While they do not describe FVA/RBD activity that existed prior to the study period, they illustrate contemporary interest amongst the farm sector and wider community in those forms of development. Data provided by the participating Councils is used on the basis that the issues listed above have been incorporated into the analysis and caveats attached to findings where appropriate. These and other issues surrounding data are discussed further in 3.3 and 3.4.

### 3.2.3 Data presentation

Project Team members were requested to review and confirm the two coding exercises described above. After confirmation the spreadsheets were used to generate a series of graphs, tables and maps to assist analysis. The following are presented below along with brief explanations:

- A series of graphs illustrating the trend in DAs for FVA and RBD development for the study area as a whole and for each Council area (Figures 2-6);
- A table summarising the relationship of particular development types to the broad development categories, including FVA and RBD (Table 1);
- A table summarising DAs by development type and Council area (Table 2);
- A series of graphs illustrating trends in DAs for selected development types for the study area (Figures 7-11); and
- Maps illustrating the spatial distribution of DAs for FVA and RBD development (Maps 2-4).

In Figures 2-6 following, DAs coded to either FVA or RBD are summarised by development assessment status for the study area and for each Council area. Columns illustrate the total number of DAs lodged in each twelve-month period, with the bottom two dark colours in each column showing the number of DAs approved, and the top two lighter shades showing the number of other lodged DAs with a different development assessment status (refer 3.2.2). Note that some of the DAs originally categorised as Other Lodged may since have been approved.

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<sup>35</sup> Serial DAs appear to introduce potential for double-counting. However, the records suggest that a significant proportion relate to staging of large projects. Rather than introduce a methodological problem by having to determine which DA to count, the Project Team agreed to count all DAs but make a clear distinction between those lodged and those approved.

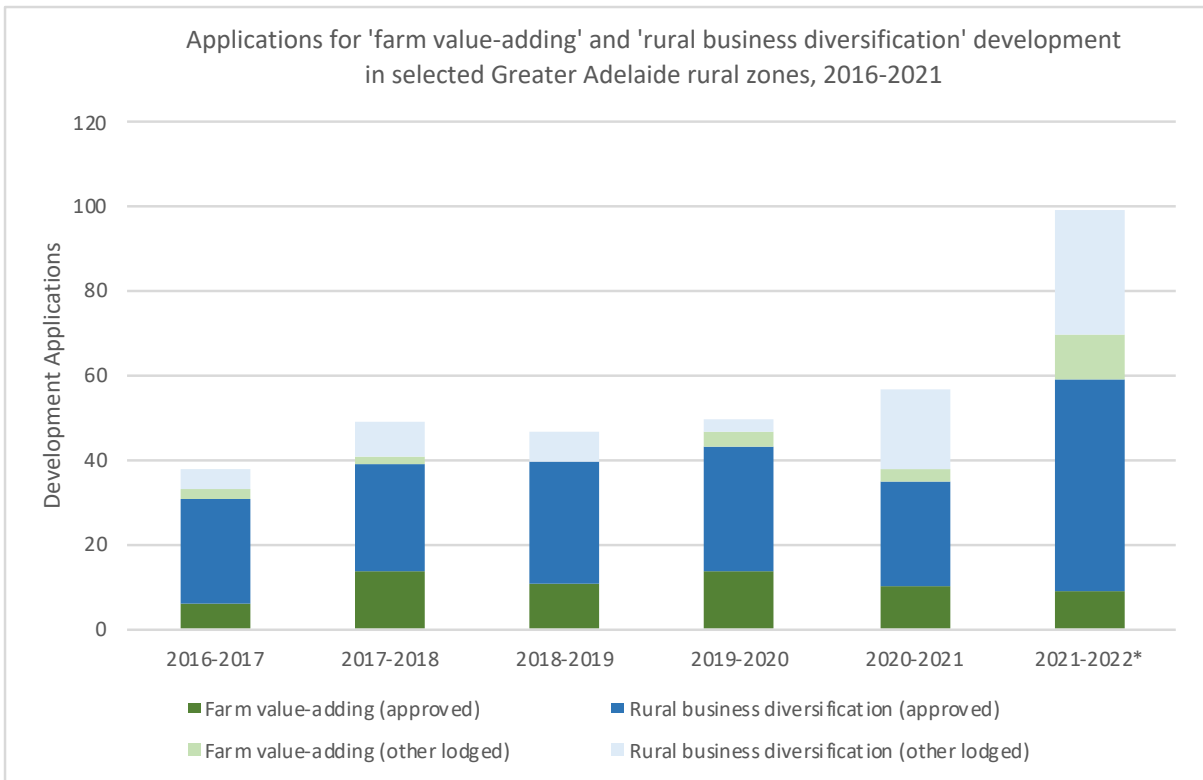


Figure 2: DAs for Farm Value-Adding and Rural Business Diversification development All four Council areas, 2016-2021. (Source: Council public registers & \*PlanSA planning portal.)

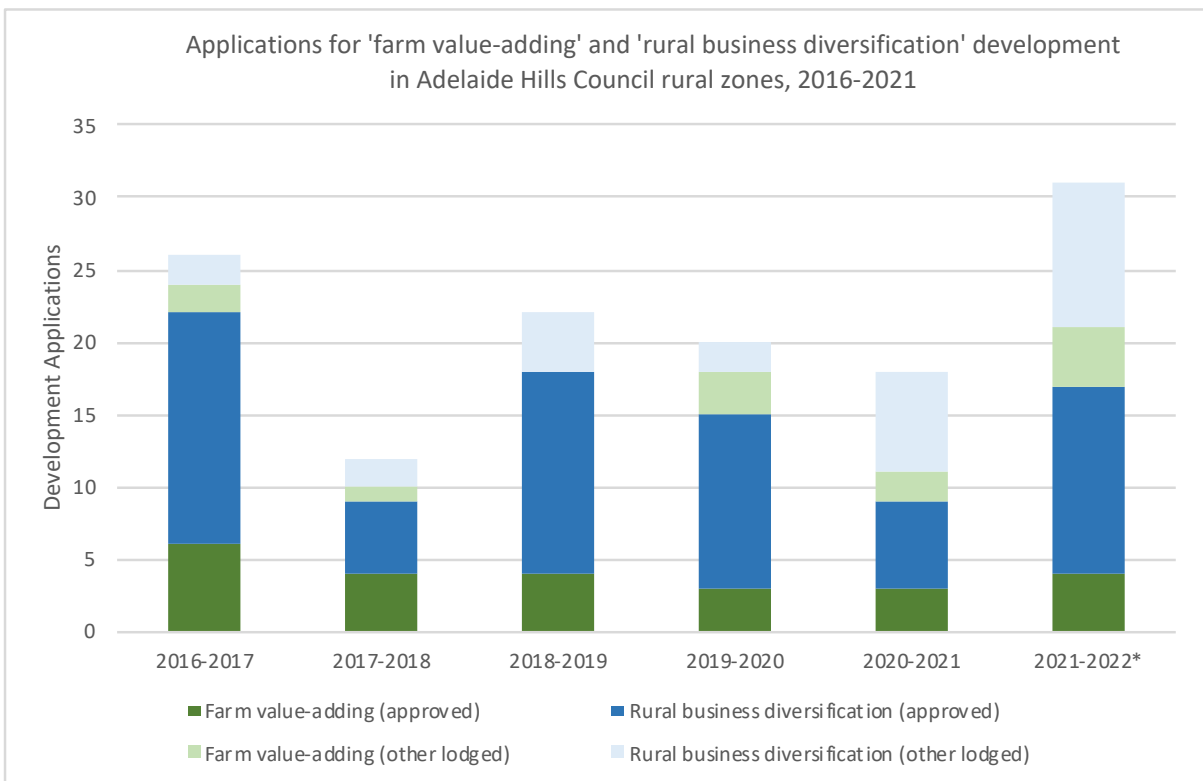


Figure 3: DAs for Farm Value-Adding and Rural Business Diversification development Adelaide Hills Council, 2016-2021. (Source: Council public register & \*PlanSA planning portal.)



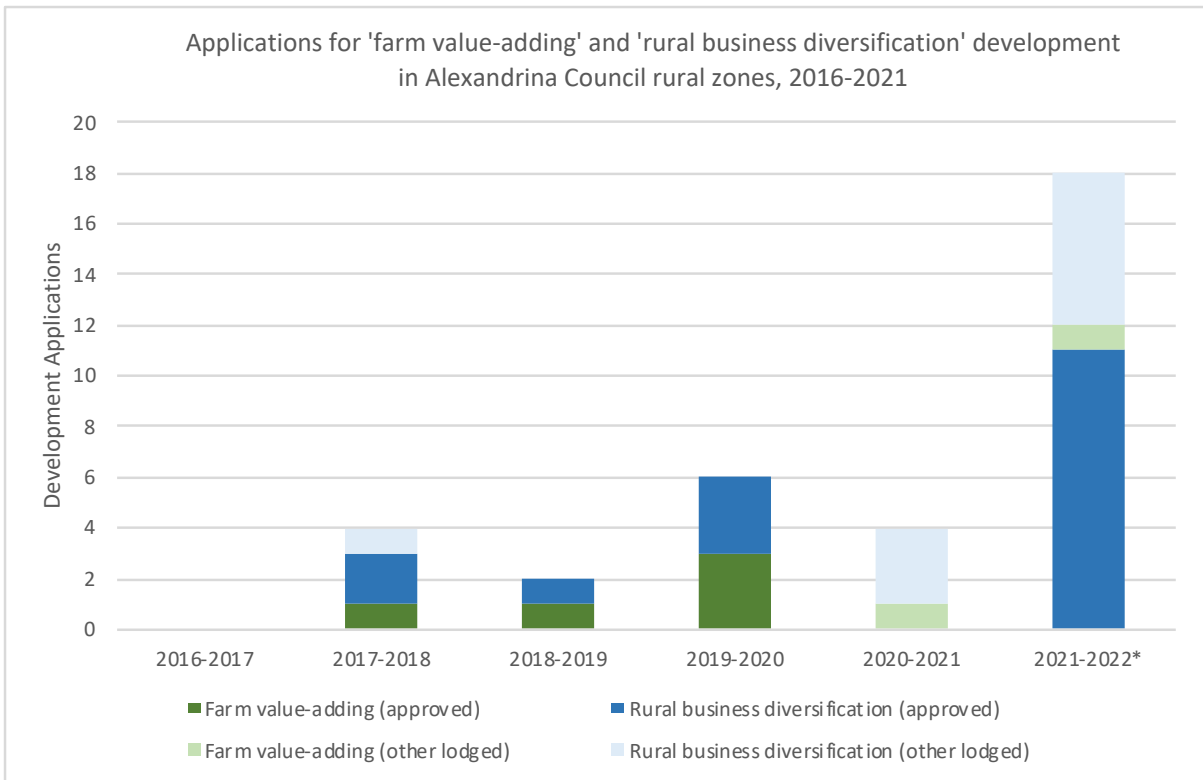


Figure 4: DAs for Farm Value-Adding and Rural Business Diversification development Alexandrina Council, 2016-2021. (Source: Council public register & \*PlanSA planning portal.)

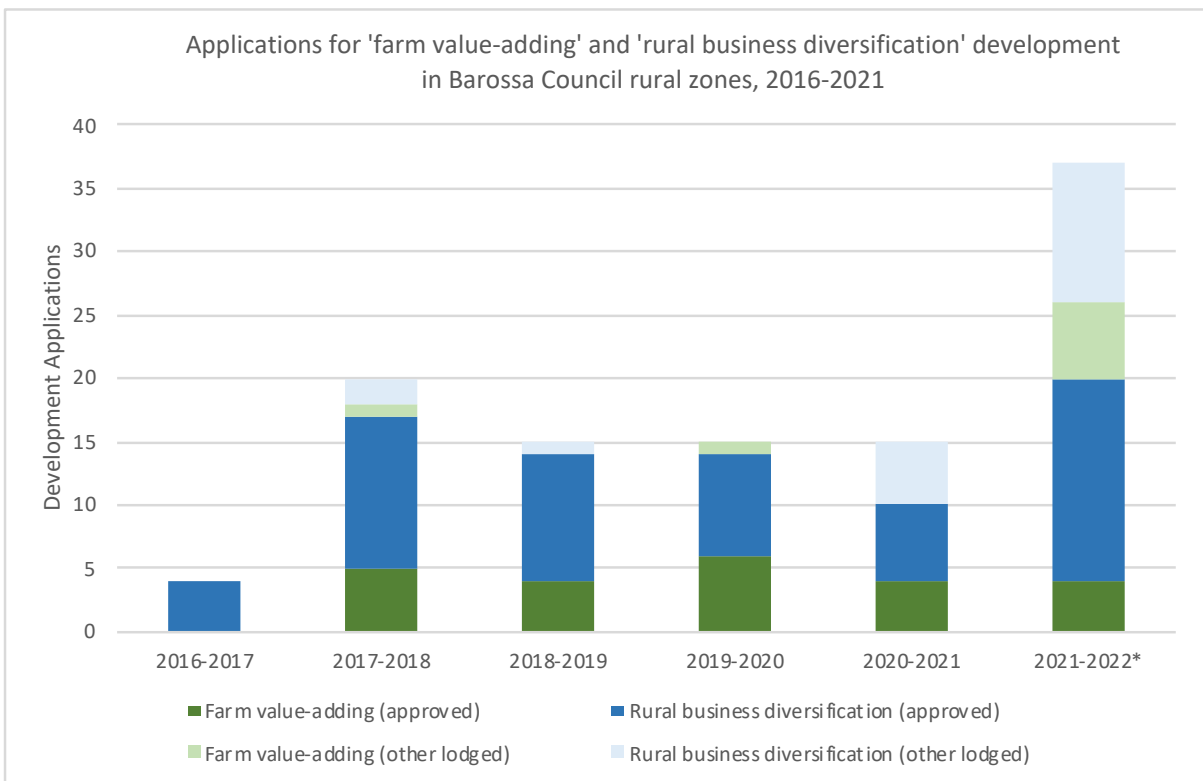


Figure 5: DAs for Farm Value-Adding and Rural Business Diversification development Barossa Council, 2016-2021. (Source: Council public register & \*PlanSA planning portal.)

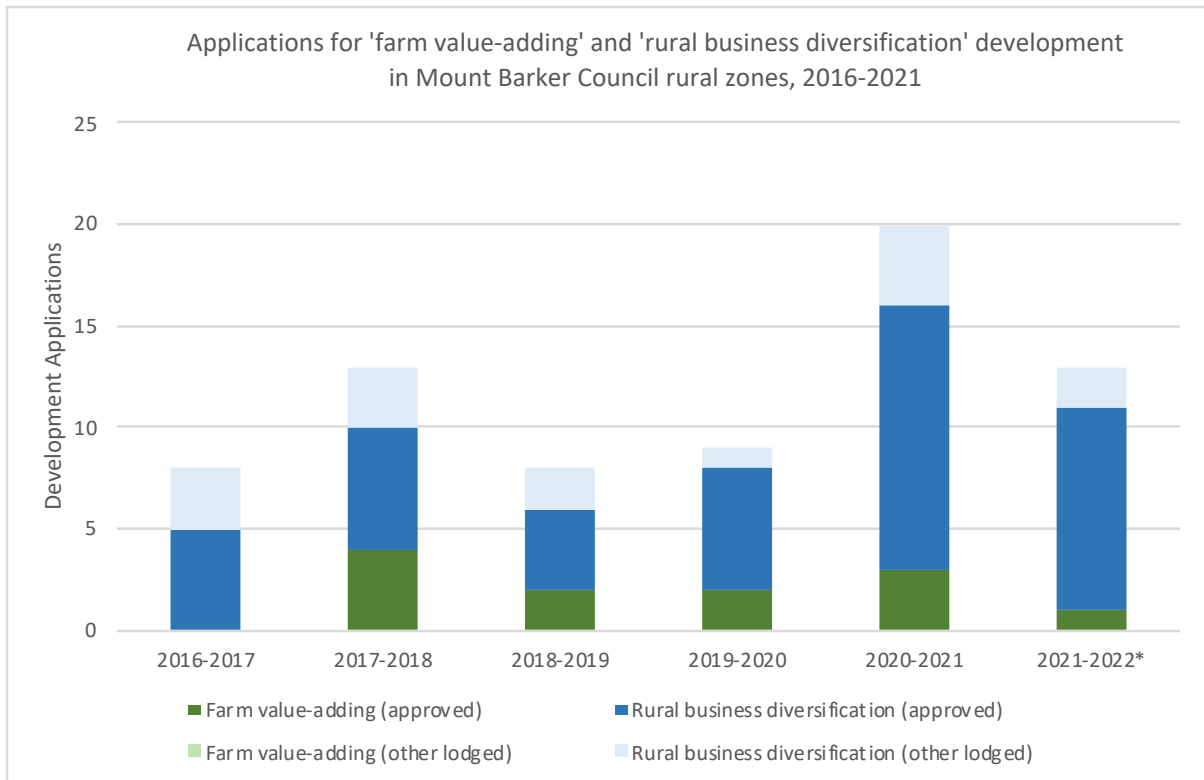


Figure 6: DAs for Farm Value-Adding and Rural Business Diversification development Mount Barker Council, 2016-2021. (Source: Council public register & \*PlanSA planning portal.)

Table 1 on the following page lists all of the development types present in the Council records and shows how they have been assigned to the broader development categories, including FVA and RBD, for the purposes of coding and creating Figures 2-6. Note that some of the decisions about assignment are debatable. They include the various forms of beverage manufacturing which, for consistency, have all been treated as examples of FVA despite some having no apparent connection with local farm production. These and other examples of this categorisation issue are discussed in section 3.3.

Table 2 summarises the number of DAs lodged for all recorded development types across the study area over the time-frame of the project. Statistics of interest are shown highlighted or bold. Equally significant here is the number of times some of these development types are listed as second or third elements in a development application.

Following the tables, Figures 7-11 illustrate trends in DAs for the five most common types of FVA/RUV development across the study area. The graphs distinguish total DAs lodged from those that involved substantial proposals (i.e. not minor works or variations of previous approvals) and those that were actually approved. Table 2 reveals the contribution each Council area makes to these graphs but, as above, note that they are based solely on the main element proposed in each DA. To avoid double-counting, second and third elements of DA proposals listed in Table 2 currently do not figure in these graphs. Also, as explained in relation to Figures 2-6, note that some DAs for 2021-22 were still under assessment at the time these records were gathered and may subsequently have been approved.

Development type	Development type codes	Development category	Category codes	Coding comment
Agricultural Building	Ag Bld	Primary Production	A	
Agricultural Industry	Ag Ind	FVA	B	
Animal keeping - Dogs	AK - Dogs	Other Rural Dev't	D	post Agriculture indicator?
Animal keeping - Horses	AK - Horses	Other Rural Dev't	D	post Agriculture indicator?
Animal Processing Facility	APF	FVA	B	Industry scale?
Brewery	Brew	FVA	B	trending to C?
Cidery	Cid	FVA	B	trending to C?
Commercial kitchen	Com Kit	RBD	C	
Distillery	Dist	FVA	B	trending to C?
Function Centre	FC	RBD	C	
Health Retreat	HR	Other Rural Dev't	D	post Agriculture indicator?
Outdoor Events	OD Events	RBD	C	
Other	Other	Other Rural Dev't	D	
Bulk Wine Storage	Other - BWS	FVA	B	Industry scale?
Camp Facility	Other - Camp	Other Rural Dev't	D	post Agriculture indicator?
Organic waste	Other - OW	Other Rural Dev't	D	
Solar Panel Array	Other - Solar	Other Rural Dev't	D	
Transport	Other - Trmspt	Other Rural Dev't	D	
Vet Clinic	Other - Vet	Other Rural Dev't	D	post Agriculture indicator?
Waste Treatment Plant	Other - WTP	Other Rural Dev't	D	
Primary Production	PP	Primary Production	A	
Restaurant	Rest	RBD	C	
Shop	Sh	RBD	C	
Shop - Bakery	Sh Bak	RBD	C	
Shop - Cellar Door	Sh CD	RBD	C	
Shop - Cidery	Sh Cid	RBD	C	
Shop - Farm Produce	Sh Farm	FVA	B	trending to C?
Shop - Personal Services	Sh PSE	RBD	C	
Tourist Accommodation	TA	RBD	C	
Wedding Venue	Wed Ven	RBD	C	
Winery	Win	FVA	B	trending to C?
Worker Accommodation	Wrk Accom	Other Rural Dev't	A	Changed from D

Table 1: Assignment of development types to development categories, highlighting FVA (B) and RBD (C) categories.

Development type	AHC			ALEX			BARO			MTB			Total Main element	Total All elements
	Main element	2nd element	3rd element	Main element	2nd element	3rd element	Main element	2nd element	3rd element	Main element	2nd element	3rd element		
Agricultural Building		2		1			2			5			8	10
Agricultural Industry	3									5			8	8
Animal keeping - Dogs				1			1			2			4	4
Animal keeping - Horses				1						17	1		18	19
Animal Processing Facility				1									1	1
Brewery	2	1			1					2			4	6
Cidery	1												1	1
Commercial kitchen							3	1					3	4
Distillery		1		2						4			6	7
Function Centre	12	6	5	4	1		5	3		7	1	2	28	46
Health Retreat				1						1			2	2
Outdoor Events	1	1											1	2
Other		1					4			34			38	39
Bulk Wine Storage								2					0	2
Camp Facility	1			1									2	2
Organic waste				1									1	1
Solar Panel Array		1						1					0	2
Transport				1			1						2	2
Vet Clinic				1						1			2	2
Waste Treatment Plant				1									1	1
Primary Production	2			4		1	1		1	6			13	15
Restaurant	14	9	1			5	4	2	5	6	1		24	47
Shop			2					1		3			3	6
Shop - Bakery	1												1	1
Shop - Cellar Door	25	7	1	8		2	25	12	2	6	7		64	95
Shop - Cidery		2											0	2
Shop - Farm Produce	1	1		1						3			5	6
Shop - Personal Services		2						1					0	3
Tourist Accommodation	34	1		11			28	3	2	25	4		98	108
Wedding Venue				1									1	1
Winery	34	1	1	4			39	3	1	3			80	86
Worker Accommodation				4						2			6	6
	131	36	10	49	2	8	113	29	11	132	14	2	425	537

Table 2: Development types by Council area, 2016-2021. (Source: Council public registers & PlanSA planning portal.)

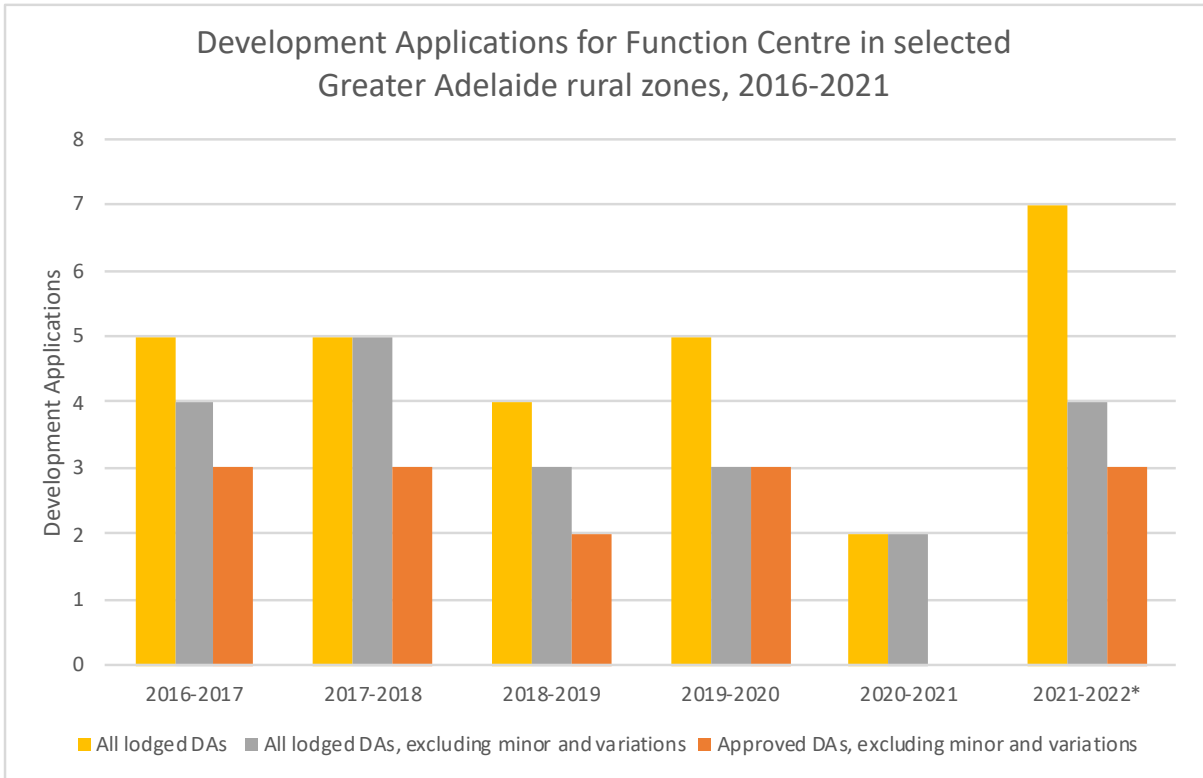


Figure 7: DAs for Function Centres, all four Council areas, 2016-2021.  
(Source: Council public registers & \*PlanSA planning portal.)

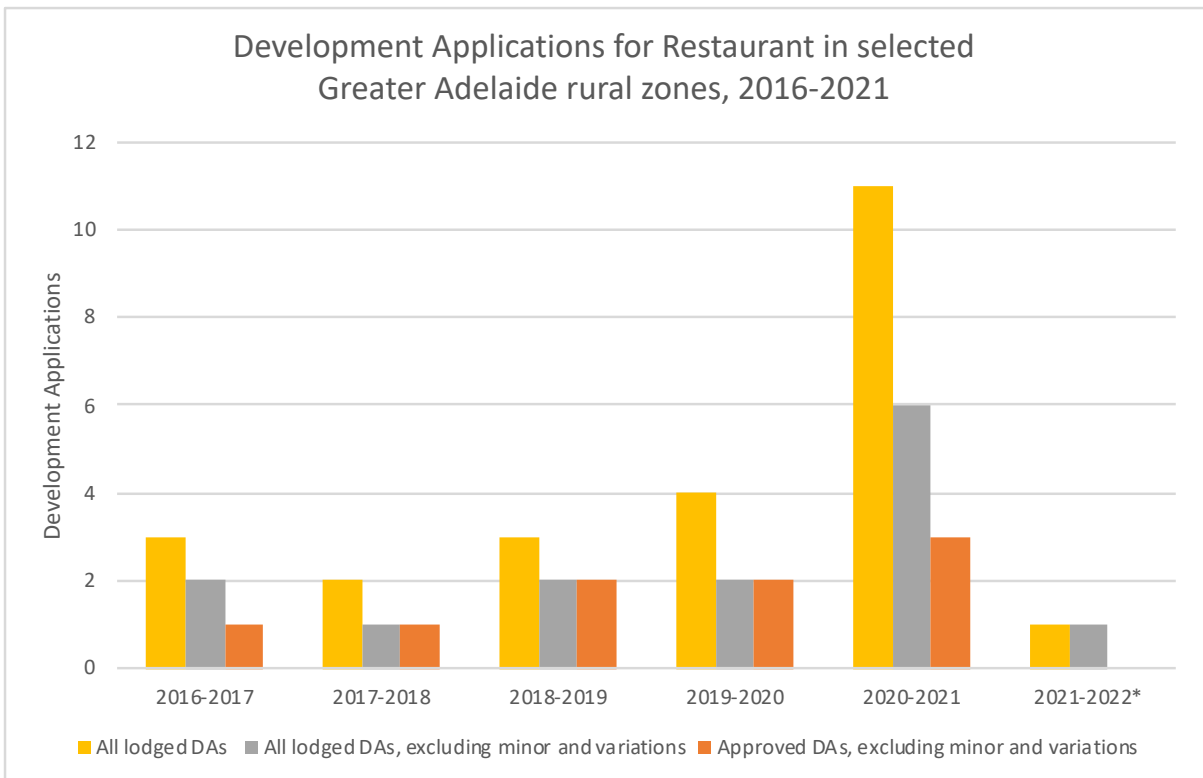


Figure 8: DAs for Restaurants, all four Council areas, 2016-2021.  
(Source: Council public registers & \*PlanSA planning portal.)

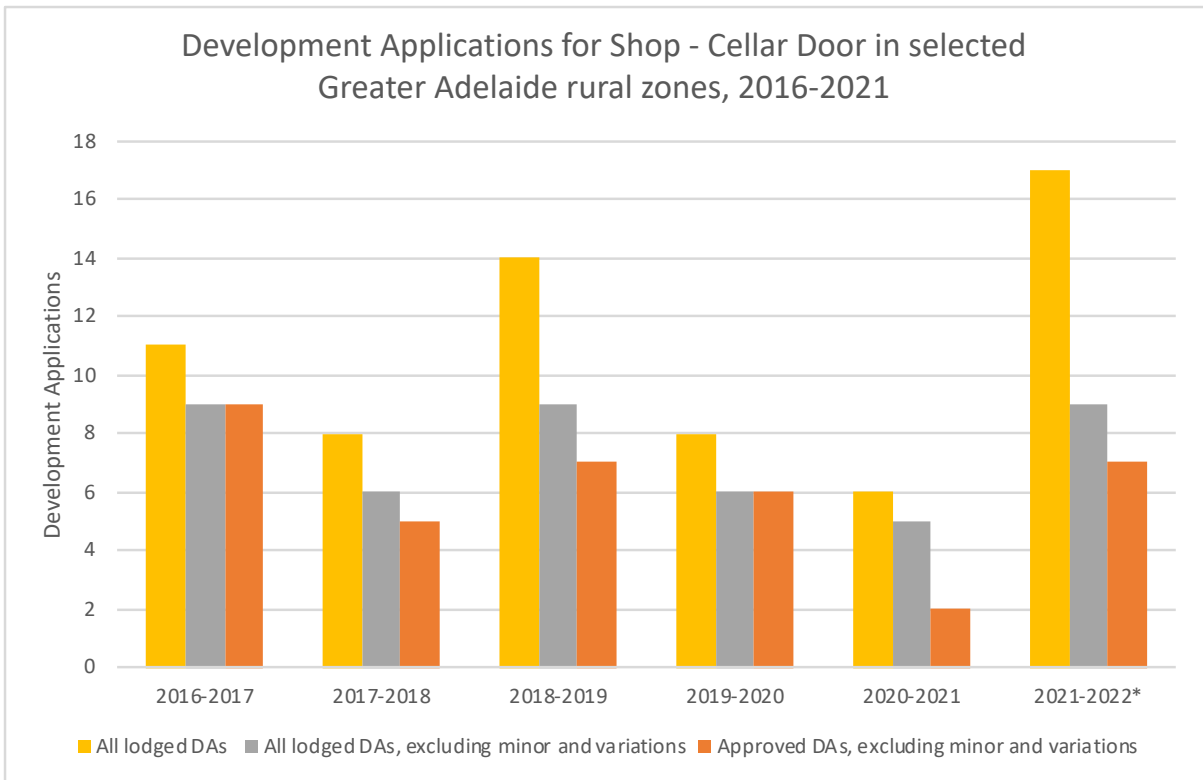


Figure 9: DAs for Cellar Door shops, all four Council areas, 2016-2021.  
(Source: Council public registers & \*PlanSA planning portal.)

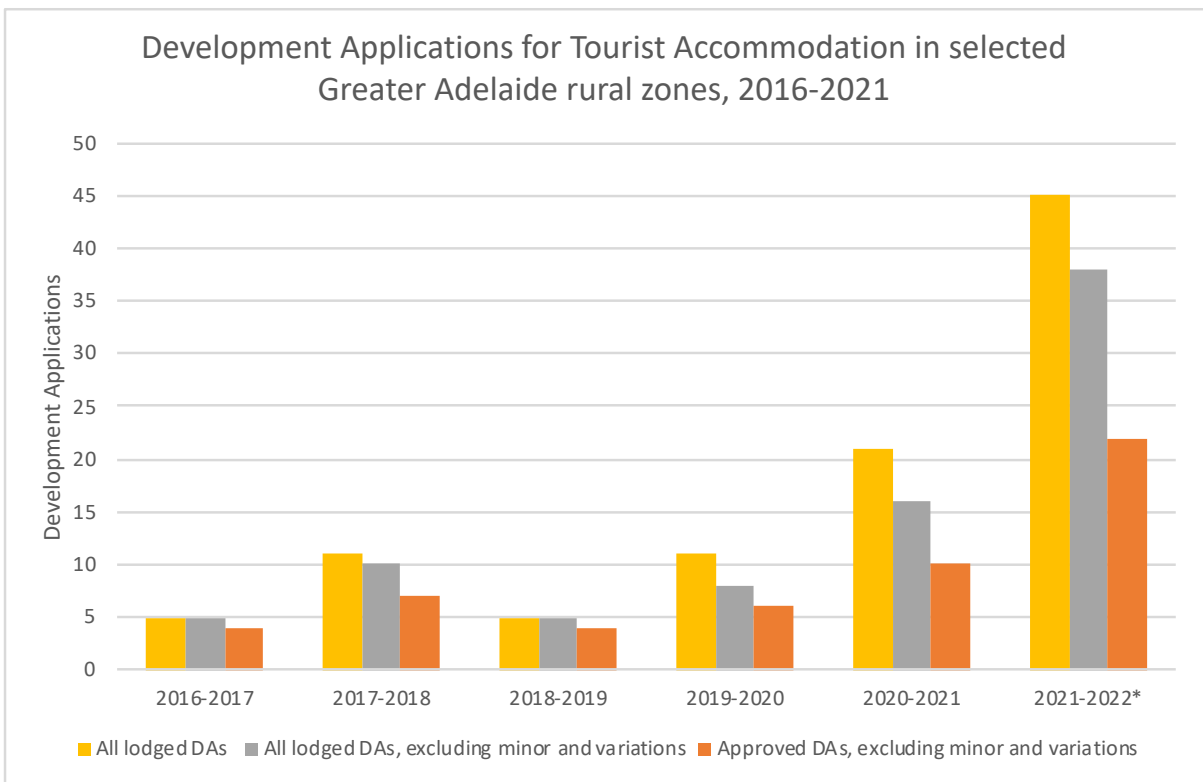


Figure 10: DAs for Tourist Accommodation, all four Council areas, 2016-2021.  
(Source: Council public registers & \*PlanSA planning portal.)

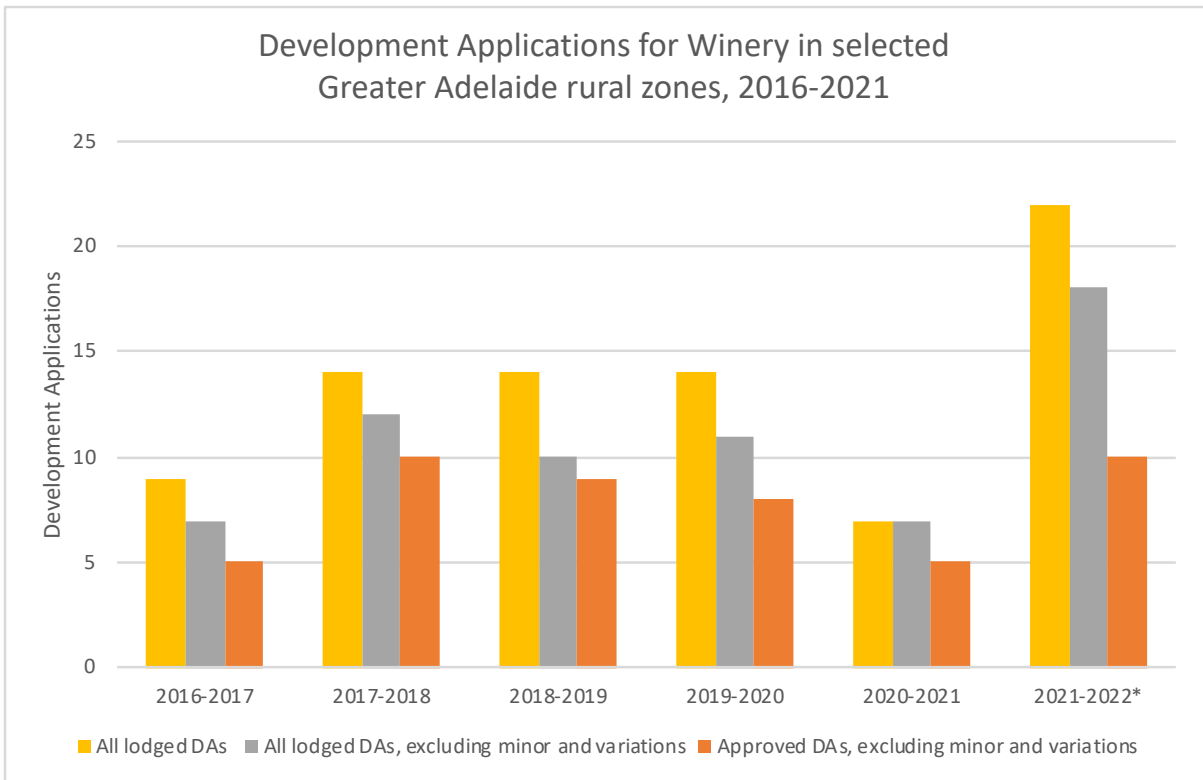
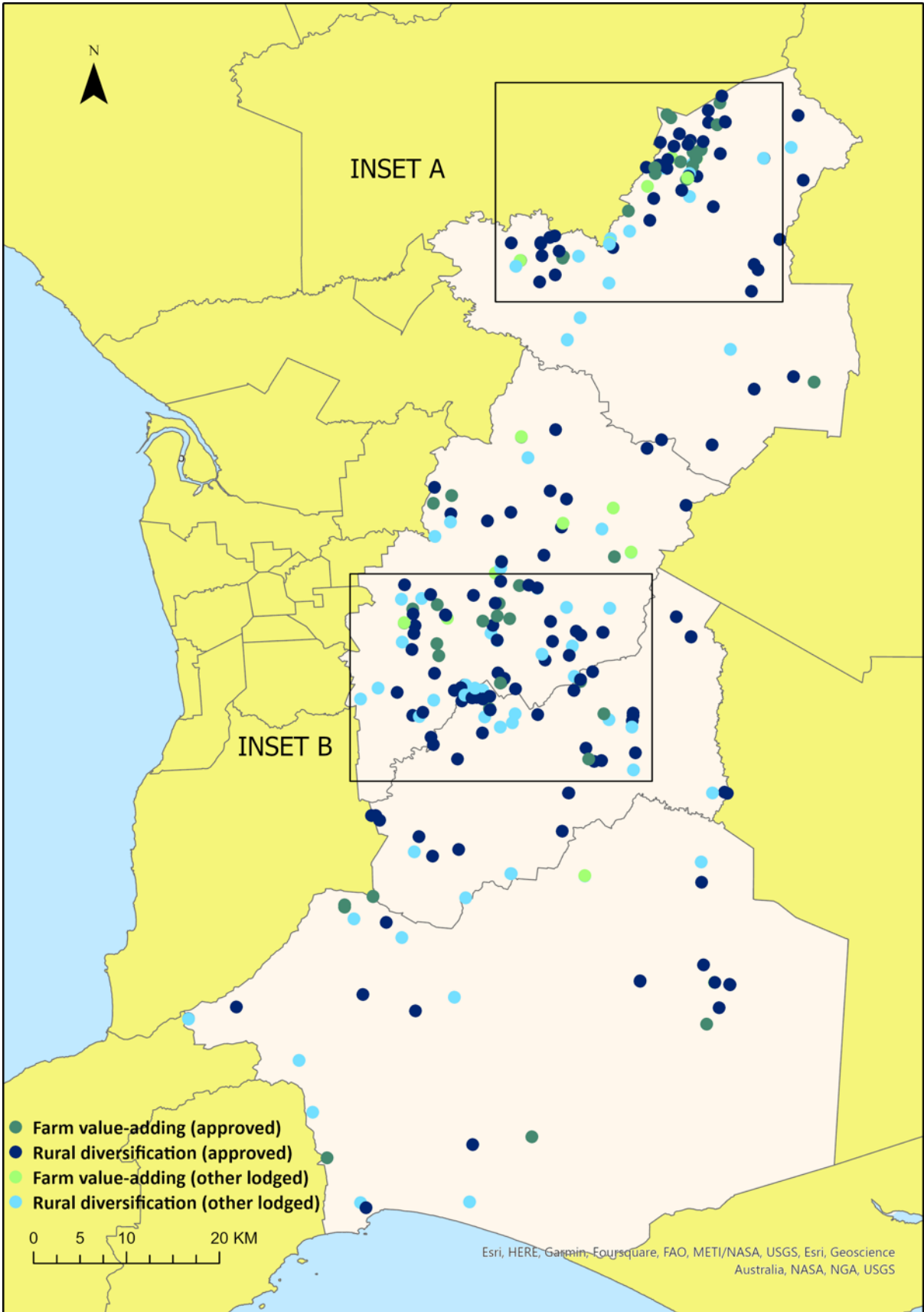
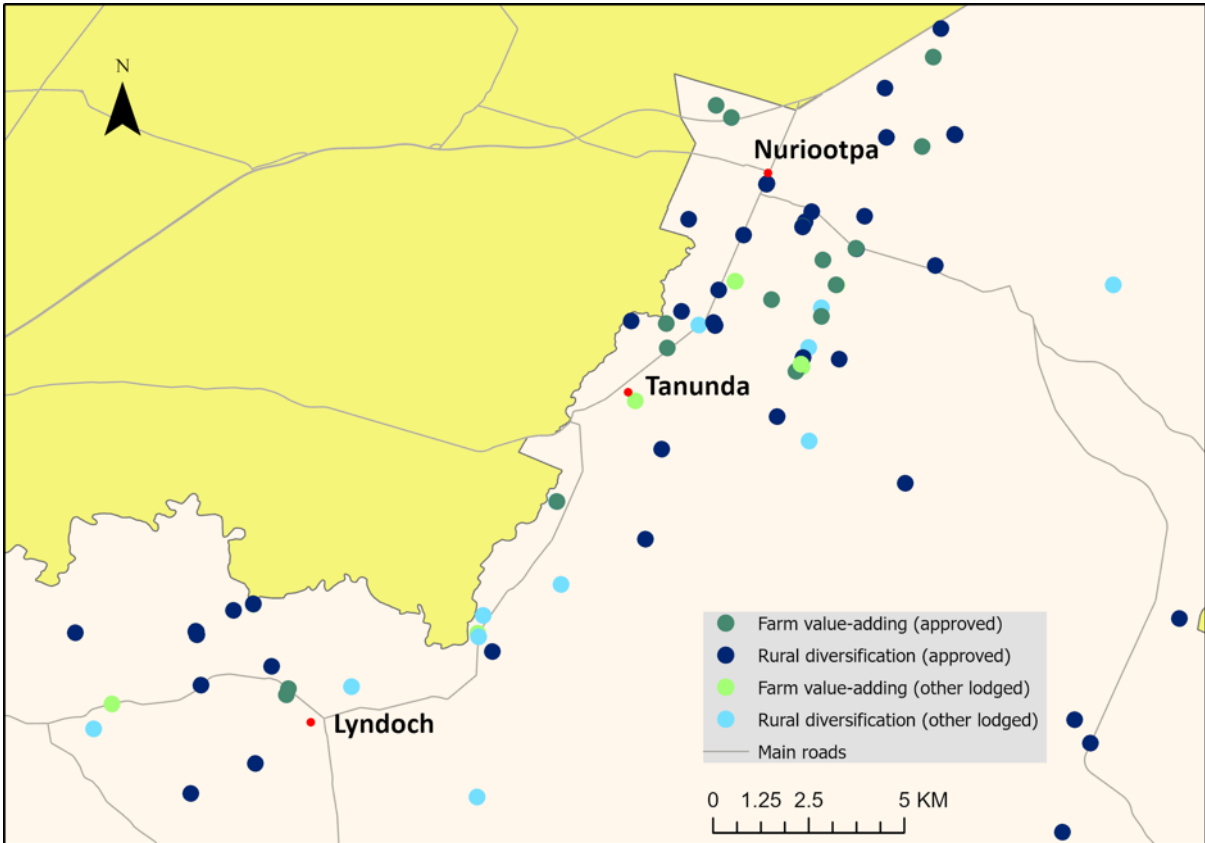


Figure 11: DAs for Wineries, all four Council areas, 2016-2021.  
 (Source: Council public registers & \*PlanSA planning portal.)

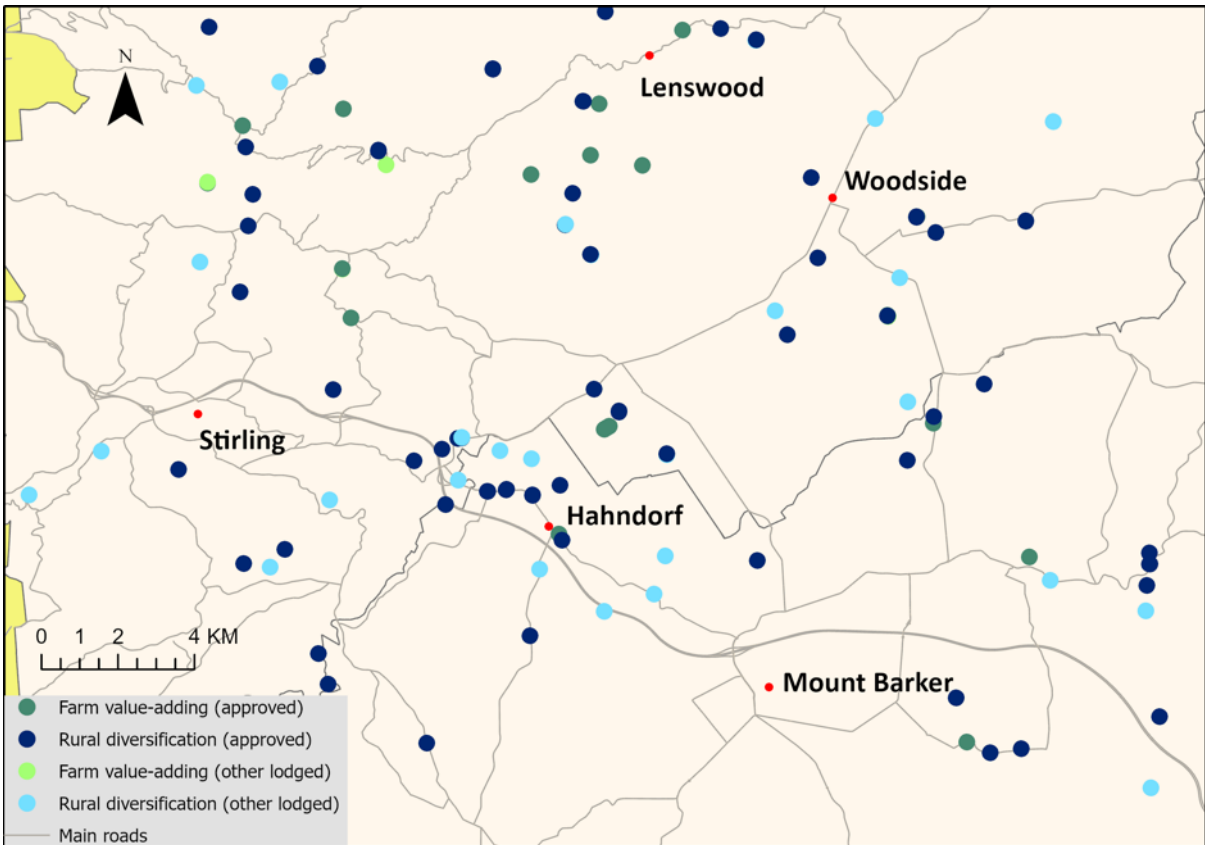
In addition to the graphs and tables above, the Project Team has prepared a series of maps illustrating the spatial distribution of DAs for FVA/RBD development. Map 2 shows, cumulatively, all of the DA sites across the study area during 2016–2021. Maps 3 and 4 provide a larger scale perspective on the same data. Note that due to the presence of numerous serial DAs there are fewer sites shown on these maps than are summarised in the graphs and tables.



Map 2: Distribution of DAs for Farm Value-Adding and Rural Business Diversification development, all four Council areas, 2016 to 2021. (Source: Council public registers & PlanSA planning portal.)



Map 3 (INSET A): Distribution of DAs for Farm Value-Adding and Rural Business Diversification development, northern Study Area, 2016 to 2021. (Source: Council public registers & PlanSA planning portal.)



Map 4 (INSET B): Distribution of DAs for Farm Value-Adding and Rural Business Diversification development, central Study Area, 2016 to 2021. (Source: Council public registers & PlanSA planning portal.)



### 3.3 Observations on the data

Before reviewing the preceding graphs, tables and maps it should be noted that the time-frame of the study included some extraordinary circumstances. Besides commencement of the Code and RVAD policy, proponents contemplating DAs will likely have been affected in their decision-making by one or more of the following: the direct and indirect impacts of the COVID-19 pandemic, extended drought conditions and major bushfires, unforeseen changes in international trading arrangements and government stimulus and recovery programs announced in the wake of these events. Some proponents will have also been affected by Council-specific changes to Development Plan policy prior to 2021, although those scenarios seem routine by comparison.

It is likely that these extraordinary circumstances will, at particular times, have caused a significant number of proponents to bring forward, delay or abandon plans for DAs.<sup>36</sup> Others, after learning of the availability of government support, may have decided to initiate a DA where previously none was contemplated. As a consequence, the data summarised above cannot be regarded as typical and should be treated with some caution. With that proviso, and recalling other qualifications regarding data from 3.2.2 above, this section makes four general observations below and suggests themes that might be pursued further in Stage Two of the project.

Observation One: At the regional scale, the data suggest that introduction of the Code and RVAD policy has had a significant impact on FVA/RBD activity generally. Figure 2 shows a clear and substantial increase in the number of DAs lodged and approved across the study area in 2021-22, compared to all previous years. However, Figures 3-6 show that those numbers vary geographically with very pronounced trends in Alexandrina (Figure 4) and Barossa (Figure 5) but less clear trends in the two LGAs closest to the metropolitan area, Adelaide Hills (Figure 3) and Mt Barker (Figure 6). Also, while the trend in Figure 2 seems unambiguous, there is not necessarily an equivalence between the DA proposals it summarises. As already noted, the scope of works proposed by a DA can vary significantly, as can the scale of projects and the investment committed.

A worthwhile secondary perspective on the trend would be provided by recreating Figure 2 using the estimated capital value of projects instead of DA numbers.<sup>37</sup> That same course of action may also help explain the variation of trends in Figures 3-6 if, for example, it reveals a small number of large (high capital value) projects close to the metropolitan area and a large number of small (low capital value) projects in the more remote LGAs. Other lines of inquiry in Stage Two could focus on the influence of recent road building projects on the region's accessibility; or the influence of local land use patterns, property sizes and land prices on development opportunities in the more fragmented landscapes of Adelaide Hills and Mt Barker.

Compared to Figure 2, which summarises DAs for all FVA/RBD activities, Figures 7-11 are less clear about the impact of the Code and RVAD policy on particular development types. Only Tourist Accommodation (Figure 10), where DA numbers more than doubled in 2021-22, exhibits a trend similar to that in Figure 2. Total lodged DAs for each of the other selected development types, with the exception of Restaurant DAs (Figure 8), are higher in 2021-22 than all previous years, although some of these are off a low base and the number of DAs actually approved is unremarkable. Apart from Agricultural Industry, Brewery, Distillery and Shop-Farm Produce, none of the other FVA/RBD activities are in sufficient numbers to produce a meaningful graph.

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<sup>36</sup> Anecdotal evidence from the months leading up to the commencement of the Code is that applicants were being advised, variously, to lodge planned DAs before commencement to avoid uncertainties surrounding Code implementation, or delay lodgement until after commencement to take advantage of anticipated policy changes.

<sup>37</sup> An estimate of a proposal's cost or capital value has been required information in DAs for some years. Currently it only appears in the spreadsheets for Adelaide Hills and The Barossa Council areas.

Significantly, these graphs seem to reflect the extraordinary circumstances mentioned above more clearly than Figures 2. For example, Figures 7, 9 and 11 could be interpreted as showing applicants delaying DAs in anticipation of more favourable policies following the introduction of the Code. Conversely, Figure 8 arguably shows applicants bringing forward DAs due to uncertainty surrounding the Code. These graphs are also where the impacts of COVID-19 are most evident. Because some of these development types will have been impacted more or less severely by public health restrictions than others (e.g. restaurants), it is reasonable to speculate that some of the fluctuations show proponents abandoning plans for DAs due to the pandemic. Here again, recreating Figures 7-11 using estimated capital value instead of DA numbers would be helpful in understanding trends.

Observation Two: Turning to Table 2, DAs across the time-frame of the study are dominated by just a handful of development types: Tourist Accommodation (98), Winery (80), Cellar Door Shop (64), Function Centre (28) and Restaurant (24). As noted above, instances of these development types recorded as second or third elements in their respective DA are counted in Table 2 but currently not included in Figures 7-11. Recreating those graphs so that they include these extra numbers would significantly change all of the graphs—DAs for function centres, restaurants and cellar door shops would increase by 50-100%—but will not necessarily alter trends across the time-frame of the study.

Noting that DA equivalence is again an issue, a feature of these development types that should be investigated further is scale. Many of the records in the spreadsheets include information about the number of residential units or beds in tourist accommodation proposals, the number of seats in restaurants and function centres, or the crush capacity of wineries. Unfortunately, this information does not appear systematically in the DA records, like estimated capital value, and there are some gaps in the dataset. However, the information that does exist could be summarised in graphs and, more meaningfully, on maps, to illustrate the number and pattern of small and large facilities.

Other development types in Table 2 that warrant mention are the miscellaneous category Other, which includes various non-farm rural development, and Horse keeping, both of which are significant in the Mt Barker Council area. These numbers may be an indicator of advanced change in that district's rural landscape or a function of the initial DA selection process for Mt Barker.

Observation Three: Figures 2-6 all show RBD development as the dominant purpose of DAs, and increasingly so. Despite the notional focus on 'value-adding' in the RVAD policy, DAs for development with a direct link to on-farm production appear to be a minor, even diminishing part of the sector. Table 2 and Figures 7-11 confirm this assessment, with DAs for wineries the only FVA development type to stand out in the data. The other four development types are all examples of RBD activity and, as noted already, the categorisation of wineries as FVA is itself questionable. This latter issue warrants further consideration because several development types categorised as FVA are, arguably, examples of RBD or even industrial-scale development in rural settings.

Wineries have been treated as FVA on the basis that processing grapes in or adjacent to the vineyard where they are grown is a text-book example of value-adding. For the sake of consistency, and because 'boutique' wineries have been established on small vineyards throughout the study area since the 1980s, all forms of beverage manufacturing captured in the data selection have been categorised as FVA. This seems reasonable for cideries, which are presumably associated with the Adelaide Hills pome-fruit industry, however, the connection of breweries and distilleries to local farm production is less clear. Furthermore, the prevailing business model for all of these beverage manufacturing facilities seems predicated on visitation in one form or another. A worthwhile line of inquiry in Stage Two would be to examine how many wineries in the dataset exist as stand-alone facilities and how many are associated with a Restaurant, Cellar Door Shop or Function Centre.

Scale is also an important consideration here because, notwithstanding the number of ‘boutique’ wineries, the study area comprises major wine industry infrastructure. Information about crush capacity in several of the winery DAs suggest the proposals in question are, indeed, for industrial-scale manufacturing plants rather than farm-level value-adding. Other development types categorised by association or at face value as FVA (e.g. Bulk Wine Storage, Animal Processing Facility, Farm Produce Shop) warrant review for similar reasons. For example, the Beerenberg enterprise near Hahndorf arguably exceeds the common understanding and formal definition of a farm produce shop.

In combination, these two perspectives suggest that the analysis reported above may, in fact, overstate the extent of FVA activity in the study area, and that the categorisation exercise should be re-visited during Stage Two. There may be good explanations for the small number of FVA DAs in the dataset: recent reforms may mean that development previously associated with value-adding is now not captured by planning policy due to exemptions and exclusions; and popular contemporary FVA activities being pursued by the farm sector (e.g. ‘pick-your-own’ operations) may be outside the remit of planning policy anyway. Nevertheless, the upshot is that the sector appears dominated by RBD activity, and the RVAD policy, despite its title, seems to be enabling very few developments that can be legitimately described as a value-adding. Whether the policy provides an adequate assessment framework for some of the larger proposals noted here is also questionable.

Observation Four: Maps 2-4 show that DAs are clustered in a number of localities and along particular routes, especially in the Barossa Valley and central Hills districts, such that ‘hotspots’ of FVA/RBD activity may form, with potential for unforeseen consequences. Indeed, ‘hotspots’ may have already formed if historic FVA/RBD development carried out prior to the relatively short time-frame of this study and serial DAs are also taken into account. Identifying ‘hotspots’ where policy effort and other interventions might be required would be one of the most relevant outcomes of this project. To that end Stage Two should aim to carry out more sophisticated spatial analyses using parameters like estimated capital value, development types and project scale. Identifying and incorporating spatial data sets that can show pre-existing FVA/RBD development, either directly or by proxy, would assist that work.

The four themes observed here are not purely academic considerations. The reasons behind a stronger DA trend in the more remote LGAs, a preponderance of DAs for tourist accommodation, a minority of DAs for actual farm-value adding activity and evidence of ‘hotspots’ may provide important insights for policy makers. Those insights might relate to sub-regional differences that warrant policy differentiation, patterns of development that require specialised siting and design guidance, or a more fundamental mis-diagnosis of the topic, such as the observed lack of conceptual precision in the current RVAD policy. It is too early to propose responses to these matters here but some speculative lines of inquiry have been advanced.

### 3.4 Discussion

As explained above, the underlying purpose of this pilot project is to test the potential for a collaborative working arrangement that helps Councils participate in policy forums that have a bearing on the future development and management of the region’s rural landscapes. Central to that collaboration would be a commitment to co-design that emphasises Council concerns, and a focus on initiatives that enhance Local Government capacity. Markers of effective participation would include raising relevant questions in policy forums (e.g. has the RVAD policy expanded access to FVA/RBD opportunities to all rural landholders, not just the farm sector, and was that the intention?) and maintaining an evidence base to support such lines of inquiry.

Given this context, the project does not set out to make a judgement on the merits or otherwise of FVA/RBD activity. The types of development examined here are unlikely to pose a fundamental threat to the region's rural landscapes. Indeed, diversification opportunities seem necessary for the continuation of rural businesses and the landscapes they produce. Still, these types of development can be problematic locally for reasons of scale, siting or oversupply, and may create situations that reinforce or amplify other real or perceived threats, as outlined in 2.4. To avoid such scenarios and ensure FVA/RBD development supports other regional objectives, the planning policy that governs it needs to be informed by sound evidence and fit-for-purpose.

Section 2 raises some questions about whether the current RVAD policy meets these criteria but to make any judgement on that topic the project itself needs to be more adequately informed. To that end, Stage One has been modestly successful in responding to the objectives listed in section 3.1. It provides some new understanding on the nature and extent of recent FVA/RBD activity across the study area; some insights about the impact of the RVAD policy on that activity; and the beginnings of an evidence base that might assist Council planners and others in their future dealings with this topic. As a pilot project, the exercise will also inform them about the potential benefits of more substantial, longer-term collaborations on this and similar themes.

However, questions arising from Stage One cannot be answered by the current dataset as it stands. On its own the analysis has limited explanatory power—why are these trends occurring?—and limited policy relevance—what aspects of current policy are working well, or not? Furthermore, the project is not much further advanced in answering the original question of whether the additional FVA/RBD activity enabled by the RVAD policy is consistent with other parallel objectives for rural landscapes in Adelaide's peri-urban region.

Dealing with these questions will require a second stage of work which, in turn, will require different evidence and a change of research focus and methods. Before proposing what that would look like there are some refinements and further applications of the current dataset that have already been canvassed amongst the Project Team. Collecting the latest twelve-months of data (19 March 2022 to 18 March 2023) to understand whether the 2021-22 surge shown in Figure 2 was a temporary anomaly or is now the new baseline, seems to be an obvious, indeed necessary, next step. Arranging an ongoing annual update of the project dataset from the PlanSA portal would be a low-cost, 'no regrets' extension of that action to enable monitoring into the future.

As well as these forward-looking actions, re-visiting the original data gathering described in 3.2.1 to build a longer time-series prior to 2021-22—say, ten years instead of five—would provide better perspective on the topic. A longer time-series would help account for the influence of recent extraordinary circumstances on the dataset. It may also provide insights about the apparently declining position of FVA relative to RBD activity, and the geographic variation in recent DAs. Given lessons learnt during the pilot project, and assuming formal in-kind support from participating Councils, this should be an easier undertaking than the original exercise.

The Project Team has also anticipated some more sophisticated spatial analysis than what currently appears in Map 2, 3 and 4. Subject to the level of GIS support available in Stage Two this could include maps at various scales (eg. study area, zone, LGA, locality) illustrating the data by parameters such as development type (eg. function centres, cellar door shops), scale (eg. winery crush tonnage, restaurant seats, tourist accommodation beds) and capital value. These types of analysis will enable a more fine-grained perspective on the data which would, in turn, help understanding of matters such as serial DAs, development intensity (i.e. 'hotspot' formation), local economic benefit, effectiveness of particular zone policies and facility over-/under-supply. A capacity for enhanced mapping will also assist development of locality-scale case studies.

These incremental improvements will refine, confirm and qualify the Stage One findings but to begin answering the questions posed above, the project should use those findings as the basis for commencing engagement with regional stakeholders. At its most basic, this would comprise surveys and/or targeted interviews with representatives of key stakeholder groups, such as primary industry and tourism bodies, RDA organisations, Landscape Boards and the EPA, as well as Council planners and their elected members. The focus of these inquiries, informed by a summary of Stage One, would be on the respective sectoral perspectives on FVA/RBD activity and the RVAD policy. The observations of Council planners about the assessment process, the resulting FVA/RBD activity (e.g. do problems arise with neighbours?), and the potential for policy improvements would be especially valuable.

The practical dimensions of FVA/RBD activity for primary producers and other rural landholders are to some extent already understood following recent University of Adelaide research on agricultural change and multifunctionality in the Mount Lofty Ranges region.<sup>38</sup> However, engagement with past DA proponents and their neighbours, noting the importance of privacy considerations in such circumstances, would add a level of detail about the motives, aspirations, benefits, costs and impacts of these projects that other stakeholders cannot. Engagement at this level would also enable development of case studies, which promise a more forensic perspective on the topic.

Subject to funding and support, a more ambitious Stage Two research program might develop a number of such case studies to identify notional 'best practice' measures as a guide to policy makers. With the assistance of Council planners it might also test some hypothetical 'high risk' proposals to investigate the effective limits of the current policy and gauge stakeholder reactions to those scenarios. Noting that the research topic is not unique to the four participating Councils, Stage Two inquiries could also usefully extend to other Councils in the Greater Adelaide Region, and even interstate. A public seminar or series of workshops for stakeholders would provide opportunities for engagement and input beyond the immediate project participants.

### 3.5 Conclusion

Stage One of this pilot project has reviewed development applications for FVA/RBD activity during the period 2016-2021. Key findings to date include the following:

- There has been significant growth in the number of applications for these forms of development since introduction of the Code, although that trend varies geographically and by development type.
- Applications are dominated by proposals for rural business diversification projects, which are premised on bringing non-resident visitors into the region. The growing dominance of this category presents some potential risks for the region's rural landscapes.
- In contrast, there have been relatively few applications for farm value-adding projects, which retain a direct connection with local on-farm production. Closer examination of this category and its definition may reveal the true number is even lower than reported here.
- Over the time-frame of the project and across the study area, applications have been dominated just by a handful of development types, namely, tourist accommodation (98), wineries (80), cellar door shops (64), function centres (28) and restaurants (24).
- Preliminary mapping of the data suggests formation of potential 'hotspots' that may require planning policy or other interventions to reconcile competing objectives.

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<sup>38</sup> Song, Bingjie, Robinson, Guy and Bardsley, Douglas. (2022). Hobby and part-time farmers in a multifunctional landscape: Environmentalism, lifestyles, and amenity. *Geographical Research*. 60. <https://doi.org/10.1111/1745-5871.12541>; Song, Bingjie, Robinson, Guy and Bardsley, Douglas. (2022). Multifunctionality and path dependence: Farmer decision-making in the peri-urban fringe. *Journal of Rural Studies*. 96. 64-77. <https://doi.org/10.1016/j.jrurstud.2022.10.012>.

These findings present prima facie evidence of significant forces of change at work in the region's rural landscapes but need to be qualified in various ways. Those qualifications, which include the impact of the COVID-19 pandemic and other extraordinary circumstances, could be addressed in part simply by extending the data collection to include more recent data and, ideally, earlier data. However, for more definitive insights about the pros and cons of recent development activity, the effectiveness or otherwise of current policy, and the features of possible policy refinements, a second stage of research will be necessary.

## 4 Next steps (Stage Two)

This report presents Stage One of a pilot project to test scope for future collaboration between four Councils in the Greater Adelaide Region and the Adelaide Peri-urban Project. For reasons explained above, the focus of that project is on farm value-adding (FVA) and rural business diversification (RBD) activity in the rural areas of the four Councils. The topic was chosen because it currently represents a significant part of the workload for planning staff in those LGAs; because it is likely to arise in pending regional planning discussions; and because it is manageable within a time-frame that suits all parties. It is not necessarily the most important planning policy topic for Councils in the Greater Adelaide Region.

Stage Two would take as its starting point the findings of Stage One, which are based exclusively on analysis of development application data. Following the refinements suggested in section 3.4, it would revisit the same project objectives set out in 3.1 but with a qualitative approach comprising interviews with key regional stakeholders and other social research techniques. Preparation for this work, including design of interviews and other survey instruments, would be informed by recent University of Adelaide research in the Mount Lofty Ranges region. The overall program would be co-designed with Local Government members of the Project Team to maximise relevance and efficiency. Besides a project report that provides evidence and makes recommendations relevant to Council planners' needs, outputs could include public seminars and a report on the findings of intra-state and inter-state consultation on the topic.

Stage One has been a largely desk-top exercise conducted informally and *pro bono* with in-kind support from the Local Government members of the Project Team. The aim has been to develop a report that can be used to test support amongst stakeholders for a second stage. As suggested above, Stage Two would be more field-based and labour-intensive and, as such, would need to be supported more formally and modestly funded.

Support from regional stakeholders, including Councils in the wider Greater Adelaide Region,<sup>39</sup> would help a future bid to funding bodies, such as the Local Government Research and Development Scheme. In regard to in-kind support, the inclusion of Stage Two in each Council's 2024-25 business plans, so that officers can formally commit time to this work, would assist significantly. To date the project has relied on Local Government members of the Project Team for initial data gathering and the subsequent checking of coding. Stage Two would require more of that same work plus liaison with PlanSA regarding new data, and with the wider Project Team regarding planning of the overall program. Appropriate project management arrangements for all of these tasks and activities would need to be agreed before commencement.

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<sup>39</sup> Apart from the early participation of Yankalilla, no other LGAs have been involved in the project. However, officers of other Councils have expressed interest informally.

### The Adelaide Peri-urban Project

For more than a decade South Australia’s politicians, policymakers and public have taken a special interest in Adelaide’s peri-urban region, launching a variety of measures aimed at its protection or better management. The best-known expression of this interest, triggered by events surrounding the original 30 Year Plan for Greater Adelaide, was the introduction of Character Preservation legislation for the Barossa Valley and McLaren Vale in 2013.<sup>1</sup> New planning legislation in 2016 saw the designation of a similarly conceived Environment and Food Production Area<sup>2</sup> across the remaining rural parts of the Greater Adelaide region; then, in 2020, the proposal—albeit short-lived—of a Peri-urban Zone for parts of the Mount Lofty Ranges.<sup>3</sup> Interspersed with these State-level initiatives, some of the region’s Councils have proposed changes to local planning policy referencing ‘horticulture industry enhancement’, ‘primary production protection’ and ‘food bowl protection’;<sup>4</sup> and some participated in a community-based proposal seeking World Heritage status for agrarian landscapes in the Mount Lofty Ranges.<sup>5</sup> There have been other periods of interest in this topic—notably the mid 1970s and early 1990s—but the repeated and focused activity of the past decade is unprecedented.

Like the steadily urbanising hinterland of most other Australian cities, Adelaide’s peri-urban region also faces long-standing challenges related to the health of its water supply catchment, increasing exposure to natural hazards, especially bushfire, and degradation of remnant natural areas. From time to time, the quality and security of Adelaide’s drinking water or the consequences of bushfire have dominated local headlines and Hansard. By comparison, biodiversity protection has taken a back seat, although for a decade from the mid 2000’s it was championed by the now former Adelaide and Mount Lofty Ranges Natural Resources Management Board, itself an acknowledgement of the peri-urban phenomenon. However, the theme that has inspired all of this recent activity is a concern about the future of agriculture in the region; about the various impacts of urban encroachment on the sector; about land use conflict and the so-called ‘right to farm’; and about creating supportive local conditions for food and wine production.

This concern about agriculture is understandable: the relatively small bio-climatic ‘island’ in which Adelaide and its hinterland sit, coupled with the strategic opportunities afforded by urban proximity make the region an important part of the State’s asset base for primary industry. The Adelaide Hills are essential to cool climate horticulture in South Australia;<sup>6</sup> cropping districts on the northern Adelaide Plains routinely and reliably generate some of the State’s highest grain yields;<sup>7</sup> the region is home to the majority of South Australia’s premium wine regions; and access to recycled urban wastewater underpins ‘drought-proof’ irrigated horticulture and viticulture north and south of the city.<sup>8</sup> Indeed, Adelaide’s peri-urban region generates a disproportionately large share of the total value of South Australian agricultural production—about 20% in most years—and gross regional product derived from primary industry in the Greater Adelaide Region rivals that of the State’s other

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<sup>1</sup> Character Preservation (Barossa Valley) Act 2012; Character Preservation (McLaren Vale) Act 2012

<sup>2</sup> Planning, Development and Infrastructure Act 2016 – Part 7.

<sup>3</sup> State Planning Commission (2019) *Draft Planning and Design Code - Phase 3 (Urban Areas)*, October 2019. Adelaide.

<sup>4</sup> City of Playford, *Virginia Horticulture Industry Enhancement Development Plan Amendment - Statement of Intent*, January 2015; Mount Barker Council, *Rural (Primary Production Protection) DPA*, 8 August 2017; Adelaide Plains Council, *Northern Food Bowl Protection Areas DPA*, 20 February 2018.

<sup>5</sup> <https://www.adelaide.edu.au/adelaidean/issues/54101/news54222.html>; <https://www.planning.org.au/documents/item/8060>; <https://www.ahc.sa.gov.au/Business/unesco-world-heritage-bid>.

<sup>6</sup> Houston P. and Bardsley D.K. (2018) Climate change adaptation for peri-urban horticulture: a case study of the Adelaide Hills apple and pear industry. *South Australian Geographical Journal* 114(1), 29-42.

<sup>7</sup> See, for example, [Annual Crop and Pasture reports](#) on the PIRSA website.

<sup>8</sup> Houston P. and Davies G. (2011) Maintaining “wriggle room” in contested space: The missing spatial dimension in adaptation strategies for agriculture. Poster presented at CCRSPI, February 15-17 2011, Melbourne.



much larger regions.<sup>9</sup> Variations on this convergence of circumstances exist elsewhere in Australia but in none does the role of the peri-urban region appear more important to the State's contemporary and future prospects for agriculture.

Equally remarkable, however, is the limited evidence base that has underpinned many of the endeavours listed above—the notable exception being the World Heritage bid—and the absence of any systematic monitoring of the policy initiatives introduced. Most strikingly, the technical basis on which Character Protection districts were delineated in 2012 remains obscure and, almost a decade on, there is no formal program for assessing their ongoing effectiveness. Adding weight to this perspective is a sense of conceptual confusion and lack of theoretical grounding. The Peri-urban Zone proposed in 2020 appeared ill-conceived and arbitrary when it was announced, and was promptly renamed following negative public submissions;<sup>10</sup> while the doubtless well-intended references to 'food bowls' of the last decade seem more like attempts to market new policies than to justify them. Besides these questions of policy design and effect, the preoccupation with agriculture has, arguably, also been to the neglect of other legitimate concerns in the region and the possibility of a more integrated approach to sustainable management and development. The Environment and Food Production Area might hint at a balancing of protection and production objectives but it offers no mechanism for mediating and reconciling the two where they conflict. In other words, there appears to have been a disconnect between the enthusiasm of the past decade for peri-urban matters and the object of those endeavours.

This situation begs a variety of questions ranging from the foundational to the diagnostic. Indeed, what is Adelaide's peri-urban region, what are its defining characteristics and why is it important? What is the economic value of agriculture, food and beverage production in the peri-urban region and how does that compare with other regions of the State? What other values derived from rural landscapes are also present in the region and do these compete with or complement agriculture? What is driving the pressures on agriculture at the landscape level and do the same processes also affect remnant biodiversity, water catchments and bushfire hazard? Are there interactions between these themes and are there opportunities for multifunctional landscapes that reconcile otherwise competing objectives? How have key planning policies performed and are there alternative policies or management tools worthy of consideration? What are we monitoring, what should we be monitoring and what are the targeted research questions we need to answer?

Against this background, we are proposing to spend 2021 scoping the feasibility and possible forms of a multidisciplinary research program—provisionally known as the Adelaide Peri-urban Project (APP)—to address questions such as these. Separately and together we have conducted research and other projects throughout Adelaide's peri-urban region that address land use change and encroachment pressures; the physical, economic and social dimensions of agriculture; the challenges of climate change adaptation; community preparedness for bushfire, and consultation tools for planning in peri-urban settings. Current university research projects are examining aspects of agricultural change in the Adelaide Hills and McLaren Vale, as well as water risk management in irrigation communities. The APP proposes to build on this body of past and current work to develop a suite of linked research projects that *monitor* trends in the land use, population, economy and natural assets of Adelaide's peri-urban region, *identify* emerging issues and *deliver* policy-relevant insights. Central to this objective will be the establishment of some long-term monitoring programs and datasets that can serve as key decision-making infrastructure for the region's future.

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<sup>9</sup> Houston P. (2005) Re-valuing the Fringe: some findings on the value of agricultural production in Australia's peri-urban regions. *Geographical Research* 43(2), 209-223; Australian Bureau of Statistics (2012) Value of Agricultural Commodities Produced, Australia, 2010/11, ABS Cat No. 7503.0, November; EconSearch (2014) *I-O Tables for SA and its Regions 2012/13 Update Method: Fact Sheet*, report prepared for the Department of the Premier and Cabinet, February.

<sup>10</sup> State Planning Commission (2020) *Phase 3 (Urban Areas) Planning and Design Code Amendment Engagement Report*. Adelaide

With emerging evidence of a strong new trend in demand for living outside metropolitan areas,<sup>11</sup> this type of undertaking comes at an important time for Australian peri-urban regions generally and the Adelaide hinterland in particular. If past experience is a guide, and assuming it is more than a temporary post-COVID19 reaction, such demand will again be focussed largely on high amenity ‘sea-change’ and ‘tree-change’ locations adjacent to those same metropolitan areas and regional cities.<sup>12</sup> Around Adelaide any such surge will be problematic because current PhD research is already showing that trends in peri-urban population, property ownership and land use identified in the early 1980s<sup>13</sup> are continuing unabated, despite the policy initiatives outlined above. One project, focusing on the Adelaide Hills, is revealing both the extensive challenges facing current horticultural producers—from urban sprawl, changing markets, environmental pressures and tourism developments—and the significant changes to land-use patterns associated with the continued growth of lifestyle and hobby farming. As if to confirm this, the Minister for Primary Industries has recently expressed concern over the role of hobby farms in the underutilisation of valuable, high rainfall agricultural land in the Adelaide Hills and Fleurieu districts.<sup>14</sup>

In this context, pending reviews and updates of key planning instruments that notionally guide and govern development in Adelaide’s peri-urban region—the Environment and Food Production Area, the 30 Year Plan and Character Protection Districts—provide important opportunities to assess, reconsider and, if necessary, reset policy. The existence of something like the APP holds out the possibility that those exercises will be informed, directly or indirectly, by an evidence base that is not just technically rigorous but independent, abreast of national and international research, and engaged with stakeholders. In other words, we see the APP enabling a planning process that matches the community’s evident enthusiasm for better management of Adelaide’s peri-urban region.

How the APP concept develops remains to be seen but we believe that recent events, including drought, bushfires and a global pandemic underline the importance of this type of initiative in creating sustainable regions and communities. These same circumstances also point to a business model that, of necessity, is more distributed than normal and capable of launching without the advantage of major grants: more a community of common concern than a consortium. To this end the project is keen to form partnerships with local stakeholders, including Councils, Landscape Boards, Regional Development organisations and industry groups to develop targeted projects and products that address key regional needs. Likewise, we are interested in collaborations with local, interstate and international researchers with a view to comparative research and projects that consolidate the findings of what might otherwise remain disparate and disconnected work.

*Douglas Bardsley*  
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26 March 2021

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<sup>11</sup> Online media reports: <https://www.stockjournal.com.au/story/7136613/one-in-five-want-to-move-to-country-survey-says/?cs=4869>; <https://www.abc.net.au/news/2021-01-04/house-prices-rise-1pc-regional-beats-capital-cities/13029268>; <https://www.abc.net.au/news/2020-12-18/regional-real-estate-sales-booming-in-south-australia/12995048>; <https://www.abc.net.au/news/2021-03-25/qld-development-dilemma-moreton-bay-region-brisbane/100016870>.

<sup>12</sup> Argent N., Tonts M., Jones R., Holmes J. (2014) The Amenity Principle, Internal Migration, and Rural Development in Australia, *Annals of the Association of American Geographers*, 104, 2, (305-318).

<sup>13</sup> Menzies B.J. and Bell M.J. (1981) Peri-urban development: a case study of the Adelaide Hills. Extension Research and Evaluation Unit, Research Monograph Number 2. South Australian Department of Agriculture, Adelaide.

<sup>14</sup> Online media reports: <https://www.stockjournal.com.au/story/6935140/peri-urban-sprawl-in-ags-sights/>; <https://www.abc.net.au/radio/adelaide/programs/mornings/mornings/12809392> (start at 32:30)

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3 July 2024

Her Excellency the Honourable Frances Adamson AC  
Governor of South Australia  
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ADELAIDE SA 5000

**Via email:** [governors.office@sa.gov.au](mailto:governors.office@sa.gov.au)

Your Excellency,

I am writing to extend my deepest condolences on the recent passing of your beloved mother. Please accept my heartfelt sympathy during this time of immense sorrow.

Your mother's contributions to our society were significant, and her legacy as a trailblazer will forever be remembered. We have much to thank for our female pioneer politicians, whose courage and dedication have paved the way for future generations of women in leadership, including female Mayors like myself.

Her commitment to public service and the betterment of our community serves as an inspiration to us all. It is through the efforts of remarkable individuals like your mother that we continue to strive for a more inclusive and equitable society.

May you find solace in the cherished memories you hold and the profound impact your mother had on so many lives. My thoughts are with you and your family during this difficult time.

With deepest sympathy,

A handwritten signature in black ink that reads 'Jan-Claire Wisdom'. The signature is fluid and cursive, with a long horizontal stroke extending to the right.

**Dr Jan-Claire Wisdom**  
**Mayor**



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3 July 2024

Dear Mr Huber

**Congratulations on Order of Australia Medal, King's Birthday Honours 2024**

I am writing to extend my heartfelt congratulations to you on being named a Member of the Order of Australia on the 2024 King's Birthday Honour List.

This prestigious recognition is a testament to your significant contributions to defence through science and technology development and reflects your unwavering commitment and exceptional service. It is a remarkable achievement and a well-deserved acknowledgment of your hard work, ingenuity, and perseverance.

On behalf of Adelaide Hills Council, and personally as an Army Veteran, please accept my sincere congratulations on this outstanding accomplishment. I wish you continued success in all your future endeavours.

Yours sincerely,

A handwritten signature in black ink that reads 'Jan-Claire Wisdom'. The signature is written in a cursive style with a horizontal line extending to the right.

**Dr Jan-Claire Wisdom**  
**Mayor**

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# **Reports of Committees**

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**ADELAIDE HILLS COUNCIL  
MINUTES OF SPECIAL COUNCIL ASSESSMENT PANEL MEETING  
WEDNESDAY 19 JUNE 2024  
ALDGATE VILLAGE WELL, 54 STRATHALBYN ROAD, ALDGATE  
AND  
LIVE STREAMING**

*[Please Note: These minutes are unconfirmed until 10 July 2024]*

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**In Attendance**

**Presiding Member**

Geoff Parsons

**Members**

Ross Bateup

Paul Mickan

Myles Somers

Leith Mudge

**In Attendance**

Jess Charlton

Deryn Atkinson

James Booker

Doug Samardzija

Sebastien Paraskevopoulos

Tom Portas

Sarah Kimber

Karen Savage

Acting Director Community & Development

Assessment Manager

Team Leader Statutory Planning

Senior Statutory Planner

Statutory Planner

Systems Analyst – IT Support

Team Leader Development Services

Minute Secretary

**1. Commencement**

The meeting commenced at 6.30pm

**2. Opening Statement**

“Council acknowledges that we meet on the traditional lands and waters of the Peramangk and Kurna people. We pay our respects to Elders past, present and emerging as the Custodians of this ancient and beautiful land. Together we will care for this country for the generations to come”.



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**3. Apologies/Leave of Absence**

3.1 Apologies  
Nil

3.2 Leave of Absence  
Nil

**4. Previous Minutes**

4.1 Meeting held 12 June 2024

**The minutes were adopted by consensus of all members**

**(23)**

**That the minutes of the meeting held on 12 June 2024 be confirmed as an accurate record of the proceedings of that meeting.**

**5. Presiding Member's Report**

Nil

**6. Declaration of Interest by Members of Panel**

The following Conflict of Interest Statement was provided by Cr Leith Mudge:

"I wish to address the matter of a perception that some may hold that I have a conflict of interest in relation to Item 11.1 for consideration of a compromise proposal on the development application for 160 Longwood Road, Heathfield.

I am the Elected Member representative on this Council Assessment Panel and a local councillor for the Ranges Ward in which this proposed development would be located. I represent on Council both the owner of the subject land and the surrounding residents and ratepayers.

It could be perceived that I have a conflict of interest between my role of representing the interests of these communities and that of an impartial decision maker on this development application. However, there are measures that I have taken to mitigate this.

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From the time that this development application was first foreshadowed until now I have been bound by the Code of Conduct for Council Assessment Panel members as a Member of the Panel and previously as a Deputy Member. The Code is provided for under the *Planning, Development and Infrastructure Act 2016* (the PDI Act) and specifically prohibited me from engaging or speaking publicly on this matter outside of the Panel meeting on 26 July 2023 where this matter was originally considered.

I have taken this responsibility very seriously and thank members of the public and Councillors for their understanding in not approaching me or attempting to engage with me on this matter, and for those that inadvertently attempted to engage for their understanding of my polite refusal to discuss.

Given these measures and the fact that the Code of Conduct requires me to put aside any biases and be an impartial decision maker, I believe that I have been able to maintain my independence on this matter and based on my belief that I have no actual conflict, I will participate in the meeting and discussion of this item”.

- 7. Matters Lying on the Table/Matters Deferred**
  - 7.1 Matters Lying on the Table  
Nil
  - 7.2 Matters Deferred  
Nil
  
- 8. Development Assessment Applications – Planning, Development and Infrastructure Act**  
Nil
  
- 9. Development Assessment Applications – Development Act**  
Nil
  
- 10. Development Assessment Applications – Review of Decisions of Assessment Manager**  
Nil

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Before the Presiding Member asked the staff to take the Panel and audience through an introduction for Item 11.1, he briefly explained how the process tonight would work, and why, as detailed below:

“As most attendees will be aware the Council Assessment Panel previously considered this development and refused to grant Planning Consent.

The Act and Regulations allow an Applicant to appeal a refusal to the Environment Resources and Development Court, and the Applicant has chosen to do so in this case. The Court process allows an Applicant to submit a compromise proposal (or several compromise proposals) in an attempt to address the reasons for refusal that the Panel stipulated.

The Panel can either accept the compromise proposal in which case the matter is referred back to the Court to issue the Consent and impose the conditions it sees fit, or alternatively the Panel can choose not to agree to the compromise proposal in which case the matter is referred back to the Court for further negotiations or a hearing.

For the compromise proposal there is a difference in meeting process from that of the original proposal, as the amendment is submitted as part of an appeal in the ERD Court. Under the Planning, Development and Infrastructure Act, no third-party appeal rights apply for performance assessed development. As the compromise proposal is not lodged as a new application, there is no opportunity for third-party comment on the amended proposal. Only the CAP as a party to the appeal, and the original decision authority, has an opportunity to express a view on the compromise submitted.

Tonight the Applicant is afforded an opportunity to introduce the compromise proposal to the Panel, and the Panel can ask any questions of the Applicant. After that, the Panel will move into confidence to discuss the compromise proposal. We do that because the matter relates to on-going litigation and so it is not appropriate to conduct those deliberations in public, and the Development Act and Regulations allows the Panel to go into confidence. The decision of the Panel will be known to staff and they can communicate it to various parties after the Applicant has been informed of the CAP decision.

The Court process and consideration of any compromise proposal does not allow a further opportunity for representors to be heard, but all representors and members of the public are welcome to observe the first part of the meeting tonight, prior to the Panel moving into confidence.

If you have any questions on the process or the outcome the staff will be happy to assist you tomorrow”.

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**11. ERD Court Appeals**

11.1 Development Application 21031284 by PC Infrastructure Pty Ltd for 24 hour retail fuel outlet with associated canopy, car cleaning & dog wash facilities, 70,000L underground fuel storage tank, pylon advertising sign (maximum height 7m), combined fence & retaining walls, retaining walls, car parking & landscaping (Amended Proposal) at 160 Longwood Road, Heathfield

11.1.1 Representations

Representations heard previously at Special CAP meeting held on 26 July 2023.

The applicant's representatives, Jeremy Hill (MinterEllison) and Tim Beazley (Peregrine Corporation), were invited to address the Panel and answer questions from the Panel.

**12. Order for Exclusion of the Public from the Meeting to debate Confidential Matters**

**The following was adopted by consensus of all members (24)**

That pursuant to Regulation 13(2)(a) of the *Planning, Development and Infrastructure (General) Regulations 2017*, the Council Assessment Panel orders that all members of the public, except:

- Presiding Member, Geoff Parsons
- Independent Member, Ross Bateup
- Independent Member, Paul Mickan
- Independent Member, Myles Somers
- Council Member, Leith Mudge
- Acting Director Community and Development, Jess Charlton
- Assessment Manager, Deryn Atkinson
- Team Leader Statutory Planning, James Booker
- Senior Statutory Planner, Doug Samardzija
- Statutory Planner, Sebastien Paraskevopoulos
- Systems Analyst – IT Support, Tom Portas
- Team Leader Development Services, Sarah Kimber
- Minute Secretary, Karen Savage
- Lawyer, Peter Psaltis

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be excluded from attendance at the meeting for Agenda Item 11.1 (Compromise Proposal – Development Application 21031284) to be debated in confidence.

The Council Assessment Panel is satisfied that it is necessary that the public, with the exception of Council staff in attendance as specified above, be excluded to enable the Panel to consider the report at the meeting on the following grounds:

- vii. Matters that should be considered in confidence in order to ensure that the assessment panel, or any other entity, does not breach any law, or any order or direction of a court or tribunal constituted by law, any duty of confidence, or other legal obligation or duty; and
- ix. Information relating to actual litigation, or litigation that the assessment panel believes on reasonable grounds will take place

Accordingly, on this basis the principle that meetings of the Council Assessment Panel should be conducted in a place open to the public has been outweighed by the need to keep the information and discussion confidential.

7:30pm	The Panel went into 'closed' session in order to allow for discussion and determination of the matter in confidence
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**12.1 Decision of Panel**

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8:16pm The Panel resumed 'open' session
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- 13. Confidential Item**  
No further item.
- 14. Policy Issues for Advice to Council**  
Nil
- 15. Other Business**  
Nil
- 16. Next Meeting**  
The next ordinary Council Assessment Panel meeting will be held on Wednesday 10 July 2024.
- 17. Close meeting**  
The meeting closed at 8.17pm.