



# Council Agenda

## NOTICE OF MEETING

Notice is hereby given that an ordinary meeting of Council will be held in the

**Council Chamber – Glenelg Town Hall  
Moseley Square, Glenelg**

**Tuesday 9 November 2021 at 7.00pm**



Roberto Bria  
CHIEF EXECUTIVE OFFICER



## Ordinary Council Meeting Agenda

### 1. OPENING

*The Mayor will declare the meeting open at 7:00pm.*

### 2. KAURNA ACKNOWLEDGEMENT

*We acknowledge Kaurna people as the traditional owners and custodians of this land.*

*We respect their spiritual relationship with country that has developed over thousands of years, and the cultural heritage and beliefs that remain important to Kaurna People today.*

### 3. SERVICE TO COUNTRY ACKNOWLEDGEMENT

*The City of Holdfast Bay would like to acknowledge all personnel who have served in the Australian forces and services, including volunteers, for our country.*

### 4. PRAYER

*Heavenly Father, we pray for your presence and guidance at our Council Meeting. Grant us your wisdom and protect our integrity as we carry out the powers and responsibilities entrusted to us on behalf of the community that we serve.*

### 5. APOLOGIES

5.1 Apologies Received

5.2 Absent

### 6. ITEMS PRESENTED TO COUNCIL

### 7. DECLARATION OF INTEREST

*If a Council Member has an interest (within the terms of the Local Government Act 1999) in a matter before the Council they are asked to disclose the interest to the Council and provide full and accurate details of the relevant interest. Members are reminded to declare their interest before each item.*

### 8. CONFIRMATION OF MINUTES

#### Motion

**That the minutes of the Ordinary Meeting of Council held on 26 October 2021 be taken as read and confirmed.**

Moved Councillor \_\_\_\_\_, Seconded Councillor \_\_\_\_\_

**Carried**

### 9. PUBLIC PRESENTATIONS

9.1 Petitions - Nil

9.2 **Presentations - Nil**

9.3 **Deputations**

9.3.1 Botten Levinson Lawyers

*Mayor Wilson has approved a deputation from Botten Levinson Lawyers on behalf of Ms Christine Grant regarding the request to remove a significant tree in front of 10A Augusta Street, Glenelg.*

**10. QUESTIONS BY MEMBERS**

10.1 **Without Notice**

10.2 **On Notice**

10.2.1 Collaboration with West Torrens and Marion Councils (Report No: 367/21)

**11. MEMBER'S ACTIVITY REPORTS – Nil**

**12. MOTIONS ON NOTICE**

12.1 Purchase of Land– Councillor Fleming (Report No: 385/21)  
Refer to Item 18.1 under Items in Confidence.

**13. ADJOURNED MATTERS - Nil**

**14. REPORTS OF MANAGEMENT COMMITTEES AND SUBSIDIARIES**

14.1 Minutes – Audit Committee – 20 October 2021 (Report No: 383/21)  
14.2 Information Report – Southern Region Waste Resource Authority Board Meeting – 25 October 2021 (Report No: 386/21)

**15. REPORTS BY OFFICERS**

15.1 Items in Brief (Report No: 368/21)  
15.2 Appointment of Deputy Mayor (Report No: 376/21)  
15.3 Civic Centre Redevelopment (Report No: 377/21)  
15.4 Strategic Plan – Approval (Report No: 378/21)  
15.5 Nominations sought for the Industrial Relations Consultative Council (Report No: 381/21)  
15.6 Local Government Reform and Update to Code of Practice – Access to Meetings and Documents (Report No: 382/21)  
15.7 Container Deposit Scheme (Report No: 375/21)  
15.8 40 KM/H Area Speed Limit Public Consultation (Report No: 374/21)

**16. RESOLUTIONS SUBJECT TO FORMAL MOTIONS**

*Presented for the information of Members is a listing of resolutions subject to formal resolutions, for Council and all Standing Committees, to adjourn or lay on the table items of Council business, for the current term of Council.*

**17. URGENT BUSINESS – Subject to the Leave of the Meeting****18. ITEMS IN CONFIDENCE**

- 18.1 Motion on Notice – Purchase of Land – Councillor Fleming (Report No: 385/21)

*Pursuant to Section 90(3) of the Local Government Act 1999 the Report attached to this agenda and the accompanying documentation is delivered to the Council Members upon the basis that the Council consider the Report and the documents in confidence under Part 3 of the Act, specifically on the basis that Council will receive, discuss or consider:*

- b. Information the disclosure of which could reasonably be expected to confer a commercial advantage on a person with whom the council is conducting, or proposing to conduct, business, or to prejudice the commercial position of the council; and would, on balance, be contrary to the public interest.**
- d. commercial information of a confidential nature (not being a trade secret) the disclosure of which could reasonably be expected to prejudice the commercial position of the person who supplied the information, or to confer a commercial advantage on a third party; and would, on balance, be contrary to the public interest.**

- 18.2 Request to remove significant tree in front of 10A Augusta Street, Glenelg (Report No: 347/21)

*Pursuant to Section 90(3) of the Local Government Act 1999 the Report attached to this agenda and the accompanying documentation is delivered to the Council Members upon the basis that the Council consider the Report and the documents in confidence under Part 3 of the Act, specifically on the basis that Council will receive, discuss or consider:*

- i. information relating to actual litigation, or litigation that the Council or Council Committee believes on reasonable grounds will take place, involving the Council or an employee of the Council.**



**ROBERTO BRIA**  
**CHIEF EXECUTIVE OFFICER**



Item No: 10.2.1

Subject: **QUESTION ON NOTICE – COLLABORATION WITH WEST TORRENS AND MARION COUNCILS – COUNCILLOR CLANCY**

Date: 9 November 2021

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### **QUESTION**

Councillor Clancy asked the following questions:

“Could administration advise what meetings have been held with adjoining councils to collaborate to reduce costs or improve our environment in the last two years?

What has been the result of those meetings?

What approaches have been made by the adjoining councils”?

Cr Clancy is aware of discussions in relation to storm water.

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### **ANSWER – Chief Executive Officer**

An answer to this will be tabled at the 9 November 2021 Council meeting.

Item No: 14.1

Subject: **MINUTES – AUDIT COMMITTEE – 20 OCTOBER 2021**

Date: 9 November 2021

Written By: Personal Assistant, Strategy and Corporate

General Manager: Strategy and Corporate, Ms P Jackson

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## **SUMMARY**

The public minutes of the meeting of the Audit Committee held 20 October 2021 are presented to Council for information and endorsement.

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## **RECOMMENDATION**

**That Council notes the public minutes of the meeting Audit Committee of 20 October 2021 namely:**

1. **That the Audit Committee advises Council it has received and considered a Standing Items Report addressing:**
    - **Monthly Financial Statements**
    - **Risk Management and Internal Control**
    - **Audit – External/Internal/Cyber Security**
    - **Alwyndor Investment Strategy**
    - **Public Interest Disclosures – previously Whistle-Blowing**
    - **Economy and Efficiency Audits**
    - **Audit Committee Meeting Schedule**
  2. **That the Audit Committee has reviewed the General Purpose Financial Reports for the year ending 30 June 2021, as required under Section 126(4)(a) of the *Local Government Act 1999*, and found them to present fairly the state of affairs of the Council as required under the *Local Government (Financial Management) Regulations 2011*;**
  3. **That the Audit Committee recommends that Council adopts the 2020-21 Annual Report, subject to design and minor alterations, and the inclusion of the audited financial statements;**
  4. **That the Audit Committee recommends to Council the approval of the Business Continuity Policy.**
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**COMMUNITY PLAN**

A Place that Provides Value for Money

**COUNCIL POLICY**

Not Applicable.

**STATUTORY PROVISIONS**

*Local Government Act 1999*, Sections 41 and 126

**BACKGROUND**

The Audit Committee is established under Section 41 of the *Local Government Act 1999*, and Section 126 of the *Local Government Act 1999* defines the functions of the Audit Committee to include:

- reviewing annual financial statements to ensure that they present fairly the state of affairs of the council;
- proposing, and providing information relevant to, a review of the council's strategic management plans or annual business plan;
- proposing, and reviewing, the exercise of powers under section 130 A;
- if the council has exempted a subsidiary from the requirement to have an audit committee, the functions that would, apart from the exemption, have been performed by the subsidiary's audit committee;
- liaising with the council's auditor; and
- reviewing the adequacy of the accounting, internal control, reporting and other financial management systems and practices of the council on a regular basis.

**REPORT**

Public minutes of the meeting of the Audit Committee held on 20 October 2021 are attached for Members' information.

*Refer Attachment 1*

**BUDGET**

Not Applicable.

# Attachment 1



**Minutes of the meeting of the Audit Committee of the City of Holdfast Bay held via Electronic Means in a Virtual Meeting Room on Wednesday 20 October 2021 at 6:00pm.**

**PRESENT VIA VISUAL AND AUDIO PRESENCE**

**Members**

Presiding Member – Councillor J Smedley  
Councillor R Snewin  
Mr D Powell  
Ms P Davies

**Staff**

Chief Executive Officer – Mr R Bria  
General Manager Strategy and Corporate – Ms P Jackson  
General Manager Alwyndor – Ms B Davidson-Park  
Manager Finance – Mr J Newton  
Management Accountant – Mr C Blunt

**Guests**

Ms Samantha Creten, Partner, Dean Newbery  
Ms Whitney Sandow, Senior Auditor, Dean Newbery

**1. OPENING**

The Chairman declared the meeting open at 6.01pm.

**2. APOLOGIES**

- 2.1 Apologies Received – Mr S Tu
- 2.2 Absent

**3. DECLARATION OF INTEREST**

Members were reminded to declare their interest before each item.

**4. CONFIRMATION OF MINUTES**

**Motion**

**That the minutes of the Audit Committee held on 25 August 2021 be taken as read and confirmed.**

Moved by Mr Powell, Seconded by Ms Davies

**Carried**



## 5. ACTION ITEMS

The Action Items were tabled and discussed.

### Leave of the Meeting

The Presiding Member sought leave of the meeting to consider Agenda Items 6.4 and 6.5 at this time.

Leave of the meeting was granted.

## 6. REPORTS BY OFFICERS

### 6.4 2020-21 General Purpose Financial Statements (Report No: 350/21)

The financial statements for the year ended 30 June 2021 have been completed and audited by Council's audit firm, Dean Newbery, who have indicated that an unqualified audit opinion will be provided and that there are no material issues arising from the audit.

They were presented to the Audit Committee for review.

#### Motion

**That the Audit Committee inform Council it has reviewed the General Purpose Financial Reports for the year ending 30 June 2021, as required under Section 126(4)(a) of the *Local Government Act 1999*, and found them to present fairly the state of affairs of the Council as required under the *Local Government (Financial Management) Regulations 2011*.**

Moved Ms Davies, Seconded Mr Powell

Carried

### 6.5 2020-21 Annual Report (Report No: 355/21)

Council's Annual Report is a legislative requirement under Section 131 of the *Local Government Act 1999*. The information contained within the publication provides legislators and the community with assurance that the City of Holdfast Bay is meeting its strategic and governance requirements. The publication also provides a detailed overview of the Council's services and achievements during the year.

The 2020-21 Annual Report has been prepared to meet all statutory requirements. The report shows that Council has continued to deliver quality and improved services and facilities to its community.

**Motion**

**That the Audit Committee recommends that Council adopts the 2020-21 Annual Report, subject to design and minor alterations, and the inclusion of the audited financial statements.**

Moved Mr Powell, Seconded Cr Snewin

**Carried**

Ms Creten and Ms Sandow left virtual meeting at 6.16pm.

6.1 **Standing Items – October 2021** (Report No: 351/21)

The Audit Committee was provided with a report on standing items at the meeting.

**Motion**

1. **That the Audit Committee advises Council it has received and considered a Standing Items Report addressing:**

- **Monthly Financial Statements**
- **Risk Management and Internal Control**
- **Audit – External/Internal/Cyber Security**
- **Alwyndor Investment Strategy**
- **Public Interest Disclosures – previously Whistle-Blowing**
- **Economy and Efficiency Audits**
- **Audit Committee Meeting Schedule**

**RETAIN IN CONFIDENCE - Section 91(7) Order**

2. **That having considered Agenda Item 6.1 Standing Items – October 2021 in confidence under Section 90(2) and (3)(e) of the Local Government Act 1999, the Audit Committee, pursuant to Section 91(7) of that Act orders that Attachment 1 be retained in confidence for a period of 24 months and that this order be reviewed every 12 months.**

Moved Mr Powell, Seconded Ms Davies

**Carried**

6.2 **Business Continuity Policy and Plans** (Report No: 348/21)

In early 2020, draft business continuity and crisis management documents were developed for the organisation and immediately 'pressure tested' through the COVID-19 pandemic.

This report seeks endorsement by the Committee of the Business Continuity Policy and provides for information Council's Crisis Management and Business Continuity Plans.

**Motion****That the Audit Committee**

- 1. endorse the draft Business Continuity Policy and recommends it to Council for approval; and**
- 2. notes the Council's Crisis Management and Business Continuity Plans.**

Moved Ms Davies, Seconded Mr Powell

**Carried****6.3 Risk Report (Report No: 349/21)**

A detailed review of both the Strategic and Operational Risk Registers was due to be undertaken in late September/early October. This work is progressing, along with a broader review of the risk function, all organisational risks, including assets, work health and safety and project risks and a process review of ICT risk management (per the Cyber Security Internal Audit).

The risk profile has not changed since the last report to Audit.

**Motion****That the Audit Committee notes this report.**

Moved Ms Davies, Seconded Mr Powell

**Carried****7. URGENT BUSINESS – SUBJECT TO THE LEAVE OF THE MEETING**

- 7.1 The Audit Committee members conveyed an appreciation of thanks to Mr J Newton and his team for the clarity in which the annual financial statements and the budget process was carried out.

**8. DATE AND TIME OF NEXT MEETING**

The next meeting of the Audit Committee will be held on Wednesday 9 February 2022 in the Kingston Room, Civic Centre, 24 Jetty Road, Brighton.

**9. CLOSURE**

The Meeting closed at 6.34 pm.

**CONFIRMED 9 FEBRUARY 2022****PRESIDING MEMBER**

Item No: 14.2

Subject: **INFORMATION REPORT – SOUTHERN REGION WASTE RESOURCE AUTHORITY BOARD MEETING – 25 OCTOBER 2021**

Date: 9 November 2021

Written By: Chief Executive Officer

Chief Executive Officer: Mr R Bria

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### **SUMMARY**

The information reports of the Southern Region Waste Resource Authority (SRWRA) Board meeting held on 25 October 2021 are attached and provided for information.

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### **RECOMMENDATION**

1. **That the Information Reports of the Southern Region Waste Resource Authority Board meeting held on 25 October 2021 be noted.**

### **RETAIN IN CONFIDENCE – Section 91(7) Order**

2. **That having considered Attachment 2 to Report No: 386/21 Information Report – Southern Region Waste Resource Authority Board Meeting – 25 October 2021 in confidence under Section 90(2) and 3(b) and 3(d) of the *Local Government Act 1999*, the Council, pursuant to Section 91(7) of the Act orders that Attachment 2 be retained in confidence for a period of 24 months and that this order be reviewed every 12 months.**
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### **COMMUNITY PLAN**

Economy: Supporting and growing local business  
Economy: Harnessing emerging technology  
Environment: Building an environmentally resilient city  
Environment: Using resource efficiently  
Environment: Fostering an environmentally connected community  
Culture: Being financially accountable

### **COUNCIL POLICY**

Not Applicable.

**STATUTORY PROVISIONS**

Not Applicable.

**BACKGROUND**

Southern Region Waste Resource Authority (SRWRA) is a regional subsidiary established by the Cities of Onkaparinga, Marion and Holdfast Bay (the "Constituent Councils"), pursuant to Section 43 of the *Local Government Act, 1999*. The functions of SRWRA include providing and operating waste management services on behalf of the constituent Councils.

In accordance with Section 2.5.2 of the SRWRA Charter - 2015, there shall be at least six ordinary meetings of the Board held in each financial year. Furthermore, Section 2.5.22 states that prior to the conclusion of each meeting of the Board, the Board must identify which agenda items considered by the Board at that meeting will be the subject of an information report to the Constituent Councils.

In accordance with the above, identified agenda items from the Board Meeting held on 25 October 2021 are attached for Members information as Attachments 1 and 2 (Constituent Council Information Report –Public and Confidential).

*Refer Attachments 1 and 2*

**BUDGET**

Not Applicable

**LIFE CYCLE COSTS**

Not Applicable



# Attachment 1



# Constituent Council Information Report

- PUBLIC -

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**Board Meeting Date:** 25 October 2021

**Report By:** Chief Executive Officer

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## Report

In accordance with Section 2.5.22 of the *Southern Region Waste Resource Authority Regional Subsidiary Charter - 2015*, the SRWRA Board identified the following Agenda Items to be the subject of a Public Information Report to the Constituent Councils:

Agenda Item	Report
2.3	<p><b>Policy Review Summary –</b></p> <p>The Accounting for Grants Recorded in Joint Venture Entities – Accounting Policy – Draft was presented as a result of SRWRA recognising the need to establish a policy to ensure sound management of SRWRA’s financial, accounting standards and legislative obligations relating to the treatment of grant income. A copy of the adopted Policy is attached.</p>
2.4	<p><b>Audit Committee Terms of Reference Review Summary -</b> SRWRA Management has undertaken a review of the SRWRA Audit Committee ‘Terms of Reference’ (TOR) noting that the document is consistent with the LG Act.</p> <p>The reviewed TOR was presented to the SRWRA Board for formal adoption following a review by the Audit Committee. A copy of the adopted Terms of Reference is attached.</p>
2.5	<p><b>SRWRA Audit Committee – Appointment of Presiding Member Summary -</b> The term for existing Presiding Member of the Audit Committee, Greg Connor, expired at the end of September 2021. The SRWRA Board endorsed the Audit Committee nomination of Greg Connor as the Presiding Member for the period expiring September 2023.</p>
2.6	<p><b>SRWRA Meeting Schedule and Works Program 2022 – Draft Summary -</b> The Corporate Services Manager provided proposed meeting dates for 2022 for the SRWRA Board, SRWRA Audit Committee, Southern Recycling Centre (SRC) Joint Venture Advisory Committee, and Southern Material Recovery Facility (SMRF) Joint Venture Advisory Committee in order that the statutory/charter requirements to be met.</p>

### 3.2

#### **Risk Management Report**

##### **Summary –**

##### Skytrust –

Incidents - SRWRA recorded 7 incidents from 01 July 2021 to 30 September 2021 with no incidents currently under investigation. 2 minor personal injuries were recorded by stakeholders with other incidents being minor property damage, near miss and minor environmental incidents such as hydraulic spills. All figures include stakeholders on site such as sideliners installers and SMRF construction labour.

Hazards - 9 identified hazards were recorded with 7 addressed through a “Fixed in Field” protocol. The 2 hazards that remain open consist of awaiting a contractor to attend site to remove overgrown trees and repair of door handle to on site vehicle. EPA Licence Related Register shows 4 complaints received between 1 July 2021 and 3 September 2021. One complaint was noise related, 2 were odour related and one was security light related. All have been addressed by Management.

WHS & IM Plan - The 2021 Plan was completed by end of September 2021 with a completion rate of 67%. The low completion rate was due to major site changes after the adoption of the plan. Incomplete programs will be addressed on an ongoing basis.

Tailored Implementation Program (TIP) –SRWRA will apply for a TIP grant in the 2021 – 2022 financial year.

Fraud & Cyber Awareness – SRWRA participated in training sessions on 29 September 2021.

Risk Incentive Fund – SRWRA currently has funding available and is investigating the best application of the funds.

Governance Policy Review – SRWRA is undertaking a comprehensive review of Policies.

General Management - The easing of COVID 19 restrictions has meant SRWRA is able to transition to some face to face Administration and Operational meetings, where appropriate, whilst still practicing social distancing. Work from Home is available to Administration staff.

Human Resources - SRWRA currently has no Workcover Claims in progress.

Public Interest Disclosure – no disclosures or issues have been reported.

### 3.3

#### **Operations Report**

##### **Summary –**

##### Site Precincts .

SMRF - Minimising litter from the SMRF shed is improving and preliminary works for glass recovery is in progress.

SRC – Recovery of organics is operating smoothly with stockpile management through better product segregation improving.

Landfill Works – Team safety focus is on safety training for new operators and reducing any odour as a result of the movement of the landfill face.

Security – Upgrade of external fence and installation of safety signage is in progress.

Projects – Tenders for Southern Embankment are being assessed, pricing for a capping plan is being developed and fire breaks are underway according to legislative and risk requirements.

## Accounting for Grants Recorded in Joint Venture Entities – Accounting Policy (PO49)

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### POLICY PURPOSE:

The purpose of the Policy is to establish an accounting policy position relating to the treatment of grant income when the accounting policies of the joint venture and SRWRA are not consistent.

### BACKGROUND:

SRWRA is involved in a joint venture arrangement for waste recycling and processing activities. Joint venture operations are typically entered into with entities operating in the 'for-profit' sector.

Joint Venture entities are therefore treated as 'for profit' entities when applying Australian Accounting Standards for financial reporting purposes. In contrast, given SRWRA is a Local Government, not-for-profit entity, it is required to apply accounting standards in certain circumstances that are applicable only to not-for-profit entities.

If a joint venture entity applies Australian Accounting Standard (AASB) 120 *Accounting for Government Grants and Disclosure of Government Assistance*, this is an instance where the treatment of grant income results in alternate treatment between SRWRA which would apply AASB 1058 *Income of Not-for-Profit Entities*. Given joint venture entities are deemed for-profit entities, AASB 1058 cannot be applied.

### POLICY APPLICATION:

SRWRA is required to prepare its annual financial statements in accordance with the Model Financial Statements. Per the Model Financial Statements, income recorded by a Local Government entity in the form of grants is required to be recorded in accordance with AASB 1058 and AASB 15<sup>1</sup>.

Where a joint venture applies AASB 120 for the receipt of a grant for the construction of the asset, income is recognised systematically over the useful life of the asset. In contrast, SRWRA would apply AASB 1058 where revenue is received to acquire assets at substantially less than the fair value and principally to enable the furtherance of its objectives<sup>2</sup>.

AASB 1058 requires SRWRA to recognise income in the profit or loss when it satisfies its performance obligations – i.e. as the asset is constructed and/or acquired<sup>3</sup>.

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<sup>1</sup> 2021 Model Financial Statements pp.26

<sup>2</sup> 2021 Model Financial Statements pp. 209

<sup>3</sup> 2021 Model Financial Statements pp.210

The difference in approach between AASB 120 and AASB 1058 presents a 'timing difference' as to when income is recorded in the profit or loss in both entities.

In the situation where there is a departure in accounting policy between those of a Joint Venture and SRWRA, adjustments will be made to SRWRA's financial reports to make the accounting policies of the joint venture conform to those of SRWRA when applying the equity method<sup>4</sup>.

SRWRA's External Auditors and External Accountants have provided information and feedback in the establishment of this policy.

#### **APPLICABLE STANDARDS & REFERENCES:**

- AASB 120 *Accounting for Grants and Disclosure of Government Assistance*
- AASB 128 *Investments in Associates and Joint Ventures*
- AASB 1058 *Income of Not-for-Profit Entities*
- South Australia Model Financial Statements (as published by the Local Government Association of South Australia) (the Model Financial Statements)

#### **Document History**

<b>Version No:</b>	<b>Issue Date:</b>	<b>Description of Change:</b>
1	Oct 2021	New Document – Board Report Item 2.3

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<sup>4</sup> AASB 128.36



### 1. Establishment

- 1.1. The Audit Committee is established under Schedule 2 Part 2 Clause 30 of the Local Government Act.

### 2. Membership

- 2.1. The SRWRA Board will determine the members of the Audit Committee and after the Constituent Councils have nominated and approved the members, appoint the members for an initial term of twelve months, unless resolved otherwise by the SRWRA Board.
- 2.2. The Audit Committee shall consist of 4 members:
- 2.2.1 1 member who is a Board Member of SRWRA: and
  - 2.2.2 3 members who are not Board Members of SRWRA ('independent members').
- 2.3 The Audit Committee will have one deputy member who is a Board Member of SRWRA. The deputy member will deputise during any period of absence of the appointed Board Member appointed under clause 2.2.1.
- 2.4 Independent member(s) of the Audit Committee must have recent and relevant financial, risk management or internal audit experience but must not be an employee of SRWRA or its Constituent Councils and must not be the Constituent Council's External Auditor or SRWRA's External Auditor.
- 2.5 SRWRA shall appoint the Presiding Member of the Audit Committee.

### 3. Support and Remuneration

- 3.1 The Chief Executive Officer shall ensure that the Audit Committee has access to reasonable administrative resources in order to carry out its duties (subject to any budget allocation being approved by SRWRA).
- 3.2 The Audit Committee shall be provided with appropriate and timely training, both in the form of an induction programme for new members and on an ongoing basis for all members.
- 3.3 Remuneration will be paid to each independent member of the Audit Committee to be set by SRWRA from time to time. The remuneration paid to the independent members will be reviewed on a 12-month basis and on the commencement of a new term.

### 4. Meetings

- 4.1 The Audit Committee shall meet at least 4 times each year at least once per quarter at appropriate times in the budgeting and financial reporting cycle and otherwise as required.

- 4.2 Only members of the Committee are entitled to vote in Audit Committee meetings and, unless required by legislation not to vote, each member must vote on every matter that is before the Audit Committee for decision.
- 4.3 The quorum necessary for the transaction of business shall be 3 members, one of whom must be the SRWRA Board member. A duly convened meeting of the Audit Committee at which a quorum is present shall be competent to exercise all or any of the authorities, powers and discretions vested in or exercisable by it.
- 4.4 If the Presiding Member of the Committee is absent from a meeting, an interim Presiding Member will be appointed from amongst the members present, with preference given to this being another independent member.
- 4.5 The Chief Executive Officer, Corporate Services Manager, Operations Manager, Office Manager, and other representatives from SRWRA Administration and any Board Members may attend any meeting as observers or be responsible for preparing papers for the Audit Committee and all are bound by the confidentiality provisions.
- 4.6 SRWRA's external auditor may be invited to attend meetings of the Audit Committee.
- 4.7 Ordinary meetings of the Audit Committee will be held at times and places determined by the Audit Committee.
- 4.8 The Presiding Member or any 3 Audit Committee members may, by delivering a written request to the Chief Executive Officer, require a special meeting of the Audit Committee to be held. The request will only be valid if it is accompanied by the agenda for the special meeting. On receipt of the request the Chief Executive Officer shall send a notice of the special meeting to all Audit Committee members at least 24 hours prior to the commencement of the special meeting unless, in the opinion of the Chief Executive Officer, the matter is urgent whereupon only four hours notice need be given.
- 4.9 Meetings of the Audit Committee will not be conducted in a place open to the public.
- 4.10 All documents presented to, received at, or derived from an Audit Committee meeting, including but not limited to:
- 4.10.1 agenda and minutes of an Audit Committee meeting
  - 4.10.2 reports to the Audit Committee received at a meeting of the Audit Committee:  
and
  - 4.10.3 Recommendations presented to the Audit Committee in writing and adopted  
by resolution of the Audit Committee,
- will remain confidential and not available for public inspection unless the SRWRA Board otherwise resolves.
- 4.11 Notice of each ordinary meeting confirming the venue, time, and date, together with an agenda of items to be discussed, shall be forwarded to each member of the Audit Committee, no later than 3 clear days before the date of the meeting. Supporting

papers shall be sent to other attendees as deemed appropriate by the Chief Executive Officer.

- 4.12 The provisions of Part 2 of the Local Government (Procedures at Meetings) Regulations 2013 apply to the proceedings at and the conduct of all Audit Committee meetings unless resolved otherwise by the by the SRWRA Board.
- 4.13 Minutes of Audit Committee meetings shall be circulated within 5 days after a meeting to all members of the Audit Committee and will (as appropriate) be available to the public.

### 5. Review

- 5.1 The Audit Committee shall, at least once per year following the adoption of the audited financial statements by SRWRA, review its own performance, Terms of Reference and provide a report to SRWRA including any recommended changes it considers necessary.

### 6. Role of the committee

- 6.1 The Audit Committee has no authority to act independently of SRWRA. The scope of functions of the Audit Committee are set out at clauses 6.2 – 6.8 inclusive below. Subject to the operation of clause 6.9, the Audit Committee will develop an annual audit plan to identify the particular functions it will prioritise for the ensuing 12 month period. The primary role of the Audit Committee is to provide suggestions and recommendations to SRWRA about actions in relation to financial governance, internal controls and risk management systems and internal and external audit services and programs.

#### 6.2 Financial reporting

The Audit Committee shall:

6.2.1 pursuant to Schedule 2 Part 2 Clause 30 (4) of the Act, review SRWRA's annual financial statements (whether before or after audit) to ensure that they provide a timely and fair view of the state of affairs of the SRWRA:

6.2.2 monitor the integrity of the financial statements of SRWRA, including its annual report, reviewing significant financial reporting issues and judgements which they contain:

6.2.3 review the adequacy of the accounting, internal auditing, reporting and other financial management systems and practices of the SRWRA on a regular basis.

6.2.4 liaise with the external auditor.

#### 6.3 Strategic Management Plans

The Audit Committee shall:

review and provide recommendations to SRWRA on the sustainability of SRWRA's financial performance and proposals with respect to debt levels included in the

strategic management plans and, in particular, the long-term financial plan.

### 6.4 Internal controls and risk management systems

The Audit Committee shall:

- 6.4.1 review the adequacy of the accounting, internal control, reporting and other financial management systems and practices of the SRWRA on a regular basis:
- 6.4.2 review and assess the effectiveness of the SRWRA's internal controls and risk management systems: and
- 6.4.3 review and recommend the approval, where appropriate, of statements to be included in the annual report concerning internal controls and risk management.

### 6.5 Public Interest Disclosure

The Audit Committee shall:

- 6.5.1 review the SRWRA's arrangements for its employees to raise concerns, in confidence, about possible wrongdoing in financial reporting or other matters; and
- 6.5.2 ensure these arrangements allow independent investigation of such matters and appropriate follow-up action.
- 6.5.3 establish and maintain a close working relationship with the SRWRA Responsible Officer to ensure that management has implemented operational internal controls and risk management systems.

### 6.6 Internal audit

The Audit Committee shall review and assess the need for SRWRA to establish an internal audit function.

### 6.7 External audit

The Audit Committee shall:

- 6.7.1 receive the external auditor's audit opinion with respect to SRWRA's audited financial statements and the external auditor's report on particular matters arising from the audit:
- 6.7.2 consider and make recommendations to the SRWRA Board, in relation to the appointment, re-appointment and removal of the SRWRA's external auditor:
- 6.7.3 investigate the issues leading to the resignation of an external auditor and report to SRWRA with any recommendations:
- 6.7.4 oversee SRWRA's relationship with the external auditor including, but not limited to:

- 6.7.4.1 recommending the approval of the external auditor's remuneration, whether fees for audit or non-audit services, and recommending whether the level of fees is appropriate to enable an adequate audit to be conducted:
  - 6.7.4.2 recommending the approval of the external auditor's terms of engagement, including any engagement letter issued at the commencement of each audit and the scope of the audit:
  - 6.7.4.3 assessing the external auditor's independence and objectivity taking into account relevant professional and regulatory requirements and the extent of SRWRA's relationship with the auditor, including the provision of any non-audit services:
  - 6.7.4.4 monitoring the external auditor's compliance with legislative requirements on the rotation of audit partners:
  - 6.7.4.5 assessing the external auditor's qualifications, expertise and resources and the effectiveness of the audit process (which shall include a report from the external auditor on the audit committee's own internal quality procedures):
  - 6.7.5 meet with the external auditor at least once per year, without management being present, to discuss the external auditor's report and any issues arising from the audit and otherwise as needed and in this regard will discuss:
    - 6.7.5.1 any major issues which arose during the external audit:
    - 6.7.5.2 any accounting and audit judgments; and
    - 6.7.5.3 levels of errors identified during the external audit:
  - 6.7.6 review and make recommendations on the annual audit plan, and in particular, its consistency with the scope of the external audit engagement:
  - 6.7.7 review any representation letter requested by the external auditor before it is signed by Administration; and
  - 6.7.8 review the Interim Management letter and Administration's response to the external auditor's findings and recommendations.
- 6.8 Economy and efficiency audits
- The Audit Committee may:
- 6.8.1 propose, and review the exercise of powers set out at Section 130A of the Act (relating to 'economy and efficiency audits'); and
  - 6.8.2 receive a report prepared by the external auditor or other person appointed by SRWRA under Section 130A to examine any matter relating to financial management, or the efficiency and economy with which SRWRA manages or uses its resources to achieve its objectives.

- 6.9 In the course of its functions the Audit Committee will give priority to those items set out at clause 30(4) of Schedule 2 to the Local Government Act 1999 as more particularly identified at clauses 6.2.1, 6.2.3 and 6.2.4 of these Terms of Reference.

### 7. Reporting Responsibilities

The Audit Committee shall make whatever recommendations to the SRWRA Board it considers appropriate on any matter within its Terms of Reference where, in its view, action or improvement is needed.

### Document History

Version No:	Issue Date:	Description of Change:
1	Apr 2012	SRWRA Board Meeting – 2 April 2012 - New Document Adopted
2	Sep 2018	SRWRA Board Meeting – 17 September 2018 - Review – Update to SRWRA staffing references, update for currency of terminology
3	Sep 2020	SRWRA Board Meeting - 21 September 2020 - Review – Update of Local Government references, update to Audit Committee role, update to currency of terminology
4	Oct 2021	Review – Update to layout and currency of terminology.

Item No: 15.1  
Subject: **ITEMS IN BRIEF**  
Date: 9 November 2021  
Written By: Personal Assistant  
General Manager: Strategy and Corporate, Ms P Jackson

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## **SUMMARY**

These items are presented for the information of Members.

After noting the report any items of interest can be discussed and, if required, further motions proposed.

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## **RECOMMENDATION**

**That the following items be noted and items of interest discussed:**

1. **Commencement of update of the Regional Plan for Greater Adelaide**
  2. **Glenelg Policing Petition**
  3. **Christmas in Holdfast Bay**
  4. **2021-2022 Open Space Grant Program**
  5. **Green Adelaide Grant Agreements**
- 

## **COMMUNITY PLAN**

Culture: Supporting excellent, efficient operations

## **COUNCIL POLICY**

Not applicable

## **STATUTORY PROVISIONS**

Not applicable

## **REPORT**

1. **Commencement of update of the Regional Plan for Greater Adelaide**

The Chair of the SA Planning Commission has written to Council signalling her intent to formally commence the preparation of a Regional Plan for Greater Adelaide that updates The 30 Year Plan for Greater Adelaide (2017).

The Commission will prepare the Plan and invites Council to input its knowledge and information, particularly in relation to regional form and function.

Administration is seeking further detail about process, timing and opportunities for participation.

*Attachments 1 and 2*

## **2. Glenelg Policing Petition**

Earlier this year the Hon. Stephen Patterson MP tabled a petition by the City of Holdfast Bay in Parliament in regards to policing in Glenelg. The Member for Morphett recently sent out a response to the petition and included a response from the Minister for Police, the Hon. Vincent Tarzia MP. The Ministers' letters are attached for Elected Members information.

*Attachments 3 and 4*

## **3. Christmas in Holdfast Bay**

Once again in 2021, the City of Holdfast Bay is reimagining its Christmas festivities as a weekend-long COVID-safe event. Featuring a range of performances, carol singers, festive displays and Santa's own Beach Cave, Christmas at the Bay will be an opportunity to celebrate the magic of Christmas together as a community. Christmas at the Bay is a family friendly event to be held at Glenelg Foreshore 11am-4pm on Saturday 27 and Sunday 28 November. Roving carol singers, elves handing out candy canes and Santa will commence performing on the Christmas at the Bay weekend and go right up until Christmas Eve. They will visit Jetty Road Brighton, Bindara reserve, Brighton Jetty, Jetty Road Glenelg up to the Telstra Building, St Andrew's Church, Moseley Square, Marina, Somerton Park SLSC and Seacliff.

### ***Heritage post box***

The heritage post box on Colley Terrace near Moseley Square was restored by Australia Post in October 2021 and is now operational. Administration is working with Australia Post to promote the heritage post box for Santa Mail, in which the community can post letters to Santa. This initiative will be promoted in the lead up to Christmas with footpath decals and corflute signs within Moseley Square and via the council's social media channels and e-newsletters. As part of the promotion of Christmas at the Bay event on 27 and 28 November, children will be invited to bring along their letters to Santa and post them in the heritage post box.

### ***Christmas decorations***

In advance of the Christmas at the Bay weekend, festive decorations will return to Jetty Road, Brighton and Jetty Road, Glenelg. Commissioned in 2020, the decorations bring a beachside vibe to the traditional Christmas theme. Displays have a blue and white theme at Glenelg and red and white in Brighton, and will be positioned in similar locations as 2020 with some minor modifications (displays in Hindmarsh Walk will be relocated, and the end-of-life wreaths on light poles along Jetty Road, Glenelg to be replaced with Christmas stars). Installation will take place



during week commencing 8 November, due to be completed by 13 November. Advance notifications will be sent to residents as required.

### ***Shopfront competition***

To encourage businesses to contribute to the Christmas spirit, Administration is encouraging Retail, Hospitality and Service businesses across the city to get behind the 2021 Christmas Window Competition, with great prizes to be won. The Christmas Window Competition will commence Monday 15 November and run until Friday 10 December 2021. Judging will commence week beginning Monday 13 December by industry experts and all businesses have to do is present their best Christmas window display. Prizes include:

- A segment on South Aussie with Cosi (filmed in January and will air in February)
- \$300 retail specialist voucher (merchandising)
- \$150 business mentoring voucher
- 5 x\$75 Jetty Road Glenelg vouchers

#### **4. 2021-2022 Open Space Grant Program**

The Mayor received correspondence from The Hon. Vickie Chapman MP, Deputy Premier and Minister for Planning and Local Government on 28 October 2021 advising that the City of Holdfast Bay was successful in receiving funding through the 2021-22 Open Space Grant Program for Stage 1 Seacliff Plaza Upgrade.

*Refer Attachment 5*

#### **5. Green Adelaide Grant Agreements**

The Chief Executive Officer received correspondence from Mr Brenton Gear, Director Green Adelaide on 29 October 2021 regarding a grant offer for the delivery of projects for Pine Gully Stormwater Management and Street Green Initiatives.

*Refer Attachment 6*

# Attachment 1



17837365



15 October 2021

Level 5, 50 Flinders Street  
Adelaide SA 5000

GPO Box 1815  
Adelaide SA 5001

08 7109 7466  
saplanningcommission@sa.gov.au

Mayor Amanda Wilson  
City of Holdfast Bay

By email: [awilson@holdfast.sa.gov.au](mailto:awilson@holdfast.sa.gov.au)

Dear Mayor Wilson

### **Preparation of a Regional Plan for Greater Adelaide**

I am writing to you to advise you of the State Planning Commission's intention, pursuant to section 64 of the *Planning, Development and Infrastructure Act 2016*, to shortly formally commence the preparation of a Regional Plan for Greater Adelaide. The current '30-Year Plan for Greater Adelaide: 2017 Update' was transitioned into a Regional Plan in early 2020. It is now time to update this Regional Plan.

To ensure the new plan is relevant and does the work which the system expects from this strategic document, it needs to be well researched and considered.

The responsibility for the preparation of this Regional Plan sits with the State Planning Commission (the Commission), this plan nonetheless requires inputs and insights that only councils can provide.

This Regional Plan will guide the future development of the Greater Adelaide region, and thus, must ensure a line of sight between the desired City form and function, and the underlying inputs, such as:

- Population;
- Land supply;
- Service provision (i.e. open space);
- Economic activity;
- Connectivity; and
- Infrastructure provision.

Whilst State agencies and authorities will provide inputs, councils hold a wealth of information, such as:

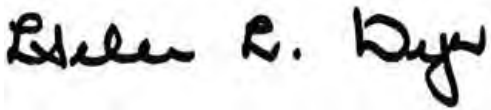
- Understanding of community trends, needs and aspirations;
- Infrastructure capacity;
- Land serviceability and availability;
- Land use needs (i.e. schools, open space, hospitals, centres/shops, and the impact the location of such facilities has on community connectedness, land economics and area functionality);

- Environmental issues; and
- Cultural issues.

I would invite councils to consider their areas, and the information and knowledge they hold, with a view to identifying how best this can input into regional planning, and in particular, how this will impact/drive regional form and function. I know that some councils are already well advanced in their thinking about Regional Plans, and the Commission looks forward to sharing your insights.

The Commission would be pleased to discuss this in more detail should you require, and looks forward to working with you to deliver a Regional Plan that will guide the development of Greater Adelaide to greater prosperity and sustainability for all.

Kind regards



**Helen Dyer**  
Chair

# Attachment 2





OFFICE OF THE MAYOR

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

Brighton Civic Centre 24 Jetty Road, Brighton SA 5048

PO Box 19 Brighton SA 5048

P 08 8229 9999 F 08 298 4561

Glenelg Customer Service Centre and

Library 2 Colley Terrace, Glenelg SA 5045

21 October 2021

Ms Helen Dyer  
Chair State Planning Commission  
GPO Box 1815  
Adelaide SA 5001

VIA EMAIL: [saplanningcommission@sa.gov.au](mailto:saplanningcommission@sa.gov.au)

Dear Ms Dyer

Preparation of a Regional Plan for Greater Adelaide

Thank you for your advice of the intention of the SA Planning Commission to formally commence the update of the regional plan for Greater Adelaide.

I agree it is very important for councils to input their thinking and knowledge in to the preparation of the plan to ensure that long term and strategic intentions for integrated land use, transport, infrastructure and public realm are articulated and owned by the communities in the region.

Please contact Ms Caroline Chapman in the Strategy and Governance team on 8229 9858 to provide more detail both about the process and the nature of the input that would best support documenting both the State's and the community's aspirations for the region.

Yours sincerely,

Amanda Wilson  
**Mayor**

# Attachment 3





October 2021

Dear

### Glenelg Police Station Operating Hours Petition

You are receiving this letter as you signed a petition organised by the City of Holdfast Bay regarding the operating hours of the Glenelg Police Station, which I tabled in the State Parliament for the Minister for Police to address.

I have attached the Ministers response for your information, and in that response he touches on the extensive work SA Police (SAPOL) and the State Government are doing in combatting crime and anti-social behaviour on Jetty Road, and in the wider Glenelg precinct.

An election commitment of mine was to increase the operating hours of the Glenelg Police Station during the peak summer months. This is a commitment which I, together with the Marshall Liberal Government, have delivered. This commitment also included a stronger SAPOL presence in the Glenelg area via mobile and foot patrols.

I have been working in conjunction with the Government and SAPOL to combat crime and anti-social behaviour along Jetty Road and the Glenelg surrounds, and have undertaken several steps towards this goal. This includes the implementation of multiple operations by SAPOL, working with local businesses and the community towards a safer Glenelg.

SAPOL have advised that they have a number of operations active in the Glenelg area at any one time, and this is in conjunction with a dedicated District Policing Team under the direction of a supervisor who is responsible for the suburb of Glenelg. This Team is tasked with conducting high visibility foot and mobile patrols on Jetty Street and surrounds, as well as liaising with business owners in Moseley Square and along Jetty Road to address any community safety concerns.

Since my election in 2018, I have established a **'Roundtable on Homelessness and Anti-Social Behaviour'** to investigate community safety matters around the Jetty Road precinct, and the surrounding Glenelg area. As this requires a collaborative approach, stakeholders include the State Government, SAPOL, SA Housing Authority, City of Holdfast Bay, St Andrews by the Sea Church, Uniting Care, and Jetty Road Main Street Committee, among others.

We have been able to identify issues in our community, and workshop practical solutions. For example, SAPOL have provided security and anti-theft training to Jetty Road traders. It also provides an opportunity for stakeholders to formulate relationships with the relevant authorities in order to combat homelessness and anti-social behaviour.

Another outcome from my roundtable meeting was the importance of modern, accurate CCTV which leads to accurate offender identification and apprehension. This in turn provides a significant deterrent to criminal behaviour. Such an upgrade of the CCTV system along Jetty Road will have a positive impact on crime and anti-social behaviour prevention, as well as community safety. Consequently, the City of Holdfast Bay, in partnership with the State and Federal Governments, is implementing this important initiative.





# STEPHEN PATTERSON MP

MEMBER FOR MORPHETT

As a former Mayor of the City of Holdfast Bay, and now State Member of Parliament for Morphett, I share the concerns of businesses and locals along Jetty Road and in Glenelg and will continue to work towards making our community safer.

Yours sincerely

**STEPHEN PATTERSON MP**  
Member for Morphett

**Attached:** Letter from the Minister for Police, the Hon. Vincent Tarzia MP



Roundtable on Homelessness and Anti-Social Behaviour

# Attachment 4



Hon Vincent Tarzia MP



Government  
of South Australia

Minister for Police,  
Emergency Services and  
Correctional Services

21POL0561

Hon Stephen Patterson MP  
Member for Morphett

PO Box 6446, Halifax Street  
ADELAIDE SA 5000

T: (08) 8303 0670

E: [MinisterTarzia@sa.gov.au](mailto:MinisterTarzia@sa.gov.au)

By email: [morphett@parliament.sa.gov.au](mailto:morphett@parliament.sa.gov.au)

  
Dear Minister

I refer to a recent petition presented in the House of Assembly (HOA) on 4 May 2021 regarding the Glenelg Police Station.

After receiving a copy of the petition from the HOA Parliamentary Officer, I asked South Australia Police (SAPOL) for an update regarding this matter.

As you are aware, SAPOL operate a District Policing Model (DPM) to incorporate both response and district policing. The DPM utilises a grading system for police taskings, with a computer aided recommend function, which enhances police response by tasking the nearest police patrol to respond to community calls for police assistance. Additionally, SAPOL's Western District (WD) provides a response 24 hours a day, seven days a week in the Glenelg precinct and a highly visible policing presence, with a dedicated District Policing Team (DPT).

The WD Management review the Glenelg precinct daily to ensure SAPOL provides an ongoing and appropriate high visibility policing response in the area. Planned strategies include a dedicated DPT conducting foot and mobile patrols during business hours and other peak times. The WD Community Engagement Section also liaises with local business owners concerning crime prevention; and the WD Public Transport Policing Team proactively police the Jetty Road tram line and conduct foot and mobile patrols along the transport corridor.

From November to February WD deploys additional resources as part of Operation Safe Shores, a specific policing operation which focuses on the Glenelg precinct. SAPOL has reviewed their records from 1 November to 31 March for the previous two years, reflecting the summer period whilst Operation Safe Shores was operating. I am pleased to note that SAPOL advise there has been a decrease in the number of reported incidents of a violent nature in the Glenelg area. I am advised that SAPOL intend to use this same policing approach for the summer 2021/2022 as the Operation has proven to be a success.

If police assistance is required, I strongly encourage members of the public to contact SAPOL directly on 131 444 or 000 in the case of an emergency. Calls for police assistance are tasked according to the nearest, most appropriate patrol.

I trust this information is of assistance and I commend you for your ongoing advocacy on behalf of your constituents.

Yours sincerely

A handwritten signature in blue ink, appearing to read 'V. Tarzia', with a stylized flourish at the end.

**Hon Vincent Tarzia MP**

Minister for Police, Emergency Services and Correctional Services

30 / 6 / 2021

# Attachment 5





**The Hon Vickie Chapman MP**



2021/06272/01

*28* October 2021

**Government  
of South Australia**

**Deputy Premier**

**Attorney-General**

**Minister for Planning  
and Local Government**

GPO Exchange  
10 Franklin Street  
Adelaide SA 5000

GPO Box 464  
Adelaide SA 5001  
DX 336

Tel 08 8207 1723  
Fax 08 8207 1736

Mayor Amanda Wilson  
City of Holdfast Bay

By email: [awilson@holdfast.sa.gov.au](mailto:awilson@holdfast.sa.gov.au)

Dear Mayor Wilson

I write to inform you that the City of Holdfast Bay was successful in receiving funding through the 2021-22 Open Space Grant Program, financed by the Planning and Development Fund.

The Open Space Grant Program is an excellent example of the important partnership between State Government and local government. These grants provide opportunity for councils across South Australia to purchase, enhance and develop public open space for the benefit of the community.

In the 2021-22 round, the State Government made available a total of \$15.7 million for allocation. In this round, 34 councils submitted 52 projects for consideration and of those, 19 projects have been awarded funding.

The City of Holdfast Bay project that has been approved for funding is:

- Seacliff Plaza for \$1,000,000

I wish to congratulate you and your team on this excellent project and look forward to visiting in the near future as the project progresses. Please note that the formalisation of the Grant Deed will be arranged by the Attorney-General's Department directly with your Chief Executive Officer.

If you require any further information please do not hesitate to contact the Open Space Team of the Office for Design and Architecture SA on 8402 1852.

Yours sincerely

  
**VICKIE CHAPMAN MP**  
DEPUTY PREMIER  
MINISTER FOR PLANNING AND LOCAL GOVERNMENT

# Attachment 6



Ref: GG-202122-001 / TG-202122-017

Mr Roberto Bria  
Chief Executive Officer  
City of Holdfast Bay  
PO Box 19  
BRIGHTON SA 5048

**Green Adelaide**  
81-95 Waymouth Street  
Adelaide  
GPO Box 1047  
Adelaide SA 5001  
Australia  
Ph: +61 8463 3733  
[www.environment.sa.gov.au](http://www.environment.sa.gov.au)

Via email: [rbria@holdfast.sa.gov.au](mailto:rbria@holdfast.sa.gov.au)

Dear Mr Bria

I am writing to inform you that Green Adelaide would like to enter into two grant agreements with the City of Holdfast Bay, for the delivery of projects including:

- Pine Gully Stormwater Management (\$150,000) – As per previous correspondence between City of Holdfast Bay and Green Adelaide, to support works to improve the management of stormwater in Pine Gully.
- Street Greening Initiatives (\$100,000) – To support works which increase tree canopy and mitigate urban heat in suburban street locations, specifically in and around Seacliff.

I look forward to City of Holdfast Bay working with Green Adelaide to further scope these projects before finalising the details of the grant agreements.

For further information regarding Pine Gully Stormwater Management, please contact Sam Phillips, Senior Water Projects Engineer, on [sam.phillips@sa.gov.au](mailto:sam.phillips@sa.gov.au) or 0408 721 871.

For further information regarding Street Greening Initiatives, please contact James Peters, Senior Policy Officer, on [james.peters@sa.gov.au](mailto:james.peters@sa.gov.au) or 8226 8580.

Yours sincerely

A handwritten signature in blue ink, appearing to read "Brear".

**BRENTON GREAR**  
Director, Green Adelaide

29 / 10 / 2021



Item No: 15.2

Subject: **APPOINTMENT OF DEPUTY MAYOR**

Date: 9 November 2021

Written By: Team Leader, Governance

General Manager: Strategy and Corporate, Ms P Jackson

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### **SUMMARY**

Section 51 of the *Local Government Act 1999* allows Council to appoint a Deputy Mayor for a term not exceeding four years. The Deputy Mayor may act in the absence of the Mayor, in the Office of the Mayor.

The current appointed Deputy Mayor is Councillor Abley. This appointment is up to 30 November 2021.

Council has previously made the appointment for a Deputy Mayor for a term of one year. It is Council's prerogative to choose a different length of term.

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### **RECOMMENDATION**

**That Councillor \_\_\_\_\_ be appointed as Deputy Mayor for a period of one year, from 1 December 2021 to the end of this Council's term.**

---

### **COMMUNITY PLAN**

Culture: Supporting excellent, efficient operations

### **COUNCIL POLICY**

Not Applicable.

### **STATUTORY PROVISIONS**

*Local Government Act 1999*

### **BACKGROUND**

Councillor Abley was appointed as Deputy Mayor on 26 November 2020 for the period of 1 December 2020 to 30 November 2021 (Report No: 340/20).

The previous Deputy Mayor appointed for the period of 27 November 2019 to 1 December 2020 was Councillor Snewin.

## **REPORT**

Under Section 51 of the *Local Government Act 1999*, if the Council has a Mayor there may also be, if the Council so resolves, a Deputy Mayor. In the absence of the Mayor, the Deputy Mayor may act in the Office of the Mayor. If there is to be a Deputy Mayor, he or she is to be chosen by the Members of the Council from amongst their members and will hold office for a term determined by the Council but not exceeding four years.

Council has previously chosen to appoint a Deputy Mayor for a period of one year. At the end of the term the same Councillor can be appointed for a further term.

### ***Role of Deputy Mayor***

The role of the Deputy Mayor is to:

- Chair the meetings of Council in the absence of the Mayor; and
- Act in the position of Mayor when the Mayor is absent, and exercise the powers and perform the functions of the Mayor.

### ***Remuneration of Deputy Mayor***

The Remuneration Tribunal of South Australia in its current Determination No.6 of 2018, states that:

*“The annual allowance for a councillor who is a deputy mayor ... will be equal to one and a quarter (1.25) times the annual allowance for councillors of that council.”*

As the City of Holdfast Bay is a Group 1B Council, as determined by the Remuneration Tribunal, the annual allowance for a councillor is \$20,630. This equates to \$25,787.50 for the Deputy Mayor. This has been increased annually by the Consumer Price Index (CPI) as required.

The 2021 monthly rate for the Deputy Mayor is \$2,252.18, which will be increased by CPI in late November 2021.

## **BUDGET**

The 2021/22 budget includes provision for payment of an allowance to the Deputy Mayor.

## **LIFE CYCLE COSTS**

There are no full life cycle costs associated with this report.

Item No: 15.3

Subject: **CIVIC CENTRE REDEVELOPMENT**

Date: 9 November 2021

Written By: Manager, Strategy and Governance

General Manager: Strategy and Corporate, Ms P Jackson

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## **SUMMARY**

Council's 2020-21 Annual Business Plan included an Elected Member initiative and budget to undertake concept designs and a feasibility assessment for the redevelopment of the Brighton Civic Centre as a community hub.

After an extensive procurement process, JPE Design Studio were engaged to undertake concept development. The development process included targeted engagement and consultation with users of the site, as well as a desktop review of previously developed concepts and reviews.

Taking into account views expressed during engagements and experiences from previous processes, three concepts have been developed on the basis of future sustainability, what is most cost-effective in the long term and what gives the overall best outcome. A fourth option has been included by Administration based on what would be required to meet minimum legislative standards, noting that this does not address the original intent to redevelop the site as a community hub.

---

## **RECOMMENDATION**

### **That Council:**

- 1. notes the Concept Design Options Report developed by JPE Design Studio (Attachment 2); and**
- 2. considers the next step in development of the concept as part of the 2022/23 Annual Business Planning process.**

## **COMMUNITY PLAN**

Culture: Enabling high performance

Culture: Supporting excellent, efficient operations

## **COUNCIL POLICY**

Community Centres Policy

## **STATUTORY PROVISIONS**

*Local Government Act 1999*

## BACKGROUND

Council's 2020-21 Annual Business Plan included an Elected Member initiative and budget to undertake concept designs and a feasibility assessment for the redevelopment of the Brighton Civic Centre as a community hub. Specifically:

### Redevelopment of Brighton Civic Centre into Community Hub – \$85,000

Council will undertake a feasibility study for the redevelopment of Brighton Civic Centre as a community hub. The aim is to create a place where the community and Council can engage, innovate, collaborate and learn in usable and flexible spaces. As well as optimising the heritage value of the original council building, the concept design will consider best use of the remainder of the site to optimise service delivery.

A tender process commenced in September 2020 with the release of a Consultancy Brief, to which a substantial number of responses were received.

*Refer Attachment 1*

Following a process that included interviewing several shortlisted respondents, JPE Design Studio (JPE) were selected to undertake concept development. Two key strengths in JPE's proposal related to the inclusion of real-time data relating to how people use the area (via Neighbourlytics) and embedding sustainability in the design via partnership with DSquaredConsulting (specialists in sustainable built form). The project commenced in late January 2021.

The original Consultancy Brief envisaged a co-design approach to the project, however, this was modified to targeted consultation so as to not create unreasonable expectations. Consultation was undertaken with:

- Site users (including representatives of the Bowls Club, the RSL and the Tennis Club, heavy library users, History Centre volunteers, and neighbouring organisations such as the Tutti Arts Centre);
- Elected Members (meetings held by Ward, with those who expressed an interest); and
- Staff.

The aim was not to achieve extensive coverage of all stakeholders or their formal positions, but rather, to input high-level views and considerations from a cross-section of user types.

JPE were also provided the outputs of previous design processes and reviews to take into account, noting that these had different parameters. For example, the concept designs developed for the Brighton Library review circa 2011 only considered those services and the Report put to Council in 2017 regarding a mezzanine floor at the Civic Centre, only considered the needs of that building.

## REPORT

In order to deliver on the intent of the initiative approved by Council to consider the redevelopment of the Brighton Civic Centre as a community hub, this project had to consider a wider range of matters

and explore a broader range of options than previous projects. JPE Design Studio have developed a comprehensive Concept Design Options Report, which is provided as Attachment 2.

*Refer Attachment 2*

In developing the options, consideration has been given to future sustainability, what is most cost effective in the long term and what gives the overall best outcome.

A vision was established for the project, namely:

“Create an exemplar space that values human and ecological communities, enabling a climate responsive, resilient, inclusive and smart future for the City of Holdfast Bay. The Brighton Civic and Community Centre should showcase responsibility toward the environment and allow for people to collaborate and thrive.”

### **Site Scope**

While the broader area was considered, it was agreed that the project brief would be limited to the site marked in the red dotted line in the diagram below. This provides a balance between optimising the operations of the site and improving connectivity with the area surrounding the Civic Centre buildings and recognising uses that are not easily reconfigured (such as the Bowls Club) or not easily relocated (such as the history collection in Ringwood House).



### **Definition of Community Hub**

For the purposes of the brief, a ‘community hub’ was taken to mean a place where a range of civic and community services and functions could be provided.

The nature of those services and functions was not detailed, but was taken to include existing civic, community, library and sporting activities.

The concepts were also required to allow for future growth across all services and functions, on the grounds of future-proofing and in anticipation of the possibility that Council may, sometime in the future, choose to consolidate some services or functions.<sup>1</sup>

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<sup>1</sup> It is acknowledged that as part of Elected Member engagement sessions, the 1997 council amalgamation agreement was referenced, which noted the importance of a staff/service presence being maintained at Glenelg, as well as Brighton.

The project did not determine what such consolidation(s) might include, as it was not necessary to the development of concepts. Such matters can be resolved at Detailed Design Stage, should the project proceed to that stage.

Council's Community Centres Policy includes a principle that community centres must be managed in a way which is "the most efficient use of Council resources to ensure maximum community benefit."

### ***Engagement Feedback***

Engagement was deliberately limited in numbers so as to not create undue concern or build unreasonable expectations. However, care was taken to ensure a diverse group of site users provided input.

There was a natural diversity of opinions, as is common during any engagement, however there were a number of common themes, including:

- the value of the heritage buildings, especially the Art Deco building
- a desire to have the heritage buildings open for community uses
- issues with site connectivity, access and street presence
- the need to improve outdoor spaces
- interest in the site being used more extensively by the community.

As part of the engagement, it was learned that the Tennis Club building currently operates as a de facto community centre with significant use of the building by groups other than the Club. It was also discovered that areas surrounding the library (especially the building rear) are commonly used by young people after hours for wifi access.

### ***Scope of Considerations***

As part of the development of concepts, consideration has been given to future sustainability, what is most cost effective in the long terms and what gives the overall best outcome. To this end, the concepts included a consideration of:

- a celebration of heritage in order to showcase the Art Deco building and preserve Ringwood House;
- current site use by the community and accommodating service and function increases;
- current and future needs of administration;
- sustainability in building design, ongoing operations and the broader environment;
- health and wellbeing benefits for the community and staff;
- transportation matters; and
- space for revenue generating activities<sup>2</sup> to offset costs.

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<sup>2</sup> It should be noted that 'revenue-generating activities' could mean any number of things. Suggestions raised during engagement included co-working spaces, office/meeting spaces for hire, a café, exhibition spaces, maker spaces and licensed premises. An assessment of the appropriateness and viability of options would need to be made during the Detailed Design Stage.

These considerations were distilled into six project drivers, which have been addressed to varying degrees by each of the options:

Celebrate the heritage of the site



Improve street presence & activation



Connect with the sporting precinct



Create a community destination



Create community outdoor space



Improve site access & connectivity



### **Options**

It is important to recognise that there are a number of 'problems to be solved' via this project, including:

- providing sufficient space to accommodate community programs delivered by the library;
- ensuring DDA compliance;
- maximizing the value of heritage buildings as a demonstration of Council's commitment to the heritage of the area;
- maximizing the sustainability of key council assets to model sustainability;
- utilising opportunities to create public open space;
- providing sufficient space to accommodate Council staff;
- future-proofing the site; and
- delivering the project in a financially sustainable way.

Not all options solve all of these problems. Furthermore, not all options provide the same level of value for the dollars invested. Considering all options require a substantial investment and ‘do nothing’ is not an option for much longer, it is important that long term value be given considered carefully.

	<b>Option 1 – Single Stage Transformation</b>	<b>Option 2 – Staged Transformation</b>	<b>Option 3 – Light Touch</b>	<b>Option 4 – Minimum Compliance (Not part of project scope, indicative only)</b>
<b>Description</b>	Transformation of entire site in one stage. Retain only existing heritage buildings.  Includes <ul style="list-style-type: none"> <li>- New 3 storey building</li> <li>- Refurbishment of heritage building</li> <li>- New tennis clubroom and courts</li> <li>- Site car parking reconfiguration</li> <li>- New public open space</li> </ul>	Transformation of entire site in stages. Retains only existing heritage buildings.  Includes <ul style="list-style-type: none"> <li>- New 3 storey building</li> <li>- Refurbishment of heritage building</li> <li>- New tennis clubroom</li> <li>- Site car parking reconfiguration</li> <li>- New public open space</li> </ul>	Refurbishment of existing buildings and infrastructure with smaller additions/alterations.  Includes: <ul style="list-style-type: none"> <li>- Refurbishment of existing buildings, including the addition of a mezzanine floor</li> <li>- Library extension</li> <li>- Some car parking reconfiguration</li> <li>- Minor streetscape upgrades</li> </ul>	Minimum works to meet compliance and immediate needs only. No broader refurbishment.  Includes: <ul style="list-style-type: none"> <li>- 2 lifts</li> <li>- Mezzanine floor to former Brighton Town Hall building</li> </ul>
<b>Areas of need met</b>	<ul style="list-style-type: none"> <li>- Meets DDA compliance requirements</li> <li>- Provides additional office space</li> <li>- Provides sufficient space for increased community services and programs</li> <li>- Provides opportunity for heritage building to be the primary community space</li> <li>- Improved green performance of site</li> <li>- Providing new public open space</li> <li>- Opportunity to design flexible spaces that can be scaled up/down depending on need</li> <li>- Provides space for revenue generating activities</li> <li>- Improves streetscape and improves connection to neighbouring sports facilities</li> <li>- Could be eligible for grants</li> </ul>	<ul style="list-style-type: none"> <li>- Meets DDA compliance requirements</li> <li>- Provides additional office space</li> <li>- Provides sufficient space for increased community services and programs</li> <li>- Provides opportunity for heritage building to be the primary community space</li> <li>- Improved green performance of site</li> <li>- Providing new public open space</li> <li>- Opportunity to design flexible spaces that can be scaled up/down depending on need</li> <li>- Works can be staged to allow some presence of staff/services on site</li> <li>- Provides space for revenue generating activities</li> <li>- Improves streetscape and improves connection to neighbouring sports facilities</li> <li>- Could be eligible for grants</li> </ul>	<ul style="list-style-type: none"> <li>- Meets DDA compliance requirements</li> <li>- Provides additional office space</li> <li>- Minor increase in library space</li> <li>- Provides small commercial space</li> <li>- Improves streetscape</li> </ul>	<ul style="list-style-type: none"> <li>- Meets DDA compliance requirements</li> <li>- Provides additional office space</li> </ul>



	<b>Option 1 – Single Stage Transformation</b>	<b>Option 2 – Staged Transformation</b>	<b>Option 3 – Light Touch</b>	<b>Option 4 – Minimum Compliance (Not part of project scope, indicative only)</b>
<b>Areas of need not met</b>	<ul style="list-style-type: none"> <li>- Staff presence on site/in the vicinity during construction would require creative solutions</li> <li>- Depending on staff relocation options, could have increased operating costs if additional office space needs to be leased</li> </ul>	<ul style="list-style-type: none"> <li>- Highest capital cost</li> <li>- Longest disruption</li> <li>- Higher ongoing maintenance costs due to multiple lift locations</li> </ul>	<ul style="list-style-type: none"> <li>- Very limited space for additional community activities or limited increase in space for library (not both)</li> <li>- Doesn't improve green performance of buildings</li> <li>- Loses green space</li> <li>- Does not provide for opportunity to make the heritage building the primary community space</li> <li>- No flexible spaces that can be scaled up/down depending on need</li> <li>- Limited opportunity for revenue generating activities</li> <li>- Unlikely to be eligible for grants</li> <li>- Limited preparedness for future growth</li> <li>- Higher ongoing maintenance costs due to multiple lift locations and no improvement in building performance</li> <li>- Significant costs for limited gains</li> </ul>	<ul style="list-style-type: none"> <li>- No space for additional community activities or library services</li> <li>- Doesn't improve green performance of buildings</li> <li>- Does not provide for opportunity to make the heritage building the primary community space</li> <li>- No flexible spaces that can be scaled up/down depending on need</li> <li>- Limited preparedness for future growth</li> <li>- Higher ongoing maintenance costs due multiple lift locations and no improvement in building performance</li> <li>- No opportunities for revenue-generating activities</li> <li>- Unlikely to be eligible for grants</li> <li>- High cost for short term gains only</li> </ul>

### ***Relationship with Existing Community Centres***

This project did not examine existing community centre operations in detail. Material created as part of the Holdfast Bay Community Centre Masterplan was reviewed but there were no express intentions in this project to evaluate the transfer of existing community centre programs to the Brighton Civic Centre site.

Existing community centres are housed in buildings as follows:

	<b>Glenelg Community Centre</b>	<b>Glenelg North Community Centre</b>	<b>Brighton Community Centre</b>	<b>Holdfast Bay Community Centre</b>
Built	1964	1979	1972	1974
Building size	518 square metres	614 square metres	643 square metres	1000 square metres
Rooms available	<ul style="list-style-type: none"> <li>•Hall</li> <li>•Craft Area</li> <li>•Library</li> <li>•Workshop</li> </ul>	<ul style="list-style-type: none"> <li>•Large Hall</li> <li>•East Hall</li> <li>•Meeting Room</li> </ul>	<ul style="list-style-type: none"> <li>•Large Hall</li> <li>•Snooker Room</li> <li>•Library/Study</li> </ul>	<ul style="list-style-type: none"> <li>•Large Hall</li> <li>•3 activity rooms</li> <li>•Offices &amp; meeting rooms</li> <li>•Craft building</li> <li>•Children's area (separate building with large rear yard)</li> </ul>

It is worth noting the ages of the buildings, as building age is an indicator of the levels of maintenance and refurbishment that are likely to be required.

It should be noted that in options 1 and 2 of the concepts, there is approximately 1,000 m<sup>2</sup> available for community activity and approximately 350 m<sup>2</sup> notionally set aside for commercial activity, in addition to the existing library service footprint and a future-proofed civic footprint.

In option 3 there is approximately 300 m<sup>2</sup> available for community activity and approximately 90 m<sup>2</sup> set aside for commercial activity, in addition to the existing library service footprint and a future-proofed civic footprint.

Option 4 would only provide additional space for the civic footprint.

**Next Steps**

The next steps of the project would be to progress to Detailed Design, however, Council would need to identify which concept it would like to develop further before that takes place.

A bid for the Detailed Design stage of the project would need to be submitted via the Annual Business Planning process.

**BUDGET**

Substantial capital costs are associated with all four options.

When funding infrastructure, there are several options:

- Capital budget allocation
- Borrowings
- Grants
- Offsets against the sale of other assets
- Offsets against revenue generated by the construction of the new infrastructure.

Not all options are available for each scenario.

<b>Funding Options</b>			
<b>Option 1 – Single Stage Transformation</b>	<b>Option 2 – Staged Transformation</b>	<b>Option 3 – Light Touch</b>	<b>Option 4 – Minimal Compliance</b>
<ul style="list-style-type: none"> <li>- Capital budget allocation</li> <li>- Borrowings</li> <li>- Grants (Places for People, Green Spaces, Disability)</li> <li>- Offsets against the sale of other assets</li> <li>- Offsets against revenue generated by the construction of the new infrastructure. (Estimate \$210,000 p.a.)</li> </ul>	<ul style="list-style-type: none"> <li>- Capital budget allocation</li> <li>- Borrowings</li> <li>- Grants(Places for People, Green Spaces, Disability)</li> <li>- Offsets against the sale of other assets</li> <li>- Offsets against revenue generated by the construction of the new infrastructure. (Estimate \$210,000 p.a.)</li> </ul>	<ul style="list-style-type: none"> <li>- Capital budget allocation</li> <li>- Borrowings</li> <li>- Offsets against the sale of other assets</li> <li>- Offsets against revenue generated by the construction of the new infrastructure. (Estimate \$54,000 p.a.)</li> </ul>	<ul style="list-style-type: none"> <li>- Capital budget allocation</li> <li>- Borrowings</li> <li>- Offsets against the sale of other assets</li> </ul>

The estimated capital cost of each options is as follows:

<b>Estimated Capital Cost</b>			
<b>Option 1 – Single Stage Transformation</b>	<b>Option 2 – Staged Transformation</b>	<b>Option 3 – Light Touch</b>	<b>Option 4 – Minimal Compliance</b>
\$29,060,000	\$29,735,000	\$15,100,000	\$3,560,000

While it is too early to determine operating costs at this time, the following matters are worth noting in relation to operating costs for each option.

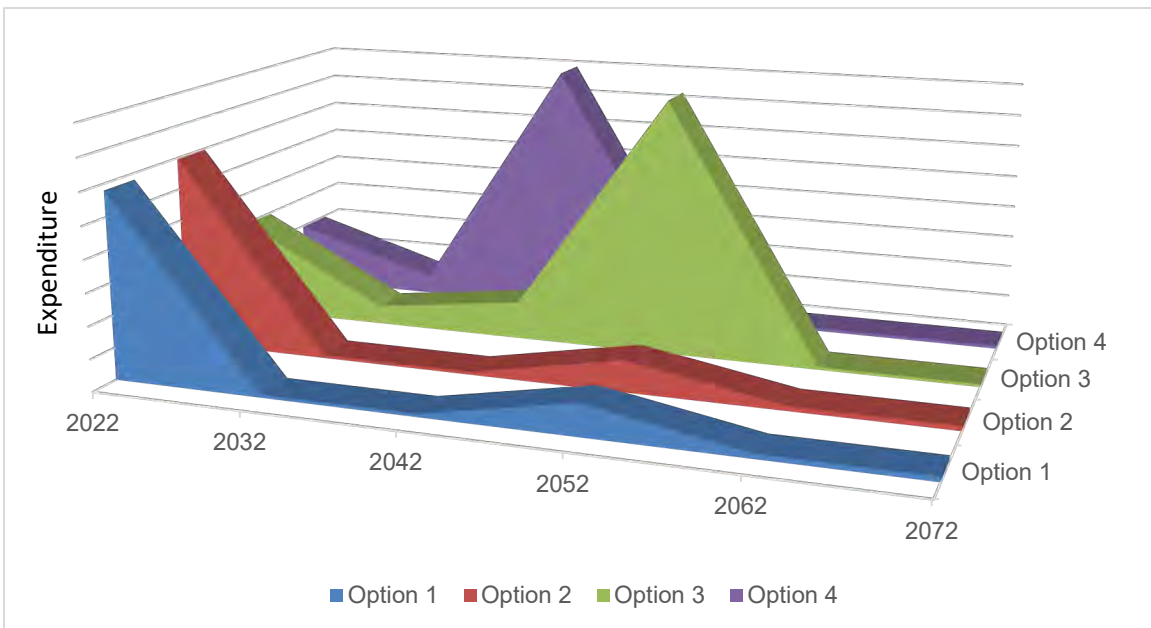
<b>Operating Costs</b>			
<b>Option 1 – Single Stage Transformation</b>	<b>Option 2 – Staged Transformation</b>	<b>Option 3 – Light Touch</b>	<b>Option 4 – Minimal Compliance</b>
<p>May incur increased interim operating costs during construction if staff cannot be housed on other council properties and/or work remotely during construction.</p> <p>Optimisation of building performance should result in lower operating and maintenance costs.</p>	<p>Optimisation of building performance should result in lower operating costs.</p> <p>Multiple lift wells will result in higher maintenance costs than for option 1.</p>	<p>Building performance is not optimised in this option, therefore operating costs will not diminish.</p> <p>Maintenance costs increase as assets age.</p> <p>Multiple lift wells will result in higher maintenance costs than for option 1.</p>	<p>Building performance is not optimised in this option, therefore operating costs will not diminish.</p> <p>Maintenance costs increase as assets age.</p> <p>Multiple lift wells will result in higher maintenance costs than for option 1.</p>

The next stage of the project would be to undertake Detailed Design. Costs would depend on which option Council supports but could range between \$300,000 to \$900,000.

**LIFE CYCLE COSTS**

While it is too early to itemise life cycle costs, given that maintenance costs increase as assets age, there are different cost profiles that can be expected for each option.

Lifecycle Cost Profile			
Option 1 – Single Stage Transformation	Option 2 – Staged Transformation	Option 3 – Light Touch	Option 4 – Minimal Compliance
High capital cost initially.	High capital cost initially.	Relatively high capital cost initially, albeit lower than Options 1 and 2.	Lowest capital cost initially, but not insubstantial.
Lower operating costs short and medium term (20 years).	Lower operating costs short and medium term (20 years).	Higher and escalating operating costs.	Higher and escalating operating costs.
Medium capital spike between years 20-30 for building refurbishment	Medium capital spike between years 20-30 for building refurbishment	Significant capital spike in years 15-20 for building redevelopment as service needs increase and viability of repair/refurbishment decreases.	Significant capital spike in years 10-15 for building redevelopment as service needs increase and viability of repair/refurbishment decreases.



# Attachment 1

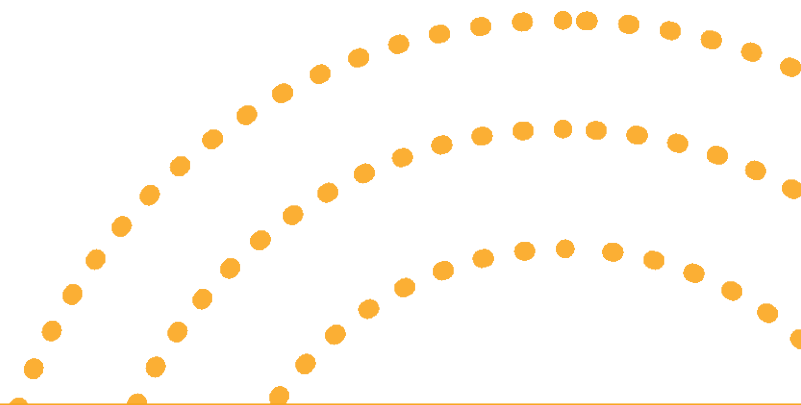




# CONSULTANCY BRIEF:

Concept Designs for Redeveloping the Brighton Civic Centre as  
a Community Hub

September 2020



## CONTENTS

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## 1. PROJECT SUMMARY

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The City of Holdfast Bay requires the preparation of up to three concept design options (including preliminary costings) for the redevelopment of the Brighton Civic Centre as a community hub. Council seeks to engage a suitably qualified consultant/s to prepare the concept designs, preferably using a co-design approach with the community and relevant stakeholders.

The Brighton Civic Centre is located on the corner of Jetty Road and Torr Avenue, Brighton. The possible project site includes the current council offices, the Brighton Library and Ringwood House, as indicated roughly below. The neighbouring tennis and bowls clubs should be considered in the overall concepts but are not envisaged for redevelopment at this time (unless a compelling case can be made to include their redevelopment).



## 2. BACKGROUND

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The City of Holdfast Bay is located in metropolitan Adelaide, approximately 11 kilometres south-west of the Adelaide CBD. We are a compact city of just under 14 square kilometres, comprising the suburbs of Brighton, Glenelg, Glenelg East, Glenelg North, Glenelg South, Hove, Kingston Park, North Brighton, Seacliff, part of Seacliff Park, Somerton Park and South Brighton. Our City identifies strongly with the coast and includes over 8 kilometres of Adelaide's premier seaside, with no part of Holdfast Bay more than 2 kilometres from the foreshore. The particular aspects of a coastal environment, as well as regional recreation demand, significantly influence our services and programs. Our City is predominately residential, with thriving retail precincts in Glenelg, particularly the Jetty Road precinct, and Brighton. We have a small light industrial base in Somerton Park.

Our City has a residential population of over 36,000. Its rich heritage, exciting events and attractions, quality lifestyle and strong environmental and cultural values have made it Adelaide's premier coastal destination.



A number of factors have coalesced to trigger the request for concept designs for a redeveloped Civic Centre, including:

- Council has been considering upgrading the Brighton Library since 2008, with community desires outstripping the constraints of the current venue;
- Recent requests for investment in Community Centre Buildings which *prima facie* do not result in sufficient return on investment to be viable;
- Increasing citizen expectations relating to the efficiency and effectiveness of Council operations.

The Brighton Civic Centre acts as the main hub of Council administration and includes a range of front counter services. The Civic Centre also includes a community kiosk, community resource centre and a location for other services such as access to Justices of the Peace.

The main Civic Centre building is a magnificent example of Art Deco architecture and is State Heritage listed. Sadly, many of the original internal features have been lost over time, but echoes of the building's former majesty can be found in small measure. Council is keen to highlight and make the most of the beauty of the architecture and pay due homage to it throughout the rest of the precinct, as well as make it the showpiece of the precinct insofar as is practical. Despite the beauty of the main building, there are issues with the current overall site including poor kerbside appeal and access, significant drainage issues, varied landscape palette that hinders use of the area as a civic space, entrances not being obvious and the aesthetic mismatch of the annex housing the library.

Council also currently accommodates staff at the Glenelg Town Hall and the Depot (including plant and equipment) in Somerton Park. Consideration should be given to the possibility of achieving operating efficiencies by co-locating all staff.

The Brighton Library offers services beloved by the community and is one of two library services offered in the City, with the other being Glenelg. As well as providing expected lending services, the library acts as a resource centre for many residents and visitors, as well as a point of entry for other Council or community services. Although a much loved service, the library building at Brighton is relatively small and comparatively forlorn.

Ringwood House is a local heritage listed building next to the Brighton Library, which houses staff, volunteers and 95% of the City's heritage archive.

The precinct includes other community infrastructure such as tennis courts and the Brighton Bowling Club and RSL. These are not currently programmed for redevelopment, unless a compelling case can be made to include them in the precinct designs.

The City of Holdfast Bay also provides four community centres throughout the city –

- Glenelg North Community Centre, Cnr Kibby Avenue and Alison Street, Glenelg North
- Holdfast Bay Community Centre, 51 King George Avenue, Hove
- Brighton Community Centre – 376 Brighton Road, Hove
- Glenelg Community Centre, 4 Colley Terrace, Glenelg

A number of these facilities suffer from ageing, inflexible and/or not fit for purpose infrastructure. Council would like to explore the value and possibility of co-locating some or more of these services at a Civic Centre Community Hub.

The treatment of the curtilage around the buildings in this precinct will be vital in tying the space together and giving it an identity, but also in creating a legible entrance to the Civic Centre, library and any newly constructed community facilities.

In relation to car parking, much of the existing car parking that services the Civic Centre is controlled by the State Government, which should be taken into account in proposed designs. Car parking is already at a premium and in high demand. Designs that encourage access via active transport means will be favourably considered.

It should be also noted that there is an imminent rail bypass project planned in the precinct, which may provide both opportunities and potential disruptions for linking the precinct with the eastern side of Brighton Road.

### 3. CONSULTANCY OBJECTIVES & SERVICES

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With guidance from the City of Holdfast Bay Administration, the consultant will be required to develop up to three concept designs for a new Civic Centre that aims to achieve the following objectives (but not limited to):

- Ensure that best practice design principles are investigated and incorporated within the concept design, including:
  - A co-design approach with the community and stakeholders, being primarily led by how users of the spaces want to use them;
  - Honouring the relationship of Kurna people to this area;
  - Optimising and showcasing the art deco architecture of the primary building;
  - Designing for widespread accessibility, including considerations relating to disability access, age friendly design, dementia friendly design and diversity inclusive design;
  - Operational efficiency, giving consideration to options such as activity based working and flexible, multi-purpose spaces;
  - Minimising operating costs and maximising environmental conservation, via energy saving and water sensitive urban design;
  - Planting of appropriate vegetation and landscape design that maximises the value of the public space/amenity;
  - Public safety and Crime Prevention through Environmental Design (CPTED)
  - Minimisation of maintenance costs; and
  - Modern and innovation engineering and technical construction.
  
- It is anticipated that the concept designs should be developed with consideration of the following elements:
  - Understanding who uses the Civic Centre precinct and how, as well as who currently does not and whether that is a gap that requires rectification;
  - Maximising the accessibility of Council services to residents, businesses and visitors to the City;
  - Maximising the efficiency of Council operations on this site and in relationship with other Council sites;
  - Consideration of the connectivity with adjoining community facilities, such as the neighbouring Tennis Club, Bowling Club and RSL;
  - Heritage preservation and honouring the character of the area;
  - Impacts of design and ongoing use on the surrounding residents and businesses;
  - Views and visual character;
  - Review the existing infrastructure and options for consolidation including facilities in the surrounding suburbs that could be moved/consolidated to this site;

- A review of Civic and Community Centres in other places to identify any functions, facilities or services that the City of Holdfast Bay may currently be lacking, which could be incorporated into the Civic Centre Community Hub;
  - Facilities that are multi-purpose and flexible;
  - Opportunities to include revenue-generating activities/spaces within the designs;
  - Engaging and attractive environs;
  - Improvements to the Centre, that could attract a wide range of ages for a broad range of services and activities (for example, indoor play spaces, community theatre, dance hall, co-working spaces, a digital hub, school outreach programs, innovation and/or maker spaces, University or policy labs, revenue generating activities, etc)
  - Pedestrian and cycle access and circulation, as well as other means of access via active transport and public transit;
  - Directional and wayfinding signs;
  - Consideration of appropriate lighting for safety and amenity/ambience;
  - Sufficient car parking for visitors and staff;
  - Ensure needs and concerns of the local community are taken into account;
  - The possibility and value of a Civic Centre acting as an emergency refuge;
  - Public safety; and
  - Linkages with other services and locations within the City of Holdfast Bay.
- Additional functional requirements are provided in Appendix 1.
  - Preliminary costings of each of the concepts, including an identification of potential revenue-generating activities/spaces that could offset costs.

Relevant documents, including past proposals for the Brighton Library Redevelopment, can be made available to the successful consultants at the commencement of the project.

## 4. PROJECT TIMEFRAME

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As part of the tender process, the consultant team is required to submit a timeframe in line with the format below to be agreed with Council.

Milestone	Timing	Responsibility
Appoint Consultants and quantity surveyor	October/November 2020	Council Staff
Background/ Inventory	To be agreed	Consultant/ Council Staff
Co-design Plan	To be agreed	Consultant/ Council Staff
Internal Consultation (incl Elected Members Workshop)	To be agreed	Consultant/ Council Staff
Option Development	December 2020	Consultant/Council Staff/Stakeholders
Synthesis	March 2021	Consultant/ Council Staff
Finalise Concepts	April 2021	Consultant
Endorsement by Council	May 2016	Council Staff

## 5. SELECTION CRITERIA

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Consultants will be selected on the basis of their submission. Council staff may hold discussions with any consultants, if considered necessary, to assist in the selection process.

Importance will be placed on:

- Demonstrated experience in undertaking co-design processes on similar projects (a consortium is welcome to supplement this expertise);
- Demonstrated experience in undertaking similar projects;
- Demonstrated knowledge of land use planning, planning system, planning of civic spaces, landscape design, facility design and user centred design;
- Demonstrated expertise in planning, designing and consulting on the redevelopment of civic spaces;
- Evidence that all aspects of the brief have been considered;
- Methodology (project approach);
- Proficiency with the use of GIS packages;
- The fee quotation and schedule of rate;
- The ability of the consultant to complete the project within a mutually agreed and reasonable timeframe;
- The level of expertise, qualifications and experience of the consultant (or members of the consultancy team if more than one individual) assigned to this project; and
- Insurances.

The Council is at liberty to take into account any other matter it considers relevant, at its absolute discretion. Consultants are requested to submit a list of individuals and their qualifications and any other individuals, consultants or organisations to be involved in the Project and their level of involvement.

Council reserves the right to appoint quantity surveyors of Council's choosing to cost the designs. The successful design consultants will be required to work effectively with the preferred quantity surveyors to ensure accurate costings are produced. Consultants may express their preference for a quantity surveying partner but appointment of the quantity surveyor will be at Council's discretion.

## 6. PROJECT BUDGET

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The budget for the project is estimated between \$50,000 and \$80,000, including quantity surveying services.

A budget breakdown should be included in the submission to this brief, detailing the estimated cost for each of the key stages of the Project and the basis for estimating the cost.

The consultant will also be required to provide a fee submission, which shall include all general administration costs such as telephone calls, facsimiles, courier services, photocopying and travel. No additional or separate payment for these items will be made.

The final fee is to be negotiated based on fee offers, sub-consultancy reports required and the proposed project approach. Selection of the successful consultant will not be based on fee alone. Accordingly, quotations should include full details of all services being offered. The fee

quotation should be presented to reflect all stages identified in the brief and outline any exclusions.

Council is at liberty to take into account any other matter it considers relevant, at its absolute discretion. Consultants are requested to submit a list of individuals and their qualifications and any other individuals, consultants or organisations to be involved in the Project and their level of involvement.

**Please note the lobbying of Council Staff by prospective consultants is against Council policy and will automatically make the consultant's fee quotation non-conforming.**

## 7. PROJECT MANAGEMENT

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The consultant will be required to enter into the standard City of Holdfast Bay Consultancy Agreement.

Day to day contact and management of the consultancy will be with Ania Karzek, Manager Strategy and Governance as Council's Project Lead for the Project. The project may also require the consultant to liaise with other key Council staff, officers of key government agencies, and other stakeholders during its development.

For further information or clarification of the Project Brief please contact:

Name: Ania Karzek  
Title: Manager, Strategy and Governance  
Phone: 0477 722 669  
Email: [akarzek@holdfast.sa.gov.au](mailto:akarzek@holdfast.sa.gov.au)

**All enquiries must be made in writing and emailed to Council's Project Lead and, unless they are deemed as commercially 'in confidence', all responses to enquiries will be presented to all consultants.**

**Please note: Late submissions will not be accepted.**

**It is anticipated that the Project Brief will be refined in consultation, prior to the successful consultant(s) commencing the project.**

## APPENDIX 1

### Additional functional considerations

Category	Functional Requirement	Notes
Accessibility	Flooring options that support accessibility and wayfinding	Including considerations for the elderly, people living with dementia and people living with a variety of disabilities
	Flexible spaces that enable day time and night time use	The spaces designed should cater for programmed and un-programmed activities
Amenities	Public toilets, including disability access and design, as well as parenting/baby change room	Consider out of hours access, as well as toilets within key service areas such as the library and community spaces
	Consider the possibility of community shower facilities	Possible additional service to support people experiencing homelessness
	Library – private reading / study / quiet zones	
	Library – play spaces / toy library	
	Building – co-working spaces, maker, innovation spaces, etc	Consider technology needs
	Building – public hire meeting rooms / training rooms	Consider technology needs
	Building – flexible community spaces for a variety of potential uses, including kitchen and toilet access	Consider after-hours access points, so that these areas can be accessed outside of office hours for ease of booking, use and management
	Council Offices – consider design for traditional, as well as activity-based working options	Consider co-location of all city services, as well as current dispersed model
	Outdoor – resolve current aesthetic issues to improve kerbside appeal and ease of access	Improve the welcoming and inviting nature of the Civic Centre with clear sight lines and easy way-finding, showcase the Art Deco façade of the Civic Centre, reflect the heritage of the buildings through formal landscape materials and Art Deco inspired design
	Outdoor – play spaces and room for events	Consider creating a series of outdoor ‘rooms’ with a clear purpose and function
Outdoor – amenities to encourage connection with nature to support wellbeing for staff and the community	Consider useable spaces with shade and furniture designed with due	

		consideration of accessibility
	Outdoor – resolve current drainage / stormwater management issues	Include water sensitive urban design elements to alleviate stormwater issues along Jetty Rd and Torr Avenue
Parking	Accessibility parking	Much of the car parking in the precinct is controlled by the State Government
	Pram-friendly parking	
	Bike-racks + tools station	
	Recharge station(s) for electric wheelchairs, gophers, etc	

# Attachment 2







# Concept Design Options Report

Brighton Civic & Community Centre



Prepared for City of Holdfast Bay  
by JPE Design Studio

08520

27.10.21 - Rev B

**JPE Design Studio Pty Ltd**  
Architecture  
Interior Design  
Landscape Architecture  
Urban Design

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Revision	Issue Date	Issued By
A	21.08.2021	MM
B	27.10.2021	MM





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04. Design Options	23
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## Project Vision

This body of work has been commissioned by the City of Holdfast Bay to create a vision and masterplan for the current Civic Centre and library site along Jetty Road, Brighton.

The opportunity is to celebrate the heritage buildings on the site, create a vibrant community hub with expanded community services and to enhance and further support the Council administration currently on site.

JPE Design Studio has partnered with sustainability consultants Dsquared and data analytics and place making group Neighbourlytics, to explore the needs and wants in the community through data analysis and co-design workshops. This analysis and collaboration has directly influenced the return brief and design outcomes of the project.

The following vision statement was developed throughout the consultation process with Council staff and stakeholders at the sustainability workshop with Dsquared. This vision statement encapsulates not only the vision for environmental sustainability but also for social and financial sustainability which become the three pillars that underpin the project.



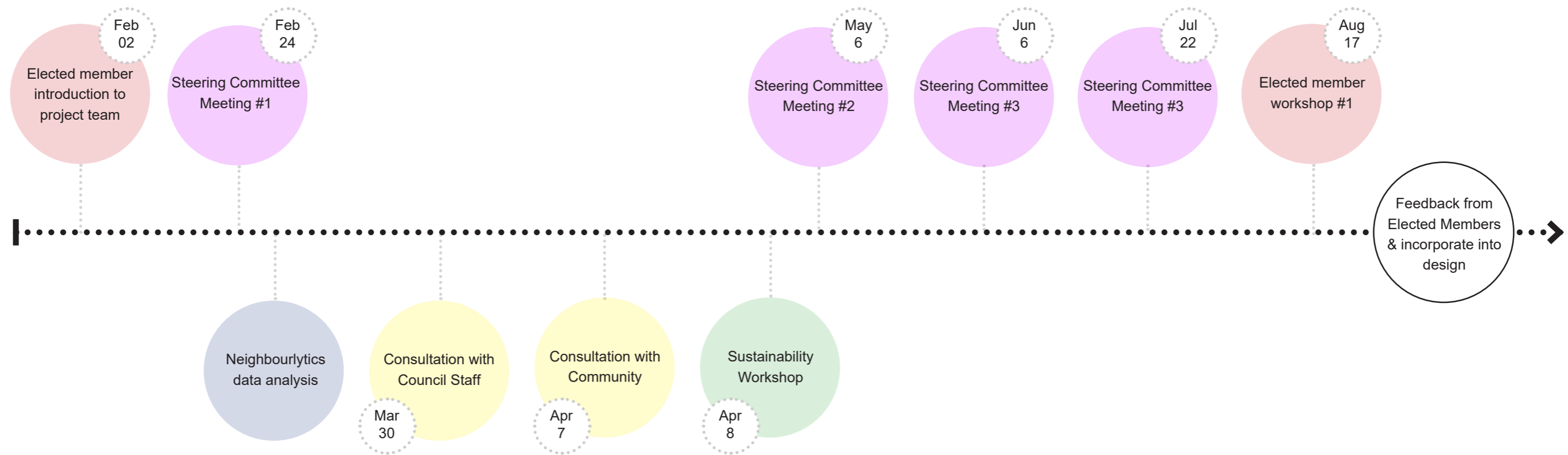
**“Create an exemplar space that values human and ecological communities, enabling a climate responsive, resilient, inclusive and smart future for the City of Holdfast Bay. The Brighton Civic & Community Centre should showcase responsibility toward the environment and allow for people to collaborate and thrive”**

*Developed by ESD Consultants, Dsquared, at the sustainability workshop*

## Co-design Process

The following diagram represents the co-design process that the team has undertaken with the different stakeholders. A summary of the consultation outcomes will be presented on the following pages.

Refer to Appendix A for a detailed report of the consultation and Neighbourlytics data.





# Existing Site Conditions

Heritage Civic Building Street Presence



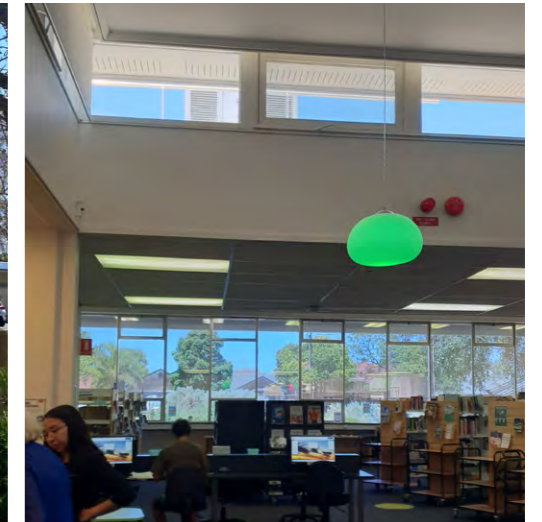
Civic Centre Entrance



Ringwood House Street Presence



Library Street Presence



Carparking to rear of buildings





# Site Location

- Restaurant / Cafe
- Church
- Reserve / Park / Playground
- Retail
- School
- Accommodation
- Supermarket
- Sports Facility
- Surf Lifesaving Club





# Site Location

Main Retail Zones





# Digital Data Analysis

Neighbourlytics undertook a digital data analysis of Brighton and two other comparison neighbourhoods; Semaphore, South Australia; and Elwood, Victoria. The data gives an insight into the lifestyle and behaviour patterns observed online in January and February 2021.

Data was collected from the '20 minute neighbourhood' which is defined by a 1km radius from a particular destination, in our case, the Brighton Civic Centre and Library. The comparison neighbourhoods were chosen due to their coastal location within a residential neighbourhood.

Once the data was collected, two areas of interest were investigated further:

- Brighton as a Community Hub
- Places for Social Mixing

A summary of the data is presented on the following pages. Refer to Appendix B for the full findings report from Neighbourlytics.

## Summary of Urban Life Insights

- Brighton is characterised by community type places
- The second most common place type is Destinations (places that incite street activation), where retail makes up 50% of all destinations.
- Brighton is least likely to be known for its Business & Services. The most common Business & Services subtype is 'Beauty'.
- The most common place subtypes are Health & Wellbeing, Retail and Bar & Dining.
- Public Places, Attractions and Nature are the place subcategories with the lowest proportion of places. This is usual for these place types.

### Key Neighbourhood Strengths - Brighton

**Neighbourhood is best known for**

*Most likely to be known for*

▲ **Community Places**

*Less likely to be known for*

▼ **Business & Services**



### Top Place Types - Brighton

**Reasons to visit, spend and stay**

*Highest proportion of places*

▲ **Health and Wellbeing Places**

▲ **Retail**

▲ **Bar & Dining**

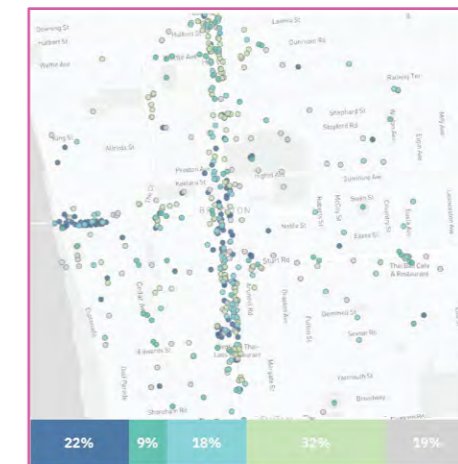
*Least proportion of places*

▼ **Public Places**

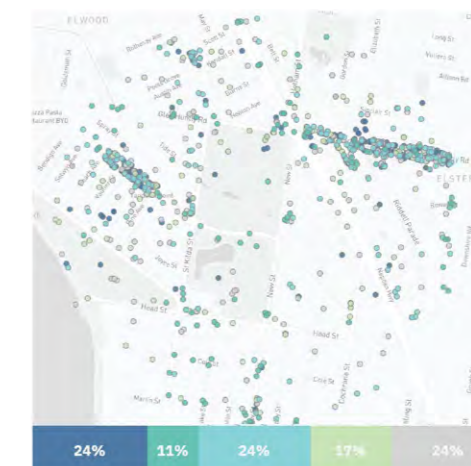
▼ **Attractions**

▼ **Nature**

**Brighton**



**Elwood**



**Semaphore**



## Digital Data Analysis

After collecting and analysing the digital data, a number of opportunities have been identified which highlight the strengths of the community to be built upon and also highlight the amenity or services that are currently missing within the community and can inform the project brief to create a vibrant and diverse destination.

Based on the insights of the digital data collected by Neighbourlytics, the following opportunities have been identified:

- Leverage strength as a community precinct
- Improve mixed use and local business appeal
- Improve options for things to do and places to socialise

### Leverage Strength as a Community Precinct

Brighton already has a high proportion of community places and is likely known for these. There is however opportunity to diversify the types of community places in Brighton, which is currently dominated by Health & Wellness services. This will build on Brighton's identity as a community precinct.


### Improve Mixed Use and Local Business Appeal


Brighton showed a low proportion of business & services, particularly 'professional' and 'general'. There is opportunity to diversify the business types in Brighton by appealing to small businesses and improving mixed use.

### Improve Options for Things to Do and Places to Socialise

Our data showed that there is opportunity to increase the destinations on offer - particularly bar & dining and attractions. Social chatter patterns suggested that there may be a lack of things to do with friends, as well as a lack of events in Brighton. Diversifying the types of activities and destinations on offer will cater to a range of peoples social styles and needs.

## Site Extent

 Project site extents

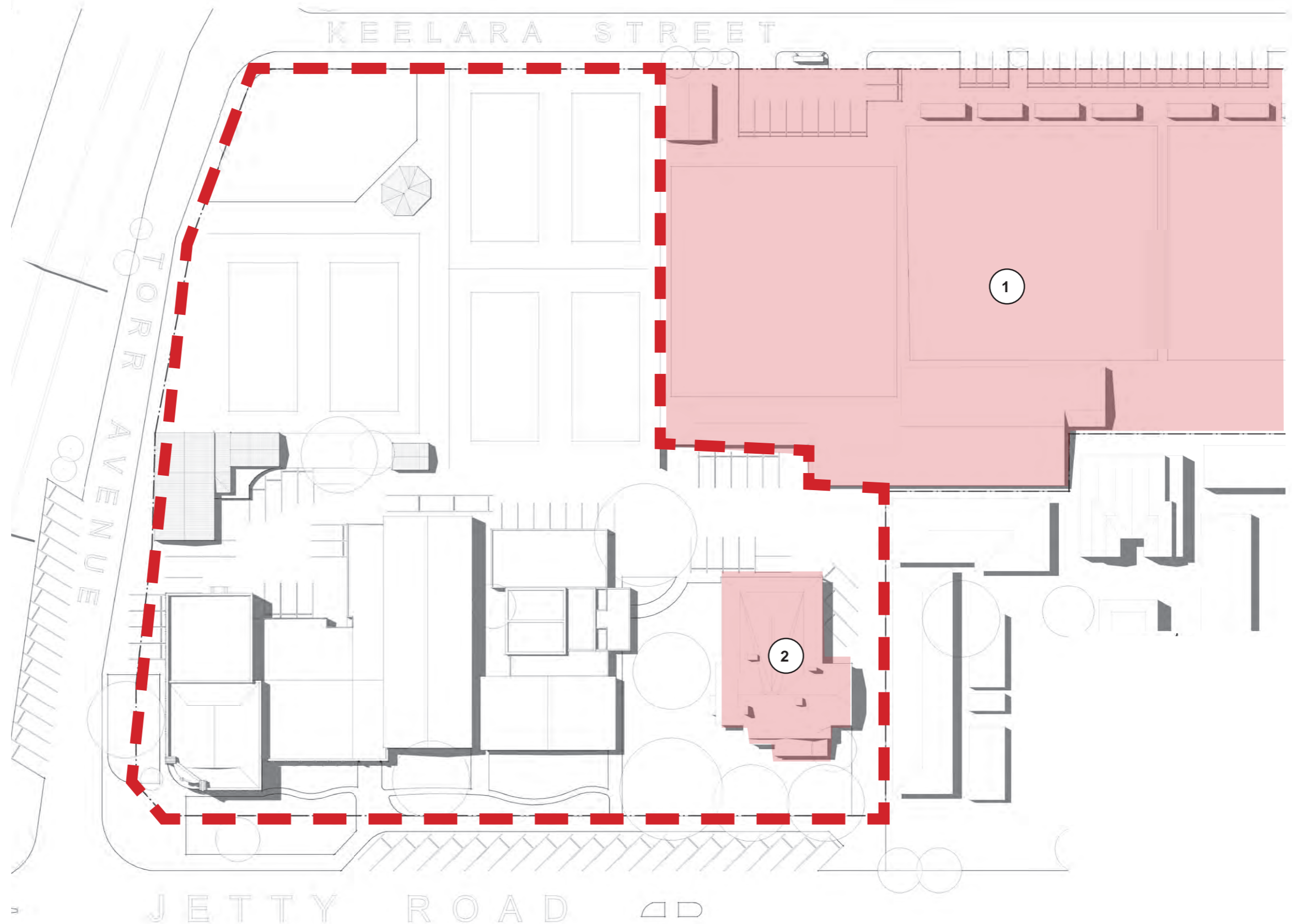
 Areas excluded from the current scope of works

1

The existing Bowls Club has been identified as a key community place, and due to its proximity to the Civic Centre site forms an important part of the Civic Precinct. The carparking demand has been considered for this facility and delivery within the project site extent needs to be retained. For the purpose of this masterplan process however, it was agreed that the Bowls Club site be excluded from redevelopment or change of use in the immediate future.

2

While Ringwood House is an integral part of the overall Civic Centre site, following consultation with the Project Steering Committee it was agreed to exclude this building from redevelopment or change of use in the immediate future, although carparking demand has been considered for this facility in the overall masterplan approach.

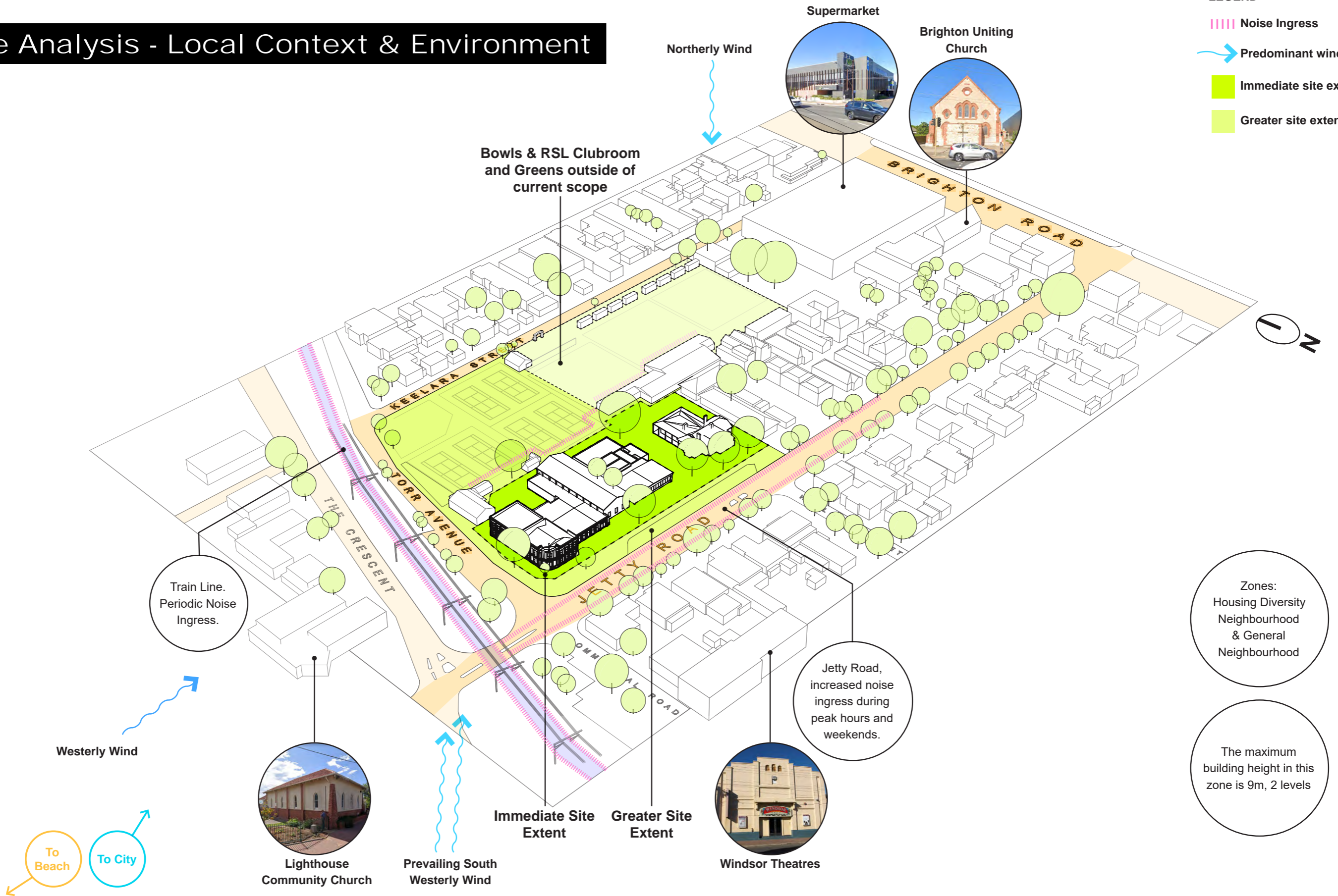




# Site Analysis - Local Context & Environment

**LEGEND**

-  Noise Ingress
-  Predominant winds
-  Immediate site extent
-  Greater site extent



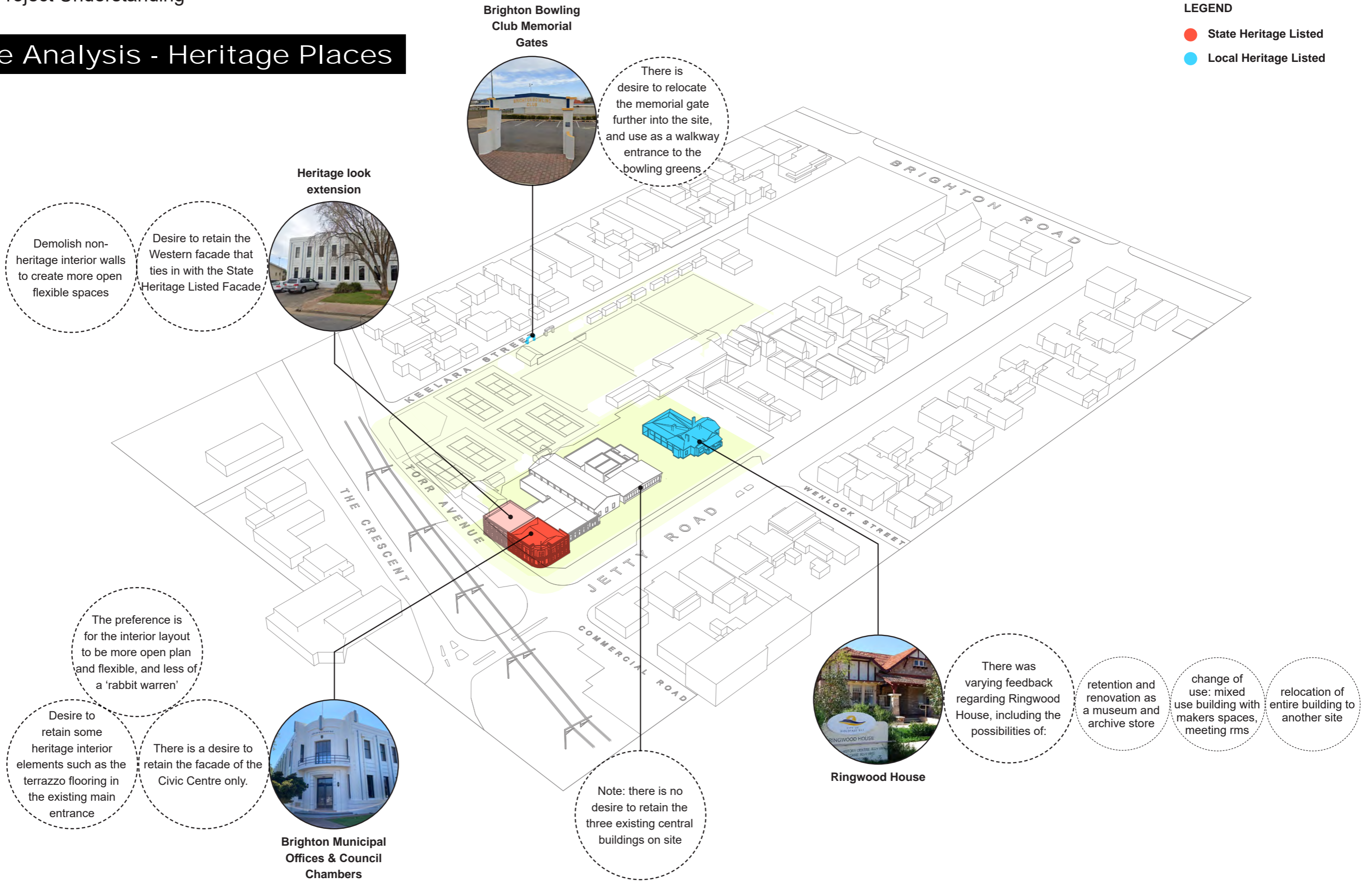
Zones:  
Housing Diversity  
Neighbourhood  
& General  
Neighbourhood

The maximum  
building height in this  
zone is 9m, 2 levels

# Site Analysis - Heritage Places

**LEGEND**

- State Heritage Listed
- Local Heritage Listed

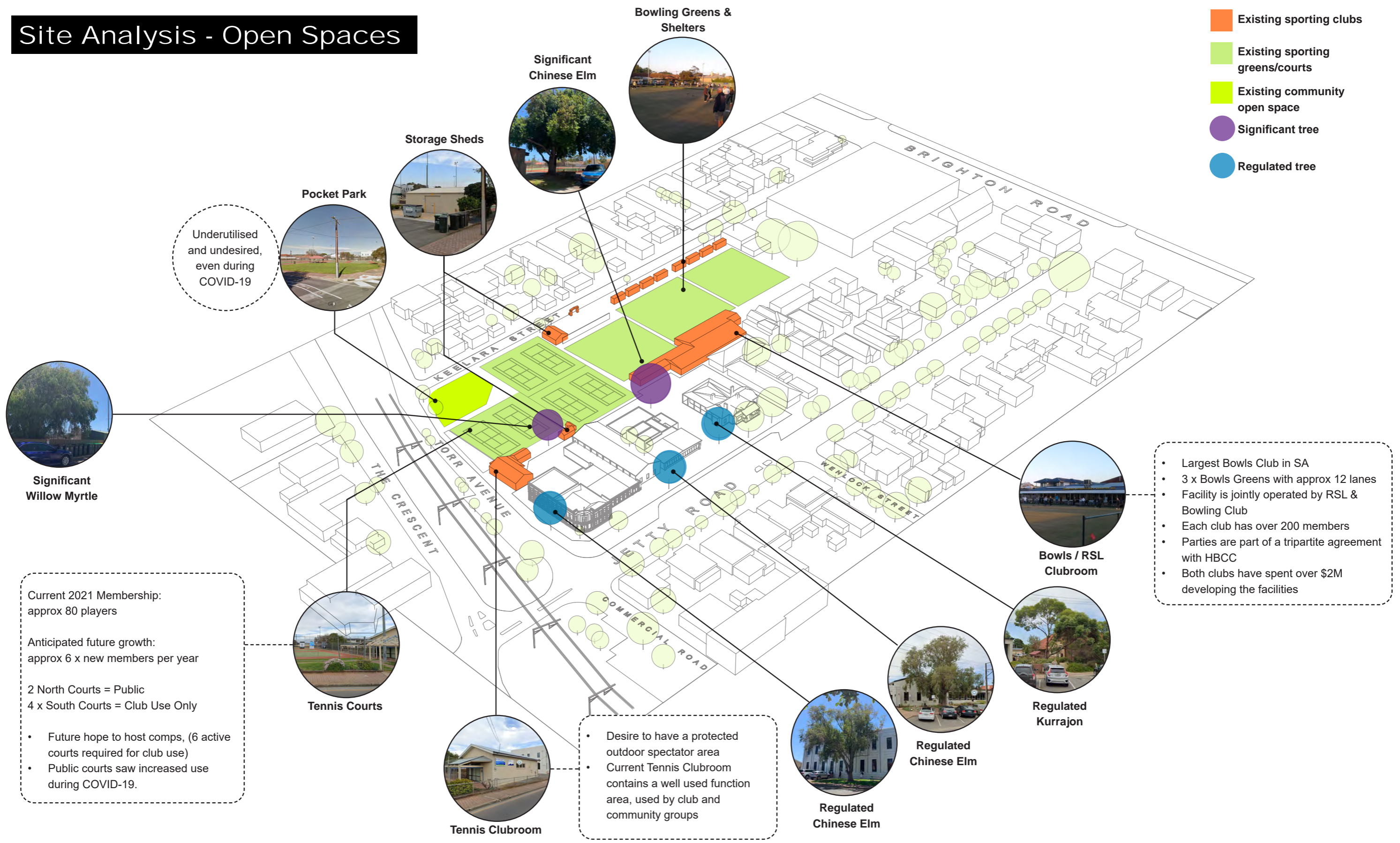




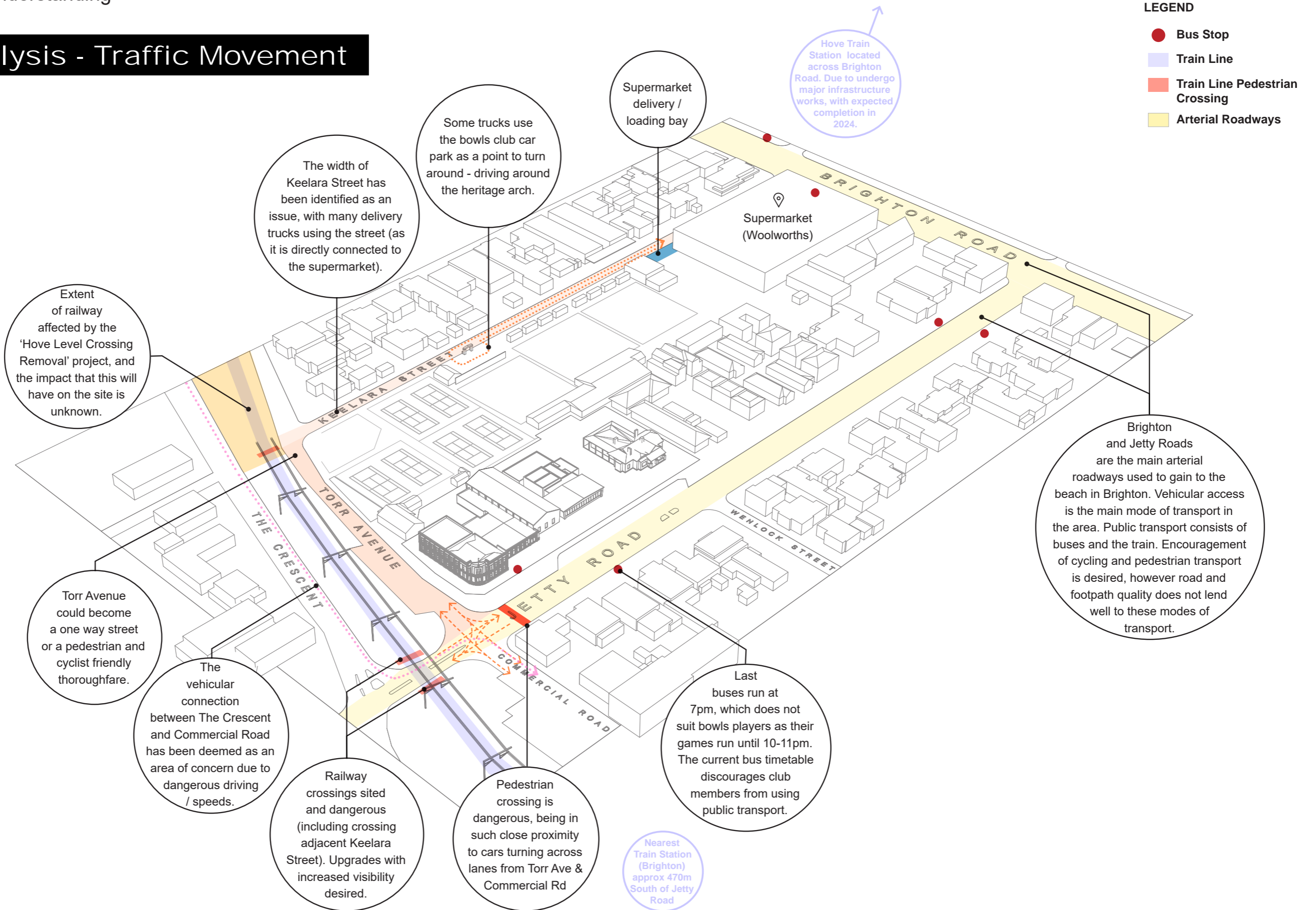
# Site Analysis - Open Spaces

**LEGEND**

- Existing sporting clubs
- Existing sporting greens/courts
- Existing community open space
- Significant tree
- Regulated tree



# Site Analysis - Traffic Movement





# Site Analysis - Carparking

Existing carpark numbers within and immediately around site:

- Jetty Road: 20 car parks
- Torr Ave: 20 car parks
- Keelara St: 18 car parks
- Bowls: 10 car parks
- On site: 39 car parks

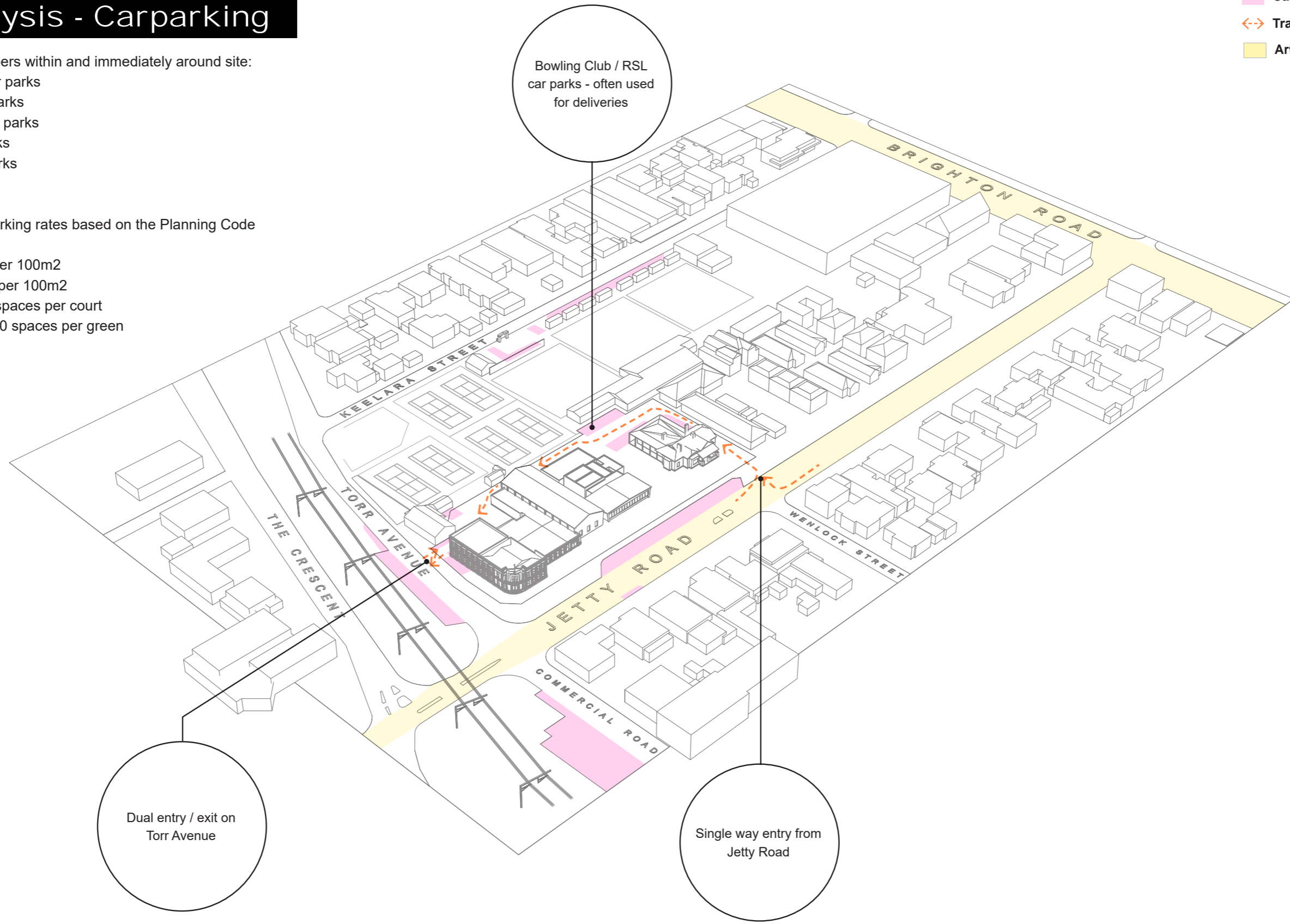
TOTAL: 107 car parks

Recommended car parking rates based on the Planning Code where possible:

- Office: 4 spaces per 100m2
- Library: 4 spaces per 100m2
- Tennis Facility: 4 spaces per court
- Bowling Facility: 10 spaces per green

**LEGEND**

- Car Parking
- Traffic Flow
- Arterial Roadways

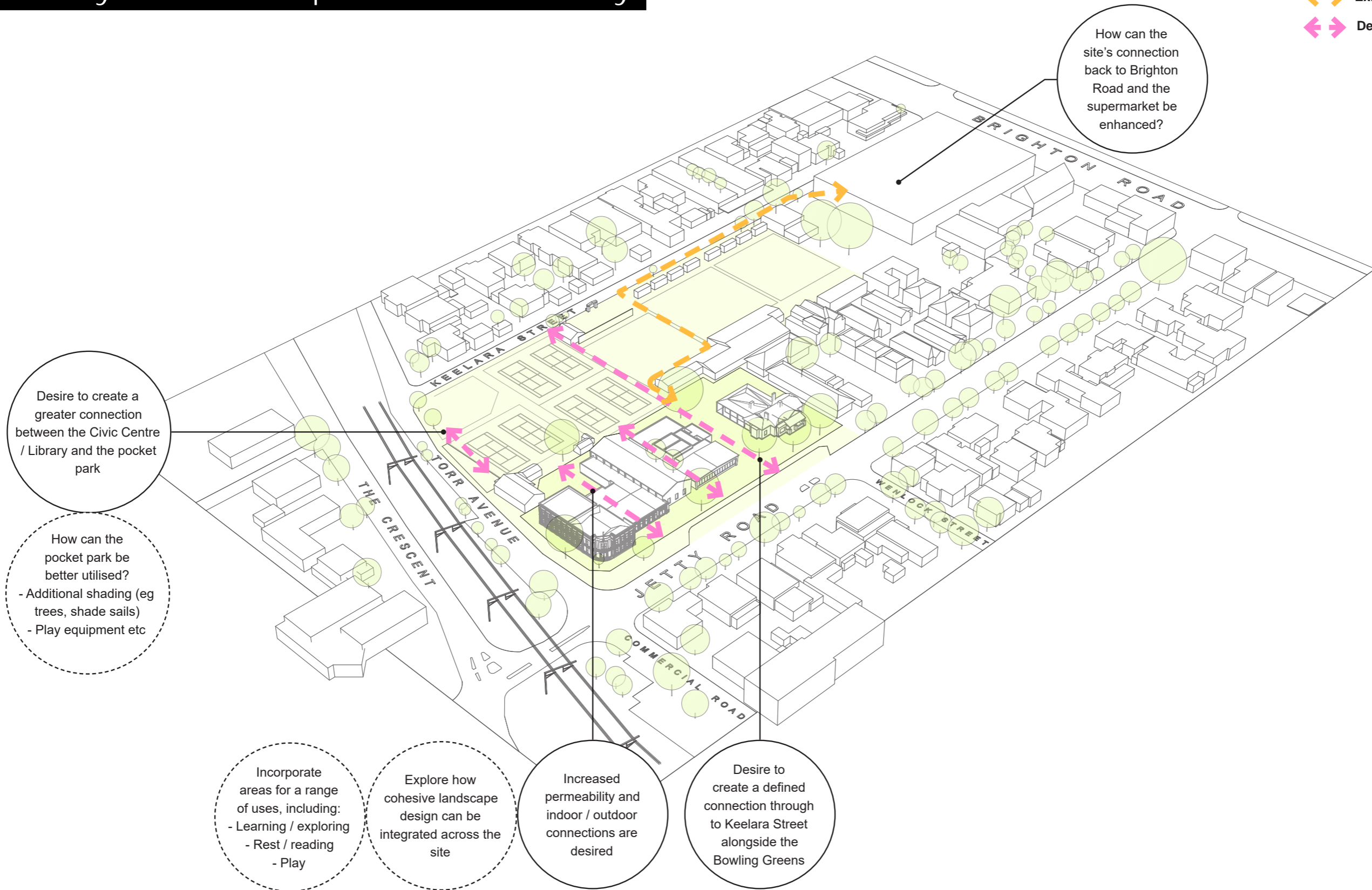




# Site Analysis - Green Space & Connectivity

**LEGEND**

- Existing open space
- Existing Pedestrian Flow
- Desired Pedestrian Flow



# Consultation Analysis - Favourite / Least Favourite

Throughout consultation with Council staff, numerous community groups and stakeholders, we asked them which areas of the site are their favourite or least favourite and why. The responses have been summarised in the below diagram.

**LEGEND**

- Favourite Places
- Least Favourite Places

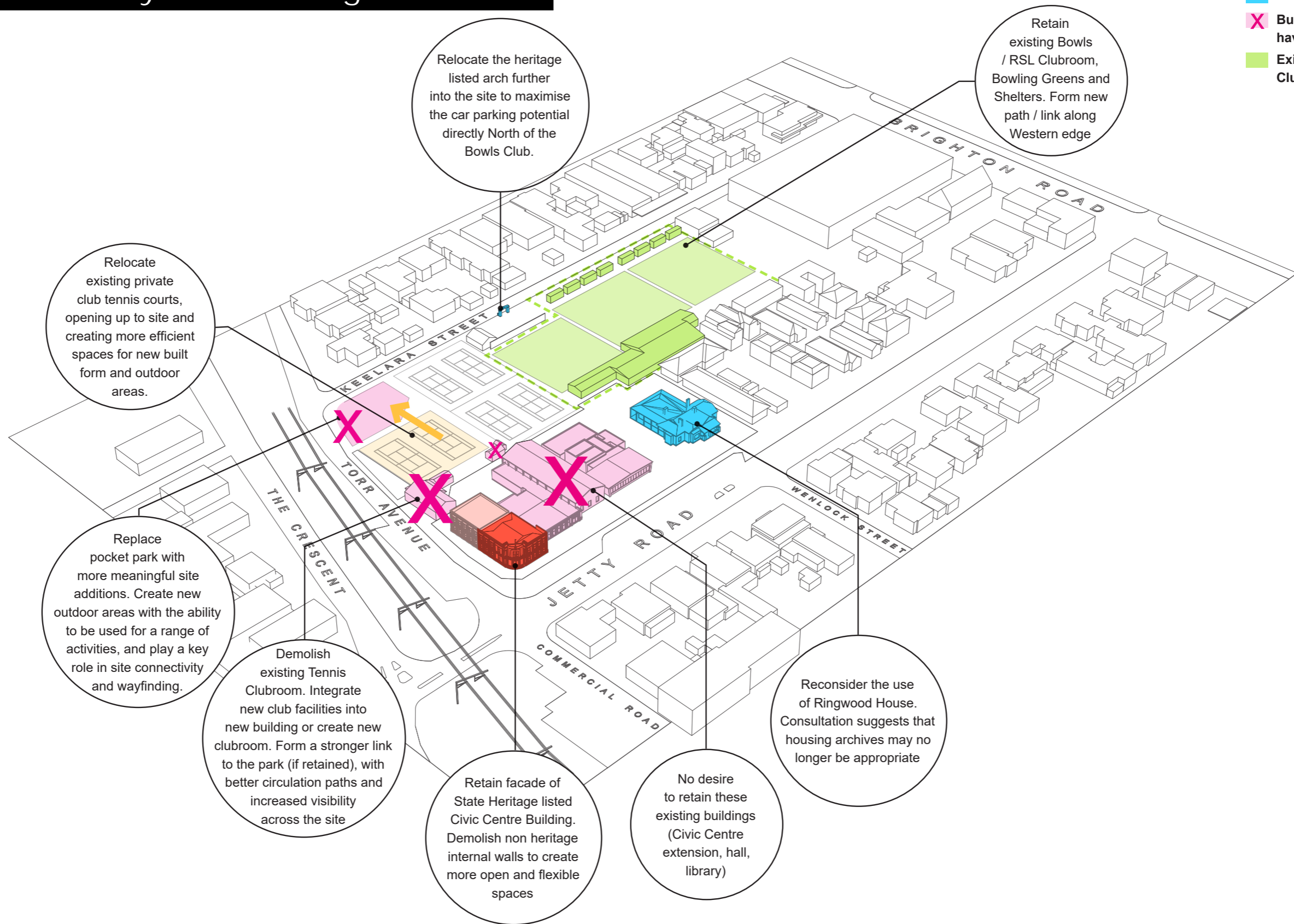




# Consultation Analysis - Existing Built Form

**LEGEND**

- State heritage building
- Local heritage building
- ✕ Buildings identified as having no significant value
- Existing Bowling/RSL Clubrooms



## Data Analysis & Additional Site Notes

Based on the census data from 2016, we have established the following:

- Median age of residents in Brighton is nine years older than the median age of all South Australians. With this being the case ease of accessibility across the site is critical
- The average number of children per household in Brighton is very similar to that of the rest of the State. Incorporating elements across the site, internally and externally for a range of age groups is desired

### Census Data (2016)

Median Age	
City of Brighton	South Australia
49	40

Average People Per Household	
City of Brighton	South Australia
2.2	2.4

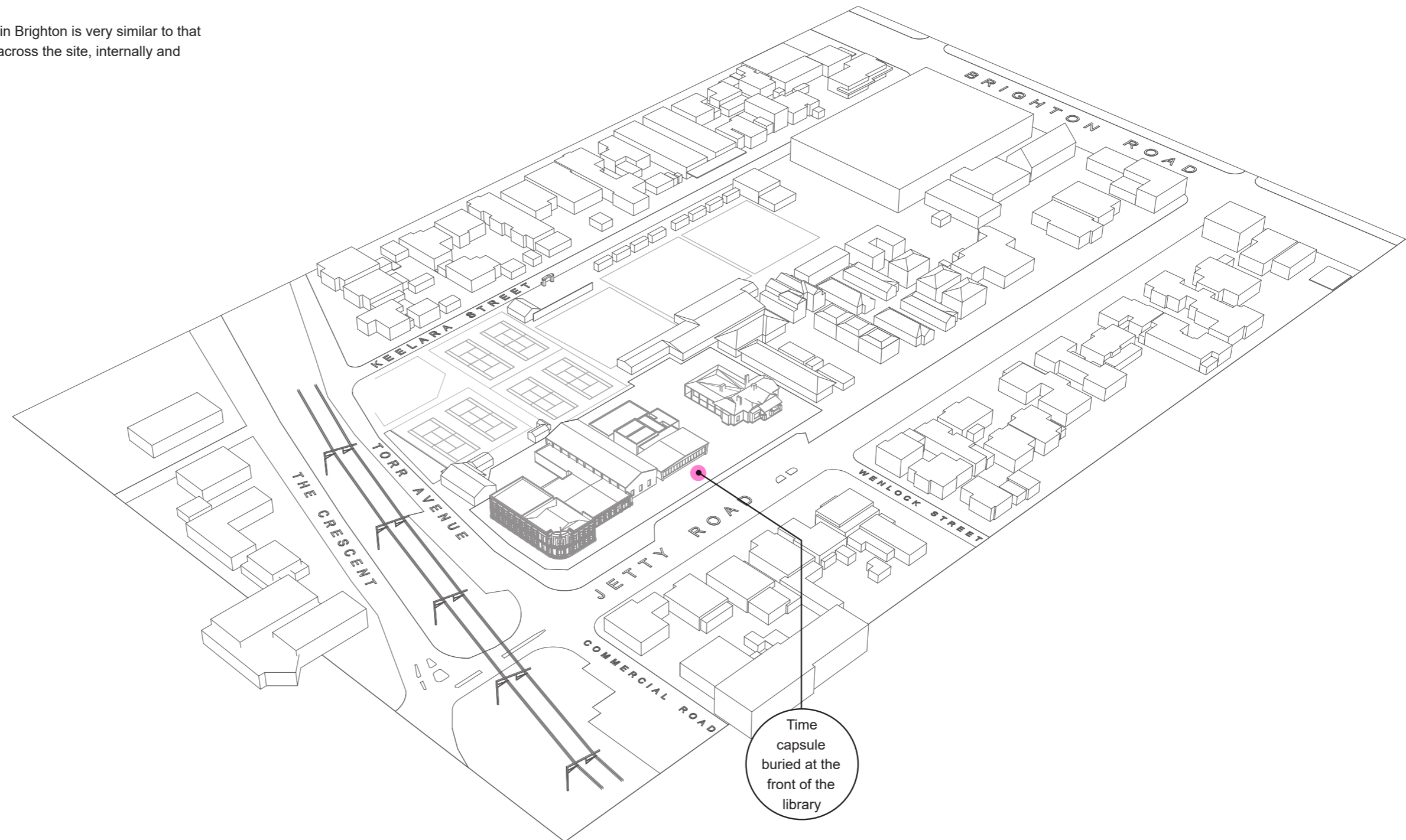
Average Children Per Family	
City of Brighton	South Australia
1.7	1.8

Average Weekly Household Income	
City of Brighton	South Australia
\$1,294	\$1,206

Median Monthly Mortgage Repayments	
City of Brighton	South Australia
\$1,772	\$1,491

Median Weekly Rent	
City of Brighton	South Australia
\$320	\$260

Average Motor Vehicles Per Dwelling	
City of Brighton	South Australia
1.6	1.8



# Outline Project Brief

The below outline project brief has been developed through review of the initial project brief and has been expanded throughout project understanding phase and the co-design process with Council staff, community stakeholders and the project steering committee.

The brief has been broken into a number of key areas that have been identified as highly important to the project.

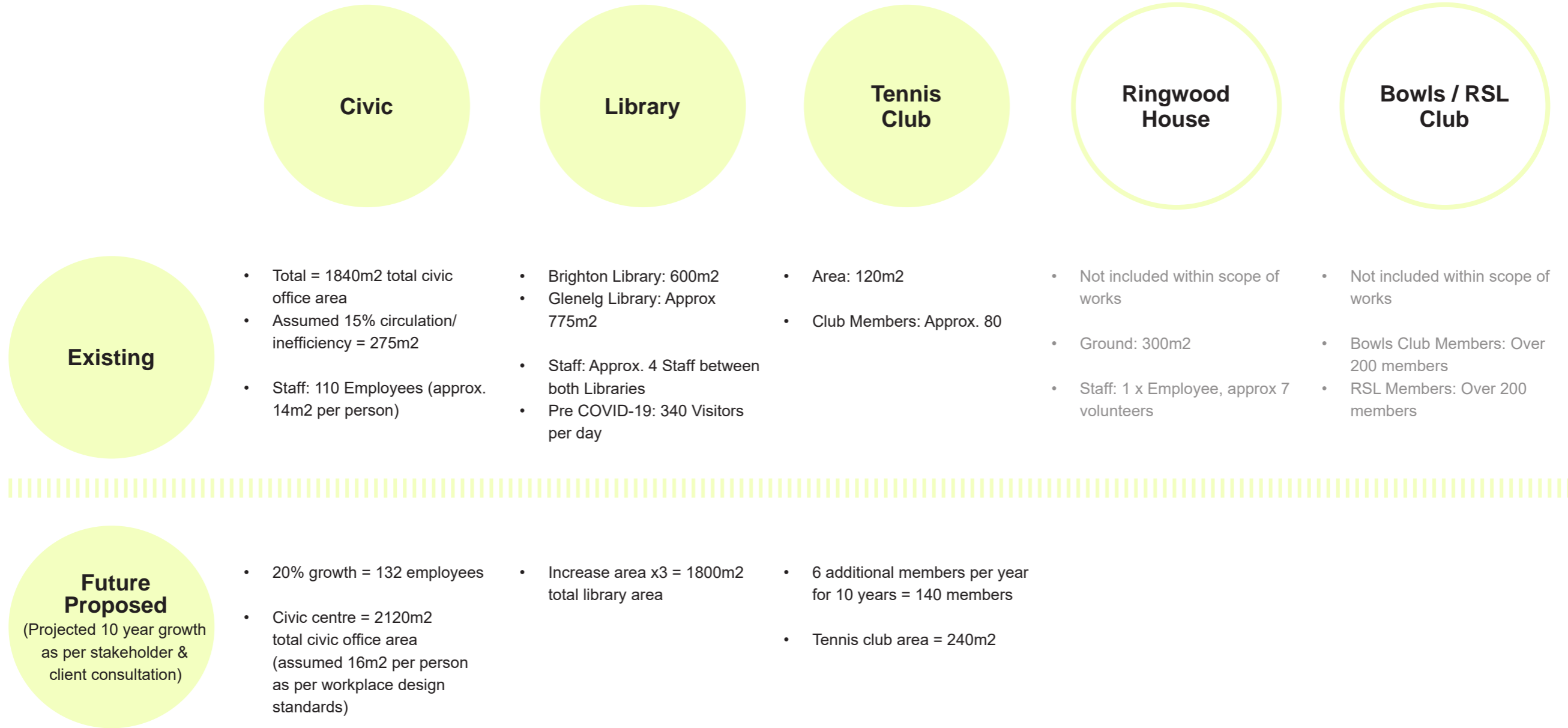




# Current & Future Site Occupancy Numbers

The following occupancy data has been generated through analysing the existing buildings on site and consulting with stakeholder groups to understand desired projected growth.

Through consultation with the client and stakeholder groups, it has been established that the Bowls / RSL club is not included within the scope of works. Ringwood House has also been excluded from the scope of works as it is understood that the current use is to remain.



# Key Project Drivers

**Create a community destination**



**Improve street presence & activation**



**Connect with the sporting precinct**



**Celebrate the heritage of the site**



**Create community outdoor space**



**Improve site access & connectivity**



## Design Option Summary

# 1

### Single Stage Transformation

Transformation of entire site in one stage. Retain only existing heritage buildings and create new building/s to provide additional footprint for future growth of the site.

# 2

### Progressive Transformation

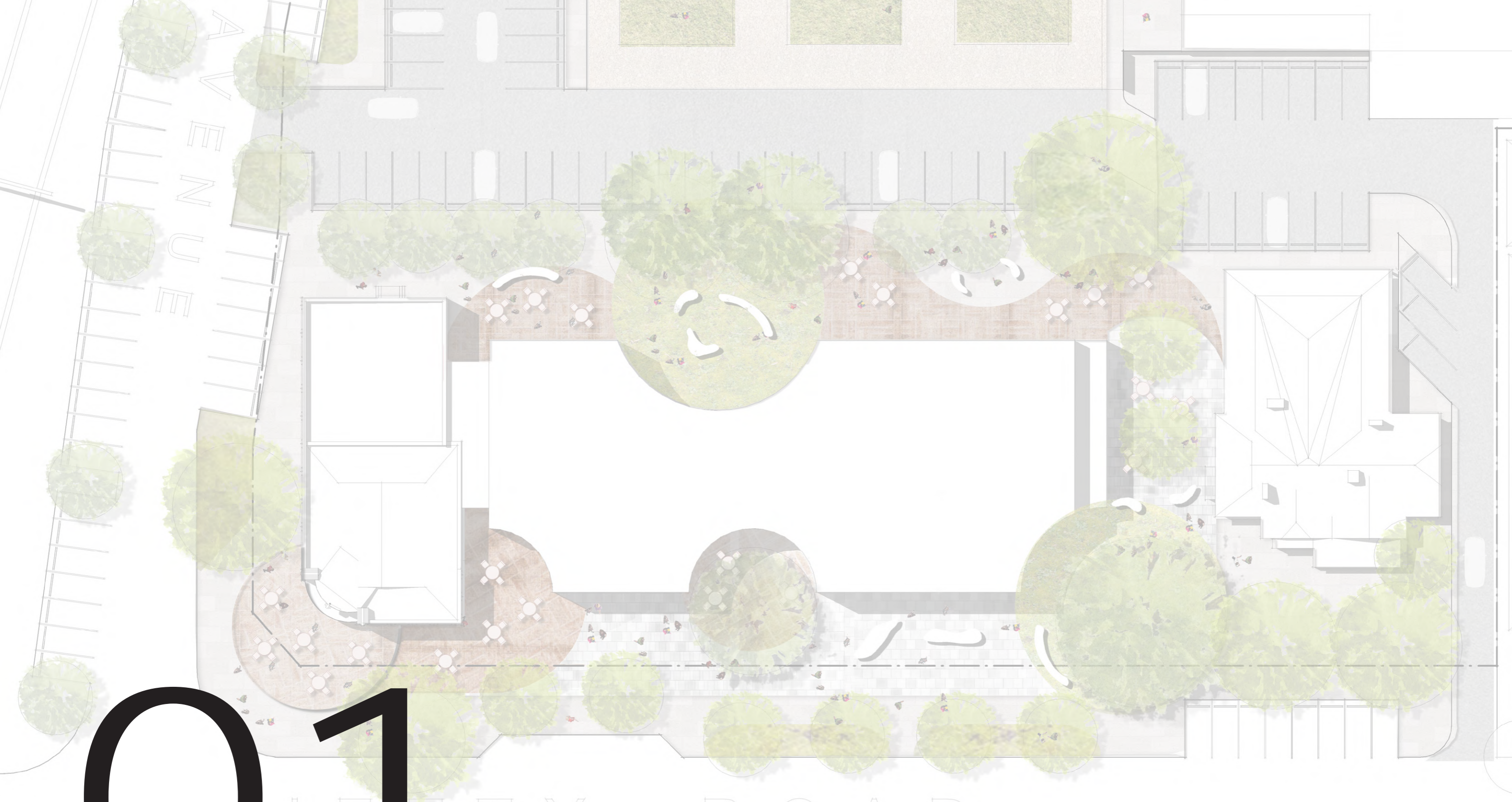
Transformation of entire site in stages. Retain only existing heritage buildings and create new buildings to provide additional footprint for future growth of the site.

# 3

### Light Touch

Refurbishment of existing buildings and infrastructure with smaller additions/alterations. This option aims to meet the aspirations of the outline project brief with minimal cost and impact on the existing building and site infrastructure. This will include refurbishing, renovating and provide additions to the existing buildings.





# 01

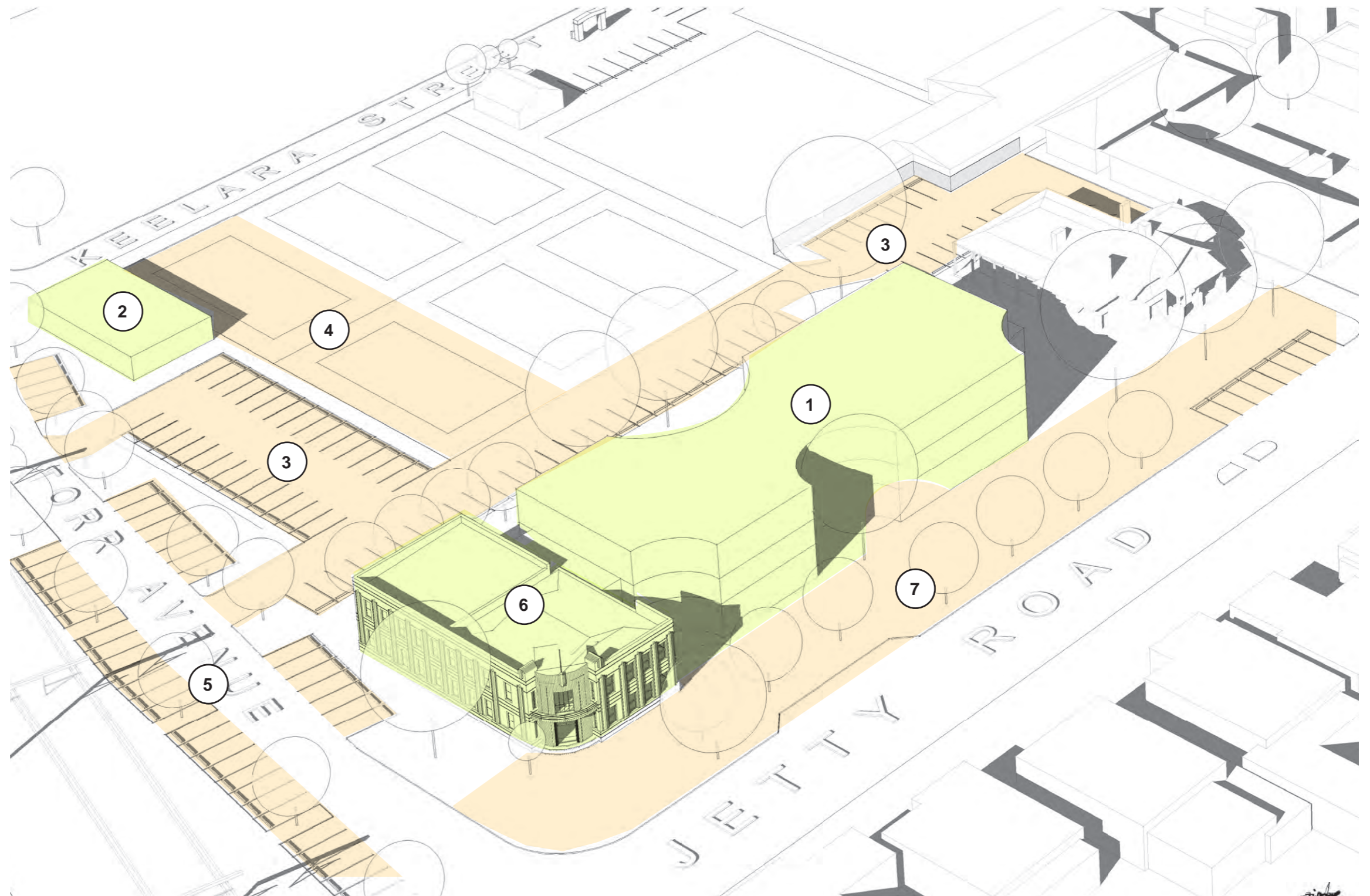
## Single Stage Transformation

Transformation of entire site in one stage. Retain only existing heritage buildings and create new building/s to provide additional footprint for future growth of the site.



## Diagram of works

- 1 Demolish existing single storey civic buildings and library. Build new 3 storey building to house Civic, Library, community & commercial functions
- 2 Demolish existing BBQ shelter within pocket park. Demolish existing tennis club and storage sheds. Build new single storey tennis club room
- 3 Rationalise and create additional at-grade car parking
- 4 Reconfigure tennis courts and fencing
- 5 Reconfigure existing carparking along Torr Avenue to create additional parks
- 6 Refurbish existing heritage building to house community and Library spaces
- 7 Reduce carparking along Jetty Road and create community outdoor plaza and landscaping





**Site Plan**

- Car parking**
- Existing on site: 39 parks
  - Existing surrounds: 68 parks
  - Proposed on site: 74
  - Proposed surrounds: 84 parks



- new tennis clubroom with adjacent street carparking
- new interconnection carpark between tennis and civic/library buildings
- pedestrian pathway created between tennis courts to create north/south connection through site
- reconfigure tennis courts to create a unified tennis precinct
- reconfigure Torr Avenue parking to make more efficient car parks
- new outdoor dining and plaza treatment to create activation and new identity to existing building
- off street bus zone to ease traffic congestion

- north facing plaza with central grass area with indoor/outdoor connection to both buildings
- new 3 storey building adjacent to heritage building to house library, civic and commercial areas
- built form carved away to provide relief to heritage buildings and create outdoor spaces



## Option Summary

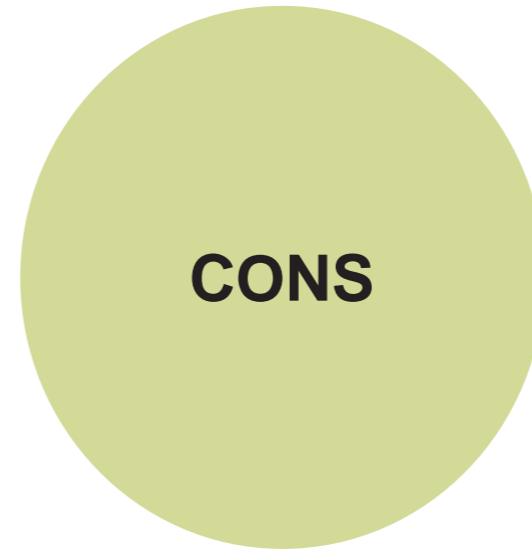


- Gross Building Area: 4380m<sup>2</sup>
- The gross building area is divided into the following areas:
  - 10% Circulation = 438m<sup>2</sup>
  - Civic Office Area = 1800m<sup>2</sup> (110 staff @ 16.3m<sup>2</sup> per person)
  - Library = 1800m<sup>2</sup>
  - Commercial tenancy = 342m<sup>2</sup> (This area can allow for future growth of Council if required one day)
  - Tennis Club = 200m<sup>2</sup>

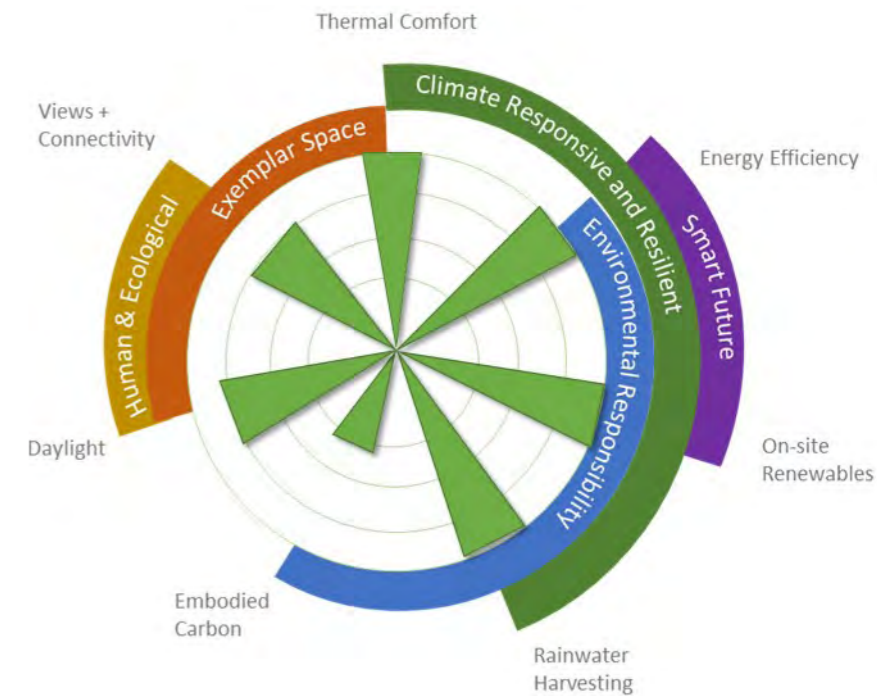
Car parking: 158 total parks



- New consistent street presence created along Jetty Road with one built form expression
- Reducing the street parking along Jetty Road will improve street presence and create community outdoor space
- Northern facade of buildings can open up and connect to outdoor spaces and sports precinct and maximise ESD potential for light and shading
- New northern courtyard created for use by community and staff can also connect to the sporting precinct
- Reconfiguration of tennis courts will create a unified tennis precinct
- Single building can be narrower and allow for a larger northern outdoor area

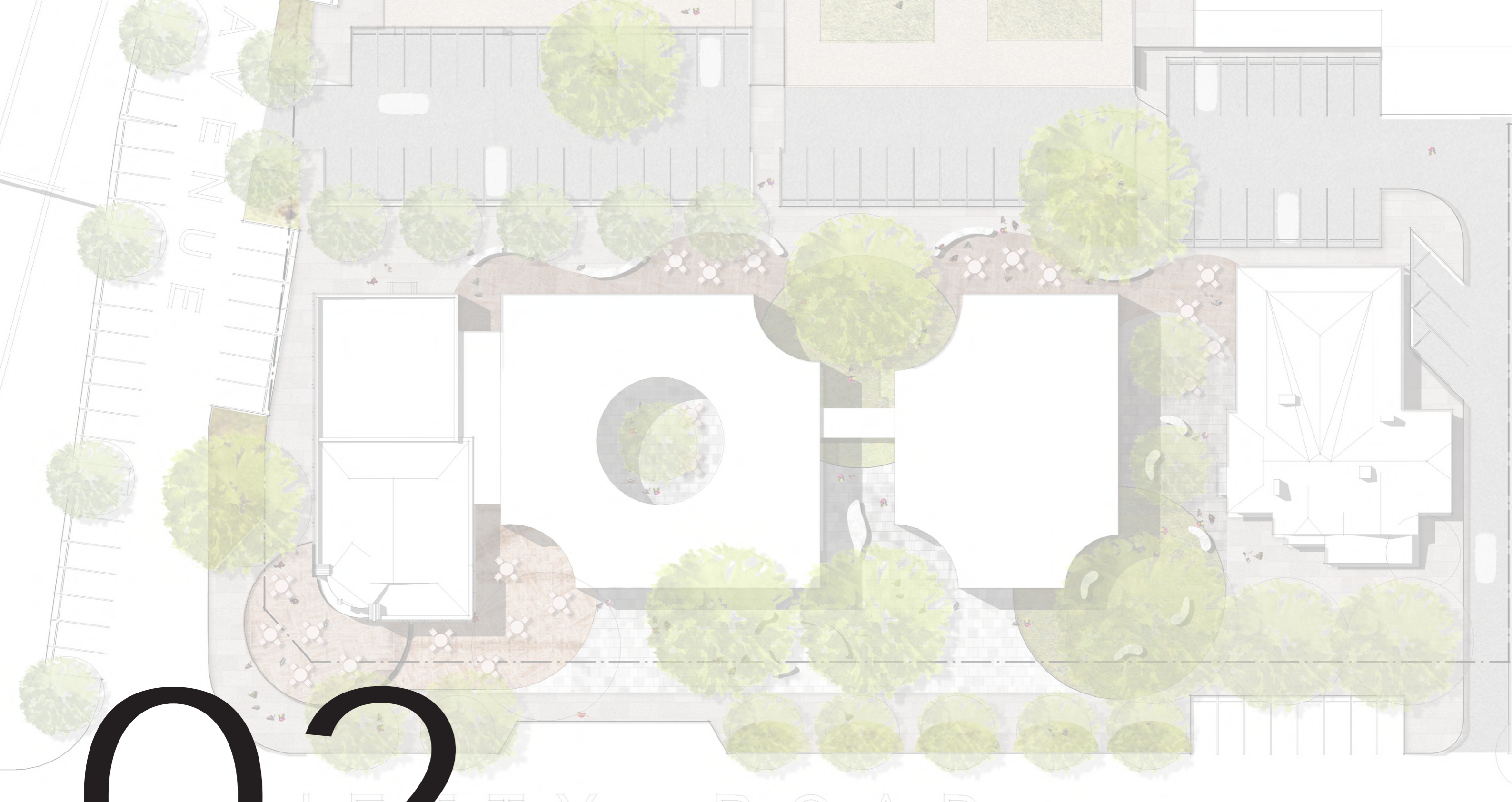


- Minimal Civic and library presence on site during construction
- Additional works required to reconfigure two tennis courts
- Three storey building exceeds the planning envelope of the site
- Removal of one significant tree



- The building massing and landscape integration offers excellent daylight, views, and social and environmental connectivity
- The new building offers the capacity for exemplar thermal performance and energy efficiency, with a lower façade area than Option 2 reducing the building thermal load
- The new roof form offers a greater capacity for on-site renewable energy deployment than Option 2
- The new building scale offers the capacity for the use of new/innovative engineering services systems, including air conditioning and building automation controls
- Rainwater harvesting will be possible at a larger scale, with a greater catchment area than Option 2
- An embodied carbon penalty is introduced with the demolition and removal of the existing buildings and the introduction of new building construction





# 02

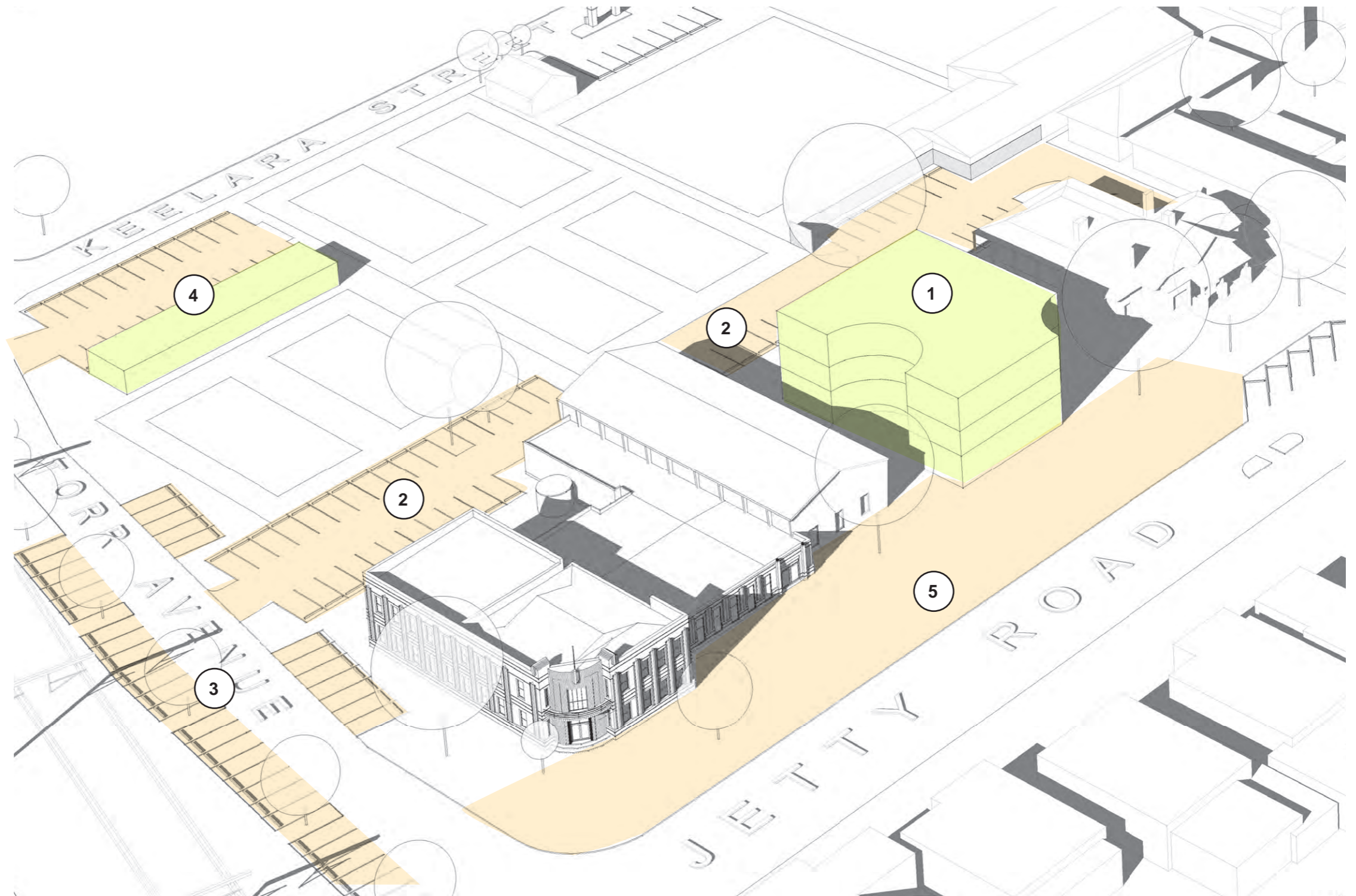
## Progressive Transformation

Transformation of entire site in stages. Retain only existing heritage buildings and create new buildings to provide additional footprint for future growth of the site.



## Diagram of works - Stage 1

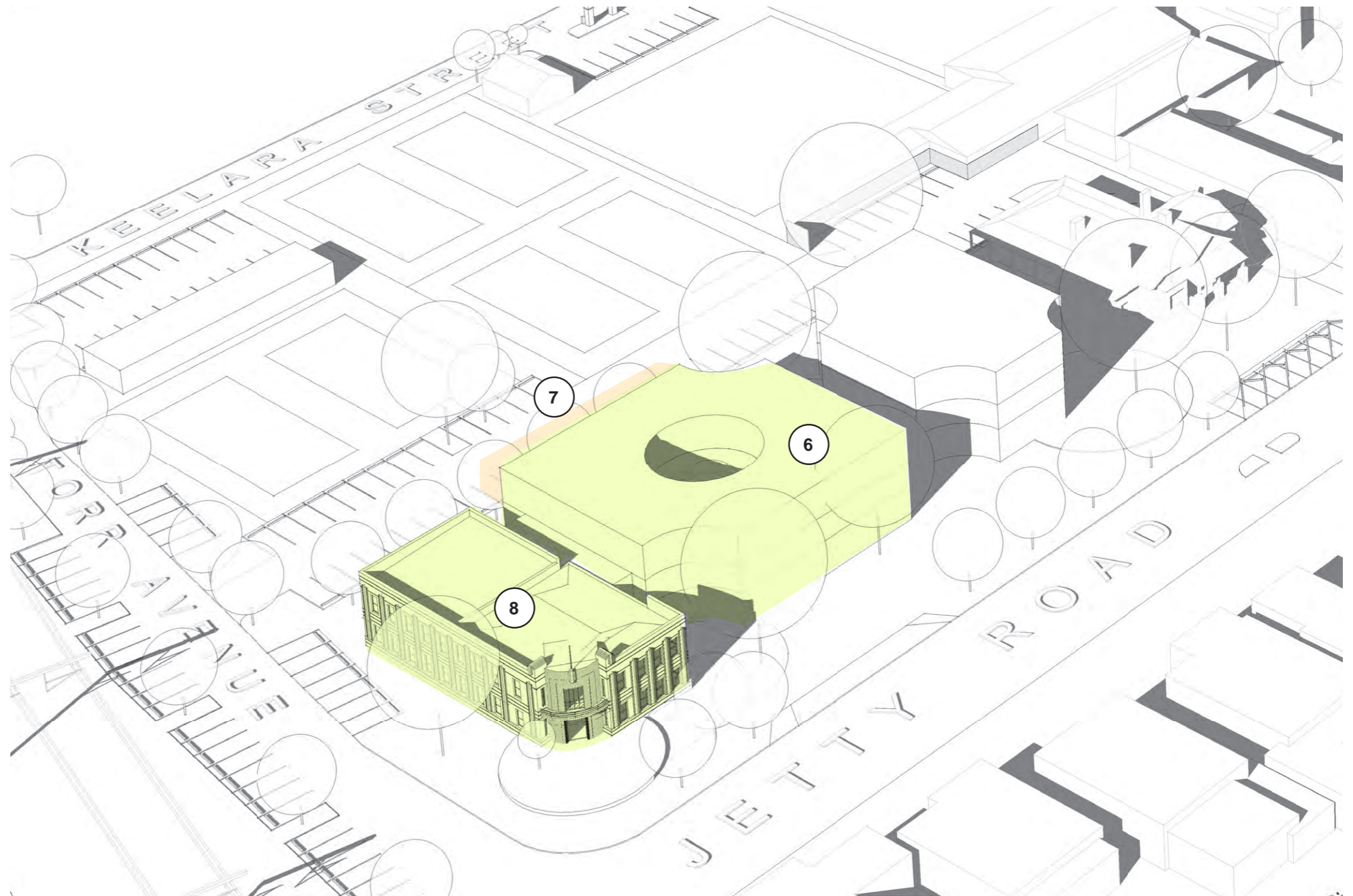
- 1 Demolish existing library & build new 3 storey building
- 2 Rationalise and create additional at-grade car parking
- 3 Reconfigure existing carparking along Torr Avenue to create additional parks
- 4 Demolish existing tennis club, build new clubrooms & car parking within existing pocket park
- 5 Reduce carparking along Jetty Road and create community outdoor plaza and landscaping





## Diagram of works - Stage 2

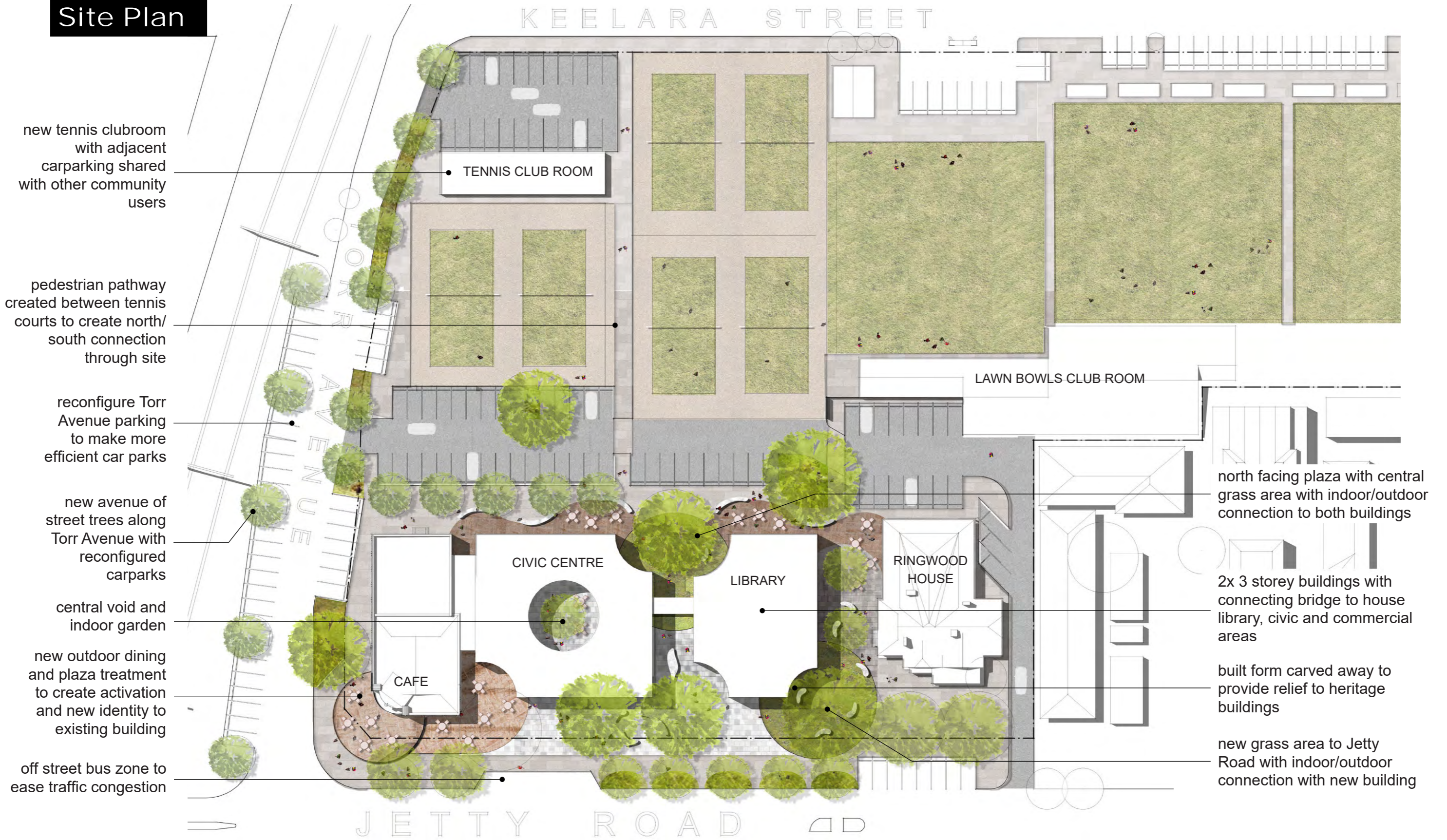
- 6 Demolish existing buildings and build new 3 storey building for Civic, Library & Commercial use. New building to have internal courtyard and external relief areas to provide indoor and outdoor community spaces
- 7 Create additional car spaces within existing car park where building is being demolished
- 8 Refurbish existing heritage building to house community and Library spaces





Site Plan

- Car parking**
- Existing on site: 39 parks
  - Existing surrounds: 68 parks
  - Proposed on site: 81
  - Proposed surrounds: 76 parks



new tennis clubroom with adjacent carparking shared with other community users

pedestrian pathway created between tennis courts to create north/south connection through site

reconfigure Torr Avenue parking to make more efficient car parks

new avenue of street trees along Torr Avenue with reconfigured carparks

central void and indoor garden

new outdoor dining and plaza treatment to create activation and new identity to existing building

off street bus zone to ease traffic congestion

north facing plaza with central grass area with indoor/outdoor connection to both buildings

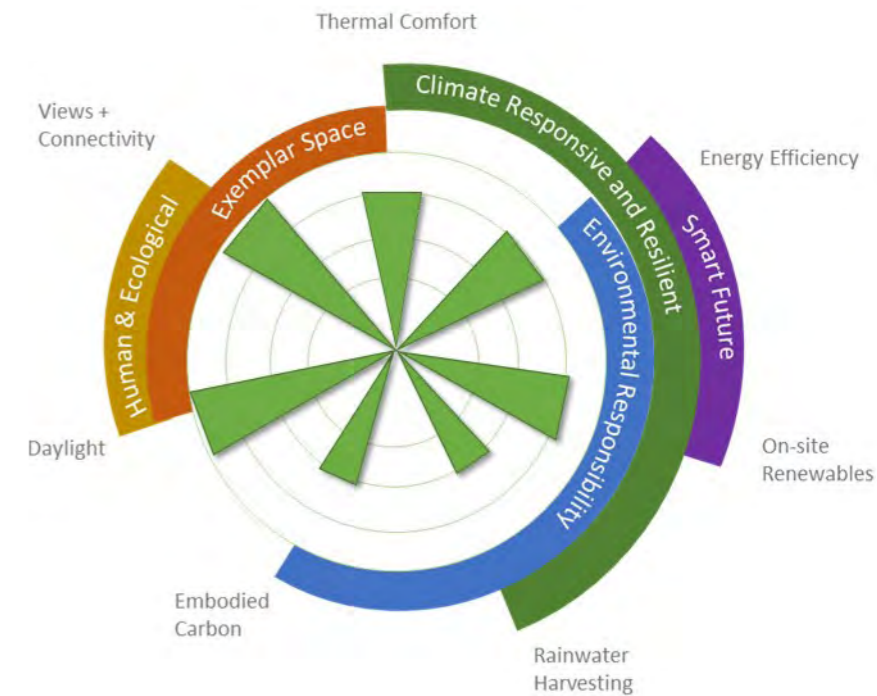
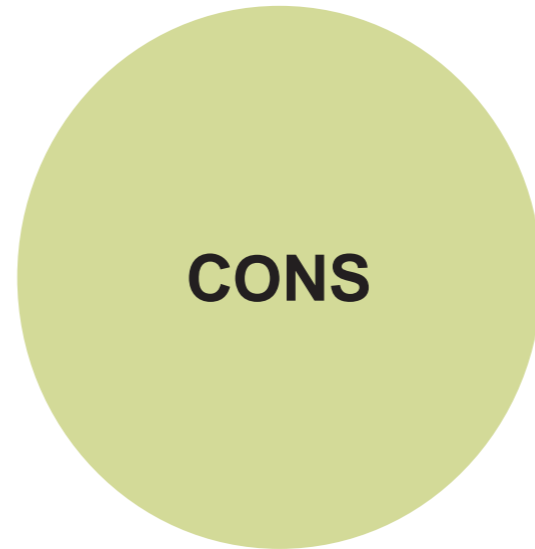
2x 3 storey buildings with connecting bridge to house library, civic and commercial areas

built form carved away to provide relief to heritage buildings

new grass area to Jetty Road with indoor/outdoor connection with new building



# Option Summary



Gross Building Area: 4390m<sup>2</sup>

The gross building area is divided into the following areas:

- 10% Circulation = 439m<sup>2</sup>
- Civic Office Area = 1800m<sup>2</sup> (110 staff @ 16.3m<sup>2</sup> per person)
- Library = 1800m<sup>2</sup>
- Commercial tenancy = 350m<sup>2</sup> (This area can allow for future growth of Council if required one day)
- Tennis Club = 200m<sup>2</sup>

Carparking: 157 total parks

- Circulation between new buildings and Ringwood House will connect Jetty Road and sports precinct
- Improved street presence and community outdoor space created along Jetty Road by reducing the street parking
- Northern facade of buildings can open up and connect to new outdoor space and sport precinct
- Northern orientation of building can maximise ESD potential for light and shading
- New internal and external courtyards created can be use by community and staff
- Opportunity for new interface with Ringwood House with indoor/outdoor spaces
- Ability to stage works and retain Civic staff on site
- Retain all tennis courts in existing position

- No library presence on site during stage 1 construction
- Three storey building exceeds the planning envelope of the site
- Most expensive option due to staging of works
- Multiple lifts in different locations will be required, increasing maintenance costs
- Longest disruption period

- The building massing and landscape integration offers exemplar daylight, views, and social and environmental connectivity
- The predominantly new buildings offer the capacity for high thermal performance and energy efficiency
- The new roof forms offer greater capacity for on-site renewable energy deployment
- The new building scale offers the capacity for the use of new/innovative engineering services systems, including air conditioning and building automation controls
- Rainwater harvesting will be possible at a larger scale
- An embodied carbon penalty is introduced with the demolition and removal of the existing buildings and the introduction of new building construction



# Visualisation







# 03

## Light Touch

Refurbishment of existing buildings and infrastructure with smaller additions/alterations. This option aims to meet the aspirations of the outline project brief with minimal cost and impact on the existing building and site infrastructure. This will include refurbishing, renovating and provide additions to the existing buildings.



## Diagram of works

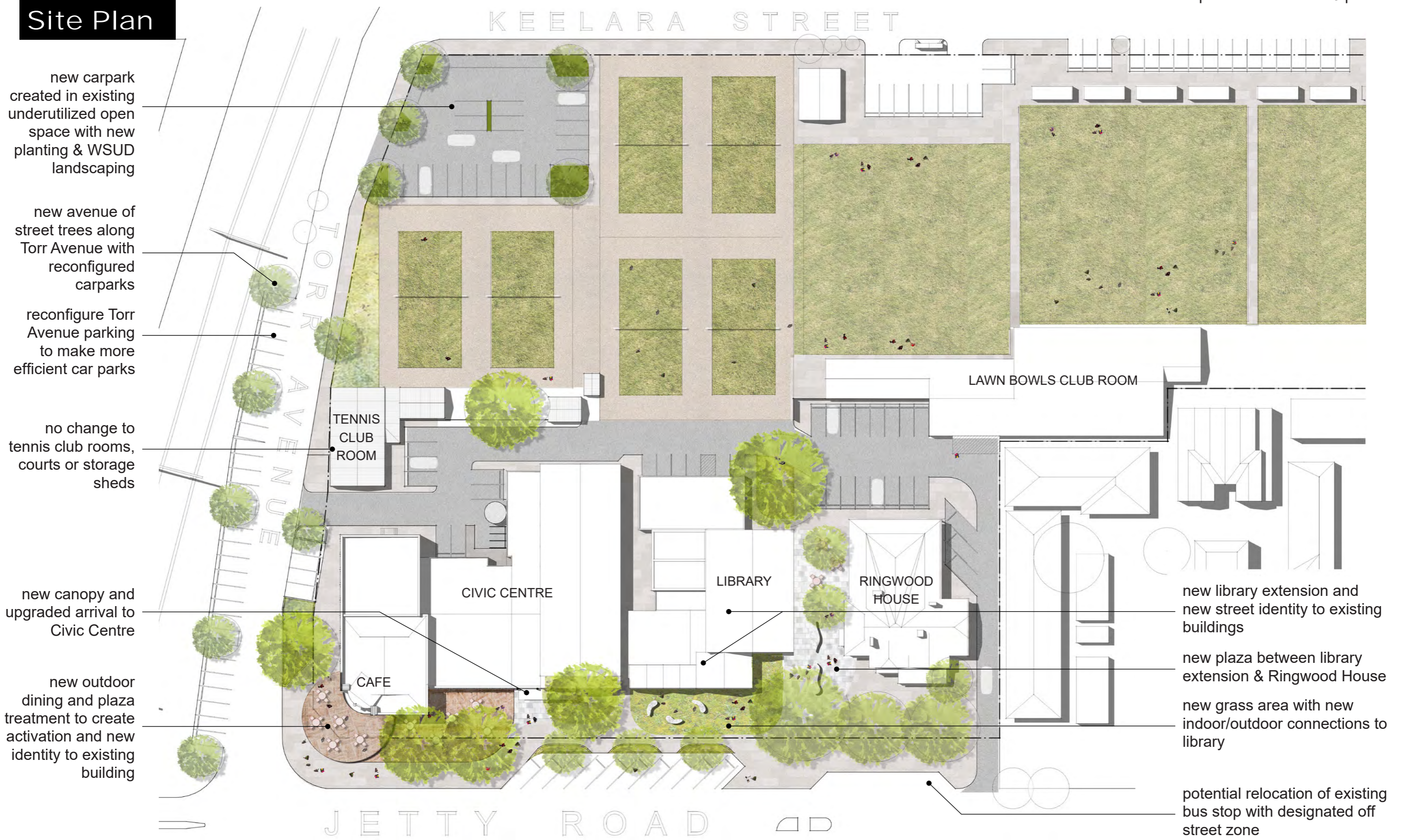
- 1 New lift to existing civic building
- 2 Upgrade existing building entrances to be DDA compliant
- 3 Install new mezzanine with stair & lift access, medium/heavy refurbishment to lower level
- 4 Upgrade existing at-grade car parking, footpaths, kerbing, etc.
- 5 Demolish existing BBQ shelter & provide additional car parking within existing pocket park with WSUD landscaping
- 6 Relocate existing offices to new mezz. & create small retail space with outdoor dining & DDA compliant entry
- 7 Light/medium refurbishment to remaining Civic building
- 8 Medium/heavy refurbishment to existing library space
- 9 Remove existing tree and create new extension to library with connections through to existing building with new outdoor space between Ringwood House
- 10 Reduce carparking along Jetty Road and create community outdoor plaza and landscaping
- 11 Reconfigure existing carparking along Torr Avenue to create additional parks
- 12 New facade to existing buildings to improve identity & activate street





**Site Plan**

- Car parking**
- Existing on site: 39 parks
  - Existing surrounds: 68 parks
  - Proposed on site: 58
  - Proposed surrounds: 70 parks



new carpark created in existing underutilized open space with new planting & WSUD landscaping

new avenue of street trees along Torr Avenue with reconfigured carparks

reconfigure Torr Avenue parking to make more efficient car parks

no change to tennis club rooms, courts or storage sheds

new canopy and upgraded arrival to Civic Centre

new outdoor dining and plaza treatment to create activation and new identity to existing building

new library extension and new street identity to existing buildings

new plaza between library extension & Ringwood House

new grass area with new indoor/outdoor connections to library

potential relocation of existing bus stop with designated off street zone



# Option Summary



Gross Building Area: 3370m<sup>2</sup>

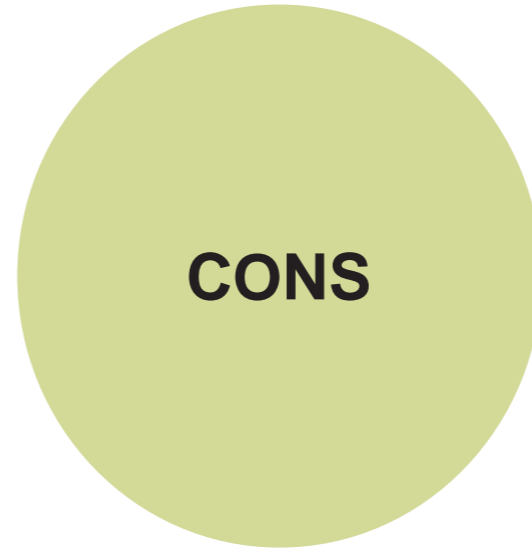
The gross building area is divided into the following areas:

- 15% Circulation for existing Civic building = 330m<sup>2</sup>
- 10% Circulation for Library = 114m<sup>2</sup>
- Civic Office Area = 1780m<sup>2</sup> (110 staff @ 16m<sup>2</sup> per person)
- Library = 1026m<sup>2</sup>
- Commercial tenancy = 90m<sup>2</sup>
- Tennis Club = 120m<sup>2</sup> (No change)

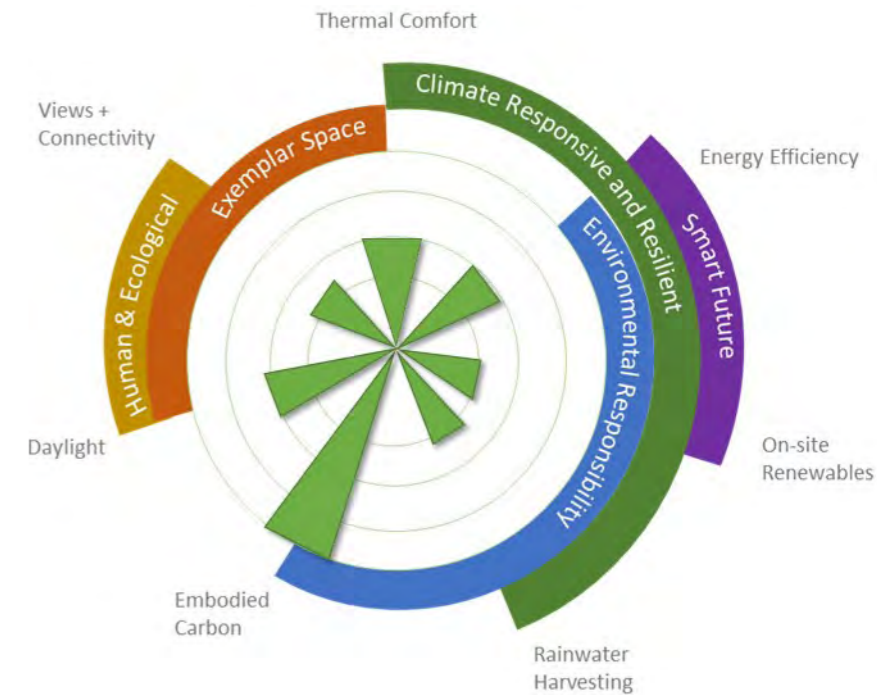
Carparking: 128 total parks



- Lower project cost
- Less disruption to Civic and Library services
- Retain all existing buildings



- Limited ability to create a Community Hub or for future growth of Civic and Library services
- Limited opportunity for commercial tenancy and additional revenue for Council
- Limited opportunity for indoor/outdoor connections from existing buildings
- 3 lifts required to access 3 separate upper levels
- Loss of public open space



- The re-use of buildings and structure is a significant sustainability advantage for this option
- While the facades and internal spaces can be adapted to improve daylight access and thermal efficiency, the existing buildings will remain a constraint on very high performance, with reduced daylight access, reduced energy efficiency, and reduced social and environmental connectivity
- The deployment of on-site renewable energy systems will be limited by the existing roof areas (so little if any additional solar PV will be practicable)
- Rainwater harvesting will be limited to the existing capacity
- A light touch refurbishment may place a limit on the introduction of new engineering services solutions, such as centralised and low global warming air conditioning

# Visualisation





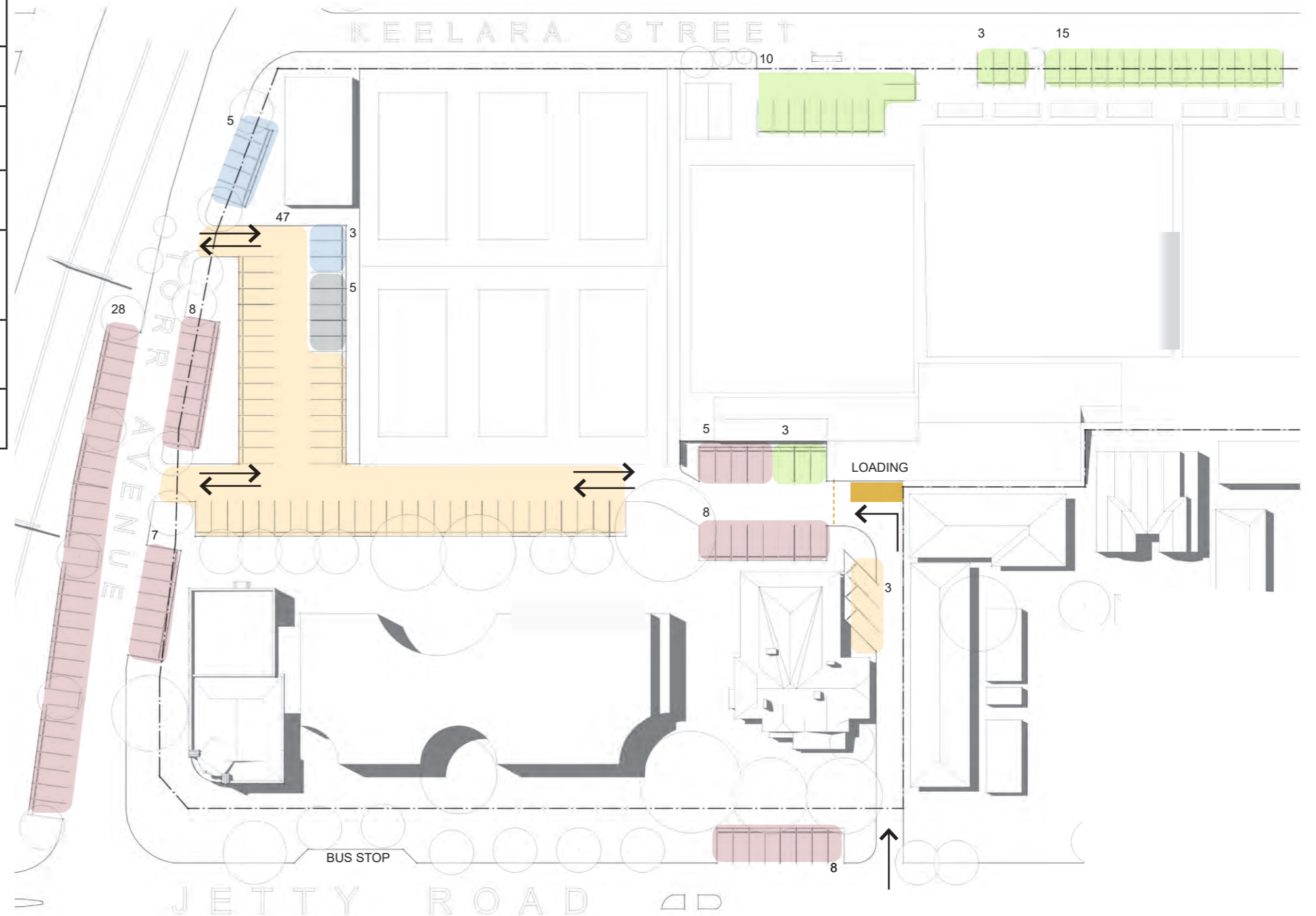


# Option 01 - Traffic Summary

Type of Building Area & Associated Parking Rate	Proposed Building Area	Recommended No. of cars	Proposed No. of cars
Office: 4 spaces per 100m2	1800m2	72 car parks	47 car parks
Ringwood House: 4 spaces per 100m2	300m2	12 car parks	3 car parks
Library: 4 spaces per 100m2	1800m2	72 car parks	64 car parks
Commercial: 4 spaces per 100m2	342m2	14 car parks	5 car parks
Tennis: 4 parks per court	6 courts	24 car parks	8 car parks (plus shared use with bowls & Library parks)
Bowls: 10 parks per green	3 greens	30 car parks	31 car parks (plus shared use with tennis parks)
<b>Total Car Parks</b>		<b>224 car parks</b>	<b>158 car parks</b>

**LEGEND**

- Office / Ringwood House
- Library
- Commercial / Retail
- Tennis
- Bowls
- Loading / waste zone
- ← Direction of traffic

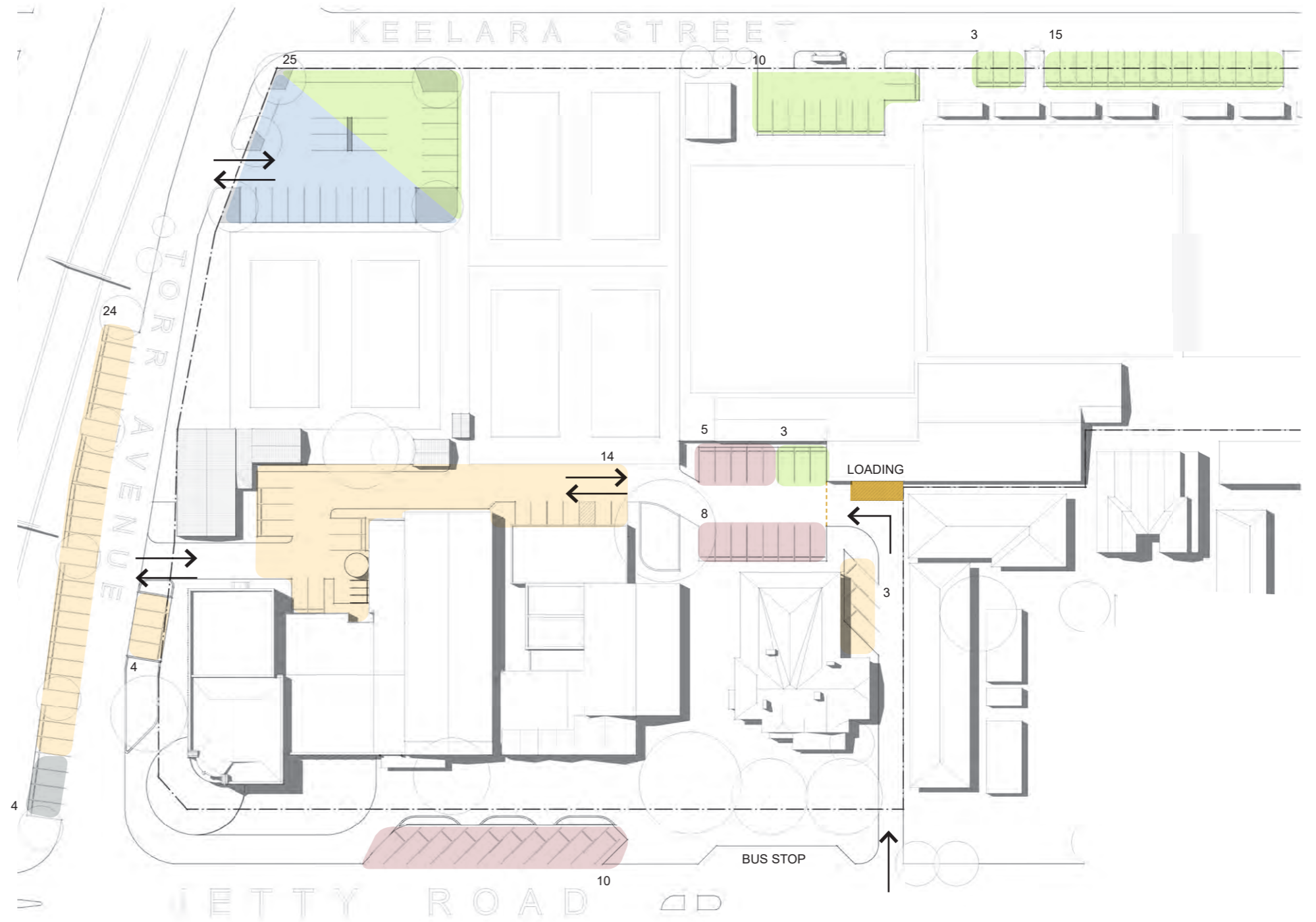


## Option 3 - Traffic Summary

Type of Building Area & Associated Parking Rate	Proposed Building Area	Recommended No. of cars	Proposed No. of cars
Office: 4 spaces per 100m <sup>2</sup>	1780m <sup>2</sup>	72 car parks	42 car parks
Ringwood House: 4 spaces per 100m <sup>2</sup>	300m <sup>2</sup>	12 car parks	3 car parks
Library: 4 spaces per 100m <sup>2</sup>	1140m <sup>2</sup>	46 car parks	23 car parks
Commercial: 4 spaces per 100m <sup>2</sup>	90m <sup>2</sup>	4 car parks	4 car parks
Tennis: 4 parks per court	6 courts	24 car parks	25 car parks (plus shared use with bowls parks)
Bowls: 10 parks per green	3 greens	30 car parks	31 car parks (plus shared use with tennis parks)
<b>Total Car Parks</b>		<b>188 car parks</b>	<b>128 car parks</b>

**LEGEND**

- Office / Ringwood House
- Library
- Commercial / Retail
- Tennis
- Bowls
- Loading / waste zone
- Direction of traffic



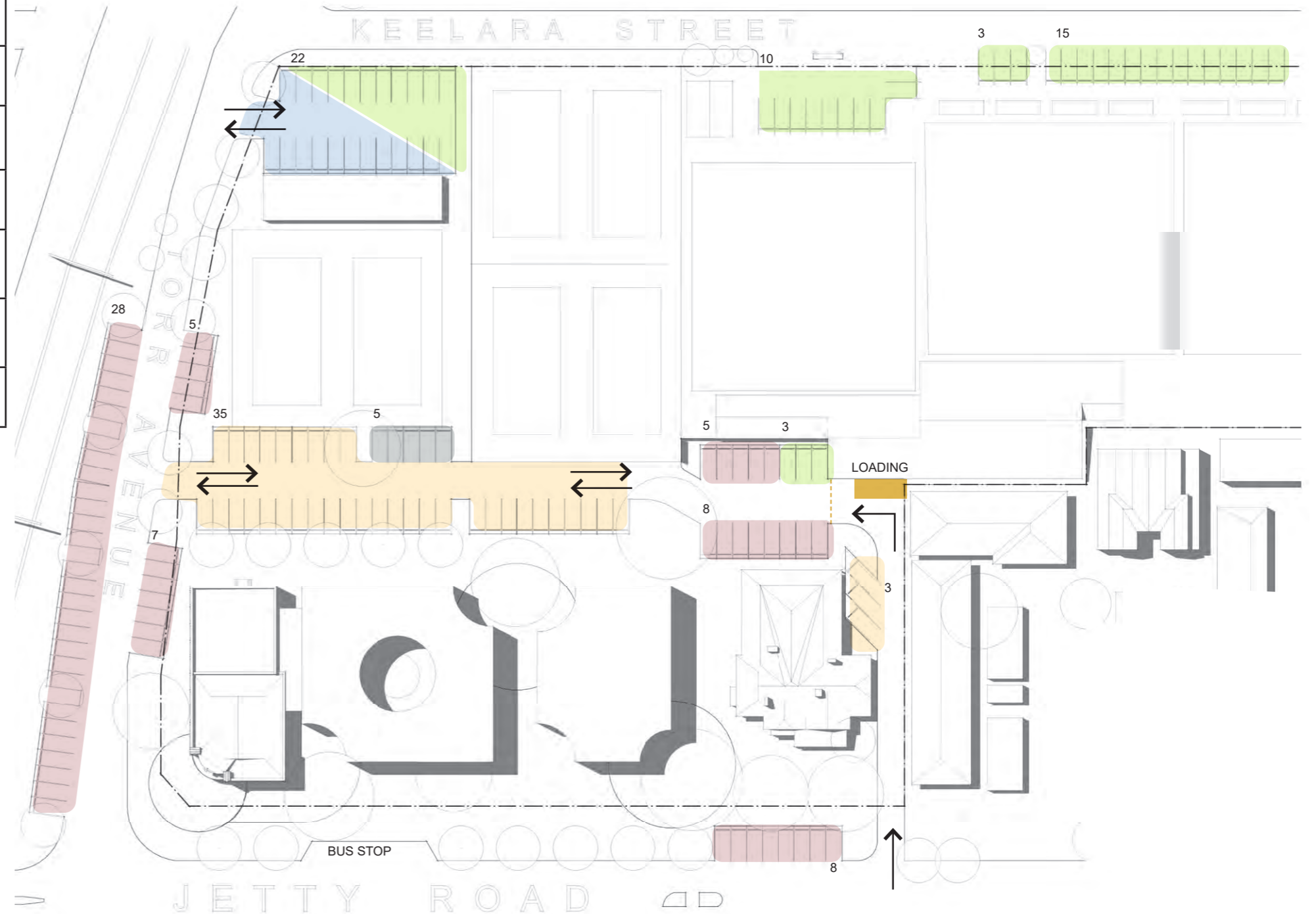


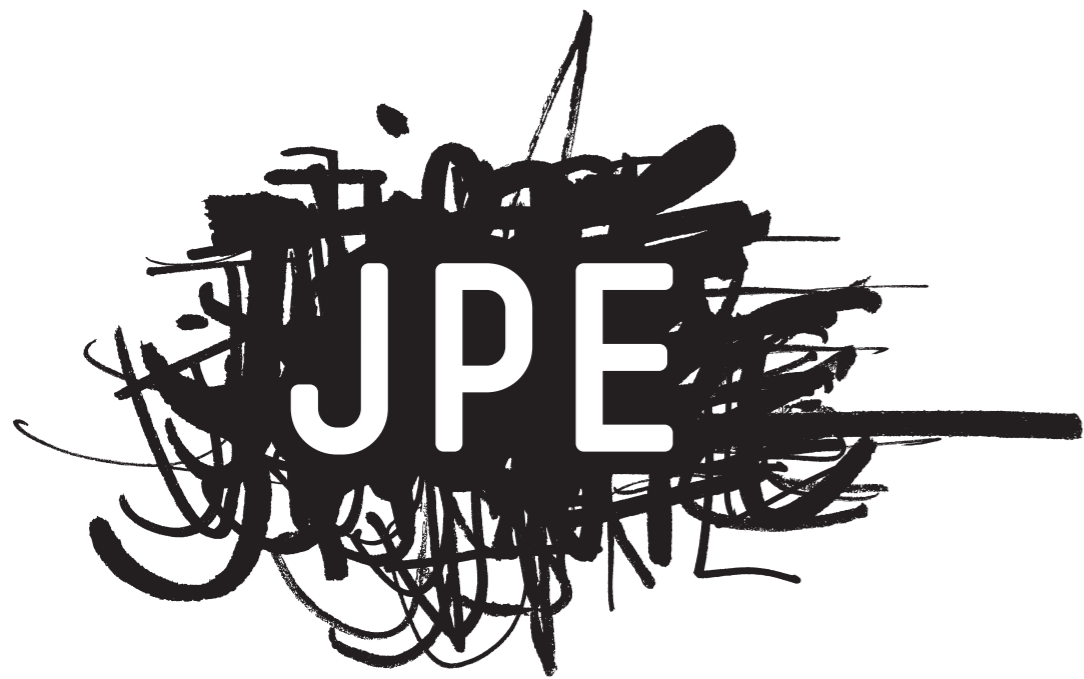
## Option 2 - Traffic Summary

Type of Building Area & Associated Parking Rate	Proposed Building Area	Recommended No. of cars	Proposed No. of cars
Office: 4 spaces per 100m <sup>2</sup>	1800m <sup>2</sup>	72 car parks	35 car parks
Ringwood House: 4 spaces per 100m <sup>2</sup>	300m <sup>2</sup>	12 car parks	3 car parks
Library: 4 spaces per 100m <sup>2</sup>	1800m <sup>2</sup>	72 car parks	61 car parks
Commercial: 4 spaces per 100m <sup>2</sup>	350m <sup>2</sup>	14 car parks	5 car parks
Tennis: 4 parks per court	6 courts	24 car parks	22 car parks (plus shared use with bowls parks)
Bowls: 10 parks per green	3 greens	30 car parks	31 car parks (plus shared use with tennis parks)
<b>Total Car Parks</b>		<b>224 car parks</b>	<b>157 car parks</b>

**LEGEND**

- Office / Ringwood House
- Library
- Commercial / Retail
- Tennis
- Bowls
- Loading / waste zone
- Direction of traffic





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Level 4/19 Gilles Street,  
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Item No: 15.4

Subject: **STRATEGIC PLAN – APPROVAL**

Date: 9 November 2021

Written By: Manager, Strategy and Governance

General Manager: Strategy and Corporate, Ms P Jackson

---

## **SUMMARY**

The *Local Government Act 1999* (the Act) requires Council to undertake a comprehensive review of its strategic management plans within two years after each general election. As the last general election was held in November 2018, a review of the current strategic plan - *Our Place 2030* - was undertaken and received by Council in February 2021 (Report No 60/21). The review recommended that a new strategic plan be developed, which was provided for Council's consideration as a draft in June 2021 (Report No 208/21).

Section 122(6) of the Act requires that "members of the public are given a reasonable opportunity to be involved in the development and review of its strategic management plans". An engagement process was undertaken between 12 July and 8 August 2021 via both digital and analogue methods.

Comments were received and incorporated, to form a proposed final Strategic Plan. It is therefore recommended that Council now accept this Strategic Plan for commencement from 1 January 2022.

---

## **RECOMMENDATION**

### **That Council:**

- 1. endorses the Strategic Plan *Our Holdfast 2050+*, subject to any minor typographical corrections that may be required; and**
  - 2. approves the Strategic Plan *Our Holdfast 2050+* commence from 1 January 2022.**
- 

## **COMMUNITY PLAN**

Culture: Enabling High Performance



**COUNCIL POLICY**

Not applicable.

**STATUTORY PROVISIONS**

*Local Government Act 1999*

**BACKGROUND**

Since 2016, Council's Strategic Plan has been *Our Place 2030*.

The *Local Government Act 1999* (the Act) requires Council to undertake a comprehensive review of its strategic management plans within two years after each general election. As the last general election was held in November 2018, the review would have been due in November 2020, however, due to *Public Health Emergency Notice No 4*, councils had until the end of February 2021 to complete this requirement.

A review of *Our Place 2030* was undertaken (Report 60/21) concurrent with separate reviews of Council's Asset Management Plans (Reports 306/20, 333/20 and 34/21) and Long Term Financial Plan (via the Annual Business Planning process).

While the City of Holdfast Bay has had a legislatively compliant strategic framework in place for a number of years and the current strategic plan *Our Place* has a time horizon of 2030, the review concluded that substantial changes have occurred in the operating environment since the current strategic plan was adopted.

These changes include legislative changes (for example, the planning and development framework), strategic changes (for example, the adoption of significant new strategies by Council) and organisational changes (for example, significant appointments and departures).

Additionally, the outbreak of COVID-19 demonstrated the importance of organisational agility and highlighted a number of pressure points in the City (for example, potential future service needs, economic resilience, and availability of open space).

The review recommended that a new strategic plan be developed, which was provided for Council's consideration as a draft in June 2021 (Report No 208/21).

Key changes from the existing Strategic Plan *Our Place 2030* included:

- Change in vision;
- Change in focus from community and organisation to community only;
- Change from five discipline-based pillars to three inter-disciplinary focus areas;
- Reduction in the number of objectives (from 20 to 15) and targets/measures (from 43 to 15); and
- Extension of the planning time horizon, via the addition of aspirational 'sign posts'.

## REPORT

Section 122(6) of the Act requires that “members of the public are given a reasonable opportunity to be involved in the development and review of its strategic management plans”.

An engagement process was initially planned for 21 days but was extended by a week due to a COVID-19 lockdown. The engagement process was undertaken between 12 July and 8 August 2021.

Advertising to alert people to the consultation was undertaken via:

- direct email to the engagement database;
- advertising at the Brighton and Bayside Shopping Centres using illustrations provided by St Peter’s Woodlands Year 4 class (who responded to an earlier invitation to provide their views about their ideal future city); and
- social media posts, including a short video of the students who provided illustrations, discussing their ideas.

Engagement activities included a range of on-line and analogue activities, including:

- an online survey via YourHoldfast;
- interactive poster displays using the illustrations developed at the Elected Member and Leadership Team planning sessions at Brighton and Glenelg libraries;
- hard copies of the survey at libraries, the Civic Centre, and by request; and
- a workshop with students of Sacred Heart College.

Staff engagement has commenced, with a series of information sessions beginning 16 June and continuing throughout the month.

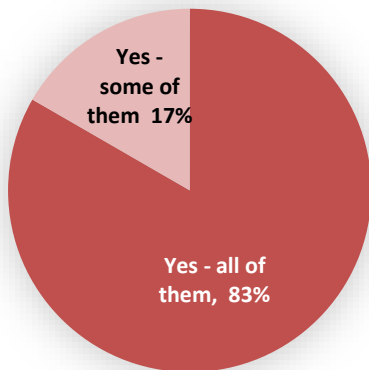
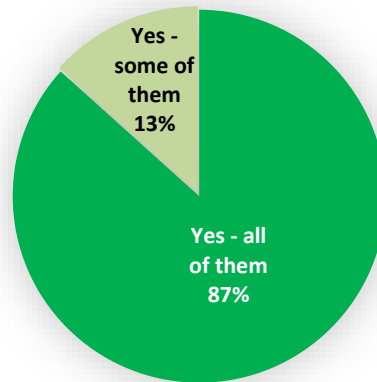
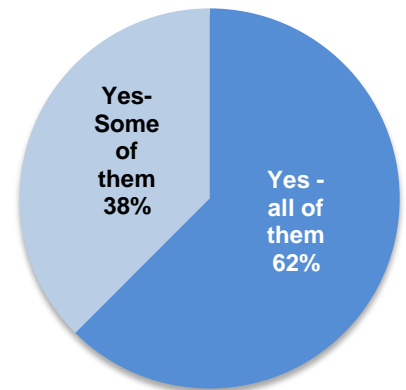
In summary, the results of the engagement included:

- Webpage was visited 334 times by 223 visitors;
- Draft Plan was downloaded 247 times;
- 22 submissions via YourHoldfast were received;
- 2 sets of written comments were received from staff, along with a number of verbal comments; and
- The workshop with Sacred Heart College was attended by six year 12 students and one year 11 student.

An Engagement Report prepared by the Digital Engagement Partner is provided as Attachment 1.

*Refer Attachment 1*

Overall, 60% of respondents to the YourHoldfast survey were satisfied with the draft plan, 20% were unsure and 20% were not satisfied. The proposed objectives were supported to a high degree:

**Wellbeing****Sustainability****Innovation**

As is common in engagement processes, responses at times conflicted. For example, one respondent expressed a view that there was nothing for residents while another felt it was solely resident focussed.

Traffic management was raised several times but is too localised and operational to be included in a strategic plan, but is addressed in principle via objectives relating to walkability and innovations in transport.

One respondent suggested that the strategic alignment to the UN Development Goals was ineffective as issues such as 'zero poverty' were the responsibility of other tiers of government. While Council is not solely responsible for ensuring International goals are met, it nevertheless operates in a global, complex adaptive system to which it can contribute positively or negatively via its policies and investments. Thus objectives throughout the proposed Strategic Plan do contribute to and align with State, National and International goals.

Common themes from survey respondents included:

- the importance of the preservation and enhancement of the coast, as a major asset of the city the importance of preserving heritage;
- traffic matters;
- connection in the community and increased needs for social support and connection opportunities;
- the importance of designing for all; and
- greening and the importance of more trees and planting for wildlife.

To increase the reach of the Strategic Plan themes beyond the digital sphere, poster displays using the illustrations developed at the Elected Member and Leadership Team planning sessions were set up at the Civic Centre, and Brighton and Glenelg libraries.

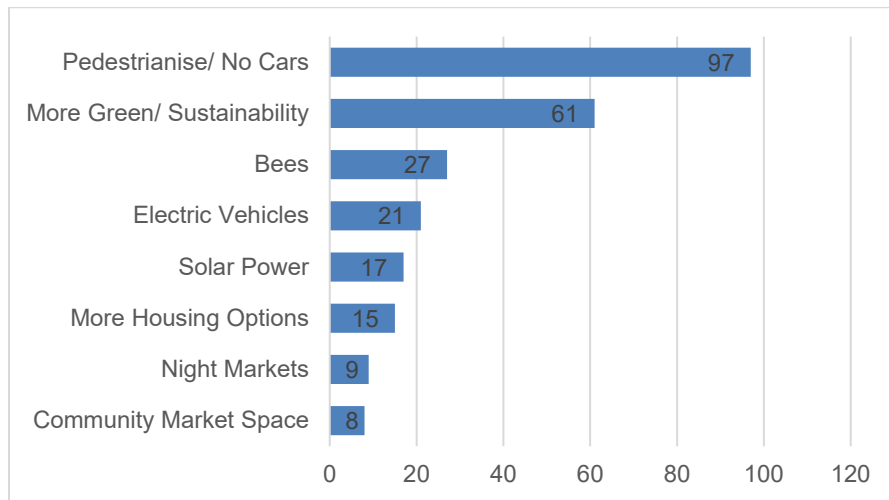
Participants were given coloured dots to stick on the illustrations, with red/pink dots indicating dislike and green dots indicating a liking of concepts illustrated. There were close to 550 dots affixed to the illustrations in total (approximately 421 green dots, 125 red dots). As participants were given three dots of each colour, it could be inferred that there were approximately 140



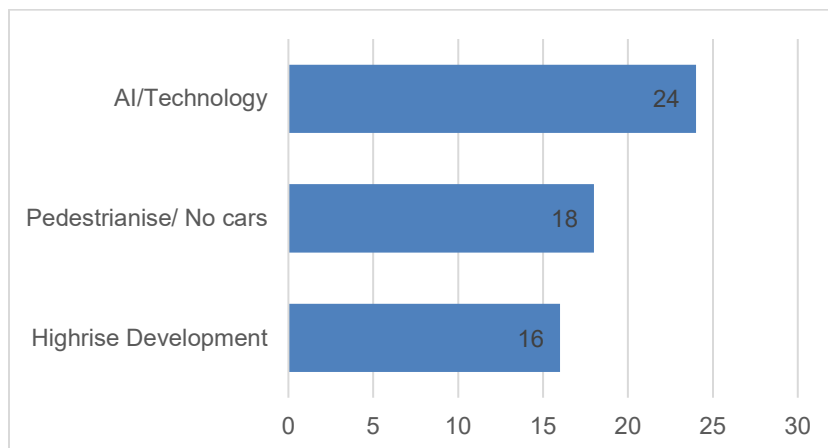
participants across the three sites, but this is an estimate as not all participants may have used their full allocation of dots.

While there were a wide range of concepts within the illustrations, there were a number of marked clusters 'for' and 'against', as follows:

### **Green Dots – 'For' Clusters**



### **Red Dots – 'Against' Clusters**



Comments were received and incorporated, to form a proposed final Strategic Plan as appended at Attachment 2

*Refer Attachment 2*

An easy-print version has also been produced and is provided as Attachment 3.

*Refer Attachment 3*

The changes made from the draft include:

- a minor update to the vision to replace ‘safeguarding’ with ‘protecting’ and ‘everyone’ with ‘all’, so the vision now reads:
- *Protecting our heritage and beautiful coast, while creating a welcoming and healthy place for all in South Australia’s most sustainable city.*
- specific references are made to young people and Kurna in the objectives and aspirations; and
- some changes have been made to objectives, measures and aspirations to refine intentions, eliminate duplication, improve practicality or to allow for the inclusion of additional concepts resulting from the consultation. The changes are as follows:

<b>Wellbeing</b>		
	<b>Draft Plan</b>	<b>Final Plan</b>
Measure	Utilisation rates for Council owned buildings are in the 90th percentile or greater	Utilisation of council owned buildings increases
Aspiration	All members of the community have access to modern, multi-use sporting and recreation spaces	Local arts and culture are celebrated and supported, with barriers to participation (such as costs, infrastructure, access to audiences, etc) lowered, to encourage typically excluded demographics to participate
<b>Sustainability</b>		
Objectives	Support the state government’s target for all new car sales to be electric by 2035 by partnering to install EV charging infrastructure throughout the city	Support the creation of safer places by improving the public realm and collaborating with transport providers to increase transport options
Measure	Number of EV charging points installed increases, measured every five years	Programs supporting safe travel are developed and implemented
<b>Innovation</b>		
Aspiration	Integrated smart technology supports wellbeing and community connections to eliminate social isolation	The Kurna people’s cultural and spiritual relationship to the area is honoured in meaningful, collaboratively agreed ways

The document has also undergone a substantial edit throughout to improve readability, without changing the intent of the earlier version.

It is recommended that Council now accept the Strategic Plan for commencement from 1 January 2022, noting that presentations will be made to staff between approval and commencement, to ensure all staff are fully briefed on Council's new directions.

### **BUDGET**

There is an existing budget to meet the costs of producing the strategic plan.

### **LIFE CYCLE COSTS**

The direction set by the plan will have implications for future budgets, however, these will be managed via the development of a corporate plan and the regular Annual Business Planning process.



# Attachment 1



ENGAGEMENT SUMMARY REPORT

# DRAFT STRATEGIC PLAN

## 2050+.

Report Completed for the Manager, Strategy & Governance

Written by the Digital Engagement Partner.

August 2021

## INTRODUCTION

In July 2021, the council engaged with the community on the Draft Strategic Plan 2050+. Council administration sought feedback to assess whether the community were generally supportive of the draft plan's vision, objective and aspirations.

The community were invited to provide their views by completing a feedback form (hardcopy/online or written submissions). This report provides the engagement methodology and engagement outcomes.

All submissions have been collated and are available in the appendix of this report.

---

## BRIEF DESCRIPTION OF ENGAGEMENT METHODOLOGY

This community engagement ran from 12 July to 08 August 2020, a total of 28 days (Administration decided to extend the engagement period by a week, due to lockdown).

The views of the community were collected via:

- Council's website - The Council website provided the opportunity to complete an online survey.
- Email submissions, phone calls and letters.

And promoted through:

- Two registered user update - via email to a 5000+ database.
- CoHB Twitter account every week for the duration of the engagement.
- Facebook posts- including a video
- LinkedIn
- Feature News article in Holdfast News
- Newsfeed on the City of Holdfast Bay corporate and engagement sites.
- Displays at Brighton Central (BrightonFoodland) and Bayside Village (jetty Road, Glenelg), the libraries and the Civic Centre.

## ENGAGEMENT FORMAT

Formal feedback forms on line, emails and hardcopies.

- This is our proposed vision for our city. Tell us what this means to you. Does the vision capture all our needs for today and in the future?
- Overall would you say you are satisfied with the draft Strategic Plan?
- (if no what would you suggest needs changing)
- I wish to comment on (tick all that apply);  
Wellbeing Sustainability Innovation
- Comments on Wellbeing/Sustainability/Innovation objectives
- Do you support the aspirations for Wellbeing/Sustainability/Innovation

## DATA ANALYSIS

All data has been independently reviewed by the Digital Engagement Partner.

## OUTCOMES

Twenty formal submissions were received via the web.

### Our Vision

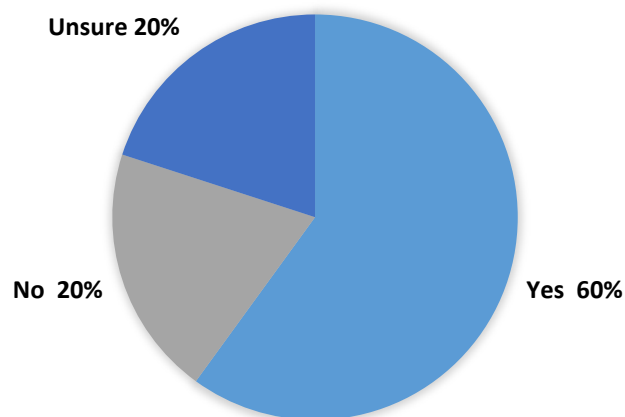
*Safeguarding our heritage and beautiful coast, while creating a welcoming and healthy place for everyone in South Australia's most sustainable city.*

**This is our proposed vision for our city. Tell us what this means to you. Does the vision capture all our needs for today and in the future?\***

- In a sentiment analysis of the majority of the comments, seven (40%) were positive.
- Three participants questioned the wording and grammar or the statement itself.
- One participant mentioned that there was no focus on; residents, traffic and the beach.

*See appendix 1 for full comments.*

### 2. Overall would you say you are satisfied with the draft Strategic Plan?



- 12 participants said yes (60%).
- Four participants said no (20%) (see appendix 1 for comments).
- Four participants (20%) were unsure.

Of the four participants that selected no, one mentioned the issue around some of the language being hard to understand and suggested there be a glossary incorporated in to the document. Two participants talked about the need to address traffic management. One questioned whether the goals were correctly aligned to local or actually belong to state or federal government such as, "zero poverty."

*See appendix 2 for full comments.*

### 2. I wish to comment on (tick all that apply)

- 14 participants chose to comment on Wellbeing.
- 16 participants chose to comment on Sustainability.
- Nine participants chose to comment on Innovation.



Below are the responses to each focus area:

## WELLBEING

Fourteen (14) participants commented on Wellbeing as a focus area.

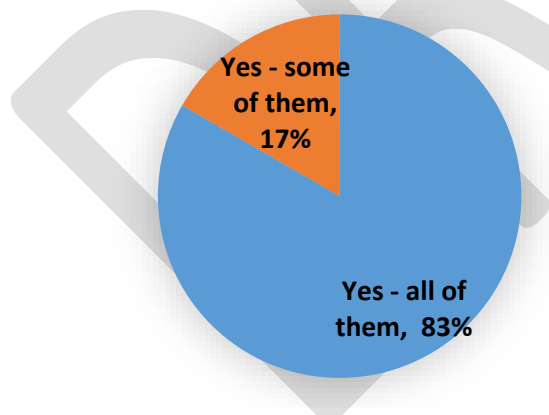
### 3. The draft strategic plan sets out five objectives to support wellbeing. Do you agree with the following objectives?

	Yes	No	Somewhat	Unsure	No opinion
Embed universal design principles in all Council projects and ensure the primacy of social inclusion in policy design and Council activities	12	0	1	0	1
Assist the city's mainstreet precincts in becoming dementia-friendly	10	0	2	1	1
Increase participation rates in community engagements across all age groups	13	0	0	0	1
Support businesses to operate in mixed use neighbourhoods to improve localised accessibility and reduce supply transport distances	13	0	0	0	1
Establish community hubs that integrate community support, recreation and commercial services in multi-purpose spaces	13	0	0	0	1

The comments were supportive of the focus areas, thoughts were raised on locality, safety and creating a stronger sense of community

[See appendix 3 for full comments](#)

### 4. Do you support the aspirations for wellbeing?



- 10 (83%) of participants said yes all of them.
- Two participants said yes some of them.

While the comments were varied issues were brought up regarding traffic and accessibility as well as arts and culture, again thoughts around being more localised were raised.

[See appendix 4 for full comments](#)

## SUSTAINABILITY

Sixteen (16) participants chose to comment on sustainability

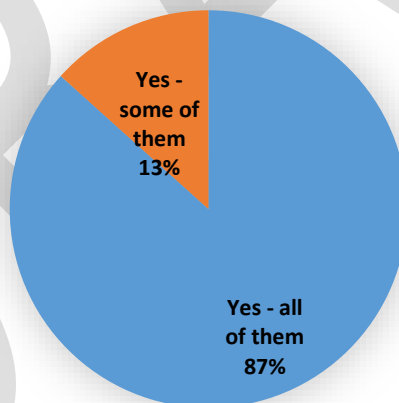
### 5. The strategic plan sets out five objectives to support sustainability. Do you agree with the following objectives?

	Yes	No	Somewhat	Unsure	No opinion
Become a carbon-neutral council by 2030	16	0	0	0	0
Prioritise sustainable and active transport modes across the city, including by reclaiming streets for play and nature and improving walkability to support healthy ageing	15		1	0	0
Support the state government's target for all new car sales to be electric by 2035 by partnering to install EV charging infrastructure throughout the city	11	0	2	2	0
Support mixed use neighbourhood development while honouring heritage values to enable walkability and support healthy ageing	15	0	1	0	0
Encourage more community gardening including biodiversity sensitive urban design in public spaces	16	0	0	0	0

The comments included needing more specific goals and also the need for more trees. There was also thoughts on the use of electronic vehicles.

*See appendix 5 for full comments*

### 6. Do you support the aspirations for sustainability?



- 13 participants (87%) replied all of them.
- Two participants (13%) replied with some of them.

Comments stressed a need for the aspirations to focus on the environment and trees.

*See appendix 6 for full comments.*

## INNOVATION

Nine (9) participants chose to comment on Innovation.

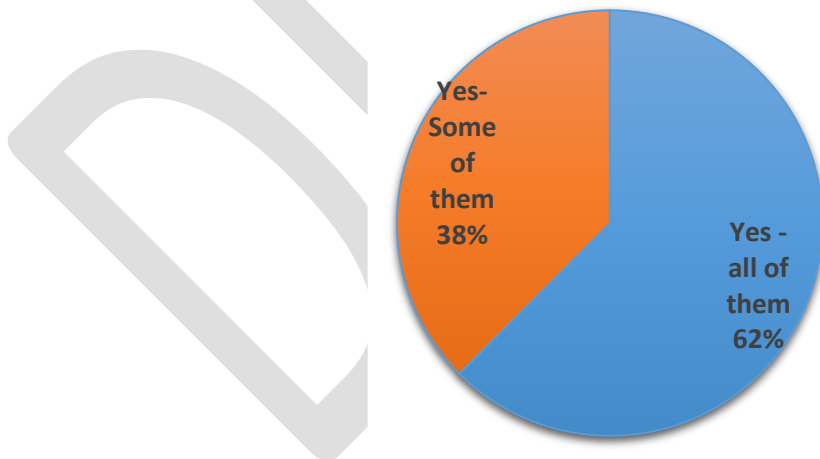
### 7. The strategic plan sets out five objectives to support innovation. Do you agree with the following objectives?

	Yes	No	Somewhat	Unsure	No opinion
Facilitate growth in the number of home-based businesses where practical to reduce transit distances	5	1	3	0	0
Maximise the value of public buildings, including libraries, to support innovation by creating co-working spaces and technology/prototyping/maker spaces and hubs	8	0	0	1	0
Partner to establish an innovator/entrepreneur in residence program that includes local schools and encourages life-long learning across the population	9	0	0	0	0
Partner to develop a centre of excellence in hospice care and dying well	7	0	1	1	0
Partner to facilitate the provision of technological infrastructure to support creative and emerging industries, including mobility as a service	7	0	1	1	0

There were two comments for this section mentioning educating people to help them transition to using new technologies, issues to do with traffic and technologies to help build a strong neighbourhood.

[See appendix 7 for full comments](#)

### 8. Do you support the aspirations for innovation?



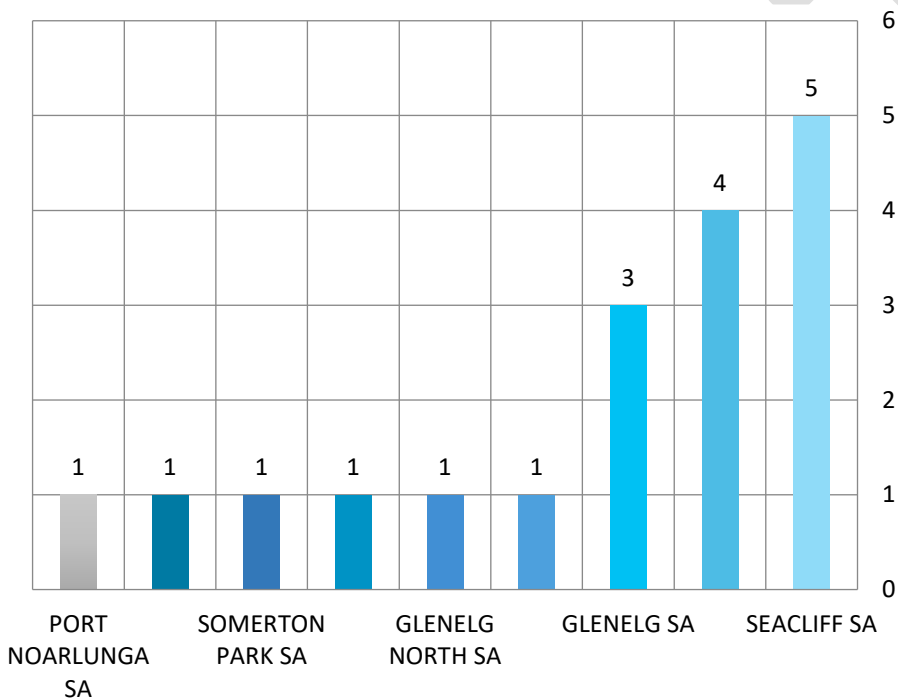
- Five participants (62%) said all of them.
- Three participants (38%) said yes some of them.

No additional comments were made.

## HOW THE FEEDBACK WAS RECEIVED

- Two emails were received; one email was to mention they had submitted an online submission, the other was praise on the draft plan (see *appendix 8 for submission*).
- One submission was taken verbally during an online workshop with the Manager Strategy and Governance. The results are provided in Appendix 9.
- Twenty submissions were received via your holdfast online survey.
  - The project page was visited 334 times by 223 visitors.
  - The draft plan was downloaded 247 times.
  - The majority of the traffic (197) came via Yourholdfast distribution list.

## SUBURB



- 19 submissions were from City of Holdfast Bay Residents.
- One submission was from Port Norlunga.

## AGE

Seven participants provided details on the year they were born:

- One participant was under 18.
- Two participants were 31-45.
- Two participants were 46- 60.
- One participant was 60+.



## SUMMARY

Levels of engagement for draft plans are traditionally low, as they have no perceived direct impact or visible effect. The level of passive participation (people who view the document/project page) was high, which indicates was a strong level of interest from our community. One submission was on behalf of the 5049 Coastal Community.

While no general comments were made, the main themes in all three focus areas were around traffic management, localising and building a stronger neighbourhood and the environment with particular reference to carbon emissions and trees.

DRAFT

## APPENDICES

**Appendix 1** – This is our proposed vision for our city. Tell us what this means to you. Does the vision capture all our needs for today and in the future? (All comments are written verbatim)

1. The council MUST stop old houses being knocked down and developed. They are disappearing rapidly, and with it the history and beauty of the area.
2. It's not clear what 'Our Heritage' is, nor is it clear to me from the strategy how 'it' will safeguarded. Does this link to an existing Strategy plan?  
Having said that, my suggestion would be to rephrase the vision to be more positive and forward looking. Put the future part first, and add 'innovative'.  
"Creating a welcoming and healthy place for everyone in South Australia's most innovative and sustainable city, while safeguarding our heritage and beautiful coast."
3. The Vision needs to more strongly recognise the role that Glenelg has played in the founding of the State of South Australia. Buildings associated with our foundation need to be preserved for future generations to enjoy. This should be recorded as a key responsibility of the Holdfast Bay Council well into the future.
4. It means what it says and it's meaning is quite obvious. I think that there should be mention of the environment, the cultural activity push and a safe family place for all living and visiting.
5. The issues of too much traffic and human congestion in the area needs to be addressed. If you don't see this as a problem, trying using the esplanade & jetty road in spring to autumn on weekends & see for yourself.
6. We are delighted to see the Welcome to Kurna Country statement on the first page
  - Ambitions for the City – fully support Amanda Wilson's overarching ambition statement – "Safeguarding our heritage and beautiful coast, while creating a welcoming and healthy place for everyone in South Australia's most sustainable city". This aligns very closely with the strategic goals of the 5049CC Association.
  - Pleased to see Roberto Bria identifying climate change and infill development as two major challenges to the quality of life in the City.
  - Pleased to see that the three themes of Wellbeing, Sustainability and Innovation have been linked to the United Nations Sustainable Development Goals. These UN goals should underpin all local, State and National government's strategic plans.

Specific comments to each of the three themes:

  - Wellbeing – 'residents actively collaborating in developing the City, feeling connected to where they live, and being able to offer their experience, voice their views, discuss options, create with Council and each other, and implement ideas'. This co-creation is at the core of what the 5049CC Association has been seeking to do. We strongly support this statement and ambition.

Objectives:

  - o We would be pleased to work with Council to 'embed universal design principles in all Council projects relevant to the 5049 area.
  - o We would be happy to work with Council to increase participation rates in community engagements

2050+

o We will work with Council to make Holdfast Bay “internationally recognised as a leader in inclusion and participation”

- Sustainability – we strongly support the sustainability objectives and aspirations, and look forward to working with Council to achieve them.
- Innovation – we strongly support efforts to maximise the value of public buildings, to encourage and support innovation.

*Prepared by David Cruickshank-Boyd and submitted on behalf of the 5049 Coastal Community Association*

7. yes

8. I enjoyed reading the strategic plan which encompasses many of the items that I believe make our city the envie of many.

9. Shouldn't it be 'whilst' not 'while'? Personally I would make it less human-centred and just say 'for all' rather than 'for everyone' as that includes other forms of life like birds and our pets..

10. I think on the whole this is a very good document with one massive hole. No mention of our beaches and their maintenance. All of the plans will be null and void if there are no beaches as these are our greatest amenity

11. It's great to see such forward thinking and planning on the Council's part. Aiming to be the best in the state is a commendable goal. At present, I get the feeling that Holdfast Bay is lagging behind other councils. for example Marion, in this regard.

12. This vision's themes are protecting heritage and the coast, creating welcoming and healthy spaces for people of all backgrounds, ages and abilities, and being environmentally sustainable. I think it captures all present and future needs.

13. Why do you want to constrain the Vision as 'SA's most sustainable city'? Why can't we aspire to Australia's or World's most sustainable city?

14. I support this vision: it means keeping safe what is valued today while planning for a healthy, safe, welcoming and inclusive city in the future. re the CEO introduction - forces of climate change and infill development could be stopped if we choose to act on them.

15. Not bad, but a little vague and cliché. Sort of a 'do no harm' vision. Not terribly bold. Specifically, it seems to lack the will for making hard decisions on progress.

16. A 'beautiful coast' does not end at the sand's edge, it should include the visual aesthetics of developments that occur adjacent. Visual health and what a neighbour views each and every day from their home impacts on their mental health. Every development that occurs along the coast should compliment existing developments and not detract from them. New developments should make adjacent neighbours and Holdfast Bay citizens feel proud of the city they live in and visitors to go "Wow!"

17. I feel that there is little focus on the residents that live here.

18. This proposed vision shows to me that the City of Holdfast has a strong focus on opportunities for a strong community culture now and visionary planning for the future. I particularly liked the care and thought of planning for the aging population within the community and the future goals of biodiversity sensitive planting, in addition to utilising space for roof top gardens and green walls.

19. "Creating a welcoming and healthy place for everyone" I believe is already fulfilled by the City of Holdfast Bay. The festivals this year (Winter Solstice and Alpine Festival) have been particularly successful in achieving this. Of the above statement, I would like the council to prioritise safeguarding the coast, including waste management and surrounding nature. It is our beaches which are Holdfast Bay's biggest attractions and will be most vulnerable in the years to come due to Climate Change and pollution.

20. Sounds good, but perhaps "Improving and safeguarding..." would be better.

## Appendix 2 – Overall would you say you are satisfied with the draft Strategic Plan? - if you selected no, what do suggest needs changing? (All comments are written verbatim)

1. Only one of the themes 'Wellbeing', 'Sustainability' and 'Innovation' lines up with the Vision statement. I have added "Innovative" to help. Maybe reword 'Wellbeing' to Welcoming and Healthy Place for Everyone'. Also there then should be a 'Safeguarding' theme.

I would like to see all the Objectives and Measures linked back to the underlying Strategy they have arisen from. eg "Become a carbon-neutral council by 2030" comes from the Environment Strategy 2020-2025.

None of the measures are properly defined in this plan. They should be KPI like. eg "the number of businesses recognised as dementia-friendly increases year on year". What is the current state specifically, what is the future state, how will it be measured? Many of the measures will only be done every five years. This is far too long. Annually should be the maximum time and I would hope they are appearing at least monthly on operational reports. What is the Roadmap of projects required to take us from Current State to Future state?

I think you need a Glossary. eg what does 'Universal Design Principles' mean, what are 'assistive technologies'?

2. It needs clearer goals & proposed actions. The main issues of traffic & visitor congestion in the area are NOT discussed.

3. No it doesn't. There is no specific mention of traffic control which has become an increasing problem in the seacliff area where I live. Since the amalgamation of the two councils years ago there has been virtually no new measures to control the speed and flow of traffic in Holdfast Bay. With the substantial increase in traffic on Brighton road many commuters now use the esplanade and ultimately the streets of seacliff as their goto route to suburbs further south. Many of the streets in seacliff are converted laneways from the 30's and yet they still have a 50k speed limit which is ridiculous and a recipe for disaster for residents who live in these streets

4. a) No explanation as to a transition and restructuring from the past vision. The 2030 Strat Plan still has 9 years to run. Dissapointed that Culture and Placemaking were dropped as key pillars. The new goals/aspirations for them are a little soft. The Culture of an organsaion is critical and it was good to see this elevated to be transparent at Elected Member and Community level.

b) The Resident, Business and Visitor focus was previously much more overt. Visitor and business needs for economic activation are much less stated, which makes the plan more one-dimensional ie resident only. Handling population increases and housing options for the 'missing middle' not discussed.

c) The link to the Strategic Asset Plan is unstated. Handling infrastructure - new, improved, maintained is a critical expenditure item to 2050. As is reviewing the plans for what is now probably close to \$1Billion in assets under management for CHB. See your commitment under the Property Policy.

d) Alwyndor - what is the true risk vs reward? Has this been explained to rate-payers?

e) Why the United Nations Sustainability Goals - are these really the right measures for CHB? What is the local government role vs State and Fed? eg. how are you going to reach 'no poverty' or 'zero hunger'? Where are these plans/goals?



Appendix 3 - Please provide any comments you may have regarding wellbeing as a focus area  
(All comments are written verbatim)

1. Essential area but why not include safety of all citizens at all times? Why only street precincts for dementia people?
2. Over crowding from non local visitors is preventing from locals using facilities and meeting other locals. Too many visitors in the last 2 years- we no longer meet neighbours or others from nearby at our locals and cafes & the non local visitors aren't as friendly/regular thus the community spirit has been degraded a LOT
3. See summary in Part 1 ( <b>appendix 1.6</b> )
4. see above on traffic management
5. I only wish to raise two issues that continue to pose problems for those of us who live in the city. 1. Dogs off their leash. This is only meant to happen with dogs that are controllable by their owners. However the owner's view and that of others do not often align. In particular I remain concerned about dogs on the beach where it relates to young children. I have two grand children both under 5. A dog bounding towards them is a terrifying event, even though the owner happily says "Don't worry the dog is very friendly". My suggestion is to not allow dogs off the leash at all. The dog still gets their exercise with their owner but they do this with safety for all concerned, particularly small children. If the above is not acceptable then may I suggest that the time to be on a leash start at 8 am and not 10am. Mothers and fathers with young children often want to come to the beach early in summer as this is the best time to avoid sun exposure. Unfortunately this is also the time when dogs roam at will. Please do not chose dogs over children. 2. Men or women wearing Lycra on fast bikes using the coastal walk way. Despite the numerous signs many bike riders weave in and out of pedestrians as if they were competing in the Tour de France. Please impose fines on speeding bike riders before they kill someone. I am not against bikes being ridden on the shared pathway . Many bike riders are conscientious and ride safely with due regard for the pedestrians. As always it is the few that spoil it for all.
6. Although mentioned in the Wellbeing introduction, trees and indeed greenery are missing from both its objectives and aspirations. To be a more livable city, council has to recognise the importance of greenery for both mental and physical wellbeing by planting more trees and native plants and encouraging residents to value them too.
7. Loneliness is a major issue and will continue to grow as ageing increases. We need to find ways to connect people more to overcome this serious problem. There are many retirees who have much to offer the community. Example: people in flats/units with small or limited gardens could be paired up with those who have large gardens they find difficult to manage. They can grow vegetables and share the produce. In the street where I'm living there's currently zero interaction between neighbours. We tend to be reserved and low density living exacerbates this separation from others. It would be great to foster more of a village feeling in each suburb. City of Sydney has used the motto "City of Villages". This concept could be fostered in our suburbs.
8. re universal design: add healthy public policy ie Health in All Policies approach. Great that DF is mentioned but need age and family friendly too. Measures of participants needs to be per capita to make sense. There is a focus physical activity but also need policies on healthy and local food and drink options.
9. I support the idea of supporting inclusion and accessibility for all.
10. Investigate additional facilities to encourage social support and networks. Eg: and inclusive "men's shed"- type workshop to encourage anyone to learn and practise woodworking/handyperson skills. Note: this is an area that I hope to be raising with Council in the near future as I would like to establish such a venture. (Happy to take a call/email about this!)

**Appendix 4- Please provide any comments you may have regarding wellbeing aspirations (All comments are written verbatim)**

1. Please pedestrianise a portion of Jetty Road in Brighton, to create more of a 'plaza'. Redirect traffic, or at least have dedicated pedestrian crossings rather than the dangerous round about on the esplanade. Create a more PEOPLE friendly space rather than a CAR friendly space.
2. I would like to see more emphasis and words on improving arts and culture for all residents. Would like to see some mention on religious freedom and Council ensuring religious harmony for all residents.
3. They council needs to be more focused on local residents and what they want in their community, before they focus on visitors. There is a retirement home on almost every street (I'm not an elderly person having a rant, I'm a health care worker aged 35), there is Minda nearby, there are many locals wanting to use their cafes but can't get a table due to too many visitors. If the councils goal is to improve access to all people in society, how is an elderly person with memory impairment or dementia going to get by in Holdfast Bay if the area is congested with cars parked everywhere & dining areas congested with too many people & loud noise. How are you going to make Jetty road accessible to wheel chairs & other mobility issues when even I as a fully able person struggle to walk through the crowds, clothing racks and uneven paving on most days?
4. Please see previous comments regarding dogs and bicycle riders. (see appendix 4 comment 5)
5. as above (see appendix 3.8)
6. Support inclusion and accessibility for all but Council must be consistent across all public space it manages in providing this. For example the changes to the Dover Square reserve have now excluded my family from being able to use this space very easily as I am unable to exercise my dog and play with my child easily in the play space at the same time. There is a simple fix (a gate) but Council told me they can't make the space accessible for all, specifically my situation. I was advised to try Marion Council. Children are regularly (daily) seen climbing over the fence between the two areas because the space is no longer accessible for families with dogs and children.

**Appendix 5 - Please provide any comments you may have regarding sustainability as a focus area (All comments are written verbatim)**

1. We need dedicated walking trails through our suburbs that enable all ages, but especially children and elderly people, to be able to navigate and use them safely. Currently, suburbs are divided by roads that have no safe pedestrian crossings and have fast and unpredictable traffic (for example Wheatland street in Seacliff). This means it is very unsafe for children to walk independently around their neighbourhood, or to and from school. Safe walking tracks through our streets would mean kids could stay active and safe.
2. The Governments target of all new car sales to be for EV vehicles by 2035 is impractical in our state which comprises many country towns and large farm properties in the outback which will not be able to function efficiently until the range (distance) of EV's is substantially improved. This applies also to the many transport, service and medical support people that need to travel through these vast regions of our state. The ability to achieve the governments goal will require significant improvement in batteries and other forms of energy storage.
3. It is an essential component and focus should equate to ACTION. For generations to come we need plans and actions!
4. See summary in Part 1
5. a very important area

6. The Our Place 2030 plan had more specific objectives eg. increase tree canopy by a target of 10% while this draft just aims for any increase, although the aspirations do have some % aims: But it seems too vague.

'Become a carbon-neutral council by 2030

Measure: emissions from Council operations decrease year on year OR ARE OFFSET'

Offsetting is a much less desirable choice than reducing emissions as that is local whereas offsets can be anywhere. Emphasis should be put on making offsets a last resort not routine. The results of the measures should be reported to the residents annually with comparison figures for previous years. That should be done for all the measures used so people can see if council is achieving its strategic plan objectives.

7. This should be funded by private enterprise. The current EV charging is incredibly ugly and would need design appropriate for our area

8. The coast is our greatest natural asset. We need to preserve it and beautify it. As the climate warms there is a need for much more shade (preferably provided by trees) along our foreshore.

We also need many more trees in our streets and public spaces. Brighton Road in particular is desolate and alienating, especially in the strip between the Hove Crossing and Edwards Street. We need trees but also verandahs with vines outside all the shops to soften the landscape.

Have a look at the narrow hedge plantings along Cleveland Street, Sydney. These have successfully transformed one of Sydney's busiest streets into a much more attractive space.

There are spaces at Brighton Oval, all of our parks and at Minda where many more trees could be planted. What about creating an urban forest at Minda in its large open and little-used spaces?

9. Support the state government's target for all new car sales to be electric by 2035 by establishing petrol/diesel engine water/road vehicles free zones along our beaches and public parks areas including adjacent streets (e.g.: Adelphi Tce, Colley Tce, North and South Esplanades (full extend within Council boundaries)). All parking spaces in these streets to be reserved for vehicles with an electrical/hydrogen or other non polluting type of drive only.

Measure: number of kilometres of cost/street zoned as ICE free increases, measured every five years.

10. Needs more detail on reduce, recycle, circular economy. Protecting and maintaining beaches needs to be added since large proportion of CoHB is beach and this attracts visitors.

11. Sustainability needs to be planned well in advance. It needs forward thinking on how development now will impact the future. It not just about increasing walkability it needs to be how does one achieve the ability and space to do this is this done when higher density living leads to a greater number of cars in the city and more parked on the streets.

12. In addition to the above points I feel it would be good to see Council push to resolve traffic issues on roads, for example the huge ques that occur daily on Tapleys Hill Rd/Brighton Rd area.

13. I think sustainability needs to be the absolute priority of Holdfast Bay. The plans set out in the draft are ok, becoming carbon neutral and supporting the move to EV's I fully agree with however more needs to be done to "re-green" the Holdfast Bay Area.

14. I think street and park plantings should emphasise local native species to encourage and support native wildlife. Some current plantings (eg: the new Norfolk Island Pines in the Wheatland St reserve) don't do this. Native flowering trees and shrubs would be much better.

## Appendix 6 - Please provide any comments you may have regarding sustainability aspirations

(All comments are written verbatim)

1. Streets that are deemed 'too narrow' for trees (there are many in Seacliff for example) should have dedicated bays built along the street at intervals to allow for tree planting. A good example of this in Holdfast Bay is on Alison Street in Glenelg East. It increases the street canopy, provides shade and cooling in Summer, helps reduce water run off and increases the walkability of our streets.
2. Environment (all components ) must be included and not just parts. Protection of coastal areas, for example, should be an issue covered due to rising seas. EV cars only by 2035 with supporting charging infra-structure is a goal that will put many off as we like to go to distant places to view our wonderful country but many areas will not have that infra-structure due to cost. So why penalize those who wish to travel?
3. The 2030s aspiration for tree canopy is 16.8% which is a very low bar when considering the state government wanted all councils to have at least 30% by 2030. There is no mention in the 2040s or 2050s of higher tree canopy coverage either although green roofs and walls are added. Is that because council cannot attain a higher coverage on council land so hopes private land will become more treed again (which seems unlikely with increasing land subdivisions)? Council's latest Environment Strategy states that the community wants more trees. Trees are the most-mentioned topic in public engagement as well as 'the loss of green due to development' being the 3rd most important environmental challenge listed. So what does this Strategic Plan actually hope to achieve for the important and desired aim of more trees - 16.8% is a good start but more needs to be done to raise Holdfast Bay from being one of the State's and indeed Australia's most untreed council areas - lower even than Sydney's suburbs! Council needs to up the number of trees planted annually and buy another water cart if that is the limiting factor. It also needs to advocate with residents about keeping trees on all land - give grants for arboricultural work on significant trees on private land and small rate discounts for every significant and regulated tree in the council area (satellites and drones should make that much easier to manage now) to show council recognises the importance of trees and the services they do in reducing heat island effects, undergrounding water to avoid flooding, removing air pollutants, adding oxygen to our air, reducing noise, aiding biodiversity and providing the uncalculable mental and physical benefits of green trees. Although mentioned in the Wellbeing introduction, trees are missing from both its objectives and aspirations. I didn't fully understand the 2050s Sustainability aspiration of 30% of the city's local roads being set aside for active transport and green space - that would be more dedicated bike and walking paths but does green space include existing planted median strips and nature strips as it would then be close to 30% already, especially if weedy grass and dolomite verges are included as green space? More clarity on what exactly is being measured would help.
4. To achieve the aspiration: "The City of Holdfast Bay is recognised as the most vibrant arts and culture hub outside of Adelaide city centre" establish a program of public and private buildings beautification by adoption of murals or digital projection imagery on building walls and 3D imagery painting on dedicated streets/public paths which could be permanent and/or temporary.  
Measure: number of square meters of wall area (covered with mural) increases, measured every five years.  
To achieve the above the Council should establish a data base (and photographic library) of identified suitable potential wall areas and streets to be reclaimed for play and nature and agreed priorities of implementation.  
Establish and call an annual competition to design murals or digital imagery on Council's indicated walls. Topics could include either motives of Kaurna people dreamtime stories or scenes depicting sea/beach life/sports/fauna or seamen portraits. The design competition should also consider which topic should be associated with each suburb or area of suburb.



Establish program to implement chosen designs through Council capital works and where appropriate private developers e.g.: all future developments to consider murals during planning stages which could have its own measure, percentage of new developments that included murals per year.

5. as above

6. How will the city increase tree canopy to 16.8% by 2030 when current development trends are bulldoze an old home on a large block, subdivide and the build a home that covers over 70% of the block.

7. Last year many of the pavements were lined with trees however, these plants are slow growing and provide little canopy. We have decimated the local environment over the years and if Holdfast Bay Council truly wants to become one of the most sustainable places, it needs to compete with sustainable innovations happening overseas. I would like vertical gardens and green roofs to become an integral part of new building structures as well as the conversion of old infrastructure such as the Seacliff Zig-Zag which would be perfect for a vertical garden. The re-greening of areas needs to happen rapidly and continually assessed as many previous plantings have failed due to lack of care after the initial stage. I'm a school student and I really want to get involved with re-greening my local area. When I approached the council they had one planting day which they failed to tell me about. This attitude is not one which an environmentally leading council should have and I was extremely disappointed.

8. Can we go a step further and aim at negative carbon emissions: eg: more plantings than necessary to achieve neutrality?

*Appendix 7* Please provide any comments you may have regarding the focus of innovation (All comments are written verbatim)

1. We will face new innovations in the coming decade and Holdfast should take a position in introducing and educating residents as they arise and be ahead of the pack and make transition easier and simpler for their residents.
2. With one of the most rapidly ageing populations in the nation, we need to use smart technology to make our homes safer for the elderly.

Technology could also be used to monitor traffic. Large vehicles could be charged for using Brighton Road for example while local traffic is exempt. This would generate income for the Council while deterring heavy vehicles.

Car sharing and car pooling schemes need to be encouraged. We don't need a car in every driveway.

Encourage schemes which promote neighbour interaction.

*Appendix 8*

Dear Ania,

Thanks for thinking of me. What a truly inspiring strategic plan! I love that you have got the Sustainable Development Goals in there. It is a great reminder to every citizen of the city of Holdfast Bay of the global relevance of what you are all striving to achieve.

May your vision give you hope and agency for a sustainable future. Good luck and best wishes for the journey ahead.

## Appendix 9

An online workshop was held with students of Sacred Heart College on 26 July 2021. Six year 12 students and one year 11 student participated. A supervising teacher attended from Sacred Heart College but did not participate in answering the questions. The Manager Strategy and Governance posed questions and took down responses and has provided them as close to verbatim as possible. The questions asked were taken from the survey provided on YourHoldfast.

*This is our proposed vision for our city. Tell us what this means to you. Does the vision capture all our needs for today and in the future?*

- It's part of who we are
- As a Somerton local, I see Glenelg as being like the city – that's not a bad thing
- Glenelg is the main place we go after school
- Sustainability is really important – we see a lot of rubbish every day and that's a worry
- We come here for school and recreation mostly

*The draft strategic plan sets out five objectives to support wellbeing. Do you agree with the following objectives?*

	Yes	No	Somewhat	Unsure	No opinion
Embed universal design principles in all Council projects and ensure the primacy of social inclusion in policy design and Council activities				✓	
Assist the city's mainstreet precincts in becoming dementia-friendly	✓				
Increase participation rates in community engagements across all age groups	✓				
Support businesses to operate in mixed use neighbourhoods to improve localised accessibility and reduce supply transport distances	✓				
Establish community hubs that integrate community support, recreation and commercial services in multi-purpose spaces			✓		

- Jetty Road (Glenelg) is friendly during the day time but doesn't always feel safe at night
- There isn't much lighting around once you move away from the beach
- More police would be good
- Surveillance cameras are good but are only useful to catch someone after something happens. A police presence would be better.
- The only free parking after dark is the Coles car park and the area around it is pitch black at night
- There needs to be more thought about safety
- People need ways to feel connected after being isolated
- If council wants young people to engage, they need to put stuff out that young people can relate to and understand, in language that makes sense to us.
- I like more hands-on, practical and experimental things. If council did things these ways, I'd probably be more interested in participating.
- Support accessibility and making sure everyone can join in. Not just people with dementia.

- Live music is really important. Music festivals and events that give playing opportunity for local bands is really important.
- Giving exposure to young musicians and opportunities to perform in front of an audience are really important.

*The strategic plan sets out five objectives to support sustainability. Do you agree with the following objectives?*

	Yes	No	Somewhat	Unsure	No opinion
Become a carbon-neutral council by 2030	✓				
Prioritise sustainable and active transport modes across the city, including by reclaiming streets for play and nature and improving walkability to support healthy ageing	✓				
Support the state government’s target for all new car sales to be electric by 2035 by partnering to install EV charging infrastructure throughout the city	✓				
Support mixed use neighbourhood development while honouring heritage values to enable walkability and support healthy ageing	✓				
Encourage more community gardening including biodiversity sensitive urban design in public spaces	✓				

- All of these things are important but before we spend on EVs, we need to focus on creating spirit in the community after COVID
- Events across the city are a great way to create community spirit. Events like the Sculptures at Brighton.
- Community gardening is a good idea but what happens when people don’t respect the shared spaces?
- Reclaiming roads is good for climate change and greening. What are the tourism impacts if there is less parking though?

*The strategic plan sets out five objectives to support innovation. Do you agree with the following objectives?*

	Yes	No	Somewhat	Unsure	No opinion
Facilitate growth in the number of home-based businesses where practical to reduce transit distances	✓				
Maximise the value of public buildings, including libraries, to support innovation by creating co-working spaces and technology/prototyping/maker spaces and hubs	✓				
Partner to establish an innovator/entrepreneur in residence program that includes local schools and encourages life-long learning across the population	✓				
Partner to develop a centre of excellence in hospice care and dying well			✓		
Partner to facilitate the provision of technological infrastructure to support creative and emerging industries, including mobility as a service	✓				

- There should be more options for people to get active, like exercise stations along places where people walk
- The Alpine Festival was great for young kids
- Most of what council does seems to be focussed on the middle-aged and elderly. There's not really anything for young people.
- Safety is really important to us.
- Live music is really important
- The environment could be more engaging for young people, with more things to do like half-court basketball courts by the beach, like they have in LA
- More water-based places, like water parks
- More culture would be great, like some vibrant and exciting places overseas

DRAFT



# Attachment 2



# OUR HOLDFAST 2050+

STRATEGIC PLAN



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# Marni niina pudni Kaurna yarta-ana

## **WELCOME TO KAURNA COUNTRY**

Kaurna Nation have a unique and lasting cultural relationship to land and water and a responsibility to care for the spiritual and environmental wellbeing of our country. We acknowledge and pay respect to the spirit ancestors who created the land and embrace our customs, dreamtime and language.

For thousands of years, the coastal plains of Pathawilyangga (Glenelg), Wituwaringga (Brighton), Tulukutangga (Kingston Park) and Witawaringga (Seacliff Park) provided a hospitable environment for the Kaurna people. Today, sites and ancient dreamtime stories throughout Holdfast Bay continue to hold a strong spiritual and cultural significance and connection for traditional owners.





The Tjilbruke Spring site located along the Kingston Park Coastal Reserve is of great cultural importance to the Kurna people and to the wider Aboriginal population. The sacred spring site is part of the extensive Tjilbruke Dreaming Story and a place of reflection and mourning, which remains sacred to the Kurna people today. In 2019, Kurna Nation held a special Repatriation Ceremony at Kingston Park to lay to rest the remains of eleven Old People, which had been returned for reburial to country from the Natural History Museum, United Kingdom and the South Australian Museum.

It is important that Aboriginal people continue to be the custodians of country and have a voice and active role in the protection, rejuvenation and care of culturally significant sites. Over the years, Kurna Nation and Council have forged a partnership built on trust, respect and reconciliation with a strong focus on truth-telling and our joint history. Together we embrace the opportunity to sit at the table and work to deliver goals, projects and initiatives that strengthen our shared cultural heritage.

– **Kurna Nation**

“Once you start that journey with accepting each other’s truths, accepting the truths of the past, then you start that journey of talking together, walking together.”

**Kurna Elder Jeffrey Newchurch**  
Kurna Yerta Aboriginal Corporation  
(KYAC) Chair



**MESSAGE FROM  
THE MAYOR**

What ambitions  
do we have for  
our city today,  
tomorrow and  
beyond?



This is the question we asked as we developed our strategic plan.

Engineer and futurist Jacque Fresco said, “while we cannot predict the future, we will most surely live it. Every action and decision we take—or don’t—ripples into the future.”

Such ripples are particularly meaningful to us as a coastal community. We need to consider the long-term challenges we face—like climate change and rising sea levels—and how these will affect our community and environment.

As responsible community leaders, we must start acting on these challenges now. It’s up to us to take immediate action to protect the future of our city for our children, grandchildren and great-grandchildren.

It’s not an easy task, but it is an essential one.

I believe we are fortunate to call Holdfast Bay home with its significant heritage, amazing coast, and a strong community with valuable ideas and willingness to work together to achieve great things. These strengths are reflected in the vision articulated in this strategic plan.

Protecting our heritage and beautiful coast, while creating a welcoming and healthy place for all in South Australia’s most sustainable city.

This document puts forward the key strategies to support us in achieving our vision over the next ten years. It also provides ‘sign posts’ to guide our decision-making into the future.



**Amanda Wilson**

Mayor  
City of Holdfast Bay







Careful  
for the  
a vital f  
of all co

## A MESSAGE FROM THE CEO

planning  
future is  
function  
councils.

Council is required by law to periodically review its strategic and future plans.

The 2021 review was influenced by the COVID-19 pandemic which caused much disruption and uncertainty. The pandemic prompted us to re-examine our priorities and contemplate what may be possible in the future.

In developing this strategic plan, Council considered what challenges we might expect and how to best address them. These challenges include climate change and infill development, which both have the potential to erode people's quality of life in Holdfast Bay over the medium to long term.

These forces cannot be stopped, but we can choose to use them as opportunities for positive change and respond with decisive action.

This strategic plan has an increased focus on community—the people of Holdfast Bay as well as our infrastructure and assets.

We recognise the need for a long-term, ambitious vision while allowing sufficient flexibility to adapt as conditions change and as our knowledge improves.

This strategic plan captures the spirit of these aspirations for everyone who lives, works and plays in the City of Holdfast Bay.



**Roberto Bria**

Chief Executive  
Officer  
City of Holdfast Bay

## VISION

Protecting our  
and beautiful  
creating a we  
and healthy p  
all in South Au  
most sustaina





our heritage  
coast, while  
welcoming  
place for  
Australia's  
able city.





## WELLBEING

Good health and economic success in an environment and a community that supports wellbeing.

Our residents and visitors feel safe, healthy and connected no matter their age or abilities.

This includes feeling connected to where they live, being able to offer their expertise, voice their views, and collaborate with Council and each other to implement ideas.

There are local public spaces that are welcoming and accessible, and people feel nurtured by nature.

Arts and culture create vibrancy, celebrate creativity, and encourage people to connect with country, place, and each other.

Multi-use recreation spaces are designed for use by people of all ages and abilities.

Technology is used to enable independence, improve convenience and support health and sustainability.

People's physical and mental wellbeing are important considerations in driving development.

Geraldton Wax  
*Chamaelucium  
uncinatum*



## OBJECTIVES: 2020 – 2030

## MEASURES

› Apply the principles of universal design and social inclusion to all Council activities	All project plans and policies address universal design and social inclusion
› Assist the city's mainstreet precincts in becoming dementia-friendly <sup>1</sup>	The number of businesses recognised as dementia-friendly increases year on year
› Increase participation rates in community engagements across all age groups, particularly under-represented demographics such as children and young people by using methods that are appealing and appropriate	The number of participants in formal engagements increases year on year
› Support businesses to operate in mixed use neighbourhoods to improve local access to goods and services and reduce supply transport distances	The proportion of mixed-use developments increases
› Establish community hubs that integrate community support, recreational, and commercial services in multi-purposes spaces that include frequently excluded demographics such as children and young people, people with disabilities, Aboriginal and Torres Strait Island people and people from culturally and linguistically diverse backgrounds	Utilisation of council owned buildings increases

## ASPIRATIONS

### 2030s

- › Our beaches and Council-controlled public areas are accessible and inclusive
- › A range of sustainable housing options is available to enable social and cultural diversity and affordability without negatively affecting the heritage values of the city
- › Local arts and culture are celebrated and supported, while barriers to participation (such as costs, infrastructure, access to audiences, etc) are lowered, to encourage typically excluded demographics to participate
- › Our play spaces are intergenerational and inclusive for all abilities

### 2040s

- › We have the highest physical activity rates in Greater Adelaide (as reported in the National Health Survey) by facilitating active transport options such as walking and cycling, and supporting sports and recreation infrastructure and programs
- › We are the leading city in Greater Adelaide for the use of assistive technologies in public areas
- › The City of Holdfast Bay is recognised as the most vibrant arts and culture hub outside of Adelaide city centre

### 2050s+

- › Holdfast Bay is internationally recognised as a leader in inclusion and participation
- › We are the healthiest city in South Australia as measured by Population Health Profiles

1. The Dementia-Friendly Community Program is an Australian Government funded program administrated by Dementia Australia.



## SUSTAINABILITY

A city, economy and community that is resilient and sustainable.

Sustainability means that we carefully manage our resources for the benefit of future generations while maintaining our quality of life.

We encourage socially responsible, sustainable and innovative economic development (including circular, blue and green economies) by supporting local, inclusive, Aboriginal and green businesses, and innovators.

We preserve resources and minimise our individual and collective environmental footprint as we live and travel around our city.

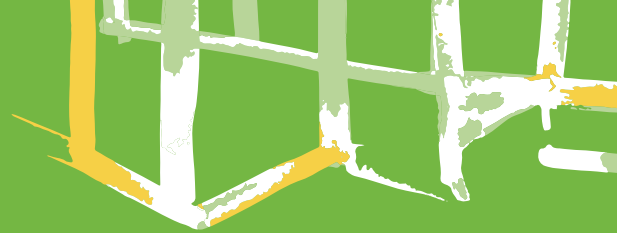
Safe and accessible public spaces are valued.

Heritage is honoured, alongside new developments in the fields of architecture, design and sustainability.

Legacies are celebrated through philanthropic partnerships that provide opportunities for people to co-invest in the city.

Multi-faceted, green, mixed use neighbourhoods are connected to each other through a range of healthy modes of transport.





## OBJECTIVES: 2020 – 2030

- › Become a carbon-neutral council by 2030
- › Prioritise sustainable and active transport (such as walking and cycling) across the city, including by reclaiming streets for play and nature and improving walkability to support healthy ageing
- › Support the creation of safer places by improving the public realm and collaborating with transport providers to increase transport options
- › Support mixed use neighbourhood development while honouring heritage values to encourage walking and cycling and support healthy ageing
- › Encourage more community gardening, including biodiversity sensitive urban design, in public spaces, applying the long-held knowledge of Kaurna people as well as innovation

## MEASURES

- Emissions from Council operations decrease each year or are offset
- Number of kilometres of street prioritised for active transport increases, measured every five years
- Programs supporting community safety are developed and implemented
- Walkability score increases in all Holdfast Bay suburbs, measured using a 'citizen science' approach every three years
- Number of community gardening spaces increases each year

## ASPIRATIONS

### 2030s

- › We have achieved our key environmental objectives, including becoming a carbon-neutral community and increasing our tree canopy to 16.8 per cent
- › Local businesses have adopted sustainable practices and technologies, and we have attracted more green businesses
- › Stormwater discharge has been reduced and more stormwater is re-directed for use on Council-controlled property
- › The amount of waste sent to landfill has reduced by 75 per cent on 2020 levels

### 2040s

- › Council properties feature green roofs and vertical gardens where feasible
- › The majority of businesses in the city employ a circular or cradle to cradle philosophy (including for their supply chain) to minimise waste where possible
- › 30 per cent of the city's local roads are set aside for active transport and green space

### 2050s+

- › 80 per cent of local trips are undertaken using active transport
- › We send zero waste to landfill





## INNOVATION

A thriving economy and community that values life-long education, research, creativity and entrepreneurialism.

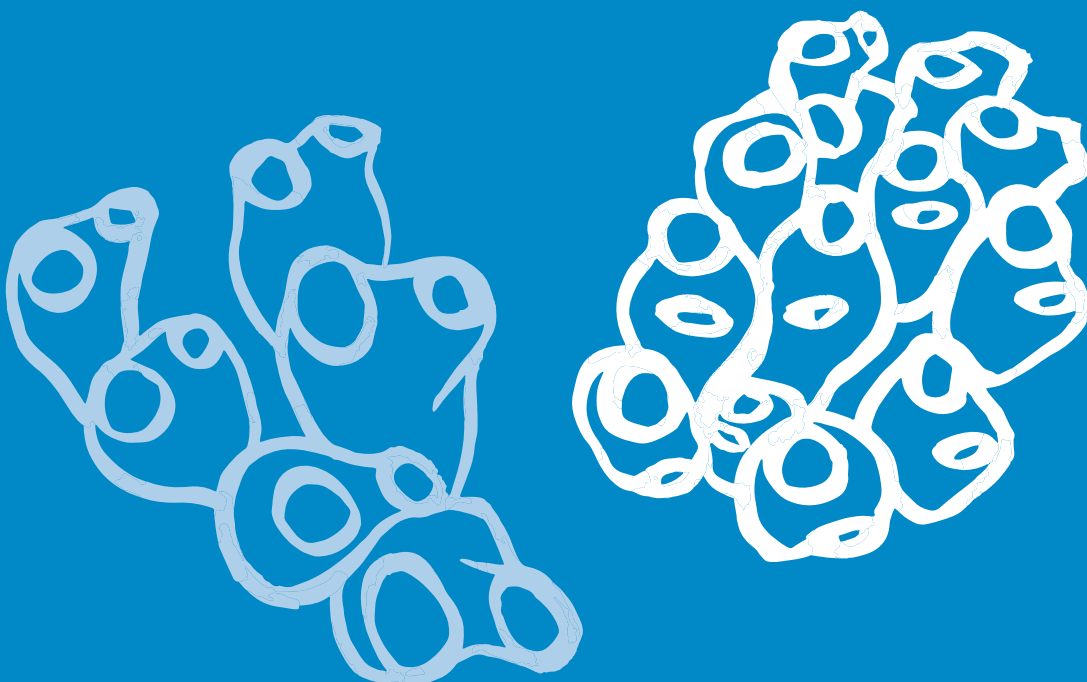
We apply creativity in all aspects of thought and action to build an economy and community that are inclusive, diverse, sustainable and resilient.

We work with our schools and tertiary education providers to extend education opportunities and encourage lifelong learning, entrepreneurialism, experimentation and 'citizen science' approaches.

We welcome entrepreneurs to use the city's assets, develop and implement creative ideas to solve our problems, enhance our city and strengthen our competitive advantage.

Cutting edge technologies support economic diversity and provide opportunities for everyone to get involved.

New forms of cooperation evolve in transport, housing, energy supply, waste management and other fields to enable resource sharing and sustainable development.



Sea squirts  
Ascidians

## OBJECTIVES: 2020 – 2030

## MEASURES

- |   |   |
|---|---|
| › Facilitate growth in the number of home-based businesses where practical to reduce transit distances  | The number of home-based businesses increases as reported via Census data             |
| › Maximise the value of public buildings, including libraries, to support innovation by creating co-working spaces and technology/prototyping/maker spaces and hubs                             | Utilisation of Council buildings increases  |
| › Partner to establish an innovator/entrepreneur in residence program that includes local schools and encourages life-long learning across the population                                       | Program participation rates trend upwards   |
| › Partner to develop a centre of excellence in hospice care and dying well <sup>2</sup>   | Amount of support attracted is sufficient to establish a centre                       |
| › Partner to facilitate the provision of technology infrastructure to support creative and emerging industries, including mobility as a service, start-ups and other entrepreneurial activities | Number of start-ups, creative and technology-related businesses in the city increases |

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- › Holdfast Bay is recognised as a start-up hub within Greater Adelaide
- › A number of education and research and development hubs are established in the city
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- › The Kurna people's cultural and spiritual relationship to the area is honoured in meaningful, collaboratively agreed ways

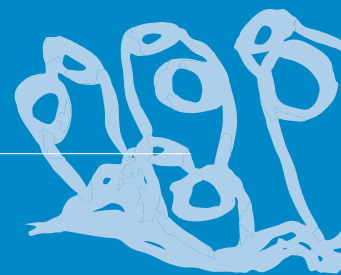
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- › Sustainable and inclusive sea-based infrastructure supports tourism and increased business opportunities
- › Council owned buildings adapt to innovative uses and support healthy and active living

2. Dying well refers to support and programs that enable choice in end of life care.





## **STRATEGIC ALIGNMENT**



Council's strategic plan is subject to global, national and state commitments and provides a framework for subject-specific Council plans.





# WELLBEING

## COUNCIL PLANS

- › Open Space and Public Realm Strategy 2018–2030
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- › Animal Management Directions Plan 2017–2021
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- › Glenelg Oval Masterplan
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## STATE AND NATIONAL PLANS

### State Plans

- › Health and Wellbeing Strategy 2020
- › Public Health Plan 2019–2024
- › The 30 Year Plan for Greater Adelaide
- › Healthy Parks Healthy People South Australia 2021–2026

### National Plans

- › National Children’s Mental Health and Wellbeing Strategy

## UNITED NATIONS SUSTAINABLE DEVELOPMENT GOALS







# SUSTAINABILITY

## COUNCIL PLANS

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- › Circular Economy Plan 2020–2025
- › Green Adelaide: A new approach to managing our urban environment

### National Plans

- › Australian Infrastructure Plan
- › Infrastructure Australia Urban Transport Strategy 2013

## UNITED NATIONS SUSTAINABLE DEVELOPMENT GOALS





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- › EXCITE Strategy
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- › Creative Industries Strategy 2020
- › Circular Economy 2020–2025

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- › Australia 2030: Prosperity through Innovation
- › Technology Investment Roadmap
- › Australia’s National Hydrogen Strategy

## UNITED NATIONS SUSTAINABLE DEVELOPMENT GOALS



# THE MANY ROLES OF COUNCIL

Council plays a central role in planning for the development and future requirements of our city. We also provide a broad range of services and facilities in response to the needs and priorities of our community. Our many roles include:



## BUILDING

We build and maintain community infrastructure and amenities such as footpaths, parks, playgrounds, public buildings, and sporting facilities.



## EDUCATING

At times, we undertake an educational role to assist the community, for example educating households about waste recycling.



## MANAGING

We manage infrastructure on behalf of the community and other tiers of government, including stormwater infrastructure, jetties, and roads.



## LEADING

We seek to lead by planning and investing in ways that consider current and intergenerational needs and aspirations.



## ADVOCATING

We advocate for and with the community, promoting the needs and interests of the Holdfast Bay community to state and federal governments and other bodies.



## PROVIDING SERVICES

We provide a wide range of services, including aged care and disability support, business and community programs, libraries, events and visitor services such as the Bay Discovery Centre.



### **REGULATING**

We establish by-laws and administers several state and Commonwealth acts.



### **COLLABORATING**

We build networks and partnerships with other councils (for example, the Southern and Western alliances), other tiers of government, community groups and the private sector to ensure consistency and achieve economies of scale.



### **COORDINATING**

We help to bring services together and connect people to services provided by other tiers of government, not for profit, and private providers.

As the layer of government closest to the community, we aim to be accessible and responsive to the needs and aspirations of residents and businesses.

To ensure that we understand our community's views, we provide a range of opportunities for people to get involved and share their ideas.

Council routinely seeks to engage the community on projects, significant strategies and policies via a number of tools, including the website [www.yourholdfast.com](http://www.yourholdfast.com).

Depending on the nature of the project or activity, we may also create displays, hold workshops, undertake surveys, or invite written submissions to gather community input.

In addition, this strategic plan foreshadows new ways to engage, for example, through citizen science approaches and encouraging more people to use council buildings and civic spaces.

If you have any ideas about how we can engage with you or views about council services or facilities, you can email us at [mail@holdfast.sa.gov.au](mailto:mail@holdfast.sa.gov.au) or telephone 8229 9999.





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[yourholdfast.com](http://yourholdfast.com)

# Attachment 3





# OUR HOLDFAST 2050+

**STRATEGIC PLAN**





## **CONTENTS**

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of Council 22**

# Marni niina pudni Kaurna yarta-ana

## WELCOME TO KAURNA COUNTRY

Kaurna Nation have a unique and lasting cultural relationship to land and water and a responsibility to care for the spiritual and environmental wellbeing of our country. We acknowledge and pay respect to the spirit ancestors who created the land and embrace our customs, dreamtime and language.

For thousands of years, the coastal plains of Pathawilyangga (Glenelg), Wituwaringga (Brighton), Tulukutangga (Kingston Park) and Witawaringga (Seacliff Park) provided a hospitable environment for the Kaurna people. Today, sites and ancient dreamtime stories throughout Holdfast Bay continue to hold a strong spiritual and cultural significance and connection for traditional owners.





The Tjilbruke Spring site located along the Kingston Park Coastal Reserve is of great cultural importance to the Kurna people and to the wider Aboriginal population. The sacred spring site is part of the extensive Tjilbruke Dreaming Story and a place of reflection and mourning, which remains sacred to the Kurna people today. In 2019, Kurna Nation held a special Repatriation Ceremony at Kingston Park to lay to rest the remains of eleven Old People, which had been returned for reburial to country from the Natural History Museum, United Kingdom and the South Australian Museum.

It is important that Aboriginal people continue to be the custodians of country and have a voice and active role in the protection, rejuvenation and care of culturally significant sites. Over the years, Kurna Nation and Council have forged a partnership built on trust, respect and reconciliation with a strong focus on truth-telling and our joint history. Together we embrace the opportunity to sit at the table and work to deliver goals, projects and initiatives that strengthen our shared cultural heritage.

– **Kurna Nation**


“Once you start that journey with accepting each other’s truths, accepting the truths of the past, then you start that journey of talking together, walking together.”

**Kurna Elder Jeffrey Newchurch**  
Kurna Yerta Aboriginal Corporation  
(KYAC) Chair



**MESSAGE FROM  
THE MAYOR**

What ambitions  
do we have for  
our city today,  
tomorrow and  
beyond?





This is the question we asked as we developed our strategic plan.

Engineer and futurist Jacque Fresco said, “while we cannot predict the future, we will most surely live it. Every action and decision we take—or don’t—ripples into the future.”

Such ripples are particularly meaningful to us as a coastal community. We need to consider the long-term challenges we face—like climate change and rising sea levels—and how these will affect our community and environment.

As responsible community leaders, we must start acting on these challenges now. It’s up to us to take immediate action to protect the future of our city for our children, grandchildren and great-grandchildren.

It’s not an easy task, but it is an essential one.

I believe we are fortunate to call Holdfast Bay home with its significant heritage, amazing coast, and a strong community with valuable ideas and willingness to work together to achieve great things. These strengths are reflected in the vision articulated in this strategic plan.

## Protecting our heritage and beautiful coast, while creating a welcoming and healthy place for all in South Australia’s most sustainable city.

This document puts forward the key strategies to support us in achieving our vision over the next ten years. It also provides ‘sign posts’ to guide our decision-making into the future.



**Amanda Wilson**

Mayor  
City of Holdfast Bay





**A MESSAGE  
FROM THE CEO**

Careful planning  
for the future is  
a vital function  
of all councils.



Council is required by law to periodically review its strategic and future plans.

The 2021 review was influenced by the COVID-19 pandemic which caused much disruption and uncertainty. The pandemic prompted us to re-examine our priorities and contemplate what may be possible in the future.

In developing this strategic plan, Council considered what challenges we might expect and how to best address them. These challenges include climate change and infill development, which both have the potential to erode people's quality of life in Holdfast Bay over the medium to long term.

These forces cannot be stopped, but we can choose to use them as opportunities for positive change and respond with decisive action.

This strategic plan has an increased focus on community—the people of Holdfast Bay as well as our infrastructure and assets.

We recognise the need for a long-term, ambitious vision while allowing sufficient flexibility to adapt as conditions change and as our knowledge improves.

This strategic plan captures the spirit of these aspirations for everyone who lives, works and plays in the City of Holdfast Bay.



**Roberto Bria**

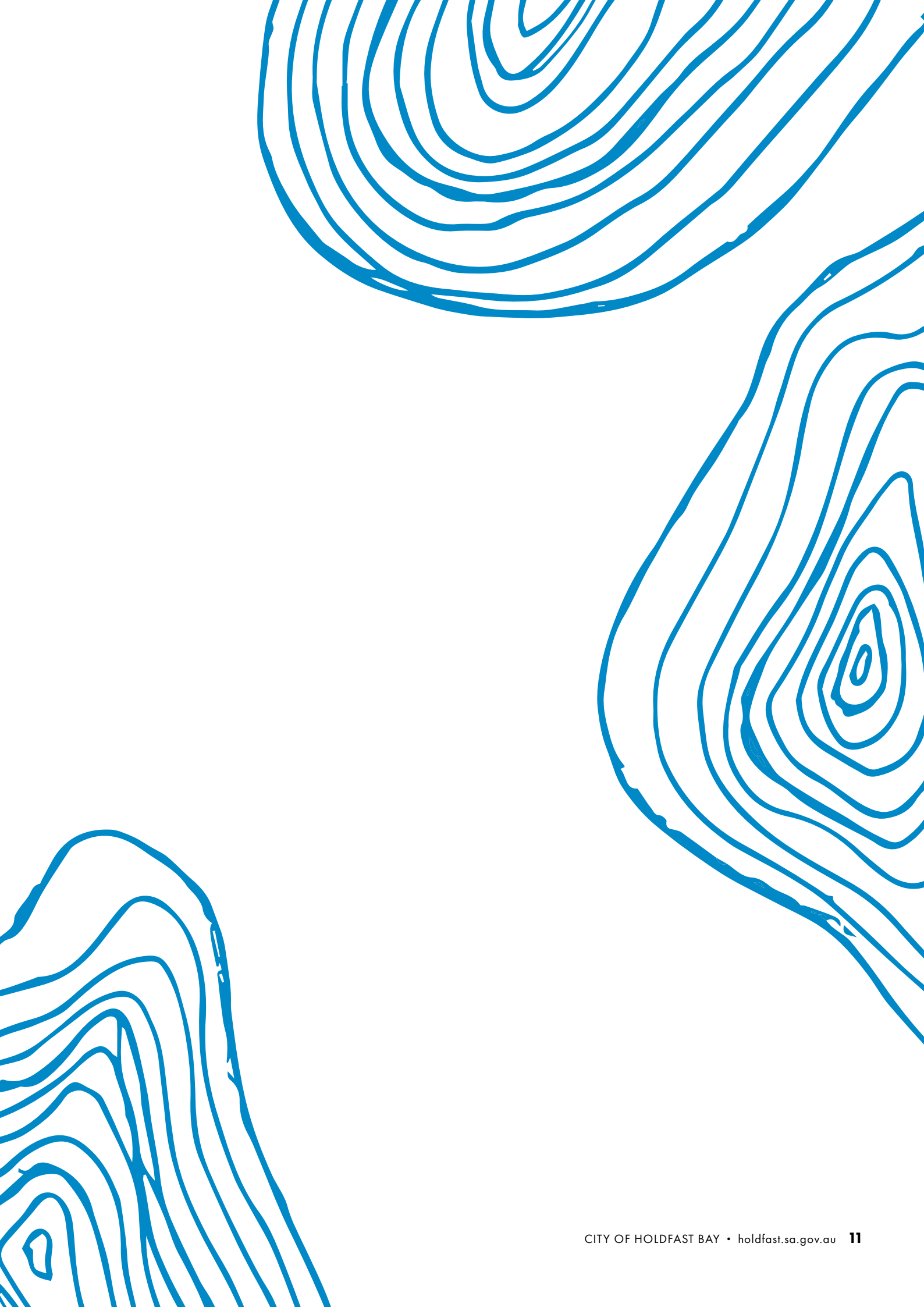
Chief Executive  
Officer  
City of Holdfast Bay

## VISION

Protecting our heritage and beautiful coast, while creating a welcoming and healthy place for all in South Australia's most sustainable city.









## WELLBEING

Good health and economic success in an environment and a community that supports wellbeing.

Our residents and visitors feel safe, healthy and connected no matter their age or abilities.

This includes feeling connected to where they live, being able to offer their expertise, voice their views, and collaborate with Council and each other to implement ideas.

There are local public spaces that are welcoming and accessible, and people feel nurtured by nature.

Arts and culture create vibrancy, celebrate creativity, and encourage people to connect with country, place, and each other.

Multi-use recreation spaces are designed for use by people of all ages and abilities.

Technology is used to enable independence, improve convenience and support health and sustainability.

People's physical and mental wellbeing are important considerations in driving development.

Geraldton Wax  
*Chamelaucium  
uncinatum*



## OBJECTIVES: 2020 – 2030

## MEASURES

› Apply the principles of universal design and social inclusion to all Council activities	All project plans and policies address universal design and social inclusion
› Assist the city's mainstreet precincts in becoming dementia-friendly <sup>1</sup>	The number of businesses recognised as dementia-friendly increases year on year
› Increase participation rates in community engagements across all age groups, particularly under-represented demographics such as children and young people by using methods that are appealing and appropriate	The number of participants in formal engagements increases year on year
› Support businesses to operate in mixed use neighbourhoods to improve local access to goods and services and reduce supply transport distances	The proportion of mixed-use developments increases
› Establish community hubs that integrate community support, recreational, and commercial services in multi-purposes spaces that include frequently excluded demographics such as children and young people, people with disabilities, Aboriginal and Torres Strait Island people and people from culturally and linguistically diverse backgrounds	Utilisation of council owned buildings increases

## ASPIRATIONS

### 2030s

- › Our beaches and Council-controlled public areas are accessible and inclusive
- › A range of sustainable housing options is available to enable social and cultural diversity and affordability without negatively affecting the heritage values of the city
- › Local arts and culture are celebrated and supported, while barriers to participation (such as costs, infrastructure, access to audiences, etc) are lowered, to encourage typically excluded demographics to participate
- › Our play spaces are intergenerational and inclusive for all abilities

### 2040s

- › We have the highest physical activity rates in Greater Adelaide (as reported in the National Health Survey) by facilitating active transport options such as walking and cycling, and supporting sports and recreation infrastructure and programs
- › We are the leading city in Greater Adelaide for the use of assistive technologies in public areas
- › The City of Holdfast Bay is recognised as the most vibrant arts and culture hub outside of Adelaide city centre

### 2050s+

- › Holdfast Bay is internationally recognised as a leader in inclusion and participation
- › We are the healthiest city in South Australia as measured by Population Health Profiles

1. The Dementia-Friendly Community Program is an Australian Government funded program administrated by Dementia Australia.



## SUSTAINABILITY

A city, economy and community that is resilient and sustainable.

Sustainability means that we carefully manage our resources for the benefit of future generations while maintaining our quality of life.

We encourage socially responsible, sustainable and innovative economic development (including circular, blue and green economies) by supporting local, inclusive, Aboriginal and green businesses, and innovators.

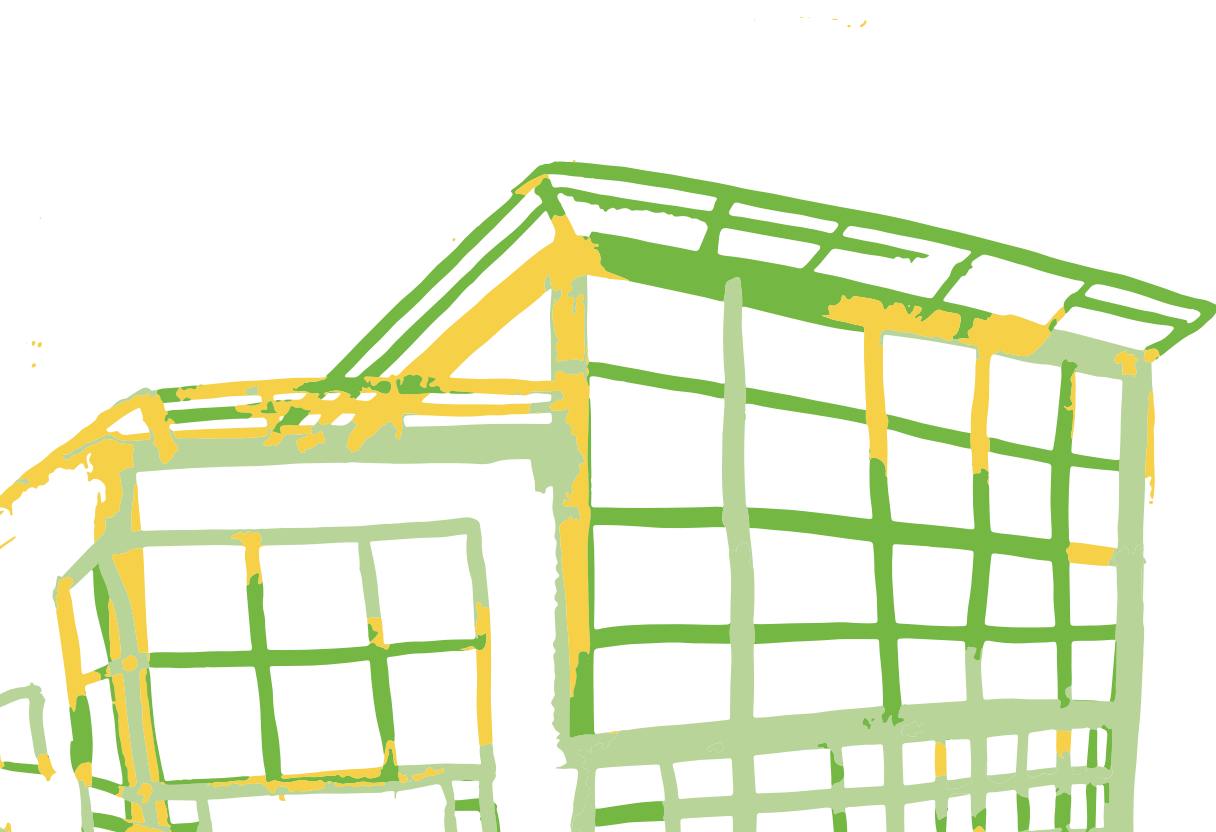
We preserve resources and minimise our individual and collective environmental footprint as we live and travel around our city.

Safe and accessible public spaces are valued.

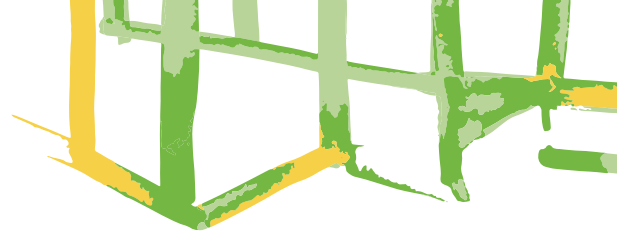
Heritage is honoured, alongside new developments in the fields of architecture, design and sustainability.

Legacies are celebrated through philanthropic partnerships that provide opportunities for people to co-invest in the city.

Multi-faceted, green, mixed use neighbourhoods are connected to each other through a range of healthy modes of transport.







## OBJECTIVES: 2020 – 2030

## MEASURES

› Become a carbon-neutral council by 2030	Emissions from Council operations decrease each year or are offset
› Prioritise sustainable and active transport (such as walking and cycling) across the city, including by reclaiming streets for play and nature and improving walkability to support healthy ageing	Number of kilometres of street prioritised for active transport increases, measured every five years
› Support the creation of safer places by improving the public realm and collaborating with transport providers to increase transport options	Programs supporting community safety are developed and implemented
› Support mixed use neighbourhood development while honouring heritage values to encourage walking and cycling and support healthy ageing	Walkability score increases in all Holdfast Bay suburbs, measured using a 'citizen science' approach every three years
› Encourage more community gardening, including biodiversity sensitive urban design, in public spaces, applying the long-held knowledge of Kurna people as well as innovation	Number of community gardening spaces increases each year

## ASPIRATIONS

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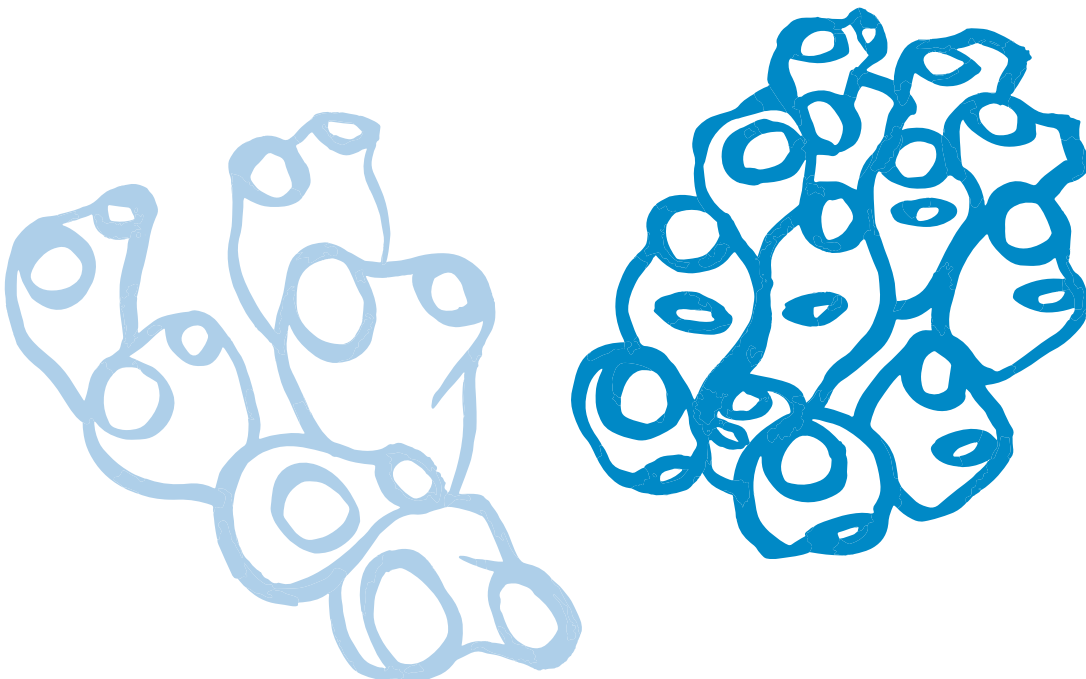
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## **PROVIDING SERVICES**

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### **REGULATING**

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Item No: 15.5

Subject: **NOMINATIONS SOUGHT FOR THE INDUSTRIAL RELATIONS CONSULTATIVE COUNCIL**

Date: 9 November 2021

Written By: Team Leader, Governance

General Manager: Strategy and Corporate, Ms P Jackson

---

### **SUMMARY**

The Local Government Association (LGA) is seeking nominations for a Local Government member on the Industrial Relations Consultative Council (IRCC) for a three year term commencing 17 March 2022. Ideally, nominees will have demonstrated experience relevant to industrial relations and work, health and safety matters, and ability to represent the views of the Local Government Association.

Elected members should consider if they meet the Selection Criteria on the Call for Nominations Information Sheet (Part A) for the position.

Any member who wishes to be nominated for the position needs to have their nomination endorsed by Council prior to submission to the LGA. If Council does not have a nominee it may just note the report.

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### **RECOMMENDATION**

**That Council notes the report.**

**OR**

**That Council nominates Councillor \_\_\_\_\_ for consideration by the LGA to be nominated for the Industrial Relations Consultative Council.**

---

### **COMMUNITY PLAN**

Culture: Supporting excellent, efficient operations

### **COUNCIL POLICY**

Not Applicable.

## **STATUTORY PROVISIONS**

*Fair Work Act 1994*

## **BACKGROUND**

The Industrial Relations Consultative Council (IRCC) operates pursuant to the *Fair Work Act 1994* (SA) and is responsible for high level consultancy and advisory functions for industrial relations and work, health and safety matters in South Australia.

The Treasurer of the IRCC has written to the LGA requesting nominations to the IRCC due to a current members' term of appointment expiring on 16 March 2022. The Treasurer has advised that he has written to a range of employee and employer organisations inviting nominations and so there is no guarantee that an LGA nominee will be recommended to the Governor for appointment. The LGA does not have a current representative on the IRCC.

## **REPORT**

An Elected Member can nominate to be on the IRCC for a three year term commencing 17 March 2022. The role would be suited to nominees with industrial relations and/or work, health and safety expertise at a senior executive level or equivalent and the ability to represent the views of the Local Government Association (LGA).

The Call for Nominations information sheet (Part A) provides further information regarding the position on the IRCC as well as the selection criteria to be addressed by the nominee. Any nomination by Council requires the Nomination Form (Part B) to be completed and returned to the LGA by close of business 24 November 2021. An up to date curriculum vitae and response to the selection criteria (no more than 2 pages) must be supplied by the nominee. By applying, the nominee accepts that the LGA may request an interview and/or the details of referees.

*Refer Attachment 1*

Pursuant to the *LGA Appointments and Nominations to Outside Bodies — Policy*, the LGA will only accept endorsed nominations sent by member councils. The LGA will not accept nominations from individuals such as councillors, potential nominees or council employees, unless otherwise agreed.

The LGA Secretariat also maintains a Nominees Database, which will record the details of nominees who agree to be considered for other vacancies for a period of 12 months based on the nominee's preferences. The Nomination Forms (Part B) request if a nominee wishes to be listed on the database. An Elected Member can consider this if nominated and when completing the appropriate Form.

The IRCC meets once a year and a sitting fee is paid (\$76 per session).

**BUDGET**

There are no budget implications for Council, as sitting fees are paid by the IRCC.

**LIFE CYCLE COSTS**

Not applicable.

# Attachment 1



## LGA Appointments and Nominations to Outside Bodies — Call for Nominations

Industrial Relations Consultative Council	
<b>Governing Statute (if applicable)</b>	Section 218B Fair Work Act 1994
<b>Purpose/Objective</b>	High level consultancy and advisory functions for industrial relations and work health and safety matters in South Australia.
<b>Administrative Details</b>	1 meeting per year, \$76 per session
<b>Selection Criteria (to be addressed by applicant)</b>	<ul style="list-style-type: none"> <li>Current council member or council employee</li> <li>Local government knowledge and experience</li> <li>Knowledge and experience relevant to industrial relations and work health and safety matters</li> <li>Ability to represent the views of the Local Government Association</li> </ul>
<p><i>In accordance with the LGA Appointments and Nominations to Outside Bodies Policy, selection for appointment or nomination to this Outside Body may include the conduct of interviews and checking of referees by the LGA. By applying, the applicant accepts that the LGA may request an interview and/or the details of referees.</i></p>	
<p><b>Liability and indemnity cover</b></p> <p><i>The LGA requires that persons appointed to Outside Bodies be appropriately insured throughout the period of their appointment and seeks to collect details of the insurances provided by the Outside Body on an annual basis.</i></p>	
<p><b>For more information contact:</b> LGA Nominations Coordinator at <a href="mailto:nominationscoordinator@lga.sa.gov.au">nominationscoordinator@lga.sa.gov.au</a> or 8224 2000</p>	



**PART B**

## LGA Appointments and Nominations to Outside Bodies — Nomination Form

**Instructions**

*This form:*

- *Must be submitted by a council*
- *Must be emailed in PDF format to [nominationscoordinator@lga.sa.gov.au](mailto:nominationscoordinator@lga.sa.gov.au)*
- *Receipt of nomination will be acknowledged by return email*
- *CV and response to selection criteria (if applicable) may be emailed separately by the nominee and will be treated confidentially*

*This nomination form fulfils the requirements of the LGAs Appointments and Nominations to Outside Bodies Policy, [available here](#).*

**SECTION 1 to be completed by Council, SECTION 2 to be completed by Nominee.**

Please refer to the **Call for Nominations** information sheet (PART A) for details of the Outside Body and the selection criteria to be met by the nominee.

### SECTION 1: COUNCIL to complete

Industrial Relations Consultative Council	
Council Details	
<b>Name of Council submitting the nomination</b>	
<b>Contact details of council officer submitting this form</b>	<b>Name:</b> <b>Position:</b> <b>Email:</b> <b>Phone:</b>
<b>Council meeting minute reference and date</b>	
<b>Nominee Full Name</b>	
elected member <input type="checkbox"/> OR employee of council <input type="checkbox"/> OR employee of local government entity <input type="checkbox"/>	
<i>Note: by submitting this nomination council is recommending the nominee is suitable for the role.</i>	

## SECTION 2: NOMINEE to complete

Industrial Relations Consultative Council			
Nominee Details			
<b>Name in full</b>		<b>Gender</b>	
<b>Home / Postal Address</b>			
<b>Phone</b>		<b>Mobile</b>	
<b>Personal Email</b>			
<b>Why are you interested in this role?</b>			
<b>CV</b>	attached <input type="checkbox"/> OR forwarding separately <input type="checkbox"/>		
<b>Response to selection criteria (if applicable)</b>  <i>Please refer to the Call for Nominations information sheet for the selection criteria to be addressed.</i>	<i>Nominee to provide response to selection criteria (of no more than 2 pages) for consideration by the LGA Board of Directors.</i>  attached <input type="checkbox"/> OR forwarding separately <input type="checkbox"/>		
<b>Do you agree for your details to be retained on the LGA Nominees Database for a period of 12 months in order to be considered for other vacancies on Outside Bodies?</b> Yes <input type="checkbox"/> OR No <input type="checkbox"/> If Yes, please list any fields of interest or Outside Bodies of interest: • _____			
<b>Undertaking:</b> <i>The LGA Board resolved in January 2015 to ensure that appointees to external Boards and Committees remain current local government members or officers. If you leave local government for any reason during the term of your appointment, are you prepared to resign your appointment if requested to do so by the LGA?</i> Yes <input type="checkbox"/> No <input type="checkbox"/>			
Signature of Nominee: _____			

Item No: 15.6

Subject: **LOCAL GOVERNMENT REFORM AND UPDATE TO CODE OF PRACTICE - ACCESS TO MEETINGS AND DOCUMENTS**

Date: 9 November 2021

Written By: Team Leader, Governance

General Manager: Strategy and Corporate, Ms P Jackson

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## **SUMMARY**

The *Statutes Amendment (Local Government Review) Act 2021* (the Review Act) was assented to by the Governor on 17 June 2021, and the first round of changes commenced on 20 September 2021. The Review Act updates the *Local Government Act 1999*.

As the legislation relating to Informal Gatherings has changed (Council Policy revoked on 12 October 2021 – C121021/2440) it is also necessary to update Council's Code of Practice – Access to Meetings and Documents (the Code), to refer to 'Information and Briefing Sessions' and implement changes recommended by the Local Government Association. Other minor updates have been included to the Code and all proposed amendments are shown as tracked changes.

Section 92(5) of the *Local Government Act 1999* requires that before a council adopts, alters or substitutes a Code of Practice under that section, it must make copies of the proposed Code available for inspection at the Brighton Civic Centre and on Council's website and follow the relevant steps in the public consultation policy (Community Consultation and Engagement Policy). This will be managed by Administration as 'Consult' under Council's Community Consultation and Engagement Policy.

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## **RECOMMENDATION**

### **That Council:**

- 1. endorses the proposed changes to the Code of Practice – Access to Meetings and Document; and**
  - 2. approves for Community Consultation the changes to the Code of Practice for 21 days, pursuant to Section 92(5) of the *Local Government Act 1999*.**
- 

## **COMMUNITY PLAN**

Culture: Enabling high performance

Culture: Supporting excellent, efficient operations

## **COUNCIL POLICY**

Community Consultation and Engagement Policy

## **STATUTORY PROVISIONS**

*Local Government Act 1999*

*Statutes Amendment (Local Government Review) Act 2021*

## **BACKGROUND**

The *Local Government Review Bill 2020* (the Bill) was introduced in the House of Assembly by the Minister for Transport, Infrastructure and Local Government on 17 June 2020. After amendments through the Parliamentary process, the Bill was passed on 8 June 2021 and assented to on 17 June 2021. Some provisions of the *Statutes Amendment (Local Government Review) Act 2021* (the Review Act) commenced on 20 September 2021.

The new section 90A of the Act, provides that the Council or the Chief Executive Officer (CEO) may arrange for the holding of an information or briefing session. To constitute an information or briefing session under the *Local Government Act 1999* (the LG Act) more than one (1) member of the Council or Council Committee must be invited to attend or be involved in the session. The session must be convened for the purposes of providing information or a briefing to attendees (s.90A(1)).

Consistent with the previous 'informal gathering' requirements, the new section 90A(2) of the LG Act prohibits a matter from being dealt with at an information or briefing session in such a way as to obtain, or effectively obtain, a decision on the matter outside a formal council or committee meeting.

Open and transparent council meetings and council committee meetings underpin representative democracy and ensure public confidence in council's decision-making processes. Consistent with previous requirements, section 90A(3) of the LG Act imposes an obligation to conduct information or briefing sessions in a place open to the public when a matter that is, or is intended to be, on the agenda for a formal meeting of the council is to be discussed.

## **REPORT**

From the changes to the section 90A of the LG Act, the Code of Practice – Access to Meetings and Documents (the Code) has been updated to provide the new details for Information or briefing sessions.

General details have been inserted about Information and Briefing Sessions in clause 2.5 of the Code for members of the public.

The Local Government Association (LGA) has suggested the insertion of details into the Code for holding an electronic information or briefing session. Information or briefing sessions will be taken to be conducted in a place open to the public even if one or more Council members participate in the session by telephone or other electronic means in accordance with any procedures prescribed

by the regulations or determined by the council (provided that members of the public can hear the discussion between all council members) (section 90(7a) and section 90A(6)(a) of the LG Act). These provisions have been inserted in clause 2.5.5 of the Code.

The details relating to document availability for information and briefing sessions has also inserted into the Code (as recommended by the LGA) and is inserted at clause 2.5.8.

A version of the Code showing proposed changes is attached (Attachment 1) and a final amended version (Attachment 2) is provided. As the Code currently contains interim measures related to COVID-19 Emergency Declarations in blue, proposed changes have been tracked in red.

*Refer Attachments 1 and 2*

Section 92(5) of the LG Act states:

- “(5) Before a council adopts, alters or substitutes a code of practice under this section it must—
- (a) make copies of the proposed code, alterations or substitute code (as the case may be) available for inspection or purchase at the council's principal office and available for inspection on a website determined by the chief executive officer; and
  - (b) follow the relevant steps set out in its public consultation policy.”

The relevant process in Council’s Community Consultation and Engagement Policy that will be applied, will be those relating to the promise to consult:

*“Consult – two way communications designed to obtain public feedback about ideas on rationale, alternatives and proposals to inform decision making – Council will listen and acknowledge concerns and aspirations and provide feedback.”*

Following completion of this process, the outcome of the consultation will be provided to Council with the Code brought back to Council to endorse.

When relevant, the Chief Executive Officer will complete orders to close information or briefing sessions in accordance with section 90A(4) of the LG Act, where it is necessary to discuss a matter in confidence under a confidential ground (section 90(3)).

A prescribed matter cannot be dealt with at an information or briefing session (section 90A(6)(b) of the LG Act) but at this stage no matters have been prescribed.

Council’s webpage in relation to information or briefing session has been updated to reflect the new provisions of section 90A of the LG Act (previously called informal gatherings).



**BUDGET**

There is no budget impact for Council.

**LIFE CYCLE COSTS**

There are no life cycle costs arising from the recommendations in this report.

# Attachment 1





# Code of Practice – Access to Meetings and Documents

Adopted by Council ~~7~~.....April 20210  
Review by 1 November 2023

## **1.1 Preamble**

The City of Holdfast Bay supports the principle that the procedures to be observed at a meeting of Council or a Council Committee should contribute to open, transparent and informed decision-making and encourage appropriate community participation in the affairs of Council.

## **1.2 Background**

1.2.1 The *Local Government Act 1999* sets out arrangements for meetings and requires that all Council and Council Committee meetings are held in public except where special circumstances exist.

1.2.2 Section 90 of the *Local Government Act 1999* outlines the circumstances in which a document or discussion considered in a Council or Committee meeting can be kept confidential.

## **1.3 Purpose**

1.3.1 The Code of Practice for Access to Meetings and Documents sets out the commitment of City of Holdfast Bay to provide public access to Council and Council committee meetings and documents (s92 of the Act) and outlines the policies and procedures contained within the Act, to restrict public access.

1.3.2 This Code has been supplemented to include the provisions made by the Minister for Transport, Infrastructure and Local Government on 31 March 2020 to take into account the Local Government (Public Health Emergency) Amendment Act 2020 (which inserted section 302B in to the Act) and the Electronic Participation in Council Meetings Notice (No 1) 2020, which provides variations to the Act to enable all council members to participate in a council meeting by electronic means. These provisions are shown in blue and will remain in operation during the current public health emergency (COVID-19) and whilst the Minister's Notice No. 1 remains in operation.

### **1.3.3 Notice No 1:**

- (a) provides that a Council is not required to adopt any provision in a code of practice that would prevent or inhibit members from participating in Council meetings or Council committee meetings by electronic means;
- (b) provides that Council members may meet by electronic means to alter the code of practice of the Council, or substitute a new code of practice of the Council, even if the existing code of practice prevents or inhibits the Council members from meeting by electronic means; and
- (c) suspends the requirement in section 92(5) that before a Council adopts, alters or substitutes a code of practice it make copies of the

proposed code, alterations or substitute code (as the case may be) available for inspection and purchase at the principal office of the Council and on a website determined by the Council and that the Council follow the steps set out in its public consultation policy.

#### **1.4 Scope**

1.4.1 The Code includes information about the relevant provisions of the Act and Council's policy and procedures for:

- access to the agenda for meetings
- public access to meetings
- the process to exclude the public from meetings
- matters for which the Council or a Council Committee can order that the public be excluded
- how the Council will approach the use of confidentiality provisions of the Act
- public access to documents including minutes
- review of confidentiality orders
- accountability and reporting to the community, and the availability of the code
- grievance procedures to be followed if a member of the public believes that the Council has unreasonably restricted public access on a particular matter.

#### **1.5 Definitions**

**Act** means the *Local Government Act 1999*

**Code** means this Code of Practice for Access to Meetings and Documents

**Notice No 1** means the *Electronic Participation in Council Meetings Notice (No 1)* ~~2020~~

#### **2.1 Public Access to the Agenda for Council or Council Committee Meetings**

2.1.1 At least three clear days before the Council or Council committee meeting (unless a Special Meeting has been called) the Chief Executive Officer (CEO) must give written notice of the meeting to all Council/Committee members setting out the date, time and place of the meeting. The notice must contain or be accompanied by the agenda for the meeting.

2.1.2 Subject to clause 2.1.7, the notice and agenda will be placed on public display at the principal office of the Council (Brighton Civic Centre, 24 Jetty Road Brighton) and on Council's website [www.holdfast.sa.gov.au](http://www.holdfast.sa.gov.au). Copies will also be available at the Council's Library's.

2.1.3 Subject to clause 2.1.8, copies of the agenda documents and non-confidential reports will be available for public inspection at the Brighton Civic Centre and the Council Libraries. A reasonable number of copies will be available for public inspection as soon as practicable after they are supplied to the Members of the Council.



- 2.1.4 Members of the public may obtain a copy of the agenda and non-confidential reports for a fee to cover the costs of photocopying, in accordance with the Council's schedule of fees and charges.
- 2.1.5 Copies of the Agenda documents and non-confidential reports that are to be considered at a meeting will be made available to members of the public in attendance.
- 2.1.6 Where the CEO of the Council believes that a document or report on a particular matter should be considered in confidence with the public to be excluded, the basis under which the order could be made in accordance with section 90(3) of the Act will be specified. Refer to sections 83(5)(Council) and 87(10) (Committees) of the Act.
- 2.1.7 For the period of the operation of Notice No 1 the requirement that the chief executive officer give notice to the public of the times and places of council meetings by placing the notice of meeting and agenda on public display at each office of the Council that is open to the public for the general administration of Council business within its area is **suspended**.
- 2.1.8 For the period of the operation of Notice No 1:
- 2.1.8.1 the requirement that the chief executive officer must ensure that a reasonable number of copies of any document or report supplied to members of the Council for consideration at a meeting of the Council are available for inspection by members of the public at the principal office of the Council or at the meeting is **suspended**.
  - 2.1.8.2 the chief executive officer (or a person nominated in writing by the chief executive officer) will ensure that any document or report supplied to members of the Council for consideration at a meeting of the Council is available for inspection by members of the public -
    - (a) in the case of a document or report supplied to members of the Council *before* the meeting - on a website determined by the chief executive officer as soon as practicable after the time when the document or report is supplied to members of the Council; or
    - (b) in the case of a document or report supplied to members of the Council *at the* meeting - on a website determined by the chief executive officer as soon as practicable after the time when the document or report is supplied to members of the Council.

## **2.2 Public Access to Council or Committee Meetings**

- 2.2.1 Council and Council committee meetings are open to the public and attendance is encouraged, except where Council (or Council committee) has grounds (section 90 of the Act) to exclude the public from the discussion (and, if necessary, decision) of a

particular matter (see 2.4).

2.2.2 The public will only be excluded when there are grounds in the Act for properly doing so.

2.2.3 Notice No 1 provides that a Council meeting will be taken to be conducted in a place open to the public even if 1 or more Council members participate in the meeting by electronic means provided that -

(a) the chief executive officer (or a person nominated in writing by the chief executive officer) makes available to the public a live stream (the transmission of audio and/or video from a meeting at the time that the meeting is occurring) of the meeting on a website determined by the chief executive officer and ensures that members of the public can hear the discussion between all Council members present at the meeting via the live stream; or

(b) if the chief executive officer (or a person nominated in writing by the chief executive officer) has taken reasonable steps to make available a live stream of the meeting but is unable to make available a live stream of the meeting, the chief executive officer (or a person nominated in writing by the chief executive officer) makes available to the public a recording of the meeting as soon as practicable after the meeting on a website determined by the chief executive officer and ensures that members of the public can hear the discussion between all Council members present at the meeting via the recording.

If the chief executive officer (or a person nominated in writing by the chief executive officer) has taken reasonable steps to make available to the public a live stream of the meeting or, (if unable to make available a live stream of the meeting) a recording of the meeting but is unable to comply the chief executive officer (or a person nominated in writing by the chief executive officer) must publish on a website determined by the chief executive officer the steps taken to comply.

~~2.2.4 — Members of Council, Committee members and staff may participate in informal gatherings or discussion provided that a matter which would ordinarily form part of the agenda for a formal meeting is not dealt with in such a way as to obtain or effectively obtain, a decision outside of a formally constituted meeting of Council or Committee. Informal gatherings are not bound to be open to the public in accordance with section 90(1) of the Act as openness to the public only applies to 'ordinary' or 'special' Council or Committee meetings.~~

~~2.2.5 — The following are examples of informal gatherings or discussions that may be held in accordance with section 90(8):~~

- ~~• planning sessions associated with the development of policies and strategies~~
- ~~• briefing or training sessions~~
- ~~• workshops or~~
- ~~• social gatherings to encourage informal communication between members or between members and staff.~~

## 2.3 **Process to ~~e~~Exclude the ~~P~~ublic from a ~~M~~Meeting**

2.3.1 The practice of the City of Holdfast Bay is as follows:

2.3.1.1 to deal with the agenda items in the order listed in the agenda, or

2.3.1.2 for the convenience of the public present at a meeting, where it is resolved to consider a matter in confidence, this matter may be adjourned until all other business has been dealt with to allow the public to leave the meeting once all public business has been concluded.

2.3.2 Before a meeting orders that the public be excluded to enable the receipt, discussion and consideration of a particular matter, the meeting must, in public, formally determine if this is necessary and appropriate and then pass a resolution to exclude the public while dealing with that particular matter. If this occurs the public must leave the room. For the operation of 90(2) a member of the public does not include an employee of the council.

2.3.3 Notice No 1 provides that the Council or council committee must disconnect any live stream or recording of a meeting for the period that the meeting is closed to the public pursuant to an order made under section 90(2).

2.3.4 Once Council or Council committee has made the order, it is an offence for a person, who knowing that an order is in force, enters or remains in a room in which such a meeting is being held. It is lawful for an employee of Council or a member of the police to use reasonable force to remove the person from the room if they fail to leave on request.

2.3.5 Further, Notice 1 provides that it is also an offence for person who, knowing that an order is in force under section 90(2), to connect (i.e. able to hear and/or see the meeting, including via a live stream recording or recording of the meeting) to a meeting of the Council or Council committee by electronic means, or fail to disconnect (i.e. remove the connection so as to be able to hear and see the meeting) from a meeting of the Council or Council committee.

2.3.6 Once discussion on that particular matter is concluded, the public are then permitted to re-enter or reconnect to the meeting.

2.3.7 Council or Council committee can by inclusion within the resolution permit a particular person or persons to remain in a meeting.

2.3.8 Notice No 1 provides that a Council meeting will be taken to be conducted in a place open to the public even if 1 or more Council members participate in the meeting by electronic means provided that –

2.3.8.1 the chief executive officer (or a person nominated in writing by the chief executive officer) makes available to the public a live stream of the meeting on a website determined by the chief executive officer and

ensures that members of the public can hear the discussion between all Council members present at the meeting via the live stream; or

- 2.3.8.2 if the chief executive officer (or a person nominated in writing by the chief executive officer) has taken reasonable steps to make available a live stream of the meeting but is unable to make available a live stream of the meeting, the chief executive officer (or a person nominated in writing by the chief executive officer) makes available to the public a recording of the meeting as soon as practicable after the meeting on a website determined by the chief executive officer and ensures that members of the public can hear the discussion between all Council members present at the meeting via the recording.

If the chief executive officer (or a person nominated in writing by the chief executive officer) has taken reasonable steps to make available to the public a live stream of the meeting or, (if unable to make available a live stream of the meeting) a recording of the meeting but is unable to comply the chief executive officer (or a person nominated in writing by the chief executive officer) must publish on a website determined by the chief executive officer the steps taken to comply and the requirement will be suspended.

## **2.4 Matters from which the ~~P~~ublic can be ~~E~~xcluded**

- 2.4.1 In accordance with the requirements of section 90(3) of the Act, Council, or a Council committee, may order the public be excluded from the Meeting to allow confidential discussion of matters where there are grounds under the following provisions:

- (a) *information the disclosure of which would involve the unreasonable disclosure of information concerning the personal affairs of any person (living or dead);*
- (b) *information the disclosure of which—*
  - (i) *could reasonably be expected to confer a commercial advantage on a person with whom the council is conducting, or proposing to conduct, business, or to prejudice the commercial position of the council; and*
  - (ii) *would, on balance, be contrary to the public interest;*
- (c) *information the disclosure of which would reveal a trade secret;*
- (d) *commercial information of a confidential nature (not being a trade secret) the disclosure of which—*
  - (i) *could reasonably be expected to prejudice the commercial position of the person who supplied the information, or to confer a commercial advantage on a third party; and*
  - (ii) *would, on balance, be contrary to the public interest;*
- (e) *matters affecting the security of the council, members or employees of the council, or council property, or the safety of any person;*

- (f) *information the disclosure of which could reasonably be expected to prejudice the maintenance of law, including by affecting (or potentially affecting) the prevention, detection or investigation of a criminal offence, or the right to a fair trial;*
- (g) *matters that must be considered in confidence in order to ensure that the council does not breach any law, order or direction of a court or tribunal constituted by law, any duty of confidence, or other legal obligation or duty;*
- (h) *legal advice;*
- (i) *information relating to actual litigation, or litigation that the council or council committee believes on reasonable grounds will take place, involving the council or an employee of the council;*
- (j) *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;*
- (k) *tenders for the supply of goods, the provision of services or the carrying out of works;*
- (m) *information relating to a proposed amendment to a Development Plan under the Development Act 1993 before a Development Plan Amendment proposal relating to the amendment is released for public consultation under that Act;*
- (n) *information relevant to the review of a determination of a council under the Freedom of Information Act 1991.*
- (o) *information relating to a proposed award recipient before the presentation of the award.*

2.4.2 The Act provides for a definition of ‘personal affairs’, being a person’s financial affairs, criminal records, marital or other personal relationships, personal qualities, attributes or health status, or that person’s employment records, employment performance or suitability for a particular position, or other personnel matters relating to the person, but does not include the personal affairs of a body corporate. This is an inclusive (not exhaustive) list of personal matters.

2.4.3 In considering whether an order should be made under section 90(2), it is irrelevant that discussion of a matter in public may—

- (a) cause embarrassment to the council or council committee concerned, or to members or employees of the council; or
- (b) cause a loss of confidence in the council or council committee.

2.4.4 If a decision to exclude the public is taken, the Council or Council committee is



required to make a note in the minutes of the making of the order and the grounds on which it was made. Sufficient detail of the grounds on which the order was made will be included in the minutes.

2.4.5 Where a person provides information to the Council and requests that it be kept confidential, Council is not able to consider this request unless the matter is one that falls within section 90(3). If this is the case, Council will then be in a position to consider the request on its merits.

## **2.5 Information or Briefing Sessions**

2.5.1 Members of Council, Committee members and staff may participate in information or briefing sessions provided that a matter which would ordinarily form part of the agenda for a formal meeting is not dealt with in such a way as to obtain or effectively obtain, a decision outside of a formally constituted meeting of Council or Committee.

2.5.2 An information or briefing session pursuant to section 90A is one that is:

- arranged by the Council or the Chief Executive Officer
- includes an invitation to attend or be involved to more than one member of the Council/Council Committee
- is convened for the purpose of providing information or a briefing to attendees.

2.5.3 Information or briefing sessions must be conducted in a place open to the public when a matter is, or is intended to be, on the agenda for a formal meeting of the Council to be discussed (s.90A(3)). It is not required that all meetings be open to the public only those that are or intended to be on the agenda for a meeting.

2.5.4 Information or briefing sessions may be closed to the public to allow attendees to receive, discuss or consider any information or matter listed in section 90(3) of the Act (on confidential grounds). The decision can be made by the CEO before or at the session. The CEO must make an order to close an information or briefing session – s.90A(4) (unless order is made by the Council) and record:

- (a) -the grounds on which the order was made
- (b) -the basis on which the information falls within the ambit of each ground of s.90(3)
- (c) -the reasons that the receipt, consideration or discussion of the information public would be contrary to the public interest.

2.5.5 Attendance at Information or Briefing Sessions Electronically

Members of the Council or a Council Committee may participate in an information or briefing session by electronic means (an electronic information or briefing session). A member of the Council or Council Committee participating in electronic information or briefing session is taken to be present at the information or briefing session provided that the member:

- (a) can hear all other members present at the information or briefing session; and

(b) can be heard by all other members present at the information or briefing session.

For the application of 'electronic means' for information sessions or briefing sessions this includes a telephone, computer or other electronic device used for communication.

#### 2.5.6 Form of Participation by Electronic Means

Where:

(a) a Council or Committee member is to participate in an information or briefing session by electronic means; and

(b) the electronic means has the functionality to allow the member to participate in electronic information or briefing session by being heard but not seen or by being both seen and heard; and

(c) the electronic means of the Council has the functionality to allow the council member to be heard but not seen or to be both seen and heard, the member must participate by being both seen and heard.

2.5.7 Council will make available to the public a live stream of any electronic information or briefing session which must be conducted in a place open to the public so that members of the public can hear the discussions between all persons participating in the information or briefing session.

The live stream will be published on a website determined by the chief executive officer, provided that this requirement will not apply to any part of the electronic information or briefing session that has been closed to the public.

2.5.8 Council will publish information about information and briefing sessions in accordance with Regulation 8AB of the *Local Government (General) Regulations 2013*. Without a specific decision of the Council or Chief Executive Officer to the contrary, documents presented to information or briefing sessions are not publicly available and documents presented to information or briefing sessions that are closed to the public are confidential.

#### ~~2.52.6~~ Public ~~a~~Access to ~~m~~Minutes

~~2.5.12.6.1~~ Minutes of a meeting of Council or Council committee, apart from confidential material, will be publicly available, including the internet, within five days after the meeting.

~~2.5.22.6.2~~ Notice No 1 provides that a copy of the minutes of a meeting of the Council must be placed on public display on a website determined by the chief executive officer within five days after the meeting and kept on display for a period of one month.

#### ~~2.62.7~~ Use of ~~C~~Confidentiality ~~p~~Provisions

~~2.6.12.7.1~~ Any consideration of the use of confidentiality provisions to exclude the public

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The electronic version on the internet is the controlled version of this document.

Printed copies are considered uncontrolled. Before using a printed copy, verify that it is the controlled version.

from the discussion of a particular matter at a meeting will require the identification of one or more of the grounds listed within section 90(3) of the Act and the factual reasons for the relevance and application of the ground(s) in the circumstances. The grounds are listed in paragraph 2.4.1 of this Code.

2.6.2.7.2 The policy approach of the City of Holdfast Bay is:

2.7.2.1 Information regarding the grounds on which an order to exclude the public is made will be conveyed to the public at the time of them being ordered to leave or disconnect from the meeting. The public will not be excluded until after confidentiality motion has been carried and sufficient reasons for the need to exclude the public given.

2.7.2.2 Once discussion of the matter is concluded, and while the meeting is still in confidential session, the meeting will consider if it is necessary to make an order that a document associated with that agenda item (including minutes) remain confidential. In determining this, the meeting will have regard to the provisions of section 91 and in particular section 91(8) which details when a Council must not order that a document remain confidential.

2.7.2.3 If the meeting determines that it is proper and necessary to keep a document confidential, then a resolution for an order to this effect is required in accordance with section 91(7) of the Act.

2.7.2.4 The Council will determine the matter of confidentiality on each item separately, determining the relevant grounds for confidentiality for each item.

2.7.2.5 Where keeping a document confidential is considered proper and necessary, a resolution to this effect is required which shall include:

- the grounds for confidentiality
- the duration of the order or the circumstances in which the order will cease to apply
- if the duration of the order is for more than 12 months, the order must be reviewed at least once in every year
- whether the power to revoke the order will be delegated to an employee of the Council (s.91(9)).

2.7.2.6 In accordance with section 91(8) the Council or Council committee must not make an order:

- to prevent the disclosure of the remuneration or conditions of service of an employee of the council after the remuneration or conditions have been set or determined; or
- to prevent the disclosure of the identity of a successful tenderer for the supply of goods or the provision of services (including the carrying out of

works), or of any reasons adopted by the council as to why a successful tenderer has been selected; or

- to prevent the disclosure of the amount or amounts payable by the council under a contract for the supply of goods or the provision of services (including the carrying out of works) to, or for the benefit of, the council after the contract has been entered into by all parties to the contract; or
- to prevent the disclosure of the identity of land that has been acquired or disposed of by the council, or of any reasons adopted by the council as to why land has been acquired or disposed of by the council.

2.76.3 In all cases the objective is that the information be made publicly available at the earliest possible opportunity.

## **2.8 Public Access to Documents**

2.8.1 In accordance with section 132 and schedule 5 of the Act, various documents are available for inspection and purchase (for a fee) by the public at the Brighton Civic Centre. Council may also make available a document in electronic form and place it on the internet for public access

2.8.2 The Council or Council committee will only order that a document associated with a discussion from which the public are excluded is to remain confidential if it is considered proper and necessary and meets the test(s) for one of the grounds in the Act.

2.8.3 The Council or Council committee can only resolve to retain minutes and/or documents confidential under section 91(7) if they were considered in confidence pursuant to sections 90(2) and 90(3).

2.8.4 Inquiries in relation to the process for seeking access to documents held by Council and which are not publicly available, should be directed to Council's accredited Freedom of Information Officer.

## **2.9 Review of Confidentiality Orders**

2.9.1 A confidentiality order made under section 91(7) of the Act must specify the duration of the order or the circumstances in which the order will cease to apply.

2.9.2 An order will lapse if the time or event specified has been reached or carried out. There is no need for the Council to resolve for the confidential order to be lifted. Once an order has lapsed, the minutes and/or documents automatically become public.

2.9.3 Orders that exceed 12 months must be reviewed annually and the council must assess whether the grounds for non-disclosure are still relevant and, if so, provide the relevant grounds and reasons for the minutes and/or documents remaining confidential.

2.9.4 if there is no longer a need for the confidentiality order then the Council or Council committee may delegate to an employee of the Council the power to revoke an order made in accordance with section 91(7) of the Act. The Council or Council committee may also include in the resolution whether any delegation is given to an employee to revoke the order and if relevant, any conditions associated with the delegation.

## **2.10 Accountability and ~~R~~eporting to the ~~C~~ommunity**

2.10.1 A report on the use of the sections 90(2) and 91(7) by the Council and Council committees must be included in the annual report of a Council as required by Schedule 4 of the Act. This supports commitment to the principle of accountability to the community.

2.9.2 The reporting should include the following information be included in the annual report:

~~2.9.2.1 number of occasions orders made under each of the provisions of sections s.90(2) excluding the public from attendance at a meeting in the financial year and 90(3) were utilised;~~

~~2.9.2.2 date and subject of each order made under s.90(2) in the financial year~~

~~2.9.2.3 number of orders under each ground for s.90(2) in the financial year~~

~~2.9.2.4 number of retain in confidence orders (s.91(7) in the financial year including date and subject~~

~~2.9.2.5 number of retain in confidence orders (s.91(7) that expired, ceased to apply or were revoked during the financial year~~

~~2.9.2.6 number of retain in confidence orders (s.91(7) that remained operative at the end of the financial year including date and subject.~~

~~2.9.2.2 number of occasions each of the provisions of sections 90(2) and 90(3) and section 91(7) were utilised, expressed as a percentage of total agenda items considered'~~

~~2.9.2.3 an indication of any particular issues that contributed to the use of confidentiality provisions on more than one occasion e.g. a proposal to acquire a parcel of land was considered on 3 separate occasions;~~

~~2.9.2.4 number of occasions that information originally declared confidential has subsequently been made publicly available; and~~

~~2.9.2.5 number of occasions that information declared confidential has not been made publicly available and the reason for this in each case.~~

## **2.11 Availability of the ~~C~~ode**

The public may inspect a copy of this Code, without charge, at the Civic Centre during office hours, and may obtain a copy for a fee fixed by Council. The Code is also available on the internet [www.holdfast.sa.gov.au](http://www.holdfast.sa.gov.au).

## **2.12 Grievance**

2.12.1 Council has established procedures under section 270 of the Act for the review of decisions by:

- Council and its committees



- employees of the Council
- other persons acting on behalf of the Council

2.12.2 People who have a complaint about public access to either a formal Council or Committee meeting, or the Council Agendas, and their attached documents or Minutes, can lodge an application for review of the decision under the procedures established by Council. The procedures are available on Council's website [www.holdfast.sa.gov.au](http://www.holdfast.sa.gov.au).

### **3 References**

#### **Legislation**

- *Electronic Participation in Council Meetings Notice (No 1) 2020*
- *Freedom of Information Act 1991*
- *Local Government Act 1999*

#### **Policies and Procedures**

- *Code of Practice- Meeting Procedures*
- *Customer Feedback and Complaints Procedure*
- *Internal Review of Council Decisions (s270) Policy*

# Attachment 2





# Code of Practice – Access to Meetings and Documents

Adopted by Council ..... 2021  
Review by 1 November 2023

## **1.1 Preamble**

The City of Holdfast Bay supports the principle that the procedures to be observed at a meeting of Council or a Council Committee should contribute to open, transparent and informed decision-making and encourage appropriate community participation in the affairs of Council.

## **1.2 Background**

1.2.1 The *Local Government Act 1999* sets out arrangements for meetings and requires that all Council and Council Committee meetings are held in public except where special circumstances exist.

1.2.2 Section 90 of the *Local Government Act 1999* outlines the circumstances in which a document or discussion considered in a Council or Committee meeting can be kept confidential.

## **1.3 Purpose**

1.3.1 The Code of Practice for Access to Meetings and Documents sets out the commitment of City of Holdfast Bay to provide public access to Council and Council committee meetings and documents (s92 of the Act) and outlines the policies and procedures contained within the Act, to restrict public access.

1.3.2 This Code has been supplemented to include the provisions made by the Minister for Transport, Infrastructure and Local Government on 31 March 2020 to take into account the Local Government (Public Health Emergency) Amendment Act 2020 (which inserted section 302B in to the Act) and the Electronic Participation in Council Meetings Notice (No 1) 2020, which provides variations to the Act to enable all council members to participate in a council meeting by electronic means. These provisions are shown in blue and will remain in operation during the current public health emergency (COVID-19) and whilst the Minister's Notice No. 1 remains in operation.

### **1.3.3 Notice No 1:**

- (a) provides that a Council is not required to adopt any provision in a code of practice that would prevent or inhibit members from participating in Council meetings or Council committee meetings by electronic means;
- (b) provides that Council members may meet by electronic means to alter the code of practice of the Council, or substitute a new code of practice of the Council, even if the existing code of practice prevents or inhibits the Council members from meeting by electronic means; and
- (c) suspends the requirement in section 92(5) that before a Council adopts, alters or substitutes a code of practice it make copies of the

proposed code, alterations or substitute code (as the case may be) available for inspection and purchase at the principal office of the Council and on a website determined by the Council and that the Council follow the steps set out in its public consultation policy.

#### **1.4 Scope**

1.4.1 The Code includes information about the relevant provisions of the Act and Council's policy and procedures for:

- access to the agenda for meetings
- public access to meetings
- the process to exclude the public from meetings
- matters for which the Council or a Council Committee can order that the public be excluded
- how the Council will approach the use of confidentiality provisions of the Act
- public access to documents including minutes
- review of confidentiality orders
- accountability and reporting to the community, and the availability of the code
- grievance procedures to be followed if a member of the public believes that the Council has unreasonably restricted public access on a particular matter.

#### **1.5 Definitions**

**Act** means the *Local Government Act 1999*

**Code** means this Code of Practice for Access to Meetings and Documents

**Notice No 1** means the *Electronic Participation in Council Meetings Notice (No 1) 2020*

#### **2.1 Public Access to the Agenda for Council or Council Committee Meetings**

2.1.1 At least three clear days before the Council or Council committee meeting (unless a Special Meeting has been called) the Chief Executive Officer (CEO) must give written notice of the meeting to all Council/Committee members setting out the date, time and place of the meeting. The notice must contain or be accompanied by the agenda for the meeting.

2.1.2 [Subject to clause 2.1.7](#), the notice and agenda will be placed on public display at the principal office of the Council (Brighton Civic Centre, 24 Jetty Road Brighton) and on Council's website [www.holdfast.sa.gov.au](http://www.holdfast.sa.gov.au). Copies will also be available at the Council's Library's.

2.1.3 [Subject to clause 2.1.8](#), copies of the agenda documents and non-confidential reports will be available for public inspection at the Brighton Civic Centre and the Council Libraries. A reasonable number of copies will be available for public inspection as soon as practicable after they are supplied to the Members of the Council.



- 2.1.4 Members of the public may obtain a copy of the agenda and non-confidential reports for a fee to cover the costs of photocopying, in accordance with the Council's schedule of fees and charges.
- 2.1.5 Copies of the Agenda documents and non-confidential reports that are to be considered at a meeting will be made available to members of the public in attendance.
- 2.1.6 Where the CEO of the Council believes that a document or report on a particular matter should be considered in confidence with the public to be excluded, the basis under which the order could be made in accordance with section 90(3) of the Act will be specified. Refer to sections 83(5)(Council) and 87(10) (Committees) of the Act.
- 2.1.7 For the period of the operation of Notice No 1 the requirement that the chief executive officer give notice to the public of the times and places of council meetings by placing the notice of meeting and agenda on public display at each office of the Council that is open to the public for the general administration of Council business within its area is **suspended**.
- 2.1.8 For the period of the operation of Notice No 1:
- 2.1.8.1 the requirement that the chief executive officer must ensure that a reasonable number of copies of any document or report supplied to members of the Council for consideration at a meeting of the Council are available for inspection by members of the public at the principal office of the Council or at the meeting is **suspended**.
  - 2.1.8.2 the chief executive officer (or a person nominated in writing by the chief executive officer) will ensure that any document or report supplied to members of the Council for consideration at a meeting of the Council is available for inspection by members of the public -
    - (a) in the case of a document or report supplied to members of the Council *before* the meeting - on a website determined by the chief executive officer as soon as practicable after the time when the document or report is supplied to members of the Council; or
    - (b) in the case of a document or report supplied to members of the Council *at the* meeting - on a website determined by the chief executive officer as soon as practicable after the time when the document or report is supplied to members of the Council.

## **2.2 Public Access to Council or Committee Meetings**

- 2.2.1 Council and Council committee meetings are open to the public and attendance is encouraged, except where Council (or Council committee) has grounds (section 90 of the Act) to exclude the public from the discussion (and, if necessary, decision) of a particular matter (see 2.4).

- 2.2.2 The public will only be excluded when there are grounds in the Act for properly doing so.
- 2.2.3 Notice No 1 provides that a Council meeting will be taken to be conducted in a place open to the public even if 1 or more Council members participate in the meeting by electronic means provided that -
- (a) the chief executive officer (or a person nominated in writing by the chief executive officer) makes available to the public a live stream (the transmission of audio and/or video from a meeting at the time that the meeting is occurring) of the meeting on a website determined by the chief executive officer and ensures that members of the public can hear the discussion between all Council members present at the meeting via the live stream; or
  - (b) if the chief executive officer (or a person nominated in writing by the chief executive officer) has taken reasonable steps to make available a live stream of the meeting but is unable to make available a live stream of the meeting, the chief executive officer (or a person nominated in writing by the chief executive officer) makes available to the public a recording of the meeting as soon as practicable after the meeting on a website determined by the chief executive officer and ensures that members of the public can hear the discussion between all Council members present at the meeting via the recording.

If the chief executive officer (or a person nominated in writing by the chief executive officer) has taken reasonable steps to make available to the public a live stream of the meeting or, (if unable to make available a live stream of the meeting) a recording of the meeting but is unable to comply the chief executive officer (or a person nominated in writing by the chief executive officer) must publish on a website determined by the chief executive officer the steps taken to comply.

### **2.3 Process to Exclude the Public from a Meeting**

- 2.3.1 The practice of the City of Holdfast Bay is as follows:
- 2.3.1.1 to deal with the agenda items in the order listed in the agenda, or
  - 2.3.1.2 for the convenience of the public present at a meeting, where it is resolved to consider a matter in confidence, this matter may be adjourned until all other business has been dealt with to allow the public to leave the meeting once all public business has been concluded.
- 2.3.2 Before a meeting orders that the public be excluded to enable the receipt, discussion and consideration of a particular matter, the meeting must, in public, formally determine if this is necessary and appropriate and then pass a resolution to exclude the public while dealing with that particular matter. If this occurs the public must leave the room. For the operation of 90(2) a member of the public does not include an employee of the council.

- 2.3.3 Notice No 1 provides that the Council or council committee must disconnect any live stream or recording of a meeting for the period that the meeting is closed to the public pursuant to an order made under section 90(2).
- 2.3.4 Once Council or Council committee has made the order, it is an offence for a person, who knowing that an order is in force, enters or remains in a room in which such a meeting is being held. It is lawful for an employee of Council or a member of the police to use reasonable force to remove the person from the room if they fail to leave on request.
- 2.3.5 Further, Notice 1 provides that it is also an offence for person who, knowing that an order is in force under section 90(2), to connect (i.e. able to hear and/or see the meeting, including via a live stream recording or recording of the meeting) to a meeting of the Council or Council committee by electronic means, or fail to disconnect (i.e. remove the connection so as to be able to hear and see the meeting) from a meeting of the Council or Council committee.
- 2.3.6 Once discussion on that particular matter is concluded, the public are then permitted to re-enter or reconnect to the meeting.
- 2.3.7 Council or Council committee can by inclusion within the resolution permit a particular person or persons to remain in a meeting.
- 2.3.8 Notice No 1 provides that a Council meeting will be taken to be conducted in a place open to the public even if 1 or more Council members participate in the meeting by electronic means provided that –
- 2.3.8.1 the chief executive officer (or a person nominated in writing by the chief executive officer) makes available to the public a live stream of the meeting on a website determined by the chief executive officer and ensures that members of the public can hear the discussion between all Council members present at the meeting via the live stream; or
- 2.3.8.2 if the chief executive officer (or a person nominated in writing by the chief executive officer) has taken reasonable steps to make available a live stream of the meeting but is unable to make available a live stream of the meeting, the chief executive officer (or a person nominated in writing by the chief executive officer) makes available to the public a recording of the meeting as soon as practicable after the meeting on a website determined by the chief executive officer and ensures that members of the public can hear the discussion between all Council members present at the meeting via the recording.

If the chief executive officer (or a person nominated in writing by the chief executive officer) has taken reasonable steps to make available to the public a live stream of the meeting or,(if unable to make available a live stream of the meeting) a recording of the meeting but is unable to comply the chief executive officer (or a person

nominated in writing by the chief executive officer) must publish on a website determined by the chief executive officer the steps taken to comply and the requirement will be suspended.

## **2.4 Matters from which the Public can be Excluded**

2.4.1 In accordance with the requirements of section 90(3) of the Act, Council, or a Council committee, may order the public be excluded from the Meeting to allow confidential discussion of matters where there are grounds under the following provisions:

- (a) *information the disclosure of which would involve the unreasonable disclosure of information concerning the personal affairs of any person (living or dead);*
- (b) *information the disclosure of which—*
  - (i) *could reasonably be expected to confer a commercial advantage on a person with whom the council is conducting, or proposing to conduct, business, or to prejudice the commercial position of the council; and*
  - (ii) *would, on balance, be contrary to the public interest;*
- (c) *information the disclosure of which would reveal a trade secret;*
- (d) *commercial information of a confidential nature (not being a trade secret) the disclosure of which—*
  - (i) *could reasonably be expected to prejudice the commercial position of the person who supplied the information, or to confer a commercial advantage on a third party; and*
  - (ii) *would, on balance, be contrary to the public interest;*
- (e) *matters affecting the security of the council, members or employees of the council, or council property, or the safety of any person;*
- (f) *information the disclosure of which could reasonably be expected to prejudice the maintenance of law, including by affecting (or potentially affecting) the prevention, detection or investigation of a criminal offence, or the right to a fair trial;*
- (g) *matters that must be considered in confidence in order to ensure that the council does not breach any law, order or direction of a court or tribunal constituted by law, any duty of confidence, or other legal obligation or duty;*
- (h) *legal advice;*
- (i) *information relating to actual litigation, or litigation that the council or council committee believes on reasonable grounds will take place, involving the council or an employee of the council;*
- (j) *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;*

(k) *tenders for the supply of goods, the provision of services or the carrying out of works;*

(m) *information relating to a proposed amendment to a Development Plan under the Development Act 1993 before a Development Plan Amendment proposal relating to the amendment is released for public consultation under that Act;*

(n) *information relevant to the review of a determination of a council under the Freedom of Information Act 1991.*

(o) *information relating to a proposed award recipient before the presentation of the award.*

2.4.2 The Act provides for a definition of ‘personal affairs’, being a person’s financial affairs, criminal records, marital or other personal relationships, personal qualities, attributes or health status, or that person’s employment records, employment performance or suitability for a particular position, or other personnel matters relating to the person, but does not include the personal affairs of a body corporate. This is an inclusive (not exhaustive) list of personal matters.

2.4.3 In considering whether an order should be made under section 90(2), it is irrelevant that discussion of a matter in public may—

(a) cause embarrassment to the council or council committee concerned, or to members or employees of the council; or

(b) cause a loss of confidence in the council or council committee.

2.4.4 If a decision to exclude the public is taken, the Council or Council committee is required to make a note in the minutes of the making of the order and the grounds on which it was made. Sufficient detail of the grounds on which the order was made will be included in the minutes.

2.4.5 Where a person provides information to the Council and requests that it be kept confidential, Council is not able to consider this request unless the matter is one that falls within section 90(3). If this is the case, Council will then be in a position to consider the request on its merits.

## **2.5 Information or Briefing Sessions**

2.5.1 Members of Council, Committee members and staff may participate in information or briefing sessions provided that a matter which would ordinarily form part of the agenda for a formal meeting is not dealt with in such a way as to obtain or effectively obtain, a decision outside of a formally constituted meeting of Council or Committee.

2.5.2 An information or briefing session pursuant to section 90A is one that is:

- **arranged by the Council or the Chief Executive Officer**



- includes an invitation to attend or be involved to more than one member of the Council/Council Committee
- is convened for the purpose of providing information or a briefing to attendees.

2.5.3 Information or briefing sessions must be conducted in a place open to the public when a matter is, or is intended to be, on the agenda for a formal meeting of the Council to be discussed (s.90A(3)). It is not required that all meetings be open to the public only those that are or intended to be on the agenda for a meeting.

2.5.4 Information or briefing sessions may be closed to the public to allow attendees to receive, discuss or consider any information or matter listed in section 90(3) of the Act (on confidential grounds). The decision can be made by the CEO before or at the session. The CEO must make an order to close an information or briefing session – s.90A(4) (unless order is made by the Council) and record:

- (a) the grounds on which the order was made
- (b) the basis on which the information falls within the ambit of each ground of s.90(3)
- (c) the reasons that the receipt, consideration or discussion of the information public would be contrary to the public interest.

2.5.5 Attendance at Information or Briefing Sessions Electronically

Members of the Council or a Council Committee may participate in an information or briefing session by electronic means (an electronic information or briefing session). A member of the Council or Council Committee participating in electronic information or briefing session is taken to be present at the information or briefing session provided that the member:

- (a) can hear all other members present at the information or briefing session; and
- (b) can be heard by all other members present at the information or briefing session.

For the application of ‘electronic means’ for information sessions or briefing sessions this includes a telephone, computer or other electronic device used for communication.

2.5.6 Form of Participation by Electronic Means

Where:

- (a) a Council or Committee member is to participate in an information or briefing session by electronic means; and
- (b) the electronic means has the functionality to allow the member to participate in electronic information or briefing session by being heard but not seen or by being both seen and heard; and
- (c) the electronic means of the Council has the functionality to allow the council member to be heard but not seen or to be both seen and heard, the member must participate by being both seen and heard.

- 2.5.7 Council will make available to the public a live stream of any electronic information or briefing session which must be conducted in a place open to the public so that members of the public can hear the discussions between all persons participating in the information or briefing session.

The live stream will be published on a website determined by the chief executive officer, provided that this requirement will not apply to any part of the electronic information or briefing session that has been closed to the public.

- 2.5.8 Council will publish information about information and briefing sessions in accordance with Regulation 8AB of the *Local Government (General) Regulations 2013*. Without a specific decision of the Council or Chief Executive Officer to the contrary, documents presented to information or briefing sessions are not publicly available and documents presented to information or briefing sessions that are closed to the public are confidential.

## **2.6 Public Access to Minutes**

- 2.6.1 Minutes of a meeting of Council or Council committee, apart from confidential material, will be publicly available, including the internet, within five days after the meeting.

- 2.6.2 [Notice No 1 provides that a copy of the minutes of a meeting of the Council must be placed on public display on a website determined by the chief executive officer within five days after the meeting and kept on display for a period of one month.](#)

## **2.7 Use of Confidentiality Provisions**

- 2.7.1 Any consideration of the use of confidentiality provisions to exclude the public from the discussion of a particular matter at a meeting will require the identification of one or more of the grounds listed within section 90(3) of the Act and the factual reasons for the relevance and application of the ground(s) in the circumstances. The grounds are listed in paragraph 2.4.1 of this Code.

- 2.7.2 The policy approach of the City of Holdfast Bay is:

2.7.2.1 Information regarding the grounds on which an order to exclude the public is made will be conveyed to the public at the time of them being ordered to leave or disconnect from the meeting. The public will not be excluded until after confidentiality motion has been carried and sufficient reasons for the need to exclude the public given.

2.7.2.2 Once discussion of the matter is concluded, and while the meeting is still in confidential session, the meeting will consider if it is necessary to make an order that a document associated with that agenda item (including minutes) remain confidential. In determining this, the meeting will have regard to the provisions of section 91 and in particular section 91(8) which details when a

Council must not order that a document remain confidential.

2.7.2.3 If the meeting determines that it is proper and necessary to keep a document confidential, then a resolution for an order to this effect is required in accordance with section 91(7) of the Act.

2.7.2.4 The Council will determine the matter of confidentiality on each item separately, determining the relevant grounds for confidentiality for each item.

2.7.2.5 Where keeping a document confidential is considered proper and necessary, a resolution to this effect is required which shall include:

- the grounds for confidentiality
- the duration of the order or the circumstances in which the order will cease to apply
- if the duration of the order is for more than 12 months, the order must be reviewed at least once in every year
- whether the power to revoke the order will be delegated to an employee of the Council (s.91(9)).

2.7.2.6 In accordance with section 91(8) the Council or Council committee must not make an order:

- to prevent the disclosure of the remuneration or conditions of service of an employee of the council after the remuneration or conditions have been set or determined; or
- to prevent the disclosure of the identity of a successful tenderer for the supply of goods or the provision of services (including the carrying out of works), or of any reasons adopted by the council as to why a successful tenderer has been selected; or
- to prevent the disclosure of the amount or amounts payable by the council under a contract for the supply of goods or the provision of services (including the carrying out of works) to, or for the benefit of, the council after the contract has been entered into by all parties to the contract; or
- to prevent the disclosure of the identity of land that has been acquired or disposed of by the council, or of any reasons adopted by the council as to why land has been acquired or disposed of by the council.

2.7.3 In all cases the objective is that the information be made publicly available at the earliest possible opportunity.

## **2.8 Public Access to Documents**

2.8.1 In accordance with section 132 and schedule 5 of the Act, various documents are available for inspection and purchase (for a fee) by the public at the Brighton Civic

Centre. Council may also make available a document in electronic form and place it on the internet for public access

- 2.8.2 The Council or Council committee will only order that a document associated with a discussion from which the public are excluded is to remain confidential if it is considered proper and necessary and meets the test(s) for one of the grounds in the Act.
- 2.8.3 The Council or Council committee can only resolve to retain minutes and/or documents confidential under section 91(7) if they were considered in confidence pursuant to sections 90(2) and 90(3).
- 2.8.4 Inquiries in relation to the process for seeking access to documents held by Council and which are not publicly available, should be directed to Council's accredited Freedom of Information Officer.

## **2.9 *Review of Confidentiality Orders***

- 2.9.1 A confidentiality order made under section 91(7) of the Act must specify the duration of the order or the circumstances in which the order will cease to apply.
- 2.9.2 An order will lapse if the time or event specified has been reached or carried out. There is no need for the Council to resolve for the confidential order to be lifted. Once an order has lapsed, the minutes and/or documents automatically become public.
- 2.9.3 Orders that exceed 12 months must be reviewed annually and the council must assess whether the grounds for non-disclosure are still relevant and, if so, provide the relevant grounds and reasons for the minutes and/or documents remaining confidential.
- 2.9.4 if there is no longer a need for the confidentiality order then the Council or Council committee may delegate to an employee of the Council the power to revoke an order made in accordance with section 91(7) of the Act. The Council or Council committee may also include in the resolution whether any delegation is given to an employee to revoke the order and if relevant, any conditions associated with the delegation.

## **2.10 *Accountability and Reporting to the Community***

- 2.10.1 A report on the use of the sections 90(2) and 91(7) by the Council and Council committees must be included in the annual report of a Council as required by Schedule 4 of the Act. This supports commitment to the principle of accountability to the community.
- 2.9.2 The reporting should include the following information be included in the annual report:
  - 2.9.2.1 number of orders made under s.90(2) excluding the public from attendance at a meeting in the financial year;
  - 2.9.2.2 date and subject of each order made under s.90(2) in the financial year
  - 2.9.2.3 number of orders under each ground for s.90(2) in the financial year

- 2.9.2.4 number of retain in confidence orders (s.91(7) in the financial year including date and subject
- 2.9.2.5 number of retain in confidence orders (s.91(7) that expired, ceased to apply or were revoked during the financial year
- 2.9.2.6 number of retain in confidence orders (s.91(7) that remained operative at the end of the financial year including date and subject.

## **2.11 Availability of the Code**

The public may inspect a copy of this Code, without charge, at the Civic Centre during office hours, and may obtain a copy for a fee fixed by Council. The Code is also available on the internet [www.holdfast.sa.gov.au](http://www.holdfast.sa.gov.au).

## **2.12 Grievance**

2.12.1 Council has established procedures under section 270 of the Act for the review of decisions by:

- Council and its committees
- employees of the Council
- other persons acting on behalf of the Council

2.12.2 People who have a complaint about public access to either a formal Council or Committee meeting, or the Council Agendas, and their attached documents or Minutes, can lodge an application for review of the decision under the procedures established by Council. The procedures are available on Council's website [www.holdfast.sa.gov.au](http://www.holdfast.sa.gov.au).

## **3 References**

### **Legislation**

- *Electronic Participation in Council Meetings Notice (No 1) 2020*
- *Freedom of Information Act 1991*
- *Local Government Act 1999*

### **Policies and Procedures**

- *Code of Practice- Meeting Procedures*
- *Customer Feedback and Complaints Procedure*
- *Internal Review of Council Decisions (s270) Policy*



Item No: 15.7

Subject: **CONTAINER DEPOSIT SCHEME**

Date: 9 November 2021

Written By: Environmental Officer

General Manager: Assets and Delivery, Mr M de Heus

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## **SUMMARY**

The Minister for Environment and Water, the Hon David Speirs recently announced the release of the “Improving South Australia’s recycling makes cents” Container Deposit Scheme (CDS) discussion paper for community, industry and business feedback, which asked for feedback on presented options and opportunities to modernize the CDS. Consultation opened Friday 24 September and will close Friday 19 November.

A review of the CDS commenced in January 2019, with the release of the “Improving South Australia’s Recycling makes cents” scoping paper to which Council submitted a response to.

A draft response has been prepared which mirror some of the same sentiments as those listed within the 2019 submission.

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## **RECOMMENDATION**

**That Council endorse the proposed response to the CDS discussion paper and authorise the Chief Executive Officer to send the response on behalf of Council, with any minor amendments as required.**

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## **COMMUNITY PLAN**

Environment: Using Resources Efficiently

## **BACKGROUND**

In 1977, beverage producers commenced one of the first product stewardship schemes in Australia, taking responsibility for their containers and financially underpinning the considerable infrastructure investments and operating costs associated with the system.

The success of the container deposit scheme (CDS) has been made possible by a very engaged South Australian community and the many businesses involved in container recovery and recycling, including beverage producers, suppliers and retailers, and non-government

organisations. A review of the CDS commenced in January 2019, with the release of the Improving South Australia's Recycling Makes Cents scoping paper for public consultation.

During the six week consultation, the Environment Protection Authority (EPA) received over 1,170 responses from members of the public, CDS stakeholders, environment and community groups, the beverage manufacturing and supply sector, the resource recovery and recycling sector and the government sector.

This feedback, together with investigations on beverage container material flows (including ultimate fate of containers) and economic analysis, has helped inform the 'Improving South Australia's Recycling Makes Cents Discussion Paper' which has been structured around the following key issues:

- Objectives of the CDS including recovery and recycling of container materials within domestic circular economies;
- Scope of containers included in the CDS and improve efficiency and reducing scheme costs;
- Scheme approvals including container application fees and container markings;
- CDS container return rates including deposit value, container return and payment of the refund; and
- Governance of the CDS and its relationship to schemes in other jurisdictions.

The CDS is recognised as an effective tool for supporting recovery of high-quality beverage container material for high-value recycling and remanufacturing markets within a circular economy.

## **REPORT**

Extracts from the EPA discussion paper including questions that the EPA would like answered is included as Attachment 1. Administration drafted a response to the discussion paper (included as Attachment 2) including the following key recommendation:

- Expand the type of containers included under the scheme to include glass wine and spirit bottles and flavoured and juice bottles up to 3 litres;
- Increase the number of reverse vending machines across Adelaide offering refunds;
- Explore increasing the 10 cent refund amount in the future at the same time as other jurisdictions do;
- CDS be favoured over the introduction of a fourth kerbside bin as a mechanism of increasing glass recycling;
- Utilise both contemporary and modern media types (such as social media, QR codes and local champions) to engage the community on changes to the CDS; and
- Explore additional incentives to encourage higher participation from the community.

*Refer Attachment 1 & 2*

Any changes to the CDS are unlikely to have a significant impact on the current or future operations of the Southern Region Waste Resource Authority (SRWRA) Material Recovery Facility. This will be further worked through with SRWRA as CDS options are considered.

Changes to the type of containers included under the scheme to include glass wine and spirit bottles and flavoured milk and juice bottles up to 3 litres. This may reduce the volume of materials in the recyclables (yellow lid) bin which may have a benefit in reduced bin sizing and improved collection frequency, although will be unlikely to provide councils with significant savings. If the refund amount increases, there is a possibility that there is a short term increase of people going through bins to collect the refundable containers, but again would be minor.

The environmental benefits of increased recovery of high-quality beverage container material will be substantial.

**BUDGET**

Not Applicable.

**LIFE CYCLE COSTS**

Not Applicable.

# Attachment 1



# Key issues

This discussion paper has been structured around the following key issues raised by community and CDS sector feedback on the Scoping Paper:

1. objectives of the CDS including resource recovery and recycling of container materials within a circular economy
2. scope of containers included in the CDS
3. scheme approvals (including container application fees) and container markings
4. CDS container return rates, including deposit value, container return and payment of the refund
5. governance of the CDS and its relationship to schemes in other jurisdictions.

The alignment of state and territory schemes was raised as a key issue that is incorporated into the other key issues in this paper.

It is proposed that changes to the CDS be made in a staged manner. The first stage would see improvements to governance which will create a more efficient, streamlined, fairer and cost effective CDS. The second, if determined necessary, would involve amending the scope to incorporate a wider range of beverage containers, but remove containers less than 150 millilitres in support of national alignment. The consideration of increasing the deposit amount would also be reviewed with other jurisdictions. An efficient modernised CDS achieved in stage 1 would maximise the benefit of any stage 2 changes.

Note that economic modelling for each key issue has been undertaken on potential individual improvements that can be made to the CDS. It is likely that a suite of improvements will be made across all key issues such that the total economic benefit resulting from improvements will be at least the sum of the total of all improvements applied, or greater if synergistic effects occur.

## Key Issue 1: Objectives of the CDS

The objects of the *Environment Protection Act 1993* [EP Act] focus on promoting the principles of ecologically sustainable development, preventing environmental harm, application of the waste management hierarchy and promoting the circulation of materials through waste management processes to support a strong market for recovered resources. Furthermore, the CDS objectives seek to minimise litter, protect the environment and facilitate beverage container recovery for recycling. It does this by setting up an extended producer responsibility process involving beverage producers and suppliers and facilitates the product stewardship responsibilities of beverage consumers and the South Australian community. The delivery of the CDS objectives provides a number of additional community benefits, including generating revenue for community groups, sporting clubs and schools and complementing the recyclable material recovery services offered within communities [see Figure 4].

### Scoping Paper feedback: The objectives of the CDS

The Scoping Paper asked questions to generate discussion around the need to modernise the objectives of the CDS.

The SA community and sector stakeholders wished to retain the following current CDS objectives:

- reduction of litter
- reduction of waste to landfill
- growth of beverage container recycling through accessibility of the return points [currently CDS depots].

The sector stakeholders also identified that a modern CDS should seek to:

- further support resource recovery and recycling within a circular economy
- revitalise community education on waste avoidance, resource recovery and recycling, and participation in the CDS
- support local employment and jobs.



## Objectives and Benefits of the South Australian Container Deposit Scheme



### Product stewardship

The SA Container Deposit Scheme commenced in 1977 and is one of the longest running and successful product stewardship schemes in Australia. It acknowledges that those involved in producing, selling, using and disposing of products have a shared responsibility to ensure that those products or materials are managed to reduce environmental impacts throughout their life cycle. The CDS requires beverage suppliers to ensure that a system is in place for the recovery and recycling of eligible beverage containers.



### Resource recovery & recycling

SA depots are designed for the return of large amounts of beverage containers from the community.

Many of the depots accept a wide range of other recyclable materials. Each year around 600 million drink containers (over 40,000 tonnes) are returned for refund and recycling, representing a 77% return rate, preventing those containers from being littered or landfilled.

The retention and recirculation of high-value CDS container materials continues to enable a strong domestic market for recycling and processing these recovered resources into new products.



### Reducing litter

Discarded beverage containers adversely affect amenity and enjoyment of the outdoor environment, result in significant clean-up costs for local governments and other land managers and create environmental risks to wildlife.

Container deposit refunds create a financial incentive to collect containers for recycling. As a result, eligible beverage containers only contribute to 3% of total litter.



### Protecting the environment

The objects of the *Environment Protection Act 1993* (EP Act) promote the principles of ecologically sustainable development, preventing environmental harm and ensuring the circulation of materials through the waste management process to support a strong market for recovered resources.

Specific beverage container provisions in the EP Act prohibit the supply or sale of beverage containers unless there is a litter control and waste management arrangement in place to collect and recover those containers for recycling.



### Community participation

The container deposit scheme also provides a financial benefit, through fundraising to community groups, sporting clubs and charities that operate a depot, partner with an established depot or collect empty containers for refund.

The benefits to community groups and schools from CDS container deposit refunds are significant and flow on to the broader community via the wide variety of activities funded.

## Acknowledging the broader benefits of the CDS objectives

The environment under which South Australia's container deposit scheme now operates is very different to when it was first established in 1977. The SA economy has undergone significant change including to consumption patterns, available waste and recycling markets, together with the community desire to reduce waste generation and ensure the circulation of resources within a circular economy. The CDS framework

has adapted well to these changes, but must continue to adapt in this dynamic environment in order to further the realisation of the CDS objectives. The review of the CDS objectives has taken into consideration the national and state's transition to more circular economies and the role of the CDS as a pathway to achieve some of the targets and priority areas (see Table 1).

Table 1—State and national targets directly relevant to CDS schemes

National Waste Action Plan 2019	South Australia's Waste Strategy 2020-2025
<ul style="list-style-type: none"> <li>Ban the export of waste plastic, paper, glass and tyres, commencing in the second half of 2020.</li> <li>Reduce total waste generated in Australia by 10% per person by 2030.</li> <li>80% average resource recovery rate from all waste streams following the waste hierarchy by 2030.</li> <li>Significantly increase the use of recycled content by governments and industry.</li> <li>Phase out problematic and unnecessary plastics by 2025.</li> </ul>	<ul style="list-style-type: none"> <li>Target of zero avoidable waste to landfill by 2030.</li> <li>Diversion of 75% metropolitan municipal solid waste from landfill by 2025.</li> </ul>
<p><b>Australian Packaging Covenant Strategic Plan 2017-2022</b></p>	<p><i>Priority actions</i></p>
<ul style="list-style-type: none"> <li>100% of packaging in Australia to be reusable, recyclable or compostable.</li> <li>70% of plastic packaging recycled or composted.</li> <li>50% average recycled content across all packaging.</li> </ul> <p>It is noteworthy that the European Union has a target of up to 70% recycled content by weight<sup>12</sup>. Therefore, producers exporting to the EU may need to meet this target in the future.</p>	<ul style="list-style-type: none"> <li>Transitioning to a circular economy.</li> <li>Maximise the effectiveness of the CDS by identifying new items to be included in the CDS and ensuring all containers are recycled locally or nationally.</li> <li>Identify and implement initiatives that seek to optimise the recovery and remanufacture of glass containers and reduce contamination of other recyclables.</li> <li>Reduce the amount of recyclables in kerbside waste bins.</li> <li>Reduce litter and improve waste management in regional areas, Aboriginal land holdings and outback areas, including the recovery of beverage containers.</li> </ul>

## The circular economy

The *National waste policy: Less waste, more resources 2018*<sup>13</sup> provides a framework for collective action by businesses, governments, communities and individuals until 2030. The policy identifies five overarching principles underpinning waste management in a circular economy. These include:

- avoid waste
- improve resource recovery

- increase use of recycled material and build demand and markets for recycled products
- better manage material flows to benefit human health, the environment and the economy
- improve information to support innovation, guide investment and enable informed consumer decisions.

<sup>12</sup> European Commission, Implementation of the Waste Framework Directive, [https://ec.europa.eu/commission/presscorner/detail/sv/MEMO\\_18\\_6](https://ec.europa.eu/commission/presscorner/detail/sv/MEMO_18_6).

<sup>13</sup> Australian Government 2018, *National Waste Policy*, <https://www.environment.gov.au/system/files/resources/d523f4e9-d958-466b-9fd1-3b7d6283f006/files/national-waste-policy-2018.pdf>.

The *National Waste Policy Action Plan 2019*<sup>14</sup> creates targets and actions to implement the 2018 National Waste Policy and guide national efforts to 2030 and beyond. Targets directly relevant to the CDS are listed in Table 1. The *Creating value: The potential benefits of a circular economy in SA*<sup>15</sup> report that was commissioned by Green Industries SA (GISA) in 2017 sought to understand what a more circular economy could mean for South Australia and evaluate the opportunities it might create. The report identified that, by 2030, compared with a 'business as usual' scenario, a more circular economy could deliver significant job creation and greenhouse gas reduction benefits. Transition to a circular economy has the potential to create an additional 25,700 (FTE) jobs and reduce SA's greenhouse gas emissions by 27% or 8 million tonnes of CO<sub>2</sub> equivalent<sup>16</sup>.

In 2017, the *Environment Protection Act 1993* was amended to modernise and strengthen its powers to better support a strong resource recovery sector to contribute to a circular economy. Applying the waste management hierarchy to keep materials in circulation for as long as possible to maximise the value of these materials over time is a key principle of a circular economy. The *Environment Protection [Waste to Resources] Policy 2010* also drives resource recovery and recycling in SA. Together they support the implementation of South Australia's Waste Strategy 2020-2025<sup>17</sup> to avoid the disposal of these resources to landfill and the recovery and return of high-value resources to a more productive circular economy.

## Product stewardship

In 2020, the Australian Government commenced a review of the *Product Stewardship Act 2011* including how to improve Australia's management of end-of-life products and transition to a circular economy.

The *Australian packaging covenant strategic plan 2017–2022*<sup>18</sup> that was published in 2019 outlines how circular economy principles will be applied to all packaging made, used or sold in Australia. The plan provides a broad framework in accordance with the *National Environment Protection [Used Packaging Materials] Measure 2011*, which includes four targets to be achieved by 2025, three of which are relevant to the CDS and listed in Table 1.

## Underpinning current investments, local employment and community services

The waste management and resource recovery sector is a vital part of the South Australian economy providing an annual turnover of \$1 billion and approximately 4,800 people with direct and indirect employment. In relation to direct employment, the industry creates 9.2 full-time equivalent employees for every 10,000 tonnes of waste compared with 2.8 full-time equivalent employees for the same amount of waste that goes to landfill (Green Industries SA 2015)<sup>19</sup>.

Fluctuating commodity prices for recyclables such as paper, cardboard and mixed plastics and high sorting costs are regular challenges faced by the resource recovery and recycling industry. In 2017, China notified the World Trade Organisation that it would no longer be accepting certain kinds of solid waste, including plastic waste and unsorted waste paper. Other countries have since adopted similar policies further reducing the ability to export recyclable materials collected within Australia.

Relevant to this CDS review is the pivotal role that the CDS plays in the local resource recovery sector. Clean and colour-sorted CDS materials provide highly sought after recyclable feedstock for manufacturing with a value six times that of the commodity price. This higher value is reflective of the CDS deposit per container and

14 Australian Government 2019, *National Waste Policy Action Plan*, <https://www.environment.gov.au/system/files/resources/5b86c9f8-074e-4d66-ab11-08bbc69da240/files/national-waste-policy-action-plan-2019.pdf>.

15 Green Industries SA 2017, *Creating value: The potential benefits of a circular economy in SA*, <https://www.greenindustries.sa.gov.au/documents/Potential%20Benefits%20of%20a%20Circular%20Economy%20in%20South%20Australia%20-%20report%20%282017%29.pdf?downloadable=1>.

16 Green Industries SA 2021, *Driving the circular economy*, <https://www.greenindustries.sa.gov.au/driving-the-circular-economy>.

17 Green Industries SA 2020, *Supporting the Circular Economy: South Australia's Waste Strategy 2020-2025*, <https://www.greenindustries.sa.gov.au/resources/sa-waste-strategy-2020-2025>.

18 *Australian packaging covenant strategic plan 2017–2022*, <https://www.environment.gov.au/system/files/resources/e2f0f12e-fa6e-4a4b-94e3-1268d9cd1360/files/australian-packaging-covenant-strategic-plan-2017-2022.pdf>.

19 Green Industries SA 2020, *Supporting the Circular Economy: South Australia's Waste Strategy 2020-2025* <https://www.greenindustries.sa.gov.au/resources/sa-waste-strategy-2020-2025>.

the demand for clean and sorted recovered plastics, aluminium, liquid paperboard<sup>20</sup> and colour-sorted glass cullet ready for recycling into high-value products.

Both in SA and NSW the value of CDS materials offsets the falls in profit at local MRFs due to the 2017 export market collapse [Ritchie 2020<sup>21</sup>]. This has resulted in many MRFs being able to limit their gate fee increases and costs to local governments as the international import restriction policies took effect, through the revenue provided by CDS recovered material. The CDS has and will continue to provide a significant revenue stream for MRFs, which helps ensure resource recovery and recycling of kerbside recyclables remains financially viable in the continuing situation of export restrictions.

The CDS also has a significant footprint in the state economy in terms of infrastructure, employment and community support. The recovery and recycling of empty CDS beverage containers requires depots, super collectors and MRFs to establish tailored business systems and infrastructure. Entrepreneurial community-based organisations have also established their business systems and infrastructure to benefit from revenue generated by the CDS.

It is intended to build upon this economic footprint [see Table 2] by finding improvements that are complementary and value add to the existing investment. The current direct footprint of the CDS operations, including the value of CDS participants to the state economy and estimated economic impact associated with the CDS, is as follows:

- The 132 depots operating across SA are estimated to generate a net revenue of \$33 million from the handling fees paid to depots by super collectors
  - » The receipt and processing of empty beverage containers results in 292 (FTE) jobs within the depots equating to an estimated \$14 million in wages paid to employees
  - » It is also estimated that \$11 million of other value is added to the state's economy by the depots.

- Coordination and administration of the CDS by the super collectors is estimated to generate a net revenue of \$23 million
  - » The net revenue of super collectors results from \$12 million paid by liable beverage producers and suppliers to super collectors to coordinate the scheme on their behalf and \$11 million arising from the sale of recovered beverage container materials
  - » The coordination and administration of the CDS results in 110 (FTE) jobs employed at the super collectors, \$9 million in wages and added value of \$4 million to the state's economy.
- The estimated \$10 million net revenue of MRFs stems from the recovery of CDS containers from the kerbside co-mingled recyclables bin
  - » The revenue is generated from the refund of the deposit and also the sale of beverage container materials to the recycling market
  - » The recovery of CDS containers at MRFs in SA adds 68 (FTE) jobs within the MRFs, \$4 million in wages paid and added value of \$3 million to the state's economy<sup>22</sup>.

<sup>20</sup> Currently, liquid paperboard is not highly valued.

<sup>21</sup> Ritchie 2020, *2 years since Asia stopped taking our recycling. Where do we stand?*, <https://mraconsulting.com.au/2-years-since-asia-stopped-taking-our-recycling-where-do-we-stand/>.

<sup>22</sup> Hudson Howell 2020, South Australian Environment Protection Authority, Container Deposit Scheme Economic Analysis Review December 2020, [https://www.epa.sa.gov.au/files/15056\\_cds\\_econanalysis\\_review\\_report\\_dec2020.pdf](https://www.epa.sa.gov.au/files/15056_cds_econanalysis_review_report_dec2020.pdf).

**Table 2—CDS economic footprint of SA depots, super collectors and material recovery facilities**

	Net revenue (\$m)	Employment (FTEs)	Wages (\$m)	Other value added (\$m)
Depots	\$33.31	292	\$13.56	\$11.48
Super collectors	\$23.29	110	\$9.32	\$3.96
MRFs (proportion linked to CDS product only)	\$9.97	68	\$4.28	\$2.57
<b>Totals:</b>	<b>\$66.57</b>	<b>470</b>	<b>\$27.16</b>	<b>\$18.01</b>

One of the findings of the South Australian Parliamentary Inquiry into the recycling industry is that: ‘submitters and witnesses all recommended that government policy focus on the creation of local markets for recyclable and recycled products’<sup>23</sup>. Another finding was that: ‘Overwhelmingly, there was a desire to decouple the state from external markets and to provide self sufficiency for future generations’.

This echoes one of the recommendations of the Northern Territory CDS scheme review undertaken by Ernst & Young for the Department of Environment and Natural Resources<sup>24</sup>. The purpose of that review was to explore and identify opportunities to promote circular economic activity and the domestic recycling of materials through the expansion and promotion of the domestic recycling industry and markets for recycled material.

South Australia currently has around a 50% share of the glass manufacturing in Australia, where the manufacturers utilise the highly valued CDS glass not only from SA, but also from NSW and QLD. South Australia’s Recycling Activity Survey 2018-19 Report<sup>25</sup> identified that the outlook for the recovery of glass is expected to remain strong, as follows:

- Glass bottling companies continue to demand higher proportions of recovered glass in their manufacturing process.
- A significant part of the glass recovery arises from glass bottles returned as part of SA’s CDS. This source of glass is of high quality and able to be turned to cullet and used by glass bottle manufacturers.

- Lower grade [MRF] glass can continue to be recycled for use in road base. However, this is a lower value option and represents a substantial cost to the kerbside system. The potential expansion of glass products under the CDS would likely increase volumes of high-quality source-separated glass that can be used for bottle remanufacture.

Plastics recovery and processing occurs within SA and interstate with the main remanufactured materials being recycled HDPE and PET pellets, granules and flakes. The majority of these materials are then sold for remanufacturing of plastic containers and other products either locally, interstate or overseas. CDS-derived recovered materials account for a significant proportion of the feedstock of these facilities. This provides a comparative advantage that could be grown and capitalised on further should the policy settings be conducive and more feedstock materials be made available.

Increasing the recovery of materials and the supply of these resources through the CDS and/or from an improved kerbside waste and co-mingled recyclables system, can underpin current investments and support additional investments in the domestic resource recovery and recycling sector. This in turn can encourage confidence in markets for local recycling and product remanufacturing and transition towards a circular economy.

Around 45 countries and territories around the world have container deposit or container return schemes

23 Environment, Resources and Development Committee, Parliament of South Australia—An Inquiry into the Recycling Industry, [https://www.aph.gov.au/Parliamentary\\_Business/Committees/Senate/Environment\\_and\\_Communications/WasteandRecycling/Report](https://www.aph.gov.au/Parliamentary_Business/Committees/Senate/Environment_and_Communications/WasteandRecycling/Report).

24 Department of Environment and Natural Resources 2018, *Evaluation of the operation of the Northern Territory container deposit scheme*, [https://ntepa.nt.gov.au/\\_data/assets/pdf\\_file/0011/590798/cds\\_review\\_report\\_ernst\\_young.pdf](https://ntepa.nt.gov.au/_data/assets/pdf_file/0011/590798/cds_review_report_ernst_young.pdf).

25 Green Industries SA 2020, *South Australia’s recycling activity survey 2018-19 report*, [https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&cad=rja&uact=8&ved=2ahUKewjBjCH7-8ryAhVAzTgGHZ-cCZYQFnoECAIQAQ&url=https%3A%2F%2Fwww.greenindustries.sa.gov.au%2Fdocuments%2FGISA\\_RAS%2520Report%25202018-19\\_final%255B1%255D.pdf%3Fdownloadable%3DI&usq=AOvVaw08x4-QKpgvtSnU4sPQN\\_st](https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&cad=rja&uact=8&ved=2ahUKewjBjCH7-8ryAhVAzTgGHZ-cCZYQFnoECAIQAQ&url=https%3A%2F%2Fwww.greenindustries.sa.gov.au%2Fdocuments%2FGISA_RAS%2520Report%25202018-19_final%255B1%255D.pdf%3Fdownloadable%3DI&usq=AOvVaw08x4-QKpgvtSnU4sPQN_st).



operating within an environment of shifting global consumption patterns, changing waste and recycling markets, and the desire to retain the circulation of resources within a circular economy. Newly designed and recently revised schemes [see appendix 3] focus on the avoidance of litter and the collection and recovery of container materials to support a circular economy by supplying markets with recovered resources.

## Preferred option – Modernise the features of the CDS

The proposed update of the CDS objectives aims to provide a ‘best fit’ approach for SA, which both modernises and builds on the success of the current established scheme. It is planned to clarify the current purpose of the CDS, in other words, litter control; resource recovery and product stewardship; and strengthen the promotion of the circulation of materials through resource recovery and support a strong market for recovered resources within a circular economy. This includes supporting the current resource recovery and recycling services offered to the SA community, local business, employment growth, and participation of community groups.

It is recommended to further support CDS in SA to:

- continue to ensure beverage producer and supplier ownership for providing an efficient and effective container recovery and recycling system where fair contributions are made by beverage producers and suppliers
- further strengthen and underpin the financial viability and sustainability of the CDS and broader resource recovery and recycling markets in SA
- complement the kerbside waste system and improve the recycling outcomes of resources placed in the co mingled recyclables bin
- expand options for local employment within CDS-associated processing and remanufacturing businesses and better promote opportunities for community groups, not for profit organisations and charities.

## Questions

1.1 Do you think the CDS should be supported and recognised as a key pathway for supplying recovered materials to remanufacturers and to achieve state and national resource recovery targets by:

- 1.1.a supporting and building on existing beverage container resource recovery investments and infrastructure
- 1.1.b optimising the recovery of high-value beverage container materials that support a circular economy
- 1.1.c continuing to enable opportunities for local employment within the CDS and more broadly within the resource recovery and recycling sector
- 1.1.d enabling opportunities for community groups, not-for-profit organisations and charities to benefit from the CDS through direct participation and the development of partnerships within the CDS?



## Key Issue 2: Containers Included in the CDS

Beverage containers included in the South Australian CDS are specified within Part 8, Division 2 ('Beverage Containers') of the [EP Act](#) and [Part 4 of the Environment Protection Regulations 2009](#). Appendix 2 lists the categories of containers included and excluded from the CDS. Included containers require approval prior to being sold in SA and are required to carry the refund marking and have in place a waste management arrangement for their collection and return for recycling. The currently excluded containers and matching beverages are:

- plain milk in any container
- wine (made from the fermentation of grapes) in glass bottles, plastic containers and sachets (250 ml or greater), or aseptic packs/casks (1 litre or more)

- spirituous liquor in glass bottles
- pure fruit/vegetable juice (90% or more juice content) in containers of 1 litre or more
- flavoured milk in containers of 1 litre or more
- concentrated fruit and/or vegetable juice
- health tonic
- cordial syrup
- any beverages in containers greater than 3 litres.

Figure 5 illustrates examples of how the container volume and beverage type influence the containers that are in and out of the CDS. Containers are currently excluded on the basis of not being a major contributor to litter or are considered beverages that contribute to nutrition, that is, plain milk or pure fruit and/or vegetable juice.

Figure 5—What's in, What's out of the CDS



## Scoping Paper feedback: Scope of containers included in the CDS

Feedback from the community and sector stakeholders recognises that the current scope of beverage containers assists in reducing litter, thereby supporting resource recovery and recycling, and diversion of resources from landfill. However, the current scope of the CDS was viewed as inconsistent, confusing to the community and needs to be reviewed in line with the principles of a circular economy and support local resource recovery investment. Key views expressed related to the following:

- In order to reduce confusion, a simplified scope should be employed, which would include within the CDS currently excluded beverage containers.
- More types of beverage containers should be included in the CDS. The most frequently mentioned items for inclusion were glass wine/spirit bottles.
- Those against the inclusion of additional containers were primarily concerned about financial impacts on beverage producers.
- In order to align with other jurisdictions and to address the disproportionate cost associated with smaller beverage containers, containers less than 150 millilitres should be removed from the current CDS.
- A revision of the scope of containers should also consider the resource recovery capabilities and value of the recyclable material market for beverage container materials.

## Review of the CDS scope to support a circular economy

Historically, the categories of containers included in the CDS were focused on those commonly found in litter. This approach has resulted in container size, beverage type and whether containers are typically consumed at home as being the basis of the CDS scope. This has caused confusion around what's in and what's out, for

instance, a container of fruit and/or vegetable juice (less than 1 litre and containing at least 90% juice) is included in the CDS, but a similar container of concentrated fruit and/or vegetable juice intended for dilution is not included. Similarly, wine produced from fermented grapes in glass is not included, yet rice wines, fruit wines and ciders in glass are included. Over time, and with the expansion of the beverage product range, the level of confusion has increased for consumers, beverage producers and suppliers, scheme coordinators and depot container sorters.

A recent review of the Northern Territory CDS<sup>26</sup> made 21 recommendations about operational improvements and measures to ensure that the NT CDS meets the objectives under the relevant legislation. These included:

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*Recommendation 1: Consider the rationale and approach to excluding beverages and exempting containers from the scheme in order to ensure a well-defined, clear and consistent scope, which is aligned to all key objectives of the CDS.*

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*Recommendation 2: Determine the feasibility of including additional containers as regulated containers, considering specifically wine/spirituous liquor containers and milk bottles as well as excluded beverages and exempt containers where a similar container is currently a regulated container.*

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One objective of this review is to make changes that will address the confusion about scope, as well as identify beverage containers where a benefit would be gained from their inclusion in the CDS, including ensuring stronger extended producer responsibility and circular economy objectives for the CDS.

## Recovery of CDS containers

South Australian consumers typically discard empty beverage containers through CDS depots, at the kerbside or through commercial waste collection systems. The EPA receives CDS container sale and disposal data in order to monitor and report on the performance of the CDS. From this, it was found that

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<sup>26</sup> Department of Environment and Natural Resources 2018, *Evaluation of the operation of the Northern Territory container deposit scheme*, [https://ntepa.nt.gov.au/\\_data/assets/pdf\\_file/0011/590798/cds\\_review\\_report\\_ernst\\_young.pdf](https://ntepa.nt.gov.au/_data/assets/pdf_file/0011/590798/cds_review_report_ernst_young.pdf).

in 2019-20 over 605 million CDS beverage containers [40,354 tonnes] were returned to the CDS for a refund, but data on the number and types of containers disposed of through the kerbside collection is not readily available. Therefore, the EPA commissioned an audit of containers disposed of to the kerbside co-mingled recyclables bin and waste bins to better understand the container disposal habits of SA households<sup>27</sup>. The CDS container return data [2019-20], kerbside bin audit, Recycling Activity Survey [2018-19]<sup>28</sup> and consultation with industry were used to develop an inventory of the beverage containers disposed of to the kerbside system in SA.

Based upon the inventory, it is estimated that approximately 276 million CDS and non-CDS beverage containers [47,563 tonnes] are placed in the kerbside co-mingled recyclables and waste bins in SA each year. The majority of these containers [211 million or 39,904 tonnes] were located in the co-mingled bin with the remainder [65 million or 7,659 tonnes] disposed of in the waste bin destined for landfill [see Figures 6 and 7]. By number, glass and plastic beverage containers were the most frequently identified container material types placed in the kerbside bin system, that is, over 124 million glass and over 96 million plastic containers [see Figure 8]. Of these, around 46 million [48%] were identified as plain milk HDPE containers [currently excluded from the CDS] located in the co-mingled recyclables bin.

By weight, beverage containers accounted for around 22% of the total content of kerbside co-mingled bins and 2.4% of the waste bin each week. Of the total beverage containers discarded to the kerbside system each year, the dominant [89%] beverage container material by weight was glass at 42,049 tonnes [as shown in Figure 9]. Of this glass, approximately 20,342 tonnes [43%] was attributed to wine, 11,494 tonnes [24%] to non-alcoholic drinks, 7,044 tonnes [15%] to CDS-eligible containers and 3,169 tonnes [7%] to spirit containers<sup>29</sup>. The kerbside audit

reported that, measured against all of the materials within the co-mingled bin, wine and spirit containers, alone, comprise on average 13% of that weight per week. The weight of the wine and spirit bottles differed by council area and ranged from 8%-17%.

The costs of the collection and recovery of CDS containers through the depots is fully funded by the participating beverage producers and suppliers based upon the number of eligible beverage containers sold and returned in SA. However, local councils pay for the collection, transport, recovery and disposal of the contents of the kerbside system on a per tonne basis. In cases where beverage producers and suppliers do not participate in the CDS and allow others to cover the costs of container collection and recovery from the kerbside collection system, commonly referred to as the 'free-rider' effect in product stewardship schemes, the benefits they acquire can be significant given the volumes and weight of these beverage containers.

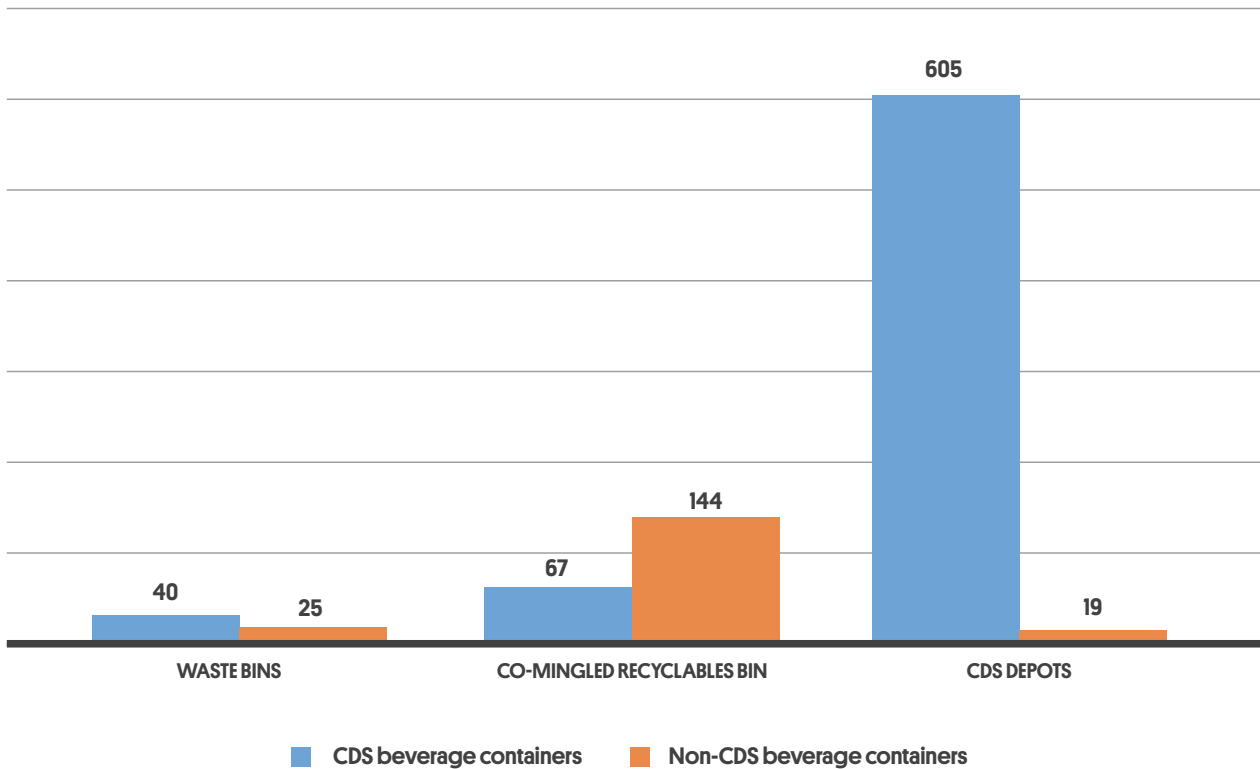
27 SA EPA - CDS Review: Kerbside Household Bin Audit Report June 2020, Rawtec 2020, [https://www.epa.sa.gov.au/files/15058\\_cds\\_kerbsite\\_bin\\_audit\\_report\\_jun2020.pdf](https://www.epa.sa.gov.au/files/15058_cds_kerbsite_bin_audit_report_jun2020.pdf).

28 Green Industries SA 2020, *South Australia's recycling activity survey 2018-19 report*, [https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&cad=rja&uact=8&ved=2ahUKewjBjch7-8ryAhVAzTgGHZ-cCZYQFnoECAIQAQ&url=https%3A%2F%2Fwww.greenindustries.sa.gov.au%2Fdocuments%2FGISA\\_RAS%2520Report%25202018-19\\_final%255B1%255D.pdf%3Fdownloadable%3D1&usq=AOvVaw08x4-QKpgvtSnU4sPQN\\_st](https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&cad=rja&uact=8&ved=2ahUKewjBjch7-8ryAhVAzTgGHZ-cCZYQFnoECAIQAQ&url=https%3A%2F%2Fwww.greenindustries.sa.gov.au%2Fdocuments%2FGISA_RAS%2520Report%25202018-19_final%255B1%255D.pdf%3Fdownloadable%3D1&usq=AOvVaw08x4-QKpgvtSnU4sPQN_st).

29 Hudson Howell 2020, South Australian Environment Protection Authority, Container Deposit Scheme Economic Analysis Review December 2020, [https://www.epa.sa.gov.au/files/15056\\_cds\\_econanalysis\\_review\\_report\\_dec2020.pdf](https://www.epa.sa.gov.au/files/15056_cds_econanalysis_review_report_dec2020.pdf).

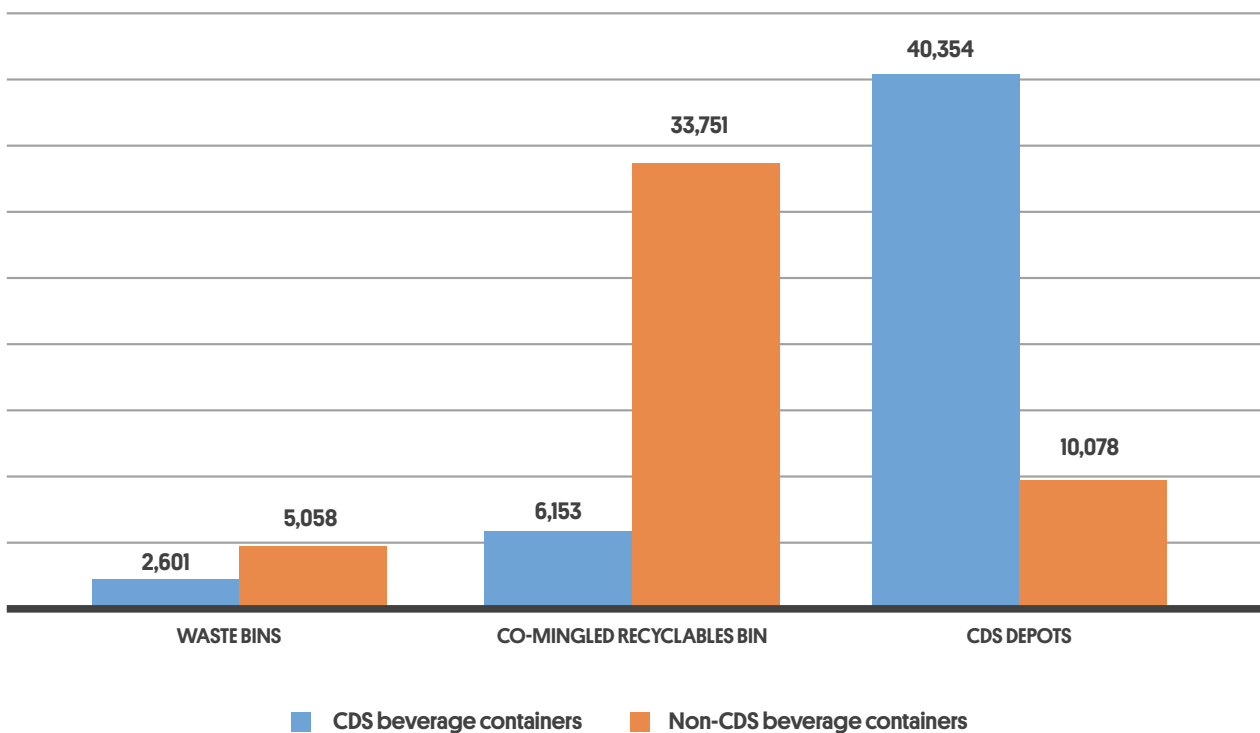
**Figure 6**—Total beverage container extrapolated number of items per annum disposed of in the kerbside waste bin and co-mingled recyclables bin [Hudson Howells, 2020].

**Total Beverage Containers Kerbside & CDS (millions per annum)**



**Figure 7**—Total beverage container extrapolated weight per annum disposed of in the kerbside waste bin and co-mingled recyclables bin [Hudson Howells, 2020]

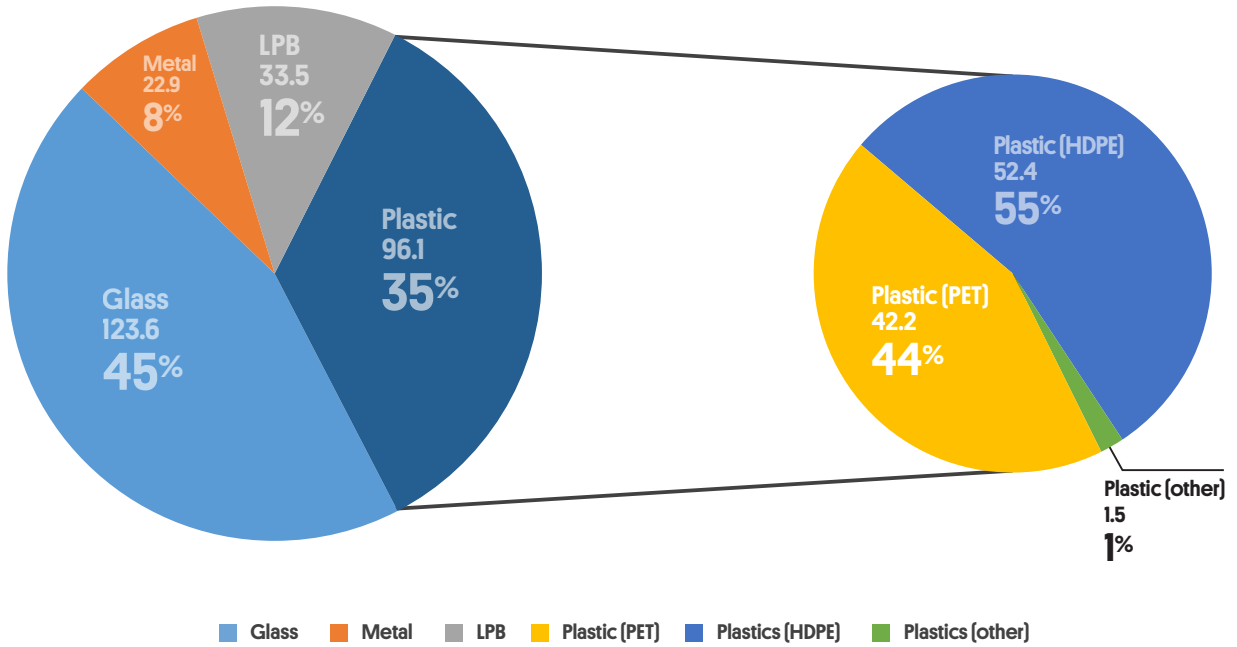
**Weight of Total Beverage Containers Kerbside & CDS (tonnes per annum)**





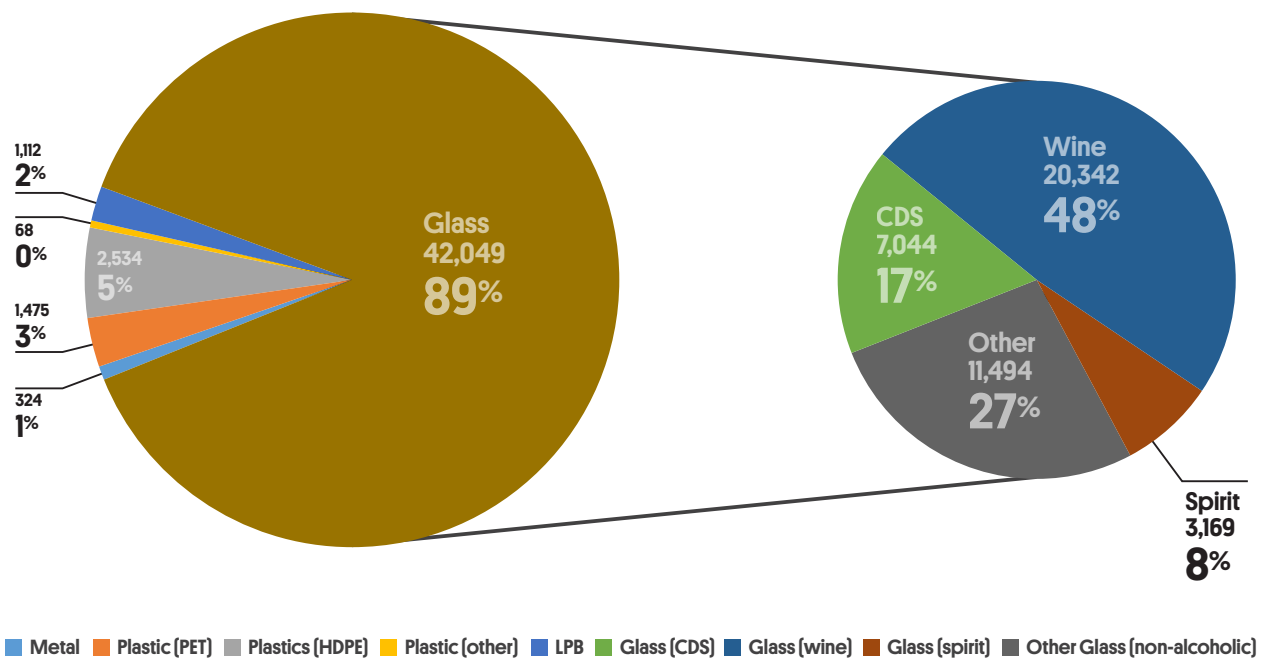
**Figure 8**—Count of beverage containers in kerbside bins by material type and plastics content [items per annum extrapolated to all of state]

**Total Kerbside Beverage Container Items by Material Type**  
(millions per annum)



**Figure 9**—Weight of beverage containers in kerbside bins by material type and glass beverage content [tonnes per annum extrapolated to all of state]

**Kerbside Beverage Container Weight by Material Type**  
(tonnes per annum)



## Current fate of beverage container materials in South Australia

The recovery of empty beverage containers in SA occurs primarily via the CDS or kerbside systems. The CDS container return data [2019-20]<sup>30</sup>, kerbside bin audit [2020]<sup>31</sup>, the Recycling Activity Survey [2018-19]<sup>32</sup> data and consultation with industry were used to develop a discarded glass [beverage and non-beverage] and plastic beverage [PET and HDPE] container inventory. The MRF material recovery data was derived from a South Australian facility that is considered to be best-in-class in terms of material recovery from the co-mingled kerbside bin. The pathways of glass, plastics PET and HDPE beverage containers were then mapped to reveal the fate of these materials used by beverage producers and suppliers to package beverages sold in SA [see Figures 10, 11 and 12]. These container material types were chosen for further investigation due to their prevalence in the kerbside management system [see Figures 8 and 9], the limited knowledge about their movement and fate, and opportunities for recycling.

The recovery of beverage container materials through the CDS results in high-value recovered resources that are segregated according to material type and colour [glass] in accordance with the market requirements for recycled materials. Glass, aluminium and plastic [PET and HDPE] containers that are returned to depots in SA have very high recycling rates [as shown in Figures 10, 11 and 12] and, because they are contaminant-free, are highly desirable to be directly used as feedstock in the remanufacturing of containers or other industrial uses.

Beverage and non-beverage containers placed in the kerbside co-mingled recyclables bins are collected and transported by, or on behalf of, local government to a MRF. The bin contents are then processed to recover resources for sale and diversion from landfill. CDS beverage containers in the co-mingled recyclables bin are recovered by the MRF and returned to the CDS. A proportion of the co-mingled recyclables bin is disposed of to landfill rather than being recycled, due to the material being one of the following:

- non-recyclable materials [placed in the wrong bin] or recyclables that are too contaminated [including due to breakage of glass during collection, handling and processing of kerbside co-mingled bin contents]
- of low market value
- not able to be recovered by the systems and processes within the facility due to excessive breakage or contamination.

The materials that are recovered are then onsold to markets and the revenue is used to offset the costs of running the facility.

### Glass beverage container recovery

The inventory of glass beverage containers discarded in South Australia<sup>33</sup> indicates that about 86,100 tonnes of glass container waste is generated in SA each year, with 45,200 tonnes recovered for bottle manufacturing, over 24,000 tonnes sent to civil construction uses [via the CDS and kerbside systems] and 17,400 tonnes disposed of to landfill [see Figure 10]. There are 41,900 tonnes of CDS and non-CDS glass containers returned to the depots, with CDS glass accounting for 77% [32,286 tonnes] of this glass. The vast majority of the remaining glass [9,614 tonnes] handled by the depots is received from commercial returns of non-CDS glass containers, such as wine and spirit glass bottles from hotels, entertainment venues and sporting clubs. Individuals also return non-CDS glass to depots when they return their CDS containers for a refund. However, that number of containers is minor when compared with the commercial returns.

The glass received by depots is sorted, aggregated and sent on to a glass 'beneficiation' facility for further processing prior to sale as glass cullet. The beneficiation process results in 41,271 tonnes [99%] of glass received by the depots recovered for sale as cullet. The remaining 1% is disposed of as waste to landfill due to not being recoverable.

Of the 35,800 tonnes of glass containers placed in the kerbside co-mingled recyclables bin, only 11% is

30 Environment Protection Authority South Australia 2021, *Container deposits*, [https://www.epa.sa.gov.au/environmental\\_info/waste\\_recycling/container\\_deposit](https://www.epa.sa.gov.au/environmental_info/waste_recycling/container_deposit).

31 SA EPA – CDS Review: Kerbside Household Bin Audit Report June 2020, Rawtec 2020, [https://www.epa.sa.gov.au/files/15058\\_cds\\_kerbside\\_bin\\_audit\\_report\\_jun2020.pdf](https://www.epa.sa.gov.au/files/15058_cds_kerbside_bin_audit_report_jun2020.pdf).

32 Green Industries SA 2020, *South Australia's recycling activity survey 2018-19 report*, <https://www.greenindustries.sa.gov.au/resources/recycling-activity-in-south-australia-2018-19>.

33 Hudson Howell 2020, South Australian Environment Protection Authority, *Container Deposit Scheme Economic Analysis Review December 2020*, [https://www.epa.sa.gov.au/files/15056\\_cds\\_econanalysis\\_review\\_report\\_dec2020.pdf](https://www.epa.sa.gov.au/files/15056_cds_econanalysis_review_report_dec2020.pdf).

recovered as high-value cullet, with 85% recovered as low-value mixed glass for lower value civil application and, the remainder unable to be recovered due to excessive breakage, is disposed of to landfill. All 8,400 tonnes of glass containers placed in the general waste bins is sent to landfill. With recent improvements to MRF processing, the glass fines arising from glass breakages from the kerbside co mingled recyclables bin collection, transport and processing have largely [66%] been redirected from landfill by being collected and used for civil construction, for example, replacement of sand in road base. Although a beneficial use for recycled glass, it is of significantly lower value than glass recovered as cullet that is able to be remanufactured into glass bottles and containers.

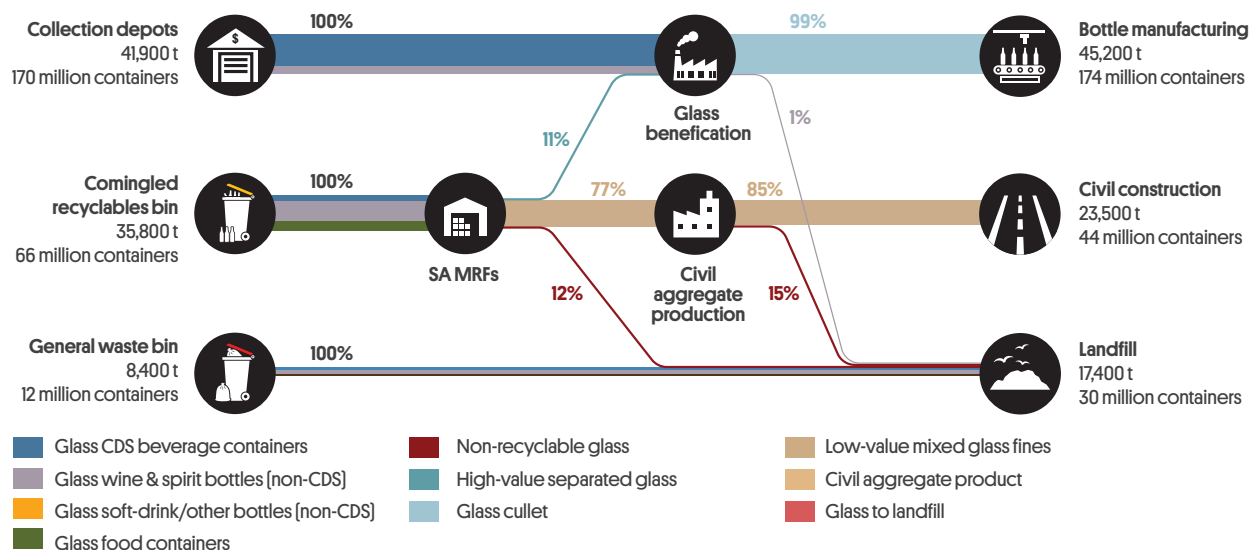
In summary, of the material recovered to high-value glass cullet per year, around 93% is derived through the CDS depots and around 7% is derived through the kerbside co-mingled recyclables bin. This is despite the tonnages of glass placed in the kerbside co-mingled recyclables bin and returned to the collection depots being similar [35,800 versus 41,900 tonnes per year, respectively].

The recovery of glass containers through the kerbside co-mingled recyclables bin represents a significant cost to local government and, ultimately, rate payers. A survey of local councils on the benefits and value of the current CDS identified that an increase in the types of beverage containers within the CDS will reduce the costs of the kerbside waste collection services provided by councils<sup>34</sup>. Modelling was undertaken to estimate the cost savings to local government as a result of diversion of the non-CDS glass beverage containers from the co-mingled kerbside bin to the CDS.

This showed, for example, that the diversion and recycling of 51 million non-CDS glass wine, spirit and cordial containers from the kerbside co-mingled bin to the CDS is estimated to save local government approximately \$34 million per year<sup>35</sup>. The reduced costs are mostly attributed to the reduced volume of glass containers required to be processed by MRFs and reduced waste glass disposal costs<sup>36</sup>. The reduced volume of glass containers processed by MRFs would reduce the glass fines and waste glass generated at the facilities and, subsequently, reduce disposal costs of the facilities and local government, and offer more high value material for glass remanufacturing.

Figure 10—Material flow of glass containers in South Australia per annum [source: Rawtec, 2020]

## Material flow of glass in South Australia



Disclaimer: This is a high-level illustration of the material flow of glass CDS and non-CDS beverage containers placed into general waste and co-mingled recycling kerbside bins by households or returned at collection depots. It does not include containers that are placed into commercial/industrial bins (general waste to landfill, co-mingled recycling), public place/street litter bins or litter in the environment due to insufficient data on these disposal destinations.

34 SA EPA - CDS Review: Council Survey Report July 2020, Rawtec 2020, [https://www.epa.sa.gov.au/files/15058\\_cds\\_kerbsite\\_bin\\_audit\\_report\\_jun2020.pdf](https://www.epa.sa.gov.au/files/15058_cds_kerbsite_bin_audit_report_jun2020.pdf).

35 Hudson Howell 2021, South Australian Environment Protection Authority, Container Deposit Scheme Economic Analysis Review - Addendum Report January 2021, [https://www.epa.sa.gov.au/files/15057\\_cds\\_econanalysis\\_review\\_addendum\\_jan2021.pdf](https://www.epa.sa.gov.au/files/15057_cds_econanalysis_review_addendum_jan2021.pdf).

36 SA EPA - CDS Review Council Survey Report July 2020, Rawtec 2020, [https://www.epa.sa.gov.au/files/15058\\_cds\\_kerbsite\\_bin\\_audit\\_report\\_jun2020.pdf](https://www.epa.sa.gov.au/files/15058_cds_kerbsite_bin_audit_report_jun2020.pdf).

### **Glass wine and spirit container recovery**

The fate of wine and spirit glass containers in South Australia includes processed glass cullet for bottle remanufacturing, glass fines for civil construction, and unrecoverable material to landfill or to the broader environment as litter. A significant proportion of the wine and spirit bottles returned to depots arises from the commercial and hospitality sectors, and entertainment venues. The return of these containers occurs in combination with the collection of CDS containers also provided at these venues. Material flow for wine and spirit glass containers is described as follows:

- Around 10,020 tonnes of wine and spirit glass containers are returned to CDS depots each year with over 98% [9,870 tonnes] of this material recovered as high-value cullet, and only 2% [150 tonnes] disposed of to landfill.
- Approximately 22,031 tonnes of wine and spirit glass containers are placed in the kerbside co-mingled recyclables bin each year, with only 11% [2,523 tonnes] recovered as high-value cullet, and 67% [14,659 tonnes] as low-grade mixed glass, with the remaining 22% [4,849 tonnes] being disposed of to landfill.
- An estimated 1,304 tonnes of wine and spirit glass containers are disposed of in the kerbside waste bin each year, with 100% of this glass material disposed of to landfill.

Failure to recover these glass containers is attributed to breakage during collection, handling and processing of the kerbside co-mingled bin. Excessive damage or breakage of containers leads to the materials not being able to be recovered by the systems and processes within the MRFs. This breakage and the disposal of wine and spirit containers in the kerbside waste bin is estimated to result in 6,303 tonnes [or estimated 12,500 bottles] of glass wine and spirit bottles sold in SA ending up in landfill each year. The presence of these glass fines results in significant costs to both the MRFs

and local government associated with collection and landfill, as well as cost to the remanufacturing industry and the community at large due to the lost opportunity to benefit from reusing and remanufacturing recovered containers. Broken glass also compromises the recovery and value of other kerbside co-mingled recyclable materials.

### **Plastic (HDPE and PET) beverage container recovery**

The inventory of HDPE and PET beverage containers discarded in South Australia<sup>37</sup> indicates that each year, about 2,750 tonnes of HDPE and 4,700 tonnes of PET beverage container waste is generated in this state. The majority of the HDPE and PET container waste arises from non-CDS plain milk HDPE containers [81%] and non-alcoholic CDS PET containers greater than 150 millilitres [91%]. The fate of HDPE and PET beverage containers is as follows:

- 2,400 tonnes [87%] of HDPE is recovered for recycling, 20 tonnes [1%] is recovered and used for energy production<sup>38</sup> and 325 tonnes [12%] is disposed of to landfill each year [see Figure 11]
- 4,100 tonnes [87%] of PET is recovered for recycling, 175 tonnes [4%] is recovered as energy and 400 tonnes [9%] is disposed of to landfill each year [see Figure 12].

A portion of the HDPE and PET beverage containers sold in SA are discarded via the commercial and industrial, and construction and demolition sectors, as well as to public bins. This is estimated to equate to 5 tonnes of HDPE containers and 25 tonnes of PET containers that are either recovered for recycling, recovered as energy or disposed of to landfill.

An estimated 200 tonnes [7%] of HDPE beverage containers were returned to the depots, and 2,550 tonnes [93%] were placed in the kerbside system. An estimated 3,200 tonnes [68%] of PET beverage containers were returned to depots and 1,500 tonnes [32%] were placed in the kerbside system. Recovery rates for plastic are as follows:

37 Hudson Howell 2020, South Australian Environment Protection Authority, Container Deposit Scheme Economic Analysis Review December 2020, [https://www.epa.sa.gov.au/files/15056\\_cds\\_econanalysis\\_review\\_report\\_dec2020.pdf](https://www.epa.sa.gov.au/files/15056_cds_econanalysis_review_report_dec2020.pdf).

38 The recovery of energy from beverage containers results from the collaboration of SUEZ-Resource Co and Adelaide Brighton Cement to produce a processed engineered fuel that is used to as a partial fossil fuel replacement at the Birkenhead, SA based cement kiln. The fuel is produced by the recovery of combustible materials from received at the SUEZ-Resource Co facility based Wingfield, SA.

- Almost all [98%] of the HDPE and PET containers returned to depots are sent for recycling.
- Of the 2,250 tonnes of HDPE containers placed in the co-mingled kerbside bin each year, the vast majority [98%] of containers were recovered by MRFs for recycling (including 52 tonnes of CDS containers returned to the CDS) with small amounts sent for energy production [1%] and to landfill [1%].
- Of the 1,150 tonnes of PET containers placed in the co-mingled kerbside bin each year, the vast majority [83%] of containers were recovered

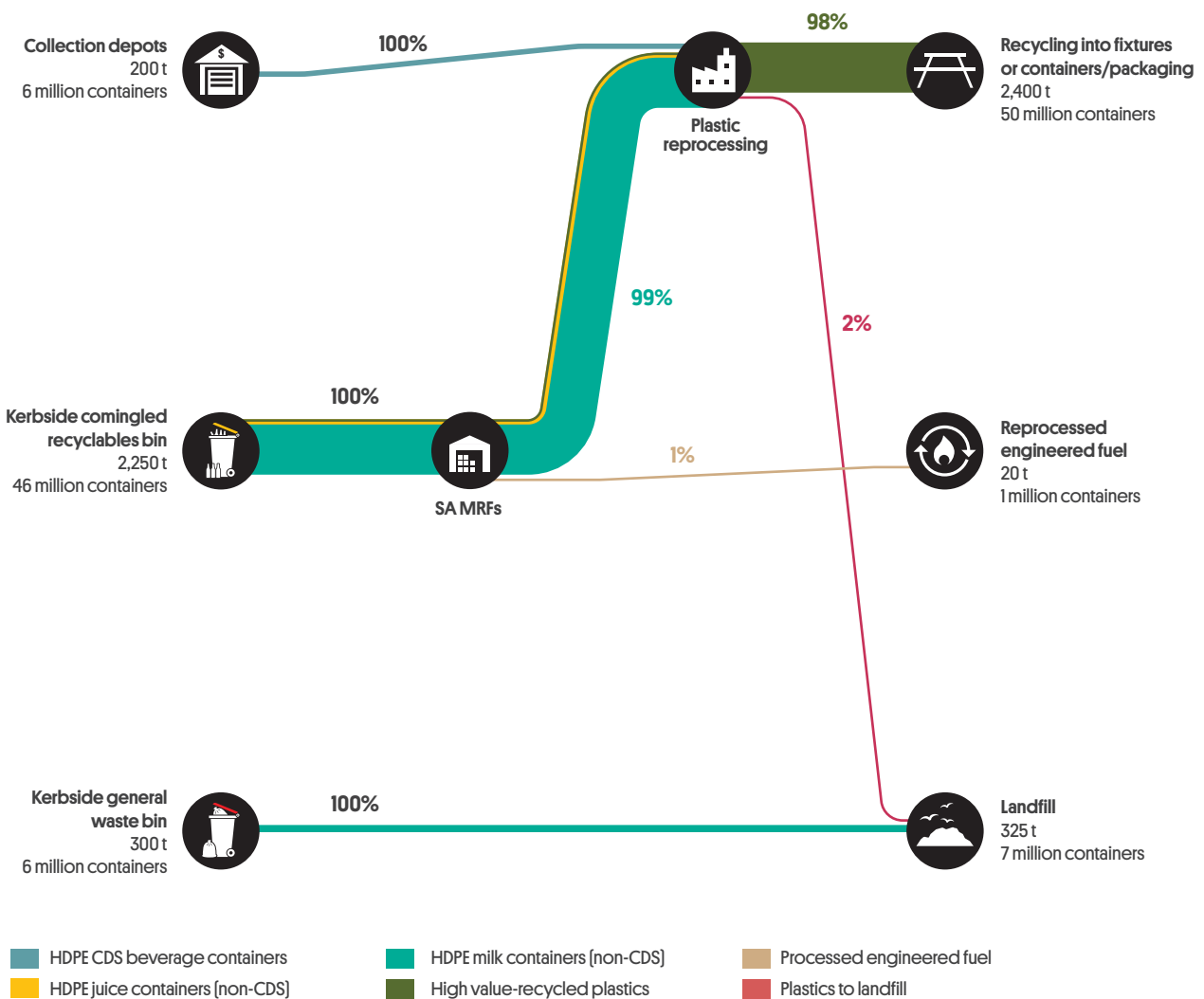
by MRFs for recycling (including 306 tonnes of CDS containers returned to the CDS) with a small amount [15%] sent for energy production and a lesser amount [2%] disposed of to landfill.

The high recovery of plastic beverage containers within the kerbside bin system is associated with their resistance to damage during collection, handling and processing of the kerbside co-mingled bin and the design of the MRF systems and processes to recover these high-value resources.

Figure 11—Material flow of plastic [HDPE] containers in South Australia each year [source: Rawtec, 2020]

## Material flow of HDPE beverage containers in South Australia

### Kerbside bins and collection depots



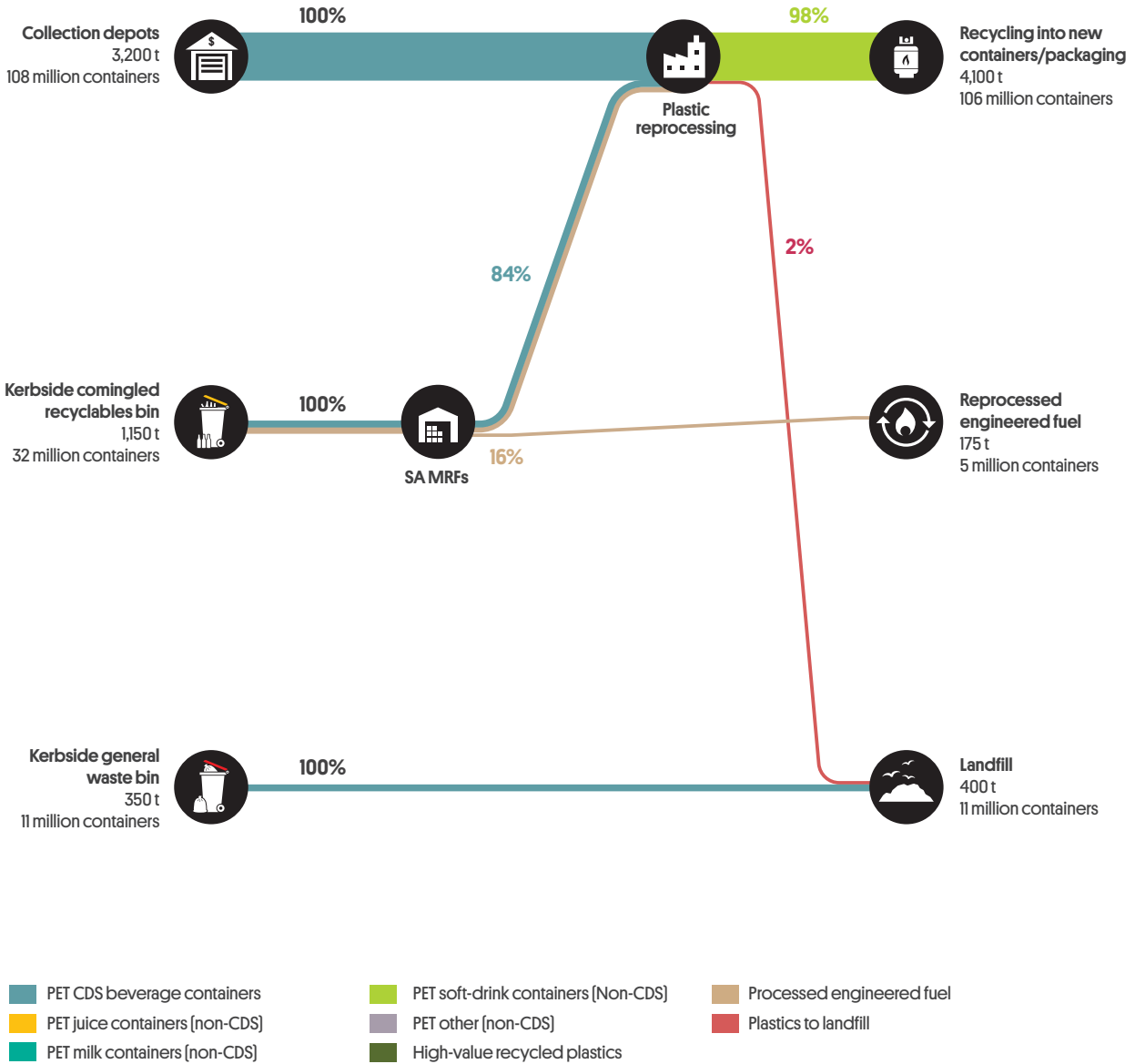
Disclaimer: This is a high-level illustration of the material flow of plastic HDPE CDS and non-CDS beverage containers placed into general waste and co-mingled recycling kerbside bins by households or returned at collection depots. It does not include containers that are placed into C&I bins (general waste to landfill, mixed recycling to alternative fuels), public place/street litter bins or litter in the environment due to insufficient data on these disposal destinations.



Figure 12—Material flow of plastic (PET) containers in South Australia each year [source: Rawtec, 2020]

## Material flow of PET beverage containers in South Australia

### Kerbside bins and collection depots



Disclaimer: This is a high-level illustration of the material flow of plastic PET CDS and non-CDS beverage containers placed into general waste and co-mingled recycling kerbside bins by households or returned at collection depots. It does not include containers that are placed into C&I bins (general waste to landfill, mixed recycling to alternative fuels), public place/street litter bins or litter in the environment due to insufficient data on these disposal destinations.

### CDS versus kerbside beverage container recovery pathway

The glass and plastic (HDPE and PET) beverage container inventories and material flows show that the CDS pathway results in approximately 98% of glass, HDPE and PET containers being returned to the CDS depot is recovered as high-value material sold for recycling. The recovery of glass and plastic beverage

containers deposited within the kerbside system, in other words, the combined kerbside waste bin and the co-mingled recyclables bin (then MRF for processing) results in approximately 62% of glass, 87% of HDPE and 75% of PET recovered for recycling.

However, the fate of glass containers placed in the kerbside co-mingled bin is estimated to be 11% recovered as high-value cullet, 85% recovered as

low-value mixed glass for civil applications and the remainder, unable to be recovered due to excessive breakage, is disposed of to landfill. The recovery of high-value glass cullet through the kerbside co-mingled recyclables bin is impeded by the mixing of other materials disposed of in the bin and excessive glass container breakage resulting from the collection, transport, handling and sorting of the bin contents. The CDS pathway on the other hand, minimises cross-contamination of materials (including by colour) and limits excessive glass breakage, resulting in high-value clean and sorted recovered material.

The fate of PET and HDPE beverage containers deposited in the kerbside co-mingled bin and processed by MRFs is estimated to result in a high proportion being recovered for high-value recycling into new products. Around 98% of HDPE and 84% of PET containers are recovered by MRFs for plastics processing. Around 1% of HDPE and 16% of PET containers handled within the MRF are recovered for use as processed engineered fuel. The processing (beneficiation) of both kerbside- and CDS-recovered PET and HDPE containers results in a small proportion (1%) requiring disposal to landfill.

This shows that, whilst PET and HDPE container recovery rates are less than those obtained through the CDS, they are still effective in recovering high-value plastics for recycling. However, the recovery of high value glass through the kerbside system is inferior when compared with the CDS. The diversion of additional glass containers away from the current kerbside system represents both a significant circular economy opportunity as well as a cost reduction opportunity for local government and the community.

The CSIRO's *National circular economy roadmap for plastics, glass, paper and tyres*, published in January 2021<sup>39</sup> recommends recovery of clean, sorted glass at the source and avoidance of mixed, compacted waste glass as a pathway for future growth opportunities for a circular economy within Australia. The APCO *Packaging*

*material flow analysis 2018*<sup>40</sup> report also explains that the diversion of glass resources to the CDS would improve the quality and amount of glass packaging available for recycling and avoid the contamination of paper and plastic resources.

The Environment, Resources and Development Committee's June 2018<sup>41</sup> report provides a series of recommendations following the Committee's inquiry into the recycling industry, including the diversion of as much glass as possible from the co-mingled recyclables kerbside bin. The accessibility and convenience of the kerbside co-mingled recyclables and general waste bins make them valuable pathways for litter prevention, but are less successful in relation to glass meeting state objectives for resource recovery and the circular economy.

## Economic analysis

### **Inclusion of currently excluded containers 3 litres or less (excluding plain unflavoured milk)**

To inform the review of the CDS, the EPA commissioned consultants to survey local councils<sup>42</sup>, CDS collection depots and licensed establishments such as hotels, clubs and sporting venues<sup>43</sup>. In response to what should be included in an expanded CDS scope, the vast majority of local councils surveyed responded that a wider range of beverage containers should be included.

The majority of councils responded that an increase in the beverage containers included in the CDS would reduce the local street, park, picnic and recreation area litter associated with these types of containers. Some of the justification for including a greater range of glass beverage containers is that the removal of glass containers from the kerbside system (in particular the co-mingled kerbside bin) will significantly reduce the contamination of other recyclable materials from broken glass and the costs to local government associated with recovery of glass in the co-mingled bin and disposal of glass fines. The EPA also sought the views of industry

39 CSIRO 2021, *National circular economy roadmap for plastics, glass, paper and tyres*, <https://www.csiro.au/en/Research/Environment/Circular-Economy/Circular-Economy-individual-products>.

40 Institute for Sustainable Futures 2019, *APCO Packaging material flow analysis 2018*, <https://documents.packagingcovenant.org.au/public-documents/APCO%20Packaging%20Material%20Flow%20Analysis%202018>.

41 [https://www.aph.gov.au/Parliamentary\\_Business/Committees/Senate/Environment\\_and\\_Communications/WasteandRecycling/Report](https://www.aph.gov.au/Parliamentary_Business/Committees/Senate/Environment_and_Communications/WasteandRecycling/Report).

42 SA EPA - CDS Review: Council Survey Report July 2020, Rawtec 2020, [https://www.epa.sa.gov.au/files/15060\\_cds\\_councilsurvey\\_report\\_jul2020.pdf](https://www.epa.sa.gov.au/files/15060_cds_councilsurvey_report_jul2020.pdf).

43 SA EPA - CDS Review: Collection Depot & Licensed Establishment Survey Report June 2020, Rawtec 2020, [https://www.epa.sa.gov.au/files/15059\\_cds\\_collectiondepots\\_report\\_jul2020.pdf](https://www.epa.sa.gov.au/files/15059_cds_collectiondepots_report_jul2020.pdf).

specialists working within the local waste and resource recovery sector, who also considered glass in the kerbside co-mingled recyclables bin as problematic as it is costly to deal with, recovered as low-value glass and a significant portion of the MRF waste sent to landfill.

The 2019 CDS review scoping paper feedback, the above stakeholder survey results and the findings of the current beverage container materials fate in SA report, all suggest a revised CDS scope that is less confusing and continues to champion recycling and supports a transition to a circular economy.

Economic modelling was undertaken of an alternate CDS scope scenario where the current volume threshold is removed and the range of glass beverage containers materials included in the CDS is increased. In this scenario, a reviewed CDS scope by means of

- an increase in the current beverage container volume threshold to 3 litres or less,
- inclusion of currently excluded glass beverage containers (that is, wine, spirit, juice and cordial containers), and
- the continued exclusion of plain unflavoured milk

is expected to result in an annual net benefit of \$76 million (underpinned by glass recovery) and a net increase in employment (direct and indirect) of 121 (FTE) jobs in SA. Also, an additional 73 million beverage containers are estimated to be returned to CDS depots, equating to 679 million containers each year and diversion of 5,677 tonnes of CDS container materials from landfill each year (see Table 3).

The indirect cost of newly included beverage products for beverage producers and suppliers varies according to the size of the business and the number and range of CDS eligible beverage products sold in SA. The upfront indirect costs for small businesses are estimated to be 45 cents per CDS container in the first year of inclusion and 7 cents for larger businesses with a larger range of beverage products sold both within and outside of SA. The administrative costs, container approval

fees (proposed to be removed) and printing costs components of the scheme costs for large and small beverage producers and suppliers are estimated to be 0.5 for large businesses and 4 cents per CDS container per year for small businesses. The average ongoing indirect scheme costs are estimated to be between 1 to 2 cents per container per year. These costs can either be absorbed by the producer or supplier or passed on to the consumer through increased retail prices. These indirect costs are consistent with independent economic analysis of newer schemes in ACT<sup>44</sup>, NSW<sup>45</sup> and WA<sup>46</sup>.

Based on an assumption that demand for these products is moderately sensitive to small price increases, the economic analysis indicated a 1.67% reduction in sales of beverages such as cordial, juice and flavoured milks with a retail price of \$3, and a 0.33% reduction in sales of wine in glass bottles and 0.17% reduction in spirits in glass bottles with a retail price of \$15 and \$30, respectively. However, offsetting this is a substantial increase in the number of containers returned to the CDS, which, in turn creates economies of scale for depots and super collectors resulting in a small reduction in handling fees. A reduction in handling fees passed on to beverage producers and suppliers would lead to a reduction in the retail price of beverages that are already included in the CDS and mitigate the price impact of newly included beverage containers.

The CDS container scope change referred to above and the return of an additional 73 million (or 12%) beverage containers mainly via depots is expected to increase the return rate from the current 77% to 78% per year. The diversion of containers away from the kerbside system is estimated to result in a \$34 million saving in waste management costs for local government. These impacts are dominated by the diversion of glass from the kerbside system to the CDS and utilisation of existing capital, infrastructure and employment within the CDS. Under this reform, the annual recovery of glass beverage containers by the CDS is expected to increase by about 22,000 tonnes and would increase the total amount to over 65,000 tonnes (equating to around a 50% increase).

44 Independent Competition and Regulatory Commission Final Report Container Deposit Scheme Price Monitoring 2019, Independent Competition and Regulatory Commission, [https://www.icrc.act.gov.au/\\_data/assets/pdf\\_file/0020/1407602/Container-Deposit-Scheme-Price-Monitoring-Final-Report.pdf](https://www.icrc.act.gov.au/_data/assets/pdf_file/0020/1407602/Container-Deposit-Scheme-Price-Monitoring-Final-Report.pdf).

45 Independent Pricing and Regulatory Tribunal NSW 2018, <https://www.ipart.nsw.gov.au/sites/default/files/documents/final-report-nsw-container-deposit-scheme-monitoring-the-impacts-on-container-beverage-prices-and-competition-december-2018.pdf>.

46 Economic Regulatory Authority Western Australia, Report on the effects of the container deposit scheme on beverage prices in Western Australia, draft report July 2021 <https://www.erawa.com.au/cproot/22078/2/-2019.CDS.Inq-CDS-Price-Monitoring---Draft-Report---to-publish.PDF>.

The diversion of glass, increased CDS value, and weight reduction of the kerbside waste system are the most significant factors in reducing the waste management costs for local councils and also for encouraging increased glass recovery and recycling in SA.

The diversion of over 73 million additional containers to the CDS is estimated to result in an additional 55 (FTE) jobs within the depots and super collector agencies and 164 (FTE) jobs from the recycling of recovered container materials into new containers or industrial products. The reduced volumes of CDS materials disposed of to the kerbside bin system is estimated to lead to 121 (FTE) fewer local government-funded jobs required for the collection and transport of the bin contents and reduced disposal of materials to landfill. The reduced demand for processing of the co-mingled bin contents at the MRF is estimated to result in 45 (FTE) fewer jobs within the MRFs. Employment by the eligible beverage producers and suppliers is estimated to reduce by 5 (FTE) jobs as a result of a small negative effect of extending the scope of the CDS on the sales of some products.

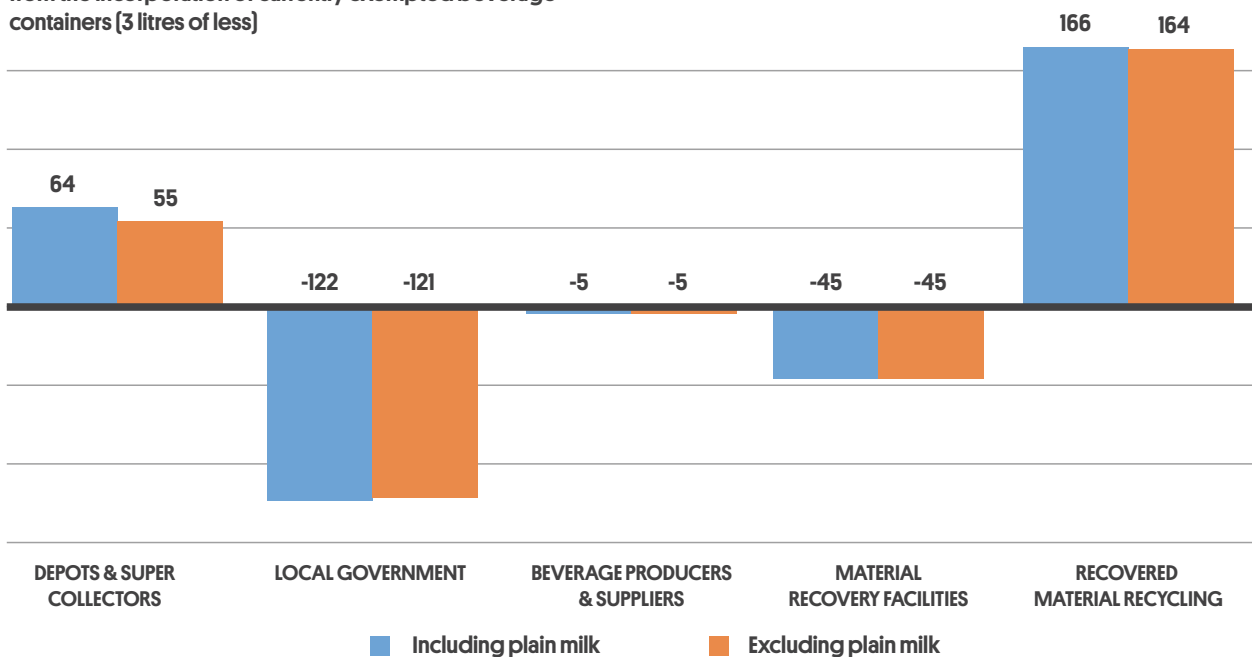
Analysis of an option to include plain unflavoured milk within this change to container scope estimated that an additional 30 million empty HDPE beverage containers will be diverted from the kerbside waste system and

returned to the CDS per year (from 679 to 709 million) and the annual net benefit to SA is estimated to increase by \$10 million (from \$76 to \$86 million). Inclusion of plain milk is also estimated to result in a further net increase in employment of 27 (FTE) jobs (from 121 to 148) and a reduced amount of container materials disposed of to landfill from 5,677 tonnes to 5,515 tonnes per year<sup>47</sup>. Whilst the diversion of an estimated 30 million plain milk containers to the CDS will increase the volume of plain milk containers recovered by the CDS, there is little change to local government costs and opportunities stemming from the processing of these recovered containers via the CDS pathway. The limited benefit to local government and materials processing is attributed to their low weight and the effective and efficient recovery of HDPE plain milk containers through the existing kerbside system, as described previously.

Figure 13 shows the estimated change in jobs (FTE) (relative to the 2019-20 FTE baseline) for key CDS stakeholders resulting from the inclusion in the CDS of currently excluded beverage containers (3 litres or less), and provides a comparison between the two scenarios of including plain unflavoured milk containers and excluding plain unflavoured milk containers.

**Figure 13**—Estimated change in direct employment (FTE) from inclusion of currently excluded containers

**Estimated change in direct employment (FTE) resulting from the incorporation of currently exempted beverage containers (3 litres or less)**



47 Hudson Howell 2021, South Australian Environment Protection Authority, Container Deposit Scheme Economic Analysis Review - Addendum Report January 2021, [https://www.epa.sa.gov.au/files/15057\\_cds\\_econanalysis\\_review\\_addendum\\_jan2021.pdf](https://www.epa.sa.gov.au/files/15057_cds_econanalysis_review_addendum_jan2021.pdf).

## Economic analysis

### Kerbside bin dedicated to glass

Whilst the inclusion of additional glass beverage containers in the CDS scope was identified as a pathway for improving the recycling of glass beverage containers, a small number of stakeholders suggested that a fourth kerbside bin dedicated to the disposal of glass is an alternative option to the CDS. A bin dedicated to glass waste is currently being trialled in Victoria and has also been in place in New Zealand since 2006 as part of the Glass Packaging Forum (GPF) Product Stewardship Scheme. All other industry groups, local government and the community held the view that wine and spirit glass containers should be included in an expanded CDS.

In New Zealand, the GPF invests in infrastructure that supplements the existing municipal recycling system by supporting councils, waste management contractors and community recyclers to recover container glass. The scheme is reliant upon government grants and local government subsidising collection and transport. The New Zealand GPF claims that the scheme currently recovers around 73% of glass containers. However, Zero Waste New Zealand has published the following statement:

It [73%] is not from an independent source and includes glass going to roading and other down cycling. There is no state, province or country in the world that has a recycling rate that high without a deposit system in place<sup>48</sup>.

The Victorian Government's 10-year policy and action plan for waste and recycling is set out by the Recycling Victoria – a new economy, February 2020. The action plan recognises that putting recyclables into a single commingled bin produces low-quality materials that are no longer in demand. In response to this, the action plan commits to reform the way Victorians recycle by establishing a four bin kerbside collection system that is better aligned with our local recycling markets and introduce a container deposit scheme. Amongst other kerbside system reforms, it is proposed that all Victorians will have a new glass bin or access to glass services by 2027.

In February 2021, in support of the action plan, the Victorian Government committed \$20 million of public funds to support rural and regional councils as they work towards a four bin, or four service, recycling system that separates household waste into: rubbish, recycling, glass and green waste<sup>49</sup>. In April 2021, Visy announced that it will build a state of the art \$35 million glass recycling cullet facility in Laverton in Melbourne's west in response to Recycling Victoria action plan<sup>50</sup>. The additional recycled glass will be made into new jars and bottles for Australian food and beverage companies and will be used in asphalt and road base works.

The results of the Victorian kerbside glass collection trial were not available at the time of writing this discussion paper. In the absence of performance data on the addition of a fourth kerbside bin dedicated to glass, consultation and modelling of the expected outcomes of the introduction of a kerbside bin dedicated to the disposal of glass in SA were carried out to inform the CDS review.

The introduction of a fortnightly kerbside bin service dedicated to glass in SA is expected to result in no increased costs to beverage producers and suppliers, reduce the number of empty glass containers (beverage and non-beverage) disposed to landfill, and as a result of improved kerbside segregation, increase the amount of glass resources available to produce high-value cullet and low value mixed glass fines for civil applications in SA. To achieve these results the kerbside bin system will require new infrastructure including household storage of an additional kerbside bin, additional fourth kerbside bin collection and transport equipment and a dedicated glass processing facility that is able to remove contaminants including non-recyclable glass discarded to the kerbside bin. The cost of a kerbside bin service dedicated to glass is expected to be funded by local government and rate payers as is the case for the current kerbside bin collection service [see Table 3].

The introduction of a fourth kerbside bin dedicated to glass in SA is expected to require an additional fortnightly bin collection service provided on behalf of local government and additional investment to establish

48 Zero Waste Network 2021, <https://zerowaste.co.nz/container-return-scheme>.

49 State Government of Victoria 2021, <https://www.premier.vic.gov.au/regional-victoria-step-closer-four-stream-recycling>.

50 VISY 2021, <https://www.visy.com.au/newsroom/2021/4/15/investing-for-a-better-world>.



a dedicated glass optical sorting plant at a cost of \$12 million (not including other building structures and associated infrastructure). The change from a 3-bin to a 4-bin kerbside system is estimated to result in an annual net benefit of \$58 million to the SA community.

An estimated additional 483 (FTE) jobs (comprising direct and indirect employment) within SA may be created. This includes the additional collection processing of materials in a kerbside bin dedicated to glass; an additional 82 (FTE) jobs funded by local government; 16 (FTE) jobs within MRFs to process bin contents; and 85 (FTE) jobs for the recycling of recovered glass materials into new containers, industrial products or civil applications (see Figure 14).

### Comparison of expected glass recovery outcomes for an expanded CDS versus a kerbside bin dedicated to glass

The review of the CDS and associated consultation with industry experts has identified opportunities to increase the recycling of glass beverage containers through an expanded CDS, where currently excluded glass beverage containers are included in the CDS, or the introduction of a fourth kerbside bin dedicated to glass. The expected outcomes of these two options are outlined in Table 3.

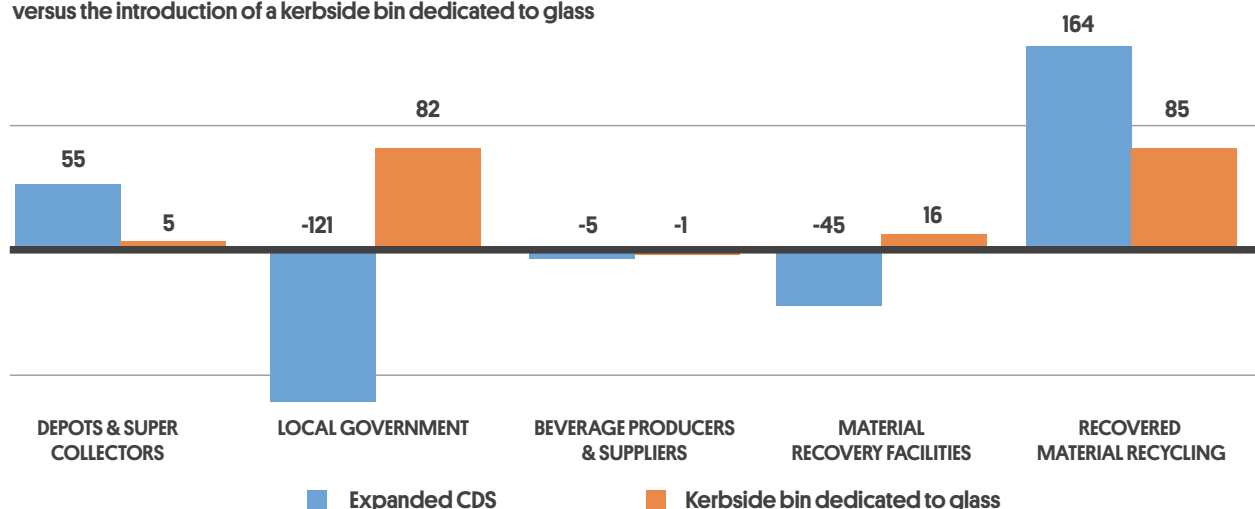
The expansion of the CDS scope is expected to utilise the existing CDS infrastructure to recover high-value sorted and uncontaminated glass for high-value recycling and remanufacturing back to bottles. Associated with this recovery and recycling pathway is fewer jobs funded by local government and additional jobs within the glass material processing and remanufacturing sector.

The introduction of the fourth kerbside bin is expected to require new infrastructure to recover and process the glass resources placed in the new kerbside bin. A significant proportion of the resultant recovered glass is low-value glass for recycling within civil infrastructure and requires additional local government funded jobs needed for the collection and processing of the fourth bin contents.

It is estimated that \$76 million of net benefit to SA is associated with the recovery and recycling of glass beverage containers is realised through an expanded CDS, where the currently excluded glass beverage containers are included in the CDS. When compared to the estimated \$58 million net benefit of the introduction of a fourth kerbside bin dedicated to glass, the expansion of the CDS is a more efficient and beneficial way to remove glass containers from the kerbside bin system, reducing material going to landfill, and increasing more recovery to high-value products.

Figure 14—Estimated change in direct employment (FTE) from an expanded CDS or glass-only kerbside bin

Estimated change in direct employment (FTE) resulting from the expansion of the CDS versus the introduction of a kerbside bin dedicated to glass



**Table 3**—Expected glass recovery outcomes for an expanded CDS versus glass-only kerbside bin

	Expanded CDS	Glass-only kerbside bin
<b>Pros</b>	<ul style="list-style-type: none"> <li>● Estimated net benefit of \$76 million to SA</li> </ul>	<ul style="list-style-type: none"> <li>● Estimated net benefit of \$58 million to SA</li> </ul>
	<ul style="list-style-type: none"> <li>● Decreased cost to local government and rate payers due to reduced kerbside waste collection and processing costs – \$34 million</li> </ul>	<ul style="list-style-type: none"> <li>● No increased cost to beverage producers and suppliers</li> </ul>
	<ul style="list-style-type: none"> <li>● Recovery of empty glass beverage and food containers                             <ul style="list-style-type: none"> <li>» 22,000 tonnes diverted to cullet per annum</li> <li>» 20,000 tonnes diverted from road base per annum</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>● Recovery of empty glass beverage and food containers                             <ul style="list-style-type: none"> <li>» 19,000 tonnes diverted to cullet per annum</li> <li>» 13,500 tonnes diverted from road base per annum</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>● Increased recovery of high-value sorted and uncontaminated glass for recycling</li> </ul>	<ul style="list-style-type: none"> <li>● Increased recovery of low-value glass for recycling</li> <li>● Improved glass and other recyclable material segregation at the household</li> </ul>
	<ul style="list-style-type: none"> <li>● Direct jobs (FTE) impact                             <ul style="list-style-type: none"> <li>» 121 less local government funded jobs</li> <li>» 55 additional CDS depots and super collectors jobs</li> <li>» 5 less beverage producer and supplier jobs</li> <li>» 45 less MRF jobs</li> <li>» 164 additional material processing and remanufacturing jobs</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>● Direct jobs (FTE) impact                             <ul style="list-style-type: none"> <li>» 82 additional local government funded jobs</li> <li>» 5 additional CDS depots and super collectors jobs</li> <li>» 1 less beverage producer and supplier job</li> <li>» 16 additional MRF jobs</li> <li>» 85 additional material processing and remanufacturing jobs</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>● Utilisation of existing CDS infrastructure and capacity</li> </ul>	<ul style="list-style-type: none"> <li>● Establishment of glass material collection and processing infrastructure – \$12 million</li> </ul>
	<ul style="list-style-type: none"> <li>● Progression of product stewardship responsibilities of producers and suppliers selling beverage products in SA</li> </ul>	
<b>Cons</b>	<ul style="list-style-type: none"> <li>● Increased scheme cost impacts for newly included beverage suppliers and producers – \$570,000 per annum</li> </ul>	<ul style="list-style-type: none"> <li>● Increased cost to local government and rate payers due to new infrastructure requirements – \$25 million per annum</li> </ul>
	<ul style="list-style-type: none"> <li>● Additional household storage space for CDS containers and increased frequency of trips to CDS depots</li> </ul>	<ul style="list-style-type: none"> <li>● Additional household and kerbside storage space required for kerbside bin dedicated to glass</li> </ul>
		<ul style="list-style-type: none"> <li>● Exacerbates ‘free-rider’ effect and avoidance of product stewardship responsibilities by some beverage producers and suppliers selling beverage products in SA</li> </ul>
		<ul style="list-style-type: none"> <li>● Recovery of additional glass containers at lower net benefit to SA (\$76 million via the CDS versus \$56 million for a dedicated kerbside bin for glass).</li> </ul>

## Preferred option – Review and clarify the CDS scope to support the circular economy principles

It is intended to progress alignment of the container scope of the CDSs across Australia to support the transition to a circular economy through working with other states and territories.

As a first step in reconsidering the scope of CDS containers across the country, SA proposes to:

- maintain the high level of beverage container litter reduction and consider options of how to further prevent beverage container litter within local streets, parks, picnic and recreation areas
- consider options of how to remove glass from the kerbside bin system, including adding all currently excluded glass beverage containers, for example, wine, spirit and cordial bottles, to the CDS
- include all fruit/vegetable juice and cordial containers (up to 3 litres) to remove the inconsistency and confusion of what is in and out of scope and increase recovery of high-value plastics (PET and HDPE) used as feedstock in remanufacturing
- remove beverage volume thresholds to include, for all beverage containers currently in the scheme, container sizes of up to 3 litres, to reduce confusion
- continue to exclude from the CDS
  - » containers for plain unflavoured milk on the basis of there being no confusing anomaly (and because they are effectively recycled via the kerbside bin system)
  - » containers greater than 3 litres
- exclude from the CDS
  - » containers less than 150 millilitres to align with other jurisdictions.

In parallel to progressing alignment across Australia, it is intended to undertake a coordinated CDS awareness and container return education campaign to divert CDS containers away from the kerbside waste collection system and bolster the return of CDS containers to CDS depots and return points.

## Questions

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2.1 Should plain unflavoured milk containers up to 3 litres continue to be excluded from the CDS? If not, why not?

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2.2 Do you think the diversion of glass from the co-mingled recyclables bin is best achieved through the CDS or a fourth kerbside bin dedicated to glass?

2.2.a Do you agree that all glass beverage containers up to 3 litres should be included in the CDS (wine, spirit and cordial)? If not, why not?

2.2.b Alternatively, if a fourth kerbside bin collection system dedicated to glass was made available, who should pay for it?

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2.3 Do you agree that all plastic fruit/vegetable juice and cordial containers (in addition to soft drinks, fruit juice drinks and water) up to 3 litres should be included in the CDS? If not, why not?

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2.4 Do you think a contemporary CDS education and awareness campaign that incorporates the proposed new inclusions would divert more beverage containers away from the kerbside co-mingled bins and residual waste bins towards CDS depots? What media platforms should be used for such a campaign?

## Key Issue 3: Scheme Approvals and Container Markings

EPA approval is necessary before eligible containers are distributed or sold and returned for a refund in South Australia. To gain approval for beverage containers, there must be:

- a waste management arrangement in place for the collection, sorting and aggregation of empty containers for their reuse or recycling
  - » Category A containers are approved to be returned for refund to any outlet where that beverage is sold
  - » Category B containers are approved to be returned for refund to any of the SA collection depots. A waste management arrangement for this return method is by way of a contractual arrangement with one of the super collectors
- a displayed approved refund marking (see Figure 15)
- payment of an application fee.

More than 23,000 types of eligible beverage containers are currently approved by the EPA in accordance with the container deposit legislation. Four Category A containers are currently approved by the EPA, and these are comprised of containers for

freshly pressed juice products sold at the premises where the beverage is produced. All of the Category B containers are sold within supermarkets and other retailer outlets and are approved for return to any of the 132 SA collection depots.

Beverage producers and suppliers pay beverage container application fees to the EPA to complete the container and waste management arrangement assessment of new beverage containers on a cost recovery basis. The SA Government currently funds the additional regulatory services, such as compliance and enforcement, reporting and auditing, and legislative and policy updates. More information about the current beverage container approval process is provided in the EPA guidelines: *Beverage container approval*<sup>51</sup>.

The refund marking informs consumers or container collectors that the beverage container is included in the CDS and that a refund is available when the empty container is returned to a CDS collection depot (for Category B containers) or to any outlet where that beverage is sold (for Category A containers). The refund marking is also used by the depot operators and scheme collectors to verify that the container has been approved by the EPA and is eligible for the refund when returned. There are also specific rules around operating a collection depot or super collector facility. A person must not operate a business as a depot or super collector without the approval of the EPA<sup>52</sup>.

Figure 15—Refund marking requirements for CDS containers sold in South Australia



51 Environment Protection Authority South Australia 2020, *Beverage container approval*, [https://www.epa.sa.gov.au/files/4771402\\_cdlguide01.pdf](https://www.epa.sa.gov.au/files/4771402_cdlguide01.pdf).

52 In accordance with [section 69 of the EP Act](#). A collection depot is a facility or premise for the collection and handling of approved beverage containers presented for refund and includes a reverse vending machine. A super collector collects, handles and delivers for reuse, recycling or other disposal, containers received from collection depots.

## Scoping Paper feedback: Container refund markings

The Scoping Paper asked whether there is a need to modernise how containers are marked to display the 10-cent refund and indicate their inclusion within the CDS. Community and sector stakeholders pointed out that the current markings are well-recognised by the SA community and operators of CDS collection depots. Most industry stakeholders did not want to see changes to existing container refund marking requirements due to the costs involved in refund marking alterations and the potential risks of causing confusion amongst consumers. Some stakeholders highlighted that a revision of beverage container refund marking could assist non-English speakers and/or those living with disability, and may present an opportunity for renewed community and consumer education about the CDS.

## Scheme approvals and application fees

### Application fees and scheme compliance costs

The application and assessment processes for CDS beverage container approvals differs between schemes across states and territories. The application fee in South Australia varies depending on the number of labels in a single application, as shown in Table 4.

Table 4—CDS beverage container application fees

Description	Fee (\$)
Application with 1 label	328.50
Application with 2–5 labels	547.50
Application with 6–10 labels	810.30
Application with 11–20 labels	1,335.90
Application with more than 20 labels	2,387.10

During public consultation, it was identified that this fee structure has a disproportionate impact on small and boutique beverage producers and suppliers

who typically supply a wide range of products in small volumes and seek container approvals frequently. NSW and SA are the only states that charge a container application fee, with the NSW fee currently prescribed at \$13.70 per application. This amount was recommended by the NSW Independent Pricing and Regulatory Tribunal (IPART), which was asked by the NSW Government to monitor and [report on the impact of the NSW CDS on beverage prices and competition](#) between 1 November 2017 and 1 December 2018.

The SA fees were established at a time when approvals were manually undertaken and were designed to partially cover the costs incurred by the EPA of administering the beverage container approvals, compliance and enforcement of the scheme. The application process is now an online one, which has reduced the administrative effort required by the EPA when assessing applications.

The IPART report recommended that the container approval fee should cover only the costs associated with container assessment and approval. IPART also recommended that regulatory compliance and enforcement costs incurred by the NSW EPA should be recovered through a scheme compliance fee payable by the scheme coordinator.

As is the case in NSW, the primary regulatory costs associated with the SA CDS relate to compliance and enforcement rather than approval fees. A modernised CDS that seeks to embrace new ways for the SA community to participate in the CDS, return containers and receive the deposit will also result in new ways for beverage producers and suppliers, depots and super collectors to take part within the CDS. EPA's cost recovery requirements are being reviewed in this context of a modernised CDS. The introduction of a scheme compliance fee that reflects the efficient level of regulatory and compliance costs of the modernised CDS provides for a transparent cost recovery system, is being considered. The requirement for scheme compliance fee to be payable by the super collectors on behalf of the eligible beverage producers and suppliers will also improve the efficiency of the cost recovery system.



## Limited terms for scheme approvals

Approvals issued to beverage producers and suppliers, collection depot operators and super collector operators are currently perpetual. Beverage suppliers continually update their range of beverages and cease production or distribution of particular brands. Introducing a limited term for approvals and allowing for a review and subsequent revocation or extension of approvals at the end of that term would provide a tool to revoke approvals that are no longer needed by beverage producers or suppliers. This would enable the container approvals database to be updated.

Prior to the end of the term, a renewal notification would be sent to the approval holder seeking confirmation of contact details and that the activity is still being undertaken at the premises. Any amendments to the

previous approval could then be incorporated into the new five-year approval and databases could be updated to enable accurate auditing and reporting.

## Refund marking and national alignment

States and territories are currently working together to align three elements of their respective schemes, including container approval processes and refund markings. The potential gain in efficiency for both beverage producers and government is significant. This is echoed by the Northern Territory CDS Review recommendation advocating the adoption of a coordinated approach or mutual recognition of container approvals across participating states and territories in Australia. Refund markings for containers sold within and across jurisdictions are already in place and approved for use within each scheme (see Figure 16).

Figure 16—South Australian EPA-approved refund markings

# Approved refund markings in South Australia are:

10c refund at collection depots when sold in SA

OR

10c refund at SA/NT collection depots in state/territory of purchase

OR

10c refund at collection depots/points in participating state/territory of purchase

OR

10c refund at points of sale when sold in SA

## Economic analysis

Beverage producers and suppliers are considered new entrants to the CDS if they distribute or sell in SA:

- new beverage containers (that is, a new product range) that are within the existing CDS scope, or
- new classes of beverage containers that may fall within a potential expanded scope of CDS, should this be agreed by all states and territories.

The costs to new entrants and the costs incurred by beverage producers and suppliers of products included within the CDS are:

- container application fees
- application preparation costs
- labelling costs
- ongoing scheme participation administration costs
- costs of the deposit and handling fees (as determined by super collectors).

Both the costs of the deposit and handling fees are influenced by the CDS return rate in that the deposit and handling fees are not paid for non-returned containers and so not incurred by beverage producers and suppliers.

Economic analysis of the costs to new entrants and the distribution of ongoing costs of the CDS to beverage producers and suppliers was undertaken. The analysis identified the following core factors that impact upon the relative costs to beverage producers and suppliers:

- number of separate beverage containers (products) that require approval
- extent to which existing labels need to be redesigned to incorporate CDS labelling requirements
- number of markets in which the beverages are supplied and sold.

To provide an indication of these costs, indicative modelling was undertaken of a beverage producing sector ranging from small enterprises, whose average value of sales is \$15,000 and includes 6 beverage products, to very large enterprises, whose average value of sales is \$15 million and includes 54 beverage products. The modelling assumed that 50% of the products produced by the small enterprises and 20% of the very large enterprises are sold in SA and included within the CDS.

The modelling estimated that the initial costs for small beverage producers is 45 cents per container (equating to 2.27% of annual revenue) with an annual cost per CDS container sold in SA of 4.6 cents. For very large beverage producers, the estimated initial cost is 7 cents per container (equating to 0.14% of annual revenue) with an annual cost of 0.5 cents per CDS container sold in SA. For small beverage producers, the container application costs account for around 51% of the CDS entry costs and ongoing costs of 2.7 cents per container per annum. For very large beverage producers, this container application cost accounts for 22% of the CDS entry costs and ongoing costs of 0.4 cents per container sold per annum. The illustrative modelling demonstrates that the impact of the CDS on new entrants that are small to medium-sized enterprises with a greater proportion of their beverage product range sold within SA is greater than very large enterprises with a wider range of beverage products sold outside SA.

The modelling also illustrates that the current container application fee structure has a disproportionate impact on existing small to medium-sized enterprises that have a broad range of eligible beverage containers sold in SA. As a result of the analysis, it was recommended that the application process be simplified and that fees be more equitably spread to reduce fees for smaller operators. The indicative modelling showed that the removal of the application fee for the new entrant beverage producers will result in the ongoing annual cost per container reducing from 4.6 cents to 1.9 cents per container sold for small beverage producers and 0.5 cents to 0.1 cents per container sold for very large beverage producers<sup>53</sup>.

<sup>53</sup> Hudson Howell 2021, South Australian Environment Protection Authority, Container Deposit Scheme Economic Analysis Review - Addendum Report January 2021, [https://www.epa.sa.gov.au/files/15057\\_cds\\_econanalysis\\_review\\_addendum\\_jan2021.pdf](https://www.epa.sa.gov.au/files/15057_cds_econanalysis_review_addendum_jan2021.pdf).

## Preferred option – Maintain the current refund marking, review the CDS cost recovery system, introduce limited term for approvals and assist smaller to medium beverage producers and suppliers in the transitioning period.

It is proposed to make changes to container approvals and the CDS cost recovery system through methods such as:

- removal of the application fee for container and refund marking approvals
- establishment of a scheme compliance fee payable by the super collectors (or scheme coordinator) to the EPA to recover regulatory costs for compliance and enforcement necessary for the effective administration and oversight of the scheme
- introduction of a limited term for new and retrospective approvals to allow for a periodic review of approvals, which would provide a tool to extend or end container, depot and super collector approvals
- enable the CDS to subsidise the initial scheme preparation costs for new-entrant small to medium beverage suppliers and producers
- continue work with other states and territories that are investigating alignment of cross jurisdictional approval processes.

Container refund marking preferred options are as follows:

- Retain the current refund container markings.
- Work with other states and territories to review container markings to promote CDS branding and circular economy awareness.

## Questions

### *Scheme approvals and scheme cost recovery*

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3.1 As a beverage producer or supplier, do you support the CDS subsidising new-entrant small to medium beverage suppliers and producers in the form of scheme induction and initial preparation costs? If not, why not?

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3.2 As a beverage producer or supplier, do you agree with the application of a scheme compliance fee paid by the super collectors to cost recover the scheme compliance and enforcement costs? If not, why not, and what alternative method of cost recovery could be applied?

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3.3 As a beverage producer or supplier, do you support the removal of the container approval application fee and incorporation of these assessment costs as part of the scheme compliance fee? If not, why not?

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3.4 If the SA Government introduces a limited term for approvals, do you think a five year term, in line with other state and territory schemes, is a suitable time period? If not, why not, and what would you suggest?

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### *Container refund marking*

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3.5 As a beverage producer or supplier, super collector or depot operator, do you support the alignment of CDS-eligible beverage container refund markings nationally, and why?

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3.6 What potential container branding would you recommend that could be used to promote and raise awareness of the CDS and the circular economy?

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## Key Issue 4: Container Return Rates

The South Australian community has developed a positive relationship and culture towards the beverage container deposit scheme over its 44-year operation. The 2019-20 return rate for CDS beverage containers in SA was 77%, which corresponds to over 605 million beverage containers being returned for a refund and collected for recycling.

The EPA uses the 'return rate' to determine how the container deposit scheme is performing. Return rates are calculated based on industry data regarding

the number of eligible beverage containers sold in SA compared with the number of those containers returned for a refund. Comparison of the performance of schemes across Australia, measured according to return rate, reveals that the mature SA and NT schemes outperform the newly established NSW, QLD and ACT schemes [see Table 5]. (The return rate for WA has not been included in the table as its scheme is relatively new and relevant data was not available.) The QLD and WA schemes have proposed container return rate targets of 85% by 2022 and 2023, respectively.

Table 5—Inter-jurisdictional comparison of CDS container return rate

Jurisdiction	Year	Return rate (%)
SA	2019-20	77
NSW	2019	65 <sup>54</sup>
QLD	2019 <sup>55</sup>	52-55
NT <sup>56</sup>	2019-20	80
ACT	2018-19 <sup>57</sup>	50

One of the aims of the SA Government is to increase the container return rate to facilitate the diversion of beverage container materials and other recyclable materials away from the kerbside system, litter stream and landfill. There are a number of factors that influence community behaviour and the extent to which empty beverage containers are returned. This section focuses on deposit value and refund amount, ease of container return and payment of refund as primary influences on empty beverage container return rates.

54 New South Wales Government 2020, *Return and Earn: NSW recycling success story*, [https://www.exchangeforchange.com.au/\\_cache\\_51b2/content/653197000008035.pdf](https://www.exchangeforchange.com.au/_cache_51b2/content/653197000008035.pdf).

55 Reloop 2021, *Published articles*, <https://www.reloopplatform.org/resources/published-articles/>.

56 Northern Territory Environment Protection Authority 2020, *Environment Protection (Beverage Containers and Plastic Bags) Act 2011: Annual report 2019-20*, [https://ntepa.nt.gov.au/\\_data/assets/pdf\\_file/0004/946093/cds-2019-2020-annual-report.pdf](https://ntepa.nt.gov.au/_data/assets/pdf_file/0004/946093/cds-2019-2020-annual-report.pdf).

57 Australian Capital Territory Government 2019, *ACT container deposit scheme annual statutory report 2018-19*, [https://www.exchangeforchange.com.au/\\_cache\\_c3c0/content/5957580000044890.pdf](https://www.exchangeforchange.com.au/_cache_c3c0/content/5957580000044890.pdf).

## Key Issue 4.1: Deposit Value and Refund Amount

The deposit places a value on empty beverage containers, which acts as an incentive for individuals to collect and return eligible containers for a refund. The setting of the deposit value is based on the dual objective of providing enough incentive for returns while keeping costs to the beverage manufacturers and suppliers funding the scheme as low as reasonably possible. In South Australia, a 5-cent deposit was established with the introduction of the [Beverage Container Act](#) in 1977. In 2008-09, when the deposit value was increased from 5 cents to 10 cents (along with the scope of containers captured) the overall return rate rose significantly and peaked at 81% in 2011-12. However, since then, annual return rates have exhibited a trend downwards to 77% for 2019-20.

The deposit value and refund amount applicable to CDSs operating within all states and territories is currently set at 10 cents. Maintaining alignment of the deposit value across jurisdictions would assist in addressing the issue of refund fraud<sup>58</sup>, which negatively impacts on the viability of those schemes. Alignment of the deposit and refund amount would also allow beverage producers and suppliers to have consistent pricing and deposit marking for their products across each state and territory, thereby enabling administrative efficiencies.

### Scoping Paper feedback: Deposit value and refund amount

Feedback regarding the Scoping Paper showed that two-thirds of the community and sector stakeholder respondents agreed that the current 10-cent deposit value and refund amount is adequate and supports the objectives of the CDS with its current return rate being adequate. The remaining third responded that an increase is needed to achieve higher return rates and saw a need to maintain the value of the deposit in line with inflation. An increase would result in an increase in the price of beverage products returned

to the CDS. All stakeholders agreed that any changes to the deposit value and refund amount should occur across all participating states and territories and the timing of any increase should be harmonised.

### Preferred option – Maintain the alignment of the deposit value and refund amount

It is proposed to maintain the alignment of the deposit value and refund amount with the CDSs operating in the other states and territories. Parallel to this review, the Environment Ministers Meeting and Heads of EPAs have agreed that states and territories will collaborate and investigate opportunities for alignment of container scope, deposit amount, and approvals across jurisdictions. In regard to deposit amount, the SA EPA is coordinating a behavioural research study on the relative influences of the deposit value, ease of container return/convenience of return points and the motivation to participate in an effective scheme for container recovery and recycling on the level and nature of community participation in CDSs. This behavioural study will inform decision-making about whether to increase the deposit/refund amount and, if so, the simultaneous timing of any increase across all states and territories.

## Questions

- 4.1.1 Does the current deposit amount of 10 cents influence whether you return empty beverage containers for recycling via CDS depots? If so, how does it influence your participation? If not, why not?

<sup>58</sup> The transport of empty beverage containers, sold in one jurisdiction with a lower deposit value, for a refund within a jurisdiction with a higher deposit value.



## Key Issue 4.2: Ease of Container Return

To redeem the 10-cent deposit in SA, beverage containers need to be returned to an approved depot<sup>59</sup>. There are currently 132 approved collection depots (1 depot for every 13,404 South Australians) of which the majority (87) are located in non-metropolitan areas.

The convenience and accessibility of the depots for people wanting to return their empty beverage containers is a significant factor in the level of participation of South Australians in the CDS. In addition to offering container return services, many depots accept other recyclables such as cardboard, metals and non-CDS beverage containers, and/or are co-located with other non-recycling related services such as service stations or local stores, making a trip to a depot a more convenient option.

### Scoping Paper feedback: Ease of container return

The majority of community and sector stakeholder feedback indicated that it was easy to return empty beverage containers for the refund at the local depot and that this was typically a positive customer experience. Most of those who stated that the return of empty containers for a refund was difficult and inconvenient identified the depot location and/or its operating hours as the cause.

Resource recovery sector stakeholders highlighted that the placement of additional return points must be coordinated and based on an unmet need of a region or local community. It was noted that some regions are well-serviced and that additional return options may be unsustainable and lead to little improvement in container return rates.

## CDS return point accessibility

Research commissioned by the EPA and GISA in 2012<sup>60</sup> identified that community members who returned beverage containers to collection depots take, on average, 210 containers every 2-3 months to a depot located within 5 kilometres of their home. Consistent with the community feedback previously discussed, the research identified that the main reasons people don't return empty beverage containers to a collection depot are that they either do not know where a depot is located, or the depot is too far away or operates with inconvenient trading hours.

The 2012 research also identified that containers were placed in the kerbside co-mingled recyclables bin due to convenience. Local government is not directly involved in the CDS, but collects empty containers disposed of in kerbside bins on the rate payer's behalf. Containers placed in the kerbside co-mingled recyclables bin are transported to an MRF, which then sorts and processes the contents of this bin to recover the valuable recyclable materials, including CDS-eligible beverage containers. The eligible CDS beverage container refunds are then redeemed via a CDS depot. This revenue assists in offsetting the processing and sorting costs at the MRF facility.

The NSW, QLD, ACT and WA schemes prescribe customer service standards including minimum standards for the location and distribution of CDS refund points and hours of operation. These standards are required to be met by the scheme coordinators in QLD and WA and by the network operators in NSW and the ACT. Neither the SA nor the NT schemes prescribe minimum service standards, allowing the individual depots to determine the depot to population ratios, depot location and operating hours.

To deliver upon the prescribed customer service standards, scheme coordinators in NSW, the ACT, WA and QLD, and network operators in NSW and the ACT utilise a broader range of return point types than are currently available in SA. These include container return depots (staffed and automated), reverse vending

<sup>59</sup> As prescribed under s. 69 of the *Environment Protection Act 1993*.

<sup>60</sup> Environment Protection Authority South Australia 2012, *CDL awareness & support research project*, [https://www.epa.sa.gov.au/files/4771391\\_full\\_cdldrpt.pdf](https://www.epa.sa.gov.au/files/4771391_full_cdldrpt.pdf).

machines (RVMs) and mobile (pop-up) donation points. The return point type available is, in part, dependent on local conditions, including access to infrastructure, availability of appropriate sites and planning rules.

The 2019 review of the Northern Territory CDS recommended the establishment of RVMs at retail outlets and precincts and other areas of high public foot traffic<sup>61</sup>. The review also identified the need to promote the establishment of more collection points, particularly in remote communities.

## Economic analysis

The establishment of additional return points in SA is expected to increase the convenience for consumers returning empty CDS beverage containers for a refund<sup>62</sup>. The increased convenience (reduced costs of time and travel for individuals) is expected to result in the return of an additional 20 million (just over 3%) empty beverage containers equating to a return rate of about 80% and a reduction of 561 tonnes of beverage containers to landfill per year.

These changes are expected to produce significant net benefits to South Australia. Benefit-cost analysis identified an annual net benefit of about \$76 million primarily as a result of increased economic activity in

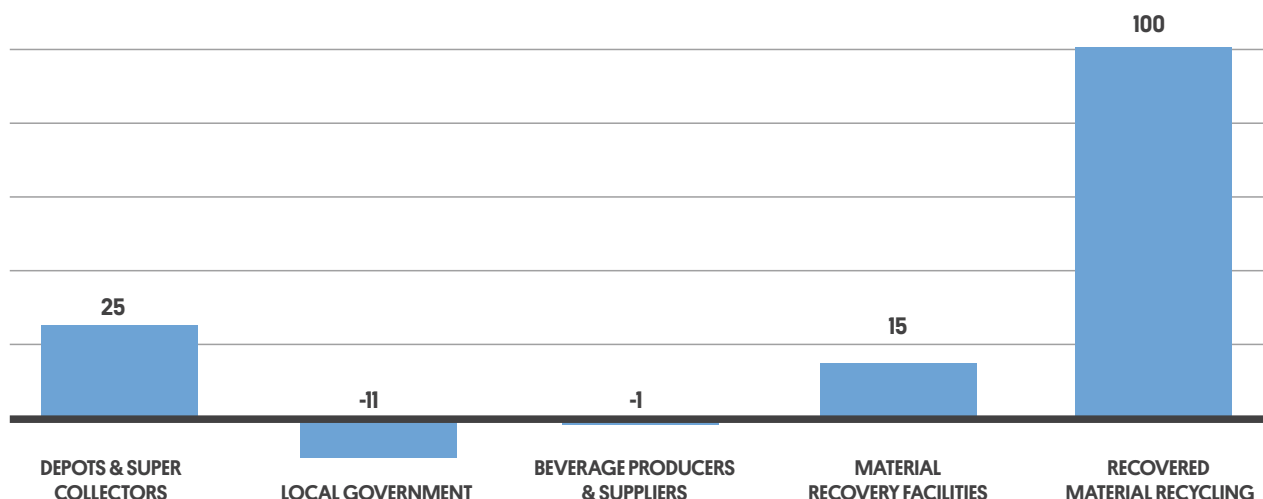
the CDS and processing recovered materials into new products. There would also be annual benefits of about \$1 million due to reduced emissions of greenhouse gases, landfill disposal and energy usage.

The economic analysis also indicated that there would be a positive net impact on employment with about 336 (FTE) additional jobs (comprising direct and indirect employment) being generated. This would primarily be due to the direct generation of about 100 jobs (FTE) for container material recycling, about 25 jobs (FTE) within the super collectors and depots, 15 (FTE) jobs within MRFs and 207 (FTE) indirect jobs created as a result of the operators in the CDS purchasing goods and services from the rest of the economy and expenditure of wages by people employed in the sector. It is estimated that an increased volume of containers returned to the CDS and diversion from the kerbside system will lead to 11 (FTE) fewer jobs within the local government sector and 1 (FTE) less job within the beverage producer and supplier sector.

Figure 17 shows the change in FTE employment (compared with the 2019-20 FTE baseline) for key CDS stakeholders resulting from an increase in convenience regarding the return of empty beverage containers due to the establishment of additional return points.

**Figure 17**—Estimated change in direct employment (FTE) from establishment of additional return points

**Estimated change in direct employment (FTE) resulting from an increase in container return accessibility through additional return points**



61 Department of Environment and Natural Resources 2018, *Evaluation of the operation of the Northern Territory container deposit scheme*, [https://ntepa.nt.gov.au/\\_data/assets/pdf\\_file/0011/590798/cds\\_review\\_report\\_ernst\\_young.pdf](https://ntepa.nt.gov.au/_data/assets/pdf_file/0011/590798/cds_review_report_ernst_young.pdf).

62 Hudson Howell 2020, South Australian Environment Protection Authority, *Container Deposit Scheme Economic Analysis Review December 2020*, [https://www.epa.sa.gov.au/files/15056\\_cds\\_econanalysis\\_review\\_report\\_dec2020.pdf](https://www.epa.sa.gov.au/files/15056_cds_econanalysis_review_report_dec2020.pdf).

A key issue is the stimulus for the establishment of additional return points. The extension of the CDS to incorporate additional containers or to increase the recovery of beverage containers are key reforms that could encourage the establishment of additional return points and the required investment. As indicated, incorporating additional container types is expected to result in the annual recovery of about 20 million additional containers via the CDS.

The additional recovery of these containers is reliant upon the convenience and accessibility of return points to enable individuals to return empty CDS beverage containers and participate in the CDS. The quantity and type of additional return points would be determined by a range of commercial factors, including the extent of spare capacity at existing collection depots and investment costs that would, in part, be determined by the choice of types of new return points to be established.

## Preferred option – Maximise CDS container return point accessibility

It is proposed to maximise the accessibility of CDS beverage container return points by prescribing customer service standards and linking these to the needs of the local community through:

- seeking to amend the [Environment Protection Act 1993](#) to allow a broader range of return point types in addition to local depots
- coordination, promotion and incentivising depots and other return point providers to introduce a broader range of return point options
- requiring the scheme coordinator(s) to incentivise depots and other return point operators to establish return point customer service standards
- establishing a mechanism for governments to set container return performance targets, including for remote communities, to provide accessible return points based on community needs
- requiring the scheme coordinator(s), in collaboration with depots, to fund and deliver CDS awareness initiatives that seek to improve community involvement in, and understanding of, container return opportunities within the local community.

## Questions

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4.2.1 If the existing depots were supplemented with new return points, which types of location/s would you find the easiest to return eligible beverage containers to? For example:

- supermarket or shopping centre
  - local retail outlet, for example, newsagency or convenience store
  - entertainment and sporting events
  - waste transfer station
  - home pick-up service [for fee].
- 

4.2.2 Would you use self-service return points (for example, reverse vending machines or 'drop and go' stations) located in one of the above locations to divert more of your containers from the kerbside waste system to the CDS?

4.2.3 Will promotion and consistent branding of return points, including information about locations, operating hours and beverage container return requirements, assist you in returning eligible containers and accessing the refund?

4.2.4 As a community organisation such as a charity, school or sports club, how do you or would you like to participate in, and benefit from, the CDS? For example:

- by building and operating refund collection points yourself
- by partnering and hosting refund collection points with approved CDS depots
- by carrying out a collection of containers to take to a local collection point
- by registering with the scheme as a nominated donation partner that is eligible to receive electronic funds donations through automated reverse vending machines
- through mobile or 'pop-up' refund points as part of a fundraising drive.

4.2.5

The handling fee payable to depots and return point operators is one lever used to influence accessibility and servicing of return points within a community. What other levers or incentives could be used?

4.2.6

What would be the best mechanism to ensure the CDS achieves return rate targets and accountability standards for metropolitan, non-metropolitan and remote areas of the state?

### Key Issue 4.3: Payment of Refund Method

The CDS requires depot operators to provide a refund for each eligible CDS container that is returned to the depot. Payment of the refund supports the incentive for individuals and groups to collect and return eligible containers. Current refund options available in SA are prescribed by regulation and are limited to cash or credit note redeemable for cash.

The SA Government has made permanent the temporary amendment to section 71A of the *Environment Protection Act 1993* to provide the ongoing option for the refund of CDS eligible containers to be paid by way of EFT to a bank account or credit card account. The amendment has been passed by Parliament as part of legislation in response to the Covid-19 pandemic and promotes general community safety in the way that customers seek refund for containers. Whilst the majority of individuals who return eligible beverage containers prefer a cash refund this change removes the legislative obstacle to pay refunds by way of EFT and reflects today's increasingly cashless society.

## Feedback on payment of refund method

The Scoping Paper sought views on the payment method for the container refunds and whether there is another way to pay refunds beyond the current cash or credit note options. The majority of community and sector stakeholders responded that refunds in the form of cash and credit notes should remain, but that alternative non-cash refund methods should be enabled within the CDS.

A common view was that the methods of refund payments should respect consumer preferences and improve customer experience. The incorporation of additional refund methods may increase administrative effort, infrastructure requirements and operating costs for depot operators, thereby creating a disadvantage for smaller depots.

### Refund payment options

Payment methods for the refund of the deposit for eligible beverage containers across all other jurisdictions currently operating a CDS include both cash and non-cash options. All state and territory schemes enable payment of refunds through cash payments and EFT (which SA recently introduced in response to COVID-19<sup>63</sup>).

The NSW, QLD, ACT and WA schemes enable customers to pay their refund forward via donations to third parties, including a charity or community group of their choice. Since the beginning of the NSW scheme in 2017, over \$1 million in donations has been raised and shared amongst charities, schools, and community and sporting groups<sup>64</sup>. The majority of donations by individuals returning containers to a depot or return point linked to a donation partner are underpinned by EFT linked directly to a nominated bank account.

<sup>63</sup> *Environment Protection Act 1993*

<sup>64</sup> New South Wales Government 2020, *Return and Earn: NSW recycling success story*, [https://www.exchangeforchange.com.au/\\_cache\\_51b2/content/6531970000008035.pdf](https://www.exchangeforchange.com.au/_cache_51b2/content/6531970000008035.pdf).

The NSW and QLD schemes also allow refund payments via E-Voucher or points towards a loyalty program that are redeemable for cash or can be used for purchases at supermarkets. The method of refund payment is linked to the return point options available within each jurisdictional scheme. Cash refunds are redeemed from staffed return points, whilst non-cash refunds are redeemed primarily through self-service reverse vending machines, 'drop and go' depots and mobile donation points.

## Preferred option – Incorporation of non-cash refund payments

It is proposed to establish non-cash (EFT) refund payment methods in addition to the cash option at CDS Depots and return points in SA. The availability of cash and non-cash options would support customer preferences and enable the ability to donate refunds to EPA-authorized donation partners such as charities, not-for-profits and community groups.

## Questions

### General questions

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4.3.1 How would you like to receive your refunds for containers?

- cash
- electronic funds transfer (EFT) / online payment
- direct electronic funds transfer to a donation partner of your choice
- vouchers (for example, for use at local stores)
- all refund options as above.

4.3.2 Is the addition of non-cash refund methods likely to increase the level of convenience for you when returning empty beverage containers to a CDS depot?

### For depot owners

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4.3.3 Will you need to change the operation of your business to provide for non-cash refund methods such as EFT? If yes,

4.3.3.a What do you expect to be the nature and cost of providing non-cash refund methods?

4.3.3.b What would this look like at your depot and how long would this take (for example, 1 year or less, up to 2 years)?

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4.3.4 Do you anticipate that a partnership with at least one donation partner could support your local community and increase the customer base at your depot?



## Key Issue 5: Governance Arrangements

Governance is the way in which a system is structured and its rules of operation, including administration and business relationships. It defines roles that support the system, responsibilities for meeting expenses and requirements for auditing, reporting, compliance and enforcement. Industry led product stewardship schemes such as the CDS benefit from governance arrangements that set out clear roles and responsibilities of both government and industry that detail performance requirements, targets and expectations, accountability frameworks, auditing and reporting requirements, and funding arrangements.

The operation of the SA CDS is undertaken by the super collectors and depot operators in accordance with the requirements of the [Environment Protection Act 1993](#) and [Environment Protection Regulations 2009](#). The current roles of the main groups involved in the SA CDS and governance arrangements are detailed in this section and depicted in Figures 18 and 19.

Figure 18—Main groups involved in the South Australian CDS and their roles

### EPA

The EPA, on behalf of the SA Government, oversees the regulation of the CDS in accordance with requirements of the [Environment Protection Act 1993](#) and [Environment Protection Regulations 2009](#). A person must not operate a collection depot or carry on business as a super collector without the approval of the EPA. The EPA also provides policy advice to the government on the scheme, including its contribution to the state's environmental, and waste and resource recovery objectives.

### Super collectors

Super collectors, funded through waste management arrangements from participating beverage producers and suppliers, act as scheme coordinators. Super collectors also use waste management arrangements to fund CDS depots for both the deposit refunds and 'handling fee' costs associated with the return of empty CDS beverage containers. They also organise for the collected metal (aluminium), liquid paperboard and plastic container materials to be onsold to recycling markets.

### Depots

Depots receive and sort empty CDS beverage containers and provide a refund to consumers and third parties who return the containers. CDS depots have waste management arrangements in place with one or more super collectors for the payment of refunds and handling costs and for the return of empty beverage containers for sale to recycling markets. They also organise for collected and colour-sorted glass to be sold to recycling markets.

### Consumers and third parties

Consumers and third parties who return CDS containers to a depot receive the 10-cent refund for each eligible container returned.

### Materials recovery facilities (MRFs)

MRFs have contracts with, and provide a service to, local governments and other organisations to accept and sort recyclable materials. The CDS-based income helps MRFs to fund the handling, sorting and management costs of operating the facility.

# Current CDS governance overview

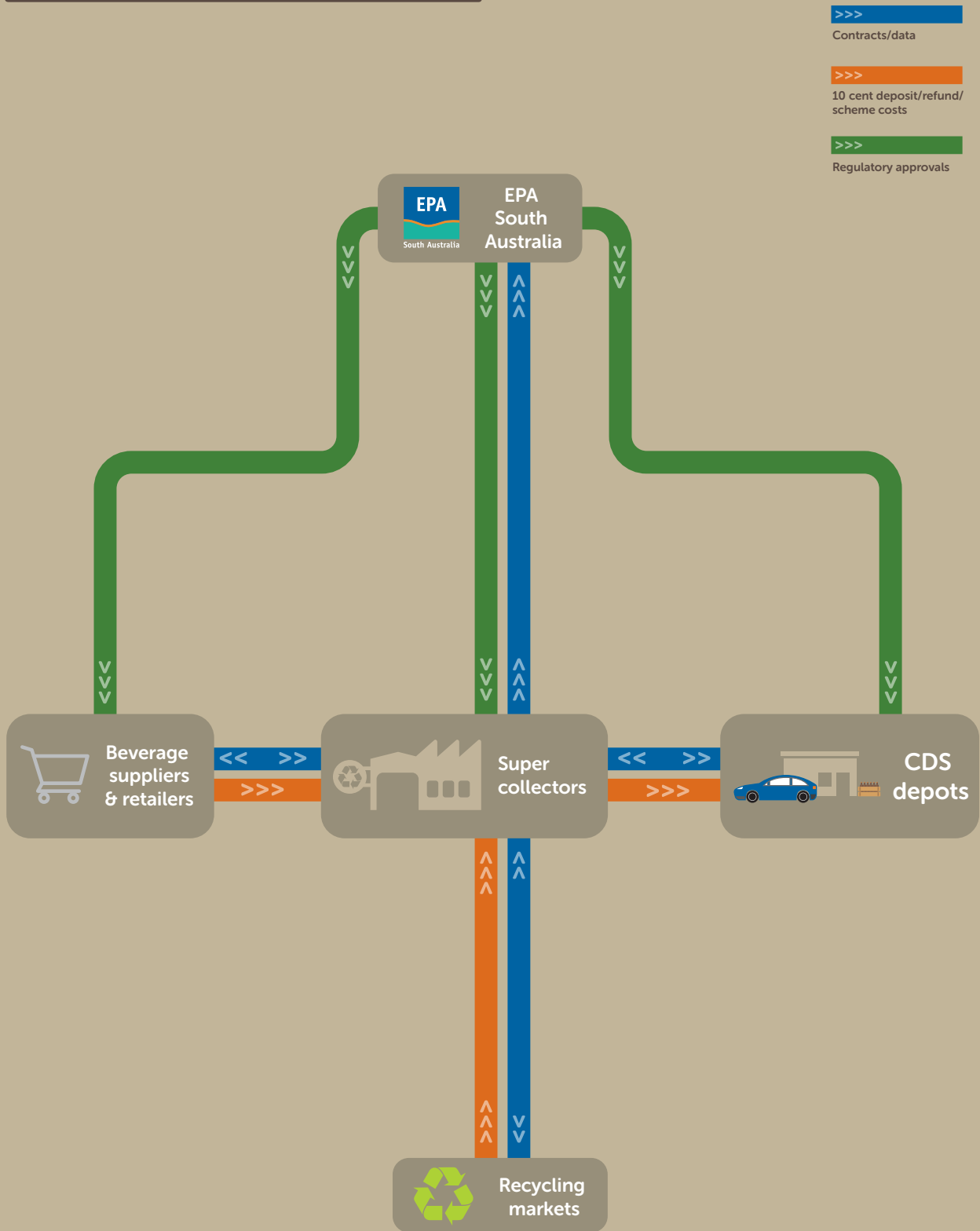


Figure 19—Current CDS governance arrangements

## Scoping Paper feedback: Governance

The general community did not express specific views on the governance arrangements. However, sector stakeholders indicated that a review of the governance arrangements should seek to:

- strengthen the accountability and accuracy of reporting to more equitably recover scheme costs and fund container collection, sorting and return
- address payment disputes between beverage producers, suppliers, super collectors and depots, in particular through a transition away from container weight-to-number conversion practices to container count-based reporting methods
- introduce independent, transparent and standardised scheme cost-setting practices, including publication of scheme costs per container material
- standardise container approvals and registration across jurisdictions using a single portal that promotes national alignment
- address the current practice of depots being required to have a waste management arrangement with more than one super collector and the requirement of container sorting according to brand
- better-recognise the role of charity and community groups.

## CDS governance across Australia

CDS governance arrangements across Australia are subject to the regulatory requirements of each state and territory. The CDSs in SA and the NT are administered by a multiple scheme coordinator 'super collector' model, where more than one super collector has the responsibility to administer and coordinate the scheme. By comparison, the NSW, ACT, QLD and WA schemes are administered by a single scheme coordinator. The NSW and ACT schemes also utilise a network operator to run the network of return points.

### *Scheme governance and coordination*

Scheme coordination is required to ensure that the different scheme participants work together effectively to ensure that empty containers are collected, sorted and transported to a centralised collection centre and, from there, recycled. The coordination of beverage producers and suppliers and the network of container refund points is undertaken by approved super collectors (in SA and the NT) or scheme coordinators (in WA, NSW and the ACT) or the product responsibility organisation (in QLD). The super collectors, scheme coordinators and the product responsibility organisation are all approved, or appointed by, the relevant minister or government department. The appointed coordinator is then subject to a series of approval conditions that relate to achieving the objectives of the respective schemes.

In SA and the NT, waste management arrangements between super collectors and depots are used to coordinate the collection, sorting and recovery of empty beverage containers and the transfer of the required refunds and handling fees. The NT CDS includes an additional requirement for the establishment of a coordinator arrangement to facilitate the recovery of containers and transfer of the funds between the super collectors. This enables depots to have a single arrangement with a single super collector of their choosing, and retains the ability of beverage producers and manufacturers to fund the scheme through a super collector of their choosing. The QLD, NSW, ACT and WA schemes employ a single scheme coordinator resulting in one waste management arrangement with each depot.

Scheme coordinators in NSW, ACT, QLD and WA are provided with oversight from governing boards who are responsible for the overall governance and strategic direction of the scheme coordinator organisation. The NSW and ACT scheme coordinators each have a board of directors appointed by shareholders<sup>65</sup> and two independent directors. The composition of board membership within QLD and WA is approved by the relevant minister who can refuse membership if the minister is satisfied that the person:

- is not a fit and proper person
- is biased or could be perceived to be biased in favour or against any scheme participant
- does not have adequate relevant experience
- would not support the achievement of the objects of the scheme.

These legislated requirements enable the relevant minister to establish a governing board that is independent of both the beverage and waste industries. The appointed scheme coordinators of the QLD and WA schemes are required to maintain a board that has the following composition (differences are indicated below):

- a Chair who is approved by the minister and is a director, independent of the beverage industry and independent of the waste industry [WA only]
- at least 1 director who is an executive officer, employee or business associate of a minor beverage supplier or an association that represents minor beverage suppliers
- at least 1 director who is an executive officer, employee or business associate of a major beverage supplier
- at least 1 director who is independent of the beverage industry and has experience in the recycling and waste industry (including, but not limited to, experience in waste recovery, processing, transport or logistics) [WA only]

- in addition to the Chair, at least 1 other director, who represents the interests of the community, is independent of the beverage industry, is independent of the waste industry and is approved by the minister
- at least 2 other directors who have legal or financial qualifications and experience, independent of the beverage industry, and independent of the waste industry [WA only].

The independent oversight of the scheme supported by a centralised scheme governance enables an increased level of transparency and accountability within the CDS. Independent oversight of scheme costs, performance targets such as container return rate, customer service and return point accessibility provide community confidence in the scheme and support the achievement of the scheme objectives. A centralised governance arrangement that incorporates a centralised IT platform enables transparent auditing and reporting against the schemes performance criteria and enhances the ability for an e-based container and financial tracking system as the pillar of the scheme.

#### ***Weight-based versus container-count audit and reporting methods***

In SA, super collectors coordinate the movement of funds from the beverage producer and suppliers through the CDS to the depots, based upon the conversion of container material weight to container number. This weight-based method is also used to calculate and report on the number of eligible containers returned to determine the performance of the scheme.

The weight-based method of payment has been the subject of disputes, particularly as beverage containers have become lighter over time and with an increase in variations in container size. The container weight-to-number conversion ratios are complex to determine accurately and rely on periodic audits to establish the number of containers per tonne of plastics, metal (aluminium), glass or LPB material. Variations in the number of containers per tonne of material can result in overpayment or underpayment of scheme costs by the beverage producer and suppliers and the deposit and handling fee to depots.

<sup>65</sup> Asahi Holdings (Australia) Pty Ltd, Coca-Cola Amatil (Aust) Pty Ltd, Coopers Brewery Limited, CUB Pty Ltd and Lion Pty Ltd).

The NSW, QLD, WA and ACT schemes have adopted container counting systems to facilitate the administration of funds, reporting and auditing of returned beverage containers. The use of container count-based mechanisms minimises the potential for disputes between beverage suppliers, scheme coordinators and return point operators by supporting the verification of container sales and returns and the fair movement of funds within the scheme.

A centralised IT platform, incorporating the registration, sale and return of containers, supports the auditing and reporting requirements of the NSW, ACT, QLD and WA schemes. The ability to maintain records and report on the refund amounts paid and containers collected, sorted and transported for recycling provides a level of transparency and assurance, which is currently not available in SA. This lack of transparency is a common area of dispute between SA super collectors, depot operators and beverage producers and suppliers.

#### ***Efficient waste management arrangements***

The SA CDS utilises waste management arrangements for the collection, sorting and aggregation of empty beverage containers and their reuse, recycling or disposal. Each super collector has a waste management arrangement (contract) with each depot, resulting in depots having more than one waste management arrangement. Super collectors make use of arrangements with depots to coordinate the collection, sorting and recovery of empty beverage containers and the transfer of the required refunds and handling fees.

In addition to the sorting of containers by glass, plastic, liquid paperboard and metal (aluminium) container types, aluminium cans are required to be further sorted by brand. The brand-sorted aluminium containers are stored and transported separately to the relevant super collectors and then sold for recycling into new containers (regardless of branding). This multiple handling is a point of inefficiency and cost for depot operators and, therefore, the scheme. The employment of a single scheme coordinator in the NSW, ACT, WA and QLD schemes has addressed both the multiple contract and sorting by brand issues.

The NT legislation requires that supplier arrangements cannot specify that the collection depots must sort

returned containers according to brand. It also requires that the arrangement cannot specify that coordinators amalgamate containers by the beverage producer or supplier they represent. The NT scheme employs a coordinator arrangement between super collectors. Super collectors are required to come to an arrangement in order to allow any one super collector to accept all containers belonging to all other super collectors. This enables depots to return all empty beverage containers to one super collector using one waste management arrangement regardless of container branding or material type.

The ability of SA depots to have a waste management arrangement with a single super collector and the removal of the need to sort the returned beverage containers according to brand will address a frequent dispute raised by depot operators in SA and improve the efficiency of depot operations.

#### ***Performance reporting and scheme auditing***

Periodic reporting against set objectives and targets enables transparency and monitoring of scheme performance. Schemes in all jurisdictions require quarterly and annual reporting to the relevant minister on behalf of government. The NSW, ACT, QLD and WA scheme performance measures are set by government within the legislation. Scheme performance targets are either legislated or incorporated into the relevant scheme coordinator or network operator arrangements approved by the relevant minister.

The scheme coordinator and network operator are then accountable for achieving the performance targets. The publication of data on scheme costs, return point network operation and container return rate for each container material is used to monitor the scheme against the performance targets.

This level of accountability and transparency is not available in SA or the NT because the current arrangements between super collectors, depots and beverage manufacturers are commercial in confidence. In contrast, the reporting requirements in other jurisdictions are the responsibility of the scheme coordinator who must prepare and deliver to the relevant minister an annual report on the performance of the scheme and any other matter prescribed by the Regulations.



The reporting requirements of the SA CDS are incorporated as conditions of approval within the super collector authorisation. Super collectors are required to report to the SA EPA, on annual basis, the overall return rate of containers sold in SA and the return rate of glass, plastic (HDPE and PET), metal (aluminium) and liquid paperboard. To verify the return rate, the reporting includes the number of containers sold in SA, the number of containers returned and the weight of containers returned by material type.

Common reporting requirements in the NSW, ACT, QLD and WA schemes include:

- financial statements that have been audited by an independent auditor
- total operating cost and revenue breakdown
- average handling fee rate per region payable to refund operators
- numbers or weights of containers sold and collected, and destination of each container material type
- number of containers for which refund amounts have been paid by return points, by region and by material type
- whether the network of depots and return points in a community meets the reasonable needs of that community
- number and type of disputes involving scheme participants, actions taken in response to each dispute and the outcomes of the dispute resolution process
- number and type of complaints received about the scheme, actions taken in response to each complaint and the outcomes of each action.

This range of reporting and monitoring is not currently required of the SA super collectors or depots. Stronger and more robust reporting and monitoring enables scheme participants to be held accountable for a broader range of performance measures related

to their respective roles and responsibilities in achieving the objectives of the scheme. In QLD and WA, the minister may give the scheme coordinator a written direction about the performance of its functions or the exercise of its powers. The coordinator must comply with the direction, and failure to do so may result in a civil penalty [in WA] or may be grounds for suspending or cancelling a company's appointment as a scheme coordinator.

#### **Donations to not-for-profit organisations, charities and community groups**

CDSs across Australia have been used by charities, community groups, not-for-profit organisations and local sporting clubs to raise funds to help pay for the services they provide. In SA, these groups typically receive donations in the form of empty beverage containers, which are then returned to depots for a refund that they retain. Larger community organisations in SA and the NT have established and operate depots, or have partnered with an established depot, to receive donated beverage containers, as follows:

- In 2020, Scouts SA processed 105 million containers through the operation of 12 depots<sup>66</sup>.
- The 'Tinnies for Vinnies'<sup>67</sup> initiative commenced in 2020 as a partnership between St Vincent de Paul Society, Recyclers SA and Scrap Hotline. Customers who visit participating Recyclers SA/Scrap Hotline recycling depots are able to drop some or all of their refundable cans and bottles into specially marked 'Tinnies for Vinnies' bins on site. The depots will then donate the cash equivalent of the refund of those containers to the St Vincent de Paul Society.

Charities, community groups and not-for-profit organisations in NSW, ACT, QLD and WA are able to raise funds and receive donations through the donation of eligible containers or the electronic transfer of refunds to a nominated account. These groups can benefit from the scheme by one of the following:

- redeeming donated eligible containers at an approved collection point

<sup>66</sup> Scouts SA 2020, *Scouts SA Annual Report*, <https://sa.scouts.com.au/magill/2021/06/24/2020-annual-report/>.

<sup>67</sup> St Vincent de Paul Society 2021, *Recyclers SA/Scrap Hotline*, [https://www.vinnies.org.au/page/Get\\_Involved/Become\\_a\\_corporate\\_partner/State\\_Partners/SA/Recyclers\\_SA\\_Scrap\\_Hotline/](https://www.vinnies.org.au/page/Get_Involved/Become_a_corporate_partner/State_Partners/SA/Recyclers_SA_Scrap_Hotline/).

- registering to become a collection point operator to exchange eligible drink containers for the 10-cent refund
- registering to become a donation partner integrated with a scheme ID or account used to identify donation partners and enable refunds to be donated directly into a nominated charity or community group fundraising account.

Expansion of the range of donation pathways available to SA charities, not-for-profit organisations, community groups and sporting clubs has the potential to simplify and increase the range of opportunities for donation by individuals to a group of their choice.

## Economic analysis

Amendment to the current CDS governance arrangements via improved resolution of disputes, enabling depot operators to contract with a single super collector or transition to a single scheme coordinator is estimated to result in an annual net benefit of \$50 million, \$54 million and \$56 million respectively to the SA community<sup>68</sup>. These changes are expected to decrease scheme administration costs, in other words, time and effort required by depot operators and super collectors to interact, address disputes and negotiate new waste arrangements. These reduced scheme costs are expected to be passed on by beverage producers and suppliers to customers through reduced beverage product retail prices.

Reduced administrative costs for both super collectors and depots linked to improved dispute resolution is estimated to result in the return of an additional 5 million empty beverage containers to depots, an estimated additional 220 (FTE) jobs (comprising direct and indirect employment) within SA and a reduction in the disposal of beverage containers to landfill by about 362 tonnes per year. Enabling depot operators to contract with a single super collector is estimated to result in the return of an additional 12 million beverage containers through the CDS, an estimated 232 (FTE) jobs (comprising direct and indirect) within SA and a reduction in the annual disposal of beverage containers to landfill by about 461 tonnes.

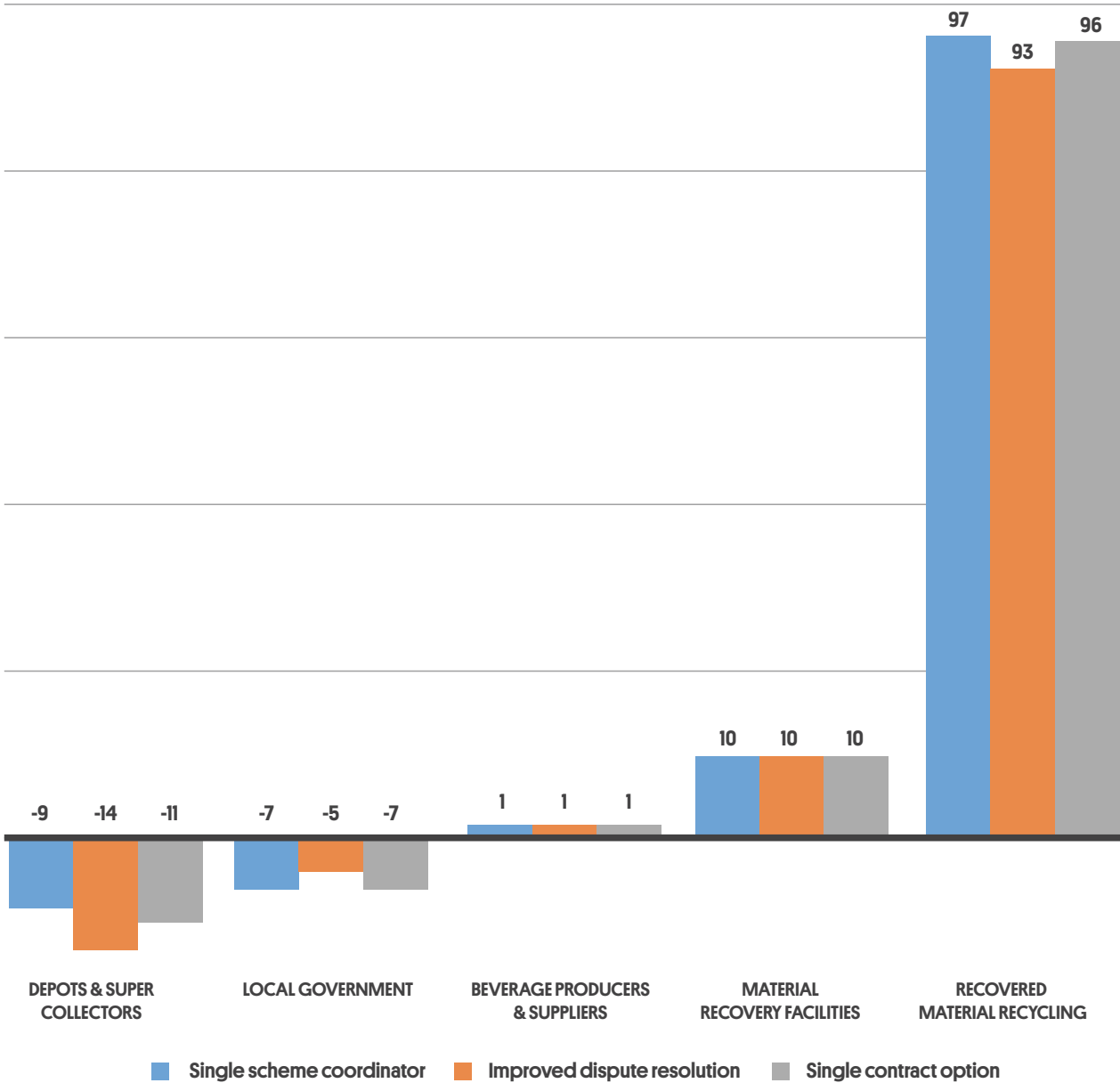
A transition in the coordination of the scheme from the current multiple scheme coordinators to a single scheme coordinator is expected to decrease coordination costs of the scheme through increased economies of scale, with savings passed on to both the beverage producers and suppliers, and the depots. The scheme coordination savings are estimated to result in an additional 14 million empty beverage containers returned to depots, and create an estimated additional 240 (FTE) jobs (comprising direct and indirect employment) within SA and reduce the annual disposal of beverage containers to landfill by about 495 tonnes. The recovery of additional high-value beverage container materials would also result in an estimated annual benefit of about \$1 million due to reduced emissions of greenhouse gasses as a result of reduced landfill disposal volumes and energy usage from the recycling of these resources.

Figure 20 shows the change in direct (FTE) employment (compared with the 2019-20 FTE baseline) for key CDS stakeholders resulting from a decrease in scheme costs as a result of improvements to dispute resolution, enabling depot operators to contract with a single super collector or transition to a single scheme coordinator.

68 Hudson Howell 2020, South Australian Environment Protection Authority, Container Deposit Scheme Economic Analysis Review December 2020, [https://www.epa.sa.gov.au/files/15056\\_cds\\_econanalysis\\_review\\_report\\_dec2020.pdf](https://www.epa.sa.gov.au/files/15056_cds_econanalysis_review_report_dec2020.pdf).

Figure 20—Estimated change in direct employment (FTE) resulting from reduced scheme costs

Estimated change in direct employment (FTE) resulting from reduced scheme costs



The expected benefits resulting from an amendment to the current CDS governance arrangements via improved resolution of disputes, enabling depot operators to contract with a single super collector or transition to a single scheme coordinator have been assessed independently of each other. They could, however, be introduced as a combination of reforms leading to cost reductions and flow-on impacts on

beverage product annual sales, return of beverage containers to the CDS, recycling of beverage container materials, reduced landfill disposal volumes and reduced emissions of greenhouse gasses.

## Preferred option – Modernise the CDS governance to increase transparency and accountability

It is proposed to amend the CDS governance arrangements (see Figure 21) to increase transparency and accountability of the CDS and centralise scheme governance by establishing independent oversight of key CDS elements through

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Option 1: an independent governing body appointed by the Minister for Environment and Water in consultation with relevant industry stakeholders to oversee the existing multiple super collector system, or

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Option 2: a single independent not-for-profit scheme coordinator appointed by the Minister for Environment and Water in consultation with relevant industry stakeholders.

Oversight of the following elements are required

- » scheme costs per container per material [approved by the Minister]
- » performance targets [approved by the Minister], such as return rate, community awareness and education, and customer service standards including
  - geographical distribution of return points
  - operating hours
  - return point types based on community need
- » container recovery from remote communities, including Aboriginal communities
- » scheme participant dispute resolution and response to scheme complaints
- » scheme performance, including container returns and sales by material type and by region, and the destination of sold materials
- requiring container returns to be measured by container count, not weight as currently occurs, to enable better transparency and fairness, and remove the primary cause of many disputes in the SA CDS

- considering the creation of scale/volume thresholds that will require a move to more e-based counting and sorting systems, whilst maintaining manual sorting [and recording counts through an online approach] for smaller and regional depots
- establishing a centralised IT system that supports a transition to an e-based container and financial tracking system throughout the CDS,
- modifying the reporting and auditing framework and employing container counting systems linked to scheme costs, container returns and container material fate
- establishing independent oversight and setting of scheme costs, including a scheme compliance fee [payable to the SA Government/EPA by the super collectors [for option 1] or the independent scheme coordinator [for option 2] in place of the current container approval application fee
- improving waste management arrangements including container sorting according to brand dispute resolution processes between the current super collectors, beverage producers and suppliers, and depots
- collaborating with interstate CDSs to build an IT system able to interface with, or be a part of, a national container approval process and system portal.

### Centralised and independent scheme governance

The SA Government is planning on centralising scheme governance by establishing an independent governing body. Two options for scheme coordination are proposed (see Table 6). Option 1 retains the for-profit multiple super collector model and incorporates an independent body appointed by the Minister for Environment and Water on behalf of the SA Government to direct and oversee the scheme's performance. Option 2 replaces the super collectors with a single independent not-for-profit scheme coordinator appointed by the Minister for Environment and Water on behalf of the SA Government (similar to WA and QLD schemes).

The proposed detailed requirements for these options are presented below. The requirements will apply to each option unless otherwise indicated.

1. The **Minister for Environment and Water** will retain an independent governing body or independent not-for-profit scheme coordinator comprised of the following governing body consisting of members appointed by the Minister for Environment and Water

- a Chair who is a director, independent of the beverage industry and independent of the waste industry, who is nominated by the Minister for Environment and Water
- at least 1 director who is an executive, employee or business associate of a producer or supplier of alcoholic beverages or an association that represents producers and suppliers of alcoholic beverages
- at least 1 director who is an executive, employee or business associate of a producer or supplier of non-alcoholic beverages or an association that represents producers and suppliers of non-alcoholic beverages
- at least 2 directors who are independent of the beverage industry and have experience in the recycling and waste industry (including, but not limited to, experience in waste recovery, processing, transport or logistics)
- at least 1 director who is nominated by the Minister for Environment and Water
- at least 2 other directors who have legal or financial qualifications and experience, are independent of the beverage industry and are independent of the waste industry.

2. The Minister for Environment and Water, informed by the EPA and the independent governing body, will approve CDS performance objectives and measures, including

- return rate targets

- scheme costs (including scheme administration, compliance, recovered container transportation and handling fees)

- governance agreements and accountability frameworks.

3. The **independent governing body** will govern the super collectors (option 1) and be accountable to the Minister for Environment and Water. The **independent not-for-profit scheme coordinator board** will govern the scheme coordinator (option 2) and be accountable to the Minister for Environment and Water. The function of the governance arrangement, approved by the Minister, is to develop a framework of rules and relationships, systems and processes by which the scheme will be directed, controlled and held to account. The independent body or independent not-for-profit scheme coordinator will be required to

- develop a strategic plan for the scheme for the approval of the Minister
- develop a governance plan for the approval of the Minister
- justify to the Minister costs (including scheme administration, compliance and handling fees) payable under the scheme. The Minister may seek an independent justification of the fees proposed
- raise and maintain public awareness of the scheme, including how the scheme operates and locations and customer service standards of refund points
- publish and provide an annual report to the Minister that includes the performance of the independent body or scheme coordinator against the CDS performance objectives and measures set by the Minister
- not act unfairly or unreasonably to discriminate in favour of or against any particular scheme participant when negotiating, entering into, performing obligations under or enforcing any scheme management arrangements.



4. The independent body or independent not-for-profit scheme coordinator board must provide the Minister with an annual report that includes, for the reporting period

- financial statements that have been audited by an independent auditor (option 2 only)
- total operating cost and revenue breakdown (option 2 only)
- the handling fee rate per region payable to refund operators
- current and historical figures showing total numbers of containers sold, collected for which refund amounts have been paid by depots and return points (by region) and total weight of CDS collected and supplied for recycling by destination (overseas, interstate or local) in SA by each container material type
- economic viability of each depot and return point, including type of return points and proximity to other return points
- whether the network of depots and return points in a community (including remote communities) meets the reasonable needs of that community
- total number and type of disputes within the CDS involving super collectors (for option 1) or scheme coordinator (for option 2), depots, return point operators and donation partners, actions taken in response to each dispute and the outcomes of the dispute resolution process
- total number and type of complaints received about the scheme, actions taken in response to each complaint and the outcomes of each action.

5. **Beverage producers and suppliers** will continue to fund the scheme and only sell eligible beverage containers in SA once approved by the EPA and have a current waste management arrangement in place. It is proposed to require the registration of beverage containers (and barcodes if available) as a condition of container approval to enable the barcode to be scanned (or otherwise recognised) when an empty container is returned for a refund at an approved depot or return point. Beverage producers and

suppliers must utilise a centralised IT platform for auditing and reporting purposes in accordance with the supplier arrangement approved by the super collector or scheme coordinator.

6. The **super collectors** or **independent not-for-profit scheme coordinator** must endeavour to achieve the scheme's objectives and targets as set by the Minister. The super collectors will be accountable to the independent body (option 1) and the independent scheme coordinator accountable to the Minister. The scheme's coordination arrangement must include performance targets that ensure arrangements are in place to

- coordinate the collection, recovery and reuse or recycling of empty eligible beverage containers
- to coordinate the receipt and payment of funds in accordance with supplier, coordinator and waste management arrangements
- coordinate the centralised IT platform that supports container counting and is able to achieve reporting and auditing requirements
- enable a single waste management arrangement per depot or return point for the payment of funds and eliminate container sorting by brand
- implement a CDS awareness and community engagement strategy as approved by the independent body
- verify that all collected and returned containers are reused and recycled
- verify the number of containers that have been returned to refund points
- verify the amounts received or paid under a scheme arrangement
- identify and report to the EPA persons suspected of selling eligible containers without a current waste management arrangement, refund marking or container approval.

The super collectors or scheme coordinator must also provide a quarterly report to the EPA that includes, for the reporting period, the

- number of containers sold by material type
- number of containers for which refund amounts have been paid by depots and return points, by region and by material type
- total weight of CDS material types collected and supplied for recycling
- total number and type of disputes involving the super collectors [for option 1] or scheme coordinator [for option 2], depots, return point operators and donation partners, actions taken in response to each dispute and the outcomes of the dispute resolution process.

7. The depot and return point operators must endeavour to achieve the objectives of the scheme in relation to container returns and refund payments. The main function of the depot or return point operator is to operate in accordance with customer service standard approved by the independent body and waste management arrangement approved by at least one super collector [option 1] or the customer services standard and the waste management arrangement approved by the independent scheme coordinator [option 2], including
- operating in accordance with the customer service standards as approved by the independent body
  - accepting and paying a refund for empty eligible beverage containers when a barcode is scanned [or approved container otherwise recognised]
  - paying the refund amount in cash, EFT or other manner as prescribed by regulation
  - sorting and counting returned containers according to material type in accordance with the waste management arrangement
  - utilising the centralised IT platform and employing container counting to verify the number of containers that have been returned to refund

points, unless otherwise outlined in the approved waste management arrangement

- identifying and reporting to the EPA persons suspected of returning eligible containers for a refund without a current waste management arrangement or container approval
- establishing an arrangement with one or more authorised donation partners to enable the direct payment of refunds to a nominated fundraising account upon the request of individuals for returned CDS-eligible beverage containers.

8. **Donation partners** must apply and gain approval from the EPA prior to establishing a donation arrangement with a collection depot or return point operator for the receipt of donated funds, prior to permitting refunds to be donated directly into a nominated charity or community group fundraising account.

## Questions

### *Scheme oversight*

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- 5.1 Do you think the SA Government should appoint an independent governing body for the existing multiple super collector system or independent not-for-profit scheme coordinator who will have oversight of the scheme, and make recommendations on the performance targets, container return rate targets, scheme costs and the reporting and accountability framework to the SA Government?

- 5.1.a If so, do you think the proposed governing body membership is appropriate? If not, what would you suggest?

### *Scheme auditing and reporting*

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- 5.2 It is proposed to require registration of beverage containers [and barcodes if available] within a centralised IT platform as a condition of container approval to enable tracking and counting of containers. If a barcode is not used, what alternative tracking and counting methods would you suggest and where are they in use?

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5.3 It is proposed that beverage producers and suppliers, depots, and super collectors or the single scheme coordinator must utilise a centralised IT platform for auditing and reporting purposes in accordance with the supplier arrangement. Do you agree with this? If not, why not?

#### *Scheme coordination*

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5.4 Which of the scheme coordinator options [option 1: multiple super collectors or option 2: single independent not-for-profit scheme coordinator] do you prefer and why?

5.4.a What do you see as the risks and benefits of each of these scheme coordination options?

5.4.b What would be the impacts of the different options on your business?

5.4.c If option 1 was the model chosen to coordinate the scheme, how should accountability for meeting scheme performance indicators, such as return rate targets, be shared amongst the super collectors?

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5.5 The establishment of a single waste management arrangement between depots and at least one super collector (for option 1) or single independent scheme coordinator (for option 2) is proposed to enable depots to contract with a single super collector and remove sorting by container brand.

5.5.a Do you agree with this change as a way of addressing these concerns? If not, why not? If not, what alternative approach would you suggest?

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5.6 The weight-based conversion of container material weight to container number has been the subject of disputes over containers returned. It is proposed to transition to a container-count methodology to report on container return rates and payment for returns.

5.6.a Do you foresee any issues with this method of payment for returned containers?

5.6.b How would smaller depots with low container return volumes achieve container counting?

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5.7 Do you think the CDS scheme should establish geographical performance targets, including distribution of container return points per region and return rates for regional and remote areas?

Proposed governance structure with new single scheme coordinator or multiple super collectors

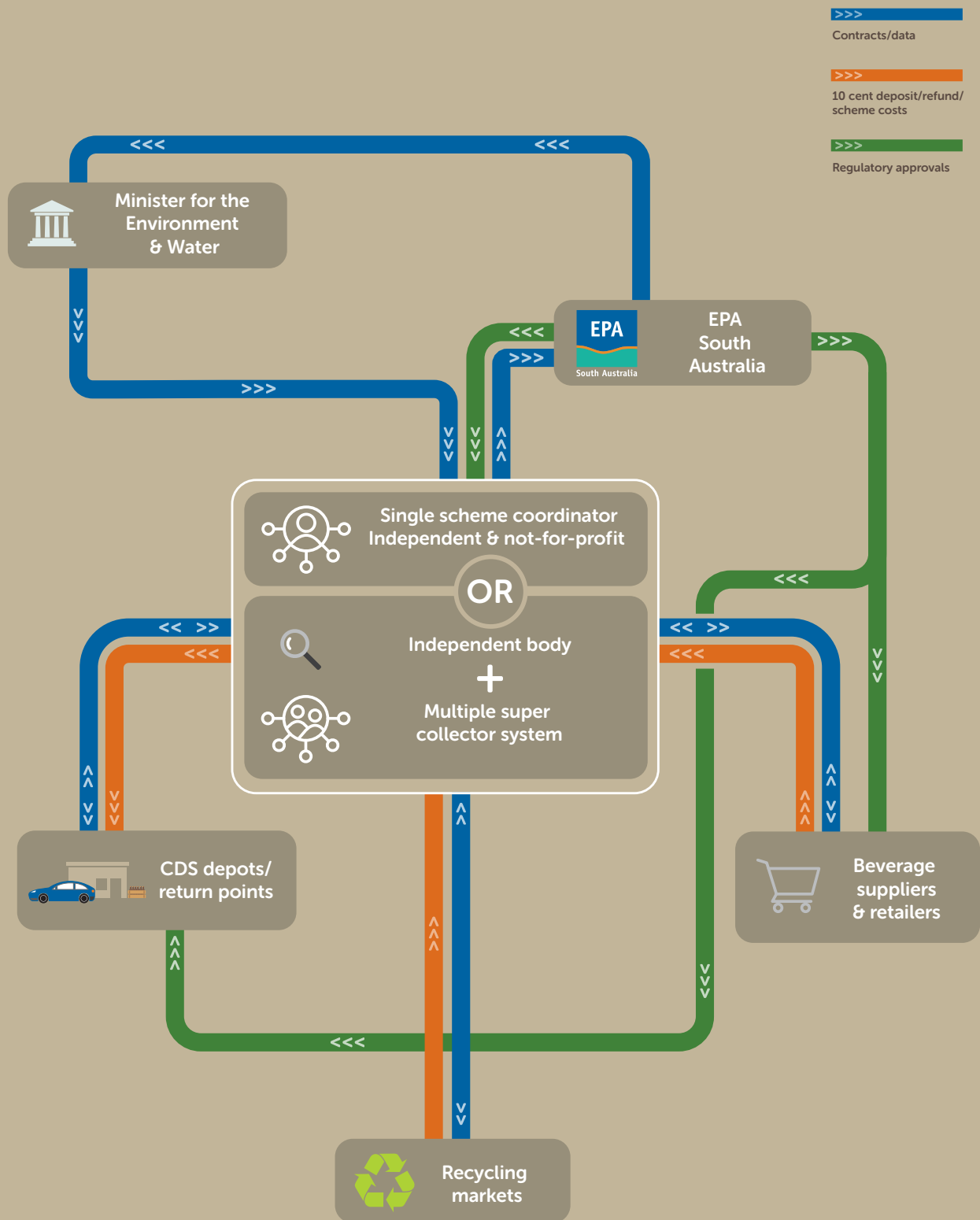


Figure 21—Proposed CDS governance arrangements detailing a proposed single and multiple coordinator governance model

**Table 6**—Comparison between current governance arrangements and proposed Options 1 and 2

	<b>Current governance arrangements (current responsibilities)</b>	<b>Option 1: Enhance current system of multiple scheme coordinators</b>	<b>Option 2: Single independent not-for-profit scheme coordinator</b>
<b>SA Government supported by the EPA</b>	<p>The Minister for Environment and Water is responsible for:</p> <ul style="list-style-type: none"> <li>a. setting the deposit amount.</li> </ul> <p>The EPA is responsible for:</p> <ul style="list-style-type: none"> <li>b. approving and setting conditions for the super collectors, collection depots and refund points</li> <li>c. approving and auditing eligible beverage containers</li> <li>d. monitoring compliance in relation to the legislation and undertaking enforcement action, as necessary, upon free riders</li> <li>e. providing strategic policy advice to the government with regard to the scheme and its contribution to the state's environmental and waste objectives</li> <li>f. promotion and communication of the scheme to the public and sector stakeholders.</li> </ul>	<p>In addition to current responsibilities, the Minister for Environment and Water is responsible for:</p> <ul style="list-style-type: none"> <li>a. approving scheme costs</li> <li>b. approving the strategic objectives and performance targets of the CDS</li> <li>c. appointment of the Chair of the independent governing body.</li> </ul> <p>In addition to the current responsibilities, the EPA is responsible for:</p> <ul style="list-style-type: none"> <li>d. approving donation partners</li> <li>e. auditing and monitoring of the CDS against performance objectives, which is reported to the public via the Minister for Environment and Water.</li> </ul>	<p>In addition to current responsibilities, the Minister for Environment and Water is responsible for:</p> <ul style="list-style-type: none"> <li>a. approving scheme costs</li> <li>b. approving the strategic objectives and performance targets of the CDS</li> <li>c. appointment of the Chair of the independent governing body</li> <li>d. appointment of the single scheme coordinator.</li> </ul> <p>In addition to the current responsibilities, the EPA is responsible for:</p> <ul style="list-style-type: none"> <li>e. approving donation partners</li> <li>f. auditing and monitoring of the CDS against performance objectives, which is reported to the public via the Minister for Environment and Water.</li> </ul>



Current governance arrangements (current responsibilities)	Option 1: Enhance current system of multiple scheme coordinators	Option 2: Single independent not-for- profit scheme coordinator
<p>Independent CDS governing body/ Independent scheme coordinator board</p> <p>NA</p>	<p>The independent governing body will be accountable to the Minister for Environment and Water according to the governance arrangement approved by the Minister.</p> <p>The governance arrangement will require the governing body to:</p> <ul style="list-style-type: none"> <li>a. develop a strategic plan for the scheme for the approval of the Minister</li> <li>b. develop a governance plan for the approval of the Minister</li> <li>c. determine scheme costs, including administration, compliance and handling fees payable under the scheme</li> <li>d. raise and maintain public awareness of the scheme, including how the scheme operates and locations and customer service standards of refund points</li> <li>e. provide an annual report to the Minister that includes the performance of the independent body against the CDS performance objectives and measures set by the Minister</li> <li>f. not act unfairly or unreasonably discriminate in favour of or against any particular scheme participant when negotiating, entering into, performing obligations under or enforcing any scheme management arrangements.</li> </ul> <p>The independent body must provide the Minister with an annual report that includes, for the reporting period:</p> <ul style="list-style-type: none"> <li>g. average handling fee rate per region payable to refund operators</li> <li>h. current and historical figures showing total numbers of containers sold, collected for which refund amounts have been paid by depots and return points [by region] and total weight of CDS collected and supplied for recycling by destination [overseas, interstate or local] in SA by each container material type</li> <li>i. economic viability of each depot and return point, including the proximity of return points to other return points</li> <li>j. whether the network of depots and return points in a community is appropriate for that community</li> <li>k. whether the network of depots and return points in a remote community is appropriate for that community</li> <li>l. total number and type of disputes involving the super collectors, depots, return point operators and donation partners, actions taken in response to each dispute and the outcomes of the dispute resolution process</li> <li>m. total number and type of complaints received about the scheme, actions taken in response to each complaint and the outcomes of each action.</li> </ul>	<p>The independent scheme coordinator board will be accountable to the Minister for Environment and Water according to the governance arrangement approved by the Minister.</p> <p>The governance arrangement will require the independent scheme coordinator board to:</p> <ul style="list-style-type: none"> <li>a. develop a strategic plan for the scheme for the approval of the Minister</li> <li>b. develop a governance plan for the approval of the Minister</li> <li>c. determine scheme costs, including administration, compliance and handling fees payable under the scheme</li> <li>d. raise and maintain public awareness of the scheme, including how the scheme operates and locations and customer service standards of refund points</li> <li>e. provide an annual report to the Minister that includes the performance of the independent body against the CDS performance objectives and measures set by the Minister</li> <li>f. not act unfairly or unreasonably discriminate in favour of or against any particular scheme participant when negotiating, entering into, performing obligations under or enforcing any scheme management arrangements.</li> </ul> <p>The independent scheme coordinator board must provide the Minister with an annual report that includes, for the reporting period:</p> <ul style="list-style-type: none"> <li>g. financial statements that have been audited by an independent auditor</li> <li>h. total operating cost and revenue breakdown</li> <li>i. average handling fee rate per region payable to refund operators</li> <li>j. current and historical figures showing total numbers of containers sold, collected and destination [overseas, interstate or local] in SA by each container material type</li> <li>k. economic viability of each depot and return point, including the proximity of return points to other return points</li> <li>l. whether the network of depots and return points in a community is appropriate for that community</li> <li>m. whether the network of depots and return points in a remote community is appropriate for that community</li> <li>n. total number and type of disputes involving the depots, return point operators and donation partners, actions taken in response to each dispute and the outcomes of the dispute resolution process</li> <li>o. total number and type of complaints received about the scheme, actions taken in response to each complaint and the outcomes of each action.</li> </ul>

	<b>Current governance arrangements (current responsibilities)</b>	<b>Option 1: Enhance current system of multiple scheme coordinators</b>	<b>Option 2: Single independent not-for-profit scheme coordinator</b>
<b>Super collectors/ independent not-for-profit scheme coordinator</b>	<p>Authorised super collectors approved to operate and coordinate the CDS must:</p> <ol style="list-style-type: none"> <li>operate in accordance with the conditions of EPA approval</li> <li>have a waste management arrangement in place with eligible beverage suppliers and retailers for the collection of funds (deposit and administration costs) based upon the number of approved beverage containers sold in SA</li> <li>have a waste management arrangement with EPA authorised depots (or return point operators) for the transfer of deposit refunds, payment of handling fees and collection of returned CDS-eligible beverage containers</li> <li>arrange for the collection, handling and transport of recovered eligible beverage containers from EPA authorised depots or refund points for recycling</li> <li>identify and report to the EPA persons suspected of selling eligible containers without a current waste management arrangement, refund marking or container approval</li> <li>annually report to the EPA <ul style="list-style-type: none"> <li>the total number of containers sold for each material type</li> <li>the total number of containers returned for each material type</li> <li>the total weight of containers returned for each material type</li> <li>the rate of return for each material type.</li> </ul> </li> </ol>	<p>In addition to the current responsibilities, authorised super collectors must:</p> <ol style="list-style-type: none"> <li>coordinate the centralised IT platform that supports container counting and is able to achieve reporting and auditing requirements</li> <li>enable a single waste management arrangement per depot or return point for the payment of funds and eliminate container sorting by brand</li> <li>reimburse the scheme compliance costs to the EPA as prescribed by regulation</li> <li>implement a CDS awareness and community engagement strategy as approved by the independent body</li> <li>verify that all collected and returned containers are reused and recycled</li> <li>verify the number of containers that have been returned to refund points</li> <li>verify the amounts received or paid under scheme arrangements</li> <li>monitor and report against the CDS performance targets as approved by the Minister for Environment and Water</li> <li>provide a quarterly report to the EPA that includes, for the reporting period, the <ul style="list-style-type: none"> <li>number of containers sold by material type</li> <li>number of containers for which refund amounts have been paid by depots and return points, by region and by material type</li> <li>total weight of CDS material types collected and supplied for recycling</li> <li>total number and type of disputes involving the super collectors, depots, return point operators and donation partners, actions taken in response to each dispute and the outcomes of the dispute resolution process.</li> </ul> </li> </ol>	<p>In addition to the proposed responsibilities, the independent scheme coordinator must:</p> <ol style="list-style-type: none"> <li>coordinate the centralised IT platform that supports container counting and is able to achieve reporting and auditing requirements</li> <li>enable a single waste management arrangement per depot or return point for the payment of funds and eliminate container sorting by brand</li> <li>reimburse the scheme compliance costs to the EPA as prescribed by regulation</li> <li>implement a CDS awareness and community engagement strategy as approved by the independent body</li> <li>verify that all collected and returned containers are reused and recycled</li> <li>verify the number of containers that have been returned to refund points</li> <li>verify the amounts received or paid under scheme arrangements</li> <li>monitor and report against the CDS performance targets as approved by the Minister for Environment and Water</li> <li>provide a quarterly report to the EPA that includes, for the reporting period, the <ul style="list-style-type: none"> <li>number of containers sold by material type</li> <li>number of containers for which refund amounts have been paid by depots and return points, by region and by material type</li> <li>total weight of CDS material types collected and supplied for recycling</li> <li>total number and type of disputes involving the scheme coordinator, depots, return point operators and donation partners, actions taken in response to each dispute and the outcomes of the dispute resolution process.</li> </ul> </li> </ol>
<b>Beverage producers and suppliers</b>	<p>Beverage suppliers and retailers must:</p> <ol style="list-style-type: none"> <li>not sell an eligible beverage container unless it is approved by the EPA and displays the EPA approved refund marking</li> <li>ensure that the eligible beverage container is recyclable</li> <li>have in place an arrangement with the relevant super collector for the coordination of the collection, handling and recycling of returned empty beverage containers sold in SA</li> <li>pay the super collector the required refund amount and scheme coordination fees based upon the number of containers sold in SA.</li> </ol>	<p>In addition to the current responsibilities, beverage suppliers and retailers must:</p> <ol style="list-style-type: none"> <li>register approved beverage containers (and barcodes if available)</li> <li>have in place an arrangement with at least one super collector</li> <li>utilise the centralised IT platform for auditing and reporting purposes in accordance with the supplier arrangement approved by at least one super collector</li> <li>report the number and types of eligible beverage containers sold in SA via the centralised IT platform.</li> </ol>	<p>In addition to the current responsibilities, beverage suppliers and retailers must:</p> <ol style="list-style-type: none"> <li>register approved beverage containers (and barcodes if available)</li> <li>have in place an arrangement with the scheme coordinator</li> <li>utilise the centralised IT platform for auditing and reporting purposes in accordance with the supplier arrangement approved by the scheme coordinator</li> <li>report the number and types of eligible beverage containers sold in SA via the centralised IT platform.</li> </ol>

	<b>Current governance arrangements (current responsibilities)</b>	<b>Option 1: Enhance current system of multiple scheme coordinators</b>	<b>Option 2: Single independent not-for- profit scheme coordinator</b>
<b>Collection depot and return point operators</b>	<p>Authorised collection depots and return points approved to refund deposits upon return of empty eligible beverage containers must:</p> <ol style="list-style-type: none"> <li>operate in accordance with the conditions of EPA approval</li> <li>refund the deposit upon return of empty eligible beverage containers that display the approved refund marking and that are sold in SA</li> <li>pay the refund amount in cash or credit note redeemable for cash as prescribed by regulation</li> <li>have a waste management arrangement with the relevant EPA authorised super collector for the reimbursement of deposit refunds and payment of container handling fees</li> <li>handle and process the empty beverage containers in accordance with the arrangement with the super collector</li> <li>enable the collection, handling and transport of recovered eligible beverage containers by or on behalf of the EPA authorised super collector depots for recycling.</li> </ol>	<p>In addition to the current responsibilities of authorised collection depots and refund points, the approved collection depots and return points must:</p> <ol style="list-style-type: none"> <li>operate in accordance with the customer service standards as approved by the independent body</li> <li>have a waste management arrangement with at least one super collector for the reimbursement of deposit refunds and payment of container handling fees</li> <li>accept and pay a refund for empty eligible beverage containers when a barcode is scanned [or approved container otherwise recognised]</li> <li>pay the refund amount in cash, EFT or other manner as prescribed by regulation</li> <li>count and sort returned containers according to material type in accordance with the waste management arrangement</li> <li>utilise the centralised IT platform and employ container counting to verify the number of containers that have been returned to refund points, unless otherwise outlined in the approved waste management arrangement</li> <li>identify and report to the EPA persons suspected of returning eligible containers for a refund without a current waste management arrangement or container approval</li> <li>establish an arrangement with one or more authorised donation partners to enable the payment of refunds to the donation partner direct to a nominated fundraising account upon the request of individuals for returned CDS-eligible beverage containers that display the approved refund marking and that are sold in SA.</li> </ol>	<p>In addition to the current responsibilities of authorised collection depots and refund points, the approved collection depots and return points must:</p> <ol style="list-style-type: none"> <li>operate in accordance with the customer service standards as approved by the independent body</li> <li>have a waste management arrangement with the scheme coordinator for the reimbursement of deposit refunds and payment of container handling fees</li> <li>accept and pay a refund for empty eligible beverage containers when a barcode is scanned [or approved container otherwise recognised]</li> <li>pay the refund amount in cash, EFT or other manner as prescribed by regulation</li> <li>count and sort returned containers according to material type in accordance with the waste management arrangement</li> <li>utilise the centralised IT platform and employ container counting to verify the number of containers that have been returned to refund points, unless otherwise outlined in the approved waste management arrangement</li> <li>identify and report to the EPA persons suspected of returning eligible containers for a refund without a current waste management arrangement or container approval</li> <li>establish an arrangement with one or more authorised donation partners to enable the payment of refunds to the donation partner direct to a nominated fundraising account upon the request of individuals for returned CDS-eligible beverage containers that display the approved refund marking and that are sold in SA.</li> </ol>
<b>Donation partners</b>	NA	<p>Authorised donation partners must:</p> <ol style="list-style-type: none"> <li>be a not-for-profit organisation</li> <li>operate in accordance with the conditions of EPA approval</li> <li>have an arrangement with an EPA authorised collection depot or return point operator for the receipt of donated funds.</li> </ol>	<p>Authorised donation partners must:</p> <ol style="list-style-type: none"> <li>be a not-for-profit organisation</li> <li>operate in accordance with the conditions of EPA approval</li> <li>have an arrangement with an EPA authorised collection depot or return point operator for the receipt of donated funds.</li> </ol>

# Attachment 2





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

Brighton Civic Centre 24 Jetty Road, Brighton SA 5048

PO Box 19 Brighton SA 5048

P 08 8229 9999 F 08 8298 4561

Glenelg Customer Service Centre and Library

2 Colley Terrace, Glenelg SA 5045

November XX 2021

**Attn: CDS Review Discussion Paper**

Environmental Protection Authority

GPO Box 2607

Adelaide SA 5001

Via email – [epainfo@sa.gov.au](mailto:epainfo@sa.gov.au) (CDS Review)

**Attention:** Mr Tony Circelli

Dear Mr Circelli

The City of Holdfast Bay is pleased to respond to the “Improving South Australia’s Recycling Makes Cents” discussion paper to review SA’s container deposit scheme (CDS).

As a coastal council and home to Adelaide’s most popular beaches, the City of Holdfast Bay is aware of the impact that containers can have on our environment.

Please find below the Council endorsed responses to key issues questions within the discussion paper relevant to Local Government. The responses align with a number of sentiments of the response to the Scoping Paper submitted in February 2019.

**Key Issue 1: Objectives of the CDS**

The City of Holdfast Bay agrees that the objectives listed under Question 1.1 will assist South Australia in supplying recovered materials to remanufacturers and to achieve state and national resource recovery targets.

**Key Issue 2: Containers included in the CDS**

2.1 Yes. Unflavoured milk containers should continue to be excluded from the CDS as they are effectively recycled via the kerbside bin system and not an item of litter significance.

2.2 Diversion of glass is better and more practically achieved through expansion of the CDS rather than introduction of a fourth kerbside bin. Council does not believe the volume of glass within waste streams warrants an additional separate collection because the environmental benefits of separation would be decreased due to increased emissions from the use of a separate collection truck. Appropriate verge space for collection and property storage space would also cause problems particularly in high density living locations.





- 2.2A Yes. The scheme should be expanded to include all types of glass beverage containers up to 3 litres. Inclusion of these glass containers would not only reduce the contamination issues associated with glass fines in the kerbside recycling stream but drive the recycling sector to invest in more technologies (potentially locally) for recycling glass.
- 2.2B Administration do not support the introduction of a fourth kerbside bin for glass. However, if this option was made available then State Government should fund the roll out and operational costs with the funds collected from waste levies.
- 2.3 Yes. Expanding the scheme to include plastic flavoured milk and juice containers up to three litres should also be included in the CDS as larger containers are still a litter concern and of resource recovery significance.
- 2.4 Council believe that whilst contemporary media platforms such as newspapers, television and radio advertisements are of value, these types of media are expensive and have significantly reduced in outreach in recent years due to the rise of streaming services. A proposed CDS education campaign should include a diverse array of media platforms including a heavy focus on digital outlets such as social media which is cost effective, interactive and easy to analyse. Use of QR codes on CDS containers should also be utilised. However, in order to reach all parts of the metropolitan population, such a campaign should use all communication means available, including print media such as bus shelter adverts and letterbox drops. In addition, the State Government should provide support to Local Government to assist and respond to the inevitable spike in queries about the changes.

Council also believe that if a spokesperson(s) is to be used, information is better received from members of the general public rather than actors or well-known individuals (influencers) who are paid for their time. A recent “Weekly FOGO” focus group undertaken by the City of Holdfast Bay found that “there was an overall perception that the best ambassadors for the waste focused program were neighbours and local businesses leading change with their behaviour”.

### **Key Issue 3: Scheme Approvals and Container Markings**

- 3.4 Yes. A five-year approval term in line with other states and territory schemes is suitable.
- 3.5 Use of QR codes on CDS containers that link to a website explaining the importance of CDS, list CDS container collection locations, along with what happens to CDS containers could be useful along with the current approved refund markings.

#### **Key Issue 4.1 Deposit Value and Refund Amount**

Council believe that whilst a proportion of the Holdfast Bay community would be influenced by the current 10 cent deposit to return CDS containers for a refund for financial reasons, a proportion of the community would also be influenced to return CDS containers for a refund as they are aware of the additional environmental benefits to the waste stream when doing so. Council also believe that being a medium-high socio-economic demographic, 10 cents per container may not be enough of an incentive for some residents who would rather place their CDS containers in a kerbside co-mingled or landfill bin as it is more convenient. Increasing the refund would be beneficial across SA.

#### **Key Issue 4.2 Ease of Container Return**

- 4.2.1 Council agree that increasing the number of return points in high profile locations including those listed will assist in increasing the return rate to above 80%.
- 4.2.2 Council agree that the Holdfast Bay community would benefit from the introduction and use of self-service reverse vending machines in high profile locations within the listed locations.
- 4.2.3 Yes. Consistent branding and promotion is key to the community accessing return points. QR codes on containers that link to a list of return locations would be highly utilised.
- 4.2.5 Discount vouchers for South Australian businesses and additional entry to future ballots (such as SA Great State Vouchers) could be additional incentives on top of the refund that may encourage higher participation rates in the CDS.
- 4.2.6 Increasing the number of reverse vending machines and exploring increasing the refund amount at the same time other jurisdictions do are the two key mechanisms that will ensure the CDS achieves return rate targets and accountability standards.

#### **Key Issue 4.3 Payment of Refund Method**

- 4.3.1 Council believe that all listed options to receive CDS refunds would be utilised by the Holdfast Bay community.
- 4.3.2 Yes, the City of Holdfast Bay agree that the introduction of additional non-cash refund methods would increase the level of convenience for the Holdfast Bay community when returning CDS containers.

**Key Issue 5: Governance Arrangements**

Council has no strong opinion on governance options but supports amendments that increase transparency, centralisation and accountability and reduce costs.

If you require and further information, please contact Councils Environmental Officer Ms Shani Wood on 8229 9999.

Yours sincerely

Roberto Bria  
Chief Executive Officer

Item No: 15.8

Subject: **40 KM/H AREA SPEED LIMIT PUBLIC CONSULTATION**

Date: 9 November 2021

Written By: Manager, Engineering

General Manager: Assets and Delivery, Mr M de Heus

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## **SUMMARY**

This report recommends broad scale community consultation with residents and the wider community regarding the proposed introduction of a 40 km/h speed limit within the City of Holdfast Bay.

The initial engagement on issues and solutions for an Integrated Transport Strategy identified speed, minimising through traffic (rat running), increasing walkability and safety as key issues of concern. In addition, Council's traffic team continually receive complaints regarding vehicle speeds along residential streets.

A council wide or precinct based 40 km/h speed limit is one of a suite of strategies being considered to address traffic concerns.

Arterial roads under the care and control of the Department of Infrastructure and Transport (DIT) are predominately posted at 60 km/h and would not be included as part of any proposal for changes to speed limits.

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## **RECOMMENDATION**

**That Council support community engagement to help inform a proposed 40 km/h speed limit within the City of Holdfast Bay and that the engagement findings and a recommendation report is presented back to Council.**

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## **COMMUNITY PLAN**

Community: Providing welcoming and accessible facilities  
Culture: Supporting excellent, efficient operations

## **COUNCIL POLICY**

Not Applicable.

## **STATUTORY PROVISIONS**

*Local Government Act, 1999*

Speed Limit Guideline for South Australia 2017 – DPTI (now DIT)

Community Engagement and Consultation Policy

National Road Safety Strategy 2011-2020

Manual of Legal Responsibilities and Technical Requirements for Traffic Control Devices

## **BACKGROUND**

The City of Unley was the first council to introduce a council-wide 40 km/h speed limit in 1998. Many councils throughout the metropolitan region have since introduced areas of 40 km/h on local road networks. The reduced speed limit in these councils has meant that implementation of aggressive speed control devices such as speed humps or slow points have not been required, reducing both cost and inconvenience to residents and less impact on emergency services.

Based on information from a variety of sources on the outcomes and successes of the 40 Km/h speed limit, Council staff believe that the lowered speed limits are successful to reduce speed on local roads. This then also increases road safety for all road users.

Council receive many complaints regarding vehicle speeds along residential streets. Based on resulting traffic surveys, in many instances the 85%ile speed, which is the maximum speed 85% of motorists were travelling at during the survey period was below 50 km/h. However, due to the narrow road width on some street, speeds could be considered excessive even if the motorist is not exceeding the speed limit therefore not driving to the prevailing road conditions.

The City of Holdfast Bay undertook some initial consultation on a 40 km/h urban speed limit in early 2000 and received very few responses (68) with no clear direction. Since 2000, there has been significant changes around urban infill, increased on-street parking, more businesses in the area, increased tourism and events, more efficient (faster) cars, more cars and a significant change in expectation by the community to lower urban speeds and improved safety for cycling and walking.

The community consultation completed on issues and ideas to inform the Integrated Transport Strategy (ITS) has identified speed, minimising through traffic, increasing walkability and safety as key issues to be addressed. There were a number of comments in the consultation supporting lower local road speed limits.



## REPORT

The City of Holdfast Bay is predominantly subject to the urban default speed limit of 50 km/h. The exceptions are Jetty Road Glenelg, portion of Broadway and western end of Jetty Road, Brighton which are subject to a lineal speed limit of 40 km/h due to high pedestrian activity. In addition a 40 km/h applies around the pedestrian crossings on Esplanade.

The installation of 40 km/h speed limits in local roads requires The Minister for Transport's specific approval. The Minister for Transport has delegated under Section 33 of the *Road Traffic Act, 1961* powers and responsibilities to councils that includes a number of road safety measures such as traffic calming devices, signs and other controls but not speed limits.

Attachment 1 is a discussion paper that provides information on the benefits of lower speed limits and the process to implement a 40 km/h speed limit either in a precinct or area wide. Implementation of a 40 km/h speed limit will not resolve all speed and traffic volume complaints but over time provide area wide general safety and amenity improvements.

*Refer Attachment 1*

After discussion with various councils and proven studies that reduced speed limits have a positive impact to providing a sustainable lifestyle and improving road safety, Administration proposes to undertake Council wide engagement to determine the community support of implementing 40 km/h speed limits on local roads.

The introduction of a 40 km/h speed limit on local roads is a key initiative proposed with the Integrated Transport Strategy (ITS). It is one of a suite of initiatives recommended to meet objectives around safety, walkability, liveability and reducing vehicles on or roads. While the ITS is not yet endorsed, the approval of this initiative will address short term needs within the Strategy and shorten the time to implementation.

An extensive communications and engagement plan will be developed and implemented with the consultation proposed to commence in November 2021 and be completed mid December 2021. Following the consultation, a report on the results of the consultation with recommendations will be prepared. The engagement will be communicated via YourHoldfast.com and will appear in our fortnightly newsletters, website and social media channels. There will be displays and surveys at the Civic Centre and libraries.

## BUDGET

This is within Councils approved operations budget.

# Attachment 1





DISCUSSION PAPER

# SPEED MANAGEMENT FOR LOCAL ROAD NETWORKS

Prepared for:  
City Of Holdfast Bay



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## Document Control

Document Title: Discussion Paper - Speed Management For Local Road Networks  
Client: City Of Holdfast Bay

Revision	Description	Author(s)	Reviewed	Approved	Date
A	Draft for comment	BZ	SC		26/06/2020
B	Amended	BZ	PA	PA	29/10/2021

*We acknowledge and pay our respects to the Kurna people, the traditional custodians whose ancestral lands we gather on, and we respect and value their past, present, and ongoing connection to the land and cultural beliefs.*

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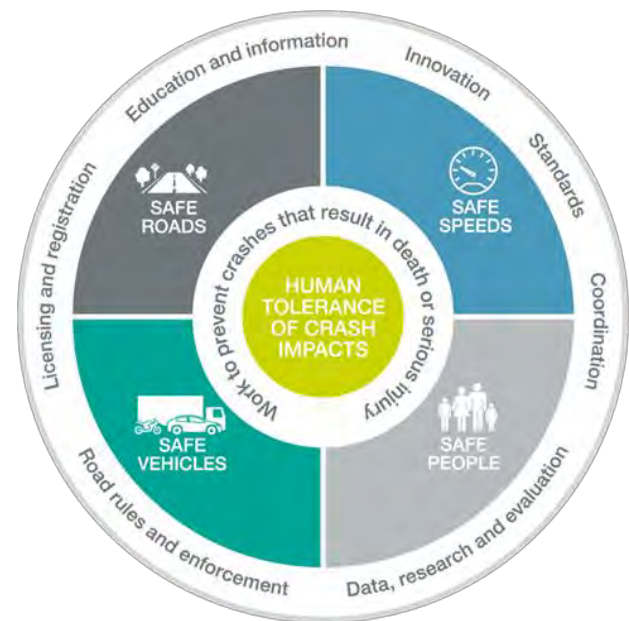
# DISCUSSION PAPER: SPEED MANAGEMENT FOR LOCAL ROAD NETWORKS

## Background

In June 2020, BE Engineering Solutions (BEES) was engaged by City of Holdfast Bay (“the Council”) to prepare a discussion paper on speed management for urban areas, with a focus on the local road network under the care and control of the Council.

This discussion paper aims to present a new approach for speed management based on harm minimisation and healthy streets, in the context of Safe System Principles – Safe Speeds, Safe Roads, Safe Vehicles and Safe People.

- Safe Roads: Roads and roadsides designed and maintained to reduce the risk and severity of crashes;
- Safe People: Safe, consistent, and compliant behaviour;
- Safe Speeds: Speed limits complementing the road environment and road user complying with speeds; and
- Safe Vehicles: Vehicles are designed for crashworthiness in the event of a crash, to lessen the likelihood of crashes, and to simplify the driving task.



*Figure 1 Safe System Principles, Source: Towards Zero Together, South Australian Road Safety Strategy 2020, Department of Planning Transport, and Infrastructure, South Australia (2011)*

Australian Governments adopted the Safe System approach to underpin all State and National road safety strategies from the year 2004 onwards. The Safe System approach requires the road traffic management system to limit speeds to survivable levels, considering human fallibilities and frailties. That is, the design parameter is human tolerance to physical force in a crash as well as the limits to human reaction time to respond to unexpected changes in the road environment.

The paper also discusses relatively low-cost measures that are believed to have a positive impact on road safety with low impact on mobility, based on evidence and recent studies in Australia and overseas.

## Introduction

As the local road authority, local government is at the forefront in addressing speed management issues and investing heavily in infrastructure treatments to deliver road safety outcomes for the local community and visiting public. Safety measures include 40 km/h area speed limits, Local Area Traffic Management (LATM) Schemes, installation of traffic calming devices, etc. Questions often raised by the community, Elected Members and Council’s Executive include: How effective are these measures and what return of investment is achieved? Table 1 provides a summary of effectiveness of speed reduction with different speed management infrastructure. *(Jurewicz, C, Turner et al. 2016)*

Table 1. Speed Management Infrastructure and Effectiveness

Speed Management Infrastructure	Effectiveness of Speed Reduction (km/h)
Visual gateway treatments (signs and streetscaping)	5-11 km/h reduction in 85th percentile speed depending on complexity
LATM schemes	15-30% reduction in 85th percentile speed scheme-wide
Kerb extensions	7% mean speed reduction
Parallel parking	8 km/h mean speed reduction
Introduction of pedestrian/cyclist priority, e.g., shared zone, zebra crossings	Significant reduction
Move edge lines closer together (lane narrowing)	5 km/h reduction in the 85th percentile speed
Reduce lane widths	Mean speeds on urban arterials: 2-3 km/h change for each 0.25 m change in lane width over 3.0 m
Carriageway width	6 m carriageway – 80 km/h mean speed 8 m carriageway – 90-100 km/h mean speed
Remove centreline and install 2-1 treatment (low volume, narrow rural roads only)	11 km/h mean speed reduction
Setback to roadside objects, e.g., structure, stobie or light poles,	Setback reduction from 30 m to 15 m causes 3% mean speed reduction; from 30 m to 7.5 m causes 15% mean speed reduction; from 1 m to 0 m causes 13% mean speed reduction
Vehicle activated warning signs	Approx. 11% reduction in mean speed
Hazard warning signs	Negligible
Lateral displacement on approaches to intersections, e.g., raised intersections or speed humps at approaches	Approx. 55% drop in speed at the treatment
Transverse rumble strips on approaches to intersections and rail crossings	4 - 5 km/h mean speed reduction
Change of priority at intersections, e.g., roundabouts, slow points	85th percentile speed at the intersection urban: 30-40 km/h
Sections of rough or textured pavement surface	14-23% reduction in speeds
<b>*Lowered Speed Limits</b>	<b>4 - 6 km/h mean speed reduction</b>

Reference: Jurewicz, C, Turner, B in press, *Infrastructure/Speed Limit Relationship in Relation to Road Safety Outcomes*, Austroads project ST1433, Austroads, Sydney, NSW, Australia, 2016. \* Amended



Speed management infrastructure can be effective at the locations where they are installed. However, the infrastructure is unlikely to have positive impact in a wider area, or downstream and upstream of the corridor, unless a series of treatments are installed across the network. In that instance, the cost of LATM schemes would be high. At the same time, the speeding issue could be shifted to nearby network.

Community expectations of speed limits in different road environments are often based on under-estimation of crash risk and over-estimation of driver ability. Work is required in managing drivers' understanding and response to crash risks on the road network.

Therefore, a strategic approach to speed management shall be adopted to develop network wide or citywide solution(s), which ensure a long-term, sustainable infrastructure and non-infrastructure program to deliver the safety outcomes, as well as other benefits such as health, environmental, economical to the local community and local businesses.

## Traffic Speed and Road Safety

All elements of the road system should be managed to achieve harm minimization including drivers, roads, speeds, and vehicles. The **Safe System** accepts that humans will make errors and take risks, and so crashes will continue to occur. Humans have a limited biomechanical tolerance in case of an impact before serious injury or death occurs, in particular for the vulnerable road users, such as pedestrians and cyclists.

The Safe System aims to provide road infrastructure and appropriate speed limits which positively manage the occurrence and possibility of errors and as such, to minimise the chance of serious injury or death in the event of a crash. This is the essence of the harm minimisation approach.

The relationship between traffic speed and outcome severity of traffic accidents is well documented. A major study conducted by the Organisation for Economic Co-operation and Development (OECD) and European Conference of Ministers of Transport (ECMT) in 2006 concluded that speeding is the number one road safety problem in most countries around the world, and that reductions in average speeds of approximately 5 percent would have a reduction in fatalities by as much as 20% (OECD and ECMT, 2006).

Research also indicates that, even modest speed reductions can prevent the occurrence of collisions and significantly reduce the outcomes of those crashes that do occur, particularly those that involve vulnerable road users who are more predominant in built-up areas (Kloeden, et al., 2000, and Elvik and Vaa, 2004).

Figure 2 shows the fatality risk significantly increases when the collision speed is above 30km/h.

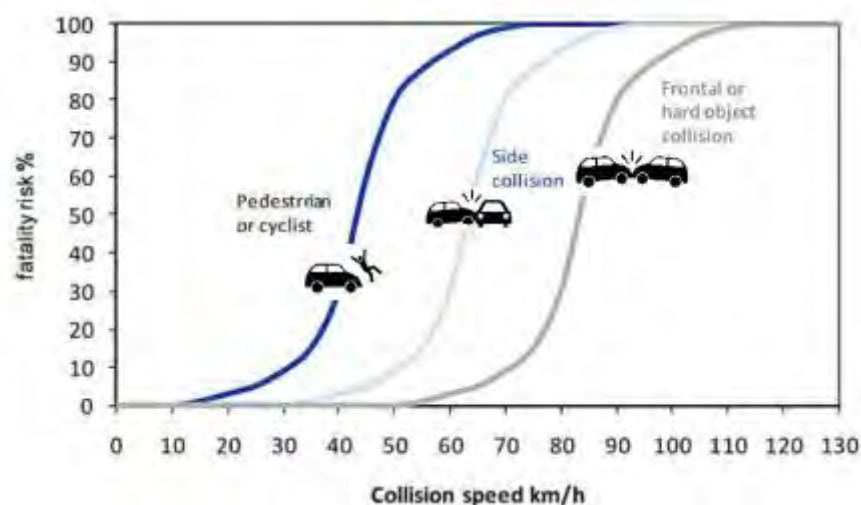


Figure 2 – Fatality Risk Curve [Source: Wramborg, 2005]

For effective management of vehicle speeds, there are three (3) key areas that need to be addressed: Engineering, Enforcement and Education.

**Engineering** looks into the design and function of streets. The Local Area Traffic Management (LATM) is a tool of traffic calming and involves the use of physical devices, streetscaping treatments and other measures (including regulations and other non-physical measures) to influence vehicle operation, in order to create safer and more pleasant streets in local areas. It is consistent with approaches such as self-explanatory streets and context-sensitive urban design.

**Enforcement** is to make speed limits effective. Indeed, our default urban speed limit across our local street network have changed to 50 km/h for many years, but there have been challenges for the South Australian Police to enforce them and target hoon behaviour in the local road network. In order to achieve a wide spread of compliance, it is expected to require a high level of enforcement which will demand a high level of resources through the use of manual (i.e., radar speed gun) or automatic speed controls (i.e., fixed or mobile speed camera).

**Education** is about road safety education to the people with the aim to develop good attitudes and skills for walkers, riders, and drivers. Most road safety education programs are aimed at children and young people and are delivered in schools.

Traditionally, local councils focus on engineering measures to address speeding issues. However, the ongoing demand for traffic calming measures on local streets well exceed the ability of local government to fund the installation of road safety outcomes for the wider community.

Increasingly, several South Australian metropolitan councils are moving towards a policy position to reduce speed limits in precincts or introduce lower city-wide speed limits to better manage vehicle speeds on the local road network. Installation of traffic calming devices at strategic locations also support the lower speed limits.

## Why introduce lower speed limits?

Lower speeds result in:

- More time for drivers to react to hazards on the road;
- Decrease the distance required for a vehicle to stop;
- A vehicle travelling at 40 km/h takes 17m for a driver to react to a hazard and a further 9m to stop, requiring 26m of total distance to stop;
- A vehicle travelling at 50 km/h takes 21m for a driver to react to a hazard and a further 14m to stop, requiring 35m of total distance to stop;
- At 26m, a vehicle travelling at 40 km/h comes to a full stop, while a vehicle travelling at 50 km/h would still be travelling at 41 km/h;
- Decrease the likelihood of losing control of the vehicle when manoeuvring;
- Less chance of being involved in a crash, and lower severity crashes, as the less force involved in a crash means less impact required to be absorbed by those involved in the crash; and
- More time to allow and compensate for the human condition, which includes distracted drivers having time to react, drivers using cruise control on low-speed roads being able to disengage the control and brake, and drivers not thinking and focusing on the task of driving.

## Current State Government Speed Limit Guideline

Speed limits are one of the most proven methods around the world for managing travel speeds and are used for many reasons, including:

- The actual and potential risks on the road not always being obvious or recognizable;
- Driver decisions about speeding being made without adequately considering their effect on the safety of other road users;
- Drive inability to judge vehicle capabilities e.g., stopping and to adequately anticipate roadway geometry and roadside conditions, to determine appropriate driving speeds;
- Driver lack of understanding of the effects of speed on crash probability and severity;
- The safety benefits of more uniform travel speeds.



The South Australian government has a Speed Limit Guideline, published by Department of Planning, Transport & Infrastructure (DPTI), updated in 2017. The basic architecture of the guideline is similar to other Australian States, with default speeds defined for urban (50 km/h) and rural (100 km/h) roads and a route-based approach to speed limit determination recommended.

Speed limits in South Australia are based on a system of:

- Statutory speed limits, which apply in the absence of speed limit signs and do not require sign posting. Under the Australian Road Rules 1999, these are referred to as default speed limits. There are two types of default speed limits: 50 km/h in urban (built-up) areas and 100 km/h in rural (non-built-up) area;
- Speed restrictions based on vehicle class e.g., some heavy vehicles, or license class e.g., learner drivers – refer Motor Vehicles Act 1959;
- Sign posted speed limits, which are based on an assessment of the road against these guidelines. These include 60, 70, 80, 90, 100 and 110 km/h speed limits on road lengths where those speed limits have been assessed to be safe and 40, 30 or 20 km/h speed limits and 10 km/h shared zones in high pedestrian areas.

According to *Australian Standards 1742.4* and *Austroads Guide to Traffic Management Part 5: Road Management*, the current guideline defines 11 different road types and 15 different speed zone options. This is understandable since the national guidelines for speed regulation and road design have not been fully updated to incorporate safe systems. Some urban and rural Councils have sought to alter local road speeds to match a safe system, philosophy while others have not. This has resulted in a wide variety of road environments and approaches to speed limits across the State.

The guideline has recognized this diversity in the large number of road types and speed limit options for each category. This has enabled all current speed limit practices within the State to be included.

## South Australian Case Studies

Since the reduction of the default urban speed limit in South Australia from 60 km/h to 50 km/h on 1 March 2003, average vehicle speeds decreased by 3.8 km/h and casualty crashes fell by 23 per cent after three years.

The number of cases in all levels of injury severity fell after the speed limit was reduced and all groups apart from fatalities showed statistically significant reductions. The percentage reduction in the overall number of casualties (25.9%) was greater than for the corresponding percentage reduction in the overall number of casualty crashes indicating that, on average, fewer people were as severely injured per crash following the speed limit reduction.

Recent study shows that the installation of 40 km/h speed limit precincts on local road networks resulted in reducing injury crashes from 29 injury crashes to 6 injury crashes (79% reduction) in Woodville West, from 49 injury crashes to 35 injury crashes (29% reduction) in Bowden/Brompton, City of Charles Sturt, and a 17% crash reduction in Unley. City of Unley Speed data identified an average drop of 6 km/h in travel speeds when 40 km/h speed limits were introduced.

Implementation of the 40km/h area speed limit has been introduced in numerous metropolitan Councils in South Australia over the past decade, including:

- City of Unley – City-wide;
- City of Charles Sturt – Woodville West, Findon, Bowden and Brompton (expanding to City-wide)
- City of Mitcham – Blackwood, Westbourne Park, Hawthorn;
- City of Norwood, Payneham and St Peters – Stepney; and
- City of Prospect – City-wide



*Figure 3. Example of 40 km/h speed limit area, City of Unley (2020)*

## Speed Reduction and Impacts on Travel Time

The safety of road users on any street is critically dependent upon appropriate management of vehicle speeds. Research has proven that lower speeds in urban areas (20 km/h or 30 km/h) improves safety for people walking and bike riding and community liveability and is likely to contribute to increased numbers of people walking and bike riding.

Conventional transport economic analysis often assumes that any increase in travel time is an economic loss for the road user. This leads some traffic engineers to assume that increases in travel speed automatically benefits the economy. This is not necessarily true, especially for urban travel where higher speed may induce higher traffic demand. Due to the stop/start nature of urban traffic, increasing speed has diminishing gains in terms of reduced journey time. Studies have shown that limiting traffic speed from 50 km/h to 30 km/h increases travel time by less than 8%.



## Traffic Speed and Local Economy

Safer roads and better amenity encourage active travel and business activities, which in turn has health, economic and social benefits, while reducing crime. Research by Transport for London (TfL) has shown that these factors are correlated with property value.

Outdoor dining and comfortable shopping/strolling environments require travel speeds of 40 km/h or less to be effective. Social interaction and attraction to destinations that makes shopping and dining experience much more vibrant.



*Figure 4 "Village Heart" on Prospect Road  
Before (60km/h speed limit in 2000)*



*After (40km/h speed limit in 2018)*

## “Healthy Streets” and Traffic Speed

Transport for London adopted a “Health Streets Approach” to improve air quality, reduce congestion and help make London’s diverse community greener, healthier, and friendlier for walking and cycling, with 20 miles per hour (32km/h) speed limit introduced in London and major cities of United Kingdom in mid 1990s and early 2000s.

Healthy Streets is an approach to how we use, plan, and manage our transport systems and public spaces, which put people, and their health, at the heart of decision making. This delivers a healthier, more inclusive city where people choose to walk, ride, and use public transport.

As a society, we have learned to appreciate the value of a clear and well-connected street network, well defined public and private spaces, and streets that can be used in safety by a wide range of people. We also understand the benefits of ensuring that the different functions of streets are integral to their design from the outset. “Even the streets with the heaviest traffic must be made more attractive to walk and cycle...” Lucy Saunders (2020).



*Figure 5. 10 Healthy Street Indicators, Source: Lucy Saunders, Healthy Streets Ltd (2020)*

Streets are the arteries of our communities – a community’s success can depend on how well it is connected to local services and the wider world. However, it is all too easy to forget that streets are not just there to get people from A to B. In reality, streets have many other functions. They form vital components of residential areas and greatly affect the overall quality of life for local community.

It is important to recognise this and take note of the speed limit expectations held by the community. A lower speed environment creates a safer and welcoming environment for residents and visitors. The best test of a Healthy Street is whether there are people reflecting the full diversity of society on the street.

Streets should be inviting for everyone to spend time and make journeys on foot, bike or by public transport. Social norms influence active travel, people are more likely to walk and ride when they see others doing the same.



The following Healthy Street performance indicators are now widely adopted for urban planning and transport planning in cities in Europe and Australasia:

- Easy to cross
- People feel safe
- Things to see and do
- Places to stop and rest
- People feel relaxed
- Not too noisy
- Clean air

### Easy to Cross

Urban streets without suitable crossing facilities make walking and cycling less appealing. They can be a significant barrier to some people travelling on foot or bike. The types of crossing needs will vary, but it should be easy for people of all ages and abilities to find a safe place to cross without having to go out of their way.



*Jetty Road, Glenelg* Source: Google Image

### People feel safe

People will be less willing to walk, ride or use public transport if they feel unsafe on a street. The whole community should feel comfortable and safe from crime, intimidation or injury on any street, day, and night.



*Glenelg Foreshore Playspace*, Source: Holdfast.sa.gov.au

### Things to see and do

People will be less willing to walk and ride on streets that are visually unappealing or bland. People are more likely to travel actively when there are things to do locally and will also be less dependent on cars if shops and services are within walking distance.



*Glenelg Street Party*, Source: Tourdownunder.com.au

### Places to stop and rest

Lack of resting places can limit mobility for some people, particularly the ill, injured, older or very young. Ensuring there are places where people have room to stop or somewhere to rest benefits everyone, including local business, as people will be more willing to visit, spend time in, or meet other people on these streets.

### People feel relaxed

People are more likely to walk or ride if they feel relaxed and find it enjoyable. Good quality street design, a clean, well-kept environment and plenty of plants can help create attractive and relaxing places to walk and ride. Ensuring there is enough space so people walking and riding don't feel stressed is important, as is making sure people can find their way around.



*Minda Coast Park*, Source: Your Holdfast

## Not too noisy

Motorised road traffic is a primary source of noise pollution in urban areas. This affects the health of people who walk, ride, shop, work, study and live on noisy streets. Reducing traffic volumes and speeds, quieter vehicles and low noise road surfaces will all benefit health as well as improve the ambience of street environments, encouraging people to interact and travel actively.

## Clean air

Improving air quality benefits everyone while also helping to reduce health inequalities. City-wide measures are needed but there are also local actions that can be taken. Anything that significantly reduces that amount of traffic on the road or reduces the number of high polluting vehicles will help improve local air quality and will contribute to any city-wide measures.

## Use street space differently

Many streets are dominated by moving and parked vehicles, making it feel like there is little space left for people. Streets make up a large proportion of all public space in most urban neighbourhoods, so the extent to which they allow and encourage a range of activities has a big influence on the health and wellbeing of local residents.



*The Esplanade, Brighton, Source: Google Image*

Councils can change the way a street feels by shifting the balance and allowing streets to fulfil their role as outdoor living and community spaces. For example, widening footpaths and narrowing carriageways, or change the way that parking is provided so that less space is taken up by it at any given time.

Buses and bicycle are the most efficient users of road space – they can carry many more people for the space they take up than private cars – so we should think about ways of dedicating space to them.

## Appropriate Speed Limit Settings

If we could reduce the speed of vehicles, then the street would feel safer, more relaxed, less noisy, and easier to cross. A street with slower moving traffic is likely to attract more people to walk, ride and spend time in it. Reducing speeds may involve physical traffic calming but also requires changing the way the street feels and how it is used, to encourage people to drive with more care. This can all help encourage people to feel more comfortable playing, socialising, exercising, and resting in the street environment.

Table 2 proposes a hierarchy of speed limits based on road class and function, based on the current Australasian practice. 2 Christ Jurewicz et al (2009)

Table 2: A proposed function-based speed limit hierarchy

Road Function	Recommended Speed Limit (km/h)
Shared zone	10
Car parks, access driveways	20
Recreational areas/parks, car parks	30
*Local roads	40
Commercial streets with high pedestrian activity	
*Major collector roads (Default urban speed limit)	50
Urban undivided arterials with direct access urban fringe / rural living local access roads	60

*Excerpt from Chris Jurewicz et al (2009). \*Amended*

This speed limit guideline may be used as a resource by council to conduct an initial review of a proposed speed limit to determine whether it is suitable. Council may contact the Department for Infrastructure and Transport (DIT) Traffic Operations to discuss the proposal in this initial review stage.

Prior to submitting a formal request for approval to DIT, Council must resolve they endorse the proposed speed limit changes. When submitting a request for approval of a speed limit, Council should contact Traffic Operations via [dpti.enquiries@sa.gov.au](mailto:dpti.enquiries@sa.gov.au) in order to ascertain the supporting documentation will be required, which may include some (or all) of the following:

- Resolution from Council endorsing the proposed speed limit change;
- Indication of support from the local State Member of Parliament;
- A site plan accurately indicating existing speed limit signs. Location of proposed speed limit signs, local roads, distances, and any other relevant information, such as details of roadside development parking controls if relevant, traffic signals, and existing and proposed physical speed control treatment or traffic calming devices;
- An assessment of the speed limit proposal against the requirements of this guideline;
- A traffic impact statement and any other supporting documentation, such as consultation details, annual average daily traffic volumes, heavy vehicle content, pedestrian volumes, speed surveys; and
- Details of an appropriate contact person to liaise with DIT officers on traffic planning as well as technical design aspects of the proposed speed limit.

It is important to note that there is considerable cost associated with introducing a reduced speed limit e.g., City-wide or designated 40 km/h area including preparing the submission as detailed above, and purchase and installation of signs. Therefore, it is recommended that careful consideration be given to the decision-making to implement a reduced speed limit i.e., it is not recommended to introduce a reduced speed limit as a trial.

A traffic impact statement is a report indicating the traffic management and road safety effects for all users. The expected impact of the change in speed limit on adjacent streets and alternative routes shall be included in the traffic impact statement.



Council is responsible for preparing the traffic impact statement. Guidelines for preparing a traffic impact statement are included in the Code of Technical Requirements and a template is available at <http://www.dpti.sa.gov.au/standards/tass>

Details of any consultation associated with the speed limit change, including the process and feedback received shall also be included in the traffic impact statement.

For Council as the road authority for local roads, a traffic impact statement must be prepared by an experienced traffic engineering practitioner, and endorsed by a person authorised by Council, 'for and on behalf of the Council'.

Requests for assessment and approval of changes to speed limits shall be addressed to DIT's Traffic Operations at [dpti.enquiries@sa.gov.au](mailto:dpti.enquiries@sa.gov.au)

## Development of Options - Harm Minimisation and Healthy Streets

Given funding limitations, it is clear that substantial investment in provision of primary or additional supporting road features is not possible at all locations, even if recommended by the speed limit setting process.

In the short-term, priority should be placed on reviewing current speed limits in the context of harm minimisation and healthy streets.

It is thus proposed that speed limit reviews using the safe system principles be initially limited to locations of high crash risk. Harm minimisation or harm reduction speed limits would be most likely applicable and low-cost road improvements would be considered and developed.

If the speed limit is lowered, Council should still consider installation of road safety or calming devices but only where there is a real need to do so, due to crash records, driver speed and traffic volumes. Or, in character areas as part of main street redevelopments. This will allow Council to focus spending on intersections and high traffic routes to improve safety and traffic flows on these roads, which will also deliver wider reaching benefits for all residents.

Capital works programs should be initiated to prioritise and fund the identified road improvements at these locations to achieve full harm minimisation and speed limits matching the road function. Restoration to speed limits in line with the road function should only occur once the road improvements are implemented.

Medium and long-term strategies should be developed aimed at gradual incorporation of Safe System road infrastructure across the road network. This shall also incorporate the healthy streets approach by putting people, and their health, at the heart of decision making. By doing so, delivers a healthier, more inclusive city where people choose to walk, ride, and use public transport.

## Next Steps

This discussion paper provides a Safe System approach to speed management within the local street network and highlighted the benefits of the implementation of lower speed limits and the community challenges.

It is recommended further investigations to be undertaken, but not limited to:

- Area wide or City-wide consultation to determine community support for a 40 km/h reduced speed limit on local roads;
- Review of the current speed limit in the context of harm minimisation (safe system) principles and land use and activities, in accordance with DIT's Speed Limit Guideline for South Australia 2017;
- Development of a Speed Management Strategy and Action Plan; and
- Collect and review traffic speed and volume data;
- Stakeholder and Community Engagement including Council, local business, residents, SA Police, emergency services, DIT's Public Transport Operations and Planning;
- Based on results of the review and consultation, Council may request DIT to formally review and approve changes to speed limits.

Council may also implement lower speed limits in precincts and the precinct, nominally west of Brighton Road could be considered as shown in Figure 6.



Figure 6. Proposed precinct west of Brighton Road



## References

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