



NOTICE OF ORDINARY COUNCIL MEETING
Tuesday 21 October 2025
in the Council Chambers, 43-51 Tanunda Road, Nuriootpa,
commencing at 5.30pm.

A recording of the meeting will be available to view on the
Council's website.

Martin McCarthy
CHIEF EXECUTIVE OFFICER
THE BAROSSA COUNCIL

COUNCIL MEETING

21 OCTOBER 2025

A D D E N D U M A G E N D A

A. DEBATE REPORTS

A Development and Community Services

A.1 Barossa Character Area Review Project Update2

DEBATE REPORT

A Development and Community Services

A.1 BAROSSA CHARACTER AREA REVIEW PROJECT UPDATE

**Author: Director Development and Community Services
25/79177**

PURPOSE

To seek endorsement from Elected Members to commence work on The Barossa Character Area Review Project.

RECOMMENDATION

That Council:

- (1) Endorse the DRAFT Barossa Character Area Review Project Scope and associated Terms of Reference; and
- (2) Authorise the Chief Executive Officer to write to all identified stakeholders inviting them to participate in the formation of the Barossa Character Area Working Group and commence calling for interested parties to be part of the group.

REPORT

Background

The *Character Preservation (Barossa Valley) Act 2012* became operational in 2013, and this piece of legislation aims to ensure that the special character of the Barossa Valley is recognised, protected and enhanced.

The Planning and Design Code includes a Character Preservation District Overlay which provides planning policy that development must be assessed against.

Introduction

In September 2022, the State Planning Commission indicated that it would consider being the proponent for a Code Amendment to amend the Barossa Character Area Overlay, and Council wrote to the Commission advising of its readiness to commence work in partnership with the Commission. In September 2024, Planning and Land Use Services (PLUS) advised that the focus of the State Government was on the housing roadmap and that this would delay any work on a Commission-led Barossa Character Area Overlay Code Amendment.

Further to this, it has been identified, most recently through Council's Growth and Infrastructure Investment Strategy, that improvements could be made to the Character Preservation District Overlay. Any policy changes can only be made through the initiation of a Code Amendment.

Council has also previously undertaken work in this space through *the Strategic Planning Review of the Barossa Character Area* (March 2023) by Paul Mickan and it is

now proposed to re-visit this work through the formation of a Barossa Character Area Working Group.

Discussion

The Barossa Character Area Working Group is proposed to be established to assist both the Barossa Council and Light Regional Council, as well as the State Government, to progress the Barossa Character Area Review Project.

Preliminary discussions have been held with senior staff of the Light Regional Council who indicated initial support to be involved in the project, however this will be subject to a decision from their elected membership.

A draft Project Scope and Terms of Reference have been prepared and are attached for consideration.

The intent of the project is to progress the necessary community engagement, literature review, final character definition and description, development of policy recommendations and advocacy to support the future commission-led Code Amendment. Importantly, the project will allow for a range of community views to be sourced and included in any recommendation that will be presented to the Commission in the future.

Summary and Conclusion

The Barossa Character Area Review is an important piece of work that is proposed to be progressed through the formation of a regional working group whose remit will be to undertake all of the necessary preparatory work, including community consultation, literature review and policy recommendations, to enable the commencement of a Barossa Character Area Overlay Code Amendment, impartment with the State Planning Commission.

ATTACHMENTS OR OTHER SUPPORTING REFERENCES

- | | |
|--------------|---|
| Attachment 1 | Project Scope - Barossa Character Area Review ↓  |
| Attachment 2 | Draft Terms of Reference - Barossa Character Area Project Working Group ↓  |

Supporting references

Nil

COMMUNITY PLAN / CORPORATE PLAN / LEGISLATIVE REQUIREMENTS

Legislative Requirements

Character Preservation (Barossa Valley) Act, 2012

RISK MANAGEMENT CONSIDERATIONS

These statements are qualitative in nature and designed to provide an indication of Council's general position when deciding to take or retain risk in pursuit of its objectives.

1. SERVICE DELIVERY

Refers to the delivery of services to the community, which includes the systems and physical assets that enable provision of these services, including structures (such as roads, buildings and facilities) as well as IT infrastructure, plant, vehicles & other equipment.

Regular planning policy review is an important part of the services provided by the Development Services team.

2. SUSTAINABILITY & ENVIRONMENT

Relates to measures to preserve, protect and minimise impact on the natural environment, including sacred and indigenous lands, flora, fauna, heritage, water, waste, hazardous materials and pollution.

The work will further enhance and protect the character values of the Barossa Valley as they relate to development proposals.

3. FINANCIAL

Refers to planning and control of Council's budget to align with the sustainable achievement of the desired outcomes articulated in its Community Plan.

Council allocates budget each year for strategic planning work as well as recently funding a Senior Growth and Strategic Planner role. There is two areas of strategic work identified this and the commercial land supply work, what can be achieved with the funds will be determined in 2026 once the group has specified the support needed.

4. PEOPLE

Relates to recruitment, retention, wellbeing and safety of employees and volunteers and engagement and management of contractors as well as the wellbeing and safety of the community.

The recently created role of Senior Growth and Strategic Planner will be largely responsible for the delivery of this project.

5. REPUTATION

Relates to policy, decisions, actions and circumstances that may cause Council to lose credibility with the community, ratepayers, key stakeholders, other levels of government and its own employees and contractors.

Council is able to play a lead role in the amending of Planning and Design Code policy and has the resources to do so, it is the community's expectation that Council actively advocates for stronger and clearer planning policy to enhance the character values of the Barossa Valley.

COMMUNITY ENGAGEMENT

Nil

	The Barossa Character Area Review Project Scope	
	Strategic Policy Setter	The Barossa Council and Light Regional Council (TBA)
	Change Champion - Council:	Mayor's
	Change Champion – Administration:	Chief Executive Officer's
	Project Coordinator:	The Barossa Council – Strategic and Growth Planner Light Regional Council - TBA
	TRIM Ref:	

Description of Project
In September 2022, the State Planning Commission (Commission) indicated that it would be the proponent for a Code Amendment to amend the Barossa Character Area Overlay (Code Amendment) in the Planning and Design Code (the Code). As envisaged, the Code Amendment would achieve the outcome of further defining Barossa Character, to enhance development outcomes and certainty for the community through policy refinements to be implemented in the assessment of new development. In September 2024, Planning and Land Use Services advised that the required focus of State Government on the Housing Roadmap would delay further work on the Commission-led Barossa Character Area Overlay Code Amendment. In the meantime, the Barossa Character Area Review Project is proposed to progress related community engagement, further literature review, development of policy proposals/ recommendations and advocacy to support the future Commission-led Code Amendment under the <i>Planning Development and Infrastructure Act 2016</i>, having regard to the <i>Character Preservation (Barossa Valley) Act 2012</i> and the Barossa Council's Growth and Investment Strategy Phase 1.

Objectives and Benefits of Project
1. The Project will assist with responding to a strong community desire for detailed review and as appropriate, updating of policy via the future Commission-led Barossa Character Area Overlay Code Amendment.
2. The Project will support continued progress of this initiative while the State is responding to the Housing Roadmap, to facilitate reactivation of the Commission-led Barossa Character Area Overlay Code Amendment readily at the appropriate time.
3. The Project will enable for a range of community views to be sourced and for further literature review, data analysis and related investigations to be advanced to inform policy amendment recommendations that may be conveyed to the Commission for consideration in the development of its Barossa Character Area Overlay Code Amendment, as well as providing a reference point for further interactions with the State Government and state agencies as may be required.
4. The Project will be led by the Barossa Council and Light Regional Council, working collaboratively, and subject to a shared funding arrangement (to be determined/ negotiated) between these councils.
5. The Project will be supported a Barossa Character Area Working Group (Working Group) to be established for its duration, which will provide advice and recommendations to the

respective councils for consideration with respect to the future Commission-led Code Amendment.
6. For the avoidance of doubt, the Working Group will not be empowered to provide feedback, advice, and recommendations directly to the Commission, unless authorised to perform these functions by both the Barossa Council and Light Regional Council.
7. The Project is intended to foster cross organisational and community strategic thinking and analysis, governance, engagement, collective effort to advance Barossa Character Area planning within the context of the PDI framework and Planning Code.

Cost (High Level)
- Maximum support costs at this time for 2025-26 is \$20,000 from The Barossa Council. - Internal resources to be applied Strategic and Growth Planner supporting by Director, Development and Community Services, Senior Manager Development Services The Barossa Council.

Project Team		
<i>Name</i>	<i>Position</i>	<i>When Required</i>
To be advised	Growth and Strategic Planner (The Barossa Council)	Project Manager
Jake McVicar	Director (The Barossa Council)	Meeting attendance and support
To be advised	General Manager or Strategic Planner – Light Regional Council	Meeting attendance and support
To be advised	Consultant	If appointed, and as required to assist with advancing the Project.
Barossa Character Area Project Working Group	Advisory body	Meetings to provide Project support and guidance as required.

Or in the absence on leave or termination of the employment of above officers those acting or appointed to the position.

Project Stakeholders	
<i>Stakeholder</i>	<i>Expectations / Impact</i>
Internal: - Executive teams - Development Services - Community Services	Supporting input and design of policy and solutions.
External: Community	Feedback on: - Experiences of Character law since 2013 - impacts of Character law and related policies - desired land uses - desired design outcomes - interface management - future policy opportunities for Character law design and land use policies to support community aspirations in

	terms of wine, tourism, agricultural, other employment, residential commercial, retail and recreation activities.
- Minister for Planning and DHUD - State Planning Commission	Housing supply needs for the State, planning framework, land use management, and ultimate decision maker.
Regional Development Australia	Infrastructure, advocacy support and economic development policy support.

Project Communication and Governance		
Who	Method	Frequency
Barossa Character Area Project Working Group	Provision of advice and recommendations to the Barossa and Light Regional Councils	As required
Councils	Agenda reports	As required
Executive Leadership Teams	ELT meetings and oversight committee of the Working Group	As required
State Government	Engagement through the process with senior officers of the Department. Formal written letter to Minister and Chief Executive at commencement of project.	As required. When detailed project plan set and commenced.
Community	Communication updates as project plan determines including legislative requirements	

Deliverables & Milestones		
<i>For the Working Group to set as part of project establishment.</i>		

Record Management Containers			
Required?	Container Type	Record Number	Scope Note
Yes	B12759	Various	Control container

Related Documents:		
Document	TRIM Ref	Document Contents
Terms of Reference for Working Group	23/111047	Governance framework

Project Constraints, Assumptions and Dependencies

• Resourcing
• Budget needs
• State government priorities

Key Risk Items
• Lack of agreement on policy needs and definition of character.
• Election cycles of both State and Local Government in 2026.
• State government priorities/timing and ability to support changes.
• Lack of funding and resource support.
• Any potential impact or outcomes not intended under the <i>Character Preservation (McLaren Vale) Act 2012</i>

Project Evaluation/Post Implementation Review
1. Outcomes against project success measures
2. Lessons Learned: • What worked well? • What did not?
3. Check all documentation has been captured, notify records of TRIM containers to be closed
4. Document and save in TRIM a review of assessments, lessons learned and outcomes
5. Update contractor register with to complete active contracts, add comments and review

Project Scope Sign-Off

Approved by The Barossa Council at its ordinary meeting of XXX XXXXXX 2025, resolution number XXX.

Approved by Light Regional Council at its ordinary meeting of XXX XXXXXX 2025, resolution number XXX.

APPENDIX 1 – High Level Commencement Project Plan

	Key Target Actions and Dates	BY WHOM	COMMENCE BY	BY WHEN
1	Working Group initiation	Both Council		November 2025
2	Engagement and commencement of Growth and Strategic Planner (Barossa Council)	DDES (Barossa)	Underway	November 2025
3	Report to Council for approval of plan and project funding needs.	Project Team	Underway	October 2025
4	Call for community members on Working Group	Both Councils		November 2025
5	Establish working group and commence	Both Councils		December 2025
6	Working Group establishes detailed project plan (Work Program) for endorsement by the councils.	Working Group		December 2025
7.	Review Project advanced in accordance with endorsed Work Program	Project Team		TBD
8.	Project Team provides report to both councils on completion of the endorsed Work Program, for endorsement and provision to the State Planning Commission.	Project Team		TBD

APPENDIX 2 – Project Budget

To be finalised post project planning current estimates

Item	2025-26
External support – The Barossa Council	20,000
Internal Resourcing already allocated – Strategic and Growth Planner Role	50,000
Approved Budget	70,000

DRAFT

THE BAROSSA COUNCIL AND LIGHT REGIONAL COUNCIL

TERMS OF REFERENCE OF THE BAROSSA CHARACTER AREA PROJECT WORKING GROUP



1 Establishment

- 1.1 The Barossa Character Area Working Group (Working Group) is established to assist the Barossa Council, Light Regional Council (collectively 'the councils') and State Government to progress the Barossa Character Area Review Project (Review Project).
- 1.2 For the avoidance of doubt, the Working Group is not a Section 41 Committee established under the *Local Government Act 1999* (SA).

2 Objectives

- 2.1 A related Project Team will manage the Review Project. The Working Group will assist the Project Team to achieve the objectives of the Review Project by convening to:
 - 2.1.1 Assist with the development of a Work Program to deliver the objectives of the Review Project, for consideration and endorsement by the councils.
 - 2.1.2 Consider and provide advice and recommendations to the Project Team on:
 - 2.1.2..1 The adopted Work Program.
 - 2.1.2..2 Further investigations, including but not limited to literature reviews, reviews of case law, reviews of other policy frameworks, data collection and analysis requirements (collectively 'further investigations') related to the Review Project.
 - 2.1.2..3 The formulation, development, and implementation of any community engagement to achieve the broadest feedback available to inform the achievement of the objectives of the Review Project.
 - 2.1.2..4 Project team reports, such as on further investigations and community engagement related to the Review Project.

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2.1.3 Provide advice and recommendations to the councils, via the Project Team, on matters related to the Review Project.

2.1.4 Assist with advocacy to support the advancement of the Review Project, if requested by the councils.

3 Scope

3.1 The Working Group is established to support the Project Team to report back to the councils and seek directions on the advancement of the Review Project.

4 Membership

4.1 Members shall be:

- Mayors of the councils (or their delegates) (Co-Chairs).
- The CEOs of the councils (or their delegates).
- Another nominated staff member from each of the councils (such as a strategic planner).
- A representative of each of the Adelaide Hills Council and Mid Murray Council respectively, should they wish to be involved.
- A representative from Barossa Australia.
- A representative from Regional Development Australia Barossa, Light, Gawler, and Adelaide Plains.
- 6 community representatives representing one or more of the following skillsets:
 - Experience in economic, social and governance frameworks that delivery aligned development.
 - Interest in strategic and land use planning.
 - Connection to the Barossa, its character and brand.

Commitment to sound land use planning outcomes that provide character, development and economic growth outcomes that are balanced.

Expressions of Interest will be invited for the selection of community representatives, which will be evaluated by a committee comprised of representatives of the councils, which will provide a recommendation for endorsement by the each of the respective councils.

- The State Planning Commission will be invited to provide an observer to attend meetings of the Working Group, and it is noted that this may be a representative from Planning and Land Use Services.

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- Project Team members may attend Working Group meeting to assist the Working Group in its functions.

5 Delegated Powers

- 5.1 The Working Group has no delegated powers and exists to provide advice, and reports to the councils.

6 Governance and Meetings

Meeting Conduct

- 6.1 The Working Group shall determine its meeting arrangements necessary to achieve the Objectives.
- 6.2 A quorum is nine members attending.
- 6.3 The Working Group shall keep formal minutes.
- 6.4 Advice and recommendations shall be conveyed to the councils based upon:
- 6.4.1 A consensus position of the members present at the meeting.
- 6.4.2 If a consensus cannot be reached, the outcome of a vote on the matter, with each member present having one deliberative vote. For the avoidance of doubt there is no casting vote for the Chair.
- 6.4.3 If an agreed position is not achieved on a particular matter, the councils are to be advised accordingly.
- 6.5 The Mayors of the councils shall Chair the meetings on a rotational basis. If a Mayor is not available for a meeting, the other Mayor shall function as Chair. In the absence of both Mayors, the meeting attendees present shall nominate a Chair.
- 6.6 If required, the Working Group may consider material satisfying section 90 of the *Local Government Act, 1999 (SA)* in confidence.
- 6.7 Agendas shall be issued at least 3 days prior to a meeting date
- 6.8 With agreement by the Co-Chairs, a Special Meeting may be called by with at least 1 days' notice.
- 6.9 Minutes shall be issued within 3 days of the meeting.

Strategic Context and Accountability

- 6.10 The Working Group Agenda must include:
- 6.10.1 A review of the previous Working Group minutes and action items at each meeting.
- 6.11 A review of progress against the endorsed Work Program at each meeting.

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7 Roles and Responsibilities

- 7.1 The meeting Chair shall ensure all members are engaged in consensus decision making and that agenda processes allow for distribution of the agenda and minutes as outlined in these terms of reference.
- 7.2 Members are to engage in the processes and cross organisational collaboration and achievement of strategic outcomes by among other things:

7.2.1 Attendance and engagement at meetings.

7.2.2 Timely and prompt undertaking of any actions arising from meetings allocated to a member.

7.2.3 Ensuring processes allow sufficient time to properly engage with Members and their teams regarding the annual plans, cross organisational asset investment investigations and implementation.

8 Resources

- 8.1 The Barossa Council will provide executive and administrative support to the Working Group.

9 Training

- 9.1 Training will be provided where needs are identified by the Working Group or Working Group members through normal annual review and training needs analysis processes.

10 Document Control

Version history – B12759		
Version No.	Date	Description of Change
1.0		New Terms of Reference for comment

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