MINUTES OF THE MEETING OF THE BAROSSA COUNCIL
held on Tuesday 16 December 2025 commencing at 5:30pm
in the Council Chambers, 43-51 Tanunda Road, Nuriootpa.

M I N U T E S

Welcome and Acknowledgement of Country by Mayor Bim Lange who declared the meeting open at 5:30pm.

1. ATTENDANCE RECORD

1.1 Members Present

Mayor Bim Lange, Crs John Angas, Don Barrett, David de Vries, Kathryn Schilling, Cathy Troup, Jane Evans, Jess Greatwich, Rick Lane and Heidi Thompson

Apologies

Crs Tony Hurn and Bruce Preece

Not Present

Nil

Leave of Absence

Nil

2. CONFIRMATION OF MINUTES

2.1 Minutes of previous meetings – for confirmation:

MOVED Cr de Vries

That the Minutes of the Council meeting held on Tuesday 18 November 2025 at 5.30pm, the Special Council meeting held on Wednesday 3 December 2025 at 5:00 PM and the Special Council meeting held on Thursday 4 December 2025 at 5:30 PM, as circulated, be confirmed as true and correct records of the proceedings of those meetings.

SECONDED Cr Lane **CARRIED 2022-26/872**

2.2 Matters arising from previous minutes

2.2.1 COMMUNITY BATTERY PROPOSAL AT STOCKWELL OVAL - PUBLIC CONSULTATION UPDATE
25/96481

At the16 September 2025 Council Meeting, Council resolved to commence public consultation on a proposal to enter a lease to occupy community land for the purpose of establishing a Community Battery by the Department for Energy and Mining at Stockwell Oval (decision 2022-26/807).

An update provided for the Council Meeting 18 November 2025 (25/93619), shared that community feedback received is being considered in collaboration with the Department for Energy and Mining before a final recommendation to Council is made.

This review remains ongoing, with further time needed to complete additional technical assessments before a decision report can be presented at a future Council Meeting. The updated timeline for this report is now March 2026.

SUPPORTING REFERENCES

Nil

2.2.2 CALLS FOR NOMINATIONS TO THE CHARACTER AREA WORKING PARTY
25/97489

As members are aware a call for nominations from community members has been undertaken as per Council's resolution to establish the working party to support the Character Area planning work in 2026.

At the closing date there were only 3 submissions for 5 positions and the Terms of Reference require 5 community appointments. I have therefore determined to extend and advertise the opportunity for nomination until Friday 16 January 2026 in order to meet the approved Terms of Reference and bring the matter to the Council meeting of 27 January 2026.

There is no set timeframe by Council for nominations, I determined the initial deadline, however in the interests of ensuring full representation I have extended that timeframe, it will not have an impact of deliverables and with the State supporting the policy outcomes to be pursued in 2027, it will leave significant time to undertake the work.

SUPPORTING REFERENCES

Nil

3. PROCEDURAL ITEMS

3.1 Petitions

Nil

3.2 Deputations/Visitors to the meeting

Withdrawn.

3.3 Notice of Motion

Nil

3.4 Questions with Notice

Nil

4. MAYOR

4.1 Mayor's Report

MOVED Cr Evans

That the Mayor's report be received.

SECONDED Cr Thompson **CARRIED 2022-26/873**

5. COUNCILLORS' REPORTS

5.1 COUNCILLOR'S REPORT TO COUNCIL - CR KATHRYN SCHILLING

MOVED Cr de Vries

That Councillor Schilling's report be received.

SECONDED Cr Evans **CARRIED 2022-26/874**

6. MATTERS FOR INFORMATION

6.1 Williamstown and Lyndoch Landcare Group Inc - Minutes of Meeting
6.2 Trees for Life - Bush for Life Report
6.3 Planning, Development and Infrastructure (General) (Miscellaneous) (No2) Amendment Regulations 2025

6.4 Dog and Cat Management Act Amendment - First Stage
6.5 Items of business for the 2026 Ordinary General Meeting
6.6 Sister Cities Advisory Committee meeting 27 November 2025 - Agenda and Minutes
6.7 GRFMA funding from Disaster Ready Fund
6.8 Draft 2025 State Public Health Plan Submission
6.9 Release of Discussion Paper for Inspection Policies Proposed for Practice Directions 8 and 9
6.10 2025 Premier's Certificate of Recognition for Outstanding Volunteer Service
Mayor Lange presented the Premier's Certificate to Norma Rogers-Barnden.
6.11 Northern and Yorke Local Government Association - Minutes Ordinary Meeting of 5 December 2025

7. DEBATE REPORTS

7.1 Office of the Mayor and CEO

7.1.1 LEGISLATIVE AND GOVERNANCE COMPLIANCE AND MONITORING AUTOMATION 25/96230

MOVED Cr de Vries

That Council approve the engagement of the full Reliansys system at a cost of $15,000 in the 2025-26 financial year noting the update is set in the long term financial plan from the 2026-27 year and authorise the increase to the Office of the Mayor and CEO budget of $5,000 to support this initiative.

SECONDED Cr Troup **CARRIED 2022-26/875**

PURPOSE

To approve a budget amendment to upgrade Council's governance system to achieve efficiencies, proactive legislative compliance, sound policy management and automation of workflows.

REPORT

Background
Council utilises a system called Reliansys, which is a purpose-built governance management system for Local Government. However, at this time the only module utilised is the Delegations module which assists in managing the delegated powers, duties and responsibilities provided to officers to undertake their work.

Introduction
The system provides additional services that are currently available that will provide much greater level of service including new Delegation's module, Compliance module, Monitor module, automated workflows and quarterly legislative updates from coordinated central legal service. These services are encased in the full application.

As required by Council policy a project feasibility assessment has been undertaken and is at Attachment 1.

Discussion

Presently other than Delegations, all other governance management which encases:

1. Legislative updates;
2. Policy and process management;
3. Workflows for policy and process review;
4. Quarterly reporting;

are all managed manually through inefficient processes.

The current environment in which we operate is growing in complexity and the Executive Team have determined the level of manual effort to maintain it presents an unacceptable risk and requires addressing either through resourcing or automation. It is assessed that the investment in automation is a much better investment for the following reasons:

1. Legislative updates are feed into the system and reported quarterly through updates provided by Norman Waterhouse lawyers.
2. Compliance module is automated and provides workflows that trigger reviews well in advance of deadlines providing best practice outcomes and better outcomes in terms of research and engagement needs.
3. Is significantly cheaper.
4. Reduces the risks significantly, additional resourcing will still require manual management which is inefficient and subject to higher risk.

Presently the system is too reactive rather than proactive and we know that some matters are slipping through the system, resulting in little lead times to address updates, changes, policy reviews and the like impacting other workflows for Managers, Senior Manages and the Executive Team.

The long-term financial plan has identified the upgrade from 2026-27 however, due to the current status of the system, capacity to absorb the license fees in this year's already allocated budget the investment should be made immediately, with the necessity to address backlogs the investment.

The annual cost has also been negotiated under normal fees at $18,000 per annum. The 2025-26 year will require licence fees of $10,000 and $5,000 to implement. The Office for the Mayor and CEO approved budget can fund the license fees therefore this report is seeking support for the initiative and the implementation costs of $5,000.

Summary and Conclusion

The ability to upgrade our governance system will deliver efficiencies and reduce compliance risk significantly. The majority of the costs in 2025-26 can be supported, and the long-term financial plan (the subject of a separate report in this agenda) makes provision for the future costs.

ATTACHMENTS OR OTHER SUPPORTING REFERENCES

Attachment 1 Project Feasibility Study

Supporting references
Nil

COMMUNITY PLAN / CORPORATE PLAN / LEGISLATIVE REQUIREMENTS

Corporate Plan

BS7 Governance - Provision of governance advice and support in the discharge of legislative responsibilities for policy development, delegations and authorisations, internal review of Council decisions, delegations and authorisations, Native Title claims

BS5 Enterprise Risk and Safety - The management of Council's Enterprise Risk profile including strategic and operational risk assessment, control and monitoring; internal control and audit; business continuity and disaster recovery planning; organisational emergency management; insurance portfolio management; and Work Health Safety system coordination

Legislative Requirements
All legislative requirements for a Local Government entity.

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.

Nil impact.

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.

Nil impact.

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.

Outlined in the body of the report, $5,000 for the implementation costs of the system. The change will have no material impact to the Council operating budget or sustainability indicators.

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.

Nil impact.

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.

The efficient and proper management of our legislative and compliance requirements is directly related to our reputation and ensuring we comply with the laws of the State and Commonwealth.

COMMUNITY ENGAGEMENT

Not required or recommended.

7.1.2 REVIEW OF THE 2025-26 TO 2034-35 LONG TERM FINANCIAL PLAN 25/97169

MOVED Cr de Vries

That Council having reviewed the revised Long Term Financial Plan 2025-26 to 2034-35 as provided at Attachment 1 and all assumptions and variations approve the update and revised plan and the amendments contained therein, as outlined in the body of the report, for the current financial year 2025-26 be embedded into the budget and it be updated accordingly.

SECONDED Cr Angas **CARRIED 2022-26/876**

PURPOSE

To review an update to the Long Term Financial Plan 2025-26 to 2034-35, effectively the current long term financial plan based on material changes arising from the factors outlined in this report.

REPORT

Background and Introduction

The Long Term Financial Plan is a legislative instrument that estimates future financial basis of Council. The last adopted update was undertaken as required in June this year. However due to fundamental and material changes outlined below an update has been undertaken.

Discussion

The following factors have driven the review of the Long Term Financial Plan:

- Significant and material changes due to annual financial statement outcomes.
- Impacts of changes to the accounting requirements for Barossa Park.
- Impacts due to inflation and revaluation of costs as per the annual financial statement outcomes.
- Provide a clear basis for sustainable decision making going forward into the 2026-27 financial year budget and Council direction on future works, service levels and priorities.
- Impact of greater growth in the Council expected for the foreseeable future (not including Concordia).

The reviewed and updated plan and explanations and analysis of changes are at Attachment 1.

High Level Analysis of Remodelling:

- The current key performance indicators are in the following table.
- Whilst this year will see Council operate outside of its operating surplus target by 0.1% this is minor and short term.
- Further pressure on the operating surplus will place that indicator at risk and this is a key indicator of long-term financial sustainability.
- The LTFP remains in surplus and annual surpluses are predicted for the last 6 years of the plan and grow over time.
- All other key indicators are met throughout each year and the overall life of the LTFP.
- There are key assumptions that will be needed to be met to achieve these outcomes:
    - Growth of at least 1% is achieved in the LTFP period. The 2024-25 years saw growth of 2.43%.
    - No further unmodelled material impacts on depreciation as a result of revaluations and inflation.
    - CWMS service costs are starting to run at a deficit, Council will need to increase the charge to cover this.
    - General rate changes over the foreword estimates at 0.3% above current prediction and are completely linked to the growth forecast and cash needs.
- There are key assumptions that will be needed to be met to achieve these outcomes (continued):
    - Inflation continues to be sticky the model increases the rate for next year to align to the September CPI trimmed mean outcome
    - Macro-economic impacts of inflation impact monetary policy of the RBA their interest charges have all been increased for 2025-26 by 0.25%.
    - Insurance costs continue to increase but significantly more than inflation, the base has been increased for each year by 0.5% to 3.5%.
    - Employee costs have been realigned to enterprise agreements and Council approved variations over the life of the plan it results in an increase of 0.16%.

Legend				
Within or better than set key performance indictor				
Within the indicator but is at risk in future years				
Outside of set key performance indicator				
	$'000 Adopted or Q1 Admended 2025-26 Plan	**$'000 Revised 2025-26 Plan**	**Variation**	**Notes**
Operating Result - (Deficit) / Surplus	(178)	(2,400)	(2,222)	Fundamentally related to impact of depreciation changes from revaluation, replacement cost and Barossa Park State Accounting Changes and $1.372M advance payment of Financial Assistance Grants, the budget will absorb an additional $845k in depreciation in 25 26 than originally modelled.
Operating Surplus Ratio 3 Year Aveage	-1.6%	-2.1%	-0.5%	Only marginally outside the indicator.
Net Financial Liabilities	88.6%	80.1%	8.5%	Has reduced due to BCIC larger expenditure now expected in 2026-27.
Asset Renewal Funding Ratio	136.4%	104.8%	-31.6%	Has reduced due to BCIC larger expenditure now expected in 2026-27.
Net Borrowings - Council	40,991	35,816	5,175	Has reduced due to BCIC larger expenditure now expected in 2026-27.
Net Borrowings - Community	2,330	1,905	425	
	Adopted LTFP to 2034-35	**Revised LTFP to 2034-35**		
Operating Result - (Deficit) / Surplus	12,972	2,897	(10,075)	Fundamentally related to impact of depreciation changes from revaluation, replacement cost and Barossa Park State Accounting Changes which results in an extra $4.732M in depreciation charges. See operating analysis for more detail.
Operating Surplus Ratio 3 Year Aveage	3.7%	3.0%	-0.7%	Related to increased depreciation and spending impacts
Net Financial Liabilities	13.5%	14.7%	-1.2%	Debt repayment extended a year due to changes overall
Asset Renewal Funding Ratio Average over 10 Years	115.7%	113.5%	-2.2%	
Net Borrowings - Council	4,920	6,019	(1,099)	Debt repayment extended a year due to changes overall
Net Borrowings - Community	149	149	0	
Last Year Council Debt Repaid	2035-36	2036-37	1	Debt repayment extended a year due to changes overall

Summary and Conclusion
The updated long term financial plan has been undertaken will be tabled with Council at its December meeting and is tabled for Councils review.

ATTACHMENTS OR OTHER SUPPORTING REFERENCES

Attachment 1 Revised and Updated Long Term Financial Plan 2025-26 to 2034-35 With Variation Analysis

Supporting references
Nil

COMMUNITY PLAN / CORPORATE PLAN / LEGISLATIVE REQUIREMENTS

Community Plan

Our Council

We strive to be a leader in regional Local Government and are committed to delivering effective, efficient, and valued services to the community.

Strategic Outcome

- We are financially sustainable and take a planned and long-term approach to investment.

Legislative Requirements
Section 123 of the Local Government Act 1999

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.

Is not being impacted by the plan, however it is clear any new spending should cease or only occur when offset with revenue increased our other expenditure reductions.

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.

Is not being impacted by the plan, however it is clear any new spending should cease or only occur when offset with revenue increased our other expenditure reductions.

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.

Outlined in the body of the report and attachments in detail. Proposed 2025-26 budget adjustments continued with the report and attachments are in the following table.

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.

Is not being impacted by the plan, however it is clear any new spending should cease or only occur when offset with revenue increased our other expenditure reductions.

Items Operating	**Q1 Approved Budget for 2025-26**	**Amendment to Deficit - (Reduction) / Increase**	**Adjusted Budget for 2025-26**
Workers Compensation Insurance	610,419	(77,592)	532,827
Depreciation	11,614,889	844.836	12,459,725
Minor Other Changes to be Processes in Q2 Adjustments	0	6,200	6,200
Total	12,225,308	773,444	12,998,752
Current Q1 Operating Result (Deficit) / Surplus			**(1,626,530)**
Revised Q1 Operating Result (Deficit) / Surplus			**(2,399,974)**
Less Financial Assistance Grants Paid In Advance			1,372,096

Adjusted Underlying Q1 Operating Position (Deficit) / Surplus		**(1,027,878)**
Key Financial Performance Indicators	**Result**	**Target**
Operating Surplus Ratio - Annual	(4.6%)	(4%) to 10%
Underlying Operating Surplus Ratio - Annual	(2.6%)	(4%) to 10%
Operating Surplus Ratio – 3 Year Average	(2.1%)	(2%) to 10%
Underlying Operating Surplus Ratio – 3 Year Average	(2.0%)	(2%) to 10%

Items Capital	**Q1 Approved Budget for 2025-26**	**Amendment to Budget - (Reduction) / Increase**	**Adjusted Budget for 2025-26**
Barossa Creative Industries Centre – Expense	5,263,863	500,000	5,763,863
Q1 Approved Capital Budget			**22,835,835**
Revised Q1 Approved Capital Budget			**23,335,835**
Key Financial Performance Indicators		**Result**	**Target**
Net Financial Liabilities $		$41,593M	Less than Operating Revenue
Net Financial Liabilities %		80.1%	0% to 100%
Asset Renewal Funding Ratio		104.8%	80% to 110%

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.

Not currently being impacted as the plan demonstrates a sustainable position however prior operating margins have been reduced and any additional material changes could but the Councils financial sustainability at risk and therefore it reputation.

COMMUNITY ENGAGEMENT

This is an update the Long Term Financial Plan due to material changes, the adopted plan has been the subject of community consultation and as this feeds into the next years budget, 2026-27 that will be consulted upon. Therefore, there is no requirement or recommendation to consult on this update.

7.1.3 REQUEST TO PURCHASE PART OF COUNCIL LAND
25/97338

MOVED Cr Greatwich

That Council having reviewed the application undertake preliminary community consultation to gauge responses to a formal process as outlined in the report.

SECONDED Cr Evans **CARRIED 2022-26/877**

PURPOSE

To consider if Council will commence a process to sell a parcel of land adjacent to a landowner that is not required for Council purposes.

REPORT

Background and Introduction
Council has been approached by the owner of 34 Maria Street Tanunda to transfer a part of a road reserve, behind goat square to support their redevelopment of the property and address drainage matters. Their correspondence is at Attachment 1.

Discussion
The location maps are outlined in Attachment 2.

The proposal would require a road closure and transfer process to the owners and purchase at the relevant interpedently assessed value.

Should Council proceed, and it is approved by Council and the relevant Minister, there are only two landowners that could have any capacity to transfer the land to, it could not be auctioned or sold as a separate parcel as it is too small to develop and would be contrary to the Planning and Design Code.

This is a preliminary proposal to test the idea with the community before potentially incurring significant resources time and cash expenses (to be paid fully by the applicant).

The area in question has no fundamental service need for Council or the two landowners, it does not provide any relevant access to goat square and is located behind and elevated wall to the southwest of the square. No investigations have been undertaken into any other infrastructure contained within it.

Through discussion with the applicant/landowner where the issues, costs and risks were outlined it was agreed this preliminary engagement approach is a good step for Council and the landowners to properly weigh up the costs to be incurred to achieve the desired outcome before committing to processes involved.

This report outlines a simple consultation process where the proposal will be put to the community for comment and brought back to the Council in March 2026. Any assessment of the land value and assessment against relevant policy would proceed at that time. The other adjacent landowner who could benefit from the land transfer will also be asked if they have any wish to consider purchasing the land should the proposal proceed.

If after debating the matter Council have little appetite for transferring the land it is suggested to reject the request and instruct the Chief Executive Officer to investigate the management of location to better manage water flows.

Summary and Conclusion
There is merit in pursuing this approach to gauge and weigh up cost, risk and benefits before formally committing to the necessary processes.

ATTACHMENTS OR OTHER SUPPORTING REFERENCES

Attachment 1 Resident Application - Land Purchase
Attachment 2 Maps

Supporting references
Nil

COMMUNITY PLAN / CORPORATE PLAN / LEGISLATIVE REQUIREMENTS

Corporate Plan

BS7 Governance - Provision of governance advice and support in the discharge of legislative responsibilities for policy development, delegations and authorisations, internal review of Council decisions, delegations and authorisations, Native Title claims

Legislative Requirements
Roads (Opening and Closing) Act 1991
Section 49(a1) of the Local Government Act 1999

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.

   Nil impact.

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.

   Nil impact.

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.

Any costs if Council proceeds with a formal process to close the portion of road and create and title, and its transfer will be at the applicants cost,

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.

Nil impact.

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.

Nil impact.

COMMUNITY ENGAGEMENT

It is proposed the following consultation will take place:

1. All adjacent properties and those within 60 metres of the property will receive direct correspondence.
2. Advertisement in The Barossa Leader.
3. Propose on the web site.
4. Will be conducted for 4 weeks commence in the third week in January 2026, on Wednesday the 21st closing on 5pm Tuesday 17 February 2026.

7.1.4 MINOR UPDATE TO THE INTERNAL REVIEW OF COUNCIL DECISION POLICY AND PROCESS
25/97649

MOVED Cr Barrett

That Council, having reviewed the minor changes in Table 1 – Change Summary the relevant policy and process outlined in the report and approve the Chief Executive Officer to updated Internal Review of Council Decision Policy and Process accordingly.

SECONDED Cr Greatwich **CARRIED 2022-26/878**

PURPOSE

To make a small addition to the Internal Review of Council Decision Process to align to a change to Section 270(4) of the *Local Government Act 1999* that is presently not in the

REPORT

Background

Pursuant to Section 270(a1) of the *Local Government Act 1999* Council must develop and maintain policies, practices and procedures in dealing with complaints pursuant to 270(1). Whilst these powers are delegated to the Chief Executive Officer as a key foundation document, it is considered prudent, as has been the practice in the past, that Council review and endorse changes to the policies and processes around the Internal Review of Council Decisions.

Introduction

Section 270(4) of the *Local Government Act 1999* identifies the grounds upon which a application can be refused. The Act states:

> *(4) A council, or a person assigned to consider the application, may refuse to consider an application for review if—*
>
> *(a) the application is made by an employee of the council and relates to an issue concerning his or her employment; or*
> *(b) it appears that the application is frivolous or vexatious; or*
> *(c) the applicant does not have a sufficient interest in the matter; or*
> ***(d) the council or person (as the case requires) is satisfied that the subject matter of the application has been or is already the subject of a review by the council or an investigation, inquiry or review by another authority.***

Discussion

The highlighted clause in Section 270(4) is not detailed in the Council documents and this report seeks to remedy that matter. The changes proposed are in the following table.

Table 1 – Change Summary

Document	Clause Addition / Changes
Policy	Clause 2.2.6 to include a fourth dot point to include the additional subsection 4(d). The clause to read as follows with changes highlighted. 2.2.6 Matters that meet the conditions of Section 270(4) of the Local Government Act ~~are frivolous or vexatious, related to employment, or where the applicant does not have sufficient interest~~ In accordance with section 270(4) of the Local Government Act 1999, Council or a person assigned to consider the application may refuse to consider an application for review if:-

	• The application is made by an employee of Council and relates to an issue concerning his or her employment – these types of matters will be managed in accordance with Council's Human Resource Management Policy, and associated policies and processes; or • It appears that the application is frivolous or vexatious; or • The applicant does not have a sufficient interest in the matter; or • The subject matter of the application has been or is already the subject of a review by the Council or an investigation, inquiry or review by another authority.
Process	3.6.3 Refusal to consider an application In addition to those matters which fall out of the scope of the overarching Internal Review of Council Decision Policy, Council or the CEO as the case may be is entitled under the Local Government Act to refuse to consider an application for review if: a) the application is made by a Council Employee and relates to an issue concerning his or her employment; b) it appears that the application is frivolous or vexatious; or [Note that where a matter has been referred to the Local Government Association Mutual Liability Scheme (LGAMLS) in respect to a claim or potential claim against the Council or in response to a threat of legal action against the Council, an application for review of a decision in connection with that claim or action (including the decision to refer the matter to the LGAMLS) will be vexatious]. c) the applicant does not have a sufficient interest in the matter; or d) the subject matter of the application has been or is already the subject of a review by the Council or an investigation , inquiry or review by another authority; or e) the application for an internal review has been made later than 6 months from when the applicant was advised of the original decision - unless there are exceptional circumstances for Council, or the CEO as the case may be, to allow an internal review process. Refusing an application for review will not be done lightly and reasons for the refusal will document the evidence on which a refusal is based.

Summary and Conclusion

This is a minor change to the framework to reflect the Local Government Act.

ATTACHMENTS OR OTHER SUPPORTING REFERENCES

Nil

Supporting references
Internal Review Policy
Internal Review Process

COMMUNITY PLAN / CORPORATE PLAN / LEGISLATIVE REQUIREMENTS

Corporate Plan

CS9 Customers - Providing a consistent customer experience through the provision of accurate and professional customer service

BS7 Governance - Provision of governance advice and support in the discharge of legislative responsibilities for policy development, delegations and authorisations, internal review of Council decisions, delegations and authorisations, Native Title claims

Legislative Requirements
Section 270 of the Local Government Act 1999

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.

Nil

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.

Nil

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.

Nil

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.

Nil

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.

Nil

COMMUNITY ENGAGEMENT

No legislative requirements to undertake engagement. The change is minor and has no impact on the actual fundamental premises of the process.

7.2 Corporate Services, Strategy and Innovation

7.2.1 HOUSING AFFORDABILITY
25/96446

MOVED Cr de Vries

That Council:

(1) Endorse the prepared Affordable House Analysis – Background Report and subsequent Affordable Housing Recommendations Report as provided at Attachments 1 and 2 respectively;

(2) Endorse Council officers progressing the six recommendations shortlisted for immediate action; and

(3) Support ongoing consideration and integration of the remaining recommendations as part of ongoing strategic work at local and State government level, as identified in this report.

SECONDED Cr Greatwich **CARRIED 2022-26/879**

PURPOSE

To consider the findings of the prepared Affordable Housing Analysis - Background Report and subsequent Affordable Housing Recommendations Report and endorse Council's commitment to progressing key recommendations.

REPORT

Background

As is experienced across Australia, housing affordability is an ongoing issue for the community of the Barossa Local Government Area (LGA). This matter has previously been considered by Council both informally and formally.

Council officers recently engaged a consultant who has delivered similar work for other Councils, to undertake research and analysis to understand and quantify the issues of housing affordability and diversity across the Barossa LGA. Further to this, the Consultant has made a number of recommendations to respond to the issues identified.

The following reports are attached for information and endorsement:

- Affordable Housing Analysis – Background Report (Attachment 1);
- Affordable Housing – Recommendations Report (Attachment 2).

Introduction

Both reports were prepared by UrbanXchange and should inform future decision-making around Council's role in affordable housing. To provide context, the Affordable Housing Recommendations Report should be read in conjunction with the Affordable Housing Analysis - Background Report.

Outside of this scope, officers have also commissioned an assessment of specialist, social and community housing. The initial findings will be scoped further by the Community Development Team prior to any recommendations being made.

Discussion

The Affordable Housing Recommendations Report and supporting documentation was informed by a range of qualitative and quantitative data. Research included interviews with Council officers as well as key stakeholders including health, aged care, wine industry, real estate, church and not-for-profit sectors.

The Recommendations Report indicates there are wide-ranging options for Council intervention which range from passive to semi-intervention and proactive. It underlines the complexities of addressing housing supply and highlights the need for cross-agency collaboration to achieve the scale of reform required to meaningfully impact housing availability.

Concurrently, the State Government has invoked legislation requiring the development of a Council-led Local Housing Strategy to deliver housing and employment targets identified in the Greater Adelaide Regional Plan (GARP). This Strategy will identify housing priorities in response to local issues, constraints and opportunities.

Against this backdrop, the independent recommendations in the Affordable Housing Recommendations Report have been reviewed internally by the Executive Leadership Team and senior planning staff.

A shortlist of six key recommendations is provided in the table below. These are considered actions that Council can influence in the short-term through advocacy and lobbying. The remaining recommendations can be considered in the context of

broader strategic work such as the development of a Local Housing Strategy and delivery of the Growth and Infrastructure Investment Strategy.

Recommendations for Immediate Action

No.	Recommendation	Timing	Responsibility	Intervention
6	Investigate vacant State and Federal Government land for the provision of key worker and affordable housing	S - M	Council, State, Federal	Semi Intervention
9	Prepare guidance material and engage with developers	S - M	Council	Passive
21	Develop an Advocacy group of other Councils in the Northern Peri Urban/Regional	S - L	Council	Passive
22	Quantify the residential land development opportunities	M	Council	Semi Intervention - Proactive
24	Advocate to the State and Federal Government for expansion of the Housing Affordability Future Fund (HAFF) for regions	M - L	Council, Federal	Passive
26	Advocate to the State Government for redevelopment of Housing Trust assets	M - L	State	Passive

Timing
S = Short term
M = Medium term
L = Long term

Officers note discrepancies with the chronology of page numbering in the Background Report which, due to external formatting, are unable to be rectified.

Summary and Conclusion

The Affordable Housing Recommendations Report provides a roadmap for progressing responses to local housing affordability issues and provides foundational data to inform other strategic work such as a Local Housing Strategy and the Growth and Infrastructure Investment Strategy.

Progressing six key initiatives signals to the community that Council has a role to play as advocate and partner alongside key stakeholder and sector groups at State and Federal level, acknowledging a multi-faceted response will be necessary to effect long-term improvements to regional housing supply and diversity.

ATTACHMENTS OR OTHER SUPPORTING REFERENCES

Attachment 1 Affordable Housing Analysis Background Report
Attachment 2 Affordable Housing Recommendations Report

Supporting references
Nil

COMMUNITY PLAN / CORPORATE PLAN / LEGISLATIVE REQUIREMENTS

Corporate Plan

CS10 Economic Development - Facilitating the economic well-being and quality of life of the local businesses and the community

Legislative Requirements
Nil

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.

Nil

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.

Nil

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.

The six priority actions for delivery will be funded as part of business as usual activities under the approved operating budget.

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.

Nil

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.

Proactive consideration of housing challenges delivers on long standing commitments set out in Council's Community Plan and Local Economic Development Plan.

COMMUNITY ENGAGEMENT

Consultation is not required under policy or legislation.

7.2.2 MONTHLY FINANCE REPORT AS AT 30 NOVEMBER 2025
25/97151

MOVED Cr de Vries

That Council receives and notes the monthly finance update report as at 30 November 2025, as provided at Attachment 1.

SECONDED Cr Greatwich **CARRIED 2022-26/880**

PURPOSE

The monthly finance report update as at 30 November 2025 provides information on the financial position and performance of the Council, including notes on material trends and transactions.

REPORT

Background
The monthly finance report as at 30 November is at Attachment 1. This report has been prepared comparing the year-to-date actuals at the end of the period, to the adopted 2025-26 budget.

ATTACHMENTS OR OTHER SUPPORTING REFERENCES

Attachment 1 Monthly Finance Report Council November 2025

Supporting references
Nil.

COMMUNITY PLAN / CORPORATE PLAN / LEGISLATIVE REQUIREMENTS

Corporate Plan

BS6 Finance - Provision of financial and budgetary accounting services, treasury and investment services, management reporting, reconciliation and taxation services, asset accounting, internal control, accounts payable and receivable services

Legislative Requirements
Nil

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.

Monthly monitoring of financial performance ensures Council is in a position to ensure budget and expenditure are aligned to meet approved levels of service.

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.

Nil

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.

To enable Council to make effective and strategic decisions, a high-level monthly finance report is provided for Council's noting.

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.

Nil

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.

Nil

COMMUNITY ENGAGEMENT

Community consultation was undertaken as part of the original budget adoption process for 2025-26, as require by the relevant legislation. This report is advising Council of the monthly finance position compared to that budget.

7.2.3 2026-2027 ANNUAL BUSINESS PLAN AND BUDGET AND 2026-2027 TO 2035-2036 LONG TERM FINANCIAL PLAN TIMETABLE AND ASSUMPTIONS FOR DEVELOPMENT 25/97495

MOVED Cr de Vries

That Council:

(1) Note and approve the assumptions outlined in the report to be used in drafting the 2026/27 Annual Business Plan and Budget.

(2) Note and approve the target timetable for Council workshops and Council meetings for the preparation and review of the 2026/27 Annual Business Plan and Budget and Long-Term Financial Plan for 2026/27 to 2035/36.

(3) Agree that no new initiatives will be assessed in the 2026-2027 year, unless they are considered critical or legislatively required, save funds, or are offset by service or capital reductions elsewhere in the budget and long-term financial plan, due to commitments already being considered which primarily are:
   a. costs to support Mount Torrens Football Club proposed use of Mount Pleasant oval, estimated at this time to be well into the $100,000s of dollars;
   b. a newly funded budget line for the long-term installation of new footpaths throughout the district estimated in the updated long-term financial plan over the 10 years of the 2026-2027 to 2035-2036 plan to total $3.016M;
   c. provision of a forward estimate of $2.895M for Kalimna Road reconstruction commencing in 2030-2031;
   d. additional costs to complete the Barossa Creative Industries Centre of at least $1M;
   e. Sandy Creek building renewal in 2027-2028 of $1.75M offset with grants and allocations from existing building allocations with design in 2026-2027;
   f. Moss Road Bridge solution up to $1.6M;
   g. masterplan review for Mount Pleasant Talunga Park estimated to cost $40,000.

(4) Approve the recommendations contained in Attachment 1 regarding other initiatives and long-term financial plan service pressures.

SECONDED Cr Troup **CARRIED 2022-26/881**

PURPOSE

To consider the assumptions and timetable for the preparation of the 2026/27 Annual Business Plan and Budget and updated Long-Term Financial Plan for 2026/27 to 2035/36.

REPORT

Background and Introduction

The annual development of the budget commences in December and this report forms the foundation of the work for budget calculations.

Discussion

Indexation and Assumptions

Each annual review process provides an opportunity to introduce new assumptions or enhance the information base as required using the indexation rates and assumptions.

The main assumptions and indexation being considered during this early stage of budget preparation is the income and expenditure indexation. As included in the draft timetable, following receipt of updated valuation data, Council will review the proposed options for rate increases to ensure they are reasonable and ensure indexation for operational expenditure is appropriate.

Council staff will provide information for the cost of delivering services and any suggested changes to service levels ensuring income or charges for the services are appropriate. The final expenditure amounts will differ from the LTFP estimates for the 2025/26 year (update December 2025) due to external influences such as service contracts and agreements or where costs are determined by external markets such as fuel prices, electricity and gas pricing contracts and State Government levies.

The approved quarter 1 (Q1) Budget from 2025/26 will be used as the base for the 2026/27 draft budget and each budget manager will then review to actual costs and trends to meet the existing service provision. If the actual costs are reduced from the base budget, it is a requirement that unless there were extenuating circumstances for the underspends, that next year's budget is also reduced. Due to budget performance year to date and ensuring we continue to work to achieve efficiencies, all non-contract-based expenditure budgets will only be indexed by less than the prevailing indexation rate. Expenditure linked to contractual and legal arrangements (like salaries and wages) will be indexed as required by those agreements.

The trimmed mean Reserve Bank of Australia CPI (RBA - consumer price index as the best measure of underlying inflation) is used as a base for the LTFP. The Local Government Price Index (LGPI) also provides guidance. The RBA measure forecast for December 2026, which was used in the updated long term financial plan for 2026/27, the subject of a separate report in this agenda, is 2.7% with it decreasing to 2.6% in the following year, which is used for the outyears of the plan (years 2-10). The LGPI increase for the 12 months to September 2025 was 2.5% (noting the quarterly Adelaide CPI for September 2025 period was 2.4%). Whilst there is a monthly measure of CPI available it is not the full assessment of cost changes and is more volatile than the quarterly results and thus is not used for budgeting estimate. For your information the monthly October 2025 rate was 3.7%. It is recommended, noting the target for efficiency and savings provisions in the long-term financial plan of 1%, and to ensure prudent budget management and to remain within the parameters of the current adopted LTFP, that in the absence of a contractual arrangement, general operating indexation will be limited to 1.7%.

Operating Income

Rating levels are set to ensure service level provision is maintained in a financially sustainable manner.

General rate revenue increases to existing ratepayers for the 2025/26 year were 3.43%; additional revenue for the growth in assessment numbers from last year was 2.43%. The rural sector had a rate freeze for the second year running. For future operating results, as detailed in Council's adopted LTFP, general rate revenue was forecast to increase at 4.3% in 2026/27 plus growth in assessment numbers of 1%. During the preparation of the 2026/27 draft budget, management will review the revenue and expenditure requirements and report this to Council. Council will then assess and approve the general rate revenue increases required to ensure Council's financial sustainability in the annual review of the LTFP.

For 2025/26, there was a 3.2% service charge increase for waste collection and disposal across the three waste services as a result of significant increases in disposal and collection costs and this is forecast to increase by 2.25% in 2026/27. Community Wastewater Management Systems (CWMS) service charge indexation rates in the adopted LTFP were budgeted to increase in 2025/26 at 2.1% and is forecast to increase by 3.25% in 2026/27.

Service charge revenue is established to recover the cost to provide the services ensuring ongoing service delivery in a sustainable manner.

The Regional Landscape Levy, collected on behalf of the state government, will be determined and advised by the Northern and Yorke Landscape Board. In 2025/26 the levy decreased by 2.7% due to the movement in valuations across all the contributing Councils resulting in the re-distribution of the levy and thus how much is charged to ratepayers. The actual estimate for 2026/27, due to the levy being directly linked to valuation outcomes across Councils, cannot be accurately predicted however is linked to the September CPI result, which was 2.4%.

Other income indexation has a base increase of 2.7%.

Operating Expenditure

Operating expenditure indexation will be assessed individually for internal and external factors. All indexation quoted is from the adopted LTFP for 2025/26 and will be reviewed.

- Employee costs for 2026/27 set in the LTFP increased by 4.5% including service growth needs. The draft budget will use the enterprise bargaining agreement rate, which is 4.5%. Unlike prior years there is no change to the superannuation rates with the new superannuation guarantee rate of 12% being reached in the 2025/26 year.
- Contractor, materials and other expenses will be reviewed to meet service requirements. The increase for these costs in 2026/27 is set at 1.7% as described earlier in this report. Indexation will be adjusted to meet existing service requirements:
    - selected costs are increased by indexation where agreements, contracts, licensing, arranged service charges, etc. provide for that option.

- For costs outside of our control, these will be considered where the relevant service provider(s) initiates the increases i.e. fuel and postage.
- where costs will increase but the quantum is unknown a default increase in line with LGPI will be used. Some areas of expenditure may actually be the same or less than expected; and for changes to service provision, ie. increased number of services provided (eg. number of waste collection(s)) or usage (eg. water usage at parks and gardens).

New Initiatives/Ideas

It is recommended that no new initiatives be assessed for the 2026/27 financial year, unless they are required for critical, legislative or extreme risk purposes, as there are already a number of initiatives Council has requested be considered. The main instructions provided to date and embedded in the updated long-term financial plan have been outlined in the recommendation. Other known requests, along with preliminary recommendations made for Council review, are outlined in Attachment 1.

Of course, Council can alter priorities in the capital and operating programs within the significant budget allocation if it wishes to address any other priority investments.

If Council elects to have more initiatives, or open the new initiatives process, it will need to identify areas where these will be funded from as there is no discretionary capacity in the budget estimates for 2026/27. It is recommended that any new initiatives will need to be funded from the existing budget without additional borrowings, which would require deferral of asset management plan work and data-based requirements, or additional rate collections. The process would be as follows:

1. Strategic review meeting.
2. Identification of what priorities and projects Council wishes to have a more detailed assessment completed for.
3. Preliminary assessment for those proceeding to business case development.
4. Review of business cases and determination is to be included in the budget and business plan draft for consultation and how they will be funded.

Council's existing programs include but are not limited to:

- Existing service provision, governance and administration.
- Capital renewal/replacement.
- Revaluation and condition assessment of assets to update the estimated replacement cost over the LTFP. Council's understanding and management will continually refine the operating result.
- Heavy vehicle and plant utilisation review.
- Existing long-term projects including:
    - climate control – efficiency, financial and environmental benefits/requirements.
    - change program – internal program for innovative and simple systems, processes and productivity improvements.
- Infrastructure Asset Management Plans adopted in 2024 – renewal spending plans.
- Strategic Management Plans.
- The Big Project.
- Transport renewal programs.

- Asset maintenance and operational requirements.

Timetable

The proposed timetable for the annual review/update of the Long-Term Financial Plan and the consideration/adoption of the Annual Business Plan and Budget is outlined in the table below:

What	Activity	Date
Council meeting	Endorse ABP&B and LTFP timetable	16 December 2025
Council workshop	Depends on decision on new initiatives.	27 January 2026
Audit Committee	ABP&B and LTFP review To review indexing and assumptions	9 February 2026
Council - Elected Members	Depends on decision on new initiatives.	Approved at Council meeting 17 February 2026
Administrative budgets	Staff completion of administrative budgets.	27 February 2026
Council workshop	Capital Expenditure program from asset management analysis. Prepare rates report including rating analysis of other Councils and consider other Council rating strategies.	4 March 2026
Council Workshop	Depends on decision on new initiatives.	March 2026
Council Workshop	ABP&B and LTFP Review draft Operating Budgets & Capital Works submissions and LTFP	1 April 2026
Council Workshop	Rating & Valuation Forecasting, valuation changes, rebates, RI General Rate Cap, rating options Final Operating and Capital Works review	6 May 2026
Audit Committee	ABP&B and LTFP review and endorse for consultation - by email	May 2025
Special Council Meeting	Endorse draft Nuriootpa Centennial Park Authority Budget (NCPA endorsed April) Endorse draft ABP&B and LTFP for public consultation.	May 2025
Public Consultation Process	Council internet provision for web submissions, at least 21 days	May – June 2026
	Public Notice (if local papers a Wednesday) Submissions period – 21 days	May to June 2026
Meeting / Other process*	Process for the public to present/provide budget submissions in line with legislative/other requirements. *21 days after the draft A&BP is available on the website	June 2026

Council Meeting	ABP&B and LTFP Consideration of public submissions	16 June 2025
Special Council Meeting	Adopt ABP&B and LTFP, Valuation and Rating (if changes from consultation then this meeting may need to be changed.)	23 June 2026

Summary and Conclusion
With the above settings and program outlined Council is recommended to approve the draft process for the 2026/27 budget and annual business plan development and associated long-term financial plan update.

The Executive Leadership Team will review the plan and settings on 15 December 2025 and provide any further updates as required at the Council meeting.

ATTACHMENTS OR OTHER SUPPORTING REFERENCES

Attachment 1 LTFP Pressure-Extract for Council Report December 2025

Supporting references

Nil

COMMUNITY PLAN / CORPORATE PLAN / LEGISLATIVE REQUIREMENTS

Legislative Requirements
Section 123 of the Local Government Act 1999
Local Government (Financial Management) Regulations 2011

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.

The budget, business plan and long-term financial plan are the basis of the operating settings to support service delivery.

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 budget, business plan and long-term financial plan are the basis of the operating settings to support service delivery.

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.

There is no impact on financial and resource requirements for the development adoption of the annual operating settings. Budget outcomes will be presented throughout the process.

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.

Nil impact.

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.

Nil impact.

COMMUNITY ENGAGEMENT

Included as part of the draft 2026/27 Annual Business Plan and Budget Plan consultation and adoption process.

7.3 Infrastructure and Environmental Services

Nil

7.4 Development and Community Services

7.4.1 RESIGNATION OF COUNCIL MEMBER ON BAROSSA ASSESSMENT PANEL 25/96497

MOVED Cr Angas

That Council:

(1) Accept the resignation of the incumbent Council Member, Cr Jane Evans from the Barossa Assessment Panel pursuant to Clause 6.5.3 of the Barossa Assessment Panel Terms of Reference; and

(2) Appoint Cr Hurn as the Council Member representative to the Barossa Assessment Panel.

SECONDED Cr Schilling **CARRIED 2022-26/882**

PURPOSE

To accept the resignation of the incumbent Council Member from the Barossa Assessment Panel and to determine how it wishes to respond in relation to the vacancy.

REPORT

Background

The Barossa Assessment Panel is appointed by Council (a designated authority) pursuant to Section 83(1) of the *Planning, Development and Infrastructure Act 2016* (The PDI Act), to carry out its duties and functions as a relevant authority pursuant to Section 83 of the PDI Act.

The PDI Act provides that the membership must comprise not more than five members, only one of which may be a member of a Council. Cr Jane Evans has been appointed as the Council Member for the term of Council and Cr Tony Hurn as the Deputy Council Member, also for the term of Council.

Introduction

Council has received a formal resignation from the incumbent Council Member, Cr Jane Evans on 21st November 2025. As the Council Member, Cr Evans is precluded from interacting with the community in relation to planning matters, due to the potential conflict of interest arising in relation to matters that may come before the Barossa Assessment Panel. Having been appointed as the Deputy Mayor for the final year of the current Council term, Cr Evans wishes to engage more deeply with the community in relation to planning matters.

Discussion

The Panel is invited to consider how it wishes to respond in relation to the vacancy arising from Cr Evans' resignation, noting that the decision shall apply to the duration of the current term of Council. The Panel may:

- Do nothing, noting the current Deputy Council Member, Cr Tony Hurn, can attend meetings as the Council Member pursuant to Clause 4.9.2 of the Barossa Assessment Panel Terms of Reference; or
- Resolve to appoint the Deputy Council Member, Cr Tony Hurn, as the Council Member and to appoint a new Deputy Council Member pursuant to Clause 6.8 of the Barossa Assessment Panel Terms of Reference; or
- Resolve to appoint a new Council Member pursuant to Clause 6.7 of the Barossa Assessment Panel Terms of Reference and retain Cr Tony Hurn as the Deputy Council Member.
- Amend the current membership of the Panel such that a Council Member does not sit on the Panel. This would require a change to the Barossa Assessment Panel Terms of Reference as the Membership in clause 4.1 requires the Panel comprises one member of the Council.

The rational for the resignation of Cr Evans highlights the tension between fulfilling the duties of both a Council Member and a member of the Barossa Assessment Panel.

An induction for new Council members is essential to ensure Council members have a sound understanding of their role and obligations on the Panel. Should a new Council Member be appointed, an induction would be proposed to be held with the new Member at the appropriate time.

Summary and Conclusion
Council is requested to accept the resignation of the incumbent Council Member, Cr Jane Evans from the Barossa Assessment Panel.

Council has four options in how it may respond to the vacancy. It may do nothing for the remainder of the term, it may appoint the Deputy Council Member (Cr Tony Hurn) as the Council Member and appoint a new Deputy Council Member, it may appoint a new Council Member and retain the Deputy Council Member (Cr Tony Hurn) or it may resolve to not have a member of Council on the Panel.

ATTACHMENTS OR OTHER SUPPORTING REFERENCES

Nil

Supporting references
Barossa Assessment Panel Terms of Reference

COMMUNITY PLAN / CORPORATE PLAN / LEGISLATIVE REQUIREMENTS

Community Plan

Our places and spaces enhance the liveability, retain rural and regional character and diversity of our communities.

Strategic Outcome
- Our places are planned, managed, and sustainable.

Corporate Plan

CS15 Land Use and Development - Assessment of development applications for construction, alteration or demolition of buildings, and the division of land and changes in land use.

Legislative Requirements
Planning, Development and Infrastructure Act 2016

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.

An induction for new Council members is essential to ensure members have a sound understanding of their role and obligations to sit on the Panel.

Should a new Council Member be appointed, an induction would be proposed to be held with the new Member at the appropriate time.

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.

Nil

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 is responsible for the costs and other liabilities associated with the activities of the Barossa Assessment Panel. The Panel operates in accordance with a budget allocation to account for remuneration fees for independent members. Council Members do not receive a remuneration.

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.

Nil

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 may wish to retain a Council Member on the Panel to provide for local representation in the decision making process, noting the PDI Act precludes more than one Council Member on the Panel.

COMMUNITY ENGAGEMENT

Nil

7.4.2 <u>SOUTHERN BAROSSA WINERY AND TOURISM DEVELOPMENT - SUBMISSION TO THE MINISTER FOR PLANNING</u>
25/97304

MOVED Cr Angas

That Council endorse the draft submission as tabled to the Minister for Planning in respect to the Southern Barossa Winery and Tourism Development.

SECONDED Cr de Vries **CARRIED 2022-26/883**

PURPOSE

To endorse the draft submission to the Minister for Planning in respect to the Southern Barossa Winery and Tourism Development.

REPORT

Background

The Minister for Planning declared the Southern Barossa Winery and Tourism Development on 8th August 2024. Following the declaration, the Assessment Requirements for the preparation of an Environmental Impact Statement (EIS) were endorsed on 2 May 2025.

The EIS was subsequently released for public exhibition for period of 30 business days from 5 November to 17 December 2025. Council has been invited to make comment on the application pursuant to Section 113(5)(a)(iii) of the *Planning, Development and Infrastructure Act 2016.*

Introduction

This report seeks the Council's endorsement of the draft submission to the Minister for Planning in respect to the Southern Barossa Winery and Tourism Development.

The proposal seeks to establish a five-star tourist accommodation development with conference, function and spa/wellness facilities, a new (relocated and expanded) winery and cellar door, associated horticulture (vineyards) and ancillary works at Lot 102, Hoffnungsthal Road, Williamstown.

In summary, Council has had significant challenges with the development in that it presents strong arguments for support but also as a Council that has unique legislative conditions upon which it has to preserve the character and has listened to many in its community. The draft submission is balanced against improved design and infrastructure outcomes whilst raising long term rural land use policy direction and character.

The draft submission acknowledges the significant scale of the tourist development. While the proposal introduces substantive built form into a locality that is presently devoid of this form of development, the design is responsive to the site and has a low visual impact upon the locality, having regard to the visual impact assessment.

The assumption that there is sufficient demand to sustain multiple major resorts should be further considered, given there is potential for hundreds of new rooms to come online in the Barossa as a result of the proposed Nexus, Oscar, Sandy Creek Resort and this proposal. Transport availability and access to workers are also fundamental issues that warrant further consideration.

Some concerns regarding the combined wastewater and trade waste system are also identified.

If approved, an infrastructure agreement with Council will be essential to facilitate road upgrades required to support the development.

Overall, the draft submission does not object to the development.

Discussion
Staff have undertaken a detailed assessment of the proposed development and prepared the draft submission according to their professional opinion. The comments are largely focused on the hotel component of the development, noting many of the aspects of the development are appropriate and meet standards.

It should be noted the development is not bound to assessment only against the provisions of the Planning & Design Code. The decision is ultimately at the discretion of the Minister and the Minister is required to have regard to the EIS, assessment requirements, public submissions, proponent's response, assessment report as well as:

- Expected environmental, social and economic effects of the development;
- Expected effects of the development on the climate and any proposed measures to mitigate or address those effects;
- Extent to which the expected effects of the development are consistent with the provisions of any relevant State Planning Policy and the Regional Plan.

Further consideration of the proposal is contained below under headings:

The Proposal

The proponent is Strategic Alliance and Commercial Pty Ltd.

The proposal incorporates two main components, being:

- Five star tourist accommodation development up to 150 rooms and 6 storeys in height with conference, function and spa/wellness facilities, restaurant, outdoor event space and car parking.

- Winery cellar door and vineyard comprising relocation and expansion of an existing winery of up to 500 tonnes, tasting room and function space, planting of new vines with total area of vineyard in order of 10-11ha.

The construction investment is expected to be $110 million and will generate 461 full time equivalent (FTE) jobs during construction and 150 FTE jobs during operations to run the hotel and 79 indirect FTE jobs.

Site and Locality

The site of the development is Lot 102, Hoffnungsthal Road, Williamstown, located approximately 3kms south-east of the Lyndoch township. The site is approximately 21.5ha in size and has frontage to Hoffnungsthal Road and Menzel Road. The site is occupied by vineyards and grazing land and is traversed by two watercourses.

The site is situated at the lower reaches of the Barossa Ranges escarpment and is clustered amongst several tourist attractions including Barossa Helicopters and the Lavendar Farm. Access is gained to the site via Lyndoch Valley Road (a Department of Infrastructure and Transport road) to Hoffnungsthal Road (a council road).

The site is located within the Rural Zone under the Planning & Design Code.

Demand for the project

The proposed tourist accommodation resort is stated to fill a known gap in the market for luxury, branded accommodation and is expected to attract new visitor segments, including international guests and conference delegates. The market analysis suggests that even if other approved projects proceed, there will be sufficient demand to sustain multiple providers.

Hotel demand for the project has been assessed on the basis of a Scoping Study undertaken by Hotellerie in 2023, and examined tourism trends, accommodation performance and market gaps in the Barossa. This Scoping Study remains confidential and it is therefore difficult to validate the market analysis regarding demand, especially in relation to the multiple proposals that are currently approved/proposed.

The assumption that there is sufficient demand to sustain multiple major resorts should be further considered, given there is potential for hundreds of new rooms to come online in the Barossa as a result of the proposed Nexus, Oscar, Sandy Creek Resort and this proposal. While competition among proposals is part of ordinary market dynamics, there is a need to avoid oversupply.

Notwithstanding above, it is noted the development of a 4-5 star accommodation product is a priority of the SA Regional Visitor Strategy.

Size of development

The scale of the proposed hotel far exceeds the numerical standard quoted in DPF 6.3 of the Rural Zone of 100m^2 and it is noted this is one of the reasons for the declaration of the development as an Impact Assessed development, given that the project cannot be properly considered under existing pathways (ie. as a code assessed development against the Planning & Design Code). Pursuant to the judgement of *Geber*, resort scaled development should be located in Tourism Development Zones.

Performance Outcome 6.3 of the Rural Zone seeks:

PO 6.3
Tourist accommodation is associated with the primary use of the land for primary production or primary production related value adding industry to enhance and provide authentic visitor experiences.

The proposal will be associated with the use of the land for viticulture, albeit it is substantially larger in scale than anticipated in the Rural Zone.

It is noted the Greater Adelaide Regional Plan (GARP) released on 17th March 2025 proposes a Code Amendment for the Character Preservation District to support local government in pursuing improvements to the Character Preservation District Overlay to reinforce the character values in the Barossa Valley whilst supporting primary industries. In this regard, The Barossa Council is committed to working with the State to undertake the necessary investigations to support this Code Amendment. As part of this work, there is a need to review the criteria for resort scaled development.

The review of the Character Preservation District also has synergies with the proposed action within the GARP to undertake a Code Amendment focused on 'Tourism Development' within wine regions to protect valued landscaped character.

Scale, siting and design

The scale, siting and design of the hotel is one of the most challenging aspects of the proposed development. It is acknowledged the design element in particular is highly subjective and that opinions may differ widely in relation to the acceptability of the architectural design for the site.

The building is proposed to be six storeys in height, set well within the site and below the ridgeline, with the objective of minimising visual prominence. It is noted an amendment to the design has occurred since the original design was conceived to lower the eastern building flank by 3m.

The building is arranged in response to the site's topography, with the building being terraced along the contour lines to preserve existing views and facilitate passive solar access. The architecture adopts a low-profile horizontal massing strategy, utilising natural and locally sourced materials such as timber and stone.

It is noted the building has gone through two rounds of design review with the Office for Design and Architecture SA (ODASA). While the Design Review advice is not provided within the EIS documentation, the EIS notes feedback supports the project's ambition to integrate architecture and landscape site cultural sensitivity, site-specific design and connection to country.

The ODASA comments suggest there are elements of the design that should be further refined to better anchor the hotel within the landscape and to reduce visual dominance. It is considered the overall design is considered to be broadly acceptable but there is opportunity to further respond to ODASA's feedback.

It is noted the proposal includes the preservation of the vineyard frontage together with a strong landscape strategy that incorporates use of vegetated buffers. These elements further seek to limit the visual impact of the hotel in the landscape, in particular, the southern elevation visible to the land upslope at the rear.

In relation to the winery development, the building incorporates articulation in the form of the broken up gable roof forms. This is broadly acceptable. It is noted the development incorporates fire tanks, rainwater tanks and a pump room forward of the building which are prominent and could be re-sited to reduce their visual impact to the street.

Landscape and visual impact assessment

A Landscape and Visual Impact Assessment (LVIA) has been prepared by Landskap that provides an assessment of the suitability of the development in the existing landscape context. The LVIA concludes the proposed hotel will have a low visual impact on the local area noting that:

- Limited public views will occur only along short sections of Hoffnungsthal Road and Menzel Road. Long range views will be extremely limited due to existing vegetation and ridges to the east, south and west of the site.

- The development is set below the skyline and incorporates balanced cut and fill approach.
- Materials will comprise muted colours and low reflective finishes that complement the surrounding landscape;
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The conclusions drawn in the LVIA are considered to be reasonable and reflect the unique siting of this proposal which has relatively limited viewshed impacts due to the position of adjacent ridgelines and which significantly preclude views and generally do not allow views beyond 2km radius.

Character Preservation Act 2012

The site is located within the Character Preservation District established under the *Character Preservation Act 2012*. Section 6 of the Act states that:

6 – Objects

(1) The objects of this Act are –

(a) To recognise, protect and enhance the special character of the district while at the same time providing for the economic, social and physical well being of the community; and
(b) To ensure that activities that are unacceptable in view of their adverse effects on the special character of the district are prevented from proceeding; and
(c) To ensure that future development does not detract from the special character of the district; and
(d) Otherwise to ensure the preservation of the special character of the district.

(2) A person or body involved in the administration of an Act must, in exercising powers and functions in relation to the district, have regard to and seek to further the objects of this Act.

7 – Character values of district

(1) The following character values of the district are recognised:

(a) The rural and natural landscape and visual amenity of the district;
(b) The heritage attributes of the district;
(c) The built form of the townships as they relate to the district;
(d) The viticultural, agricultural and associated industries of the district;
(e) The scenic and tourism attributes of the district.

(2) The character values of the district are relevant to –

(a) Assessing the special character of the district; and
(b) The policies to be developed and applied by any state planning policy and the Planning and Design code under the Planning, Development and Infrastructure Act 2016 in relation to the district.

The Character Values include the rural and natural landscape and visual amenity of the district, the viticultural and associated industries of the district and the scenic and tourism attributes of the district. It is noted the GARP acknowledges tourism is a legislated element of the special character of the Barossa Character Preservation District. The Barossa is internationally recognised for the wine produced and continues to be valued for the authenticity of experience. The GARP further notes the combination of wine and food activities, historic townships, attractive rural landscapes, conservation parks and forest reserves that work together to attract visitors to the district.

The EIS states "*The proponent seeks to embody the tangible and intangible values of the Barossa region through every layer of its design and delivery*". Further, the proposal seeks to respond to these tangible and intangible values through its siting and architectural expression, integrating built form into the rolling hills and preserving ephemeral creek lines. Materials embodied in the development comprise local stone for retaining walls, landscaping and footpaths, timber and earth-toned materials. Horizontal architectural language is proposed to settle the buildings into the land and approximately 10-11ha of vineyard will be retained, revitalised or replanted.

Having regard to the above and the earlier stated commentary regarding the design and landscape visual impact assessment, it is considered the proposal will not have an adverse effect on the special character of the district.

Housing needs for workers

The EIS notes that during construction, the project will support over 460 FTE equivalent jobs across traders, suppliers and professional services. For ongoing operations, it is forecast that the development will employ 150 people.

There is limited consideration within the EIS given to the current shortage of housing availability to cater for the workers during construction and ongoing operations. If workers accommodation is proposed on-site, further details regarding this aspect should be provided for assessment.

Transport services

The proposed development is expected to increase demand for local food, wine, transport and event services, thereby helping to strengthen the broader Barossa economy. Notwithstanding, the EIS is silent on public transport needs and current issues being experienced by visitors regarding lack of transport options and a lack of uptake on ride share platforms such as Uber.

Given the scale of the development, how is it anticipated that demand for transportation to and from the site will be serviced.

Traffic and Access

A Traffic and Access assessment has been prepared by traffic consultants, Cirqa. Early engagement with Council's Infrastructure & Environmental Services Directorate has taken place in relation to necessary upgrades that are required to the road network. These include:

- At the Lyndoch Valley Road and Hoffnungsthal Road intersection – channelised right turn intersection and auxiliary left turn treatment;
- Hoffnungsthal Road and Lindner Road intersection – shoulder widening and sealing for two-way movements;
- Hoffnungsthal Road – recommendation to reduce the speed limit to at least 80km/h;
- Sealing of Menzel Road.

Council's Infrastructure & Environmental Services Directorate suggest the proposed road upgrade works are generally appropriate, subject to entering into an Infrastructure Agreement. In addition, the following comments are identified in the draft submission as it relates to the traffic and access:

- Potential conflict of visitor vehicles and commercial winery operation vehicles (up to articulated vehicles) is undesirable.
- Any tree removal to accommodate the driveway access is subject to separate approval of Council.
- The driveway access point to the tourist accommodation facility should be amended so that it is perpendicular to Menzel Road to minimise potential high speed ingress/egress vehicle movements.
- The proposal to reduce speed limits on Hoffnungsthal Road is subject to Department for Infrastructure and Transport approval.
- Measures should be in place to prevent vehicles larger than 11m rigid from accessing the loading dock.

Integration with trails

The EIS is silent in respect to the opportunity to integrate the development with nearby trails, however, page 2 of the fact sheet released in relation to the consultation states "*Publicly accessible amenities, including a cellar door, restaurant, day spa and walking trails will invite both visitors and residents to engage with the site'*.

Given this, will the proposal integrate with walking trails on public/Council land, such as linkages to the Heysen Trail? If so, further consideration of this matter will be required and agreement with Council.

Environmental Health Matters

In relation to wastewater, the EIS highlights that the proposed wastewater system is subject to approval from SA Health. The following matters should be clarified in relation to the wastewater design:

- The watercourse runs through the position proposed for the ABSORBS bed. Being a lined bed, the 50m mandatory setback may not apply. SA Health should clarify this as part of their assessment;
- More detailed information in relation to the dimensions of the ABSORBS bed should be provided;
- A soil category should be confirmed in relation to the evapotranspiration of the ABSORBS bed;

- More detailed information is needed to enable calculation of the maximum secondary treatment capacity ie. maximum hydraulic load and the maximum organic load for the ABSORBS;
- There are concerns in relation to the collection of wastewater in the storage dam together with trade wastewater. The wastewater irrigation area should be separated from the trade wastewater irrigation areas. The soil category for the wastewater irrigation areas also needs to be confirmed and there are restrictions on-site due to watercourses which do not appear to have been fully considered in the report.
- Council does not typically approve water balancing methods as they are not generally accepted in South Australia.

If approved, the wastewater system should be subject to a full assessment by SA Health and the Environment Protection Authority pursuant to the *SA Public Health Act 2011* and *Environment Protection Act 1993* and appropriate approval granted.

A food safety review will be necessary in relation to the proposed restaurant for the hotel. Detailed layout of the restaurant areas will be required to ensure that these areas comply with Food Safety Standards under the *Food Act 2001*. In addition, the public pool and spa will need to be registered.

Summary and Conclusion

Council is requested to endorse the draft Submission contained in *Attachment 1* to the Minister for Planning in respect to the Southern Barossa Winery and Tourism Development.

At the close of the consultation period, all submissions will be provided to the proponent for consideration and response. An assessment report will be prepared for the Minister for Planning who will make a decision in respect to the proposal.

A further report will be brought back to Council at that time to inform Council of the final decision.

ATTACHMENTS OR OTHER SUPPORTING REFERENCES

Attachment 1 Draft Submission to Minister for Planning - Southern Barossa Winery and Tourism Development

Supporting references

Southern Barossa Winery and Tourist Accommodation Project | PlanSA

Southern Barossa Winery and Tourist Accommodation Project – Environmental Impact Statement | YourSAy

COMMUNITY PLAN / CORPORATE PLAN / LEGISLATIVE REQUIREMENTS

Community Plan

Our Community

Creating a safe and connected community where people have access to sustainable services and service levels and infrastructure they need and feel a sense of belonging.

Strategic Outcome

- We have a healthy respect for our diversity, character and history and are welcoming and supportive of all people.

Our Environment

Supporting a sustainable Barossa.

Strategic Outcome

- We support actions that manage our environment for future generations.

Our Places

Our places and spaces enhance the liveability, retain rural and regional character and diversity of our communities.

Strategic Outcome

- Our places are planned, managed, and sustainable.

Legislative Requirements

Planning, Development and Infrastructure Act 2016

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.

   If approved, an infrastructure agreement with Council will be essential to facilitate road upgrades required to support the development.

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 EIS has considered in detail the environmental effects of the development and notes the following:

   - Native vegetation on the site will be retained;
   - Rehabilitation of the watercourse through removal of pest species, planting of native vegetation and erosion management;
   - Landscaping strategy focused on achieving amenity and aesthetics, screening while managing bushfire;
   - Extension of the distribution main to meet water supply needs;
   - Connection to the 150mm Barossa Infrastructure Limited recycled water main for non-potable irrigation needs.

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.

The construction investment is declared at $110 million and the modelled annual total output of approximately $61.62 million.

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.

During construction, the project will support over 460 full-time equivalent jobs across trades, suppliers and professional services. Ongoing, it is forecast that the development will employ 150 people.

The draft submission highlights there is limited consideration given to the current shortage of housing availability to cater for the workers during construction and ongoing operations.

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.

The proponent suggests the consequences of the project not proceeding would represent not only a short-term economic setback but also a long-term missed opportunity to reinforce the Barossa's reputation as a premier destination and support broader regional development objectives.

Some views in the community suggest the proposal will threaten the Barossa's reputation as a premier destination by diluting the Barossa's premium reputation and undermining the long-term sustainability of the region's tourism sector.

COMMUNITY ENGAGEMENT

The Environmental Impact Statement was released for public exhibition for a period of 30 business days from 5 November to 17 December 2025. A Yoursay page was established with the EIS, fact sheets, FAQ and survey available. In addition, an in-person information session was held at Barossa Park on Thursday 27 November 2025 and an online information session on 3 December 2025.

8. CONFIDENTIAL REPORTS

8.1 Office of the Mayor and CEO

8.1.1 CONCORDIA LAND DEVELOPMENT - PRUDENTIAL MANAGEMENT REPORT - INITIAL REPORT AND SOCIAL INFRASTRUCTURE DEED WITH SUPPORTING LAND MANAGEMENT AGREEMENT AND FINANCIAL MODEL
25/97158

There is strong public interest in enabling members of the public to observe Council's transparent and informed decision-making. This helps to ensure accountability, maintain transparency of public expenditure, facilitate public participation, assist public awareness and allow for the scrutiny of information. Attendance at a Council meeting is one means of satisfying this interest. The public will only be excluded from a Council meeting when the need for confidentiality pursuant to Section 90(2) of the Act outweighs the public interest of open decision-making.

In this matter, the reasons that receipt, consideration or discussion of the information or matter in a meeting open to the public would be contrary to the public interest are that it contains information that is subject to a non-disclosure agreement and related to ongoing negotiations with third parties to enter into arrangements for the management of social infrastructure.

On balance, the above reason which supports the need for confidentiality pursuant to Section 90(2) of the Act outweighs the factors in favour of the public interest of open decision-making.

MOVED Cr Greatwich

That Council:

(1) Under the provisions of Section 90(2) of the *Local Government Act 1999*, make an order that the public be excluded from the meeting with the exception of the Chief Executive Officer, Director Corporate Services, Strategy and Innovation, Director Development and Community Services, Acting Director Infrastructure and Environmental Services, Senior Strategy Advisor and the Minute Secretary, in order to consider in confidence a report relating to being information that must be considered in confidence pursuant to:

Section 90(3)(b) of the *Local Government Act 1999:*

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; and

Section 90(3)(g) of the *Local Government Act 1999:*

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;

(2) Accordingly, on this basis, Council is satisfied that public interest in conducting meetings in a place open to the public has been outweighed by the need to keep the information and discussion confidential in order that contains information that is subject to a non-disclosure agreement and related to ongoing negotiations with third parties to enter into arrangements for the management of social infrastructure.

SECONDED Cr de Vries **CARRIED CO 2022-26/884**

The meeting moved into confidence at 6:44pm

MOVED Cr de Vries

That Council having reviewed the financial modelling, Social Infrastructure Deed and supporting Land Management Agreement, Risk management schedule and Prudential Management Report:

(1) Confidential Resolution.

(2) Confidential Resolution.

(3) Confidential Resolution.

(4) Having considered this matter in confidence under Sections 90(2) and 90(3)(b) and (g) of the *Local Government Act 1999,* makes an order pursuant to Section 91(7), that the minutes, agenda report and attachments other than the minutes relating to this confidentiality order of the Confidential Council Meeting held on 16 December 2025 in relation to item 8.1.1 Concordia Land Development - Prudential Management Report - Initial Report and Social Infrastructure Deed be kept confidential and not available for public inspection and authorise the Chief Executive Officer to review and revoke the order.

SECONDED Cr Troup **CARRIED CO 2022-26/885**

Resumption of open council meeting at 6:45pm

8.1.2 SUPREME COURT CASE MATTER - QUARTERLY UPDATE
25/97423

There is strong public interest in enabling members of the public to observe Council's transparent and informed decision-making. This helps to ensure accountability, maintain transparency of public expenditure, facilitate public participation, assist public awareness and allow for the scrutiny of information. Attendance at a Council meeting is one means of satisfying this interest. The public will only be excluded from a Council meeting when the need for confidentiality pursuant to Section 90(2) of the Act outweighs the public interest of open decision-making.

In this matter, the reasons that receipt, consideration or discussion of the information or matter in a meeting open to the public would be contrary to the public interest are that it contains information that is related to the Supreme Court Case between Councils and TTEG.

On balance, the above reason which supports the need for confidentiality pursuant to Section 90(2) of the Act outweighs the factors in favour of the public interest of open decision-making.

MOVED Cr Greatwich

That Council:

(1) Under the provisions of Section 90(2) of the *Local Government Act 1999*, make an order that the public be excluded from the meeting with the exception of the Chief Executive Officer, Director Corporate Services, Strategy and Innovation, Director Development and Community Services, Acting Director Infrastructure and Environmental Services and the Minute Secretary, in order to consider in confidence a report relating to being information that must be considered in confidence pursuant to:

Section 90(3)(i) of the *Local Government Act 1999:*

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;

(2) Accordingly, on this basis, Council is satisfied that public interest in conducting meetings in a place open to the public has been outweighed by the need to keep the information and discussion confidential in order that it contains information that is related to the Supreme Court Case between Councils and TTEG.

SECONDED Cr Evans **CARRIED CO 2022-26/886**

THE MEETING MOVED INTO CONFIDENCE AT 6:46PM

MOVED CR DE VRIES

THAT COUNCIL:

(1) CONFIDENTIAL RESOLUTION.

(2) HAVING CONSIDERED THIS MATTER IN CONFIDENCE UNDER SECTIONS 90(2) AND 90(3)(I) OF THE *LOCAL GOVERNMENT ACT 1999,* MAKES AN ORDER PURSUANT TO SECTION 91(7), THAT THE MINUTES, AGENDA REPORT AND ATTACHMENTS OTHER THAN THE MINUTES RELATING TO THIS CONFIDENTIALITY ORDER OF THE CONFIDENTIAL COUNCIL MEETING HELD ON 16 DECEMBER 2025 IN RELATION TO ITEM 8.1.2 SUPREME COURT CASE MATTER - QUARTERLY UPDATE BE KEPT CONFIDENTIAL AND NOT AVAILABLE FOR PUBLIC INSPECTION AND AUTHORISE THE CHIEF EXECUTIVE OFFICER TO REVIEW AND REVOKE THE ORDER.

SECONDED CR GREATWICH **CARRIED CO 2022-26/887**

RESUMPTION OF OPEN COUNCIL MEETING AT 6:51PM

9. URGENT OTHER BUSINESS

Nil

10. NEXT MEETING

Tuesday 27 January 2026 at 5:30pm

11. CLOSURE

Mayor Lange declared the meeting closed at 6:51pm.

Confirmed at Council Meeting on 27 January 2026

Date:..... Mayor:.....

Reference:

17 November 2025

Attention: Minister for Planning
c/- Mr Robert Kleeman
Manager – Crown and Impact Assessment
Department for Housing and Urban Development

By email: spcreps@sa.gov.au

Dear Hon Minister Champion MP,

Strategic Alliance EIS Submission

Thank you for the requesting Council's comment in relation to the Southern Barossa Winery and Tourism Accommodation project pursuant to Section 113(5)(a)(iii) of the *Planning, Development and Infrastructure Act 2016.*

This submission provides Council's considered opinion in relation to the proposed development and provides detailed comments under key headings.

Summary

In summary, Council has had significant challenges with the development in that it presents strong arguments for support but also as a Council that has unique legislative conditions upon which it has to preserve the character and has listened to many in its community, the overall submission is balanced against improved design and infrastructure outcomes whilst raising long term rural land use policy direction and character.

The comments are largely focused on the hotel component, however, raise that no matter your decision and with community input and work Council is undertaking in 2026 clear character policy with the Planning and Design Code in partnership with your commitment in the Greater Adelaide Regional Plan (GARP) to address these issues in 2027.

We welcome the opportunity to make comment and outline caution in your decision making to ensure the balance of development and character is maintained.

This submission acknowledges the significant scale of the tourist development. While the proposal introduces substantive built form into a locality that is presently devoid of this form of development, the design is responsive to the site and has a low visual impact upon the locality.

The assumption that there is sufficient demand to sustain multiple major resorts should be further considered, given there is potential for hundreds of new rooms to come online in the Barossa as a result of the proposed Nexus, Oscar, Sandy Creek Resort and this proposal. Transport availability and access to workers are also fundamental issues that warrant further consideration.

Some concerns regarding the combined wastewater and trade waste system are also identified as well as in relation to the bushfire hazard assessment.

If approved, an infrastructure agreement with Council will be essential to facilitate road upgrades required to support the development.

Demand for the project

The proposed tourist accommodation resort is stated to fill a known gap in the market for luxury, branded accommodation and is expected to attract new visitor segments, including international guests and conference delegates. The market analysis suggests that even if other approved projects proceed, there will be sufficient demand to sustain multiple providers.

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(c) To ensure that future development does not detract from the special character of the district; and
(d) Otherwise to ensure the preservation of the special character of the district.

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(b) The heritage attributes of the district;
(c) The built form of the townships as they relate to the district;
(d) The viticultural, agricultural and associated industries of the district;
(e) The scenic and tourism attributes of the district.

(2) The character values of the district are relevant to –

(a) Assessing the special character of the district; and
(b) The policies to be developed and applied by any state planning policy and the Planning and Design code under the Planning, Development and Infrastructure Act 2016 in relation to the district.

The Character Values include the rural and natural landscape and visual amenity of the district, the viticultural and associated industries of the district and the scenic and tourism attributes to the district. It is noted the GARP acknowledges tourism is a legislated element of the special character of the Barossa Character Preservation District. The Barossa is internationally recognised for the wine produced and continues to be valued for the authenticity of experience. The GARP further notes the combination of wine and food activities, historic townships, attractive rural landscapes, conservation parks and forest reserves that work together to attract visitors to the district.

The EIS states "*The proponent seeks to embody the tangible and intangible values of the Barossa region through every layer of its design and delivery*". Further, the proposal seeks to respond to these tangible and intangible values through its siting and architectural expression, integrating built form into the rolling hills and preserving ephemeral creek lines. Materials embodied in the development comprise local stone for retaining walls, landscaping and footpaths, timber and earth-toned materials. Horizontal architectural language is proposed to settle the buildings into the land and approximately 10-11ha of vineyard will be retained, revitalised or replanted.

Bushfire Hazard

The site is located within a Hazards (Bushfire – High Risk) Overlay under the Planning and Design Code.

The EIS is accompanied by a Bushfire Risk Assessment and Bushfire Emergency Management Plan, prepared by SA Bushfire Solutions. The Bushfire Risk Assessment recommends the site be closed on declared days of 'Catastrophic Fire Danger. The EIS adopts this recommendation meaning guests would need to find alternative arrangements for accommodation on such days. The EIS provides no details on how this will be administered in practice.

An error is also contained in the Bushfire Ris Assessment. Figure 15 shows a map of a site located in the south-east (Naracoorte) which is not relevant to the development. The topography of the site is also described under Section 9.4 of the report as being "*flat and slightly undulating in places, with average slopes less than three (3) degrees (refer to Figure 15)*". It is unclear to what extent this error has been taken into account within the bushfire risk assessment.

Housing needs for workers

The EIS notes that during construction, the project will support over 460 full time equivalent jobs across traders, suppliers and professional services. For ongoing operations, it is forecast that the development will employ 150 people.

There is limited consideration within the EIS given to the current shortage of housing availability to cater for the workers during construction and ongoing operations. If workers accommodation is proposed on-site, further details regarding this aspect should be provided for assessment.

Transport services

The proposed development is expected to increase demand for local food, wine, transport and event services, thereby helping to strengthen the broader Barossa economy. Notwithstanding, the EIS is silent on public transport needs and current issues being experienced by visitors regarding lack of transport options and a lack of uptake on ride share platforms such as Uber.

Given the scale of the development, how is it anticipated that demand for transportation to and from the site will be serviced.

Traffic and Access

A Traffic and Access assessment has been prepared by traffic consultants, Cirqa. Early engagement with Council's Infrastructure & Environmental Services Directorate has taken place in relation to necessary upgrades that are required to the road network. These include:

- At the Lyndoch Valley Road and Hoffnungsthal Road intersection – channelised right turn intersection and auxiliary left turn treatment;
- Hoffnungsthal Road and Lindner Road intersection – shoulder widening and sealing for two-way movements;
- Hoffnungsthal Road – recommendation to reduce the speed limit to at least 80km/h;
- Sealing of Menzel Road.

The proposed road upgrade workers are considered to be generally appropriate, subject to entering into an Infrastructure Agreement with Council. In addition, the following comments are identified:

- Potential conflict of visitor vehicles and commercial winery operation vehicles (up to articulated vehicles) is undesirable.
- Any tree removal to accommodate the driveway access and any road upgrade works is subject to separate approval of Council.
- The driveway access point to the hotel should be amended so that it is perpendicular to Menzel Road to minimise potential high speed ingress/egress vehicle movements.

- The proposal to reduce speed limits on Hoffnungsthal Road is subject to Department for Infrastructure and Transport approval.
- Measures should be in place to prevent vehicles larger than 11m rigid from accessing the loading dock.

Integration with Trails

The EIS is silent in respect to the opportunity to integrate the development with nearby trails, however, page 2 of the fact sheet released in relation to the consultation states "*Publicly accessible amenities, including a cellar door, restaurant, day spa and walking trails will invite both visitors and residents to engage with the site*".

Given this, will the proposal integrate with walking trails on public/Council land, such as linkages to the Heysen Trail? If so, further consideration of this matter will be required and agreement with Council.

Environmental Health matters

In relation to the wastewater, the EIS highlights that the proposed wastewater system is subject to approval from SA Health. The following matters should be clarified in relation to the wastewater design:

- The watercourse runs through the position proposed for the ABSORBS bed. Being a lined bed, the 50m mandatory setback may not apply. SA Health should clarify this as part of their assessment.
- More detailed information in relation to the dimensions of the ABSORBS bed should be provided.
- A soil category should be confirmed in relation to the evapotranspiration of the ABSORBS bed.
- More detailed information is needed to enable calculation of the maximum secondary treatment ie. maximum hydraulic load and the maximum organic load for the ABSORBS.
- There are concerns in relation to the collection of wastewater in the storage dam together with trade wastewater. The wastewater irrigation area should be separated from the trade wastewater irrigation areas. The soil category for the wastewater irrigation areas also needs to be confirmed and there are restrictions on-site due to watercourses which do not appear to have been fully considered in the report.
- Council does not typically approve water balancing methods as they are not generally accepted in South Australia.

If approved, the wastewater system should be subject to a full assessment by SA Health and the Environment Protection Authority pursuant to the *SA Public Health Act 2011* and *Environment Protection Act 1993* and appropriate approval granted.

A food safety review will be necessary in relation to the proposed restaurants. Detailed layout of the restaurant areas will be required to ensure that these areas comply with Food Safety Standards under the *Food Act 2001*. In addition, the public pool and spa will need to be registered.

Conclusion

The proposal has garnered significant community interest and alternative viewpoints and that is acknowledged by Council. The Council believes there are challenges with the proposal scale and other matters raised in our submission and those of others in the community that require further review and analysis by advisors to the decision maker and to ensure alignment with the Objectives of the Character Preservation Act 2012.

Thank you again for the opportunity to provide comment in relation to the Southern Barossa Winery and Tourism Accommodation project.

Should you wish to discuss this matter further, please contact Aaron Curtis, Senior Manager – Development Services, acurtis@barossa.sa.gov.au or 8563 8492.

Yours faithfully

Mayor Bim Lange