

NOTICE OF COUNCIL MEETING

Pursuant to the provisions of section 84 (1) of the
Local Government Act 1999

The Special Meeting of the



will be held

by electronic means

on

Thursday 12 August 2021 at 7.30pm

A handwritten signature in black ink, appearing to be "J. Miller", is positioned above the name of the Chief Executive Officer.

James Miller

CHIEF EXECUTIVE OFFICER

In light of the ongoing COVID-19 public health emergency, and pursuant to section 302B of the Local Government Act 1999 and the Electronic Participation in Council Meetings Notice (No 1) 2020, **public access to all Council and Committee meetings will be facilitated via live stream on Council's YouTube channel.**

On the day of the meeting, a direct link to the live stream will be displayed on the homepage of Council's website www.apc.sa.gov.au

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Nil

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 Adelaide Plains Council	4.1	Gawler River Floodplain Management Authority Draft Strategic Plan 2021-2026
	Department: Report Author:	Governance and Executive Office Chief Executive Officer
Date: 12 August 2021	Document Ref:	D21/35565

OVERVIEW

Purpose

The purpose of this report is to provide to the elected body a copy of the draft Gawler River Floodplain Management Authority (GRFMA) Strategic Plan 2021-2026 for information and obtain resolutions from Council in relation to the draft document's direction.

Background

Mr Jeff Tate of Jeff Tate Consulting has been engaged by the GRFMA to undertake the development of the GRFMA Strategic Plan 2021-2026. With the draft Strategic Plan 2021-2026 having been considered by the Board at its most recent meeting and considered appropriate for release to constituent councils, it is now for Council to determine what, if any, comments it wishes to make in relation to the draft Plan.

Provided for as **Attachment 1** is a copy of the draft Strategic Plan 2021-2026 for elected members' reference.

Discussion

The draft Strategic Plan 2021-2026 is set out as follows:

1. *About the GRFMA* (background and context)
2. *About this Strategic Plan* (purpose, key influences, strategic direction, themes and objectives, priority actions)
3. *Our Priority Actions* (across three themes and a number of priority actions)

Key matters for the consideration this Council fall under Part 3 of the draft Plan, namely *Our Priority Actions*. Within it are three distinct themes, being:

Theme 1 – Plan, design, build and maintain physical flood mitigation infrastructure

Theme 2 – Develop and evolve key relationships

Theme 3 – Ensure good governance and ongoing financial sustainability

The resultant proposed priority actions are then listed below each of the overarching themes and appear on pages 7-11 of the draft Plan.

Adelaide Plains Council Position Statement

Adelaide Plains Council has acted strategically and with foresight since the October 2016 floods with a raft of motions put to the Board throughout 2017 and 2018 seeking to advance all-of-catchment stormwater management plans and charter reviews that deal with member council contributions, only for those motions to be LOST.

Provided for below is a copy of those resolutions for members' interest.

<i>GRB 17/017 Motion on Notice. Review of GRFMA Charter</i>

Comments from members in speaking to and against the motion included.

The proposed \$27 Million Northern Floodway project is a key matter which has initiated this motion. At this time, no council has and nor is any council likely to include any of the relevant council funding contribution in their 2017/18 budget estimates. On current cost estimates most councils do not have financial capacity to fund the proposal.

It is a proposal at the moment and further details on what the actual project entails and the funding parameters needs to be clarified. Also, the Northern Floodway option is not seen as the only solution by constituent councils and there is strong support for a whole of Gawler River 20 ARI and 100 ARI Floodplain management approach.

Review of the constitution to "change" the contribution funding formulae at this time may not necessarily be the best option or only option as clause 10.7 of the GRFMA Charter provides opportunity for future consideration.

Clause 10.7 "The Board on behalf of the Authority may enter into separate funding arrangements with Constituent Councils and with any State or Federal Government or their agencies in respect of any project undertaken or to be undertaken by or on behalf of the Authority".

Moved: Cr Lawrence Seconded: Cr Picard

That the Gawler River Floodplain Management Authority, having considered the merits or otherwise of advancing a review of its Charter, hereby formally resolves to commence a review of its Charter with a particular focus on the percentage rate contributions for each constituent council. With floodplain mitigation infrastructure currently being investigated and subsequently costed, a review of the Charter is timely insofar as infrastructure costs not unduly influencing the review; effectively the review process remains unfettered. In consideration of advancing the review prior to infrastructure and cost analysis work concluding, the GRFMA believe it appropriate that all constituent councils are firmly made aware of their percentage rate contributions (revised or otherwise) as early as possible and prior to negotiations taking place with both State and Federal Government, particularly as some member councils comprise a small ratepayer base and have a limited capacity to pay.

LOST

Moved: M J Miller. Seconded: Cr M Lawrence.

That the GRFMA act strategically, with due diligence and consistent with principles of corporate and financial governance in its approach to future flood mitigation responsibilities being an approach and direction that will achieve a holistic rather than a 'project by project' approach to flood mitigation for the benefit of the constituent councils and their communities. This strategic approach requires the GRFMA, as a priority and, consistent with the principles and objectives of Schedule 1A to the Local Government Act 1999, to develop a Stormwater Management Plan and to obtain the approval of the Stormwater Management Authority. The preparation of a Stormwater Management Plan to be followed by a review of the GRFMA Charter, the development of a long term financial plan and the consequent update of the business plan all of which will ensure that all constituent councils are able to forward plan with clarity and certainty.

LOST

Disappointingly, failure to act decisively some four years ago has cost the subsidiary considerable time when, in all reality, much of the strategic planning could well have been completed some time ago with on-ground priority projects being delivered as we speak.

Notwithstanding, the draft Strategic Plan 2021-2026 is now before Council for comment and to that end, it is timely to reflect on resolutions adopted by Council as we look to provide comment back to the Board for its consideration.

Perhaps the most relevant resolution of Council which is pertinent in our review of the draft Strategic Plan 2021-2026 is the resolution adopted at Council's 24 May 2021 ordinary meeting (see below) which called for the GRFMA's focus to be restricted to the management and maintenance of the Bruce Eastick Dam:

21.1 *Gawler River Floodplain Management Authority – Issues Overview and State of Play*

Moved Councillor Lush Seconded Councillor Strudwicke 2021/ 207

“that Council, having considered Item 21.1 – Gawler River Floodplain Management Authority – Issues Overview and State of Play, dated 24 May 2021:

1. Expresses disappointment in decisions/inaction of the GRFMA Board since 2017 relative to:

- a. failure to act strategically since the October 2016 floods in the preparation of a Strategic Plan, Infrastructure and Asset Management Plan and Long Term Financial Plan, all of which would inform constituent councils' strategic planning documentation;***
- b. failure to accede to APC's proposed motion to pursue an all of catchment Stormwater Management Plan***

which, if agreed to at the time, would now have resulted in delivery of same and a suite of priority projects to pursue; and

- c. failure to accede to APC's proposed motion to pursue a Charter Review which, if agreed to at the time, would now have resulted in constituent councils fully understanding their respective contributions to new flood mitigation infrastructure;*
- 2. Expresses concerns regarding the development of an abridged Stormwater Management Plan (not all of catchment) as well as the ongoing delivery of the State Government's four 'No Regrets' projects and what these initiatives, opposed by APC, will mean from a financial contribution perspective;*
- 3. Reinforces its position that the GRFMA ought to return to a singular focus, that being the management and maintenance of the Bruce Eastick Dam; and*
- 4. In consideration of 1 to 3 above, instructs the Chief Executive Officer to formally write to the Chair and Executive Officer of the GRFMA requesting that the focus of the Authority be restricted to the management and maintenance of the Bruce Eastick Dam."*

CARRIED UNANIMOUSLY

Summary and Conclusion

The Chief Executive Officer commends the work of Mr Tate in presenting this body of work back constituent councils for comment. Navigating the wishes and aspirations of the Board and its six constituent councils would be a difficult assignment, however, it should not go unnoticed that a majority of the draft Plan accords with a number of adopted policy positions of APC.

Indeed, the draft document talks of the need to '*...develop and evolve key relationships*' as well as '*...ensuring good governance and ongoing financial sustainability*' – all philosophies that we have been steadfast on and unwavering in our support.

While themes 2 and 3, on the face of it, appear sound, it is theme 1 that cuts across Council's recently adopted policy position, namely that the subsidiary ought to be restricted to the management and maintenance of the Bruce Eastick Dam.

It is with this in mind that Council's position ought to mirror that previously endorsed on 24 May 2021 and it is with this in mind that the below recommendation is provided for elected members' consideration.

RECOMMENDATION

“that Council, having considered Item 4.1 – *Gawler River Floodplain Management Authority Draft Strategic Plan 2021-2026*, dated 12 August 2021, receives and notes the report and in doing so:

- 1. Acknowledges the extensive body of work undertaken by Jeff Tate Consulting in the preparation of the draft Gawler River Floodplain Management Authority Strategic Plan 2021-2026.**
- 2. Extends our appreciation to both Mr Jeff Tate and the GRFMA for the opportunity to provide comment on the draft Strategic Plan 2021-2026.**
- 3. Commends the thrust and direction envisaged under Themes 2 and 3 which point to developing and evolving key relationships and ensuring good governance and ongoing financial sustainability.**
- 4. Expresses concerns surrounding Theme 1 which point to designing, building and maintaining physical flood mitigation infrastructure for the reasons set out in resolution 2021/207.”**

Attachments

1. Gawler River Floodplain Management Authority – Draft 2021-2026 Strategic Plan

References

Legislation

Local Government Act 1999

Council Policies/Plans

Strategic Plan 2021-2024

2021/2022 Annual Business Plan and Budget

Gawler River Floodplain Management Authority

DRAFT CONTENT FOR STRATEGIC PLAN 2021 - 2026

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Version control:

20 May 2021 20210520 GRFMA SP workshop attendees' draft

30 May 2021 20210530 GRFMA SP Board Draft 1 for targetted Board member consideration

7 June 2021 20210607 GRFMA SP Board Meeting Draft (this version)

First nations acknowledgement

The Gawler River Floodplain Management Authority acknowledges that our Constituent Councils and its current and future infrastructure are located on the traditional country of the Kurna, Ngadjuri, and Peramangk people and pays respect to Elders past and present.

We recognise and respect their cultural heritage, beliefs, and relationship with the land. We acknowledge that they are of continuing importance to the Kurna, Ngadjuri, and Peramangk people living today.

We also extend that respect to other First Nations people.

1. ABOUT THE GAWLER RIVER FLOODPLAIN MANAGEMENT AUTHORITY

The Gawler River Floodplain Management Authority (GRFMA) is a single purpose regional subsidiary formed under s43 of the *Local Government Act 1999* in 2002. Constituent Councils are Adelaide Hills Council, Adelaide Plains Council, The Barossa Council, Town of Gawler, Light Regional Council, and the City of Playford. The primary focus of the Authority is on flood mitigation for the Gawler River which has a long history of flooding, causing damage to private and publicly owned properties.

A Board comprising an independent chair and two members (one being an Elected Member and one being a staff member, with deputy members also appointed when the member is unable to attend meetings) from each Constituent Council is the governing body for the Authority. There is also a Technical Advisory Panel and an Audit and Risk Committee.

Budget revenue is sourced from predetermined “formulae based” financial contributions by the six Constituent Councils, and external funding opportunities.

A part-time contract Executive Officer and part-time contract administrative person are the only ongoing personnel resources, assisted from time to time by staff from the Constituent Councils.

INFOGRAPHIC TO BE INSERTED HERE - MAP OF CATCHMENT, ACHIEVEMENT PROJECTS, SPECIFIC SITES, GENERAL COMMENTARY OF FLOODING RISK ETC

Previous achievements for inclusion

- Construction of the flood control Dam on the North Para (Bruce Eastick North Para Flood Mitigation Dam) in 2007.
- Facilitated Gawler River Open Space Strategy 2008.
- Modification of the South Para Reservoir Dam and spillway in 2012.
- Extensive flood mapping and hydrology reports facilitated.
- Completed the Gawler River 2016 Flood Review.

Strategic projects either underway or planned, including immediate priorities for GRFMA for inclusion

- Deliver the Lower Gawler River flood mitigation measures.
- Commenced the Gawler River Stormwater Management Plan .
- Finalising Gawler River Flood Mitigation Planning (GRUMP).
- Partnering with the SA Government to deliver the 2021/2022 State Budget Gawler River Flood Mitigation initiatives (SA Government funding allocation of \$9m over three years).

2. ABOUT THIS STRATEGIC PLAN

This Strategic Plan has been developed by the GRFMA Board to guide its activities and also communicate its strategic directions and priority actions for the period 2021 to 2026, as well as matters for consideration beyond 2026 (nominally 2036). It follows a flow from **PURPOSE** to consideration of **KEY INFLUENCES** on the Authority's activities, to **STRATEGIC DIRECTIONS** to be followed, to **PRIORITY ACTIONS** aimed at achieving **OBJECTIVES** that support the strategic directions, grouped under three **THEMES**. The flow is described in the following diagram.



Roles

Councils and subsidiary bodies can have different roles depending on legislative requirements and other considerations. The following table provides a broad outline of potential roles.

Role	Description
No role	There is no identified role for the organisation.
Information channel	Information about a service or activity of other bodies is channelled by the organisation through, for example, links to the websites of those bodies.
Advocate	The organisation may advocate to another government (or other organisation) for certain things to happen.
Facilitator	A step further from advocacy where the organisation may join with other parties to work out a solution to an issue affecting the area.
Agent	Typically, this would involve the organisation delivering a service, funded by a government agency, that is, or likely to be regarded as, the responsibility of another government.
Part funder	The organisation either provides funding to another body to meet part of the cost of that body providing a function/service activity, or receives funding from another body (usually a government agency) to meet part of the cost of the organisation delivering the function/service activity.
Asset owner	As the owner (or custodian) of an asset, the organisation has responsibility for capital, operating and maintenance costs.
Regulator	The organisation has a legislated regulatory role for which it is required to fund from its own resources.
Service provider	The full cost (apart from fees for cost recovery, government grants etc) of a service or activity is met by the organisation.

Most relevant to the Authority are the bolded roles of **Advocate**, **Facilitator**, and **Asset Owner** given the (poorly defined) shared responsibility between Local and State Government for flood mitigation. The priority actions in the Strategic Plan each include a role for the Authority which should be read in conjunction with the above table. Also included for each priority action is a description of Why the action is to be taken, How and When it will be undertaken, and by Whom.

Measuring and monitoring performance against the Plan

Performance measures, set out under each theme in the Strategic Plan, will assist in monitoring achievement of the stated objectives. Progress against the Plan will be reported annually in the Board's annual report.

Reviewing the Plan

Although the Plan has been developed for a five year horizon, things can change quickly. The Strategic Plan will be reviewed after the Gawler River Stormwater Management Plan is completed to make any adjustments required as a result of that plan and annually thereafter at a Board workshop to refresh it as required.

3. THE PLAN

OUR PURPOSE

The Authority is a separate legal entity that operates in accordance with a Charter agreed by all six Constituent Councils. Our purpose is set out in clause 3 of the Charter:

*The Authority has been established for the purpose of coordinating the planning, construction, operation and maintenance of **flood mitigation infrastructure for the Gawler River**, and for the following functions:*

3.1.1 to raise finance for the purpose of developing, managing and operating and maintaining works approved by the Board;

3.1.2 to provide a forum for the discussion and consideration of topics relating to the Constituent Councils' obligations and responsibilities in relation to management of flooding of the Gawler River;

3.1.3 to advocate on behalf of the Constituent Councils and their communities where required to State and Federal Governments for legislative policy changes on matters related to flood mitigation and management and associated land use planning with Gawler River flood mitigation;

3.1.4 to facilitate sustainable outcomes to ensure a proper balance between economic, social, environmental, and cultural considerations; and

3.1.5 to provide advice as appropriate to the Constituent Councils in relation to development applications relevant to the Authority's roles and functions.

As can be seen from the wording in the Charter, the Authority's primary focus is on flood mitigation infrastructure for the Gawler River and all other functions listed in clause 3 are subsidiary to that purpose.

KEY INFLUENCES

Numerous factors have a significant influence on the operations of the Authority. These include:

- Arrangements for managing stormwater in South Australia are very complicated, reflecting incremental changes over time in legislation, guidelines, structures, and funding arrangements. For the Authority, specific concerns are:
 - There is no clear definition of the responsibilities of levels of government for managing stormwater.
 - Floodplain management is not well recognised in the current framework for stormwater management.
 - Responsibilities for different aspects of managing the Gawler River sit with various (mostly SA Government) agencies, yet there is no overarching structure, body, or plan to ensure an integrated approach to managing it.
 - Most of the Gawler River is located on private land (a common situation in South Australia) which restricts the ability of the Authority (and other bodies) to carry out its functions.

- The extent and cost of flood mitigation works required and the limited external funding available.
- The effects of flooding on intensive food production and residential properties on the Northern Adelaide Plains.
- Impacts of climate change on the timing, frequency, and volumes of flows into the River.
- Changes in stormwater flows and the risks of flooding associated with new residential development in the Gawler River catchment.
- The level of community understanding of the risks of flooding and how individuals can reduce the risks.
- Signs of growing interest in the concept of water cycle management with greater integration of different aspects of water management, including stormwater and floodwater.
- Differences in perspectives and priorities between upstream and downstream Constituent Councils in relation to beneficiaries, funding arrangements, and priorities.
- The limited resource base of the Authority, which is supplemented on an ad-hoc basis through partnering with Constituent Councils.

OUR STRATEGIC DIRECTION

Consistent with our purpose, we will focus on planning for, building, and maintaining physical infrastructure that helps to mitigate the impacts of flooding in the Gawler River. Completion of the Stormwater Management Plan for the Gawler River early in the life of this Strategic Plan is an important step in that regard.

To assist with achieving that purpose, we will also:

- Monitor and respond to new information about climate change and hydrological influences.
- Seek improved funding arrangements for stormwater and floodplain management for the Gawler River and in South Australia generally.
- Contribute to strategic public agency discussions that may lead to better arrangements for an integrated approach to water management in the Gawler River and wider catchment.
- Annually consider our performance to ensure we are operating at a high level.
- Ensure there is clarity about the respective roles and responsibilities of the Authority and Constituent Councils in relation to mitigating flooding in the Gawler River, and there are suitable partnering arrangements in place to keep administrative costs low.
- Assist with information and advice for stakeholders along the Gawler River impacted by flooding.
- Develop other strategic documents to ensure the path to maintaining financial sustainability is clear.
- Consider the lifespan of the Authority beyond the creation of physical infrastructure.

THEMES & OBJECTIVES

The Plan is arranged under three themes, each with its own objective, related to the outcomes to be pursued.

Theme 1: Design, build, and maintain physical flood mitigation infrastructure

Objective: To have in place an agreed extent of physical flood mitigation infrastructure that is fit for purpose and achieves the targetted levels of performance.

Theme 2: Develop and evolve key relationships

Objective: To maintain key relationships that are most important to the Authority achieving its purpose.

Theme 3: Ensure good governance and ongoing financial sustainability

Objective: To ensure that the Authority meets legislative requirements and contemporary standards of governance and is financially sustainable for the long term.

OUR PRIORITY ACTIONS

Theme 1: Plan, design, build, and maintain physical flood mitigation infrastructure

Objective: To have in place an agreed extent of physical flood mitigation infrastructure that is fit for purpose and achieves the targetted levels of performance.

Performance measures

- 1) Agreed infrastructure projects are delivered on time and on budget.
- 2) Infrastructure is fit for purpose and delivers the benefits for which it was designed.
- 3) Infrastructure is maintained efficiently and to an agreed level of condition.

Priority action 1.1 – Finalise preparation of the Gawler River Stormwater Management Plan.

Role: Asset owner

Why: The Gawler River Stormwater Management Plan will be the key document to assist in determining physical and other works required to reduce the risks and impacts of flooding.

How: Through the appointed consultant and supporting project governance arrangements.

When: Year 1 of implementation of the Strategic Plan.

Who: SMP Project Manager and oversight by the SMP Project Steering Committee.

Priority action 1.2 - Review, with Constituent Councils and stakeholders, design standards for infrastructure works including costs and benefits.

Role: Asset owner

Why: The default policy position of the Authority has been for a 1 in 100 year design standard. Reviewing that policy position through consideration of the costs and benefits of various design standard scenarios will assist in identifying appropriate standards.

How: As part of developing the Gawler River Stormwater Management Plan.

When: In conjunction with developing the Gawler River Stormwater Management Plan.

Who: SMP Project Manager and oversight by the SMP Project Steering Committee.

Priority action 1.3 – Consider the requirement to review hydrological models on the release of new industry accepted climate and rainfall models.

Role: Asset owner

Why: The Gawler River Stormwater Management Plan will be based on the latest industry accepted climate and rainfall models. As new data becomes available the models may change.

How: Partner with one or more Constituent Councils, the Northern and Yorke Landscape Board, and Green Adelaide.

When: Undertake as new climate and rainfall models are released.

Who: Board to initiate partnering program with other organisations to access information and advice.

Priority action 1.4 – In conjunction with the Constituent Councils, develop and implement a schedule of flood mitigation infrastructure works for the Gawler River referencing the Gawler River Stormwater Management Plan.

Role: Asset owner

Why: A schedule of works will enable the Authority and Constituent Councils to plan for implementation of the projects.

How: Through discussions and agreement with Constituent Councils.

When: Develop the schedule of works in Year 1 of implementation of the Strategic Plan and implement projects as suitable funding arrangements are in place.

Who: Executive Officer to initiate.

Priority action 1.5 – Report annually on progress with implementation of the Gawler River Stormwater Management Plan, including the planning and delivery of associated works and actions by Constituent Councils and other bodies.

Role: Asset owner and potentially advocate

Why: Formal annual reporting on progress will ensure implementation of the SMP receives the attention it deserves and help to identify any gaps or barriers to delivery.

How: Include in the Annual Report.

When: Commence in year 2 of implementation of the Strategic Plan.

Who: Executive Officer to initiate.

Theme 2: Develop and evolve key relationships

Objective: To maintain key relationships that are most important to the Authority achieving its purpose.

Performance measures

- 1) Key relationships are in place and are assisting the Authority to undertake its functions.
- 2) Opportunities to bring together government agencies to improve governance arrangements for managing the Gawler River are adequately pursued.
- 3) Opportunities to advocate for and/or respond to potential improvements to arrangements for stormwater and floodplain management are adequately pursued.
- 4) The Board is satisfied that it has an adequate understanding of community views about flooding.

Priority action 2.1 - Working with the Constituent Councils, develop a framework to clearly articulate the respective roles and responsibilities of the Authority and the Councils and suitable partnering arrangements to maintain a low cost base for the Authority.

Role: Asset owner

Why: There is a symbiotic relationship between the Authority and the Constituent Councils under which each has their own roles and responsibilities. Documenting the respective roles and responsibilities would provide clarity for all parties. Identification of partnering opportunities within the capacities of the Councils (e.g., in relation to monitoring information about climate change and climate change policy, and water policy) in delivering the functions, operations and project management required of the Authority would help to keep the Authority's administrative costs low.

How: Working group of Council staff on the Board and the Executive Officer.

When: Year 1 of implementation of the Strategic Plan.

Who: Executive Officer to initiate.

Priority action 2.2 - Develop and implement an annual (or other agreed frequency) assessment by seeking and evaluating Constituent Councils' views about the Authority's performance and actions under the roles and responsibilities framework in Priority Action 2.1, as well as their own performance under the framework.

Role: Asset owner

Why: The Constituent Councils all have their own interests and a formal process for obtaining and assessing their feedback would allow the Authority to identify any areas requiring attention. It would also allow the Councils to assess their own performance under the roles and responsibilities framework.

How: A framework for the assessment process could initially be discussed by the Board and with the Constituent Councils, and then be the subject of reports to future Board meetings until an agreed process is determined.

When: Year 2 of implementation of the Strategic Plan.

Who: Executive Officer to initiate, possibly with assistance of staff of the Constituent Councils.

Priority action 2.3 – Continue to advocate for improved governance and funding arrangements for flood avoidance, resilience, and mitigation in South Australia.

Role: Advocate/facilitator

Why: With frontline experience the Authority is well positioned to develop a narrative about changes that are required to improve governance and funding arrangements for flood avoidance and mitigation.

How: Develop the narrative and identify opportunities to share it with key bodies and individuals.

When: Develop the narrative in Year 1 of implementation of the Strategic Plan.

Who: Executive Officer to initiate, possibly with assistance of staff of the Constituent Councils.

Priority action 2.4 – Proactively pursue governance structures and/or management approaches that bring together the various government agencies involved in water management related to the Gawler River to ensure coordinated action is taken to reduce flood risk, while contributing to greater integration of water management.

Role: Advocate/facilitator

Why: No single body has responsibility, authority, or funding to holistically manage all water aspects for the Gawler River or other watercourses in South Australia. Working together between agencies can help to achieve an integrated approach and deliver better economic, environmental, and social outcomes.

How: Either initiate or respond to discussions about improved integration.

When: Year 2 of implementation of the Strategic Plan.

Who: Executive Officer and Chair to initiate.

Priority action 2.5 - With Constituent Councils, monitor community views about flood control and management and factor into communication about the Authority's functions.

Role: Asset owner

Why: Understanding community views about flood control and management is an important element of planning for both the Authority and Constituent Councils.

How: Develop and implement a program across multiple Constituent Councils to build understanding.

When: Year 2 of implementation of the Strategic Plan, taking account of material in the Gawler River Stormwater Management Plan.

Who: Executive Officer to initiate, possibly with assistance of staff of the Constituent Councils.

Priority action 2.6 - Assist the Constituent Councils in communicating with general communities and specific interest groups in relation to flood mitigation for the Gawler River.

Role: Asset owner

Why: Communication with communities is likely to be a joint activity between the Constituent Councils and the Authority.

How: Work with key staff of the Constituent Councils on a program of communication activities based on timing and/or specific trigger events.

When: Year 1 of implementation of the Strategic Plan.

Who: Executive Officer to initiate.

Theme 3: Ensure good governance and ongoing financial sustainability

Objective: To ensure that the Authority meets legislative requirements and contemporary standards of governance and is financially sustainable for the long term.

Performance measures

- 1) The Board has a clear understanding of the Authority's performance and addresses any areas identified as requiring attention.
 - 2) A full suite of strategic documents as required in the GRFMA Charter is developed in the agreed timeframe, kept up to date, and used to assist in decision making.
 - 3) Financial sustainability targets are met.
-

Priority action 3.1 - Implement the agreed outcomes from Charter Review 2 which was finalised in 2020.

Role: Advocate, facilitator, asset owner

Why: The second stage of reviewing the Authority's Charter was completed late in 2020. Implementation of agreed outcomes from the review will finalise that process.

How: Once agreement is reached with all Constituent Councils, determine a timeline for processing the changes required to the Charter.

When: Year 1 of implementation of the Strategic Plan.

Who: Executive Officer to initiate.

Priority action 3.2 - Consider annually the Authority's performance and identify any changes that may be required to the Charter, the Strategic Plan, policy settings, relationships, and communication and engagement.

Role: Asset owner

Why: A formal requirement for the Board to consider performance can be used as a means of identifying and addressing gaps or problems in the Authority's operations.

How: Initial discussion at a Board meeting, followed by a report by the Chair and Executive Officer.

When: Year 1 of implementation of the Strategic Plan.

Who: Executive Officer and Chair to initiate.

Priority action 3.3 – Develop fit for purpose risk management, asset management, and long term financial plans.

Role: Asset owner

Why: The Charter requires these plans to be prepared and adopted. All three Plans will assist the Board in decision making and show that risk, asset management, and long term financial planning are being addressed.

How: Working groups of the Executive Officer and relevant staff from the Constituent Councils could advise on and oversee project arrangements to develop the Plans.

When: Complete over a period agreed by the Board.

Who: Executive Officer to initiate.

Priority action 3.4 – Determine the future lifespan of the Authority and scenarios for ownership, management, maintenance, and replacement of its assets.

Role: Asset owner

Why: The question of the lifespan of the Authority is important for clarity about future arrangements for managing its assets and the steps required to successfully implement those arrangements.

How: Board workshops, supplemented by specialist advice as required, informed by the Gawler River Stormwater Management Plan.

When: Year 5 of implementation of the Strategic Plan.

Who: Executive Officer to initiate.

Priority action 3.5 - Continue to work with Constituent Councils and their external auditors and the Authority's audit committee and external auditor to reach an acceptable position in relation to the funding of depreciation.


Role: Asset owner

Why: Depreciation of the Authority's assets is currently not funded through annual budgets and there are differing opinions about whether that should remain the case.

How: Through a working group of the Executive Officer and Constituent Council finance staff, consulting with the Authority's audit committee and external auditor, and the external auditors of the Constituent Councils.

When: After completion and adoption of the Asset Management Plan and Long Term Financial Plan and with reference to the Gawler River Stormwater Management Plan.

Who: Initiated by the Executive Officer and undertaken by the Working group shown under "How" above.

	4.2	Wasleys Bridge Remediation Options
	Department: Report Author:	Infrastructure and Environment General Manager – Infrastructure and Environment
Date: 12 August 2021	Document Ref:	D21/35786

EXECUTIVE SUMMARY

- The purpose of this report is for Council to determine the direction of the Wasleys Bridge remediation.
- The Bridge has further declined significantly in condition since the Independent structural report was presented to Council in December 2016. The decline in condition is now exposing Council to significant risk if it is not actioned.
- Following the resolution of Council in August 2019, Management submitted and was successful in securing grant funding in 2020 through Round 5, Department of Infrastructure, Regional Development and Cities, Bridge Renewal Program and received \$107,500, matched by Councils contribution, totalling \$215,000 to undertake structural repairs during financial year 2021/22.
- Subsequent to the successful Bridge Renewal Program funding a select tender process was undertaken to ascertain level of interest, to seek costs and to engage suitably experienced, qualified and accredited bridge contractors to undertake the structural repairs and maintenance to Wasleys Bridge. The cost submitted were significantly more than anticipated.
- On the 4 of August 2021, the Infrastructure and Environment Committee recommended to Council (Resolution 2021/023) to lower the load limit on Wasleys Bridge from 12 tonne to 6.5 tonne. The Committee also discussed the remediation options presented within the report however prior to making any decision on the Bridge Renewal Program funding secured the committee requested feedback from the Commonwealth be obtained in relation to the change in scope and shortfall in budget.
- Management have discussed with the Commonwealth the change in scope (lowering from 12 tonne to 6.5 tonne) and shortfall in budget, their response presented as **Attachment 1** to this report.
- In light of the Commonwealth advice the Council has few options that it may wish to consider;
 - Option 1 – Undertake structural repairs and maintenance. – **Medium risk.**
 - Option 2 – Close the bridge. – **Low risk.**
 - Option 3 - Do nothing. – **Extreme risk.**
- While Management have recommended Option 2 - Close the bridge, it is for the Council to determine the direction of the Wasleys Bridge remediation.

RECOMMENDATION

OPTION 1 – Commence Process to Close Wasleys Road Bridge

“that Council, having considered Item 4.2 – *Wasleys Bridge Remediation Options*, dated 12 August 2021, receives and notes the report and in doing so:

1. Instructs the Chief Executive Officer to commence the necessary process under the Roads (Opening and Closing) Act 1991 (SA) in relation to the potential closure of Wasleys Road Bridge (Light River), Barabba and
2. Acknowledges that if the Wasleys Road Bridge is closed:
 - a. Funding of \$107,500 under the Bridge Renewal Program – Round 5 will be relinquished, as the relevant remediation works will not be undertaken and
 - b. Council’s co-contribution of \$107,500 will be reallocated to other projects at the next quarterly budget review.”

OR

OPTION 2 – Commence Process to Apply Load Limit to Wasleys Road Bridge

“that Council, having considered Item 4.2 – *Wasleys Bridge Remediation Options*, dated 12 August 2021, receives and notes the report and in doing so:

1. Instructs the Chief Executive Officer to:
 - a. Commence the necessary notification process under section 32(1) of the Road Traffic Act 1961 (SA) (the Road Traffic Act) in relation to the potential application of a load limit of 6.5tonnes to Wasleys Road Bridge (Light River), Barabba (with the exception of emergency vehicles, service vehicles and Council vehicles) and
 - b. Bring back a report to Council pursuant to section 32(2) of the Road Traffic Act at the appropriate time in order for Council to give due consideration to all written submissions received prior to considering any resolution to apply a load limit to the Wasleys Road Bridge
2. Acknowledges that if a load limit of 6.5tonnes is applied to the Wasleys Road Bridge:
 - a. Funding of \$107,500 under the Bridge Renewal Program – Round 5 will be relinquished, as the relevant remediation works will not be undertaken, and
 - b. Council’s co-contribution of \$107,500 will be reallocated to other projects at the next quarterly budget review.”

BUDGET IMPACT

Estimated Cost:	Identified in options 1-3 appearing on pages 5-6 of this report.
Future ongoing operating costs:	Identified in options 1-3 appearing on pages 5-6 of this report.
Future ongoing operating costs	\$50,000 (External assessments - Level 2)
Is this Budgeted?	No

RISK ASSESSMENT

The following risks have been assessed in line with Council's Risk Management Policy and Procedure.

Financial - The cost of not undertaking the required Bridge repairs and maintenance works, costs are likely to escalate as the Bridge deteriorates further. This risk can be addressed through the Long Term Financial Plan. This risk is assessed as **high**.

Infrastructure and Assets - If Council does not undertake and proceed with the Bridge repairs and maintenance the asset will further decline in disrepair to a point that a Bridge replacement will be likely or higher renewal costs. This risk is assessed as **extreme**.

Environmental - There is potential for significant human and environmental concerns as the Bridge steel work contains leaded paint, this has been quantified by undertaking certified testing. Human and the environment is regarded as highly important, this will be managed by the contractor in accordance with the Environmental Protection Authority (EPA) standards and procedures. These risks will be managed through the development of an Environmental Management Plan (EMP) which has been addressed through Councils tender process. This risk is assessed as **high**.

Public Safety – It is possible that structural failure could occur where load limits of a bridge are not appropriately sign posted advising 6.5 tonne load capacity. It is known T44 (44 tonne semi-trailer) vehicles are using the asset. Structural failure could lead to death, permanent disability, or long-term hospital admission. This risk is assessed as **extreme**.

Attachments

1. Bridges Renewal Program – Round Five – Commonwealth correspondence

DETAILED REPORT

Purpose

The purpose of this report is for Council to determine the direction of the Wasleys Bridge remediation.

Background/History

Wasleys Bridge is located on Wasleys Road, over the River Light at Redbank's, approximately five kilometres east of Mallala. The bridge is State Heritage listed, designed in 1913 and constructed soon after and is therefore just over 108 years old. The structure is a single span steel arch with a reinforced concrete deck. The span is 30.5 metres with a kerb to kerb width of 6.4 metres. The abutments and wingwalls each end are reinforced concrete.

On the 4 of August 2021, the Infrastructure and Environment Committee recommended to Council to lower the load limit on Wasleys Bridge from 12 tonne to 6.5 tonne.

7.3 Wasley Bridge Remediation Options

Moved Councillor Parker Seconded Mayor Wasley 2021/ 023

"that Infrastructure and Environment Committee, having considered Item 7.3 – Wasleys Bridge Remediation Options, dated 4 August 2021, receives and notes the report and in doing so recommends to Council that Council:

- 1. Acknowledge the Tonkin Consulting Report - Wasleys Bridge Assessment, Load Capacity Assessment presented as Attachment 1 to this Report which strongly recommends the lowering of the Wasleys Bridge load limit from 12 tonne to 6.5 tonne.**
- 2. In acknowledging 1 above, Wasleys Road Bridge be lowered in tonnage capacity to 6.5 tonne and measures implemented to ensure single vehicle access at any one time.**

CARRIED

The Bridge has further declined significantly in condition since the Independent structural report was presented to Council in December 2016. The decline in condition is now exposing Council to significant risk if it is not actioned.

Following the resolution of Council in August 2019, Management submitted and was successful in securing grant funding in 2020 through Round 5, Department of Infrastructure, Regional Development and Cities, Bridge Renewal Program and received \$107,500, matched by Councils contribution, totalling \$215,000 to undertake structural repairs during financial year 2021/22.

Discussion

Subsequent to the successful Bridge Renewal Program funding a select tender process was undertaken to ascertain level of interest, to seek costs and to engage suitably experienced, qualified and accredited bridge contractors to undertake the structural repairs and maintenance to Wasleys Bridge. The cost submitted were significantly more than anticipated.

In relation to the tender, a contractor has been conditionally selected to undertake tendered works. The contractor if awarded the works by mid-August can deliver works by the deadline December 2021.

The Committee also discussed the remediation options presented within the report however prior to making any decision on the Bridge Renewal Program funding secured the committee requested feedback from the Commonwealth be obtained in relation to the change in scope and shortfall in budget.

Management have discussed with the Commonwealth the change in scope (lowering from 12 tonne to 6.5 tonne) and shortfall in cost, their response presented as **Attachment 1** to this report.

Further to the 4 of August 2021 Infrastructure and Environment Committee meeting, Management will bring back a report to a future Infrastructure and Environment Committee meeting in relation to alternative options for the river crossing.

Options & Risk Implications

Below are further details in relation to options available;

Option 1

Undertake structural repairs and maintenance - Proceed as recommended, and previously resolved by Council (Resolution 2019/360), to undertake structural repairs and maintenance to Wasleys Bridge. The maintenance costs are much higher than anticipated and were an unbudgeted item. Noting the bridge repairs and maintenance will not provide greater strength to the bridge super structure or substructure, repairs and maintenance will assist by extending the life of the asset.

Submit a project variation request to the Commonwealth (covering scope and cost) noting that the ministerial approval process is potentially a drawn-out process given the dollar figure.

Costs:

\$107,500	Income - Bridge Renewal Program, Round 5
\$107,500	Council 50% Contribution, Budget 2021/22
\$752,070	Additional Council Contribution
\$967,070	Total Cost (Ex GST)

Risk Profile: Option 1 actioned, risk is assessed as *medium*

Option 2

Close the bridge – Close the road and bridge to vehicular traffic, no action required for bridge structural repairs and maintenance, no need to lower load capacity or to install physical constraints. Given the nearby alternative routes available this option is to close the bridge to vehicular traffic. Council could;

- Temporarily close Wasleys Road Bridge
- Undertake a comprehensive consultation process to gain a better understanding of Wasleys Road Bridge utilisation
 - If consultation reveals community support for the bridge to remain open, seek funding through Bridge Renewal Program, Round 6 opening late 2021.
 - If consultation reveals community support for the bridge to be closed, undertake a permanent closure.

Costs:

\$000	Income - Bridge Renewal Program, Round 5 (Return Funding)
\$1,000	Consultation, Public Notification
\$34,000	Council Cost - Roads (Opening and Closing) Act 1991 (fencing, barriers, signage, survey, documentation, project management)
\$35,000	Total Cost (Ex GST)

Risk Profile: Option 2 actioned, risk is assessed as **low**

Option 3

Do nothing - Not undertaking bridge structural repairs and maintenance. *The bridge condition is not 'fit for purpose,' therefore should be close to all vehicular traffic, until structural repairs and maintenance can be funded.* Noting, Wasleys Bridge is a State Heritage listed asset, demolition approval is unlikely.

Costs:

\$000	Income - \$107,500 Bridge Renewal Program, Round 5 (Return Funding)
\$000	Council Contribution
\$000	Total Cost (Ex GST)

Risk Profile: Option 3 actioned, risk is assessed as **extreme**

Conclusion

While Management have recommended Option 2 - Close the bridge, it is for the Council to determine the direction of the Wasleys Bridge remediation.

References

Legislation

Statutory:

Roads (Opening and Closing) Act 1991

Local Government Act 1999

Department for Environment & Water – SA State Heritage

South Australian Heritage Register (12977, date listed 21/10/1993)

Standards:

Australian Standard AS 5100.7:2017

AS/NZS ISO31000:2018 Risk Management Guidelines

Council Policies/Plans

Risk Management Policy

Risk Management Procedure

Procurement Policy

Work Health & Safety Policy

Public Consultation Policy

Stacie Shrubsole

From: Tom Jones
Sent: Monday, 9 August 2021 3:24 PM
To: Tom Jones
Subject: FW: BRIDGES RENEWAL PROGRAM ROUND FIVE – FUNDING DEED [SEC=OFFICIAL]
Attachments: Project Withdrawal Request.DOCX; Project Variation request.DOCX; mg_info.txt

From: BridgesRenewal [mailto:bridgesrenewal@infrastructure.gov.au]
Sent: Monday, 9 August 2021 3:16 PM
To: Tom Jones <TJones@apc.sa.gov.au>
Cc: Prashanth, Rachel (DIT); MURPHY Russell
Subject: RE: BRIDGES RENEWAL PROGRAM ROUND FIVE – FUNDING DEED [SEC=OFFICIAL]

****CAUTION:** This email is from person outside of Adelaide Plains Council. **Do not click on links or open attachments** - unless you recognise the sender and know the content is safe**

OFFICIAL

Hi Tom,

Thank you for the chat today regarding the *Adelaide Plains Council - Wasleys Bridge renewal, Wasleys Rd, Barabba project* (111694-20SA-BR5) funded under Round 5 of the Bridges Renewal Program (BRP)

I note that Council has gone out to market to carry out works on the heritage listed bridge and that tenders have quoted works to be over \$900,000 in total. As such, Council has a few options to proceed with the works under the funding agreement under Round 5 of the BRP.

1. Withdraw the project under Round 5 of the BRP. Council can then seek to get more up to date costings and resubmit the project under Round 6 of the BRP when the round becomes open for applications.
2. Continue with the project and submit a funding variation request to cover the new project costs. This would mean that Council would need to cover 50 per cent of the revised total project cost, which would be approximately \$450,000. Ministerial approval would also be required to increase the Australian Government contribution of ~\$450,000.

I will leave you to discuss with Council as to how it wishes to proceed with the project. Should the outcome be that Council would like to withdraw the project, I have **attached** the project withdrawal request form. I have also **attached** the project variation request form should Council wish to seek additional funding for the project. Either way, can you pls have the appropriate form completed and returned to as soon as a decision is made.

Should you have any further questions, do not hesitate to get in touch. Otherwise, I look forward to hearing from you soon about the way forward for the Wasley's bridge project.

regards

Louise Rihova

Project Officer – BRP and HVSP – NSW and SA • National Targeted Road Infrastructure Programs (NTRIP) Section /NSW, ACT and Targeted Roads Branch • Infrastructure Investment Division



Department of Infrastructure, Transport, Regional Development and Communications
CONNECTING AUSTRALIANS • ENRICHING COMMUNITIES • EMPOWERING REGIONS



Bridges Renewal Program

Heavy Vehicle Safety and Productivity Program

Project Withdrawal form

April 2021

Introduction

The project withdrawal form is used to withdraw a project from the Bridges Renewal Program or Heavy Vehicle Safety and Productivity Program. A project should be withdrawn when it can no longer be completed by the proponent.

All sections of the form are mandatory.

Returning the form

Please check that you have completed all sections of the form, including signature (electronic is acceptable). Once complete this document should be returned by email to:

- bridgesrenewal@infrastructure.gov.au or
- HVSP@infrastructure.gov.au .

Proponents should also provide an email copy to their state/territory transport/infrastructure agency contact.

Questions

Should you have any questions or concerns regarding this form, please contact the National Targeted Road Infrastructure Program helpdesk on either of the email addresses above, or by calling (02) 6274 8040.

Next steps

Once this form is received the Department will check that it meets our requirements. The Minister or their delegate will then be asked to make a decision. You will be advised by email of that decision. If we need more information about your request we will contact you. This process can take several weeks, depending on the complexity of the request.

The Australian Government may choose not to accept your withdrawal. The Australian Government may instead require you to complete the project to the cost, schedule and scope as agreed.

About the project

Proponent	
Project Name	
Project Number	

About you

Name	
Role	
Phone number	
Email address	

Reasons for withdrawal

Please explain the reasons why the project is being withdrawn. At a minimum include:

- Why can't the project continue as agreed?
- What alternatives were considered to withdrawing the project?
- When it was identified that the project would need to be withdrawn?

Reasons

Declaration

By signing below you confirm that all information provided in this report is true and correct.

Signature		Date	/ /
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Bridges Renewal Program

Heavy Vehicle Safety and Productivity Program

Project Variation Request

April 2021

Introduction

This project variation request is used whenever one of the three key features of your project is changing: scope, cost or schedule.

All changes to any of these features must be approved in advance, with the following two exceptions:

- Cost savings may be advised at the completion of the project. Your final payment (and other payments if required) will be amended to reflect the savings.
- Early completion of a project can be advised at the completion of the project. The Australian Government reserves the right for payments for early completed projects to be paid according to the original timetable.

All sections of the form are mandatory.

Returning the form

Please check that you have completed all sections of the form, including signature (electronic is acceptable). Once complete this document should be returned by email to:

- bridgesrenewal@infrastructure.gov.au or
- HVSP@infrastructure.gov.au

Proponents should also provide an email copy to their state/territory transport/infrastructure agency contact.

Questions

Should you have any questions or concerns regarding this form, please contact the National Targeted Road Infrastructure Program helpdesk on either of the email addresses above, or by calling (02) 6274 8040.

Next steps

Once this form is received the Department will check that it meets our requirements. The Minister or their delegate will then be asked to make a decision. You will be advised by email of that decision. If we need more information about your request we will contact you. This process can take several weeks, depending on the complexity of the request.

In the event that your request is denied funding may be withdrawn from the project, including funding already paid. The Australian Government may instead require you to complete the project to the cost, schedule and scope as agreed.

About the project

Proponent	
Project Name	
Project Number	

About you

Name	
Role	
Phone number	
Email address	

What is changing?

Complete all that apply

☐ Cost Change:

If your project is complete and you are not requesting additional funding, no need to complete this section.

Funding Source	Current Approved Funding (\$)	Requested change (\$) (negative for savings)	Revised Funding (\$)
Australian Government			
Proponent			
Other			
TOTAL			

☐ Scope Change:

Current approved scope (from your approval instrument)
Proposed scope

☐ Schedule Change:

If your project will be commence and/or be completed within the existing timeframe for that round approval is not required.

Event	Current Approved Date (see your offer of funding)	Requested date
Commencement of Construction		
Other milestone (where applicable)		
Physical completion		
Provision of PCR		

Current round timeframes

Bridges Renewal Program			Heavy Vehicle Safety and Productivity Program		
Round	Commencement	Completion	Round	Commencement	Completion
BRP3	Jul 2018	Dec 2019	HVSP5	Jun 2017	Jun 2019
BRP4	Jun 2020	Dec 2022	HVSP6	Jul 2019	Jun 2021
BRP5	Dec 2021	Dec 2022	HVSP7	Dec 2020	Dec 2022

Rationale

Please explain the reasons for the change to the project. At a minimum include:

- What was the issue or issue which led to the need for change?
- When you identified that the project would not be able to delivered as agreed?
- At what point of the build was the issue identified (design, tender, construction, etc.)?
- Whether the issue could have been foreseen?
- What actions have been taken to address the issue and minimise or mitigate impacts?

Rationale

Declaration

By signing below you confirm that all information provided in this report is true and correct.

Signature		Date	/ /

Further information

What do you consider in making your decision?

In making a decision we consider a range of factors. The primary factor is whether the project remains value for money.

Other factors include:

- Whether the project has commenced construction (requests for projects which have not commenced projects are more likely to be asked to resubmit in a future round).
- The extent to which a problem could have been foreseen.
- The likelihood that the project will now meet its cost, scope and schedule.
- The experience of the proponent in delivering projects.

Who makes the decision?

Who makes the decision depends on the complexity of the decision. Most decisions are made by the Assistant Secretary with responsibility for the program. Very complex or marginal decisions may be made by the Minister responsible for the program.

What if I have already changed cost/scope/timeframe?

We strongly encourage all proponents to contact us before one of these parameters change. In some cases, such as natural disasters, this may not be possible. Requests for change can be granted retrospectively, but the circumstances which prevented application prior to the change will need to be extensively outlined.

What if my request is denied?

If your request is denied, you will need to continue to deliver to the cost, scope and schedule as contained in your offer or funding or most recent funding instrument. If you cannot do so, you will need to withdraw the project from the program.

How long does it take to make a decision?

The process of coming to a decision can take several months, depending on the complexity of the request, and other priorities. We may also request further information to clarify or expand on the information you have provided.