



Government
of South Australia

SafeWork SA

FINAL REPORT ON THE COMMUNITY CONSULTATION REGARDING THE PROPOSAL TO EXTEND DAYLIGHT SAVING IN SOUTH AUSTRALIA

Conducted by SafeWork SA - May/June 2007

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Introduction

SafeWork SA, a division of the Department of the Premier and Cabinet, administers South Australia's *Daylight Saving Act 1971*. The Act comes under the ministerial portfolio of the Minister for Industrial Relations.

In May 2007, the Minister requested that SafeWork SA conduct a consultation process to gauge public reaction to the possible extension of daylight saving in South Australia. During the course of the consultation, and immediately upon its conclusion, SafeWork SA provided the Minister with interim reports including data arising from public and stakeholder comments. The Government's decision to extend daylight saving was made with the benefit of these reports.

SafeWork SA has prepared this report consolidating the earlier interim reports as provided to the Minister.

The history of Daylight Saving in Australia

Daylight saving was first adopted in Australia during World War I to save fuel, by cutting down on artificial lighting, but it proved rather unpopular after it was introduced in 1917 and was abandoned the very same year.

The Federal Government again introduced one-hour daylight saving in 1942 during World War II, and it remained in force until 1944. There was no more daylight saving in Australia until Tasmania introduced one-hour daylight saving in 1967. In 1971 one-hour daylight saving was introduced into New South Wales, Victoria, South Australia, Queensland and the Australian Capital Territory.

Queensland soon abandoned daylight saving, and in 1974, Western Australia also adopted one-hour daylight saving, but it was thrown out by a referendum in 1975. South Australia held a referendum in November 1982 with 70% voting in favour of daylight saving.

South Australia (SA), New South Wales (NSW), Victoria (VIC), Tasmania (TAS) and the Australian Capital Territory (ACT) have all continued an annual period of daylight saving albeit with variations in observance between the States. However in recent years, with the exception of TAS, there has been parity between the States.

Daylight saving was introduced in Western Australia (WA) for a three-year trial period starting December 2006 and a referendum will be held in 2009 to decide whether it should become permanent. Queensland and the Northern Territory do not observe daylight saving at all.

The recent arrangements for daylight saving in each State and Territory has been:

- SA, NSW, VIC, ACT, WA the **last** Sunday in October to the **last** Sunday in March
- TAS the **first** Sunday in October to the **last** Sunday in March

The reason for consultation

Following the Council of Australian Federation meeting on 12 April 2007, NSW, VIC, TAS and the ACT announced they would be extending the period of daylight saving time, commencing in 2007, so that it commences on the **first** Sunday in October and finishes on the **first** Sunday in April of the following year. The extended period would be four to five weeks longer than the current period observed in South Australia

In media responses, the Hon Mike Rann MP, Premier, the Hon Kevin Foley MP, Deputy Premier and the Hon Michael Wright MP, Minister for Industrial Relations, indicated that South Australia would determine its own period of daylight saving and would give the proposal to extend the period of observance serious consideration after consulting with the community.

In response to media reports of the Eastern States announcing the extension of daylight saving, Business SA publicly urged the Government to adopt the extended period in this State and this position received some media coverage. The South Australian Farmers Federation was opposed to any extension of daylight saving and the State Opposition gave cautious support to the proposal, but in various media reports had indicated they would talk to the people of South Australia before making a decision.

On 2 May 2007 Minister Wright issued a media release titled 'Community views sought on proposed daylight saving extension'.

The Minister initiated a four-week community consultation process commencing 12 May 2007, in relation to the extended period of daylight saving to be observed by the Eastern States. This consultation only related to the potential additional weeks of observance of daylight saving and not to the general concept of daylight saving or the adoption of Eastern Standard Time.

The Minister advised that he had requested SafeWork SA to undertake the consultation, which would include advertisements in metropolitan and regional newspapers asking people to register their view in writing or electronically on a purpose-built website. A direct invitation seeking comment would also be provided to key stakeholders along with an on-line survey of members of the South Australian Strategic Plan contact database.

The desirability for a prompt and relatively short consultation process was to enable the next period of daylight saving for South Australia to be set before the end of August 2007, thereby allowing reasonable notice to the public.

How SafeWork SA conducted the community consultation

An advertisement seeking public comment on the extension of daylight saving was placed in the early general news sections on the listed dates in the following papers.

- | | | |
|-------------|-------------|-------------------------------|
| ▪ Saturday | 12 May 2007 | Adelaide Advertiser |
| ▪ Tuesday | 15 May 2007 | Yorke Peninsula Country Times |
| ▪ Wednesday | 16 May 2007 | Port Pirie Flinders News |
| ▪ Wednesday | 16 May 2007 | Port Augusta Transcontinental |
| ▪ Wednesday | 16 May 2007 | Barossa & Light Herald |
| ▪ Wednesday | 16 May 2007 | Clare Northern Argus |
| ▪ Thursday | 17 May 2007 | Whyalla News |
| ▪ Thursday | 17 May 2007 | Ceduna West Coast Sentinel |
| ▪ Thursday | 17 May 2007 | Port Lincoln Times |
| ▪ Thursday | 17 May 2007 | Victor Harbor Times |
| ▪ Friday | 18 May 2007 | Mt Gambier Border Watch |
| ▪ Friday | 18 May 2007 | Renmark Murray Pioneer |

The advertisement was of size 150mm x 3 columns in the Advertiser and 120mm x 3 columns in the regional newspapers. The regional papers were selected based on the size of their circulation and the areas of the State they covered.

The advertisements advised the public that they could make written comments by e-mail or post and that further information could be sourced on the Daylight Saving Consultation webpage or by contacting the Daylight Saving Consultation Hotline.

SafeWork SA established the following avenues for the public to make comment or to ‘cast their vote’ with the closing date for all comments being Friday 15 June 2007.

- Website** A Daylight Saving Consultation Webpage www.safework.sa.gov.au/daylightsaving, that could be accessed directly or via a link from the SafeWork SA homepage. The webpage provided information about existing daylight saving arrangements in South Australia and the reason for the consultation process.
- Email** A unique email address daylight@safework.sa.gov.au for people to provide written comments directly via email or an alternative option of making comments via the daylight saving webpage that were then forwarded to the same email address (webmaster).
- Post** Written comments were able to be posted to Daylight Saving Public Comment, GPO Box 465, Adelaide SA 5001.
- Hotline** A unique freecall telephone number, **1800 350 002** which was attended during office hours and included an after hours message facility. All Hotline callers were asked whether they supported the extension of daylight saving along with brief reason on the proposed extension to daylight saving and whether they were from the metropolitan or country area.
- Stakeholders** SafeWork SA sent letters to approximately 100 key stakeholders from unions, employer associations and regional development boards, inviting comments on the proposed extension to daylight saving.
- Survey** The Department of Premier and Cabinet have established an email database, which was formed as a result of community initiatives arising out of the development and ongoing review of the State Strategic Plan. The database contains approximately 5,000 contacts made up of a broad cross-section of the community from both the metropolitan and country regions. All were sent (by email) an on-line survey regarding the proposed extension of daylight saving.

A further advertisement advising the public that the consultation period for making comments on the proposal to extend daylight saving was entering its final week was placed in the Advertiser on Saturday, 9 June 2007.

On 11 June 2007, the Minister issued a further media release declaring that the daylight saving consultation being conducted by SafeWork SA was drawing to a close.

Response to the consultation

There was considerable media interest during the consultation process and this, along with the strategy outlined above, led to significant public response, particularly through the SafeWork SA website and daylight saving hotline. There was also an overwhelming response to the on-line survey.

A general overview of industry and sectorial responses is summarised below.

General Business Community

The business community was largely in support of the extension to daylight saving. Comments were received from a large cross section of business; small, medium and large, and most felt that anything other than a consistent half hour time difference from the Eastern States would make doing business, during the weeks of a 1½ hour time difference, very inconvenient and likely to have a financial impact on their business.

These views were supported by Business SA, however Business SA also re-affirmed its long held view that South Australia should move permanently to Eastern Standard Time, whilst maintaining uniformity with the Eastern States in relation to the observance of daylight saving.

Air Transport Industry

Submissions were received from Australia's three major passenger airlines, Qantas, Virgin Blue and Jetstar. All three claimed a significant impact on their industry if daylight saving uniformity amongst the majority of the States were not maintained.

Qantas best summarised the airlines concerns with the following comments, "Should the Eastern States agree to extend daylight saving time and South Australia elect not to align with these timings, there would be substantial impact on Qantas' network and schedules and associated disruption to passengers. In this event, South Australian passengers would arrive into Sydney, Melbourne and Canberra one hour later than currently scheduled, possibly causing many passengers to miss onwards connections".

The airlines also expressed concern over their ability to re-schedule some of their services due to the curfew period in place at Adelaide Airport.

Australia's largest air freight distributor, Toll Priority, also strongly supported uniform daylight saving time claiming that a 4 week period of a 90 minute time difference between South Australia and the Eastern States would throw flight schedules into chaos.

Building and Construction Industry

Opinion was somewhat divided amongst the building and construction industry. Some expressed safety concerns with darker mornings and their ability to commence work at the 'usual time', whilst others welcomed longer evening daylight claiming it optimised the ability to finish jobs without having to return the next day. These views were consistent to those provided by the Civil Contractors Federation on behalf of its members.

The Master Builders Association submitted that its membership (over 2,000 members) is broadly supportive of the proposed change of daylight saving hours as it is seen to be of benefit to South Australian businesses that engage with business or offices in the Eastern States. Notwithstanding this support, Master Builders are concerned that any further extension to hours be carefully assessed against the impact on businesses which start early in the morning.

Wine Industry

Of the responses from those connected to the wine industry, most supported daylight saving uniformity with other states principally for trade and tourism considerations.

The South Australian Wine Industry Association strongly supported the proposal to extend daylight saving. They maintained that it was very important to retain as much continuity and alignment of 'hours of business' as possible in order to effectively communicate with customers and suppliers.

Farming and Rural Community

The farming and rural community probably offered the most diverging and emotive views on the issue of extended daylight saving, with responses varying across different regions of the State.

Most farming families on the West Coast were strongly against the proposal to extend daylight saving. This view is largely based upon concerns about the timing of sunrise and sunset in their part of the State as compared to Adelaide, and the consequential impact on farming activities and upon children and others travelling to school and work in darkness. It should be noted that many of these respondents are against the whole concept of daylight saving, with some only expressing their support if South Australia adjusted its standard time to one hour behind Eastern Standard Time.

Those in areas such as the Yorke Peninsula, Lower Northern Areas, Fleurieu Peninsula, Barossa Valley and Kangaroo Island were more evenly divided in their opinion of daylight saving and its extension. Many in those communities indicated a heavy reliance on tourism and felt that uniformity with the rest of Australia was of paramount importance. The reasons for those objecting were similar to those on the West Coast.

The Riverland and South-East farming and rural communities were generally in favour of the proposed extension. This was due largely to the desirability of avoiding further time differentials with business and individuals from over the border. Several comments were received from people who lived in Victoria but worked South Australia and vice versa.

A general observation of those from the country who aren't totally opposed to daylight saving but against an extension was concern for the finishing date. Many felt that daylight saving should finish earlier than the current March date rather than extending into April. This view generally related to the later sunrise in late March as compared to sunrise at the commencement of daylight saving in October.

The South Australian Farmers Federation submitted that they and most of their members are against the proposed extension to daylight saving. Their feedback indicated that strong opposition was received from the Eyre Peninsula (as expected) but also from elsewhere in the State even in the South East and Riverland. They did however concede that most of those in the country are opposed to daylight saving itself and confirmed the strong support from members for South Australia's time zone to be an hour behind the Eastern States and an hour ahead of Western Australia.

Other submissions from those not supporting an extension were received from Mrs Liz Penfold MP, Member for Flinders, the District Council's of Streaky Bay and Ceduna, Light Pass Agricultural Bureau, Eyre Regional Development Board, Women in Agricultural and Business and various branches of the South Australian Country Women's Association. All were opposed for reasons already stated, however it's worth noting that most of these submissions related to the effect on those in the Western area of the state.

Submissions supporting an extension were received from the District Council of Grant (the council area surrounding the City of Mount Gambier), Limestone Coast Regional Development Board and the Mount Gambier Chamber of Commerce, with all citing the proximity of their region to the Victorian border as the major factor.

Hospitality Industry

Amongst comments from individuals in support of extending daylight saving, were those claiming the benefits to the hospitality industry, particularly cafes and restaurants, due to a greater likelihood of people dining out when there is longer daylight hours in the evening.

The Australian Hotels Association strongly supported an extension stating that this will ensure there is no disruption for corporate or business travellers from which accommodation hotels derive a large amount of income. Furthermore, they claimed that the concept of a longer period of daylight saving would be positive for the wider hospitality industry as they believe customers are more likely to stay longer into the evening at bars and restaurants.

Sport and Recreation

In addition to the many individual responses from those in favour of extended daylight saving for reasons of sporting and physical fitness activities at the end of the working day, there were also many responses from people who are involved with organised summer sports such as cricket, tennis and little athletics. Summer sport seasons generally run from early October until the end of March and many stated that the absence of daylight saving at the commencement of the season causes scheduling problems for training and competition.

This concern was emphasised by the South Australian Cricket Association (SACA) in its submission. They advised that scheduled hours for the first class cricket season are generally set half an hour earlier during non daylight saving hours then reverting to established playing hours once daylight saving commences. The SACA claim that the change of time after one month of competition already creates confusion in the national media and to the general public and this will be further confused if national uniformity is not maintained.

The Boating Industry Association is South Australia's peak industry body for recreational and light commercial boating and they summarised their industry's support by stating; "all opportunities to extend available boating hours, by whatever means, including the extension of daylight savings hours will be of marked benefit to tens of thousands of families, hundreds of communities and to the industry itself."

Analysis of the response data

In total, close to 7,000 responses were received with 32% coming from country regions. This was an excellent response from the country given that 27% of South Australia's population that live outside the Adelaide metropolitan area (2006 Census data).

The results of the community consultation in the form of a simple YES/NO response, broken down into each feedback source are set out in Attachment 1. When all sources are combined, the overall result indicates majority support for the proposed 4 – 5 week extension of daylight saving. Indeed, 65 percent of the total response supports the concept of extended daylight saving. However, a consideration of the results also reveals that different views are taken on the issue depending, in part, upon the location and mode of communication adopted by the person making the comment.

The level of support for the proposed extension was highest in the metropolitan area (79%) and amongst those persons utilising e-mail or other web based communication. The reasons commonly given for this support included greater recreation time after work, consistency with the Eastern States, and more daylight hours to spend with the family.

Younger people and those with young families seemed more inclined to respond via the internet and these people, particularly those in the metropolitan area, were strong in their support for extra weeks of daylight saving.

Of the 552 written responses received by post, many were from the elderly and this may explain the strong negative response. A majority of the elderly claimed they are against any form of daylight saving because darker mornings and lighter evenings impacted on their preferred sleeping patterns.

The country response was strong on a per capita basis but varied significantly depending upon the region. 65 percent of country-based comments from all sources opposed the proposed extension, however the one source where the country vote had a majority support was the on-line survey. SafeWork SA assumes that the nature of the database means it is more likely to include business people and community groups from larger country centres and/or those connected to regional tourism, therefore more likely to be in support of extended daylight saving for similar reasons to those mentioned in the sectorial responses.

Of the on-line survey votes cast in their region, 83 percent of those from the South East and 70 percent from those in the Riverland respectively, supported the proposed extension, yet 87 percent of those from the rural communities on the West Coast opposed the proposed extension.

Most of the 245 hotline responses from the country areas were against an extension to daylight saving (92%), with the West Coast and Mid to Upper North regions being best represented. Those staff attending to the hotline anecdotally reported that farmers and the elderly made up the majority of the country response.

These figures are interesting when compared with responses received by the two forms of e-mail. The webmaster responses that were directed straight from the daylight saving webpage provided 77% supportive responses from the metropolitan area and 48% from the country, whereas general e-mail was 61% and 23% respectively. It is assumed that the younger demographic and those in the business community (those most supportive of daylight saving) are more inclined to regularly use the internet and be more likely to respond via the webpage, whereas those responding by direct e-mail were those who went 'on-line' for the express purpose of participating in the daylight saving consultation.

When country responses are considered overall, the level of support around the State can be put into 4 categories i.e. majority support, 50/50, minority support and little support. The localities that best fit these categories are:

Majority Support	50/50	Minority Support	Little Support
South-East	Riverland	Mid-North	West Coast
Adelaide Hills	Barossa Valley	Upper-North	Eyre Peninsula
	Lower North		
	Fleurieu Peninsula		
	Yorke Peninsula		
	Kangaroo Island		

This regional categorisation excludes the towns of Whyalla, Port Lincoln, Port Augusta and Port Pirie. The response from each of these locations was essentially 50/50, which is believed to be more reflective of the equal balance of urban and rural lifestyles in these large country centres.

Some responses, whether in favour or not, digressed from the basic question of whether to extend daylight saving and made detailed comments about South Australia's current standard time of 9½ hours GMT, which was fixed by legislation in 1898.

Many pointed out that 9½ hours GMT is based on a longitude of 142.5 degrees east, which runs through Warrnambool in Victoria. They believed that an extension to daylight saving should also coincide with a review of our standard time with consideration given to changing South Australia to its "true Central Standard Time" of 9 hours GMT based on a longitude of 135 degrees east, which happens to be near Elliston on the west coast of the state. Many of those on the West Coast were well versed on this notion and claimed that this would lessen the impact of daylight saving, making it manageable for all families and industries.

The other State's and Territory

As already mentioned, the reason for the South Australian Government's consideration of a 4-5 week extension of daylight saving was prompted by the NSW, VIC, TAS and ACT announcement in April this year.

During the course of the consultation period SafeWork SA maintained contact with relevant Government agencies in the other State's and it soon became clear that a uniform full extension from October 2007 was unlikely.

As the consultation period was coming to a close, it became apparent that the other State's and Territory had agreed to a two-stage phase in of extended daylight saving with an extension until the first Sunday in April being introduced in 2007/08, then full implementation of the proposed extension for the 2008/09 daylight saving period.

The decision of the Government

On 27 June 2007, the South Australian Government issued a press release announcing “South Australia to trial Daylight Saving Extension”.

The Government announced that an extension to daylight saving would be trialled during 2008 by extending the completion of the 2007/08 daylight saving period until Sunday, 6 April 2008 and commencing the 2008/09 period on Sunday, 5 October 2008. An assessment will then be made as to how the extension of daylight saving works over the course of a year before making a decision about whether it should become a permanent fixture.

On the same day, interstate newspapers reported that VIC, NSW, SA, TAS and the ACT had agreed to extend daylight saving and in the process harmonised their arrangements for its implementation.

There are competing considerations, however it is assessed that there are stronger and more cogent arguments to extend the period of daylight saving given the history of general alignment with the other relevant States and the consequences of not adopting the proposal. Further, the community consultation, whilst reinforcing strongly held and divergent views, reveals a strong level of support for the extension.

Any environmental impact would be seen to be positive. There is the potential for reduced greenhouse gas emissions through the reduced power consumption for lighting and the greater propensity of public transport use during daylight hours.

As previously discussed the community impact varies depending upon the location. For the majority of the community, both in terms of population and area, there would appear to be positive lifestyle benefits.

There was a strong negative reaction from certain country regions. In particular, those areas west of Whyalla where the timing of sunrise does mean that any extended period of daylight saving exacerbates the current situation whereby daylight does not commence in April until almost 8.00am (Central Summer Time). In the predominately rural communities within these areas, there is strong community attitude against daylight saving generally due to the perceived poor correlation between daylight hours and the desirable times for farming, other work, educational activities and associated travel

Recommendations

Following the decision to extend daylight saving, it is recommended that SafeWork SA, as the agency responsible for the administration of the *Daylight Saving Act 1971* and its *Regulations*, undertake the following tasks:

- Provide detailed information, through media releases and website material, to advise the community just prior to the commencement and finish of the daylight saving period.
- Consultation with Regional and City councils and community organisations on the West Coast with a view to developing mitigation strategies.
 - Such strategies could include having all State and Local Government agencies adjust their office hours to permit the community to operate business and educational services at later hours.

Daylight Saving Consultation Data Analysis															
	METRO					COUNTRY					ALL AREAS				
	YES	%	NO	%	Total	YES	%	NO	%	Total	YES	%	NO	%	Total
Webmaster	730	77.2	215	22.8	945	183	47.5	202	52.5	385	913	68.6	417	31.4	1330
E-mail	211	60.5	138	39.5	349	41	23.3	135	76.7	176	252	48.0	273	52.0	525
Letters	47	23.9	150	76.1	197	17	4.8	338	95.2	355	64	11.6	488	88.4	552
Hotline	157	42.7	211	57.3	368	20	8.2	225	91.8	245	177	28.9	436	71.1	613
On-Line Survey	2594	91.1	254	8.9	2848	519	57.2	388	42.8	907	3113	82.9	642	17.1	3755
Petition	0		0		0	0	0.0	168	100.0	168	0	0.0	168	100.0	168
TOTAL	3739	79.4	968	20.6	4707	780	34.9	1456	65.1	2236	4519	65.1	2424	34.9	6943

* **Webmaster** - responses received directly from the Daylight Saving Webpage via the Comments Box

* **E-mail** - responses received via the unique e-mail address created for the consultation

* **Letters** - responses received by mail addressed to Daylight Saving Public Comment

* **Hotline** - responses taken by telephone from the dedicated 1800 number

* **On-Line Survey** - the electronic survey responses from the State Strategic Plan contact database

* **Petition** - represents the multi-signature petitions that were received by mail