

Addendum to the Kangaroo Island
Plan: a volume of the South
Australian Planning Strategy

Kangaroo Island Sustainable Futures

January 2014



Government of South Australia
Department of Planning,
Transport and Infrastructure

Kangaroo Island Sustainable Futures

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1.0 Introduction

This document is an alteration to the **Kangaroo Island Plan** January 2011 – a volume of the South Australian Planning Strategy.

This Addendum should be read with the Kangaroo Island Plan, January 2011 – specifically it replaces certain strategic land use directions to better align with priorities of the Kangaroo Island Futures Authority (KIFA) to provide an overarching framework for economic sustainability. With the exception of the changes in this Addendum, the remainder of the Kangaroo Island Plan is considered contemporary and remains unchanged. The changes have been informed by extensive consultation and significant research commissioned by the KIFA undertaken over the last two years.

The **Kangaroo Island Structure Plan** provides the detail to inform future development opportunities on Kangaroo Island. It also summarises the situation and trends for the Island at 2013. The *Structure Plan* identifies opportunities for economic development, specifically in relation to tourism and agricultural diversification and value adding. It provides the framework for a sustainable economic future where future development activities retain economic benefits on the Island, balanced with the protection of the Island's natural resources.

Both the Addendum to the *Kangaroo Island Plan* and the *Structure Plan* have been prepared by the Department of Planning, Transport and Infrastructure, in collaboration with the Kangaroo Island Futures Authority, the District Council of Kangaroo Island, and key local stakeholders and state agencies.

A **Sustainable Futures Development Plan Amendment** (DPA) was prepared concurrently to help implement the changes at the local level, through zoning and policies that guide new development and infrastructure proposals.

Together, the changes identified in these three documents provide the land use framework to facilitate improved community resilience and longevity of Kangaroo Island.



2.0 Review of the Strategic Directions for Kangaroo Island

The Island's economy continues to be dominated by a diverse range of primary production including cropping, grazing, horticulture, forestry, fishing and aquaculture, and value-added products such as wine, cheese, marron, olive oil, free-range chickens and Ligurian honey. The Island's economic base is expanding to target increased tourism and new industries in the areas of horticulture, aquaculture and renewable energy. The island's clean, green reputation underpins these industries.

Kangaroo Island continues to be an increasingly popular destination for local, national and international visitors. Only 15 kilometres from the South Australian mainland, the island offers opportunities to view and interact with wildlife in natural habitats, spectacular coastlines and bush landscapes, and a rural experience shaped by the Island's isolation, small population and heritage.

The *Kangaroo Island Plan* (The Plan) promotes continued community development and growth, encourages retention of the special qualities of Kangaroo Island, and fosters vibrant and distinctive towns that support a range of lifestyles. The Plan supports activities that benefit the local and regional economy, provide local employment and attract people to the Island. It recognises the island's variations in geographical features, economic strengths and community aspirations, and seeks to make the most of the different opportunities each presents. It seeks to balance the needs of people today with those of future generations.

The aims of the vision in the January 2011 Plan are to:

- strengthen the role of the main towns
- ensure sustainable coastal development
- protect natural and industry assets
- maintain and strengthen primary production and associated value adding in appropriate areas
- expand the role of active, nature-based tourism, particularly in coastal locations
- ensure an appropriate and well-located supply of residential, commercial and industrial land to support growth, and
- retain the built and natural heritage in and around towns and settlements

The changes in this Addendum remain consistent with the current vision for the Island and refine the policy framework to further facilitate a prosperous and sustainable future for Kangaroo Island that improves the quality of life for residents through greater economic development opportunities, social prosperity, reliable and affordable access and improved infrastructure, while continuing to protect the Island's natural assets. The directions for future land uses accommodate economic development and modest population growth.

This Addendum to the Plan expands upon the two key themes of *Economy* and *People* and is underpinned by improved access and infrastructure:

Economy

- Tourism – Build on Kangaroo Island's reputation as a unique tourist destination by identifying and expanding new tourism opportunities for the region

- Primary production – Attract investment, encourage innovative business practices and processes and develop strategic partnerships that promote and build on the Island’s brand, and further diversify the Island’s agricultural base



People

- Improve the quality of life for the Island residents and their families

Access and Infrastructure

- Coordinate long term solutions to affordable and reliable access, energy, roads, water, communication, waste and renewable resources

The additions to planning related **policies** focus on:

- Balancing the growth, competitiveness and productivity of the Island with protection of its natural resources
- Achieving a sustainable economy through the expansion of tourism and farm-gate opportunities, diverse agricultural land uses, value adding opportunities and linked tourism experiences, and encouraging agricultural land uses with high capacity to deliver this aim
- Restricting the further expansion of forestry to encourage a greater diversity of primary production activities that have high capacities to provide value adding opportunities and linked tourism experiences
- Ensuring development is of high quality design, located to protect coastal landscapes and avoid impacting on the environment.



3.0 Amended Directions

The Principles in the January 2011 Plan are amended by the following.

3.1 Environment and Culture

Principle 1: Recognise, protect and restore Kangaroo Island's natural assets

3.1.1 Coastal, estuarine and marine environments (Policy 1.5) - Development in areas of high conservation, landscape or environmental significance

Development should continue to be limited in natural coastal, marine and estuarine areas in areas of high conservation landscape or environmental, significance to ensure that the environmental values of the island are preserved and enhanced.

However, to meet an increasing international demand for special tourism experiences that KI is well placed to provide, there needs to be a recognition that in limited circumstances tourism development should be allowed if it meets environmental, social and amenity criteria and is consistent with the strategic intent of the key state and federal tourism policies and plans eg *National Landscapes Strategic Plan* and SA *Tourism Destination Action Plans*.

To meet a range of accommodation and tourism experience needs, land use and development policy should allow well designed accommodation for tourism that does not detract from scenic and landscape value of a location. In addition, it should envisage a limited number of resorts of excellence in scenic and landscape areas, located and designed such that scale, height, design and siting is respectful of and does not detract from views of the rural, natural or wilderness landscape, of the ocean and coastline, or the elements of the natural landscape eg native vegetation cover, coastal features, animal habitat. Tourism accommodation of varying intensities may be considered in

coastal and rural areas and areas of high conservation significance provided it meets criteria designed to minimise visual and amenity impact and interface issues with activities on adjacent land, and avoids environmental impacts. Matters such as vegetation clearance and coastal protection are still integral considerations to site suitability. It remains important to develop a clear hierarchy of environmental areas to be protected from or used for development.

3.1.2 Biodiversity (Policy 1.12) Protection of new areas of conservation significance

The Plan requires identification and protection of new areas of conservation significance. Such areas should ideally be contiguous with existing conservation reserves rather than isolated pockets although it is recognised that there are circumstances where it is important to preserve remnant habitat for rare, threatened or endangered species.

Where development exists in adjacent allotments, consideration needs to be given to the impacts on the existing uses, particularly if the land is of high value for agricultural purposes.



3.2 Economic Development

The Island's economy continues to be dominated by primary production, with tourism a significant contributor together with associated accommodation, transport and retail services.

Infrastructure and access underpin the economic competitiveness of the Island.

Kangaroo Island has natural assets that deliver world class visitor experiences with economic, social and environmental benefits.

3.2.1 Economic Development – Access and Infrastructure

Principle 5: Protect and build on the island's strategic infrastructure

It will become increasingly important to improve access to the Island to facilitate increased tourism and primary production activity.

Kingscote and Penneshaw Wharfs and Kingscote Airport are the main passenger and freight access points. As access is a key determinant in the economic and social prosperity of the Island it is important that they be developed to respond to community and economic growth requirements.

- Reinforce the Kingscote and Penneshaw Wharfs and Kingscote Airport as the main passenger access points
- Ensure free, open, and safe pedestrian linkages between the towns and wharfs, and expanded tourism facilities that do not compromise the town centre functions
- Strengthen the role of Kingscote Airport and protect it from incompatible uses in the surrounding area, by expanding the airport facility, runway and ancillary uses to accommodate larger aircraft.

3.2.2 Economic Development – Primary Production

Principle 6: Retain and strengthen the economic potential of the Island's primary production land - Commercial Forestry (Policies 6.8 - 6.11)

Protecting, expanding and diversifying high value primary production activities across the Island are a priority. Primary production on Kangaroo Island consists of traditional industries such as wool, cropping, grazing, and fishing but has diversified to include land based aquaculture such as marron and trout farming, poultry farming, dairy farming and cheese production, and viticulture and wine making. The diversification of the Island's primary production has led to significant value-adding opportunities such as restaurants and restaurant food production, farm-gate opportunities, and experiences that attract significant numbers of visitors, contributing to Kangaroo Island's international tourism reputation.

Forestry plantation assets are principally located in the western and northern parts of the Island. Previous encouragement of forestry has resulted in approximately 20,000 hectares of plantation timber. However, forestry on high value agricultural land in high rainfall locations can lock up the land and water availability from alternative seasonal productive uses for decades at a time and has limited capacity to add to the diversification of the Island's primary production.

The ability for commercial forestry to contribute to the Island's international reputation by providing value-added opportunities, farm-gate experiences and local employment is low in comparison with other agricultural uses, thus providing lower social and economic benefits to the Island. There should be no further expansion of forestry on the Island and replacement of forestry with other farming and horticultural land uses should be encouraged, especially where located on land with high capability to support such uses. Biodiversity plantings should not be located on land that has high capability for

farming or horticulture, except where undertaken to enhance land management.

The Plan is amended to emphasise the protection of land for primary production and recognise the importance of allowing economic diversity outside towns with a strong focus on adding value to that production, through on-farm processing and related activities, and linked tourism experiences. Tourism accommodation and facilities may also be established on primary production land where they do not compromise high capability farming and horticultural land or established rural activities. This will require adequate separation of activities and high quality design that respects the environment, landscape and scenic amenity.

The emergence of carbon farming initiatives may also challenge the retention of the higher capability primary production land. To avoid losing higher quality primary production land, carbon farming plantings should be focused on areas of lower farming and horticultural capability and be undertaken in association with rehabilitation of degraded land, provision of shelter belts, and re-establishment of riparian areas, wildlife corridors, threatened species recovery areas or similar activities. Alterations to the current policy directions are summarised as:

- Increase the emphasis placed on protecting high capability farming and horticultural land, value adding and diversification of primary industries, as well as their sustainable adaptation to climate change
- Discourage the expansion of areas used for forestry and instead encourage other farming, horticultural or tourism opportunities that have can provide value-added farm-gate and other linked tourism experiences
- Expand opportunities for tourism linked to primary production.

3.2.3 Economic Development – Tourism

Principle 8: Reinforce the island as a preferred tourism destination

Australia's National Landscapes program commenced in 2006 and identifies Kangaroo Island as one of 16 key places in Australia that are primary tourism destinations unique to Australia for international nature based experiential tourism. Attracting this segment of the tourism market will require focussing destination planning and positioning of tourism activities around experiencing a concentrated part of Australia's coast, wildlife and landscapes within and around the island, its rugged coastal beaches, wilderness, wildlife, and the feel of the pioneering spirit of early Australia. Kangaroo Island's conservation parks, wilderness protection areas, national parks and marine parks underpin the nature-based tourism experiences on the island.

The South Australian Strategic Plan Target 4 encourages the promotion of Kangaroo Island as a great place to live and visit and seeks to achieve increased visitor expenditure on Kangaroo Island.

People and Parks A visitor strategy for South Australia's National Parks, Marine Parks and Reserves 2012 addresses recreation, tourism and education and sets new directions for visitor use of parks and reserves, encouraging people to use them and support their conservation.

To deliver a range of experiences focussing on the coasts, landscapes, wildlife and the rural values of the Island, there will need to be a variety of sustainable, well-designed tourist attractions, accommodation and facilities at varying scales across the Island.

To improve the economic viability and tourism experience, tourism-related, developments such as restaurants, specialist retail and accommodation should be encouraged, particularly when they add value to existing enterprises. It is also envisaged that culinary, coastal and nature based tourism experiences will include eco-tourism, adventure tourism and coastal trails as well as linked experiences with primary production activities such as farming, fishing, aquaculture and wine industries. Year-round and multi-seasonal sustainability of attractions and facilities is important to a thriving tourist area. The quality and viability of the tourism can be improved by the following:

- Encourage tourism attractions that provide for a wide variety of visitors all year round
- Encourage facilities that link visitor experiences with primary production
- Encourage the expansion of a wide range of tourism accommodation and facilities to support key tourism experiences and add value to agricultural activities in locations considered suitable for increased tourist accommodation and services
- Envisage visitor facilities and accommodation, in rural, conservation and landscape areas, of a scale and design that does not detract from rural land uses, conservation values or landscape qualities
- In areas of high conservation, landscape or environmental significance tourism developments should be appropriately located, sited and designed to fit in with and be subservient to the environment and not compromise the scenic and landscape experience or natural assets
- Ensure high quality design is integral to all tourism development
- Balance development in rural areas with adequate fire protection, locating development in cleared areas to avoid or minimise vegetation clearance for hazard reduction.



3.3 Population and Settlements

The Kangaroo Island Futures Authority was formed to build on the island's unique values, natural assets and significant economic and social potential. Some increased rate of population growth will be required to support increased employment and higher incomes, reliable and modern infrastructure, and world recognition for the island's tourism, food, wine, arts and lifestyle.

Increasing visitor expenditure and primary production value is likely to result in growth in employment and population on the Island and subsequent demand for housing and accommodation. Growth on the island to date has predominantly occurred in Kingscote and, to a lesser extent, Penneshaw, American River and Parndana. Future development should continue to be focussed in towns and settlements, to build on existing and planned investment in business, services and infrastructure.

There is anticipated to be an increasing demand for expansion of coastal settlements for both tourism and living, particularly with increases in experiential tourism in the natural western end of the island.

Expansion of coastal settlements away from the key towns in the eastern part of the island will require innovative solutions to deliver services to those with limited capacity to access key towns, along with additional transport options that enable non-drivers and tourists greater access to and between towns, settlements and tourism activities and experiences. To achieve sustainable growth of towns and liveable environments the following are important:

- Preserve the character of the Island's townships and settlements, whilst providing for some commercial opportunities subject to more detailed precinct planning
- Undertake more detailed structure planning for the Island's townships and settlements to provide a strategic framework for land use and infrastructure decisions and also assist

in the direction of funding for improvements to the public realm

- Reinforce key pedestrian and cyclist linkages between town centres, coastal wharfs and nearby small communities, providing free, open and safe access for visitors and residents
- Identify infrastructure constraints that limit development potential in townships and settlements and encourage creative solutions to address them.

Principle 13: Provide land for a supply of diverse, affordable and sustainable housing to meet the needs of current and future residents and visitors

Considered planning is required to ensure that housing supply will meet the needs of people who live and work on the island, taking into account demographic changes over time. Demographic analysis indicates that the population of the Island will increasingly focus on larger numbers of older people, retirees and holiday home owners, impacting on housing demand and location.

In 2012 almost 1,000 vacant residential allotments existed on KI. Local business owners have highlighted a shortage of housing for permanent and seasonal workers in the Island's western end. It is important that opportunities for housing are provided close to employment. Parndana, in the centre of the island, could potentially provide residential land to meet some of this demand. This will require further investigation.

People's housing needs differ according to factors such as age, family type, health, income and cultural background. A range of housing types should be provided in towns, which is compatible with town character and landscapes, meets community, environmental and industry needs, and is close to infrastructure and services. Ideally housing should be adaptable in its design to respond to changing demographic characteristics over time.

It is important that Council monitor and ensure an adequate supply of zoned land for residential development in towns/centres identified for growth, and retain encourage opportunities for affordable rental housing, particularly temporary accommodation for seasonal workers.

The provision of infrastructure should be coordinated to ensure industrial and commercial land can be made market-ready relatively quickly when it is needed, and appropriate services are provided in a timely manner to support the population and visitors as far as economically and practicably possible. This reinforces the need for ongoing information gathering and liaison with the private sector and local government on industry and community needs. Planning to provide well designed towns with adequate land for development will required coordinated effort to:

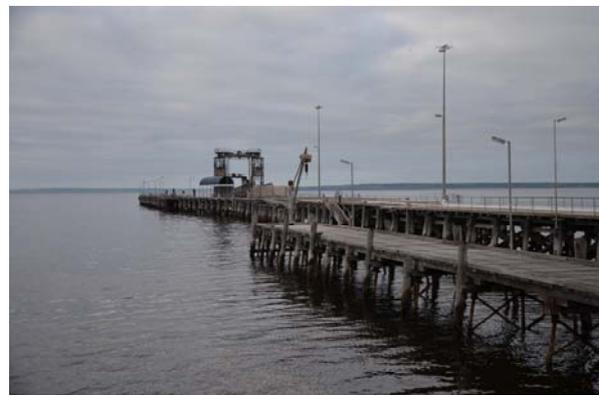
- Periodically review the existing townships and settlements to determine whether existing zoning provides sufficient land to manage population and tourist growth, including housing and employment land needs on Kangaroo Island
- Investigate and understand how topography and watercourse constraints limit development potential at Penneshaw and American River
- Undertake more detailed planning and investigations to determined connections within townships and adjacent coastal wharf areas, how built form interacts with the public realm and how the public realm should be developed to better reflect their function as tourist towns as well as agricultural service centres
- Improve integration of the wharf areas with the towns of Kingscote and Penneshaw.



3.4 Infrastructure and Service Provision

Priorities for Kangaroo Island identified in the *Strategic Infrastructure Plan for South Australia, Regional Overview, 2005-06 – 2014-15* have guided the allocation of resources for infrastructure provision, providing the first step in developing a coordinated long-term approach to infrastructure and service provision throughout the state. The Strategic Infrastructure Plan provides a framework for planning and delivery of infrastructure and services by all government and private sector providers, and identifies priorities for each region.

The *Kangaroo Island Structure Plan* provides more detail as to where specifically on the island infrastructure and services are most likely to be required, and considers other potential pressures on infrastructure and services. State Government, KIFA and Kangaroo Island Council are investigating ways of implementing the priority directions of the Plan.



4.0 Appendices

4.1 Appendix 1

Relevant Trends in the Strategies of the Government, and Consistency with Other Major Policy Documents and Strategies of the Government

1. Relevant trends in the strategies of the Government

These trends have been reviewed and updated in the draft Structure Plan and taken in to account in the more detailed application of these strategies to locations on Kangaroo Island.

2. Consistency with other major policy documents and strategies of the Government

A review of major policy documents and strategies of government was undertaken by the Department of Planning, Transport and Infrastructure and considered in the formulation of these strategic directions.

4.2 Appendix 2

Related reports, strategies and plans

Various plans, strategies and research produced since 2010 have been considered during the development of this addendum to the *Kangaroo Island Plan*. Many of these reports were developed in consultation with industry and the local community. The research and analyses contained in these documents inform the Plan.

Government of South Australia (2012) Coast Protection Board *Policy Document Revised 22 May 2012*

Economic Development Board (2011) *Paradise Girt by Sea*

Government of SA (2013) *Economic Statement 2013*

Government of SA (2012) *Our Place. Our Future. State Natural Resources Management Plan South Australia 2012-2017*

Government of SA (2012) *Parks and People A Visitor Strategy for South Australia's National Parks, Marine Parks and Reserves* Department of Environment, Water and Natural Resources, Parks SA

Government of SA (2012) *Conserving Nature A strategy for establishing a system of protected areas in South Australia* Department of Environment and Natural Resources

Government of South Australia (2012) *Destination Action Plan 2012-2014* South Australian Tourism Commission (SATC)

Government of SA (2012) *Prospering in a Changing Climate, A Climate Change Adaptation Framework for South Australia* Department of Environment, Water and Natural Resources

Government of SA (2010) *South Australian Food Strategy 2010-2015*

Government of SA (2011) *South Australia's Strategic Plan, Creating Opportunity(2011)*

Government of South Australia (2009) *Tourism Plan 2009-2014* South Australian Tourism Commission (SATC)

Kangaroo Island Futures Authority website: <http://www.dpti.sa.gov.au/kifa/homepage>

Kangaroo Island Tourism Optimisation Management Model (2010) *KITOMM Strategic Plan Kangaroo Island*

SA Tourism Commission and Tourism Kangaroo Island (2012) *Destination Action Plan 2012-2014*

Regional Development Australia *Regional Roadmap Reviewed 2012 Volume 1 Roadmap*

Tourism Australia / Australian Government Director of National Parks Australia's National Landscape Program 2012 Outcome Report March 2011-June 2012

Australian Government, *Kangaroo Island National Landscape Strategic Tourism Plan* (Draft April 2013), Department of Resources, Energy and Tourism

Regional Development Australia, *Adelaide Hills, Fleurieu and Kangaroo Island Regional Roadmap reviewed 2011 and 2012*

FURTHER INFORMATION

For more information visit
www.sa.gov.au/planning/regionplans
or telephone 08 8303 0760

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