

Discussion Paper





Acknowledgment of Country

In preparing the Greater Adelaide Regional Plan Discussion Paper, we acknowledge the Kaurna, Peramangk, Ngarrindjeri, and Ngadjuri peoples as the Traditional Owners of the Greater Adelaide region. We also acknowledge and extend our respect to Elders past, present and emerging, and other First Nations peoples across South Australia.

Our aim is to walk side by side with First Nations peoples across our state, in a manner which is respectful to their cultural and heritage beliefs and to their spiritual connections with Country.

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Commission Chair's message



Craig Holden

Adelaide is internationally recognised as one of the most liveable cities in the world. We attract people and businesses from interstate and overseas to our enviable lifestyle and competitive business conditions.

Since 2011, the Greater Adelaide region has welcomed 167,000 new residents. This is modest population growth compared to other Australian capital cities. Current projections show that by 2051 an additional 670,000 people could join us. We must plan to accommodate this growth.

Our population is also changing. Household composition is changing. What people need or want from their housing is changing. This means we need to offer more housing choices.

Decisions about where to accommodate more people are complex. How and where we accommodate future population growth, and jobs associated with that growth, is a key question in drafting the Greater Adelaide Regional Plan (the GARP).



A unique and exciting opportunity to **Shape the future** of the Greater Adelaide region.

The Discussion Paper is for all Greater Adelaide residents

Consulting our communities is central to developing the GARP. These views will help deliver a vibrant, inclusive and dynamic plan for our future. The Greater Adelaide Regional Plan Discussion Paper (the Discussion Paper) gives our communities and industries the information and tools to form ideas and to start the conversation.



The **Greater Adelaide Regional Plan** will deliver a vision for the Greater Adelaide region to 2051 and beyond.

Where will **housing and jobs** go and how will people live as our population grows? The Discussion Paper will prompt debate and the exchange of ideas. Discussion will centre on the features and characteristics that make the Greater Adelaide region so special: our premium food and wine, our scenic landscapes and natural environment, our cultural and built heritage, our world class beaches and overall quality of life.



We want your **ideas and feedback** to help inform the Greater Adelaide Regional Plan. This Discussion Paper will also highlight the important role our planning system will play in tackling complex issues such as climate change, net zero aspirations, social equality, community resilience, housing choices, housing affordability and affordable living.



We need more homes

The factors fuelling housing demand and influencing housing affordability in Adelaide are the same as in modern cities everywhere: changing economic circumstances, population growth, household composition, interest rates, taxation, investor demand and construction costs.

The GARP will support housing affordability by prioritising strategic growth and the release of serviced land.

Houses and jobs in the right locations will help homeowners and renters with living costs, including transport and utilities. Local, state and federal funding is important when planning infrastructure for new or existing neighbourhoods, so we can keep living costs down. Over the next 30 years, the State Planning Commission (the Commission) aims for a more regenerative approach to long-term planning, one which promotes a greener, economically stronger and more equitable way of life. We want to encourage people to live locally by locating housing, jobs and services closer together so people can meet most of their daily needs within a comfortable walk, ride or public transport journey from home.

This Discussion Paper is the first step in a renewed conversation about how and where the Greater Adelaide region can grow responsibly for current and future generations. This means infill growth done well in the right places. It also means greenfield and township growth that does not compromise our valuable agricultural, environmental and tourism assets.



Arguments for and against exist for all growth options. There are no easy answers to achieving the Commission's aspirations for Greater Adelaide. That is why the Commission is inviting you to help plan the Adelaide region of our future.

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The land supply projections for residential land across metropolitan Adelaide indicate that there is 15 years supply currently available. This Discussion Paper looks beyond this. Working in collaboration with the new Housing Infrastructure Planning Development Unit, the Commission aims to ensure adequate supply through to 2050 and beyond.





We can do infill better

Identifying opportunities for strategic infill development must be a priority. Larger sites near jobs, services and transport options can relieve housing pressure on other areas, such as our food and wine growing regions and heritage areas. With a master planned approach we can achieve higher densities that offer diverse and affordable housing close to businesses and industry.

Strategic infill makes sense environmentally and economically, and development is already underway in many identified infill sites. Finding new larger infill sites will take time and coordination between landowners, councils, the community and government.

Small scale infill development, such as townhouses, currently provide around 30% of the housing supply in Greater Adelaide. Urban infill can be done better and this new regional plan will need to consider infrastructure, services and open spaces to support infill development and growth.



Source: Renewal SA



We can grow in the right places

Finding suitable greenfield land for development will be another part of the solution.

A 15-year supply of housing is in the pipeline. Developments are underway in the north and the south. But we need to identify greenfield opportunities for longer term housing and employment. In identifying these areas, we need to factor in new infrastructure, how we manage bushfire and flooding risks, and preserve important environmental areas. More people, increasingly able to work from home, are moving to Greater Adelaide's idyllic regional centres and towns. So, we will also need to provide new housing and business services in our regional centres to meet this demand.



Future-proofing

Future generations are relying on us to make responsible planning decisions now to strengthen the sustainability, liveability, and prosperity of the Greater Adelaide region for the future.

The aim of the new GARP is to accommodate inevitable growth and change in the region. The Commission wants to hear from communities, councils and industry about how best to meet this challenge. This Discussion Paper is the start of an important conversation. Your ideas and feedback will help us draft an effective and comprehensive plan for Greater Adelaide. We will share the resulting draft GARP for consultation in 2024.

Craig Holden Chair, State Planning Commission



Source: South Australian Tourism Commission - Nick Rains

Greater Adelaide

Change is certain. We need to plan for it.

Projections show Greater Adelaide's population could grow by up to 670,000 people over the next 30 years. That would be a 46% increase on today's population.¹ We need to be ready.

This anticipated population growth will help supply the skills necessary to meet current and future workforce needs in South Australia. And attracting entrepreneurs and job creators will help transform South Australia's economy.² Historically, South Australia has lower population growth than the national average. This is largely due to its smaller share of overseas migrants and the net loss of residents interstate. But population projections are only part of the story. Our housing needs are also changing. The average household size is decreasing. Single person households have increased 78% over the last 30 years. This is the main reason why housing demand now outstrips population growth. If this trend continues, we will need an extra 300,000 homes over the next 30 years.

The GARP will set out for the long term how we sustainably bring land to market to meet our changing housing, employment and recreation needs. Identifying enough suitably zoned land will ensure we develop sustainably, which in turn, contributes to an inclusive, resilient and thriving region for our future generations.

² <u>SA-Economic-Statement.pdf (premier.sa.gov.au)</u>

¹ Based on 2021 Census data



Source: Renewal SA

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Purpose of this Discussion Paper

This Discussion Paper will guide a collaborative process to develop the new plan. The Discussion Paper is divided into two core parts.

1. How should Greater Adelaide grow?

First, we invite discussion on how we expect our state and the world more broadly to change over the next 30 years. And how these changes might affect where and how we live and work. Here the Commission shares its insights into the possible impact of global trends on the region, and what they might mean for future land use decisions. We include questions to prompt ideas and feedback about how Greater Adelaide should grow.

2. Where should Greater Adelaide grow?

Second, we provide the foundation for detailed discussions about where we could accommodate growth. We explore where housing growth should occur, where land should be set aside for jobs, where transport and infrastructure investment should be prioritised, and where valuable environmental and conservation assets should be preserved.

The Commission hopes this Discussion Paper will stimulate fruitful discussion and fresh ideas about how and where Greater Adelaide will grow.

The role and function of the Greater Adelaide Regional Plan

The Commission, with the State Government's endorsement, is preparing the new plan in collaboration with local government, state agencies, industry and the community. The State Planning Policies³ will guide its strategic framework.

The GARP will replace the current 30-Year Plan for Greater Adelaide⁴ (30-Year Plan). The final document will be available in a digital format and include maps identifying long-term urban land and infrastructure needs to support sustainable growth. Designed to respond to changing data, it will be live, interactive and easy to update.

The GARP will identify growth over a 15 to 30-year period by investigating and guiding:



Where **houses and employment** land will go



How housing and population will be serviced



Which areas need conservation and protection



What **major infrastructure** is needed and how it will be provided

- ³ State Planning Policies for South Australia version 1.1 23 May 2019
- ⁴ livingadelaide.sa.gov.au/

Planning, Development and Infrastructure Act 2016 and Regulations

The overarching framework for SA's planning and development system, including Principles of Good Planning:

Strategic Framework

State Planning Policies

Sets out the overarching goals for the state and requirements for the planning system

SA Property and Planning Atlas

Regional Plans

Provide the long term vision for regions or areas about the integration of land use, transport, infrastructure, and public realm

Planning Rules

Planning and Design Code

Sets out the policies, rules and classifications for the purpose of development assessment and related matters for the state

Development Assessment

Assessment

Referrals

Decision



The Commission has set the following principles to guide the GARP's scope and preparation



Integrated Bringing together land use planning with the delivery of transport infrastructure and public spaces



Relevant Responds to economic growth, investment scenarios and other opportunities for the Region

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Aligned Reference, reflect and progress the objectives of the State Planning Policies and other Government strategies and plans



Visionary

A clear vision for the next 30-Years with short, medium and long term actions



User-friendly

Easy to understand and digital, with the focus on maps, graphics and actions



Measurable

Includes performance indicators to measure the success of the Plan

Land use focused

Identify sufficient land supply to support housing diversity, affordable living and employment growth

Snapshot of the Greater Adelaide Region

The Greater Adelaide region is home to more than 1.5 million people. It covers almost 11,000km², from Cape Jervis in the south, to Murray Bridge in the east and the Barossa in the north. The region comprises the lands and waters of four First Nations peoples: Kaurna, Ngarrindjeri, Ngadjuri and Peramangk.





Total population (2021)





State's population



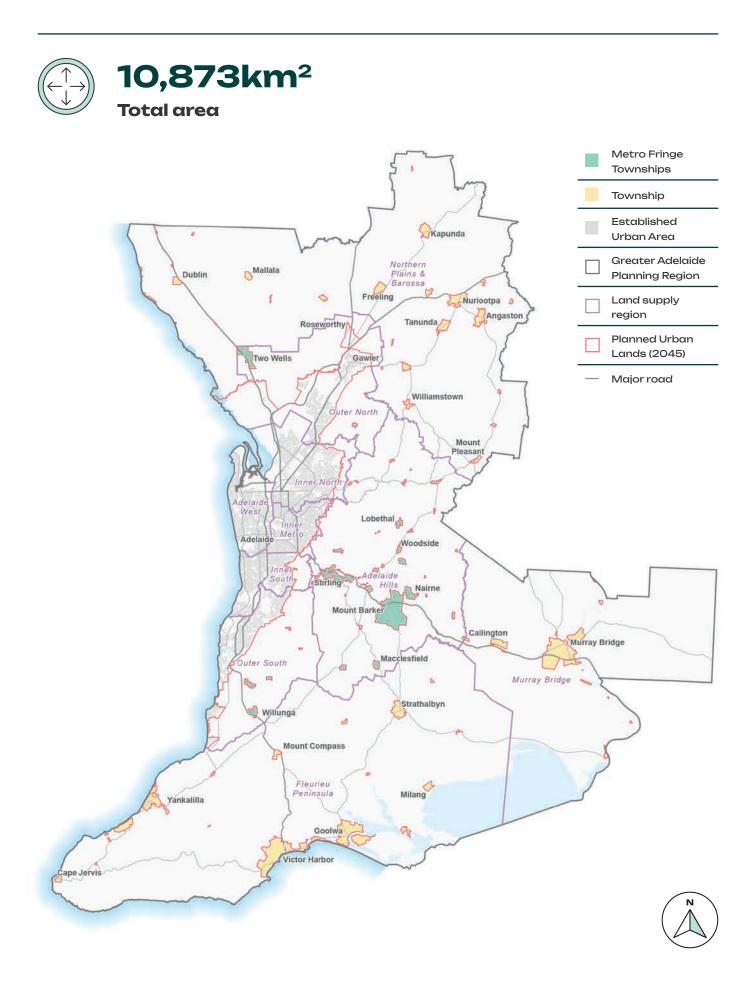


Local government areas





of the State's economy



Greater Adelaide snapshot



1.0%

Average annual population growth in the past 10 years



19.3%

Population over 65+ years



73.3%

SA's Aboriginal population living in the region





Detached dwellings





Average annual housing growth in the past 10 years



26.6%

Population born overseas





Total number of homes (2021)



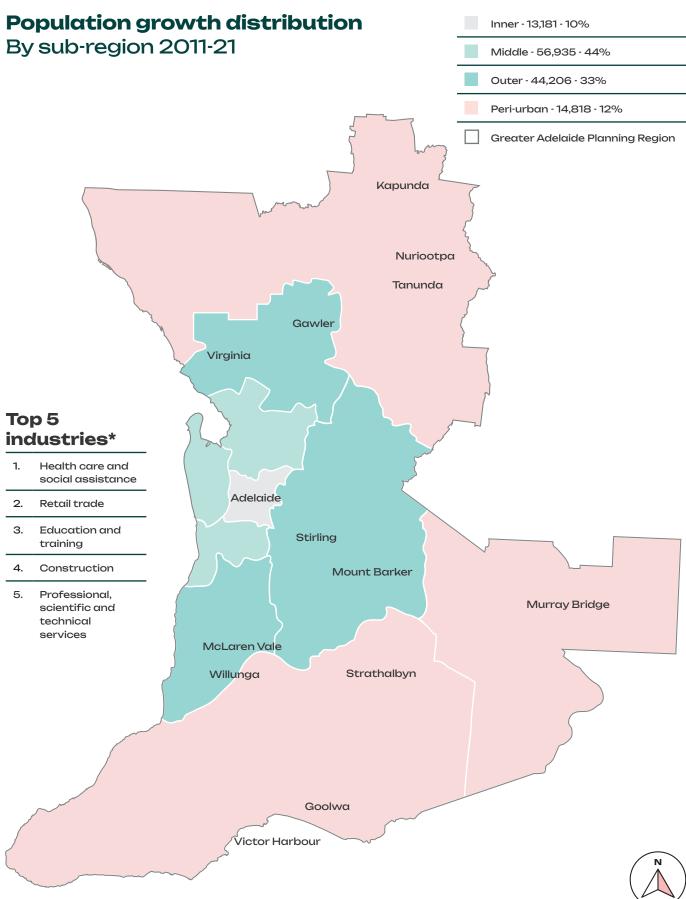


Increase in single households since 1991





Increase in couples with no children since 1991



* ABS data for the Greater Adelaide Capital City (GACC) region

How we got here

The decisions we make about our urban form today will affect our future generations. Adelaide has undergone a series of major development phases since becoming the capital of South Australia in 1836. Looking back, we can see how growth patterns, technological advancements, social trends, and decisions shaped our cities, centres and towns. Decisions like:

1836

The original concept of Adelaide as a city surrounded by a belt of park lands

1919

Garden City concepts at Colonel Light Gardens and elsewhere

1955

Establishing pioneering townships and suburbs, such as Elizabeth

1967

Protecting the Hills Face Zone

1997

Completing the first-of-its-kind River Torrens Linear Park

2012

Legislating the Barossa and McLaren Vale Character Preservation Districts



Aboriginal custodianship



Aboriginal people have lived on the land we now know as Greater Adelaide for 60,000 years. The region is home to four traditional owner groups, each with a deep spiritual connection to the land.

Pre-colonial Greater Adelaide was a diverse landscape of grassy plains, open woodlands and abundant wildlife.

First Nations people followed a complex system of land management and the reciprocal relationship between people and the land underpinned all aspects of life.

European settlement in 1836 brought about the destructive impact of colonisation, and dispossession of land and resources.

Settlement included widespread land clearing, cultivation of the land, and introduced new species, forever changing the landscape and ecosystem.

Map shows the general locations of Traditional Owner groups.

1836-1880

Settlement and township establishment



Adelaide is established on the banks of the River Torrens in 1836 as the capital of the British colony of South Australia. Colonel William Light planned a city surrounded by a belt of park lands. Adjacent villages and agricultural land parcels are established within easy travelling distance of Adelaide.

Development within and around Adelaide is dense. Mixed-use industries require separation westward along the banks of the River Torrens.

Walking, and horse and carriage are the main ways people and goods move around. Railway lines are built to connect key centres, first Adelaide to Port Adelaide, later Adelaide to Gawler. The railway lines allow Adelaide to expand north and west.

1881-1945

Suburbanisation and township expansion



Adelaide's urban areas continue to expand. Suburbs develop near the city, and more densely near high streets, tram stops and train stations. High streets provide goods and services to local communities.

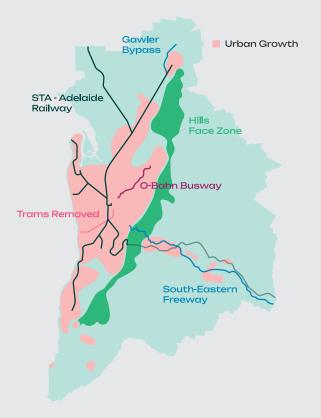
Some more densely developed early-settlement buildings fall into disrepair after economic downturns.

Public transport is by train and an expanding tram network. Electric trams gradually replace horse-drawn trams in the early 20th century. Private car ownership begins to influence the design of buildings and thoroughfares.

New housing growth in the city and surrounding suburbs is strong with new 'Garden City' concepts influencing town planning.

1946-1990

Metropolitan and township expansion



A new post-war urban form proliferates with low-density suburbia spread across Adelaide. The 'baby boom' drives development of single-storey, detached family homes on large blocks.

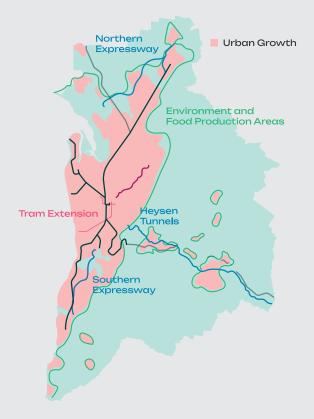
Suburban shopping centres become popular. They cater for increased private car ownership, forcing high streets into decline. Elizabeth is developed as a 'new town'.

Roads catering for the rise in private car ownership start to dominate urban form. In the late 1950s, most of Adelaide's tram network is removed and replaced with buses. Some train networks are also closed.

Later, the O-Bahn Busway and South Eastern Freeway are completed to support spreading residential development to outer metropolitan areas.

1991-2023

Metropolitan and township consolidation



Significant suburban expansion continues in Adelaide. Major new infrastructure such as the Northern and Southern expressways aids this expansion.

Emerging 'tree' and 'sea' change movements prompt significant growth in regional centres, such as Mount Barker.

Demand increases for new housing in established suburbs, with good access to services and transport. Small-scale infill development becomes a significant source of new housing.

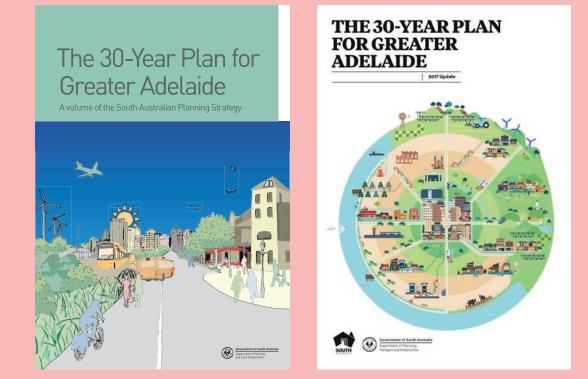
Private cars continue to dominate. But emphasis on, and investment in, public transport increases, as does recognition of the role of walking and cycling in building healthy neighbourhoods.

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30-Year Plan for Greater Adelaide

Successive state government decisions since the release of the 30-Year Plan in 2010 have shaped our region today. Implementation was initially through the Housing and Employment Land Supply Program which ensured a rolling 15-year supply of land.

Under this program, growth area structure plans led to significant greenfield rezonings in northern Adelaide at Playford, Angle Vale, Gawler East, Riverlea, Virginia, Two Wells and Roseworthy. These greenfield rezonings were accompanied by stronger zoning at Greater Edinburgh Parks to protect it as a state strategic employment node. During this period, Mount Barker was also rezoned for urban growth, setting it on a path to becoming a significant urban centre servicing the Adelaide Hills. More recently, residential greenfield rezonings in the south have been undertaken at Aldinga and Hackham. The 30-Year Plan has successfully staged major growth fronts across two time periods – zero to 15 years, and 16 to 30 years. Most land in the zero to 15-year timeframe is now rezoned and in development. Planning is underway for the longer-term growth fronts, including Concordia, Dry Creek and Sellicks Beach.



Also during the zero to 15-year period, the CBD and some inner-rim urban corridors were rezoned for apartment living, along with a significant number of infill rezonings led by local government. The State Design Review process was established to provide an independent evaluation process, in which a panel of built environment experts review the design quality of development proposals in these areas. This era also introduced the first Transit Oriented Developments (TODs) at Bowden and Tonsley, along with the CBD's Lot Fourteen. Building on the success of Mawson Lakes, these precincts around key transport nodes combine new ways of working with convenient living. Adelaide needs more of these.



Significant strategic infill sites at Lightsview, St Clair, West Lakes, Dock One and Glenside have integrated successfully with existing neighbourhoods. These master planned communities provide high amenity for residents in well located areas. Adelaide also needs more of these.

Greater Adelaide has a healthy supply of zoned land. The state's new land supply monitoring platform will mean we know how much zoned land for new housing and jobs remains, so we can maintain a rolling 15year supply.⁵ The GARP will need to identify land for the 16 to 30-year horizon.

Major government investment in infrastructure has supported Adelaide's growth. New road infrastructure includes the north-south corridor, Southern Expressway, Northern Connector, and Victor Harbor Road upgrades. This is complemented by intersection upgrades at Magill Road, Cross Road, Ovingham and Darlington, which aid movement within Adelaide's inner and middle suburbs. Greater Adelaide has expanded along these major transport spines. Other recent major investments include the new Royal Adelaide Hospital. The government has also committed to the new Women's and Children's and Mt Barker hospitals, alongside several other hospital upgrades. Investment in new super schools in the CBD, Angle Vale and Aldinga will support these growing communities. Investment in the Port Stanvac Desalination Plant is also underpinning Greater Adelaide's growth.

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The 30-Year Plan was not about growth at all costs

During this time the Barossa and McLaren Vale Character Preservation Districts were introduced, as well as the Environment and Food Production Areas (EFPAs), protecting 9,626km² from housing subdivision.

The State Government also reformed the state's planning system. The new electronic planning system is a rich data source we will use to underpin strategic decisions for the GARP.

Much of the 30-Year Plan is still relevant. It is a solid foundation on which to develop the new plan.



6,100ha greenfield land rezoned since 2015



18,527 apartments approved since 2015



7,611 homes built within the CBD



10, 273 homes built in key strategic infill projects



1,627 homes built in urban corridors



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How should Greater Adelaide grow?

A vision for the future

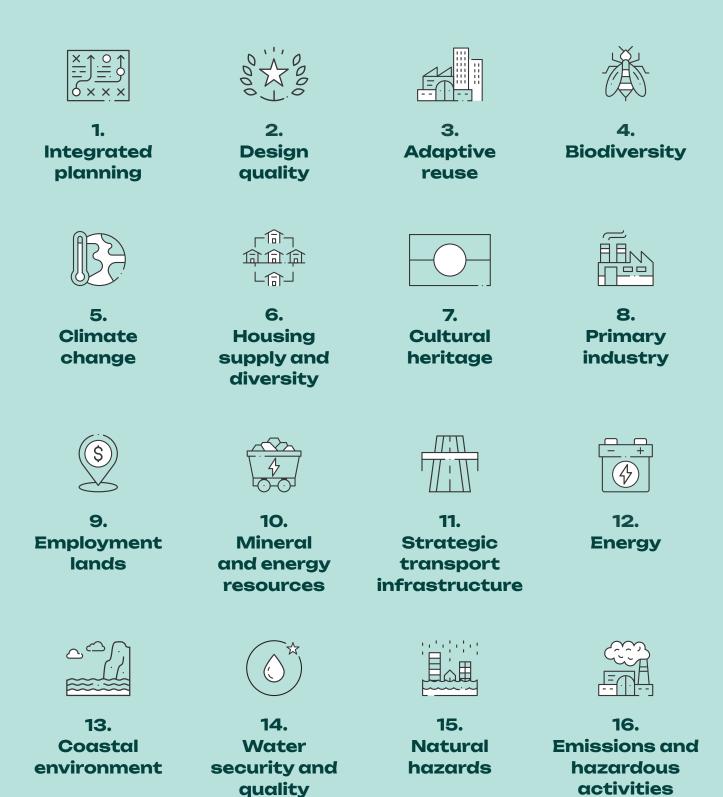
The GARP will establish a 30-year vision for the Greater Adelaide region. It will identify where people will live and work, how they will move around, and where they will access services. Specifically, the Planning, Development and Infrastructure Act 2016 (PDI Act) requires:

"A regional plan must be consistent with any state planning policy (insofar as may be relevant to the relevant region or area) and include— (a) a long-term vision (over a 15-to-30-year period) for the relevant region or area, including provisions about the integration of land use, transport infrastructure and the public realm;"

State Planning Policies

The State Planning Policies (SPPs), first released in January 2019, are the framework for orderly and consistent development across the State. The SPPs drive options for where South Australians will live, and how these areas are serviced. They cover integrated planning and design quality, and associated infrastructure and services. They also account for a range of environmental and natural resource considerations. The SPPs are intended to guide sustainable development, and support jobs and economic growth, while improving environmental outcomes.

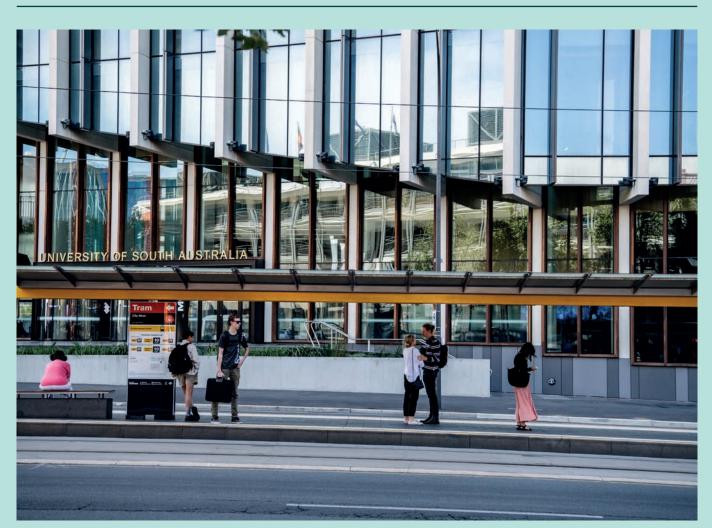
In this Discussion Paper, you will be asked questions about where people could live in the future, as zoned urban land is taken up over the next 15-20 years. Options about where future populations will live are based on opportunities and constraints mapping. Much of this mapping is derived from the 16 SPPs:



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- the impact of net zero emissions by 2050 on infrastructure delivery through increased renewables, and
- how continued working from home will impact on transport networks and what this could mean for the future of living and work arrangements.



Source: City of Adelaide

Following consideration by the Department of Premier and Cabinet, industry experts and thought leaders, 12 major trends and drivers of change that will shape the future of Greater Adelaide have emerged.



1. Housing availability and affordability



2. Liveability



3. Climate impacts and biodiversity loss



4. Decarbonisation



5. Digitisation

6. Decentralisation



7. Automation and advanced manufacturing



10. Reconciliation, including voice, treaty, truth



8. Changing mobility systems



9. Workforce, skills and migration



11. Food and water security



12. Societal inequality

Outcomes for Greater Adelaide

Based on the SPPs and global trends, the Commission has proposed the following four outcomes to guide the discussion about how Greater Adelaide should grow:



A **greener**, wilder and climate resilient environment



A more **equitable** and socially - cohesive place



A **strong economy** built on a smarter, cleaner, regenerative future



A greater choice of **housing** in the right places

The following pages expand on each of these outcomes, and what they could mean for land use planning decisions in the GARP.



For discussion

What do you think of the four outcomes guiding how Greater Adelaide should grow? Are there any other outcomes the commission should consider?

What other major trends and drivers might shape the future of Greater Adelaide? How should a land use plan address these trends and drivers?

A greener, wilder and climate resilient environment

The trends and drivers



Climate impacts and biodiversity loss



Decentralisation



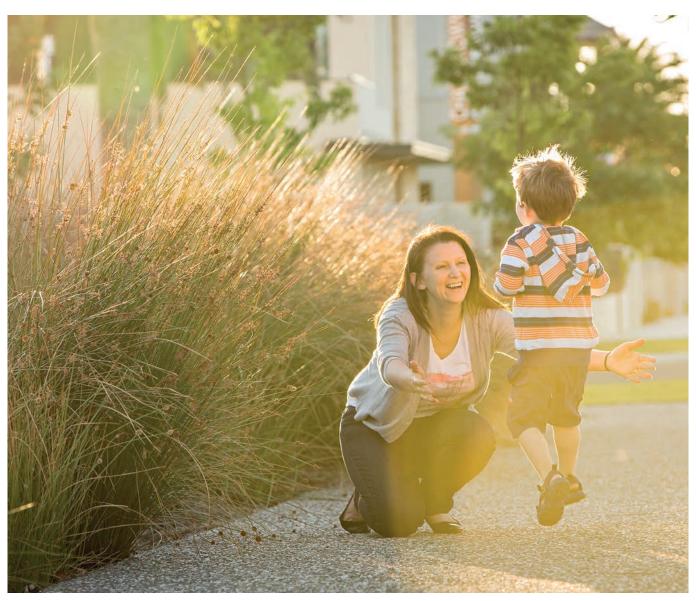
Food and water security



Changing mobility systems



Liveability



Source: Heart Foundation and Sweet Lime Photo



Climate change will impact all areas of our society. Increasing greenhouse gases in the atmosphere is changing climate patterns and weather events. Globally, average surface air temperature has warmed by more than one degree Celsius since reliable records began in 1850. In Australia, the climate has warmed on average by 1.47 degrees Celsius since 1910.



Why this is important

Our future prosperity, the liveability of our cities and towns, the health and wellbeing of our communities and the resilience of our built and natural environment all depend on how well we adapt to and mitigate the impacts of climate change. The extreme effects of climate change on urban environments are well established. South Australia is becoming hotter and drier, and experiencing extreme events like heatwaves, bushfires and flooding, which are increasing in frequency and intensity.

Since the 1950s, hot days and heatwaves have become hotter and more frequent. Heavy rainfall events have also increased in frequency and intensity. Projections suggest temperatures will rise as much as 2.1 degrees Celsius above the long-term average by 2050.⁶ It is expected by 2030 there will be an additional 14 days above 40 degrees every year.⁷ In 2022, South Australia joined other jurisdictions around the world to declare a climate emergency, reaffirming the State's commitment to building science-based policies to prepare for the realities of climate change. And we signalled the State's commitment to act.⁸

The projected changes to our climate are described in the Guide to climate projections for risk assessment and planning in South Australia⁹, and summarised in Figure 1.

- ⁶ climate-change-action-plan-2021-2025.pdf (environment.sa.gov.au) (pg8)
- ⁷ data.environment.sa.gov.au/Content/Publications/New%20climate%20change%20projections%20for%20SA%20maps%20 and%20findings%202022.pdf
- ⁸ www.environment.sa.gov.au/goodliving/posts/2022/06/climate-emergency-declaration-south-australia
- ⁹ Department for Environment and Water Latest climate projections for SA.

Figure 1 – Guide to climate projections for risk assessment and planning in South Australia

Source: Department for Environment and Water

	Projected Change	Associated Risks
Higher Temperatures	 Higher average daily maximum temperatures Longer, hotter and more frequent heatwaves. 	 Reduced agricultural productivity Changes in distribution and abundance of pest plants and animals Increased risks of heat related illness and death.
Drier with more time in drought	 Reduced average annual rainfall Reduced spring rainfall More time spent in drought. 	 Increased stress on water resources Reduced condition of water dependent ecosystem Reduced agricultural productivity.
More dangerous fire weather	 More days of dangerous fire weather Longer fire seasons. 	 Increased risks to public health and safety Increased damage or destruction of assets, infrastructure and the natural environment.
More intense heavy rainfall events	 More rain falling in extreme rainfall events More frequent extreme rainfall events. 	 Increased flood risk Increased damage to assets, particularly roads and bridges Increased damage to food crops.
	 Increasing average sea levels Increased height of extreme sea level events. 	 Increased coastal flooding Increased erosion of beaches and damage or destruction of coastal assets.

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Rising sea levels

Our approach to climate change

Consistent with the South Australian government's approach, the South Australian planning system aims to promote climate change mitigation and adaptation.

By undertaking both mitigation and adaptation solutions, we can deliver tangible climate change outcomes as well as many co-benefits including cost savings, energy conservation and improved community connection.



Adaptation

Climate change adaptation is the process of responding to the actual or expected climate and its effects. Adaptation works to manage the risks caused by climate change already in train and those caused by potential future climate change.



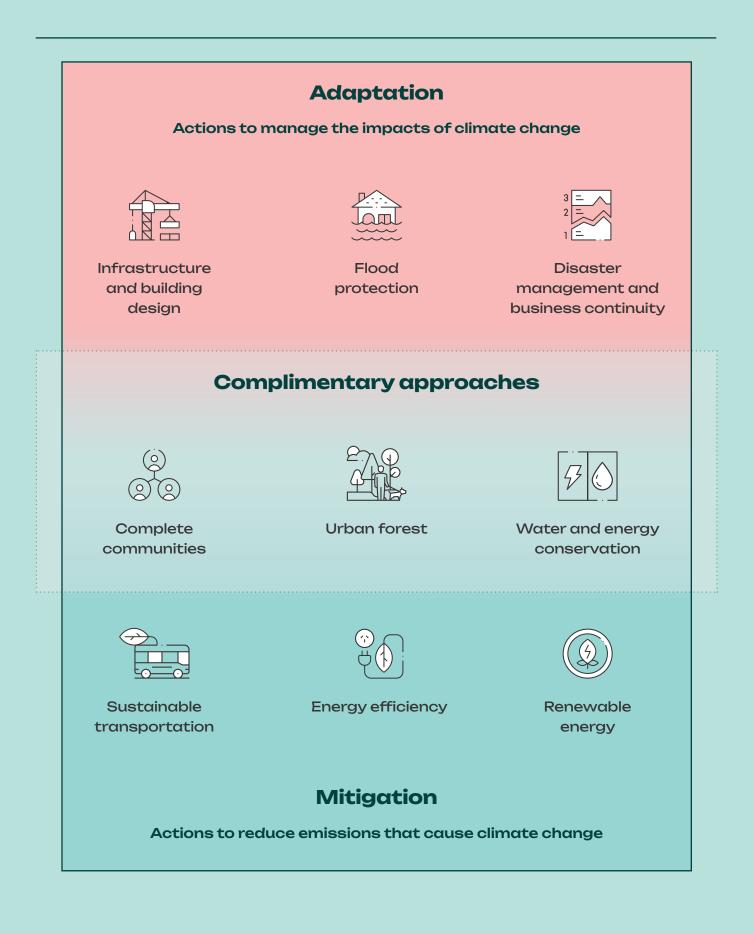
Mitigation

Climate change mitigation seeks to reduce the release of greenhouse gas emissions to the atmosphere, including reducing the sources of emissions (for example burning fossil fuels) or increased the 'sinks' that accumulate and store greenhouse gases (for example in forests, wetlands and soils).



Complementary approaches

Some planning interventions achieve both mitigation and adaptation outcomes. For example, the planning system might promote urban greening which stores greenhouse gas emissions while also helping us to adapt by cooling our suburbs as average temperatures rise.



Springlake Communities - Mount Barker



Urban greening and biodiversity

Adelaide's green credentials have been recognised globally. In 2021, Adelaide was named the world's second National Park City.¹⁰ National Geographic recognised Adelaide as the 6th most sustainable destination in the world.¹¹ This is evidenced by Adelaide's 30 percent green space, and its diverse wildlife, including 1,080 native plant species, 281 native species of birds, 60 native fish species, and 47 native mammal species, together with more than 58 reptile species.¹²

We need to do more to protect our tree canopy, which is declining in some areas of Greater Adelaide. The state government is committed to delivering best practice tree protection regulations. The Commission's work underpins this commitment through establishment of an evidence base to review policy relating to trees and open space in urban areas.

A greener, wilder and climate resilient region is the key to creating a cooler living environment, protecting and improving biodiversity, and ensuring water and food security. Trees and other vegetation can reduce land surface temperature by between 5 and 6 degrees Celsius during heatwaves.¹³

So, we need to value and protect trees, create more green spaces, implement water sensitive urban design, and minimise the impact of development on areas with environmental value. And, doing so makes good economic sense. Green Adelaide's Urban Greening Strategy Discussion Paper¹⁴ documents the substantial benefits of a greener and wilder environment.

- ¹¹ Best of the World: seven sustainable destinations for 2022 and beyond | National Geographic
- 12 www.greenadelaide.sa.gov.au/news/2021-adelaide-becomes-national-park-city
- ¹³ climate-change-action-plan-2021-2025.pdf (environment.sa.gov.au) (pg38)
- ¹⁴ Discussion-paper_Urban-greening-strategy_March-2023_V2.pdf (environment.sa.gov.au)

¹⁰ By the international National Park City Foundation

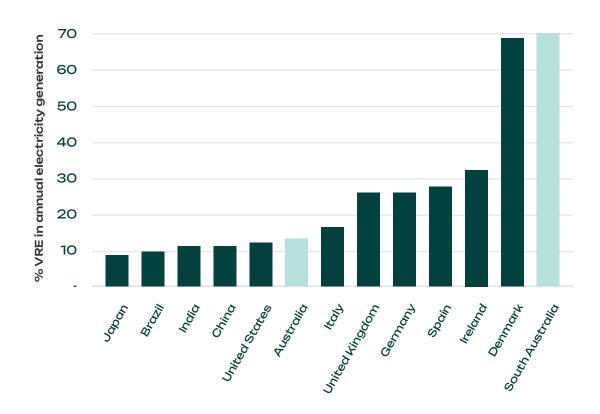


Decarbonisation

Decarbonisation is crucial for creating a more climate resilient future. South Australia is on track to achieve the goal of net 100% renewable electricity by 2030. And the State's Climate Change Action Plan has set a target of net zero emissions by 2050. South Australia recorded a 32% reduction in greenhouse gas emissions between 2005 and 2018.¹⁵ But we need to do more to achieve net zero. The planning system can help by providing policies and regulatory tools to support decarbonisation and regeneration, cleaner industries, and innovative building design.

In the past eight years, the state government has approved 51 renewable energy facilities over 5MW. Significant built projects include the Tailem Bend Solar Farm (Stages 1 and 2), Lincoln Gap Windfarm (Stages 1 and 2), and the Port Augusta Renewable Energy Park. The Goyder South Hybrid Renewable Energy Park – the state's largest – is under construction south of Burra. This is commendable, but we can do more.

SA ranked number one globally for annual renewable energy



¹⁵ climate-change-action-plan-2021-2025.pdf (environment.sa.gov.au) (pg10)





Transport is the largest contributor to greenhouse gas emissions in the state. It is responsible for 29% of all emissions.¹⁶

Changing the way people and goods move around is a critical part of achieving net zero. Electric vehicle (EV) uptake in South Australia is slowly increasing. In 10 to 15 years, Infrastructure Australia estimates 30% of new vehicle sales in Australia will be electric.¹⁷ We will need new household and community infrastructure to support greater EV usage.

On average most private vehicles are used only 4% of the time,¹⁸ with vehicles parked somewhere for the remainder. While many people need cars, disrupting car use habits can bring significant health and environmental benefits.

The planning system can help with this by enabling a more walkable urban form, better access to public transport, and by supporting low emissions transport technology. The state government's Climate Change Action Plan provides an overview of how this target can be achieved by avoiding, shifting and reducing the use of private cars, as showing in Figure 2.¹⁹

¹⁶ Department for Environment and Water - South Australia's greenhouse...

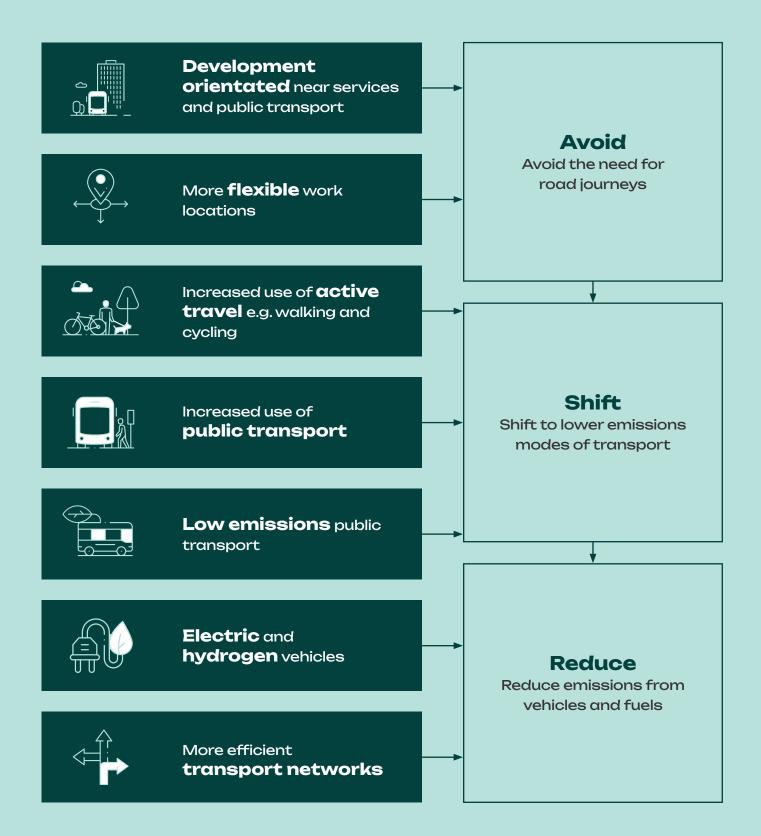
¹⁷ 20-Year-State-Infrastructure-Strategy-Full.pdf (pg.128)

¹⁸ www.infrastructureaustralia.gov.au/sites/default/files/2020-09/2019_AIAudit_may2020_update.pdf

¹⁹ cdn.environment.sa.gov.au/environment/docs/climate-change-action-plan-2021-2025.pdf (pg. 32)

Figure 2 – Climate Change Action Plan: ideas to promote active transport

Source: Department of Environment and Water





Natural hazards

As the climate changes, Greater Adelaide faces a range of natural hazards including coastal flooding, erosion, sea level rise and bushfires. To create a more resilient urban environment, we must:

- direct new development away from high-risk areas exposed to high hazard risk
- ensure enough supply and options for people to live in locations where they can avoid hazards
- locate more vulnerable and sensitive uses (such as hospitals, aged care facilities and critical infrastructure) away from hazardous areas.

The Commission is focussed on understanding hazard risk and climate change adaptation to better manage risk for community. This has resulted in new state-wide mapping of riverine and surface water flood hazards and refined bushfire hazard mapping. The GARP will incorporate this mapping to inform decisions about land use policy and infrastructure.



Riverland, Murray Bridge



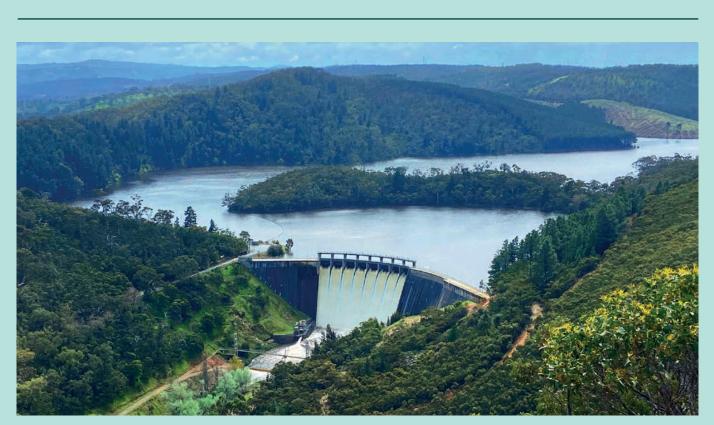


Water security

Water supports the prosperity of our people, environment, cultural heritage and economy. Our resilient water future must balance affordability with the maintenance of ongoing water supply and ensure liveability in the face of climate change impacts and a growing population.

Greater Adelaide's urban water system currently relies heavily on climatedependent water sources, such as the Mt Lofty Ranges catchment and the River Murray. The Adelaide Desalination Plant provides climate-independent water source, and use of recycled water is relieving pressure on the system. However, we know that further resilience is required to meet the needs of Greater Adelaide now and for generations to come. SA Water is working collaboratively with key stakeholders across Greater Adelaide's water sector to develop the Resilient Water Futures Strategy. This will outline the vision and objectives of a collaborative, integrated and adaptive approach to water management for Greater Adelaide.

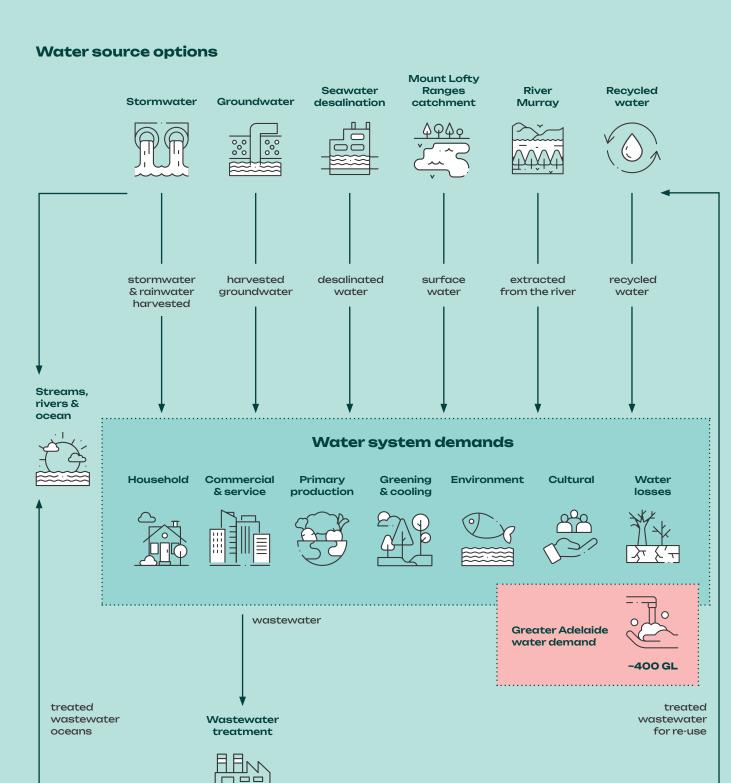
The strategy will consider a range of pathways which can ensure the resilience of the urban water system in potential future scenarios. This includes consideration of projected climate change impacts and future growth outlined in the GARP.



Source: SA Water

Figure 3 – Greater Adelaide's urban water system

Source: SA Water



Priorities and directions

The SPPs have established the state's priorities and directions for how Greater Adelaide can become a greener, wilder and climate resilient region.

What could the

planning system do

Related SPPs

SPP 1 – Integrated Planning

 Promote an urban form that encourages greater use of active transport options, such as walking, cycling and public transport.

Ideas for the GARP

- Continue to have a target for walkable communities that is annually benchmarked and reported
- Identify sites for strategic infill along major corridors, transport routes, and activity centres serviced by rapid transit public transport
- Identify new areas for renewal, as our major strategic brownfield sites such as Lightsview and Bowden become full
- Plan new greenfield growth near existing or new employment nodes
- Capitalise growth in areas with existing open space networks in the CBD, along river corridors and near major urban parks
- Capitalise growth in areas well serviced by active travel networks, including designated cycle ways, such as the Mike Turtur and Amy Gillett bikeways.

Related SPPs

SPP 4 – Biodiversity

What could the planning system do

 Identify areas with national or state environmental significance.

Ideas for the GARP

- Avoid growth in areas of national and state environmental significance
- Continue to enforce the McLaren Vale and Barossa Character Preservation Districts
- Provide a 15-year supply of land for housing in less constrained areas, before looking to 'edge' areas or areas of least significance within the EFPAs
- Maintain 'greenbelts' between townships and growth areas.
- Identify new regional open space connections and biodiversity corridors.
- Continue to map the tree canopy to identify urban greening priorities and establish new targets that are annually benchmarked and reported on
- Revise and expand the Metropolitan Open Space System to improve access to quality, functional open space
- Identify future water needs to support growth and inform an Urban Water Strategy
- Explore options for introducing sustainability frameworks to master planned developments.

SPP 5 – Climate Change

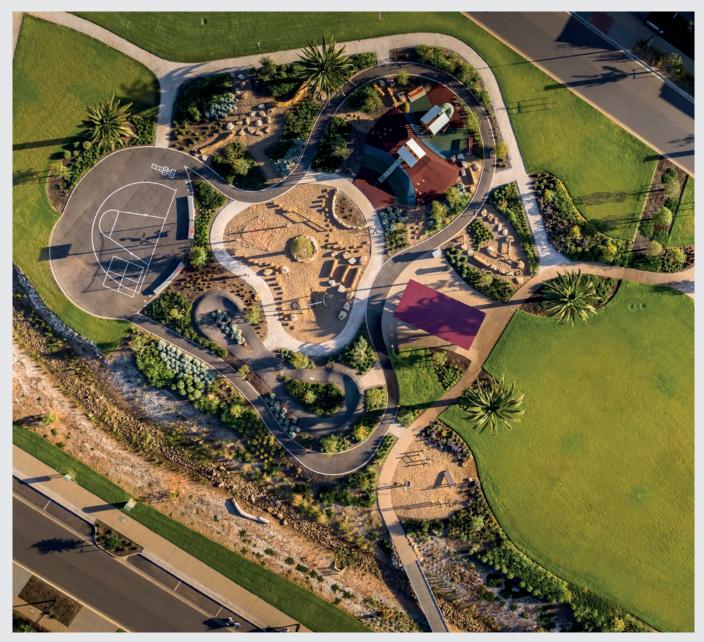
Facilitate development that does not increase vulnerability to, or exacerbate the impacts of, climate change, and which makes the fullest possible contribution to mitigation of Climate Change through measures such as energy efficient design, Water Sensitive Urban Design (WSUD) and urban greening.

the threat can be mitigated through appropriate policies.

Related SPPs	What could the planning system do	ldeas for the GARP
SPP 12 – Energy	 Identify the appropriate location and types of infrastructure required for clean energy technology. 	 Identify locations for renewable energy infrastructure, while avoiding areas of high scenic and environmental value Identify opportunities for community energy generation and battery schemes at land division stage.
SPP 13 – Coastal Environment	 Identify conservation areas and areas susceptible to coastal hazards and consider risk mitigation and adaptation strategies. 	 Avoid growth in areas susceptible to inundation and coastal erosion Identify coastal infrastructure priorities to mitigate climate risks.
SPP 14 – Water Security and Quality	 Identify and map watershed areas that should be protected. 	 Continue to avoid residential growth in watershed areas. Review appropriate land uses in the watershed and provide appropriate policy to support such development Collaborate with SA Water to identify a resilient future water network that accommodates future growth.
SPP 15 – Natural Hazards	 Identify areas susceptible to natural hazards and consider risk mitigation and adaptation strategies. 	 Maintain up-to-date hazard mapping Avoid residential development and state critical infrastructure in areas of high-risk flood, bushfire and landslide, unless

For discussion

What else could the Greater Adelaide Regional Plan do to contribute to a greener, wilder and climate resilient environment?



Source: Miravale Lanser

A more equitable and socially cohesive place

The trends and drivers



Social inequality



Liveability



Reconciliation, including voice, treaty, truth



(x)

Climate impacts and biodiversity loss

Housing availability and affordability





Why this is important

Equity is when everyone has access to opportunities necessary to satisfy essential needs, advance their wellbeing, and achieve their full potential.

Every person, no matter where they live, should have access to transport, employment, healthcare, shops and services and high-quality green space. But many do not. Inequality has been rising sharply in Englishspeaking countries over the past 30 years.²⁰

Inequality shows within cities and towns in several ways. The quality of open public spaces greatly affects opportunities for recreation, social connection and cultural enrichment. These important factors combine to affect the health and wellbeing of individuals and communities.²¹ Convenient access to services, more transport options, and better environmental design mean living costs are lower in quality neighbourhoods than in socially isolated ones. Carefully planned neighbourhoods tend to be greener, safer, healthier, more prosperous, and better serviced. While the purchase price of a home in an established infill area is often higher than in a greenfield development, the commuting costs and travel time costs can be 30% (middle ring suburb), and even up to 60% (CBD) less than for greenfield areas. In addition, households in outer-suburban areas are not only likely to travel further to access services such as education, shops, and recreation, but they are also more vulnerable to car-related costs such as increasing petrol prices.²²

Social infrastructure is critical for communities. It connects people to services and opportunities to enhance their quality of life. Social infrastructure comprises the facilities, public space networks, and services that support individual and community wellbeing. However, the challenges of delivering this across all Australian cities are complex and increasing. Government health expenditure per person is expected to double over the next 40 years. School infrastructure across the nation is ageing, and not keeping pace with demand in fast-growing cities.²³

²⁰ Income Inequality - Our World in Data

²¹ Social determinants of health (who.int)

²² Microsoft Word - October Draft Report v6 (planning.vic.gov.au)

²³ https://www.infrastructureaustralia.gov.au/sites/default/files/2021-09/2021 Master Plan_1.pdf

The Australian Infrastructure Plan identifies ways cities can respond to this challenge.

These include:

- embracing technology to optimise delivery of social services
- establishing education hubs to support lifelong learning
- co-locating shared facilities in mixed-use precincts that combine health, education, and social facilities with residential and commercial development to drive collaboration, job creation, learning and innovation.

In 2021, the Economist's Global Liveability Index²⁴ ranked Adelaide as Australia's most liveable city, and the world's third most liveable city. Good planning can help spread the benefits of living in a highlyrated liveable region more equitably. The South Australian Economic Statement says protecting and enhancing our reputation as one of the world's most liveable cities will also help to attract and retain the best and brightest talent to support a prosperous economy.

Decisions about the location, cost and delivery of housing go beyond the cost of purchasing a house and land. We need to consider how our decisions will impact access to infrastructure and services, ongoing living costs for individuals, and the broader costs of providing services and infrastructure.

While Adelaide ranks highly on global liveability and quality of life ratings, these benefits are not evenly distributed across the community. Over the past three decades, socioeconomic inequality has risen slightly in Australia, but outcomes differ across population groups and places. Inequality is particularly stark for groups facing 'deep and persistent' disadvantage.²⁵ These include children, sole parents, people with a disability, the unemployed, low-income earners, and Aboriginal people. Aboriginal people are over-represented among people experiencing homelessness.²⁶

The South Australian Government has committed to a state-based implementation of the Uluru Statement from the Heart. This began with the implementation of a First Nations Voice to the South Australian Parliament.²⁷ We can also look at ways to incorporate Aboriginal voices and cultural knowledge in the planning system through deeper engagement.

Providing access to culturally appropriate health care and services, and to infrastructure that connects people through culture and language, can also bolster connections and understanding, and lead to more employment and leadership opportunities.

²⁴ Global Liveability Index 2021 Report | Economist Intelligence Unit (eiu.com)

²⁵ www.infrastructureaustralia.gov.au/sites/default/files/2020-09/2019_AIAudit_may2020_update.pdf (pg. 184)

²⁶ www.infrastructureaustralia.gov.au/sites/default/files/2020-09/2019_AIAudit_may2020_update.pdf (pg. 185)

²⁷ First Nations Voice to the South Australian Parliament | Attorney-General's Department (agd.sa.gov.au)



Average wealth of a household in the **highest 20% is 100 times that** of a household in the **lowest 20%**



In 2017, the **poorest 50%** of Australians had **3.7% of national wealth**, down from 3.9% in 2007



Priorities and directions

The SPPs have established the state's priorities and directions for how the GARP can contribute to Greater Adelaide becoming more equitable and socially cohesive.

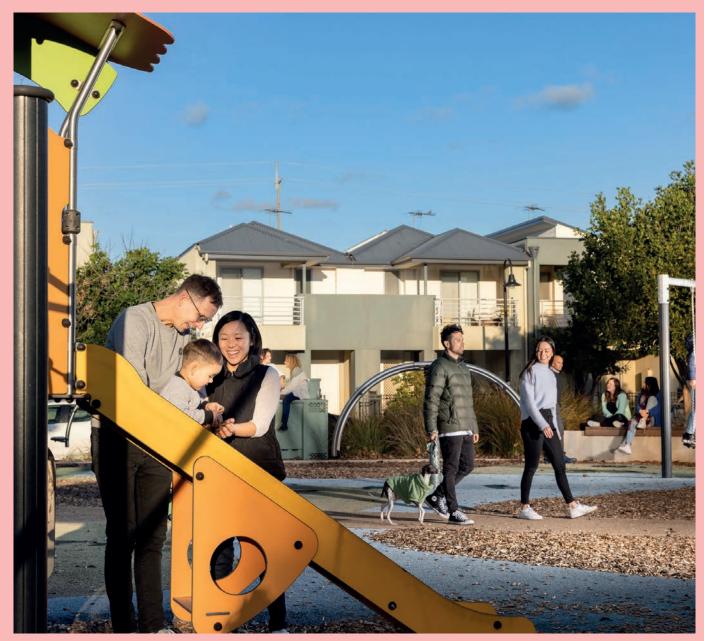
Related SPPs	What could the planning system do	ldeas for the GARP
SPP1– Integrated Planning	 Identify areas for growth that are or can be serviced by cost effective infrastructure and maximise positive social outcomes. 	 Concentrate growth in areas that can capitalise on previous, or planned investments in major physical and social infrastructure (e.g. roads, schools, healthcare, water) Prioritise and stage the release of zoned land based on transparency of costs to the community of different forms of housing supply (including upfront development and ongoing living costs).
SPP 2- Design Quality	 Identify the need for high- quality open spaces, public realms, activity centres, and neighbourhood character. 	 Identify priority areas for investment in open space and public realm improvements Identify areas to investigate for additional heritage and character protections More targeted approach to infill development to preserve neighbourhoods of major historic or cultural significance Ensure urban greening policies are applied equitably across all forms of housing supply (i.e. greenfield and infill).

Related SPPs	What could the planning system do	ldeas for the GARP
SPP 3 – Adaptive Reuse	 Identify opportunities to enhance areas of cultural or heritage value. 	 Identify underused buildings to provide cultural, social and economic benefits and target for investment (include underused historical precincts and assets).
SPP 6 – Housing Supply and Diversity	 Identify housing opportunities in areas well-connected to services, employment and infrastructure. 	 Identify strategic infill sites to provide more housing choices in areas near public transport, services and employment options.
SPP 7 – Cultural Heritage	 Recognise and support the appropriate conservation of areas and places of cultural heritage significance. 	• Recognise and protect Aboriginal cultural heritage through better engagement with Aboriginal peoples and identification of sites and areas of significance.
SPP 9 – Employment Lands	 Identify employment lands well serviced by public transport, and which provide an attractive place to work. 	 Distribute sufficient employment lands to meet local demand for jobs and reduce travel distances Identify areas for mixed-use developments that bring together housing, jobs and lifelong learning.
SPP 15 – Natural Hazards	 Avoid natural hazards in the identification of new growth areas. 	• Avoid residential development in areas of high-risk flood, bushfire and landslide, unless mitigation is cost-effective.



For discussion

What else could the Greater Adelaide Regional Plan do to contribute to a more equitable and socially cohesive region?



Source: Renewal SA



A strong economy built on a smarter, cleaner, regenerative future

The trends and drivers



Digitisation



Automation and advanced manufacturing



Changing mobility systems



Decentralisation



Workforce, skills and migration







FIND OUT MORE





Why this is important

South Australia's economy has changed over the past 30 years. While manufacturing remains the state's largest employer, the share of the state's Gross State Product (GSP) attributable to manufacturing has declined from 16% in 1990 to about 6 percent in 2019. By comparison, the health care and social assistance sector has grown from just over 5 percent to 11 percent over the same period.²⁸

The South Australian Economic Statement²⁹ sets out a clear vision for the state's economic future. South Australia wants to be known as an ambitious and capable state that embraces technology and drives innovation. Rapid advancements and innovation in digitisation, automation, and cleaner circular economy industries will continue to expand South Australia's industrial capabilities. These advances will enable businesses to take new products, services, and knowledge to the world.

The government acknowledges targeted population growth is necessary to support the state's economic transformation, to build skills and meet current and future workforce needs. South Australia wants to use its green economy credentials to attract entrepreneurs and job creators, which in turn will create new pathways to skills and jobs. The vision for a smarter and cleaner economic future changes the requirements for employment lands. Traditional industries will still require dedicated land separated from other land uses and near freight routes. But growth in cleaner and quieter industries is expected to increase demand for inner suburban employment lands too.³⁰ This will create opportunities for people to work nearer home. Evolving knowledge and services economies will also enable more remote working, reducing demand for traditional office or commercial space.

Along with changes in how and where people will travel to and from work, autonomous vehicles and micro-mobility vehicles (e.g. e-bikes, e-scooters) will also influence daily travel patterns. Over the next 30 years the pace of change will increase as technology and digital connectivity increase electric and autonomous vehicle participation in the shared economy. The accessibility and affordability of this technology, and the facilitation of car and ride sharing could lead to demand shifts from public transport back to cars, which in turn might increase congestion.

These transitions will require new long term thinking about how roads are designed and used, and how carparking, public transport, and active transport infrastructure are provided.

²⁸ plan.sa.gov.au/state snapshot/land supply/land supply reports for greater Adelaide/employment land supply

²⁹ <u>SA-Economic-Statement.pdf (premier.sa.gov.au)</u>

³⁰ Land Supply Report for Greater Adelaide - Employment Land (plan.sa.gov.au) (pg13)

Digital technology uptake has increased dramatically, hastened by changes to lifestyle habits during the COVID-19 pandemic. NBN Co, the national wholesale broadband provider, reported record numbers of people used online substitutes for face-toface interactions, access to health services, education, arts and entertainment. Some 56% of people remained socially connected through video calls. Digital connectivity will play an ongoing role in how people live, move and work. It will support remote working and provide access to social infrastructure and services via digital delivery models.³¹



Regenerative planning

Regenerative planning looks to improve social resilience and ensure that cities have a net positive impact on natural and ecological systems.

The words 'regeneration' and 'regenerative' are increasingly being used across sectors, from economics to farming to construction, to reinforce the goals of the circular economy and prioritise social and ecological wellbeing.

Land use policy can strengthen positive relationships between the built environment, its inhabitants and the surrounding ecology, actively work towards the goal of net zero and aim to improve the health of eco-systems.

Restoration of creek lines and biodiversity corridors, stormwater management to support urban greening and biodiversity, and the rezoning and regeneration of degraded industrial sites are examples of this shift in approach.

³¹ Infrastructure Australia Infrastructure Plan, 2021

Priorities and directions

The SPPs have established the state's priorities and directions for how the GARP can contribute to a strong economy built on a smarter, cleaner, regenerative future.

Related SPPs	What could the planning system do	Ideas for the GARP
SPP 1 – Integrated Planning	 Identify employment land supported by strategic infrastructure. 	Identify and protect industrial land to provide employment to growing communities, including in key areas such as:
		 Along the South-Eastern Freeway at Monarto, to support growth in Murray Bridge and Mount Barker On the Fleurieu Peninsula, to support growth in Goolwa and Victor Harbor At Greater Edinburgh Parks, with appropriate infrastructure and key freight connections At Lonsdale In North-western locations, including Gillman, Wingfield and LeFevre Peninsula.
SPP 5 – Climate Change	 Identify opportunities for green technologies, carbon storage, cleaner industries and the regenerative (circular) economy. 	 Identify opportunities for onsite renewable energy generation and storage within industrial precincts Identify appropriate areas for new innovation hubs building on the success of the Tonsley and Lot Fourteen precincts Provide appropriate policies to facilitate end-of-journey facilities for people choosing active travel to work Enable recycling and zero waste management facilities in appropriate locations.

Related SPPs	What could the planning system do	Ideas for the GARP
SPP 6 – Housing Supply and Diversity	 Identify housing opportunities that support the economic viability of strategic centres. 	 Identify regeneration and strategic infill opportunities in and around urban centres such as Noarlunga, Marion, Tea Tree Plaza, and Elizabeth.
SPP 8 – Primary Industry	 Protect key assets underpinning current and future primary industries. 	 Continue to enforce the McLaren Vale and Barossa Character Preservation Districts.
SPP 9 – Employment Lands	 Identify sufficient employment lands in appropriate locations to meet future demand for traditional and new industries. 	 Protect and capitalise on employment land in the Inner Metro and Inner Southern regions for future knowledge- based industries and innovation precincts Identify sufficient employment land to service growing populations in areas including Mount Barker, Murray Bridge, Northern Adelaide, Goolwa, and Victor Harbor.
SPP 12 – Energy	 Identify the infrastructure and land needed to support new energy technologies. 	 Identify locations and infrastructure for renewable energy generation and transmission Identify new and upgraded infrastructure required in Greater Adelaide to transmit energy from the state's Renewable Energy Zones.³²
SPP 16 – Emissions and Hazardous Activities	 Identify the location of industrial land uses requiring separation from other land uses. 	 Protect and capitalise on existing employment land in Adelaide's west that is well separated from other land uses and strategically located along trade gateways and freight corridors.

³² <u>a3-renewable-energy-zones.pdf (aemo.com.au)</u>



For discussion

What else could the Greater Adelaide Regional Plan do to contribute to a strong economy built on a smarter, cleaner, regenerative future?



Source: MAB, Western Plaza, Tonsley Innovation District



A greater choice of housing in the right places

The trends and drivers



Housing availability and affordability



Liveability



Societal inequality



Decentralisation



Climate impacts



Springlake Communities - Mount Barker



The median house price in metropolitan Adelaide has increased 38.1% in the 2 years since 2019, reaching \$670,000 in the December 2022 quarter. CoreLogic's Home Value Index shows Adelaide's median house price overtook Perth's in July 2020. The increase in Adelaide house prices, along with interest rate rises, makes it more difficult for many South Australians to buy a home.³³ The rental market, too, has become more challenging. The average weekly rent for a house in South Australia increased by 12% in the 12 months to September 2022.³⁴

- ³³ <u>A Better Housing Future February 2023 (treasury.sa.gov.au)</u>
- ³⁴ Consumer and Business Services



Why this is important

A range of economic and policy factors drives housing affordability. The planning system can help meet future demand by making sure there is enough land for new houses, coupled with well-timed infrastructure, and flexibility in zoning and policies to allow for housing diversity.

Projections tell us we will need to plan for another 300,000 homes over 30 years. We also need to understand the housing needs and aspirations of our various communities, our changing demography, and changing market preferences over this period. Policy settings need to deliver greater choice across dwellings and locations, and diverse, adaptable dwellings that cater for changes within a household over time.

In the last decade, new housing products have emerged, including a new generation of multi-level apartments in urban corridors and larger urban infill sites. But the overall supply of new housing remains focussed on detached housing, reinforced by the introduction of the Federal Government's Home Builder Grant in 2020. Census data reveals that the ongoing trend for detached dwellings – typically with three or more bedrooms – does not necessarily match the needs of increasing numbers of smaller households. We need to encourage a broader range of dwelling types and dwelling sizes. The Australian Housing Aspirations survey showed that while the preference for detached housing remains strong, many households across age cohorts and income groups want apartments or townhouses in wide-ranging locations.³⁵ Extensive housing studies across Australia reveal similar findings. The Grattan Institute, Perth and Peel, and Auckland studies all concluded that there are too few semi-detached houses and apartments in their respective cities. Consistently, these studies show that housing preferences are primarily driven by: (i) convenience and access, (ii) the local environment, (iii) local amenities, (iv) proximity to facilities, (v) safety and security, and (vi) dwelling design and features. This makes housing choice across all locations an essential component of the GARP.

In October 2021, the Commission initiated the Future Living Code Amendment to facilitate greater choices for people who want to downsize and stay in the same area, or enter the market on a smaller footprint. The model proposes new co-housing forms and future living models in established areas. We need to explore other housing forms and models to provide greater choices across all our communities.

Missing Middle Housing

Historically Greater Adelaide has been dominated by detached housing on large blocks of land and, at the other end of the spectrum, by multilevel apartment buildings. However, there are many other types of housing – the 'Missing Middle' – that offer affordable, well-designed and well-located options for our changing demographics. Addressing the Missing Middle means providing more affordable housing choices in inner metro areas – that is more townhouses and multi-unit dwellings that cater for first home buyers, young families and downsizers.

The adaption and conversion of character homes into multiple units can also meet the needs of a diverse range of people.



Missing Middle Housing Policy aims to:

Improve options for families to stay in locations close to the city centre

Increase the **supply and variety** of housing available in established neighbourhoods

Promote **walkable** neighbourhoods

Support the **conservation** of heritage and character homes

Source: Heart Foundation and Sweet Lime Photo

Priorities and directions

The SPPs have established the state's priorities and directions for how Greater Adelaide can contribute to greater housing choice in the right places.

What could the planning system do	ldeas for the GARP
 Target housing growth in areas well serviced to maximise previous or planned investments in transport and other infrastructure Identify areas for new growth that can be supported by cost-effective infrastructure. 	 Prioritise and sequence the release of zoned land based on transparency of costs to the community of different forms of housing (including upfront development and ongoing living costs) Prioritise strategic infill sites that are generally more economic to service than general infill Focus infill supply in locations where there is capacity in infrastructure networks Build on existing infrastructure capacity in townships where local councils identify growth opportunities.
 Outline the desired urban form outcomes in different areas, and identify the need for high quality open spaces, public realms, and neighbourhood character. 	• Identify areas that will undergo changes to urban form and consider the complementary infrastructure and public realm improvements required.
	 Target housing growth in areas well serviced to maximise previous or planned investments in transport and other infrastructure Identify areas for new growth that can be supported by cost-effective infrastructure. Outline the desired urban form outcomes in different areas, and identify the need for high quality open spaces, public realms, and neighbourhood



Springlake Communities - Mount Barker

Related SPPs

SPP 6 – Housing Supply and Diversity

What could the planning system do

- Ensure land supply responds to future demand, as informed by population projections and demographic trends
- Provide a range of welldesigned, diverse, and affordable housing options across the region.

Ideas for the GARP

- Set targets for each subregion to accommodate growth
- Set performance targets for housing diversity within master planned communities
- Plan for a high growth scenario and stage the release of land to meet forecast demand
- Investigate housing trends and preferences and new housing forms and models to deliver diverse housing.



For discussion

What else could the Greater Adelaide Regional Plan do to encourage the delivery of greater choice across housing types and locations?



Source: Renewal SA



The urban form to bring our vision to life

A vision for Greater Adelaide is starting to form through the expression of the four outcomes identified by the Commission. This will translate into planned urban form decisions over the next 30 years.



Source: Renewal SA

Urban form

The term 'urban form' describes a city's physical characteristics. It refers to the size, shape, and configuration of an urban area. The diagrams on pages 26 and 27 illustrate how Adelaide's urban form has grown since European settlement. We will need to decide what urban form Adelaide should take in the next 30 years.

Through the application of SPPs and strategic foresight, we can identify which areas we should avoid for urban development (such as areas of high agricultural, environmental and tourism value). We can also identify what areas are worthy of investigation for future growth.

Future growth will include a mix of development types, including:

- Development within established urban areas (small scale infill)
- Redevelopment of larger underused brownfield sites (like Lightsview)
- Development along urban corridors³⁶, the CBD, and around retail and transit hubs
- Greenfield growth on the edges of established urban areas.

Later sections of the Discussion Paper identify potential areas for longer term urban growth. Decisions on those areas will dictate the planned urban form over the next 30 years, and form the basis of the GARP.



The places we live can make a big difference to our health and wellbeing.

³⁶ Urban Corridors are areas adjacent to or on high frequency public transport routes. Urban corridors vary in depth from one to several allotments depending on the neighbouring land use and in particular recognising heritage and character protections that are in place. Each corridor will have its own unique characteristics which will guide the appropriate type of development and the intensity of land use.

Living Locally

Wherever people choose to live within Adelaide's planned urban form, the Commission is exploring the concept of 'Living Locally'. This builds on the affordable living and walkable neighbourhood strategies in the current 30-Year Plan. Living Locally means locating housing, jobs and services closer together so people can meet most of their daily needs within a comfortable walk, ride or public transport journey from home. Living Locally aims to create connected, convenient, cohesive and climate-smart communities, and to reduce the need for long-distance car travel, with an emphasis on physically active travel.



Living Locally can contribute to the Commission's four outcomes for Greater Adelaide:

A greener, wilder and climate resilient environment	 Protects environmental areas Reduces reliance on private car travel Reduces pollution and CO₂ emissions Focuses on access to high quality open space Aligns with the state's Climate Change Action Plan.
A more equitable and socially-cohesive place	 Enhances sense of community Supports passive surveillance to increase safety Diverse housing contributes to diverse communities Equal access to services and amenities across neighbourhoods Improves health and wellbeing outcomes.
A strong economy built on a smarter, cleaner, regenerative future	 Supports health and infrastructure savings to the SA economy Reduces household transport time and cost Supports local economies, particularly retail trade Supports mixed-use opportunities, bringing jobs to where people live.
A greater choice of housing in the right places	 Supports the core component of 'Affordable Living' concepts Promotes housing diversity and affordability in different contexts Focuses on better design of infill housing, including improved greening Enhances sense of wellbeing linked to shorter commute times.





Many of Adelaide's most sought-after suburbs (e.g. Glenelg, Parkside, Gawler, Norwood and North Adelaide) already embody the Living Locally concept. Research across Australia shows people prefer neighbourhoods with good access to high quality local transport and within easy reach of family, work, shops and amenities.³⁷

However, areas within Greater Adelaide differ in their characteristics, from size and local character to demographic profile. So, there cannot be a one-size-fits-all approach to applying the principles of Living Locally. The GARP will need to offer choice and flexibility.

Source: Renewal SA



For discussion

What neighbourhood features enhance living and working locally?

Testimonials



Renee Slunjski Bowden resident

Infill scenario

"I bought my apartment off the plan in 2017 and it was only once I moved in in 2019 that I really appreciated its amazing location. There is a really strong sense of community in Bowden and we all benefit from knowing our neighbours, something I hadn't experienced before. Plant 4 is our vibrant community hub where we can enjoy a coffee, a meal, do some shopping or browse the markets. It gives the place a real energy and is a chance to get to know the locals. There is an ease of living at Bowden that I really appreciate and we all look out for each other. Before living here, I was one to drive everywhere. Now I only need my car for work. I catch the tram and the city is walkable. It's just a fantastic place to live."



Christopher Izzo Mount Barker resident

Township / greenfield scenario

"Moving to Mount Barker was a big change for our family. We were living in the inner city but wanted more open space, a bigger allotment and a greater connection with nature for our children. The place we have now is fantastic – we're surrounded by trees; we have a reserve behind us with a creek and there is a community farm nearby. It's a family-orientated environment and the kids love playing in the reserve with their schoolmates. I even enjoy the commute which is only 30-35 minutes. We're very happy with the tree-change and love being part of this new community of like-minded families."





Implementing the Living Locally concept

Living Locally is easier to achieve in some contexts than others. Many established suburbs and town centres already offer access to everyday needs within a short walk, cycle or public transport journey from home.

Achieving this in greenfield areas, typically reliant on cars, will be harder. New strategies and tools will be needed to apply Living Locally principles to all growth types.

Strategies and tools that could encourage Living Locally

Master planned growth could:	 Demonstrate how the principles of Living Locally will be applied in new communities Include street and subdivision patterns that make walking easier and provide direct routes to shops, services, transport and open space Incorporate active travel infrastructure within new neighbourhoods to avoid the future cost and inconvenience of retrofitting safe spaces for pedestrians and cyclists Set minimum housing / population density targets to make public transport and services viable Incorporate a network of connected open spaces Identify land for employment.
All growth types could:	 Set minimum housing targets and housing diversity targets around centres with established shops and services Locate complementary land uses within mixed use zones in centres and corridors combining residential, commercial, institutional and retail opportunities Provide accessible and specialised housing in close proximity to facilities, services and transport Provide affordable housing in close proximity to facilities, services and transport to enable affordable living.

Infrastructure and services

Planning for growth is complex. The availability and cost of infrastructure and services is a key consideration for determining where growth should occur. But we need to balance these costs against other considerations, such as the protection of environmental and agricultural land, and the protection of residential amenity.

The Commission has set out seven principles to guide early ideas about where long-term growth could occur across Greater Adelaide. These are listed on page 101. Principle 7 specifically relates to infrastructure:

"The Identification and prioritisation of growth areas will be based on the transparency of costs to community (infrastructure provision, housing cost, ongoing living costs and climate change resilience costs) for differing forms of supply." New homes need new or augmented infrastructure and services regardless of their location, type, or density. Those services include schools, community facilities, open spaces, new roads, wastewater, stormwater and power. The capacity of infrastructure to support growth varies across locations. Focusing new growth in locations with existing services and facilities is the best option. Doing so also benefits the broader community by reducing the cost of new transport, education and health care, and new trunk infrastructure for water, sewer and electricity.

Global megatrends will impact the type of infrastructure and services we need. For example, what does an electric and autonomous vehicle future mean? What is the trajectory to net zero? We will need infrastructure and services adaptable and resilient to future change. Timing infrastructure and service delivery for new and growing communities, will also affect housing affordability, social inequity and connectedness and ecological impact. In the past, infrastructure provision has not always been timely. Better integration of land use and infrastructure so we direct urban development to the most appropriate locations will help maximise the use of existing infrastructure and services. It will also help us plan for new infrastructure before rezoning land.



Trunk and non-trunk infrastructure

Trunk infrastructure is high-level, shared infrastructure that services large catchments. It is normally a shared responsibility between state and federal government and the development sector. That means the broader community contributes to the cost via taxes, alongside the developer and home buyer.

Non-trunk infrastructure is internal to a development and connects to external infrastructure networks. It is usually a shared responsibility of local government and the land developer, as it generally benefits the local catchment only.

Given the substantial cost of trunk infrastructure, areas identified for short to medium growth will look to maximise existing infrastructure assets. This can be more cost effective and less disruptive to the community than building new infrastructure. The longer term growth options identified in Part 2 capitalise on significant ongoing government investment in roads. These include the north-south corridor. northern connector and the Fleurieu **Connectors Project (Main** South Road and Victor Harbor Road duplications). Other important infrastructure investments include super schools at Aldinga and Angle Vale, and water secured through the Adelaide **Desalination Plant.**

When considering areas for growth under Principle 7, detailed investigations in preparing the GARP will determine if existing capacity exists, or if we need new trunk infrastructure in some locations.

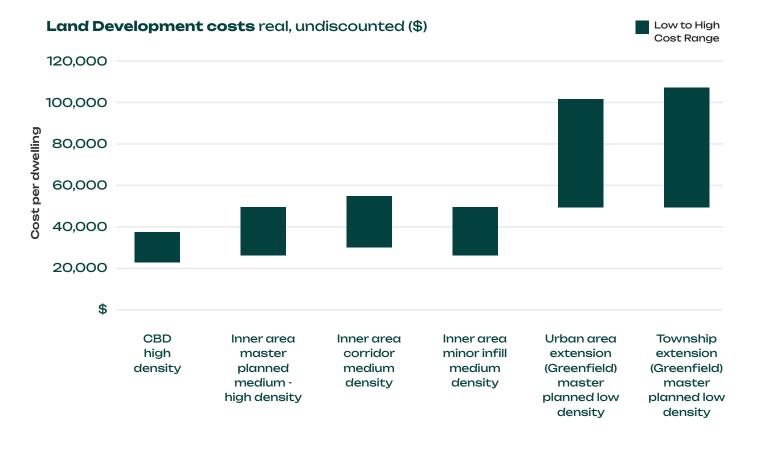


Infrastructure cost

The Commission is working with Infrastructure South Australia (ISA) to identify infrastructure cost differences between infill and greenfield development. The work of ISA and other infrastructure agencies around Australia shows land development costs in urban and township extension areas can be significantly higher than land development costs in established residential areas.

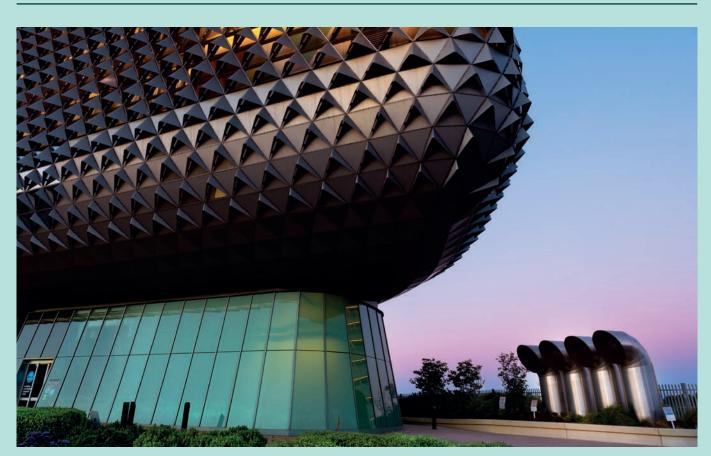
Figure 4 – Land development cost comparison

Source : Infrastructure SA



Development of new greenfield areas costs more due to the need for new local roads and stormwater management systems, trunk infrastructure and earthworks. Although it can vary, ISA modelling suggests infill development will typically cost less than greenfield development.

But cost is not the only factor directing where growth will occur. The impacts of infill on local communities can be high, including tree loss and impacts to heritage and character, and loss of privacy and amenity.



Source: South Australian Tourism Commission - Anders Wotzke



Total costs of housing and infrastructure

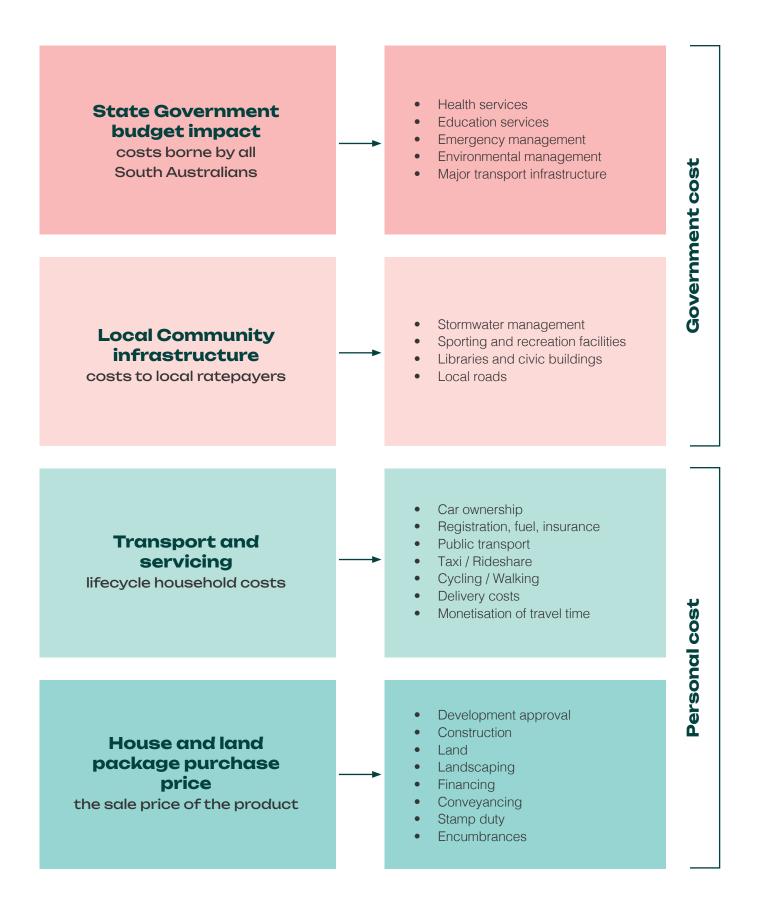
Affordability and perceived value for money often drive our decisions about where we want to live. Other influencing factors include age, family size, family ties, income, and connections to a community.

Buying new housing in greenfield estates is often cheaper than buying in an established area. This is relevant if the household aspires to a larger detached home, as has been a historical preference of first home buyers and young families. New growth areas can give these households more affordable options. An Infrastructure Victoria analysis ³⁸ has confirmed that reduced access to infrastructure makes greenfield areas more affordable initially. Established areas carry a premium due to their proximity to infrastructure such as train stations and activity centres offering convenient access to services and employment.

Decisions based on the total cost to community need however to consider not only the purchase price of a home, but also the ongoing living costs for households, and the broader costs to the community. Figure 5 summarises these costs.

³⁸ www.infrastructurevictoria.com.au/wp-content/uploads/2023/03/Our-home-choices_How-more-housing-options-can-make-betteruse-of-Victorias-infrastructure.pdf page 23

Figure 5 – Infrastructure cost schematic



Infrastructure schemes



All forms of housing growth require supporting infrastructure. It is reasonable to expect all projects to pay their fair share of infrastructure costs.

The PDI Act introduced a new mechanism for infrastructure planning for the rezoning of land. Infrastructure schemes³⁹ offer a mechanism to charge the developer who benefits from rezoning for the cost of new infrastructure.

Infrastructure schemes can also establish shared infrastructure charges for urban regeneration and infill areas, where provision of infrastructure is dependent on multiple landowners deciding if and when to redevelop.

The schemes can establish a one-off charge placed on the land, to be applied when land is subdivided (e.g. new allotments are created), or a development is undertaken (e.g. allotments are sold, or building or construction work commences). There is no need to pay the charge if the owner has no intention to develop the land.

The state government's new Housing Planning Infrastructure and Development Unit will start using infrastructure schemes to underpin the rezoning of Concordia and Sellicks Beach, and this tool will be useful in implementing future growth areas under the new GARP.

Source: City of Onkaparinga

Ideas for the Greater Adelaide Regional Plan

Infrastructure in established areas

In established areas, focus growth on locations with existing infrastructure capacity, or in locations where infrastructure can be planned and augmented in a cost effective and orderly manner:

- Prioritise strategic infill sites, which are usually more economic to service than general infill
- General infill will play an ongoing role for housing supply but the focus will be on locations where there is capacity in infrastructure networks
- Investigate the use of infrastructure schemes to establish developer contributions for infill and regeneration areas.

Infrastructure in greenfield areas

Carefully plan and sequence growth and infrastructure to ensure timely access to services and amenities for new communities:

- Build on existing infrastructure capacity in townships, where local councils have identified growth opportunities
- Prioritise the orderly expansion of existing urban areas and satellite cities, where this builds on existing services and infrastructure, or where we can provide efficient augmentation/infrastructure delivery
- New master planned communities, not connected to an existing area, will play an important role in future growth but they will:
 - incur greater community costs due to the delivery of new trunk infrastructure
 - require careful planning to ensure infrastructure can be provided and funded in a timely fashion, and funding mechanisms established to facilitate appropriate provision of amenity and services.

The following section considers areas identified for further investigation for long term growth.

³⁹ The PDI Act provides for infrastructure schemes as an option for the coordination and delivery of infrastructure. Infrastructures schemes set out what infrastructure will be provided, the standard to which it will be provided, the timeframe in which it will be delivered, and how it will be funded.

P.2

Where should Greater Adelaide grow?

A central role of the Greater Adelaide Regional Plan is to ensure enough land is available to support projected housing and employment growth over the next 30 years. This is being considered in three phases:

Phase 1.

Commission's land supply principles

Setting principles to guide decision making about where land for housing and jobs will be provided (see page 101).

Phase 2. Constraints to urban development Identifying the physical, environmental and policy constraints to urban development in Greater Adelaide.

Phase 3. Planning vision and location needs and preferences

Identifying investigation areas that provide an opportunity to support sustainable growth in Greater Adelaide, whilst meeting the needs of current and future populations.



The Commission's Principles for Identifying Land for Housing and Jobs

Important decisions will need to be made about the location and extent of identified growth areas. Decisions to prioritise some growth areas over others will be based on future detailed investigations.

The Commission needs to distribute growth areas geographically (where possible), balance the costs associated with different land supply types, and offer flexibility in housing and lifestyle choice. These decisions will have wide-reaching impacts. The Commission has established the following 'Principles for Identifying Land for Housing and Jobs' to guide consistent and objective government decisions.

The 7 Principles

4.

Planning will accommodate rolling 15-year land supply targets for a range of land supply types.

1.

We will plan for a high-growth scenario and stage the release of new land to meet the forecast demand of 300,000 dwellings by 2051.

5.

The encroachment of urban areas on places of high primary production, landscape or environmental significance should be avoided.

2.

Sub-regions will have their own distinct part to play in Greater Adelaide's future and each Local Government Area will have targets to accommodate growth.

6.

To account for zoned land that may not become available for development due to landowner intention, an additional amount of land supply will be identified.

З.

Land supply beyond the planned future urban lands must take into consideration existing capacity of land that is available for development within the existing boundaries (defined by EFPAs).

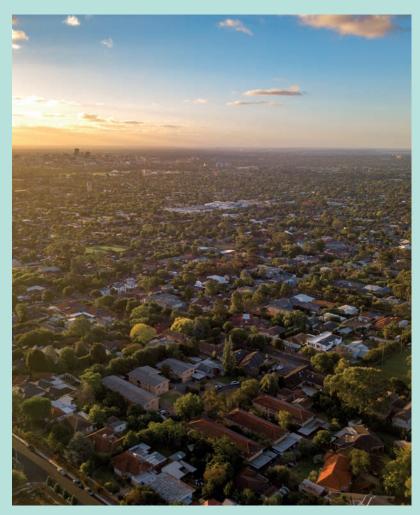
7.

Identification and prioritisation of growth areas will be based on the transparency of costs to community (infrastructure provision, housing cost, ongoing living costs, climate change resilience costs) for differing forms of supply.

Our future land supply challenge

Not all of the Greater Adelaide region can or should be used for new housing and employment.

Adelaide has limited land we can consider for long-term growth, with the coastline to the west, the Hills to the east, and policies in place to protect the valuable food and wine regions surrounding the urban area.



Metropolitan Adelaide is a triangle: wide up north, narrow down south, and bounded by the hills to the east and the sea to the west. This geography presents challenges relating to the even distribution of land for new homes and businesses.

Source: Andre Gascoigne



We need to exclude hazardous areas like high-risk flood zones, landfill sites, polluting activities, and gas facilities from our considerations. We must also safeguard mining sites (for essential resources and construction materials), airports and defence sites, and protect Adelaide's water supply catchment and natural environments (e.g. watercourses, national parks, conservation and significant landscape areas).

The Commission also recognises the value of heritage and character areas. We acknowledge these areas offer limited opportunity to accommodate growth. We will not investigate the Barossa and McLaren Vale Character Preservation Districts. Land owners in these areas will continue to exercise their land use rights in accordance with the Character Preservation legislation. This includes Bowering Hill, which will remain under this legislated protection.

The Commission will not review the Hills Face Zone, or smaller townships (such as Myponga and Carrickalinga). But it recognises that respective local councils may wish to undertake investigations for logical township inclusions, through their own strategic planning work. Local councilled work could take advantage of housing and economic growth opportunities where townships have existing infrastructure and service capacity. The Commission has also identiifed 'interurban breaks' on the potential growth maps (see page 126). These breaks will ensure we maintain a series of greenbelts between expanding urban areas and townships to preserve their character and identity. Greenbelts are an important planning tool to provide 'breathing space' between urban areas and have played an important role in defining the character of Greater Adelaide. For example, the 1837 Adelaide Plan attributed to Colonel Light established the first greenbelt around the city (the Adelaide Park Lands).

Similarly the Hills Face Zone was originally identified in the 1962 Plan for Adelaide to provide a natural backdrop to metropolitan Adelaide. Recent planning decisions, such as the establishment of Character Preservation Districts have further reinforced inter-urban breaks as a defining part of Greater Adelaide's character and appeal.



Figure 6 identifies the high-level constraints within the Greater Adelaide region. It shows how much of the region is unavailable to accommodate future growth. And this emphasises the need to use what land is available in the most efficient and strategic way.



Environment and Food Production Areas (EFPAs)

Figure 6 also shows the extent of EFPAs, which along with Character Preservation Districts, cover 89% of the region. Introduced in 2017 as part of South Australia's new planning system, EFPAs protect our prime food and wine regions and natural resources from urban encroachment. EFPAs primarily preclude land division for residential development. The PDI Act requires statutory review of EFPAs every five years. Variations to EFPAs can only be made if a 15-year supply of urban land cannot be identified outside those areas. Any changes will also include a review of the environmental or agricultural significance of the land.

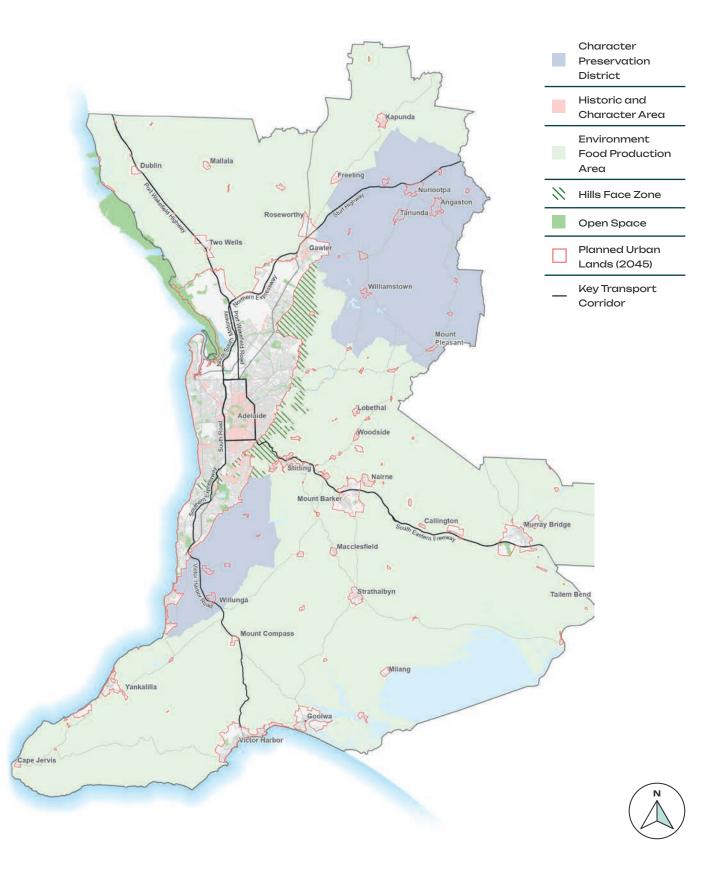
As part of identifying long term land for growth (16 to 30 years), the Commission will review growth opportunities within EFPAs. This will not remove land from the EFPAs, but rather provide direction about areas to look at for future growth, when the EFPAs are reviewed in the future. The aim is to ensure an ongoing 15-year supply of zoned urban land.



Source: South Australian Tourism Commission - Adam Bruzzone

Figure 6 – High-level constraints

Greater Adelaide



How much land will we need for 300,000 new homes?

Land that is already zoned for residential development in Greater Adelaide has capacity for 164,000 homes.⁴⁰ A further 47,000 homes could go on land already identified for future residential rezonings, providing a current capacity for an additional 200,000 homes. This includes the recently announced fast-tracking of the single largest release of residential land in the state's history, as shown in Figure 7, including:⁴¹



2,000 homes at Hackham



10,000 homes at Dry Creek



10,000 homes at Concordia



1,700 homes at Sellicks Beach

On current estimates, the above-mentioned areas would secure enough land supply for more than 15 years, based on average growth rates.

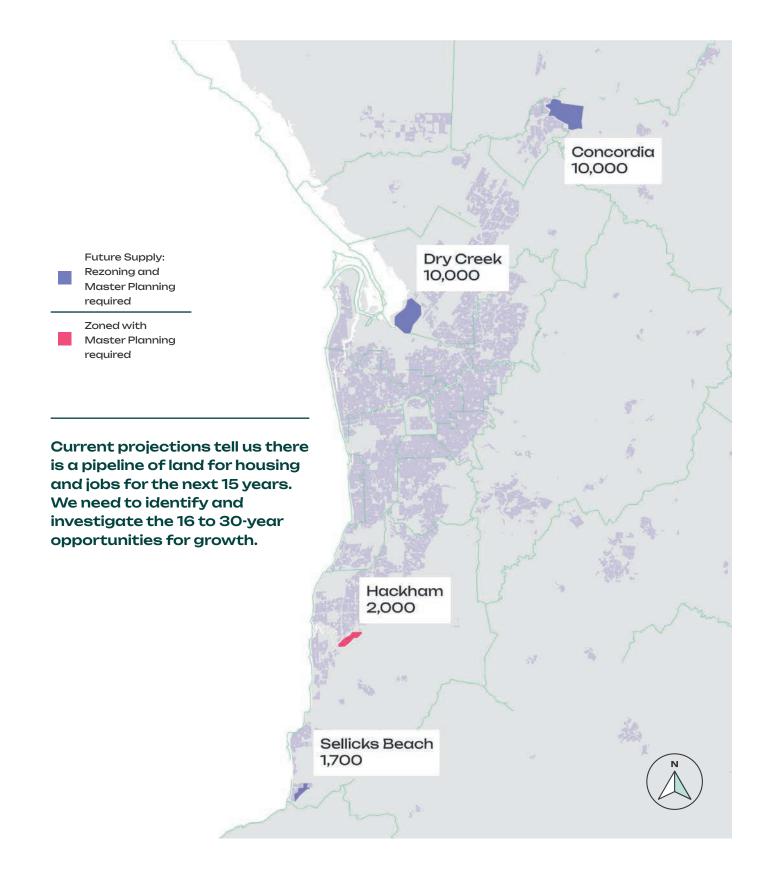
To supply 300,000 new homes by 2051, we will need to identify and protect land for an additional 100,000 homes. That is equivalent to 10 Concordias or Dry Creeks.

Under a high growth scenario we will run out of land for future residential development within 30 years if we do not develop an ongoing rezoning program. Figure 8 on page 108 demonstrates the current distribution of greenfield land supply across Greater Adelaide. Land supply is not evenly distributed across the region and is heavily loaded towards the Outer North, with diminishing capacity in the Outer South. This has the potential to limit housing supply, choice and affordability in these locations if alternative options to deliver new housing are not provided in the future.

 $^{\scriptscriptstyle 40}$ Land Supply Report 2021 – Department of Trade and Investment

⁴¹ <u>A Better Housing Future - February 2023 (treasury.sa.gov.au)</u>

Figure 7 – State Government's recently announced land supply



Development Ready

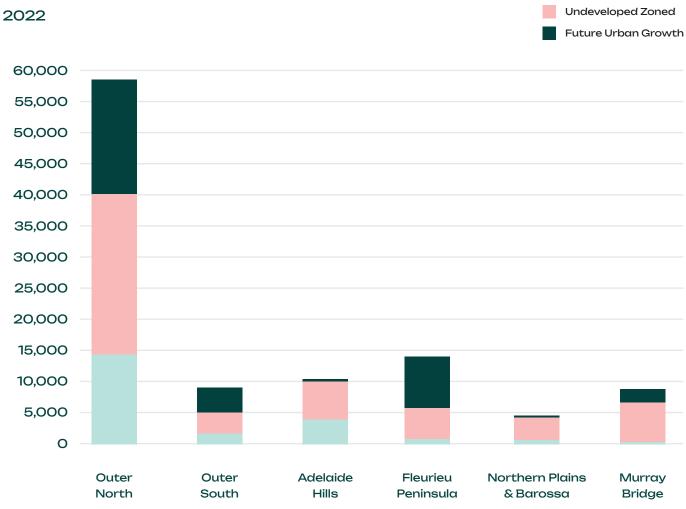


Figure 8 – Greenfield land supply by region



For more information on current land supply and demand see: <u>The Land Supply Report for Greater Adelaide.</u>

Source: Miravale Lanser

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Where we can grow

The Commission considers it important to adopt a growth approach that balances greenfield, township and infill development, in the right places, with well-timed infrastructure provision.



85:15 infill to greenfield ratio The 30-Year Plan sought to achieve a more compact urban form, with a target ratio of infill to greenfield of 70:30. This target was revised in 2017 to a more ambitious 85:15 ratio.⁴²

These targets were set to facilitate more development within the urban footprint, using existing infrastructure and connections to jobs and services. But high volumes of infill development in suburban areas have fuelled community concerns about design quality, amenity, tree loss and parking availability. We have also seen sustained demand for greenfield development. Demand has increased three percent over the past 2 years, on the 10-year average. This increase is largely attributable to the Federal Government's HomeBuilder stimulus package.

We need a combination of greenfield, township, satellite city and infill development in the right places, with timely infrastructure provision, to provide for the needs and preferences of our current and future communities. All new development, no matter where it is, must be done well.



Unlocking future supply

Each local government area will need to play a role in accommodating growth. How this will be delivered, and the land supply type, will vary according to the area, the local context, constraints on developing land, infrastructure, employment opportunities, and community and market preferences. Some areas can accommodate more growth than others and will require greater planning and infrastructure investment. Other areas will experience incremental, or low growth, based on physical constraints, and current policy settings, such as character and heritage areas.

The following sections detail investigations the Commission proposes, in collaboration with local government and other stakeholders, to inform the GARP.



Greenfield and satellite city growth

The development of new suburbs on the metropolitan fringe or around townships will continue to form an important part of the Greater Adelaide Regional Plan. Master planning these areas will contribute towards Living Locally, while recognising they will likely require a car journey to employment or education opportunities.

Greenfield development is the urban development of broad hectare land. This often occurs on farming land on the edge of suburbia like Angle Vale and Two Wells, and regional satellite cities like Murray Bridge and Victor Harbor. New housing in greenfield estates is an important supply of affordable housing. Young families and first home buyers often prefer this option. Master planning greenfield areas and upfront consideration of infrastructure and services, is critical to their success. New planning tools, such as Building Envelope Plans, allow quick development of housing in approved master planned areas to keep pace with demand for affordable housing.



Mount Barker - Source: Sweet Lime Photo



What is master planning?

A master plan is a high-level plan that provides a vision and framework for how an area or precinct can grow and develop. These long-term plans provide certainty to the community, developers and governments about the change that can be expected and how important matters such as land use, infrastructure, urban design, open space, stormwater, parking and heritage can be managed effectively.

Master planned communities in Greater Adelaide include suburbs such as Mawson Lakes, West Lakes and Seaford Rise.

Riverlea Park will be Adelaide's largest master planned community, with 12,000 new homes to be built over the next 20 years. The master plan includes facilities that will service the community, including an employment centre, shopping village, schools and recreational facilities.

Over 450 hectares of open space, 40 hectares of waterways and 42 kilometres of walking and cycling trails are provided across the new suburb. The master plan has been developed in consultation with the community, council, state government and industry and will guide public and private investment in the major and minor infrastructure, utilities and services that will support the growing community.



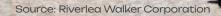
Over **450** hectares of open space



40 hectares of waterways



42 kilometres of walking and cycling trails



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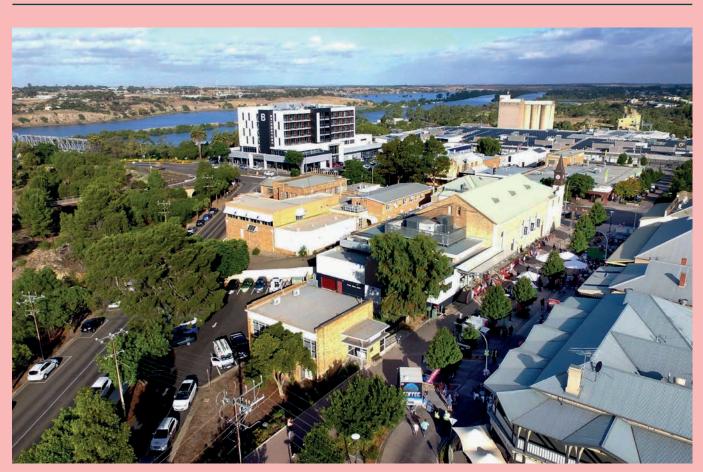


What is a satellite city?

Planning for the growth of satellite cities at Murray Bridge and Victor Harbor will open up areas with established infrastructure, services, and local economies. And development will provide opportunities for further growth, supported by improved planning and coordination of new infrastructure.

A satellite city is a smaller city located on the fringe of a capital or major city. They are selfcontained cities offering their residents and surrounding district a broad range of local jobs, services and amenities. Satellite cities are different from suburbs as they are geographically separated from the larger metropolitan area and have their own identity and history.

Satellite cities play an important role in managing growth in a metropolitan region by offering more affordable housing options while retaining the benefits of a highly liveable urban centre. Planned growth in satellite cities can make the most of the physical, social and economic infrastructure already available and allow strategic investments to be made over time to support a growing community.





The planning of new growth areas, and prioritisation of development and infrastructure, are critical factors in preparing the new GARP. The mechanism used in the current 30-Year Plan – of zero to 15-year supply and 16 to 30-year supply – has provided a solid policy basis for the roll-out of sustainable greenfield growth to date, and provides a good starting point for the new GARP.



For discussion

How can greenfield development achieve an urban form that is consistent with the principles of Living Locally?

What is the ideal urban form to support the growth of satellite cities like Murray Bridge and Victor Harbor?

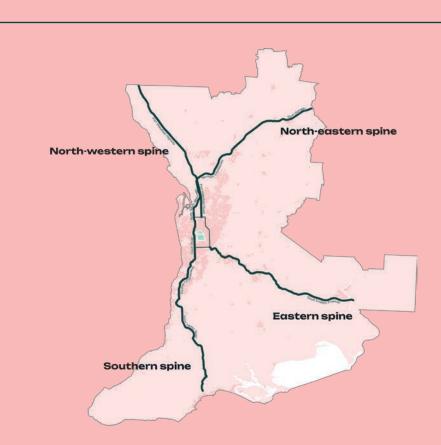
What do you see as the benefits and potential drawbacks of greenfield development?



Proposed greenfield and satellite city investigation areas

The Commission is proposing four areas outside, or on the fringe of, metropolitan Adelaide to investigate for future housing and employment growth. These greenfield investigation areas have been identified based on the land supply principles outlined on page 101.

The proposed investigation areas are larger than what we will ultimately need to meet forecast high-growth demand. Identifying larger areas allows us to account for land later deemed inappropriate for urban development during the detailed investigation phase. The areas proposed for detailed investigation extend from Adelaide's four major transport spines. These longer-term growth areas capitalise on significant ongoing government investment in roads, including the north-south corridor, northern connector, and the Victor Harbor Road.





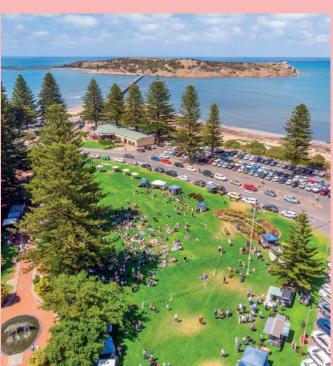
North-western spine



North-eastern spine



Eastern spine



Southern spine



Source: Adelaide Plains Council



North-western spine

The north-western spine begins at the southern end of the Port Wakefield Highway stretching northward past the Riverlea development to Two Wells, and then further north along the highway. The investigation areas do not extend as far as the towns of Dublin and Mallala. These towns will keep their own separate identity but may expand locally to support township function and viability.

Except for areas currently identified for urban development, most of this area is currently zoned for rural and horticultural activities, including rural living or lifestyle allotments.



Why this area

This area was identified as an investigation area for future residential/ employment activities because:

- It makes use of the significant investment in road infrastructure already completed
- Further development would build on and leverage the current development activity that is already planned for Riverlea and Two Wells, which is anticipated to provide more than 15,000 new dwellings over the short to medium term
- Planned infrastructure investment to support these already identified development fronts could be leveraged as a base for further growth (regional infrastructure solutions)
- The topography of the land does not present significant challenges
- The current land uses could be moved to other locations without significantly impacting the state's economy
- The land has lower primary production value than other high-quality land in the north
- It is well connected to strategic employment lands in northern Adelaide, such as Edinburgh Parks
- Additional development in this investigation area may provide the population numbers needed to justify significant regional infrastructure investment.



Challenges

Some of the challenges associated with potential future residential/employment activities include:

- Much of the area for investigation is currently part of the EFPA. This means that land would not be made available for development in the short term, until other land within the urban area is developed
- Any proposals to rezone land in the EFPA requires assessment against the need for this land for long term residential or employment growth, and its landscape, environmental or food production significance
- The area is currently not supported by high frequency public transport and would require significant investment in trunk infrastructure to support urban growth
- It will be important to encourage future employment growth in this region to facilitate a greater level of regional employment self-sufficiency
- Hazards and environmental issue such as flooding would need to be considered and managed.



Source: Hickinbotham Group - Roseworthy Garden Evergreen Development



North-eastern spine

The investigation area begins at Kudla and continues north through Evanston Gardens, then along the Northern Expressway, past Redbanks Road, towards Roseworthy. The investigation area circles Roseworthy, with the Horrocks Highway as the eastern boundary. The investigations will not consider land on the eastern side of Horrocks Highway. The towns of Freeling and Kapunda will be investigated for modest township growth within existing infrastructure capacity. Except for those areas currently identified for urban development, most of this area is currently zoned for rural primary production, and rural living lifestyle allotments.

Kudla provides an opportunity for a master planned extension to the Gawler township that takes advantage of recent government investments in electrified rail. Investigation of this area would include the establishment of an inter-urban break in the form of new northern parklands that separate Gawler from the City of Playford and provide new public open space and recreation opportunities.



Why this area

This area was identified as an investigation area for future residential/ employment activities because:

- It builds on the significant investment in road infrastructure and the electrification of the Gawler rail line
- Further development would build on the current development activity that is already happening for Roseworthy and Evanston and is anticipated to provide more than 5,000 additional dwellings
- Planned infrastructure investment in existing development fronts could be leveraged to support further development, including the additional 10,000 dwellings proposed for Concordia – which will in turn be a catalyst for additional regional infrastructure
- A future northern parkland and regional sporting hub could be located in the inter-urban break between the City of Playford and the Town of Gawler
- The topography of the land does not present significant challenges
- The land is well connected to employment activities in the Barossa Valley and northern Adelaide. And it provides an opportunity to provide additional industrial land connected to the Northern Expressway.



Challenges

Some of the challenges associated with potential future residential/employment activities include:

- Much of the area for investigation is currently part of the EFPA. This means that land would not be made available for development in the short term, until other land within the urban area is developed
- Any proposals to rezone land in the EFPA requires assessment against the need for this land for long term residential or employment growth, and its landscape, environmental or food production significance
- It will be important to ensure that there is an interurban break between development at the northern end of the City of Playford and the southern extent of the town of Gawler
- It will be important to encourage future employment growth in this region to facilitate a greater level of regional employment self-sufficiency
- The opportunity to further extend urban development at Roseworthy will need to be balanced with an assessment of the contribution this land makes to the state's economy from cereal cropping.

The full extent of the investigation area will be refined as part of the detailed investigations for the GARP.



Source: Rural City of Murray Bridge



Eastern spine

The South Eastern Freeway provides the central axis for this spine investigation area. Travelling east out of Adelaide along the freeway past Mount Barker and towards Murray Bridge leads to two investigation areas.

The first, extending from Callington eastwards towards Murray Bridge, will be investigated for new employment land. The second will consider options to expand Murray Bridge for future residential and employment land.

Most of the area surrounding Callington is primary production land, with a small pocket of rural living land on the eastern side of the township. The area includes pockets of employment land, and other areas protected for environmental conservation which will not be considered for urban development. The investigation area around Murray Bridge mainly consists of primary production land, with a significant area on the western side of the town zoned for tourism development. This is home to the Monarto Safari Park, which will also be protected. Some of the rural living land on the edge of the town may also be considered as part of the investigations.

Mount Barker has seen significant growth since 2010, which has accelerated since 2017. About 3,700 development-ready allotments are within the Mount Barker Growth Area, with potential for an additional 7,000 allotments on undeveloped zoned land. As this growth continues in the coming 10 to 15 years no additional growth is planned. This will allow for a period of consolidation, as significant infrastructure and city shaping projects, such as the town centre upgrade, are rolled out to support the growing community. However, any infrastructure planned over this period should take a strategic view, with a view to potential further growth over the long term.



Why this area

This area was identified as an investigation area for future residential/ employment activities because:

- It builds on the significant investment on road infrastructure associated with the South Eastern Freeway and lifestyle opportunities arising from proximity to the Murray River and Adelaide Hills
- Further development in this region would build on the current development activity already planned for Mount Barker, which is anticipated to provide more than 12,000 additional dwellings
- Mount Barker will continue to grow as a satellite city and provide essential infrastructure and services to the Adelaide Hills, including upgraded medical/hospital services, within the current growth boundary provided by the 30-Year Plan
- Additional employment land close to Mount Barker and Murray Bridge would help support the economic and employment opportunities associated with new communities in these locations
- Future residential development at Murray Bridge could complement the current potential for an estimated 8,000 additional dwellings, and cement the city as one of Greater Adelaide's significant satellite cities
- The typography of the land does not present significant challenges
- The current geography allows for planned inter-urban breaks to be established between Mount Barker, Murray Bridge and the proposed employment lands. This is important to be able to maintain a separate identify for each of these important towns and create a buffer against which strategic industry can establish.



Challenges

Some of the challenges associated with potential future residential/employment activities include:

- Much of the area for investigation is currently part of the EFPA. This means that land would not be made available for development in the short term, until other land within the urban area is developed
- Any proposals to rezone land in the EFPA requires assessment against the need for this land for long term residential or employment growth, and its landscape, environmental or food production significance
- Transport planning work will be required to rationalise and develop long-term infrastructure improvements that will meet expected future travel demands associated with growth. It will be important to encourage future employment growth in this region to facilitate greater local employment and reduce the commuter travel numbers on the South Eastern freeway
- The provision of supporting physical and social infrastructure will play a major part in the ability of this region to manage sustainable growth.

The full extent of the investigation area will be refined as part of the detailed investigations for the GARP.



Source: City of Victor Harbor



Southern spine

The southern spine growth investigation areas focuses on opportunities around the coastal towns of Victor Harbor and Goolwa, taking advantage of the federal and state government's commitment to the Fleurieu Connections projects. These centres are generally linked to services and employment via the Victor Harbor Road and, to a lesser extent, the Alexandrina Road. The majority of this land is used for primary production and also includes land protected for environmental conservation, which will not be considered for additional urban development.



Why this area

This area was identified as an investigation area for future residential/ employment activities because:

- \$685 million has been committed by the federal and state governments for the Fleurieu Connections Projects (Main South Road and Victor Harbor Road duplication projects) to improve connections to Adelaide
- There is existing demand in these southern coastal communities, which provide an attractive lifestyle opportunity, and a convenient alternative to living in the Adelaide urban area
- There is limited land supply or development opportunities in other parts of the southern region, due to topographical constraints, or protections associated with primary production, character or environmental value (e.g. McLaren Vale)
- Further development would build on and leverage the current development activity that is already planned for Victor Harbor and Goolwa, anticipated to provide more than 10,000 additional dwellings.

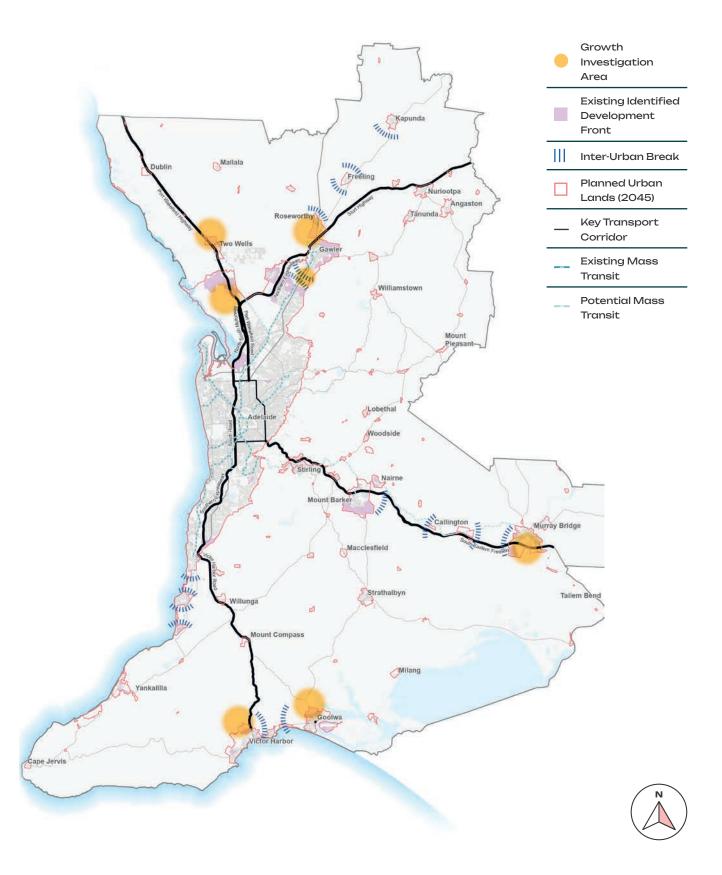


Challenges

Some of the challenges associated with potential future residential/employment activities include:

- Much of the area for investigation is also currently part of the EFPA. This means that land would not be made available for development in the short term, until other land within the urban area is developed
- Any proposals to rezone land in the EFPA requires assessment against the need for this land for long term residential or employment growth, and its landscape, environmental or food production significance
- It will be particularly important to maintain the interurban breaks between Goolwa and Victor Harbor to maintain subregional identity, including of that of Middleton and Port Elliot
- It will be important to encourage future employment growth in this region to facilitate a greater level of regional employment self-sufficiency
- The provision of supporting physical and social infrastructure will play a major part in the ability of this region to manage sustainable growth.

Figure 9 – Proposed areas of investigation Greenfield and satellite city growth





Urban infill growth

Urban infill, when appropriately located and designed, can deliver significant public benefits. It is easier to achieve Living Locally principles within existing urban areas. And it promotes better use of existing infrastructure.

Urban infill refers to new housing constructed on vacant or underutilised allotments, interspersed among older, existing houses in established neighbourhoods, mostly within metropolitan Adelaide.

Urban infill helps create a more compact city and preserves valuable primary production land and areas of environmental significance. In the right places, infill is the most cost-effective way to grow.⁴³ It yields economic and productivity benefits, with people located nearer a higher concentration of jobs and services.⁴⁴ Infill development contributes to providing greater diversity of housing types, makes better provision for different housing needs, affordability, stages of life and lifestyle choices nearer existing support networks.

But many desirable established suburbs attract large price premiums for being close to infrastructure and amenities. This may put housing in these locations out of reach for those on moderate incomes.

When planned and well-coordinated, infill development can provide the urban form to deliver the Living Locally concept, by putting new housing near employment, amenities and transport options, and by allowing more people to benefit from investments in infrastructure and service delivery.

Urban infill land supply across Greater Adelaide is typically divided into two distinct components – strategic infill and general infill. However, the Commission believes a more nuanced approach to understanding the drivers and challenges of each of these components in differing contexts is needed.



For discussion

How can infill development achieve an urban form that is consistent with the principles of Living Locally? What do you see as the benefits and potential drawbacks of infill development?

⁴³ Infrastructure SA analysis

⁴⁴ www.infrastructurevictoria.com.au/wp-content/uploads/2023/03/Our-home-choices_How-more-housingoptions-can-make-better-use-of-Victorias-infrastructure.pdf

Proposed urban infill investigation areas



Source: WEST

Strategic infill

Strategic infill refers to housing developments that typically occur on large, repurposed sites at higher densities (sometimes referred to as 'brownfield sites'). The government's Land Supply Report currently defines strategic infill sites as those that result in a net housing increase of greater than 10 houses.⁴⁵

Developing larger strategic infill sites allows for a master planned approach which can better consider the potential for a mix of diverse housing, greening and open space, stormwater management and parking. Adelaide has undertaken several developments that demonstrate how obsolete industrial or institutional land can be successfully transitioned to highly liveable communities. Examples of include former industrial sites in the CBD, Lightsview, AAMI Stadium, Bowden, Tonsley and Oakden.

The Commission wants to identify the next generation of strategic and brownfield site opportunities as an important source of future land supply.



Why strategic infill?

- Strategic infill is important in maximising opportunities to bring people closer to shops, services and jobs, and facilitating a more efficient and costeffective use of existing infrastructure
- Master planning can achieve efficient land use and high-quality urban design at the site and precinct levels
- Strategic infill sites can include links to adjacent established neighbourhoods, while allowing for a transition between differing scales and intensities of built form
- The regeneration of former industrial sites at the end of their productive life offers opportunities to create new mixed-use walkable communities.



Challenges

- Larger land parcels are needed to achieve the scale necessary for strategic site master planning. Consolidating this land takes time and coordination where land has fragmented ownership
- It is becoming more difficult to identify these future large-scale strategic infill sites as many of the large and well-located strategic infill sites have already been developed
- The need to ensure enough local employment land to service residents
- Some former industrial sites contain environmental contamination which may require significant and costly site assessment and remediation.

Figure 10 on page 137 identifies preliminary investigation areas for strategic infill sites. But establishing a schedule of strategic infill sites and estimating their full residential potential in the medium to long term is difficult due to uncertainly around landowner intent. Part of the detailed investigation process would be to develop a methodology of how to identify and prioritise new sites.



For discussion

Where is the next generation of strategic infill sites?

Growing the city centre

The Adelaide city centre is an important contributor to infill growth. It is the heart of our state's civic, cultural and commercial life and we aim to have more people living, working, visiting and investing there.



Source: City of Adelaide



Generating approximately 18% of the state's GSP or \$20 billion annually,⁴⁶ the city caters for 300,000 workers and visitors daily.⁴⁷



Adelaide's CBD is a vital hub of employment, with over 12,000 businesses,⁴⁸ including key educational and international institutions. The city plays an essential role in attracting and retaining talented people and investment in the Greater Adelaide region.



The city is home to 25,026 people⁴⁹ and plays an important role in housing within the region. The population has grown in the last 10 years with over 4,500 more people now living within the city, surrounded by 760 hectares of National Heritage-listed Park Lands.



Over the past decade, strategic investments in the Riverbank precinct, education and health institutions and the Lot 14 Innovation Hub, along with policy initiatives such as the Capital City Policy Review, design review process, targeted rezonings and catalyst sites have facilitated well planned growth within the centre.

- ⁴⁶ Economy.id, City of Adelaide | Economic Profile, 2021, .idcommunity <<u>Economic profile | Adelaide | economy.id</u>>
- ⁴⁷ City of Adelaide, 2021-2022 Business Plan and Budget, 2021, City of Adelaide <<u>business-plan-budget-2021-2022.pdf</u> (d31atr86jnqrq2.cloudfront.net)
- ⁴⁸ Adelaide Economic Development Agency (2023), Business Trends, <u>www.aedasa.com.au/business/investing-in-adelaide/</u> investment-insights/businesses/business-by-industry/
- ⁴⁹ profile.id, City of Adelaide | Community Profile, 2021, .idcommunity < Home | City of Adelaide | Community profile>



This has resulted in an additional 103 developments, contributing to 3,500 student accommodation rooms, 1,636 hotel rooms and over 7,500 apartments. The City of Adelaide is a strong contributor to residential growth, with the development of Eighty Eight O'Connell, Market Square and the former Franklin Street bus station.



Successful cities around the world have strong residential populations Living Locally. Population forecasts suggest that the City of Adelaide will double its residential population, to almost 50,000 people over the next 20 years.⁵⁰



To support this, the State Government and City of Adelaide have committed to developing a contemporary plan for the city that guides future growth. The new City Plan will aim to ensure the ongoing success of South Australia's capital on the state, national and international stage.

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Recent land supply studies for the city identify more than adequate privately held land to meet future development demand. Changes to planning policies and building codes need to be investigated to incentivise and enforce supply of diverse, affordable, and environmentally sustainable developments. Addressing planning challenges such as airport building height limitations, adaptive reuse of heritage buildings and the activation of ground floor spaces will help realise the growth potential of the city centre.

Whether for student housing, essential workers accommodation, apartment living, adaptive reuse of heritage buildings or office space conversion, city developments must be attractive and affordable for the diversity of residents choosing to call the city home.



Urban corridor development

Urban corridor development will continue to play an important role in providing growth options. It will locate more homes near high-frequency public transport offering more choice in how to move around.

This form of strategic infill presents different challenges relating to its 'strip' form – predominantly between main arterial roads and established low density residential areas within inner and middle ring suburbs. The 30-Year Plan aimed to locate most new housing within current urban lands, particularly along transit corridors. As a result, the Urban Corridor Zone was introduced into the planning system in 2013, along transit corridors close to the CBD. In 2017, this expanded to other sites. Amendments to policy to improve the form and appearance of new developments, and the integration of new developments with existing neighbourhoods also followed. Examples of recent transit corridor development are along main roads such as Prospect Road, Churchill Road and Anzac Highway.



Churchill Road - Source: Sweet Lime Photo



Why urban corridor development?

- Offers increased housing choice in established urban areas, near existing jobs, services, and transport
- Presents opportunities for mixed use development and more affordable and diverse living in highly sought-after established areas
- Focuses growth in transit corridors, so we can preserve Adelaide's distinctive urban character, and relieve pressure on established suburban streets.

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Challenges

- Integration of higher-density corridor developments with adjacent established housing, land division patterns and allotment depths
- Larger sites improve design outcomes, but fragmented ownership can impede site assembly
- Some corridors are impacted by heritage and character overlays or are adjacent heritage and character suburbs. Any development of these corridors needs to be sensitively integrated into the surrounding urban form, and the design and interface carefully managed.
- Ensuring enough local employment land to service residents
- Some former industrial sites pose the risk of environmental contamination.

Urban corridor development will play an important role in the ongoing delivery of diverse housing supply in inner and middle metropolitan areas. This can accommodate future growth under the Living Local concept, while balancing the desire to preserve the established character of many of these neighbourhoods. The Commission anticipates two types of corridor development, depending on the sensitivity of adjacent land uses:

- 1. Corridor development next to established residential land uses, particularly heritage and character areas will be of a lower scale and intensity to manage the interface with these neighbourhoods.
- 2. Corridor development with fewer sensitive interface issues to manage will seek to maximise the scale and intensity of buildings and uses.

The Commission proposes to review the strengths and deficiencies of current urban corridor code policy, and the next iteration of urban corridor rezoning, based on infrastructure capacity, locational advantages and market preferences, see Figure 10. The Commission is undertaking a commercial viability analysis to better understand the market conditions that are favourable to residential and mixed-use development on main roads.



Prospect Road - Source: Sweet Lime Photo

Case study: Prospect Road Village Heart

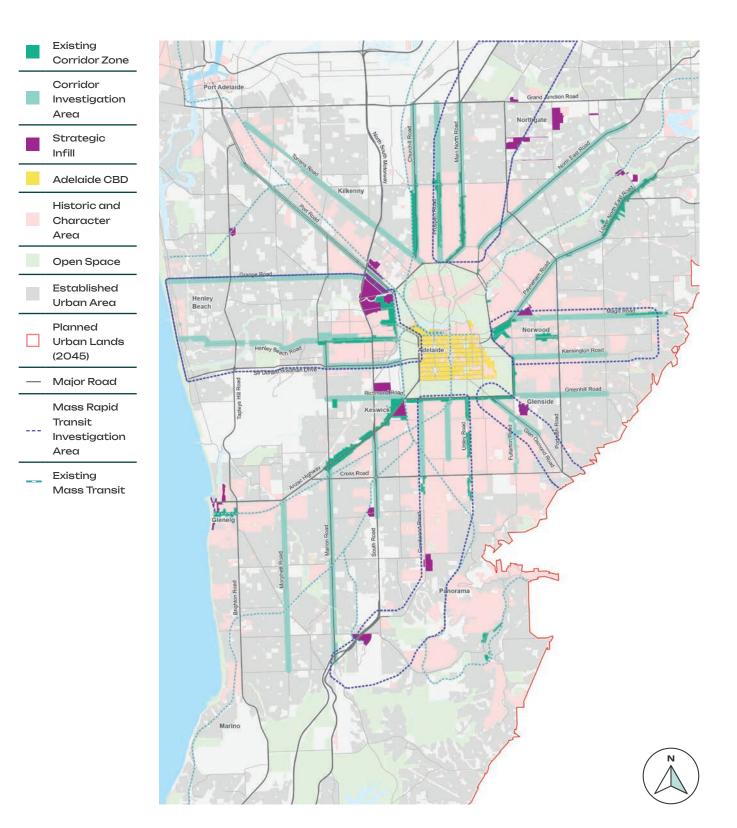
The Prospect Road Village Heart has been transformed over the past 15 years as an example of transit-corridor revitalisation which has created active community spaces, a stronger local economy and high-quality built form.

The precinct was rezoned as an Urban Corridor (Main Street) in 2010 to facilitate medium density residential development and a vibrant mix of day and night land uses.

120 new homes have been constructed or approved for development in the precinct since 2017, providing more housing choice in an area that is well serviced by local amenities and an easy distance from jobs and institutions in the CBD. A new cinema complex was completed in 2017 and the Community Hub, Library & Innovation Centre in 2020. In the corridor immediately north of this zone, an additional 57 apartments and town houses have been completed since 2016.

Prospect Road has been narrowed at the main retail precinct, and speed limits reduced to create a safer and more attractive environment for pedestrians while maintaining the functionality of the transit corridor for road users and high-frequency public transport.

Figure 10 – Proposed areas of investigation: Strategic infill and corridor growth



Regenerated neighbourhoods and urban activity centres

Neighbourhood regeneration refers to areas with housing stock that can benefit from redevelopment over time. These include locations with higher concentrations of ageing public housing that are in need of renewal.

Areas such as Blair Athol and Woodville Gardens have benefited from new private homes, improved social housing and investment in new public infrastructure. This category also includes privately-owned housing in middle ring suburbs (often from the 1950s, 60s and 70s) that owners are demolishing to replace with modern housing stock. Urban activity centres are focussed around large retail centres that service a broad population and include public transport interchanges or high frequency public transport connections. Examples include Marion, Elizabeth, Tea Tree Plaza, Arndale and Noarlunga.

Due to their scale and population catchment, they generally provide a full range of services like shopping, entertainment, health, community and recreation. This provides an opportunity to further develop higher-density housing that will capitalise on the proximity to these services and support their economic viability.

Several of these locations were identified as transit-oriented developments in the 2010 30-Year Plan for Greater Adelaide, however market conditions then were not conducive to delivering higher-density residential development in these locations. They also require much greater planning and coordination due to fragmented land ownership, and the need for improved local infrastructure and design outcomes.



Source: Aspect Studios and Sweet Lime Photo



Why regenerate neighbourhoods and centres?

- Potential neighbourhood regeneration areas (such as middle ring suburbs not covered by heritage or character overlays) are often linked to areas of public housing or ageing housing stock that may benefit from rejuvenation
- Urban Activity Centres are often the focus of significant infrastructure investment (e.g. public transport, recreation, education, and medical facilities) and offer a variety of retail and services
- The land uses in and around some centres could be better zoned to provide a range of housing options near these services and facilities
- Done well, there are many benefits to this approach including being able to provide alternative ways for people to move around (e.g. walking, cycling, public transport).



Challenges

- A renewed focus on areas in and around urban centres will need better implementation and coordination measures and consideration of current infrastructure capacity
- Sensitive integration with adjacent established housing is essential
- Larger sites improve design outcomes, but fragmented ownership is a challenge to site assembly.



Source: WEST



Source: SA Housing Authority

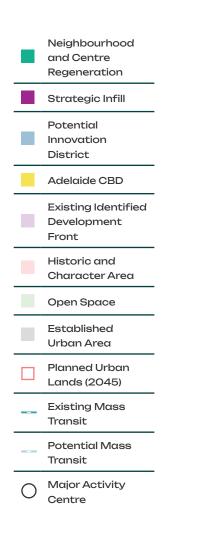
Case study: Blair Athol Project

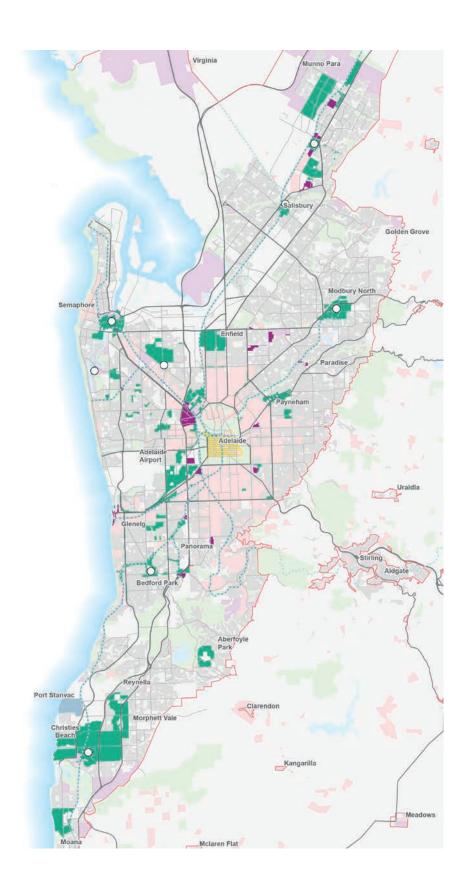
The suburb of Blair Athol is located just 15 minutes from Adelaide's CBD. Part of this neighbourhood was developed by the South Australian Housing Trust in the mid-1950's. By 2020 much of this housing had come to the end of its life and been gradually demolished, leaving a mix of vacant land and aged 'double unit' homes.

The Blair Athol Neighbourhood Renewal Project is redeveloping this area to deliver a mix of affordable housing, open market land sales and new public housing. New public housing is designed to better suit tenant needs, is more energy efficient and easier to maintain.

In addition to new housing, roads and improved streetscapes, the project is also delivering new open space. This includes the Dover Street Reserve which opened in October 2022 and was delivered in partnership with the City of Port Adelaide Enfield. This new green space incorporates play space, reserve and stormwater management infrastructure, delivering recreation opportunities and other benefits for both local residents and the wider community.

Figure 11 – Proposed areas of investigation Urban activity centres and neighbourhood regeneration







General infill

General, or small-scale infill, such as the division of existing allotments into 2, 3, or 4 smaller allotments, makes an important contribution to new housing supply.

Small scale general infill development will continue to play a role in meeting ongoing strong demand for housing in the middle and outer ring suburbs, as older housing stock reaches end of life. Delivering sustainable outcomes that meet community expectations will require analysis of local infrastructure capacity, and better design, landscaping and urban tree canopy protection.

The Commission recognises the need to manage small-scale infill with greater care to address community concerns about poor design, tree canopy loss, street parking, and detrimental effects on area heritage and character.

In March 2021, the Commission implemented a range of improvements to residential infill policy in Greater Adelaide. The improvements focus on 4 key themes:



Trees and landscaping



Stormwater management



Carparking and garaging



Street appeal and façade

In addition, the Commission contracted BDO EconSearch and Tonkin Engineering to produce 2 Options Analysis Reports, in relation to Stormwater Management and Tree Canopy Cover. The reports, together with a summary of the Commission's <u>Raising the bar on infill development</u>, are on the PlanSA portal.

Since the full implementation of the new planning system on 19 March 2021, a total of 79 development approvals have been granted for 2 or more dwellings under the new deemed-to-satisfy pathway.⁵¹

The Planning and Land Use Services division of the Department of Trade and Investment is providing reporting and analysis to the Commission on a 6-monthly basis to:

- Closely monitor the outcomes of improvements to the residential infill policy
- Consider any improvements to ensure general infill development preserves and enhances residential amenity and supports the demand for well-designed, quality infill.

The government has also acknowledged community concerns about some aspects of infill development. In August 2022, the Minister for Planning appointed an expert panel to consult community and other stakeholders and recommend improvements to how infill development is undertaken.

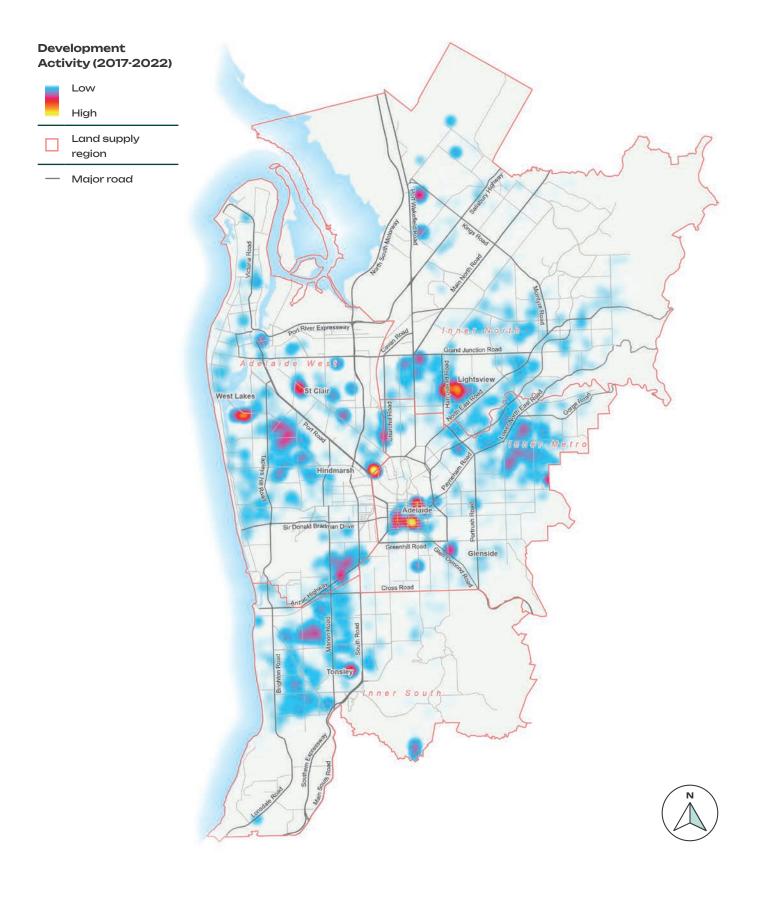
Figure 12 demonstrates that general infill development has been particularly prevalent in the middle ring suburbs in western Adelaide, the south and north-east. The ongoing capacity of these suburbs and their infrastructure will need to be investigated to inform where future growth should occur.



The Commission's view is that general infill needs to be better targeted to areas with infrastructure capacity, and areas which would benefit from renewal and greater housing choice. New housing forms and future living models will need to meet community expectations and preserve valuable heritage and character areas.

⁵¹ Deemed-to-satisfy developments are straightforward and envisaged for their proposed location. For example, a new house in a residential zone. For a development to be Deemed-to-satisfy, it must meet all criteria set out by the Planning and Design Code. These developments are fast-tracked through the assessment process and cannot be refused approval. The decision-maker also must grant approval after five business days of assessment

Figure 12 – Inner Metro Development activity (2017-2022)





Employment lands

The planning system plays a critical role in supporting the ambitions of the South Australian Economic Statement ⁵² to deliver a smart, sustainable and inclusive future, by allocating enough land for current and future industries. A prosperous economy requires us to have employment land that:

- will accommodate our current and future industries
- is appropriately serviced and connected to the world through digital infrastructure, roads, rail, ports and airports
- is well connected to a skilled work force and environments that are attractive places for talented workers
- is protected from incompatible development and balances competing uses appropriately.

A range of global trends will impact the type and amount of employment land we will need in Greater Adelaide over the next 30 years. The COVID-19 pandemic and other global factors (like the war in Ukraine) exposed our reliance on overseas trade. A renewed focus on sovereign capabilities, and domestic supply of goods and services, has the potential to drive local manufacturing, and increase demand for innovation and technology clusters like at Lot Fourteen and Tonsley. These clusters modernise manufacturing and bring together advanced research, training and business. Opportunities also exist to better integrate quieter and greener industries into our urban environment.

South Australia is also well positioned to be a global leader in the defence and space industries. The construction of AUKUS nuclear-powered submarines at the Osborne Naval Shipyard will surpass any major project in the state's history, and will have flow-on effects across a range of sectors, including manufacturing, innovation, quantum technology and artificial intelligence.

The effects on future employment land will be extensive and reach well beyond the Osborne precinct. The project will also influence where people choose to live and how they get to work.

Employment land trends

Several employment trends will influence job types and future land use requirements within Greater Adelaide.⁵³ These trends will inform the decisions we need to make about the type and location of employment land required:



Growth of advanced manufacturing

- South Australia is well-positioned to support growth in forms of 'advanced manufacturing'. These activities generally involve the use of innovative and leadingedge technologies to streamline the manufacturing process
- Advanced manufacturing presents an opportunity for future growth, particularly in the context of disrupted global supply chains, and a renewed focus on sovereign capability and local manufacturing
- Manufacturing will continue to grow and remain the largest employer. Jobs will primarily be driven with investments in defence projects at Osborne, in the LeFevre Peninsula employment precinct.



Diversification of business types located within employment precincts

- Employment precincts are increasingly accommodating activities linked to the provision of services and retail
- Population serving activities will continue to play an important role in providing the products and services that underpin urban productivity and liveability
- The number of jobs across inner-suburban employment lands is expected to grow. Jobs will be driven by knowledge-intensive activities that typically seek locations near the CBD, and access to skilled workers
- Locations for inner-suburban employment precincts are often identified for rezoning to residential uses. This highlights the need to balance new city-fringe housing with future employment needs.

⁵³ Employment trends and employment projections are based on material from an employment lands background paper prepared by SGS Economics and Planning in 2020.



Increased household consumption and global trade

- Rising household incomes have increased demand for imported goods from both national and overseas producers. Meanwhile, global demand for Australian-made goods is increasing
- Increasing import and export demand has increased the amount of employment land dedicated to the storage and distribution of goods, particularly in precincts with access to strategic freight routes, intermodals, and trade gateways.



The role of new infrastructure in reshaping urban geographies

- Governments are recognising the need to invest in new infrastructure to ensure that urban economies are positioned to prosper. These infrastructure investments typically reflect the need to generate productivity improvements to make local producers more competitive and reduce the costs associated with accessing goods from overseas suppliers
- Land around Edinburgh Parks, Outer Harbor, Adelaide Airport, and the South Road corridor will see increases in new commercial enterprise. This highlights the importance of trade gateways and freight corridors to drive new employment growth.



Impact of COVID-19 on employment lands

• Preliminary information indicates employment land in the Outer North and Adelaide West regions have experienced strong growth since the beginning of 2020.⁵⁴ This trend will need to be closely monitored to ascertain if this demand will continue post COVID-19.

⁵⁴ Employment Land Supply Report 2021

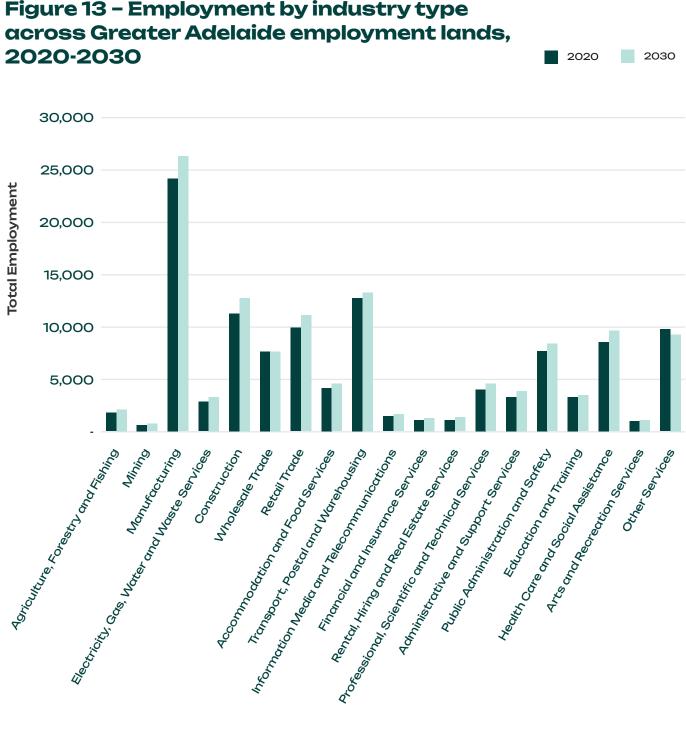


Figure 13 - Employment by industry type

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Current employment land

Greater Adelaide has more than 13,000ha of zoned employment land. Most is north of the Adelaide CBD. The Adelaide West region, which includes key precincts such as Wingfield, Gillman and the LeFevre Peninsula, accounts for more than 4,000ha.

Key business and industry clusters within Greater Adelaide, broken down into the four broad industry categories, include:



Traditional: Lonsdale, Wingfield, Lefevre Peninsula, Direk and Greater Edinburgh Parks



Freight and Logistics:

Greater Edinburgh Parks, Direk, Adelaide Airport, Lefevre Peninsula, Wingfield and Regency Park



Knowledge Intensive:

Tonsley, Lot Fourteen, Technology Park (Mawson Lakes), Kent Town/Stepney and Torrensville



Population Serving: Somerton Park, Seaford, Glynde and Beverley

These business and industry clusters are important job sources, supported by existing infrastructure.

In addition 1,800ha of land has been identified for future employment use in the Outer North region, primarily associated with the Greater Edinburgh Parks precinct.

Before the COVID-19 pandemic, about 60ha of zoned vacant land was being taken up annually for employment land. Anecdotal evidence suggests consumption has increased since 2021 to pre-Global Financial Crisis (GFC, 2007-2008) levels of about 110ha. This increase is largely in response to additional warehousing and manufacturing demand during global lockdowns. Applying this rate of consumption to the current vacant stock of employment land, the Greater Adelaide region has an estimated employment-land supply ranging from 24-44 years. To maintain a 15-year rolling supply of zoned employment land, additional land may need to be brought online in about 10 years.

This supply could be drawn from both protecting existing employment land where it's needed, or identifying new greenfield employment land. It is also important to identify employment land that no longer suits its purpose because of its location or its links to supporting infrastructure. This land could be considered for future mixed used development.

Future demand for employment land

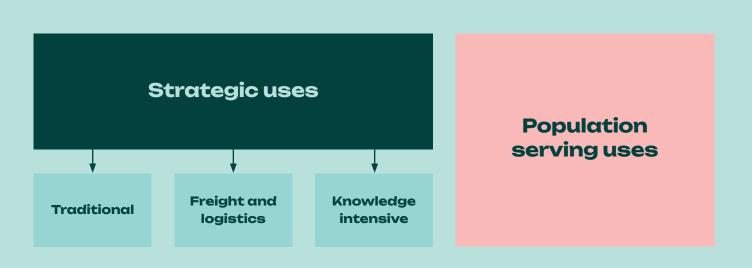
Employment generating activities within employment land broadly fit into one of 2 categories:

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Strategic
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Population serving

Figure 14 – Broad industry categories (BIC)



Traditional industries and freight and logistics

Traditional industries include manufacturing, waste services, construction and wholesale trades. They tend to seek locations with access to skilled blue-collar workforces. These industries often generate offsite impacts, such as noise and odour. So, they usually seek locations buffered from sensitive uses.

Freight and logistics employ relatively few people but are vital for a productive urban economy. Usually associated with heavy vehicle movements, they tend to require large lots close to freight routes, in precincts buffered from sensitive uses.



Source: Renewal SA



Principles

Traditional industries should be grouped with other industrial activities in locations that:

- can be developed with appropriate infrastructure
- have access to freight, road and rail connections
- can operate 24/7 without impacting sensitive uses.

Given the strategic importance of these locations/precincts for local manufacturing and the amenity impacts associated with these activities, they need to be preserved and protected from encroachment of sensitive uses, such as housing.

Sites that have state and national significance such as Greater Edinburgh Parks, Gilman and the National Naval Shipbuilding precinct at Osbourne would benefit from greater long-term protection from residential encroachment or other activities that may compromise their ongoing operations.

Consideration should be given to legislative protection for local manufacturing and defence industries that prevents encroachment of incompatible land uses into the future.



Future demand

New industrial land is required to provide employment to growing communities including:

- along the South-eastern Freeway at Monarto, to support growth in Murray Bridge and Mount Barker
- on the Fleurieu Peninsula, to support growth in Goolwa and Victor Harbor.
- Greater Edinburgh Parks with appropriate infrastructure and key freight connections
- Lonsdale
- north-western locations including Gillman, Wingfield and LeFevre Peninsula
- Adelaide's West, with its key trade gateways, freight corridors and large tracts of well-protected employment land. It is the most significant region within Greater Adelaide for both traditional and freight and logistic employment activities.

Knowledge intensive

Knowledge intensive industries tend to prefer precincts accessible to relatively educated worker populations, near knowledge-generating institutions (universities and hospitals), and public and private sector organisations. These industries are often found in CBDs or dedicated innovation hubs (e.g. Tonsley Innovation Precinct).



Source: Renewal SA



Principles

Encroaching residential development, typically at higher densities, is putting pressure on inner city employment land.

This land may be valuable for future knowledge-based industries, due to proximity to a skilled workforce, high amenity residential locations required to attract and maintained skilled workers, and key institutions within the CBD, such as universities.

These precincts are often targeted for rezoning to non-industrial land uses, highlighting the need to balance landholders' interests and the need for new housing with broader economic objectives.

Since the implementation of the Planning and Design Code, there have been 9 rezoning proposals for 170 hectares of inner-city employment land. This would generate 2,340 new houses but reduce land supply for employment activities.

Inner Metro and Inner South locations could support new knowledge-based innovation precincts, also including housing. Tonsley is an example of how innovation and housing can join with access to a skilled workforce and key institutions. There is opportunity to capitalise on the synergies of industry and housing to provide workers with a high amenity precinct, within proximity of employment, transport and services.



Future demand

Growth in knowledge intensive industries will continue, particularly in the Inner Metro and Inner South regions, including:

- Mawson Lakes
- Lot Fourteen
- Tonsley Innovation Precinct
- Thebarton BioMed Precinct
- Glenside Creative Industries.

Lonsdale has previously been identified as a Strategic Industrial Area. Port Stanvac is immediately adjacent. It presents an opportunity for development beyond employment, including a mix of housing, employment and innovation. The location has existing strategic links to transport, industry and renewable energy. The Keswick Barracks also provides a unique opportunity as a mixed-use innovation hub that could play a complementary role to defence projects at Osborne by providing complementary housing, employment and innovation uses.

Population serving

Population serving uses are shaped by demand-generated activities to meet day-to-day needs. Activities include retail, education, health care, recreation and social services, along with other occasional needs like car maintenance.

Demand for these sorts of activities tend to be relatively evenly distributed across metropolitan areas, in locations with good accessibility and visibility to population catchments.



Source: Heart Foundation and Sweet Lime Photo



Principles

Demand for population serving activities will continue to grow, with new opportunities emerging in regions with higher rates of population and dwelling growth.

While inner city employment land has become an attractive proposition for residential development, we need to safeguard employment land near where people live to continue providing services that meet the needs and demands of the growing population. Decisions need to made about where and how these services can be located, including:

- Balancing the protection of employment land for serving new residents and rezoning for residential development
- Promoting mixed use precincts that can accommodate new housing and a range of activities to provide for the needs of a growing population
- The role of neighbourhoods and activity centres in accommodating compatible non-residential uses, such as education, social services, retail and recreation services, near where people live
- Setting aside land in greenfield growth areas for new service industries, including industrial, commercial and retail land.



Future demand

Provision of future employment land to support population serving uses will be required where population growth is anticipated, including in:

- Mount Barker
- Murray Bridge
- Northern Adelaide
- Goolwa
- Victor Harbor.

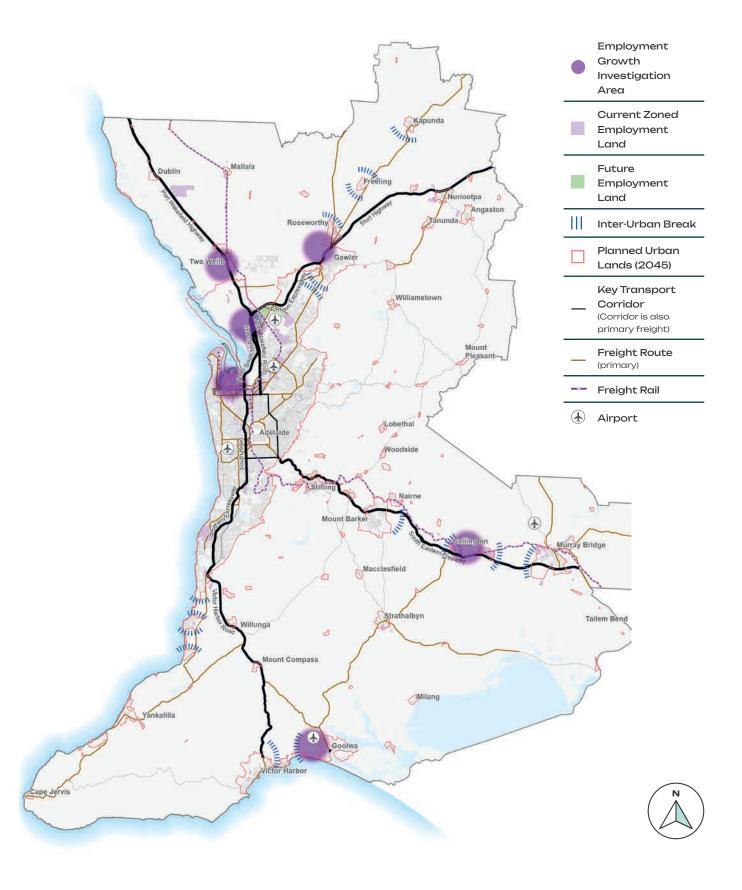


For discussion

What are the most important factors for the Commission to consider in meeting future demand for employment land?



Employment growth





Open space and urban greening

Public open spaces, greenways and urban-greening promote sustainable living. They facilitate social interaction, improve physical and mental health, help cool urban areas, and support natural systems. The protection and enhancement of natural areas is also crucial. They provide biodiversity and ecological services such as breeding areas, movement corridors for threatened species, and carbon storage.



Source: Aspect Studios and Sweet Lime Photo

Open space

The Adelaide Metropolitan Open Space System (MOSS) was first proposed in 1967 and formally initiated in the early 1990s. The purpose of the MOSS was to identify the second generation of Park Lands to complement the original Park Lands established by Colonel Light's vision in 1836. The Commission will build on the MOSS framework in the GARP to create quality open space across the region (See Figure 16 for the 2010 and current MOSS areas).

This includes recognising:

- Urban forests, parks and lake reserves
- Watercourse and coastal linear parks
- Trails, greenways, shared use paths and green buffers
- Sustainable recreation and sporting facilities
- Inter-urban breaks.



Principles

The development of a new Open Space Strategy for Greater Adelaide will expand on the existing MOSS framework to support:

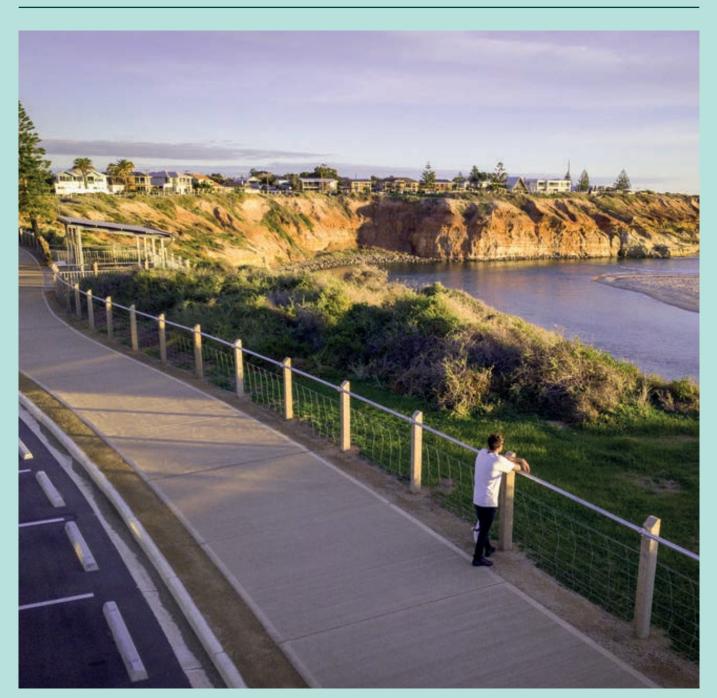
- An interconnected network of open spaces across metropolitan Adelaide
- An equitable range of quality public open space and places
- Provision of inter-urban breaks to separate and define distinct townships and urban areas
- The integration of water sensitive urban design and stormwater management in association with recreation, aquifer recharge, and water quality management
- Provision of open space and green corridors to support critical habitat, movement of wildlife, biodiversity and native vegetation
- Identification of regional open space connections across new urban areas



Source: Swanbury Penglase and Sweet Lime Photo

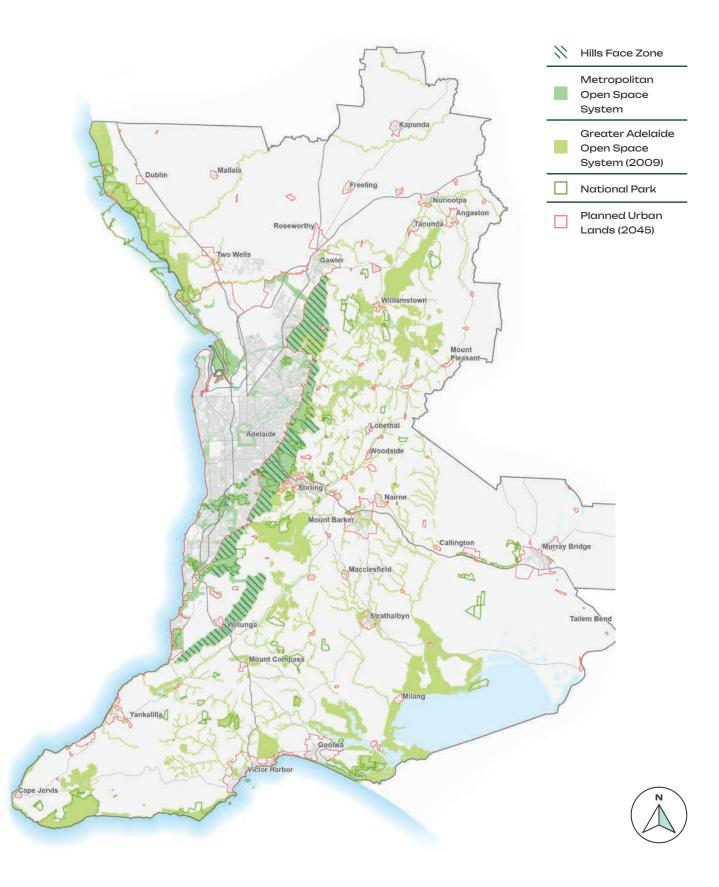
Coast Park is a State Government initiative to develop a continuous 70km cycling and walking trail along the metropolitan coast from North Haven to Sellicks Beach.

The linear park provides many benefits including amenity, recreation and a buffer against the effects of Climate Change. The trail's completion was identified as a priority in the 30-Year Plan. The 1.3km stretch between Semaphore Park and West Lakes Shore is the final section in the first stage of the continuous trail. This is expected to be completed in November 2023, while a completion date for Stage 2 is yet to be confirmed.



Source: City of Onkaparinga

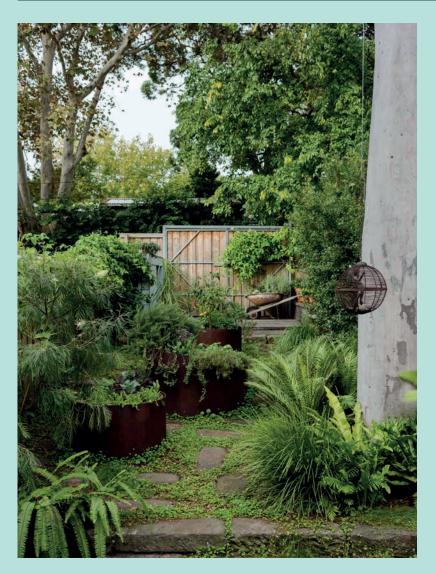
Figure 16 – Greater Adelaide Open space



Urban greening

The 30-Year Plan identified the target to increase urban green cover by 20% across metropolitan Adelaide by 2045. Urban greening can include private and community gardens, parks and reserves, trails street trees and rooftop gardens.

Green Adelaide⁵⁴ is currently preparing an Urban Greening Strategy in response to this target. Urban greening is known to provide multiple economic, social and environmental benefits including:



maintenance of habitat for native fauna

reduction of the urban heat island effect

air quality improvement

improved neighbourhood appeal and amenity

⁵⁴ Green Adelaide is a statutory board established in July 2020 by the Government of South Australia, with a vision to create a cooler, greener, wilder and climate-resilient Adelaide that celebrates our unique culture.

Source: Landscape design - Katy Svalbe of Svalbe & Co, Landscape construction - Outdoor Establishments, Photography - Nicholas Watt



Principles

Councils have varying amounts of tree canopy cover and are working to accelerate urban greening through strategic planning and policies.

A review of the Urban Green Cover Target and relevant policies needs to consider a range of environmental, social and land use factors when contemplating future urban greening targets. This will require a more nuanced approach, which considers:

 different contexts and urban environments. For example, different targets for dense urban areas and industrial areas compared to suburban areas wellbeing and social vulnerability measures to prioritise increases in canopy cover in areas with low canopy cover, urban heat hotspots, and higher proportions of vulnerable groups.

Infill sites can create urban greening challenges due to the increased site coverage and impervious surfaces. Consideration should be given to alternative approaches and better linking open space requirements for land division, development density, different types of neighbourhoods, and community health and wellbeing outcomes.



For discussion

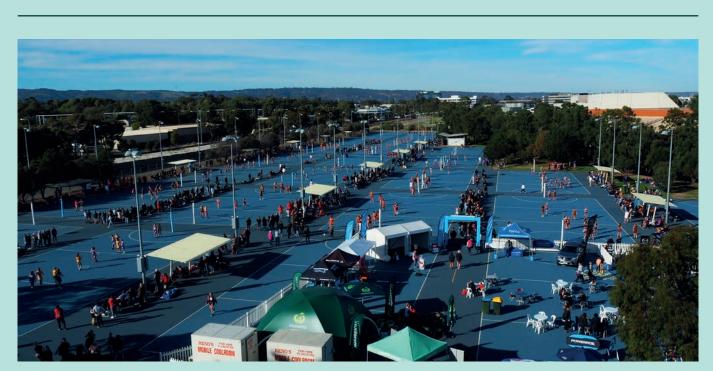
What are the most important factors for the Commission to consider in meeting future demand for open space?

What are the most important factors for the Commission to consider in reviewing and achieving the Urban Green Cover Target?

Implementing the Greater Adelaide Regional Plan

Bringing the GARP to life over the next 30 years will require ongoing collaboration and coordination across government, councils, industry and the community. The PDI Act gives us the tools to implement some changes quickly, while other initiatives will need more time, investigation, and investment.

Effective delivery of the plan will benefit from the suite of new digital tools in the state's new planning system. For example, a new residential land development monitor will be released in 2023. This online dashboard will make zoning and land availability data more timely, accessible, transparent and interactive. It will keep government, industry and councils up to date with trends in land supply and demand, and enable faster responses to changes in the market. The dashboard will also help the new Housing Infrastructure Planning and Development Unit to coordinate infrastructure investment and facilitate well-serviced developments.



Source: Netball SA



Source: Planning and Land Use Services

Other tools that can be used to help roll out the new GARP include:



Complying changes to the Code that can take effect quickly when they are consistent with a recommendation of the GARP.



A prioritised program of zoning changes and policy enhancements through local and state government Code Amendments over the next five years.



Inter-agency coordination and digitised mapping of current and planned trunk infrastructure, as growth investigations are progressed.



Pulling it all together to prepare the new Greater Adelaide Regional Plan

Next steps for growth investigations

Urban development models with the greatest capacity to accommodate growth are:



Urban corridors



Satellite cities



Strategic infill sites



Master planned communities



Regenerated neighbourhoods and activity centres

These key models have the potential to shape the future of our region. They will need more policy intervention, infrastructure investment and coordination.

The Commission proposes to undertake detailed investigation of the identified greenfield and infill growth areas for inclusion in the new plan. This involves:

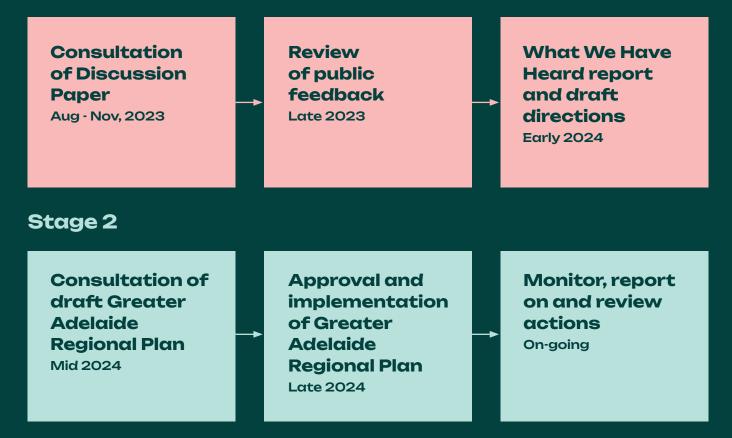
- Localised evaluation, including detailed consultation with councils and agencies
- Analysing existing and future physical and social infrastructure capacities and provision
- Reviewing relevant economic factors, including market attraction, propensity, landowner intentions and employment availability
- Evaluating growth options to determine priorities based on governance, economic, physical and social factors.

The detailed investigation and prioritisation phase will include review and consideration of feedback received during consultation on this Discussion Paper.

Public consultation opportunities

The GARP will be developed and finalised following extensive discussions with local government, state agencies, the community and industry, using the process below.

Stage 1



The conversation

This Discussion Paper has been prepared to stimulate new thinking and informed debate about how a GARP will provide for the 300,000 additional homes we may need over the next 30 years. The Commission is looking beyond how we have always done things. We aspire to a plan that is forward-looking, flexible and responsive live data, and to the long-term global issues and trends shaping the future of where and how people live, work, travel, and use public spaces.

Looking to this challenging and changing future, the Commission considers Greater Adelaide's growth should be guided by the following four outcomes:



A greener, wilder and climate resilient environment



A more equitable and socially cohesive place



A strong economy built on a smarter, cleaner, regenerative future



A greater choice of housing in the right places

To achieve these outcomes, our urban form should reflect the principles of Living Locally, so people can meet most of their daily needs within a comfortable walk, cycle or public transport ride from their homes.

Living Locally is about building sustainable, well connected, thriving neighbourhoods that meet the diverse needs of the people who live in them. It is about choice and flexibility, recognising people choose to live, work, play, and travel differently – and that those needs and preferences will continue to evolve.

The ideas put forward here on where Greater Adelaide can grow reflect the Commission's approach to growth – a combination of greenfield, township, satellite city and infill development, in the right places, with timely provision of infrastructure.

All growth types have benefits and challenges we need to weigh up. But they can all be done well with careful and considered planning. This Discussion Paper identifies areas across Greater Adelaide with opportunities and potential we should investigate. The proposed growth investigation areas consider the planning constraints across the region, the need for housing diversity, opportunities to create new jobs, the importance of open space, and the necessity for coordinated infrastructure and services.

There is still much to be done before we can decide if these investigation areas will be part of our long-term housing and employment land supply.

The Commission has undertaken detailed research to prepare an evidence-based Discussion Paper. But we do not have all the answers and insights about how and where Greater Adelaide should grow. We want to hear from you, from communities, councils and industry. We want your feedback, ideas and innovative thinking to help us prepare a draft plan for consultation in 2024, and ultimately a plan for the Greater Adelaide of our future.



Please join the conversation.

How to get involved

You are invited to provide feedback on the Greater Adelaide Regional Plan Discussion Paper within the 3-month public consultation and engagement period beginning on Monday 14 August 2023 and concluding on Monday 6 November 2023 (5:00 pm). Written submissions are to be provided no later than 5:00pm on the last day of consultation via:



The Greater Adelaide Regional Plan Discussion Paper YourSAy page



The PlanSA online submission form



Email:

plansasubmissions@sa.gov.au (Subject: Submission – Greater Adelaide Regional Plan Discussion Paper)

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Post:

Attention: Growth Management Team, Planning and Land Use Services Department for Trade and Investment GPO Box 1815, Adelaide SA 5001



Scan Me:

You may also use your smart phone to scan the QR code to be taken to the relevant information.



All written submissions received will be made publicly available on the PlanSA website when the Engagement Report is released at the end of the consultation period. A series of community information sessions (online and in-person) will be held, to allow community to meet members from the Growth Management team and ask questions. These sessions will provide further information on the Discussion Paper and the process of drafting the Plan. Registrations will be essential to attend any of the information sessions and can be booked via:

www.PlanSAevents.eventbrite.com

Discussion Paper related enquiries



Contact: PlanSA

Telephone: 1800 752 664

Email: plansa@sa.gov.au

Website: https://plan.sa.gov.au/regional-planning-program





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Government of South Australia Department for Trade and Investment

