

**PROPOSAL TO INITIATE AN AMENDMENT TO  
THE PLANNING & DESIGN CODE**

**Future Living Code Amendment**

**By the State Planning Commission**



\_\_\_\_\_ (Signature Required)

**CHAIR, STATE PLANNING COMMISSION**

**Date: 5 October 2021**

**This Proposal to Initiate document forms the basis for the preparation of a proposed amendment to the Planning and Design Code for the purpose of section 73(2)(a) of the *Planning, Development and Infrastructure Act 2016*.**

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**ATTACHMENTS**

- A Cohousing for Ageing Well Report (August 2020)
- B Cohousing definition
- C Area Affected
- D Code Amendment Timetable

## 1. INTRODUCTION

The State Planning Commission (the Commission) is an independent body providing advice and leadership on all aspects of planning and development in South Australia. A key role is to ensure the Planning and Design Code (the Code) is maintained, reflects contemporary values relevant to planning and is responsive to emerging trends and issues.

The Proponent (the Commission) is proposing to initiate an amendment to the Code (the Code Amendment) as it relates to the whole of South Australia, excluding coastal waters (the Affected Area).

The Commission seeks to amend the Code pursuant to section 73(2)(a) of the *Planning, Development and Infrastructure Act 2016* (the Act). This 'Proposal to Initiate' details the scope, relevant strategic and policy considerations, nature of investigations to be carried out and information to be collected for the Code Amendment. It also details the timeframes to be followed in undertaking the Code Amendment.

The Commission in this case, the 'designated entity' responsible for conducting this Code Amendment process and is required to undertake consultation in accordance with the Community Engagement Charter and make final recommendations to the Minister for Planning and Local Government prior to consideration whether to approve, amend or refuse the Code Amendment.

### 1.1. Designated Entity for Undertaking the Code Amendment

In accordance with section 73(2)(a) of the Act, the Commission will be the Designated Entity responsible for undertaking the Code Amendment process. As a result:

- 1.1.1. The Commission acknowledges that it will be responsible for undertaking the Code Amendment in accordance with the requirements Act.
- 1.1.2. The Commission intends to undertake the Code Amendment by:
  - a) engaging with relevant State Government agencies and local governments, including the City of Unley, Campbelltown City Council, Town of Walkerville, City of Burnside, City of Prospect and any other interested councils, to provide the professional services required to undertake the Code Amendment; and
  - b) utilising professional expertise of employees of the Attorney-General's Department, including:
    - professional planning staff
    - communications staff
    - mapping and spatial data expert staff
    - ePlanning staff responsible for the management and operation of the Planning and Design Code.

- c) utilising housing research and design research expertise of the University of South Australia.

## 1.2. Rationale for the Code Amendment

Momentum for this Code Amendment stems from the outcomes of the Commission's 'Planning for a New Retirement Future' Symposium (2018), the 'Cohousing for Ageing Well Design Research Project Report' (June 2020), the recent implementation of the Phase Three (Urban Areas) Planning and Design Code (Code) in March 2021 (outcomes outlined in the associated Section 73 Engagement Report) and continuing demographic trends in relation to ageing of the population and the need to provide alternative and affordable housing options to enable this demographic of the population to age in place.

### State Planning Commission's 'Planning for a New Retirement Future' Symposium

The State Planning Commission hosted a 'Planning for a New Retirement Future' Symposium on 20 August 2018 which sought to bring together a range of key stakeholders to discuss the opportunities and challenges around aged and retirement living in South Australia.

The outcomes of this Symposium resulted in the release of a What We Have Heard report 'Planning for a New Retirement Future'. Some of the recommendations of this report have been implemented through the first iteration of the Code (more detail on this below), however the recommendations of this report will need to be reviewed to help inform the outcomes of this Code Amendment.

### Cohousing for Ageing Well Project

The City of Burnside, City of Prospect, City of Unley, Campbelltown City Council and Town of Walkerville (as part of the Eastern Region Alliance {ERA}) have participated in a cohousing research project in partnership with the University of South Australia, the Office for Ageing Well, the State Planning Commission (the Commission), and the Attorney General's Department (the Department). The project has delivered a suite of innovative, flexible housing designs across a range of allotment sizes that enable older people to downsize to smaller housing options within their own community. Where the focus of the Project was on the provision of housing options for older residents, the underlying housing model is applicable to a broad cross-section of the community.

A web link to the final Cohousing for Ageing Well report, prepared by Dr Damian Madigan is provided in **Attachment A**. A key recommendation of the project and final report is that the Code be amended to recognise cohousing as a distinct development type.

### Feedback from Phase Three (Urban Areas) Code

Implementation of the Phase Three (Urban Areas) Code on 19 March 2021 resulted in the following first stage improvements to planning policy to support housing diversity, while recognising the changing aged demographics of our population including new definitions and policy specific to range of housing types including ancillary accommodation, supported accommodation, and retirement facilities.

In its *'Amendment for Phase Three (Urban Areas) Code Amendment Section 73(7) Engagement Report'* to the Minister for Planning and Local Government, the Commission acknowledged the following further suggestions identified in submissions:

*Second round of consultation (4 November - 18 December 2020)*

- Providing additional, diverse universally designed housing opportunities for older people to continue to live in their existing community and to 'age in place'.
- Exploring new models of housing outside of the traditional preference for detached dwellings on large allotments that can offer affordable, well designed and well-located options for our shifting demographics and household types.
- Facilitate independent housing as well as provide a pathway for the sensitive delivery of small-scale affordable housing in established areas.

State Planning Commission

In February 2021, the Commission provided in-principle support for the commencement of a 'Cohousing for Ageing Well' Code Amendment.

The Commission's decision to support the commencement of this policy review was reinforced by the Code Amendment being listed as an important work priority in the Commission's 2021 Work Plan under Strategy 1 – Planning for Future Neighbourhoods.

As the proposed amendment is listed as a priority in the above Work Plan, the Code Amendment is to be Commission-led with assistance provided by a dedicated Project Group involving the Councils and University of South Australia who participated in the Cohousing for Ageing Well Project.

Land Use/Planning context

The following policy components of the Code Framework reflect the first 'transition' (Stage 1) of policy addressing aged housing in the Code:

**Stage 1:** limited policy reform undertaken in relation to aged housing - **completed** through implementation of the Phase Three (Urban Areas) Code on 19 March 2021.

- Zones – the following list of zones provide policy and an associated deemed-to satisfy pathway for ancillary accommodation:

City Living Zone	Neighbourhood Zone
Established Neighbourhood Zone	Remote Areas Zone
General Neighbourhood Zone	Rural Zone
Hills Neighbourhood Zone	Rural Living Zone
Home Industry Zone	Rural Neighbourhood Zone
Housing Diversity Neighbourhood Zone	Rural Settlement Zone
Master Planned Neighbourhood Zone	Suburban Business Zone
Master Planned Renewal Zone	Suburban Neighbourhood Zone
Master Planned Township Zone	Township Neighbourhood Zone
Neighbourhood Zone	Township Zone

Remote Areas Zone	Urban Renewal Neighbourhood Zone
Rural Zone	Waterfront Neighbourhood Zone

Many of the above zones also provide a performance assessed pathway for supported accommodation and retirement facilities by default through the 'All Other Code Assessed' development category.

- Design and Design in Urban Areas General Development Policies – provides policy addressing the design of supported accommodation and retirement facilities in rural and urban areas.
- Land Use Definitions – provides new or updated definitions for ancillary accommodation, retirement facility and supported accommodation.

It should be noted that the alternative housing forms being considered by this Code Amendment are not considered to be 'tiny houses', 'granny flats', nor 'ancillary accommodation'. Although small, the alternative cohousing housing models to be reviewed are differentiated by the aforementioned housing forms by both their size and amenity. They are also not designed to be subordinate to a main house, but as dwellings of equal hierarchy with others on the site.

Subject to investigations, this Code Amendment therefore intends to undertake wider policy reform in relation to alternative shared housing (**Stage 2**) including a focus on the following key matters:

- Consideration of additional policy to guide alternative forms of shared and cohousing;
- Review of assessment pathways for alternative forms of shared and cohousing.

It should also be acknowledged that this Code Amendment will not focus on reviewing any ownership or titling issues associated with cohousing. Cohousing as it is to be considered in this Code Amendment will essentially be on the basis that there is no land division involved, the accommodation is on the same allotment as an existing dwelling.

For the purposes of clarifying what is meant by '*Cohousing*', a definition provided by the Cohousing for Ageing Well Project is provided in **Attachment B**.

While cohousing through this Code Amendment is being considered as an alternative model of housing for seniors and others, it is also acknowledged that may not be appropriate for the planning system to dictate that such housing is for seniors only. It is likely that cohousing will be a very attractive housing model for different age groups and household types.

## 2. SCOPE OF THE CODE AMENDMENT

### 2.1. Affected Area

The proposal seeks to amend the Code to introduce a new Code module relating to co-housing. It is proposed that it be applied to established residential areas in the five local government areas as shown in the map in **Attachment C**, however additional established residential areas in other parts of South Australia may be included where councils express interest in participation in the Code Amendment, and subject to further investigations.

## 2.2. Scope of Proposed Code Amendment

<p><b>Current Policy in the Planning and Design Code</b></p>	<p>The area of investigation is generally affected by policy in neighbourhood-type zones, particularly the Established Neighbourhood Zone, with the Character Area Overlay and Historic Area Overlay applying in certain cases.</p>
<p><b>Amendment Outline</b></p>	<p>The Code Amendment seeks to facilitate the delivery a new model of shared housing or ‘cohousing’, which responds to existing context and incorporates high design quality.</p> <p>A key part of the Amendment will be to determine how policy specifically relating to cohousing would be spatially applied to these areas. Accordingly, development of a new spatial layer in the Code (e.g. subzone or overlay) which geographically applies to the subject area will be investigated.</p>
<p><b>Intended Policy</b></p>	<p>Subject to investigations, the Code Amendment is anticipated to propose:</p> <ul style="list-style-type: none"> <li>• A dedicated ‘performance assessed’ pathway for cohousing</li> <li>• New/amended policy related to cohousing in the defined spatial area</li> <li>• Review of existing policy including: <ul style="list-style-type: none"> <li>○ examining whether additional general policy is required in the Code to encourage cohousing; and</li> <li>○ reviewing the Transport, Access and Parking General Policy (Table 1 and Table 2) in relation to car parking standards for cohousing.</li> </ul> </li> </ul> <p>In addition, investigations associated with this Code Amendment will explore other mechanisms and guides to assist in identifying and encouraging new cohousing, including:</p> <ul style="list-style-type: none"> <li>• review of the possibility of ‘cohousing’ being designated a specific class of development eligible for Local Design Review; and</li> <li>• guidance material in the form of Practice Guidelines and/or advisory material to assist in the interpretation of new cohousing policy.</li> </ul>

### 3. STRATEGIC ALIGNMENT

Proposed Code Amendment occurs within a state, regional and local strategic setting, which includes:

- State Planning Policies (SPPs)
- Regional Plans
- Other relevant strategic documents.

#### 3.1. Alignment with State Planning Policies

The State Planning Policies (SPPs) set out the State’s overarching goals and requirements for the planning system. Under section 66(3)(f) of the Act, the Code must comply with any principle prescribed by a SPP.

The Code Amendment should be initiated because it aligns with or seeks to implement the following SPPs:

State Planning Policy (SPP)	Code Amendment Alignment with SPPs
<p><b>SPP 1: Integrated Planning</b></p> <p><b>Objective</b> <i>To apply the principles of integrated planning to shape cities and regions in a way that enhances our liveability, economic prosperity and sustainable future.</i></p>	<p>This Proposal seeks to promote ‘integrated planning’ by allowing sites to be redeveloped to take advantage of established and well serviced locations in proximity to high frequency public transport to facilitate the addition of more diverse housing choices, including alternative forms of housing for seniors such as cohousing.</p>
<p><b>SPP 2: Design Quality</b></p> <p><b>Objective</b> <i>To elevate the design quality of South Australia’s built environment and public realm.</i></p> <p><b>Policy 2.9</b> <i>Respect the characteristics and identities of different neighbourhoods, suburbs and precincts by ensuring development considers existing and desired future context of a place.</i></p> <p><b>Policy 2.11</b> <i>Manage the interface between modern built form of different scales with more traditional dwelling forms, including through the management of streetscape character, access to natural light,</i></p>	<p>The Proposal promotes the delivery of quality and contemporary design strategies and outcomes for the development of the Affected Area.</p>

State Planning Policy (SPP)	Code Amendment Alignment with SPPs
<p><i>visual and acoustic privacy, massing and proportions.</i></p> <p><b>Policy 2.12</b> <i>Create design solutions for infill development that improves the relationship between building and public spaces, and the interface with neighbours.</i></p>	
<p><b>SPP 3: Adaptive Reuse</b></p> <p><b>Objective</b> <i>The adaptive reuse of existing buildings that enhance areas of cultural or heritage value, capitalise on existing investment and/or contribute to vibrant and liveable places.</i></p> <p><b>Policy 3.4</b> <i>Prioritise the adaptive reuse of buildings in areas of heritage or cultural value where it will contribute to active and vibrant places, or where it is a catalyst for additional development demand.</i></p>	<p>This Proposal will facilitate opportunities for the potential adaptive reuse of existing sites/housing, while offering opportunities to rejuvenate established neighbourhoods while allowing 'ageing in place' and the provision of smaller footprint dwellings.</p>
<p><b>SPP 5: Climate Change</b></p> <p><b>Objective</b> <i>Provide for development that is climate ready so that our economy, communities and environment will be resilient to climate change impacts.</i></p> <p><b>Policy 5.1</b> <i>Create carbon-efficient living environments through a more compact urban form that supports active travel, walkability and the use of public transport.</i></p>	<p>The Proposal seeks to facilitate the development of alternative housing forms of aged accommodation which are sustainable.</p> <p>The Proposal also seeks to retain and reuse existing housing stock, maintain and or improve local streetscape character and retain mature landscape and / or the provision of deep root plant zones and commitment to tree planting as part of the any development.</p>
<p><b>SPP 6: Housing Supply and Diversity</b></p> <p><b>Objective</b> <i>To promote the development of a well-serviced and sustainable housing and land choices where and when required.</i></p> <p><b>Policy 6.6</b> <i>A diverse range of housing types within residential areas that</i></p>	<p>The Proposal seeks to facilitate the development of different forms of housing, including that which takes advantage of the locational advantages offered by established areas.</p>

State Planning Policy (SPP)	Code Amendment Alignment with SPPs
<i>provide choice for different household types, life stages and lifestyle choices.</i>	

### 3.2. Alignment with Regional Plans

As with the SPPs, the directions set out in Regional Plans provide the long term vision as well as setting the spatial patterns for future development in a region. This includes consideration of land use integration, transport infrastructure and the public realm.

The following Regional Plans (identified as volumes of the South Australian Planning Strategy prepared under the *Development Act 1993*, and applicable until such time as the new Regional Plans are prepared and adopted under the Act) are relevant for consideration as part of this Code Amendment:

- The 30-Year Plan for Greater Adelaide (2017 Update) + The 30-Year Plan for Greater Adelaide - 2017 Update, Implementation Plan 2017/2018

Regional Plan Identified Priorities or Targets	Code Amendment Alignment with Regional Plan
<b>30 Year Plan for Greater Adelaide (2017 Update)</b>	
<p><b>Policy Theme:</b> Transit corridors, growth areas and activity centres</p> <ul style="list-style-type: none"> <li>• <b>Policy 1:</b> Deliver a more compact urban form by locating the majority of Greater Adelaide’s urban growth within existing built-up areas by increasing density at strategic locations close to public transport. (Map 2).</li> <li>• <b>Policy 2:</b> Increase residential and mixed use development in the walking catchment of: <ul style="list-style-type: none"> <li>○ strategic activity centres</li> <li>○ appropriate transit corridors</li> <li>○ strategic railway stations.</li> </ul> </li> </ul> <p><b>Policy Theme:</b> Design Quality</p> <ul style="list-style-type: none"> <li>• <b>Policy 26:</b> Develop and promote a distinctive and innovative range of building typologies for residential housing which responds to metropolitan Adelaide’s changing housing needs, reflects its character</li> </ul>	<p>Broadly, the key goals and strategies contained in the 30 Year Plan for Greater Adelaide (2017 Update) relating to the following areas will be given due consideration in the preparation of this Code Amendment:</p> <ul style="list-style-type: none"> <li>• transit corridors, growth areas and activity centres;</li> <li>• design quality;</li> <li>• housing mix, affordability and competitiveness;</li> <li>• health, wellbeing and inclusiveness; and</li> <li>• climate change.</li> </ul>

Regional Plan Identified Priorities or Targets	Code Amendment Alignment with Regional Plan
<p>and climate and provides a diversity of price points.</p> <ul style="list-style-type: none"> <li>• <b>Policy 27:</b> Provide for transitions between higher density and multi-storey, mixed-use developments in activity centres, corridors and existing detached housing precincts.</li> <li>• <b>Policy 30:</b> Support the characteristics and identities of different neighbourhoods, suburbs and precincts by ensuring development considers context, location and place.</li> </ul> <p><b>Policy Theme:</b> Housing mix, affordability and competitiveness</p> <ul style="list-style-type: none"> <li>• <b>Policy 37:</b> Facilitate a diverse range of housing types and tenures (including affordable housing) through increased policy flexibility in residential and mixed-use areas, including: <ul style="list-style-type: none"> <li>○ Ancillary dwellings such as granny flats, laneway and mews housing</li> <li>○ Dependent accommodation such as nursing homes</li> <li>○ Assisted living accommodation</li> <li>○ Aged-specific accommodation such as retirement villages</li> <li>○ Small lot housing types.</li> </ul> </li> <li>• <b>Policy 38:</b> Explore the evolution of existing housing in local heritage areas to provide ancillary residences that encourage ageing in place and enable the release of equity to owners whilst protecting heritage values.</li> <li>• <b>Policy 39:</b> Promote universal and adaptable housing principles in new housing stock to support changing needs over a lifetime, including the needs of those who are less mobile.</li> </ul> <p><b>Policy Theme:</b> Health, wellbeing and inclusion</p> <ul style="list-style-type: none"> <li>• <b>Policy 47:</b> Plan future suburbs and regenerate and renew existing ones</li> </ul>	

Regional Plan Identified Priorities or Targets	Code Amendment Alignment with Regional Plan
<p>to be healthy neighbourhoods that include:</p> <ul style="list-style-type: none"> <li>○ Diverse housing options that support affordability.</li> <li>○ Walkable connections to public transport and community infrastructure.</li> </ul> <p><b>Policy Theme:</b> Climate change</p> <ul style="list-style-type: none"> <li>● <b>Policy 107:</b> Increase the proportion of low-rise, medium-density apartments and attached dwellings to support carbon-efficient living.</li> </ul>	

### 3.3. Alignment with Other Relevant Documents

Additional documents may relate to the broader land use intent within the scope of this proposed Code Amendment (or directly to the affected area) and therefore are identified for consideration in the preparation of the Code Amendment.

The following table identifies other documents relevant to the proposed Code Amendment:

Other Relevant Documents	Code Amendment Alignment with Other Relevant Documents
<p>Planning for a New Retirement Future Symposium – What We Have Heard Report (2019)</p>	<p>Planning for a New Retirement Future was a key discussion theme within a wide policy conversation about housing diversity that the State Planning Commission had with industry and the community when developing the first iteration of the Planning and Design Code.</p> <p>As part of this conversation, the Commission held a 'Planning for a New Retirement Future' event – the outcomes of which were documented in a What We Heard Report.</p> <p>The Code Amendment will have regard to the outcomes of the What We Have Heard report – 'Planning for a New Retirement Future'.</p>
<p>People and Neighbourhoods Discussion Paper (September 2019)</p>	<p>The Commission's People and Neighbourhoods Discussion Paper proposes a range of options to support housing diversity and preferences by facilitating a range of housing types in established areas such as retirement and aged care</p>

	<p>accommodation as well as small self-contained units.</p> <p>The Code Amendment will have regard to the recommendations of the People and Neighbourhoods Discussion Paper.</p>
<p>Cohousing for Ageing Well Project – Final Report (June 2020)</p>	<p>The Cohousing for Ageing Well Project investigated how existing older houses in Adelaide might be altered and extended to create one or more additional dwellings on an existing site, to create socially cohesive cohousing arrangements for older residents wishing to age in place.</p> <p>The Final Report explores a major gap in housing opportunities – the ‘missing middle’ of Adelaide’s older suburbs by outlining a series of development scenarios for cohousing on typical allotment sizes (eg. 325m<sup>2</sup>, 530m<sup>2</sup>, 675m<sup>2</sup> and 920m<sup>2</sup>) within the Unley, Burnside, Walkerville and Prospect Council areas.</p> <p>The Code Amendment will have regard to the recommendations of the Cohousing for Ageing Well Project - Final Report.</p>
<p>Amendment for Phase Three (Urban Areas) Code Amendment Section 73(7) Engagement Report</p>	<p>The Code Amendment will have regard to those issues raised through feedback on the Phase Three Code, as summarised in the Phase Three (Urban Areas) Planning and Design Code Amendment Engagement Report.</p>
<p>Productivity Commission Research Paper – <i>‘Housing Decisions of Older Australians’</i> (released 1 December 2015)</p>	<p>The Productivity Commission’s Research Paper concludes that there is desire for older people to ‘age in place’ and remain in their local community. It also concludes that most older Australians will not downsize during their retirement due to the lack of suitable downsizing options.</p> <p>The Code Amendment will have regard to the findings of the Productivity Commission’s Research Paper.</p>
<p>Cohousing Research Project conducted by the Institute for Sustainable Futures at the University of Technology Sydney (funded by a NSW Department of Family and</p>	<p>A research project which examined the opportunities presented by cohousing for seniors in NSW, the existing barriers to uptake, and provides ideas for overcoming these barriers.</p> <p>The Code Amendment will have regard to the findings of this research project.</p>

Community Services Liveable Communities Grant)	
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## 4. INVESTIGATIONS AND ENGAGEMENT

### 4.1. Investigations Already Undertaken

The table below identifies what investigations have already been undertaken in support of the proposed Code Amendment.

Investigation Undertaken	Summary of Scope of Investigations	Summary of Outcome of Recommendations
Commission-led Aged Care and Retirement Living Symposium	A Symposium was held by the Commission on 20 August 2018 to explore and understand the issues faced by business and residents.	<p>The outcomes of the Symposium were documented in the What We Have Heard Report 'Planning for a New Retirement Future'.</p> <p>The main outcomes of the Report for the Code were:</p> <ul style="list-style-type: none"> <li>• ensure land use definitions are updated and that clear and consistent development assessment pathways are established for aged care and retirement living development;</li> <li>• ensure policy consistency across all council areas and provide options for housing flexibility to meet the needs and aspirations of older residents;</li> <li>• ensure policy is less prescriptive and more performance-based, and ensure that policy is reviewed regularly to keep pace with changing needs and demand; and</li> <li>• review restrictions relating to proposals for more than one home on an allotment; and</li> <li>• enhance the role of design and consider the possibility of including universal design principles in the Planning and Design Code.</li> </ul>
People and Neighbourhoods Discussion Paper	The Commission's People and Neighbourhoods	The Discussion Paper concludes that:

Investigation Undertaken	Summary of Scope of Investigations	Summary of Outcome of Recommendations
(informed the first iteration of the Planning and Design Code)	<p>Discussion Paper proposed a range of options to support housing diversity and preferences by facilitating a range of housing types in established areas such as retirement and aged care accommodation as well as small self-contained units.</p> <p>The Discussion Paper also talked to the ‘missing middle’ in terms of housing – an identified policy gap of low-rise medium density housing options including dual occupancies, terrace houses, multi-dwelling houses and manor houses. Such offerings straddle the gap between low density single dwellings at one end of the housing spectrum and high density apartments at the other end.</p>	<ul style="list-style-type: none"> <li>• new models of housing need to be pursued that can offer affordable, well-designed and well- located options for our shifting demographics and household types;</li> <li>• land use definitions in the current system can provide a barrier to the development of small-scale accommodation in established areas; and</li> <li>• there is a limited supply of opportunities to support retirement living in established areas due to growing demand, changing housing preferences and limited land supply.</li> </ul> <p>The Discussion Paper therefore suggests that the Code should not limit housing choice but rather provide appropriate policies to manage the design of different dwelling types and provide appropriate pathways to ensure more complex developments undergo a more rigorous assessment.</p> <p>The Discussion Paper also includes a ‘Missing Middle Housing Case Study’ which was a precursor to the Cohousing for Ageing Well Design Project and this Code Amendment.</p>
Cohousing for Ageing Well Project and Final Report	<p>The Cohousing for Ageing Well Project (the project) investigated the appetite for this alternative housing model amongst residents and key stakeholders. It did not investigate viability related to financing, land titling or profitability.</p> <p>The project investigated how existing older houses in Adelaide might be altered and</p>	<p>A key recommendation of the project and final report is that the Code be amended to recognise cohousing as a distinct development type.</p> <p>The Cohousing for Ageing Well Project Team also provided a detailed submission on the Code outlining how it should be amended to provide recognition and support for Co-housing.</p> <p>Key recommendations outlined in the submission included:</p>

Investigation Undertaken	Summary of Scope of Investigations	Summary of Outcome of Recommendations
	<p>extended to create one or more additional dwellings on an existing site, to create socially cohesive cohousing arrangements for older residents wishing to age in place.</p> <p>The project investigated a mix of mostly one and two bedroom dwellings to allow for a doubling and tripling of existing density to be tested, while testing the amenity of small dwellings.</p> <p>The one bedroom dwellings investigated by the project were neither 'tiny houses', 'granny flats', nor 'ancillary dwelling units' (ADU).</p> <p>Although small, the cohousing accommodation proposed was differentiated by both its size and amenity. Importantly, none of the housing addressed by the project was designed to be subordinate to a 'main house', but as dwellings of an equal hierarchy.</p>	<ul style="list-style-type: none"> <li>• Inserting a new cohousing definition in the Land Use Definitions;</li> <li>• Inserting into identified 'Neighbourhood' zones the term 'Cohousing Accommodation' along with a new sub-heading of 'Cohousing Accommodation' and associated policy; and</li> <li>• Pursuing a 'Performance Assessed' Development approach to 'Co-housing Accommodation' in the Code.</li> </ul> <p>The submission also recommended that:</p> <ul style="list-style-type: none"> <li>• Applicants should be incentivised in the Code to provide cohousing through increased density allowances and / or reduced car parking requirements;</li> <li>• All existing housing should be used as a model for cohousing accommodation, regardless of heritage status, age or typology; and</li> <li>• Model based upon outcome maintaining established built form and pattern and typical design criteria for a dwelling and outbuildings.</li> </ul>

#### 4.2. Further Investigations Proposed

In addition to the investigations already undertaken and identified above, the table below outlines what additional investigations that will be undertaken to support the Code Amendment.

<b>Further Investigations Proposed</b>	<b>Explanation of how the further investigations propose to address an identified issue or question</b>
<p>Review of interstate approaches to cohousing (including any recent planning reforms)</p>	<p>Cohousing is an accepted alternative housing model in several Australian states as well as overseas.</p> <p>An early stumbling block can be planning rules, which are often not readily adaptable to collaborative housing structures. Some very small projects – often involving extended families – take advantage of secondary dwelling allowances to turn single house blocks into a form of collaborative housing.</p> <p>In this context, it is prudent for the Commission to undertake a review of interstate experience / case studies to:</p> <ul style="list-style-type: none"> <li>• determine the various types or models of cohousing, shared allotment, co-sited or co-located housing that exist;</li> <li>• examine what impediments (if any) exist to approving these developments; and</li> <li>• review the steps undertaken by relevant interstate planning jurisdictions to remedy any issues identified.</li> </ul>
<p>Preparation of cohousing design studies which test what could be applied on a range of typical residential sites in the affected area</p>	<p>The design studies to be prepared in consideration of the following issues and assumptions:</p> <ul style="list-style-type: none"> <li>• A whole-of-site approach is taken, where multiple dwellings access large high-amenity shared open space through a process of alterations and additions rather than wholesale demolition.</li> <li>• The model is based upon the principles of: <ul style="list-style-type: none"> <li>- No land division</li> <li>- No wholesale demolition of the existing house on the site, but rather its retention, alteration and extension</li> <li>- A reconsideration of private open space in favour of larger areas of shared space</li> <li>- Permitted overlooking within the allotment, with the maintenance of existing privacy for neighbouring properties</li> <li>- Newly created dwellings not being subordinate to the existing dwelling, but rather creating a flat hierarchy of dwellings sharing the one site.</li> </ul> </li> </ul>
<p>Holistic planning approach</p>	<p>To ensure, appropriate measures are in place to consider the potential impacts of promoting cohousing in established areas, a review into other planning instruments and mechanisms under the Act is considered appropriate. This review will consider but is not limited to:</p> <ul style="list-style-type: none"> <li>• the possibility of ‘cohousing’, ‘shared allotment’ ‘co-sited’ or ‘co-located’ housing being designated as a specific development type eligible for Local Design Review in the areas identified in this amendment; and</li> <li>• guidance material in the form of Practice Guidelines, advisory design guidelines and/or information sheets to</li> </ul>

<b>Further Investigations Proposed</b>	<b>Explanation of how the further investigations propose to address an identified issue or question</b>
	assist in guiding the development of cohousing in appropriate locations.
Phase Three (Urban Areas) Section 73 Engagement Report in response to issues raised through consultation	Undertake a review of the issues and responses provided on housing diversity, aged accommodation, seniors housing and the like in the Phase Three (Urban Areas) Code Amendment Engagement Report.

### 4.3. Engagement Already Undertaken

To date, no public engagement / consultation has been undertaken in relation to this Proposal in accordance with Practice Direction 2.

However, early informal consultation has been undertaken with a number of key stakeholders (including the City of Unley, Town of Walkerville, Campbelltown City Council, City of Burnside and City of Prospect, the Local Government Association and the Office for Ageing Well – Department of Health and Wellbeing) in the process of undertaking the Cohousing for Ageing Well Project. This Project jointly funded by these organisations and the Attorney General’s Department involved early consultation that was non-statutory and related to the outputs directly stemming from the Project.

In addition, older residents from four of the above council areas (Unley, Burnside, Prospect and Walkerville) participated in a cohousing design community workshop on 6 December 2019 as part of the above Project to provide input to inform the development of four detailed cohousing design studies. These studies were then included in the final report to illustrate cohousing design principles.

It should be noted that the Commission has also agreed for the above Project Working Group to continue and to be involved in progressing the Code Amendment by contributing to the following key stages going forward:

- Stage 1 – Establishment of Management and Governance framework
- Stage 2 – Initiation and preparation of a draft Code Amendment
- Stage 3 – Community Engagement and finalisation.

### 4.4. Further Engagement Proposed

Further pre-consultation will be undertaken in relation to the scoping and policy development outputs stemming from the project, in order to support the Code Amendment progressing to formal consultation.

<b>Further <u>Pre-Consultation</u></b>	<b>Explanation of how the further engagement proposes to address an identified issue or question</b>
ERA Councils (including Unley, Walkerville, Campbelltown, Burnside and Prospect) Other interested councils University of South Australia Local Government Association Department for Health and Wellbeing - Office for Ageing Well Attorney-General's Department - Office of Design and Architecture South Australia	To identify areas where new policy encouraging cohousing could be spatially applied and provide input on the investigations and draft policy in the Code Amendment.

## 5. CODE AMENDMENT PROCESS

### 5.1. Engagement Plan

The Code Amendment process will occur in accordance with the Community Engagement Charter and Practice Direction 2 – Consultation on the Preparation or Amendment of a Designated Instrument.

The Designated Entity will prepare an Engagement Plan prior to the commencement of engagement on the proposed Code Amendment. The Engagement Plan will include the following mandatory consultation requirements (which may be in addition to the engagement outlined in this Proposal to Initiate):

- If the Code Amendment is specifically relevant to particular councils (where a council did not initiate the proposal), the councils must be directly notified of the proposal and consulted.
- If the Code Amendment has a specific impact on one or more particular pieces of land in a particular zone or subzone (rather than more generally), the Designated Entity must take reasonable steps to give a notice in accordance with Regulation 20 of the *Planning, Development and Infrastructure (General) Regulations 2017*, to:
  - the owners or occupiers of the land; and
  - owners or occupiers of each piece of adjacent land;
- Consultation must also occur with any person or body specified by the State Planning Commission under section 73(6)(e) of the Act.
- Non-mandatory genuine engagement – key stakeholders/groups, community groups etc.

## **5.2. Engagement Report**

Once engagement on the Code Amendment is complete, the Designated Entity will prepare an Engagement Report under section 73(7) of the Act.

The Designated Entity must ensure that a copy of the Engagement Report is furnished on the Minister and also published on the SA Planning Portal. This will occur in accordance with Practice Direction 2.

The Engagement Plan and the Engagement Report will also be considered by the State Planning Commission during the final stages of the Code Amendment process. The Commission will provide a report to the Environment, Resources and Development Committee of Parliament under section 74(3) of the Act. The Commission's report will provide information about the reason for the Code Amendment, the consultation undertaken on the Code Amendment and any other information considered relevant by the Commission.

## **5.3. Code Amendment Timetable**

The Code Amendment is intended to be undertaken in line with the timeframe outlined **Attachment D**.

**ATTACHMENT A**

**[Cohousing for Ageing Well – Design Research Report, August 2020](#) (web link)**

## ATTACHMENT B

### What is Cohousing?

Each Cohousing project is unique as it is designed with residents rather than for them. Designed to create a neighbourhood within a neighbourhood. Generally these mini communities have the following characteristics:

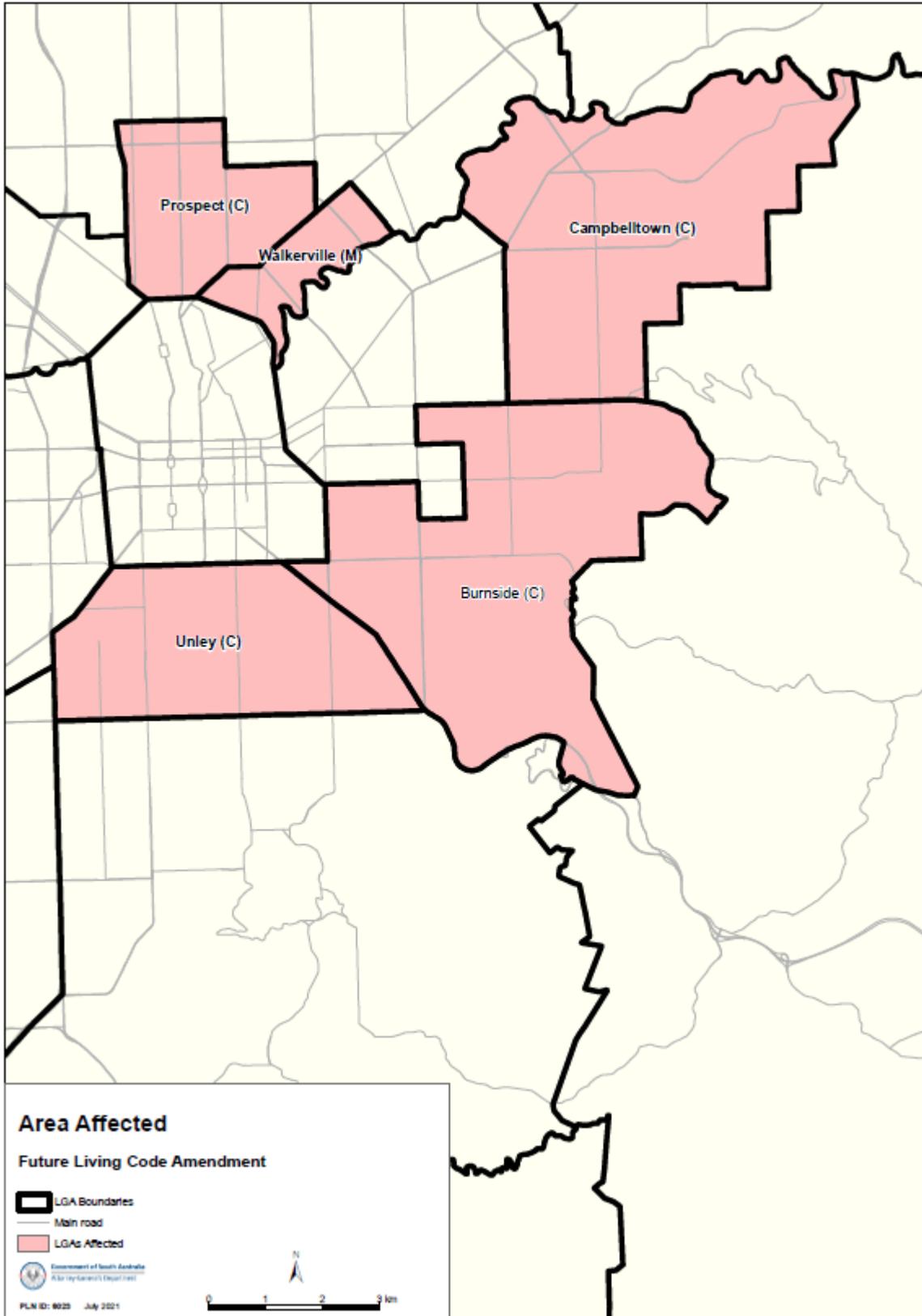
- the houses are privately owned, with residents owning a share of common areas, as per a unit development
- houses are self-contained, with their own kitchen, dining space, living space and bedroom(s); houses often have a front porch or some form of outward-facing design to encourage engagement among residents
- a common house provides a large kitchen, dining area and a living space(s) for residents to share a meal when they choose, to undertake hobbies, to socialise and to have meetings
- a common laundry and drying areas can be included, freeing space in the individual houses
- a guest room in the common house can be booked by residents for when family, friends or a carer come to stay, further freeing space in the individual houses
- shared amenities such as a swimming pool and barbecues can be incorporated
- car parking is consolidated such that residents must walk through the facility and past residences, further encouraging interaction and providing passive surveillance as a check on the welfare of neighbours.



**Source: Cohousing for Ageing Well Design Research Report, August 2020**

# ATTACMENT C

## Map of Affected Area



## ATTACHMENT D

### Timetable for Code Amendment by the State Planning Commission

Step	Responsibility	Timeframe
<b>Approval of the Proposal to Initiate</b>		
Consideration and approval of Proposal to Initiate	Commission	September 2021
<b>Preparation of the Code Amendment</b>		
<b>Engagement Plan</b> prepared Investigations conducted; <b>Code Amendment Report</b> prepared Drafting instructions and draft mapping prepared	AGD on behalf of the Commission with input from participating councils	4-8 weeks (estimate)
Preparation of materials for consultation	AGD on behalf of the Commission with input from participating councils	Informed by the Engagement Plan
<b>Engagement on the Code Amendment</b>		
<b>Code Amendment Report</b> released for public consultation in accordance with the Community Engagement Charter and the prepared <b>Community Engagement Plan</b>	AGD on behalf of the Commission with input from participating councils	Informed by the Engagement Plan
<b>Consideration of Engagement and Finalisation of Amendments</b>		
Submissions summarised; amended drafting instructions provided, <b>Engagement Report</b> prepared	AGD on behalf of the Commission	Minimum 8 weeks (depending on extent of work required)
Prepare report to the Commission	AGD	4 weeks
Consideration of advice	Commission	5 weeks
<b>Decision Process</b>		
Minister considers the <b>Code Amendment Report</b> and the <b>Engagement Report</b> and makes decision	Minister	3 weeks
<b>Implementing the Amendment (operation of the Code Amendment)</b>		
Go-Live - Publish on the PlanSA Portal	AGD	2-4 weeks
<b>Parliamentary Scrutiny</b>		
Referral of approved <b>Code Amendment</b> to ERDC	AGD	8 weeks