

PROPOSAL TO INITIATE AN AMENDMENT TO THE PLANNING AND DESIGN CODE

Concordia Code Amendment

By the Chief Executive (*the Designated
Entity*)



____ (Signature Required)

CHIEF EXECUTIVE, DEPARTMENT FOR TRADE AND INVESTMENT

Date: 26/04/2023

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



____ (Signature Required)

MINISTER FOR PLANNING

Date:

28/4/23

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1. INTRODUCTION

The Chief Executive of the Department for Trade and Investment (the Department) seeks to amend the Planning and Design Code (the Code) pursuant to section 73(2)(b) 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 Chief Executive is the 'Designated Entity' responsible for conducting this Code Amendment process and is required to undertake engagement in accordance with the Community Engagement Charter and make final recommendations to the Minister for Planning (the Minister) prior to consideration whether to approve, amend or refuse the Code Amendment. It is acknowledged that the Minister may specify conditions on approving this Proposal to Initiate, under section 73(5) of the Act. In the event of inconsistency between this Proposal to Initiate and any conditions specified by the Minister, the conditions will apply.

Designated Entity for undertaking the Code Amendment

In accordance with section 73(4)(a) of the Act, the Chief Executive will be the Designated Entity responsible for undertaking the Code Amendment process. As a result:

- 1.1.1. The Chief Executive acknowledges that it will be responsible for undertaking the Code Amendment in accordance with the requirements Act.
- 1.1.2. The Chief Executive declares that they intend to enter into an agreement with a third party/s for the recovery of costs incurred in relation to the Code Amendment under section 73(9) of the Act.
- 1.1.3. The Chief Executive intends to undertake the Code Amendment by:
 - (a) Engaging with relevant State Government agencies and local governments
 - (b) Utilising professional expertise of employees of the Department including:
 - a. professional planning staff
 - b. communications staff
 - c. mapping and spatial data expert staff
 - d. ePlanning staff responsible for the management and operation of the Code.
 - (c) Engaging consultants to undertake the required investigations.

1.2. Rationale for the Code Amendment

The 2010 and 2017 iterations of *The 30-Year Plan for Greater Adelaide (30-Year Plan)* identified the Concordia Growth Area (CGA) for future urban growth.

In 2018, Concordia Land Trust (CLT), who control almost 65% of land within the CGA, prepared the Urban Framework Plan as part of a business case to establish a Precinct Authority. The Urban Framework Plan was a Master Plan for the CGA supported by several technical studies.

In 2021, CLT sought to initiate a proponent-led Code Amendment for portion of the CGA. In early 2022, the State Planning Commission (the Commission) recommended that the Chief Executive of the Department lead the Code Amendment, given the significance of the site, but that the amendment should not progress until a cross government approach to infrastructure had been resolved. In early 2023 the Housing Infrastructure Planning and Development Unit was established to facilitate a cross government approach to infrastructure planning.

The CGA comprises approximately 950 hectares of land adjacent to the Gawler township. Located on Kurna Country, the CGA is within the Greater Adelaide Region (The Barossa Council) and falls outside of both the Environment and Food Protection Areas (EFPA) and the Barossa Valley Character Protection District (CPD). This being the case, Concordia forms a logical urban extension of Adelaide.

The CGA has the capacity to accommodate in the order of 10,000 new homes and 20-25,000 people in a future master planned community.

On this basis, the Code Amendment seeks to rezone land to facilitate the development of a new, master planned residential community with appropriate civil infrastructure as well as social, education, recreation, commercial and retail services to support the growing population. In parallel to the Code Amendment, the State Government is working with local government, landowners, utilities, and other major stakeholders to ensure appropriate agreements are in place to facilitate coordination, funding, timing and the delivery of critical infrastructure. To facilitate these outcomes Infrastructure Schemes (section 163-168 of the Act) are being pursued for the first time.

The location and scale of the subject land enables its development to provide innovative, sustainable and cost saving solutions for the water, power and sewer services, and a broad range of housing opportunities while protecting the townships and the agricultural and viticultural industries of the Barossa Valley. The Barossa Council has prepared a Local Economic Development Plan which identifies key issues affecting the area including a lack of access to appropriately skilled labour, general lack of housing diversity and lack of affordable housing options.

Land supply for residential development in the Barossa region is constrained by the *Character Preservation (Barossa Valley) Act 2012*. Concordia is uniquely placed to be able to make a major contribution in addressing the labour force and housing challenges facing Barossa Council and the broader Gawler/Barossa region.

Accordingly, the proposed Code Amendment seeks to introduce a suitable zone and policy framework that delivers a master planned community in Concordia including:

- An accessible mixed use village centre located within close proximity to future public transport connections and services to provide a comprehensive range of business, shopping, entertainment, community, education, health and recreation, facilities to support the new community;
- Smaller local community hubs creating active commercial precincts that support neighbourhood-scale shopping, business, entertainment and recreation facilities to provide a focus for business and community life and most daily and weekly shopping needs of the community;
- A variety of housing densities and typologies including medium density residential development located to support and activate the future Village Centre, active commercial precincts and public open space;
- Areas of natural and landscaped open space to provide both passive and active recreation facilities whilst also providing for biodiversity, tree canopy cover, urban cooling and visual relief to the built environment for the health and enjoyment of the community;

- Provision of appropriate infrastructure and services to support the future master planned community; and
- Provision of an appropriate buffer and interface treatments to the adjoining rural land.

The scale and critical mass associated with significant master planned developments such as this allows for innovative approaches to service provision and community development.

Therefore, the objectives in seeking this Code Amendment are:

- To plan and develop land within the CGA in an orderly, staged and coordinated manner.
- To maximise the advantages a master planned project of this scale can offer the community, while avoiding unexpected costs to Local and State Government.
- Establish infrastructure agreements to ensure the timely provision and funding of infrastructure to support the new community and appropriately integrate with the broader region.
- To implement an arrangement which ensures the release of land at a pace which reflects market demand and infrastructure provision.

2. SCOPE OF THE CODE AMENDMENT

2.1. Affected Area

The proposal seeks to amend the Code for the Affected Area, being the land shown as the Future Urban Growth Area within the Barossa Council Area as shown in the map in Attachment A.

The Affected Area is located approximately 40 km northeast of the Adelaide CBD, to the immediate north-east of the Township of Gawler, on Karna Country.

2.2. Scope of proposed Code Amendment

Current policy	<p>Zones</p> <ul style="list-style-type: none"> • Rural Zone <p>Overlays</p> <ul style="list-style-type: none"> • Hazards (Bushfire – Medium Risk) • Hazards (Flooding – General) • Hazards (Flooding) • Hazards (Flooding - Evidence Required) • Native Vegetation • Water Resources • Traffic Generating Development • Urban Transport Routes <p>Technical and Numeric Variations (TNV)</p> <ul style="list-style-type: none"> • Minimum site area is 40 hectares • Minimum dwelling allotment size is 32 hectares
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Amendment outline	<p>The objective of the Code Amendment is to introduce an appropriate zone and policy framework to facilitate a new master planned community in a staged approach, with a diverse range of housing that supports a range of needs and lifestyles located within easy reach of a diversity of services, facilities and open space.</p>
Intended policy	<p>A number of zones and subzones will be explored for possible application over the Affected Area, including:</p> <p>Zones</p> <ul style="list-style-type: none"> • Master Planned Neighbourhood Zone • Local Activity Centre Zone • Urban Activity Centre Zone • Suburban Activity Centre Zone • Urban Corridor (Main Street) Zone • Suburban Employment Zone • Suburban Business Zone • Infrastructure Zone • Recreation Zone • Open Space Zone • Deferred Urban Zone • Rural Living (maintain existing zone) <p>Subzone</p> <ul style="list-style-type: none"> • Emerging Activity Centre Subzone (in the Master Planned Neighbourhood Zone) <p>Overlays</p> <p>Relevant applicable Overlays and TNV's will be applied spatially based on Code drafting principles. In particular, the following Overlays will be considered for insertion or review:</p> <ul style="list-style-type: none"> • Affordable Housing Overlay • Future Local Road Widening Overlay • Future Road Widening Overlay • Gateway Overlay • Hazards (Flooding) • Hazards (Bushfire – General) • Hazards (Bush-fire Urban Interface) • Hazards (Flooding – General) • Hazards (Flooding – Evidence Required) • Major Urban Transport Routes • Noise and Air Emissions • Native Vegetation • Prescribed Water Resources Area • Urban Transport Routes • Traffic Generating Development

	<ul style="list-style-type: none"> • Urban Tree Canopy • Water Resources <p>Application of a Concept Plan</p>
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3. STRATEGIC PLANNING OUTCOMES

Proposed Code Amendments occur within a state, regional and local strategic setting, which includes:

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

3.1. Summary of Strategic Planning Outcomes

Proposed Code Amendments occur within state, regional and local strategic setting, which includes:

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

3.2. Alignment with State Planning Policies

The 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 the strategic planning outcomes sought to be achieved through the Code Amendment align with or seeks to implement the following SPPs:

State Planning Policy (SPP)	Code Amendment Alignment with SPPs
SPP 1: Integrated Planning	<p>The Affected Area has the capacity to accommodate in the order of 10,000 dwellings and 20-25,000 people as part of a comprehensively master planned community.</p> <p>Supported by existing and new infrastructure and services, it will provide a logical urban growth option that will reduce development pressure on existing Barossa townships and viticultural areas. Concordia is close to existing services and its location and unique site features and size enable it to provide innovative, sustainable and cost saving solutions for the provision of power, water, sewer and transport.</p>

	<p>The development will provide housing supply and diversity to meet the growth needs of northern Adelaide. This new population will provide a critical mass to support and underpin the economic strength and viability of local businesses, services and institutions.</p> <p>The development of Concordia will provide the opportunity to deliver much needed regional infrastructure including a potential North East Connector Road which will link Concordia to the Sturt Highway, as well as a range of education, recreation, community, medical and commercial services and facilities. The Barossa Rail Line corridor which adjoins the site provides the opportunity for future public transport services connecting Concordia with Gawler and the northern employment land areas, as well as the Adelaide CBD.</p> <p>Preliminary master planning for Concordia has focussed on maximising access to public transport services, creating linear corridors for walking and cycling, connecting mixed use activity centres, and making the most of the rolling terrain which offers panoramic views and vistas.</p> <p>The proposed Code Amendment will reflect the strong principles of integrated land use, transport and infrastructure planning.</p>
SPP4: Biodiversity	<p>As a master planned community of some scale, Concordia offers the opportunity for targeted restoration and reconstruction of habitat and biodiversity. A comprehensive biodiversity study has been undertaken (Donovan 2016) in consultation with the Norther and Yorke Landscape Board which provides a detailed assessment of the site area and advice in regard to ongoing management practices and restoration opportunities.</p> <p>Further work by EBS Ecology created detailed maps of the nine (9) vegetation associations containing native vegetation. These are confined to the areas adjoining North Para River and Whitelaw Creek with the vast majority of the site being either cropping land or exotic grass. Of these nine associations, four (4) have been recommended as key ecological areas to be avoided by future development. Knowledgeable and careful assessment plus management will be needed to recognise, retain and enhance the biodiversity values present or potentially present. These findings have been factored into the preliminary master planning for the Affected Area.</p>
SPP 6: Housing Supply and Diversity	<p>A detailed market analysis undertaken by Holmes Dyer identifies a requirement for housing at Concordia from 2022, and that land and housing development would need to expand from that point to meet demand within the region.</p>

	<p>Given its scale, the proposed Code Amendment will seek to ensure that Concordia provides a wide range of housing types and price points offering a range of products not currently available in the Gawler/Barossa area. Everything from apartments up to substantial allotments can be provided in Concordia.</p> <p>The Code Amendment will seek to provide policy which supports affordable housing options.</p> <p>Medium density housing is expected to be located adjacent to centres and transit hubs to ensure ease of access to services.</p> <p>Concordia will attract a diverse range of people and housing for older persons will be an important aspect of addressing the needs of the broader demographic. Policy will support the provision of aged care facilities close to the town centre will facilitate ageing in place for the community and the provision of retirement housing options will provide housing opportunities for the active older person.</p> <p>Increased efficiency in the provision of urban utilities and alternative technologies has the potential to substantially reduce household operating costs. For example, new approaches to the provision of energy infrastructure using an embedded network and batteries have demonstrated that capital costs can be halved in residential projects and household energy bills reduced substantially.</p> <p>The design of Concordia will incorporate and reflect the key principles required to create a healthy, walkable and connected community.</p>
SPP 11: Strategic Transport Infrastructure	<p><i>The 30-Year Plan for Greater Adelaide – 2017 Update</i> identifies the Gawler Rail line as a 'Mass Transit Route' and also identifies the possible extension of fixed line train services to the CGA, utilising the existing track alignment.</p> <p>In considering the provision of public transport to the CGA, it is important to acknowledge that the area has a significant advantage over other growth areas in the north of Adelaide, given its proximity to not only the rail corridor and existing rail stations, but also to existing bus services and cycling infrastructure. Bus services would need to be extended into Concordia providing a role in supporting the rail system with feeder services to the train stations as well as to other local destinations (shops, schools, community services).</p> <p>The Government's investment in roads has increased connectivity to the region, with the Barossa now less than an hour from Adelaide which will help drive tourism and provide access to jobs.</p> <p>The electrification of the Gawler rail line has recently been completed and an extension to this service will be investigated as part of the Code Amendment investigations. Gawler is</p>

	<p>highly constrained in terms of space and road access to park and ride facilities at the train stations in Gawler. At Concordia, the opportunity exists to provide significant intermodal facilities with expanded parking, connecting road, rail (heavy or light), bus, cycle and pedestrian networks to larger district and regional transport networks.</p> <p>The development of Concordia will provide opportunity for the potential construction of the North East Connector Road. Transport plans for the Gawler/Barossa region have long considered the need for a road connecting Barossa Valley Way and the Sturt Highway to relieve pressure on the Gawler township.</p> <p>The transport infrastructure to be provided at Concordia will not only serve the local population but also has the potential to service the broader regional population in Gawler, The Barossa, Mid North and northern Adelaide Hills.</p> <p>Negotiated infrastructure agreements between the landowners, developers and all levels of government will ensure equitable contributions towards the provision of transport infrastructure and services.</p>
SPP 14: Water Security and Quality	<p>The scale of the development at Concordia allows for innovative and integrated water solutions. While SA Water are able to offer a conventional solution to waste water management, alternative onsite private wastewater plants will be investigated to provide for the reuse of water for non-potable uses.</p> <p>Concordia also benefits from its proximity to the Barossa Trunk Main which passes along the southern boundary of the site, although further augmentation will be required for the full development of the site.</p> <p>Preliminary stormwater modelling has been undertaken and a range of techniques will be required to manage flows and prevent flooding including a series of detention basins across the site. The implementation of Water Sensitive Urban Design (WSUD) strategies and techniques will facilitate environmental enhancement across the site.</p>
SPP 15: Natural Hazards	<p>The site is currently located within an area of medium bushfire risk. The Code Amendment will involve a review of existing bushfire risk classification for the Affected Area having regard to topography, vegetation cover, nature of the proposed use and its developed state. Where necessary, an appropriate policy framework will be applied to support the reclassification.</p>

3.3. 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 30-Year Plan for Greater Adelaide – 2017 Update (the 30-Year Plan) volume of the Planning Strategy is relevant for this Code Amendment.

The 30-Year Plan, describes the how Adelaide should grow to become more liveable, competitive and sustainable. It outlines where people will live, where jobs will be located and where future transport and other infrastructure will be provided.

The 30-Year Plan prepares for steady population growth of 545,000 people, and the construction of 248,000 additional dwellings (nearly 8,300 new dwellings per year). In this regard it identifies the CGA as a 'Future Urban Growth Area – Unzoned' and as 'Planned Urban Lands to 2045'.

The 30-Year Plan also identifies the Gawler Rail line as a 'Mass Transit Route' and a possible extension of a fixed line into the CGA, utilising the existing alignment of the Angaston rail corridor.

The rezoning of the CGA is therefore well aligned with The 30-Year Plan.

The rezoning of Concordia is also aligned with the *Land Supply Report for Greater Adelaide – Part 1: Greenfield* that identifies Concordia as a 'Greenfield Growth Area' and a 'key residential development area' with a potential to create 10,000 allotments.

The proposed Code Amendment is consistent with the following:

Regional Plan Identified Priorities or Targets	Code Amendment Alignment with Regional Plan
Target 1: Containing our urban footprint and protecting our resources	Concordia is located within the defined urban growth area for metropolitan Adelaide and its development will complement and protect the regions agricultural and viticultural industries, as well as the existing Barossa Townships.
Target 2: More ways to get around	Concordia has strong transport links via road, rail corridor, bus and cycle which will be further enhanced with the additional infrastructure to be delivered from its development.
Target 3: Getting active	Urban design to encourage walking, cycling and use of public transport is fundamental to the principles guiding Concordia.
Target 4: Walkable neighbourhoods	Concordia will provide a series of villages within the overall development, with each providing easy access to open space, schools, shops and public transport.

Target 5: A green liveable city	Concordia will provide a hierarchy of open space from local through to district level, with a strong emphasis on linear spaces and connections taking advantage of the natural water courses and infrastructure corridors on the site. Tree cover will be significantly enhanced across the existing rural land through planting of reserves and streets.
Target 6: Greater housing choice	The Amendment will allow Concordia to provide a broad selection of housing ranging from large lots and traditional family homes to more compact designs and affordable living close to services, significantly expanding the living choices in the region.

3.4. 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 Document	Code Amendment Alignment with Other Relevant Document
Barossa Community Plan 2020-2040 (Barossa Community Plan)	<p>The Barossa Community Plan articulates a vision for <i>'Our Barossa - enhancing our premium wine, food and tourism region and its unique lifestyle, heritage and community spirit.'</i></p> <p>The Barossa Community Plan includes strategies in relating to:</p> <ul style="list-style-type: none"> • Natural environment and built heritage • Community and Culture • Infrastructure • Health and Wellbeing • Business and Employment. <p>The Community Plan references modelling of census data from 2016 which indicates there is not expected to be significant change in the demographics of the Barossa Council area nor changes to the speed of population growth and land development.</p> <p>The Community Plan states: <i>"However, it is acknowledged that during this plan the Concordia growth area will be developed. This development is still in the planning stages and unknown when it will commence. It is anticipated that the development will involve upwards of 9,500 allotments</i></p>

	<p><i>and 22,000 people at completion. This is a significant development but cannot be accurately modelled and determined as to the impacts at this time”.</i></p>
<p>Gawler Community Plan 2030+ (Gawler Community Plan)</p>	<p>The Gawler Community Plan sets out a vision for Gawler as a <i>‘liveable, cohesive, active, innovative and sustainable community’</i>.</p> <p>The plan acknowledges that full development of the CGA will essentially double the population of Gawler. The Gawler Community Plan identifies the CGA is one of the most significant metropolitan fringe/township growth areas defined in The 30-Year Plan. Given its geographical location, Concordia will have a strong interrelationship with the existing urban areas of Gawler.</p> <p>The proposed Code Amendment aligns with many of the goals set out in the Gawler Community Plan under the headings of:</p> <ul style="list-style-type: none"> • <i>Managed and Sustainable Growth</i> • <i>A Healthy, Active, Safe, Engaged Community</i> • <i>To Respect, Protect and Nurture the Environment.</i>
<p>Barossa Economic Development Plan</p>	<p>The Barossa Council prepared its Economic Development Plan in 2022.</p> <p>Based on the community vision, the economic analysis of the regional economy, and community inputs to the process, the Economic Development Plan identified the broad economic development aims for the region can be summarised as:</p> <ul style="list-style-type: none"> • A more competitive local economy • Stronger partnerships between business and Council • Enhanced affordability for residents • A regional economy set up for growth • Matching the skills of the local labour force with the needs of the economy <p>Shift to a more diverse local economy through creation of new economic opportunities.</p>

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
Concordia Biodiversity Survey and Restoration Report, Donovan, 2016	A detailed biodiversity assessment including flora and fauna surveys in different seasons.	Identification of native vegetation species on site, their conservation status and recommendations for management.
Concordia Ecological Review, EBS Ecology 2016	A review of the Donovan's study, assessment of the condition of the vegetation and preparation of maps showing the biodiversity assets on site. EBS also provided recommendations as to the impact of these findings on the preliminary master plan.	<p>The majority of the site is clear of native vegetation. Of the 9 native vegetation associations mapped across the project area, 4 were recommended as areas to be protected from development. These 4 areas are located along the North Para River and Whitelaw Creek:</p> <ul style="list-style-type: none"> • Eucalyptus <i>camaldulensis</i> Open Woodland • Lomandra Tussock Grassland • Eucalyptus odorata Open Woodland • Austrostipa Grassland with emergent shrubs <p>The project area is covered by the <i>Native Vegetation Act 1991</i> and therefore, any clearance of native vegetation associated with the project, including scattered remnant trees, will require further assessment and approval of the Native Vegetation Council prior to removal. This will allow an appropriate offset (Significant Environmental Benefit – SEB) to be calculated. The project is not considered to require a referral under the <i>Environmental Protection and Biodiversity Conservation Act 1999</i> (EPBC Act) providing the highlighted Lomandra Tussock Grassland areas</p>

		are not impacted. If these are likely to be impacted, then a detailed assessment under the EPBC Act and possibly a referral will be required.
Concordia Economic Strategy Research Summary, Urbis 2016 & Concordia Economic Strategy, Urbis 2016	Assessment of the local and regional economy and a strategy for the provision of economic development activities and community services for Concordia, including a retail hierarchy.	The reports identify existing gaps in the current economic development of the region and recommendations for potential land uses which Concordia could provide to address these gaps. A retail hierarchy is proposed including the size and nature of the village centre and local centres.
Concordia Market Analysis, Holmes Dyer 2017 and updated in 2018	The reports provide an evidence-based analysis of the size, scale and mix of the market likely to underpin that project and an understanding of how it fits into the broader Adelaide land and housing market. It also makes comparisons with some other major growth areas and master planned communities and draws evidence from those projects of relevance to the growth of Concordia. The report provides a sound basis for understanding the anticipated rate of development within Concordia, the consequences for other development activity in surrounding locations and the logical timeframe for rezoning.	The report concludes that Concordia will play a vital role in delivering the required housing supply in the Northern Adelaide and Barossa regions over the next 20 years. Current projections suggest that Concordia will need to deliver around 100 dwellings per annum from 2022, rising to around 200 dwellings per annum by 2027 and nearly 300 dwellings per annum by 2032 to meet dwindling supplies elsewhere in Greater Adelaide.
Urban Growth in Northern Metropolitan Adelaide,	Following Market Analysis investigations, this report seeks to provide further and more detailed investigation of	The analysis in this report investigates supply and demand under three alternative scenarios / assumptions as follows:

Holmes Dyer 2019	the supply of land in Northern Metropolitan Adelaide (and beyond) to assist in confirming, firstly, the timing of need for the Concordia land and, secondly, the uniqueness of the offer provided by Concordia relative to other land development opportunities serving the northern metropolitan area.	<ul style="list-style-type: none"> • Conservative Scenario; • Moderate Scenario; and • Growth Scenario. <p>Under any of the nominated development scenarios, there is a need for Concordia to commence within the next 3-4 years in order to deliver both choice and a quantum of land supply to northern metropolitan Adelaide. Concordia is expected to represent a transition between Gawler East (Springwood) and Concordia over time, with urban activity increasing in Concordia as activity levels decline in Gawler East.</p>
The Economic Contribution of the Concordia development to South Australia, PWC 2018	Assessment of the economic contribution arising from the development of Concordia	In addition to the increased efficiency of road transportation and reduced congestion as a result of infrastructure investment at Concordia, modelling demonstrates that development will generate a significant increase in jobs and contribution to the economy.
Concordia Social Infrastructure Strategy, AECOM 2016	High level social services strategy plan to inform the Concordia structure plan.	<p>The strategy includes:</p> <ul style="list-style-type: none"> • The objectives and principles on which social infrastructure should be provided. • Assessment of existing facilities and services in the region. • The recommended number and type of services/facilities that a population the size of Concordia would require and where they are most logically located.
Concordia Development – Services Infrastructure Review Report, Wallbridge & Gilbert 2017	Review of existing infrastructure capacity and augmentation capability of the growth area including identification of required future infrastructure.	<p>Identifies both conventional and innovative solutions for water, sewer, stormwater and energy services. The scale of Concordia provides an opportunity for standalone, self-supporting systems.</p> <p>Documents the existing capacity in the water, sewer and electricity system and identifies the augmentation required if conventional solutions are adopted.</p>
Transport Overview Urban	Assesses the anticipated traffic and transport implications for the	The report provides appropriate transport planning principles for the development and details the transport

Framework Plan, GTA Consultants 2017	Concordia Growth Area and identifies future infrastructure requirements.	<p>requirements for the study area including:</p> <ul style="list-style-type: none"> • public transport services • the existing street network and traffic conditions surrounding the site • the transport accessibility of the CGA • the road hierarchy within the CGA • the proposed access arrangements for the CGA • the impact of the CGA on the surrounding road network • the future transport and traffic infrastructure requirements (intended as a guide and are subject to change in the course of assessment of detailed development and future travel demands).
Infrastructure Funding and Charging Plan – Framework, PWC 2018	Identifies funding and financing requirements to achieve the development of the CGA.	The report includes high level costings for traffic and transport interventions, utilities provision and community infrastructure and proposes an equitable share funding arrangement between local and State government and the landowner.
Concordia Regional Framework Structure Plan, Urbis 2017	Analysis of regional context and opportunities and constraints guiding preparation of a preliminary structure plan for the CGA	Preliminary structure plan for the CGA which was incorporated into the Concordia Land Urban Framework Plan 2018 (refer below).
Concordia Land Urban Framework Plan, 2018	Examination of the environmental, physical, economic, social and planning context of the CGA and articulation of the opportunities and constraints for future urban development.	A document to guide and inform future orderly and economic development outcomes for the CGA, including a preliminary structure plan to inform subsequent site master planning, as well as detailed investigations to rezone the land.
Engineering Report for Concordia Land – Track Alignment Study at Gawler East,	This Engineering Report summarises the track alignment study undertaken by Precision Rail Australia to determine the feasibility of a Concordia Railway	Three options for the track alignment and station location were investigated and it was concluded that Scenario 1, being the Existing Rail Reserve at Grade is the most feasible and recommended solution for a platform location. The ability to utilise the

The Barossa Line, Precision Rail Australia 2019.	Station which may form a key public transport node for Concordia and the existing neighbourhoods of eastern Gawler.	existing rail reserve, opportunity to stage the construction works, operational flexibility and relative cost compared to the other scenarios has led to this being Precision Rail Australia's recommended Scenario.
Preliminary Geotechnical Investigations, Wallbridge & Gilbert, 2019	A preliminary investigation to provide a geotechnical assessment of four specific areas in the proposed CGA. The investigation informed the structure plan review process.	<p>The four areas identified for investigation comprised:</p> <ul style="list-style-type: none"> ○ Areas 1 and 2: western side of the site, adjacent to the North Para River. These areas are possibly underlain by fill associated with past sand mining activities ○ Areas 3 and 4: near Springbett Road. These areas may be underlain by shallow bedrock. <p>The findings concluded that none of the areas investigated have geotechnical conditions which preclude their development for urban purposes.</p>
Concordia Design Review Report, Tract 2019	<p>A review of the preliminary structure plan previously prepared by Urbis, to reflect the further investigations undertaken by Precision Rail and Wallbridge & Gilbert outlined above, focussing on:</p> <ul style="list-style-type: none"> ○ Current and emerging 'Best Practice' or 'Next Practice' for new communities. ○ Adopting a 'placemaking approach' to the scale of the framework plan. ○ Consideration of the deliverability and timing of early stages of the development of Concordia ○ Embedding in all decisions, a long-term focus on great places, 	An updated structure plan was prepared that, while not substantially different from the previous, more accurately reflected the unique features of the site, was more commercially responsive and reflected the outcomes of additional site investigations. This structure plan provides a robust basis for the preparation of the Code Amendment.

	spaces and community frameworks for people.	
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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.

Further investigations proposed	Explanation of how the further investigations propose to address an identified issue or question
Detailed infrastructure analysis	Undertake a detailed assessment of hard and soft infrastructure capacity and upgrade requirements, including need for trunk infrastructure, and associated costings. Review and update of investigations already completed where relevant.
Infrastructure delivery mechanisms	Explore mechanisms to ensure efficient, coordinated and equitable funding and delivery of key hard and soft infrastructure required to support the long-term growth of the CGA. In particular, explore the establishment of an Infrastructure Scheme.
Review and update of investigation reports already undertaken, including: <ul style="list-style-type: none"> • Biodiversity Study • Ecological Review • Economic Strategy • Market Analysis and Land Supply 	Ensure environmental, economic and land supply investigations previously undertaken and outlined above are up-to-date and reflective of the entire CGA and existing circumstances.
Conduct a search of the Register of Aboriginal Sites	Identify any relevant Aboriginal heritage considerations, including any identified cultural sites or objects located in / near the affected area.

and Objects (Taa Wika)	
Site Contamination	Investigate any potential site contamination risks.

4.3. Engagement Already Undertaken

CLT, as the majority landowner, has been in discussions with the State Government and the Barossa and Gawler Councils for over ten years in relation to the rezoning of the CGA. In 2017-2018, consideration was given to the establishment of a 'Precinct Authority' under the *Urban Renewal Act 1995* as an appropriate governance model for a project of this scale, and engagement with key State agencies and councils was subsequently undertaken on a Business Case prepared by CLT.

Phase 3 of the Planning and Design Code was enacted on 19 March 2021 and following this, CLT discussed its intention with the Barossa Council and State Government to concurrently pursue a proponent-led Code Amendment for the CLT-owned land. However, while ultimately supportive of the development of the nominated Affected Area for urban purposes, a strong preference was expressed for a State-driven rezoning to ensure the coordinated delivery of the entire CGA.

In September 2022, the Department established the CGA Project Team to help prepare a structure plan (and associated planning process) for the CGA. The Project Team generally meets every month and includes representatives from the Barossa and Gawler Councils, the Department for Infrastructure and Transport (DIT), Infrastructure South Australia (ISA) and the Department. The Department has had Initial high-level meetings about the project with the Department for Environment and Water in relation to the Gawler River Flood Management, and the South Australian Housing Authority (SAHA) in relation to the provision of affordable housing and supply of its own housing.

The Department has also met regularly with both CLT (who own approximately 65% of the CGA) and Metro Homes SA (who have agreements relating to approximately 100ha of land with the CGA).

The South Australian Government publicly announced on 12 February 2023 that land at Concordia has been identified for rezoning for residential use as part of a broader announcement, including Hackham, Dry Creek and Sellicks Beach, about the government fast tracking what will be the single largest release of residential land in the state's history – set to deliver at least 23,700 more homes for South Australians. This announcement was the first of the Government's A Better Housing Future suite of announcements throughout the week.

Activities of note include:

- The Department provided a briefing to the Town of Gawler on 21 March and Barossa Council on 19 April 2023.
- The Chair of Commission and representatives of the Department met with CLT in December 2022.
- The Minister has met with CLT a number of times over the past few months.

4.4. Further Engagement Proposed

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

Further Engagement Proposed	Explanation of how the further engagement propose to address an identified issue or question
Notification and meetings with The Barossa Council	<ul style="list-style-type: none"> To inform required investigations
Notification and meetings with Town of Gawler	<ul style="list-style-type: none"> To inform required investigations
Notification and meetings with Light Regional Council	<ul style="list-style-type: none"> To inform required investigations
Notification and meeting with affected landowners/occupiers and neighbouring landowners	<ul style="list-style-type: none"> To identify the potential impact of the proposed Code Amendment on land owners and neighbours
Notification and meeting with Department of the Premier and Cabinet	<ul style="list-style-type: none"> To check with the Aboriginal Affairs and Reconciliation Division as to whether any registered sites exist in the Affected Area
Notification and meeting with Department for Trade and Investment – Planning and Land Use Services (PLUS)	<ul style="list-style-type: none"> To inform land supply and demand analysis To inform the introduction and application of appropriate planning policy ordinance from the Planning and Design Code (i.e. Zones, Subzones, Overlays etc.)
Notification and meeting with Department for Infrastructure and Transport (DIT), including the SA Public Transport Authority (SAPTA)	<ul style="list-style-type: none"> To inform required transport and traffic impact investigations
Notification and meeting with Department for Energy and Mining (DEM)	<ul style="list-style-type: none"> To explore the impacts of the Code amendment on possible mining tenements To determine the appropriate 'measurement distances' from High

	Pressure Gas Pipelines for the exclusion of sensitive uses
Notification and meeting with Department of Primary Industries and Regions (PIRSA)	<ul style="list-style-type: none"> To determine possible appropriate buffer distances to protect sensitive uses from existing primary production activities generating noise or odour etc.
Notification and meeting with Department for Health and Wellbeing	<ul style="list-style-type: none"> To determine potential future social / health infrastructure requirements for the Affected Area
Notification and meeting with Department for Education	<ul style="list-style-type: none"> To determine potential future education infrastructure requirements for the Affected Area.
Notification and meeting with Department of Human Services (DHS)	<ul style="list-style-type: none"> To determine potential future social infrastructure requirements for the Affected Area
Notification and meeting with the Office for Design and Architecture SA (ODASA)	<ul style="list-style-type: none"> To gain an understanding of any urban design considerations for the proposal
Notification and meeting with SA Housing Authority	<ul style="list-style-type: none"> To inform investigations and requirements to provide for a range of innovative housing types (including aged and adaptable housing) and the provision of 15% affordable housing.
Notification and meeting with Department for Environment and Water (DEW)	<ul style="list-style-type: none"> To inform required flooding, stormwater and hydrology investigations To inform required cultural heritage investigations To inform required biodiversity, environment and climate investigations
Notification and meeting with Northern and Yorke Landscape Board	<ul style="list-style-type: none"> To inform required biodiversity, environment and climate investigations
Notification of Green Adelaide	<ul style="list-style-type: none"> To inform required biodiversity, environment and climate investigations
Notification and meeting with South Australian Country Fire Service (CFS)	<ul style="list-style-type: none"> To review the existing and appropriate future bushfire risk classification of the Affected Area

Notification and meeting with South Australian Metropolitan Fire Service	<ul style="list-style-type: none"> To review the existing and appropriate future bushfire risk classification of the Affected Area
Notification and meeting with South Australian State Emergency Service	<ul style="list-style-type: none"> To gain an understanding of any hazard risks and management needs associated with the Affected Area
Notification and meeting with South Australian Tourism Commission	<ul style="list-style-type: none"> To gain an understanding of any impacts of rezoning on the Barossa region as a key tourism destination
Notification and meeting with Regional Development Australia – Barossa, Gawler, Light, Adelaide Plains	<ul style="list-style-type: none"> To gain an understanding of any economic implications of the rezoning
Notification and meeting with Local Government Association	<ul style="list-style-type: none"> To inform required investigations
Notification and meeting with Renewal SA	<ul style="list-style-type: none"> To inform required investigations
Notification and meeting with Infrastructure SA	<ul style="list-style-type: none"> To inform required investigations
Notification and meeting with South Australian Fire and Emergency Services Commission (SAFECOM)	<ul style="list-style-type: none"> To review the existing and appropriate future bushfire risk classification of the Affected Area
Notification and meeting with Service Agencies and Utilities including: <ul style="list-style-type: none"> SA Water SA Power Networks Electranet SEAgas Office of the Technical Regulator 	<ul style="list-style-type: none"> To determine existing infrastructure capacity and augmentation capability
Notification of State Members of Parliament	<ul style="list-style-type: none"> To inform required investigations

Notification and meeting with Environment Protection Authority (EPA)	<ul style="list-style-type: none"> To gain an understanding of any hazard risks and management needs associated with the Affected Area
Notification of South Australia Police (SAPOL)	<ul style="list-style-type: none"> To inform required investigations and capacity / service needs
Notification and meeting with Office for Recreation, Sport and Racing	<ul style="list-style-type: none"> To determine potential future social infrastructure requirements for the Affected Area
Notification and meeting with Kurna Yerta Aboriginal Corporation (KYAC) and/or Kurna Nation Cultural Heritage Association (KNCHA)	<ul style="list-style-type: none"> To inform required investigations
Notification and meeting with Ngadjuri and Peramangk Nations	<ul style="list-style-type: none"> To inform required investigations

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 engagement requirements (which may be in addition to the engagement outlined in this Proposal to Initiate):

- The Local Government Association must be notified in writing of the proposed Code Amendment.
- Given the proposal is specifically relevant to two Councils (where the Councils did not initiate the proposal), The Barossa Council and the Town of Gawler must be 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
 - owners or occupiers of each piece of adjacent land.
- Engagement must also occur with any person or body specified by the State Planning Commission (the Commission) under section 73(6)(e) of the Act.

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.

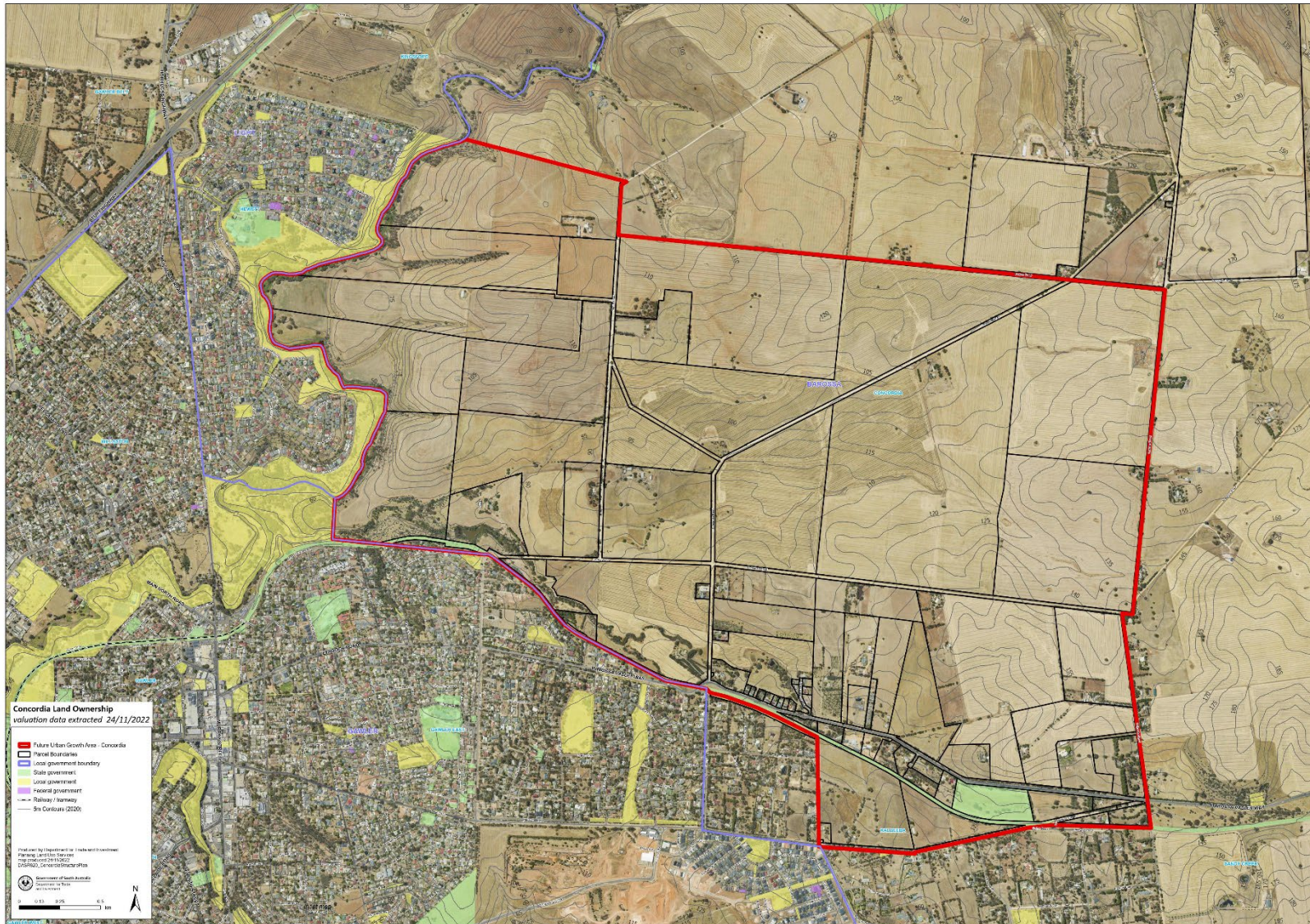
The Designated Entity must ensure that a copy of the Engagement Report is furnished on the Minister and published on the PlanSA portal in accordance with Practice Direction 2.

The Engagement Plan and the Engagement Report will also be considered by the 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 engagement undertaken on the Code Amendment and any other information considered relevant by the Commission.

5.3. Code Amendment Timetable

The Proponent (where it is also the Designated Entity) commits to undertaking the Code Amendment in line with the timeframe outlined **Attachment B**. If a timeframe is exceeded (or expected to be exceeded) the Proponent agrees to provide an amended timetable to the Department with an explanation of the delay for approval by the Minister of an extension of time for the Code Amendment.

ATTACHMENT A - Map of Affected Area



ATTACHMENT B

Timetable for Code Amendment

Step	Responsibility	Estimated Timeframes
Preparation of the Code Amendment		
Engagement Plan Prepared. Investigations conducted; Code Amendment Report prepared.	Designated Entity	40 weeks
Preparation of Materials for Engagement.	Designated Entity	6 weeks
Engagement on the Code Amendment		
Code Amendment Report released for public engagement in accordance with the Community Engagement Charter and the prepared Community Engagement Plan .	Designated Entity	To be specified in Engagement Plan
Consideration of Engagement and Finalisation of Amendments		
Submissions summarised; amended drafting instructions provided, Engagement Report prepared	Designated Entity	6 weeks
Assess the amendment and engagement. Prepare report to the Commission or delegate <i>Timeframe will be put on hold if further information is required, or if there are unresolved issues</i>	The Department	4 weeks
Consideration of advice		
Decision Process		
Minister considers the Code Amendment Report and the Engagement Report and makes decision – decision published on the PlanSA Portal within 5 business days (policy is not live)	The Minister for Planning	Unknown
Implementing the Amendment (operation of the Code Amendment)		
Implement the Code Amendment in the Planning and Design Code and South Australian Property and Planning Atlas	The Department	4-6 weeks
Parliamentary Scrutiny		
Referral of adopted Code Amendment to Environment, Resources and Development committee of Parliament – referred within 28 days of implementation		