



**STATE  
PLANNING  
COMMISSION**



THE BLUEPRINT FOR  
SOUTH AUSTRALIA'S  
PLANNING &  
DESIGN CODE  
**INTRODUCTORY PAPER**



**Government of South Australia**  
Department of Planning,  
Transport and Infrastructure



# A MESSAGE FROM THE STATE PLANNING COMMISSION

Since the enactment of parts of the *Planning, Development and Infrastructure Act 2016*, the State Government has been working through a range of reforms to the South Australian planning system.

A cornerstone of the reform program is the introduction of a single state-wide Planning and Design Code to replace the complex and sometimes inconsistent planning rules currently contained in the 72 development plans across South Australia. The Code is required to be implemented by July 2020 and will be developed with significant collaboration across all sectors.

Since our appointment to the State Planning Commission in 2017, we have noted the commitment to reform demonstrated by local government, the planning and development industries and the community. Consistent with the principles of the Community Engagement Charter, we are committed to working with you in developing a Code that helps shape South Australia as a great place to live, work, visit and enjoy.

We recognise that many councils and communities have a strong sense of ownership over policies that apply to their area. The Commission does not want to see positive policy gains implemented in the past few years discarded when drafting the Code and acknowledges the importance of policies that help implement the vision for local areas. However, we are also aware that we can streamline many areas of policy conflict and/or constricting or duplicated policy.

We must prepare for significant policy challenges that our state will face in the medium and longer term. We may not be able to tackle all these issues in the first generation of the Code, but we can start the conversation around what the future could look like.

We are pleased to release this 'Blueprint for South Australia's Planning and Design Code' introductory paper which presents the first formal introduction to the Code and sets the scene for ongoing conversations with planners, developers, local governments and the community to actively engage in its preparation. The paper provides a foundation for a series of policy and technical discussion papers that together will underpin the Code.

The discussion papers will support workshops, think tanks, forums and a range of other engagement activities in which we hope you will participate. They will help to identify the areas of significant policy reform that we need to make now; those areas where existing policy intent is simply transitioned over into the new Code without substantial change; and those areas that we may tackle in future iterations of the Code.

The Commission thanks you for your continued commitment to the important reforms to our planning system and we look forward to addressing future challenges together.



**Tim Anderson QC**

*Chair, State Planning Commission*



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# INTRODUCING THE BLUEPRINT FOR SOUTH AUSTRALIA'S PLANNING AND DESIGN CODE

This introductory paper sets the scene for a series of discussion papers and engagement opportunities designed to inform development of the new Planning and Design Code (the Code). It seeks to stimulate thoughts around the challenges and opportunities to be considered.

The paper introduces the Blueprint for the Planning and Design Code, which includes:

- **Policy Discussion Papers** – four papers that will set out the policy directions for the Code, including where existing policy is likely to be transitioned to the Code or more significantly reformed.
- **Policy Conversation Areas** – these will form part of the engagement process for the Policy Discussion Papers. They focus on Commission's priority areas for engagement where a greater level of reform is anticipated (to be included in the first Code or perhaps future iterations).

- **Technical Discussion Papers** – these describe the functional aspects of the Code and how it relates to other elements of the system, including the new assessment pathways. While it is recognised that much of the policy intent within existing development plans and the South Australian Planning Policy Library can be transitioned into the new Code, there are other areas where more substantial reform is required.

This paper also explores many of the challenges and trends we face as a community and how we can best plan for them. Understanding our history and the way these trends have influenced our growth patterns, from local to global, will help us to plan for a more vibrant and sustainable South Australia.



# THE BLUEPRINT FOR SOUTH AUSTRALIA'S PLANNING & DESIGN CODE

## POLICY



**Introductory Paper**  
this document

## DISCUSSION PAPERS



**Integrated Movement Systems**



**Natural Resources & Environment**



**People & Neighbourhoods**



**Productive Economy**

## CONVERSATION AREAS

Sustainable mobility, car parking & the impact of technology.

Green infrastructure, water sensitive urban design & environmental resilience.

Housing diversity. Character & heritage.

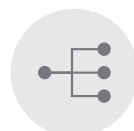
Economic & industrial land utilisation/emerging industries. Metropolitan growth management including land supply, peri-urban & metropolitan staging

Design in the planning system.

## TECHNICAL



**The Planning & Design Code:**  
How will it work?



**Assessment Pathways:**  
How will they work?



**Land Use Definitions and Classes Review**

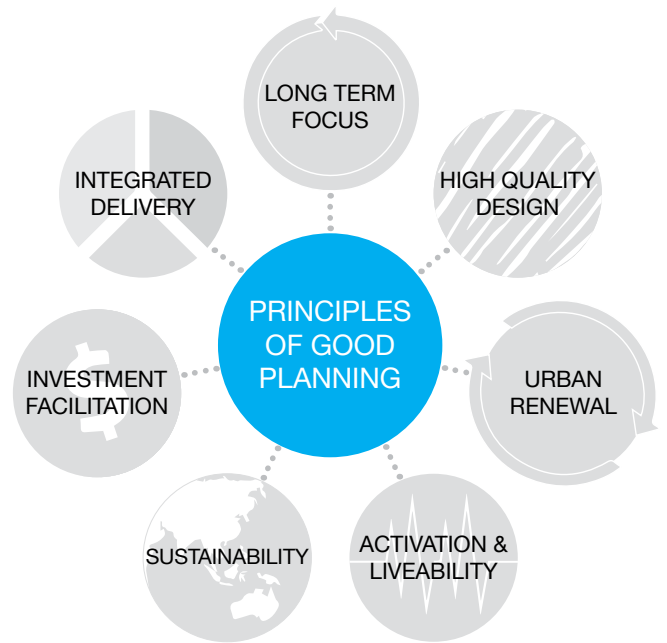
## DISCUSSION PAPERS

# OUR NEW SYSTEM AND THE PLANNING AND DESIGN CODE

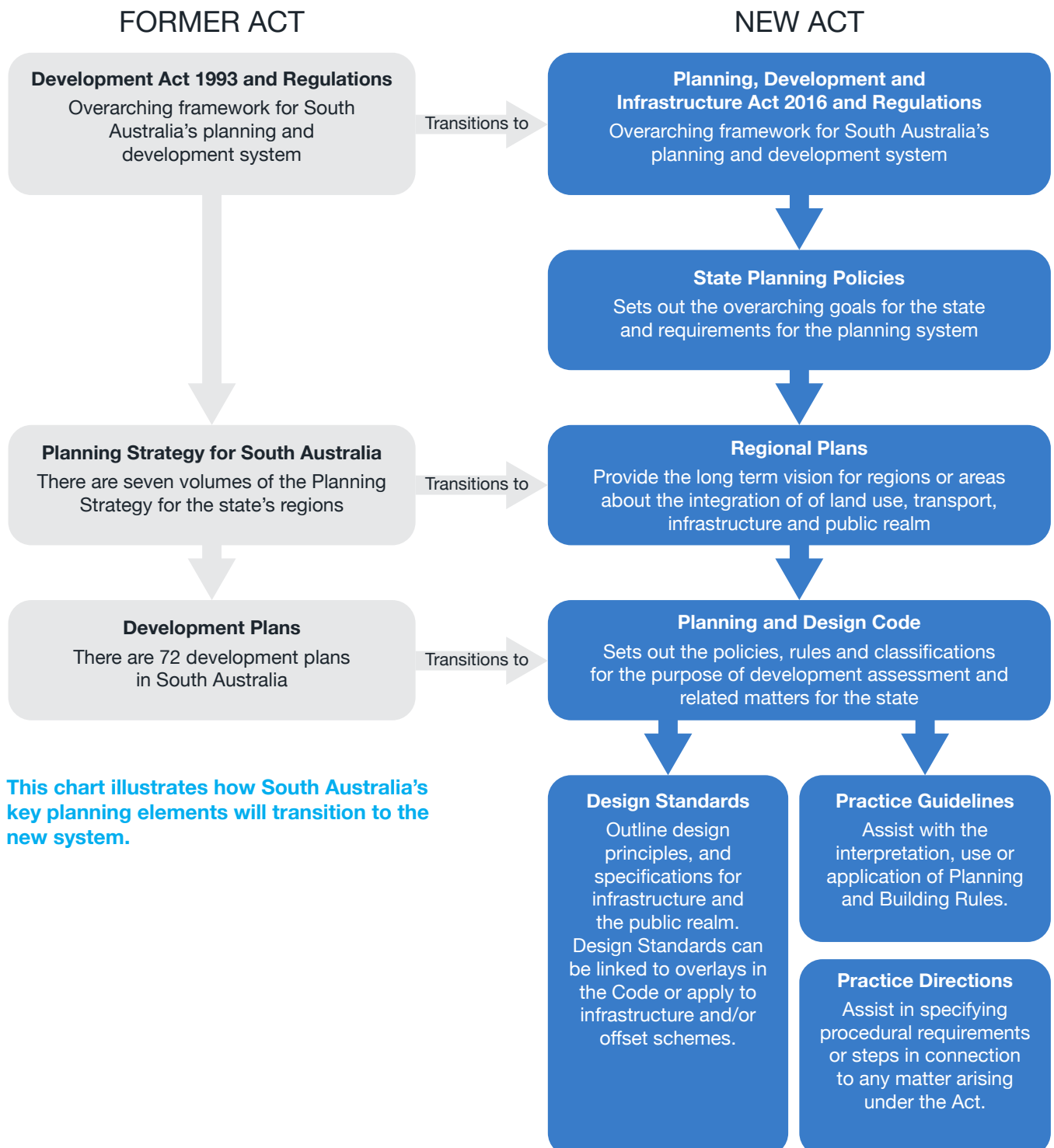
Land-use planning and development in South Australia is changing. In response to these changes, the *Planning, Development and Infrastructure Act 2016* (the Act) is being progressively introduced to replace the *Development Act 1993* to enable a more efficient, responsive and effective planning system. The new system will support and enhance the state's liveability and prosperity in ways that are ecologically sustainable and meet the needs and expectations, and reflect the diversity, of the state's communities.

The objects of the new Act, including the Principles of Good Planning (illustration on right), demonstrate key priorities that will become the foundation of all future planning instruments, including the Planning and Design Code, State Planning Policies and Regional Plans.

The Code will be a central feature of South Australia's new planning system, becoming the state's single planning rulebook for assessing all development applications. It will replace the complex and at times inconsistent planning rules found within the 72 development plans currently in use across the state.







## STATE PLANNING POLICIES

To ensure consistency and to meet strategic directions, the Code must align with both State Planning Policies (SPPs) and Regional Plans.

The SPPs will identify the high-level planning priorities of the state and respond to current and future opportunities and challenges.

The Commission has formally commenced preparation of the SPPs which link into the policy themes to be explored in the Discussion Papers (refer to diagram below). The SPPs will be released for consultation in mid-2018.

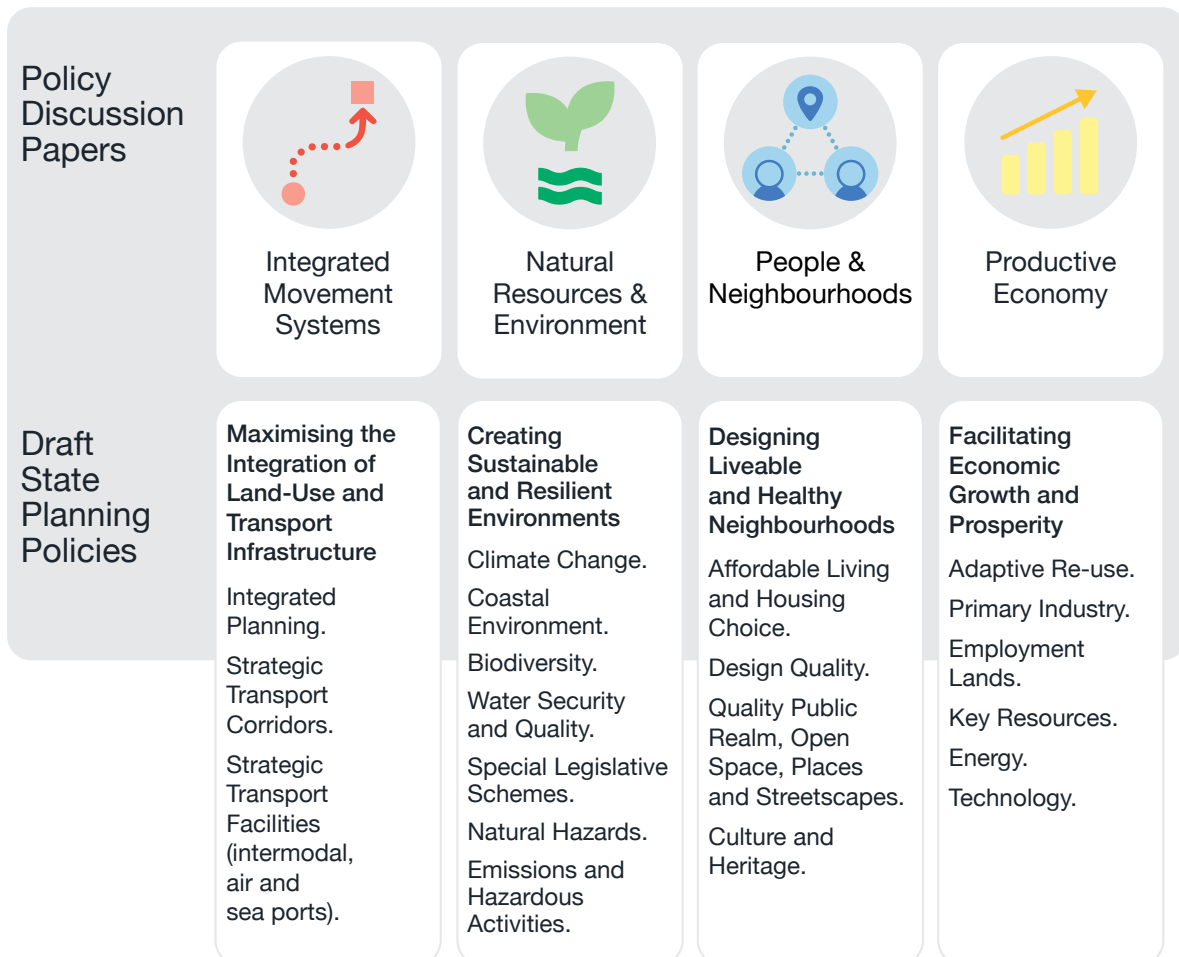
Development of the SPPs and the Code will occur in parallel as we transition to the new system. As such, some of the foundation work undertaken for the SPPs will inform the Discussion Papers, and consultation on the Discussion Papers may inform the final SPPs.

Our engagement approach will allow for the addition of learnings from each phase into the SPPs, the Code or other planning instruments either in their first iteration or in future versions. This will allow us to keep the program moving by ensuring we have a fully implemented Code by July 2020 and not lose any learnings gained from the ongoing engagement process.

## REGIONAL PLANS

Our new SPPs will also guide the development and updating of Regional Plans. These will provide a long-term vision (15 to 30 years) for a region, including provisions for the integration of land-use, transport infrastructure and the public realm.

It is envisioned that *The 30-Year Plan for Greater Adelaide – 2017 Update*, along with the other volumes of the South Australian Planning Strategy will serve as the state's Regional Plans for an interim period until new Regional Plans are developed. Until such time, the existing volumes will need consideration when the Code is applied.



# WHY A NEW PLANNING AND DESIGN CODE?

**As South Australia's new planning rulebook, the Code will be written in clear language and incorporate design outcomes that can be tailored to address local character needs. It will be supported by a new ePlanning system so that planning information is easily accessible online.**

## **Benefits of the Planning and Design Code:**

- ✓ **A single reference point for state planning and design rules**  
The Code will consolidate South Australia's 72 development plans into one clear planning rulebook for the state.
- ✓ **Consistent planning rules to improve certainty in decision making**  
The Code will enable improved consistency of all development assessments and decisions.
- ✓ **Standardised interpretation of legislation will improve assessment and reduce delays**  
The Code will streamline zones and policy to drive a faster and more efficient development assessment process.
- ✓ **Online delivery of the Code will provide assessment authorities with only the rules they need**  
The new ePlanning Portal will automatically determine which planning rules apply to a development application for the assessment authority, saving time and improving consistency.
- ✓ **Flexibility to deal with local issues while ensuring consistency for other issues**  
Performance-based planning supports consistent policy while allowing decision makers to respond to local context. There will also be a set of Design Guidelines providing advice on best practice design elements and the principles of good design.
- ✓ **Significant reduction in paperwork**  
The online application of the Code will significantly shift our planning system toward paperless operation, reducing the time-consuming flow of physical information.
- ✓ **Reduces costs and delays in updating development plans**  
The Code will be administered centrally and electronically, with amendments implemented more efficiently and consistently.

# HOW WILL THE PLANNING AND DESIGN CODE BE DEVELOPED?

The Code will be developed in four stages:

- 1. Investigation and Drafting** – research to inform Code development
- 2. Testing and Engagement** – engagement on the Discussion Papers
- 3. Consultation on the Code Library** – formal consultation on the full rulebook
- 4. Implementation** – applying the Code to geographical areas through the Code Amendment Process.

The timing, and how you can get involved in these steps, is outlined at the end of this document.

Each of these stages requires engagement and input from local governments, industry bodies, professionals, community groups, educational institutions and other interested parties in accordance with the Community Engagement Charter.

The first two stages will inform the policies that make up the zones, subzones and overlays within the Code Library. The existing South Australian Planning Policy Library (SAPPL), which is the foundation for most development plans in South Australia, will be used as the reference point for this drafting process.

These zones, subzones and overlays will then be applied geographically across South Australia as part of the Code Amendment Process.

## 1. INVESTIGATION AND DRAFTING

Work has already started with State Government agencies, the Planning Reform Statutory Advisory Groups, council planning professionals and industry peak bodies to identify the strengths and limitations of existing policy within development plans and the SAPPL.

The review of existing policies will be the foundation for drafting the Code Library, assisted by all 68 councils across the state currently undertaking reviews of development plans.

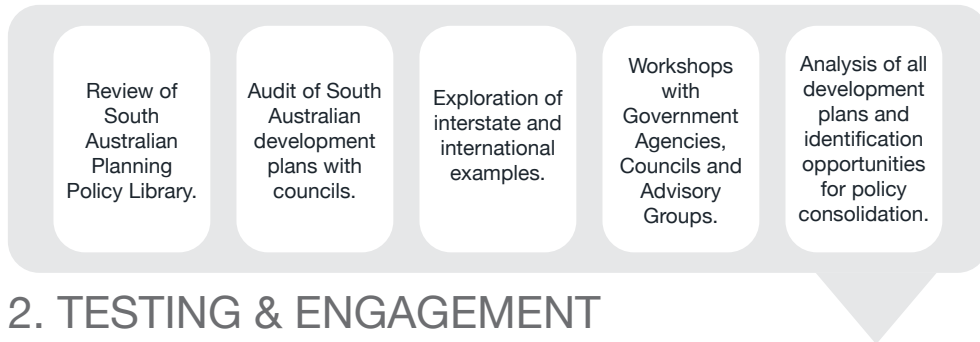
To consolidate existing duplicated policy, the Department of Planning, Transport and Infrastructure (DPTI) is also undertaking a comprehensive analysis of each of South Australia's development plans to build evidence and identify where zones, policy areas and precincts seek identical or near identical outcomes in different parts of the state.

These investigations will help shape the Code Library and the key findings will be outlined in the Policy Series Discussion Papers, including:

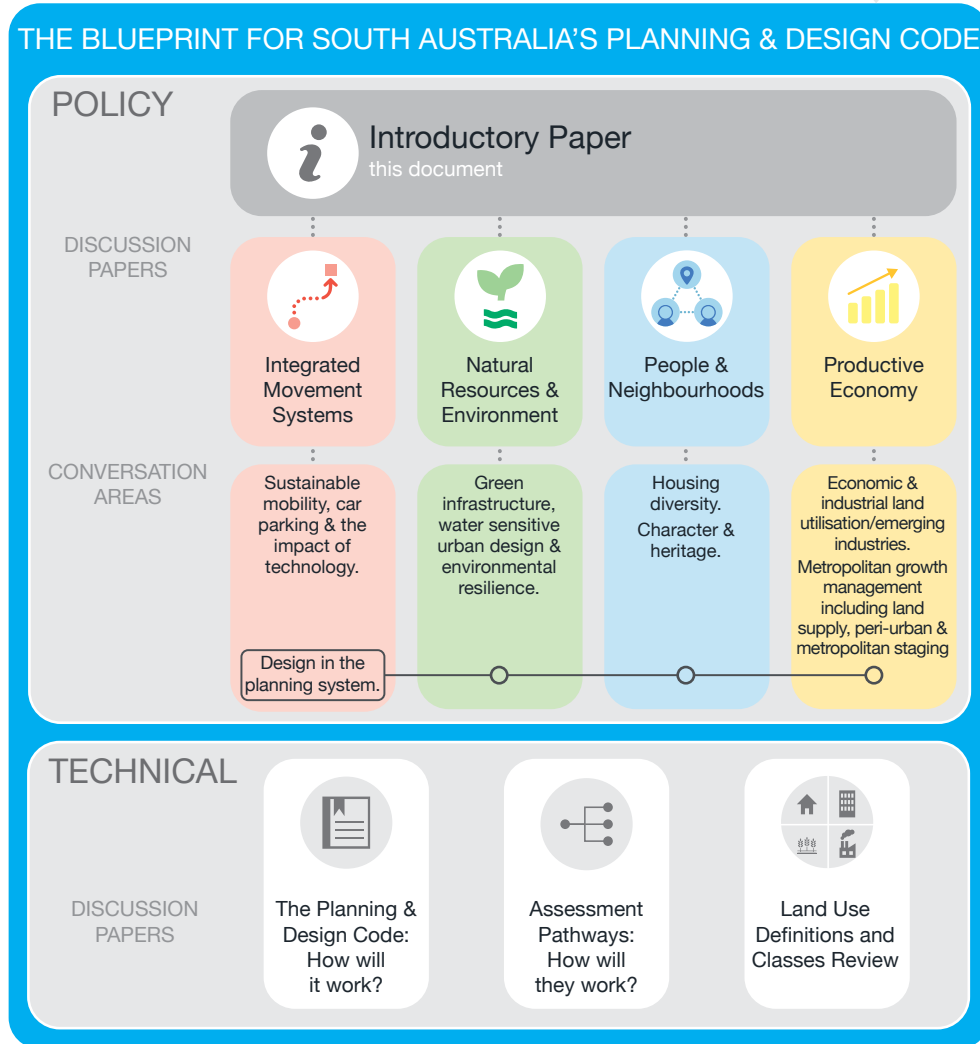
- opportunities to consolidate existing duplicated policy
- challenges and issues associated with existing policy
- policy that works well that should be considered for inclusion within the Code
- gaps within existing policy that need to be addressed to guide new and emerging forms of development and to ensure alignment with state strategic directions.

Professionals with particular expertise will also contribute to the various Discussion Papers and, in turn, the Code. Some discussions have already started and a number of policy challenges identified.

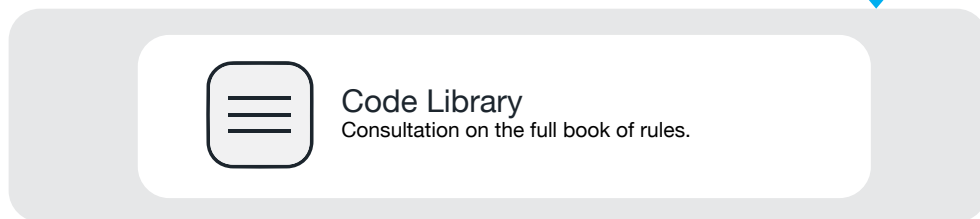
# 1. INVESTIGATION & DRAFTING



# 2. TESTING & ENGAGEMENT

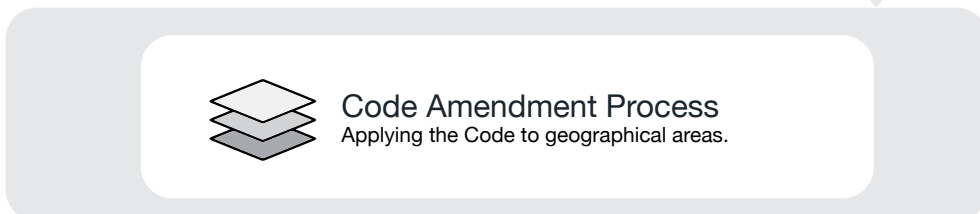


# 3. STATUTORY CONSULTATION



TESTING

# 4. IMPLEMENTATION



## 2. TESTING AND ENGAGEMENT

### Policy Discussion Papers

These papers will seek to build an understanding of the strengths, weaknesses, opportunities and challenges associated with current land-use planning policies in South Australia. They will explore which existing policies should transition to the Code and which policy areas need further development. The papers will consider trends and evidence, state and Commonwealth strategic directions and existing policy using the SAPPL as the base.

While these papers focus primarily on the Code, they may also acknowledge other new planning instruments or key levers outside the planning system that the Code will work with to deliver policy outcomes. These include design standards, offset schemes and infrastructure schemes, or examples outside the planning system such as public realm investment. The four Policy Discussion Papers are:



#### Productive Economy

Our economy has been in transition, with change accelerating through technological advancements, increased globalisation and expectations for improved environmental performance. This impacts on the way we work, where we work and the land required for retail, commercial, industrial and primary production activities. The paper will consider the supply and demand for employment lands, recognising that while there is a trend towards services and greater mixed use, there are still land uses that require a dedicated land supply.

Key focus areas include:

- retailing
- adaptive re-use
- land supply for employment activities (including industrial, mixed use, primary productive and tourism)
- value adding (tourism)
- primary production interfaces
- smart cities
- renewable energy
- infrastructure
- emerging economic land uses (for example advanced technology).



#### People and Neighbourhoods

How and where people live continues to change, with recent trends showing a greater demand for housing choice in well-established areas. This paper will outline the evidence and trends around housing supply and demand, and consider how planning policy can encourage desirable development. It will also explore ways to improve design outcomes for residential developments. This is important to create liveable and healthy neighbourhoods that contribute to vibrant local economies. Housing affordability and choice, pleasant places to live, and accessibility to services, employment and education are key for people at all stages of life. This paper will explore how the new planning system can best enable this.

Key focus areas include:

- housing diversity
- housing for the ageing
- affordable housing
- design quality and interface
- public open spaces, places and streetscapes
- character
- heritage.

*The Blueprint Discussion Papers will come under two series, Policy and Technical, depending on how they relate to, and inform development of, the Code.*



### Natural Resources and Environment

With a changing climate, there will be increased importance on policy protecting our natural resources, enhancing our environment and biodiversity, managing constraints and mitigating against hazards. The paper will cover the diversity of natural environments across the state (coastal, temperate, hills, mallee, arid and desert) and the interaction of primary production with environmentally sensitive areas and water catchments.

Key focus areas include:

- water sensitive urban design
- green infrastructure
- water security and quality
- protecting the River Murray
- hazards
- coastal management
- climate change.



### Integrated Movement Systems

Transport infrastructure must support development of our urban and regional areas to ensure our liveability and productivity. Improved integration between land use, transport and infrastructure planning through appropriate policy will support new infrastructure schemes under the Act. Matching infrastructure provision to areas of significant development growth will help to address the concerns of communities in suburbs, the urban fringe and regional townships.

Key focus areas include:

- better aligning transport, land-use and public realm improvements
- public transport
- active travel transport (cycling and walking)
- car parking
- planning for new technologies
- freight
- transport and land-use interface.

### 3. POLICY CONVERSATION AREAS

As part of the engagement process for the four Policy Discussion Papers, the Commission has identified seven policy reform priorities for 2018 (as outlined on the chart on page 13). Each of these Policy Conversation Areas aligns with one or more of the Policy Discussion Papers. A variety of engagement tools, such as think tanks, symposiums and working groups will be used, depending on the specific issues.

We selected these reforms based on:

- their strategic importance
- their level of complexity
- the level of engagement and collaboration required
- the work already underway.

Depending on the timing of the Policy Conversation events, the outcomes of these will form appendices to the relevant Discussion Paper.

This work will be a crucial source of policy development and inform the development of the Code, either for the first or future iterations.

### 4. TECHNICAL DISCUSSION PAPERS

The Technical Series Discussion Papers will include:



**The Planning and Design Code:**  
How will it work?



**Assessment Pathways:**  
How will they work?



**Land Use Definitions and Classes Review.**

Where these papers inform new Regulations, we will undertake further consultation on draft Regulations or Practice Directions.

Other technical papers will also be prepared to support the development of the new planning system.

### STATUTORY CONSULTATION

Once the Code Library has been prepared, it will be formally released as a full Code for consultation. At this stage, it will not include any mapping, just the policy content.

### IMPLEMENTATION

To bring the Code into effect, a Code Amendment process will need to be undertaken to apply it to geographical areas.

This process can be initiated by a council, Joint Planning Board, or the Minister for Planning.

Consultation must be undertaken in accordance with the Community Engagement Charter.

Councils should start planning now for implementation, which will commence in the first quarter of 2019.



# BUILDING ON THE STRONG FOUNDATIONS OF OUR PAST

As we overhaul our planning system for the first time in more than 20 years, it is timely to consider past changes and influences.

South Australia has a rich history of urban and regional planning. Our current physical form and legislative framework reflect the public and private sector decisions and investments made over many decades.

Throughout our history we have made many significant decisions in response to emerging issues, prevailing norms and our knowledge at any point in time. The legacies of these decisions live on in our planning system as legislation, strategies, policies, zones and standards.

Our planning system has responded to these diverse trends, issues and needs—and it contains many good planning policies as a result.

We will therefore identify, retain and transition current good planning policies into the Code while at the same time changing the system and some policies to address today's challenges.

The future presents a wealth of opportunities for good planning outcomes. Understanding past lessons is essential to defining a preferred future.

This section summarises South Australia's planning history, including the major land-use patterns and trends.

*Experiences in our past shape our views of the future.*



*Colonel William Light's Plan of Adelaide, 1837.  
Photo courtesy of City of Adelaide Archives.*

# ABORIGINAL SOUTH AUSTRALIA

Human occupation of Australia dates from around 65,000 years ago. When Europeans colonised and settled in South Australia in the early 1800s, Aboriginal people occupied every corner of our state.

Their culture and lifestyle has evolved over a very long period of time and continues to evolve. Aboriginal peoples' understanding of country has influenced, and continues to shape and influence, how our state develops today.

Planning for land use and development differs for Aboriginal people, resulting in European settlement having a disastrous impact on Aboriginal peoples and their countries.

They were dispossessed of their land as it was alienated and dispersed to the settlers. They suffered from disease, displacement and disregard. Traditional life and culture was severely disrupted as well as traditional food and water supply.

It is only in the last 50 years or so that government has recognised Aboriginal interests and made attempts to redress past injustices. Aboriginal people are severely disadvantaged across Australia and South Australia is no exception.

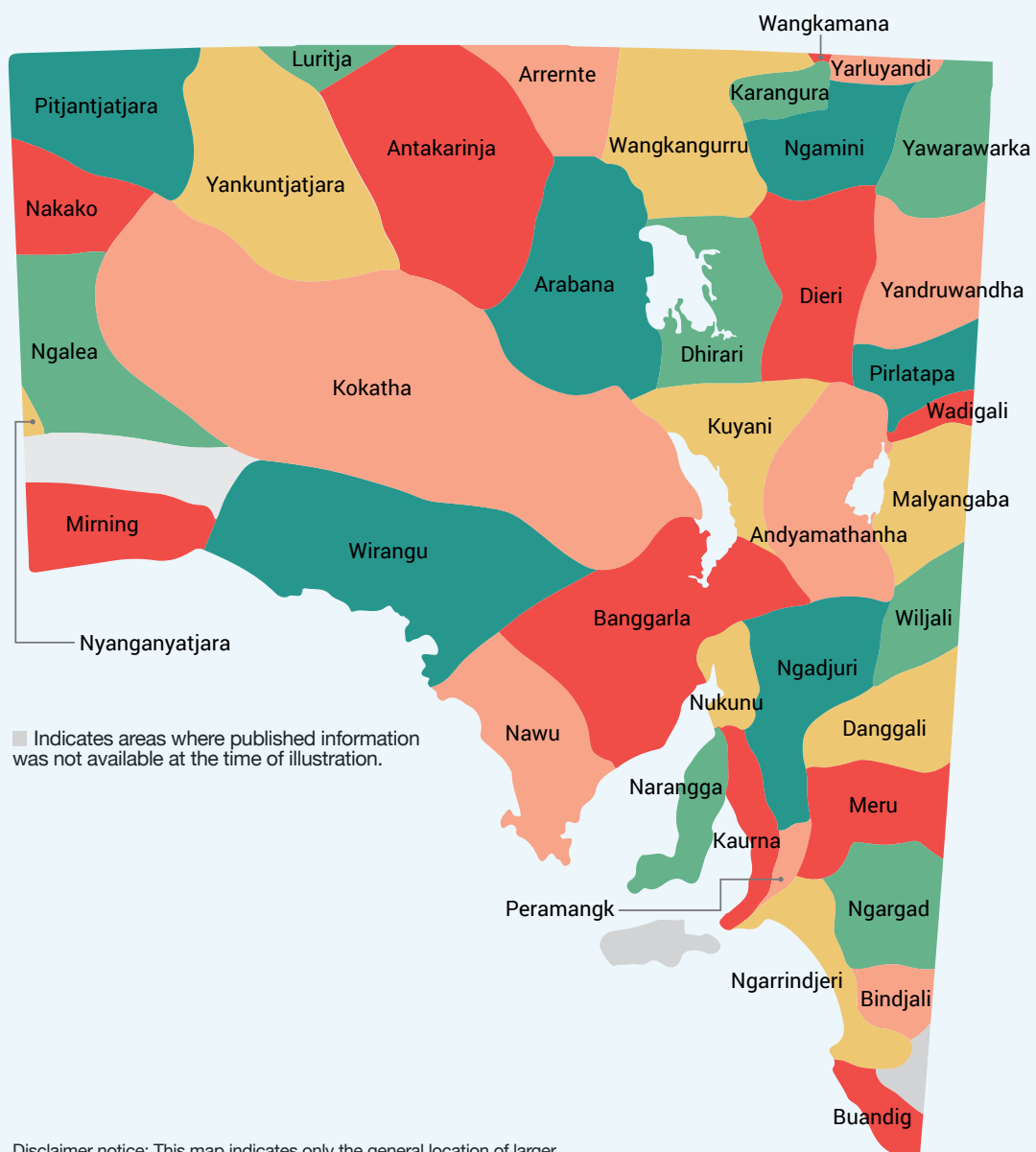
*The Aboriginal Lands Trust Act 1966 (SA) was the first step in recognising Land Rights and a number of legislative measures have been enacted since, including the Anangu Pitjantjatjara Yankunytjatjara Land Rights Act 1981 and the Native Title Act 1993.*

The planning system acknowledges and accommodates these reforms but does not do more than that.

In introducing the changes associated with the new Act, careful consideration is required to be given to how Aboriginal interests in planning and development can be best accommodated. What this means precisely is unclear at this stage, but work will need to be done to address the interests of Aboriginal South Australians.

There are generally accepted obligations to engage and consult Aboriginal people because of their unique status as our First Nation Peoples.

*We acknowledge that many Aboriginal nations are the original owners and occupiers of the land comprising South Australia and that their cultural and heritage beliefs are still important to people living today.*



Disclaimer notice: This map indicates only the general location of larger groupings of people and languages, which may include smaller groupings. Boundaries are not intended to be exact and should be interpreted with care. It is not suitable for use in Native Title and/or other land claims. Source: Reconciliation SA.

# URBAN AND REGIONAL PLANNING IN SOUTH AUSTRALIA

South Australia has a long and positive history of urban and regional planning.

Indeed, South Australia has often been a leader in good planning in Australia, with Colonel Light's original plan for Adelaide featuring a belt of Park Lands. Similar, smaller-scale plans by Surveyor-General George Goyder for the ideal country town includes examples such as Jamestown and Maitland.

Since those early colonial days, we have been subject to many influences over time that have transformed our demographic composition, settlement patterns, how we move and the major infrastructure projects that have shaped South Australia as we know it. These include:

- our natural resources, including fertile soils for agriculture
- planning ideologies from elsewhere, such as the garden suburbs movement in the 1920s led by Charles Reade
- planned townships and satellite cities such as Elizabeth
- land consumption and availability
- past and present fixed line transport networks
- travel independence and the rise of private vehicles
- transport planning, such as the 1962 *Plan for Metropolitan Adelaide*, the 1968 *MATS Plan* and the 2015 *Integrated Transport and Land Use Plan*
- changes in planning methodologies to address prevalent external influences, for example changes in planning for health; ageing populations; and sustainability.

More recently, global factors have shaped South Australia such as free trade, climate change, smaller households, rapid advances in technology, and access to resources in the cost-competitive global economy. It is important that our planning system is dynamic and helps the state lead and manage these changes and their impact on land use.

**The following timeline illustrates some of the key points in the post-colonial era that have shaped planning in South Australia.**

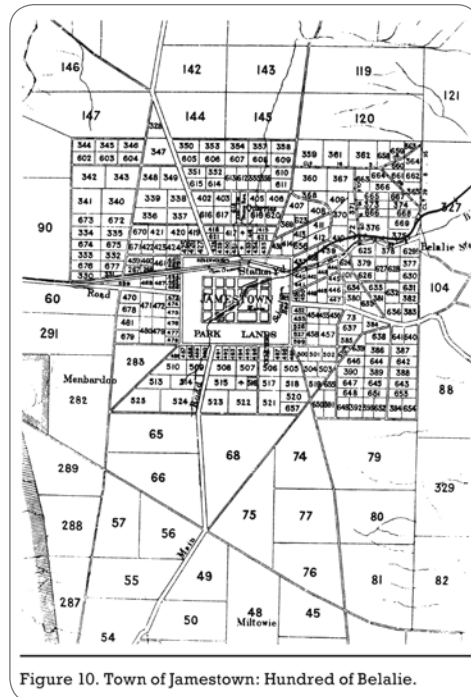


Figure 10. Town of Jamestown: Hundred of Belalie.

Photo courtesy of Philip Knight.



Photo courtesy of State Library of South Australia.



Photo courtesy of City of Adelaide Archives.

## COLONEL LIGHT GARDENS

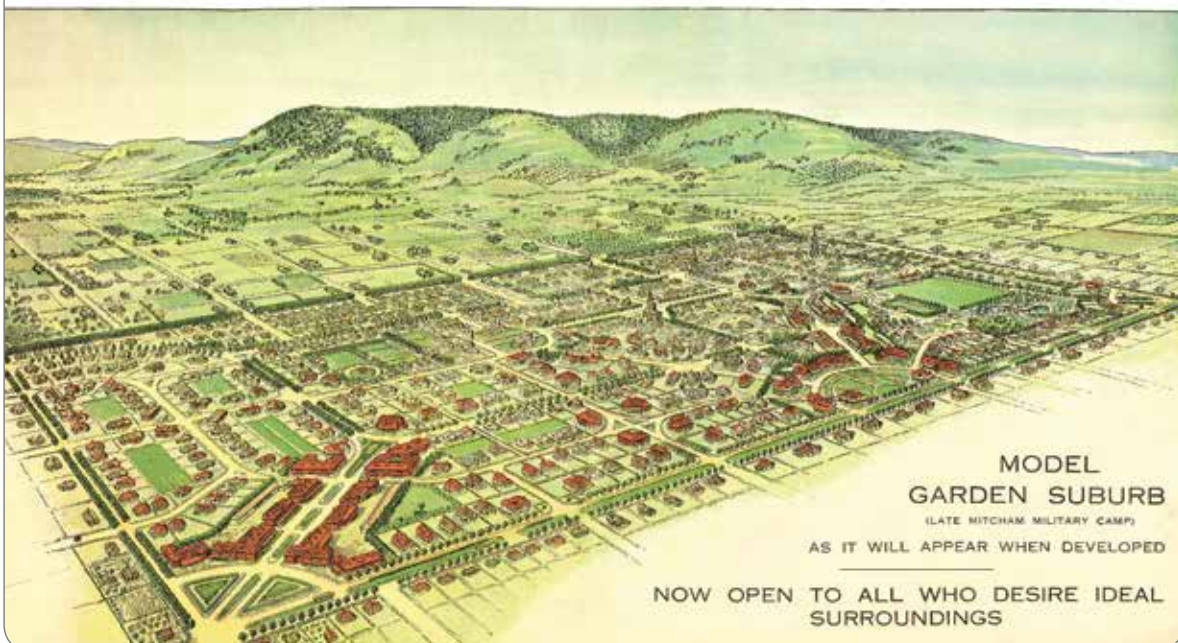
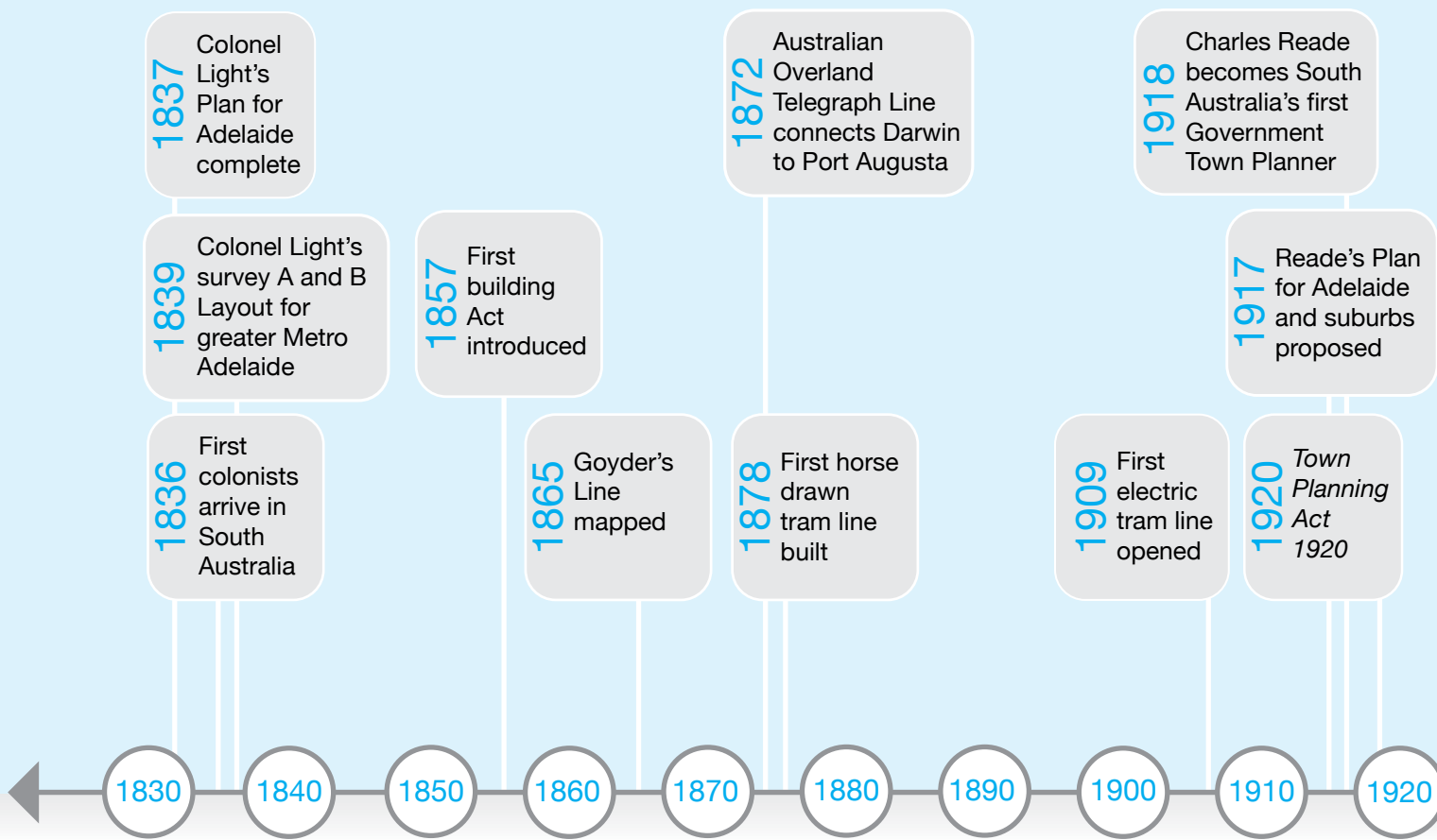


Photo courtesy of Philip Knight.

# KEY POINTS IN POST-COLONIAL TIME THAT HAVE SHAPED PLANNING IN SOUTH AUSTRALIA



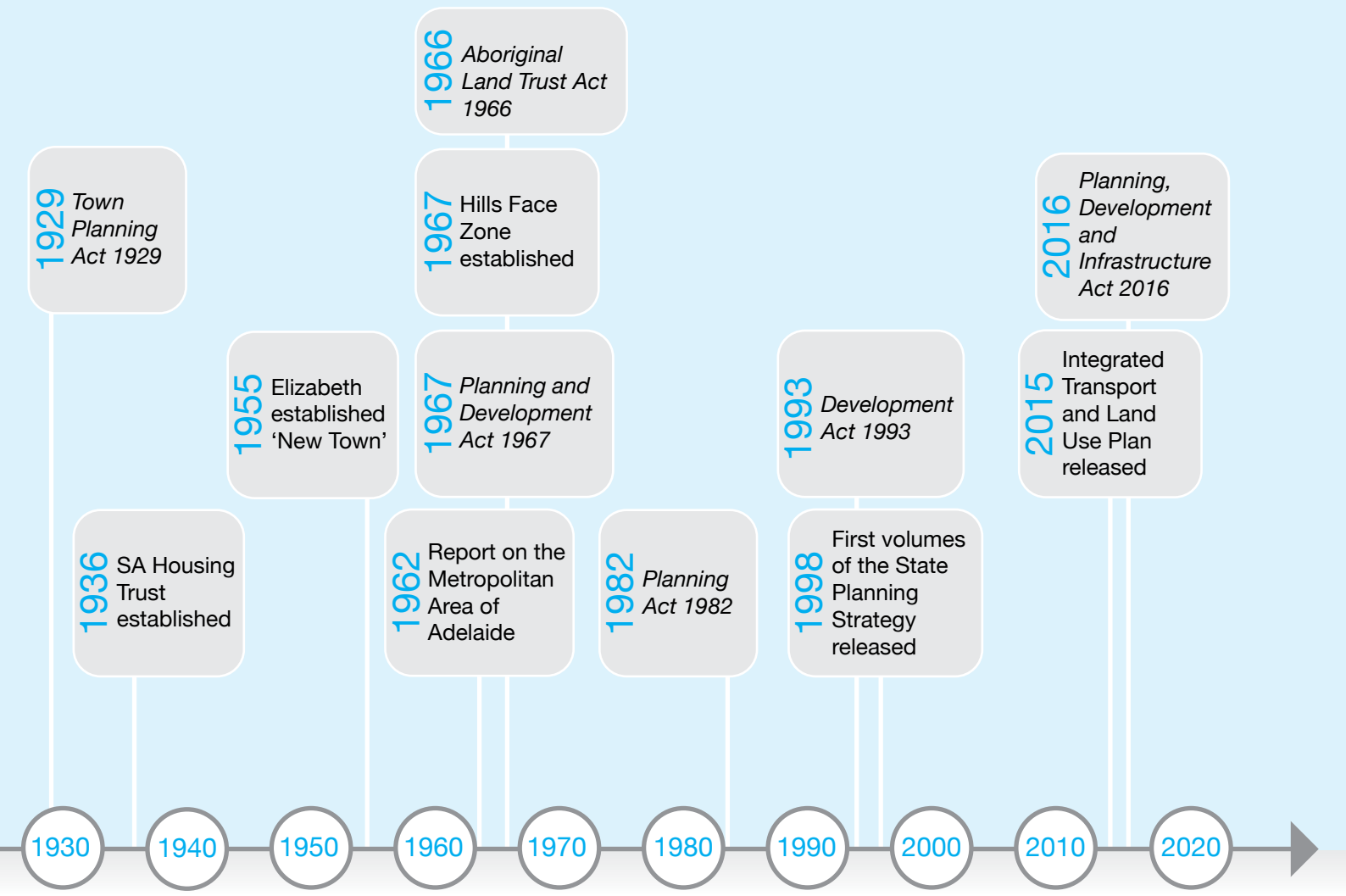
Colonists arrive with knowledge of engine power and mechanics following the industrial revolution.

Main streets and compatible land uses are mixed along key tram corridors.

Mining becomes the state's major export, with iron ore the principal commodity.

Agriculture becomes key industry for the colony.

Urban development generally contained within 5km of Adelaide's city centre, with up to 30 villages and townships located across what is now the Adelaide metropolitan area.



1930    1940    1950    1960    1970    1980    1990    2000    2010    2020

Adelaide's inner metropolitan tram network exceeds 125km in total length.

Adelaide's tram network removed, except the Glenelg line, in favour of buses for mass transport and the rise in ownership of private vehicles.

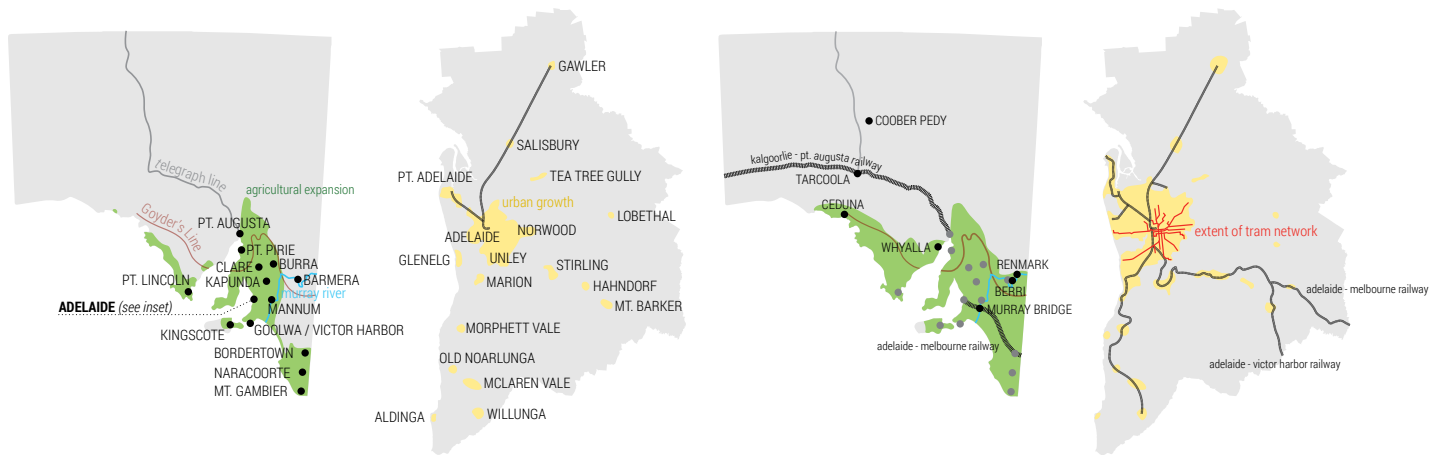
1992 Brutlandt Report creates widespread understanding of sustainable development.

1930s depression, around one-third of South Australians are unemployed.

Baby boom.

Mass ownership of private vehicles enables development to occur further distances from established areas resulting in large greenfield developments and significant investment in roads.

# HOW THESE TRENDS INFLUENCED OUR GROWTH



## VILLAGE SETTLEMENT AND TOWNSHIP ESTABLISHMENT (1836-1880)

Adelaide is established as the capital of the colony, with Colonel Light’s plan for the city surrounded by a park. Adjacent villages are established within easy travelling distance of Adelaide. Regional towns emerge to support the agricultural frontier, particularly those with ports. Development within and around Adelaide is dense and mixed use industries require separation westward along the banks of the River Torrens.

Walking, horse and carriage are the primary means of transport. Railways are established to connect key centres, starting with Adelaide to Port Adelaide and later Adelaide to Gawler. This enables Adelaide to expand to the north and west.

Sheep and cattle are transported to South Australia. Vineyards are planted at Marion, McLaren Vale, Barossa Valley and Clare Valley by 1840. Mining grows at Glen Osmond, Kapunda, Burra and the Copper Coast.

## SUBURBANISATION AND TOWNSHIP EXPANSION (1881-1945)

Adelaide continues to expand steadily, with suburbs developing close to the city around public transport routes. High streets provide goods and services to local communities. There is continued development of the agricultural frontier and service townships.

Ceduna, Coober Pedy, Whyalla, Renmark, Berri and Murray Bridge are all established by 1924 and new settlements emerge in the Riverland and South East. Dense early-settlement buildings start falling into disrepair following periods of economic downturn.

Public transport is provided by train and an expanding tram network. Horse-drawn trams are replaced with electric trams in the early 20th century. Growth in the city and surrounding suburbs is strong.

Private motor vehicles start appearing on South Australian roads, with the first set of traffic lights installed in 1928. This enhanced mobility allows for a change in the urban form of Adelaide in particular.



Changes to our growth patterns have tended to be driven by mobility and advances in technology. Early planning in South Australia began by encouraging a range of land uses close to fixed line transport. With the rapidly increasing ownership of private vehicles and changing demographics, the population became more dispersed and land uses separated to deal with amenity impacts and externalities. However, new technologies, a desire for managed growth, environmental sustainability, increased traffic volumes and community health needs are leading to a desire for mixed land uses close to public transport, reduced reliance on private vehicles and a more walkable urban form.



## METROPOLITAN SUBURBAN EXPANSION AND REGIONAL CITIES (1946-1990)

Low-density suburbia spreads to the north and south of the city. The new model of urban development is single-storey, detached, single-family homes on large allotments. This is in part due to significant growth in post-war housing.

Suburban shopping centres become popular and cater for increased private vehicle ownership, forcing high streets to go into decline. Elizabeth is developed as a 'New Town'. The growth of regional cities is tied to new and expanding industry and changes to agricultural practices.

The rise in private vehicle ownership enables people to travel independently over long distances. As a result, Adelaide's entire tram network (except Adelaide to Glenelg) is removed and replaced with buses in the late 1950s. Many suburban and regional train networks are also closed. The O-Bahn Busway and South Eastern Freeway are completed to support the spread of residential development to outer metropolitan areas.

## METROPOLITAN AND TOWNSHIP CONSOLIDATION (1991 TO PRESENT)

Significant suburban expansion continues in Adelaide, assisted by major infrastructure such as the Northern and Southern expressways.

There is the emergence of the tree change and sea change movements, with both permanent and holiday homes in coastal or hills environments becoming increasingly popular.

There is greater demand for housing in suburbs with good services and transport, with small-scale infill emerging as a significant source of new housing. Regional cities and towns begin to consolidate and decline due to the departure of people from rural areas.

Private cars continue to dominate; however, there is increased emphasis and investment in public transport. There is a reinvigoration of the metropolitan tram and train networks in conjunction with the extensive bus network. There is greater recognition of the role walking and cycling plays in healthy neighbourhoods and greater priority is given to both modes in transport and land use planning.



# CHALLENGES AND OPPORTUNITIES FOR THE FUTURE

**Our new planning system will consider contemporary challenges and opportunities to ensure that the new Planning and Design Code helps support the state's potential.**

This section considers the long-term future challenges and opportunities for South Australia and their implications for land-use planning. It also identifies issues for exploration in the discussion papers, State Planning Policies and subsequently the Code to address.

These include:

- Responding to our changing **population, demographics** and **settlement patterns**
- Supporting **economic development** and unlocking **investment**
- Increasing importance of **design** and the **liveability** of cities
- Balancing **access** and **activity**
- Facilitating **climate change resilience, health** and **liveability**
- Facilitating the effective use of **resources** and **infrastructure**
- Supporting '**smart cities**' and **technology**
- Building a **better planning** system
- Ensuring a more **efficient** and **effective** planning system.

## How this section works

The challenges raised in this section provide opportunities for more detailed exploration in the Policy Discussion Papers.

The icon for the Discussion Paper where you can find this follow-up information is located alongside each challenge and are shown below.

Where a challenge is addressed in multiple Discussion Papers, numerous icons will appear.



Integrated Movement Systems



Natural Resources & Environment



People & Neighbourhoods



Productive Economy

# RESPONDING TO OUR CHANGING POPULATION, DEMOGRAPHICS AND SETTLEMENT PATTERNS

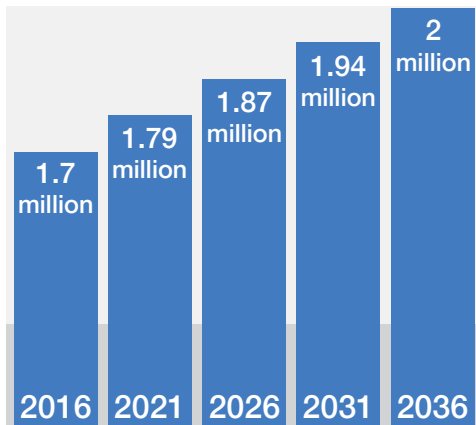
South Australia has a population of around 1.7 million people. This population is highly urbanised with around 84 per cent (around 1.4 million people) living in the Greater Adelaide Planning Region.

South Australia's population is projected to reach two million by 2036 with 96 per cent of this growth expected within Greater Adelaide (see graph below).

Over the past 12 months, South Australia's population growth rate was 0.6 per cent. This was the same as Tasmania and only slightly below Western Australia at 0.7 per cent. However, the national growth rate was 1.6 per cent, with Victoria at 2.4 per cent, New South Wales at 1.6 per cent, Queensland at 1.6 per cent and the ACT at 1.8 per cent.

By comparison, Australia's population growth rate is greater than most other developed countries, including Canada (around 1 per cent), the United Kingdom (around 0.6 per cent) and the United States (around 0.75 per cent). An international comparison of city growth rates is difficult due to the diversity of growth rates and the relative size of world cities. However, many cities of comparative population size, such as Glasgow, Hamburg and Amsterdam, have growth rates similar or less than Greater Adelaide.

## POPULATION GROWTH



Source: DPTI Population Projections, endorsed 2015.

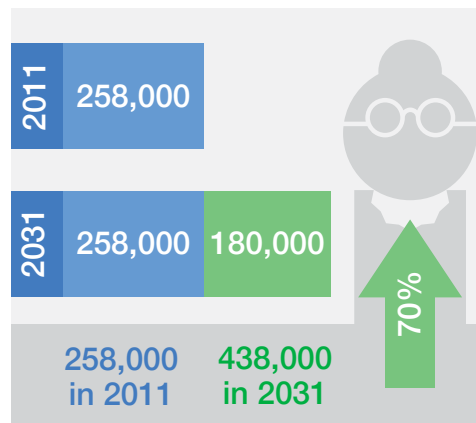
## Some key population and demographic trends include:

### Our ageing population:

South Australia has the nation's second highest proportion of people aged over 65 years (see infographic below). By 2031, this cohort is projected to increase by 180,000 people (a 70% increase).

Regional areas are ageing faster than Greater Adelaide, with young people moving from the country to metropolitan Adelaide for education and employment. In addition, retirees seeking a sea change are moving to regional towns, such as Victor Harbor and the coastal towns of the Copper Coast, north of Yorke Peninsula.

## THE NUMBER OF PEOPLE OVER 65+ IS GROWING



Source: ABS 2011.

### Household structure is changing

Projections indicate a continuation of trends towards smaller household sizes (people per household), a lower fertility rate and a significant increase in single-person households (see infographic on right). Over 60 per cent of households in South Australia have one or two residents. Group and lone person households, single-parent and couple-without-children families have all increased over the past two decades due to ageing, the increasing number of overseas students and increases in divorce and separations. In contrast, the number of couple-with-children families has fallen (see infographic below right).

Despite this decline in household sizes, three-bedroom houses continue to be the dominant form of housing.

### There are fewer young people of working age

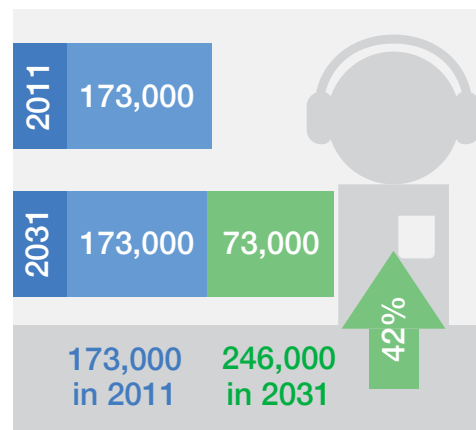
On average, South Australia's net interstate migration losses are around 3,500 annually. Two-thirds of these losses are comprised of young adults aged 20-39 years, many of whom are educated professionals migrating to Melbourne for employment. Furthermore, there are fewer individuals aged 15-34 living in South Australia than there were in the mid-1980s, although this is likely related to rapid falls in fertility rates during the 1960s and 1970s, as well as net interstate losses of younger adults.

This is commonly referred to as the 'brain drain' and highlights the need to retain and attract young and talented workers with career opportunities, vibrant places, affordable housing and good transport options.

### Children are staying at home longer

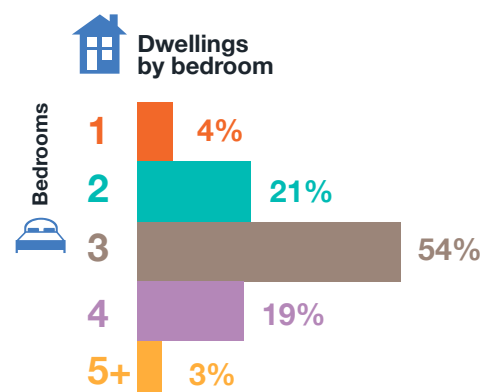
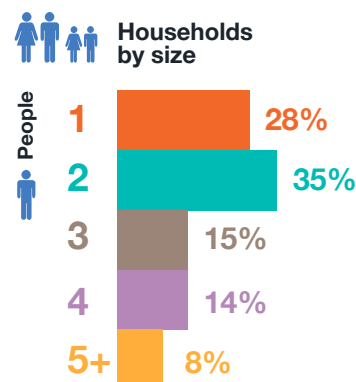
More children are choosing to cohabit with their parents well into their 20s and 30s until they can afford their own home. This highlights the importance of enabling first homebuyers the chance to 'get their foot in the door' in a variety of locations.

### THE NUMBER OF SINGLE PERSON HOUSEHOLDS IS GROWING



Source: ABS 2011.

### SMALLER HOUSEHOLDS



Source: ABS 2011.

### Our settlement pattern is changing

Adelaide's spread to the north and south of the city has dominated housing growth over many decades. However more recent trends show that a greater number of people are choosing to live closer to the city in varied forms of housing. Currently approximately 76% of Greater Adelaide's new housing growth is occurring as infill within the established metropolitan suburbs (see infographic on right).

In the future, it will be important to facilitate high quality design and new innovative housing types close to transport options and economic activity whilst also conserving neighbourhood character that community's value.

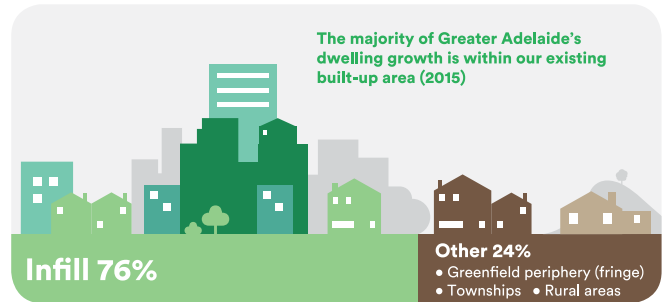
As a result of this increasing infill development, the overall composition of South Australia's housing stock is slowly transforming to accommodate the needs of modern families and households at various life-cycle stages. For this reason *The 30-Year Plan for Greater Adelaide – 2017 Update* includes a housing diversity target to monitor this change over time. The baseline data for this target shows that other dwelling types (apartments, townhouses, semi-detached and aged care) currently make up only 25% of all dwellings built each year (see table below right).

In the next few years the large number of apartment buildings in the development pipeline (largely within the City of Adelaide) will contribute to the share of other dwelling types.

### Increased housing density

Allotment sizes across Greater Adelaide have reduced significantly in recent years to around 375 square metres per allotment. This is the lowest median allotment size of all capital cities in Australia.

Another indicator of our increased housing density is the average gross dwelling yield from broadhectare land developments. In 2010 the yield was 10 lots per hectare however by 2015 the average gross dwelling yield had increased to 11.1 lots per hectare with many new greenfield sites achieving well in excess of 14 lots per hectare.



Source: DPTI.

### Managing our land supply

The orderly and logical release of land, coupled with the coordinated delivery of infrastructure is vital to support timely development that responds to housing demand.

The timely management and coordination of land supply also provides investors with a degree of financial certainty; infrastructure providers with time to plan for growth; and the community with confidence that new land releases will be supported by appropriate infrastructure and community services.

### Dwellings built by year and type in Metropolitan Adelaide\*

Dwelling type	2010	2011	2012	2013	2014	2010-14 average
Detached	79%	75%	73%	77%	70%	75%
Flats / Apartments	4%	5%	5%	2%	5%	5%
Home Unit / Townhouse	5%	9%	7%	8%	8%	7%
Retirement Village Units	3%	3%	7%	5%	10%	6%
Semi-detached	9%	8%	8%	7%	7%	8%
	100%	100%	100%	100%	100%	100%

\*As defined by the Greater Adelaide Capital City region  
Source: DPTI.

## WHAT THIS MEANS FOR THE PLANNING AND DESIGN CODE

Changes in household size, formation, age profile and other factors are increasing the demand for new and emerging housing options.

Finding the best balance between residential amenity and the provision of local services and public transport will be important to consider in the development and implementation of the Code. Opportunities for social interaction, through safe

places to walk, meet and recreate will also be critical, particularly as more people choose to live on their own.

The Code will need to outline policies which ensure that new development is sensitive and fits in well with the existing built form to enrich and enhance the local character of our neighbourhoods.

### HOW WILL THIS BE EXPLORED?



Many of the trends described above are relevant to the People and Neighbourhoods Discussion Paper.

Key issues explored will include:

- good neighbourhood planning (both new and established) which contributes to community health and well-being
- supporting housing choice and diversity, including housing for our ageing population
- acknowledging and protecting our built heritage
- enhancing neighbourhood character and how this is reflected in policy
- ensuring high quality and well-designed infill housing.

More specifically, the Discussion Paper will explore an appropriate zoning and policy framework to implement the strategic objectives of these issues in the immediate term, while also identifying areas for ongoing investigation and improvement for future generations of the Code.

**The following Policy Conversation Areas will form part of the engagement process for this Discussion Paper.**



### Policy Conversation Area - CHARACTER AND HERITAGE

*How can we support existing valued character, while allowing for well-designed contemporary built form and diverse housing types?*



### Policy Conversation Area - HOUSING DIVERSITY

*How can we better facilitate housing diversity, ageing in place and affordable living?*

*Is there enough housing choice on offer in South Australia?*

*Will our children be able to afford their own home?*

*Will I be able to live near my friends and family in my neighbourhood as I grow older?*

# SUPPORTING ECONOMIC DEVELOPMENT AND UNLOCKING INVESTMENT

Like other developed societies across the world, South Australia is undergoing a transformation from a manufacturing and resources-based economy to one increasingly based on services and free trade.

Ongoing changes in the structure of the economy are likely because of globalisation and other international trends. A number of these trends will influence how we plan for and use land around South Australia.

Those that have recently become apparent include:

## **Growing defence industries and technology**

South Australia is continuing to develop a national maritime defence industry sector and associated workforce and will be the centre point of a \$90 billion naval shipbuilding and sustainment program in the coming decades<sup>1</sup>.

It is estimated that the benefit that will arise during the life of these projects is in the order of \$134.4 billion and will support approximately 8,000 jobs<sup>2</sup>. This emergent industry will have its own distinctive land requirements.

## **Growth in health, medical research and education**

Significant recent investments in new health and medical facilities have seen South Australia gain recognition as an emerging centre for excellence, innovation and high-tech health services and research. This will be strengthened in coming years with the addition of a new women's health hospital and the southern hemisphere's first proton-beam therapy unit: both significant additions to the health and biomedical research precinct in Adelaide.

The university sector is also growing with the international education sector contributing an estimated \$954 million to gross state product in 2015. This has been particularly evident with the expansion plans for all three universities<sup>3</sup>.

## **A dynamic retail environment**

The nature of retail trade is changing due to advances in technology, as websites increasingly allow for people to engage with products and services without leaving home. These trends are making traditional industry categories more difficult to align with emerging property and floor space requirements<sup>4</sup>.

The provision of retail services has also been influenced by globalisation trends and a move toward scale economies in supply chains. Other influencing factors in recent years have included the emergence of investment in new store formats and new technologies such as automated payment systems and on-line shopping<sup>5</sup>.

## **A growing tourism industry**

Tourism is continuing to grow in South Australia, with expenditure increasing to a record high of \$6.3 billion in 2018<sup>6</sup>. International visits to South Australia grew by 7 per cent from December 2016 to December 2017 to a record high of 462,000<sup>7</sup>. Hotel supply growth for Adelaide is likely to see 125 rooms added in 2018 and up to 708 new rooms in 2019<sup>8</sup>. Nature-based tourism also continues to grow in areas of high natural beauty, such as Eyre Peninsula, Kangaroo Island and the Adelaide Hills<sup>9</sup>.

## **A growing demand for food**

In 2013-14, the agriculture, forestry and fishing industry contributed over \$17 billion to the South Australian economy and accounted for more than 40 percent of our merchandise export. South Australia is also the premier wine state of Australia and produces 65 percent of all Australian wine exported<sup>10</sup>.

By 2050, the world demand for food is projected to rise by 70 percent, which will generate opportunities for South Australia's food bowl, including agricultural food production, distribution and processing<sup>11</sup>.

New technologies and innovations that exploit robotics, machine learning, computer vision, lasers, supply chain analysis and customer behavioural understanding will improve the efficiency and cost-effectiveness of food production, processing and distribution.



### Emerging industries and co-location

The productivity of emerging industries is underpinned by high-performing, efficient and reliable infrastructure networks. Planning policy can support this by encouraging industry investment close to existing high-quality infrastructure. It can also facilitate investment in new infrastructure networks by encouraging co-location or clustering of industries with similar needs, which is especially important for knowledge industries.

The links between urban density, mobility and productivity are now attracting considerable attention as factors influencing inward investment. A good example of this are the benefits arising from businesses and people being located near one another in neighbourhoods and clusters. A main street is a typical case. Although the stores may be unrelated, locating them close together gives them opportunity to use the same infrastructure. The stores may also market and sell to customers who visit nearby businesses and firms from the same industry may also benefit from being located close together. These benefits may include sharing skilled workers, a quicker spread of ideas within the industry, and proximity of key suppliers.

To provide a foundation for future economic prosperity, planning policies should provide for a range of educational and learning facilities that will deliver the skills South Australians need to succeed in the modern economy. This is especially needed in urbanised areas close to existing services, where more young families are choosing to live.





## WHAT THIS MEANS FOR THE PLANNING AND DESIGN CODE

An adequate supply of appropriately zoned land must be available to support both ongoing and emerging industries. Planning policies in the Code will need to make provision for the shift from traditional high impact industries requiring land use separation, to more technologically advanced industries which may be more compatible with a wider variety of land uses.

The planning system can also help support the economy by removing barriers to business growth by accelerating decision making. This will be facilitated through the progressive implementation of a more performance-based assessment regime under the Act.

Planning policy must also be flexible and responsive to changes brought about by on-line retailing which is leading to greater demands for warehousing and integrated logistics facilities. Industrial areas will need to be protected under the Code as will vital transport and supply chain corridors.

The Code also recognises the increasing importance of local centres and main streets as places to congregate as well as to support the local economy. Future policy will therefore seek to address these trends through an analysis of potential impacts such as parking requirements, building design, public realm and movement.

### HOW WILL THIS BE EXPLORED?



Many of the trends described above are relevant to the Productive Economy Discussion Paper.

Key issues explored will include:

- the need for integrated land supply for a range of employment activities
- trends towards services and greater mixed use, as well as new retail formats
- opportunities for value adding in rural areas
- the need for land to be protected for agriculture and food production and managing this land's interface with urban areas
- the role of advanced technology and its influence on planning (i.e. smart cities)
- emerging industries, including green industries and renewable energy.

**The following Policy Conversation Area will form part of the engagement process for the Productive Economy Discussion Paper.**



### Policy Conversation Area - ECONOMIC AND INDUSTRIAL LAND UTILISATION / EMERGING INDUSTRIES

*How do we ensure that the new system helps to facilitate economic activity as well as providing adequate employment lands?*

# INCREASING IMPORTANCE OF DESIGN AND THE LIVEABILITY OF CITIES

South Australia rates highly on international liveability indexes. Maintaining our performance on these indexes will assist in attracting skilled migrants and provide incentives, to those who left the state to pursue other opportunities, to return.

Good design is a principal driving force to making a place liveable. Excellent urban design contributes to our quality of life, wellbeing and prosperity. Inspiring architecture and public open spaces have always been an important part of South Australia's urban identity and will continue to be.

A strong design focus will underpin how we plan, design and build the compact urban form envisaged by *The 30-Year Plan for Greater Adelaide – 2017 Update*. New housing types will offer a variety of economic and lifestyle choices for our diverse community needs and, when delivered to high design standards, create active, higher-density neighbourhoods that are great places to live.

Managing our population growth within our urban footprint in both metropolitan and regional townships can bring many benefits. However, there are also challenges, such as managing interface issues between higher density developments located in lower density neighbourhoods. Good design is therefore increasingly important to achieve a balance between new growth and existing levels of amenity and character values.

Higher density can include high-rise but may also include duplexes, granny flats, walk-up flats and medium-rise apartments. Indeed, the bulk of

new residential development in South Australia is anticipated to be low to medium-rise development, with higher apartment styles limited to inner metropolitan Adelaide locations. The design of housing must consider people's needs first, namely how the development contributes not only to the wellbeing and enjoyment of its users, but also to the wider community.

In the case of our major regional centres such as Port Lincoln, Whyalla, Port Pirie, Murray Bridge and Mount Gambier, there is less likely to be higher density developments needing interface management. However, a focus on design quality in these locations will help facilitate increased opportunities for a wider range of housing choices (such as aged care) in close proximity to jobs, transport options and community services.

Our streets (which represent about 80 per cent of public space in modern cities) are changing and becoming destinations and places in their own right, especially in higher density neighbourhoods. Streets are hosts to commercial activity and are also central to social interaction. As a result, high quality public realm and urban design has never been more important.

*'A new approach to housing development must not only be sustainable in the design and build but also create a community.'*

*'Make it your Adelaide' Deloitte.*



## WHAT THIS MEANS FOR THE PLANNING AND DESIGN CODE

The new Act embeds high quality design principles to ensure that new development positively contributes to existing neighbourhoods and the built environment.

The Office of Design and Architecture's principles of good design are:

- good design ensures developments respond to the **context** of their location and surrounding environment
- good design is **inclusive** as it creates places for everyone to use and enjoy
- good design supports **durability**, ensuring buildings and places are fit for purpose, adaptable and long-lasting
- good design builds **value** by creating desirable places and encouraging investment
- good design **performs** well because it delivers projects that benefit individuals, families and the broader community
- good design is **sustainable** because it is responsible and supports the economy, health, wellbeing and the environment.

The Planning and Design Code will give effect to these principles.

### HOW WILL THIS BE EXPLORED?



These issues will be explored in the People and Neighbourhoods Discussion Paper, but will also be threaded through all four Discussion Papers.

Key issues explored will include:

- how new development can contribute and enhance neighbourhoods, including their street appearance and their contribution to identity and neighbourhood character
- how providing shared spaces, such as open space, strengthens community connections and improves wellbeing
- identifying ways to support innovation in housing efficiency to better utilise available land.

**The following Policy Conversation Area will form part of the engagement process for the People and Neighbourhoods Discussion Paper.**



### Policy Conversation Area - DESIGN IN OUR PLANNING SYSTEM

*How can we build design quality into the new planning system?*

*What does good design mean and how do we measure it in the planning system?*

*How will good design improve the Code and how will we know it has made a difference?*

# BALANCING ACCESS AND ACTIVITY

Planning and transport policies have a profound impact on the shape of our cities, regional centres and settlements.

With the rise in private motor vehicle use, much of our growth has been low density single land-use fringe developments. This low population density has resulted in high-amenity and valued environments, especially for families with children. However, it has also contributed to:

- public transport being less effective due to small population catchments (Metropolitan Adelaide's population density is approximately 1,400 people per km<sup>2</sup>. Cities around the world with successful public transport networks have an average population density of at least 3,000 people per km<sup>2</sup>)
- walking and cycling being less viable options (as where we live, work, shop and conduct many of our daily activities are often located some distances apart).

Recent trends in household size, household formation, ageing and affordability have seen increases in urban density and moves towards more mixed land-use environments. Recent examples in metropolitan Adelaide include developments at Bowden, Woodville West, Lightsview and in the Adelaide CBD.

*The motor vehicle will continue to be an important mobility choice for many people. However, as the trend towards infill development continues there is likely to be an increasing demand for accessible public transport, walking and cycling.*

Investments to improve mobility options will be important to ensure efficient transport networks and a range of transport options. There will be many opportunities in Adelaide to increase cycling and walking uptake as three-quarters of daily trips are predicted to be short journeys of three to six kilometres<sup>12</sup>.

There is also increasing recognition of the importance of better balancing access and activity. This recognises the need to both move through a street ('Link') and the need to use a street as a destination in its own right ('Place')<sup>13</sup>. From a planning perspective, Link and Place always compete: great 'Links' are fast, efficient and minimise travel time whereas great 'Places' encourage us to linger, stay and extend our time in the areas. Establishing the right balance between the two is vital.

One interesting emerging trend across Australia is that fewer young people are obtaining a drivers' licence, citing cost and lack of interest in driving. While this trend is slowly emerging, it suggests that accessing information from our personal devices is influencing our mobility options: car-share, ride-share and bike-share services provide on-demand transport and can play a valuable role in reducing private vehicle dependence.

There are also existing and emerging technologies that will require planning policy consideration to be fully realised. Driverless vehicles, smart parking technologies or electric vehicles are new technologies that are likely to influence the transport and land use requirements of our cities. The Code will need to consider how these should be supported in our planning system.

The core economic functions of the transport network will continue to be enhanced by policies that support the viability of our critical supply chains (including ports) with high-quality linkages.

## WHAT THIS MEANS FOR THE PLANNING AND DESIGN CODE

Zones will need to be included in the Code that support the appropriate mix and density of land uses close to public transport corridors.

For example, there is currently a variation in the application and requirements of off-street parking rates in some development plans which may need further consideration. Striking the right balance between providing parking while not compromising quality design, public transport use and public realm outcomes will be important.

Transition into the Planning and Design Code also provides an opportunity to consider policies that help embed walking and cycling into our urban form, both vital to increasing the in health and liveability of our neighbourhoods.

The Code will also need to protect vital transport and supply chain corridors.

### HOW WILL THIS BE EXPLORED?



The Integrated Movement Systems Discussion Paper will explore how land use planning policy currently considers the integration of movement systems and will provide context on how planning reform elements can bridge the gap from strategic policy to implementable planning instruments.

Key issues explored will include:

- alignment of land use and transport planning
- planning for sustainable transport modes such as walking, cycling and public transport.
- capitalising on economic opportunities arising from strategic transport infrastructure such as freight networks and intermodal air and sea ports
- adapting our new system to new technologies such as electric or driverless vehicles
- identifying appropriate car parking requirements in response to changes in transport options and technology.

**The following Policy Conversation Area will form part of the engagement process for the Integrated Movement Systems Discussion Paper.**



### Policy Conversation Area - SUSTAINABLE MOBILITY, CAR- PARKING AND THE IMPACTS OF TECHNOLOGY

*How can we balance the desire for mobility with the need to create places to spend time?*

*How do we realign our policy environment with the emerging trends of reduced car dependence, renewed interest in placemaking, a focus on quality of life and healthy lifestyles?*

# SUPPORTING CLIMATE CHANGE RESILIENCE, HEALTH AND LIVEABILITY

South Australia is particularly exposed to impacts arising from a drying climate, an increase in heatwaves, rising sea levels, extreme rainfall events and bushfire activity.

Our planning system can mitigate these risks through policy that seeks to promote climate-appropriate development, green infrastructure, water sensitive urban design and an urban form that is resilient and designed to work with local environmental conditions. It is also important to consider the need to protect primary industries (such as horticulture, viticulture, grazing and cropping land) from climate change.

Open spaces and vegetation need to play a greater role in cooling the built environment, filtering pollutants and providing opportunities for water to soak into the ground.

Quality green spaces will also provide a focus for social interaction between neighbours and help support safe, healthy and connected communities. Parks and other areas of public open space will provide physical activity options which improve the overall mental and physical health of the community and its liveability. Such access to nature and green spaces is vital to help promote positive health and wellbeing.

In our urban areas, an increased dwelling density as well as a trend towards larger houses on small allotments means that access to quality green public spaces and nature is becoming increasingly valued. *The 30-Year Plan for Greater Adelaide – 2017 Update* therefore introduces an Urban Green Cover target designed to monitor and seek improvements to the level of trees and shrubs in metropolitan Adelaide.

Planning policy will also need to help provide for mitigation against increases in impervious surfaces and greater stormwater run-off through innovative approaches to promoting a greater range of green infrastructure. Both of these challenges will be discussed in the Policy Conversation Area outlined in this section.

In regional areas, native vegetation will play an important role in protecting soils from erosion in biodiversity corridors and in rehabilitating watercourses. Reinstatement of native vegetation on marginal agricultural lands can improve environmental outcomes and agricultural yields.





## WHAT THIS MEANS FOR THE PLANNING AND DESIGN CODE

The Code will consider the impacts of climate change on land-use planning. Critical will be the planning of coastal areas in response to expected sea level rise and changes in general climatic conditions. This will also affect the planning for other hazards such as flooding and bushfire.

It will be important to support a more liveable urban environment with tree-lined streets and public open

spaces. Promoting green infrastructure (including green roofs, vertical gardens and water sensitive urban design) in higher density developments will assist with urban cooling, reduce building energy use and improve biodiversity.

Planning for a more compact urban form to reduce vehicle use and associated greenhouse gases will also be explored.



### HOW WILL THIS BE EXPLORED?

The trends described above will be explored in the Natural Resources and Environment Paper.

Key issues explored will include:

- protecting sensitive environmental assets such as native vegetation and water
- coastal policy
- assessing hazards, including flooding, bushfire risk and site contamination
- biodiversity protection (in both rural and urban contexts)
- green infrastructure and water sensitive urban design.

The People and Neighbourhoods Discussion Paper will address some of these issues, including:

- the role of open space in neighbourhoods
- the changing role of streetscapes in denser urban environments.

**The following Policy Conversation Area will form part of the engagement process for the Natural Resources and Environment Paper.**



### Policy Conversation Area - GREEN INFRASTRUCTURE, WATER SENSITIVE URBAN DESIGN AND RESILIENCE

*How can we better facilitate green infrastructure and WSUD for climate change resilience and the creation of healthy and liveable communities?*

# FACILITATING THE EFFECTIVE USE OF RESOURCES AND INFRASTRUCTURE

Infrastructure is the network of essential services and facilities that underpin population growth and support productive, social, economic and environmental capacity in neighbourhoods and towns.

The Act seeks to promote a more coordinated approach to both public and private sector investment in infrastructure to achieve common goals and increase the diversity of, and funding for, the provision of infrastructure. Responsibility for infrastructure does not reside with a single agency, however the planning system plays a pivotal role in how and when it is delivered. Better integration of long-term land-use planning and the delivery of infrastructure will improve certainty for industries, government agencies, the private sector and the community.

The resource sector is also predicted to expand and so we will need to better protect these resources and their associated supply chains and infrastructure.

## **Key resources include:**

### **Renewable energy**

The renewable energy generation sector is continuing to be a hot spot for significant innovation. The combined emergence of new technology and the expansion of generation facilities will require improved management of competing land uses and interface impacts.

### **Effectively managing our water supply**

Across the state, the importance of the security of water supplies continues to be vital, particularly in the context of a changing climate. The Mount Lofty Ranges Watershed is of critical importance to Adelaide's water supply and requires suitable policy to provide continued protection from inappropriate development. Policy should also consider impacts upon the Murray River, which is the key water supply for the majority of South Australia's population. It is also important to recognise that these places are also key areas for agriculture and tourism.

### **Effective use of primary production land**

There is potential for our premium food and wine production sector to grow. Policies that support primary production and related agri-business investment will therefore be required.

Across the agricultural areas of South Australia, planning policy will need to consider the challenges of agglomerations of monoculture and large-scale productions and a diversity of smaller land holdings supporting small volume, boutique or value-added produce.

In regional areas, changes to farming practices will affect land use and planning. Therefore, we need to better manage the interfaces between neighbouring land uses.

### **Managing our growth to protect our food bowl and environmental assets**

The Environment and Food Production Areas (EFPAs) will protect food and agricultural areas and contain urban fringe growth. This is needed to increase opportunities for farm-related agricultural development and value-adding, while simultaneously protecting our environmental assets and water catchments. This will be an important balance for the new planning system to consider and allow flexibility for more opportunities to occur.

## WHAT THIS MEANS FOR THE PLANNING AND DESIGN CODE

The Code will need to consider how planning policy ensures the timely and cost-effective provision of infrastructure services, including community infrastructure.

The Code will need to guide the effective use of our food producing areas and safeguard them from urban encroachment. It will be particularly important to maintain and protect primary production and tourism assets in the Environment and Food Production Areas while still allowing for appropriate investment opportunities. Interfaces between new development in growth areas and the surrounding primary production

land and/or nature protection areas will also need to be appropriately managed.

A policy framework that achieves the right balance between competing uses in our important water catchment areas such as the River Murray and the Mount Lofty Ranges Watershed Catchment Area is vital.

The policy environment for new technologies such as the renewables sector will need to be considered. This will include ensuring that planning controls are sufficiently flexible to allow new technologies to emerge and grow.



### HOW WILL THIS BE EXPLORED?

The trends described above will be explored in the Natural Resources and Environment Paper.

Key issues explored will include:

- water security and catchment management
- supporting renewable energy.



### HOW WILL THIS BE EXPLORED?

The Productive Economy Paper will also explore the:

- timely provision of infrastructure services in line with planning policies
- effective use of primary production land
- protection of our food producing areas from urban encroachment.

**The following Policy Conversation Area will form part of the engagement process for the Productive Economy Paper.**



### Policy Conversation Area - METROPOLITAN GROWTH MANAGEMENT INCLUDING LAND SUPPLY, PERI-URBAN AND METROPOLITAN STAGING

*How can we better manage the interface between different land uses in peri-urban areas and ensure adequate fringe broad hectare land?*

*How can we better manage the interface between emerging rural industries such as wind and solar farms and older primary productions such as cropping, grazing and horticulture?*

*Can metropolitan staging programs provide greater certainty to all stakeholders and assist orderly development?*

# ENCOURAGING SMART CITIES AND TECHNOLOGY

Advances in technology are continuing to shape how we live and work. Our everyday interactions are constantly evolving as improved data speeds, analytical tools, communications, technologies and artificial intelligence provide new opportunities for industry diversification.

The evolution of technologies is also permeating the form and function of our urban environments. Traditional industries are experiencing fundamental shifts in business models as the digital economy transforms customer interactions and distribution networks. Increased workplace flexibility, online trading and social media are changing business work patterns, operating hours and land use requirements (such as office space), with each factor influencing the function of our cities.

Our homes are progressively becoming centres of technology in which we can work with a growing number of tools that automate appliances and improve our connectivity and efficiency. Housing construction techniques also have the potential to be revolutionised through the onset of technologies such as 3D printing and mass prefabrication which support cheaper, faster and more environmentally friendly construction.

Real time data and smart technology will lead to better utilisation of infrastructure, clean energy and energy efficiency, improvements in services and better benchmarking of cities' performance.

Making a city 'smarter' is about improving people's experiences so it better meets their needs. Competition among advanced economies for knowledge-sector jobs and industries is influencing the increased adoption of 'Smart Cities' principles. These include the matching of technology, improved public service interfaces and better data utilisation<sup>14</sup>.

There is also much more data now collected by governments and the private sector that can inform planning policy. For example, ridesharing and telecommunication companies already have vast data collections tracking how people move around cities, which could potentially better inform transport and land-use planning policy.

Smart City principles are important for both metropolitan and regional centre contexts, particularly in the new digital age. The roll-out of the National Broadband Network (NBN) will assist with improving the digital access and providing new opportunities across the state.

The nature of work itself is being transformed not only in what we do, but where and how we do it. Distance as a concept continues to be challenged, as does our traditional understanding of our need for space and time.

Similarly, a more flexible and adaptable approach to the work environment is changing our relationship with the traditional 'office' environment, with workers, particularly professionals, taking a more activity-based approach to where they work.

*A smart city is a place where public infrastructure, data technology and the internet work together to improve the quality of life for people living, visiting and working in the area.*

## WHAT THIS MEANS FOR THE PLANNING AND DESIGN CODE

There is potential for planning policies to be more responsive to the onset of technological change by anticipating impacts and promoting land use and design solutions that support liveability and retain a sense of identity.

The implementation of South Australia's new planning system provides a unique opportunity to embed advanced technologies and develop policy that

complements the anticipated benefits of technological change for the improved competitiveness of our economy. The development and progressive roll-out of a fully electronic and interactive Planning and Design Code supported by an ePlanning system which is accessible, accurate and consistent, will help enable this.



### HOW WILL THIS BE EXPLORED?

These trends and issues will be covered in the Productive Economy Paper, which will explore some of the following:

- facilitating the development of knowledge and creative industries
- integrating 'Smart City' technology with the public realm
- the influence of advancing technologies on planning.



# BUILDING A BETTER PLANNING SYSTEM

Who makes planning decisions, how they are made, and how the community can participate in them is fundamental to the planning system.

The Expert Panel for Planning Reform made a number of recommendations to improve the governance and operation of the planning system to make it better for all South Australians. This has resulted in the following:

- the formation of the State Planning Commission (the Commission)
- the development of the Community Engagement Charter
- greater Parliamentary scrutiny
- better coordination and delivery of infrastructure.

The Commission is a non-partisan body providing advice and leadership on all aspects of planning and development throughout our state – housing design, roads, public transport, location of schools and services, and open space. The Commission is also the state's principal development assessment and planning advisory body.

The Commission has developed the Community Engagement Charter to enable communities to have a greater say in the direction of their neighbourhoods by influencing the setting of local development rules.

The planning reforms also provide a mechanism to allow regional boards, independent expert panels and accredited professionals to make decisions in accordance with a stringent set of criteria and under the regulatory oversight of the Commission.

The Commission has responsibility for leading the transition from the *Development Act 1993* to the new Act, which includes the introduction of the Planning and Design Code.

*The Commission's charter is to act in the best interests of all South Australians, promoting the principles outlined in the Planning, Development and Infrastructure Act 2016 to encourage state-wide economic growth and support livability.*

*The Code will consolidate South Australia's 72 existing development plans into one clear planning rulebook for the state and will be supported by a new e-planning system so that planning information is easily accessible online.*



# A MORE EFFICIENT AND EFFECTIVE SYSTEM

As South Australia continues to grow, it is critical to ensure that our cities, regions and communities develop in ways that best adapt to, support, and further this growth. This can be achieved by providing certainty and removing unnecessary delays in South Australia's planning system.

South Australia's Expert Panel on Planning Reform identified a number of areas of reform to the planning system as a whole, with key areas of Code improvement for development plans identified:

- growing prescription of planning controls that stifle innovation and create barriers to good projects
- growing over-regulation of planning assessments with around 70,000 applications per year (substantially above other states on a per capita basis)
- inconsistent planning rules affecting similar applications in comparable locations
- significant duplication of policy with over 500 zones covering residential areas alone
- rules that quickly become out-of-date due to slow amendment processes.



**The Code Technical Discussion Paper will explore how the new Code will address some of these matters:**

- considering the appropriate level of assessment for defined forms of development (restricted, performance assessed or deemed to satisfy)
- providing a streamlined set of zones, subzones and overlays with clear rules around local variation
- providing certainty of assessment pathways, public notification and referrals
- describing clear performance outcomes for development

The primary object of the Act is to support and enhance the state's liveability and prosperity in ways that are ecologically sustainable and meet the needs and expectations, and reflect the diversity, of the state's communities by creating an effective, efficient and enabling planning system.

## THE ACT INTENDS TO:

- provide a system that is easy to understand and provides consistency in interpretation.
- provide users with a digital system.
- promote certainty while at the same time providing scope for innovation.
- promote high standards for the built environment through an emphasis on design quality.
- promote safe and efficient construction through cost-effective technical requirements.
- provide financial mechanisms, incentives and value-capture schemes that support development.
- promote cooperation, collaboration and policy integration between and among State Government agencies and local government bodies.



# NEXT STEPS

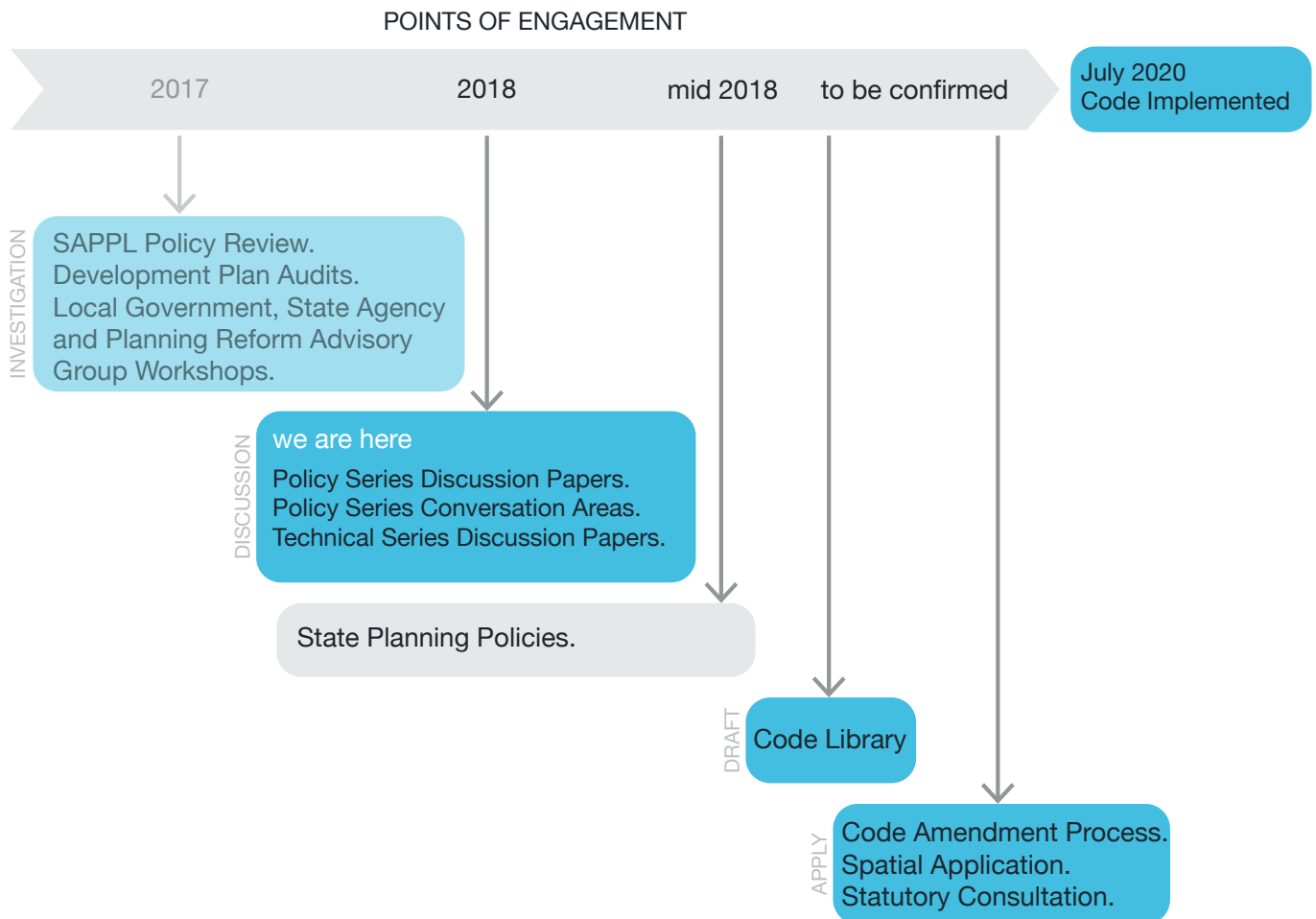
The **Blueprint for South Australia’s Planning and Design Code Discussion Papers** will be released progressively, with each available for public comment and accompanied by opportunities for industry and community engagement.

The **Policy Series Conversation Areas** will work through some of the more significant policy issues that will be a focus for reform in 2018 and onwards.

These are aligned to one or more of the Policy Series Discussion Papers and are a key part of their engagement process.

In parallel, the **State Planning Policies** will also be released for consultation by the middle of 2018.

The **draft Code Library** subsequently will be released for formal statutory consultation in early 2019.



## END NOTES

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# HOW YOU CAN GET INVOLVED

We invite you to participate and share your opinions as we shape and progress development of the Code.

For further details about the engagement process and to get involved visit:

[www.saplanningportal.sa.gov.au](http://www.saplanningportal.sa.gov.au)



**Government of South Australia**  
Department of Planning,  
Transport and Infrastructure