



GREATER ADELAIDE REGIONAL PLAN

Technical Guide

March 2025

The screenshot displays the 'Vision' section of the Greater Adelaide Regional Plan web application. The interface includes a navigation menu on the left with options like 'Home', 'Help', and 'Actions'. The main content area features a map of Greater Adelaide with various planning layers overlaid. A 'Layers' panel on the left lists categories such as Coastal Environment, Blue Carbon, Scenic Landscape, Coastal Hazards, Coastal Saltmarsh and Mangroves, Projected Coastal Flooding, and Potential for coastal inundation. A central text box reads: 'The Greater Adelaide Regional Plan delivers a planning vision for Greater Adelaide through to 2051.' Below this, there are three data visualizations: a line graph for 'Projected Population Actual and Projected Pop 2051', a text box for 'A Planning Vision for Greater Adelaide' with a cityscape image, and a horizontal bar chart for 'Population by Age' comparing 2023 and 2041 data.

Projected Population Actual and Projected Pop 2051

Year	Actual	Growth Scenario Medium	Growth Scenario High
2021	~151,500	~151,500	~151,500
2026	~165,000	~165,000	~165,000
2031	~175,000	~175,000	~175,000
2036	~185,000	~185,000	~195,000
2041	~195,000	~195,000	~205,000
2046	~205,000	~205,000	~215,000
2051	~215,000	~215,000	~225,000

A Planning Vision for Greater Adelaide

A liveable, connected region, with world-leading industries, thriving communities and a cherished natural environment.

Population by Age

Age Group	2023 (%)	2041 (%)
0-12	12	12
13-19	19	19
20-24	21	20
25-34	19	19
35-44	19	19
45-54	23	20
55-64	10	13
65-74	10	13
75+	10	13



About this guide

This guide has been prepared to assist planning practitioners and interested persons in understanding how the draft Greater Adelaide Regional Plan (GARP) works and how it was prepared.

This guide provides:

- A general description of each element of the GARP, including structure, digital platform, interactive maps, feature information, actions and targets.
- The legislative framework and how the GARP integrates into the planning system.
- An overview of the investigations, assumptions and how the GARP was prepared.

To access the regional planning home page, visit <https://regional.plan.sa.gov.au/>.

Need more help?

To find out more visit www.plan.sa.gov.au, email PlanSA@sa.gov.au or call the PlanSA Service Desk on 1800 752 664.

Table of contents

1.	Introduction.....	7
1.1	Legislative framework.....	7
1.1.1	Planning regions	7
1.1.2	The Greater Adelaide region	8
1.1.3	Designated entity.....	9
1.2	Role of statutory instruments	9
1.2.1	State Planning Policies	10
1.2.2	Regional plans.....	10
1.2.3	Planning and Design Code	11
1.2.4	Design Standards	11
2.	GARP scope and structure	12
2.1	The Commission’s drafting and delivery principles	12
2.2	The digital regional planning platform	13
2.3	Approach to sub-regions.....	15
2.4	Main features of the GARP	16
2.5	Structure overview.....	17
2.5.1.	Vision	17
2.2.1	Acknowledgement of Country	18
2.2.2	Context.....	18
2.2.3	GARP themes and subthemes.....	19
2.2.4	Targets.....	22
2.2.5	Actions	22
2.2.6	Mapping	23
2.2.7	Other documents and plans.....	24
3.	GARP preparation.....	26
3.1.	High-level process.....	26
3.2.	Applying the State Planning Policies	26
3.3.	Policy settings	27
3.3.1.	National Urban Policy	27
3.3.2.	National Housing Accord	27
3.3.3.	Principles of Good Planning	28
3.3.4.	State government strategies and policies.....	29
3.3.5.	Local government strategies	29
3.4.	Regional context.....	29

3.4.1.	Land supply and development activity	30
3.4.2.	Population projections	30
3.5.	Strategic Foresight.....	31
4.	Growth planning investigations	33
4.1.	Stage 1 investigations – Evidence-base.....	33
4.2.	Stage 1 – Land supply principles.....	34
4.3.	Stage 1 - Opportunities and constraints mapping.....	35
4.3.1.	First cut mapping.....	35
4.3.2.	Second cut mapping	40
4.4.	Stage 1 – Engagement.....	42
4.4.1	GARP Discussion Paper	42
4.5.	Stage 2 – Detailed investigations overview	42
4.4.2	Stage 2 investigation assumptions	43
4.4.3	Investigation outputs	43
5.	Greenfield growth area investigations	44
5.1.	Scope and assumptions	44
5.2.	Methodology	46
5.2.1.	Step 1.....	46
5.2.2.	Step 2.....	46
5.2.3.	Step 3.....	47
5.2.4.	Step 4.....	47
5.2.5.	Step 5.....	47
5.3.	Results and key recommendations	47
5.4.	Draft GARP inputs.....	48
5.4.1.	Environment and Food Production Areas	49
6.	Transit corridor and targeted infill study.....	50
6.1.	Scope and assumptions	50
6.2.	Infill typologies	51
6.3.	Methodology	52
6.3.1.	Methodology Step 1	52
6.3.2.	Methodology Step 2	54
6.3.3.	Methodology Step 3	54
6.3.4.	Methodology Step 4	54
6.4.	Results and key recommendations	55
6.5.	Infill peer review	56
6.6.	Draft Plan inputs.....	56

7.	Housing Diversity Study	58
7.1.	Scope of work.....	58
7.2.	Assumptions and key inputs	59
7.3.	Results and key recommendations	59
7.4.	Further work.....	60
8.	Employment Land Strategy.....	62
8.1.	Scope and assumptions	62
8.2.	Methodology	62
8.2.1.	Stage 1: Employment trends analysis	62
8.1.1	Stage 2: Develop an employment land strategy.....	63
8.1.2	Stage 3: Local area employment projections.....	63
8.1.3	Stage 4: Develop an activity centres strategy	63
8.3.	Results and key recommendations	64
8.4.	Draft GARP inputs.....	64
9.	Open Space Strategy.....	66
9.1.	Methodology	66
9.1.1.	Stage 1: Review, analysis and recommendations	66
9.1.2.	Develop a new Open Space Strategy for Greater Adelaide	66
9.2.	Commission directions.....	67
9.3.	Key strategy outputs	68
9.4.	Draft GARP inputs.....	68
9.5.	Post-consultation changes	69
10.	Targets and Measures	71
10.1.	Land supply targets	71
10.1.1.	Residential Land Supply Targets	71
10.1.2	Employment Land Supply Targets	72
10.2.	Housing targets	73
10.3.	Tree canopy target	75
10.1.2	Current status - Tree canopy cover report card.....	76
10.1.3	Methodology and data source	79
10.4.	Future targets.....	79
11.	Working with state agencies	80
11.1	Agency collaboration with infrastructure investigations	80
11.2	Agency briefings	80
11.3	Agency draft content review	81
12.	Post-Consultation Process of the Draft.....	82

12.1.	Commission’s position with respect to the altering of draft content.....	82
12.2.	Government’s alterations to the GARP	83
13.	Appendices	84
	Appendix 1 – Greater Adelaide Region Map.....	85
	Appendix 2 – Mechanisms for updating a regional plan	86
	Appendix 3 – Interrelated streams of GARP work.....	90
	Appendix 4 – Links to other state government documents	91
	Appendix 5 – Growth investigations baseline assumptions.....	93
	Appendix 6 – State agency and service provider engagement.....	98

1. Introduction

The *Planning, Development and Infrastructure Act 2016* (PDI Act) requires a regional plan to be prepared for each planning region.

The Greater Adelaide Regional Plan (GARP) defines the long-term spatial vision for growth and change in the Greater Adelaide region, focusing on the integration of land use, transport and the public realm. It plays a significant role in identifying land for housing and employment, and identifying long-term infrastructure needs to support sustainable growth.

The Government of South Australia has adopted projections for Greater Adelaide's growth over the next 30 years that includes up to 670,000 more people, 315,000 new houses and about 254,000 additional jobs.

To support the preparation of the GARP, the State Planning Commission (Commission) has engaged extensively with state government agencies, local government, industry and the community, including three months of consultation on the GARP Discussion Paper commencing in August 2023, and a further 6 weeks, ending in December 2024.

Strategic foresight was used to identify the critical uncertainties and mega-trends most pertinent to Greater Adelaide, including their potential land use implications. Analysis of State Planning Policies, constraints and opportunities provided the initial identification of areas potentially suitable for long-term housing and employment growth.

Five streams of detailed growth investigations, including analysis of infrastructure capacities, provide the evidence base for narrowing the identification of future growth areas.

1.1 Legislative framework

The PDI Act sets out the framework for South Australia's planning system. Section 64 provides that a regional plan must be prepared for each planning region.

1.1.1 Planning regions

Section 5 of the PDI Act enables the Governor of South Australia to divide the state into specific planning regions through proclamation. There are currently seven (7) planning regions:

- Greater Adelaide
- Eyre and Western
- Far North
- Kangaroo Island
- Limestone Coast
- Murray Mallee
- Yorke Peninsula and Mid North

Following on from the Governor's proclamation, the Commission 'identified' that the following South Australian Planning Strategies, prepared under the *Development Act 1993*, apply until such time as the new regional plans are prepared and adopted:

- [The 30-Year Plan for Greater Adelaide 2017 Update](#)
- [The Eyre and Western Region Plan \(April 2012\) \(PDF, 3443 KB\)](#)

- [Far North Region Plan \(July 2010\) \(PDF, 3415 KB\)](#)
- [Kangaroo Island Plan \(January 2011\) \(PDF, 2776 KB\)](#) and [Addendum \(January 2014\) \(PDF, 869 KB\)](#)
- [Limestone Coast Region Plan \(August 2011\) \(PDF, 5836 KB\)](#)
- [Mid North Region Plan \(May 2011\) \(PDF, 5976 KB\)](#)
- [Murray and Mallee Region Plan \(January 2011\) \(PDF, 3699 KB\)](#) and [Addendum \(December 2013\) \(PDF, 3425 KB\)](#)
- [Yorke Peninsula Regional Land Use Framework \(December 2007\) \(PDF, 1159 KB\)](#)
- [Port Augusta Structure Plan \(July 2010\) \(PDF, 4862 KB\)](#)
- [Greater Mount Gambier Master Plan \(February 2008\) \(PDF, 890 KB\)](#)
- [Andamooka Structure Plan \(July 2013\) \(PDF, 2962 KB\)](#).

1.1.2 The Greater Adelaide region

The GARP is the regional plan for the Greater Adelaide planning region, incorporating the following local government areas:

- Adelaide Hills Council
- Adelaide Plains Council
- Alexandrina Council
- The Barossa Council
- Campbelltown City Council
- City of Adelaide
- City of Burnside
- City of Charles Sturt
- City of Holdfast Bay
- City of Marion
- City of Mitcham
- City of Norwood Payneham & St Peters
- City of Onkaparinga
- City of Playford
- City of Port Adelaide Enfield
- City of Prospect
- City of Salisbury
- City of Tea Tree Gully
- City of Unley
- City of West Torrens
- City of Victor Harbor
- District Council of Yankalilla
- Light Regional Council
- Mount Barker District Council
- Rural City of Murray Bridge
- Town of Gawler
- Town of Walkerville

Appendix 1 contains a map of the Greater Adelaide planning region.

The PDI Act also enables planning regions to be divided into parts relating to subregions, as per the process described in section 6.

Before a subregion can be Gazetted, the Minister must seek the advice of the Commission and give any council directly affected notice and opportunity to make a submission within a consultation period of at least 28 days. Due consideration of the proposed subregional geographies needs to be given. This may include consideration of administration boundaries, relevant economic, social and cultural factors, community interests and relevant environmental factors (including water catchment areas and biogeographical regions).

The establishment of formal subregions under the PDI Act was out of scope for the first iteration of the GARP.

1.1.3 Designated entity

Section 64(2) of the PDI Act states that if a Joint Planning Board (Board) has been constituted in relation to an area of the state, the regional plan for that area must be prepared by the Board.

A Board is a body corporate with its own powers and responsibilities and is constituted in accordance with the terms of a Planning Agreement, which sets out the functions, membership and how a Board is to operate.

The only mandated function of a Board is preparation of a regional plan for the area of the Board, although other functions can be undertaken, such as appointing a regional development assessment panel and progressing regionally relevant amendments to the Planning and Design Code (Code).

Where there is no Board, the PDI Act requires the Commission to prepare the regional plan.

Therefore, as there are no Boards within the Greater Adelaide region, the Commission is the designated entity for the preparation of the GARP.

1.2 Role of statutory instruments

The PDI Act prescribes four main statutory instruments. In the context of the GARP scope, it is important to consider the role of each instrument to ensure that duplication is avoided.

Figure 1 provides an overview of the planning system's strategic and assessment framework and the relationship of regional plans to other tools within the planning system.

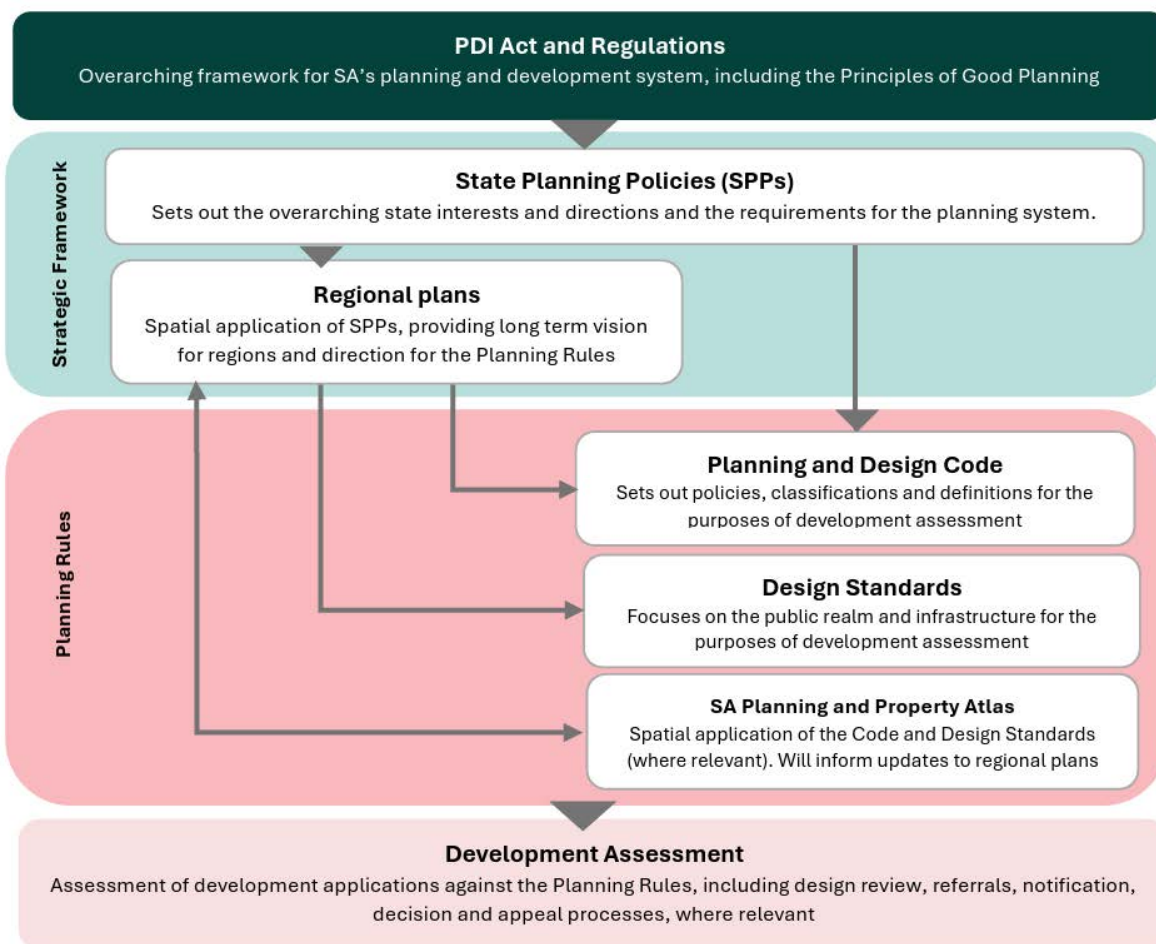


Figure 1 The planning system's strategic and assessment framework

1.2.1 State Planning Polices

[State Planning Policies](#) (SPPs) are the highest order policy document in South Australia's planning system. They outline matters of importance to the state in land use planning and development and provide a policy environment aimed at enhancing our liveability, sustainability and prosperity

The SPPs are given effect primarily through regional plans and the Code.

Prior to the introduction of SPPs, similar state-wide policies were contained in the various volumes of the Planning Strategy for South Australia, including *The 30 Year Plan for Greater Adelaide*. With the SPPs already in place, the regional plans must adopt a more defined role of providing a spatial vision for future growth and change in a particular region.

1.2.2 Regional plans

Regional plans define the long-term spatial vision for growth and change in a region. Essentially, they are the spatial representation of the SPPs as they apply to a region. A regional plan must include:

- A long-term vision (over a 15-to-30-year period) for the region, including provisions about the integration of land use, transport infrastructure and the public realm.
- Maps and plans that relate to the long-term vision.
- Contextual information about the region or area, including forward projections and statistical data and analysis as determined by the Commission or required by a practice direction.
- Recommendations about the application and operation of the Code.
- A framework for the public realm or infrastructure within the region or area.

Regional plans may be divided into parts relating to subregions, and may include structure plans, master plans, concept plans or other similar documents.

Development assessment

A regional plan cannot be used for the purposes of assessing development applications except for a development requiring an Environmental Impact Statement (EIS) (sections 113 and 115 of the PDI Act). During the EIS process, the expected effects of the development are considered against the provisions of the regional plan and the Minister for Planning has regard to these considerations in the final decision making.

1.2.3 Planning and Design Code

The Code sets out the policies, rules and classifications which may be applied in various parts of the state for the purposes of development assessment.

The Code applies zones, subzones and overlays that form spatial layers in the South Australian Property and Planning Policy Atlas (SAPPA) to specify policies and rules that govern the use and development of a particular area. Code amendments focus on proposals to either refine policy or definitions, or to amend the spatial application of a zone, subzone or overlay.

1.2.4 Design Standards

Design standards are instruments that supplement the Code, with a focus on the public realm and infrastructure. They aim to promote good design in public places, help manage the interface between the public and private realm, and contribute to efficiencies in the delivery of high-quality infrastructure in conjunction with development.

2. GARP scope and structure

2.1 The Commission's drafting and delivery principles

In March 2022, the Commission established a series of principles to form an overarching framework for the preparation of the regional plans. These are identified below:

Regional plans will:

1. Reflect whole-of-government plans but has a strong focus on the future planning of land use and the integrated delivery of critical transport, other infrastructure, and the public realm.
2. Establish a long-term vision (30 years) with:
 - Immediate actions (0 to 5 years) proposed to implement these outcomes and targets through other instruments (e.g., Code amendments).
 - Short to medium outcomes and targets identified (0 to 15 years).
 - Indicative medium- to long-term outcomes (16 to 30 years) identified that will be reviewed in future regional plan updates as new data and information becomes available.
3. Identify sufficient land supply to support housing diversity, affordable living, and employment growth.
4. Align with the Objects of the Act, the Principles of Good Planning and is consistent with the State Planning Policies (SPPs).
5. Not duplicate the SPPs or other government strategies or plans.
6. Contain clear principles for orderly development and the management of growth, including a hierarchy of places to guide the form and intensity of settlements and the prioritisation of release of urban lands.
7. Remain relevant over time by providing scenario-based directions or actions that respond to economic growth, investment scenarios or other opportunities.
8. Recommend specific amendments to the Code with cadastral defined spatial mapping and specific textual amendments, wherever appropriate.
9. Include precise performance indicators and targets with a consistent set of metrics to measure implementation and success.

The final GARP includes an implementation dashboard that breaks down actions into particular timeframes and the responsible entity. The GARP has a maximum implementation timeframe of five years that is reviewed at least annually. This dashboard will allow for the tracking of delivering the GARP.

In addition, to the preparation principles above, the Commission set four additional principles to guide the delivery of the regional plans:

Delivery of the regional plans will be:

1. User-friendly and easy to understand, with the focus on maps, images, graphics and actions.
2. Interactive and digital by default being accessed via the SA planning portal.
3. Divided into four main themes:
 - a. People, housing and liveability
 - b. Productive economy
 - c. Natural resources, environment and landscapes
 - d. Transport and infrastructure.
4. Transparent and accountable through good governance.
5. Coordinated delivery of land use and infrastructure planning.



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



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



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



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



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



Includes performance indicators to measure the success of the Plan



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

2.2 The digital regional planning platform

The regional plans have been developed for a digital online platform. The portal gives all South Australians access to state-wide planning and infrastructure framework that will:

- Provide a long-term vision for each region.
- Support targets and actions for land use, transport infrastructure and the public realm through interactive maps, dynamic data, and spatial plans.
- Increase the availability, accuracy, and relevance of data to inform integrated land use and infrastructure decisions, including current and forward projections, statistical data, and analysis.
- Facilitate deeper up-front engagement with the community, landowners, agencies, and other stakeholders about plans for their area and how it will affect their land, neighbourhood or towns.
- Allow faster implementation of planning strategies to respond quickly to housing demand or employment growth by streamlining zoning changes with reduced workflows and touchpoints.

Further benefits of digital regional plans include:

- All planning land use strategies and maps can be easily accessed, amended, and maintained.
- Contextual information relating to population projections, housing, land supply and employment can be readily updated and ingested into the digital platform as required, ensuring the contextual information remains up to date and relevant.
- Maps within the regional plans are interactive by default. The user can zoom, pan, modify certain spatial mapping layers, and search property addresses to suit their interests.
- Whole-of-government strategies and mapping data can be integrated into the relevant regional plan and updated as required. This ensures mapping data and policies remain consistent, relevant, and aligned.
- Analytical data on how the regional plans can be utilised to assist with future amendments and user interface enhancements.

To ensure accessibility is maintained for all users, the digital regional planning platform can also generate a customisable PDF of the regional plan, which can be downloaded and used as a hardcopy.

Method of operation

A digital regional plan is a dynamic online system, which actively responds to user inputs and the level of interrogation sought by the user. Users can:

- Zoom to a particular mapping extent that enables more specific policy to be presented.
- Modify certain layers on a spatial map.
- Search function to identify regional plan policy for specific allotments.

The digital plan will be the plan of which ‘judicial notice’ will be taken. The digital plan will be the official copy from which the generation of content and the download of PDF versions occur.

The digital plan will operate in the following manner:

- Region-wide policies will continue to be visible notwithstanding the level of spatial extent applied in any map.
- Critical constraints or restrictions of land will continue to be identified in any map.
- The reference layers will be determined by the choice of the user.

User guides can be found via the following links:

- [How to Use - Tools and Features in the Regional Plan](#)
- [How to Use - Search Tool in the Regional Plan](#)

2.3 Approach to sub-regions

As the establishment of formal sub-regions under the PDI Act was out of scope for the first iteration of the GARP, the Commission resolved to adopt the ‘land supply regions’ used in the Population Projection reports for the purposes of delineating targets and measures, and to avoid confusion with concept of statutory subregions.

The use of land supply regions is a simple and logical way of measuring population growth, and land supply and demand in the GARP.

These land supply regions are used for preparing and reporting on population projections and land supply and demand in the Land Supply Dashboard.

Greater Adelaide is made up of 10 land supply regions (see Figure 2). Adoption of these regions for the purposes of setting and measuring targets is beneficial because they:

- Are based on Australian Bureau of Statistics (ABS) geography, hence will be easy to update and compare trends over time.
- Recognise the Greater Adelaide Capital City (GACC) region within the much larger Greater Adelaide region.



Figure 2 GARP land supply regions for the purposes of targets and measures

- Are mostly concordant with local government area geography, with only a couple of exceptions.
- Are relatively accepted by local government and other stakeholders for the purposes of targets and measures.

Given to the digital and dynamic nature of the regional plans, and the mechanisms provided under the PDI Act, opportunity exists to update the GARP on a more regular basis, including the possible establishment of formal subregions in a future iteration.

2.4 Main features of the GARP

The regional plan is divided into sections (or parts) to assist with its readability and application - both digitally and printed PDF versions.

The GARP structure includes a long-term vision, themes, outcomes, strategies, actions, contextual information and reference material in the form of text, maps, graphs and tables. These will be maintained and kept up to date by one of the three statutory processes available under the PDI Act to ensure data and information remains relevant. The overarching structure is identified below:

PART	OVERVIEW
Rules of Interpretation	
Rules of Interpretation	This section explains the structure of a regional plan, how it is to be read and applied.
Vision and context	
Vision	Long-term vision for the Greater Adelaide region and Acknowledgement of Country.
Context	Reference material on population, housing and employment trends that is used to inform long-term planning decisions.
Themes	
Outcomes	The content is grouped into five themes, each with at least one outcome sought which links back to the long-term vision for Greater Adelaide.
Theme text	Provides further context and clarity on the challenges/opportunities facing the region.
Subthemes	
Long term strategic objectives	Identifies strategic objectives that should be implemented to achieving the broader outcomes of the GARP and the implementation of the SPPs at regional level.
Subtheme text	Focused text relating to the specific subtheme and associated SPPs. The text may recognise broader government plans and strategies as contextual information.

PART	OVERVIEW
Targets and Measures	
Target	Assist to monitor the effectiveness of strategies and actions being implemented to deliver the objectives, vision and relevant SPPs for the region.
Target status	Provides a status on whether the target has been achieved.
Actions	
Actions	Future actions that state or local government will undertake to implement the objectives and strategies contained within each regional plan. The regional plan recommends actions for a rolling 5-year period.
Maps	
Primary mapping layer	Spatial implementation of the SPPs and seeks to provide direction about future land use changes, particularly amendments to planning instruments. These may form recommendations to the Code under section 73 or 75 of the PDI Act.
Reference mapping layer	These mapping layers are for information purposes to assist a user in decision making or to further understand context.

2.5 Structure overview

2.5.1. Vision

Section 64(3) of the PDI Act prescribes that a regional plan must include a long-term vision (over a 15-to-30-year period) for the relevant region, including provisions about the integration of land use, transport infrastructure and the public realm. This guides the framework for managing growth, change, land use and development in that region.

The overarching vision for the region assists in providing context to the individual themes, outcomes, strategies and actions that have proposed.

The vision statement is supported by a long-term spatial vision for each region which identifies:

- Long-term future transport and infrastructure.
- Future settlement hierarchy which provides a guide to the long-term function and growth of each township or settlement.
- Significant employment and primary production assets.
- Top drivers of change, primarily significant projects or investments that will influence growth and change that the plan and other planning instruments may need to respond to.

Users can navigate through the different mapping features of the vision map, which will dynamically pan and zoom into the spatial locations of these mapping features. The purpose of the vision map is to provide further context on what is occurring and planned in the region. These features align with the long-term vision statement.

2.2.1 Acknowledgement of Country

This section acknowledges the Traditional Owners of land and their ongoing connection to the land through storylines, spiritual and cultural connections, and histories.

Mapping can be found in the Aboriginal cultural heritage and values section of the People, housing and liveability theme. This section will also identify Native Title Claimant Applications and Determination Areas. This is intended to assist with the preparation of engagement plans under the Community Engagement Charter, recognising that Prescribed Body Corporations are the first point of contact for government or other parties who wish to talk to Native Title holders or undertake activities on Native Title land.

This section also provides additional opportunities to include cultural mapping developed in collaboration with Traditional Owners to further identify and protect the cultural values of each region. This will require long-term collaboration with First Nations groups.

2.2.2 Context

Contextual information is material that assists in informing long-term planning decisions. Contextual information reflects projections and information published by government and commonly used to inform long term land use planning decisions. It establishes common planning assumptions that local government, state agencies and infrastructure providers should use for land use and infrastructure planning.

Population projections

Population projections seek to understand the most likely future demographics of the population of the state. Projections play a critical role in planning for the state's sustainable growth.

The state government provides population projections at several geographic levels which are updated every five years. These projections follow the release of final figures from the most recent Census of Population and Housing published by the ABS.

The population projections published in the regional plan reflect the state's adopted projections that should be used by state agencies and local government when making long-term land use planning decisions. High-growth projections are to be used when evaluating residential and employment supply.

Housing land supply

Housing land supply reporting is a point-in-time analysis of residential development trends, projected demand, and land supply across the region. This information will be used as an evidence base to determine the capacity of the land use planning system to provide an adequate supply of appropriate land to meet market demand.

The following contextual data is maintained in the regional plan for residential land supply.

DATA	SOURCE	MINIMUM UPDATE FREQUENCY
Dwelling types	ABS	1 year*
Total dwellings	PLUS	1 year*
Dwellings occupied	ABS	5 years
Average people per household	ABS	5 years
Number of dwellings built per year	PLUS	1 year*
Current housing land supply	PLUS	1 year*
Future housing land supply	PLUS	1 year*

*Can be updated as required.

Employment land supply

Employment land supply reporting is a point-in-time analysis of employment development trends, projected demand, and land supply across the region. This information will be used as an evidence base to determine the capacity of the land use planning system to provide an adequate supply of appropriate land to meet market demand.

The following contextual data is maintained in the regional plan for employment land supply.

DATA	SOURCE	MINIMUM UPDATE FREQUENCY
Industry types (employment)	ABS	5 years
Vacant land consumption	PLUS	1 year*
Employment land use mix	Valuer-General	1 year
Current employment land supply	PLUS	1 year*
Future employment land supply	PLUS	1 year*

*Can be updated as required.

2.2.3 GARP themes and subthemes

GARP been prepared around the four main themes originally set by the Commission in 2022 for all regional plans. A fifth theme was added due to feedback on the Kangaroo Island Regional Plan to enable users to directly navigate to the implementation section.

Each theme contains at least one outcome aligning with the overall regional vision.

Theme: People, housing and liveability

- **Outcome 1:** More housing in the right places
- **Outcome 2:** Liveable, accessible and inclusive communities

Theme: Productive economy

- **Outcome 3:** A strong economy built on a smarter, cleaner future

Theme: Natural resources, environment and landscapes

- **Outcome 4:** A greener, wilder and more climate resilient environment

Theme: Transport and infrastructure

- **Outcome 5:** An integrated and connected region

Theme: Implementation and delivery

- **Outcome 6:** Coordinated delivery of land use and infrastructure planning

There are 16 SPPs with an additional six Special Legislative Schemes (SLS) that apply in various areas of the region. Although interconnected, each SPPs is grouped under the most applicable theme headings and are identified as subthemes.

The five themes and relating subthemes are divided as depicted in Figure 3.

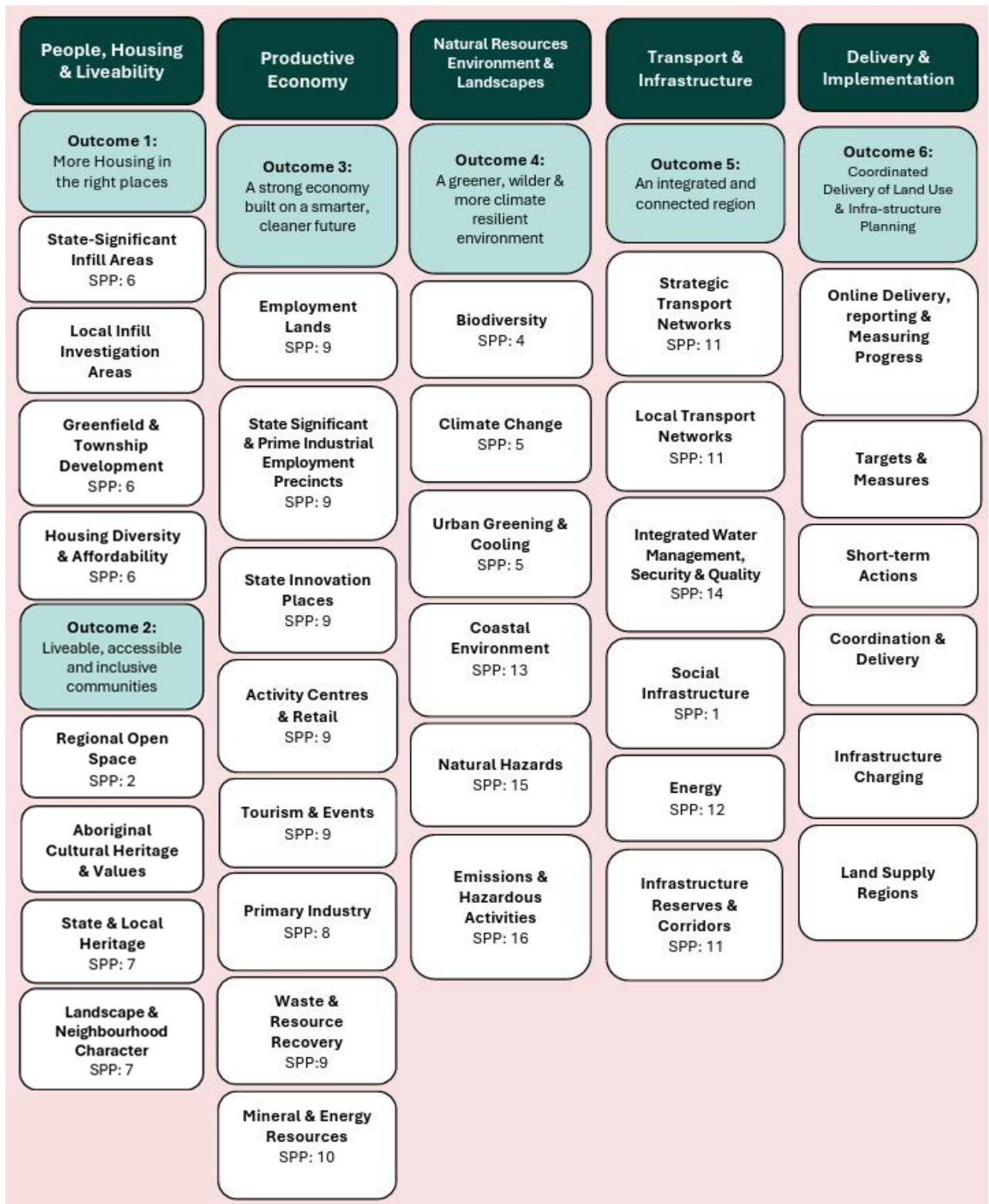


Figure 3 Structure of the Plan - Themes, outcomes and subthemes aligned with SPPs

Theme commentary

Commentary under each theme heading provides further context on the outcome sought, as well as the challenges and opportunities for the region to assist the reader in understanding the considerations behind each of the outcomes, long-term strategic objectives, actions, and mapping layers. This section may also recognise broader government plans and strategies

relevant to region, but address matters outside of the planning system and are implemented outside of the PDI Act.

Subthemes

Under each theme is a series of subtheme drop-down boxes that broadly align with the following:

- The overall objectives of the SPPs in the context of the region.
- Actions proposed to be implemented within the next 5 years.
- Hyperlink to the relevant SPPs.
- Performance measures and targets where appropriate.
- Mapping layers with layer descriptors which reflect the spatial strategies and directions for each region.

2.2.4 Targets

The regional plan includes targets that assist the Commission to monitor the implementation of the plan. The targets are a key tool to measure progress against the high-level strategic objectives for each region and to identify if the strategies and actions in the plan have been effective in delivering these objectives.

Each target will be reviewed and reported at least annually.

Targets in the regional plan will include the following information:

- what the target is and a description of the measurable outcome
- how the target will be measured
- current status
- visual indicator of the target value.

2.2.5 Actions

The regional plan recommends actions for a rolling 5-year period, including recommendations to amend the Code with cadastral defined spatial mapping and specific textual amendments identified where possible. The responsibility for these actions can be assigned to a council, Commission, Planning and Land Use Services (PLUS) or state agencies.

Actions include (but are not limited to):

- Recommendations to amend the Code.
- Amendments to other planning instruments.
- Further investigations required that may inform amendments to the regional plan or other planning instruments or inform other land use or infrastructure matters including preparation of an infrastructure scheme.

- Planning and delivery of infrastructure or public realm improvements.
- Preparing or amending other strategies or plans relevant to land use, public realm, or infrastructure matters for the region.

2.2.6 Mapping

The mapping layers featured in the regional plan contain two layers of spatial information:

- **Primary Layers** – Spatial implementation of the SPP and seek to provide direction about future land use changes, particularly amendments to planning instruments. These may form recommendations to the Code under section 73 or 75 of the PDI Act. These seek to respond to the Principles for Statutory Instruments identified in each SPP and seek to provide the spatial implementation of each SPP for each region.
- **Reference Layers** – Reference material that would assist a user, landowner, agency, council, the Commission, or the Minister for Planning in considering strategic opportunities, constraints or contextual information that would assist in making decisions about long-term land use and infrastructure planning.

Each mapping layer includes a descriptor which identifies what the mapping layer is and the purpose of the mapping layer.

In the case of primary layers, these also form spatial strategies for the region identifying matters such as (but not limited to):

- Where future land use and infrastructure changes are expected.
- Land that should be preserved or urban development should be avoided (due to environmental value, high-value agricultural land, or cultural value).
- Identifying long-term urban form outcomes envisaged (i.e. areas of heritage and character and those expected to intensify).
- Areas that should be avoided due to hazard risk or where mitigation and adaptation strategies may be required.

These mapping layers assist in strategic planning decision making and investigations (particularly in relation to amendments to statutory instruments) by:

- Informing appropriate land uses and zone selection.
- Identifying constraints (e.g. hazards or environmental) and opportunities (e.g. current / future infrastructure provision).
- Identifying additional investigations that will be required (e.g. is the land subject to hazards, have native vegetation or biodiversity value that needs to be considered?).
- Identifying state agency interests and application of overlays in the Code.
- Assist with preparing engagement plans including identification of state agency interests, Traditional Owners or other non-government stakeholders or interest groups.

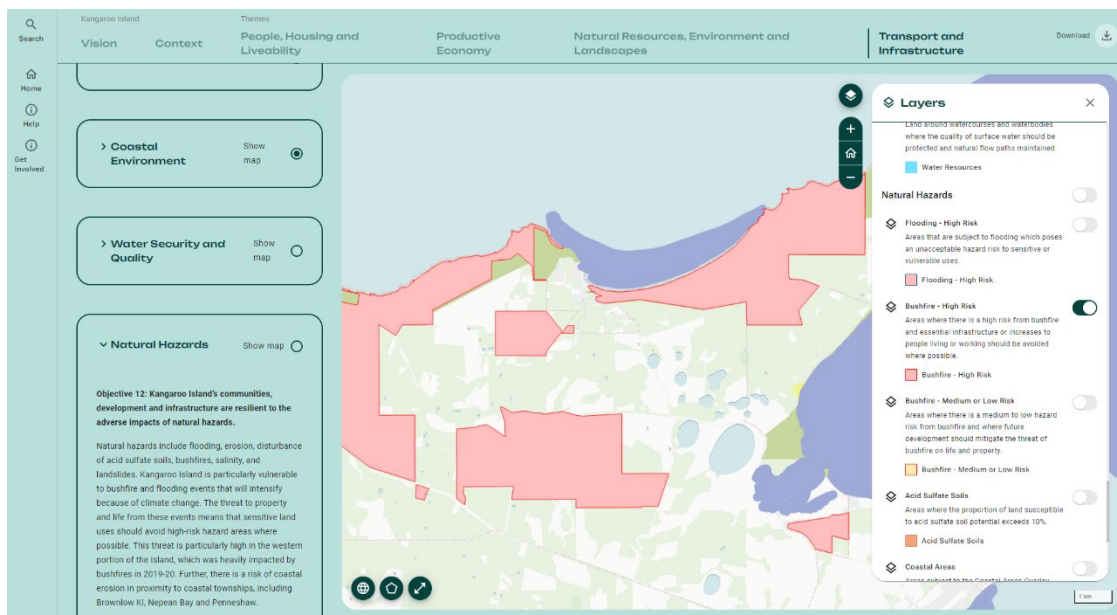


Figure 4 The Bushfire – High Risk layer shown in the Digital Regional Plan

For example, in Figure 4, Bushfire – High Risk; identifies areas where there is a high risk from bushfire and that essential infrastructure or increases to people living or working should be avoided where possible. In practice, this spatial mapping layer should be considered when proposals to amend other planning instruments are considered, and whether amendments to zoning will increase risk to people, property, or essential infrastructure.

2.2.7 Other documents and plans

Regional plans may incorporate structure plans, master plans, concept plans or other similar documents.

For example, the draft Kangaroo Island Regional Plan incorporates a council endorsed structure plan that informs the future land use, public realm and infrastructure changes expected for an area.

At this stage, the GARP does not contain structure plans, however some actions identify the development of a structure plan (Kudla), or a structure plan may evolve out of a council's strategic planning initiatives to meet housing targets set under the GARP.

Structure plans

Structure plans provide a broad spatial expression of the desired development outcomes for an area and can include transit corridors, centres, renewal areas, employment lands or greenfield sites. Structure plans may also be used to identify infrastructure and governance matters that will require resolution to facilitate the desired development outcomes of an area.

Structure plans should identify:

- Future land use changes to inform amendments to the Code including zone selection and introduction of concept plans to assist with infrastructure and land use coordination

- Key structural elements of a township or growth area including major roads or transport infrastructure.
- Identify areas of public realm and open space that will be delivered or upgraded.
- Major constraints or hazards, or environment areas that should be conserved or protected.
- Key infrastructure required to facilitate identified growth, particularly where infrastructure funding, coordination and agreements will be required between private landowners and state and local governments.
- Structure plans that specifically address zone selection and the establishment of concept plans for incorporation into the Code provide the opportunity to facilitate fast-tracked rezoning processes via section 75 of the PDI Act, once infrastructure agreements have been adequately resolved.

3. GARP preparation

3.1. High-level process

Preparation of the GARP followed the process required for a statutory instrument under the PDI Act, as well as several streams of interrelated strategic planning work. This strategic planning work informed the application of the SPPs to plan for long-term growth and change whilst working to answer the following:

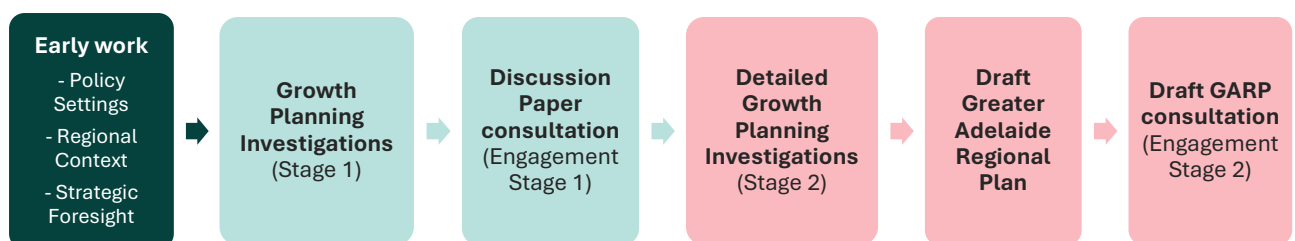
1. **What** outcomes (desired future conditions) are aspired to in Greater Adelaide?
2. **How** will these outcomes be achieved (strategies, recommendations and actions)?
3. **Where** in the region will the strategies, recommendations and actions for achieving them apply?
4. **When** are the strategies, recommendations and actions anticipated to take effect?
5. **Who** is responsible for carrying out the strategies, recommendations and actions identified in the regional plan?

In February 2023, in accordance with section 73 of the PDI Act, the Commission endorsed the [Proposal to Initiate](#) document to formally commence the preparation of the GARP. This document details the scope, relevant strategic and policy considerations, nature of investigations, engagement processes to be carried out and associated time frames.

The initiation document outlines all the investigations undertaken by PLUS and other agencies that contributed to the GARP, as well as those that were undertaken by a consultant.

The Commission also prepared an [Engagement Plan](#) to meet the principles and performance outcomes of the Community Engagement Charter.

The strategic planning process undertaken is outlined at a high-level below:



A more detailed process map of the interrelated streams of work can be found in **Appendix 3**.

3.2. Applying the State Planning Policies

Under section 64(3) of the PDI Act, regional plans must be consistent with the SPPs, insofar as may be spatially applicable to the relevant region or area. The focus of applying the SPPs was on those areas that the SPPs speak to being part of the regional plan’s implementation.

The Commission identified all SPPs that can be spatially applied in regional plans (including those for SLS). This exercise was completed in coordination with the relevant state agencies

that are custodians of each state interest. A key task of the GARP preparation was to resolve potential conflicts and tensions between various land use planning interest layers considering regional priorities and aspirations, long-term trends and existing policy settings. Considering the overarching objective and each of the SPPs in their entirety was important to understand the overall combination of interests and the relevant provisions that apply to each situation.

The spatial application of the appropriate SPPs was further informed by local knowledge and consultation with the community and other stakeholders through the GARP Discussion Paper and draft GARP, as well as evidence and data analysis through Stage 2 Investigations.

The following sections discuss these considerations and inputs further.

3.3. Policy settings

The GARP was prepared within national, state and local strategic and policy settings, which includes:

- National Urban Policy and Housing Accord
- Principles of Good Planning under the PDI Act
- Other relevant state government strategic documents
- Local government strategic documents, such as structure plans and master plans.

3.3.1. National Urban Policy

The [National Urban Policy](#) (NUP) outlines the Australian Government's goals and objectives to enable our urban areas to be liveable, equitable, productive, sustainable and resilient. The policy includes a shared vision for sustainable growth in our cities and suburbs, developed in partnership with state and territory governments. Principles have been developed to support governments to achieve this vision.

PLUS provided feedback to the Department of Infrastructure, Transport, Regional Development, Communications and the Arts (DITRDCA) on the draft NUP during consultation, concluding that the draft principles broadly align with the directions already set in the SPPs.

3.3.2. National Housing Accord

The Australian Government has agreed to a [National Housing Accord](#) (Accord) with states and territories, local government, institutional investors and the construction sector. In August 2023, the states and territories agreed to a target to build 1.2 million well-located homes over five years from mid-2024. It is an ambitious target designed to recognise the housing supply shortfall in recent years, and also put increased emphasis on future supply.

National Cabinet also agreed to a National Planning Reform Blueprint to outline planning, zoning, land release and other measures to improve housing supply and affordability.

The Blueprint's measures that are most aligned to GARP include:

- Updating state, regional, and local strategic plans to reflect housing supply targets.
- Promoting medium and high-density housing in well-located areas close to existing public transport connections, amenities and employment.
- Ensuring the efficient use of government land and the delivery of best practice redevelopment projects.

How the Accord target was incorporated into GARP assumptions is discussed in **Appendix 5**.

3.3.3. Principles of Good Planning

Section 14 of the PDI Act identifies Principles of Good Planning, which support and enhance the state's liveability and prosperity in ways that are ecologically sustainable, meet the needs, expectations and diversity of communities across the state.

The Principles of Good Planning are required to be considered in all elements of the planning system and therefore have a statutory function. The following principles are most relevant to regional plans:

(a) long-term focus principles as follows:

- (i) policy frameworks should be based around long-term priorities, be ecologically sound, and seek to promote equity between present and future generations;
- (ii) policy frameworks should be able to respond to emerging challenges and cumulative impacts identified by monitoring, benchmarking and evaluation programs;

(f) investment facilitation principles as follows:

- (i) planning and design should be undertaken with a view to strengthening the economic prosperity of the State and facilitating proposals that foster employment growth;
- (ii) the achievement of good planning outcomes should be facilitated by coordinated approaches that promote public and private investment towards common goals;

(g) integrated delivery principles as follows:

- (i) policies, including those arising outside the planning system, should be coordinated to ensure the efficient and effective achievement of planning outcomes;
- (ii) planning, design and development should promote integrated transport connections and ensure equitable access to services and amenities;
- (iii) any upgrade of, or improvement to, infrastructure or public spaces or facilities should be coordinated with related development.

3.3.4. State government strategies and policies

Preparation of the GARP involved consideration of content that reflect whole-of-government strategies and policies, where relevant to implementing the SPPs and planning for growth. The GARP does not duplicate these other documents.

Appendix 4 lists the state government strategies and plans that were considered as part of the regional planning process. Some of the key state government documents include:

- [South Australian Economic Statement](#)
- [State 20-Year Infrastructure Plan](#)
- [Urban Greening Strategy](#)
- [Our Housing Future](#)
- [Housing Roadmap](#)
- [Climate Change Action Plan](#)
- [Net Zero policies](#)
- South Australia's Transport Strategy.

3.3.5. Local government strategies

Part of the core business of councils is to undertake strategic planning for their local area, and one of the core goals of the regional planning process was to liaise with each council to identify investigations that are relevant for consideration in preparing the GARP.

The role of councils has been elevated under the PDI Act as a designated entity that can undertake amendments to regional plans. Councils also manage and maintain the extensive network of local infrastructure that is essential for creating liveable and sustainable communities including local roads, stormwater systems, footpaths and bike paths, open space and playgrounds and the management of parking.

Aligning the current population, housing, and employment projections with council strategic management plans under the *Local Government Act 1999*, such as strategic asset management and long-term financial plans, will enhance whole-of-government coordination.

Once established, councils will have the opportunity to propose and undertake an amendment to the regional plan, which provide opportunities for council to incorporate strategic land use plans and structure plans. The council housing strategies are expected to be completed by April 2028.

3.4. Regional context

To understand what the Commission needed to plan for and to contribute to gaining an overall picture of the region, various datasets were compiled, including current land supply, recent development activity and trends, population projections and demographic indicators.

3.4.1. Land supply and development activity

The *Residential Land Supply Update 2022* informed the following:

- Residential development trends within the Greater Adelaide Planning Region.
- Updated development shares (i.e. dwellings built by development type).
- Land supply estimates for each residential land supply type.
- Updated land supply estimates based on the revised land supply methodology.

An update to this report was later published towards the end of 2023, which formed the basis for the inaugural Land Supply Dashboard. Both the report and dashboard are linked below:

- [Land Supply Report for Greater Adelaide – Residential, June 2023](#)
- [Land Supply Dashboard](#).

3.4.2. Population projections

In May 2019, the state government endorsed the *Population Projections for South Australia and Regions, 2016-2041*¹. This projection series was then used to inform the *Local Area (SA2 and LGA) Population Projections for South Australia, 2016 to 2036*², which were published in the following year.

In late 2021, the ABS conducted its most recent nationwide census, providing an opportunity to rebase and calibrate the projections. Data from this census has slowly been released over the course of the last 12-18 months. Upon this census data becoming available, PLUS engaged a demographic specialist to assist in undertaking a revised set of state-wide, region-based, population projections to provide a central evidence base.

Preliminary population projections were created across three growth scenarios (low, medium and high) to identify a high-level future demand for housing and employment. The Commission endorsed this approach.

In 2023 and 2024 the population projections for the state and its regions and local areas were completed, links to these documents are provided below:

- [Demographic Trends in South Australia and Projection Assumption Suggestions](#)
- [Population Projections for South Australia and Regions, 2021-2051](#)
- [Local Area Population Projections for South Australia, 2021-2041](#).

¹ DPTI, *Population Projections for South Australia and Regions, 2016-2041*, May 2019

² DPTI, *Local Area (SA2 and LGA) Population Projections for South Australia, 2016-2036*, 2020

3.5. Strategic Foresight

In September 2022, the Commission set the high-level scope for a Discussion Paper and partnered with the Strategic Foresight team of the Department of the Premier and Cabinet (DPC) to commence a strategic foresight process that reviewed mega trends and critical uncertainties as they relate to land use planning.

A Thought Leader workshop was conducted in early November 2022 to explore several scenarios of how these uncertainties could plausibly turn out in Greater Adelaide, and what the land use implications may be.

This set the path for the Commission to undertake a series of workshops to consider what might be the desirable scenario in Greater Adelaide and what land use planning could do to get there. These workshops set the direction on the key ‘building blocks’ for the Discussion Paper, and ultimately the GARP.

On 30 March 2023, Commission members endorsed the four outcomes proposed for inclusion in the Discussion Paper (see Figure 5).

Urban form was identified as the integrating framework to achieve the GARP’s outcomes. A draft vision emerged of a balanced mix of greenfield and infill housing that is well serviced by amenities, infrastructure and employment land to reduce the need to travel long distances for everyday needs. These areas will also be well located to manage hazards, and preserve important environment areas, primary production and cultural and built heritage.

Dubbed Living Locally, this concept aligns with the Principles of Good Planning as well as SPPs including integrated planning, climate change, and housing supply and diversity, and was further explored through consultation on the Discussion Paper and draft GARP.



Figure 5 Outcomes by Commission listed in the Discussion Paper

Commitment to innovative and sustainable planning practices

In continuing to develop the GARP and other strategic planning initiatives, the Commission and PLUS participated in a series of workshops as part of the Department's commitment to innovative and sustainable planning practices.

These include:

Regenerative Futures Lab – *Trish Hanson, Urban Mind Studio*

1. Worldviews and culture
2. Regenerative futures frameworks
3. Techniques to navigate ambiguity

Cultural Capacity Training – *Zion Engagement and Planning*

1. Working with Country
2. Working with Community
3. Working with Culture

Learnings from these workshops helped inform early thinking in the GARP around regenerative practices and planning with Country, and work in these spaces will continue to evolve.

4. Growth planning investigations

The first stage of growth planning investigations involved a detailed research, analysis, and data gathering exercise to build a robust evidence base for long term land use planning decisions and land suitability analysis for growth areas. This also established key assumptions to inform the planning process across government, external stakeholders and contractors (such as population and land supply projections and scenarios).

A broad methodology outlining example criteria for use in a GIS sieve analysis for greenfield areas was presented (see Table 1).

Stage 1 Growth planning	Stage 2 Growth planning
1. Apply early work to form baseline	Six components of investigation
Land Supply Report update, June 2022 <ul style="list-style-type: none"> Greenfield, infill and employment Identify need <ul style="list-style-type: none"> Population projections Economic inputs 	Engage consultants <ul style="list-style-type: none"> Review internal work Undertake further investigation and detailed infrastructure analysis Infrastructure capacity analysis Based on benchmarking, identify infrastructure needs Refinement of potential growth areas
2. Accommodating growth	Delivery of recommendations
Existing constraints (e.g.) <ul style="list-style-type: none"> CPD and EFPA Hills Face Coastline and national parks First cut mapping: <ul style="list-style-type: none"> Identify all contiguous development options Proximity to transport corridors EFPA and Code submissions Council inputs Second cut mapping <ul style="list-style-type: none"> Topography and hazards EPA and mining buffers Proximity to employment lands Lower cost of infrastructure delivery 	<ul style="list-style-type: none"> Land budget / dwelling yield Areas for recommended for future growth Infrastructure requirements Recommended prioritisation based on cost of infrastructure provision Review and consultation <ul style="list-style-type: none"> Internal cross-check, peer review Sign off growth area investigation outputs for inclusion in draft Plan Public consultation

Table 1 Growth Area Investigations Methodology (Simplified, greenfield example)

4.1. Stage 1 investigations – Evidence-base

Stage 1 of the GARP growth planning methodology involved the following components.

1. Applying early work to form baseline:

- How did we get here – Looking at past strategies and decisions made, the impacts of these decisions and what has changed.
 - For whom and what are we planning for now – Current population, dwelling and employment requirements, future priorities and challenges.
 - Current development activity and land supply – A stocktake of what is happening already.
2. Determining how to accommodate growth:
- Growth pattern scenarios – Consolidated, expansion and/or polycentric, capacity of each to meet priorities, challenges and desired future state.
 - Method for identifying viable growth opportunities in each scenario.
 - Identification of further key investigations required.

4.2. Stage 1 – Land supply principles

In February 2023, the Commission adopted several Land Supply Principles to provide further detail and define metrics for the growth planning methodology. The purpose of these principles is to provide clear guidance for the identification and early prioritisation of potential future growth areas for further investigation. These are identified below.

Land Supply Principles:

1. **A high-growth scenario (315,000 new dwellings)** will be applied to forecast housing demand in Greater Adelaide for 2051.
2. Subregions will have their own distinct part to play in Greater Adelaide's future and **each local government area will have targets to accommodate growth.**
3. **Planning will accommodate 15-year land supply targets for a range of growth typologies:**
 - a) **Greenfield master planned communities.**
 - b) **Logical extensions of existing townships.**
 - c) **Regional City expansion.**
 - d) **General infill.**
 - e) **Strategic infill sites.**
 - f) **Coordinated regeneration of neighbourhood and corridors.**
4. Land supply beyond the planned future urban lands must **take into consideration existing latent capacity** of land that is available for development within the existing boundaries (captured by Environment and Food Production Areas (EFPAs)).
5. An **additional land supply buffer (40%) will be identified** to account for land that may not become available for development.
6. The **encroachment of urban areas on places of high primary production, landscape or environmental significance should be avoided** other than in exceptional circumstances, in particular:
 - a) Character Preservation Districts (CPDs)
 - b) Hills Face Zone
7. Identification and prioritisation of growth areas will be based on **the transparency of costs to community (infrastructure provision, housing cost, ongoing living costs)** for differing

4.3. Stage 1 - Opportunities and constraints mapping

To determine the scale and scope for growth area investigations, it is critical to have a grasp of the relevant constraints, which need to be appropriately considered when identifying residential and employment growth opportunities.

4.3.1. First cut mapping

On 15 December 2022, the Commission was presented with the first cut of opportunities and constraint criteria, with some base level mapping to illustrate the outputs spatially.

Constraint criteria was separated into two types of constraints, one was physical and the other policy based, as detailed in Table 2 and illustrated in Figure 6.

Physical Constraints	Policy Constraints / Values
<ul style="list-style-type: none"> • Waterbodies and wetlands • Adelaide Park Lands • Areas of significant landscape value • Vegetation Heritage Agreements • Active mining tenements + 300 m buffer • High-value agricultural land • Coastal Areas • High-Risk Flood Areas • Gradient > 1 in 3 • National Parks and Conservation Areas • Mount Lofty Water Supply Catchment • Gas and Liquid Petroleum Facilities • Seaports / airports • Defence • EPA Licenced Activities • Active landfill sites 	<ul style="list-style-type: none"> • Environment and Food Production Areas • Character Preservation Districts • Hills Face Zone • Heritage area and character overlays

Table 2 Constraints Presented to the Commission on 15 December 2022

**Important to note bushfire overlays were not used as this is currently under review and is something that can be considered in detailed investigations as part of the broader growth investigations project work undertaken.*

It was determined at this meeting a greater breakdown of constraints was to better reflect the types of constraints and key challenges. These four (4) categories were identified as:

- Physical
- Policy
- Infrastructure; and
- Hazards.

**Greater Adelaide Planning Region
- Planning Constraints**

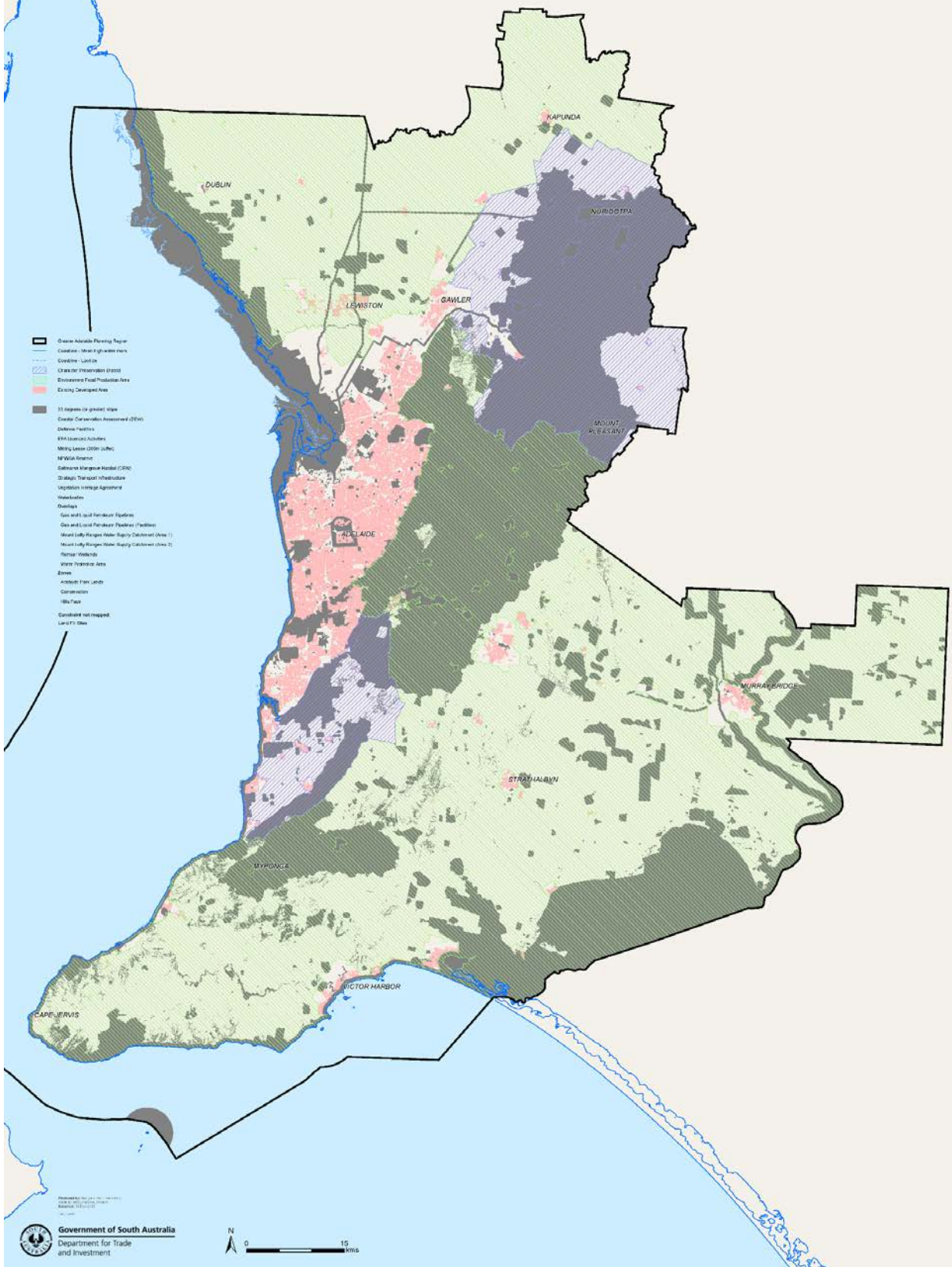


Figure 6 Planning Constraints Map presented to Commission on 15 December 2022

First cut opportunities were identified using a series of criteria derived from the methodology adopted by the Commission at its meeting on 27 October 2022. These criteria, outlined in Table 3, were then fed through a GIS model and resulted in a spatial output, as illustrated in Figure 7. This highlighted some high-level opportunities, where multiple criteria were met (i.e. areas with darker shades of blue).

What is known	Urban Infill	Greenfield
EFPA submissions	800 m to fixed rail or tram station	Renewal SA Land
Council growth investigations	800 m to O-Bahn station	Rural Living Zoned land
Previous 30-Year Plan growth area investigations	800 m to Urban Activity Centre	1 km to major road connector
Rezoning / Code Amendment proposals	400 m to Suburban Activity Centre	Broad hectare land adjacent existing development fronts
Code Submissions	400 m to public open space greater than 4,000 sq m	800 m from fixed line public transport stations (operational and decommissioned)
Inner Rim Structure Plan (remaining corridors) and other government strategic planning work	Dwellings with year built between 1950-70 and CV/SV Ratio ≤ 1.3	
Rural Living Zoned land	Dwellings with year built between 1950-89 and CV/SV Ratio ≤ 1.8	
	Renewal SA Land	
	SA Housing Trust Land	

Table 3 GIS Inputs for Opportunities Presented to Commission on 15 December 2022

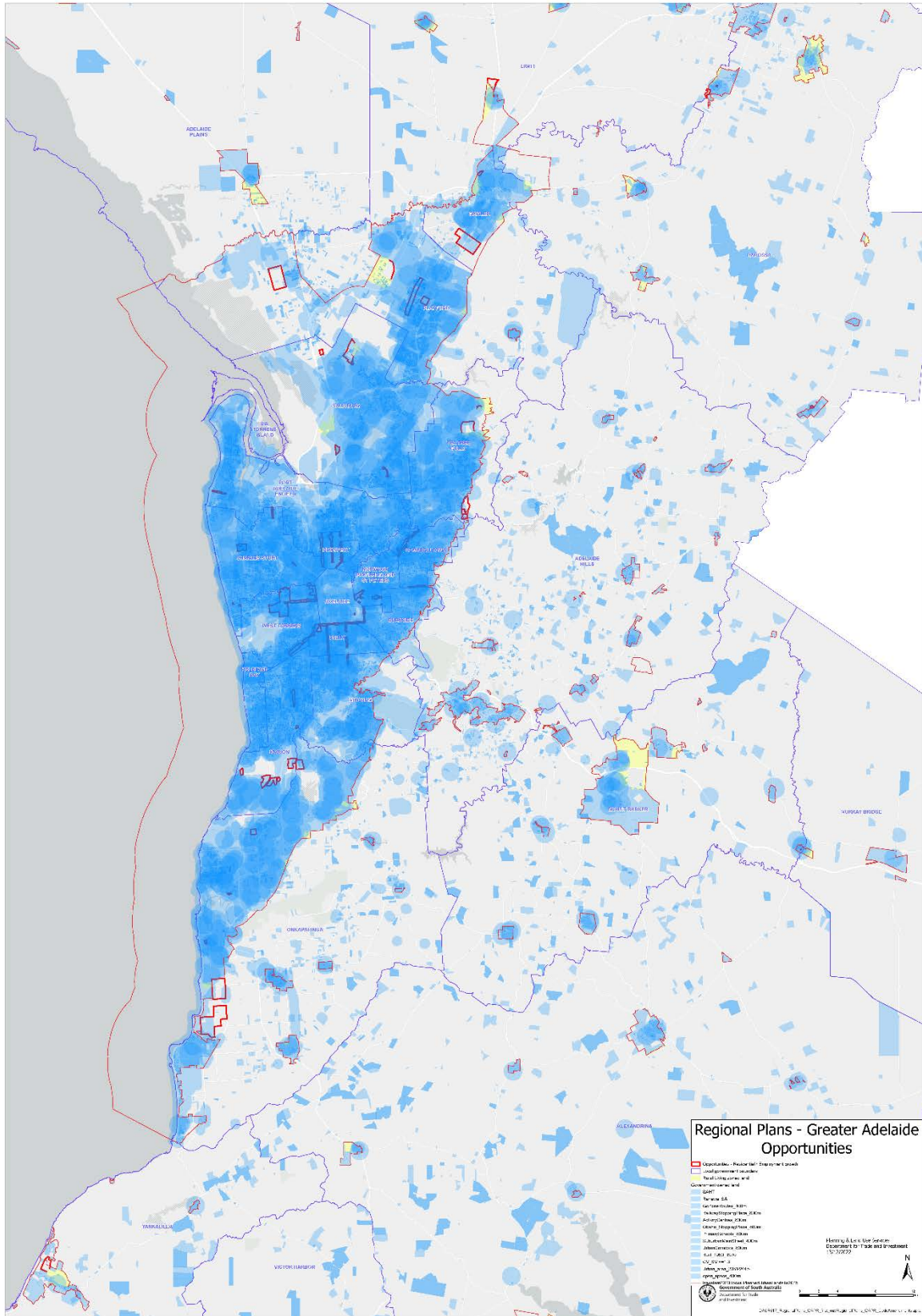


Figure 7 First Cut Opportunities GIS Analysis presented to SPC on 15 December 2022

4.3.2. Second cut mapping

In response to Commission feedback on 15 December 2022, planning constraints were updated and separated into four (4) key categories as detailed in Table 4 and illustrated in Figure 8.

Policy	Infrastructure	Physical	Hazards
Adelaide Parklands Zone	Active mining tenements and production (300 m buffer)	Waterbodies and wetlands	High-Risk Flood Areas
Areas of significant landscape value	Mount Lofty Ranges Water Supply Catchment	Coastal areas	
Vegetation Heritage Agreements	Gas and Liquid Petroleum Pipelines / Facilities		
National Parks and Conservation Areas	Seaports		
Heritage and Character Area Overlay's	Airports		
High value agricultural land (PIRSA)*	Defence		
Environment and Food Production Areas (EFPA)	EPA licensed activities		
Character Preservation District	Active landfill sites		
Hills Face Zone			

Table 4 Revised Planning Constraints

Amendments to the criteria to identify opportunities centred around separating urban infill and greenfield opportunities given the difference in land use and infrastructure requirements.

Building on this, the Commission identified a series of typologies to assist in determining the various land use, infrastructure and policy responses required as part of the Stage 2 detailed investigations to be undertaken by the consultants.

The spatial output from applying the refined opportunities and contains criteria in the GIS environment formed the basis of Discussion Paper content for Stage 1 Engagement.

Greater Adelaide Planning Region
- Planning Constraints

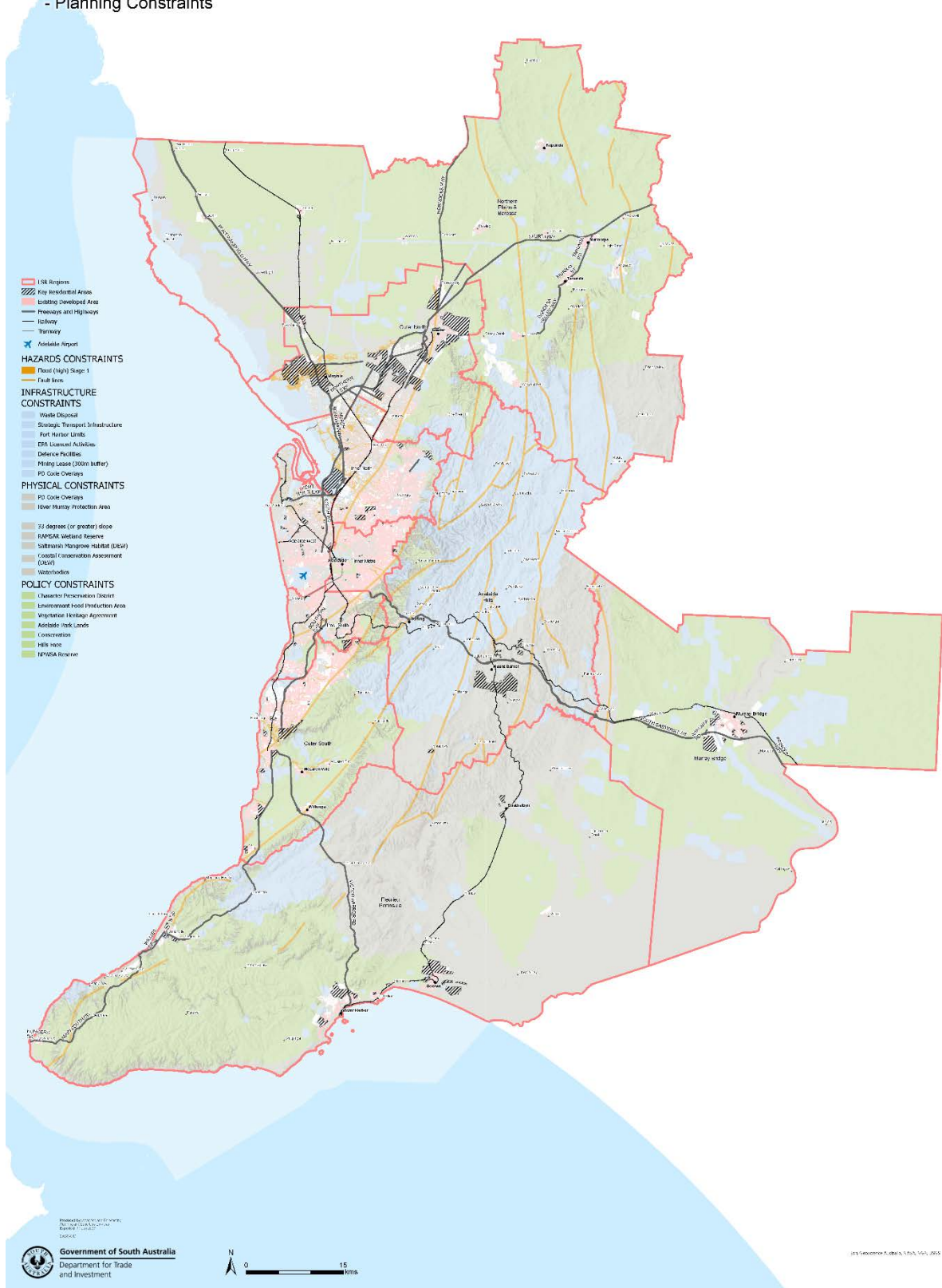


Figure 8 Planning Constraints Map Update for 19 January 2023 Commission Meeting

4.4. Stage 1 – Engagement

4.4.1 GARP Discussion Paper

In August 2023, the Commission released the Greater Adelaide Regional Plan Discussion Paper (the Discussion Paper) to stimulate broad conversation with professionals, industry and the community about how we accommodate residential and employment growth over the next 30 years. This formed Stage 1 Engagement for the preparation of the GARP.

The Discussion Paper content was the culmination of preceding streams of work including:

- Regional context – population projections and current land supply
- Strategic foresight - including development of a vision and future outcomes
- Stage 1 growth investigations – options for further investigation.

The Discussion Paper posed two significant questions:

1. How Should Greater Adelaide grow?
2. Where should Greater Adelaide grow?

The purpose of the Discussion Paper was to present early work and the Commission’s thinking on how and where to accommodate future growth, and to receive feedback and suggestions to inform the preparation of the draft GARP. The three-month public consultation process on the Discussion Paper concluded in November 2023, with more than 70 engagement events undertaken and 750 submissions received in response.

The Discussion Paper can be viewed here: [Greater Adelaide Regional Plan Discussion paper](#).

A summary of the feedback received through the Discussion Paper engagement and how the draft Plan responds is provided in the What We Have Heard Report.

4.5. Stage 2 – Detailed investigations overview

PLUS engaged a team of consultants to assist with undertaking the Stage 2 detailed investigations into the housing and employment growth opportunities and other planning matters identified in the Discussion Paper. This involved further land suitability assessments, dwelling capacity analysis, infrastructure assessments, market considerations and policy analysis.

The objective of the Stage 2 investigation phase was to deliver a robust evidence-base and a series of expert third-party recommendations to assist PLUS with informing recommendations to the Commission for inclusion in the draft GARP (such as suggested policy changes or strategies).

The scope was divided up into six components, which are identified in Figure 9 below. Feedback received from Stage 1 Engagement on the Discussion Paper was also reviewed and considered as part of this investigation phase.

Greenfield Growth Area Investigation	Transit Corridor and Targeted Infill	Housing Diversity Study	Employment Land Supply	Open Space Strategy	Targets and Measures Review
• Arup	• Mott MacDonald	• UniSA	• TSA Riely	• Aurecon	• Arup

Figure 9 Components of Stage 2 investigations and consulting teams

4.4.2 Stage 2 investigation assumptions

PLUS provided consulting teams with a consistent set of assumptions to be used alongside the Commission’s key directions and growth principles articulated in the Discussion Paper to undertake relevant GARP investigations.

The draft GARP does not include a target for an infill / greenfield development split. Therefore, these assumptions were also designed to provide consultants with goals to identify enough infill and greenfield development growth opportunities to cater for different scenarios, including a high population growth and:

1. a higher greenfield growth scenario across Greater Adelaide (50% greenfield)
2. a higher metropolitan Adelaide infill growth scenario (70% infill).

The series of assumptions were drawn from a range of recent or previously released reports and data, and have been designed to provide a consistent, high-level starting point from which further detailed investigations can be undertaken relevant to local contexts, constraints and urban form typologies across the Greater Adelaide region.

Appendix 5 summarises some of the key population, housing and land supply assumptions provided to consultants to frame the questions posed on how and where Greater Adelaide can grow.

4.4.3 Investigation outputs

The investigation reports and strategies have been prepared as background information to help inform the growth investigations for the GARP. The recommendations from these reports have contributed to the considerations of the Commission and had been utilised, along with other inputs, to identify priority growth areas for the GARP.

Each component of investigation is discussed further in the proceeding sections.

5. Greenfield growth area investigations

This component of Stage 2 Investigations involved the detailed investigation of the potential residential greenfield and township growth areas, building on the work undertaken by the Commission and PLUS in Stage 1, and identified in the Discussion Paper. These key areas have the potential to shape the future of the region and will need significant policy intervention, infrastructure investment and coordination before they are developed.

Arup was commissioned to undertake these greenfield growth area investigations by PLUS through the Department of Infrastructure and Transport (DIT), in order to ensure policy alignment between transport considerations and the policies as identified in the GARP. The investigations examined eight growth investigation areas across Greater Adelaide linked to metropolitan Adelaide by four key transport spines. The investigations targeted new land parcels to understand their suitability and capacity to accommodate growth.

5.1. Scope and assumptions

The eight growth areas examined as part of the greenfield growth area investigations are outlined in Table 5 below, with locations shown in Figure 10. The detailed investigations of the identified growth areas involved:

- Detailed analysis of all data, research and information available in relation to urban land uses and economic development in the eight growth areas.
- Localised evaluation, including detailed consultation with local governments and South Australian infrastructure agencies to understand the constraints and drivers for growth.
- Analysing existing and future physical and social infrastructure capacities and provision.
- Assessing land parcels suitability to accommodate development from a planning perspective.

The Commission also emphasised the principle of prioritising growth areas based on transparency of costs to the community from infrastructure provision, as well as housing cost, ongoing living costs and climate change resilience costs.

Major Transport Spine	Land Supply Region	Local Government Area	Greenfield Growth Areas examined
North-western spine	Northern Plains and Barossa	Adelaide Plains Council	Two Wells
			Dublin
	Outer North	City of Playford	Riverlea
North-eastern spine	Outer North	Light Regional Council	Roseworthy
		Town of Gawler	Kudla
Eastern spine	Murray Bridge	Rural City of Murray Bridge	Murray Bridge

Southern spine	Fleurieu Peninsula	City of Victor Harbor	Victor Harbor
		Alexandrina Council	Goolwa

Table 5 Greenfield growth area context

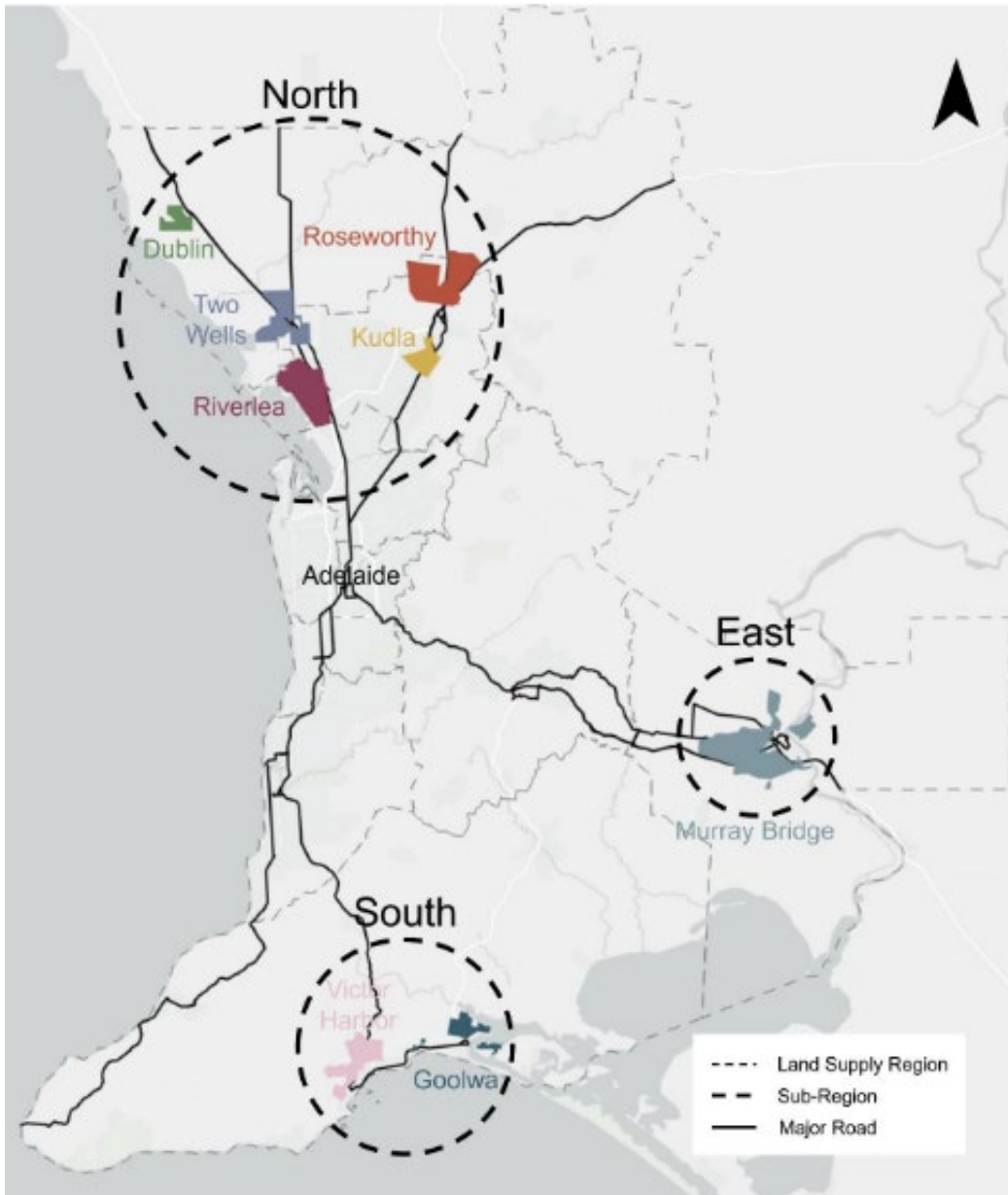


Figure 10 Greenfield growth areas

The assumptions listed below were provided by PLUS and applied to the greenfield growth area investigations:

- Greater Adelaide is projected to grow by up to 670,000 additional people between 2021-2051.
- The gross number of new dwellings required over the next 30 years is 315,000 dwellings (net).

- Greater Adelaide currently has a latent land supply capacity which could accommodate up to 215,000 additional dwellings.
- A goal of finding land for an additional 100,000 greenfield dwellings to 2051 was set, in addition to currently identified land supply capacity (includes 15,000 from the Housing Accord targets for South Australia).

These assumptions represent a high population growth and higher greenfield growth scenario (50% share of greenfield development across Greater Adelaide). These parameters were provided to define the scope of the technical greenfield investigations only. This is to ensure a wider pool of long-term growth areas were investigated to accommodate high population growth and varied market factors / preferences, to provide a range of options for inclusion in the GARP.

5.2. Methodology

Arup developed a comprehensive methodology to ensure the investigations were undertaken in a robust manner, building an evidence base and assessment of available options. A core focus of the methodology was an emphasis on ongoing collaboration and engagement with the PLUS team, local government, state agencies and infrastructure providers, ensuring that a series of clear and implementable recommendations were made for the GARP.

The high-level methodology undertaken by Arup is identified in Figure 11.



Figure 11 High-level methodology for Greater Adelaide Greenfield Growth Area Investigations (Arup, 2024)

5.2.1. Step 1

Step 1 involved detailed research and analysis for the purposes of building a baseline of evidence for the project. This provided a detailed understanding of local context and involved building on the existing work undertaken by PLUS and councils.

Engagement with the Commission and councils occurred to understand bespoke drivers for growth - localised characteristics and opportunities that strengthen why people and businesses would locate in the area now and into the future. This exercise fed into the refinement of the growth areas' boundaries and provided an evidence baseline for supporting the investigations and recommendations.

5.2.2. Step 2

The **Step 2** land suitability assessment considered key planning constraints and environmental risks (e.g. flooding, bushfire, high value agricultural land, state significant native vegetation and environmental protected areas) to determine the suitability for future development within each

growth area. The boundaries of each growth area were reduced where required, resulting in refined mapping for residential and employment in both a high and low suitability category. A first run of yield numbers for residential and employment land were calculated at this stage.

5.2.3. Step 3

Step 3 involved an infrastructure analysis which tested the identified land against capacity in key infrastructure networks, including transport, water, sewer and social infrastructure. The analysis drew upon a combination of a desktop study and engagement with infrastructure agencies. This allowed for an understanding of existing and planned provision of infrastructure for the growth areas and analysed the additional infrastructure needed to unlock development within the growth areas.

Following the results of the land suitability, infrastructure analysis, and targeted stakeholder engagement, yield results were checked and tested against the goals to ensure that a sufficient quantum of land had been identified.

5.2.4. Step 4

A Multi-Criteria Assessment (MCA) was then undertaken in **Step 4** to assess and compare the residential land in the growth areas, to provide a high-level prioritisation. This assessment examined a variety of factors, including environment, infrastructure, liveability and capacity for growth. The MCA was undertaken at two levels – strategic and local – to provide different viewpoints on how the areas can perform and contribute to the estimated growth.

5.2.5. Step 5

Step 5 generated recommendations for the draft GARP with a direct alignment with the evidence base the outcomes sought by the Commission with respect to the land use pattern.

5.3. Results and key recommendations

The greenfield growth area investigations delivered a selection of new greenfield land supply for Greater Adelaide primarily for the longer-term (16-30 years), which included:

- More defined areas for growth – including an identification of land budgets and approximated dwelling and employment yields for new growth areas.
- An identification of the infrastructure capacity to support future development.
- High-level recommended prioritisation of growth based on the Commission’s Land Supply Principles.
- Recommended policy interventions including potential Code amendments.

Throughout these Investigations Arup worked towards a goal of finding enough greenfield land to accommodate an additional 94,000 dwellings and 1,500 hectares of employment land in the 30-year time horizon. Key findings from the Investigations include:

- Land to accommodate approximately 101,569 residential lots was identified across the eight greenfield Growth Areas, achieving the goal set by PLUS through a conservative approach to this investigation.
- There is significant land for future employment uses available, with approximately 3,090 hectares of employment land identified. This can support a staged approach to the provision of employment lands with growth areas across the region.
- An order of magnitude costing score for infrastructure items was identified, which will be a critical input into future, more detailed work to be undertaken on land release prioritisation, structure planning and infrastructure planning and delivery. This work will be undertaken by PLUS and infrastructure agencies as a key action of the GARP.

The recommendations are in the form of mapping and spatial datasets for each of the growth areas and include high level policy considerations to support the successful implementation of newly identified greenfield growth areas.

A series of recommended actions have also been identified to allow future investigations to adapt and respond to new and changing information and market conditions also includes an identification of where further detailed work is required to address gaps in current information sources.

5.4. Draft GARP inputs

The recommendations derived from the greenfield growth area investigations were used to inform policy direction and the spatial representation of greenfield growth in the draft GARP, aligning with the following GARP outcomes:

- Outcome 1: More housing in the right places
- Outcome 3: A strong economy built on a smarter, cleaner future
- Outcome 5: An integrated and connected region
- Outcome 6: Coordinated delivery of land use and infrastructure planning.

The identified areas for greenfield growth within the 30-year time horizon are spatially identified in the GARP within the People, housing and liveability theme, in the Greenfield and township development subtheme.

Long-term future employment land in greenfield areas is mapped in Employment lands, within the Productive economy theme.

Each relevant land supply region also spatially identifies these areas as proposed longer-term additional supply in the Implementation and delivery theme.

These are subject to further specific investigation before any code amendments can be proposed.

5.4.1. Environment and Food Production Areas

At the time of publication, most of the land identified in the GARP for medium-to-long-term greenfield growth is located within the Environment and Food Production Areas (EFPAs). Under section 7 of the PDI Act, the division of land for the purpose of creating additional allotments for residential development is precluded.

While the GARP itself does not alter the boundaries of the EFPAs, a Bill is currently before parliament which proposes to amend the EFPA boundaries to remove land identified for future greenfield growth in the GARP. If the Bill is passed into law, the future development of these areas would be enabled, subject to the appropriate structure planning, infrastructure schemes/agreements and Code amendments being in place.

Notwithstanding the outcome of the Bill, the Commission remains required to conduct a statutory review of the EFPA boundaries every 5 years. This review must focus on the suitability and adequate supply of land to support projected housing and employment growth needs within Greater Adelaide, as well as whether existing urban areas are able to support urban renewal and consolidation.

The PDI Act requires a review of the EFPA every five years by the Commission. The next review is required by the Commission in 2027 and will be conducted against the legislative tests set out in the PDI Act.

6. Transit corridor and targeted infill study

The GARP Discussion Paper outlined a direction to focus infill on strategic sites and in a targeted way to reduce the reliance on general infill for housing supply into the future. To support this, PLUS, through the DIT, engaged Mott MacDonald and subconsultants Holmes Dyer to undertake a Transit Corridors and Targeted Infill Study (TCTIS) to inform the draft GARP.

This study provided an evidence-based investigation of potential urban infill opportunities and prioritised them at a high-level based on capacity to meet the high-growth scenario, market dynamics, the Commission's Living Locally principles and known infrastructure capacity.

6.1. Scope and assumptions

The TCTIS identified possible housing supply and policy options within transit corridors and targeted infill sites for the Commission to consider as part of the preparation of GARP.

The Commission provided direction for more infill to occur on strategic sites and in a targeted way to reduce the reliance on general infill into the future. The Commission also emphasised the principle of prioritising growth areas based on transparency of costs to the community from infrastructure provision, as well as housing cost, ongoing living costs and climate change resilience costs.

The TCTIS task involved:

1. Review theoretical capacities of existing zoned infill areas (including corridors) – based on current zoning and policy.
2. Review relevant population and demographic factors, market dynamics and economic considerations to determine more realistic yields in the 30-year time horizon.
3. Identify and recommend sites suitable for infill development based on realistic potential dwelling yields for different typologies in targeted areas to align with the urban form aspirations set by the Commission.
4. Identify infrastructure capacity issues that would need to be resolved to assist with the prioritisation of longer-term infill development.
5. Outline recommendations to increase yields, improve quality and diversity that can be supported by further investigations or proposed code amendments where appropriate.
6. Consider and recommend delivery mechanisms for managing infill at a strategic level (e.g. precinct plans).

The assumptions listed below set the foundations for the TCTIS:

- Greater Adelaide will require 315,000 net additional dwellings to house this projected population growth.
- Infill investigations should assume a 70:30 infill to greenfield split, requiring capacity for 210,000 net additional dwellings from urban infill.

- Existing capacity estimates for urban infill were 45,400 from strategic infill sites (including the City) and 70,500 from general infill. Additional capacity of 124,000 dwellings was assumed required from infill development.

These assumptions represented the high population growth and a higher infill growth scenario (70% share of infill development within the metropolitan area). These parameters were provided to define the scope of the technical infill investigations only. This was to ensure a wider pool of long-term growth areas were investigated to accommodate high population growth and varied market factors / preferences, with a view to providing a range of options for inclusion in the GARP.

6.2. Infill typologies

The Commission endorsed the following infill typologies to initially guide the scope, capacity analysis and implementation review in the TCTIS. These were identified in the Discussion Paper and feedback received through the consultation period was provided to Mott MacDonald.

As the definitions were initially drawn from the Land Supply Report, the typologies were further reviewed and refined as part of the detailed infill investigations to better align with the outcomes sought in the draft GARP.

	<i>Discussion Paper Term</i>	Infill Term	Description
Strategic Infill	<i>Strategic Infill</i>	Targeted Infill	Housing developments that typically occur on large, repurposed sites at higher densities (sometimes referred to as ‘brownfield sites’). The government’s Land Supply Report currently defines strategic infill sites as those that result in a net housing increase of greater than 10 houses.
	<i>CBD</i>	CBD	Housing development that occurs within the Adelaide city centre.
	<i>Corridor</i>	Urban Corridor	Denser housing development along high-frequency public transport routes.
Broader Infill	<i>Regenerated Neighbourhoods & Urban Activity Centres</i>	Regenerated Neighbourhoods	Areas of public housing or aging housing stock that are redeveloped through coordinated regeneration providing a variety of housing types.
		Urban Activity Centres	Higher-density housing focussed in and around large centres that service a broad population and include public transport interchanges or high frequency public transport connections. Due to their scale and population catchment, they generally provide a full range of services like shopping, entertainment, health, community and recreation.
	<i>General Infill</i>	General Infill	Small-scale infill, such as the division of existing allotments into 2, 3 or 4 smaller allotments. This may also include a range of emerging or small-scale forms of accommodation such as ancillary accommodation or co-housing options.

Table 6 List of Infill Typologies provided by PLUS to guide the TCTIS

6.3. Methodology

The TCTIS was undertaken in accordance with the methodology represented in Figure 12, involving concurrent streams of investigation into growth areas, dwelling capacity, infrastructure assessment, market assessment and policy analysis. It was informed by targeted stakeholder engagement to inform the high-level infrastructure and market assessments, as well as to consider the identified growth areas and policy options for implementation.

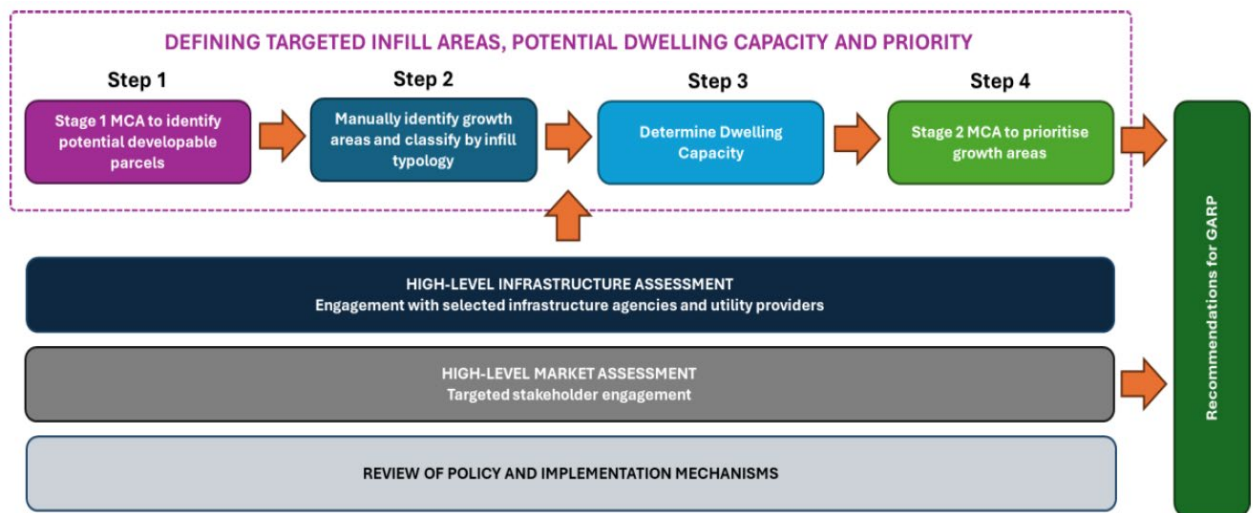


Figure 12 Transit Corridor and Targeted Infill Study methodology (Mott MacDonald, 2024)

6.3.1. Methodology Step 1

Step 1 involved a first-run multi-criteria analysis of exclusions and positively and negatively weighted criteria were used to identify favourable parcels for development. This analysis was applied at the individual allotment level using GIS and a range of datasets available to Mott MacDonald, including publicly available data and information supplied by PLUS.

The first Stage MCA was a high-level analysis of the land within the metropolitan area, and included the following:

Excluded land parcels:

- Land within certain zones
 - Strategic Employment (some later overrides, e.g. Thebarton)
 - Established Neighbourhood
 - Open Space
 - Community Facilities Hills Face
- Certain land uses
 - Open space
 - Education (some later overrides, e.g. UniSA Magill)
- State and Local Heritage sites and areas
- Land with ANEF >=30 and restrictive airport building height limits
- Land with Strata or Community Title.

Of the remaining land, the following criteria were applied either using a 'positive' or 'negatively weighted criteria as set out below:

Positive Criteria	Negative Criteria
<ul style="list-style-type: none"> • Proximity to employment land <ul style="list-style-type: none"> ○ City ○ Strategic Employment Zone ○ Business and Industry clusters ○ Major Universities • Proximity to Services <ul style="list-style-type: none"> ○ Urban and Suburban Activity Centres ○ Primary and Secondary Schools • Proximity to alternative transport modes <ul style="list-style-type: none"> ○ Rail stations, tram stops and O-Bahn interchanges ○ Go Zones ○ Strategic cycling routes • Proximity to open space and coast • Favourable Capital Value to Site Value ratio • Vacant and Government owned land • Building age 1946-1990 	<ul style="list-style-type: none"> • Land within certain Overlays <ul style="list-style-type: none"> ○ Flooding ○ Character Area and Historic Area ○ Heritage Adjacency ○ Tunnel Protection ○ Road Widening ○ Major Urban Transport Routes ○ Gas and Liquid Petroleum Pipelines • Land with known constraints <ul style="list-style-type: none"> ○ Groundwater Prohibition Area ○ Site contamination ○ Land Management Agreements • Within proximity to EPA Licensed sites • Land within ANEF 20 or 25 or with lower airport building height limits • Non-Private Residential sites • Building age pre-1946 and post-1991

Those areas which after the MCA scored highly were identified for future analysis.

6.3.2. Methodology Step 2

Step 2 involved analysis of manually identified growth areas in GIS having regard to:

- Areas identified in the GARP Discussion Paper, submissions received on that Discussion Paper and past planning studies and plans.
- High scoring sites from the first-run MCA.
- Living Locally principles (e.g. proximity to activity centres, places of amenity and connection to public transport).
- Areas of concentrated allotments with favourable capital value to site value (CV:SV) ratios, older building stock and Government-owned land.

6.3.3. Methodology Step 3

Step 3 of investigations was a calculation of dwelling capacity using GIS to exclude allotments, to filter out less favourable parcels for development and apply broad based assumptions based on net residential site densities for different infill typologies. Manual adjustments were made to dwelling capacity based on existing studies, projects, or state government announcements (e.g. Defence site at Smithfield).

Various infill typologies for urban infill were identified to assist with differentiating contexts, implementation barriers, realistic yields and potential policy responses and delivery mechanisms. The range of infill typologies were identified in the GARP Discussion Paper, however as investigations progressed, combinations of types and naming conventions evolved.

6.3.4. Methodology Step 4

Using the information and analysis on dwelling capacity, market considerations and infrastructure provision for each growth area, a Stage 2 MCA was undertaken as **Step 4** to prioritise growth areas based on:

- the ability of areas to contribute to a high growth scenario
- market conditions
- infrastructure capacity assessments.

Implementation considerations

A detailed review of implementation approaches and Code policy for strategic infill was undertaken by this study, informed by discussions with stakeholders, the proposed infill typologies and the recommendations of the Expert Panel for the Planning System Implementation Review. This produced a library potential policy options for future consideration.

It was also considered that the state could undertake planning for priority areas to, firstly, provide definition of development expectations, infrastructure requirements, funding options and public realm outcomes, and secondly, to provide a template for subsequent structure

planning, either by the state or by the councils in which other growth areas are located. These could be delivered under the *Urban Renewal Act 1995* (a Precinct Plan) or under the PDI Act (as a part of a regional plan or a combination of a Code Amendment and an Infrastructure Scheme)

An Infrastructure Plan should be a distinct product of the detailed planning process. Additionally, a structure plan would be desirable to spatially identify key design principles and development initiatives.

6.4. Results and key recommendations

The study found that, together with the current infill supply available, there is sufficient potential capacity for the GARP to achieve 210,000 additional dwellings from infill over the next 30 years. These sites were over the majority of the Adelaide Metropolitan area, classified into the different typologies initially provided by the Commission.

The study offered thirteen recommendations along with the areas identified for the focus of potential infill growth, for consideration in the draft GARP.

Key recommendations included:

1. Broaden the typologies of strategic infill to cover inner city sites, major centres, other centres and major sites, as assessed by this study. Adopt higher built form and density approaches for these areas than currently anticipated by the Code to facilitate greater development opportunity.
2. Expand the consideration of regeneration neighbourhoods to areas around larger activity centres and to areas with high concentrations of well-connected aged housing stock or public housing.
3. That the Department for Housing and Urban Development should work with state agencies, infrastructure providers, and councils to undertake more detailed subregional studies of infrastructure to determine the capacity of networks and establish key trigger points for major upgrades, particularly in the context of the cumulative impact on electricity, water, wastewater and stormwater networks.
4. Undertake detailed planning (i.e. structure, master or precinct planning) for the highest priority infill sites that:
 - a. Creates a structure plan or concept plan to spatially identify key design principles and development initiatives.
 - b. Defines development expectations and public realm outcomes.
 - c. Outlines infrastructure requirements and funding options.
 - d. Provides a template for other growth areas implemented by the state, councils or other proponents.

6.5. Infill peer review

PointData Pty Ltd was engaged by PLUS to undertake a further review of the infill capacity and market response analysis that led to the recommendations in the TCTIS. PointData were engaged, due to their previous experience in undertaking such analysis not only in Adelaide but also interstate.

More specifically, valuation, planning analytics and land economics models were applied to ascertain market realistic dwelling yield for potential infill growth areas identified in the TCTIS, and to test which dwelling typologies, densities and policies (financial, planning and economic) should be a focus to achieve the GARP outcomes sought by the Commission.

The peer review focussed on neighbourhood regeneration and corridor type infill proposals and did not cover areas identified as 'Strategic Sites' at that point in time.

PointData undertook analysis firstly on regenerated neighbourhoods and then subsequently on transit corridors. The analysis was undertaken using a variety of scenarios including theoretical capacity, market realistic, and theoretical alterations to planning policy in the Code.

Overall, there was not any significant variation in potential dwelling yields between Mott MacDonald and PointData analysis for both regenerated neighbourhoods and corridors. General infill consumption aligned with PLUS Land Supply Report for Greater Adelaide in the near to medium-term.

The PointData work suggested that areas surrounding the city centre and more broadly to the inner south-west and outer north-east parts of metropolitan Adelaide should be a focus and were likely to see market response in the short-to-medium-term. Other locations saw a better response in the long-term including extensions to existing corridors.

6.6. Draft Plan inputs

The recommendations provided in the TCTIS and the findings in the subsequent review were used to identify key infill areas that aligned with the GARP outcomes and directions set by the Commission, in particular:

- Outcome 1: More housing in the right places
- Outcome 5: An integrated and connected region
- Outcome 6: Coordinated delivery of land use and infrastructure planning.

The identified focus areas for infill are spatially identified in the draft GARP within the People, housing and liveability theme, and the following subthemes:

- State-Significant Infill Areas
- Local Infill Investigation Areas
- Strategic Infill Coordination and Incentives

These are subject to further specific investigation before any code amendments can be proposed.

Determining the particular infill growth areas and policy recommendations to be reflected in the draft GARP involved:

- The Commission’s direction to distribute infill dwelling yields across metropolitan Adelaide (land supply regions) where possible to enable flexibility for the market to respond across differing locations and typologies.
- Consideration of whether the identified infill areas in the TCTIS were:
 - Of a scale and expected yield that warranted express identification in the GARP so as to potentially require specific consideration in wider structure planning and/or infrastructure planning.
 - The subject of pre-initiated, initiated or finalised Code amendments that, as supply is already accounted for (including density), or alternatively, a decision has been made on the proposal.
- With respect to transit corridor dwelling supply:
 - As sufficient supply exists in corridors that are already zoned, new corridor rezonings to be considered from 10 years onwards (2031+).
 - A more immediate priority is to undertake a more detailed review of Code corridor policies in current areas to enable efficient supply whilst not compromising quality.
 - Some infill corridors were not identified in the draft GARP as investigations are pending regarding the movement of traffic and freight across metropolitan Adelaide, particularly with the completion of the North-South Motorway.
- Further analysis of the typologies identified in the TCTIS as to the most effective level of planning oversight for differing types of infill, based on considerations such as:
 - scale and potential to deliver new housing
 - extent of state government land holdings
 - significant public transport infrastructure
 - the need to consider local communities views.
- Local infrastructure considerations (i.e. stormwater). The need for further consideration of specific policy responses in the Code. Careful consideration of key policy issues such as building interface, amenity and design of infill development need to balance financial viability to encourage the denser forms of housing required to accommodate growth in targeted infill areas.

7. Housing Diversity Study

A lack of housing choice in Greater Adelaide presents a critical lack of appropriate housing to accommodate the changing needs and preferences of the region's population.

A diverse range of housing (including built form and price point) can accommodate the changing needs and preferences of people at different life stages, supporting the lifestyle preferences of different household types and socio-economic groups, by allowing them to relocate and change their housing as needed, ideally without having to leave their neighbourhood and community.

Over half of the submissions received during consultation on the Discussion Paper related to housing availability and affordability. A research team from UniSA was engaged by PLUS to complement internal housing diversity work undertaken.

7.1. Scope of work

Historically, Greater Adelaide has been dominated by detached dwellings on large blocks of land and by multilevel apartment buildings within the CBD. Subsequently, there is a significant lack of housing diversity, highlighting a substantial 'missing middle' in the region. By encouraging the construction of a range of dwelling types, such as more townhouses, row dwellings, multiple dwellings, ancillary dwellings and manor houses, there will be improved housing options that cater for a range of demographics and give people the opportunity to live in locations of their choice.

The Commission identified several demographic types to explore in terms of housing diversity. As such, the investigations paid particular attention to the housing needs and preferences of,

- overseas migrants
- ageing population – particularly over 60s and over 85s
- lone person households – particularly older single women
- Aboriginal households
- people with disability
- very low- and low-income households
- students/youth.

The purpose of these investigations was to understand levels of housing diversity across the region, the housing needs and preferences of identified demographics and the current planning system barriers impeding the delivery of different housing typologies across the region. In addition, the study explored various housing typologies (state-wide and nationally) and considered their suitability in providing additional housing stock within the region. These were considered against the current Code policies to identify barriers to and potential opportunities for delivering a more diverse housing stock.

7.2. Assumptions and key inputs

Greater Adelaide was considered as three subregional rings, largely based on the distinct characteristics of housing stock.

The suburbs included in the inner Adelaide ring, are widely considered as ‘heritage areas’ or ‘character areas’ while the suburbs incorporated in the middle Adelaide ring, can be categorised as ‘mixed heritage’ and ‘post-war’ areas. The outer Adelaide ring mostly consists of newly established greenfield areas.

Adelaide CBD was excluded from the investigations, acknowledging the higher proportion of apartments and high-rise developments in the area would have skewed the data and affected the validity of the analysis.

A review of recent academic and market research, complemented by current government policies and strategies, was undertaken to establish the housing needs and preferences of the identified demographic groups.

ABS and PlanSA data was used to identify and examine population and housing statistics for Greater Adelaide. Further, ABS data was used to understand the appropriateness of current housing stock for the population. This component of the investigation examined dwelling size compared to household size and housing need, by surveying the number of excess bedrooms across the region.

A desktop analysis of exemplar Australian housing case studies and Australian land use planning policies was undertaken to explore a range of housing typologies and assess their suitability in the Greater Adelaide context.

To understand how the South Australian planning system can better facilitate an affordable and diverse range of housing, examination of the Code was undertaken to identify weaknesses and/or barriers within the planning system, with specific focus on zoning, overlays and assessment pathways.

7.3. Results and key recommendations

The housing diversity study highlighted the following recommendations:

- Projections indicate household sizes will continue to get smaller, however, there is little diversity in dwelling size across the region, particularly in the outer ring.
- A more diverse range of housing stock is needed across the region to ensure there are a range of dwellings, including larger dwellings (multiple bedrooms and bathrooms) and smaller dwellings suitable for lone and 2 person households to reflect changing demographic and lifestyle patterns and offer more affordable options to cater for all demographics.
- Smaller, adaptable, and ability appropriate housing stock is needed within established areas (particularly within the middle and outer rings) to ensure people can age in place, maintain access to their communities, transport, education, employment and day-to-day services.

- Diversity across the rental sector is needed, with respect to dwelling type, price point and location, particularly close to the CBD.
- The predominance of large, detached housing is very difficult to transition into smaller forms of living that reflect current demographic trends and enable walkability, public transport provision, living local and ageing-in-community.
- Data highlighted the importance of designing and delivering higher density housing that caters to the needs of families and larger households.
- Growing sentiment on sustainability issues, energy prices and affordability are also driving a portion of housing consumers away from detached housing on large blocks of land to smaller dwellings that are more efficient to heat, cool, run electricity and maintain.
- Excess bedroom modelling revealed that if the middle and outer rings reflected the current built form of the inner ring, housing supply would better match housing need and demand.
- Housing diversity across middle and outer rings should aim to provide 61% detached dwellings, 22% semi-detached dwellings and 17% units/apartments.
- The change in urban form would help address the challenges of achieving walkability, public transport, living local and ageing in community, as well as provide opportunity to increase urban greening and tree canopy coverage throughout urban areas.
- Current land use definitions and assessment pathways generalisation may act as a barrier to the development of missing middle housing typologies and there is an opportunity to the Code to better reflect the housing diversity objectives.
- Improved clarification of housing typologies within the land use planning system will provide increased awareness and certainty to industry.

The recommendations provided in the housing diversity investigations were used to inform the following outcomes in the GARP:

- **Outcome 1: More Housing in the Right Places**
 - identified key priority to increase diverse housing types through the GARP to inform new assessment pathways and policies to be considered in the Code.
 - assisted in setting housing targets and encouraging a more proactive and place-based approach for long-term housing needs and preferences.

7.4. Further work

There are several recommendations for further investigation including:

- Opportunities for adaptive reuse of buildings for housing, including the adaptation and conversion of larger existing dwellings into multiple units.
- Further consideration of the market realities of delivering diverse housing stock in the region and how this can be improved.

- Investigating concessions through the land use planning system for housing projects that address an identified unmet housing need.
- Identification of key areas for housing diversity focused policy.
- Review of current terminology used within planning legislation and planning instruments.
- Investigation of land leasing, “build-to-rent” models as particular class of residential in the Code (some of which is currently underway).
- Consider the expansion and application of Future Living Code Amendment to provide housing for smaller household types and ageing in place across the state.

8. Employment Land Strategy

A central role of a regional plan is to identify a sufficient supply of land to support employment growth. To provide an evidence base for decision making during preparation of the draft GARP, PLUS engaged TSA Riely to undertake investigations into employment lands – focussing on the industrial and retail sectors.

The objective of this component of the Stage 2 investigations was to better understand current and emerging trends in the market, and how these may influence the type, consumption rate, locational and infrastructure needs for employment land into the future.

This project was designed to produce background material and strategies to inform strategic planning priorities for both PLUS and DIT, with inputs feeding not only into the draft GARP, but also high-level transport planning and local area transport plans. It also acts as an evidence-based for the consideration of Code amendments, particularly those that propose rezoning of inner-city employment land.

8.1. Scope and assumptions

The deliverables for this work included the following:

- Background investigations, including employment trends analysis and projected demand for land (both industrial and activity centre).
- The development of an employment (industrial) land strategy.
- The development of an activity centres strategy.

Key inputs used to as a baseline for the investigations include [Population projections for South Australia and Regions, 2021-2051](#) and the Land Supply Report for Greater Adelaide: Employment Lands, June 2023. and the Land Supply Report for Greater Adelaide: Employment Lands, June 2023.

The employment lands investigation adopted the high-population growth scenario to 2051 to inform demand projections for both industrial and activity centre area projections. Other assumptions used were:

1. Current zoned vacant land consumption rate of 93 ha per annum assumed to continue.
2. Assumed all currently identified vacant and future land to be consumed, including Greater Edinburgh Parks.

8.2. Methodology

The employment land investigations comprised four progressive stages. An overview of each is provided below.

8.2.1. Stage 1: Employment trends analysis

Stage 1 involved undertaking research and analysis, in conjunction with market and industry engagement (such as Renewal SA, Property Council), to identify emerging trends and key

economic drivers that are likely to affect future demand for employment land and strategic transport infrastructure. This information was used to prepare a high-level view of future employment land activity and potential jobs and formed a background report to assist in the identification of future land use and strategic transport infrastructure requirements.

8.1.1 Stage 2: Develop an employment land strategy

The second stage involved reviewing the Metropolitan Adelaide Industrial Land Strategy (2007) and undertaking a benchmarking exercise with interstate jurisdictions to inform a new Industrial Employment Land Strategy for Greater Adelaide. This strategy aimed to reflect the evolution of employment lands since 2007, in terms of the types of employment activities undertaken (i.e. not just industrial but also retail / commercial), reflect the current strategic planning and land use planning frameworks (i.e. SPPs and the Code). It also:

- Provided a clear set of definitions.
- Identified key employment precincts, as identified in SPP 9 (employment land), to increase protection from sensitive land uses and rezoning (where appropriate).
- Identified land use requirements for the key employment activities (i.e. the four Broad Industry Categories) to assist in growth planning and structure planning functions within both PLUS and DIT.
- Provided benchmarking for different employment activities to assist in growth area planning. This information was provided to Arup to identify future employment lands as part of the greenfield growth area investigations.

8.1.2 Stage 3: Local area employment projections

Outputs from stages 1 and 2 informed the development of more detailed employment land projections for Greater Adelaide at local area geographies. Completion of this work required the following bodies of work to be completed:

- Local area population projections (LGA and SA2), 2021-2041
- Employment land trends (Stage 1)
- Employment land strategy (Stage 2).

8.1.3 Stage 4: Develop an activity centres strategy

Stage 4 was the development of an activity centres strategy to assist with planning for activity centres. It was intended that this document acts as a reference in broader planning processes, including structure planning.

8.3. Results and key recommendations

This work produced recommendations for consideration in the drafting of the Plan and provided the DIT with information relating to potential trip origin/destinations to input into various transport studies being undertaken. Other outputs from the four stages include:

- An analysis of key trends, with a detailed description of their influences on all categories of employment land.
- Demand projections, setting out the overall need for employment land overall at 5-year intervals to 2051, broken down by land supply region.
- High level summary of infrastructure implications, roles and responsibilities (i.e. state or local) for both industrial employment land and activity centres.
- Investigations of employment land benchmarks to support the provision of adequate employment lands in greenfield growth areas.
- Identification of criteria to determine strategically important employment precincts worthy of higher levels of protection from encroaching sensitive land uses.
- That industrial employment land, particularly within the inner metropolitan areas of Adelaide be valued highly for their role in providing access to services and facilities to local populations.
- The land use implications for different types of employment land, based on the various roles they play and aligning with the four broad industry categories as per Figure 13.

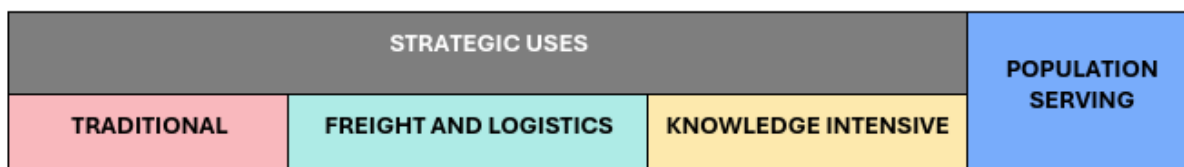


Figure 13 Broad industry categories (Source: TSA Industrial Employment Land Strategy)

8.4. Draft GARP inputs

The recommendations within both the industrial employment land strategy and the activity centre strategy were used to inform consideration of strategies for the following outcomes, in particular:

- Outcome 2: A strong economy built on a smarter, cleaner future
- Outcome 5: An integrated and connected region

The identified strategies for employment land are spatially identified in the draft GARP within the Productive economy theme, and the following subthemes:

- Employment lands
- State Significant and Prime Industrial Employment Precincts
- State innovation places

- Activity centres and retail

There is also crossover with the People, housing and liveability (especially State Significant Infill Areas) given the mixed-use opportunities presented in infill areas and the desire to plan new housing in proximity to employment.

Other recommendations identified to inform the draft Plan were:

- The amount of additional industrial employment land required to be found through the greenfield investigations work with Arup.
- The development of a hierarchy of employment precincts including:
 - National industrial employment clusters
 - State significant industrial employment precincts
 - State innovation places
 - Prime industrial employment precincts.
- Consideration of emerging employment precincts at Stepney, Hindmarsh and Thebarton which would be candidates for urban renewal but also maintain a mix of employment uses.
- The draft GARP provided for a target seeking the no net loss of inner metropolitan employment land (including the land supply regions of Inner Metro, Inner South, Inner North and Adelaide West) by maintaining employment opportunities including through additional floor area or job density generated through mixed use / urban renewal. Post-consultation the Commission considered that the net-community benefit assessment would best manage the competing interests over a re-zoning proposal. The Commission acknowledges the importance inner metropolitan employment land continues to have in serving local populations.
- A centres hierarchy was established and is identified in the draft GARP to identify the specific role, function and infrastructure needs of each centre type and to assist with optimising the distribution of retail and service businesses and supports liveability, convenience and choice across the region.

9. Open Space Strategy

Consistent with the recommendations of the GARP Discussion Paper, an Open Space Strategy (Strategy) has been prepared by Aurecon to inform the development of the GARP and guide the provision of a quality open space network throughout the region.

The focus of the Strategy is to:

- Develop the Open Space Network for Greater Adelaide.
- Update/replace the current Metropolitan Open Space System (MOSS).
- Propose a methodology for quantifying Greater Adelaide's current open space network, based on best-practice.
- Develop a classification system for open space typologies.
- Identify principles and targets to guide governance priorities and actions.

9.1. Methodology

This project progressed in two stages. High level details of the scope are outlined below.

9.1.1. Stage 1: Review, analysis and recommendations

Stage one identified best practice in the provision, management and operation of open space networks and analyse how best practice can be incorporated into a new Strategy. It considered:

- Definitions and classification of open space – both function and hierarchy.
- Principles to guide assessment of open space and to assist with planning, funding, acquiring, designing and prioritising.
- Benchmarking quality and quantity.
- Review current best practice in Australia against current provisions in Greater Adelaide, including the principles guiding the provision of open space as detailed in the GARP Discussion Paper.
- A framework for an Open Space Strategy for Greater Adelaide.

An analysis stage made recommendations on how to build on the current Metropolitan Open Space Strategy to create a quality and equitable open space network across the Greater Adelaide region. This considered the current spatial distribution of MOSS, consideration of new benchmarking linked to future growth, and GIS analysis to consider where new opportunities existing for the provision of long-term open space (public and private).

9.1.2. Develop a new Open Space Strategy for Greater Adelaide

Stage two provided a draft Strategy for Greater Adelaide that establishes:

- A vision for open space in the Greater Adelaide region.
- Overview of the benefits of open space.
- Identification of the opportunities and challenges across the region.
- A revised open space network that builds on the former MOSS and is aligned to the vision in the draft GARP and long-term plan for growth.
- A set of guiding principles supported by objectives and targets.
- A classification system for open space typologies.

When preparing the Strategy, consideration was given to the relevant local and state government policies as well as direct feedback from the Commission and the Green Adelaide Board. Other state agencies consulted on during preparation include:

- Office for Design and Architecture SA
- Department for Environment and Water
- Office for Recreation, Sport and Racing.

Green Adelaide (within the Department for Environment and Water) was a key stakeholder in the development of the Open Space Strategy. Green Adelaide is a landscape board focused on metropolitan Adelaide, with a vision to create a cooler, greener, wilder and more climate resilient Adelaide.

Green Adelaide has prepared an Urban Greening Strategy, and greening open space is an important aspect of this. Development of an open space strategy for Greater Adelaide has been identified in this document as a key action.

9.2. Commission directions

Inter-urban breaks were identified within the Discussion Paper. The Commission considered that the purpose and function of the identified inter-urban breaks should be unique and respond to values, land uses and needs as identified across the Greater Adelaide region. The Commission agreed to seven principles to guide the development of Inter Urban Breaks and to assist development of a new Strategy.

Inter Urban Breaks

1. Are spatially and functionally defined through the identification of landscape, environmental, cultural, and economic values.*
2. Can protect open space, biodiversity, amenity, First Nations and European cultural and landscape values where they exist between major urban areas.
3. Can protect non-urban uses for example primary production, forestry, nature-based tourism in recognition of their contribution to the regional economy.
4. Can provide land for active and passive public recreation and ecosystem services where they exist and are in close proximity to population centres.
5. Support enhanced community and sub-regional identity and sense of place.

6. Limit further fragmentation of land holdings and restrict various forms of urban activity where inconsistent with identified values.
7. Are managed through a range of land uses, tenures and management practices which protect and enhance the identified values.

9.3. Key strategy outputs

The following principles were developed and form part of the Strategy:

1. **Connecting people with nature and places** – open spaces build stronger communities, promote health and wellbeing, and connect people with nature and key destinations.
2. **Creating quality spaces for everyone** – open spaces are equitable and accessible at a range of scales, sizes, tenures and experiences, and are connected to each other and with movement corridors.
3. **Building on Greater Adelaide’s sense of place** – quality open spaces create better places by contributing to high amenity precincts, enhancing and reinforcing local character and natural systems, supporting housing density and diversity, and generating economic value.
4. **Increasing Greater Adelaide’s climate resilience** – green open spaces increase biodiversity and habitat, create climate resilience, reduce heat island impacts. Increase tree canopy cover and integrate water sensitive urban design.

New classification for open spaces were developed:

- **Green space** - refers to land that is predominantly covered by vegetation or natural landscapes. They are characterised by the presence of trees, plants, grass and other forms of vegetation. Green spaces contribute to sustainability by improving air quality, reducing pollution, and supporting biodiversity and natural systems.
- **Greenways** - refer to a network of corridors that link people and fauna to open spaces and green spaces across Greater Adelaide. Greenways create safe opportunities for walking and cycling to public open space. They also link important natural systems, such as watercourses and biodiversity corridors, to improve flora and fauna habitats.
- **Public space** - refers to accessible areas that are intended for local use by the community. They serve as gathering places and provide opportunities for social interactions, cultural events and civic engagement. They are typically owned and maintained by local government or public entities.

9.4. Draft GARP inputs

The strategy recommendations aligned with the GARP outcomes and directions set by the Commission, in particular:

- Outcome 2: Liveable, accessible and inclusive communities
- Outcome 6: Coordinated Delivery of Land Use and Infrastructure Planning.

The map of the new open space network (public and private) and investigation areas can be found in the draft Plan within the People, housing and liveability theme, and in the Regional open space subthemes.

An action for further work includes Investigating new governance and funding models to establish, manage and equitably distribute regionally significant open space, including the Adelaide Park Lands and to facilitate a new Northern Park Lands.

The Strategy includes eight inter-urban breaks. These are defined between key townships in:

- The Barossa
- Western Hills
- Willunga / Southern
- Coast to Vines
- Fleurieu
- Light River
- Monarto

These Inter Urban Breaks will be a mix of private and public land. The future development of the Inter Urban Breaks is considered to benefit from comprehensive and place-based master plans to guide their future uses and integration with Greater Adelaide.

The future development of the Kudla growth area will be supported by the establishment of the Northern Park Lands – a new linear park that over time will provide an uninterrupted green corridor from the Hills Face Zone to Karbeethan Reserve and the Gawler River. The Northern Park Lands will provide a clear inter-urban break between the new and established areas of Gawler, and become a place for active recreation, greening initiatives, community respite, local sports facilities and walking and cycling trails.

The government will prepare an implementation strategy within the next 12 months that outlines how the Northern Park Lands will be delivered. The strategy will seek to ensure that the early delivery of the first stage of works on government-owned land will coincide with the delivery of the first new homes in the adjacent Kudla growth area.

9.5. Post-consultation changes

Following feedback received on the draft GARP, Aurecon undertook further work on the Open Space Strategy investigations, to further clarify the role and structure of the open space methodology and to reflect changes made as part of a more detailed review into land requirements.

The spatial extent of the Northern Park Lands was amended to enable improved realisation of the regional-level open space outcomes first envisaged in the 1960's. In particular the northern and eastern segments of the Northern Park Lands were amended to enable a staged delivery in a coordinated manner.

For further information on the spatial amendments made to Open Space, across the Greater Adelaide region, see Section 11.12 of the State Planning Commission's [Engagement Report](#) on the GARP.

10. Targets and Measures

Targets and measures are an important element of the GARP, as they send signals to key stakeholders and the market on priorities and desired pace of land use changes over the life of the plan. This holds the government and other stakeholders accountable to driving and implementing change as a result. Over time and through implementation, the measuring and reporting of targets builds a strong evidence base for future policy intervention and updates to the GARP. The GARP includes contemporary targets and measures that utilise a range of datasets as it is acknowledged that not all the targets in *The 30-Year Plan for Greater Adelaide* (2010) could easily be monitored on an ongoing basis.

In the first instance, a focus has been placed on four key priority targets for public consultation. These include:

- residential land supply
- employment land supply
- housing
- tree canopy.

These targets will be further refined and finalised after considering the feedback received during the public consultation phase.

10.1. Land supply targets

10.1.1. Residential Land Supply Targets

At the time of publication, Part 1, Section 7(3)(iii) of the PDI Act states the following:

*‘adequate provision cannot be made within Greater Adelaide outside environment and food production areas to accommodate **housing** and employment growth over the longer term (being at least a **15 year period**).’*

The current EFPA provisions in the PDI Act, makes it clear a minimum 15 years of supply is required to support housing growth over the longer term before changes to the EFPA Overlay can be considered. This requirement was used to inform the residential land supply target (see Figure 14) as it informed when action may be required to consider additional land supply options.

A Bill is currently before Parliament which proposes to remove greenfield growth areas identified in the GARP from the EFPAs. The Bill also proposes to change the minimum land supply test from 15 years to 30 years of residential land supply for all future updates to the Greater Adelaide Regional Plan.

The 5-year rolling ‘housing ready’ land supply target was set based on extensive research of interstate jurisdictions where a need for such a target was identified to ensure a sufficient supply of serviced land to accommodate the peaks and troughs of demand over time.

This target will be measured by data used to inform the residential land supply dashboard.

TARGET 1: RESIDENTIAL LAND SUPPLY

Outcome: More Housing in the right places

A timely, efficient and continuous supply of residential land across Greater Adelaide will support greater choice of housing in the places that are well-served.

Target	Target 1: Maintain a 5-year rolling supply of housing ready residential land.
Measure	<ul style="list-style-type: none"> • Land supply reporting on capacity (known and estimated). • Utilise region specific discounts and yields to estimate supply over undeveloped zoned and future land supply.
Geography	<ul style="list-style-type: none"> • Greater Adelaide Planning Region • Land Supply Region
Frequency	<ul style="list-style-type: none"> • Annual
Data Source	<ul style="list-style-type: none"> • Land valuation • PlanSA Development Application data • Land division spatial layer

Figure 14 Target 1 of the GARP

10.1.2 Employment Land Supply Targets

Part 1, Section 7(3)(iii) of the PDI Act states the following:

*‘adequate provision cannot be made within Greater Adelaide outside environment and food production areas to accommodate housing and **employment** growth over the longer term (being at least a **15 year period**).’*

This section requires a minimum 30 years of supply to support employment growth over the longer term before changes to the EFPA Overlay can be considered.

This requirement has been used to inform the employment land supply target (see Figure 15) and will determine when action may be required to consider additional employment land supply options.

TARGET 3: EMPLOYMENT LAND SUPPLY

Outcome: A strong economy built on a smarter, cleaner future

Providing timely and a continuous supply of employment land across Greater Adelaide will ensure we can maximise the opportunities to build a strong economy.

Target	Target 3 Maintain a 15-year rolling supply of zoned employment land.
Measure	Land supply reporting on capacity (known and estimated).
Geography	Target 3 Greater Adelaide planning region
Frequency	Annual
Data Source	<ul style="list-style-type: none">• Land valuation• PlanSA development application data• Land division spatial layer

Figure 15 Target 3 of the GARP

This target will be measured by data used to inform the annual land supply reports.

10.2. Housing targets

The housing targets for Greater Adelaide and 10 subregions are based on:

- The high population projection scenario for Greater Adelaide.
- The existing dwelling stock in each region at the 2021 census.
- The population counted in non-private dwellings at the 2021 census + forecast growth in this population.
- Average household size and occupancy rates for each region based on the 2021 census.
- The potential for new dwelling in each region based on the applicable Code polices at January 2023, the remaining strategic growth options of the current 30-Year plan for Greater Adelaide and the proposed future growth options in the draft Plan.

The housing target modelling process uses the inputs above to produce an estimate of the number of additional dwellings (net dwelling increase) required to accommodate projected population growth.

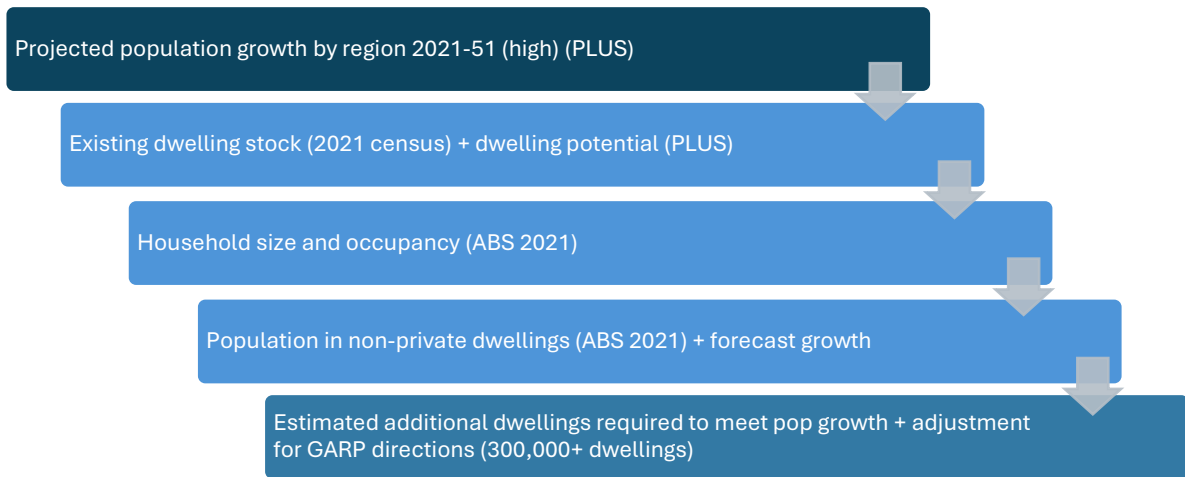


Figure 16 Broad housing target modelling process

Based on the modelling process above, the estimated dwelling requirement for Greater Adelaide was around 300,000 dwellings. In recognition of the National Housing Accord Target for Australia to build 1.2 million additional homes by 2029, an additional 15,000 dwellings were added to the target for Greater Adelaide.

As a result, the overall dwelling target for Greater Adelaide is 315,000 additional dwellings.

10.1.1 Land supply region and local government area targets

Local government housing targets were prepared using the following method.



Figure 17 LGA housing target modelling process

The local government area targets are presented in 10-year increments (2021-31, 2031-41 and 2041-51) to reflect increased uncertainty over time. To overcome this uncertainty, the Commission has agreed to review and adjust housing targets every 2 years. The diagram in Figure 17 outlines the process for reviewing and adjusting housing targets.

TARGET 2: REGIONAL AND LOCAL AREA HOUSING

Outcome: More Housing in the right places

A timely, efficient and continuous supply of housing across Greater Adelaide and local government areas will support greater choice of housing in the places that are well-served.

Target	Target 2.1: Regional housing targets to 2051, based on high population growth projections. Target 2.2: Local government housing targets to 2051, based on high population growth projections.
Measure	• Dwellings built
Geography	• Greater Adelaide planning region • Land supply region • Local government area
Frequency	• Annual
Data Source	• Land valuation • PlanSA Development Application data • Land division spatial layer

Figure 18 Target 2 of the GARP

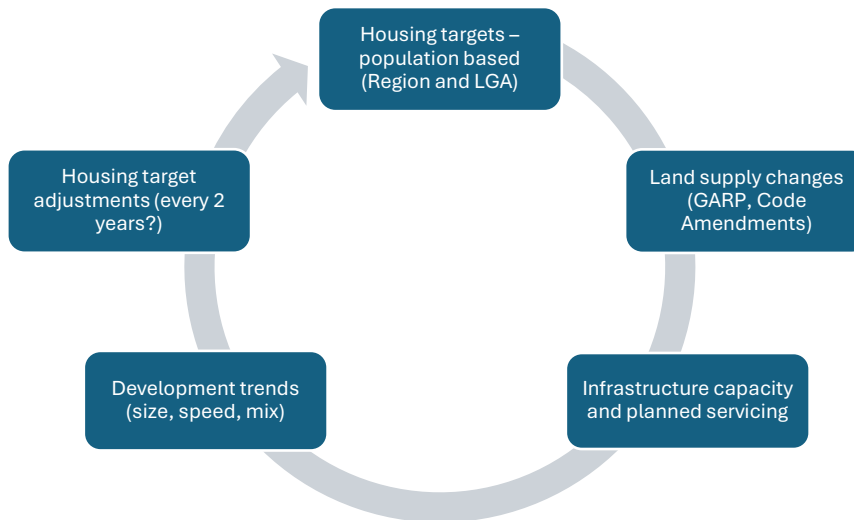


Figure 19 Process of reviewing LGA housing targets

10.3. Tree canopy target

In recent years, there has been significant advancements in the measurement and analysis of tree canopy data. This progress has resulted from a partnership between the State Government

and 18 local governments to measure tree canopy cover across metropolitan Adelaide using LiDAR³ data.

The 30-Year Plan for Greater Adelaide’s Urban Green Cover Target was reviewed as part of developing the Government of South Australia’s Urban Greening Strategy for Metropolitan Adelaide. Based on the supporting public consultation process, tree canopy growth to date and the availability of improved data, this updated tree canopy target is proposed (see Figure 20). This target recognises that achieving 30% tree canopy cover maximises economic, environmental and health benefits.

TARGET 4: URBAN TREE CANOPY	
Outcome: A greener, wilder and more climate resilient environment	
An increased urban tree canopy will ensure a cooler and greener urban environment.	
Target	Achieve 30% tree canopy cover across metropolitan Adelaide by 2055 Baseline: 16.7% (2022 LiDAR)
Measure	<p>Measure 4.1 For the tree canopy cover to reach 30% across metro Adelaide by 2055, tree canopy will need to grow by 2% ever 5 years.</p> <p>Measure 4.2 New master planned greenfield development and strategic infill sites should plan to achieve a 30% canopy cover once their landscaping matures.</p>
Geography	Metropolitan Adelaide.
Frequency	Approximately every five years
Data Source	LiDAR data or equivalent

Figure 20 Target 4 of the GARP

Following consultation, the Urban Tree Canopy Target was amended to align with the Urban Greening Strategy (UGS) for Metropolitan Adelaide. Specifically, the timing of the Target was extended out to align with the UGS timing and the sub-target “No net loss of tree canopy cover” was removed.

The interim 5-year target was removed, as it was too specific in its focus. In its place two associated measures (4.1. and 4.2) were introduced to help the Urban Tree Canopy Target be achieved.

10.1.2 Current status - Tree canopy cover report card

Tree canopy cover refers to trees (3 m or taller) located across both the public and private realm. As of 2022, urban canopy cover was 16.7% over the metropolitan Adelaide region. There is significant local variation, with some local government areas having relatively low coverage

³ LiDAR (Light Detection and Ranging) is a remote-sensing method that scans the surface of a survey area using a device installed in a light aircraft that fires to make a digital three-dimensional image of objects on or near the ground, such as buildings, roads and trees.

(e.g. under 10%) while others have high coverage (e.g. above 30%), with significant variation across individual suburbs.

Some of this canopy variability is due to historical landscape differences such as topography, soil and rainfall, while other change is more recent due to human land management impacts. Additionally, some council areas contain protected areas or other large open spaces, while others have airports and commercial areas less suitable to accommodating more trees.

Performance	Description	Current status			
		Metro Adel	LGAs*	Suburbs	Land-use**
Excellent >30% tree cover	Canopy cover across the region is high, with significant urban forest benefits achieved across the region.	-	2	31	Reserves 30.37%
Good 20-30% tree cover	Canopy cover is quite extensive and at a high level across most of the region. Benefits of canopy cover are felt in most areas, with only smaller pockets of less canopy occurring.	-	6	79	Recreation (20.49%)
Fair 10-20% tree cover	Benefits of canopy cover are experienced across parts of the region, with some areas lagging and inequity existing.	16.7%	7	187	Residential (17.65%) Roads (19.25%) Education (16.14%)
Low <10% tree cover	Canopy cover is low and it is unlikely that canopy cover benefits are experienced across most of the region except in pocket areas.	-	3	110	Commercial (5.12%)

* Tree canopy data is currently available for 18 metropolitan councils.

** Example land use types where greater tree canopy is sought. Refer to the Table overleaf for the full list of land uses.

Note: Data for some areas of metropolitan Adelaide was captured in 2018-19⁴. Based on LiDAR analysis, tree canopy cover has increased from 14.5% in 2018 and 2019 to 18.3% over the same geographic region in 2022.

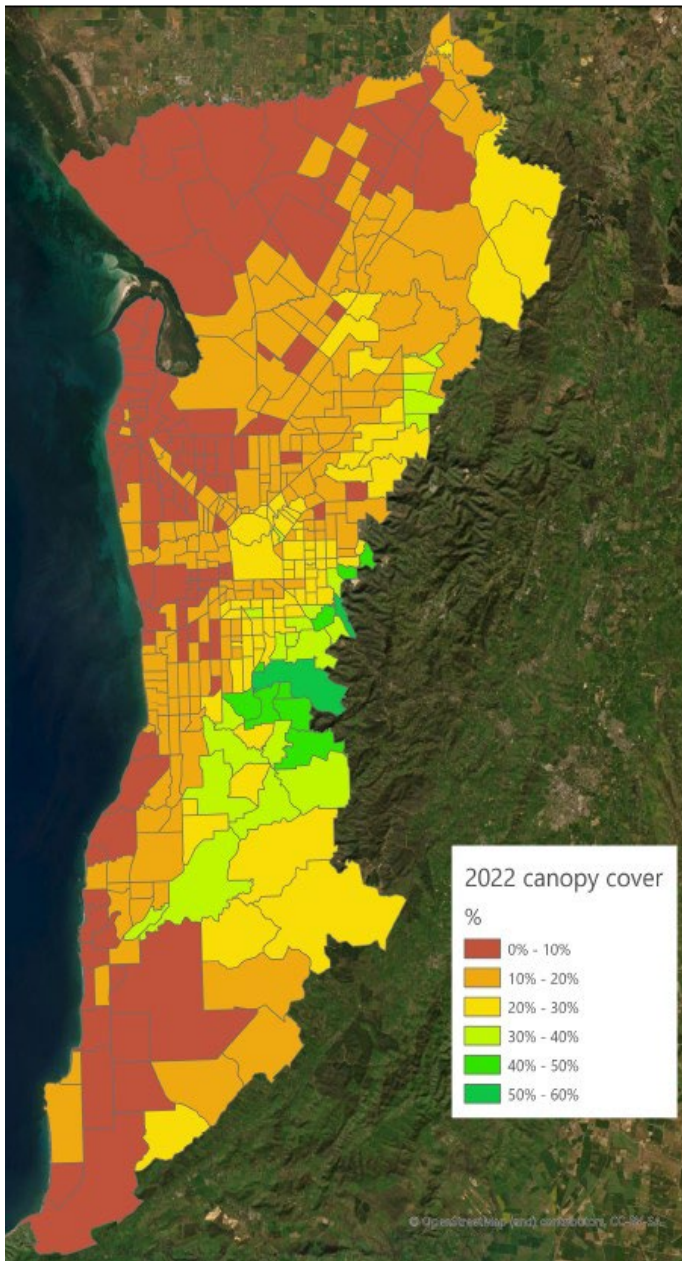


Figure 22 Tree canopy cover by suburb (Green Adelaide, 2022)

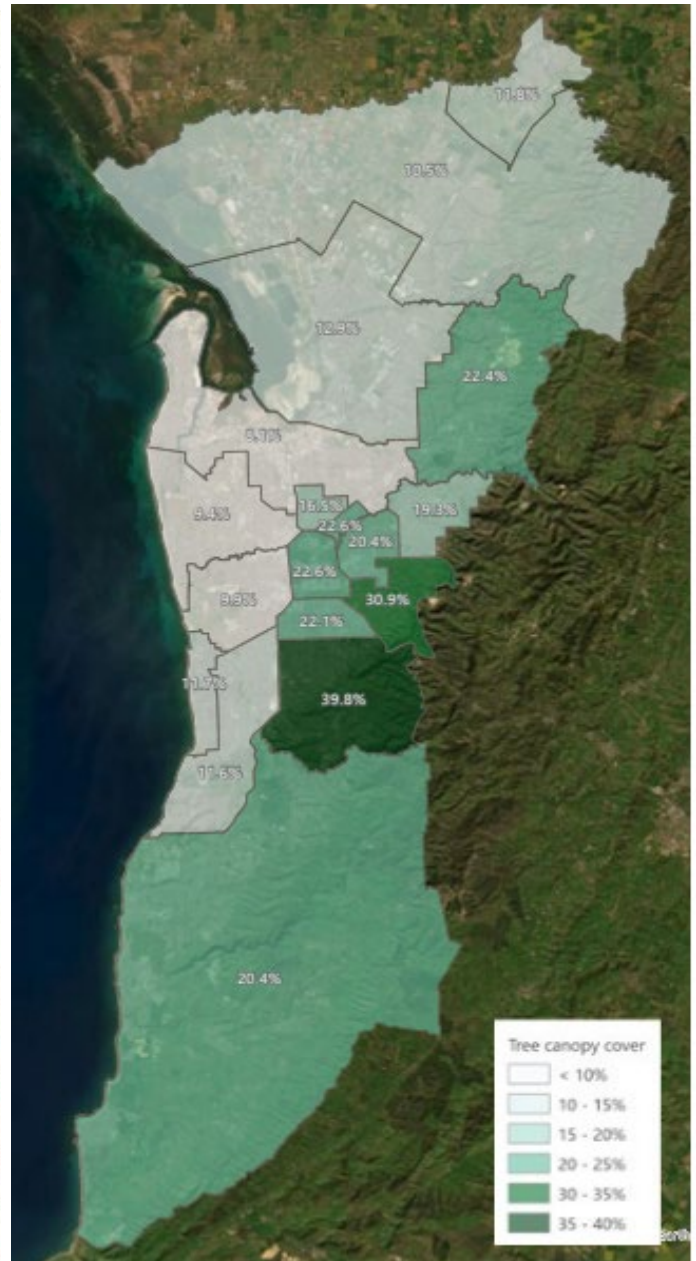


Figure 21 Tree canopy cover by local government area (Green Adelaide, 2022)

⁴ LiDAR data capture was carried out for part of metropolitan Adelaide in two captures carried out in June 2018 and October 2019, and a recapture was undertaken for the whole region in January 2022. This change detection uses the same spatial extent as the 2018 and 2019 combined captures.

Class	Land use type	Total area (m ²)	Canopy area (m ²)	% of land use type covered by canopy
1	Commercial	45,968,268	2,351,865	5.12%
2	Education	19,148,304	3,090,839	16.14%
3	Industrial / utilities	98,383,659	17,270,541	17.55%
4	Forestry	12,995,507	6,591,617	50.72%
5	Mining / quarrying	55,684,234	4,732,847	8.50%
6	Non-private residential	7,469,421	798,242	10.69%
7	Not specified	7,980,424	1,292,757	16.20%
8	Primary production	348,787,991	32,229,758	9.24%
9	Public institution	29,308,789	3,917,177	13.37%
10	Recreation	40,597,095	8,317,214	20.49%
11	Reserve	142,330,454	43,222,559	30.37%
12	Residential	557,627,238	98,406,388	17.65%
13	Roads	184,561,582	36,258,463	19.65%
14	Vacant	68,302,253	12,603,235	18.45%

Table 7 Tree canopy cover by land use (Source: Green Adelaide, 2022)

10.1.3 Methodology and data source

Tree canopy data was captured across metropolitan Adelaide in 2022 using a repeatable and accurate airborne LiDAR and high-resolution satellite multispectral imagery. Further information is available at: [Urban tree canopy data analysis report](#).

The intention is to measure tree canopy every 4 to 5 years to allow trees time to grow between LiDAR captures. The state government will work with local government and other partners to establish agreed monitoring methodology to track the progress of this target, which reflects the nuances of different land-uses, owners and landscape types.

10.4. Future targets

ARUP has been commissioned by PLUS to identify a series of best-practice targets and measures to support the strategic outcomes identified in the GARP, in particular to align with the Living Locally principles outlined in the Discussion Paper.

The consultants will undertake extensive research on how other jurisdictions and their relevant land use and growth strategies report on and measure the following:

- Walkable neighbourhoods.
- Housing diversity.
- Proximity to public transport.

This research will be used, in conjunction with feedback received during the draft GARP consultation period, to inform a series of new targets and measures and will form a critical part of measuring the success of the regional plan moving forward.

11. Working with state agencies

Extensive and ongoing collaboration with agencies and infrastructure providers occurred throughout the investigation phase of the draft GARP by PLUS and its contractors. This also included the review of draft content, actions and mapping layers impacting various state interests and government departments.

Regular communication and correspondence was provided to state agencies and utility providers at various levels, advising of information requirements to complete investigations, requesting review and endorsement of draft content and actions for agencies with an interest in the GARP, and providing ongoing project updates.

11.1 Agency collaboration with infrastructure investigations

As part of the infrastructure investigations of the draft GARP, multiple meetings occurred with PLUS, its contractors and staff from key infrastructure agencies and utility providers. This included infrastructure agencies or providers such as SA Water, the Department for Infrastructure and Transport (DIT), SA Power Networks (SAPN), ElectraNet, the Stormwater Management Authority (SMA), the Department for Education and SA Health.

An infrastructure workshop was held with executives from key infrastructure agency providers including SA Water, DIT, SAPN, ElectraNet, Infrastructure SA, the Department for Education, SA Health, Tafe SA and SAFECOM. This workshop identified high level opportunities and constraints associated with long-term infrastructure provisioning in alignment with the infrastructure investigations being undertaken.

Engagement with these key infrastructure agencies were subsequently continued with individual contractors with respect to the infill and greenfield investigations, which assisted with outputs and investigations.

11.2 Agency briefings

A series of briefings were held with other relevant state agencies not directly engaged as part of the draft GARP infrastructure investigations. These briefings provided an overview of the GARP Discussion Paper engagement period, the key principles in preparing the draft GARP, a functionality overview of the digital regional plan, and informed agencies of key upcoming project milestones. Approximately 30 departments, offices or areas of government were engaged as part of this process.

Other briefings also occurred with key senior government officials' groups – the Infrastructure Officials Group and Social Officials Group.

A full list of state agencies and utility providers engaged during the GARP content drafting is contained in **Appendix 6**.

11.3 Agency draft content review

As part of the drafting and review process of the draft GARP, feedback was sought confidentially regarding key draft content modules from approximately 25 different agencies, offices, units of government or infrastructure providers with an interest in different components of the draft GARP. Draft actions assigned to state agencies were also provided for review and endorsement.

12. Post-Consultation Process of the Draft

The development of the draft plan which was released for further community engagement, spanning 6-weeks between 23 September 2024 and 4 November 2024. This engagement period gave communities, councils, state agencies, industries, interest groups and other key stakeholders further opportunity to be involved in the regional planning process and provide valuable input to help guide the final Plan before its implementation.

A total of over 670 submissions were received during the 6-week engagement period. 18 online community and stakeholder briefing sessions and workshops were held during the engagement period and were attended by a total of 684 participants.

The Commission released its [Engagement Report](#), under Section 73 of the PDI Act, which outlines in significant detail the submissions received, and the amendments made between draft and the Commission's Report to the Minister for Planning.

12.1. Commission's position with respect to the altering of draft content

The Commission made several textual and spatial modifications to the Plan (found in Chapters 10 and 11 respectively of the Engagement Report), based on feedback received during consultation and further information gained in updated data and investigations.

Some of the key changes to draft content by the Commission included:

- A range of amendments to the long-term strategic directions and commentary in the GARP, primarily in response to feedback to state agencies or utility providers to provide greater alignment with other endorsed state policy positions.
- Additional content or rewording to clarify the state's role in state significant infill areas and that private proponents can still initiate a Code amendment.
- Minor spatial changes to infill, greenfield and employment growth areas in response to submissions - the national employment cluster has been expanded to include land west of Port Wakefield Road in response to feedback from the City of Salisbury and City of Playford councils.
- Amending the tree canopy target and regional open space layer in response to state agency and stakeholder feedback.
- Changes to mapping layers where new data is available or in response to state agency feedback.
- Updating infrastructure content to better reflect long-term infrastructure needs to support growth.
- Additional actions, including those relating to housing diversity, greening, infrastructure coordination and planning for growth areas.

12.2. Government's alterations to the GARP

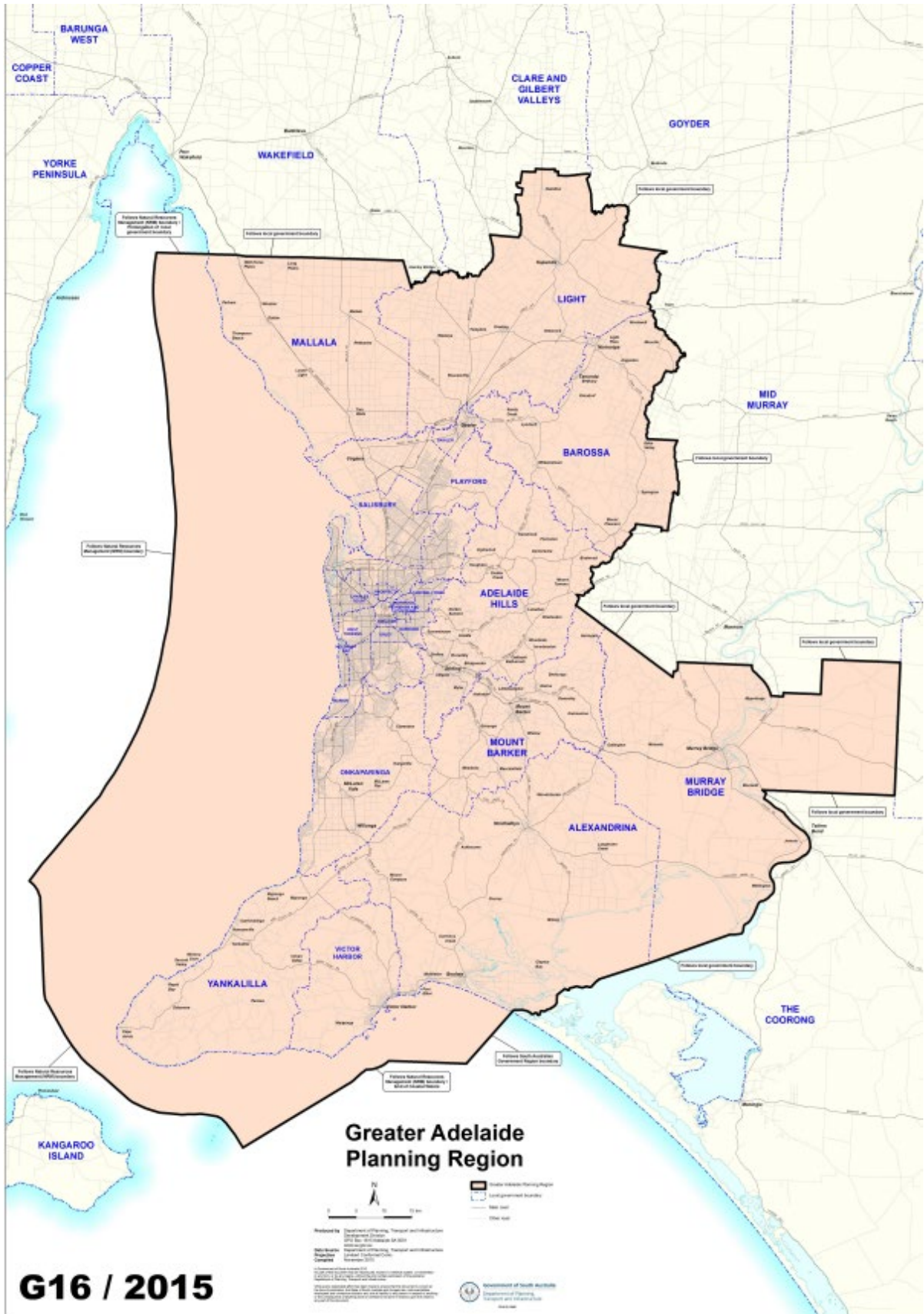
The government through the Minister for Planning made the following alterations to the GARP:

- Wording in the GARP to reflect the government's decision to introduce Bills to amend legislation to change EFPA boundaries and establish a statutory authority for the Northern Parklands.
- Incorporate feedback from SAPOL regarding policing services in growth areas.
- Reflecting Department of Human Services feedback in relation to gender specific housing needs and accessibility for women.
- The deletion of the action in respect of the Implementation of Stormwater Expert Panel recommendations, yet the government is still to deliver a response to this recommendation and is considered premature.
- The creation of an additional action to update the Land Supply Dashboard to establish a 5-year development ready target.
- Amending wording of actions in consultation with Department of Environment and Water, the Stormwater Management Authority and Green Adelaide.

The GARP was altered and adopted, pursuant to Section 73(10)(d) of the PDI Act, and became effective on 17 March 2025.

13. Appendices

Appendix 1 – Greater Adelaide Region Map



Appendix 2 – Mechanisms for updating a regional plan

Section 71 - Incorporation of material and application of instrument

Overview

Section 71 enables automatic linking to be set up between different planning instruments or to include information from other sources.

Section 71 (a) – Linking between a regional plan and the Code

Relevant clause: 71(a) A designated instrument may be linked to other instruments and standards under this section of the Act.

Application: The Section 71(a) process provides a pathway for the linking of another designated instrument to a regional plan. This can enable a process of updating the mapping layers and other information automatically in the regional plan to reflect updates made to another instrument.

Example: If a high bushfire risk area map that is in the Code mapping gets updated via a Code Amendment, then there could be a process in place to simultaneously update this mapping within a regional plan, to ensure consistency between the two instruments.

Section 71 (b) – Linking between a regional plan and another document or plan prepared by a prescribed body.

Relevant clause: A designated instrument may - refer to or incorporate wholly or partially and with or without modification, a policy or other document prepared or published by a prescribed body, either as in force at a specified time or as in force from time to time.

This clause is to be read in conjunction with Part 4, (19), Planning, Development and Infrastructure (General Regulation) 2017.

For the purposes of section 71(b) of the Act, the following bodies are prescribed:

- (a) the Minister, in relation to Ministerial building standards;*
- (ab) the administrative unit of the Public Service that is responsible for assisting a Minister in the administration of the Heritage Places Act 1993;*
- (ac) the Chief Executive;*
- (b) Standards Australia;*
- (c) the Commonwealth Scientific and Industrial Research Organisation;*
- (d) any body prescribed by these regulations for the purposes of section 122 of the Act.*

Application: Section 71(b) enables the inclusion of information published by particular bodies or agencies.

Example: The incorporation of part of the Environment Protection (Water Quality) Policy 2015 published by the EPA. The EPA is a prescribed body under section 122 of the Act referred to in regulation 19(d).

Where relevant strategies, plans or documents are to be referred to or incorporated into a regional plan, new regulations may be required to prescribe the relevant body responsible.

Section 73 – Amendment of designated instruments

Overview

Section 73 provides the process to amend a designated instrument (such as a regional plan) for more substantial types of changes.

Relevant clause: (2) A proposal to amend a designated instrument may be initiated by—
(aa) in relation to a state planning policy – the Commission acting at the request of the Minister; or
(a) the Commission acting on its own initiative or at the request of the Minister; or
(b) with the approval of the Minister, acting on the advice of the Commission—
(i) the Chief Executive; or
(ii) another agency or instrumentality of the Crown; or
(iii) a joint planning board; or
(iv) a council; or
(v) a provider of essential infrastructure; or
(vi) a scheme coordinator appointed under Part 13 Division 1; or
(vii) in relation to the Planning and Design Code or a design standard—a person who has an interest in land and who is seeking to alter the way in which the Planning and Design Code or a design standard affects that land.

Application: The Section 73 process relates to more substantial amendments, which seek to amend statutory elements such as the vision, primary mapping layers, or actions in a regional plan. Due to the nature of the amendment, the process is extensive includes community engagement that must comply with the Community Engagement Charter. Some examples could include:

Changes to the wording of policy associated with growth directions (which would alter the effect of an underlying policy reflected in a regional plan).
Change to boundaries of growth areas or creating new growth areas.
Introduction of new structure plans prepared by local governments to inform future infrastructure agreements and rezonings to accommodate residential and employment growth.
Amendments to primary mapping layers that represent state agency interests and may result in future amendments to overlays in the Planning and Design Code.

The Act allows that bodies such as the Commission, state government agencies or councils (either individually or jointly if they form a Board) to initiate an amendment to a regional plan. However, it is important to note that (unlike a Code Amendment - refer 73(2)(b)(vii) in the adjacent column) private landowners / stakeholders cannot initiate a regional plan amendment process.

Practice Direction 2 – Preparation and Amendment of Designated Instruments sets out the process involved to undertake an amendment to designated instruments such as the Code.

At this point in time the Practice Direction does not cover the process to undertake a Regional Plan Amendment. It is anticipated this Practice Direction will however be updated with a specific section to guide this process by the time the Kangaroo Island Regional Plan is approved. It is envisaged the process will be very similar to that of a Code Amendment.

Section 76 – Minor or operational amendments

Overview

Section 76 enables the Minister to efficiently amend a regional plan to fix errors or to ensure consistency with matters under other Acts.

Relevant clause: *76(1) The Minister may, by notice published in the Gazette, amend a designated instrument—*
(a) in order to make a change of form (without altering the effect of an underlying policy reflected in the designated instrument); or
(b) in order to take action which, in the opinion of the Minister, is—
(i) addressing or removing irrelevant material or a duplication or inconsistency (without altering the effect of an underlying policy reflected in the designated instrument); or
(ii) correcting an error; or
(c) in order to provide consistency between the designated instrument and any provision made by the regulations (including to provide information in a designated instrument that relates to the content or effect of any regulation); or
(d) in accordance with any plan, policy, standard, report, document or code which—
(i) is prepared, adopted or applied under another Act; and
(ii) falls within a class prescribed by the regulations for the purposes of this provision.

This clause is to be read in conjunction with Part 4, (21), Planning, Development and Infrastructure (General Regulation) 2017.

21—Minor or operational amendments

The following documents are prescribed for the purposes of section 76(1)(d)(ii) of the Act:

- (a) a coastal management plan (or part of a coastal management plan) approved by the Governor under the Coast Protection Act 1972;*
- (b) an environment protection policy (or part of an environment protection policy) under the Environment Protection Act 1993;*
- (c) a management plan (or part of a management plan) for a park or reserve adopted under the National Parks and Wildlife Act 1972;*
- (d) the list or amendment to the list of places entered, either on a provisional or permanent basis, in the State Heritage Register under the Heritage Places Act 1993;*
- (ea) the Metropolitan Adelaide Road Widening Plan under the Metropolitan Adelaide Road Widening Plan Act 1972;*
- (eb) a lease, licence or native title mining agreement under the Mining Act 1971;*
- (f) a management plan (or part of a management plan) under the Fisheries Management Act 2007;*
- (g) an aquaculture policy under the Aquaculture Act 2001;*
- (h) a regional landscape plan, water allocation plan or landscapes or water affecting activities control policy (or a part of any such plan or policy) under the Landscape South Australia Act 2019.*

Application: Section 76 enables the Minister to efficiently amend a regional plan to fix errors or to ensure consistency within a designated instrument or plans or policies under another act.

For example, an amendment which does one or more of the following may be considered a minor or operational amendment:

Addressing or removing irrelevant material or a duplication or inconsistency with other parts within a regional plan (providing the amendment does not alter the effect of an underlying policy);

To add or remove a State Heritage Place, if identified, where the State Heritage Place Register has been amended under the *Heritage Places Act 1993*.

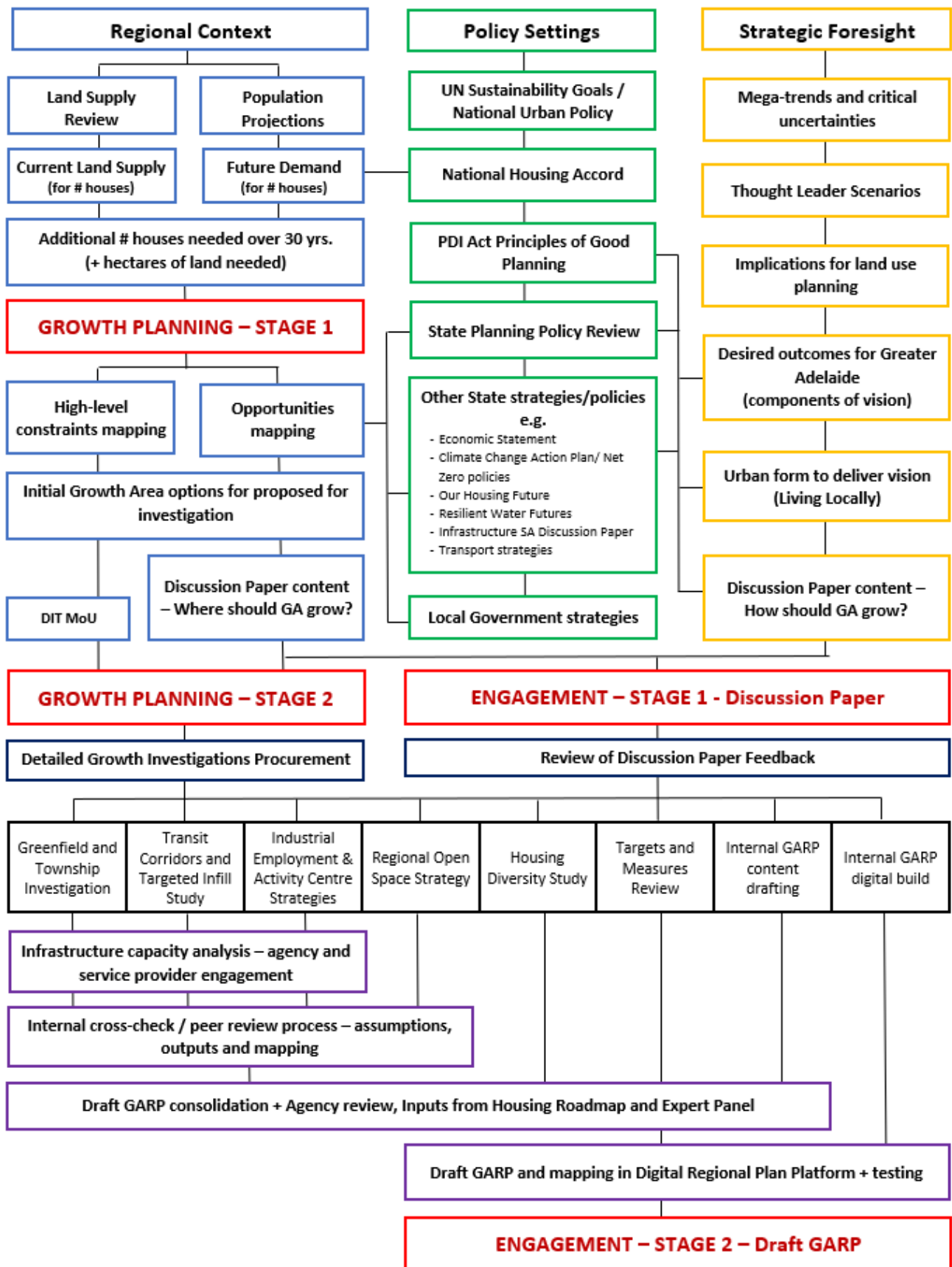
Correcting a typographical, cartography style or numerical error.

A minor or operational amendment can often be addressed within a matter of weeks under delegation.

An example of an amendment under Section 76(1)(d) could enable the updating of mapping in a regional plan in the event that a new mining lease is approved under the *Mining Act 1971*. This type of efficient amendment is contemplated by Part 4, (21)(eb) Planning, Development and Infrastructure (General Regulation) 2017.

Part 4, (21) Planning, Development and Infrastructure (General Regulation) 2017 could be amended to prescribe additional documents for this purpose (but needs to meet both tests in section 76(d)(i) and (ii).

Appendix 3 – Interrelated streams of GARP work



Appendix 4 – Links to other state government documents

Government of South Australia

- South Australian Economic Statement 2023
- Housing Roadmap 2024
- South Australia Responding to Climate Change
- South Australian Government Climate Change Actions

Attorney General's Department (AGD)

- Aboriginal Affairs Action Plan 2022 (to be updated)
- South Australia's Implementation Plan for the National Agreement on Closing the Gap

Department for Education

- 8 Year Enrolment Demand Forecast
- 20-Year Infrastructure Plan for Public Education and Care (2024)

Department for Energy and Mining (DEM)

- Energy and Mining Strategy (2020)

Department for Environment and Water (DEW)

- Climate Change Action Plan 2021-2025
- Blue Carbon Strategy for South Australia
- Waste Strategy 2020-25
- Water Security Statement 2022

DEW Strategies and Guidelines

- Murray-Darling Basin Plan Implementation Strategy
- Tracking changes in South Australia's environment: trend and condition report cards 2023
- Urban Water Directions Statement 2022
- Green Adelaide Urban Greening Strategy for metro Adelaide (draft)

Department for Infrastructure and Transport (DIT)

- Functional Hierarchy for SA's Land Transport Network
- High Productivity Vehicle Network
- DIT Forward Work Plan 2021-2024
- Green Infrastructure Commitment (2021)
- Freight and Supply Chain Strategy (2024)
- Northern Adelaide Transport Study (announced 2024)

Department of Primary Industries and Regions (PIRSA)

- Strategic Plan 2021- 2025
- Regional Development Strategy 2021

Environmental Protection Authority (EPA)

- Strategic Directions 2018-2022
- Good for Environment, Good for Business
- EPA Guidelines
- The Mounty Lofty Ranges Watershed

Inclusive SA

- State Disability Inclusion Plan 2019-2023

Infrastructure SA (ISA)

- 20-Year State Infrastructure Strategy

Landscape SA

- State Landscape Strategy
- Green Adelaide Regional Landscape Plan 2021-26
- Urban Greening Strategy (draft)
- Hills & Fleurieu Landscape Plan 2021-26
- Northern & Yorke Landscape Plan 2021- 26
- Murraylands & Riverland Landscape Plan 2021-26

Office for Recreation, Sport and Racing

- State Sport and Recreation Infrastructure Plan 2020-2040
- Game On – Getting South Australia Moving

SA Fire & Emergency Services Commission (SAFECOM)

- Stronger Together: South Australia's Disaster Resilience Strategy

SA Health

- State Public Health Plan 2019-2024
- South Australia's Plan for Aging Well 2020- 2025
- SA Health and Wellbeing Strategy 2020 – 2025

South Australian Housing Trust (SAHT)

- Our Housing Future 2020-2030
- South Australian Aboriginal Housing Strategy 2021-2031
- Local Affordable Housing Plan Toolkit (2022)

South Australian Tourism Commission (SATC)

- South Australian Visitor Economy Sector Plan 2030

Preventative Health SA

- South Australian Walking Strategy 2022- 2032
- Healthy Parks Healthy People SA 2021-2026

Appendix 5 – Growth investigations baseline assumptions

Population projections

In the GARP Discussion Paper, the Commission commit to utilising the current [cabinet-endorsed high-series population projection](#) to inform the identification of growth options for housing and employment in the GARP.

Key Question 1

How much could we grow by?

The high-series population projection shows that the Greater Adelaide Planning Region could grow by up to 670,000 additional people, or approximately 22,300 people per year, in the 30-year period to 2051.

Assumption 1

Greater Adelaide is projected to grow by up to 670,000 additional people between 2021-2051.

Estimated dwelling requirement

It is estimated 300,000 additional dwellings⁵ will be required to accommodate 670,000 people over 30 years from 2021 to 2051. This equates to 2.23 persons per additional dwelling.

Key Question 2

How many dwellings will be needed?

This represents an annual average net increase of around 10,000 dwelling per year (which is higher than our current level of around 7500-8000 per year). Once replacements for demolitions are included this would equate to a gross annual build of around 12,500 dwellings

Note: approximately 70,000 additional dwellings will need to be built to replace demolished dwellings over the next 30 years.

National Housing Accord Target:

The Housing Accord target for Greater Adelaide seeks a gross dwelling build of around 75,000 dwellings over the next 5 years to 2029 – see section titled ‘The National Housing Accord’ for details. To reach this target it is assumed that we need a further 15,000 dwellings above our high dwelling projection, in this period. It was also assumed that this additional supply will come from greenfield/township developments. This amount has been added to our original dwelling estimate of 300,000 to give a revised 30-year net dwelling demand of 315,000.

Gross dwelling construction target over next 30 years

The gross number of new dwellings required over the next 30 years is 315,000 + 70,000 (demolitions) = 385,000 dwellings.

Assumption 2

⁵ The estimated dwelling requirement was calculated using a simplified model that uses projected population (High), existing housing stock, dwelling occupancy, average household size and non-private dwellings.

Greater Adelaide will require 315,000 net additional dwellings to house projected population growth from 2021-2051. This includes an additional 15,000 dwellings to satisfy the housing accord targets. The gross number of new dwellings required over the next 30 years is 385,000 dwellings.

Current land supply

The previous *30-Year Plan for Greater Adelaide* (last updated in 2017) identified a significant land supply pipeline for the region to cater for projected growth until 2045. Some of this land has already been zoned and developed, but a significant portion remains to be zoned, developed, or made available to the market.

Key Question 3

How much land is currently identified for growth and how

As a result, a significant portion of Greater Adelaide’s projected population growth to 2051 should be able to be housed within lands already identified for development. This is often referred to as Greater Adelaide’s current land supply potential and can be spatially identified by lands located within the ‘Planned Urban Lands to 2045’ spatial layer.

Based on recent land supply reports, and by the Commission’s key assumptions in the Discussion Paper, it is estimated that existing land supply potential could accommodate around 215,000 of the 315,000 additional dwellings required from 2021-2051. Refer to spreadsheet for details.

Assumption 3

Greater Adelaide currently has a latent supply capacity of land already identified for future urban growth which could accommodate up to 215,000 additional dwellings (spread across all land supply types).

New land supply

With the existing latent supply capacity taken into account, the GARP will need to identify new growth areas across the region to accommodate approximately 100,000 additional dwellings to meet the estimated supply gap. In addition to this, the Commission has recommended the inclusion of an uncertainty buffer of 40% to ensure a sufficient supply of future growth opportunities are identified.

Key Question 4

How much additional land should be identified to cater to

Infill and Greenfield split – High Infill Growth Scenario

Over the past 10-15 years, a significant proportion of Greater Adelaide’s net annual dwelling growth has been constructed in existing urban areas (infill development). The ratio of infill to greenfield development across the Greater Adelaide Region has ranged between 85:15 in 2017 to approximately 65:35 in the post-pandemic years. Our latest analysis shows that that the recent relative increase in greenfield housing can be partly attributed to the impact of HomeBuilder and other government housing stimulus measures.

Key Question 4a

Where do we expect the additional supply will be built in a high infill growth scenario?

Despite the recent shift, infill development continues to provide more than two-thirds of new housing supply and this trend is projected to continue without significant policy intervention.

It is therefore considered appropriate for the detailed infill growth investigations informing the GARP to apply a 70:30 infill to greenfield split. The table below summarises the calculations and assumptions used to estimate the amount of additional infill (general and strategic) supply required.

Scenario 1 - Urban consolidation 70% infill:30% greenfield - focus on Strategic Infill options

	Devt share	Dwellings required (net)	Current supply estimate	Estimated supply gap	Additional supply buffer	Additional supply required including buffer
Greenfield (metro fringe & major townships)	30%	105,000	98,000	- 7,000	40%	9,800
General Infill	30%	90,000	70,500	- 19,500	0	19,500
Strategic Infill	40%	120,000	45,400	- 74,600	40%	104,440
	100%	315,000	213,900	- 101,100		133,740

Assumption 4a

Growth investigations to inform the Greater Adelaide Regional Plan should seek to identify infill land to accommodate a minimum of 124,000 infill dwellings in addition to current latent supply capacity, to 2051.

Infill and greenfield split – High Greenfield Growth Scenario

Over the past 10-15 years, a significant proportion of Greater Adelaide’s net annual dwelling growth has been constructed in existing urban areas (infill development). The ratio of infill to greenfield development across the Greater Adelaide Region has ranged between 85:15 in 2017 to approximately 65:35 in the post-pandemic years. Our latest analysis shows that that the recent relative increase in greenfield housing can be partly attributed to the impact of HomeBuilder and other government housing stimulus measures.

Key Question 4b

Where do we expect the additional supply will be built in a high greenfield growth

Given this recent development share change, and for the purposes of identifying greenfield growth areas, it is considered appropriate for the detailed greenfield/township growth investigations to apply a 50:50 infill to greenfield split. The table below summarises the calculations and assumptions used to estimate the amount of additional greenfield supply required.

Scenario 2 - Greenfield/Township 50% infill:50%

	Devt share	Estimated Dwellings required (net)	Current supply estimate	Estimated supply gap	Additional supply buffer	Additional supply required inc buffer
Greenfield/township	50%	165,000 ⁶	98,000	- 67,000	40%	93,800
General	25%	75,000	70,500	- 4,500	0	4,500
Strategic	25%	75,000	45,400	- 29,600	40%	41,440
	100%	315,000	213,900	- 101,100		139,740

Assumption 4b

Growth investigations to inform the Greater Adelaide Regional Plan should seek to identify land to accommodate a minimum of 94,000 greenfield/township dwellings in addition to current latent greenfield supply capacity, to 2051 (see table above).

The National Housing Accord

The Australian Government has agreed to a [National Housing Accord](#) (Accord) with states and territories, local government, institutional investors and the construction sector. In August 2023, the states and territories agreed to a target to build 1.2 million well-located homes over 5 years from mid-2024. It is an ambitious target designed to recognise the housing supply shortfall in recent years, and also put increased emphasis on future supply.

Key Question 5
What impact will the National Housing Accord Targets for South Australia have on the GARP?

Note: the Accord target is a gross dwelling build and not a net dwelling stock increase.

South Australia's share of the Accord target is 84,000 dwellings built over the 5 years. The Accord targets were allocated to states and territories based on their national population share.

The Greater Adelaide planning region accounts for 90% of our dwelling growth, hence Greater Adelaide's Accord target share is around 75,000 dwellings (15,000/year)

In SA we demolish around 2500 dwellings each year hence in net terms our target would be around 62,500 dwellings.

The estimated dwelling requirement for Greater Adelaide (300,000) is a net dwelling increase.

[National Housing Accord Implementation schedule for South Australia.](#)

Assumption 5

⁶ Includes the 15,000 National Housing Accord dwelling number added to share of high dwelling projection for Greenfield/township.

South Australia's share of the National Accord Housing Target is to build 84,000 'well located' dwellings between mid-2024 and 2029. Approximately 90% of these dwellings are anticipated to be built in Greater Adelaide, hence the target is 75,000 dwellings. To acknowledge the Housing Accord target we have added 15,000 dwellings to the overall target.

Appendix 6 – State agency and service provider engagement

PLUS acknowledges the following state agencies, offices, departments and service providers for their time and expertise during the draft GARP preparation process (meetings, briefings, workshops and provision of draft content for feedback).

No.	Agency
1	South Australian Tourism Commission (SATC)
2	Green Industries South Australia (GISA)
3	Preventive Health SA
4	Environment Protection Authority (EPA)
5	Department for Infrastructure and Transport (DIT)
6	Department for Energy and mining (DEM)
7	SA Power Networks (SAPN)
8	ElectraNet
9	Department of Primary Industries and Regions South Australia (PIRSA)
10	Department for Environment and Water (DEW) / Green Adelaide / Stormwater Management Authority (SMA) / State Heritage
11	Aboriginal Affairs and Reconciliation / AGD
12	SA Water
13	Infrastructure SA
14	Office for Recreation, Sport and Racing (ORSR)
15	Department for Education
16	SA Health
17	SAFECOM
18	TafeSA
19	Renewal SA
20	Housing, Infrastructure, Planning and Development Unit (HIPDU)
21	SA Housing Trust
22	Department of Treasury and Finance (DTF)
23	Defence SA / Office of AUKUS
24	Office for Design and Architecture SA (ODASA)
25	SAPOL
26	Adelaide Airport Limited (AAL)
27	Department of the Premier and Cabinet (DPC)
28	Department of Human Services (DHS)
29	Department of State Development (DSD)
30	Office for Early Childhood Development
31	Invest SA
32	Adelaide Cemeteries Authority
33	South Australian Country Fire Service (CFS)
34	South Australian Metropolitan Fire Service (MFS)
35	Lot Fourteen

