



GREATER ADELAIDE REGIONAL PLAN

Discussion Paper Summary



STATE
PLANNING
COMMISSION

Acknowledgment of Country

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

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



Commission Chair's message



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

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

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

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

A handwritten signature in black ink, appearing to be 'C Holden', with a long horizontal flourish extending to the right.

Craig Holden
Chair, State Planning
Commission



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

The Discussion Paper is for all Greater Adelaide residents

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



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

The Discussion Paper will prompt debate and the exchange of ideas. Discussion will centre on the features and characteristics that make the Greater Adelaide region so special: our premium food and wine, our scenic landscapes and natural environment, our cultural and built heritage, our world class beaches and overall quality of life.



Where will **housing and jobs** go and how will people live as our population grows?

This Discussion Paper will also highlight the important role our planning system will play in tackling complex issues such as climate change, net zero aspirations, social equality, community resilience, housing choices, housing affordability and affordable living.



We want your **ideas and feedback** to help inform the Greater Adelaide Regional Plan.



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

Greater Adelaide

Change is certain. We need to plan for it.

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

Our housing needs are also changing. The average household size is decreasing. Single person households have increased 78% over the last 30 years. Housing demand now outstrips population growth.

If these trends continue, we will need an extra 300,000 homes over the next 30 years.

A [Discussion Paper](#) has been prepared to stimulate new thinking and informed debate about how the new Greater Adelaide Regional Plan (GARP) will sustainably provide for this future residential and employment growth and change.



This summary paper provides a high-level overview of the Discussion Paper, which is split into two parts:

- 1. How should Greater Adelaide grow?**
 - 2. Where should Greater Adelaide grow?**
-

Feedback on the Discussion Paper is open for a period of 12 weeks from 14 August to 6 November 2023, 5:00pm.

¹ Based on 2021 Census data

The role and function of the Greater Adelaide Regional Plan

The new GARP will play a significant role in identifying land for housing and employment, and identifying long-term infrastructure needs to support sustainable growth over the next 30 years. It will replace the current 30-Year Plan for Greater Adelaide.

The State Planning Commission (the Commission) is preparing the GARP in collaboration with local government, state agencies, industry and the community. Feedback received on the Discussion Paper will directly inform the development of the GARP.

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



Where **houses and employment** land will go



How **housing and population** will be serviced



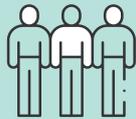
Which areas need **conservation and protection**



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

The final GARP will be available in a digital format and include maps identifying long-term urban land and infrastructure needs to support sustainable growth. Designed to respond to changing data, it will be live, interactive and easy to update.

Greater Adelaide snapshot



1,515,491

Total population (2021)



84%

State's population



80%

of the State's economy



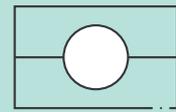
1.0%

Average annual population growth in the past 10 years



19.3%

Population over 65+ years



73.3%

SA's Aboriginal population living in the region



75%

Detached dwellings



1.3%

Average annual housing growth in the past 10 years



26.6%

Population born overseas



691,000

Total number of homes (2021)



78%

Increase in single households since 1991



52%

Increase in couples with no children since 1991



10,873km²

Total area

- Metro Fringe Townships

- Township

- Established Urban Area

- Greater Adelaide Planning Region

- Land supply region

- Planned Urban Lands (2045)

- Major road



How many homes do we need by 2051?

We need 300,000 new homes.

Land that is already zoned for residential development in Greater Adelaide has capacity for 164,000 homes. A further 47,000 homes could go on land already identified for future residential rezonings, providing a current capacity for an additional 200,000 homes. This provides enough land supply for at least the next 15 years.

To supply 300,000 new homes by 2051, we will need to identify and protect land for an additional 100,000 homes.



P.1 How should Greater Adelaide grow?

The GARP will establish a 30-year vision for the Greater Adelaide region. It will identify where people will live and work, how they move around, and where they will access services. The GARP will also align with the State Planning Policies (SPPs), which are the framework for orderly development across the State to account for a range of environmental and natural resource constraints including climate change.

Strategic foresight and global trends

While the Commission relies on traditional tools to plan for long term growth and change, it has also explored ideas about the future, and plausible scenarios, to better prepare and plan for change.

Recent rapid changes – a global pandemic, social and political uncertainty, remote work, and the rise of digitisation – require us to look at different possible futures through scenario planning.

The Commission, along with the Department of Premier and Cabinet (DPC), industry experts and thought leaders, have considered major trends and drivers of change that will shape the future of Greater Adelaide.

From this process, the Commission proposes four outcomes to guide the discussion about how Greater Adelaide should grow. Each outcome is described on the following pages and linked to the trends and drivers of change most relevant to land use planning in Greater Adelaide.

A greener, wilder and climate resilient environment

The trends and drivers



Climate impacts and biodiversity loss



Decentralisation



Food and water security



Liveability



Changing mobility systems

A more equitable and socially cohesive place

The trends and drivers



Social inequality



Liveability



Reconciliation, including voice, treaty, truth



Housing availability and affordability



Climate impacts and biodiversity loss

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

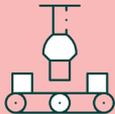
The trends and drivers



Digitisation



Decentralisation



Automation and advanced manufacturing



Workforce, skills and migration



Changing mobility systems

A greater choice of housing in the right places

The trends and drivers



Housing availability and affordability



Liveability



Societal inequality



Climate impacts



Decentralisation



For discussion

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

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



The urban form to bring our vision to life

Wherever people choose to live within Adelaide’s planned urban form, the Commission is exploring the concept of ‘Living Locally’ as the urban form that will best work to achieve the GARP’s four outcomes.

Living Locally means locating housing, jobs and services closer together so people can meet most of their daily needs within a comfortable walk, ride or public transport journey from home. Living Locally aims to create connected, convenient, cohesive and climate-smart communities, and to reduce the need for long-distance car travel, with an emphasis on physically active travel.

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

Living Locally



Walkability and active travel



Affordable living



Open space and recreation



Housing choices at all stages of life



Everyday shopping and services



Public transport options



Local learning opportunities



Sense of community



Arts, culture and experiences



Safer streets and spaces



Local jobs options

Infrastructure and services

Planning for growth is complex. The availability and cost of infrastructure and services is a key consideration for determining where growth should occur.

The Commission has set out seven principles to guide where long-term growth could occur across Greater Adelaide. These are listed on page 20. Principle 7 specifically relates to infrastructure:

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

New homes need new or augmented infrastructure and services regardless of their location, type, or density. Those services include schools, community facilities, open spaces, new roads, wastewater, stormwater and power. The capacity of infrastructure to support growth varies across locations. Focusing new growth in locations with existing services and facilities is the best option. Doing so also benefits the broader community by reducing the cost of new transport, education and health care, and new trunk infrastructure for water, sewer and electricity.



Infrastructure cost

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

P.2 Where should Greater Adelaide grow?



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

The Commission has established the following 'Principles for Identifying Land for Housing and Jobs' to guide consistent and objective government decisions.



The 7 Principles

1.

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

2.

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

3.

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

4.

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

5.

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

6.

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

7.

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

Future land supply challenge

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

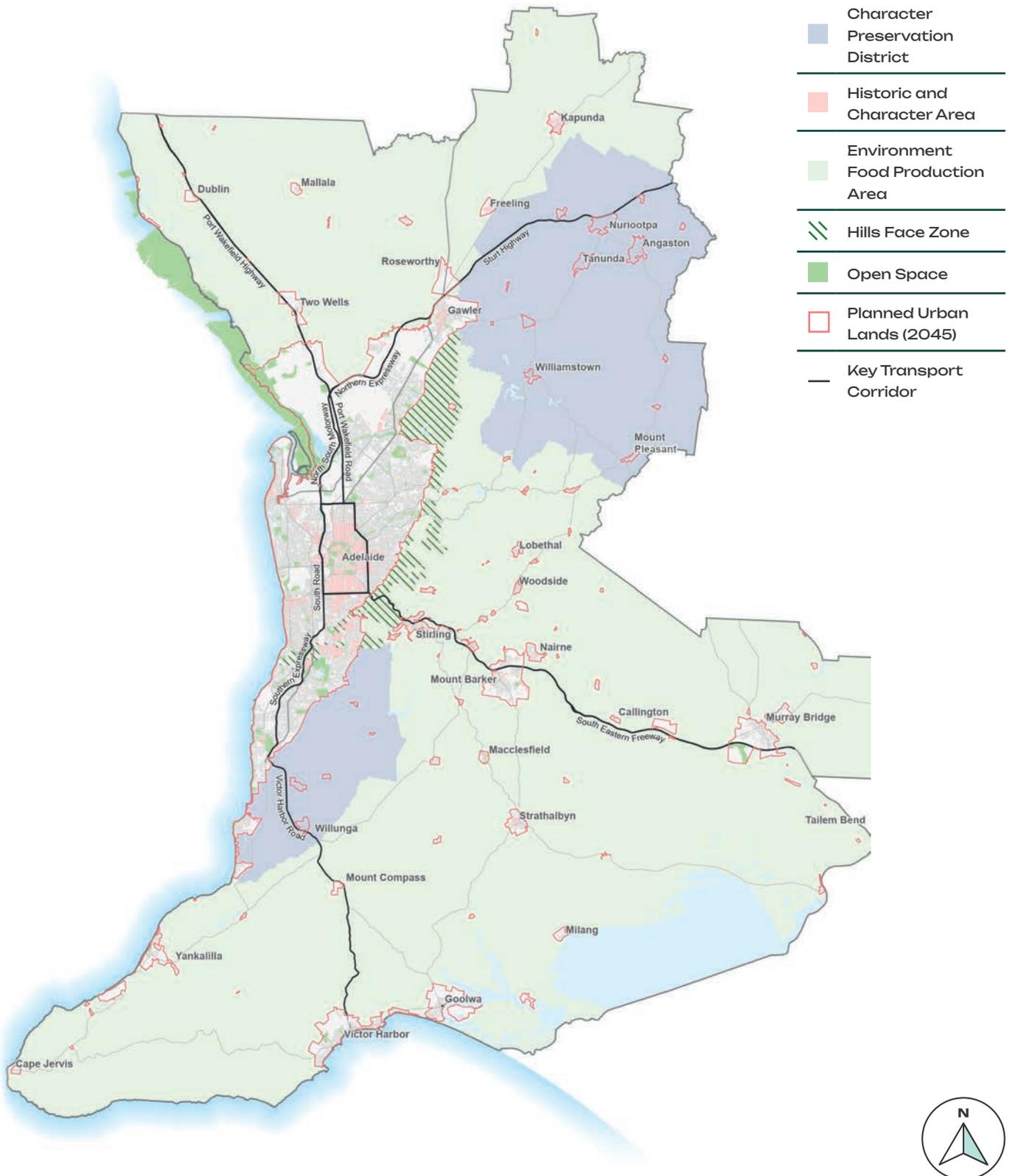
Adelaide has limited land we can consider for long-term growth, with the:

- coastline to the west
- hills to the east
- policies in place to protect the valuable food and wine regions surrounding the urban area.

The Commission also recognises the value of heritage and character areas. We acknowledge these areas offer limited opportunity to accommodate growth. The Commission will not investigate the Barossa and McLaren Vale Character Preservation Districts (CPDs). The Commission will also not review the Hills Face Zone, or smaller townships (such as Myponga and Carrickalinga).

The Environment and Food Protection Areas (EFPAs), along with the CPDs, cover 89% of the Greater Adelaide Region as demonstrated in Figure 1. The EFPAs primarily preclude land division for residential development and protect our prime food and wine regions from urban encroachment. Variations to the EFPAs can only be made if a 15-year supply of urban land cannot be identified outside of those areas, so the Commission will only look to the EFPAs to accommodate long term growth.

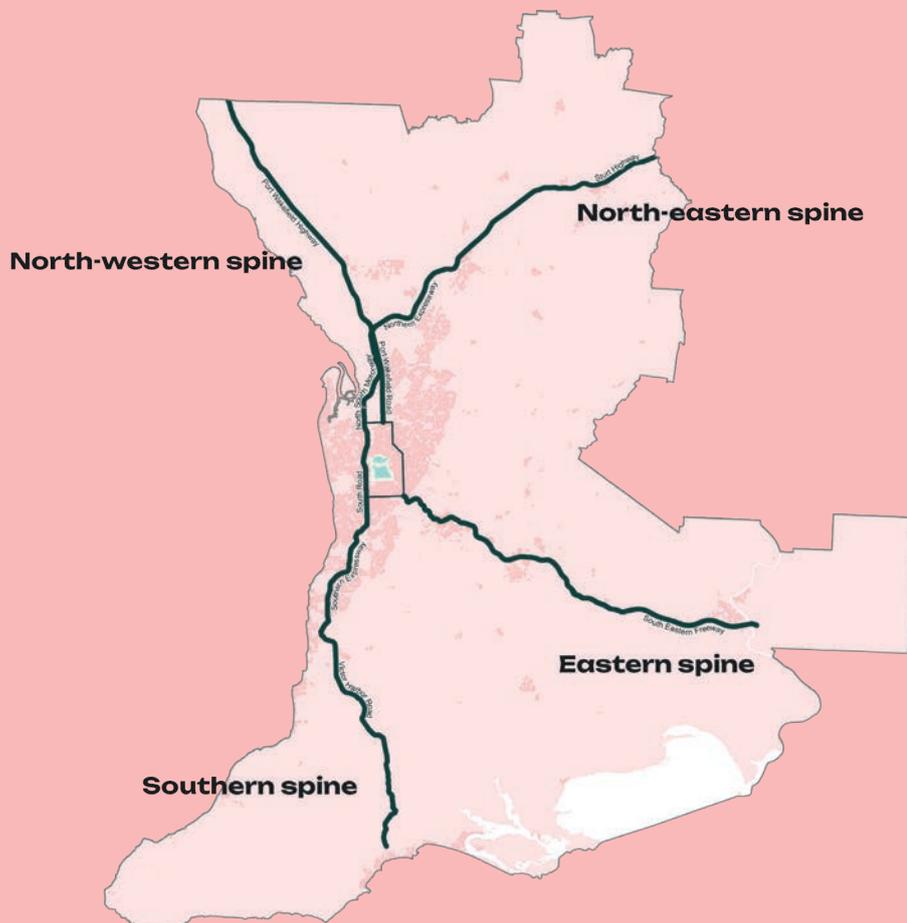
Figure 1 – High-level constraints
Greater Adelaide





Greenfield, satellite city and township growth

The Commission is proposing four areas outside, or on the fringe of, metropolitan Adelaide to investigate for future housing and employment growth. These investigation areas extend from Adelaide's four major transport spines to leverage infrastructure investment. The Discussion Paper further details why these areas have been identified and the challenges associated with potential future growth.





North-western spine

The north-western spine begins at the southern end of the Port Wakefield Highway stretching northward past the Riverlea development to Two Wells, and then further north along the highway. Further development would build on and leverage the current development activity that is already planned for these two areas.

The investigation areas do not extend as far as the towns of Dublin and Mallala. These towns will keep their own separate identity but may expand locally to support township function and viability.



North-eastern spine

This investigation area circles Roseworthy, with the Horrocks Highway as the eastern boundary. The towns of Freeling and Kapunda will be investigated for modest township growth within existing infrastructure capacity. Except for those areas currently identified for urban development, most of this area is currently zoned for rural primary production, and rural living lifestyle allotments.

Kudla provides an opportunity for a master planned extension to the Gawler township that takes advantage of recent government investments in electrified rail.



Eastern spine

The South Eastern Freeway provides the central axis for this spine investigation area. The area around Callington will be investigated for future employment land, whilst options to expand Murray Bridge will be considered for residential and employment land. No additional growth beyond what is already planned will be investigated for Mount Barker.



Southern spine

The southern spine growth investigation areas focuses on the coastal towns of Victor Harbor and Goolwa. It will be particularly important to maintain the inter-urban breaks between Goolwa and Victor Harbor to maintain subregional identity, including of that of Middleton and Port Elliot.



For discussion

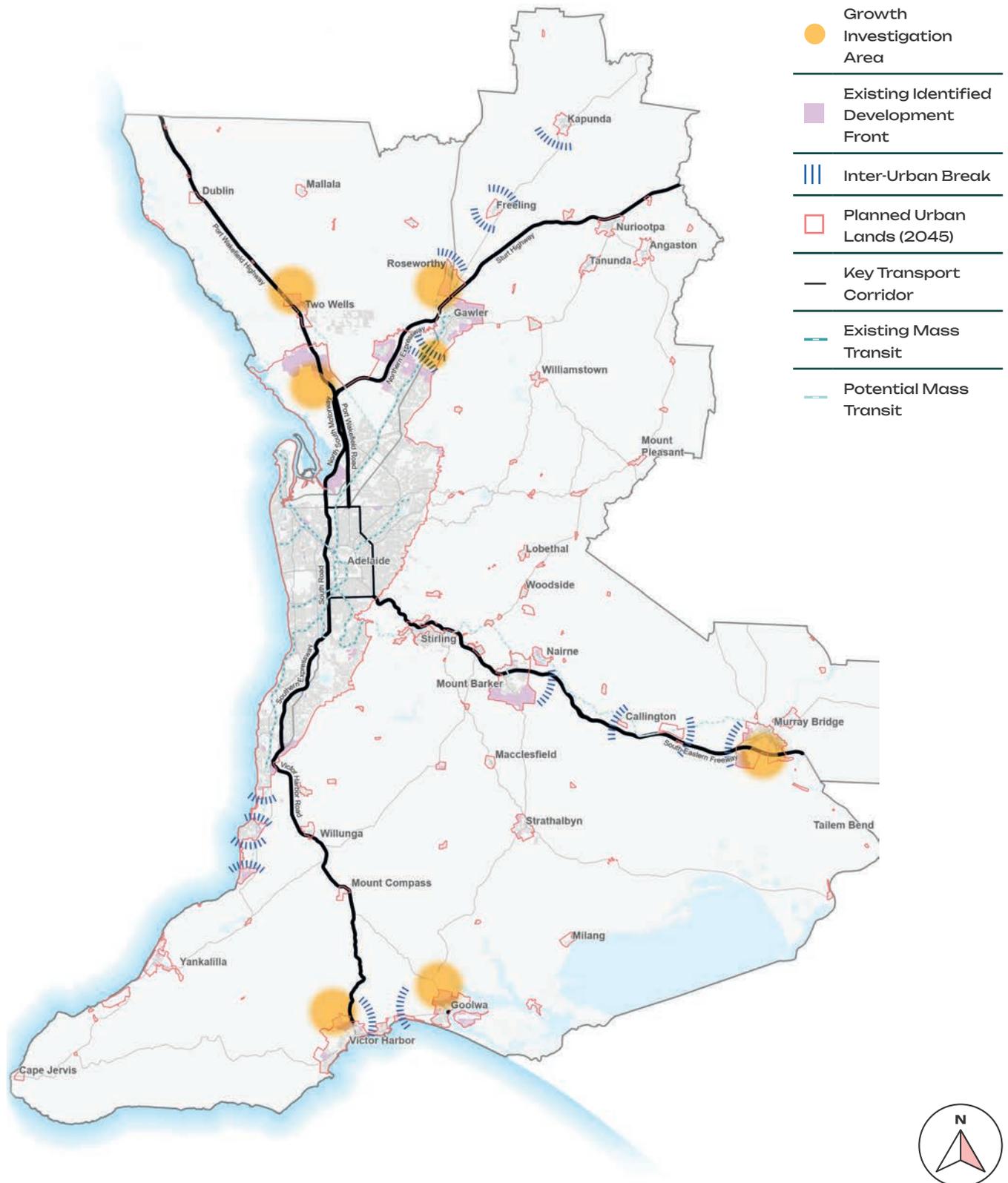
How can greenfield development achieve an urban form that is consistent with the principles of Living Locally?

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

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



Figure 2 - Proposed areas of investigation
Greenfield and satellite city growth





Urban infill growth

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

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

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



Strategic infill

Strategic infill refers to housing developments that typically occur on large, repurposed sites at higher densities (sometimes referred to as 'brownfield sites'). The government's Land Supply Report currently defines strategic infill sites as those that result in a net housing increase of greater than 10 houses.²

Developing larger strategic infill sites allows for a master planned approach which can better consider the potential for a mix of diverse housing, greening and open space, stormwater management and parking.

Adelaide has undertaken several developments that demonstrate how obsolete industrial or institutional land can be successfully transitioned to highly liveable communities. Examples of include former industrial sites in the CBD, Lightsvue, AAMI Stadium, Bowden, Tonsley and Oakden.

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



For discussion

Where is the next generation of strategic infill sites?

² Land Supply Report for Greater Adelaide (plan.sa.gov.au)

Urban corridor development

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

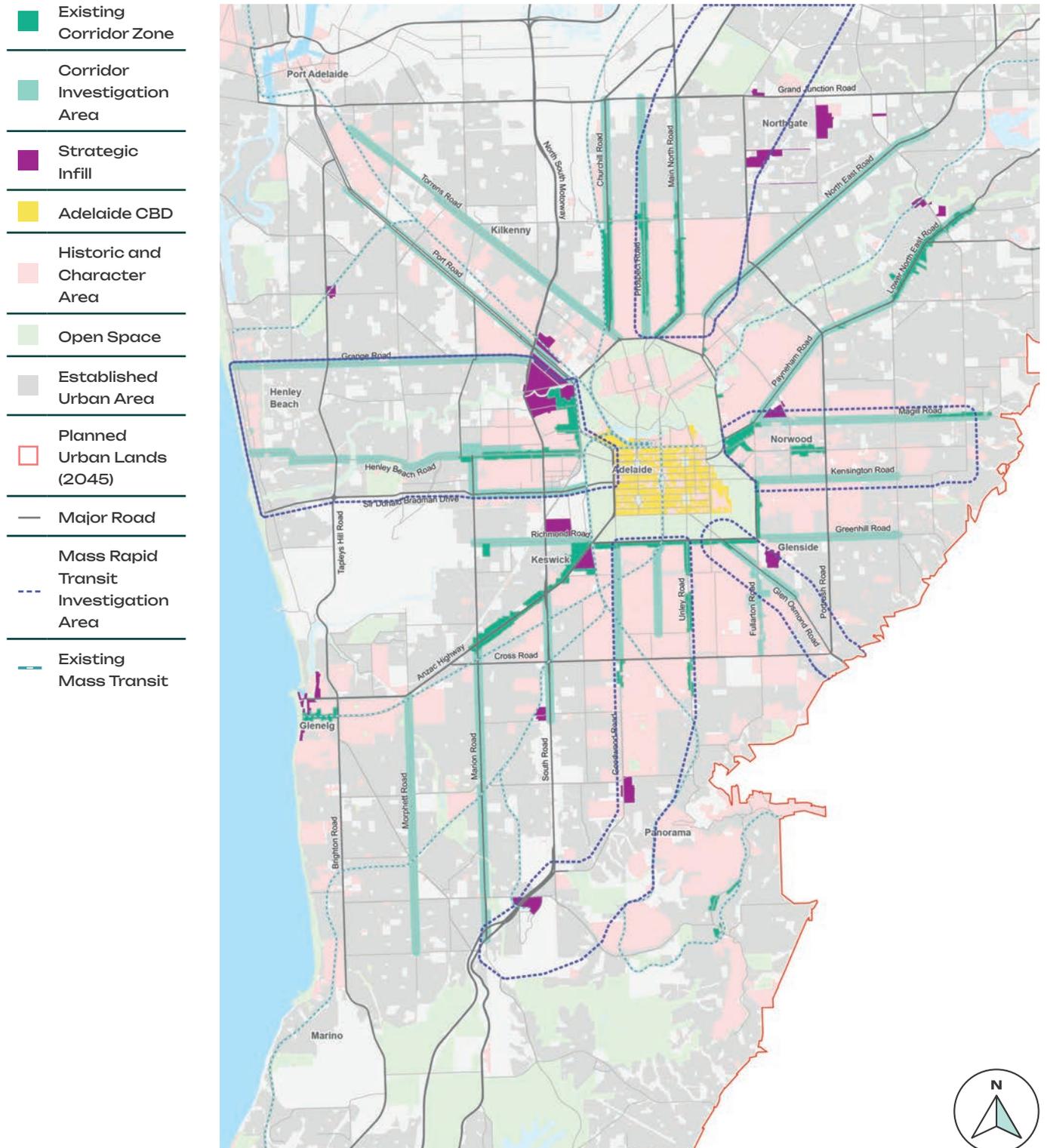
This can accommodate future growth under the Living Local concept, while balancing the desire to preserve the established character in many of the inner and middle metropolitan areas.

The Commission proposes to review the strengths and deficiencies of current urban corridor code policy, and the next iteration of urban corridor rezoning, based on infrastructure capacity, locational advantages and market preferences.



Churchill Road - Source: Sweet Lime Photo

**Figure 3 – Proposed areas of investigation:
Strategic infill and corridor growth**



Regenerated neighbourhoods and urban activity centres

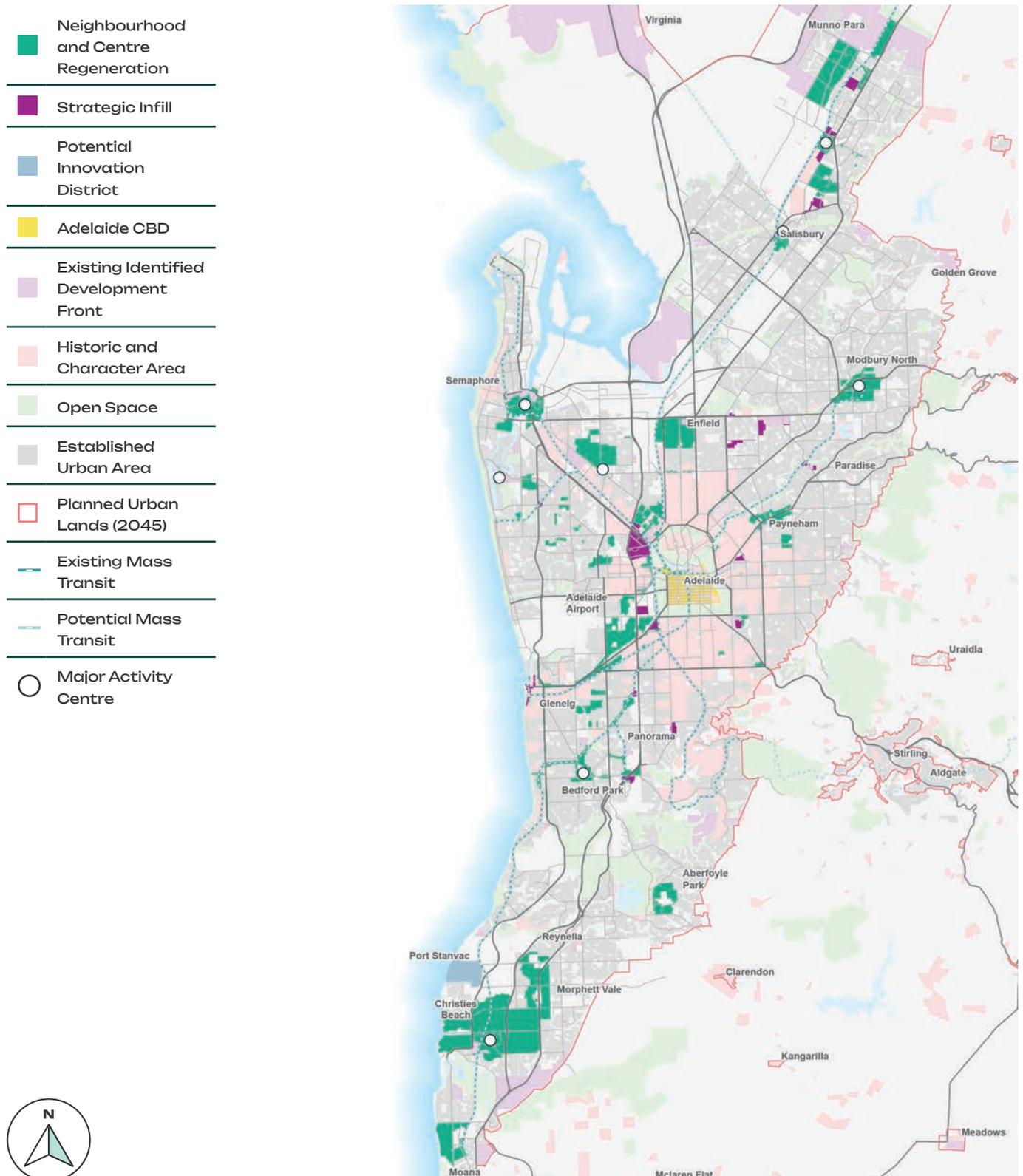
Neighbourhood regeneration refers to areas with housing stock that can benefit from redevelopment over time. These include locations with higher concentrations of ageing public housing that are in need of renewal.

Areas such as Blair Athol and Woodville Gardens have benefited from new private homes, improved social housing and investment in new public infrastructure.

Urban activity centres are focussed around large retail centres that service a broad population and include public transport interchanges or high frequency public transport connections. Examples include Marion, Elizabeth, Tea Tree Plaza, Arndale and Noarlunga.



Figure 4 – Proposed areas of investigation
 Urban activity centres and neighbourhood regeneration



General infill

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

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



For discussion

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

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

Employment lands

The planning system plays a critical role in supporting the ambitions of the South Australian Economic Statement by allocating enough land for current and future industries.

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

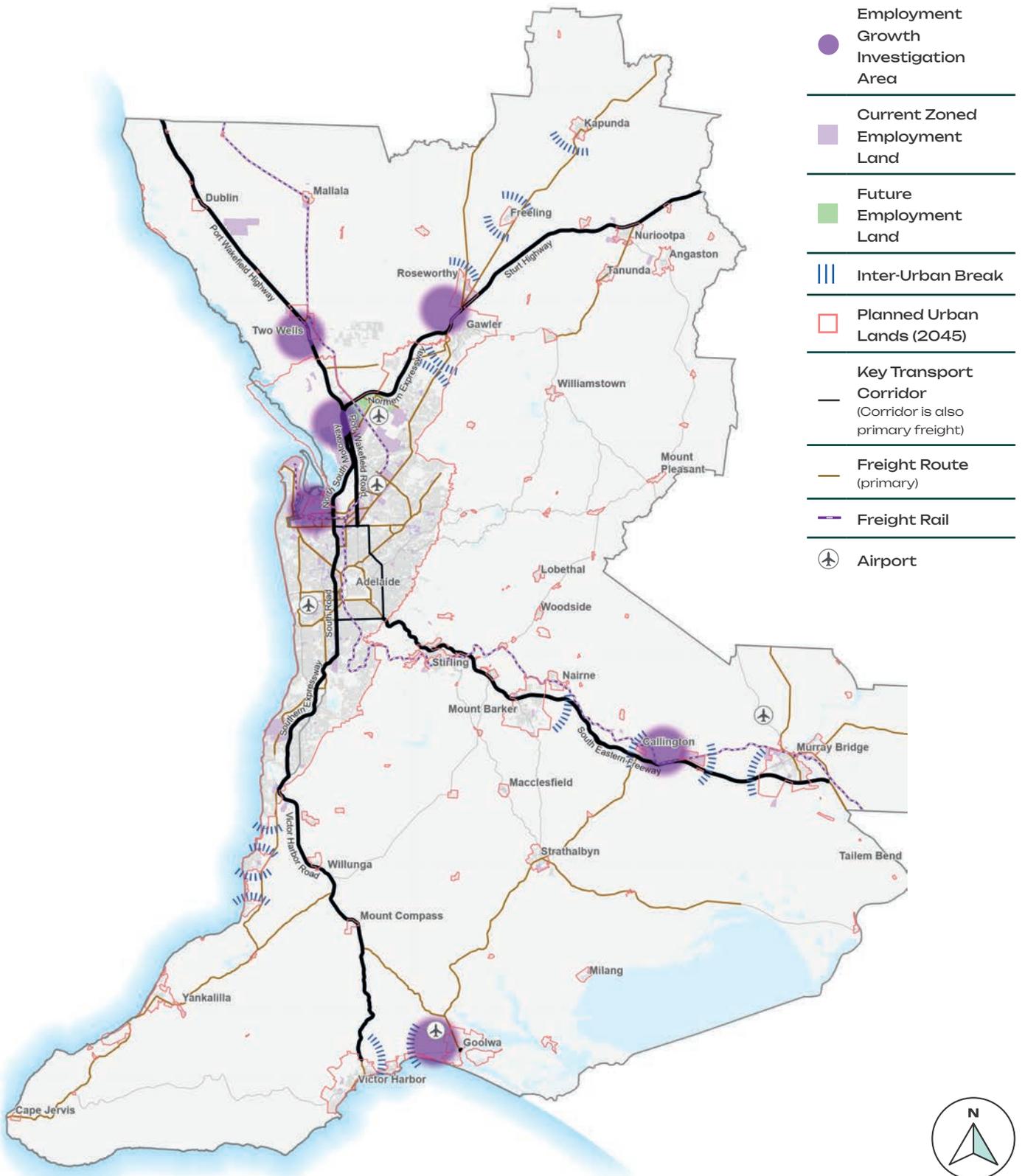
The current vacant stock of employment land, the Greater Adelaide region has an estimated employment-land supply ranging from 24-44 years. To maintain a 15-year rolling supply of zoned employment land, additional land may need to be brought online in about 10 years.



For discussion

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

Figure 5 - Proposed areas of investigation
Employment growth



Open space and urban greening

Public open spaces, greenways and urban-greening play promote sustainable living. They facilitate social interaction, improve physical and mental health, help cool urban areas, and support natural systems.

The Commission will build on the Metropolitan Open Space System in the GARP to help create quality open space across the region (See Figure 6 for the 2010 and current MOSS areas).

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

Green Adelaide is currently preparing an Urban Greening Strategy in response to this target.

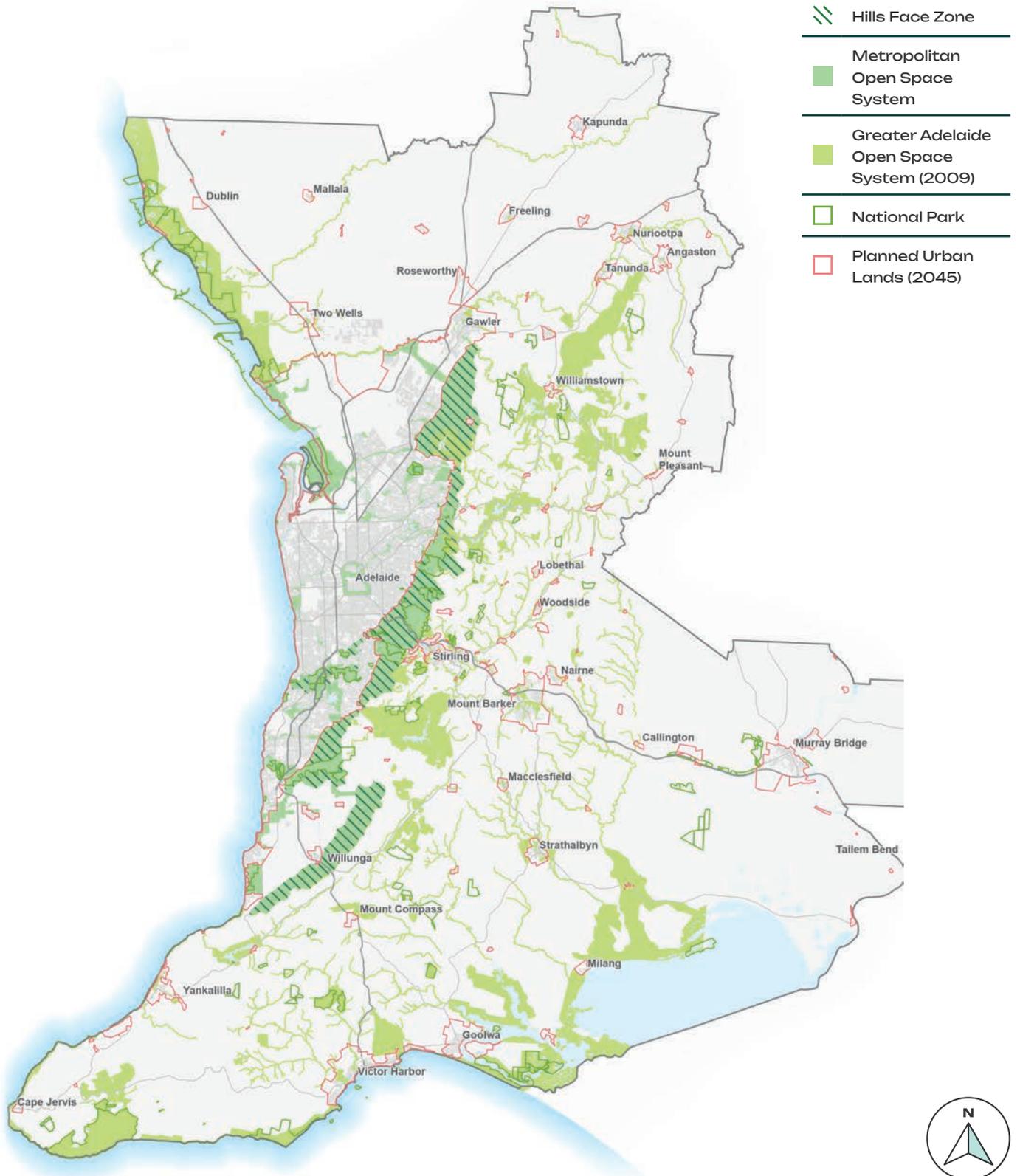


For discussion

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

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

Figure 6 - Greater Adelaide
Open space



P.3 Pulling it all together to prepare the new Greater Adelaide Regional Plan

Bringing the GARP to life over the next 30 years will require ongoing collaboration and coordination across government, councils, industry and the community.

Next steps for growth investigations

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

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

Public consultation opportunities

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

Stage 1



Stage 2



How to get involved

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



The Greater Adelaide Regional Plan Discussion Paper YourSAy page:
yoursay.sa.gov.au/greater-adelaide-discussion-paper



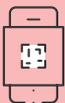
The PlanSA online submission form
plan.sa.gov.au/regional-planning-program



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



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



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



