

## Agenda Report for Decision

**Meeting Date: 08 July 2021**

<b>Item Name</b>	Code Amendment Initiation Advice to the Minister – Hackham Code Amendment
<b>Presenters</b>	Nadia Gencarelli and Brett Steiner
<b>Purpose of Report</b>	Decision
<b>Item Number</b>	3.1
<b>Confidentiality</b>	Not Confidential (Release Delayed). To be released following final decision by the Minister on initiation of the Code Amendment. Anticipated by 1 September 2021.
<b>Related Decisions</b>	Nil

### Recommendation

It is recommended that the Commission resolves to:

1. Approve the designation of the item as Not Confidential (Release Delayed), with the meeting papers for the item to be released following final decision by the Minister on initiation of the Code Amendment.
2. Advise the Minister for Planning and Local Government (the Minister) that it:
  - 1.1 Recommends the approval of the Hackham Code Amendment under section 73(2)(i) of the *Planning, Development and Infrastructure Act 2016* (the Act) with no conditions specified.
  - 1.2 Recommends that the Chief Executive of the Attorney-General's Department be the Designated Entity responsible for undertaking the Code Amendment process.
3. Specify that the Designated Entity consults with the following nominated individuals and entities, under section 73(6)(e) of the Act:
  - State Members of Parliament for the electorates in which the proposed Code Amendment applies.
4. Not specify further investigations or information requirements under section 73(6)(f) of the Act in addition to those outlined in the Proposal to Initiate;
5. Recommend that the Minister approve the initiation of the Code Amendment by signing the Proposal to Initiate (**Attachment 1**) and approval letters with conditions (**Attachment 2**);
6. Approve the advice to the Minister as provided (**Attachment 3**); and
7. Authorise the Chair to finalise any minor amendments to the advice and attachments.

## Background

On 9 December 2020, Renewal SA and a Private Proponent (YAS Property and Development) jointly lodged a Proposal to Initiate the Hackham Code Amendment.

Given that this was the first proposal of its kind (proposed by two entities), the Attorney-General's Department (the Department) sought the advice of the Crown Solicitor's Office on whether a Code Amendment could be undertaken by two entities under two separate sections of the *Planning, Development and Infrastructure Act 2016* (the Act).

The advice received confirms that a Code Amendment cannot be undertaken by two separate entities. As such, the advice confirmed that the Designated Entity could be Renewal SA, the Chief Executive of the Department, the Council (in this case, Onkaparinga) or the Commission.

On June 2021, YAS Property and Development lodged a new proposal over the land where they could demonstrate a legal interest. This excluded the Renewal SA land and resulted in non-contiguous parcels of land being proposed for rezoning.

The revised proposal was not supported by Onkaparinga Council's Administration who preferred that the scope be broadened to include the land in the original proposal and that the Code Amendment be undertaken by the Chief Executive of the Department.

Consistent with Council's view, the Department has formed the opinion that rezoning part of the land would present challenges in delivering a coordinated development outcome, including infrastructure provision.

The guiding principles around when Code Amendments should be undertaken by the Commission and when they should be undertaken by the Department (endorsed at the 24 June 2021 meeting) were used to recommend that this Code Amendment be undertaken by the Chief Executive of the Department under section 73(2)(b)(i) of the Act. The Chief Executive has subsequently signed and submitted the Proposal to Initiate.

The purpose of this report therefore is to provide the Commission with advice to be provided to the Minister in relation to the Proposal to Initiate submitted by the Chief Executive (**Attachment 1**). Procedural matters regarding the Commission's role are provided in **Attachments 4** and **5**.

## Discussion

### Scope of the Amendment

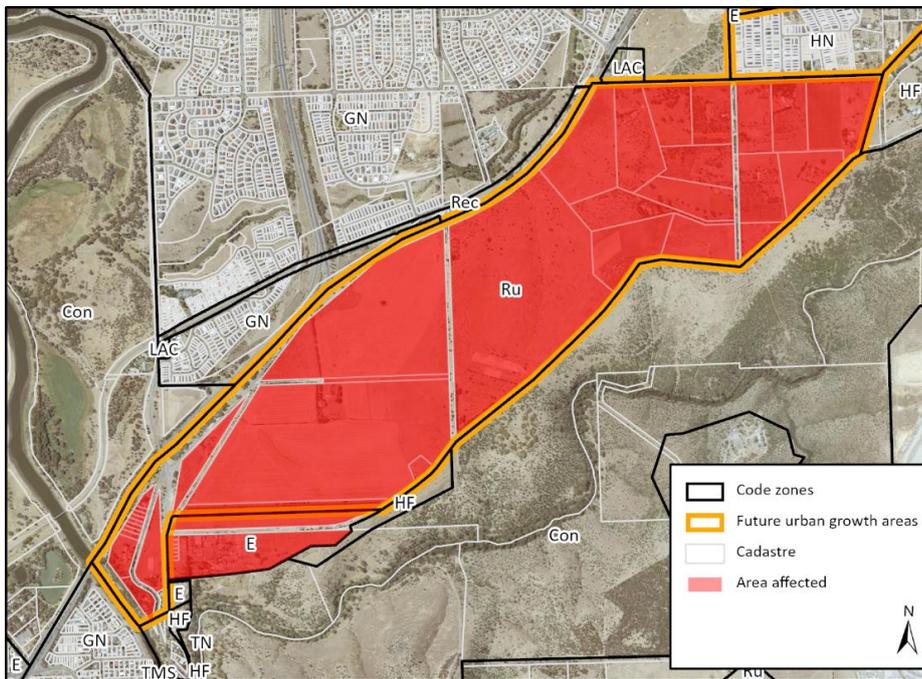
The Proposal to Initiate seeks to rezone approximately 200 hectares of land located along Hepenstal Road, Gates Road, River Heights Rise, Church Hill Road, Patapinda Road, Piggott Range Road and Main South Road at Hackham and a small portion of Old Noarlunga in the City of Onkaparinga. This has an estimated potential yield of 2,000 dwellings. The Proposal will also investigate the need for an additional Activity Centre including retail and education needs to service this new community.

The affected area is largely zoned Rural (minimum site area 16ha Technical and Numeric Variation [TNV]) but contains approximately 13.3 hectares of land that is zoned Employment. The proposed zone for the affected area is the Master Planned Neighbourhood Zone. Subject to investigations in relation to demand for a new Activity Centre, the application of the Local Activity Centre Zone or Emerging Activity Subzone will also be considered. No changes are proposed to remove existing Overlays, however the Affordable Housing Overlay is proposed to be applied over the land.

The affected area and current zoning are shown in Figure 1 below.

Detailed discussion is provided in the advice to the Minister in **Attachment 3**.

Figure 1 – Affected Area and Zoning



**Planning and Design Code Zoning**

The affected area is located within the Rural Zone and Employment Zone.

The following Overlays apply to the land:

- Hazards (Bushfire - General)
- Hazards (Bushfire - Urban Interface)
- Hazards (Flooding - Evidence Required)
- Historic Area
- Heritage Adjacency
- Local Heritage Place
- Major Urban Transport Routes
- Native Vegetation
- Prescribed Wells Area
- Regulated and Significant Tree
- State Significant Native Vegetation
- Traffic Generating Development
- Urban Transport Routes
- Water Resources

Land surrounding the affected area is within General Neighbourhood Zone, Conservation Zone, Employment Zone, Hills Neighbourhood Zone, Local Activity Centre Zone and Hills Face Zone.

Advice to the Minister for Planning and Local Government

The attached advice to the Minister (**Attachment 3**) sets out the statutory and procedural elements that must be considered as part of the initiation of a Code Amendment.

The advice recommends that the Minister approve the initiation of the Code Amendment for the following reasons and subject to conditions (as set out below):

*Strategic Considerations*

The Proposal seeks to rezone land from the Rural Zone and Employment Zone to the Master Planned Neighbourhood Zone, however, consideration will need to be given to the land west of Church Hill Road in Old Noarlunga to determine the most appropriate zoning. The Proposal also highlights the potential for an activity centre and educational facility within the site, but this would be subject to further investigations and demand analysis. The proposed rezoning represents an opportunity for significant provision of residential development in the southern suburbs where there is a known shortage of residential land supply. Rezoning in this locality is therefore considered appropriate.

Further strategic considerations and discussion are provided in **Attachment 3**.

*Procedural considerations*

The Proposal to Initiate meets all procedural requirements, as detailed in the attached advice to the Minister (**Attachment 3**).

Attachments:

1. Proposal to Initiate (#17315773)
2. Draft Approval letters to Chief Executive and Council (#17257371 and #17257400)
3. Commission advice to the Minister (#17246553)
4. Procedural Matters for Commission (#17170230)
5. Process Flowchart (#16979468)

Prepared by: Belinda Monier

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Endorsed by: Anita Allen

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Date: 1 July 2021

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

**Hackham Code Amendment**

**By the Chief Executive**



(Signature Required)

**CHIEF EXECUTIVE, ATTORNEY-GENERAL'S DEPARTMENT**

Date: 30/6/21

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

**MINISTER FOR PLANNING AND LOCAL GOVERNMENT**

Date:

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**ATTACHMENTS**

A – Map of Affected Area

B – Timeframes

## 1. INTRODUCTION

The Chief Executive seeks to amend the Planning and Design Code (the Code) pursuant to section 73(2)(b)(i) of the *Planning, Development and Infrastructure Act 2016* (the Act). This Proposal to Initiate details the scope, relevant strategic and policy considerations, nature of investigations to be carried out and information to be collected for the Code Amendment. It also details the timeframes to be followed in undertaking the Code Amendment, should this Proposal to Initiate be approved by the Minister.

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

It is acknowledged that the Minister may specify conditions on approving this Proposal to Initiate, under section 73(5) of the Act. In the event of inconsistency between this Proposal to Initiate and any conditions specified by the Minister, the conditions will apply.

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

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

- 1.1.1. The Chief Executive acknowledges that it will be responsible for undertaking the Code Amendment in accordance with the requirements Act.
- 1.1.2. The Chief Executive intends to undertake the Code Amendment by:
  - a) Engaging with relevant State Government agencies and local governments, and
  - b) Utilising professional expertise of employees of the Attorney-General's Department (the Department) including:
    - professional planning staff, which includes planning practitioners with qualifications and experience that is equivalent to an Accredited Professional – Planning Level 1 under the Act,
    - communications staff
    - mapping and spatial data expert staff
    - ePlanning staff responsible for the management and operation of the Planning and Design Code.

### 1.2. Rationale for the Code Amendment

It is proposed to rezone 192.8 hectares of land at Hackham from the Rural Zone to the Master Planned Neighbourhood Zone. Approximately one third of the land is owned by the Urban Renewal Authority (Renewal SA). A further 13.3 hectares of land

currently zoned Employment is also proposed to be rezoned to the Master Planned Neighbourhood Zone.

A map of the affected area is provided in **Attachment A**.

There is an immediate need for rezoning as land in the suburb of Hackham is being developed and sold at a rapid rate, with it being anticipated that supplies in the Heppenstal Road area likely to be exhausted in the next 3 to 4 years. As the Code Amendment process, subdivision design and approval process, land division tendering and construction, allotment sales and dwelling construction typically takes between 4 – 5 years, it is essential that the rezoning of the Hackham area occurs as soon as possible to avoid land shortages and excessive price escalation.

Furthermore, there is a priority to rezone land throughout the Outer South Region of Greater Adelaide as it has the lowest greenfield land supply of all the regions in Greater Adelaide.

In particular:

- 10,000 dwellings were constructed within the region since 2010
- future growth is constrained by lack of available land supply
- there is only 1,800 development ready allotments available within the region as of June 2020
- an estimated potential for a further 2,400 allotments on undeveloped zoned land
- estimated future demand for greenfield land in the region ranges from 2,800 (medium growth) to 4,100 (high growth).
- the HomeBuilder Grant scheme has stimulated housing demand beyond expectations – particularly for greenfield development.

The rezoning of the Hackham land to accommodate larger scale residential development also presents a number of additional advantages such as:

- It is a logical expansion of the existing urban area with direct linkages to the residential development directly to the north (the 'Onkaparinga Views' development).
- A location which is well served by existing road infrastructure, being at the confluence of Main South Road and the Southern Expressway, and near existing bus routes.
- A location which is well served by existing infrastructure, being only 300m to the nearest school, within close proximity (2.8km direct, or 4.0km by road) to a major Regional Centre (Noarlunga) which provides an extensive range of services including a public hospital, TAFE college, emergency services, community and civic centre, library, retailing, bulky goods, cinema complex etc. and is adjacent to an existing employment precinct (Gates Road Industrial Precinct).
- A location which is served by an existing local centre on land immediately abutting the subject land. This local centre has the potential to deliver further services, such as a new retail floorspace, childcare centre, small scale commercial and medical operations etc.

## 2. SCOPE OF THE CODE AMENDMENT

### 2.1. Affected Area

The proposal seeks to amend the Code for the Hackham site (as the Affected Area) as shown in the map in **Attachment A**.

### 2.2. Scope of Proposed Code Amendment

<p><b>Current Policy</b></p>	<p><b>Zone</b></p> <ul style="list-style-type: none"> <li>• Rural</li> <li>• Employment</li> </ul> <p><b>Overlay</b></p> <ul style="list-style-type: none"> <li>• Hazards (Bushfire – General Risk)</li> <li>• Hazards (Bushfire – Urban Interface)</li> <li>• Hazards (Flooding – Evidence Required)</li> <li>• Historic Area</li> <li>• Heritage Adjacency</li> <li>• Local Heritage Place</li> <li>• Major Urban Transport Routes</li> <li>• Native Vegetation</li> <li>• Prescribed Wells Area</li> <li>• Regulated and Significant Trees</li> <li>• State Significant Native Vegetation</li> <li>• Traffic Generating Development</li> <li>• Urban Transport Routes</li> <li>• Water Resources</li> </ul> <p><b>Local Variation (TNV)</b></p> <ul style="list-style-type: none"> <li>• Minimum Site Area (16 ha) (Rural Zone)</li> </ul>
<p><b>Amendment Outline</b></p>	<p>This proposal seeks for the entirety of the affected area to be rezoned Master Planned Neighbourhood Zone, however consideration will need to be given to the land west of Church Hill Road in Old Noarlunga to determine the most appropriate zoning. The existing TNV will be removed.</p> <p>No removal of existing overlays is sought; however the proposal does propose an additional Affordable Housing Overlay. It should be noted that the Historic Area Overlay affects a very small portion of land in Old Noarlunga and no changes are proposed to the Overlay.</p> <p>It is possible that a Local Activity Centre may be required to provide a focus for retail, commercial, education and recreational facilities. This is subject to further investigations of likely demand for a range of facilities. If demand is demonstrated through investigations, the amendment may also seek to apply either the Local Activity Centre Zone or the Emerging Activity Centre Subzone to facilitate this outcome.</p>
<p><b>Intended Policy</b></p>	<p>No new policy, zones or subzones are proposed to be introduced as part of this Code Amendment. The Proposal will spatially amend the Code by applying zones, subzones and overlays from the Code, as follows:</p> <p>Maps:</p>

	<p><b>Zone</b></p> <ul style="list-style-type: none"> <li>• Master Planned Neighbourhood Zone</li> <li>• Local Activity Centre Zone (or Emerging Activity Centre Subzone)</li> </ul> <p><b>Overlays</b></p> <ul style="list-style-type: none"> <li>• Affordable Housing</li> <li>• Hazards (Bushfire – General Risk)</li> <li>• Hazards (Bushfire – Urban Interface)</li> <li>• Hazards (Flooding – Evidence Required)</li> <li>• Historic Area</li> <li>• Heritage Adjacency</li> <li>• Local Heritage Place</li> <li>• Major Urban Transport Routes</li> <li>• Native Vegetation</li> <li>• Prescribed Wells Area</li> <li>• Regulated and Significant Trees</li> <li>• State Significant Native Vegetation</li> <li>• Traffic Generating Development</li> <li>• Urban Transport Routes</li> <li>• Water Resources</li> </ul>
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### 3. STRATEGIC ALIGNMENT

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

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

#### 3.1. Alignment with State Planning Policies

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

The Code Amendment should be initiated because the strategic planning outcomes intended to be achieved through the Code Amendment align with or seek to implement the following SPPs:

State Planning Policy (SPP)	Code Amendment Alignment with SPPs
<b>State Planning Policy 1: Integrated Planning</b>	
Objective 1.1 – <i>An adequate supply of land (well serviced by infrastructure) is available that</i>	With reference to Objective 1.1, the affected area represents approximately 200 hectares of largely underutilised land which is available, and is able to readily accommodate for future housing and employment growth. The site itself represents one of the few remaining major greenfield sites located inside the existing urban footprint.

can accommodate housing and employment growth over the relevant period.

Growth projections for the City of Onkaparinga for 2016 – 2036 have been estimated at 22,000 for the whole of the Council area. This is a low growth scenario (around 0.6% p.a.), which is less than the prevailing growth rate over the last 20 years (which has generally been around 0.6% - 1.0% p.a.). Within the last year alone the City of Onkaparinga experienced an increase in population of 1,442 individuals (0.9% increase). This type of large increase in population within the City of Onkaparinga has been consistent since 2006, with the exception of the 2016 period. Furthermore, the overall growth rates for Greater Metropolitan Adelaide have been experiencing consistent increases in growth rates from around 10,579 to 13,890 individuals per annum within the last five years alone. Therefore, it could not be considered to be unreasonable to expect growth rates within the City of Onkaparinga to increase at a rate more suited to a medium-growth scenario.

*Table 1. Growth Rates for the City of Onkaparinga (2001 – 2019)*

Year	Population	Growth (no.)	Growth (%)
2001	150,119		
2002	150,642	+523	0.3%
2003	150,926	+284	0.2%
2004	151,155	+229	0.1%
2005	151,906	+751	0.5%
2006	153,244	+1,338	0.9%
2007	154,841	+1,597	1.0%
2008	156,775	+1,934	1.2%
2009	159,268	+2,493	1.6%
2010	161,579	+2,311	1.4%
2011	163,392	+1,813	1.1%
2012	165,034	+1,642	1.0%
2013	166,244	+1,210	0.7%
2014	167,376	+1,132	0.7%
2015	168,433	+1,057	0.6%
2016	169,372	+939	0.5%
2017	170,397	+1,025	0.6%
2018	171,496	+1,099	0.6%
2019	172,938	+1,442	0.8%

Source: ABS, *Regional Population Growth, 2020*

*Table 2. Growth Rates for Greater Metropolitan Adelaide (2001 – 2019)*

Year	Population	Growth (no.)	Growth (%)
2001	1,140,408		
2002	1,146,891	+6,483	0.6%
2003	1,153,582	+6,691	0.6%
2004	1,159,413	+5,831	0.5%
2005	1,167,673	+8,260	0.7%
2006	1,179,092	+11,419	1.0%
2007	1,193,719	+14,627	1.2%
2008	1,208,887	+15,168	1.2%
2009	1,226,466	+17,579	1.4%
2010	1,241,971	+15,505	1.3%
2011	1,252,804	+10,833	0.8%
2012	1,266,458	+13,654	1.1%
2013	1,278,218	+11,760	0.9%

2014	1,290,516	+12,298	0.9%
2015	1,301,739	+11,223	0.8%
2016	1,312,318	+10,579	0.8%
2017	1,322,494	+10,176	0.8%
2018	1,333,811	+11,317	0.8%
2019	1,347,701	+13,890	1.0%

Source: ABS, *Regional Population Growth, 2020*

A medium growth scenario shows 30,000 additional people over 20 years while a high growth scenario, anticipates growth of 39,000. We note that it is only relatively recently that ID Profile had predicted growth of 43,300 persons (as a growth rate of around 1.2% p.a) over the same period.

Under all of the scenarios anticipated in the Onkaparinga Local Area Plan, Hackham rezoning is identified as an immediate priority. It requires relatively low levels of infrastructure investment and is most proximate to facilities provided in the adjacent existing urban area. It represents an infill of the urban area rather than a fringe expansion. It also represents the largest remaining broad hectare land parcel and therefore can provide a balancing supply element over an extended period which assists in smoothing out the supply troughs as smaller projects start and finish.

Population growth statistics for Seaford Rise, Seaford Heights, Seaford Meadows, Aldinga Beach, and Sellicks Beach all demonstrate the substantially faster growth rates occurring in these suburbs relative to the rest of Onkaparinga.

Having regard to the growth targets predicted for both the City of Onkaparinga and the suburb of Hackham for the 20-year period to 2036, adjusted for predictions of the timing of land availability and rezoning over that time, and giving consideration to the locational split of dwelling delivery, the following dwelling yield predictions for key market sectors within Onkaparinga for the period of 2017-2041 are provided.

Table 3. *Predicted Dwelling Yield from the City of Onkaparinga*

Area	2017 - 2021	2022 - 2026	2027 - 2031	2032 - 2036	2037 - 2041
Hackham	200	600	1,000	700	280
Infill / Minor Subdivision	2,400	2,400	2,400	2,400	3,000
Hills / Country / Township	500	500	500	500	500
Seaford / Seaford Rise / Seaford Meadows / Seaford Heights / Moana	700	600	300	100	50

	Aldinga / Sellicks	400	700	700	700	400								
	Total	4,200	4,800	4,900	4,400	4,230								
	Target <sup>1</sup>	4,300	5,100	5,100	4,300	n/a								
	<p>Within the above broad timeframe and locality delivery mix, the following demand is anticipated for the Hackham Land:</p> <ul style="list-style-type: none"> <li>• 2017 – 2021 <ul style="list-style-type: none"> <li>» Sales rates should lift from nil to 50 per annum and then 70 per annum with the increased quantity and availability of a broader range of product over this period.</li> </ul> </li> <li>• 2022 – 2026 <ul style="list-style-type: none"> <li>» The expanded offering, niche market opportunities and price point range provided by the rezoning area should provide opportunities for sales activity to reach 150 per annum.</li> </ul> </li> <li>• 2027 - 2031 <ul style="list-style-type: none"> <li>» On the basis that the wider Seaford area is close to exhausting its supply of broad hectare land availability within this period, sales rates at Hackham could lift to 200 per annum.</li> </ul> </li> <li>• 2032 – 2036 <ul style="list-style-type: none"> <li>» Land supply in Hackham can be expected to be in decline in this period and sales rates are likely to fall from above 150 per annum to below 100 per annum by the end of this period.</li> </ul> </li> <li>• 2037 – 2041 <ul style="list-style-type: none"> <li>» Final land sales occur in the Hackham area.</li> </ul> </li> </ul> <p>The site is already relatively well serviced with existing infrastructure, as demonstrated within the investigations table and the attached appendices; however, some upgrades will be required to support the full extent of the intended rezoning, with the site readily available to support all required upgrades.</p>													
Objective 1.3 - <i>Plan growth in areas of the State that is connected to and integrated with, existing and proposed public transport routes, infrastructure, services and employment lands.</i>	<p>With reference to Objective 1.3, development of the site will feature accessibility to, and integration of public transport and employment lands. Existing public transport routes and services are available to the site, however discussions with the Department of Infrastructure and Transport will be undertaken to assess if further public transport servicing will be required and will be subsequently implemented. Some 56.6% of the City of Onkaparinga residents travel outside of the Council area to access employment, however the affected area is located within close proximity of six key employment precincts.</p> <p><i>Table 4. Key Employment Precincts within proximity to the Subject Site</i></p> <table border="1" style="width: 100%; background-color: #003366; color: white;"> <thead> <tr> <th rowspan="2">Name</th> <th colspan="2">Approximate distance to the site</th> </tr> <tr> <th>Actual</th> <th>By Car</th> </tr> </thead> <tbody> <tr> <td> </td> <td> </td> <td> </td> </tr> </tbody> </table>						Name	Approximate distance to the site		Actual	By Car			
Name	Approximate distance to the site													
	Actual	By Car												

<sup>1</sup> ID forecasts

Gates Road – Urban Employment Centre	560m	750m (2 min)
Noarlunga Centre	2.65 km	3.5km (6 min)
Morphett Vale	3.5 km	3.9 km (6 min)
Lonsdale	5.16 km	7.3 km (10 min)
Seaford	5.22 km	6.4 km (10 min)
McLaren Vale	7.34 km	10.9 km (14 min)

Health Care and Social Assistance is the largest field of employment across the City of Onkaparinga as a whole, comprising of some 16.8% of jobs in the Council area. Jobs in this sector grew by approximately 1,061 jobs between 2011 and 2016. The second most prevalent industry type in the City of Onkaparinga is retail which comprises some 12.2% of jobs. In terms of numbers, retail contributes 9,116 jobs, however, it is noted that this is down by almost 764 jobs on 2011 figures, and appears to be in a state of decline.

Other areas of employment within the region have been steady in its rate of growth, such as Education and Training which saw an increase of 471 jobs (7.0% to 7.8% of total jobs between 2011 and 2016), and Construction which saw an increase of 39 jobs between 2011 and 2016 (9.7% to 9.9%). Industries such as manufacturing have been declining, with a decrease of 2,462 jobs (11.2% in 2011 to 8.1% in 2016). These figures indicate that there is therefore decreasing demand for those employment-based land uses.

Within proximity of the subject site there is land available for employment land uses (based on existing zoning). Zones of most relevance include:

- Commercial
- Urban Employment
- Regional Centre
- Local Centre
- Town Centre

Most significantly is the fact that the subject land is also located within close proximity to a number of employment precincts in southern Metropolitan Adelaide. Further investigations will consider the need for land allocated as part of an activity centre, with it likely that the development will result in some future employment opportunities.

The affected area is also well located to existing social infrastructure.

Immediately north of the subject site is the Hepenstal Road Local Centre which is currently occupied by a hotel and motel accommodation (Mick O'Shea's Irish Pub and Motel). Approximately 1.0km north from the subject site is the Penney's Hill Road Neighbourhood Centre anchored by a Drakes supermarket and includes small specialty shops including fast food outlets.

The Noarlunga Regional Centre is located approximately 2.65km north-west of the subject site. This is a large regional centre consisting of Noarlunga Hospital, Noarlunga Ambulance Station, Noarlunga TAFE SA, Colonnades Shopping Centre, City of Onkaparinga Civic Centre and Offices, Colonnades Interchange, Noarlunga Leisure Centre, various

large format bulky good stores, homewares and fast food outlets. The Christies Beach Police Station is located nearby.

Additional shopping precincts include the Morphett Vale District Centre, Beach Road at Christies Beach and the Port Noarlunga Restaurant Precinct.

Three key local supermarkets are located within proximity of the site – Drakes at Hackham Plaza (located 1.0km away), Foodland IGA at Hackham (located 2.25km away) and IGA at Hackham West (located 1.74km away). Additional supermarkets, including Coles, Woolworths, IGA's and specialty supermarkets, can be located between 2.75km and 5.19km from the subject site (7 – 10min drive).

Five community centres (Hackham West Community Centre, Christie Downs Community House, Uniting Communities – Christies Beach, Elizabeth House and Karawatha Community Centre) are located within proximity to the subject land, with the closest being 1.94km north of the site (Hackham West Community Centre).

There are seventeen government primary and secondary schools located within the general locality to the site. The subject site is located in the Wirrenda Secondary School catchment. This school is located 4.6km by car from the subject site. Huntfield Heights Primary School is the nearest school, being less than 1km away. Existing schools within the general locality can be expanded to cater for new enrolments. There are also a number of non-government schools within a short drive time of the subject site with private secondary colleges available at Morphett Vale (Sunrise Christian School Morphett Vale, Southern Vales Christian College, Prescott College and Woodcroft College), some 15 minutes' drive time from the site.

Numerous medical and allied health facilities are located within the general vicinity of the site. The nearest medical centre is located 1.4km from the subject land (Hackham Medical Centre), while a GP is available at Penney's Hill Road (1km from the subject land). Public hospital services are provided at Noarlunga Hospital (4.8km) or Flinders Medical Centre (20.1km).

Three aged care facilities are available within close proximity to the subject site including Onkaparinga Lodge Residential Care, Eureka Care Communities Onkaparinga and Holly Aged Care.

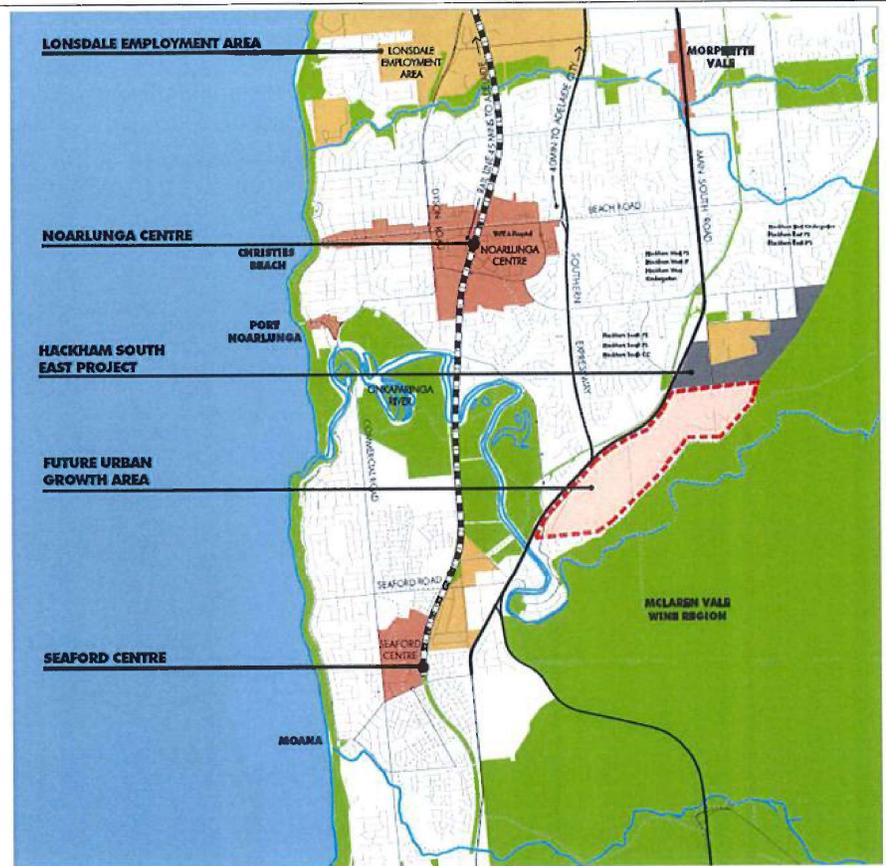
Recreational opportunities in the form of a local playground on flatter land, an extensive trail network up across the valleys, mountain bike trails, passive recreation areas around stormwater detention and barbeque / picnic areas are all possible within the area of rezoning. The pedestrian network can include connection to the existing bus stops on Main South Road and to the network of pedestrian and cycleways, including the coast to vines rail trail.

The size of the development may trigger the need for further facilities; a school and playing field may be required. A shared use facility, possibly with a non-government R-10 school, could provide efficiency in the delivery of the school and the playing field.

The obligations on Council and the Government are likely to be minimal, with the probable need to provide additional classrooms at Huntfield Heights Primary School (Government) and for Council to contribute to the operation of a community centre.

The Local Centre located within the north-eastern quadrant of the intersection of Main South Road and Hepenstal Road, Hackham (currently occupied by the Mick O'Shea's Hotel and Motel) has the

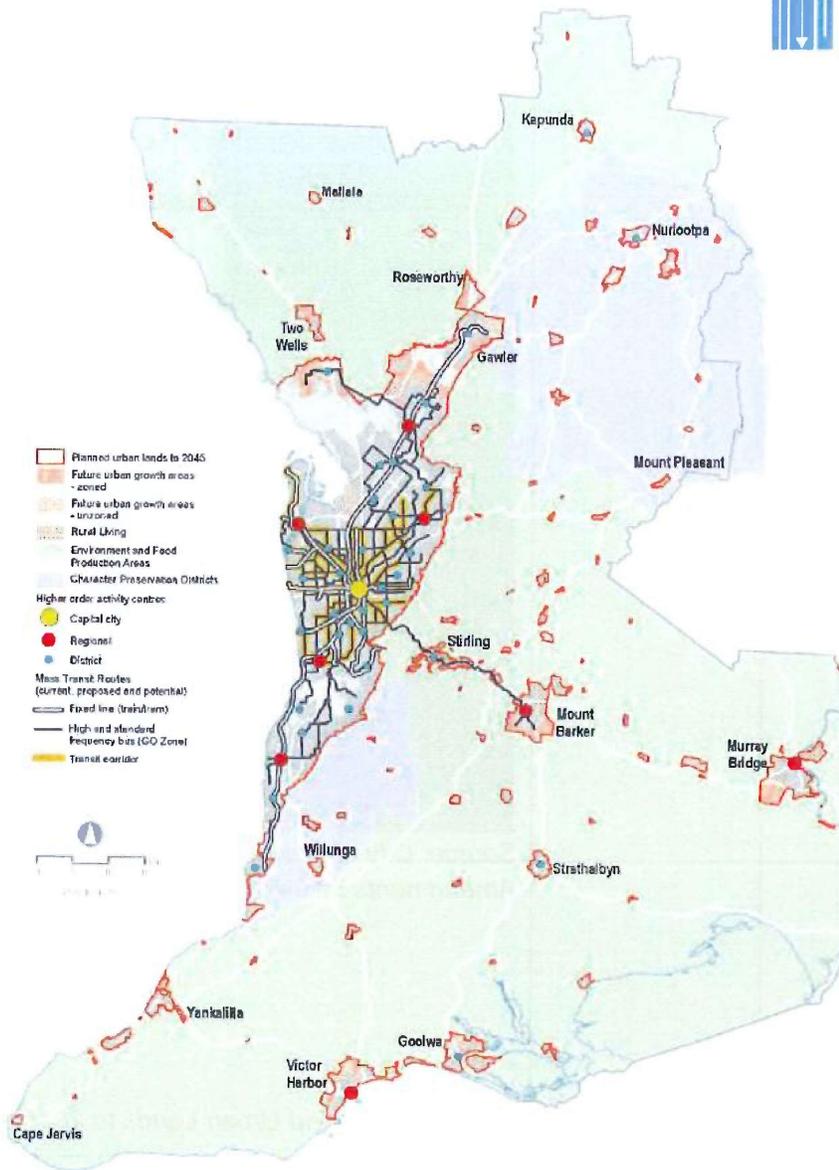
	<p>potential for a small supermarket or local convenience store and other uses such as a medical centre, community centre or a child care centre.</p> <p>Within the subject site there is a considerable opportunity to create a larger centre that serves the whole rezoning area. The scale of this centre would be optimised by Main South Road frontage and access. We believe that a centre consistent in scale with the current 'Neighbourhood Centre' typology could be justified. With a population growth potential of around 7,500 a theoretical retail floorspace potential of around 6,000m<sup>2</sup> plus passing trade could be achieved, based upon 35-40% penetration of the new catchment population.</p> <p>This would provide scope for a full line supermarket, specialty shops, a couple of mini-majors, a petrol filling station with convenience outlet, cafés and takeaway outlets. Additionally, we would anticipate propensity for the establishment of a selection of banks, consulting rooms, local offices, medical centre, community health centre, community centre, branch library, recreation facilities, childcare centre, pre-school, primary school, place of worship and/or other similar facilities.</p>
<p>Objective 1.4 - <i>Protect areas of rural, landscape character, environmental importance, mining or food production significance from the expansion of urban areas, towns and settlements</i></p>	<p>It is acknowledged with reference to Objective 1.4, that it is the intention of the State Planning Policies that areas of rural or food production significance should be protected from the expansion of urban areas, towns and settlements. Although a portion of the affected area is currently zoned Rural, the use of the northern portion of the land is heavily underutilised and mainly consisting of residential dwellings alongside agricultural activities of a low value. The use of the land can be considered to be in a holding pattern, with the site's use mainly consisting of effectively managing the existing nature of the land. The central and southern portion of the area of land zoned primary production is used for occasional grazing and cropping. Furthermore, the site is gradually becoming more constrained via residentially zoned land, with the site being identified as a potential site for future urban growth within the City of Onkaparinga's Hackham South East Development Plan Amendments Investors Guide (2015), and The 30-Year Plan for Greater Metropolitan Adelaide. Therefore, the use of the land cannot be considered to be of significance, with the City of Onkaparinga no longer envisaging its future use as primary production / rural land and the rezoning of the land not resulting in any adverse loss to the region.</p> <p><i>Figure 1. The Primary Production / Rural affected area as identified as a Future Urban Growth Area</i></p>



Source: City of Onkaparinga's Hackham South East Development Plan Amendments Investors Guide (2015)

Figure 2. Planned Urban Lands to 2045

Map 3 — Designated urban areas and township boundaries



Source: 30 Year Plan for Greater Adelaide – 2017 Update

Objective 1.6 - *Plan for Strategic infrastructure that helps to shape the pattern of settlement in a way that enhances quality of life and supports long-term sustainability.*

With reference to Objectives 1.6, this proposal is not on land known to be required for strategic infrastructure and thus it does not present any negative impacts on the State's strategic infrastructure, nonetheless the increase in population which will result from the rezoning of this area will support demand for existing and future services.

Objective 1.7 - *Regenerate neighbourhood*

Although not specifically applicable to Objective 1.7, it is considered that the development of this greenfield land would result in an overall improved neighbourhood locality, with the introduction of quality

<p><i>to improve the quality and diversity of housing in appropriate locations supported by infrastructure, services and facilities</i></p>	<p>contemporary dwellings which reflect a wide diversity of housing typologies. The site is largely vacant, and although it does have existing infrastructure, services and facilities available within the surrounding locality, the transitioning of the site to Master Planned Neighbourhood would allow for the meticulous planning and positioning of all infrastructure, services, facilities, dwellings etc. as appropriate.</p>
<p>Objective 1.9 - <i>Plan neighbourhood to support walking and cycling, particularly in Greater Adelaide and Regional townships.</i></p>	<p>With reference to Objective 1.9, any development which will subsequently occur through the rezoning of the site will be planned to support walking and cycling networks, with existing walking and cycling routes and connection opportunities available to the site. Further investigations which will be undertaken will also consider the need if these walking and cycling opportunities should be further expanded.</p>
<p><b>State Planning Policy 6: Housing Supply and Diversity</b></p>	
<p>Objective 6.1 - <i>A well-designed, diverse and affordable housing supply that responds to population growth and projections and the evolving demographic, social, cultural and lifestyle needs of our current and future communities.</i></p>	<p>A medium growth scenario of 30,000 additional people over 20 years is a realistic scenario for the Onkaparinga region. The general locality surrounding Hackham has been experiencing consistent steady growth (Seaford Meadows experienced a 9.44% increase within 2019), which can also be attributed to the current residential development occurring within the area. There is strong evidence to suggest that there will be an increase in population growth within the region, and subsequently a demand for land. Given that the land is largely vacant, the intention is that the future housing supply which will be developed within the area embodies the vision of being diverse, well designed and affordable. The large area of the land sought to be rezoned also enables flexibility to ensure that residential development directly responds to the demands and evolving demographic, social, cultural and lifestyle changes for both present and future communities.</p>
<p>Objective 6.2 - <i>The timely supply of land for housing that is integrated with, and</i></p>	<p>There is a priority to rezone land through the southern metropolitan area. The recently released Land Supply Reports for Greater Adelaide identifies:</p> <ul style="list-style-type: none"> <li>• The Outer South Region, which this land sits within, has the lowest estimated greenfield allotment supply of all regions within Greater Adelaide;</li> <li>• 10,000 dwellings were constructed within the region since 2010;</li> </ul>

<p><i>connected to, the range of services, facilities, public transport and infrastructure needed to support liveable and walkable neighbourhoods</i></p>	<ul style="list-style-type: none"> <li>• Future growth is constrained by lack of available land supply;</li> <li>• There is only 1,800 development ready allotments available within the region as of June 2020.</li> <li>• An estimated potential for a further 2,400 allotments on undeveloped zoned land;</li> <li>• Estimated future demand for greenfield land in the region ranges from 2,800 (medium growth) to 4,100 (high growth).</li> <li>• The HomeBuilder Grant scheme has stimulated housing demand beyond expectations – particularly for greenfield development</li> </ul> <p>The Outer South Region is in short supply of greenfield land, especially recognising the lead time required to deliver currently unzoned land to the market in the form of residential allotments or housing. In particular there are only around 400 potential lots remaining in the locality. The rezoning of the land requires low levels of infrastructure investment and is most proximate to facilities provided in the adjacent existing urban area. As referenced throughout this document, the land is well connected to and will be integrated with a range of services, facilities, public transport, infrastructure etc. needed to support a liveable and walkable neighbourhood. It is expected that the Code Amendment process occur over the period of 2021 to early 2022. The development of the area will likely occur in stages to ensure an appropriate level of delivery to match demand. It is anticipated that the development of residential allotments and dwellings will commence in 2023, with the first houses being delivered towards the end of 2024.</p>
<p>Objective 6.3 - <i>Develop healthy neighbourhood that include diverse housing options; enable access to local shops, community facilities and infrastructure; promote active travel and public transport use; and provide quality open space, recreation and sporting facilities</i></p>	<p>As reference above within Objective 1.3 of the <i>Integrated Planning State Planning Policy</i>, the area already has good access to local shops, community facilities and infrastructure. While public transport is already available to the site, further discussions will be undertaken with the Department of Infrastructure and Transport to assess if any further public transport will need to be provided and implemented. A new Activity Centre may be provided as part of the development of the area. Recreational opportunities in the form of a local playground on flatter land, an extensive trail network up across the valleys, mountain bike trails, passive recreation areas around stormwater detention and barbeque / picnic areas are all possible within the area of rezoning. Active recreation facilities in the form of a playing field and courts could be developed in association with a new school. The pedestrian network can include connection to the existing bus stops on Main South Road and to the network of pedestrian and cycleways, including the coast to vines trail. Housing typologies within the area of rezoning will be diverse – subsequently enabling the area to develop into a healthy neighbourhood as specified under this planning policy.</p>

<p>Objective 6.6 - <i>A diverse range of housing types within residential areas that provide choice for different household types, life stages and lifestyle choices.</i></p>	<p>Housing typologies developed will be diverse, and cater for different life stages and lifestyles. All development will be of a contemporary design and seen to be a complementary extension to existing residential development within the locality. This is supported through the proposed application of the Master Planned Neighbourhood Zone.</p>
<p>Objective 6.8 - <i>Ensure a minimum of 15% of new housing in all significant developments that meets the criteria for affordable housing.</i></p>	<p>It is the intention that the development of the site will include a minimum of 15% affordable housing. This is supported via the proposed application of the Affordable Housing Overlay.</p>
<p>Objective 15.1 - <i>Identify and minimise the risk to people, property and the environment from exposure to natural hazards, including extreme heat events; bushfire; terrestrial and coastal flooding; soil erosion; drought; dune drift; acid sulfate soils; including taking into account the impacts of climate change.</i></p>	<p>The existing nature of the site can be considered to present a risk to people, property and environment in the form of bushfires. Bushfire risk analysis undertaken by EBS Ecology for the site identified it as being located within the 'General' bushfire risk category, the residential areas located to the north and west of the site are classified as 'Excluded' areas, whilst the Onkaparinga River National Park (ORNP) and Hills Face Zone located directly to the south / south-west of the site is classified as 'High Risk'. The adjacent ORNP comprises steep south facing slopes of <i>E macrocarpa</i> woodland, <i>Eucalyptus porosa</i> woodland and invasive widespread olives – all representing highly flammable vegetation structures and species on a steep slope which increases the pace at which a fire burns. Thus, the position of the site suggests that there is some risk of bushfire which will need to be managed. The site itself comprises mainly of minimal perennial understorey fuel load, and is dominated by exotic annual grasses and broadleaf weeds which are considered to be a high bushfire risk if allowed to become tall and dry. Few to no areas of shrubbery understorey occur within the site, except within residential gardens. The development of the site is expected to reduce the risk of bushfire.</p>

### 3.2. Alignment with Regional Plans

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

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

Regional Plan Identified Priorities or Targets	Code Amendment Alignment with Regional Plan
<p>Target 1: <i>Containing our urban footprint and protecting our resources</i></p> <p>Target 6: <i>Greater Housing Choice</i></p>	<p>Target 1, 'Containing our urban footprint and protecting our resources' includes a target for 85% of all new housing in metropolitan Adelaide will be built in established urban areas by 2045. Target 6, 'Greater Housing Choice' includes a target to increase housing choice by 25% to meet changing household needs in Greater Adelaide by 2045. These targets will drive higher population across the metropolitan area and a more compact and dense urban form.</p> <p>The land development project at Hackham within the affected area provides opportunities for a range of housing styles that promote housing diversity and various price points, including housing products that meet the affordable housing price point, as well as providing for an increasingly affordable lifestyle due to access to the range of services and employment within the area. The project reinforces the desire for a more compact metropolitan area as it represents the infill of one of the few remaining major greenfield sites inside the existing urban footprint. This proposal will also provide for improved environmental and interface management.</p> <p>Furthermore, the affected area is becoming gradually more constrained with residential zoning to the north, north-east, north-west and south of the site, with all other zoning present around the site that of Rural, Open Space, Hills Face Zone, Township and Urban Employment. Both zones (excluding the small portion of Suburban Employment zone) which dominate the site (Rural Zone) create an abrupt interface with the existing residential locality surrounding the site, with both types of zoning having the potential to require a more active interface management which addresses potential issues such as noise, use of chemicals, dust and odours. A residential subdivision is currently being proposed adjacent the site along Hepenstal Road, which will subsequently create residential allotments directly against this interface. By rezoning the land to one which accommodates residential and/or potentially</p>

	<p>master planned development, the site will contain a more consistent interface to that of the land directly surrounding the site. With reference to the 30 Year Plan (2017 Update) the subject land is located within the planned urban lands to 2045.</p>
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### 3.3. Alignment with Other Relevant Documents

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

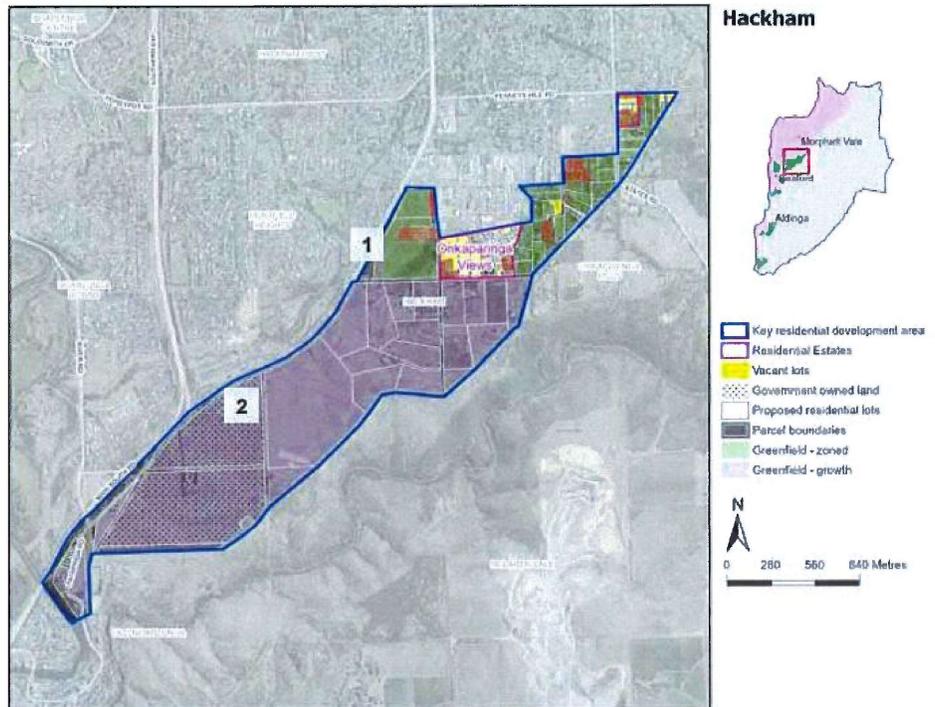
The following table identifies other documents relevant to the proposed Code Amendment:

Other Relevant Document	Code Amendment Alignment with Other Relevant Document
Onkaparinga Local Area Plan	<p>The City of Onkaparinga, State Planning Commission and Renewal SA have partnered to develop a Local Area Plan (LAP) to guide Onkaparinga over the next 20 years. This LAP is a pilot for a new Metropolitan Growth Management Strategy across metropolitan Adelaide. Local Area Plans are expected to be used to inform, guide and monitor local strategic planning, future zoning and policy changes (facilitated through the Planning and Design Code), local infrastructure planning, and other projects.</p> <p>Some important findings include the following:</p> <ul style="list-style-type: none"> <li>• Investigations suggest that population projections of around 22,000 are influenced (in part) by a limited supply of new housing land in recent years. Anecdotal advice supports the view that a 'shortage' of land in the south has dampened growth, and that a reversal of this situation may boost new housing and population growth in the short term.</li> <li>• Considerable uncertainty surrounds the Covid-19 pandemic, which is likely to reduce migration into Australia for a period, but could also result in return-migration of South Australians to Adelaide, or even from the city to its suburbs.</li> <li>• Commence rezoning investigations for greenfield residential land at Hackham and Aldinga to support planning scenario (other urban lands for 10 years being already zoned).</li> <li>• Support well-designed greenfield growth areas at Hackham and Aldinga in the short term, with future development at Sellicks Beach, through appropriate zoning.</li> <li>• Encourage diverse mix of housing in greenfield projects to meet community needs, through zoning, development assessment, incentives and demonstration projects.</li> </ul> <p>Prioritise development from the north and as far south as Aldinga, to delay major transport infrastructure costs incurred from southern growth fronts, and to align with other strategies.</p>
Hackham South-East Development Plan Amendment	<p>In 2015, an amendment to the former Development Plan occurred to a parcel of land located directly adjacent to the north of the affected area, which transitioned the zone from Rural Living to Residential to accommodate Adelaide's population growth and to contribute to South</p>

	<p>Australia's 30-Year Plan for Greater Adelaide's objective of a 15-year supply of land zoned for residential development. The rezoned site also contains interfaces to the Hills Face Zone. With reference to Hackham and Onkaparinga Hills Concept Plan provided within the Hackham South East Development Plan Amendment final report no buffer has been considered necessary between proposed residential development and the Hills Face Zone. Allotments have been notionally positioned so that the rear of all relevant allotments are abutting the Hills Face Zone to provide for a continuous fence line interface.</p> <p>The affected area to which this document pertains to is largely located within the Rural Zone. Within the Desired Outcomes of this zoning the following is specified:</p> <p><b>DO 1</b>  <i>A zone supporting the economic prosperity of South Australia primarily through the production, processing, storage and distribution of primary produce, forestry and the generation of energy from renewable sources.</i></p> <p><b>DO 2</b>  <i>A zone supporting diversification of existing businesses that promote value-adding such as industry, storage and warehousing activities, the sale and consumption of primary produce, tourist development and accommodation.</i></p> <p>The current use of the affected area is considered not to be supportive of these desired outcomes, with the use of the land heavily underutilised and mainly consisting of residential dwellings alongside agricultural activities of a low value, such as occasional grazing and cropping. The use of the land is in a holding pattern, with the areas use mainly consisting of effectively managing the existing nature of the land until rezoning occurs. Horticultural activities which occur within the area are of little commercial value, largely consisting of hobby farm pursuits.</p> <p>Furthermore, the current zoning is total contrary to the future urban intentions for the subject land.</p> <p>It should be noted that within the 2015 amendment to the past Onkaparinga Council Development Plan (Hackham South East Development Plan Amendment) the subject site was identified as a future urban growth area for residential development. Because of its size, location and context, the site presents an important and unique opportunity to play a leading role to facilitate and grow broad based economic development which will be delivered through the provision of accommodation for a complementary mix of uses, including various business opportunities, community support (e.g. childcare and education) and a variety of residential development. Therefore, the rezoning of this site to accommodate residential development can be considered to be appropriate and in accord with the intended future vision for the Hackham locality.</p>
<p>Land Supply Report for Greater Adelaide – Part</p>	<p>The current Land Supply Report for Greater Adelaide identifies Hackham as an area for greenfield growth, with a potential capacity for 3,184 additional allotments.</p>

1 Greenfield  
(published June 2021)

Figure 32: Hackham



**KEY MEASURES**

Year Commenced	2017
Estimated dwelling capacity	3,246
Dwellings built since 2010	71
Average dwellings built per annum	20
<b>Remaining Potential Capacity</b>	<b>3,184</b>
Vacant lots	109
Development Ready (proposed lots)	267
Undeveloped Zoned	808
Future Urban growth area	2,000

**ANALYSIS**

- 2 distinct development areas.
- Development Area 1 is already zoned residential, and comprises multiple active development fronts, most notably the Onkaparinga Views project, which has been released in multiple stages.
  - The next stage will involve land located directly behind Mick O'Shea's pub on Main South Road.

- Development Area 2 is land identified within *The 30 Year Plan for Greater Adelaide - 2017 Update* and has an estimated potential yield of 2,000 dwellings.
  - This area is held by multiple land owners, with part of the south-western portion owned by Renewal SA.
  - Future development will be constrained, in part by slope, particularly in the middle section, potentially reducing estimated dwelling yields.
- Improvements to facilitate safe and efficient vehicle access and egress to Main South Road will need to be considered.

## 4. INVESTIGATIONS AND ENGAGEMENT

### 4.1. Investigations Already Undertaken

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

Investigation Undertaken	Summary of Scope of Investigations	Summary of Outcome of Recommendations
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Aboriginal History	Analysis of Aboriginal history was completed by EBS and identified no known sites.	The affected area has no known Aboriginal sites. Additional investigations will need to be expanded to capture 1927 Main South Road and Lot 26 Piggott Range Road.
Air Quality	<p>Air Quality investigations were completed by JBS&amp;G with the investigation showing that air quality standards were being met and were considered to be suitable for residential development. Any emissions, such as dust and odour, from the McLaren Vale Quarry is expected to be of a low impact, with the affected area also located outside of the adopted South Australian EPA evaluation distances. The risk of air quality and odour impacts from the surrounding wineries and other industries (such as Matt's Paint and Panel) is also expected to be low, with these industrial activities located away from the subject site.</p> <p>The site is also unlikely to be significantly impacted by emissions from road vehicles on the surrounding roads. Based on data collected from an air quality monitoring station at Christie Downs, 3.4km north-west of the project site, which is located close to an arterial road (Beach Road) which has significantly higher (two-and-a-half-fold) vehicle usage than Main South Road. Monitored data showed that local air quality in the area is not significantly impacted by emissions from road vehicles, therefore local air quality at the affected area is unlikely to be significantly impacted by emissions from road vehicles on the surrounding roads</p>	Air quality for the affected area are suitable for residential development, with the impact of any emissions from the nearby McLaren Vale Quarry expected to be of a low impact. The significant impact of emissions from road vehicles is expected to be unlikely.
Bushfire Risk	The bushfire risk to the affected area has been classified as 'General', with the adjacent south facing slopes of the Onkapringa River National Park (classified as 'High Risk') comprising of highly flammable vegetation structures and species which increase the pace at which a fire burns. Thus, the positioning of the affected	The site is considered to be of some risk to bushfire. The development of the site is expected to reduce the risk of bushfire. Furthermore, suitable management strategies will be implemented to address the risk of bushfire to the site.

	<p>area suggests there is some risk of bushfire.</p> <p>The affected area itself comprises mainly of minimal perennial understorey fuel load, and is dominated by exotic annual grasses and broadleaf weeds which are considered to be a high bushfire risk if allowed to become tall and dry. Few to no areas of shrubbery understorey occur within the site, except within residential gardens. The development of the site is expected to reduce the risk of bushfire.</p>	
Community Facilities	Investigations did not generate a need for new community facilities.	<p>There is no need for a new community facility within the affected area, however investigations will need to be expanded based upon an enlarged population base and to capture 1927 Main South Road and Lot 26 Piggott Range Road.</p> <p>A community facilities house was considered for the Local Centre.</p> <p>Space for a new centre will need to be considered.</p>
Demographic Profile	Demographic profiling was completed for the wider locality.	Demographic profiling was completed for the wider locality.
Education Facilities	Preliminary assessment for the affected area did not generate a need for a new school, but did foreshadow a possible school in future.	Investigations foreshadowed a possible need for a school, with considerations required towards private school options.
Employment Assessment	Preliminary assessment indicated that there were existing opportunities within the vicinity of the rezoning area.	The need for land allocation will need to be considered as part of the need for an activity centre.
European History	There are no known sites of European History within the affected area. However, it is noted that Lot 26 Piggott Range Road is subject to a Heritage Adjacency Overlay.	There are no known sites of European History within the affected area. However, it is noted that Lot 26 Piggott Range Road is subject to a Heritage Adjacency Overlay.
Gas Supply	Investigations undertaken by Greenhill, along with discussions with AGL, indicated that gas infrastructure was available to the site. It has been assumed that the surrounding gas network has capacity to service the site with no additional headworks required.	Gas supply is adequate to support the rezoning of the land.
Geotechnical	Preliminary geotechnical investigations undertaken by WGA indicated that some rocks	Rocks are likely to be encountered within the affected area. Additional investigations will need to be

	are likely to be encountered within the affected area.	expanded to capture 1927 Main South Road and Lot 26 Piggott Range Road.
Health and Medical Facilities	Preliminary assessment of the affected area did not generate a need for new health and medical facilities.	There is no need for new health and medical facilities within the affected area, however investigations will need to be expanded to capture 1927 Main South Road and Lot 26 Piggott Range Road.
Housing Profile	Housing profiles were completed for the wider locality.	Housing profiles were completed for the wider locality
Housing Supply and Demand	Analysis of supply and demand, likely take up rates and housing mix has been completed.	Analysis of supply and demand, likely take up rates and housing mix has been completed.
Internal Road Network and Volumes	Internal road networks, volumes, and preliminary modelling were undertaken and reviewed by Cirqa. It is anticipated that the existing internal road reserves will become redundant and may be closed in the course of subsequent development. New road infrastructure, including local streets, collector streets and access laneways, will be subsequently developed with access provided via Hepenstal Road and Gates Road. All proposed road infrastructure as indicated above would be consistent with standards adopted across other developments within the City of Onkaparinga.	The existing analysis of internal road network volumes will require updating upon finalisation of the preferred Main South Road access arrangement.
Natural Environment (Flora and Fauna)	EBS Ecology undertook natural environment investigations for the affected area and identified little vegetation of value, with limited native vegetation and significant trees.	The affected area has little vegetation of value. Further investigations will need to occur to capture 1927 Main South Road and Lot 26 Piggott Range Road.
Noise	Investigations have been undertaken by SONUS for the site regarding the impacts of potential noise sources (e.g. road traffic on Main South Road to the west, the quarry and shooting range to the east, and the Mick O'Shea's Hotel to the north) on the affected area. Noise was concluded not to be a major risk to the potential for residential development within the site, with the preliminary assessment concluding that acoustic treatments in the form of upgraded façade construction and fencing being able to adequately	Noise has been identified as not being a major risk to the potential for residential development and can be managed through appropriate acoustic treatments.

	deal with the impacts of noise sources.	
Population Growth Projections	Population growth projections were completed for the entirety of the Hackham area.	Population growth projections were completed for the entirety of the Hackham area.
Public Transport	Existing routes and services are available to the site.	Existing routes and services are available to the site. Future investigations will be undertaken to explore the potential of expanding existing public transport routes into the affected area.
Recreation and Open Space	Preliminary assessments regarding the affected area did not generate a requirement for formal playing fields or indoor facilities. Ample informal open space and recreation facilities are able to be provided for.	The affected area did not generate a requirement for formal playing fields or indoor facilities. Further investigations will need to occur to capture 1927 Main South Road and Lot 26 Piggott Range Road, along with considerations towards a shared community oval, courts, and gymnasium with a school facility.
Retail Assessment	A preliminary assessment of the supply and demand for retail was completed and indicated a new retail centre was likely to be required.	A new retail centre is likely to be required. The location and scale of such a centre will need to be considered.
Sewer	There is sewer infrastructure available adjacent to the affected area that does not require upgrading. However, infrastructure external to the site will need to be constructed in order to service the broader development. Discussions with SA Water have been undertaken to guide the design of the sewer infrastructure to meet SA Water standards and address topographical layout.	External sewer infrastructure will need to be constructed, along with further investigations into sewer infrastructure for 1927 Main South Road and Lot 26 Piggott Range Road.
Site Access	Site access investigations undertaken by Cirqa identified that a Main South Road access to the affected area was possible.	Access point to the affected area along Main South Road is possible. Future discussions with the Department of Infrastructure and Transport will be required to agree upon a preferred arrangement.
Site Contamination	Potential site contamination activities present within the affected area included agricultural activities, use of herbicides / pesticide chemicals, the potential importation of fill materials and potential illegal dumping of PACM. It was indicated that any existence of significant site contamination was considered low.	Site contamination within the affected area is considered low.

Stormwater	<p>Stormwater infrastructure is available to the site; however, the capacity of the stormwater drainage is unknown, with it considered likely that it will be inadequate to meet current stormwater drainage and / or stormwater management services. An overall stormwater strategy will need to be completed.</p>	<p>Existing stormwater infrastructure is considered inadequate to service the site. Further investigations are required for 1927 Main South Road and Lot 26 Piggott Range Road, along with an overall stormwater strategy.</p>
Telecommunications	<p>Investigations undertaken by Greenhill, along with discussions with Telstra and NBN, found that the existing telecommunications infrastructure was suitable to support a rezoning of the site.</p>	<p>Telecommunications infrastructure is able to service the site.</p>
Walking and Cycling	<p>Analysis of walking and cycling routes indicated that existing walking and cycling routes were available to the affected area, with opportunity to expand upon their connection.</p>	<p>Existing walk and cycling routes are available to the site. Future discussions with the Department of Infrastructure and Transport is likely to occur, along with consideration for expanded route opportunities.</p>
Water	<p>The affected area can be serviced via existing potable water infrastructure, with an existing 100mm and 200mm diameter water main located in Hepenstal Road. There are 200mm and 250mm water mains in Main South Road, and a 150mm main running north-south internal to the site that connects Hepenstal Road with Piggott Range Road. It is unknown if SA Water own an easement over this main and if any extra works are required for construction over this main. A 150mm main is in Piggott Range Road which supplies a 100mm main in River Heights Rise.</p> <p>The 150mm main running north south internal to the site will constrain the geometric design of a proposed internal road and subsequently the earthworks of the surrounding area. The main is likely located only one metre below the natural surface and follows current contours. Accordingly, it may be prudent to relocate this water main. The site is covered by two pressure zones.</p> <p>Further discussions with SA Water have been held to discuss the proposed infrastructure and</p>	<p>Existing water infrastructure is available to the site, with an update / expansion of this water infrastructure likely to be required. The affected area does not have recycled water available to it, it is therefore assumed that recycled water is a non-essential utility and no allowance has been made for recycled water to service the site.</p>

	<p>possible augmentation fees for the site. Negotiations are still ongoing with SAWater regarding the specific infrastructure details regarding servicing the site. A typical potable water reticulation network has been assumed to be delivered, however due to the steep grade of the site, pipe sizing may need to be adjusted to meet the required pressure for allotments. An update of a new 250mm main extension of an existing 450 main is proposed, along with an allowance for 20mm connections for allotments and 40mm connections for reserves. There is no recycled water adjacent or within the vicinity of the site, therefore recycled water is assumed to be a non-essential utility and no allowance has been made for a recycled water network to extend to and service the site.</p>	
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#### 4.2. Further Investigations Proposed

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

Further Investigations Proposed	Explanation of how the further investigations propose to address an identified issue or question
Aboriginal History	An expanded investigation towards Aboriginal History will be undertaken, and may include discussions with the Department of Premier Cabinet (Aboriginal Affairs and Reconciliation).
Air Quality	An expanded investigation towards air quality will be undertaken.
Bushfire	Additional investigations in respect of risk and impact of bushfire will be required. Investigations will also include discussions with both the CFS and National Parks and Wildlife Services.
Community Facilities	<p>The current investigations towards community facilities are required to be expanded and will include a review based upon an enlarged population base.</p> <p>It is noted that future consideration is likely to occur in respect of space for a new centre. Discussions with Onkaparinga Council will need to occur as part of these investigations.</p>
Demographic Profile	The existing demographic profile analysis will need to be reviewed and updated with the latest data, trends and projections.
Education Facilities	<p>The current investigations towards educational facilities are required to be expanded and will include a review based upon an enlarged population base.</p> <p>It is acknowledged that preliminary investigations foreshadowed the need for a new school and future consideration will be given</p>

	towards private school options. It is likely that discussions with the Department of Education will occur as part of this process.
Electricity	An overall electricity supply strategy will be required upon completion of the expanded investigations.
Employment Assessment	The existing employment analysis will need to be reviewed and expanded. The need for land allocation will also need to be considered as part of investigations towards the need for an activity centre.
Geotechnical	Future investigations will require an expanded analysis of geotechnical.
Health and Medical Services	The current investigations towards health and medical services are required to be expanded. It is likely that these investigations will involve future discussions with the Health Department.
Housing Profile	The existing analysis towards housing profiles will need to be reviewed and updated to capture the latest data, trends and projections.
Housing Supply and Demand	The existing investigations towards housing supply and demand will need to be reviewed and updated to capture the latest data, trends and projections.
Internal Road Network Volumes	The existing analysis of internal road network volumes will require updating upon finalisation of the preferred South Road access arrangement.
Natural Environment (Flora and Fauna)	Existing investigations towards the Natural Environment will need to be expanded.  Such investigations will further evaluate the value of specific trees, along with the interface to the Onkaparinga Gorge and the Tom Roberts Horse Trail. Risks will also be assessed under the <i>Environment Protection and Biodiversity Conservation Act 1999</i> . It is expected that discussions with the Department of Environment and Water will occur during this investigation stage.
Noise	An expanded investigation towards noise will be completed. It is likely that discussions with the Department of Energy and Mining will be required as part of these investigations.
Public Transport	Future investigations will be undertaken to explore the possibility of expanding existing public transport routes into the affected area. These investigations will require discussions with the Department of Infrastructure and Transport.
Recreation and Open Space	Existing recreational and open space investigations will be expanded.  It is noted that consideration will occur towards the possibility for a shared community oval, courts and gymnasium with a school facility. It is possible that communication with the Department of Recreation, Sport and Racing will be required as part of these investigations.
Retail Assessment	Preliminary investigations indicated that a new retail centre was likely to be required. Future investigations will consider the potential location and scale of such a centre.
Sewer	Further investigations into sewer infrastructure will be required.
Site Access	Future investigations will involve the finalisation of site access points, in particular along Main South Road. Discussions with the Department of Infrastructure and Transport will be required to agree upon a preferred site access arrangement.
Site Contamination	Site contamination investigations will need to be expanded. It is likely that the need for localised testing may be required.
Stormwater	An overall stormwater strategy will be required upon completion of the expanded investigations.
Telecommunications	Further investigations into telecommunications infrastructure will be required.

Visual Analysis Assessment	Investigations regarding view sheds both to and from the site and the Expressway will need to be completed, and will consider urban development and buffers.
Walking and Cycling	Further investigations will consider the need for expanded route opportunities, and will include discussions with the Department of Infrastructure and Transport.
Water	Existing investigations towards water infrastructure will be expanded.
Zoning	Consider the most appropriate zoning outcome for the land west of Church Hill Road in Old Noarlunga to ensure a sense of separation between the suburbs and recognition of adjacent heritage.
Complete infrastructure strategy and funding	A strategy and proposed funding solution for all required infrastructure will be developed.

### 4.3. Engagement Already Undertaken

Discussions with the City of Onkaparinga were undertaken and the following matters were raised by staff:

- Council has and continues to support the rezoning of the subject area for urban development purposes.
- It acknowledges that it is one of three growth areas identified by the Onkaparinga Local Area Plan (OLAP).
- Council staff have raised a range of issues (listed below) that are likely to be of interest to the Elected Members which will be addressed during the further proposed investigations.
  - Lot sizes
  - Environmental management practices
  - Amount of open space
  - Views to the site
  - Heritage management
  - Interface with Onkaparinga Gorge
  - Linkages to trail networks
  - Site contamination risks
  - Vegetation protection.

In addition the following engagement has also occurred on the proposed Code Amendment:

- Engagement with key agency stakeholders (listed below) to determine the land's suitability to accommodate residential use.
  - APN Group
  - NBN Co
  - Optus
  - SAPN
  - SA Water
  - Telstra
  - TPG.

#### 4.4. Further Engagement Proposed

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

<b>Further Engagement Proposed</b>	<b>Explanation of how the further engagement propose to address an identified issue or question</b>
Notification and meeting with affected land owners/occupiers and neighbouring landowners	Identify the potential impact of the proposed Code Amendment on land owners and neighbours.
Notification with State Members of Parliament	Notify Mr. Chris Picton MP, State Member for Kaurua
Notification and meeting with the City of Onkaparinga	Discuss the proposed Code Amendment with the City of Onkaparinga
Notification and meeting with the Department for Education	Discuss the proposed Code Amendment with the Department for Education regarding the potential for a new educational facility.
Notification and meeting with the Department for Energy and Mining	Discuss the proposed Code Amendment with the Department for Energy and Mining to identify the potential impact of/to the nearby quarry.
Notification and meeting with the Department for Environment and Water, and Environment Protection Authority	Identify the potential impact of the proposed Code Amendment on the natural environment.
Notification and meeting with the Department for Health and Wellbeing	Discuss the proposed Code Amendment with the Department for Health and Wellbeing to evaluate the need for new health and medical services.
Notification and meeting with the Department for Infrastructure and Transport	Discuss the proposed Code Amendment with the Department for Infrastructure and Transport regarding the potential for expanded public transport and walking / cycling routes, along with a preferred site access arrangement.
Notification and meeting with the Department of the Premier and Cabinet	Identify the potential impact of the proposed Code Amendment on the affected area's Aboriginal history.
Notification and meeting with the Office for Recreation, Sport and Racing	Discuss the proposal with the Office for Recreation, Sport and Racing to evaluate the need for formal recreational and open space facilities.
Notification and meeting with utility providers	Identify the potential impact of the proposed Code Amendment on utility infrastructure.
Notification and meeting with National	Identify the potential impact of bushfire on the proposed Code Amendment.

## 5. CODE AMENDMENT PROCESS

### 5.1. Engagement Plan

The Code Amendment process will occur in accordance with the Community Engagement Charter and, where required, *Practice Direction 2 – Preparation or Amendment of a Designated Instrument* (Practice Direction 2).

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

- The Local Government Association must be notified in writing of the proposed Code Amendment;
- If the Code Amendment has a specific impact on one or more particular pieces of land in a particular zone or subzone (rather than more generally), the Designated Entity must take reasonable steps to give a notice in accordance with Regulation 20 of the *Planning, Development and Infrastructure (General) Regulations 2017*, to:
  - the owners or occupiers of the land; and
  - owners or occupiers of each piece of adjacent land;
- Consultation must also occur with any person or body specified by the State Planning Commission under section 73(6)(e) of the Act.

### 5.2. Engagement Report

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

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

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

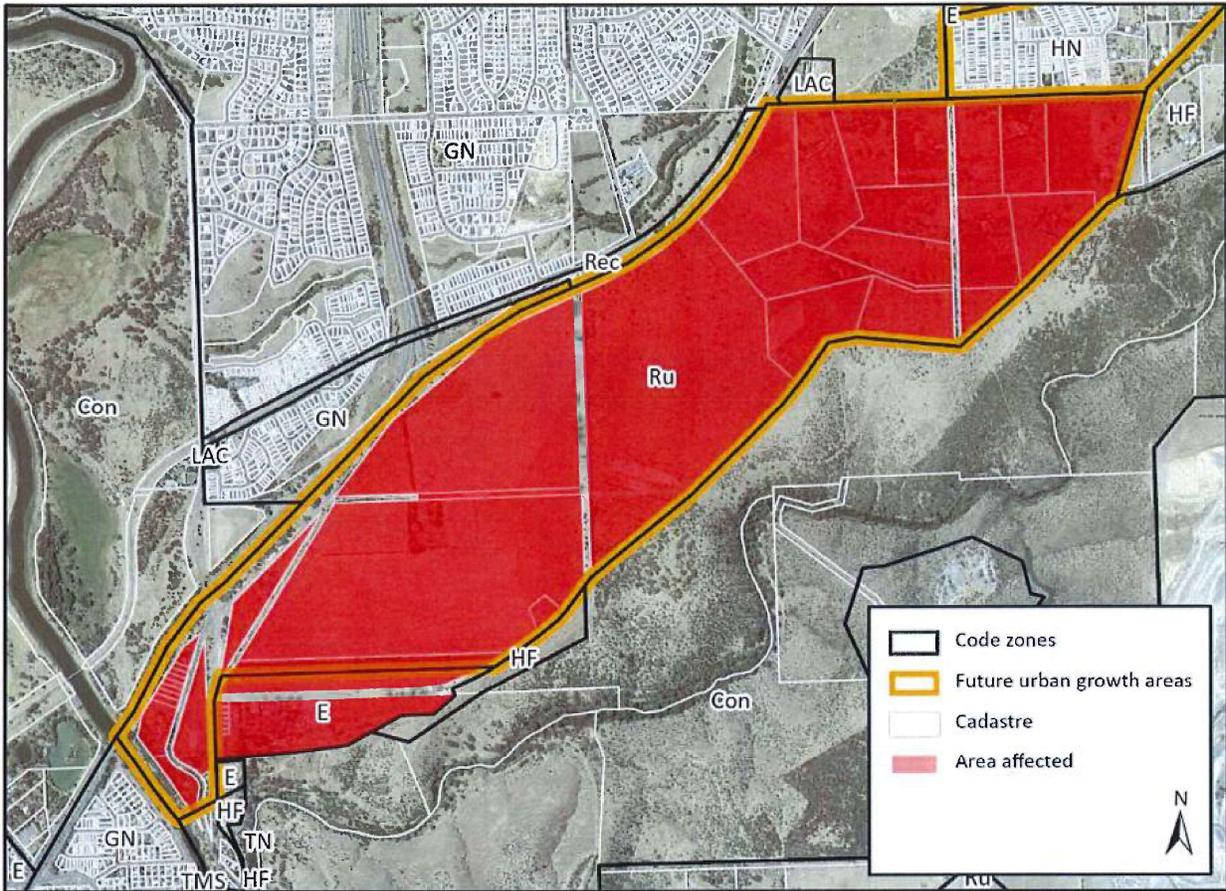
### 5.3. Code Amendment Timetable

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



# ATTACHMENT A

## Map of Affected Area



## ATTACHMENT B

### Timetable for Code Amendment by Chief Executive

Step	Responsibility	Timeframe
<b>Approval of the Proposal to Initiate</b>		
Preparation of Proposal to Initiate documentation.	AGD	2 weeks <i>(includes review of draft Proposal to Initiate by relevant Agencies)</i>
Consideration of Proposal to Initiate and advice to the Minister	Commission	3 weeks
<b>Proposal to Initiate</b> agreed to by the Minister	Minister	2 weeks
<b>Preparation of the Code Amendment</b>		
Engagement Plan Prepared. Investigations conducted; <b>Code Amendment Report</b> prepared	Designated Entity	24 weeks
Preparation of Amendment Instructions and Mapping and provides to Council and relevant Agencies for consultation purposes	AGD	1 week
Preparation of Materials for Consultation	Designated Entity	4 weeks
<b>Engagement on the Code Amendment</b>		
<b>Code Amendment Report</b> released for public consultation in accordance with the Community Engagement Charter and the prepared <b>Community Engagement Plan</b>	Designated Entity	8 – 12 weeks
<b>Consideration of Engagement and Finalisation of Amendments</b>		
Submissions summarised; Amended drafting instructions provided, <b>Engagement Report</b> prepared and lodged with AGD	Designated Entity	4 weeks
Assess the amendment and engagement. Prepare report to the Commission or delegate <i>Timeframe will be put on hold if further information is required, or if there are unresolved issues</i>	AGD	4 weeks
Consideration of Advice	Commission (Delegate)	2 weeks <i>(includes 1 week to process through Minister's office)</i>
	Commission	+ 3 weeks
<b>Decision Process</b>		
Minister considers the <b>Code Amendment Report</b> and the <b>Engagement Report</b> and makes decision	Minister	3 weeks
<b>Implementing the Amendment (operation of the Code Amendment)</b>		
Go- Live- Publish on the PlanSA Portal	AGD	2-4 weeks
<b>Parliamentary Scrutiny</b>		
Referral of approved <b>Code Amendment</b> to ERDC	AGD	8 weeks

**The Hon Vickie Chapman MP**

#17257371

July 2021

Ms Caroline Mealor  
Chief Executive  
Attorney-General's Department  
GPO Box 464  
ADELAIDE SA 5001



**Government  
of South Australia**

**Deputy Premier**

**Attorney-General**

**Minister for Planning  
and Local Government**

GPO Exchange  
10 Franklin Street  
Adelaide SA 5000

GPO Box 464  
Adelaide SA 5001  
DX 336

Tel 08 8207 1723  
Fax 08 8207 1736

Dear Ms Mealor

### **Initiation of Hackham Code Amendment**

I write to advise that under section 73(2)(b)(i) of the *Planning, Development and Infrastructure Act 2016* (the Act), I have considered the advice of the State Planning Commission (the Commission) and approved the Proposal to Initiate the Hackham Code Amendment.

The initiation approval is on the basis that under section 73(4)(a) of the Act, the Chief Executive of the Attorney-General's Department will be the Designated Entity responsible for undertaking the Code Amendment process.

The Commission has specified under section 73(6)(e) of the Act that the Designated Entity must consult with the State Members of Parliament for the electorates in which the proposed Code Amendment applies, in addition to the individuals or entities identified for consultation in the Proposal to Initiate.

The Commission has, under section 73(6)(f) of the Act, resolved not to specify further investigations or information requirements in addition to that outlined in the Proposal to Initiate. However, further investigations may be required in response to feedback or advice received through the engagement process.

### Notes

1. In accordance with section 44(6) & 73(6)(d) of the Act, consultation in writing must be undertaken with:
  - The City of Onkaparinga
  - Owners or occupiers of the land and adjacent land in accordance with Regulation 20 of the *Planning, Development and Infrastructure (General) Regulations 2017*.
2. Engagement must meet the Community Engagement Charter.

I will make a determination on whether to approve the proposed amendments at the completion of the Code Amendment process.

Please contact Belinda Monier from the Attorney-General's Department on 8343 2719 or email [belinda.monier@sa.gov.au](mailto:belinda.monier@sa.gov.au) if you would like to discuss further.

Yours sincerely

**VICKIE CHAPMAN MP**  
DEPUTY PREMIER  
MINISTER FOR PLANNING AND LOCAL GOVERNMENT

Att: Copy of signed Proposal to Initiate

**The Hon Vickie Chapman MP**

#17257400

July 2021

Ms Erin Thompson  
Mayor  
City of Onkaparinga  
PO Box 1  
NOARLUNGA CENTRE SA 5168



**Government  
of South Australia**

**Deputy Premier**

**Attorney-General**

**Minister for Planning  
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Adelaide SA 5000

GPO Box 464  
Adelaide SA 5001  
DX 336

Tel 08 8207 1723  
Fax 08 8207 1736

Dear Mayor Thompson

### **Initiation of Hackham Code Amendment by the Chief Executive**

I write to advise that under section 73(2)(b)(i) of the *Planning, Development and Infrastructure Act 2016* (the Act), I have considered the advice of the State Planning Commission (the Commission) and approved the Proposal to Initiate the Hackham Code Amendment.

The initiation approval is on the basis that, in accordance with section 73(4)(a) of the Act, the Chief Executive of the Attorney-General's Department will be the Designated Entity responsible for undertaking the Code Amendment process.

The Commission has specified under section 73(6)(e) of the Act that the Designated Entity must consult with the State Members of Parliament for the electorates in which the proposed Code Amendment applies, in addition to the individuals or entities identified for consultation in the Proposal to Initiate.

The Commission has, under section 73(6)(f) of the Act, resolved not to specify further investigations or information requirements in addition to that outlined in the Proposal to Initiate. However, further investigations may be required in response to feedback or advice received through the engagement process.

#### Notes

1. In accordance with sections 44(6) & 73(6)(d) of the Act, consultation in writing must be undertaken with:
  - The City of Onkaparinga
  - Owners or occupiers of the land and adjacent land in accordance with Regulation 20 of the *Planning, Development and Infrastructure (General) Regulations 2017*.
2. Engagement must meet the Community Engagement Charter as guided by the Community Engagement Charter toolkit at:

[https://plan.sa.gov.au/resources/learning\\_and\\_toolkits/community\\_engagement\\_charter\\_toolkit/overview](https://plan.sa.gov.au/resources/learning_and_toolkits/community_engagement_charter_toolkit/overview)

I will make a determination on whether to approve the proposed amendments at the completion of the Code Amendment process.

Please contact Belinda Monier from the Attorney-General's Department on 8343 2719 or email [belinda.monier@sa.gov.au](mailto:belinda.monier@sa.gov.au) if you would like to discuss further.

Yours sincerely

**VICKIE CHAPMAN MP**  
DEPUTY PREMIER  
MINISTER FOR PLANNING AND LOCAL GOVERNMENT

Att: Copy of signed Proposal to Initiate



**TO: MINISTER FOR PLANNING AND LOCAL GOVERNMENT**

**RE: PROPOSAL TO INITIATE A CODE AMENDMENT BY THE CHIEF EXECUTIVE**

## **PURPOSE**

To recommend that you approve the Proposal to Initiate (the Proposal) the Hackham Code Amendment by the Chief Executive of the Attorney-General's Department (the Department).

## **BACKGROUND**

Section 73(2)(b) of the *Planning, Development and Infrastructure Act 2016* (Act) provides:

*73 – Preparation and amendment*

*(2) A proposal to amend a designated instrument may be initiated by—*

*(b) with the approval of the Minister, acting on the advice of the Commission—*

*(i) the Chief Executive.*

On 9 December 2020, Renewal SA and a Private Proponent (YAS Property and Development) jointly lodged a Proposal to Initiate the Hackham Code Amendment.

Given that this was the first proposal of its kind (proposed by two entities), the Department sought the advice of the Crown Solicitor's Office on whether a Code Amendment could be undertaken by two entities under two separate sections of the *Planning, Development and Infrastructure Act 2016* (the Act).

The advice received confirms that a Code Amendment cannot be undertaken by two separate entities. As such, the advice confirmed that the Designated Entity could be Renewal SA, the Chief Executive of the Department, the Council or the Commission.

On June 2021, YAS Property and Development lodged a new proposal over the land where they could demonstrate a legal interest. This excluded the Renewal SA land and resulted in non-contiguous parcels of land being proposed for rezoning.

The revised proposal was not supported by Onkaparinga Council's Administration who preferred that the scope be broadened to include the land in the original proposal and that the Code Amendment be undertaken by the Chief Executive of the Department.

Consistent with Council's view, the Department has formed the opinion that rezoning part of the land would present challenges in delivering a coordinated development outcome, including infrastructure provision.

On 24 June 2021, the State Planning Commission (the Commission) endorsed a set of guiding principles around when Code Amendments should be undertaken by the Commission and when they should be undertaken by the Department. An assessment against these principles has been undertaken in recommending that this Code

Amendment be undertaken the Chief Executive of the Department under section 73(2)(b)(i) of the Act, as the Designated Entity to run the Amendment process. The Chief Executive has subsequently signed and submitted the Proposal to Initiate.

The Commission considered the Proposal to Initiate at its meeting of 8 July 2021 and resolved to support the Code Amendment.

A summary of the roles and responsibilities for you and the Commission in regard to the Code Amendment is provided in **Appendix A**.

A flowchart of the Code Amendment process is provided in **Appendix B**.

## **DISCUSSION**

The following sets out the strategic, policy and procedural considerations in relation to the Proposal to Initiate that are recommended should you agree to initiate the Code Amendment.

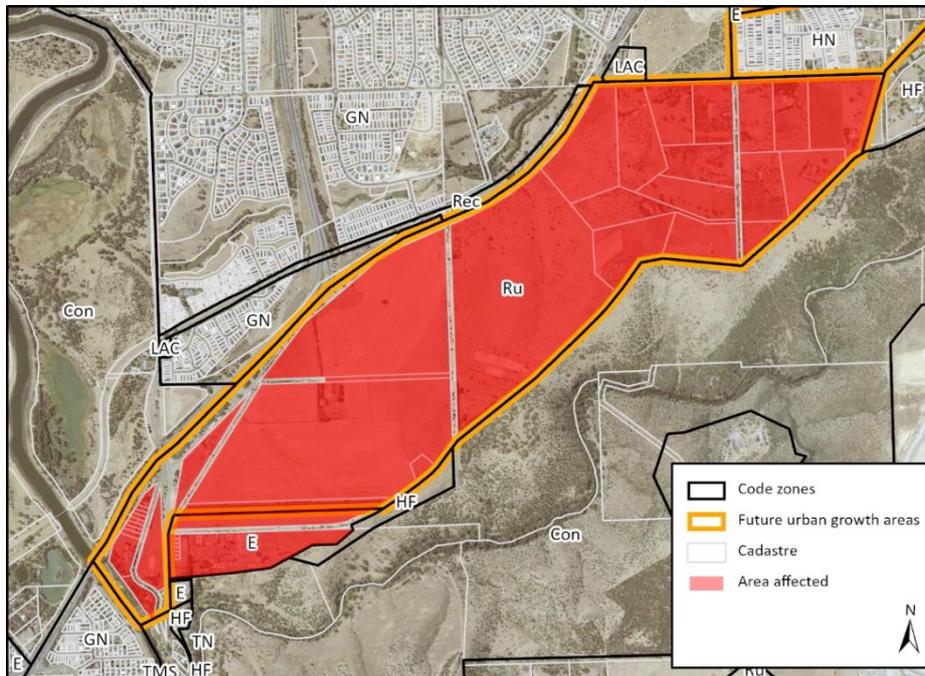
### Proposal

The Proposal to Initiate seeks to rezone approximately 200 hectares of land located along Hepenstal Road, Gates Road, River Heights Rise, Church Hill Road, Patapinda Road, Piggott Range Road and Main South Road at Hackham and a small portion of Old Noarlunga in the City of Onkaparinga. This has an estimated potential yield of 2,000 dwellings. The Proposal will also investigate the need for an additional Activity Centre including retail and education needs to service this new community.

The affected area is largely zoned Rural (minimum site area 16ha Technical and Numeric Variation [TNV]) but contains approximately 13.3 hectares of land that is zoned Employment. The proposed zone for the affected area is the Master Planned Neighbourhood Zone. Subject to investigations in relation to demand for a new Activity Centre, the application of the Local Activity Centre Zone or Emerging Activity Subzone will also be considered. No changes are proposed to remove existing Overlays, however the Affordable Housing Overlay is proposed to be applied over the land.

The affected area and current zoning are shown in Figure 1 below.

Figure 1 – Affected Area and Zoning



**Planning and Design Code Zoning**

The affected area is located within the Rural Zone and Employment Zone.

The following Overlays apply to the land:

- Hazards (Bushfire - General)
- Hazards (Bushfire - Urban Interface)
- Hazards (Flooding - Evidence Required)
- Historic Area
- Heritage Adjacency
- Local Heritage Place
- Major Urban Transport Routes
- Native Vegetation
- Prescribed Wells Area
- Regulated and Significant Tree
- State Significant Native Vegetation
- Traffic Generating Development
- Urban Transport Routes
- Water Resources

Land surrounding the affected area is within General Neighbourhood Zone, Conservation Zone, Employment Zone, Hills Neighbourhood Zone, Local Activity Centre Zone and Hills Face Zone.

**Strategic Considerations**

The following sets out the strategic considerations relating to this proposal and rationale for the Commission recommending support for the Code Amendment. More details of the Commission’s strategic priorities are provided in **Appendix C**. An assessment against the State Planning Policies (SPPs) and relevant Regional Plan are provided in **Appendix D**.

*Strategic Advice*

The Proposal seeks to rezone land from the Rural Zone and Employment Zone to the Master Planned Neighbourhood Zone, however, consideration will need to be given to the land west of Church Hill Road in Old Noarlunga to determine the most appropriate zoning. The Proposal also highlights the potential for an activity centre and educational facility within the site, but this would be subject to further investigations and demand analysis. The proposed rezoning represents an opportunity for provision of residential development in the southern suburbs where there is a known shortage of residential land supply. Rezoning in this locality is therefore considered appropriate.

Further specific reasons are provided below:

- The recently released Land Supply Reports for Greater Adelaide Planning Region (GAPR) identifies that residential land supply within the Outer South Region is constrained and there is a shortage of long term, greenfield residential land supply to support our growing population.

- Population growth rates for the City of Onkaparinga have exceeded the low-growth estimations (0.6%) since 2006 with a growth rate of 0.6-1.6%, with the exception of the 2016 period. This provides a basis for ongoing demand for housing in the southern Adelaide region.
- Council staff have noted support for rezoning at this locality, confirming that the area is one of three growth areas identified by the Onkaparinga Local Area Plan and the Hackham South East Development Plan Amendments Investors Guide (2015).
- The primary production value of the land is low, limited by the fragmented nature of some of the affected area and the topography, making it unlikely to be commercially viable.
- Whilst there is a recognised shortage of employment lands in the southern Adelaide region, the existing Employment Zone in the affected area is undeveloped and not of significant value given its relatively small size, its isolation from associated land uses and related strategic infrastructure.
- The majority of the subject site is identified as Future Urban Growth Area within *The 30-Year Plan for Greater Adelaide – 2017 Update*. The portion of zoned Employment land at the southern end, located off Piggott Range Road, does not fall within this identified area, however sits outside the Character Preservation District (McLaren Vale).
- Investigations demonstrate that environmental impacts from existing land uses (employment lands, strategic roadways) can be suitably addressed to mitigate impacts on residential development. In addition, there are a range of policies in the Code that assist in interface management and it is understood that mitigation measures can be put in place to protect existing industrial activities.

### *Residential Land Supply*

The subject land is located within the Outer South Region of the GAPR. Noting this, the recently completed Land Supply Reports for Greater Adelaide indicate the following:

- Future growth is constrained by lack of available land supply;
- There is only 1,800 development ready allotments available within the region as of June 2020;
- There is an estimated potential for a further 2,400 allotments on undeveloped zoned land;
- Estimated future demand for greenfield land in the region ranges from 2,800 (medium growth) to 4,100 (high growth).

### *Employment Land Supply*

In 2015, Onkaparinga initiated an Employment Lands Analysis by JLL and Intermethod, which identified that over 40% of the Piggot Range Road Light Industry Precinct was

vacant, compared to the regions average of 19%. The report also identified that the site has accessibility, topography and remediation issues. In addition, the Intermethod report identifies this land as being one of three areas suitable for further review and consideration for future best use.

The current Land Supply Report (LSR) Program, undertook analysis on the supply of Employment Land at a regional and precinct based level within the Greater Adelaide Planning Region (GAPR). The analysis identified that in 2020 the Outer South Region had a total 331 hectares of vacant employment (industrial) land. Over 60% of this land is associated with the Port Stanvac site at Lonsdale, which currently sits idle, and requires significant remediation works and master planning prior to development. The adjacent employment precincts located at Hackham (north of the subject site) and Seaford comprise 10 hectares of vacant land. Based on current consumption trends, and not including land at Port Stanvac, the region has approximately 10 years of available land supply. Whilst there are concerns regarding the longer term supply of employment land within the region, it is not believed that the affected area holds the answer to resolving these concerns.

#### *Land use characteristics*

The land is heavily underutilised and consists approximately 18 rural living properties (two of which are Local Heritage Places), eight residential properties and one other Local Heritage Place alongside agricultural activities of a low value. Portions of the affected area are used for occasional grazing and cropping. Furthermore, the land is gradually becoming more constrained via residentially zoned land, and is identified as a potential site for future urban growth within the City of Onkaparinga's Hackham South East Development Plan Amendments Investors Guide (2015) and *The 30-Year Plan for Greater Adelaide*.

Parts of the land are characterised by steep terrain which will limit residential density and accessibility. However, the majority of the affected area is slightly undulating, with some areas having expansive viewpoints over southern Adelaide.

#### *Transport and Access*

The Proposal notes that preliminary investigations and discussions with the Department for Infrastructure and Transport (DIT) has confirmed the potential for access to Main South Road although further work regarding arrangements would be required.

Road access for the northern portion of the site is available via Hepenstal Road, River Heights Rise and Piggott Range Road and access to the southern portion may be available via Patapinda Road and Church Hill Road. Existing road reserves are provided through the site but may become redundant with master planning.

Public bus services are available via Hepenstal Road and Main South Road and service provision may be reviewed with development.

Investigations proposed through the Code Amendment will include impacts of development on traffic networks in the locality.

### *Services and Infrastructure*

The location has access to sewer, water, gas, power and communications infrastructure, however, upgrades/expansion of some infrastructure will be required particularly relating to water, sewer and stormwater. There are sufficient community services to support increasing the population in this location although the Proposal identifies the potential to provide for new activity centre and / or education facilities as required.

### *Interface Issues*

The Proposal outlines preliminary investigations undertaken regarding environmental impacts for adjacent activities that may potentially impact development of the affected area. This includes the McLaren Vale Quarry (a State strategic extractive mine), impacts from Main South Road, a shooting range and other activities in the vicinity. These investigations have confirmed that development could be undertaken with only minor responses to local activities.

Investigations proposed through the Code Amendment will address potential interface issues for the broader affected area.

### *Site Contamination*

Potential site contamination activities present within the affected area include agricultural activities, use of herbicides /pesticide chemicals, the potential importation of fill materials and potential illegal dumping of asbestos containing material. It was indicated that any existence of significant site contamination was considered low.

## **Procedural Considerations**

The following sets out the key procedural considerations that satisfy the legislative requirements. Pursuant to section 73(5) of the Act, approval for a Proposal to Initiate may be given on conditions prescribed by the regulations (there are none at this time) or as specified by you as Minister.

### **Information Requirements**

*Practice Direction 2 – Preparation of Amendment of Designated Instruments (Appendix E)* outlines the information requirements for a Proposal to Initiate.

The mandatory information requirements have been met and therefore the Proposal is of a suitable form to be considered by you.

### **Consistency with State Planning Policies and Regional Plan**

The Code must be consistent with the principles of the SPPs and should be consistent with the directions of the relevant Regional Plan, which in this instance is *The 30-Year Plan for Greater Adelaide (2017 Update)* (the Regional Plan). You have sought the Commission's advice in this regard.

This assessment is provided in **Appendix D**. A more detailed analysis is also located in the Proposal to Initiate. In summary, the Proposal to Initiate is considered to be consistent with the SPPs and Regional Plan.

#### Designated Entity

Given that several parties have an interest in this land, including a State agency, a coordinated approach will ensure good planning outcomes are achieved. Therefore, it is proposed that the Chief Executive of the Department is the Designated Entity for this Code Amendment.

#### *Recommendation*

That Chief Executive be the Designated Entity responsible for undertaking the Code Amendment process.

#### Investigations to support the Amendment

The investigations undertaken to date are outlined in the Proposal to Initiate (**Attachment 1**). In addition to the investigations already undertaken, further investigations will be undertaken to support the Code Amendment including:

- Aboriginal history
- Air quality
- Bushfire
- Community facilities
- Demographic profile
- Education facilities
- Electricity
- Employment assessment
- Geotechnical
- Health and medical services
- Housing profile
- Housing supply and demand
- Internal road network volumes
- Natural environment (flora and fauna)
- Noise
- Public transport
- Recreation and open space
- Retail assessment
- Sewer

- Site access
- Site contamination
- Stormwater
- Telecommunications
- Visual analysis
- Walking and cycling
- Water
- Zoning (Consider the most appropriate zoning outcome for the land west of Church Hill Road in Old Noarlunga to ensure a sense of separation between the suburbs and recognition of adjacent heritage)
- A strategy and proposed funding solution for all required infrastructure.

The Commission has resolved that these investigations are suitable and no other investigations are specified under section 73(6)(f) of the Act.

#### *Recommendation*

Note that the State Planning Commission has, under section 73(6)(f) of the Act, resolved to not specify further investigations or information in addition to that outlined in the Proposal to Initiate (and advise the Designated Entity accordingly).

#### Application of the Code

The proposal seeks to rezone land from the Rural Zone and Employment Zone to the Master Planned Neighbourhood Zone to support residential development. Consideration will also be given to applying the Affordable Housing Overlay. Subject to investigations in relation to demand for a new Activity Centre, the application of the Local Activity Centre Zone or Emerging Activity Subzone will also be considered. Consideration will also be given to appropriate zoning for the land west of Church Hill Road as mentioned above.

#### *Recommendation*

Note that the State Planning Commission has resolved to recommend no conditions be placed on the approval of the Proposal to Initiate by the Minister under section 73(5) of the Act.

#### Consultation

Preliminary consultation has been undertaken with the City of Onkaparinga, who have indicated in principle support for the Proposal and advised that the affected area is contained within one of three growth areas identified by the Onkaparinga Local Area Plan (OLAP).

In accordance with the Community Engagement Charter, the Designated Entity is required to prepare an Engagement Plan that will outline how, when and with whom it engages with regarding the proposed Code Amendment.

The Commission has determined to specify the following further persons or bodies that the Designated Entity must consult with in relation to the proposed Code Amendment (as permitted under section 73(6)(e) of the Act):

- State Members of Parliament for the electorates in which the proposed Code Amendment applies.

In addition, in accordance with sections 44(6) & 73(6)(d) of the Act, the consultation must be undertaken with:

- The City of Onkaparinga
- Owners or occupiers of the land and adjacent land in accordance with the *Planning Development and Infrastructure (General) Regulations 2017*.

*Recommendation(s)*

Advise the Designated Entity of the required consultation with the entities and bodies specified by the Commission.

## RECOMMENDATIONS

It is recommended that you:

1. Note the advice of the State Planning Commission provided to you as required under section 73(2)(b) of the Act. NOTED / NOT NOTED
2. Note that the State Planning Commission has, under section 73(6)(e) of the Act, resolved to specify the following individuals the Designated Entity must consult with (and advise the Designated Entity accordingly):
  - The State Members of Parliament for the electorates in which the proposed Code Amendment applies.NOTED / NOT NOTED
3. Note that the State Planning Commission has, under section 73(6)(f) of the Act, resolved to not specify further investigations or information in addition to that outlined in the Proposal to Initiate (and advise the Designated Entity accordingly). NOTED / NOT NOTED
4. Approve initiation of the Code Amendment under section 73(2)(b) of the Act with no conditions specified. APPROVED / NOT APPROVED
5. Under section 73(4)(a) of the Act, approve the initiation of the Code Amendment on the basis that the Chief Executive will undertake the Code Amendment processes (as the Designated Entity) required under the Act. APPROVED / NOT APPROVED
6. Sign the Proposal to Initiate the Code Amendment (**Attachment 1**). SIGNED / NOT SIGNED
7. Sign the attached letters advising of your approval and conditions to:
  - a) The Chief Executive (**Attachment 2**); and
  - b) The City of Onkaparinga (**Attachment 3**).SIGNED / NOT SIGNED

VICKIE CHAPMAN MP  
/ /

**Helen Dyer**  
**CHAIR, STATE PLANNING COMMISSION**  
/ /2021

**Attachments:**

1. Proposal to Initiate (#17291388)
2. Letter to the Chief Executive (#17257371)
3. Letter to the City of Onkaparinga (#17257400)

**Appendices:**

- A. Summary of Roles and Responsibilities in Code Amendment Process (#17044233)
- B. Flowchart (#17044244)
- C. State Planning Commission's Strategic Priorities (#17044258)
- D. Assessment against the State Planning Policies and Regional Plan (#17044284)
- E. Practice Direction extract (#17044307)

Contact: Anita Allen  
Tel No: 0407 705 220

## The Commission's Role

The Commission's role at Initiation, when the Commission is not the Proponent, is to:

- Provide advice to the Minister for her consideration in making a decision on initiation pursuant to section 73(2)(b) of the Act.
- Specify any person or body the Designated Entity must consult with under section 73(6)(e) of the Act, noting that the designated entity will also need to prepare an engagement plan in accordance with the Community Engagement Charter prior to consultation.
- Specify any investigations to be carried out and/or information to be obtained by the Designated Entity, in accordance with section 73(6)(f) of the Act.

The importance of the initiation process is two-fold:

- Firstly, it enables proposals considered to be significantly at odds with the State Planning Policies (SPPs) and relevant Regional Plan to be refused early in the process, minimising risk. This is because the decision to proceed is based on an assessment against these documents.

To that end, the Commission may also advise the Minister on how the proposal fits with its stated priorities, including:

- Technical amendments that enhance the operation of the Code
- Bushfire policy in response to the Royal Commission and improved bushfire mapping data
- Support land supply, including infill, master planned neighbourhoods and growth areas consistent with the Metropolitan Growth Management Plan
- Support economic clusters such as agribusiness and value adding, defence industries, energy and resources, health and medical industries and knowledge and creative industries.
- Provide state-wide strategic benefit such as protection against environmental hazards.
- Secondly, the initiation process is the point at which the scope of the Code Amendment process, investigations and information requirements and the amendments are determined. This provides clarity and certainty for the proponents.

Approval of the Proposal to Initiate may be given on conditions prescribed by the regulations (there are none at this time) or as specified by the Minister. As such, conditions have been recommended by the Commission, to be made by the Minister.

The Commission has previously determined that (where possible) Code Amendments should be prepared and led by proponents themselves for the first 12 months following implementation of the Phase Three Code.

# Code Amendments Initiated by Proponents

Section 73(2)(b) of the *Planning, Development and Infrastructure Act 2016*

