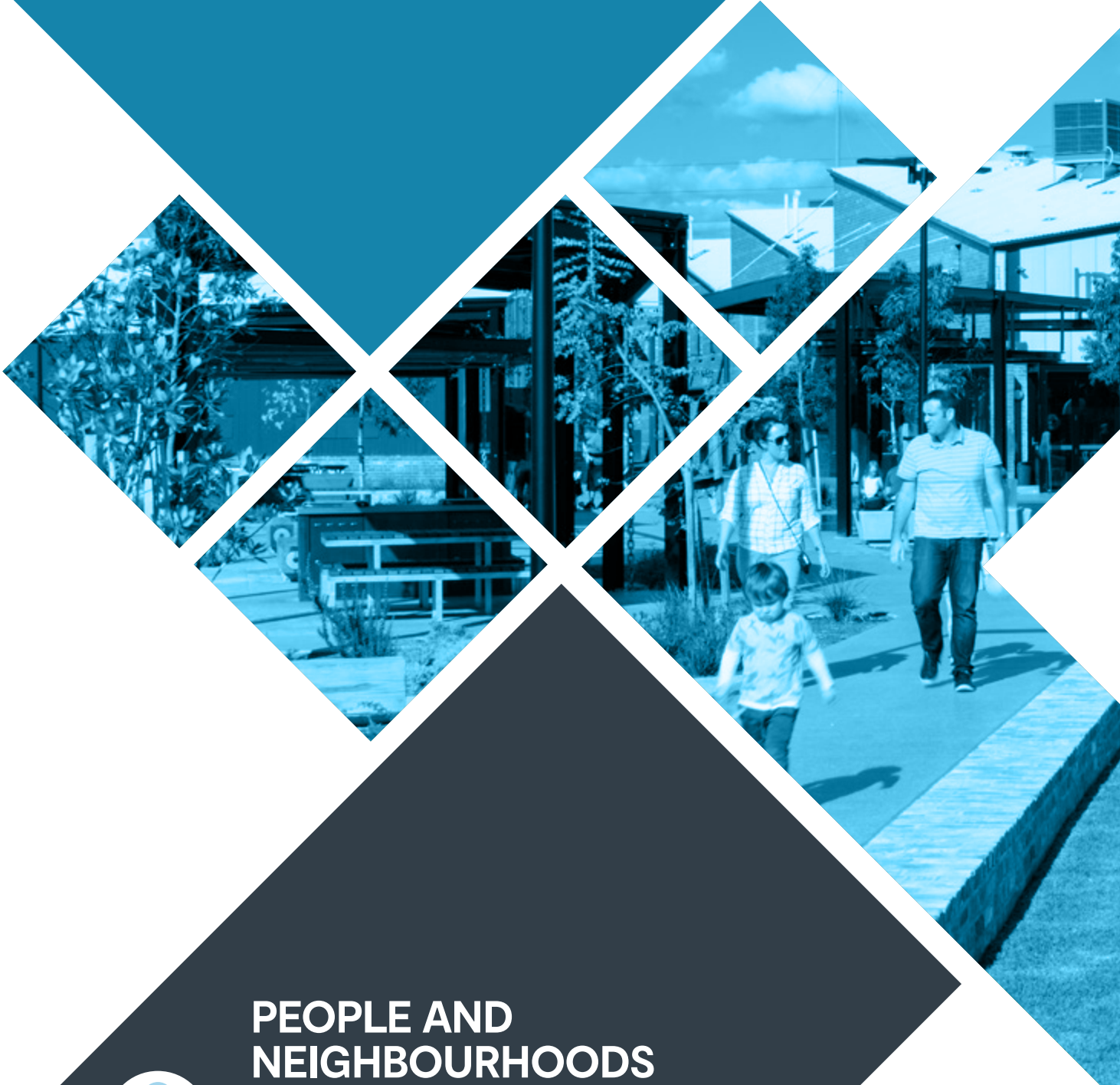




STATE
PLANNING
COMMISSION



PEOPLE AND NEIGHBOURHOODS



POLICY
DISCUSSION
PAPER

September 2019



Government of South Australia

Department of Planning,
Transport and Infrastructure

saplanningcommission.sa.gov.au

Acknowledgments and further information

This policy discussion paper has been prepared by the State Planning Commission in partnership with Professor Emma Baker and Professor Jon Kellett, School of Architecture & Built Environment of the University of Adelaide. The University of Adelaide input focuses on the key consideration and trends for housing and neighbourhoods in South Australia. For further information please refer to the background papers prepared by Professor Emma Baker and Professor Jon Kellett which can be downloaded from the SA Planning Portal. The Commission would also like to acknowledge the contribution of Damien Madigan, Senior Lecturer in Architecture, University of South Australia and the SA Housing Authority.

Infographics and photos used throughout this document are courtesy of the Department of Planning, Transport and Infrastructure, the South Australian Tourism Commission, Renewal SA, Water Sensitive SA and the City of Adelaide and professional photographers contracted to these organisations.



TABLE OF CONTENTS

Introduction	5
Key Considerations and Trends for Housing and Neighbourhoods in SA	7
Department of Planning, Transport and Infrastructure Summary of Minor Infill Activity in Greater Adelaide 2012-2018	12
Case Study – Opportunities for Adelaide’s ‘Missing Middle’	18
Our new Planning System	23
A Clearer and More Consistent Policy Framework	31
High-Quality Design	37
Residential Infill Improvements	43
Greenfield and Master-planned Development	47
Heritage and Character	51
Climate Change and Sustainability	57
Housing Preferences	61
Affordable Living	69
Next Steps	74
Have Your Say	75



INTRODUCTION

Over 1.7 million people live in South Australia, across a diverse and changing landscape of cities, suburbs, townships and rural communities.

Over the course of our lifetime, depending on ever-changing circumstances; physical, financial, occupational, cultural; our desire to live in one location over another will change. Similarly, what each one of us wants and needs from our housing and our neighbourhood will also change and evolve over our lifetime, driven by our own or our family's emerging needs and the lifestyles we choose to lead.

The story of how, why and where we choose to live is unique to each one of us. But ultimately it comes down to one thing; the liveability of a place. The beloved characteristics of a neighbourhood; a preferred style of housing; all the various, curious, diverse, personal and defining elements of a place that compel us to make it our home.

While the majority of South Australians live in metropolitan areas close to the city, many are still drawn to the more relaxed existences that are still possible in the townships and settlements that remain the beating hearts of our regional communities.

South Australia is consistently recognised as one of the most liveable places in the world. This has become one of our defining characteristics, along with ease of access to work and services, our reputation as a truly '20-minute city' and our low cost of living and affordable housing. The challenge is how do we preserve and enhance those aspects of living in South Australia that we value so greatly, while allowing us to grow and improve, meet a whole range of new and emerging challenges and do it all sustainably?

The introduction of the new Planning and Design Code (the Code) presents a once in a lifetime or longer opportunity to take stock of the trends impacting our population and the changes they will bring to our cities, towns, suburbs and neighbourhoods and ensure that the policies we have in place to guide the critical development of our homes and neighbourhoods, adequately accommodate our changing household structures, a changing climate environment and the changing economic and cultural demands of our diverse communities.

This Discussion Paper outlines and explores the proposed Code policy framework that will best support the future development of the homes and neighbourhoods where we and future generations of South Australians will choose to live, work and play.







KEY CONSIDERATIONS AND TRENDS FOR HOUSING AND NEIGHBOURHOODS IN SA

By Professor Emma Baker and Professor Jon Kellett, School of Architecture & Built Environment, the University of Adelaide.

This is an executive summary of a longer report that can be downloaded from the saplanningportal.sa.gov.au

South Australians want many, often different, things from their housing and neighbourhoods. To some extent people's preferences are embodied in our existing housing and neighbourhoods as they represent the choices we have historically made. The form and characteristics of our existing housing and neighbourhoods evolved not just through our preferences, but also in response to constraints (such as economic ones), as well as limitations in the type of housing (and its design) offered by developers and the construction industry and availability to infrastructure, including transport.

But this is only part of the story.

These preferences are also reflective of how much our state's population has and continues to change. Our tendency towards smaller households, an increasing proportion of South Australians who are older, a growing number of lone person households and households containing adult children, and

the increasing diversity of our population through migration have all resulted in substantial adjustments to the housing and neighbourhoods required across the state. Housing stock, for example, has become much more diverse and the expansion of the urban fringe development seen in previous decades is, to a large extent, being gradually replaced by higher density land division closer to the centre of the metropolitan area. We are also choosing to live in dwellings with smaller back yards, that are closer to work or areas with lifestyle value.

The emerging importance of housing affordability and a heightened awareness of our vulnerability to the impacts of climate change have also significantly impacted what South Australians want and need from their homes and how and where we choose to live.

Our relatively steady rate of population growth, compared to other Australian cities, means we have the ability to plan well for these changes, adapt the housing that we build, and design for the neighbourhoods we want and need.

These factors have brought with them a series of key opportunities and challenges for our new planning system. The considerations and trends impacting on the development of policies within the new Planning and Design Code (the Code) are outlined in this paper.



Our population is changing

In our short history, the population profile has changed dramatically. A hundred years ago 98% of South Australians were either born in Australia or had migrated from the United Kingdom¹. We were a youthful state; around half the population was under 25-years of age and human settlement was spread equally across the metropolitan and regional areas.



In 2019, 77% of South Australians live in the Greater Adelaide capital city² area. Our population is older, almost 25% live with some form of disability and we have a vastly more diverse ancestry than ever before. The size of the average household has more than halved over the century; from 4.5 people to 2.4 people per household. Group and lone person households, single-parent and couple-without-children families have all increased over the past two decades³. Currently, 28% of households contain just one person⁴, a figure predicted to rise rapidly over the next decade. The likelihood of living alone logically increases with age, but far from all lone person households are older. In fact, 58% of all South Australians who live alone are less than 65 years of age⁵. Population ageing is occurring fastest in the non-metropolitan areas of the state, largely due to selective migration, with significant numbers of older people making 'sea (and tree) changes' to coastal or inland regional towns, in areas such as Victor Harbor, Murray Bridge and the Barossa Valley. A snapshot of the key population considerations for South Australia is captured in Figure 1 on page 9.

This trajectory of population change will almost certainly continue and will have important implications for the way we live, work and plan for our land use and spaces.

¹ ABS, 1921 Census of Population and Housing.

² ABS, 2016, Census of Population and Housing. Metropolitan area is defined as the Greater Adelaide Capital City Area, the geographical area used by the Australian Bureau of Statistics to represent the functional or socio-economic extent of the Adelaide capital city.

³ Department of Planning, Transport and Infrastructure, 2015. *The Integrated Transport and Land Use Plan Technical Document – July 2015*, Adelaide.

⁴ ABS, 2016 Census of Population and Housing.

⁵ Ibid.



Our changing population – at a glance						
	Steady	↑ 22%	↑ 11%	↑ 30%	↑ 40%	↑ 117%
Total Population	Current Growth	Greater Adelaide Growth	Regional Growth	Lone Person Households	65-79 years population	80+ years population
Currently 1.74 million people are living in South Australia. Projected to grow to 2 million by 2037.	We are growing steadily at less than 1% each year . Overseas migration is our most substantial source of population growth.	Increasing urbanisation - Over 87% of total population growth to 2041 to occur in Greater Adelaide Capital City region. All LGAs are projected to grow to 2041.	Small declines were recorded in many parts of regional SA over the past decade . The key regional centres such as Mount Gambier, Murray Bridge & Port Lincoln have seen moderate growth .	28% of SA households currently have just one occupant and is expected to increase by 30% to 2041 .	SA's population is older than the Australian average and our share of people aged over 65 is the second highest in the nation. By 2041 people over 65 will increase by 81% and will form approx. 23% of the state's total population. Significantly the population aged over 80 years is projected to grow by 117% to 2041 .	

Figure 1: South Australia's key population trends

Our housing preferences are diversifying

Australians have a long tradition of desiring detached housing, often with three bedrooms and a private yard. This tradition persists for many⁶, but preferences are slowly changing. The demographic shift to smaller households (outlined above) along with affordability pressures and locational trade-offs, appear to be driving demand for other housing types, such as apartments and townhouses. The dominance of separate dwellings is gradually weakening. In the last decade the proportion of separate houses in South Australian housing stock decreased by around 3%, replaced by a corresponding growth in the numbers of semi-detached dwellings, row or terrace housing⁷. A continued downward trend is suggested by the most recent dwelling approvals data⁸, with approvals for new detached dwellings in 2017/18 decreasing to 67%. Additional density is also being achieved by a gradual move to the development of two storey housing. As an example, over the ten years to the 2016 Census the proportion of two or more storey semi-detached dwellings in South Australia more than doubled⁹.

Interestingly, across a number of studies, even though people are increasingly choosing to live in alternate dwelling types, South Australians have retained their preference for having plenty of interior floor space. The average floor area of new houses and townhouses has been rising in South Australia and in 2017-18 this was 199m² and 154 m² respectively¹⁰.

South Australians are looking for different types of housing to meet their changing needs.



Figure 2: Two or more storey semi-detached dwellings have more than doubled in South Australia

⁶ Kelly, J.F., Weidmann, B., and Walsh, M., 2011, *The Housing We'd Choose*, Grattan Institute, Melbourne.

⁷ Data source: ABS, 2018, *TableBuilder dwelling structure by location*.

⁸ DPTI, 2018, *Planning Research and Analysis Unit, Residential Land Supply and Development Trends Research Paper*.

⁹ ABS, 2006 and 2016, *Censuses of Population and Housing*.

¹⁰ ABS, 2019, 8752.0 - *Building Activity, Australia*.



decreased¹³. Minor infill – in the form of demolitions and re-subdivisions – is playing a significant role in the provision of new land within our existing metropolitan areas, contributing about 39% of the overall housing supply each year. Demolition is particularly prevalent in inner and middle ring suburbs within 10 kilometres of the CBD, with comparatively few demolitions occurring in the outer suburbs. Figure 3 on page 12 provides DPTI's summary of recent minor infill activity in Greater Adelaide.

Recent analysis by DPTI has identified land supply potential for almost 120,000 new dwellings within the existing footprint of the metropolitan area – 63,500 in greenfield areas and 53,500 stemming from infill development opportunities, mainly concentrated in the metropolitan area and its growth corridors. Current analysis suggests there is also an adequate supply of both broadhectare and infill opportunities in regional South Australia.

Our settlement pattern is changing

In addition to a gradual move away from detached, single storey dwellings, new housing stock is increasingly being built on smaller allotments, especially in the metropolitan area. The average residential allotment in South Australia is currently 707m², but the median size of new allotments approved in 2017/18 was 361m². This is part of a long-term trend towards smaller block sizes, reducing from an average of 534m² less than 20 years ago¹¹, for example.

The Department of Planning, Transport and Infrastructure's (DPTI) research paper¹² found that 70% of new housing development in 2017 occurred within established urban areas and the demand for fringe development land has

“Where we are choosing to live is changing very quickly. This is not driven by policy but by the individual choices we, our friends and our children are making.”

Michael Lennon

¹¹ DPTI 2019 median allotment size special data extract.

¹² DPTI, 2018, Planning Research and Analysis Unit, Residential Land Supply and Development Trends Research Paper (unpublished).

¹³ DPTI, 2018, Planning Research and Analysis Unit, Residential Land Supply and Development Trends Research Paper (unpublished).

Department of Planning, Transport and Infrastructure summary of minor infill activity in Greater Adelaide 2012–2018

Between 2012 and 2018, minor infill was the single greatest provider of new housing in Greater Adelaide, contributing 39% of the region's net dwelling increase compared with major / other infill (32%) and broadhectare (29%) sites.

Occurring within existing built up areas on sites of less than 4,000m², minor infill involves the demolition of dwellings and/ or the subdivision of land to generate new housing at the same or greater densities (up to 10 dwellings).



Example of minor infill created by a demolition and resubdivision

In the Greater Adelaide region between 2012 and 2018:

- The net dwelling increase from minor infill was 2,501 dwellings per annum (total 15,005).
- Demolition and resubdivision generated an average of 1,374 dwellings per annum.
- Vacant land parcels that were created through broadhectare land division, demolitions and resubdivisions prior to 2012, generated an additional 1,128 dwellings per annum.

- Marion LGA generated an additional 2,008 dwellings through minor infill, followed by Charles Sturt (1,988) and Onkaparinga (1,788).
- The rate of demolition increased steadily from around 1,765 dwellings per annum from 2008 - 2014, to the current 2,018 dwellings per annum. Charles Sturt LGA experienced the greatest number of demolitions, with a total of 1,909, followed by Port Adelaide Enfield LGA with 1,892.
- Resubdivision occurred on an average of 395 sites per annum (total 2,371). Onkaparinga LGA experienced the largest share of resubdivisions with 354 sites, which generated an additional 276 dwellings and 119 vacant lots. This was followed by Charles Sturt LGA, with 301 sites, generating an additional 289 dwellings and 53 vacant lots.
- The average replacement rate for demolition sites was 1:1.85. Onkaparinga LGA recorded the highest replacement rate of 2.4, followed by Marion and Gawler LGAs with 2.2. This is largely influenced by allotment size, planning policy and market demand.

Buoyed by a supportive policy framework provided within the 2017 update of The 30 Year Plan for Greater Adelaide, which both encourages the reduction of our urban footprint and the provision of more housing diversity close to public transport options, this steady increase in the importance of minor infill to the overall settlement pattern of metropolitan Adelaide is set to continue for the foreseeable future.

The full version of DPTI's Summary of Minor Infill within Greater Adelaide 2012-2018 can be downloaded from saplanningportal.sa.gov.au

Figure 3: Minor Infill Activity in Greater Adelaide 2012-2013



Accessibility to work, family and services is important

Research undertaken in South Australia and elsewhere show people prefer neighbourhoods with good access to high quality local transport and the ability to easily reach family, work, shops and amenities. There is strong anecdotal evidence of a preference among younger South Australians for inner-city neighbourhoods that are closer to work, are walkable and cycle-friendly and connected to public transport.

Access to employment opportunities is an important neighbourhood consideration, across all ages of the workforce. The location of employment within South Australia has been changing over recent decades and is increasingly focussed in urban areas. More than 75% of people employed in the state work in the Adelaide metropolitan area. While some households may choose to live in non-metropolitan areas and commute to work, the increasing urbanisation of employment is a powerful and compelling driver of demand for housing in the metropolitan area.



Providing housing choices close to family, shops and jobs is important to people

High quality design is critical to infill development in existing neighbourhoods.

Increasing urban infill and transforming residential neighbourhoods into vibrant, mixed-use precincts are policy and design intentions that will continue. They are shown to stimulate greater resident interaction, increase active forms of transport (benefitting public health) and increase use of public transport. Master-planned major infill developments have been relatively successful in achieving these aims, while small-scale, progressive, minor infill within existing suburbs have been less so. The new Code must address the transformation of existing neighbourhoods by minor infill. In particular it must encourage a better range of public spaces and activity into densifying neighbourhoods.

Communities want housing to fit in with the important characteristics they value

It is vital to encourage high-quality design in the new planning system in order to achieve higher density accommodation, while at the same time developing truly compelling environments that people *really want* to live and work in. This focus on good design should apply equally across all development; housing, places and spaces, in metropolitan Adelaide and in suburbs and regional centres across the state.

As well as signposting the importance of design in delivering good development outcomes, the Code should provide clear guidance for managing legitimate community concerns such as on-street car parking, privacy, overshadowing, local amenity, risks to heritage and character, site coverage (when existing buildings are replaced with more dense building forms) and retention, or expansion of existing tree canopies, particularly in areas of increasing density.

Recognition of heritage and character

As we move to the new Code, the importance of heritage and character will remain important and recognised. Our new planning system will need to protect areas of special character and continue to provide for the management or conservation of land, building, heritage places and areas. Existing heritage designation means that change in some areas will be limited, in the interests of protecting valued physical attributes or identity. Other areas without formal heritage status may be regarded by residents as having a special character that may limit the amount and type of changes desirable. The Code needs to consider how to effectively reconcile the inevitable tensions that will arise between the drivers of change and progress and the need to protect important elements of both past and present environments.



Affordability and living costs

Greater Adelaide has one of the lowest average housing construction costs in Australia, and while this is an important factor, land supply has a more significant influence on affordability in the medium to long-term. Research indicates relevant zoning provisions make up about 30-40% of the overall price of a dwelling in major Australian capital cities and between 25-85% of the price of apartments¹⁴. Similar findings have been found in other international cities.

Housing costs are the main expenditure item for many households and is therefore a primary consideration, not only for our planning environment, but for our economic and indeed, social stability. Housing affordability, whether it be to buy or rent, is also a primary driver for decision-making when people relocate; both directly - wanting to choose something they can afford and indirectly - e.g. trading off an accessible location for less outdoor space. South Australia is often referred to as the nation's most affordable place to live, primarily because it has the lowest mean housing cost per week, for both renters and mortgage holders¹⁵, of all mainland states.

Housing affordability is also highly tenure dependent, with renters spending on average 21% of their household income on relative housing costs, compared with 16% for home purchasers and 4% for outright homeowners. In lockstep with national trends, both rents and mortgages in South Australia have risen over the last two decades and the proportion of the population with housing costs considered to be 'unaffordable' has been gradually increasing¹⁶.

¹⁴ <https://smart-cities.dashboard.gov.au/all-cities/housing>

¹⁵ ABS 2017, cat no 4130.0

¹⁶ ABS 2001, 2006, 2011, 2016 Censuses of Population and Housing and ABS 2017, cat no 4130.0

Rising impacts of Climate Change

South Australia's awareness of the impacts of climate change has increased in recent years and we face the challenge of providing housing and neighbourhoods that neither contribute, nor are vulnerable to the effects of a changing climate.

The construction, maintenance and energy consumption of housing is a significant source of greenhouse gas emissions. Energy use in the residential sector alone accounts for 13% of total greenhouse gas emissions, from all sources in Australia¹⁷. This is important when considered against the trend toward increased dwelling sizes in South Australia, as larger houses require more resources to build and operate.

At the neighbourhood level, the consolidation of housing, people and infrastructure into urban areas presents additional challenges. For example, temperature extremes are often maximised in built up urban areas, where historical building patterns and a concentration of dark road surfaces create heat island effects. In addition, the ground in urban areas tends to be covered by roads, buildings and other infrastructure, preventing storm water infiltration. Historically, stormwater drainage networks have been designed for catchments that are 65% impervious (proportion of areas consisting of roads, roofs and other paved surfaces). But in the future, some infill suburbs will increase to approximately 89% imperviousness and run-off will increase by 2.5 times the volume the existing systems were designed to manage¹⁸. Tree canopies and open spaces, which act to reduce temperatures and filter pollutants, are also often reduced to allow for development.

Responding to these challenges, the new planning system should prioritise energy efficient building design and water sensitive urban design, as well as strive for a balance between a more compact urban form and increasing green space to mitigate urban heat island effects. In encouraging high quality public open space, the new planning system should privilege spaces and vegetation that help to cool the built environment, filter pollutants, and enhance the function of natural water systems.



¹⁷ National Inventory by Economic Sector 2017, Commonwealth of Australia 2019

¹⁸ Jensen Planning + Design, 2011, Stormwater Management Plan: Cities of Holdfast Bay and Marion, Discussion Paper: Development Potential within the Catchment.



Opportunities to address the Missing Middle

Governments, planners, developers and the building industry are already responding in many ways to some of the trends and changes described. Our new-built housing stock, for example, is gradually becoming more diverse, we are investigating affordable housing and new tenure option, and pursuing new approaches to retirement living right across the state. The new planning system aims to better unify and guide our response to the challenges we face, in a way that aligns to the strategic directions of State Planning Policies¹⁹.

Broadly, the changes and challenges highlighted in this paper require:

A land use planning system that will encourage and promote:

- An appropriate balance of mixed use and residential land uses across the state
- Housing diversity and affordability
- High quality design of our buildings and places, and

- A balance of protection for existing and new heritage and character.

A new planning system that provides for:

- A range of housing types and sizes across the state
- Sustainable developments, and
- Vibrant and accessible neighbourhoods.

This could be achieved by offering a range of lot sizes and promoting a variety of building forms and tenures, especially low-rise, medium density housing.

Some practitioners and commentators refer to the lack of low-rise medium density housing in our cities as the 'missing middle', with dual occupancies, terrace houses, multi-dwelling houses and manor houses currently forming the scope of housing diversity. Recent public discourse around solutions to the 'missing middle' provides some potentially valuable land use planning responses, such as the split housing described in the case study on pages 18-21.

¹⁹ State Planning Policies for South Australia, Government of South Australia, 2019, https://www.saplanningportal.sa.gov.au/_data/assets/pdf_file/0005/552884/State_Planning_Policies_for_South_Australia_-_23_May_2019.pdf

CASE STUDY

By Damien Madigan, Senior Lecturer in Architecture, University of South Australia

Adelaide's suburban development pattern is something of an anomaly when compared with other Australian cities, in that it has developed in a linear fashion from north to south, as opposed to radially. Cities like Sydney and Melbourne present an intact inner ring of desirable character housing stock around their CBDs and a vast 20km-wide middle ring of suburbs that are well connected by public transport but are of mixed quality and desirability and due for renovation. These suburbs can therefore be targeted strategically for new medium density infill housing, leaving the inner ring of older suburbs intact.

One housing strategy is the 'missing middle'; an identified policy gap of low-rise medium density housing options including dual occupancies, terrace houses, multi-dwelling houses and manor houses. Such offerings straddle the gap between low density single dwellings at one end of the housing spectrum and high density apartments at the other.

Being constricted west by the Gulf St Vincent and east by the Mount Lofty Ranges, much of our well-connected housing stock has traditionally come in the form of villas and cottages from the late 19th and early 20th centuries. Rarely left unaltered or extended, they continue to adapt to new ways of living.

More recently, as outlined earlier in this paper, our metropolitan areas have experienced a significant rise in minor infill development, with a high concentration of demolition activity within 10 kilometres of the CBD and spreading out to the north-east and south within Tea Tree Gully, Campbelltown, Salisbury, Marion and Onkaparinga Local Government Areas. This pattern is largely being driven by planning policy, dwelling age, site value and market demand to live close to shops, services and public transport in established areas. Of those demolitions, 91% were detached dwellings, 90% had a Value Ratio (Capital Value / Site Value) between 1 and 1.5 and 88% were built prior to 1969.

In view of this, the Greater Adelaide region is primed to benefit from an all-encompassing approach to the provision of 'missing middle' housing - one that both helps to address our shifting housing needs while easing concerns over the rise in minor infill by ensuring new development is designed and sited in a way that complements and enhances the existing neighbourhoods in which it is built.

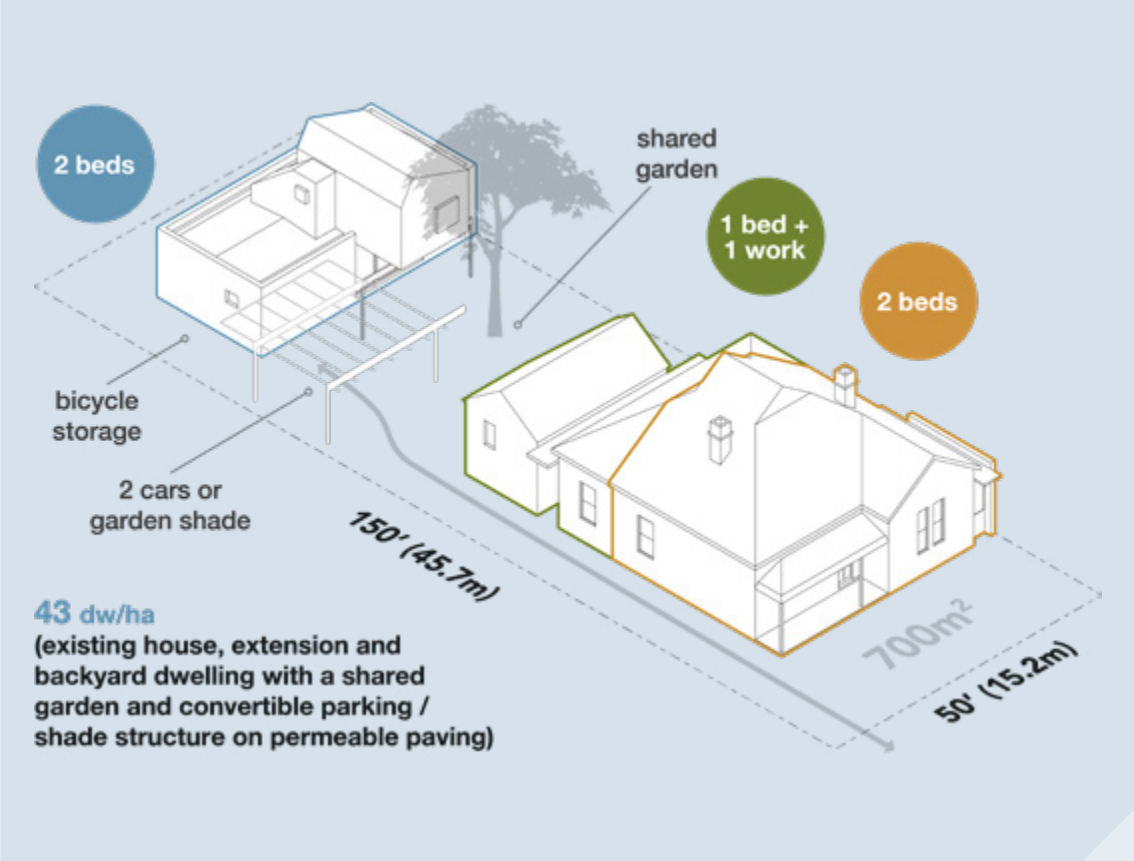
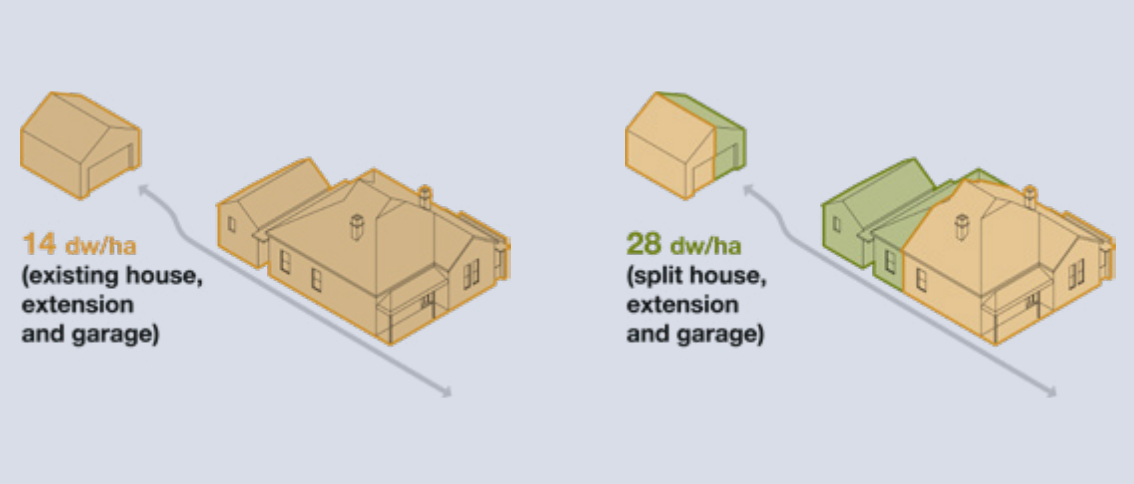
For example, in our established character areas, it might be possible to sensitively alter and extend some of our early housing in a familiar manner, to create a uniquely Adelaidean form of 'missing middle' housing.

On its own, an extended villa sitting on what can be considered a typical Adelaide allotment of 700m² represents a density of 14 dwellings/hectare (dw/ha). Split into two smaller dwellings, this increases to 28 dw/ha. The addition of a third small backyard dwelling, sitting within the height of the original house, creates an alternative medium density scenario of 43 dw/ha (see figures opposite).

Figure 4: Case Study - Opportunities for Adelaide's 'Missing Middle'



Opportunities for Adelaide's 'Missing Middle'



CASE STUDY

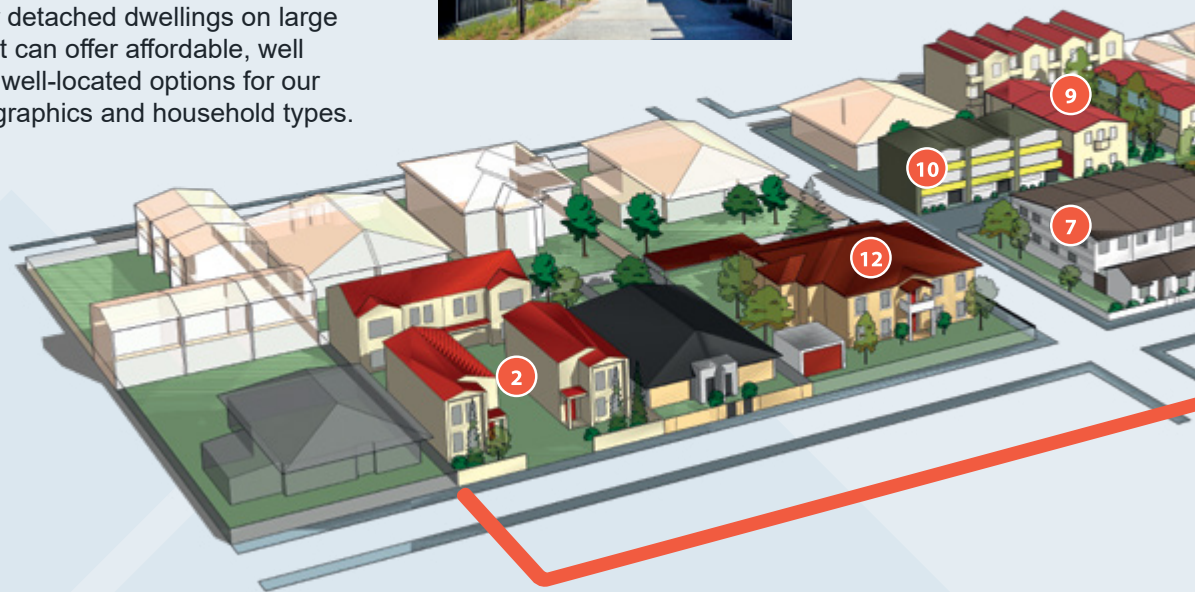
Beyond increasing dwelling numbers, such a strategy increases dwelling diversity, offering a mix of 2 bedroom layouts and the potential for work-from-home arrangements. A high-quality shared garden increases amenity, while the mass and positioning of buildings reflects Adelaide's existing low scale suburban development patterns.

Additionally, in those areas experiencing high minor infill development activity, an opportunity exists to place a strong focus on providing diverse housing options that are universally designed, affordable, support 'ageing in place' and reflect the changing needs of our community (see figure below). To this end, we need to explore new models of housing outside of our traditional preference for detached dwellings on large allotments that can offer affordable, well designed and well-located options for our shifting demographics and household types.

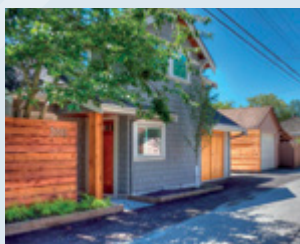
1. 'Next Gen' Granny Flat



2. Courtyard



3. Fonzie



4. 'Next Gen' Six Pack



5. Row Terrace





Opportunities for Adelaide's 'Missing Middle'

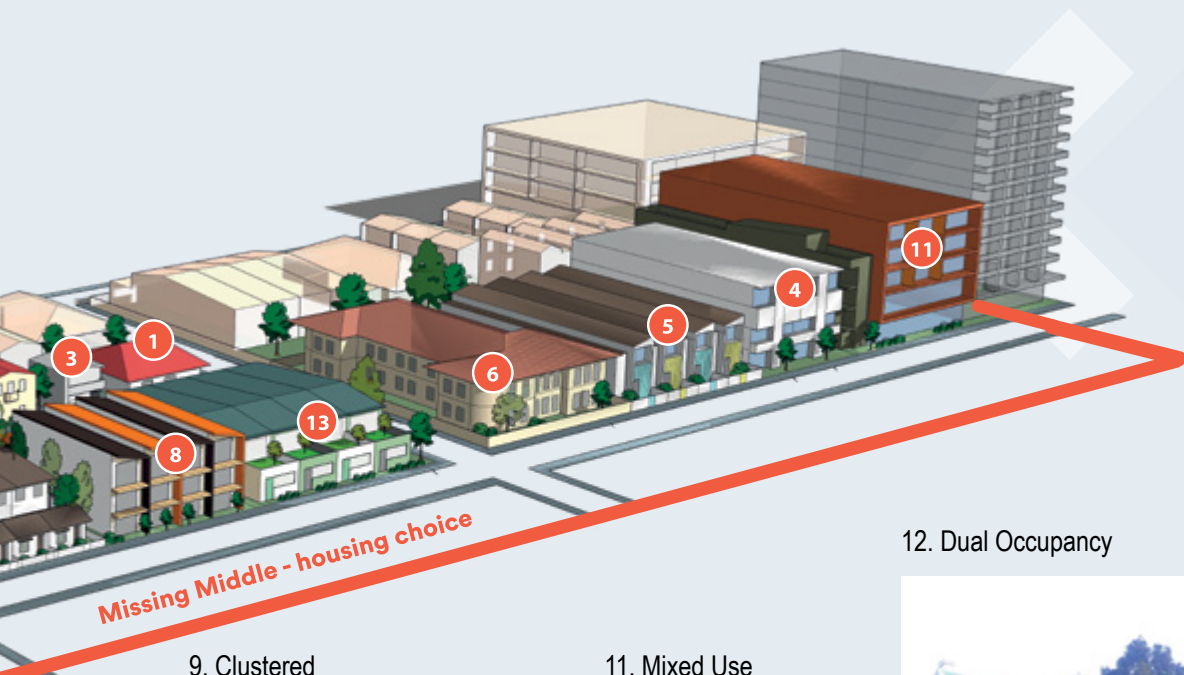
6. 'Big House' Apartments



7. Row



8. Apartment Terrace



Missing Middle - housing choice

9. Clustered



11. Mixed Use



12. Dual Occupancy



10. Urban Garage



13. Soho







OUR NEW PLANNING SYSTEM

South Australia's new planning system includes a range of new policy levers and tools to achieve better planning outcomes for South Australia. Some of these include:

- **State Planning Policies:** The umbrella policy directions for the planning system that influence the policy settings within the Planning and Design Code.
- **Regional Plans:** Setting the long-term planning vision for a region or area, including the integration of land use, transport, infrastructure and the public realm.
- **Planning and Design Code:** Articulating the rules against which development proposals are assessed.
- **Design Standards:** Supplementing the Planning and Design Code by specifying design principles and standards for the public realm or infrastructure, and providing clear and defined design frameworks.
- **Practice Directions and Guidelines:** To assist in defining clear procedures for development assessment and provide guidance in interpretation of the Planning and Design Code.
- **Infrastructure Schemes:** Establishing new mechanisms to identify and fund required infrastructure.



The policies set out in the Code must reflect and align with the State Planning Policies, because ultimately they provide the critical strategic framework upon which the Code itself is based. The key policy areas that should inform the Code are:



Figure 5: Key policy areas of the State Planning Policies

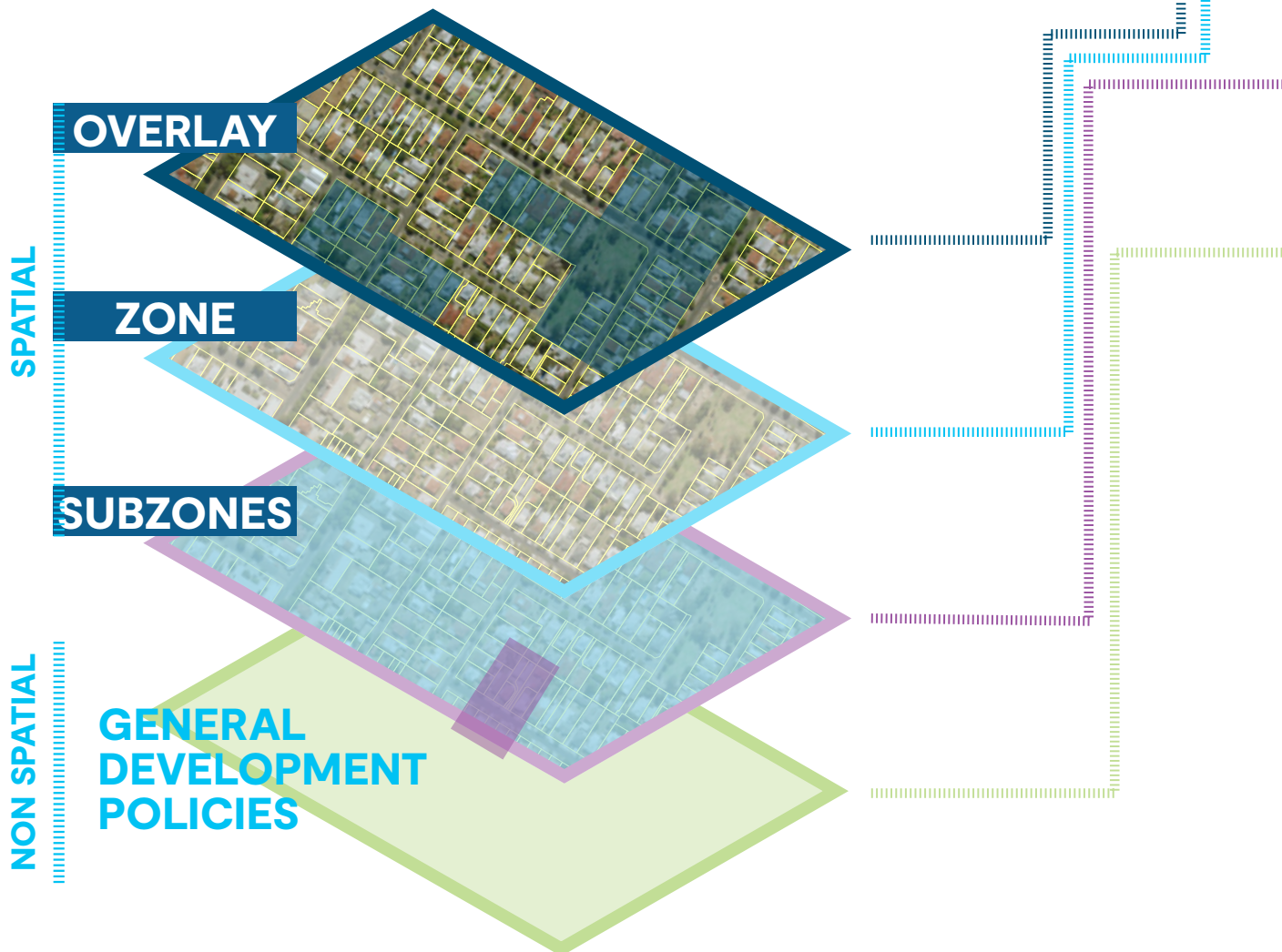


Transitioning to the Planning and Design Code

The Code contains four primary policy components: Overlays, Zones, Subzones and General Development Policies (refer Figure 6).

Overlays, Zones and Subzones will act as the Code's 'spatial layers' and serve as the primary regulators of land use and the built form. No other spatial layers are able to be introduced.

Where there is an exceptional, unique difference that may warrant the need for additional policy, Overlays can address defined issues that may apply to any Zone or Subzone, identifying areas where there is particular sensitivity to development (e.g. heritage place), a constraint on land or development (e.g. hazard risk), or where a particular opportunity or development outcome is sought (e.g. affordable housing). While Zones outline 'what' can occur in an area, the General Development Policies guide 'how' a development should occur. These policies will address the functional requirements for a development type or class.





Overlays

- Mechanism for State interests (but not limited to) eg bushfire, flooding, watershed etc
- Can apply across Zones
- Are pre-eminent

Zones

- Principal organising layer
- Apply consistently across the State wherever the zone applies
- Zone Policy will relate to spatial attributes (eg built form and character, envelopes), plus identify suitable uses

Subzones

- Capacity to vary policy in part of a Zone to reflect important local characteristics
- Prevailing purpose / intent of the Zone must still be achieved

General Development Policies

- Functional general development policies based on the type of development – e.g., car parking, open space, overlooking etc.

Figure 6: The policy components of the Planning and Design Code

The interplay between Zone and Overlay policies will govern any alterations of a policy applying to a specific location. For example, the presence of the Character Area Overlay (discussed later in this paper) within an area may temper the land use and built form characteristics within a Zone, in order to protect the character and streetscape impacts on a particular locality.

New policies within the Code will also align to the direction provided by the current *Planning Strategy for South Australia* (Regional Plans), particularly those aspects that relate to residential developments, tourism growth and targets (such as housing diversity and proximity to public transport, infill development, urban green cover etc.), the provision of land for employment and the protection of land use for food production.

Developing the Code

The proposed changes to the Code outlined in this paper have been devised following a comprehensive review of existing policies within the South Australian Planning Policy Library (SAPPL), local Development Plans and a broad range of strategic government documents. The result of these investigations identified the:

- key emerging trends that may require a planning policy response;
- gaps or deficiencies that need to be addressed to ensure alignment with the SPPs;
- opportunities to consolidate currently duplicated policies;
- need for further investigations and research which may be required to properly inform new policy directions.

What is the SAPPL?

The South Australian Planning Policy Library (SAPPL) was introduced as part of a program to bring greater consistency to local Development Plans, and has been adopted at least in part by 55 of the state's 68 councils. This library of policies has formed the basis for the development of the Code.

Key Areas of Improvement

Current residential planning policies have helped facilitate the renewal and revitalisation of our streets and neighbourhoods, as well as deliver a variety of new housing options for South Australians. But for many residents, these policies are perceived to have fallen short in ensuring that new housing is sympathetic to, and integrates well, with existing surroundings.

In preparing the Code, these policies must be updated to align with the direction set by the State Planning Policies and deliver high quality design outcomes, in particular how residential developments contribute to the context and rhythm of surrounding neighbourhoods and streetscapes. They must also reflect evolving household needs and respond to challenges associated with our changing population and changing climate.

The Code must accommodate different types of neighbourhoods; some that support growth and change and others that seek to limit it. Policies need to be flexible enough to facilitate construction of a diversity of housing that will meet the needs of all members of our communities, while preserving those elements of our neighbourhoods that make them so desirable in the first place.

Finally, the Code needs to carefully consider that some of our future neighbourhoods must provide more than just housing. They must accommodate a diverse mix of lifestyles and activities, be sustainable, accessible to public space and public transport and encourage good design outcomes across all areas of development.



The South Australian Planning Commission (the Commission) has identified some key outcomes, related to residential planning policies that require improvement in the new Code. These are:

- Clearer and more consistent policy framework;
- High-quality design;
- Infill development;
- Master-planned communities;
- Heritage and character;
- Climate change and sustainability;
- Housing preferences; and
- Affordable living.



LISA
KING





A CLEARER AND MORE CONSISTENT POLICY FRAMEWORK

Clear and consistent policy frameworks deliver certainty to the planning system, make planning rules more accessible to the community and help to ensure policies are contemporary and up-to-date.

Existing Planning System

In 2014, the Expert Panel on Planning Reform identified that the current approach to zoning in South Australia had led to a high volume of policies that were inconsistent, complex, out-of-date and hard to interpret. It also revealed a prevailing perception of 'unfairness' in the way decisions are made under the current system. In particular, applying planning policy on an 'on balance' basis means that when assessing an application, a practitioner has to refer to and form a balanced judgement on myriad policies within a Development Plan. This has created the opportunity for differing interpretations of policies as they might apply and led to a climate of unpredictability and frustration, both for industry and the community, in terms of development outcomes.

The Panel recommended a single policy portal be developed - the Planning and Design Code - comprising consistent planning rules, designed for South Australia.

In preparing the Code, the Commission has taken further the work of the Expert Panel and undertaken a detailed review of zoning for all neighbourhoods.

This review revealed over 450 residential policy variations (e.g. additional policy layers within Policy Areas and Precincts), including:

- 85 residential zones with 411 variations
- 9 character zones with 75 variations
- 34 township zones (or similar) with 108 variations
- 20 settlement zones (or similar) with 31 variations
- 50 rural living zones with 253 variations.

"With more than 2,500 zone combinations spread across 23,000 pages of policy, maps and tables in the state's current 72 Development Plans, the volume of regulation in South Australia's system is unsustainable.

It results in planning rules that are unusable, highly variable and out of date, and makes it difficult for many people to meaningfully interact with the planning system.

This causes confusion and downstream delays in assessment, resulting in deferred investment, unnecessary development costs, and a lack of community confidence in assessment decisions.

It is little surprise that users of the planning system find it hard to locate or understand the rules that affect them most."

- Expert Panel Report 2014

It also revealed some policy overlap and duplication. The Commission's intention is for these issues to be addressed and simplified in the new Code.

An additional layer of assessment for residential development is provided by the Residential Code (ResCode), which was brought into effect over approximately 80% of residential areas (excluding character areas) in 2009. ResCode was meant to streamline processing of applications to construct and renovate homes by providing a set of tick-box assessment criteria for issues such as location, height, set back and site coverage for detached dwellings. However, if an application didn't align exactly with the criteria, it had to be assessed against the local Development Plan, which may not always align with the rules in the ResCode. This led to uncertainty over which rules should be considered when lodging a planning application and needless to say, inconsistencies of outcomes.

Proposals for the Code

Consistent zoning aligned with our changing settlement patterns

South Australia's settlement patterns are changing and the State Planning Policies (SPP) clearly identify the emerging trends and outline a vision to manage them. The policies envisage high to medium density residential development in our Capital City and Urban Centres, major and minor infill opportunities within our established Suburban Areas and low to very low-density housing in our Rural Areas. The zoning also provides for a range of different types of neighbourhoods to be developed that will support our changing demographic patterns, lifestyle choices and the demand for new types of housing to meet diverse needs and preferences.

The Code has been developed under the direction set by the SPPs. Listed in Figure 7 are the proposed Residential Zones, as they align with the SPP Framework. A more detailed description of each zone will be included in the Practitioner and Community Guides for the Planning and Design Code. It should be noted that residential development is supported in a number of zones within the Code. For the purposes of this paper, only those zones in which residential development will be the primary land use have been included.



SPP Settlement Pattern	Proposed Residential Zones
<p>Capital City</p> 	<p>City Living: The primary residential zone in the CBD, delivering high amenity, low to medium density residential living environments, with a mix of small-scale non-residential activity compatible with this use.</p>
<p>Urban Centres</p> 	<p>Urban Neighbourhood: Supports the highest density and mix of land uses outside the CBD, including residential, retail, office, commercial and civic, in locations where there is significant opportunity to increase the development density around a major public transit node or corridor, or a significant place of interest.</p> <p>Urban Corridor (Living): Supports the development of high-density, vibrant, mixed-use neighbourhoods that provide a variety of new housing choices, along with a range of complementary retail and commercial activities. Development will generally have a greater proportion of housing than retail or commercial development.</p>
<p>Suburban Areas and Townships</p> 	<p>Urban Renewal: Caters for the renewal of sites with medium and high-density housing in precincts where the housing stock is being replaced as it no longer meets market and community needs.</p> <p>Housing Diversity Neighbourhood: Supports the replacement of existing dwellings with medium-density housing, primarily in the form of terrace housing, group dwellings or apartment buildings.</p> <p>Suburban Neighbourhood: Caters for areas of very low-density, heritage, character and foothill locations, with larger allotments on sloping land.</p> <p>General Neighbourhood: Will apply to most of the residential land in Greater Adelaide and some Regional Areas. Supports low-medium density housing of one to two storeys, with a mix of small-scale shops, offices and consulting rooms, as well as larger scale community services and facilities (e.g. schools, childcare and recreation facilities).</p>



SPP Settlement Pattern	Proposed Residential Zones
<p data-bbox="220 555 504 618">Suburban Areas and Townships <i>(Continued)</i></p> 	<p data-bbox="564 555 1350 645">Suburban Master-Planned Neighbourhood: Supports master-planned communities, including planning for employment and retail facilities, in an integrated activity centre.</p> <p data-bbox="564 663 1308 725">Suburban Greenfield Neighbourhood: Supports low-rise greenfield development in areas that will not include an activity centre.</p> <p data-bbox="564 743 1362 860">Residential Park: Caters for affordable, short-term and long-term housing opportunities (in the form of caravan and camping sites, cabins and transportable dwellings) and associated small-scale services and facilities, in an open landscaped setting.</p> <p data-bbox="564 878 1350 967">Township: An urban centre supporting a range of residential, community, retail, business, commercial and light industry uses and facilities to serve the local community, businesses and visitors.</p>
<p data-bbox="284 1025 440 1057">Rural Areas</p> 	<p data-bbox="564 1025 1375 1120">Rural Settlement: Small, mixed-use settlements supporting a limited range of residential development, tourist, recreation and community facilities grouped together to serve the local community and visitors.</p> <p data-bbox="564 1137 1366 1254">Residential Neighbourhood: Supports very low-density housing within low-rise buildings, often together with large outbuildings, and a limited mix of goods, services and facilities that enhance rather than compromise rural residential amenity.</p> <p data-bbox="564 1272 1375 1388">Rural Living: Supports low-density residential living, consisting of detached dwellings on large allotments and associated small-scale, non-intensive rural activities that do not adversely impact the amenity of the locality.</p> <p data-bbox="564 1406 1321 1523">Rural Shack Settlement: Supports limited envisaged use, including low-scale, low density dwellings, holiday homes and coastal protection works, in natural environments that are subject to the effects of natural processes (e.g. flooding).</p>

Figure 7: Proposed Residential Zones of the Planning and Design Code



Clear scope for local variation

While consistency is important, to ensure that in different locations where land use is similar the same rules apply, and for the overall legibility and simplicity of the Code and the planning system, there is a need to allow for and accommodate recognition and protection of significant local characteristics.

These characteristics can include land division patterns, built form elements and natural constraints, and other elements that enable a development to respond to the surrounding environment and contribute to the existing quality and future character of a place.

Local variation can be expressed in the Code through the application of either an Overlay or a Subzone. Given our streets and neighbourhoods are the areas where arguably the greatest degree of variation exists, it is proposed the following Overlays are created to cater for this in the Code:

- **Frontage widths** – setting of numerical standards
- **Allotment sizes** – setting of numerical standards
- **Building heights** – setting of numerical standards
- **Heritage and character areas** – Heritage Area and Character Area Statements

These numerical standards are discussed in further detail in the *Housing Preferences* and the Heritage and Character Area Statements in the *Heritage and Character* sections of this paper.

A new, more certain and consistent 'deemed-to-satisfy' pathway

The new planning system will create a new category to cover a range of anticipated developments (e.g. a house in a residential zone) through which applications are subjected

to a thorough, but far simpler assessment. Called 'deemed-to-satisfy', the assessment can be undertaken by a range of accredited professionals across the state, enabling more efficient decision-making.

Within the suite of residential/neighbourhood zones it is anticipated that most dwellings as well as sheds, verandahs, carports and fencing can receive approval within ten business days through the deemed-to-satisfy assessment pathway.

Consistent approach to public notification

Where an application is not deemed-to-satisfy, it will be classified 'performance assessed'. Performance assessed development requires public notification, unless it is specifically exempt from notification through the relevant Zone/Subzone/Overlay/General Module Provisions in the Code (or where it is considered 'minor in nature,' by the relevant authority).

Public notification has been made much clearer in the new planning system. Whenever a performance assessment application is notified, the following methods of notice will occur:

- Letter/email provided to all property owners/occupiers within 60 metres of the development site; and
- Sign/notice placed on the development site, detailing the proposed development and how the application plans can be viewed.

As well as neighbours directly notified, any person who sees the sign will be able to submit a representation to the relevant authority, capturing more people who may be affected by the development, rather than only properties located within an arbitrary distance of the site.

Neighbours and members of the public will have 15 business days to submit a representation, increased from 10 business days under the current planning system.





HIGH-QUALITY DESIGN

Design quality of our built environment not only relates to the ‘look and feel’ of buildings and places, but how successfully they meet the needs of the people who use and experience them. High-quality design positively contributes to the liveability, sustainability, well-being and prosperity of our communities, towns and cities.

Existing Planning System

As South Australia continues to develop and evolve, it is critical that our new planning system manages any growth and development within established neighbourhoods, in a way that responds to local identity and protects the built and natural qualities that we value. Design is an important contributor to the retention and development of the character of South Australia’s places and spaces.

Referral to the Government Architect

The Government Architect is a referral body in the current planning system that contributes to the development assessment process by providing design advice to the State Commission Assessment Panel (SCAP). This referral was introduced in 2012 for specific types of development:

- Developments with a value of \$10 million or more within the City of Adelaide;
- Developments of five storeys or more in the Inner Metropolitan Adelaide Urban Corridor Zones;
- Developments of five storeys or more in the District Centre (Jetty Road) Zone and Residential High Density Zone (City of Holdfast Bay);
- Developments of five storeys or more in the District Centre (Norwood) Zone (City of Norwood Payneham & St Peters);

- Developments with a value of \$3 million or more in value in Port Adelaide Regional Centre Zone (City of Port Adelaide Enfield);
- Major projects and projects of state significance.

The SCAP is required to have regard to the advice provided by the Government Architect when undertaking their assessment.

What is SCAP?

The State Commission Assessment Panel (SCAP) is established under the *Planning, Development and Infrastructure Act 2016* to assess and determine development applications where the State Planning Commission is the relevant authority.

Consisting of six independent members, the SCAP also carries out the following functions in relation to development in South Australia:

- Assesses and reports on Crown development and public infrastructure applications to the Minister for Planning
- Acts as the concurring authority for non-complying applications approved by a council or regional assessment panel
- Acts as the lodgement authority for all land division applications.

Design Review

Design Review is an evaluation process led by the South Australian Government Architect, where an independent panel of built environment experts discuss the design of a development proposal, identifying both merits and opportunities for improvement. Design Review is an integral part of the state's pre-lodgement service, which aims to identify and resolve planning and design issues with proponents before they lodge their development application.

The role of Design Review is not to redesign proposals, but suggest alternative approaches where there is potential for improved outcomes. Design Review is voluntary and most effective when undertaken over multiple sessions, early in the design process. The Government Architect uses the outcomes of Design Review to inform recommendations to a proponent and ultimately the referral advice to the SCAP.





Proposals for the Code

Pursuing high-quality design is a requirement in all aspects of our new planning system and is set-out in the *Planning, Development and Infrastructure Act 2016*, through to the State Planning Policies, the Planning and Design Code and the Design Review process.

Placing a greater emphasis on the delivery of high-quality design will support positive responses to the complex demographic, social and environmental changes that are behind the need for new and diverse types of housing, businesses and services in existing and new suburbs.

The following provides a summary of the key opportunities and challenges:

Key Opportunities and Challenges	Policy Response in the Code
<p>Design policy varies across Development Plans. Some have policy that provides guidance toward achieving good design outcomes while others do not.</p>	<p>The Code introduces the Design in Urban Areas and Design in Rural Areas modules which establish design-focused policies specific to a range of common development types (e.g. low-rise residential, retail development, and developments of four storeys or more).</p>
<p>The Government Architect is a referral body in the current planning system and contributes to the development assessment process by providing design advice to the State Commission Assessment Panel (SCAP).</p>	<p>It is proposed that referrals to the Government Architect continue in the new planning system for similar classes of development where SCAP is the relevant authority and will be identified in a new Design Overlay contained within the Code.</p>
<p>Currently, design review is available only to proposals where the lodged application will be referred to the Government Architect.</p>	<p>Design review will continue to operate as a non-mandatory process. Development of a Local Design Review Scheme will be explored during the public consultation period for the Code.</p>

Referral to the Government Architect and State Design Review

For large-scale development and developments in more complex settings, the Code will provide pathways that ensure greater consideration of design quality. In certain areas, the Code may enable proponents to participate in Design Review to receive expert design advice to assist with their development application.

It is proposed that the referral to the Government Architect continue in the new planning system for similar classes of development where the SCAP is the relevant authority and will be identified in a new Design Quality Overlay.

State Design Review (administered by the Office for Design and Architecture South Australia) would continue to operate as a non-mandatory process for these classes of development to inform the referral advice from the Government Architect to the SCAP.

Local Design Review Scheme

Section 121 of the Act enables the Minister for Planning to establish a Design Review Scheme where a proponent who is considering undertaking development may apply to a Design Review panel for advice. The classes of development that are eligible to access Design Review are to be set out in the Planning and Design Code. As this is a new mechanism in the Act, the Commission is interested in exploring whether this could be applied for certain types of development within the following areas:

- within heritage and character areas
- redevelopment of State or Local heritage places
- development in Zones where an increase in development intensity, or where uplift, renewal or a change in character is sought, such as infill areas, interface areas, areas around high-frequency fixed-line transit stops/interchanges.

Under the Act, if a proponent was to seek design advice from an independent design panel, the relevant authority must consider the advice when assessing the development application. A referral to the Government Architect would not apply in these areas.

Development of a Local Design Review Scheme will be explored during the public consultation period for the Code.







RESIDENTIAL INFILL IMPROVEMENTS

Minor infill is currently the biggest contributor of new housing stock in the state, helping to address the demand for housing in established areas and contain the spread of development within the Greater Adelaide region.

Existing Planning System

The quality of design policy within Development Plans is varied. Some have contemporary policy that provides positive guidance toward achieving good outcomes, while others do not.

Contemporary policy is important with the rise in infill development, where communities have raised concerns as to the impact some of these new homes are having on existing neighbourhood character, traffic on local streets, loss of vegetation and tree canopy, issues with overshadowing and the loss of privacy, and site coverage when buildings are replaced with more dense building forms.

Concerns have also been raised in relation to the use of the ResCode in the assessment of infill development. Specifically, its influence on lack of landscaping, waste storage and retention of local character, which can negatively impact street appeal.

Coupled with a low level of consistent policy across various Development Plans, which have varying degrees of success in addressing these issues, indicates a need for the Code to address these issues and better align development outcomes with community expectations.



Proposals for the Code

For less complex developments the Code will contain planning policy to ensure that local setting, context and desired future character is reflected, which will be identified in various policy modules, including:

- The 'Design in Urban Areas' General Development Provision
- The 'Design in Rural Areas' General Development Provisions
- Any relevant Zones or Subzones.

The new Code will also provide a deemed-to-satisfy assessment pathway for new residential development, similar to which is contained within the current ResCode. Therefore, it is proposed the existing ResCode policies will be transitioned over to the Code as part of the deemed-to-satisfy criteria for certain types of small-scale residential dwellings.

The following provides a summary of the key opportunities and challenges for the Code:





Key Opportunities and Challenges	Proposed Policy Response in the Code
<p>Tree canopy on private land is decreasing across Greater Adelaide.</p>	<p>The draft Code introduces policy to provide greater consistency and clarity in relation to tree planting and landscaping for infill development to assist in providing greener streets and contribute to tree canopy targets.</p>
<p>Street-facing facades should make a positive contribution to existing streetscapes while maintaining flexibility to respond to a broad range of styles, tastes and trends.</p>	<p>The draft Code introduces policy relating to street-facing facades to incorporate key elements that provide depth, variation in light and shadow, and elements that provide interest and animation along streetscapes.</p>
<p>High levels of stormwater run-off associated with infill development can result in increased flood risk, public infrastructure costs, loss of water to green our suburbs and pollution in waterways.</p>	<p>Simple water sensitive urban design (WSUD) measures for small-scale infill have been introduced as a deemed-to-satisfy criteria.</p>
<p>An appropriate balance needs to be struck between providing sufficient parking for occupants without creating an oversupply.</p>	<p>Car parking rates for small-scale infill development have been reviewed and standardised to align with typical parking demand.</p>
<p>Some forms of infill development significantly reduce the amount of on-street parking available.</p>	<p>The draft Code introduces policies to preserve on-street parking (where appropriate).</p>
<p>When the internal dimensions of garages are narrow they can be inconvenient to use due to difficulty opening doors, loading and unloading shopping or having sufficient space to walk around a vehicle.</p>	<p>The draft Code introduces minimum garage widths to ensure they:</p> <ul style="list-style-type: none"> a) allow car doors to open to a second stop for loading and unloading b) provide space to move around the vehicle c) provide space for a small work bench or cupboard.
<p>Wide driveways on narrow allotments can reduce street appeal and space for bin collection, parking, gardens and tree planting.</p>	<p>The draft Code introduces maximum driveway widths for narrow allotments.</p>





GREENFIELD AND MASTER-PLANNED DEVELOPMENT

Greenfield and master-planned communities are an important supply of new housing. In these areas, there is less emphasis on fitting in with an existing character and new public infrastructure can be established.

Existing Planning System

Greenfield and master-planned communities provide unique opportunities to address a range of planning and design challenges, such as water sensitive urban design (WSUD), urban tree canopy, driveway locations, public realm and the provision of public open space. Where infill development is often required to address issues on a site by site basis, large-scale projects have a more diverse range of options that can be considered. For example, WSUD could be considered at the precinct level by establishing wetlands and detention basins rather than using rainwater tanks on individual allotments.

Currently, many of these areas are located within an Suburban Neighbourhood Zone, coupled with a detailed concept plan to guide the layout of development. In many cases, these concept plans have become rapidly out-of-date and include detailed information that does not always contribute to the assessment of these developments. However, in other cases they have been used successfully to identify specific infrastructure requirements. In the future, it is hoped that the new 'infrastructure scheme' mechanism will replace the need for infrastructure requirements to be set out in planning documents, which are relatively static and unresponsive to new technologies and changing demand profiles.

In addition to the residential component, many of these sites provide for shops and services such as schools, medical facilities and recreation facilities.

Often these large development projects are at the forefront of innovation, industry trends and market preferences. The scale of these projects, combined with development experience, expertise and access to resources, provides the ability to innovate, test and deliver new housing products and infrastructure solutions which, if successful, are often adopted more broadly.



Proposals for the Code

A more flexible policy environment is required in greenfield and master-planned developments. The Code must therefore facilitate greater choice in relation to the design of new housing and in some cases, the development of large-scale non-residential uses.

In these areas, the Code shifts its emphasis from design at an individual allotment scale to design at the street, neighbourhood and suburb level.

The Code will be supported by a range of new tools such as Infrastructure Schemes and Design Standards which can facilitate good design outcomes in the public realm.

The following provides a summary of the key opportunities and challenges for the Code:

Key Opportunities and Challenges	Policy Response in the Code
The current Residential Code needs to be improved to better suit greenfield and master-planned areas.	The new Code will update and transition the current Residential Code to a deemed-to-satisfy pathway for new dwellings within greenfield and master-planned areas.
A more enabling environment for new diverse housing types and products is needed in greenfield and master-planned areas.	The Code will provide flexibility to develop a range of housing types to respond to demographic and market trends in greenfield and master-planned areas.
WSUD, landscaping and tree canopy targets are needed at the street, neighbourhood and suburb level in greenfield and master-planned areas.	The draft Code establishes policies that promote access to open space, increased tree canopy and WSUD treatments at the precinct level rather than in individual allotments in greenfield and master-planned areas.





Produce

Ex

ONE WAY
←



HERITAGE AND CHARACTER

The importance of heritage and character to the sense of place and identity so valued by our communities will continue to be recognised in the Code.

There are currently 17 State Heritage Areas, around 2300 State Heritage Places and more than 7000 Local Heritage Places identified in South Australia. There are also hundreds of different zones and policy areas which conserve and protect character, as well as around 12,000 items identified as 'contributing' to this character. The way these items are treated varies markedly across the state and the results are inconsistent: some work well, others do not. This outcome was clearly identified during the State Parliament's recent heritage inquiry.



In May 2019, the Commission released a *Practitioner Overview to Heritage and Character in the New Planning System* on the SA Planning Portal that outlines an approach for transitioning the current heritage and character provisions in local Development Plans to the new Code. The key proposals included:

- **State Heritage Areas Overlay/State Heritage Places Overlay:** The protection of all State Heritage areas and places, including demolition protection. Proposals regarding State Heritage Places will continue to be referred to the Heritage Minister, however the Minister will now have greater authority to direct decision-making (i.e. if the Minister recommends that an application be refused, the application cannot progress). Importantly, the Minister cannot direct approval of demolition.
- **Local Heritage Places Overlay:** Contains a single, universal policy for Local Heritage Places that will apply across South Australia, with demolition control (performance assessed).
- **Local Heritage Areas Overlay:** All the state's Historic Conservation Zones and like zones/policy areas, plus the existing 11,810 contributory items within those zones or areas, proposed to come into this overlay with demolition control (performance assessed).
- **Character Overlay:** Areas with unique and individual characteristics reflected in Zones and Subzones.

Proposals for the Code

In the months since releasing this information, the Commission and the Department have been working closely with local governments and industry to test and further refine these proposals, and has made further adjustments to the proposed approach. These provisions will be further tested when the draft Code is released for public consultation.

The following provides a summary of the key opportunities and challenges for the Code:





Key Opportunities and Challenges	Policy Response in the Code
<p>Heritage and character considerations appear in many different zones, creating policy inconsistency and duplication.</p>	<p>To avoid duplication and inconsistency the Code introduces specific Overlays which can apply to many zones, a single zone, part of a zone or a particular property.</p>
<p>A proliferation of policies and assessment processes guide development within State Heritage Areas.</p>	<p>The Code will contain a single, universal policy for State Heritage Areas.</p>
<p>Currently, proposals to alter or demolish a State Heritage Place must be referred to the Heritage Minister, however the Minister is only empowered to provide advice, not a final direction.</p>	<p>Proposals regarding State Heritage Places will continue to be referred to the Heritage Minister, however the Minister will now have greater authority to direct decision-making.</p>
<p>Councils use different policies and assessment processes to determine what kind of development can occur in relation to a Local Heritage Place and whether these places can be demolished.</p>	<p>The Code will contain a single, universal policy for Local Heritage Places.</p> <p>Demolition of a Local Heritage Place will be considered only if the place in question has little heritage value, is structurally unsound or a public safety risk, and/or irredeemably beyond repair.</p>
<p>Councils use different policies and assessment processes to determine what kind of development can occur within a Historic Conservation Zone and whether buildings within the zone can be demolished.</p>	<p>The Code will contain a single, universal policy for Historic Conservation Zones, which will become Historic Area Overlays.</p> <p>Any proposal to alter or demolish a building within these areas will be assessed using criteria that consider the building's heritage values, structural integrity/condition and its potential to be repaired economically.</p> <p>Historic Area Statements will provide nuanced guidance for individual areas of value.</p>
<p>Contributory Items typically exist within Historic Conservation Zones but they have no set criteria and are not recognised in the <i>Development Act 1993</i> or <i>Planning, Development and Infrastructure Act 2016</i>. As such, no new contributory items have been recorded by councils or added to the South Australian Heritage Register since 2012.</p>	<p>Contributory items will no longer exist as there is no legislative criteria for them. The vast majority of current contributory items will be afforded a level of protection under the new state-wide Historic Area Overlay policy.</p>
<p>Currently there is no legislated criteria for the creation of a Character Area and councils determine their own Character Areas and accompanying policy. Different councils use different assessment processes to determine what kind of new development can occur within a Character Area.</p>	<p>The Code will contain a single, universal policy for Character Areas. Character Area Statements will provide nuanced guidance for individual areas of value.</p>

Historic Area and Character Area Statements

Feedback received from planning practitioners and councils indicated the provisions within the draft Overlays were too generic and a mechanism was needed to better identify and clarify elements of local importance.

In response, Historic Area Statements and Character Area Statements will be introduced to help clearly identify and articulate the key elements of importance in a particular area. The intent is not to replicate Desired Character Statements from existing Development Plans - often lengthy, background statements - but to help councils distil the critical information they need to make an informed planning decision, that results in development that truly complement the existing character of a particular location.

Demolition tests in Historic Area Overlays

The new system will provide suitable rigour and governed by specified criteria, to ensure heritage items are assessed consistently across the state. This is most certainly not intended to open the door to more demolition, but to ensure that the right tests are applied, and applied consistently, when an application for demolition is considered.

In response to feedback, we have moved away from including 'thematic analysis' and 'replacement dwelling' as tests for demolition in the Historic Area Overlay.

Additional information to accompany demolition applications will also be required.





Historic Area Overlay

In response to feedback, the Local Heritage Area Overlay has been renamed: Historic Area Overlay. This helps to create a clear distinction between Local Heritage Places that have been listed against criteria under the *Development Act 1993*, and areas which have not.

Contributory Items

With specific reference to contributory items, both the *Development Act 1993* (Development Act) and the *Planning, Development and Infrastructure Act 2016* (PDI Act) contain a scheme that recognises:

- State Heritage Places; established under the *Heritage Places Act 1993*, and
- Local Heritage Places; being “places of local heritage value” which must satisfy one or more of the listed criteria in section 23 of the Development Act or section 67 of the PDI Act.

There is no specific recognition within either Act for an additional level of heritage protection (i.e. contributory items).

Under the new planning legislation, landowners will have the right to appeal any decision to have their property ‘listed’ as a Local Heritage Place. This same right is not available to owners of properties that have been listed as such in current Development Plans.

Based on this, it would be inappropriate to transfer existing policy controls applying to contributory items into the new planning system.

However, while contributory items will not exist in the new system as individual entities, it does not mean they will have no protection. Most items are located within areas that will be covered by either a Heritage or Character Overlay, providing them with performance assessed demolition control. It is worth noting this is consistent with the approach used in the current system, whereby demolition is considered ‘on merit’ in the majority of cases.

Practice Direction and Guidelines

Further clarity with regard to the interpretation of the policies and processes relating to heritage and character under the new planning system will be provided through the articulation of the new Code in the Practice Directions and Practice Guidelines, including:

- interpretation around demolition control policy
- templates for heritage impact statements and contextual analysis
- general design guidance.





CLIMATE CHANGE AND SUSTAINABILITY

Improving sustainability measures will improve our liveability and prosperity and is crucial to helping us effectively address and respond to the impacts of climate change.

Existing Planning System

There is increasing recognition in our communities and among our policymakers of the value of Water Sensitive Urban Design (WSUD) and Green infrastructure (GI) in creating cooler, more liveable and economically viable neighbourhoods.

WSUD and GI policies are currently located in a number of different SAPPL General Modules (i.e. Natural Resources, Land Division, Residential Development, Medium and High Rise Development (3+ storeys), Landscaping and Fencing) as well as individual Development Plans.

For further information on recommended efficiency policy in the Code, please refer to the ***Natural Resources and Environment Policy Discussion Paper*** which can be downloaded from the SA Planning Portal.

Water Sensitive Urban Design (WSUD)

There is inconsistent policy across some Development Plans to manage stormwater volume and in some cases, WSUD policy is applied inconsistently. Currently, some WSUD policy is applicable only to master-planned/ large-scale developments (generally achieving good outcomes) and not to small-scale infill, which is an increasing proportion of new development.

This is because the current ResCode is silent on stormwater management and WSUD requirements. Instead, there is greater reliance on the National Construction Code (NCC), which requires new dwellings and some extensions and alterations to have a rainwater tank plumbed to the toilet or laundry.

Clear consistent, scalable policy is required, that will cater for all development types.

There is also a need to include simple WSUD deemed-to-satisfy measures for small-scale infill that can be easily adopted.

Green Infrastructure (GI) is the network of green places and water systems that delivers multiple benefits to urban communities. This network includes parks, backyards, wetlands, street trees, roof gardens and green walls.

Water Sensitive Urban Design (WSUD) promotes the sustainable use, re-use and management of water in the places we live, work and play. Techniques include: rain gardens, rainwater tanks, swales, detention basins and permeable paving.

Increasing levels of stormwater run-off

Infill development can create up to 90% impervious surfaces (designed originally for 65%) and increase run-off by 2.5 times what the system was designed to manage (Jensen, 2011). This can result in:

- Increased flood risk
- Polluted stormwater run-off to coast
- Increased council infrastructure costs
- Loss of opportunity to use water to green and cool suburbs.

Therefore WSUD (e.g. rainwater tanks and rain gardens) have an important role to reduce the run-off stormwater off-site.

Green Infrastructure (urban greenery)

Trees contribute to biodiversity, urban cooling, the character and liveability of our suburbs as well as our physical and mental health.

Large-scale master-planned communities are usually well designed to accommodate trees and other green infrastructure in their streetscapes and public open spaces.

While infill housing is critical to creating affordable and walkable places to live, there has been concern that this type of development has contributed to a significant reduction of trees in many neighbourhoods. Primarily this is because this housing type often increases site coverage and reduces space for gardens and tree planting, and there are no appropriate current provisions for landscaping in the ResCode.

For other housing types, in recent years green infrastructure policies have increasingly been introduced to Development Plans. For example, GI policies were introduced in 2017 to some higher density mixed-use zones in metropolitan Adelaide to encourage green roofs and deep soil zones for trees.

Green roofs are now encouraged by 16 metropolitan councils and 14 regional councils.

There is an opportunity to transition these ad-hoc policies over to the Code, where appropriate, and to develop 'deemed-to-satisfy' provisions for small-scale residential infill to encourage better green outcomes.

Urban greenery cools our neighbourhoods

Heavily tree lined streets are at least 8°C cooler than adjacent streets where little or no street trees were present.

Green infrastructure produced a large cooling signal, lowering temperatures in local areas by 2.8°C compared with the average.

While all green infrastructure was shown to have a large cooling effect, irrigation cooled areas by an additional 1.7°C²⁰.



Adelaide's average number of hot days above 35°C is predicted to dramatically increase by up to 47 days per year by 2070.

Despite our dry climate, we can mitigate the urban heat island effect by growing our urban tree canopy.

Figure 8: The benefit of trees in mitigating the urban heat island effect

²⁰ Seed Consulting Services et al. 2017. [www.westtorrens.sa.gov.au/CWT/content/Environment/Climate change/Urban_heat_mapping](http://www.westtorrens.sa.gov.au/CWT/content/Environment/Climate%20change/Urban_heat_mapping)



Proposals for the Code

The Code will transition existing WSUD and GI policies within the SAPPL into the following performance outcomes and deemed-to-satisfy provisions (where appropriate). The following opportunities will be considered in the Code.

Urban green cover is on the decline

Tree canopy is decreasing across metropolitan Adelaide, especially on private land. For example, an average of 150 Adelaide Ovals' worth of green cover has been lost per year, from 2013-2017²¹.

It is important for both the public and private realm to incorporate greenery where possible.

Key Opportunities and Challenges	Proposed Policy Response in the Code
Tree canopy on private land is decreasing across Greater Adelaide.	The draft Code introduces policy to provide greater consistency and clarity in relation to tree planting and landscaping for infill development to assist in providing greener streets and contribute to tree canopy targets.
Consistent Water Sensitive Urban Design policies that can be practically applied for small-scale development in established suburbs	The draft Code introduces deemed-to-satisfy policies for: <ul style="list-style-type: none"> Landscaped permeable garden space to reduce impervious surfaces and provide soft landscaping and tree planting e.g. 15% for sites under 200m² and 20% for sites 201-450m². At least one tree planting per dwelling to cool the local environment and maintain local character. One rainwater tank per dwelling to manage stormwater run-off (which is proposed to replace building requirements now).
Consistent Water Sensitive Urban Design policies that can be practically applied for medium and high-rise mixed-use and residential development Medium scale (3 to 6 stories) to high scale (<7 stories) residential development, located in the City or along major transport corridors	The draft Code introduces deemed-to-satisfy policies for tree planting requirement (and associated deep soil zone) For example, a performance outcome will be provided regarding: <ul style="list-style-type: none"> Rainwater tanks to manage stormwater run-off (in apartment buildings) Green walls and green roofs to provide amenity and relief from heat island effect.
Consistent Water Sensitive Urban Design policies that can be practically applied for broadhectare land division. Master-planned brownfield or greenfield (>20 allotments). Significant sites that are master-planned to include a range of low to medium mixed-use development. The ability to incorporate WSUD and GI into master-planned developments is well established.	Public open space and streetscapes provide a major opportunity for increasing tree canopy and incorporating WSUD solutions such as detention basins, swales, rain gardens and large shady street trees. Master-planned communities are generally designed around these types of solutions to manage stormwater and to create green and leafy places to live. Therefore for these type of developments, the emphasis will continue to be on including WSUD and GI solutions at the land-division stage.

²¹ Amati, 2017





HOUSING PREFERENCES

The size of allotment and type of dwelling is important in supporting housing diversity and choice for our community. This also influences the look and feel of neighbourhoods.

Existing Planning System

Current residential planning policy has helped facilitate the renewal and revitalisation of our streets and neighbourhoods as well as deliver a variety of new housing options for South Australians. It has also provided a diverse range of policies that guide allotment patterns and housing types. For example across the 85 residential zones that exist in South Australia, there is significant variation in the minimum frontage widths and allotment sizes prescribed even though many of these areas share similar characteristics.

Policy in some Development Plans actively discourage certain housing types either directly (i.e. through Desired Character Statements or listing them as non-complying development) or indirectly (i.e. by applying minimum site area and frontage widths that cannot be achieved). For example, in one suburb a Development Plan may encourage group dwellings, whereas in an adjacent suburb row dwellings may be preferred by Development Plan policies. Sometimes, they are 'out of sync' with the objectives of the zone, the prevailing pattern of land division that exists in that area and demographic profile of the community.

Definitions in the current system can also provide a barrier to the development of small-scale accommodation (e.g. 'granny flats') in established areas. In addition, despite the SAPPL containing general policy relating to 'dependent accommodation', under the current system if an application is lodged that includes the provision of a kitchen and bathroom these developments are often assessed as a new dwelling, making it difficult to obtain an approval. Often this housing provides independent housing alternatives for family members who require support, opportunities for older people to age in place, or small-scale affordable housing options in a sensitive manner.

There is also currently a limited supply of opportunities to support retirement living in established areas. Often applications for new retirement facilities incorporate multi-storey apartment buildings as a result of growing demand, changing housing preferences and limited land supply in established areas. In some residential zones, retirement housing has been assessed as 'non-complying' development as it is often captured in the definition of a residential flat building. Modern retirement facilities can also include a mix of supporting uses such as cafés, community facilities, consulting rooms or gyms which can also trigger a 'non-complying' assessment.

Proposals for the Code

The key opportunities and challenges for this first introduction of the Code, is the transition of existing policies that support housing diversity, while recognising the changing demographics of our population.

Key Opportunities and Challenges	Policy Response in the Code
Clear definitions for aged care and retirement living developments are needed.	Land use definitions have been reviewed and a new definition established for 'retirement facility'.
Policy is inconsistent.	The Code provides greater consistency in policy.
Current options are not sufficient to enable housing flexibility to meet the needs and aspirations of our older residents.	The Code will create an enabling environment for a range of housing types in established areas.
Less prescriptive and more performance-based policy is needed to allow for flexibility and ensure policy is reviewed regularly to keep pace with changing needs and demand.	Policy specific to retirement, aged care and supported accommodation has been reviewed and transitioned to the Code in the Design in Urban Areas and Design in Rural Areas General Modules. The Code provides for a performance-based assessment of these developments.
Restrictions relating to proposals for more than one home on an allotment, including self-contained units, need to be removed.	A new definition of ancillary accommodation and a deemed-to-satisfy pathway have been introduced to facilitate small, self-contained units on allotments shared with an existing dwelling.
Non-complying triggers are commonly used to control land division in rural living areas.	The Rural Living Zone will incorporate policies that clearly define anticipated allotment sizes and will be performance assessed rather than restricted. Some areas will have a Limited Land Division Overlay.
Under the current system, minimum allotment sizes in Rural Living Zones range from 1200m² to 20ha.	A new Residential Neighbourhood Zone will help bridge the gap between the General Neighbourhood Zone and the Rural Living Zone to reduce the variation in minimum allotment size and provide greater clarity about envisaged land uses. The Residential Neighbourhood Zone is likely to be the relevant zone for existing Rural Living Zones with smaller allotment sizes (less than 4000sqm/0.4ha). A rationalisation of allotment sizes has occurred in the Rural Living Zone and range from 4000sqm (0.4ha) to 10ha.



Allotment sizes and frontage widths in urban areas

The General Neighbourhood Zone (which will largely apply to areas where the current Residential Code is used) will provide greater standardisation of minimum frontage or site area requirements. This zone is aimed at delivering a steady supply of well-designed and diverse infill housing that is compatible with existing suburban streets and suburbs across Greater Adelaide and in some regional locations.

The Zone sets minimum site areas and frontages that are designed to be in-sync with typical allotment patterns and are wide enough, and big enough, to comfortably accommodate a range of housing options.

Typically –

- Sites over 200m² can comfortably accommodate a range of 2-bedroom 1 storey and 3 bedroom 2 storey dwellings with single garages.
- Sites over 300m² can comfortably accommodate a range of 3 bedroom 1 storey dwellings and 4+ bedroom 2 storey dwellings.
- Sites with a frontage of 9m can comfortably accommodate a 1 storey dwelling with single garage and a street facing room, and 2 storey dwellings with double garages.
- Terrace housing / row dwellings can be developed on sites as narrow as 4.8m, however at 7m these can be more sensitively integrated into existing areas by providing adequate separation from neighbours, retaining on-street parking and landscaped street frontages.

In view of this, the proposed site areas, frontages and assessment pathways for housing within the General Neighbourhood Zone are identified in Figure 9:

Dwelling type	Assessment Pathway	Frontage (m)	Site Area (m ²)
Detached	Deemed-to-satisfy	9	300
Semi-detached	Deemed-to-satisfy	9	300
Row / Terrace	Deemed-to-satisfy	7	200
Group dwellings	Performance assessed	15 (total site)	300
Residential flat buildings	Performance assessed	15 (total site)	300

Figure 9: Proposed policy considerations for dwellings within the General Neighbourhood Zone

There is also an opportunity in the Code to further standardise minimum site areas and frontage widths in order to increase development opportunities across all Zones, whilst still allowing for local variation, through the application of a numerical Overlay.

For example, in the Township Zone a numerical Overlay with 8 minimum site area variations, as well as a deemed-to-satisfy provision for a 20m frontage, has been developed (see Figure 10).

Current variations (m ²)	Proposed rationalisation (m ²)
500	500
800, 850	800
900, 950	900
1000	1000
1200	1200
1500, 1800	1500
3000, 4000	3000
5000	5000



Figure 10: Proposed rationalisation of variations to minimum allotment sizes in the Township Zone



Allotment sizes and frontage widths in Rural Areas

Under the current system, minimum allotment sizes in Rural Living Zones across the state range from 1200m² to 20ha. The proposed new Residential Neighbourhood Zone has been developed to help bridge the gap between the General Neighbourhood Zone and Rural Living Zone to reduce the variation in minimum allotment size and provide greater clarity about the envisaged land uses and intent of the Rural Living Zone.

To this end, the Residential Neighbourhood Zone will support low to very low density housing in rural settings on allotments ranging between 1200m² – 4000m², and land zoned Rural Living will be able to support other minor rural activities, such as horse keeping, on parcels up to 10ha. The Rural Living Zone will be supported by the application of a Limited Land Division Overlay to those areas where further land division is currently not supported.

Rural Living Zones with minimum allotment sizes greater than 10ha are not considered to be primarily residential in use and will be transitioned to a zone that supports primary production and rural uses as its primary purpose.

It is acknowledged there will still be variation in minimum allotment sizes within both the Residential Neighbourhood and Rural Living Zones, which reflect the character and context of their surrounding environment. As with the urban areas, it is proposed there is an opportunity in the Code to provide a standardised approach to this through the application of a numerical Overlay. Figure 11 outlines the proposed approach for the Rural Living Zone under the Code.

Current variations (m ²)	Proposed rationalisation (m ²)
4000	4000
5000	5000
7000, 7500, 8000	7500
10000, 12000	10000
15000	15000
2ha, 2.5ha	2ha
3ha	3ha
4ha	4ha
5ha, 6ha, 7ha	5ha
10ha, 12ha, 15ha, 20ha	10ha

Figure 11: Proposed rationalisation of variations to minimum allotment sizes in the Rural Living Zone

This approach is also proposed for the Rural Settlement Zone where a numerical Overlay with 7 minimum site area variations, as well as a deemed-to-satisfy provision for a 20m frontage, has been developed.

Providing for housing diversity

The Code should not limit housing choice but rather provide appropriate policies to manage the design of different dwelling types and provide appropriate pathways to ensure more complex development undergo a more rigorous assessment.

To this end it is proposed that residential areas zoning won't restrict dwelling types, instead the Code will focus on policies that promote a diverse range of well-designed housing. The focus is on the impact of a development on the street and its neighbours rather than the type of house that is proposed.

Dwellings that front public streets such as row dwellings, semi-detached dwellings and detached dwellings are suited to a deemed-to-satisfy pathway, whereas those that are more complex such as residential flat buildings and group dwellings will be performance assessed.

By removing policies that actively exclude development of particular housing types and providing some level of standardisation in allotment sizes, the Code will help to increase opportunities for the provision of well-located affordable housing options.

Housing choice is important...

As our lifestyle needs – driven by our aging population, shrinking household size, urban living preferences and economic pressures – can no longer be met solely by the construction of traditional detached homes.

Improved assessment pathway for ancillary accommodation

The Code will contain specific policy to support the provision of supported accommodation in established areas. Specifically, a new definition for 'ancillary accommodation' has been developed and will be coupled with a deemed-to-satisfy pathway to facilitate small-scale accommodation on sites shared with an existing dwelling.

This will help to support opportunities for older South Australians to age in place, for families to facilitate independent housing as well as provide a pathway for the sensitive delivery of small-scale affordable housing in established areas.



Increased flexibility for retirement living

The Code will contain specific policy relating to the design of retirement, aged care and supported accommodation. Non-complying triggers for residential flat buildings and small-scale non-residential uses such as shops and consulting rooms will no longer exist in the Code, with these land uses undergoing performance assessment. A new definition for a 'retirement facility' will be established to specifically capture this form of development in the Code.

Additional diverse housing opportunities supported by the Code will facilitate 'downsizing', providing additional housing opportunities for older people to continue to live in their existing community (see 'Providing for housing diversity' on page 66).

Future opportunities for the Code

With the changing demand for housing and changing housing preferences, there will be a need to consider expanding opportunities for new housing and mixed-use development along our strategic transport corridors, around the Adelaide Park Lands and high amenity locations along the River Torrens, the coast and other lifestyle locations.







AFFORDABLE LIVING

Affordable housing is both fundamental and critical to planning and building positive neighbourhoods. It provides opportunities for people to enter the housing market, to live in the communities in which they grew up, and to age in place. Being able to comfortably afford the house you live in, whether you rent or own, promotes stability, happiness, optimism and increases inclusion and social mobility - all vital ingredients for productive economies and healthy societies. It is a core component of creating the right environment for affordable living; housing that is efficient, cost effective and located in close proximity to public and active transport options, local services, shops, schools and public open spaces.

Existing Planning System

South Australia is widely recognised as a national leader in the provision of inclusionary planning policy that supports the delivery of affordable housing outcomes for its population.

Affordable living options in South Australia have been accommodated in the various Urban Corridor and Mixed-Use Zones in the SAPPL. These encourage the development of a higher density and greater variety of housing options within walking distance of public transport, local shops, services and public open space. Energy efficient design of houses is accommodated for in the SAPPL general policies. Recommendations for how the Code should consider energy efficient housing policy are outlined in the *Natural Resources and Environment Policy Discussion Paper*, which can be downloaded from the SA Planning Portal.

Affordable housing is a primary instrument to retaining young South Australians in the state, while generating increased supply for older people is an emerging demand.



It is also a key component in the improvement of affordable living, contributing to home ownership and rental opportunities for low to moderate income households in areas where they want and need to live.

In 2007, policy was introduced requiring new residential developments of 20 or more dwellings in Greater Adelaide to provide a minimum of 15% of affordable housing in the planning system / the SAPPL. Since 2011 this has been promoted through the Affordable Housing Overlay in the SAPPL.

Since then, the affordable housing requirement has been applied in a number of locations and this is reflected both in mapping and policy as Affordable Housing Overlays in affected Development Plans.

Affordable housing is also referenced in the SAPPL 'residential development' General Module and both descriptive and numeric criteria is contained within the current suite of residential and mixed-use zones within the Library. The development and implementation of this policy has provided the framework for government, industry and not-for-profit sectors to collaborate in innovative projects that deliver more affordable housing.

These policies should be continued into the new planning system, continuing to support the supply of affordable housing in all new significant developments, including State Government development projects and land sales, declared major developments, and projects and areas that have been rezoned and uplifted (including all new growth areas).

The South Australian Housing Authority (SA Housing Authority) is undertaking a program of renewal, with the aim to significantly enhance all pre-1968 SA Housing Trust homes within 10 kilometres of the Adelaide CBD by 2020, with further renewal scheduled for the broader metropolitan area. The program involves the redevelopment of older Housing Trust dwellings to create better quality social housing and increase housing choice and affordability.

The Commission will work with the newly established SA Housing Authority to ensure planning policies and the Code will both support these measures and develop new tools to create a more affordable and accessible housing system.





Affordable Housing Policy

The **SA Housing Authority** manages the delivery of Affordable Housing Policy on behalf of the Government of South Australia, by:

- facilitating partnerships between private industry and not-for-profit providers to deliver commercially successful developments that include affordable housing
- working with financial institutions to improve purchasing power for buyers
- providing 'best practice' advice to industry on designing and marketing affordable housing
- providing support, information and education to assist local government to include affordable housing in their local area
- promoting affordability more generally and encouraging improved efficiencies in housing markets

The Authority also administers the **Affordable Housing Program**, which provides opportunities to eligible buyers to buy homes at an affordable price. The AHP is a crucial entry point for young/or single home buyers, with:

- 84% of new home buyers aged between 18 and 35
- 87% of the homes purchased were by households earning between \$30,000 and \$75,000 (likely to be students, graduates, new entrants to the workforce, young professionals and key workers).
- Of the owner-occupiers who have purchased homes in the past four years, 80% were single person households; in total 95% were to households with 1 or 2 occupants.

Proposal for the Code

A key opportunity and challenge for the introduction of the new Code is the transition of existing affordable housing requirements.

Key Opportunities and Challenges	Policy Response in the Code
<p>The application of affordable housing policy is inconsistent, particularly in relation to incentives.</p>	<p>The Affordable Housing Overlay will be transitioned to the Code and will standardise incentives such as density, height and car parking bonuses.</p>
<p>Currently any ROSAS development approved by the State Coordinator General is exempt from requiring planning approval as they are assessed against 'Assessment Criteria Checklists' that sit outside Development Plans.</p>	<p>The assessment of housing renewal applications on South Australian Housing Trust land will be brought into the Code via a Housing Renewal General Module and will be subject to planning approval.</p>

Affordable Housing Overlay

The current Affordable Housing Overlay will transition to the new Code. This will clearly define the areas of the state where a 15% provision of affordable housing in residential development applications for 20 or more dwellings is sought. It will be applied to locations currently identified in Development Plans.

The new Overlay also contains policies with incentives to help facilitate the provision of affordable housing, such as reduced minimum site areas, car parking or increased building heights.

Increasing housing supply in established areas

A key focus of the Code will be to facilitate a greater and more diverse mix of housing supply in established areas close to public transport, shops and services, to increase opportunities for well-located and affordable housing. To achieve this, some standardisation of allotment sizes and frontages will be required to remove policies that actively exclude development of diverse housing options, as well as the delivery of increased policy flexibility in residential and mixed-use areas.

Housing and Homelessness Strategy for South Australia

The SA Housing Authority is currently preparing a long-term Housing and Homelessness Strategy for the State that will outline a range of strategies and initiatives to improve affordable housing, particularly in partnerships with Community Housing Providers, not-for-profits and the private sector.

To support this, the Commission will transition the existing spatial application of the Affordable Housing Overlay into the Code and provide clearer and more targeted planning incentives to generate more supply.

In subsequent stages of the Code, further consideration will be given to how its policies can complement the wider supply efforts of the housing strategy²².

Social Housing Renewal

The South Australian Housing Authority and the community housing and not-for-profit sectors actively continue to provide access to secure affordable and appropriate housing for all South Australians, and to promote affordable housing as essential social and economic infrastructure. The public housing and community housing sectors continue to renew their social housing assets by demolishing older stock that is expensive to maintain and no longer appropriate for its residents and build new social housing, while also providing a better mix of affordable and broader market housing.

The Code will introduce a Housing Renewal Module (replacing the former Renewing our Streets and Suburbs checklist) to provide appropriate assessment pathways and criteria to facilitate high quality design outcomes, as well as encourage the orderly and timely assessment of the large numbers of housing renewal applications.

²² <https://www.ahuri.edu.au/policy/ahuri-briefs/what-is-value-capture>



P
RESERVED FOR THE
RESIDENTS OF THIS BUILDING
AT ALL TIMES
NO OTHER VEHICLES
ALLOWED

NEXT STEPS

The proposals in this *People and Neighbourhoods Policy Discussion Paper* will be subject to consultation and feedback from 1 October 2019 to 28 February 2020 as part of public consultation on the draft Planning and Design Code. For information about specific Code engagement activities, please visit the SA Planning Portal www.saplanningportal.com.au.

Submissions received during the Planning and Design Code public consultation process will be used to help inform the Code. The outcomes of the public consultation process will be released in a *What We Have Heard Report*.

The Blueprint for South Australia's Planning and Design Code Policy Discussion Papers - on *Natural Resources and Environment*, *Integrated Movement Systems*, and *Productive Economy* - and associated *What We Have Heard Reports* are available for download on the SA Planning Portal.



The following papers related to issues associated with the *People and Neighbourhoods Policy Discussion Paper* are also available for download on the SA Planning Portal:

- *State Planning Commission Overview of Neighbourhood Growth & Change (May 2019)*
- *Practitioner and Community Guides on Heritage & Character in the New Planning System (May 2019)*
- *Community Guide to Design in Our New Planning System (May 2019)*



HAVE YOUR SAY

Submissions in relation to the Code and the proposals outlined in this discussion paper are valued and encouraged via:

- SA Planning Portal: Visit the 'Have Your Say' webpage and lodge a submission at www.saplanningportal.sa.gov.au/have_your_say
- Email: DPTI.planningreformsubmissions@sa.gov.au
- Post: PO Box 1815, Adelaide SA 5001





HOW YOU CAN GET INVOLVED

Formal consultation on the proposed policies contained in this discussion paper will be conducted from 1 October 2019 to 28 February 2020 as part of public consultation for the Planning and Design Code.

For more information and to have your say, please visit:
www.saplanningportal.sa.gov.au/have_your_say



Government of South Australia

Department of Planning,
Transport and Infrastructure

saplanningcommission.sa.gov.au