

Onkaparinga Local Area Plan (Metropolitan Growth Management Program Pilot)

August 2020

Prepared for the City of Onkaparinga + State Planning Commission



Project partners



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Land development underway on steep terrain north of Hopenstal Road, Hackham

1. Introduction

“The primary objective of the City of Onkaparinga Local Area Plan is to provide direction for future residential and employment growth.

The plan should be used to identify and sequence future growth areas, and guide the cost efficient provision of *strategic infrastructure*.”

NOTE:

Words appearing in *italics* are defined within a **Glossary of terms** within Appendix 2.

Background

The City of Onkaparinga, State Planning Commission and Renewal SA have partnered to develop a Local Area Plan (LAP) to guide growth at Onkaparinga over the next 20 years.

This LAP is a pilot for a new Metropolitan Growth Management Strategy across metropolitan Adelaide. Other LAPs (likely combining local governments into sub-regions) are expected to be developed to a similar standard.

Local Area Plans are expected to be used to inform, guide and monitor local strategic planning, future zoning and policy changes (facilitated through the *Planning & Design Code*), local infrastructure planning, and other projects.

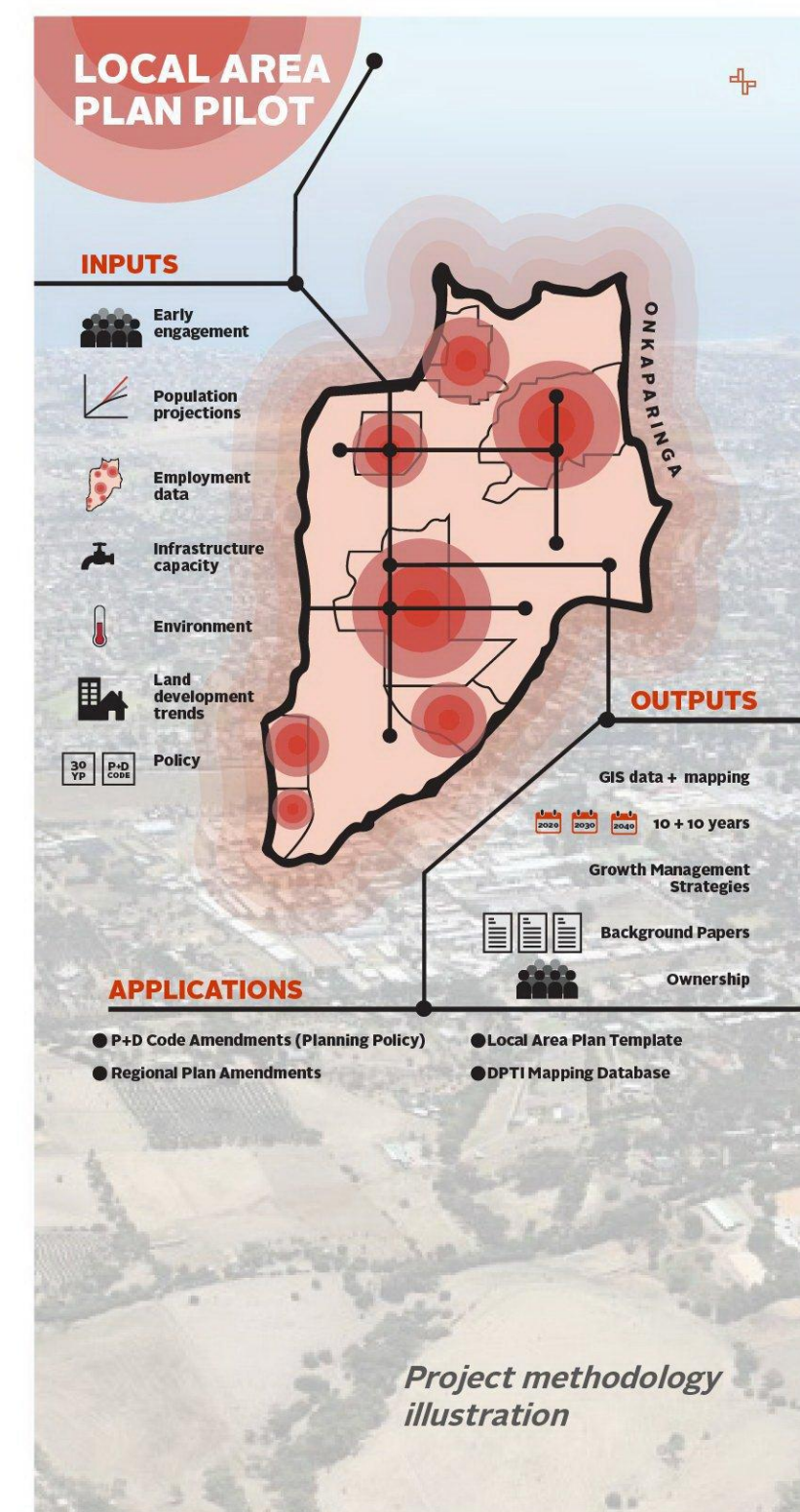
In preparing the LAP, important strategic planning inputs have included:

- _ previous strategic and statutory planning and policies
- _ employment and economic development potential
- _ population projections and trends
- _ 10 + 10 year planning horizon
- _ recent development and market trends
- _ strategic development site opportunities
- _ *infill* and mixed use development opportunities
- _ regional, historic and rural character
- _ stakeholder and community values
- _ environmental sensitivity
- _ future infrastructure projects.

Approach

Our approach to preparing this draft Local Area Plan has included the following steps.

- _ Desktop review of State and local government strategic planning documents and previous studies for the Onkaparinga area.
- _ Technical Working Papers covering population and employment trends, residential market trends, infrastructure impacts, and strategic residential and employment planning.
- _ Desktop and field assessment of selected growth areas' features and constraints
- _ Review of previous yield assessments for key sites.
- _ Identification and analysis of nine planning scenarios, representing different rates of population growth, and different spatial distributions of population.
- _ Assessment including strategic cost assessment of required infrastructure to deliver each planning scenario.
- _ Stage #1 engagement with stakeholders, Elected Members and State Planning Commission to test early assumptions and gather early feedback on potential growth strategies.
- _ Preparation of proposed strategies tested through a second round of engagement with the above groups, plus wider community engagement.



Some areas of interest for this study

“Greenfield development areas of interest to this study include land at Hackham, Aldinga and Sellicks Beach.

Established suburbs and centres have also been considered in relation to future infill residential development, as well as mixed use development and employment.”

Hackham



Sellicks Beach



Aldinga



Residential infill





Aldinga township. Successful and recently rejuvenated historic town centre valued by the community

2. Context

“State and regional strategic planning policies point to a need to appropriately plan remaining urban land to maximise growth, balanced with green canopy and environmental considerations.

Council strategies advocate a similar approach, with additional emphasis on local economic development, and lifestyle.”

State Planning Policies



- **SPP 6 Housing Supply and Diversity:** Our planning system must enable the sufficient and timely supply of land and a variety of housing choices at appropriate locations.
- **SPP 9 Employment Lands:** Providing a suitable supply of land for employment uses is critical to support job growth and the economic prosperity of the communities.

30 Year Plan for Greater Adelaide (2017)



- Target 1: Containing our urban footprint and protecting our resources**
 - 85% of all new housing in metropolitan Adelaide will be built in established urban areas by 2045.
- Target 2: More ways to get around**
 - 60% of all new housing in metropolitan Adelaide will be built within close proximity to current and proposed fixed line (rail, tram, O-Bahn and bus) and high frequency bus routes by 2045.
- Target 4: Walkable neighbourhoods**
 - Increase the percentage of residents living in *walkable neighbourhoods* in Inner, Middle and Outer Metropolitan Adelaide by 25% by 2045
- Target 6: Greater housing choice**
 - Increase housing choice by 25% to meet changing household needs in Greater Adelaide by 2045.

Onkaparinga Community Plan 2030 (2020)

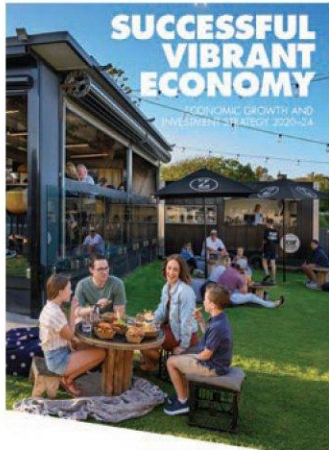


- Outlines Council’s big picture goals - the future we aspire our city to achieve.
- Sets the focus for Council, painting a clear picture of the outcomes we want to bring to life which added together form our vision of strong, vibrant communities.
- Implemented through a suite of strategic plans, which set directions and initiatives on specific topics, aligned to the Community Plan 2030.
- The Onkaparinga LAP is but one of these strategic plans.

- Strategic Plans outline how the broad vision is turned into specific direction on issues of importance across our city.
- The Strategic Plans identified below align with the Community Plan 2030’s themes of people, place, prosperity and performance.

THEME	PLAN
PEOPLE	Arts and Cultural Development Strategic Plan – review 2021
	Community Capacity Strategic Plan – due 2020
	Disability Access and Inclusion Plan – due 2020
	Libraries Strategic Plan – review 2022
	Sport and Active Recreation Strategic Plan – review 2020
PLACE	Local Area Plan – due 2020
	Masterplans – due 2020+
	Open Space Strategic Plan – review 2022
	Road Network Plan – review 2022
	Trails and Cycling Strategic Plan – review 2021
PROSPERITY	Climate Change Response Strategic Plan – due 2021
	Economic Growth and Investment Strategic Plan – due 2021
	Green Cities Strategic Plan – review 2022
	Tourism Strategic Plan – review 2022
	Waste and Recycling Strategic Plan – review 2021
PERFORMANCE	Annual Business Plan – yearly
	Long Term Financial Plan – review 2021
	Strategic Asset Management Plan – due 2020

Draft Economic Growth and Investment Strategy 2020-24



Encouraging key sectors such as:

- Tourism (retail/ accommodation and food services)
- Healthcare (aged care/retirement living)
- Agriculture, food and beverage manufacturing
- Advanced manufacturing including wood, furniture, fabricated metal and machinery/ equipment manufacturing
- Waste and recycling
- Professional business services
- Start-ups and entrepreneurialism.

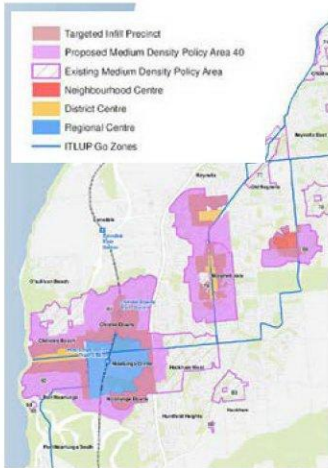
McLaren Vale Character Preservation District (2013)



The intent of the legislation was to recognise the special character and economic values of the region to protect it from infringement of further development.

Environment and Food Production Areas (EFPAs) were introduced under the Planning, Development and Infrastructure Act 2016 to protect vital agricultural lands surrounding metropolitan Adelaide from urban encroachment and operate in much the same way as the McLaren Vale Character Preservation Area.

Development Plan Amendments (2017)



- Refocus (and reduce) the extent of the Medium Density Policy Area to more targeted infill areas
- Additional refined design policies

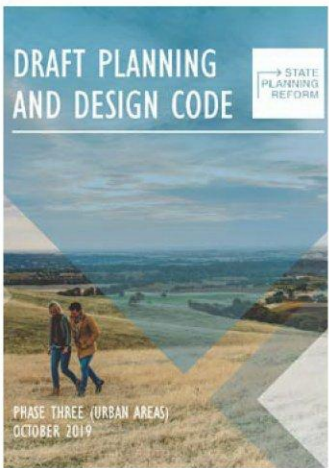
Previous + Recent Master Planning



Some growth locations have been the subject to previous master planning, with the view of preparing them to be rezoned and made available for sale and future development.

This has been the case for Aldinga, with a number of iterations in 2007, 2013 and again in recent months considering different design outcomes and objectives.

Planning & Design Code



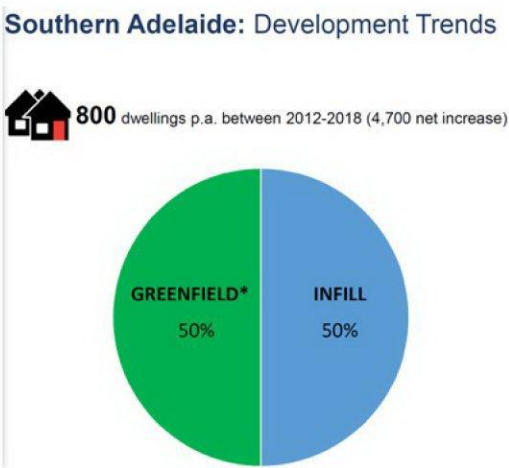
The Planning and Design Code will replace Development Plans across the state.

A suite of new Zones is proposed and two likely to apply growth areas will be:

- General Neighbourhood Zone
- Masterplanned Suburban Neighbourhood Zone

Both of these zones may allow some increased densities than currently policy in residential areas of Onkaparinga, and may provide capacity for additional growth through infill as a result

DPTI development monitoring



Residential development patterns from 2012-18 across metropolitan Adelaide show less than one third on new dwellings being built in greenfield settings.

In Southern Adelaide (including Onkaparinga) about half of the 800 new dwellings per year have been greenfield, with about half being infill residential.

These numbers can vary from year to year, especially when major greenfield land releases are marketed.

“Recent planning history, and development trends, also form part of the context to this Local Area Plan.”



*New detached housing on
sloping land at Hackham*

3. Technical Papers + Early Stakeholder Engagement

“Technical investigations in the following areas have informed the Local Area Plan:

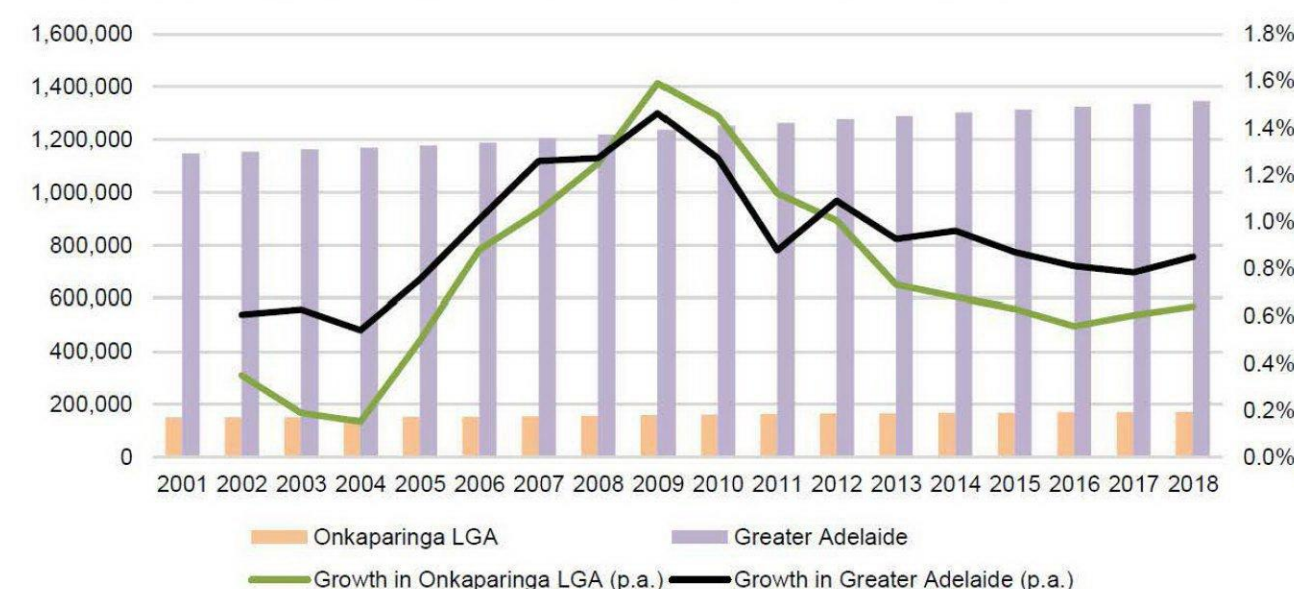
- **population and employment trends**
- **residential market and trend analysis**
- **existing and future infrastructure requirements**
- **strategic planning opportunities and scenarios”**

Population and Employment Trends Analysis (Macroplan, 2020)

Macroplan undertook a desktop analysis of population and employment trends of for the City of Onkaparinga study area. The key insights from the analysis are:

- _ From 2001-18 Onkaparinga LGA's population and workforce grew marginally slower than Greater Adelaide's (GA). ... average 0.8% per annum (vs 0.9% for GA) to 171,500 in 2018 while its working population grew at 0.7% pa to 81,000 in 2018.
- _ Based on population predictions by DPTI, Onkaparinga's population is projected to grow by 0.6% p.a. to about 191,000 by 2036 (0.8% p.a. for GA). This is approximately 22,000 new persons in the 2016-2036 period.”

Figure 1. Historical Population Growth in Onkaparinga LGA and Greater Adelaide, 2001-2018



Source: ABS Stat, 2020; macroplan, 2020

Opportunities

- _ Increase the population growth rate
- _ Projected rapid growth in professional, scientific and technical services jobs.
- _ Projected growth in health jobs, particularly in aged care
- _ Rezone the significant amount of vacant and under-utilised industrial land

Issues

- _ Slow population growth compared to Greater Adelaide
- _ Ageing population.
- _ Local jobs threatened by jobs moving offshore, automation and technology.

Residential Market and Trend Analysis (Connekt, 2020)

“A future housing demand trend across the Council area may be for more dwellings for one and two-person households.”

Number of persons usually resident in dwelling	Percent of Total		
One	24.8%	}	60.4%
Two	35.6%		
Three	16.4%	}	39.6%
Four	15.5%		
Five	5.6%		
Six or more	2.1%		
Total	100.0%		100.0%

Opportunities

- Over time increase the housing diversity of older suburbs through *infill* redevelopment of *medium density* housing.
- Small lot Torrens Titled housing.
- More choice of housing types to meet the needs of the high proportion of one and two person households

Issues

- Significant land parcels are owned by building companies who tend to not operate in the small lot housing market.
- Dominated by detached dwellings with three or more bedrooms
- Recent community response and stricter planning policies.
- Market and building economics preventing one- and two-bedroom dwellings from eventuating.



Engagement with community leaders and broader community

“An engagement approach seeking the active participation of community leaders, business leaders, influencers, and groups was developed.

The aims were to collaborate with the key stakeholders to identify and test a growth vision and priorities for the city.”

Responding to the Covid-19 pandemic, Community Leaders Forum #1 scheduled for 27th March 2020 was cancelled.

We promptly developed an alternate engagement approach making use of the online tools already used by the City of Onkaparinga.

Via the Your Say Onkaparinga engagement platform, a video presentation and online discussion with key stakeholders with held in March-April.

Participation in the online discussion forum was low with only three active respondents, however analytics from Your Say Onkaparinga tell us that 67 people visited the webpage.

Whilst participation was low, we can still make use of the commentary received, noting however the small representation of stakeholders.

Stage 2 of the engagement process involved consultation with the broader community on the draft LAP Report. This consultation occurred between 20 May 2020 through to 16 June 2020.

This involved a number of mediums, including Council's YourSay tool, online videos, social media, online forums, online surveys and email and hand written submissions.

Onkaparinga Looking Forward



Our community leaders discussion forums have closed. We'll come back to you soon with what we heard.

As our city continues to grow, planning for our future is essential!

As we look to the future, having more people living and working within the City of Onkaparinga brings both

opportunities and challenges.

The State Planning Commission and the City of Onkaparinga have joined together to deliver the Onkaparinga Local Area Plan (OLAP) which will act as a pilot for metropolitan growth management across South Australia.

We sought feedback from our community leaders on the best ways to accommodate residential and employment growth in our city into the future.

Whilst these discussions have closed, we've left up the [welcome](#) and [introduction](#) videos for background.



Project information (videos)



As a result of the engagement activities, there were:

- _ 253 people engaged through Facebook (likes, 58 comments and shares)
- _ 33 participants in the online forum
- _ 34 online survey responses
- _ 2 email submissions
- _ 6 handwritten letters
- _ 1 confidential submission

In general the concept of the Onkaparinga LAP was well received and many of the strategies identified received support. Strategies 1 and 7 were the most contentious.

A detailed summary of the engagement can be found within a separate “What we Heard” Report prepared by Becky Hirst Consulting.

Further consultation with key landowners, especially those who provided a submission to the draft LAP is planned by Council.

“agricultural land ...is scarce and highly valuable in Australia.”

“growth in quality, not quantity”

“a great shortage of really good quality medium density.”

“planning policy needs to be sufficiently flexible to respond to market demands and not be overly prescriptive”

“hoped for a city with minimal increase in population”

“Council needs to convey an attitude of being ‘open for business’”

“we should work at revitalising areas of Onkaparinga that were developed a long time ago around Noarlunga Centre, including Christies Downs and Christies Beach”

“Aldinga and Sellicks Beach are areas of high amenity which will be popular once released.”

“it is vital that the intention of the Character Preservation Act (McLaren Vale) is carried forward”

“future residential growth areas within the City of Onkaparinga have been identified in strategic planning documents for many years and it does not require revisiting”



*Parts of the future urban
lands at Sellicks Beach are
elevated and offer attractive
coastal views.*

4. Planning scenarios + infrastructure testing

“To better understand the potential benefits and possible impacts of a expanded population at Onkaparinga by 2040, nine different planning scenarios were devised.

These comprise three population scenarios, and three different ways of distributing the population around the city.

For each planning scenario, strategic infrastructure requirements were then assessed.”

For this project, planning scenarios have been used to test three different rates of population increase over 20 years

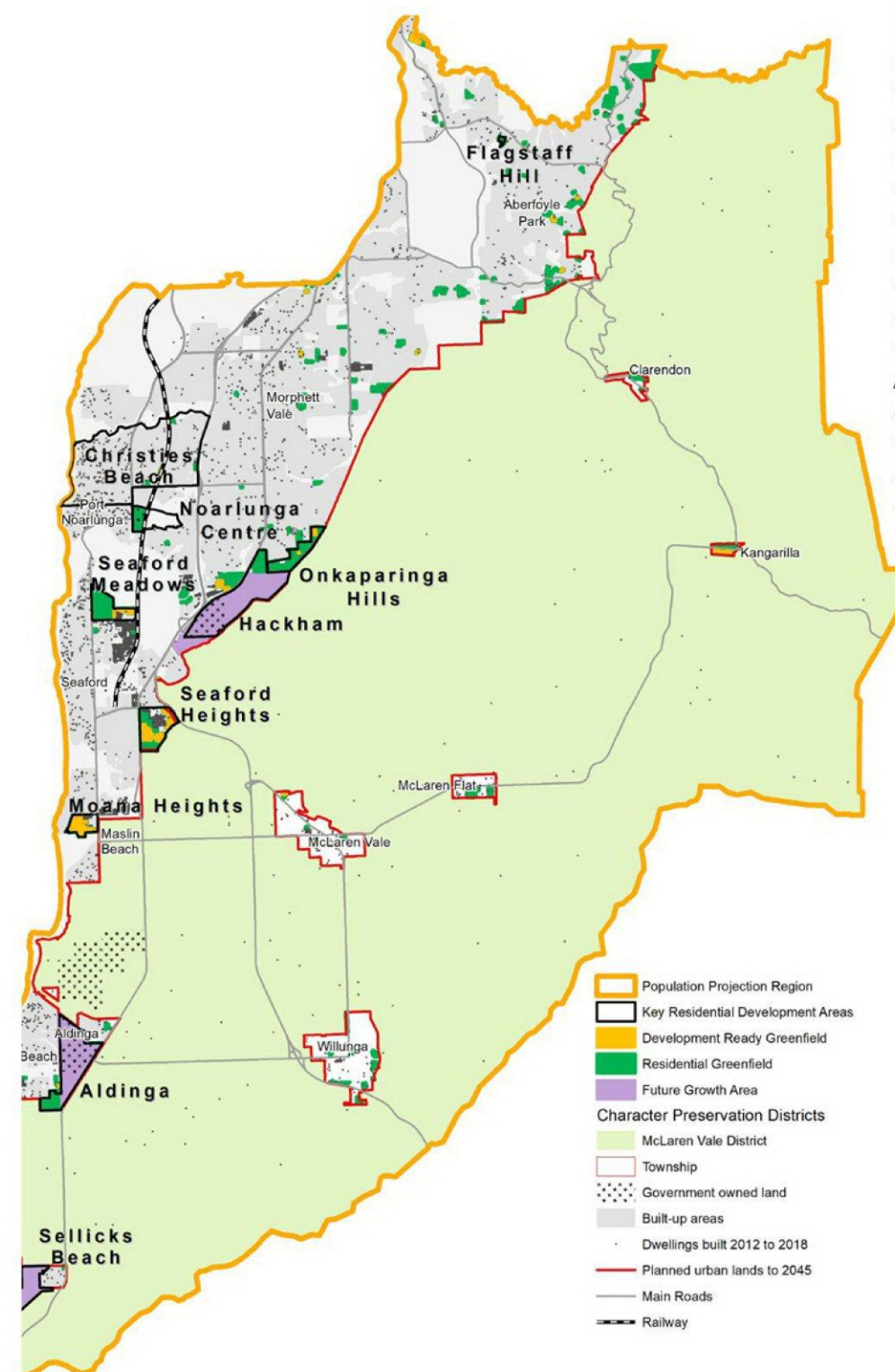
- _ 22,000 additional people by 2040 is a number similar to the State Government's most recent population projections, and reflects a slowing growth rate in coming years
- _ 30,000 additional people tests a higher amount of population growth
- _ 39,000 is a much higher population scenario, and has been taken from alternative population modelling produced for City of Onkaparinga.

Spatial distribution of people and jobs

The planning scenarios also test different ways in which population and employment might be distributed around the city, including

- _ ‘business as usual’, where the recent balance of *greenfield* and *infill* continues
- _ a higher emphasis on *infill* residential development to house future residents
- _ more *greenfield* land release and take up.

The planning scenarios have been assessed against strategic planning policies, infrastructure costs and complexity, and stakeholder and community values and interests, to inform the growth management strategies in this draft plan.



The great majority of land in the City of Onkaparinga is situated in the Character Preservation District, and is protected from urban development. Potential greenfield and infill development lands that have been previously identified in strategic planning are highlighted on this map (Source, DPTI 2020)

3 popn. scenarios

22,000 people

30,000 people

39,000 people

3 spatial distributions

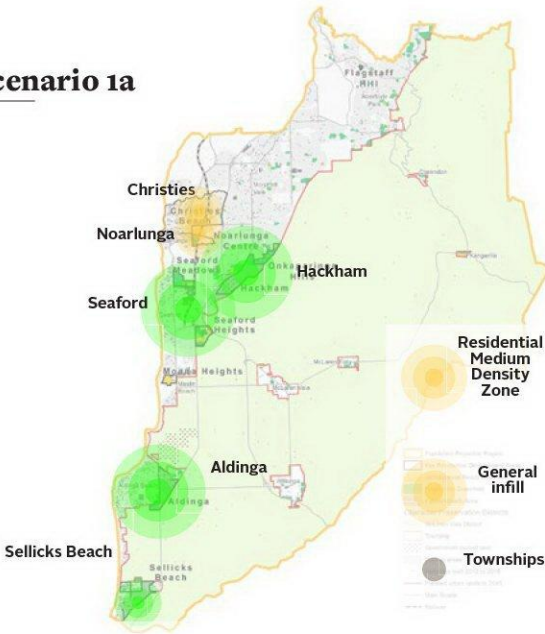
- 50% greenfield
- 45% infill
- 5% rural-townships
- (similar to now)

- 35% greenfield
- 60% infill
- 5% rural-townships
- (emphasis infill + renewal)

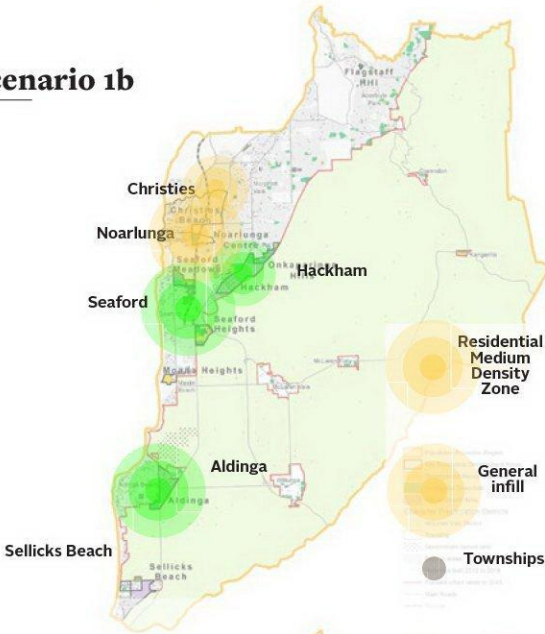
- 70% greenfield
- 25% infill
- 5% rural-townships
- (emphasis greenfield)

= 9 planning scenarios tested

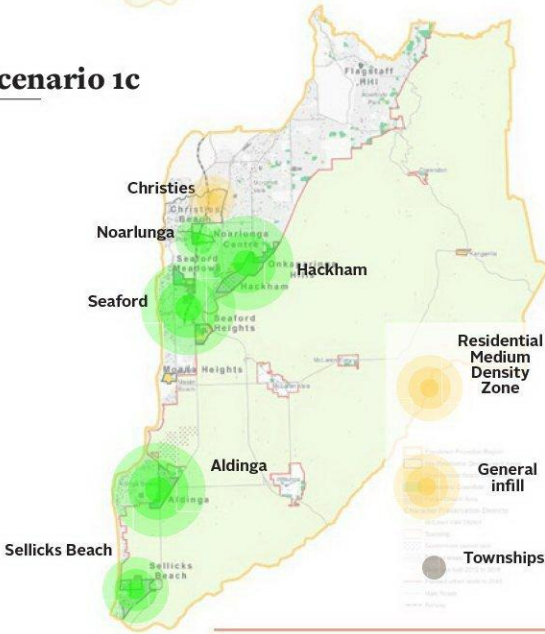
Scenario 1a



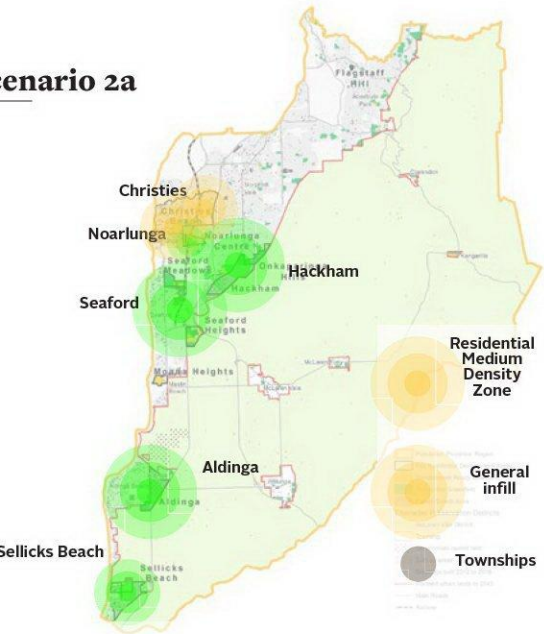
Scenario 1b



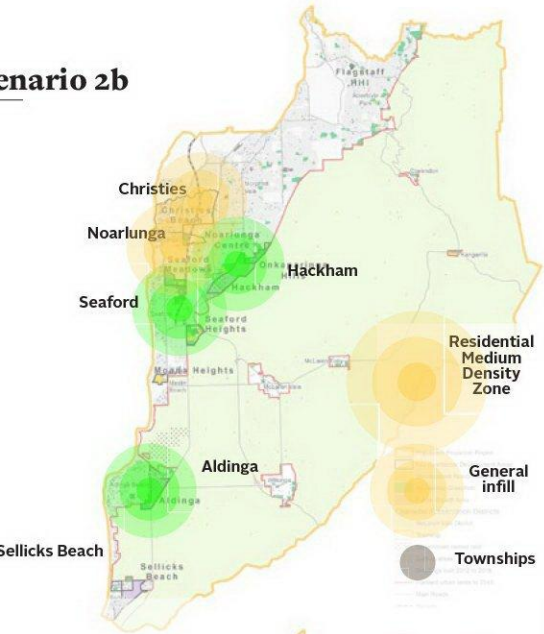
Scenario 1c



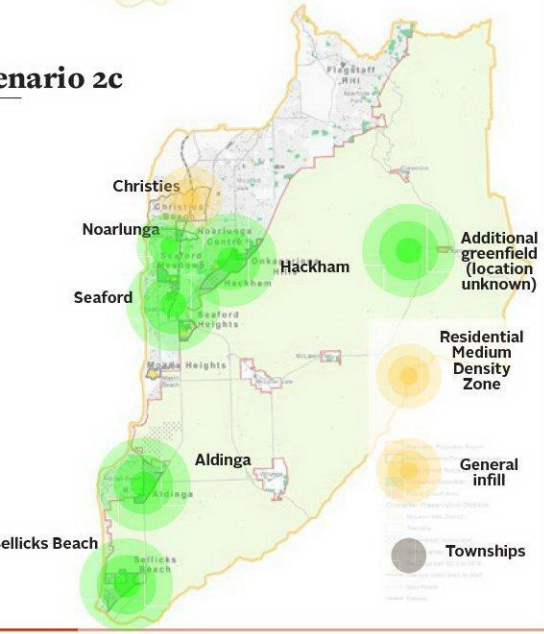
Scenario 2a



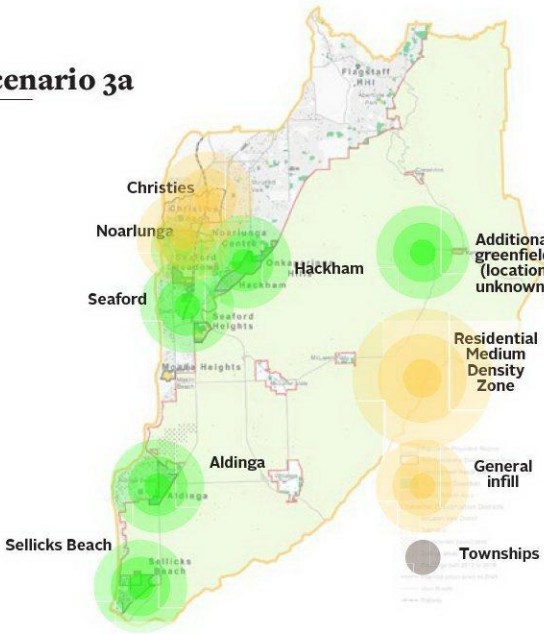
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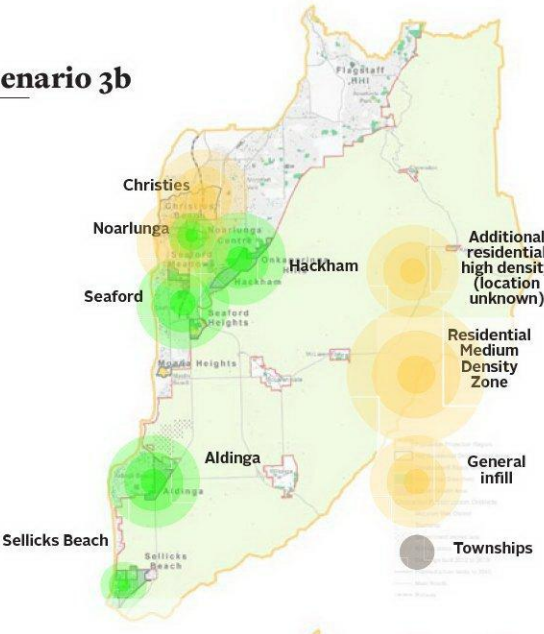
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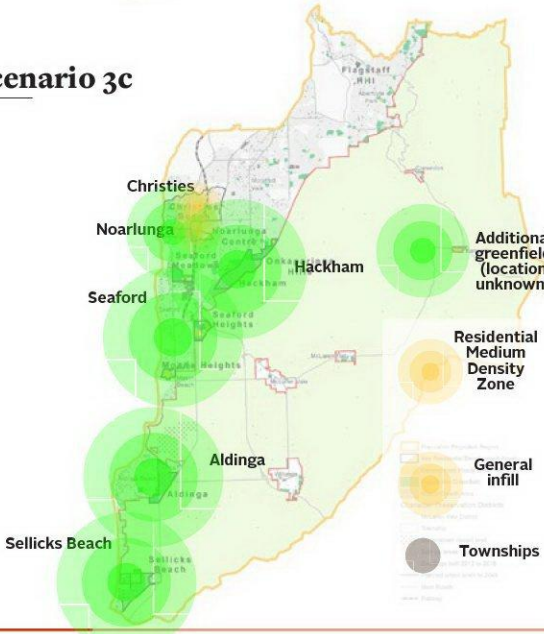
Scenario 3a



Scenario 3b



Scenario 3c



Observations

For detailed descriptions of planning scenarios and strategic infrastructure requirements please refer to:

- _ Background Paper Infrastructure Review and Infrastructure Matrix (Tonkin, 2020b)
- _ Onkaparinga LAP Summary of Planning Scenarios (Jensen PLUS, 2020b)

Some planning scenarios model short-term greenfield growth at Hackham, Seaford and Aldinga, with development at Sellicks Beach after 10-15 years

A greater emphasis on infill would mean that redevelopment at Noarlunga Centre and Christie Downs, for example, would be needed

With more emphasis on greenfield land than today (e.g. from 50% to 70%) we may run out of greenfield land before 2040

Higher population scenarios will require additional strategic transport infrastructure e.g. road widening, public transport upgrades

Additional Residential Medium Density Zoned land may also be needed after 10 years

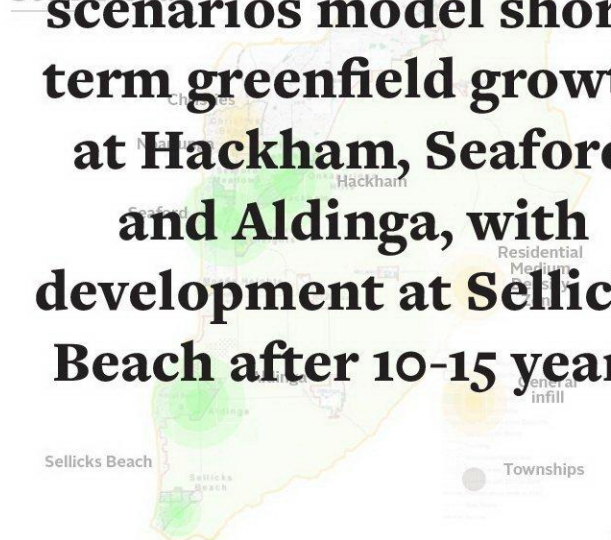
Townships and rural areas also provide modest opportunities for new dwellings and employment

High (39,000) population scenarios appear unrealistic based on demand projections, and would be hard to deliver on the ground

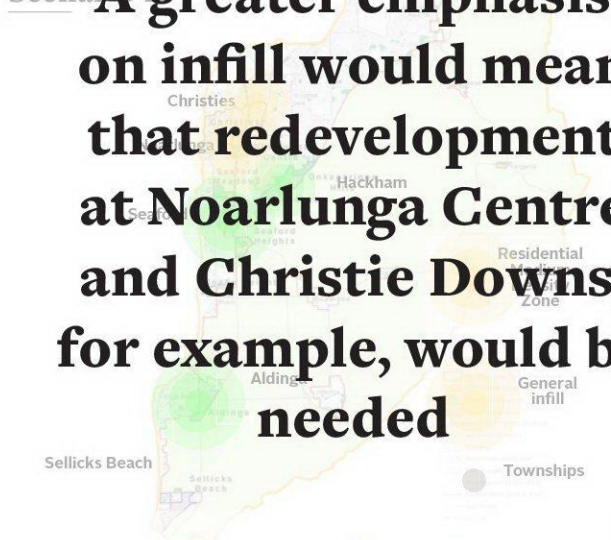
Strategic transport infrastructure upgrades are very expensive, and the need for these upgrades can be influenced by growth patterns

The highest population and greenfield scenarios suggest new greenfield lands be identified, or greenfield densities increased, neither of which is realistic or desirable

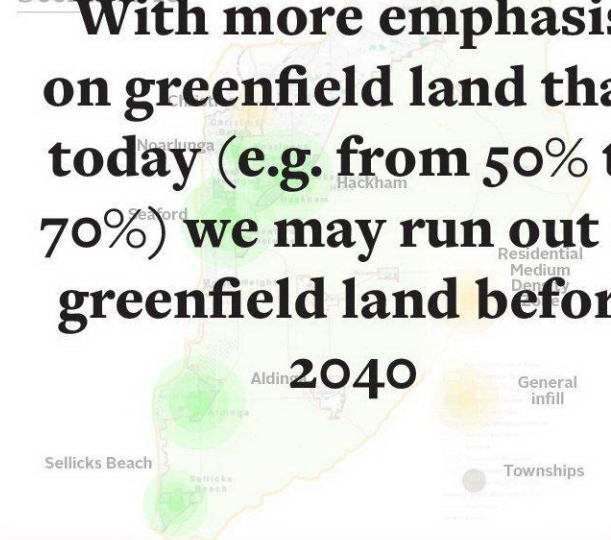
Scenario 1a



Scenario 1b



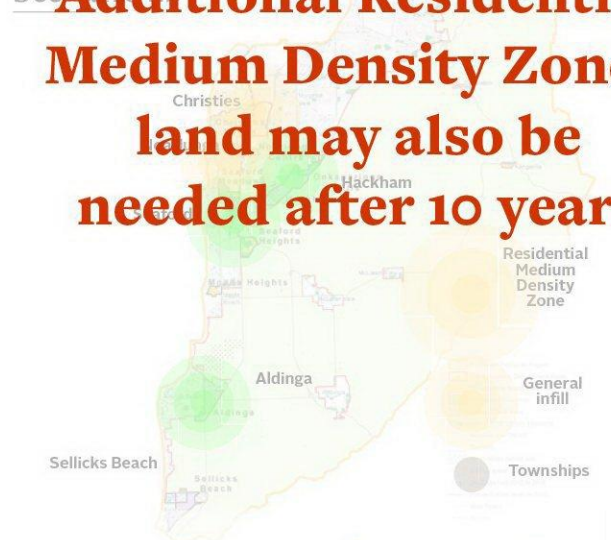
Scenario 1c



Scenario 2a



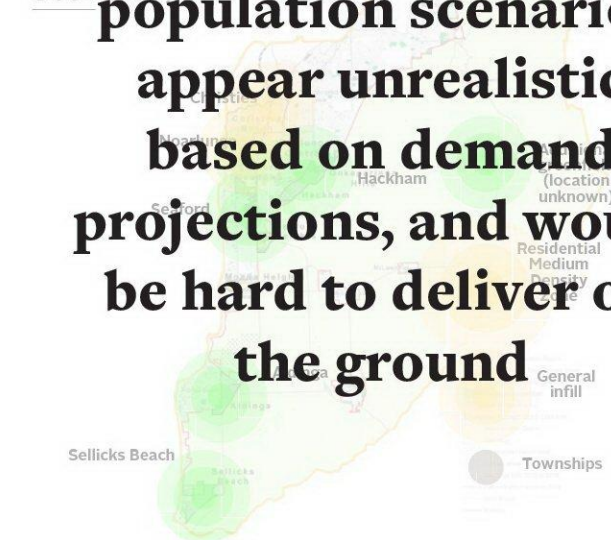
Scenario 2b



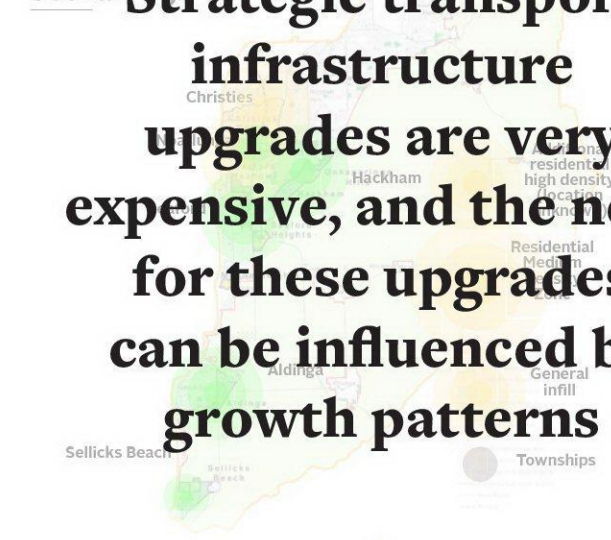
Scenario 2c



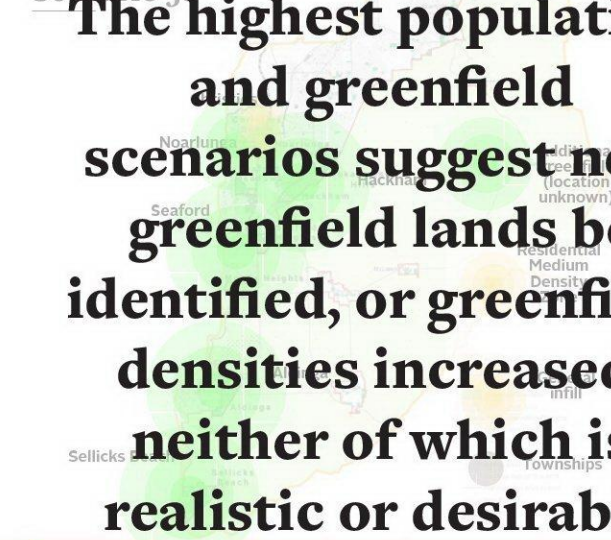
Scenario 3a



Scenario 3b



Scenario 3c





Hepenstal Road, Hackham, an access to residential growth areas and showing native roadside vegetation

5. Strategic Framework

“The Local Area Plan is not a statutory plan to be used in development assessment, but it does provide a strategic framework to guide future planning decisions and growth management activities.

As a pilot project, this Local Area Plan can provide a template for other areas, which might have a different growth management context and needs.”

We have proposed a strategic framework for the Onkaparinga Local Area Plan of 12 strategies, organised into four themes

**PLAN FOR
GROWTH**

**SHAPE OUR
CITY**

**DIVERSE
HOUSING +
LIFESTYLES**

**EFFECTIVE
+
EFFICIENT
INFRA-
STRUCTURE**

PLAN FOR GROWTH

1. Plan for and zone land for increased population growth of between 22,000 and 30,000 by 2040

Some uncertainty surrounds future population (and employment) growth. Investigations suggest that population projections of around 22,000 are influenced (in part) by a limited supply of new housing land in recent years. Anecdotal advice supports the view that a 'shortage' of land in the south has dampened growth, and that a reversal of this situation may boost new housing and population growth in the short term.

Very high population growth rates (>30,000) appear unlikely, requiring very rapid and sustained increases in population and in development activity.

Macro population and economic trends - at state, national and global levels - also impact Onkaparinga. At the time of writing, considerable uncertainty surrounds the Covid-19 pandemic, which is likely to reduce migration into Australia for a period, but could also result in return-migration of South Australians to Adelaide, or even from the city to its suburbs. We do not yet know the full effects.

An increase in population of 30,000 new residents by 2040 is plausible, but not certain, but planning to accommodate this population will have the benefit of providing increased (and well-planned) capacity to respond to stronger population growth, if it occurs.

Planning to this scenario would also provide an appropriate supply 'buffer' to account for vacant dwellings and development project delays, both of which can be expected. A lower rate of growth could also occur.

Action _ Commence rezoning investigations for greenfield residential land at Hackham and Aldinga to support planning scenario (other urban lands for 10 years being already zoned).

2. Provide appropriately zoned land for local employment growth and economic development

'While the working population is expected to grow by 0.5% per annum, it is expected that jobs in Onkaparinga will grow faster (at 0.9% per annum)' (Macroplan, 2020).

Employment and population change are closely related. The economic analyses and strategies considered by this study identify projected growth in professional, scientific, and technical services jobs. Other expected growth sectors include health and aged care due to the ageing population.

Council's economic strategy also emphasises small business, and the region's well-positioned tourism, food and wine industries.

From a land use planning perspective, these industry sectors do not create a significant new urban land requirement, and do not generate new land use conflicts as might other sectors such as large scale manufacturing and resources.

We also note a vacancy rate in employment land at about 20%, with another 10% occupied but not fully utilised, especially in locations such as Lonsdale. This continues to provide capacity in industry land.

Business and mixed use development opportunities at town centres including Noarlunga, Seaford, Aldinga, and traditional strip centres such as Morphett Vale are also generally supported by existing zoning. New opportunities for industry clusters at SWRWA and Port Stanvac can also be considered.

Action _ Monitor business trends and continue to refine zoning in centres and industry areas to respond to changing business needs.

3. Manage growth carefully to provide social and environmental benefits, alongside economic outcomes

Our desire for sustainable development requires a high prioritisation of social and environmental values, as well as economic objectives, in our planning decisions.

Current challenges as we plan our future include social isolation, cost of living, climate change, community well-being, and affordable housing. We are also aware that some recent residential developments in existing suburbs have caused community concerns about design, local amenity, and community cohesion. At the same time the community has sometimes raised concerns about housing forms and density in new housing estates.

Long standing concerns around the impact of urban growth on the environment, agricultural land and landscapes, resources and waste management, waterway health, and biodiversity also remain critically important.

A well-functioning and sustainable city responds to its community's wider social, environmental and economic needs and goals.

Action _ Consider and incorporate other strategic objectives including community well-being, economic development, environmental, climate change, and design when making planning decisions including rezoning, infrastructure, urban renewal and other planning policy changes.

SHAPE OUR CITY

4. Respect our coast, vines + hills landscape and lifestyle by growing within *previously identified urban lands*

The City of Onkaparinga enjoys a strong landscape setting, framed by hills and gorges, the world-renowned McLaren Vale, spectacular coastal cliffs and beaches, and the Onkaparinga River. With both natural landscapes and famed vineyards the city's landscape character offers natural and man-made qualities, providing a strong design framework for current and future urban areas which are home to most of the city's population.

Much of this valued landscape is sited within the 'Character Preservation District' (CPD), a planning overlay protecting the region's agricultural economy and landscape, and the heritage and lifestyles enjoyed within it.

New urban lands have previously been identified outside of the CPD, for example on the fringes of Hackham, Aldinga, and Sellicks Beach. Modelling of growth scenarios up to 30,000 new people by 2040 shows that growth within these locations is expected by 2040. With a balance of greenfield and infill residential development, additional urban lands will not be required. Staying within these lands helps minimise the impact on Onkaparinga's regional landscape setting.

Further protection of the region's character can be provided by ensuring new greenfield developments are well designed, that interfaces with other land uses appropriately considered, and visual impacts minimised. Best practice neighbourhood design should be prioritised to offer good local amenity to residents.

Action _ support well-designed greenfield growth areas at Hackham and Aldinga in the short term, with future development at Sellicks Beach, through appropriate zoning.

5. Encourage well-designed residential development in targeted suburbs and centres

Delivering a balance of infill, as well as greenfield, housing options is important to shaping a sustainable city. Recent trends show around 50% of new dwellings at Onkaparinga have been delivered in infill locations and forms.

A continuation of this trend supports the *30-Year Plan for Greater Adelaide's* target to focus the vast majority (85%) of new urban development in established urban areas. 50% is an appropriate achievement for Onkaparinga, an outer suburban area within metropolitan Adelaide.

Sufficient locations for infill development for the next decade are already zoned, and include Residential Medium Density Zone land, which is often close to local shops and community services, and public and active transport, making good use of existing infrastructure. Opportunities also exist for less intense infill development within other northern parts of the established urban area.

Town centres such as Seaford and Aldinga District Centres also provide infill opportunities including on vacant land, as do larger *urban renewal* opportunities such as at Christie Downs or Noarlunga Centre (see strategy 8.).

Well-designed *infill* development can help deliver housing diversity including affordable options, as well as positive urban design outcomes if accompanied by streetscape improvements like street tree planting and public realm upgrades.

Well-designed buildings can help make streets feel safer and more comfortable, and maintain neighbour amenity. Good design can help add vibrancy, rejuvenation and maintain community well-being in older areas undergoing change.

Analysis suggests additional *medium density* and/or *high density* residential land will be required to bolster supply after 10 years.

Action _ Encourage well-designed *infill* residential development through guidance, incentives, demonstration projects, and by trialling 'local design review' processes to improve design quality.

6. Grow + activate centres with people and housing to support vibrancy + economic opportunities

Ultimately towns and cities are places for economic and social *exchange*. And it is our town centres and local centres where much of this exchange occurs, in businesses, at shops, in community centres, and in streets and public places.

Some of Onkaparinga's centres have evolved from rural towns and villages, while others like Morphett Vale have developed along major roads. Onkaparinga also has a number of late 20th century planned town centres like Seaford, Aldinga, and the largest at Noarlunga.

More people and more activity at these places is desired to support local businesses, jobs and community development. One part of growing these centres is to encourage mixed use and residential development at some centres. This is something that zoning such as the Urban Activity Node Zone and Suburban Activity Node Zone in the Planning & Design Code already encourages.

Action _ encourage development and public investment that stimulates centre activity, including through ongoing centre planning and economic development initiatives.

See 'Shape Our City' _ A regional design framework for City of Onkaparinga on the following page for further discussion of desired form of the future city.

Note: 'Infill housing' is defined in the 30 Year Plan for Greater Adelaide as 'the development or construction of additional housing units into an existing subdivision or neighbourhood. These can be provided through the division of existing land or homes into multiple units or by creating new residential lots by further subdivision or boundary adjustments. Units may also be built on vacant lots.'

In practice infill residential development can refer to everything from small scale '1 into 2' land divisions or semi-detached houses, to townhouse developments, or apartments of different scales.

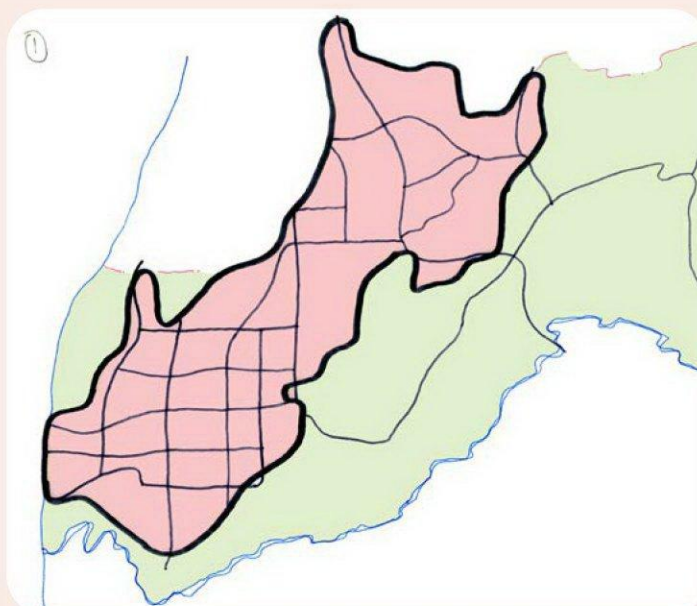


‘Shape Our City’ _ A regional design framework for City of Onkaparinga

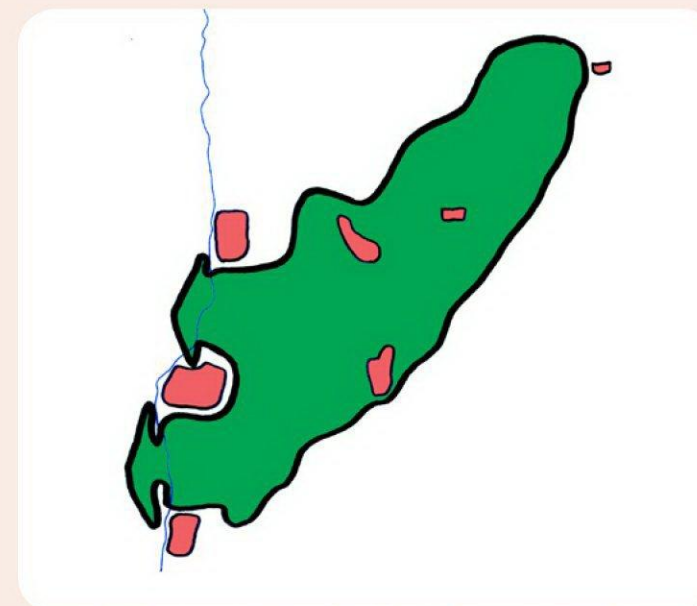
“The city’s exceptional landscape setting, especially evident in the south, provides a strong regional framework to shape the form of the future city.

Six design principles are defined. Together these can help understand the regional design context, and guide future planning decisions.”

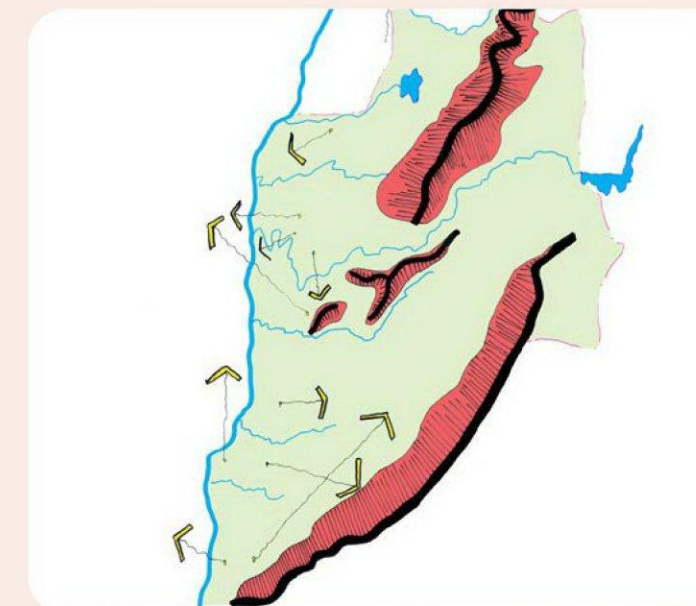
This design framework is informed by the detailed strategic narrative and policies outlined in the McLaren Vale Character Preservation District addendum to the *30 Year Plan for Greater Adelaide*, as well as the City of Onkaparinga Development Plan.



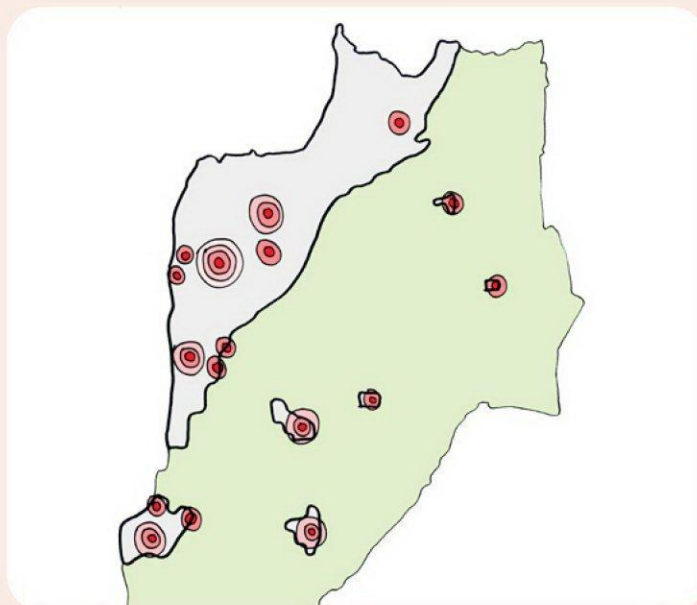
1. Suburban city north of Onkaparinga River



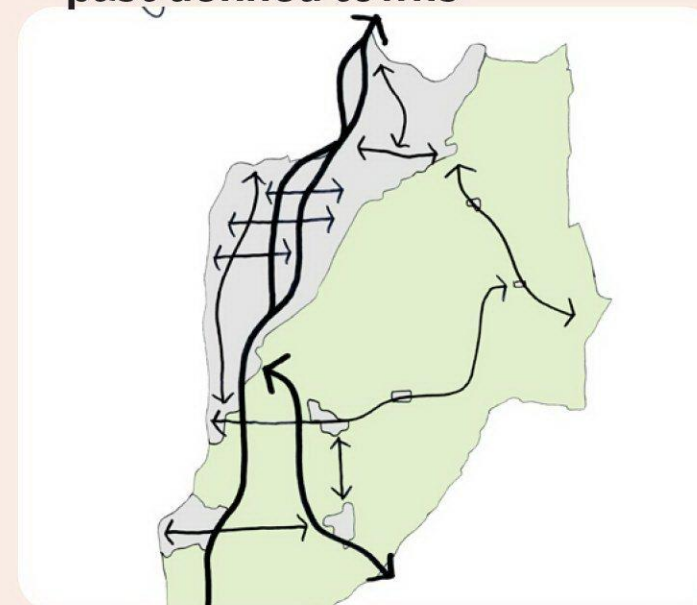
2. Willunga Basin in the south, connecting rolling hills to sea past defined towns



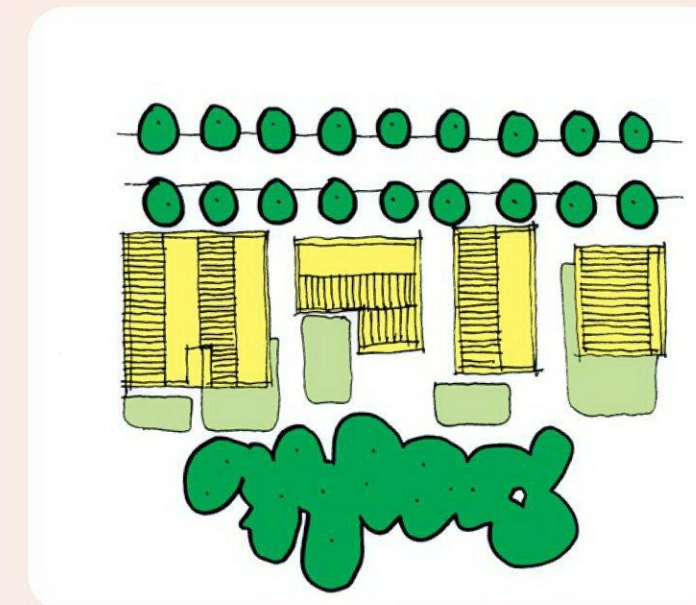
3. City of vistas, of gorges, rivers, coast and escarpments



4. Communities of townships, urban villages and modern centres



5. Local and regional connectivity



6. Well designed, greener developments

DIVERSE HOUSING + LIFESTYLES

7. Encourage multiple greenfield residential development fronts to increase choice

Onkaparinga's relatively large population and geographical area allows for multiple lifestyle opportunities even within the context of greenfield residential development.

Strong greenfield offerings north of the Onkaparinga River around Hackham and potentially Noarlunga can provide suburban housing opportunities close to established services, while southern locations around Seaford, Aldinga and later at Sellicks Beach can offer different lifestyles in more discrete communities close to beaches.

Multiple greenfield development fronts will be good for local competition, and may support an increasing growth rate, should assumptions about limited choice dampening rates in recent years be correct. More projects may also result in increased innovation in housing mix, design and choice, which can be further encouraged through active involvement in projects by Council or Renewal SA, for example, if desired to achieve specific aims such as demonstrating affordability or design quality.

At the same time, identified urban lands are finite, and a proposed balance between greenfield and infill reinforces that greenfield land be rezoned in a staged way in part so that greenfield land is not used up too soon, and not before the end of 2040.

Action _ Encourage diverse mix of housing in greenfield projects to meet community needs, through zoning, development assessment, incentives and demonstration projects.

8. Support key urban renewal opportunities by 2040, providing local and state leadership and investment where required

Strategic residential and mixed use redevelopment opportunities have long been identified at Christie Downs and Noarlunga Centre respectively. However, despite several master plans and initiatives, little development has occurred.

Both locations continue to present strategic opportunities for well-located new housing and lifestyle options, including affordable and specialist housing.

While major market-led redevelopment remains plausible by 2040 (by which time many buildings and infrastructure will be old), more rapid renewal is desirable to help accommodate planned population and employment growth, and for wider community benefits. This objective will require a more proactive approach by governments.

Action _ Partner with Renewal SA and SA Housing Authority to initiate a major urban renewal project at Christie Downs, where significant public housing and public land remains available.

Action _ Partner with landowners to encourage a staged and realistic strategy for the gradual renewal and mixed use redevelopment of Noarlunga Centre.

9. Support contextually designed new housing within townships, promoting *ageing in place* and social sustainability

New dwellings in townships like Willunga, McLaren Vale, McLaren Flat, smaller settlements, and in rural areas (on vacant rural allotments and where consistent with the CDP) is desirable to provide both replacement and new housing stock.

Specific opportunities for new housing to support *ageing in place* are particularly desirable and will inform the provision of future social infrastructure and services. New dwellings, and modest numbers of new residents, will help sustain these small communities.

Township and rural growth of around 30 new dwellings each year (in total) is likely, given the small numbers and some availability of vacant land in larger townships. There are also small scale redevelopment opportunities.

We know that townships are highly valued and that new development must be well-designed and contextual. In some places this will mean responding to local heritage and township character, and in other places more a reflection of contemporary peri-urban lifestyles and viticulture.

Action _ Support contextually designed new housing in townships and rural areas through development assessment, potentially including local design review, especially where supporting social sustainability.

EFFECTIVE + EFFICIENT INFRA- STRUCTURE

10. Sequencing of new urban lands must be integrated with strategic transport planning

Analysis of strategic transport infrastructure requirements (Tonkin, 2020), highlights the high relative cost of future road duplications and public transport upgrades, that will be needed or accelerated by urban development.

This is especially apparent in the south of the city, where a funded duplication of Main South Road to Aldinga (\$300m), may later be supplemented by a Main South Road duplication to Sellicks Beach (\$120m) and improved public transport interchanges and park and rides at Aldinga and Seaford (\$55m) to support high or rapid growth in the south. Other road upgrades such as additional capacity across the Onkaparinga River (\$60m) are also highlighted.

Strategic transport infrastructure projects like these are not wholly triggered by population growth, and have much wider benefits (and costs), but the high capital cost is noted, as is the funding obligation on higher levels of government.

Action _ Prioritise development from the north and as far south as Aldinga, to delay major transport infrastructure costs incurred from southern growth fronts, and to align with other strategies (i.e. 1, 4, 5 + 7).

11. Coordinate land use planning with priority trunk infrastructure such as water, sewer, power, local roads and other services by partnering with utilities + developers

Assessment of infrastructure needs for different growth scenarios in this study (Tonkin, 2020) also highlights *critical trunk infrastructure* upgrades that will be needed to enable different development fronts to proceed.

Examples include additional connection, pump stations and capacity to Aldinga Waste Water Treatment Plant (\$7m) to support Aldinga and/or Sellicks Beach growth, and future duplication of Seaford Road (\$20m) to support projects around Seaford.

Many trunk infrastructure upgrades are developer and/or utility funded and initiated, but others such as local transport network improvements and some water or sewer augmentations may involve Council and sometimes community charges.

Action _ Investigate opportunities to establish Infrastructure Schemes for priority growth areas under the *Planning, Development and Infrastructure Act 2016*. Partner with utilities and developers on a pilot scheme at Aldinga.

12. For established areas undergoing change, plan for local and community infrastructure needs such as stormwater, greening, local streets, active transport, open space + community facilities

If done without good planning, additional dwellings and residents in established suburbs can put pressure on local street access and on-street parking, can reduce tree canopy and biodiversity, and overload older stormwater networks, local open space, footpaths and cycleways (if available at all).

As well as physical infrastructure needs, changes to existing areas must also be done with a view to maintaining community health and well-being, and community cohesion, and preserving the lifestyles and environmental values enjoyed by locals.

If planned properly, infill residential development also provides an ideal opportunity to implement the staged renewal and upgrade of local community assets, including social infrastructure.

Action _ Council to investigate neighbourhood, suburb or catchment scale planning of local infrastructure and placemaking improvements to support infill residential and existing communities, beginning with a pilot project (e.g. at Christies Beach, Morphet Vale or Seaford).

Implementation, guidance and monitoring

“The local and State Government partnership and leadership shown in preparing this Local Area Plan is commended.

Of equal importance will be ongoing collaboration to ensure strategies are followed through, and individual planning decisions remain aligned.”

Council and State Planning Commission to lead and monitor implementation

Different models exist to ensure that the Local Area Plan strategies are used in decision making, and that they remain relevant and responsive to strategic and community objectives.

For example, some other states employ local-State ‘Regional Planning Committees’ as a formal, yet advisory, mechanism to monitor, review and guide the implementation of strategic planning initiatives not dissimilar to this Plan.

Other less formal mechanisms could also be employed to ensure regular updates, advice and encouragement is offered to all those involved in implementing the Plan’s objectives (whether government, community or business stakeholders).

Action _ Establish an implementation mechanism or group, with appropriate terms of reference, to monitor, review and guide the implementation of the Local Area Plan.

Action _ Monitor outcomes of the Local Area Plan and review for consistency against relevant targets and actions in State, Regional and Council Strategic Plans.

Action _ Undertake five-yearly reviews of the Local Area Plan, potentially in coordination with regional plan and EFPA review cycles.



Appendix 1 _ Four planning scenarios for City of Onkaparinga in 2040 that illustrate potential growth outcomes

Some infill residential designs have only provided limited landscaping and tree cover, which recently planning policy changes aim to address.

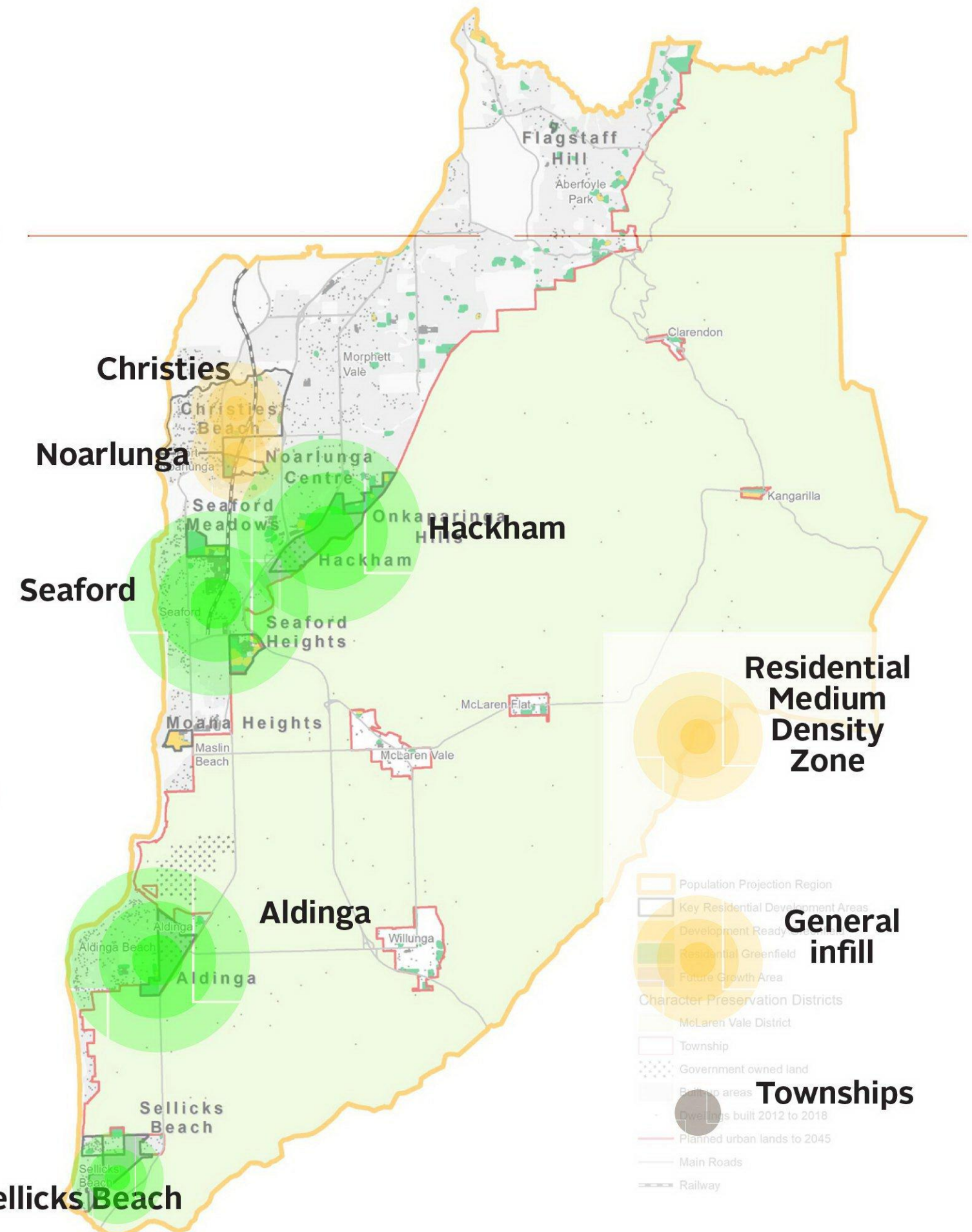
Scenario 1a

- 22,000 population
- 10,476 dwellings
- 50% greenfield (5,238)
- 45% infill (4,714)
- 5% townships/rural (524)

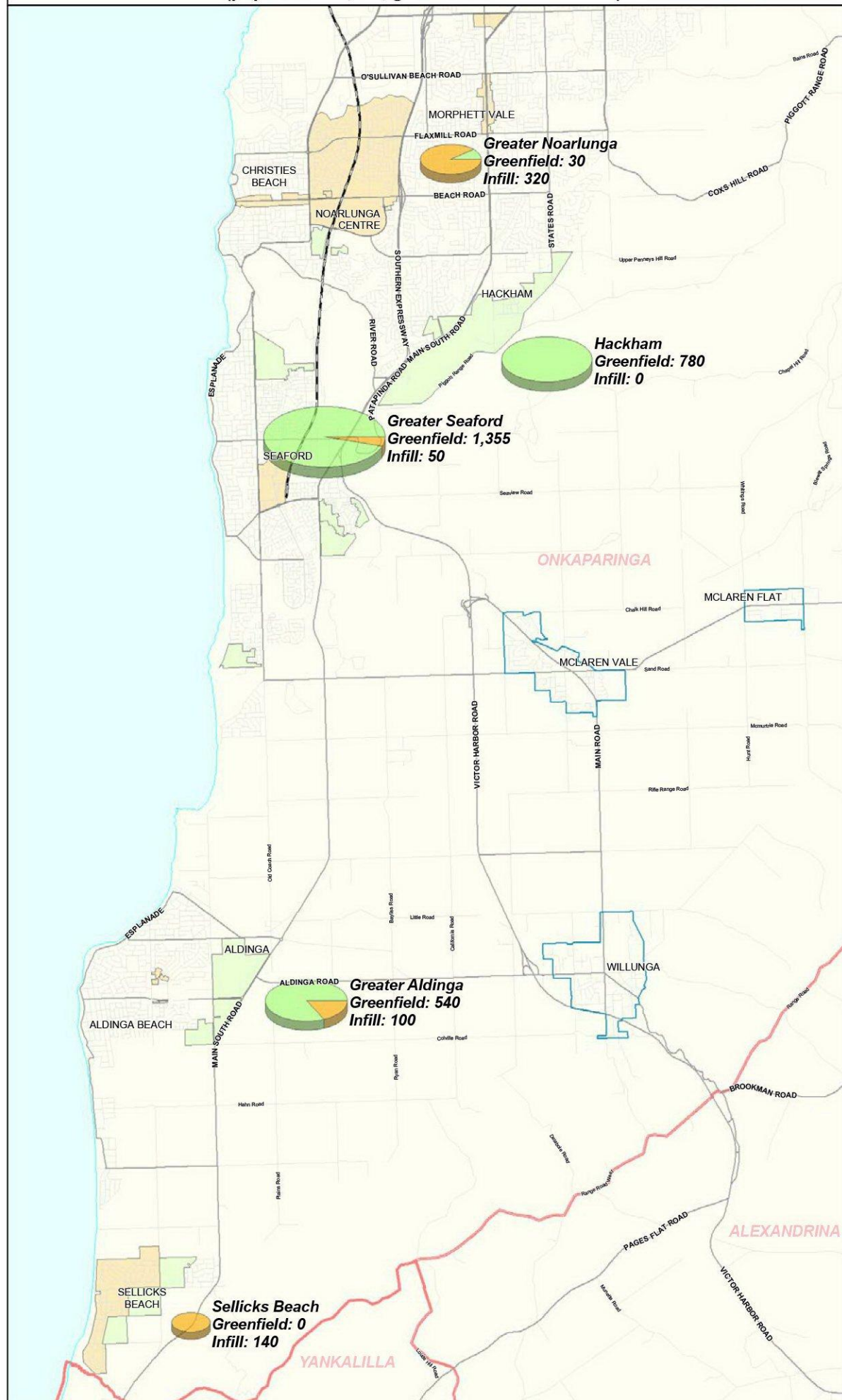
“This planning scenario continues existing trends of population growth and greenfield/infill distribution. It is plausible and consistent with the strategic framework.

Significant greenfield growth at Hackham, Seaford, Aldinga, with modest growth at Sellicks Beach commencing at 15 years.

Significant infill growth in Res Medium Density Zone, and general infill. Modest growth at Christies, and at Noarlunga Centre after 15 years.”

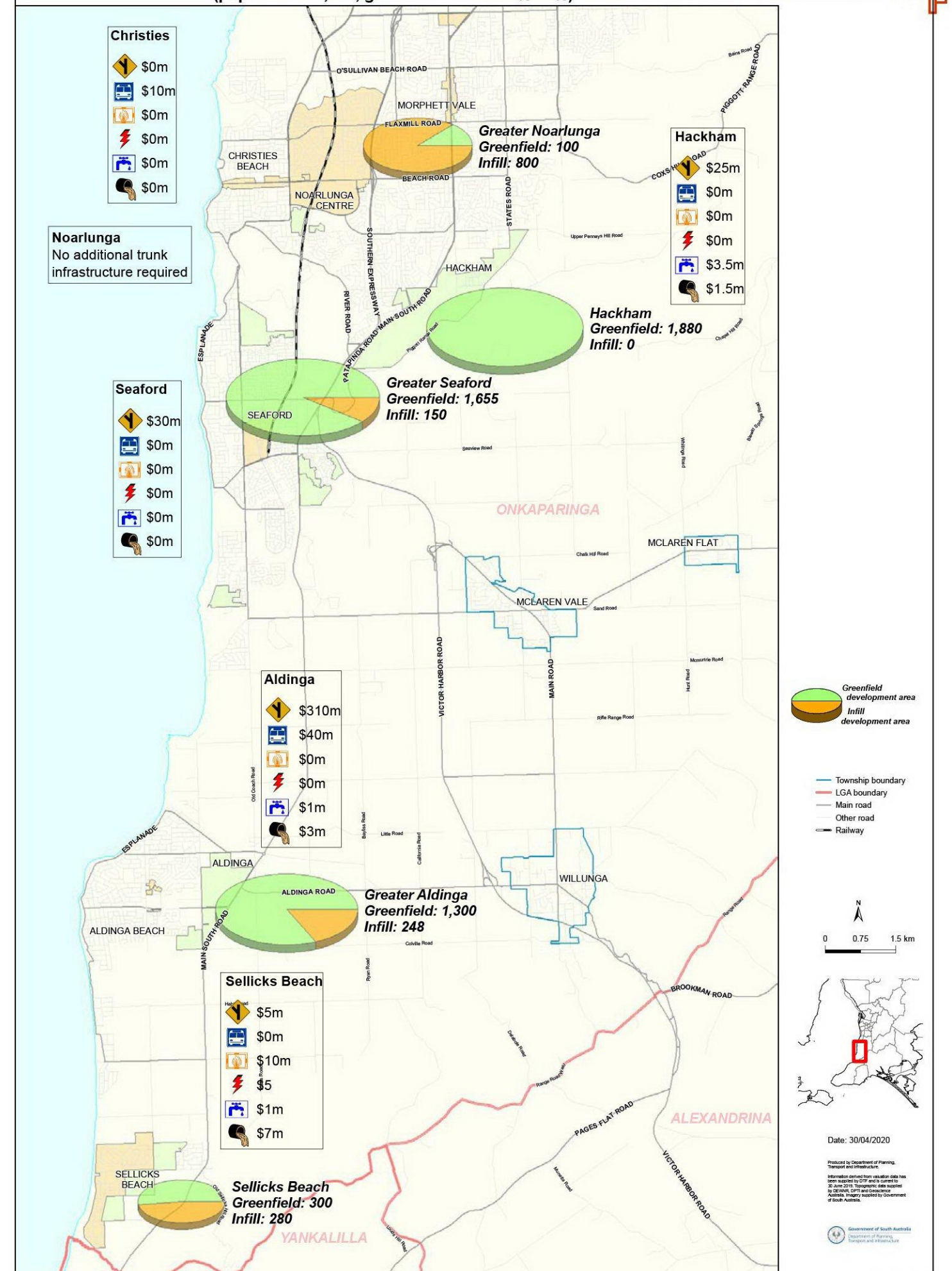


Onkaparinga growth scenario – base case - 10 years (2020-30)
(population 22,000, greenfield/infill = 50%/45%)



Onkaparinga growth scenario – base case - 20 years (2020-40)
(population 22,000, greenfield/infill = 50%/45%)

Onkaparinga Local Area Plan



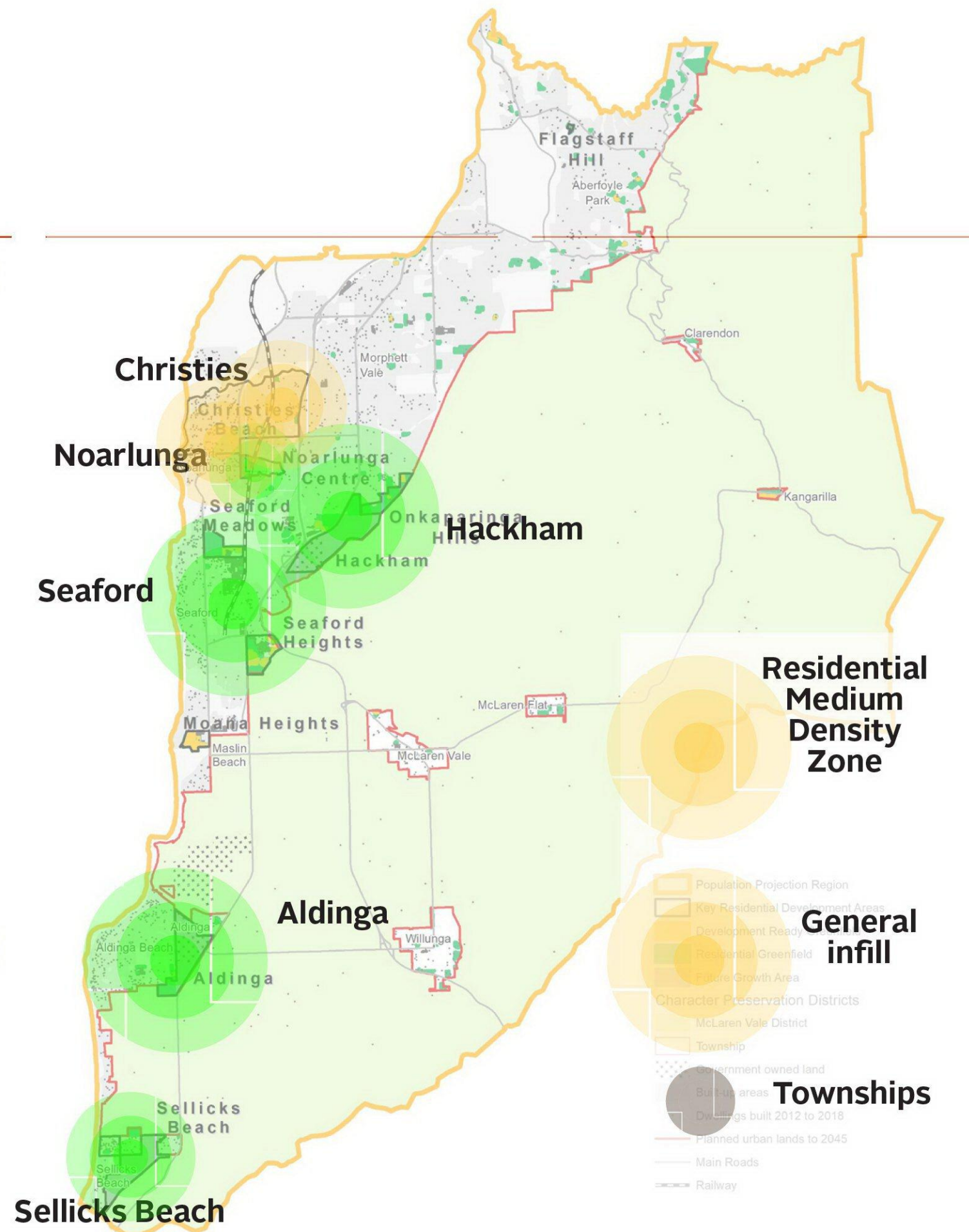
Scenario 2a

- 30,000 population
- 14,286 dwellings
- 50% greenfield (7,143)
- 45% infill (6,429)
- 5% townships/rural (714)

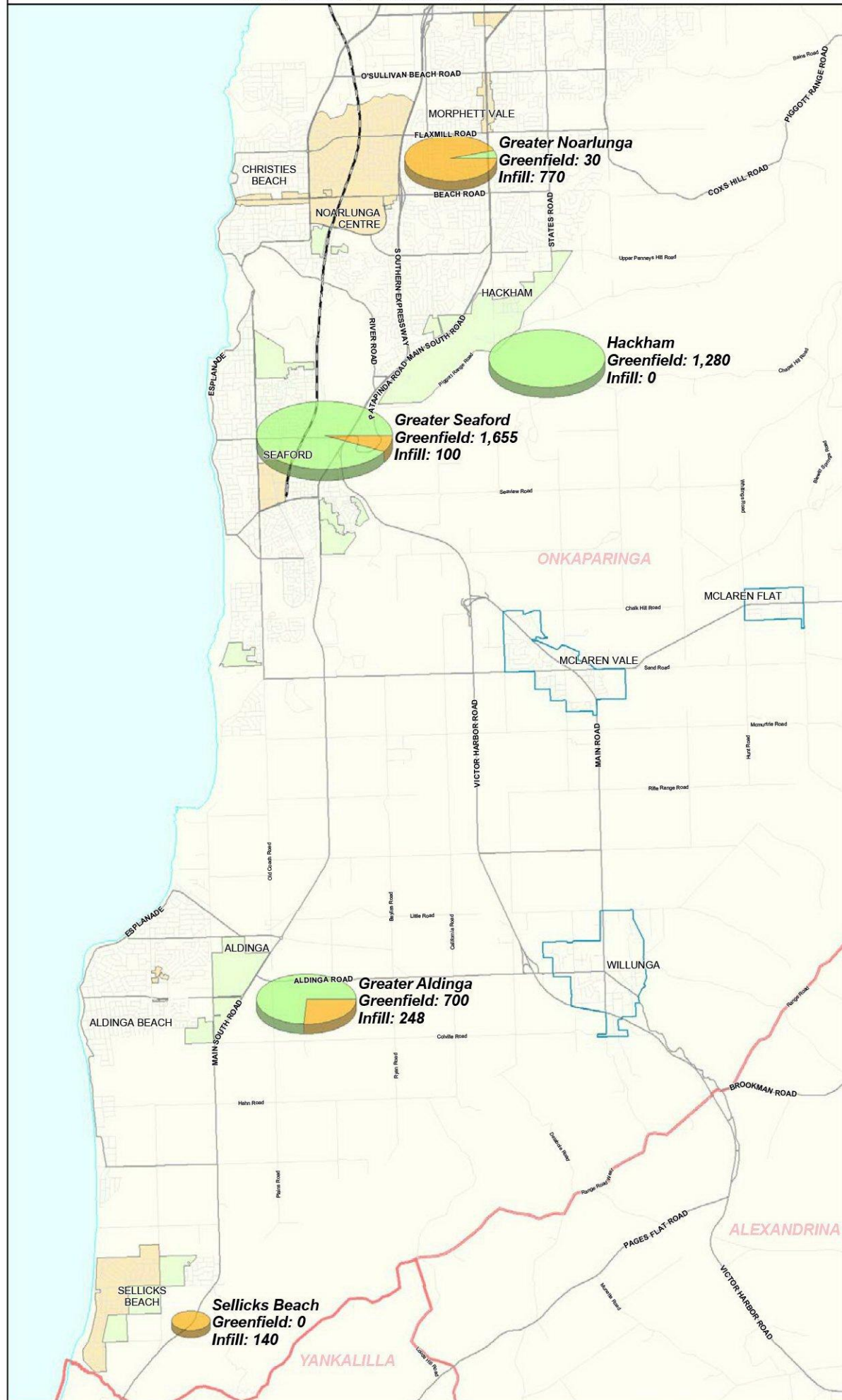
“Scenario 2a maintains a greenfield/infill balance but with a higher overall population increase. Consistent with the strategic framework.

Significant greenfield growth at Hackham, Seaford, Aldinga, with modest (greenfield) growth at Noarlunga and Sellicks Beach commencing at 10 years. (Similar 1c)

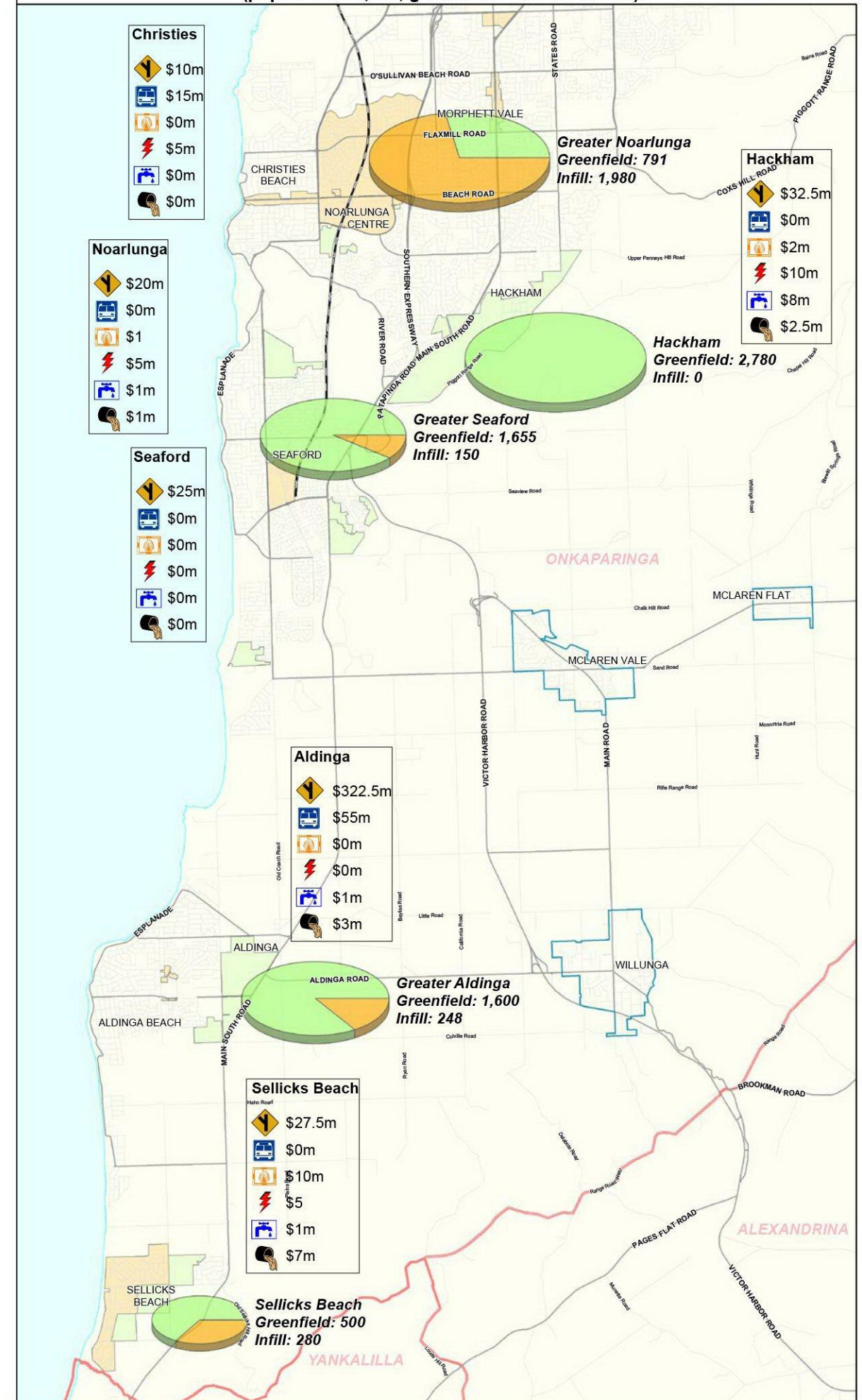
Moderate infill growth at Christies and Noarlunga Centre. Significant infill at Res Medium Density Zone, and general infill.”



Onkaparinga growth scenario – high growth - 10 years (2020-30)
(population 30,000, greenfield/infill = 50%/45%)



Onkaparinga growth scenario – high growth - 20 years (2020-40)
(population 30,000, greenfield/infill = 50%/45%)



Scenario 2b

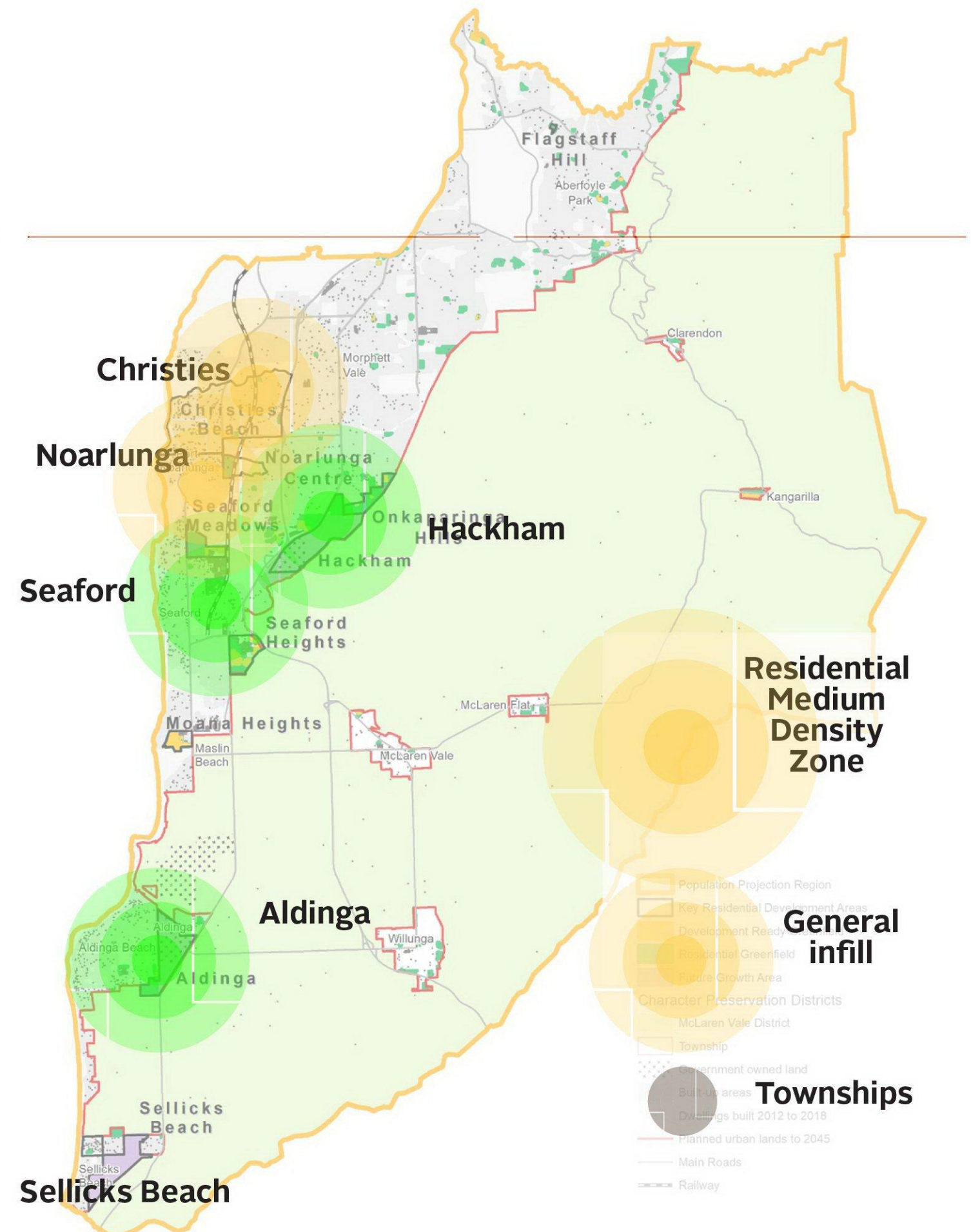
- 30,000 population
- 14,286 dwellings
- 35% greenfield (5,000)
- 60% infill (8,571)
- 5% townships/rural (714)

“Scenario 2b examines a greater emphasis on infill residential (whether due to market preference or planning policy or both).

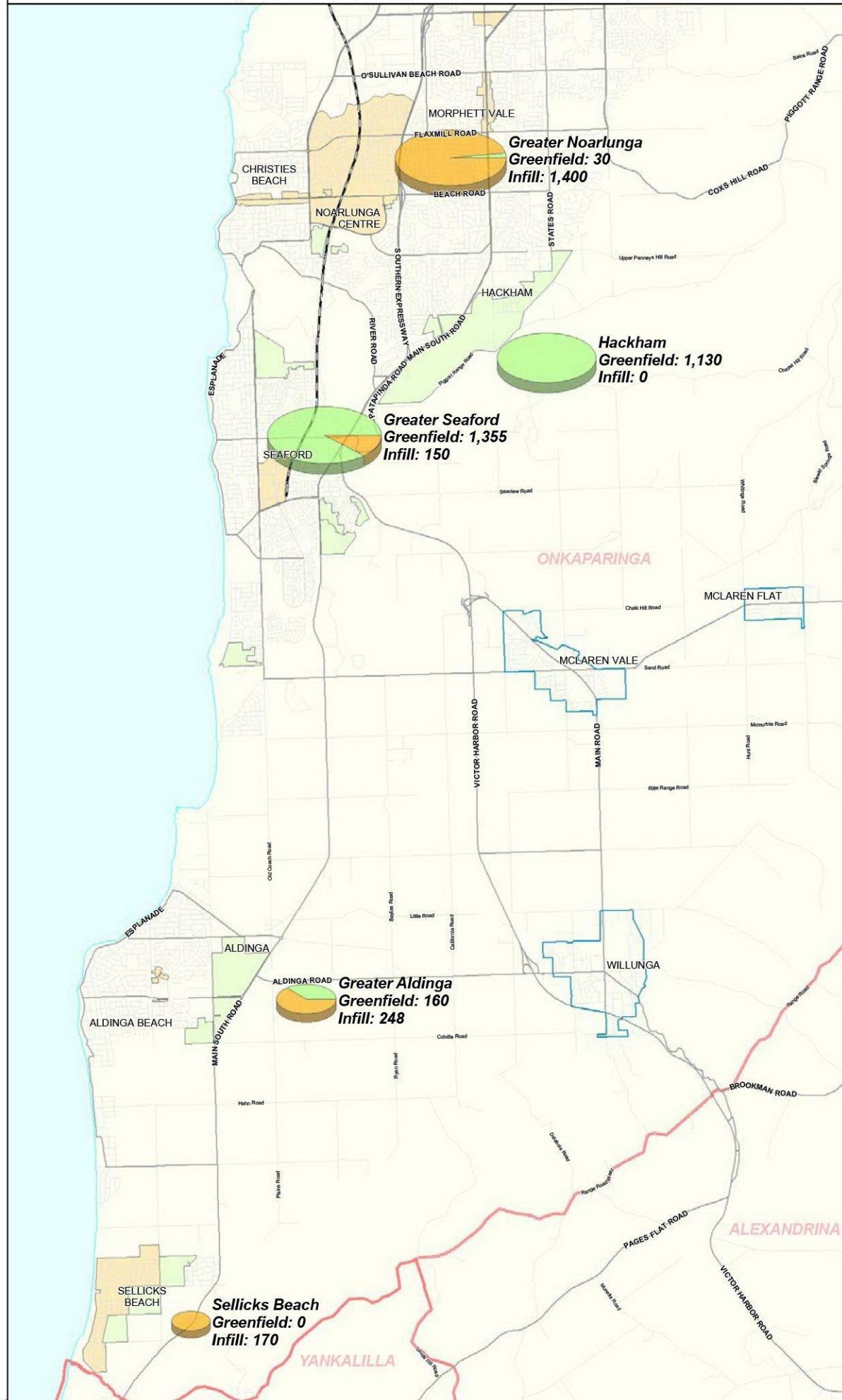
Significant greenfield growth at Hackham, Seaford and Aldinga only.

Significant infill growth at Christies and Noarlunga Centre. Significant infill at Res Medium Density Zone, requiring additional land, and general infill.

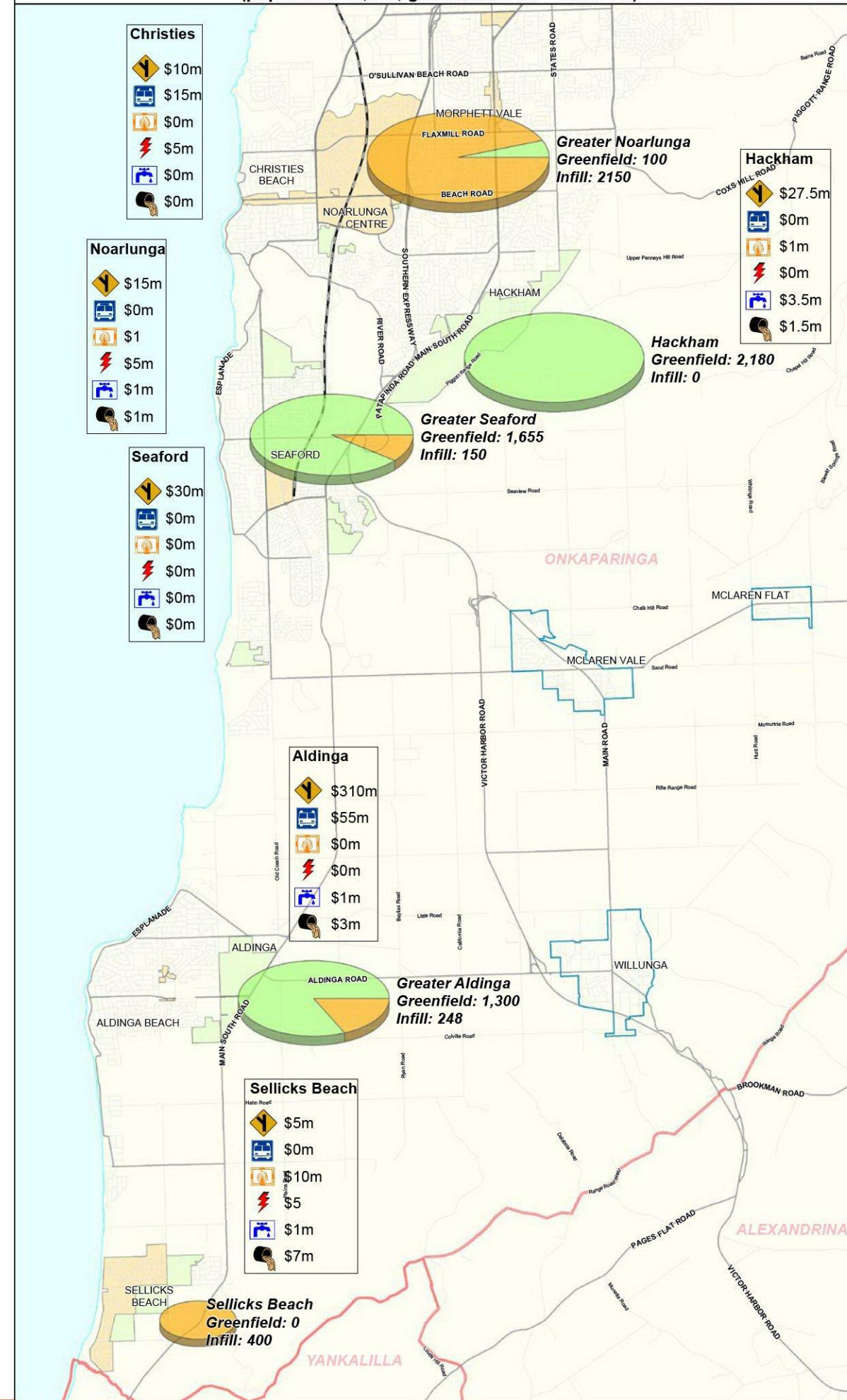
2b is consistent with the strategic framework, and is plausible, but requires action at key infill location in the short term.”



Onkaparinga growth scenario – high growth - 10 years (2020-30)
(population 30,000, greenfield/infill = 35%/60%)



Onkaparinga growth scenario – high growth - 20 years (2020-40)
(population 30,000, greenfield/infill = 35%/60%)



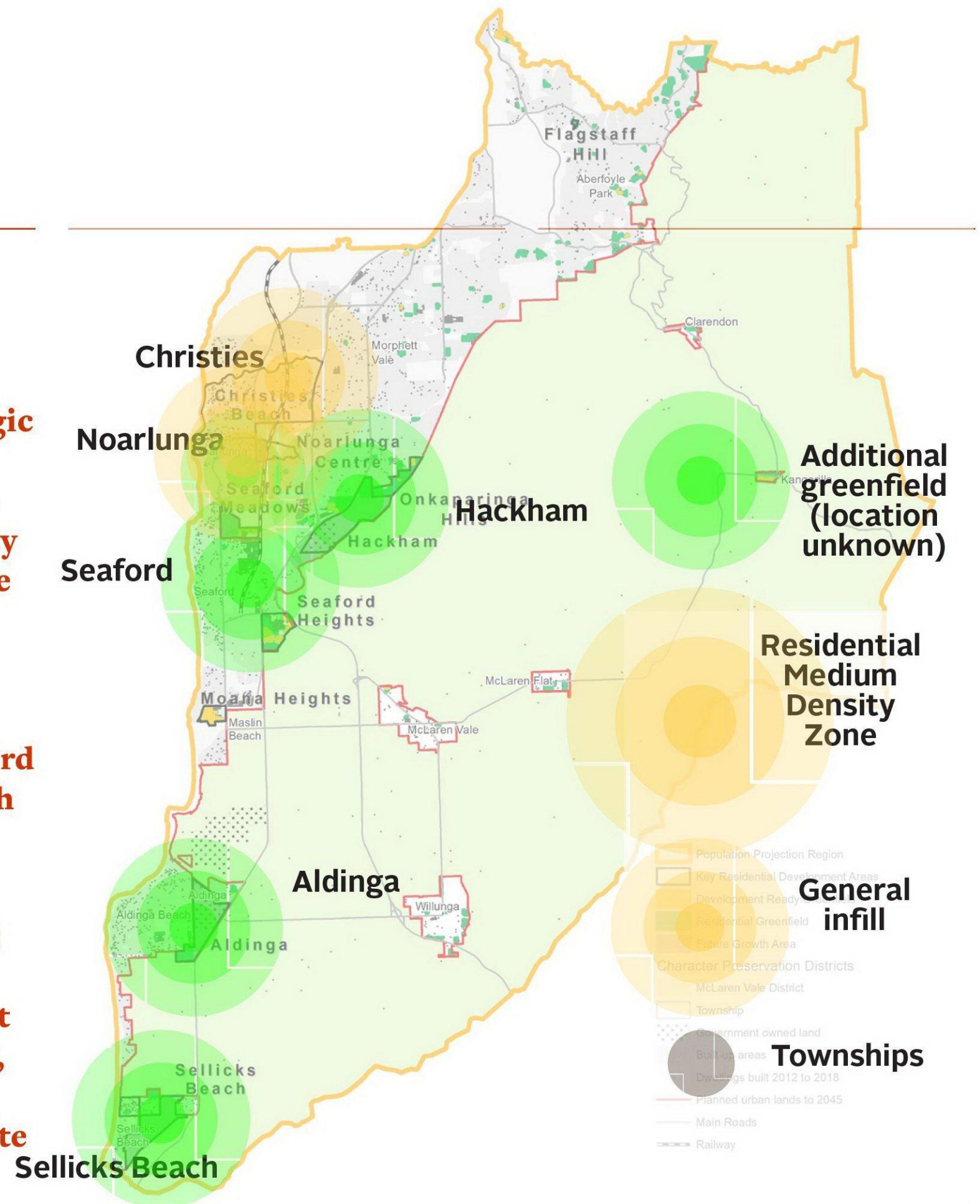
Scenario 3a

- 39,000 population
- 18,571 dwellings
- 50% greenfield (9,286)
- 45% infill (8,357)
- 5% townships/rural (929)

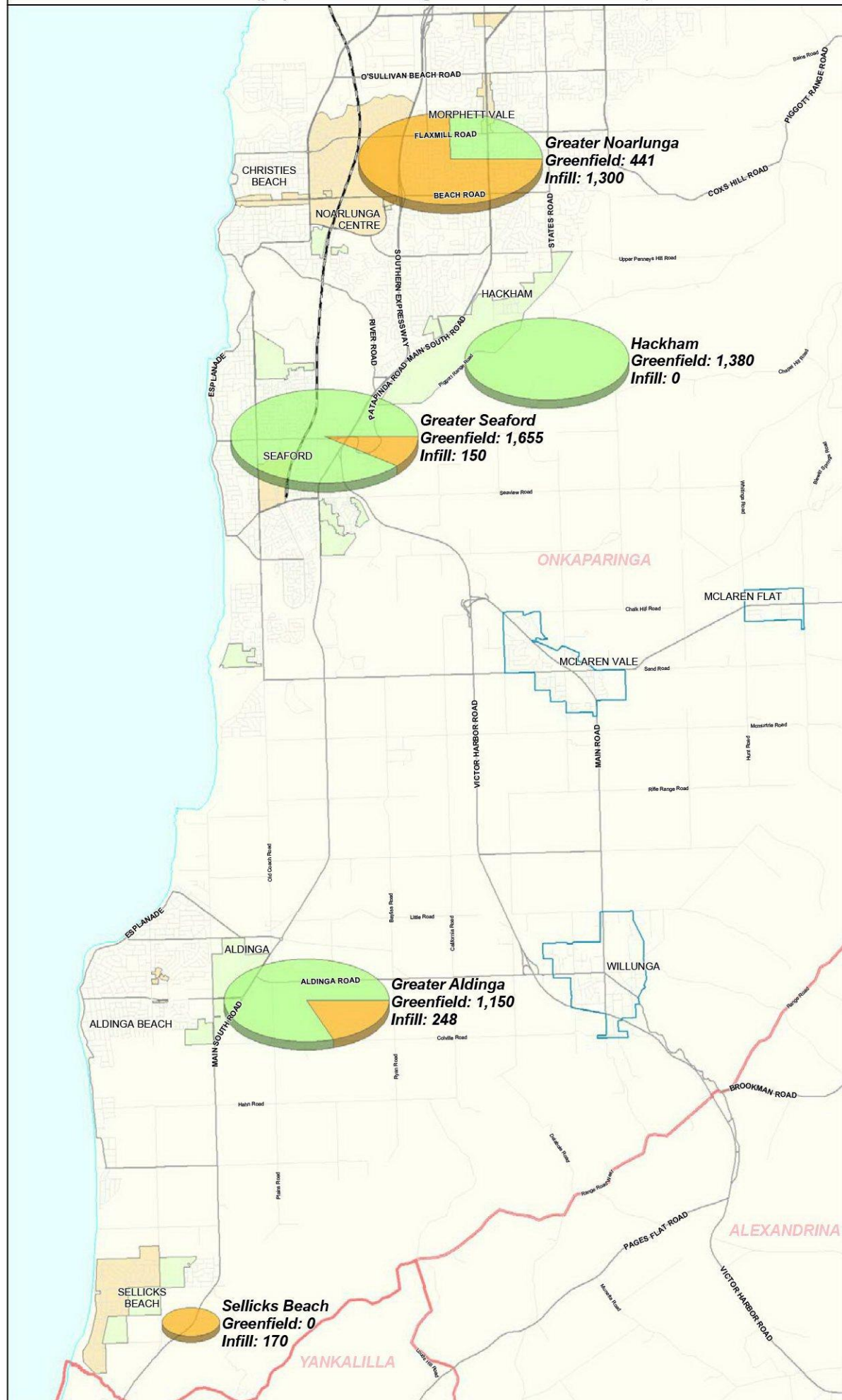
“Scenario 3a illustrates a higher increase in population growth, and is not likely. 3a is not consistent with the strategic framework, requiring additional greenfield land (however increased density could alternatively provide additional dwellings).”

Moderate greenfield at Noarlunga, significant growth at Hackham, Seaford and Aldinga, Sellicks Beach and additional greenfield location(s).

Significant infill growth at Christies and Noarlunga Centre. Significant infill at Res Medium Density Zone, requiring additional land, and general infill. Moderate township growth.”

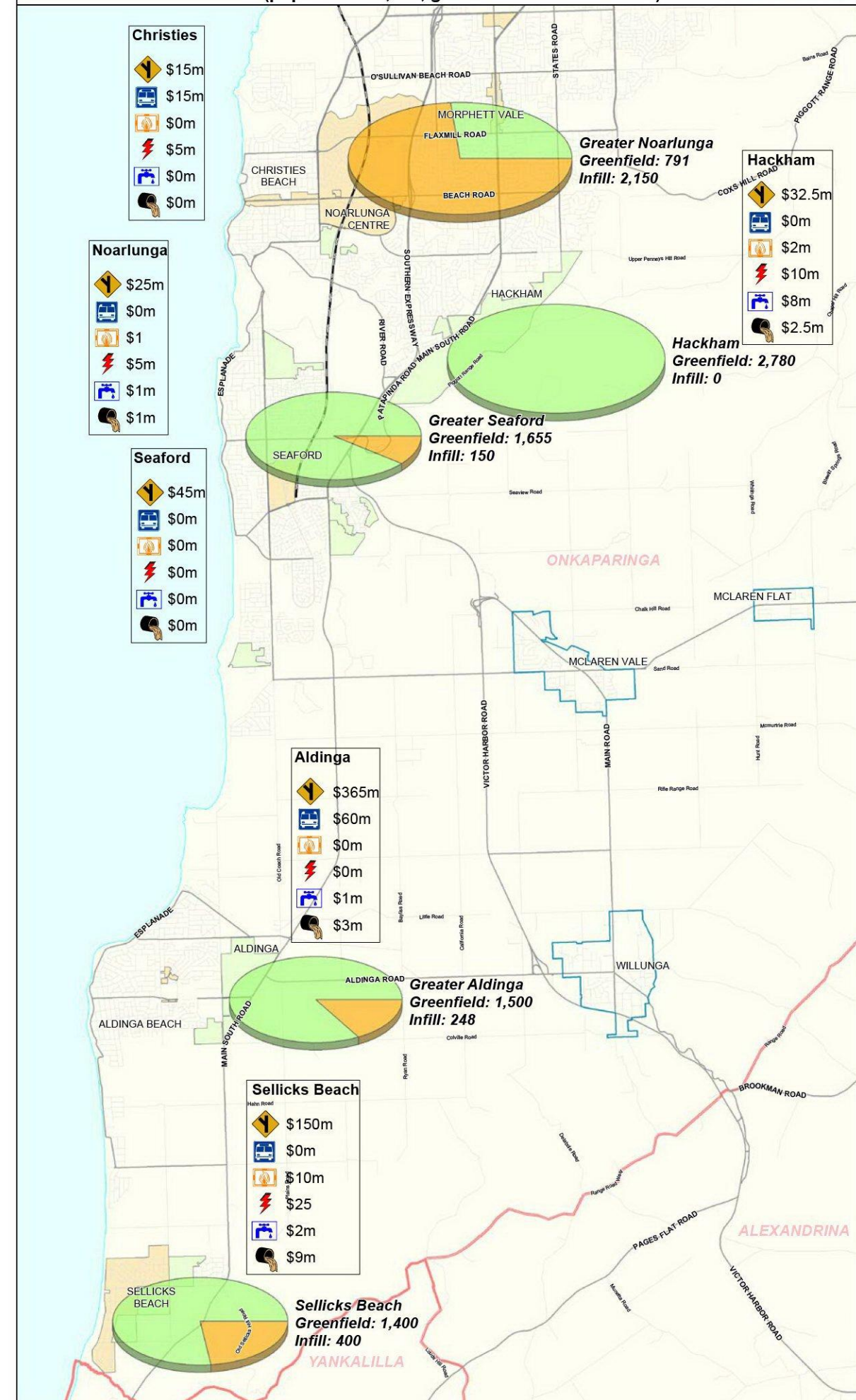


Onkaparinga growth scenario – very high growth - 10 years (2020-30)
(population 39,000, greenfield/infill = 50%/45%)



Onkaparinga growth scenario – very high growth - 20 years (2020-40)
(population 39,000, greenfield/infill = 50%/45%)

Onkaparinga Local Area Plan



Appendix 2 _ Glossary of terms



Ageing in Place

A concept of the provision of housing and necessary support services for the elderly to remain in their existing homes or neighbourhoods. The concept requires diversity in housing stock that suits the needs of elderly residents and supports maintaining existing family, friend and community connections.

Broad-hectare land

Land is classified as broadhectare if it is residentially zoned (including mixed use zones), greater than 4,000 square metres, and satisfies certain land use and ownership criteria. These criteria are used to identify land with a reasonable long-term probability of being available for urban development.

Character Preservation District

A gazette area declared under the Character Preservation (McLaren Vale) Act, 2012 for the purpose of:

- _ protecting rural, landscape and environmental areas from urban encroachment
- _ encouraging consolidation within the existing urban footprint and renewal of existing urban areas
- _ ensuring that any expansion of the urban footprint is made transparently and is based on agreed evidence.

The District form part of the Environment and Food Protection Areas established within the Planning, Development and Infrastructure Act, 2016.

Employment lands

These are the concentrated areas where people are employed on a full or part-time basis in a wide range of employment industries including agriculture, mining, electricity, construction, wholesaling, communication, finance, property and government, cultural and personal services, education, health and community services, manufacturing, retailing, accommodation, cafes and restaurants. This typically includes centres, commercial development (particularly along arterial roads) and industrial estates.

Greenfield development

New residential development areas derived from existing land used for primary production or other low intensity uses.

High density

Development that achieves a net residential density of more than 70 dwellings per hectare net (ie excluding land taken up for new roads and public open space).

Infill development

Infill development is the development or construction of additional housing units into an existing subdivision or neighbourhood. These can be provided through the division of existing land or homes into multiple units or by creating new residential lots by further subdivision or boundary adjustments. Units may also be built on vacant lots.

Medium density

Development that achieves a net residential density of between 35 and 70 dwellings per hectare net (ie excluding land taken up for new roads and public open space).

Multiple greenfield development fronts

The development of more than two greenfield residential development estates concurrently. The purpose of this is to both provide choice and competition for new housing development within growth areas. The benefit of this is increased housing diversity and more competitive provision of housing whereby one single developer cannot manipulate market supply for new greenfield housing in any one region.

Planning and Design Code

A Code that sets out a comprehensive set of planning rules for development assessment purposes, classified into zones, subzones and overlays. It is a single point of reference for development assessment and replaces existing Council Development Plans.

Previously identified urban lands

Land already identified within the SA Planning Strategy (such as the 30 Year Plan for Greater Adelaide) as being set aside for future urban development. This land is typically (but not always) assigned Deferred Urban zoning. This land includes portions of Hackham, Onkaparinga Hills, Aldinga and Sellicks Beach considered within this Plan.

Priority trunk infrastructure

Infrastructure required outside of a site of development that is required to support the further development either within existing urban lands (ie infill or urban renewal) or greenfield areas. Examples may include, increasing water and sewer distribution and supply pipes, new pump stations, wastewater treatment plants, or upgrades / duplication of roads and intersections.

Strategic Infrastructure

Key economic and social infrastructure that accommodates population growth. (See also strategic trunk infrastructure). Examples include schools, hospitals, roads, bridges and Wastewater Treatment Plants.

Urban renewal

This is the process of improving the economic, social and environmental sustainability of a particular urban area. It typically involves urban redesign, infrastructure renewal and investment, and the creation of more attractive residential environments.

Walkable neighbourhoods

Neighbourhoods where people can live, learn, work and play. They offer a wide range of services that can easily reached on foot or by bicycle, including schools, health care, shops, parks, playing fields and public transport. These are typically a 5 to 10 minute walking catchment (400m – 800m). They also provide streets and public spaces which support diverse and vibrant public life, biodiversity and physical activity.

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