Reference: SKNOLL170735



Hon T Piccolo MP Member for Light 148 Murray Street GAWLER SA 5118 The Hon Stephan Knoll MP Member for Schubert

Dear Mr Piccolo

NOTICE OF DETERMINATION – REQUEST FOR ACCESS TO DOCUMENTS UNDER THE FREEDOM OF INFORMATION ACT 1991

I refer to your application to the Office of the Minister for Transport, Infrastructure and Local Government, Minister for Planning made under the *Freedom of Information Act 1991* (the Act) which was received 4 February 2019 -

You have requested access to:

"Any documents relating to the application/request by the Town of Gawler to the Minister for the approval of a Statement of Intent for a DPA for the Southern Gawler Rural Areas, including any supporting documents or reports."

The legislative prescribed timeframe to determine this application has expired and the agency is now deemed to have refused you access to all documents relevant to your application by section 19(2)(b) of the Act. However, I have determined to process the request as if the statutory time frame has been

A search of documents held by the Office of the Minister for Transport, Infrastructure and Local Government, Minister for Planning was undertaken. I wish to advise that 1 document with 6 attachments has been identified within the scope of your request.

I have determined to release Document 001 in full, including all attachments, noting that -

- Attachment 1 Rural Areas Statement of Intent
- Attachment 5 Gawler Rural Land Use and Infrastructure Investigations, Reports 1 and 2

are publically available and can be accessed on the Town of Gawler website. The website address, for your reference is https://www.gawler.sa.gov.au/your-council/publications/gawler-rural-land-use-and-infrastructure-investigation.



Attached is an explanation of the provisions of the Act which details your rights to review and appeal this determination, and the process to be followed.

If you have any questions in relation to the matter, please contact Rachel Stone, Freedom of Information Officer on telephone (08) 7109 8419 or via email at rachel.stone@sa.gov.au

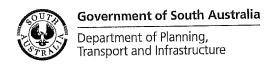
Yours sincerely

Jenna Phillips-Wilkinson Accredited FOI Officer

Office of the Minister for Transport, Infrastructure and Local Government Minister for Planning

Enal

May 2019



MINUTES forming ENCLOSURE to:

Ref: #13148794 File No 2018/14430/01

TO: MINISTER FOR PLANNING

RE: RURAL DEVELOPMENT PLAN AMENDMENT - STATEMENT OF INTENT

- BY THE TOWN OF GAWLER

7

PURPOSE

This minute seeks your direction on whether you wish to refuse the Rural Statement of Intent (SOI), pursuant to the requirements of section 25(1) of the *Development Act* 1993 (refer **Attachments**).

DPA OBJECTIVE

The DPA seeks to review the Rural Zone within the Town of Gawler, with a view to providing greater certainty for primary production, whilst also consolidating and formalising existing rural living and commercial development.

AREA AFFECTED/PROPOSED CHANGES

The proposed DPA seeks to review all of the land within the Rural Zone (approximately 1700 hectares), most of which forms the green belt between the metropolitan area and the township of Gawler (refer **attached** map).

The DPA proposes to retain this buffer by encouraging primary production where viable, consolidating and expanding rural living opportunities and formalising clusters of pre-existing commercial and industrial activities. The affected area is not located in the Environment and Food Production Areas (EFPA), and the buffer itself is recognised in *The 30-Year Plan for Greater Adelaide (2017 Update)*.

DISCUSSION

Council has been contemplating changes to the Rural Zone for over 20 years. However, to date a DPA has not progressed due to both the significant infrastructure challenges associated with the area and a high level of community concern (detailed below).

The SOI does not explicitly identify amendments being contemplated by Council. However, in 2015 Council commissioned Jensen Planning and Design to undertake the *Gawler Rural Land Use and Infrastructure Investigations* (forming two Reports - attached) and although not endorsed by Council, this work is intended to form the basis of the DPA.

To that end, Report 2 of the investigations has recommended that policy within the Rural Zone be based on four distinct desired character outcomes, namely:

- Rural the continuance of primary production activities with retention of existing land division provisions (minimum 4 hectares).
- Rural Living increased land division and rural living potential (potential minimum lot size of 0.5 hectares).
- Buffer Main North Road restricted land division and development opportunities to maintain open rural character and buffer between Gawler and metropolitan Adelaide.
- Rural Landscape Protection —restricted land division opportunities and protection
 of the visual amenity of the foothills.

Maps and further details are outlined in the **attached** reports. In this context, it is likely that the DPA would create higher than existing rural living/land division opportunities for some landholders, whilst others would see their development rights significantly reduced. Such changes are likely to result in significant community concern, particularly around the loss of development potential. Further, Council intends to request that the DPA be placed on Interim Operation (ie. the policy would take affect while consultation is undertaken). It is considered that this carries a significant risk of rapid rural living development in some areas without appropriate mechanisms for infrastructure provision in place (ie. funding and staging).

It should be noted that both the SOI and the Investigation Reports have been treated as confidential documents by Council. The Hon Tony Piccolo, Member for Light, has raised significant concerns regarding this and is seeking to have the reports made public. Furthermore, a large percentage of the community are actively seeking to be engaged in the rezoning process and are likely to be aggrieved by the proposed policy amendments.

Regardless of this, it should also be noted that significant investigations into the provision of infrastructure — including funding strategies — are required to support a rezoning proposal of this scale. This work has not yet commenced, and there is a high potential that this matter alone could take extensive time to resolve.

Overall, the DPA is too broad in its intent, and is likely to progress slowly due to the level of work required. Further consideration needs to be given to the strategic implications of the proposed policy framework as rural living can result in lost opportunities for future residential growth. Furthermore, it should be noted that the proposal has the potential to significantly impact on Government landholdings.

CONCLUSION

In the context of the above, it is considered that a DPA is not the appropriate mechanism to explore rezoning at this time. Instead, it is recommended that Council engage with its community on the proposals outlined in the SOI and Investigation Reports to determine a suitable policy framework moving forward. With the deployment of the Planning and Design Code (the Code) occurring in phases over the next 18 months, Council will be able to consider the proposal in the context of the new Code zone framework and subsequently undertake a Code Amendment process at such time that investigations and consultation have been completed.

RECOMMENDATION

It is recommended that you, pursuant to section 25(1) of the Development Act 1993, refuse the Statement of Intent for the Rural DPA by the Town of Gawler. This requires you to:

sign the attached letter to the Council.

Andrew McKeegan CHIEF DEVELOPMENT OFFICER **Tony Braxton-Smith** CHIEF EXECUTIVE

1-December 2018

ロ December 2018

NOTED/APPROVED/NOT APPROVED

HON STEPHAN KNOLL MP

MINISTER FOR TRANSPORT, INFRASTRUCTURE AND LOCAL GOVERNMENT

MINISTER FOR PLANNING

December 2018

Attachments: For Action

Attachments: For Information 1. Letter to the Council

1. The SOI

2. Letter from the Council

3. Map of the affected area

4. Assessment considerations

Gawler Rural Land Use and Infrastructure Investigations, Reports 1 and 2



#13170094

The Hon Stephan Knoll MP Member for Schubert

Mr Henry Inat Chief Executive Officer Town of Gawler PO Box 130 GAWLER SA 5118

Attention:

Mr Ryan Viney

Manager Development Environment and Regulatory Services

Dear Mr Inat,

Thank you for your letter seeking my authorisation of a Statement of Intent (SOI) in relation to the Rural Areas Development Plan Amendment (DPA).

I understand that Council is seeking to review the Rural Zone in its entirety, with a view to enable rural living development opportunities in certain locations whilst also ensuring the ongoing protection of the buffer between the Town of Gawler and the wider metropolitan Adelaide area. This contemplates restricting land division and development opportunities in some locations whilst significantly increasing rural living options in others.

I consider this to be a very significant DPA for both the council and your community that will require significant investigations and consultation, beyond that already informally prepared by Council's consultants.

I am aware that Council has been treating both the SOI and the investigation reports as confidential documents. I consider that this approach reduces the transparency of the proposed rezoning process and will aggrieve those affected landowners that may lose existing development rights. To that end, I am unwilling to contemplate the SOI in confidence.

As you are aware, the *Planning, Development and Infrastructure Act 2016* (PDI Act) provides for the introduction of the Planning and Design Code (the Code). The Code will provide a consistent and contemporary planning policy framework across the State. The PDI Act requires that the Code be spatially applied to the whole State by 1 July 2020, and given the substantial investigations and community interest, it is highly likely that the DPA will be overtaken by this work.



Therefore, having given careful consideration to this matter pursuant to section 25(1) of the *Development Act 1993*, I am unable to support the SOI. I recommend that Council engage with its community on the proposals outlined in the SOI and investigation reports to determine a suitable policy framework moving forward. With the deployment of the Code occurring over the next 18 months, Council will be able to consider the proposal in the context of the new Code zone framework and subsequently undertake a Code Amendment process at such time that appropriate strategic analysis, infrastructure investigations and consultation have been undertaken.

If you require any assistance or additional information, please contact Nadia Gencarelli on 7109 7036 or nadia.gencarelli@sa.gov.au, or Abi Coad on 7109 7039 or abi.coad@sa.gov.au.

Yours sincerely

HON STEPHAN KNOLL MP MINISTER FOR TRANSPORT, INFRASTRUCTURE AND LOCAL GOVERNMENT MINISTER FOR PLANNING

25 January 2019



Contact: Mr Inat

Ref:

HI:dp CC17/1020

18 May 2018

The Hon. Stephan Knoll Minister for Planning C/- Executive Director, Planning Division The Department of Planning, Transport and Infrastructure **GPO Box 1815** ADELAIDE SA 5001

Town of Gawler 43 High Street Gawler East SA 5118 PO Box 130 Gawler SA 5118 Phone: (08) 8522 9211 Fax: (08) 8522 9212 council@gawler.sa.gov.au gawler.sa.gov.au

Dear Minister

Re: Rural Areas DPA

Pursuant to section 25(1) of the Development Act 1993 the Town of Gawler provides the enclosed Statement of Intent (SOI) in relation to the Rural Areas Development Plan Amendment (DPA) for Ministerial authorisation.

This SOI details the scope, relevant strategic/policy considerations and nature of investigations to be carried out, including the consultation process and timeframes to be followed in preparing the DPA. Please note that Council is seeking the use of Interim Operation on this DPA, as this amendment is likely to affect the development rights of a number of land owners. As a result the SOI is currently the subject of a Confidentiality Order pursuant to the Local Government Act 1999.

In addition, please find attached the Jensen Planning Design Reports 1 and 2 commissioned by Council. These reports, while not formally endorsed by Council provide the basis for the proposed DPA. Please note that Report 2 is also the subject of a Confidentiality Order pursuant to the Local Government Act 1999.

If you have any questions or require further clarification regarding this matter please contact Manager Development, Environment and Regulatory Services, Ryan Viney on 8522 9271 or Ryan. Viney@gawler.sa.gov.au.

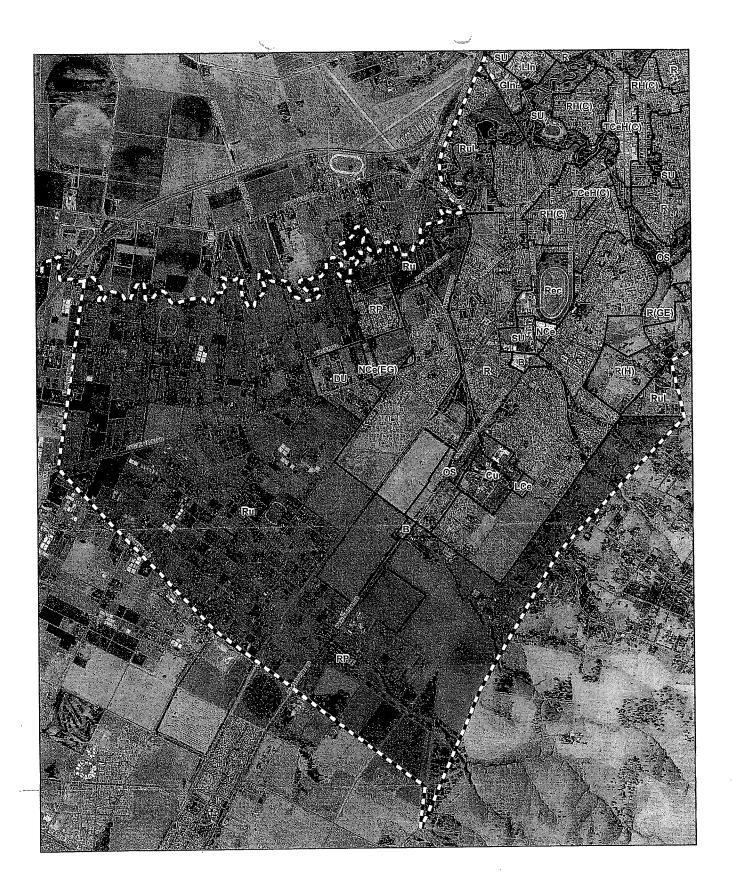
Yours Sincerely.

Henry Inat

Chief Executive Officer

Direct line: (08) 8522 9241

henry.inat@gawler.sa.gov.au





Gawler (CT)
Rural Zone SOI



0 0.5 1 1.5 2 2.5 km

Government of South Australia 2018

PLN ID: 5699

ASSESSMENT REPORT (REGULATION 9)

REGULATION 9 OF THE DEVELOPMENT ACT 1993 (STATEMENT OF INTENT)	COMMENTS
a) Scope	Council has adequately defined the scope of the proposed DPA and the relevant issues.
(b) Planning Strategy Policies	Council has identified the relevant policies in the Planning Strategy and how the DPA will seek to achieve these goals.
(c) Minister's Policies	Council has adequately identified the relevant Ministerial policies and how these will be addressed.
(d) Council Policies	Council has explained the relationship and impact of the DPA to its SDR and on those policies, issues and DPAs of relevance.
(e) Policy Library	Council has adequately identified the relevant BDP policy and stated that local variations will be clearly identified and justified.
(f) Investigations	Council has adequately addressed and explained the investigations to be undertaken as part of the DPA process.
(g) Agency Consultation	Council has provided a suitable list of agencies and confirmed that they will be consulted in accordance with the procedures set out in the Act and Regulations.
(h) Public Consultation	Public Consultation will occur in accordance with the Act and Regulations. The consultation will include an invitation for comment for all relevant Local Members of Parliament.
(i) Process	Council has clearly identified a DPA process that is considered to suit the nature and scope of the DPA and demonstrated their ability to deal with the consultation requests.
(j) Planning Procedures	Council has clearly identified who will provide professional advice in accordance with S25(3) of the Act. This person/people satisfies the requirements of regulation 86 of the Development Regulations 2008 – prescribed qualifications in planning.
	Council has confirmed that there is no conflict of interest.
(k) Document Production	Council advises that it will prepare all the relevant documentation in accordance with the Technical Guide to DPAs.
(l) Timetable	Council has provided reasonable timeframe estimates for the steps in the process under their control.
	Council has committed to updating the timetable as required.

Abbreviations:

BDP – Better Development Plan DPA – Development Plan Amendment SDR – Strategic Directions Report SOI – Statement of Intent

Gawler Rural SOI Summary

The Affected Area comprises all land within the Rural Zone, approximately 1700 hectares.

The DPA seeks to ensure that the Rural Zone continues to act as a buffer between the City of Playford and the more urbanised areas of the Town of Gawler by:

- encouraging primary production where viable,
- consolidating and expanding rural living opportunities and
- formalising clusters of pre-existing commercial and industrial activities.

Council have a very old style Development Plan and the current Rural Zone has very limited policies within it.

It would be more appropriate for Council to use the new Code Rural Zone (and Rural Living if applicable).

Going out on consultation with a SAPPL based zone that would then be varied through the transition to the Code would not be efficient or ideal.

Background

Council commissioned a study in 2015 (confidence) that has identified some future zoning options:

- a Rural Living Area (across an area that is already informally Rural Living) with land division down to 5000m2 (currently either 9000m2 or 4 hectares)
- Rural Area maintain primacy of agriculture/primary production
- Main North Rd greenbelt maintain open outlook from Main North Rd part of the area affected currently allows for 9000m2 but would be increased to 4ha
- Rural landscape area (eastern side up the hill)

The study also identified a range of infrastructure issues that need to be investigated further – including roads, stormwater, wastewater management, flooding, utilities etc.

Council has not endorsed the Study outcomes and these options are not formalised in the SOI but the SOI alludes to the study being the basis of investigations into the DPA.

The community are aware of Council undertaking investigations in this area but have not been advised or consulted at any point.

Proposed DPA process

The SOI is based on process B1 however Council have flagged that they may seek Interim operation.

Notwithstanding the timing implications of Interim Operation - the fact that the DPA may result in development potential (as well as loss of development potential) does not make IO appropriate. IO could only be considered if policies are proposed to prevent land division (in areas where potential being created) until such time as infrastructure etc provided.

It is recommended that the SOI be refused on the grounds of:

- the timing relative to Phase 1 and 2 of the Code release
- the level of infrastructure investigations required
- Council should engage with the community prior to seeking the Minister's endorsement to rezone

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Council is encouraged to undertake more detailed infrastructure investigations and possible zoning (ie rural living/rural areas) outcomes that can influence a future Code Amendment after the implementation of the Code.

Council should also engage with the community on the desired outcomes for the area

Document #: 13379132 Version: 1 Page 2 of 2

Author:

Gawler Rural Areas DPA

Statement of Intent submitted 18 May 2018

The SOI and Report 2 – Policy Recommendations, are currently the subject of a Confidentiality Order pursuant to the Local Government Act 1999.

Council is seeking Interim Operation on this DPA due to the impact on land owners and the possibility for the intent of the DPA to be undermined should it become public knowledge.

The Gawler Rural Land Use and Infrastructure Investigations, comprising two reports by Jensen Planning and Design have also been submitted with the DPA:

- Report No. 1 Background Paper, March 2015
- Report No. 2 Policy Recommendations, May 2015 Draft

The reports provide the basis for the proposed DPA and will be used to assist in the formation of policy, however have not been formally endorsed by Council.

The Area Affected comprises all land within the Rural Zone, approximately 1700 hectares.

The DPA seeks to ensure that the Rural Zone continues to act as a buffer between the City of Playford and the more urbanised areas of the Town of Gawler, by encouraging primary production where viable, consolidating and expanding rural living opportunities and formalising clusters of pre-existing commercial and industrial activities.

The DPA will be prepared by the Town of Gawler.

Infrastructure Planning

A significant impediment to any future rezoning is the provision of infrastructure. Information from Report 1- Background Paper indicates the following:

- Provision of a consistent water supply, together with infrastructure to manage stormwater and flooding require resolution
- Waste treatment is largely achieved through on-site septic tanks with soakage systems. (I don't believe it would be acceptable for further residential development to rely on on-site treatment as densities increase – particularly so close to 'productive' land and more intense urban development)
- Local roads are unmade and affected by weather conditions these would all need upgrading and potentially sealing. A significant issue in the community that will be exacerbated with population growth
- Public transport and pedestrian connections need investigation and improvement (currently no dedicated cycling or pedestrian paths) and the Kudla railway station lacks infrastructure and needs upgrading for wider patronage.
- Electricity and SA Water would need augmentation.
- Infrastructure data is also now out of date and would need updating.

Council has noted the need to provide a comprehensive infrastructure analysis that identifies all potential infrastructure issues prior to rezoning. This analysis will provide the basis for a funding strategy to ensure that delivery of required infrastructure is both equitable and timely. This will include consideration of:

- Traffic
- Stormwater
- Social/Community
- Pedestrian
- Water
- Sewer (waste water)
- Open Space
- Utilities (electricity, gas etc)

Other investigations to be undertaken comprise:

- Assessment of current and potential for agricultural and horticultural land uses within the Rural Zone
- A visual impact assessment
- Land use interface assessment
- Analysis of the social, economic and environmental benefits of various land uses with the locality.

Consultation - Proposing B1 (with consultation approval)

The existing Gawler Development Plan has not been converted and Council is seeking to adopt the Primary Production Zone over the existing Rural Zone in order to assist transition to the Planning and Design Code. Other relevant SAPPL zones such as Rural Living, Community and Light Industry may also be considered for adoption during the DPA process.

Strategic Setting

- The two reports were prepared in 2015 and commentary on consistency with the 30 Year Plan needs updating.
- The two reports comprise Project 1 of Council's Strategic Directions Report.

Report No. 1 - Background Paper, March 2015

A summary of all background information that will influence future policy of the land relating to the "buffer area". Considers:

- History
- Physical characteristics
- Current policies
- Issues associated with continued rural productivity
- Issues associated with more rural living allotments

The aim being to set an agreed long term vision that provides a level of certainty and clarity that is currently lacking.

The study was initiated to:

- Deliver a clear picture of the significant social, environmental and economic factors influencing Gawler's rural area to determine the viability of this land for primary production into the future
- Provide and assessment of current and proposed infrastructure/asset provisions which will have an impact on the productivity of primary production
- Offer an assessment of the rural landscape character and recommend strategies to improve the amenity of the defining area between Gawler and metropolitan Adelaide
- Recommend a vision, strategies, policies and actions to inform the provision of infrastructure and other land use planning initiatives, including possible DPA.

The study area lies to the south and south-west of Gawler Township and comprises 1700 hectares (refer map on pages 7 and 27). The area comprises a variety of land uses, allotment sizes, geographical features and functions. A different policy response may be required for different locations.

The study area was divided into 4 sub areas that generally relate to views from major transport corridors, differing land uses, allotment patterns and geographic features (see page 27).

- Area 1 Hillier
- Area 2 Kudla & Evanston Gardens
- Area 3 Main North Approach
- Area 4 Eastern Escarpment

Detail of the character of each area is provided over pages 27-39.

Town of Gawler Development Plan

Currently the Structure Plan within the Development Plan indicates that the majority of the study area is designated for 'rural' use. There is also provision for a 'rural/urban interface buffer' around the southern boundary of the urban zones — although no description as to what form this may take.

Southern Urban Areas DPA

This DPA (date?) rezoned land from Deferred Urban, Residential and Rural Zones to a series of urban zones supporting increased residential land supply and a new community in Evanston Gardens and

Evanston South. Council did not express anticipated residential growth in the buffer area for this DPA.

Study Area

The study area is almost entirely within the Rural Zone except the Dalkeith Caravan Park on Main North Road which is zoned Residential Park.

- Land should generally be retained in use primarily for agricultural purposes and the division of land is restricted to a minimum of 4 hectares except within the portion of Kudla where the land may be divided to 0.9 hectares. Farming adjacent urban zones places some additional restrictions and expectations on farming (eg aerial spraying and storage of organic refuse).
- A portion of the Rural Zone is located within the Gawler River Floodplain Area where no additional allotments are allowed and restrictions apply to the circumstances in which dwellings, dwelling additions and farm buildings can be constructed (p. 16)
- Main North Road contains an area with a range of commercial and industrial developments, including non-rural activities and rural related enterprises – eg retail showroom, concrete batching plant, car and tractor sales.

Current provisions allow for the expansion of existing industries, although this is contradicted by non-complying provisions. Commercial uses are also non-complying in the Rural Zone.

(Note plan by Council to establish an open space corridor to the north of the study area along Main North Road on the entrance to Gawler within the land zoned for urban purposes. This land is primarily in public ownership. The open space corridor will be approximately 45 hectares in area and straddle Main North Road with a linear reserve of between 100 – 200 metres either side of the road.)

Section 2 - Strategic Setting

Much of this information is out of date and needs to be updated:

- The 30 Year Plan, planning directions (page 21).
- The Greater Gawler Regional Spatial Framework Study by DPTI was completed by 2015 likely to support buffer separation between Adelaide and Gawler – status?
- Renewal SA Land at Evanston Gardens that falls within the study area still no current plans for residential – status?
- Primary Production Priority Areas (PPPAs) 2011 small portion in south west of study area status?
- The study included limited and targeted consultation from landowners and revealed a diversity in community view (refer page 25).

Section 3 - Study Area Analysis

Considers the 4 study areas, key entrances and views to Gawler (refer pages 27 to 38) – see above.

Section 4 - Assessment of the value of Agricultural Land Uses

Much of this information will also need updating as based on 2012 ABS data

Outside the PPPA area identified (which comprises only a small area), the remainder of the study area with only a few exceptions (especially near the Gawler River) is generally not regarded as being managed as a highly productive operation.

- Limited availability of affordable, consistent and good quality water.
- Increasing land values
- Speculative land holding for future urban development
- Existing size of land holdings (making it difficult to undertake much rural production)
- Possible salinity issues.

This is likely to result in future opportunity more aligned with intensive, irrigated horticulture rather than dryland or broadacre agricultural uses while the pressure to development land for residential use will continue to increase.

Report considers subdivision patterns (page 43)

Section 5 - Assessment of the value of Rural Living Land Uses

General consideration of economic benefits and challenges including infrastructure provision and cost.

Section 6 - Infrastructure

The provision of infrastructure will be a significant obstacle requiring resolution before any rezoning takes place. The Report notes the following:

- Provision of a consistent water supply, together with infrastructure to manage stormwater and flooding require resolution
- Waste treatment is largely achieved through on-site septic tanks with soakage systems. (I don't think it would be acceptable for further residential development to rely on on-site treatment as densities increase – particularly so close to 'productive' land and more intense urban development)
- Local roads are unmade and affected by weather conditions these would all need upgrading and potentially sealing. A significant issue in the community that will be exacerbated with population growth
- Public transport and pedestrian connections need investigation and improvement (currently no dedicated cycling or pedestrian paths) and the Kudla railway station lacks infrastructure and needs upgrading for wider patronage.
- Infrastructure data is also now out of date and would need updating.

Report 2 – Policy Recommendations

The 'vision' for the study area builds on three key themes:

- To retain the view of open rural character that can be seen from main entrances into Gawler
- To improve amenity around Kudla and provide for rural living
- To provide opportunities for further intensive productive agricultural land uses.

Rural character may contain a mixture of low scale land uses in which rural living, commercial and industrial land use activities are contemplated, together with primary production activities including horticulture and animal keeping.

Did the public consultation on the Investigation Report – proposed for 23 September to 18 November 2015 take place?

Policy proposed:

- Area 1 Rural retain existing 4ha minimum allotments size (except within Gawler Flood Plain Area where no further sub-division would be allowed as per existing policy)
 Introduce policy guidance for development of agricultural and horticultural industries, home-based industries and wineries
- Area 2 Rural Living recommended minimum allotment size of 5,000 square metres with additional policy for development introduced with provision for horse keeping and truck parking
- Area 3 Buffer Main North Road approach restrict opportunities for further land division and subsequent development (currently minimum 4ha). Policies developed to protect open rural views with provision for recreation, truck parking, limited commercial and existing industrial activities.
- Area 4 Rural Landscape Protection Remove any further opportunity for land division (currently 4ha minimum) noting that much of the area is already subdivided. Adapt provisions from Barossa Council Development Plan for a Rural Landscape Protection Zone.