

Draft Concordia Basic Infrastructure Scheme

Final Scheme Report

By the Scheme Coordinator

Under 166(8) of the Planning, Development and Infrastructure Act 2016



Government of South Australia

Department for Housing
and Urban Development



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Draft Concordia Basic Infrastructure Scheme – Final Scheme Report

Preamble

This report outlines the outcome of activities undertaken by the Scheme Coordinator in preparing the draft Concordia Basic Infrastructure Scheme (Draft Scheme).

Specifically, section 166(8) of the *Planning, Development and Infrastructure Act 2016* (the Act), requires the Scheme Coordinator to report on the outcome of the activities undertaken in preparing the Draft Scheme, and to furnish a copy of the report to the Minister for Planning (Minister).

The activities referred to relate to the functions of the Scheme Coordinator listed in section 166(1) of the Act, which are:

- (a) to prepare scoped and costed proposals for the Draft Scheme
- (b) to develop a work program for the Draft Scheme
- (c) to undertake consultation in accordance with the Community Engagement Charter
- (d) to develop the Funding Arrangement
- (e) to undertake any other functions assigned by the Minister after consultation with the Chief Executive of the Department for Housing and Urban Development (Chief Executive).

In accordance with section 166(9) of the Act, the Minister must publish a copy of the report on the PlanSA Portal as soon as is reasonably practicable after determining whether or not to proceed with the Draft Scheme, subject to any qualifications or redactions that are necessary to prevent the disclosure of confidential or commercially sensitive information.

1. Background

The Concordia Growth Area (CGA) is shown in the *Greater Adelaide Regional Plan* (GARP) as a 'Future Greenfield Growth Area.' The designated growth area was also identified as 'Future urban growth areas - unzoned' and 'Planned Urban Lands to 2045 (Urban Boundary)' in both the 2010 and 2017 iterations of the former *30-Year Plan for Greater Adelaide* (30-Year Plan).

Concordia Code Amendment

On 29 September 2025, the Minister approved the Concordia Code Amendment (Code Amendment) to rezone land to facilitate a new, master planned community and provide for the broad range of land uses and activities required to service a community.

The master planned community is expected to provide approximately 12,000 new homes for 25,000-30,000 residents, including the provision of new infrastructure and social, education, recreation, commercial and retail services to support the new community.

The Minister's approval to initiate the Code Amendment on 28 April 2023 was subject to conditions, with the following conditions of note:

1. *Prior to approval of the Code Amendment, the Designated Entity must demonstrate to the satisfaction of the Minister for Planning that all necessary agreements or deeds are fully executed as required to secure the funding and/or delivery of all infrastructure required to accommodate the development of the affected area, as proposed by the Code Amendment (to the satisfaction of all relevant infrastructure providers).*
2. *The scope of the proposed Code Amendment does not include the creation of new planning rules, and is limited to the spatial application of zones, subzones, overlays, or technical and numerical variations provided for under the published Planning and Design Code on the date the Amendment is released for consultation.*

On 2 April 2025, the Minister revoked the second condition to enable Code Amendment investigations to consider new policy aimed at ensuring development, particularly land division, is aligned with the envisaged infrastructure delivery scheme, as well as new policy to guide built form outcomes in emerging activity centres.

The revocation of this condition provided Ministerial direction that infrastructure schemes are to be given effect within the Planning & Design Code and development assessment framework, minimising the risk of development occurring without effective links to infrastructure provision and coordination mechanisms.

The Code Amendment therefore introduced the Coordinated Development Overlay over the CGA, deferring urban development until suitable infrastructure delivery mechanisms are in place, allowing for progressive certainty for stakeholders and for the Housing Roadmap commitment to be met.

Additionally, Part 1 of the Code will be updated to allow for the removal of all or part of the Overlay, pursuant to section 71(e) of the Act, once the Minister is satisfied that infrastructure arrangements are in place and no other barriers to urban development exist.

The Infrastructure Coordination Overlay was also applied to the CGA which provides for the coordination of development so as to protect the function and application of the Scheme. This overlay includes a referral to the Scheme Coordinator for certain forms of development which are lodged within the CGA.

Consideration of Funding and Delivery Mechanisms

The appropriate tool for the funding and delivery of infrastructure depends heavily on the infrastructure type and need, the growth area's specific context, including its scale, complexity, and the number of landowners involved, and the type of charge or contribution that is proposed.

Schemes established under the Act introduce new charging mechanisms that enable cost recovery over time, as land is developed by those who benefit from the infrastructure. These complement existing mechanisms such as planning conditions, deeds, and bonding arrangements.

Schemes are particularly suited to greenfield and infill precincts, where significant upfront infrastructure investment and coordinated delivery across multiple landholdings is required to ensure appropriate and efficient delivery of infrastructure.

A Basic Infrastructure Scheme under Part 13 of the Act was identified as the most appropriate infrastructure delivery mechanism to support the objectives of the Code Amendment for the following reasons:

- A range of basic infrastructure (as defined under section 162 of the Act), including significant enabling works, would be necessary to support the anticipated development in the growth area.
- The growth area's scale, comprising 75 existing allotments with multiple landowners (45), means there is a need to coordinate infrastructure delivery with agreed scope and expected timeframes for development of the CGA.
- Basic Infrastructure Schemes were the only type of scheme operational under Part 13 of the Act at the time infrastructure mechanisms for the CGA were being considered.

Basic Infrastructure Schemes seek to facilitate coordination, funding, timing and the delivery of necessary basic infrastructure by establishing a mechanism that can evolve over the duration of the proposed development, while providing certainty, efficiency and transparency for stakeholders.

2. Draft Scheme - Key Milestones

Figure 1 outlines the key milestones in the development of the Draft Scheme.

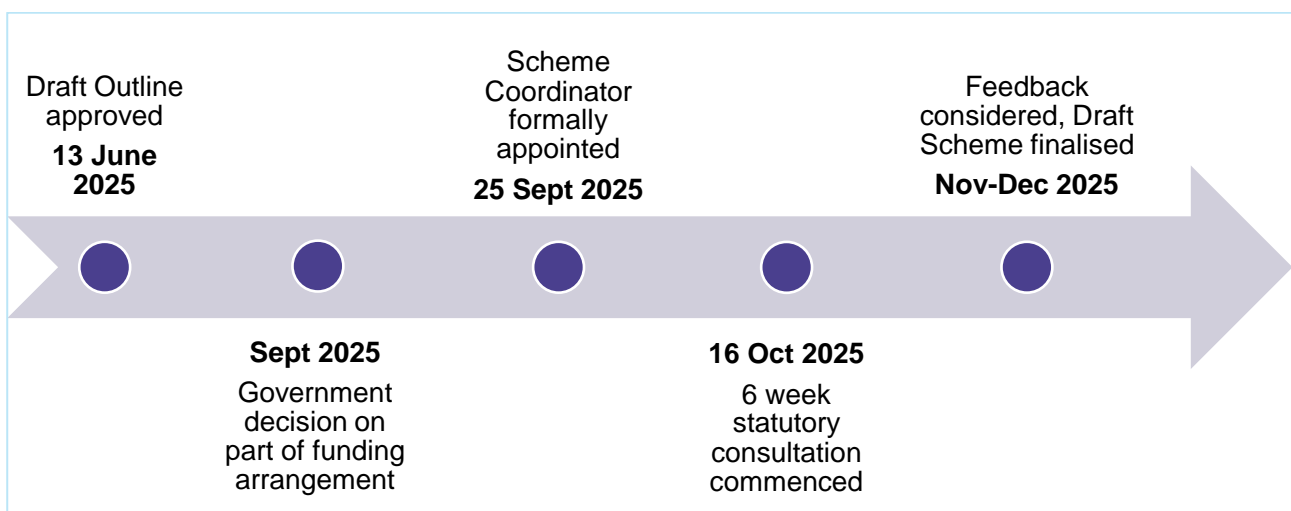


Figure 1: Key milestones in developing the Final Draft Scheme

Draft Outline Approval

On 13 June 2025, upon receiving advice from the State Planning Commission (Commission), the Minister determined to proceed with the proposal to establish the Scheme under section 163(3)(a) of the Act. This involved approval of a draft outline for the Concordia Basic Infrastructure Scheme (Draft Outline): [Concordia Infrastructure Scheme - Draft Outline](#).

Prior to approval, the Draft Outline underwent consultation with landowners, prospective developers within the CGA and the council in accordance with section 163(10) of the Act. The Draft Outline identified:

- the CGA as the proposed designated growth area
- that basic infrastructure is necessary for the purposes of the development proposed within the designated growth area (on account of the draft Code Amendment), and
- it would be reasonably necessary and efficient to coordinate the design, construction and funding of basic infrastructure under a Basic Infrastructure Scheme, due to the scale of the proposed development and infrastructure to be provided.

As listed in section 163(6) of the Act, the Draft Outline also included information on the:

- nature and intended scope of the basic infrastructure to be further investigated as part of scheme preparation, and alignment with principles in 163(7) of the Act
- anticipated timing of the proposed scheme's elements (to the extent known at that stage), including the expected lifespan of the proposed scheme
- cost and benefit assessment of the proposed scheme
- funding arrangement to be considered, including that a charge under Part 13, Subdivision 7 of the Act (Charge) was proposed, and consideration of existing charging arrangements applicable and alternative funding opportunities
- identification of assets expected to be transferred to another entity upon completion of the scheme.

The Draft Outline was published in the Government Gazette on 19 June 2025, and on the Plan SA Portal, in accordance with section 163(11) of the Act. The Commission's advice was also published on the Plan SA Portal.

Scheme Coordinator Appointment

After approving the Draft Outline, section 163(13) of the Act required the Minister to refer the Draft Outline to the Chief Executive for the appointment of a Scheme Coordinator to progress the preparation of the Draft Scheme.

Section 165(1) of the Act required the Chief Executive to:

- appoint a suitably qualified person to act as the scheme coordinator; or

- constitute a committee to be appointed as the scheme coordinator; or
- appoint a precinct authority to act as the scheme coordinator.

Given the Concordia Infrastructure Scheme is the first scheme to be established under the Act, there was benefit in prioritising the agility and flexibility of having an individual person act as the Scheme Coordinator to work closely with the Growth and Infrastructure Coordination Unit (GICU) as processes and procedures are developed and refined.

Consideration of Scheme Coordinator candidates included the following skills and capabilities:

- Qualification in planning, engineering, project management (or related)
- Technical skills in infrastructure planning and delivery
- Commercial acumen, development industry experience
- Negotiation and conflict management skills
- Knowledge of the operation and requirements of the Act.

The preferred candidate must also have the capacity to satisfy legislative requirements of the role, act in public interest and in accordance with the Code of Conduct adopted under Schedule 3 of the Act, as well as any other conditions considered necessary by the Chief Executive.

Given the above, an appointment from within the Department of Housing and Urban Development (Department) was considered to be the most efficient way to proceed for the initial establishment and operation of the Concordia Basic Infrastructure Scheme.

On 25 September 2025, Mr Iain McPhillips, Executive Director Housing Development at the Department, was appointed as the Scheme Coordinator for the Concordia Basic Infrastructure Scheme. Mr McPhillips has been leading the scheme's preparation in his capacity as Executive Director since commencing at the Department in early 2025.

In accordance with section 165(5) of the Act, the Chief Executive sought and received the concurrence of the Commission prior to making the appointment.

3. Consideration of Proposed Scheme

Building on the approved Draft Outline, Section 166(1) of the Act required the Scheme Coordinator to undertake the following functions when preparing the Draft Scheme:

- Develop the **Infrastructure Plan** with scoped and costed infrastructure projects proposed for delivery
- Develop a **Works Program** for the proposed infrastructure projects
- Establish the **Funding Arrangement**, including any proposed Charge under Subdivision 7, if one was proposed as part of the Draft Outline



- Undertake **consultation** in accordance with the Community Engagement Charter
- Prepare a **Final Scheme Report** summarising the above activities, including the recommended Draft Scheme, and furnish a copy with the Minister for determination.

No other functions were assigned by the Minister under section 166(1)(e) of the Act.

Developing the Infrastructure Plan involved undertaking further investigations to refine the scope and cost of infrastructure projects to be included in the Draft Scheme (known as Scheme Infrastructure Projects).

Development of the Funding Arrangement involved a decision from the government on state forward funding and components of the Charge.

The Draft Scheme was released for engagement under section 166(1)(c) of the Act with identified stakeholders (namely landowners and affected councils) from 16 October 2025 to 26 November 2025. Consultation involved targeted briefings, workshops and drop-in sessions, letters and updates via PlanSA webpages.

All submissions and feedback received during the consultation period have been reviewed and considered to inform the final version of the Draft Scheme. This report summarises the outcomes of the Scheme Coordinator's preparation and engagement activities, and identifies recommended amendments to the final version of the scheme as a result of consultation.

Scoped and Costed Proposals

4. Developing the Infrastructure Plan

An Infrastructure Plan was developed for the Draft Scheme to identify the Scheme Projects that are included within the scheme and funding arrangement.

Identifying the infrastructure needed for the CGA involved technical investigations to forecast future service demand, in terms of quantity (population density, land use mix and intensity) and quality (required service standards) for each type of infrastructure.

This service demand was then compared to existing network or catchment capacities, condition of current assets, known infrastructure planning and project commitments, and considered in the context of the wider growth anticipated through the GARP.

Identification of all infrastructure needed to support the development of the CGA helped with considering how each type of infrastructure typically is delivered, and to determine whether the infrastructure class could or should be considered for inclusion in the scope of Scheme Projects.

From there, the Scheme Coordinator refined the scope and costings of specific Scheme Projects to be included in the Draft Scheme.

4.1 Identifying Infrastructure Delivery Mechanisms

The scale and magnitude of the anticipated development identified that substantial infrastructure provisions will be required to service the needs of the future community, covering the majority of infrastructure classes defined in the Act relating to a Basic Infrastructure Scheme.

The Act provides for several charging or contribution mechanisms to ensure the delivery of infrastructure occurs alongside the development that it supports. Different mechanisms suit different infrastructure types. The Scheme is one of several infrastructure funding and delivery mechanisms that will fund the full range of infrastructure required to deliver the CGA.

Table 1 identifies the basic infrastructure classes that were considered for inclusion in the Draft Scheme, and how classes of infrastructure that do not fit the definition of basic infrastructure are intended to be delivered.

Table 1: Mechanisms to be used for the provision of infrastructure to support the Concordia Growth Area

Infrastructure Class	Infrastructure Definition ¹			Mechanisms to be utilised for Concordia	In/Out of Scheme Scope
	Basic	Essential	Primary		
Roads, causeways, bridges or culverts	✓			Basic Infrastructure Scheme and Development Application Conditions	IN
Stormwater management	✓			Basic Infrastructure Scheme and Development Application Conditions	IN
Water supply	✓	✓		Basic Infrastructure Scheme	IN
Waste water (sewerage)	✓	✓		Basic Infrastructure Scheme	IN
Energy (electricity, gas)	✓	✓			OUT
Communications	✓	✓			OUT
Public transport networks or facilities		✓			N/A
Health, education or community facilities		✓		Developer Agreement	N/A
Police, justice or emergency services facilities		✓		Developer Agreement	N/A
Local community sporting or recreation areas or facilities			✓	Developer Agreement	N/A
Libraries, local community buildings or other multi-use local community facilities			✓	Developer Agreement	N/A
Open space			✓	Open space contribution scheme	N/A

Included within the Scheme

The Scheme is limited to basic infrastructure classes only, and only where it is reasonably necessary and efficient to coordinate the design, construction and funding of the basic infrastructure under the Scheme.

It is considered to be reasonably necessary and efficient to coordinate the design, construction and funding of the following types of basic infrastructure, due to the scale of the proposed development:

¹ As per sections 3(1), 162 and 162(1) of the PDI Act.

- Roads or causeways, bridges, culverts associated roads
- Stormwater management infrastructure
- Water and wastewater infrastructure
- Embankments, wells, channels, drains, drainage associated with the above.

Excluded from the Scheme

Alternative funding and delivery mechanisms are to be used for basic infrastructure that is out-of-scope for this Scheme, or do not fit the definition of basic infrastructure.

The provision of electricity, gas and communication infrastructure can be accommodated via existing augmentation and connection agreements, and inclusion within the Draft Scheme was not considered necessary or efficient for the CGA. In forming this decision, existing augmentation and delivery frameworks were considered through these providers where it was determined that these arrangements would be suitable for infrastructure delivery which would keep pace with the expected growth of the CGA.

On this basis, it was considered that the Scheme would not seek to duplicate existing functions through inclusion in the Scheme and associated Charge, and these infrastructure categories were not included within the scope of the Scheme.

The following infrastructure types are excluded from the Scheme, as they are considered standard components of the land development process.

These items are the responsibility of developers and are to be delivered in accordance with relevant development consents and/or agreements with servicing agencies or authorities:

- internal connector streets, internal intersections and local streets
- local and regional bus stop infrastructure
- local shared, pedestrian, and bicycle paths
- all preparatory civil and earthworks
- fencing and landscaping along arterial roads, railway corridors, and shared paths
- bicycle parking
- street lighting along major shared and pedestrian paths, and throughout the open space network
- local street or path crossings of waterways
- all designated reserves and open spaces
- internal subdivision infrastructure required by utility service providers (e.g. electricity, gas, telecommunications), and
- internal water and sewer work as part of normal subdivision activities.

Social infrastructure is not included within the definition of basic infrastructure under the Act, and cannot be included within the Draft Scheme. It is anticipated that social infrastructure will be delivered through a combination of Infrastructure Agreements, referred to as Social Infrastructure Deeds, as follows:

Local or community level social infrastructure

The Barossa Council will prepare a Social Infrastructure Deed with landowners to deliver community, sport and recreation facilities.

State level facilities

The Department is in the process of developing a State Facilities Deed to enable the preservation of land for future schools, medical and emergency services.

4.2 Principles for Scheme Projects

For the basic infrastructure classes identified to be included in the Scheme, section 163(7) of the Act provides guidance for considering the nature and scope of infrastructure projects to be included in the Scheme:

- Fit for purpose
- Capable of adaptation (where practicable or appropriate)
- Capable of augmentation or extension to accommodate growth or changing circumstances over time (where practicable or appropriate).
- Where appropriate, designed to build capacity for the future
- Designed and built to a standard that is appropriate
- Capable of being procured and delivered in a timely manner to facilitate and promote orderly and economic development.

These principles have been taken into account in developing the scope of specific Basic Infrastructure Scheme Projects, as outlined in the background technical report to the Draft Scheme – the MESH Infrastructure Funding Plan in **Appendix 1**.

5. Scope and Costings of Scheme Projects

Under section 166(1)(a) of the Act, the Scheme Coordinator was required to prepare scoped and costed proposals for the Draft Scheme that accord with any relevant Design Standard.

It is noted that no Design Standards under the Act were in operation at the time the Draft Scheme was prepared.

Initial investigations confirmed that the CGA required a staged infrastructure delivery program across transport, water, wastewater, and stormwater systems.

The expected residential density for the proposed infrastructure scheme was determined through a multi-faceted analysis. Key considerations included the character and density of adjoining and existing greenfield growth areas in metropolitan Adelaide, historical demand trends, and projected demand under the Growth Area Regional Plan (GARP). Physical constraints such as topography and landform were assessed alongside accessibility factors, including proximity to transport corridors, essential services, and the existing township. These inputs informed a reasonable assumption of density for the potential growth area, ensuring alignment with regional planning objectives and practical development feasibility.

Further investigations to inform the Draft Scheme were conducted concurrently and in collaboration with several other strategy documents for the site, including the Master Plan prepared by MESH. The Code Amendment and its supporting investigations (both the draft and the adopted versions)² were also reviewed and considered alongside the preparation of the Draft Scheme.

5.1 Costing Level and Methodology

Due to the scale and long-term nature of the anticipated development of the CGA, precise costing of all Scheme Projects was not a feasible outcome, noting the expected 32 year lifespan of the CGA and potential for change to scope of projects over time.

In order to develop the Funding Arrangements for the Draft Scheme, the Act requires that the Scheme Charge needs to be based on the reasonable capital costs of the scheme projects to be delivered under the Charge. These costs for delivering the infrastructure must not be excessive or unreasonable.

The Scheme Coordinator therefore investigated project options further and undertook more detailed cost assessments to inform the expected capital costs associated with the development of the Growth Area. These costings formed the basis of the Charge which was applied through the Funding Arrangement.

Supporting documentation included the following (where appropriate for the infrastructure class), prepared by qualified engineers and quantity surveyors.

² [Concordia Code Amendment - for consultation](#) and [Concordia Code Amendment Engagement Report](#), Department for Housing and Urban Development, 2025

To ensure the infrastructure charge adequately covers the full cost of delivering the Scheme, relevant assumptions and contingencies were incorporated into the cost modelling process. These included allowances for design development risk, escalation over the 30-year Scheme horizon, and variability in topography and site conditions across the growth area.

Contingency percentages were applied based on project maturity, with higher allowances for early-phase conceptual designs and provision for reduced contingencies as project delivery and certainty evolves. The charge calculation also factored in network-wide integration costs, potential land acquisition for external interventions, and service relocation requirements, ensuring that the funding arrangement reflects realistic implementation conditions.

Importantly, the Scheme document provides explicit scope for future refinement of both the charge and individual project costings as detailed design progresses in initial phases, supported by periodic reviews mandated under the PDI Act. This approach balances cost certainty with flexibility, ensuring that infrastructure delivery remains financially sustainable while accommodating evolving technical detail.

Supporting documentation is referenced in the MESH Infrastructure Funding Plan – **Appendix 1**, with subsequent sections summarising the progression of investigations.

5.2 Transport Investigations Summary

The existing and future transport network was investigated to inform the understanding of the wider road network both internal and external to the CGA. Several separate technical studies addressing the engineering and environmental constraints occurred in parallel to the development of this transport study.

Findings of these studies have progressively informed the urban design and transport network of the growth area masterplan, leading to an iterative design approach that balances these constraints with other objectives for the growth area.

The Transport Infrastructure Strategy (TIS), prepared by AECOM in February 2025, identified key upgrades required to support development within Concordia. These include:

- enabling infrastructure to provide access to the growth area; and
- capacity upgrades to key roads, particularly to the south of the site.

Supplementary transport modelling undertaken by the Department for Infrastructure and Transport (DIT) validated the AECOM Strategy. The modelling confirmed that several transport interventions are required prior to the commencement of development to ensure adequate access and network performance. This includes addressing major constraints on Murray Street within the Gawler central business district, as well as determining suitable southern access and having regard to existing local roads that do not currently meet warranted standards to cater for the increased traffic volume created by the CGA.

The TIS initially identified the following road infrastructure requirements:

Short Term (Phase 0-1):

- Road connections through existing roads to the south of the CGA.
- Road and intersection upgrades to Barossa Valley Way
- Upgrades to Cheek Avenue and 2 new intersections along its length
- A new road between Calton Road and Schomburg Drive.

Long Term (Phase 2+):

- Interchange connection to the Sturt Highway
- Bridge crossing at North Para River
- The Bypass Link Road providing a bypass diverting heavy vehicles away from the Gawler Centre
- Intersections for the bypass with the CGA.

An Addendum to TIS was issued by AECOM in October 2025. This work addressed needs identified in the further modelling with DIT and AECOM, specifically recommending additional investigation into connections to the Sturt Highway, the Link Road, public transport (rail and bus), and southern access routes.

Several Phase 1 enabling Scheme Infrastructure Projects are captured under an existing Deed between the Town of Gawler, the developers of the Gawler East Development (Wel.co), and the Department for Infrastructure and Transport (DIT). This Deed was established to fund road upgrades required due to increased traffic volumes resulting from the expansion of Gawler East and broader local growth.

The development of the CGA introduces additional demand on these roads beyond what was envisaged under the original Deed investigations. Updated assumptions are detailed in the Cheek Avenue Corridor Study which was undertaken by AECOM. To ensure the CGA contributes appropriately, the Scheme incorporates existing cost-sharing arrangements and accounts for the additional demand as outlined in the CGA Infrastructure Funding Plan.³

Conceptual traffic modelling undertaken to support the CGA indicates that an apportioned traffic volume will exist along the Cheek Avenue route, attributable to the CGA. Modelling also indicates that a new road connection to the Sturt Highway will be required once 2,500 to 3,000 residential allotments have been created. This connection may include the need for a new bridge across the North Para River to provide additional transport network capacity. These works are planned for Phase 2 and will be refined further as timing becomes clearer.

³ Infrastructure Funding Plan, MESH, October 2025

The Transport Strategy identifies these state road projects as critical to the CGA's transport network. Without them, significant upgrades - likely including duplication - would be required to existing roads to the south and within the development, notably the north-south link road.

The Strategy recommends an internal road network comprising collector and local roads, supported by a regional arterial link road around the CGA's perimeter. The proposed internal road network does not require additional arterial roads beyond the perimeter road but instead relies on an interconnected system of collector and local roads. This includes provision for duplication of the central north-south collector road, given its key strategic role in connecting to existing road networks.

These roads, along with key intersections and bridges, are essential for linking future residential areas to activity centres and regional transport routes. Accordingly, the Scheme includes several internal collector roads and intersections as identified in the Transport Strategy. It is noted that where Scheme roads have been identified as providing a crossing of a watercourse or swale, costings for these interventions have provided for culvert infrastructure associated with the watercourse.

The north-south collector road in addition to the circular collector road network and connections to Barossa Valley Way were considered to be of a higher order of strategic importance due to their linking function within the growth area. While it is recognised that they are generally of a size and scale which could be delivered solely by development of land, 50% of the cost of these projects have been accounted for in the charge to provide for the delivery of these roads and central intersection.

Although these internal collector roads and intersections could be delivered through standard land division applications, their strategic importance to the broader CGA warrants delivery through the Scheme to provide a coordinated and consolidated road network to support the CGA. On this basis, while there is ability for these to be delivered through land division applications, given their scale and function, these projects are intended to be delivered by development proponents through standard land division practices including construction and vesting to the specifications of the relevant asset owner.

Accordingly, 50% of the construction cost of these roads is apportioned to the Scheme and included in the future Charge on Land and is therefore creditable when these projects are delivered as works in kind. The remaining 50% construction cost is considered a direct developer cost and is not creditable under the Scheme. The development of the TIS and the scoped interventions has had regard to Victoria's Engineering Design and Construction Manual (EDCM), Austroads Standards, DIT modelling, DIT Active Travel Guide and DIT's Code of Technical Requirements.

Transport Infrastructure costs

The construction costs proposed to be included in the Scheme for transport infrastructure have been costed by qualified engineers and quantity surveyors. Construction costs have been provided using Order of Magnitude (OoM) or P90 cost assumptions in guidance with Department and Transport EST 600P Estimating Manual.

The majority of projects within the scheme have been costed to a level of detail consistent with this methodology in the first instance. Existing interventions which have an existing level of design and Order of Magnitude Costings (OoM Costs) and level 2 costings for certain projects located within the first Phase of the development have been used to inform the development. Costings have been used to provide a higher level of certainty that the resultant project values will not exceed the cost estimates. It is identified that all the projects will require further modelling and design prior to construction and costings will have opportunities to be refined as specific project designs are progressed.

Due to a large proportion of transport projects being internal to the CGA, with no existing roads and infrastructure and subject to further detailed design by the respective developers or the scheme in its latter phases, functional area rates have been used to estimate the Order of Magnitude Costs, including a view on high level costs for special provisions such as contingencies without definition of design, scope or specification at this stage.

5.3 Water Investigation Summary

SA Water have highlighted that significant investment in water infrastructure is required to enable the development of the CGA. The existing water system servicing the CGA has limited capacity available to service additional allotments.

The CGA will be serviced through the existing Sandy Creek water supply zone. The CGA demands will require a further two tank storages within the existing Sandy Creek water supply zone and large connecting trunk infrastructure (~37 km of between 300DN to 1700DN). The higher ground elevations throughout Concordia will require the establishment of a new water supply pressure zone and two tanks at a higher elevation than the existing Sandy Creek water supply zone. The new pressure zone is required to maintain suitable water pressure and flow for the CGA.

A staged servicing plan by SA Water has been undertaken to understand staging and service delivery for 15,000 lots over the life of the development. The assessment has been completed for the full build out of 15,000 dwellings to provide infrastructure contingency in the event that additional density or development is experienced over the life of the project. This is consistent with the provisions of Part 13 of the Act which identify that infrastructure should have potential for SA Water has used an estimate of higher growth catering for 15,000 dwellings in order to plan for increased growth should it occur over the 34-year project lifespan.

SA Water Infrastructure is scoped and designed to inform costings with regard to the SA Water Suite of Governance Documents and technical design standards. Costings have been informed by SA Water construction and standard requirements for similar forms of infrastructure should be capable of augmentation or extension to accommodate growth or changing circumstances.

Enabling works (trunk infrastructure) to service the CGA will be sized to also benefit other surrounding growth areas. SA Water's infrastructure analysis has detailed that the CGA is a beneficiary of this investment in the order of 20% and will benefit other growth areas including Kudla, Blakeview, Gawler East and Roseworthy.

SA Water proposes temporary wastewater infrastructure (via tankering) to service the first 600 allotments in Phase 0. These early wastewater and water works are to be separately funded, as they are not proposed to be included in the future Scheme. Therefore, the respective development proponents proposing to deliver the first 600 allotments will be required to fund any necessary works required by SA Water. SA Water note that the includes funds for the design, construction and SA Water governance of all water, wastewater and wastewater tankering costs.

If however, developers do not proceed in Phase 0 wastewater works, additional wastewater infrastructure will be required in Phase 1. SA Water note that additional infrastructure will be required to capture wastewater until adequate flows are available to enable the effective operation of the smaller wastewater treatment plant.

5.4 Wastewater Investigation Summary

There is currently no existing wastewater system available to service the CGA.

SA Water have identified that the growth area presents complexities for wastewater servicing due to its geographic scale, lack of existing network capacity and its distance from existing wastewater infrastructure, particularly the Bolivar Wastewater Treatment Plant (WWTP).

Water and Wastewater Infrastructure costs

The cost of the trunk water and wastewater infrastructure for the whole of the CGA is subject to further refinement by SA Water, however detail provided by SA Water allows for a delivery cost to service Phase 1 of the CGA with potable water and wastewater.

Given the cost of construction of enabling trunk infrastructure for both water and wastewater, it is acknowledged that full economic recovery of such infrastructure would be cost prohibitive for the development of the CGA and would be contrary to requirements under the Act relating to the development and consideration of the Charge on Land.

A contribution towards this infrastructure is proposed to be sought via the Scheme by way of inclusion of a charge per dwelling for both water and wastewater infrastructure. This contribution has been developed as part of the Charge to represent a value of cost recovery which would not be overtly detrimental to the affordability or development of the CGA as required under Part 13 of the Act. Given the substantial costs of delivering trunk water and wastewater infrastructure to the growth area, consideration of expected market return of developed land against the implementation of a charge on top of other typical development costs including land acquisition was undertaken to inform the Charge.

Under the Scheme, all infrastructure interventions and associated costs will be independently reviewed by the Scheme Coordinator. This includes independent assurance and a comprehensive assessment of potential third-party wastewater providers to ensure the lowest cost deliverable product.

5.5 Stormwater Investigations Summary

A preliminary draft stormwater management strategy (SWMS) was completed by Tonkin 30 September 2024. The report presented the preliminary draft SWMS, which represents a high-level desktop assessment of the stormwater requirements for the CGA and provides commentary on potential stormwater management measures that can be implemented to achieve the outlined stormwater requirements. The contents of the preliminary draft SWMS were used to inform the preparation of the Master Plan for the CGA, which was developed in conjunction with DHUD, local Councils, and key stakeholders.

Subsequent to the preliminary draft SWMS, on 5 December 2024 Tonkins completed a draft SWMS which builds upon the stormwater requirements and potential stormwater management measures outlined in the preliminary draft SWMS. The contents of this report outline the modelling work that has been undertaken to better understand the impacts of the proposed stormwater management measures on managing runoff generated by the CGA and discusses the results of the modelling which informs of the potential size, location, and alignment of proposed stormwater infrastructure. The contents of the draft SWMS were used to inform the preparation of the overall structure plan for the CGA, which will be developed in conjunction with DTI, local Councils, and key stakeholders.

A final stormwater management strategy (SWMS) was completed by Tonkin in April 2025 to inform the development of the overall Master Plan for the CGA and adjoining areas to demonstrate how stormwater could be effectively managed. The final SWMS incorporated stakeholder input and was used to develop the completed Master Plan.

Various modelling efforts were conducted to support the SWMS. These efforts included:

- Hydrological modelling to assess changes in peak flow rates between pre- and post-development conditions.
- 2D floodplain modelling to determine appropriate waterway buffer widths.
- Hydraulic modelling to establish detention storage requirements for managing peak flows and mitigating flood risks to downstream areas.
- Continuous simulation water balance modelling to evaluate retention storage needs, aiming to minimize impacts on the existing catchment's hydrological regime and reduce erosion risks.
- Water quality modelling to identify necessary Water Sensitive Urban Design (WSUD) assets to meet statewide water quality targets.

The SWMS adopts a catchment-based approach, supported by hydrological and hydraulic modelling, to test the effectiveness of proposed measures and to inform the size, location, and configuration of stormwater infrastructure within the Scheme. This approach identifies regional infrastructure while retaining flexibility for future basin storages to be apportioned in line with land ownership.

Stormwater management measures are aligned with sub catchments discharging to Whitelaw Creek and the North Para River. These sub catchments are defined by terrain, existing watercourses, and hydrological profiles, with consideration given to major road crossings and land ownership. At the time of reporting, approximately 90% of the CGA was under consolidated ownership by three parties, enabling embankment storages to be integrated with the road network and key culvert crossings.

The SWMS identifies a series of embankments and detention basins aligned with:

- Existing watercourses and flow paths
- The road network
- Culverts crossing prescribed waterways

Strategically located catchment scale embankment storages will reduce both runoff volumes and peak flows leaving the CGA. Each basin is assigned an allowable discharge and proposed culvert size, and storages are integrated into the road network where feasible to serve dual purposes:

- **Retention storage:** reduces runoff volumes through infiltration and evaporation.
- Detention storage: attenuates peak flows during major rainfall events.

Modelling indicates that this approach could reduce post development average annual runoff volumes by up to 56%. At the regional scale, the SWMS positions structures and catchments to reduce overall runoff from the CGA to pre-development peak discharge for the 1% AEP event. Consequently, some downstream sub catchments adjacent to Whitelaw Creek and the North Para River do not require regional basins for peak flow management; in these areas, installing peak mitigation structures is impractical because rapid drainage during major events is critical to managing peak flows across the broader site.

This framework enables the separation of detention requirements and aligns stormwater infrastructure with land holdings, reducing reliance on downstream systems and supporting multiple development fronts. Future basins have been identified in sub catchments Cat34, Cat40, and Cat04 to allow detention and retention storages to be apportioned in line with ownership. Additional catchment scale investigations are required to confirm storage volumes, allowable discharge rates, and outflow structures that maintain pre-development flow conditions.

Delivery will be coordinated through the Scheme, with the major stormwater infrastructure projects identified in the Scheme included as direct delivery projects to achieve consistent outcomes across the growth area. Embankment basins and associated pipes/culverts will be constructed to manage post development flows to pre-development rates, and road culverts will be designed to meet a 1% AEP drainage standard. This allows proponents to deliver infrastructure in accordance with the SWMS, EPA water quality standards, and established engineering requirements, while integrating assets with the final road layout to minimise costs and land take.

Implementation will be progressively refined through catchment-based Stormwater Management Plans (SMPs), incorporating detailed design by development proponents to ensure alignment with the preferred urban layout, SWMS objectives, and site-specific design intents. SMPs will also define allotment scale and streetscape scale approaches:

- **Allotment scale:** Water Sensitive Urban Design (WSUD) measures (as recommended in the SWMS) manage stormwater at source and help reduce mains water demand.
- **Street scale:** features such as raingardens, swales, and tree pits should be integrated where practicable, noting that the steep terrain of the CGA may limit widespread implementation.

Tonkins SWMS is scoped and designed with regard to DEW Technical reports and standards, The Planning and Design Code, CPAA Design Manual, EPA Victoria Reviews, Gawler and surrounds Stormwater Management Plans and Water Sensitive SA Guidelines.

Stormwater Infrastructure costs

The SWMS specifies the necessary stormwater management assets required for CGA development and proposes high level costings for the proposed stormwater projects based on historic cost information and experience. The costs have not been included in the scheme as stormwater works are deemed to be direct delivery projects, however the costs can be used to inform the respective developers feasibilities.

The size and scope of infrastructure proposed as part of the SWMS are intended to be refined further in accordance with the objectives and outcomes of the SWMS as development of the CGA layout proceeds. It is expected that the more detailed designs by parties undertaking development within the CGA will refine and optimise locations of basins and detention areas regarding the anticipated urban form of development. This will allow for the design intents of the various sites to be integrated together, allowing for the stormwater management strategy to be adopted in a holistic manner with the potential for further refinement in future.

Further details:

Further detail on the strategic basis of Scheme Projects, the justification and methodology of costing is addressed in the supporting documentation for the Draft Scheme in **Appendix 1**.

Funding Arrangement and Charge

6. Developing the Funding Arrangement

Section 166(1)(d) of the Act required the Scheme Coordinator to develop the Funding Arrangement for the Draft Scheme, and as the Draft Outline proposed the imposition of a charge under Part 13, Subdivision 7 (Charge), the Scheme Coordinator was also required to develop the Charge in accordance with the provisions of the Act for this purpose.

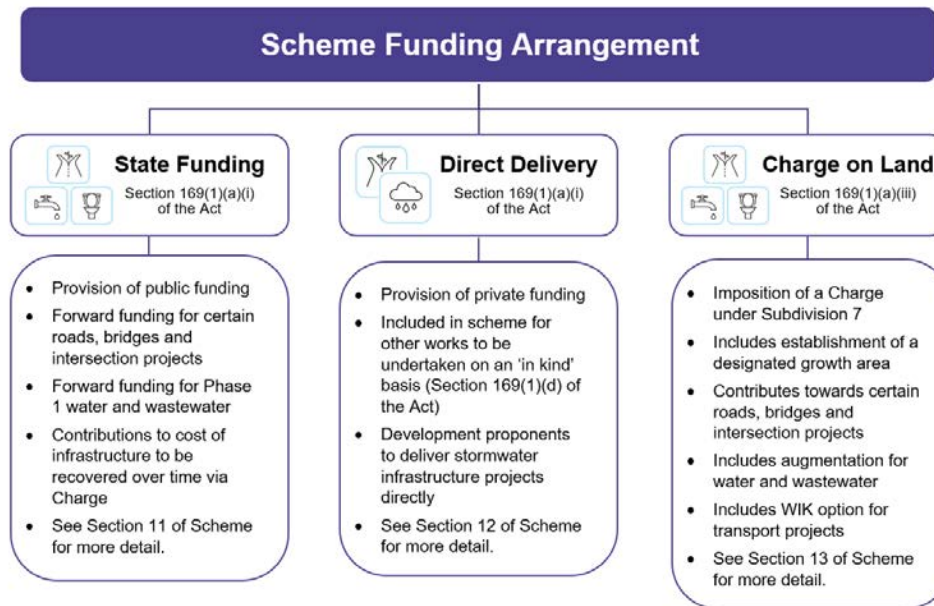
Under Section 169(1) of the Act, a Funding Arrangement for a scheme may include one or more of the following:

- Public or private funding sources (including Treasurer guarantees)
- Tax, levy, or local government rate exemptions under State law
- Imposition of a Charge under Subdivision 7 or a Contribution under Subdivision 8.

A Funding Arrangement can also include:

- Rebate and adjustment schemes related to the Charge (and any such scheme will have effect according to its terms)
- Determinations by ESCOSA or other specified bodies regarding charges or adjustments (including a determination that is made after the Scheme has been approved under this section)
- In-kind delivery of works
- Other matters determined by the Minister.

The Funding Arrangement specifies how each Scheme Project will be funded, including the proportion funded through the Charge as well as other sources. The Funding Arrangement proposed the following arrangements provided for under section 169(1)(a) of the Act, which are discussed in more detail below.



6.1 Provision of State Funds

This component of the Funding Arrangement has been developed in accordance with Section 169(1)(a)(i) of the Act.

Development within Concordia requires the delivery of key enabling infrastructure - specifically transport, water and wastewater projects - to support the initial release of 2600 residential lots. These foundational infrastructure elements are essential to unlocking the early stages of development and accelerating housing supply in response to South Australia's current housing shortage. Their timely delivery will facilitate coordinated growth and ensure the area is adequately serviced from the outset.

The State Government has acknowledged there is a significant role to play in the provision of funding towards major trunk and enabling infrastructure for roads, sewer and wastewater which is a quantum and scale which is beyond the capacity of the CGA to account for and would not typically be delivered by a growth area.

The Funding Arrangement provides for the State Government underwriting of a portion of funds so that infrastructure works can commence from the outset, after which contributions can then be recovered by the Charge.

6.2 Direct Delivery

This component of the funding arrangement has been developed under sections 169(1)(a)(i) and 169(1)(d) of the Act.

This involves developer funded and delivered infrastructure (no shared major infrastructure) for infrastructure which is considered to have strategic importance and a need for coordinated delivery

in the development of the growth area, but is of a nature and scale which would generally be provided for through the development of land as provided for under the relevant zone.

Through the Funding Arrangement, provision has been made for the provision of this infrastructure as the land is developed and through a Development Approval process.

6.3 Charge on Land

This component of the Funding Arrangement has been developed in accordance with Section 169(1)(a)(iii) of the Act, and involves the imposition of a Charge under Part 13 Subdivision 7 of the Act on land parcels within the Designated Growth Area.

The whole of the Charge applicable to the CGA comprises three elements:

1. Transport
2. Water augmentation
3. Sewer augmentation

The proposal to impose the Charge has considered Section 163(9) of the Act, which involves addressing:

(a) Reasonableness of Using Other Funding Sources:

While funding sources are not always known during the early phases of a project (i.e., pending Federal and State budget bids), potential sources should be identified, with commentary on their likelihood and timing. For example, intersection upgrades may be eligible for black-spot funding, reducing the financial burden on landowners or beneficiaries.

The Scheme Coordinator is responsible for monitoring potential funding opportunities over the life of a Scheme. A Scheme may subsequently be varied under S167(5) of the PDI Act should a funding bid be successful.

(b) Existing or Planned Charging Arrangements:

Whether there are any schemes or arrangements (including with respect to the imposition of separate or other rates or charges) that are already in place, or already planned (and known to the Minister) with respect to the provision of basic infrastructure or the undertaking of works in the designated growth area (or in an adjacent or related area).

Reasonableness of Using Other Funding Sources

In considering other funding methods that might otherwise be available for the CGA, it is recognised that the rezoning of the land is largely driving any requirement to upgrade infrastructure outside of standard asset renewal programs which may exist.

It is acknowledged that the Scheme makes provision for the inclusion of other funding methods either through funds in section 13 or delivery of works in section 12. Further, it is noted that the Scheme Coordinator will work with all parties to explore future opportunities for provision of funds through grants programmes or budgetary submissions as may be appropriate for the relevant infrastructure.

Beyond these considerations, there is an assumption that infrastructure projects identified in the Scheme required to service the CGA will largely need to be funded by landowners or their agents developing that land, or by existing or future asset owners and this is reflected in the Charge which has been identified for the CGA. In part this approach has been informed by the requirements of the Act in determining the Charge, which should be developed so as to not impede the development of the growth area. Provision of internal infrastructure to be delivered by proponents has resulted in such Infrastructure Projects from being excluded from the current version of the Charge proposed for the Funding Arrangement.

Through the collection of this Charge, monetary contributions may be used by the Scheme Coordinator to reimburse a party for works undertaken, recover costs incurred by government or to undertake works required through the Scheme

The proposed Charge is to be applied to all land within the CGA. In the first instance it is acknowledged that infrastructure servicing anticipates a sequencing where land within Phase 0 and Phase 1 of the Scheme and any infrastructure which is reasonably required to service this area would develop in the first instance. This extends to the extent of consideration of any application for Works in Kind and delivery of works. Facilitation of development within Phase 2 of the scheme would then occur based on provision and rollout of infrastructure.

Land within Phase 0 is included in the application of the Charge as it forms part of the Designated Growth Area and contributes to the overall demand for infrastructure. While initial servicing arrangements for Phase 0 rely on interim measures, access to water and wastewater was provided on the basis that future augmentation works under the Scheme would restore and expand network capacity to offset the capacity allocated to Phase 0. This approach ensures that early development benefits from the same strategic infrastructure as later phases and that costs are equitably distributed across all land benefiting from the Scheme. Accordingly, Phase 0 land is treated as a beneficiary of the water and wastewater augmentation works and is subject to the Charge in accordance with the principles of fairness and orderly development under Part 13 of the Act.

As highlighted in traffic reporting to support the CGA, any change in timing for the provision of the bypass road has potential to change the form and function of internal and external roads to cater for increased traffic volumes, and change to the scope or specification of these projects may be required if this were to occur. This would result in additional beneficiaries to such infrastructure projects, where such projects may be considered within the Funding Arrangement and Charge for Phase 2 of the Scheme.

The Charge applies to all land within the Designated Growth Area; however, development outside Phase 0 and Phase 1 is unlikely until trunk infrastructure is delivered under subsequent phases of the Works Program as other areas of the CGA would not benefit from the infrastructure provided under initial phases. The Scheme provides for refinement of the Works Program for future phases at least 24 months prior to Phase 1 completion or upon creation of the 1,800th allotment, whichever occurs first. Infrastructure planning and cost apportionment will occur progressively over the life of the Scheme to maintain alignment with development sequencing and servicing requirements.

Consideration of Funding from Other Sources

Development of the funding arrangement has included consideration of other funding sources in accordance with Section 168(3) of the Act.

As detailed in the traffic investigations to support the CGA and Scheme, provision has been made in existing infrastructure delivery mechanisms for land located to the south for upgrades to existing infrastructure along Cheek Avenue. Funding from this source has been considered based on an apportioned share of infrastructure demand, having regard to likely traffic demand and works funded through the existing Deed. Further analysis has been undertaken by RLB (*Gawler East Traffic Interventions - Concept Design Estimate*) to detail costs of infrastructure provided for under the existing mechanisms compared to the upscaled projects necessitated by the increased volume from the CGA.

Given the existing funding pathways that exist for a proportion of the infrastructure upgrades, provision of such funds has been accounted for in the Funding Arrangement. Through the underwriting of Government detail above, these infrastructure works will be funded and delivered to support the initial development of the CGA, with these funds recovered by Government as contributions are received from the CGA and the development to the south. The following Phase 1 infrastructure projects (IN-01, IN-02, IN-03, RD03a and RD-03b) relating to the upgrade of the Cheek Avenue corridor are captured within an existing Deed. The costs outlined in the Deed were established to fund road upgrades required due to increased traffic volumes resulting from the expansion of Gawler East and general growth in local traffic.

The development of the CGA requires further upgrade to these infrastructure projects than was envisaged under the original Deed investigations due to the increased traffic generation. This is further detailed within the Cheek Avenue Corridor Study (AECOM, 2025). AECOM has assessed the change in function of Cheek Avenue and identified the construction scope required to cater for the additional traffic generated by the CGA. Based on the outcomes of the traffic assessment the cost share for Cheek Avenue has been established as the difference in the transport project costs allocated to the existing Deed versus the transport project designs prepared by AECOM. The transport projects within the existing Deed were originally costed by RLB in 2017 dollars and based on a project scope determined at the time. AECOM prepared an updated project scope and design for each project based on current design standards which was then costed by RLB in addition to a costing being undertaken of the original projects based on expected current delivery costs.

The scheme Funding Arrangement identifies that the applicable apportionment of these upgrades to the existing area and associated deeds or agreements will form a component of the funding arrangements. These funds will be recovered from land outside the growth area by a form of agreement between the applicable parties to recover against delivery of infrastructure.

The cost share arrangement for Cheek Avenue between the Existing Deed and the CGA is represented below (**Table 9**) whereby the CGA is apportioned the cost difference between the total construction cost minus contributions included in the existing Deed, based on AECOM's design.

Dual contribution infrastructure

In recognition of the strategic importance of key internal roads within the Concordia Growth Area (CGA) and to facilitate the orderly and coordinated delivery of the internal road network, a dual

funding model is proposed for selected projects. This approach ensures that the delivery of critical infrastructure occurs in a manner that is equitable, efficient, and aligned with the principles of the infrastructure scheme

Under this model, 50% of the delivery cost for these projects will remain the responsibility of the landowner undertaking development within the CGA. This allocation reflects the established principle that the provision of road infrastructure is an inherent and expected component of land development and subdivision. Furthermore, it is reasonable to expect that roads of the envisaged form and function and which serve local access and connectivity are of a nature that could be delivered by landowners as part of their development obligations.

The remaining 50% of project costs will be distributed across all landowners within the CGA through the infrastructure charge, acknowledging that the benefits of a consolidated and coordinated internal collector road network extend beyond individual development parcels. A well-connected road system enhances accessibility, supports efficient traffic movement, and underpins the overall functionality of the growth area. Consequently, all landowners derive a measurable benefit from these strategic links, justifying a shared contribution toward their delivery.

This cost-sharing arrangement achieves two key objectives:

1. Equity – Ensuring that those who directly trigger development contribute proportionately, while recognizing the broader network benefits enjoyed by all landowners.
2. Practicality – Providing a mechanism to deliver higher-order internal roads that may exceed the reasonable capacity of individual developers, thereby avoiding fragmented or delayed infrastructure outcomes.

The list of affected projects, including indicative project details, estimated costs, and the proposed cost apportionment, is provided within the Draft Infrastructure Scheme and the Infrastructure Funding Plan prepared by MESH.

7. Consideration of Charge

This section sets out how the Charge is created, the method applied to calculate the charge, the charge rate amount required per demand unit and how the Charge liability is calculated.

7.1 Constitution of Designated Growth Area

In establishing the Designated Growth Area, section 163(8) of the Act has been considered, noting:

- the area will benefit from the Scheme Infrastructure Projects included in the Charge
- the area will provide fair and sufficient funds over time with respect to the provision of the Scheme Infrastructure Projects included in the Charge
- the area does not overlap with a contribution area under Subdivision 3 of the Act.

7.2 Commentary on Charge Principles

In determining the Charge, the Scheme Coordinator considered principles within the Act relating to housing affordability, development viability and whether any other funding sources were available.

Beneficiaries of the infrastructure projects were identified as those parties and landowners within the rezoned land who gain from the improved zoning and associated uplift in land value. These benefits arise from the enhanced development potential created by the rezoning and the provision of future infrastructure that would reasonably be required to support the anticipated residential population within the area.

Specifically, the Act states the Scheme Coordinator should seek to act consistently with the principles set out in Section 166(2) of the Act. **Table 9** describes how these principles were applied.

Table 1: Principles for Developing a Charge

Section	Principle	Application in Scheme
166(2)(a)	The charge should be limited to recovering the reasonable capital costs of the basic infrastructure based only on infrastructure that is not excessive and that is not produced or delivered at a cost or price that is unreasonable in the circumstances.	The Charge is limited to recovering the reasonable capital costs of the basic infrastructure. The need for the infrastructure has been determined through the Concordia Master Plan, CGA Infrastructure Funding Plan and supporting investigations referenced in these documents.
166(2)(b)	The charge should not have an excessively adverse impact on: <ul style="list-style-type: none"> the development of a designated growth area housing or living affordability within a designated growth area employment, investment or economic viability associated with a designated growth area. 	To avoid the Charge having an excessively adverse impact on the development, housing or living affordability or employment, investment or economic viability the Charge considers the costs of and contributions required towards other infrastructure. In considering whether to include the charge of land, various funding options including alternative sources of funding and any schemes or arrangements that are already in place, or already planned with respect to the provision of basic infrastructure or the undertaking of works in the designated growth area (or in an adjacent or related area). Further detail on the affordability and viability test is outlined below.

Section	Principle	Application in Scheme
166(2)(c)	The charge must be based on a scheme under which a payment or payments under the charge become payable (or commence to become payable) on a specified event or events.	Payment of the Charge would be due at defined trigger points as per the specified events in Section 13.4 of the Scheme,
166(2)(d)	Funding should recognise the need to provide value for money in connection with funding arrangements including, as appropriate, through contestable provision of basic infrastructure.	The Scheme has been developed to allow for the competitive delivery of infrastructure to ensure cost efficiency and transparency. This is provided through the ability to delivery Works in Kind, and the role of the Scheme Coordinator in identifying and pursuing opportunities to improve or reduce the costs of infrastructure provided for in the Scheme.
166(2)(e)	Rebates for charges should be available in appropriate circumstances.	The Scheme allows for rebates where infrastructure is delivered as Works in Kind. Consideration of rebates will sit with the Scheme Coordinator.
166(2)(f)	Exemptions from the imposition of the charge should be considered depending on the circumstances of the case.	Exemptions have not been accounted for in the application of the charge on land titles although the Minister may consider an exemption at his discretion.

7.3 Affordability and viability test

As per section 166(2)(b), the PDI Act requires that infrastructure scheme charges must be fair, limited to reasonable costs, and structured to support development viability, affordability, and economic sustainability, while encouraging efficient delivery.

It is considered that applying a full economic pricing policy will render development within Concordia financially unfeasible based on the quantum of infrastructure required and the actual costs to develop and deliver the land for housing.

Given the significant cost of constructing enabling trunk infrastructure for both water and wastewater services, it is acknowledged that full economic recovery of these works through a charge on land would be cost-prohibitive and would undermine the viability of development within the CGA. Such an approach would also conflict with the requirements of the Act, which mandate that any infrastructure charge must be developed and considered in a manner that supports the delivery of development rather than impeding it.

To address this, a contribution towards these essential services is proposed through the Scheme by applying a per-dwelling charge for water and wastewater infrastructure. This contribution has been calibrated to represent a proportionate recovery of costs while ensuring that the charge does not impose an unreasonable burden on development feasibility or housing affordability, as required under Part 13 of the Act. In determining the appropriate level of contribution, detailed consideration was given to the expected market return on developed land within the CGA, alongside typical development costs such as land acquisition, site preparation, and statutory obligations. This analysis ensured that the proposed charge strikes a balance between cost recovery for critical infrastructure and maintaining the economic viability of development, thereby supporting the timely and sustainable growth of the area.

The longer-term intention for water and wastewater augmentation charging will also be further assessed once the current review of ESCOSA SA Water capital program and charging arrangements is completed.

It is intended that under the Scheme, charges will be reviewed every five years through the Scheme Coordinator review process, ensuring alignment with inflation, actual costs of infrastructure and changes in infrastructure staging priorities.

8. Creation of Charge

The Charge is proposed to be registered on the Certificate of Title of all parcels of land within the Designated Growth Area in accordance with section 173(3)(c) of the PDI Act.

8.1 Exemptions and Rebates

In applying the Charge, it is not proposed that an exemption would be applied to any Certificate of Title within the Designated Growth Area given that all Titles were accounted for in considering likely infrastructure requirements and associated costings.

As outlined above, in considering the Charge, it is considered that a rebate against the Charge would apply to land subject to open space or community facilities provided under the social infrastructure deed administered by Council. The Minister for Planning may also specify any land use or uses where a rebate would apply.

8.2 Specified Events for Payment

In accordance with sections 166(2)(c) and 166(3) of the Act, the Charge becomes payable (or begins to become payable) on the specified events related to when development is undertaken in **Table 10**.

Table 2: Specified Events for Charge Payment

For Development Applications involving:	Specified Event relating to Section 166(3)(a) and (b)
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Land Division which results in the creation of residential allotments suitable for detached dwellings*	Prior to a Land Division Certificate being issued under section 138 of the PDI Act.
Applications resulting in employment or commercial type land uses, or creation of allotments for other dwelling types provided for under the Planning & Design Code	Upon commencement of works under a Development Approval or upon receipt of invoice for such contribution following commencement
Change in Use (no Land Division)	Upon commencement of a new use, or upon receipt of invoice for such contribution following commencement of use
Building Work (no Land Division or Change of Use)	Before release of certificate of occupancy upon receipt of invoice for such contribution following occupation.

* The Scheme coordinator shall be responsible for determining if a created allotment can reasonably be suitable for a detached dwelling. This consideration should have regard to the proposed allotment size and dimension and comparison to the form and typologies of comparable forms of division both within the Growth Area and other greenfield development areas to apply a practical consideration to the likely use of the allotment being created.

Payments may be staged or deferred to a later date or specified event at the discretion of the Scheme Coordinator, subject to the owner of the land to which the Charge relates entering into an agreement to pay the Charge at the alternative date or event.

9. Calculation of Charge

Table 11 identifies the levies assigned to each Scheme Infrastructure Project. This section explains how the Charge on land is calculated.

Each Scheme Infrastructure Project funded via the Charge has a cost specified for either capital works or land.

Table 3: Summary of Phase 1 Project Costs by Infrastructure Category

Infrastructure Type	Total Project Land Cost	Total Project Construction Cost	Total Project Cost	Total Phase 0 & Phase 1 Charge	Total Cost of Projects Apportioned to CGA
Local Transport					
Roads				\$25,428,494	\$119,867,972
Intersections				\$11,525,722	\$54,331,333

Infrastructure Type	Total Project Land Cost	Total Project Construction Cost	Total Project Cost	Total Phase 0 & Phase 1 Charge	Total Cost of Projects Apportioned to CGA
Roads	\$0	\$279,865,101	\$279,865,101		
Intersections	\$4,155,000	\$53,292,910	\$57,447,910		
Total - Local	\$4,155,000	\$333,158,011	\$337,313,011	\$37,480,118	\$176,678,305
State Infrastructure					
Transport	TBD	TBD	TBD	NA	TBD
Phase 1 Water	\$4,900,000	\$295,085,809	\$299,985,809	\$39,000,000	\$180,000,000**
Phase 1 Wastewater*	\$11,200,000	\$165,513,337	\$176,713,337	\$39,000,000	\$180,000,000**
Phase 2 Water*	TBD	TBD	TBD	NA	TBD
Phase 2 Wastewater*	TBD	TBD	TBD	NA	TBD
Total - State	\$16,100,000	\$460,599,146	\$476,699,146	\$78,000,000	\$360,000,000
Total Local + State Projects	\$20,685,000	\$707,348,189	\$728,033,189	\$115,480,118	\$536,678,305

*The total project cost is based on high level estimates Phase 1 infrastructure. Phase 0 and 2 costs are still to be determined.

**The apportioned amount to the CGA is calculated based on the \$15,000 charge per dwelling for water and wastewater infrastructure.

External Usage

For the Cheek Avenue projects an exercise was undertaken to understand predicted traffic volumes and costing relating to different scopes of infrastructure to determine the value of transport projects that were considered within the existing Town of Gawler Transport Deed versus the current value of new scope and designed transport projects as a result of the increased traffic volumes that the CGA would generate. The cost to the CGA Scheme was the resultant value of the comparison of these two components. This is explained in further detail with a table and commentary in the Funding Plan.

Cost Apportionment

The cost of each Scheme Infrastructure Project has been apportioned based upon the likelihood that a project will be used by the residents and workers within the Designated Growth Area.

The CGA is considered a single catchment area, as the projects required to be delivered are required to support development of the entire growth area. The cost of the Charge projects has been attributed to the total development area.

The common demand unit is one net developable hectare and there are a total of 704.37 net developable hectares in the Concordia Designated Growth Area as set out in at the time of issue for this document (**Table 12**).

A residential dwelling density of **17.7** dwellings per net developable hectare has been assumed, as outlined earlier in Section 3.1 and a residential NDA of **689.36** as represented below, to calculate a per dwelling Charge for residential development has been adopted. For the purposes of application of the charge, allotments of ,1,000m² or less would be charged at a residential allotment rate, while allotments greater than 1,00m² shall be charged at the per hectare rate.

The expected density and actual density delivered through the development of the CGA would be considered by the Scheme Coordinator in any review of the scheme to ensure that density projections remain consistent with infrastructure capacity and design considerations.

Table 4: Demand Units and Estimated Yield

Land Use	Demand units (Net Developable Area (ha))	Estimated Yield
Residential	689.36	12,000 Dwellings
Employment	15.01	15 hectares
Total	704.37	

**Employment land uses include industrial, commercial and retail.*

9.1 Recommended Charge

The Scheme imposes a charge for both residential and employment development within the CGA.

Table 13 sets out the basic infrastructure charge required to be paid for residential and employment land use. Residential development is charged on a per dwelling basis and employment land use is charged on a per net developable hectare basis.

Table 5: Infrastructure Charges

Land Use	Unit of Charge	Development Charge rate (\$)
Residential	Single Dwelling	\$45,408.84
Non-residential uses or other dwellings types as provided for under the Planning and Design Code, including but not limited to the following:	Per net developable hectare	\$272,452.22 per NDha + Sewer and Water Connection Charge Water: \$15,000

- Group Dwelling
 - Residential Flat Building
 - Dual Occupancy
- Sewer:** \$15,000

The individual charge generated for each infrastructure project, is set out in **Table 14** below.

Table 6: (Infrastructure Charge breakdown by Infrastructure Type/Classification)

Land use	Residential Development	Non Residential Development
	Charge per Dwelling (Phase 0 & Phase 1) for allotments of 1,000m ² or less, Charge per NDha for allotments greater than 1,000m ²	Charge per NDha (Phase 0 & Phase 1)
Local Transport		
Roads	\$12,358.95	\$218,503.81
Intersections	\$3,049.89	\$53,921.41
Est. Local Transport Charge Rate	\$15,408.84	\$272,425.22
State		
Transport	\$-	\$-
Water	\$15,000.00	\$15,000 per connection
Sewer	\$15,000.00	\$15,000 per connection
Total State Charge Rate	\$30,000.00	\$30,000 per connection
Total Charge Rate	\$45,408.84	\$272,425.22 per NDha + State Sewer and Water Connection Charge

It should be noted that the full cost recovery charge for Phase 1 water and wastewater infrastructure works is \$238,350 per lot. However, in accordance with the Charge Principles outlined in Section 13.2.2 and **Table 10**, a fixed water and wastewater augmentation charge has been established.

9.2 Calculation of Charge Liability

The total Charge liability is calculated by multiplying the total Charge units by the Charge rate.

10. Payment of Charge

The Charge liability can be satisfied via:

- Payment of the Charge and/or
- Construction of a Scheme Infrastructure Project (Works in Kind contribution).

10.1 Works in Kind Contributions

The Scheme Coordinator may accept the provision of a works contribution in lieu of monetary payment of the Charge.

In determining whether to accept a works in kind proposal the Scheme Coordinator will have regard to criteria set out in the Works in Kind (WIK) provisions in the Scheme. This will include consulting with the relevant asset authority when assessing offers for works in kind.

10.2 Credits

Where use of the WIK option is elected, landowners are entitled to obtain a credit for the construction of works in lieu of a Charge.

The Scheme Coordinator can apply credits against the charge liability where an applicant proposes to deliver WIK. The value and determination relating to consideration of WIK are provided for within the WIK provisions in the Scheme.

Temporary works are not eligible for works in kind credits against this Scheme.

It may be appropriate to deliver some Scheme projects in a staged manner based on the needs of the development or the functionality of the asset, however any eligibility for these works to be credited as WIK must be agreed to by the Scheme Coordinator.

10.3 Enforcement of Charge

If on the advice of the Scheme Coordinator, a person fails to comply with the terms and conditions of a Charge, the Minister may enforce the Charge in accordance with proceedings in section 175 of the Act.

10.4 Cancellation of Charge

When the Charge has been paid in full and/or satisfied through a WIK contribution through the issue of credits by the Scheme Coordinator, the Minister is to give notice to the Registrar-General and advise that the charge is to be cancelled, unless such power is delegated to the Scheme Coordinator, in which case the Scheme Coordinator will advise.

Upon receipt of the advice, the Registrar-General will remove the notation of the Charge from the relevant Certificate of Title.

11. Administration of Charge

11.1 Establishment of Fund and Reporting Requirements

Monies payable under the Funding Arrangement will be paid into the *Concordia Basic Infrastructure Scheme Fund* (the **Fund**), as established by the Chief Executive of the Department in accordance with section 182 of the Act.

The Fund will comprise of a non-interest-bearing account.

Monies in the Fund will be used to deliver the infrastructure included in this Scheme, in accordance with any directions or approvals of the Treasurer as set out in the Scheme, or to make reimbursements for payments that have already been made.

The Scheme Coordinator is to keep proper records of the area and location of all portions of the Designated Growth Area for which a Charge to the Fund has been paid.

Where the Charge is to be applied to multiple infrastructure categories as provided for in this document, the Scheme Coordinator shall ensure that appropriate disbursements are made in relation to each category, and the relevant infrastructure works.

Where a credit has been obtained in relation to the delivery of WIK, the application of the Credit against future contributions under the Charge shall be limited to those against the same infrastructure category to which the Credit was applied. For the avoidance of doubt the balance of the Charge relevant to other infrastructure categories shall be payable at the Specified Event relevant to the Charge.

In accordance with section 183 of the Act, the Fund forms part of the accounts of the Department for the purposes of the *Public Finance and Audit Act 1987*.

11.2 Indexation of Charge

The Draft Scheme provides for the indexing of this Charge under section 169(2)(i) of the Act.

The proposed price index is the Australian Bureau of Statistics' Producer Price Index, Road & Bridge Construction Index, South Australia, Catalogue 6427.0, Table 17 Output of the Construction Industries (Index). The annual percentage change of this Index is proposed to be applied to the Charge that applies under the Scheme.

The Scheme Coordinator wrote to the Essential Services Commission of South Australia (ESCOSA) requesting the review and approval of the proposed use of a price index for use in the Draft Scheme.



ESCOSA has reviewed the proposed Index and, in accordance with section 169(2)(a)(i) of PDI Act, has approved its use for the purposes of the proposed Concordia Basic Infrastructure Scheme, when that scheme comes into effect (**see Figures overleaf**).

ESCOSA also advised that given that the choice of index affects charges under a scheme with any effects potentially compounding over time, the Scheme Coordinator may wish to consider:

- specifying a review period (consistent with 169(2)(a)(ii) of the PDI Act) (for example, every three to five years) to assess whether the indexation approach remains appropriate seeking stakeholder feedback on the use of the Index or alternatives
- specifying the precise formula of the annual adjustment to take place, and
- setting out procedures to deal with the possibility of any revisions occurring, or for the possibility of renamed, varied or discontinued price indexes.



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11 December 2025

Iain McPhillips
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Letter sent via email to: iain.mcphillips@sa.gov.au, adam.squires@sa.gov.au and cherie.gill@sa.gov.au

Dear Iain

Proposed Concordia Basic Infrastructure Scheme – Charging Index

Thank you for your ongoing discussions regarding the Commission's role and functions under the *Planning, Development and Infrastructure Act 2016 (PDI Act)*.

On 9 December 2025, under the PDI Act, you requested the Commission's approval of a price index for use in the proposed Concordia Basic Infrastructure Scheme. The proposed price index is the Australian Bureau of Statistics' Producer Price Index, Road & Bridge Construction Index, South Australia, Catalogue 6427.0, Table 17 Output of the Construction Industries (**Index**). The annual percentage change of this Index is proposed to be applied to infrastructure charges that apply under this scheme.

The Commission has reviewed the proposed Index and, in accordance with section 169(2)(a)(i) of PDI Act, has approved its use for the purposes of the proposed Concordia Basic Infrastructure Scheme, when that scheme comes into effect.

Given that the choice of index affects charges under a scheme with any effects potentially compounding over time, the Scheme Coordinator may wish to consider:

- ▲ specifying a review period (consistent with 169(2)(a)(ii) of the PDI Act) (for example, every three to five years) to assess whether the indexation approach remains appropriate
- ▲ seeking stakeholder feedback on the use of the Index or alternatives
- ▲ specifying the precise formula of the annual adjustment to take place, and
- ▲ setting out procedures to deal with the possibility of any revisions occurring, or for the possibility of renamed, varied or discontinued price indexes.

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For the avoidance of doubt, I note that the Commission's approval of this Index, under the PDI Act, is for the proposed Concordia Basic Infrastructure Scheme only; the use of this Index should not necessarily be assumed to be appropriate for the indexation of all other infrastructure schemes.

Should you wish to discuss these matters further, please contact Natasha Cheshire, Executive Director, Consumer Protection and Pricing, on (08) 8389 8815 or via email on natasha.cheshire@sa.gov.au.

Yours sincerely

A handwritten signature in blue ink, appearing to be 'AW', with a horizontal line extending to the right.

Adam Wilson
Chief Executive Officer

Letter will be sent by electronic mail only

11.3 Land Value Review

The Scheme Coordinator is also to undertake an annual review of land values within the Designated Growth Area, acting on advice provided by the Valuer-General.

The review must commence within thirty (30) days of the beginning of each Financial Year, or as soon thereafter as is reasonably practicable. The purpose of this review is to establish a land value where recognition of land value is required in association with the delivery of Scheme projects.

Estimates of land value will be revised annually by the Valuer General or a registered valuer based on a broad hectare methodology which establishes an average land value for the growth area which is to be applied irrespective of improvements, constraints or existing approvals. The average value shall be developed on an 'englobo rate' so as not to be skewed by residential land rates.

The Scheme Coordinator will publish the amended charge and details of Average land value within 14 days of the adjustments being made and notify relevant stakeholders.

Where an infrastructure project has been delivered by a developing party as provided for in this document, any credit issued to a party shall be indexed at a rate consistent with the provisions of the table in this clause, with regard to the applicable form of infrastructure delivered.

Work Program and Infrastructure Delivery

12. Developing the Work Program

Under section 166(1)(b) of the PDI Act, a Scheme Coordinator is required to develop a Works Program for the infrastructure proposed to be delivered under the Scheme.

The Works Program lists the basic infrastructure projects that are proposed to be included in the Scheme, based on the investigations undertaken to inform the Infrastructure Plan, and outlines the priority and estimated timing for detailed design and delivery of each project.

The Works Program also assists the Scheme Coordinator in considering the:

- Maintenance of a rolling program of works, and
- Management of out-of-sequence work proposals.

The timing and staging of infrastructure works is based on population growth triggers and assumed service demand based on the reasonably expected pattern of development for the CGA.

These timeframes are not fixed and will be subject to regular review and updates, forming a rolling schedule of projects that can be adjusted in response to changes in development patterns, infrastructure prioritisation, or variations to the scheme itself.

12.1 Infrastructure Staging and Prioritisation

Under Section 168 of the Act, the Scheme Coordinator is required to publish and maintain a works program that outlines the infrastructure to be delivered under the funding arrangement. The works program must provide expected timeframes for the design and construction of infrastructure. These timeframes are not fixed and must be subject to regular review and updates, forming a rolling schedule of projects that can be adjusted in response to changes in development patterns, infrastructure prioritisation, or variations to the scheme itself.

The timing and staging of works shown in program are indicative only and based on current assumptions regarding likely development sequencing, infrastructure delivery and access to infrastructure. These may change as development occurs and will be updated by the Scheme Coordinator as necessary.

The Phasing of the CGA has been developed to align the supply of new housing in a coordinated approach that considers the timing of significant infrastructure investments.

The planned location for commencement in Phase 0 and 1 has been strategically selected due to its advantageous access to both existing and future service connection points, existing road infrastructure, and the logical direction from which services can be brought into the growth area. With the majority of essential services entering the CGA from the south, this staging seeks to

leverage those access points to minimize additional capital expenditure, streamline coordination, and reduce delivery of infrastructure headworks across a broad front.

While Phase 0 and Phase 1 represent the logical commencement sequencing, it is noted that infrastructure timing and staging may adapt or expand in response to emergent development patterns and enabling works. Nothing in the Scheme prohibits adjustments to staging based on development uptake, infrastructure availability, or developer-led delivery. Alternative staging or sequencing proposals may be considered by the Scheme Coordinator as development unfolds to ensure practical, timely and efficient service delivery.

12.2 Works Schedule

Associated with the maintenance of the Works Program, the Scheme Coordinator must maintain a rolling schedule of the:

- a) expected timing of construction of infrastructure projects, which are to be delivered by the Scheme; and
- b) expected timing of construction of any other infrastructure projects which are to be delivered by those developing the land, for the subsequent four-year period.

The Works Program is provided for within Appendix D of the infrastructure scheme.

12.3 Adjustments to Project Scopes

Apart from interventions which have an existing level of design, Order of Magnitude Costings (OoM Costs) have been used to inform the development of the scheme and the formulation of the charge. Where possible Level 2 costings have been used to inform more refined infrastructure costings.

It is identified that all the projects will require further design processes prior to construction. As part of detailed design, the Scheme Coordinator, or a development proponent with the consent of the Scheme Coordinator may amend or modify some aspects of projects, provided that the overall outcomes and intent of the infrastructure are consistent with the requirements and scope outlined in the Scheme.

All local road infrastructure projects identified within Phase 0 and Phase 1 of the scheme, and designated for delivery by the Scheme Coordinator, are anticipated to advance to Level 4 concept estimate design within the 12-month period following scheme initiation. This progression is critical to ensure that preliminary assumptions underpinning the funding arrangement are validated and refined through detailed design analysis. The Level 4 design process will incorporate updated engineering assessments, scope clarifications, and risk evaluations to provide a more accurate representation of anticipated project costs.

The development of Level 4 concept estimates will enable the Scheme Coordinator to reassess the financial framework supporting the scheme. By integrating revised costings derived from detailed design, the scheme will achieve greater certainty in its funding assumptions and allocation of resources. This refinement process will also consider any changes in material costs, construction

methodologies, and regulatory requirements that may influence the overall expenditure profile for local road infrastructure delivery.

Upon completion of the revised costings, the Scheme Coordinator shall initiate a formal variation to the scheme to account for any changes in infrastructure costs. This variation will include corresponding adjustments to the local infrastructure charge to ensure equitable cost recovery and maintain the financial sustainability of the scheme. The variation process will be undertaken in accordance with statutory requirements and governance protocols, with transparent communication to stakeholders regarding the rationale and implications of the updated charges.

As provided for under the Act, the Scheme Coordinator may seek to amend or vary the scope of a Scheme infrastructure item. Such change may seek to accommodate changing standards imposed by adopted policy or a public regulatory agency or may be upon request by the Minister. In undertaking such review, except for where such changes would result in minor amendment to infrastructure charge or scope, amendments shall be in accordance with the Infrastructure Scheme Review and Variation provisions in the Scheme.

13. Infrastructure Delivery

Delivery of an infrastructure project under the Scheme includes:

- a. completion of site investigations
- b. determination of the required scope of works
- c. detailed design
- d. negotiation with relevant asset owner about required design standards and any security or Approvals required
- e. procurement
- f. construction, authorisation and contract management; and
- g. project completion, asset handover (if relevant) and reporting.

13.1 Transfer of Assets

The Scheme will have the ability to support the following types of infrastructure outlined in the below **Table 18**, which also identifies proposed construction responsibilities and assets that might be expected to be transferred to another entity when the Scheme is completed. All public infrastructure delivered through the Scheme is anticipated to be ultimately vested to Council or the State Government.

Any utility infrastructure provided is anticipated to be vested to a service provider such as SA Water. Where constructions are undertaken by developers, approval, the design, construction, and handover of the asset must comply with the protocols and standards of the specific asset owner.

Draft Scheme Engagement and Outcomes

14. Scheme Engagement

The Act requires the Scheme Coordinator to undertake consultation on the Draft Scheme in accordance with the **Community Engagement Charter**.

An Engagement Plan was prepared and approved by the Scheme Coordinator on 10 October 2025, which outlined how, when, and with whom engagement on the Draft Scheme will occur.

14.1 Summary of prior engagement

Initial engagement for the CGA began in 2023 with a working group of key stakeholders—including state agencies, affected councils, SA Water, and developers—to identify infrastructure needs and guide the Master Plan.

Following the South Australian Government's February 2023 announcement to rezone Concordia for residential development, ongoing engagement has included state agencies, First Nations representatives, landowners, developers, and utility providers.

In 2023, two coordination groups were established. The CGA Project Control Group and the CGA Working Group. The CGA Project Control Group had overall leadership and a strategic focus and the CGA Project Working Group had progress monitoring and strategic direction focus.

The Project Control Group included DHUD, Barossa Council and Regional Development Australia. and the Project Working Group included DHUD, the Department for Infrastructure and Transport, Barossa Council, Town of Gawler Council, SA Water, Concordia Land Trust, Metro Homes and DHUD.

Introductory meetings were held with Concordia Land Trust and Metro Homes outlining the process for the structure plan and Code Amendment. These meetings were held separately, following the same agenda to ensure consistent information was provided.

DHUD undertook initial consultation on the infrastructure scheme and Code amendment for the Concordia growth area. Stakeholder groups engaged in the process included: Ministers, state government departments/agencies, regional and local government, First Nations, landowners and adjacent landowners, local community and businesses, land developers and investors, and utility providers.

Between September and October 2024, DHUD held workshops with key stakeholders to inform the structure plan for the future growth of Concordia. DHUD then worked with state agencies and local government, landowners and service providers, to identify infrastructure needs to support growth, including roads, utilities, stormwater infrastructure and community services.

Key stakeholders provided specific comments or recommendations about certain aspects of the Draft Structure Plan which resulted in amendments.

The majority of landowners consulted during initial engagement were supportive of the details and the process, and open to developing the land either through a developer or by themselves.

14.2 Consultation on the Draft Outline

The Draft Outline for the Infrastructure Scheme was developed to identify the scope of work and further investigations required to develop the funding arrangements that enable the infrastructure and work program.

During preparation of the Draft Outline, Section 163(10) of the Act requires the Minister to take reasonable steps to consult with:

- the owners of land within the proposed designated growth area; and
- the person or persons who are intending to undertake any relevant development within the proposed designated growth area; and
- the council within whose area the proposed designated growth area is situated. In the case of Concordia, this is the Barossa Council (Council).
- On 30 January 2025, the Growth and Infrastructure Coordination Unit (GICU) of the Department for Housing and Urban Development sent out communication and engagement materials to landowners, developers and Council, inviting feedback on the Draft Outline.

This consultation period ended on 14 February 2025 and several amendments were made in response to feedback received. On 2 April 2025, the Draft Outline was circulated for a second round of consultation which closed on the 16 April 2025.

Overall, feedback from respondents demonstrated general support for residential growth in the area. Key concerns related primarily to the details of the final scheme, including:

- The importance of the staging, charging and funding arrangements of the scheme
- Queries around how planning policy and the scheme will interact
- Consideration of funding arrangements and fair and equitable apportionment of costs and what triggers will be applied for payments into the scheme
- Clarification on the appointment of the Scheme Coordinator, governance and ongoing role of the Council, landowners/developers
- The importance of ongoing engagement with Council, landowners and developers.

All feedback was reviewed in detail and incorporated into the revised version of the Draft Outline where appropriate. The [Concordia Infrastructure Scheme Draft Outline](#) was approved by the Minister in June 2025.

14.3 Consultation on Code Amendment Concept Plans

Due to the technical and financial nature of the draft infrastructure scheme, consultation on the draft scheme and associated documents is targeted to key stakeholders and directly affected landowners and developers.

Public feedback on the basic infrastructure required to support a new master-planned community at Concordia was carried out as part of the 6-week public consultation on the draft Concordia Code Amendment from 19 June to 31 July 2025.

The [draft basic infrastructure concept plan](#) (Concept Plan 160) included in the draft Code amendment shows where the main road network and stormwater management may be located, in-line with infrastructure planning.

Information about the proposed basic infrastructure was included in key messaging and communication materials throughout the Code amendment consultation and questions specifically relating to feedback on basic infrastructure were included in the consultation survey.

To ensure all stakeholders and local community had the opportunity to learn more and ask questions about the proposed basic infrastructure, GICU staff provided information and were available for questions at all stakeholder and public information sessions held as part of the Concordia Code Amendment consultation, along with DHUD planning staff and The Barossa Council representatives.

This included:

- 7 July: government and industry online information session
- 10 July: landowner drop-in information session, held at Lyndoch
- 15 July: public drop-in information session, held at Gawler
- 17 July: public online information session
- 21 July: public drop-in information session, held at Lyndoch.

Key areas of feedback on the draft basic infrastructure concept plan included:

- concerns regarding traffic, including:
 - traffic impacts on Cheek Avenue and issues regarding proposed bridge
 - impacts on existing residents, especially on Sunnydale Avenue and roads south of the affected area
 - traffic impacts through Gawler need to be considered early rather than in future stages of development
 - traffic management should be coordinated with the Gawler East development

- emergency vehicle movements and heavy vehicles such as stock trucks need to be considered.
- suggesting a road from Barossa Valley Highway to Sturt Highway to bypass Gawler and reduce traffic on Barossa Valley Highway
- suggesting a link/bypass road connecting Concordia to the Sturt Highway from Lyndoch Road
- concern about the impacts of Kaleeba Road upgrades on existing properties
- keen for sewer provision for the new development (and for existing properties to be able to access the infrastructure) rather than septic
- support for the railway line extension and park and ride
- benefits of another pedestrian bridge over North Para River to connect existing and new communities
- information about the creek flooding areas in the south-east part of the Concordia growth area.

Landowners also raised concerns about the level of detail about the proposed infrastructure, such as road upgrades and road widths, and the timeframes for signing funding agreements.

14.4 First Nations engagement

The Kurna, Ngadjuri and Peramangk Nations were consulted as part of the Code amendment process to provide cultural perspectives relating to rezoning the land. Additional engagement took place as part of developing the draft basic infrastructure scheme and associated integrated structure plan for the affected areas.

This information was used to ensure infrastructure such as roads and open space were suitably located so as to protect cultural heritage.

DHUD held further discussions regarding the infrastructure scheme, as well as the draft Code Amendment, with Kurna and Ngadjuri representatives at a meeting in Gawler on 15 July 2025.

15. Statutory Engagement Approach

Engagement on the Draft Scheme and supporting guidelines and operative provisions has been undertaken in two parts.

Formal engagement on the Draft Scheme: 16 October to 26 November 2025

Formal engagement targeted directly impacted landowners, councils and state agencies to gather their formal submissions on the draft infrastructure scheme.

This included consultation on:

- Draft Concordia Basic Infrastructure Scheme, which includes the proposed Funding Arrangement.

- Background technical documents and reports that provided the evidence-base for preparation of the Draft Scheme
- [Draft Basic Infrastructure Scheme Practitioner Guideline](#)
- [Draft Scheme Policy 1: Direct Delivery](#)
- [Draft Scheme Policy 2: Works-In-Kind](#)
- [Draft Scheme Policy 3: Works Program](#)
- [Draft Scheme Policy 4: Reviews and Variations.](#)

Consultation on the Draft Scheme, including the proposed Funding Arrangements, focused on the timing for funding to deliver the required infrastructure, approach to calculating infrastructure charging and policies and guidance materials.

This stage of formal engagement provided opportunity for those affected by the scheme to provide direct input in finalising the Draft Scheme for the Minister's determination.

The Engagement Plan was developed in-line with the mandatory requirements of the Community Engagement Charter.

Broader engagement on the practitioner guidelines and policies: 16 October – ongoing

As this is the first infrastructure scheme developed under the PDI Act, additional engagement beyond the mandatory requirements was undertaken to inform key government and industry stakeholders about how infrastructure schemes will work, including:

- the process for establishing basic infrastructure schemes
- the methods of calculating and applying funding arrangements
- provisions relating to the administration of basic infrastructure schemes, including the link with development assessment and conveyancing processes.

This aspect of engagement focussed on informing key stakeholders about the practitioner guidelines, policies and procedures. This education process began at the same time as the mandatory engagement process and continues beyond the engagement period for the refinement of the infrastructure scheme process in general.

15.1 Summary of Engagement Plan

Under the *Planning, Development and Infrastructure Act 2016*, engagement on the draft scheme must take place in accordance with the [Community Engagement Charter](#).

The Scheme Coordinator prepared an engagement plan relating to the draft Concordia Basic Infrastructure Scheme and policies and guidelines to apply the charter's principles and mandatory requirements.

Consultation on the draft scheme was undertaken in-line with the engagement plan, summarised below.

Purpose of engagement

The purpose of engagement is to:

- raise awareness of how a basic infrastructure scheme works for state and local government, industry and planning practitioners, including new policies and guidelines
- raise awareness of the draft infrastructure scheme and gather informed feedback from landowners and councils directly impacted by the proposed infrastructure scheme
- inform stakeholders of the engagement outcomes
- inform stakeholders and interested community of the final decision
- meet statutory engagement requirements for infrastructure schemes, including meeting Community Engagement Charter requirements.

Key messages

- The Minister for Planning has adopted the Concordia Code Amendment to rezone approximately 995 hectares of land in the Barossa Council region to provide more homes for South Australians.
- To support this Code amendment and ensure the infrastructure needed to service future housing is well-understood and planned for before the land is rezoned, work is underway to develop a basic infrastructure scheme for the Concordia growth area.
- The funding arrangement introduces a new charging model that ensures developers and landowners make fair contributions towards the infrastructure that is required to develop their land.
- The Concordia Basic Infrastructure Scheme is the first infrastructure scheme to be developed under the new planning system.
- It will ensure essential infrastructure such as roads, bridges, stormwater management, water and sewerage are planned and delivered in step with the new residential development.
- The South Australian Government has appointed Iain McPhillips as Scheme Coordinator to independently review infrastructure delivery and costs and engage formally with landowners and stakeholders.
- The draft Concordia Basic Infrastructure Scheme has been developed in-line with the approved [draft outline](#) and includes:
 - an infrastructure funding plan for delivering the required basic infrastructure in-line with the development
 - an integrated structure plan, showing details such as topography, site constraints, infrastructure included in the scheme and the funding plan.

- Draft standard policies and guidelines for establishing and delivering basic infrastructure schemes in South Australia, including for Concordia, are also being finalised.
- Funding for social infrastructure such as schools and community centers is not part of the basic infrastructure scheme and is coordinated through a separate process.
- The South Australian Government has worked with government agencies, council, industry and affected landowners to develop the draft infrastructure scheme for Concordia.
- Community feedback received during consultation on the draft Concordia Code Amendment has also been carefully considered in developing the draft infrastructure scheme.
- Affected landowners and councils are invited to share their feedback on the draft infrastructure scheme, particularly on the timing for funding to deliver the required infrastructure, approach to calculating infrastructure charging and policies and guidance, by visiting the private webpage on the PlanSA website.
- Landowners are under no obligation to develop or sell their land and would not be required to make a financial contribution under the infrastructure scheme until the land is developed.
- The draft infrastructure scheme is expected to be finalised by early 2026.

Target audience

- Project Control Group
- Project Working Group
- Infrastructure Coordination Group
- Affected landowners and councils
- LGA/other councils
- State agencies
- Industry bodies
- Planning professionals
- Utilities
- First Nations
- Local MPs

Planned communication and engagement methods

Tactic	Audience
Direct letters from Scheme Coordinator inviting participation in engagement	Affected landowners, affected councils
Direct letters from Scheme Coordinator providing updated information and offer briefing	Infrastructure Coordination Group, industry bodies, state agencies, LGA, local MPs, Gawler River Flood Management Authority
PlanSA private landowners webpage updates to facilitate engagement	Affected landowners, affected councils



Tactic	Audience
PlanSA update to public Infrastructure Schemes webpage – update to progress on infrastructure scheme	All interested stakeholders and community
Briefings/updates at regular meetings	Infrastructure Control Group, RDA BGLAP
Weekly major landowner meeting with Scheme Coordinator	Concordia Lands Trust, Metro Homes, Meland Holdings, The Barossa Council, Town of Gawler,
Meetings with key state infrastructure providers	SA Water, DIT
Affected landowner information sessions: one in-person, one online	Affected private landowners
Briefings on request	Industry bodies, LGA, Gawler River Flood Management Authority
Policy forum	Planning practitioners
Planning Ahead	Planning practitioners, industry, state agencies
'What we heard' summary and engagement evaluation survey	Affected landowners, affected councils
Scheme report	Minister for Planning, affected landowners and councils, stakeholders, interested community
Closing the loop communications once a decision is made, including: <ul style="list-style-type: none">– directly notify key stakeholders and affected landowners– PlanSA website updates– potential media and social media– briefing for interested councils– Planning Ahead article– Policy Forum update	All identified stakeholders, interested community

Evaluation

A scheme report will be prepared outlining what was heard during consultation and how feedback was considered in finalising the infrastructure scheme. It will include evaluating the engagement process against the Community Engagement Charter principles, informed by an engagement

evaluation survey sent to all affected landowners and councils and a project/engagement lead survey.

15.2 Communication and engagement methods

Engagement or promotion activity	Description	Stakeholders
Pre formal engagement: briefing	The Scheme Coordinator met with key staff from the RDA on 24 September to provide an overview of the draft scheme and discuss timelines for development.	RDA Barossa, Gawler, Light, Adelaide Plains
Pre formal engagement: key stakeholder feedback on early draft policies and guidelines	Working drafts of the practitioner guidelines and policies were provided to key stakeholders, followed by briefings. Feedback was gathered to help finalise the draft documents ahead of the mandatory engagement period.	The Barossa Council, Town of Gawler, DIT, Infrastructure SA, major landowners
Pre formal engagement: briefing	Presentation by DHUD Chief Executive, David Reynolds, providing an update on developing the first draft basic infrastructure scheme at UDIA event on 1 October. <i>Attended by about 150 people</i>	UDIA members, industry professionals
Pre formal engagement: briefing	In-person briefing with Metro Homes SA and Scheme Coordinator on 13 October, including discussion regarding Cheek Avenue interventions, costs and apportionments.	Metro Homes SA
Pre formal engagement: briefing	Online briefing to key council staff, providing an overview of the draft scheme, supporting documents and engagement approach on 14 October.	The Barossa Council
Pre formal engagement: meeting	Meeting to discuss traffic interventions held on 14 October.	DIT
Letter from Scheme Coordinator inviting participation in formal consultation	Letters were sent to all affected landowners and councils via email, and post where an email address had not been provided, on 16 October. They provided an overview of the draft scheme, where to view the draft scheme, policies and guidelines and invited feedback.	Affected landowners, affected councils (The Barossa Council, Town of Gawler), SA Water, Department for Infrastructure and Transport



Engagement or promotion activity	Description	Stakeholders
	<p>A password was provided to view the online funding plan to maintain</p> <p>Letters were sent to key state agencies on 21 October.</p> <p><i>19 letters posted, 39 letters emailed.</i></p> <p><i>See Appendix 3 to view the letters.</i></p>	
<p>Letter from Scheme Coordinator providing draft policies and guidelines and offering a briefing</p>	<p>Letters were sent on 21 October to key stakeholders providing information about the draft policies and practitioner guidelines, an update on the draft basic infrastructure scheme.</p> <p>Infrastructure scheme Coordination Group members were informed of a briefing at their next meeting and other stakeholders were offered a briefing.</p> <p><i>36 letters were emailed to key stakeholders.</i></p> <p><i>See Appendix 3 to view the letters.</i></p>	<p>Infrastructure Coordination Group members, HIA, MBA, UDIA, PIA, PCA, Civil Contractors Federation SA, Engineers Australia, Northern and Yorke Landscape Board, SA CFS, SA MFS, SA SES, SAPOL, Office of Recreation, Sport and Racing, DHS, ESCOSA, LGA, Gawler River Flood Management Authority</p>
<p>Letter from Scheme Coordinator providing updated information on the draft scheme and advising of landowner consultation</p>	<p>Letters were sent to local MPs on 21 October providing an overview of the draft scheme, notifying them of the consultation with landowners within their constituency and providing links to the draft policies and guidelines. Contact details were provided for further information.</p> <p><i>4 letters were emailed to MPs.</i></p> <p><i>See Appendix 3 to view the letters.</i></p>	<p>Member for Spence Member for Schubert Member for Light Member for Frome</p>
<p>Fact sheets</p>	<p>A new fact sheet regarding 'Infrastructure Scheme Coordinator role' was published on the private landowners' page and public infrastructure scheme page to support consultation.</p> <p>Fact sheets regarding 'Reserving land for key community facilities and services in</p>	<p>Affected landowners, affected councils, industry bodies, other councils, state agencies</p>



Engagement or promotion activity	Description	Stakeholders
	<p>Concordia' and 'Infrastructure schemes for growth areas' were updated and published on the private landowners' page.</p> <p><i>See Appendix 3 to view the fact sheets.</i></p>	
<p>Frequently asked questions (FAQs)</p>	<p>'Frequently asked questions and explanatory notes' were developed and FAQs regarding 'Rezoning land at Concordia, near Gawler' were updated.</p> <p>These were published on the private landowners' page.</p> <p><i>See Appendix 3 to view the FAQs.</i></p>	<p>Affected landowners, affected councils, key state agencies</p>
<p>PlanSA private landowners webpage updates to facilitate engagement</p>	<p>All draft scheme documents, including draft policies and guidelines, were published on the webpage with a password to access the funding plan.</p> <p>Fact sheets and FAQs were also published on the page.</p> <p>Details on how to provide feedback, including a link to an online survey, were provided.</p> <p><i>381 page visits during consultation, average time on page: 2 min 16 s.</i></p> <p><i>See Appendix 3 to view page content.</i></p>	<p>Affected landowners, affected councils, SA Water, Department for Infrastructure and Transport</p>
<p>PlanSA update to private Concordia Basic Infrastructure Scheme webpage – update to overview regarding developing scheme</p>	<p>Update to the content regarding developing the scheme.</p> <p><i>46 page visits, average time on page: 1 min 1 s.</i></p> <p><i>See Appendix 3 to view page content.</i></p>	<p>Affected landowners, affected councils, key state agencies</p>
<p>PlanSA update to public Infrastructure Schemes webpage – update to progress on infrastructure scheme</p>	<p>Overview of developing the draft scheme was updated and draft policies and practitioner guide were published under the 'Concordia designated growth area' tab.</p> <p><i>46 page visits during consultation, average time on page: 1 min 11s.</i></p> <p><i>See Appendix 3 to view page content.</i></p>	<p>All interested stakeholders and community</p>



Engagement or promotion activity	Description	Stakeholders
Policy Forum presentation	Presentation on 24 October 2025 providing an overview and update on infrastructure schemes, including engagement on the draft scheme for Concordia and next steps. <i>Attended by 132 people.</i> <i>See Appendix 3 to view the slides.</i>	Planning practitioners
Presentation at Infrastructure Coordination Group meeting	Presentation on draft scheme at Infrastructure Coordination Group meeting on 29 October providing an overview of the draft scheme, consultation with landowners and next steps. <i>9 state agencies and 3 infrastructure providers represented.</i>	Department for Treasury and Finance, Department for Health and Wellbeing, Infrastructure SA, Department for Education, Renewal SA, DEW, SAHT, DIT, SAFECOM, SA Water, SA Power Networks, Electranet
Weekly major landowner meeting with Scheme Coordinator	Weekly in-person meetings were held with the three major landowners during the consultation period to discuss the draft scheme, answer questions and work through potential concerns: <ul style="list-style-type: none">• 14 October• 24 October• 31 October• 10 November• 14 November• 25 November. Meetings on 10 and 25 November involved Concordia Land Trust, Metro Homes SA and also the Department for Health and Wellbeing.	Major landowners (Concordia Land Trust, Metro Homes SA, Meland Holdings representative)
Meetings with key state agency	Online meetings were held to discuss the draft scheme and health facility planning on: <ul style="list-style-type: none">• 31 October• 4 November• 10 November• 25 November.	Department for Health and Wellbeing

Engagement or promotion activity	Description	Stakeholders
	Meetings on 10 and 25 November also included Concordia Land Trust and Metro Homes SA.	
Meetings with key state infrastructure providers	<p>Joint discussions on infrastructure and road plans were held on 30 October.</p> <p>Individual discussions with SA Water were held on 31 October regarding water infrastructure.</p> <p>Individual discussions with DIT were held on 20 November, including discussion about the ring road, future rail corridor, road ownership, DIT project timing and scheme contributions.</p>	SA Water, DIT
In-person briefing	Briefing at Barossa Council Chambers on 4 November, providing an overview of the scheme and mechanics and discussion regarding stormwater and early feedback.	The Barossa Council
Regular meetings and broader briefing	<p>Regular online meetings were held with key staff at the Town of Gawler, particularly focusing on road interventions, including timing, delivery and costs, on:</p> <ul style="list-style-type: none"> • 17 October • 23 October • 14 November • 17 November • 21 November. <p>A broader in-person briefing was also held on 23 October at the council offices.</p>	Town of Gawler
In-person briefing	In-person briefing on 18 November to discuss the draft scheme, particularly concerns such as clarifying works, responsibilities, timing and funding.	Concordia Land Trust
LGA assessment managers and policy planners group briefing	<p>Briefing provided on 19 November 2025 regarding the basic infrastructure scheme policies and guidelines and broad elements of the draft scheme for Concordia.</p> <p><i>Slides were provided to 62 planning professionals following the event.</i></p>	Council assessment managers and policy planners



Engagement or promotion activity	Description	Stakeholders
Reminder email regarding information sessions	<p>A reminder email was sent to affected landowners and councils on 29 October regarding the online and in-person information sessions due to low registration numbers.</p> <p><i>See Appendix 3 to view the email.</i></p>	Affected landowners and councils
Affected landowner online information session	<p>All affected landowners were invited to join an online information session to find out more about the draft scheme and ask questions. Held on 30 October, 3pm-4pm, the session involved a presentation by the Scheme Coordinator followed by an opportunity to ask questions.</p> <p>Registration was via a private event page on Eventbrite.</p> <p><i>2 landowners and 1 council staff member attended.</i></p>	Affected landowners and councils
Affected landowner drop-in information session	<p>All affected landowners were invited to join an online information session to find out more about the draft scheme and ask questions. Held on 4 November, affected landowners could drop in any time between 10:30am and 1:30pm at Lyndoch Library meeting room to speak with DHUD staff.</p> <p>Hard copies of the consultation documents, including fact sheets, FAQs and maps were available at the event and display boards highlighted key information for attendees. A1 maps were also available to assist discussions.</p> <p>Registration was via a private event page on Eventbrite.</p> <p><i>10 landowners and 2 council staff members attended.</i></p> <p><i>See Appendix 3 to view the display boards.</i></p>	Affected landowners and councils
Planning Ahead articles	<p>The October edition included an update on the Concordia Code Amendment with a link to information on the public PlanSA</p>	Planning practitioners, industry, state agencies



Engagement or promotion activity	Description	Stakeholders
	<p>infrastructure scheme web page, where the draft policies and practitioner guide were available, published 28 October.</p> <p>The edition published on 2 December included an update on developing the draft scheme and a link to the public PlanSA infrastructure scheme page to view the draft policies and guidelines.</p> <p><i>October edition: 2,959 recipients, 1,849 email opens</i></p> <p><i>December edition: 2,966 recipients, 1,534 email opens</i></p> <p><i>View Appendix 3 to see the articles</i></p>	
Reminder email regarding consultation closing	<p>Email sent to affected landowners and councils on 14 November reminding them of the consultation closing date and inviting feedback.</p> <p><i>45 emails sent.</i></p> <p><i>See Appendix 3 to view the email.</i></p>	Affected landowners, affected councils
Letter/email regarding consultation extension	<p>A letter was emailed to major landowners on Friday 21 November, and an email sent to private landowners on Monday 24 November to notify them that the consultation period was extended by 3 days from Sunday 23 to Wednesday 26 November.</p> <p><i>4 landowner submissions were received during the extended consultation period.</i></p> <p><i>See Appendix 3 to view the emails.</i></p>	Affected landowners, affected councils
'What we heard' summary and engagement evaluation survey	<p>A summary of the consultation activities and key areas of feedback was emailed on 8 December to affected landowners and councils via email to provide an update and outline the next steps.</p> <p>An engagement evaluation survey was sent to affected landowners and councils with the summary of what we heard, closing on 14 December.</p> <p><i>4 evaluation surveys were submitted.</i></p>	Affected landowners, affected councils

Engagement or promotion activity	Description	Stakeholders
	<i>See Appendix 3 to view the 'what we heard' summary document.</i>	

16. Mandatory requirements

The following mandatory requirements of the Community Engagement Charter have been met:

Notice and consultation with councils

The Charter requires that a council or councils must be directly notified and consulted regarding proposals that are specifically relevant to a particular council or councils (and where the council did not initiate the proposal).

While the CGA is located within the Barossa Council area, Town of Gawler services, infrastructure and community will also be impacted due to the size and proximity of the growth area. Town of Gawler had also previously requested a boundary change that would include the CGA within its boundaries, and although ultimately unsuccessful, ongoing engagement was considered necessary as projects identified within the Draft Scheme affect Town of Gawler assets.

The councils were engaged throughout development of the Draft Scheme, including preliminary engagement on the draft infrastructure scheme guideline and policies in August to September 2025. An online briefing with key council staff on 14 October 2025 provided an overview of the draft scheme, supporting documents and engagement approach ahead of the formal public consultation.

At the launch of consultation, a letter was sent directly to the Chief Executive and copied to the Mayor of The Barossa Council and Town of Gawler, providing information about the Draft Scheme, supporting documents and inviting the councils to provide feedback. Details of landowner information sessions were also provided to the councils.

An in-person briefing at Barossa Council Chambers on 4 November 2025 provided an overview of the scheme and mechanics and discussed early feedback.

Regular online meetings were held with key staff at the Town of Gawler, particularly focusing on proposed interventions to council roads, including timing, delivery and costs. A broader in-person briefing to Elected Members was also held on 23 October 2025 at the council offices.

Detailed submissions on the Draft Scheme were received from both The Barossa Council and the Town of Gawler during the statutory engagement period.

Notice and consultation with owners and occupiers of the land

The Charter requires that landowners directly affected by the scheme must be directly notified in writing of the scheme under section 166 of the PDI Act. Landowners must be given an opportunity

to comment on the scheme unless the landowners are being (or have been) consulted on the scheme via consultation on an associated Code Amendment.

Letters were sent directly to all affected landowners to provide information about the draft scheme, details to access all associated documents and invite feedback:

- 20 letters were posted to landowners
- 36 letters were emailed to landowners
- 2 letters were emailed to councils, who also are landowners.

Two emailed letters bounced back and were resent via post.

Six landowners submitted their feedback during the consultation period.

Notice and consultation with the Local Government Association

The Charter requires that the LGA must be notified in writing and consulted regarding proposals that are generally relevant to councils.

Because the Concordia Basic Infrastructure Scheme is the first of its kind in South Australia, the broader policies and practitioner guidelines being developed for basic infrastructure schemes as part of this process are of interest to councils across the state where infrastructure schemes may apply.

At the launch of consultation, a letter was sent directly to the Acting Chief Executive Officer of the LGA South Australia providing information about the draft policies and guidelines and offering a briefing, noting a briefing for councils and the LGA will be provided once they are finalised. The letter also included a high-level update on the draft scheme.

A briefing was provided to the LGA's assessment managers and policy planners groups on 19 November 2025 regarding the basic infrastructure scheme policies and guidelines and broad elements of the draft scheme for Concordia.

A submission was received from the LGA on the draft guideline, policies and operational aspects of infrastructure schemes on 10 December 2025.

Notice and consultation with statutory boards

The Charter requires that relevant statutory boards or committees must be notified in writing and consulted on the proposal prior to a draft being released for community consultation if the proposal may directly affect their activities or responsibilities under legislation.

While the draft scheme is not considered to directly affect the responsibilities of the Northern and Yorke Landscape Board, a letter was sent to the board's General Manager at launch of consultation providing information about the draft policies and guidelines, where to view the documents and offering a briefing. The letter also provided a high-level overview of the draft scheme.

16.1 Compliance with the Engagement Plan

Consultation was carried out in-line with the engagement plan, with the following amendments:

- additional pre-engagement briefings were provided to The Barossa Council, DIT and Metro Homes SA and UDIA
- due to being directly impacted by the scheme, letters were also sent from the Scheme Coordinator to SA Water and DIT to provide information regarding the draft scheme and invite their feedback
- additional meetings with key state agencies and the Town of Gawler staff were undertaken to share information, answer questions and gather informal feedback on the draft scheme
- due to the low number of registrations for the online and in-person information sessions, a reminder email was sent to all affected landowners that had provided an email address on 29 October, resulting in additional registrations following the email
- an email reminding landowners and councils of the consultation closing date was sent on 14 November due to the low number of submissions received
- the consultation closing date was extended from Sunday 23 November to Wednesday 26 November to provide additional time for landowners to share their feedback
- letters were sent to major landowners regarding the consultation extension on Friday 21 November and to private landowners on Monday 24 November.

17. Evaluation of Engagement

To ensure the principles of the Community Engagement Charter are met, the engagement process for the draft scheme has been evaluated.

17.1 Performance indicators for evaluation

The minimum mandatory performance indicators have been used to evaluate engagement on the draft scheme. These measures help to gauge how successful the engagement has been in meeting the Charter's principles for good engagement.

The minimum mandatory performance indicators required an evaluation of responses from members of the community on the engagement. This includes an evaluation of whether (or to what extent) community members felt:

1. that the engagement genuinely sought their input to help shape the scheme
2. confident their views were heard during the engagement
3. they were given an adequate opportunity to be heard
4. they were given sufficient information so that they could take an informed view
5. informed about why they were being asked for their view, and the way it would be
6. considered.

A further evaluation of the engagement process is required to be undertaken by (or on behalf of) the Designated Entity. The minimum performance indicators require an evaluation by the Designated Entity of whether (or to what extent) the engagement:

1. occurred early enough for feedback to genuinely influence the scheme
2. contributed to the substance of the final scheme
3. reached those identified as communities or stakeholders of interest
4. provided feedback to community about outcomes of engagement
5. was reviewed throughout the process and improvements put in place or recommended for future engagement.

17.2 Evaluation against the Charter principles

The following is a summary of the evaluation of the engagement against the five principles of the Charter. This was determined through community evaluation of the engagement process as well as evaluation undertaken by the Department's Communications and Engagement team on behalf of the Scheme Coordinator. The full results of the evaluation can be found in Appendix 4 to this scheme report.

Community evaluation was undertaken through an engagement evaluation survey. The survey was emailed to 51 landowner and council contacts where an email address had been provided and everyone who made a submission.

A total of four responses were received and contributed to evaluating the engagement process against the Charter principles. Responses were all from landowners within the CGA. While this number of responses cannot be considered representative of all affected landowners, it provides insights into landowner views of the engagement process.

(1) Engagement is genuine

People had faith and confidence in the engagement process

Formal consultation ran for 6 weeks, from Thursday, 16 October to Wednesday, 26 November 2025, to provide sufficient time for affected landowners, councils and state agencies to learn of the opportunity to have their say, learn about the draft scheme and supporting documents, and provide informed feedback.

Originally planned to close on Sunday 23 November, consultation was extended by 3 days to ensure landowners had sufficient time to submit their feedback.

Due to the confidential nature of the funding plan, a letter was sent directly to all affected landowners, councils and state agencies to inform them of the draft scheme and associated documents, and proactively invite feedback.

Detailed stakeholder mapping during the engagement planning process identified the most appropriate engagement methods to seek participation and ensure those affected were able to



easily access information and provide feedback, while maintaining confidentiality regarding funding contributions and personal details.

All documents were available on a private PlanSA webpage, and the funding plan document required a password to open. These details were provided to all affected landowners, councils and key state agencies in the letter. The webpage was visited more than 380 times during the consultation indicating high levels of interest in the draft scheme and those participating were well informed.

A range of opportunities and ways for landowners and councils to participate in the consultation were provided, including an in-person drop-in session in Lyndoch, an online information session, stakeholder meetings and briefings, an online survey and direct phone and email details to maximise opportunities for landowners to learn about the draft scheme and encourage feedback. Hard copies of the documents were also available on request and at the drop-in information session.

Broader stakeholders, including state agencies, industry bodies, planning practitioners and local MPs, were also provided information on where to view the draft policies and practitioner guidelines for basic infrastructure schemes and an update on the draft scheme.

While only 8 formal submissions were received, participants in the engagement were well informed, and the honest feedback received covered a wide range of views, topics and technical aspects, which were all acknowledged and carefully considered in finalising the scheme. Informal feedback received at briefings, meetings and information sessions was also recorded and considered.

As a result of feedback received, a number of changes have been recommended in finalising the draft scheme for the Minister's consideration, as well as the draft policy and guidelines, which will be considered by the DHUD Chief Executive. This demonstrates participants were genuinely listened to and influenced the outcomes.

While there were only four responses to the engagement evaluation survey, the majority indicated the affected landowners felt engagement genuinely sought their input to help shape the proposal.

However, one respondent indicated development at Concordia would have significant impacts on their life and they did not participate in the engagement process because they did not feel it would influence the outcome.

Evaluation statement	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree
I feel the engagement genuinely sought my input to help shape the proposal	0%	25%	0%	50%	25%

(2) Engagement is inclusive and respectful

Affected and interested people had the opportunity to participate and be heard

Affected landowners, councils and key state agencies were consulted during development of the infrastructure scheme Draft Outline and on the infrastructure concept plan as part of the Concordia Code Amendment consultation. This work helped guide the draft scheme's development and demonstrates the opportunity for those affected to participate early to influence the process and thinking from the start.

Community and stakeholder feedback relating to infrastructure received during public consultation on the Concordia Code Amendment was also considered in developing the draft scheme.

As part of the formal engagement on the draft scheme, a range of in-person, hard copy/print and digital methods were used to share information and gather feedback, to meet different preferences and abilities to access information.

Letters providing information about the draft scheme, where to view the consultation documents and how to provide feedback were sent via email to those affected landowners and councils that provided an email address and posted to those who preferred hard copy communications.

To ensure easy access to information at a convenient time, a range of digital communication methods were used, as well as hosting an online information session for affected landowners. The private PlanSA webpage for landowners, which provided details of the consultation and all consultation documents, was visited more than 380 times during the consultation. This high visitation rate (more than 6 visits per affected landowner) demonstrates this communication method met the landowner's needs.

An in-person information session was also held at Lyndoch to ensure people preferring to speak directly with staff were able to participate in a way that met their needs. People could also directly email or phone staff if they preferred to discuss their queries and concerns directly.

Based on attendance at the Concordia Code Amendment information session for landowners, the in-person session was held in the morning through to early afternoon so people could attend early or during their lunchbreak and the online information session was held later in the day to cater for people to attend in the late afternoon.

About 25% of affected landowners spoke directly with the team about the draft scheme through the online-information session, drop-in session and major landowner meetings/briefings, as well as both affected councils. Their informal feedback during these discussions was noted and considered in finalising the draft scheme.

Direct mail and broader communication methods were used to raise awareness of the draft policies and practitioner guidelines for basic infrastructure schemes, with briefings offered to government and industry stakeholders. Due to the impacts beyond Concordia, engagement on these will continue beyond formal engagement on the draft scheme with wider stakeholders.



The high number of visits to the private PlanSA webpage for affected landowners and the high percentage of affected landowners and councils that directly engaged with the team demonstrates landowners had the opportunity to participate and be heard, regardless of their background and they were effectively encouraged to participate in the consultation.

Formal submissions could be made via online form, email, hard copy at events or via post. All submissions were received via email and they were all acknowledged and considered in finalising the draft scheme.

8 submissions were received, with feedback provided by both affected councils, major landowners and a small number of private landowners.

The engagement survey responses indicated that although affected landowners generally felt they were provided with suitable information and opportunities to provide feedback, there was concern that decisions had already been made, including regarding timing for the connection to Sturt Highway, and other transport issues still needed to be resolved.

It is noted that evaluation of the engagement process is carried out prior to completion of the scheme report and the final outcome decided, which can make it difficult for people to evaluate whether their views were heard during engagement.

Some feedback on the engagement process indicated that the consultation period was not long enough to carefully review the volume of technical information involved in the draft scheme and key landowners were not engaged early enough in the process.

The consultation period was extended by 3 days for all landowners in response to feedback, to ensure they were able to fully participate.

It is noted that a key landowner felt the model of participation and open dialogue throughout the process had been a positive aspect of the process.

Evaluation statement	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree
I am confident my views were heard during the engagement	0%	25%	50%	25%	0%

(3) Engagement is fit for purpose

People were effectively engaged and satisfied with the process

People were clear about the proposed change and how it would affect them

Engagement incorporated a range of techniques to ensure affected landowners, councils and state agencies, as well as broader stakeholders were able to easily access information that was

targeted to the level of impact the draft scheme and associated policies and guidelines would have on them.

Formal consultation focused on methods directly targeting impacted landowners, councils and state agencies, with additional ongoing engagement activities for stakeholders impacted by broader basic infrastructure scheme policies and practitioner guidelines.

Communication and engagement activities included technology-based engagement to ensure all affected landowners could access information and participate in the formal engagement on the draft scheme, and to deliver flexibility for participation and value for money. This included online access to all information, tools for providing feedback and online information sessions and briefings hosted by the Scheme Coordinator and DHUD staff.

In-person engagement activities were also held, including meetings, briefings and an in-person information session for affected landowners in Lyndoch, which was also attended by The Barossa Council staff. This drop-in session provided opportunities for the landowners most affected to speak directly with staff and learn more about the draft scheme, ask questions and share informal feedback.

Landowner information sessions were held during weeks 2 and 3 of the 6-week consultation period to allow time to learn about the draft scheme and identify questions ahead of the sessions and have sufficient time after talking with staff to submit their feedback. The online and in-person sessions were held at different times of the day and different days of the week to maximise opportunities to attend, and affected landowners could directly call or email staff if they were unable to attend or had further questions.

Discussions with affected landowners and other key stakeholders throughout the consultation, and the considered and detailed feedback received, indicates that affected landowners and key stakeholders were clear about what was proposed and how it would affect them.

The engagement evaluation survey results indicate that affected landowners felt they were provided with sufficient information to take an informed view and generally felt they were given adequate opportunity to be heard. The results indicate they were generally satisfied with the engagement process, but there were concerns that decisions had already been made.

Evaluation statement	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree
I was given an adequate opportunity to be heard	0%	0%	50%	50%	0%
I was given sufficient information so that I could take an informed view	0%	25%	0%	75%	0%

(4) Engagement is informed and transparent

All relevant information was made available and people could access it

People understood how their views were considered, the reasons for the outcomes and the final decision that was made

A range of tactics were identified through detailed stakeholder mapping and delivered to ensure information was available at a level of detail and in a way that was tailored to the needs of affected landowners, councils and state agencies, as well as broader stakeholders such as industry bodies and other state agencies and councils with an interest in broader policies and practitioner guidelines for basic infrastructure schemes in South Australia, including Concordia.

Plain-English communication materials were developed to provide information that was easy to understand, including PlanSA website content, fact sheets and frequently asked questions. This information clearly outlined what the proposed changes were and how affected landowners could influence the final draft scheme.

Information was available online and in hard copies, in written form, in person and through online presentations, to ensure all interested and affected people could access information, understand the draft scheme and participate in the engagement.

People could also call or email the team directly if that was their preferred method of gaining information and providing feedback.

The draft scheme documents provided greater detail and technical information, including the funding plan, for affected landowners, councils and state agencies.

Broader stakeholders and interested community were able to view the draft policy documents and practitioner guidelines on the public PlanSA webpage and key stakeholders were made aware of the opportunity to review the documents via direct mail, the Planning Ahead newsletter and regular Policy Forum. Industry and government stakeholders were also offered a briefing.

One landowner who attended the drop-in information session mentioned they had issues accessing the private webpage and the infrastructure scheme documents. They were able to ask questions of staff, access hard copy information at the event and also received help accessing the webpage and online documents.

All submissions were acknowledged and all engagement participants, as well as other landowners that had provided an email address, received a 'what we heard' document providing a high-level summary of feedback and the next steps, along with the engagement evaluation survey. Participants were advised that their feedback would be published at the conclusion of the engagement period.

The engagement evaluation survey results indicate that the majority of respondents felt the available information about the draft scheme was suitable and they were able to access the level of information they needed.

While there were mixed responses to whether they felt informed about why they were asked for their view and the way it would be considered, only one respondent did not feel informed. They indicated development at Concordia would have significant impacts on their life and they did not participate in the engagement process because they did not feel it would influence the outcome.

Note: ‘closing-the-loop’ engagement activities are still to be actioned, following a final decision regarding the Concordia Basic Infrastructure Scheme, including publishing the scheme report and sharing it with all affected landowners.

Evaluation statement	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree
I felt informed about why I was being asked for my view, and the way it would be considered.	0%	25%	25%	25%	25%
I was given sufficient information so that I could take an informed view	25%	0%	0%	75%	0%

(5) Engagement processes are reviewed and improved

The engagement was reviewed and improvements recommended

The engagement process was reviewed throughout the consultation period, with several additional communication and engagement tactics delivered beyond those identified in the engagement plan.

Additional meetings with key state agencies and the Town of Gawler staff were undertaken to share information, answer questions and gather informal feedback on the draft scheme

Due to low registration numbers ahead of the online and in-person landowner information sessions, a reminder email was sent directly to all affected landowners who had provided an email address to encourage attendance and registration. As a result, several registrations were received ahead of the events.

An email was also sent on Friday, 14 November to remind landowners and councils of the consultation closing date in response to the low number of submissions received.

Consultation was extended by 3 days at the request of key landowners, to ensure enough time for landowners to submit informed, detailed and constructive feedback for consideration in finalising the draft scheme. Notification of the extension was also emailed to landowners and councils.

See Section 16.1 for details of improvements to the planned engagement activities that occurred as a result of reviewing the engagement process throughout the consultation.

While the 6-week engagement period provided sufficient time to receive well-considered feedback from affected landowners, running consultation for 12 weeks will be considered for future infrastructure schemes to ensure all affected landowners have the time to fully understand and consider the volume of technical information contained in future draft schemes and submit feedback at their own pace.

Early engagement with major landowners as part of preparing consultants reports and a master plan, will be considered for future basic infrastructure schemes in response to feedback received.

It is noted that several major landowners have provided feedback encouraging further coordinated engagement with developers, landholders and infrastructure groups as the scheme is refined and delivered.

(6) Conclusions

Detailed evaluation against the Community Engagement Charter principles demonstrates the engagement process met each of the Charter principles and successfully engaged affected landowners, councils and state agencies.

This was demonstrated through the range of targeted communication and engagement methods used to inform and gather feedback from affected landowners, councils and state agencies, as well as broader stakeholders.

It was also shown through the high number of private PlanSA webpage visits to learn more about the draft scheme and consultation, the high percentage of affected landowners that directly engaged with staff through information sessions, meetings and briefings, as well as their level of engagement with staff throughout the consultation period.

Feedback received was well considered and constructive and, as a result of this feedback, a number of amendments have been made to the draft scheme, demonstrating the engagement process influenced the outcome. See Section 18 to view a summary of recommended changes.

While only a small number of responses to the engagement evaluation survey were received, they support the charter principles being achieved, but highlighted concerns that feedback would not influence the outcome and decisions had already been made.

Engagement will continue with broader stakeholders on the policies and practitioner guidelines for basic infrastructure schemes, taking the Charter principles into consideration.

18. Summary of Consultation Feedback

A total of 8 submissions were received from affected councils and landowners within the Concordia Growth Area, most of considerable length and detail, covering a wide range of topics. Feedback was submitted by 2 affected councils, 3 major landowners and 3 private landowners. All submissions were received via email.

Feedback generally showed support for draft scheme in concept, noting that this is the first infrastructure scheme to be prepared under the *Planning, Development and Infrastructure Act 2016*, and acknowledging opportunities to refine processes.

Concerns mostly related to direct impacts on landowner's properties, such as stormwater and traffic management and impacts on existing land use, and broader issues such as funding arrangements and managing the impacts of increased traffic across the wider area.

Due to the wide range of topics covered by the submissions, and to best analyse the results, feedback has been categorised into themes.

Key themes include:

- **Costing and scope concerns:** requests for greater detail on design standards, cost estimates and apportionment methodology.
- **Charge equity:** queries on apportionment and fairness of charges across residential and non-residential land uses, and viability of development under combined charges.
- **Land budget:** alignment with Concordia Code Amendment concept plan changes and impact on infrastructure demand.
- **Infrastructure staging:** concerns about sequencing and flexibility to enable multiple development fronts.
- **Delivery mechanisms:** calls for clarity on Works-in-Kind policy, procurement and triggers for delivery.
- **Stormwater strategy:** questions on practicality, prescriptiveness and downstream impacts.
- **Social infrastructure:** requests for transparency on land acquisition for schools and community facilities, and integration with private providers.
- **Future phases:** uncertainty regarding timing and calculation of Phase 2 charges and intentions relating to the introduction of Primary Infrastructure Schemes.
- **Planning referral:** concerns raised about the scope of the referral to the Scheme Coordinator, the timeframe and implications for development approvals.

These themes are further explained in Table 16, along with a summary of feedback received and recommended actions or changes to the draft scheme.

Many respondents raised more than one theme, and all have been considered. Copies of all submissions are included in Appendix 5.

Table 16: Summary of key consultation themes, feedback and actions

Theme	Key Feedback Summary	Recommended Action / Changes to Scheme	Relevant Document(s) / Section(s)
Scheme detail & structure	Insufficient scope/costing detail; repetitive format; unclear hierarchy; missing water/wastewater plans	Create detailed cost/scope table as Appendix I; refine text; add appendix for project plans; clarify hierarchy. Updated detail provided to refine costings and provide greater scope for project inclusion in chargeable projects	Infrastructure Funding Plan by Mesh (IFP), Appendix I; Scheme costings; new appendix
Cost estimating & design maturity	Use of AECOM Class 5 estimates; insufficient design detail; concerns on methodology and contingencies	Replace with revised L2 DIT estimates to refine charge and scope of projects; embed assumptions table and plans in scheme document; add definitions; improve formatting	IFP cost tables; Scheme Table 3; Practitioners Guide
Funding arrangement & charge	Apportionment clarity; local gov contributions; non-residential charge; viability; Phase 2 certainty	Clarify apportionment; insert council contribution details relating to Cheek Ave; refine costs; amend Phase 2 wording to clarify role of work program; keep indexation but provide clarity in drafting	Scheme -13.1 & Table 3; Funding Plan
Gawler East—Cheek Ave & corridor interventions	Cost levels disputed; scope/share vs pre-Concordia designs; delivery responsibilities; timing	Provide revised cost opinions; keep Gawler East works inclusive of refined costings and apportionment; update project list and charge to remove Harris Road interventions as optional projects; clarify delivery timing where future staging may change timing	Scheme narrative & Tables; Funding Plan
Internal roads, link road & bridges	Need coordinated internal roads; Sturt Hwy connection; bring forward Stage 2 link road; asset ownership	Include more internal transport interventions in projects covered under charge; add wording on Sturt Hwy link and future considerations; contingency for boulevard as dual lane and covered by charge and provide Harris Road bridge as optional project	Scheme & IFP transport tables; asset ownership tables

Theme	Key Feedback Summary	Recommended Action / Changes to Scheme	Relevant Document(s) / Section(s)
Water (SA Water)	Wider-network modelling; disparity vs augmentation charges; lot/phasing assumptions	Maintain scheme water charge separate from sewer and to be applicable to all projects; note SA Water assumptions; Phase 2 review to reassess ultimate strategy to service growth area	IFP Appendix G; Scheme funding notes
Wastewater (SA Water & private options)	High interim WWTP costs; tankering; openness to third-party provider; integration with SA Water	Amend wording to acknowledge contestable provision; note Govt set charges below cost recovery; maintain charge for tankered lots, highlight potential scope for alternate providers provided appropriate value and contestability is demonstrated	Scheme wastewater sections; IFP notes
Stormwater strategy	Need holistic framework; prescription vs flexibility; engagement with EPA/DEW; erosion/low-flow management	Update wording to set strategic but flexible SMWS; specify performance requirements; acknowledge stakeholder engagement and scope for variation in how stormwater outcomes are delivered	Scheme stormwater sections; IFP clarifications
Infrastructure staging & triggers	Misalignment between timing and SA Water availability; perceived disadvantage; clarity on indicative dates	Clarify indicative dates; allow flexibility where not detrimental to scheme; add detail explaining drivers for initial staging; improve trigger definitions	Scheme staging/works program; trigger definitions
Delivery & procurement governance	Powers to undertake works; cooperation; procurement clarity; developer-delivered items; water allocations	Update wording to define Scheme Coordinator role if other parties do not procure works; clarify developer responsibilities; note allocation processes	Scheme governance & delivery sections

Theme	Key Feedback Summary	Recommended Action / Changes to Scheme	Relevant Document(s) / Section(s)
Works-in-Kind (WIK) policy	Integrate WIK policy; clarify clause 12.1; fix Council vs Scheme Coordinator; credit concerns	Embed WIK policy and others into scheme document; clarify clause 12.1; administrative edits, retain credit terms noting any credit has to reflect potential collection under the charge	Scheme appendices; WIK policy clauses
Reviews & variations policy	All variations approved by Minister; clarify minor variations; align principles; dispute pathways	Update wording to note Minister approval for variations; clarify no delegation of approvals to Coordinator; include dispute resolution clause	Variations policy; Scheme review principles
Alignment with Code Amendment & land budget	Concept Plan changes impact infra demand; land budget/site sizes; SAPN easement uncertainty	Update land budget to align with Code plan; note buffer solutions; shared paths via land division; correct parcel ownership	IFP Land Budget & tables; Scheme corrections
Minor edits & legibility	Table consistency; headings; unreadable appendices; mis-references	Apply edits to address administrative corrections; add delivery responsibility columns to tables; correct phase references; fix headings; publish appendices at A3 landscape for increased clarity, inclusion of project plans within main document	Scheme Tables; Appendix D/H; IFP references
Social infrastructure (State deed)	School land areas; private vs public providers; acquisition; transparency of State deed	Noted that these aspects outside Scheme scope; maintain charge treatment as chargeable under land budget; note colocation benefits with council open space; discussions will proceed via separate State Social Deed.	Separate Deed; Scheme notes



Appendices

[1 – Infrastructure Funding Plan \(Technical report informing the Scheme\) – MESH, Dec 2025](#)

[2 – Engagement Outcomes and Responses](#)

[3 – Communication Materials](#)

[4 – Engagement Evaluation Survey Results](#)

[5 – Submissions](#)