



TO: MINISTER FOR PLANNING

RE: PROPOSAL TO INITIATE THE CONCORDIA GROWTH AREA BASIC INFRASTRUCTURE SCHEME – FOR INITIATION

PURPOSE

To recommend that you proceed with the initiation of the Draft Outline of the Concordia Growth Area Basic Infrastructure Scheme (the Draft Outline).

BACKGROUND

Section 163(1) of the *Planning, Development and Infrastructure Act 2016* (the Act) provides that you may initiate an Infrastructure Delivery Scheme in relation to the provision of basic infrastructure in connection with a designated growth area.

The designated growth area for the Scheme is identified as the Concordia Growth Area (CGA). The CGA also forms the affected area in the draft Concordia Code Amendment.

As outlined in section (162)(1) of the Act, basic infrastructure can include any of the following types of infrastructure:

- Roads or causeways, bridges, culverts associated roads.
- Stormwater management infrastructure.
- Embankments, wells, channels, drains, drainage.
- Water infrastructure and sewerage infrastructure.
- Communications networks.
- Electrical and gas infrastructure.

Section 163(6) of the Act requires the preparation of a Draft Outline of the Basic Infrastructure Scheme (Draft Outline) to initiate a scheme. You may only make a decision on the initiation of a scheme on the advice of the State Planning Commission (in accordance with section 163(4)).

The Commission first considered the Draft Outline at its meeting of 12 December 2024, and resolved to recommend that the Draft Outline be initiated, subject to amendments and consultation.

The purpose of this document is to provide you with advice relating to the updated Draft Outline (**Attachment 1**) to support your decision.

DISCUSSION

The following sets out the strategic, policy and procedural considerations in relation to the Draft Outline, including further considerations, should you proceed with the initiation of the scheme.

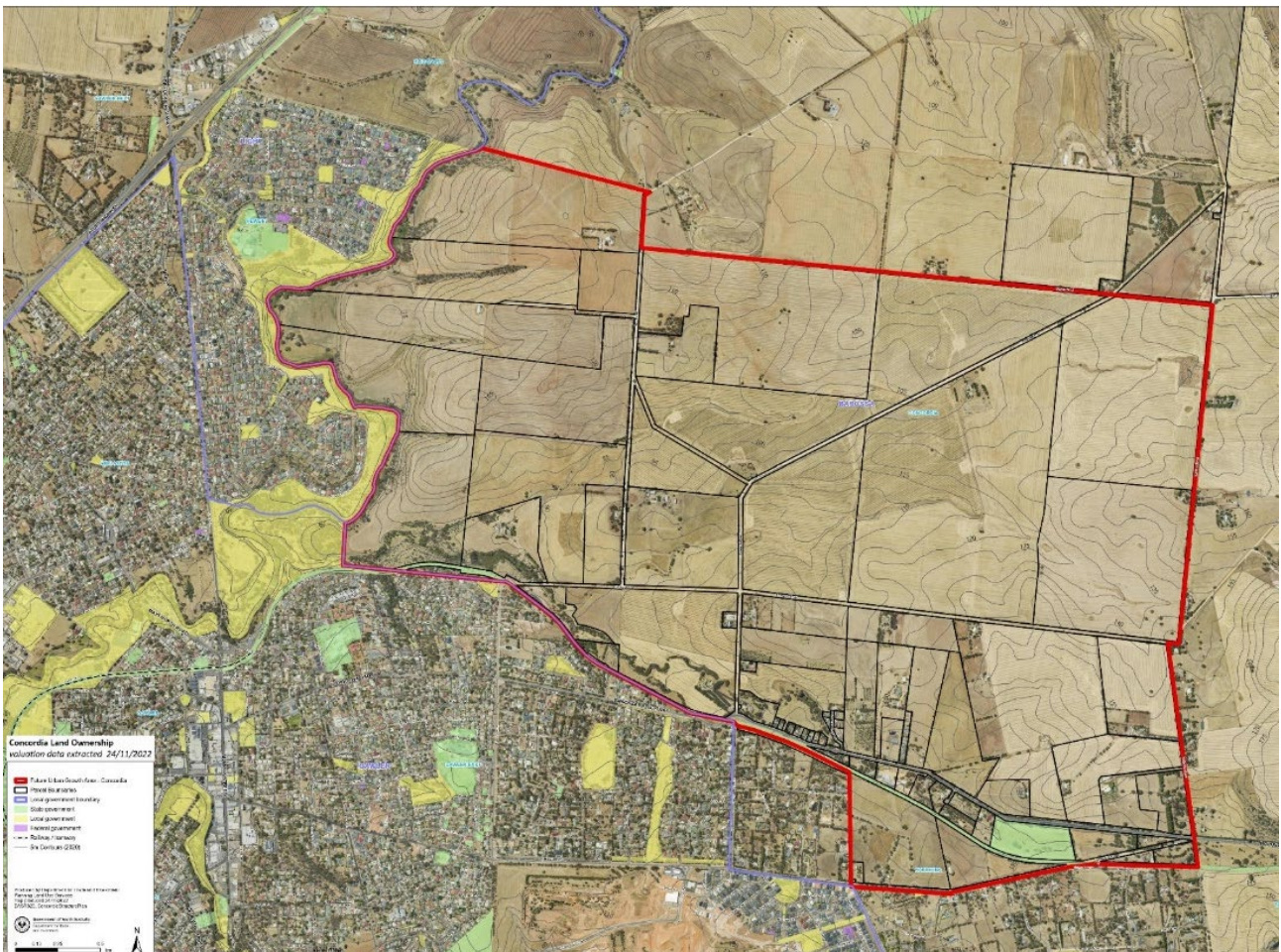
In April 2023, you approved the initiation of the Concordia Code Amendment (the Code Amendment). The Code Amendment proposed to rezone an area of land to support residential growth.

Designated Growth Area

For the purposes of Infrastructure Delivery Schemes, section 162(2) of the Act defines a designated growth area as an area which is to be developed in 1 or more of the following ways:

- by the division of land and the sale (or proposed future sale) of all or some of the resulting allotments;
- by rezoning to increase development potential;
- by undertaking urban in-fill, consolidation or renewal.

The designated growth area and the relevant Planning and Design Code zones and overlays are shown below.



Planning and Design Code Zoning - The entire CGA is located within the Rural Zone.

The following Overlays apply to the land:

- Hazards (bushfire – Medium Risk)
- Hazards (Flooding – General)
- Hazards (Flooding)
- Hazards (Flooding – Evidence Required)
- Native Vegetation
- Water Resources
- Traffic Generating Development
- Urban Transport Routes

Land surrounding the CGA is within Rural Zone, Rural Living Zone, Rural Neighbourhood Zone, Open Space Zone, Neighbourhood Zone and General Neighbourhood Zone.

The designated growth area is identified as the Concordia Growth Area (CGA) located approximately 40 km northeast of the Adelaide CBD, to the immediate north-east of the township of Gawler, and approximately 6 kilometres from the town of Lyndoch.

The CGA comprises approximately 950 hectares of land and 75 allotments within the bounds of Barossa Valley Way, Kalbeeba Road, Teusner Road, Bergen Road, Ironbark Road and Martin Road.

The land is situated on both Kurna and Ngadjuri Country.

The CGA and is located within the Greater Adelaide Region, and entirely outside of both the Environment and Food Protection Areas (EFPA) and the Barossa Valley Character Preservation District (CPD).

The CGA is also the affected area of a proposed Code Amendment. The CGA has the capacity to accommodate in the order of 10,000-12,000 new homes and 25-30,000 people in a future master planned community.

Given the land within the CGA is subject to a proposed Code Amendment to increase development potential, including the division of land and future sale of resulting allotments, it is considered the CGA meets the definition in section 162(2).

In constituting the designated growth area, consideration has also been given to:

- the area which will benefit from the basic infrastructure to be provided under the proposed scheme (evidenced by the draft Code Amendment affected area)
- the extent to which the area will provide fair and sufficient funds over time with respect to the provision of the basic infrastructure under the proposed scheme
- the extent to which the designated growth area overlaps with other schemes under the Act, of which there are none.

Strategic Considerations

The following sets out the strategic considerations relating to this proposal and rationale for the Commission recommending support for a Basic Infrastructure Scheme.

An assessment against the State Planning Policies (SPPs) and relevant Regional Plan are provided in **Appendix A**.

Strategic advice

The 2010 and 2017 iterations of *The 30-Year Plan for Greater Adelaide (30-Year Plan)* identified the Concordia Growth Area (CGA) for future urban growth.

In 2018, Concordia Land Trust (CLT), who control almost 65% of land within the CGA, prepared the Urban Framework Plan as part of a business case to establish a Precinct Authority. The Urban Framework Plan was a Master Plan for the CGA supported by several technical studies.

In 2021, CLT sought to initiate a proponent-led Code Amendment for portion of the CGA. In early 2022, the Commission recommended that the Chief Executive of the Department for Housing and Urban Development lead the Code Amendment, given the significance of the site, but that the amendment should not progress until a cross-government approach to infrastructure had been resolved.

In early 2023, the Housing Infrastructure Planning and Development Unit (now the Growth and Infrastructure Coordination Unit) was established to facilitate a cross-government approach to infrastructure planning.

Need for Scheme

An Infrastructure Delivery Scheme under Part 13 of the Act is proposed for the Concordia designated growth area to assist with ensuring the appropriate level of infrastructure planning is undertaken for the development of the CGA.

A basic infrastructure scheme is considered the most appropriate mechanism to support the delivery of infrastructure for the following reasons:

- There are multiple landowners.
- The provision of infrastructure is essential to make the development liveable.
- Development will not occur in a coordinated manner.
- Infrastructure requirements/delivery/timeframes will be complex.
- A coordinated approach to infrastructure delivery is anticipated to support the best outcome.

In the absence of an Infrastructure Scheme, the coordination of infrastructure would need to occur through the use of Land Management Agreements (LMAs) and Infrastructure Agreements (referred to as Deeds). This can be resource intensive and requires all landowners to agree and sign individual LMAs and Deeds, which can significantly prolong the development process and may result in poor and uncoordinated development outcomes when landowners do not agree.

The Infrastructure Scheme aims to support the efficient delivery of infrastructure across multiple ownerships by clearly identifying the required infrastructure, costs and timing. This, in turn, allows for the coordinated, equitable and orderly delivery of new housing and services.

Should you choose to proceed and publish the Draft Outline, the next level of infrastructure planning will continue with the view of preparing the final Basic Infrastructure Scheme. This will include developing a clear program of the infrastructure works that are required to develop the CGA in addition to the staging, prioritisation details and funding arrangements required for the Basic Infrastructure Scheme.

Investigations to date

Several background investigations have occurred in support of the Code Amendment process, which includes:

- Social Infrastructure Strategy
- Aboriginal Cultural Heritage
- Economic Strategy
- Preliminary Site Investigation (site contamination)
- Stormwater Management
- Transport Infrastructure
- Detailed Infrastructure Analysis
- Infrastructure Funding Plan

These background reports have been reviewed as part of the work undertaken to develop the Draft Outline. The Growth and Infrastructure Coordination Unit (GICU) has worked with the various stakeholders to develop an understanding of the more detailed level of infrastructure planning that is required for the Infrastructure Scheme to serve the CGA.

It is noted that a social infrastructure assessment has been undertaken to confirm requirements for community, educational, health and medical facilities and services within the CGA, and provision will be the subject to separate funding and delivery negotiations.

Further investigations to refine the scope and cost proposals, work program, and funding arrangements in relation to the final Basic Infrastructure Scheme will need to be undertaken by the Scheme Coordinator.

Engagement

As part of the preparation of the Draft Outline initial consultation must be undertaken in accordance with section 163(10). GICU have consulted with local government, landowners, relevant infrastructure agencies and utility providers, including the Department for Infrastructure and Transport, and SA Water.

Public consultation on the draft Concordia Code Amendment is planned to be held from June 2025.

Should the scheme be initiated, the Scheme Coordinator will undertake further consultation as per section 166(1)(c) of the Act. This round of consultation is subject to the requirements under the Community Engagement Charter.

Procedural considerations

The following sets out the key procedural considerations that satisfy the legislative requirements for the Initiation of the Infrastructure Scheme.

Information Requirements

In accordance with Section 163 of the Act, the mandatory information requirements have been met to Initiate an Infrastructure Scheme and therefore, the Proposal is of a suitable form to be considered by you.

Notably, the Draft Outline must be consistent with section 163(6) which identifies that the Draft Outline must;

- provide detailed information about
 - i. the nature and intended scope of the basic infrastructure; and
 - ii. any related development that is proposed to be undertaken as part of the scheme; and
- identify the proposed designated growth area; and
- provide information about the proposed timing or staging of the various elements of the scheme; and
- assess the costs and benefits of the scheme; and
- outline a funding arrangement for the scheme, including whether it is proposed to impose a charge under Subdivision 7; and
- provide information about the person or body that will be carrying out the work envisaged by the scheme (to the extent that is known); and
- identify any basic infrastructure or other assets that might be expected to be transferred to another entity when the scheme has been completed; and
- provide such other information as the Minister thinks fit after consultation with the Commission.

The Draft Outline contained within **Attachment 1** is consistent with the requirements with section 163(6) of the Act.

If initiated, the Draft Outline must be published in the Government Gazette and on the Plan SA Portal. At a time determined by you, after the publication of the Scheme, you will refer the Scheme to the Chief Executive of the Department for Housing and Urban Development, pursuant to section 163(13) of the Act.

Infrastructure Scheme Coordinator

The Chief Executive will then undertake to appoint a Scheme Coordinator under section 165(1) of the Act. In appointing a Scheme Coordinator, the Chief Executive must obtain the concurrence of the Commission on the appointment, pursuant to section 165(5) of the Act.

Accordingly, following consideration by the Chief Executive on appointing a Scheme Coordinator, a future agenda item will be tabled with the Commission to seek concurrence.

The Scheme Coordinator will then progress the Infrastructure Scheme, which will include further detailed infrastructure investigations, costings and work program for the future development. The proposed scheme will also be subject to further consultation under the Community Engagement Charter. These reports and outcomes of engagement will inform the Final Scheme Report prepared by the Scheme.

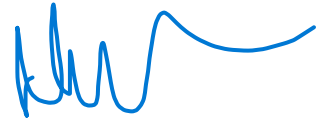
RECOMMENDATIONS

It is recommended that you:

- 1. Note the advice of the State Planning Commission provided to you as required under section 163(4) of the *Planning, Development and Infrastructure Act 2016* (the Act).
- 2. Note that the State Planning Commission has recommended that the Concordia Growth Area Basic Infrastructure Scheme proceed under section 163 of the Act, and that the Draft Outline is consistent with the requirements of section 163(6) of the Act.

NOTED NOT NOTED

NOTED / NOT NOTED



NICK CHAMPION MP

8 / 6 / 2025



Craig Holden
Chair, State Planning Commission
06 / 06 / 2025

Attachments:

- 1. Concordia Growth Area Basic Infrastructure Scheme – Draft Outline (#23285731)
- 2. Summary of Amendments to Draft Outline (#22756711)

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APPENDIX A

Alignment with State Planning Policies

State Planning Policies (SPPs) define South Australia's planning priorities, goals and interests. They are the overarching umbrella policies that define the state's interests in land use.

Infrastructure schemes must consider any principle prescribed by a State Planning Policy. Development of the designated growth area aligns with several State Planning Policies. The most relevant policies include:

SPP 1 – Integrated Planning

Objective: *To apply the principles of integrated planning to shape cities and regions in a way that enhances our liveability, economic prosperity and sustainable future.*

The proposed master planned community has been designed using principles of integrated planning to enable the cost-effective and timely delivery of infrastructure investment and to achieve a coordinated pattern of development that is required to deliver a vibrant, sustainable, connected and contemporary master planned community. Furthermore, staging the proposed development over a 30-year period will assist in maintaining a least a 15-year zoned supply of land for housing in the region, which is critical to ensure that housing supply, choice and affordability is maintained.

GICU has worked with local government, landowners, utilities, and other major stakeholders to ensure appropriate agreements are in place to facilitate coordination, funding, timing and the delivery of critical infrastructure.

A coordinated approach to development through the establishment of the Scheme is envisaged to create efficiencies and cost savings to Council and landowners into the future. These efficiencies and cost savings are attributable to:

- An investment in strategic planning to understand future infrastructure demands
- A clear and consistent catalogue of required infrastructure
- Avoidance of interim infrastructure solutions and sacrificial infrastructure works
- Avoidance of repeated/constant use of legal tools
- Construction of infrastructure to future capacity
- Understanding of timing and triggers for works to be undertaken
- Ability for parties to undertake 'Works in Kind' and receive credit against the works.

SPP 6 – Housing Supply and Diversity

Objective: *To promote the development of a well-serviced and sustainable housing and land choices where and when required.*

The Scheme would support the proposed master planned community anticipated by the Code Amendment. This is expected to provide approximately 10,000-12,000 new homes for 25,000-30,000 adjacent to an existing regional centre that has a demonstrated demand for housing and access to existing infrastructure.

The Code Amendment will introduce a policy framework, which will allow for a wide range of new housing options and price points that are not currently available in the township of Gawler or the surrounding Barossa region.

The Code Amendment will introduce policies that will allow for a range of low-to-medium density housing to be developed within the CGA, with lower density housing to be located within residential neighbourhoods and medium density housing to be located adjacent to public open space or close to activity centres, which provide easy access to local services such as retail, medical, childcare and other community and recreation facilities.

SPP 7 – Cultural Heritage

Objective: *To protect and conserve heritage places and areas for the benefit of our present and future generations.*

A cultural survey was completed as part of the investigations that were undertaken to inform the master plan. The cultural survey sought to identify any Aboriginal heritage considerations and define any cultural sites or objects that are located in or near the Affected Area.

In addition to these investigations, GICU has been engaging directly with the relevant First Nation people to ensure the proposed master plan recognises and protects Indigenous cultural heritage sites and areas of significance and is respectful of culturally and historically significant places.

SPP 11: Strategic Transport and Infrastructure

Objective: *To integrate land use policies with existing and future transport infrastructure, services and functions to preserve and enhance safe, efficient and reliable connectivity for people and business.*

The Code Amendment outcomes, including the increase population, will help to support greater investment in and the provision of strategic infrastructure that will benefit both the master planned community and the broader region, like the potential construction of the Northeast Connector Road, which would connect the Barossa Valley Way and the Sturt Highway and relieve pressure on the Gawler township.

SPP 14: Water Security and Quality

Objective: *To ensure South Australia's water supply is able to support the needs of current and future generations.*

An infrastructure delivery scheme will support the Code Amendment, outlining the roles and responsibilities for funding, construction, and ongoing maintenance of the infrastructure and assets. This will be used to manage the timing of stormwater infrastructure provisions.

The 2024–25 State Budget included a commitment of \$843.6 million for housing initiatives and an unprecedented \$1.2 billion for water and wastewater infrastructure for housing developments over the next four years. In addition to this, GICU was established to cover all aspects of housing, housing infrastructure, urban development and planning, including the ministerial responsibilities related to the oversight of SA Water.

Alignment with Regional Plan

The 2010 and 2017 iterations of the *30-Year Plan for Greater Adelaide* identified the CGA for future urban growth, as does the current Greater Adelaide Regional Plan (GARP).

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

The CGA is located outside both the Environment and Food Production Areas, which seek to protect vital agricultural lands surrounding metropolitan Adelaide from urban encroachment, and the Barossa Character Preservation District which safeguards the region's viticultural land

and its wine and tourism industries.

The GARP identifies that in 2021, the Outer North land supply region had a population of approximately 140,000 people and that it was one of the fastest growing regions in the state (approximately 10% annually).

The GARP estimates that approximately 64,000 dwellings exist within the Outer North Region and approximately 1,400 new dwellings are constructed with the region every year, which is approximately 1,000 dwellings short of the 2021-2031 annual housing target.

The land supply investigations undertaken to inform GARP found that, within the Outer North region, there was approximately 13,956 proposed allotments and the potential for a further 41,019 allotments on land that has been rezoned but not developed. In addition to this, it estimated that there was potential for approximately 59,554 allotments in future growth areas, which are currently located outside of the EFPA and a further 34,486 allotments on land that is currently located within the EFPA.

The proposed master planned residential community is expected to provide approximately 10,000-12,000 new homes for 25,000-30,000 residents, which would substantially increase the supply of housing within the Outer North region and provide significant opportunities to deliver a diverse range of housing products at a range of price points, including affordable housing.

The GARP also identifies the Gawler Rail line as a 'Mass Transit Route' and a possible extension of a fixed line into the CGA, utilising the existing alignment of the Angaston rail corridor.

The GARP emphasises that the success of greenfield development is contingent on the timely and coordinated release of land, and relative to the provision of available infrastructure.

For the first time, an Infrastructure Delivery Scheme is being considered as the mechanism to ensure the infrastructure required to support the future development of the master planned community is delivered in a timely, equitable and coordinated manner. The Infrastructure Delivery Scheme will include an Infrastructure Funding Plan (IFP) and will be used to deliver the infrastructure agreements, which have been negotiated between the landowners, developers and all levels of government to ensure equitable contributions towards the provision of infrastructure and services.

The rezoning and supporting scheme proposed for the CGA is therefore well-aligned with the GARP, which continues to identify Concordia as one of Adelaide's largest growth fronts.