2020 VISION

IDEAS FOR METROPOLITAN ADELAIDE

PLANNING REVIEW
THE PLANNING REVIEW

Adelaide’s development has been the cause of protracted and often heated debate in recent years. Major projects, urban growth, housing costs and homelessness, traffic congestion, pollution, and vandalism have all provoked strong reactions from the community. Increasingly, the issues raised have extended beyond the traditional concerns of urban planning.

Much of this debate has focused on individual development proposals, often because of the absence of an overall vision for Adelaide’s future development. The Planning Review was set up to provide this vision and the kind of planning system needed to achieve it.

There will always be differing views and interests involved in the development of the city, but proposals need to be judged in the context of an overall direction and within rules understood and accepted by everyone. The system can be made better, clearer and more consistent.

The Review’s vision for Adelaide does not assume that futuristic technology will dramatically alter the form of the city. The last comprehensive plan for Adelaide was prepared in 1962. Since then there has been more urban growth, some tall office buildings have changed the skyline of the central area and a number of older buildings have been demolished, but the city has retained its overall form and appearance.

To the traveller arriving by air in 2020, things may not look very different. Most of the buildings developed over the past 150 years will still be there. The Review’s picture of Adelaide’s future accepts and builds on the past and present. It seeks a city in which new technology and heightened environmental awareness will enhance Adelaide’s existing qualities of human scale, respect for heritage, local diversity, openness and accessibility.

So far, the Review has assembled an integrated picture of Adelaide’s present position and future prospects, which reflects the complex interrelationships between topics such as urban development, population ageing, transport needs and carbon dioxide emissions. In doing so, it has attempted to reflect and inform public opinion and preferences.

Given the Premier’s requirement for the Review to be open and consultative, the first task was to bring together relevant issues, ideas and concerns. Through the Planning Review Reference Group, the first report “Issues for Adelaide” was prepared in July 1990. That report was then widely discussed by the public. A large number of submissions was made and the Review took them into account. Research on the issues was undertaken and working papers prepared. Many government agencies provided assistance and expertise.

Broadly, this Report suggests a vision for the future development of Adelaide, describes the findings of the Review, postulates goals, sets out strategies to achieve the goals, and outlines
the key methods and procedures of implementation.

The next stage for the Review will involve extensive community discussion on these ideas. The proposals will then be amended in light of the public response. Thereafter, the Review will implement those of its recommendations that are accepted by Government. At all times, there will be the widest possible opportunities for public input.

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This report is designed to convey information on the findings and ideas of the Review. The work it covers spanned 9 months and involved many people and organisations. As a result, the topics it addresses are large and closely interlinked.

The complexity is indicated by the bulk of the report. The Review recognises that many people have particular interests and will not want to read the whole report.

Therefore, the style chosen has distinct features, aimed at making partial reading easier.

Firstly, the chapters 2, 3 and 4, which contain the main policy reference, are arranged in broad topics that are consistent. If desired, much of the Review’s work on say, “character” can be gleaned by reading only those sub-chapters with that title (they don’t contain all of it, but most).

Secondly, the main points are distinguished from their explanation by being printed in bold. It is possible to learn what is proposed, rather than why, by skimming the bold text.

Thirdly, background material, definitions, statistics and the like, is included in diagrammatic boxes near the point it leads to.

The final chapters, 5 and 6, stand apart from the earlier ones as they deal with means of achieving the policy through a proposed planning and control system and the further work of the Review respectively. They have a different format and a more detailed style, as a direct consequence of their function.
INTRODUCTION

This chapter sets out the features of Adelaide and the aspirations of its people which lead to a vision of the future, to guide its development.

It is based on the vision set out in the Review's first report "2020 Vision: Issues for Adelaide", modified in accordance with the results of the public consultation on that report.

The findings and conclusions that follow in later chapters depend, to some degree, on the observations and assumptions in Chapter 1 which will themselves be tested by the public response to this report.

FEATURES OF THE CITY

Adelaide has always been a planned settlement. Land, labour and investment were brought together to enable the city, and the state, to grow and prosper. Light's plan, with its belt of park lands and subtle adaptation to topography, is widely admired and Adelaide has kept its reputation as a well-planned city.

Adelaide is an attractive place to live and visit. Its pleasant climate and clear light set off the hills, beaches, parks, leafy suburbs and historic buildings. Because of its scale and lack of congestion, movement around Adelaide is relatively easy. The pace of life is relaxed by comparison with other major Australian cities. It is a friendly, lively and culturally diverse city.

Adelaide's community has been consistently innovative through enterprise and experiment. In economic, social, cultural and professional fields, Adelaide and South Australia have often led the nation. The city's original settlement laid the foundation for an envied quality of life.

These features of Adelaide cannot be taken for granted.

ADELAIDE 1991

The establishment of the Planning Review is an acknowledgement of the complexity of the urban planning task now facing government. Social, environmental, economic and political changes are occurring at an unprecedented rate; at scales from global to domestic. The 'Cold War' is almost over, Japan is a leader in the world economy, electronic media have created a new 'information society' and the role and status of women has changed in most countries.

In South Australia, recent years have seen the decline of manufacturing employment; a search for 21st century industries; the effects of exposure to international forces across a wide range of economic activities; the demise of established Adelaide business institutions; rapid changes in household formation; marked fluctuations in the fortunes of the property market; and growth of Adelaide to become a city which spans eighty kilometres from north to south.

The spatial and institutional forms which have been evolved to support Adelaide's development may no longer be able to cope with the local effects of major international transitions. Technology has reduced the need for business and houses to locate close together. More enterprises are using open
management structures to maximise accountability and responsiveness. Political power is moving outwards from the centre; deregulation and the growth of localism are important contemporary trends.

Later sections of this report detail these and other trends which have profound implications for the future of Adelaide. Whether good or bad, the future will be very different from that envisaged when the last comprehensive review of metropolitan planning was undertaken in 1962, as the following summary illustrates:

In the early 1960s the circumstances led to an emphasis upon physical planning for an expanding population and economic base, consistent with postwar trends.

The era before us is certainly different:

- Concern for the environment is everywhere. There is now widespread agreement that the use of fossil fuels will increase and be increasingly more expensive.
- Trade operates on international levels, spanning national, cultural and regional boundaries.
- National population growth is tending to gravitate to Brisbane and Perth.
- Immigration from overseas is tending to flow to the Eastern states.
- The current account deficit is likely to constrain public fiscal policy for the next 10 - 15 years.
- While the transition to manufacturing occurred over a century, the next transition to services industries has occurred much more quickly.
- The notions of “progress” and “development”, which have underpinned Western economies since the industrial revolution, are now being seriously questioned at all levels, with an emerging emphasis on the environment and quality of life.

It is against this background that the perspective of Adelaide’s future must be derived.

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ADELAIDE 2020

Adelaide's future character will evolve in circumstances where city, regional, national and international barriers will mean less. Adelaide is likely to be one of a network of metropolises within the Asia-Pacific region, closely interacting with each other economically, politically and culturally.

Diversity can be expected to be a dominant characteristic of Adelaide's population. Around 1.3 million people, from a range of cultural origins, will probably live in Adelaide by 2020.

That diversity will need to be reflected in local living environments. Needs at different stages of life should be met by choice of the form, size and layout of houses. Preferred types of houses can and should be available to all at the lowest possible cost. Most houses will be in the traditional mould and new housing land will be required. Neighbourhoods should provide support, safety and services within easy reach.

Residential areas can be expected - and encouraged - to vary in character, but unfair distribution of resources and services across the city could be redressed and poverty and deprivation reduced.

Adelaide should be a city which provides opportunities to all for personal, social and material advancement.

Adelaide can build on its existing character to provide its community with a sense of pride and security. The Mt Lofty Ranges and the shores of the Gulf St. Vincent will bound an urban environment which is low in scale, with character enriched by a legacy of historic places, buildings and cultures. Streets, neighbourhoods and centres, through sensitive urban design, could each acquire a distinct 'sense of place', a mosaic of which will contribute to a special city identity. Adelaide's image as a city of quality will help to attract investment and talent from elsewhere.

High mobility is likely to be desired by the Adelaide community. Although technology may remove much of the need for travel and many activities will be located closer to where people live, travel for work or pleasure is likely to be a feature of the Adelaide lifestyle. Private cars - less pollutant and more fuel efficient - are expected to be the preference of the vast majority of the community.

Public personal transport will be of many forms, principally providing a service for those without private means.

A rapid public transport system would concentrate on linking major urban centres, supported by park and ride interchanges, local and community bus services, cycle routes and walkways for the most efficient and complementary use of each transport form. Road congestion could be avoided by careful traffic management. Industrial and other employment centres will be better served by mass transit services, and freight movement will be accommodated by improved road facilities. Within relaxed and safe neighbourhoods, walking and cycling could be the principal ways of getting around.

Good environmental practice is likely to prevail across all areas of the city. Urban development should create less demand for energy through more efficient layout of land, efficient design and use of materials, use of solar power, and re-use of water and sewerage. The water catchments would be guarded to protect water quality, and the marine environment secured. Stormwater can be a resource and the creek system should prove to be a major aesthetic and environmental asset to Adelaide's suburbs.

Individual consumer preference is likely to reduce waste significantly and recycling will be
widely used. Pollutant industries would reduce
the adverse effects of their operations.

Adelaide can be prosperous and internationally
competitive. High living standards are likely to
rely upon a vigorous, efficient and productive
manufacturing industry; technically advanced,
with a highly-skilled and educated labour force.
Industry clusters are likely to expand and
Adelaide's good transport should encourage a
dispersal of activities. The economic base
should support extensive service industries to
employ the majority of the population.

Excellence in science, engineering, education,
law, medicine, and the arts should provide
resources for local industry and for export.
"Information processing", recreation, tourism
and hospitality may be particularly important.
Training and re-training can help the work
force to adapt to continually changing
employment opportunities.

The central business district is likely to retain
its dominant commercial and cultural influence.
More distribution of employment and other
activities throughout the metropolitan area is,
however, likely. Well designed multi-use
buildings should allow greater mixtures of
activity in suburban centres.

The role and function of state and local
governments are likely to alter considerably. A
main function of the state government is likely
to be the organisation and co-ordination of
activities across the state. Economic and social
conditions are likely to allow more needs to be
met through individual effort, community
actions and direct purchasing. Government at
the local level is likely to vary to allow it to be
tailored to local or regional circumstances.

Instantaneous mass communications and the
assertiveness of a better educated community
are likely to make public decision-making more
complex. Open, consultative and participative
decision-making, which recognises the variety
of community interests, will need to
characterise government at all levels. Decision-
making could be dispersed and delegated to the
lowest level at which it is effective. These
aspirations for Adelaide are all achievable.

PLANNING ADELAIDE - THE NEED FOR
STRATEGY

Traditional urban planning can no longer cope
with the turbulence of frequent and unpredicted
changes and complex interests which interact in
metropolitan life. Regulation and control are
important means of securing the public interest,
but they need to be related to a plan of action.
Planning should be about getting the right
things to happen, but public expectations and
growing demands for involvement in decision-
making make this very difficult.

Rapid changes in communications have
dramatically altered the speed and range of
information to the public. Interest groups have
flourished everywhere - in businesses, in
conservation and ecology, for the elderly, in
transport, sport and so on.

The rise of well-informed interest groups
parallels a number of other trends:

- the steady decline in membership of
  traditional political parties;

- the dominance of the "baby-boomer"
generation, more educated and articulate,
in positions of authority;

- the increasing number of independents in
  Australian Parliaments; and

- the "fine balance" in electoral results
  across the country.

These trends are related and are important to
effective urban planning. The current reality is
that interest groups of all persuasions demand
regular input to public decisions at all levels;
not simply in elections. The best-laid plans will
be easily frustrated in the future political environment, unless they respond to and inform the public through these dispersed groups of community organisation.

Traditional urban planning, whereby public authorities direct the community from relative bureaucratic and professional isolation, will need to change, to be more interactive with the diverse interest groups. Moreover, care needs to be taken to ensure that the broader community is also given the opportunity to influence decisions. The notion of the public good needs to be replaced by one of serving “multiple publics”.

That requires new processes to deal with complex and competing interests. The essential ‘political’ nature of planning decisions - dealing with critical questions of public and private resource allocation - is becoming prominent.

There are some things which are not known about Adelaide’s future and others which can’t be known. Adelaide’s future population cannot be determined by government action. Rapid changes in international relations may suddenly change migration policy. The precise effects of greenhouse gas emissions and their impact upon climate are largely unknown. The removal of tariffs in the car industry will occur in the near future, but the precise effects are unknown.

In these and other circumstances, informed decisions need to be made. Some things will not, however, be foreseen. The 1962 Town Planning Committee predicted, with considerable accuracy, the amount of land required for the next 30 years. That land was indeed taken up, but by 300,000 fewer people than forecast. The rapid increase of households compared to population over the plan period was not foreseen.

Planning must therefore be dynamic and responsive to the diversity of views and needs. It must be open and informative. It must be comprehensive in approach, avoiding territorial or bureaucratic barriers, and give guidance to all sections of society, public and private.

Strategic planning essentially provides an approach to the process of managing change best. Its central features are:

- an assessment of the current environment;
- identification of trends and critical issues;
- the development of goals and objectives;
- the setting of priorities;
- extensive public discussion and debate amongst interested parties;
- development of strategies for key issues, selectively chosen, and expressed in a plan;
- derivation of related plans and instruments of policy; and
- monitoring and regular updating.

This approach is strongly endorsed by the Planning Review.

A new planning system must be capable of identifying long-term trends, monitoring impacts, adjusting policy; while being decisive and certain in the short term, giving guidance and direction to policy and action.

Development should be controlled within the overall agreed direction, by a system designed for the convenience of its users, with clear and certain paths and roles for all participants.

This will involve very significant revision to existing planning arrangements. The next chapter identifies in more detail the principal trends which a new planning system will have to address.
2.1 INTRODUCTION

This chapter is a summary of the major findings to date of the Planning Review. It emphasizes topics and areas where improvements can be made through changes to planning policy or the planning system.

Some comments provided during the public consultation stage are not included in their original form because they are too detailed. They have been summarised in this chapter under broad subject areas that are of widespread concern. Complete records of public comments held by the Planning Review will be collated, indexed and made available at the end of the Review’s public consultation period.

The principal sources of the findings have been:

- submissions from the public and community groups;
- the Planning Review Reference Group, external consultants and executive;
- formal and informal public consultation;
- discussions with business groups;
- discussions with government departments and agencies;
- discussions with councils and their representatives;
- research commissioned for the Planning Review, such as the “Housing and Location Preference Survey”, economic modelling and demographic forecasts and analysis;
- secondary data sources and original research and analysis undertaken by the staff; and
- some explicit assumptions, necessary to enable the recommendations to be made.

2.2 POPULATION

FORECASTS AND PLANNING

Adelaide’s future population cannot be predicted with certainty.

Some detailed demographic data that is necessary for planning can be predicted quite accurately, but forecasts of overall rates of growth are not so reliable.

Migration, particularly overseas migration, is expected to continue to contribute substantially to population growth, and it is the most unpredictable and volatile component of all.

Nevertheless, there is little doubt that the population will continue to grow, but at a slower rate than in the past.

The most likely outcome of current trends is that the population will rise to about 1.3 million people by 2020.

Levels of overseas immigration can be indirectly influenced by State Government.
FINDINGS

Since the 1960s there have been fluctuations in the numbers of immigrants coming to Australia and in the share received by this State. South Australia’s share of permanent arrivals has declined progressively since the 1960s from about 9.5% in 1969 to 4.5% in 1988.

Policies pursued by the state in urban and economic development continue to set a climate conducive to immigration to the state. The number of immigrants to South Australia will vary in response to industry needs, for example, as a result of policies which aim to attract migrants with needed skills and resources.

The composition of immigrant groups has changed. Most immigrants used to come to South Australia from the United Kingdom and Western Europe. These groups make up most of our more long established migrant communities. Since the 1970s, increasing numbers of immigrants have come to South Australia from different parts of Asia. This trend is set to continue as Australia strives to take a more active role in the Asia/Pacific economic and cultural community.

Interstate migration is another area where there have been considerable fluctuations in net gains or losses over the last two decades. For the first time in many years, a small net gain was recorded in 1988/89 and this appears to have been sustained during the first half of 1989/90.

There is considerable uncertainty regarding the likely future level of immigration, particularly given the possible influence of the

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**Figure 2.1 Projected Population of Metropolitan Adelaide 1988-2021:**
Low, Median and High Series.
Source: Department of Environment and Planning
FINDINGS

POPULATION GROWTH, DISTRIBUTION AND CHARACTERISTICS

By 2021 the population of metropolitan Adelaide is likely to grow by between 200,000 to 350,000. A total of around 1.3 million persons is forecast. The rate of population growth is affected by birth rate, death rate and migration. The current rate of population growth is about 1% per annum compared with rates of 1.8% in the late 1960s and 1.4% in the early 1970s. The most likely future is a gradual decline in the rate of population growth to about 0.55% early next century.

By 2021 it is expected that about one in five women will remain childless, compared to one in ten in 1986. The distribution of aged people throughout the metropolitan area is not even.

Between 1986 and 2021, the proportion of children aged between 0 to 4 years is expected to fall from 6.7% to 5.3% of the population and those aged between 5 and 14 years from 13.8% to 10.8%.

The inner suburbs have the largest proportion of their population aged 65 and over, but the middle suburbs dominate the actual numbers of old people. The most rapid growth in numbers and percentages of older people is in the middle and outer suburbs.

Each year approximately 10% of people in Adelaide change their place of residence, a further 1.97% move out altogether and 2.25% move in from elsewhere. Two types of areas have very high levels of residential mobility. They are the outer suburbs, undergoing development and rapid population growth, and inner suburbs and Glenelg, with much higher density and rental housing.

proposed Multi Function Polis. It is not possible to accurately predict how many people may be attracted to live at the Multi Function Polis over the next 30 years. Initial predictions of population increase appear optimistic. Forecasts of population increase of 100,000 people over 30 years have given way to scenarios of between 20,000 and 40,000 permanent residents of the Multi Function Polis site at Gillman.

The most recent assumptions for population at the Gillman site are that it will mostly house local people. 20% of the population will be ‘international’, 20% interstate immigrants and 60% South Australian.

As well as the permanent residents at Gillman, there is expected to be a considerable temporary population of international personnel for corporate training, university attendance, and research and development on each project. Some additional population increase is expected on the Lefevre Peninsula with a composition similar to that of Gillman.

It is not possible to determine why people choose to settle in South Australia rather than in other states, although it may be that the high quality of life and low housing and living costs are significant reasons.
AGE STRUCTURE

The major demographic change facing South Australia and metropolitan Adelaide is the ageing of the population. This holds implications for service delivery, employment and living conditions.

The State’s population aged 65 years or more will continue to grow rapidly at about 3% per annum over the next few decades. There will be a slow down in the 1990s followed by rapid growth in the early decades of the 21st century when the postwar ‘baby boomers’ begin to enter old age. In addition, the proportion of those aged over 75 years is growing.

The proportion of children as a percentage of the population is likely to fall due to declining fertility, with further implications for service provision. This is expected to occur through changes in marital stability, declining family size and the role of women in society.
DISTRIBUTION OF POPULATION

Changes in overall population characteristics are reflected in equivalent changes within Adelaide's living areas. Suburbs are constantly changing, with flow-on effects on services such as transport, health, education and employment.

The largest numbers of people currently live in the ring of outer metropolitan councils which have experienced substantial growth in the past twenty years. However, the characteristics of residents in different local government areas can vary quite markedly.

For example, the relative proportion of aged people is changing year by year in each part of the metropolitan area. These changes are the result of the ageing of the existing population and an increasing tendency for older people to move to outer areas to find suitable and affordable housing, or be closer to children. While in 1986 the outer suburbs had only 22.1% of the aged population, the proportion of aged people in these areas was growing three times as fast as in the total metropolitan population.

In the case of services for children, future demand will continue to be in outer suburbs, as young families are attracted to lower cost new housing with private open space, available primarily in fringe suburbs. Demands for services for children in suburbs where the population is older are not likely to exceed the levels for which existing facilities were designed.
FINDINGS

ETHNICITY

Adelaide is already an ethnically diverse city. It will probably become more so.

The overseas born population shows various patterns of dispersal or concentration into definite areas. Some migrant groups have established themselves in particular regions while others are scattered across the city.

The movement of younger, economically self-sufficient people into established areas with old and attractive houses is tending to displace some postwar migrant enclaves in inner suburbs. This has implications for cultural identity in some areas.

In other parts of the metropolitan area, some migrant groups show the characteristics of deprivation, including inadequate services and facilities. These inadequacies are particularly serious for newly arrived migrants who need special assistance with language in finding employment, and in gaining access to the range of services available to the rest of the community.

Aborigines represent only a small proportion of the population, 1.1% in 1986, and their numbers have grown in the past ten years. They have particular importance due to their distinctive heritage and their economically and socially deprived circumstances. They tend to be highly concentrated, in part due to their low income which restricts the areas in which they can afford to live.

EMPLOYMENT AND UNEMPLOYMENT

Unemployment tends to be distributed unevenly. It is a major factor contributing to inequality between suburbs and regions. Unemployed people are concentrated in areas of Adelaide, especially some central, western and northern suburbs. Unskilled and semi-
skilled workers in these areas have been most affected by economic restructuring.

With the ageing of the population, youth employment is expected to become less of a pressing issue than it is now. Indeed, within a few years aged unemployment is likely to become the principal concern.

Women are a growing proportion of the workforce and their access to employment is affected by the layout of the city.

The labour force has grown significantly in recent years through a major increase in the number of mothers who work for pay. Women are working as a matter of choice as well as through necessity. The increase has been facilitated by changes in the kinds of employment available.

Women tend to need jobs close to home in order to carry out both family and earning responsibilities. This considerably limits career choice and income potential and has specific implications for the distribution of employment and access to existing centres.

**HOUSEHOLD AND FAMILY SIZE**

Household and family size is still declining. This fact is a major determinant of the demand for land and housing.

The number of households has continued to grow at a faster rate than the population while average household size has declined. There are no signs that this trend will stop in the future, although the rate of change is predicted to slow.

Inner suburbs, which have the bulk of small apartments, will continue to have an abundance of single- and two- person households and these will increasingly be old people. Outer growth areas will probably continue to have high concentrations of families with dependent children.

The proportion of single-parent households is expected to grow. This family type has the highest incidence of poverty. Again, they are not evenly distributed and are most prevalent in areas with substantial poverty. Again, they are not evenly distributed and are most prevalent in areas with substantial poverty.

**HOUSEHOLDS AND HOUSES**

Since the postwar period the rate of growth of households has outpaced that of the total population. During the 1980s the rate of growth of households was more than twice as fast as that of population growth. The reasons include increasing numbers in the age groups at which new households are formed; young adults leaving home at an earlier age; increased divorce with the associated increase in single parent families and single person households, and longer survival of old people.

In the future, whilst household formation rates are expected to continue to grow more rapidly than population, the rate of growth is predicted to decline. This will be due to lower population growth, a reduction in the numbers of young people who are moving into the age at which they leave home and form new households, and increased housing costs which will tend to keep young people within the parental home for longer.

Currently, average household size in South Australia is 2.74 persons per household. This is expected to decline by 2021. Household size varies considerably between areas, being lowest in the inner suburbs, reflecting the abundance of single and dual person households more of whom are old people, and being highest in the outer growth areas with high concentrations of families with dependent children.
Houses
There are approximately 350,000 occupied private dwellings in metropolitan Adelaide of which 75% are separate houses, 23% are medium density (i.e. semi-detached, row and terrace houses and flats over 3 storeys) and 2% are such things as caravans, improvised dwellings and dwellings attached to shops. Of the 7,861 dwellings constructed in 1988/89, 2,459 or 31% were houses other than detached dwellings, indicating an increase in the construction of these forms of housing.

Growth Areas
70% of new dwellings are built in outlying northern and southern areas. It is forecast that a total of 5,500 allotments will be required for private house construction in 1989/90, a rate that will be sustained for at least five years. It is anticipated that about 250 allotments per year will be provided in future by demolition of existing buildings for new residential development. The balance of the supply will come from new allotments and from the public land bank owned by the South Australian Urban Land Trust.

Substantial lead times are required for planning and providing services for new development areas. Up to 10 years is needed from the selection of the next major area to construction of the first dwellings. Not allowing for this lead time would result in an immediate increase in land prices due to lack of supply.

2.3 COMMUNITY
2.3.1 EQUITY AND QUALITY OF LIFE

Some areas in Adelaide are deprived compared with others and the gap is widening.

There is evidence of a widening gap between rich and poor areas, between areas where a high proportion of households have high incomes, high standards of education, more than one car and own valuable houses, and those where many households are unemployed or on low incomes, are often forced to rent houses and do not have good access to services.

The compounding effect of high levels of unemployment in particular areas reduces morale, reduces the ability to use informal means of securing jobs, has adverse impacts on expenditure and stigmatises residents of those areas.

Some areas distant from the city are also poorly serviced with facilities and transport. People living in them experience high travel costs relative to income. In this way, the division between suburbs can increase differences in income, wealth and quality of life by restricting access to jobs, transport, services and residential amenity.

Good health is a fundamental community concern. Urban planning issues of air and water quality, noise, pollution, waste disposal, recreation areas and facilities, resource management, industrial land use and contamination, employment and major developments have consequences for community health.

Poor planning for any of these has spatial consequences. Many people are concerned about risks to health, for example, through living in particular parts of the city, near certain industries, doing certain jobs or suffering particular kinds of pollution.

People at the lower end of the socioeconomic scale tend to have worse health. This is partly social, related to low incomes, poor access to health and recreation services, and fewer incentives to lead "healthy" lifestyles. It may also be environmental, associated with proximity to areas of industrial pollution or land contamination. There is little evidence of the relative importance of these factors, but
knowledge in this field can be expected to improve with time.

**Crimes against property and against people are on the increase and this is a matter of increased community concern.** This is partly due to the larger numbers of people in the age groups which commit these crimes. It is also due to social circumstances such as unemployment and poverty, relationship breakdown, the increased opportunity provided by the method of display of goods and the fact that, in many suburbs, there are few people at home during the day due to the increase in women working.

Attitudes to crime have changed. People are now more prepared to confront previously hidden problems such as domestic violence, sexual assault and child abuse. Increasingly, the rights and needs of victims have been recognised and there is likely to be increasing concern to protect the public against crime.

People react to this in a number of ways, including restricting their movement in streets and public places. Consequently, the fear of crime can influence the sociability of neighbourhoods and the city.

**SERVICE COST AND DISTRIBUTION**

People want their ‘fair share’ of the public services that are essential or important in life. Services such as education, employment training and child care are required to provide opportunities for personal advancement and in promoting an informed, independent skilled and prosperous community.

There are differences between the location of services and the distribution of the population. The distribution of services such as schools, health, welfare and children’s services reflect past development patterns, so that they tend to be concentrated in inner and middle areas. The greatest demand for many of these services is now in the outer areas where the population is growing quickest.

One of the reasons contributing to this unequal distribution is the difficulty in withdrawing a service once it has been established in a community even if the numbers using it have declined dramatically, as has happened to some schools. Another is the high capital cost of new services, especially in areas where demand is slow to grow.

**The level and type of demand for most services vary with peoples’ age and lifestyle.** For example, all suburbs will experience periodic shifts in demand for services like child care, schools, sport and recreation facilities and aged care services.

The most dramatic of these changes in recent years has been the rapid increase in the numbers of women in the workforce, particularly amongst those with children. This has created an unprecedented demand for child care services and is also now creating demands for formalised aged care services as fewer women are available to care for aged family members at home. **The predicted increase of working women in the future will create a high demand for child care, health and personal support services.**

The Government has traditionally played a major role in providing for social and economic sufficiency, through direct services, income support and employment policy. These services do not generally raise revenue and will continue to depend on government funding.

The relatively high cost of infrastructure may have a greater influence on the form of future development and on levels and price of services than in the past. **On the other hand it is now possible and may in future be practical to develop urban housing with very little or no reliance on reticulated services.**
**FINDINGS**

**Figure 2.5 Public Capital Expenditure as a Percentage of Gross Domestic Product - in 1984/85 Dollars.**

Constraints on government spending are likely to result in real reductions of direct public services. Less support, financial or otherwise, can be expected from the Federal Government. More responsibilities are already being passed to other spheres of government and the private and community sectors, often without the means to satisfy them. These changes are, in themselves, undesirable and will need to be monitored carefully.

**DISTRIBUTION OF WEALTH**

Between 1978 and 1986 the proportion of high income persons increased in all the inner suburbs, and in the eastern and south-eastern suburbs, except Happy Valley.

The western, northern and southern suburbs experienced increases in the proportion of low income families, unemployed and single parent families, especially in areas with a high representation of the South Australian Housing Trust (SAHT).

The proportion of households without motor vehicles increased most in working class outer and middle suburbs (particularly Elizabeth and Noarlunga).

The northern and western suburbs showed above average incidence of utilization of hospital and medical services, for a variety of health disorders. Overall, those people with poorest health status were concentrated in areas of low socio-economic status and high SAHT rental.

Public assistance to first home buyers has traditionally been through the provision of infrastructure.

The cost of new infrastructure and asset replacement is a complicated issue and findings
are inconclusive. It is clear, however, that a better understanding of new and replacement infrastructure costs and equity of provision is required in planning for residential expansion and redevelopment.

Cheaper fringe housing relies on low land costs which in turn rely partly upon publicly subsidised infrastructure. Subsidies to fringe development have often been wrongly singled out as especially costly and unfair. Most established area infrastructure has been paid for long ago and was, at that time, subsidised by the whole community. Home buyers in these areas are not expected to subsidise asset replacement except through the price of the service. In the same way new home buyers on the fringe will pay, over time, their share.

INFRASTRUCTURE FINANCE

The basic technique used in Australia for the provision of infrastructure, public provision through central taxation and grants, does not establish a nexus between cost and provision. Funds from that traditional method of provision are now tight so there is some support for an approach which seeks to recover costs of infrastructure provision directly from newly developing areas.

That would be inequitable. If cost recovery is restricted to new work in new areas the effects will be felt only by the housing markets served by such areas. In general, cost recovery would then apply only to the predominantly young, less well-off section of the community, that can least afford the costs of infrastructure being added to the price of an allotment.

HOUSING, AFFORDABILITY AND DIVERSITY

One of the most important concerns of people in Adelaide is that they should be well housed. Housing has occupied a central place in the Review’s consultation and research programme. Concerns have been expressed in terms of immediate shelter, the home, the street and the neighbourhood.

All members of society aspire to an adequate standard of living. Living standards and quality of life are crucially affected by the home and community environment. In particular, they are affected by the quality and affordability of housing.

THERE IS A VARIETY OF WAYS TO PROVIDE RETICULATED SERVICE INFRASTRUCTURE:

- Individual provision such as rainwater tank, solar power, re-use of stormwater.
- Private sector provision such as package treatment works for groups of houses.
- Joint venture development and joint public/private provision such as application of profit from a joint venture project to the provision of infrastructure for that project.
- An area based developers’ contribution or specific purpose contribution towards provision, such as E&WS headworks charges.
- General developers’ contribution towards provision in order to recover the costs (mainly State Government costs) of infrastructure provision.
- Public provision through central taxation collection and dispersal of grants to pay for infrastructure.

In each case the nexus between provision and cost is different. Individual provision has a high nexus and public provision a low nexus between cost and benefit.
Changes in household formation have led to a mismatch between housing need and available housing stock.

Since households have grown at a faster rate than either the population or new dwelling construction, it is inevitable that the variety of existing houses in Adelaide is not that which would best suit current demands. Current construction reflects those conditions.

Most houses in Adelaide are detached, 3 bedroom dwellings, which were constructed during the 50s, 60s and 70s when family size was considerably larger.

Most people prefer detached dwellings on separate blocks with private open space. The Housing Preference Survey undertaken for the Planning Review showed that most people prefer this traditional form of housing.

A smaller but growing number of people are choosing smaller or attached houses. Households looking for these kinds of dwellings tend to be single people and couples.

Older households usually look for affordable alternatives to their present house. Most want a similar number of rooms in the new smaller dwelling, to allow for visitors and places to pursue study or hobbies. Almost all wish for some private open space but of smaller, more manageable proportions.

The cost of moving house may act against making the most efficient use of existing housing stock. Costs such as stamp duty may influence decisions on moving and consequently, affect the use that is made of houses.

For most people, their house is the biggest and most important investment. House selection is complicated by investment factors as well as its size, location, style and condition.

A house is an expression of luxury as well as a satisfaction of need. People tend to buy space to occupy as a high priority, often to the limit of their means. There is also a strong emotional tie to home that affects decisions on its purchase, disposal and use. These factors combine to make the choice of housing differ from that predicted from an analysis of need.
The cheapest new houses available in metropolitan Adelaide are detached, on separate blocks, in outer areas.

The cost of land, economies of scale, efficiency in house building and cross-subsidisation of infrastructure ensure that new housing in outer areas will continue to be relatively cheap. House and land packages in South Australia are less expensive than other states, mainly due to the supply of land keeping pace with demand. Any attempt to halt fringe development would increase housing and land prices across metropolitan Adelaide.

Demand for housing and land beyond existing metropolitan boundaries will not be constrained by physical barriers to the extent that it is in other Australian cities. Except for the Gulf of St Vincent to the west and the Mt Lofty Ranges to the east, there is an adequate supply of land that is physically capable of being developed for housing.

However, the physical development capacity is constrained by a range of factors including infrastructure costs, loss of existing land uses and a desire to better use the existing metropolitan area.

The main determinants of the physical size of Adelaide are access, housing, affluence of the community, economic activity and environmental matters.

To some degree, demand for housing is also being satisfied by growth of towns near the metropolitan area. Most notably, Murray Bridge and Mount Barker attract a high rate of growth due to their low cost and attractive environments.

The attraction of development to the east of metropolitan Adelaide will be enhanced by the construction of the new south east freeway which will cut travel times to Adelaide.

Similarly, the south coast, from Goolwa to Normanville, is developing rapidly for holiday and retirement houses.

To the north, rural living, often in conjunction with animal keeping, is transforming many former wheat farms from Two Wells to Port Wakefield.

Market gardens and orchards move outward in a similar way, constrained in their choice of new location by the availability of cheap water and preference for flat land suitable for mechanical working.

These areas are all providing for activities that will continue to be displaced from the metropolitan area because of cost or their incompatibility with close settlement. They have a legitimate role in the development of Adelaide and form an important part of the linkage of the city with its region.

Some areas that are physically capable of development are retained for other equally important reasons. Chief among these areas is the Hills Face Zone.

The original purpose of the Hills Face Zone has now been superseded. Widely supported aesthetic considerations account for its retention. Development should continue to be prohibited in visible parts of the zone. Controls should be tightened so that this prohibition is more effective than in the past.

At the same time, the future of areas which are not visible from Adelaide should be reviewed, especially taking into account pressure on some non-visible areas for future land division for housing. These reviews should be carried out by the relevant local government authority to ensure a fine-grained and locally sensitive approach.
**FINDINGS**

**HILLS FACE ZONE**

The Hills Face Zone was a central part of the 1962 Development Plan. The visible escarpment of the Hills Face is one of Adelaide's most loved landscape features. The name of the zone, however, is in many areas a misnomer for two reasons.

First, the original intention of creating the Hills Face Zone was to avoid development in areas where the supply of water would be expensive. These areas were generally confined to higher ground. Most of them could now be easily serviced.

Second, much of the area is behind the Hills Face and cannot be seen from the Adelaide Plains. This was recently checked through a visibility analysis of the Adelaide region undertaken by the Department of Environment and Planning.

The Department produced a series of maps showing the areas of the Hills Face Zone most visible from all main roads in the Adelaide region. The Adelaide region covers the Adelaide metropolitan area and the southern Mt Lofty Ranges from Tanunda to Cape Jervois.

A sample of 2,104 points along main roads in the study area were analysed in terms of their line of sight in all directions from ground level for a radius of 20 kilometres. Sample points were taken from all road intersections and bends. The elevation value at each sample point was calculated from a digital terrain model of the study area. The digital terrain model was derived from digital contours supplied by the Department of Lands. It was simplified to a matrix of elevation values at 200 metre intervals. This matrix of values provided a kind of lattice of elevation points. Each time a point in the lattice was visible from a point in the road network it was tallied. In this way, it was possible to rank points according to how many times they were viewed from the road network.

The results were that few parts of the Hills Face Zone can be seen from Adelaide.

The current form of land use planning is no longer appropriate to dynamic population and household change expected over the next 30 years. Long term forecasting of land requirements is neither accurate or necessary. The existence of an adequate land bank and staged land release for housing in South Australia has helped keep land prices down. In Sydney and Melbourne, by contrast, the lack of a land bank and staged release of land has resulted in high land prices.
WILLUNGA BASIN - AN EXAMPLE
About 80 or 90% of allotments for private house construction will be required in fringe areas to the north and south of Adelaide. In the southern area of Adelaide it is expected that there will be 9,500 dwelling commencements in the 1989-1994 period. This comprises 25% of the metropolitan residential building activity.

The major focus for fringe development in the south is now at Seaford. In order to maintain supply at the lower end of the market, at least 1,000 allotments will need to have been produced east of Commercial Road over the next five years.

Notwithstanding the development of Seaford, there is a strong likelihood that there will be continuing demand for land in the south. This has necessitated a development strategy for the Willunga Basin.

The Willunga Basin has some significant issues which will influence development, including the:

- importance of existing viticulture;
- constraints on transportation access;
- environmental concerns of drainage and coastal features;
- servicing of existing coast settlements, and
- location of centres

With a relatively large number of vacant allotments and some residentially zoned broadacres it is likely that demand for residential development will occur irrespective of the extent of urban consolidation. Use of existing land zoned for residential purposes will accommodate at least 30,000 persons. Recent work on a development strategy suggests that demands for growth should be directed to areas closer to Seaford. The work also concludes that the strategic planning approach put forward by the Planning Review should be incorporated into southern development planning, allowing a better short-term allocation of land to urban and rural uses.

Urban consolidation will not achieve containment. Protection of the character of existing residential areas is likely to limit the amount of infill housing achieved. No practical programme of land use improvement would be able to accommodate the total demand for more space for housing, industry and commerce. Therefore, the total area of metropolitan Adelaide must increase.

Existing strategies are not achieving the rate of consolidation needed to contain the metropolitan area. 70% of new dwellings are being built on northern and southern fringes where most population growth is expected.

This demand for fringe growth can be reduced. The preferences of the community and affordability objectives will, however, require growth for housing at the edge to continue.

While consolidation can achieve better use of existing infrastructure, improve access to services and employment and meet the need for more diverse housing forms, it does not lead to significant reduction of population decline in inner areas. That is because the new dwellings are of a form that attracts smaller households than the dwellings they replace.

Housing costs rise as a result of an emphasis on urban consolidation. First home buyers are excluded from many inner city and middle suburban areas because new housing in those areas is expensive. Older people tend to require capital gain from selling their home to generate income. On the other hand, people who can afford the convenience of a location close to the centre have their range of choice widened.
Large scale infill and new area projects are able to provide a substantial amount of land for new medium density housing. The means of realising this is currently through programmed land release and substantial public housing provision.

Surplus or inappropriately used government and privately held land has some consolidation potential, although the stock of such land is limited.

The best places to build medium density housing are around centres, in new suburbs and in the middle suburbs. The post-war middle suburbs have an unusually high proportion of detached houses and a corresponding dearth of other types. In many places, these are 'austerity' houses and some are suitable for redevelopment. These suburbs also contain rapidly increasing numbers of older people and young singles who prefer smaller houses on smaller blocks. Most Housing Trust development in recent years has been in central metropolitan Adelaide from Gepps Cross to Darlington.

More new development could follow the Housing Trust example of constructing most new houses as infill in the form of townhouses, flats and retirement villages.

Housing regulations and standards are of marginal importance to affordability. Around Australia, attention is being given to changes designed to lower residential standards, alter the regulation of house building and minimise the special requirements for medium density housing. These changes, however, are of marginal significance in the context of high interest rates and high house prices. On the other hand, disincentives to move from one house to another are found to be relatively important to the rate of matching housing stock to household composition.

Public funds for housing are likely to decline. The public housing programme in South Australia may well continue to decline due to lack of funds and an increase in the proportion of tenants needing rent reductions. It may be that a return to active trading in housing is required to fund the programme at an acceptable level.

Private investment in rental housing is likely to be volatile. Traditionally, housing has been a source of wealth creation through capital gains. Many people consider their own home in terms of profit on eventual sale. Creation of capital gain will continue to drive many decisions to invest in property for occupation or rental. It is unlikely that private rental housing can be relied upon to replace the declining public housing building programme. Other techniques, including community based initiatives, will be needed to replace low rental public housing.

Investment considerations have ramifications for the growth of medium density housing. Valuer General figures have shown that home units, for example, tend to depreciate in real terms. In particular suburbs, units have been shown to perform less well than conventional housing in retaining or improving value.

The development of the community housing sector could help offset loss of public housing to a limited extent.

Households on low incomes could be helped into secure, affordable housing and home ownership through community housing schemes. Households with special needs or who are disadvantaged may increasingly rely on this method. The schemes are, as yet, very small, which makes them marginal in satisfying housing needs for the majority of those on low incomes.
2.4 CHARACTER

Adelaide's setting and the open form of its development are significant contributors to its special character. Aspects of both of these are seen to be under threat from further development.

In the centre, continuing construction of tall office buildings displaces Victorian buildings of small scale and aesthetic appeal. On the fringes, new housing displaces rural landscapes.

These are inevitable consequences of growth but the more important parts of the existing city will have to be protected if the character is to be maintained.

For that reason, the hills face and the park lands have been largely denied to building, while the Barossa and Southern Vales vineyards are the subject of public concern.

New suburbs are sensitively designed to preserve creeks, skylines and trees, a concept which could be developed further.

There is broad public agreement about the important aspects of Adelaide's character.

From initial survey work and workshops organised by the Planning Review, and by reference to other attempts to assess public responses to the quality of the environment - especially visual quality - it is apparent that broad areas of consensus can be identified. The diagram 'Important Elements of Character' illustrates these.

By meeting public values, improvements in the image of the city can make for a richer environment as well as affecting group identity and well-being.
Charm of old areas, e.g. North Adelaide, Port Adelaide - bluestone buildings

Flatness of plains gives visibility of city buildings

Setting: continuous sand beaches

Uniqueness of the squares and terraces

Setting: Torrens linking sea and hills

Village feel and intimacy of old suburbs

Sense of regional identity

15-20 minute travel to work

Human scale, low density feel

Visual relationship between city and rural environs

Setting: natural hills, horizon

Strong desire to preserve Adelaide's heritage character

Setting: parkland approaches

Easy to get around, e.g. walking, cycling

Ease of access to countryside

Figure 2.7 Metropolitan Adelaide. Important Elements of Adelaide’s Character.
Growth in the services sector of the South Australian economy, and its increasing reliance on tourism, has also placed a new importance on the value of cultural and visual amenity for the city.

One of the major psychological factors influencing visitor and potential investor perceptions are the major entry ways to the city by road, rail, air and sea. Several of these are in need of improvement.

ADELAIDE CHARACTER
The concept of heritage should be broadened to encompass cultural heritage and identity.

The traditional emphasis upon architectural and physical qualities should be extended to encompass a greater range of cultural assets within the community; they include intangibles such as the character of places.

There may be an over-reliance on heritage listing as a means of identifying heritage items. A combination of greater emphasis on community awareness and education with respect to heritage values, coupled with the absorption of heritage considerations into the planning system, might be preferable to a simple listing.

Heritage listing is essentially a political action and one which is not reviewable by the Courts. There is growing support for a right of appeal for or against heritage listing and calls for greater public accountability in relation to listing decisions. There is also support for a review of criteria for heritage listing, particularly in relation to items which have been rejected from the State List because their significance is of local rather than state concern.

Individual heritage items vary widely in their importance. Some have the status of national ‘shrines’. Others are of little intrinsic importance but are highly regarded because of their contribution to a significant streetscape.

Recent initiatives by some councils to include areas of townscape within zones to be subject to policies of protection and demolition control illustrate a trend towards recognising the importance of townscape which goes beyond the qualities of individual historic buildings. The appropriateness of separate heritage controls to deal with such areas is a matter of importance. There is a need for heritage surveys of potential areas to remove uncertainty as to their status.

Incentives such as the City of Adelaide Transferable Floor Area scheme might be considered for heritage items or buildings within other historic areas. It is becoming recognised that some financial measures are necessary to overcome the willingness of some owners to allow property to decay.

Attention needs to be given to creating "livable places" which are friendly, safe, comfortable and convenient for all users.

The desire for local identity and ownership of neighbourhoods within the city is still strong, even within our highly mobile society. However, the importance of the neighbourhood environment varies for different people and is largely a function of mobility and social class.

People spend a considerable amount of time in their home and neighbourhood. The home and neighbourhood serve a variety of functions with both direct effects (e.g., availability of services) and psychological effects (e.g., conferring status).

The overall amenity of the neighbourhood is a key element in resident satisfaction, followed by proximity of services and the friendliness of the community.

Greater recognition is required of the needs of minorities and under-privileged groups in city design, for example, in providing opportunities for social interaction. The design of neighbourhoods and the location of services and facilities has a major impact on those people who use neighbourhoods most; women, children, the elderly and disabled.

Accessibility and safety are key elements. Much recent design of neighbourhoods, including footpaths and street crossings, has
not adequately addressed the needs of vulnerable people. It has largely been dominated by the mobility demands of the private car and increasing traffic volumes. A closer relationship between work, services and home is required.

Greater recognition should be given to the importance of design in the existing city.

In recent years, responsibility for the urban design task has been fragmented between the several levels of government, investors, building owners, developers and the designers of individual buildings. The resulting built form in the Central Business District and in regional centres has become the butt of widespread criticism, dismay and derision. The Pirie Street office precinct, in particular, is often singled out for criticism as an aesthetic and functional disaster, while large regional shopping centres are seen as hostile and boring places by many people.

The planning process has reduced the role of the skills of the design professions, which have become subservient to the demands of the development industry in shaping the urban environment. Investors require simple, standardised commercial buildings which can be easily let and the design task is often relegated to the provision of an acceptable facade. The way in which the building fits into the streetscape and the quality of public space get little consideration.

**FINDINGS**

**LIVABILITY**
The principles of "livability" within cities encompass not only physical design but recognise the linkages between equity, culture and the physical fabric of the city. This range of principles drawn from a number of sources, each makes an important contribution towards the measures needed in attempting design solutions creating satisfying, livable places within the city.

**SENSE OF PLACE**
There is a need for respect for the land, protection of the environment and sensitive design of buildings so that they blend with, or enhance their setting. Therefore, there should be less emphasis on individual buildings and more on the whole of the built form.

**LEGIBILITY**
City and neighbourhood design needs to be "legible". It must help people understand where they are, how the city is arranged and where to go for different places, amenities and facilities. It should be obvious from outside a building what its function is. In practice, the degree of choice offered by a place depends partly on how legible it is, how easily people can understand its layout. Landmarks and vistas are important.

**HUMAN SCALE**
It is important not to lose the human scale of the city by comprehensive development. Even in a city with multi-story buildings, a pleasant pedestrian environment can be achieved by how the street level is handled. It is necessary that growth be piecemeal, and furthermore, that the idea of piecemeal growth be specified exactly enough so that a mix of small, medium and large projects can be achieved.

**HARMONY**
There is no reason why new development should not have the same richness, individuality, intricacy and "user-friendly" qualities of older places. Harmony is the ability to "fit in" and produce attractive streets and groups of buildings even buildings of different types, sizes and ages can still be "harmonious".

**URBAN SPACES**
Well designed urban spaces evoke feelings of safety, security and containment. However, too much of the space in our recently-produced environments is simply left over after buildings are built. In cultures that have produced great cities and buildings, spaces has been valued for its positive contribution to the quality of public life. Buildings should create and shape public space.
RICHNESS AND DIVERSITY
In urban design terms, this may be achieved by using materials appropriate to each locality. For most people, in appreciation of urban space, sight is the dominant sense, but richness is not a purely visual matter. Sense of motion, smell, hearing and touch can be stimulated through design. While designers are usually mostly concerned with the permanent elements of urban places to ensure diversity and richness, we need to design to offer sensory choice.

ACCESSIBILITY
Places which are accessible to people and offer them choice have the quality of "permeability"; the number of alternative ways through an environment. New buildings often tend to be large and slab-like. They block pedestrian movement. The urban environment should be more permeable, encouraging pedestrian movement through and between buildings by the use of arcades, passages and courtyards.

ART
There is room for a lot more fun, colour, pattern, decoration and texture within urban design. These should combine to make buildings and spaces that are actually enjoyable for ordinary people to use and look at. This includes good landscaping, whether formal or informal, which has a softening, mellowing and humanising effect. Art, sculpture and painting should enliven public places. Lighting, signage and advertising need to be better incorporated into the public environment.

VARIETY AND MIX OF USE
Zone separation of uses can inhibit diversity. The most attractive places offer a variety of activities and experiences. Living, working, trading, shopping and playing all gain from being linked. Mixed uses make for lively, safe environments. The ability of a place to support a variety of uses at different times is also important.

DESIGN FOR DURABILITY
Buildings need to be "robust". Traditionally buildings in successful urban areas have had a remarkable ability to adapt over time to changed circumstances and different uses and opportunities. The materials of which they are built need to be selected for their permanence, durability, mellowing and enduring qualities as well as for ease of maintenance.

Excellence in design is more likely to be achieved by incentives, expert guidance and local initiatives than by centralized regulatory control. Aesthetic controls have successfully prevented the worst development but are rarely able to encourage the best.

Public judgements on aesthetic matters should be separated from participation in design control. The public should participate by providing views on community image which can be incorporated in design guidelines. In addition, users' views should be taken into consideration in the project evaluation process.
ACCESS AND ACTIVITY

Accessibility is the primary objective for all forms of transport. Adelaide is a highly accessible city for most people but those in outer suburbs are less well served.

Neither the private car nor conventional public transport can ensure adequate and equitable levels of accessibility in all cases. It follows that a choice of means of travel including cycling and walking is essential. This is especially true for those who do not have use of a car and cannot use conventional public transport. They include the disabled, older people, young people and those who have no convenient public transport service available.

Accessibility is also influenced by the distribution and location of goods and services.

Much of the transport infrastructure required to cater for future travel is already in place.

Funding restraints are faced by government and are likely to persist into the future. Most of the funds from traditional government sources for roads, public transport, ports and rail are likely

TRAVEL

Work, education, shopping, social and recreational trips comprise 16.6%, 8.1%, 16% and 18.1% of total week day trips. In comparing the results of two similar surveys between 1977 and 1986, the following changes were found and can be demonstrated:

- the percentage of all trips by public transport per week day declined from 7.9% to 6.8% but patronage increased by 11.3%;
- the percentage of all trips by car per week day declined from 75.2% to 73.4% but car travel increased by 27.8%;
- average week day car traffic increased by 24.9%
- average car occupancy increased from 1.32 to 1.35 persons per vehicle.

Car ownership is increasing with a proportion of households owning two or more vehicles increasing from 34.3% in 1977 to 46.8% in 1986. The proportion of households with no vehicles declined from 17% in 1977 to 12% in 1986. Not unexpectedly, single persons (many of whom are aged) and single parent households, constitute the greatest proportion of non car owning households.

More than 90% of people living in the metropolitan area are within 500 metres of a bus, tram or train service. Most passengers walk to public transport but a significant minority gain access by other modes such as car and bicycle. Trips by public transport comprise 6.8% of average week day trips, but for trips to the city, the share is about 35%. Both share and use of public transport services per capita have been steadily declining over recent years.

Total patronage on STA services for 1989/90 was 54.2m journeys, 80% of which were on buses, 16.4% on trains and 3.6% on trams. Regular, that is full paying passengers, made up 41.4% of total patronage whilst concession passengers made up the balance with children and students accounting for 36%, pensioners 16.2% and unemployed persons 4.1%.

Walking accounted for 16.4% of week day trips in 1986 and was the second most common form of travel after car and increased from 12% of trips in 1977. Both walking and cycling are obviously a form of pleasure as well as commuting. Cycling accounted for 2.7% of week day trips in 1986 which was a decrease from 3.5% in 1977. Bicycles are mainly used by younger age groups with 71% of 10-19 year olds having ridden a bicycle in the survey period in 1984.
to be applied to maintaining and improving the existing assets. Major new transport infrastructure will need new sources of funds.

One of the major challenges for the next twenty years will be to manage this infrastructure effectively and adapt it in ways so that it remains sufficiently flexible to serve the community and support the State Government's transport, social, economic, environmental and urban development policies as they evolve over time.

Travel demand is derived from the need for people and goods to move around the metropolitan area.

The need to travel is determined by the location of activities within the metropolitan area and the activities pursued by people. The level and growth of travel demand is largely determined by the level and growth of population and economic activity.

The private car will be the dominant mode of transport in the metropolitan area well into the next century.

This will occur whatever the thrust by Government because people in Adelaide value independent mobility highly. There is scope to better manage the use of the private car by managing demand through ride sharing, limiting access, rationing parking and road pricing.

There is great scope to reduce some of the adverse effects of car transport by use of smaller vehicles and less polluting fuels such as LPG, CNG and electricity.

Walking is the second most common form of travel after the car. The extent to which people walk depends on the trip length and their environment: pleasant suburban streets, “quick short cuts”, laneways, arcaded and pedestrian streets in the city and regional centres.

The major cycle users are children, who require safe conditions to go to and from school. The better those conditions, the less is the tendency to drive children to and from school with its attendant problems of local congestion, illegal parking and minor accidents. Adelaide’s flat terrain is most suitable for cycling and the parks and quiet streets offer many opportunities for routes.


Figure 2.9 Walking and Cycling.
Public transport is a social service which for many people is their only means of transport. It must meet their needs of safety, reliability and accessibility.

More than 90% of people live within 500 metres of a bus, train or tram service. For people without access to a private car, the aged, the young, the disabled and the less affluent, public transport is the only means by which they can gain access to goods and services and overcome isolation.

Public transport by bus, tram and rail also provides a useful service for journeys to work in the major centres. It thereby reduces road congestion.

Better use of the more flexible forms of public transport is required.

The many forms of transport other than the private car and conventional public transport are collectively called "paratransit". They include special needs transport (e.g. Access Cabs), demand-responsive and contract bus services (e.g. community buses), taxi cab operations, vehicle rental and shared rides (e.g. car and van pools).

These services are flexible, efficient, locally inspired, readily implemented and relatively light on the public purse. Existing community transport services are poorly co-ordinated and underutilised and could benefit from administration by an efficient transport brokerage. A 'brokerage' would arrange to give people the different kinds of transport they need to suit their circumstances.

There is an abundant supply of all-day parking in the central Adelaide which adversely affects public transport patronage.

Although parking in the Central Business District of Adelaide is essential for shopping and some businesses, the availability of plentiful, cheap all-day parking encourages people to commute by car instead of using public transport.

More than 90% of the freight and raw materials moved within the metropolitan area are carried by road vehicles.
## FINDINGS

### PROFESSIONAL TRANSPORT PROVIDERS

<table>
<thead>
<tr>
<th>Public transit (operators) services</th>
<th>WHO DOES WHAT?</th>
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<tbody>
<tr>
<td><strong>Conventional public transport service</strong></td>
<td>Operator provides/determines vehicle, driver, schedule fare and routing pattern.</td>
</tr>
<tr>
<td>• Commuter rail</td>
<td></td>
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<tr>
<td>• Metro, subway</td>
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<td>• Tramway, LRT</td>
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<td>• Trolley bus</td>
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<td>• Transit bus</td>
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<tr>
<td>• Shuttle or feeder bus</td>
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</table>

**Demand-responsive bus services**

- Dial-a-ride
- Route deviation
- Stop-to-stop (point deviation)
- Fixed route request stop

**Contract bus services (CBS)**

- By public transit operations
- By private bus transporters
  - ‘Special client’ transporters
    - Transport of handicapped

**Works buses**

**Taxicab operators**

- Shared ride services
  - Taxi-based dial-a-ride
  - Hail-stop collective taxi (free)
  - Route deviation shared taxis
  - Fixed route shared taxis
  - Terminal-based shared taxis

- Exclusive ride services
  - Conventional taxi (premium service)
  - Hire-car service (include ‘gypsy’ and ‘ghost’ taxis)
  - Limousine or chauffeur-driven car

**Vehicle rental services**

- Conventional vehicle rental (car or bus)
- ‘Instantaneous’ car rental
- Publicars

### SPONTANEOUS TRANSPORT PROVIDERS

**Shared ride services**

- **Collective ownership**
  - Van pools
  - Bus pools
  - Community bus

- **Individual vehicle ownership**
  - Car pools
  - Volunteer driver schemes (social services)
  - ‘Share-the-cost’ car, van and bus pools
  - Fleet vehicle car pools
  - Service cars
  - Organised hitchhiking

**Exclusive ride services**

- Normal fleet use (owned by companies and government)
- Normal private car use (owned by companies and government)

| Indicates service types classified as paratransit | Indicates mixed category. |

**Figure 2.12** The Spectrum of Urban Transport Services and Providers.

FINDINGS

Less stock-piling in industry, more frequent deliveries, electronically-controlled goods movement (to improve productivity and competitiveness) make the efficient and reliable distribution of goods critically important.

There is support from some members of the business community for a north-south controlled access arterial road, although studies indicate that such a facility would not significantly improve goods movement and may have the undesirable effects of encouraging greater car use with the attendant environmental impacts and increase in energy use.

Intelligent Vehicle Highway Systems, which are used in the US, UK and Europe, apply advanced technology to improve the productivity, safety and regulation of commercial vehicle operation, by using the existing arterial road infrastructure more effectively. They allow fast dispatch, efficient travel and more timely deliveries which aid the quality and competitiveness of business and industry.

The location of Adelaide Airport close to the city is a major advantage for passengers, as is its proximity to the west of the city, where most freight activities occur. The possible gains in noise reduction and residential land from relocation of Adelaide Airport to Two Wells fall well short of compensating for the construction costs and additional travel that would be involved for both passengers and freight.

The Port of Adelaide and Outer Harbor are important gateways for international trade. Access to the port by road and rail is essential, as is the availability of suitable waterfront land for future port expansion, especially at Outer Harbor.

Poor accessibility is bad for the economy; by wasting time, delaying deliveries and reducing reliability, it increases costs to industry.

The quality of the metropolitan transport system is fundamental to economic well-being despite the dramatic improvements in communication and technology. There is worsening traffic congestion on arterial roads during peak time, and emerging problems arising from high and increasing levels of intra-city and inter-city road freight traffic.

Transport is a major consumer of fossil fuels and a major contributor to greenhouse and other emissions.

Transport is depleting natural resources at a high rate and is having unwanted effects on the environment and health of the population. Energy conservation in transport systems is therefore essential to achieving energy, environmental, and health goals.

Transport needs are linked closely to the design and role of centres.

Employment and other activities are concentrated in the City of Adelaide. As the metropolitan area expands north and south, this leads to longer journeys to work for many and to increased congestion with its adverse environmental effects. By contrast the principal regional and district centres within the metropolitan area are mainly shopping centres, poorly served by cross-suburb public transport.

The City of Adelaide will continue to be the dominant centre for employment and for other major activities, regardless of changes that may occur across the metropolitan area.

There are significant advantages of grouping activities in different sized centres across the metropolitan area.
FINDINGS

TRANSPORT IS A MAJOR CONTRIBUTOR TO CO₂ EMISSIONS

30% of carbon dioxide emissions come from transport and of this 80% comes from road transport.

Of the emissions from road transport, 60% comes from private cars and 30% from road freight vehicles.

Of the emissions from private cars, 70% occurs in the Adelaide metropolitan area.

Of the emissions from road freight vehicles, 50% occurs in the Adelaide metropolitan area.

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<tr>
<th>CO₂ EMISSIONS COULD BE REDUCED BY:</th>
<th>Percent Reduction</th>
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<tr>
<td></td>
<td>100% EMISSIONS COULD BE REDUCED BY:</td>
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<tr>
<td></td>
<td>FUEL EFFICIENT DRIVING TECHNIQUES</td>
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<td></td>
<td>(15% improvement by all drivers)</td>
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<td>FUEL EFFICIENT VEHICLES</td>
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<td>(2% improvement per year, all vehicles, by 2005AD)</td>
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<td></td>
<td>FUEL CONSUMPTION RATING</td>
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<td>(1% improvement per year, all vehicles, by 2005AD)</td>
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<td></td>
<td>ALTERNATIVE MODES</td>
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<td></td>
<td>(10% reduction in car trips, Adelaide)</td>
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<td></td>
<td>FUEL EFFICIENT SPEED LIMITS</td>
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<td></td>
<td>(25% improvement, all rural trips)</td>
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<td></td>
<td>VEHICLE EMISSION STANDARDS</td>
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<td>(4% reduction, all vehicles)</td>
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<td></td>
<td>COMPRESSED NATURAL GAS (CNG) AND LIQUEFIED PETROLEUM GAS (LPG)</td>
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<td>(All vehicles convert to CNG)</td>
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<td>PUBLIC TRANSPORT</td>
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<td>(10% transfer of trips from private car to public transport, Adelaide)</td>
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<td>PRIVATE CAR</td>
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<td>(Average car occupancy increases from 1.4 to 2.0, Adelaide)</td>
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<td></td>
<td>FREIGHT MOVEMENT</td>
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<td></td>
<td>(Transfer of 10% of all rural road freight to rail)</td>
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<td></td>
<td>VEHICLE REGISTRATION FEES</td>
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<td>(1% improvement per year, all vehicles, by 2005AD)</td>
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<td></td>
<td>ROAD INFRASTRUCTURE</td>
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<td>(Undertake planned improvements)</td>
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<td>METHANOL AND ETHANOL FROM BIOMASS</td>
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<td>(All vehicles use alcohols from biomass)</td>
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<td>COMPRESSED BIOMASS</td>
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<td>(10% of all vehicles use compressed biomass)</td>
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<td>ELECTRIFIED PUBLIC TRANSPORT</td>
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<td>(Urban rail electrified)</td>
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<td>ELECTRIC VEHICLES</td>
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<td>(All vehicles electric, photo voltaic electricity)</td>
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<td>ROAD PRICING</td>
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<td>(20% reduction in car trips, Adelaide)</td>
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<td></td>
<td>PERSONAL RAPID TRANSIT (PRT) SYSTEM</td>
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<td>(80% of trips by PRT, Adelaide)</td>
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<td></td>
<td>HYDROGEN POWERED VEHICLES</td>
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<td>(All vehicles powered by solar hydrogen)</td>
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<td></td>
<td>SPATIAL AND TEMPORAL STRUCTURES</td>
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<td></td>
<td>(20% reduction in motorised trips, Adelaide)</td>
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<td></td>
<td>COMMUNICATION TECHNOLOGIES</td>
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<td></td>
<td>(25% reduction in car trips)</td>
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WITHOUT ANY OF THESE MEASURES, CONTINUATION OF PRESENT TRENDS INDICATES THAT BOTH TOTAL VEHICLE-KM AND CARBON DIOXIDE EMISSIONS FROM TRANSPORT ARE LIKELY TO INCREASE BY OVER 40% BY THE YEAR 2005.

Figure 2.13 Reduction in CO₂ Emissions from Transport.
Source: Office of Transport Policy and Planning, 1990
TRANSPORT AND CENTRES OF ACTIVITY

The strong relationship between travel patterns and location of activity has long been recognised. The current Development Plan contains policies to group activities in particular locations so that travel between centres is more efficient and the activities are more easily accessible to the population.

Those policies include the notion of a 'hierarchy' of centres, in recognition of the fact that activity in the metropolitan area takes place at a variety of different levels which range from central city functions, such as head offices of major companies to local functions, like shopping at the corner delicatessen. These policies include:

- the city centre
- neighbourhood centres
- regional centres
- local centres
- district centres

The current policies are not working to provide a wide mix of activities. In particular, regional centres are not providing a broad enough range of jobs and services. The planning controls over centres are based on restriction of land area. As retail is the most lucrative use, it has tended to dominate all other activities. The services of the centres have therefore become unbalanced.

The location of shopping has also tended to reflect economies of scale for retailers. Shops are provided in bigger groups which are further apart, with consequent local access problems.

Increases in land value have contributed to an increase in retail development in centres, but other community activities have failed to develop to any significant extent. This illustrates the limitations of zoning in ensuring that desired development actually occurs.

As most of the regional centres exist, their locations and boundaries are fixed. In some cases that means difficulties in expansion to fill their desired role.

**Figure 2.14 Employed Labour Force: Location of Place of Work, 1986.**

Source: ABS 1986 Census Data.

It may be that new regional centres will eventually be needed to the north, near Gawler, and south, near Aldinga. The options are to encourage the growth of the existing centres or constrain them in favour of greenfields sites, as was done at Noarlunga.
FINDINGS

The proposed Multi Function Polis will affect the distribution of regional centres in Adelaide, dependant on its rate of growth and relationship to Port Adelaide.

There is a growing demand for local shops and services, close at hand, but there is wide variation in access to facilities between suburbs. The proportion of residents located within 500m of a shop varies from 90% in West Torrens to 50% in Tea Tree Gully.

Rising levels of car ownership and a decline in inner area population appear to have helped cause a decline in centres within established areas. Most new small shops front arterial roads.

2.6 THE ENVIRONMENT

Biological systems and natural resources are vitally important to Adelaide’s amenity and quality of life. Threats to these should be countered by responses which overcome the threats or at least ameliorate them. Biological diversity is protected by the system of parks and reserves and should remain so.

WATER

The management of water resources, particularly water quality, is one of the most critical factors affecting Adelaide’s long term future.

Recent instances of toxic algal blooms in the lower Murray Lakes and the continuing problem of the River’s salinity levels, together with the high (by world standards) levels of pollutants entering the water catchments of the Mt Lofty Ranges illustrate this concern.

An adequate supply of water of acceptable quality, which is vital to Adelaide’s long term existence, can be secured through revised land use and management practices, water pricing and other methods.

More significant benefits may arise from a shift in perceptions about Adelaide’s potential water supply. Urban stormwater is currently regarded as a waste product, to be discharged into the sea, with adverse consequences for Adelaide’s system of aquifers and the estuarine and marine environments. Similarly, the discharge of effluent and sludge from sewage treatment works has contributed to the degradation of the marine environment in St Vincent’s Gulf, adversely affecting the economic, recreational and aesthetic potential of the Adelaide’s coastal waters.

Both could be valuable resources, which contribute to Adelaide’s supply of usable water. Changing the current perceptions and reversing the poor management practices that have contributed to the concerns about water quality may be a slow process.
Individual buildings can assist by collection and use of rainwater and use of waste water on site.

**Figure 2.16 Stormwater Drain**

**ENERGY**

Energy consumption is expected to increase substantially in the next two decades as population grows and the extent and nature of activity within the metropolitan area expands.

Growing demands will place pressure on supplies of non-renewable resources such as natural gas, coal and oil. In addition, as the use of energy entails environmental damage, higher patterns of consumption imply growing concerns about atmospheric and other forms of pollution. In particular, burning fossil fuels releases gases and solids into the atmosphere with adverse consequences, including an enhancement of the “greenhouse effect”.

Energy consumption and its environmental effects are significant urban planning issues. The government has recently adopted the “Toronto Targets” for reducing greenhouse gas emissions and these will require a wide range of actions and responses to effect. The contribution of transport is discussed in Section 2.5.

Some buildings are more energy efficient than others in construction and operation. **Energy expenditure in non-residential buildings such as offices, hospitals and schools can be reduced by up to 20% by use of more efficient building techniques.**

Most energy consumed in supporting occupants of these buildings is through air-conditioning and lighting. In a typical office building, heating and cooling, including use of fans, may account for 60% of annual energy demand, while lighting accounts for a further 30%. Demand is forecast to grow, due to increased use of automatic equipment, particularly in the office environment.

The running costs of these buildings should be taken into account at the design stage, rather than being passed on in the form of extra outgoings to be paid by tenants as at present.

Similarly, the energy efficiency of residential buildings can be improved by insulation, access to natural light and ventilation.

In the industrial sector there is potential for reducing annual energy expenditure by using micro-processors to optimise use of industrial plant. Combined generation of thermal and electrical energy (co-generation), also has potential in certain industries. **Industrial Energy audits of many industry sectors indicate that energy management can offset rising energy costs.**

Though physical characteristics of Adelaide influence the use of energy, these can only change slowly. Most of the built form of Adelaide in the year 2020 already exists in 1991, and many of the characteristics (such as the distance from homes to shops or places of employment) which entail a high degree of mobility can not be altered suddenly.
FINDINGS

THE TORONTO TARGETS
The Toronto conference of June 1988 recommended an initial goal of reducing global CO2 emissions to approximately 80% of 1988 levels by the year 2005. Ten percent of this reduction to be achieved through improvements to energy efficiency and energy conservation and 10% by improving energy supply, including fuel substitution and greater use of renewable energy sources.

In October 1990, Federal Cabinet decided to attempt to reach the targets set at the Toronto conference, provided Australia's international economic competitiveness will not be reduced. It also confined the goal to greenhouse gases combined, rather than CO2.

In November 1990, the South Australian Cabinet endorsed the following recommendations from the Minister for Environment and Planning:

1. The South Australian Government endorse as an interim target, a reduction in carbon dioxide emissions by 20% below 1988 levels by 2005;

2. The South Australian Government endorse the Commonwealth target - viz to stabilise emissions of greenhouse gases (e.g. carbon dioxide, methane and nitrous oxides) by 2000 and to reduce emissions by 20% by the year 2005;

3. The South Australian Government concur with and adopt the Commonwealth position that Australia should not proceed with the adoption of response measures which will have net adverse economic impacts nationally or on Australia's trade competitiveness, in the absence of similar action by major greenhouse gas producing countries;

4. The South Australian Government support the Commonwealth initiative for a National Greenhouse Response Strategy and will seek to participate in the process;

5. The Offices of Energy Planning and Transport Policy and Planning be asked to report to Cabinet on initiatives in the energy efficiency/energy management area that can be implemented immediately to reduce emissions using known and available energy efficient technologies and energy management techniques;

6. That the Cabinet review the appropriateness of the interim target from time to time with the first review to be completed December 1991.

POLLUTION

Waste and pollution caused by an activity must be dealt with as an integral part of its development.

The current philosophy of managing waste and controlling pollution perceives them as being separate from the activities which give rise to them. As a consequence, the producers of the waste or pollution are often able to avoid the costs of their activities; they are passed on to the general community in the form of a degraded environment. A better solution would treat the causes of waste and pollution rather than simply controlling discharges and emissions.

Similarly, land degradation is relevant to activities on the outskirts of the city and the
FINDINGS

future use of industrial land within the city. The proposed use of inner urban land for housing consolidation draws attention to the extent and nature of land degradation in the metropolitan area. To date, approximately 50 sites in Adelaide have been identified as contaminated, causing major problems with the cost of clean-up and the future use of that land.

Land use policies can play a role in reducing pollution and other environmental costs, but their contribution is likely to be modest in the short term.

NUISANCE AND HAZARD

The avoidance of nuisance from noise, dust and other sources, and of hazards caused by earthquakes, floods, fire and other natural phenomena remain significant concerns.

Almost all forms of human activity have effects which spill over on to others not directly associated with those activities. Some of these may be beneficial (you enjoy the sight of your neighbour’s beautiful garden), but others are not (the loud music they play at 3.00 am that keeps you awake).

One of the principal reasons for the use of planning and development control is to regulate the nature of these effects and the extent to which they are allowed to occur. This concern remains, particularly as it relates to some of the more significant forms of nuisance and hazard which can be encountered within an urban community.

CONSERVATION

Conservation of natural systems is sometimes seen as a rural and wilderness issue, but it is also important within the city and on its edges where important wildlife habitats exist along creeks and in areas of remnant woodland.

Climatic extremes are reduced by the canopy of trees and other vegetation in suburban streets and gardens. Fruit trees and eucalypts provide food for many species, which are much more prolific in the built up area than on managed agricultural land.

The built environment is worthy of protection. It represents a great investment of materials and energy. Its continued use is a saving of resources, compared with indiscriminate replacement. Replacement of energy-efficient stone buildings with energy-wasteful metal and glass should be avoided.

SUSTAINABILITY

Environmental concerns are often expressed in calls for “sustainable development” or an “ecologically sustainable” society. The principles of the concept of sustainability should guide the development of the metropolitan area over the next 30 years. But the concept is not a “cure-all” for resolving Adelaide’s environmental problems: it is essentially a set of criteria to influence policy and development.

“Sustainability” implies that the relationship between a society’s economic base and its environmental condition should be clearly recognised in the planning process. While concerns for the environment and concerns for economic development are often perceived as being in conflict, this is not necessarily the case. There is a substantial common ground between the two since policies which enhance the quality of our environment can, at the same time, improve productivity, efficiency and the performance of business.

Sustainability also recognises that economic and environmental conditions can affect the quality of life and health of the community. It implies that economic and environmental goals should be oriented towards the maintenance or
FINDINGS

improvement of the quality of life of the present and future generations of Adelaidians.

SUSTAINABILITY

The four fundamental tenets of sustainability are:

- An emphasis on long term and durable economic development rather than short term gain. In particular the longer run future, our bequest to our children, should be considered in assessing economic policy and directions.
- A concern that society should be fair; that issues of social justice should be addressed.
- Effective community participation is necessary; simply imposing policies or solutions on an unwilling community is misguided.
- Concern for preserving and conserving our natural resources, the value and scarcity of which is usually underestimated.

Applying the concepts of sustainability to Adelaide implies:

- Formally recognising the economy and our environment are not separable entities, and that decisions about one have implications for the other;
- Recognising the value of environmental and natural resources in assessing public well-being;
- Devising a set of criteria by which the suitability of policy and actions can be judged;
- A basis for avoiding short and long term environmental risks; and
- A framework for integrating economic and environmental decisions.

ECONOMY AND ENVIRONMENT

There is a growing concern in the community about the environmental consequences of economic activity. It is often assumed that there is a direct conflict between economic and environmental aspirations, but that is not necessarily so.

Despite their apparent differences, there are clear areas of common interest. In particular, both emphasize the need to improve the productivity and efficiency of economic activity; from an environmental perspective, as the means of minimising the use of inputs, including natural resources, and from an economic perspective, as the means of developing an economy which is competitive by world standards.

This common ground is significant in relation to the long term prospects for Adelaide, and provides a basis for reconsidering and evaluating the thrust of many government policies. It should also be recognised that much of the growth in productivity and improvements in efficiency will arise from new investment, reinforcing the importance of creating and maintaining a favourable business climate in Adelaide.

2.7 ECONOMY

Manufacturing will remain the keystone of Adelaide's economy but employment growth will largely occur in services.

The structure of Adelaide's economy has altered markedly since the last major review of planning in the early 1960s, an era in which manufacturing activity burgeoned and high rates of immigration provided the skilled labour to meet industry needs and expanded the markets for locally produced goods and services.
FINDINGS

In common with trends throughout the industrialised world, manufacturing industry's share of output and employment declined in the last 15 years, and the industries upon which Adelaide has traditionally relied, such as the car industry, white goods manufacturing, heavy engineering and basic metal production have undergone significant change in that period.

The most recent analysis of industry prospects in Adelaide anticipates a renaissance in manufacturing industry during the next 15 years, in large measure due to the direct and indirect effects of the submarine project. However, most employment growth is expected to occur in service industries.

PROSPECTS FOR SPECIFIC INDUSTRIES

The most recent analysis of South Australia's economic prospects prepared for the government by the Centre for South Australian Economic Studies suggests strong growth over the next fifteen years in machinery, appliances and equipment manufacturing (which includes the submarine and frigate projects) and in the manufacture of basic metals such as iron and steel, non-ferrous metals such as silver lead and zinc, and fabricated metal products such as structural steel and sheet metal. Other industries expected to grow strongly include mining, (other than coal and petroleum), transport and communications, wood and paper products, and recreation, personal and other services (including entertainment, sport, recreation, restaurants, hotels and accommodation).

In contrast, those industries not expected to perform well include agriculture, (other than animal husbandry) and certain areas of manufacturing such as chemicals and chemical products, textiles, clothing and footwear, and fuels and lubricants.

However, employment growth is expected to occur in service industries, including public administration and defence, community services including health, education and welfare services, and recreation and personal services.

Forecasts of demand and employment suggest that, should the demand for South Australia's manufactures falter, the impact on employment will be significant, even in the non-manufacturing sectors. Policies which focus on enhancing labour productivity, expanding export markets and encouraging new investment will help prevent that impact.

Yet it is important to understand that forecasts such as these do not imply the future is predetermined; or that the future cannot be shaped. Indeed, the very reason
for planning is in part, to make choices about future prospects and lifestyle.

For example, whilst these forecasts suggest the prospects for agriculture are less promising than for other industries at present, world demand for agricultural produce, especially refined or processed food products, is expected to grow strongly. For this reason, the government is seeking new investment and encouraging activities in this industry, and success will change the prospects implied by the forecasts.

**MARKETS**

While industry has undergone structural change, the extent and nature of competition which Adelaide-based firms confront has altered markedly. In particular, with improvements in transport and communications and changes in production processes and technologies, the scale of markets in which firms compete has grown dramatically: local markets have become national markets (e.g. beer, fruit and vegetables and more recently Australian rules football) and national markets have become international markets (e.g. cars, farm machinery, banking and finance).

This trend towards larger markets is expected to continue and, as a consequence, Adelaide companies will have to be efficient, productive and competitive by world standards, if they are to prosper in the future.

**TECHNOLOGY**

Similarly, technological change has played a fundamental role in the economic development of Adelaide, and there can be no doubt that this role will continue. The growth of the service sector is closely linked to improvements in data processing and telecommunications. Recent initiatives such as the proposed Multi Function Polis and the “transport hub” illustrate the scope for technology to expand Adelaide’s economic horizons, to provide opportunities which would not otherwise exist.

**THE TRANSPORT HUB**

Business needs a quick, efficient, secure, reliable and cost effective transport system. At present major bottlenecks occur when goods are transferred from one form of transport to another (from ship to rail, rail to truck, plane to van etc.), especially when goods are to be exported or imported. The concept of a transport hub is to overcome this bottleneck, in part through providing better transport infrastructure and in part through the use of computer based information systems to track cargo and process the associated documentation.

The hub concept will not just improve freight handling. It is expected to attract new businesses to Adelaide in industries such as warehousing, packaging and information technology.

These changes also challenge many established ideas about how people should live within the urban environment of Adelaide. For example, notions about the role of the central business district, and solutions to problems of traffic congestion during peak hours, will need to be re-examined if improvements in telecommunications are to encourage employers to locate more businesses in the suburbs, closer to where people live.

Technological change and the “new technology” will shape Adelaide’s future, but it is far less clear what the outcomes will be.

**ROLE OF GOVERNMENT**

The state’s economic welfare is of vital interest to the government, which undertakes a range of activities that contribute to the state’s prosperity. For example, the state government provides assistance to private companies to secure major Federal government contracts.
(such as the submarine project and the frigate contracts), consolidates sites and provides land for major new developments (such as the proposed Northfield development), provides infrastructure (such as upgrading of the South Road) and sometimes adopts an entrepreneurial role more commonly associated with private enterprise (as it did to secure the Grand Prix).

The government also provides significant elements of social infrastructure; the education system will be particularly important to economic prosperity, as the demands for skills and training are expected to grow.

There are other means of achieving economic goals to which the state government can contribute. For example, policies which focus on re-skilling the workforce, encouraging more women and people with disabilities into the workforce, and enhancing labour productivity and efficiency, will improve the supply of labour available to Adelaide employers and improve the distribution of wealth in the community. Similarly, policies which enable firms to be more competitive in interstate and overseas markets will stimulate demand for Adelaide based firms as effectively as expanding the local market.

However, the government has no control over such key variables affecting economic activity as interest rates, the exchange rate or the rate of inflation. Furthermore, decisions to invest, to expand or to close operations are essentially made privately by businesses.

LAND USE

Since most economic activity uses land, as the site for factories, offices and warehouses, the system of planning and development control will affect private investment decisions.

GROWTH OF SERVICE INDUSTRIES

Service industries include a range of activities such as:

- finance, property and business services such as banking, insurance, superannuation, real estate services, legal and accounting services, data processing, advertising and business consulting
- community services such as health, education, welfare, police and garbage disposal
- entertainment, sport, recreation, restaurants, hotels and accommodation, and clubs
- federal, state and local government administration, the courts and defence force personnel
- personal services such as laundry and dry cleaning, hairdressers, funeral directors, gardening and paid domestic services

These services are growing because:

- As the size of firms and markets expands, there are more opportunities to specialise in providing services, especially business services.
- Technological change has created entirely new industries especially in information processing and communications
- As our incomes grow, the community wants better health, education and welfare.

The growth of service industries may result in a greater demand for office space. Some service sector firms may prefer to locate in the suburbs rather than the City of Adelaide.
Economic development is best served by a system which is easy to understand and efficient to operate. Delays in processing applications and obtaining permission, conflicts within government departments and agencies about needs and priorities and uncertainties concerning the procedure for obtaining development permission, do not help investment.

The state’s economic development priorities have spatial implications which need to be linked to the land-use planning system. If manufacturing enterprises require large areas of serviced land to operate competitively, the land-use planning system will need to provide suitable “greenfield” sites or assist in consolidating and rejuvenating older, established manufacturing areas. Similarly, it is difficult to see how a tourism industry can prosper if there are no policies for tourism in specific areas.

It is reasonable to assume that the state’s economic development aims are best served by a planning system which is clear, simple to understand and administer.

That system must convey a high degree of certainty in the short term, while allowing flexibility in the longer term to respond to changing circumstances.

Planning should not rely on estimates or forecasts of land requirements for specific industries, purposes or uses. It is extremely difficult for the government to provide such forecasts of land requirements and their reliability and usefulness is questionable. A greater range of possible uses within suitable areas, with the opportunity for businesses to determine their precise needs, may be helpful, as is the current abundant supply of vacant industrial land.

GROWTH

From an economic perspective, it is difficult to demonstrate that net economic benefits will arise from continuing immigration to Adelaide. It may cause a stimulus to private investment, expanding the size of the local market which Adelaide business can serve and improving the skill levels in the workforce. On the other hand, it may be that immigration requires greater investment in relatively unproductive urban infrastructure, diverts attention and resources from servicing export markets, and provides a pool of low-skilled labour which encourages low technology production. As a result of these conflicting factors the net benefits of population growth are not clear.

Arguments have been put to the Review in favour of a “no growth” policy for Adelaide’s future population. These arguments are based on the notion of an ideal city size, or are aimed at reducing resource use. In practice, they concern constraint of immigration.

Since the natural rate of population increase in South Australia is tending towards zero, population growth will be directly related to immigration to Australia, which is controlled by the federal government. No government has the right to constrain movement within the country, other than to extradite criminal suspects.

In the final analysis, State population growth is not controllable by government and it cannot be used as a means to limit demand for resources. In this respect, there is little scope for active intervention.

DECENTRALISATION

Decentralisation is a policy which channels or syphons growth from Adelaide to regional centres within South Australia. It is sometimes
presented as a means of preventing Adelaide from growing beyond its existing boundaries, thereby losing the character and amenity which are a part of its appeal.

However, for a number of reasons, decentralisation is not a viable option for South Australia. The present and forecast rate of population growth is relatively low. Experience in Australia and overseas has shown that decentralisation is not successful without a substantial employment base which, in the South Australian context, is difficult to establish. The very large public expenditure for the necessary services is prohibitive, especially in the current economic climate. In any case, diversion of growth cannot be complete, so it can not halt Adelaide’s growth.

Although decentralisation is not a viable alternative to growth in Adelaide, the aspirations of South Australians who live outside Adelaide are important. The policy of regional development should be to stimulate activity which already exists in regional centres and strategic initiatives that encourage large scale investment.

2.8 PLANNING SYSTEMS

The horizon facing Adelaide in 1991 is a very different one from that of 1962 when the last comprehensive review of metropolitan planning was undertaken. Rapid change is now a central rationale for strategic planning.

In the early sixties, the emphasis was on physical planning for an expanding population with a stable economic base. In those days it was easier to be clear and precise about a desired state of affairs at the end of a planning period and to set a course accordingly.

Today, uncertainty and the prospect of rapid and unforeseeable change dominate thought. There are serious reappraisals of former notions of progress and development.

The new ideas that drive the pace and nature of change come from many sources. Most are now being generated in electronics and communications. Other fields in which rapid development of ideas can be expected and have the potential to vastly change urban life are:

- vehicle power sources and guidance systems;
- housing services, especially waste treatment;
- power generation and transmission;
- building and engineering materials, including composite plastics; and
- lifestyles, attitudes to work, wealth and sharing.

Urban planning does not respond quickly to innovations in other fields. Development lags expressed needs and attitudes, a fact that contributes to its cyclical and unstable nature.

These factors impose on the community the need to think well ahead, to anticipate and observe the developing ideas and then plan for their expected effects. The actual effects on the city will be relatively slow, as the innovation is taken up at a rate governed by economic need and availability. Hence, strategic planning, based on anticipation and monitoring of the progress of change, can equip the community to cope with it.

Urban planning must now consider the interrelationships between land use and transport, heritage and urban design, urban form, environmental and social health. This interdependence explains in part the frustrations expressed in relation to a system
which, in its design, was intended to deal with only part of the equation.

The proposed Multi Function Polis, for example, demonstrates the need for a new approach to planning which is open, responsive and flexible to accommodate innovations on a grand scale.

STRATEGIC PLANNING

Strategic planning involves a switch in emphasis from control to strategy, and from regulation to vision.

Strategic planning is an approach to the process of managing change where spatial planning elements should be integrated with other government programmes and policies. It is intended to avoid the inconsistencies which emerge when urban development policies and plans are prepared, and proceed, in isolation within different government agencies. It is also important to create a flexible, responsive and strong system. It will require a new level of government co-ordination and co-operation.

The tension between certainty and flexibility lies at the heart of the problem of strategic planning.

How can sufficient guidance in urban planning and development be provided while adapting to a dynamic environment?

There is a need to balance the required solution of existing or potential problems with a countervailing need not to hinder legitimate activities. Plan amendment should be as easy as possible, subject to proper consultation and to the views of those affected by it.

Strategic planning therefore should:

- be a central function of State government
- be responsive to community views
- accommodate diversity
- emphasize social justice
- be informative and readily accessible
- monitor effects frequently
- commit to strategies only at the time needed to obtain the desired effects
- encourage other levels of government to plan strategically
- oversee orderly and fair development of the metropolitan area
- co-ordinate metropolitan development with that of abutting areas
- provide for all legitimate economic and social activities necessary in the city
- flexibly respond to changing circumstances.

Plans for the control of private development should be derived from the strategic plan. Control of private development should:

- be devolved to the lowest level at which the decision will be applied.
- provide a clear and simple process for affected parties
- co-ordinate approvals
- provide a satisfactory method for the resolution of disputes
- provide for certainty for the community to stop poor planning decisions and ameliorate undesirable affects of activities on neighbours.

DEVELOPMENT CONTROL

INTRODUCTION

The purpose, scope and application of development control is essentially the result of political judgement over a wide spectrum of activities related to the use of land.

The current system is the historical result of the application of that judgement over a long period, during which attitudes have changed, as they can be expected to continue to do in the
FINDINGS

HISTORY OF CONTROLS
Controls on building and the use of land have been derived from the need to protect the safety and health of the public, in the first instance. Fire regulations, specifying permissible building materials, density and access were one of the earliest forms of control.

More recently, other matters such as the quality of dwellings and the amenity and aesthetic appeal of groups of buildings have become the subject of control.

In virtually all cases, new controls have been imposed in response to perceived problems. Most dealt with practical matters such as the structural integrity of buildings and the physical separation of activities which adversely affect each other.

The various purposes to which control has been applied have, generally, arisen singularly. As a result, the form of control has not always been consistent, nor has it been considered in conjunction with controls applied to other aspects of planning and building.

The dilemma that arises is the need to balance the required solution of existing or potential problems with the countervailing need not to hinder legitimate activities.

Almost by definition, arbitrary controls are the simplest to administer and the least likely to be fair in all circumstances. The conflict between certainty of legislation and flexibility to respond properly to different circumstances is evident in most aspects of planning and building control.

The situation is compounded by a consideration of who benefits from the controls and who bears the costs.

future. The current goals of the Planning Review, set out in Chapter 3, reflect the balance of priorities now held in South Australia. Today’s priorities are demonstrably different from those of the past and may well change in the future.

NEED FOR CONTROLS
Implicit in the above is the belief that there will be a continuing need for some type of control over development. That belief stems from the history of controls and the increasing complexity of the urban society.

Governments throughout the western world are finding it increasingly hard to make decisions and ensure their implementation. Greater sophistication of the population and ready access to mass media by special interest groups have enabled most decisions to be publicly examined, often controverted and generally delayed.

Hence, new methods are needed to maintain control. An example is provided by the very complex networks of informal committees and ‘task forces’ that have arisen in and between public and private sector organisations.

There is also a need for control systems to adapt to new circumstances. Some of the objectives for control are those which were set out in Section 2.8. Others have evolved or been reinforced recently, such as reduction of emissions of carbon gases and the desire for affirmative action to benefit disadvantaged community groups.

In a perfect society, policy would be determined by consensus and implemented by education.

Those mechanisms play a large part in our current system, but the distributive effects of use of resources, including land, differences of
ideas, desires and capacity of individuals and other inequities, require more direct forms of intervention.

**Hence, consensus and education are joined by encouragement, facilitation, assistance, coercion, compulsion and punishment.** All of these mechanisms are used in the current control system, in widely differing ways under the 107 Acts that affect development and, often, they differ in the various parts of those Acts.

Government actions, particularly the stronger forms, need legislative authorisation.
**FINDINGS**

**LEGISLATION WHICH DIRECTLY OR INDIRECTLY AFFECTS PLANNING OR DEVELOPMENT**

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CURRENT CONTROLS

The current system of development control is fragmented and tedious.

Many Acts of Parliament affect both the activities of people and, often as a by-product, the development of land. Examining the separate application of these Acts to a single development proposal is time consuming.

This analysis of the current situation emphasizes the more commonly used Acts of Parliament which control planning, building and development of land. The most important of these are the Building Act, Planning Act, City of Adelaide Development Control Act and Real Property Act.

The Building Act applies to all building work and is concerned with structural integrity of the building, its safety and its suitability for the intended use.

The Planning Act controls the ‘development’ of land, which includes a change of use of the land, the erection, alteration or demolition of a building on the land, the division of land and earthworks. It deals principally with the effect of buildings on their environment and seeks to avoid incompatibility between neighbouring uses of land.

The City of Adelaide Development Control Act parallels the functions of the Planning Act in the City of Adelaide.

The Real Property Act is concerned principally with the recording of title to land, but includes conditions under which land may be divided, including requirements for physical development to suit it for a new use.

There is a second set of Acts that directly impinge upon development of land. They include enabling Acts for services provided by Government, such as those of the Engineering & Water Supply Department and the Department of Road Transport, and environmental and heritage protection Acts which are the responsibility of the Department of Environment & Planning and, usually, have a formal link with the Planning Act. These Acts include the Heritage Act, Aboriginal Heritage Act, Noise Control Act, the Clean Air Act and the Water Resources Act.

The third category contains Acts which have a peripheral influence on most development, but which are relevant to specific kinds of development. They include the Liquor Licensing Act, the Dog Control Act and others which license specific uses of land.

The cumulative application of various Acts is such that it has been estimated that the construction and use of a delicatessen requires something like 18 separate approvals and licences.

The time of application of these Acts varies from the inception of the idea through an ongoing involvement with the operation of the business. Different Acts control matters ranging from the legality of the use on that site to the cleanliness of the floor in the kitchen.

A similar range of legislation, although different in its specific concern, applies to practically every form of urban development. There are controls on the use of chemicals, on the characteristics of advertisements and on the type of vehicles which might be used in conjunction with the development.

The criteria by which a development will be judged are as diverse as the legislation itself. An extreme example is provided by the Aboriginal Heritage Act, which regulates development against criteria which may be
unknown or, indeed, non-existent at the time of the application. At the other end of the spectrum, a very wide range of construction details controlled under the Building Act are set down in minute detail in the Australian Standards.

The procedures for application and assessment under these Acts vary almost as widely. Some require clear approval, beyond a time limit for appeal, before construction or activity can begin. Others, like the strata title provisions of the Strata Titles Act, require construction to be complete before they can be considered.

Approval for practically any activity requires a number of consents of different agencies, at different stages of the process, using different procedures and enforced in different ways. Many of the requirements are obscure and largely unknown to potential applicants. In the circumstances, it is not surprising that there is a degree of confusion and frustration with the process that results.

ROLE OF GOVERNMENT

As a result of the Australian Federal system, most of the regulatory powers for building and development control are the province of the State Governments, as are most planning powers that have an effect on metropolitan development.

Conversely, powers arising from the ability to collect taxes and distribute government finance are predominantly held by the Federal Government.

Local Government has no constitutional recognition and is a creature of State legislation.

A small number of agencies, as well as providing many of the services to Adelaide, are substantial employers and users of land. Therefore, their policies on such matters as location of offices have a major bearing on the planning of the city. Their response to the development control system forms a significant part of the boundaries of that system.

THE POSITION OF THE CROWN

The reform of various control systems raises the issue of the extent to which State and Commonwealth governments should be bound by the relevant controls, as compared to being subject to different, or no, controls.

There is no doubt that a government must not be unduly fettered when taking action for the public benefit. Mechanisms must be in place to allow action to be taken in appropriate cases. However, a special position is less justifiable when the Crown is undertaking commercial or entrepreneurial activities.

The ability of the States to legislate with respect to the Commonwealth remains contentious. The Commonwealth does not operate in a "vacuum" and may be subject to the operation of State laws. Furthermore, the Commonwealth has made itself amenable to the operation of certain State laws by virtue of the provisions of the Judiciary Act. This situation has prompted the High Court to note that it is entirely "just" that the Commonwealth acquire no special privilege "except where it is not possible to give it the same rights and subject it to the same liabilities as an ordinary subject".

There is good reason to apply the controls on development to the Commonwealth Crown to the same extent as they are imposed on the State Crown. This course of action would not apply to the Commonwealth Crown where it was performing a function "peculiar to government". Additionally, such a general rule would always be subject to exceptions.
**FINDINGS**

**RATIONALISATION BETWEEN LEVELS OF GOVERNMENT**

The planning system depends on the degree to which each level of government can control, regulate or prohibit development.

Overlap or duplication between governments should be avoided. Present initiatives for microeconomic reforms should address this issue. The State should avoid, so far as is reasonable, creating controls where Commonwealth action has achieved a similar outcome.

In relation to local government, the powers of local councils are vested by statute. The Local Government Act empowers local councils to make by-laws in relation to specified matters. (For example, a council may regulate, control or prohibit structures, licence restaurants, boarding houses, newsvendors, bazaars or markets, and control the foreshore, and landing stages). The relevant provisions need to be revised and local councils should undertake a comprehensive review of their by-laws to remove unjustifiable controls.

Equally, the current review of the relationship between local government and State government should lead to a review of the role of local government in imposing or administering controls. Local government can provide a smaller and more responsive organisation than any other level of government. It can involve a large number of local people in matters of local concern.

**CITY OF ADELAIDE**

Planning and development control in the City of Adelaide is carried out under the City of Adelaide Development Control Act. It is similar in its structure to the Planning Act and interacts in a similar way with the majority of the other Acts controlling development which apply to the City.

There are, however, some significant differences. The most important of these is that the City of Adelaide Development Commission, the higher planning authority, is a joint commission of City and State nominees, in contrast to the South Australian Planning Commission which is a purely State body.

The separate system was set up at a time when the general state system was judged to be inadequate to control the major development of the city centre. The City system was envisaged as a prototype for a new state system.

While the role of the City of Adelaide Development Plan is analogous to the Development Plan under the Planning Act, its scope is broader and more descriptive of desirable outcomes of development than is common in the Development Plan.

As a result, it is more complex to administer and provides more scope for decisions to be based on subjective assessments. In general, that is seen as an advantage as it gives the planning authority more direct control over the character and form of development.

Third-party appeals are not a feature of the City control system. As a result, third party action tends to be carried out on a political level.

The multi-layered zoning scheme, which forms the policy backbone of development control, was supplemented by a series of Action Plans, which proposed Council actions in support of the Plan. Where these have been implemented, they have been an important policy tool and seem to have a psychological effect on potential developers that outweigh their immediate physical benefit. This desirable feature could be transposed simply to the Development Plan as "proposals" but, with few exceptions, State and Local Governments have been reluctant to do so.
FINDINGS

The fact that the City Development Plan is devised separately from that for the remainder of the State has been criticised as the manifestation of a separatist attitude. For example, City car-parking and office employment policies do not fit well with those of the State or other local government.

Some aspects of the advanced policy framework for the city would serve as a useful model for other parts of the State. Instead of maintaining two separate systems with few real differences in future it would be sensible to adopt a single system which incorporates the best features of both existing systems.

MAJOR PROJECTS

For some time, the management of major projects has been spread across a number of agencies. Generally, this has involved projects which are not part of existing planned programmes or projects of a complex nature involving either extensive Government land resources or facilities or requiring a multiplicity of approvals.

The establishment of the Special Projects Unit to facilitate specific projects and then the Major Projects Steering Committee for co-ordination of a wider range of projects were attempts to better draw together the need for issue based management and facilitation. More recently the State Development Executive, with greatly expanded terms of reference in relation to development in general, has been given the responsibility for overall co-ordination of major initiatives.

These initiatives have increased the capacity of Government to respond and provide effective leadership to major projects but a number of factors remain that reduce the overall efficiency of the process. Generally these deficiencies reflect the lack of an overall strategic framework under which innovative projects can be assessed, and shortcomings of the introduction of the established development system.

Major development projects can be Government-sponsored or private. In the case of private sector projects, it is clearly in the Government's best interests to have one point of contact to help desirable development and to negotiate with proponents from a position of strength, having regard to all Government interests across the relevant agencies.

In the case of Government-sponsored property projects, there can be increased potential to enhance the return or asset value of surplus or under-utilised property assets. A more vigorous commercial and entrepreneurial approach is needed to the management of Government development.

The statutory system does not give guidance to projects not envisaged within the confines of the development plan. Of more recent times, major projects from both the private and public sectors involve increasingly more complex issues and integration of wider portfolio interests. Initiation of such projects comes from many sources, but often from reaction to dynamic community and market trends, well ahead of the development control system. The failings of the current system to cope with this situation are an increasing problem.

No agency of Government has the responsibility to encourage or take a pro-active role in shaping new and major projects, although a range of agencies are involved from a narrow portfolio interest in recognising opportunities. For instance, Tourism SA, Industry Trade and Technology, Marine and Harbors, Mines and Energy and Lands are all involved in programmes that tend to encourage a range of major projects. On the other hand,
agencies such as Environment and Planning, Treasury and infrastructure agencies have both an assessment and controlling role, with elements that also seek new initiatives.

The major development control structure, based on the development plan, does not take account of the broad strategic directions of these agencies.

The result is a lack of a strategic approach within Government to innovative development and a resulting confusion for the private sector in trying to identify what is desired and how best to introduce proposals. This is sometimes used as a means to create false enthusiasm and momentum for marginal projects by taking advantage of the divided interests within Government.

PARTICIPATION

The opportunity for direct participation of the public in decision making processes is a common feature of recent legislation. Within the fields of planning and development, it is enshrined in the Planning Act. Participation occurs in both settlement of policy and assessment of development proposals, in both the normal procedures and the case of environmental impact assessments. Public participation features in the assessment of items for heritage purposes under both the Heritage Act and the Aboriginal Heritage Act.

It is also a feature of several of the Acts that provide for the licensing of particular activities on land.

The quick and widespread communications afforded through the electronic media, coupled with the rise of special interest groups in the community, has led to the formation of strong and effective lobbies for all sorts of causes.

Decision makers are faced with the need to balance these interests, which are often in competition with each other. There is, therefore, a need to hear them and to deal with their concerns in an orderly manner.

At the same time, the groups themselves are not likely to be satisfied with a mere hearing. Increasingly, they require responses to their submissions and an active role in the decision making process. Therefore, there is a need for a mechanism for dialogue that is acceptable to the public.

In the circumstances, decision makers have no choice as to whether they will hear and respond to those groups and individuals in the community.

Widespread use of an informal political forum demands a great deal of time and, as a method of influencing decisions, is antagonistic in nature and diffusive of effort.

For those reasons, formalised direct channels for the hearing of interested parties improve the lot of decision makers as well as that of those who wish to be heard.

As with all compromises, however, those advantages are not gained without costs. For all participation requires time, resulting in delays in the assessment of policy or projects.

Particularly in the case of proposals for development, those delays add cost to the project in its sensitive formative stages. A common complaint of developers is that public participation in the process can increase forward costs to an extent that may jeopardise the project.

There must also be a method for eliminating, as far as possible, representations that are made for ulterior motives and thus subvert the purpose of the control.
The question is: to what extent should the system provide for recognition of the wishes of individuals in the community at the expense of efficiency in processing of development applications?

The Planning Act provides for the most extensive third party participation of any of the Acts regulating development.

It invites representations on applications for consent which must be advertised. It provides for third party appeals, including the right for further appeal to higher courts. The right of third party appeal also exists against "prohibited" kinds of development, in circumstances where the applicant has no right of appeal. It also provides for public exhibition of Environmental Impact Statements and for submissions on them by third parties to be taken into account.

None of these procedures are without limit. Representations on development applications are restricted in a wide range of circumstances, set out in Development Control Regulation 38.

The public input to draft planning policy is very broad. In this case, the process is purely consultative; there are no rights of appeal for people whose views have been overridden.

To some degree, the Joint Committee on Subordinate Legislation, which has the power to disallow changes to the Development Plan, has been used as a de facto appeal process by people dissatisfied with the provisions of Supplementary Development Plans. This process was not foreseen in the drafting of the legislation.

In each of these cases, a balance must be set between the recognition of individual wishes and the efficiency of the system.

PLANS

Nature

The nature of plans is defined according to their characteristics and intended application. Plans can be firm or vague, descriptive or indicative, flexible or certain. They might be comprehensive or specific, according to the number of variables which they address.

As plans become more complex, the number of ways in which those variables might be controlled increase and the possible combinations of characteristics increase.

Some plans are designed to be implemented to the letter, while others are intended as a general guide to broad strategies.

In the field of urban development, there has been a wide range of types of plans used, covering almost the whole spectrum of possibilities. However, giving effect to policy contained in plans is usually achieved through legislative means, forcing a degree of prescription in the operative plan.

Origin

In South Australia, the 1967 Planning and Development Act provided for plans at two levels.

The Development Plans applied to a particular "Planning Area", which was a region of the State. They were descriptive and general in nature, setting out broad economic and social futures for the area, which were supplemented by a, generally, fairly detailed physical plan, allocating land for various broad purposes. The particular characteristics of those areas were themselves described in a generalised way.

The Development Plans were not intended to be statutory documents. The Planning and
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Development Act controlled the use of land. The statutory reference for the policy to be applied in that control was the “Planning Regulations - Zoning”. They were derived from the physical plans in the Development Plan, but were more specific, finer in their detail and couched in prescriptive terms which might, for example, permit or prohibit particular use of land in the zones they created. They were commonly referred to as “Zoning Regulations”.

Hence, the Planning and Development Act used two kinds of plans with quite different characteristics, that were reflected in the style and presentation of each. The Development Plans were discursive and lavishly illustrated. The Zoning Regulations were clipped, legalistic, specific and based on tables and groups of land uses.

Later in the life of the Act, the spare content of the Zoning Regulations was found to be inadequate as a guide for authorities making decisions on applications requiring their consent. Hence, the Development Plans were adopted as a reference, a role for which they were neither designed nor suited.

Other legislation has given rise to other plans. For example, the need to protect watersheds in the Mt Lofty Ranges produced statutory plans under the Waterworks Act to that effect.

Current

The 1982 Planning Act, which superseded the Planning and Development Act discussed above, instituted a different role for the Development Plan, which was recast in a different form.

Despite its name, the Planning Act is concerned almost exclusively with development control. With the single exception of outdoor advertisements, it does not control the use of land, but only a change in that use or other development, such as the erection or alteration of buildings. Following the recommendations of Stuart Hart’s “Report on the Inquiry into the Control of Private Development”, the Planning Act constituted a single Development Plan for the whole of the State. That Development Plan is the repository for all policy relating to the control of development and was, in the first instance, a document approved by both Houses of Parliament at the commencement of the Act.

It was intended that there should be no change of planning policy at the inception of the new Act and, on that rationale, the new Development Plan was assembled from the pre-existing policy material, the Planning Area Development Plans and the various sets of Planning Regulations. At the time of the change, many Councils had already instigated major revisions of the Development Plans as they affected their areas. Those revisions had been prompted by the poor performance of the old Planning Area Development Plans in development control.

Unfortunately, the old Development Plans and Regulations were, in many areas and many ways, incompatible. A by-product of their incorporation into a new document with statutory effect was that the conflicts between them caused the new Development Plan to be self-contradictory in many areas. For example, there are parts of an area zoned Industrial on one map and Residential on another. There was no testing of the new Plan in its intended role.

In consequence, Councils and the Minister have ever since then been exercising their ability to amend the Plan.

Plan amendments are achieved through a Supplementary Development Plan, the preparation of which entails a lengthy process of consultation and public notification,
acceptance by the Minister and a review of its contents by the Parliamentary Joint Committee on Subordinate Legislation.

It is not unusual for a Supplementary Development Plan to take four years for authorisation from the time of its commencement. The process is as tedious as it is lengthy and has often been marked by acrimonious debate over details of the Plan between the Council which originated the Supplementary Development Plan and the advisers to the Minister, who must approve it before authorisation.

The Planning Act assumes that the planning had been carried out before it came into operation. It does not charge any agency with the development of planning policy, although both the Planning Commission and the Advisory Committee on Planning can advise the Minister and, in practice, it is the task of the Department of Environment and Planning. It is clear, through the incorporation of the Supplementary Development Plan process in the Act, that the Minister and the Councils have the right to revise planning policy.

The Development Plan is not a good vehicle for the expression of strategic planning policy. In its development control function, it must be read as a whole. Therefore, if a detailed policy on, say, types of housing in a zone, conflicts with the general strategic policy on the affordability of housing, the Plan becomes difficult to interpret.

These difficulties might be overcome, in a situation where a comprehensive Strategic Plan exists, if the strategic components of the Development Plan were removed from it (at each administrative level) and added to the Strategic Plan.

Hence, the Statutory Plan could be designed to contain only settled policy, to the exclusion of broad generalisations of good ideas to be pursued, and reflect the particular balance between those policies in the areas to which it applied.

There would be no need to remove the parts of the plan that give flavour to character statements or describe the status quo or some desired result, as long as they were clearly identified as such. The parts to be so identified are those which could duplicate, contradict or open to argument the settled policy of the plan.

The City of Adelaide has achieved this distinction to some degree, with a satisfactory practical success. Slightly more rigour and a close attention to the relative weight of particular policies would help in its refinement.

Scope

Plans used to control development have traditionally been concerned with the allocation of land to particular uses and have controlled the separation of uses which are likely to be incompatible with each other. More recently, such plans have sought to stage development, to avoid structural inefficiencies inherent in a scattered, ad hoc pattern of development, and have sought to distinguish areas (which might be of like purpose) by their character, built form and other characteristics.

All of these functions are essentially reactive; the motivating force for development is left to market response to the demand for the finished product. Hence, the pattern of development might vary widely from a number of alternatives that are possible within the confines of the plan.

Section 2.8 sets out the restrictions on Government power to initiate, encourage and control private development. Within the scope
of those powers, there is room for development plans to be proactive; to guide and encourage private, as well as public, investment in land development.

For example, the City of Adelaide Development Plan contains details of specific actions that the Council intends to undertake to encourage certain kinds of development in particular precincts. Many of these have been directed at conversion of run-down commercial areas for residential use and are credited with a large proportion of the success of that programme.

Another manifestation is the description of "desired future character" which has been successful in setting a psychological climate for the quality of development in many areas.

A more positive result can be obtained from the control of Government land servicing authorities programmes, so that necessary services for development are directed into those places which Government wishes to develop and withheld from those which it does not.

To be effective, such measures demand a high degree of co-ordination between the agencies and a commitment to the development plan. The advantages to be gained are obvious, but the costs may include inefficiency due to planning rigidity and a lack of response to market requirements.

Quality

Good plans are better than bad plans and bad plans can be worse than none at all. The required qualities of plans vary according to their role, particularly whether or not they have statutory effect or are intended to be used as guidance for reference. Quality can be assessed according to a number of criteria, which includes:

- vision;
- lucidity;
- ease of amendment;
- flexibility;
- certainty;
- the degree of prescription and uniformity, compared with progress and local sensitivity;
- acceptability: their "ownership" and legal status;
- their organisation: the degree of complexity, how they are divided and how they relate to each other;
- the method of recording: their authorisation, amendment and dissemination;
- the media used for recording; and
- practicability.

Vision is a quality of the content of the plan and is used here to describe the inspiration and common sense of the plan, combined with the far-sightedness of its authors.

Lucidity is a practical quality essential to all plans. Unfortunately, it is rare in the Development Plan and in agencies' staging plans and regulatory controls under the multitude of Acts controlling development. The structure of much current legislation contributes to this problem, resulting in the user of the plan having to begin at the back of the documents, in schedules, tables and exempting regulations, to discover the effect of the legislation.

The desirability of ease of amendment varies according to the role of the plan. In many cases, where plans intervene between the interest of competing parties, it is proper that amendments should be possible only after extensive consultation and the application of checks and balances. On the other hand, there are instances of unnecessary bureaucratic hurdles to amendment, which impede sensible responses to changing circumstances.
The desire for flexibility in the application of settled policy is universal, and always counterbalanced by calls for certainty. In general, many individuals' position is that there is a need for flexibility to carry out their own projects and certainty that their neighbours' projects will not disadvantage them. It is a dilemma that has haunted regulatory agencies since they began and will probably continue to do so.

Prescription and uniformity represent the settlement of policy and its widespread agreement. They stand in opposition to flexibility of response to innovative proposals, the progressive and partial incorporation of new policy and sensitivity to local differences. Again, the debate over the correct balance between prescription and uniformity and flexibility and diversity is a continuing one. In general, arbitrary rules are easiest to understand and administer, but they tend to preclude original thought and negotiation. In this context, it is significant that the Building Act is moving away from prescriptive codes to a performance based code, with which proposals conforming with the arbitrary rules are deemed to comply. That approach may incorporate the best of both worlds.

Unless enforcement of plans is to be onerous, they need to be widely accepted by the community they serve. That means that the provisions of the plan must have wide currency with those who are governed by them as well as those who they are designed to protect. That philosophical acceptability needs to be reinforced by the clearest possible legal standing of the provisions. An unproductive debate has raged over the legal status of the Development Plan, which has been decided to be part law and part not. Earlier in this report it is argued that the best path to widespread acceptance of plans is through participation of all interested parties in their formulation.

Organisation of plans is important for their ease of use. As plans need to be read as a whole, to fully understand their effect on a complex range of issues, it should be instantly obvious to the reader how the various parts of those plans interact and, where appropriate, take precedence over each.

In a statutory document as complex as the Development Plan, there is a need for instructions on this matter. Although it makes for extra work, the only logical manner of ranking is for particular solutions, which might be confined to a small area, to take precedence over the general "broad brush" provisions that apply throughout. If the converse is true, there would be no logical role for the particular provisions and the degree of uniformity would be high, simply by virtue of the organisation of the plan.

Many plans exhibit an unnecessary complexity. Often, provisions are repeated or paraphrased slightly for different areas, often overlapping. Repetition and unnecessary conflict reduce the effectiveness of the plan by allowing those who would rather not be bound by it to take advantage of the inconsistencies.

Compared with the need for internal consistency, as the plans apply to a particular matter, the need for uniformity of the provisions of plans over a wide area is a minor consideration.

The relationship of plans to each other must be considered where the areas to which they refer abut, as well as where they affect the same proposal. Neither of these conditions has always been achieved by the current system of assessment of development plan amendments or in the interface between plans relating to such things as fire safety and heritage requirements.

Few individuals have the means to discover what amendments are being prepared, have been authorised or will be disseminated, that
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affect their interest. A solution to this widespread problem may lie in the use of a comprehensive computer-based registry of applicable legislation, regulations and plans. The acceptability of such a system will depend on provision of a tamper-proof data base and a quick and flexible method of interrogation.

The current system of multiple hard copy based on gazettes has demonstrated itself to be inadequate to cope with the rapid amendment of plans over the last ten years. It is, to a large degree, responsible for delay in authorisation of plans and has given rise to sub-optimal solutions for the structure of plans, simply to avoid the paper shuffling.

The acid test for any plan is its practicability; whether it achieves the desired result in practice and is easy to apply. Current plans vary widely in this respect and, sadly, their practicability is not always commensurate with their importance.

APPLICATION OF PLANS

The application of any plan is governed directly by the scope of the legislation which enables it or the comprehensiveness of the planning scheme which gave rise to it.

In the first case, the section of the community which is to be bound by the plan is usually clearly stated in the legislation. There is a need for equal clarity of application in the second case.

For example, co-ordination plans of Government may be accepted to varying degrees by its operating agencies. The degree of acceptance may be voluntary or established only through a political process. In such cases, the application of the plans might well be a mystery to parties outside the informal system that has been established. In turn, this can give rise to unproductive debate over the application of the plans and the degree to which the affected parties are bound by them.

The matter of co-ordination and application of plans between levels of government is well established between State and Local Government, insofar as the Planning Act applies. It is not so for most government agency programmes which operate under a series of budgetary processes. The section on ‘Strategic Planning’ addresses this topic.

There is also room for improvement in the degree to which Federal Government agencies are bound by state and local plans, especially those commercial enterprises which are often significant land owners.

There is a clear case for those agencies to be bound. However, the situation is complicated by intergovernment relations.

AMENDMENT

Plan amendment should be as easy as possible, subject to due weight being given to the views of those affected by it and proper consultation being achieved. Time spent properly on these methods of achieving acceptance is time well spent, but time taken in processing inertia is wasted.

Criticisms of the current system revolve around the latter, to the extent that many plans are out of date at their authorisation. Specific improvements to this situation are now in train.

One of the advantages of strategic plans without statutory effect is that they can be responsive to changing circumstances. They must be approved by the responsible body but that can be done on a political level and it will not have an immediate effect on the fortunes of people subject to the law.

Safeguards need to be incorporated in the process to stop it being used, in conjunction
with major projects assessment procedures, to simply override the normal planning system. They would be simple to devise and probably very similar to the existing Planning Act provisions.

**PROCESS**

*Much of the criticism of the current development control process has been directed at the time and cost required to comply with the procedures under the various controlling legislation*, coupled with the difficulty for the intending developer to learn and comprehend the many tasks involved.

On all sides, the objectives for reform are to reduce those costs, improve the communication, simplify and streamline the process.

*Much can be accomplished towards these objectives by procedural changes*, some of which might come about by exchange of information between controlling authorities and an improvement in the way in which they relate to each other and their customers. The relative roles of Governments might be rationalised and links could be forged between agencies charged with administering different Acts.

Other improvements to this process may depend upon legislative or regulatory change; these are discussed in subsequent chapters.

**USER NEEDS**

*Procedures should be rationalised according to the needs of users.*

Under the current system, the first contact a potential developer has with the system is over the front counter of the local Council, either at the time of lodging an application or when seeking advice. The Council Officers might be expected to know of the existence of legislation linked to the Planning Act and Building Act, which might affect the applicant's proposal, but there is no formal link between those matters and the remainder of the legislation set out earlier. Hence, it might be reasonably expected that an applicant will receive incomplete information on the required approvals or, perhaps, be confused by the number and range of tasks expected of him.

Compliance with all the requirements might involve applications to ten or more bodies at different locations, providing the same or closely related information to each and the arranging for permits, inspections and certificates.

*The ideal, from the applicant’s point of view, is a single application covering all of the legislative requirements.*

Bearing in mind that up to three levels of Government may be involved, that ideal might not be realisable. Furthermore, it may not be the applicant's choice to prepare all the necessary documentation for a proposed development before receiving some assurance in a broad sense that the project will be acceptable.

The current system enables an applicant to apply for and receive planning consent before producing expensive and detailed building and structural designs. It is conceivable that conditions placed on planning consent would require modifications to the building which, already designed, would result in wasteful duplication of efforts. A practical alternative to a single application would be a combined system in which, at the applicant’s discretion, partial consents could be sought and given.

Regardless of the degree of integration of the control system or the degree of flexibility built into its implementation, there are many ways in...
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which procedures might be rationalised to achieve commonality of approach between the different control systems. Most of these would require legislative reform.

Another fruitful avenue for reform is in commonality of procedures between the various agencies. There are a number of administrative procedures which are not set out in the legislation and have been established by practice. Not surprisingly in the face of the number of authorities, some substantial differences have arisen.

The results for the user of the system vary correspondingly, and there is scope for rationalisation, using the more satisfactory procedures as a model.

FLEXIBILITY

The utility of a system which enables the applicant to control the rate and timing of procedures under various parts of the control system was recognised above. The control system should provide maximum practicable responsiveness to the needs of its users. Accordingly, the process should be capable of being driven by the applicant as far as is compatible with efficient management of the control agencies.

ALTERNATIVE PROCEDURES

Most of the Acts controlling one aspect of development have a single procedure for their application. The Planning Act does not.

For general development control, the Planning Act has three distinct sets of procedures, triggered by the classification of the particular kind of development by the Development Plan.

- If a development is "permitted", it may be carried out without the need for planning consent or, indeed, the need for an application under the Act.

- If development requires consent, the procedures involve consideration by the relevant planning authority and, unless exempted, public notification. They might also require consultation with various other agencies.

- If a development is "prohibited" by the Development Plan, it may still be applied for. The planning authority may decline to proceed with application or, if it does wish to proceed, it requires the concurrence of another planning authority (the next highest in the chain). Additional information is required of the applicant and the normal right of appeal is removed.

- If the development is judged to be of major social, environmental or economic importance, alternative procedures requiring the preparation of an Environmental Impact Statement come into place.

- If the Governor so declares, the development might require the consent of the Governor, rather than the normal planning authorities. That case also requires the preparation of an Environmental Impact Statement. No appeal lies against the decision of the Governor.

Other procedural changes arise when the development involves an item or area of State Heritage or where, by schedule to the regulations, the planning authority has changed.

Further variations arise when, for example, the development might be "permitted" subject to certificates being granted by the planning authority with a respect to certain matters, such as car parking, or if the development is to be undertaken by a prescribed agency of the Crown or action is to be taken with respect to an outdoor advertisement pursuant to Section 55 of the Act.
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Hence, it will be seen that the Planning Act has a wide range of procedures that vary according to the proponent, kind, scale, effect and standing in the Development Plan of the proposal. This wide range of procedures imparts a flexibility in its application that is lacking in many regulatory Acts. However, as a result of the complexity of the process of deciding which procedure is appropriate, it causes confusion and often argument between the parties. The situation is complicated further by its relationship with the Building Act, Real Property Act, Heritage Act, Aboriginal Heritage Act, Clean Air Act and Noise Control Act, all of which modify or are modified by the provisions of the Planning Act.

Justification for the number and complex interrelationships between these different kinds of procedures is sometimes hard to find. An objective for the legislative and procedural reform discussed later in this report is to simplify both the numbers of procedures and the methods by which the appropriate ones are brought in to play.

GOVERNMENT ROLES

The current roles of the three levels of Government were addressed earlier. There is evidence of overlap and duplication in many functions, of which current Federal Government interest in local procedural issues is evidence.

Changes in the relationships between Government are complex and many factors reinforce that complexity; not least being the taxation collection and distribution system.

However, rationalisation is necessary to achieve what are now termed “micro economic reforms”. Objectives suggested for the changes are:

- decisions should be taken at lowest sensible level;
- the policy supervision role is one of higher levels of Government; and
- there should be a minimum number of levels of Government

In this context, it is noteworthy that most of the procedural inefficiencies and poor fit of policies and programmes occur between Government agencies which are responsible to different political masters.

Suggestions of adding an effective fourth tier of government by using regional structures for planning and development control need to be treated with caution. Any new structures contemplated should not undermine the rational separation of policy and central responsibilities in the system and should not create further administrative duplication.

ENVIRONMENTAL IMPACT ASSESSMENT

The main streams of assessment prior to decisions of planning consent have been described earlier.

With respect to major projects, the current alternatives are:

- decision by the relevant planning authority (Council or Commission), informed by details requested of the proponent and supplied by third party representers;
- decision by the relevant planning authority, informed by Environmental Impact Statement (EIS) and public submissions on it,
- decision by the Governor, informed by EIS and public submissions.
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There are limited criteria for the decision as to which procedure is followed in a particular case, a fact which has caused dissent between proponents, planning authorities and the Government.

A White Paper and a draft Bill to amend the Planning Act were released for comment in 1989. It proposed an additional tier of assessment procedure by the introduction of a Public Environmental Report (PER) which is a kind of less formal EIS. The process would fit between the first and second procedures outlined above.

The PER procedures would have introduced the South Australian Planning Commission as a (potentially) third level of planning authority in the procedures hierarchy.

It is noted elsewhere in this paper that the procedural paths under the Planning Act are complex and the triggers for them diffuse and unpredictable. The PER proposal seems to complicate that situation, without answering the criticisms of uncertainty and potential for delay and capriciousness levelled at the existing system.

LEGISLATION

The current situation

The need to obtain a number of approvals for a particular development means that development may, at any stage of the approval process, be unduly delayed.

There is little to encourage or facilitate coordination between the various controlling authorities. Most legislative measures only address one particular aspect of a development. A controlling authority can usually act without the need to consult with other relevant authorities.

Examination of the relevant Acts shows that the legislative and regulatory provisions are often complex. This is especially the case with legislation that has been in existence for several years.

There is a variety of forms and procedures that a potential developer must use and follow. Each form or procedure would normally require the expenditure of time and money.

The procedures are often complex and require considerable amounts of time to complete.

The Acts often fail to allow for prescribed classes of exemption, that would enable development that need not be controlled (due to its size or nature, or to any other relevant factor), to proceed without formal approval.

Many Acts make no provision for rights of review or appeal. In some cases a person whose application is rejected by two or more controlling authorities would be required to pursue review or appeal rights in different courts or tribunals.

Reasons for the current situation

It is obvious that the existing controls have been developed on a piecemeal basis and in response to separate and distinct initiatives over a number of years. Duplication and lack of coordination even occur in relation to particular industries.

Government departments and agencies have tended to expand their operations and, to an extent, intrude on new fields of control. Overlaps and inconsistencies have tended to be overlooked.

There has been a tendency (especially in the 1970s and 1980s) to introduce government control and regulation as the mechanism to
implement government policy. This situation is being gradually changed as microeconomic and deregulatory policies are introduced.

A clear policy designed to ensure the implementation of an integrated and coherent set of controls is needed. The problem is exacerbated by the fact that few would comprehend the degree to which controls have proliferated.

OTHER ACTS

Those Acts which have an important effect on some forms of development are briefly addressed in the remainder of this section.

Waterworks Act

Regulations pursuant to the Waterworks Act currently control land use within water shed zones. That control is inappropriate as it duplicates the development control provisions and appeal rights within the Planning Act. There are no rights to appeal from the land use controls within the Waterworks Act. The restrictive land use controls of the Waterworks Act should be repealed and replaced by planning controls.

Local Government Act

The Local Government Act contains a number of provisions with respect to obtaining licences as does the Building Act. All provisions regarding obtaining licences should, as far as possible, be incorporated within the one Act. Appeal rights should exist to the Court or in the existing system to the Planning Appeal Tribunal rather than the Magistrates Court against a decision not to grant a licence.

By-laws should not apply to land use matters. The Planning Act and all other relevant legislation should provide that where an approval is obtained pursuant to the Act that no further approval or licence is required pursuant to any by-law. An existing provision to that effect is found in Section 55 of the Planning Act.

Mining

Prescribed mining operations are subject to the Planning Act. In general, they do not include mining or exploration activities under the Mining Act, which controls most extractive industry operations.

Once again, the distinction between a use of land and ‘development’ is an important factor in the split of responsibility between the Acts.

The mining industry is content with its separation from the Planning Act and with control being vested in a special Government agency which is charged not only with control but with encouragement of extractive industry.

However, exclusion of major extractive industry from the planning system has resulted in a perception of it being neglected in the formulation of policy.

For example, the encroachment of residential development (on land so zoned) to the edge of quarries on the metropolitan fringe has led to complaints of noise and dust and, in some cases, curtailment of potential expansion of the quarry.

The industry is anxious that its rights and value to the community should be protected by the planning system, a proposal which is readily supported.

It may be that proper identification and suitable zoning of significant mineral resources would
suffice. However, the competing demands must be balanced in any policy determination and the best way of achieving that is for them to be heard in the same forum.

Development aspects of mining should be judged under the Planning Act, with the operational aspects reserved for the Mining Act. Alternatively, development proposals (such as an extension of a loam pit) under the Mining Act could be subject to the same procedures of public notification and appeal as if they were development applications.

Heritage

The South Australian Heritage Act is under review at the moment. The main criticisms of the Act are that it concentrates a great deal of development control power in the hands of the Minister and the State Heritage Branch and that there are few opportunities for owners of items or the public to be heard.

While the Heritage Act is applied through the Planning Act, its procedures differ and are far less open and consultative.

The debate over the role of heritage legislation has also encompassed the nature of 'heritage', which is defined narrowly in the legislation but has a much broader meaning to the community at large. Examples include St. Paul's, Pulteney Street, which was professionally judged to have little heritage value but is a prime example of an item that has popular support for retention.

That problem is compounded by the blurred division between heritage and character of areas and the contribution that individual buildings or groups of buildings make to it.

It is apparent that a narrow historically based register of State heritage items cannot fill the needs, either of local heritage or character protection.

The answer would seem to lie in an expanded role for Planning Act provisions and a much closer relation between the two Acts, so that the Heritage Act is not used as a surrogate development control device.

Aboriginal Heritage

The wide notion of heritage common in the community is given full reign by the Aboriginal Heritage Act. It covers not only sites, items, moveable artifacts and records, but intangibles such as knowledge, mythology and religious beliefs.

As the Act applies to a living culture which belongs to a small but important section of the community, the matters protected by it are capable of rapid change. The intangibles are particularly capable of adaptation and correspondingly difficult to document.

Hence, the Act sits uncomfortably with the Planning Act and all others affecting development, which are based on the European notions of ownership of property and documentation of individual and collective rights.

In particular, frustration has been caused by the appearance, or revelation, of significant Aboriginal heritage matters after the completion of an extensive and expensive development application process. A way of reducing that frustration is to conduct site surveys and early consultation with the Aboriginal community.

Because of its very wide scope and total protection of Aboriginal heritage, the Act has the potential to be a wild card in any development proposal. It may be possible to harness those aspects of it that relate specifically to development within the comprehensive system advocated here, but that will not be easy because of the complex
interrelationship of the land with the belief systems that it protects.

URBAN DESIGN

The Planning Act began with a recognition of the value of good urban design but, because of the relatively unsophisticated nature of the Development Plan, it was not at first a development control issue.

Soon, however, character based amendments in the Barossa Valley, Clare and, under its own earlier Act, the City of Adelaide, set design guidelines for buildings in areas of particular character. These have spread so that design controls, either for specific features of buildings or 'performance based' character references are now commonplace.

This approach has raised a debate amongst the development industry and the design professions, with a range of views expressed on their role. Obviously, any control of design restricts the freedom of the designer. Most are aimed at achieving compatibility of the new building with its environs, which can be in total opposition to the intent of the developer.

There seems to be a consensus that the aims of the design objectives, to create a harmonious urban fabric, are desirable. Dissent remains over the role of design controls in achieving those aims.

Good design cannot be achieved by regulation. Overregulation may have the effect of excluding it. On the other hand, bad design is still possible and can be stopped by legislation.

The solution may lie in a combination of broad legislative control, appropriate to the specific circumstances of the site, exercised by people with expertise or experience in the field and coupled with programmes of professional education and advocacy of good design.

In these circumstances, the role of legislative reform is to ensure that decision processes are not fragmented and that the development of planning policy is conducted in an informed atmosphere.

2.10 STRUCTURE OF GOVERNMENT

The Review has not undertaken a detailed analysis of administration planning and development responsibilities in Government. It is clear, however, that a number of difficulties can be readily identified in the current arrangements.

Projects and major initiatives are not driven within a strategic framework. The need for an integration and updating of urban planning policy provides the rationale for the Review. Individual projects tend to be driven by single agencies representing sectoral interests, without reference to corporate government impacts.

The relationships between urban growth and the provision of transport services is an example. Development decisions have been taken without the full knowledge of consequential budget and service demands. This applies to a number of individual projects and funding arrangements which may result in subsidy by default.

Duplication and overlap between some Government agencies is evident. For example, a number of agencies in government (at least three) assume similar responsibilities in attempting to attract investment in urban development from Adelaide, interstate and overseas. This fragmentation of effort may work against the best outcome. The convenience and certainty provided to users, and accountability for performance are not assisted by such fragmentation.
Potentially conflicting roles are given to some agencies. A number of projects have illustrated the difficulties involved in providing a single focus to complex and conflicting factors within an overall assessment.

Conflicting roles - between facilitating projects and their regulation, for example - should be avoided, on the grounds that the tasks work against each other. Their combination reduces the quality of decision making and, therefore, public confidence in the result. Conflict resolution should be carried out either at the political level or within bodies assigned this task by statute.
3.1 INTRODUCTION

Chapter I sets out a basic framework of values for the Review.

The findings which follow outline the results of research, public comment and suggestions from the Reference Group. They indicate the current state of metropolitan Adelaide and an overall view of its future directions.

The goals described in this section are derived from the findings as they relate to a vision for metropolitan Adelaide. They set out desirable, specific outcomes for many aspects of the city.

There are many instances where progress towards one goal automatically entails action against another. The balance between the goals is a matter for debate. This fluctuating interrelationship, is the reason for the Review’s emphasis on strategic planning and repeated examination of the goals and the strategies that flow from them.

This chapter aims to inform that debate and present a set of goals as a starting point.

3.2 COMMUNITY

Changes in the size and nature of population determines the scale of development but not necessarily its nature. At the same time, they are not susceptible to any great degree to government control.

Accordingly, the goals for population are essentially reactive to that change and concentrate on providing for it.

- Provision of facilities, services, and other needs of a population with rapidly changing characteristics
- Satisfactory living conditions for all people
- Satisfactory affordable housing
- Safe, secure and healthy living environments

3.3 CHARACTER

Both vision and findings of this report stress the importance of Adelaide’s character. Character is an intangible quality, usually described by allusion or anecdote. The selection of goals is based on an assessment of those physical components of the city that contribute to it, rather than the character itself.

- Retention and enhancement of Adelaide’s character to reflect community values
- Strong cultural and regional identity
- Historic continuity and retention of heritage
- Principles of urban design based on public values
GOALS

- Enhancement of the value of the city as a place to visit and within which to invest, through improvement in public amenity

3.4 ACCESS AND ACTIVITY

A major aspect of urban life is the concentration of activities made possible by the proximity of a large population. That advantage is practical, only if the activities are readily accessible to the public. Access is provided by the various forms of transport; it is also realised by the distribution of the activities, as far as possible, to places near the homes of the people. Because of the great diversity of activities, the size and nature of the population and the many forms of transport, this fundamental aspect of the city is very complex.

- Access for all people to a full range of high and low order activities
- City and regional centres with a full range of services and employment opportunities
- Maintenance of the viability and success of all centres
- Local centres serving the day-to-day needs of the residential neighbourhoods in which they are located
- Free movement of people and goods
- Personal mobility arising from choice of travel options
- Public transport for those who need it and where it is more efficient than the use of private vehicles

3.5 THE ENVIRONMENT

The relationship between an urban population and the natural environment is dynamic. In some circumstances this calls for preventative measures, for the environment's own sake, in others interventions are required to secure adequate conditions for the benefit of the community.

- Natural resources to be used efficiently
- Biological systems protected
- Sufficient fresh water of acceptable quality
- A minimum of waste and pollution
- Efficient use of energy
- Avoidance of nuisance from noise, dust, light and other causes
- Acceptance by individuals of responsibility for environmental quality

3.6 ECONOMICS

The style of life achieved by the people of Adelaide will depend on the vitality and productivity of Adelaide's economy. Most people wish to prosper and enjoy a high standard of living. That being the case, the goals should foster this aspiration.

- Encouragement and facilitation of productive investment and economic development
- Prosperity for all citizens.
- A high standard of living
- The economy productive, efficient and competitive by world standards
GOALS

- Employment opportunities for all who wish for them
- Equitable sharing of cost of infrastructure across the community
- Efficient use of public infrastructure

3.7 STRATEGIC PLANNING

The vision for Adelaide is partly about a new way of planning and organising community activity, aimed at integrating effort across topics and reconciling conflicts in an open and participative way.

- Dynamic planning with the flexibility to respond quickly to changing circumstances
- Comprehensive, holistic and wide ranging planning
- Co-ordinated government planning and actions at all levels
- A decision-making process that is responsive, participatory and informative
- Devolution of decision making to the lowest effective level

3.8 PLANNING AND DEVELOPMENT CONTROL

Planning the future direction of the city and state is a community task. It is, therefore, a critical responsibility of government. Decisions resulting from the planning process will need to be given effect. The main avenues for this are:

- direct government action, such as the construction of roads;
- community education, of the reasons for decisions;
- control of private activity, in this case development.

These all have a role to play in achieving planned and desirable development envisaged in this report. The goals are:

- Controls on development derived from strategy
- A control system designed to meet user needs
- Planning decisions made with the knowledge and understanding of those affected
- Resource allocation by government devised to implement strategic plans
4.1 INTRODUCTION

Strategies are ways to get things done. They are practical steps towards the attainment of goals. They are presented in this chapter under the same broad headings that were used in chapter 3 to group the goals. The discussion links the strategies to related goals.

This chapter contains recommended strategies for managing Adelaide's urban development over the next 30 years.

They include both short- and long-term actions. Some are urgent; they need to be started now. Others, typically the longer-term actions, are less certain. Some need more research so that the right action may be chosen from the available options.

They are all shaped by the need for our systems of operation to be responsive, so as to take account of rapidly changing conditions.

Many of the strategies will be implemented directly by government and are described in the next chapter. Others will require the cooperation of the private sector and the general community. Statutory controls will continue to be necessary, but more emphasis will be placed on informing and consulting people.

4.2 QUALITY OF LIFE

POPCULATION DIVERSITY

The planning system rests on a number of assumptions about the people in Adelaide, contained in the Development Plan, that are no longer correct.

Evolving population diversity should be reflected in the strategic plan. The use of a statistical norm does not take full account of the service implications of a rapidly changing population. There is, for example, a growing need for child care services for working women. The planning system must be able to cope with the large number of changes that cannot be forecast. It also needs to adapt to changes with far reaching effects.

Ageing of the population and changes in rates of divorce and fertility all have significant implications for patterns of household formation, urban form and services.

IMPLICATIONS OF AGEING

Unless big changes take place in immigration rates, natural replacement or mortality, the population of Adelaide will contain a much higher and growing proportion of older people.

The implications of ageing can be expected to affect most aspects of Adelaide, including employment, retailing, recreation, housing and particularly support services.

Delivery of services should take account of Adelaide's rapidly ageing population structure.

In particular, the consequences of rapid changes that will occur when the so-called "baby boomer" generation reaches retirement
age should be anticipated. Large numbers of people, who were born in the 1950s, will retire at roughly the same time and this will place considerable strain on support services.

CHILDREN

It is expected that there will be a lower proportion of children in the population. Many women in Adelaide are either delaying having children or are not having children at all. Nevertheless, many of our support services, such as education, are based entirely on the requirements of children. Most of the schools, in which people who are now in the workforce or retired were educated, still exist but some may not be needed in future. Many open space areas were planned to suit large numbers of children that will not be there in future. On the other hand, the outer suburbs have large concentrations of young children and services lag their arrival.

Delivery of children's services should take account of their declining numbers and changing location.

FAMILY STRUCTURE

One of the most significant changes in the behaviour of the people in Adelaide that has occurred since the last major review of metropolitan Adelaide is the change in family structure. The changes that have led to fewer people on average in each house were not anticipated. Similarly, it is virtually impossible to predict the changes to family structure that could take place in the next 30 years.

The strategic plan should take account of the high level of uncertainty that exists in predicting family structure.

NUMBERS OF PEOPLE

The most important variable factor in the total future population of Adelaide is the level of immigration. It cannot be predicted with any accuracy. Changes in immigration levels that take place beyond those anticipated and described in chapter 2 would influence the population characteristics above.

Nevertheless, in order to plan it is necessary to make forecasts and apply them to the provision of services and other aspects of government. The same population forecasts should be applied throughout government.

This strategy requires close co-operation between the SA Department of Environment and Planning, the Australian Bureau of Statistics and various education institutions currently involved in forecasting. Other government agencies should work closely with the SA Department of Environment & Planning to ensure consistency.

Changing Population Distribution

Chapter 2 outlined the changes that have occurred and are expected to continue to occur in different areas of metropolitan Adelaide.

The uneven distribution of population that has been caused by the population characteristics described above was not predicted by the last major review.

The proportion of aged people is changing year by year in each part of the metropolitan area, as is the proportion of young, of overseas born, of unemployed and of disadvantaged.

Given those changes in distribution, it should come as no surprise to learn that needs within particular areas are also dynamic and will have significant implications for service provision,
STRATEGIES

Figure 4.1 Population change between 1981 and 1986 in local government areas
Source: ABS Census Data

Percentage population change

-7.33 to -2.50
-2.50 to 0.00
0.00 to 10.00
10.00 to 78.99

The basic conditions that contribute to quality of life should be provided in each part of metropolitan Adelaide.

Planning policies should be more sensitive to relative changes that occur in different parts of metropolitan Adelaide, and move away from uniformity in land use planning.

This recognition of population diversity should have spatial expression through the Strategic Plan. Strategic planning policy should relate to provision for ageing, increasing numbers of women in the workforce, ethnic diversity, patterns of employment and unemployment, and changing household size.

PRIORITY TO SOCIAL ISSUES

Social issues and services have tended to be given insufficient attention in planning both for new areas and for redevelopment of established suburbs. Despite dramatic improvement in social planning in recent years, there are still gaps in services and inequities in the way that services are provided across the metropolitan area.

Social issues should be given far greater emphasis than has occurred to date.

This emphasis should occur both at large and small scale and for both short and long term proposals, that is, within a metropolitan wide Strategic Plan and as an integral part of the local planning process. The planning system should take account of social impact in decision making processes, especially in relation to major projects and future urban growth areas.

IMPLICATIONS OF INCREASING DISADVANTAGE

The quality of life in some areas of Adelaide is worsening and some suburbs have become poorer, more difficult places in which to live.

Improvements have been put into place for new developing areas through Community Planning Teams, detailed human services, planning and good design. While those new areas are by no means perfect, they are generally better than...
STRATEGIES

older outlying suburbs and middle suburbs north and west of the city centre. The system of Community Plans should be extended to major redevelopment areas.

Some areas have been hard hit by changes in population characteristics such as ageing and changes to the economy that have given rise to high levels of unemployment, reliance on support services, including pensions.

Access to services takes on a much sharper and immediate focus in such circumstances - people are both disadvantaged and isolated.

Social disadvantage within different parts of metropolitan Adelaide should be reduced by placing greater emphasis on metropolitan wide quality of life criteria.

Criteria should be developed now to undertake Social Impact Assessments.

Other strategies in this report describe in some detail the potential for redevelopment of existing suburbs. The improvement of social conditions and the removal of areas of disadvantage and deprivation should form an integral part of that redevelopment.

For example, it is suggested in 4.6 that a levy could be placed on development in order to provide sufficient funds for the provision of adequate services.

Development that reduces social disadvantage should be supported by funds collected by any proposed levy on development.

HOUSING PREFERENCES

The results of the Review's Housing Preference and Location Study made clear that most people prefer detached houses with gardens. A smaller number of people prefer other forms of housing. Housing forms should be provided in line with preferences. A combined approach should be taken to the production of inner, middle and outer suburban infill, redevelopment of existing housing areas, consolidated housing in fringe areas and traditional low density detached housing.

It should also be borne in mind that a large component of housing preference has to do with private investment. People are unlikely to change preferences quickly under such circumstances.

HOUSING EQUITY AND AFFORDABILITY

Housing remains a source of inequality in the community. Inadequate housing has worsened disadvantage in particular areas. Affordable housing can not be adequately provided by infill redevelopment of existing residential areas unless it is heavily subsidised. New home buyers, especially those with low incomes, will still require the choice of fringe housing developments.
Provision for future housing demand should be based on equity between different areas and for different populations.

Provision of low cost housing for first home buyers and low income people should be maintained by both fringe growth and infill development.

URBAN CONSOLIDATION

The State Government policy of urban consolidation has been in force for approximately three years. This policy seeks to widen housing choice and achieve better use of land and existing services. It has been successful in a number of ways.

The proportion of non-traditional allotments and houses has increased. Land and services are being used more efficiently. Most councils have completed or are undertaking reviews of their zoning.

The urban consolidation policy has been applied uniformly across the metropolitan area. It has been fairly criticised for failing to recognise that different parts of the city offer different opportunities and constraints. This issue was foremost in the minds of people during the public consultation phase. Some supported the policy and wanted to see a lot more consolidation take place. Others were vehemently opposed, particularly to the potential for adverse impacts on existing attractive residential areas. This conflict highlights a need to implement urban consolidation in a selective way.

Urban consolidation should be implemented selectively by tailoring it to particular areas.

Consolidation should focus on utilising underused land and redeveloping degraded sites rather than demolition of existing sound houses.

Consolidation should also be better linked to access to jobs and services. One way to
improve people's access to work and services is to increase the numbers of houses near transport and centres. More dense housing should be developed close to centres and to public transport routes providing better access to local employment and services.

Given the importance of ageing, more specialised housing will increasingly be required to cater for older households. Consolidation initiatives should focus in particular in areas with ageing populations.

Housing initiatives should be concentrated in middle suburbs. The middle suburbs, Enfield and Marion, together with Elizabeth and Noarlunga, have the greatest potential for affordable consolidated housing in line with changing housing preferences. It is these suburbs where the numbers of older people and other small households wanting smaller affordable housing are rapidly increasing. The postwar middle suburbs should therefore attract a high level of government intervention and assistance to provide a greater mix of affordable and adequate housing in accessible locations.

These initiatives should also be progressively implemented at the urban fringe where the proportion of older people is still small but where numbers are rising rapidly. Consolidated housing initiatives should be continued at the fringe because it is in these locations that housing diversity is more affordably achieved.

LIMITS TO URBAN CONSOLIDATION

Although the Planning Review has recommended that urban consolidation initiatives should be pursued, there are definite limits to its effectiveness, apart from the need to be sensitive to its impact on existing residential areas.

The supply of land in developed areas is finite. It is sometimes assumed that housing preferences will change considerably in the future towards much more compact housing. Even so, finite land supply means that expansion of the residential area will need to occur.

Perhaps more important, however, is the relationship that currently exists between new house construction and population change.

Figure 4.4 New house construction and population change 1990-1995

The figures show that new house construction in the immediate future is unlikely to reverse the population trends which give rise to much lower rates of population growth in central areas than outlying areas.
STRATEGIES

Urban consolidation strategies should be better linked with the total population and housing requirements for metropolitan Adelaide.

Care will need to be taken to ensure that consolidation strategies do not further erode the ability of people on low incomes to secure appropriate housing within their means. The emphasis in redevelopment will be upon affordable housing initiatives in carefully selected locations in established areas.

PROTECTING EXISTING HOUSING

There is a very strong desire in the community to protect existing housing, seen as central to the character of particular suburbs and regions. In many cases houses and streets have special value and significance to local character and heritage.

Existing sound and attractive housing should be retained or rehabilitated and balanced with the redevelopment of established areas through sensitive and small scale infill. The system of designating

MANAGING FRINGE GROWTH

Residential areas use more land than any other activity in metropolitan Adelaide. A central part of the 1962 Development Plan was the forecasting and allocation of land for housing. Those forecasts were made at a time when stable demographic conditions existed. It was assumed at the time that services would be automatically provided for new housing estates, and that the allocation of land for living and related activities would take precedence over other priorities, such as protection of the natural and rural environment.

Land is still purchased by the South Australian Urban Land Trust and allocated for housing under the Metropolitan Development Programme in accordance with the 1962 Plan, as amended.

The 1962 forecasts for land requirements were remarkably accurate, but the total population housed within such areas has turned out to be less than expected by roughly 300,000 people.

Conditions for forecasting and allocating land for housing have changed dramatically since 1962. Other parts of this report describe those changes in some detail. The net effect of the changes is that it is not possible to allocate land requirements for metropolitan expansion for the planning period of this report.

Nevertheless, the identification of areas for expansion is necessary if services are to be provided in good time, speculation is to be eliminated and housing affordability maintained. If the supply of land for housing does not keep pace with demand, the price of land will rapidly and irreversibly increase as has occurred in other states.

If uncertainty exists, speculation will take place which is likely to include the purchase and withholding of land by individuals or companies in order to reap the capital gain that would occur if demand exceeded supply. By definition, speculation cannot succeed under conditions of certainty.

It takes up to ten years to plan and construct services to new areas. A reasonable allocation of land for growth is therefore essential if adequate services are to be provided.

Given the conditions above, the task for the Planning Review is to devise a system for the allocation of land for housing which both recognises the requirements for such land and can adapt to the high degree of longer term uncertainty in forecasts, as well as conflicting priorities.
areas of particular townscape significance as conservation areas should be further implemented.

**Housing and Land Demands - A New Strategic Planning System**

Fringe growth will continue to the north and south and must be catered for in planning. At the same time, planning for fringe areas must be better than it was in the past.

**Long term urban growth should be catered for by a new strategic planning model for fringe expansion.**

Any new planning system for metropolitan expansion will need to deal with the conflict inherent in providing certainty in a climate of rapid change. It should be possible to resolve such a conflict given that the issues that require greatest certainty are those that are immediate, whereas those that are more difficult to decide can often be left for some time. The relationship between necessary planning decisions and the level of certainty that is required should be recognised.

Except for major transport and headworks, it is not necessary to identify long term development areas beyond a period of 10 years. This 10 year period is based on the maximum lead times necessary for major services needed in residential development.

**All future growth areas for metropolitan Adelaide should incorporate planning arrangements that are based on minimum lead times for development.**

If this strategy were to be adopted, areas that are currently identified as having potential for long term growth north of the metropolitan area will not be required within the 10 year period. Those areas are the Roseworthy and Sandy Creek Long Term Option Areas.

Further work is required on the equivalent Long Term Option Area in southern metropolitan Adelaide and this is currently

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**Figure 4.5 Metropolitan Expansion: Planning & Certainty**
STRATEGIES

Northern Area
- Regional design study
- Conservation of rural character
- Gawler town centre historic conservation

Multi Function Polis
- Mix of housing types
- Village concept linked to existing centres
- Upgrading of existing residential areas

Middle & Outer Suburbs
- Higher density on transport routes
- Equity plan for social services
- Better balance of housing types
- Land banking in established areas

Aged Housing
- Compact housing to suit aged people in middle and outer suburbs
- More convenient shopping to maintain independence of elderly

City Centre & Inner Suburbs
- Existing sound and attractive housing rehabilitated
- Higher density housing in city centre and other suitable areas

Neighbourhoods
- Encourage a finer distribution of activity
- Easier home and work access
- Localise community facilities

Southern Area
- Regional design study
- Joint venture projects
- Vineyards retention

Figure 4.6 Metropolitan Adelaide - housing and land strategy
being undertaken by the Planning Review in conjunction with the Department of Environment and Planning. It is already clear that, while some additional land will be required for housing within 10 years, much of the Aldinga Long Term Growth Option Area will not.

Current controls on long term development areas should be progressively removed and replaced by appropriate flexible controls, commencing with the Sandy Creek Long Term Option Areas.

The development strategy for the Aldinga Long Term Option Area should conform to the new strategic planning system in terms of the means of deciding issues of housing, viticulture, environment, centres, transport, employment, urban design and asset management. The strategy should be specifically designed to take account of uncertainty surrounding these issues and, at the same time, recognise the need for additional areas to be set aside for future development.

LAND BANKING AND STAGING

Land banking and land staging operations through government have been fundamental to low and stable land prices for first home buyers and other low income households.

The affordability of land in new development areas should be maintained through a secure supply of land by continuation of the current land banking and land staging operations of the State Government.

LAND RELEASE MECHANISMS

Land release techniques have changed since the last major review of metropolitan Adelaide when most land was held, subdivided, and subsequently developed by the private sector.

Joint venturing has been a useful technique for managing the development of major new fringe and infill residential areas. It encourages a high standard of development, as well as providing returns to the state. In particular, the arrangement enables the state to capture some of the profit from development.

The state and development industry should continue to act as partners in new housing developments in fringe and infill locations.

The state should seek to capture the betterment in land value that is achievable through joint venturing and use this funding to provide infrastructure or other community services in new developments.

Joint venture arrangements should not be seen as the only appropriate land release technique. The private development industry has pointed out recently the conflicts that are likely to arise in government from decisions between competing joint venture development areas. If government is involved in joint venture development in the same general area, decisions about rates of sale, infrastructure and planning may favour one scheme, leading to conflict.

Sale of land for development by SAULT to the private development industry should continue as a basic land release mechanism.

Sale of land to the private sector could be on the basis of development agreements, where necessary. There is no compelling reason to suggest that the quality of development, or returns to government would be any less than under joint venture development arrangements. Indeed the private development industry would say that they may be better by virtue of increased competition.
INNOVATIONS IN HOUSING FINANCE

The development of innovative financing, particularly in the area of home loans, is of substantial benefit to lower income home buyers. In spite of considerable advances in South Australia in this area, there is still a group of potential buyers on low incomes who cannot afford houses under currently offered schemes. Numbers in this position are increasing as traditional sources of public housing diminish. Housing finance arrangements should be developed to assist more low-income purchasers to achieve home ownership.

DISINCENTIVES TO MOVE HOUSE

The number of new houses constructed each year is approximately 2% of the current housing stock, which is around 350,000 houses. The efficient use of houses, both existing and new, would be improved by more people moving house. This would not ensure a match between households and houses, but it would reduce the chances of an artificial mismatch between the two being caused.

There are various financial disincentives to moving house even where current accommodation does not suit household needs or preferences.

Disincentives which currently inhibit people from moving to more appropriate or affordable housing should be removed.

PUBLIC SPACES

Public facilities, parks, schools and playgrounds should be linked with safe paths for cyclists and pedestrians. Suburbs and centres should be designed for safety and security. Informal surveillance of public places and residential areas should be possible. Centres should emphasise mixed and extended hours use and this should be supported by increased residential densities nearby. Lighting should be provided in all areas used by the public after hours.

A sense of ownership in localities and of public spaces should be promoted by community involvement in the design, planning and development of local areas.

Community health should be assisted by reduced energy use and noise pollution, improved air and water quality, and rehabilitation of contaminated land. The relationship of health to environment should be recognised. Health and quality of life factors should be included in resource accounting and social assessment criteria for development. Likewise, economic development should be seen as fundamental to improving health and quality of life.

4.3 CHARACTER

LIVABLE PLACES

Adelaide’s special character should be maintained and enhanced. A positive urban design approach which addresses both tangible and intangible elements of conservation and development should be adopted. Existing buildings of importance for heritage or other reasons should be retained.

Good design cannot be achieved by regulation. The strategies are therefore largely to do with positive measures which the Government and the community can take to create a climate within which good design can flourish.

Greater emphasis should be placed on design solutions which provide high standards of beauty, amenity, comfort, convenience, accessibility and safety.
The community desire to reinforce local character and amenity has been a constant theme of the Review's research and consultation programme. Although there has been some improvement recently in the quality of design in new development areas, there remains considerable scope for further improvement. Emphasis should be placed on the reinforcement of 'sense of place' rather than on individual buildings or subdivision layout. Focal points - landmarks, vistas, centres of community activity, parks - should be emphasised and facilities carefully sited in relation to them.

Stronger neighbourhood identity is associated with greater access to services, work and recreation close to home. A wider range of land uses should be encouraged within or close to housing areas to allow greater access to employment, services and facilities.

Figure 4.7 Livable Places
Source: Design Ideas for Adelaide Exhibition

The design of local facilities should promote multiple use by different groups to encourage after hours activity and allow informal surveillance of public areas. Busy, well lit places will tend to be safer and in turn promote greater use of facilities.

Daily living needs should be brought within easier reach of people, particularly the young, the elderly, women and the disabled whose mobility is most restricted. This implies a better integration of housing, work places, retail centres, services and a more responsive transport system. An important facet of this approach should be detailed investigations of land use along arterial routes to better integrate traffic, the environment and residential amenity.
Richness and diversity in the design of urban space should be achieved by using materials appropriate to each locality. Richness is not only a matter of materials, however. A sense of movement, smell, hearing and touch can be stimulated through design.

The urban environment should be made more accessible by encouraging pedestrian access between spaces by the use of arcades, passages and courtyards. Local streets should have shady trees and places to sit to improve the pedestrian environment.

Public art, sculpture and decoration should be provided in urban space. The design of street furniture should be innovative; making spaces enjoyable for ordinary people to use and look at. Good landscaping, whether formal or informal, should be used for its softening, mellowing and humanising effect.

Natural landscapes should be easily accessible. Access to different natural environments should be retained for the whole community.

CULTURAL IDENTITY

The historic continuity and cultural identity of Adelaide should be protected by retention of significant buildings and places.

The current concept of heritage is overly narrow and does not reflect community views about the value of buildings, areas of the city, and suburbs and landscapes, in and around the metropolitan area.

There should be a move to a broader, more popular view and involvement in heritage and away from the emphasis on academic and professional, objective assessment of items on which the current system is based.

The concept of heritage should be broadened to encompass cultural heritage and identity.
This should occur in conjunction with a better definition of what constitutes the state interest in heritage compared with local or regional interest.

The state should move towards a more open system for identifying and protecting heritage which includes more community consultation, liaison with affected property owners and better organised appeal rights. The designation of areas of particular townscape significance as 'conservation areas' should be extended.

Adelaide is a city with great cultural diversity based on a large migrant population drawn from a variety of backgrounds. This diversity has distinct patterns, with people of particular ethnicity in different areas, and is reflected locally, regionally and especially in the character of centres. Cultural identity, is changing in inner areas as young professional couples displace older migrant families. Urban character should reflect the diverse cultural backgrounds of the population, particularly where high concentrations of migrants exist.

Cultural identity is also strongly tied to a variety of natural features and landscapes. Natural features such as the Adelaide Plains creek system, should be retained to improve the amenity of areas and to provide a recreational resource modelled on the Torrens Linear Park system.

Urban design will achieve better results if it involves the community to a far greater extent than at present. Design should be pursued which reflects a sense of community values and the use that people make of places.

A range of survey and evaluation techniques should be used to gauge public response to the visual environment, at a broad metropolitan level and also at local community level. Broad principles should be established for urban design which recognise public values. Perceptions will be different for different groups within the community. This should be recognised and incorporated into principles.

DESIGN STUDIES

Urban design studies should be carried out within selected areas of the metropolitan area, particularly those subject to current pressures for development.

These studies should include detailed assessment of the quality of the regional environment and how it is perceived and used by its people. They would also analyse how environmental quality is created and propose improvements.

Design studies would, for example, be able to determine the extent of intact areas of valuable townscape character which the community may wish to retain. They should also identify opportunities for revitalising and renewing
existing areas of the city. Analysis will require understanding of streetscape qualities such as;

- width and configuration of streets
- street planting
- private landscaping
- relationship to community areas
- consistency or variety in the relationship between the street and building
- traffic volumes and movement patterns

Such studies should also give recognition to the importance of the natural environment and to providing access to natural environmental features such as the beaches, creeks, rivers and mangrove areas.

PUBLIC SPACES FOR PEOPLE

There should be local projects to improve public spaces for local people.

Such projects should focus on what can be practically implemented. They should provide an understandable basis for participation, and emphasize enlivening imaginative intervention rather than regulation and restriction.

Local projects should also be concerned with the qualitative aspects of social experience; not only with the quantitative and design. They should proceed from the particular to the

Figure 4.11 Local Projects
Source: Design Ideas for Adelaide Exhibition
general in clarifying and contributing to an overall strategic plan.

CITY IMAGE

The City of Adelaide is the most important focus for cultural activities in the state and this focus is highly valued. At the same time, regional centres are limited in the opportunities for cultural activity which they offer. The prominence of the city centre as the major focus for cultural activities should be maintained and activities which bring liveliness to other centres should be encouraged.

Access to areas of particular heritage, cultural or environmental significance is greatly valued. Areas of particular heritage, cultural or environmental significance should be highly accessible. Heritage and culture unique to Adelaide should provide impetus for cultural tourism.

Community initiatives should be encouraged to enhance the image of the city as a place to visit and in which to invest.

Support for cultural and visual amenity should be promoted through a range of community and privately funded initiatives. Design excellence in public art, landscape design, and architecture should be encouraged.

Liveliness and activity within the city centre should be encouraged through promotion of events, celebrations and gatherings. Collaborations between groups interested in art and amenity should be supported.

Impetus for tourism should be provided through heritage and culture unique to Adelaide. Cultural and heritage festivals and displays could be used to achieve it.

Adelaide's high environmental standards, natural and scenic resources and lifestyle...
STRATEGIES

should be promoted in attraction of investment capital. Specific projects for enhancement of the major entry-ways to the city by road, rail, air and sea should be initiated as well as the upgrading of Adelaide’s major areas of tourist attraction.

DESIGN EXCELLENCE

To achieve a number of the strategies for enhancement of Adelaide’s character, it is essential to create a climate within which good design can flourish.

Greater involvement of planners, urban designers, architects, landscape architects and artists in all stages of urban development should be encouraged.

Incentives should be provided for good design through competitions, commissions for major works and designs for public spaces. Criticism, exploration, innovation and professional development should be encouraged within the design professions.

Better urban design advice at both state and local government level should be provided. The use of urban design panels to provide advice to development authorities on urban design matters should be explored. More opportunities for education in urban design should be provided.

ACCESS AND ACTIVITY

Accessibility is a major component of quality of life. In particular, access for the aged and for women will demand increasing attention as changes in the age profile and employment patterns take place.

CENTRES

The City of Adelaide is a prime destination for employment, particularly with growth in the services industry, and also for cultural, commercial, retail and recreation activities.

The central business district should continue to be the dominant location of activities in Adelaide. This should be reinforced by fast travel to and from the central business district from all parts of the metropolitan area.

Shopping, business administrative, cultural, educational, religious and entertainment facilities should be located in the city and in integrated centres around the metropolitan area. These centres should function so that each provides a proportion of community needs close to its local population.

Adelaide already has an established hierarchy of centres but these need to be rationalised, chiefly because of an over-concentration on retail to the exclusion of other activities. Centres should perform a wider range of functions.

Employment should be encouraged to decentralise through provision of incentives to employers and distribution of government offices. This employment decentralisation will depend, in the longer term, on population and economic growth as well as the ability of regional centres to be serviced by higher quality public transport. The Multi Function Polis could be an important regional employment centre.

More variety of activities should be encouraged in major centres. The role of zoning in establishing land values in centres should be recognised and used to widen the range of activities in the major centres. This would occur in part through initial zoning of land in new centres for uses other than retail.

Some strip centres on arterial roads work well. In the main, however, there is a need for action plans for centres on arterial roads to avoid
present and future conflicts between different land uses.

LOCAL CENTRES

The day-to-day needs of residents should be provided for by local centres within walking distance. As full a range of activities as possible should be encouraged at local neighbourhood centres, although a variety of demographic and other changes in the metropolitan area have tended to undermine this role.

Home-based work and small enterprises which do not detract from residential amenity should be encouraged through more flexible zoning. Performance standards which define the conditions to be fulfilled should be used to that end.

The Strategic Plan should include an assessment of potential for better location of various levels of activity across the metropolitan area. Where dispersal of activity is preferred, special attention should be paid to protecting character and amenity of residential neighbourhoods.

MOBILITY

There is a need to protect free movement of people and goods, and enhance personal mobility. Neighbourhoods, as they are now organised, do not always allow a sufficient degree of personal and business mobility. It is important that in neighbourhood design, the right to move about easily and with safety should be protected. Pedestrian access to centres should also be facilitated.

Within neighbourhoods, walking and cycling, the most basic forms of mobility,
STRATEGIES

CYCLING

Background

- In 1986 on average 93,689 trips per weekday in metropolitan Adelaide were undertaken by bicycle, representing 2.7% of total weekday travel.
- 21.3% of households in metropolitan Adelaide own one bicycle and 27.7% own two or more cycles.
- Surveys show that bicycles are mainly used by the younger age groups, with 71% of 10 to 19 year olds cycling, primarily for recreation purposes.
- The main concern is therefore to create safe conditions for younger riders going to and from school. The better those conditions the less the tendency to drive children to and from school with its attendant problems of local congestion, illegal parking and minor accidents.

Benefits of Cycling

Cycling can contribute to:
- energy conservation;
- ameliorating local and global environmental problems;
- changes in attitudes by residents to travel that in turn favour consolidation of housing;
- healthier lifestyles.

Cycling can be encouraged by positive means (e.g. cycle paths and lanes, bicycle parking and cyclist amenities [at railway stations and public transport interchanges], regional cycle paths linked to regional and district centres, cycle storage and carriage on public transport vehicles) as well as by restricting motor vehicles (e.g. speeds in local streets).

Adelaide's climate and relative flatness give scope to promote bicycle use through innovative schemes. These could include bicycle “parking stations” in the City, “Pedicabs” and bicycle “rental” as an alternative to short distance car journeys particularly in the City.

should be given priority. The Adelaide plain provides ideal conditions for cycling to be promoted and encouraged across the City.

Most people dislike the dominance of cars in residential areas. Substantial resident opposition to through traffic has seen the institution of schemes of residential street management and traffic calming in established areas. Better arrangement of road “hierarchies” in newer subdivisions has stopped large volumes of speeding traffic from using local residential streets. Traffic management and calming techniques can be further extended to foster a still wider view of streets as important places for people.
Wide kerbside lanes or bikelanes are the minimum treatment on arterial roads. These roads will be used by cyclists regardless of bikepath provision.

On local roads operating speeds should be kept below 40 kmh, consistent with their environmental function.

On collector/local crossing roads operating speeds should be kept below 60 kmh. Wide kerbside lanes are the minimum treatment.

Link paths to connect safe local streets and provide feeders to the trunk network.

Trunk bike routes to employment centres, regional shops, etc. Connect with recreational bike routes.

Figure 4.14 Pedestrian and cycle ways
## TRAFFIC CALMING

**Aims**
- Improvement of traffic conditions
- Improvement of traffic safety
- Improvement of environmental conditions
- Improvement of urban quality

**Objectives**
- Promotion of pedestrian traffic, bicycle traffic, public transport
- Improvement of parking space situation for residents and for commercial traffic
- Motorised through-traffic discouraged
- Risk exposure decreases
- Behaviour of road users improved:
  - drivers are more circumspect
  - other users are better able to cope
  - interaction between drivers and other road users is improved
- Mitigation of accidents:
  - less accidents
  - reduced accident severity
- Less traffic noise
- Less exhaust gas emissions
- Improvement of urban ecology:
  - more and wider variety of plants
  - removal of paved area where possible
  - improved micro-climate
- Energy and fuel economy
- Provision of services near residents, mixed functions, residential shops and small businesses
- Areas are more frequently used for social contact and communication
- Buildings and streets are improved - historical town character preserved

## TRANSPORT

Those most likely to have fewest travel choices are residents of new areas, elderly people, young people and the disabled. Criticism by residents in new areas is generally of the scarcity of transport services especially in the early years of developing suburbs. These residents live in areas which fall outside the “20 minute city” limit of easy public transport access to the city. Conventional public transport has found it difficult to serve them. Likewise those who wish to make local trips rather than trips to the city are relatively ill served. Changes need to be made in the organisation of transport services to support outer suburban and cross suburban trips.

**Mobility between areas should be encouraged by the progressive deregulation of the transport sector, including private bus, taxi and hire car industries. Maximum flexibility in the range of travel choices should be available to the consumer. Locally based transport, like community buses, jitneys (vehicles which ply certain routes but have no set stops) and taxis should be introduced. These may be organised privately or by community and local government effort.**
Mobility and accessibility can be improved through better transport services. There is a need for an integrated transport system. It is also possible to manage demand for travel better than at present. People are less likely to make long trips, which are more expensive financially and environmentally, if the services and jobs that they need are available locally.

Travel demand should be managed through a combination of controls over transport, economic development and urban development. People should be able to live nearer services and jobs. Employment and higher population densities should be encouraged in areas well served by public transport. Private initiatives to transport employees from public transport to the workplace should be encouraged and considered as part of the development approval process. Conversely, employment should not be encouraged in areas not capable of being well served by public transport.

There are other ways too, in which the existing metropolitan arterial road system can be better exploited. Adelaide already has a number of major routes for movement of goods around the city. Location of industry could exploit this existing infrastructure better.

Industry should be encouraged to locate along public transport routes, the main freight rail and truck routes, broadly in the western suburbs. Access for, and movement of, commercial vehicles should be improved to reduce delays and increase the reliability of deliveries. Travel demand management measures designed to give a level of priority to commercial vehicles should be implemented.

Similarly, arterial roads and private and fleet vehicles can be better used by encouraging ride sharing and car pooling. This should be supported by the introduction of high occupancy vehicle lanes and reverse flow lanes along designated arterial routes. The pricing of car parks in the central business district to overcome current over supply should complement these measures. All-day commuter parking in the City of Adelaide should be restricted using measures such as metering, bans and pricing. The location and provision of car parking spaces, particularly in the City of Adelaide, should be such that priority is given to short-stay business and shopping users in preference to commuters.
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STRATEGIES

HIGH OCCUPANCY VEHICLE (HOV) AND TRANSIT LANES

Background
Peak period congestion on the metropolitan arterial road system is caused by the concentration of travel demand in the morning and evening peak hours. Whilst the arterial road system has sufficient spare capacity to accommodate significant increases in traffic on a daily basis, deficiencies are exposed during peak periods.

To reduce the impacts of increased travel demand, initiatives are required to improve the efficiency of the road system in terms of its person carrying capacity rather than its vehicle capacity. One such initiative is the high occupancy vehicle (HOV) or transit lane.

Description
HOV or transit lanes are part of an overall package of incentives designed to encourage travellers to use buses or share cars through the provision of a level of priority and travel time advantages. Such lanes (usually the kerbside lane) are made legally available to buses and cars with a specified minimum number of occupants (usually 2 or 3 persons). Single occupant vehicles (except motor cycles, bicycles and left turning vehicles) are prohibited from using the lane. The lanes can operate either on a permanent basis or only during peak periods depending on traffic volumes and available road space.

Objectives
The principal objectives of HOV or transit lanes are to increase the numbers of people in each car and improve travel times for buses and high occupancy vehicles. Improved travel times provide incentives for travellers to either switch to travelling by bus or car-pool, thereby increasing average vehicle occupancy. Secondary objectives include reductions in fuel consumption and accidents.

Infrastructure development strategies for the metropolitan arterial road network should focus on selective improvements to the network. Infrastructure should support the Multi Function Polis Adelaide, the Transport Hub concept, and the needs of commerce and business, while permitting priority to be given to the continued maintenance, replacement and rehabilitation of existing arterial road networks.

The metropolitan arterial road system should be progressively improved to:

- strengthen the transport links in the industrial belt from Salisbury and Elizabeth through Dry Creek, Wingfield and Gillman to Port Adelaide and Outer Harbor, to complement the freight rail network;
- provide for north-south traffic through the western suburbs and provide a western bypass of the city of Adelaide;
- augment existing arterial road capacity to accommodate north-south travel including that arising from employment growth and future development at Aldinga and Seaford;
- provide for growth in road travel in the eastern suburbs and, in particular, interstate freight traffic movements; and
- provide for growth in developing residential areas in the north and south.

Existing major transport infrastructure assets should be protected. Adelaide and Parafield
Airports, the Port of Adelaide and Outer Harbor should all be protected from encroachment of land-uses that would jeopardise their effective operation and expansion in the future.

The proximity of Adelaide Airport to the city is a significant advantage for its passenger transport role. Its location to the west of the city, where most freight activities occur, is an advantage for its freight transport role, particularly for the export of high value and perishable goods. To allow Adelaide Airport to cater for future domestic and international traffic (and thereby support tourism) the main NE-SW runway should be extended across Tapleys Hill Road.

Good public transport should be provided for those who need it and where it is more efficient than the use of private vehicles.

Public transport can do certain things very well and other things less well. Adelaide’s public transport system moves people within a certain radius to and from the city very efficiently. It is less efficient in moving people to and from outer suburbs and across suburbs. Limited past attempts by public transport authorities to provide outer suburban and cross suburban transport have proved extremely expensive and resulted in only marginal improvement to these needed services. The development of alternatives described earlier under local community transport should be preferred in these areas.

The prime focus of the public transport system should be the fast and efficient movement of people between major centres of activity and the central business district through the inner and middle parts of the metropolitan area. This is what public transport can do best and most efficiently. The "transit link" concept should be supported.

Major interchanges should be in regional and district centres where the widest range of activities is located. These interchanges should support higher residential densities around centres. Improved local community
**Transport Hub**
- Competitive port facility
- Retain strategic location of airport
- Road, rail, sea, air interchange
- Export and freight handling
- Support MFP concept with rapid transit to City

**Neighbourhoods**
- Walking and cycling given priority
- Neighbourhood and local centres strengthened
- Community public transport to regional and district centres

**Major Centres**
- Diversify centre activities for services, education, culture, religion and community use
- Higher residential densities
- Major transport interchange

**City Centre**
- Maintain prominence as major cultural and employment focus
- Promote residential development opportunities
- City centre carparking strategy to favout public transport use

**Public Transport**
- Fast and efficient service between major centres of activity

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**Figure 4.17 Metropolitan Adelaide - Transport and Centres Strategy**

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TRANSIT LINK

"Transit Link" is a concept developed by the STA that places emphasis on providing a higher standard of service:

- in major movement corridors between major centres and particularly in peak periods (so as to be more competitive with the private car);
- locally, by increasing the number and type of services available, whether provided by the STA or others (so as to better cater for those without their own transport).

This new approach will involve:

- providing more fast, high-frequency trunk services between major regional centres and the city centre to reduce travel times;
- developing mode interchanges at centres to assist movement between services and improve passenger convenience and safety;
- providing linking services between regional centres where justified by demand;
- ensuring an increased range of transport options for outer suburban residents, who are currently disadvantaged in comparison with inner suburban residents;
- providing a wider variety of service types to better meet the different needs in the community and provide increased flexibility to meet changing needs;
- making better use of existing transport infrastructure and assets by focusing STA service improvement on areas where mass transit services perform most effectively and by maximising the use of all community transit resources;
- responding better to customer needs through the development of consultative mechanisms that involve community groups; and
- ensuring non-STA services are coordinated with the STA mass transit services.

In short, the key features of the "Transit Link" concept are improvements in trunk services and an increase in both the range of other public transport services and the number of service providers.

public transport services meanwhile should focus on trips to these regional and district centres and across local areas.

**Improvements should be made to the accessibility of interchanges.** Numbers of people already drive or cycle to public transport interchanges and stations as part of trips to and from the city. There is considerable scope for improved uptake of services through better facilities for these commuters. Car and cycle parking at interchanges and at railway stations should be improved throughout the metropolitan area.

### 4.5 ENVIRONMENT

Where possible this report has attempted to integrate environmental issues with all aspects of the future planning of Adelaide. This section is therefore limited to discussion of particular environmental concepts and concerns. Many environmental strategies are to be found in sections on social conditions, character, access, and the economy.

**CONSERVATION**

Areas of unique biological significance should be protected from the impacts of urban...
development. In particular, development should be excluded from areas such as the Aldinga scrub, Aldinga reef and the St Kilda mangroves.

SUSTAINABILITY

Environmental concerns are often viewed as conflicting with economic development, yet there is substantial common ground in their emphasis upon improving productivity and efficiency over the long term. The policies and actions of government should be co-ordinated to ensure the environmental and social costs and consequences of economic activity are recognised.

The concept of sustainable use should be progressively applied in strategic planning for metropolitan Adelaide. Such a concept can be put into practice by:

- increasing emphasis on the intrinsic value of natural, built and cultural environments.
- emphasis on the nature, rather than the amount, of growth.
- formalised recognition of the inseparability of the environment (ecosystems and natural resources) and economics and,
- extending planning horizons to encompass long term environmental requirements.

Most people in Adelaide are well attuned to these initiatives. Adelaide and its citizens can only exist by use of natural resources. More important, people are recognising their responsibility to leave the environment in good condition for future generations. Since many actions taken now will have effects on those future conditions, environmental care is required.

RESOURCE MANAGEMENT

Natural resource accounting should be introduced as an integral part of environmental assessment and, ideally, the public accounts of the state.

To protect the natural environment, it is necessary to assess and monitor its resources. Steps have been taken in recent years by the preparation of reports on the state of the environment.

A system of natural accounts will include a "balance sheet" to account for the stock of natural resources and to show how these resources have been used.

Environmental management should be a task of all government agencies. To give practical effect to the notion of sustainability, government agencies should meet performance standards which encourage more efficient and productive use of resources. These standards should apply especially to the electricity, water supply and transport agencies.

WATER SUPPLY

Current land management practices in the water catchments for Adelaide threaten the quality of Adelaide’s water supplies. The Mt Lofty Ranges should be protected through prohibitions on polluting land uses and, more generally, development control in environmentally sensitive areas should be based on an assessment of land capability. At the same time pricing policies should manage the demand for water and polluter pays principles should be introduced.

POLLUTION

The current philosophy of managing waste and controlling pollution sees these problems as
LAND CAPABILITY

The present system of approval of development applications that are in accordance with the zoning provisions of the Development Plan, may be ineffective in providing on-going land management to prevent environmental degradation.

Planning for land uses can be based on land capability assessments. Land capability is the ability of land to sustain a particular use. This ability is affected by the natural characteristics of the land, including the soils, topography, climate, the intended use and the quality of management of that land use.

Land which has a high capability for a particular use does not require highly specialised management to sustain that use or avoid environmental degradation. The same land, put to a use for which it has a low capability, will require expensive and specialised management to achieve a desirable result. Land capability assessment does not determine what can or cannot be done on land, but indicates how activities on that land should be managed in order to achieve the best results with minimal risk to the environment.

Several types of information are needed for land capability assessment. First, information about soils, topography and the climate of an area. Soil scientists do this by conducting soil description and terrain analysis in the field and then producing soil landscape maps. Second, management options for each land use and land class must be determined. Relevant land users, including farmers, horticulturists, agronomists, soil scientists, town planners and civil engineers carry out this work.

The final step in the planning process is to consider the proposed, or established, uses of land in the light of land capability assessments along with other factors such as economic viability, environmental requirements and social amenity, in order to determine the suitability of the land for particular uses.

Land capability assessment on a broad scale is being undertaken in the Mt Lofty Ranges and the Barossa Valley. It will inform the Government and Councils of the extent to which land in these areas can be put to specific uses and the nature of the limitation associated with these uses.

The selection of suitable land for special projects, the planning of new developments and the management of water supply catchments, will be greatly assisted by improved knowledge of land capability and its application in planning decisions. This approach could provide a sound basis for planning decisions, simpler resolution between competing land uses, a reduction in resource degradation and improved prospects for the maintenance of existing desirable land uses in the Mt Lofty Ranges and Barossa Valley.

separate or distinct from the processes and activities which give rise to them. The costs are often passed on to the general community in the form of a degraded environment. This will need to change if Adelaide is to be a cleaner city in the future.

There should be mandatory limits on discharges to correct immediate problems and prohibit the contamination of land, particularly by industrial or commercial activities. The levels of permitted emissions and waste flows should be reduced over time, with concomitant efforts to improve the productivity and efficiency of the activities which produce the waste and emissions. Industry should be encouraged to identify cost savings as a result of waste and pollution reduction.
STORMWATER AND EFFLUENT

Urban stormwater is currently regarded as a waste product, and is discharged into the sea, with adverse consequences for Adelaide's rivers, coast and underground water supplies. Instead, it should be treated as a valuable resource, and alternatives for disposing of stormwater include ponding, reclaiming the creeks, rivers and natural watercourses in the metropolitan area and encouraging greater use of rainwater tanks for personal and other uses.

The discharge of effluent and treated sludge from sewage works degrades Gulf St Vincent, adversely affecting the economic, recreational and aesthetic potential of Adelaide's coastal waters. Alternative uses for effluent include woodlotting and watering public open spaces.

MT LOFTY RANGES WATER CATCHMENT

The watershed area of the Mt Lofty Ranges supplies about 65% of metropolitan Adelaide's water supply during an average year. In some years this figure may be as high as 90%.

Because of the large investment in the existing water supply system, the existing sources of water will continue to be used well into the future. The portion of Adelaide's water supply which is not able to be supplied from the Mt Lofty Ranges catchments is pumped from the River Murray and discharged into watershed streams. Thus, even in dry years when the majority of water comes from the River Murray, management of activities in the water catchment is important.

The quality of water from the Mt Lofty Ranges catchment is likely to continue to gradually deteriorate as land use activities increase. Poor water quality is evident through micro-biological contamination, turbidity, dissolved organic matter and unpleasant tastes and odours. Water filtration and various other technical means are used to improve water quality. These measures are not always totally effective, so there must also be water quality management to protect the water from degradation at its source. Planning to maintain water quality must be closely linked with land use planning and conservative land management practices.

Harvested water will generally be of adequate quality if land within the catchment is used according to its capability. Improvements in agricultural practices should minimise the amount of organic matter, nutrients and suspended soil particles reaching the reservoirs. Expansion of towns and increases in the number of houses within the water catchment areas will need to be minimised. More effective treatment of effluent through sewage treatment plants, common effluent disposal schemes and septic tanks will be needed to reduce the level of organic matter and nutrients reaching the catchment streams.

Protection of the quality of metropolitan Adelaide's water supply will require greater co-ordination of public and private interests, avoidance of the larger problems created by small incremental decisions over time and a commitment to the careful management of the natural resources of the Mt Lofty Ranges.

The state government should re-appraise its approach to managing stormwater and disposing of sewage effluent. Waste minimisation, recycling and re-use should be encouraged.

ENERGY

Energy conservation should be promoted to reduce the overall environmental impacts associated with using fossil fuels in accord with the Toronto targets for greenhouse gas
emissions recently adopted by the state government. Energy conservation should also be practised to maintain the state’s high self-sufficiency in energy. A range of measures can be implemented, including attention to subdivision layout and improved solar access for houses.

**EMISSIONS**

To avoid nuisance and hazards, industries should be encouraged to progressively reduce emissions which arise from their activities. Options to achieve this are considered in section 4.6.

**HAZARDS**

Development should be located and designed to avoid hazard from earthquake, floods, fire and other natural phenomena.

**ENERGY CONSERVATION**

There are a range of measures which can contribute to energy conservation. These include:

- Encouragement of energy conservation in transport through:
  - higher vehicle occupancy lanes
  - mandated vehicle fuel efficiencies
  - land use planning which minimises the need for motorised travel
  - congestion pricing and demand management
  - training and education to modify driver behaviour

- Encouragement of energy conservation in residential uses through:
  - mandated efficiencies in building design and construction
  - use of high efficiency appliances
  - better planning of sub-divisions

- Encouragement of energy conservation in industry and commerce through:
  - high efficiency lighting
  - mandated efficiencies in building design and construction
  - cogeneration of power
  - high efficiency motors
  - energy management systems

However, more detailed examination is required before specific measures can be recommended.
STRATEGIES

Figure 4.19 Metropolitan Adelaide - Conservation Strategy
4.6 ECONOMICS

INVESTMENT

Strategic planning should co-ordinate government policies and activities and set clear directions to encourage private investment.

The system of development control should be reformed to minimise the cost to business of complying with statutory requirements, since such costs discourage investment that Adelaide needs for future prosperity. In particular, the time to process applications and receive approvals should be reduced significantly by simplifying procedures, rationalising the development control powers in various state government Acts and improving public sector management and administration. Details of the reforms recommended by the Planning Review are discussed in sections 4.8 and Chapter 5.

Development controls and other regulations should allow a wider choice of locations for business activity in Adelaide because the zones presently prescribed for business activity may not be the most suitable, especially for emerging service sector enterprises. Employment may also be better distributed throughout the metropolitan area if a wider choice of locations is available. However, the adverse affects of activities should still be controlled, especially as they affect residential areas. These changes imply less reliance on zoning as an instrument of planning, and a greater application of performance standards.

EMPLOYMENT

Access to employment and its distribution throughout the metropolitan area are important factors affecting quality of life and standard of living. Therefore the transport system must ensure mobility within Adelaide so that employment, goods and services are accessible. Strategies to achieve this are discussed in section 4.4.

At the same time, efforts to provide a greater range of employment opportunities close to where people live are required.

CONTROLLING ADVERSE IMPACTS OF ACTIVITY

Everyone imposes some costs on our neighbours at home and at work. These "spillover costs" are commonly extra noise, dust, or traffic and the system of zoning attempts to control the worst of these by separating most forms of business, particularly industry and manufacturing, from residential areas. But there are other ways of dealing with the problem, and these include:

- specific compensation for those who suffer the spillover costs
- better design. For example, better siting of access points to sites and buildings, the location of plant such as compressors and air conditioners, the use of materials, screens, landscaping etc to cut down noise and other emissions
- performance standards to control emissions and hazards etc. Such standards should set a goal or target but not specify the particular method by which it should be achieved; the owner or occupier of the land which is the source of the spillover cost should have some flexibility to devise the most cost effective means of solving the problem.

The Planning Review will undertake more work in this area in the next phase of its work programme.
STRATEGIES

TRANSPORT

The ability to move goods quickly and efficiently within the metropolitan area will be one of the most important determinants of Adelaide's economic prosperity despite the dramatic improvements in communications and technology which are likely to occur. The government's role will be to provide the basic transport infrastructure and ensure it is used efficiently.

Recently, the Chamber of Commerce has called on the government to devote more public funds to the road infrastructure, with first priority being a new north-south controlled access arterial road from Darlington to Gepps Cross. Over a period of 30 years, such additions to the road network may indeed be required. However, alternative mechanisms should also be considered, especially given the constraints upon public sector funding. Such alternatives include:

- Developing “intelligent vehicle/highway systems” which integrate advanced surveillance, communications and computer technologies to provide information to businesses and vehicles on traffic conditions. Business would use this information to make better choices about the most appropriate routes to travel, the vehicles to use and the time at which to travel, thereby improving the speed and efficiency of moving goods throughout the metropolitan area.
- Introducing road user charges to control congestion. For example, sensor fitted to vehicles (like scanners in supermarkets) could monitor travel patterns and allow a system of pricing to be introduced based on the use of particular roads (say 5 cents per kilometre travelled along South Road by private cars, to encourage these vehicles to use other roads, thus freeing South Road for commercial vehicles) or travel at a particular time of day (a charge for every kilometre driven during peak hours to encourage off-peak travel).
- Designating certain roads, or certain road lanes for exclusive use by commercial vehicles such as trucks and vans (similar to the existing bus lanes) thereby expediting their travel.
- Encouraging an increase in average vehicle occupancy in Adelaide to 2 people per car instead of the present 1.4, which would reduce the total vehicle kilometres travelled by 30%, thereby freeing up road capacity for transporting goods and raw materials.

Each of these responses encourages a more efficient use of the existing roads, rather than simply spending money on more roads. These and similar responses should be explored as a matter of some urgency, given the long lead times to establish new infrastructure. Particular attention should be devoted to the movement of goods and raw materials along the north/south axis through the metropolitan area.

SHOULD WORK BE LOCATED CLOSER TO HOME?

As Adelaide's residential areas grow further north and south, this may mean longer journeys to work or to find work, measured in both time and distance.

There is evidence to suggest this causes problems. Some people are forced to take jobs which are close by but not necessarily best suited to their skills. Many women with children are unable to find suitable employment at all. Some areas of Adelaide have higher unemployment than others.

The Planning Review is examining this issue in more detail to determine how significant it might become in the future. It has important implications for government. For example, should more money be spent on roads or public transport so people can travel to where the work is, or should greater effort be put into encouraging or permitting work closer to where people live?
STRATEGIES

To begin this process, the state government should decentralise a greater range of its functions within the metropolitan area through renting or purchasing office space in regional centres throughout Adelaide, especially where government agencies perform service functions in health, education, and welfare. The existing centres policy should be re-examined since it has largely failed to encourage decentralised employment, other than in retailing.

INDUSTRY LOCATION

Most industries or businesses in Adelaide have a number of places from which they could operate, but for a few industries, the use of a particular part of the metropolitan area is fundamental to their well-being.

Certain geographic areas, such as the metropolitan coast, the City of Adelaide, the Mt Lofty Ranges, the Barossa Valley and the Fleurieu Peninsula are vital to the tourism

TOURISM PLANS: THE METROPOLITAN COAST

The coast is a largely under-utilised community asset used, in the main, for limited seasonal recreation, as a transport corridor (the Esplanade) and for housing along the eastern edge of that road. A tourism plan for the metropolitan coast should articulate an alternative vision: for example, the coast is a community asset which could be available for a much wider range of tourism, recreation and leisure activities, including dining, entertainment, passive and active recreation activities, coastal parks and other such uses. Just as the Torrens linear park has served to revitalise the River Torrens and has dramatically improved its use and amenity for the benefit of the Adelaide community, the metropolitan coast could be "reclaimed" for the long term benefit of the metropolitan community.

The tourism plan would identify the areas of the coast to be transformed (say from Seaclliff to Outer Harbor, or perhaps just to Jetty Road at Brighton) describe the character of the area which is envisaged, including the scope and nature of the tourism activities which will be encouraged and their relationship to other uses. It will identify what changes are required to achieve the vision (ie, close the Esplanade to through traffic, redesign the roadway to allow local access only, revise parking provisions to ensure accessibility, identify areas for commercial development, etc).

Such a plan would identify responsibilities for state and local government, including a time frame for actions, and establish a clear framework within which private investors can operate. It will afford far greater scope to create a viable tourism industry and at the same time, manage one of Adelaide's most significant and distinctive natural features.

CLUSTERING

Clustering is not a new idea. Some existing examples are shopping centres, and certain streets such as Hindley St (entertainment) the Parade (retailing) Gouger St (restaurants and cafes) and Gilles St (backpacker accommodation). As these examples illustrate, clustering often occurs on a small scale with relatively little guidance. But other, larger scale clusters such as Technology Park, Science Park, and Waite Agricultural Park are the product of specific planning initiatives.

Planning will need to be attuned to possibilities for new clusters so that Adelaide can prosper. For example, there are already a large number of motor vehicle repair businesses in Edwardstown. Policies dealing with advertising, parking, storage of hazardous materials and waste disposal should be re-examined to consolidate this grouping and establish the area as a centre for this activity in Adelaide.
Barossa Valley and Virginia Plains
- Viticulture and Horticulture
- Regional tourism plan

Proposed Multi Function Poles
- Information technology
- Education
- Environmental management
- Health Services
- Media

Transport Hub
- Retain strategic location of airport
- Export and freight handling
- Competitive port facility
- Road/rail/sea/air interchange

Western Region
- Revitalise manufacturing
- Performance criteria to reduce conflict

Metropolitan Coast
- Regional tourism plan
- Accommodation and aquatic activities

Southern Region
- Development of employment opportunities
- Science based research and development
- Service industry

Central Business District
- Continuing major focus for commerce, administration, culture and retailing
- Tourism and entertainment

Northern Region
- Technology based industry
- Greater Levels development

Regional Centres
- Service industries/entertainment
- Commerce/offices
- Employment generation
- Retailing

Hills and Southern Vales
- Horticulture and viticulture
- Regional tourism plan

Figure 4.20 Metropolitan Adelaide - Industry Strategy
industry. Therefore tourism plans should be prepared for these regions and be included in the Metropolitan Strategy to guide development control in these areas.

Similarly, the operations of several quarries in Adelaide are under threat as houses move closer to their boundaries. Such conflicts between quarries and housing should be resolved through prescribing appropriate buffers and performance standards.

Some businesses perform better if they are located close to other firms in the same industry, firms using the same inputs or resources, or firms serving the same markets. These businesses tend to cluster or locate close to each other. Planning policies should actively encourage the clustering of firms since this will make them more profitable, and may allow more efficient use of land.

Furthermore planning should encourage the regeneration of the inner south western suburbs, the western suburbs and the Port Adelaide area as centres for manufacturing activity in Adelaide, by providing an integrated set of policies on land use including the re-use or re-cycling of vacant or under-utilised sites, environmental standards, the provision of transport and other infrastructure, and parking and site access. Given their central location and the considerable public and private investment in manufacturing infrastructure in these regions, it makes sense to foster manufacturing in these areas, rather than abandon them entirely to new "greenfield" sites. These plans to revitalise manufacturing should be linked to the proposed Multi Function Polis.

SERVICES

The main difficulty facing Adelaide in the provision of services is that fewer funds are available, especially from the Federal Government. The situation is intensified by the higher costs of services and the high cost of finance that is required to provide those services. As well, standards and demands for services will increase as the population ages and as declining household size leads to increasing demand for housing and metropolitan expansion.

Because of the above a critical strategy for the provision of services is to link land use and financial planning through a Strategic Plan. If such a proposal is achieved it will be possible to better determine the full implications of successive changes to land use plans on Government costs and budgets.

All aspects of infrastructure planning should be determined centrally by State Government with a view to good asset management. Chapter 2 described the strong role of State Government in the provision of expensive area-based network services such as water and sewer, roads and public transport. This is not the case interstate where local councils have a greater involvement in the provision of such services. As well, in South Australia, considerable work has been undertaken on the issue of asset management and replacement. That work provides an instrument to assess the costs of necessary replacement and maintenance of existing infrastructure. A system of total asset management would allow for priorities in services provision across both new and old services.

In a climate of declining funds for service provision and increasing standards for such services, it is inevitable that competing demands will exist. Although the major difficulties in provision of infrastructure are primarily for housing, competing demands will also occur from other sectors of the economy. The standards that are set for service provision, usually by central bureaucracy, are critical in that regard. It is therefore important to define
level of service criteria for housing allotment services.

One means of establishing priorities is to define growth and no growth areas. In particular, there are considerable opportunities in concentrating growth within areas already provided for. Conversely, it is clear that services should not be provided in areas that are either too expensive or should not develop for environmental or other reasons.

It will be necessary to resolve the Multi Function Polis service requirements. It is likely for example, that this project will require a rapid transport link between Port Adelaide and the city. Other expensive area-based network services such as roads, sewerage water supply and stormwater drainage will also need to be carefully worked out. Work to fix the degraded site at Gillman has been estimated to cost around $720 million.

Given the competing demands described above, it will be important to encourage technological innovation in services provision. Over the next 30 years advances in the means for providing services are likely to have a considerable impact on the costs, standards and maintenance of services. Rather than apply these innovations as they occur, it may be preferable to establish administrative arrangements within Government that actively seek out and test opportunities in technological innovation.

Any means of reducing the need for expensive area-based network services will be important in future. One way of doing so would be to encourage the private provision of services for each house. For example, if each house was equipped with a rainwater tank and was designed to re-use shower water for the garden, the requirement for supply would be reduced. If houses were also provided with underground gravel filled trenches to act as a rainwater tank overflow and the amount of stormwater piped to the street was reduced, the size and cost of drainage systems would be substantially reduced and the garden would not need to be...
watered as much. If large trees were planted close to stormwater overflow trenches, stormwater would be taken up by the root system and released to the atmosphere, again reducing the demands on the stormwater drainage system.

Stormwater management is a priority for a number of reasons explained elsewhere in the report. Drainage will become more difficult as development takes place on the North Adelaide Plains. Increasing environmental standards should, and will, be applied to discharge particularly to the sea. Considerable opportunities exist for reuse and pollution control which have implications for land consumption and open space requirements. Some councils are facing problems in the provision of drainage which, if left unresolved, will have significant implications for the development of Adelaide and housing affordability. Finally, there are several catchment issues that are compounded by inappropriate administrative arrangements across council boundaries.

The management of stormwater drainage should be co-ordinated at State Government level with strong Local Government participation. One suggestion is for a Metropolitan Adelaide Stormwater Management Authority administered by the Engineering and Water Supply Department where most work on reuse of stormwater as a resource is being undertaken.

The findings in Chapter 2 demonstrate that some services are particularly important. Emphasis should be placed on transport services because the transport network in metropolitan Adelaide is the most critical determinant of urban form and requires priority in terms of the social consequences of outlying areas with low employment levels and poor accessibility.

Transport planning requires much closer linkages to land use planning than currently exist. This should include an assessment of transport infrastructure demand and its management. The implications of the dominance of the City of Adelaide for public transport should also be considered.

COST SHARING

Competing and increasing demands for services, coupled with a general decline in the level of funding for such services has given rise to problems in the equitable sharing of costs and services. The majority of expensive services are provided directly by State Government, with the remainder of the major infrastructure provided or maintained local government. In either case the mechanism for funding through central taxation, grants to the states and allocation to service agencies is a mechanism that automatically subsidises certain areas of Adelaide and sections of the community.

A part of those subsidies, particularly those for new area development, are recovered over time through the prices and rates applied to the service. As the responsibility for provision shifts between Federal, State and Local governments and private sectors, it is important that the inherent subsidies are not inadvertently distorted.

There are several ways to protect the desired arrangements. A common method is to recognise that land values increase when land is zoned for development. The increase is often referred to as ‘betterment’. A good means of recovering the costs of services is to capture the betterment that is created through zoning areas for development and apply that betterment to the cost of services.

To a large extent this has occurred in South Australia through the operations of the South
Continue fringe growth to ensure affordable housing. Slow rate of fringe development by greater concentration on urban consolidation. Stress good design in residential development particularly for energy conservation.

Create high occupancy vehicle lanes on major arterials to make better use of private cars.

Develop MFP site at Gillman

Provide more flexible location for manufacturing industries.

Re-use stormwater and rehabilitate creek system as recreational asset.

Improve character of suburbs through better design and protection of heritage.

Improve security and encourage diversity of suburb character.

Diversify public transport to better serve local areas (ie. minibuses, taxis, hire cabs).

Redevelop regional centres to broaden activities and employment base.

Nature conservation areas include Hallett Cove, estuaries, mangroves and Aldinga scrub.

Protect viticulture in Southern Vales.

Protect viticulture in Barossa Valley.

Improve suburban areas of disadvantage through services and facilities.

Develop consolidated housing in middle ring suburbs, especially vacant land and near centres.

Concentrate conventional public transport on rapid transit between large multi-purpose centres.

Conserve energy in urban development, use of buildings and transport.

Protect Hills Face Zone escarpment, ranges and coastal landscapes.

Improve north-south freight transport by demand management.

Disperse service industries to provide employment near home.

Figure 4.22 Ideas for Adelaide
Australian Urban Land Trust which purchases land in advance of development, derives the betterment from the rezoning of that land and applies the profit to some infrastructure costs either directly or through joint ventures in areas such as Golden Grove. One possibility would be for SAULT to pay for a higher proportion of infrastructure costs. Such a proposal would infer that developer contributions would be required in areas where the betterment through rezoning has been captured by developers.

In spite of the above, it is unlikely that betterment will be able to pay the full costs of services to areas that are being developed or redeveloped without adversely affecting the reasonable subsidies that now apply. If a greater proportion of the costs of services is to be recovered two basic means are available.

**Infrastructure costs could be recovered by an increase in charges and prices for the service or by a new levy on development.** The Review will research this issue in further detail. In either case the cost recovery should be undertaken centrally according to an agreed plan, and not separately for each council area or new development area as has occurred in other states. That practice has led to inconsistency and a considerable degree of uncertainty.

Local government now has responsibilities for stormwater management and other infrastructure, and some existing charges are placed on developers. However, the State Government provides for primary services and there is no apparent need to establish a services fund as has been done elsewhere.

**4.7 PLANNING AND SYSTEMS**

- Strategic planning should be a central function of State Government. The links between land use, financial and other planning should be established in a strategic plan in order to achieve the maximum beneficial change in metropolitan Adelaide that could result from Government intervention and assistance.

**Government agency activity should be co-ordinated centrally through the strategic plan in order to implement “whole of Government” strategies.**

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**NORTHFIELD - STRATEGIC PLANNING & DEVELOPMENT**

The importance of the site lies in its potential for better use. It also represents a significant financial asset for the state, from which a sound financial return is expected.

A strategic approach to the planning of Northfield has:

- involved various government agencies and the local council in the assessment of the site;
- identified it as a key urban consolidation opportunity, very close to the Adelaide CBD and surrounded by good infrastructure and services;
- explored new financial relationships between government and the private sector;
- integrated economic, social and environmental considerations in the design of the project;
- provided for benefits to be distributed onto adjacent suburbs;
- staged the project over a number of years to allow flexibility and innovation as it proceeds.

The Development Plan is silent on all of these matters and will only be relevant in individual applications for development approval.
The strategic plan should provide short run certainty, while allowing for long run flexibility in the achievement of broad visions.

It should emphasise the roles and responsibilities of various levels of the Government and the private sector. It should make recommendations on agreements for action by each party.

The strategic plan should be updated at least every three to five years aligned to budgets in the way described in section 5.10. Alterations resulting from unforeseen change are envisaged between strategic plan reviews.

It should directly influence plans such as the development control plan and the many other statutory and agency policy documents of Government (examples include the E & WS “connections” booklet, pricing policies and action programmes.).

It should be practical and oriented towards specific actions, policies and projects.

CONCLUSION

This section sets out the context in which planning, building and development control will be exercised in future.

It advocates an extension of the current co-ordination functions of the Cabinet Committees, State Development Executive and Urban Development Co-ordinating Committee to provide true strategic planning for Government action and as a framework for local policy formulation and the control of development.

The basic strategic planning premises are that:

1. There will be an overall strategic plan for the metropolitan area, encompassing the vision for Adelaide to 2020.

2. Government actions, whether as entrepreneurs, facilitators, service providers or regulators, will be directed to attainment of the objectives of the strategic plan.

3. Control of the many aspects of planning, building and development will be exercised only to the degree that a clear purpose is being served.

4. Control systems will be reviewed at regular intervals in the light of the Strategic Plan.

5. Policy at all levels of Government will be similarly reviewed regularly, including the Strategic Plan itself.

6. Statutory plans will be tailored to the requirements of the legislation that applies them. Statutory Plans are to be derived from and consistent with the Strategic Plan, within the constraints of practicability and flexibility discussed later.

The following section sets out the effect of this approach on the legislative and procedural framework for development and planning for it.

4.8 PLANNING AND DEVELOPMENT CONTROL

LEGISLATIVE REFORM FOR USERS

A single point of entry to the control system should be established. If planning approval is required, this point of entry should be the planning authority, usually the local council or the South Australian Planning Commission. The planning authority should be aware of any other approvals or referrals that may be required for the proposal, and advise the applicant accordingly.
The legislation could enable a person to seek outline approval to a proposal. A mechanism could then be established to allow a subsequent, formal application to be dealt with more readily by the system. This would allow a potential developer to gauge the government's initial response to the proposal and assist with project planning.

The various Acts, regulations and administrative practices that control development should be rationalised and simplified. The reforms should initially provide for common, unified procedures to overcome the problems currently experienced by potential developers. More extensive reform should be undertaken by the various State agencies to achieve maximum legislative integration.

An applicant should not have to satisfy two planning authorities of the planning merits of a proposal. One planning authority should be considered to be sufficiently responsible to control each class of development. This would still allow an application to be referred to the other authority for inquiry and report if necessary.

PLANNING AUTHORITIES

There is a need to review the division of responsibility between the South Australian Planning Commission and local councils. The aim is to establish a clear, simple division of responsibilities.

The approval system within government should be unified. Some local councils have already adopted, through administrative action, a virtually unified system. A proposed developer should be able to lodge only one application form and expect to receive one complete answer as to whether or not the development is approved.

To give that answer, the planning authority would have taken into account the planning, building, health, environmental and other factors that are relevant to the various legislative controls, including decisions of other agencies, where they are required. To this end, the relevant legislation and subordinate legislation should be amended to ensure that one application can be used. In all other respects, unification should be able to be implemented through administrative action.

The Acts and regulations could be amended so as to allow standardised procedures for dealing with any application. The aim would be to ensure that:

- trivial or ineffective procedural steps are eliminated;
- complex procedures are simplified;
- an applicant does not have to undertake any task more than once; for example, give public notice of the application for development, and
- a degree of flexibility is available to allow some procedural steps to be waived or additional procedural steps to be included.

The legislation should include provisions that would enable any controlling authority to delegate relevant powers in appropriate cases.

The various controlling authorities should be required to indicate their position on an application with prescribed time limits. If a decision was not made within the relevant time limit, the legislation could provide that the authority would be taken to have approved the application or otherwise dealt with it. In an appropriate case, such as a decision needing subjective judgement, the authority would be taken to have rejected the application and thus activate any appeal rights.
This recommendation is especially important as there is little use in having a unified system if one element can cause indefinite delay. A longer period might be required under some Acts. The relevant Minister could be empowered to extend the time limit in an especially difficult case.

Linked to the preceding recommendation, the controls could allow for flexibility in appropriate cases. This could be "built in" by appropriate legislative provision.

STATE GOVERNMENT IN DEVELOPMENT CONTROL

The state government should be involved in direct control of development only where:

- the proposal is of such importance as to require EIS procedures;
- aspects of the proposal require approval under an Act or Acts that must be administered by a state agency;
- there will be development by any level of government;
- the site of the proposal is outside any local government area; or
- the site of the proposal is a designated area of state significance.

Where development is subject to EIS procedures, the relevant planning authority should be the Governor.

Where development is proposed by any level of government; or the site of the proposal is outside any local government area; or is a designated area of state significance, the relevant planning authority should be the South Australian Planning Commission or a similar body.

Where approvals or agreement of state agencies are required, the application should be referred to a new state co-ordinating body. That body would be responsible for ensuring that the appropriate state agencies consider the application, and co-ordinating and controlling the state government’s response.

The state co-ordinating body could be the point of entry to the system if no local government approval was required.

The state co-ordinating body would also, under a system of strategic planning, assist in the task of co-ordinating government agency programmes, including the development initiatives often referred to as ‘major projects’.

The proposed steps to establish a state co-ordinating body could be taken administratively. The body would have the following functions:

1. To receive referred applications from planning authorities to which development applications have been made.
2. To refer the application to the relevant government departments and agencies for comment and, if appropriate, whether or not they will approve the development.
3. To ensure that the relevant government departments and agencies respond within the allotted times.
4. To resolve any disagreements between the various departments and agencies and to ensure that the state government response is appropriate, balanced and cohesive.
5. To co-ordinate state government agency development programmes including those allied with private sector initiatives and those of local government.
STRATEGIES

6 To liaise, where necessary, between the applicant and any relevant government department or agency.

7 To examine any proposals for the introduction of a new control and to assist in the rationalisation and simplification of existing controls.

8 To provide advice in relation to proposals for development.

9 Generally, to take an interest in the orderly, efficient and effective progress of appropriate developments within the State.

No investigation has been undertaken into the cost of such an office, but it could, if given sufficient status and properly organised, create savings and lead to efficiencies in the many agencies that assess development proposals. Further savings would be achieved as the various legislative controls were rationalised and simplified. Finally, part of the fees payable by the applicant could be put towards the costs of this body, rather than all going to the planning authority as is now the case.

REMOVAL OF UNNECESSARY LEGISLATION

As a necessary and fundamental part of the reform of the legislation, any overlapping or otherwise unjustifiable control should be eliminated. This could be done pending a more extensive review of the legislation. The ultimate aim would be to impose the minimum number of restrictions.

In particular, approval of a controlling authority is often required before a certain activity can be undertaken. Alternative approaches should be considered. Depending on the circumstances of the particular case, these could include -

- providing that the matter must be subject to approval by one agency only. Requiring that agency to refer the matter to other relevant agencies for comment. Any concerns or issues raised by those other agencies could be incorporated as conditions to the more general approval;

- developing more effective codes of conduct to set appropriate standards on an industry by industry basis. This would encourage and facilitate a degree of self-regulation. Provision could still be made for controls, but these would only be used in cases involving a breach of a code;

- setting out various cases that could "trigger" controls. This would be appropriate where the relevant activity does not require control unless a particular state of affairs develops. A successful example of this approach is in the Public and Environmental Health Act, 1987.

Each piece of relevant legislation should allow regulations to be made exempting prescribed classes of development from the operation of the particular control mechanisms. Legislation should also allow the controlling authority to grant specific exemptions on a case by case basis. This would give scope for greater flexibility, help to remove controls in appropriate cases, and lead to greater responsiveness in the system. Such exemptions could be given subject to conditions which could be prescribed by regulation or specified by the controlling authority.

Most of the reforms mentioned above could be undertaken within the existing system of controls and without further review of the fundamental policies and structures on which controls are based.

While it is beyond the scope of this report to determine whether a particular control should continue or be removed, or what form a particular control should take, it is possible to
STRATEGIES

make some broad observations that are relevant to the existing controls with a view to achieving further rationalisation and integration.

One mechanism to help legislative integration is to **group the various controls according to common purposes.** An example of highly developed integrated legislation is the New Zealand Resource Management Bill. This legislation brings together various controls relating to the management of natural and physical resources. Similar measures could integrate the controls relating to: (a) amenity; (b) heritage; (c) land use; (d) water and soil; (e) energy; (f) coastal and other special areas; (g) noise control; and (h) air pollution control. Such a measure would help to integrate conservation with planning and development control. It could lead to major simplification and rationalisation of the legislation.

**MAJOR PROJECTS**

The implications of the proposed system for major projects are that the current confusion of roles for a state agency would be clarified. The state, as proponent of a development that falls outside the planning guidelines, would be able to separate its entrepreneurial and regulatory functions.

**An essential condition for that to occur is the availability of a relevant Strategic Plan.** That plan could be used as a guide to the general acceptability of the proposal.

**APPEALS AND ENFORCEMENT**

There are many appeal and enforcement systems in existence that may affect a single development.

In circumstances where appeal rights exist under the Planning Act they commence with an appeal against a council or SAPC decision, to the Planning Appeal Tribunal and then to the Land and Valuation Court (LVD), the Full Court of the Supreme Court and, ultimately, to the High Court.

In addition, the Supreme Court exercises its supervisory jurisdiction by way of judicial review on questions of law over the planning authority and the inferior courts and tribunals.

In the City of Adelaide, appeal rights are limited to the City of Adelaide Planning Appeal Tribunal, but a disappointed party has the right to seek judicial review by the Supreme Court of a determination by that Tribunal.

A variety of courts is presently charged with enforcement of the provisions including:

- civil enforcement procedures to ensure compliance with the Planning Act in the District Court;
- the Magistrates Court to penalise breaches of the Planning Act and Building Act; and
- Building Referees determining disputes under the Building Act.

There are actual cases which highlight the potential for a single development application to result in a number of legal actions. In such examples legal issues arise which are not able to be dealt with by the appeal body considering the planning merits of the development. Therefore, the legal issues have to be removed to the Supreme Court or the High Court, before returning to the original appeal body for determination on the merits.

A question of jurisdiction can arise and be determined by the Tribunal hearing the appeal on the merits but, where the Tribunal cannot determine the jurisdiction question, the costs resulting from lengthy litigation can be great.
The delays caused by the system of separate and different courts and tribunals can also be illustrated by considering the usual course of civil enforcement proceedings under the Planning Act.

Civil enforcement in development matters is dealt with by the District Court. In practice, when a council seeks an order against a person who is in breach of the Act because no planning approval has been obtained, he invariably then makes the relevant application, for that approval.

The enforcement proceedings in the District Court are then adjourned to enable the application to be dealt with and any appeal arising from that to be resolved in the Planning Appeal Tribunal. Only then would the matter continue in the District Court and this could be many months later.

Thus, a multiplicity of possible appeal systems results in greater costs to the parties and to the community through delays and the length of time taken to finally resolve development appeals.

A properly constituted and integrated single combined appeal system with:
- jurisdiction to determine legal and merit issues;
- enforcement and prosecutions to be considered and determined at the one time; and
- limited avenues of further appeal;

would reduce costs and delays and result in substantial reduction in the utilisation of expensive resources in the long term.

BUILDING ACT

The system of appeals to referees pursuant to the Building Act has been generally successful. However, quite difficult questions of law can arise before referees who are not trained to resolve them. There is no scope within the Building Act for referees to refer such questions to a Court for determination, although they may seek the advice of the Crown solicitor in those circumstances.

There are two options available. In the first, an appeal could be instituted with the Court, which can direct that, where no questions of law arise, the appeal be heard by referees sitting alone or, where questions of law arise, the matter be heard by a Judge sitting alone or with referees. The other alternative is to leave the system essentially as it is but to give the referees the power to refer questions of law to a Court for determination.

In referring a question of law to Court, it would be inefficient to require the Judge to hear argument, resolve the question of law and hand down a determination be considered by referees. It would be preferable to have the whole dispute heard and determined by the Judge sitting together with the referees. Provision should also be made to enable the parties to have the appeal dealt with on written submission only.

CONCLUSION

The strategies in this chapter are the initial suggestions of the Planning Review for inclusion in the proposed Strategic Plan. They are presented for public comment, which can be expected to modify them prior to their adoption.
5.1 INTRODUCTION

This chapter diverges from the structure of the report to date. It does that because it addresses ways of implementing the goals and broad strategies set out in chapters 3 and 4.

The policies that flow from those goals and strategies are either existing current policy references or, where they diverge from that framework, have yet to be derived. Hence, little is to be gained by restating the broad strategies in an alternative form before they have been accepted by the community.

In place of sections entitled ‘community’, ‘environment’ and so on, this chapter addresses the implementation of strategic planning, its statutory expression, enforcement, dispute resolution, and the administrative and organisational arrangements which might be needed. Hence, it is the logical successor to sections 2.8, 3.8 and 4.8 that precede it.

This chapter has strong links to each of the others. The most obvious links are with the strategic planning sections, as they set the framework for the topic of implementation.

Implementation is linked to each of the policy matters by virtue of being the mechanism of their application to the real world. In addition, the type and form of implementation and control is a policy matter in its own right.

In general, the suggested proposal for a planning and control system is compatible with any foreseeable policy framework. The current early stage of development of the system means that it can be adapted to suit the policy outcomes of the consultation on the other chapters.

There is an assumption that strategic planning capabilities will be considerably strengthened at State Government level, that there will be an increasing but not necessarily co-ordinated interest in urban development by the Commonwealth Government and that councils will continue to develop both planning and development control functions.

It is also assumed that those functions will apply throughout the state. The rationale for the separate City of Adelaide development control system now appears to have gone.

If we are to adopt an interactive, comprehensive and flexible strategic planning system as a basis for development control, it will need an equally dynamic system to monitor and evaluate the results. Much of the gathering of information has already been carried out, but so far there has been little coordination of its collation and analysis.

A repetitive process of examination of current development legislation is envisaged, removing redundancies and duplication, improving the desired content and amalgamating it, if possible, with the overall planning legislation.

The initial review includes the Building Act, parts of the Real Property Act, the City of
Adelaide Development Control Act, the Heritage Act, the several environmental protection Acts and the development control provisions of enabling Acts for the service agencies.

It will be noted that, consistent with the strategic planning approach, these proposals are describing a process, which is goal oriented.

Strategic Planning will be done by:

- developing a broad vision for the future direction of the state’s and city’s development.
- listening to the views of other participants, which include federal and local governments, community and environmental groups, service providers, developers and builders.
- deriving, and refining through public discussion, objectives and broad strategy for attaining the vision. These together form the “strategic plan”.
- translating these, by a similar process, into statutory plans for the control of development, which will also contain relevant technical standards and codes.
- reviewing the strategic plan at regular intervals, to maintain an active and dynamic view of the future.

Characteristics of this process include:

- it is responsive to change in actual circumstances, allowing plans to adapt accordingly.
- the time horizons of various components of the plan can be altered to suit the degree of certainty of each component. (some will be shorter term and firmly committed, others long term and uncertain).
IMPLEMENTATION

- the degree of certainty of plans can be fixed in their implementation through the several action and control measures that flow from the strategic planning process.

The goals advocated for the planning system, derived from the earlier chapters, are:-

- strategic planning at a comprehensive level, applying to all aspects of development;

- a strategic plan setting out the State Government’s goals and strategies for development of the State and the metropolitan area in particular;

- development control exercised in keeping with a statutory plan derived from the strategic plan but incorporating all the compromises, checks and balances necessary to ensure its acceptance by all sections of the community;

- harmonized and, where practicable, integrated control of all aspects of development;

- a gradual and rational reduction of separate legislative instruments of control from the current large number;

- integration of environmental and planning matters to the fullest possible degree;

- recognition of the diverse and complex nature of a well-informed society by provision for proper public participation in the decision-making process;

- an accessible, straightforward, timely and fair appeals system for the resolution of disputes;

- a remedial enforcement system integrated with the appeals system and sharing its characteristics;

- use of electronic communication and data management as the key to quick and effective decision making.

LOCAL STRATEGIC PLANNING

The logic of strategic planning follows for councils as it does for State Government. Its application in this field should, therefore, be encouraged by the Review and the government.

In a strategic planning system, plans generated at the local level will be either:-

(a) strategic; or
(b) statutory

Local strategic plans can be made administratively for councils’ internal use or, if desired, not at all. They could cover the whole range of council functions or relate solely to policy for development. They will be considered no further by the Review, but there is a clear role for the State to promote their use by other levels of government and to educate people of their advantages.

Statutory plans developed locally will be part of the development control plans. They will be initiated and authorised as described in section 5.5.

STRATEGIC PLANNING AND PRIVATE ACTIVITY

By its nature, private development is opportunistic and unco-ordinated. It is driven by the potential for economic gain in the satisfaction of the needs of its user.

A myriad of decisions lead to the identification, commitment, design and construction of each project, be it house additions or a central city office.
Strategic planning has two things to offer private development activity:-

- A better environment of co-ordinated government support in which many, if not most, of the conflicting requirements are resolved.

- A more sensible regulatory framework with clearer plans indicating with more certainty the forms of development that will be encouraged or allowed.

5.3 LEGISLATION AND AMENDMENT

INTRODUCTION

The aim is for a simple procedure for control that is responsive to needs of the users, who are applicants and other people affected by a proposal.

Therefore, it is proposed to have a single point of entry to the system and to co-ordinate the control functions of all agencies.

That can be done;-

- administratively,
- by procedural change, or
- by integrating legislation

The methods outlined above are not mutually exclusive, each having advantages in certain circumstances. Hence, it is proposed to employ all 3 methods. The earlier sections indicate that there is some scope now to integrate legislation, including Planning, Building, City of Adelaide Development Control and land division under the Real Property Act. Others can follow in due course, such as the environmental protection Acts.

CONTEXT

There is an evident and on-going need to control development, on the evidence and argument from previous sections of this report. There is also a strong interrelationship between private (controlled) actions and government (directed) actions.

It is not just the form, function and purpose of development that is affected by strategic planning, but also its timing. The application of control to timing is limited - but timing is important for government actions for the supply of cheap housing land and, perhaps, in other fields which have proven problematical with respect to boom-and-bust development cycles.

Government development control can't force development to happen. Therefore, development policy should recognise the fact and not set targets for any desirable forms of development, especially as policy may not reflect demand for the product of that development.

Policy with respect to development control is not necessarily the same as strategic policy. The uniform application of overall policies to disparate areas produces unnecessary conflict, often poor results and on ‘greenfields’ sites may produce monotonous regularity.

In any control system, there must be room for different areas to develop different character - there is a need for diversity in all parts of urban structure.

On the other hand, many technical matters such as material specifications for building materials, can be controlled rationally in the same way everywhere. These requirements can be accommodated by reference to national or international standards and codes.

The system should always aim to do things the simplest way, as long as fresh beneficial thought is not excluded from being applied.
IMPLEMENTATION

This aim leads to the use of ‘performance standards’ for controlled aspects of development, with ‘deemed to comply’ provisions to cover everyday practices.

For ease of use, it is better if the procedures used in the system do not vary more than they have to (see 4.8) This aim will affect the form and content of the statutory documents which are used to implement the system.

For example, use of ‘performance criteria’ with ‘deemed to comply’ provisions removes the rationale for ‘permitted’ procedures under the Planning Act. A beneficial effect of that change is that it would eliminate existing procedural decisions which are not clear in their application.

LEGISLATIVE STRUCTURE

Development has diverse characteristics that require statutory control. Many of those characteristics apply not only to development but also to ongoing activities. Often, statutory control extends to management of those activities.

Sometimes, prescribed management of those activities is a condition of development.

Currently, legislation is divided by topic. For example, the Noise Control Act is a single-purpose Act and it applies both to development assessment and management of activities. There are about 107 such Acts affecting development.

The Planning Act concerns itself only with development, except for its control of use of outdoor advertisements, and covers a large number of the topics also covered by other Acts. There is scope for rationalisation of these overlaps, but it won’t be easy to implement.

The proposed structure is designed for:-

- eventual integration of as much of the development control legislation as is practicable;
- simplicity of structure;
- relative ease of introduction;
- flexibility to meet unforeseen needs in future; and
- ease of application and review of policy.

The intention is to integrate the various Acts that affect development control as far as practicable. Its attainment will be limited by the degree to which it is practicable to excise development control provisions from legislation covering topics that extend beyond it.

The development control functions of the relevant 107 Acts of Parliament vary enormously in their scope. There is a number which have an obvious and major effect and for which development control is the primary task. They are obvious possibilities for amalgamation. They include:-

- Planning Act;
- City of Adelaide Development Control Act;
- Building Act;
- Land division provisions of the Real Property Act;
- Heritage Act.

The nucleus of a new Development Act could be formed from these provisions.

To accommodate the diverse nature of the policy references needed to control the aspects of development, and to enable further references to be made in future, it is essential that the Act has an open structure, similar to that of the current Planning Act. Hence, the Act itself should -
1. Define the matters to which it refers (development);
2. Set up an administrative structure and specify responsibilities for it;
3. Set out procedures and provide for enforcement, appeals and exceptions; and
4. Provide enabling powers for adoption of policy references.

It should leave the manner of its application in particular circumstances to subordinate legislation, with regulations and schedules.

In that way, it should be relatively simple to extend the application of the Act to other aspects of development control through a process, of amendment of the subordinate legislation and the statutory policy references, which incorporates a satisfactory degree of public participation.

**Frequent amendment of the Act itself should not be necessary** therefore, although, as the Act is increased in scope it would be necessary to amend the individual Acts that now cover the topic. Each proposed addition could be considered on its merits and a decision made on the most desirable form of the legislation from the viewpoint of ease of use.

It is likely that, as the goal of a simple interface for the user is approached, the subordinate legislation will itself become more complex. Attention will need to be given to maintaining legibility of the regulations and schedules, the lack of which is a major stumbling block in the current system.

**AMENDMENT**

The basic method of suggested amendment of the current legislation is set out above. Specifically, all policy amendment requires input from those affected by it. This means public exhibition of proposed revisions of legislation and policy (plans). That is substantially the case now, but some Acts, like the Heritage Act, do not have a formal avenue for it to occur.

In contrast to strategic plan revision, the revision of statutory matters needs to be rigorous; checks and balances must be preserved and the distributive effect on rights and privileges recognised. Consequently, revision of statutory matters is relatively slow and tedious. Nevertheless, the responsibility for its acceptability rests with the Government and Parliament.

**5.4 PARTICIPATION**

Public participation in decision making has been recognised as a fact of life by the Review. The evident demand for their views to be heard and considered arises from all sections of the community. The recommended approach to public participation in planning and development control is based on the following observations:-

- Statutory participation provides a manageable channel for accommodating public participation.
- Participation takes time and therefore imposes costs, often on the developer.
- Statutory participation is most effective in channelling comment if it has a wide franchise.
- People acting for ulterior motives can use statutory participation processes to subvert the purpose of the control.
- That subversion can be controlled by restricting the circumstances in which participation can take place.
**IMPLEMENTATION**

- There is no practical nexus between participation and the right to appeal, but the requirement for public notification established by the Planning Act is tied to appeal rights. Hence, to restrict the latter, the former has been unreasonably restricted.

- A balance must be set between the recognition of individual wishes and the efficiency of the control system.

The appropriate degree of participation will vary according to the particular subject of control. As a general guide, control policy and decisions that relate to matters that are of a technical nature can be expected to have a low input of public comment, while those of a subjective or highly value-laden type can be expected to be exposed to a high degree of public scrutiny.

It is expected that the application of those principles to the proposed new system would result in statutory opportunities for public participation similar to those that currently apply. Hence, planning decisions on development applications could be expected to be the subject of more notification and comment.

### 5.5 PLANS AND POLICIES

#### STRATEGIC PLAN

The Strategic Plan, with the role set out earlier in this report, would express all state policies for development in the form of objectives and broad strategies - the environmental, social and economic policies as set out in other chapters. None of those objectives and broad strategies are to have any function as a statutory reference except as described below in relation to 'major projects'.

The functions of the proposed Strategic Plan are as follows:-

1. To act as guidelines for statutory plans.
2. To provide a framework for government agency plans.
3. To act as a guide in development control to the acceptability of proposals not envisaged in statutory plans (so-called major projects).

The Strategic Plan would be produced by the following process:-

1. drafted by government - in the light of contributions from agencies, commissioned specialists and public views.
2. checked by public consultation.
3. amended by the responsible Minister.

The Strategic Plan would be authorised by the Governor. It would be kept under constant review, with maximum time intervals set for its review, to correspond with the degree of certainty of its subject matter and the lead time to implement it.

The Strategic Plan would be an amalgamated document, setting out in broad terms a full integration of ideas on the intended form of development, its aims and expected consequences.

**DEVELOPMENT CONTROL PLANS**

These will take the place of the current Development Plan as statutory references for development control as it is now exercised under the Planning Act. They will be, necessarily, fixed in nature with a rigorous method of amendment involving public consultation.
The functions of the Development Control Plans will be the:

- statutory reference for the control of development of a planning, rather than technical, nature
- description of the desired future for areas to which they apply.

The Development Control Plans would cover all aspects of development that falls within the purview of the proposed legislation. They would be derived from:

1. the Strategic Plan;
2. Local Government policy;
3. Local area specific planning;
4. Community input through comment on a draft; and given effect by being accepted by the responsible Minister on advice; and
5. Accepted by the responsible Minister on advice; and
6. Authorised by the Governor.

Those parts of the Development Control Plans that apply to a local area and are administered by a council would include council policy. The Development Control Plans will not distinguish between state and local policy but will contain all matters relevant to the area.

The structure of the Development Control Plans would be similar to the current council sections of the Development Plan. They would apply to an administrative area which, in the current case, is Local Government Areas. In future, it may be that regions, individual sites or other areas are the subject of Development Control Plans, but the Plans should not overlap geographically, as is now the case with the state, metropolitan and council parts of the Development Plan.

Principles and policies will be incorporated in the Development Control Plan, which is the replacement for the Development Plan. They must therefore:

- reflect and comply broadly with the state strategic plan.
- incorporate all matters relevant to development control decisions in the Local Government Area.
- relate correctly to other statutory references including Building Code, Heritage Lists and environmental effect control documents.
- be clear, lucid and unambiguous to everyone.
- attempt to control only those things over which the council and state have power, making clear the distinction between them and background information.

There are a number of difficulties with interpretation of the Development Plan; these will need to be overcome in the new local Development Control Plans. The process would be assisted by the editing necessary to produce the Development Control Plans from the current material.

The form of the legislation will affect the form of Development Control Plans. For example, if the proposed reduction of procedural paths for development control is adopted (see 4.9) there will be no need for lists of “permitted” or “prohibited” development. The required consent will be inherent in deemed compliance conditions or proscribed by bald statement of unacceptability, in the zone or area, of a particular proposal.
IMPLEMENTATION

Electronic recording and dissemination of these plans, together with search and data retrieval functions of the common computer, will be a great benefit to the form and function of these plans. This must include an archival service for serving the appeal and enforcement system.

The actual content and form of expression of Development Control Plans must be expected to change as more is learnt about the system and their expression. Innovation should be encouraged, but criteria for acceptability are as set out above.

The old criterion of uniformity between the components of the Development Plan must go, as it uselessly inhibits desirable change.

It will be no advantage in future to be able to assume that all (say) industrial zones (or areas) will have the same or even similar provisions. The environment is too complex to be able to permit that simple luxury that benefits few users of the system.

It is envisaged that the Development Control Plans would include any useful material, such as diagrams and tables, but must be lucid and unambiguous. They need to complement, but not duplicate, material in the Codes described below.

BUILDING AND OTHER CODES

These Codes are envisaged to apply to specific aspects of development, such as the structural integrity of buildings, the layout of land division and engineering specifications of services.

They would function as a statutory reference for development control.

The Codes would comprise or, where appropriate, be derived from:-

1. national and state building codes;

2. Australian Standards and industry manuals; and be

3. accepted by the responsible Minister on advice; and

4. authorised by the Governor.

Review of the Codes would be on demand, or by by revision of source documents. It is envisaged that the codes and standards will simply be called up by the development control legislation (whether it be existing Acts or a new comprehensive Act) and amendment will often be more or less automatic, on adoption of a revision by the source organisation.

The structure of the Codes will be determined by their origin as a referenced collection of the appropriate material. They would be most useful if they are available, together with the relevant legislation and Plans, in electronic form as well as hard copy.

CODE AND PLAN REVISION

Revision of plans and codes with statutory effect would follow this procedure:-

1 A relevant authority may propose an amendment to a plan or a code.

Relevant authorities are:

• Minister responsible for the code or plan
• Council for the area to which it applies

2 Proposed amendments are to be submitted to the Minister in charge of planning, with an explanation of their intended effect and the degree to which they
IMPLEMENTATION

comply with the strategic plan. Deviations from that plan are to be supported with argument.

3 The Minister may accept the amendment for public consultation.

4 The authority invites comment, conducts a public hearing and provides a summary of comments of proposed action in relation to them and proposed amendments to the plan.

5 The Minister accepts or modifies the plan or code according to his discretion.

GOVERNMENT ACTION PLANS

The strategic plan would be based, in part, on strategic planning by government development agencies, of which the service providers are the most important.

The same process would lead to action plans which would remain agency specific.

Therefore, the strategic planning agency need only satisfy itself that the action plans, work programmes and so on, are consistent with and contribute to the attainment of the Strategic Plan. It is likely that agency contributions to the Strategic Plan will not always be accepted without modification.

Therefore, action plans need to be monitored to ensure that they comply, at least in broad outline, with the adopted Strategic Plan rather than the agencies' original proposals.

5.6 DEVELOPMENT CONTROL

INTRODUCTION

The following suggestions for the development control system arise from the conclusions set out in Chapters 2 and 4 concerning planning and development control.

They attempt to put in place the main features of the proposed development control system, at a level of detail that will help people assess how it would work.

The objectives for the way the system functions are that it should:

- have a single point of entry;
- be user friendly;
- be based on integrated legislation as far as possible;
- separate development control functions from management functions;
- integrate procedures and administration as far as practicable;
- eliminate unnecessary duplication;
- eliminate unnecessary differences in procedure under various Acts;
- reduce the number of alternative procedures; for example, it is feasible to eliminate:

1. 'permitted' kinds of development
2. certificates of compliance
3. prohibited' kinds of development

these do not imply a diminution of control; simply procedural rationalisation.

POWERS

As described in section 5.3, the proposal is for an integrated Act. However, that is not a necessary condition for the success of a more 'user-friendly' administrative system.
The relative powers of planning authorities are, in general, satisfactory but a principle of their revision should be to devolve responsibility to the lowest level at which the decision can be effectively made.

The principal suggestions of the Review to accomplish that aim are to:

- remove all concurrence provisions relating to development control, with either the South Australian Planning Commission or the Council to make a single decision;

- rationalise powers of government. There should be no duplication of functions between levels of government.

- subject Commonwealth functions where legally possible, to State laws, including development control.

- use lower levels of government more for control functions as they are more accessible to the public and more responsive.

- integrate City of Adelaide development control with the proposed state-wide system, and

- integrate Strategic policy formulation throughout the State.

5.7 MAJOR PROJECTS AND SPECIAL CASES

INTRODUCTION

There will always be proposals that are not envisaged by a Plan, which it is desired to assess on their merits. In many cases, the Government will initiate or wish to encourage such proposals.

'Major' projects need not be large, but are characterised by their complexity, innovation, lack of recognition in the plan or Government commitment. There is a need for a coherent approach to major projects, which applies a quick assessment according to strategic criteria, before extensive resources are spent on detailed studies.

Despite recent actions to provide a framework to deal with these projects, the lack of an overall strategic plan makes early assessment of their desirability difficult.

Decisions on major projects should be made by the Governor and be absolute. They should be informed by the Environmental Impact Statement (EIS) process and by reference to the Strategic Plan.

There is a need for a state agency to act as a 'first port of call' for intending major project proponents. Such an agency should have an understanding of the project and its probable effects and, hence, of the expertise necessary to prepare advice and response. It should:

- Identify major issues so that decisions in principle can be made;

- Prepare a plan of management and co-ordination to advance the project;

- Determine whether the project is financially sound enough to enhance benefits or ameliorate costs or impacts;

- Establish the appropriate means of public consultation;

- Set up an evaluation process that, if the project proceeds, addresses all environmental, social and economic issues and facilitates completion.

A POSSIBLE APPROACH

The following list illustrates the range of matters that need to be addressed when dealing...
with ‘major’ projects. It recognises that the government will often have to reconcile internal conflicts in pursuit of development opportunities not envisaged in advance. Some steps of this process are discussed more fully elsewhere in this report.

- Development of a strategic plan that is broadly based, responsive and innovative in its guidance of desirable development and is also specific enough to direct initiatives to or away from recognised areas of the State.

- Establishment of criteria to define a ‘major project’ that will apply to all projects, whether private or public.

- Establishment within Government of a ‘first port of call’ for major projects, to quickly identify the key players in dealing with a specific project. This is a method by which a response team can be put together.

- Early identification of key issues to enable an early ‘no’ decision, in cases where the proposal has a fatal flaw.

- Assuming no obvious flaws, the establishment of repetitive process of project refinement to allow flexibility of outcome.

- Identification of a specific agency proponent responsibility for the project, if initiated or encouraged by government.

- Early identification of the method, level and timing of public consultation and information.

- Clear definition of the decision making process, perhaps involving a range of decisions from early overviews to more specific and detailed decisions at a later stage.

The above process would require modification of the existing EIS provisions under the Planning Act allowing for, in particular:

- reference to a strategic plan;

- an early ‘no’ decision;

- repetitive approach to project refinement;

- greater opportunity for positive outcomes from public consultation, especially with respect to project modification;

- varying levels of assessment;

- specific and absolute decision at the end of the process made by the Governor, with no appeals by any party against that decision.

5.8 APPEALS AND ENFORCEMENT

OVERVIEW

A number of the Acts regulating development give rise to rights of appeal. In addition, the legislation provides for enforcement in cases of breach of its provisions.

It is not possible in this chapter to deal with all of the relevant Acts of Parliament. The more important of them are the:

- Building Act;

- City of Adelaide Development Control Act;

- Planning Act;

- Real Property Act;

- South Australian Heritage Act; and

- Strata Titles Act.

The appeal and enforcement process should be part of the proposed integrated development control system.
IMPLEMENTATION

ESSENTIAL SYSTEM FEATURES

The proposed integrated appeal and enforcement system has a number of characteristics which are essential to its success. They are that:

- It must be capable of determining planning, technical and legal issues in appeals and enforcement proceedings;
- It should provide for proper scrutiny and assessment of development proposals;
- It should recognise and safeguard the rights of the individual;
- It should ensure that its decision is in the public interest;
- Its procedures should be inexpensive, expeditious and informal;
- Its composition should be specialist and expert;
- It should discourage formality;
- It should provide for and encourage solution of the issues at a pre-hearing conference of the parties;
- There should be limited rights of appeal from its decisions;
- It should recognise that parties may prefer to proceed with an appeal by way of written submissions only.

An integrated appeal system with limited rights of further appeal with the features described above should result in easier access for a wider community at less cost than is now the case. A suggested system is described in the remainder of this chapter.

JURISDICTION AND COMPOSITION

There should be one specialist court which would replace the present Planning Appeal Tribunal, other relevant specialist tribunals and the LVD. **The court would be the final arbiter, except for limited prescribed rights of appeal for all proceedings related to land development and enforcement.**

The court would comprise a judicial member or members, together with people with experience and expertise in environmental planning, architecture, building, heritage, local government and other relevant matters. They are referred to here, for convenience, as Commissioners.

There would be a registrar or master of the court who would be a legal practitioner.

THE COURT

An integrated system would reduce the present multiplicity of potential actions but, in the interests of the expeditious determination of appeals, there must be sound management of case-flow by the Judicial Officer. Unreasonable delays in decision making lead to increased community and industry costs.

The legislation establishing the court should expressly set out the objectives mentioned earlier to ensure that the court, when dealing with appeals has the following features:-

(a) a high degree of informality;

(b) lay representation being encouraged, not discouraged;

(c) it is not bound by the rules of evidence, is partly an inquiry and is without the constraints of a court which traditionally deals with issues of fact between the parties;
IMPLEMENTATION

(d) the court should have the power to award costs so as to discourage vexations and frivolous appeals, including in circumstances where a Commissioner at the pre-hearing conference intimated that one of the parties had no reasonable grounds to proceed further with the appeal.

(e) the ability, including at the conference stage, to strike out an appeal if a party fails to attend or if the chairman considers the appeal to be frivolous or vexatious;

(f) the ability, having heard the appellant's case, to dismiss it where insufficient evidence is led to support conducting a full inquiry;

(g) appeals brought to the court being heard and determined within a prescribed time; and

(h) no obligation to give written reasons for its determination, unless requested by a party.

PRE-HEARING CONFERENCE

The opportunity to resolve the appeal prior to a full hearing would enable all parties to achieve an inexpensive and efficient resolution of the dispute. Experience to date would suggest that it has the potential to remove almost 40% of planning matters from the hearing list of the court. With respect to building and other technical matters, it might be expected to resolve a substantial majority of disputes.

A conference that does not result in resolution at a pre-hearing stage would not significantly delay a hearing, provided a lengthy adjournment of a conference does not occur. It would not have disadvantaged any party, or the public interest.

A pre-hearing conference should require far less time than an appeal hearing. Thus, it has the attraction of less expense. The small time involved would enable the court to schedule conferences soon after lodgement of appeals, using the Commissioners or Registrar of the Court.

The following features are essential for a pre-hearing conference in a planning appeal:

- there should be provision for an independent assessment of the strengths of the appeal;
- the assessment should be conducted by a person with expert knowledge of the relevant planning criteria;
- the independent expert should hear the case (in brief) of each party, in the role of chairman of the conference.

In an attempt to achieve resolution of disputed appeals as early as possible, the following procedure could be adopted for the pre-hearing conference.

- each party would present a summary of the evidence in the presence of the chairman of the conference;
- the presentation would be by the parties, or their representatives, drawing on experts to address as necessary. Each party, or a senior representative of it, would be required to attend.
- no cross-examination would be permitted, but the chairman would have the power to ask questions and generally facilitate a resolution, having regard to the relevant planning criteria.
- the chairman would have the power to comment on strengths and weaknesses in a party's case, and to give an assessment of the possible outcome of the appeal if the matter were to proceed to an appeal hearing.
IMPLEMENTATION

- following presentation of the summary of each case, the parties may negotiate to attempt a settlement, in the presence or absence of the chairman as agreed by the parties.

- the parties may choose to settle the matter either by adopting the assessment of the chairman or by negotiating their own settlement.

- the rules of evidence would not apply.

- the conference would be conducted informally, with all participants at the same level, around the conference table.

CONCLUSION OF CONFERENCE

Having regard to the aims of a conference mechanism in the appeals system, a conference chairman should have the power to ratify a settlement and make a binding order, at the conclusion of the conference.

A settlement or order must be in accordance with the relevant planning criteria and should only contain terms or conditions which are legally valid. The chairman ought to have the power to refer a proposed settlement promptly to a Judge or Registrar on a question of law. The settlement would be binding with the parties waiving the right to an appeal hearing or any further appeal.

If no resolution is achieved at the conference the chairman should have the power to finally define the issues between the parties for the purpose of the hearing, and should so report to the Court.

WRITTEN SUBMISSIONS

The legislation setting up the appeals system should provide, in the case of developer appeals only, a method to dispose of an appeal by written submissions as an alternative to the hearing of oral evidence.

This right should be limited to an applicant for development approval who is appealing against the decision of the planning authority and should be exercised only at the time of filing the appeal. If the applicant chooses to exercise this option, then it should be required within prescribed time limits to present written submissions to the Court and to the planning authority and have the right to respond in writing to the planning authority's submissions. No conference would be held and the appeal will be determined on the written submissions.

CONDUCT OF APPEALS

Where there had been no successful resolution at the conference stage the appeal would proceed to a hearing. The Judicial member of the Court would have the power to allocate the consideration of appeals both by way of written or oral submissions and evidence, to a:-

- Commissioner sitting alone; or in the case of appeals which might involve legal issues, or complex planning issues to a

- Judge, either alone or sitting with one or two Commissioners assisting as experts, as is considered necessary.

A Commissioner sitting alone should have the power to refer a question of law in the course of a hearing to a Judge for determination.

The decision by either the Judge or the Commissioner sitting alone would be deemed to be the decision of the primary planning authority and orders made accordingly.

ENFORCEMENT

The powers of the Court in enforcement matters should include the rights to order:
IMPLEMENTATION

1. A monetary penalty

2. That works be carried out and costs incurred be recovered.

3. Access to property.

4. That planning appeals be heard together with enforcement proceedings.

5. That all appeals pursuant to a particular development be heard together.

6. That all works on the land cease and that the land be restored.

7. That proceedings issue for contempt of court.

In addition to the ordinary circumstances of written applications pursuant to an existing breach, the Court should be able to exercise these powers:

- on oral applications in matters of urgency; and

- on evidence of an anticipated breach of the law.

There should be a wide range of persons with the right to institute enforcement proceedings.

There should be a number of statutory aids to proof to reduce the burden of hearing time, and therefore the costs of proceedings.

The Court should have the power to attach liability for breaches by a company to its directors in certain circumstances.

Enforcement orders should attach to the land, which is affected by the breach, as well as to the responsible individuals.

It is recognised that the cost of instituting enforcement proceedings is high, largely as a result of the necessary documents and associated copying. The extent and therefore the cost of document copying and other disbursements should be reduced from its current excessive levels.

The Court should have the power to revoke a planning consent in cases where a breach has occurred and make consequential orders in relation to works done pursuant to it.

The Court hearing enforcement matters may have to be more formal than when hearing appeals and, may where appropriate, be required to observe the rules of evidence.

**In order to achieve the desired system of enforcement, changes to the existing civil enforcement provisions are necessary.**

MONETARY PENALTY

The Court should have the power to impose a monetary penalty alone or in conjunction with other orders.

The power to impose a monetary penalty is an important part of the enforcement system. However, the imposition of a monetary penalty will not always, and should rarely, be necessary. As the Court will be dealing with all enforcement provisions at one time and one set of proceedings, it will be able to consider all of the possible orders in the particular circumstances.

For example, in some circumstances an order to make good a contravention will be sufficient. On the other hand, there may be circumstances where a monetary penalty is appropriate. For example, if a heritage item were completely demolished, a substantial monetary penalty would be warranted.
LOCUS STANDI

The existing system only allows the South Australian Planning Commission or a Council to institute civil enforcement proceedings. There has been a number of occasions on which those bodies have been reluctant to take proceedings. A Council has power to develop land itself and many are making increasing use of that power. If a Council failed to comply with the Act, it would be necessary for the Commission to institute civil enforcement proceedings, which may be reluctant to do.

Consideration should be given to extending the range of persons who can institute civil enforcement proceedings. It could be extended in one of the following ways:

(a) To allow any person to institute proceedings (similar to the situation in New South Wales), or

(b) To allow a genuine association formed to promote or protect the environment to institute proceedings, or

(c) To allow the Attorney-General to authorise an individual to institute proceedings.

Option (a) may be the most appropriate course. That would result in members of the public having the opportunity to commence civil enforcement proceedings where they perceived an actual or anticipated breach of the law. It would, arguably, introduce a risk of frivolous or vexatious actions being pursued, which the alternatives are designed to reduce. However there is no evidence in NSW, where these rights have been available for 10 years, that significant abuses have been created.

Whichever option is preferred, it is desirable to allow members of the public some right to institute civil enforcement proceedings.

FURTHER APPEALS

When a judgement has been delivered by the Court, the planning merits of a proposed development will have been considered, by two specialised bodies, namely the primary planning authority and the Court. Provision for the consideration of the planning merits by way of a further appeal will only delay final resolution and is unnecessary as the merits will have been addressed by a specialist court. For this reason the Court's determination as to the planning merits should be final.

Development matters give rise on occasions to complex legal questions which need to be authoritatively resolved. The Court, in this regard, is a court of first instance and its decisions on questions of law only should be subject to a right of appeal.

Such an appeal should lie to the Supreme Court.

Where the determination of an appeal in the Court is by a single Commissioner, and had not been referred to a Judge on a point of law, matters of law would not have been determined by a qualified legal person. For this reason it may be appropriate to distinguish in terms of appeal rights between those decisions of the Court comprising only Commissioners and those comprising a Judge with or without Commissioners.

In the former, there should be an appeal as of right on a question of law to the Supreme Court. In the latter, an appeal on a question of law should lie to the Supreme Court only by leave.

The community generally, and industry and local government in particular, regard the costs associated with appeals to be a significant issue which needs to be addressed. Therefore, the costs of conducting appeals and enforcement need to be reduced.
IMPLEMENTATION

The most effective ways to reduce overall costs are to keep delays, length of hearing, multiplicity of hearings and formality to a minimum.

The single integrated appeals and enforcement system outlined seeks to achieve that.

If the Court is to be part of the District Court, it would need wider jurisdiction than is now the case with the District Court, so that it could operate in the way outlined.

In the alternative, the present LVD could absorb functions of the Planning Appeal Tribunal together with the wider jurisdiction outlined above as a specialised Planning and Environment Court.

STRUCTURE OF GOVERNMENT

5.9  CURRENT STRUCTURE

Government portfolios and agencies are structured around activities such as Engineering, Water Supply or Housing.

The result is that strategic plans are derived by the agency, for its area of responsibility, in accordance with its charter.

At the same time, each agency has a number of roles with respect to its sphere of activity such as entrepreneurial, facilitation of private activity in the field, regulation and education.

There are obvious conflicts between some of these roles. For example, ETSA generates and sells electricity, promotes its use and also its conservation.

The current system encourages internal resolution of these conflicts, so that primary decisions relating to the necessary compromises are made in the light of only one aspect of the total urban picture.

The mechanisms that have been designed to deal with this such as Cabinet committees and co-ordination committees, are mainly informal and indicate the inability of the formal structure to deal with the broad picture.

PROPOSAL

A basic observation is that broad conflict resolution is needed between functions of government, for example, entrepreneurial arms are often directly opposed to regulatory arms. In a complex society, these cover a large number of fields and the ramifications of choices extend in all directions.

Therefore, it may be preferred to expose the essential conflicts by bringing together the functions.

PLANNING POLICY AND REGULATION

The integration of planning policy beyond land use into transport, the environment, social issues and spatial economic questions should be a major feature of revised policy arrangements. Whilst the tension between ‘policy’ and ‘administrative’ tasks is an ongoing one, there are considerable merits in expanding the scope of the planning task to include questions of transport, housing and social conditions as well as the environment and the economy in more general terms.

Where questions of strategic or corporate direction arise, the State Development Executive and the Cabinet Committee structure appear to provide ideal vehicles for government-wide action to be made. New arrangements between Cabinet and the planning agency will be required to resolve responsibility for the preparation and updating of the strategies.
IMPLEMENTATION

On the regulatory and development control side, the relationship between policy development and major project assessment requires strengthening. An expanded policy scope would to some extent achieve this end. In addition, the regulatory task should include, for example, the various responsibilities involved in creating and managing the titles system. The inclusion of the LOTS data system within such an arrangement would provide further advantages.

IMPLEMENTATION

SAULT, SAHT, the Department of Environment and Planning, the Special Projects Unit, the Department of Lands and SACON all administer development projects.

Scope appears to exist to clarify core responsibilities and to build links between related tasks. These arms of government are the means by which policy direction is integrated with resource management. Therefore, high standards of project management and optimum return on assets should be imperatives. In whatever configuration, perhaps within a single Ministry, the work of these agencies should:

- be driven by the overall strategy
- be removed from the political process involved in determining the strategy, and
- be market-driven as far as possible.

INVESTMENT ATTRACTION AND FACILITATION

It may be preferable for one source to be allocated the task of encouraging investors and providing guidance through the decision-making process within government. Arising from the expectations of external interests this task may be required to be carried within a senior, perhaps economic, function of government.

5.10 GOVERNMENT FINANCIAL ARRANGEMENTS

FEDERAL GOVERNMENT

Funds used for metropolitan planning are raised by combined Federal and State taxation. Considerable discussion has been taking place following the Special Premier’s Conference in 1990 on the way in which Federal funds should be allocated. Not surprisingly, the States are asking for more, untied grants so that they may meet their responsibilities.

This report does not enter the debate about the effect of taxation rates on the ability of the State to provide adequate services. The point must be made, however, that over the planning period under consideration, tax rates may be expected to shift markedly and those shifts will affect services provision. The recent trend has been for relatively low rates of taxation compared with other countries.

Reductions in grants to the States have occurred at the same time as the Federal government has rediscovered urban issues and has increased the level of expenditure on urban investigations.

STATE GOVERNMENT STRATEGIC FINANCIAL PLANNING

Once the level of overall funds available to State Government is known and is placed against the backdrop of the demands described in this report, some difficult questions arise. Where should the funds be spent and how should the expenditure be organised?

The extent of control that governments have over these questions is important because of the different responsibilities of different levels of
government and because governments are not responsible for meeting all of the demands.

The opportunity exists for State Government to become much more strategic in its approach to these issues. Many governments have done just that and the emphasis in future is likely to be on policy formulation which leads to agreement on the amounts to be spent on each area and activity. Various terms have been applied to these efforts such as 'micro-economic re-form' and 'vertical financial integration' supposedly heading towards 'economic restructuring' which implies an understanding of the underlying issues, decisions on priorities and positive intervention to implement change.

This report recommends that a Strategic Plan be prepared to assist State Government in making its decisions. Land use decisions are reflected in the budget, usually some years after they were made. Budget decisions are also reflected in land use decisions, but not as directly.

**Financial and land use decisions of State Government should be linked.**

By way of example, the financial implications of changes to the Development Plan by either the State or Local Government do not immediately impact on State Government budgets. The implications on State Government budgets are not a prime consideration in authorisation of Development Plan changes.

More importantly, changes to the Development Plan or other State Government policies do not usually arise directly out of consideration of State Government budgets. Certainly, some policies of Government, such as urban consolidation, arise out of financial imperatives and subsequently result in changes to the Development Plan. These are the exception rather than the rule, however, and it is reasonable that the control exerted by government should be more direct.

The strategic consideration of land use and financial decision making would enable those links to be made more explicit and direct.

**The Strategic Plan should be linked to the State Government budget.**

This report suggests that the Strategic Plan should be amended on a regular basis, between three and five years. Three year State Government budgeting for capital works has already been introduced in South Australia and major service agencies have been progressively going 'off budget' and made more accountable for expenditure over that period.

These circumstances provide an opportunity to complete the link between financial and land use planning through a Strategic Plan at the time of budget review. The Strategic Plan would provide a good context in which financial decisions could be made, insofar as the management of urban development and major projects are concerned.

The service requirements for the Multi Function Polis as seen against the service requirements for other parts of Adelaide, are a case in point. The relative proportion of funding to be given to new versus existing services through the asset management approach recommended elsewhere in this report is another example.

These strategic links have been taken further in other countries by the definition of growth and no-growth regions. No-growth regions include areas in which the provision of Government services is either environmentally unsound or especially expensive. In those areas Government funds for development are simply withdrawn. The Mt Lofty Ranges catchment area is the type of area that would be
IMPLEMENTATION

considered if such a proposal were to be adopted in South Australia. If this system were to be used, the full weight of financial decision making would support land use decisions and vice versa.

RESPONSIBILITIES OF DEVELOPMENT MANAGEMENT

Each of three levels of Government has different levels of responsibility and hence different degrees of influence over the methods of managing development.

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<td>Medium</td>
<td>Major</td>
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METHODS OF DEVELOPMENT MANAGEMENT AND GOVERNMENT RESPONSIBILITY

A major degree of influence exerted by the Federal Government, by the provision of grants to State and Local Government, compares with the more limited influence of State government grants, such as those provided to local government on a dollar-for-dollar basis for stormwater drainage provision.

Major control is exerted by State government on the critical aspects of pricing, contributions and the provision of services. Pricing policies are usually applied uniformly and are rarely used as an instrument to control or promote changes in development. This is in spite of numerous examples of the dramatic effects of changes in pricing policy on demand.

Whereas State government has major influence over pricing, contributions and services, its degree of influence over land use control is limited compared with local government. The high cost of State government infrastructure provision is influenced by the cumulative effect of local decision making, particularly with respect to residential renewal projects described in the development plan.

Financial and land use decision making should be more closely linked, since each aspect is the dominant responsibility of a different level of government agreements between the different levels of government are required for effective urban management.

This should also occur through the vehicle of a Strategic Plan.

Inevitably, there will be issues of services provision that become confused across boundaries of responsibility. These can often lead to difficulties between Councils or between State and Local Government. Stormwater drainage is a case in point, where catchment issues are complicated by administrative boundaries and by different financial responsibilities between levels of government.

The issues cannot be resolved by land use planning policy alone. They require inter-governamental co-ordination, assessment and resolution, which are more relevant to strategic and financial planning and yet have a major effect on satisfactory land use.
6.1 CONSULTATION PROGRAMME

Public consultation in planning is important, given the wide range of areas in which planning affects people's lives.

While professional and technical expertise is important to good planning, so too is peoples' perception of the likely impact of planning and development proposals. Many plans will be successful with the support of the local community. Consequently, planners and decision makers need to know what the public thinks of proposals and plans.

Of course, the community is not a single entity when it comes to opinions, attitudes and expectations, nor in the manner in which decisions will affect it. There is no single public interest, but a range of viewpoints and impacts which may be conflicting and difficult to resolve.

The Review provides an opportunity to test methods of consultation which could be applied to planning projects in the future, including subsequent reviews of the strategic plan itself.

Consultation processes have been designed to both inform people and receive information from them on all aspects of the Review's tasks, including identifying issues, creating a vision for Adelaide and developing proposals and strategies for action.

In this way, a strategic plan will be able to be developed which represents the best contributions of all participants, including those with particular interest and the public as a whole.

WHAT HAS BEEN DONE TO DATE

During the first three months of the Review, an Issues Report was prepared which identified the critical issues affecting the future of Adelaide. Following the release of this report on July 15th there were two and a half months of public consultation. 54 separate events comprised briefings, workshops, presentations and meetings, for the public, government agencies, councils and interest groups.

The main activities for the general public were a series of workshops around the major themes in the Issues Report, which were:

- social and cultural issues
- social justice
- health
- housing
- women
- older people
- heritage
- environment
- economics and resources
- urban design
- accessibility

A separate workshop was held on the issues for people living in the southern suburbs.

The workshops were generally conducted in a similar format and with common goals and were designed to:

- identify the views of participants on the major issues facing Adelaide now and in the future;
- determine which of the issues people considered to be most important;
• develop a vision of how participants felt the issue should be managed;

• identify some of the barriers to that vision; and

• identify the choices and trade-offs which may need to be made to achieve the vision.

Staff from government agencies and members of the Planning Review Reference Group have also been an important source of advice in the investigations undertaken by the Review.

OTHER ACTIVITIES

In addition to the public workshops and submissions, a series of other activities have been undertaken to extend the awareness of the Review in the community and to find out community views on particular topics. These activities include:

• a comprehensive survey of housing and location preferences in Adelaide. The survey has been designed to develop an understanding of the differences between various types of households in regard to housing preference and the neighbourhood characteristics which contribute to quality of life; attributes of Adelaide valued most highly. The survey will be conducted in March 1991 among approximately 3,800 households selected on a random population basis throughout the entire metropolitan area;

• a newsletter on the Review is produced every few weeks and distributed to keep people up to date with the progress of the Review;

• monthly articles now appear in The Messenger Press on various topics;

• written submissions, letters and telephone calls from the public are received and responded to at any time.

6.2 STAGE 2 CONSULTATION

The consultation process being adopted for this second report by the Review, “Ideas for Metropolitan Adelaide”, is much broader than that used in Stage 1 and has been specifically designed to enable involvement by the wider community.

The objectives for this process are to:

• provide information on the purpose of the Planning Review and on options for future development identified by the Review;

• listen to and collect comments from the community about proposals for future development;

• obtain an indication of the community’s preferences for particular proposals;

• provide opportunities for interest groups to share information, to better understand each other’s perspective and move towards the resolution of conflict;

The ways this will be done include:

• workshops for local residents in all metropolitan council areas sponsored jointly by the Review and the relevant Council;

• workshops on specific issues (e.g. women, heritage, housing, the environment, the system);

• receiving written submissions, letters and telephone calls;

• presentations and discussions with interested groups of people;
HOW THE CONSULTATION PROCESS IS USED TO INFLUENCE THE REVIEW

The results of the first stage of the consultation process contributed to the development of a vision for the future of Adelaide and provided suggestions on means for achieving the desired vision. Detailed submissions also provided factual information on particular matters. Importantly, it assisted in establishing priorities in regard to the issues to be addressed in the subsequent stages of the Review.

The principal way in which the second stage will influence the progress of the Review will be in providing the government with an understanding of the likely public reaction to proposals, how proposals could be altered to achieve broader acceptance and whether the ideas proposed are in accordance with public aspirations and preferences.

A detailed report on the public consultation will be sent to the Premier and Cabinet for consideration prior to any decision or confirmation of proposals and future direction.

Public opinion is an integral part of the development of a desired direction for Adelaide.

6.3 WORK PROGRAMME

A detailed work programme will be compiled following the public consultation process to implement the revised proposals in broad terms. It will include:

- preparation of a metropolitan Strategic Plan;
- preparation of other plans and identification of actions to implement the plan;
- revision of the existing development plan to make it compatible with the strategic plan;
- preparation of 'green papers' on various aspects of the development control system, including the integration of statutory procedures and the appeal system;
- investigation of the financial and administrative implications of proposals and potential revision of certain government budgeting arrangements; and
- research already under way, including the housing and location preference study, an investigation into the economics of medium density housing, labour market and locational analysis, infrastructure financing and more flexible community transport.

The Review will depend even more heavily, in its next phase, upon the close co-operation of government agencies, special interest groups and the general community, which it has gratefully received to date.

6.4 CONCLUSION

This report outlines the assumptions, findings and ideas which lead to a vision for Adelaide’s development, the goals and strategies which are suggested to shape and then approach that vision and the changes to current planning and development control that could lead to its achievement.

All of these things are open to question, to refinement, to resolution of the inevitable conflicts and to finding compromises that will be necessary. The Review welcomes any questions and suggestions, which will help shape the final recommendations it makes to the Premier and Cabinet, to the Parliament and people of South Australia.
THE PLANNING REVIEW

The Steering Committee gives overall direction to the Review and reports directly to the Premier.

THE MEMBERS OF THE STEERING COMMITTEE ARE:-

Brian Hayes, Q.C.
Prof Stephen Hamnett
Dr Graeme Bethune

A Reference Group, made up largely of representatives of interested organisations, assists and advises the Steering Committee. Its job is to debate issues, provide ideas and pass on community views to the Review and the Steering Committee.

THE MEMBERS OF THE REFERENCE GROUP ARE:

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Representative

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The National Trust of SA
Philippa Menses

SA Council of Social Service Inc
Gerard Menses/Jim Redden

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Wayne Redman

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