

# EQUINE BACKGROUND PAPER



June 2023

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Date	Version
Nov 2021	Informal Engagement
25 July 2022	Council
Sept 2022	Consultation
May 2023	For Council Refinements in <b>Green</b>
June 2023	Updated

## PURPOSE

The purpose of this paper is to collate economic, social and environmental aspects of the equine sector and potential opportunities and risks.

This paper is based on desktop research and targeted discussions with external stakeholders.

This paper informs the equine strategy as well as other Council strategies, including tourism and economic development, asset and trail planning, and approach to regulations and policy, including the SA Planning System.



*Endurance Riding, Northern Adelaide Beaches Horse SA 2021*



*Two Wells Urban Growth Is Impacting equine activity at Two Wells*

Council acknowledges that we are on the traditional country of the Kaurna people of the Adelaide Plains and pays respect to elders past, present and emerging. We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kaurna people living today.

## OBSERVATIONS

### *Economic and Social*

1. Within Greater Adelaide, **concentrations of horse activity** are in the Fleurieu, Adelaide Hills and northern plains of which Adelaide Plains is part.
2. The **equine sector includes** recreation, breeding, coaching, training, stables, therapy, tourism, clubs, and associated businesses such as farriers, veterinarians, and allied employment.
3. Fostering this sector supports **young people** considering horse-based careers.
4. **The northern region has around 140 equine facilities and businesses** including tourism. This underscores the value of the equine sector within Adelaide Plains.
5. Adelaide Plains Council area is characterised by a range of equine based businesses, facilities and clubs. **Lewiston, Mallala and Two Wells are concentrations** of activity.
6. **After-hours vet** facilities are available at Roseworthy Campus means after hours call outs to Lewiston are costly and a barrier to using.
7. **Equine tourism** is an opportunity which may re-emerge post-pandemic.
8. Household and business need to prepare for what to do with **horses in emergencies**.

### *Destinations and Trails*

9. A **State level equine centre** augmenting Roseworthy Campus presents opportunities for a wider range of horse activities in the region, including Adelaide Plains. RDA Barossa discussions with the Adelaide University are continuing.
10. The **Lewiston/Two Wells Rural Living Area** offers opportunity to augment and grow horse-based opportunities and facilities, adding to the lifestyle.
11. **Horse themed public art** sensibly sited, planned, and considered is an option to augment the horse and animal purpose of the Animal Husbandry Area.
12. **Horse adventure parks** offer destination and adventure appeal. Establishing in Lewiston for example would augment the range of experiences in close proximity to extensive rural living lots, established horse clubs, and existing trails.
13. The level of **parking demand for intrastate/interstate horse movement** needs clarifying as part of considering any particular role for Council.
14. **East west trails** connecting from Kapunda through Adelaide Plains presents opportunities to connect to regional trails, augmenting visitor experiences.
15. A **trail strategy** is important to foster increased trail experiences, including for horse riders.
16. Opportunities to **realise trails for horse-based experience need investigating**. Trails are likely to be shared, e.g., with walkers, cyclists
17. The combination of continuing coastal horse activity at historic levels coupled with Pt Wakefield Highway being a barrier to east west horse trails suggests focussing efforts on horse trails east of Pt Wakefield Highway.
18. DEW has care and control of the Adelaide International Bird Sanctuary National Park—Winaityinaityi Pangkara (AIBSNP-WP). Council has care and control of public areas in settlements. **Working together is essential to realise outcomes associated with horses**.

19. The historic nature of horse activity – principally at Parham/Webb Beach and Pt Gawler - can be described as ‘low level’. Introducing measures to ‘grow’ horse activity is likely be at odds with the Australian Government EAAF agreement. Depending on the level of horse growth planned, it may be at odds with the EPBC.
20. Discussions with DEW affirm a strategy to limit horse activity to historic levels around Parham and Pt Gawler. This recognises their historical equine role.
21. **Coastal settlements provide all day horse** experience opportunities. Metropolitan coasts provide opportunities early each day.
22. Rider Information Sheets are under preparation for Parham and Pt Gawler, including land within AIBSNP-WP.
23. Pt Gawler car park is being upgraded. At Parham, investigations and discussions about the appropriate location and approach to float parking and associated horse measures are ongoing. Informed by consultation over 2022, in 2023, Council decided to continue float parking at Main Street.

### *Planning*

24. Council’s Strategic Plan 2021 – 2024 recognises the **value of the equine industry** and flags opportunities associated with trails along the Gawler River, in Lewiston and in coastal areas
25. **Horse based tourism** opportunities are part of the 2022 Tourism and Economic Development Strategy
26. The proposed Equine Centre at Roseworthy will require **State level peak bodies to resolve whether this proposal** meets their shared objectives
27. To support horse clubs plan ahead, ‘**Club of the Future**’ resources are available from the Office of Recreation, Sport and Racing.
28. The 30 Year Plan for Greater Adelaide envisages the equine industry within the broader agricultural and tourism sectors. The Plan contains no direct references to horses.
29. The 2009 Gawler River Open Space Strategy envisages ‘Establish a continuous shared-use **recreational trail along the length of the Gawler River** which caters for walkers, cyclists and horse riders.’ Private owners own the land to the centre line of much of the Gawler River. This impacts the potential for trails.
30. The Planning and Design Code seems appropriate but a review to confirm would be prudent.
31. Providing **easy to access information for purchasers about horse keeping** on residential properties and in agribusinesses appears an opportunity.
32. The **Environment and Food Production Area** not allowing subdivision for housing associated with horse keeping (or dog kennelling), where it is consistent with zoning policy, requires immediate review and clarification, noting this rests with the State Planning Commission.
33. The **current statutory arrangements are limiting investment** for envisaged horse related development, in particular in the Animal Husbandry Subzone, and Rural Living Zone, causing confusion within the community.

## *Educating*

34. Providing **easy to access information** for purchasers about horse keeping on residential properties and in agribusinesses appears an opportunity.
35. Horses can be ridden on Council roads. **'Beware Horse'** signs assist drivers be aware and prepared for horses.
36. Educating riders to:
  - keep their horse under control on public roads aligns with Council's Roads By-Law 2019 and reassures drivers and local residents.
  - only ride horses on council land where 'signed' by Council and to keep their horse under control on local government land aligns with Council's Local Government Land By-Law 2019.

## ECONOMIC AND SOCIAL

### South Australia

Up to 90,000 horses live in SA<sup>1</sup>. There are around 30,000 business related horses. More than 350 clubs and associations are directly linked with horses in SA.<sup>1</sup>

Table 1 reports equine numbers by region in from the Department of Primary Industries and Regions database of Property Identification Codes (PIC), with close to 30,000 horses owned across the State.

SA Govt Region	No PICs	No. Horses
Adelaide Hills	849	5,106
Barossa, Light and Lower North	588	4,342
Eastern Adelaide	5	7
Eyre and Western	213	1,589
Far North	84	1,292
Fleurieu and Kangaroo Island	616	3,981
Limestone Coast	532	3,239
Murray and Mallee	450	3,226
Northern Adelaide	178	1,342
Southern Adelaide	233	1,896
Western Adelaide	10	88
Yorke and Mid North	581	3,425
<b>Total</b>	<b>4,339</b>	<b>29,533</b>

Table 1: Barossa, Light, Lower North is SA's Second Largest Horse Population

Table 2 reports the number and type of equine enterprises by region. Of the total number of enterprises, recreational accounts for around 60 per cent.

SA Govt Region	No. PICs with an Enterprise Type					
	Not supplied	Breeding	Racing	Recreational	Showing	Working
Adelaide Hills	72	90	42	709	104	25
Barossa, Light and Lower North	30	99	66	505	104	29
Eastern Adelaide	1			4		
Eyre and Western	27	28	22	157	37	17
Far North	7	13	8	60	6	19
Fleurieu and Kangaroo Island	48	98	44	500	72	43
Limestone Coast	62	77	56	386	62	66
Murray and Mallee	40	65	40	358	57	40
Northern Adelaide	9	12	44	136	12	3
Southern Adelaide	15	16	16	198	27	5
Western Adelaide	1	1	5	4	3	
Yorke and Mid North	62	79	45	456	71	56
<b>Grand Total</b>	<b>374</b>	<b>578</b>	<b>388</b>	<b>3,473</b>	<b>555</b>	<b>303</b>

Table 2: Barossa, Light, Lower North is SA's hub for racing and is similar to Adelaide Hills and Fleurieu regarding breeding, and recreation enterprises

<sup>1</sup> [barossa.org.au/business-industry/industry-profile-equine/](http://barossa.org.au/business-industry/industry-profile-equine/)



Table 3 reports 2016 Census data taken from the Australian Bureau of Statistics showing the number of employed persons in equine related roles in Australia. In 2016, there were 630 persons in South Australia that stated employment within the equine industry with 70 per cent working in track and stable roles.

Role	SA	NSW	VIC	QLD	WA	TAS	NT	ACT
Horse/Dog racing official	40	180	180	80	60	30	<10	<10
Farrier	70	320	260	210	110	20	<10	<10
Horse Breeder	50	430	360	200	110	20	<10	<10
Horse riding coach/ instructor	30	240	200	160	90	20	10	20
Horse Trainer	190	870	840	560	340	70	20	20
Horse/Dog Stable Hand	250	1,500	1,400	740	450	80	10	40
Total	630	3,540	3,240	1,950	1,160	240	40	80

Table 3: Employment in the equine industry (Census 2016)

The economic contribution of SA's horse industry is estimated at \$79m and with greater than an estimated 5,600 businesses<sup>2</sup>

The 2019 AgriFutures report '*Measurement of economic impact of the Australian thoroughbred breeding industry*' valued the industry's contribution in South Australia at \$19.8 million (around 2% of national value) and supporting 223 direct and indirect jobs.

Expenditure generated by the thoroughbred breeding industry in South Australia included:

- Production of racing horses – \$13.5 million
- Stallion fees – \$3.4 million
- Profit on yearling sales – \$3.7 million
- Profit on experts (non-yearling sales) – \$1.2 million
- Expenditure at other events – \$0.1 million

There are around 1,100 participants in the breeding industry in South Australia which include breeders, breeding staff and volunteers.

Within Greater Adelaide, concentrations of horse activity are in the Fleurieu, Adelaide Hills and northern plains of which Adelaide Plains is part.

The equine sector includes recreation, breeding, coaching, training, stables, therapy, tourism, clubs, and associated businesses such as farriers, veterinarians, and allied employment.

Fostering this sector supports young people considering horse based careers, including racing.

<sup>2</sup> South Australia's Horse Industry Horse SA 2020



# South Australia's Horse Industry

ACTIVITY - WELLBEING - CONNECTION



>5,600  
Equine Businesses

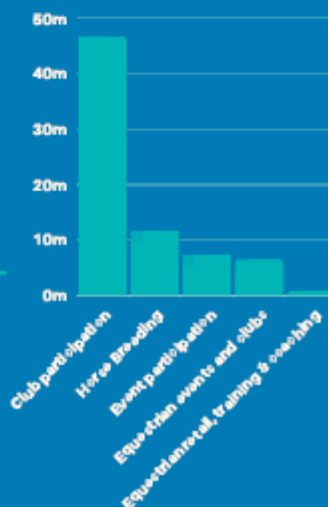
30,000 horses  
approx.



Thousands of people

- 1,473 Pony Club members
- 1,339 Equestrian Australia members
- Other Equestrian sport and rec clubs
- 49 all-ages Pony Clubs

>\$78.9m  
Economic  
Contribution  
(excluding veterinary, farriery, equine health,  
transport, property improvement, etc.)



H O R S E S A

Sources: 2020 PIRSA Property Identification Codes database, 2016 Equestrian Australia community impact study on equestrian sport (excludes racing, polo, rodeo and western activities), Pony Club SA, Equestrian SA.

## Northern Region

The region of which Adelaide Plains is part has a rich cultural and historical affinity with horses and a strong growing industry.

- 28 Equine facilities and clubs including:
  - Gawler Race Course
  - Mallala Equestrian Centre
  - Kapunda Harness Racing Track
  - Gawler Trotting Track
- 27 Equine industry suppliers
- 18 Equine veterinary services
- 28 Horse Breeding Studs
- 35 Horse trainers

Spending on horses in the Region is conservatively estimated at \$37.7 million annually. Racing is estimated to contribute an additional \$10.6 million to the economy annually.

75% of SA's retired race horses are estimated to be domiciled in the Gawler / Adelaide Plains councils. Likely due to the area being horse friendly, in proximity to metropolitan Adelaide and less travelling to people's work places<sup>3</sup>.

### Industry Profile - Tourism

The Barossa is SA's food and wine tourism flagship well supported by trails for cycling, walking and riding. Colonial heritage and culinary traditions inspired by early settlers are alive and well, and modern reinventions have sparked interest in cultural food experiences including cooking schools, artisan products, farmers markets and restaurants.

Tourism listings in Barossa display **169** Attractions **22** Tour Operators **11** Hotels **11** Backpackers/hostels **7** holiday parks **88** B & B **65** Cabins/Cottages **98** Self Cont. properties. Tripadvisor provides **29,674** reviews and opinions on Barossa hotels, B&Bs and homesteads.

Average annual visitors and expenditure:

94% of the Barossa visitors are domestic and 6% visitors are international.

Domestic visits **312,000** Nights **515,000** International visits **13,000**

Nights **101,000** Average annual Day Trips to the Barossa **863,000**

Average Annual Expenditure **\$213,000,000**

The Barossa Region tourism offer:

- Food and Wine Tourism
- Heritage and Nature based tourism
- Equine tourism
- Adelaide International Birds Sanctuary
- Cycle Tourism
- Weddings
- Health and Wellness tourism
- MICE tourism (meetings, incentives, conferences, exhibitions)
- Epicurean Way Tourism Drive Route
- Education Tourism



Investment Opportunities 2019

The Greater Barossa Region: Barossa, Gawler, Light and Adelaide Plains

*Equine Tourism is part of the Northern Regional Economy<sup>4</sup>*

<sup>3</sup> Racing SA 2021

<sup>4</sup> [barossa.org.au/wp-content/uploads/2019/11/Regional-Prospectus-Sept-2019.pdf](http://barossa.org.au/wp-content/uploads/2019/11/Regional-Prospectus-Sept-2019.pdf)



*Tourism based on equine purposes is part of the regional attraction in the Barossa Valley<sup>5</sup>.*

The Greater Barossa Region Investment Prospectus identifies the equine industry as an emerging industry. Elements include:

- Equine health centre
- Quality training facilities and skilled trainers
- Breeding
- Supplies and Services
- Training and Education
- Master saddler
- Horses
- Breeding and training facilities

A covered International Equine Events area is flagged as a 'Game Changer' project.

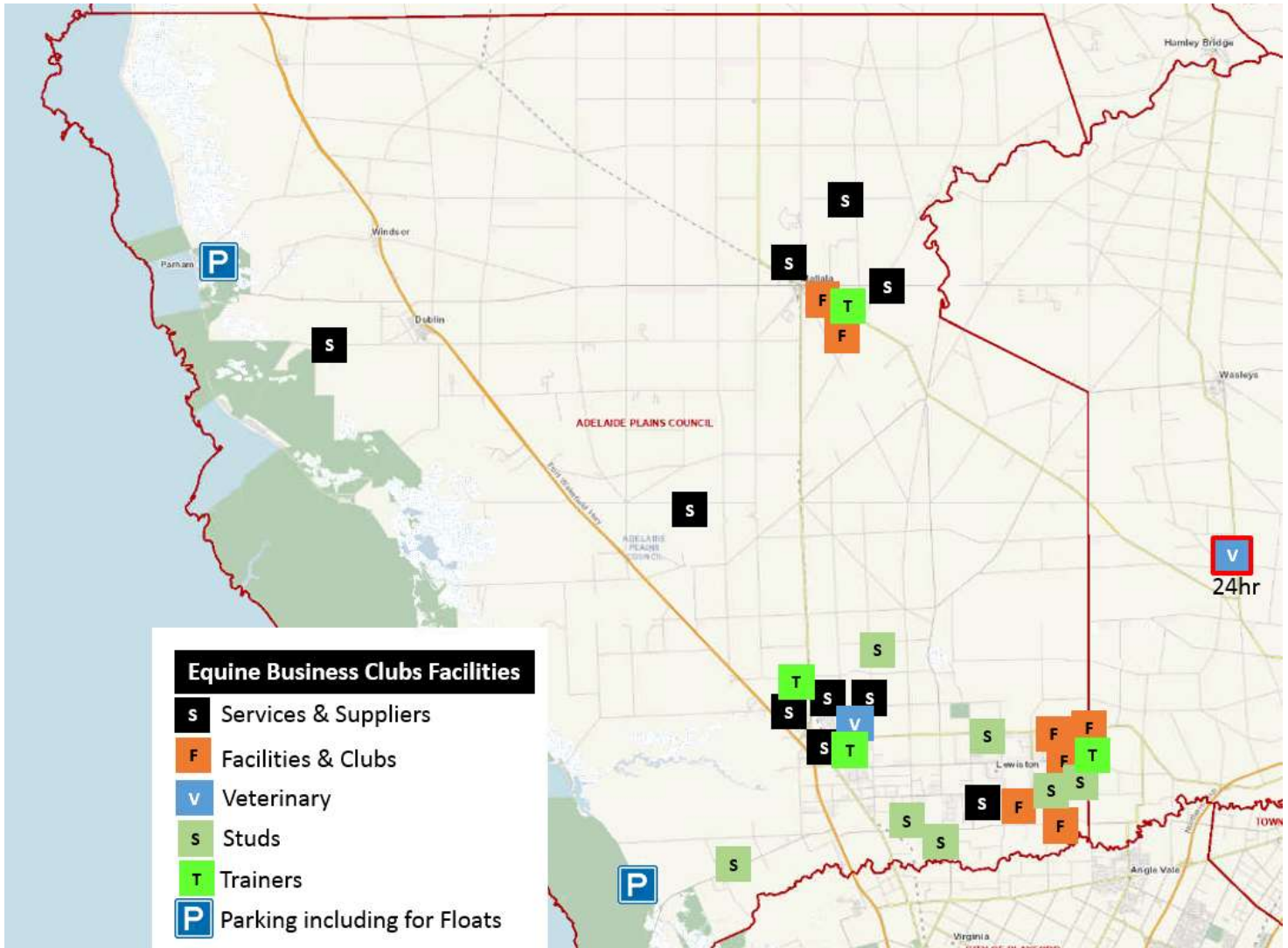
The northern region has around 140 equine facilities and businesses including tourism. This underscores the value of the equine sector within Adelaide Plains.

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<sup>5</sup> [australianhorseadventures.com.au/our-rides#the-grape-horse-adventure-barossa-valley-south-australia](http://australianhorseadventures.com.au/our-rides#the-grape-horse-adventure-barossa-valley-south-australia)

## Adelaide Plains

Adelaide Plains Council area is characterised by a range of equine based businesses, facilities and clubs. Lewiston, Mallala and Two Wells are concentrations of activity. Planned urban growth is impacting availability of land at Two Wells.



*Adelaide Plains Council area is characterised by a range of equine based businesses, facilities and clubs. Lewiston, Mallala and Two Wells are concentrations of activity*

### Facilities and Clubs

1. Lyrical Acres Agistment and Training Centre
2. Adelaide Northern Horse Riding
3. Mallala Equestrian Centre Arena
4. Reeves Plains Indoor Arena (not operating 2021)
5. Northern Districts Show Jumping Club
6. Mallala Show Jumping Club

7. Adelaide Plains Equestrian Club, Lewiston
8. Two Wells Equestrian & Pony Club, Lewiston
9. Two Wells Trotters and Trainers Association (relocating to Lewiston)

#### Services and Suppliers

1. A Stable Life - Equine Acceptance Therapy
2. David Jolly
3. Farrelly Chaff
4. Mallala Feed Barn
5. Moore Park
6. Lewiston Fodder & Agistment
7. R & J Rural Supplies
8. Stockfeed Supplements
9. Theo Adriaans
10. Two Wells Pet Food and Fodder
11. Complete Equine Dental Care
12. Trainers
13. Champion Horse Transport

The University of Adelaide Roseworthy Campus provides 24/7 cover through their equine department<sup>6</sup>.

#### Studs

1. Chapel Lodge
2. Kiarra Park Miniature Ponies
3. Lochfield Barn Miniature Pony Stud
4. Ah'Kem Arabians
5. Korunya Park Stud
6. Bloomfield & Zoontjens Equine Estate
7. Shellgrit Stables Natural Agistment

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<sup>6</sup> [Veterinary Health Centres | University of Adelaide](#)

The Mallala Equestrian Centre<sup>7</sup> is a feature within Adelaide Plains.

Facilities include:

- International indoor arena, measuring 70m x 30m
- Outdoor grass arena, measuring 100m x 60m
- Two outdoor practice/warmup sand arenas
- Stabling for 50 horses
- 20 day yards
- Powered camping facilities
- Upstairs members dining area overlooking the indoor arena
- Ground level seating for 700
- Ground level kitchen and canteen facilities

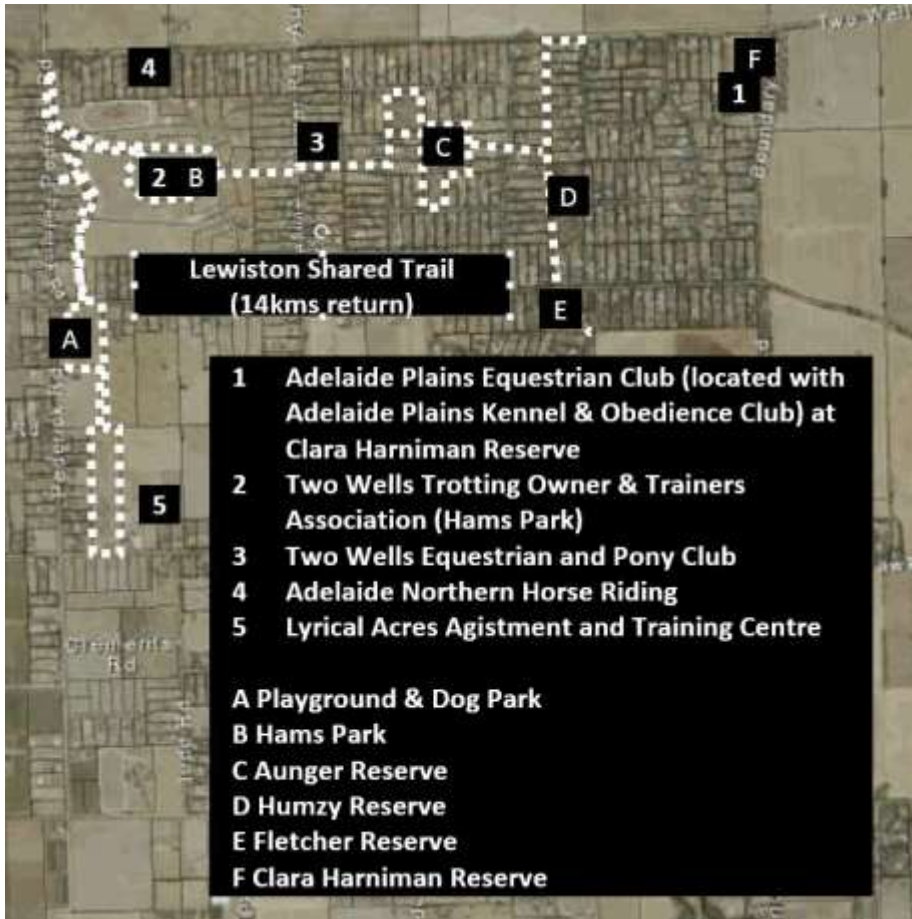


Equestrian groups use the centre for their annual championships. Groups include the Appaloosa and Quarter Horse Societies, the South Australian Riding Pony Studbook, Showhorse and Riding for the Disabled.

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<sup>7</sup> [mallalaequest.com/Mallala\\_Equestrian\\_Centre/Welcome](http://mallalaequest.com/Mallala_Equestrian_Centre/Welcome)





At Lewiston, Council maintains a low-grade horse trail (14kms return). Hams Park is a trotting track



Lewiston Wetlands and Reserves Trails north of Hams Park





*Lewiston Wetlands and Reserves Trails near Humzy Reserve*



*Lewiston Wetlands and Reserves Trails south of the Dog Park and Playground*

Racing SA observes no thoroughbred racers based in Lewiston.

Adelaide Plains Council area is characterised by a range of equine based businesses, facilities and clubs. Lewiston, Mallala and Two Wells are concentrations of activity.

### *Tourism*

A Horse SA event during 2020<sup>8</sup> with tourism experts highlighted that within tourism ‘assets’ at national and state levels, horse riding has almost no online presence. Yet, ‘tourism experiences’ was a primary search term used online, and horse riding rated quite highly in general ‘sentimental value’ associated with experiences.

Equine tourism was recognised as an opportunity which may re-emerge post-pandemic.

### *Horses in Emergencies*

Fire and flood present risk to people and their horses. A horses fact sheet<sup>9</sup> is available from the State Emergency Service. Primary Industries and Resources SA also has guides<sup>10</sup>.



Anecdotally, many residents with horses do not own or have ready access to floats. They may also be on properties that are many years old, may/may not be CFS compliant, or with limited awareness about being prepared.

Household and business preparing ahead for what to do with horses in emergencies is critical.

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<sup>8</sup> Horse SA Annual Report 2020

<sup>9</sup> [safecom-files-](#)

[v8.s3.amazonaws.com/current/docs/caring\\_for\\_your\\_horse\\_in\\_an\\_emergency\\_sa\\_ses\\_fact\\_sheet.pdf](#)

<sup>10</sup> [pir.sa.gov.au/emergency\\_management/animal\\_safety\\_in\\_emergencies](#)

## DESTINATIONS AND TRAILS

### *Proposed Roseworthy Centre*

The Region is home to a state-of-the-art Equine Health and Performance Centre at Adelaide University's Roseworthy Campus. The Centre has high level of expertise in equine medicine, surgery, sports medicine and reproduction. The Equine and Production Animal Health Centre has gained accreditation with the SA Veterinary Surgeons Board. Along with the already accredited Companion Animal Health Centre, this makes the Centre the only all domestic species Veterinary Hospital in SA.

The Roseworthy International Equine Centre is proposed by the University of Adelaide with support from Regional Development Australia and Light Regional Council. -

The Centre is intended to:

- Underpin the competitiveness of the SA equine sector.
- Attract a range of national and international events.
- Support the SA sporting tourism sector and local economy
- Support education and research in equestrian disciplines, further capitalising on the world-class facilities already in place within the University of Adelaide's Equine Health and Performance Centre
- Provide education and training across all equestrian activities.

To cater to and support these broad goals it is anticipated that the Centre would include a multi-purpose indoor arena/stadium, outdoor arenas and a cross country track for the Olympic disciplines (dressage, show jumping, eventing), as well as for other disciplines such as endurance trail riding, camp drafting, rodeo, polo, polocrosse, carriage driving and vaulting.

A horse quarantine facility is also proposed, making it the first outside of Victoria and New South Wales. This would allow international horses to directly enter SA and to remain in training once they have arrived for thoroughbred racing, or for the SA Mitsubishi Motors Australian Three Day Event, which is Australia's premier equestrian competition.



The proposed Equine Centre is an extension of Roseworthy



The proposed facilities would also attract a broad range of clientele and visitors alike by serving as a hub and home for a variety of equine events, horse breeders and veterinary students from across Australia and the world.



*Concept for Roseworthy International Equine Centre*

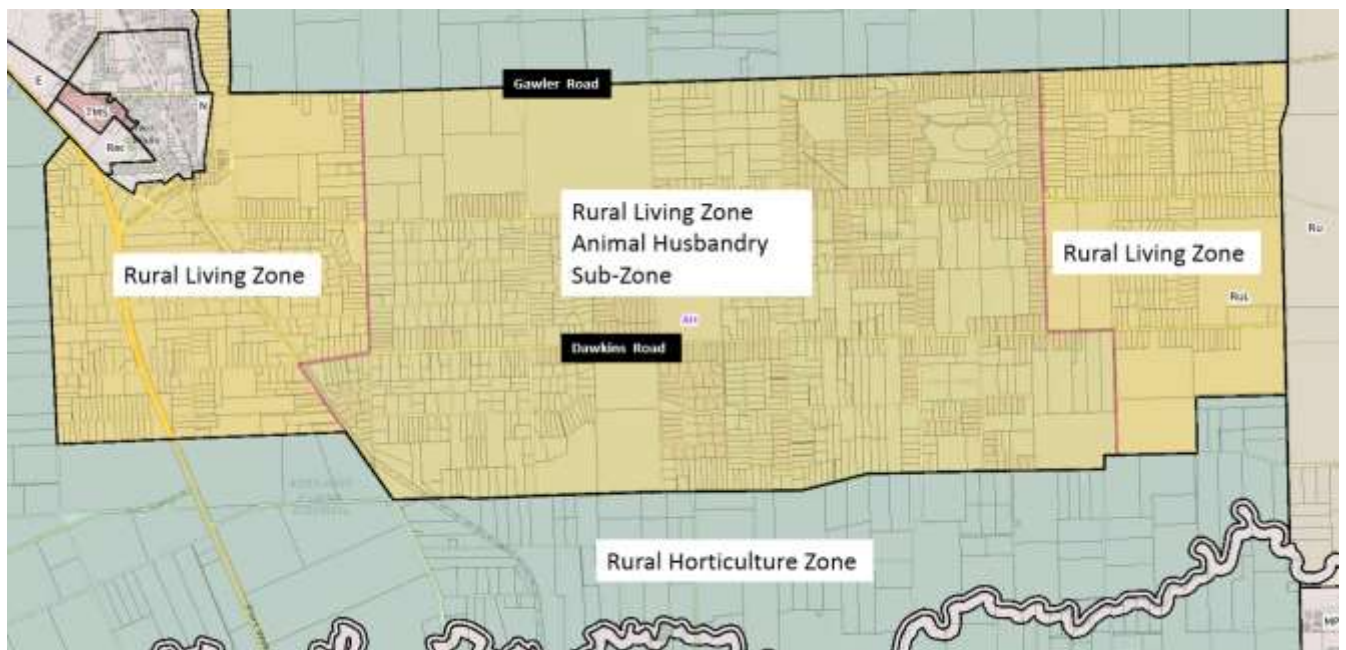
Office of Recreation, Sport and Racing provide business case advice for sport infrastructure such as proposed greater than \$2M.

A State level equine centre augmenting Roseworthy Campus presents opportunities for a wider range of horse activities in the region, including Adelaide Plains.

RDA Barossa discussions with the Adelaide University are continuing, including regarding funding for a business case.

### *Lewiston/Two Wells Rural Living/Animal Husbandry Area*

Lewiston and Two Wells are long established as large rural living areas with an animal husbandry focus, several horse clubs, and shared trails.



*The Lewiston/Two Wells Rural Living Animal Husbandry Area*

Equine opportunities:

- The offer of a Rural Living lifestyle in proximity to metropolitan Adelaide
- Residential allotments generally greater than 2.5 acres being suited to having one horse (or more with Council approval).

Challenges:

- Residents limited understanding how to manage their land and overgrazing being widespread
- Several overgrazed properties together presents dust risks
- Residents on rural living lots need education on land management. Simple mowing is not enough. Guidelines for rural living would be good for including in a welcome pack e.g. [farmstyle.com.au/](http://farmstyle.com.au/)
- Statutory controls in the Environment and Food Production Area precluding further new rural living allotments.

Anecdotal feedback is that Lewiston's shared trails

- Are highly valued, well used and linking to the Lewiston playground is excellent
- Work well with cyclists and dog walkers' co- operating.

Feedback is that:

- More float parking is needed to enable people from outside the region to get to the Trails

- The dog park has used space previously used for float parking.
- Regular slashing is important for safety
- Trail bikes are an issue
- Would like to see the Trails linked to Two Wells



*South Australia's Premier Rural Living (Animal Husbandry) Zone*

Informal engagement opportunities include:

- Better connections with Roseworthy Campus
- Augmented trails connecting a wider area and with a wider range of features, potentially making use of parks and drainage reserves subject to more investigation
- Yards at Hams Park
- A standardised manure management plan in conjunction with the horticulture sector and growers properties
- Potential for equine facilities to be multi use, including refuges in bush fire.

The Lewiston/Two Wells Rural Living Area offers opportunity to augment horse-based opportunities and facilities, adding to the lifestyle.



## Horse Based Public Art



*'Fenced' by Roger Noakes - near Bordertown Racetrack 2022*



*Horse Art as part of Brighton Sculpture Festival 2022*

Public art is one way to augment the land use character and animal-based experiences, such as in Lewiston associated with the parks and trails. Grants from time to time present as opportunities.

Horse themed public art sensibly sited, planned, and considered is an option to augment the horse and animal purpose of the Animal Husbandry Area.



## Horse Adventure Parks

Horse adventure parks<sup>11</sup> offer opportunities for different horse-based experiences.



*Extreme Trail in USA*

Horse adventure parks offer destination and adventure appeal. Establishing in Lewiston for example would augment the range of experiences in close proximity to extensive rural living lots, established horse clubs, and existing shared trails. Appropriate design would be needed to enable safe adventure whilst managing risks.

### *Parking for Intra/Intestate Horse Movement*

Equestrian SA observes the need for float parks as part of a network to enable equestrian participants to travel for intrastate or interstate competitions.

Horse clubs and facilities – be it within Lewiston or at Mallala - may be suited to this role arising from shared horse interests and making use of existing facilities. Informal arrangements on rural living or farms could – if not already do - play this role.

The potential for campgrounds at Mallala, Parham and other locations would need investigating.

The Tourism and Economic Development Strategy flags the Parham Campground for increased visitor use associated with horse riding. This is a different function than the campground being used for overnight parking by riders with the vehicle, float and horses.

The level of parking demand for intrastate/interstate horse movement would need clarifying as part of considering any particular role for Council.

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<sup>11</sup> [gut-heinrichshof.de/extreme-trail](http://gut-heinrichshof.de/extreme-trail)

### *Kidman Horse Trail/Mt Crawford*

The Kidman Trail starts at Kapunda to the east of Adelaide Plains.

The Kidman Trail<sup>12</sup> is a multi-use horse riding, cycling and walking trail that traverses 269 kilometres of roadsides, forest tracks, private land and unmade road reserves with trail markers indicating route. Kidman trail connects to Mt Crawford, a State level hub of horse-riding experiences.



*Kidman Trail extends to Kapunda*

Trail enthusiasts enjoy “seeing the world in a different way” through the Fleurieu Peninsula, Adelaide Hills, Murraylands, Barossa and Clare Valley tourism regions. The Kidman Trail provides a scenic trail that highlights the natural beauty, cultural history and major points of interest along the Mount Lofty Ranges. Trailheads providing information on horse yarding, campsites and float parking are installed along the route. Similar trails are being established in Gippsland<sup>13</sup>.

East west trails connecting from Kapunda through Adelaide Plains presents opportunities to connect to regional trails, augmenting visitor experiences

<sup>12</sup> [southaustraliantrails.com/trails/kidman-trail/](https://southaustraliantrails.com/trails/kidman-trail/)

<sup>13</sup> [abc.net.au/news/2022-01-01/horse-parking-spaces-rail-trail-riders-toora-gippsland/100657946](https://abc.net.au/news/2022-01-01/horse-parking-spaces-rail-trail-riders-toora-gippsland/100657946)

### *Proposed Trail Strategy*

Council is seeking resources to develop a strategy to identify designated recreational, cycling and walking shared use trails and improve access for all abilities.

The intent is to establish accessible trails which link with adjacent councils to provide community benefits including provision of healthy, outdoor, family activity; educational opportunities; and coastal conservation and rehabilitation.

Developing the trail strategy will enable long term economic benefits of interconnecting recreational trails. This will provide Adelaide Plains Council connectivity across 'Regional Trails' with high experiential value.

The regional trails will:

- Enable connectivity access from Metropolitan Adelaide through to access to regional walking trails in neighbouring councils including Barossa 'Riesling Trail' and Yorke Peninsula's 'Walk the Yorke'
- Attract interstate and intrastate visitors.
- Generate significant economic benefits to the region by increasing turnover in existing businesses and generating opportunities for new businesses (accommodation, sale and hire of equipment, guided walks, **horse agistment**, transport, and complementary attractions and experiences).
- Meet the increasing demand for recreational walking, cycling and **horse-riding** opportunities.
- Make a significant contribution to the lifestyle, health and social well-being of the region and South Australians.
- Educate the public about the Indigenous, European and natural history of the region.
- Educate the public about coastal conservation.
- Revegetate and restore native coastal vegetation adjacent to the trails.

The trail strategy will draw on the 2016 Open Space Directions<sup>14</sup> finding:

- Opportunities exist to establish and strengthen the provision of trails and linear connections within and across the District Council of Mallala including regional walking, bike and **horse-riding** trails (e.g. along the Gawler River, Light River, the coastline, rural areas). Within the towns there is potential to improve connections through improved pathways and linear open spaces.
- There is a need for **horse trails and bridleways** within open spaces to support rural living and horse ownership across the District as well as in Lewiston.
- Plan for and establish a pathway connection around Lewiston that links the various open spaces. This could be used by **horses** as well as for walking and bike riding with a network of trail loops and connections around this rural area.

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<sup>14</sup> DC Mallala, Open Space Plan, Directions Report 2016

- Create one or two **longer horse-riding trail loop** opportunities across the District, particularly around Lewiston and between towns, e.g. Lewiston to Reeves Reserve to Mallala.

A trail strategy is important to foster increased trail experiences, including for horse riders

### *Trail Opportunities*

Opportunities based on hypothetical horse trails:

- Opportunity for equine tourism trail connections – including accommodation/food/beverage - from Barossa through Lewiston, Two Wells, and Mallala, Dublin and the coastal settlements. Need to investigate:
  - Accommodation options and facilities/services to cater for the horses.
  - Potential for a premium trail experience with accommodation of high quality (rather than campsites), along the Kidman Trail and then extending to the coast from Kapunda. Segment/leg options based on terrain, accommodation, etc.
  - An example premium experience
    - [australianhorseadventures.com.au/our-rides#the-grape-horse-adventure-barossa-valley-south-australia](http://australianhorseadventures.com.au/our-rides#the-grape-horse-adventure-barossa-valley-south-australia)
    - [globetrotting.com.au/horse-riding-holidays/the-grape-horse-adventure-barossa-valley-australia/](http://globetrotting.com.au/horse-riding-holidays/the-grape-horse-adventure-barossa-valley-australia/)
  - Need to define infrastructure required to cater for horses at a ‘stop’ (overnight stay, lunch/meal, rest, etc), tie up rails, road crossings etc
  - Perhaps a start-up business could be established closer to the coast, with options to ride east or west and experience great countryside and tourism attractions?
- Links with related businesses i.e., farrier, vet, feed
- Acknowledging numerous hazard planning, funding and land tenure challenges associated with Gawler River, a longer-term vision for recreation outcomes – including for horses - in light of northern plains population growth and proximity to Lewiston Animal Husbandry Area makes sense. Gawler River is predominantly held in private ownership. Land access agreements will be required to facilitate proposed trails – including for horses.
- Coastal horse activity is limited to continuing the historic level of activity at Parham and Pt Gawler.



*Quieter roads within Adelaide Plains less used by vehicles and freight may present for increased use for recreation – including for horses. Photo January 2022*

#### Challenges based on hypothetical horse trails:

- On roads, how much traffic is too much?
  - Analysis of road hierarchy and traffic data can help identify routes
  - Commodity routes – including during harvest – and higher mass limit roads will need considering
  - Dirt road verges are an issue and not safe for horse riding
  - Need additional signage, but sometimes slow traffic signs ignored.
- Would like trails to be 100m off the road similar to northern expressway bike lanes
- Crossing DIT managed roads
  - As it is illegal to ride on Pt Wakefield Highway, opportunities for east west trails are limited to under bridges.
  - Riding under bridges is subject to investigations with DIT
- Australian Rail Track Corporation (ARTC) guidelines for access of the rail corridor.
- Understanding guidelines for trails on private property
- Questions about demand for trails. Conversely, if the trail is there, people will use it, including from wider regions
- At destinations, safe places to tie up horses to enable them to stay
- Finding ways to entice horse riders to stay longer at the coast and thereby to spend locally. Maybe communication is needed. If organisations are aware there is a place to stop (i.e. breakfast or lunch) they will. Organisations such as PPSSC could be advised riders are coming and then set up BBQ for them.
- Further trails will need to have regard to relevant standards, including:
  - Austroads Guide Part 6A: Pedestrian and Cycle Paths

- Safe Work Australia (2014) Guide to Managing Risks When New and Inexperienced Persons Interact with Horses
- Horse SA (2012) Action Planner and Horse Property Management Guideline
- Australian Rail Track Corporation guidelines
- Understanding horse infrastructure requirements (see **Appendix** Guidelines).

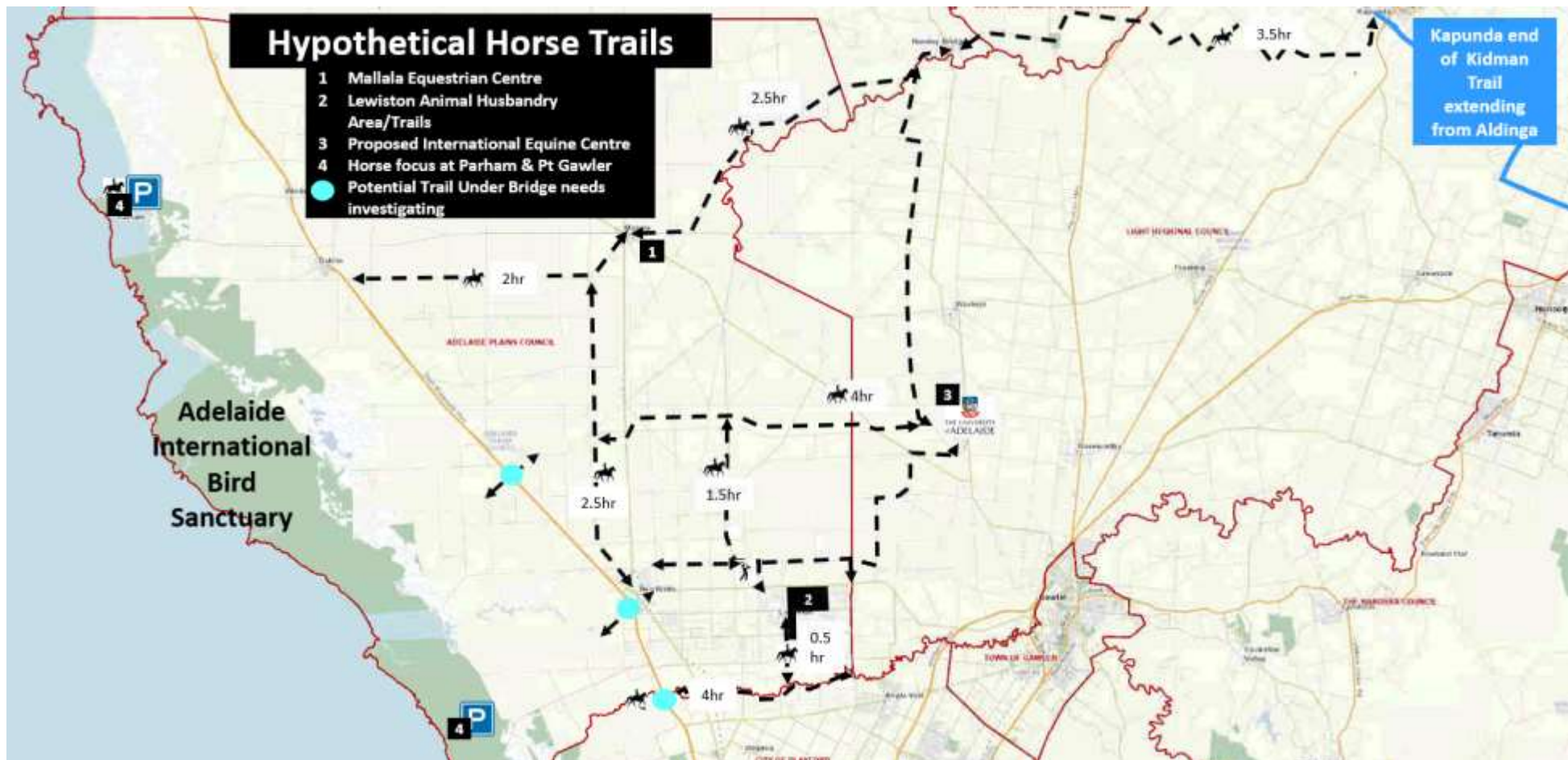
Trails SA is the peak body for shared use trails across SA, including horse riding<sup>15</sup>.

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<sup>15</sup> [trailssa.thedistillery.co/activities/horse-riding/](https://trailssa.thedistillery.co/activities/horse-riding/)

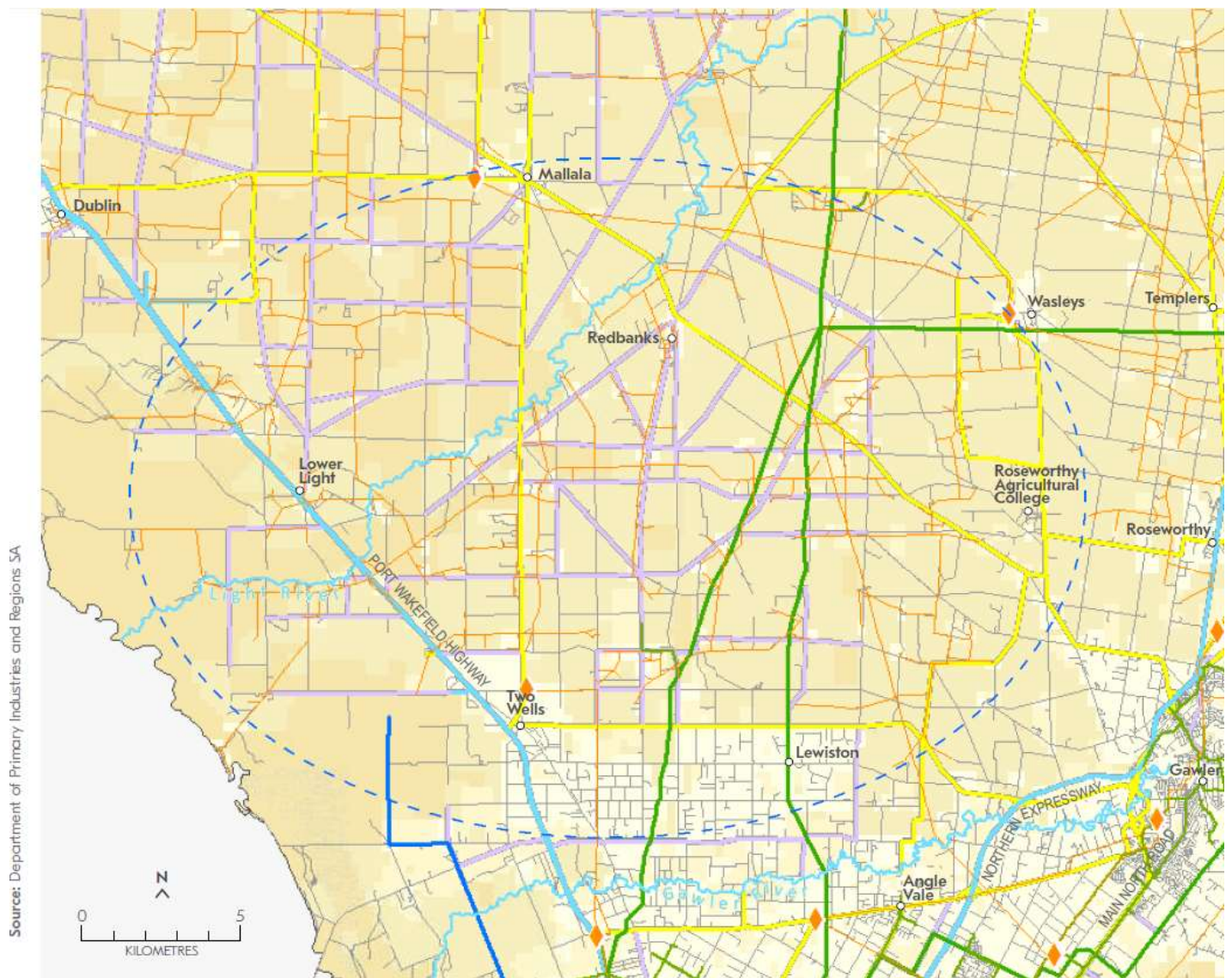


## Hypothetical Horse Trails



The purpose of the Hypothetical Horse Trail Map is to show what trails connecting from the Kidman Trail through Adelaide Plain 'might' look like. Times are based on a horse walking at 6.5km/hour, and using quieter routes and near waterways. Historic low level of use at Parham and Pt Gawler. Many challenges, including crossing main roads





*Roads highlighted Purple Are Approved for Higher Mass Limits. Base Map from SA Water NAIS Call for Proposals Investment Prospectus 2017*

Opportunities to realise shared trails including for horses need investigating. Trails are likely to be shared, e.g., with walkers, cyclists. Whilst legal to ride on road, level and nature of traffic impacts actual horse use.

Off road shared trails are preferred. The potential role of quieter roads for recreation activity, including horses, needs consideration.

The combination of continuing horse activity at historic levels at coastal areas coupled with Pt Wakefield Highway being a barrier to east west horse trails suggests focussing efforts on horse trails east of Pt Wakefield Highway.

## COASTAL DESTINATIONS AND TRAILS

### *Land Care and Control*

Extensive coastal land areas are under the care and control of the State Government principally through the Department of Environment and Water. Some coastal land areas are under the care and control of Adelaide Plains Council (see State Government/Council Managed Coastal Land Map).



*State Government/Council Managed Coastal Land*

The 2016 Open Space Directions report<sup>16</sup> identified the need to manage horse use of the beaches and the impact of horse float parking.

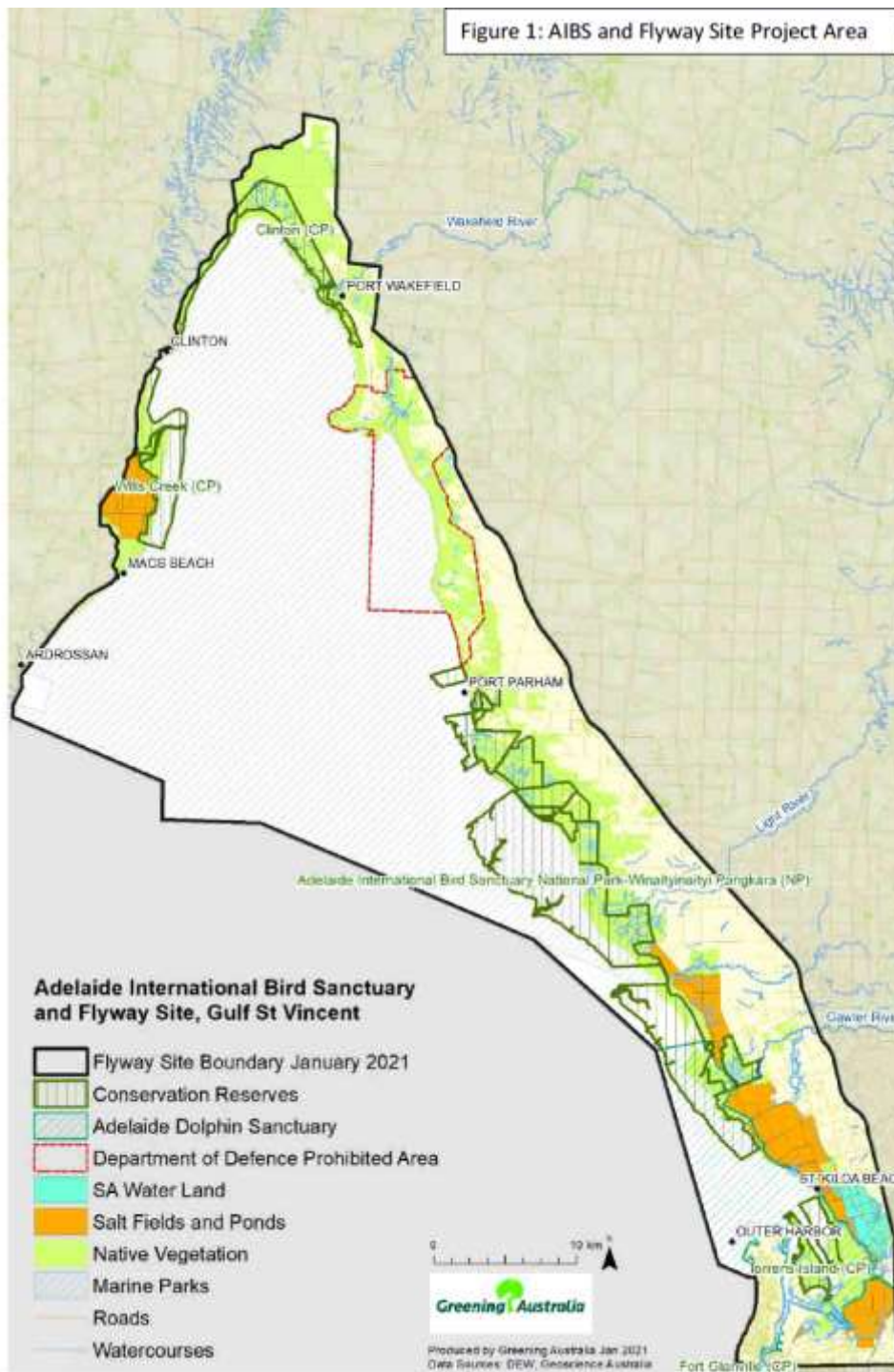
DEW has care and control of the Adelaide International Bird Sanctuary. Adelaide Plains Council has care and control of public areas in townships. Working together is essential.

<sup>16</sup> [apc.sa.gov.au/council-services/development/strategicprojects](http://apc.sa.gov.au/council-services/development/strategicprojects)



*East Asian Australasian Flyway/Environment Protection & Biodiversity Conservation Act*

The East Asian Australasian Flyway (EAAF) comprises AIBSNP-WP, coastal settlements, and similar spatial areas north and south of Adelaide Plains.



*Council Managed Coastal Settlements and the Adelaide International Bird Sanctuary are part of the East Asian-Australasian Flyway. Ref Adelaide International Bird Sanctuary and Flyway Site Conservation Action Planning Summary January 2022 Department for Environment and Water*



Council Managed Coastal Settlements and AIBSNP-WP are part of a Nationally Important Wetland. Above Left Map sourced from Australian Government and Right Map SA Government

The following influences coastal horse experiences:

- Shorebirds are a matter of national significance under the Australian Government *Environment Protection and Biodiversity Conservation Act 1999 (EPBC)*
- The Flyway site includes the coastal settlements
- The Flyway is under an Australian Government Partnership for the Conservation of Migratory Waterbirds and the Sustainable Use of their Habitats. This is a Ramsar convention regional initiative. The Partnership is a voluntary collaboration of effort focusing on protecting migratory waterbirds, their habitat and the livelihoods of people dependant on them
- The Flyway Site Network is a non-binding, collaborative “project” and is not a legal entity. The Australian Government is signatory to the partnership<sup>17</sup>
- The Flyway site is not legally constituted under the EPBC
- The Australian Government Wildlife Conservation Plan for Migratory Shorebirds<sup>18</sup> has four objectives:

<sup>17</sup> [Implementation Strategy for the East Asian–Australasian Flyway Partnership: 2007-2011 - DCCEEW](#)

<sup>18</sup> [Wildlife Conservation Plan for Migratory Shorebirds \(dceew.gov.au\)](#)

- Protection of important habitats for migratory birds
- Wetland habitats on which migratory shorebirds depend are protected and conserved
- human activity threats to migratory shorebirds are minimised or, where possible, eliminated
- Knowledge gaps are addressed.

During consultation in 2022, DEW and various bird groups presented information about the significance of the EAAF within which AIBSNP-WP is located.

The various bird group submissions do not support having opportunities for horse-based experiences in coastal areas. The DEW submission is open to what can be described as the historic level of horse activity at Parham and Pt Gawler. The DEW submission draws on the *Adelaide International Bird Sanctuary National Park – Winaityinaityi Pangkara Management Plan 2020*.

DEW state ‘Current horse-riding activity along this stretch of coast could be considered low level and isn’t actively promoted. Whilst the *Adelaide International Bird Sanctuary National Park – Winaityinaityi Pangkara Management Plan 2020* allows for horse riding at certain locations within the park, the management plan also provides the ability to reduce disturbance impacts by ‘regulating access’ if the need arises.’

Based on experience, Council and DEW officers have a reasonable understanding of what is the historical level of use. At Parham for example, an annual club visit with 15 – 20 floats is typical, and acknowledging various circumstances, 2 – 3 floats per day. Ongoing monitoring increases officers understanding of club visits, with clubs being asked to apply for a permit where bringing more than six floats.

The Thompson Beach Progress Association recognise the Equine Strategy envisages continuing the absence of horse activity at Thompson Beach. The Chairperson of Middle Beach Inc has conveyed a similar position. These were canvassed in informal discussions in early 2023.

The historic nature of horse activity – principally at Parham/Webb Beach and Pt Gawler - can be described as ‘low level’. Introducing measures to ‘grow’ horse activity is likely be at odds with the Australian Government EAAF agreement. Depending on the level of horse growth planned, it may be at odds with the EPBC.

### *Adelaide International Bird Sanctuary Management Plan*

The need to plan for and manage impacts associated with horses is captured in Adelaide International Bird Sanctuary National Park – Winaityinaityi Pangkara Management Plan 2020<sup>19</sup>. This contains the following references.

- ‘Other recreational activities such as **horse riding**, fishing, crabbing, cockling and camping also have potential to cause disturbance. Disturbance will be minimised by regulating access and promoting minimal impact behaviours through liaison with local residents, signs, and ranger patrols.’
- ‘**Horse riding** will be confined to designated areas.’
- **Horse-riding and horse float parking** may be authorised within designated areas. It will be necessary to work with horse riders and the Adelaide Plains Council to develop strategies for the safe management of horse float parking.
- ‘Based on a minimal impact code, provide information for visitors to help them ‘tread lightly’. This will include information focused on beach access, **horse riding**, boating, fishing, crabbing, exercising dogs, and vehicle access.’

Horses can bring weeds and can impact birds, noting bird sanctuary AIBSNP-WP principle purpose.

In consultation in 2022, DEW advise the AIBSNP-WP is now subject to co-management arrangements with the Kurna Nation. The Park management plan will be reviewed in the context of co-management and the Government will be paying particular attention to the advice from the Kurna Parks Advisory Committee.

Discussions with DEW affirm a strategy to limit horse activity to historic levels around Parham and Pt Gawler. This recognises their historical equine role.

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<sup>19</sup> Department for Environment and Water Adelaide International Bird Sanctuary National Park – Winaityinaityi Pangkara Management Plan 2020



## All Day Horse Experiences

Horses on Council Managed Beach and Waters		
Council	Permitted	Float Park
Port Adelaide Enfield	5 – 8am daily	Beach end Bower Road, Semaphore Park
Charles Sturt	4 – 8am daily. Allowed from 100m south of Henley Jetty and from 100m north of Grange Jetty  Must apply for a permit and have Public Liability insurance	General car park at Beach end of Burbidge Road, with ramp to beach  General car park at Point Malcolm Semaphore, Military Road, Semaphore Park, with ramp to beach

Adelaide Plains provide all day coastal horse opportunities. Metropolitan coasts provide opportunities early each day.

### Coastal Horse Opportunities

Acknowledging coastal horse activity is limited to continuing the historic level of activity rather than looking to grow activity, horse activity is limited to low level at Parham and Pt Gawler. Detailed planning at Parham and Pt Gawler will lead to the necessary infrastructure and signage for horses.

In consultation during 2022, about coastal areas, DEW affirm having information for riders as important in promoting a ‘tread lightly’ approach to park visitation and improving visitor understanding of the importance of the AIBSNP-WP that they are entering.

DEW advise an information sheet will assist rangers in their liaisons with horse riders in the park, to ensure that they ride responsibly and are aware of the impact that they have whilst they are riding within the park.

The impact of horses on flats disturbing shore birds resting or feeding DEW monitor. Horses and vehicles conflicting on roads Council will continue to monitor

Horses are able to be ridden on public roads between Port Wakefield Highway and the coast, as well as within the coastal settlements. It is not legal for horse to be ridden on Port Wakefield Highway.

Opportunities:

- The coast is a great opportunity for rider experiences
- A shared trail such as Middle Beach to Parham could be similar to ‘Walk the Yorke’ that can be used by walkers, cyclists etc
- Trails elsewhere traverse public and private land. Could a network of trails in part on private land provide a better trail?

- Riders would like clear policies from Council

Challenges:

- Where horses can be ridden within AIBSNP-WP and expectations for rider behaviour needs investigation
- Having a coordinated approach to coastal float parking to avoid unnecessary impacts
- Faeces not collected

Horse activity is limited to low level at Parham and Pt Gawler.

Rider Information Sheets are under preparation for Parham and Pt Gawler, including land within AIBSNP-WP.

Pt Gawler car park is being upgraded. At Parham, investigations and discussions about the appropriate location and approach to float parking and associated horse measures are ongoing. Informed by consultation over 2022, in 2023, Council decided to continue float parking at Main Street.

### *Float Parking*

Horses historically use foreshore areas within Adelaide Plains. In particular, people take horses to Parham and Port Gawler, park their float and take the horses in coastal areas for exercise.



*Horse float parking occurs at Pt Gawler's main car park.*

Riders are able to park at Pt Gawler. At Parham, horse float parking has led to issues associated with faeces management and health, access and amenity. Issues were centred on the boat ramp and shelter shed car parks. Issues were brought to the attention of Council in 2015.



*No Horse Float Parking at Parham's Boat Ramp Car Park and Shelter Shed Car Parks*



*Float parking provided within the Main Street Road Reserve*

Pt Gawler car park is isolated from other people and informal surveillance, and experiences some safety risks. Trail bike riders can behave with no respect for horse riders. DEW and Council continue to monitor safety risks and progress improvements to better manage trail bike rider behaviour.

Pt Gawler car park is being upgraded. At Parham, investigations and discussions about the appropriate location and approach to float parking and associated measures are ongoing. Informed by consultation over 2022, in 2023, Council decided to continue float parking at Main Street.

## PLANNING CONTEXT

### *Council Strategic Plan*

#### Equine reference Strategic Plan 2021 – 2024

##### Trails

Council maintains about 10 kilometres of low-grade horse trail in Lewiston, incorporating Hams Park, Lewiston Wetlands, Camel Reserve and Fletcher Reserve.

Trails were mentioned (walking and horse riding) as opportunities to provide better experiences of the coast and as an important component of recreation for the Lewiston community.

There is potential for a stormwater solution for the Gawler River to open up new and regionally significant recreation and tourism opportunities facilitated by improved community access to the river corridor.

##### Ideas From Research and Consultation

- Investigate opportunities to provide dedicated spaces for motorbikes and safe and sustainable horse trails;

##### Key Council Services that Contribute to Our Community's Enviably Lifestyle

- Community infrastructure planning (Footpaths, cycle paths, horse trails, walking trails, open space, community facilities and other sporting facilities)

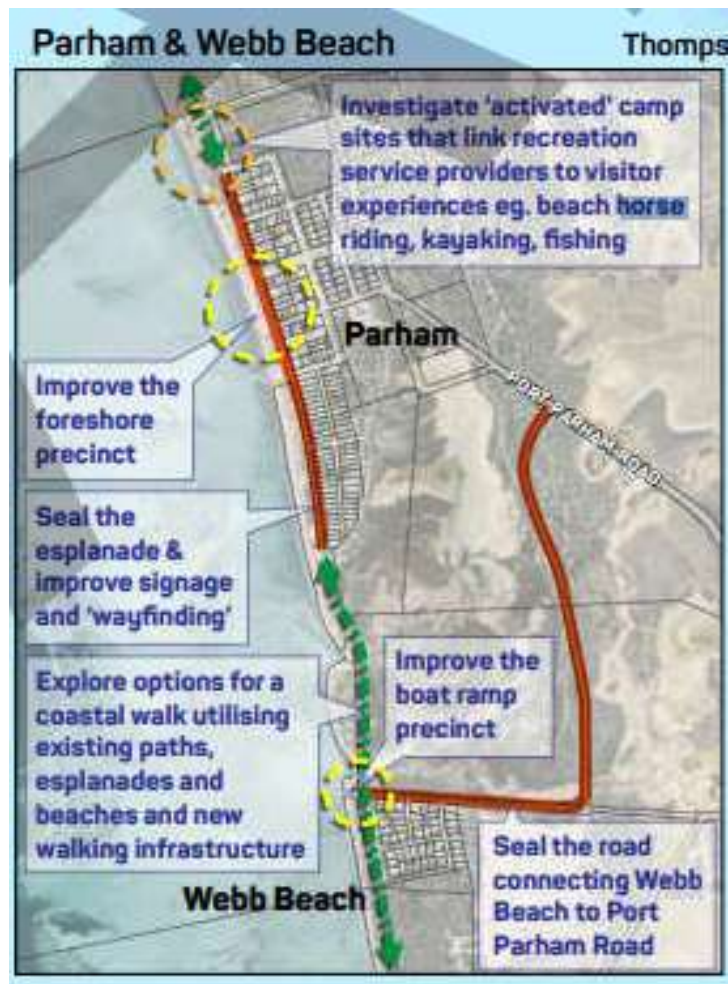
Council's Strategic Plan 2021 – 2024 recognises the **value of the equine industry** and flags opportunities associated with trails along the Gawler River, in Lewiston and in coastal areas



Equine references Tourism and Economic Development Strategy

More opportunities to spend

The coast is a location for recreational pursuits of fishing, crabbing, kayaking, camping, walking and **horse riding**. At the moment these activities are self-guided and are independent 'packed lunch' day visits that don't generate local spending



MARKETING AND BRANDING

Target Markets

Outdoor and rural life active breaks - walking, cycling, **horse trails**, bike, dog friendly

Horse based tourism opportunities are part of the 2022 Tourism and Economic Development Strategy.

## *State Sport & Recreation Infrastructure Plan*

The State Sport & Recreation Infrastructure Plan 2020-40<sup>20</sup> includes:

- ‘The State Government also understands the importance of recreational infrastructure to support activities such as walking, cycling, **horse riding**, canoeing, scuba diving and snorkelling and has invested \$11.8 million towards natural assets including walking paths and trails across the Fleurieu Peninsula and Glenithorne National Park.’
- ‘Equestrian facilities - Several proposals were received in this area and SA does not currently have a state equestrian facility. Partners varied across the projects and ranged from equestrian, polo, pony club, horse racing and tertiary institutions. The establishment of one state centre is supported however stakeholders need to resolve which facility best service the community and deliver economic benefit.’

The Plan represents the state’s sport and recreation infrastructure priorities at this point in time, however the document will be nimble and allow for an ongoing pipeline of projects to be developed. The focus of the future is for well-planned, strategic projects that deliver economic, health and tourism benefits for all within the community.

The Plan provides a strategic response to the funding and provision of sport and recreation facilities and feeds into the 20 Year State Infrastructure Plan developed by Infrastructure SA to assist the South Australian Government to plan, identify and prioritise major infrastructure across the State.

The Office for Recreation, Sport and Racing will continue to collect information of projects over \$2 million with information on these submissions provided to relevant stakeholders.

Office of Recreation, Sport and Racing lead the State Sport and Recreation Infrastructure Plan and having grants for clubs and facilities [orsr.sa.gov.au/funding](https://orsr.sa.gov.au/funding).

The proposed Equine Centre at Roseworthy will require State level peak bodies to resolve whether this proposal meets their shared objectives.

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<sup>20</sup> [orsr.sa.gov.au/infrastructure/south\\_australias\\_sport\\_and\\_recreation\\_infrastructure\\_plan](https://orsr.sa.gov.au/infrastructure/south_australias_sport_and_recreation_infrastructure_plan)

## *Club of the Future - Horse Club Support*

The Office for Recreation, Sport and Racing (ORSR) is committed to assisting clubs to adapt their operations for the community now and into the future.



*Club of the Future provide tools for clubs, such as case studies and educational resources, to support clubs to evolve alongside changing community needs.*

ORSR's Club of the Future Guide (COTF) <sup>21</sup> has been developed to support clubs, including pony, equestrian and horse clubs, to explore innovative ways to deliver quality experiences, share resources, services and facilities, increase affordability and promote contemporary approaches to volunteering. It is through COTF that Councils can best work with local horse clubs and equine related businesses to enable their future.

To support horse clubs plan ahead, 'Club of the Future' resources are available from the Office of Recreation, Sport and Racing.

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<sup>21</sup> [Club of the Future | Office for Recreation, Sport and Racing \(orsr.sa.gov.au\)](https://orsr.sa.gov.au)

**30 Year Plan Equine Related References**

P57. Maintain and protect primary production and tourism assets in the Environment and Food Production Areas, while allowing for appropriate value-adding activities to increase investment opportunities (Refer to Map 5).

P58. Ensure that the Environment and Food Production Areas, Character Preservation Districts and planning policies work in an integrated way to:

- protect key primary production assets and opportunities
- facilitate local operating and investment conditions that support primary production and related agri-business development
- enable timely business adjustment and climate change adaptation by primary producers.

P59. Enable major new primary production and agri-business development across the Northern Adelaide and Barossa regions and in the Mount Barker-Murray Bridge corridor and prevent ad hoc land use changes that may compromise those investments.

P60. Ensure land use planning in and around the Virginia horticulture district aligns with projects for industry growth and revitalisation anticipated by the Northern Economic Plan.

**Tourism**

P63. Provide for sustainable tourism development across Greater Adelaide by:

- protecting, enhancing and promoting the qualities that attract tourism and are of value to the whole community
- providing appropriate support infrastructure for tourism
- facilitating sustainably designed tourism accommodation in suitable locations
- facilitating tourism-related developments such as restaurants, specialty retail accommodation and other value adding activities.

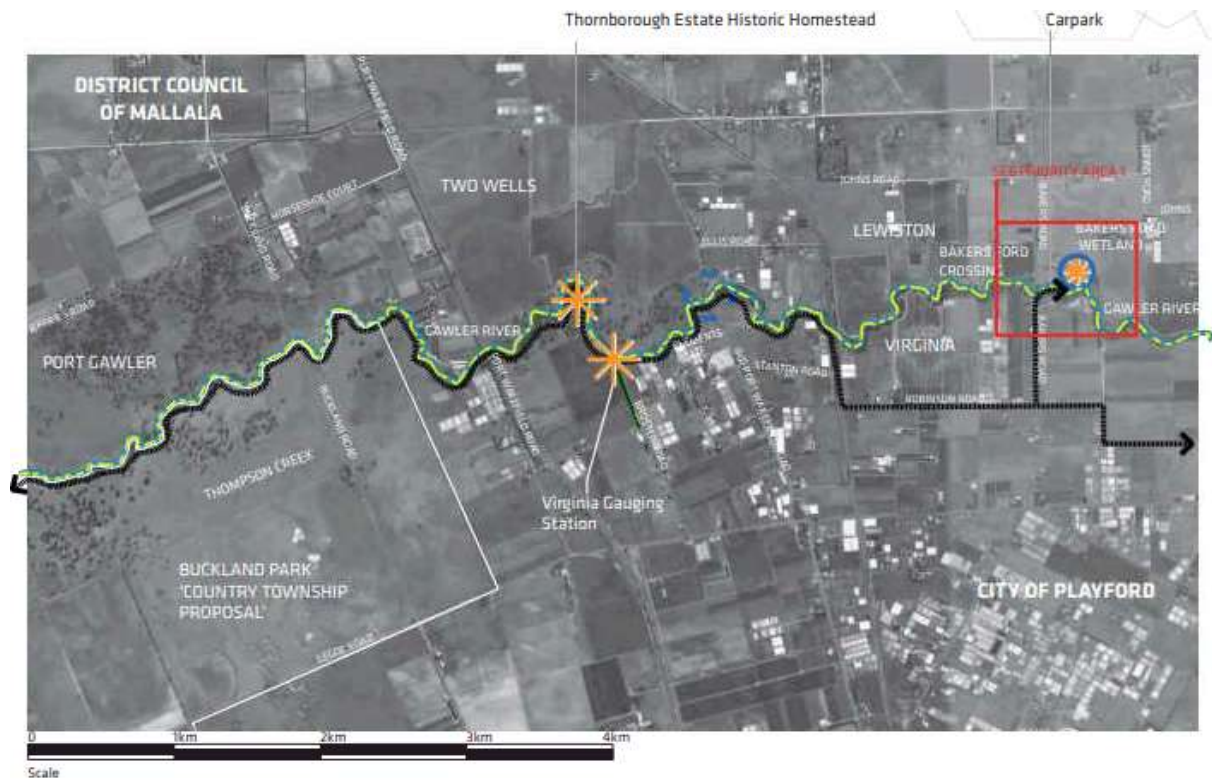


The 30 Year Plan for Greater Adelaide<sup>22</sup> envisages the equine industry within the broader agricultural and tourism sectors. The Plan contains no direct references to equine or horse.

<sup>22</sup> Department of Planning, Transport and Infrastructure, *The 30-Year Plan for Greater Adelaide 2017 Update*



## Gawler River Open Space Strategy



### Recommended Actions

- Develop a shared-use recreational trail along the Gawler River from Buckland Park 'Country Township' to Old Port Wakefield Road,
- Ensure that the Buckland Park 'Country Township' proposal establishes a 50m-100m wide linear reserve along Gawler River.

The 2009 Gawler River Open Space Strategy envisages 'Establish a continuous shared-use recreational trail along the length of the Gawler River which caters for walkers, cyclists and horse riders.'

Private owners own the land to the centre line of the Gawler River. This impacts the potential for horse and recreational outcomes.

## REGULATORY CONTEXT

*Statutory Planning System*

*Planning and Design Code*

In the SA statutory planning system, horse keeping means ‘the keeping or husbandry of horses where more than 1 horse is kept per 3ha of land used for such purposes.’ If a site is less than 3HA, keeping a horse is ‘development’ and a development application is required.

Towns and settlements generally comprise lots less than 3HA where the keeping of a horse is ‘development’. Some lots are greater than 3HA.

Establishing horse related businesses, be it a farrier, vet, therapy or feed store - involve changing the use of land and in some cases, erecting structures and buildings that are ‘development’. Where these are ‘development’, a development application is to be lodged.

Development applications are assessed regarding the policies – including the zones - in the Planning and Design Code<sup>23</sup>. Various equine studies (**Appendix – Studies**) have informed the current SA Planning System.



*Summary of Zones in Adelaide Plains*

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<sup>23</sup> [code.plan.sa.gov.au/](http://code.plan.sa.gov.au/)

### *Lewiston Animal Husbandry Area*

The Lewiston Animal Husbandry area is a Subzone of the Rural Living Zone.

The prime purpose of the Zone is ‘Large-scale horse keeping and dog kennelling in association with detached dwellings on large allotments’<sup>24</sup>.

This zone/sub-zone has been in place in the Mallala Development Plan and now Planning and Design Code for many years, and the character of the area is largely influenced by the many dog kennels, dog breeding and horse keeping land uses.

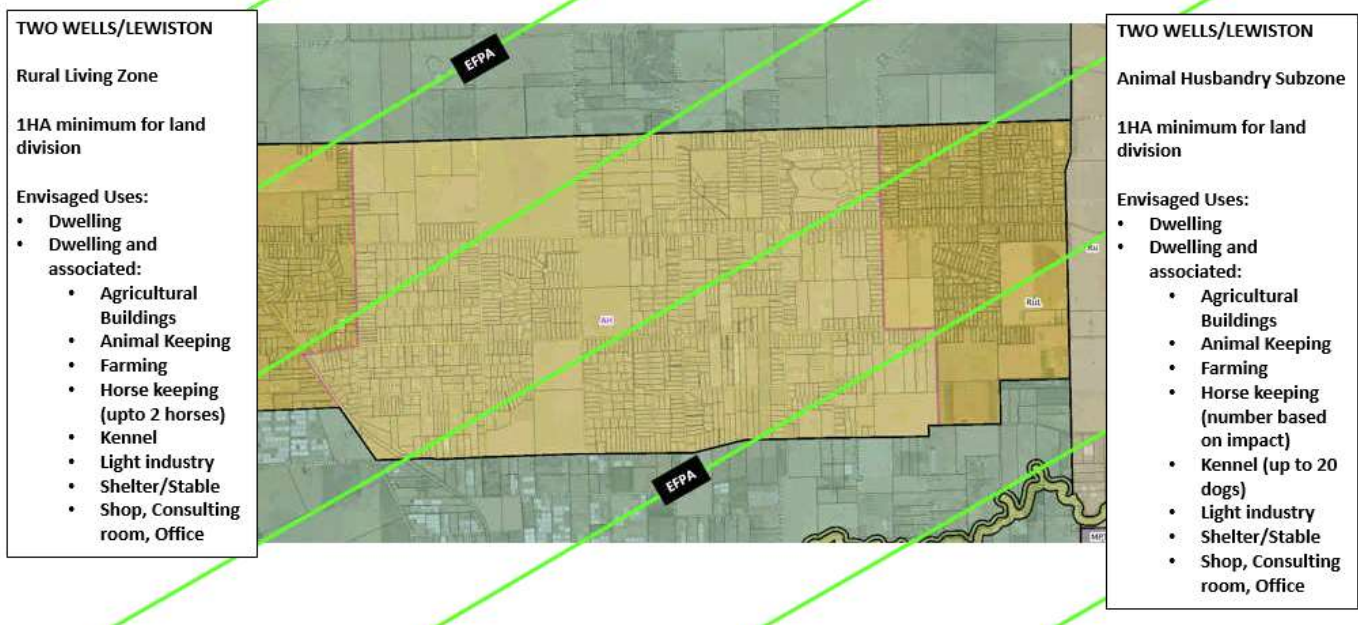


*Lewiston Animal Husbandry Sub-Zone*

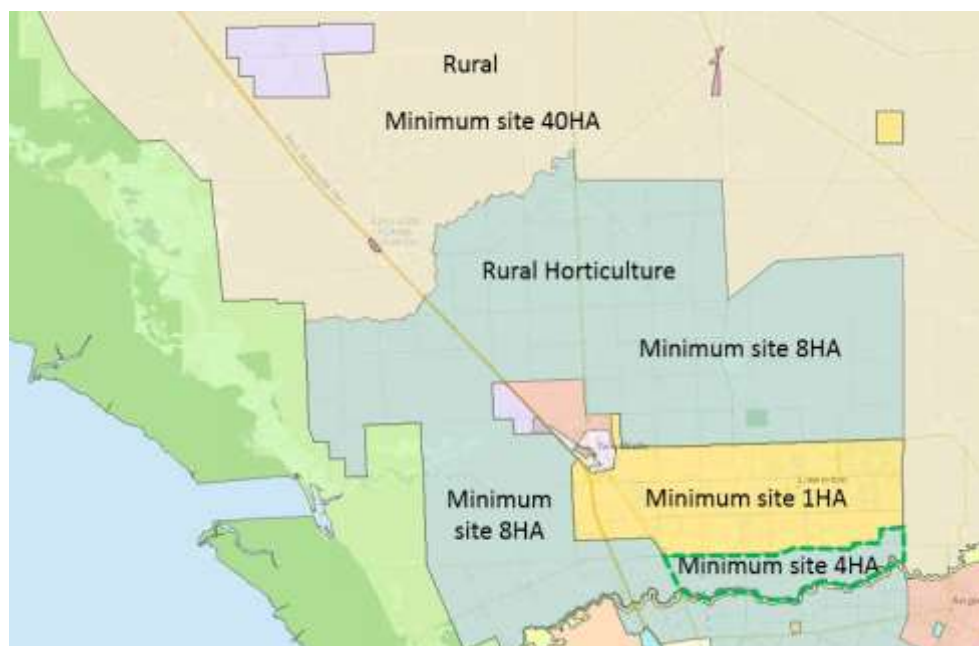
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<sup>24</sup> Planning and Design Code 2021

The Animal Husbandry Subzone can be developed with large-scale horse keeping and dog kennelling in association with dwellings. The prime difference from Rural Living is the Animal Husbandry Zone unlike the Rural Living Zone, does not limit horses to two/lot, and also explicitly provides for up to 20 dogs/lot (as Deemed to Satisfy).



For the division of land, the Two Wells/Lewiston Rural Living Area has a minimum site area of 1HA, the area south to the river being 4HA, and the balance of the Rural Horticulture Zone being 8HA minimum. The Rural Zone is 40HA.



*Minimum Site Areas for Development – Including Horse Keeping – SA Planning Policy Atlas June 2021*



## Environment and Food Production Area



*The vast majority of land in Adelaide Plains is impacted by the EFPA*

The vast majority of Adelaide Plains is impacted by the Environment and Food Production Area (EFPA). *The Planning, Development and Infrastructure Act 2016* allows subdivision for housing<sup>25</sup> in the EFPA where it is directly associated with ‘primary production’.

Advice received is that ‘primary production’ does not include horse keeping or dog kennels as these uses, while agricultural in nature, do not result in the ‘production’ of a naturally occurring food or consumable item.

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<sup>25</sup> Section 7(18) of the *Planning Development and Infrastructure Act 2016* nominates that for the purposes of the EFPA, “‘residential development’ means development primarily for residential purposes but does not include— (a) the use of land for the purposes of a hotel or motel or to provide any other form of temporary residential accommodation for valuable consideration; or (b) a dwelling for residential purposes on land used primarily for primary production purposes.”

This means, for example, subdivision for a dwelling with horse keeping triggers the EFPA whereas the same division for dwelling with primary production would not.

This presents a fundamental problem for the development of land in Zones where the Code envisages subdivision for dwellings with horse keeping or dog kennelling, such as the Rural Living Zone and Animal Husbandry Sub-Zone.

The Rural Living Zones impacted include Two Wells/Lewiston, Fischer, Mallala and Barabba.

<b>ZONES WHICH ENVISAGE SUBDIVISION FOR A DWELLING WITH HORSE KEEPING OR DOG KENNELING</b>		
<b>Zone</b>	<b>Dwelling with Horse Keeping</b>	<b>Dwelling with Dog Keeping</b>
Animal Husbandry Sub Zone	Yes	Yes
Rural Living	Yes	Yes
Rural Horticulture	Yes	Less certain
Rural	Yes	Less certain

The State Planning Commission outcomes of its 2021 review of the EFPA are available<sup>26</sup>. Adelaide Plains Council made a submission to the 2021 review which this Paper draws on. The submission is available.

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<sup>26</sup>

[plan.sa.gov.au/our\\_planning\\_system/instruments/planning\\_instruments/environment\\_and\\_food\\_production\\_areas](http://plan.sa.gov.au/our_planning_system/instruments/planning_instruments/environment_and_food_production_areas)

### *Observations about Horse Related Development*

Based on initial inquiries with Council planning officers, there is:

- low interest from the community to establish sizable equine based businesses
- steady inquiries (including residential) about whether a property can be used for horses
- the Planning and Design Code seems appropriate but a review to confirm would be prudent

Horse SA observations about councils generally – not particular to but also including Adelaide Plains – involve:

Perceptions about:

- Limited clarity about and ability to get a simple and timely answer on how many horses you can have on a property – this can impact buying and investment decisions
- Should a neighbour not like horses and complain there will be little council support
- Success of an application will be dependent on whether the person you are dealing with ‘likes’ horses
- Flood plain and insurance considerations regarding whether flood risk infrastructure is satisfactory with increasing built development

Opportunities include a council that provides clarity and certainty for purchasers / owners of horse keeping numbers and requirements would likely be viewed positively

Individuals and businesses seeking to undertake horse related ‘development’ are encourage to work with Council’s planning officers to understand the process, information required, and any particular matters influencing a horse related development.

The Planning and Design Code seems appropriate but a review to confirm would be prudent.

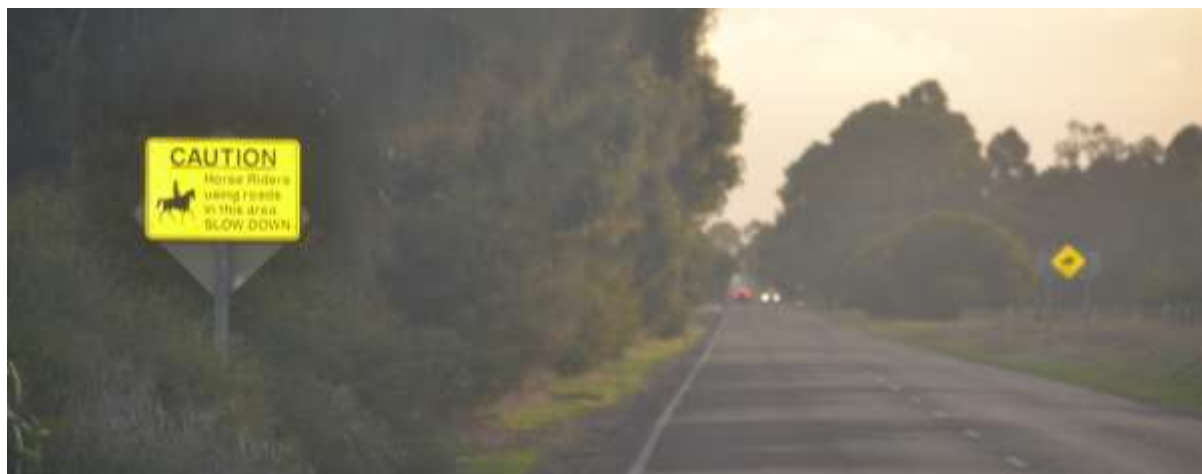
Providing easy to access information for purchasers about horse keeping on residential properties and in agribusinesses appears an opportunity.

The Environment and Food Production Area not allowing subdivision for housing associated with horse keeping (or dog kennelling), where it is consistent with zoning policy, requires immediate review and clarification, noting this rests with the State Planning Commission.

The current statutory arrangements are limiting investment for envisaged horse related development, in particular in the Animal Husbandry Subzone, and Rural Living Zone, causing confusion within the community.

## Riders

Horses are 'vehicles' for the purpose of road rules<sup>27</sup> and can be ridden on Council roads. Drivers are obligated to drive with caution. Road includes the road surface and verge areas. The road or verge does not need to be 'signed'.



*Hayman Road near Boundary Road, Lewiston mid 2022*

### Horse riders

Under the Australian Road Rules, a horse is considered a vehicle and therefore is permitted to be ridden on the road. If you see a horse and rider on or near a road you should:

- treat the horse as a potential hazard
- slow down and, when safe, pass with care
- stop your vehicle on the left side of the road and turn off the engine if the horse is unsettled or the rider signals this to you
- not accelerate or rev your engine near a horse
- not sound your horn or make unnecessary noise
- not throw objects or shout at a horse or rider.

**This road sign indicates that horses may be present, so drive with caution.**



### *Horses can be ridden on Council Roads*

Horses can be ridden on Council roads. 'Horse Signs' assist drivers be aware and prepared for horses.

<sup>27</sup> [mylicence.sa.gov.au/road-rules/the-drivers-handbook/share-road](http://mylicence.sa.gov.au/road-rules/the-drivers-handbook/share-road)



### *Roads By-Law*

Under the *Roads By-Law 2019*, a person must not without the permission of Council:

- ‘cause or allow any animal, to stray onto, graze, wander on or be left unattended on any road except where the Council has set aside a track or other area for use by or in connection with an animal of that kind and, then only if under the effective control of a person’
- ‘lead, drive, exercise any animal in such a manner as to endanger the safety of any person’

Educating riders to keep their horse under control on public roads aligns with Council’s *Roads By-Law 2019* and reassures drivers and residents.

### *Local Government Land By-Law*

Local government land in the Local Government Act <sup>28</sup> means land owned by a council or under a council's care, control and management. This includes ‘roads’. However, the Local Government Land By-Law excludes ‘roads’ from inclusion within Local Government land for the purpose of that By-Law.

The bylaw has certain powers with respect to animals and local government land. The By-Law defines ‘animal’ broadly, and by implication, includes horses.

In summary, the By-Law provides that a person must not on any local government land without the permission of Council:

- Cause or allow any animal to stray onto, move over, graze or be left unattended
- Ride, lead or drive any horse, cattle or sheep, except on any track or car park on local government land that the Council has set aside (through the erection of signage) for the use by, or in connection with that animal
- Cause or allow any animal under his or her control to swim or bathe in any waters to which council has resolved this subparagraph will apply
- Allow any animal in that persons control, charge or ownership to damage Council property
- Release or leave any domestic animal

Other than roads, horses are not to be ridden on or left on Council land unless ‘signed’ for that purpose. This includes parks and drainage reserves.

Educating riders to only ride horses on council land where ‘signed’ by Council and to keep their horse under control on local government land aligns with Council’s *Local Government Land By-Law 2019*.

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<sup>28</sup> Local Government Act 1999

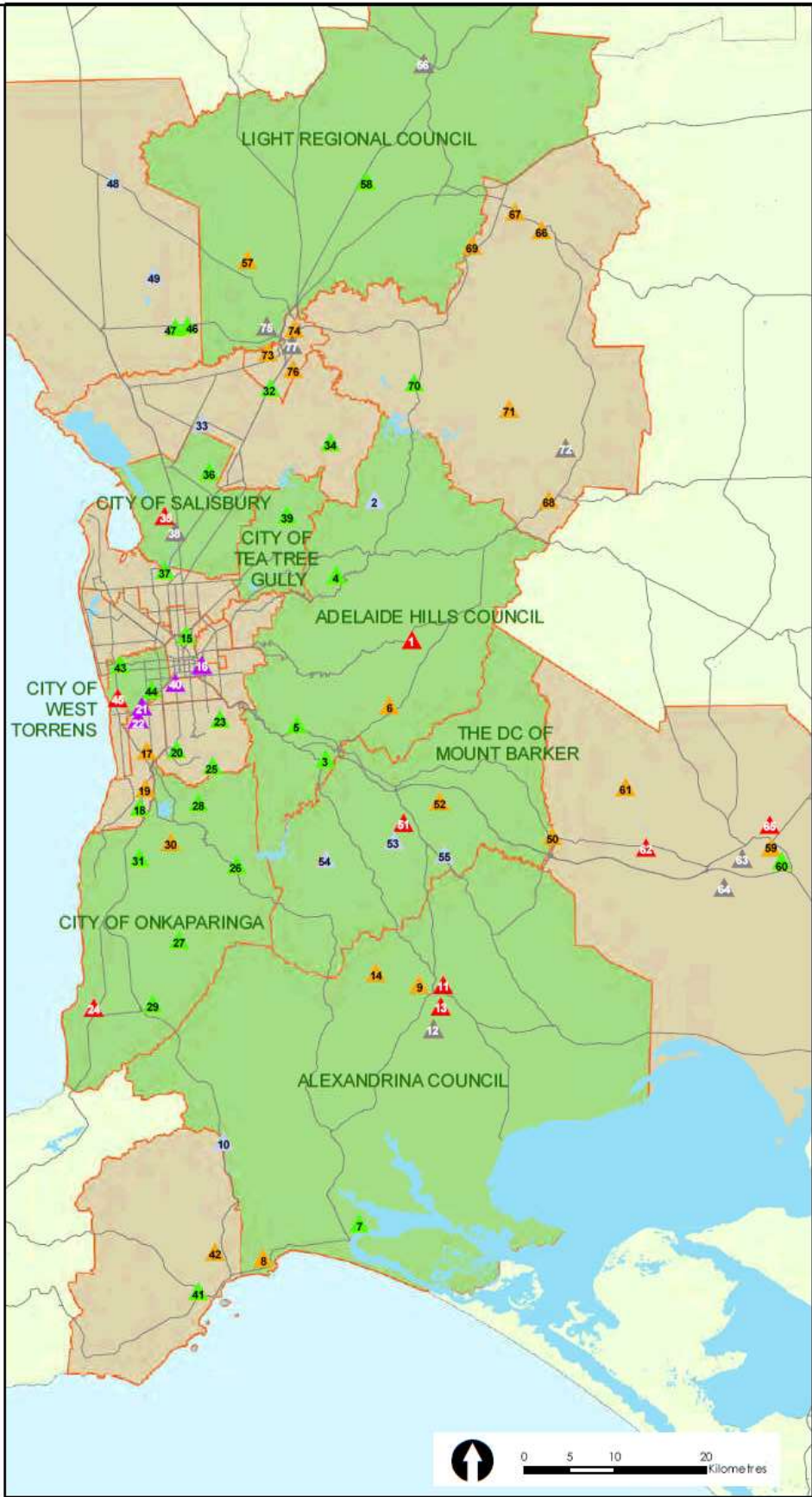
## Appendix - Studies

Study	Outcome
2018 Northern Food Bowl Protections Areas DPA	A preliminary review is this zoning Amendment lead to refined minimum land areas for new allotments in the southern third of the Council area. This Amendment arose principally from the Northern Adelaide Irrigation Scheme enabling increased opportunity for horticulture. This spatially overlapped with interest in similar sized lots for horse based business. Note the 2021 Planning and Design Code maintained the equivalent land areas.
2014 Equestrian/Horse Keeping Precinct Study 1B	<p>The report recommended:</p> <ul style="list-style-type: none"> <li>Investigating changing the Development Plan to enable establishment of an equestrian precinct in the Primary Production Zone</li> <li>Identify the area this new policy should apply, having regard to criteria, the Strategic Directions report, Broadacre Farming and Horticultural Studies</li> </ul>
2014 Equestrian/Horse Keeping Precinct Study 1A	<p>Scope whether the establishment of an equestrian/horse keeping precinct is warranted for Council's area and whether certain parcels of land are suitable for use specifically.</p> <p>The study concluded that there appears to be a need for agistment properties larger than is allowable within existing rural living and animal husbandry zones, but smaller than allotments in the primary production zone. Such an equine precinct could meet the needs of those with a larger number of horses and requiring a higher standard of facility. The equine precinct should consider the possibility for facility sharing (i.e., separate Agistment areas as well as sharing trotting tracks, dressage arena etc).</p> <div data-bbox="411 1283 1292 1892"> <p>ARRANGEMENT 1 Agistment separate from place of residence</p> <p>ARRANGEMENT 2 Agistment (up to 2 horses) on rural living allotment</p> <p>ARRANGEMENT 3 Agistment on a portion of a primary production allotment</p> <p>ARRANGEMENT 4 Agistment (more than 2 horses) on primary production allotment</p> <p>ARRANGEMENT 5 Agistment in an integrated equestrian precinct with access to shared facilities</p> <p>PrPro</p> </div> <p>5.2 Where are the gaps in current Planning Policy?</p> <p>Figure 5-1 shows the different horse keeping arrangements being considered in this study.</p> <p>Source: Council for Urban Environments/Urban Environments</p> <p>State of Victoria</p> <p>UAP</p>

<p>2014 Horse SA and Multiple Council's Horse Riding Activities: Planning for Facility Sustainability in Greater Adelaide Metropolitan Area and near Regions</p>	<p>Section 6 of the report provides an overview of the key issues relating to planning for horse riding facilities. These include:</p> <ul style="list-style-type: none"> <li>• Pressures from urban growth and competing uses</li> <li>• Ability to keep horses in proximity to facilities</li> <li>• Relationship of tenure arrangements and infrastructure</li> <li>• Pressure to relocate being felt by some existing facilities</li> <li>• Willingness and ability to travel to access facilities</li> <li>• Being part of a likeminded community</li> <li>• Perceptions of equity issues with other sport and recreation uses</li> <li>• The need to better integrate planning for horse riding facilities with other planning processes</li> <li>• Environmental sustainability</li> <li>• Biosecurity issues-risk from horses</li> <li>• Biosecurity-horse diseases</li> <li>• Climate change adaptation</li> <li>• Land use conflict with neighbouring properties</li> <li>• Economic benefits of horse riding activities</li> <li>• New ways of thinking about facility provision</li> <li>• Maintenance and infrastructure provision standards</li> <li>• Funding processes</li> <li>• Shared use facilities</li> <li>• Commitment and communication within horse community</li> <li>• Provision of a diversity of facilities</li> </ul> <p>Given the level of horse activity within the district, Council needs to give strategic consideration as to how horse ownership and activity will be managed into the future. The report calls for better integration of horse riding activities into mainstream strategic or structure planning processes, including the identification of trails, the need to provide appropriately zoned land for agistment and setting aside land for facilities.</p>
<p>2014 Mallala Strategic Directions Report</p>	<p>An Equestrian/Intensive Horse Keeping study a 'medium' priority</p>
<p>2013 Lewiston Community Study Phase 1</p>	<p>Need two community focal points, including a mixed use facility at Clara Harniman Reserve that could be developed in partnership with horse groups.</p>

- Facility Names
- 1 - Adelaide Hills Equestrian Centre
  - 2 - Kerbrook Equestrian Centre
  - 3 - Mylor Pony Club
  - 4 - Paracombe Recreation Reserve
  - 5 - Mount Loffy Pony Club
  - 6 - Oakbank Racecourse
  - 7 - Goalwa & District Pony Club
  - 8 - Port Elliot Showground
  - 9 - Strathalbyn Showground
  - 10 - Ravenswood
  - 11 - Strathalbyn Polo & Equestrian Grounds
  - 12 - Strathalbyn Racecourse
  - 13 - Strathalbyn Trotting Track
  - 14 - Wirraway Homestead
  - 15 - Adelaide City Council Horse Agistment & Arena
  - 16 - Victoria Park
  - 17 - Sturt-Marion Trotting Club
  - 18 - Trot Park Equestrian Arena
  - 19 - Riding for the Disabled- O'Hallorhan Hill
  - 20 - Shepherds Hill Recreation Park
  - 21 - Magic Millions
  - 22 - Morphettville Racecourse
  - 23 - Brownhill Creek Public Riding Arena
  - 24 - Equestrian Park Aidinga
  - 25 - Frank Smith Park
  - 26 - Kangarilla Pony Club
  - 27 - McLaren Districts Riding Club
  - 28 - Oakridge Road Public Riding Arena
  - 29 - Southern Hills Pony Club
  - 30 - Tangari Regional Park
  - 31 - Wilfred Taylor Reserve
  - 32 - Muno Para Equestrian Facility
  - 33 - Northern Equestrian Centre
  - 34 - Northern Hills Pony Club
  - 35 - Northern Adelaide Regional Horse Centre
  - 36 - Westwind Pony Club
  - 37 - Sunnysbrae Riding & Pony Club
  - 38 - Globe Derby Park
  - 39 - Pegasus Pony Club
  - 40 - Adelaide Showground
  - 41 - Victor Harbor Riding Club Inc.
  - 42 - Victor Harbor Harness Racing & Equestrian Centre
  - 43 - Lockleys Oval
  - 44 - Weigall Oval - Trotting
  - 45 - Metropolitan Showjumping Grounds
  - 46 - Two Wells Pony & Equestrian Club
  - 47 - Hams Park
  - 48 - Maliala Equestrian Centre
  - 49 - Reeves Plains Indoor Arena
  - 50 - Callington Showgrounds
  - 51 - Adelaide Polo Club
  - 52 - Mountain Pony Club
  - 53 - Arkaba Farm
  - 54 - Kirkaldy Park
  - 55 - Wistow Indoor Arena
  - 56 - Kapunda Harness Racing Track
  - 57 - University of Adelaide Roseworthy Campus
  - 58 - Belvedere Pony Club
  - 59 - Murray Bridge Showground
  - 60 - Murray Bridge Showground (East End)
  - 61 - Lot 2, Schenscher Rd, Monarto
  - 62 - Monarto Equestrian Centre
  - 63 - Murray Bridge Racecourse
  - 64 - Murray Bridge Racecourse (Gifford Hill)
  - 65 - Riding for the Disabled- Murray Bridge
  - 66 - Angaston Recreation Park
  - 67 - John Dalwitz Reserve
  - 68 - Tallunga Park
  - 69 - Tanunda Oval
  - 70 - Williamstown Horse & Pony Club
  - 71 - Murray Dawson Memorial Polo Ground
  - 72 - Grand Cru Winery
  - 73 - Gawler River Pony Club
  - 74 - Gawler Oval
  - 75 - Gawler Trotting Track
  - 76 - Trinity College
  - 77 - Gawler Racecourse

- Facility Hierarchy
- ▲ Neighbourhood
  - ▲ District
  - ▲ Regional
  - ▲ State
  - ▲ Regional (private or racing)
  - ▲ District (privately owned)
  - Main roads
  - Project Partner Councils
  - Other Greater Adelaide Councils



NOTE - Facility hierarchy is preliminary only and requires further testing and confirmation

Map 2 - Facility Hierarchy  
 Planning for Facility Sustainability



### **Summary of trends in participation in horse riding activities**

In 2010 7,900 people over the age of 15 years participated in organised and un-organised horse riding, equestrian and polocrosse activities (0.6% of population) in South Australia.

In 2001, 13,400 participants over the age of 15 years (1.1% of population) in South Australia.

Females more likely to participate than males, both in over 15 years and between 5 and 14 years age ranges

Horse riding, equestrian and polocrosse activities are the ninth most popular non-organised recreational activity in South Australia for those aged over 15 years.

Those living outside capital cities are 3.7 times more likely to participate in horse riding than those in capital cities

The limitations of the available data means that an accurate picture of current and future participation in horse riding activities is difficult to obtain

The apparent anomaly between what the data is showing regarding participation and what clubs and groups are reporting in terms of participation may be a reflection of the general population decline we are seeing in country South Australia and therefore reduced horse ownership and participation in these areas.

### **Summary of what groups say about participation in horse riding activities**

Of those groups that responded, the majority anticipate that their membership will either remain the same or increase.

Some clubs are already at capacity. For neighbourhood level clubs this is often due to available coaches rather than limitations of the facility per se.

The majority of clubs that are at capacity are located on the peri-urban fringe, where urban growth is continuing to occur. It is reasonable to conclude that demand for horse riding facilities will continue to also grow as the population grows. At the same time the availability of public land for horse riding facilities will reduce in these areas (if not adequately planned for).

There is a need to better collect data that focusses on facilities in addition to data about the clubs and groups that use them.

There is no set catchment from which members are drawn from for particular District, Regional and State facilities.

However there are some emerging themes such as pony club and riding club members come from the more immediate locality and there is less of a willingness to travel, while members of equestrian and showrelated groups appear to travel greater distances including interstate.

### *Summary of strategic context*

*The ongoing provision of horse riding (and keeping) facilities in the Greater Adelaide region is likely to be impacted upon by the land use planning agenda being promoted by the 30 Year Plan for Greater Adelaide.*

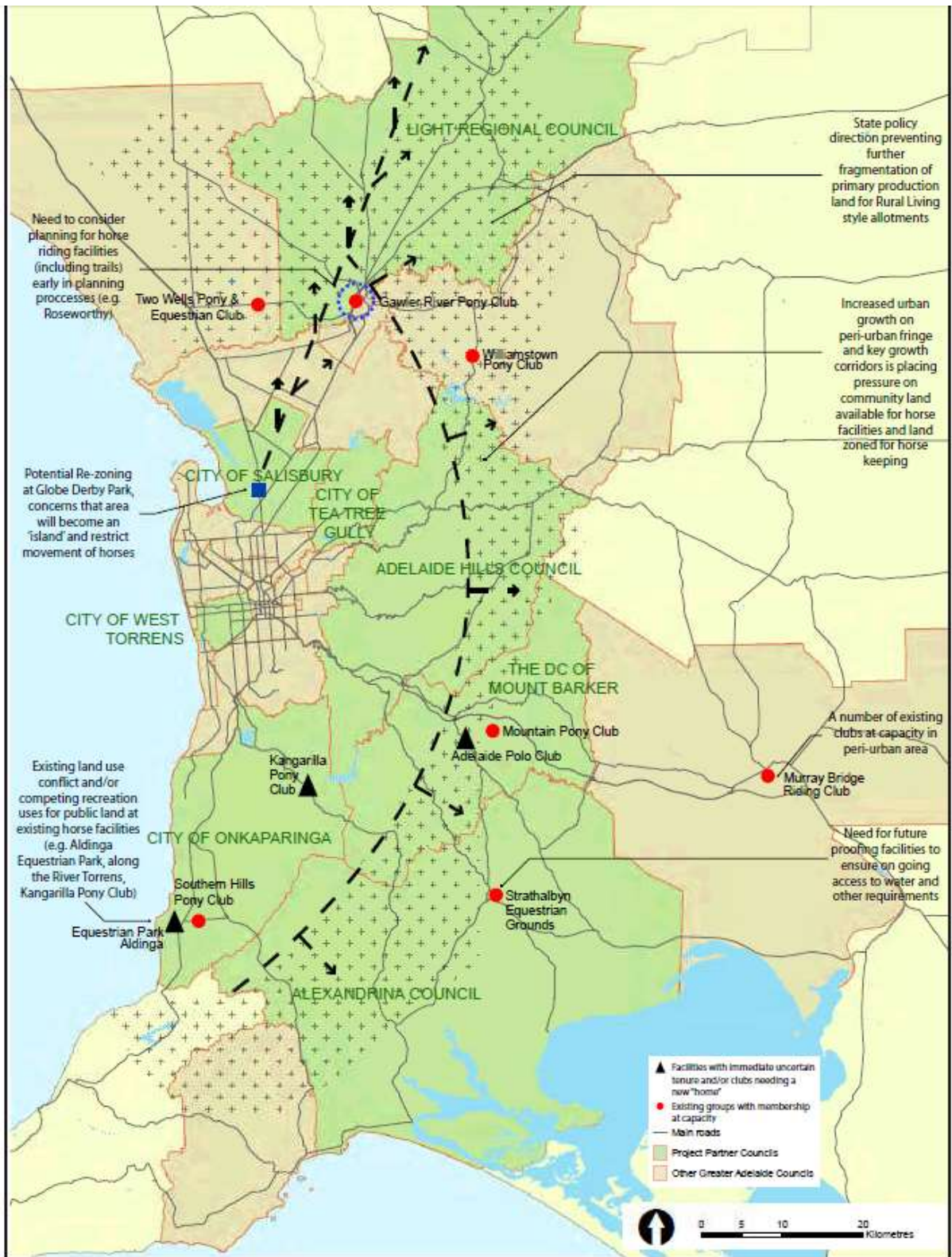
*This urban growth on the city fringe is likely to place pressure on existing equestrian facilities as urban communities are located closer and closer to horse riding and keeping facilities, which may mean that some facilities are 'squeezed out'.*

*The 30 Year Plan also promotes avoiding the expansion or intensification of existing Rural Living Zones and fragmentation of primary production areas. These policies are significant when thinking about the future of horse riding facilities as Rural Living Zones are often preferred by horse owners and therefore there may be even fewer opportunities for those wanting to keep horses.*

*There are opportunities to provide trails for recreation as well as for connecting agistment with horse riding facilities.*

*It is reasonable to assume that population growth will place pressure on demand at existing facilities and drive demand for new facilities.*

*Facilities which provide activities for people with disabilities play an important therapeutic and recreation role.*



Map 3 Key Issues and Pressure for Facilities and Groups Greater Adelaide Metropolitan Planning Area Planning for Facility Sustainability  
 Strategic Planning and Planning Committee SKM  
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Key Pressures 2014



### *Summary of key issues relating to planning for facilities*

*Increased urban growth means that some existing facilities are being encroached upon by residential development. This is particularly evident in the peri-urban area.*

*There is a perception that horse riding facilities and residential development are incompatible and therefore there can be pressure to relocate existing facilities as urban areas grow.*

*The ability to keep horses within easy distance from a facility has an immediate impact on club viability and in turn, facility sustainability. The location of agistment areas and facilities in proximity to one another is particularly important for local, neighbourhood level horse riding facilities such as pony clubs and riding clubs.*

*For the majority of pony clubs and riding clubs, members come from within a fairly small radius of the facility, on average approximately 20 kilometres. This means that relocating these types of facilities can result in clubs closing if located too far from their existing member base.*

*There is an absence of standards regarding the provision and maintenance of facilities. This means that the standard of facilities across the study area is variable. Without a consistent approach this variability in facility provision will remain.*

*Some groups and clubs have very limited ability to fund infrastructure improvements/maintenance. Many groups are reliant on funding to maintain, upgrade and provide infrastructure/facilities. Funding processes can appear difficult and onerous depending on the group and its available skills and experience.*

*Tenure arrangements impact on the ability/desire to make significant improvements to infrastructure at facilities. Some tenure arrangements mean there is less certainty regarding the ongoing future use of the facility. Therefore, there is a greater element of risk associated with investing in significant improvements.*

*There is a need to better integrate horse riding considerations into mainstream strategic or structure planning processes, including the identification of trails, the need to provide appropriately zoned land for agistment and setting aside land for facilities.*

*Horse riding facilities need to consider how to manage their ongoing environmental sustainability. This includes managing water use (horse facilities often require significant volumes of water for irrigation), weeds, dust and soil erosion and protecting drinking water quality and remnant vegetation.*

*Horse riding facilities should not be planned for sites known to be infected with Phytophthora in order to minimise the spread of this soil based disease.*

*The design and management of horse riding facilities needs to consider the impacts and opportunities presented by climate change.*

*The establishment of equestrian precincts in the peri-urban fringe where there is shared stabling and riding facilities is a direction to be investigated.*

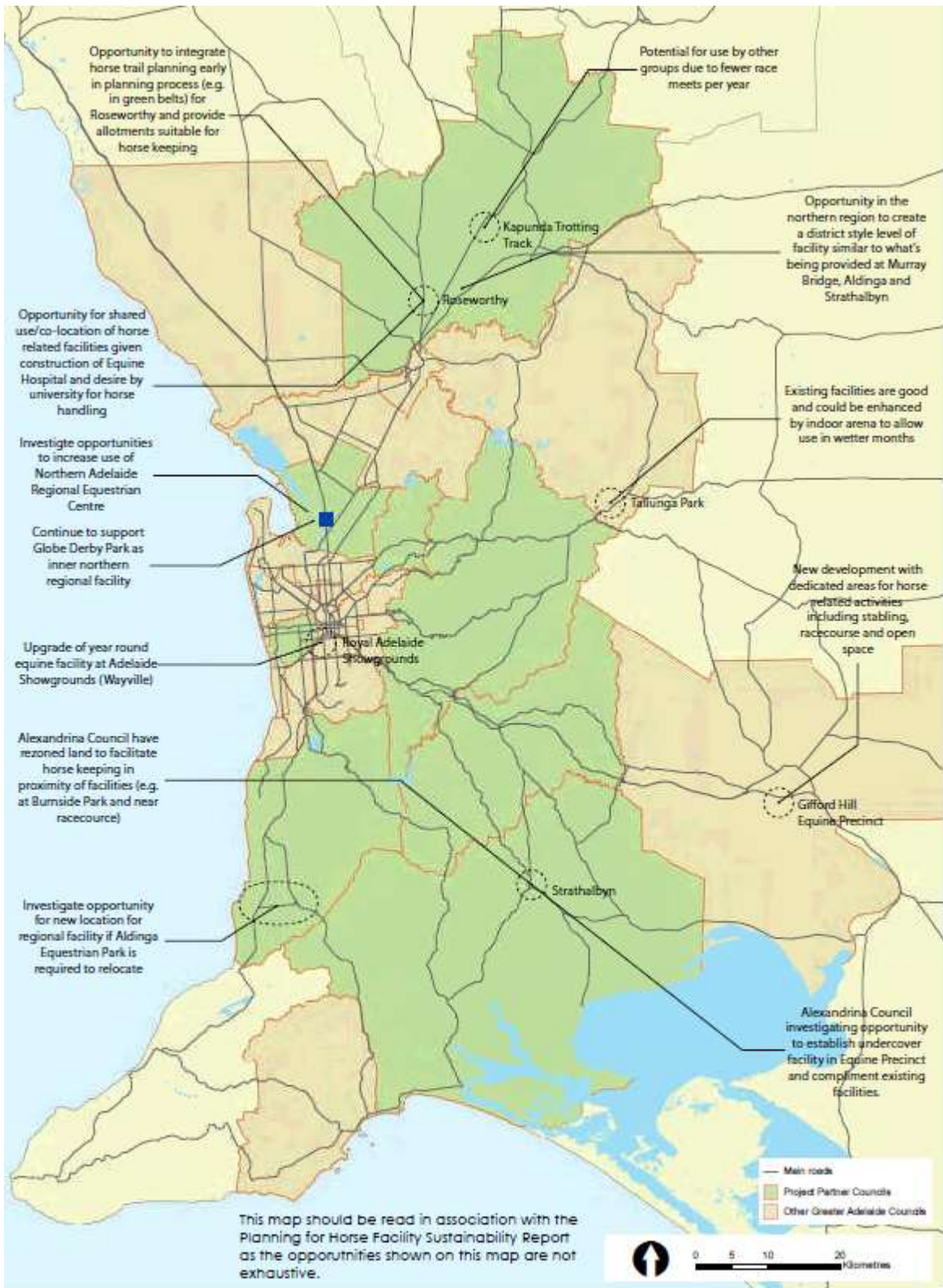
*The sharing of facilities maximises the use of facilities while sharing the costs associated with construction and maintenance. The co-location or co-siting of facilities also has the added benefit of creating vibrancy that comes from a diversity of activities and users in one location. This sharing can be by horse only activities as well as with non-horse activities.*

*The use of facilities by multiple groups for different horse riding activities needs to be scheduled and managed accordingly.*

*Horse riding facilities should be provided which cater for a diversity of activities and levels of participation ranging from elite through to learning and are accessible for all members of the community.*

*There is a need to communicate about and commit to a shared vision for the delivery of horse riding facilities across the study area*







## Appendix - Guidelines

Various documents provide guidance. These are summarised below.

Document	Audience and Purpose
	<p>Outlines how to establish horse trails for interested organisations, such as councils, government and peak bodies</p> <p>Topics:</p> <ul style="list-style-type: none"> <li>- Trail user safety</li> <li>- Environmental management, such as buffer zones, water supply, creek crossing, horse wash down, manure management</li> <li>- Biosecurity, such as Phylloxera</li> <li>- Trail Infrastructure, such as trail surfaces, tie up rails, horse yards, mounting blocks, barriers, step overs, gates</li> <li>- Roads and Railway lines, including and roads, riding in rail corridors and crossings</li> <li>- Signage</li> </ul>
	<p>Outlines land management responsibilities for horse owners</p> <p>Topics:</p> <ul style="list-style-type: none"> <li>- How many horses</li> <li>- Property Design</li> <li>- Weeds</li> <li>- Pasture Plants</li> <li>- Soil</li> <li>- Sowing and Grazing</li> <li>- Manure</li> <li>- Stables, Yards and Exercise Areas</li> </ul>

<p><b>Peri-urban horse keeping in South Australia</b> <small>Tip: for the management of stable yards and small horse properties</small></p>  	<p>Outlines management responsibilities for stable yards and small horse properties in peri-urban areas</p> <p>Topics:</p> <ul style="list-style-type: none"><li>- Stable Yard Infrastructure, including rooms, fences, yards</li><li>- Horses Living Environments, including soil, waste, dust, pest animals,</li><li>- Manure</li><li>- Veterinary and Chemical</li><li>- Deceased Horses</li></ul>
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