



# Strategic Directions Report: Development Plan Review

February 2013



# District Council of Mallala

## Strategic Directions Report

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## Contents

1.0	Executive Summary	4
2.0	Section 30 of the Development Act 1993	6
3.0	Introduction and Background	7
3.1.	Preamble	7
3.2.	South Australia's Strategic Plan	8
3.3.	State Government Priority Areas	9
3.4.	The 30 Year Plan for Greater Adelaide	10
3.5.	District Council of Mallala Strategic Plan	17
3.6.	Long-Term Financial and Asset Management Plans	18
4.0	Strategic Profile	20
4.1.	Population Size	20
4.2.	Age Structure	21
4.3.	Household and Family Structure	22
4.4.	Household Income	22
4.5.	Housing Types and Tenure	23
4.6.	Place of Birth	25
4.7.	Languages	25
5.0	Trends, Opportunities and Challenges	27
5.1.	Population Projections & Community Services	27
5.2.	Residential Development & Townships	29
5.3.	Primary Production, Horticulture & Rural Living	32
5.4.	Environment & the Coast	34
5.5.	Infrastructure	36
5.6.	Economy	39
6.0	Strategic Directions	41
6.1.	Community Development	41
6.2.	Economic Development	42

6.3.	Natural Environment	43
6.4.	Built Environment	44
7.0	District Wide Structure Plan	45
8.0	Township Structure Plans	47
9.0	Coastal Settlements Structure Plans	51
10.0	Rural Settlements Structure Plans	55
11.0	Structure Plans of Key Sites	64
12.0	Proposed Development Plan Amendments	68

## 1.0 Executive Summary

The District Council of Mallala is entering a period of significant growth. This growth has been promoted by the State Government's 30-Year Plan for Greater Adelaide (the Planning Strategy). It will see the population in the Council area increase significantly thereby contributing to population, housing and job targets for the Barossa Valley region as detailed in the Planning Strategy.

With substantial growth come inherent challenges, which, if capitalised on, present great opportunities for Council and the local community. These challenges and opportunities include orderly and sustainable growth of townships, the provision of additional infrastructure and services, the recognition and protection of our environmental assets and the coast, and the enhancement of township and landscape character.

The purpose of this Strategic Directions Report is to give a clear indication of the issues affecting the Council area and how such issues can be addressed by amendments to the Development Plan. The Strategic Directions Report may also identify the need to introduce new planning policies and may suggest the amendment or deletion of existing policies within the Development Plan.

In February 2011, Council commenced a review of the planning and development policies contained within the Mallala (District Council) Development Plan. The purpose of a Development Plan Review is to analyse the:

- appropriateness of the Development Plan over time
- consistency of the Development Plan with the Planning Strategy.

Given that an updated version of the Planning Strategy released in February 2010, it is timely that the District Council of Mallala reviews its Development Plan.

Council has taken the opportunity of the Development Plan Review to develop a long term strategic vision for the District Council of Mallala.

The Technical Issues Paper (May 2012) presents an overview of the main issues, challenges and opportunities affecting the future development of the District. This paper, along with a set of Discussion Sheets, was made available to the general public for consideration. Council considered all submissions in the preparation of this paper – the District Council of Mallala Strategic Directions Report.

The Strategic Directions Report provides a summary of the strategic context for the Development Plan Review. It contains a profile of population characteristics, and summarises trends, opportunities and challenges in six key areas, namely

- Population Projections & Community Services
- Residential Development & Townships
- Primary Production, Horticulture & Rural Living
- Environment and the Coast;

- Infrastructure
- Economy.

This information is used to identify strategic directions in four key areas, namely

- Community Development
- Economic Development
- Natural Environment
- Built Environment.

A district-wide and township structure plans, as well as a work plan for amending Council's Development Plan is also included in this report.

The Strategic Directions Report has been developed on the basis of:

- Investigations contained in the Technical Issues Paper (May 2012)
- Nine agency submissions and eight public submissions received in response to the Technical Issues Paper
- Feedback received at the Drop-In Community Information Sessions undertaken at Two Wells and Mallala in June 2012
- Workshops with Council Staff and Elected Members
- Relevant studies, data and research, including a population profile based upon 2011 Census data prepared by i.d. Consulting.

## 2.0 Section 30 of the Development Act 1993

Section 30 Development Act states that councils must prepare a Strategic Directions Report that reviews their Development Plans every three to five years or within 12 months of a change to the Planning Strategy. This review must be undertaken in order to determine:

- The strategic planning issues within the area of the Council, with particular reference to the Planning Strategy
- Appropriate amendments to the Development Plan
- The Council's priorities for achieving orderly and efficient development through the implementation of planning policies, the integration of transport and land-use planning within its area and the implementation of any relevant targets set out in the Planning Strategy
- Issues relating to infrastructure planning (with respect to both physical and social infrastructure)
- Any other projects or initiatives considered to be relevant by the Council.

The purpose of the Strategic Directions Report is to give a clear indication of the issues affecting the Council area and how such issues can be addressed by amendments to the Development Plan. The Strategic Directions Report may also identify the need to introduce new planning policies and may suggest the amendment or deletion of existing policies within the Development Plan.

## 3.0 Introduction and Background

### 3.1. Preamble

The District Council of Mallala is located within the northern segment of the outer metropolitan area of Adelaide covering an area of 926km<sup>2</sup>. The Council area is within 45 minutes travelling distance to Adelaide with dual lane highway access and is also a gateway the northern parts of the State for those travelling from Adelaide along Highway 1.

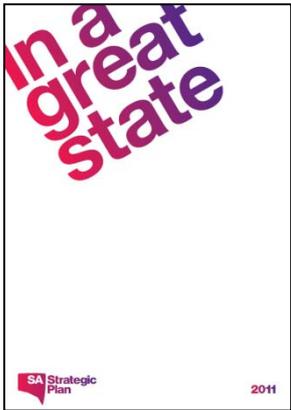
The District has a diverse topography from gently undulating plains in the east to the floodplains of the Light and Gawler Rivers and the low lying coastal wetlands adjacent to the Gulf St Vincent in the west. Most of the area is rural in nature and agriculture is the predominant land use.

The major urban towns of the District are Two Wells, Mallala and Dublin, all with a distinct country township character. These towns provide the service centres for the rural hinterland and are increasingly becoming commuter settlements for employment in nearby Adelaide. The rural living area of Lewiston offers lifestyle living for those who partake in horse keeping and dog keeping. In addition to the above, there are several coastal settlements in the District, the main ones being Thompson Beach, Parham and Middle Beach.

Within the coastal areas of the District are habitats and ecosystems of high environmental value. Of particular importance is the Light River Delta. The tidal mudflats and salt marshes of this region provide important feeding and resting habitats for more than 60,000 migratory shorebirds, which are resident in the summer months before returning to the northern hemisphere. These include ruddy turnstone, great knot, banded stilt and the lesser sand plover. Light River Delta is also a key habitat for the state 'vulnerable' slender-billed thornbill. These birds are covered under the JAMBA and CAMBA agreements, which are agreements between Japan and China relating to the conservation of migratory birds.

The coastal areas between Middle Beach and Port Parham have been identified as areas of international significance for many species of shorebirds including the state 'vulnerable' banded stilt and the nationally protected red-capped plover.

Mangroves throughout the region also provide habitat for a variety of important bird species such as the state 'rare' glossy ibis and the state 'rare' musk duck as well as for breeding rookeries of species such as pied cormorants



### 3.2. South Australia's Strategic Plan

South Australia's Strategic Plan (2011) is the highest order Government plan in South Australia, containing priorities, visions, goals and 100 measurable targets against which Government, business and community activities can be aligned.

The six key priorities in the Strategic Plan are:

- Our Community
- Our Prosperity
- Our Environment
- Our Health
- Our Education
- Our Ideas.

Of the vision, goals and targets in the Strategic Plan for each of these priorities, the following are considered particularly relevant to the District Council of Mallala as it prepares its Strategic Directions Report:

**Goal:** We are committed to our towns and cities being well designed, generating great experiences and a sense of belonging.

**Target 1:** Urban spaces - Increase the use of public spaces by the community.

**Goal:** New developments are people friendly, with open spaces and parks connected by public transport and bikeways.

**Goal:** We have a sense of place, identity, belonging and purpose.

**Goal:** Everyone can afford to rent or buy a home.

**Target 7:** Affordable housing - South Australia leads the nation over the period to 2020 in the proportion of homes sold or built that are affordable by low and moderate income households (baseline: 2010)

**Target 8:** Housing stress - South Australia leads the nation over the period to 2020 in the proportion of low income households not experiencing housing stress.

**Goal:** We support people to stay in their homes if they choose.

**Target 11:** Housing for people with disabilities - Increase the number of people with a disability in stable, supported community accommodation to 7 000 by 2020 (baseline: 2003-04)

**Target 33:** Government planning decisions - South Australia leads the nation in timely decisions of development applications through to 2020 (baseline: 2009-10)

**Goal:** We develop and maintain a sustainable mix of industries across the state.

**Target 40:** Food industry - Grow the contribution made by the South Australian food industry to \$20 billion by 2020 (baseline: 2001-02)

**Goal:** South Australia has a sustainable population.

**Target 45:** Total population - Increase South Australia's population to 2 million by 2027 (baseline: 2003)

**Goal:** South Australia's transport network enables efficient movement by industry and the community.

**Target 56:** Strategic infrastructure - Ensure the provision of key economic and social infrastructure accommodates population growth (baseline: 2010-11)

**Target 60:** Energy efficiency – dwellings - Improve the energy efficiency of dwellings by 15% by 2020 (baseline: 2003-04) Milestone of 10% by 2014.

**Goal:** We look after our land, rivers and wetlands.

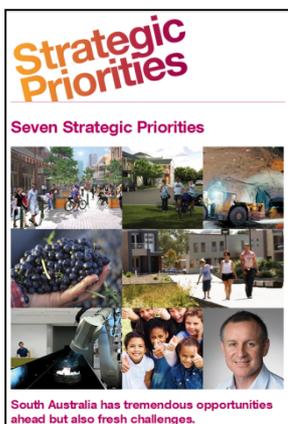
**Target 69:** Lose no species - Lose no native species as a result of human impacts (baseline: 2004)

**Goal:** We care for our oceans, coasts and marine environments.

**Target 71:** Marine biodiversity - Maintain the health and diversity of South Australia's unique marine environments (baseline: 2011)

### *Implications for the Strategic Directions Report*

Through its Strategic Directions report and subsequent Development Plan Amendments, the District Council of Mallala can contribute to the attainment of a number of goals and targets in the State Strategic Plan. These include broader goals regarding population growth, housing affordability, the food industry, infrastructure provision and environmental protection, as well as more specific goals such as the energy efficiency of new dwellings and housing for people with disabilities.



### 3.3. State Government Priority Areas

Building upon the direction outlined by the State Strategic Plan, the Premier in early 2012 outlined seven immediate priorities for the state's future. These priorities will deliver the focused action needed to achieve the visions, goals and targets outlined in South Australia's Strategic Plan.

The seven priorities are:

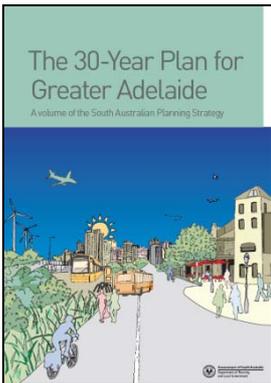
- Creating a vibrant city
- Safe communities, healthy neighbourhoods
- An affordable place to live

- Every chance for every child
- Growing advanced manufacturing
- Realising the benefits of the mining boom for all
- Premium food and wine from our clean environment.

#### ***Implications for the Strategic Directions Report***

The Mallala District Council is well positioned to support the achievement of the State Government priority areas. For example, new residential neighbourhoods can be carefully planned so that it's easy for people to lead healthy lives; people feel safe in their communities and can access affordable housing, contributing to "safe communities, healthy neighbourhoods" and "an affordable place to live".

Similarly, through land use planning and infrastructure provision, Council can continue to support primary production in the District, contributing to "premium food and wine from our clean environment".



### 3.4. The 30 Year Plan for Greater Adelaide

In February 2010, the State Government released The 30 Year Plan for Greater Adelaide (the 'Plan') as a volume of the Planning Strategy which provides the spatial land use framework to support the achievement of the State Government's strategic directions. The Plan is expected to achieve the following targets across the Greater Adelaide region over its 30 year time frame:

- Population growth of 560,000 people
- The construction of 280,000 additional homes
- Economic growth of \$127.7 billion
- The creation of 282,000 additional jobs.

Chapter D of The 30 Year Plan contains detailed policies and targets in a number of areas. The following is a summary of the policies and targets that are considered relevant to the District Council of Mallala:

#### 3.4.1. Urban Growth

The 30 Year Plan identifies Two Wells and Mallala as suitable for fringe growth and township expansion to contribute to the achievement of the following targets for the Barossa region:

- 37,900 new dwellings (89,200 people) as fringe growth
- 8,500 new dwellings (20,800 people) as township growth
- 6950 net additional dwellings as affordable housing

- 38,500 net additional jobs<sup>1</sup>.

To accommodate this growth, The 30 Year Plan identifies a gross land supply requirement of 4,440 hectares of fringe land, and 1,000 hectares of township expansion land for the Barossa region<sup>2</sup>. This is linked to a policy of ensuring that there is a 25 year rolling supply of land, of which 15 years is zoned for urban development<sup>3</sup>. **Figure 1** on the following page summarises the 30 Year Plan directions for the Barossa region.

Other policies in The Plan contain detail about how urban growth across Greater Adelaide should be managed. These include locating new growth areas contiguous to transit corridors wherever possible<sup>4</sup>, ensuring new growth areas contain a mixture of dwelling types<sup>5</sup>, reducing ad-hoc rural subdivision through planned expansion of townships<sup>6</sup> and managing the interface between primary production activities and urban areas/townships<sup>7</sup>.

The 30 Year Plan also contain policies that specifically address housing mix, affordability and competitiveness. These include integrating a mixture of housing styles, types, sizes and densities into the housing market<sup>8</sup>, increasing the total share of smaller housing<sup>9</sup>, ensuring housing affordability is a key input into housing targets<sup>10</sup> and planning for the housing needs of an aging society to facilitate aging in place<sup>11</sup>.

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<sup>1</sup> Table E6, Barossa targets, The 30 Year Plan for Greater Adelaide, page 164.

<sup>2</sup> Table E6, Barossa targets, The 30 Year Plan for Greater Adelaide, page 165.

<sup>3</sup> Policy 33, New transit corridors, growth areas, transit-oriented developments and activity centres, The 30 Year Plan for Greater Adelaide, page 82.

<sup>4</sup> Policy 4, New transit corridors, growth areas, transit-oriented developments and activity centres, The 30 Year Plan for Greater Adelaide, page 71.

<sup>5</sup> Policy 38, New transit corridors, growth areas, transit-oriented developments and activity centres, The 30 Year Plan for Greater Adelaide, page 82.

<sup>6</sup> Policy 42, New transit corridors, growth areas, transit-oriented developments and activity centres, The 30 Year Plan for Greater Adelaide, page 84.

<sup>7</sup> Policy 44, New transit corridors, growth areas, transit-oriented developments and activity centres, The 30 Year Plan for Greater Adelaide, page 84.

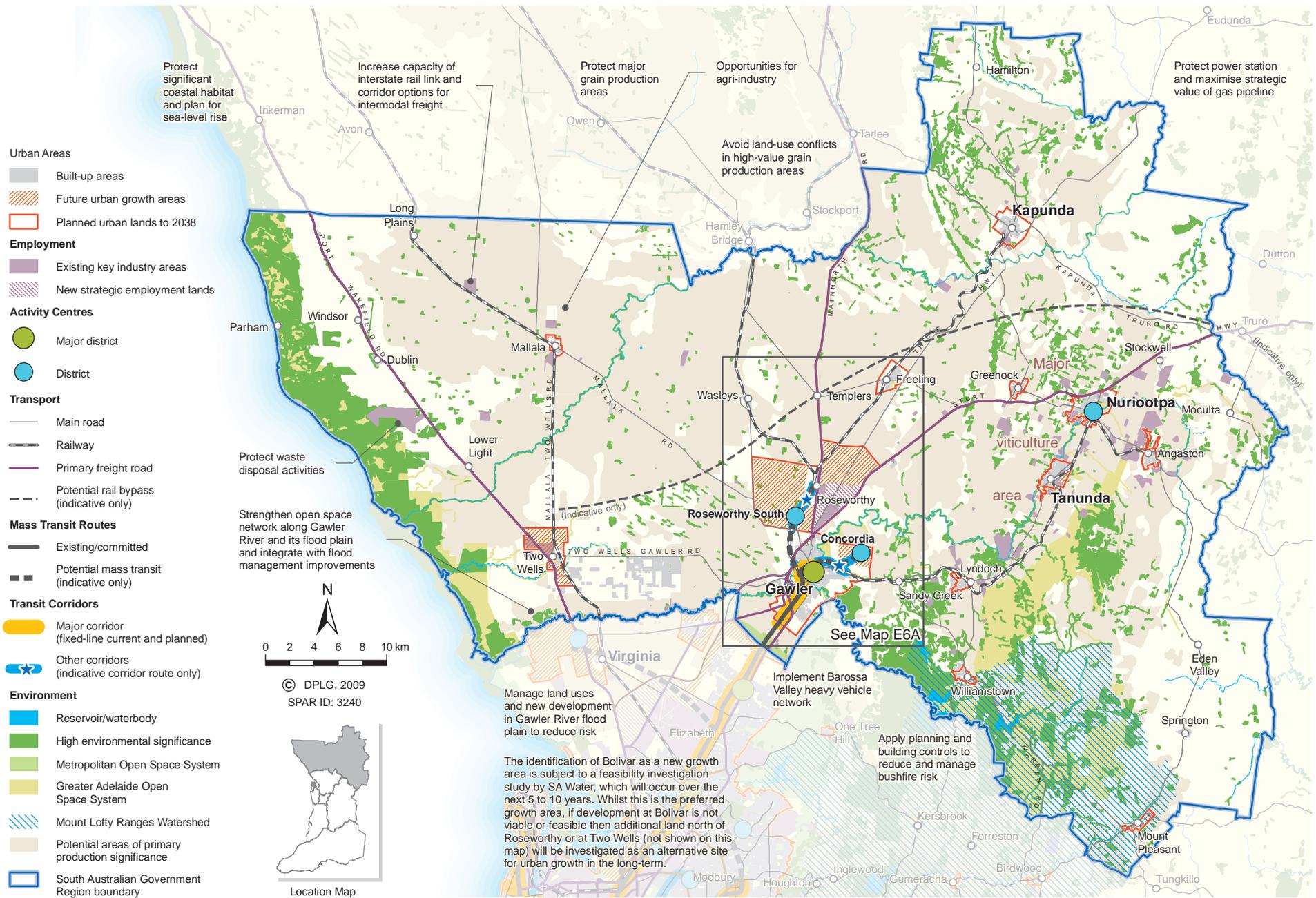
<sup>8</sup> Policy 3, Housing mix, affordability and competitiveness, The 30 Year Plan for Greater Adelaide, page 94.

<sup>9</sup> Policy 5, Housing mix, affordability and competitiveness, The 30 Year Plan for Greater Adelaide, page 95.

<sup>10</sup> Policy 2, Housing mix, affordability and competitiveness, The 30 Year Plan for Greater Adelaide, page 94.

<sup>11</sup> Policy 6, Housing mix, affordability and competitiveness, The 30 Year Plan for Greater Adelaide, page 95.

Figure 1: Directions for the Barossa Region.



Source: Map E6, The 30 Year Plan for Greater Adelaide, page 165.

### 3.4.2. Horticulture and Primary Production

The 30 Year Plan for Greater Adelaide and, in particular, the directions for the Barossa region provide a strong commitment to growing the State's food industry, making the best use of water resources, and protecting areas of primary production significance.

This is evident in the mapping directions for the Barossa region **Figure 1** contains the following statements with respect to primary production in the Mallala district:

- "Protect major grain production areas"
- "Opportunities for agri-industry"
- "Avoid land-use conflicts in high-value grain production areas".



There is a section in the 30 Year Plan dedicated to primary production within Greater Adelaide. Of particular relevance to future planning in the Mallala District are policies to "Improve primary production's share of economic activity in Greater Adelaide through the protection of strategic areas for horticulture, viticulture, dairying and grain production<sup>12</sup>" and "provide opportunities for expansion of horticultural production north of the Gawler River using recycled water as appropriate<sup>13</sup>".

The 30 Year Plan also identifies "potential areas of primary production significance" and contains related policy for this to be reflected in Council Development Plans with planning controls to protect the areas' use<sup>14</sup>. An excerpt of mapping of these areas is provided in **Figure 2** below. Other policies in The Plan include protecting primary production in the Northern Adelaide Plains<sup>15</sup>, preventing the fragmentation

<sup>12</sup> Policy 11, The economy and jobs, The 30 Year Plan for Greater Adelaide, page 106.

<sup>13</sup> Policy 12, The economy and jobs, The 30 Year Plan for Greater Adelaide, page 106.

<sup>14</sup> Policy 13, The economy and jobs, The 30 Year Plan for Greater Adelaide, page 106.

<sup>15</sup> Policy 14, The economy and jobs, The 30 Year Plan for Greater Adelaide, page 106.

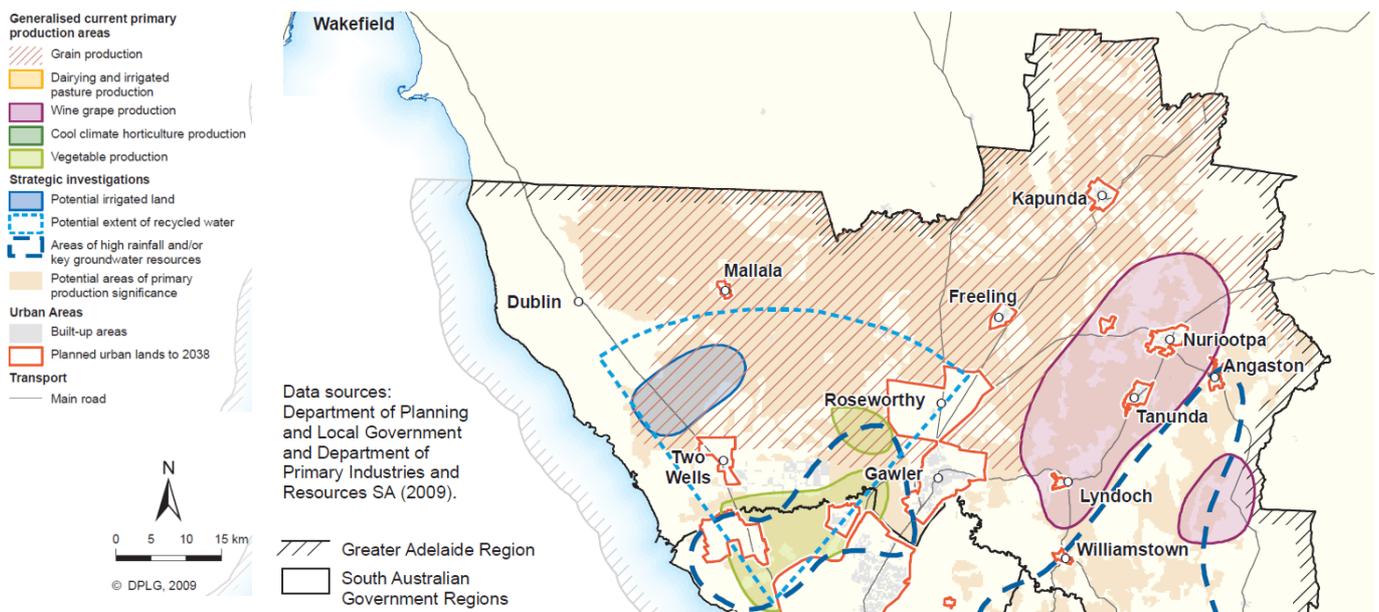
of primary production land<sup>16</sup>, providing flexibility to allow producers to change agricultural practice or commodity type<sup>17</sup> and supporting value-adding activities, intensive primary industries and processing activities in certain situations<sup>18</sup>.

There are two targets in the plan related to these policies, namely:

- Protect up to 375,000 hectares of significant primary production areas.
- Plan for an additional 2000 primary production jobs in Greater Adelaide.

The Health and Wellbeing section of The 30 Year Plan for Greater Adelaide also speaks to primary production in the Mallala District, with its policy to “Protect Greater Adelaide’s high-quality food bowl areas...to ensure a supply of affordable fresh food”<sup>19</sup>.

**Figure 2: Excerpt of Primary Production Directions for Greater Adelaide.**



Source: Map D11, The 30 Year Plan for Greater Adelaide, page 107.

### 3.4.3. Infrastructure

The 30 Year Plan provides a clear land use framework to guide future infrastructure investment and provision. Policies in The Plan outline clear policy principles to guide

<sup>16</sup> Policy 15, The economy and jobs, The 30 Year Plan for Greater Adelaide, page 106.

<sup>17</sup> Policy 16, The economy and jobs, The 30 Year Plan for Greater Adelaide, page 106.

<sup>18</sup> Policies 17 and 18, The economy and jobs, The 30 Year Plan for Greater Adelaide, page 106.

<sup>19</sup> Policy 3, Health and Wellbeing, The 30 Year Plan for Greater Adelaide, page 101.

the future provision of infrastructure, as well as describing planned investment in critical infrastructure that will underpin the growth envisaged in The Plan.

Of particular relevance to the District Council of Mallala are policies in the plan to locate new housing growth in proximity to infrastructure<sup>20</sup>, identify and plan for major infrastructure requirements to support new residential and employment precincts<sup>21</sup>, preserving critical infrastructure corridors and buffer zones around infrastructure<sup>22</sup> and planning for human services in growth areas<sup>23</sup>.

Key policies to support the delivery of infrastructure envisaged by The Plan include the Government Planning and Coordination Committee<sup>24</sup>, Regional Implementation Strategies<sup>25</sup> and the use of The Plan by other Government agencies<sup>26</sup>.

#### 3.4.4. Health and Wellbeing

The 30 Year Plan contains specific policies to support the health and wellbeing of individuals and communities, under the premise that the design, layout and qualities of the physical environment play a significant role in supporting wellbeing.

In addition to the previously summarised policies regarding urban design, the Plan contains policies to “create safe and inviting public spaces that will encourage community participation”, “provide engaging spaces where young people can congregate” and “give priority to pedestrian, wheelchair, gopher and cycle movement in neighbourhoods.”<sup>27</sup>

In addition, the Plan contains policies to specifically address the specific requirements of growing numbers of young families and older people<sup>28</sup>.

#### 3.4.5. Environment and the Coastal Protection

The 30 Year Plan seeks to introduce a clear hierarchy of environmental assets in the form of:

- Areas of high environmental significance
- Areas of environmental significance
- Areas designed for human use<sup>29</sup>.

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<sup>20</sup> Policy 1 and 6, Infrastructure, The 30 Year Plan for Greater Adelaide, page 120.

<sup>21</sup> Policy 2, Infrastructure, The 30 Year Plan for Greater Adelaide, page 120.

<sup>22</sup> Policies 4 and 5, Infrastructure, The 30 Year Plan for Greater Adelaide, page 120.

<sup>23</sup> Policy 1, Infrastructure, The 30 Year Plan for Greater Adelaide, page 120.

<sup>24</sup> Policy 8, Infrastructure, The 30 Year Plan for Greater Adelaide, page 121.

<sup>25</sup> Policy 9, Infrastructure, The 30 Year Plan for Greater Adelaide, page 121.

<sup>26</sup> Policy 7, Infrastructure, The 30 Year Plan for Greater Adelaide, page 120.

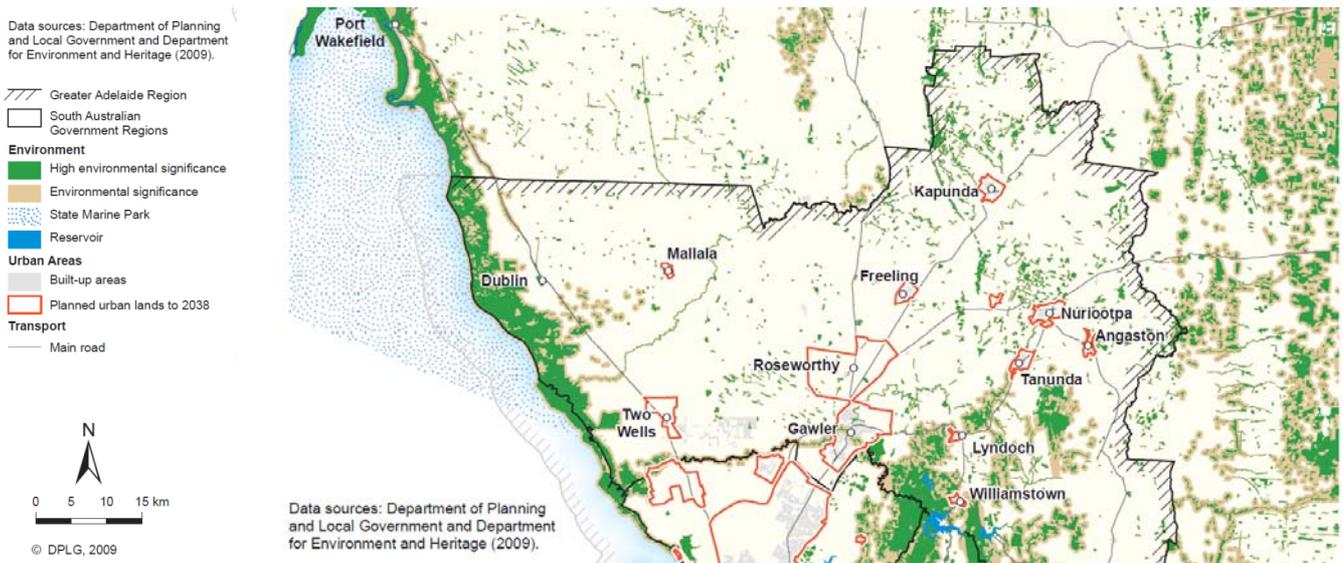
<sup>27</sup> Policies 7-9, Communities and Social Inclusion, The 30 Year Plan for Greater Adelaide, page 90.

<sup>28</sup> Policies 4 and 5, Communities and Social Inclusion, The 30 Year Plan for Greater Adelaide, page 90.

<sup>29</sup> Policy 1, Biodiversity, The 30 Year Plan for Greater Adelaide, page 128.

This hierarchy, which designates most of the western part of the District and parts of the Gawler River as areas of high environmental significance<sup>30</sup>, is supported by a number of policies. These include containing growth where possible to urban lands<sup>31</sup>, enhancing urban biodiversity and biodiversity corridors<sup>32</sup> and protecting coastal ecosystems<sup>33</sup>. An excerpt from the mapping of Areas of Environmental Significance is provided in **Figure 3** below.

**Figure 3: Excerpt of Areas of Environmental Significance Map for Greater Adelaide.**



Source: Map D19, The 30 Year Plan for Greater Adelaide, page 131.

**Implications for the Strategic Directions Report**

The 30 Year Plan provides a clear framework to guide future land uses and development in the Mallala District, and therefore amendments to Council's Development Plan.

Key directions from the 30 Year Plan of particular relevance include the identification of Two Wells and Mallala as suitable for urban growth to accommodate anticipated population growth in the Barossa region; support for the protection and enhancement of primary production and horticulture in the District; the importance of good urban design in promoting safe, healthy and attractive neighbourhoods and community participation; and the need to protect coastal ecosystems.

<sup>30</sup> Map D19, The 30 Year Plan for Greater Adelaide, page 131.  
<sup>31</sup> Policy 2, Biodiversity, The 30 Year Plan for Greater Adelaide, page 128.  
<sup>32</sup> Policies 6 and 7, Biodiversity, The 30 Year Plan for Greater Adelaide, page 129.  
<sup>33</sup> Policies 8 and 9, Biodiversity, The 30 Year Plan for Greater Adelaide, page 129.

### 3.5. District Council of Mallala Strategic Plan

The District Council of Mallala's Strategic Plan 2011-2014 outline's Council's vision as:

*"A progressive, growing community enjoying a quality lifestyle in a sustainable, rural and coastal environment"*

The Strategic Plan outlines goals, outcomes and strategies to help achieve this vision in the four areas of:

- Community Development
- Economic Development
- Natural and Built Environment
- Governance and Organisation.

#### **Community Development**

The goal for Community Development is "a safe and healthy community, enjoying a high quality of life".

Of particular relevance to the Strategic Directions Report are the supporting Council strategies to advocate for improved services, facilities and programs in the District (Strategies 1.1.1, 1.1.2, 1.3.1, 1.3.3) as well as "ensure social and cultural needs are considered in planning new residential developments" (Strategy 1.2.1) and "Implement affordable housing policies set out in the Planning Strategy" (Strategy 1.7.2).

There are also actions regarding the direct provision of facilities and programs by Council, such as libraries and sporting facilities (Strategies 1.4.1 and 1.5.1), and the promotion of existing facilities and events (Strategies 1.4.2, 1.5.2 and 1.6.3).

#### **Economic Development**

The goal for Economic Development is "a developing economic base and increased employment supported by a growing population and appropriate infrastructure".

Of particular relevance to the Strategic Directions Report are the supporting Council strategies to "identify future infrastructure needs of industry and business and determine funding and implementation options" (Strategy 2.2.1) and "facilitate targeted economic development opportunities" (Strategy 2.3.2).

#### **Natural and Built Environment**

The goal for Natural and Built Environment is "a natural environment that is protected, valued and enhanced and a built environment that meets current and future community needs".

Council Strategies to support the attainment of this goal that are relevant to the Strategic Directions Report include "Investigate and implement appropriate flood mitigation measures" (Strategy 3.3.1), "Investigate and plan for climate change

impacts at the local level in partnership with the community, government and the private sector (Strategy 3.5.1), “ensure a safe and efficient network of local roads and associated infrastructure” (Strategy 3.7.1) and “implement townscape, streetscape and parks and gardens improvements that maintain and enhance the character of townships (Strategy 3.8.1).

Of particular relevance to the Strategic Directions Report are the following strategies that relate to Council’s Development Plan and planning processes:

- Review, amend and implement Council’s Development Plan in accordance with State Planning strategies and regional priorities (Strategy 3.6.1)
- Establish zoning and infrastructure plans in growth areas in accordance with the Greater Adelaide Plan (Strategy 3.6.2)
- Provide consistent and responsive development assessment and compliance processes (Strategy 3.6.3)
- Encourage development that is consistent with the individual character of towns and rural living areas (Strategy 3.9.1)
- Ensure preservation and maintenance of heritage buildings, heritage items and places of interest (Strategy 3.9.2).

### **Governance and Organisation**

The goal for Governance and Organisation is “a responsible Council Team providing proactive leadership, good governance and sustainable service”.

Whilst there are no strategies in the Strategic Directions Report to support the attainment of this goal, the success of the implementation of the strategies is dependant upon the Council team providing proactive leadership, good governance and sustainable services.

#### ***Implications for the Strategic Directions Report***

The Strategic Directions Report provides the District Council of Mallala with the opportunity to identify necessary changes to the Development Plan that respond to a number of strategies within Council’s Strategic Plan, especially those seeking to establish zoning in accordance with the State Planning Strategy, encouraging development consistent with the individual character of towns and rural living areas, and ensuring the preservation of heritage buildings.

Council’s Strategic Plan also contains a commitment to identify future infrastructure needs of industry and business and determine funding and implementation options, which has implications for the Strategic Directions Report.

### **3.6. Long-Term Financial and Asset Management Plans**

As part of its obligations to prepare a Strategic Management Plan, the District Council of Mallala must develop and adopt a long-term financial plan and an infrastructure and asset management plan(s) for a period of at least 10 years.

The financial plan seeks to ensure that Council is financially sustainable over years 1 - 10 by achieving a cumulative breakeven result. The Long Term Financial Report includes assumptions about expenditure which are relevant to long term infrastructure planning.

Asset management plans relate to the management and development of infrastructure and major assets, and provide the overall framework to guide the sustainable management of Council's asset portfolio. Council assets include:

- Transport
- Building and Recreation
- Community Waste Water Management Schemes
- Stormwater

#### ***Implications for the Strategic Directions Report***

Council's Long-term Financial Plan anticipates the provision of infrastructure and services. This planning investment in infrastructure and services should inform Council's strategic land use planning.

The Long Term Financial Plan does not currently account for significant investment in streetscape/township upgrades, community facilities, intersection or ring routes around townships or expenditure outlay on the CWMS. Therefore, any future infrastructure requirements identified in these or other areas will need to be accompanied with resourcing plans to ensure that these do not impact upon Council's long term financial sustainability.

## 4.0 Strategic Profile

This section of the report provides a summary of key population trends and characteristics, in terms of:

- Population Size
- Age Structure
- Household and Family Structure
- Household Incomes
- Housing Types and Tenure
- Place of Birth
- Languages.

This profile focuses on key trends and characteristics and a more detailed population profile is available online at

<http://www.profile.id.com.au/mallala/population>

### 4.1. Population Size

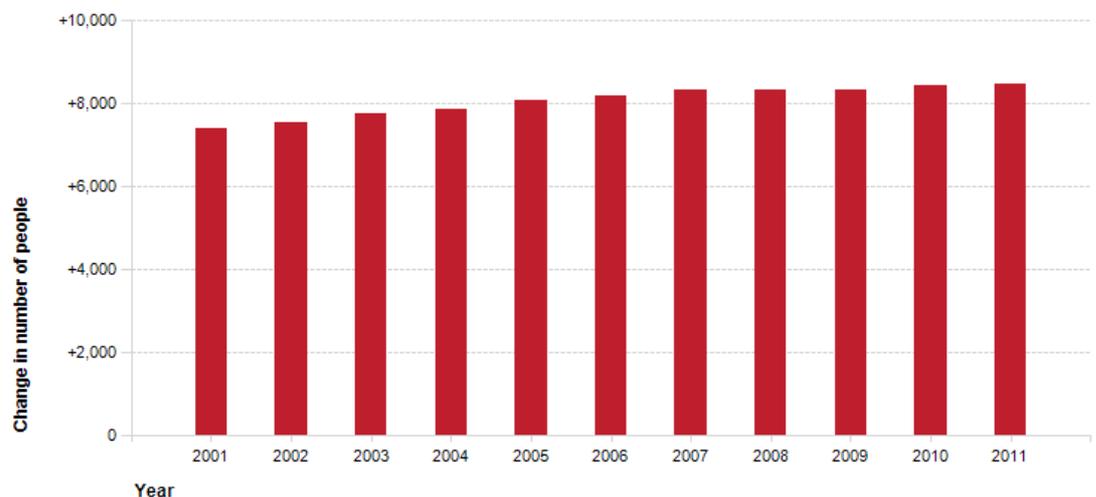
At the 2011 Census, the District Council of Mallala was home to 8,346 people, living in 3,323 dwellings.

Between 2001 and 2011, the population increased by 1,160, or 1.6% per annum. By way of comparison, Greater Adelaide grew at a rate of 0.95%, indicating that the District's population grew faster than the Greater Adelaide average.

*Figure 4*

### Estimated Resident Population

District Council of Mallala



Source: Australian Bureau of Statistics, Regional Population Growth, Australia (3218.0). Compiled and presented by .id the population experts

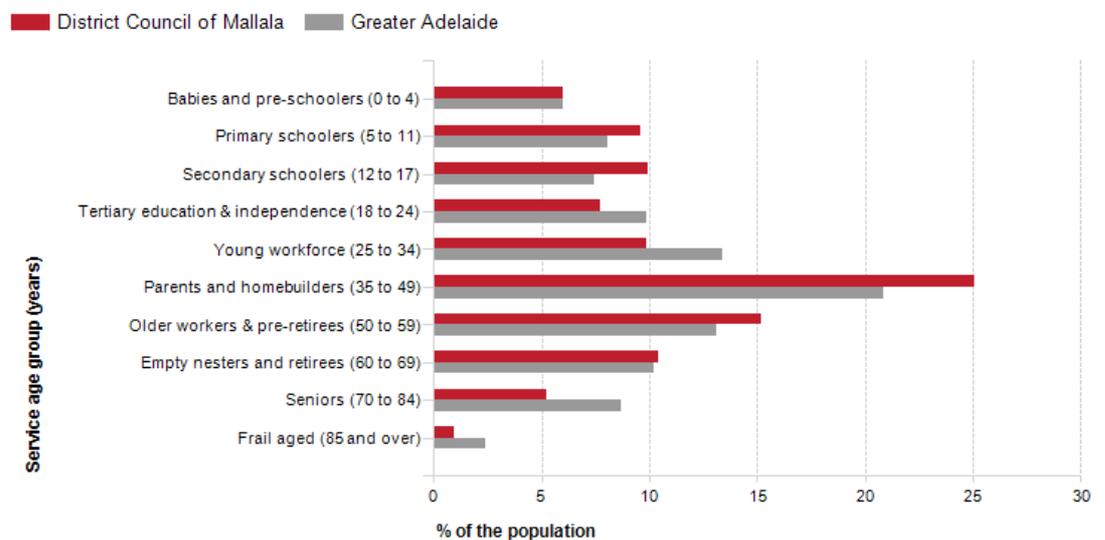
## 4.2. Age Structure

Figure 5 summarises data regarding the service age groups of the District Council of Mallala’s population, identifying the following trends when compared with Greater Adelaide:

- Comparable proportion of babies and pre-schoolers (6.0%)
- Proportionally more Primary and Secondary schoolers (19.6% compared with 15.6% for Greater Adelaide)
- Proportionally fewer people in the 18-24 and 25-34 years age groups (17.6% compared with 23.2% for Greater Adelaide)
- Proportionally more people in the 35-49 years and 50-59 years age groups (40.3% compared with 34.0% for Greater Adelaide)
- A comparable proportion of people aged 60-69 years
- Proportionally fewer people over the age of 65.

Figure 5

### Age structure, 2011



Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Usual residence data)  
 Compiled and presented by .id, the population experts.



Between the 2001 and 2011 Censuses, the age groups that experienced the most significant change was the ‘older workers and pre-retirees’ and the ‘empty nesters and retirees’, each increasing by close to 400 people. In the coming years, these people will transition into the older age groups, potentially creating different housing and servicing needs, as well as a pool of people who may have a greater capacity to contribute to community life.

### 4.3. Household and Family Structure

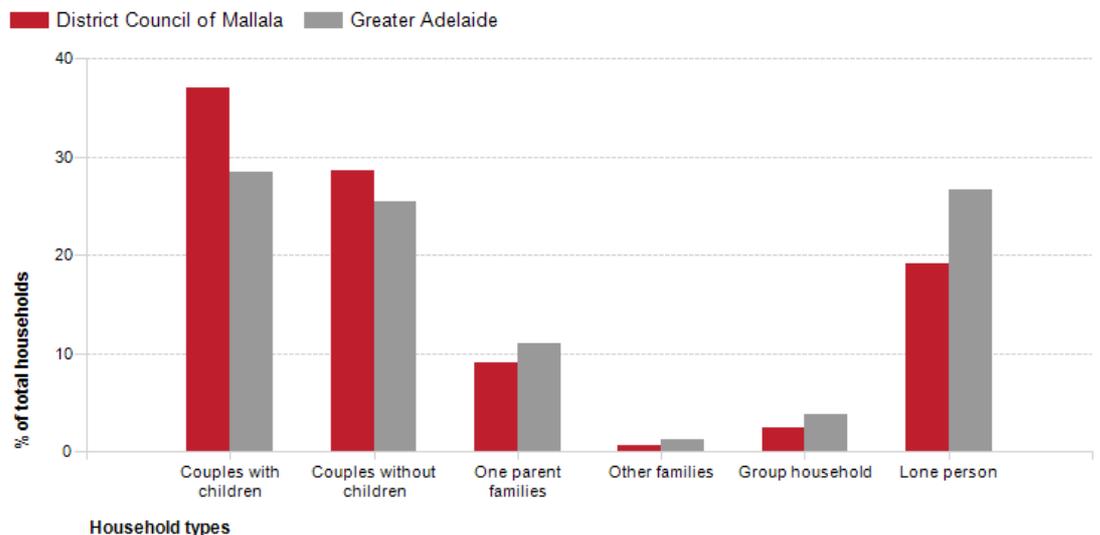
Figure 6 summarises data regarding household and family types, identifying the following trends when compared with Greater Adelaide:

- Proportionally more couples with and without children (65.6% compared with 54.0% for Greater Adelaide)
- Proportionally fewer one parent families (9.1% compared with 11.0% for Greater Adelaide)
- Proportionally fewer lone person households (19.2% compared with 26.7% for Greater Adelaide).

It should also be noted that the average household size in the District Council of Mallala is 2.7 people per dwelling, compared with 2.4 for Greater Adelaide, indicating the predominance of family households.

Figure 6

#### Household types, 2011



Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Enumerated data)  
 Compiled and presented by .id, the population experts.



Between the 2001 and 2011 Censuses, the most significant change was to 'couples without children' and 'lone person' households, both of which grew by more than 150 households. This was a much more significant than the change experienced by other household types.

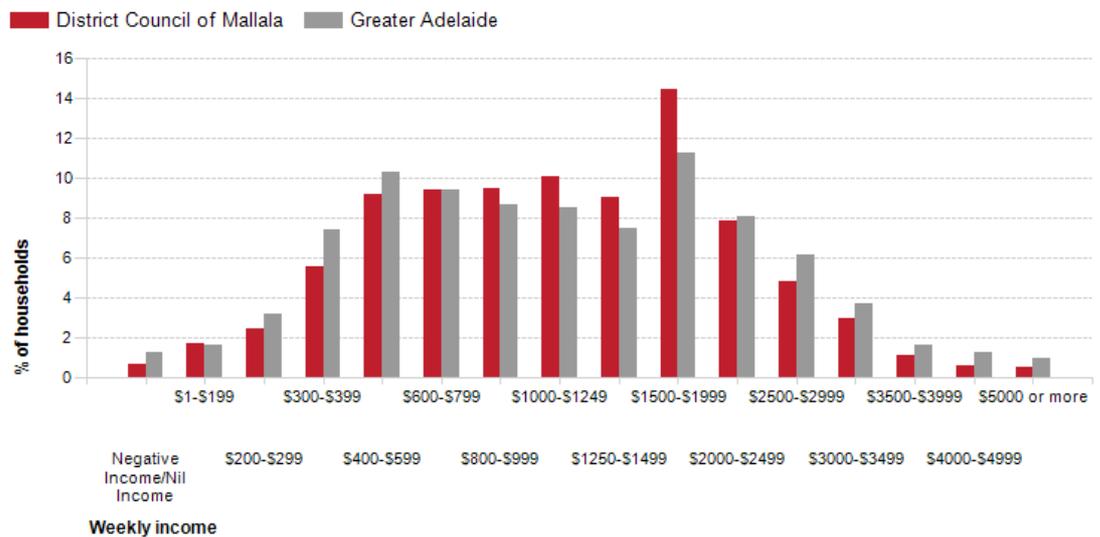
### 4.4. Household Income

Figure 7 below summarises household income data, demonstrated that when compared to Greater Adelaide, the District Council of Mallala contains a smaller

proportion of high income households (those earning \$2,500 per week or more) and a lower proportion of low income households (those earning less than \$600 per week). Overall, 9.9% of the households earned a high income, and 19.5% were low income households, compared with 13.5% and 23.7% respectively for Greater Adelaide.

Figure 7

### Weekly household income, 2011



Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Enumerated data)  
 Compiled and presented by .id, the population experts.



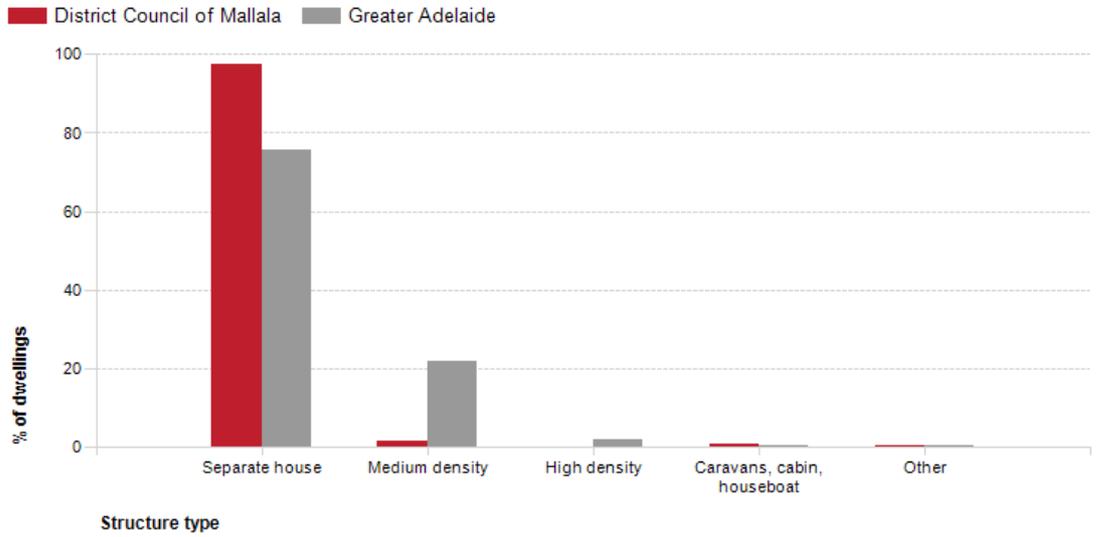
## 4.5. Housing Types and Tenure

The housing stock in the District Council of Mallala is incredibly homogenous, with separate houses accounting for 97.3% of dwellings, compared with 75.8% across Greater Adelaide, as shown in Figure 8. A more diverse mix of housing types is desirable to ensure that housing is available locally to meet the needs of people at different stages of life. This ensures that people do not have to leave their township or the District as their needs and aspirations change.

Figure 9 summarises housing tenure in the District, demonstrating that most households either own their home outright or are purchasing it, and therefore rates of renting are low. A higher proportion of rental accommodation is desirable in order to provide short term and/or affordable housing opportunities for temporary workers or households in a more transitional stage of life.

Figure 8

### Dwelling structure, 2011

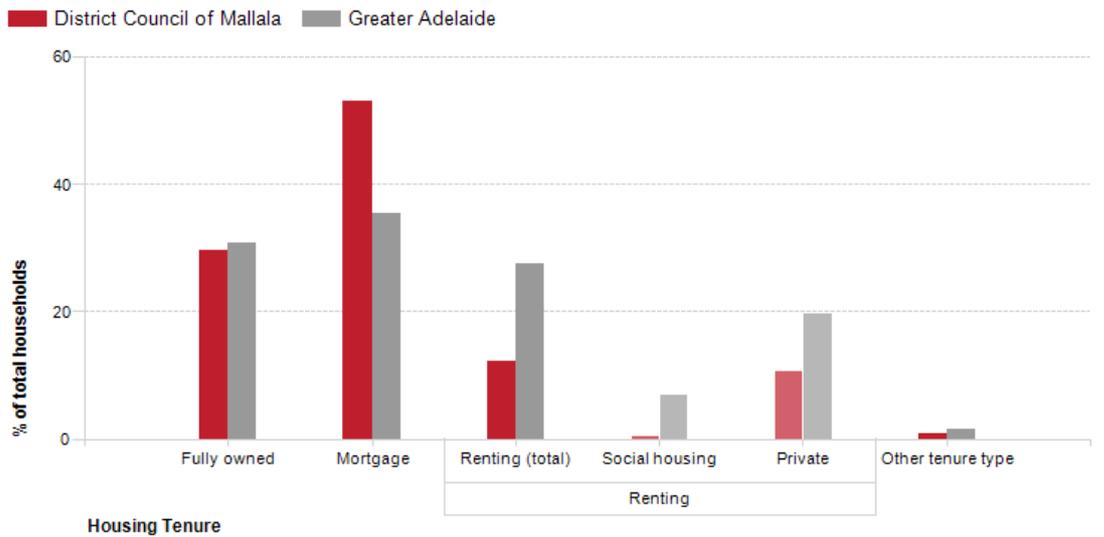


Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Enumerated data)  
 Compiled and presented by .id, the population experts.



Figure 9

### Housing tenure, 2011



Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Enumerated data)  
 Compiled and presented by .id, the population experts.



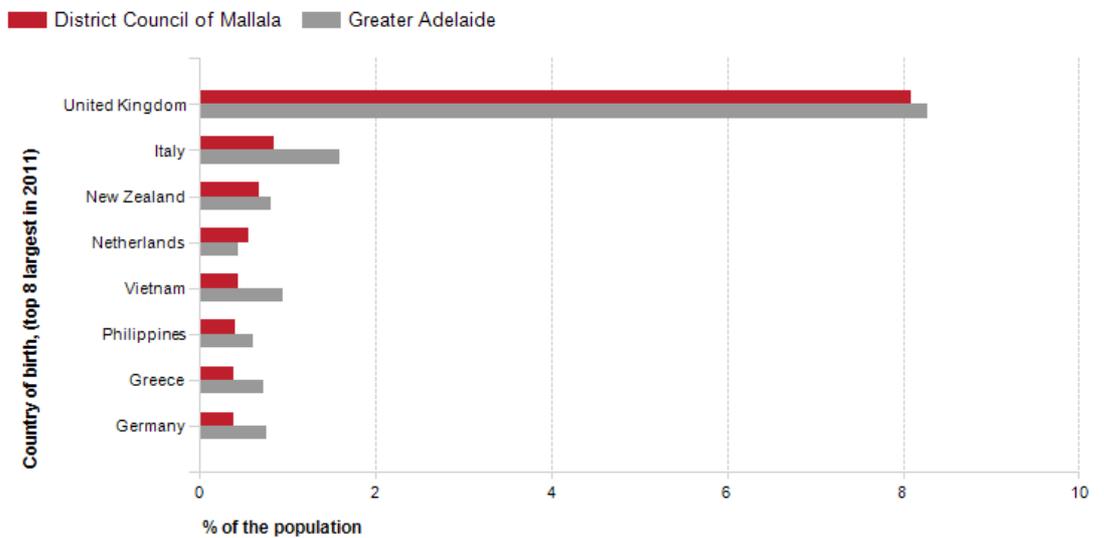
#### 4.6. Place of Birth

The majority of the residents of the District Council of Mallala were born in Australia – only 14.2% were born overseas which is much lower than the proportion across Greater Adelaide of 25.3%.

Of those born overseas, most came from the United Kingdom, Italy, New Zealand and the Netherlands, as shown in Figure 10 below.

Figure 10

#### Country of birth, 2011



Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Usual residence data)  
 Compiled and presented by .id, the population experts.



#### 4.7. Languages

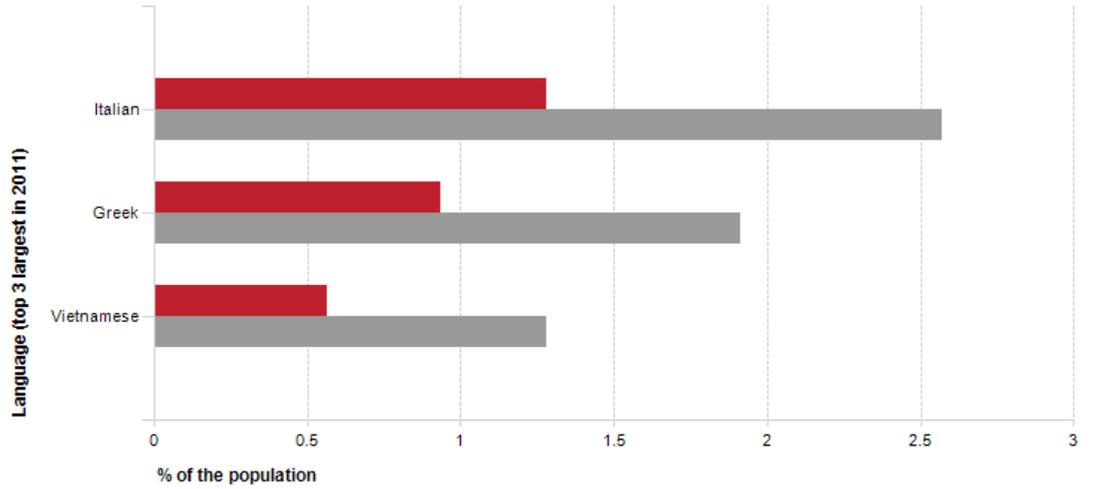
At the 2011 Census, rates of English proficiency were very high, with 91.2% of the population speaking English only, and less than 1% speaking English 'not well or not at all'.

Of the 5% of the population that speak a language other than English, the top three languages were Italian, Greek and Vietnamese, as shown in Figure 11.

Figure 11

### Language spoken at home, 2011

■ District Council of Mallala ■ Greater Adelaide



Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 (Usual residence data)  
Compiled and presented by .id, the population experts.



## 5.0 Trends, Opportunities and Challenges

This section of the report provides a summary of the trends, opportunities and challenges that the Mallala District is expected to face in coming years in terms of:

- Population Projections & Community Services.
- Residential Development & Townships
- Primary Production, Horticulture & Rural Living
- Environment & the Coast
- Infrastructure
- Economy.

### 5.1. Population Projections & Community Services

The District Council of Mallala's population is projected to grow steadily in the years to come.

#### 5.1.1. District Wide Population Projections

The State Government Population Projections (developed by the then Department of Planning and Local Government in 2011) anticipate that the District's population will grow to 9,287 by 2016, and 10,779 by 2026. This equates to a growth rate of approximately 1.6% per annum.

These projections are based on assumptions about fertility, mortality, migration and residential development and are the product of modelling rather than development-specific analysis (see Section 5.7.2 for specific details for the Two Wells growth area). The assumptions embedded within these projections are consistent with the population projections and targets within the 30 Year Plan for Greater Adelaide.

These district-wide population projections outline the likely age distribution of the District's 2026 population, which is shown in Table 1. This data indicates that all age groups will experience numerical increases as the District's population grows. This will increase demand for a wider range of services and facilities.

It is anticipated that there will be a substantial increase in the number of senior residents in the District. By 2026 it is predicted that 2138 people over the age of 65, representing nearly 20% of the total population, will be residing in the District.

As well as creating demand for specific services, the ageing of the population will have implications for housing. The District will have a very high proportion of detached dwellings, which may not be the housing of choice for many people as they grow older.

In addition, the increase in the senior population will occur at a time when residential growth areas are attracting young families to the District, generating demands for services and facilities that families typically require, meaning that infrastructure and servicing budgets of Council and other service providers may be stretched in different directions.

**Table 1: Population Projections for the District Council of Mallala to 2026**

Age Group	Number of People	% of Population
0-4 years	707	6.6
5-14 years	1469	13.6
15-19 years	678	6.3
20-24 years	511	4.7
25-34 years	1385	12.8
35-44 years	1412	13.1
45-54 years	1060	9.8
55-64 years	1419	13.2
65-74 years	1214	11.3
75-84 years	680	6.3
85 years and over	244	2.3
<b>Total</b>	<b>10,779</b>	<b>100</b>

*Data Source: Department of Planning and Local Government, 2011.*

### 5.1.2. Population Projections for the Two Wells Township

Table 2 summarises the development potential for a low and high scenario for the Two Wells township expansion, based on different assumptions about density/allotment sizes, and assuming an average household size of 2.8 persons in the residential area, and 3.3 persons per household for the country living area.

As the population of the development area is in addition to the existing Two Wells population of 2,297 people, it is reasonable to assume that the total population dependent on Two Wells to be in the order of nearly 9,700 people for the 'low scenario' or 12,000 for the 'high scenario'.

**Table 2: Development Potential in the Two Wells Hickinbotham Development**

Residential Area/Allotment Yield	Low Scenario	High Scenario
Net Residential Land Area	195.7 ha	195.7 ha
Net Density	12.5 dw/ha	16.6 dw/ha
Average Lot Size	800m <sup>2</sup>	600m <sup>2</sup>
Dwelling Yield (Res Area)	2440 dw	3260 dw
Dwelling Yield (CL Area)	172 dw	172 dw
Population (Res Area)	6832	9128
Population (CL Area)	568	568
Total Population	7400	9696

### 5.1.3. Community Services Requirements

The anticipated urban development in the Council area provides an indication of future trends, opportunities and challenges as they relate to the Community Services. While a range of allotments sizes are being promoted in the Two Wells township expansion to provide housing choice for a range of household types, experience elsewhere in similar outer metropolitan township expansions suggests that a major demographic cohort likely to be attracted to the area is young families. This is expected to occur at the same time as a significant increase in the number and proportion of older people in the population.

A significant increase in the District number of pre-school aged children, primary school aged children and adults in the family raising stage presents significant opportunities in terms of increasing the population that may actively participate in community life, sporting clubs and community groups. It also presents challenges in terms infrastructure and service provision.

For the District population, an important challenge with a growing population will be maintaining connection with others in the District while having to travel outside of the District for employment and higher order services.

## 5.2. Residential Development & Townships

### 5.2.1. Township Expansions

The District Council of Mallala is a growing community. The District’s proximity to infrastructure and employment in the Northern Adelaide region makes it well placed to accommodate some of the population and dwelling targets identified in the 30 Year Plan for the Barossa region.

Within the Mallala District, township expansions are envisaged for Two Wells and Mallala to help accommodate expected population growth. While population growth provides the opportunity to achieve a critical population mass to support a wider range of services in towns and higher quality infrastructure, expansion needs to be carefully managed to ensure that new developments complement, rather than detract from, existing townships and the surrounding rural areas. (Infrastructure is addressed separately in Section 5.5).

### 5.2.2. Two Wells



Two Wells will be the focus of growth in the foreseeable future given its proximity to metropolitan Adelaide. Council has prepared a draft DPA that will allow for the expansion for the Two Wells Township. This DPA proposes to rezone 398 hectares of land for residential purposes. Once developed, this area will be home to 7,400 and 9,700 residents. The proposed rezoning will provide a range of allotment sizes to meet the housing needs of the entire community. This will result in larger rural living allotments in some areas and smaller allotments in others.

The township expansion will grow the local population to a size where Two Wells largely self-sufficient in terms of key businesses and community services that require a certain population threshold. The rezoning process will also allow for the provision of critical stormwater management infrastructure that will flood-proof the entire town (i.e. existing township and new growth areas) from floodwaters of the Gawler and Light Rivers. Careful consideration and planning has taken place to ensure that the new development area reinforces the Main Street of Two Wells to ensure that the new and older parts of town are well integrated.

### 5.2.3. Mallala

Mallala is the second largest township in the district serving the rural sector. Council has commenced a rezoning process for the Mallala Township. The rezoning of land around the township will accommodate additional residential, commercial, bulk handling and light industrial uses. The rezoning process will also provide some future urban zones to accommodate longer term urban growth needs. A long term goal for the Mallala Township is to provide bypass routes to re-direct passing traffic around the town. Residential growth of the township is dependent upon the establishment of a Community Wastewater Management Scheme.

### 5.2.4. Dublin

Dublin is the third key township in the district, which services the surrounding farmland and rural industry, as well the coastal settlements of Parham, Webb Beach, Thompson Beach and Port Prime.

There may be demand and opportunities for urban expansion around Dublin. This will be investigated in the future, once the township expansions of Mallala and Two Well have progressed. Dublin may be suitable for urban growth to accommodate some of the population growth anticipated for the Barossa region in the longer term. There is no evidence to suggest that flood inundation is an issue and the town has good road links to Two Wells and Mallala.

### 5.2.5. Existing Townships

Regardless of the extent or timing of township expansions, development and infrastructure investment will continue to occur within existing townships.

Some townships have vacant allotments which will be developed for residential purposes. In some places, subdivision of larger town blocks may be appropriate to widen housing choice, especially if new wastewater management infrastructure is available.

The town centres of existing townships will be strengthened and enhanced in the coming years. Community engagement associated with the draft Two Wells Residential DPA identified this to be a priority for residents. A Main Street Design Guidelines document was prepared for Two Wells in 2010. This has implications for future land uses and infrastructure investment in that locality. The need for a similar study has been recognised for the Mallala Township.

Many townships within the District contain older homes and buildings that make a significant positive contribution to the character of the townships. These are highly valued by the local community. However, there are currently no historic conversation zones or character zones in Council's current Development Plan. Further to this, there are no listings of State or Local Heritage Places. There is therefore a potential need to undertake a local heritage or character study to identify and articulate the heritage/character value of buildings and localities in the District. Such a study could form the basis of an amendment of Council's Development Plan.



### 5.3. Primary Production, Horticulture & Rural Living

#### 5.3.1. Primary Production - General Farming

Primary production in the District Council of Mallala is an important component of the local landscape and is a key contributor to South Australia’s economy. General Farming includes the use of the land for any purpose of agriculture, cropping, grazing, or animal husbandry, but does not include horticulture, commercial forestry, horse keeping, or any other intensive animal keeping. This form of land use requires large land holdings, consistent rainfall and the ability to use ‘sprays’.

Ensuring that land is available for food production is essential to secure a sustainable food supply for the State of South Australia and to ensure the success of the State’s export industry. This will involve managing urban development pressures to protect productive land, ensure the value of land reflects the intended use, and provide certainty for those looking to expand, invest in new infrastructure or establish value-adding activities.

It is also important that Development Plan policy in the General Farming Zone supports appropriate non farming activities, such as value-adding businesses such as abattoirs, bulk feed stores and road transport terminals in certain locations. Facilitating appropriate forms of development in rural zones, while discouraging development that undermines the core purpose of primary production zones, is a major challenge facing the District.



As Two Wells and Mallala are developed for urban purposes, it will become increasingly important to manage potential conflicts between farming and new residential land uses. These often relate to the noise, odours and chemicals associated with everyday farming activities. Managing any conflicts appropriately is important to ensure that farmers can continue to farm, whilst also maintaining an acceptable level of residential amenity for new residents.

### 5.3.2. Horticulture

Horticulture is defined as the use of the land for market gardening, viticulture, floriculture, orchards, wholesale plant nurseries or commercial turf growing.

The southern part of the District Council of Mallala is a horticultural area that enjoys favourable natural resource conditions, access to some water, major private and public investment in infrastructure, and is close to a large labour supply located in northern Adelaide. In addition, the District is located close to local markets, major interstate freight routes and distribution facilities at Pooraka and Edinburgh Park. This combination of factors is not replicated elsewhere in South Australia and has strategic importance to the State.

The Two Wells-Angle Vale-Virginia area contains the largest concentration of greenhouse structures in Australia (more than 700 hectares). The district produces a range of mainly vegetable crops in greenhouse, hydroponic and field production systems, and has a small but growing wine-grape sector. Poultry farming and processing are also significant in some places.



Additional and more intense forms of horticulture that move away from open field horticulture to more 'high-tech' processes are possible in the District subject to accessing suitable water supplies. As this becomes available, horticultural activities are expected to become more intensified and viable on smaller allotments. This has implications for planning policy regarding land division.

The District Council of Mallala is a partner in the Virginia & Northern Adelaide Plains Horticultural Study which will provide direction regarding the long term needs of the horticulture industry in the District.

### 5.3.3. Rural Living and Animal Husbandry

The District Council of Mallala contains some important areas for rural living and animal husbandry. In particular, the Lewiston area is rare rural locality that has been specifically developed for those wanting a genuine rural living lifestyle – and also for those with a particular interest in dog and horse keeping.

There are a number of planning issues facing this area, including managing dog keeping, truck parking, the use of sheds and outbuildings, and flood risk in response to the updated Gawler River Floodplain mapping. Future planning for this area might

include developing a concept plan and development vision for the area that responds to these issues, as well as other opportunities and constraints.

## 5.4. Environment & the Coast

### 5.4.1. Coastal environments

The District Council of Mallala contains some of the most sensitive and significant coastal ecosystems of all of metropolitan Adelaide extending from Thompson Beach in the north down to the Light River Delta, Middle Beach and Port Gawler in the south. These environments are home to bird species of international significance. These areas contain high priority supra-tidal samphire ecosystems which are threatened by weeds, urban development and ongoing and accelerating sea level rise.

In order to help protect these important coastal area, existing long term directions include establishing the Light River Delta, Light Beach and Port Prime as a national park, and the area north of Port Gawler to Middle Beach and the Bakers Creek area between Thompson Beach and Webb Beach as conservation parks. There are also plans to increase the publicly owned coastal strip between Thompson Beach and Bakers Creek and incorporate into a Coastal Conservation Park.



The impacts of new development near the coast can be mitigated by ensuring that additional stormwater run-off is minimised, existing vegetation cover and biodiversity is retained, and new gardens are planted with local species to prevent the escape of weeds to sensitive coastal ecosystems. There are long term plans to upgrade the infrastructure, trails and signage in coastal areas, including plans to establish a linear trail along the full length of the Samphire Coast. An ongoing challenge for these areas is managing vehicle use, as well as preventing illegal dumping of rubbish and vehicles.

Development within the coastal settlements of Parham, Webb Beach, Thompson Beach, Middle Beach and Port Gawler will need to be carefully managed to adapt to changing sea levels. This has implications for planning policy as well as the development and maintenance of public infrastructure.

The activities of the entire Council area and beyond can impact upon coastal systems, especially in terms of stormwater run-off, which can significantly disrupt seagrass and mangrove ecosystems. Managing the quality and quantity of

stormwater runoff will be particularly important as the amount of urban development in the Council area increases in the coming years.

The District's coastal environments have significant ecotourism potential. It is important that development and activities that increase visitation to coastal environments occur in ways that protect and enhance sensitive coastal ecosystems.

Finally, the Adelaide Mount Lofty Ranges Regional Natural Resource Management Plan contains twenty year targets that provided guidance when developing environmental priorities and initiatives.

#### 5.4.2. Riparian Environments

The District Council of Mallala contains three river and creek systems which extend across the council area east to west. These are the Gawler River, Light River and Salt Creek. Updated flood mapping will be included in Council's Development Plan, to ensure new development does not facilitate increase flood issues. This may be addresses by ensuring floor levels of new development are above flood levels.

The Gawler River Open Space Strategy, which was developed by Gawler River Floodplain Management Authority in collaboration with local Councils, contains plans to establish a linear park system along the length of the Creek. This plan will transform a degraded river system that was extensively mined for loam into a semi natural and natural open space corridor of regional importance as a recreational resource and a haven for native flora and fauna.

There are also plans to establish an open space reserve along Salt Creek extending from Gawler/Two Wells Road to Port Wakefield Road, which provides an opportunity to improve environmental values while also providing a significant open space asset to the growing community.

#### 5.4.3. Biodiversity

The reinstatement of native vegetation and biodiversity is particularly important as much of the District, especially in the horticultural areas, are almost completely devoid of native vegetation. Protecting soils from erosion, protecting remnant vegetation, and replanting native vegetation to ensure the long term viability of primary production, and can increase the size and resilience of local pockets of biodiversity (such as those at Rockies Reserve and the Lewiston Ponds). Effective land management also requires the control of groundwater salinity.

Revegetation and weed control occurs on both private and public land. These activities involve private landholders, community groups, State and Local Government. Supporting these groups and creating partnerships (e.g. with Natural Resource Management Boards and the Department of Environment, Water and Natural Resources) will continue to be an important way to achieve biodiversity conservation goals.

The establishment of parks, stormwater detention basins and new open space in urban growth areas provides an opportunity to reinstate vegetation to support a

diversity of plant and animal species in an urban setting, and link these areas with other ecological communities further afield.

## 5.5. Infrastructure

Economic activity and community wellbeing requires a combination of land use planning that anticipates the land uses and developments likely to be required in the future, as well as targeted and timely investment in infrastructure and services.

Infrastructure is often classified as physical infrastructure and social infrastructure. Physical infrastructure refers to built assets which underpin all development, such as roads, utilities and communications. Social infrastructure refers to those facilities and services which underpin wellbeing for people, such as schools, medical facilities and libraries.

The provision of both physical and social infrastructure is fundamental to economic prosperity, social inclusion and environmental sustainability, and infrastructure planning. It is necessary to ensure that the required infrastructure is provided in the appropriate location at the right time.

A range of different bodies provide infrastructure, services and facilities in each community. For example, the Commonwealth Government might fund major highways and a range of health services, while State Governments traditionally build schools and hospitals, and Local Governments provide facilities and services such as local roads, open spaces, planning services and community development programs. The private sector also plays an important role with, for example, private developers building roads, open space and stormwater infrastructure in new development areas.

### 5.5.1. Physical Infrastructure

The proposed township expansions in the District cannot proceed without plans, funding and implementation strategies for a range of physical infrastructure. Urban growth areas typically require a range of physical infrastructure, including:

- Roads and intersections
- Footpaths, street scaping and open space
- Water supply
- Wastewater treatment
- Flood protection
- Electricity
- Gas
- Communications.

An ongoing challenge for the District Council of Mallala will be ensuring that the required infrastructure to support urban growth is planned for, funded equitably and provided in a timely manner. This may be challenging considering the many stakeholders with specific roles and responsibilities in infrastructure provision, the interplay between up-front capital costs and ongoing maintenance costs, the way in which new infrastructure can benefit existing and new communities and the need for financial sustainability for all parties involved in urban development.

Beyond residential township expansions, access to key road and rail freight routes, major electricity transmission lines and major gas pipelines, the District is well placed for additional industrial and rural value-add development. Realising the potential for such development depends upon these infrastructure networks being accessed in an easy and cost-effective manner.

Horticulture is a growing sector, especially in the south of the Council area. Additional and more intense forms of horticulture that move away from open field horticulture are possible in the District subject to securing alternate water supplies and other utilities. There may be an opportunity to access treated wastewater or stormwater from the Two Wells residential growth area.

Smaller scale infrastructure projects, such as streetscape improvements and modified road and car parking arrangements, are equally important in supporting smaller scale economic development in the main streets of rural townships. An ongoing challenge for Council will be upgrading ageing infrastructure in existing townships, such as roads, footpaths and stormwater management while also contributing to the provision of facilities and services in growth areas.

### 5.5.2. Social Infrastructure

Social infrastructure is often more challenging to plan for and provide than physical infrastructure because the nexus between need and infrastructure/service is not always as clear as it is for physical infrastructure.

A particular challenge for the District Council of Mallala is managing the transition from a Council of small rural townships to much more substantial townships where expectations of the community are likely to increase and align with the expectations of metropolitan communities

Country towns tend to operate independently from each other with respect to sporting and community facilities. Each town has its own oval, tennis and netball courts, bowling green and Institute or Town Hall and people do not regularly travel from one town to another to use that town's facility, requiring a greater incidence of self-sufficiency in terms of facilities.

At the same time, however, country communities are often more directly involved in the provision and maintenance of facilities and services, whereas Local Government tends to play a more significant role in metropolitan communities. The magnitude of population growth expected to occur in the District means that a more 'metropolitan' approach to social infrastructure may be needed.

Social Infrastructure is considered to comprise the following facilities, services and programs:

- Community Centres and Neighbourhood Houses
- Halls and Meeting Places
- Spaces for performing and visual arts
- Programs for parents with young children such as playgroups, parenting support, child youth health initiatives
- Youth spaces and programs
- Recreation and sport facilities
- Activities for older people including learning, creative expression and healthy living
- Library facilities and programs
- Health and well being programs
- Local economic activities such as craft and fresh food markets
- Community information
- Community development programs to foster the integration of new residents with the Two Wells township
- Community events and celebrations
- Volunteer programs.

These are in addition to the services provided directly by the State Government such as pre-schools, primary schools and secondary schools, community health and child youth health services, public transport and emergency services. The private sector also contributes by providing childcare centres, private schools, general practitioners, allied health services, retirement housing and aged care facilities.

In South Australia, there are no agreed standards regarding the provision of human services and facilities. Research undertaken for Victoria's Growth Areas has identified that each community of approximately 10,000 people requires a primary school, some form of community centre, open space and child care services.

A community of around 30,000 residents requires secondary schools, recreation centres, sporting facilities, residential aged care facilities and a range of health care facilities.

Communities of up to 60,000 people are large enough to require libraries, aquatic centres, arts facilities, higher order sport and recreational facilities and community based health facilities.

These thresholds are not 'hard and fast' standards however, they provide an indication of the range of facilities and services usually needed in communities of these sizes. It does, however, demonstrate that additional facilities and services will be needed as the District's population increases.

Residents in the District may continue to rely on other places outside the District, such as Gawler and Elizabeth, for higher order services. This highlights the importance of public and community transport to connect residents without a car with these services located outside of the District.

Preliminary investigations undertaken by Council<sup>34</sup> have identified that the critical needs in the Two Wells Township as it grows will include:

- Activities and services for parents of young children
- Active recreation and sport facilities
- Libraries and meeting spaces
- Safe pedestrian and cycle paths
- Playgrounds for all ages
- Child care and out of school hours care
- Housing, services and support to facilitate ageing in place.

## 5.6. Economy

It is important that we plan now to support the creation of new jobs and economic activity in line with population growth. Creating economic growth requires a combination of Development Plan policy that anticipates and supports growing industries, as well as targeted infrastructure investment and access to the required labour supply.

The District Council of Mallala has traditionally had a largely rural economy, with primary production and horticulture being the major contributors of jobs and economic activity. Primary production will continue to be a significant employer in the District, necessitating the protection of primary production lands, while also ensuring planning policies are flexible enough to support agribusiness and value-adding activities as they emerge.

Horticulture is a growing sector, especially in the south of the Council area. The Two Wells-Angle Vale-Virginia area collectively forms the largest concentration of greenhouse vegetable production in Australia. Additional and more intense forms of horticulture that move away from open field horticulture are possible in the District subject to accessing suitable water supplies. As this becomes available, horticultural

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<sup>34</sup> District Council of Mallala Two Wells Community Infrastructure Analysis, prepared by URPS, November 2011.

activities are expected to become more intensified and viable on smaller allotments. This has implications for Development Plan policy regarding land division.

The proximity to Adelaide, access to key road and rail freight routes, major electricity transmission lines and major gas pipelines, and the relative cost of land is likely to encourage industrial development. These factors may encourage the development of an intermodal freight facility and other transportation and logistics businesses in the area. It is therefore important that planning policies in the Rural Zone are supportive of such development in suitable locations, and that there is a high degree of integration between infrastructure and land use planning.

Finally, as the residential population grows, townships in the District will be able to support a greater range of shops and businesses. It is important that planning policy anticipates the increased number of shops and businesses, and that these are located in places that reinforce existing town centres and main streets.

## 6.0 Strategic Directions

Council has taken the opportunity of the Development Plan Review to develop a long term strategic vision for the District Council of Mallala.

This section of the report details the 'statements' that seek to provide directions for the District over the next ten to twenty years. The statements are provided under the headings associated with the District Council of Mallala Strategic Plan.

### 6.1. Community Development

***A safe and healthy community, enjoying a high quality of life.***

- 6.1.1. Mallala and Two Wells to be the focus of community infrastructure.
- 6.1.2. Provide services and facilities that facilitate ageing in place.
- 6.1.3. Identify opportunity for a local community focus in the Lewiston area.
- 6.1.4. Promote infrastructure that supports a healthy and productive community.
- 6.1.5. Provide active and passive leisure, recreation and health opportunities for a range of user groups.
- 6.1.6. Promote walking and cycling trails across the district.
- 6.1.7. Promote good urban form to ensure a safe community.

## 6.2. Economic Development

*A developing economic base and increased employment supported by a growing population and appropriate infrastructure.*

- 6.2.1. Preserve land identified as Primary Production Priority Areas.
- 6.2.2. Sustainable use of land resources.
- 6.2.3. Identify alternate water supply to support growth within the horticultural sector.
- 6.2.4. Enhance tourism opportunities that are sensitive to and appropriate in fragile coastal environments.
- 6.2.5. Mallala and Two Wells to be focus of retail/service development.
- 6.2.6. Promote diversity of employment opportunity across the district.
- 6.2.7. Explore opportunities for integrated industrial/mixed use activity south of the Two Wells township.
- 6.2.8. Economic and industrial development supported by infrastructure and appropriately zoned land.
- 6.2.9. Restrict intensive animal keeping (such as dogs and horses) to the Animal Husbandry Zone.

### 6.3. Natural Environment

*A natural environment that is protected, valued and enhanced.*

- 6.3.1. Protection and enhancement of our coastal and riparian ecosystems
- 6.3.2. Anticipate changes to local ecosystems driven by a changing climate, including habitat retreat
- 6.3.3. Rehabilitation of degraded environments, including ongoing revegetation
- 6.3.4. Establishment of biodiversity corridors, especially along our rivers and creeks.
- 6.3.5. Sustainable use of natural resources
- 6.3.6. Promotion of the Waste Management Hierarchy

## 6.4. Built Environment

*A built environment that meets current and future community needs.*

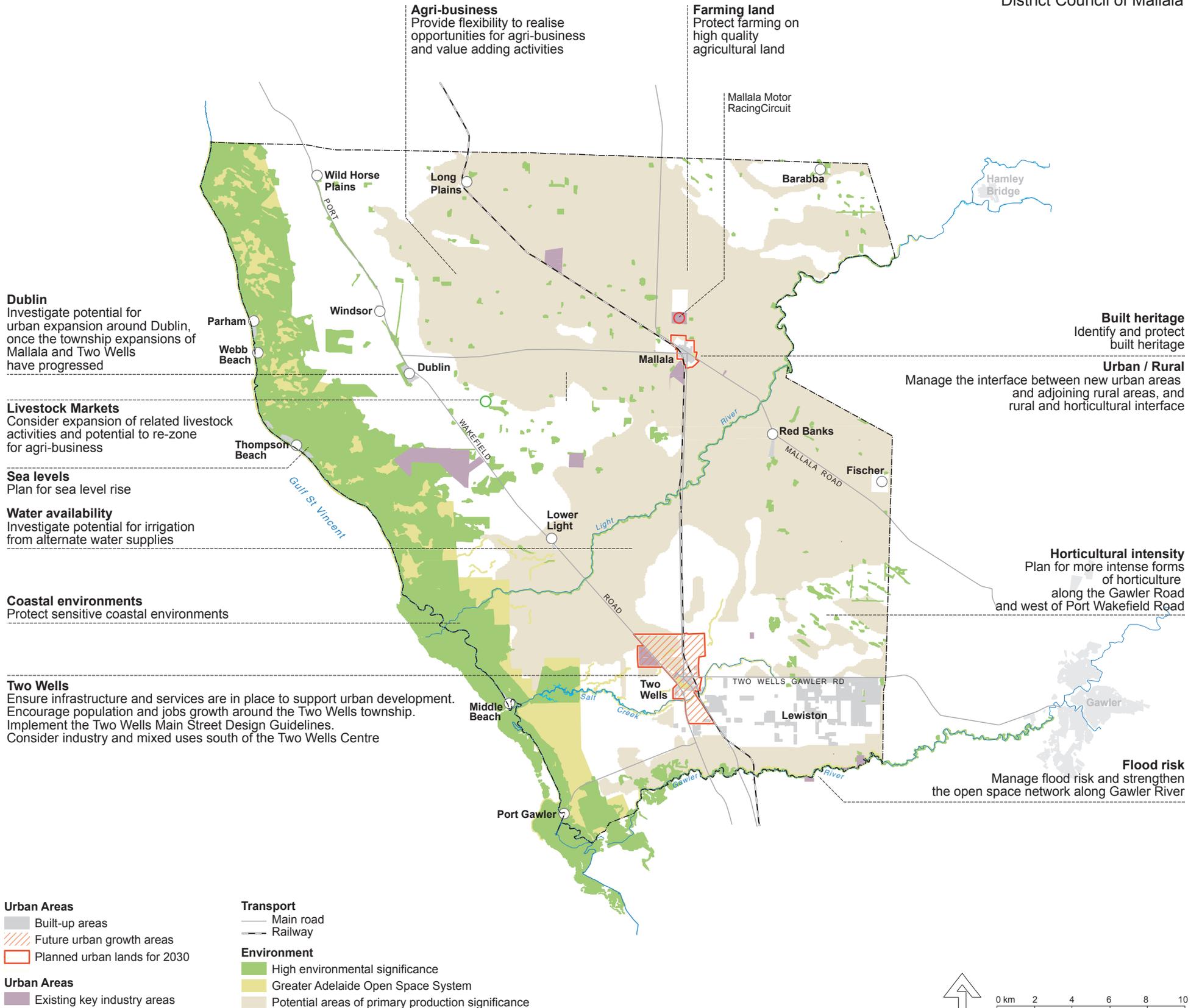
- 6.4.1. Well planned urban growth that is co-ordinated with the timely provision of infrastructure and services to support existing and new communities
- 6.4.2. Urban expansion that is integrated with and enhances the valued character of existing townships
- 6.4.3. A range of housing opportunities available in townships to meet the needs of the community at various stages of life
- 6.4.4. Protection of public and private assets from flooding of the Gawler and Light Rivers
- 6.4.5. A clear direction for the future of our coastal settlements in the context of sea level rise
- 6.4.6. Clear guidance regarding land division in Hazard Zones, including flexibility in low risk areas

## 7.0 District Wide Structure Plan

The following map provides a spatial representation of the Strategic Direction Statements.

# Strategic Overview

District Council of Mallala



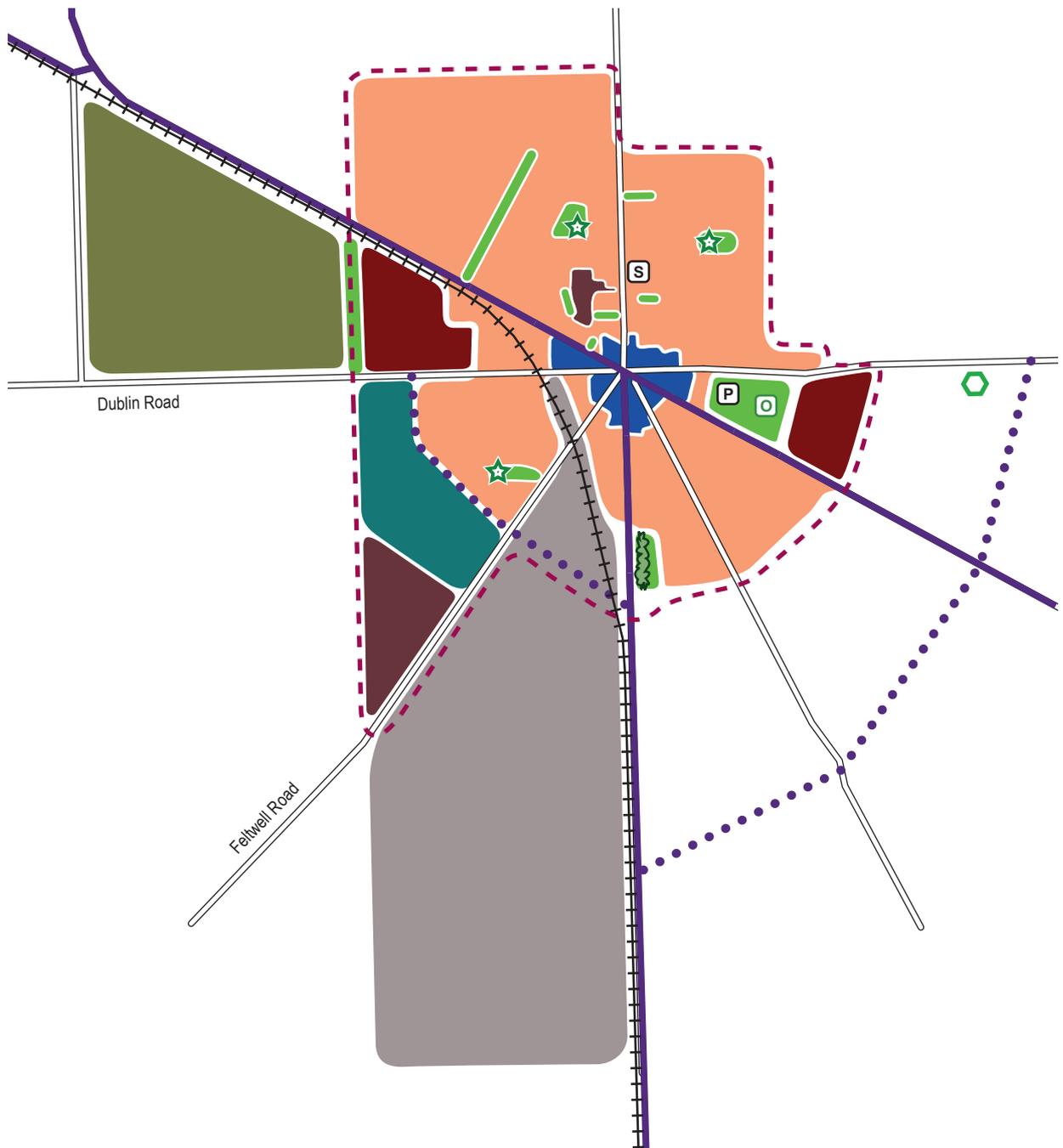
## 8.0 Township Structure Plans

The following structure plans identify the desired future arrangement of land uses and key infrastructure in the three key townships of Two Wells, Mallala and Dublin.

These Structure Plans do not identify current zoning but rather provide an indication of the desired future arrangement of land uses, having regard to the different urban expansion opportunities in each of the townships.

The Structure Plans also identify the location of existing and planned physical and social infrastructure to ensure there continues to be a high degree of integration between land use and infrastructure.

These Structure Plans therefore provide a framework to support a number of the Strategic Directions, such as ensuring urban growth is co-ordinated with the timely provision of infrastructure and is well integrated with existing townships, Mallala and Two Wells remain the focus of retail/service development, and ensuring there is appropriate infrastructure and zoned land to support industrial development. Providing for a range of housing options to meet the needs of the community at various stages of life, and the protection of public and private assets from the flooding of the Gawler and Light Rivers are also directly applicable to the townships.



- | Land Use           | Infrastructure                             |
|--------------------|--|
| Planned Urban Land | School                                     |
| Town Centre        | Playground                                 |
| Residential        | Oval                                       |
| Deferred Urban     | CWMS plant                                 |
| Recreation         | Wetland / Stormwater Detention (Potential) |
| Rural Living       | Buffer                                     |
| Commercial         | Secondary Arterial Road                    |
| Industrial         | Future bypass                              |
| Bulk Handling      | Railway                                    |



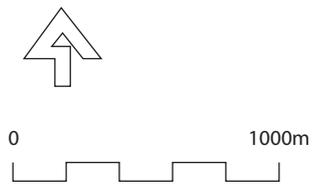
# Mallala Township Structure Plan

February 2013



- Land Use**
- Flood Affected Area
  - Planned Urban Land
  - Flood Protection Levy
  - Wetlands (Stormwater Retention potential)
  - Linkage (vehicular and pedestrian)
  - Transport Management Point
  - Key Activity Node
  - Town Centre
  - Residential
  - Future Urban
  - Recreation
  - Rural Living
  - Commercial
  - Industrial
  - Animal Management
  - Bulk Handling
  - Mixed Use

- Infrastructure**
- School
  - Cemetery
  - Oval
  - Playground
  - Railway
  - Primary Arterial road
  - Secondary Arterial road



# Two Wells Township Structure Plan

February 2013



**Infrastructure**

- Playground
- Oval
- Cemetery
- Primary Arterial Road
- Sealed Road
- Unsealed Road – Residential
- Unsealed Road – Rural
- Unsealed Road – Other

**Land Use**

- Town Boundary
- Town Centre
- Residential
- Future Urban
- Future Industry
- Parklands
- Rural Living
- Tourist Accommodation
- Cemetery



# Dublin Township Structure Plan

February 2013

## 9.0 Coastal Settlements Structure Plans

The following structure plans identify the desired future arrangement of land uses and key infrastructure in the three key coastal settlements of Middle Beach, Parham/Webb Beach and Thompson Beach.

These Structure Plans identify the spatial extent of each coastal settlement, providing a framework to support a number of the Strategic Directions. These include limiting the outward expansion of coastal settlements, the enhancement of coastal ecosystems, anticipating the changes to the coast driven by climate change and a clear direction for the future of coastal settlements in the context of sea level rise.



- Infrastructure**
- B Boat ramp
  - Education Boardwalk
  - Sealed Road
  - Unsealed Road – Heavy Use
  - Unsealed Road – Residential
  - Unsealed Road – Other
- Land use**
- Coastline
  - Watercourse
  - Settlement Area Boundary
  - Local Government Area Boundary
  - Settlement
  - Tourism
  - Recreation
  - Coastal Reserve



# Middle Beach Structure Plan

February 2013

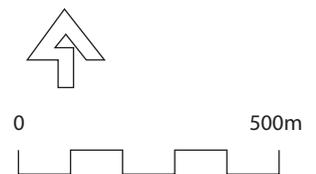


**Infrastructure**

-  Community
-  Camping Ground
-  Sealed Road
-  Unsealed Road – Heavy Use
-  Unsealed Road – Residential
-  Unsealed Road – Other

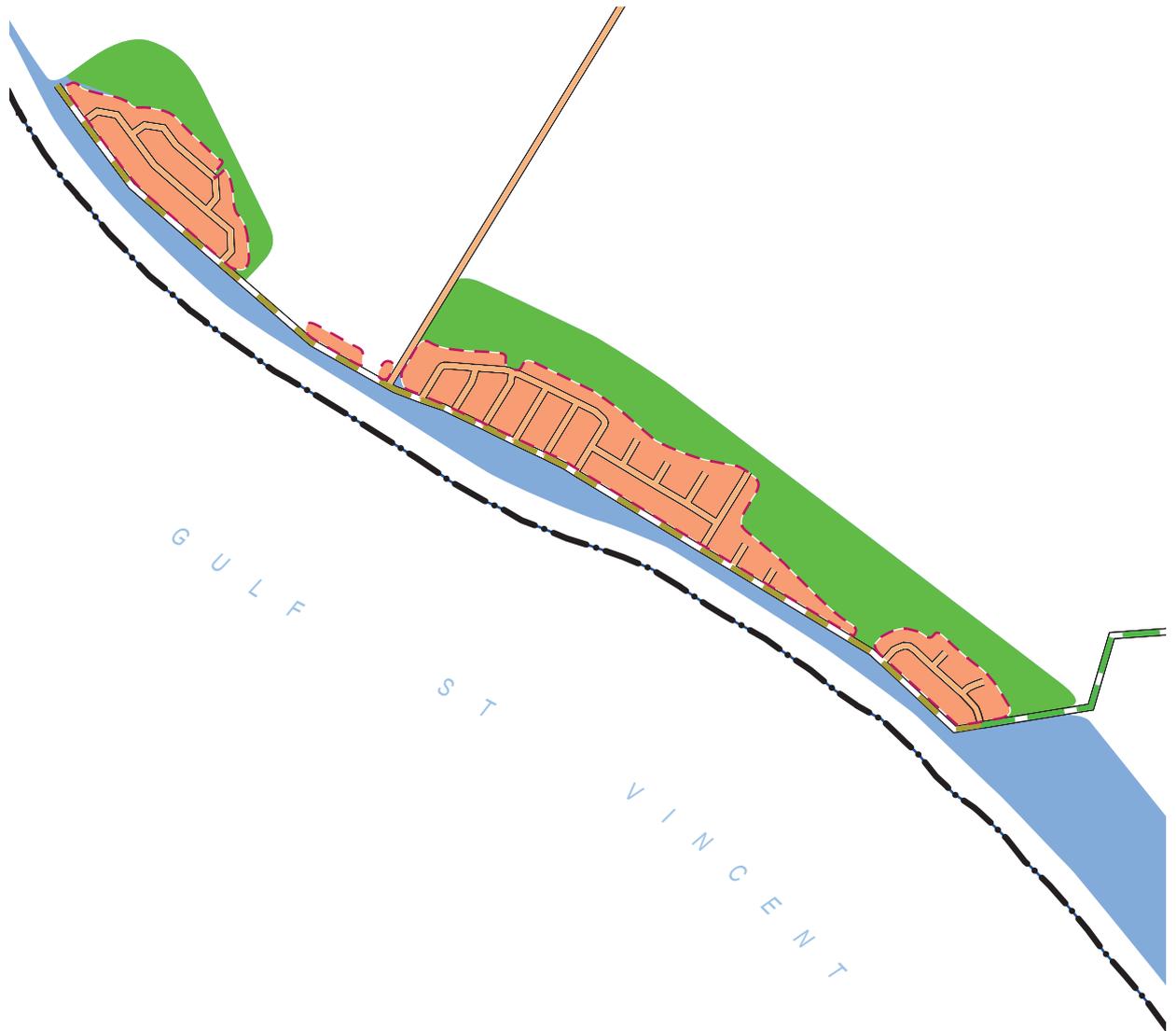
**Land Use**

-  Settlement Area Boundary
-  Coastline
-  Settlement
-  Coastal Retreat
-  Reserve



# Parham and Webb Beach Structure Plan

February 2013



**Infrastructure**

-  Sealed Road
-  Unsealed Road – Heavy Use
-  Unsealed Road – Residential
-  Unsealed Road – Other

**Land Use**

-  Coastline
-  Settlement Area Boundary
-  Local Government Area Boundary
-  Settlement
-  Coastal Reserve
-  Reserve



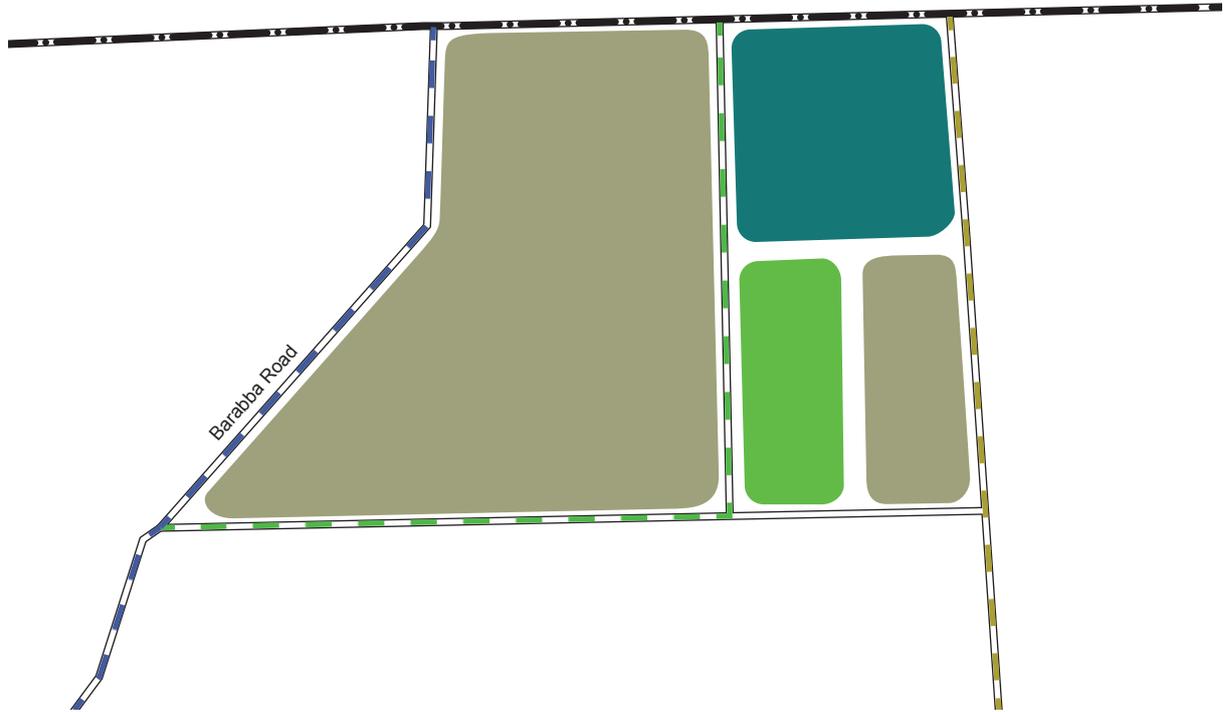
# Thompson Beach Structure Plan

February 2013

## 10.0 Rural Settlements Structure Plans

The following structure plans identify the desired future arrangement of land uses and key infrastructure in the rural living areas of Lewiston, Fisher and Barabba, and the rural settlements of Long Plains, Lower Light, Redbanks, Wild Horse Plains and Windsor.

These Structure Plans identify the spatial extent of each area/settlement, providing a framework to support a number of the Strategic Directions. These include preserving the best of our primary production land, ensuring urban development is well coordinated with infrastructure, establishing a community focus for the Lewiston area, protection of assets from flooding and establishing clearer guidance regarding land division in Hazard Zones.



**Infrastructure**

-  Unsealed Road – Residential
-  Unsealed Road – Rural
-  Unsealed Road – Other

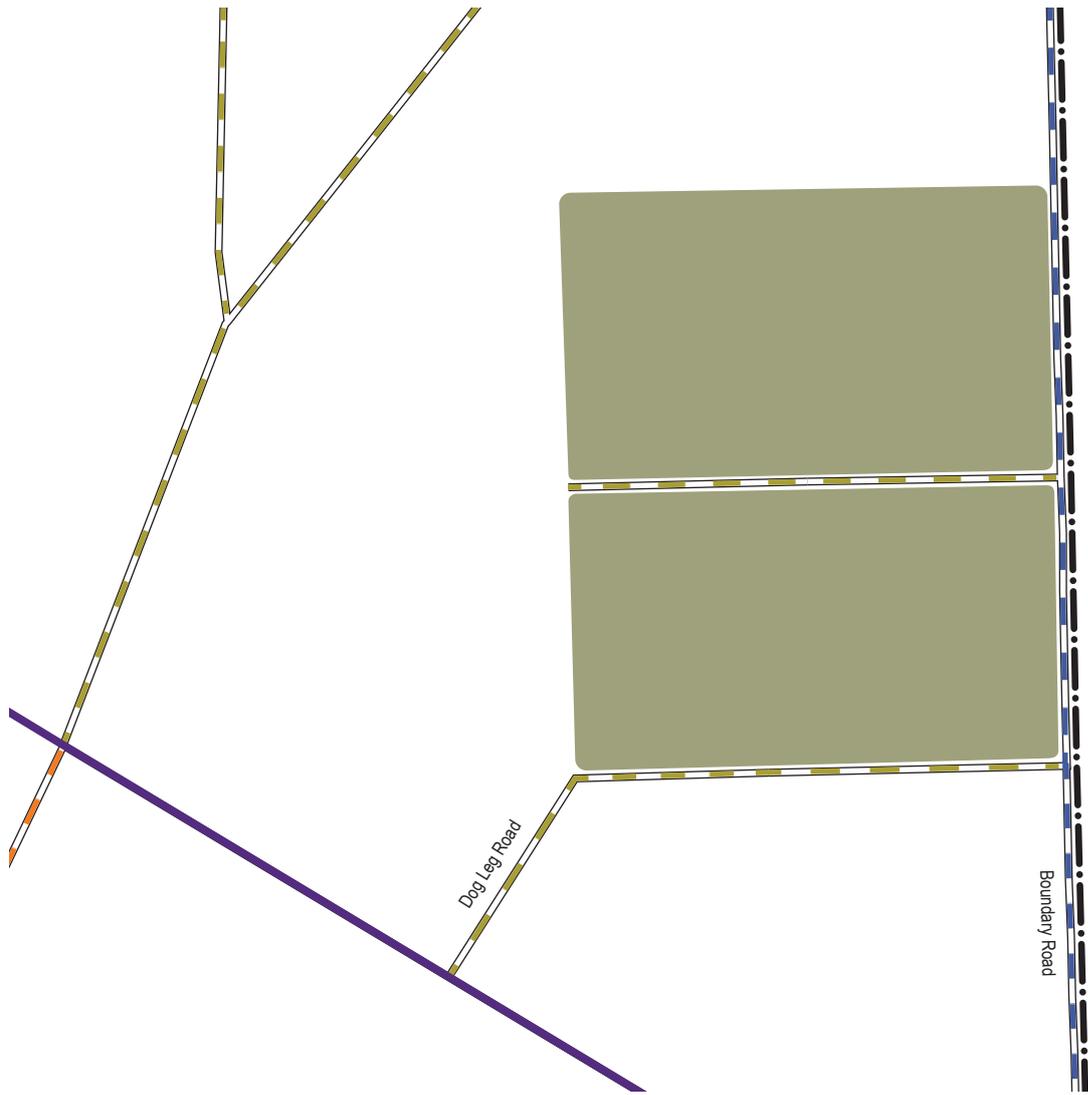
**Land Use**

-  Local Government Area Boundary
-  Rural Living
-  Recreation
-  Cemetery



**Barabba  
Structure Plan**

February 2013



**Infrastructure**

-  Secondary Arterial Road
-  Unsealed Road – Heavy Use
-  Unsealed Road – Residential
-  Unsealed Road – Rural

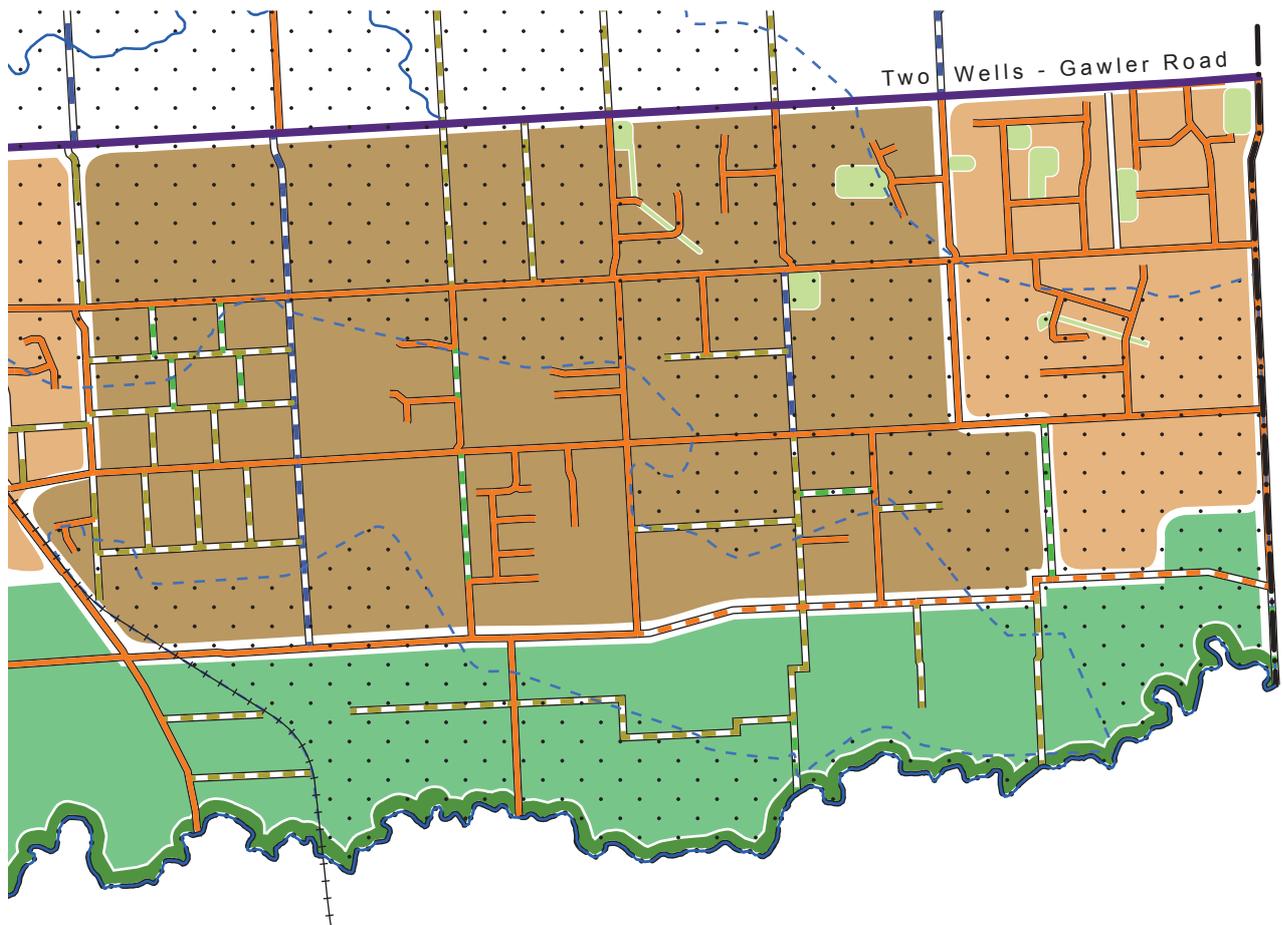
**Land Use**

-  Local Government Area Boundary
-  Rural Living



**Fischer  
Structure Plan**

February 2013



**Infrastructure**

-  Secondary Arterial Road
-  Sealed Road
-  Unsealed Road – Heavy Use
-  Unsealed Road – Residential
-  Unsealed Road – Rural
-  Unsealed – Other
-  Railway

**Land Use**

-  River
-  Local Government Area Boundary
-  Animal Management
-  Rural Living
-  Recreation
-  Horticulture
-  Flood Affected Area
-  Regional Open Space



# Lewiston Structure Plan

February 2013



**Infrastructure**

-  Oval
-  Hall
-  Railway
-  Sealed Road
-  Unsealed Road – Heavy Use
-  Unsealed Road – Residential
-  Unsealed Road – Rural
-  Unsealed Road – Other

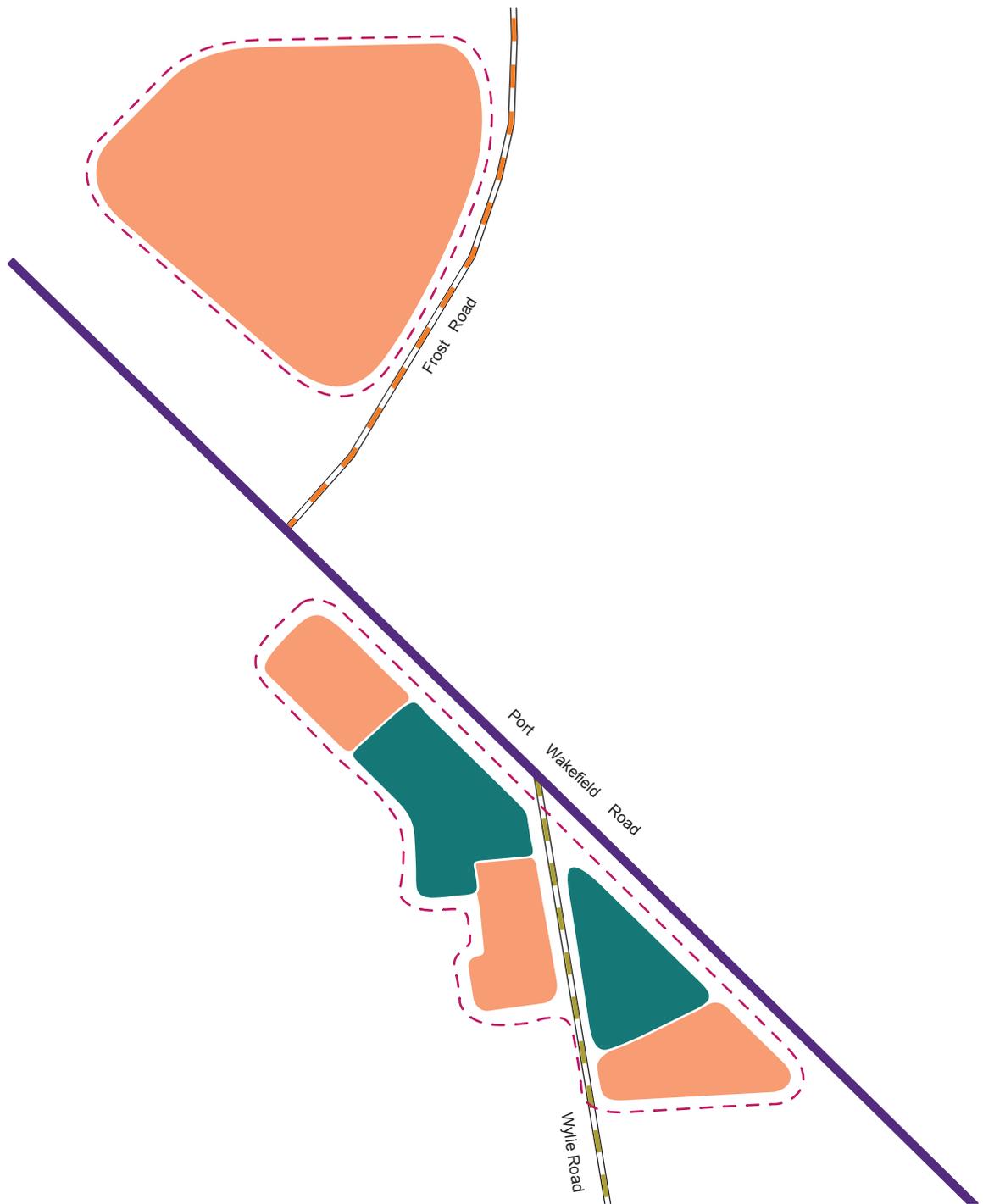
**Land Use**

-  Settlement Area Boundary
-  Settlement
-  Recreation
-  Commercial



# Long Plains Structure Plan

February 2013



**Infrastructure**

-  Primary Arterial Road
-  Unsealed Road – Heavy Use
-  Unsealed Road – Residential

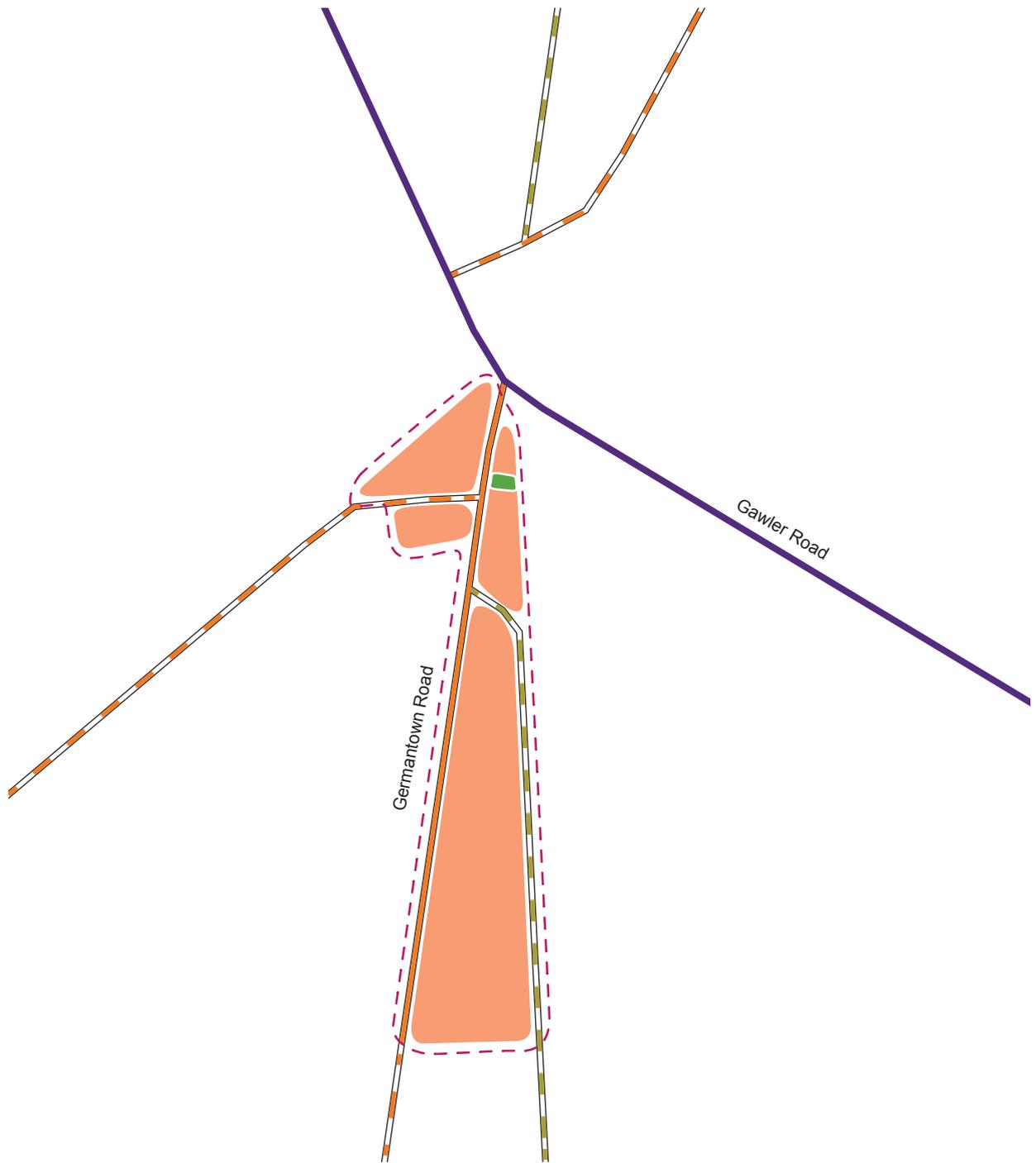
**Land Use**

-  Settlement Area Boundary
-  Settlement
-  Commercial



# Lower Light Structure Plan

February 2013



- Infrastructure**
-  Secondary Arterial Road
  -  Sealed Road
  -  Unsealed Road – Heavy Use
  -  Unsealed Road – Residential
  -  Water Reserve

- Land Use**
-  Settlement Area Boundary
  -  Settlement



# Redbanks Structure Plan

February 2013



**Infrastructure**

-  Primary Arterial Road
-  Unsealed Road – Heavy Use
-  Unsealed Road – Residential
-  Unsealed Road – Other

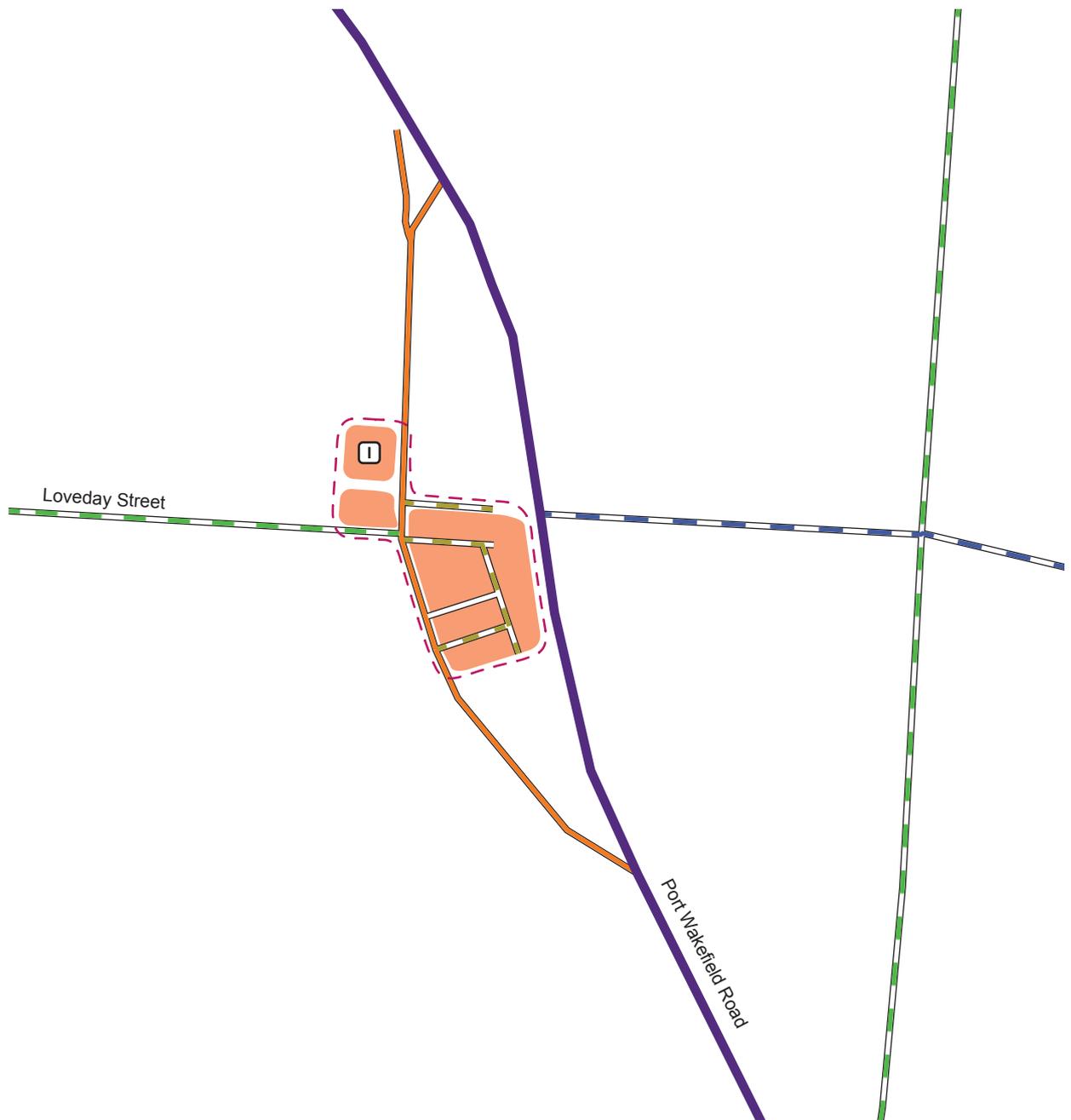
**Land Use**

-  Settlement Area Boundary
-  Settlement



# Wild Horse Plains Structure Plan

February 2013



**Infrastructure**

-  Institute
-  Primary Arterial Road
-  Sealed Road
-  Unsealed Road – Other

**Land Use**

-  Settlement Area Boundary
-  Settlement



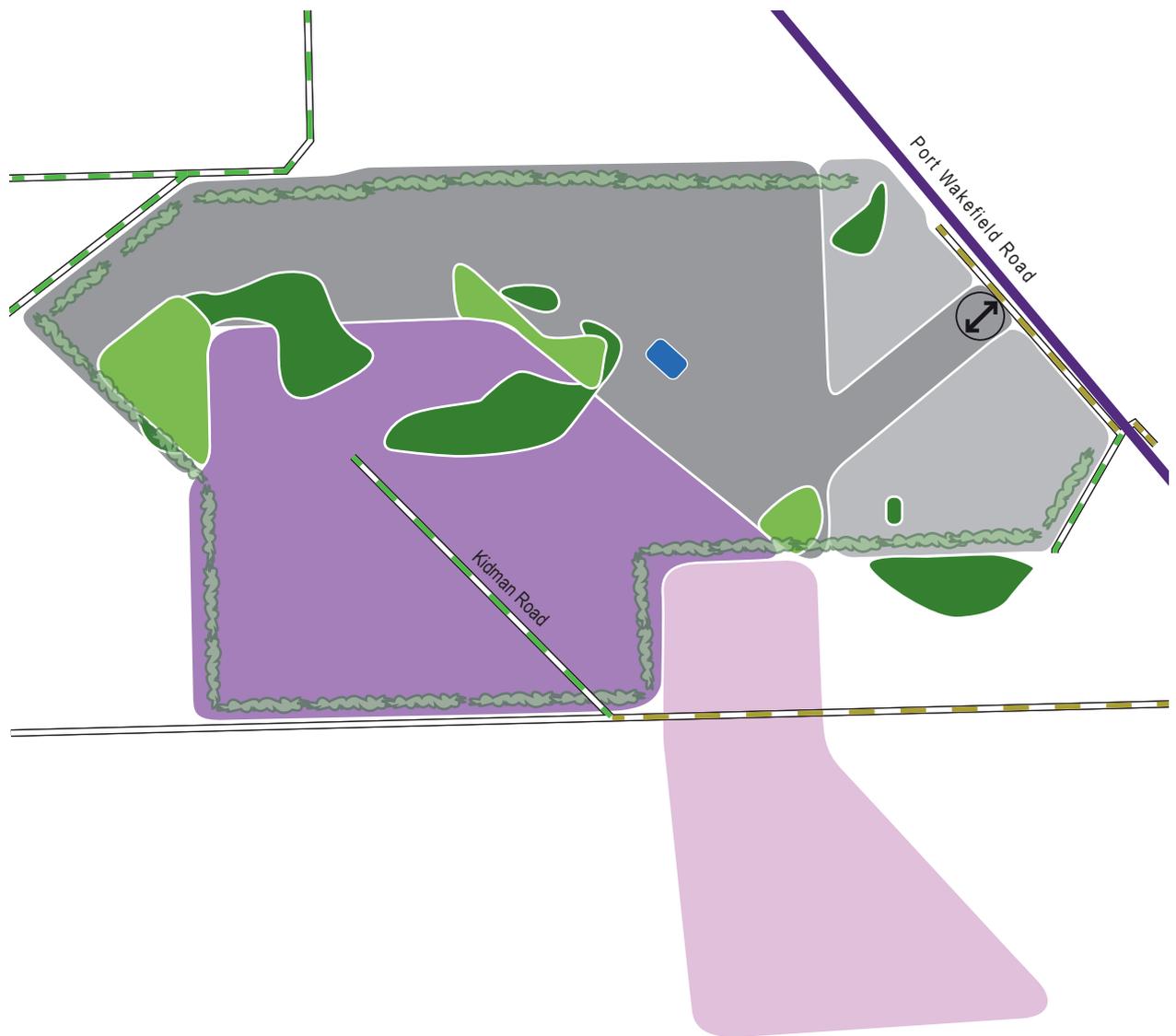
# Windsor Structure Plan

February 2013

## 11.0 Structure Plans of Key Sites

The following structure plans identify the desired future arrangement of land uses and key infrastructure in three key sites of the Carslake Road Sale Yards, Mallala Motor Sports Parks and the Integrated Waste Service.

These Structure Plans identify the potential to promote industrial/commercial activities that would be complimentary to the current activities on these sites. These Structure Plans therefore provide a framework to support a number of the Strategic Directions, such as support for economic and industrial development that is supported by infrastructure and appropriately zoned land, and promoting diversity of employment opportunity.



**Infrastructure**

-  Primary Arterial Road
-  Unsealed Road – Residential
-  Unsealed – Other
-  Access Point

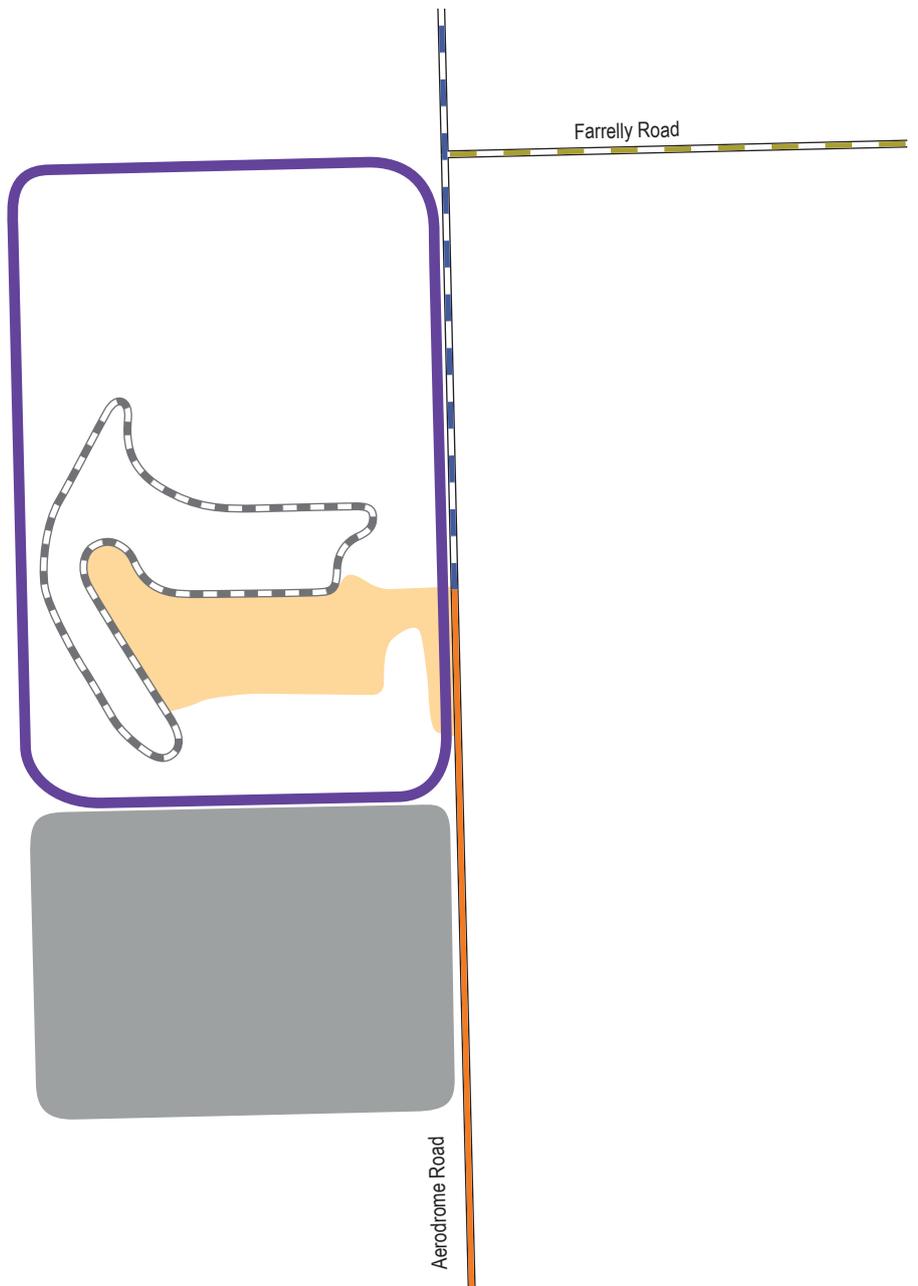
**Land Use**

-  IWS Landfill
-  IWS Land Holdings
-  Future Light Industry
-  Commercial / Light Industry
-  Revegetation Zone
-  Native Vegetation
-  Landscape Buffer
-  Evaporation Dam

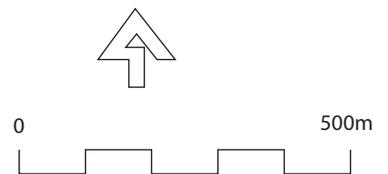


# Integrated Waste Services Structure Plan

February 2013

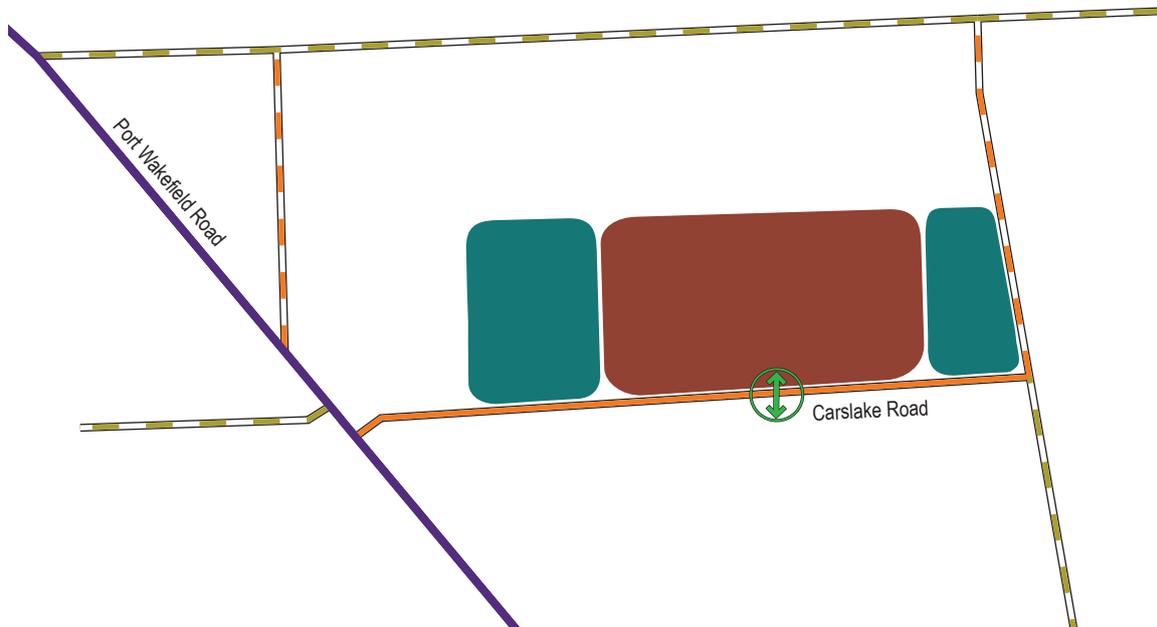


- Infrastructure**
-  Sealed Road
  -  Unsealed Road – Residential
  -  Unsealed Road – Rural
  -  Racing Track
- Land Use**
-  Boundary - Motor Racing Circuit
  -  Light Industry
  -  Administration/Facilities/Carparking



# Mallala Motor Racing Circuit Structure Plan

February 2013



**Infrastructure**

-  Primary Arterial Road
-  Sealed Road
-  Unsealed Road – Heavy Use
-  Unsealed Road – Residential
-  Access Point

**Land Use**

-  Livestock Market
-  Industrial/Commercial



# Livestock Markets Structure Plan

February 2013

## 12.0 Proposed Development Plan Amendments

In order to implement the strategic direction statements described in Chapter 6 and the Structure Plans in Chapters 7-11, it is recommended that the District Council of Mallala commit to a program of amending the Development Plan (including supporting studies) as identified in the Table 3 below.

**Table 3: Recommended Development Plan Amendment Programme**

Development Plan Amendment/ Study	Priority
Two Wells Residential DPA	High (completion of existing DPA)
Mallala Township DPA	High (completion of existing DPA)
Coastal Settlement Adaptation Study	High
Horticultural Lands Study	High
Open Space Management Plan	High
Lewiston Community Study	High
Light and Gawler Rivers Flood Prone Area DPA (replacement for the former Gawler River Flood Prone Area DPA)	High
Two Wells Town Centre DPA	High
Horticultural Lands and Rural Areas DPA	Medium
Coastal Settlements DPA	Medium
Equestrian/Intensive horse keeping study	Medium
Industrial Land Supply study	Medium
Dublin Township DPA	Medium
Heritage Survey/DPA	Low
Industrial Land DPA	Low
Two Wells South DPA	Low

Table 3 outlines an ambitious planning policy programme for the District Council of Mallala over the next five years. Such a programme is considered necessary in order to align the Council's Development Plan with the 30 Year Plan for Greater Adelaide and to address the planning issues identified by the community and Government Agencies.

It will be important for Council to adequately resource this planning policy programme while also ensuring that an efficient governance arrangement is in place to oversee the implementation process.