

8.1 COUNCIL TO INITIATE A CODE AMENDMENT

Contact Person: Sam Green

Why is this matter confidential?

It is considered in the interest of Council to have this matter as confidential until such time that the Minister for Planning approves the Initiation of the Code Amendment. At this point, the Code Amendment initiation documentation will be published on a public forum, the SA Planning Portal. Keeping this item confidential until this point allows for the control release of the project information until the project has been approved by the Minister. Otherwise, Council could be in a position whereby it has supported the initiation of the Code Amendment and expectation from the community on the intent of the project has occurred. Yet, if a decision from the Minister has not yet been forthcoming or is delayed beyond Councils control. This could cause confusion and/or misinformation to the community, not allow a fully informed position and coordinated communication piece from Council.

Subject to an order pursuant to Section 90(3)(m) of the *Local Government Act 1999*, this matter is confidential because allows for confidential discussion (and endorsement) on the potential rezoning of land prior to the Minister for Planning approval for the Initiation of the Code Amendment at which point the initiation documentation is published on the SA Planning Portal.

A. COMMITTEE TO MOVE MOTION TO GO INTO CONFIDENCE

No action – this motion passed in the open section.

B. THE BUSINESS MATTER

8.1 COUNCIL TO INITIATE A CODE AMENDMENT

Responsible Executive Manager : Sam Green

Report Author : Leif Burdon

Delegated Authority : Matters which cannot be delegated to a Committee or Staff

Attachments :

1. Defence and Areospace Precinct Extract - City of Playford Submission - GARP Discussion Paper October 2023
2. Stakeholder Engagement Identification
3. Flowchart - Code Amendments Initiated by Proponents
4. Affected Area Maps
5. Proposed Rezoning Area Maps
6. Proposal to Initiate a Code Amendment - Defence and Aerospace Precinct

PURPOSE

This report seeks Council's endorsement to progress a Code Amendment Initiation request to the Minister for Planning to amend the Planning and Design Code (the Code) for the City of Playford's Defence and Aerospace Precinct Code Amendment (the Code Amendment).

STAFF RECOMMENDATION

That Council endorse:

1. The Proposal to Initiate an Amendment to the Planning and Design Code, the Defence and Aerospace Precinct Code Amendment by the City of Playford (Attachment 6).
2. The CEO to make further minor amendments to the submission that do not alter the intent of the document.

EXECUTIVE SUMMARY

The Planning and Design Code (the Code) is the statutory instrument under the *Planning, Development, and Infrastructure Act 2016* (PDI Act) for development assessment in the City of Playford and across South Australia. Under section 73 of the PDI Act, a Council with the approval of the Minister can conduct the process for an amendment to the Code. The paper seeks Council's endorsement to begin the first step of obtaining the Minister for Planning approval to the initiation of the Code Amendment.

The proposed Code Amendment seeks to develop a defence and aerospace precinct north of Royal Australian Airforce (RAAF) Base Edinburgh which provides for a strategic opportunity to secure land to support long term defence and RAAF operations in South Australia. The Code Amendment also seeks to rezone additional lands for general employment and economic activity, to increase employment land supply, and provide increased local employment opportunities for residents of the City of Playford.

The proposed defence and aerospace precinct expands and builds upon the area's Edinburgh Defence Precinct as a key national defence research, manufacturing, and sustainment hub; home to RAAF Base Edinburgh, Defence Science and Technology Group (DSTG) and major defence companies.

The proposed Code Amendment continues to progress Council's advocacy for the opportunity of defence and aerospace development within the City of Playford and continue to solidify South Australia's role as the 'defence State'.

It is important to note, that the Code Amendment will not be progressed to the approval stage without the appropriate funding mechanisms and agreements in place for infrastructure.

1. BACKGROUND

The subject area for the proposed Code Amendment is located within the wider strategic employment area of Greater Edinburgh Parks (GEP). GEP represents a major strategic employment development opportunity for the State, for metropolitan Adelaide and for the City of Playford. The area has at its focus, the RAAF Base Edinburgh, a range of Department of Defence facilities and a supporting array of allied defence and related industries and research companies. It also has the major rail freight route to northern and western Australia and an established intermodal facility as well as motorway access to the Port and beyond.

A Master Planning and Development Strategy for GEP was completed in September 2021 to provide a basis for rezoning and the development of land in the GEP area, which comprises 1600 hectares of land including the subject area. The Master Plan identifies the area of land adjacent the northern end of RAAF Edinburgh as a location that has the potential to be developed over time as a hub for defence, aerospace, and related activities. There is great potential to create a defence and aerospace precinct within GEP and make the most of the Australian Government's investment in Defence Industry over the next 5-10 years and beyond.

The proposed Code Amendment progresses Council's submission on the Greater Adelaide Regional Plan Discussion Paper (GARP) submitted to the State Planning Commission in October 2023. Council had identified the Edinburgh Defence and Aerospace Precinct and included the recommendation to 'Identify this land for future defence-related activities, ensuring its protection and future proofing of Adelaide's defence industry' (item 14.7 from Ordinary Council meeting 24 October 2024 extract of the submission can be found in Attachment 1).

2. RELEVANCE TO STRATEGIC PLAN

Community Theme 4: Supporting business and local employment opportunities.

This theme is focused on economic growth and generation of local jobs, especially within the Elizabeth CBD, Lyell McEwin Health and Wellbeing Precinct, Greater Edinburgh Parks, Defence and Aerospace Precinct and horticultural areas.

The proposed Code Amendment is consistent with the Strategic Plan. This Code Amendment plays a role in supporting the economic climate of the City of Playford, leverages an opportunity to influence economic growth, and uses land use planning (through a Code Amendment) to create employment opportunities.

3. PUBLIC CONSULTATION

A Community Engagement Plan will be developed as part of the Code Amendment process. This plan will be consistent with Council's Community Engagement Procedure and Community Engagement Policy.

The Community Engagement Plan will set out the objectives of the engagement, level of engagement, who the stakeholders are, proposed engagement techniques, access, and inclusion check, how the loop will be closed with stakeholders, timeframes and resources required.

In the development on a Community Engagement Plan, a 'Issues and Stakeholder Analysis' will be completed. The Community Engagement and Experience team will be involved in reviewing the completed issues and stakeholder analysis to ensure consistency of application and confirm the recommended level of engagement meeting Council's policy. Please see Attachment 2 for Stakeholder Engagement Identification. This will form a basis to the overall Community Engagement Plan.

In addition to Council's Community Engagement Policy and Procedure, any Code Amendment process is required to be undertaken in accordance with the Community Engagement Charter (the Charter), pursuant to section 73 of the PDI Act.

4. DISCUSSION

4.1 The Code Amendment Process

A Code Amendment is a proposal to change the policies, rules, and/or mapping within the Code, which can change the way that future developments are assessed. Code Amendments must be prepared according to processes set out by the PDI Act and associated Regulations.

Council will act as the designated entity for this proposed Code Amendment. The designated entity is reasonable for undertaking the Code Amendment in accordance with the requirements of the PDI Act.

Council, as the designated entity, will utilise in-house professional expertise (planning, stormwater, transport, and engagement) in preparation of the required Code Amendment documentation. Additionally, procurement of services of an external consultant and/or specialised sub-consultants to provide additional professional services or specialised reports may be obtained.

The Minister for Planning, in consultation with the State Planning Commission and Planning and Land Use Services (PLUS – Department for Trade and Investment), make a determination to initiate a Code Amendment process and then subsequently review the Code Amendment process inclusive of community engagement and decides to approve the Code Amendment.

Please find Attachment 3 – Code Amendments Initiated by Proponents Flowchart to see further steps and processes to be undertaken. Council will be the designated entity for the Code Amendment and steps in the process are in the grey boxes of the flowchart.

4.2 Rationale for the Defence and Aerospace Precinct

The State Planning Commission released their discussion paper to guide the development of the Greater Adelaide Regional Plan (GARP) which will replace the 30-Year Plan for Greater Adelaide. The affected area was identified as future employment lands. The affected area forms part of an area commonly known as GEP.

Council has undertaken substantial investigations related to the planning and development of land within GEP, which includes portions of the suburbs of Penfield and Waterloo Corner, with the intention of enabling the rezoning and development and determining how this should be progressed. A Master Plan and Development Strategy was prepared by Holmes Dyer in conjunction with the City of Playford and finalised in September 2021. The investigations indicate that there is certainly potential for rezoning of significant portions of the land.

The area proposed for rezoning is adjacent the RAAF Edinburgh Base (a strategically important defence facility) and other defence related activities such as the Defence Science and Technology Group. This proximity provides opportunities to build upon these established facilities with the availability of appropriately zoned land nearby.

Additional factors which motivate the proposed rezoning of the land include:

- This area has the potential for controlled access to the RAAF base and runway.

- The anticipated development of the P-8A Poseidon Deep Maintenance Facility associated with RAAF Edinburgh on the southern side of Womma Road and linked to the RAAF Base. This significant facility and its prominence are expected to act as a catalyst for more employment related development including additional facilities of a defence and aerospace nature.
 - The proximity and accessibility of the land on Womma Road to the Northern Expressway for transport related industries.
- 4.3 To realise the vision of creating a defence and aerospace precinct, Council needs to play its role. Given the land is in multiple ownership (Federal, State, Council and private) its role will need to include:
- Amend planning policy that will enable the establishment of defence related industries, while preventing non-defence related industries. This is achieved through creating a specific defence and aerospace subzone within the Code.
 - Continue Advocacy to the State and Federal Governments.
 - Be a Leader / Facilitator – Council has played a key role in the formation of the ‘Edinburgh Industry Alliance’ and has hosted several ‘Defence Industry Days’.
 - An Investor – significant upgrades to road, stormwater, and other infrastructure is required across Greater Edinburgh Parks. There are several options to facilitate the development of this infrastructure including Infrastructure Deeds or Infrastructure Schemes to enable contributions from developers, State and Council.

4.4 Scope of the Code Amendment

The proposal seeks to amend the Code for the affected area, being the land located along Womma Road, Penfield. The affected area is currently designated as future strategic employment land within the 30-year Plan for Greater Adelaide.

Affected Area Map (see Attachment 4 for larger maps)



The proposed Code Amendment will exclude land currently zoned as Residential Park adjacent Andrews Road and occupied by the Northern Community Village. This will remain with the current Residential Park Zone.

4.5 Defence and Aerospace Precinct Subzone - Code Amendment Policy

The Code Amendment seeks to rezone from Rural Horticulture Zone to Employment Zone and Strategic Employment Zone, both of which seek to support a range of industrial, commercial, and business activities.

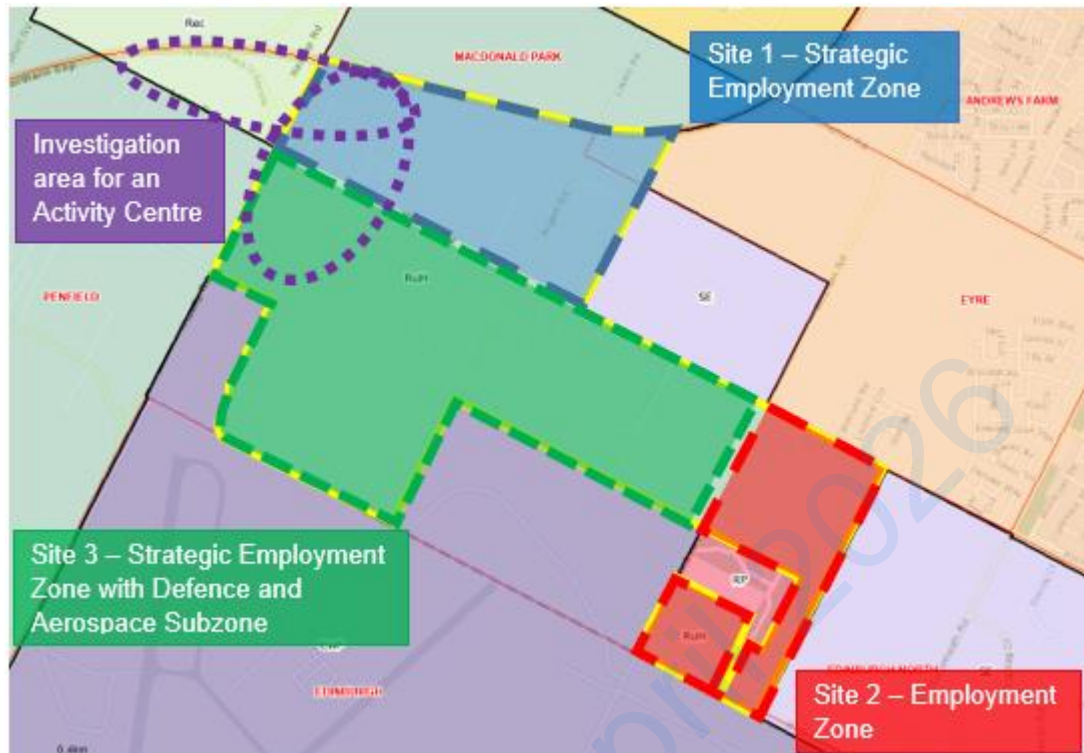
A portion of the area, south of Womma Road, is proposed to be Strategic Employment and include a subzone which will prioritise development for defence and aerospace related industries.

The proposed subzone will be developed to reflect the unique opportunity and future proof lands to take advantage of the strategic location being directly adjacent the RAAF Edinburgh Air Base. The subzone will provide opportunity to continue the development and concentration of the cluster of defence and technology related activities around RAAF Edinburgh. The intention is to develop policies to exclude forms of development that are not consistent with the intentions to accommodate defence and aerospace activities.

At present, lower impact land uses are sought for the lands surrounding the existing Residential Park. The proposed zoning of the Employment Zone over the Strategic Employment Zone will provide for this.

A Concept Plan/s will be investigated to determine whether it is necessary to identify infrastructure and guide future development across the whole affected area. The proposal does not seek to change the Strategic Employment Zoning north of Womma Road. However, this area has been included within the affected area as a concept plan/s will be investigated across this whole employment lands area. Specifically, to identify and have a coordinated approach for infrastructure requirements.

See proposed rezoning areas (see Attachment 5 for larger and individual maps)



The proposed subzone policy has been included in the proposal to initiate documentation for a review by the Minister for Planning. This has been developed in consultation with PLUS.

See Attachment 6 for the Proposal to Initiate an Amendment to the Planning and Design Code - Defence and Aerospace Precinct Code Amendment. Subject to Council endorsement will be executed by the Chief Executive.

4.6 Investigations already undertaken to inform the Code Amendment

The Master Plan and Development Strategy for Greater Edinburgh Parks

The Master Plan has undertaken comprehensive assessment of the GEP area. GEP represents a major strategic employment opportunity for the State. Demand for industrial / commercial employment land in the GEP area has been modest over the last decade but is anticipated to gradually improve.

Greater Edinburgh Parks Master Plan and Rezoning Drainage Option Investigations - Stage 2

The investigations include an assessment of the drainage infrastructure required and construction cost estimates to service precincts within GEP. Solutions are available for the drainage of the affected area with further refinements required to confirm drainage flow path for the affected area. This provides a sound basis for additional investigations and negotiations with landowners and developers for contributions.

Greater Edinburgh Parks and St Kilda Catchment - Stormwater Management Plan

A Stormwater Management Plan (SMP) has been prepared for the Greater Edinburgh Parks and St Kilda catchment, an area of approximately 24 km² that is split across two Council boundaries (City of Playford and City of Salisbury). The

plan provides a framework for the holistic management of stormwater within the catchment area.

Greater Edinburgh Parks, Transport and Access Strategy

The investigations include the identification of a desired road network and access arrangements as a basis for the development of the whole of GEP. The investigations have identified a preferred road network including connectivity to the existing arterial road network. This provides a sound basis for additional investigations and negotiations with landowners and developers for contributions.

4.7 Next Steps

Following endorsement from Council, to progress the Code Amendment the following steps will be undertaken:

- Investigations and Document Preparation

Staff will undertake investigations and prepare the Code Amendment documentation inclusive of the Community Engagement Plan. Likely investigations include:

- Traffic Analysis
- Stormwater Analysis
- Employment land and Retail analysis
- Utility Services and Related Infrastructure Analysis
- Infrastructure Agreements / Scheme / Deeds

Once documentation is finalised for engagement, publication instructions are provided to PLUS for uploading onto the SA Planning Portal.

- Community Engagement

Staff to undertake engagement in accordance with the Community Engagement Plan and utilising the City of Playford webpage and SA Planning Portal.

- Post Consultation and Finalise Code Amendment

Staff to summarise submissions, prepare an Engagement Report which includes a review in the success of the engagement process, and make any refinement to the Code Amendment following engagement. Council to submit the Code Amendment to the Minister for Planning for approval.

5. OPTIONS

Recommendation

That Council endorse:

1. The Proposal to Initiate an Amendment to the Planning and Design Code, the Defence and Aerospace Precinct Code Amendment by the City of Playford (Attachment 6).
2. The CEO is delegated to make minor amendment to the Proposal to Initiate that does not change the intent and seek agreement with the Minister for Planning in relation to the initiation of the Defence and Aerospace Precinct Code Amendment.

Option 2

That Council endorse:

1. The Proposal to Initiate an Amendment to the Planning and Design Code, the Defence and Aerospace Precinct Code Amendment by the City of Playford (Attachment 6) subject to the following amendments:
 - _____
 - _____
2. The CEO is delegated to make minor amendment to the Proposal to Initiate that does not change the intent and seek agreement with the Minister for Planning in relation to the initiation of the Defence and Aerospace Precinct Code Amendment.

Option 3

That Council does not progress the initiation of the Code Amendment.

6. ANALYSIS OF OPTIONS

6.1 Recommendation Analysis

6.1.1 Analysis & Implications of the Recommendation

There is great potential to create a Defence Precinct within Greater Edinburgh Parks and make the most of the Australian Government's investment in Defence Industry over the next 5-10 years. There is strong alignment to Council's Strategic Plan which seeks to 'support local employment opportunities. The Plan specifically states that Council will 'leverage strategic partnerships and land use planning to create employment opportunities in the Northern CBD, Lyell McEwin Health Precinct, Greater Edinburgh Parks, horticulture sector and defence base'.

The GEP Masterplan was developed in 2021 and identifies an area of land adjacent the northern end of RAAF Edinburgh which has the potential to be developed over time as an adjunct to the established cluster of defence, aerospace, and related activities.

The Code Amendment continues to build on the advocacy work by Council administration and the commitment to being the desired location for employment lands growth for Greater Adelaide. This also continues to build the relationship with Defence to showcase City of Playford as a desired Defence partner.

The Code Amendment further raises Council's profile and community awareness as the future growth area of employment lands for the State.

Risk Appetite

Reputation

Council has a low appetite for negative perceptions that compromise its credibility and reputation, achievement of its long term vision (Playford Community Vision 2043) and strategic objectives, or ability to maintain its status as a progressive and major growth Council.

This decision will continue to maintain Council's reputation as a progressive and growth Council. Specifically with Council leading the process to provide for more employment zoned land to continue to facilitate economic development within the City of Playford and have a thriving local economy. This relates to the aspiration for prosperity within the Playford Community Vision 2043.

Prosperity - Economic development: a thriving local economy

- Local jobs for local people
- Diversifying industries and businesses
- Magnet for investment
- International and national connections
- Innovative and creative excellence

6.1.2 Financial Implications

The Strategic Projects budget has funding allocated for this project. This budget would be spent on technical reports as required for the investigations informing the Code Amendment. These reports potentially include, but not limited to:

- Traffic analysis
- Drafting Land Management Agreements (LMA) / Deeds, and/or Infrastructure Schemes
- Stormwater management, and
- Employment lands and retail analysis.

This budget is also inclusive of the engagement activities required. This is to include, by not limited to, hosting community sessions, letters to impacted landowners and neighbouring properties and potential media of the Code Amendment.

The Code Amendment will identify the infrastructure required to service the rezoned land. This will inform the development of agreements to fund the associated infrastructure.

The development of a financial model will be undertaken. The financial model will support Council in considering the finalisation of the Code Amendment and endorsing any Infrastructure Scheme, Deed and/or funding mechanisms.

At present, no funding agreements for infrastructure are in place for this project.

It is noted there is an Infrastructure Deed in place as part of the Eyre development which requires contributions to the upgrade on the Womma Road and Andrews Road intersection. This will be taken into consideration as part of any funding arrangements in the development of this project.

It is important to note, that the Code Amendment will not be progressed to the approval stage without the appropriate funding mechanisms and agreements in place for infrastructure.

6.2 Option 2 Analysis

6.2.1 Analysis & Implications of Option 2

The implications of Option 2 are the same as for Option 1, subject to any amendments to the submission that the Council might wish to make.

6.2.2 Financial Implications

The financial implications of Option 2 are the same as for Option 1, subject to the extent of any amendments to initiation document.

6.3 Option 3 Analysis

6.3.1 Analysis & Implications of Option 3

This option is to not progress the proposed Code Amendment. This keeps the zoning the same for the affect area (Rural Horticulture Zone). The land would remain status quo and ongoing horticultural activities can remain until such time there is specific private landowner demand and interest for this land to be rezoned.

This approach means that Council would not be taking a lead on providing employment lands, specifically a defence and aerospace precinct. This may mean that landowners, or others, may request to instigate a Code Amendment to rezone the area for employment lands.

There is also the potential opportunity cost of not being proactive in rezoning of the land. By not actioning this Code Amendment, Council may miss out on future opportunities for growth in employment generally and defence and aerospace related industries being established within the City of Playford.

6.3.2 Financial Implications

There are no financial or resource implications.

C. COMMITTEE TO DECIDE HOW LONG ITEM 8.1 IS TO BE KEPT IN CONFIDENCE

PURPOSE

To resolve how long agenda item 8.1 is to be kept confidential.

STAFF RECOMMENDATION

Pursuant to Section 91(7) of the *Local Government Act 1999*, the Committee orders that the following aspects of Item 8.1 be kept confidential in accordance with reasons to deal with this item in confidence pursuant to Section 90(3)(m) of the *Local Government Act 1999*:

- Report for Item 8.1
- Attachment(s) for Item 8.1
- Minutes for Item 8.1

This order shall operate until the Minister for Planning approves the Initiation of the Code Amendment at which point the initiation documentation is published on the SA Planning Portal or will be reviewed and determined as part of the annual review by Council in accordance with Section 91(9)(a) of the *Local Government Act 1999*, whichever comes first.

Released 14 April 2026