

PROPOSAL TO INITIATE

Kudla Growth Area and Northern Parklands Planning and Design Code and Greater Adelaide Regional Plan Joint Amendment

By the Chief Executive, Department for Housing and Urban Development
(the Designated Entity)



(Signature)

CHIEF EXECUTIVE, DEPARTMENT FOR HOUSING AND URBAN
DEVELOPMENT

Date: 08 / 12 / 2025

This Proposal to Initiate document together with conditions
specified by the Minister forms the basis for the preparation of a
proposed amendment to the Planning and Design Code and
Greater Adelaide Regional Plan for the purpose of section 73(2)(b)
of the *Planning, Development and Infrastructure Act 2016*.



(Signature)

MINISTER FOR PLANNING

Date:

11/12/25

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1. Introduction

The Chief Executive of the Department for Housing and Urban Development (the Chief Executive) is proposing to undertake an amendment to the Planning and Design Code (the Code) and the Greater Adelaide Regional Plan (Regional Plan) as a joint process under section 73(13) of the *Planning, Development and Infrastructure Act* (the Act).

The purpose of this Proposal to Initiate is to seek approval of the Minister for Planning (the Minister) to initiate the joint Code and Regional Plan Amendment (the Joint Amendment) under section 73(2)(b) of the Act.

The proposal relates to land located north of Adelaide, which is collectively known as the Affected Area (as defined in section 2.1).

To support the strategic growth of the Kudla Growth Area, the Angle Vale Growth Area, selected adjoining land parcels and delivery of the Northern Parklands, this Joint Amendment proposes the following:

Planning and Design Code:

- Apply the Master Planned Neighbourhood Zone (or similar), Concept Plan(s), subzone(s) and overlays including the new Coordinated Development Overlay proposed by the Sellicks Beach Growth Area Joint Amendment to the Kudla Growth Area and the Angle Vale Growth Area as referenced in the Greater Adelaide Regional Plan, to guide urban development that is aligned with infrastructure provision and to protect relevant portions of these growth areas from urban development until such time as detailed structure planning is completed and infrastructure is secured.
- Create new policy (subzone) to facilitate delivery of the Northern Parklands as a master planned network of open space, community, recreation and sports facilities, and associated and supporting commercial uses.
- Apply the new policy, together with the most appropriate zone type (Recreation, Open Space, Conservation Zones or similar) to land parcels within Stage 1 of the Northern Parklands, as expressed in General Registry Office maps G10/2025 and G14/2025 as referenced in the Northern Parklands Bill.
- Apply other policy changes as appropriate.

Greater Adelaide Regional Plan:

- Introduce a new recommendation to allow urban development to proceed following infrastructure commitments being secured through an approved infrastructure delivery scheme and/or formal agreements or any other matters identified through investigations.
- Update the alignment and spatial application of the Northern Parklands, to reflect the outcomes of the master planning process and the Northern Parklands Bill 2025.

These changes ensure the planning framework remains responsive to infrastructure requirements while also enabling long-term urban growth in a strategically important location.

This 'Proposal to Initiate' details the scope, relevant strategic and policy considerations, nature of investigations to be carried out and information to be collected for the Joint Amendment.

The Chief Executive is the 'designated entity' responsible for conducting this Joint Amendment process and is required to undertake consultation in accordance with the [Community Engagement Charter](#) and make final recommendations to the Minister for Planning (the Minister) prior to consideration whether to adopt, alter or refuse the Joint Amendment.

It is acknowledged that the Minister may specify conditions on approving this Proposal to Initiate under section 73(5) of the Act. In the event of inconsistency between this Proposal to Initiate and any conditions specified by the Minister, the conditions will apply.

1.1. Planning Merit Statement

Strategic alignment	Implement key directions of the Greater Adelaide Regional Plan for northern Adelaide by: • Facilitating new housing and employment growth in the vicinity of the Kudla and Angle Vale Growth Areas as defined by the Greater Adelaide Regional Plan, with appropriate civil infrastructure as well as social, community, recreation, commercial and retail services to support the growing population. • Providing for the significant open space provision contemplated in the Northern Parklands.
Contextual Analysis	The growth area portions of the affected area are approximately 1,980 hectares in size, and currently within a mix of zones including the Caravan and Tourist Park, Community Facilities, Deferred Urban, Master Planned Neighbourhood, Open Space, Rural, Rural Horticulture, Rural Neighbourhood, Local Activity Centre and Suburban Activity Centre Zones. The growth area has the potential to accommodate approximately 16,600 new houses, supported by a range of retail and employment land uses at locations within the growth area to be determined through the structure planning process.

	The Northern Parklands land parcels within the affected area total approximately 500 hectares in area and are currently within a mix of zones including the Deferred Urban, Open Space, Residential Park, Rural, Rural Horticulture and Rural Living Zones.
Planning Merits	Provide a logical urban growth option that will enliven opportunity for well-served, mixed-use development, which leverages a high degree of nearby infrastructure connectivity such as the electrified Gawler rail corridor and existing community, retail and employment services in surrounding centres including Gawler and Elizabeth. The proposal will provide housing supply and diversity to contribute to the growth needs of northern Adelaide and additional support towards the economic strength and viability of local businesses, services and institutions. With the staged development of the Northern Parklands, the proposal will also make a significant, ongoing contribution towards the open space and recreation needs of an area of South Australia undergoing the most rapid population growth and change.
Matters of Significance	The provision for the supply of infrastructure will be secured through the process of an Infrastructure Delivery Scheme and relevant Infrastructure Agreements.

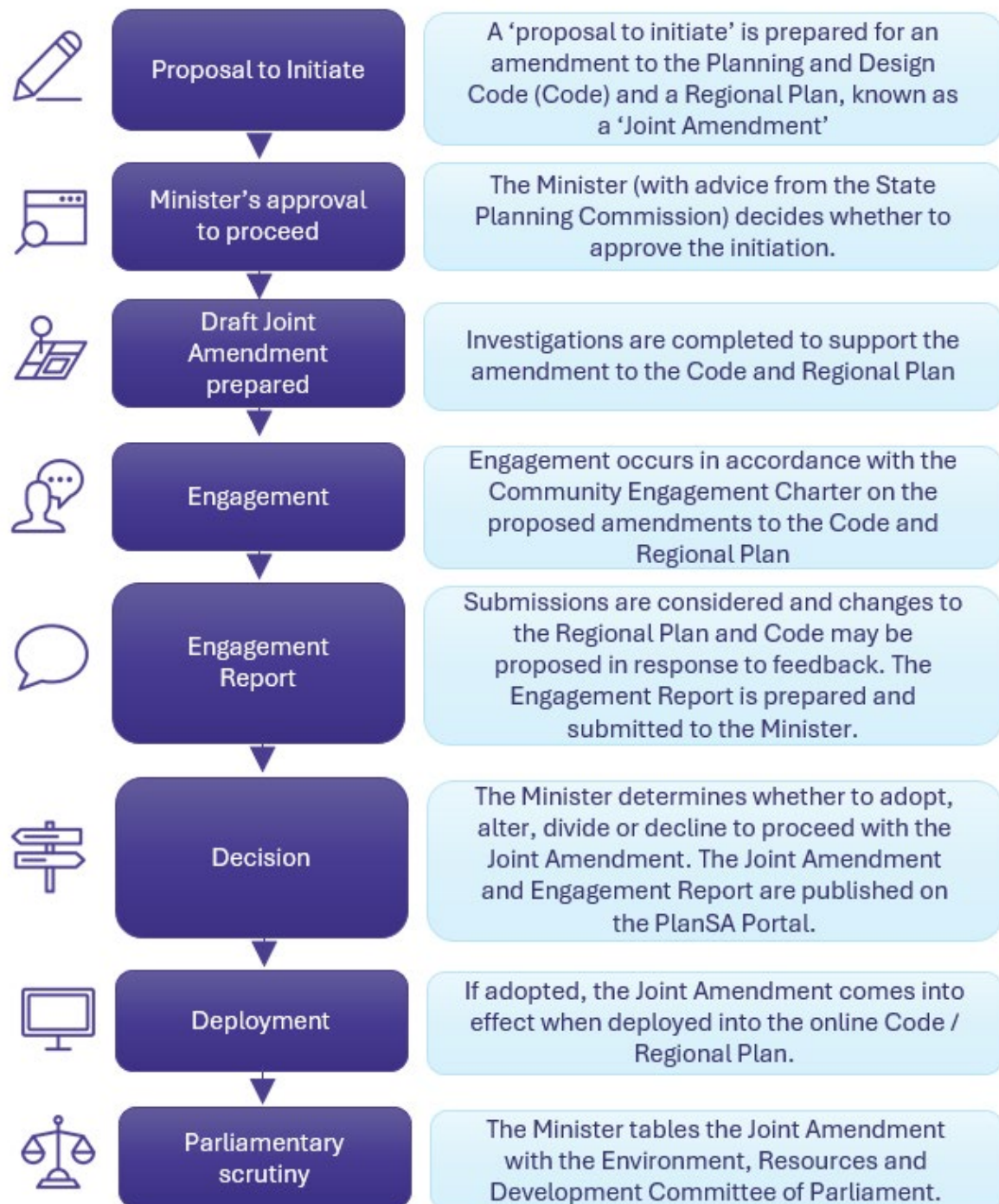
1.2. Joint Amendment Process

The process of amending the Code and a Regional Plan is called a Joint Amendment.

Joint Amendment refers to an amendment process that applies to two or more designated instruments simultaneously, as provided for under section 73(13) of the Act. In this case, the Code and a Regional Plan.

A single initiation proposal, engagement plan and engagement report may be prepared for a Joint Amendment.

Joint Amendment to the Planning and Design Code and a Regional Plan



1.3. Designated Entity for Undertaking the Joint Amendment

The Chief Executive will be the Designated Entity responsible for undertaking the Joint Amendment process under section 73(2)(b) of the Act. As a result:

- the Chief Executive acknowledges responsibility for undertaking the Joint Amendment in accordance with the requirements of the Act
- the Chief Executive intends to undertake the Joint Amendment by:
 - (a) engaging with relevant State Government agencies and local governments, and
 - (b) utilising professional expertise of employees of the Department for Housing and Urban Development including:
 - i. professional planning staff
 - ii. communications staff
 - iii. mapping and spatial data expert staff
 - iv. ePlanning staff responsible for the management and operation of the Planning and Design Code and Regional Plan.

1.4. Rationale for the Joint Amendment

There is a need to ensure development across the growth area portions of the affected area occurs as efficiently as possible while also ensuring future supporting infrastructure is appropriately planned and secured. There is also a need to update the Regional Plan to reflect the best available information so it remains the primary “source of truth” for strategic planning matters across Greater Adelaide. The Joint Amendment approach facilitates both objectives.

As a result, this Joint Amendment seeks to:

- Amend the Code to:
 - o Rezone the growth area portions of the affected area to the Master Planned Neighbourhood Zone (or similar), and to apply overlays, subzone(s) and new Concept Plan(s) as relevant.
 - o Apply the Coordinated Development Overlay (a new Overlay proposed by the Sellicks Beach Growth Area Joint Amendment) to protect relevant portions of the affected area from urban development until such time as more detailed infrastructure planning is completed and infrastructure requirements are secured.
 - o Create and apply new policy to facilitate development of the Northern Parklands.
- Identify within the Regional Plan a recommendation that supports the removal of policies established as a holding measure to allow the development of the growth area portions of the affected area for urban purposes following infrastructure schemes and/or agreements being finalised.

It remains the intention that the growth area portions of the affected area will be developed for urban purposes through a **Complying Change to the Code** under section 75 of the Act once

infrastructure provisions are resolved to support the use of the land for the mix of land uses envisaged by the upcoming structure planning process.

1.5. Structure Plan

The proposal to rezone the growth area portions of the affected area for urban purposes will be supported by a structure planning process. The Structure Plan will provide a strategic framework for future development, addressing land use, infrastructure, and community facilities. The Structure Plan will be led by the Department for Housing and Urban Development and is targeted for completion by March 2027.

The Structure Plan will evolve, support and inform the drafting of the Joint Amendment as investigations continue. This will include the following key elements:

- location of a new mixed-use town centre, potentially located around a new or reconfigured railway station
- land allocations for employment, health, education, and community services
- protection of remnant native vegetation and establishment of biodiversity corridors
- infrastructure requirements, including detail relating to major road upgrades (including Dalkeith Road), water supply, wastewater management, and stormwater networks
- lower density at the edges of the growth areas to integrate with adjoining land uses and appropriate densities and housing types at the interface with the Northern Parklands
- the location of drainage reserves and other greening opportunities near Dalkeith Road
- existing land uses and infrastructure requiring protection to enable their ongoing operation, future upgrade or expansion.

Elements of the Structure Plan will be incorporated into the Code as a Concept Plan to guide planning approval processes and infrastructure delivery.

Alongside the Structure Plan, a Northern Parklands Master Plan will be developed to guide the future development of the Northern Parklands, reflecting the needs of the local and regional community for open space, recreation and community facilities. The Master Plan will be led by the Office for Design and Architecture South Australia and is targeted for completion by mid-2026. Elements of the Master Plan are likely to be incorporated into the Code as a Concept Plan as well.

2. Scope of the Joint Amendment

2.1. Affected Area

The Affected Area encompasses approximately 2,480 hectares of land in northern Adelaide, including:

- approximately 1,980 hectares of land within or adjacent to the Kudla Growth Area, the Angle Vale Growth Area, and affected portions of land near Gordon and Tiver Roads at Evanston Gardens and Evanston South (collectively referred to as the growth area portions of the affected area)
- approximately 500 hectares of land within Stage 1 of the Northern Parklands.

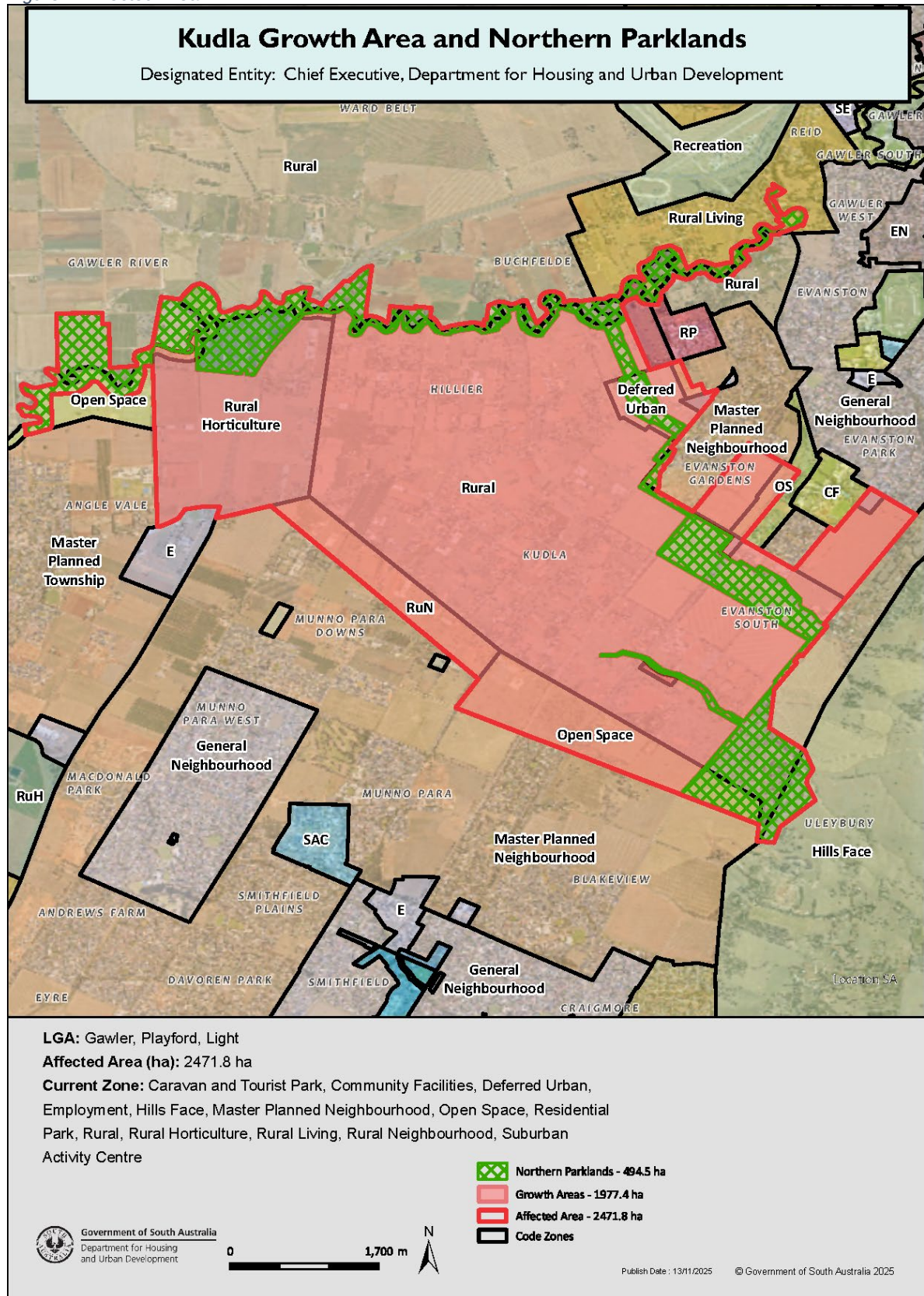
The affected area is shown in Figure 1 overleaf. Additional land contiguous with this area may be considered subject to appropriate investigations and identification through the preparation of a structure plan for the area.

2.2. Proposed Policy Approach

2.2.1. Regional Plan Amendment

The Regional Plan is proposed to be amended to include a new recommendation that enables the removal of the proposed Coordinated Development Overlay (a new spatial layer of the Code proposed by the Sellicks Beach Growth Area Joint Amendment), thereby allowing urban development for the growth area portions of the affected area, once infrastructure commitments are secured through an approved Infrastructure Delivery Scheme and/or formal agreements.

Figure 1. Affected Area



2.2.2. Code Amendment

The current zoning and proposed amendments are summarised in the table below.

Scope of Proposal	
Current Policy	Zones • Caravan and Tourist Park • Community Facilities • Deferred Urban • Employment • Hills Face • Local Activity Centre • Master Planned Neighbourhood • Open Space • Residential Park • Rural • Rural Horticulture • Rural Living • Rural Neighbourhood • Suburban Activity Centre
	Subzones • Animal Husbandry (Rural Living Subzone)
	TNVs • Concept Plans • Interface Height • Minimum Site Area
	Overlays • Advertising near signalised intersections • Affordable Housing • Defence Aviation Area • EFPA • Future Road Widening • Gas and Liquid Petroleum Pipelines • Hazard Bushfire • Hazards (Flooding) • Heritage Adjacency • Limited Dwelling

	• Limited Land Division • Local Heritage Place • Major Urban Transport Routes • Native Vegetation • Noise and Air Emissions • Non-stop Corridor • Prescribed Watercourses • Prescribed Wells Area • Regulated Significant Tree • Traffic Generating Development • Urban Transport Routes • Water Resources
Amendment Outline	Introduce a policy setting to safeguard land for future urban growth and parklands while infrastructure agreements are secured to ensure coordination and funding.

Intended Policy	Zones • Master Planned Neighbourhood Zone (or similar) for the growth area portions of the affected area, • Open Space Zone, Recreation Zone, Conservation Zone (or similar) for the Northern Parklands portions of the affected area. Subzones • Emerging Activity Centre Subzone, Emerging Main Street Subzone (or similar) for the growth area portions of the affected area. • Northern Parklands Subzone (new policy to be investigated) for the Northern Parklands portions of the affected area. Overlays Insert the following Overlays over the relevant portions of the affected area (to be determined): • Affordable Housing • Stormwater Management • Urban Tree Canopy • Coordinated Development Overlay (a new Overlay proposed by the Sellicks Beach Growth Area Joint Amendment) • other Overlays as considered appropriate Technical and Numeric Variations (TNVs) • insert new Concept Plan(s) to guide the future development of the affected area, including the identification of open space, retail centres, infrastructure and community services • remove existing TNVs where they currently apply under the relevant zone
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3. Strategic planning outcomes

The Joint Amendment occurs within a state, regional and local strategic setting, which includes:

- Principles of Good Planning
- State Planning Policies (SPPs)
- Regional Plans
- Other relevant strategic documents.

3.1. Summary of Strategic Planning Outcomes

Northern Adelaide currently supplies the most significant proportion of greenfield housing growth in the Greater Adelaide Planning Region. This is underpinned by several major projects currently underway or about to commence, including at Riverlea Park, Virginia, Angle Vale, Playford North, Blakeview, Evanston Gardens/South, Gawler East and Concordia.

Northern areas of Adelaide will remain the focus of the region's greenfield residential and employment land growth areas over the 30-year planning horizon of the Greater Adelaide Regional Plan, with additional future growth areas identified at Two Wells, Riverlea Park (South), Angle Vale, MacDonald Park, Kudla and Roseworthy. Collectively, these areas have the capacity to accommodate approximately 66,000 houses once fully developed.

Further, large scale development opportunities beyond these growth fronts are limited by the Environment and Food Production Areas, the Barossa Valley Character Preservation District and a range of other environmental and infrastructure servicing constraints.

The Greater Adelaide Regional Plan, adopted in March 2025, identifies growth area portions of the affected area as land designated for Future Greenfield Growth (Figure 2 overleaf). The Regional Plan promotes a diverse mix of housing densities and typologies to support population growth.

The Kudla growth area portion of the affected area is unique in an Adelaide context, as it is the last remaining significant greenfield growth area featuring direct access to multiple infrastructure networks and corridors, the most significant being connections to the electrified Gawler Rail Corridor. Its location and scale support the delivery of a well-integrated development that complements and will enhance the existing urban fabric in the surrounding urbanised areas of Gawler and Playford local government areas.

Collectively, the growth area portions of the affected area are approximately 1,980 hectares in size and, subject to the appropriate provision of infrastructure, have the capacity to support approximately 16,600 houses. However, this yield is an estimate, and may be influenced by several factors, including:

- infrastructure capacity
- market conditions
- requirements for open space, stormwater management, employment and buffer zones.

Once structure planning is underway, the State Government will work with local government, landowners, utilities, and other major stakeholders to ensure appropriate agreements are in place to facilitate coordination, funding, timing and the delivery of infrastructure. A fit for purpose approach to secure the provision of infrastructure will be pursued to support development in the affected area.

On this basis, the Joint Amendment seeks to set up the appropriate mechanisms to support managed residential growth.

The advancement of this proposal will therefore:

- **Deliver on State Strategic Priorities**

Providing a diverse range of housing consistent with the Regional Plan, in a highly desirable location close to major employment hubs, the Northern Parklands and other existing community facilities.

- **Enable coordinated development**

Ensure integrated and well-planned development outcomes through supporting infrastructure agreements that meet the needs of a growing community.

- **Support a sustainable community**

Development of a master planned development adjacent to an electrified rail corridor to support a broader choice of transport options.

Figure 2 Excerpt from the Regional Plan identifying the Kudla Growth Area, the Angle Vale Growth Area and the Northern Parklands



3.2. Alignment with Principles of Good Planning

Section 14 of the Act identifies Principles of Good Planning, which support and enhance the state's liveability and prosperity in ways that are ecologically sustainable, meet the needs, expectations and diversity of communities across the state.

Principles of Good Planning particularly relate to the amendment of a Regional Plan. The following principles are most relevant to the Regional Plan Amendment forming part of this Joint Amendment and have been incorporated into the overall approach taken to growth planning for Greater Adelaide and in the designation of the affected area as a growth area within the Regional Plan.

These principles flow through to the State Planning Policies and Regional Planning policy framework. This joint amendment is consistent with these policies:

(a) Long-term focus principles as follows:

- i. Policy frameworks should be based around long-term priorities, be ecologically sound, - and seek to promote equity between present and future generations.
- ii. Policy frameworks should be able to respond to emerging challenges and cumulative impacts identified by monitoring, benchmarking and evaluation programs.

(b) Urban renewal principles as follows:

- i. Preference should be given to accommodating expected future growth of cities and towns through the logical consolidation and redevelopment of existing urban areas.
- ii. The encroachment of urban areas on areas of rural, landscape or environmental significance is to be avoided other than in exceptional circumstances.
- iii. Urban renewal should seek to make the best use (as appropriate) of underlying or latent potential associated with land, buildings and infrastructure.

(f) Investment facilitation principles as follows:

- i. Planning and design should be undertaken with a view to strengthening the economic prosperity of the State and facilitating proposals that foster employment growth.
- ii. The achievement of good planning outcomes should be facilitated by coordinated approaches that promote public and private investment towards common goals.

(g) Integrated delivery principles as follows:

- i. Policies, including those arising outside the planning system, should be coordinated to ensure the efficient and effective achievement of planning outcomes.
- ii. Planning, design and development should promote integrated transport connections and ensure equitable access to services and amenities.
- iii. Any upgrade of, or improvement to, infrastructure or public spaces or facilities should be coordinated with related development.

3.3. Alignment with State Planning Policies

The State Planning Policies (SPPs) set out the State's overarching goals and requirements for the planning system. Under section 66(3)(f) of the Act, the Code must comply with any principle prescribed by a SPP.

3.3.1. Code Amendment

In summary, the Code Amendment specifically aligns within the following SPPs.

State Planning Policy (SPP)	Alignment
SPP 1: Integrated Planning	The Joint Amendment proposes to incorporate portions of the affected area into the Master Planned Neighbourhood Zone, a zone specifically designed to support coordinated development in identified growth areas. Concept Plans will be prepared as part of this Amendment to translate the key elements of the Structure Plan into the Code, thereby guiding future development assessment outcomes.

3.3.2. Regional Plan Amendment

The assessment of this proposed Regional Plan Amendment against the SPPs recognises that the intention is to facilitate urban development and parklands through a complying change under section 75 of the Act once master planning, structure planning and infrastructure arrangements are completed.

In summary, the Regional Plan Amendment specifically aligns within the following SPPs.

State Planning Policy (SPP)	Joint Amendment Alignment with SPPs
SPP 1: Integrated Planning	- The Affected Area has the capacity to accommodate approximately 16,600 houses as part of a master planned community. - Supported by existing and new infrastructure and services, it will provide a logical urban growth option that is well supported by and connected to surrounding infrastructure and services. - The development will provide housing supply and diversity to contribute to the growth needs of northern Adelaide. This new population will provide additional support towards the economic strength

State Planning Policy (SPP)	Joint Amendment Alignment with SPPs
	and viability of local businesses, services and institutions.
SPP4: Biodiversity	• As a master planned community integrated with a significant new belt of parklands, the affected area offers numerous opportunities for targeted restoration and reconstruction of habitat and biodiversity. • Further investigations on how these opportunities could be maximised will be undertaken as part of the structure and master planning for the area.
SPP 6: Housing Supply and Diversity	• The proposed Joint Amendment will seek to ensure that the growth area portions of the affected area provide a selection of housing types supported by a range of allotment sizes. • The Joint Amendment will seek to provide policy to achieve at least 15 per cent affordable housing. • The design of the affected area can incorporate and reflect the key principles required to create a healthy, walkable and connected community.
SPP 11: Strategic Transport Infrastructure	• The existing road network within the affected area comprises arterial, distributor, collector and local roadways. • It is anticipated that existing rail station facilities may require upgrades or reconfiguration to facilitate efficient and safe connections to rail services and accommodate future growth. • Targeted transport road infrastructure enhancements and upgrades will be required to accommodate the anticipated growth.

3.1. Alignment with Regional Plans

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

The Greater Adelaide Regional Plan (Regional Plan) is the relevant Regional Plan for this Joint Amendment. The Regional Plan describes how Greater Adelaide should grow to become more liveable, competitive and sustainable and outline where people will live, where jobs will be located and where future transport and other infrastructure will be provided.

The Regional Plan identifies the significant portions of the affected area as Future Greenfield Growth Areas.

3.1.1. Code Amendment

The Code Amendment specifically aligns within the following Regional Plan priorities.

Regional Plan identified outcomes / strategic objectives / actions	Alignment with Regional Plan
Theme: People and Liveability	
<i>Outcome 1: More housing in the right places</i> <i>Access to safe, secure and affordable housing is one of the most fundamental human needs. Housing provides the basis for stability and security in many social, cultural and economic aspects of individual and family life.</i> Greenfield and township development Long-term strategic objectives: 1. Prioritise rezoning of greenfield land based on orderly growth and transparency of infrastructure costs to the community to contribute to a rolling supply of zoned and development-ready land across greenfield and infill areas. 3. Plan and design new growth areas to provide a diverse range of housing, social and physical infrastructure and open space. 4. Incorporate employment land and activity centres in new growth areas where required to ensure new communities have convenient access to	The rezoning of the growth area portions of the affected area as Master Planned Neighbourhood acknowledges that the land is suitable for urban development, subject to securing infrastructure commitments.

everyday goods and services and local employment opportunities.

5. Leverage existing infrastructure capacity in townships where growth opportunities exist that does not detrimentally impact the Character Preservation Districts or areas of high environmental or agricultural value.

Theme: Implementation and delivery

Outcome 6: Coordinated delivery of land use and infrastructure planning

A timely, efficient and continuous supply of residential land across Greater Adelaide will support greater choice of housing in the places that are well serviced

1. Maintain a 5-year rolling supply of housing ready residential land.

The rezoning of the growth area portions of the affected area as Master Planned Neighbourhood provides a step toward delivery of the land supply envisaged for these areas, subject to the appropriate investigations being completed to support the future development through a complying change to the Code.

3.1.2. Regional Plan Amendment

The assessment of this proposed Regional Plan Amendment recognises that the intention is to facilitate urban development through a complying change under section 75 of the Act once the final infrastructure arrangements are completed.

Regional Plan identified outcomes / strategic objectives / actions

Alignment with Regional Plan

Theme: People, housing and liveability

Outcome 1: More housing in the right places Greenfield and township development

2. Prioritise rezoning of greenfield land based on orderly growth and transparency of infrastructure costs to the community to contribute to a rolling supply of zoned and development-ready land across greenfield and infill areas.
5. Plan and design new growth areas to provide a diverse range of housing, social and physical infrastructure and open space.

The Regional Plan identifies the significant portions of the affected area as Future Greenfield Growth Areas. This land will provide a range of housing, social and physical infrastructure to support growth.

The growth area portions of the affected area are a logical extension of the metropolitan area and constitute some of the last remaining land in northern Adelaide that is not constrained by the Barossa Valley

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6. Leverage existing infrastructure capacity in townships where growth opportunities exist that does not detrimentally impact the Character Preservation Districts or areas of high environmental or agricultural value.

Character Preservation Area or Environment and Food Protection Area.

Introducing the new Coordinated Development Overlay allows the appropriate planning and infrastructure investigations to be completed upfront.

The growth area portions of the affected area take advantage of opportunities for future public transport within reasonable proximity to employment, shops and services to reduce commutes.

Outcome 2: Liveable, accessible and inclusive communities

Regional open space and public realm

3. Provide a diverse range of high-quality open spaces and public places within walking distance of all neighbourhoods, particularly in areas of growth and renewal.

Landscape and neighbourhood character

1. Recognise the unique character of areas by identifying their valued physical attributes in consultation with communities.
4. Continue the protection of the Barossa Valley and McLaren Vale Character Preservation Districts by reinforcing their character values and supporting primary industries.
7. Provide additional housing opportunities ensuring that design is sensitive to, recognises and complements the important characteristics of a place.

The affected area will undergo Structure Planning and master planning processes to identify the interconnectivity between the Northern Park Lands and the growth area portions of the affected area. It is the intention that the affected area will contain a range of high-quality open space linkages to be utilised by the community.

The affected area is located wholly outside of the character preservation districts.

Theme: Transport and Infrastructure

Outcome 5: An integrated and connected region

Strategic transport networks

1. Plan residential and employment growth areas to integrate with, and capitalise on, existing and planned strategic transport infrastructure.
2. Identify and protect the operations of key strategic transport passenger and freight infrastructure,

Infrastructure agreements will be prepared to ensure infrastructure is funded and delivered in a timely manner.

including corridors, intermodal facilities and nodes.

3. Allow for the future expansion and intensification of strategic transport infrastructure and service provision for passenger and freight movements.

Theme: Implementation and delivery

Outcome 6: Coordinated delivery of land use and infrastructure planning

A timely, efficient and continuous supply of residential land across Greater Adelaide will support greater choice of housing in the places that are well serviced.

1. Maintain a 5-year rolling supply of housing ready residential land.

The proposed amendment to the Regional Plan, to facilitate a future complying change to the Code, will directly progress the additional greenfield supply identified for the growth area portions of the affected area.

3.2. Alignment with Other Relevant Documents

Additional documents may relate to the broader land use intent within the scope of this proposed Joint Amendment (or directly to the affected area) and therefore are identified for consideration in the preparation of the Joint Amendment.

The following table identifies other documents relevant to the proposed Regional Plan and Code Amendment:

Other Relevant Document	Regional Plan Amendment	Code Amendment
Northern Parklands Bill	Yes	Yes
Greater Adelaide Open Space Strategy (DHUD)	Yes	Yes
Southern Rural Areas Discussion Paper (Town of Gawler)	Yes	Yes
Gawler Growth Framework (Town of Gawler)	Yes	Yes

Gawler Open Space Sport and Recreation Plan (Town of Gawler)	Yes	Yes
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4. Investigations

4.1. Summary of existing and required infrastructure

Investigations will commence shortly to support and develop a Structure Plan for the growth area portions of the affected area. These investigations will be referred to as the Kudla Structure Plan.

An Infrastructure Scheme will be progressed in connection with the proposed Joint Amendment to ensure the coordinated provision of the required basic infrastructure. Basic infrastructure can include:

- roads, intersections and bridges
- stormwater management infrastructure
- electricity/gas infrastructure
- water and sewer
- communication networks.

As part of the structure planning process, the potential use of other types of infrastructure schemes will be investigated, with the potential to include a broader range of infrastructure (such as social infrastructure).

The Scheme will look to align delivery plans for water, sewerage and electrical infrastructure. Investigations into the provision of these services and whether such infrastructure will be included as part of the Scheme, and/or how they interact with the Scheme, are to be conducted throughout the Infrastructure Scheme development and delivery process.

Further consideration will occur relating to infrastructure for community and social services and state delivered social infrastructure.

4.2. Investigations completed, ongoing and proposed

The table below identifies what investigations have already been undertaken in support of the proposed Joint Amendment, as well as those which are in progress and those that are proposed to be undertaken should the Minister agree to initiate the Joint Amendment.

Practice Direction 2 – Preparation and Amendment of Designated Instruments provides guidance on the type of investigations that should be undertaken to inform Code Amendments. If investigations have not been completed to date, the proponent must commit to undertaking these as part of the amendment process.

A significant number of investigations have been undertaken of relevance to the affected area by state and local government in the past decade. However, a series of more detailed, growth area specific investigations will be undertaken by the Department of Housing and Urban Development as key inputs to the structure and master planning processes during 2026.

Completed investigations		
Investigation	Summary of scope of investigations	Summary of outcome of recommendations
Greenfield growth area investigations	Land use suitability and infrastructure investigations undertaken by the Department for Housing and Urban Development in 2024 to identify new greenfield growth areas as outlined in the Greater Adelaide Regional Plan.	The Kudla Growth Area was identified in the Greater Adelaide Regional Plan as one of several new greenfield growth areas to support projected population growth across the Greater Adelaide Planning Region to 2051.
Open space investigations	Technical investigations undertaken by the Department for Housing and Urban Development to support the identification of the next generation of Open Space networks to support projected population growth for the Greater Adelaide Planning Region to 2051.	The Northern Parklands were identified in the Greater Adelaide Regional Plan as a major new community open space and recreation asset to support the significant population and housing growth projected for northern areas of Adelaide to 2051.

Investigations in progress and ongoing		
Scope of investigations	High-level details	Status and summary
Northern Parklands Master Plan Investigations		
Cultural Investigations and Mapping	To identify, document and understand Aboriginal cultural heritage values, ensuring these inform all aspects of the Masterplan.	Being undertaken as part of investigations to inform the Northern Parklands Master Plan project.

Site and context analysis	To establish the spatial, environmental, infrastructure and policy context for the Northern Parklands identifying constraints and opportunities to shape design direction. Inclusive of a site and context analysis, an options and market demand analysis, a review of land tenure, and an infrastructure and services review.	Being undertaken as part of investigations to inform the Northern Parklands Master Plan project.
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Proposed Investigations		
Scope of investigations	High-level details	Status and summary
Site and context analysis	To establish the spatial, environmental, infrastructure and policy context for the Kudla growth area and relevant surrounding land within the affected area, identifying constraints and opportunities to shape design direction.	Will be undertaken as part of Kudla Structure Plan investigations during 2026
Residential market assessment	An analysis of current and future housing demand, demographic shifts and market dynamics to inform planning for the growth area.	Will be undertaken as part of Kudla Structure Plan investigations during 2026
Retail Analysis	Assessment to analyse the current and predicted future demand and supply of retail floorspace within the growth areas and the catchment.	Will be undertaken as part of Kudla Structure Plan investigations during 2026
Traffic movement and management assessment	A comprehensive traffic and transport assessment to inform future development planning, including data analysis, modelling,	Will be undertaken as part of Kudla Structure Plan investigations during 2026

	coordination with technical studies, and recommending infrastructure solutions.	
Potable Water, Recycled Water and Wastewater Assessment	An assessment of existing water infrastructure capacity and engagement with SA Water and other experts to develop a plan to support the projected needs of the growth area.	Will be undertaken as part of Kudla Structure Plan investigations during 2026
Stormwater and Flooding Assessment	An evaluation of existing hydraulic, hydrological, and water balance models will inform the servicing strategy for future development in the growth area.	Will be undertaken as part of Kudla Structure Plan investigations during 2026
Environmental Assessment	An evaluation of existing environmental conditions including groundwater, geology and land use history to inform planning and design constraints for the growth area. This may include determining compliance requirements for noise, air, site contamination and water quality regulations.	Will be undertaken as part of Kudla Structure Plan investigations during 2026
Ecology Assessment	An evaluation of existing ecological values including State and Federally listed species and vegetation to identify constraints and opportunities within the growth area. Includes identifying endemic species suitable for landscaping and conservation enhancement.	Will be undertaken as part of Kudla Structure Plan investigations during 2026
Heritage Assessment	An evaluation of existing heritage reports and databases will identify known Aboriginal and European heritage values relevant to the site, and provision of recommendations	Will be undertaken as part of Kudla Structure Plan investigations during 2026

	as relevant to inform the Structure Plan.	
Social infrastructure Assessment	An evaluation of existing infrastructure plans and publicly available data to identify future needs across key social infrastructure categories such as healthcare, housing, education, and emergency services. Recommendations will outline the approximate number, type, and location of social infrastructure required to support future development of the growth area.	Will be undertaken as part of Kudla Structure Plan investigations during 2026
Public Realm Assessment	An evaluation of public realm requirements will be informed through stakeholder workshops and analysis of land area, population distribution, and connections to transport, land use, and nearby natural assets such as the Northern Parklands. Includes determining suitable public realm coverage and walkable access to parks, and mapping key opportunities and challenges for the growth area.	Will be undertaken as part of Kudla Structure Plan investigations during 2026
Energy Assessment	An evaluation of future residential energy demand including electrification and electric vehicle uptake, to inform the energy strategy for the growth area. Includes an assessment of potential energy sources, demand profiles, and liaison with utility providers to confirm network capacity and high-level design.	Will be undertaken as part of Kudla Structure Plan investigations during 2026

5. Engagement

5.1. Engagement already undertaken

The Department has undertaken the following stakeholder engagement:

Stakeholder	Purpose
Affected Councils including: • Town of Gawler • City of Playford • Light Regional Council	Councils have been consulted on the proposed extent of the affected area and the scope of investigations proposed to be undertaken to maximise strategic alignment and ensure investigations do not duplicate work already being undertaken.
Renewal SA	Land parcels owned by Renewal SA located north of Gordon Road, and north and south of Tiver Roads in Evanston Gardens and Evanston South respectively, have been included within the scope of the Joint Amendment to ensure their future development and infrastructure requirements are coordinated and integrated with the balance of the growth areas in the affected area.

5.2. Further Engagement Proposed

In addition to the engagement already undertaken and identified above, the table below outlines additional engagement proposed to be undertaken to support the Joint Amendment.

Further Engagement Proposed	Explanation of how the further engagement propose to address an identified issue or question
Environment Protection Authority (EPA)	Inform the management of impacts from licensed activities or activities of environmental significance within or adjacent to the affected area.
Affected Councils including: • Town of Gawler • City of Playford • Light Regional Council	Determine infrastructure requirements, built form, land use, functionality and urban structure of the affected area.

Department of Primary Industries and Regions (PIRSA)	Inform the management of interfaces between the growth areas, Northern Parklands and adjoining or adjacent primary production activities.
Department for Infrastructure and Transport (DIT) and Public Transport South Australia (PTSA)	To inform required transport and traffic impact Investigations. To determine future public transport infrastructure requirements for the affected area.
Department for Health and Wellbeing (DHW) Department of Human Services (DHS)	Determine potential future health service infrastructure requirements for the affected area.
Department for Education	Determine potential future education infrastructure requirements for the affected area.
The Office for Design and Architecture SA (ODASA)	Discuss the site and seek inputs for urban design considerations. Ensure the Northern Parklands Masterplan process is integrated with the Structure Plan process and investigations.
SA Housing Authority (SA Housing Trust, SAHT)	Inform investigations and consideration regarding the provision of affordable housing.
Department for Environment and Water (DEW) Green Adelaide	Inform investigations and seek inputs into flooding, stormwater, hydrology, biodiversity, environment and climate change investigations to inform stormwater investigations.
Renewal SA	Inform investigations regarding Renewal SA land parcels within the affected area, including their master planning, prioritisation, infrastructure servicing and land use.
SA Water	Determine existing infrastructure capacity and infrastructure requirements to service the affected area.
SA Power Networks (SAPN)	Determine existing infrastructure capacity and infrastructure requirements to service the affected area.

Office for Recreation, Sport and Racing	To inform required investigations regarding potential future sport and recreational infrastructure requirements for the affected area.
Department of the Premier and Cabinet	Check with the Aboriginal Affairs and Reconciliation Division as to whether any registered sites exist in the Affected Area as part of the Aboriginal Cultural Heritage Assessment
Kaurna Yerta Aboriginal Corporation (KYAC)	To inform required investigations.
State Members of Parliament	To inform consideration of issues of interest to parliamentary representatives of constituents within relevant state electoral divisions.
Infrastructure Coordination Group (ICG)	To inform required investigations regarding potential future infrastructure requirements for the affected area
Individual landowners and their representatives	Inform investigations regarding privately owned growth area portions of the affected area, including their master planning, prioritisation, infrastructure servicing and land use.

5.3. Engagement Plan

The Joint Amendment process will occur in accordance with the Community Engagement Charter and *Practice Direction 2 – Consultation on the Preparation or Amendment of a Designated Instrument* (Practice Direction 2).

The Designated Entity will prepare an Engagement Plan prior to the commencement of engagement on the proposed Joint Amendment. The Engagement Plan will include the following mandatory consultation requirements (which may be in addition to the engagement outlined in this Proposal to Initiate):

- Given the proposal is specifically relevant to a particular Council (where Council did not initiate the proposal), the City of Playford, the Light Regional Council, and the Town of Gawler must be consulted.
- Consultation must also occur with any person or body specified by the State Planning Commission under section 73(6)(e) of the Act.

5.4. Engagement Report

Once engagement on the Joint Amendment is complete, the Designated Entity will prepare an Engagement Report under section 73(7) of the Act.

The Designated Entity must ensure that the Minister is furnished with a copy of the Engagement Report and published on the SA Planning Portal. This will occur in accordance with Practice Direction 2.

The Engagement Plan and the Engagement Report may also be considered by the State Planning Commission during the final stages of the Joint Amendment process if the Minister is of the opinion that the matter is significant. The Commission will provide a report to the Environment, Resources and Development Committee of Parliament under section 74(3) of the Act. The Commission's report will provide information about the reason for the Joint Amendment, the consultation undertaken on the Joint Amendment and any other information considered relevant by the Commission.

Attachment A – Map of Affected Area

