



Agenda Report for Decision

Meeting Date: 13 October 2022

Item Name	Regional Plans – Heritage, Character and Growth Planning for the Country Regional Plans
Presenters	Paul Bennett, Brett Steiner and Cherie Gill
Purpose of Report	Decision
Item Number	5.1
Strategic Plan Reference	1. Planning for Growth and Change
Work Plan Reference	1.1 Lead the development of Regional Plans across South Australia
Confidentiality	Not Confidential (Release Immediately)
Related Decisions	<ul style="list-style-type: none">• Workshop No. 1 – 29 September 2022: Regional Plans – Heritage, Character and Growth Planning for Country Plans

Recommendation

It is recommended that the State Planning Commission (the Commission) resolves to:

1. Approve the designation of this item as Not Confidential (Release Immediately).
2. Approve the approach, as outlined in this report and in **Attachment 1**, for the inclusion of key data and information in the Country Regional Plans under the theme of 'People, Housing and Liveability' to address the heritage, character and residential growth planning components of the following State Planning Policies (SPPs):
 - SPP 3 – Adaptive Reuse
 - SPP 6 – Housing Supply and Diversity
 - SPP 7 – Cultural Heritage.

Background

On 26 May 2022, the Commission considered and endorsed the scope of investigations, key work activities and timeline for the Country Regional Plans. This included dividing the Regional Plans into four planning themes.

On 29 September 2022, the Commission participated in a workshop on the content (and approach) to be included in the Country Regional Plans in relation to growth planning, heritage and character, under the theme of 'People, Housing and Liveability.'

This report seeks to formalise the recommendations presented to the Commission, including the discussions and feedback received from Commission Members during the workshop.

Discussion

In accordance with section 64(3) of the *Planning, Development and Infrastructure Act 2016* (the Act), Regional Plans must be consistent with the relevant SPPs.

Planning and Land Use Services (PLUS) has been working with the relevant agencies to analyse what SPPs are relevant and able to be spatially represented in the Regional Plans.

This information will form constraints and opportunities mapping for guiding planning directions in the Regional Plans.

The 'People, Housing and Liveability' theme primarily considers matters such as housing, residential land supply, public realm and character, and will require bespoke investigations for each region to consider local issues and investigations undertaken by Local Government.

The SPPs that relate to the theme of People, Housing and Liveability are provided below:

SPP 6 – Housing Supply and Diversity	<ul style="list-style-type: none"> ○ Growth planning methodology ○ Residential land supply and demand
SPP 7 – Cultural Heritage SPP 3 – Adaptive Reuse	<ul style="list-style-type: none"> ○ Heritage listings ○ Dormant areas and buildings

SPP 6 – Housing Supply and Diversity

This SPP identifies one of the primary roles of the Regional Plans – the identification of future land supply for housing. It also speaks to complex issues such as housing affordability and diversity, which are subject to ongoing in-depth investigations and will be presented to the Commission in due course.

Growth planning methodology

PLUS has developed a methodology for identifying future land supply to accommodate growth scenarios for the Country Regional Plans.

The proposed methodology is based on the collaborative work undertaken between PLUS, Upper Spencer Gulf (USG) councils and the Department for Trade and Investment (DTI), with input from the Department for Energy and Mining (DEM), to investigate the land use impacts of the establishment of a Hydrogen Hub in the USG.

Outputs from a set of Economic Modelling commissioned by DTI and an agreed set of assumptions formed the basis of the methodology/process to understand the land use impacts of this investment on the USG cities. This material will underpin an USG Structure Plan, which will, in turn, be captured in the appropriate Regional Plans.

Utilising this process as a case study, a broader draft methodology has been developed for other regional cities and key growth areas. This seeks to estimate the land budgets required and planning recommendations to support different economic and population scenarios for input into each of the six country regions.

This three-step process, which considers Growth Projections (economic/industry/population), Land Supply Analysis and Planning Recommendations, as identified in **Attachment 1**, is recommended as the method to be used for progressing the Country Regional Plans.

SPP 7 – Cultural Heritage & SPP 3 – Adaptive Reuse

The cultural heritage SPP addresses both Aboriginal and European heritage areas and places. There is also crossover with respect to character with SPP 2 – Design Quality. Most of the policies within the SPP translate directly into the Planning and Design Code (the Code); however, the SPP asks Regional Plans to recognise and support the appropriate conservation of areas and places of cultural heritage significance.

Aboriginal cultural heritage will be considered as part of a separate paper.

Current Heritage and Character Designations

Existing recognised Commonwealth, State and local places, as well as designated character areas, are already mapped and can be identified in the Regional Plans as outlined below. The mapping recommended for inclusion in the Regional Plans can be found in **Attachment 1**.

Future Heritage/Character Designations

Based on Commission feedback, PLUS have developed an approach to consider the identification and requests from councils, interest groups and community about locally significant historic areas or places, and character areas for future conservation and dormant areas where adaptive reuse can be encouraged.

It is noted that there are regional areas of the State that have very little or no heritage and character protections in place:

- All but one regional council area outside of Greater Adelaide has at least one State Heritage place/area.
- 33 per cent of regional councils outside of Greater Adelaide have local heritage places/areas.
- The Character Overlay applies in only four regional council areas outside of Greater Adelaide.

It is recommended consideration be given in relevant Regional Plans to identifying areas that warrant future investigation, particularly where there is an underrepresentation of heritage/character designations. This would be specifically relevant, for example, where the vision for the region expresses an aspiration to recognise and protect a region's history and origins, with a focus on heritage protection to grow tourism.

Should this approach be agreed, it is recommended a strong focus be placed on regions that currently have limited heritage representation. However, this approach would not limit other areas from being identified for further investigation.

The recommended process for this is listed in **Attachment 1** and is as follows:

1. Early engagement with councils to be undertaken to identify areas of historical or character importance that lack appropriate protections.
2. Prioritise areas that have low representation and are linked to a strategy that expresses an aspiration to recognise and protect a region's history and origins.
3. Identify the barriers that have prevented designation to date.
4. Determine possible options for and/or pathways to designation through the Regional Plans, noting that some solutions to barriers will be outside the capacity of Regional Plans. The most appropriate option will be determined on a case-by-case basis depending on:
 - a) The level of heritage and/or character assessment undertaken to date (if any).
 - b) Any engagement activity undertaken (if any).

- c) Other objectives identified for the region, for example the need to balance the desire to expand and achieve land supply versus the desire to protect a historic settlement pattern or important landscapes.

Further work by PLUS staff is required to develop options and strategies to support the opportunity for future heritage and character designations under the Regional Plan. For example, this could include the establishment of new Code modules that provide a more streamlined approach to protect character and historic areas, while promoting greater adaptive reuse and economic opportunities to activate the use of these places in regional contexts.

There is also potential to explore complying changes to the Code to apply the Character Area Overlay to locations identified as having regional character and significance. Section 75 of the Act allows the Minister for Planning to make complying changes to the Code where consistent with a recommendation in a Regional Plan, and subject to consultation under the Community Engagement Charter. The scope and process for facilitating complying changes via a Regional Plan will be the subject of a future Commission report.

SPP 3 – Adaptive Reuse

Support for adaptive reuse opportunities

The regional planning process could also identify areas for adaptive reuse to further investigate. For example, this could include main streets in regional towns that have vacant buildings, foreshore or esplanade areas, or port or wharf areas, with historic abandoned or underutilised buildings.

Like with heritage and character, early engagement with councils is recommended to assist in the identification of these places. There are a range of existing masterplans for main streets, foreshore redevelopments etc. that have been prepared by Local Governments to inform future investment, conservation and reuse of regionally significant places/precincts across the State.

It is proposed that the regional planning process will identify barriers and look at what Regional Plans can do to ensure flexible policies are in place to support adaptation and conversion.

Attachments:

1. People Housing and Liveability – Growth Methodology, Heritage and Character (#19323572).

Prepared by: Cherie Gill

Endorsed by: Brett Steiner

Date: 30 September 2022

Attachment 1 – People, Housing and Liveability - Growth Methodology, heritage and character

SPP 6 – Housing Supply and Diversity

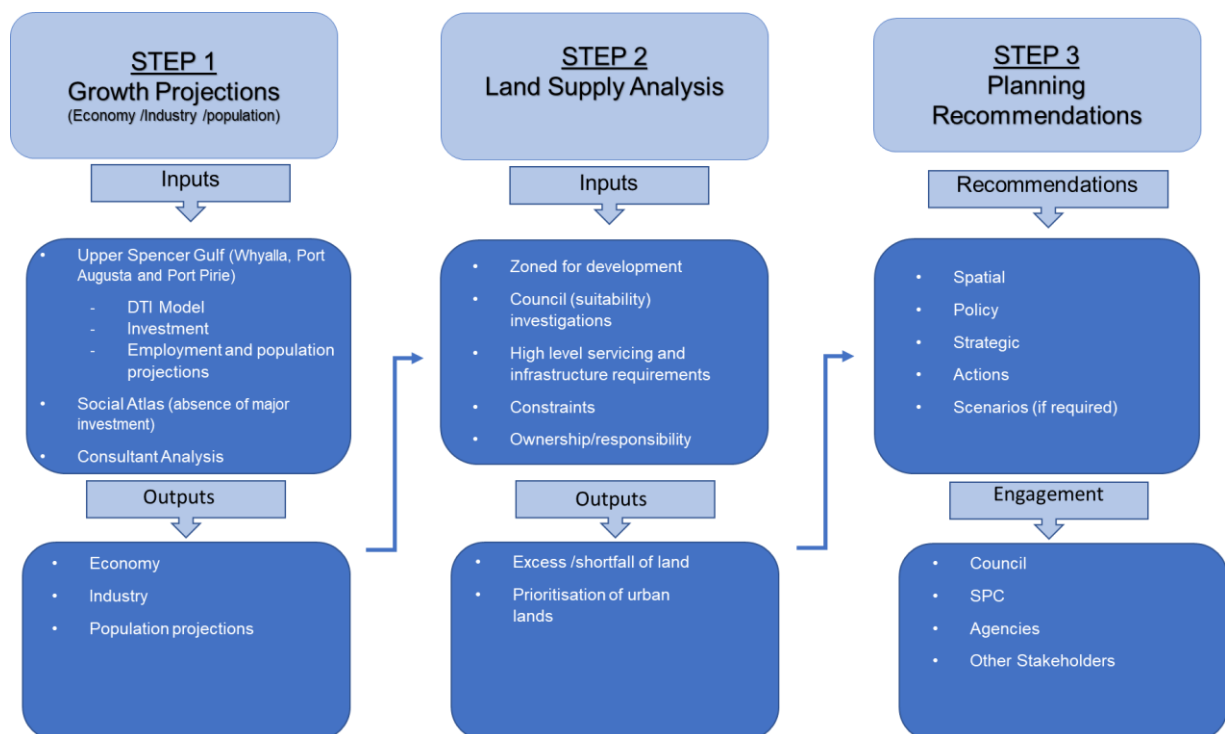
Growth Planning Methodology

The SPP states:

Regional Plans should:

- *Identify appropriate land for housing development and redevelopment in areas that are accessible and well-connected to services, employment and infrastructure.*
- *Housing demand should be well-understood and informed by projected population growth and demographic trends.*
- *Land supply in regional areas should take into account the projected workforce population, including housing that may be required for non-residents working in large-scale mining, agricultural, industrial or infrastructure projects.*
- *Regional Plans will set performance targets at the direction of SPPs (as appropriate).*

The recommended methodology for determining housing demand and land supply in regional areas is depicted below:



The above methodology will be adapted based on the inputs relevant to the particular regional city or key growth area.

SPP 7 – Cultural Heritage & SPP 3 – Adaptive Reuse

With respect to Regional Plans, the SPP 7 states:

Regional Plans should implement State Planning Policies by recognising and supporting the appropriate conservation of areas and places of cultural heritage significance.

Current Heritage and Character Designations

Existing recognised Commonwealth, State and Local places, as well as designated character areas, are already mapped and can be identified in the Regional Plans as outlined below.

Recommended Mapping to be included	Status
Historic Shipwrecks	<ul style="list-style-type: none"> Existing South Australian Property and Planning Atlas (SAPPA) – Historic Shipwrecks Overlay.
National Heritage	<ul style="list-style-type: none"> Existing SAPPA – No specific overlay but protected by various other means. For example, Moonta, Burra covered by State Heritage Area Overlay; Naracoorte Caves covered by Conservation Zone
Commonwealth Heritage	<ul style="list-style-type: none"> Existing SAPPA – Properties owned by the Commonwealth.
State Heritage Areas/Places	<ul style="list-style-type: none"> Existing SAPPA – State Heritage Place/Area Overlay.
Historic Areas	<ul style="list-style-type: none"> Existing SAPPA – Historic Area Overlay.
Local Heritage Places	<ul style="list-style-type: none"> Existing SAPPA – Local Heritage Place Overlay.
Character Preservation Districts (CPD)	<ul style="list-style-type: none"> Existing SAPPA – CPD layer
Character Areas	<ul style="list-style-type: none"> Existing SAPPA – Character Overlay

Future Heritage/Character Designations

The recommended process for considering future heritage/character designations in country Regional Plans is as follows:



It's important to note that not all solutions will be within the capacity of Regional Plans. The most appropriate option will be determined on a case-by-case basis depending on:

- a) The level of heritage and/or character assessment undertaken to date (if any)
- b) Any engagement activity undertaken (if any)
- c) The presence and assessment of conflicting priorities. For example, the need to balance the desire to expand and achieve land supply versus the desire to protect a historic settlement pattern or important landscapes.

Further work by PLUS staff is required to develop options and strategies to support the opportunity for future heritage and character designations under the Regional Plan. For example, this could include the establishment of new Planning and Design Code modules that provide a more streamlined approach to protect character and historic areas, while promoting greater adaptive re-use and economic opportunities to activate the use of these places in regional contexts.

SPP 3 – Adaptive Reuse

Support for adaptive reuse opportunities

SPP 3 states:

Regional Plans should identify areas of regional character and significance that are dormant or are vacant.

While adaptive reuse is most often associated with the preservation of historically or architecturally significant buildings that are already listed, this SPP also speaks to the renewing areas of historic value or regional character and significance that may be underused, abandoned, vacant, dilapidated or functionally obsolete.

Like with heritage and character, early engagement with councils is recommended to assist in the identification of these places. In particular, a number of regional councils have prepared strategies and master plans for areas of significance such as main streets, historic townships and foreshore locations. It is also recommended that the Regional Planning process identify barriers and look at what Regional Plans can do to ensure flexible policies are in place to support adaptation and conversion.