

Greater Adelaide Regional Plan Discussion Paper

City of Adelaide Submission
November 2023

Acknowledgement of Country

The City of Adelaide acknowledges that we are located on the traditional Country of the Kurna people of the Adelaide Plains and pays respect to Elders past, present and emerging.

We recognise and respect their cultural heritage, beliefs and relationship with the land. We also extend that respect to visitors of other Aboriginal Language Groups and other First Nations.

City of Adelaide tampendi, ngadlu Kurna yertangga banbabanbalyarnendi (inbarendi). Kurna meyunna yaitya mattanya Womma Tarndanyako.

Parnako yailtya, parnuko tappa purruna, parnuko yerta ngadlu tampendi. Yellaka Kurna meyunna itto yailtya, tappa purruna, yerta kuma burro martendi, burro warriappendi, burro tangka martulyaiendi.

Kumarta yaitya miyurna iyangka yalaka ngadlu tampinhi.





Introduction

The State Government released a Discussion Paper in August 2023 seeking feedback to inform the creation of a new Greater Adelaide Regional Plan.

This submission provides the City of Adelaide's key recommendations to guide the drafting of the Greater Adelaide Regional Plan.

The opportunities highlighted in this submission will help to strengthen the primacy of the city within the Greater Adelaide Region and enable coordinated and cost-effective delivery of key City of Adelaide recommendations, which are presented under the following focus areas:

- A Climate Resilient City
- Prioritise City Growth
- Recognise the Adelaide Park Lands and Karrawirra Parri
- A City of Neighbourhoods
- Better Infill Outcomes
- Better Connections to and around the CBD, and
- Respect Traditions, Heritage and Culture.





City Focus 1.

A Climate Resilient City

City Focus 2.

Prioritise City Growth

City Focus 3.

**Recognise Adelaide Park Lands
and Karrawirra Parri**

City Focus 4.

A City of Neighbourhoods

City Focus 5.

Better Infill Outcomes

City Focus 6.

**Better Connections to
and around the CBD**

City Focus 7.

**Respect Traditions,
Heritage & Culture**

City Focus 1.

A Climate Resilient City

Relevant GARP Outcomes

- ✓ A greener, wilder and climate resilient environment
- ✓ A more equitable and socially-cohesive place
- ✓ A strong economy built on smarter, cleaner, regenerative future
- ✓ A greater choice of housing in the right places



Draft City of Adelaide Strategic Plan 2024-2028:

- Our Environment: Resilient, protected and sustainable
- Our Economy: Growing, innovative and responsive
- Our Places: Interesting, purposeful and safe



City of Adelaide Priorities

High performing low carbon buildings

- High-performing buildings that are fully electrified, have high thermal efficiency and increased disclosure of energy performance at sale or transfer.
- Guidelines and incentives that help property owners retrofit existing buildings for a changing climate.
- Encouraging climate change mitigation and adaptation by Council and community.
- Making room for PV solar, community batteries, heat pumps and EV charging.

Adaptive reuse

- Exploring practical measures to increase adaptive reuse to capture the embodied energy in existing buildings.

Greener streets and Squares

- Increasing the extent of Urban Tree Canopy Overlay in the city and expanding the types of development it applies to to help mitigate urban heat island effect in key parts of the city.
- Increase investment in tree planting by increasing the offset payment for tree removal and its spatial application.
- Stronger evidence-based policy, identified at the strategic level and carried through to the statutory Code provisions, to enable green infrastructure and tree canopy to be retained.

Urban canopy and biodiversity

- Consider targets to convert roadways to blue / green infrastructure (trees, garden beds, bike lanes and supporting facilities and low emissions vehicles)
- Stronger incentives and mechanisms to reverse the decline of tree canopy and increase the extent of tree canopy in the City of Adelaide on both public and private land.
- Increase tree canopy cover throughout the city and increase the proportion of the city that has access to green open space within 400m walking distance.

Circular economy

- Support resource recovery and reuse in building and city design to contribute to a strong circular economy.
- Ensure adequate space for separation of food and organics waste streams to be provided in all apartment buildings.

What City of Adelaide is already doing

- Integrated Climate Strategy
- Working with community and business networks
- City Housing (Adaptive Reuse) Initiative exploring re-purposing and reuse of existing buildings to support sustainability objectives including carbon capture, capitalising on existing capital investment, reducing landfill waste, and reducing consumption in construction.
- Urban design and projects to cool and green streets, including water sensitive urban design
- Comprehensive review of the Adelaide Park Lands Management Strategy
- Master Plans for the Adelaide Park Lands and the City Squares

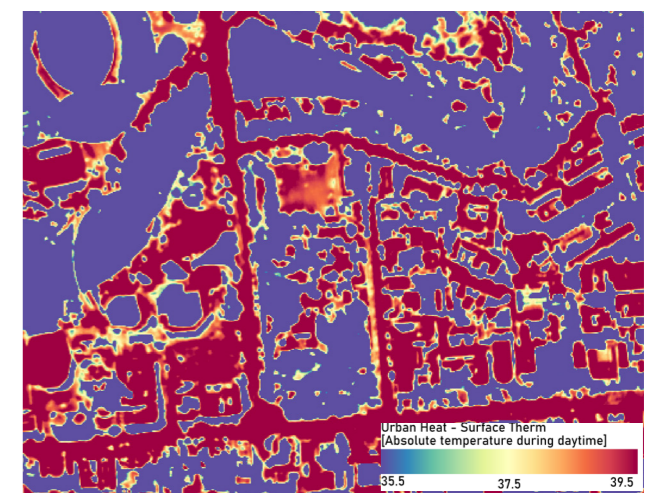
City of Adelaide Recommendations

The GARP should:

- Set specific measures to achieve the State's goal of net zero emissions by 2050, accompanied by a funding and implementation roadmap. These should include energy efficiency, connected communities, increased electrification and climate responsive buildings.
- Encourage greening and increase of tree canopy in the city to combat climate change, reduce the Urban Heat Island effect and enhance the benefits of living locally.
- Include strategic support to encourage adaptive reuse of existing buildings as a sustainable development option - with immediate funding mechanisms to help fast track residential conversions that capture embodied energy in existing building stock.
- Include stronger strategic and evidence-based support for retaining urban tree canopy.
- Encourage use of the Planning and Development Fund for investment in new and upgraded open space, public realm, pocket parks, tree canopy and the Adelaide Park Lands.



Tree Canopy case study



Urban Heat mapping

City Focus 2.

Prioritise City Growth

Relevant GARP Outcomes

- ✓ A more equitable and socially cohesive place
- ✓ A strong economy built on smarter, cleaner, regenerative future
- ✓ A greater choice of housing in the right places



Draft City of Adelaide Strategic Plan 2024-2028:

- Our Economy: Growing, innovative and responsive



City of Adelaide Priorities

Maintain the primacy of the Adelaide CBD

- Maintain the City of Adelaide's distinct role as the social, commercial, cultural and civic capital and heart of South Australia, supporting the growth in the wider metropolitan region, noting that this places increased importance on the CBD.

50,000 residents by 2036

- City of Adelaide's draft Strategic Plan targets a resident population of 50,000 by 2036 supported by a new Housing Strategy and City Plan.
- City Plan will help to determine where this growth could be accommodated and aims to provide certainty for both the resident and development community. State Government can support this growth through strategic infrastructure such as public transport, improved access to the Adelaide Park Lands and redevelopment of existing landholdings.
- Increase housing supply in the short term through adaptive reuse of existing buildings.
- Prioritise and advocate for the delivery of social housing and alternative housing models such as housing co-ops and ethical market based development to support affordable housing and a diverse community.

Economic growth and protection of existing clusters

- Deliver the Economic Development Strategy (in development) that is focussed on

contemporary challenges such as climate change, global investment and talent attraction, and growing job opportunities for South Australians and businesses connected to their neighbourhoods.

- Connect, protect and support existing and emerging economic clusters within the city, including:
 - BioMed City, Lot Fourteen and University incubators
 - The important cultural, dining and entertainment experiences found in and around the Adelaide Central Markets, Rundle and Hindley Street which includes Adelaide's famed small bars and laneways
 - The North Terrace cultural boulevard which is home to some of the State's most important cultural and education and research institutions.
- Adequate investment and planning by all levels of government in quality social infrastructure for a growing Adelaide population.
- Support business growth opportunity and amenity in the public realm to ensure that businesses can settle in the city, knowing its location will attract emerging creatives and knowledge workers that businesses need to grow. Work with State Government to prioritise infill within the city and advocate for greater connectivity to the city, and Greater Metropolitan Adelaide and South Australia's Regions, through sustainable and efficient public transport.

What City of Adelaide is already doing

- Adelaide Economic Development Agency
- Developing City Plan
- Encouraging more residential development in the city, including Market Arcade redevelopment
- Encouraging adaptive reuse as one initiative through the broader housing supply chain.
- Working with existing Main Streets to reinvigorate local business
- Collaborating with State Government on Lot Fourteen and BioMed City
- Drafting a new Housing Strategy setting ambitious targets to alleviate the housing crisis, provide key workers with accommodation choices and produce greater CBD vibrancy.
- Drafting a new Homelessness Strategy to address this complex multi-faceted issue from an evidence-based approach.
- Drafting a new Economic Development Strategy to ensure alignment between business growth, sustainable and climate responsive outcomes and growing city experiences.
- Social Infrastructure Assessment to plan for services and amenities a growing city community will need, also considering inner rim and corridor development, by collaborating with neighbouring Council partners.

City of Adelaide Recommendations

The GARP should:

- Adopt City of Adelaide's City Plan – Adelaide 2036 as a sub-regional plan of the GARP.
- Recognise and support the primacy of the City of Adelaide as the social, commercial, cultural and civic heart of the region.
- Commit to a Light Rail extension to North Adelaide and into Prospect to support a residential and business growth corridor to O'Connell Street timed for redevelopment of the Women's and Children's Hospital.
- Support residential growth outcomes in the City of Adelaide to achieve 50,000 residents by 2036 through strategic infrastructure investment, including consideration of existing State Government landholdings.
- Recognise and reinforce the City of Adelaide as a key business growth location.
- Encourage innovative housing models to achieve housing and population diversity in the city.
- Support the delivery of social housing in the city.



Growth potential scenarios

City Focus 3.

Recognise Adelaide Park Lands and Karrawirra Parri

Relevant GARP Outcomes

- ✓ A greener, wilder and climate resilient environment
- ✓ A strong economy built on smarter, cleaner, regenerative future



Draft City of Adelaide Strategic Plan 2024-2028:

- Our Places: Interesting, purposeful and safe
- Our Environment: Resilient, protected and sustainable
- Our Community: Vibrant, connected and inclusive



City of Adelaide Priorities

Open Space Strategy and Adelaide Park Lands

- City of Adelaide supports the Commission's commitment to undertake a metropolitan open space study.
- Recognise the importance of the Adelaide Park Lands by placing it at the heart of the Metropolitan Open Space Scheme (MOSS), recognising its role as regional open space, natural and cultural values, and sporting and events infrastructure with adequate resourcing to perform that role.
- Funding for the management of the Adelaide Park Lands aligned to the growing city and inner metropolitan population, particularly for new corridor development.
- Adequate local scale open space for any inner rim development. Inner rim development should not rely solely on the Adelaide Park Lands.

Funding mechanisms

- Planning and Development Fund contributions for land divisions in adjacent Council areas within 500m of the Adelaide Park Lands should contribute to the Adelaide Park Lands Fund.
- Land division Open Space Contributions in the City of Adelaide should improve existing or create new open space.
- Encourage open space to be designed into larger developments through adjusting the Urban Canopy Offset Scheme to enable

payments per new dwelling rather than per site, and to ensure funds can be set aside for future well-located open space and recreational areas for the increasing residential population in the city.

National Heritage Listing and World Heritage Listing

- Ensure the National Heritage Listing of the Adelaide Park Lands and City Layout is recognised and identified in the GARP and future planning policy considers and protects National Heritage Listed values of the Adelaide Park Lands and City Layout.
- Ensure the GARP recognises and includes policies that support the World Heritage bid for Adelaide and its Rural Settlement landscapes.
- Recognise all levels of heritage including World, National, State and Local.

Adelaide Park Lands Management Strategy (APLMS) 2015-2025 update

- APLMS is currently being updated and should inform the metropolitan open space study.

Karrawirra Parri (River Torrens)

- Recognise the physical, cultural, environmental and strategic economic importance of Karrawirra Parri to the City of Adelaide, including its role as a key tourism attractor and visual centerpiece for the city.
- Support Water Sensitive Urban Design as a key mechanism to helping improve the health of Karrawirra Parri.

What City of Adelaide is already doing



- Comprehensive review of the Adelaide Park Lands Management Strategy
- National Heritage Management Plan for the Adelaide Park Lands and City Layout to protect the National Heritage Values.

City of Adelaide Recommendations

The GARP should:

- Recognise the regional significance of the Adelaide Park Lands in any open space hierarchy or Metropolitan Open Space Scheme update.
- Recognise and support delivery of an updated Adelaide Park Lands Management Strategy.
- Encourage contributions to the Adelaide Park Lands Fund from adjacent development and intensifying land use.
- Recognise the National Heritage Listing and advocate for the World Heritage Listing of Adelaide and its Rural Settlement Landscapes.
- Recognise the cultural, environmental and strategic economic importance of Karrawirra Parri to the City of Adelaide, and Councils along its length.



City Focus 4.

A City of Neighbourhoods

Relevant GARP Outcomes

- ✓ A more equitable and socially-cohesive place
- ✓ A greater choice of housing in the right places



Draft City of Adelaide Strategic Plan 2024-2028:

- Our Community: Vibrant, connected and inclusive
- Our Places: Interesting, purposeful and safe
- Our Economy: Growing, innovative and responsive



City of Adelaide Priorities

A city of neighbourhoods

- Ensure City of Adelaide is treasured for its diversity and the many neighbourhoods within it. Neighbourhoods can be entire blocks, single streets, vertical villages or centred around a Square such as Light Square and Hurtle Square. City Plan will identify these neighbourhoods spatially so that they can be celebrated and protected.

Identify and reinforce local identity

- Encourage a diversity of spaces and scales that support living, shopping and working locally.
- Support safe, healthy and connected centres where local character is celebrated and enhanced, and public realm is enhanced and protected.
- Encourage retention and adaptive reuse of buildings to activate and revitalise the city and create vibrant environments.

Workforce attraction and retention

- Improve workforce attraction and retention through creating a city that has amenity and lifestyle where people want to move to and stay.
- Focus on attracting international young professionals.
- Highlight the important role of Adelaide as a Capital City with access to high quality institutions, arts and culture, entertainment and education.

Climate resilience

- Climate resilience will reinforce Adelaide as a great place to live.
- At a street scale City of Adelaide is looking at ways to green the city which have dual benefits of reducing urban heat effects and creating opportunities for placemaking.

Diversity of housing and people

- Neighbourhoods and built form that welcomes and provides for the needs of many.
- Universal design in public realm and private development to ensure ageing in place and multi-generational housing.
- Providing for a mixture of multi-family, single occupancy and traditional housing.
- Recognising the role of pets in owner-occupied, rental and apartment buildings.

Social infrastructure

- Social infrastructure defined and provided according to benchmark thresholds including community centres, libraries, early childhood education and care, education and training, primary and community health, community gardens, art and culture, sport and recreation, to meet the needs of current and expected populations.

What City of Adelaide is already doing

- Developing the City Plan
- Main Street Master Plans
- Urban Design Projects and upgrades in public realm
- Social Infrastructure Assessment to plan for services and amenities that a growing city community will need

City of Adelaide Recommendations

The GARP should:

- Provide for a nuanced approach to built form reflective of place identity, where streets are mixed use and mixed tenure to create diversity, vibrancy and a lifestyle where people want to move to and stay.
- Encourage funding for public realm upgrades in precincts experiencing uplift and residential growth.
- Adopt benchmarks and thresholds for new social infrastructure, such as schools and libraries as new denser communities emerge.




City Focus 5.

Better Infill Outcomes


Relevant GARP Outcomes

- ✓ A more equitable and socially-cohesive place
- ✓ A strong economy built on smarter, cleaner, regenerative future
- ✓ A greater choice of housing in the right places



Draft City of Adelaide Strategic Plan 2024-2028:

- Our Places: Interesting, purposeful and safe
- Our Economy: Growing, innovative and responsive



City of Adelaide Priorities

Greener corridors and boulevards

- City of Adelaide would like to see the Boulevard Zones reimagined to ensure they are genuinely creating a boulevard experience with greening, appropriate setbacks and strong linkages to the city and Adelaide Park Lands. Opportunities to do this include Greenhill Road, Fullarton Road, Robe Terrace and Port Road.
- Dwelling targets for inner rim Councils concerned about heritage and character preservation will likely see growth being focussed along corridors and boulevards. The additional inner rim population will increase movement into the city which should be supported by improved connections for active travel and improved public transport.

Catalyst sites

- Ensure large, catalyst site development is designed to respond positively to its context, especially to existing neighbouring lower-scale residential properties.
- City Plan methodology has identified city sites with development potential based on a number of factors including aircraft height limits, heritage adjacency and overshadowing. This methodology could be applied more broadly than the city.

New housing typologies and models

- While the 'missing middle' is often a term applied to inner metropolitan areas, the

scale and form of Adelaide also makes it relevant here. Nuanced planning controls should encourage growth within the identified character of neighbourhoods.

- Thinking big and building smaller to increase diversity, reduce homelessness and ensure equity and diversity.
- Delivery of affordable housing that complements the pipeline of higher end apartments.

Adaptive reuse

- Delivery of shop-top housing, adaptive reuse and zoning overlays that protects heritage fabric whilst encouraging regenerative developments.

Housing supply

- Influencing supply of housing as a way of improving affordability across the housing spectrum.
- Making appropriate interventions to foster and grow a new affordable rental asset class.

Innovation and sustainability

- Exploring innovation in housing design, adaptive reuse of existing buildings, sustainability and housing models to improve affordability through cost of living while also providing environmental benefits through extending the life of housing.

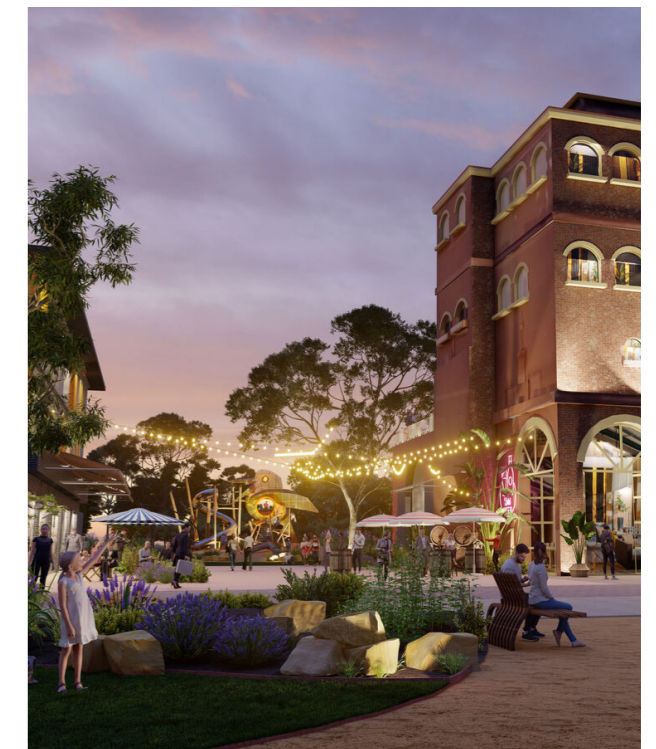
What City of Adelaide is already doing

- Focus on adaptive reuse residential projects
- Advocacy for effective connections to and from open space and social infrastructure for residents and inner suburbs
- Developing City Plan
- Preparing a new Housing Strategy

City of Adelaide Recommendations

The GARP should:

- Include a strategic plan for an improved active transport network to support expected growth along corridors and boulevards in inner rim Councils.
- Require better interface management and urban design outcomes for larger sites, particularly catalyst and strategic infill sites. City Plan includes a 'development potential' methodology which could be applied to strategic infill sites.
- Demonstrate leadership in planning design excellence to achieve cost-effective climate mitigation and adaptation responses via infrastructure and built form in the city and region.
- Strengthen requirements for delivery of affordable housing for purchase or rent.
- Require the collection of developer contributions to fund local infrastructure.



CASE STUDY Thebarton Brewery Precinct (Source Draft Code Amendment)

There was no provision of local open space in the recent Code Amendment and access to the Adelaide Park Lands was relied upon. The Adelaide Park Lands should not be a substitute for quality local open space which provides recreation and place making opportunities for local communities.

City Focus 6.

Better Connections to and around the CBD

Relevant GARP Outcomes

- ✓ A Greener, wilder and climate resilient environment
- ✓ A more equitable and socially-cohesive place
- ✓ A strong economy built on smarter, cleaner, regenerative future



Draft City of Adelaide Strategic Plan 2024-2028:

- Our Community: Vibrant, connected and inclusive
- Our Places: Interesting, purposeful and safe



City of Adelaide Priorities

Focus on getting in and around the city

- Active transport is at our heart – walking, cycling, and convenient public transport, as well as micro-mobility and e-bikes.
- Support increased uptake of electric vehicles, reducing noise and emissions in the city, including by delivering charging facilities.
- Creation of a green corridor from Robe Terrace to North Terrace to increase active transport between Adelaide and North Adelaide.

Active transport

- Active transportation opportunities that will play an increasing role in the health, wellbeing and climate responsiveness of the city and Greater Adelaide Region.
- Urban Design and public realm quality should encourage active transport as an easy choice, with multiple benefits including improved social cohesion, lower cost transportation, reduced carbon footprint and increased local shopping opportunities.

Enable effective regional and suburban connections to CBD

- An improved public transport network, with more opportunity for active transport.
- Respond to residential growth in suburbs adjoining the City of Adelaide and more people living and working in the city through coordinated and strategic transportation planning.

- Metropolitan scale consideration of improved access to the CBD (e.g. park and ride).
- Ensure city access and the city as a destination is a feature of any large-scale fixed-rail or light-rail initiatives introduced by Greater Adelaide Regional Plan.

Universal design and safety

- Accessible / inclusive considerations so that the city is accessible to all, and positions the City of Adelaide as a destination of choice for international conferences, study and tourism.
- Crime Prevention through Environmental Design should be embedded in all urban design initiatives.
- Embed a healthy streets approach to all policy development and project delivery.

What City of Adelaide is already doing

- Updated Integrated Transport Plan (in development)
- City Plan
- Disability Access and Inclusion Plan
- Integrated Climate Strategy (in development)
- Electric Vehicle Study

City of Adelaide Recommendations

The GARP should:

- Establish the critical infrastructure nexus between population uplifts and need for better transport systems.
- Explore light rail connections to North Adelaide and Prospect, Airport and the inner East to support transit centred growth.
- Create a terrace-to-terrace green corridor to connect North Terrace to Robe Terrace.
- Encourage built form and infrastructure in and connecting with the City of Adelaide that adopts best-practice accessibility (via application of Universal Design principles).
- Include funding mechanisms such as development fees in lieu of car parking for local and/or state government to deliver coordinated active transport, electric vehicle infrastructure, separated bike lanes and footpaths or Universal Design improvements in existing and new main streets and neighbourhoods.
- Encourage a network of public electric vehicle charging locations and the inclusion of a benchmark ratio for private electric vehicle charging points in new developments.



City Focus 7.

Respect Traditions, Heritage and Culture

Relevant GARP Outcomes

- ✓ A more equitable and socially-cohesive place
- ✓ A greater choice of housing in the right places



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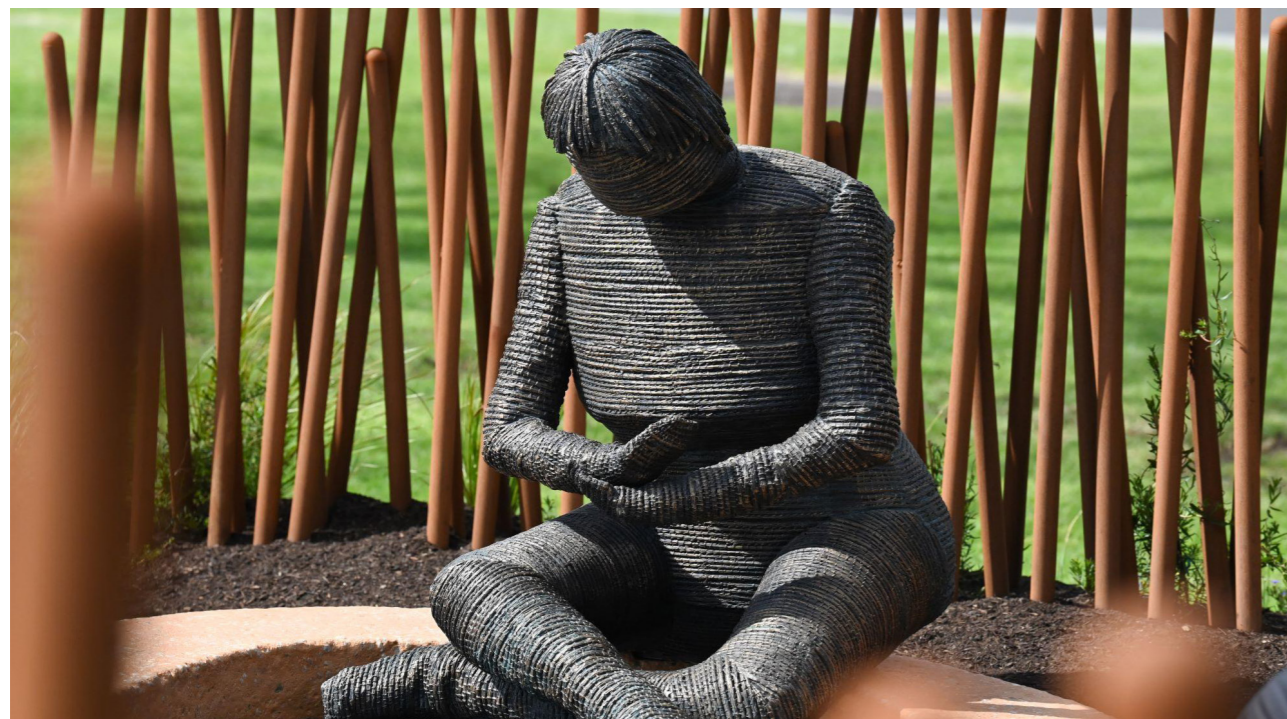
City of Adelaide Proirities

Listen and connect with Kurna heritage

- Begin all planning processes with a deep understanding of the history and cultural value of the place.
- Leading with a First Nations lens, weaving stories and understanding of Country in space and place to influence the urban design to create outcomes that are a genuine co-creation.
- Reconceive Adelaide from being a 'city in a park' to a 'city deeply immersed in Country'

We value built heritage

- National, State, and Local Heritages places, and Historic Area Overlays are recognised and valued in the City of Adelaide.
- Value the aesthetics and history of our built heritage so communities benefit from its contribution to culture, sustainability and the economy.



What City of Adelaide is already doing

- 'Kurna Voices' cultural mapping project
- Implementation of Our Future – Heritage Strategy 2021-2036 and Action Plan
- City Housing (Adaptive Reuse) Initiative supporting retention and adaptive reuse of buildings with cultural and heritage value
- Implementation of Stretch Reconciliation Action Plan overseen by the Reconciliation Committee of Council
- Heritage Incentives Scheme that provides financial support for owners to undertake works to maintain heritage properties.

City of Adelaide Recommendations

The GARP should:

- Agree to a process with Traditional Owners which ensures all planning for public projects are led with a First Nations lens.
- Recognise and reinforce the National Heritage Values of the Adelaide Park Lands and City Layout.
- Reinforce the need for conservation of heritage values and the historic character of the City of Adelaide, including State Government funding for State Heritage.
- Encourage the creation of a single heritage statute to govern and protect State and Local Heritage, as described in City of Adelaide's position on Heritage Reform (June 2022).



**Adelaide.
Designed for Life.**

