

Murray Bridge Residential Growth Areas Review

DRAFT Updated Structure Plan Report



Prepared for the Rural City of Murray Bridge

+ Jensen PLUS

+ Sproutt



Contents

“This report updates the Growth Structure Plans for Murray Bridge, adapting to changes that have occurred since 2015.”

Acknowledgements

Jensen PLUS and the Rural City of Murray Bridge acknowledge the Ngarrindjeri People as the traditional owners and custodians of the land in the area now known as the Rural City of Murray Bridge, and pays respect to Elders past and present

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1. Summary

“This updated Structure Plan Review will provide the Rural City of Murray Bridge with the infrastructure and planning requirements needed to support the orderly and strategic growth of Murray Bridge.”

Background + Purpose

Council is seeking an update to the previously prepared Structure Plan for the Residential Growth of Murray Bridge.

For some time, Council has been subject to multiple requests by land owners to rezone land for residential expansion.

The 2015 Structure Plan provided a strategic rationale for growth to support future rezoning. The implementation of the Structure Plan was postponed pending the finalisation of the Planning and Design Code, which was implemented in March 2021.

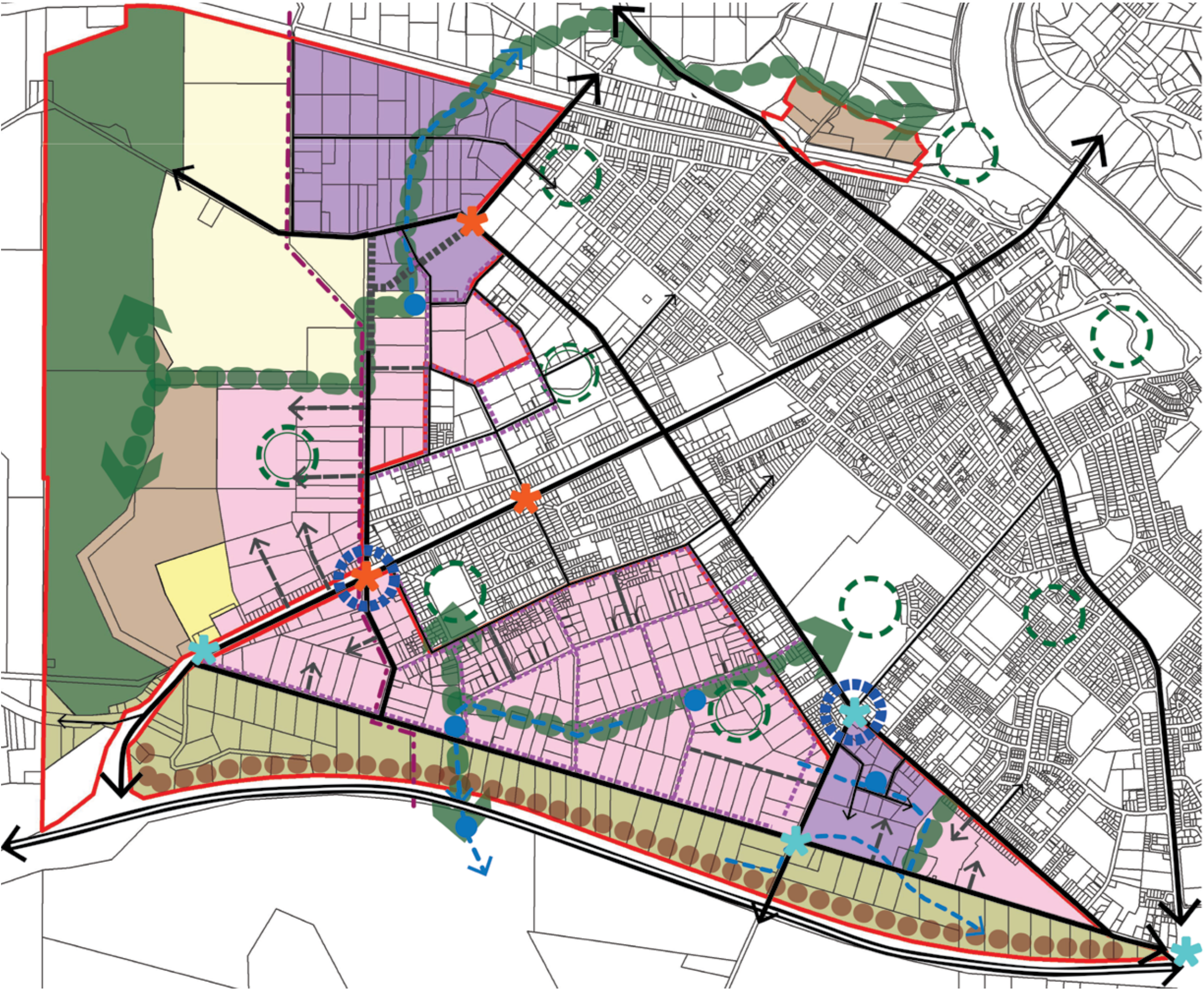
This review is intended to reflect changes that have occurred that affect previous recommendations, and establish a revised set of structure plans as well as infrastructure planning and planning policy recommendations.

This report, together with the previous 2015 investigations, is intended to inform the preparation of a Code Amendment to support expansion of the Neighbourhood Zones available for residential development.

Key Findings

- _A revised average annual growth rate target of 1.5% is a slight reduction to the previous rate of 1.65%, but aligns with the Community Infrastructure Model being prepared by Council
- _Murray Bridge is forecast to accommodate an additional 7,128 people by 2041
- _The township needs to provide an additional 3,099 dwellings to meet the population target, with a 15 year rolling supply equating to 2,214 dwellings
- _Approximately 211 hectares of land is needed to provide for future housing needs (15 year rolling supply).
- _Murray Bridge's broad hectare housing is still largely in the ownership of one or two owners/ developers. There is still a need to provide more land to ensure suitable supply and market competition.
- _The previously identified areas identified within Areas 1 remain suitable for residential growth.
- _The EFPA has reduced the extent of land available for future growth within Area 2.

- _The significant constraints within Area 3 remain, and are further compounded by the application of the EFPA, meaning further opportunities are extremely limited.
- _Many of the infrastructure recommendations that were made as part of the 2015 Study continue to apply to the future growth areas.
- _The recommended Planning and Design Code Zone for the growth areas is the Masterplanned Township Zone, due to:
 - _ More contextual policy to the desired rural township character desired by the community (the Masterplanned Neighbourhood Zone is more urban/ suburban in character in regards to building heights and densities); and
 - _ Ability to integrate a Concept Plan Map
 - _ Coverage relating to infrastructure and staging.
- _New Infrastructure schemes afforded by legislation can be pursued but come with complications.
- _Approximately 97.5 hectares of land is identified as suitable for a Stage 1 Code Amendment.



- Legend**
- Residential Growth Area
 - Employment Lands existing & growth
 - Infrastructure (Prison + Expansion, Cemetery)
 - Education (potential future school)
 - Conservation
 - Rural Living
 - Rural
 - Detention Basins and Drainage
 - Linear Open Spaces
 - Highway Landscaped Visual Buffer
 - District / Regional Park locations (as per Open Space Strategy)
 - Additional District Park locations
 - Activity centre
 - Major roads - existing
 - Bremer Rd extension / bypass
 - Minor Roads - existing
 - Existing road upgrades required
 - Planned intersection upgrade
 - Proposed intersection upgrade
 - Minor future road connections
 - SEAGas Pipeline





2. Introduction

Purpose

Council is seeking an update to the previously prepared Structure Plan for the Residential Growth of Murray Bridge.

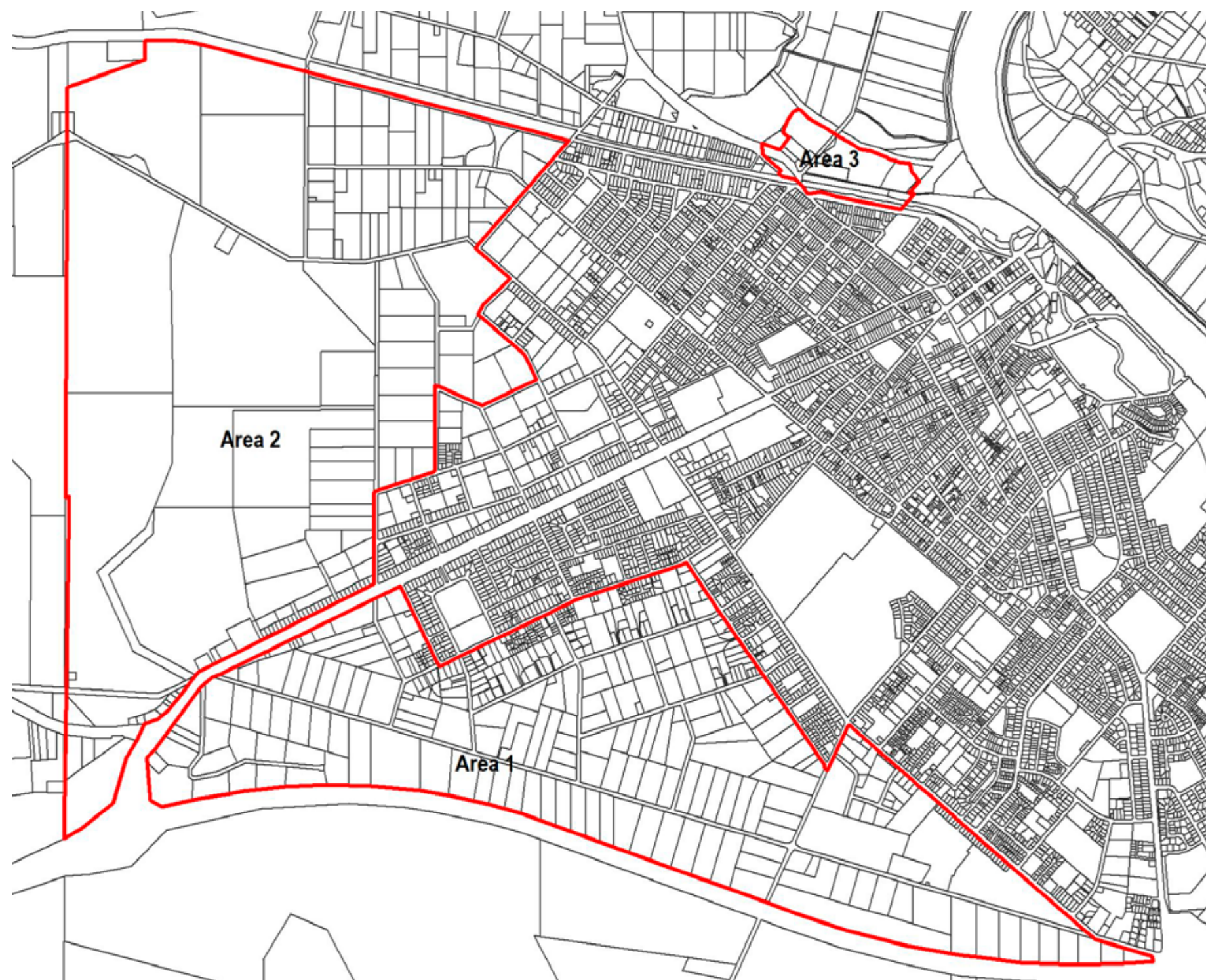
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Study Areas





Previous Study Approach

The 2015 investigations were prepared initially informed by desktop analysis, followed by extensive community and stakeholder engagement, including a series of workshops where community input into specific growth locations, as well as the desired "look and feel" of the future Murray Bridge were explored and discussed.

The resultant Structure Plans reflected the opportunities and constraints in place at the time.

The analysis included an understanding of infrastructure capacities and future upgrades required as a result of the proposed growth areas. A review of the potential funding mechanisms to implement any supporting infrastructure were also explored.

The study made clear recommendations to the desired zoning for future areas, including a review of the land uses along Adelaide Road.

The study intended to inform a future Development Plan Amendment.

Our Approach for the Review

This review has taken the approach of an update, rather than a complete reinvestigation process for the study areas.

Council has opted not to once again engage with the broader community and stakeholders as part of this review, given the extensive process previously undertaken. There has also been a thorough Community Infrastructure Model study which has also explored a number of issues informing future community needs.

However, engagement was undertaken with:

- _Utility agencies to inform changes and updates to key infrastructure servicing Murray Bridge
- _Council staff, to inform about local developments, and other specific Council led planned upgrades or changes to infrastructure (stormwater and local roads). This was undertaken via a workshop, with individual follow up discussions.
- _Strategic Planning and Development Policy Committee in formalising the

Structure Plan and potential early rezoning locations.

The Council staff workshop tested the benefits and limitations of the previous Structure Plan, against the updated information, to:

- _Finalise the population growth target that will dictate the required dwellings over the next 15 years.
- _Understand the opportunities and constraints for each study area and what, if anything, has changed.
- _Amend any shortcomings of the previous plan
- _Review the infrastructure requirements to determine what's missing and ways for delivering it.

Given that this report is intended to also facilitate a Code Amendment, Council also sought to ensure sufficient guidance for future investigations and the amendment, particularly in regard to:

- _More detailed Illustrative Master Plans which can better inform a Concept Plan Map; and
- _Infrastructure delivery options, and the options for these to be factored into the future Code Amendment process.





3. Strategic Context

Since the 2015 Study, Murray Bridge has created technical studies to renew its strategic vision. This has also been mirrored by the South Australian Government through the implementation of the new Planning system and updated 30-Year Plan.

A review of these strategies has been undertaken to inform the updated Structure Plan.



SA Planning Policies (2019)

- _Overarching policies guiding spatial planning in SA.
- _Rezoning proposals need to align to the 16 policies.
- _Relevant policy issues include:
 - _Supply suitable land for housing and employment
 - _Protect biodiversity and environmental lands



30 Year Plan for Greater Adelaide (2017)

- _This document includes targets relating to future development, including:
 - _90% of new housing in Greater Outer Adelaide built in established townships
 - _Increase active transportation to work by 30%
 - _Increase urban greening by 20%



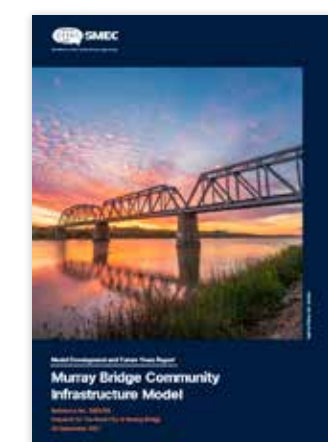
RC Murray Bridge Community Plan (2016-2032)

- _Sets vision and priorities for Council. Relevant issues include:
 - _Improved connectivity and accessibility
 - _Housing retains rural and lifestyle charm of region and provides range of housing options
 - _Communities are active, healthy and connected to open spaces through trails



Community Infrastructure Model - Technical Review (2021)

- _Establishes model for social infrastructure.
- _Identifies future needs including:
 - _Athletics facilities
 - _R-12 Catholic Schools
 - _Child-care
 - _Indoor recreational facilities
 - _Community Centre



Murray Bridge Community Infrastructure Model (2021)

- _Examines transport infrastructure needs of Council into the future.
- _Study area's current traffic network is suitable even under a high scenario forecast population growth.



4. What's Changed Since 2015?

Environment and Food Production Areas (EFPA)

The EFPA was introduced through the Planning, development and Infrastructure Act, 2016 in order to protect the vital agricultural lands surrounding metropolitan and greater Adelaide from urban encroachment.

The EFPA has strict restrictions in place which prevent further land division for residential purposes from being established (the legislation requires the relevant authority to refuse such proposals).

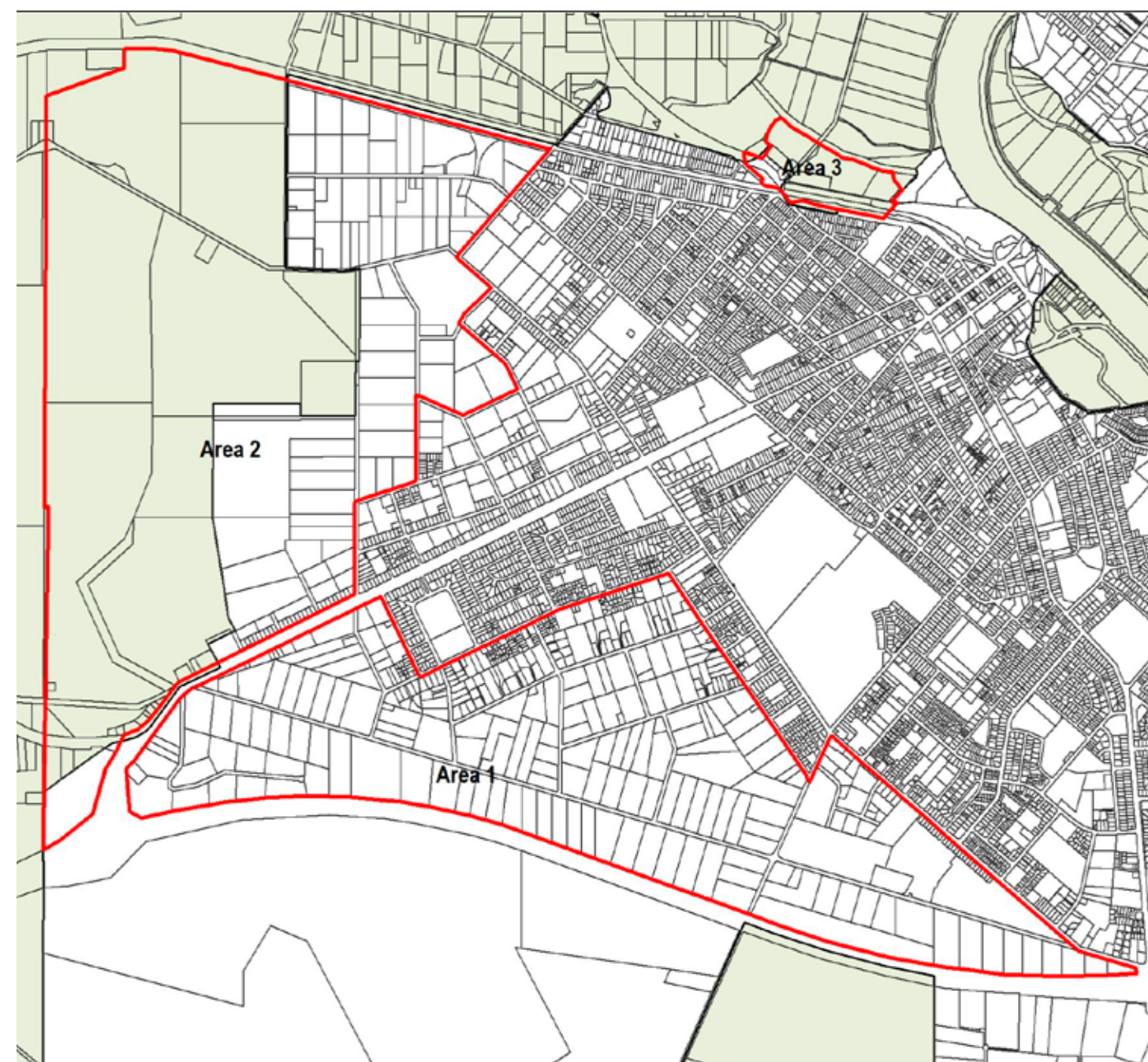
Importantly, the EFPA, does continue to allow for dwellings on existing allotments, as well as other forms of development on land, provided they align to the objectives of the EFPA.

The EFPA has impacted the Rural City of Murray Bridge by encroaching on the township and study areas, including the western portion of Area 2 as well as all of Area 3.

The Government is legislated to review the EFPA every 5 years. A review was underway during the preparation of this study. Submissions to the process concluded in August 2021.

The Rural City of Murray Bridge made a submission to the State Planning Commission, including seeking the removal of Area 3 from the EFPA (amongst other edits throughout the Council area). The extent of the EFPA as it applies over Area 2 was not challenged or sought to be changed by Council.

The outcomes of the review and responses to submissions are yet to be publicly released. As such, this study has been undertaken on the basis that the current EFPA area will stay in place.





New Planning System

South Australia's planning system has undergone substantial reforms, including a completely new legislative framework comprising the Planning, Development and Infrastructure Act 2016 and associated Regulations.

At its infancy in implementation, the new legislation mandate the preparation of new Regional Plans, effectively to replace the SA Planning Strategy. The current 30- Year Plan for Greater Adelaide is adopted as the Regional Plan applying to the study area, however a new Regional Plan is on the process of being prepared.

This study has the potential to further inform the development of the Regional Plan as it applies to Murray Bridge.

In addition, the new legislation open the door for designated entities (i.e. landowners and agencies) to instigate and prepare changes to zoning for specific locations.

This places greater importance on Council's strategic planning for future growth areas to ensure a strategic and evidence based rationale for future rezoning, particularly for growth areas where private interests seek to take advantage of the new system.

Planning and Design Code

One of the biggest reforms is the introduction of the Planning and Design Code (Code) which will replace all Council Development Plan

The Code provides a suite of state-wide policies in a structure that is as follows:

- _Zones and Sub-zones.
- _Overlays (cover specific issues that apply across zones - e.g. Bushfire, Flooding and Heritage). Take precedent over Zone policy in the event of a conflict.
- _General Development Modules. Address specific design and policy issues (e.g. Transport and Access, Interface Between Uses, Animal Keeping etc.).

The new Code provides a significantly more reduced opportunity for Council's to adopt local policy for specific scenarios. Local content is limited to Technical and Numerical Variations that apply within Zones and typically cover issues such as:

- _Minimum lot size and frontage widths
- _Front setbacks
- _Site coverage
- _Building heights / levels.

Importantly, the new Code continues to allow for the inclusion of Concept Plans, where some important local contextual information is able to be reflected spatially. This is important for growth areas, and could potentially allow coverage of:

- _Staging
- _Road connections and layouts
- _stormwater infrastructure, including locations of basins
- _Open space locations and corridors
- _Limited access locations
- _Desired gateways and buffers.

This limited ability means that the Zones, subzones and Overlays identified to apply to any future growth areas needs to be carefully selected, to ensure they align to the character traits sought by the policy, and do not lead to potential unintended development outcomes.

While the transition of the Development Plans to the new Code was intended to be policy neutral, there are some changes to Zoning and policy that applies to parts of the study area.

These are summarised below and shown on the maps on the following page.

Area 2

- _The Community Zone that covers the current prison and planned prison expansion areas west of Bremer Road have been transitioned across to the Infrastructure Zone.
- _The Infrastructure Zone is intended to support a broader range of infrastructure, and is less accommodating of broader community facilities than the previous Community Zone that applied to this land.

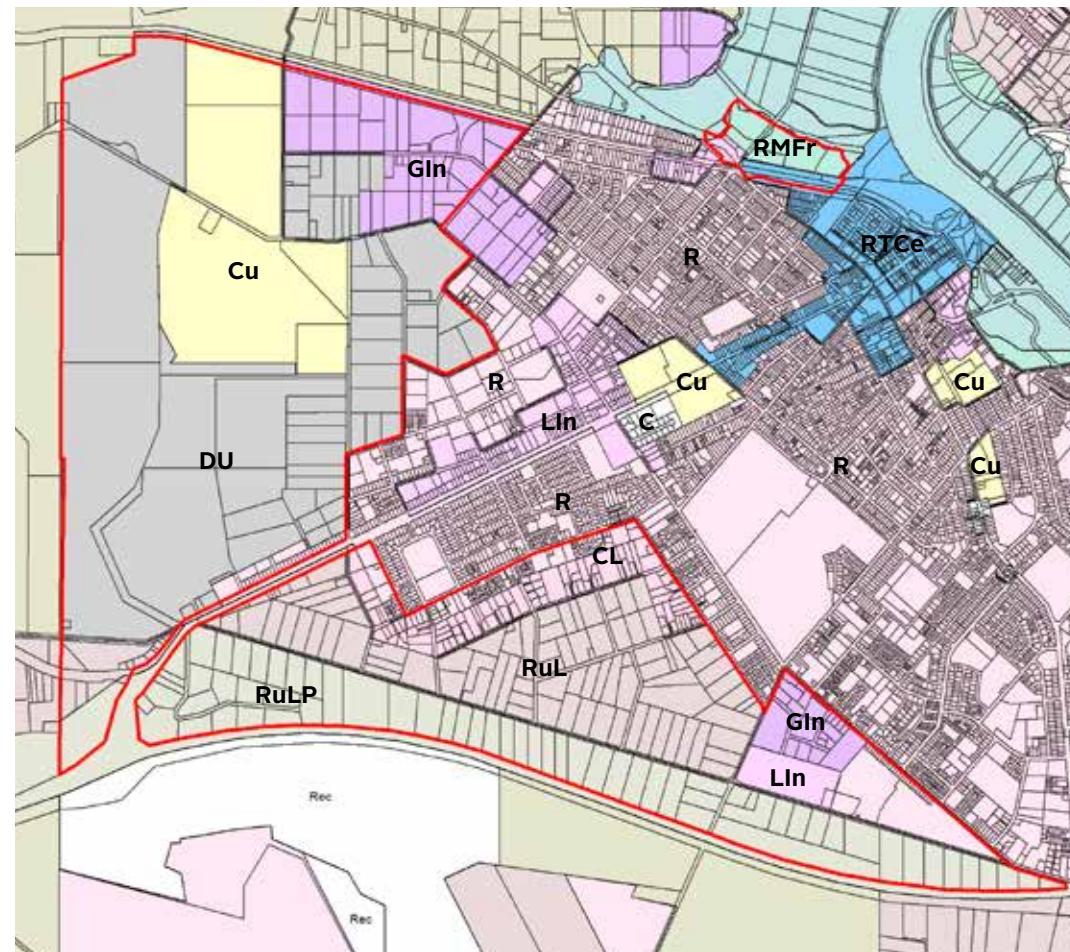


_A portion of the Deferred Urban land that runs along the ridge of Whites Hill has been rezoned from Deferred Urban to Conservation Zone, a clear policy change. This is arguably a reflection of the application of the EFPA over this area, as well as the recommendations coming out of the 2015 Study which recommended this land be retained as part of a Landscape Protection Area.

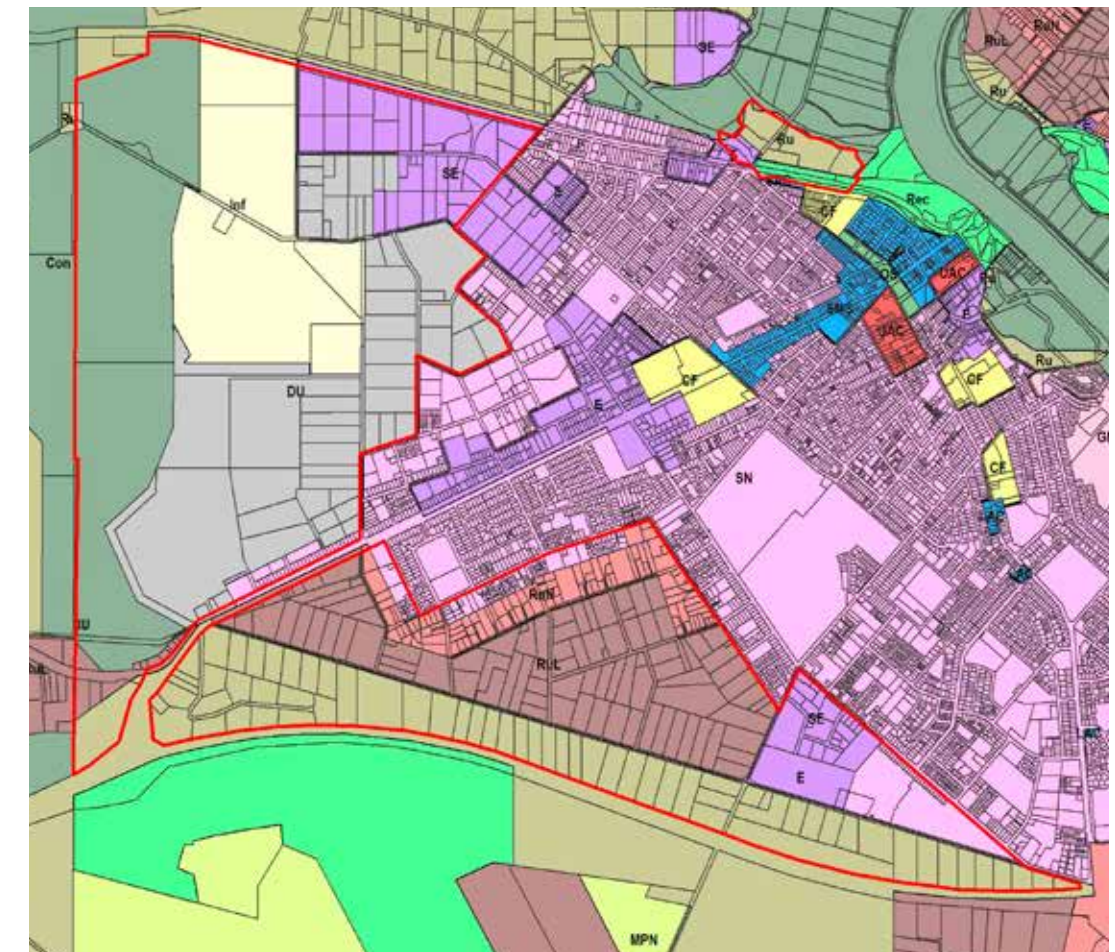
Area 3

_River Murray Fringe Zone is replaced with the Rural Zone. The Zone limits further land division, but does provide for a single dwelling on existing allotments, as well as some greater flexibility for tourism and other complementary land uses to primary production.

_Regional Town Centre covering the rail corridor and silos has been transitioned to the Recreation Zone, once again a substantial change in policy.



Previous Development Plan Zoning



Current Planning and Design Code Zoning



5. Updated Land Demand + Supply Analysis

Residential Population Growth Forecast

Population forecasting undertaken for the 2015 Study arrived at an average annual growth rate of 1.63% as the basis for forecasting housing, and therefore land needs for Murray Bridge.

This rate was much lower than that identified by the then 30 Year Plan for Greater Adelaide and the Murray Bridge Structure Plan, both of which were aspirational.

Since the 2015 Study was undertaken there has been updated census data and series of State population projections prepared, based on a more modest forecast of growth. It is therefore appropriate to update the study area's projected population growth target.

An analysis of the latest forecast projections from a range of sources has been undertaken, with an average annual population growth rate ranging from 1.09% through to 1.8 (as summarised in the table below)

	2015 Study	idcommunity	ABS	Plan SA	CIM (URPS)	CIM (SMEC) (Low)	CIM (SMEC) (Medium)	CIM (SMEC) (High)
Ave. Annual Population Growth Rate (%)	1.63	1.37	1.7	1.09	1.65	1.25	1.5	1.8

These discrepancies are due to a number of factors, including:

- Different regional boundaries for the analysis (either Region, LGA or part LGA)
- Different low, medium and high scenario assumptions

The Plan SA projections for the LGA are low when compared to other analysis. This is reinforced by an analysis actual township growth (SA2) from the ABS Estimated Resident Population figures for the last 10 years which indicate an average annual growth rate of 1.7%.

Typically, for population forecasting, the medium growth rate assumptions are utilised, which, for the recent CIM Study undertaken by SMEC would equate to 1.5%. While this is slightly lower than

that of the 2015 Study, and that forecast by URPS for their study, this was determined to be an appropriate rate for forecasting.

This figure was tested with Council's staff and agreed at the staff workshop.

Covid Implications

The ABS have considered the potential implications of population growth, particularly to regional areas, based on recent data.

The forecasts indicate that the increased growth rate over the last two years as a result of positive net interstate migration will return to previous negative growth levels in 2022/23, once lockdown restrictions and lifestyle implications of Covid begin to normalise.

As such, over the longer forecasting term (to 2041) the current short-term increase in population growth to the State (and regional areas) is not considered to have a significant influence in average growth to the population.

Summary

The following key population numbers have been used for this study.

2020 Estimated Resident Population (SA2)	19,414
Ave. Annual Growth Rate	1.5%
Additional People to 2041	7,128



Housing Demand and Supply

From the 2016 Census, the average household size for Murray Bridge is 2.3, resulting in the following housing stock requirements (based on identified population forecast):

_An **additional 3,099 houses** built from 2020 to 2041

_A **15-year rolling supply of 2,214 dwellings**

Based on the 15 year rolling supply, and at the typical household size, an average of **148 dwellings per year** would need to be developed to accommodate the forecast growth in population.

PlanSA, in their 2021 Land Supply Report for Greater Adelaide (Greenfield) has identified an average annual dwelling supply rate of 130 dwellings per year over the last 10 years, with approximately 84% of these established within the township itself.

While this actual rate is marginally lower than the forecast, there has been

anecdotal evidence from employers and agents to suggest that there is a shortage of housing supply within the township. This has arisen from employers seeking to attract workers to the township.

Recent sales have shown strong growth in sales, with a large proportion of Stages for new land releases selling quickly (e.g. Newbridge).



Land Supply

The Land Supply Report for Greater Adelaide - Greenfield (PlanSA 2021) indicates that there is:

_49 hectares of development ready land (i.e. land zoned and under land division) within Murray Bridge, providing potentially 496 allotments

_543 hectares of residentially zoned but undeveloped land within the Murray Bridge providing up to 5,487 allotments

_441 hectares of future urban growth area land (i.e. deferred urban zoned land) able to accommodate up to 4,429 allotments) within Murray Bridge. This land includes Area 1, Area 2, Gifford Hill, the rural Living Zone across the river (North East of the township) and Monarto

Current yields for residential land divisions within broadhectare development are achieving 10.5 dwellings per hectare. This is considered appropriate in the context of the community's desire to maintain a rural

town setting (as reflected in Council's Community Plan) and avoid small allotments and a more suburban setting.

Assuming the existing yields for residential development continue to be achieved there would need to be **210.9 hectares of residential broadhectare land** in order to provide for the 15-year supply of dwellings (2,214 dwellings)

Based purely on these numbers, there is sufficiently zoned land to provide for the anticipated population growth over the rolling 15 year supply (and in fact to the 2041 forecast growth period). This has not changed since the 2015 study.

However, like in 2015, a significant proportion (83%) of Murray Bridge's Zoned land is owned by Companies or associations (with the vast bulk with this with one developer). on this basis, the rationale for ensuring suitable supply through multiple development fronts remains applicable.

While it is noted that Hindmarsh Estate is another market player in this space, the allotment supply for this location



is limited to only 120 allotments (20 of which are already developed / sold).

The remainder of the zoned land is retained mostly in private ownership, and there has been little interest shown from land owners to develop the land, notwithstanding that a few have undertaken land divisions since 2015.

On this basis, there remains rationale for opening up further development fronts for Murray Bridge, particularly where land owners have shown interest in selling or subdividing their land.

Of note, the potential future planned growth areas has been reduced substantially since the 2015 Study, associated with the removal of a large portion of land from Area 2 as a result of the Conservation Zone replacement of the Deferred Urban Zone.

It should also be noted that a portion of the current Deferred Urban Zoned land falls within the EFPA area, and is not available for subdivision until the EFPA is changed into the future. This is only likely to occur once there is a clear

demonstrated need for additional zoned growth area land.

Employment Land Growth and Supply

The 2015 Study referenced the 2010 30-Year Plan target of 9,000 additional jobs based on a higher population projection. This equated to 134 hectares of employment land in the Adelaide Hills and Murray Bridge region for the next 30 years, with the 15 year supply being 81 hectares (average of 5.4 hectares per year). This is equivalent to 5% of the forecast 100-110 hectares per year for the Greater Adelaide Region.

These targets have not been retained within contemporary strategic documents.

The Land Supply Report for Greater Adelaide - Part 3 Employment Land (LSR Report) highlights that the Rural City of Murray Bridge has 73 hectares of Vacant Land for employment activities, which is 3.8% of the total available vacant land for employment.

The LSR Report confirms that only 18 hectares of employment land was consumed in the Adelaide Hills region from 2008-2018, which is significantly less than predicted.

The LSR Report also identified a state-wide average annual rate of employment land consumption of 67 hectares between 2008-2018, almost half of the rate for the previous 10 years.

The 2015 Study concluded that the Adelaide Hills and Murray Bridge region would have enough land to support the 15 year growth target. Based on the reduced growth rates identified, this is likely to remain the case, given the large extent of zoned land which remains vacant.

In addition to this, is the fact that there is likely to be additional zoned land available to the market as part of the take up of the Thomas Foods site upon its relocation. This land is appropriately zoned to support a wide range of industrial activities, with good access to transport and other infrastructure.



6. Opportunities + Constraints Review

Area 1 & 2

Opportunities

The 2015 Study highlighted several opportunities for Areas 1 and 2, all of which remain applicable to the Study areas today. As a recap, these include:

- _Contiguity with the established urban areas of the township, which provides convenient access to open space, job opportunities, connections to vital services and the ability to connect to, and extent existing infrastructure.
- _Relatively flat land forms provide ease for redevelopment, noting some clear drainage lines exist, and a slight elevation to the west of area 2.
- _The ability to tap into existing detention basins within Area 1 and connection to the storage basin on the other side of the freeway.
- _There is an existing road network which provides for a permeable new development, with potential for increased connections and ability for multiple "starting points" for new

estates. Importantly, the existing network has capacity to support additional growth, although upgrades will be needed to get them to appropriate residential standards.

- _The large land parcels within Area 2 provide and opportunity for accommodating a Reception to Year 12 School, as identified within the Community Infrastructure Model by URPS. Potentially a school of this nature may require a large site (in the order of 12 - 15 hectares - based on the recent Aldinga Parinya College site).

Constraints

The constraints identified within the 2015 Study mostly continue to apply and are identified as follows:

- _The Boral Quarry continues to operate and the evaluation distance buffers for residential development continue to apply and cover a small portion of the future residential growth area within Area 2. The actual potential impacts are likely to be reduced as a result of the landforms between the quarry and potential sensitive receivers.

- _The expansion of Mobilong Prison is yet to be provided with further clarity, and is likely to be some time away. Whether this is, or the extent to which this is a constraint remains to be seen. However, the zoning for the facility remains in place.

- _The SEAGas pipeline continues to run through the two areas along Bremer Road and Agricultural Drive. Barriers remain on the type and densities of development envisaged within proximity to the pipeline, along with design guidelines which seek minimisation of crossing points. The infrastructure, and these limitations are now recognised through an Overlay within the Planning and Design Code.

- _The desire for a visual buffer between the South Eastern Freeway and the urban settlement of Murray Bridge remains a constraint for the southern edge of Area 1 (south of Old Swanport Road). This is also now reinforced through the Significant Landscape Protection Overlay which applies to this area and intends to conserve natural and rural character and scenic and cultural qualities of significant landscape.

- _Fragmented land ownership is still a constraint in creating a significant and well programmed development in either Area 1 or 2. However, there are a number of land parcels that are owned by common entities, opening up some opportunities for a consolidated land area with which to commence a master planned residential development.

- _The bypass of a Heavy Vehicle Route remains unresolved, and is now a constraint in the proper planning of opportunities within the growth area, taking into account improved amenity.

A new Constraint is the application of the EFPA over Area 2, and significantly reducing the extent of area available for future urban growth (at least in the short term). This also creates an issue of how to manage this land, which would potentially sit between urban growth areas and the Conservation Zone.

One constraint previously identified as no longer applicable, being, the vegetation associated within the Whites Hill escarpment. This land is now within the Conservation Zone (and EFPA area).



Area 3

Opportunities

The land form assets of this location continue to be opportunities for attracting potential development in this location. These include:

- _Proximity to the town centre
- _Elevated position and vistas afforded by this location

Previous ideas from land owners identified the potential for tourism development in this location. The new Rural zoning applying to this location provides flexibility to accommodate such activities. Uses such as shops, wineries, distilleries and restaurants could potentially be developed based on the new zoning in place.

Council has received a Federal Government grant to paint the Viterra Silos with a regionally inspired mural. This will potentially increase visitors to the area, further supporting tourism development opportunities.

The relocation of the Thomas Foods Abattoir is a potential removal of a constraint to an opportunity, although it is noted that there is no clarity yet from Thomas Foods if all licensed operations from this facility will be vacated from the site. The likelihood of an improve amenity through reduced odour events over the land is likely to be an opportunity.

Constraints

Area 3 faced a number of significant constraints in 2015, due to:

- _The slope of the land
- _The lack of easy access, being only a single crossing point over the rail line which is likely to remain an important piece of infrastructure into the future
- _Proximity to the operating silos, which creates significant amenity issues
- _Lack of infrastructure, particularly sewer connection
- _The land forming part of the Aboriginal Heritage Agreement with the Ngarrindjeri People.

These have been exacerbated by the application of the EFPA to Area 3, effectively ruling out any potential opportunities for land division for additional residential allotments.

Whilst Council has requested that this area be removed from the EFPA, this still remains unresolved.



7. Structure Plan

The Structure Plan is a high level concept of how future development should occur, reflective of land use distributions, key connections (road and active transport), open space locations and infrastructure upgrades.

The key structural elements from the 2015 Study have been largely retained, and added to, including:

- _The need to accommodate the future Prison facility and potential expansion
- _The desire to retain and consolidate the existing Employment land areas along Maurice Road and Hindmarsh / Brinkley Road
- _The need to ensure growth areas align to the EFPA boundary, particularly where residential development is sought.
- _The desire to buffer the urban extent of the township from the South-eastern Freeway
- _Adopting the sandwiched location of Deferred Urban land to Employment lands, to reduce future conflicts and reduced amenity.

Density Style and Character

The community's desire for a more spacious and open character remains an important element of the Structure Plan. The residential areas should retain an average lot size of 700sqm and be predominantly detached housing.

Variety in housing choice should be provided in focussed locations, such as adjacent to the large open spaces, or adjacent to the identified activity centres.

Open Space Corridors

Open space corridors are recommended along existing drainage lines and infrastructure connected to the Stormwater Management and Reuse Scheme. The corridors provide potential active transport connections to Whites Hill, the River, Newbridge and Gifford Hill. The corridors also provide separation from the prison precinct, and also act as contribution to achieving the Green canopy targets set by the 30 Year Plan.

Activity Centres

Indicative locations for activity centres have been retained at the key junctions, being the likely attractive locations for operators. It remains that these activity centres would support the day-to-day and weekly needs of the growth area populations and not undermine the primary of the existing town centre.

Road Connections

Additional road connections remain suggested to create a more permeable road network where this is not present.

Area 3

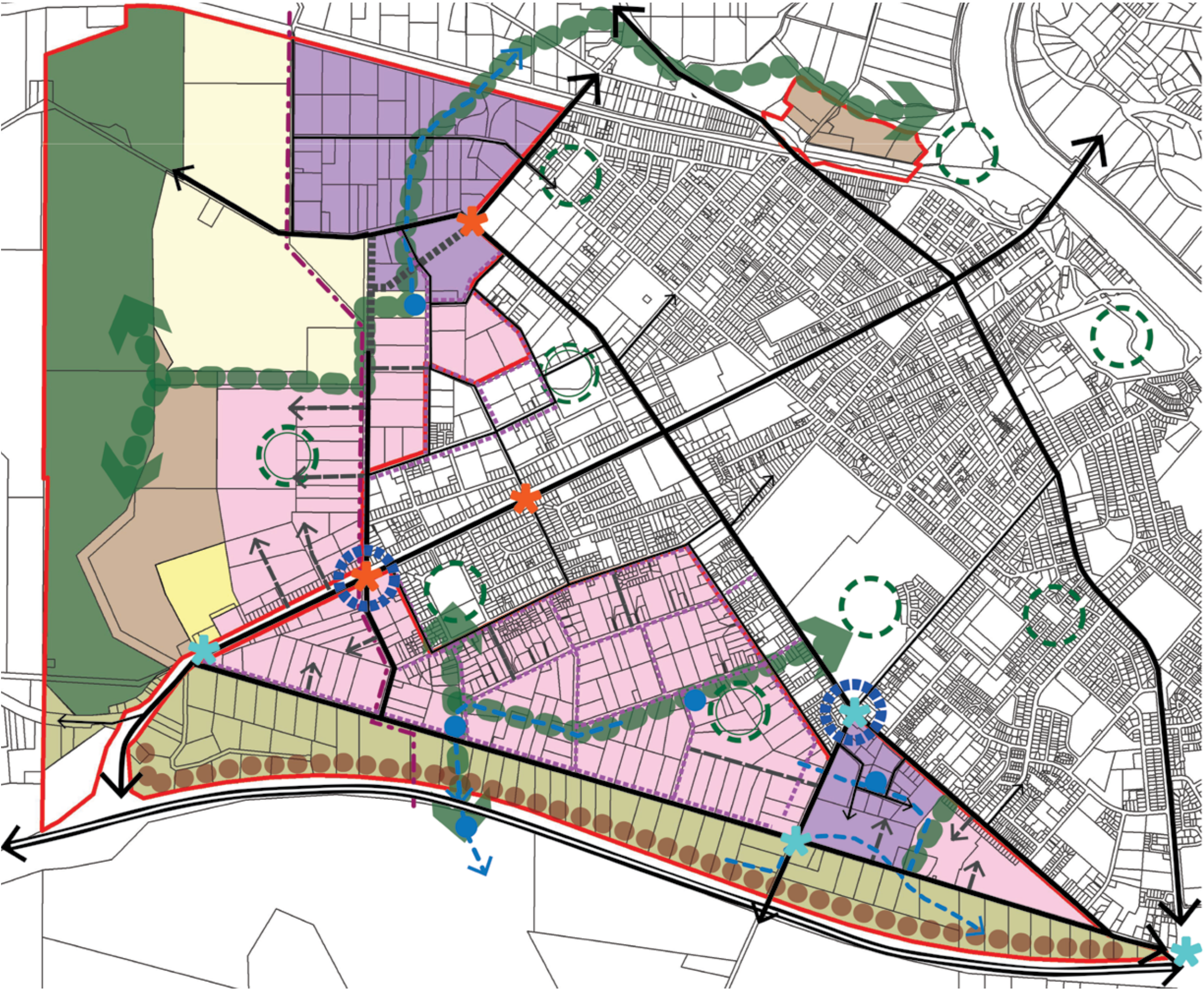
Given the added constraints affecting the already challenging land forms in Area 3, there is little alternative options available until greater clarity on the status of the EFPA review is achieved.

The existing zoning would support small scale tourism activities in this location and therefore does not need to be changed for this purpose.

Area 3 provides no real growth benefit for the township, and the resolution of future zoning remains complex.

Given that the Area's inclusion in 2015 was land owner driven, and that the new Planning System allows land owners to pursue changes to zoning, it is recommended that Council allow the landowners to pursue this instead.

Murray Bridge Residential Growth Areas Review Structure Plan



Legend

- Residential Growth Area
- Employment Lands existing & growth
- Infrastructure (Prison + Expansion, Cemetery)
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8. Infrastructure Delivery Recommendations

An assessment of previous infrastructure capacities and upgrades has been undertaken by Sproutt. The updated Structure Plans for each area have been taken into account, and commentary on changes, if any, to previous capacities (in consultation with utilities) or required infrastructure have been made.

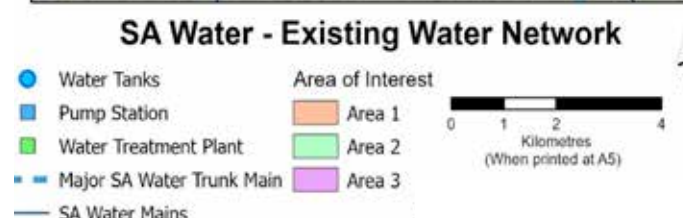
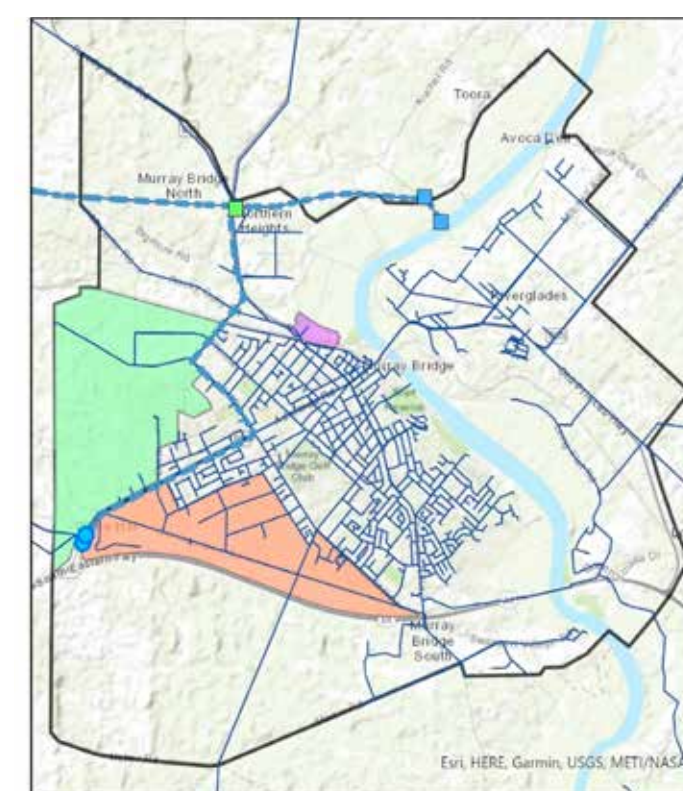
An update of additional infrastructure delivery mechanisms put in place since the 2015 report has also been undertaken.

Water

There has been recent upgrades to the area's water network, including:

- _2018 - new water main between Mulgundawah Road and Joyce Street
- _2019 - Upgrades to the main pipe which provides drinking water to Murray Bridge
- _2019 - new pipes along sections of Verdun Road and Edwards Street.
- _From 2021 - Installation of around 8,000 metres of new water main under Brinkley Road

As per 2015 Study, it is recommended that an additional storage at Whites Hill may be needed to cater for the residential growth areas.



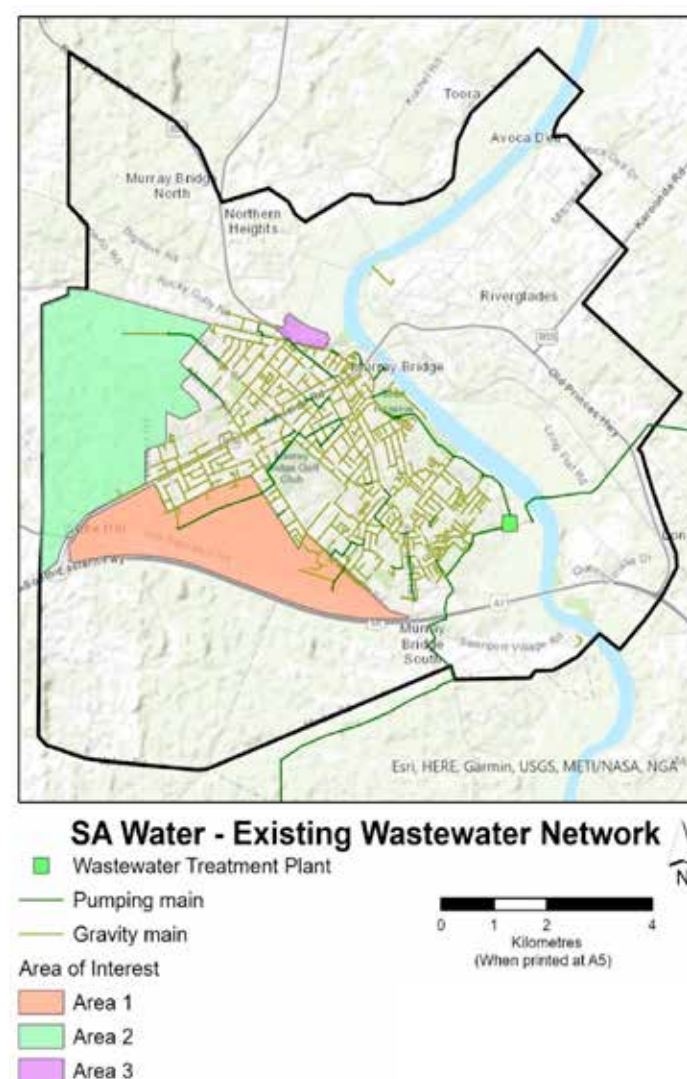


Wastewater

A new wastewater treatment plant was installed in 2018-2020, including 18km of new underground pipe to connect the plant to the existing sewerage network.

The new plant treats an additional two million litres of sewage a day and incorporates odour control facilities and enhanced treatment processes.

The wastewater pump station on Jervois Road in Murray Bridge was installed in 2020. Around 420 ground-mounted solar panels contribute to powering the plant, and it incorporates an odour control unit as well as an advanced biological treatment process to help break down sewage into sludge in a more compact and efficient way.



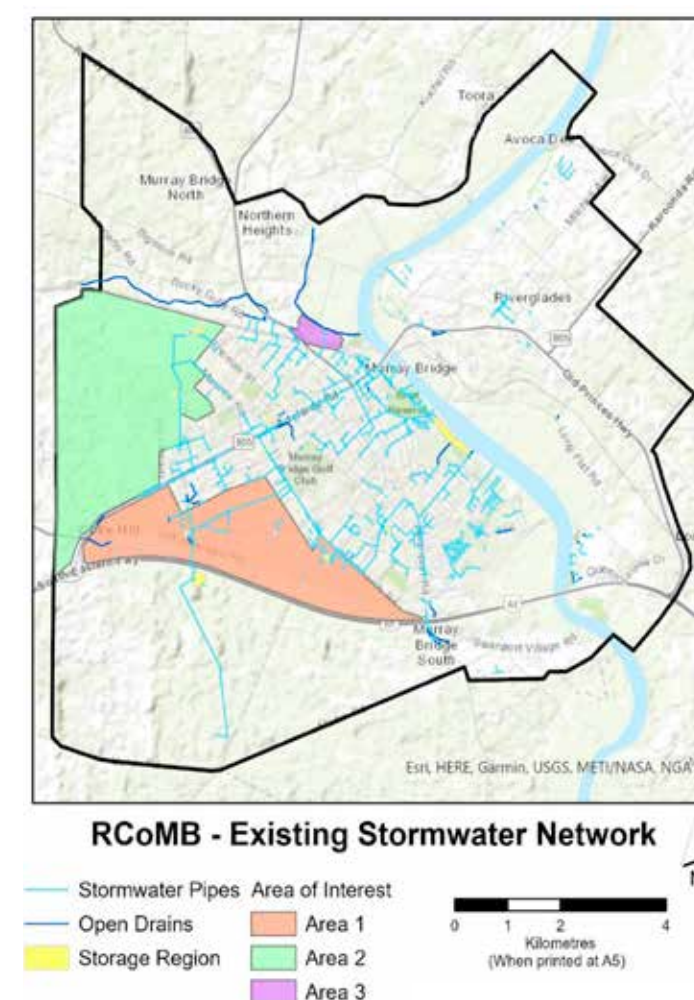
Stormwater

Murray Bridge has variable stormwater capacity with the town being subject to seasonal localised flooding events.

The Southfront stormwater review (2013) details much of what has been recommended for this network in terms of new pipes and stormwater basins to better manage stormwater.

Much of this 2013 report is still valid to the ongoing development and growth of Murray Bridge.

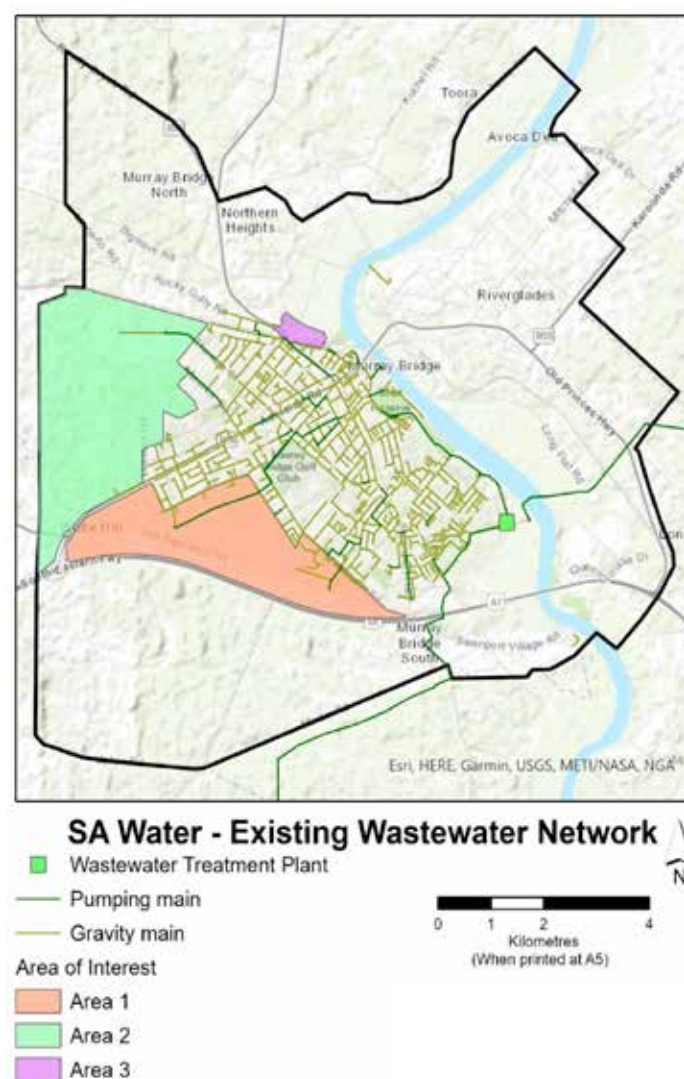
Since 2015, the stormwater management and reuse scheme has installed a distribution pipeline along the golf courses' south-eastern boundary and a 10m deep submersible pump at Gifford Hill. This enables harvested stormwater to be pumped from the lagoon to the Old Swanport Road site for treatment and distribution. The duplication of Gifford Hill lagoon is under consideration at present and could aid in the management of future stormwater capacities arising from the growth areas.



Pipes along Maurice Road and Adelaide Road have also been installed along with a submersible pump at the Rural Wetland.

The stormwater works previously identified to manage the proposed growth areas in 2015 remains largely unchanged:

- _Area 1 west of Brinkley Road – new drainage infrastructure directed into the existing system which is to be upgraded to convey the additional flow to the existing basin and the intersection of Rural Avenue and Old Swan Port Road.
- _Hindmarsh Estate - basins are still planned as the residential development is built (these are reflected in the Concept Plan in the Code for this area).
- _Area 2 requires no augmentation works with new drainage infrastructure to flow towards the basin on Greenlands Drive.
- _All future basin upgrades or new basins will be undertaken and paid for by developers.



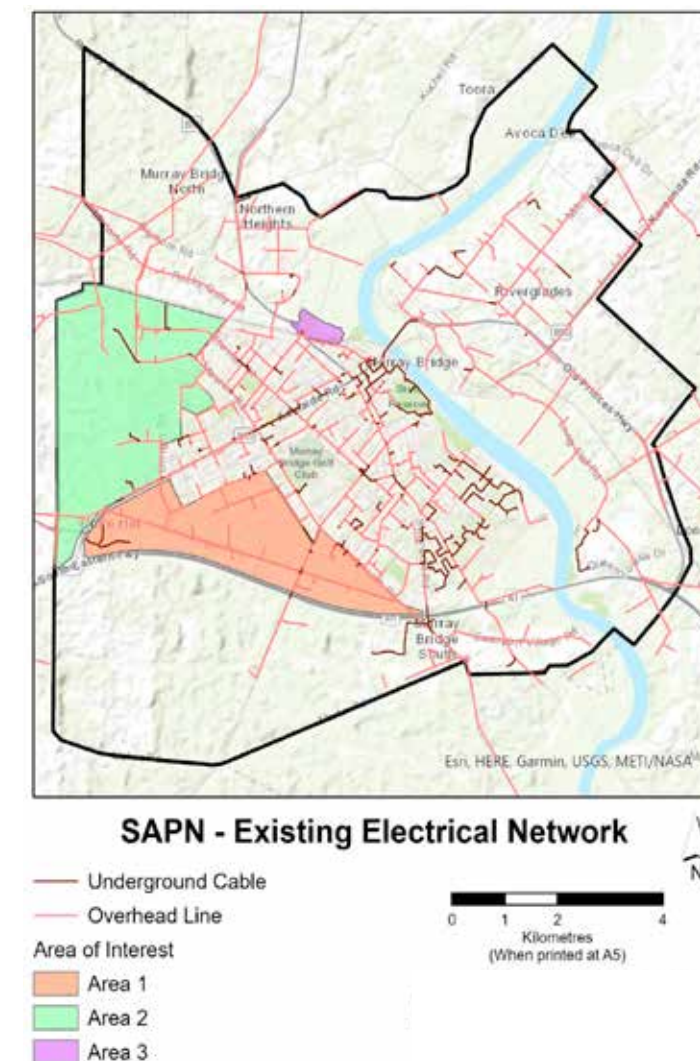
Electricity

There are currently two substations, located at Murray Bridge North and Murray Bridge South. The town is supplied from SA Power Networks' distribution system via 33kV sub-transmission lines and 11kV primary distribution feeders.

SAPN currently do not have any plans to construct new 33kV sub-transmission lines or zone substations.

All future augmentation would need to be met by future developers.

SAPN confirmed there is 12.79MVA spare capacity (N) in 2021/22 at the Murray Bridge North Substation and 12.31MVA spare capacity (N) in 2021/22 at the Murray Bridge South Substation. Thus, there is sufficient capacity within the network to absorb any future demand. However, any high energy usage development (e.g. large scale or intensive industry) will have to be raised by the developer directly to SAPN.



Roads and Active Transport Network

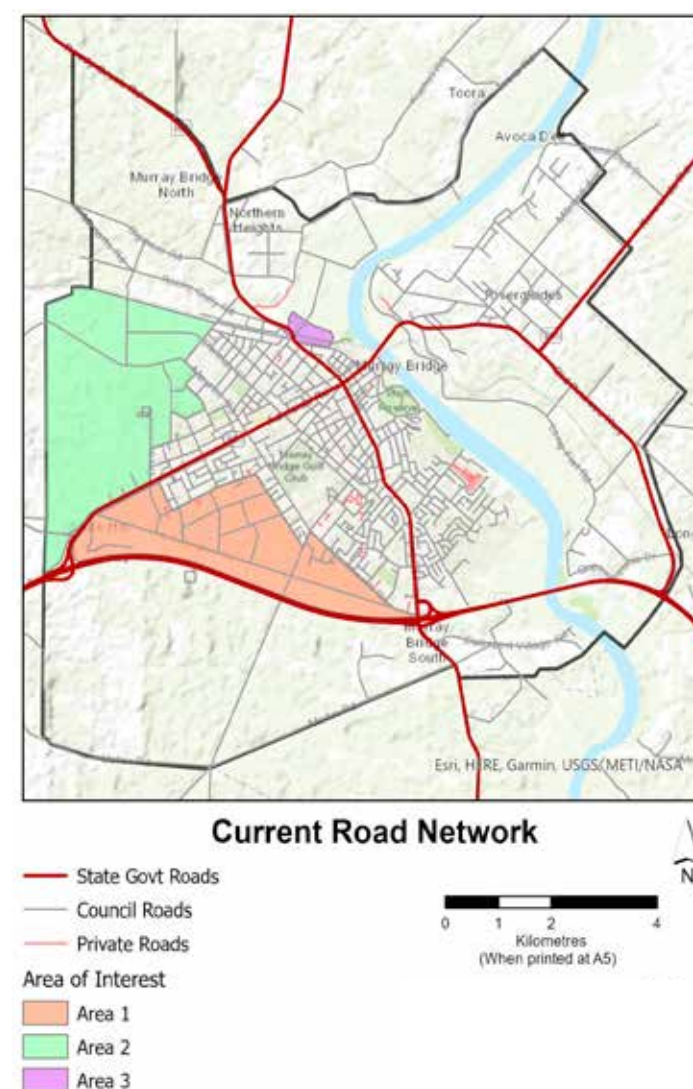
The three identified sites are bound by DIT Arterial roads, a Council Arterial road and local roads. The DIT Arterial Roads include the South Eastern Freeway, Adelaide Road and Mannum Road. The Council Arterial road is the Old Swanport Road.

SMEC's CIM Assessment (2021) was based on a high growth rate of 1.8% and found the current network capable of supplying this increased demand.

However the following upgrades were identified (as per 2015 Study) :

- _Mannum Road
- _The Brinkley / Hindmarsh / Mulgundawah / Maurice junction
- _Adelaide Road & Swanport Road junction

Since the 2015 Study, the following walking and cycling projects have been completed:



- _Hindmarsh Rd Shared path is 80% complete and is scheduled to be complete by the end of the current financial year 2021/2022



- _Swanport Rd Shared path is complete between Owl Drive and the freeway on/off ramp (Northern side of the freeway)
- _Adelaide Rd Shared path is complete from Zerna Avenue to Maurice Road.

Telecommunications

There have been no major upgrades to the telecommunications network. The current network capacity is for a population of 30,000. Which is less than the forecasted 2041 population. Therefore, there are no forecast infrastructure requirements for telecommunications.

Gas

There is sufficient capacity in the existing network to accommodate residential and small industrial and commercial consumers for the foreseeable future. However, proposed large industrial consumers (within the Strategic Employment Zones) would need to be assessed on a case-by-case basis to determine whether the existing systems have sufficient capacity to accommodate large demands.

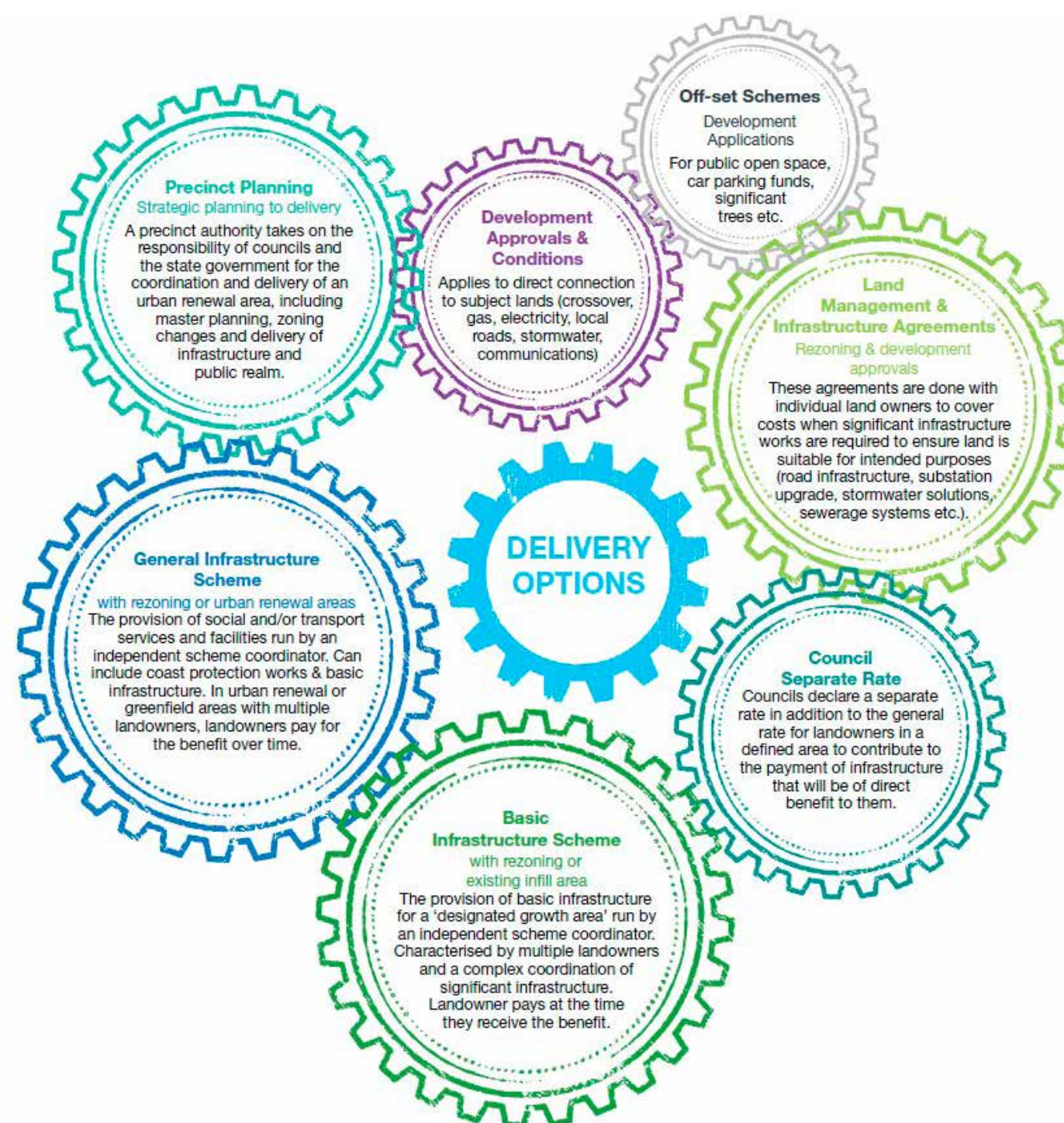


Infrastructure Delivery Mechanisms

A number of Infrastructure delivery and cost recovery mechanisms were explored in 2015 (and shown in the following figure). These options remain available for Council to pursue, however the new Planning, Development and Infrastructure Act, 2016 and associated regulations have opened up two additional options which may be worthy of pursuing for the residential growth areas.

These schemes provide potential solutions for the challenges of coordinating and equitably sharing the costs of infrastructure across multiple land owners and developers within an area, such as those within Areas 1 and 2 within the Study Area.

For this reason they provide an advantage over the Deed of Agreement and Land Management Agreement Mechanisms previously available and more traditionally used by developers and Councils, and can potentially 'speed up' developments coming forward.



Source: Department of Planning, Transport and Infrastructure, 2018

Basic Infrastructure Scheme

This scheme is intended to cover the basic and essential infrastructure required for new urban growth areas, including:

- _Roads, bridges and culverts
- _Stormwater management infrastructure
- _Embankments, wells, channels, drains and earthworks associated with infrastructure
- _Communications
- _Electrical
- _Gas

The scheme provides a one-off charge, placed on the land that is payable at the time the benefit is realised (i.e. when the specific land owner developed the land.

The charge is determined based on the equitable distribution of costs across the different parties within the designated growth area that is subject to the scheme.



The advantages of this scheme for Murray Bridge are:

_It is prepared concurrently with the rezoning (Code Amendment) process, and provides a higher level of certainty to the Minister that infrastructure arrangements are in place in support of the zoning

_It provides certainty to landowners and developers about redeveloping their land and the infrastructure being provided for

_It more equitably distributes the cost of infrastructure across those who will benefit, meaning that developments may occur more readily when major constraints were the costs of enabling infrastructure from which future landowners and developers benefit

_This scheme does not require all landowners to agree and therefore does not prevent the scheme or rezoning from occurring, pending agreement from all parties (and the landowner does not need to pay until the development is undertaken)

_The scheme is managed by an independent scheme coordinator (not Council).

Notwithstanding the benefits, the schemes do have some challenges for Council, notably that there is a need for extensive investigations to be done upfront.

This is to understand the infrastructure needs and costings to determine the charge distribution across the benefit parties. This is likely to fall to Council as coordinator of any rezoning.

The Rezoning investigations are likely to need to include a degree of investigations confirming suitability of infrastructure, augmentation needs in any event. However, the investigations required for the scheme would need to be more detailed.

The scheme process is extensive for establishment, and new, and as such developers who maybe wanting to progress decisions and rezoning sooner, may want to opt for established mechanisms. However, this is not necessarily the case for Murray Bridge.

General Infrastructure Scheme

This scheme is intended to cover the basic and essential infrastructure covered by the Basic Infrastructure Scheme, as well as 'prescribed infrastructure' which covers:

_Health, education and community facilities

_Police, justice and emergency services facilities

_Public transport

Like the Basic Infrastructure Scheme, the land owner / developer only makes payment when the benefit is realised (i.e. land is developed).

However, for prescribed infrastructure, there is a requirement for all landowners within the designated area to agree to the contribution amount, which is likely to be a significant complication for Murray Bridge, where there are multiple landowners.

Council will need to make contributions to the scheme as specified by the Minister, but can reimburse themselves through a charge on rateable land in

the contribution area (similar to options available through the Local Government Act).

A key benefit of this scheme in addition to those that apply to the Basic Infrastructure Scheme is its ability to include social infrastructure. This is of relevance to Murray Bridge where a potential school is able to be accommodated within the growth area (in lieu of Gifford Hill).

Challenges to making this scheme attractive to parties is the need to gain all landowner support to the prescribed infrastructure, and this will likely cause potentially significant delays.

Process for Establishing a Scheme

The process for establishing a scheme is set out within the Legislation, and is summarised the following key steps:

Step 1 Scoping the Infrastructure Costs and desired Scheme:

_This will involve detailed investigations on the infrastructure needs for the designated growth area (which can be determined from a master plan.



- _Extensive engagement with land owners within the designated growth area, agencies and service utilities is needed to agree scope and design requirements for infrastructure.
- _Council should establish a stakeholder liaison group to assist with the engagement processes.
- _Costings of proposed infrastructure for designated area need to be prepared.
- _Confirm preferred scheme.
- _Prepare a Scheme proposal for lodgement to the Minister (templates are available from the SA Planning Portal)

Step 2 Minister Initiates Scheme:

- _A detailed infrastructure master plan further resolves issues such as staging, proposed funding arrangements (including from external and other government sources), transfer of to be transferred when scheme is complete.
- _Minister consults with land owners within the designated growth area
- _Scheme published in Gazette

Step 3 Scheme Coordinator prepares the scheme:

- _A Scheme Coordinator is appointed by the Attorney General's Department CEO. This can be an individual or a committee.
- _Scheme coordinator prepares the scheme including:
 - _Scoped and costed proposals, including infrastructure standards and requirements to ensure fit for purpose and not gold plating
 - _Work program
 - _Funding agreement
 - _A Report for the Minister
- _Scheme coordinator consults in accordance with the Community Engagement Charter
- _Revisions to the Scheme (including infrastructure standards, costings and charges) are undertaken in response to the engagement feedback

Step 4 Minister and Governor Approval:

- _Minister either approves Scheme, amends scheme or decides not to proceed with confirmation of the scheme published in Government Gazette.

Council's role

Which scheme is utilised by Council moving forward will be dependant on the nature of the infrastructure required and the scale of the areas being covered. Within the Stage 1 Areas identified within the Structure Plan, it is likely that a Basic Infrastructure Scheme would be sufficient to deliver the infrastructure requirements for these locations.

Additional investigations would need to be undertaken as part of the Code Amendment Process to better define infrastructure needs and associated costs (in accordance with the extent of area agreed to be rezoned).

Further engagement with land owners / developers is also needed to explain and gauge the acceptance for this process (noting that agreement is not a requirement of the scheme, but likely to be needed to be explored in the first steps of establishing a scheme).

There remains a strong role for Council to lead the delivery process for the growth areas and essentially act as a 'concierge' for land owners and potential developers. This will ensure that development occurs in a coordinated and staged manner, and further supports any policy put in place through the Code Amendment.



9. Planning + Design Code Recommendations

A review of the Planning and Design Code's suite of Zones was conducted to determine the most appropriate Zones that should be applied to the proposed growth areas.

An assessment was also done of whether any overlays should be added too, or removed from the study areas.

Residential Areas

Master Planned Neighbourhood Zone

- _Supply a new or expanding community with diverse housing choice and services, facilities and amenities.
- _Allows for medium to high densities which is not necessarily reflective of the desired character for the growth areas.
- _ Allows for over three storeys in specific areas and three storeys more broadly which is once again not consistent with the character envisaged in the growth areas.
- _Supports the adoption of Building Envelope Plans.
- _Better fits metropolitan contexts.
- _Not recommended for inclusion at Murray Bridge.

Master Planned Township Zone

- _Supply a range of housing, facility and service needs for an expanding township.
- _ Development complements existing character.

- _Low-density development up to 2-storeys.
- _Higher (medium) densities only supported near amenities.
- _Policies cater for dwellings not connected to sewerage.
- _Supports the adoption of Building Envelope Plans.
- _Policy support for Rural interfaces and integration with established township character.
- _Includes reference to Structure Plan Map.

Township Neighbourhood Zone

- _Supplies a range of housing types that enhance a townships streetscapes
- _Small commercial facilities, recreational areas and dwellings.
- _Inhibits dwelling site coverage and reduces attached businesses floor spaces.
- _This zone does not reflect the township of Murray Bridge or the Rural City of Murray Bridge's aspirations and better suited to smaller township context.

- _Not recommended for inclusion at Murray Bridge.

General Neighbourhood Zone

- _Low-rise, low to medium density living, although some of the densities allowed are not consistent with the Murray Bridge character.
- _Incorporates a range of services and amenities to cater for a diverse community.
- _Little in the way of guidance to incorporate an area's character (no TNVs for setbacks etc. or reference to considering existing character context).
- _Possible locations: Specific locations in Areas 1 and 2 - where medium density is desired (and can be defined by a boundary)

Neighbourhood Zone

- _Houses, services and community facilities to support the needs of a community
- _Developments complements existing character.
- _Policies to create spacious lots and cater for allotments without sewerage



connection, with TNV controls allowing for suitable densities.

_This zone speaks to Murray Bridge's township and desired community character.

_Possible locations: Areas 1 and 2

Rural Living Zone

_This zone intends for a spacious and secluded residential lifestyle within semi-rural or semi-natural environments

_The zone's policies create large allotments and suitable frontages to reflect the openness of surrounding rural areas.

_Suited on the perimeter of townships, where large allotments are desired

_Act as an interface between residential areas to open areas.

_Possible locations: Area 1 - between Old Swanport Road and South Eastern Freeway

Tourism Development Zone

_Create and support tourism through the supply of accommodation, services and facilities

_Supports the Council's implemented initiatives including painting murals on Viterra's silos and rejuvenation of open spaces.

_Not affected by EFPA.

_Potential location: Potential alternative for Area 3.

Other Zones

Community Facilities Zone

_Range of community, educational, recreational and health care facilities.

_Allow for light industry.

_Caters for a range services, amenities and facilities recommended by URPS

_Proposed location: Area 2 (school site)

Infrastructure Zone

_Promote, maintain and expand infrastructure.

_Focus on service based infrastructure, e.g. electricity substation, telecommunications.

_The zone does not place restrictions on types of development, which could result in EPA buffers being imposed, impacting on future growth areas.

_Location: possible retention in Area 2, or alternatively replaced with Community Facilities Zone.

Employment Zone

_Supply a diverse range of low-impact light industry and commercial activities

_Complement the surrounding areas streetscape and existing services, through landscaping and design

_Proposed locations: Area 1 and 2 employment lands areas, specifically at the interface with residential growth areas.

Strategic Employment Zone

_Allows more intense industry to generate wealth and employment for the state, including general industry, warehouses and service trade premises.

_Limits development types adjacent to residential areas.

_Desired land uses could impose buffers on future residential growth areas.

_Proposed locations: Existing locations in Area 1 and 2.



Summary

The desktop analysis reviewed employment, residential, commercial, tourism and master planned zones, and imposed overlays. The following recommendations for each study area's zone layout, as well as any general policy changes are outlined on this page.

Residential Growth Areas - Masterplanned Township Zone

The residential growth areas need to reflect the intensity and character that not only ties in with established urban areas of the township, but reflects the rural town character sought by the community. This implies reduced densities and heights of buildings, and policies that allow for more contextual outcomes. This makes the more suburban and urban zones that support medium density development more broadly, and buildings greater than two storeys inappropriate.

The desire to support master planned outcomes where there is a fragmented ownership pattern is essential for these locations and the Masterplanned Township Zone achieves this better than the other Neighbourhood Zones.

The Structure Plan suggests an area as Stage 1, however, there may be scope for Council to further review the extent of this area as a result of the consultation process, with any future Code Amendment adopting the Masterplanned Township Zone more broadly.

Proposed School Site (Area 2) - Community Zone

Typically educational establishments can be readily accommodated within Neighbourhood type zones. However, given the school's location sits within the EFPA Area, this option is not available. The Community Zones reflects the desired land uses envisaged in this location and is the most appropriate alternative.

Freeway Interface - Rural Living Zone

The freeway interface area between Old Swanport Road and the South Eastern Freeway does not really reflect a Rural Zone, with little to no primary production activities taking place.

Instead, land uses and lot sizes reflect a Rural Living arrangement, and the 2015 recommendation should continue to be adopted by the adoption of the Rural Living Zone in this location. The Zone also provides better policy support for animal keeping than the current Rural Zone.

The Strategic Landscape Protection Overlay should continue to apply to this location.

The Rural Living zone allows for Concept Plans, which can incorporate targeted measures that the zone's policies would not allow, including a 100m vegetation buffer along the South Eastern Freeway.

Balance EFPA Area - Rural Zone

Given the limitations imposed by the EFPA, and the fact that this land parcel is already utilised for farming purposes, and is of a size that would potentially be a viable farming operation, the inclusion of a Rural Zone in this location is considered appropriate.

Other Zone Locations

All other Zone locations within the Study Area should be retained with the existing zones in place.



10. Stage 1 Code Amendment Areas

The extent of the structure planned areas for future residential development equates to approximately 368 hectares, which is excessive to be rezoned in its entirety. This was never previously intended to be done as part of the 2015 Study.

An analysis of the characteristics of the land, consideration of the Principles of Good Planning and engagement with the Planning and Land Use Services (AGD) and Council's Strategic Planning and Development Policy Committee were used to determine the preferred extent of Stage 1 areas the focus for a future Code Amendment.

Principles of Good Planning

Section 14 of the Planning, Development and Infrastructure Act, 2016 outlines a series of Principles to which decisions should be aligned to ensure good planning outcomes. These are used to Guide Strategic Planning Policies, Strategies and ultimately, the Planning and Design Code. The Principles relate to the following themes:

Urban renewal

- _preference given to accommodating expected future growth through the logical consolidation and redevelopment of existing urban areas
- _the encroachment of urban areas on areas of rural, landscape or environmental significance is to be avoided other than in exceptional circumstances
- _seek to make the best use of underlying or latent potential associated with land, buildings and infrastructure.

High-quality design

- _cities and towns planned and designed to be well-connected in ways that facilitate the safe, secure and effective movement of people within and through them

Activation and liveability

- _planning and design promotes mixed use neighbourhoods and buildings that support diverse economic and social activities
- _urban areas include a range of high quality housing options with an emphasis on living affordability
- _neighbourhoods and regions planned, designed and developed to support active and healthy lifestyles and to cater for a diverse range of cultural and social activities

Sustainability

- _cities and towns planned, designed and developed to be sustainable.

Investment facilitation

- _good planning outcomes facilitated by coordinated approaches that promote public and private investment towards common goals

Integrated delivery

- _policies coordinated to ensure the efficient and effective achievement of planning outcomes
- _planning, design and development should promote integrated transport connections and ensure equitable access to services and amenities
- _any upgrade of, or improvement to, infrastructure or public spaces or facilities coordinated with related development

The principles point to initial rezoning areas to be:

- _contiguous to established areas
- _able to be provided with connections to the existing communities
- _support access to mixture of services and facilities
- _support infrastructure delivery required through their extent and location.



Land Characteristics and other considerations

Given that there is no specific minimum land area required from a demand perspective for the growth areas, consideration was given to a broader range of matters that aimed to balance the desire to provide a range of development fronts for the township, whilst providing sufficient short to medium term land supply in the event of other existing zoned lands do not eventuate to the market. These considerations included

- _Equity in opportunities within both Areas 1 and 2
- _Locations where landowners have shown interest in rezoning for the sale / redevelopment of their land
- _Locations where multiple contiguous allotments are under the same ownership, thereby allowing for a consolidated and integrated development, and better opportunities for developers to establish a development.

Land characteristics were considered and shown to provide little constraints for potential redevelopment of parcels given that:

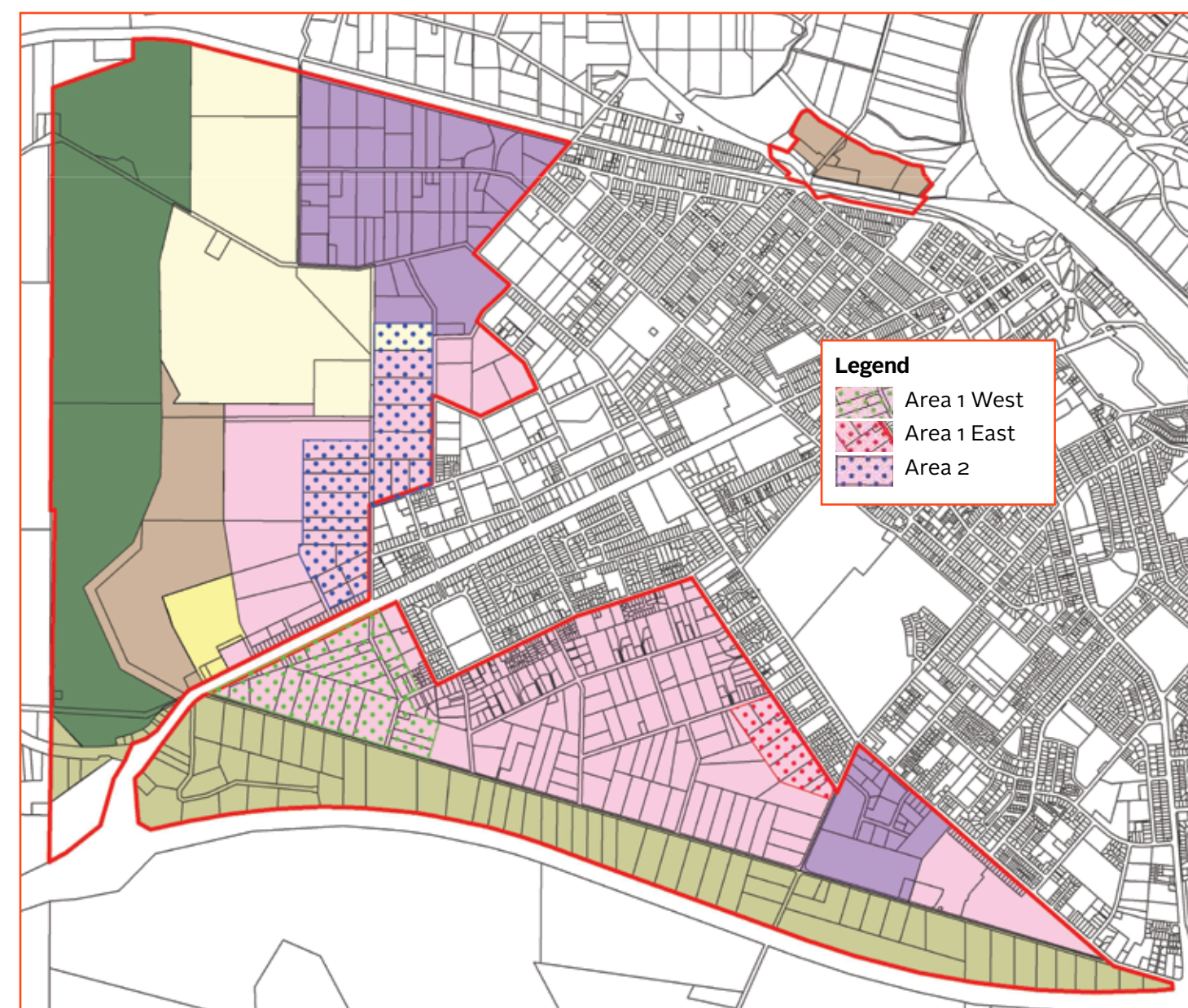
- _land uses have largely already moved away from horticultural activities in these locations, with many market garden activities abandoned
- _there was little identified vegetation of significance on the land parcels, noting that some scattered vegetation exists along the perimeter of some allotments, but is largely planted
- _the parcels have little to no primary production value, or environmental or visual significance

Suggested Stage 1 Areas

A Stage 1 Area of approximately 97.5 hectares has been suggested within three locations shown on the following pages.

- _Area 1 West
- _Area 1 East
- _Area 2

All three of these areas are recommended for inclusion in a Stage 1 Code Amendment.





Illustrative Master Plans

The following Illustrated Master Plans have been developed specifically to further support the investigations and discussions for a Code Amendment. The layouts, whilst indicative, provide an opportunity for representation through a Concept Plan Map that will be referenced by the Planning and Design Code. The Master Plans, along with the Concept Plan Map provide Council with an opportunity to facilitate future development outcomes with multiple land owners, program infrastructure upgrades and crystallise desired staging of development.

Area 1 West- Potential Stage 1 Rezoning



_38.5 hectares

- _New local activity centre will service growing community in this location
- _Opportunity for medium density housing focussed around centre and open space, provide alternative housing options and contribute to affordability
- _Integration of linear open space with stormwater management infrastructure.

Area 1 East- Potential Stage 1 Rezoning



_11.6 hectares

- _Strong connection to existing communities
- _Multiple parcels in common ownership
- _Size, format and access to existing infrastructure facilitates easier delivery (albeit with coordination still required to ensure linkages between parcels and to future growth further west)



Area 2 - Potential Stage 1 Rezoning

- _47.4 hectares
- _Focussed around locations where land owner support for rezoning exists and where multiple parcels are in common ownership.
- _Utilises the Bremer Road infrastructure and scale supports the intersection upgrade (along with Area 1 West)
- _Layout provides for future expansion to the west and east for future stages and rezoning.
- _Opportunities for medium density housing adjacent large reserve spaces and future local centre at Adelaide Road junction (Area 1 West).
- _Requires careful planning in design next to and across the SEA Gas pipeline (minimise road crossings and open space as buffer).

