



# Strategic Growth Framework

## Waterloo Corner and Bolivar Corridor

### Key Findings Summary

HOLMES DYER



# Acknowledgement of Country

The City of Salisbury acknowledges that we are on the traditional Country of the Kaurna people of the Adelaide Plains and pays respect to Elders past and present. We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kaurna people living today.



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# Background

## Strategic Alignment

The land west of Port Wakefield Road is increasingly becoming an area of interest for new economic growth, investment and development opportunities. The City of Salisbury recognised this growing interest in development while at the same time understanding that many existing landowners wish to continue with farming and horticultural activities.

The City of Salisbury City Plan 2035 identified the need for strategic planning of the area west of Port Wakefield Road. Strategic planning would help Council and landowners to understand the infrastructure needed to support future growth, market demand and staging.

The City of Salisbury engaged Holmes Dyer Pty Ltd to produce the Strategic Growth Framework - Waterloo Corner and Bolivar Corridor. Holmes Dyer, partnering with Greenhill Engineers and Cirqa Traffic Consultants, has prepared this Strategic Growth Framework. This framework covers land from the Little Para River to the Playford Council boundary, a total Study Area of approximately 950 hectares.

## Document Purpose

The purpose of this Framework is to:

- Present a consolidated and coordinated growth framework to inform future Council decisions. Future decisions will include infrastructure planning and funding and the sequence and management of Council or Land Owner rezonings (Council or Proponent led Code Amendments).
- Take a long-term 30-year perspective on development potential, set within a flexible framework. The framework has been designed to support the continuation of existing uses while capturing short-term development opportunities within an orderly development arrangement.
- The Strategic Growth Framework will provide direction to the State Government and the private sector regarding the type and timing of potential development within the Study Area in the short, medium and long term.
- Produce a framework that appreciates the regional context with a level of investigation and regional coordination to be used to inform the upcoming State Government's Regional Planning process directly.



- Promote and encourage economic growth and job creation for the City of Salisbury community.
  - Identify infrastructure funding and delivery mechanisms that will be required to support an intensification of development. Infrastructure planning also needs to ensure fair apportionment of costs between the landowners, developers, City of Salisbury, adjacent Councils and State Government.
  - This framework will influence the timing for rezoning initiatives to provide a coordinated and staged approach where the necessary infrastructure can be delivered to support the growth in a planned manner.
  - The recommendations in the Strategic Growth Framework are based on the best information and investigations available at the time of writing. However, many external factors will impact the market demand prediction and individual land owner intentions. Therefore, flexibility is built into the framework. This flexibility will enable Council to respond to changing market demand while ensuring individual site development decisions are coordinated within the overall structure of the Strategic Growth Framework.
- This document is a high level summary of the key findings, the full technical document with complete details of the investigations is available from the City of Salisbury.



# Market Overview & Land Supply

## Market Overview

Holmes Dyer prepared an employment land market overview to inform the Strategic Growth Framework. This research identified a strong upswing in demand for industrial and commercial land across Adelaide with a lack of market-ready industrial and commercial land supply.

Transport, storage and logistic facilities have been strong performers since the advent of COVID-19, albeit this growth was already emerging before the pandemic driven by online shopping.

Logistics facilities are suited to land close to high-quality transport linkages. The land within the Study Area is highly attractive for this purpose, with convenient access to the North-South Motorway and Port Wakefield Road.

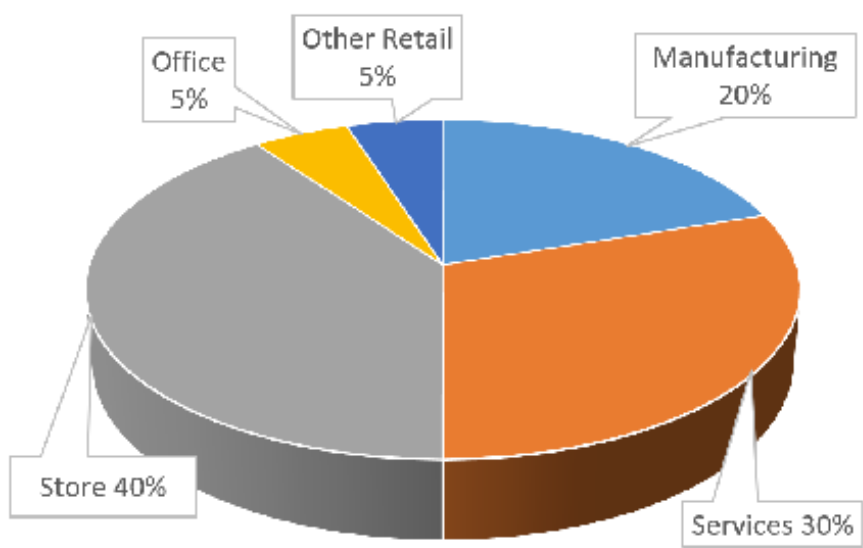
Other industry sectors, including Defence and related support activities, could represent an opportunity to promote a Defence cluster as part of the existing Federal Government investment in the northern part of the Study Area.



From this market analysis, Holmes Dyer estimates the potential annual demand for land could be 15 hectares per year. This demand level suggests 34 years of available land supply within the Study Area when roads, open space and new developments are removed.

Given this time frame, rezoning land within parts of the study area could be staged, with land continuing to operate for rural horticultural activities in the medium term.

Holmes Dyer has forecast that employment land delivered within the Study Area comprises a range of different types, as reflected in the figure below. This floor area breakdown, if realised, would result in a potential new employment floor space of 26,160m<sup>2</sup> and approximately 190 new Full-Time Equivalent Jobs.



**Forecast Floor Area Type Breakdown**

**Land Supply**

A range of factors can limit the supply of available employment land into the market. These factors can include multiple land ownerships, the size of available allotments, different development intentions and time lines from the existing landowners and the need to deliver critical infrastructure upgrades.

To respond to these factors, Council should ensure that a larger quantity of appropriately zoned land over and above the minimum forecast is available at any given time. This oversupply allowance will ensure that Salisbury can attract employment activities and support future job growth to meet the City of Salisbury City Plan 2035 objectives.



# Infrastructure Coordination

The Strategic Growth Framework confirms that significant investment is required across the Study Area to upgrade roads, extend and upgrade the capacity of service infrastructure (water, sewer, electricity, gas, telecommunications) and upgrade stormwater infrastructure to support increased development.

The South Australian Planning System seeks to deliver infrastructure upgrades and rezoning processes in parallel. A coordinated approach provides for orderly development outcomes. This coordination is paramount because there are some 300-separate allotments across the Growth Framework study area.

The Strategic Growth Framework has identified high-level infrastructure requirements to inform future rezoning of land. Therefore, coordinating infrastructure requirements with rezoning is essential to apportion costs appropriately. Several different infrastructure funding and delivery mechanisms are available to support new development.

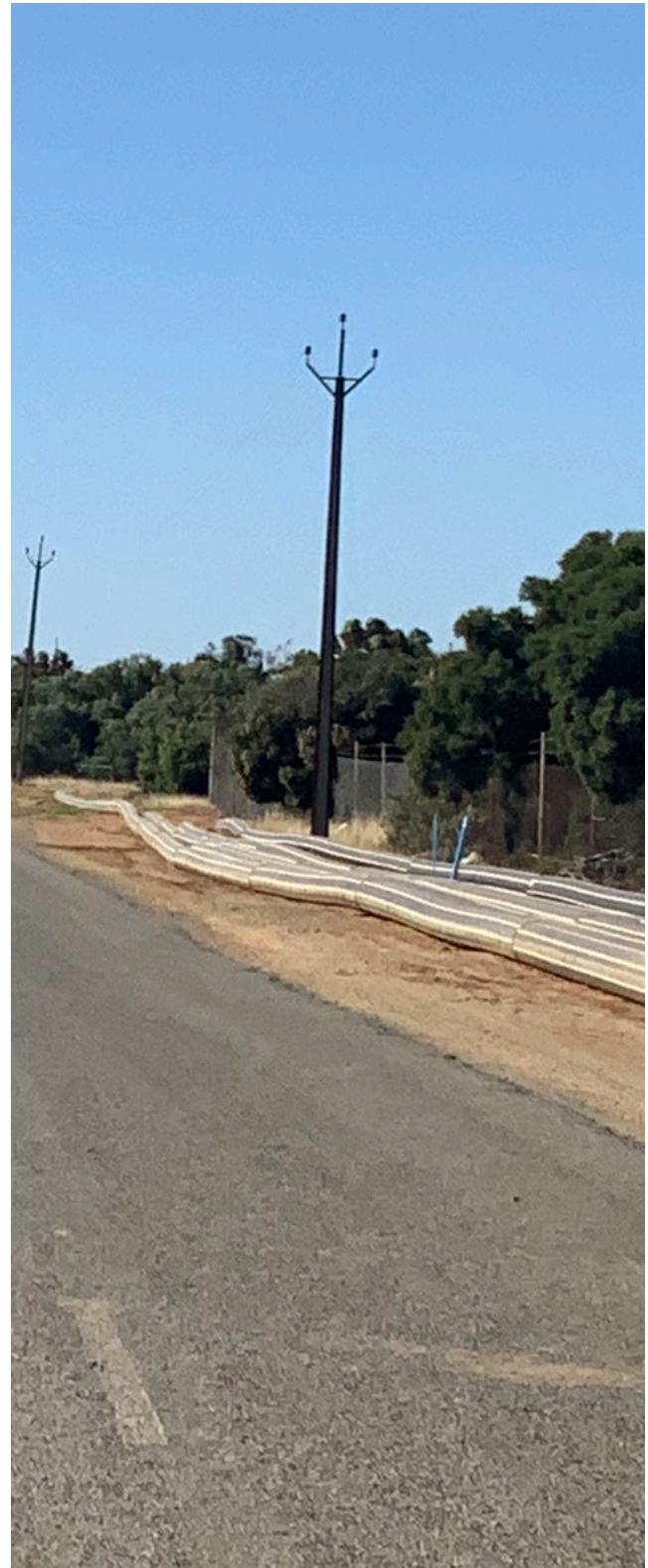
A hybrid approach is recommended as funding infrastructure is highly dependent on the willingness of land owners and the timing of land parcels to be developed.

- An Infrastructure Deed is likely to be used when there is an agreement between land owners. In these circumstances, these owners may be able to undertake a land owner-driven rezoning (proponent-led code amendment) to rezone their land in the immediate or short term. At this stage, this option is recommended for those areas of the Study Area where land owners are able and willing to work cooperatively.
- Where the land owner's interest is low or unwilling to fund infrastructure, a Separate Rate could be used to facilitate the orderly development of the area. The Council will likely take the lead role in preparing a rezoning Code Amendment process in this circumstance, with the support of the State Government across an extended time line.

Any rezoning (Code Amendment), whether driven by the landowners (proponent led) or Council, will involve further engagement with all impacted landowners before any land-use change would come into effect.

Negotiation with the State Government and adjacent Council will be required for infrastructure that provides broader community or regional benefits. E.g. resolving wider flooding risk issues in the catchment or delivering signalised intersection that takes regional traffic volumes.

Until more detailed technical investigations can be undertaken, the cost allocation, timing and form of infrastructure upgrade will not be known. Therefore, the Strategic Growth Framework includes recommendations on the technical investigations required to be completed to support the development vision set out in this Strategic Growth Framework.



# Precinct Definition

The Strategic Growth Framework is a 20-35 year plan. Likely, large parts of the area will not change in the next 20 years, but this framework will set the groundwork to guide future changes as and when they occur.

To support individual sections of the Study Area being delivered across different time lines, the Strategic Growth Framework has separated the Study Area into eight precincts.

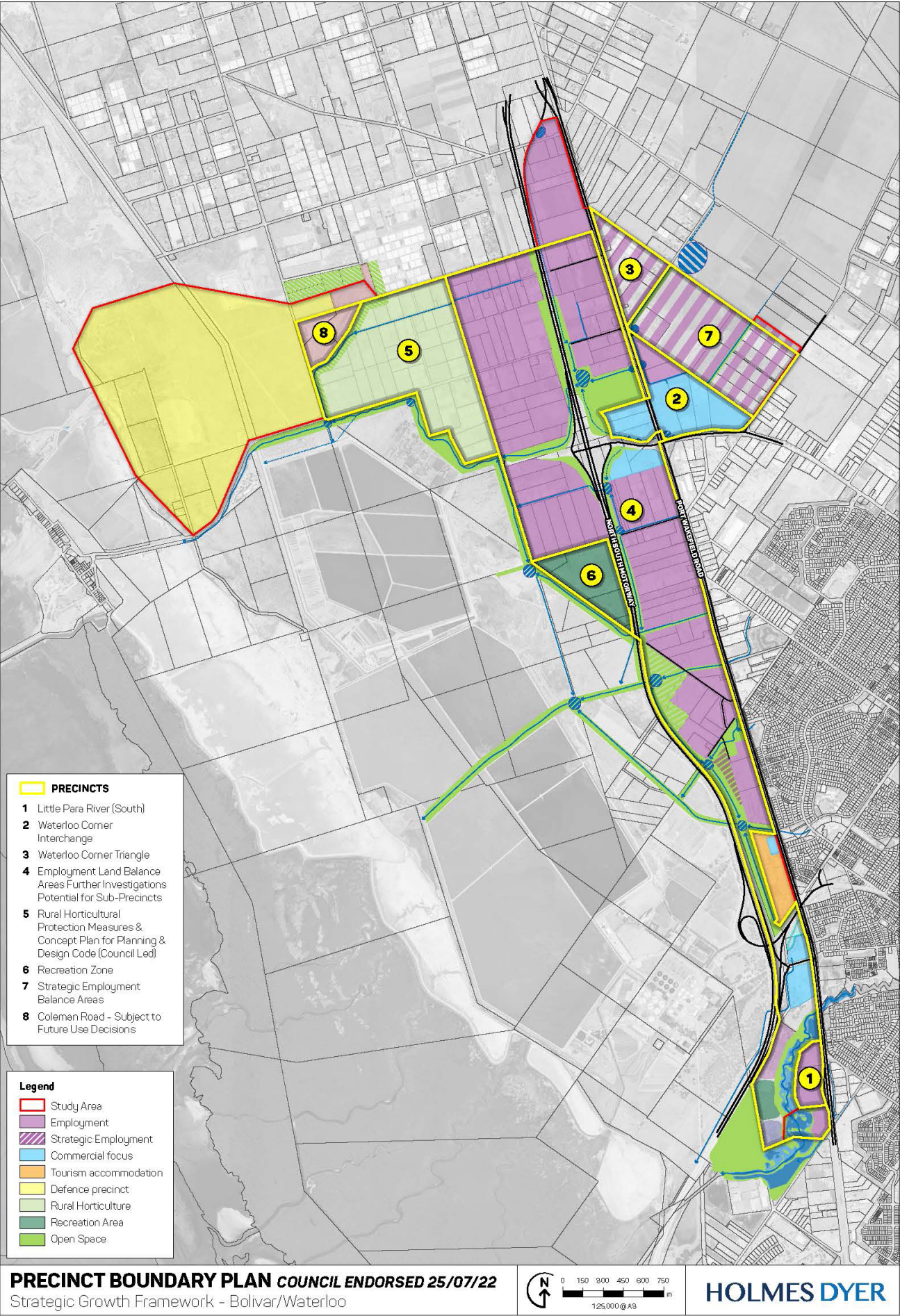
Each precinct has been allocated an immediate, short, medium or long-term development time line. These time lines will directly inform the priority areas for infrastructure investigations, infrastructure funding and rezoning proposals.

The precinct boundaries may change from time to time. These changes may be required to respond to changing land owner interest and more detailed infrastructure investigations.

Recommended Code Amendment Precincts*	Predicted Code Amendment Responsibility*	Priority*
Precinct 1 - Little Para River (South)	<b>Proponent Led</b>	<b>Immediate</b>
Precinct 2 - Waterloo Corner Interchange	<b>Proponent Led</b>	<b>Immediate</b>
Precinct 3 - Waterloo Corner Triangle	<b>Proponent Led</b>	<b>Medium</b>
Precinct 4 - Employment Land Balance Area	<b>Council Led</b>	<b>Medium</b>
Precinct 5 - Rural Horticultural Protection Measures and Concept Plan	<b>Council Led</b>	<b>Short</b>
Precinct 6 - Recreation Area	<b>TBD</b>	<b>Long</b>
Precinct 7 - Strategic Employment Balance Areas	<b>TBD</b>	<b>Long</b>

\* Subject to change in respect to individual developer interest and future Council decisions





# Next Steps & More Information

## What have we done

- May 2022 Landowner engagement to determine development intent and likely timing to inform precincts.
- Engagement with Government Agencies, including Department for Infrastructure & Transport (DIT), Planning & Land Use Services (PLUS) and City of Playford.
- January - July 2022 Preparation of the Strategic Growth Framework with high level service and traffic investigations.
- Council adoption of Strategic Growth Framework and acknowledgement of next steps (as set out below)

## What are we doing now

- Complete traffic modelling with DIT utilising the TAM modelling to inform intersection upgrade triggers.
- Negotiation with City of Playford and PLUS on regional infrastructure triggers including traffic & stormwater and regional planning
- Negotiation with DIT and SA Water in respect to land access and/or acquisition for critical road and stormwater channels identified within the Structure Plan.
- Scoping additional technical investigations to inform next steps.

## Future

### Code Amendments and Engagement Opportunities

#### Proponent Led

- Explore with land owners potential for Proponent Led Code Amendments for zoning changes to Precinct 1, 2 and 3
- Timing approximately 12 months subject to level of interest and individual proponent time lines
- Community Engagement on proposed rezoning changes aligned with Community Engagement Charter and State Government requirements.

#### Council Led

- Negotiation with PLUS for Council Led Code Amendment to establish a concept plan for the Study Area within the Planning & Design Code and investigate protection .
- Council to undertake additional landowner consultation with owners within Precinct 4, 5 & 7 to identify sub-precincts, timing and technical investigations that may be required
- View information on the [Code Amendment Process](#)

## **Future**

### **Individual Site Development Applications**

- Timing of individual site redevelopment will be subject to the initiation by the owner.
- Existing uses can continue to operate unchanged irrespective of any zoning changes that may be implemented.
- Developments will be assessed against either the existing zoning or new policy in the Planning & Design Code that may be established by a rezoning Code Amendment.
- Neighbours may be consulted for some application types during assessment as determined by the Planning & Design Code.

### **Want to stay informed or find out more information**

- This document is a high level summary of the full technical Strategic Growth Framework. The technical document, which includes more detail on the market analysis, investigations, precincts and next steps is available to download at the [City of Salisbury Website](#).
- You can register for updates as the project progresses by emailing Council at [city@salisbury.sa.gov.au](mailto:city@salisbury.sa.gov.au) or via telephone (08) 8406 8222, referencing the Strategic Growth Framework Bolivar & Waterloo Corridor.



# Our Values



RESPECTFUL



ACCOUNTABLE



COLLABORATIVE






HELPFUL





## STRATEGIC GROWTH FRAMEWORK

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