



## **AGENDA**

**FOR POLICY AND PLANNING COMMITTEE MEETING TO BE HELD ON**

**19 JULY 2021 AT 6:30 PM**

**IN THE LITTLE PARA CONFERENCE ROOMS, SALISBURY COMMUNITY HUB,  
34 CHURCH STREET, SALISBURY**

### **MEMBERS**

Deputy Mayor, Cr C Buchanan (Chairman)  
Mayor G Aldridge  
Cr M Blackmore (Deputy Chairman)  
Cr L Braun  
Cr B Brug  
Cr A Duncan  
Cr K Grenfell  
Cr N Henningsen  
Cr D Hood  
Cr P Jensen  
Cr D Proleta  
Cr S Ouk  
Cr S Reardon  
Cr G Reynolds  
Cr J Woodman

### **REQUIRED STAFF**

Chief Executive Officer, Mr J Harry  
General Manager Business Excellence, Mr C Mansueto  
General Manager City Development, Mr T Sutcliffe  
General Manager City Infrastructure, Mr J Devine  
Manager Governance, Mr R Deco  
Governance Support Officer, Ms K Boyd

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## **APOLOGIES**

## **LEAVE OF ABSENCE**

## **PRESENTATION OF MINUTES**

Presentation of the Minutes of the Policy and Planning Committee Meeting held on 21 June 2021.

Presentation of the Minutes of the Confidential Policy and Planning Committee Meeting held on 21 June 2021.

## **REPORTS**

### *Administration*

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### *For Decision*

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## **OTHER BUSINESS**

## **CLOSE**



**MINUTES OF POLICY AND PLANNING COMMITTEE MEETING HELD IN THE  
LITTLE PARA CONFERENCE ROOMS, SALISBURY COMMUNITY HUB,  
34 CHURCH STREET, SALISBURY ON**

**21 JUNE 2021**

**MEMBERS PRESENT**

Deputy Mayor, Cr C Buchanan (Chairman)  
Mayor G Aldridge  
Cr L Braun  
Cr B Brug  
Cr A Duncan  
Cr K Grenfell  
Cr N Henningsen (*from 6.36 pm*)  
Cr D Hood  
Cr P Jensen (*from 6.58 pm*)  
Cr D Proleta  
Cr S Reardon  
Cr G Reynolds

**STAFF**

Chief Executive Officer, Mr J Harry  
General Manager Business Excellence, Mr C Mansueto  
General Manager City Development, Mr T Sutcliffe  
A/General Manager City Infrastructure, Mr D Roy  
General Manager Community and Org. Development, Ms G Page  
Manager Governance, Mr R Deco  
Risk and Governance Program Manager, Ms J Crook  
Governance Support Officer, Ms K Boyd

The meeting commenced at 6.34 pm.

The Chairman welcomed the members, staff and the gallery to the meeting.

## APOLOGIES

Apologies were received from Cr M Blackmore, Cr S Ouk and Cr J Woodman.

## LEAVE OF ABSENCE

Nil

## PRESENTATION OF MINUTES

Moved Cr A Duncan

Seconded Mayor G Aldridge

The Minutes of the Policy and Planning Committee Meeting held on 17 May 2021, be taken as read and confirmed.

**CARRIED**

*Cr N Henningsen entered the meeting at 6.36 pm.*

## REPORTS

### *Administration*

#### **1.0.1 Future Reports for the Policy and Planning Committee**

Moved Cr G Reynolds

Seconded Cr K Grenfell

1. The information be received.

**CARRIED**

### *For Decision*

#### **1.1.1 Recommendations of the Youth Council Sub Committee meeting held on Wednesday 16 June 2021**

Moved Cr G Reynolds

Seconded Mayor G Aldridge

The information contained in the Youth Council Sub Committee minutes of the meeting held on 16 June 2021 be received and noted with respect to the following recommendations contained therein to be adopted by Council:

**CARRIED**

#### **1.1.1-YC1 Future Reports for the Youth Council Sub Committee**

Moved Cr G Reynolds

Seconded Mayor G Aldridge

1. The information is received.

**CARRIED**

**1.1.1-YC2 Youth Programs and Events Update May 2021**

Moved Cr G Reynolds  
Seconded Mayor G Aldridge

1. The information is received and noted.

**CARRIED****1.1.1-YC3 Youth Council Membership**

Moved Cr G Reynolds  
Seconded Mayor G Aldridge

1. Uyen Tran be appointed as a Youth member to the Salisbury Youth Council until December 2022.

**CARRIED****1.1.1-YC4 Youth Council Project Team Updates**

Moved Cr G Reynolds  
Seconded Mayor G Aldridge

1. The information is received and noted.

**CARRIED****1.1.1-YC5 Waste Management Education Partnership Update**

Moved Cr G Reynolds  
Seconded Mayor G Aldridge

1. The report is received and noted.
2. Acknowledged that the letter from the Mayor was sent to the Minister for Education, Minister for Environment and CEO of NAWMA on the 27th of May.
3. The Sub Committee requests continued regular updates on this item.
4. The Sub Committee requests further information in relation to whether straws are recyclable.

**CARRIED****1.1.2 Planning and Design Code March 2021 Release**

Moved Cr K Grenfell  
Seconded Cr G Reynolds

1. The information is received, and it is noted that staff are continuing to liaise with Planning and Land Use Services in relation to identified issues with the Planning and Design Code, and in relation to addressing administrative and procedural matters.

**CARRIED**

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**1.1.3 Urban Tree Canopy Off-Set Scheme**

Moved Cr N Henningsen  
Seconded Cr S Reardon

1. The information is received.
2. The Council does not proceed with establishing its own Off Set Scheme or Urban Tree Canopy Fund.

**CARRIED**

*For Information*

**1.2.1 Federal Budget and National Housing Finance and Investment Corporation opportunities for investment in community housing**

Moved Cr C Buchanan  
Seconded Mayor G Aldridge

1. The information is received and noted.

**CARRIED**

**OTHER BUSINESS**

Nil

*Cr P Jensen entered the meeting at 6.58 pm.*

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## CONFIDENTIAL ITEMS

### 1.4.1 Residential Opportunities in the Salisbury City Centre

Moved Cr K Grenfell

Seconded Cr D Hood

1. *Pursuant to Section 90(2) and (3)(b)(i) and (b)(ii) of the Local Government Act 1999, the principle that the meeting should be conducted in a place open to the public has been outweighed in relation to this matter because:*
  - *it relates to information the disclosure of which could reasonably be expected to confer a commercial advantage on a person with whom the council is conducting, or proposing to conduct, business, or to prejudice the commercial position of the council; and*
  - *information the disclosure of which would, on balance, be contrary to the public interest.*
2. *In weighing up the factors related to disclosure,*
  - *disclosure of this matter to the public would demonstrate accountability and transparency of the Council's operations*
  - *The report contains references to previous reports considered by Council which are still the subject of confidentiality orders together with additional information, the disclosure of which may prejudice the commercial position of Council or confer a commercial advantage on a third party with whom the Council may conduct business in the future concerning this matter.*

*On that basis the public's interest is best served by not disclosing the **Residential Opportunities in the Salisbury City Centre** item and discussion at this point in time.*
3. *Pursuant to Section 90(2) of the Local Government Act 1999 it is recommended the Council orders that all members of the public, except staff of the City of Salisbury on duty in attendance, be excluded from attendance at the meeting for this Agenda Item.*

**CARRIED**

The meeting moved into confidence at 6.58 pm.

The meeting moved out of confidence and closed at 7.00 pm.

CHAIRMAN.....

DATE.....





**ITEM** 1.0.1**POLICY AND PLANNING COMMITTEE****DATE** 19 July 2021**HEADING** Future Reports for the Policy and Planning Committee**AUTHOR** Joy Rowett, Governance Coordinator, CEO and Governance**CITY PLAN LINKS** 4.2 We deliver quality outcomes that meet the needs of our community**SUMMARY** This item details reports to be presented to the Policy and Planning Committee as a result of a previous Council resolution. If reports have been deferred to a subsequent month, this will be indicated, along with a reason for the deferral.**RECOMMENDATION**

1. The information be received.

**ATTACHMENTS**

There are no attachments to this report.

**1. BACKGROUND**

- 1.1 Historically, a list of resolutions requiring a future report to Council has been presented to each committee for noting.

**2. CONSULTATION / COMMUNICATION****2.1 Internal**

- 2.1.1 Report authors and General Managers.

**2.2 External**

- 2.2.1 Nil.

### 3. REPORT

3.1 The table below outlines the reports to be presented to the Policy and Planning Committee as a result of a Council resolution.

Meeting Item	Heading and Resolution	Officer
28/05/2018 1.2.1	<b>Cities Power Partnership Program</b> 1. That Council re-consider becoming a partner of the Cities Power Partnership program once the City of Salisbury's Energy Management Plan has been finalised and endorsed during 2018/19. <b>Due:</b> September 2021	Dameon Roy
28/01/2020 1.10.1	<b>Bridgestone Athletics Centre – Sponsorship Opportunities</b> Council has previously resolved this resolution to be confidential. <b>Due:</b> July 2021 <b>Deferred to:</b> August 2021 <b>Reason:</b> Pending completion of the final draft prior to Committee review.	Charles Mansueto
23/03/2020 AC-OB1	<b>Strategic Review</b> 1. That a strategic review of the project management and contract management regarding the Salisbury Community Hub be performed. <b>Due:</b> July 2021 <b>Deferred to:</b> August 2021 <b>Reason:</b> Deferred pending close out of remaining defects impacted by materials availability/supply and final contract close.	Terry Sutcliffe
23/03/2020 1.0.2- TVSC2	<b>Promotion of Salisbury Community Hub and Council Area</b> 2. The Tourism and Visitor Sub Committee support the proposed strategy as set out in this report (Item TVSC2, Tourism and Visitor Sub Committee, 10/03/2020), with a review to be conducted of the strategy by June 2021. <b>Due:</b> September 2021	Julie Kushnir

28/09/2020 1.1.1	<b>Street Libraries</b> 1. The Community led option for Street Libraries, as detailed in Paragraph 4.1 of this report (Policy and Planning Committee, 21 September 2020 Item No. 1.1.1) be endorsed and be re-evaluated in 12 months' time. <b>Due:</b> October 2021	Natalie Cooper
26/10/2020 6.0.2- IBDSC6	<b>Community Bus to Service Western Suburbs</b> 6. That a report be brought back at the conclusion of the trial, analysing the success or otherwise of the trial, including; – the uptake of the service overall – which stops are used the most/least – customer and staff feedback. <b>Due:</b> June 2022	Julie Douglas
21/12/2020 1.1.2	<b>Summary of the City of Salisbury Tourism &amp; Visitor Strategy, 2016-2021</b> c) That following the workshops, a report be prepared that summarises the session, outcomes of consultation and advises Council on a draft 2021 and beyond draft visitation strategy. <b>Due:</b> August 2021 October 2021 The strategy which was to be the outcome of the workshops we held is not yet complete.	Julie Kushnir
21/12/2020 4.1.3	<b>Lindblom Park &amp; Thomas More College Improvements</b> 3. The working party to provide a recommendation to the Policy and Planning Committee by October 2021. <b>Due:</b> October 2021	John Devine
27/04/2021 1.1.3	<b>Thematic Heritage Framework Study</b> 2. Staff undertake a preliminary Identification Survey of the Council area using the Salisbury Thematic Heritage Framework, and report back to Council on the findings. <b>Due:</b> December 2021	Peter Jansen
24/05/2021 1.1.1	<b>Lindblom Master Plan - Update</b> 3. That a report be presented to the Policy and Planning Committee in December 2021 detailing the proposed finalised concept design. <b>Due:</b> December 2021	Jamie Hosking

24/05/2021 2.1.8	<b>2021-22 New Initiative Bid Update - Sustainability</b> 1. That New Initiative Bid OPN000691 - Sustainability Coordination and Partnerships be updated to incorporate a further provision of \$50,000 for 2021/22 and in-principle support for years 2 and 3 <u>subject to a further report within the first 12 months being presented to Council about the collaboration project with other Councils and consideration of other funding opportunities.</u>	Clint Watchman
<b>Due:</b>	February 2022	
28/6/2021 MON7.3	<b>Motion on Notice: Signing Green Partnerships</b> 2.2 A further report be presented to the August meeting with information and recommendations to sign the agreement with Green Adelaide	Craig Johansen
<b>Due:</b>	August 2021	

#### 4. CONCLUSION / PROPOSAL

- 4.1 Future reports for the Policy and Planning Committee have been reviewed and are presented to Council for noting.

#### CO-ORDINATION

Officer: EXECUTIVE GROUP

Date: 12/07/2021

<b>ITEM</b>	1.1.1
	<b>POLICY AND PLANNING COMMITTEE</b>
<b>DATE</b>	19 July 2021
<b>PREV REFS</b>	Policy and Planning Committee 1.2.1 15/03/2021
<b>HEADING</b>	Places of Worship Submission
<b>AUTHOR</b>	Peter Jansen, Strategic Planner, City Development
<b>CITY PLAN LINKS</b>	4.2 We deliver quality outcomes that meet the needs of our community 3.4 Our urban growth is well planned and our centres are active 4.4 We plan effectively to address community needs and identify new opportunities
<b>SUMMARY</b>	<p>Places of Worship land use policy in the Planning and Design Code in the March 2021 release version is not consistent with the local Salisbury Development Plan policy that existed prior to the introduction of the Code. Council has made submissions on this matter during the consultations on the Code, and has approached the Minister but has not been successful in incorporating Salisbury's previous policies in the Code.</p> <p>Council has endorsed making a submission to the Minister and the State Planning Commission seeking an amendment to the Code, and an approach to the LGA to determine the level of support from other Councils for the proposed amendment.</p> <p>The submission identifies that the demographic trends that were identified in a 2006 Plan Amendment Report on Places of Worship are still relevant and that updated population data for the City of Salisbury and other areas is considered to warrant a review of planning policy in the Planning and Design Code.</p> <p>Two approaches are proposed:</p> <ul style="list-style-type: none"><li>• Meeting with Planning and Land Use Services (PLUS) on this issue to discuss the preparation of a Proposal to Initiate a Code Amendment, in addition to all the matters of interest to Council raised as a result of the Code implementation, and</li><li>• A separate approach to the LGA bringing the matter to its attention and seeking broader local government support, as is required by the Minister for Planning.</li></ul>

**RECOMMENDATION**

1. Council notes and approves the Submission to the State Government and Local Government Association in relation to land use policy applying to Places of Worship as contained in Attachment 1 to this report (Policy and Planning 19/07/2021 Item No. 1.1.1).
2. The Local Government Association, through its South Australian Region of Councils Committee, be approached seeking support of the position in the Submission on Places of Worship land use policy and to initiate an Amendment to the Planning and Design Code.
3. The Local Government Association also be requested to list this issue as an item for discussion at its Annual General Meeting on 29 October 2021, to determine the level of support across local government for proposed changes Places of Worship land use policy consistent with the submission under item 2, and to initiate an Amendment to the Planning and Design Code.

**ATTACHMENTS**

This document should be read in conjunction with the following attachments:

1. Places of Worship Land Use Policy Submission 2021

**1. BACKGROUND**

- 1.1 A Plan Amendment Report (PAR) for Places of Worship was approved by the Minister for Planning in 2006 under previous legislation. It resulted in introducing land use planning policy which classified the different scales of Places of Worship to guide their location and ensuring minimal impacts on adjoining land uses.
- 1.2 The Planning and Design Code (the Code) introduced in March 2021 did not incorporate the policy despite submissions from Council on this particular issue.
- 1.3 Council at its March 2021 meeting (minute 874/2021) endorsed the preparation of a submission to the Minister and the State Planning Commission seeking the policy to be incorporated into the Code, and an approach to the LGA seeking support for a revision of the Code policy through a Code Amendment. More specifically:
  1. *That the information be received.*
  2. *That the City of Salisbury notes the Minister for Planning's response and that the City of Salisbury express our concern - that under the new Planning and Design Code, Places of Worship are supported in 8 zones of a residential nature.*
  3. *That the City of Salisbury express its concerns in respect to the impact that medium and large scale Places of Worship could have in residential areas, and express its preference for the Planning and Design Code to adopt similar land use location and control principles to those included in the current City of Salisbury Development Plan.*
  4. *Through the LGA, staff consult with LGA and other Councils on the issue to determine the level of support for a review of Planning and Design Code policy as it applies to Places of Worship.*

5. *Staff prepare a draft submission to the Minister and the State Planning Commission that supports Places of Worship to be assessed as a supported form of development in the Planning and Design Code equivalents of the current Development Plan Primary Production Zone and Industry Zone, and include similar land use location and control principles in Residential zones as outlined in the current City of Salisbury Development Plan.*
  6. *That the draft submission be reported to the Policy and Planning Committee no later than July 2021.*
- 1.4 As per items 5 and 6 of the above resolution, the submission is attached for Council's review and approval.

## **2. CITY PLAN CRITICAL ACTION**

- 2.1 A Welcoming and Liveable City - *Assess future social infrastructure needs*

## **3. CONSULTATION / COMMUNICATION**

- 3.1 Internal
- 3.1.1 Development Services
  - 3.1.2 Economic Development
  - 3.1.3 Community Development
- 3.2 External
- 3.2.1 LGA
  - 3.2.2 Policy Planners at:
    - City of Port Adelaide Enfield
    - City of Marion
    - City of Playford
    - City of Tea Tree Gully

## **4. REPORT**

- 1.1 The 2006 Plan Amendment Report used 2001 Census data but is still considered to be a relevant reference for the background investigations on land use policy for places of worship in the City of Salisbury.
- 1.2 The attached Submission (Attachment 1) uses 2016 Census data, enquiries for places of worship in the City of Salisbury, and the Commonwealth Intergenerational Report 2021, with the findings being that:
- 1.2.1 Population increase will continue in Australia, with immigration being the significant component.
  - 1.2.2 Onwards distribution to the States and Capital Cities will occur.
  - 1.2.3 There is the shift away from Christian beliefs towards other religious beliefs.
  - 1.2.4 Anticipated outcome is an increased demand for Places of Worship to cater for the increased population who practice Islamic, Buddhist, Hindu and Sikh faiths.

- 1.2.5 The ability to meet this demand will depend on the ability of existing Places of Worship to cater for the increased patronage and manage the use of the facility through increased services.
- 1.2.6 The City of Salisbury has received a number of enquiries indicating a demand for new premises.
- 1.2.7 The Planning and Design Code philosophy is to promote development and have less zone restrictions, relying on assessment of applications to determine the appropriateness of sites.
- 1.2.8 The identification of differing scales, and therefore impacts, of places of worship as identified in the 2006 PAR are not incorporated into the Planning and Design Code policy.
- 1.2.9 Anticipated conflict in the community is expected as a result.
- 1.2.10 It is considered that an additional Overlay in the Planning and Design Code and identifying appropriate zones for Places of Worship is an appropriate policy request through a Code Amendment.
- 1.3 It is considered that the findings justify approaching PLUS for a Code Amendment, however the Minister has already indicated that because the Planning and Design Code applies across the state, support from other Councils is required before a Code Amendment is considered.
- 1.4 Contact was made with planning staff at four other Councils about the status of the issue within their Council area. All indicated that their Council is concentrating on identifying Code Amendments required as a result of the March release of the Planning and Design Code, but Places of Worship are not a priority issue. Places of Worship issues for these Councils revolve around traffic and noise.
- 1.5 The LGA advised that the issue has not been raised amongst their membership.
- 1.6 The LGA process requires matters to be considered through its Greater Adelaide Region of Councils, or the South Australia Region of Councils, and must be of strategic importance to Local Government, supported by evidence, and align with LGA policy and be resourced.
- 1.7 It is recommended that the Places of Worship Submission is directed to the LGA South Australian Region of Councils because of the wide-ranging nature of the matter.
- 1.8 In addition, the LGA has recently called for items to be registered for discussion at the LGA Annual General Meeting on 29 October 2021. It is recommended that the submission also be forwarded to the LGA with a request that it be listed on the agenda for the AGM. There is a separate report in the July Governance and Compliance Committee agenda in relation to items for referral to the LGA AGM, which mirrors this recommendation.
- 1.9 As reported to Council in the 21<sup>st</sup> June 2021 Policy and Planning Committee item 1.1.2 on the Planning and Design Code, an approach is to be made to Planning and Land Use Services to discuss all the outstanding matters arising from the March 2021 release of the Planning and Design Code, and resolve a program of Code Amendments. Places of Worship will be included.



- 1.10 There is limited potential to initiate a Code Amendment for this matter considering the Minister has already advised that wider consultation is required. it is unlikely to progress until such time as a position is understood from the other Councils.
- 1.11 It is proposed that a report is provided to Council after the LGA's consideration of the submission, and in relation to the PLUS position on this and the various other outstanding Planning and Design Code matters.

## **5. CONCLUSION / PROPOSAL**

- 5.1 It is considered that there is justification to pursue a Code Amendment for Places of Worship as the continuing demographic and social trend will be an increased population having a wider range of beliefs than before, and the increasingly diverse community will be dependent upon the existing places of worship to cater and manage the increased and changed demand for services.
- 5.2 There has been a level of demand in the City of Salisbury for new worship premises, and there is no evidence to suggest that the demand will not extend to other Council areas.
- 5.3 It is recommended that a concurrent approach be made to the LGA seeking support for a Code Amendment, and, if the State Government are requiring as a pre-condition evidence of wider local government support for the proposed Code Amendment, this will be necessary before initiating an Amendment.

## **CO-ORDINATION**

Officer: EXECUTIVE GROUP  
Date: 12/07/2021



## Places of Worship policy – proposed amendment to the Planning and Design Code

### Submission to PLUS and the Local Government Association

(July 2021)

#### Background

In 1999, the City of Salisbury dealt with a contentious development application for a Place of Worship and was receiving a number of enquiries about larger size facilities in Residential and other zones. This led to Council initiating a Plan Amendment Report (PAR) in 2002, because the land use policy guidance at the time was deemed inadequate to effectively control the siting and operation of larger scale places of worship which have a catchment area beyond the local area.

In December 2006 a Places of Worship Plan Amendment Report was approved by the Minister amending the Development Plan for the City of Salisbury.

The PAR resulted in introducing land use planning policy which classified the different types of Places of Worship to guide their location and to more effectively manage impacts on adjoining land uses.

The following excerpt from the Development Plan shows the policy that was included in the General Section under Community Facilities.

#### Places of Worship

4. Places of worship should be developed according to the following hierarchy:

Scale	Development form	Congregation size
Small (local)	Associated with an area of worship ancillary to a residence. These activities are particularly common for religious organisations that do not have a large following and / or lack funds to purchase a standalone building.	Typically accommodate approximately 5 to 30 worshippers in any one session.
Medium (neighbourhood)	Purpose built or re-use of existing buildings with medium footprints that are found in most suburbs and country towns.	Typically have congregations of up to 100-300 persons in any one session.
Large (regional)	Purpose built or re-use of existing buildings with large footprints and catering for a variety of ancillary activities.	In excess of 300 persons in any one session.

5. Small (local) to medium (neighbourhood) scale places of worship within residential areas should be appropriately located on major collector roads to minimise congestion or traffic conflict within local streets.
6. Large places of worship should:
- be located within centre, commercial or the periphery of industrial zones.
  - demonstrate the following design features:
    - reuse of existing buildings
    - the bulk, mass and height of development compatible with the character of the locality
    - sharing of car parking facilities

- (iv) siting on arterial or collector roads rather than narrower local residential streets
  - (v) promote crime prevention through environmental design principles
  - (vi) reduced land use conflicts in relation to the scale of building form and hours of operation
  - (vii) provide value added functions and facilities that can be used by neighbouring activities.
7. Large scale places of worship located in commercial or industry zones should not detrimentally impact on the operations of existing commercial or industrial land uses.
  8. Places of worship should be established with one car parking space for every three seats or every three attendees to the place of worship.

Places of Worship were categorised as Non Complying in 12 Zones in the City of Salisbury, with an allowance in the Industry Zone provided the land use had a floor area greater than 500sqm and was within 60m of the boundary of the zone.

This policy remained in the City of Salisbury Development Plan until the 2021 Planning and Design Code was introduced.

### **The Planning and Design Code**

The Planning and Design Code defines Places of Worship as follows:

*Means premises used by an organised group for worship and religious activities. The use may include facilities for social, educational and charitable activities associated with the congregation.*

*It includes Chapel, Church, Mosque, Synagogue, Temple, but excludes Funeral Parlour.*

There is no Overlay for Community Facilities or Places of Worship, or equivalent, and externalities are controlled through the various General Development Policies.

The Code supports Places of Worship:

- in eight zones of a residential nature,
- able to be assessed in all other zones subject to the full range of assessment criteria, and
- has not restricted the use in any zone,
- has only identified the Suburban Activity Zone as not requiring public notification
- has only identified the Strategic Employment Zone as preferred when the Place of Worship is adjacent to residential type zones (but has not made the use Restricted)

The breakdown of the status of Places of Worship and public notification requirements for relevant Code Zones for the City of Salisbury is as follows:

PD Code Zones Salisbury	Suitability in Zone	Relevant provisions/consultation
<b>Residential nature zones</b>		
General Neighbourhood	Yes	Requires Public consultation All PD Code provisions to be assessed in application
Suburban Neighbourhood	Yes	Requires Public consultation All PD Code provisions to be assessed in application
Housing Diversity	Yes	Requires Public consultation All PD Code provisions to be assessed in application
Hills Neighbourhood	Limited	Requires Public consultation All PD Code provisions to be assessed in application
Urban Neighbourhood	Limited	Requires Public consultation All PD Code provisions to be assessed in application
Rural Living	Limited	Requires Public consultation All PD Code provisions to be assessed in application
Deferred Urban	Limited	Requires Public consultation All PD Code provisions to be assessed in application
<b>Centre nature zones</b>		
Urban Activity	Yes	Requires Public consultation All PD Code provisions to be assessed in application
Suburban Activity	Yes	All PD Code provisions to be assessed in application
Local Activity	Limited	Requires Public consultation All PD Code provisions to be assessed in application
Community Facilities	Yes	Requires Public consultation All PD Code provisions to be assessed in application
<b>Employment nature zones</b>		
Employment	Yes	Requires Public Notification All PD Code provisions to be assessed in application
Strategic Employment	Limited – adjacent residential type zoned land is preferred	Requires Public Notification All PD Code provisions to be assessed in application
<b>Other</b>		
Rural	limited	Requires Public Notification All PD Code provisions to be assessed in application
Rural Horticulture	limited	Requires Public Notification All PD Code provisions to be assessed in application

(Limited means not specifically identified in the Deemed to Satisfy or Designated Performance Features of the Zone )

Council wrote to the Minister for Planning reinforcing the Council submissions of February and December 2020 on this matter during draft Code consultations, and seeking the use of the existing policy from the Salisbury Development Plan within the new Code.

The Minister responded that:

- *The Department had reviewed the policies and considered that the provisions within the draft Code will appropriately allow assessment of proposals through the envisaged land uses within zones, and the general policies provide for matters such as carparking, interface and design.*
- *Before any wider review can occur, further investigations and discussions with other Councils would be required before any Code Amendment is initiated, reflecting the state wide application of planning policy.*

Council endorsed a resolution in March 2021 and responded to the Minister with the following:

- *That the City of Salisbury express our concern that under the new Planning and Design Code, Places of Worship are supported in 8 zones of a residential nature.*
- *That the City of Salisbury express its concerns in respect to the impact that medium and large scale Places of Worship could have in residential areas, and express its preference for the Planning and Design Code to adopt similar land use location and control principles to those included in the current City of Salisbury Development Plan.*

The previous provisions for Places of Worship in the Salisbury Development Plan recognised local, neighbourhood and regional level facilities based on parishioner/worshipper numbers and identified appropriate zone locations for each level of facility. This is considered a more sophisticated policy framework than the Planning and Design Code provisions and would offer greater flexibility for all Councils when considering applications.

#### **Approaches to City to Salisbury**

Over the last two years, the City of Salisbury has received 14 enquiries or applications for Places of Worship. Of these:

- 3 have been the subject of a development application which has been approved
- 3 are the subject of a current development application under assessment
- 8 are or have been the subject of a preliminary enquiry and are yet to result in a development application. One of these enquiries was for 2 different locations.

The sites that are the subject of these enquiries or applications are located in the following zones:

- 6 in the Strategic Employment Zone
- 2 in the Local Activity Centre Zone
- 3 in the Employment Zone
- 1 in the Rural Zone
- 1 in the General Neighbourhood Zone
- The location details and Zone unknown for 2 enquiries



From an assessment perspective, additional locational policies are preferred, including the identification of Places of Worship as 'Restricted' (not suitable) in some zones. However, this is at odds with the approach of the Planning and Design Code and the advice from the Minister.

Council considers that there is still a serious level of demand for Places of Worship of a range of sizes and denominations within the Council area, which is likely to be reflected in other areas of the state which have experience population growth and are a destination for overseas migration. Accordingly it is considered that there is a warrant for amending the policy within the Planning and Design Code to better enable the assessment and consideration of impacts of the range of places of worship facilities.

#### **The 2006 Places of Worship PAR summary**

The 2006 Plan Amendment Report is attached. It includes the range of demographic and social information used as a basis to argue the merits of the policy identified within the PAR, and accepted by the Minister of that time.

The Trends identified in that PAR are:

1. Places of Worship can be classified into House, Neighbourhood, and Large scale.
2. Scale can refer to building size, congregation size, car parking requirements, and ancillary activities.
3. Large scale places may operate seven days a week, with a team of staff to assist the congregation:
  - a. There are several services of worship, often in differing styles, on Sundays and during the week;
  - b. Small groups may exist within the worship gatherings; and
  - c. There may be a greater focus on the making, growing, and equipping the congregation rather than developing social service programs.
4. Catchment areas have increased.
5. Many Places of Worship seek to provide more than the traditional range of services
6. Buildings can be hired out to the community for events.
7. Changing architectural styles have allowed schools to use the buildings for ceremonies and assemblies.
8. The extended operating hours, range of activities, levels of attendance have increased the potential impacts on adjoining areas.

The guiding principles used to prepare the planning policy in the PAR were:

1. Planning policy should ensure that it adequately addresses the three categories of places of worship (e.g. house, neighbourhood and large (regional) places of worship);
2. Subject to managing a range of external issues, places of worship should be located within centre zones according to the centre hierarchy framework;
3. If centre zone locations are not available or appropriate, small to medium scale places of worship may be appropriately located within residential areas, subject to mitigating

- potential external impacts (e.g. noise, traffic, appearance of structures and buildings) and therefore promoting a performance based approach to their assessment;
4. As a general rule, large (regional) scale places of worship are not appropriate in residential areas, unless sites can be located that ensure conflicts with residential development is avoided;
  5. Having regard to the limited number of applications likely to be received in relation to large (regional) scale places of worship, their potential for significant traffic generation demand and their varying hours of operation, such developments are considered to be appropriate within the periphery of most industrial areas;
  6. Large (regional) scale places of worship located in or near industry zones have the potential to value add to the competitiveness of industrial areas, by the provision of meeting/training rooms or similar facilities; and
  7. Planning policies should foster a performance based approach for places of worship whilst targeting the minimisation of externalities, the promotion of shared facilities and the adaptive reuse of buildings.

It is considered that the trends and guiding principles identified within the 2006 PAR are still relevant.

#### Updated Demographic information

It should be noted that the 2006 PAR used the 2001 Census data. The following update information is based on the 2016 Census.

The 2021 Census will begin in August 2021, with the release of information in 2022.

#### People — demographics (South Australia 2001)

[demographics](#) | [cultural & language diversity](#) | [employment](#)

People	South Australia	%	Australia	%
Total	1,458,912	--	18,769,249	--

1. On Census Night 7th August 2001, 1,458,912 people were counted in South Australia (State/Territory): of these 49.3% were male and 50.7% were female. Of the total population 1.6% were Aboriginal and Torres Strait Islander people.

#### Population

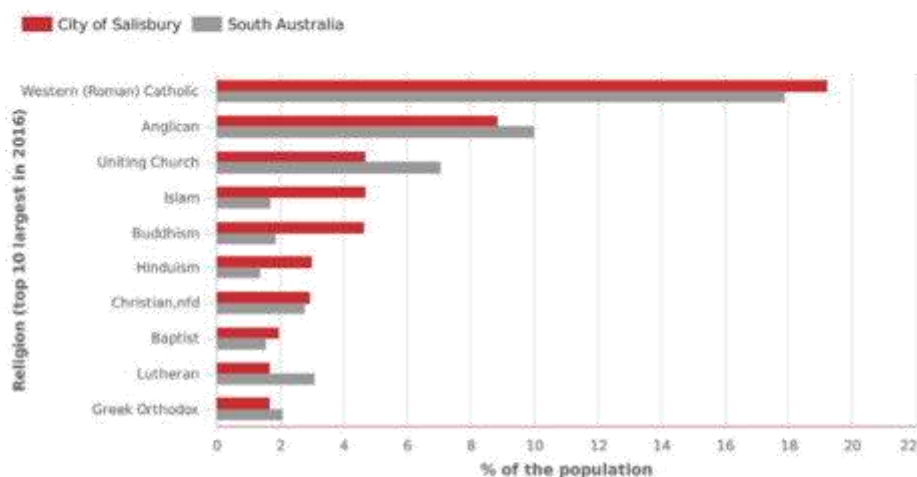
City of Salisbury - Total persons	2016			2001			Change
Population	Number	%	South Australia %	Number	%	South Australia %	2001 to 2016
Estimated Resident Population	140,346						
Enumerated Population	136,611			110,676			+25,935
Usual Resident Population	137,979			111,419			+26,560



### Religion - Summary

City of Salisbury - Total persons (Usual residence)	2016			2001			Change
	Number	%	South Australia %	Number	%	South Australia %	
Religion totals							
Christian total	64,375	46.7	49.1	66,987	60.1	64.2	-2,612
Non Christian total	18,925	13.7	6.0	5,322	4.8	2.6	+13,603
Non-classifiable religious belief	826	0.6	0.7	2,730	2.5	2.3	-1,904
No religion	43,619	31.6	35.8	24,464	22.0	20.6	+19,155
Not stated	10,235	7.4	8.5	11,927	10.7	10.4	-1,692
<b>Total Population</b>	<b>137,980</b>	<b>100.0</b>	<b>100.0</b>	<b>111,430</b>	<b>100.0</b>	<b>100.0</b>	<b>+26,550</b>

### Religion, 2016

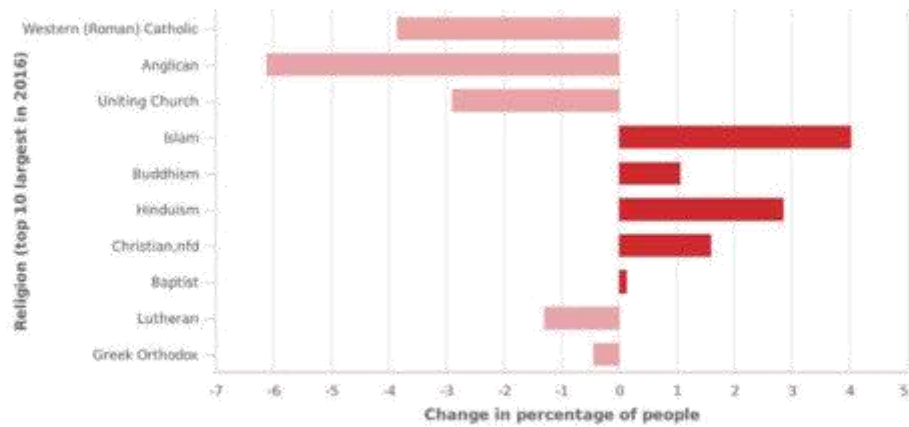


\*Source: Australian Bureau of Statistics, Census of Population and Housing, 2016 (Usual residence data). Compiled and presented in profile.id by .id (informed decisions).

.id informed decisions

### Change in religion, 2001 to 2016

City of Salisbury

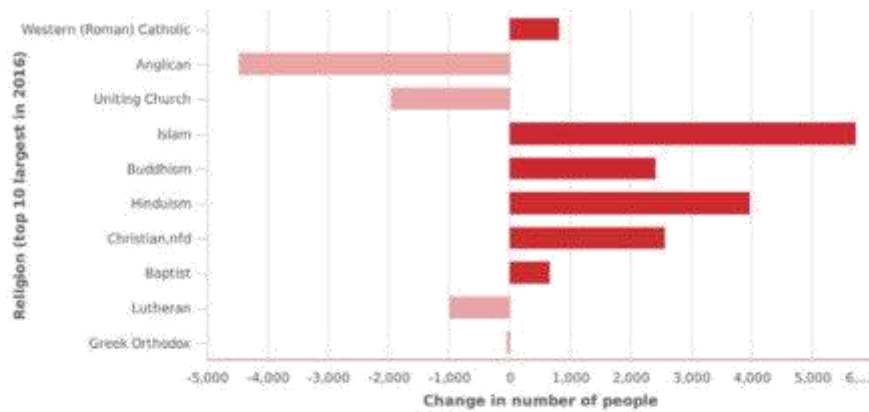


Source: Australian Bureau of Statistics, Census of Population and Housing, 2001 and 2016 (Usual residence data). Compiled and presented in profile.id by .id (Informed Decisions).

.id informed decisions

### Change in religion, 2001 to 2016

City of Salisbury



Source: Australian Bureau of Statistics, Census of Population and Housing, 2001 and 2016 (Usual residence data). Compiled and presented in profile.id by .id (Informed Decisions).

.id informed decisions

## Religion - Ranked by size

City of Salisbury - Total persons (Usual residence)				2001			Change 2001 to 2016
Religion	Number	%	South Australia %	Number	%	South Australia %	
Western (Roman) Catholic	26,516	19.2	17.9	25,691	23.1	20.7	+825
Anglican	12,221	8.9	10.0	16,686	15.0	15.3	-4,465
Uniting Church	6,481	4.7	7.1	8,438	7.6	11.6	-1,957
Islam	6,438	4.7	1.7	710	0.6	0.5	+5,728
Buddhism	6,395	4.6	1.9	3,979	3.6	1.3	+2,416
Hinduism	4,132	3.0	1.4	160	0.1	0.2	+3,972
Christian, nfd	4,064	2.9	2.8	1,508	1.4	1.6	+2,556
Baptist	2,710	2.0	1.6	2,034	1.8	1.8	+676
Lutheran	2,318	1.7	3.1	3,298	3.0	4.9	-980
Greek Orthodox	2,289	1.7	2.1	2,321	2.1	2.5	-32
Pentecostal	2,252	1.6	1.1	1,598	1.4	1.3	+654
Presbyterian and Reformed	1,189	0.9	1.1	1,527	1.4	1.5	-338
Sikhism	1,089	0.8	0.5	20	0.0	0.1	+1,069
Other Protestant	743	0.5	0.4	284	0.3	0.2	+459
Serbian Orthodox	558	0.4	0.2	403	0.4	0.3	+155
Jehovah's Witnesses	519	0.4	0.3	685	0.6	0.5	-166
Salvation Army	474	0.3	0.2	682	0.6	0.4	-208
Other Non-Christian Religions	447	0.3	0.1	185	0.2	0.1	+262
Seventh Day Adventist	388	0.3	0.2	216	0.2	0.2	+172
Latter Day Saints (Mormons)	309	0.2	0.2	278	0.2	0.2	+31
Churches of Christ	281	0.2	0.3	370	0.3	0.6	-89
Christadelphian	271	0.2	0.2	236	0.2	0.2	+35
Other Oriental Orthodox	164	0.1	0.1	18	0.0	0.0	+146
Other Eastern Catholic	159	0.1	0.1	49	0.0	0.0	+110
Paganism	130	0.1	0.1	59	0.1	0.1	+71
Russian Orthodox	111	0.1	0.1	69	0.1	0.1	+42
Macedonian Orthodox	106	0.1	0.0	135	0.1	0.0	-29
Other Christian	95	0.1	0.1	110	0.1	0.1	-15
Spiritualism	70	0.1	0.0	56	0.1	0.1	+14
Other Eastern Orthodox	68	0.0	0.1	273	0.2	0.2	-205
Judaism	52	0.0	0.1	30	0.0	0.1	+22
Coptic Orthodox	48	0.0	0.0	0		0.0	+48
Baha'i	47	0.0	0.1	33	0.0	0.1	+14
Wiccan/Witchcraft	44	0.0	0.0	64	0.1	0.1	-20
Australian Aboriginal Traditional Religions	28	0.0	0.0	3	0.0	0.0	+25
Other Nature Religions	27	0.0	0.0	20	0.0	0.0	+7
Chinese and Japanese Religions	25	0.0	0.0	3	0.0	0.0	+22
Maronite Catholic	12	0.0	0.0	10	0.0	0.0	+2
Brethren	10	0.0	0.0	54	0.0	0.1	-44

### Key Changes since 2001 to 2016

For a summary of the main changes to the Australian religious landscape, please refer to the attachment A – 2016 Census Data Summary.

The changed Salisbury situation reflects the Australia wide shift away from the Christian beliefs towards Islam and Eastern religions, and to those having no religious affiliation.

### Forecast

#### Population Forecast summary

City of Salisbury	Forecast year					Change between 2016 and 2036	
	2016	2021	2026	2031	2036	Total change	Avg. annual % change
City of Salisbury	140,907	146,551	149,953	151,756	153,520	+12,613	+0.43

#### South Australian Population size and change projection

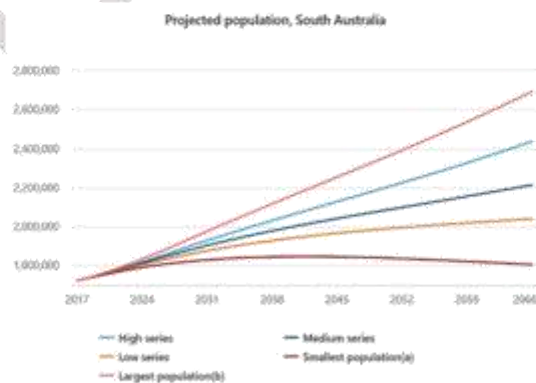
South Australia's population of 1.7 million people is projected to:

- increase by between 0.1% and 0.9% per year, a slower rate than that projected for all other states other than Tasmania.
- reach a population of between 1.8 million and 2.7 million people by 2066.

South Australia's growth is projected to be driven by growth in Adelaide. Adelaide is projected to increase from:

- 77% of the state's population in 2017 to 80% by 2042.
- 1.3 million people in 2017 to between 1.4 million and 1.5 million by 2027.

The rest of South Australia is projected to have very low growth, with an increase from 389,500 people in 2017 to between 389,900 and 406,900 people in 2027.



A. Results from low assumptions for fertility, mortality and overseas migration, with small interstate migration flows.  
 B. Results from high assumptions for fertility, mortality and overseas migration, with large interstate migration flows.

Source: Australian Bureau of Statistics, Population Projections, Australia 2017 (base) - 2066

#### Net overseas migration

- Net overseas migration is assumed to increase to 15,700 people per year under the high series and decline to 10,000 people per year under the low series.
- Adelaide is assumed to receive 92% of the state's net overseas migration.

#### Net interstate migration

- In all series, interstate departures will exceed interstate arrivals in South Australia, resulting in a net interstate migration loss.
- This loss is projected to be between 2,500 to 7,000 people per year from 2027.

#### Australian 2021 Intergenerational Report (June 2021)

Chart 2.2 Australia's population levels

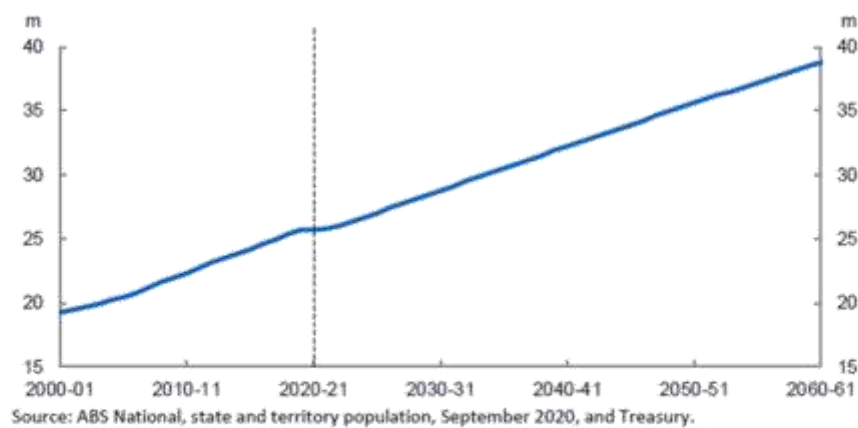
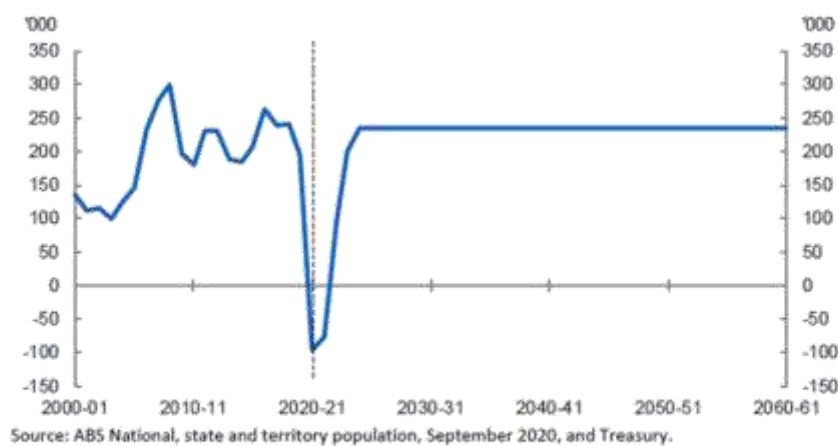


Chart 2.4 Net overseas migration



Migration will continue to drive population growth, with a long run assumption of 235,000 by 2024-25, and is assumed to stay at this level until the end of the projection period.

## 1. Projections Summary

**Table A1.1 Demographic projections**

	2020-21	2030-31	2040-41	2050-51	2060-61
Population (millions)	25.7	28.8	32.2	35.6	38.8
0-14	4.8	4.8	5.2	5.8	6.1
15-64	16.6	18.3	20.2	22.1	23.8
65-84	3.8	4.8	5.5	6.0	6.9
85 and over	0.5	0.8	1.3	1.7	1.9
Life expectancy at birth (years)					
Male	81.4	83.1	84.5	85.8	86.8
Female	85.4	86.6	87.6	88.5	89.3
Total fertility rate	1.61	1.62	1.62	1.62	1.62
Old-age dependency ratio	3.9	3.2	3.0	2.9	2.7
Net overseas migration (per cent of total population)	-0.4	0.8	0.7	0.7	0.6

Note: Life expectancy figures are calculated using the period method. The old-age dependency ratio refers to the number of people of traditional working age (15-64) for every person 65 and older.

Source: McDonald (2020) for fertility projections only and Treasury.

### Conclusion

The modelled population forecasts and profiles indicate that the population increases will continue to incorporate a significant component of immigrants for Australia, with the proportional onwads distribution to the States and then Councils.

Allied with this is the shift away from Christian beliefs towards other religious beliefs, or not having a belief.

The anticipated outcome is a greater demand for Places of Worship to cater for the increased population who practice the Islamic, Buddhist, Hindu, and Sikh faiths within Salisbury and across Metropolitan Adelaide. There is also an increase in some Christian groups like the Baptists and Pentecostal movements.

The ability to meet this demand will depend on the ability of existing Places of Worship to cater for the increased patronage or manage increased usage of the facility through increased services at differing days or times.



The number of approaches to the City of Salisbury would also appear to be evidence of an increased demand to establish new premises. In order to determine the extent of these issues in other Council areas and its priority relative to other planning policy issues, further engagement across local government is required in relation to the proposed policy changes.

#### **Correlation with the Planning and Design Code**

The 2006 PAR findings have not been invalidated by the demographic changes as identified in the various studies data since 2001. It is considered that there is an actual increase in need to have greater land use policy guidance for Places of Worship within the Planning and Design Code.

The Planning and Design Code philosophy is to promote development and have less zone restrictions, relying on assessment criteria to determine the appropriateness of applications.

However, this flexibility is likely to raise conflict in the community when applications are made which may have inappropriate impacts due to siting choices. This expected eventuality reinforces the rationale for the City of Salisbury initiating the 2006 Plan Amendment Report.

#### **Proposal**

To seek the introduction of the policy as outlined in the 2006 Plan Amendment Report into the Planning and Design Code.

It is considered that Places of Worship have impacts that cover a number of zones and situations, and can best be served by:

1. creating an Overlay to add to the existing 71 Overlays in the Code incorporating the identified general policy under the then Community Facilities from the 2006 PAR; and
2. identifying the Zones where it is best to support either all Places of Worship, or have certain size Places of Worship identified as a Restricted Land Use.

The City of Salisbury is keen to work with the State Government, through Planning and Land Use Services to progress an amendment to the Planning and Design Code to re-introduce the previous policies applying in Salisbury to Places of Worship. In doing so, Council is also willing to canvass the views of other Councils in relation to this proposal through the Local Government Association.

#### References

[https://quickstats.censusdata.abs.gov.au/census\\_services/getproduct/census/2001/quickstat/4?opendocument&navpos=220](https://quickstats.censusdata.abs.gov.au/census_services/getproduct/census/2001/quickstat/4?opendocument&navpos=220)

<https://www.abs.gov.au/statistics/people/population/population-projections-australia/latest-release>

#### Profile ID

Source: Australian Bureau of Statistics, [Census of Population and Housing](#) 2001 and 2016.

Compiled and presented in profile.id by [.id](#) (informed decisions).



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DRAFT



Attachment A

DRAFT



Religious beliefs are an important aspect of many people's lives. Information about the religious affiliation of Australians has been collected since the first Census in 1911.

### Type of religion

Reflecting the historical influence of European migration to Australia, Christianity was the most common religion reported in 2016 (52%). Islam (2.6%) and Buddhism (2.4%) were the next most common religions reported.

Nearly a third of Australians reported in the Census that they had no religion in 2016 (30%).

Religious Affiliation	Population ('000)	Population (%)
<b>Christian</b>		
Catholic	5 291.8	22.6
Anglican	3 101.2	13.3
Other Christian	3 808.6	16.3
<b>Total</b>	<b>12 201.6</b>	<b>52.1</b>
<b>Other Religions</b>		
Islam	604.2	2.6
Buddhism	563.7	2.4
Hinduism	440.3	1.9
Sikhism	125.9	0.5
Judaism	91.0	0.4
Other	95.7	0.4
<b>Total</b>	<b>1 920.8</b>	<b>8.2</b>
<b>No Religion<sup>a</sup></b>	<b>7 040.7</b>	<b>30.1</b>
<b>Australia<sup>b</sup></b>	<b>23 401.9</b>	<b>100</b>

a No religion includes secular and other spiritual beliefs.

b As religion was an optional question, the total for Australia will not equal the sum of the items above it.

### Changes over time

The religious makeup of Australia has shifted slowly over the past 50 years. In 1966, Christianity was the main religion (88%).

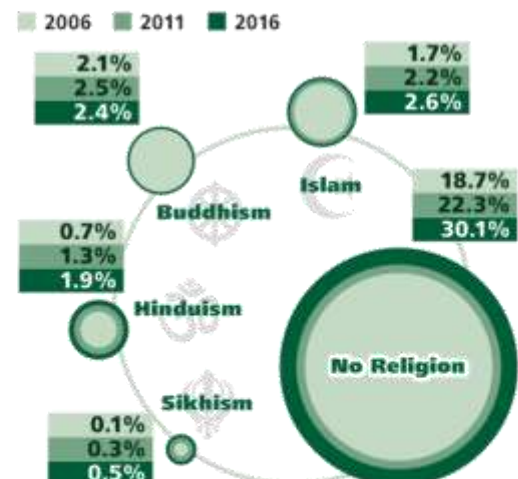
After Australia abolished the White Australia Policy in 1966, migration grew from non-European countries where religions other than Christianity were common. The proportion of people reporting to be affiliated with a religion other than Christianity had increased to 2.6% in 1991 but increased more rapidly in the last 25 years to 8.2% in 2016.



### Emerging religions and having no religion

In the 10 years from 2006 to 2016, the proportion of people reporting a religion other than Christianity in the Census increased from 5.6% in 2006 to 8.2% in 2016. Although the increase was spread across most of the non-Christian religions, the top two were Hinduism (0.7% in 2006 to 1.9% in 2016) and Islam (1.7% to 2.6%).

Those reporting no religion increased noticeably from 19% in 2006 to 30% in 2016. The largest change was between 2011 (22%) and 2016, when an additional 2.2 million people reported having no religion.



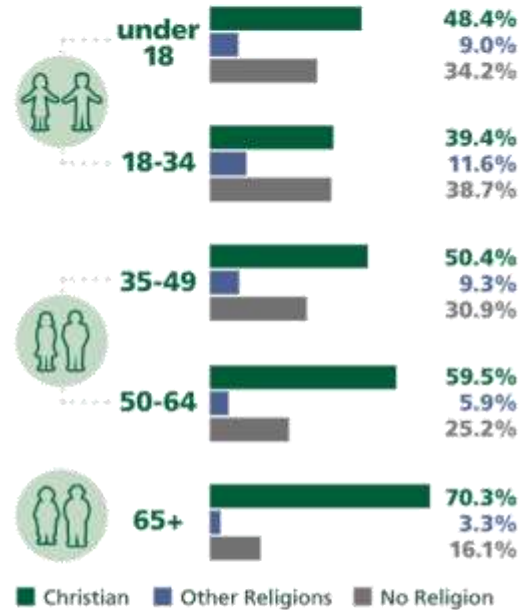
## RELIGION IN AUSTRALIA

### Religion and age

Young adults (aged 18–34 years) were more likely to report not having a religion (39%) and more likely to be affiliated with religions other than Christianity (12%) than other adults.

Older people, particularly those aged 65 years and over, were most likely to report Christianity (70%).

The religious pattern of those under 18 is most similar to the 35–49 year olds, suggesting the form may be completed with their parents' beliefs.



### Religion, men and women

Men were less likely than women to report being Christian in 2016 (50% and 55% respectively). However there was little difference in the proportion reporting a religion other than Christianity (8.3% of men and 8.1% of women).

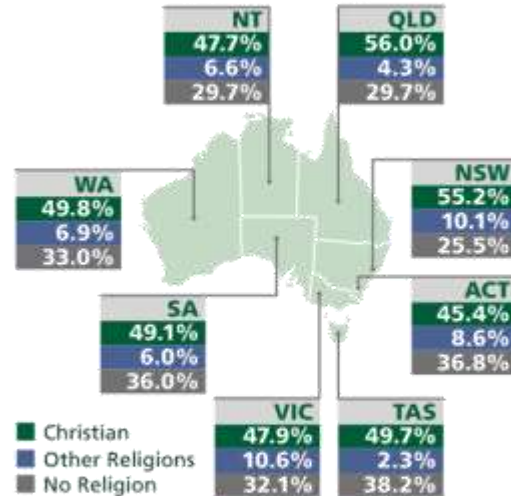
Men (32%) were more likely than women (28%) to say they had no religion.

### Religion in the states and territories

The proportion of people reporting a religion or stating they had no religion varied between the states and territories in 2016.

Victoria had the highest proportion reporting an affiliation with a religion other than Christianity and Tasmania reported the lowest.

Tasmania also had the highest proportion of people stating that they did not have a religion.

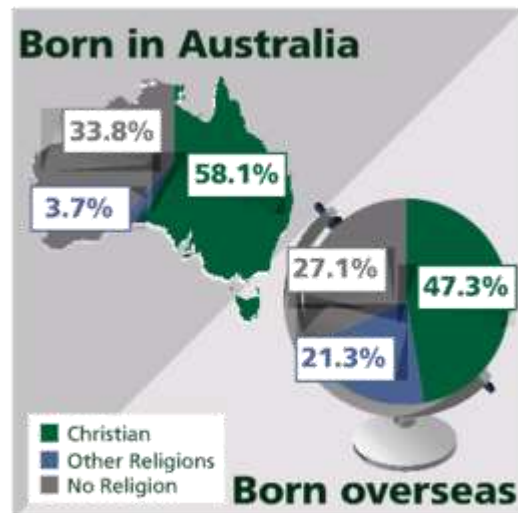


### Religion for those born overseas

In 2016, nearly half (47%) of those born overseas reported an affiliation with a Christian religion, compared with 58% of the Australian-born population.

The proportion of those born overseas who were affiliated with a religion other than Christianity was considerably higher than for those born in Australia (21% and 3.7% respectively).

The overseas-born are less likely to report that they did not have a religion (27%) than the Australian-born (34%).



Source: All visual representations are based on data collected in the 2016 Census. For definitions of the terms used above, see the Census Dictionary. For more information about 2016 Census data release and products, go to [www.abs.gov.au/census](http://www.abs.gov.au/census)