



## **AGENDA**

**FOR POLICY AND PLANNING COMMITTEE MEETING TO BE HELD ON**  
**18 JULY 2022 AT 6.30 PM**  
**IN 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 Infrastructure, Mr J Devine  
General Manager Community Development, Mrs A Pokoney Cramey  
General Manager City Development, Ms M English  
Manager Governance, Mr R Deco  
Team Leader Council Governance, Ms J O'Keefe-Craig  
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 20 June 2022.

## **REPORTS**

### *Administration*

1.0.1 Future Reports for the Policy and Planning Committee..... 11

### *For Decision*

1.1.1 Places of Worship..... 15

## **QUESTIONS ON NOTICE**

*There are no Questions on Notice*

## **MOTION ON NOTICE**

*There are no Motions on Notice*

## **OTHER BUSINESS**

*(Questions Without Notice, Motions Without Notice, CEO Update)*

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## CONFIDENTIAL ITEMS

### 1.4.1 Strategic Growth Framework Waterloo Corner and Bolivar Corridor Recommendation

Pursuant to section 83(5) of the *Local Government Act 1999* the Chief Executive Officer has indicated that, if Council so determines, this matter may be considered in confidence under Part 3 of the *Local Government Act 1999* on grounds that:

1. *Pursuant to Section 90(2) and (3)(a) 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 would involve the unreasonable disclosure of information concerning the personal affairs of any person (living or dead).*
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*

*On that basis the public's interest is best served by not disclosing the **Strategic Growth Framework Waterloo Corner and Bolivar Corridor** 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.*

**CLOSE**





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

**20 JUNE 2022**

**MEMBERS PRESENT**

Deputy Mayor, Cr C Buchanan (Chairman)  
Mayor G Aldridge  
Cr B Brug (*via Teams VC*)  
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

**STAFF**

Chief Executive Officer, Mr J Harry  
General Manager Business Excellence, Mr C Mansueto  
General Manager City Infrastructure, Mr J Devine  
General Manager Community Development, Mrs A Pokoney Cramey  
General Manager City Development, Ms M English  
Manager Governance, Mr R Deco  
Team Leader Council Governance, Ms J O'Keefe-Craig  
Governance Support Officer, Ms K Boyd

The meeting commenced at 6.35pm.

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

**APOLOGIES**

Apologies were received from Cr M Blackmore and Cr L Braun.

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## LEAVE OF ABSENCE

Nil

## PRESENTATION OF MINUTES

Moved Cr P Jensen  
Seconded Cr K Grenfell

The Minutes of the Policy and Planning Committee Meeting held on 16 May 2022, be taken as read and confirmed.

**CARRIED**

## REPORTS

### *Administration*

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

Moved Cr K Grenfell  
Seconded Cr J Woodman

That Council:

1. Notes the report.

**CARRIED**

## DEPUTATION

#### **DEP1 Carparking at Kingswood Reserve**

Moved Cr G Reynolds  
Seconded Cr J Woodman

1. That the Deputation by Resident, Mr Ashley Pump regarding carparking at Kingswood Reserve be received and noted.

**CARRIED**

## ORDER TO EXCLUDE THE PUBLIC

### 1.4.1 Potential Land Ownership Transfer

Moved Cr P Jensen

Seconded Cr S Reardon

Pursuant to section 83(5) of the *Local Government Act 1999* the Chief Executive Officer has indicated that, if Council so determines, this matter may be considered in confidence under Part 3 of the *Local Government Act 1999* on grounds that:

1. *Pursuant to Section 90(2) and (3)(b)(i) and (b)(ii) and (d)(i) and (d)(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; and*
  - *commercial information of a confidential nature (not being a trade secret) the disclosure of which could reasonably be expected to prejudice the commercial position of the person who supplied the information, or to confer a commercial advantage on a third party; and*
  - *commercial information of a confidential nature (not being a trade secret) 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*
  - *potential commercial transaction provided by the proponents*

*On that basis the public's interest is best served by not disclosing the **Potential Land Ownership Transfer** 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 the following staff of the City of Salisbury on duty in attendance – Chief Executive Officer, General Manager Business Excellence, General Manager City Development, General Manager City Infrastructure, General Manager Community Development, Manager Governance, Team Leader Council Governance and Governance Support Officer - be excluded from attendance at the meeting for this Agenda Item.*

**CARRIED**

The meeting moved into confidence at 6.51pm.

The meeting moved out of confidence at 7.05pm.

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## QUESTIONS ON NOTICE

*There were no Questions On Notice*

## MOTIONS ON NOTICE

*There were no Motions on Notice*

## REPORTS (*continued*)

### **1.2.1 Recommendations of the Youth Council Sub Committee meeting held on Wednesday 15 June 2022**

Moved Cr K Grenfell  
Seconded Cr D Proleta

The information contained in the Youth Council Sub Committee of the meeting held on 15 June 2022 be received and noted with respect to the following recommendations contained therein to be adopted by Council:

**CARRIED**

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

Moved Cr K Grenfell  
Seconded Cr D Proleta

That Council:

1. Notes the report.

**CARRIED**

#### **1.2.1-YC2 Youth Council Projects 2022 Update**

Moved Cr K Grenfell  
Seconded Cr D Proleta

That Council:

1. Notes the information.

**CARRIED**

#### **1.2.1-YC3 Youth Programs and Events Update June 2022**

Moved Cr K Grenfell  
Seconded Cr D Proleta

That Council:

1. Notes the report.

**CARRIED**



### 1.2.1-YC4 Twelve25 Employment Offering Update

Moved Cr K Grenfell  
Seconded Cr D Proleta

That Council:

1. Approves the changes to the Youth Employment and Business Start-up Programs as set out in paragraph 4.4 and 4.5 of this report (Youth Council Sub Committee, 15 June 2022, item YC3); and
2. Notes that an outcomes-based approach in delivering future youth employment programs will enable these programs to be flexible to meet the needs of young people and emerging trends within the City of Salisbury.

**CARRIED**

### 1.2.1-YC5 Youth Council Membership

Moved Cr K Grenfell  
Seconded Cr D Proleta

That Council:

1. Approves the extension of Nicolette Nedelcev's membership as Youth Council Mentor until 31 December 2022.

**CARRIED**

The meeting closed at 7.06pm.

CHAIRMAN.....

DATE.....



**ITEM** 1.0.1**POLICY AND PLANNING COMMITTEE****DATE** 18 July 2022**HEADING** Future Reports for the Policy and Planning Committee**AUTHOR** Michelle Whibley, PA to General Manager, City Development**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**That Council:

1. Notes the report.

**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
23/03/2020	<b>Levels of Service Options</b>	Michelle English
2.0.4-AMSC2	2. Canopy Cover be considered as part of the Sustainability Strategy, that will be the subject of a report back to this Council in time to be considered in the 2021/22 Budget Cycle.	
<b>Due:</b>	July 2022	
<b>Deferred to:</b>	August 2022	
<b>Reason:</b>	Finalisation of the Sustainability Strategy is in progress and will be presented to Council in August 2022.	
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.	John Devine
<b>Due:</b>	July 2022	
<b>Deferred to:</b>	August 2022	
<b>Reason:</b>	Staff are continuing to work with the Clubs and Schools and an update will be provided in August.	
24/05/2021	<b>2021-22 New Initiative Bid Update - Sustainability</b>	Leandro Lopez Digon
2.1.8	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>	
<b>Due:</b>	July 2022	
<b>Deferred to:</b>	December 2022	
<b>Reason:</b>	The collaboration project commenced at the end of 2021. A report regarding whether to progress to year 2 will be prepared as the project progresses further and stage 1 of the report is completed.	
23/08/2021	<b>Springbank Waters and Wetlands, Burton - Shared Use Path</b>	Jamie Hosking
4.2.4	3. Approves that staff bring back a report with a proposed policy on shared pathway lighting for consideration by Policy and Planning Committee by no later than December 2021.	
<b>Due:</b>	August 2022	

25/10/2021 1.1.1	<b>Cities Power Partnership Program</b> 2. Defers becoming a partner of the Cities Power Partnership program and that appropriate partnerships be considered following the completion and adoption of the Sustainability Strategy. <b>Due:</b> July 2022 <b>Deferred to:</b> March 2023 <b>Reason:</b> A report on the Sustainability Strategy is scheduled to be reported in August 2022. Once the Strategy is finalised, this resolution will be addressed.	Dameon Roy
25/10/2021 1.2.2	<b>Tourism - Ongoing Visitation &amp; Activation Report</b> 3. Notes that a further report will be brought back to Council to consider future initiatives identified in The City of Salisbury Visitor Experience 2021 report. <b>Due:</b> March 2023	Julie Kushnir
28/02/2022 1.1.1	<b>Salisbury North Oval – Precinct Plan Scope Summary</b> 1. Notes, that a Salisbury North Oval Precinct Plan will be prepared next financial year subject to budget approval and be based on the scope summary as included in this report (Policy and Planning Committee, 21 February 2022 - Item No: 1.1.1) <b>Due:</b> June 2023	Leandro Lopez Digon
23/05/2022 1.1.1	<b>Lindblom Reserve Strategic Master Plan Report</b> 4. Notes the indicative staging presented within the Master Plan and that a further report will be presented following community consultation that provides further information on staging and funding aligned to planned asset renewal within the various Asset Management Plans and includes opportunities for external funding. <b>Due:</b> December 2022	Jamie Hosking
27/06/2022 MWON1	<b>Climate Change Youth Forum Outcome</b> 2. Requests that staff bring back a report to the Policy and Planning Committee advising what strategies the City of Salisbury has in place in relation to the recommendations outlined in the Deputation report from Ms Emily Williams. <b>Due:</b> October 2022	Greg Nield

#### 4. CONCLUSION / PROPOSAL

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



<b>ITEM</b>	1.1.1		
	<b>POLICY AND PLANNING COMMITTEE</b>		
<b>DATE</b>	18 July 2022		
<b>PREV REFS</b>	Policy and Planning Committee	1.1.1	19/07/2021
	Governance and Compliance Committee	3.1.3	19/07/2021
	Policy and Planning Committee	1.2.1	15/03/2021
	Council	NOM2	28/09/2020
	Council Assessment Panel	5.2.3	24 Oct 2017 6:00 pm
<b>HEADING</b>	Places of Worship		
<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 4.4 We plan effectively to address community needs and identify new opportunities 3.4 Our urban growth is well planned and our centres are active		
<b>SUMMARY</b>	<p>Council has been concerned that land use policy for Places of Worship has been insufficient to properly assess the impacts of development applications. The request by Council in 2021 to seek support from the Local Government Association (LGA) has not been recognised as an item of concern by the LGA in informal approaches, nor by a group of directly approached councils. Changes in State Government, the appointment of a new Planning Minister, and the upcoming local government elections may impact on memberships of all councils, including the City of Salisbury. In light of this uncertainty, it is considered that a fresh approach is made to the Minister for Planning using an updated <i>Submission of Places of Worship Land Use Policy</i>, and also include this in response to the <i>Miscellaneous Technical Enhancement Code Amendment</i> when it is released for consultation by the State.</p>		
<b>RECOMMENDATION</b>			
	<u>That Council:</u>		
	1. Approves for the Mayor and Chief Executive Officer to write to the Minister for Planning, to the State Planning Commission and Planning and Land Use Services seeking their support to change the Planning and Design Code to incorporate the		

previous Development Plan policy of the City of Salisbury so that additional policies recognise Local, Neighbourhood, and Regional level of facilities and impacts.

## **ATTACHMENTS**

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

1. Places of Worship draft Submission
2. Religion 2016 Census summary

### **1. BACKGROUND**

- 1.1 Council had introduced land use policy in 2006 to guide the location of Places of Worship and their impacts on adjoining areas. The statewide 2021 Planning and Design Code did not incorporate this Council policy despite submissions on the matter.
- 1.2 Council inquired of the Minister for Planning about this omission, to which the Minister responded that the Planning and Design Code provides adequate policy and flexibility for consideration of Places of Worship.
- 1.3 The then Minister also advised that for any wider review of the policy to occur, further investigation and support from other councils would be required. Council approved the preparation of a draft submission and consultation with the Local Government Association (LGA) and other councils to determine the level of support for a review of the relevant policy. (Minute 874/2021)
- 1.4 The draft submission was considered at the Policy and Planning Committee held on 19 July 2021, along with information on the responses to informal contacts with four councils and the LGA on this issue. The consultations indicated that Places of Worship are not an issue for the contacted councils, nor did the LGA indicate that it had been raised by the LGA's member councils.
- 1.5 Council also in July 2021 concurrently considered through the Governance and Compliance Committee an approach to the LGA for this matter to be raised at the Annual General Meeting of September 2021.
- 1.6 Council approved that the:
  - 1.6.1 Places of Worship submission be noted and that a meeting be arranged with LGA GAROC members to discuss the matter (Minute 1035/2021); and
  - 1.6.2 concurrent approach to the LGA for inclusion on the Annual General Meeting not be made at that time. (Minute 1037/2021).
- 1.7 Attempts to meet with the LGA have been unsuccessful to date due to changes of senior Council staff, COVID impacts, and the consideration by the LGA of this matter as a low priority to its membership.

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

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

### **3. CONSULTATION / COMMUNICATION**

- 3.1 Internal



3.1.1 Mayor, Chair Policy and Planning Committee

3.2 External

3.2.1 Local Government Association of South Australia

#### **4. REPORT**

- 4.1 The Planning and Design Code (Code) has enabled the consideration of Places of Worship in all zones in the City of Salisbury, subject to consultation and assessment criteria. The Code did not, however, include the more sophisticated land use policy that existed in the previous Development Plan which allowed consideration of the size of the Place of Worship and its appropriate location relative to its worshipper catchment.
- 4.2 The City of Salisbury was concerned that the Planning and Design Code policies allowed medium and large-scale Places of Worship to be located in areas without sufficient criteria to assess the impacts.
- 4.3 Council has received 16 enquires or applications for Places of Worship since 2019 across a number of differing zones:
- nine sites were in Employment zones;
  - two were in a Local Activity Zone;
  - one was in a Rural Living Zone;
  - one was in General Neighbourhood Zone; and
  - three were in unspecified locations.
- 4.4 The draft *Submission of Places of Worship Land Use Policy* identified the continued population increase in Australia with immigration being the significant component. There will be onward distribution to the States and Capital Cities, with a shift away from Christian beliefs. The anticipated outcome is a continued demand for Places of Worship to cater for the increase population who practice non-Christian faiths.
- 4.5 This scenario has been reinforced by early analysis of the 2021 Census.
- 4.6 It is interesting to note that the City of Salisbury seems to be a location of choice for many seeking to establish Places of Worship. This was a finding of the 2006 investigation and is likely to continue for some time because of the extent and variety of more affordable land in a range of zones that can accommodate proposals compared to other councils. This is evidenced by the interest in employment zoned sites.
- 4.7 The decision for Council is whether it wishes to continue to pursue policy change on this matter which will require Council to convince the State Government's Planning and Land Use Services (PLUS), the Minister for Planning and the State Planning Commission of the need to change some or all of the Code policy, or to use the new Code policy as it applies across the state to assess proposals.
- 4.8 The Code has standardised land use policies across all council areas, and therefore any amendment has to be considered for its impact on all councils.
- 4.9 Options available to Council are considered to be:

- 4.9.1 Reinvigorate the approach to LGA to seek support for a Code Amendment.
  - This approach still depends on support from enough other councils which has not been the situation to date.
- 4.9.2 Directly approach selected councils for support and to collaborate on approaches to amend the Planning and Design Code.
  - Would require direct approaches and those councils would need to endorse an agreement to pursue change. Likely to reflect the LGA position.
- 4.9.3 Submit changes to the Code through the upcoming State Miscellaneous Technical Enhancement Code Amendment.
  - Reinforce earlier submissions on the policy, through inclusion of the Draft *Submission of Places of Worship Land Use Policy*.
- 4.9.4 Council seeks to initiate a Code Amendment without support.
  - Would require the Planning and Land Use Services, the Minister for Planning, and the State Planning Commission to be convinced of the need.
- 4.9.5 Approach the Minister for Planning on the matter.
  - Convince the new Minister of the issue to seek support for the State to change the relevant policy in the Code.
- 4.9.6 All of the above.
- 4.9.7 Not pursue a change.
- 4.10 Changes that have occurred, and are upcoming, since the previous consideration of Council that may affect consideration of the matter are:
  - 4.10.1 Upcoming November council elections and potential elected membership changes of this Council and the council representatives on the LGA.
  - 4.10.2 A new State Government and Planning Minister which may have a differing appetite for change on this issue.
  - 4.10.3 The investigations into the Strategic Growth Framework may offer opportunities to raise the issues within zone investigations with PLUS.
- 4.11 In light of the upcoming elections and the new State Government, it is considered timely to update the draft Submission, approach the new Minister for Planning to seek support for the policy change, and include the matter in the submissions in the upcoming State Miscellaneous Technical Enhancement Code Amendment.

## 5. CONCLUSION / PROPOSAL

- 5.1 The changes to the State Government and the upcoming local council elections may have an impact on the acceptance of the issue and the appetite for policy change.
- 5.2 The draft *Submission of Places of Worship Land Use Policy* should be updated and used in an approach to the State Planning Minister, and included in the

Council submissions on the Miscellaneous Technical Enhancement Code Amendment when it is released on consultation by the State.



## 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 16 enquiries or applications for Places of Worship. Of these:

- 5 have been the subject of a development application which has been approved, two of which have been completed/occupied and 1 about to commence.
- 4 are operating.
- 7 are or have been the subject of a preliminary enquiry and are yet to result in a development application.

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 3 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 experienced 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
  - 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.

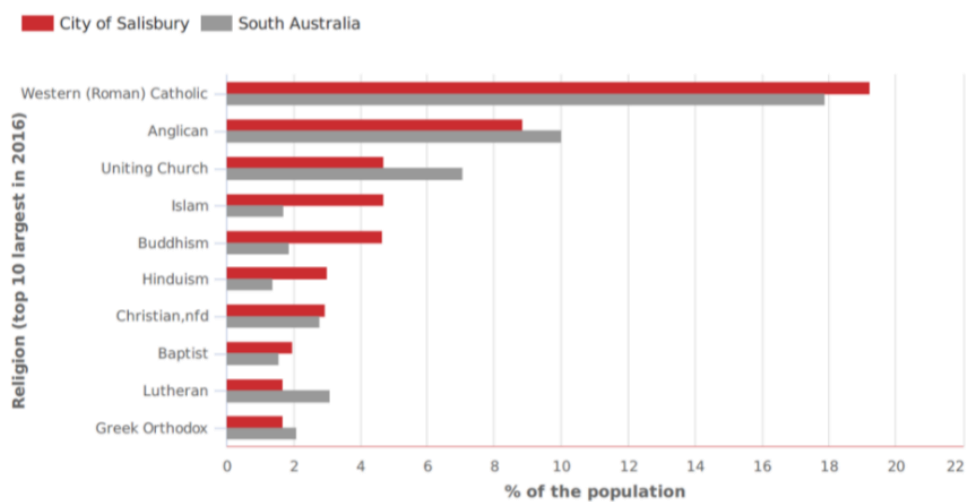
#### Population

City of Salisbury - Total persons	2016			2001			Change 2001 to 2016
	Number	%	South Australia %	Number	%	South Australia %	
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 2001 to 2016
	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

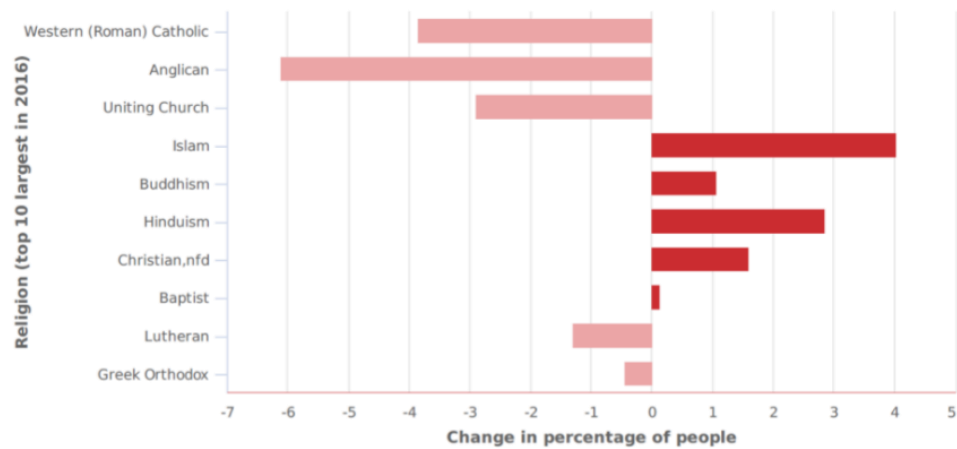


Source: Australian Bureau of Statistics, Census of Population and Housing, 2016 (Usual residence data). Compiled and presented in profile.id by .id (informed decisions).

.id informed decisions

## Change in religion, 2001 to 2016

City of Salisbury

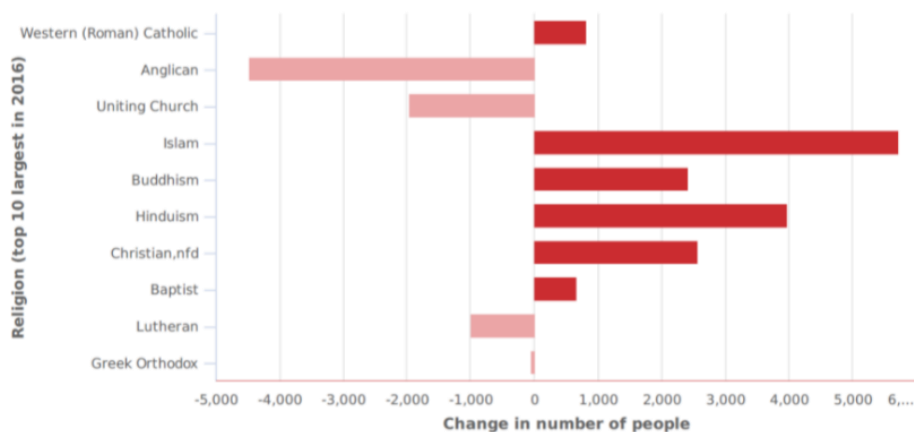


Source: Australian Bureau of Statistics, Census of Population and Housing, 2001 and 2016 (Usual residence data). Compiled and presented in profile.id by .id (informed decisions).

.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)	2016			2001			Change
Religion	Number	%	South Australia %	Number	%	South Australia %	2001 to 2016
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
Jehova'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	
Area	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

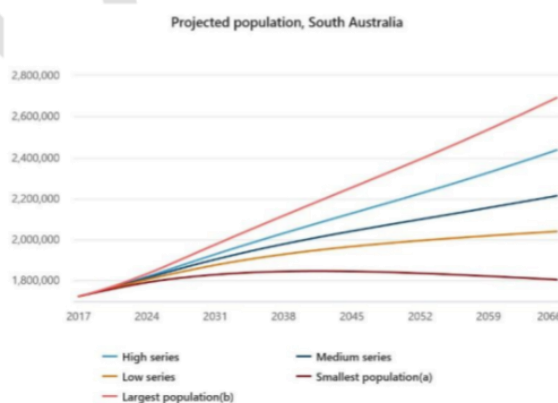
South Australia's population of 1.7 million people is projected to:

- 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.

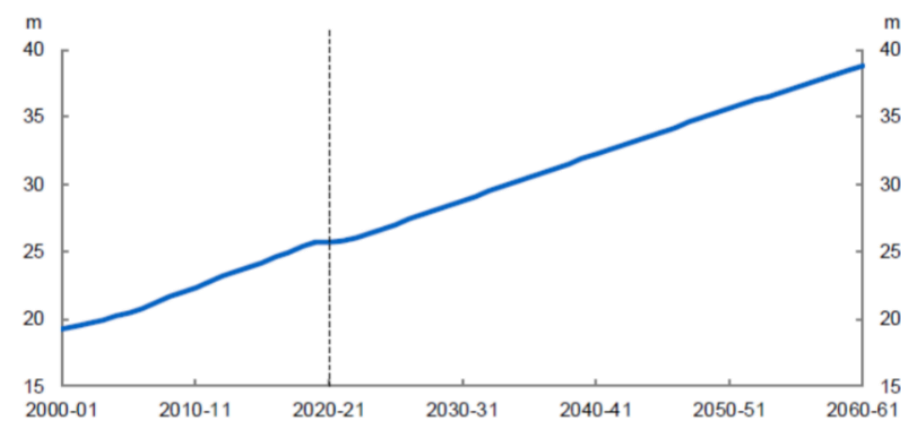
Source: Australian Bureau of Statistics, Population Projections, Australia 2017 (base) - 2066

## Net overseas migration

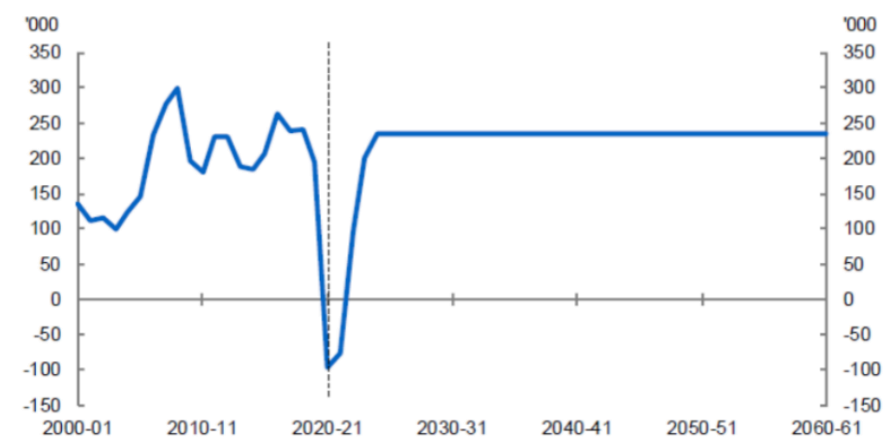
- Net overseas migration is assumed to increase to 15,700 people per year under the high series and decline to 10,000 people per year under the low series.
- Adelaide is assumed to receive 92% of the state's net overseas migration.

## 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**

Source: ABS National, state and territory population, September 2020, and Treasury.

**Chart 2.4 Net overseas migration**

Source: ABS National, state and territory population, September 2020, and Treasury.



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?open=document&navpos=220](https://quickstats.censusdata.abs.gov.au/census_services/getproduct/census/2001/quickstat/4?open=document&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).



2021 Intergenerational Report – Australia over the next 40 years. June 2021. © Commonwealth of Australia 2021. ISBN 978-1-925832-37-2





## 2016 Census Data Summary

# RELIGION IN AUSTRALIA



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 (%)
Christian	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>
Other Religions	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>

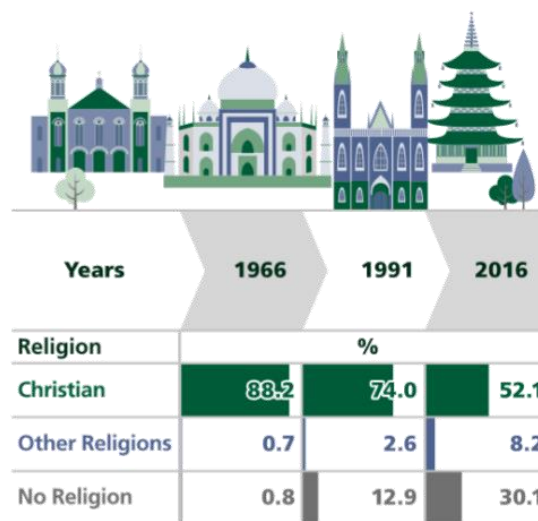
a No religion includes secular and other spiritual beliefs.

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%).

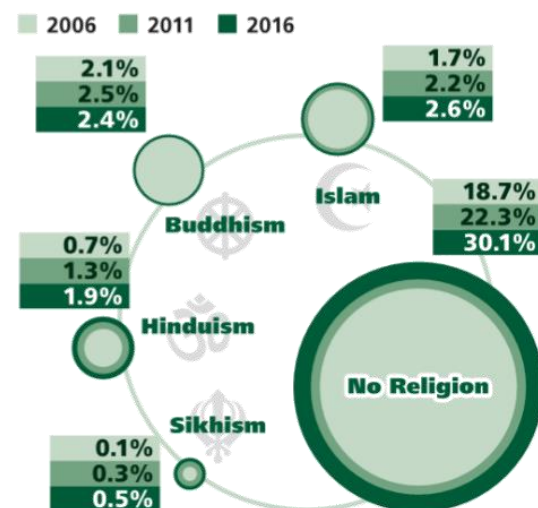
After Australia abolished the White Australia Policy in 1966, migration grew from non-European countries where religions other than Christianity were common. The proportion of people reporting to be affiliated with a religion other than Christianity had increased to 2.6% in 1991 but increased more rapidly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



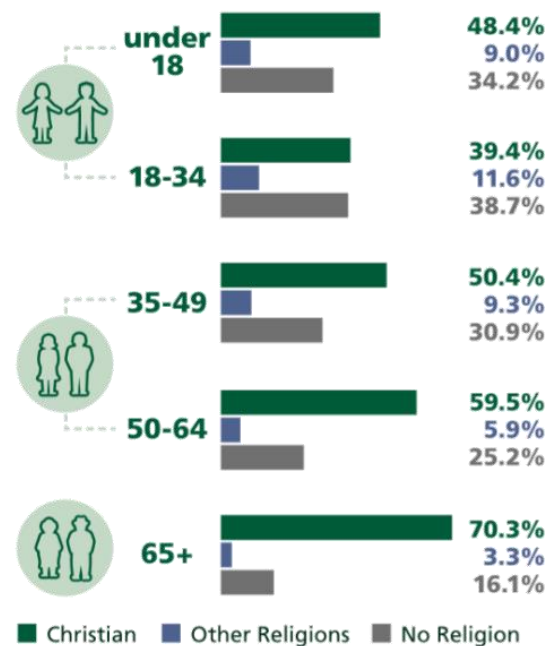
## RELIGION IN AUSTRALIA

## 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).

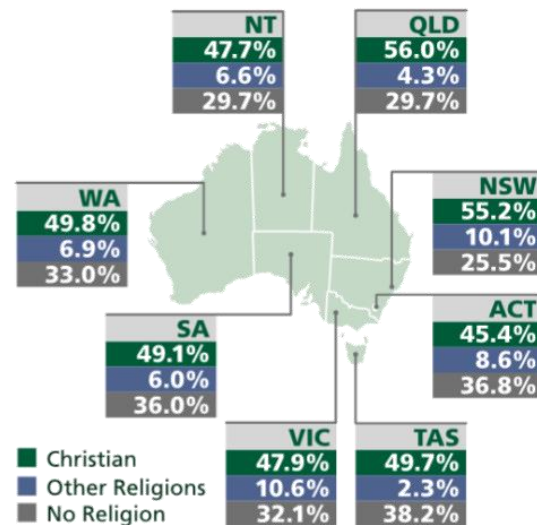
Men (32%) were more likely than women (28%) to say they had no religion.

## 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.

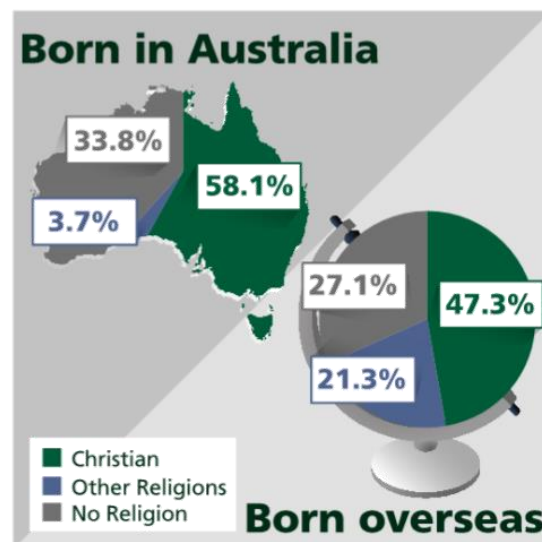


## Religion for those born overseas

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)