

DRAFT FOR CONSULTATION

Southwark Grounds Code Amendment

By the Chief Executive, Department for Housing and Urban Development
(the Designated Entity)



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Government of South Australia

Department for Housing
and Urban Development

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Have Your Say

This Code Amendment is on consultation from **Thursday 15 January 2026 to Friday 20 February 2026**.

During this time, you are welcome to lodge a written submission about any of the changes proposed in this Code Amendment.

Submissions can be made:

- online at yoursay.sa.gov.au/southwark-grounds
- by email to plansasubmissions@sa.gov.au
with subject "Submission – Southwark Grounds Code Amendment"
- by post mailed to:
Code Amendment Team
Department for Housing and Urban Development
GPO Box 1815
Adelaide SA 5001

There are public information sessions planned during the consultation period. For further details about the sessions, visit the YourSAy website at: yoursay.sa.gov.au/southwark-grounds.

Questions regarding the Code Amendment can be directed to
CodeAmendmentCoordination@sa.gov.au

1. Introduction

The Chief Executive of the Department for Housing and Urban Development (the Chief Executive) is proposing to undertake an amendment to the Planning and Design Code (the Code) under section 73 of the *Planning, Development and Infrastructure Act* (the Act).

The Southwark Grounds Code Amendment (the Code Amendment) was initiated by the Minister on 23 December 2025 under section 73(2)(b)(i) of the Act.

The proposal relates to the former West End Brewery land located in Southwark, all located on Kaurna Country (the Affected Area).

The Chief Executive is the 'designated entity' responsible for conducting this Code Amendment process and is required to undertake consultation in accordance with the Community Engagement Charter and make final recommendations to the Minister for Planning (the Minister) prior to consideration whether to adopt, alter or refuse the Code Amendment.

2. What is the Planning and Design Code?

The Planning and Design Code (the Code) sets out the rules that determine what landowners can do on their land.

For instance, if you want to build a house, the Code rules will tell you how high you can build and how far back from the front of your land your house will need to be positioned. The Code will also tell you if any additional rules apply to the area where your land is located. For example, you might be in a high bushfire risk area or an area with specific rules about protecting native vegetation.

2.1 Planning and Design Code Framework

The Code is based on a framework that contains various elements called overlays, zones, sub zones and general development policies. Together these elements provide all the rules that apply to a particular parcel of land. Information about how the Code works is available on the [PlanSA website](#).

2.2 Overlays

Overlays contain policies and maps that show the location and extent of special land features or sensitivities, such as heritage places or areas of high bushfire risk.

They may apply across one or more zones. Overlays are intended to be applied in conjunction with the relevant zone. However, where policy in a zone conflicts with the policy in an overlay, the overlay policy trumps the zone policy.

2.3 Zones

Zones are areas that share common land uses and in which specific types of development are permitted. Zones are the main spatial building blocks of the Code and apply to all areas of the state.

The same zone should apply to similar areas. For example, an Urban Activity Centre Zone applying to Marion Shopping Centre also applies to similar centres like Tea Tree Plaza Shopping Centre.

Each zone includes policies which describe the types of development that are envisaged in that zone. Classification tables within the zone assign how particular types of developments are assessed against policies in the Code (calling up policies from overlays, zones, subzones or general development policies) and which assessment pathway they will follow. Procedural matters tables also set out which types of developments need to be publicly notified.

2.4 Subzones

Subzones enable variation to policy within a zone, which may reflect local characteristics. An example is Port Adelaide centre, which has many different characteristics to typical shopping centres due to its maritime activities and uses.

2.5 General Development Policies

General development policies outline functional requirements for development, such as the need for car parking or wastewater management. While zones determine what development can occur in an area, general development policies provide guidance on how development should occur.

Unlike overlays, zones and subzones, general development policies are not applied based on the location of a proposed development, but rather the type or class of development proposed.

2.6 Amending the Planning and Design Code

The Act provides the legislative framework for undertaking amendments to the Code. With approval of the Minister for Planning (the Minister), the Chief Executive of the Department for Housing and Urban Development (the Department), a Council, Joint Planning Board, Government Agency or private proponent may initiate an amendment to the Code and undertake a Code Amendment process.

The Southwark Grounds Code Amendment was initiated by the Minister on 23 December 2026.

An approved Proposal to Initiate defined the scope of the Amendment and prescribed the investigations which must occur to enable an assessment of whether the Code Amendment should take place and in what form. A copy of the Proposal to Initiate for the Southwark Grounds Code Amendment can be downloaded from

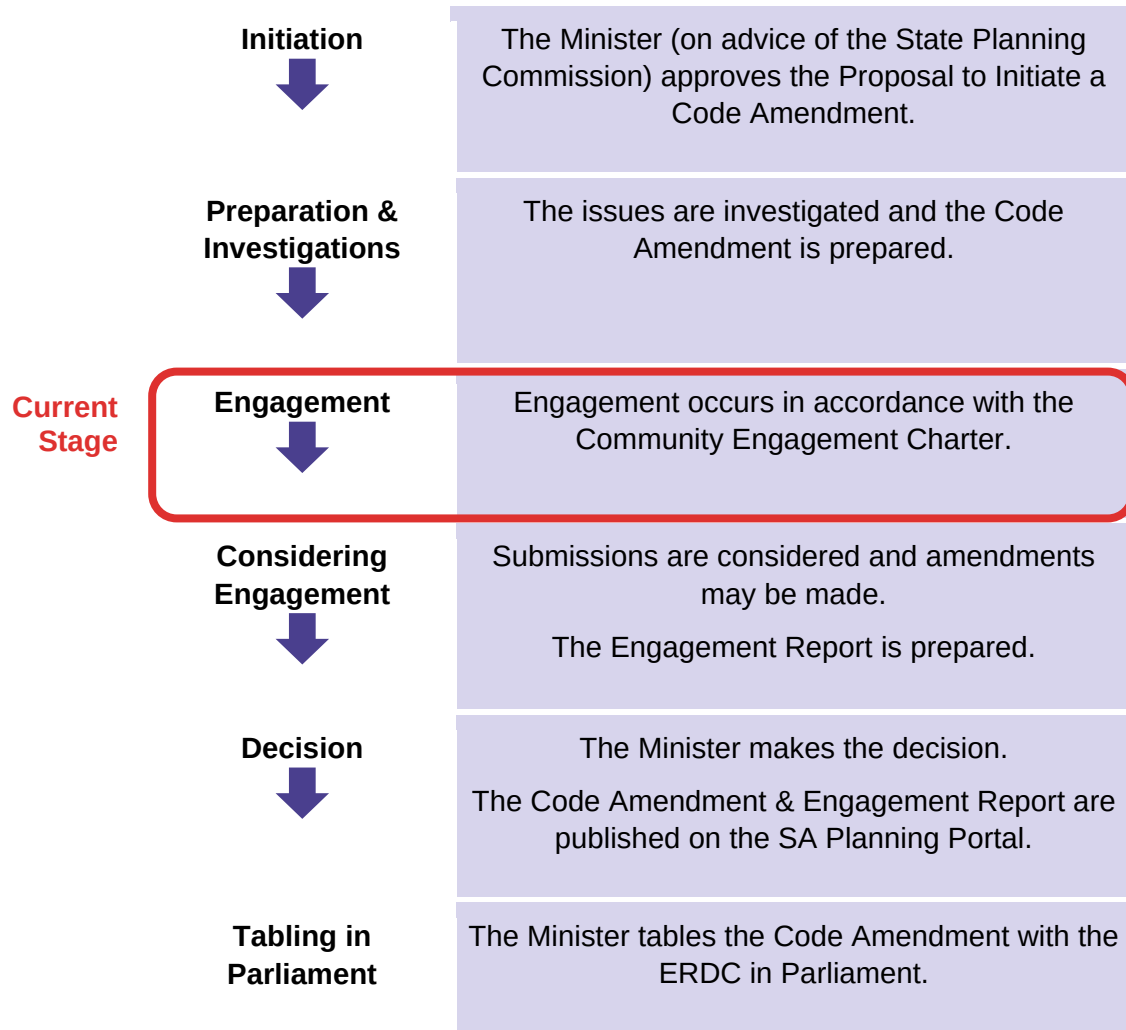
https://plan.sa.gov.au/have_your_say/code-amendments/view_consultation_item?catsid=10933

The State Planning Commission (the Commission) is responsible under the Act for ensuring the Code is maintained, reflects contemporary values relevant to planning, and readily responds to emerging trends and issues.

The Commission provided independent advice to the Minister on the proposal to initiate this Code Amendment. The Commission may also provide a report on the Code Amendment at the final stage of the Code Amendment process, if requested by the Minister.

A summary of the Code Amendment process is outlined in **Figure 1**.

Figure 1. Summary of the Code Amendment process



3. What is proposed in this Code Amendment?

3.1 Need for the amendment

The Southwark Grounds site was rezoned to the Urban Corridor (Boulevard) Zone through the 107 Port Road, Thebarton (Thebarton Brewery Precinct) Code Amendment in December 2023.

The site was recently purchased by Renewal SA and has the potential to act as a catalyst for transformational development in the area.

Since purchasing the site, Renewal SA has prepared the Thebarton Masterplan to guide its development. A copy of the Thebarton Masterplan – Executive Summary can be found at <https://southwarkgrounds.com.au/assets/documents/Southwark-Grounds/Master-plan/3.01-Thebarton-Masterplan-Executive-Summary.pdf?v=1759281456>.

Of particular note is the current maximum building height allowances applying to the site (refer to *Figures 2 and 3* in Section 5.2 below), which are generally below those indicated in the Thebarton Masterplan Executive Summary, particularly in relation to the western portion of the site. These are considered unnecessarily low in light of the surrounding policy context, as the subject land is surrounded by existing Urban Corridor zoned land already allowing 6-8 storeys, and is therefore separated from any low-scale neighbourhood-type zone interface.

Potential changes to the policies applying to the site were originally contained in the scope of the Inner West Code Amendment initiated by the Minister on 15 March 2025. However, these changes are now proposed to be progressed separately via this Southwark Grounds Code Amendment so that the changes can be considered as a site-specific matter.

It is necessary to review built form policy, particularly in relation to maximum building heights, to ensure it provides sufficient flexibility to enable the full potential of the site to be realised, and supports development outcomes capable of acting as a catalyst for the surrounding area.

3.2 Affected Area

The area affected by the proposed amendment comprises the land at the intersection of Port Road and Adam Street, south of the River Torrens (the former West End Brewery site), in the new suburb of Southwark. It is approximately 9.3 hectares in area, as shown in the map in [Attachment A](#).

3.3 Summary of proposed policy changes

3.3.1 Current Code Policy

The Affected Area is located in the Urban Corridor (Boulevard) Zone as shown in [Attachment B](#).

The Urban Corridor (Boulevard) Zone supports a mix of medium and high-density urban development framing strategic main road corridors and areas of significant open space. A primary aim of the zone is to create a uniform streetscape edge to frame the corridor with tall, articulated building facades and highly activated

frontages. A greater variety and mix of land uses is sought in this zone, in particular mixed-use buildings that contain offices, small-scale shops, and mixed-use business development at lower floors with dwellings above.

Current maximum building heights allow for up to 8 levels, 4 levels and 3 levels across the Area Affected.

The zone contains a range of other policies, however only building height policy is proposed to change through this Code Amendment, through the application and amendment of technical and numeric variations (TNV) maximum building heights (both metres and levels) and new minimum building height policy. No other zone policy is proposed to change.

3.3.2 Proposed Code Policy

Key changes proposed by the Code Amendment include:

- increase maximum building heights applying to the Affected Area to **14 levels** across its eastern and central parts, and **12 levels** to its western and southern periphery
- a minimum building height of **2 and 3 levels** across the entire Affected Area, except for a section adjacent to Port Road where a minimum building height of 4 levels already applies and is proposed to remain (refer to the amendment instructions in [Attachment C](#) for exact detail)
- amending the Airport Maximum Building Height (Regulated) Overlay as it applies to the Area Affected to better align this with the current Adelaide Airport Obstacle Limitation Surface.

The draft amendment instructions, which detail the proposed changes to the Code, are contained in [Attachment C](#).

4. What are the next steps for this Code Amendment?

4.1 Engagement

Engagement on the Code Amendment must comply with the Community Engagement Charter (the Charter), as required under the Act. The Charter sets out the following principles for engagement:

- engagement is genuine
- engagement is inclusive and respectful
- engagement is fit for purpose
- engagement is informed and transparent
- engagement processes are reviewed and improved.

An Engagement Plan has been prepared for this Code Amendment to ensure that engagement will be conducted and measured against the principles of the Charter. For more

information on the Community Engagement Charter go to the SA Planning Portal at (www.plan.sa.gov.au).

Engagement for this Code Amendment is focused on providing information to all relevant stakeholders and ensuring they have an opportunity to provide feedback. A summary of the engagement that is occurring for this Code Amendment is as follows:

- Code Amendment Portal (via the PlanSA portal)
- YourSAy consultation website
- Letter to the council affected by the Code Amendment
- Letters to industry stakeholders
- Letters to relevant government agencies
- Letters to owners and occupiers of land within, and adjacent to, the areas affected by the Code Amendment
- Newsletter articles

Staff from the Department are available to discuss this Code Amendment and answer any questions.

4.2 How can I have my say on the Code Amendment?

There are several ways in which you can provide feedback on the Code Amendment.

Submissions can be made:

- online at yoursay.sa.gov.au/southwark-grounds
- by email to plansasubmissions@sa.gov.au with subject "Submission – Southwark Grounds Code Amendment"
- by post mailed to:
Code Amendment Team
Planning and Land Use Services Division
Department for Housing and Urban Development
GPO Box 1815, Adelaide SA 5001

4.3 What changes to the Code Amendment can my feedback influence?

Stakeholders can influence the following:

- TNVs – which enable zones to be tailored to shape site or area specific outcomes (in this instance, changes to Maximum Building Height and Minimum Building Height are proposed)
- the overlays applied to the affected area (noting they have been selected based on Code drafting principles).

The following cannot be influenced:

- the geographical extent of the Affected Area that forms the basis of the Code Amendment
- general development policies in the Code (as these constitute state-wide policy)
- standard policies and wording contained in zones and overlays in the Code (as these apply beyond the Affected Area)

- instruments which are separate to the Code, such as the Act and its associated regulations.

4.4 What will happen with my feedback?

The Chief Executive is committed to undertaking consultation in accordance with the principles of the Community Engagement Charter and is genuinely open to considering the issues raised by people in the community.

All formal submissions will be considered by the Chief Executive when determining whether the proposed Code Amendment is suitable and whether any changes should be made.

Each submission will be entered into a register, and you will receive an email acknowledging receipt of your submission. Your submission will be published on the SA Planning Portal. Personal addresses, email and phone numbers will not be published, however company details will be.

The Chief Executive will consider the feedback received in finalising the Code Amendment and will prepare an Engagement Report which will outline what was heard during consultation and how the proposed Code Amendment was changed in response to submissions.

The Engagement Report will be forwarded to the Minister and then published on the SA Planning Portal along with a copy of the submissions received following a determination on the Code Amendment.

4.5 Decision on the Code Amendment

Once the Engagement Report is provided to the Minister, the Commission may provide further advice to the Minister at the Minister's request, if the Code Amendment is considered significant.

The Minister will then either adopt the Code Amendment (with or without changes), divide the Code Amendment into separate parts, or determine that the Code Amendment should not proceed. The Minister's decision will then be published on the SA Planning Portal.

If adopted, the Code Amendment will be referred to the Environment Resources and Development Committee of Parliament (ERDC) for their review.

5. Analysis

5.1 Strategic Planning Outcomes

5.1.1 Summary of Strategic Planning Outcomes

Land supply and demand

The latest population projections for South Australia indicate that the following demographic trends are likely to influence urban development in Adelaide and South Australia over the next 30 years:

- the number of people per household will continue to decline and lone person households are projected to show the greatest increase over the next 30 years
- detached dwellings are the predominant form of housing across Greater Adelaide, making up 64% of the total housing stock within inner Adelaide
- over 57% of households in South Australia currently have only one or two residents
- in contrast, only 21% of dwellings in South Australia have one or two bedrooms
- lone person households, single-parent and couple-without children families have all increased over the past two decades due to ageing, the increasing number of overseas students and increases in family breakdowns.

Code Amendment Outcome

The Southwark Grounds Code Amendment seeks to ensure planning policy applying to the Affected Area provides flexibility to allow dwelling supply to be maximised, to address the established and emerging demographic trends of smaller households by supporting the provision of additional medium to high density apartment style housing.

5.1.2 Consistency with the State Planning Policies

State Planning Policies define South Australia's planning priorities, goals and interests. They are the overarching umbrella policies that define the state's interests in land use. There are 16 State Planning Policies and six special legislative State Planning Policies.

These policies are given effect through the Code, with referral powers assigned to relevant Government Agencies (for example, the Environment Protection Agency for contaminated land). The Code (including any Code Amendments) must comply with any principle prescribed by a State Planning Policy.

This Code Amendment is considered to be consistent with the State Planning Policies as shown in [Attachment D](#).

5.1.3 Consistency with the Regional Plan

The directions set out in Regional Plans provide the long-term vision and set the spatial patterns for future development within a region. This can include land use integration, transport infrastructure and the public realm.

Where there is conflict between a Regional Plan and the State Planning Policies, the State Planning Policies will prevail.

This Code Amendment is considered to be consistent with the Greater Adelaide Regional Plan as shown in [Attachment D](#).

5.1.4 Consistency with other key strategic policy documents

The [Thebarton Masterplan – Executive Summary](#), prepared by Arup for Renewal SA, focuses on creating a sustainable, inclusive, and vibrant community, balancing environmental protection, cultural heritage, and social equity. The Code Amendment will bring the Code policy applying to Southwark Grounds in closer alignment with the Masterplan.

5.2 Investigations

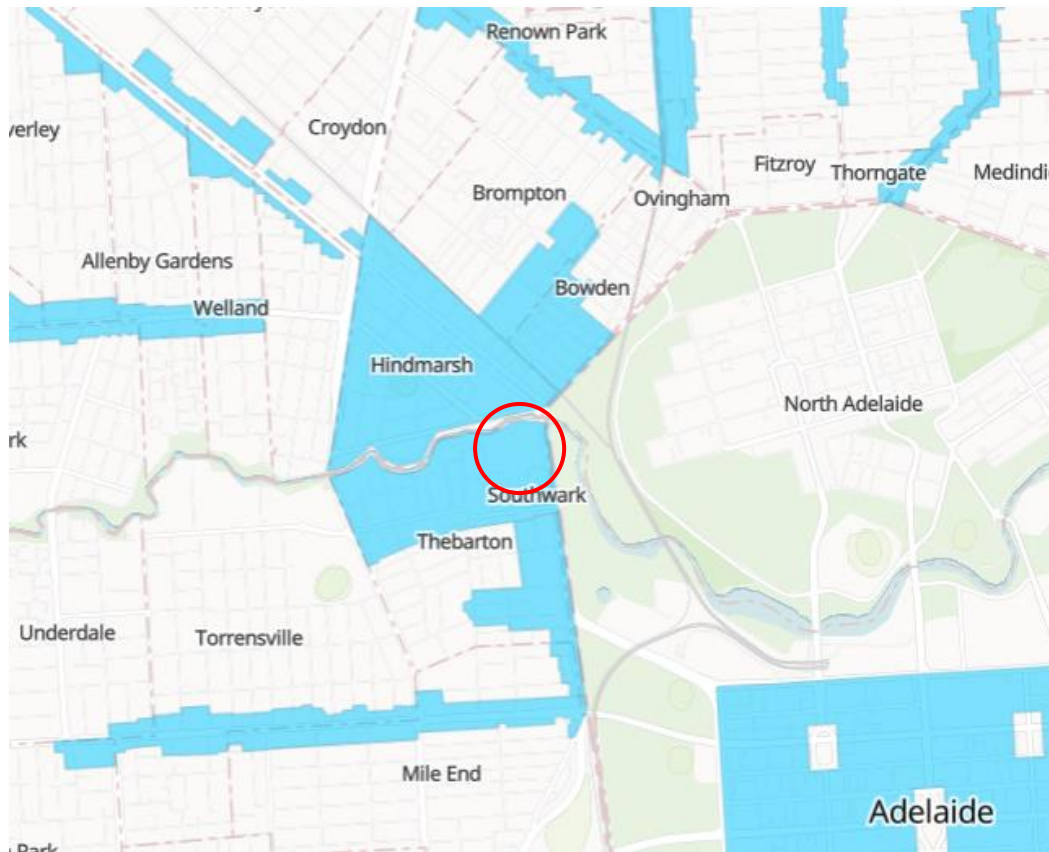
The extent of investigations that have been undertaken as part of the Code Amendment process have been agreed by the Minister in the Proposal to Initiate.

The following investigations have been undertaken to inform this Code Amendment:

Strategic Context

The Greater Adelaide Regional Plan identifies the Southwark Grounds as part of a State Significant Infill Area (refer *Figure 1 – Greater Adelaide Regional Plan State Significant Infill Areas*, area identified with red circle).

Figure 1 – Greater Adelaide Regional Plan State Significant Infill Areas



State Significant Infill Areas are key areas targeted for infill development. They are areas of state interest due to their capacity to significantly contribute to delivery of more homes in the right places. These areas are typically close to high-frequency public transport managed by the state and provide opportunities for coordinated mixed-use or higher density housing outcomes. Urban corridors are identified as one of the four types of State significant infill and urban renewal types (along with Urban renewal areas, Regional centres, and Adelaide City – refer Table 1 under the heading “State significant infill areas” in the Greater Adelaide Regional Plan for further details). The following detail about Urban corridors is provided:

Urban corridors can accommodate future housing growth and diversity, while at the same time, balance the desire to preserve the character of adjacent established neighbourhoods. The land uses and character next to these corridors will influence planning policies relating to the type, height and extent of development within the corridors.

The corridor frame directly facing and adjacent to the Adelaide Park Lands provides a unique opportunity to provide the densest residential development, leveraging off direct access to recreational public open space that the parklands afford and close proximity to the Adelaide CBD. This form of denser accommodation provides opportunities for downsizers, which helps address a changing demography and free up more family homes.

The Greater Adelaide Regional Plan identifies a range of actions aimed at maximising opportunities along the right corridors as per the following excerpt:

Height and interface policies are essential for providing well-designed buildings that manage the interface with more sensitive low-rise housing that often occurs at the edge of these zones. They also have a significant impact on potential dwelling yields and feasibility of projects.

Some corridors have limited capacity to increase heights due to their depth, while others provide an opportunity to maximise opportunities for housing in well-located areas, while still managing impacts to adjoining properties.

Allotments with a depth of greater than 50 metres, or where there is potential for land to be amalgamated to achieve this, provide greater opportunities for building height and housing while maintaining appropriate interface with adjoining properties.

There are opportunities to facilitate more housing in corridors through review of policies such as:

- *Consistent application of interface building heights policies:*
 - *Application of the 45-degree plane over north, east and west facing boundaries.*
 - *Application of the 30-degree plane over south facing boundaries.*
- *Revising interface building policy and the 'significant development site' test to further incentivise amalgamation and development in corridors (for example, two sites rather than four).*
- *Review building heights and notification triggers to remove requirements for notification where development meets the maximum building height and providing for third party appeal rights where this is exceeded.*
- *Reviewing car parking rates along high frequency public transport routes.*
- *Establish minimum heights and densities to ensure opportunities for well-located housing are not lost.*
- *Create a new Urban Corridor (Interface) Zone that encourages low-medium rise Missing Middle housing, and more sensitively integrates with established residential and character areas.*

Urban corridors will be progressively introduced over the next 30 years as market conditions and available dwelling yield support additional supply. Existing urban corridors that have responded well to market conditions are likely to be extended in the first instance. New corridors will likely be introduced toward the latter half of the 30-year horizon.

Most of the above actions require a broader review of urban corridor areas, given change to the policy of any of the existing four urban corridor zones would apply wherever these zones apply spatially, rather than just to Southwark Grounds, and are therefore outside the scope of this Code Amendment. However, policy relating to maximum and minimum building heights (as underlined above) are able to be locally varied across the urban corridor zones (through the spatial application of the TNVs for both maximum building height and minimum height in the South Australian Property and Planning Atlas).

Maximum building height

Current maximum building heights for Southwark Grounds are identified in *Figures 2 and 3* below (Affected Area indicated by red dotted outline). Whilst an eight storey / 32.5 metre maximum allowance is currently prescribed for the eastern portion of the site, it decreases to four storeys / 15 metres and three storeys / 12 metres towards the western part.

Figure 2 – Southwark Grounds – Current Maximum Building Height (levels)



Figure 3 – Southwark Grounds – Current Maximum Building Height (metres)

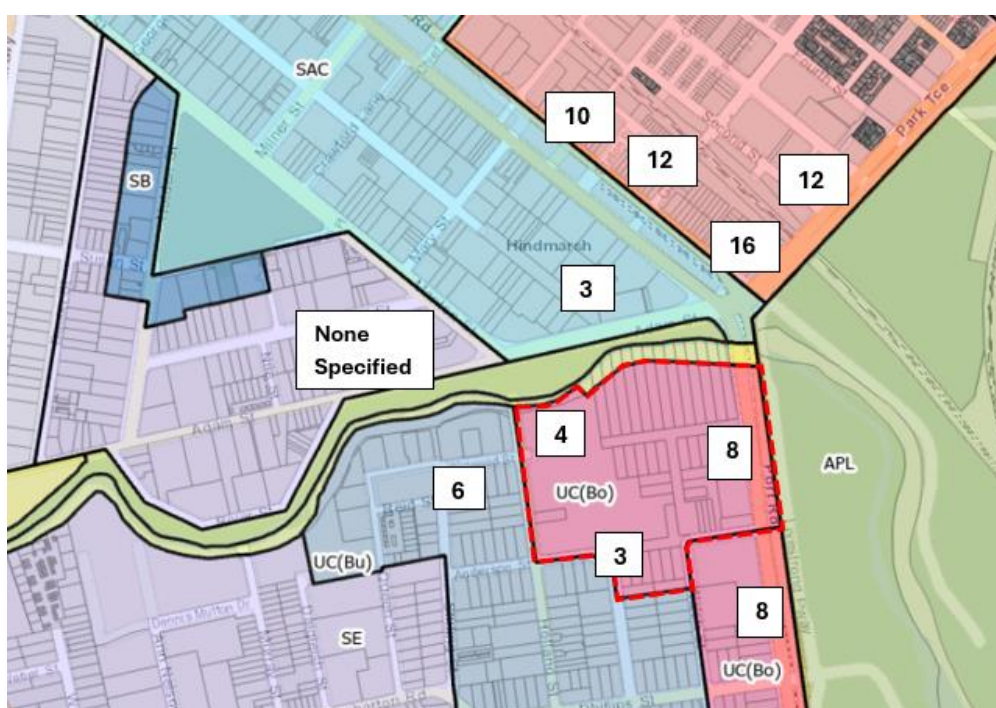


Maximum building heights applying elsewhere along the Adelaide Park Lands frame in the vicinity of the Affected Area typically range between 8-12 storeys (refer *Figure 4 - Current Maximum Building Heights- Southwark, Thebarton and Hindmarsh* overleaf).

The Bowden precinct mixed use development (north of Port Road), also progressed by Renewal SA, includes a 16-storey maximum area on the northern corner of Port Road and Park Terrace and 10-12 storey maximums along the northern side of Port Road.

The Urban Corridor zones and Urban Neighbourhood Zone in the vicinity of the Affected Area were established through previous Development Plan Amendment processes (now called Code Amendments), replacing former industrial/commercial zonings to support medium-high density residential and mixed use.

Figure 4 – Current Maximum Building Heights- Southwark, Thebarton and Hindmarsh



Maximum building height allowances for Southwark Grounds and surrounding land are affected by Adelaide Airport Operations. *Figure 5 —Southwark Grounds- Airport Referral Heights* below, which is an excerpt from the Airport Building Heights (Regulated) Overlay in the Code, identifies the height above which a development proposal requires referral to Adelaide Airport Limited for its consideration and direction. Development above these height measures can be undertaken with the approval of Adelaide Airport Limited.

Figure 5 – Southwark Grounds - Airport Building Heights



The designation of Southwark Grounds as a State Significant Infill Area in the Greater Adelaide Regional Plan provides a clear signal that planning policy should support significant residential / mixed use infill opportunity. The proximity of the location to the Adelaide Park Lands and city centre, the provision of existing infrastructure, proximity to the River Torrens, and the lack of residential interface highlights Southwark Ground's suitability as a location for medium-high density infill. It is vital that prime infill locations like this maximise development opportunity to capitalise on locational benefits and contribute to housing supply, diversity and affordability in the current housing crisis.

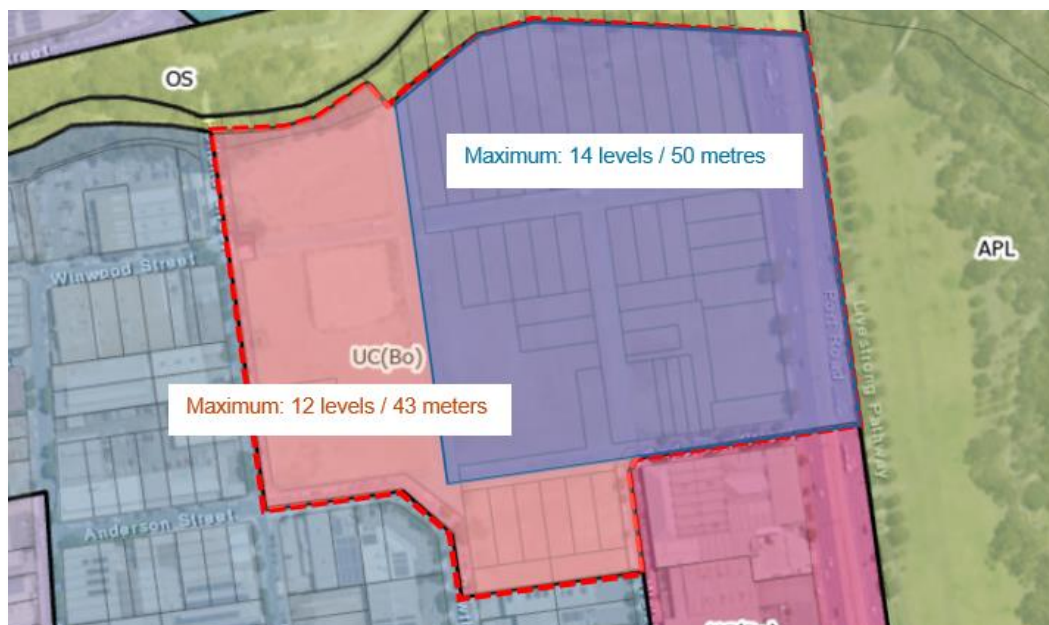
Given the current zoning and commercial land uses in the locality and height allowances in the area (i.e. 6 levels in the existing abutting Urban Corridor [Business] Zone immediately west and 8 levels in the existing Urban Corridor [Boulevard] Zone along Port Road to the south) there is considered to be limited reason to constrain building height within the southern and western parts of Southwark Grounds to three storeys / 12.5 metres and four storeys / 15 metres respectively. The site was recently purchased by Renewal SA and has the potential to act as catalyst for development in the area. It is considered essential to ensure maximum building heights on Southwark Grounds provide a high degree of flexibility to maximise potential dwelling yields given the location's proximity to existing infrastructure, services and the city centre.

Existing maximum building heights previously established in the adjacent Urban Neighbourhood Zone in Bowden (which are considered relevant to Southwark Grounds given similarities in desired outcomes), and the adjacent urban corridor zones have been used as cues for proposed maximum building heights for the Affected Area to capitalise on its designation as a State Significant Infill Area.

It is therefore proposed to increase the building height allowance to 14 levels in the eastern and central parts of the Affected Area and 12 levels in the remainder (refer to *Figure 6 Southwark Grounds – Proposed Maximum Building Height*).

It is noted that the proposed maximum building heights are above the Adelaide Airport Obstacle Limitation Surface (OLS)¹. In cases where a proposed development penetrates the OLS, it will be referred to Adelaide Airport Limited for direction in accordance with the Code's Airport Building Heights (Regulated) Overlay and may or may not be approved. In practice, built form outcomes for development above the OLS will be less certain compared to development below the OLS. Notwithstanding, the operation of the Airport Building Heights (Regulated) Overlay will ensure that suitable control of any development proposal penetrating the OLS is maintained, thereby ensuring that Adelaide Airport operations remain protected.

Figure 6 Southwark Grounds – Proposed Maximum Building Height



Code Amendment Outcome

The Code Amendment proposes to replace the current maximum building heights with the following:

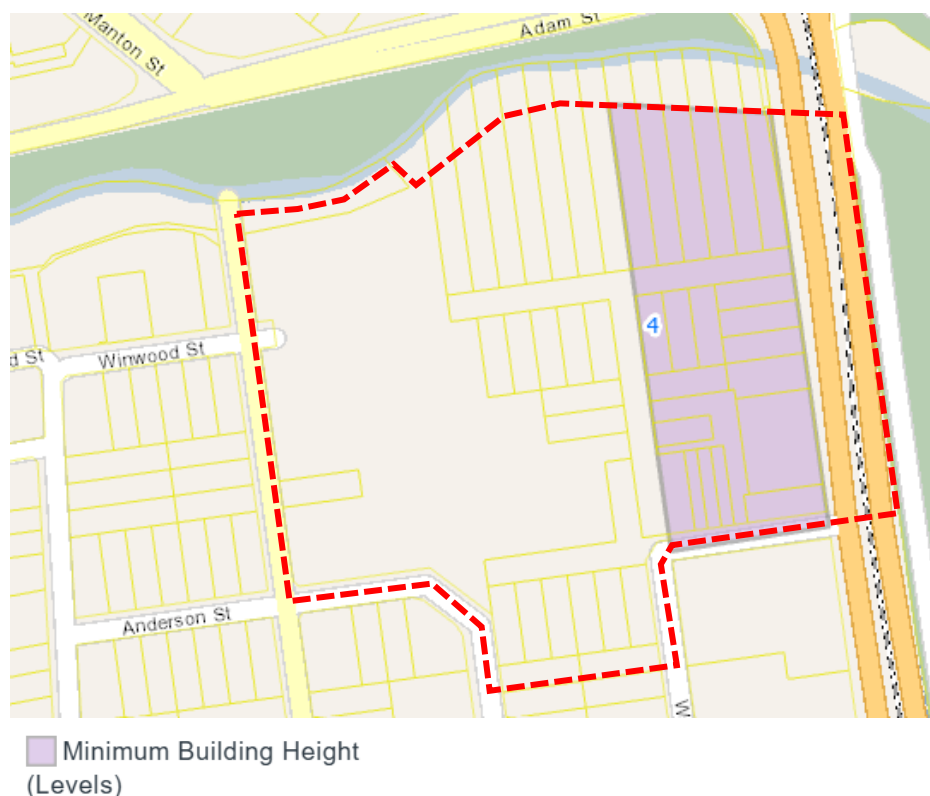
- 14 building levels and 50 metres over the eastern and central portion of the Affected Area
- 12 building levels and 43 metres over the western and southern periphery of the Affected Area.

¹ Obstacle Limitation Surfaces (OLS) are a series of surfaces in the airspace surrounding an airport. They are established in accordance with the International Civil Aviation Organisation (ICAO) specifications which have been adopted by Australia's Civil Aviation Safety Authority (CASA). The OLS defines the airspace to be protected for aircraft operating during the initial and final stages of flight, or when manoeuvring in the vicinity of the airport. The OLS is generally the lowest surface and is designed to provide protection to aircraft when a pilot is flying visually. New developments may penetrate the OLS but only in particular locations and if strict requirements are met.

Minimum building height

An existing minimum building height of 4 building levels applies to the part of the Affected Area adjacent to Port Road, but not the remainder (refer to *Figure 7 – Southwark Grounds – Current Minimum Building Height*).

Figure 7 Southwark Grounds – Current Minimum Building Height (Levels)



The Thebarton Masterplan sets a target of between 1000-1300 new homes across the site. It identifies a range of built form, mostly between 4-10 storeys in height, although does include small sections of townhouse development of 2-3 storeys in height on the periphery. A 2 level minimum is therefore proposed to apply at the southern periphery where the Masterplan identifies 2 level development, and a 3 level minimum otherwise, in accordance with *Figure 8 – Southwark Grounds – Proposed Minimum Building Height (Levels)* below. The existing 4 level minimum remains adjacent to Port Road, which is also shown on Figure 8 for clarity.

The alignment of the north south boundary between the 2 level minimum and 3 level minimum reflects recent land division approvals that have created new allotments on the site (refer DA 24042463 – copy of approved plan in [Attachment E](#)).

Figure 8 Southwark Grounds – Proposed Minimum Building Height (Levels)**Code Amendment Outcome**

The Code Amendment proposes to introduce minimum building heights of 2 levels and 3 levels in accordance with Figure 8 above.

Airport Building Heights (Regulated) Overlay

The Code's current mapping of the Adelaide Airport OLS, which is linked to the referral trigger within the Airport Building Heights (Regulated) Overlay, is based on historic Development Plan mapping. This mapping as it applies to the Area Affected is now outdated and no longer corresponds with the OLS. It provides building height referral triggers well below the current OLS heights. It is therefore proposed to update the Overlay over the Affected Area to align with the current OLS, to avoid development unnecessarily triggering referrals. *Figure 9 – Adelaide Airport OLS Height* overleaf identifies the current OLS heights in Australian Height Datum (AHD) across the Affected Area.

Figure 9 – Adelaide Airport OLS



Code Amendment Outcome

The Code Amendment proposes to amend the Airport Building Heights (Regulated) Overlay across Southwark Grounds to better align with the current Adelaide Airport OLS.

5.3 Infrastructure planning

The Thebarton and Hindmarsh Precinct is identified as a State Significant Infill Area by the Greater Adelaide Regional Plan to accommodate residential infill. Investigations undertaken for the Greater Adelaide Regional Plan estimated a maximum infill capacity of around 3330 dwellings in the Hindmarsh area and 1010 dwellings in the Thebarton area.

These areas are mostly comprised of privately owned land, meaning it is difficult to forecast the extent or rate of development that might ensue from the Code Amendment. However, the extent and rate of development in other mixed use infill zones in the vicinity suggests take-up of new development opportunity will be gradual.

It is anticipated that infrastructure capacity will be considered on a proposed development case-by-case basis to assess what additional load a proposed development would place on infrastructure networks and whether networks have capacity to accommodate a proposed development.

The Greater Adelaide Regional Plan makes a commitment to assisting infrastructure agencies and utility providers undertake capacity analysis and long-term infrastructure planning to align with its projections in parallel with and beyond this Code Amendment.

5.4 Recommended policy changes

Following is a list of the recommended policy changes which are proposed in response to the investigations undertaken in support of this Code Amendment:

- apply a:
 - o maximum building height of 14 levels / 50 metres over the eastern and central parts of the Affected Area (i.e. the part north of Anderson Street and east of the continuation of the alignment of Cawthorne Street), and 12 building levels / 43 metres over the remainder
 - o minimum building height of 2 and 3 levels across that part of the Affected Area outside that to which a minimum building height of 4 levels already applies (refer to the amendment instructions in [Attachment C](#) for exact detail)
- amend the Airport Building Heights (Regulated) Overlay over Southwark Grounds to align with the current Adelaide Airport OLS.

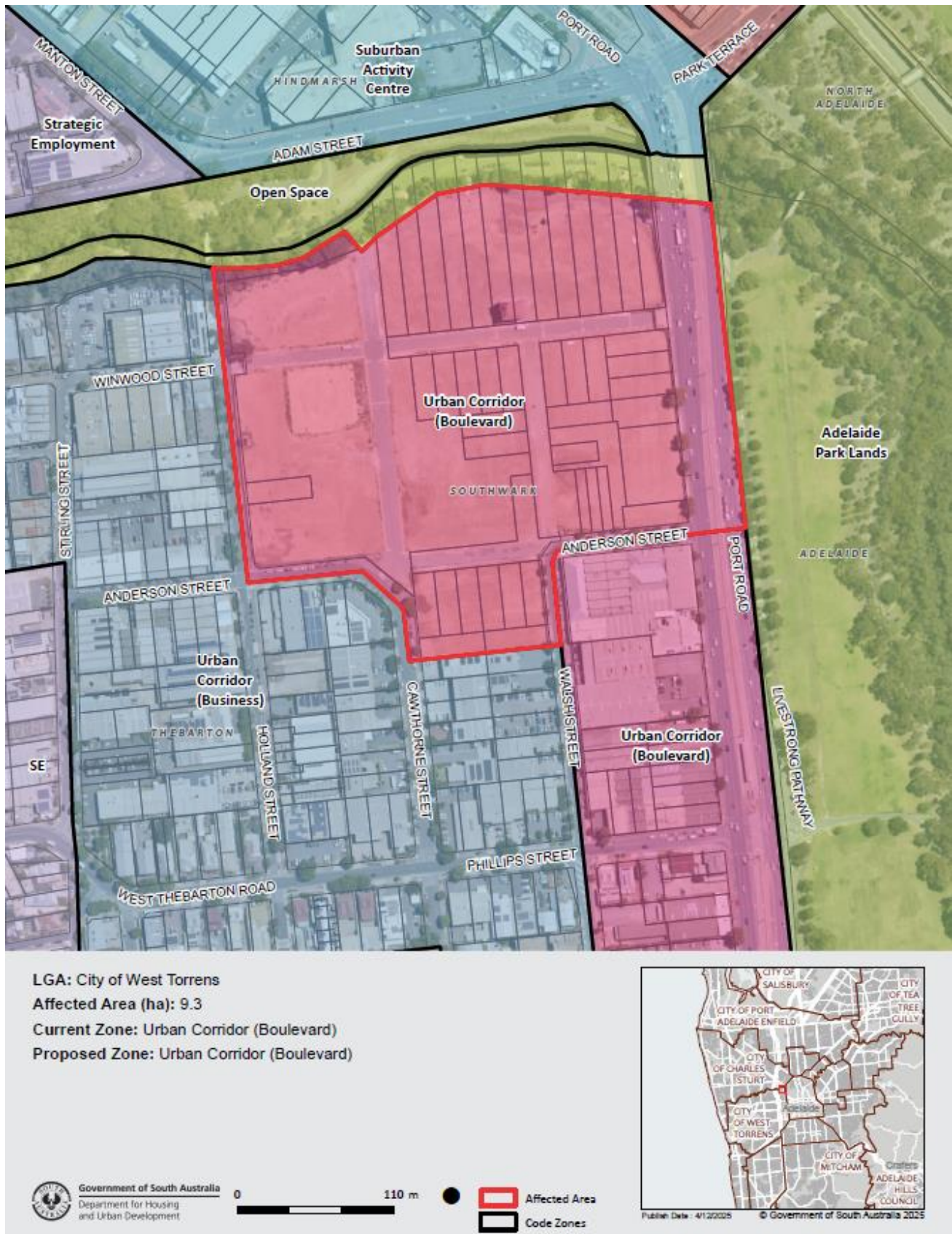
The detailed amendment instructions are set out in [Attachment C](#).

6. References

- [Greater Adelaide Regional Plan](#) version GA2025.3 (May 2025) – Department for Housing and Urban Development.
- [West Torrens Council Development Plan](#) (May 2020) - Department of Planning, Transport and Infrastructure.
- [Thebarton Masterplan Executive Summary](#) (2025) – Renewal SA.

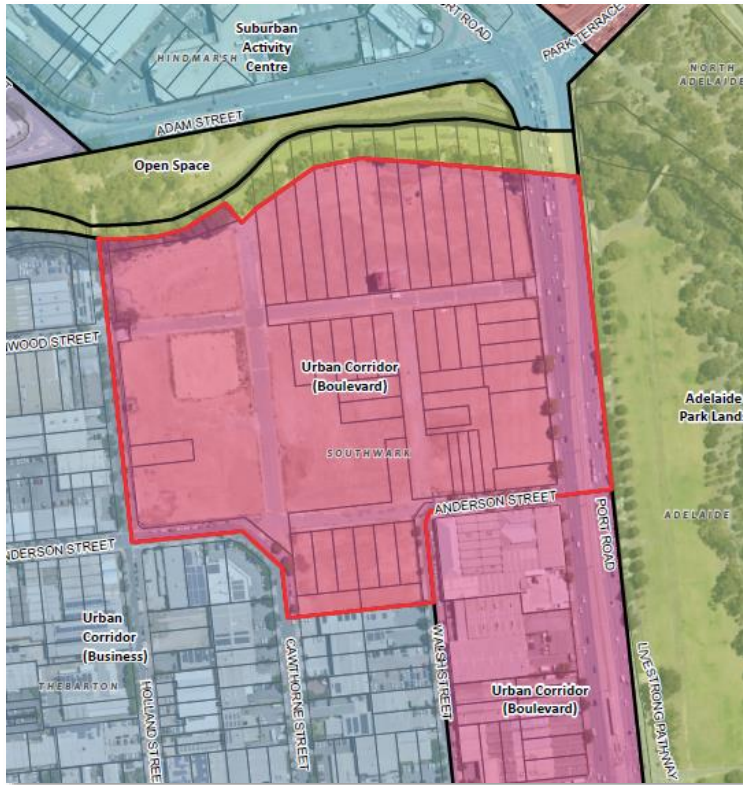
Attachment A – Affected Area Mapping

The area affected by the Code Amendment (identified by red outline) is as follows:



Attachment B – Current Code Policy

Current Zoning:



Planning and Design Code Zoning

The affected area is located within Urban Corridor (Boulevard) Zone.

The following overlays apply:

- Advertising Near Signalised Intersections
- Affordable Housing
- Aircraft Noise Exposure - ANEF 20
- Airport Building Heights (Regulated) – All Structures over 40 metres and 25 metres
- Building Near Airfields
- Design
- Future Road Widening
- Hazards (Flooding)
- Hazards (Flooding – Evidence Required)
- Key Railway Crossings
- Heritage Adjacency
- Local Heritage Place
- Major Urban Transport Routes
- Noise and Air Emissions
- Prescribed Watercourses
- Prescribed Wells Area
- Regulated and Significant Tree
- State Heritage Place
- Traffic Generating Development
- Water Resources

Zone outcomes:

Zone	Desired Outcome	Current Building Height Maximum	Primary Street Setback	Side Setback	Rear Setback
Urban Corridor (Boulevard) Zone	Supports a mix of medium and high-density urban development along established strategic or mixed-use road corridors. The primary aim of the zone is to provide for a broad range of non-residential development typical of existing mixed-use zones on main road corridors. Non-residential development will be located at ground level in mixed use or individual buildings and will be supported by a diverse range of dwellings at ground or upper floor levels (in either mixed use or stand-alone buildings).	8 levels 4 levels 3 levels	None specified	No minimum	None specified

Attachment C – Proposed Amendments to the Planning and Design Code

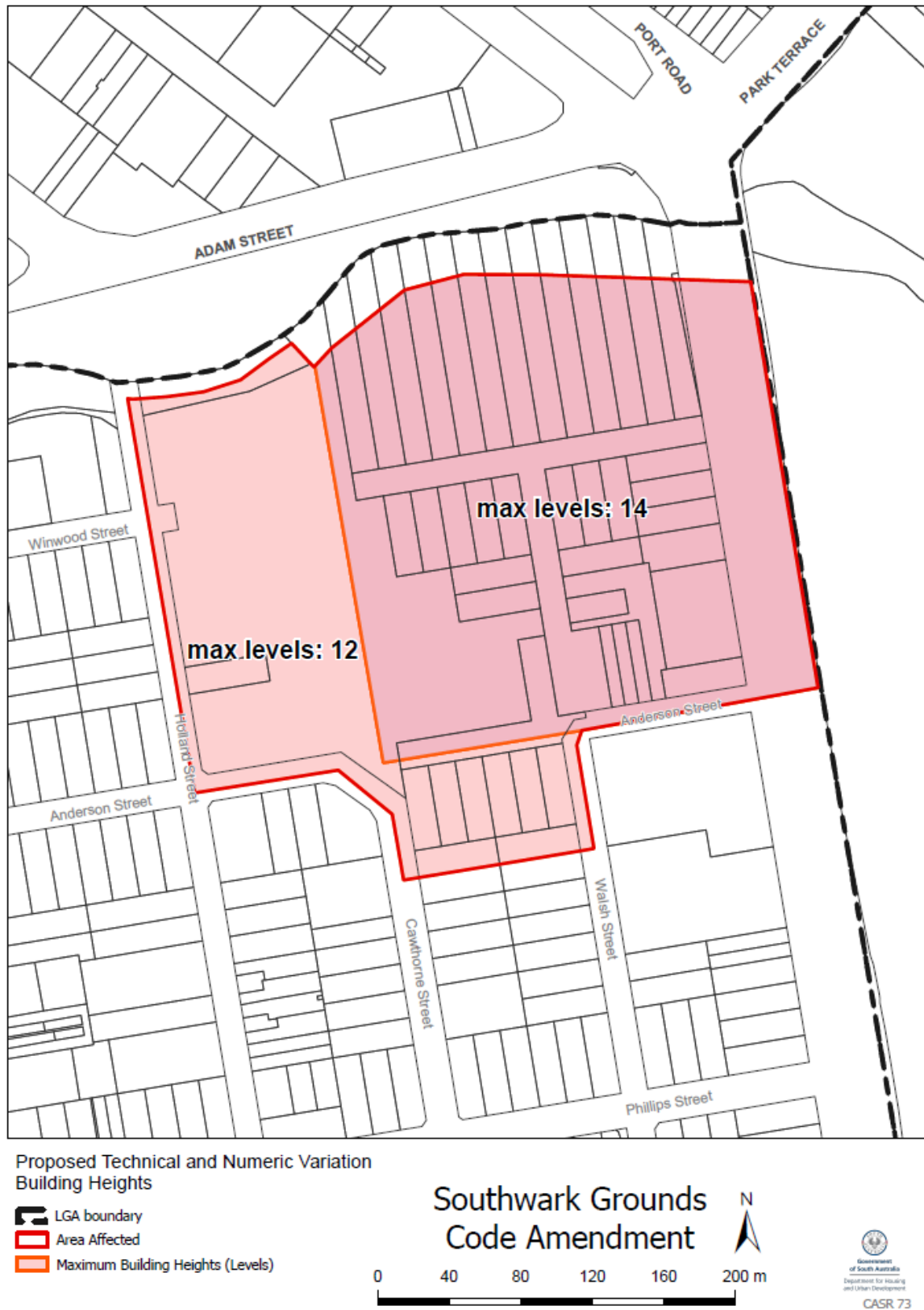
Amendment Instructions

The following amendment instructions (at the time of drafting) relate to the Planning and Design Code, Version 2025.21 published on 4 December 2025. Where amendments to the Planning and Design Code have been published after this date, consequential changes to the following amendment instructions will be made as necessary.

1. Replace the Technical and Numeric Variation – Maximum Building Height (Metres) in accordance with the following:



2. Replace the Technical and Numeric Variation – Maximum Building Height (Levels) in accordance with the following:



3. Replace the Technical and Numeric Variation – Minimum Building Height (Levels) in accordance with the following:



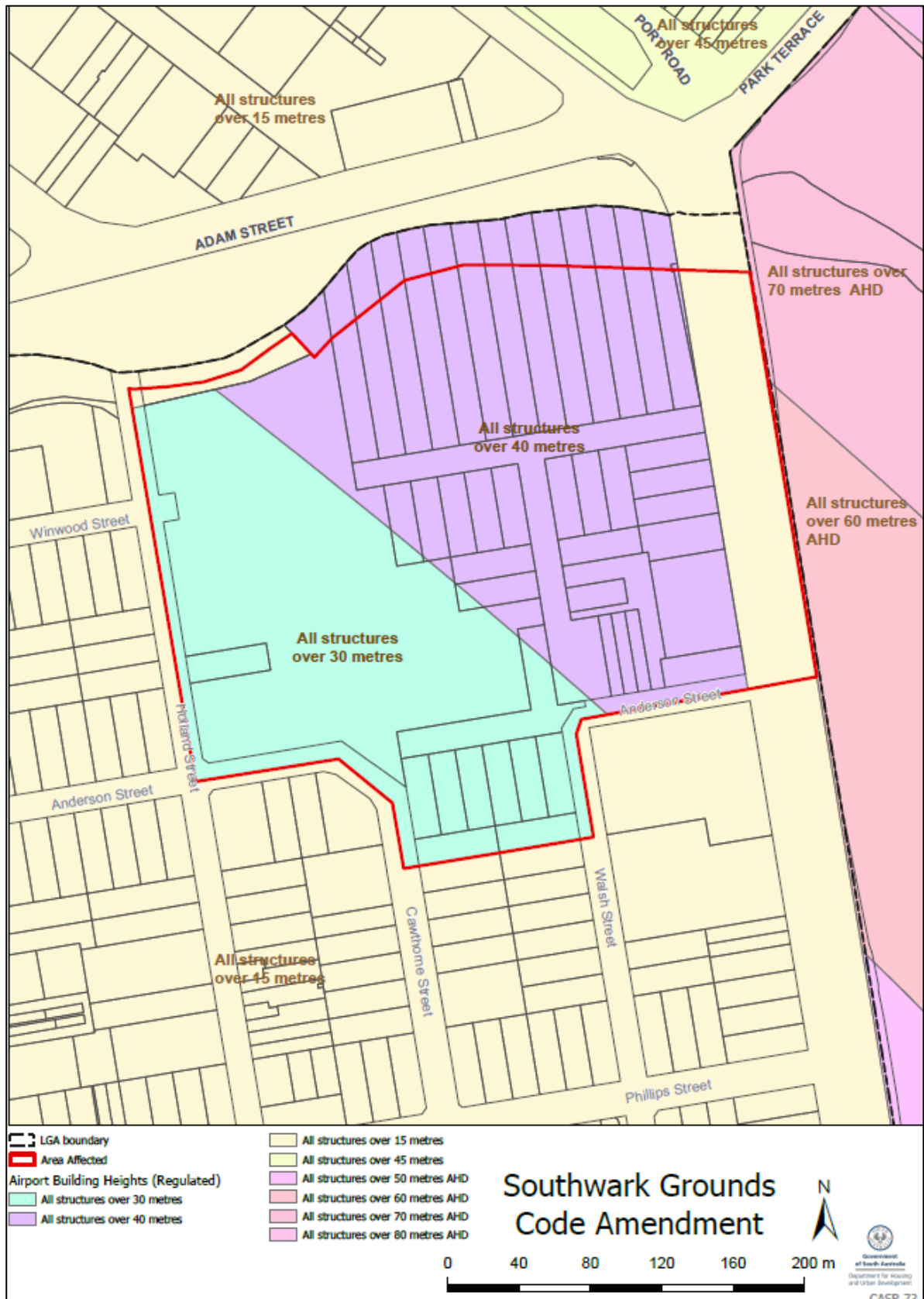
Proposed Technical and Numeric Variation
Building Heights

- LGA boundary
- Area Affected
- Minimum Building Heights (Levels)

Southwark Grounds Code Amendment



4. Amend the Airport Building Heights (Regulated) Overlay over the Southwark Grounds to align with the as current Adelaide Airport OLS in accordance with the following:



Attachment D – Strategic Planning Outcomes

D1. State Planning Policies

The State Planning Policies (SPPs) require that the Principles of Good Planning are considered in the preparation of any designated instrument, including a Code Amendment.

The Principles of Good Planning are set out under section 14 of the Act and have been taken into consideration in preparation of this Code Amendment, with the key relevant principles noted below.

Principles of Good Planning	Relevance to Code Amendment
Urban renewal principles Preference should be given to accommodating the expected growth of cities and towns through the logical consolidation and redevelopment of existing urban areas. The encroachment of urban areas on places of rural, landscape or environmental significance is to be avoided other than in exceptional circumstances. Urban renewal should seek to make the best use (as appropriate) of underlying or latent potential associated with land, buildings and infrastructure.	<i>The affected area is identified as a State Significant Infill Area in the Greater Adelaide Regional Plan.</i> <i>The proposal seeks to ensure the affected area maximises opportunity for provision of new medium to high density housing, particularly noting that the affected land does not have an interface with neighbourhood-type zones.</i>
High-quality design principles Development should be designed to reflect the local setting and context, to have a distinctive identity that responds to the existing character of its locality, and strike a balance between built form, infrastructure and the public realm. Built form should be durable, adaptive (including the reuse of buildings or parts of buildings) and compatible with the relevant public realm. The public realm should be designed to be used, accessible and appropriately landscaped and vegetated. Built form and the public realm should be designed to be inclusive and accessible to people with differing needs and capabilities (including universal design practices). Cities and towns should be planned and designed to be well connected in ways that facilitate the safe, secure and efficient movement of people within and through them.	<i>The proposal seeks to ensure development on Southwark Grounds can achieve optimal development outcomes. The Design Overlay will continue to apply to the Affected Area, ensuring that new development positively contributes to the liveability, durability and sustainability of the built environment through high-quality design.</i>

Principles of Good Planning	Relevance to Code Amendment
Activation and liveability principles Planning and design should promote mixed use neighbourhoods and buildings that support diverse economic and social activities. Urban areas should include a range of high-quality housing options with an emphasis on living affordability. Neighbourhoods and regions should be planned, designed and developed to support active and healthy lifestyles and to cater for a diverse range of cultural and social activities.	<i>The proposal seeks to ensure the affected area maximises opportunity for provision of new medium to high density housing, including through mixed use neighbourhoods. This objective contributes to housing diversity and affordability. Continued application of the Affordable Housing Overlay also contributes to meeting housing affordability objectives.</i> <i>The affected area is well-connected to public transport, services/facilities, walking/cycling links and the Adelaide Park Lands, supporting new living opportunities in a manner that promotes active and healthy lifestyles.</i>
Sustainability principles Cities and towns should be planned, designed and developed to be sustainable. Particular effort should be focused on achieving energy efficient urban environments that address the implications of climate change. Policies and practices should promote sustainable resource use, reuse and renewal and minimise the impact of human activities on natural systems that support life and biodiversity	<i>The Code Amendment seeks to increase residential density within the existing urban area, thereby reducing pressure on fringe land through reduced urban expansion.</i>
Integrated delivery principles Policies, including those arising outside the planning system, should be coordinated to ensure the efficient and effective achievement of planning outcomes. Planning, design and development should promote integrated transport connections and ensure equitable access to services and amenities. Any upgrade of, or improvement to, infrastructure or public spaces or facilities should be coordinated with related development.	<i>Southwark Grounds are ideally positioned for new residential development to capitalise on access to public transport, as well as services and facilities in the immediate locality as well as in the CBD.</i>

SPP Key Principles

There are 16 SPPs that include Objectives, Policies and Principles for Statutory Instruments (including the Planning and Design Code). The most critical SPPs in the context of this Code Amendment are:

State Planning Policy	Code Amendment Outcome
SPP 1: Integrated Planning Objective: To apply the principles of integrated planning to shape cities and regions in a way that enhances our liveability, economic prosperity and sustainable future. SPP 1.7 Regenerate neighbourhoods to improve the quality and diversity of housing in appropriate locations supported by infrastructure, services and facilities. SPP 1.8 Mixed-use development around activity centres, public transport nodes and strategic transit corridors to encourage greater use of active transport options such as walking, cycling and public transport.	<i>The proposal seeks to maximise development opportunities for mixed use development in a key State Strategic Infill Area located close to the city, thereby capitalising on access to existing infrastructure and services.</i>
SPP 6: Housing Supply and Diversity SPP 6.1 A diverse range of housing types within residential areas that provide choice for different household types, life stages and lifestyle choices.	<i>The proposal seeks to ensure suitable built form parameters including building height that support achieving Urban Corridor zone desired outcomes, to maximise opportunity for a diverse range of residential development.</i>

D2. Regional Plans

The key policies and targets of the Greater Adelaide Regional Plan which are most relevant to this Code Amendment.

The investigations undertaken to date and outlined in this Code Amendment will ensure that the proposed rezoning is largely consistent with the key policies and targets of the Regional Plan as described below.

Greater Adelaide Regional Plan	Code Amendment Outcome
PEOPLE HOUSING AND LIVEABILITY State Significant Infill Areas Long-term strategic objectives: 1. State government leadership to improve planning, coordination and delivery of	<i>Southwark Grounds are identified as a State Significant Infill Area in the Greater Adelaide Regional Plan.</i>

A range of policies need to be investigated to ensure benefits are maximised in well-serviced strategic locations including <i>[relevant policies identified]</i>: • Minimum building heights and densities to capitalise on well-located land and good infrastructure and provide certainty to developers and community. • Planning for employment uses or capacity within new buildings. • Incentives to encourage diverse and affordable housing. • Improved management of interface between differing intensities of development and land uses.	<i>Southwark Grounds have no direct interface with Neighbourhood-type (i.e. residential) zones so is ideally positioned to support medium-high rise, medium-high-density mixed-use development.</i>
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D3. Other Plans

Additional documents may relate to the broader land use intent within the scope of this proposed Code Amendment (or directly to the Affected Area) and therefore are identified for consideration in the preparation of the Code Amendment.

The following table identifies other documents relevant to the proposed Code Amendment:

Other Relevant Document	Code Amendment Outcomes
Thebarton Masterplan – Executive Summary (2025).	<i>The Code Amendment proposes to increase maximum building height allowances to enable development potential of the site to be maximised, supporting housing supply and diversity.</i>

Attachment E – DA 24042463

