



# **OUR TOWN OUR FUTURE:**

## **STRUCTURE PLAN FOR YANKALILLA, NORMANVILLE AND CARRICKALINGA October 2019**



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# CONTENTS

Introduction.....	4
Project Objective.....	4
30 Year Vision.....	4
Key Challenges.....	5
State Strategic Context .....	6
Plan Development.....	9
Community Engagement.....	11
Regional Analysis.....	12
Township Role and Function.....	13
Population Profile.....	14
Movement.....	19
Open Space.....	24
Infrastructure.....	26
Social Infrastructure.....	28
Retail Needs Analysis.....	30
Future Bulky Retail Goods .....	33
Future Growth.....	34
Urban Infill.....	38
Growth Areas.....	41
Land Supply Next 15 Years.....	42
Land Supply Beyond 15 Years.....	51
Structure Plan.....	52
Implementation, Monitoring and Review .....	53

# INTRODUCTION

Yankalilla district is separated from the Adelaide metropolitan area by its geography. Located 70km south of the city on the Southern Fleurieu peninsula, the district falls between the Mount Lofty Ranges and the Gulf of St Vincent. This planning study incorporates the rural town of Yankalilla and coastal towns of Normanville and Carrickalinga, which have been home to generations of farming communities and seaside holiday makers.

This district is valued for its unique character and surrounding landscapes and people will continue to migrate to the area for its unspoilt beaches, rural setting and quality of life. Council has sought to develop a positive plan which reflects the community's vision for sustainable growth that balances the natural environment with economic and community development.

## Project Objective

This plan provides an integrated spatial framework for the vision, principles and goals for the towns of Yankalilla, Normanville and Carrickalinga. It is intended to provide the basis for discussion with the community, State Government agencies and other stakeholders about the long term growth of the towns. It will also inform and guide future planning activities.

## 30 Year Vision

This plan provides a long term perspective of how the towns of Yankalilla, Normanville and Carrickalinga might look and operate in the future, by updating and progressing the work previously done by Council and the Community in the 2009 District 30 Year Plan (Stage 1). The rate at which the towns change will depend on a number of factors but it is important that the community's aspirations are expressed to serve as a guide for planning, investment and environmental management

The values embodied in the plan reflect Council's strategic goals of:

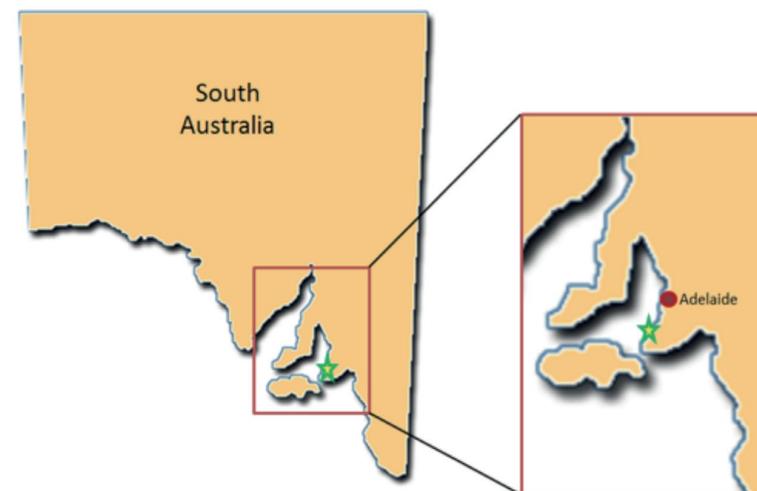
*Community: Vibrant, cohesive, diverse community providing a healthy quality lifestyle;*

*Economic Development: A strong diverse economy that is innovative and adaptable;*

*Natural and Built Environment: Maintain and enhance our natural environment complemented by sympathetic buildings, facilities and activities;*

*Governance / financial stability: Provide leadership, good governance, and efficient, effective and responsive Council services.*

The community has previously expressed an aspiration for the future which places the natural environment and rural character of the towns at the centre of a strategy for sustainable development. Development should protect the unique attributes of the area, promote high amenity, and connected communities by addressing the need of people with diverse incomes and at different stages of life.



# KEY CHALLENGES

The district has experienced development pressures from the sea change phenomenon. Towns within the study area serve as a coastal getaway for residents of the metropolitan area and almost 50 per cent of dwellings are holiday homes, unoccupied periodically during the year. During summer months, the area experiences peak population levels which place pressure on services and infrastructure.

In planning for sustainable population growth, the key challenges include:

- Protection of the natural features which attract people to the district;
- Maintaining a distinct separation between the towns to reinforce their unique identity and character;
- Strengthening the connections between the towns so that they function cohesively;
- Promoting community wellbeing by planning for the needs of an ageing population through a diverse supply of housing and greater transport option;
- Ensuring infrastructure is developed and used efficiently to meet peak demands;
- Taking advantage of the improvements in communications infrastructure to attract a broad based population supported by employment choices;
- Assisting the continuing regional economic transition from primary industry by creating opportunities for tourism, service and knowledge based activities.



# STATE STRATEGIC CONTEXT

This Structure Plan is consistent with South Australia’s State Planning Policies which represent the highest level of policy in the state planning system, and address economic, environmental and social planning priorities for South Australia. The Structure Plan seeks to align with a number of these policies and offers a clear direction for planning of land use and infrastructure consistent with the 30 Year Plan for Greater Adelaide.

## South Australia’s State Planning Policies

South Australia’s State Planning Policies 2019 is a blueprint for governments, the community and business. It consists of sixteen policies as follows:

- Integrated Planning
- Design Quality
- Adaptive Reuse
- Biodiversity
- Climate Change
- Housing Supply and Diversity
- Cultural Heritage
- Primary Industry
- Employment Lands
- Key Resources
- Strategic Transport Infrastructure
- Energy
- Coastal Environment
- Water Security and Quality
- Natural Hazards
- Emissions and Hazardous Activities

These policies are supported by specific objectives and associated policies, those which are relevant to this Structure Plan are outlined in Table 1.

**Table 1: South Australia’s State Planning Policies and our Structure Plan**

State Planning Policies	Relevance to Yankalilla Structure Plan
SPP 1.2—Provide an orderly sequence of land development that enables the cost-effective and timely delivery of infrastructure investment commensurate with the rate of future population growth.	Residential growth areas are prioritised based on their available infrastructure. The Structure Plan seeks to address the moderate population increase which is anticipated for Yankalilla, Normanville and Carrickalinga.
SPP 1.9—Plan neighbourhoods to support walking and cycling, particularly in Greater Adelaide and regional townships.	The extension of shared paths within the study area will support pedestrian and cycling activity.
SPP 2.13—Provide a diverse range of high quality green public open spaces and streetscapes, particularly in areas of growth and renewal.	The Structure Plan and Urban Design Framework will lead to an increase in the amount of useable open spaces within the study area.
SPP 4.1—Minimise impacts of development on areas with recognised natural character and values, such as native vegetation and critical habitat so that critical life-supporting functions to our state can be maintained.	This was a key element of the 2009 District 30 Year Plan upon which the Structure Plan has evolved. The Structure Plan places emphasis on open space, highlighting the Bungala River through a shared linear path and directing growth in localities that limit the impact on the environmental amenity of the area.
SPP 4.4—Enhance the biodiversity of urban areas and townships through a connected and diverse network of green infrastructure systems along streetscapes, major watercourses, linear parks, open space, the coast and other strategic locations.	The selection of growth areas, the development of the Bungala Linear Park and plan to manage stormwater will improve water quality and reduce runoff or pollutants into the gulf.
SPP 6.1—A well-designed, diverse and affordable housing supply that responds to population growth and projections and the evolving demographic, social, cultural and lifestyle needs of our current and future communities.	The Structure Plan provides for an increase in the number of houses on smaller allotments which will promote affordability and choice.
SPP 6.4—The growth of regional centres and towns within the existing footprint or outside towns where there is demonstrated demand and the land is serviced with infrastructure.	The Structure Plan identifies opportunities for urban infill development within the footprint of existing towns.
SPP 11.1—Facilitate an efficient, reliable and safe transport network that connects business to markets and people to places (i.e. where they live, work, visit and recreate).	Main South Road is the freight route for the Fleurieu and exports from KI Development will not compromise its efficient operation.

# STATE STRATEGIC CONTEXT

## The 30 Year Plan for Greater Adelaide

The 30-Year Plan for Greater Adelaide, a volume of the South Australian Planning Strategy, guides land use and physical development across Greater Adelaide and provides a spatial expression of the targets contained within the SASP. The 30 Year Plan provides a framework for sustainable growth based upon a more compact urban form which make efficient use of existing transport and infrastructure.

## The Fleurieu region

The 30 Year Plan for Greater Adelaide (2010) set targets for population (22,000), dwellings (14,500) and affordable housing (2,175) for the Fleurieu Peninsula. Statewide population estimated population and dwelling growth was slightly reduced as part of the 2017 update to the 30 Year Plan. Only a small proportion of Fleurieu Peninsula growth is forecast for the Yankalilla district. The 30 Year Plan for Greater Adelaide (2017 update) further identifies potential for consolidated growth within Yankalilla, Normanville and Carrickalinga in the following areas:

- South of Bungala River at Yankalilla
- East of Carrickalinga
- North and south of Normanville

### THE 30-YEAR PLAN FOR GREATER ADELAIDE

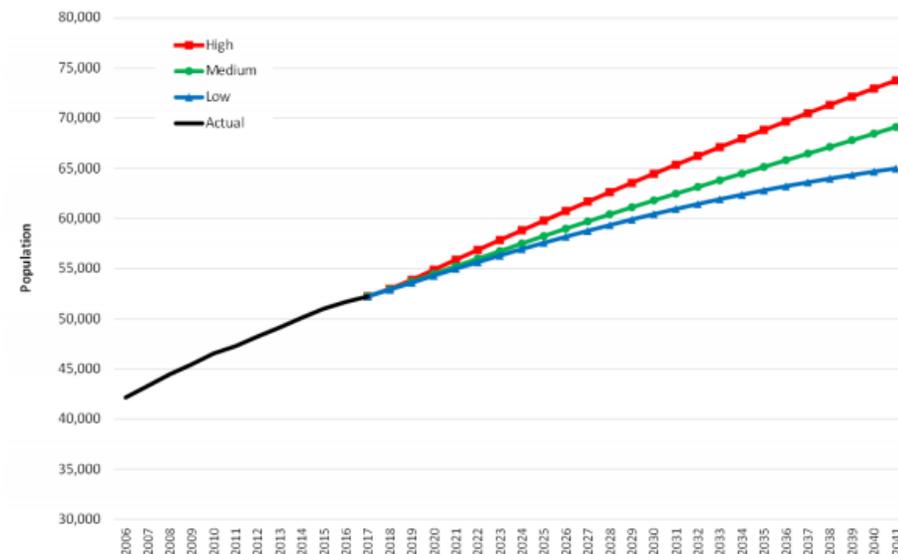
2017 Update



The Department of Planning, Transport and Infrastructure have recently (May 2019) estimated a population change of 17,445 persons\* for the Fleurieu region to 2041 as outlined in Figure 1 below.

In June 2018 the Training and Skills Commission further estimated employment growth of 9.7% to 2022 for the Fleurieu and Kangaroo Island Region identifying strong economic growth for the region on top of a recent drop in unemployment. The top 3 industries by employment share were made up of cafes, restaurants and takeaway food services (5.5%), school education (5%) and sheep, beef cattle & grain farming (4.7%). Strong required employment growth (71%) in disability services was further identified.

Figure 1: Projected Population 2016-41 Fleurieu—Kangaroo Island Region



\* Population growth utilising Medium Series Profile

Source, DPTI 2019



# PLAN DEVELOPMENT

This Plan integrates a considerable body of work which has been undertaken by Council towards a framework for sustainable development. It incorporates state strategic priorities and local community aspirations. The diagram following shows the range of activities and reports which have informed this plan.

## Reflects a community vision

This plan builds upon the District 30 Year Plan which was released by Council in 2009. The plan received extensive community engagement and feedback and provides a strong framework for planning which conserves of the natural environment and the rural character and feel of the area. The input from the Community Reference Panel has provided valuable advice about contemporary challenges and informed the identification of future land use and potential growth areas.

## Links to an urban design framework

The preparation of an Urban Design Framework will involve the development and communication of a 'shared vision' for the key 'people places' within the townships of Yankalilla, Normanville and Carrickalinga. It will communicate the 'vision' in an easily understood and graphical manner and will be integral to the successful implementation of the Structure Plan.

Detailed guidance will be developed for the future development of the following key places within the study area:

- Yankalilla 'Main Street'
- Normanville Waterfront and Town Centre
- Bungala Linear Park (Including Bungala Park)

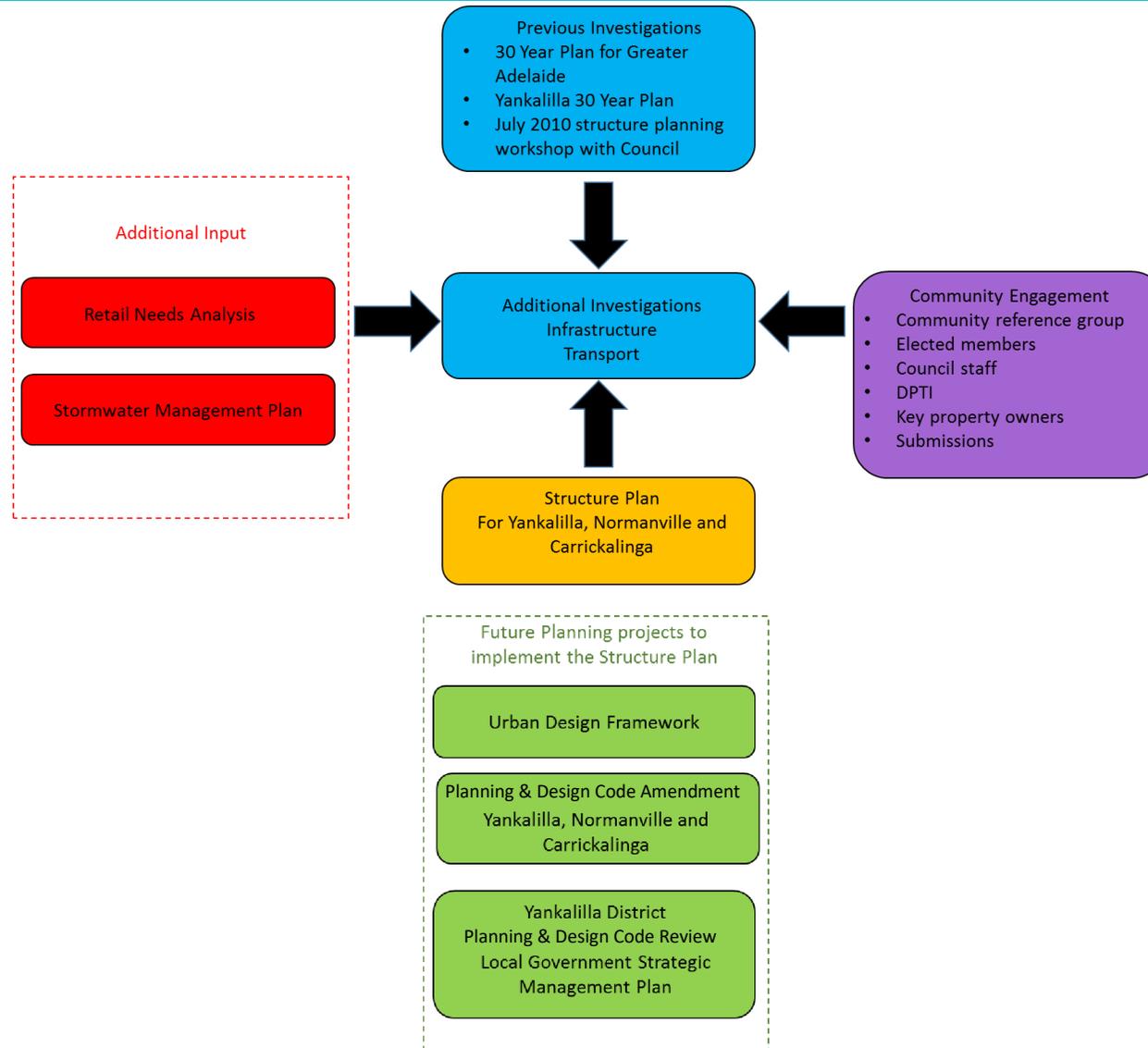
The Urban Design Framework will link with the Structure Plan to identify the means to achieving:

- Distinctive, vibrant and attractive townships;
- Retaining our 'sense of place' and community wellbeing;
- Protecting and improving the key environmental features of the locality;
- Creating and Improving pedestrian and cycle links;
- Providing the opportunities for business to grow;
- Responsive traffic movement and parking monitoring and controls.

## Informs future planning initiatives

This plan will provide a sound basis for future planning initiatives and guide investment in infrastructure and service provision.

# PLAN DEVELOPMENT



# COMMUNITY ENGAGEMENT

This plan incorporates feedback gathered during a three month consultation process from October until December 2013 and again in 2017. Through public forums, an information booth at the Yankalilla Show, group presentations, drop in sessions and information distributed online, in Council offices and the Library, there was a great response from the community, with 60 submissions received in the 2013 consultation and 66 submissions received in the 2017 consultation. The following is a summary of the key messages from the consultation process that have helped to shape the final plan.

## Population

- Boost the percentage of permanent residents within the townships;
- Set a target to increase permanent residents from 55% to 60% in 10 to 15 years.

## Housing

- Support for greater housing choice within towns;
- A more detailed (and separate) investigation will be undertaken into Rural Living areas adjacent to Yankalilla and Normanville;
- Area 10C (at Normanville) will be reviewed to encourage appropriate land uses & support the existing 'Landscaped Garden Allotment' character of the area.

## Growth Areas

- Adjustment of Growth Areas 4, 8 and 11;
- Growth Area 12, smaller to reduce impacts on the rural landscape backdrop and introduce the idea of a public look-out area;
- Forecast demand for new dwellings (based on our natural population growth) will be reviewed to establish trends every 5 years.

## Public Open Space / Environment

- Future protection for existing Native Vegetation area immediately north of Normanville;
- Extension of foreshore focus for the Normanville Foreshore/Estuary area;
- Revision of Bungala Linear Park boundary.

## Retail & Business

- Expand the focus on retail to include other service related/bulky goods businesses;
- Review and correct Normanville Town Centre Concept Plan;
- Concern with the proposed Bulk Retail Goods Area.

## Infrastructure

- Include provision for sustainable water re-use and storm water systems in our 'near town' environments;
- Other Social Infrastructure suggestions for the community e.g. pools, gym and community programs.

## Movement & Traffic

- Future road safety and amenity improvements in particularly relating to Main South Road;
- Extend concept of shared pathways and the provision of bikeway paths within and around the Normanville Town Centre;
- Explore other road alternatives to access Carrickalinga and Normanville and links between the two towns.

# REGIONAL ANALYSIS

The Southern Fleurieu region is defined by its topography which is formed by the hills and valleys of the southern Mount Lofty Ranges and coastal environments. The region is known as a world class destination for wine and food production and forms the gateway to Kangaroo Island.

The towns of Yankalilla and Normanville are located within the valley of the Bungala River. Carrickalinga is a coastal settlement located adjacent to these towns, north of the Carrickalinga Creek.

## History

The Southern Fleurieu region has a long history of both Indigenous and European settlement due to its high rainfall, productive soils and attractive landscape. Much of the District Council of Yankalilla was first inhabited by the Indigenous Kurna people who are the traditional owners of the land, together with the Ngarrindjeri and Ramindjeri. Many of the names in the district, including Yankalilla, Carrickalinga and Myponga township names, originate from the names used by the Kurna people.

The area was settled by Europeans in the early 1830s and was identified as a possible location for the capital city of the state. The town of Yankalilla was established in 1839 and officially proclaimed in 1854. The district was a productive agricultural area in the early years of settlement, providing livestock, grain and flour for the colony.



## The District

The townships of Yankalilla and Normanville are located on the western Fleurieu Peninsula, 74 kilometres south of the Adelaide CBD. Normanville and Yankalilla form the permanent population core for the district with approximately 60% of the District's permanent resident population living in these towns. The towns provide retail, civic and social services to the residents of the district. Higher order retail and service functions are provided by the centres at Victor Harbor and Noarlunga Centre.

The main industries within the district are primary production which employs 11% of the workforce, school education (4.9%), residential care services (4.2%) and accommodation (4.0%). Yankalilla has traditionally serviced the rural community of the southern Fleurieu Peninsula. The role of Yankalilla and Normanville towns is undergoing change as the economy of the district shifts away from primary industry towards service industries and tourism.

The district comprises populations of both permanent residents and the tourists and holiday makers during peak holiday periods. Permanent residents have mainly settled inland with the tourism occurring close to accessible beaches along the coastal fringe. The towns of Normanville and Carrickalinga are destinations for holiday and retirement living within the district.

The tourist industry is anticipated to benefit from improvements in transport connections between Adelaide and the Fleurieu region. These improvements may also lead to an increase in the permanent population as it brings the towns within easier commuting distance to metropolitan Adelaide.

# TOWNSHIP ROLE AND FUNCTION



## Yankalilla

Yankalilla is the major centre within the district providing civic, retail, medical, financial, education, sporting, and aged care service functions. The town also provides rural services, supplies and service industries for the district. Whilst Yankalilla has traditionally served the rural community within the district and retains its higher order functions, some of the activities such as policing, tourism and real estate services have relocated to Normanville which has a greater resident population.



## Normanville

Normanville has experienced rapid growth in the last decade, transforming it from small beach side town to an emerging tourism destination. Its permanent population of just over 1,600 increases during the summer months up to 10,000 people. The capacity of local services, major intersections and carparking within the town centre come under strain during these periods. Normanville beach and the two beach side caravan parks are heavily used all year round and do experience some strain during the summer months.



## Carrickalinga

Carrickalinga is a coastal holiday town of approximately 800 dwellings but only has a small permanent population of 364 residents. There are no shops or services located within the town which relies on its proximity to Yankalilla and Normanville for these functions. Bike and pedestrian paths connect the towns. During peak holiday periods, the resident population increases substantially.

# POPULATION PROFILE

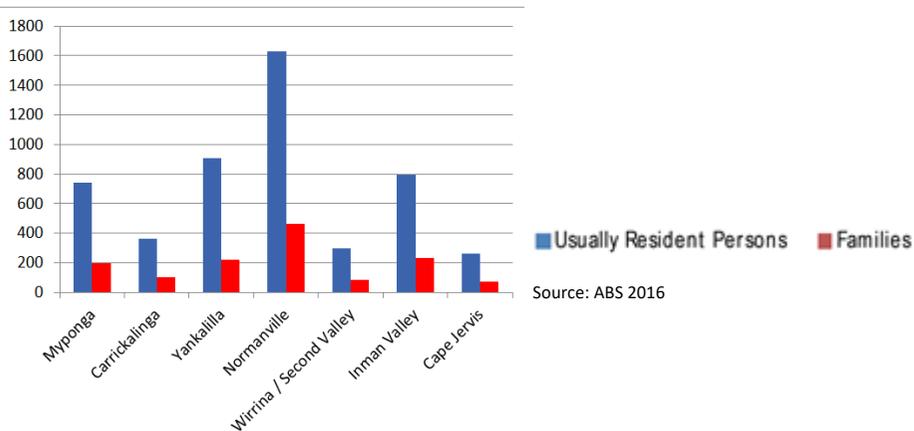
The population profile of the district provides an indicator to the future demand for both the volume and type of housing and services within the study area. The overall picture is of a relatively small permanent resident population within a large district area, which increases significantly when tourists and holiday home owners arrive during holiday periods.

The community which comprises the permanent population is older, has a lower income and smaller household size than the state as a whole. The distribution of permanent residents throughout the district is shown in Table 3.

The significant features of the permanent population profile of the district are:

- A median age of 54 years compared with 40 years for the state;
- The median weekly household income within the district of \$923 is low by state (\$1206) and national (\$1438) standards;
- Households in the district had a higher rate of multiple vehicle ownership than the state as a whole as 60.3% of households have 2 or more registered vehicles compare with 56.6% for the state.

**Table 3: Distribution of permanent residents**



**Figure 3: Snapshot of the permanent population of the district of Yankalilla based on the 2016 Census**



	<b>People</b>	<b>5,159</b>
	Male	49.4%
	Female	50.6%
	Median age	54
	<b>Families</b>	<b>1,418</b>
	Average children per family for families with children	1.9
	for all families	0.5
	<b>All private dwellings</b>	<b>3,866</b>
	Average people per household	2.2
	Median weekly household income	\$923
	Median monthly mortgage repayments	\$1,257
	Median weekly rent	\$231
	Average motor vehicles per dwelling	1.9

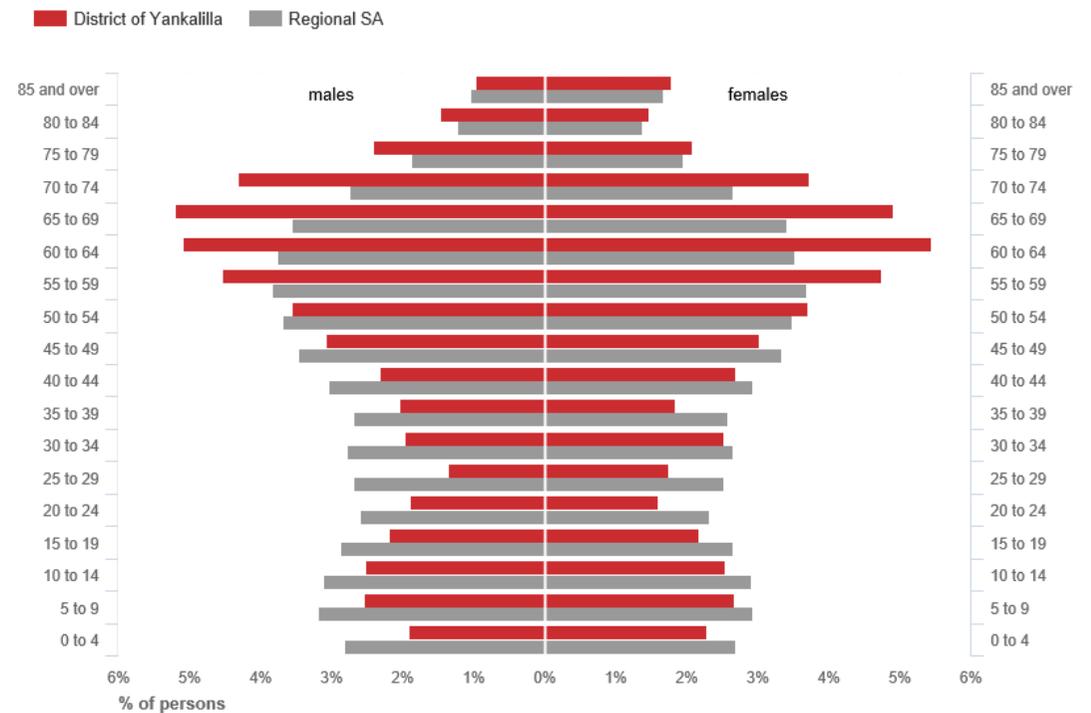
# POPULATION PROFILE

The population profile for the district identifies a significant proportion of the population as being aged, on lower incomes and dependent on the use of private motor vehicles for transport. There is no effective public transport system operating within the District at present. The combination of these factors may lead to this cohort being vulnerable to both increases in the price of petrol and to ceasing to drive due to age-related causes. This profile suggests that access to affordable transport services within the district and to major regional centres including Adelaide will be essential to allow those residents to remain living in the district.

Planning to meet the needs of an ageing population in terms of land use and infrastructure has the following implications:

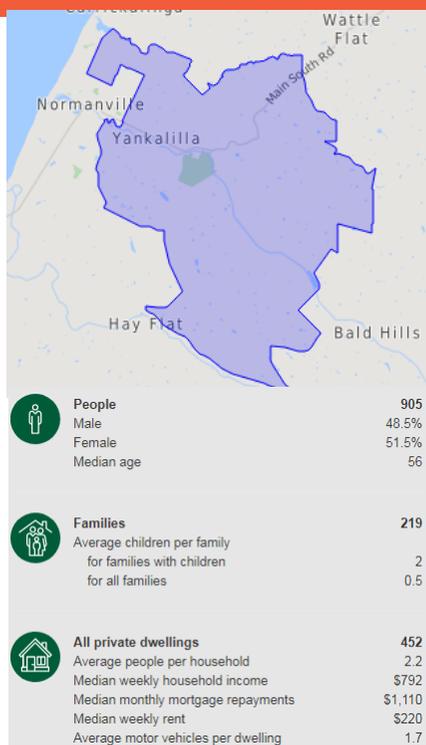
- Increase the proportion of smaller dwellings located on smaller allotments within walking distance to shops and services within Yankalilla and Normanville ;
- Prioritise land release of land close to existing town centres;
- Improve shared-path connections between towns, considering gopher access;
- Plan for increased demand for public and community transport services.

**Figure 4: 2016 Age Profile of Yankalilla DC v Regional**

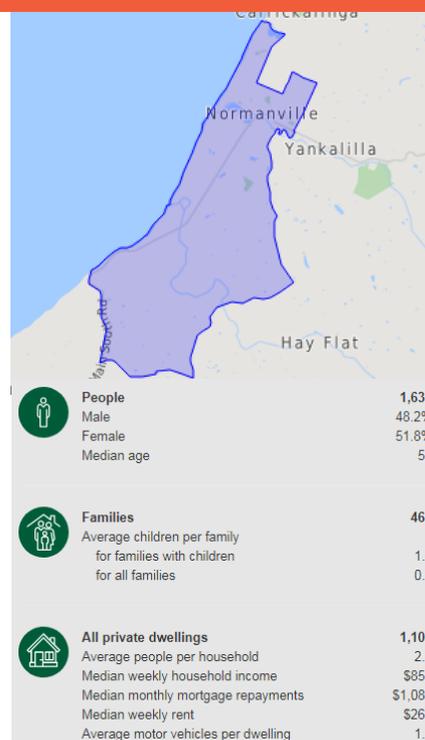


Source: Profile ID 2019

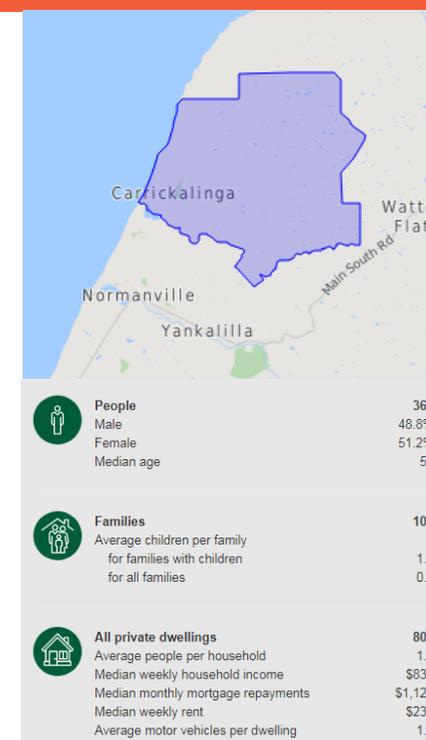
# POPULATION PROFILE



Source: ABS 20116Census



Source: ABS 2016 Census



Source: ABS 2016 Census

## Yankalilla

The major industries of employment are aged care residential services (10%), building and other industrial cleaning services (6.7%), supermarket and grocery stores (5.7%), local government administration (5.2%) and pubs, taverns and bars (4.3%).

It should be noted that just over 78% of the population within the above designated area is located within the township of Yankalilla.

## Normanville

The major industries of employment are aged care residential services (7.2%), cafes and restaurants (.1%), school education (4.7%), Supermarket and Grocery Stores (3.1%) and local government administration (3.1%).

The proportion of people aged over 50 years is significantly higher than for South Australia as shown in Figure 3.

## Carrickalinga

The major industries of employment are labourers (18.2%), professionals (15.3%), managers (14.6%), technical and trade workers (13.9%) and clerical and administration workers (13.9%).

# POPULATION PROFILE

## Non-permanent population: day visitors, second house owners and commercial holiday house users

Figure 5 shows the significant peak in non-permanent residents which occurs within the district during the summer months. During this time, the population of the district is estimated to increase by over 10,000 people.

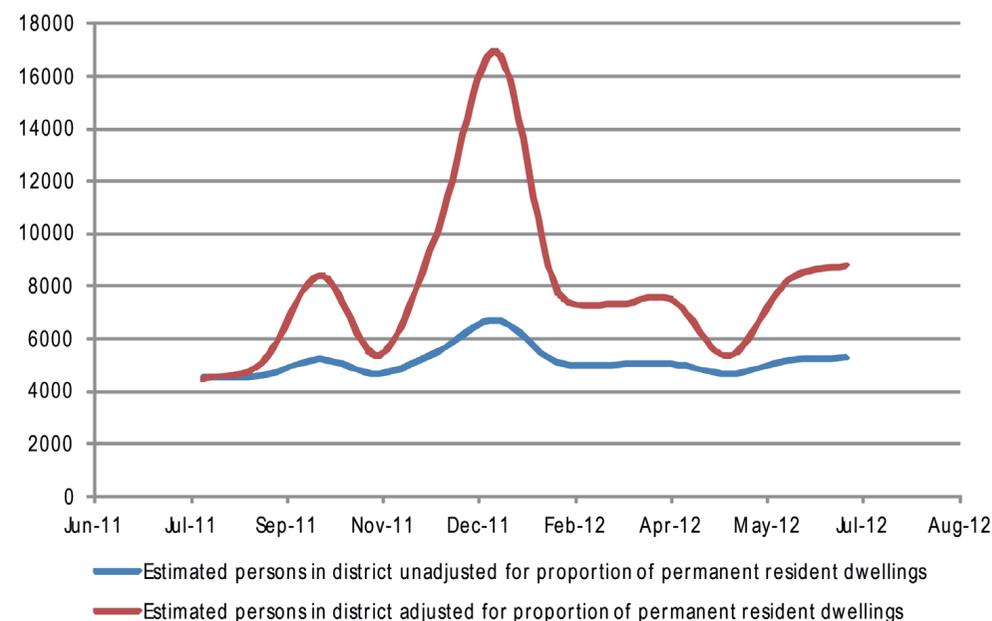
The ABS Demography Working Paper 99/3 was commissioned as a result of concerns expressed by a number of Local Government Authorities (LGAs) across Australia that funding based on estimates of resident populations (ERPs), as currently prepared by the ABS, does not take adequate account of tourists, fly in/fly-out workers and other non-usual residents who use services provided by those LGAs.

‘Service population’ is therefore used to refer to all people who access services and facilities generally provided by the LGA. These people may be permanent or temporary residents of the area from which the service is sought, or they may be daytime visitors (including commuters), overnight or short-term visitors to the area.

**Table 2: Proportion of occupied dwellings by location**

	Occupied Private	Unoccupied Private	Total Dwellings	% Occupied Private
Carrickalinga	163	610	773	21.1%
Yankalilla	357	61	418	85.4%
Normanville	696	354	1050	66.3%

**Figure 5 : Population peak during holiday periods**



Population peak during holiday periods: Note this is based on the usage of the Community Wastewater system as suggested by the ABS Demography Working Paper 99/3 Service Population Pilot Study.

# POPULATION PROFILE

## Estimating peak population levels

The effluent flow data for the Yankalilla CWMS has been used to estimate the number of visitors to the district in peak periods. These figures provide an estimate of the general size of tourist and holiday activities. Two estimates are made, one which does not adjust for the proportion of permanent resident housing and one which makes the adjustment. It is important to note that no data is available for Carrickalinga which is not connected to the CWMS. The effluent flow figures also indicate that the occupancy rates in permanent resident housing also increases its population during the holiday season.

The distribution of holiday accommodation within the district is shown in Map 1. Within the study area, Carrickalinga and Normanville have the highest proportion of holiday homes indicated by the low proportion of permanently occupied dwellings (Table 4 previous page).

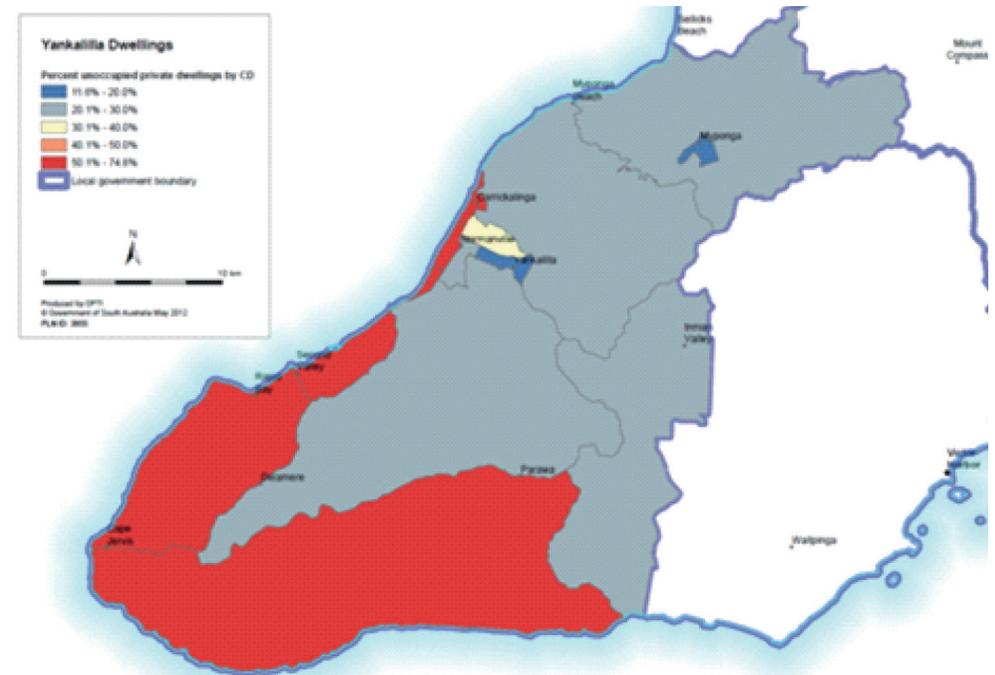
The importance of tourism to the local housing market is indicated by the percentage of dwellings that are permanently occupied. On a district basis the split of occupied / non-occupied dwellings is around 50:50, but in some areas high demand for tourist housing and holiday accommodation has resulted in permanent residents forming only a small proportion of dwelling occupiers. Carrickalinga has the lowest proportion of permanently occupied dwellings in the district (21%).

Map 1 shows that holiday accommodation makes up a higher proportion of dwellings along the coastal fringe, with the inland areas being predominately comprised of permanent residents. The significant fluctuations in population place increased demands on infrastructure and services during peak periods. There are also implications for a sustainable service and economic population in the district.

Townships and localities characterised by relatively low proportions of permanent residents (shown in Red) are less likely to be able to support a vibrant, diverse and fulltime business community. This can also be a risk to the stability of businesses caused by high season overload followed by off season 'under use' patterns.

It is desirable that proportions of permanent residents be relatively high to provide a stable basis for full time businesses. Council should develop a strategy to encourage local employment options that can support a permanent growing population.

**Map 1: Location of permanent and holiday dwellings**



Source: DPTI

# MOVEMENT

The movement of people and traffic through the study area increases during weekends and holiday periods.

## Previous studies

Council has undertaken studies to identify a rural road hierarchy for the district and produce a master plan for improved pedestrian and cycling movement along the main streets of Yankalilla and Normanville and between these towns along the Bungala River.

## Major Road network

Main South Road is the major traffic and freight route within the Southern Fleurieu region. The road is the primary access route to the study area (Yankalilla, Normanville, Carrickalinga) as well as the towns further south and Kangaroo Island. It also forms part of the direct/scenic tourist route network identified by DPTI.

Main South Road does however have a detrimental effect on the Study Area during peak use, due to high traffic volumes and a need to accommodate heavy goods vehicles.

Main South Road between Yankalilla and Normanville has its highest traffic volumes outside of Metropolitan Adelaide at an annual average 4600 vehicle movements per day. This number is estimated to double during holiday periods.

An alternative option for local traffic, Forktree Road has been sealed between Carrickalinga and Reservoir Road in recent years and provides a secondary route into Carrickalinga and Normanville from Myponga. The sealed route along Forktree Road provides a small reduction in non-commercial traffic volumes along Main South Road through Yankalilla, however this requires future monitoring of the local road network.

The duplication of the Southern Expressway has improved travel times at all times of the day between the Study Area and metropolitan Adelaide in off-peak periods and may contribute to increased traffic volumes. The emphasis on boosting economic development on Kangaroo Island in South Australia's Strategic Plan may also lead to increased traffic and freight movement on Main South Road in the study area.

*Traffic on Main South Road, Yankalilla during January 2012*



*Intersection of Main South Road and Main Road, Normanville*



# MOVEMENT

## Local Road network

Existing Key Intersections within the study area

The existing network incorporating key intersections at strategic locations is shown on Map 2 (page 23). Managing movement at these intersections is critical for town function, safety and amenity. Traffic volumes at these intersections are relatively low but during peak periods, vehicle movements are estimated to increase by 100%. The key intersections are:

**Table 3: Summary of average traffic at intersections per day**

Intersection with Main South Road	Traffic Volumes (average daily)	Potential Upgrade
Main Road Normanville	4500 vpd	No upgrades based on current volumes.
Hay Flat Road Normanville	200 increasing to 2500-3000 vpd	Dedicated turning lanes warranted with current traffic volumes. To be developed when land parcels 4 and 5 are released. B Double access to the Normanville Meatworks currently being investigated.
Bethel Road Yankalilla	Less than 50 increasing to 2050 vpd	Dedicated turning lanes warranted with current traffic volumes. To be developed when land parcels 2 and 3 are released. Upgrade to Bethel Road Bridge will be required with higher traffic volumes.
St Andrews Boulevard, Normanville	600 increasing to 3000-5000 vpd	Dedicated turning lanes warranted with current traffic volumes. Must be developed when current vacant land is further divided.

- Main South Road and Main Road, Normanville becomes congested in peak holiday periods. Waiting times at the intersection are exacerbated when a group of vehicles from the Cape Jervis ferry queue at the intersection. Traffic volumes at the intersection will increase by 3 per cent p.a. Priority is given to vehicles turning off Main South Road into Main Road at Normanville to reflect the primary traffic flows.
- Hay Flat Road provides a second road link between the Links Lady Bay development and Normanville. The intersection of Hay Flat Road and Main South Road has multiple road entries and alignments. Traffic volume at the intersection warrants an upgrade to channelized left and right turning lanes from Main South Road at this intersection. The timing of the upgrade is associated with the rezoning of land in growth areas 4 and 5.

The development of land at Normanville south of the Bungala River will increase traffic volumes at both intersections and is expected to contribute between 5000 and 5500 extra vehicle movements per day. Channelised left and right turning lanes from Main South Road will be required at new road junctions to serve these growth areas.

# MOVEMENT

## Car Parking

The availability of car parking in Yankalilla town centre has been addressed in previous research undertaken by Council in 2008. The study involved a survey of parking demand during peak summer holiday periods. The overall finding was a sufficient supply of off-street car parking within the area. The recommendations included:

- Short term on-street parking within the main street business area to increase turnover
- Disabled parking spaces – increase in numbers
- Pedestrian safety improvements on Main South Road
- A separate pedestrian lane on the bridge across the Bungala River to improve access to Yankalilla Memorial Sports Grounds.

A car parking study associated with a development application in Normanville town centre in 2010 also found a sufficient supply of car parks to address peak demand.

The future expansion of retail and business uses will be required to provide adequate off-street car parking to cater for increased demand for parking. It will be important for this parking to be well located within the two town centres to maximise convenience and usage.

## Public Transport

There are no State Government run public transport services to the study area. The extension of the Noarlunga train service to Seaford and its possible future extension to Aldinga will reduce access times to rail services. Public bus services currently terminate at Sellicks Beach. Table 4 shows the range of passenger transport services available to residents within the study area. The increasing proportion of older residents in the study area is expected to increase the demand for these services in the future.

## Main South Road

Main South Road will continue with its role as a tourist & freight route, in addition to its role as primary access and local circulation for the towns. While approximately 6200 vehicle movements are estimated per day between Yankalilla and Normanville, heavy transport represents just over 7% of that volume.

During peak holiday season traffic volumes are estimated to at least double the average, for up to 10% of each year. The current design capacity of the road will accommodate up to 18,000 movements per day.

Traffic volumes are estimated to grow annually by around 3%. Over the next 20 years, local population growth will also increase traffic volumes.



# MOVEMENT

**Table 4: Bus Services for Residents**

Bus Service	Frequency	Destinations
Sealink Cape Jervis to Adelaide Bus	Twice Daily	Delamere, Second Valley, Wirrina Cove, Normanville, Yankalilla, Myponga, Aldinga, Morphette Vale, Darlington, Adelaide
Council Community Bus	Weekly	A dedicated loop from Yankalilla, Normanville, Carrickalinga to Cape Jervis via Second Valley etc. Service is to the two town centres.
Medical Transport (HACC)	Available for residents aged 65+ or with disabilities to attend medical appointments	Victor Harbour, Noarlunga, Adelaide and environs

## Pedestrian and Cycling Movement

A shared cycling and pedestrian path links Yankalilla, Normanville and Carrickalinga. Council has proposed a second pathway along the Bungala Linear Park as an alternative route with greater natural amenity linking Normanville, Yankalilla and the foreshore. A future network of shared paths along the foreshore will also link with the townships and have been identified in Map 2.

Main South Road at Yankalilla functions as both a link for vehicle movement and a place with high levels of pedestrian activity in the town centre. Council prepared a Streetscape Master Plan which identifies constraints on walking and cycling through the main streets of Yankalilla and Normanville and suggests urban design treatments to encourage these activities.

A shared cycling and pedestrian path links Yankalilla, Normanville and Carrickalinga. Council has proposed a second pathway along the Bungala Linear Park as an alternative route with greater natural amenity linking Normanville, Yankalilla and the foreshore. A future network of shared paths along the foreshore will also link with the townships and have been identified in Map 2.

## Implications of future growth

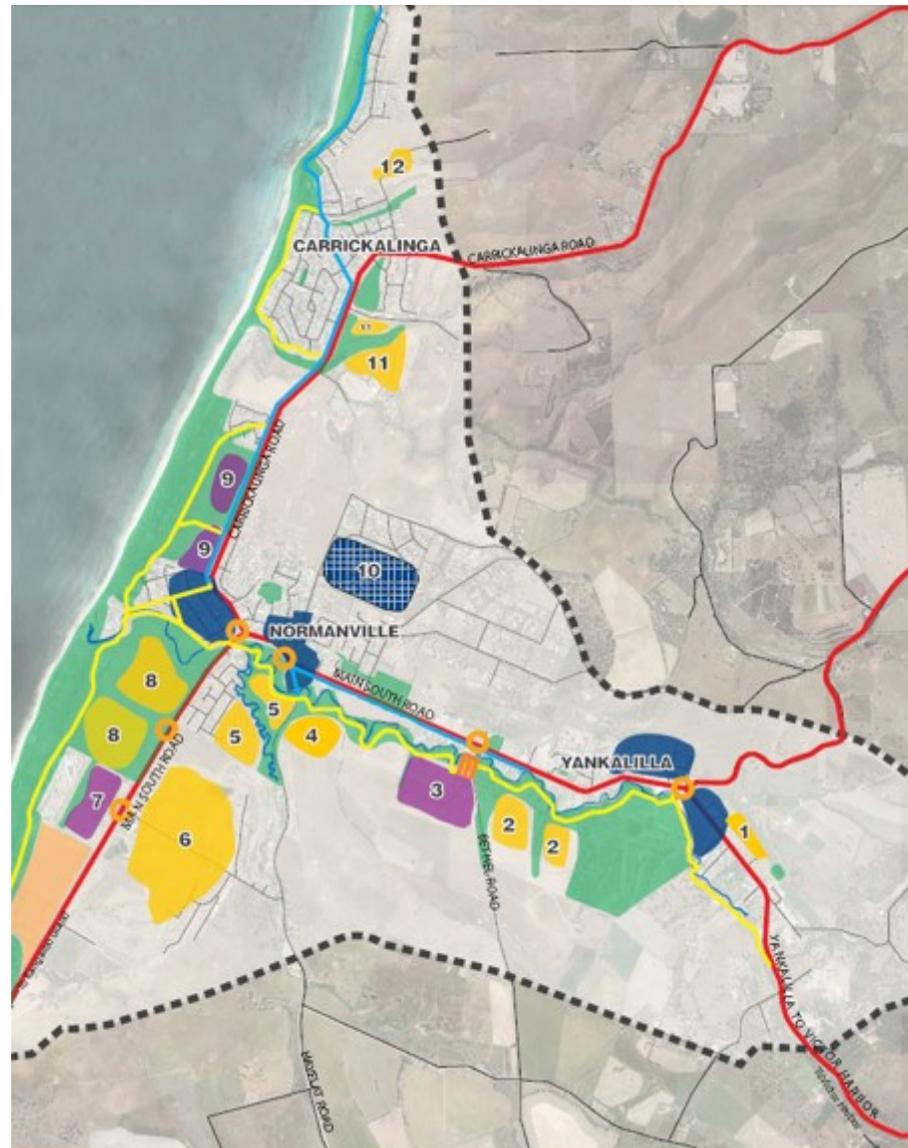
Transport infrastructure comes under the greatest pressure during peak holiday periods at Easter and Christmas. During these times congestion at the major intersections and car parking in the main streets of Yankalilla and Normanville have been identified by the Community Reference Panel as significant issues.

Council has identified a need to address:

- Improved coordination of on-street and off-street parking areas to help cater for the summer peaks by encouraging a greater use of off-street parking;
- A new local link road to connect Normanville and Carrickalinga and provide a second link to Main South Road, albeit difficult given topography (12-16% gradients);
- Additional shared path connections between the towns and within the towns, along the Bungala Linear Park and the coast;
- Opportunities to provide an alternative access from Main South Road into the Normanville Main Street;
- Dedicated turning lanes on Main South Road at any new junction resulting from the future development of Growth Areas 2,3,4,5,6,7 and 8;
- The long term impacts of freight and other heavy vehicle movements along Main South Road.
- The long term growth in traffic using Main South will necessitate advocacy with the State Government for road safety improvements.

# MOVEMENT

Map 2: Movement



- Urban Infill
- > 15 year Residential Supply
- 15 year Residential Growth
- Open Space
- Urban Fringe Development
- Minor Additional Allotments
- Study Area
- Major Intersection
- Proposed Shared Path
- Shared Path
- Major Roads
- Roads
- Bridge

# OPEN SPACE

The areas of open space shown in Map 3 includes land that is reserved for the purposes of recreation, movement corridors, visual amenity, biodiversity and stormwater management. An increase in the amount of dedicated open space is planned to reinforce the separation between the towns but also improve the linkages between them through a network of shared paths.

Key areas identified within the open space plan are:

- The Bungala Linear Park. The creation of a linear park will provide an off-road connection between Yankalilla, Normanville and the coast. It will also create a buffer between growth areas and the Bungala River to improve its water quality. The Stormwater Management Plan highlights the importance of this measure to improve water quality in the river and discharge to the marine environment.
- The Normanville Foreshore. This is the primary area of public access to the beach and is also used for small boat launching. The area is heavily used during summer months. The open space plan improves pedestrian links between the foreshore and Normanville town centre. The ability of this area to provide convenient public access to the coast for a growing population requires investigation to ensure that adequate areas of public land are progressively made available.
- The Yankalilla Memorial Sports Ground, Golf Course and the Yankalilla Showgrounds are the largest areas of open space within the study area and provide for recreation, sporting and community activities
- Map 3 shows a potential increase of approximately 65 hectares of community open space within the study area. The creation of this space will depend on some land acquisition by Council over the life of the plan, although the majority will be delivered when the growth areas are developed.

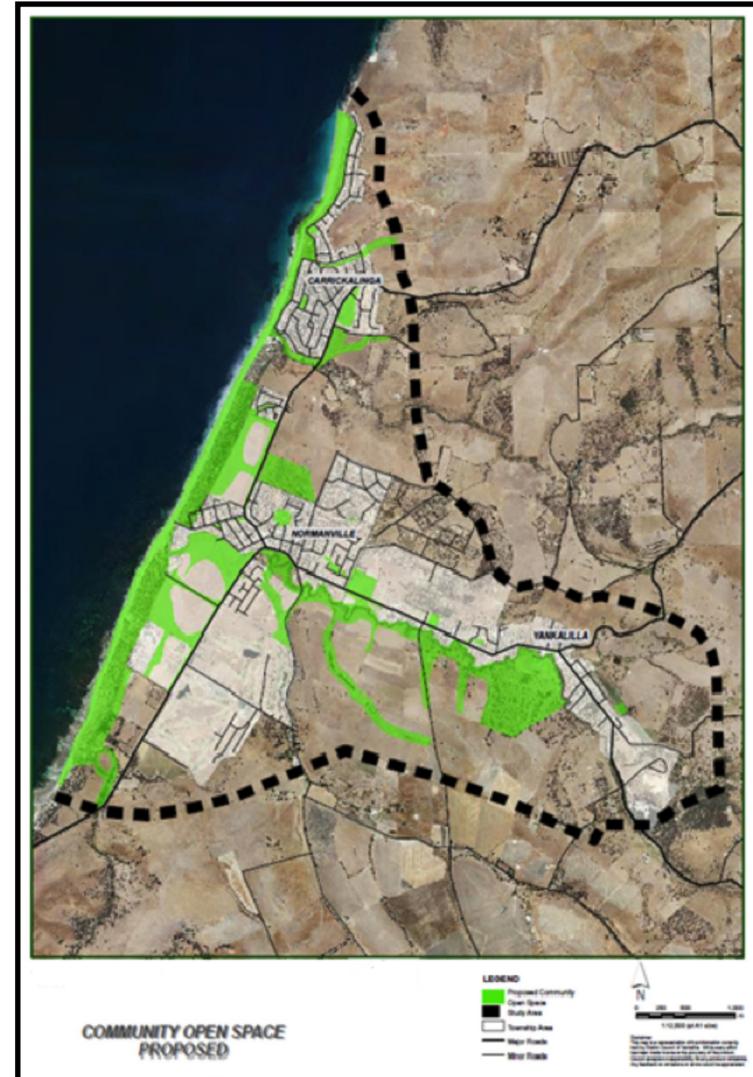
The Structure Plan—Map 10 (page 52) identifies open space areas that have been corrected to more closely align with the location of the growth areas within each township.

# OPEN SPACE

Map 3: Open Space



Source: Yankalilla DC 30 Year Plan p.33



Source: Yankalilla DC 30 Year Plan p.33

# INFRASTRUCTURE

Demand for essential services peaks during the summer months with the influx of a high number of visitors and holiday home owners. During January the estimated population of the district reaches nearly 17,000 people. The review of infrastructure capacity has taken into account these demands.

Recent upgrades to both wastewater and electricity supplies will ensure sufficient capacity to accommodate future demand.

## Water

The Myponga Reservoir supplies some of the major Fleurieu towns, including Yankalilla, Normanville and Carrickalinga with potable water via Myponga Water Treatment Works. The facility has a maximum daily output of 50 ML and capacity to meet future demand. The supply can be augmented by Happy Valley reservoir and water treatment works if it is required, although the Myponga reservoir usually supplements Happy Valley.

## Wastewater

Yankalilla and Normanville are serviced by a SA Water Community Wastewater Management System (CWMS). Prior to transfer of the plant to SA Water the capacity of the treatment plant was upgraded to 80 ML per month and easily coped with current peak summer flows of 15ML per month. The CWMS has the capacity to service a population of 15,500 persons and .

Carrickalinga is not yet connected to the CWMS and dwellings have individual on-site waste systems.

## Electricity

The capacity of the Yankalilla substation was significantly upgraded in 2009. A further upgrade to the Normanville feeder line will be undertaken by SA Power Networks to accommodate future population growth.

## Communications

The district is one of the first areas in Australia to receive the National Broadband Network (NBN). The roll-out in Yankalilla, Normanville, Carrickalinga has commenced and has been completed during 2015.

Access to high speed reliable internet will improve communication, education and employment opportunities within the district.

**Table 5: Summary of infrastructure capacity**

Service	Capacity	Implications for structure plan
Electricity	No current constraints	Scheduled upgrade to Normanville feeder line in 2014 to meet future demand.
Water	Myponga water treatment works can supply 50ML per day	Can be augmented by Happy Valley Reservoir if required.
Stormwater	Stormwater Management Plan identifies improvements and new infrastructure	Buffers such as the Bungala Linear Park to water courses and the coastal dunes. Onsite stormwater detention in all urban areas.
Telecommunications		National broadband rollout completed during 2015.
Waste Water Management	Now serviced by SA Water and o	The CWMS will meet projected demand during the life of the plan.

# INFRASTRUCTURE

## Stormwater

Council has recently undertaken a major stormwater management plan for the study area. Its objective is to improve water quality and reduce the environmental impact of urban and rural stormwater discharge to the sea. The plan examined a range of stormwater, flooding and drainage issues associated with development of the proposed growth areas.

A key focus of the stormwater management plan is the establishment of the Bungala Linear Park and additional buffer areas along three main watercourses and estuaries within the township boundaries.

The linear park will provide the opportunity to develop an extensive environmental buffer for long term, low maintenance reduction of runoff and pollutants from agricultural and future urban land. The linear park will form a buffer between Normanville and Yankalilla and improve the linkages between the towns for pedestrians and cyclists.

At present, stormwater infrastructure consists of a limited underground network of pipes and pits together with kerb and gutter along roads and an overland system of swale drains.

The stormwater management plan examined all of the growth areas to determine issues that may arise from future development. Two areas were identified for specific attention due to their topography, the sensitivity of the surrounding natural systems and water quality risks.

- Area 8: The area behind the dunes between South Shores and the area south of the Bungala River
- Area 9: The area behind the dunes between Bungala River and Carrickalinga creek

The low lying land within both areas limits the potential for stormwater discharge. Both of the areas exhibit natural low points where run off will need to pond over large areas. The future development of both sites will be required to incorporate major stormwater management systems. Direct drainage to the sea is not considered acceptable due to the high environmental value of the nearby sand dunes. In response to these concerns, it is recommended that the future development of these growth areas be appropriately staged.

The Stormwater Management Plan identifies the need for future stormwater infrastructure upgrades for all growth areas as follows:

**Area 1:** The stormwater management plan identifies a strategy to increase the capacity of the existing open channel running alongside the area to hold the flows of the 1 in 100 year flood. There is also a plan to formalise the swale from the cul-de-sac nearby in Bartlett Place to also accommodate the 1 in 100 year flood. Both these upgrades are identified to occur within the next 2-5 years. After these upgrades are completed the area and its surrounds will have adequate stormwater infrastructure to be able to withhold the 1 in 100 year flood.

**Area 8:** The stormwater management plan identifies the need for a buffer width of a minimum 30 metres between new development and the dune system in order to protect stormwater quality and biodiversity within the area. The structure plan has identified this buffer to comply with this recommendation.

**Area 5:** Due to area 5's sensitive location between two major watercourses within the area, it is recommended that Water Sensitive Urban Design principles be employed within this area for all new development.

**Area 6:** It should be ensured that best practice principles are in place within the area for both new housing development and golf course management with regard to nutrient management and the use of fertilizer.

Provision should be made within the sustainable water re-use and storm water systems in our 'near town' environments to include re-charge and re-use opportunities.

# SOCIAL INFRASTRUCTURE

Social Infrastructure incorporates the facilities and services that sustain communities and enhance quality of life. It includes social services, schools, medical facilities, sporting clubs and community centres.

Map 4 shows the distribution of social infrastructure within the study area. There are no community facilities located within Carrickalinga and residents must travel to Yankalilla and Normanville to gain access to these services.

A needs analysis of social infrastructure within the study area is provided by the District Council of Yankalilla Social Plan 2009 – 2014. The analysis is based upon population data and input from Council's Community Services Reference Group. The plan identifies a demand for social infrastructure to address the future needs of young people and older residents. In particular, transport is identified as important for young people and older residents to gain access to a wider range of health and education services outside of the district. Access to emergency and affordable housing is identified as a need for both youth and older residents. The development of a swimming pool to provide swimming lessons and hydrotherapy is also identified as a community facility which will be needed in the future.

## Youth

Yankalilla Area School provides education for Reception to Year 12 students. Public and Private schools in the McLaren Vale and Victor Harbor areas offer an alternative schooling. Transport to these schools is identified as an issue, although school bus services are provided.

Youth services and facilities are located in Yankalilla where the Community Centre is adjacent to the skate park, and provides a range of youth and school holiday programs.

The area is well serviced by sporting clubs which are located in Yankalilla and Normanville.

## Aged

The projected increase in the proportion of older residents will place increased demand on aged care services. Current services include the ACH Aged Care Facility, Southern Fleurieu Family Practice and Meals on Wheels adjacent to the Senior Citizens Club at Yankalilla.

Higher order health services are not located within the study area. Afterhours GP and emergency services are provided locally and alternative GP and IMVS pathology services are located nearby at Aldinga. Twenty four hour care and hospitals and other specialist services are located at Victor Harbor and Noarlunga.

Transport to health services is limited for elderly residents who do not drive a motor vehicle. A weekly community bus service and the HACC community transport service (using volunteers), transport patients to medical appointments.

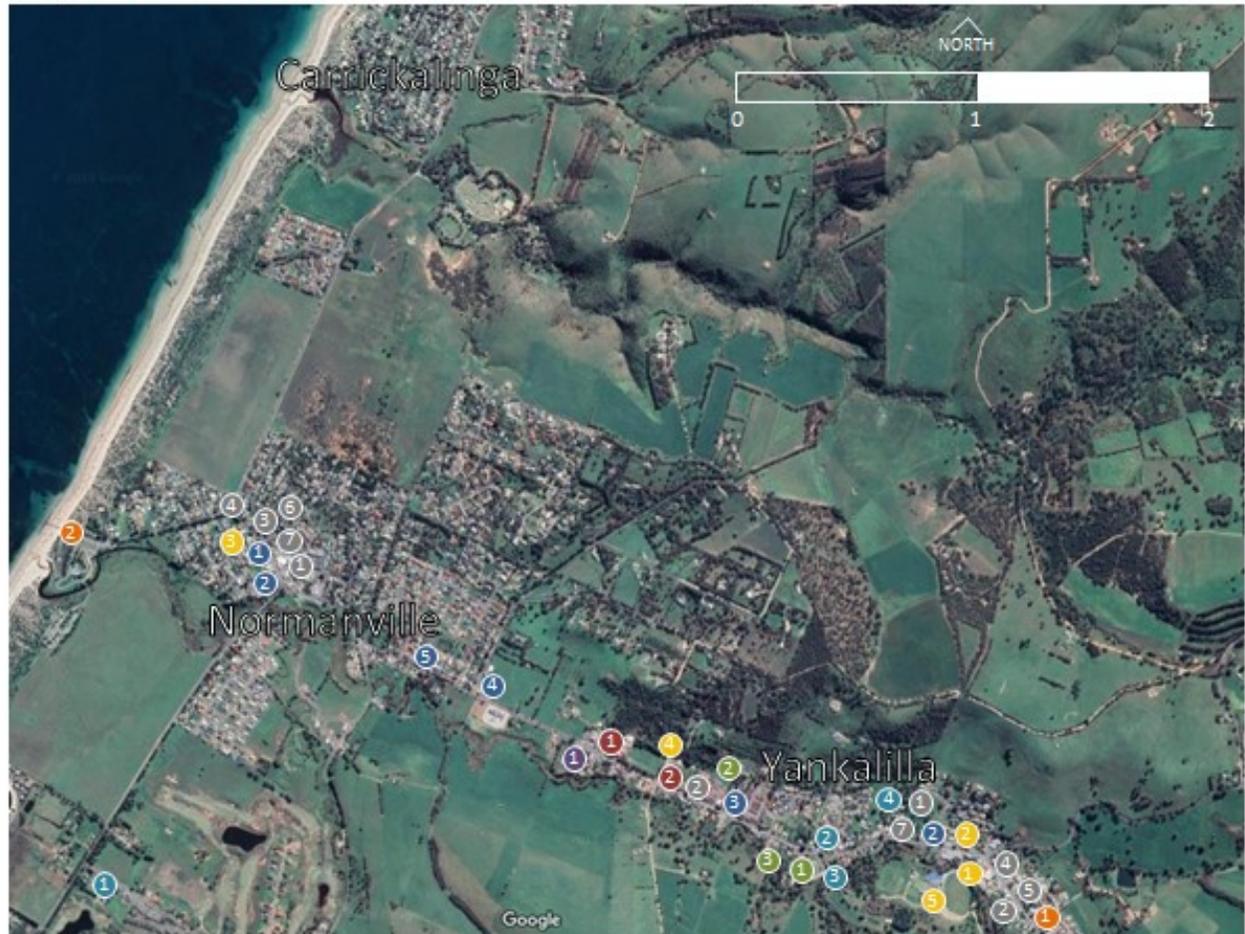
## Implications for the Structure Plan

- Incorporate aged-friendly urban design into the development of streetscapes and public spaces to promote independent mobility.
- Infill development within Yankalilla and Normanville will create opportunities for affordable housing close to town centres.
- The development of a diversity of housing types located close to community facilities to support independent living for older residents
- Shared path connections within and between the towns will improve mobility for young people and older residents and encourage greater social interaction.
- Consider the need for future community facilities at Carrickalinga

# SOCIAL INFRASTRUCTURE

<b>Community Health</b> <ul style="list-style-type: none"> <li>① Chemist</li> <li>② Medical Centre</li> <li>③ Eye-Care</li> <li>④ Chiropractic</li> <li>⑤ Vet</li> <li>⑥ Dentist</li> <li>⑦ Physio</li> </ul>	<b>Arts, Culture &amp; Performance</b> <ul style="list-style-type: none"> <li>① Normanville natural resource centre</li> <li>② Hotel</li> <li>③ Yankalilla and District Historical Museum</li> <li>④ Agricultural Hall</li> <li>⑤ RSL</li> </ul>
<b>Community</b> <ul style="list-style-type: none"> <li>① Post Office – Yankalilla</li> <li>② District Council of Yankalilla</li> <li>③ Post Office – Normanville</li> <li>④ Community Centre and Public Library</li> <li>⑤ Sports Precinct</li> </ul>	<b>Church</b> <ul style="list-style-type: none"> <li>① St Peter's Catholic Church</li> <li>② Yankalilla Community Church</li> <li>③ Christ Church Yankalilla</li> <li>④ Yankalilla Uniting Church</li> </ul>
<b>Senior Citizens</b> <ul style="list-style-type: none"> <li>① Club Fleurieu (Men's Shed)</li> <li>② ACH Aged Care</li> <li>③ Meals on Wheels</li> </ul>	<b>Youth</b> <ul style="list-style-type: none"> <li>① Yankalilla Area School</li> <li>② Yankalilla Lions Youth Park (including playground)</li> </ul>
<b>Childcare</b> <ul style="list-style-type: none"> <li>① Yankalilla Community Children's Centre</li> </ul>	<b>Emergency Services</b> <ul style="list-style-type: none"> <li>① Yankalilla Ambulance/CFS/SES Station/Sea Rescue</li> <li>② Normanville Surf Life Saving</li> </ul>

Map 4 - Social Infrastructure



# RETAIL NEEDS ANALYSIS

Population growth and increased visitor spending will drive demand for additional retail space. The analysis uses a Bureau of Statistics forecast of population growth between 2% and 2.7% per annum over the next 30 years.

The analysis considered existing retail options to be quite poor. The seasonal peaks and troughs of the tourist/holiday homes population constrains business viability during the quieter winter months. At present there is a significant leakage of retail spending out of the district due to the limited choice available to consumers. The forecast strong population growth will support a wider range of retailing within the study area in the future. As retailing develops increased spending by holiday home owners and visitors (with generally more disposable income than local retirees) can be anticipated. Visitor spending patterns differ from permanent residents and create demand 2015 for high quality produce, products which reflect the local area and dining options.

The key findings of the retail needs analysis are:

- The existing retail floor space of approx 8400m<sup>2</sup> is divided evenly between Yankalilla and Normanville;
- By 2026 an additional 3900m<sup>2</sup> of retail space is supportable (2600m<sup>2</sup> food retail and 1300m<sup>2</sup> non-food retail);
- By 2041, a total of 8600m<sup>2</sup> of additional retail space is supportable (5200m<sup>2</sup> food retail and 3400m<sup>2</sup> non-food retail);
- One third of future retail growth should occur in Yankalilla, requiring up to 7,000m<sup>2</sup> of additional land area;
- Two thirds of future retail growth should occur in Normanville requiring up to 1.5 hectares of additional land area;
- Any future retailing at Carrickalinga is expected to be negligible (say 250m<sup>2</sup>) and has not been included in Table 8.

**Table 6: Distribution of Additional Retail Floor Area, Yankalilla and Normanville Townships**

	Normanville	Yankalilla	Total
Retail floor area (m2)	5800	2800	8600
Non-retail uses—assume 20% of total (m2)	1500	700	2200
Total floor area (m2)	7300	3500	10800
Site Area—assume 50% plot ratio (m2)	14600	7000	21600

## Recommendations

The report makes clear the following recommendations in relation to the distribution of new retail space:

- Around 66% of new retails space should be in Normanville. This is more central to future population growth and the tourist accommodation around Normanville and Carrickalinga (including Links lady bay and South Shores) and create a critical mass of retailing;
- The retail growth should be within or adjacent to the respective Town Centres;
- Redevelopment of existing land should be enabled by consolidation into single ownership;
- A small café/restaurant and general store at Carrickalinga sometime in the future would provide local convenience but not unduly impact on the retail focus of Normanville;
- The existing service station, hardware store and other service industry type uses located within the Normanville Town Centre should relocate to an appropriate location outside of the Town Centre in the future.

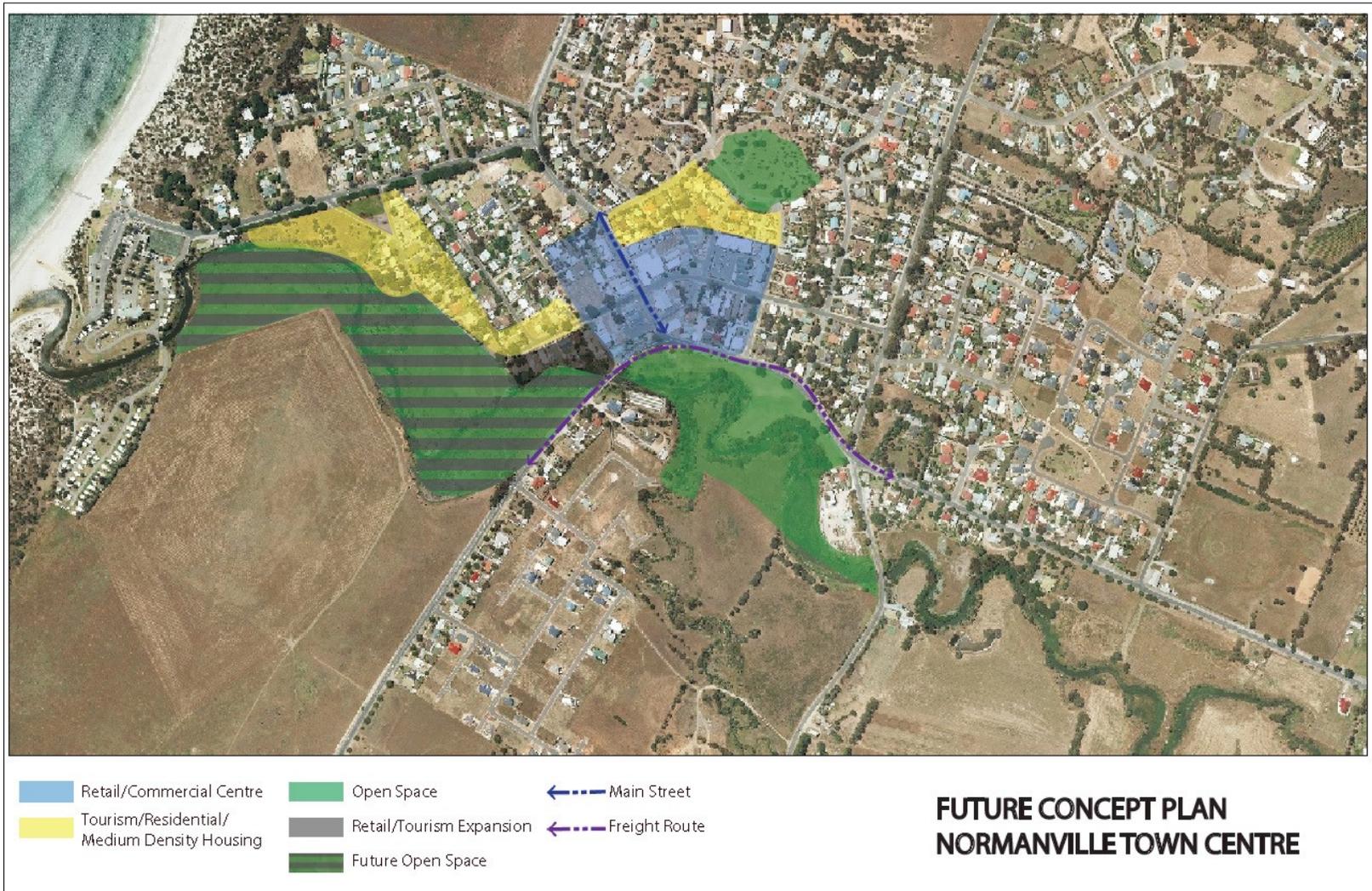
# RETAIL NEEDS ANALYSIS

## Implications for the Structure Plan

- In Normanville, additional retail and tourism space should be located within the Town Centre by consolidating sites as Bulky Goods and service businesses move out;
- Map 5 on the following page shows the possible extent of future expansion of the Normanville Town Centre. Concepts for addressing this will be explored in greater detail within an Urban Design Framework to be undertaken in conjunction with the Structure Plan;
- In Yankalilla, land for additional retail space should be a mix of redeveloped sites and the consolidation of sites within the Town Centre Zone. The current extent of the zone should be reviewed with a view to centralising it around Main South Rd and the northern end of Main Street;
- Although not generally supported by respondents, as Carrickalinga grows in the future, consideration should be given to a small local convenience retail activity and café/restaurant located within an appropriate growth area location.
- A new Bulky Goods/Service Business area should be the subject of further investigation to provide appropriate relocation options for businesses needing to expand but are currently constrained in their existing locations or zoning.

# RETAIL NEEDS ANALYSIS

Map 5: Future Concept Plan for Normanville Town Centre



# FUTURE BULKY RETAIL GOODS

As existing businesses (mainly bulky retail and commercial activities) need to expand to cater for a growing population, there will be an associated need for them to relocate. This will free up land within the Town Centres to accommodate future retail development.

Normanville currently has the largest local population and will accommodate the majority of the future population growth. As a result of this, there is a need for the Normanville Town Centre to be able to cater for the majority of the future retail growth.

The types of bulky retail / commercial uses that will need to be accommodated into the future include Garden Centre, Hardware, Service Station, Vehicle Services (tyres / mechanical etc.) uses that require some level of exposure and easy access to passing traffic.

The existing Commercial Zone at the eastern end of Yankalilla will accommodate the future needs of small scale light and service industry and a wide range of commercial uses that do not have a retail function and do not require good exposure and easy access to passing traffic.

Around 4 hectares of land within the Zone is sloping and requires additional site measures to be developed. Council has also identified a need to ensure a higher level of visual amenity for this entrance to the township and proposes to rezone some land back to a Residential Zone.

The draft Structure Plan originally proposed Growth Area 4, located on Hay Flat Road as a possible 4Ha site for future Bulky Goods and Commercial development.

This site was not determined to be appropriate due to the close proximity of existing and future housing.

An alternative bulky retail goods area location will be investigated and considered as part of future iteration of this document, ensuring further community consultation and an informed decision.

# FUTURE GROWTH

The towns of Yankalilla, Normanville and Carrickalinga have grown at a faster rate than the district as a whole over the past 15 years and now constitute over half of the population of the district.

**Table 7: Population growth trends (source ABS)**

	2001	2006	2011	2016
Yankalilla DC	3623	4155	4397	5159
Study area population (Yankalilla, Normanville, Carrickalinga)	1451	2102	2655	3112
Proportion of Yankalilla DC population	40.00%	50.50%	60.38%	60.32%

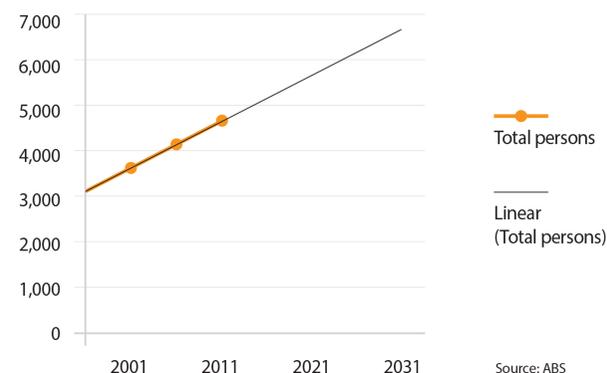
## Population Growth and Change

### Yankalilla District

The district resident population has grown at an average of 2.8% per annum from 2001 to 2016 with a significant increase between 2011 and 2016. If the growth trend continues the usually resident population in 2030 will be just over 7000 people. The percentage of people in different age groups is gradually changing over time. Younger age groups (children and working aged adults) have remained steady or declined slightly over the last ten years while the proportion of residents aged over 55 years have increased. This pattern can be expected to continue as the effects of ageing of the post war generation increases the proportion of older residents.

The district will continue to attract a significant absentee/holiday home population in addition to permanent residents and this is not accounted for in the following population projections.

**Total usually resident persons**



### Yankalilla, Normanville and Carrickalinga

Population projections have been made by the Department of Planning, Transport and Infrastructure and the Australian Bureau of Statistics using statistics using slightly different methods. In general they predict a growth rate of usual resident population of 1.6 to 2.0 %, but there is an indication in ABS medium projections that the growth rate will slow slightly before 2030. This structure plan for permanent population will use an expected growth in the range 1.5% to 3.5%, with average annual growth rate of 2.9% for the study area.

The table below shows the projected population growth for the area for the next 10 years.

**Table 8: Permanent population growth projection**

Population Projections	2016	2021	2026	% Change from 2016
Yankalilla DC	5159	6003	6763	23.7%
Study Area	3112	4223	5072	38.6%

# FUTURE GROWTH

## Future housing demand

The potential population growth estimate indicates an increase of 1960 permanent residents in the study area over the next 10 years. Demand for new dwellings over this period is based on the following assumptions:

- The rate of growth will be higher within the study area than the district as a whole
- The rate will not continue at the higher rate as it has since 2001-2011
- The average household size will remain at 2.2
- The proportion of unoccupied dwellings will reduce slightly to 45%

On this basis, an estimated 890 additional new dwellings will be required to cater for the permanent population growth over the next 10 years within the study area as shown in Table 9.

**Table 9: Permanent Population growth and dwelling demand**

	2016	2021	2026	Total
Study Area Population	3112	4223	5072	
Increased Population		1111	849	1960
New Dwellings		505	386	890

# FUTURE GROWTH

## Demand for Holiday Homes

Approximately 45% of dwellings within the study area are unoccupied on Census night and this substantially correlates to them being holiday homes or part-time residences.

The demand for holiday homes is conservatively estimated to require up to 450 additional new dwellings during this period, bringing total demand closer to 1450 new dwellings to accommodate a growing population.

The majority of holiday homes are located in Carrickalinga and it is anticipated that demand for holiday homes in this area will continue, and should be reflected in a future growth scenario.

The high proportion of holiday homes is a significant factor which needs to be considered when estimating the future demand for housing development. There was strong growth in the number of holiday homes between 2001 and 2006 which is likely to be associated with strong economic conditions. The growth rate slowed during the 2006 – 2011 period and is likely to be reflected in the high number of vacant allotments, particularly in the Links Lady Bay area shown in Map 6.

## Housing Choice

Council has sought to encourage a greater proportion of permanent residents to the area by planning new urban land within the townships of Yankalilla and Normanville. The location of new housing close to existing town infrastructure will provide more residents with convenient access to shops and services. Urban infill will also play an important role to reinforce the existing towns and increase the supply of well-located dwellings on smaller allotments. This approach to urban growth will support an ageing demographic by offering greater housing choice and mobility to older residents.

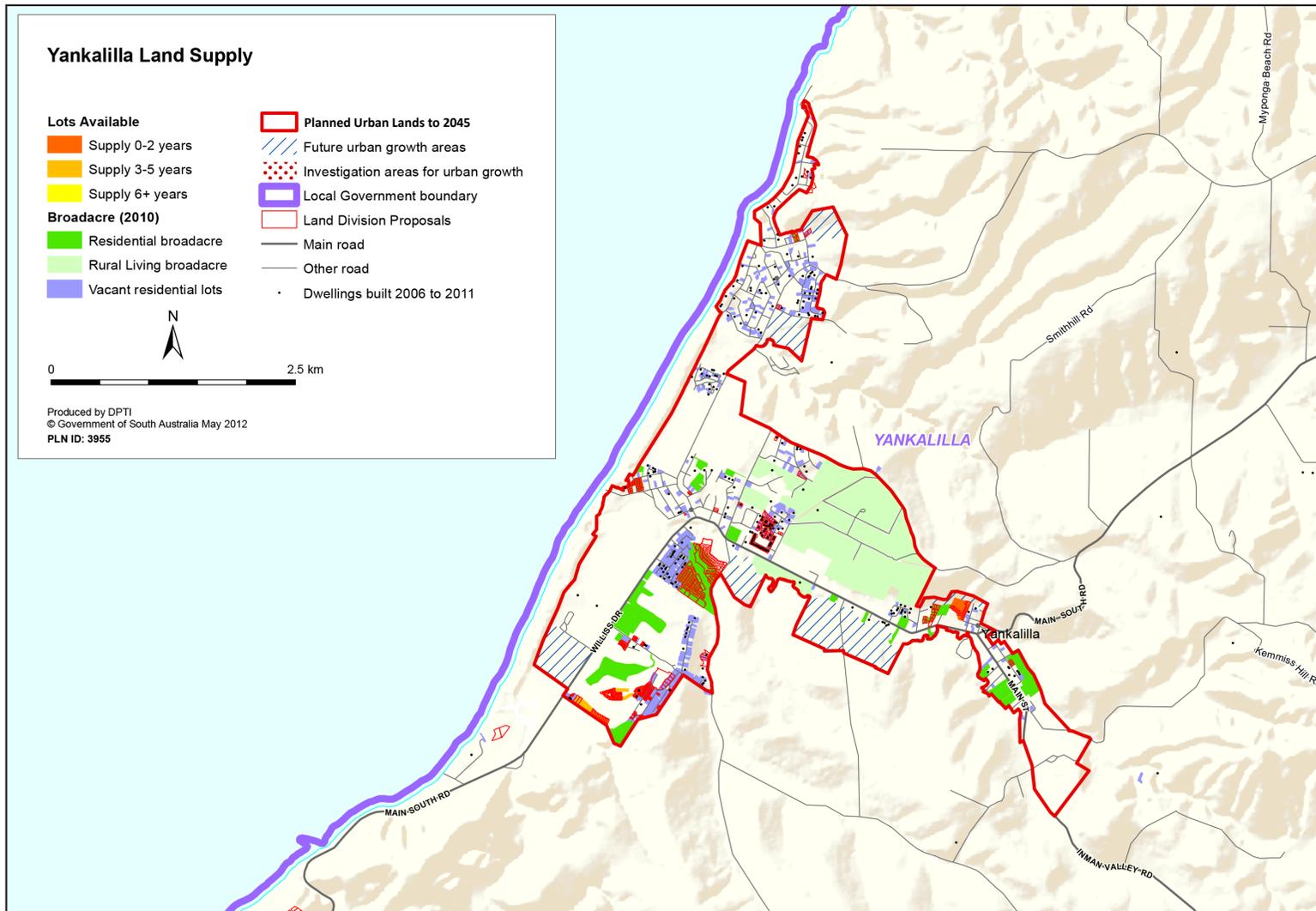
## Population Mix

It is estimated that the permanent population reside within approximately 55% of the dwellings within the district. A strategy to increase the percentage of dwellings being used to accommodate permanent residents (as a proportion of the total number of dwellings) could have the benefit of meeting some of the future new dwelling demand created by a growing population and reduce reliance of the construction of as many additional dwellings within the townships.

An aspirational target to increase the percentage of dwellings used by permanent residents within the townships from 55% to 60% over the next 10 to 15 years could be considered. This will need to link with an Economic Development Strategy to encourage business interest in this area & increase employment opportunities to support additional permanent residents.

# FUTURE GROWTH

Map 6: Land supply within the study area.



# URBAN INFILL

## Potential Infill

The low residential densities within the towns of Yankalilla and Normanville present an opportunity to develop additional housing on smaller allotments.

Infill development is an important part of the future housing strategy by seeking to achieve a balanced mix of housing types to cater for the needs of an ageing population. Current development controls require minimum allotment sizes of 560m<sup>2</sup> within the two towns which restricts housing diversity. Demand for housing on smaller allotments, close to the Town Centres is likely to grow as the local population becomes more aged.

Smaller allotments of around 400m<sup>2</sup> are considered to be of sufficient size to accommodate the needs of connecting to the community wastewater treatment system and also provide the opportunity for smaller houses that are easier to maintain and are potentially more affordable. Appropriate planning controls should also be developed to ensure that infill development will maintain the positive attributes of the towns with a strong emphasis on design and landscaping. Selected infill development close to town centres has the potential to partly accommodate population growth, enhance the vibrancy of town centres and increase the level of pedestrian activity.

There are a small number of sites within the town boundaries that are not yet part of the Residential Zone. These sites should be further investigated for re-zoning.

Accommodating a greater number of people within the footprint of the town boundaries can serve to partly reduce growth pressures on broadacre land and help to maintain the surrounding rural character. It will promote the efficient use of existing infrastructure and services within the towns.

Carrickalinga is not yet serviced by a Community Wastewater Management Scheme. As a consequence, on-site effluent treatment and disposal is used within individual allotments. Current standards require a minimum allotment size of 1000m<sup>2</sup> and it is for this reason that Carrickalinga is not able to accommodate a variety of allotment sizes that includes smaller infill type development.

## Estimating New Dwelling Potential

In order to estimate the potential for infill development within Yankalilla and Normanville the following analysis was applied to identify:

- Allotments within a 500 metre radius from the town centres to represent a reasonable walking distance;
- Allotments over 800m<sup>2</sup> in area which could potentially be divided into 400m<sup>2</sup> allotments to achieve infill;
- Allotments with a low 'Capital (improved) Value to Site Value' ratio, representing lots with the greatest potential for redevelopment;
- Other allotments or localities slightly further away from town centres that could offer infill potential by increasing the yield of new allotments;
- Any characteristics within potential infill areas that could make infill development undesirable from a local character or environmental perspective.



# URBAN INFILL

**Table 10: Estimated new dwellings & population potential**

Area	Potential infill sites	Additional infill dwellings	Estimated infill population
Yankalilla	33	70-110	140-220
Normanville	140	130-140	260-280
TOTAL	173	200-250	400-500

## Yankalilla

Yankalilla will remain an affordable residential area given its more rural location and character. In terms of infill potential, there are few constraints, mainly associated with higher capital values of residences along Main Street and the desirability of retaining local character buildings along the other side of Main Street. Significant infill potential has been identified in two areas:

- Area 10a is around 2 hectares of land located behind the character building along Main Street (fronting onto the Bungala River) has the potential for 30 additional infill dwellings. Two very large allotments could yield a further 20 infill dwellings;
- Area 10b is the section of township to the north of Main South Road contains a mix of large older allotments potentially yielding 20 additional infill allotments. Other large allotments along the northern edge of the town offer opportunities for smaller allotments and this could increase infill potential by another 40 dwellings.

## Normanville

Substantial constraints to infill development exist within the existing residential areas to the north and east of the town centre. These areas have been more recently developed (many within the last 20 years), having higher capital values and a large area is subject to development encumbrances requiring the retention of indigenous *Banksia marginata* trees. As a result of this, other infill areas have been examined as follows:

- Area 10c is a small portion of the Rural Living Zone located east of Norman Avenue where there is a need to review the zoning provisions to more accurately reflect the 'large garden allotment' character of the area. Whilst not strictly considered to have any infill potential, this area could nonetheless account for a small number of additional 2,000m<sup>2</sup> allotments if a future review were to introduce new planning policies aimed at achieving a more consistent 'large garden' allotment size rather than retaining the current Rural Living objectives of promoting hobby farming, horse keeping etc.
- Area 10d is the western portion of the town (heading to the foreshore) is comprised of large older allotments and could potentially yield an additional 60 infill dwellings;
- Area 10e has been heavily revised and re-located to an area that offers the opportunity for housing variety close to the Normanville Town Centre. A number of existing allotments are in excess of 800 sq metres in area and could yield 40 to 50 additional dwellings on smaller allotments. In addition, 2 large allotments have the potential to accommodate up to 30 infill dwellings

# URBAN INFILL

Map 7: Urban Infill Opportunities



-  Urban infill areas
-  Minor additional allotments
-  Bungala River

# GROWTH AREAS

## Introduction

This section identifies areas for future urban growth to address housing demand over a 15 year period. The growth areas are based upon Council's 2009 District 30 Year Plan but have been updated to reflect slower demand for new dwellings and place greater emphasis on supporting a permanent population. The following principles have been applied:

- Reinforcing the existing towns by promoting urban infill
- A diversity of housing types
- Locating people close to existing infrastructure and services
- Maintaining a distinct separation between the towns
- Conserving the upper and middle slopes of the towns rural landscape backdrops
- The following analysis of each of the identified growth areas shows the estimated number of dwellings and people based on the following assumptions:
  - Gross density of 13 dwellings per hectare
  - Average allotment size of 560m<sup>2</sup>
  - Average number of persons per household is 2.2



The above photo is an example of a well-planned residential area that has delivered high-quality community areas combined with environmental sensitivity.

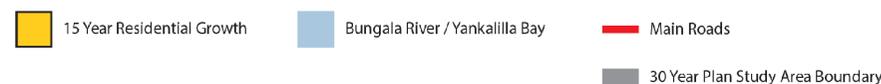
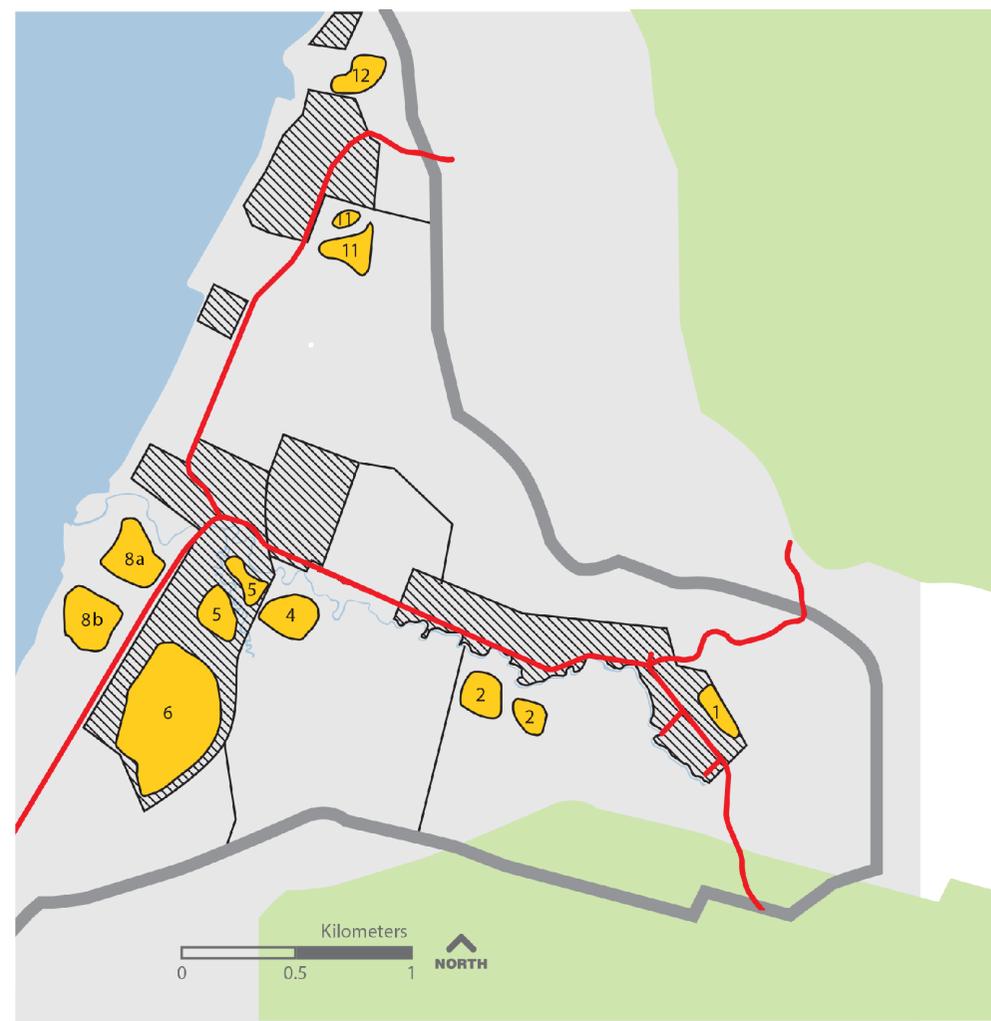
# LAND SUPPLY—THE NEXT 15 YEARS

The Table below summarizes the Growth Areas that will form part of the land supply for the next 15 years. It should be noted that the numbering of the growth areas does not indicate an order or priority for rezoning.

**Table 11: Summary of Growth Areas**

Growth Area	Parcel Size (Ha)	Developable Area (Ha)	Approx. Dwelling Yield	Site Issues
<b>Yankalilla</b>				
1	6.0ha	5.4ha	77	On-site stormwater management required Buffer residences from Commercial area
2	30ha	17ha	190	Steep gully and power lines divide site Environmental buffers to river and gully Retention of River Red Gums along river
<b>Normanville</b>				
4	13ha	8ha	100	Avoid steep land Environmental buffers to river
5	21.5ha	11ha	180	130 residential allotments approved
6	N/A	17ha	270	Links Golf Course residential area
8a	33ha	21ha 15ha Residential 6ha Other Uses	195	Bungala estuary - key open space area Potential for 2nd beach access Future caravan park site?
8b	28 ha	20ha	260	Low lying land Drainage issues Buffer needed
11	14.5ha	9ha	80	Future holiday home demand
12	7.5ha	6ha	55	Future holiday home demand

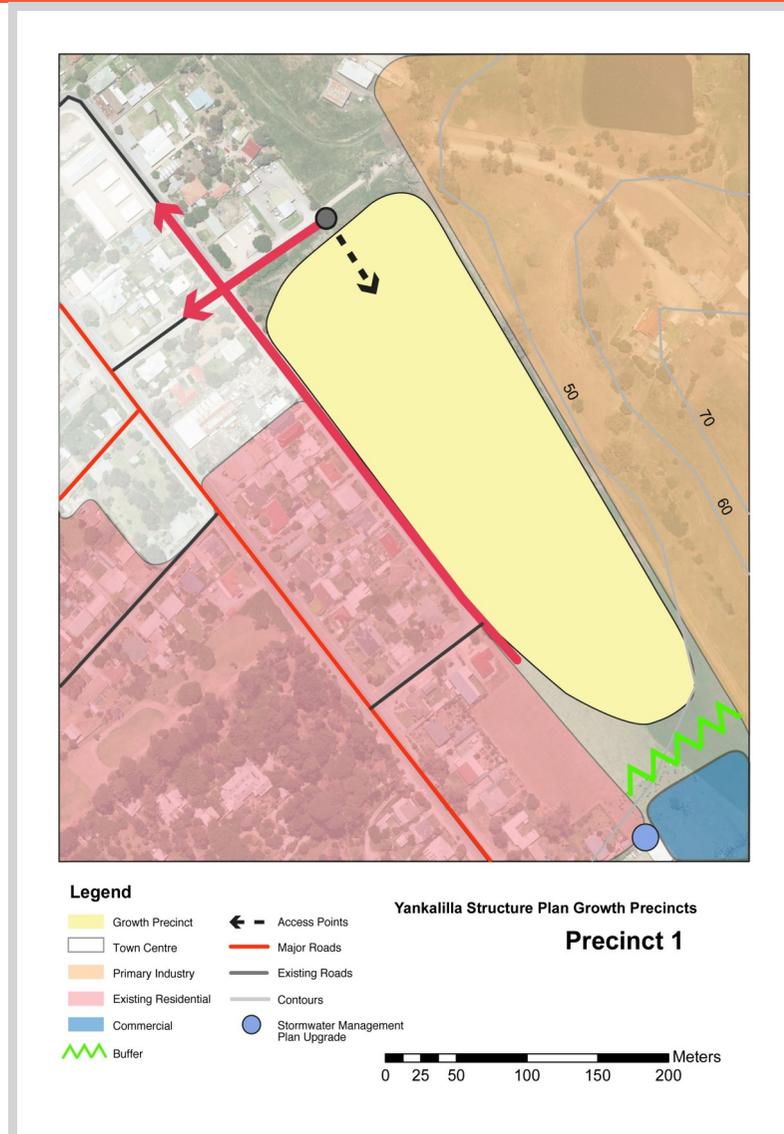
**Map 8 Land supply within the study area.**



# AREA ONE



Area One is located east of Yankalilla in an existing Residential Zone close to shops and services. The area is adjacent existing residential development and is relatively flat. There is potential to have a mix of smaller infill allotments together with larger allotments located along the urban/rural fringe.



Location	Current zoning
Yankalilla	Residential
Area	Dwelling Yield
6.0ha	77 Dwellings
Developable Area	Assumes 2/3 of allotments are 400m <sup>2</sup> , 1/3 of allotments are 560m <sup>2</sup>
5.4ha	
Current Land Use	Potential Population
Primary Industry	170

#### Site Summary

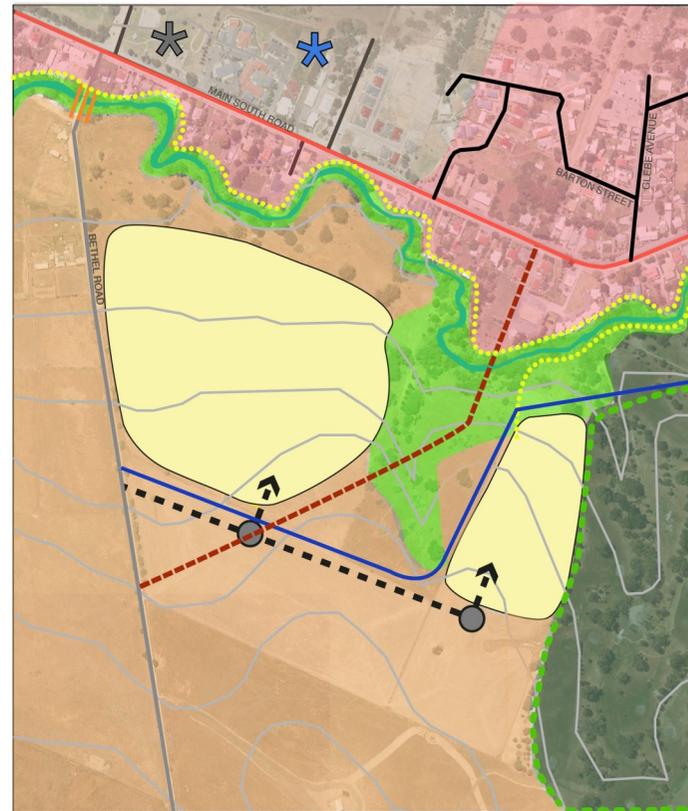
Developable area: 5.4 hectares  
Maximum potential yield: 77 dwellings

Opportunities	Constraints
Relatively flat	Sloping land at rear forms part of the hill-slopes back drop to the township
Walking distance to shops	Storm water management system to treat and detain surface water flows
Currently zoned residential	Minimum of 500-600m <sup>2</sup> bio filtration system required for new development.
No remnant native vegetation	Buffer between future residences and adjoining service industries
Potential for smaller allotments	
Adjacent to existing road network and CWMS connections	

# AREA TWO



Area Two overlooks the Bungala River on the south western boundary of Yankalilla. The area comprises two land parcels on gently sloping land divided by a steepgully.



Location Yankalilla	Current zoning Primary industry
Area 30ha	Dwelling Yield 190 dwellings on 560m2 allotments
Developable Area 17ha	Potential Population 400-420
Current Land Use Primary Industry	

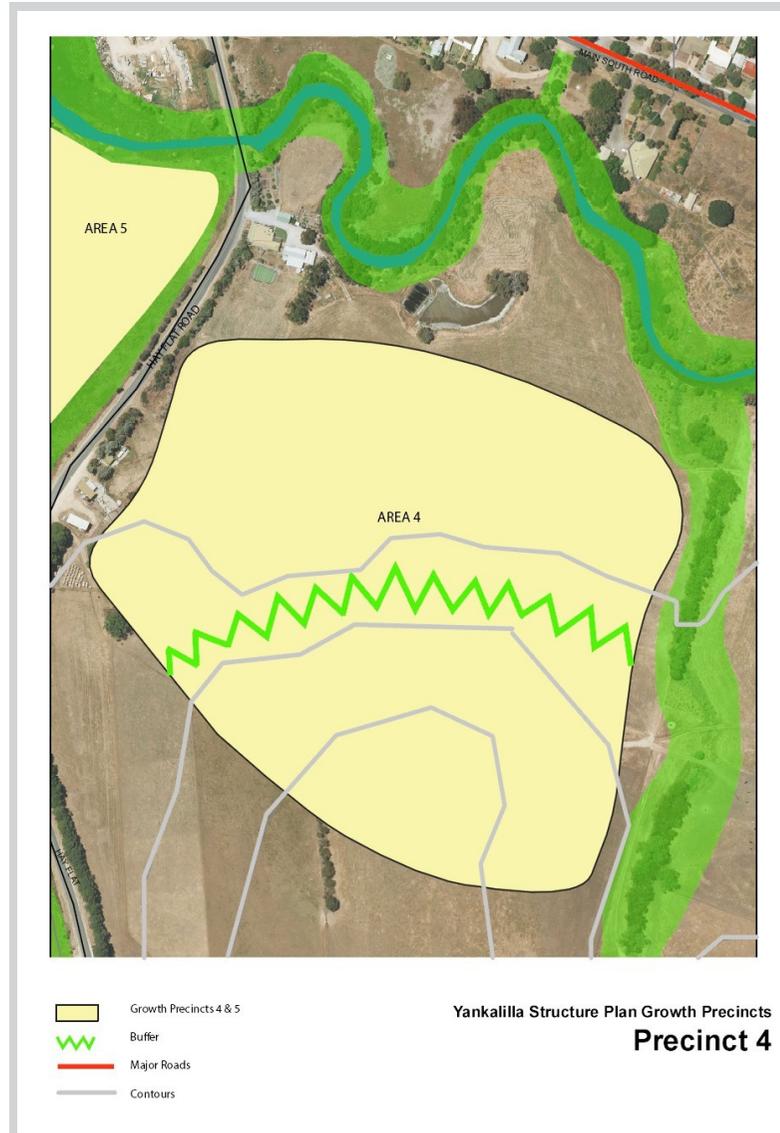
Site Summary  
Developable area: 17 hectares  
Maximum potential yield: 190 dwellings

Opportunities	Constraints
Improves surveillance and use of the Bungala Linear Park	SA Power Network transmission lines easement traverses site
Located close to town of Yankalilla	Environmental buffers to Bungala River.
Water reuse pipeline traverses past rear of site - offers potential route to install CWMS services.	Retention of indigenous trees close to river.
Potential for some smaller infill lots to front Bungala Linear Park.	Storm water management system to treat and detain urban surface water flows on-site.
	Minimum of 2000m2 Biofiltration area required for new development.
	Bethel Road bridge & road upgrade required.
	Larger allotments needed at interface with adjacent rural land.

# AREA FOUR



Area 4 is set on flat and gently sloping land adjacent to the Bungala River. The area is considered suitable for the development of a residential area due to its close proximity to Normanville town centre.



Location	Current zoning
Normanville	Primary industry
Area	Dwelling Yield 100
13ha	
Developable Area	Potential Population 220
8ha	
Current Land Use	
Primary Industry	

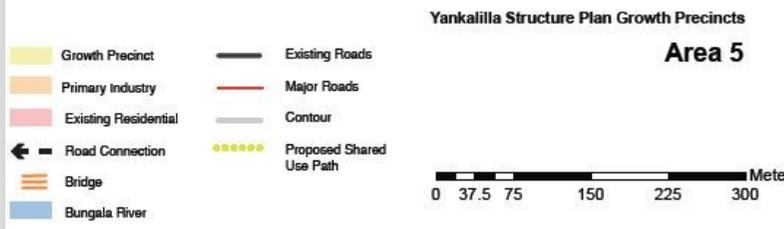
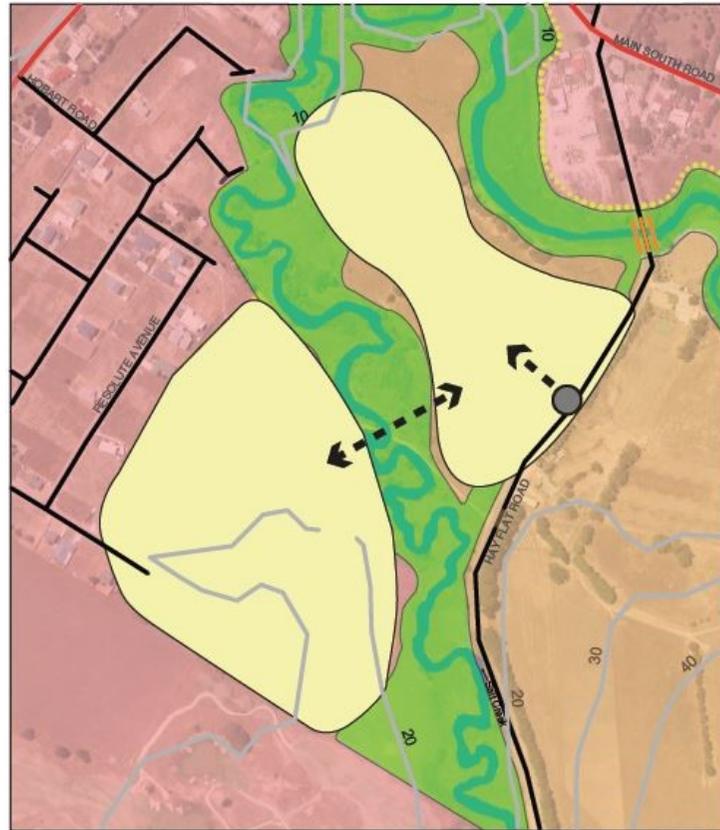
Site Summary  
 Developable area: 8 hectares  
 Current Zone: Primary Industry

Opportunities	Constraints
Access from Hay Flat Road	Development will require sensitive treatment of the Bungala River frontage
Close to Normanville town centre	Allow for the development of the Bungala River Linear Park & shared pathways
Relatively flat	Maintain the back drop to the town (no development above 40 metre contour)
No remnant vegetation	Incorporate a suitable storm water management system to treat and detain urban surface water flows
A section of the Bungala Linear Park can be delivered	Minimum of 1000m2 Bio filtration area required for new development.
	Avoid location of new dwellings on steeply sloping land
	Ensure separation between future development and the existing farmhouse and sheds.

# AREA FIVE



Area Five is located south of Normanville town adjacent to Hay Flat Road. The area is within the Residential Zone. A land division comprising 130 allotments together with public open space that incorporates Water Sensitive Urban Design (WSUD) principles to reflect the environmentally sensitive location adjacent the Bungala River and Salt Creek is currently underway.



Location	Current zoning
Normanville	Residential & Primary Industry
Area	
21.5ha	
Developable Area	Dwelling Yield
11ha	150-180 allotments
Current Land Use	Potential Population
Residential	330-400

#### Site Summary

Developable area: 11 hectares

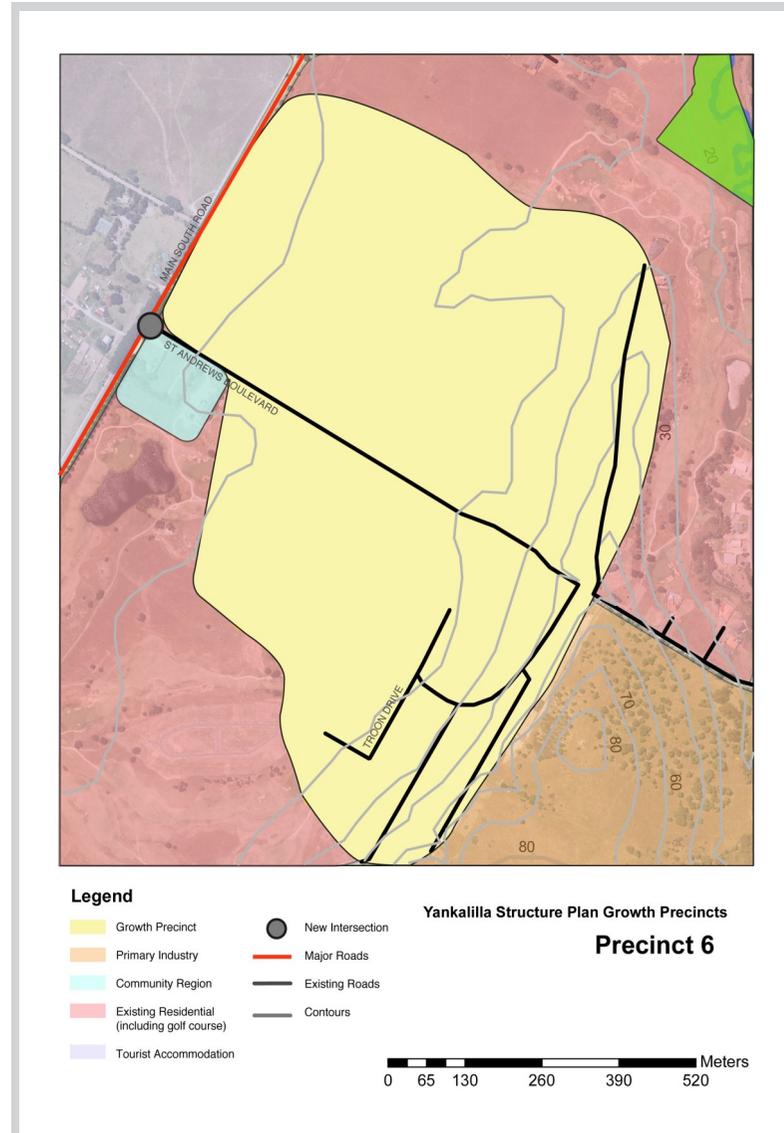
Maximum potential yield: 150-180 dwellings

Opportunities	Constraints
Potential for medium density development within approved land division.	Storm water flows and water quality in the watercourses
Close to existing infrastructure.	Conservation of remnant native vegetation along watercourses
Shared pathways can be developed to link the area with the Bungala Linear Park and the Normanville Town Centre.	Existing (minor) sand mine exists within the southern portion of the site.
	Residential development requires a 200m buffer from the WWT Plant.
	Minimum of 1100m <sup>2</sup> Bio filtration area required for new development.

# AREA SIX



Area Six is located within greater Normanville and is part of the Links Lady Bay estate. The area is zoned for residential development and supported by existing infrastructure. The area is an existing residential development comprised of mostly holiday homes located around a golf course, with a significant proportion of undeveloped allotments.

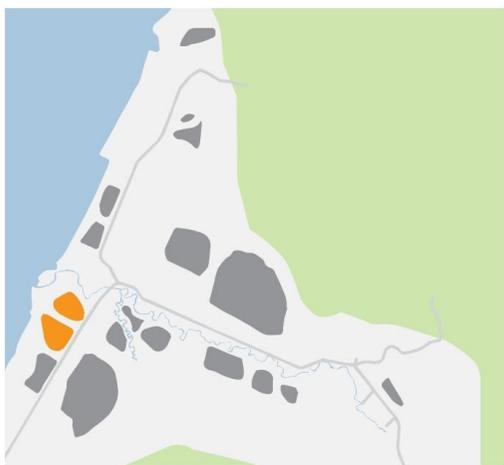


Location	Current zoning
Normanville	Residential
Area 21ha	Dwelling Yield 270-500 allotments
Current Land Use	Potential Population
Residential	440 (assumes a mix of permanent and part-time residents).
Golf Course	
Tourist Accommodation / Hotel	

**Site Summary**  
 Developable area: 17 hectares  
 Maximum potential yield: 270—500 dwellings

Opportunities	Constraints
Smaller allotment sizes are permissible in this area.	Existing golf course to remain.
Tourist Accommodation development potential	Existing junction of St Andrew's Boulevard and Main South
Golf course uses recycled water from the CWMS	Road needs upgrading to cater for future sub division
Improved shared pathway (pedestrians and cyclists) along Salt Creek, to connect area with the Normanville Town Centre.	
A mixture of allotment sizes and dwelling types will be encouraged.	

# AREA EIGHT



Area 8 is situated between two parcels of developed land close to the foreshore and Bungala River. The area is close to existing roads and the CWMS system. The site is close to the Normanville foreshore and town centre. A significant proportion of the site should be used for waterways, wetlands and public open space.



Location	Current zoning
Normanville	Primary industry, Tourist, Accommodation, Conservation
Area	
61ha	
Developable area	Dwelling Yield
35ha (residential)	455
12ha (Bungala Linear)	560m <sup>2</sup> allotments
Current land use	Potential Population
Primary Industry	1000

### Site Summary

Developable area: 35ha

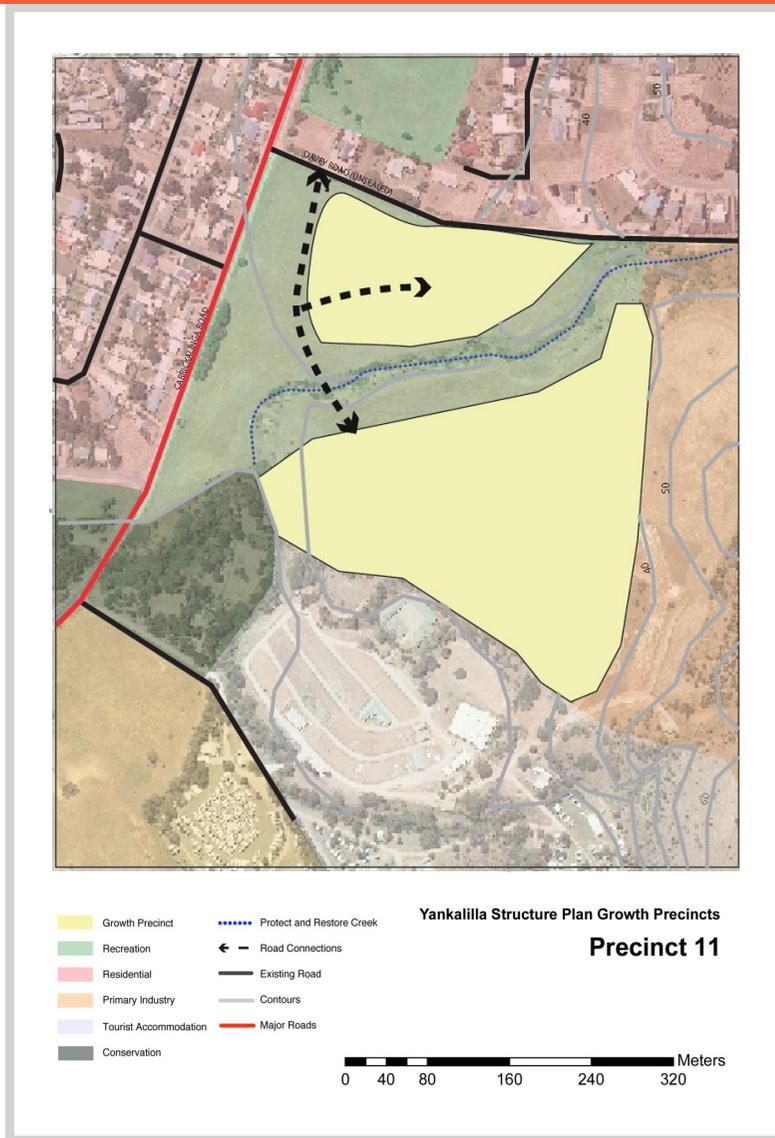
Maximum potential yield: 455 dwellings

Opportunities	Constraints
Frontage to Bungala Linear Park. This will include the estuary and a District Park combining wetland areas, recreation space and pathways to Normanville and the beach	The site is low lying and drainage issues have been identified: Poor drainage High water table May be susceptible to future sea level rise and dune recession
No remnant native vegetation	
Adjacent to existing roads and CWMS pipeline	Create 1.0ha buffer (50 metres wide) to the coastal dunes
Create public access to the Linear Park and Foreshore.	Space for possible future Caravan Park change, adjacent to the site.
Create vehicle access via Jetty Road.	On-site stormwater detention area

# AREA ELEVEN



Area Eleven is located within the town of Carrickalinga, east of Carrickalinga Road, bordering Davey road and Carrickalinga Creek. Rezoning this parcel will address a shortage of developable land within Carrickalinga. The area is presently underserved by township infrastructure as it is not connected to the CWMS and is a considerable distance to shops and services.



Location Carrickalinga	Current zoning Primary Industry
Area 14.5 ha	Dwelling Yield 80 dwellings (assumes larger allotments dwellings of 1000sqm)
Developable Area 9ha	Potential Population 40-50 permanent increasing to 170-350 when part-time residents are included.
Current Land Use Primary Industry	Potential Population 40-350 people

#### Site Summary

Developable area: 9 hectares

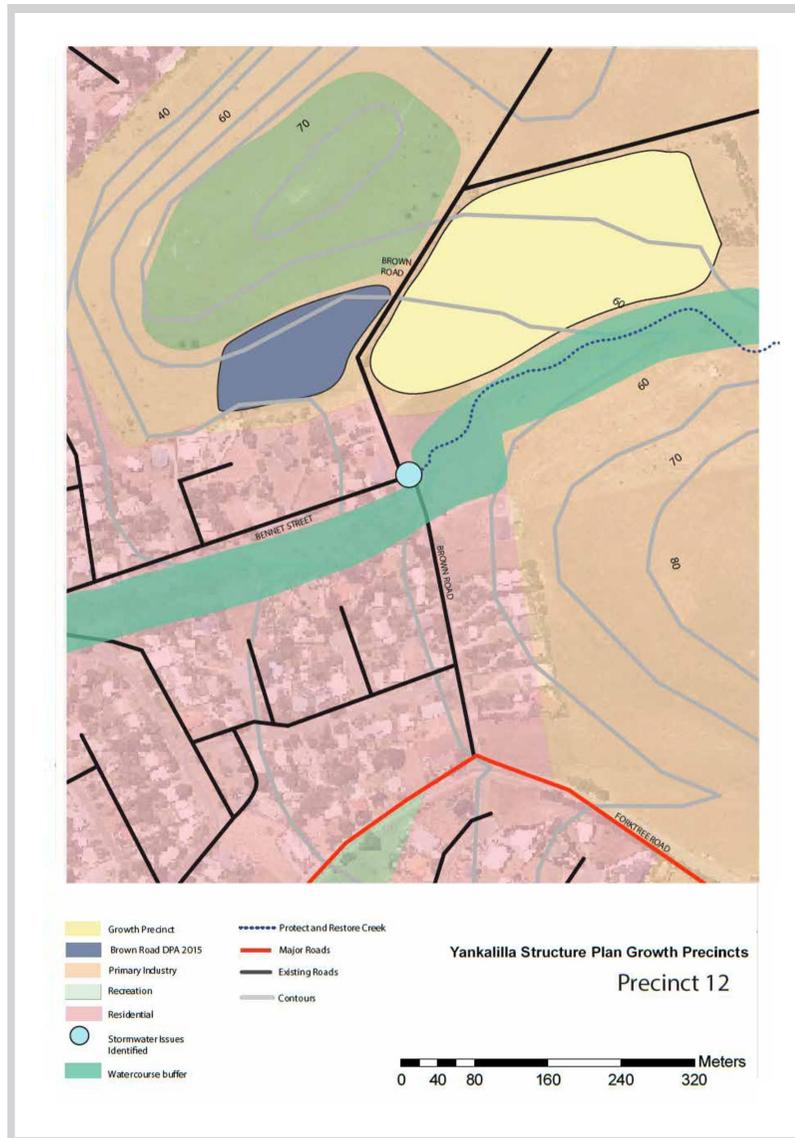
Potential residential population: 40-350 people (depending on the time of the year).

Opportunities	Constraints
Relatively flat	Sloping land at rear forms part of the hill—slopes back drop to the township
No remnant vegetation	Storm water detention and treatment area required to dispose of urban run off
Land is in an area of high demand	No CWMS service
Extend public open space across site and along watercourse.	Buffer area required adjacent to watercourse.

# AREA TWELVE



Area 12 is located in Carrickalinga north east of Brown Road and adjacent to existing development. The area has high quality views and is likely to appeal to holiday home owners who comprise approximately 70% of Carrickalinga residents. The area has good road access but is poorly serviced by township infrastructure. The open space area will provide space for recreation for future residents in the area.



Location	Current zoning
Carrickalinga	Primary Industry
Area	Dwelling Yield
8 ha	55 dwellings (assumes larger allotments dwellings of 1000sqm)
Developable Area	Potential Population
6.0 ha	From 35 permanent up to 180 residents during holiday times.
Current Land Use	
Primary Industry	

#### Site Summary

Developable area: 6.0 hectares

Potential residential population: 30-180 people (depending on the time of the year).

Opportunities	Constraints
No remnant native vegetation	No CWMS service
Land not highly visible from the town	Area is adjacent to a water course-buffer required
Potential to create public open space areas within backdrop.	Stormwater detention and treatment are required on-site.
Potential for a public lookout on top of ridge.	Avoid adjacent steeply sloping land.
Potential to create shared path connections to the foreshore.	
Brown Road DPA (subject to re-zoning 2015)	

The blue area indicated within the map was re-zoned to Residential Zone in 2015. This area was considered appropriate for a modest number of holiday homes and dwellings as an extension of the Carrickalinga residential area.

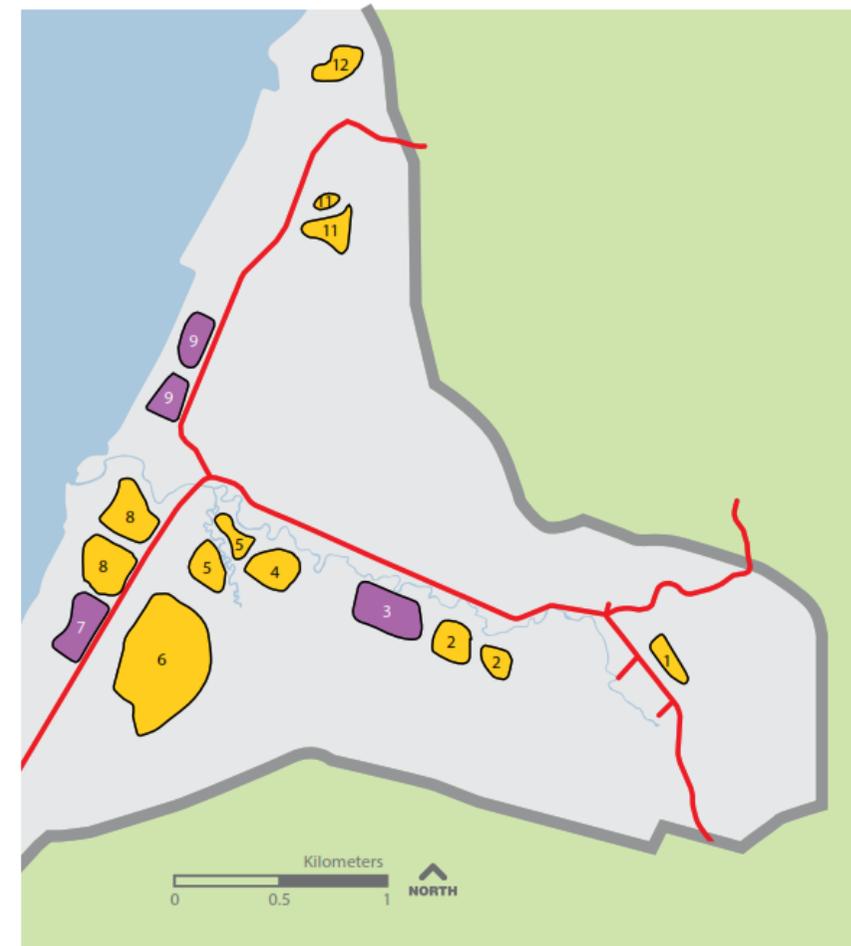
# LAND SUPPLY BEYOND 15 YEARS

In its Yankalilla District 30 Year Plan, Stage1, Council identifies areas for potential urban growth. It is not anticipated that all of this land will be required to ensure a 15 year zoned supply. The growth areas shaded purple on Map 8 will form part of a longer term land supply. These areas have been given lesser priority for urban development due to their location, access to infrastructure and environmental sensitivity.

The table below summarises the key issues associated with each growth area that is identified as forming part of a longer term land supply.

Growth Area	Parcel Size (Ha)	Developable Area (Ha)	Approx Dwelling	Site Issues
Yankalilla				
3	24	20	260	Located between Normanville and Yankalilla Forms part of the rural backdrop to Yankalilla.
Normanville				
7	16	14	180	Low Lying Land Distant from Normanville town centre Drainage is identified as constraint to development
9	21	17	220	Impact on visual separation between Normanville and Carrickalinga Low lying area, buffers to dunes needed.
N/A	64			Rural living area at Yankalilla long term option to investigate further development potential within the existing Rural Living Zone.  Coordinated orderly development is essential.

Map 9: Land supply within the study area.



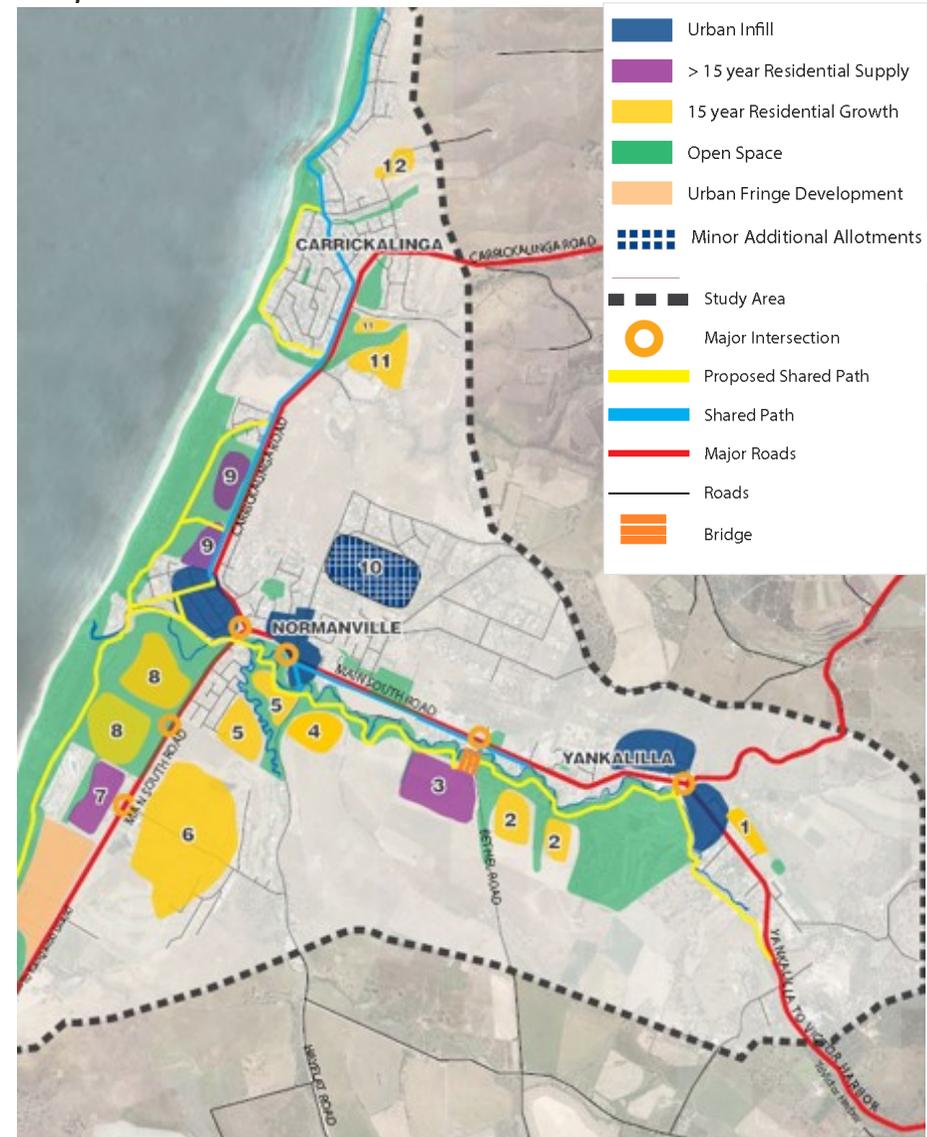
# STRUCTURE PLAN

Map 9 consolidates the proposed growth areas into a single plan. It shows land for township growth supported by infrastructure including an expansion of open space. The staging of land release will maintain separate role and function for the three towns but promote improved connectivity between them through a network of shared paths.

The key elements of the plan are:

- Growth areas showing a supply of land to meet anticipated population growth over the next 15 years. Priority has been given to infill within Yankalilla and Normanville and to land close to these town centres.
- Identification of a supply of land beyond 15 years will provide clarity about the growth of the towns in the longer term.
- Key activity centres of Yankalilla, Normanville town centre and Normanville foreshore. A more detailed study to reinforce the character of these centres and activate the public spaces will be in the urban design framework.
- Open space – plans to expand the supply of available open space. The Bungala Linear Park in particular, will connect Yankalilla, Normanville town and foreshore.
- Township boundaries which maintain a clear separation of the towns over the longer term
- Shared paths – improvements to the network will encourage cycling and walking by residents and visitors. The will also improve the amenity of the area, and support tourism.
- Reinforcement of the Normanville retail precinct to meet future business growth.

**Map 10: Structure Plan**



# IMPLEMENTATION, MONITORING AND REVIEW

The implementation of the Structure Plan will involve a range of regulatory and non-regulatory methods. Most importantly, it will involve a 'whole of council' approach to coordinating land use, infrastructure, community facilities and environmental management.

The statutory planning system will be the principal regulatory mechanism for implementation of the Structure Plan. Other activities will involve cooperation between council, the state government, landowners and other key stakeholder groups.

Potential barriers to implementation could include fragmentation of proposed sites, preventing timely and coordinated land development particularly within the infill areas and the retail centres.

## Next Steps

### **Bulky Retail Goods Area Review**

The next iteration of the Structure Plan will undertake a review of the Bulky Retail Goods Area and investigate alternative locations. This second iteration and review process will be subject to further public consultation.

### **Urban Design Framework**

The Urban Design Framework will provide design concepts for the key activity centres identified in the Structure Plan and articulate how these could be realised 'on the ground'. The framework will identify high value areas of character within those areas and make recommendations about how these can be retained or enhanced.

### **Planning System**

The structure plan will form the basis of future planning activities by Council to inform both strategic planning and policy changes to rezone land. It is proposed that once adopted by Council, the structure plan should be available to the community to as reference to explain the strategic justification for the changes to planning policy. Figure 5 shows the relationship between the structure plan and the statutory planning system.

### **Strategic Directions**

Council's Strategic Directions Report 2014, has been based upon the Structure Plan and will provide a staged approach for the rezoning of land to enable the Growth Areas identified in the plan to be gradually developed.

Whilst Councils will no longer be required to review their Development Plans under the State Planning and Design Code, ongoing review of State Planning Policy is expected to occur in conjunction with local government.

### **Local Planning Policy**

The process of rezoning land to establish the areas for potential urban growth requires will require an amendment to the Planning and Design Code which is to be implemented in June 2019. This will be necessary to both increase the degree of density permitted within the towns to promote infill development and to enable new growth areas to occur.

Comparison will firstly be made between current Development Plan Policy and the state-wide policy proposed under the Planning and Design Code within the designated consultation period.

### **Governance**

Council's Strategic Directions Committee will oversee the implementation of the Structure Plan. It is suggested that this process include links to the wider community to provide advice on issues such as community needs, environmental issues, and investment priorities.

# IMPLEMENTATION, MONITORING AND REVIEW

## Partnerships and Investment

- Implement development contribution mechanisms to fund the development of the Bungala Linear Park and other improvements to the public realm.
- Improve the impacts of the towns on the environment, in particular, nearby watercourses and the marine environment.
- Engaging with land owners in the development of key sites and the potential land assembly required to facilitate these proposals.
- Investigate funding sources for cultural, and community activities
- Capital works, including public realm and open space and extensions to the network of shared paths.
- Consider development options for council owned land within the towns of Yankalilla and Normanville.
- Consider the development of an economic development plan for the district.

## Monitoring and Review

Monitoring of the implementation of the Structure Plan and the strategic planning objectives is essential and should include:

- Reviewing and updating the Structure Plan to ensure its strategic directions remain up to date
- Monitoring of population growth and demand for new dwellings
- Ongoing assessment of community needs and services, particularly in relation changing demographic needs.

*Figure 5: Role of the planning system*

