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How Adelaide Airport is Planned



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4



Planning Framework

Provides the planning framework for Adelaide Airport and the process required for preparing a master plan.

5



Planning Development Approach

Provides a vision for Adelaide Airport with a development approach and objectives. Further details how consultations with stakeholders and the community are delivered.

6



Aviation Forecasts

Details the forecasts for growth in passenger, aircraft and freight movements. These forecasts allow Adelaide Airport to consider how to respond to this growth while delivering on the vision.

4

Planning Framework



4.1. Introduction

Adelaide Airport recognises that the land use and infrastructure decisions made both within and outside of the airport site can impact the ability of the airport to provide the capacity, efficiency and level of service expected of a major airport.

Planning at Adelaide Airport is governed by Commonwealth legislation, with a number of strategic documents at the State and Local Government level influencing the current arrangements and future development of the airport.

As part of the development of the Master Plan, consideration is given to the context, legislative and planning environment in which Adelaide Airport operates.

4.2. Commonwealth Policy and Legislative Frameworks

4.2.1. Airports Act 1996

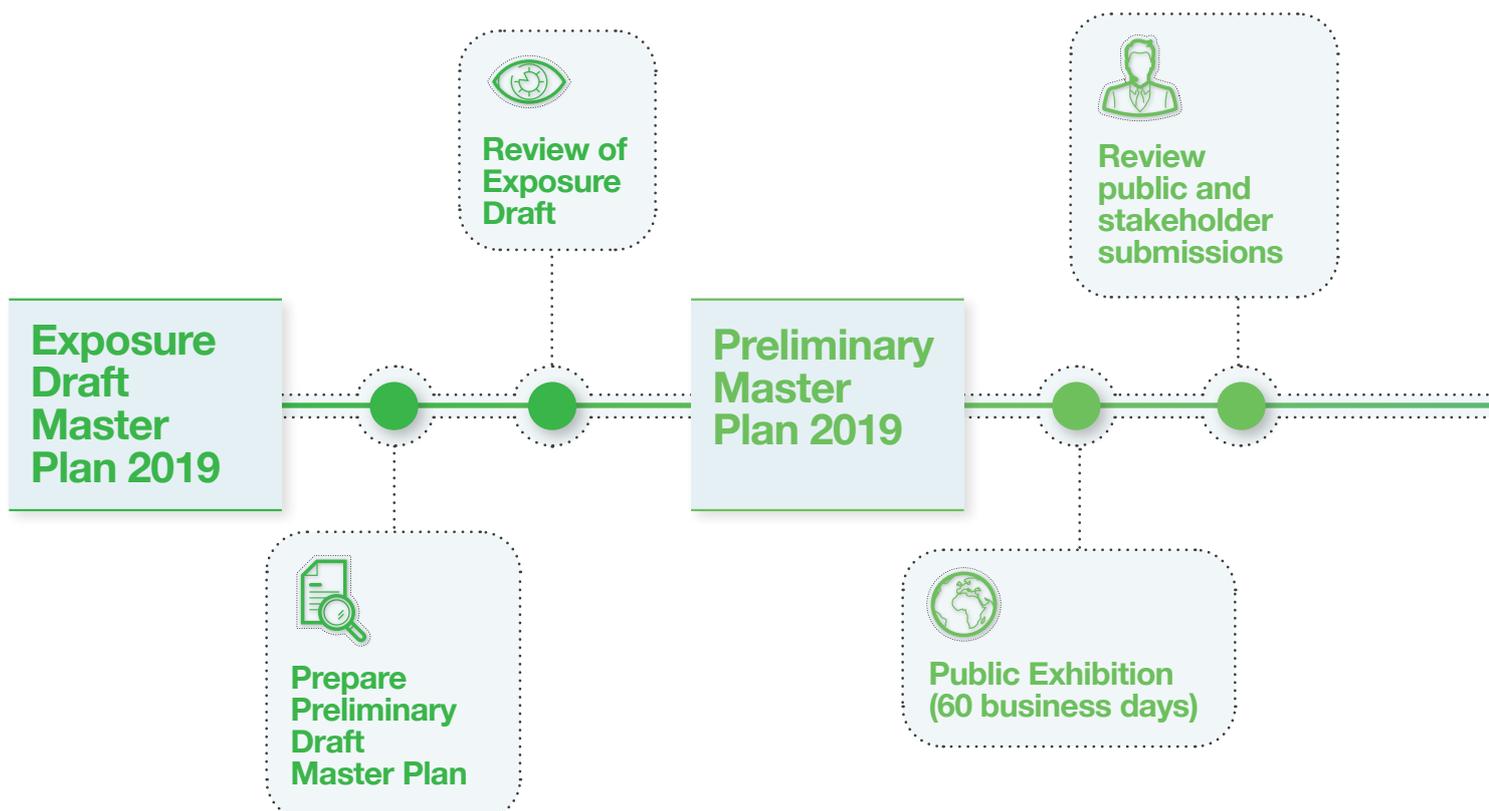
The Airports Act is the principal legislation regulating the ownership, management and operation of leased Commonwealth airports. Parts 5 and 6 of the Airports Act prescribe controls over land-use planning, development control and environmental management at airports. The key controls required under the Airports Act comprise:

- An airport master plan
- A major development plan (MDP) for any major airport developments
- Building activity approvals

4.2.1.1. Master Plan Requirements of the Act

Under Section 70 of the Airports Act, each airport is required to produce a final Master Plan. The final master plan is one that has been approved by the relevant Commonwealth Minister. Prior to submitting a Master Plan to the Minister, the airport is required to consider all written feedback received during a 60-business day public exhibition period.

The Master Planning Process



In accordance with Section 70 of the Airports Act, there must be a final Master Plan that has been approved by the Commonwealth Minister for Infrastructure, Transport and Regional Development. Subsequent developments at the airport must be consistent with the final Master Plan.

A Master Plan is required to:

- a. Establish the strategic direction for efficient and economic development at the airport over the planning period of the plan
- b. Provide for the development of additional uses of the airport site
- c. Indicate to the public the intended uses of the airport site
- d. Reduce potential conflicts between users of the airport site, and to ensure that use of the airport site is compatible with the areas surrounding the airport
- e. Ensure that all operations at the airport are undertaken in accordance with relevant environmental legislation and standards
- f. Establish a framework for assessing compliance with relevant environmental legislation and standards
- g. Promote the continual improvement of environmental management at the airport

Section 71 of the Airports Act specifies the matters that must be set out in a Master Plan, including providing details of:

- Development objectives
- Future aviation needs
- Future land-use plans
- Proposed developments within the first eight years and their effect on employment and the economy
- Flight paths and noise impacts, including an Australian Noise Exposure Forecast (ANEF)
- Environmental issues and their management
- Any proposed sensitive developments
- A ground transport plan
- An environment strategy

A detailed breakdown of the Airports Act's requirements for an airport Master Plan, and how this Master Plan addresses those requirements, is included in Appendix A.

Recent amendments to the Airports Act now require Adelaide Airport's Master Plan to be prepared every eight years instead of every five years. When approved by the Commonwealth Minister, the Master Plan 2019 will replace the Master Plan 2014.

The master planning process for airports as defined in the Airports Act is illustrated in Figure 4-1.



Figure 4-1: The Master Planning Process

A key component of the Master Plan process is the requirement for extensive consultation with Commonwealth, State and Local Governments, aviation operators, airport tenants, and the community. A Preliminary Draft Master Plan was released for a public exhibition period of 60 business days, where stakeholders and the general public provided feedback.

Where possible, the concerns and issues raised during the public consultation period were incorporated into the Draft Master Plan that was presented to the Commonwealth Minister for consideration.

The Commonwealth Minister considers:

- The extent to which the Master Plan meets the present and future requirements of civil aviation users of the airport, and other users of services and facilities of the airport
- The likely effect on the use of the land within the airport site and areas surrounding the airport
- The consultations undertaken in preparing the Master Plan and the outcome of the consultations
- The views of the Civil Aviation Safety Authority (CASA) and Airservices regarding the safety and operational aspects of the Master Plan

4.2.1.2. Major Development Plan

It is important to note that once a Master Plan is approved by the Commonwealth Minister this does not provide automatic approval for development to occur. Section 90 of the Airports Act requires a major development plan (MDP) to be prepared prior to commencement of any development classified as a 'major development' under the Airports Act. Major developments include construction of a new runway or runway extension; construction of new buildings where the construction value exceeds a certain value; and development that is likely to have a significant environmental impact or significant impact on the local or regional community.

Under the Airports Act, a MDP is to be considered by the Minister following a 60-business-day public comment period. Section 91 of the Airports Act requires the MDP to be consistent with the approved master plan. Section 160 of the *Commonwealth Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) requires advice to be sought from the Commonwealth Minister for the Environment for the adoption or implementation of a MDP.

4.2.1.3. Building Activity Approvals

Under the Airports Act and Airports (Building Control) Regulations 1996 (Airports Regulations), building activity approvals are required to be obtained from the Airport Building Controller (ABC) with advice from the Airport Environment Officer (AEO). Both positions are appointed by the DITRDC and are independent of AAL.

The consent of AAL is required before any approval can be given by the ABC. In considering its consent, which may be granted with conditions, AAL must ensure that the proposal is consistent with the approved Master Plan and associated Environment Strategy, and, where relevant, a MDP. AAL will assess the impact of any proposed activity on airport infrastructure, operations, and environmental controls.

4.2.2. Other Regulatory Frameworks

Although the Airports Act is the primary Commonwealth legislation that guides the airport planning, land use and development control at Adelaide Airport, there is a range of other legislation that are applicable and therefore must be considered, including:

- Airports Regulations 1997
- Airports (Building Control) Regulations 1996
- Airports (Control of On-Airport Activities) Regulations 1997
- *Adelaide Airport Curfew Act 2000*
- Airports (Environment Protection) Regulations 1997
- Airports (Protection of Airspace) Regulations 1996
- *Airspace Act 2007*
- *Aviation Transport Security Act 2004*
- *Civil Aviation Act 1988*
- Civil Aviation Regulations 1988
- Civil Aviation Safety Regulations 1998
- *Environment Protection and Biodiversity Conservation Act 1999*
- Environment Protection and Biodiversity Conservation Regulations 2000

4.2.3. National Airports Safeguarding Framework

The Commonwealth Government recognises that the current and future viability of aviation operations at Australian airports can be impacted by inappropriate developments in areas beyond the airport boundary.

In July 2012, the National Airports Safeguarding Advisory Group (NASAG, which comprises high-level Commonwealth, State and Territory transport and planning officials) prepared and released the National Airports Safeguarding Framework (NASF). The NASF aims to safeguard airports and the communities in their vicinity; and to develop, with State, Territory and Local Governments, a national land-use planning regime.

Chapter 12 describes how AAL implements NASF guidance in its planning.

A key component of the Master Plan process is the requirement for extensive consultation with the community.

4.3. State and Metropolitan Context

4.2.4. National Freight and Supply Chain Strategy

The Australian Government is seeking to improve freight and supply-chain efficiency and capacity and to reduce the costs of transporting goods. Airports are a key part of the freight and supply chain sector, which connects Australian industries, communities and regions, and international suppliers and consumers. Australia's freight task is expected to grow by around 50 per cent over the next two decades,

On 18 May 2018, the Council of Australian Governments' Transport and Infrastructure Council agreed a framework for developing a 20-year National Freight and Supply Chain Strategy. The Strategy will build on the outcomes of the recommendations of the Inquiry into National Freight and Supply Chain Priorities, which identified that land-use conflicts near airports can result in regulations that restrict access (including curfews and aircraft movement caps) which reduce efficiency and limit the amount of air freight that can be carried.

Air freight is important to many South Australian industries including manufactured goods, electronic, medical products and consumables. Most of Adelaide's air freight is carried in the cargo hold of passenger aircraft, with 63 per cent of domestic and 94 per cent of international air freight transported this way. Therefore, ensuring streamlined, efficient and timely processing of freight is a critical but often unheralded component of airport operations and contributor to the State's economy.

Chapters 7, 8 and 9 describe how AAL is aligned with the overarching intent of the National Freight and Supply Chain Strategy through the plans to consolidate and grow freight through Adelaide Airport, and continued developments of the Airport East Precinct.

The Master Plan will contribute to several pillars of the Strategy, including:

- Improved efficiency and international competitiveness
- Safe, secure and sustainable operations
- Innovative solutions to meet freight demand, and
- An informed understanding and acceptance of freight operations

State and Local Government land-use planning legislation and policy do not apply to Commonwealth land; however, the Airports Act and associated Regulations require that the Master Plan, where possible, describes proposals for land use planning and zoning in a format consistent with the State or Territory in which the airport is located. This Master Plan has considered State planning requirements and has used land use descriptions that are aligned as far as practicable to the South Australian planning system.

Consideration has been given to the following:

- *Development Act 1993* and Development Regulations 2008
- *Planning, Development and Infrastructure Act 2016*
- The Planning Strategy – 30 Year Plan for Greater Adelaide, 2017
- Integrated Transport and Land Use Plan 2015
- Relevant Development Plans and Council strategic documents

A comparison between the Commonwealth framework and the South Australian planning system is included in Figure 4-2.

The South Australian planning system recognises the importance of Adelaide Airport within the State and Metropolitan context, recognising the benefits of a city-based airport and the significant infrastructure investment on the site.

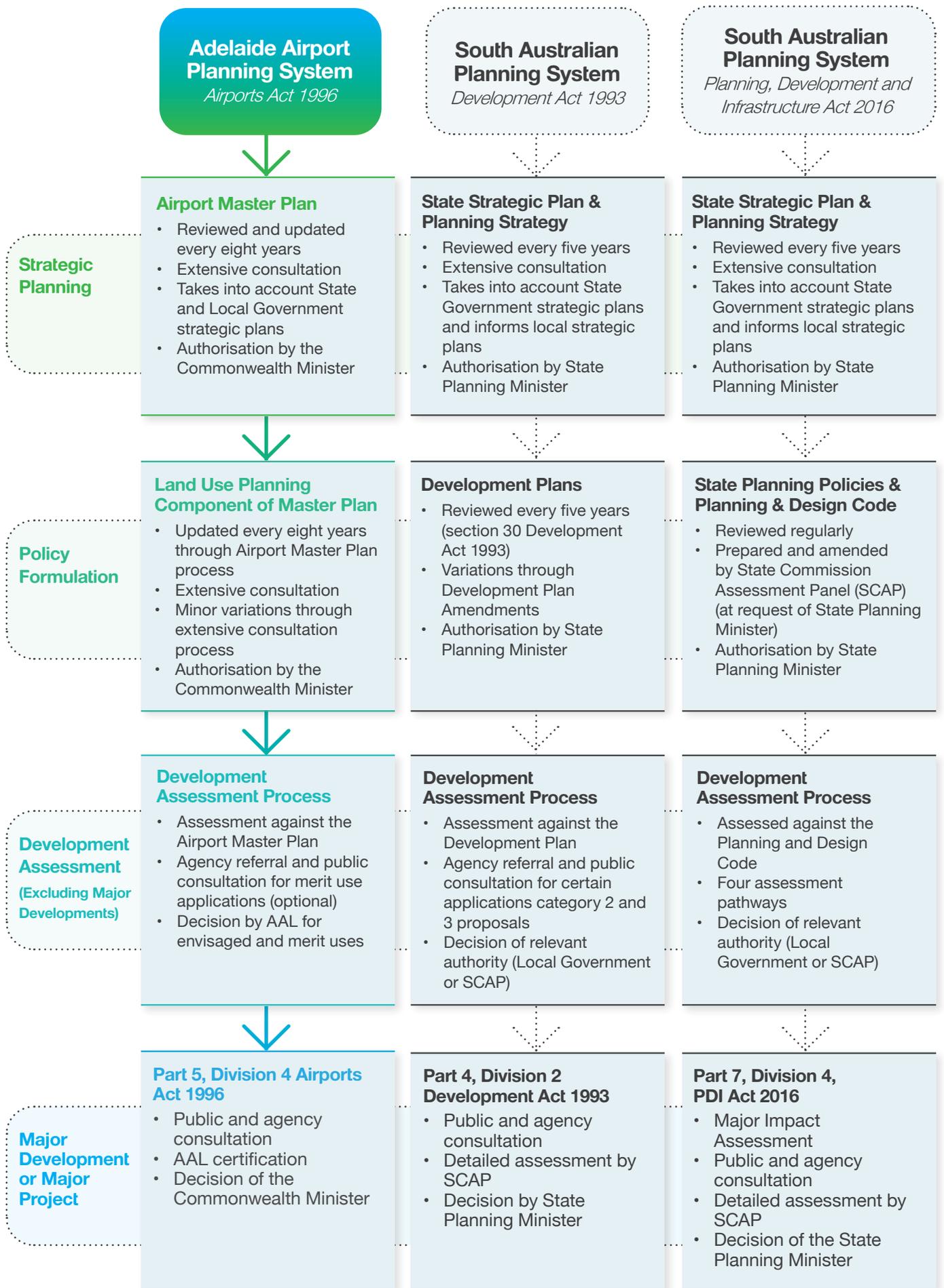
Most of Adelaide's air freight is carried in the cargo hold of passenger aircraft:

63%

Domestic air freight

94%

International air freight



Note* The *Development Act 1993* will be superseded by the *Planning, Development and Infrastructure Act 2016* by 2020

Figure 4-2: Comparison of Airport with State and Local Government Planning

4.3.1. South Australian Planning Context

As a major economic and employment generator, the growth of Adelaide Airport is inextricably linked to the development of South Australia and vice versa. Adelaide Airport's role in the strategic development of Adelaide and South Australia is addressed within several strategic plans that guide the future of the State.

4.3.1.1. Development Act 1993

Currently, the South Australian planning system is established under the *Development Act 1993* (Development Act) and associated Development Regulations 2008 (Development Regulations). The object of the Act is to provide for proper, orderly and efficient planning and development in the State.

Development which surrounds the airport can have significant impact on the function, safety and ongoing operations of the airport. The Development Act provides the mechanisms for safeguarding airport operations from inappropriate off-airport development. Among other aims, the Development Act provides for:

- The establishment of objectives and principles of planning and development
- A system of strategic planning governing development
- The creation of development plans with policies to guide and control development
- Appropriate public participation in the planning process and the assessment of development proposals
- The establishment of various decision-making bodies

4.3.1.2. Planning, Development and Infrastructure Act 2016

The South Australia Government is renewing the South Australian planning system.

The new *Planning, Development and Infrastructure Act 2016* (PDI Act) was passed by the South Australian Parliament in April 2016 and will gradually be implemented by July 2020. Once fully operational, the PDI Act repeals the Development Act.

The new planning system seeks to achieve better outcomes for South Australia's economy, environment and communities. The PDI Act applies to the use, development and management of land and buildings, rules with respect to the design, construction and use of buildings, and other initiatives to facilitate

the development of infrastructure, facilities and environments that will benefit the community.

The PDI Act recognises Adelaide Airport as essential infrastructure.

4.3.1.3. Draft Planning and Design Code

On 1 October 2019, the draft Planning and Design Code for Phase Two and Phase Three went on public consultation.

According to the State Government, "*the Planning and Design Code (the Code) is the cornerstone of the new planning system that will help to revolutionise the way that developments is regulated in South Australia*".

The Code is presented in the form of an ePlanning system.

The draft Code introduces items called overlays, zones, sub-zones and general development policies, which together provides all the rules that apply to particular parcels of land.

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

Zones – areas that share common land uses and in which specific types of development are permitted. They are the main component of the Code and will be applied consistently across the State. Adelaide Airport is included in the '*Commonwealth Facilities Zone*.'

Sub-zones – enable variation to a policy within a zone, which may reflect local characteristics.

General developments – policies that outline functional requirement for developments, such as the need for car parking or wastewater management.

While zones determine *what* development can occur in an area, general development policies provide guidance as to *how* development should occur.

Protection for Adelaide Airport will be implemented through the following Overlays:

- Airport Building Heights (Regulated)
- Aircraft Noise Exposure
- Building Near Airfields Overlay

AAL is currently reviewing the draft Code including the technical information provided in the overlays. AAL will continue to work with the State Government and local

Governments, in particular the City of West Torrens to ensure that the transition to the new Code ensures protection for the future capacity of the airport as well as the surrounding communities.

From a land use perspective, the draft Code also introduces assessment pathways by reference to its zone and any applicable sub-zone or overlay.

Accepted development – do not require planning consent as they are minor and expected in their particular zone.

Deemed-to-satisfy development – requires planning consent. The criteria for deemed-to-satisfy development are clear, quantifiable and measureable, and relate to land uses and development types appropriate in the zone. A development that falls within this category is expected for the locality and therefore the development will be granted planning consent without undertaking public notification.

Restricted – developments are not necessarily inappropriate in its zone but the assessment of the development will follow a more rigorous pathway. Developments could be classified as ‘restricted’ if it:

- Requires a complex assessment,
- Is beyond an expected use and/or scale,
- May create an impact that is unacceptable in the zone/locality
- Requires solution to address impacts which require detailed investigation.

Performance Assessed – developments require public notification, unless the type of development is exempt from notification through the Code, and an assessment by the Council or State Commission Assessment Panel is undertaken.

The draft Code also provides updated land use definitions and terminology.

From mid-2020 for all urban councils the Code will replace all remaining Council development plans.

More information can be found at saplanningportal.sa.gov.au

Following the finalisation and transition to the Code, AAL will seek to convert the land use section of the Master Plan into the terminology used in the Code and will make this update available on the Adelaide Airport website.

4.3.1.4. The 30-Year Plan for Greater Adelaide

The *30-Year Plan for Greater Adelaide* (30-Year Plan), first prepared in 2010 and later updated in 2017, provides directions for urban and regional development for business, industry, infrastructure provision, utility supply and government agencies. The 30-Year Plan provides a framework for how Adelaide can grow to become a more liveable, competitive and sustainable city. It guides the long-term growth of the city and its surrounds over the next 30 years.

The 30-Year Plan acknowledges Adelaide Airport as a key economic and employment cluster. It also recognises the airport’s potential to maximise the economic benefits of export infrastructure through its strategic employment site and land which have direct access to major freight routes.

The policy directions of promoting infill development along main roads (including those close to the airport and under flight paths) and further urban regeneration and consolidation within the surrounding suburbs is anticipated to increase the number of people living near the airport who may be affected by its ongoing operations. However, the 30-Year Plan does recognise the need for all sensitive land uses permitted adjacent to airports and under flight paths to mitigate the impact of noise and air emissions.

4.3.1.5. Integrated Transport and Land Use Plan 2015

The Integrated Transport and Land Use Plan 2015 identifies key transport challenges facing South Australia. This includes the provision of efficient connections for freight movement as well as the development and maintenance of a planning system that ensures integrated transport and land use.

The Plan identifies actions for the entire State, including actions that consider Adelaide Airport.

A key action is for the State Government to work with Local Governments to implement NASF within council Development Plans to ensure the future of Adelaide, Edinburgh and Parafield Airports.

4.4. Local Government Context

4.3.1.6. Infrastructure SA

The South Australian Government has recently established Infrastructure SA as an independent body to develop a 20-Year State Infrastructure Strategy and a 5-Year Infrastructure Plan for South Australia.

4.3.1.7. Integrated Movement Systems: Policy Discussion Paper 2018

The State Department of Planning, Transport and Infrastructure (DPTI) published the Integrated Movement Systems Policy Discussion Paper in 2018.

The Discussion Paper considers the key issues and opportunities associated with managing the interfaces between South Australia's transport systems and surrounding land uses. It focuses on the role the planning system can play in achieving optimal land use and development outcomes that complement and support the function of all transport modes. The Discussion Paper acknowledges that the State Government's strategic transport facilities and networks, including major airports (and associated flightpaths) are critical in connecting people with places and goods with markets. It states that planning policies should protect the major transport corridors and strategic transport facilities from incompatible development to ensure their ongoing, uninterrupted and efficient operation.

The Discussion Paper supports an improved approach to the planning policy in areas surrounding Adelaide Airport to protect ongoing aviation operations in line with NASF.

4.3.1.8. Productive Economy: Policy Discussion Paper 2018

The Productive Economy Policy Discussion Paper investigates the key issues and opportunities associated with enhancing South Australia's economic competitiveness as the State moves into its new planning system. In particular, it focuses on the role that the planning system can play in protecting and growing key industries; linking people to jobs, goods and services; providing infrastructure to enhance liveability; and facilitating greater opportunities for innovation.

As a key gateway for South Australia, Adelaide Airport provides critical infrastructure to support the growth of new industries as well as existing key industries such as primary production, tourism, mining and defence.

Adelaide Airport is located within the Local Government area of the City of West Torrens, with a small portion being in the City of Charles Sturt. The southern boundary of the airport is adjacent to the City of Holdfast Bay.

AAL works with the Local Government authorities to provide compatible land uses and efficient transport networks within the airport and the surrounding areas, and to ensure that land use surrounding the airport considers the National Airports Safeguarding Framework guidelines (described in Section 12) such as the location of noise sensitive development and building-height limitations.

As mentioned in Section 4.2.1.2, from mid-2020 with the introduction of the new Planning and Design Code individual council development plans (as outlined below) will be revoked and covered under the State Code.

4.4.1. City of West Torrens 'Towards 2025' Community Plan 2014

The City of West Torrens 'Towards 2025 Community Plan' is the Council's strategic planning project to determine key priorities for the next two decades. The Plan is a statement of what the City of West Torrens will do to help achieve the community's vision of: 'West Torrens - committed to being the best place to live, work and enjoy life.'

The Community Plan has six broad themes of:

- Community life
- Built environment
- Natural environment
- City prosperity
- Financial stability, and
- Organisational strength

The City Prosperity theme recognises Adelaide Airport as the largest employee base in the City of West Torrens and identifies that Adelaide Airport and surrounds provide considerable retail and commercial activity, with opportunities for existing centres to evolve as mixed use.

The Community Plan encourages community growth and development through various strategies which include supporting the development and growth of local business and jobs, including tourism and export opportunities, and to facilitate retail, commercial and industrial activity that is compatible with neighbouring land uses.

4.4.2. West Torrens Council Development Plan

Adelaide Airport is located within the *West Torrens Council Development Plan* (consolidated 12 July 2018) which covers the entire City of West Torrens. The Development Plan is updated regularly to reflect current policy directions and best planning practices. The zoning of areas adjoining the airport boundary comprises residential, community, industry and Adelaide Shores (recreation and tourist) uses. Adelaide Airport is currently identified in an 'Airfield Zone'.

The primary objective of the Airfield Zone is "A zone primarily accommodating aircraft operations, passenger terminals, airport and aviation-related light industrial, service industrial, warehouse and storage purposes".

The objectives are supported by a 'Desired Character Statement' for the Airfield Zone which seeks:

- A range of services and facilities necessary for the safe, convenient and efficient operation of aviation activities at Adelaide Airport
- To continue to accommodate a range of airport and export-related industrial and commercial uses, and recreational activities of an open character on land reserved for long term aviation needs
- Development compatible with the principle aviation function of the airport and maintaining the long-term operational and safety needs of the airport
- Development promoting the economic improvement of the State and the City of West Torrens by maintaining the airport as the international, national and regional gateway to South Australia; enhancing the airport as a major element of public infrastructure; and facilitating the movement of time sensitive freight and passengers by infrastructure improvements
- The adoption of adequate separation distances between non-aviation and aviation development on airport land, and between development on airport land and off-airport uses
- Recognition of the ongoing commitment for stormwater harvesting on the Adelaide Airport site
- The zone provisions also contain a number of Principles of Development Control that support the attainment of the Objectives and Desired Character Statement; recognising the long-term operational, safety and commercial aviation requirements of Adelaide Airport; and providing guidance for building heights within the airspace surrounding the airport (through the 'Building Near Airfields' General Section module)

The overall planning policy provisions for the Airfield Zone, although generic in nature, remain generally compatible with the land use framework in this Master Plan.

The zoning and land uses surrounding the airport are detailed in Chapter 7.

4.4.3. City of Charles Sturt Development Plan

The Adelaide Airport site is located to the south of the City of Charles Sturt, with a small western portion of the airport site within the Airfield Zone of the City of Charles Sturt. The adjoining zones include the Coastal Open Space and Adelaide Shores Zones, with areas of the Residential Zone north of the West Beach Parks complex.

The zoning surrounding the airport site is generally compatible with the Master Plan.

4.4.4. City of Holdfast Bay Development Plan

The Adelaide Airport site is located directly to the north-east of the Holdfast Bay Council area. The adjoining zones include Residential and Open Space zones. These zones are located some distance south of the Runways Precinct, and south-west of the Morphett Precinct.

The zoning surrounding the airport site is generally compatible with the Master Plan.

4.4.5. Surrounding Council Areas

Planning across Adelaide must consider the operations of the Adelaide Airport and therefore there are wider planning considerations for Councils who do not necessarily share a boundary with the airport, for example the City of Adelaide. Such things as building-height limitations and noise sensitive developments (which covers seven council areas) are therefore currently considered under respective council planning. Further information on the planning considerations is included in Section 12.

