



OUR COMMUNITY MATTERS

**TONY PICCOLO MP**  
MEMBER FOR LIGHT

Mr Henry Inat  
Chief Executive Officer  
Town of Gawler  
PO Box 130  
GAWLER SA 5118

Via Email: [jack.darzanos@gawler.sa.gov.au](mailto:jack.darzanos@gawler.sa.gov.au)

Dear Henry

### **Draft Gawler Rural Areas Land Capability Assessment**

I am writing to Council on behalf of the landowners and residents who attended a community meeting held on Tuesday, 28<sup>th</sup> June 2022 at the Gawler Riverside Centre to discuss the future character of the Southern Gawler Rural Areas.

The meeting was arranged by my office in response to concerns expressed by the Southern Gawler Rural Areas community (SGRAC) about the manner in which Council is considering future development options for the area under consideration.

Before I provide some feedback on the assessment, I have been asked by the SGRAC to convey the following views:

Landowners and residents in the area

- do not believe Council has been listening to their views and continue to undertake a number of studies at ratepayer expense as means of imposing Council's views on the community.
- do not have confidence in Council undertaking a process that will deliver an outcome that is acceptable to the SGRAC community
- no longer trusts Council to effectively represent their views or act on their behalf
- believe Council is "stonewalling" them by undertaking study after study in the hope that the community will acquiesce to Council's will
- want to work with their local Member and the Minister for Planning to achieve a code

**Labor Duty Member for Schubert**



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amendment that will deliver a fair and sustainable outcome for the SGRAC

- believe the Jensen Report (Number 2) is a good starting point to negotiate with the SGRA Community on a viable code amendment to address the longstanding issues in the area.
- believe the consultation process regarding the assessment is not genuine with many SGRA Community members not aware of its existence until they received a letter from their local Member of Parliament.
- Council should have engaged the community in a more meaningful manner given the technical nature and far-reaching ramifications of the report

While there are differing views about what the future character should specifically be, the SGRAC are overwhelmingly united in their view that the area is no longer fit for ongoing commercially successful primary production. While some residents do undertake some rural pursuits, even they have an off-farm income to keep their properties viable.

The SGRAC strongly believe Council should immediately abandon its current process and explore alternative character zones using the Jensen Number 2 report as a starting point.

Residents at the meeting strongly expressed the view that people come to live in the area for lifestyle reasons and not to become primary producers and a diverse range of lifestyle options could be accommodated through a new code amendment.

Accordingly, residents do not believe the area is suitable for viable primary production because allotment sizes are already too small and the lack of water at reasonable prices is a major barrier. Accessing water through the Bolivar wastewater scheme is uneconomic because of the cost of establishing the infrastructure would be prohibitive and the ongoing costs required to rotate crops because of water quality makes it impractical.

The area would not support traditional open air primary production, and residents are concerned about “intensive” horticulture which would involve the building of “green (plastic) houses” which in the view of residents, would be a blight on the character of the area. Endless green houses would certainly not create a positive green character for the area.

Additionally, alternative lifestyle uses of the land in the area would generate less conflicts in land uses – noise associated with machinery, spraying, etc

Residents, (including those who currently undertake some form of horticulture on their land) at the meeting strongly rejected the report's findings regarding possible returns from various forms of primary production.

In accordance with the wishes of the overwhelming majority of residents at the recent community meeting a copy of this letter will be forwarded to the office of the Hon Nick Champion, Minister for Planning, and I plan to have discussions with the Minister with the view of asking the State Government to work alongside the residents to achieve a code amendment that reflects the hopes and aspirations of the SGRAC.

I would be very grateful if you could notify me when the feedback to the assessment will be considered by Council (or relevant Committee as appropriate).

With Kindest Regards



**Tony Piccolo MP**  
*Member for Light*  
01-07-2022



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**Gawler Environment and Heritage Association Inc.**

Email: [REDACTED]

C/- [REDACTED]



Rural Land capability assessment submission

29 June 2022

Chief Executive Officer  
Elected Members  
Town of Gawler

Dear Mr Inat and elected members,

Council has released a Land Capability Assessment report dealing with:

1. What is the land capable and suitable for growing across the Rural Zone?
2. What factors impact on the commercial viability of primary production in the Rural Zone?

Council is seeking guidance and greater clarity around the following questions:

- Is Council's Rural Zone conducive to supporting Primary Production?
- Is Council's Rural Zone conducive to supporting Primary Production which is commercially viable (not simply hobby farming)?
- If so, what would be the most feasible crops for this area?
- How can Council provide greater contextual clarity around the use of the term's "capability" and "suitability" pertinent to Council's Rural Zone?
- What are the greatest obstacles to primary production in Council's Rural Zone?
- How can Council and other tiers of Government support Primary Production initiatives in Council's Rural Zone?

Gawler Environment and Heritage Association (GEHA) is a community group established in 1980. Our membership includes people living in rural areas and with relevant experience in issues and planning affecting rural areas. Over that time since 1980 GEHA has made a number of submissions related to the Rural Zone and how the area between the urban areas of Playford and Gawler is significant for the future of Gawler as a unique town.

We attach copies of submissions made for GEHA in 2016 and 2019 related to the future of the Rural Zone as part of this submission.

**Rural Zone and Primary Production.**

The land in the Rural Zone is suitable for primary production. About 175 years of primary production activity demonstrates this. The Assessment Report confirms this.

Primary production activities have always had to adjust to constraints. Over the years the number of separate primary production units has reduced. Landholders have sold out and moved, landholders have leased and share-farmed smaller lots, new more intensive industries have developed, urban encroachment has affected activities in the area, planning policies have changed and so on. Primary production has been protected to a significant extent by the use of nominal rating to limit the effect of higher land prices on Council rates and other charges on land.

With Gawler's Rural Zone the history of small lots in some parts has resulted in a history of mixed use. Today many of these lots are in effect rural lifestyle lots. There are also a number of commercial activities unrelated to primary production.

Given the intention of planning policies over many years to maintain a relatively open rural character for land between urban areas of Munno Para/Playford and Gawler, there is a need for good planning to assist with the sometimes conflicting goals of various landholders and the broader community.

Council can support primary production in a number of ways. One way is to avoid further fragmentation of land holdings and encouragement of more intense residential development in the Zone. The current Rural Zone provides larger lots which facilitate a range of activities, some of which are discussed in the Assessment Report.

#### **Rural Zone and pressure for smaller lots**

We note that the Rural Zone comprises some 1700 hectares of land. Even the suggestion of allowing subdivision of land to 0.2 ha lots has the potential to increase the current number of residences in the area from current 3-400 to 6,000 or more residences over time taking into account some restrictions near the Gawler River and the like. It is simply a nonsense to see this as a sensible outcome. And it is not an answer to say that existing uses can continue. Yes, they can but the inevitable outcome is that almost all of the area would be subdivided over time

Restrictions on development of rural land is not new. The whole of the Hills Face Zone which abuts Gawler's Rural Zone to the east has major restrictions on development. Rural land in Barossa, Light and Adelaide Plains councils have restrictions which prevent new residential development except on much large lots than in Gawler.

The current rather mixed land uses in the Rural Zone has meant land values in the area have generally reflected changes in other areas. Changes such as introduced by Playford Council in the land immediately south of Dalkeith Road have not been beneficial to most landholders. The effect of such policies is to mean that the very people who wish to enjoy living in an area end up moving out which is hardly the sort of result that should be promoted for Gawler's Rural Zone.

Clearly this process and assessment has a long way to go. We look forward to being involved. Please advise any meeting where further submissions/considerations will occur.

Yours faithfully

*David Ferguson*, Convenor

Attached 1 2016 Rural Zone submission author Planning Advisory Services.

Attached 2 GEHA 2019 Submission related to Jensen Report.

# **SOUTHERN RURAL GAWLER**

## **Development Framework**

### **Town of Gawler**

**March 2008**

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**TABLE OF CONTENTS**

1.0	STUDY AREA .....	3
2.0	PURPOSE.....	5
3.0	CHARACTER OF THE STUDY AREA.....	7
4.0	METROPOLITAN PLANNING STRATEGY .....	19
5.0	DEVELOPMENT FRAMEWORK .....	22
5.1	Primary Production .....	22
5.2	Industrial and Commercial.....	26
5.3	Rural Green Belt.....	27
5.4	Gawler River.....	29
6.0	RECOMMENDED DEVELOPMENT STRATEGY.....	31
6.1	Primary Production Zone.....	33
6.2	MOSS (Recreation) Zone – Gawler River.....	36
7.0	WAY FORWARD .....	37

## 1.0 Study Area

**1.0 STUDY AREA**

The Area affected by the Development Framework is the land:

- 1 south of the Urban Growth Boundary (UGB) which is generally defined as Tiver Road and a westerly extension of it across Main North Road;
- 2 east of the UGB encompassing the lower slopes of the Mount Lofty Ranges to the edge of the Hills Face Zone which is also the Council area boundary with Playford LGA;
- 3 north-west of the UGB from Angle Vale/Hillier Roads to the Gawler River.

Figure 1.1 depicts the Study Area.

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Southern Rural Gawler

## STUDY AREA

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## 2.0 Purpose

**2.0 PURPOSE**

This report summarizes the direction and justification for development policy to be implemented via Development Plan Amendment (DPA).

The recent history of planning policy which clarifies and establishes the Framework's direction is:-

- the current rural policies are largely unchanged since Gawler's first Development Plan (late 1970's). They were however integrated with those transferred across from City of Munno Para following Council boundary change in 1985, and separately deletion of two General Industry Zones (corner of Tiver Road and Hayles Road with Main North Road);
- the extent of future urban development as it applies to Gawler, and specifically to the Southern Area, was formulated in the late 1960's - early 1970's. The first major change occurred in 2002 and there have been subsequent adjustments up to the current UGB boundary review (2008). Gawler's urban footprint (taking into account Hewett and Concordia) now has considerable capacity (+20 years and around 200% population increase). Accordingly, the extent of Southern Rural Area is far clearer than it has been for some considerable time;
- in 2000 the Council commissioned detailed land use and development policy investigations which have informed subsequent decisions as they relate to the urban and rural areas, in particular Council's clear position on a Rural Green Belt;
- in 2002 the State Government entered into a Memorandum of Understanding (MOU) to use the southern area of Gawler as a *Rural Green Belt*. This undertaking however has not yet been implemented through development policies;

Southern Rural Gawler

- in 2006 the Minister for Urban Development and Planning, with the support of Council, identified part of the Kudla area (within the *Rural Green Belt*) as a rural residential area to recognize the historic pattern of settlement in that area and allow for modest infill development;
- in 2007 the Gawler River Floodplain Management Authority commissioned two studies. One to review the extent of flood risk along the Gawler River and the other to produce an Open Space Strategy for the Gawler River;
- in 2006/2007 the State Government confirmed that the route of the Northern Expressway (NExy) would not transverse the Southern Gawler Rural Area (it will be confined to Playford and Light Council areas);
- programmed for 2008 is the rezoning of a considerable part of Gawler's southern deferred urban area for residential and related purposes (approximately 200 hectares). With the agreement of the Minister, this will occur concurrent with rezoning of the *Rural Green Belt* in fulfilment of the 2002 MOU.

## 3.0 Character of the Study Area

**3.0 CHARACTER OF THE STUDY AREA****Land Use**

The Study Area comprises approximately 1290 ha excluding the rural residential area at Kudla of 345 ha.

The Area's land use and distribution of dwellings is depicted in Figures 3.1 and 3.2. That information shows the following levels of utilization of existing allotments for residential purposes (with or without associated agricultural use):

Allotments	287
Dwellings	INSERT
Utilization for residential	INSERT

The zone is the focus of commercial horse keeping and horticulture together representing approximately INSERT % of the Zone. Around INSERT allotments (approx INSERT ha) are used for horse keeping and INSERT allotments (approx INSERT ha) are used for horticulture (flowers, grape and olive production). A considerable area (200 ha) is used for broadacre dryland farming, largely as a consequence of urban land banking by the Land Management Corporation.

**Allotment Size**

The distribution of allotments and their size (excluding rural residential at Kudla) is shown in Figure 3.3.

The land use and allotment data confirms the rural area has two distinct character areas defined by Coventry Road, viz:

Southern Rural Gawler



### 3.0 Character of the Study Area

#### East of Coventry Road:

- concentration of larger lots (10 ha +);
- concentration of largest lots (30 ha); and
- majority of area suitable for horticultural production (with supplementary water), due to low residential density and favourable soil type.

#### West and North of Coventry Road:

- locality generally of 4 ha allotments;
- highest concentration of residential use;
- locality currently used for horticulture and horsekeeping; and
- suitability for horticulture stronger due to current access to supplementary water (Bolivar and limited groundwater) and soil type, but limited by distribution/higher concentration of residential use.

#### Overall:

- 71% of Study Area is in excess of 10 ha allotment size;
- 35% of Study Area is in excess of 30 ha allotment size; and
- 14% of Study Area is less than 4 ha allotment size.

#### **Rural Zone**

The Rural Zone envisages land is used and retained for agricultural purposes but with a comparatively small minimum allotment size of 4 hectares which is enforced via its *non-complying* status. Complying uses include: golf course; plant nursery; recreation area and stock saleyard. The zone spans the major arterial southern and western road entrances into Gawler and the metropolitan rail line to Gawler with Kudla Station along the line.

Although the land is intended for agricultural use (and a future Green Belt) it is highly fragmented. There are 287 allotments, averaging 4.5 ha in size.

### 3.0 Character of the Study Area

Around INSERT % of the allotments are utilized for some type of residential purpose with and without associated agricultural production. Major non-rural land uses have been established, partly as a consequence of historic zone provisions now repealed, these include: two nodes of industrial/commercial use along Main North Road, the Dalkeith and Hillier Caravan/Residential Parks, and Smith Road Cemetery.

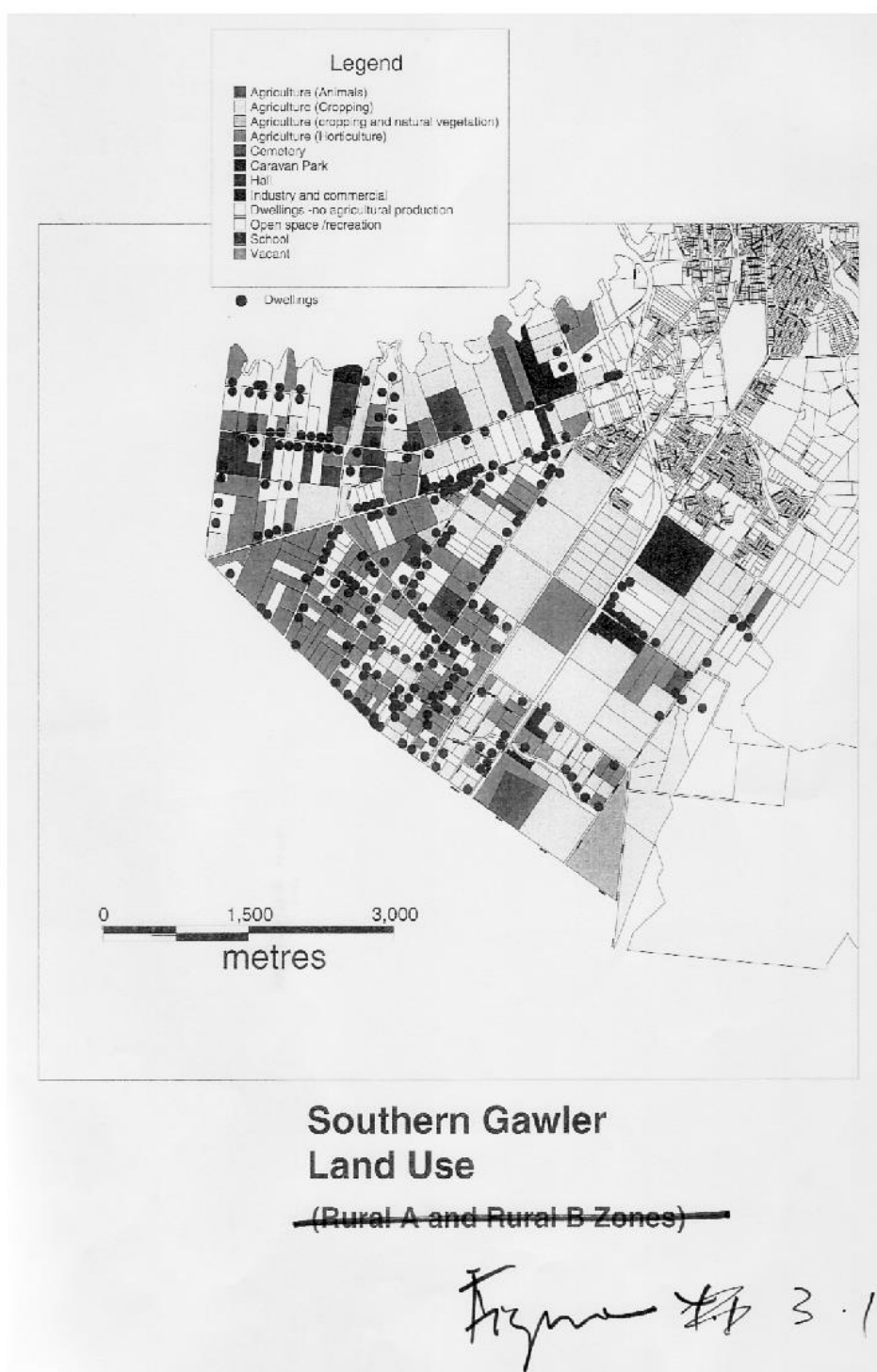
*Interface* policies apply where rural land use adjoins existing or future urban residential uses. These policies identify the need for separation distances to assist in protecting residential amenity and in maintaining the economy of rural production.

A locality within the Rural Zone at Kudla of 345 ha in area is identified as Figure Ru/1 for large lot residential use on allotment of a minimum of 0.9 ha.

Flood risk policies apply to the Gawler River floodplain. These, among other things, restrict residential development in risk areas.

Bushfire protection policies apply to the lower slopes of the Mount Lofty Ranges (east of Bentley Road) on the basis the assessed risk is *high*. Otherwise the balance of the Study Area is assessed as *general* risk.

## 3.0 Character of the Study Area





## 3.0 Character of the Study Area



### 3.0 Character of the Study Area

FIGURE 3.3

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### 3.0 Character of the Study Area

#### Climate and Soils

The Study Area's climate is typical Mediterranean with cool wet winters and warm dry summers. Crops which thrive in this type of climate are grapes, olives and almonds. The soils are defined as formed on outwash sediments derived from basement rock highs. The soil landscape map units are mainly JAB and JAC. The main soil types are gradational red loams which are deep and inherently fertile. They are neutral to slightly alkaline at the surface, and alkaline to strongly alkaline with depth. They are moderately-well to well-drained. Hard setting surfaces and coarsely structured subsoils are somewhat limiting in terms of infiltration rates, workability, seedling emergence and optimum root growth, but overall productive potential is high. The more clayey types have potential drainage problems under irrigation.

The main soils in the Study Area are categorized as class 3, suitable for shallow-rooted vegetables and vines, fruit trees, irrigated pasture and lucerne. In general terms the soils are suitable for horticultural production. Soils west of railway line are characterised as prime horticultural whilst north and south of Gawler are identified as good cropping soils.

#### Water Resources

Utilisation of land to its horticultural potential is dependent on the availability of supplementary water supplies for irrigation. The potential sources are:

- underground water from the Northern Adelaide Plains aquifer;
- surface catchment from run-off into storage;
- supply from the reticulated system of SA Water;
- reclaimed water from the Bolivar sewerage treatment works distributed by Water Reticulation Systems Virginia.

### 3.0 Character of the Study Area

#### Groundwater

The Northern Adelaide Plains Prescribed Wells Area is the regulated underground water basin that supplies water for horticultural use. It is over-exploited and new water licences are not available. Transfer of water licences within the prescribed well area is possible but few are traded because of availability and cost. The eastern boundary of the prescribed well area is Main North Road.

Groundwater resources in the areas outside the prescribed area are considered low-yielding and of poor quality (high salinity) for irrigation.

Whilst there are some groundwater resources available in the Study Area, they are not likely to be sufficient to support significant horticultural development.

#### Surface Runoff

The topography of the Study Area means surface water catchment would not provide sufficient water for irrigation; however surface water in underground aquifer has been feasibility tested at preliminary level. The system has the potential to deliver approximately 350ML of water for reuse which equates to 150 ha of viticultural use, as an example.

#### Reticulated Water, SA Water

Previously (2000), SA Water was able to make commercial arrangements with irrigators to supply off-peak bulk water for irrigation that is off-peak, between April and October, inclusive. Tentatively 2,000ML of off-peak water was able to be supplied from the Barossa-Adelaide trunk main that passes through the Study Area. It is not assessed to be environmentally sustainable to pursue this option given the current state of the River Murray (2006-2008).

### 3.0 Character of the Study Area

#### Treated Sewerage

Water Reticulation Systems Virginia (WRSV) is a company that owns and operates a pipeline that distributes reclaimed water from the Bolivar treatment plant to irrigators in the Northern Adelaide Plains.

Progressive expansion of the Bolivar Scheme has resulted in extension of reticulation mains to western parts of the Council area. Also, the State Government, as part of the *Water-proofing Adelaide* Strategy, has increased the target for recycled water through Bolivar from 20% to 45%. This outcome will be assisted greatly by local re-use, either through the Bolivar network, or local area treatment and re-use.

#### **Agricultural Suitability**

With reference to climate and soils the Study Area is highly suited to agricultural production, in particular horticulture providing access to supplementary water for irrigation can be sourced from wastewater treatment or stormwater capture, storage in aquifer and re-use (see Figure 3.4).

#### **Zones in Adjoining Council Areas**

The Study Area is bounded by City of Playford to the south and south-west, and Light Regional Council to the north.

The relationship between the Study Area and the adjoining council zones is important. Zones along the northern side of the Gawler River are Primary Production and Rural (Agistment) and in Playford: Horticulture and MOSS (Recreation) along the southern edge of the Gawler River (100 metres from centreline) and along part Dalkeith and Smith Road, and Hills Face Zone on the Study Area's eastern edge (see Figure 3.5).

### 3.0 Character of the Study Area

#### Character Areas

With reference to the pattern of existing development (land use) and natural features, there are distinct character areas within the Study Area which can be identified as:

- Commercial/Industrial (2 localities)
- Caravan Park
- Regional Cemetery
- Residential Park
- Large lot Residential (less than 0.9 ha – 2.0 ha)
- Horticulture/animal keeping (mainly horses) with or without residential use
- Broad-acre agriculture
- Gawler River

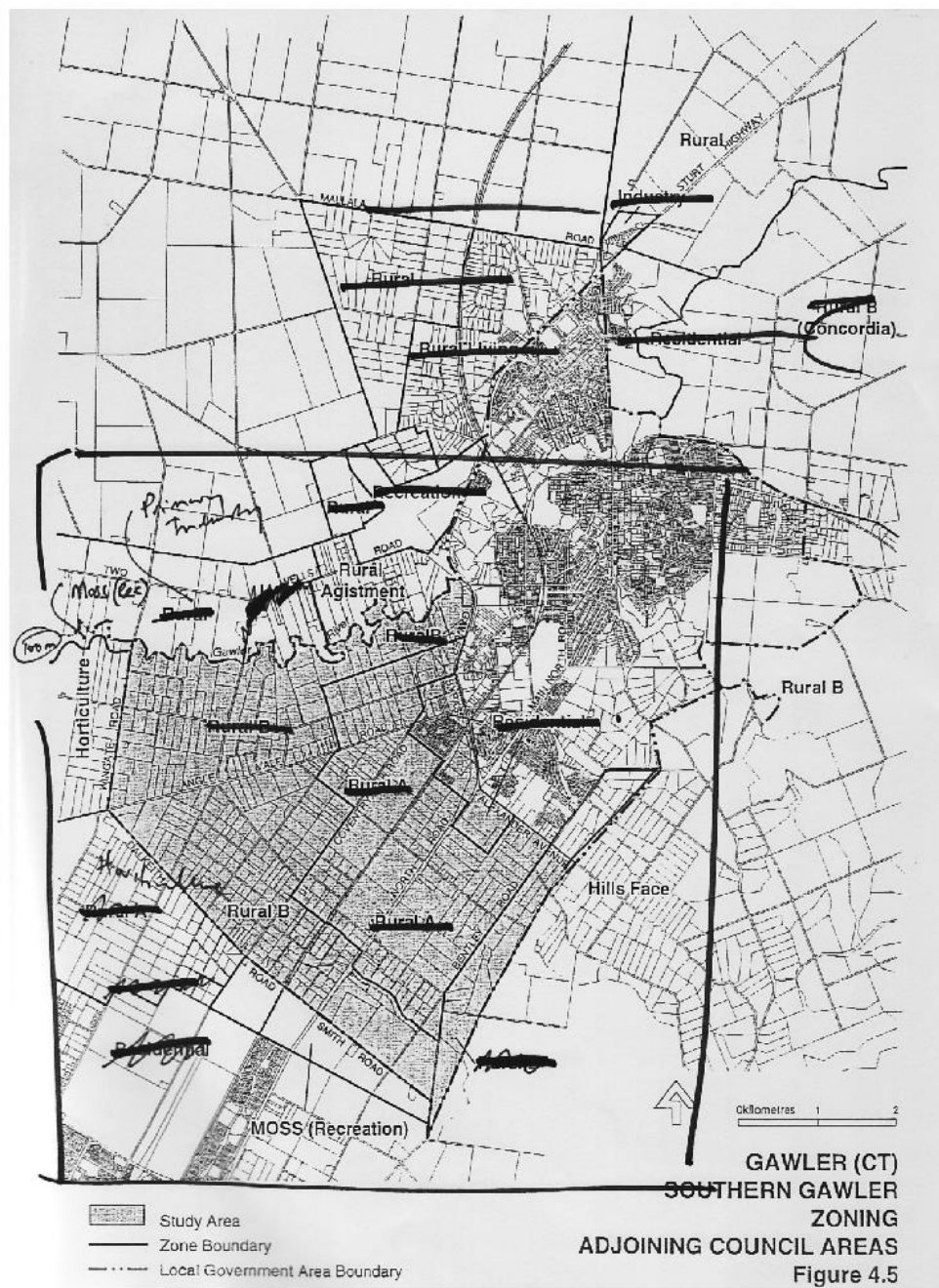
Figure 3.6 designates those character areas based on current land use distribution and allotment pattern.

## 3.0 Character of the Study Area





### 3.0 Character of the Study Area



## 4.0 Metropolitan Planning Strategy

**4.0 METROPOLITAN PLANNING STRATEGY**

As it relates to the Study Area, the Planning Strategy which is the key reference for preparation of development policy provides:

Planning Priorities:

- urban containment to protect primary production land and remnant vegetation and provide for the efficient use of land, infrastructure and resources;

Strategies and Actions:

- protect land for primary production;
- enable enterprises that value-add to primary industry;
- promote sustainable management of natural resources;
- manage the interface between primary industry and urban/residential areas;
- protect primary industry from conversion to rural living;

Tourism Facilities:

- provide infrastructure for visitors;

Improving Wellbeing:

- protect areas from natural hazards, in particular minimise risk of flood damage to persons and property;

Southern Rural Gawler

#### 4.0 Metropolitan Planning Strategy

- provide higher levels of security for essential infrastructure, particularly water and energy;
- provide a linked Metropolitan Open Space System (MOSS) with enhanced public open space, recreation and sports facilities;
- protect and increase the integrity of biodiversity;

##### Attain Sustainability:

- efficient use of water by reduction, reuse and recycling. Reduce reliance on River Murray and Mount Lofty Ranges catchment;
- integrate management, protection and use of water resources into broader land use planning and management;
- increase the viability of areas of biological significance by identifying, protecting and creating linkages;

##### Fostering Creativity:

- enhance the image and identity of the metropolitan area;
- enhance significant features that contribute to the character of the metropolitan area;

##### Urban Regeneration:

- encourage development that recognises and complements the different roles and functions of townships.

In the Adelaide Metropolitan Spatial Plan (Map 5) depicts the Study Area variously as:

## 4.0 Metropolitan Planning Strategy

- whole area: *Area of Strategic interest for primary production*
- part area: MOSS, from Hills Face Zone on eastern side through to Gawler River and along the River itself.

The strategic direction that can be drawn from the Metropolitan Planning Strategy is that:

- other than existing well-established land uses the overriding purpose or function of the Study Area should be primary production;
- the Study Area's function as a primary production area should be supported by water reuse and to protect existing biodiversity;
- the interface of the primary production area with urban areas needs to be carefully managed;
- the Gawler River should be zoned as a MOSS Zone;
- natural hazard risks from floodwater and bushfire need to be managed.

## 5.0 Development Framework

**5.0 DEVELOPMENT FRAMEWORK**

The leading land use imperatives for the Study Area are premised on primary production, and in relation to the Gawler River, natural resource and hazard management (flooding risk).

Each has been considered in detail to frame development policies.

The potential for primary production in the Study Area was considered by consultants *Schofield Robinson* Sept 2000, and in relation to the Gawler River Floodplain Management Authority has recently published two reports:

- 1 Gawler River Open Space Strategy Feb 2008;
- 2 Gawler River Flood Risk Mapping Feb 2008.

**5.1 Primary Production****Primary Production Development Potential**Water Supply

Of the possible sources of water for horticultural development at Gawler South, stormwater via aquifer re-use and treated sewerage are the strongest options.

Land Fragmentation

Horticultural development in the Study Area is highly dependant on sourcing new water supplies that can be economically supported from the two sources identified. Both require infrastructure investment that can only be supported

Southern Rural Gawler

## 5.0 Development Framework

by achieving a critical mass of development that is often difficult to coordinate, particularly where landholdings are fragmented. In the Study Area however the substantial rural holdings of the Land Management Corporation (200 ha +) create a strategic advantage over other areas that have contemplated similar water resource utilisation systems. That advantage has the potential to be a catalyst for supporting infrastructure costs for adjoining areas where there are smaller holdings.

### Adjoining Zoning

The City of Playford, adjoining Hillier (north of Angle Vale Road) and Kudla (west) has established a Horticulture Zone which allows for on-site processing facilities, compared with centralised industrial zones for that purpose (see Figure 3.5). This zone adjoins land in the Study Area which is considered to be highly suited to horticulture and where there is a current focus on horse keeping on a commercial basis (see Figure 3.2). Superficially that is a matter that supports continuation of the Playford zoning, at least on the northern side of Angle Vale Road, through to the edge of Evanston Gardens and the Western By-pass, but with an additional emphasis on horse keeping on a commercial basis.

## 5.0 Development Framework





## 5.0 Development Framework

### Strategic Issues (Primary Production)

Through its Food Plan: Towards 2010, the State Government is aiming to strengthen food production as a major contribution to the South Australian economy. Within the Food Plan there is a strong emphasis on: a long-term sustainable resource base; optimising use and returns from land and water resources; and adoption of sustainable production systems. (Review and mention Virginia report).

The preliminary information summarized in this report indicates potential for optimising returns from land and water.

The Environmental Protection Act establishes the concept of environmental duty of care (Section 25) which prevails notwithstanding existing use rights. This means the notion of the right-to-farm, for example, chemical spraying and night harvesting, regardless of changing surrounds conditions such as incremental urbanisation, is a concept that does not exist.

The legislative, strategic and resource framework (State Food Plan, Environmental Protection Act and availability of how sources of water for agricultural production) means that the Study Area is potentially suitable for agricultural production of a higher order than currently occurs. If that potential is to be realised the Study Area will need to be protected from conditions such as premature urbanisation and further land fragmentation that would limit its use for agricultural production.

Planning SA's Planning Bulletin *Development in Rural Areas* contains a performance based approach which gives emphasis to prescribing conditions under which rural production can be sustained in the long-term, taking into account the over-arching influence of the Environmental Protection Act.

## 5.0 Development Framework

### Conclusion

The Study Area is located at the edge of the Virginia/Angle Vale horticultural region which is identified by the State Government as being of strategic importance for employment, economic development and protection of natural resources.

The ability of the Study Area to respond positively to its economic potential through horticultural development will be influenced by:

- availability of water;
- strategic use of the government's land resource as a catalyst for development;
- containing the current level of urbanisation;
- limiting residential pressures; and
- community acceptance on the form of development for the Green Belt between Gawler and the outer Adelaide suburbs (see latter discussion).

### 5.2 Industrial and Commercial

There are limited opportunities for industrial/commercial development within Gawler LGA to accommodate local service needs.

Locally, the focus of new industrial investment of any significance occurs on Gawler's edge at the *Kingsford Estate* (AMCOR and others) which is located in the Regional Council of Light.

Gawler, and other areas north of Elizabeth do not feature in the State Government's Metropolitan Adelaide Industrial Strategy, (April 2007). This means Gawler LGA is of no strategic interest at a metropolitan level for industry development.

## 5.0 Development Framework

The external opportunities for industry investment referred to diminish the demand in the Study Area for development of regional industry, although the two nodes of historic development adjoining Main North Road (eastern side) deserve some attention in the Development Framework, mainly to encourage infill and amenity improvements.

### 5.3 Rural Green Belt

The preferred rural green belt strategy focuses on positive landscape attributes that visually reinforces *difference* between Gawler and Adelaide's outer northern suburbs.

In the most part the *difference* is considered to be the views of gently rising slopes to the east of Main North Road with a backdrop of the hills in the distance. To the west of Main North Road opportunities for a reasonable buffer distance are more limited because the land falls away from Main North Road towards the tree-lined Gawler River. Because of this it will be critical to have deeper building setbacks and building height controls from the road compared to the eastern side where the land rises from Main North Road.

The experience of difference on either side of Main North Road has its interruptions such as industrial/commercial land use and structures on the corner of Tiver and Hayles Roads, the Dalkeith Caravan Park and the perimeter hedge type tree planting along the edge of Land Management Corporation land. Strategies to reinforce the quality and level of experience of the buffer in these areas include:

- screen planting of negative built elements (eg: commercial development adjacent to Tiver and Hayles Roads);
- enhancement of a more natural riverine appearance of the creek line immediately north of the Dalkeith Caravan Park through appropriate planting, removal of weeds, exotic species, etc (especially to the west of Main North Road); and

## 5.0 Development Framework

- judicious removal of perimeter planting around the section of the Land Management Corporation land immediately north of Hayles road, east of Main North Road.

Maintenance of an appropriate **transition zone of difference** between Metropolitan Adelaide and the Gawler township along Angle Vale Road also needs a similar treatment to Main North Road if the distinction between urban Adelaide and the Gawler urban area is to be maintained. However, unlike Main North Road, where long distance views to the eastern foothills are possible, the *view shed* from Angle Vale Road is more constrained. Nevertheless, there is a need to formulate appropriate buffer zones policies which would reinforce the positive visual qualities of rural land (eg: rural living, horticulture) either side of Angle Vale Road.

The experience of difference discussed focuses on the importance of long distance views as a critical element of the buffer, but the character of those views is also a consideration. It is perceived there would be a strong community attachment to views across dryland wheatfields, which has been part of the experience of travel since the city of Elizabeth was developed over 50 years ago. However these investigations raise the prospect of those views changing as a consequence of various forms of horticultural development. This is a matter that will need to be explored and weighed against the broader benefits of a land use strategy that has an economic basis to support and reinforce Gawler's identity as a regional town and which arises substantially from a transitional zone of landscape that:

- protects long distance views of natural features; and
- promotes productive rural land use.

## 5.0 Development Framework

**5.4 Gawler River**

The Gawler River has been identified as an opportunity for creating a linear reserve for passive recreation and conservation. The advantages of the River for those purposes are:

- proximity to the metropolitan area and higher population centres;
- links to other regional open space systems (coast, other rivers) and significant local resources within Gawler township; and
- evidence of community appreciation for improving the river environment.

As it affects the Study Area the Gawler River is the common boundary between the local government areas of Light and Gawler and has an interface with the area of City of Playford at the western side of the Council Area. Consistency in zoning between local governments is preferable.

An area 100 metres from the centreline of the River is designated as MOSS (Recreation) Zone in City of Playford with the following key features:

- allowance for public and private development, the latter being horticulture or agriculture;
- protection of landscape, conservation and heritage (Aboriginal and European qualities);
- provision of public access;
- no buildings or structures;
- rehabilitation of loam pits;
- recognition of flood hazards; and
- securing a 100 metre wide strip of land from the centreline along the river for public purposes.

Rural Zones (Primary Production and Rural Agistment) define the northern side of the Gawler River.

## 5.0 Development Framework

The findings of the Gawler River Open Space Strategy and the zoning regime developed by City of Playford, ie MOSS (Recreation) suggests extension of the Playford zoning along the edge of the river in the Council area.

Review of flood risk assessment from the February 2008 Study will be addressed via a separate Development Plan Amendment.

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## 6.0 Recommended Development Strategy

**6.0 RECOMMENDED DEVELOPMENT STRATEGY**

The recommended Development Strategy (see Figure 6.1) has the following components:

- Identification of the majority of the Study Area as Primary Production Zone which incorporates:
  - a land division policy that reflects the two character areas west and east of Coventry Road (ie 4 ha and 30 ha);
  - siting and design policies to protect *view sheds* from Main North Road and Angle Vale Road;
- Existing industry/commercial investment along Main North Road, recognised in a Primary Production Zone, with limited opportunity for expansion;
- Gawler River identified as a linear natural/recreation resource in the form of a MOSS (Recreation) Zone;
- Identification of the area of large lot residential development at Kudla (current Rural Zone Figure R/1) as a Rural Living Zone with modest potential for infill (in line with existing development policies introduced in late 2006);
- Identification of Hillier Residential Park, Dalkeith Tourist and Caravan Park and Smith Road Cemetery in zones for their specific purpose.
- Hazard protection policies (flood and bushfire) which, in respect of flood risk are based on the 2008 risk assessment (separate DPA) and in relation to bushfire risk which reflect current policy introduced by the Minister February 2007.

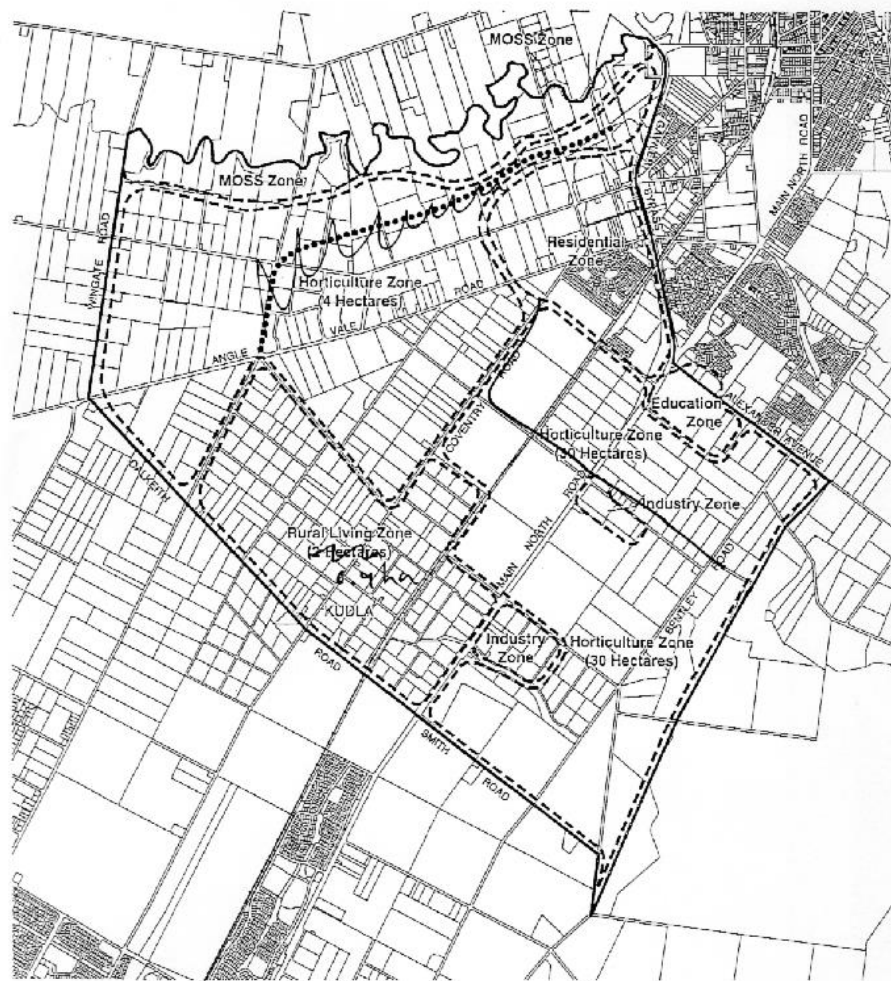
A more detailed discussion follows on the scope and purpose of the two key zones:

- 1 Primary Production Zone;
- 2 MOSS (Recreation Zone).

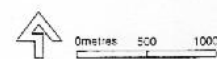
Southern Rural Gawler



## 6.0 Recommended Development Strategy



- Education Zone
- Horticulture Zone (30 Hectares)
- Horticulture Zone (4 Hectares)
- Industry Zone
- Residential Zone (0.9 Hectares)
- Rural Living Zone (2 Hectares)
- Study Area
- Future Route of National Highway Diversion



**GAWLER (CT)**  
**SOUTHERN GAWLER**  
**DEVELOPMENT STRATEGY**  
 Figure 8.1

## 6.0 Recommended Development Strategy

### 6.1 Primary Production Zone

Consistent with the Metropolitan Planning Strategy, the Study Area is intended primarily for rural production based on its favourable soil type and medium term prospect for access to water resources to support horticultural development (aquifer stored groundwater and recycled sewerage).

The recommended Primary Production Zone has two distinct character areas as identified in Figure 6.1 which are strongly influenced by existing land use, natural resources (soil type) and allotment pattern. These are the basis for establishing a difference in development policy on allotment size and development generally, notably residential development.

It is widely acknowledged that it is not desirable that residential development be promoted in areas identified for primary production, particularly intensive types such as horticulture. However the Study Area is characterised by a mosaic of horticulture and horsekeeping use combined with and next to residential use (see Figures 3.1 and 3.2). This is a characteristic that generally occurs in the peri-urban fringe, and that to some degree the relationship between residential use and part-time primary production is a positive one which assist to underpin production from land that is otherwise too small to be economic. The fact that such a relationship already actively occurs means that land use conflicts, whilst an important consideration, assume a lesser determinant of land use distribution in the Study Area than theoretically might be applied in commercial primary production areas where horticulture is the dominant land use. It is acknowledged however that development policy needs to be framed to minimise the potential for new types of conflict between residential aspirations and primary production outcomes, particularly where they have a strong commercial foundation.

## 6.0 Recommended Development Strategy

Taking into account the existing ownership pattern, a suggested allotment size/development unit distribution emerges with the area used for mainly agricultural production recommended at 30 ha as a strategy to:

- 1 generally maintain the existing spatial distribution of residential development;
- 2 maximise the potential for horticultural investment;
- 3 reduce land use conflict; and
- 4 maintain landscape character.

The balance of the Primary Production Zone is the focus of commercial and recreation horse keeping and is a locality where groundwater is available, albeit on a restricted basis. Other factors include the juxtaposition to the Gawler River and its flood potential as well as a relationship with the adjoining City of Playford's Horticultural Zone.

It has been noted that in the longer term the existing groundwater supply to this area has the potential to be supplemented by expansion eastwards of the Bolivar wastewater scheme or to the west and south from a local area wastewater scheme or stormwater aquifer recharge associated with the new predicted urban development at Evanston Gardens and Evanston South.

In this area the dominant allotment size is between 4-6 ha and the current zoning provides for a minimum allotment size of 4 ha. It is not recommended there be any change to this arrangement other than to incorporate more specific development policies for horticultural development, horse keeping and residential development.

In both of the two character areas in the Primary Production Zone, there will be an emphasis on development siting and design in relation to Main North Road and Angle Vale Roads and the limited development/redevelopment of

## 6.0 Recommended Development Strategy

industry/commercial nodes at the junctions of Main North Road with Tiver and Hayles Roads.

### Commercial/Industrial Use

The Study Area is not well-positioned for new industry use relative to markets and NExy to connect strategically to Kingsford Estate (AMCOR). This location is convenient to the Barossa Valley which has been identified for a variety of reasons as being unsuitable for industry development, apart from wine production itself.

Use of land adjoining or near the NExy route for industry is unsuitable given:

- flood prone land to the north;
- adjoining Evanston Gardens residential area, and
- land fragmentation.

The existing nodes of industry development along Main North Road are in a location that has no regional potential for commercial/industry investment and are considerably detached from urban Gawler to perform an efficient local function. Whilst Gawler will need to almost double its supply of land for industry/commercial development, both locations are not located conveniently to residential Gawler, particularly taking into account the access difficulties associated with a dual highway that does not incorporate off-ramps. Nonetheless, the level of existing investment can justify modest expansion and also provide a centre for unique service uses which requires locations isolated from urban development. Examples which are found in these areas include a specialist horse veterinary surgery; landscape supplies and concrete products. So that the existing, predominantly rural, character can be maintained, the form of the expansion should not be linear along the Main North Road, nor impede sight/vista lines to the Adelaide Hills from Main North Road.

## 6.0 Recommended Development Strategy

**6.2 MOSS (Recreation) Zone – Gawler River**

Development policies which are similar to those in City of Playford which provide for:

- public use;
- private development in the form of agriculture (horticulture or horsekeeping);
- protection of landscape qualities;
- public access;
- limits on buildings and structures;
- rehabilitation of loam pits; and
- a public reserve of 100 metres from the centreline along the River.

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## 7.0 Way Forward

**7.0 WAY FORWARD**

The variety and complexity of development issues in the Study Area suggest two Development Plan Amendments which group the clear-cut issues and separate those that have wider implications. Two Development Plan Amendments are recommended:

- 1 Southern Gawler (Urban – Evanston Gardens and Evanston South and Rural Green Belt);
- 2 Flood Risk Policies.

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Southern Rural Gawler



## Gawler Environment and Heritage Association Inc.

Email: [REDACTED]

C/- [REDACTED]



### Jensen Rural Zone Reports and Draft SOI Submission

12 June 2019

Chief Executive Officer  
Elected Members  
Town of Gawler

Dear Mr Inat and elected members,

Gawler Environment and Heritage Association (GEHA) is a community group established in 1980. Our membership includes people living in rural areas and with relevant experience in issues and planning affecting rural areas. Over that time since 1980 GEHA has been keen for Gawler to achieve its potential as a town with high quality amenity and strong community character. Over that time GEHA has made a number of submissions related to the Rural Zone and how the area between the urban areas of Playford and Gawler is significant for the future of Gawler as a unique town.

### Draft Statement of Intent (SOT), State planning position

The Draft SOI provides a very good summary of the recent background to discussion about the Gawler Rural Zone. The State 30 Year Plan and Planning Strategy supports open space and a rural greenbelt separating Gawler and Playford, and supports nodes of higher density development around inner city transport corridors rather than ongoing urban sprawl. Other policies such as protection of primary production land from urban encroachment are also important.

The current Gawler Community Plan is consistent with these State documents in supporting open space and a rural greenbelt separating Gawler and Playford and more generally to define the Town of Gawler.

The Draft SOI could be improved by providing a more detailed history of decisions and investigation related to the current Rural Zone dating back to the 1970s. This would include the discussion and creation of the Metropolitan Open Space Scheme MOSS in the 1970s. Part of this plan included or supported the Hills Face Zone along the foothills immediately east of Gawler, the creation of open space corridors along rivers including the Gawler River and the creation of an open space corridor along the Smith Road, Dalkeith Road linking the Hills Face Zone to the Gawler River open space corridor.

The change in Council boundaries in 1985 to make Smith Road and Dalkeith Road the boundary between Gawler and Munno Para/Playford was a key result of this planning process.



The establishment of the Urban Growth Boundary for metro Adelaide in 2002 entrenched a significant area between Gawler and Playford as a rural/open space buffer. Subsequently the State Government reduced that buffer when the Southern Area of Gawler development was proposed. Because of the contention involved the State Government signed an MOU with Gawler Council committing to updating the policies for the Rural Zone to provide more appropriate policies about the protection of the area for rural production and related matters. The State Government did not fulfil its commitment to take carriage of these matters and hence it has fallen to Gawler Council to follow up.

The above matters were dealt with in a report prepared by Planning Advisory Services and submitted by GEHA and Gawler Region Community Forum when public consultation occurred related to the Jensen No 1 report. That submission remains fully relevant for the current consultation and is attached. Our understanding is that this report was summarised but not reproduced in full as part of Council documentation of that consultation. We request that the full report be produced for the public documents of Council in reporting on this public consultation.

### **Rural Green Belt, Open Space Buffers, Rural activities**

In addition to putting in place adequate policies to ensure that a rural green belt retains as much open and rural character as possible, the Council needs to develop strategies for assisting small scale rural activities in a Rural DPA. There is often a view that a “green belt” should be green and that Gawler’s rural green belt cannot achieve that without becoming some sort of urban forest.

The essence of a buffer is to maintain a non-urban perspective for people entering or leaving Gawler. Historically the entrances to Gawler had a very open character. Between Gawler and Smithfield and Gawler and Angle Vale was a wide grassland plain with few trees or shrubs. To the near east and north of Gawler were open rolling hills with low density of trees being mainly along creeks and on some higher ground. Only to the north-west near present day Willaston cemetery and at Gawler Belt and towards Kangaroo Flat was there moderately dense woodland.

Recent linear planting of trees along Main North Road between the southern end of the Gawler Bypass and Dalkeith Road have damaged the southern rural green belt by blocking views of the Mount Lofty Ranges to the east and across the plains to the red gums along the Gawler River looking west. Council needs to better educate State Government/Adelaide based planners away from the notion that a greenbelt just means lots of trees.

That is not to say that we need to revert back to a treeless plain – clearly there are some benefits in strategic areas of trees for shade, climate modification and assisting with biodiversity. But the essence of long distance views of the Mount Lofty ranges and across the plains to the red gums along the Gawler River should be maintained and promoted along with the biodiversity associated with this landscape. And during summer, it is not a problem if much of the buffer area is straw coloured and a bit brown rather than green – that’s its historical character.

### **“Kudla 0.9 ha” area**

The Kudla and Evanston South area only became part of Gawler Council in 1985. Prior to that some poor development occurred in the area, particularly the industrial and commercial area along Main North Road and around Hayles Road. The decision a few years ago to

allow 0.9 ha subdivisions in a large part of this location has not assisted in producing more coherent planning, occurring as it did without any proper review of the planning policies for the area. It is apparent that infrastructure issues have and will make it difficult for land division at Kudla to proceed. Creating more options for land division as proposed by some is likely to result in more issues given the more than adequate supply of land rezoned for residential development and the costs of infrastructure likely to be involved.

**Consistency**

Planning works on long time frames. Where ad hoc decisions are made this encourages speculation in land on the fringe of designated residential and other development areas. This also affects the ability of rural landholders near urban areas to plan for their future and undertake desirable investment in longer term opportunities.

We trust that Council and the State Government will make decisions consistent with the direction of decisions over recent decades.

Yours faithfully

*David Ferguson*, Convenor

#6

**From:** Beverley Gidman [REDACTED] >  
**Sent:** Friday, 01 July 2022 01:48 PM  
**To:** Chris Hannaford  
**Subject:** Land Capability Assessment Gawler Rural Zone

The Rural Zone is currently and financially unviable, due to climate change, as every time crops are reaped it rains and ruins all the hard work that has been put in,.  
The average allotment size is too small for it to be a commercial income for anyone on the land.

According to the Barossa Council Barossa Recycled water is not on the plan to come any further than Lyndoch. This would be a great expense to the Gawler Council and the Barossa Council is not interested.

The recycled water from Virginia has a high salinity level which will impact on the crop yield, and landowners would need to have a reverse osmosis and aquifer, together with mixing water with 50% mains water which becomes out of the question as it is too expensive.

Gawler Council has been told by two consultants that this land is not suitable. i.e. Jensen and Partners and now Arris Pty., Ltd., how much of the Rate payers money is going to be spent before the Council wakes up.

Regards

Barry Flaherty and Beverley Gidman  
Landowners in Kudla

#7

**From:** Graham Brookman @ Food Forest [REDACTED] >  
**Sent:** Wednesday, 29 June 2022 12:07 PM  
**To:** Mayor Karen Redman; Henry Inat  
**Cc:** Jack Darzanos; David Bielatowicz; Chris Hannaford  
**Subject:** rural zone  
**Attachments:** Food\_Systems\_and\_the\_Role\_of\_Local\_Gover.pdf; Liu & Robinson 2016.pdf; Protecting rural land in Gawler '22.pdf

Hi Karen et al

Here are some background docs and the powerpoint I would have presented at the Piccolo meeting  
Note that EFPA protection should reduce/stabilise land values for people that want to farm in the rural zone.

We have been able to knock almost \$300K off our previous valuation by pursuing a 'notional valuation' via the Valuer General (because we are farming the whole property and the land is not eligible for subdivision, being on the flood plain)

Farming as a single unit can also reduce emergency services levies where a property is on multiple titles

Cheers

graham

**From:** Graham Brookman @ Food Forest [REDACTED]  
**Sent:** Friday, 01 July 2022 05:00 PM  
**To:** Jack Darzanos  
**Subject:** gawler rural land  
**Attachments:** Response to Gawler Council Enquiry into the future of its Rural Zone.docx; 2020 - Perrin et al - Preserving farmland Review.pdf; 2022 - Caldwell et al - Southern Ontario case study.pdf; Factsheet 6 Fruit and Nut varieties Feb 2022.docx; 2020 - Chen et al - Benefits of ecosystem services in urban green infrastructure.pdf

Hi Jack  
My submission...somewhat hurried. Happy to have a chat sometime.  
Cheers  
Graham Brookman  
[REDACTED]



## SUBMISSION RELATING TO GAWLER'S SOUTHERN RURAL ZONE

Graham Brookman – Joint Managing Director The Food Forest, [REDACTED]

[www.foodforest.com.au](http://www.foodforest.com.au) [REDACTED]

I make these comments at short notice and am happy to expand on them and provide further references

- *Is Council's Rural Zone conducive to supporting Primary Production?*

Yes, the Rural Zone of Gawler Council has been one of South Australia's most consistent and productive areas of agricultural and horticultural food since the founding of the State. It has excellent soils and a climate supportive of growing hundreds of food and fibre species as well as animals. It has useful groundwater that can be used for growing horticultural and summer forage crops and part of the area has access to reclaimed water from Bolivar. The Gawler River runs along the northern boundary of the Hillier area and some properties access its water. The river is a significant biodiversity corridor and offers recreational opportunities.

It is regarded as one of the State's best areas for nursery production and would be suitable for sheltered growing of crops, including glasshouse production. It has leading farms and nurseries as well as dryland cropping and livestock production which can be inspected.

- *Is Council's Rural Zone conducive to supporting Primary Production which is commercially viable (not simply hobby farming)?*

Yes, ignoring most of the land noted as Area 2, proposed for 'rural living' in the Jensen Report Pt 2, most of the land is used commercially. There is a significant block in the north east corner of Area 2 that should not be zoned for Rural Living and should be allocated to Area 1 or 3. Council is or should make itself aware of

which landholders are registered primary producers. Some of the landowners in Area 2 may also be commercial (using primary production on an intensive scale).

For viability to occur, producers need long-term protection from rezoning and should be paying rates and levies on the basis that the land will remain rural as part of a long term State Government Plan. Otherwise the land will be subject to speculation and property prices will be inflated to the point that it is unattractive to capitalise and run rural operations.

Clearly access to good quality water at an economical price would make the Southern Rural Zone far more adaptable to more and more-profitable enterprises and will support more jobs and provide a green zone which mitigates bushfire risk. It is hoped that partially desalinated water from Bolivar can be provided to both Gawler and the Barossa, rather than being pumped into the sea.

- *If so, what would be the most feasible crops for this area?*

Assuming that a suitable water supply is available or can be arranged, a wide range of horticultural crops adapted to a Mediterranean climate will be viable for growing and marketing:

Vegetables (potatoes, onions etc that can be totally mechanically grown and harvested broad-acre using centre pivots may better be grown elsewhere). Note suggestions also in Arris report

Tree crops other than apples, cherries and other crops with high chill requirements or require high quality water/cool growing conditions (Hazelnuts etc)

\*Cereals for grain, hay and silage

\*Irrigated forage crops (depending on water accessibility and price)

\*Livestock (particularly stud/breeder animals) other than pigs

A list of some of the tree crops grown at The Food Forest, Clifford Rd Hillier is attached. A large suite of vegetables, cereals and livestock is also grown.

If current Bolivar water quality is the best that can be arranged, moderately salinity-sensitive horticultural crops would be required on properties with no alternative. See the attached list of crops and salinity tolerances. The list is not exhaustive.. eg it misses eligible tree crops like jujubes.



<b>HORTICULTURAL CROPS AND GARDEN PLANTS</b>			
<b><u>SALINITY</u></b> (measium)	<b><u>VEGETABLES</u></b>	<b><u>TREES</u></b>	<b><u>ORNAMENTALS</u></b>
	<b><u>Ultra Sensitive</u></b> (Completely intolerant of salt)		
300 mg/L		Loquat	Violets
	<b><u>Sensitive</u></b>		
700 mg/L	French beans Strawberry Peas (not above 575)	Walnut	Bauhinia Gladiolus Fuchsia Camelia Azalea Begonia Dahlia Poinsettia Aster Rose Zinnia
	<b><u>Moderately Sensitive</u></b>		
850 mg/L	Beans (broad & field) Celery Lettuce Potato (sweet) Radish Raspberry	Apple Apricot Almonds Lemons Orange Grapefruit Quince Peach Pear Prune, Plum	Coprosma Vince Bougainvillea Hibiscus Carnation
	<b><u>Moderately Resistant</u></b>		
1300 mg/L	Onions Broccoli Cantaloup Cauliflower Cereals Carrot (after 3-4 fern leaves) Gherkins Cucumber Potatoes (must have good drainage) Sweet corn	Grape vines Fig Olive Pomegranate	Chrysanthemum Stock Oleander
	<b><u>Resistant</u></b>		
1700 mg/L	Artichoke Tomato (furrow irrigated)		
	<b><u>Highly Tolerant</u></b>		
2100 mg/L	Asparagus Beetroot Cabbage Spinach		

- How can Council provide greater contextual clarity around the use of the term's "capability" and "suitability" pertinent to Council's Rural Zone?

Suitability implies that the crops would be:

\* acceptable to the surrounding community eg Most Australian pig farms produce odours that are not acceptable to urban neighbours. Similarly, it would be unacceptable for crops whose economic husbandry requires aerial spraying, to be planted close to suburbia.

\* able to be grown at a scale that can feasibly be regarded as 'commercial' eg enough Merino sheep to pay for shearing and other husbandry activities and provide a reasonable income.

The most accessible test of potential viability is whether a landholder is a registered primary producer. This may be too high a bar to use in this instance but the methodology is clearly laid out. A useful fact sheet is at [Information-for-primary-producers-2001.pdf \(ato.gov.au\)](https://www.ato.gov.au/Information-for-primary-producers-2001.pdf).

There is certainly no reason for land to be disqualified from rural status because it would not make a profit for the owners. Much of the land in the area is owned by people who have second incomes but are also good farmers.

\*crop varieties that do or would grow **well** in the Gawler climate and could be marketed economically

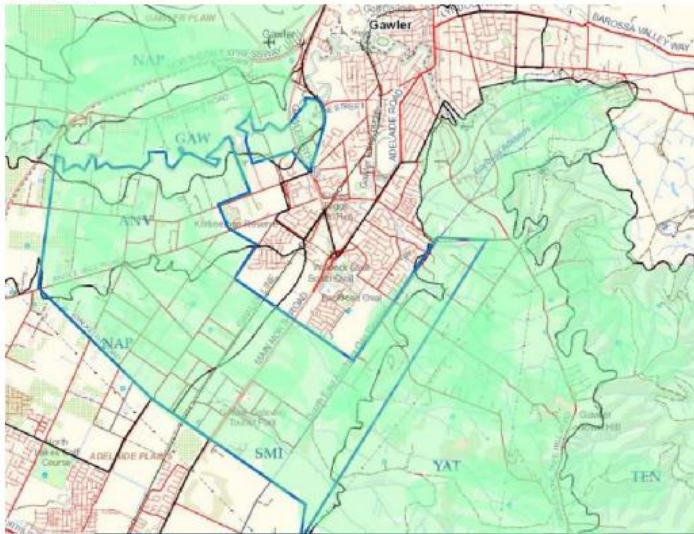


- *What are the greatest obstacles to primary production in Council's Rural Zone?*

\*The major obstacle is that the area has no long-term protection from suburban land development. For viability to occur, primary producers need long-term protection from rezoning and should be paying rates and levies on the basis that the land will remain rural as part of a long term State Government Plan. Otherwise the land will be subject to speculation and property prices will be inflated to the point that it is unattractive to capitalise and run rural operations and to enhance biodiversity/greenspace.

- *How can Council and other tiers of Government support Primary Production initiatives in Council's Rural Zone?*

\*Failing another more appropriate tool it seems that granting the southern Gawler Rural land EFPA status and excising most of 'Area 2' (Jensen pt2) from it as a Rural Living Area is a logical way to protect the land, so joining the EFPA land from the west and east, completing a biodiverse conduit and joining it all to the river corridor.



It is appropriate that the SA State Government take a leadership role in this planning issue which has significant long-term bearing on the well-being of communities of the North, the viability of the Gawler River ecosystem and catchment, food security and resilience. Local Government, Landscape Boards including Northern and Yorke and Green Adelaide, Regional Development Australia's Barossa staff, local food groups such as the Adelaide Plains Food Cluster and PIRSA's Land-use Planning officer should be consulted. Other interested groups could include the Gawler Environment and Heritage Association, Gawler River Riparian Restoration and the Gawler Environment Centre. Several of these groups have expressed a positive wish to be consulted by the Gawler Council and State Government as the rural area's future is considered.

\*The well developed Green Wedges policy in Melbourne [Green wedges \(planning.vic.gov.au\)](https://planning.vic.gov.au/green-wedges) , [Green Wedges within the City of Melton](#), has been led by the State Government in close collaboration with urban and peri-urban councils.

\*Many examples of rural land protection exist in other countries such as the Green Belt Act in Ontario Canada where local Official plans and zoning by-laws within the protected countryside must be amended to conform with the Greenbelt Plan. ('Farmland Preservation and Urban Expansion: Case Study of Southern Ontario, Canada' - Wayne Caldwell\*). I am happy to provide further examples.

\*To provide a relatively fire-mitigating zone to the north of the suburbs it would be of great advantage to provide the area with **irrigation water**. A major factor in controlling The Northern Connector fire in 2021 was the barrier created by the green Karbeethan recreation reserve. The fire could have burned straight through to the suburbs.

\*Irrigation water can also massively increase horticultural productivity and viability, support recreation facilities and enhance biodiversity. The ideal arrangement would be for partially desalinated water <850ppm TDS to made available to growers, possibly as part of the mooted supply of Bolivar water to the Barossa.

- Additional concepts and comments

\*Protection of the rural land contiguous with the Gawler River corridor will provide opportunities to strengthen the associated biodiversity and tree cover. There is overwhelming evidence showing that urban development to the edges of waterways diminishes biodiversity [Strategic Planning for Melbourne's Green Wedges \(unimelb.edu.au\)](#)

\*Some cities that have protected such farming areas have encouraged local badging and food markets to enable producers to sell directly to the nearby urban population, enabling retail prices to be obtained, so enhancing their viability. In other cases Organic growing as been encouraged, to reduce the use of toxins in proximity to urban populations.

\*One such case is of the Agricultural region adjacent to Barcelona airport on alluvial ground from the Llobregat River where 2000ha of agricultural land is protected at three levels of government, servicing 600 farms is another case study. It has attracted good prices for the badged local produce and services over 20 farmers markets. Aspects of the zone are run by an Authority that also provides education in eco-agricultural skills to farmers and their employees.

\*Cooperative ventures to provide support for small farmers through equipment sharing, joint water schemes etc have been established in many parts of the UK [About Us - Ecological Land Cooperative](#)

Broader issues relating to planning for sustainable landscapes and vibrant, viable and resilient communities and how the Gawler Rural areas participate include:

\*Relevant research, trialling and demonstration of ecologically sustainable farming including protected cropping, urban-peri-urban circular economies, climate change-ready adaptation

\*Quantification of the environmental and health benefits of sustainable cuisine

\*Eco-food Tourism and the testing and valuation of excellence in 'flagship' foods

\*Appropriate education for roles in sustainable land-use and food

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# The future of rural land in Gawler

Graham Brookman  
The Food Forest - Hillier



# Arris Report

- A very wide range of crops can be grown on the soils and water potentially available
- Valuable horticultural crops are best suited
- Viability requires irrigation
- The relatively small land holdings will limit the crop range and require value adding
- The State Government can provide certainty for farmers who would need to invest in the rural land, by formally protecting the land from urban subdivision

# Protecting rural land

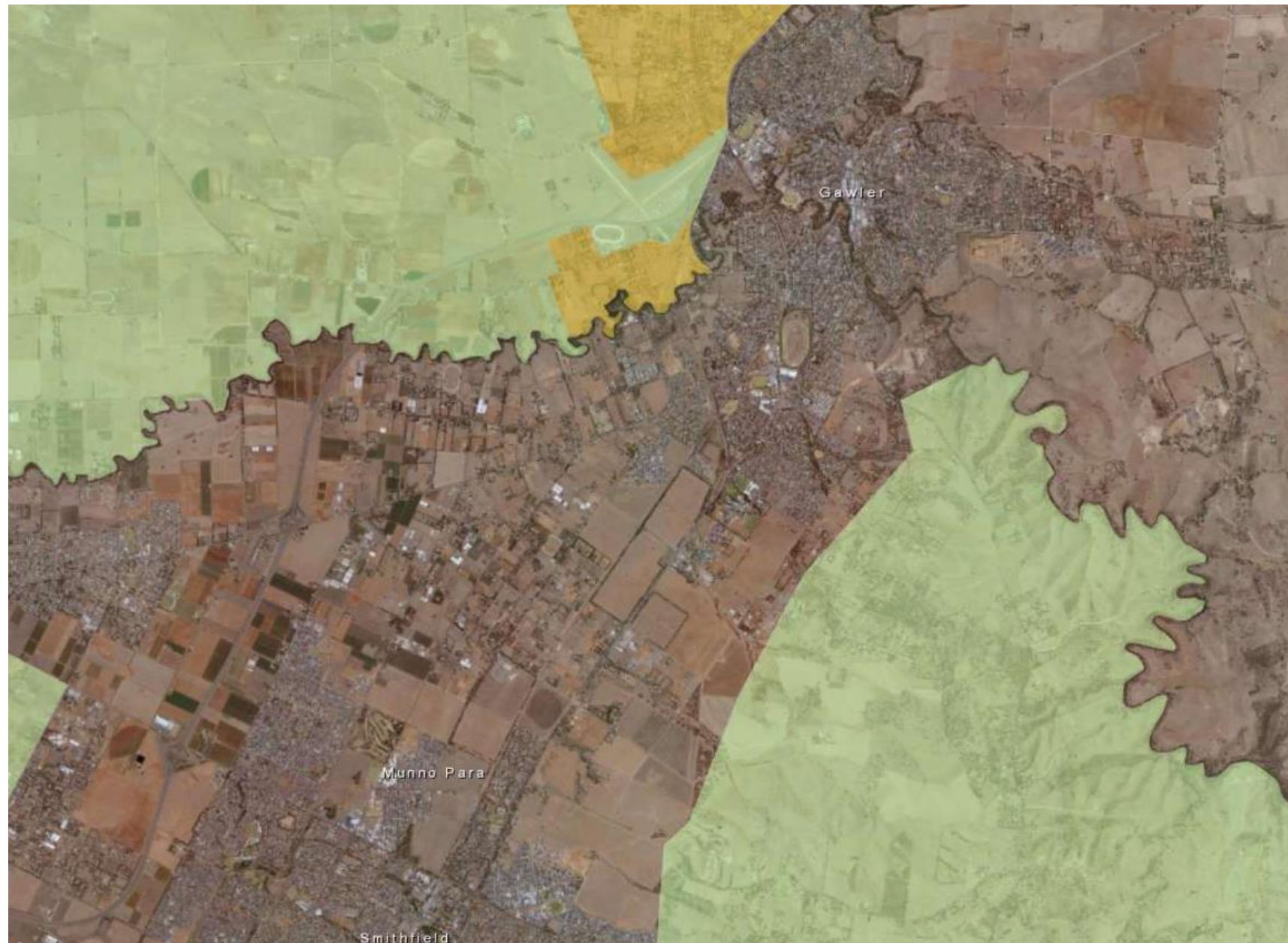
- Increasing the value of products from the region
- Providing stable employment
- Reducing Climate Change
- Improving quality of life through environmental enhancement and fresh food production
- Increasing biodiversity
- Reducing carbon emissions as a result of lowering food miles, regional food value-adding and less commuting miles
- Providing security and resilience in case of extreme events
- Connecting rural and urban communities
- Setting boundaries between land eligible for urban development and 'non-urbanisable' land encourages densification and efficiency in urban design and allows for different land values which shield landholders in protected areas from increasing rates resulting from speculation

# Urban and Regional Food Declaration

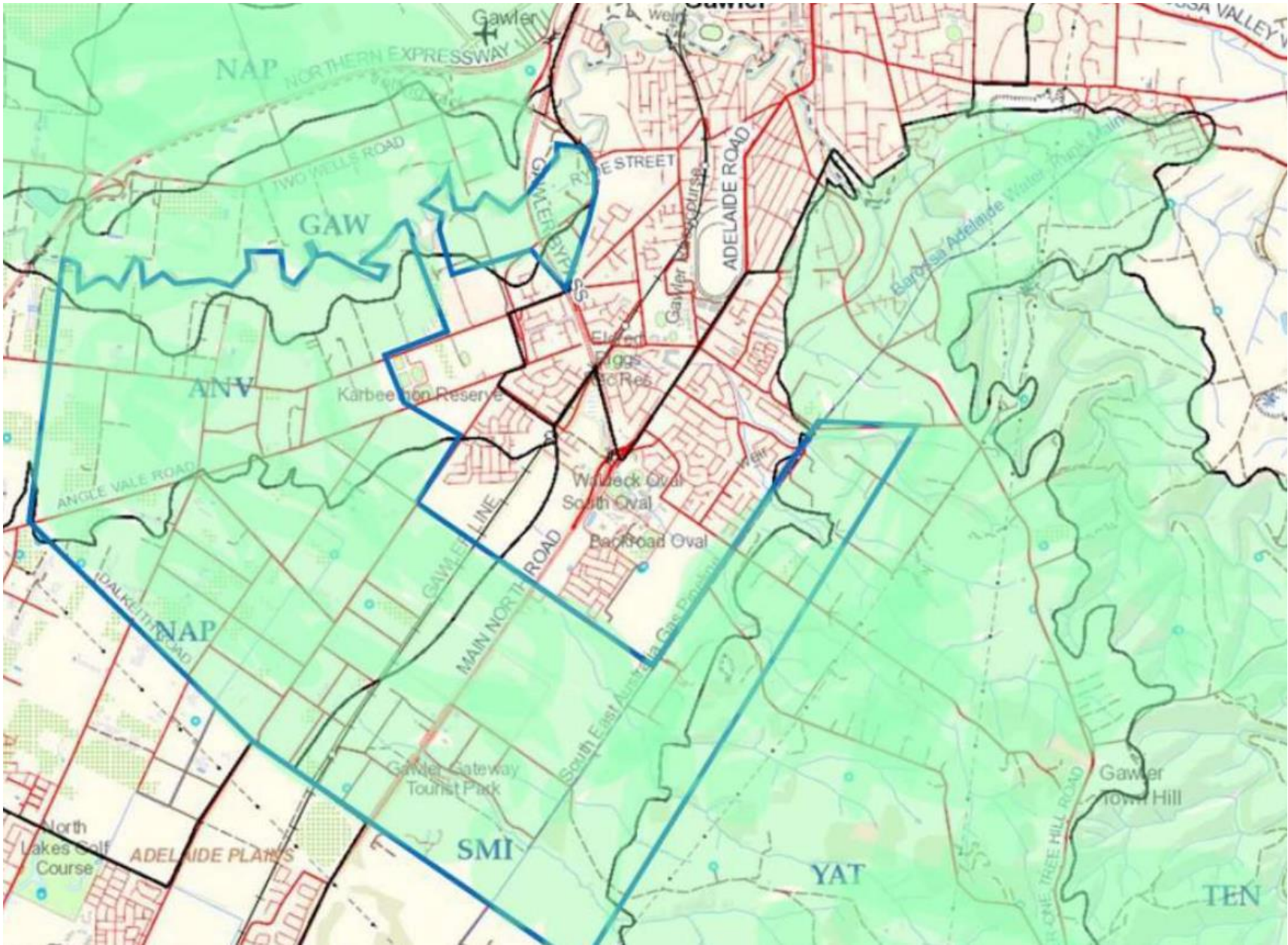
Seeks to create a food system that aspires to being:

- **Economically productive:** with multiple economic and employment benefits accruing to local residents and, in particular, with enhanced access to healthy and affordable food
- **Ecologically sustainable:** laying the foundations for a transition to a low-carbon economy, and enhancing health and well-being
- **Politically integrated:** at a policy and program level, with high levels of active engagement from food-system stakeholders and local residents
- **Culturally vibrant:** supporting and expanding a culture that appreciates diverse food traditions and the benefits of local, seasonal and healthy food more generally.











# The Gawler green belt

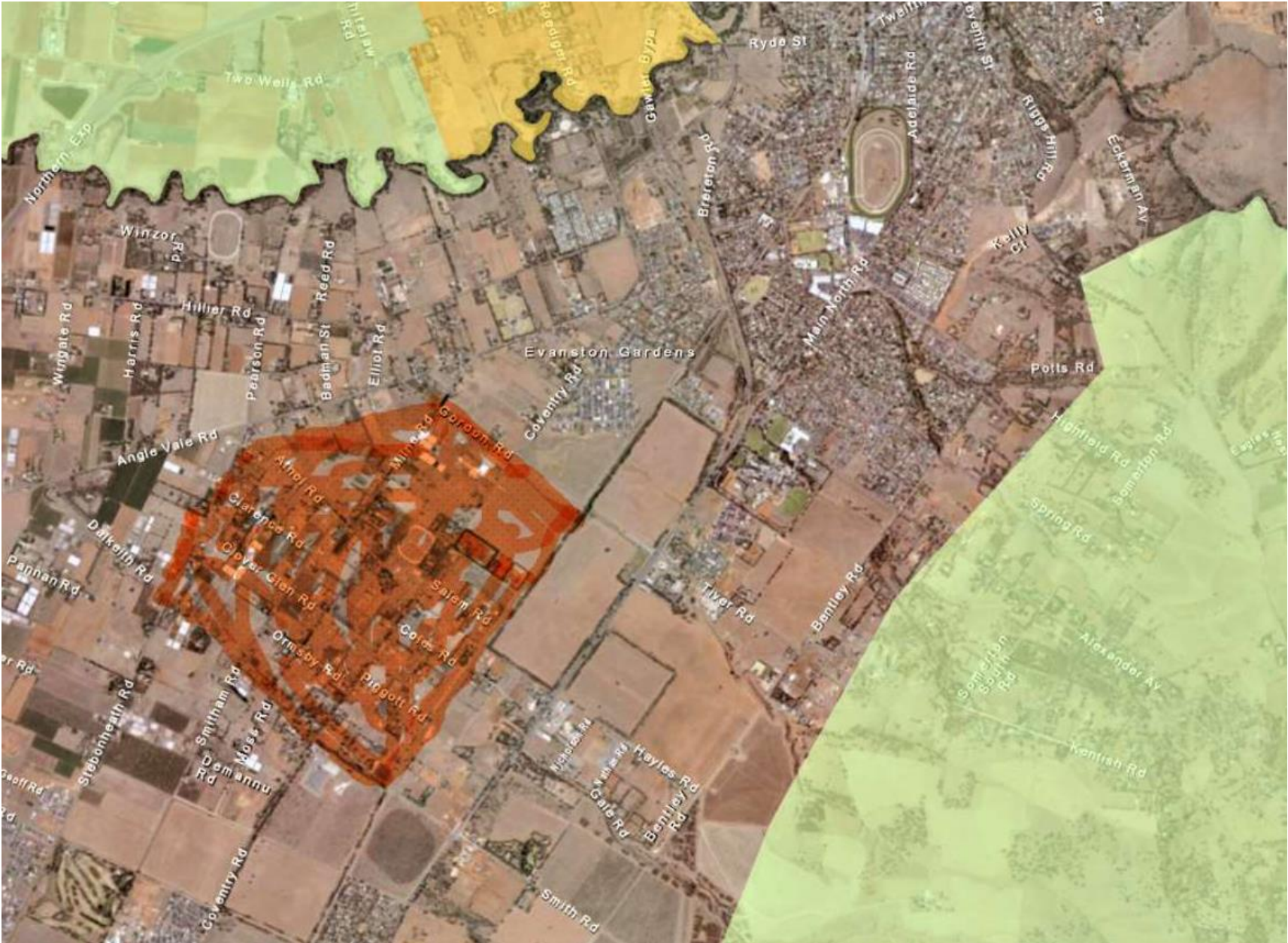
- The south western area of the green belt of Gawler comprises about 800 hectares (2000 acres) of land
- The land is zoned rural with the support of the Gawler community and its Council, and the State Government. It is subject to specific regulation such that it cannot easily be sub-divided.
- The State went to the trouble of requiring assent through the Development Assessment Commission and Gawler Council for any project seeking to sub-divide allotments to less than four hectares.
- To complete a green belt linking hills with river and protected land in Light is a good planning move

# Jensen 2 Report & EFPAs

In principle Jensen 2 supports:

- the re-imagining of Kudla as a Rural living area with min 5000 sq m lots, and implies protection for Southern Rural areas

EFPAs (environment and food production areas) protect vital eco & agricultural lands surrounding metro Adelaide from urban encroachment.



# Is water available for rural activities?

- Currently 60+% of Bolivar water is discharged into the sea
- Gawler's population could double stormwater and sewerage flows in the next 18 years
- Aquifers exist for storage of filtered stormwater
- Large volumes of water could come from the Gawler River annually according to PIRSA.
- The 'Bunyip Water' project on the Gawler River has proven capacity to provide water to the Barossa
- The Barossa is trying to get reliable, publicly available Bolivar water

# Bunyip Water – Wingate Rd

- The scheme has authorisation to harvest up to 1600 million litres from Gawler River flows above an environmental threshold.
- Water will primarily be stored in dams at Wingate Rd and in the Barossa
- A Managed Aquifer Recharge (MAR) trial was mooted for Kangaroo Flat to assess future expansion.



# Northern Adelaide Irrigation Area



The full expansion to 20 GL of recycled water per year would create 6000 jobs, attract \$2 billion in private investment, add more than \$1 billion annually to the state's economy, and result in 600 hectares of new export-focused high-tech horticulture production.

# Gawler and Concordia are enroute to the Barossa



# Irrigation schemes in our region



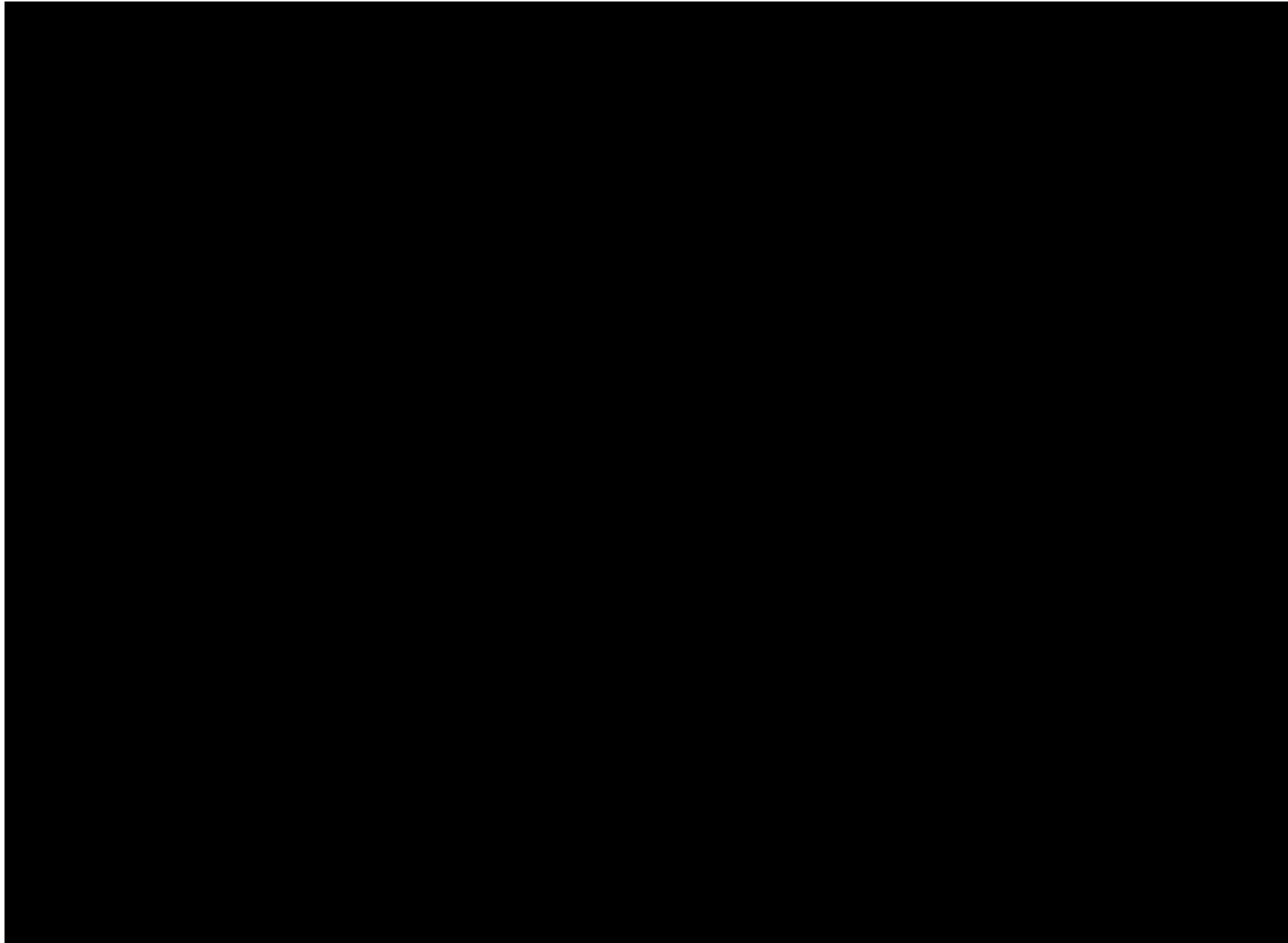


# Activities for the Green belt

- Agricultural, horticultural and viticultural landscapes + niche markets and value-adding
- Natural landscapes, recreation and natural resource management
- Industries that support agriculture (including processing and transport)
- Farmers market
- Tourism
- Education
- Food and fibre value-adding
- Recreation
- Sewerage treatment
- Flood-friendly design

# What's next?

- Boundary to the green belt confirmed by State and Local Government and protected area recognised as per EFPA and Rural Living areas
- Notional land values and rate protection established
- Water access arranged
- Business advice given and brand developed
- Value –adding and markets developed
- On-farm biodiversity improved
- Tourism facilities developed eg bike –hike trails, farm gate and cellar-door



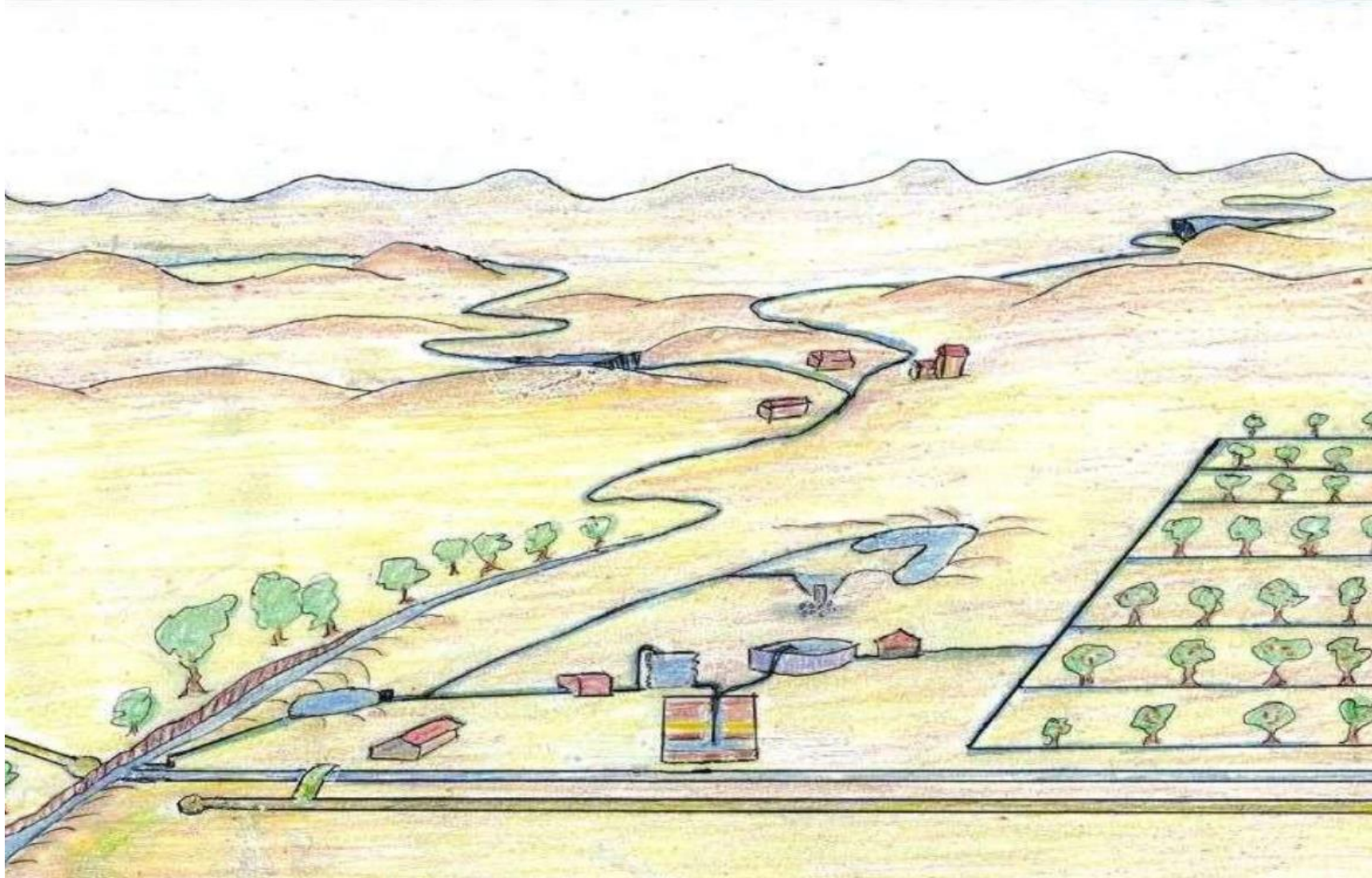








# Aquifer recharge scheme at The Food Forest, Hillier





observing, chatting, working physically, preparing food and eating together – human!



Biodiversity is critical to ecological stability, ensuring that pests and diseases don't get out of hand



Frogs and Black snakes are indicators of a healthy environment



## Native vegetation for biodiversity & windbreaks has increased doubled the number of bird species







Saturdays are busy for the Food Forest team, preparing for the farmers market



## Farmers Markets

Direct from grower to consumer







Food Forest Open Days held every six months

# References

'The Gawler Community Plan' 2014-2024

Town of Gawler

'Gawler Rural Green Belt Policy' – 2015

Town of Gawler

'Gawler Rural land Use and Infrastructure Investigation Pts 1, 2  
2015'

- Jensen Planning and Design

'Statement of Intent - Rural DPA 2018

Town of Gawler

## Residential development in the peri-urban fringe:

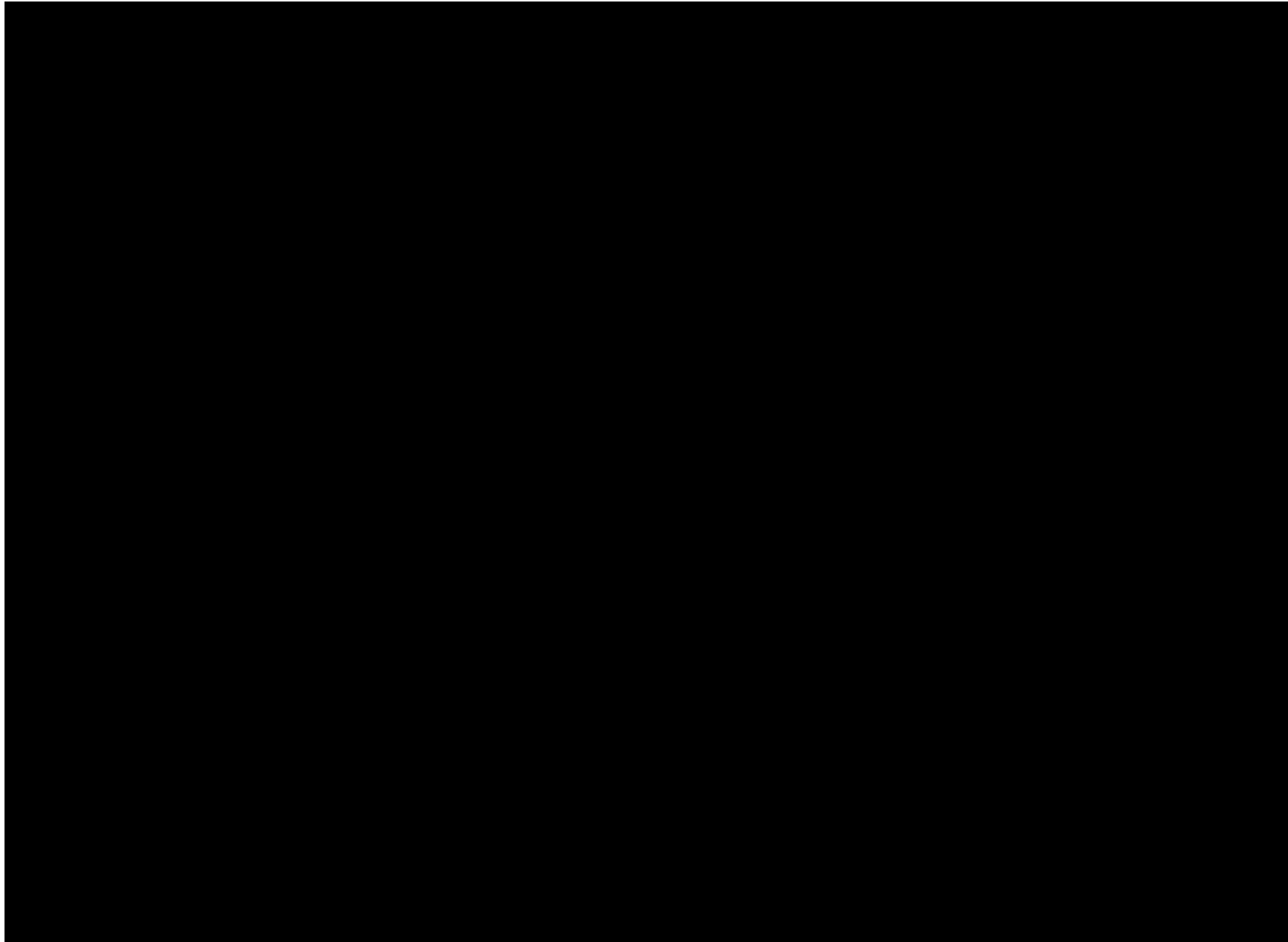
The example of Adelaide, South Australia, Zhiling Liua,\*, Guy M. Robinson (Uni Adelaide)

## Food Systems and the Role of Local Government -

Nick Rose, SUSTAIN and Adrian H. Hearn, University of Melbourne

## Land Capability Assessment - Gawler Rural Zone - 2022'

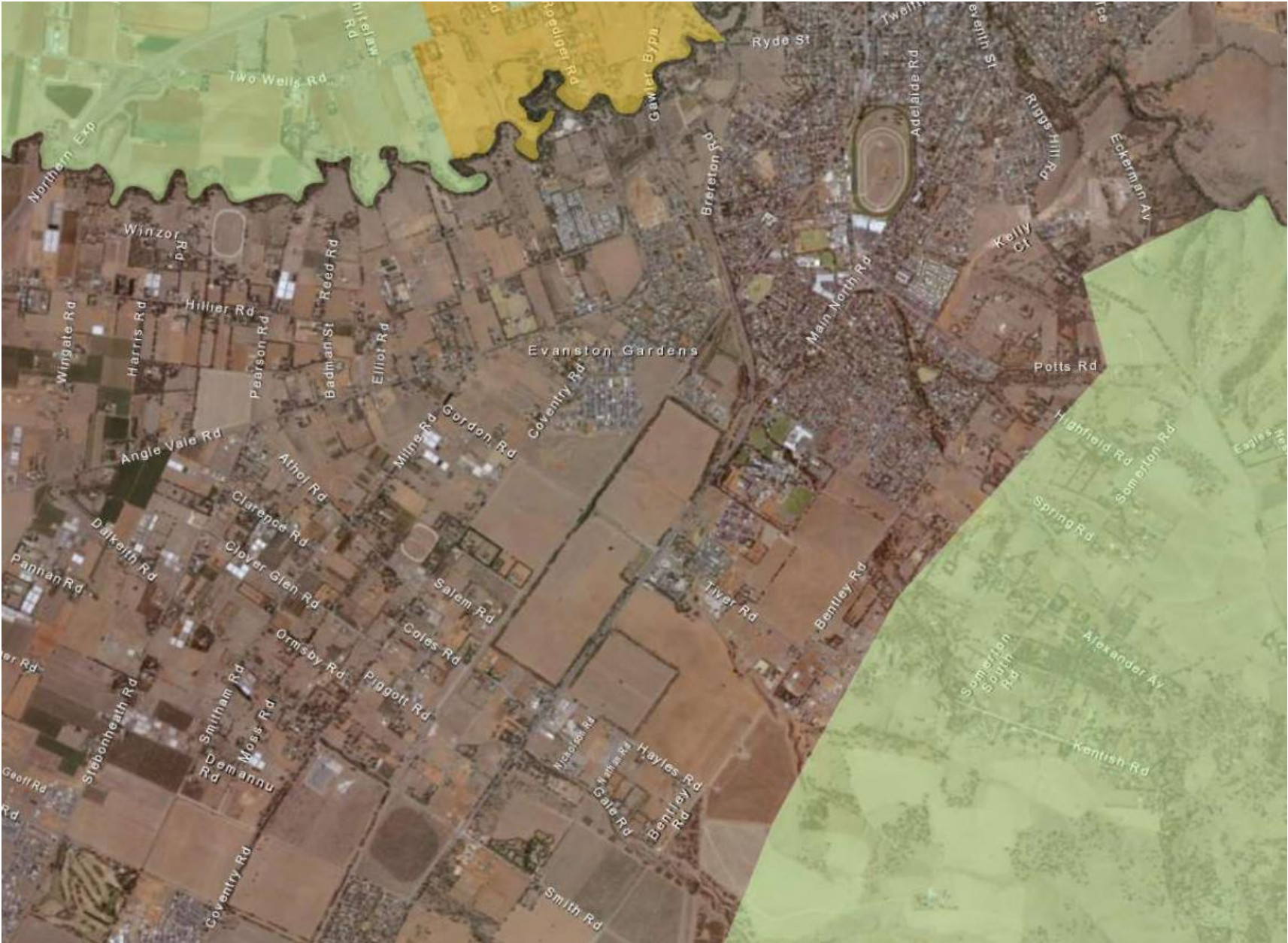
Arris - Agricultural and Environmental

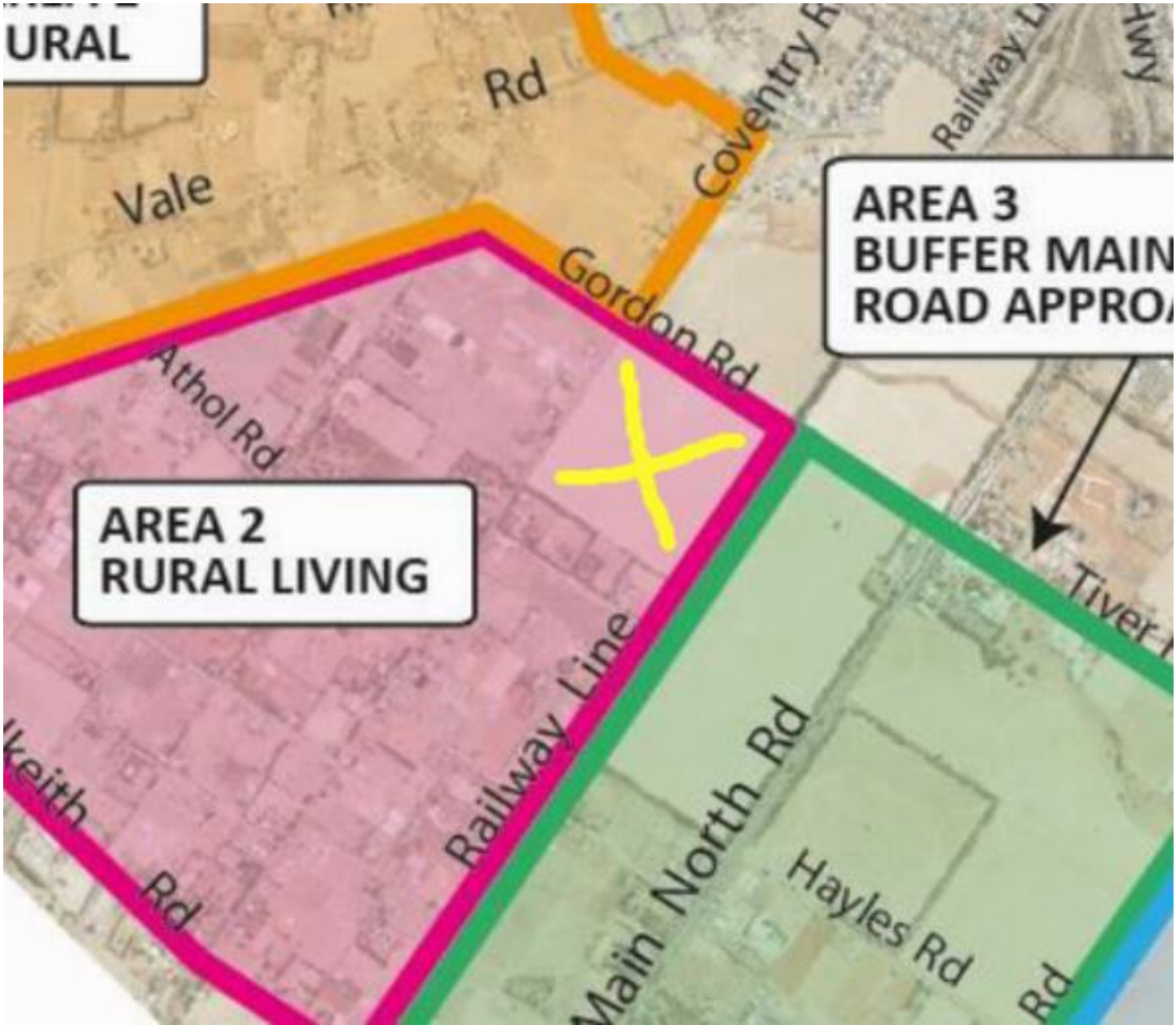




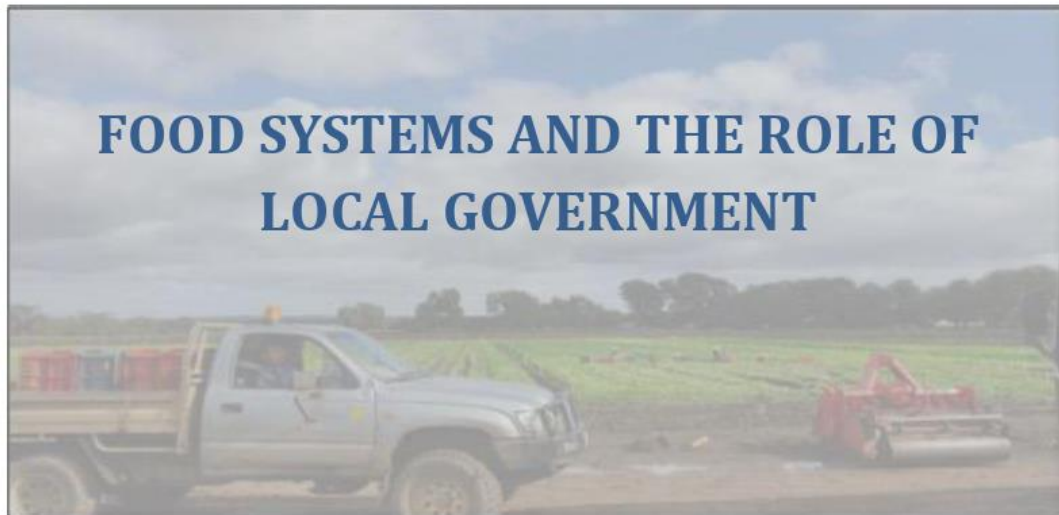












This document aims to assist local governments in Victoria to develop a coordinated and equitable approach to optimising food systems. This has become critical at a time when international commitments to local food systems are growing, and yet in Australia corresponding commitments from higher tiers of government are lagging. Advocating for state and federal action to improve health and wellbeing is a core responsibility of local governments. To support them in this task, the paper offers clear and easily citeable position statements on three fundamental challenges: Health and Wellbeing, Economic Development, and Planning.

**MAY 2017**

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## Executive Summary

Several emerging challenges have made it necessary to enhance Victoria's food systems. Drawing on consultations with local government, community groups, academic researchers, and industry, this document identifies three overarching challenges and proposes steps toward overcoming them. The challenges, outlined in three position statements, are (1) Health and Wellbeing, (2) Economic Development, and (3) Planning. While each of these spheres of activity carries unique implications for the optimisation of Victorian food systems, as a group the three reflect several drivers of change and potentials for improvement:

- *Diet and food retail environment.* As Melbourne's population grows toward an estimated 7 million people by 2050, residents' proximity to fresh food impinges directly on health outcomes. The commercial availability—and viability—of nutritious food represents an emerging opportunity for economic growth, but realising this potential will require more responsive planning regulations to ensure consumer choice and fair prices.
- *Food security.* By the FAO's definition, citizens are food secure when they experience "physical, social and economic access to sufficient, safe and nutritious food." To ensure food security, citizens must be aware of the health implications of their food choices, live in contexts where economic development is achieved through a blend of rural and urban farming, and have access to land through locally engaged council planning.
- *Social and cultural inclusion.* Twenty percent of Victorians are from non-English speaking backgrounds (more than any other Australian state). Long recognised as a social determinant of health, inclusion of linguistically and culturally diverse groups encourages economic entrepreneurship and civic participation in local governance and planning.
- *The changing dynamics of food production.* According to the Australian Bureau of Statistics, the percentage of farmers under the age of 35 was 28 percent in 1981 but is only 13 percent today. Agriculture is not economically viable for more than 70 percent of Australian farmers, generating social and mental health pressures in rural towns and demonstrating the need for more comprehensive whole-of-government approaches to food systems planning.

The paper's three position statements examine these drivers of change and offer suggestions for advocating policies to address them. It is the authors' collective hope that policy advisors, Councils and the broader public will find these suggestions accessible and easy to accommodate within their own research and advocacy projects. As safe, healthy, and culturally appropriate nutrition becomes internationally recognised as a "right to food" (see Appendix 2), Victorian local governments are positioned to lead the way to more diversified and fair food systems. Above all this paper argues that greater awareness of food and nutrition as drivers of Health and Wellbeing, Economic Development, and Planning is a critical step toward this goal.



## CONTENTS

.....	1
FOOD SYSTEMS AND THE ROLE OF LOCAL GOVERNMENT .....	1
Executive Summary .....	2
Introduction .....	5
About this paper.....	5
Applying a food systems lens: the Circles of Food approach.....	6
The Circles of Food methodology.....	7
HEALTH AND WELLBEING POSITION STATEMENT .....	8
DRIVERS OF CHANGE .....	8
Diet and food retail environment .....	9
Food security.....	9
Social Inclusion.....	9
Policy context .....	10
CRITICAL ISSUES .....	11
Subsidiarity issues .....	11
Capacity and funding issues.....	11
Rural issues .....	11
Policy issues .....	11
Food Production issues.....	11
Food consumption issues .....	12
Systemic issues.....	12
ADVOCACY .....	12
GUIDELINES/BEST PRACTICES .....	13
CASE STUDIES.....	13
ECONOMIC DEVELOPMENT POSITION STATEMENT .....	14
CRITICAL ISSUES .....	15
ADVOCACY .....	15
Focus: Agribusiness roles in Local Government.....	16
GUIDELINES / BEST PRACTICE .....	17
CASE STUDIES.....	17
PLANNING POSITION STATEMENT .....	18



DRIVERS OF CHANGE .....	18
Population Growth .....	19
Climate Change .....	19
Market and rates pressures on farmers .....	19
Policy context .....	19
CRITICAL ISSUES .....	20
Social cohesion, energy and resource efficiency .....	20
Food security: vacant land for food production .....	20
Right to farm .....	20
Fast food outlet concentration .....	20
Urban agriculture .....	21
ADVOCACY .....	21
GUIDELINES / BEST PRACTICE .....	21
CASE STUDIES .....	21
REFERENCES / FURTHER READING .....	22
Appendix A: Urban and Regional Food Declaration .....	24
Appendix B – Right to Food in Australia: Position Statement of the Right to Food Coalition, April 2016 .....	32



## Introduction

Australia's food system is based on an agricultural and economic paradigm whose pursuit of enhanced productivity, economies of scale, improved efficiencies and consumer convenience has generated fragilities. Rationalisation, consolidation and capital intensive production means fewer farmers on the land, higher levels of farm debt, and resulting stress, depression and suicide among food producers. Other consequences include the hollowing out of rural and regional communities, reduced employment opportunities and corrosion of social capital, as well as greater environmental impacts and contributions to greenhouse gas emissions. Cheap and convenient food for consumers, delivered by a retail environment that in many communities privileges fast food over healthy food retail outlets by a factor of four, five or six to one, has produced a pandemic of obesity in which diet is the major cause of disease and early death. When direct and indirect costs are counted, some experts put the total expense impact as high as \$56 - \$130 bn per year, which equates to as much as 3.5 to 8 percent of the country's GDP.<sup>1</sup>

This is a shocking and unsustainable figure, all the more so when one considers that merely 1.5% of the \$161 billion spent by Australian governments on health in 2014-15 was spent on prevention, far less than New Zealand (6.4%), Finland (6.1%) and Canada (5.9%).<sup>2</sup> These outcomes are enabled by policy settings and planning frameworks that often prevent local governments from taking into account health and wellbeing and environmental considerations when making decisions on development applications for the opening of new fast food franchise outlets. The lack of spending on prevention and food literacy is compounded by the absence of any controls on the ability of fast food companies to advertise their products to children and youth. Moreover, the continued expansion of our major cities means that we are losing much of our best soils and farmland to residential and commercial development, putting the resilience of our food system and our future food security at risk.

## About this paper

This paper is the synthesis report of a Food Governance Taskforce (FGT), formed at the initiative of Sustain and the Victorian Local Governance Association in 2016, following the Democratising Food Systems workshop held at William Angliss Institute on 19 October 2015.<sup>3</sup> The FGT is a multi-institutional action-oriented taskforce, with a volunteer local government membership, formed with the intention of supporting local government in Victoria to be an enabler of food system change that supports health and wellbeing, environmental and economic development outcomes. The Taskforce met four times from April - August 2016 with the participation of 13 Councils, and continued its work in October-December 2016 via three working groups focused on the priority themes of Health and Wellbeing, Planning and Economic Development. The Taskforce's purpose was defined as follows:

<sup>1</sup> See Colaguiri et al 2010; also [Obesity as big a risk as smoking](#) and [The true cost of fat: Obesity a \\$130 billion drag on our wellbeing](#).

<sup>2</sup> See Moodie et al 2016 and <http://www.aihw.gov.au/expenditure-publications/>.

<sup>3</sup> See <http://www.circlesoffood.org/2016/01/08/democratising-food-systems-workshop-report/>. The workshop was attended by producers, social entrepreneurs, community food networkers, farmers' market coordinators, not-for-profit managers, local government managers, local government agribusiness extension and rural business officers, dietitians and health professionals, representatives of philanthropic foundations, trade union organisers, writers, researchers, academics, students, and chefs.





1. **To capture and disseminate existing best practice in Victoria and elsewhere as regards food system policies, strategies, research, programs and projects**
2. **To support Councils and communities to embed food system principles and actions in key Council plans and strategies**
3. **To support Councils and communities to identify key barriers and obstacles to food system change, and engage in collective advocacy to address those obstacles at the State level**

In February 2017 members of the Taskforce convened with a broader representation of 30 council, community, educational and not-for-profit representatives, and resolved to synthesise the position papers produced by the three working groups into a single document, complemented by an additional paper focusing on local government and urban agriculture. The purpose of this paper is to articulate clearly the role of local government regarding the food system, as:

- **removing barriers to change**
- **enabling food system change**
- **advocating for food system change**

This paper is intended to support local government staff and elected officials in the revision, drafting and finalisation of Council plans and key strategic documents, in particular the Health and Wellbeing Plans, Economic Development Plans and (where applicable) Green Wedge Management Plans. It is also intended to have a broader audience amongst community organisations, producers and businesses that engage with local government on a range of food system issues, as well as researchers, teachers, students and members of the general public concerned about the food system.

### **Applying a food systems lens: the Circles of Food approach**

From the brief synopsis above, it can be seen that our local, regional and national food systems are influenced by a multiplicity of interconnecting factors that span the spheres – or domains – of economics, politics, ecology and culture. To make sense of this complexity, applying a systemic framework of analysis and understanding is very important, based on a common understanding of the food system *as a system* comprised of:

*“The web of actors, processes and interactions involved in growing, processing, distributing, consuming and disposing of foods, from the provision of inputs and farmer training, to product packaging and manufacturing, to waste recycling. A holistic food systems lens is concerned with how these processes interact with one another, and with the environmental, social, political and economic context. The food systems lens also brings to light reinforcing and balancing feedback loops, tensions between the different components and flows of food systems, and interactions that are cyclical, multilayered and multi-scale. It is a way of thinking about the world that seeks to identify the linear and non-linear relationships between the different components of the system.”*

International Panel of Experts on Sustainable Food Systems 2015 (IPES), p3

In developing and applying a holistic and integrated food system lens, *Sustain* works with **the Circles of Social Life** framework which offers a practical methodology to collaboratively investigate and address the totality of complex issues across a system and the interactions and tensions between them. This Circles framework builds upon practical work done by the UN Global Compact Cities



Programme, Metropolis, World Vision and a number of cities around the world including Porto Alegre, Melbourne, San Francisco, Berlin and Milwaukee.<sup>4</sup>

This approach offers an integrated method for practically responding to complex issues of sustainability, resilience, adaptation, liveability and vibrancy. It takes an urban or regional area, city, community or organization through the difficult process of responding to complex or seemingly intractable problems and challenges at the systemic level. This approach acknowledges that it is imperative to understand factors beyond the individual and take into account the broader ecological, economic, political and cultural factors, including policies at global, regional national and local levels. As represented in the collaboratively developed *Urban and Regional Food Declaration* (see Appendix 1), which to date has been signed by seven local councils, the focus of this approach is to explore, in an assets-based manner, the key enabling and constraining factors that can contribute to a local food system that aspires to being:

**Economically productive:** with multiple economic and employment benefits accruing to local residents and, in particular, with enhanced access to healthy and affordable food;

**Ecologically sustainable:** laying the foundations for a transition to a low-carbon economy, and enhancing health and well-being;

**Politically integrated:** at a policy and program level, with high levels of active engagement from food-system stakeholders and local residents; and

**Culturally vibrant:** supporting and expanding a culture that appreciates diverse food traditions and the benefits of local, seasonal and healthy food more generally.

#### **The Circles of Food methodology**

The *Circles* approach provides a way of responding to a series of questions that are of fundamental importance to policy makers and professionals across all levels of government and society.

**First**, how are we best to understand and map the sustainability of the food systems within our cities, communities and organisations in all their complexity — economic, ecological, political and cultural?

**Second**, what are the central critical food system issues that relate to making the city or community more sustainable?

**Third**, what should be measured and how? Instead of designating a pre-given set of food system indicators, the approach provides a process for deciding upon indicators and analysing the relationship between them. Thus it supports progressive monitoring and evaluation and a reporting process.

**Fourth**, how can a positive response be planned? The approach provides a series of pathways for achieving complex main objectives. It offers a deliberative process for negotiation over contested or contradictory critical objectives and multiple driving issues in relation to those main objectives.

<sup>4</sup> See <http://www.circlesofsustainability.org>



## HEALTH AND WELLBEING POSITION STATEMENT

Public health is a mandated area of responsibility for local government under the 2008 Public Health and Wellbeing Act. Public health is the 'science and art of preventing disease, prolonging life and promoting health through organized efforts and informed choices of society, organizations, public and private, communities and individuals' (Winslow 1920). Health and wellbeing is influenced by the social determinants of health. These are the 'conditions in which people are born, grow, work, live, and age, and the wider set of forces and systems shaping the conditions of daily life' (World Health Organization 2016). These forces and systems can be social norms, economic policies and systems, political systems and social policies. It is not sufficient to focus on the health care system; as the old saying goes, "Prevention is better than cure".

Local governments have both a responsibility to their own staff, as well as external obligations to promote the health and wellbeing of their communities. Universal access to healthy, safe and culturally appropriate food for all people at all times is a basic human right, which all local governments (as well as state and federal governments) are bound to uphold (Right to Food Coalition 2016). This requires consideration of the whole food system, including 'everything from farming, food processing, transportation and the selling of food, through to how we buy, enjoy and dispose food' (North East Food Policy Working Group 2016).

This position statement aims to provide an overview of the issues facing Victorian local governments, examples of best practice and case studies to demonstrate that there are many actions that local governments can undertake to create sustainable and equitable food systems.

### DRIVERS OF CHANGE

"The conditions in which people are born, grow, work, live and age, and the wider set of forces and systems shaping the conditions of daily life" require preventive health practitioners to act broadly for systemic change. Food policy covers "immense and diverse terrain" (Lang et al 2012), requiring an acknowledgement of the need to engage broadly across intersecting portfolios, agencies and tiers of government.

The current food system is based on an agricultural paradigm in which improved efficiencies and cheaper food for consumers can exacerbate the drivers of climate change, reduce employment opportunities and lead to dislocation and corrosion of social capital in rural areas. The agricultural paradigm promoted by federal and state governments undermines rural resilience and capacity and ensures that rural areas, particularly those highly dependent on farming, bear a disproportionate burden of this production system. The gradient of socioeconomic and health inequity is exacerbated by the current food system, creating an inherent rural / metropolitan divide. Evidence of this chronic rural burden is apparent across a range of health indicators (National Rural Health Alliance 2016), yet the systemic roots of rural disadvantage remain largely unaddressed by governments.



### Diet and food retail environment

Diet is now the single greatest cause of preventable disease and mortality in Australia. The economic cost associated with obesity has recently been estimated as high as \$130 bn / year.<sup>5</sup> The proximity of residents to healthy and/or unhealthy food outlets is directly related to health outcomes, and some Councils (e.g. Cardinia) exhibit a ratio as high as 6:1 (unhealthy vs healthy food outlets – see Healthy Together Cardinia 2015). Limited access to affordable, fresh and healthy food is a major driver of poor health outcomes, as is a lack of skills and capacity about meal planning and cooking (Pollard et al 2016). Conversely, location and higher levels of food literacy and education have been shown to improve healthy choices (Cannuscio et al 2014; Gallegos 2016; Reitzel et al 2016). That said, it must be borne in mind that information on its own does not equate to large scale behaviour change in conditions of structurally entrenched poverty and inequality (Story et al 2008; Caraher 2016).

### Food security

Food security 'exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food which meets their dietary needs and food preferences for an active and healthy life' (Food and Agriculture Organisation 2002). According to the Foodprint project, at least 60 percent more food will be needed to feed Melbourne by 2050 and yet less water and land will be available.<sup>6</sup> Easy access to land for growing is critical for improving access to healthy and appropriate food. Many Victorian local government food policies already exist, particularly in urban and peri-urban locations. Melbourne should build on the achievements of the City of Melbourne Food Policy to emphasize the importance of *resilience*.<sup>7</sup> This priority resonates with Melbourne's existing commitments under the C40 Cities Climate Leadership Group, which frames food security in terms of low-carbon production, efficient water use, and reduction of the "food miles" required to transport agricultural produce to customers.

### Social Inclusion

Food production opens innovative pathways to acknowledge and celebrate Australia's diverse and growing multicultural heritage and immigrant identities, and to engage ageing sectors of society in healthy activities. Twenty percent of Victorians are from non-English speaking backgrounds (more than any other Australian state). Food growing, preparation and sharing are all means to engage diverse groups who might experience social exclusion, which in itself is a social determinant of health. Community food practices offer a way to build social cohesion and community resilience, consistent with the priorities determined by the Department of Premier and Cabinet.<sup>8</sup> Similarly, urban agriculture provides opportunities for older Australians to engage in social interaction, stay connected with their communities, feel valued and experience better health and wellbeing. This reduces pressure on public health services, and most importantly, enables individuals and groups to continue contributing to their communities as they age. Outcomes include increased physical activity, enhanced mental health resilience, greater social inclusion and prevention of dementia.<sup>9</sup>

<sup>5</sup> See <http://www.smh.com.au/national/health/the-true-cost-of-fat-obesity-a-130-billion-drag-on-our-wellbeing-20151204-glhf6a.html>

<sup>6</sup> See [http://www.ecoinnovationlab.com/project\\_content/foodprint-melbourne/](http://www.ecoinnovationlab.com/project_content/foodprint-melbourne/)

<sup>7</sup> See <http://www.melbourne.vic.gov.au/community/health-support-services/health-services/Pages/food-policy.aspx>

<sup>8</sup> See <http://www.dpc.vic.gov.au/index.php/about/community-resilience-unit>

<sup>9</sup> See <https://www.kingsfund.org.uk/publications/gardens-and-health>





### Policy context

Health and wellbeing outcomes in Victoria are inevitably influenced by the dynamics of the global food system. National governments are exposed to the power of global markets and the dominance of multinational food system players and policies. Food ideologies are deeply entrenched. Global market and governance frameworks inform the policy directions and actions of Australian governments. There is no defined responsibility for any tier of Australian government to address issues of the food system holistically. Australian attitudes toward broad food systems governance are highly partisan, particularly at the federal level.

Given the lack of coherent policy to address food system issues at federal and state levels, local governments lack the support necessary to deliver systemic improvements to public health and wellbeing, including through food. Meaningful actions are nevertheless possible, particularly when they align with initiatives already articulated by higher tiers of government.

- *Federal government:* There is no national, whole-of-government approach to address issues of the food system. A National Food Plan was introduced in 2013 by the Labor government but was abolished by the incoming coalition government as one of its first actions in 2013 (Carey et al 2014). A scoping study for a National Nutrition Policy has since been in development however there has been no further progress in terms of developing the Policy itself.<sup>10</sup>
- *State government:* The Victorian Municipal Public Health and Wellbeing Plan (MPHWP) 2015-2019 includes "Healthier eating and active living" as a priority under the strategic direction of "Promoting health and wellbeing" (Department of Health and Human Services 2015). The outcomes framework and actions plan was published in November 2016.<sup>11</sup>
- *Local government:* In a number of local government areas (LGAs) in Victoria, work was supported through the flagship Healthy Together Victoria initiative. The funding for Healthy Together originally derived from programs brought about by the Australian National Preventive Health Agency (ANPHA), delivered under a federal Labor government in 2010. This funding was subsequently picked up by the Victorian government when the ANPHA was abolished by the federal coalition government in 2014. This state funding ceased in June 2016.
- Some local governments have continued to advocate for food systems reform without higher-level government support, but a coherent national and state government framework for coordinating food systems improvement is now absent. From 2005-2010 VicHealth, whose funding is not tied to political cycles, auspiced a number of local governments to address food security through the Food for All initiative (Burns et al 2007). Some agencies that receive Integrated Health Promotion funding through the Victorian Department of Human Services support work around healthy eating and food systems using the Health Food Connect model and the Achievement Programs (frameworks / models that came out of HTV). Self-funding favours larger and better-resourced – generally metropolitan, peri-urban and

<sup>10</sup> See <https://croakey.org/released-scoping-study-for-an-australian-national-nutrition-policy/>.

<sup>11</sup> See <https://www2.health.vic.gov.au/about/publications/policiesandguidelines/victorian-public-health-and-wellbeing-outcomes-framework>.



regional – local governments. Less well-resourced rural local governments have little capacity to act.

## **CRITICAL ISSUES**

### **Subsidiarity issues**

- Expectations of local government must be proportionate to their capacity
- Local government must not be expected to shoulder the burden of public health and wellbeing without proportionate responsibilities being borne by state and federal tiers of government
- Local government is increasingly expected to take on areas of responsibility that should be undertaken by higher tiers, and therefore advocacy is imperative at every opportunity. The growing pressure on local governments demonstrates the responsibility- and cost-shifting that characterises the Australian federal political system

### **Capacity and funding issues**

- Local government must be appropriately resourced to undertake food system policies
- Although health promotion work has been defunded, the Healthy Together Victoria model works – there is no need to reinvent the wheel
- Preventive health outcomes and systemic change are measured in decades and generations, outside the ambit of electoral cycles. Resourcing must acknowledge this timeframe and be quarantined from political cycles and day-to-day administrative imperatives (viz. VicHealth)

### **Rural issues**

- Metropolitan actors must acknowledge rural inequity inherent in the current food system
- Regional food systems could add economic and social diversity and resilience
- There is a widespread social disconnection from farming and food production
- Better education of urban residents through school programs and community outreach would help to address the rural-urban disconnect

### **Policy issues**

- National and state food policy should be focused on comprehensive health and wellbeing, including the social determinants of health. This approach should recognise both urban and rural needs around health, employment, equity, etc.)
- Food policy should be harmonised across different industries and sectors. Food supply issues are currently siloed across portfolios such as agriculture, health, trade, environment, etc., leading to tensions and inconsistencies
- Systemic problems with the global food system require advocacy, leadership and action by state and federal tiers. There must be recognition that local government cannot be expected to carry the burden of improving the food system

### **Food Production issues**

- Australia's food system is highly centralised and centred on metropolitan areas. This has entrenched problems ranging from a lack of transparency around purchasing to inadequate attention to food health and equity



- Australia exhibits a lack of diversity in food retail. Resulting from the centralisation problem noted above, this problem is evident in the lack of scale aggregation, distribution and retail options for growers and manufacturers
- Land use frameworks must be updated. The practical nature of this problem should facilitate solutions, such as improved public access to land (e.g. nature strip planting, community gardens, and the associated planning issues. Case studies of progressive approaches can be drawn from Devonport, TAS; Ballarat, VIC; and Fremantle, WA. Bendigo, VIC, is also currently exploring land use improvement.

### Food consumption issues

- The concentration of fast food outlets, for instance in low income districts of Melbourne, has contributed to the rising incidence of type II diabetes and associated health costs for government (Swinburn et al 2011). Alternative, locally owned outlets would encourage improved health and wellbeing while promoting economic development
- Food literacy amongst the broad population is lacking and could be improved through engagement and outreach activities, such as town hall expositions and school interventions

### Systemic issues

- The current paradigm for the food system can be improved, but it is entrenched by significant externalities. Health and wellbeing improvement, for instance, requires an ecological approach to public health that accounts for climate change drivers, water use, and long-term environmental pressures
- Entrenched poverty and inequality, caused by rising cost of living pressures (rents, transport) combining with downwards pressure on wages and benefit levels, as well as the rise of casualised and insecure work. A comprehensive reform of the tax and welfare system is required, informed by international experiments with a basic income<sup>12</sup>
- Built environments are structured around private motor vehicle transport

### ADVOCACY

- Close the loophole in the planning provisions that allows for expansion of fast food outlets independently of health and wellbeing considerations
- Introduce a sugar tax / related hypothecated health levy on unhealthy foods to further promote alternate, healthier food systems
- Set and fund food literacy targets and programs
- Better define the urban boundary to protect arable land necessary to feed a growing population. Small-scale farming should be optimised into a profitable enterprise that attracts young farmers. This will require improved terms of trade.
- Lobby the Public Health Association of Australia to take a more outspoken stance on public health, especially in relation to food systems
- Lobby the Dietitians' Association of Australia to take a more comprehensive approach to food/nutrition (it is currently overly focused on the clinical/medical aspects of dietetics), along the lines of the Canadian Dietitians Association Position Statement.<sup>13</sup> Much more could

<sup>12</sup> See <http://basicincome.org/basic-income/>.

<sup>13</sup> See <http://www.dietitians.ca/Downloads/Public/HFI-Position-Statement-and-Recommendations-DC-FINA.aspx>.





be done around advocacy for better food literacy, an area in which the Association is currently almost completely absent

- Work with the Council of Australian Governments' (COAG) single local government representative (currently Mayor of Joondalup in WA, Troy Pickard) to argue for aligned, whole-of-government approaches to food system engagement. Information must be presented to Mr. Pickard in a clear and compelling way that enables him to easily present these issues to COAG
- Local government can support the Right to Food Coalition's invitation to the UN Rapporteur on Food Security to visit Australia (Right to Food Coalition 2016)

### **GUIDELINES/BEST PRACTICES**

- Stephanie Alexander Kitchen Gardens
- Vermont's Farm to Plate program (by Vermont Sustainable Jobs Fund) – 20 years old: comprehensive (whole of state alignment)
- Ontario Local Food Act 2013 (<http://www.omafra.gov.on.ca/english/about/localfood.htm>) : \$130 million investment in provincial (state) food economy
- Kerbside garden and food organics recovery – Moira Shire (Wendy Buck)
- Healthy Food Connect Model (DHHS) provides a process to follow when establishing a local food policy coalition / network and developing a local food plan.

### **CASE STUDIES**

- City of Melbourne/ Darebin Council – case studies
- Nhil Luv-a-Duck demonstrates value of small manufacturing to a small rural community. The inflow of migrant workers has revitalised the town and regional community
- Vermont's Farm to Plate program (FY2014 Annual Report) (whole of state alignment)
- Ontario Local Food Act 2013 (whole of province alignment)
- Northeast Food Policy Strategy & Discussion Paper – includes local data for 7 LGAs with suggestions
- Dandenong Council is engaged with its ethnically diverse local community to plant edible food crops in Dandenong Park (a project facilitated by Dr. Chris Williams of Melbourne University)



## ECONOMIC DEVELOPMENT POSITION STATEMENT

Councils understand the economic value of a range of industries, but many do not fully appreciate the value of agriculture and allied food production, processing and distribution activities.

Food permeates all aspects of Local Government and to effectively support a thriving food system is fundamental to supporting a thriving community. As such, the development of the food economy transcends the traditional 'silo'isation of local government and requires an open and coordinated approach. Food and fibre industries have been identified by both State and Federal government as a key pillar industry in economic development.

Under the Local Government Act, all Councils are obliged to act to support the economic, social and environmental wellbeing of their communities. The Economic Development Strategy and Tourism Strategy are core Council documents, and there is an important opportunity to embed food system initiatives and principles within them. Stimulating and responding to an enhanced demand for local and regional produce generates economic benefits through increased tourism, greater activity in the hospitality sector, encouragement for young people wanting to enter farming, and collaboration with public and private actors in Australia and overseas.

### DRIVERS OF CHANGE

Australia is losing farmers at the rate of 7-10 every day. The percentage of farmers under 35 years of age is now 13 percent, compared to 28 percent in 1981 (ABS 2012). While the growing focus of Australian agriculture on basic commodity crops has achieved greater economic rationalisation, this process has diminished employment opportunities and made farming not viable for more than 70 percent of Australian farmers. Several specific factors are driving the need for change:

- Young and entry level farmers have inadequate access to land, training, and economic opportunity. This predicament stems largely from under-concentration of market opportunities for small producers and over-concentration for the supermarket sector, which drives down the terms of trade for most producers, processors and retailers. Farm land availability is diminished by the expansion of large-scale monocropping and the outward growth of cities, but can be protected through land banking in peri-urban spaces.
- Corporate farming currently has disproportionate influence over policy and regulatory approaches. Monsanto, Bayer, and other multinational enterprises respond to the interests of (largely foreign) shareholders who have little understanding of local issues.
- Consumer preference for healthy, sustainable, ethical and local food is growing. The expansion of organic food markets illustrates the potential to reinvigorate peri-urban food production for Melbourne and other Victorian cities.
- Climate change, extreme weather events, and the transition to a low carbon economy require more resilient and locally integrated food systems. At a time of growing international attention to these issues, Victoria is well placed to show leadership. The choice of Melbourne to host the 2017 Ecocity International Summit has raised international awareness of Australia's (and especially Victoria's) capacity for environmentally responsible economic planning.



- Peak phosphorous, diminishing crop diversity, and associated sustainability issues are generating the need for ecologically sound food production alternatives. It is becoming clear that soil conservation is critical not only for long-term food security, but also to economic prosperity.
- Diversification of farm income streams will ensure the sector's viability. Promotion of innovative market models such as Community Supported Agriculture, Food hubs, direct marketing, and online sales can enrich and strengthen the profile of the food industry. These practices also support social cohesion while harnessing emerging digital capacities.

### CRITICAL ISSUES

- Export focus of governments, tertiary institutions and funding bodies associated with agricultural development,
- Concentration of supermarkets and other corporate influences on the food system, such as chemical/fertiliser companies and industrial scale producers,
- Control of supply chain – closure of community abattoirs, insufficient market access for small producers,
- Adaptation and mitigation of climate change impacts including extreme weather events and prolonged drought,
- Biosecurity threats and their potential to damage commercial and urban agriculture
- Secure and long-term affordable access to water, as well as licensing frameworks and the development of recycled and stormwater resources,
- Economic development and job creation potential of local food economies,
- Role of Councils and Planning Schemes as enablers and / or blockers of innovative economic activity in food systems,
- Community resilience and food security / access,
- Support for small farmers / entry level farmers,
- Red Tape and regulatory frameworks – raw milk, primesafe, food safety regulation,
- Right to farm,
- Lack of coordination between community organisations, universities, and funding agencies
- The need for greater comparative knowledge of case studies, successes, and failures from around Australia and overseas

### ADVOCACY

- Protection of farm land from land banking and development,
- Access to farm land for young / entry level farmers
- Water access and the development of novel water resources,
- Development of practical agricultural skills education at both secondary and tertiary levels,
- Streamlining red tape for sustainable / regenerative farming / food system models,
- Rural and regional reinvigoration, and activation of peri urban spaces for local food systems and secure employment.
- Income generation and environmental health in underserved urban communities



### Focus: Agribusiness roles in Local Government

- Dedicated agribusiness officers in Mornington Peninsula Shire and City of Whittlesea have uncovered and exploited significant assets to deliver community-wide benefits. This includes a >\$1b local food economy in Mornington Peninsula.
- There is substantial economic opportunity yet to be realised through sustainable agricultural production on peri-urban land. The economic value of peri-urban agribusiness has been significantly under-estimated (cf [Foodprint Melbourne](#) research), a problem that can be addressed by dedicated agribusiness officers.
- Agribusiness support delivered through local councils fills a capability gap that otherwise constrains the economic viability and sustainability of small to medium scale local farming.
- Agribusiness roles foster community connections and contribute to multiple council objectives (particularly economic development, municipal health and wellbeing, and sustainable green wedge management).
- Agribusiness officers are particularly well suited to local government. These roles are potentially better placed here than in the previous state-based extension officer model, as this tier of government connects more directly with the community and is the level at which farmers hold many compliance requirements

#### *What do agribusiness officers do?*

Agribusiness officers are facilitators and connectors who work closely with established and first-generation farmers, colleagues across council and diverse community groups. Their work falls into three categories:

- **Direct farmer engagement** to support innovation, compliance and business viability
- **Region-wide education & extension** to share R&D, connect farmers in the region, build capability
- **Strategic development** to attract business, identify best use of the landscape, secure additional resources, and support integrated policy and council decision-making.

#### *Why do councils – particularly interface councils – need them?*

- **Economic development** – grow the local food economy and earning capacity of constituents
- **Land use tensions** – especially in peri-urban and growth areas the asset of productive agricultural land can be undervalued and permanently lost; the interface is a unique planning area
- **Community-wide health and social outcomes** – including access to local food, social connectedness
- **Engage the farming community** – in council process, to improve council reputation, for farmer welfare.

#### *Recommendations:*

1. All councils conduct a comprehensive audit to assess the potential of their agricultural landscape assets.
2. Agribusiness officers can best enable farmers and facilitate community-wide outcomes when located within the Economic Development unit, working closely with others and with actions integrated into key strategic documents (i.e. the Economic Development Plan or Green Wedge Management Plan).
3. State and/or Federal level funding to support agribusiness officers in local government would achieve valuable outcomes for the state since these roles are crucial in interface councils.
4. City of Whittlesea and Mornington Peninsula Shire quantify the return on investment achieved by their agribusiness officer roles to quantify with greater specificity the economic case for these roles.

Sustain conducted the above research from March – May 2016. See here for a summary -

<http://www.circlesoffood.org/2016/03/17/agribusiness-extension-officers-food-hubs-review/>



## GUIDELINES / BEST PRACTICE

- Canada and British Columbia – Right to Farm Act
- Ontario Local Food Act 2013 and Local Food Strategy<sup>14</sup>
- Illinois Local Food, Farms and Jobs Act 2009<sup>15</sup>

## CASE STUDIES

- Anthony Flaccavento – Community Food Hubs national tour and literature review<sup>16</sup>
- [Open Food Network](#)
- [Baw Baw Food Hub](#)
- Yarra Valley Small Farms Project
- [Kilter Rural](#)
- [Bristol Food Policy Council](#)
- Community Food Supported Agriculture – See the global [Urgenci Network](#) website for multiple case studies
- Rio de Janeiro City Council project in [Manguinhos](#)

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<sup>14</sup> See <http://www.omafra.gov.on.ca/english/about/localfood.htm>.

<sup>15</sup> See <http://www.ilga.gov/legislation/ilcs/ilcs3.asp?ActID=3137&ChapterID=7>

<sup>16</sup> See <http://www.circlesoffood.org/2016/10/28/review-inaugural-community-food-hubs-conference-speaking-tour/> for the keynote presentations at the Bendigo conference.





## PLANNING POSITION STATEMENT

Planning is a key area of responsibility for local government under the Planning and Environment Act 1987. Effective planning to manage competing land uses (e.g. farming vs residential / commercial development) is a classic 'wicked problem' of the food system. This is evident in the contemporary complex development environment where Melbourne and Victoria's other major urban centres continue to experience rapid growth. Finding the balance between 'productive' and 'consumptive' land is and will continue to be a major challenge for local government planners and state government policy makers. A related wicked problem of the food system concerns the proliferation of fast and unhealthy food outlets in residential areas, to the point where they substantially outnumber (by a ratio of 5 or even 6 to 1) places where residents can access healthy and fresh food.

Historically, a centrepiece of Melbourne's planning framework as it related to agriculture (and therefore the food system) was the creation of the nine 'Green Wedges' during 1968-1971, with a series of non-urban uses designated for these zones including farming and conservation. By the 1990s and early 2000s, increasing growth pressures on Melbourne, combined with high rates pressures on Green Wedge farmers and other landowners, saw significant erosion of Melbourne's green wedges. The main drivers of this erosion were major expansions of the Urban Growth Boundary, acquisition of land by developers, and subdivision and conversion to urban uses (Buxton 2011). In response to these pressures, the Green Wedges Coalition and others called for the permanent protection of the Green Wedges through legislation (as happened with the Toronto Greenbelt, protected by legislation in 2005).<sup>17</sup> The Green Wedges were formally incorporated into *Plan Melbourne* (2002), and again in the revised *Plan Melbourne* (2014). As part of the *Plan Melbourne Refresh* (2016), several local councils, community groups and others agreed that Melbourne should have a fixed urban growth boundary with stronger protection for the Green Wedges and the explicit identification of important farmland, amongst other priorities identified in the submissions (see [www.planmelbourne.vic.gov.au](http://www.planmelbourne.vic.gov.au)).

This Position Statement builds on the foundations laid by the work of far-sighted planners and others working over many decades to lay a framework for strategic land use in Melbourne and the protection of valuable farmland through the 'Green Wedge' mechanism. It also draws on the work carried out by the Heart Foundation and the Victorian Eco Innovation Lab with the Food Sensitive Planning and Urban Design (FSPUD) publication and tools (2011). As Trevor Budge wrote in the foreword to FSPUD, citing Karen Frank (2005), 'it is time for the architectural and urban design planning professions to support and enhance the city's multiple functions as dining room, market and farm'. Equally, it is time for local and state governments to create the appropriate enabling frameworks to allow that multi-functionality in land-use planning to thrive and support healthy and sustainable food systems.

## DRIVERS OF CHANGE

Multiple factors converge to place pressures on the food system and planning decisions about land use in the design of towns and cities.<sup>18</sup>

<sup>17</sup> See <http://www.greenbelt.ca/> for research documenting the history and benefits of the Toronto Greenbelt.

<sup>18</sup> See Foodprint Melb for relevant research: <https://msd.unimelb.edu.au/foodprint-melbourne>



### Population Growth

Melbourne's population is growing rapidly, and is estimated to reach more than 7 million people by 2050.<sup>19</sup> Much of this growth will take place in the interface Councils such as Wyndham, Cardinia, Casey and Whittlesea, whose populations are expected to nearly double over the next 30 years. This places significant strains on services and infrastructure, as well as on agricultural land.

### Climate Change

Extreme weather events such as the heatwaves of 2009 and the associated bushfires that year have significantly reduced horticultural production. The anticipated impacts of climate change in the coming decades are that such events will increase in frequency and severity (IPCC 2014) and will have a substantially negative impact on food production and therefore food security. Further, the patterns of a warming, volatile and drying climate will place considerable strains on Australia's primary foodbowl production regions, the Murray-Darling basin in particular (Lawrence et al, 2013). Hence the importance of protecting valuable farmland close to major population centres with secure access to abundant water (Carey et al 2016).

### Market and rates pressures on farmers

Australian farmers have faced a cost-price squeeze for decades, leading to a steady exodus of producers from the land: the five years between 2006 and 2011 alone saw an extraordinary 11 percent drop in the total number of farmers (ABS 2012). Many factors are at play in this dynamic, not least of which is a highly concentrated supermarket sector that has seen Australian farmers become 'price takers', with their share of the food dollar declining from 80-90 cents in 1910 to around 10-15 cents in 2010 (Australian Government, 2015). Overlaying these pressures is the urban sprawl dynamic and associated land price inflation that has generated major rates increases for many producers close to Melbourne and other population centres. The combined effect is one of declining viability for many producers and a consequent desire to realise an asset that has appreciated in value.

### Policy context

Section 4 of the Victorian Planning and Environment Act 1987 establishes the objectives of planning in Victoria (s.4(1)) and the Objectives of the Planning Framework (s.4(2)), as requiring a balancing of the interests of present and future generations of Victorians, as well as the 'fair, orderly, economic and sustainable use and development of land' (s.4(1)(a)). The State Planning Policy Framework (SPPF) sets out principles for integrated decision making on planning and urban design (Clause 10) as well as specific principles on Settlement (CI 11), Built Environment and Heritage (CI 15), Neighbourhood and subdivision design (CI 15.01), Housing (CI 16), Transport (CI 18) and Infrastructure (CI 19). Local governments are required to develop their own Local Planning Policy Frameworks (LPPF), which can include overlays and zones, structure plans and precinct structure plans (for those Councils whose growth area planning comes under the Metropolitan Planning Authority). These mechanisms, as well as the Municipal Health and Wellbeing Plan that all Councils must develop and implement, are all means by which the principles of healthy and sustainable urban design and land use planning can be incorporated (National Heart Foundation 2011).

<sup>19</sup> See

[http://www.abs.gov.au/ausstats/abs@.nsf/Lookup/3222.0main+features82012%20\(base\)%20to%202101](http://www.abs.gov.au/ausstats/abs@.nsf/Lookup/3222.0main+features82012%20(base)%20to%202101).



## CRITICAL ISSUES

### **Social cohesion, energy and resource efficiency**

As Professor Michael Buxton puts it, 'Cities function less efficiently as they expand and reduce their average population density...Societies which consume less land for urban purposes use fewer resources, use infrastructure more efficiently and can transfer more investment to productive sources. Better urban design reduces social costs by increasing social cohesion...More compact cities reduce growth in energy consumption and save billions in non-transport infrastructure compared with a policy of urban expansion on city fringes' (Buxton, 2010). Simply stated, endless suburban sprawl driven largely by developer interests for short-term profit – euphemistically described as 'higher and better uses' in planning lexicon (Budge 2013) – burdens present and future generations with huge costs, contributes to greenhouse emissions and results in a profligate misallocation of resources and infrastructure (McCormick et al 2013).

### **Food security: vacant land for food production**

While historically cities were located close to secure supplies of fresh food, this nexus was broken in post World War 2 urban planning strategies in Australian cities (Budge 2013). With the emergence of a globalised food system and the seeming abundance of all types of foods from all over the world at all times, there appeared to be little need for planners to incorporate considerations of food security and a sustainable supply of healthy and fresh food into planning schemes. Such a perspective is reinforced by Federal Government policy which assumes that Australia is food secure because we produce 60 percent more food than we consume (Commonwealth of Australia, 2015). However, more critical assessments taking into account climate change impacts, shortages of critical resources and geopolitical instability and uncertainty suggest that food security cannot be taken for granted (PMSEIC 2010; Lawrence et al 2013; Farman Bowers 2013). Hence as part of an overall shift to incorporate sustainability and health and wellbeing into planning frameworks, food security is rising in prominence (Budge 2013).

### **Right to farm**

Farming and food production inevitably entails a certain amount of noise and activity. In the case of livestock production, and where production involves the spraying of chemicals, this also involves odours. This can bring farmers into conflict with neighbours who have purchased land for what they regard as its amenity values. This is evident in recent controversies over the need to define and protect a 'right to farm' in agricultural zones (Griffith 2015). This is an ongoing source of conflict in peri-urban areas, where the top three issues convene – proximity to a creeping urban growth boundary; a "commuter" population seeking lifestyle properties; and planning frameworks that support traditional broadacre farming models at the expense of adaptive agricultural enterprise – leading to landholders giving in to the expectation that these areas are simply "residential-land-in-waiting."

### **Fast food outlet concentration**

Mapping by the staff teams in the Victorian Councils that formed part of the Healthy Together Victoria initiative (2011-2015) revealed that in many municipalities, especially those on the outer urban fringes of Melbourne, there was a high concentration of fast and unhealthy food outlets compared to fresh and healthy food outlets, and that these outlets tended to be concentrated in



areas of socioeconomic disadvantage (Thornton et al 2016). Given that dietary-related ill-health is now the largest single contributor to ill-health, disease and early death in Australia, these patterns of development of the retail food environment pose particular challenges to a planning agenda dedicated to optimising the health and wellbeing of all residents.

### Urban agriculture

While the high prevalence of fast food outlets is correlated with higher dietary-related risk factors (obesity especially), there is increasing evidence that a higher concentration of forms of urban agriculture, such as school gardens, community gardens and backyard gardens, is correlated with lower levels of BMI, obesity and fast food consumption (Utter et al 2016). Therefore support for these and related forms of land use, such as verge gardens and planter boxes, should form part of planning frameworks aimed at optimising health and wellbeing. Equally, recognition and support for diverse forms of urban agriculture should be part of the State planning framework.

### ADVOCACY

- Close the loophole in the planning provisions that allows for expansion of fast food outlets without assessing health implications – this will require action at the State level
- Promote the advantages of community access to fresh and healthy food, to achieve State Planning Policy support for food sensitive planning and urban design.
- Better define the urban boundary to protect arable land necessary to feed a growing population. Small-scale farming should be optimised into a profitable enterprise that attracts young farmers. This will require improved terms of trade.
- Recognition and support for foodbowl regions around the major cities
- Support mixed use neighbourhoods that provide easy access to a diverse range of healthy, fresh and nutritious food from retail shops and urban agriculture
- Examine ways to provide rate concessions and incentives for farmers in green wedge and outer urban areas to enhance their viability
- Revise planning frameworks to take a more flexible approach to enterprise change in agricultural areas that is occurring as a result of climate change, the adaptation of farm enterprise to smaller rural lots; and entrepreneurship such as “paddock to plate” and agricultural tourism.
- Ensure that State and local government planning frameworks recognise and support the expansion of urban agriculture

### GUIDELINES / BEST PRACTICE

- [Food Sensitive Planning and Urban Design](#) (Heart Foundation, 2011)
- [City of Yarra Urban Agriculture Strategy](#) and guidelines (e.g. laneway gardens, planter boxes)
- [City of Darebin Urban Food Production Strategy](#)

### CASE STUDIES

- Yarra Ranges Horticulture Zone,
- [Toronto Greenbelt](#),
- South Australian Foodbowl Areas Protection Act 2016
- [Vancouver Agricultural Land Reserve](#)





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## Appendix A: Urban and Regional Food Declaration

# 'Sustainable, Healthy and Fair Food' Urban and Regional Food Declaration

Food is fundamental to life and health. Increasing urbanization, the industrialization of agriculture and a changing climate are adversely impacting many parts of the global food system. This interconnected food system includes production, processing, distribution, consumption, waste management, and meaning creation. The food system faces compounding global challenges and variable local issues. The scale of these challenges and issues is reflected in local concerns about food security, producer livelihoods, local economies, damage to ecosystems, persistently high levels of hunger and malnutrition, a pandemic of dietary-related illness and disease, and biodiversity reduction.

Many organization and government policy areas—including health, planning, transport, infrastructure, economic development, education, trade, biosecurity and environment—are relevant to the food system. A coherent long-term food policy, at whatever level and scale of governance, enables the integration of these different areas. Cities and regions need a sustainable, fair and resilient food system that provides dignified access to healthy food for all citizens, offers viable livelihoods for local producers, and engenders careful stewardship of regional ecosystems.

### Purpose

To achieve a vision of a sustainable, healthy and fair food system, integrated action is needed from individuals, communities, businesses, organisations and governments. The purpose of this Declaration is to encourage such action through offering the following:

- A set of agreed principles;
- A lexicon of agreed definitions and common language;
- A generalized framework for policy and legislative changes;
- A tool for mobilization and advocacy; and
- An associated set of tools for assessment and analysis.

### Vision

Signatories to this 'Urban and Regional Food Declaration' share a vision of a sustainable, healthy and fair food system. We commit to the following characteristics as shaping our approach towards such a system:

- A thriving diversity of food production throughout our towns and cities and countryside, from networks of backyard, community and school gardens, to market gardens, ethical animal rearing, orchards, vineyards and food forests in our peri-urban and regional areas.
- A valuing of food producers as caretakers of the land and ecosystems, and as guarantors of our present and future food security.



- An expansion of farmers' markets, a wide variety of farm-gate shops and trails, and high streets revitalised with shops that burst with local and seasonal produce, all supporting a growing local food economy that generates jobs and livelihoods for communities.
- A food system that supports the health and well-being of all, recognising that access to good food is a fundamental and universal human right.

The food system is a complex set of practices that face unique and unprecedented challenges. This Declaration and its principles are based upon four domains as expressed in Figure 1: **Circles of Social Life**<sup>1</sup>.

## Principles<sup>1</sup>

**Ecology:** Our food system should actively maintain the health and integrity of the natural environment on which it depends, seeking to maintain the health of existing ecosystems and enhance biodiversity.

**Economics:** Our food system should support, create and sustain local and regional livelihoods while building a resilient food industry.

**Politics:** Governments and organisations should collaborate and work holistically, both internally and externally, while proactively engaging with communities to inform policy, planning and legislative actions relating to environmental stewardship, food security, health and wellbeing, and urban and regional livelihoods.

**Culture:** Our food system should embrace the diverse and cultural significance of food, recognizing its central role in promoting social cohesion, life-long and intergenerational learning, and community health and wellbeing.

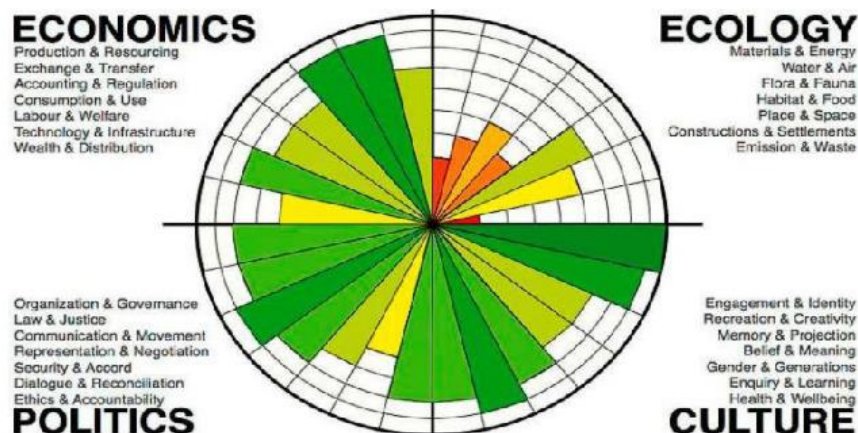


Figure 1. Circles of Social Life

An understanding of and agreement with these principles provide the basis to engage in further collaborative action.

<sup>1</sup> Developed by Professor Paul James. For more information, see <http://www.circlesofsustainability.org/> and [Urban Sustainability in Theory and Practice](#).



## Signatories











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 <p>Sunraysia Local Food Future</p> <p><i>Deborah Bogenhuber</i> Deborah Bogenhuber Project leader</p>	 <p>STEPHANIE KITCHEN ALEXANDER GARD FOUNDATION. Growing Harvesting Preparing Sharing</p> <p><i>Ange Barry</i> Ange Barry, CEO</p>
 <p>George Prasad, Founder</p>	 <p>Sonia and Nick Anthony, Proprietors</p>
 <p>Clr Roberto Colanzi Mayor</p>	 <p>Sonia Anthony, President</p>

	
 <p>Willunga South Australia</p> <p>Christina &amp; Peter Dawson</p> <p>Market Organizers</p>	 <p>Dr Nick Rose, Executive Director</p>
 <p>Cr Ian Earl, Shire President</p>	 <p>Mark Sanders, Co-founder and Co-convenor</p>
 <p>Moreland City Council</p> <p>Clr Helen Davidson, Mayor Dr Nerina Di Lorenzo, CEO</p>	 <p>Colin Jackson, CEO</p>



## Elaborated Principles

These principles were developed to accompany and elaborate on the four high-level principles set out in the Urban and Regional Food Declaration, by reference to the seven sub-domains that are contained within each of the four principal domains of Ecology, Economics, Politics and Culture.<sup>20</sup> They are reproduced here in order to serve as a guide for action in the development and implementation of food systems policies, strategies and programs by local government planners and decision-makers.

### Ecology

Our food system should actively maintain the health and integrity of the natural environment on which it depends, seeking to maintain the health of existing ecosystems and enhance biodiversity:

- 1.1. With food production and processing based as much as possible on organic fertilizing, recyclable materials and use of renewable energy with distributed generation;
- 1.2. With water for food production sourced sustainably without impacting adversely upon regional ecological complexity;
- 1.3. With agricultural land, both urban and regional, complemented by zones and linear parks providing continuing habitat for indigenous flora and fauna;
- 1.4. With urban settlements planned so as to both restrict suburban encroachment upon fertile farming land and allow significant local food production within urban boundaries—including through dedicated spaces being set aside for community food gardens;
- 1.5. With the food system organized to minimize transport distances from sites of production to consumption;
- 1.6. With the food system contributing to secure access to healthy food for all; and
- 1.7. With waste management in all aspects of the food system directed fundamentally towards green composting and hard-rubbish minimization.

### Economics

Our food system should support, create and sustain local and regional livelihoods while building a resilient food industry:

- 2.1. With food production and exchange shifted from an emphasis on production-for-global export towards generating local mixed food economies and sustainable local livelihoods;
- 2.2. With financing and co-financing of prioritized aspects of the food system built into all relevant municipal annual budgets and services spending;
- 2.3. With the accounting and regulation of different aspects of the food system recognizing that food is a social good rather than just another commodity;
- 2.4. With a stronger relationship developed between producers and consumers through support for farmer's markets and local produce outlets;
- 2.5. With food production workplaces brought back into closer spatial relation to residential areas, taking into account issues of personal infringement (such as processing smells and noise) through sustainable and appropriate processing methods, filtration and waste management;
- 2.6. With appropriate technologies used for food production and processing, respecting the given limits of nature, including seasonal production; and
- 2.7. With good, local, organic food made available to those who cannot afford it through redistributive processes.

<sup>20</sup> See <http://www.circlesoffood.org/circles/profile-circles/> for further background and information.



## Politics

Governments and organisations should collaborate and work holistically, both internally and externally, while proactively engaging with communities to inform policy, planning and legislative actions relating to environmental stewardship, food security, health and wellbeing, and urban and regional livelihoods:

- 3.1. With food governance conducted through deep deliberative democratic processes that bring together comprehensive community engagement, expert knowledge, and extended public debate about all aspects of the food system;
- 3.2. With legislation enacted for sustainable and fair food production and exchange;
- 3.3. With public communication services and media outlets materially supported where necessary to generate debates about sustainable and fair food;
- 3.4. With political participation in decisions and processes about food production and consumption going deeper than passive engagement;
- 3.5. With basic 'food security' considerations afforded to all citizens;
- 3.6. With all actors in the food system actively acknowledging the need for on-going reconciliation with the original inhabitants of the land—particularly in relation to land use; and
- 3.7. With ethical debates concerning how we produce and consume food becoming a mainstream aspect of social life.

## Culture

Our food system should embrace the diverse and cultural significance of food, recognizing its central role in promoting social cohesion, life-long and intergenerational learning, and community health and wellbeing:

- 4.1. With food consumption recognizing and celebrating the complex layers of community-based identity that have made our urban region;
- 4.2. With active support for creative engagement with the culture of food through festivals, rituals and other public events;
- 4.3. With museums, cultural centres and other public spaces dedicating some of their ongoing space to comprehensive ecological histories of the local-global food system;
- 4.4. With locally relevant beliefs about the food system from across the globe woven into the fabric of the built environment: symbolically, artistically and practically;
- 4.5. With conditions for gender equality pursued in all aspects of the food system;
- 4.6. With the opportunities for facilitated enquiry and learning about food available to all, from birth to old age across people's lives—not just through formal training in the food industry; and
- 4.7. With public spaces and buildings designed and curated to enhance the sense that food is part of the everyday health and wellbeing of people.





## **Appendix B – Right to Food in Australia: Position Statement of the Right to Food Coalition, April 2016**

# **The Human Right to Food**

Australia's Right to Food Coalition exists to improve the health and wellbeing of all Australians by working to ensure equitable access to nutritious food. We are a Coalition of organisations, practitioners, researchers and community workers united in our cause.

The Australian government is failing to fulfil its obligation to guarantee the human right to food for at least 1.2 million people who don't have access to safe, affordable and nutritious food. This position statement outlines the challenges of food insecurity in Australia and provides recommendations for our Government to respect, protect and fulfil the right to adequate food in Australia.





Written by: Liza Barbour, Dr Nick Rose, Elaine Montegriffo, Kate Wingrove, Brydie Clarke, Jennifer Browne and Monica Rundle for *Australia's Right to Food Coalition*. Thank you to Professor Martin Caraher, Dr Sue Booth, Elizabeth Millen, Luke Craven and Dr Julie Woods for their input.

## SUMMARY

The 'human right to food' is often referred to amongst the charitable food sector, academia, government policy and welfare organisations. This document breaks down what it means for every person in Australia to have the right to *adequate* food, meaning food which is nutritious, safe, culturally appropriate, affordable, accessible and from dignified sources. The following opportunities would allow our government to fulfil their moral and legal obligations:

### Governments – Federal, State / Territory, Local

- That the Australian Federal Government, all State and Territory governments and all local governments, publicly recognise and affirm their legal and moral obligations to guarantee the fundamental human right to adequate and culturally appropriate food for all persons living in Australia
- That the Australian Federal Government commit to the timely development of a comprehensive and participatory *National Food and Nutrition Strategy which links production, security and nutrition*, ensuring that the voices of the most marginalised and vulnerable members of our community are heard and respected in this process
- That the Australian Federal Government and all State and Territory governments, commit to allocating sufficient financial and human resources to guarantee the full enjoyment of the human right to adequate food for all persons living in Australia

### Food Industry

- That the food industry commits to enter into constructive dialogue with relevant food system stakeholders in the development of a participatory and transparent *national food strategy which links production, security and nutrition*
- That food industry representative bodies, both Australian and multi-national corporations, publicly recognise and affirm their legal and moral obligations to respect the fundamental human right to adequate food for all persons living in Australia
- That the food industry acknowledges the central role it plays in affecting the health and wellbeing of all persons living in Australia, and the impact its business operations have on the social and environmental sustainability of Australia's food system

### Philanthropy

- That the philanthropic sector publicly acknowledges and affirms its commitment to working with all food system stakeholders to ensure that all persons living in Australia enjoy the fundamental human right to adequate food
- That the corporate social responsibility policies of relevant companies (particularly those who fund work in remote areas of Australia) address the rights of Aboriginal peoples to an adequate, affordable and accessible food supply



- That representatives of philanthropic foundations work with the Right to Food Coalition and other food system stakeholders in support of participatory and inclusive research and advocacy initiatives that prioritise the universal achievement of the human right to food
- That key stakeholders from relevant sectors collaborate to monitor and document levels of compliance with respect to the right to food in a 'watch dog' capacity

### THE CHALLENGE: inequitable access to food

Food insecurity can occur at the individual, household, community or national level. Studies undertaken in Australia and other developed countries over the last 15 years have shown that the prevalence of food insecurity ranges from 4 - 14% among population-representative samples, and up to 82% among disadvantaged groups such as ethnic minorities, single-parent families, and other vulnerable populations. [1]

The consequences of food insecurity are far-reaching and long-lived. Food insecurity can have a major impact on both short-term and long-term physical and mental health. Food insecurity has been associated with lower household income, poorer general health, increased health-care utilisation and depression. These associations remained after adjustment for age, gender and household income. [1]

For food security to exist, the following four elements or pillars must be achieved; [2]

1. **A STABLE FOOD SUPPLY:** Australia currently produces enough food to feed 60 million people [3], therefore, food supply issues are a matter of distributional justice and consequently community recognition and participation. [4]
2. **AVAILABLE FOOD:** Fruit and vegetable availability in Australia is insufficient to meet dietary guidelines [5], due to the high volume of produce being exported [3]. The availability of high quality, nutritious foods, particularly fruit and vegetables is inadequate in many remote Aboriginal and Torres Strait Islander communities, and in the outer suburbs of many of our cities. [6]
3. **ACCESSIBLE FOOD:** Income inequality and rising food prices are major barriers to food access in Australia. The average cost of food continues to increase, with the price of fruit and vegetables rising faster than the Consumer Price Index. [7] The cost of healthy food in remote Aboriginal communities is 20-40% higher than in capital cities. [6] Inequality in Australia is at a 75-year high [8], with the top 20% of Australians having 70 times the wealth of the bottom 20%. [9] Increasing income poverty, underemployment, rising housing, transport and utility costs and the reductions to the social safety net mean that food is often sacrificed when there is not enough money to pay the rent and other bills. [9]
4. **FOOD THAT IS ABLE TO BE UTILISED:** Over 2.5 million Australians are living in poverty, almost a quarter of whom are children. [10] Homeless people and Australians with inadequate housing infrastructure do not have the facilities to store, prepare and cook food.

An Australian Foodbank study suggested that children going to school hungry lose more than 2 hours a day of learning time, with ongoing impact on life chances. [11] Anglicare conducted another study which revealed the serious impact of stress, anxiety and hunger on family relationships, social isolation and motivation. [12] Food insecurity can also increase the risk of conditions such as



cardiovascular disease, obesity and diabetes [13,14,15] and can impede the successful management of these chronic illnesses. [16, 17]

As a result, food insecurity substantially influences public expenditures in health care. [18] Furthermore, the numerous consequences of food insecurity, such as poorer educational outcomes, mental ill-health and diet-related chronic disease, result in broader social and economic impacts. [19] Therefore, not only is there a legislative and moral imperative to act [20], but implementing policies to alleviate food insecurity also makes economic sense. [21]

## THE POLICY CONTEXT

Historically, governments have prioritized economic growth over reducing inequality. [9] The harsh reality is that climate change, soil acidification and erosion; and loss of agricultural land to urban sprawl are all threatening the future stability of Australia's food supply. [22] Australia currently has no national food plan; no systematic monitoring of food insecurity; no recognised and up to date national nutrition policy; and no mechanism for ensuring the human right to food for all of its citizens.

### International Human Rights Law

The concept of human rights recognises universal, inalienable, interdependent, indivisible and interrelated rights necessary for the wellbeing of individuals and humanity. The founding statement of these rights is the 1948 Universal Declaration of Human Rights (UDHR) [23], which includes the right of every person "to an adequate standard of living for himself and his family, including adequate food, clothing and housing". While the UDHR is not legally binding under international law, it has led to the development and ratification of subsequent conventions that are binding.

### Human rights responsibilities of the Australian government

The major content of the human right to adequate food is set out in Article 11 of the *International Covenant on Economic, Social and Cultural Rights 1966 (ICESCR)* [24]. Ratified by Australia in 1975, Art 11 requires, first, that all state parties take immediate steps to guarantee the right to freedom from hunger for all persons in their jurisdiction; and secondly, that all state parties take appropriate steps towards the "progressive realization" of the right to adequate food.

There are three levels of obligations on States with regards to this and all other human rights: to *respect* (not to impede existing access to adequate food); to *protect* (ensure that third parties do not deprive individuals of access to adequate food); and to *fulfil*. The obligation to fulfil in the first instance is an obligation to *facilitate*, which 'means the State must pro-actively engage in activities intended to strengthen people's access to and utilization of resources and means to ensure their livelihood, including food security'. [25]

In the second instance it is an obligation to *provide*, i.e. to guarantee access to adequate food when 'an individual or group is unable, for reasons beyond their control, to enjoy the right to adequate food'. More generally, all states must implement measures needed to improve food production, conservation and distribution, and ensure an equitable distribution of world food supplies in relation to need. "Progressive realisation" acknowledges that change takes time, but that countries must demonstrate they are taking steps toward the full realisation of rights to the maximum of their available resources.



Also relevant is the *Convention on the Rights of the Child 1989 (CRC)* [26]. Ratified by Australia in 1990, the CRC requires that countries take appropriate measures to combat disease and malnutrition among children through "the provision of adequate nutritious foods and drinking-water". Increasing numbers of Australians are living in or precariously near food insecurity and homelessness, despite the fact that Australia has become more prosperous as a whole [9]. In these circumstances, it appears that the government is not meeting its commitment to guarantee the fundamental right to freedom from hunger, and despite increased resources it is regressing - not progressing - in the realisation of the right to adequate food for all.

Ratification alone does not make a convention enforceable in the Australian courts. Implementing legislation must be passed. Laws relating to the provisions of the CRC exist, but the direct rights set out in the ICESCR do not. As a result, there are no domestic legal remedies through which the community can compel government to meet its ICESCR obligations. Further, unlike many other treaties (including the CRC), the ICESCR is not declared under the *Australian Human Rights Commission Act*, which means that the Human Rights Commission has no jurisdiction to hear and comment on cases relating to it. [27]

The UN drafted a further Optional Protocol to the ICESCR, which provides an international forum for individual complaints to be made to the UN Committee [28]. Australia has not signed the Optional Protocol. The ICESCR requires the government to submit periodic reports to the UN on its progress, which provide a degree of international scrutiny; however without a complaints mechanism the role of the UN is limited to commentary on areas for improvement.

#### **Human rights responsibilities of the food industry**

As well as governments, corporations have obligations under international human rights law to *respect* human rights. This means that businesses must:

- "Avoid causing or contributing to adverse human rights impacts through their own activities, and address such impacts when they occur"; and
- "Seek to prevent or mitigate adverse human rights impacts that are directly linked to their operations, products or services by their business relationships, even if they have not contributed to those impacts" [28].

As noted at the Oslo Conference on Obesity in 2014 [29]:

- "The now dominant role and power of major commercial undertakings in the food sector in the agricultural field, areas of industrial production, processing, trade, and marketing of foods and drinks...may be in potential conflict with human livelihood and health, especially of the most vulnerable and marginalized groups in society"; and
- "[There is an] imperative need for valid business interests and responsibilities to develop in a manner fully compatible with respect for human rights, the protection of the environment, and the long-term sustainability of food security and healthy nutrition for all."

Given the serious health, social and environmental challenges facing the Australian food system, it is clear that the food industry needs to take its human rights responsibilities far more seriously than is presently the case.





### **Australia's National Food Plan**

Australia's neoliberal policy approaches have been criticised for seeking to benefit big businesses at the expense of population health and environmental sustainability, and for their inability to ensure long-term food and nutrition security. [30, 31] The development of Australia's National Food Plan was heavily influenced by industry concerns and a focus on export before the new coalition government abandoned it. [32] When it was released in 2013, concerns were raised about the extent to which the National Food Plan addressed factors influencing fruit and vegetable access. [33] Investments in health promotion and nutrition education were outlined, but few strategies to improve access to nutritious food were included. [34] According to the coalition government, food insecurity is primarily an outcome of an insufficient global food supply, so increasing global food production and reducing trade barriers is considered the solution. [35] The Right to Food Coalition believes that they are wrong in this thinking.

### **Australia's National Nutrition Policy**

In January 2011, the Legislative and Governance Forum on Food Regulation agreed to develop a National Nutrition Policy, which promised to provide a comprehensive framework to identify, prioritise, drive and monitor nutrition initiatives within the context of the governments' preventative health agendas. In an effort to create this policy, a well-resourced scoping study was completed by July 2013 and has only recently become available to Australian citizens via FOI request in March 2016. [36] "The evidence identified in this scoping study confirms that a new comprehensive nutrition policy is required urgently in Australia to address the high and increasing rates of diet-related disease and risk factors, including overweight and obesity, and to promote the health and wellbeing of the population, particularly vulnerable groups." There remains no further progress from the government regarding the development of Australia's national nutrition policy and as such, Australian citizens continue to bear the burden of diet and nutrition issues. [37]

## **OPPORTUNITIES: the demands of the Right to Food Coalition**

These recommendations apply to governments, the food industry and philanthropic organisations. Since Australia is a signatory to the UN Covenant on Economic, Social and Cultural Rights, and has ratified that legal instrument, all Australian governments are legally bound to ensure the full enjoyment of the universal human rights it delineates, including the right to adequate food.

Similarly, the food industry is legally obliged under international human rights law to respect internationally recognised human rights, including the right to adequate food. In addition, food industry representatives, and philanthropic organisations, as members of the Australian society – and, in the case of the food industry, as significant beneficiaries of public resources and infrastructure – have a moral and ethical responsibility to work constructively and collaboratively with all stakeholders to uphold the human right to adequate food for all persons living in Australia. These recommendations draw significantly from expertise disseminated by the United Nations' Special Rapporteur on the right to food. [38]





### Federal Government

- Develop in a participatory, inclusive and timely manner, *a comprehensive rights-based National Food & Nutrition Strategy*, which
  - clearly delineates the responsibilities of public officials at the federal, state/territorial, and municipal/local levels,
  - commits governments at all levels to the progressive elimination, in a timely manner and with clearly stated targets and milestones, of food insecurity in Australia,
  - drawing on the 2013 scoping study for a National Nutrition Policy, identifies the measures to be adopted and the associated time frames, with a particular focus on urgent action to tackle diet-related disease and growing food insecurity, especially amongst vulnerable and marginalised groups,
  - commits the government to adequate financing of income support payments so that all Australians, regardless of social status, can access a weekly basket of healthy foods
  - ensures that initiatives adopted at local and state levels, particularly for the rebuilding of local food systems, are adequately supported,
  - creates a nationally funded children and food strategy (including school-lunches and breakfast, food literacy curricula, and school garden programmes) to ensure that all children, at all times, have access to healthy and nutritious food, and
  - embeds a process of regular, transparent and participatory monitoring, evaluation and reporting on progress, with periodic reviews and updating of the Strategy as required
- Support regular, Nation-wide measuring and monitoring of food insecurity using a more comprehensive multi-item tool
- Launch the process of adoption of a framework law on the right to food, beginning with a public acknowledgement and affirmation of the government's legal and moral obligations to uphold the human right to adequate food for all persons living in Australia
- Sign the Optional Protocol to the ICESCR, so that Australians can hold their governments to account on international legal commitments
- Introduce a sugar tax to reduce the consumption of harmful food and beverage products, and use the revenue raised to reduce the cost of healthy foods for low income and vulnerable population groups, thereby directly tackling food insecurity
- Introduce stricter regulation of food products high in saturated fats, salt and sugar
- Regulate and restrict the advertising of unhealthy food products, especially to children
- Support local food production so that consumers have secure and affordable access to healthy, fresh and nutritious foods
- Ensure that any proposed reforms quarantining welfare payments do not contravene Australia's obligations under international human rights law
- Sustainability and climate change policies should be reflected in Australia's National Dietary Guidelines (eg. Dietary Guidelines for the Brazilian Population, 2014)
- Establish a high-level National Food Security and Right to Food Taskforce, located within the Prime Minister's Office, and with representatives of all food systems sectors, to address the food insecurity in Australia, and with responsibility for the implementation and monitoring of the *National Food & Nutrition Strategy*



### State and Territory Governments

- Public acknowledgement and affirmation of legal and moral obligations to uphold the human right to adequate food for all persons living in Australia
- Commit to develop State- and Territory-wide food and nutrition strategies, in coordination with the *National Food & Nutrition Strategy*, clearly delineating responsibilities of public officials and government departments for the implementation of each element of the Strategy
- Commit to legislate a Right to Food Act that *inter alia* mandates responsible Ministers to set targets for the progressive elimination of food insecurity, with the development of transparent and measurable indicators to monitor and report on progress
- Commit to measures which support the rebuilding of local and regional food systems to ensure long-term, diversified, adequate and resilient supplies of healthy food

### Local Governments

- Public acknowledgement and affirmation of legal and moral obligations to uphold the human right to adequate food for all persons living in Australia
- Drawing on existing best practice food systems policy and strategy development (e.g. City of Melbourne, City of Greater Geelong), commit to participatory processes for the development of comprehensive food system policies and strategies, ensuring that the voices of marginalised and vulnerable population groups are included in such processes
- Commit to targets and milestones for the progressive reduction and elimination of food insecurity in each municipality (and ultimately state and federal government levels), with the development of transparent and measurable indicators to monitor and report on progress

### Food Industry

- The food industry, both Australian and multi-national corporations, publicly recognises and affirms its legal and moral obligations to respect the fundamental human right to adequate food for all persons living in Australia
- The food industry acknowledges the central role it plays in affecting the health and wellbeing of all persons living in Australia, and of the social and environmental sustainability of the Australian food system in general
- The food industry commits to enter into constructive dialogue with all food system stakeholders in the development of a participatory and transparent *National Food & Nutrition Strategy*
- The food industry commits to work with the *Right to Food Coalition* and other food system stakeholders to undertake a full and participatory audit of the human rights impacts of its operations in Australia, consistent with its obligation to respect the human right to food

### Philanthropy

- The philanthropic sector publicly acknowledges and affirm its commitment to working with all food system stakeholders to ensure that all persons living in Australia enjoy the fundamental human right to adequate food
- Representatives of philanthropic foundations work with the *Right to Food Coalition* and other food system stakeholders in support of participatory and inclusive research and advocacy initiatives that prioritise the universal achievement of the human right to adequate food



To find out more or to join our Coalition please get in touch

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[www.righttofood.org.au](http://www.righttofood.org.au)  
[@right\\_to\\_food](https://www.instagram.com/right_to_food)

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# Residential development in the peri-urban fringe: The example of Adelaide, South Australia



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## ABSTRACT

The peri-urban fringes of large metropolitan areas of Australia continue to experience major changes as natural and semi-natural landscapes are converted to built-up areas largely through increased residential development. These irreversible conversions are producing significant challenges for ecological and environmental protection. Yet, there has been little attempt to systematically analyse and model some of the key spatial features of these peri-urban fringes, especially in terms of examining factors underpinning new residential development. This paper attempts to fill this information gap using Adelaide, South Australia, as an exploratory case study. Using parcel-level data, we quantified spatial patterns of residential development during four consecutive periods (ten-year intervals between 1971 and 2010), revealing a gradual slow-down in the rate of new housing development after the 1980s. The effects of major roads and services, residents' attraction to areas of high natural amenity, and previous residential development were estimated using logistic regression models and geographically weighted logistic regression models, respectively. Variation partitioning was used to examine the relative importance of three groups of predictors of residential development. Roads and services had the greatest impact on the pattern of residential development in the 1970s, while previous residential development ranked first among the three groups of forces in the last three time-periods. Influences relating to the attraction of natural amenities were of the least importance to peri-urban residential development during all four periods. These findings can help understand change mechanisms within peri-urban fringes and to develop corresponding policy responses to improve their management.

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## 1. Introduction

### 1.1. Background

The broad interface between major urban areas and their rural surrounds, neither truly urban nor rural and generally termed the urban fringe or the peri-urban fringe, has proved an attractive location for new development and hence these areas are amongst the fastest growing parts of many countries worldwide (Buxton et al., 2006). In addition to being a magnet for new housing development (Busck et al., 2006), peri-urban fringes fulfil various functions and play a major role in supplying food, resources and environmental services to nearby cities (Buxton, 2014; Gant et al., 2011). The rapid

growth of these fringes is commonly characterised by dramatic increases in population (Webster and Muller, 2002) and housing (Crossman et al., 2007; Sullivan, 1994). Residential development in these areas may provide relatively affordable dwellings (Kombe, 2005), but it can also lead to loss of high-quality agricultural land and habitat fragmentation. This is presenting great challenges for planners and policy-makers. Major issues are how to control the extent of new housing development on green-field sites and to preserve green open space (Kaplowitz et al., 2008). There is a need to address both long-term and rapid recent changes, notably greater conflict between competing land uses and meeting new housing demands (Buxton et al., 2007; Harman and Low Choy, 2011; Low Choy et al., 2007, 2008). For researchers a prime concern is the need to develop greater understanding of the interplay between broad policy directions, planning and the forces helping to shape temporal and spatial patterns of development.

In Australia, peri-urban fringes produce nearly one-quarter of the total gross value of agricultural production (Houston, 2005) and possess natural resources, including water, which are either

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