



How Parafield Airport is Planned

B

PART B

How Parafield Airport is Planned

Section 4. Planning Framework

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

Section 5. Planning Development Approach

Provides a vision for Parafield Airport, outlining the development approach and objectives and further details how consultations with stakeholders and the community are delivered.

Section 6. Aviation Forecasts

Details the forecasts for aviation growth over the next 20 years. These forecasts allow Parafield Airport to consider how to respond to this growth while delivering on the vision.



Planning Framework

4

4.1 Introduction

Land use and infrastructure decisions made both on and off the airport site can impact the ability of Parafield Airport Limited (PAL) to maintain and provide facilities which meet the capacity and regulatory expectations that come with operations at a busy general aviation and pilot training airport.

Planning for activities occurring on airport land is governed by Commonwealth legislation, with various strategic documents at the state and local government level influencing the current arrangements and future development of Parafield Airport. The Parafield Airport Master Plan 2024 has been prepared within the context of these inputs.

4.2 Commonwealth Policy and Legislative Framework

4.2.1 Airports Act 1996

The *Airports Act 1996* (Airports Act) and its subordinate regulations are the principal legislative instruments regulating the ownership, management and operation of leased federal airports. Parts 5 and 6 of the Airports Act prescribe the obligations placed on an airport-lessee company over land use planning, development control and environmental management at airports. The key controls required under the Airports Act for these purposes include:

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

4.2.1.1 Airport Master Plan

Section 70 of the Airports Act requires each leased federal airport to prepare a final master plan. The master plan must be approved by the relevant Commonwealth Minister and all subsequent development at the airport must be consistent with this plan. Prior to submission of a master plan to the Minister, the airport-lessee company is required to consider all written feedback received during a 60-business day public consultation period.

Amendments to the Airports Act in 2018 now require a new master plan to be prepared for Parafield Airport every eight years instead of every five years.

When approved by the Minister, this Master Plan 2024 replaces the Parafield Airport Master Plan 2017.

The purposes of a master plan are to:

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

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

- Development objectives for the airport
- Assessment of the future needs of civil aviation and other users of the airport for services and facilities
- Future land use and related development of the airport site, including the effect of the proposed developments on employment levels and the local and regional economy
- Proposed developments within the first eight years of the planning period and the effect of these developments on employment and the economy
- An Australian Noise Exposure Forecast (ANEF), and plans for managing aircraft noise intrusion in areas of significant ANEF levels
- Flight paths at the airport
- Environmental issues and their management
- A ground transport plan for the airport
- An environment strategy.

A detailed breakdown of the Airports Act requirements for an airport master plan and how this Master Plan addresses these requirements is included in Appendix A.

An overview of the master planning process is illustrated in Figure 4-1.

A key element of the master planning process is input gathered through extensive stakeholder and community consultation. During the preparation process, consultation occurs with Commonwealth, state and local governments, aviation operators, airport tenants, and the community. A Preliminary Draft Master Plan is released for a public consultation period of 60 business days and stakeholders and the community are invited to provide feedback.

Where possible, the concerns and issues raised during the consultation period are incorporated into the Draft Master Plan that is presented to the Commonwealth Minister for consideration as part of the approval process. In line with Section 81 of the Airports Act, when deciding whether to approve or refuse the Draft Master Plan, the Minister considers:

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

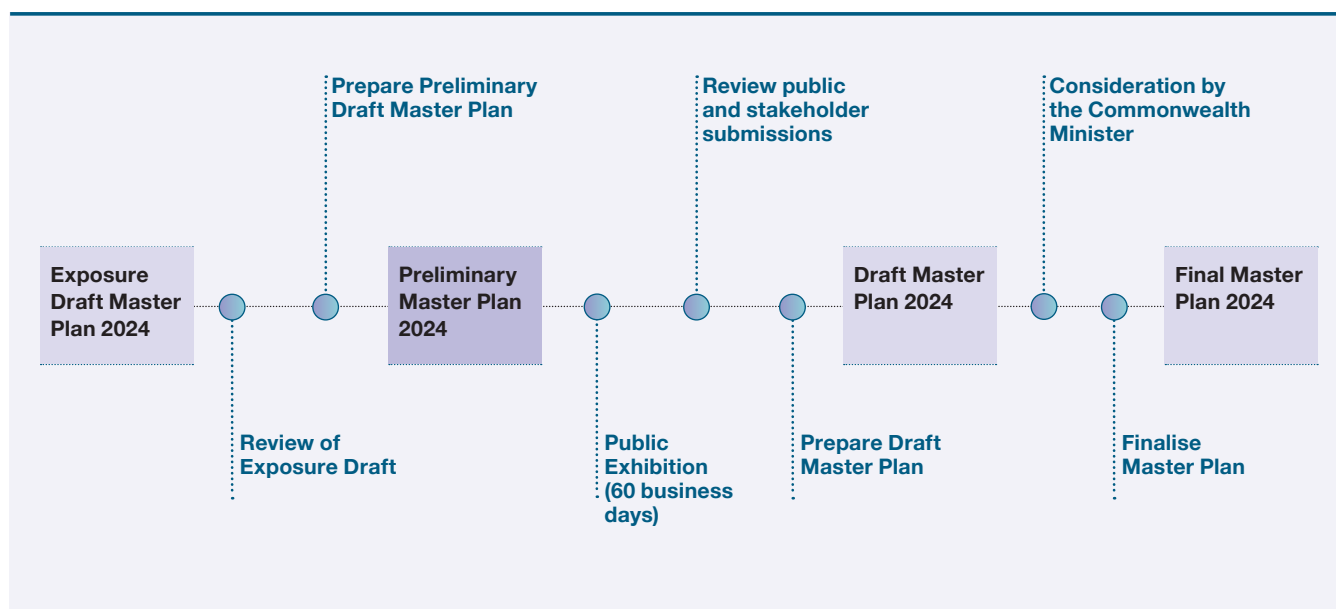


Figure 4.1: The master planning process

4.2.1.2 Major Development Plan

Approval of the master plan by the Commonwealth Minister does not result in automatic approval for development to occur on the airport site.

Sections 90 and 91 of the Airports Act require a major development plan (MDP) to be prepared and approved by the relevant Commonwealth Minister prior to the commencement of development classified as 'major development'. Such developments must be consistent with the approved master plan and include activities such as construction of a new runway or runway extension, construction of new buildings where the cost of construction exceeds a certain value, and development that is likely to have a significant environmental impact or a significant impact on the local or regional community.

The Airports Act requires the Minister to consider a MDP following a public consultation period of 60 business days. In addition, Section 160 of the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) requires advice to be sought from the Commonwealth Minister for the Environment prior to the adoption or implementation of a MDP.

4.2.1.3 Building Activity Approvals

The Airports Act and Airports (Building Control) Regulations 1996 require building activity approvals to be obtained from the Airport Building Controller (ABC), with advice from the Airport Environment Officer (AEO). Both positions are appointed by the Commonwealth Department of Infrastructure, Transport, Regional Development, Communications and the Arts (DITRDCA) and are independent of PAL.

Separately, PAL approval is required before any approval is granted by the ABC. In considering its consent, PAL must ensure that the proposal is consistent with the approved master plan, associated environment strategy, and, where applicable, a MDP. PAL will assess the impact of any proposed activity on airport infrastructure, operations and environmental controls.

4.2.2 Other Regulatory Frameworks

Although the Airports Act is the primary legislation guiding airport planning, land use and development control at Parafield Airport, there are a range of other Acts and legislative instruments that are applicable and must be considered. These include:

- Airports Regulations 1997
- Airports (Building Control) Regulations 1996

- Airports (Control of On-Airport Activities) Regulations 1997
- Airports (Environmental Protection) Regulations 1997
- Airports (Protection of Airspace) Regulations 1996
- *Airspace Act 2007*
- *Aviation Transport Security Act 2004*
- Aviation Transport Security Regulations 2005
- *Civil Aviation Act 1988*
- Civil Aviation Regulations 1988
- Civil Aviation Safety Regulations 1998
- Environment Protection and Biodiversity Conservation Act 1999
- Environment Protection and Biodiversity Conservation Regulations 2000.

A number of these regulations are scheduled to 'sunset' (which means the automatic repeal of a legislative instrument) in April 2024 and 2025 respectively. The Commonwealth government has commenced a process to review these legislative instruments to ensure that they remain fit-for-purpose and up-to-date, with corresponding amendments and updates to be finalised by the Commonwealth government before the sunset dates.

4.2.3 National Airports Safeguarding Framework

The Commonwealth government recognises that the current and future viability, growth and safety of aviation operations at airports can be impacted by inappropriate development occurring in areas beyond the airport boundary.

The National Airports Safeguarding Framework was developed in 2012 by the National Airports Safeguarding Advisory Group, which included representatives from Commonwealth infrastructure and defence departments and aviation agencies, state and territory planning and transport departments, and the Australian Local Government Association. This framework aims to safeguard airports and communities in their vicinity, and to develop, with state, territory and local governments, a national land use planning regime.

Section 12 describes how Parafield Airport implements the safeguarding guidance in its planning.

4.2.4 General Aviation Policy Enhancements

4.2.4.1 General Aviation Advisory Network

The Commonwealth government established the General Aviation Advisory Network (GAAN) in 2016 to provide advice to the Minister for Infrastructure and Transport on matters affecting the general aviation sector. The GAAN also operates as a forum where industry representatives can identify opportunities to work collaboratively to respond to pressures, trends and issues facing the general aviation sector.

In December 2020, the GAAN published its strategic paper titled 'New Strategy for the Australian General Aviation Sector'. This Strategy establishes eight initiatives for government consideration, including the provision of airport infrastructure and access to airport facilities that are suited to the diverse needs of an emerging and growing general aviation sector, and facilitating the early adoption of technology and support processes that encourage innovation and technology development.

The Master Plan 2024 is consistent with GAAN's new strategy for the general aviation sector as the plans for Parafield Airport continue to focus on providing suitable airport infrastructure that meets the needs of the general aviation operators and preparing for the emergence of new technologies such as electric aircraft (discussed in Section 8).

4.2.4.2 CASA General Aviation Workplan 2022

The Civil Aviation Safety Authority (CASA) is a government body that regulates aviation safety in Australia. It is responsible for licensing pilots, registering aircraft, and overseeing aviation safety. In May 2022, CASA released its General Aviation Workplan. This document sets out the framework CASA is implementing to optimise the regulatory framework for the general aviation sector, including improving pilot licensing rules, streamlining the arrangements for ensuring aircraft are airworthy and properly maintained, and facilitating greater operational opportunities for sport and recreational activities when safe to do so.

PAL is supportive of measures that improve regulatory requirements for general aviation operators and supporting aviation businesses. The plans outlined in this Master Plan 2024 will ensure that Parafield Airport continues to develop as the major general aviation and pilot training airport for South Australia.

4.2.5 Aviation White Paper

The Commonwealth government has commenced a White Paper process, targeted at setting long-term policy directions for the promotion of an efficient, safe, sustainable and competitive aviation sector over the period to 2050, including airport development planning processes.

The White Paper will examine issues across the aviation sector, including four specific areas identified by the Government:

- How to maximise the aviation sector's contribution to achieving net zero carbon emissions, including through sustainable aviation fuel and emerging technologies
- The economic reforms needed to improve productivity across the sector, including addressing skills shortages, competition between airports and airlines, and charting a course out of the pandemic
- How to support and regenerate Australia's general aviation sector
- Better mechanisms for consultation on and management of issues like aircraft noise, airport development planning and changing security requirements.

In September 2023, the first stage of the process commenced with the release of the *Aviation Green Paper – Towards 2050*. The Green Paper presents policy options and ideas and seeks detailed stakeholder and public feedback on the issues and potential solutions. Following consultation, the White Paper will be prepared to identify the policy proposal or proposed amendments to legislation.

The Master Plan 2024 is consistent with the specific areas identified for the White Paper as PAL continues to support Australia's general aviation sector through ensuring appropriate short and long-term planning and delivery of facilities that meet the needs of the general aviation and pilot training operators.

4.3

State and Greater Adelaide Context

State land use planning legislation and policy do not apply to Commonwealth land. However, the Airports Act and associated regulations require that the master plan, where possible, describes proposals for land use planning and zoning in a format consistent with the state or territory in which the airport is located. This Master Plan 2024 has considered state planning requirements and has used land use descriptions that are aligned, as far as reasonably practicable, to the South Australian planning system.

Consideration has been given to the following:

- *Planning, Development and Infrastructure Act 2016* and Planning, Development and Infrastructure (General) Regulations 2017
- State Planning Policies
- The 30-Year Plan for Greater Adelaide (2017 Update) (currently under review)
- Planning and Design Code
- Relevant State strategies and legislation
- Relevant local government strategic documents.

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

4.3.1 South Australian Planning Context

The South Australian planning system recognises the importance of Parafield Airport within the state and metropolitan context as a substantial economic and employment generator in Northern Adelaide, as well as being of strategic importance to the state.

4.3.1.1 Planning, Development and Infrastructure Act 2016

The South Australian planning system is established under the *Planning, Development and Infrastructure Act 2016* (PDI Act) and subordinate regulations. The objects of the PDI Act set out the Act's intent to support and enhance the state's liveability and prosperity by creating an effective, efficient and enabling planning system, that promotes and facilitates development consistent with planning principles and policies and facilitates the development of infrastructure that will benefit the community.

The PDI Act recognises Parafield Airport as 'essential infrastructure' and provides policy mechanisms which intend to safeguard airport operations from inappropriate off-airport development by:

- Establishing a system of strategic planning which governs development at a high level
- The creation of the Planning and Design Code with policies to guide and control development
- Maintaining appropriate public participation in the strategic planning process and the assessment of development proposals
- Establishing a system of development referrals to relevant third-party bodies for subject matter expert input
- The establishment of various decision-making authorities.

4.3.1.2 State Planning Policies

State planning policies set out a vision and framework for land use that aims to improve liveability, sustainability and prosperity of the state. They are issued by the Minister for Planning under the PDI Act and seek to address key, strategic priorities for South Australia.

State Planning Policy 11: Strategic Transport Infrastructure acknowledges Parafield Airport as a strategic airport at which operations must be protected. Specific reference is made to the importance of implementing policy which provides guidance on the National Airports Safeguarding Framework.

At a broader level, State Planning Policy 9: Employment Lands talks to the need for the protection of important land holdings from encroachment from incompatible land uses.

	PARAFIELD AIRPORT PLANNING SYSTEM Airports Act 1996 (Cth)	SOUTH AUSTRALIAN PLANNING SYSTEM Planning, Development and Infrastructure Act 2016 (SA)
Strategic Planning	Airport Master Plan <ul style="list-style-type: none"> Reviewed and updated every eight years (previously every five years) 20-year planning horizon Extensive consultation Takes into account state and local government strategic plans Approved by the Commonwealth Minister for Infrastructure 	State Planning Policies <ul style="list-style-type: none"> Reviewed regularly Extensive consultation Takes into account State Government strategic plans and informs regional plans and local strategic planning Authorised by the South Australian Minister for Planning and Local Government
Policy Formulation	Land Use Plan (included in Master Plan) <ul style="list-style-type: none"> Updated every eight years through the airport master planning process Extensive consultation Minor variations through extensive consultation process Approved by the Commonwealth Minister for Infrastructure 	Regional Plans <ul style="list-style-type: none"> Prepared for declared Planning Regions across South Australia Consider 15-30 year horizon and reviewed periodically Extensive consultation Authorised by the South Australian Minister for Planning
Development Assessment (excluding major developments)	Development Assessment Process <ul style="list-style-type: none"> Assessed against the airport Master Plan Three categories of development Commonwealth agency referral for certain applications Public consultation for Performance Assessed – Merit applications (optional) Decision by PAL for Performance Assessed- Envisaged and Performance Assessed – Merit applications 	Development Assessment Process (as of March 2021) <ul style="list-style-type: none"> Assessed against the Planning and Design Code Three categories of development Agency referral in particular circumstances Public consultation in particular circumstances Decision possible by multiple relevant authorities, depending on category of development
Major Development or Major Project	Part 5, Division 4 – Airports Act 1996 <ul style="list-style-type: none"> Impact assessment (Major Development Plan) Extensive consultation PAL certification on consultation and progression of application Approved by the Commonwealth Minister for Infrastructure 	Part 7, Division 2 – Planning Development and Infrastructure Act 2016 <ul style="list-style-type: none"> Impact Assessed Development Public and agency consultation Detailed assessment by the State Planning Commission Decision of the South Australian Minister for Planning

Figure 4-2: Comparison of the Parafield Airport and South Australian planning systems

4.3.1.3 Regional Plan – 30 Year Plan for Greater Adelaide

Regional plans are contextual strategic documents which establish a long-term vision (15 – 30 years) for a particular area of South Australia relating to the integration of land use, transport infrastructure and the public realm.

Parafield Airport is located within the Greater Adelaide Region. The 30-Year Plan for Greater Adelaide provides a framework for how Adelaide can grow to become a more liveable, competitive and sustainable city. It guides the long-term growth of the city and its surrounds over the next 30 years.

The 30-Year Plan (2017 update) recognises the importance of airports as major economic infrastructure and establishes a policy position which seeks to protect airports from encroachment from incompatible development and facilitate further economic activity.

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

In early 2023, the State Planning Commission formally initiated work to update the current 30-Year Plan for Greater Adelaide, culminating in the release of the *Greater Adelaide Regional Plan Discussion Paper* in mid-August 2023 to gather stakeholder and community feedback on key themes which will be used by the State Planning Commission when preparing the plan itself. PAL has and will continue to engage with the process and provide input as necessary to ensure the operation of Parafield Airport continues to be adequately considered and protected.

4.3.1.4 Planning and Design Code

South Australia completed the modernisation of its planning system in 2021 with the implementation of planning reforms. The principal document for development assessment, the Planning and Design Code, has replaced all individual local council development plans to provide a single state-wide set of planning rules.

The Planning and Design Code includes a comprehensive set of policies, rules and classifications which are applied to development assessments outside of the airport land. The Code is structured with the following policy layers.

Overlays – are a tool used to express state planning policies and specific planning issues of state interest. Overlay policies take precedence over all other Code layers (zone, subzone and general development policies) and set out referral requirements to a third-party body for expert input.

Land surrounding Parafield Airport is subject to a number of aviation related overlays which seek to both safeguard airport operations and mitigate potential impacts. The following overlays are applicable:

- **Airport Building Heights (Regulated) Overlay** – seeks to manage the potential impacts of buildings on the operational and safety requirements of the airport
- **Aircraft Noise Exposure Overlay** – seeks to ensure that development which is sensitive to aircraft noise is designed and located in a manner that manages noise intrusion to reduce land use conflict and protect human health.
- **Building Near Airfields Overlay** – seeks to manage lighting and wildlife attraction impacts, and to a lesser degree building induced windshear and turbulence impacts on the airport.

Zones – are the primary organising layer of the Code and all land within South Australia is included within a zone. Zones set out planning policies and rules relating to the use, intensity of activities and built form characteristics that are anticipated within a particular area as well as public consultation and referral requirements. Parafield Airport is located within the 'Commonwealth Facilities Zone'.

Subzones – are created in particular locations where there are exceptional differences from zone policies to provide additional policy for consideration as part of the development assessment process. Subzones do not seek to detract from the parent zone, but rather to vary policy application for local circumstance.

General Development Policies – are supporting policies contained in zones and subzones which provide detail on what can occur in an area. They provide guidance on how a development should occur and are more functional in nature. General development policies are applied across multiple zones and subzones.

4.4 Local Government Context

The PDI Act makes provision for policies within the various policy layers to be updated and amended. Updates may be initiated by a range of stakeholders and, where applicable, PAL receives notification of the change proposal and makes representation to ensure that the operation of Parafield Airport continues to be safeguarded. PAL will work with the South Australian government to seek an update to the Aircraft Noise Exposure Overlay to reflect the new Australian Noise Exposure Forecast presented in this Master Plan 2024 (see Section 12 and Section 13 for further information).

4.3.1.5 Infrastructure SA 20-Year State Infrastructure Strategy 2020

Infrastructure SA was established by the South Australian Government in 2018 as an independent advisory body on matters pertaining to infrastructure development and priorities in South Australia. In line with the *Infrastructure SA Act 2018*, Infrastructure SA is required to develop a 20-Year State Infrastructure Strategy.

The first 20-Year State Infrastructure Strategy was published in May 2020 and identifies multiple priorities across various focus areas to guide investment decisions. Within this Strategy, there is recognition that airports are critical items of transport infrastructure which support essential services and have significant maintenance obligations.

A review of the 20-Year State Infrastructure Strategy is required every five years and Infrastructure SA have commenced preparation of that strategy with a release of a Discussion Paper in late 2023 for public comment. PAL has and will continue to engage with the process and provide input as necessary to ensure the protection of Parafield Airport as nationally significant infrastructure and promote the need for the reliable and timely provision of services infrastructure to support planned growth, sustainability initiatives and new and innovative technologies such as electric vehicle take-off and landing (eVTOL) aircraft.

4.3.1.6 Shop Trading Hours Act 1977

Consumer trading occurring at federally-leased airports is regulated by the Commonwealth's Airports (Control of On-Airport Activities) Regulations 1997. Trading occurring on the Parafield Airport site is also subject to the provisions of the South Australian *Shop Trading Hours Act 1977*. As a consequence, there are a range of different trading restrictions placed on businesses located at Parafield Airport, depending on their characteristics.

Parafield Airport is located within the local government area of the City of Salisbury and in close proximity to the City of Tea Tree Gully, City of Playford and City of Port Adelaide Enfield as shown in Figure 2.3.

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

4.4.1 City of Salisbury City Plan 2035

The City of Salisbury City Plan 2035 was prepared in 2020 and is the Council's highest order strategic document. It guides decision making over a 15-year period and identifies where Council will advocate for key matters which are in the interests of its community.

The Plan is an expression of how the City of Salisbury will achieve its vision to be 'a progressive, sustainable and connected community'.

The City Plan 2035 has three external looking directions, and one inward looking direction as follows:

- A welcoming and liveable city
- A sustainable city
- A growing city that creates new opportunities
- Innovation and business development (inward looking direction).

While not specifically identifying Parafield Airport within any of the directions, the Plan does identify the City's intention to advocate for increased capacity and railway grade separation along Kings Road to better enable freight movements to the Northern Connector. As described in Section 10, PAL will consider how any improvements integrate with its internal road network as described in Section 10.

4.4.2 Surrounding Local Government Areas

Planning across greater Adelaide must consider the operations of Parafield Airport as there are wider planning considerations for other local government authorities that are not directly adjacent to the airport. Due to the airspace structure within the Adelaide basin, aircraft operations occurring from Parafield Airport transit areas to the north-west and north-east of the airport via defined routes. These defined routes enable aircraft to depart the Parafield area to both the designated Western Training Area and beyond.

The training area is airspace specifically set aside to enable trainee pilots to practice aircraft manoeuvring and is defined generally as an area between St Kilda in the south-east, Long Plains in the north-east, Thompson Beach to the north-west and Outer Harbor to the south-west.

PAL advocates for the Planning and Design Code, and proponents of new developments occurring on land both surrounding the airport and in areas exposed to aircraft noise, to take into account the operational characteristics of the airport.

Further information on these planning considerations is included in Section 12.