

ADELAIDE (CITY) DEVELOPMENT PLAN

**INSTITUTIONAL (ST ANDREW'S) DEVELOPMENT
PLAN AMENDMENT**

**SUMMARY OF CONSULTATION AND
RECOMMENDED AMENDMENTS REPORT FOR
THE MINISTER FOR PLANNING**

**BY THE DEVELOPMENT POLICY ADVISORY
COMMITTEE**

1. INTRODUCTION

This report sets out the results of the consultation and the matters raised during the Public Consultation period, in respect to the draft Institutional (St Andrew's) Development Plan Amendment, together with recommendations regarding the draft Development Plan Amendment.

2. CONSULTATION

Consultation process

Statutory consultation with State Government Agencies, Councils and the community, has been undertaken in accordance with the draft Development Plan Amendment process B and in accordance with Section 26 of the *Development Act 1993*.

The consultation period commenced on 26 September 2013 and concluded on 21 November 2013.

A list of the State Government Agencies, organisations and persons who were advised of the draft Development Plan Amendment, is contained in **Attachment A**.

Public notification

Notices were published in the Government Gazette and The Advertiser on 26 September 2013. Copies of statutory and other public notification documents are contained in **Attachment B**. The draft Development Plan Amendment was placed on display at the offices of the Department of Planning, Transport and Infrastructure (North Terrace, Adelaide) and was made available at the Offices of the City of Adelaide. The draft Development Plan Amendment was also available for viewing at www.sa.gov.au/planning/dpas.

Public Meeting

Three (3) requests were received to be heard in support of the respective submissions and a Public Meeting was held on Thursday 12 December 2013, in the James Alexander Room, Mercure Grosvenor Hotel, North Terrace Adelaide. Table 1 below sets out the parties whom made submissions at the Public Meeting.

	TABLE 1 : PUBLIC MEETING SUBMISSIONS	Submission Number
1.	Dr Heather Nimmo – Secretary South East City Residents Association	P003
2.	Mr David Chick, Adelaide City Council	P006
3.	Mr Phillip Brunning, on behalf of St Andrew's Hospital	P008

3. SUBMISSIONS

Public submissions

Ten (10) public submissions have been received. The main issues/comments which have been raised in the submissions are set out below:

- Interface issues, such as building scale, overlooking and overshadowing of dwellings in adjacent residential zones.

- Extent of mixed use allowed in the proposed zone is too great and primary focus should be on medical related activities.
- Catalyst sites should be limited to a maximum of six (6) storeys.
- Traffic impact associated with access from side streets / lanes and Gilles Street.
- On site car parking requirements.

A summary of submissions is contained in **Attachment C**.

Submission from the Adelaide City Council

A submission has also been received from the City of Adelaide. The key points from the submission are set out below:

- Does not support the process for implementing the policy – particularly the use of interim operation.
- Vehicle parking generation from increased development of the precinct should be assessed to determine appropriate Development Plan Standards, and not simply extrapolated from the Capital City DPA.
- Small scale retail development allowed in the zone may partly replicate the role of Main Street Zones. Retail investigations have not been undertaken to support this proposal.
- Policy should reinforce that primary uses are hospital and medical related.
- Development two (2) storeys and above should be Category 2.

A summary of submissions is contained in **Attachment C**.

State Government Agency submissions

Five (5) submissions have been received from State Government Agencies. The issues/comments which have been raised are only minor or technical. A summary of submissions is contained in **Attachment D**.

Public's access to submissions about the Development Plan Amendment

Copies of all submissions were made available for public review from 22 November 2013 to 12 December 2013 at www.sa.gov.au/planning/dpas and at the Department's office.

DISCUSSION

A summary of the key issues which have been raised and DPAC's recommendations are set out below:

- **Mixed Use**

A number of submissions generally agree with the establishment of the Institutional (St Andrew's) Zone, supporting existing activities and future development of the precinct as a medical hub. However, some community submissions have queried the extent of other uses allowed (including residential, retail and commercial), and whether non medical related activity should be allowed.

The *30 Year Plan for Greater Adelaide* (The Plan) identifies all of South Terrace for medium-rise mixed-use development and the range of land uses allowed in the Institutional (St Andrew's) Zone is consistent with the directions of The Plan. More specifically, the proposed Zone identifies that it will accommodate a major city hospital and be supported by a range of medical services and other uses that provide services and facilities for staff, patients and

visitors, and may also accommodate residential development and small scale shops and cafes, primarily as part of mixed use buildings.

While DPAC supports this land use mix as it reflects the directions of The Plan, it is recommended that the policy be amended to clearly state that hospital and medical related uses are the primary focus for the zone and therefore should be the predominate land uses.

Recommendation

That the draft Development Plan Amendment be amended to clearly state that the primary focus for the proposed Institutional (St Andrew's) Zone is medical related activity and that other uses should only be ancillary to this primary use.

• **Interface**

Submissions from residents have raised concerns about potential impacts at the interface between new commercial development within the proposed Institutional (St Andrew's) Zone and existing dwellings in the adjoining residential zone. Concerns are predominantly based around overshadowing, overlooking and built scale.

DPAC is of the view that appropriate interface policy is important, particularly in light of close proximity of adjacent residential development, some of which are local heritage places in an existing Residential (Historic) Conservation Zone.

While DPAC notes that there are a range of interface policies in the Council-wide general provisions in the Adelaide (City) Development Plan (including in relation to overlooking and overshadowing), clear policy in the proposed Institutional (St Andrew's) Zone, is recommended to ensure built form interface impacts can be appropriately managed in this instance. DPAC therefore recommends the inclusion of a more prescriptive policy including building envelope policy (or other similar measure) in the proposed Zone. The following policy that was applied in the recent Inner Metropolitan Growth DPA (as set out below) is recommended to be used.

To minimise building massing at the interface with residential development outside of the zone, buildings should be constructed within a building envelope provided by a 30 degree plane, measured from a height of 3 metres above natural ground level at the zone boundary (except where this boundary is a primary road frontage), as illustrated in Figure 1:

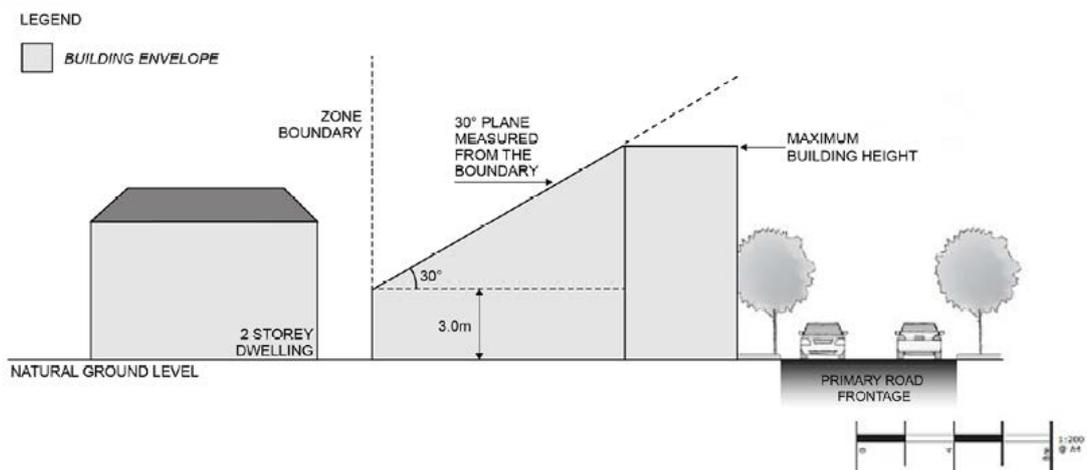


Figure 1

Recommendation

That clearer policy addressing interface impacts with adjoining residential zones, such as a building envelope provision applied in the Inner Metropolitan Growth DPA, be included in the proposed Institutional (St Andrew's) Zone.

- **Catalyst Sites**

Some submissions from the community have requested that a height limit be prescribed in the zone in relation to catalyst sites, and suggested that this height be capped at six (6) storeys.

DPAC notes that the catalyst site provisions that apply in the new zone are a continuation of existing policy contained in the Residential (Waverley) Zone (which previously applied to the area affected by the draft Development Plan Amendment).

The submission on behalf of St Andrew's Hospital has requested a slight adjustment to the policy (refer to Principle of Development Control 10) so that uses envisaged on catalyst sites reflect those for the zone more generally, rather than relying on the broader term 'commercial or mixed use' to cover such uses. Given the focus for the zone on medical related uses, DPAC supports this change.

Recommendation

That the catalyst site policy be amended so that the range of uses match the envisaged uses identified in the zone (as per Principle of Development Control 1 in the proposed Institutional [St Andrew's] Zone).

- **Traffic, Access, and Parking**

Submissions from the community have expressed concern about increased traffic in local streets and have requested that access to sites within the proposed Zone be from South Terrace. The St Andrew's Hospital submission suggests that the policy in the draft DPA, which seeks to have access to the hospital site from South Terrace, may be impractical and should also be allowed from Gilles Street.

The draft DPA seeks to have access to the site (other than in relation to the hospital) from side and rear lanes where possible. To minimise impacts on nearby residences, DPAC recommends that access to sites within the zone be from South Terrace where possible.

In relation to the hospital site, there are a number of existing access points from Gilles Street, as well as from St John's Lane. It is therefore reasonable for access to be maintained from these roads, although any increase in intensity considered should be directed towards either Gilles Street or South Terrace, thereby minimising any increased impacts on the adjoining residential areas.

Some of the submissions from the community and the Adelaide City Council submission have questioned the on-site car parking requirements for the proposed zone and suggested that area specific detailed investigations should be undertaken to inform car parking requirements.

The Adelaide (City) Development Plan's car parking table (Table Ad/7) is divided into two sections – one containing car parking rates for various of uses when located in a Residential Zone, and then a second part for various uses when located in the Capital City or mixed use zones. The draft Development Plan Amendment proposes to include the Institutional (St Andrew's) Zone in the non-residential section of Table Ad/7. Given the commercial / mixed use nature of the zone, this is considered appropriate.

The submission from the St. Andrews Hospital also noted that it may not always be practical to provide car parking behind existing buildings, and in relation to multi deck car parking facilities policy that requires them to be 'disguised' should use alternate wording.

The car parking policy in the proposed Zone (car parking to be located) behind buildings where possible, is a desirable aim, however in practice the location of existing car parking facilities varies within the area. In addition, the community has expressed a preference that access should be provided from South Terrace however this would make rear car parking difficult in many instances. DPAC therefore recommends removal of this provision (Principle of Development Control 17). Existing general provisions in the council wide section of the Adelaide (City) Development Plan address design and appearance of car parking facilities / areas. DPAC also supports the hospital's request that alternate wording be used (ie in place of facilities being 'disguised') in relation to the appearance of multi deck car parking facilities, using positive design related policy to achieve a desirable outcome.

Recommendations

1. *That traffic and access policy in the proposed Zone be amended so that where possible access be obtained from South Terrace, and in relation to the hospital site South Terrace or Gilles Street.*
2. *That Principle of Development Control 17 in the proposed Zone be deleted.*
3. *That Principle of Development Control 9(d) be amended to use alternate wording to achieve a positive design outcome, instead of 'disguise'.*

• **Categories of Public Notification**

The Adelaide City Council and a number of submissions from the community have requested that any development above two (2) storeys in height, be assigned as Category 2 development.

DPAC understands that the approach to public notification categories in the draft Development Plan Amendment, is based on the following principles:

- Development that is clearly envisaged by the zoning rules is Category 1 – no notification.
- Development that is broadly envisaged by the zoning rules but may exceed design guidelines is Category 2 – adjacent land owners or occupiers are notified.
- Anything that is outside the intent of the zoning rules is Category 3 – full public notification and third party appeal rights.

DPAC is of the view that these principles are generally sound and are typically used in Development Plans across the State.

Recommendation

No change to draft Development Plan Amendment.

• **Interim Operation**

A number of submissions have raised concerns with the use of interim operation for the draft Development Plan Amendment. In this respect, DPAC advises that caution should be exercised in relation to the use of interim operation in connection with Development Plan Amendments and that, by and large, interim operation should only be used in respect of

Development Plan Amendments that propose restrictions on inappropriate development, as opposed to those that propose to enable development.

- **Minor / Technical changes**

DPAC also recommends that a number of minor and technical changes as contained in the *Summary of public and council submissions* (Attachment C), be made to the draft DPA.

RECOMMENDED AMENDMENTS FOLLOWING CONSULTATION

Based on a review of all the submissions, the Development Policy Advisory Committee recommends that the following amendments be made to the draft Development Plan Amendment:

1. *That the draft Development Plan Amendment be amended to clearly state that the primary focus for the proposed Institutional (St Andrew's) Zone, is associated with medical related activity*
2. *That clearer policy addressing interface impacts with adjoining residential zones, such as a building envelope provision, be included in the proposed Institutional (St Andrew's) Zone.*
3. *That the catalyst site policy be amended so that the range of uses match the envisaged uses identified in the zone (as per Principle of Development Control 1 in proposed DPA).*
4. *That traffic and access policy in the proposed Zone be amended so that where possible access be obtained from South Terrace, and in relation to the hospital site South Terrace or Gilles Street.*
5. *That traffic and access policy in the proposed Zone be amended so that where possible access be obtained from South Terrace, and in relation to the hospital site South Terrace or Gilles Street.*
6. *That Principle of Development Control 17 in the proposed Zone be deleted.*
7. *That Principle of Development Control 9(d) be amended to use alternate wording to achieve a positive design outcome, instead of 'disguise'.*



.....
Mario Barone FPIA
Presiding Member
DEVELOPMENT POLICY ADVISORY COMMITTEE

Date: 17 February 2014