



Government of South Australia

Department of Planning,  
Transport and Infrastructure

## **Adelaide (City) Development Plan**

### **ADELAIDE OVAL FOOTBRIDGE**

### **Development Plan Amendment**

**By the Minister**

### **THE AMENDMENT**

Declared by the Minister for Planning to be an approved amendment under Section 26 (8), of the *Development Act 1993*

A handwritten signature in blue ink, appearing to be 'JWR', written over a dotted line.

Signature

18 JUL 2013

Date of Gazette



# Approval DPA

## Background

The Adelaide Oval Footbridge Development Plan Amendment (DPA) by the Minister amends the Adelaide (City) Development Plan.

This DPA was undertaken as a DPA process B, which included:

- an Initiation Document agreed 14 January 2013
- a DPA released for concurrent agency, council and public consultation from 24 January 2013 to 20 March 2013
- Public Meeting conducted by the Development Policy Advisory Committee (DPAC) Public Meeting Subcommittee on 9 April 2013.

## Consultation

A total of eighteen (18) public submissions, one (1) council submission and nine (9) agency submissions were received in relation to the DPA during the consultation period. Five (5) verbal submissions were made at the Public Meeting.

## Approval Stage

Based on a review of all submissions and the recommendations of DPAC, the following key alterations have been made to the Amendment:

### ***Institutional (Riverbank) Zone***

- (1) Reinstate Principle 25(b) (Non-complying development) as amended below:
  - (b) Building work inç[ ]çâ \* the demolition of a State Heritage Place except;
    - (i) In relation to the establishment of a pedestrian footbridge between the north and south banks of the Torrens Lake, including:
      - Construction and associated infrastructure works (plant and equipment facilities)
      - Integrated plaza areas and landscaping
      - Bistro and office facilities integrated with the pedestrian footbridge and Adelaide Festival Centre, within the area represented on Figure I/1.



## Amendment Instructions Table

**Name of Local Government Area:** Adelaide City Council

**Name of Development Plan:** Adelaide (City) Development Plan

**Name of DPA:** Adelaide Oval Footbridge

*The following amendment instructions (at the time of drafting) relate to the Adelaide City Council Development Plan consolidated on 4 April 2013.*

*Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

*Please note that this DPA supercedes the Adelaide Oval Footbridge Development Plan Amendment brought into interim operation on 24 January 2013.*

Amendment Instruction Number	Method of Change	Detail what is to be replaced or deleted or detail where new policy is to be inserted.	Detail what material is to be inserted (if applicable, i.e., use for <u>Insert</u> or <u>Replace</u> methods of change only).	Is Renumbering required (Y/N)	Subsequent Policy cross-references requiring update (Y/N) if yes please specify.
	<ul style="list-style-type: none"> <li>• Replace</li> <li>• Delete</li> <li>• Insert</li> </ul>	<ul style="list-style-type: none"> <li>• Objective (Obj)</li> <li>• Principle of Development Control (PDC)</li> <li>• Desired Character Statement (DCS)</li> <li>• Map/Table No.</li> <li>• Other (Specify)</li> </ul>			

**COUNCIL WIDE / GENERAL PROVISIONS** (including figures and illustrations contained in the text)

Amendments required (Yes/No):

**ZONE AND/OR POLICY AREA AND/OR PRECINCT PROVISIONS** (including figures and illustrations contained in the text)

Amendments required (Yes/No):

### **I1 INSTITUTIONAL (RIVERBANK) ZONE**

1	Insert	Principle of Development Control 26	Insert the following text (as shown in <b>bold</b> ) immediately after part (a):	Yes	No
			<p><b>(b) Building work [b] the demolition of a State Heritage Place except;</b></p> <p><b>(i) in relation to the establishment of a pedestrian footbridge between the north and south banks of the Torrens Lake, including:</b></p> <p style="padding-left: 40px;"><b>A. construction and associated infrastructure works</b></p>		

			<p>(plant and equipment facilities)</p> <p><b>B. integrated plaza areas and landscaping</b></p> <p><b>C. bistro and office facilities integrated with the pedestrian footbridge and Adelaide Festival Centre, within the area represented on Figure I/1.</b></p>		
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**TABLES**

Amendments required (Yes/No):

**MAPPING (Structure Plans, Overlays, Enlargements, Zone Maps & Policy Area Maps)**

Amendments required (Yes/No):



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**By the Minister**

**EXECUTIVE SUMMARY AND  
ANALYSIS RELEASED FOR  
CONSULTATION FROM 24  
JANUARY 2013 TO 20 MARCH  
2013**





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## THE AMENDMENT

# **EXECUTIVE SUMMARY**

## **INTRODUCTION**

The *Development Act 1993* provides the legislative framework for undertaking amendments to a Development Plan. The Act allows either the relevant council or, under prescribed circumstances, the Minister for Planning to amend a Development Plan.

In this case, the Minister is undertaking the amendment because he is of the opinion that the matter is of significant social, economic or environmental importance (Section 24(1)(g) of the *Development Act 1993*).

A Development Plan Amendment (DPA) (this document) explains what policy changes are being proposed and why, and how the amendment process will be conducted.

A DPA consists of:

- Executive Summary (this section)
- Analysis, which may include:
  - Background information
  - Investigations
  - Conclusions and Recommended policy changes
  - Statement of statutory compliance
- References/Bibliography
- Appendices
- The Amendment.

## **NEED FOR THE AMENDMENT**

The DPA proposes policy amendments and mapping alterations to the Institutional (Riverbank) and Park Lands Zones, including the Adelaide Oval Policy Area 25 of the Parklands Zone, to recognise a pedestrian and cycling link across the Torrens Lake. The area affected by the DPA encompasses these two zones contained within the Adelaide (City) Development Plan.

Both zones are characterised by an intense aggregation of high profile cultural, political, entertainment, and infrastructure institutions. These include the South Australian Parliament, the Adelaide Festival Centre, the Adelaide Convention Centre, Central Adelaide Rail Station, the Adelaide Casino (SkyCity) and the Intercontinental Hotel.

North of Torrens Lake is the Adelaide Oval, home to SACA (South Australian Cricket Association) and the future home of the South Australian National Football League (SANFL).

The policy amendments will reflect the Community Land Management Plan for Tarndanya Womma (Park 26), and the City of Adelaide Council's and the Government's intentions (identified through various recent strategic policy documents) to establish this link across the Torrens Lake. Recognition of this link

will be consistent with the form established for other links in the City which are recognised in the Development Plan.

The pedestrian footbridge is proposed over the Torrens Lake, connecting the north and south banks of the Torrens. The footbridge is an integral part of the South Australian Government's Master Plan for the entire Riverbank precinct.

In September 2011 the Master Plan for Adelaide's Riverbank Precinct was publicly released, introducing a range of guiding principles intended to inform long-term strategic planning and design directions for future development in the precinct. These directions included the provision of a footbridge to link the city and the cultural and political facilities with the north side of the Torrens Lake, recreation space, sporting venues including tennis, cricket and football facilities.

The *Riverbank Master Plan (November 2011)* identified six new destinations (refer to **figure 1** below) that should be considered as part of the broader revitalisation of the area, including a pedestrian footbridge capable of tying together the upgraded Adelaide Oval with the City and key locations of the precinct.

**Figure 1:** Riverbank Master Plan – six key destinations



**Source:** Riverbank Master Plan (November 2011)

A key driver for the prioritised implementation of the Riverbank Master Plan is the need to deliver by summer 2013/2014 a direct pedestrian link across the Torrens Lake particularly to connect high priority projects of the Riverbank Precinct to Adelaide Oval and create a positive environment for commercial investment in the Precinct.

## AREA AFFECTED DEVELOPMENT PLAN

The area affected by the Adelaide Oval Footbridge DPA includes a portion of the area known as Tarndanya Womma (Park 26) directly south of the proposed southern entrance to Adelaide Oval abutting War Memorial Drive. The pedestrian footbridge is proposed to extend across the Torrens Lake and land on the southern bank, immediately west of the Dunstan Playhouse. Although within the area of the Parklands, the southern extent of the bridge and associated works is within the I1, Institutional (Riverbank) Zone and outside of Park 26. The area affected is shown on **Figure 2**.

The pedestrian footbridge and associated works will largely be constructed on portions of Park Land under the care, control and management of the Adelaide City Council, and on relatively smaller portions of property under the ownership of the Minister for the Arts and the Minister for Transport and Infrastructure.

The pedestrian footbridge and associated works, including a plaza, bistro and office facilities, are proposed in:

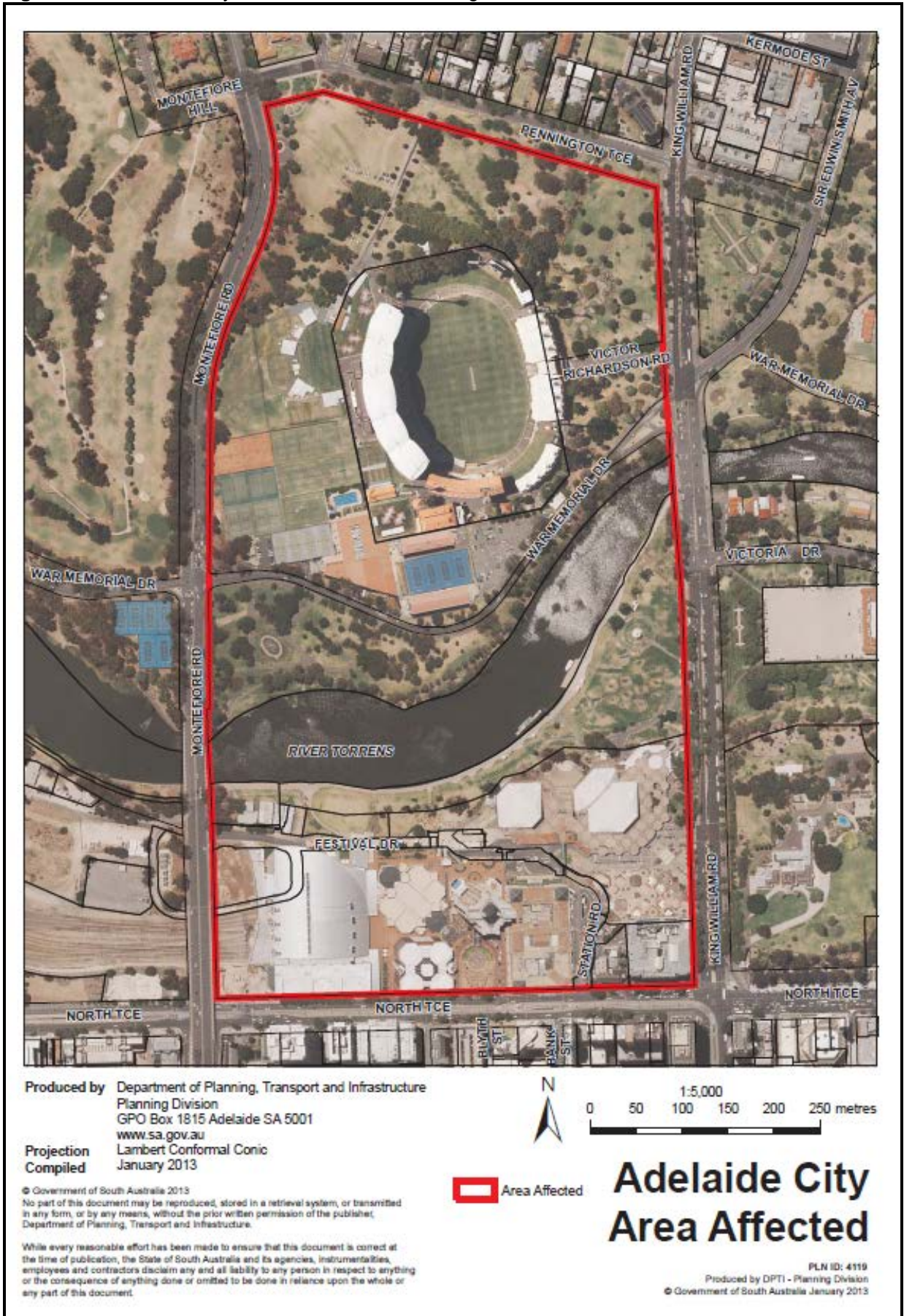
- Portion of Section 1639 in Hundred Plan 106100, Crown Record Volume 6074 Folio 515 in the Hundred of Adelaide (northern bank) under the care and control of the Corporation of the City Adelaide;
- Portion of Allotment 4 in Filed Plan 41835, Crown Record Volume 5807 Folio 964 in the Hundred of Adelaide (Torrens Lake bed) under the care and control of the Corporation of the City of Adelaide;
- Portion of Section 6026 in Hundred Plan 105100, Crown Record Volume 5999 Folio 42 in the Hundred of Adelaide (southern bank) under the care and control of the Corporation of the City Adelaide;
- Portion of Allotment 100 in Deposited Plan 59055, Certificate Title Volume 5895 Folio 158 in the Hundred of Adelaide under the ownership of the Minister for the Arts;
- Portion of Allotment 9 in Deposited Plan 46426, Certificate Title Volume 5522 Folio 16 in the Hundred of Adelaide under the ownership of the Minister for Transport and Infrastructure; and
- Portion of Allotment Piece 1 in Deposited Plan 46426, Certificate of Title Volume 5853 Folio 305 in the Hundred of Adelaide under the ownership of the Minister for Transport and Infrastructure.

The following Development Plans are affected by this DPA:

- Adelaide (City) Development Plan.



**Figure 2: Area affected by the Adelaide Oval Footbridge DPA**



## **PROPOSED POLICY CHANGES**

The DPA will also introduce amendments and mapping alterations to the two affected zones, the Institutional (Riverbank) Zone and the Park Lands Zone, including Adelaide Oval Policy Area 25. Such amendments include:

- Additional text for the Desired Character Statements for each area to actively contemplate the pedestrian footbridge;
- An additional Principle of Development Control and amendments to current provisions for each area to guide the form and function of the footbridge;
- Amendment to the Non-complying development lists in both affected zones, to enable the construction of a pedestrian footbridge and associated works including the proposed plaza area, bistro and office facilities, to be assessed on a merit basis; and
- Amendments to affected maps to show a future pedestrian footbridge, specifically amending Figure I/1 in the Institutional (Riverbank) Zone and Policy Area Maps Adel/44 and Adel/49 in the Park Lands Zone – Policy Area 25.

Additional minor amendments include:

- Replacement of Map Adel/1 (Overlay 8) with an updated Map indicatively showing a pedestrian footbridge across the Torrens Lake.
- Deletion of two 'dated' Principles of Development Control contained in the Park Lands Zone, Adelaide Oval Policy Area 25.

## **LEGAL REQUIREMENTS**

Prior to the preparation of this DPA, the Minister received advice from a person or persons holding prescribed qualifications pursuant to Section 26(3) of the *Development Act 1993*.

The DPA has assessed the extent to which the proposed amendment:

- accords with the Planning Strategy
- accords with other parts of the Development Plans
- complements the policies in Development Plans for adjoining areas
- satisfies the requirements prescribed by the Regulations under the *Development Act 1993*.

## **INTERIM OPERATION**

This DPA has been brought in on Interim Operation pursuant to Section 28(1) of the *Development Act 1993*.

The use of interim operation is recommended for this DPA on the basis that the DPA is aimed at ensuring the orderly and proper development of the area as part of the broader Adelaide Oval redevelopment.

## **CONSULTATION**

This document is now released for concurrent agency and public consultation for a period of eight weeks.

The organisations and agencies that will be consulted include:

- Department of Planning Transport and Infrastructure
  - Public Transport Services
  - Transport Services Division
  - Office for Recreation and Sport
  - Office for Major Projects and Infrastructure
- Department of Environment, Water and Natural Resources
  - Environment Protection Authority
  - Adelaide and Mount Lofty Ranges NRM Board
  - Heritage Division
- South Australian Tourism Commission
- ArtsSA
- Department of Premier and Cabinet
  - Government Architect's Office
- Aboriginal Affairs and Reconciliation Division
- Department of Justice
  - State Emergency Service
  - South Australian Police
- Department of Treasury and Finance
- South Australian National Football League (SANFL)
- Stadium Management Authority (SMA)
- South Australian Cricket Association (SACA)
- City of Adelaide
- Tennis Australia
- Next Generation
- Intercontinental Hotel
- Sky City Casino
- Adelaide Festival Centre
- Adelaide Convention Centre
- Planning Institute of Australia (SA Division)
- Local Member of Parliament for Adelaide
- Conservation Council of South Australia

All public submissions made during the consultation phase will be considered by the Development Policy Advisory Committee, which is an independent body responsible for conducting the consultation stage of Ministerial DPAs. Changes to the DPA may occur as a result of this consultation process.

## **THE FINAL STAGE**

When the Development Policy Advisory Committee has considered the comments received and heard all the public submissions, it will provide the Minister for Planning with a report on its findings.

The Minister for Planning will then either approve (with or without changes) or refuse the DPA.

*Note: This Executive Summary is for information only and does not form part of the Amendment to the Development Plan.*





# 1. ANALYSIS

## 1.1 BACKGROUND

The Riverbank Precinct together with the Adelaide Oval Redevelopment are considered key elements of the State Government's strategic objective to make Adelaide a more vibrant city. To achieve this, it is recognised that opportunity to link these key elements be extended to integrate with the social, cultural, entertainment commercial and transportation infrastructure in the City that form part of the Precinct and beyond to the south.

Over the years there have been various studies and plans prepared for this area which acknowledge the need to create connections and better integration of the river to the City:

- *The Foster & Associates Precinct Master Plan of 1999* specifically promoted a bridge over the lake from the Festival Centre to Memorial Drive together with enhanced east west promenades and boardwalks but with only passive uses in the precinct.
- *The Hassell & Associates External Spaces Study of 2000* did not depict a bridge or crossing but promoted other links north, south east and west. Little activation was promoted in the scheme.
- *The TCL Masterplan of 2005* promoted better linkages and relationships between the river front and the developed areas to the south as well as a pedestrian bridge along the eastern face of the Morphett Street Bridge.

In November 2011, the State Government following extensive consultation released *The Riverbank Precinct Master Plan*. The Master Plan proposes a series of strategic initiatives intended to realise the potential of what is the City's most significant civic, cultural, entertainment and recreational precinct and central Adelaide's only river front address.

The Master Plan recommends key urban development strategies to revitalise the precinct incorporating redeveloped public spaces, redesigned parks, improved waterways and new building and infrastructure opportunities to populate and activate the area, including the development of a pedestrian footbridge.

The Master Plan was developed in accordance with a set of agreed Guiding Principles that describe the characteristics and processes of successful urban places. These Principles were established through a rigorous process of stakeholder engagement and incorporation of recognised community initiatives.

Since these plans, the Government in 2012 has commenced the redevelopment of the Adelaide Oval which incorporates a significant change to the Ovals role as a focus for South Australian sport and entertainment as well as a tourist destination in itself.

This changed role lends support to the activation of the Riverbank Precinct and the desire to provide ease of access, safety and convenience to the public.

In addition, the *Adelaide Park Lands Management Strategy "Towards 2020" (2005)* prepared by the Adelaide Park Lands Authority under the Adelaide Park Lands Act 2005, sets out the directions for the Park Lands to the year 2020. From this, and under the Local Government Act 1999, the Adelaide City Council has prepared the *Community Land Management Plan for Tarndanya Womma (Park 26) (2009)*.

These plans have been the subject of extensive consultation and both recognise the need for pedestrian connection over the Torrens Lake between the area of the Riverbank Precinct and Memorial Drive.

As the Development Plan does not currently recognise in a policy context this key link in the overall activation and integration of major attractors, it is intended to update the Development Plan to recognise and acknowledge plans that promote and encourage such a link in the form of a pedestrian and cycling footbridge.

## 2. THE STRATEGIC CONTEXT AND POLICY DIRECTIONS

### 2.1 CONSISTENCY WITH SOUTH AUSTRALIA'S STRATEGIC PLAN

#### Premiers Action Agenda 2012-2014

The amendment reflects the following strategic priorities established under the Premier's Action Agenda (2012-2014):

Priority	Contribution
Vibrant City	A pedestrian connection across the Torrens Lake will encourage pedestrian activity and movement in the precinct, improving access to key public transport nodes and directly connecting the redeveloped Adelaide Oval, Memorial Drive and the Riverbank precinct with Adelaide's CBD.
Safe and Healthy Neighbourhoods	A pedestrian connection will provide a safe and direct means of access to and egress from the redeveloped Adelaide Oval, reducing pedestrians' reliance on existing footpaths of King William Road (the Adelaide Bridge) and the Montefiori Road Bridge.

Released in 2011, the South Australian Strategic Plan outlines a medium to long term development strategy for the whole of South Australia. It performs two key functions:

- it provides a framework for the activities of the South Australian Government business and the community; and
- it provides a means of tracking state-wide progress with the targets acting as points of reference that can be assessed periodically.

The proposed policy change will reinforce and contribute to realising the following key targets in South Australia’s Strategic Plan (SASP):

SASP Target	Contribution
Target 1 – Urban Spaces: Increase the use of public spaces by the community	The policy amendments reinforce the desire for greater access to park lands and open space areas thus supporting the increasing use of public space by the community.
Target 4 – Tourism Industry Increase visitor expenditure in South Australia’s total tourism industry to \$8 billion and on Kangaroo Island to \$180 million.	Tourism interest derives from active, accessible and interesting facilities. The connectivity of key points of focus including Adelaide’s CBD, the Torrens Lake, Adelaide Oval and Memorial Drive will contribute to the tourism interest in the area and improve the potential for economic growth.
Target 23 – Social Participation: Increase the proportion of South Australians participating in social, community and economic activities by 2020.	Improved accessibility, convenience and range of facilities proximate to public transport networks improve the potential for public participation.
Target 63: Use of public transport	<p>Increase the use of public transport to 10% of metropolitan weekday passenger vehicle kilometres travelled by 2018.</p> <p>Creating greater accessibility to recreation, entertainment and city lifestyle functions, will enhance the desire and use for public transport.</p>

This DPA will support the strategic priorities listed above by:

- Amending Development Plan policy to assist and guide decision making and the future development of the Riverbank and associated areas in accordance with agreed strategies and plans.
- Providing for improved access between the Adelaide Railway Station / Riverbank Precinct and the Special Events and Memorial Drive areas by creating a direct link from Memorial Drive to and from the Riverbank Precinct (avoiding conflicts and traffic restrictions on King William Street / Road).

## 2.2 CONSISTENCY WITH THE PLANNING STRATEGY

The Planning Strategy presents current State Government policy for development in South Australia. In particular it seeks to guide and coordinate State Government activity in the construction and provision of services and infrastructure that influence the development of South Australia. It also indicates future development to the community, the private sector and local government.

The Planning Strategy currently comprises five volumes:

- The 30 Year Plan for Greater Adelaide 2010
- The Planning Strategy for the Outer Metropolitan Adelaide Region (December 2007)
- The Planning Strategy for Regional SA January 2003, as amended at December 2007)
- The Yorke Peninsula Regional Land Use Framework (December 2007)
- The Greater Mount Gambier Master Plan (February 2008).

The 30 Year Plan for Greater Adelaide, which is relevant to the City of Adelaide, the proposed Riverbank Precinct, and the redevelopment of the Adelaide Oval recognises the importance of safe and convenient access to these facilities and the locality and the Central Business District (CBD) generally.

The 30 Year Plan for Greater Adelaide sets out in Chapter D, Policies and Targets specifically for the Adelaide City Centre. The proposed link supports the achievement of a number of policies of the Plan, including:

- 8 Build on the strengths of existing key public spaces, such as revitalising Rundle Mall, creating a restaurant precinct on the Torrens River bank, delivering later stages of the North Terrace project and activating the laneways of the core precinct.*

The Torrens Lake is a key feature in the cityscape and it is the focus of a plan for rejuvenation in the Riverbank Precinct Master Plan. This amendment will lend support to that plan and the rejuvenation and revitalisation of the River Torrens bank, thus supporting this policy.

- 10 Reinforce the role of the Park Lands as a major recreational, sporting, natural and open-space asset servicing metropolitan Adelaide.*

Map E1 from the Plan contains a number of references relating to the riverbank precinct and Adelaide Oval redevelopment, including: *Provide a new pedestrian connection from Adelaide Railway Station to major sporting hub.*

With the rejuvenation of the river bank and the redevelopment of the Adelaide Oval, part of the functional improvement to pedestrian movement and access will be afforded by direct connection between the facilities. This ease of access will reinforce the role of the Park Lands particularly as the link will serve the State's premier sporting venues of football, cricket and tennis.

This DPA will support the principles listed above by:

- Enhancing key public spaces through improved pedestrian and cycling connection and access.
- Facilitating the creation of a restaurant precinct on the Torrens Bank by delivering a key connection to the events space at Adelaide Oval.
- Providing a new pedestrian connection from the Adelaide Oval Railway Station to a major sporting hub in line with Map E1.

## **2.3 CONSISTENCY WITH OTHER KEY POLICY DOCUMENTS**

This DPA accords with other key policy documents in the following manner:

- State Infrastructure Plan for South Australia (2004/05-2014/15);
- Adelaide City Strategic Management Plan (2012-2016);
- City of Adelaide Strategic Directions Report (2009);
- Adelaide Park Lands Management Strategy “Towards 2020” (2005); and
- Community Land Management Plan for Tarndanya Womma (Park 26) (2009).

### **2.3.1 State Infrastructure Plan**

The State Infrastructure Plan (2004/05-2014/15) sets out the following strategic priorities for infrastructure under the headings of ‘Transport’, ‘Recreation and Sport’ and ‘Natural Assets’.

#### *Transport*

*Coordinate the development of urban planning and the transport systems to maximise the economic, social and environmental benefits.*

One of the key benefits of the provision of policy to enable a pedestrian link to the sporting facilities in the Adelaide Oval Policy Area 25 is the direct connection to public transport at the Adelaide Railway Station and adjacent on North Terrace. This will encourage the use and efficiency of the public transport system.

#### *Recreation and Sport*

*Refocus the design, provision and distribution of appropriate recreation and sporting facilities throughout the State to improve access to and use of them at the community level.*

The redevelopment of the Adelaide Oval improves overall access to this major facility whilst the provision of a bridge connecting key city elements will improve localised access and use of these facilities.

## *Natural Assets*

*Develop innovative and environmentally friendly infrastructure solutions in parks and reserves to maximise the benefits from increased tourism.*

The policy amendment will encourage the development of facilities available to the public within the Adelaide Parklands that can reduce the effects of traffic and traffic conflicts, increase accessibility and functionality of the park areas, and are a more readily accessible area for tourists.

This DPA will introduce a policy framework which will assist in the attainment of the above objectives of the State Infrastructure Plan, particularly by:

- Providing a key pedestrian link between the sporting precincts and the Adelaide Railway Station.
- Improving access to and connection to the sporting precincts and the cultural and commercial precincts of the Adelaide CBD.
- Increasing accessibility and functionality of park areas and connecting both sides of the Torrens Lake riverbank.

### **2.3.2 Adelaide City Council's Strategic Management Plan**

The City of Adelaide Strategic Management Plan 2012-2016 recognises Adelaide as *the "... dynamic heart of the State's pursuits ..."* which is *"... safe and easy to get around ..."*.

The Plan also recognises the value of the Park Lands, heritage, accessibility and activation of public places.

#### *City of Great Places*

*Protect and activate the City's built heritage and Park Lands*

Part of the activation for the Park Lands and surrounds is the provision of convenient and safe pedestrian connections. The proposition for a bridge between the Adelaide Oval Precinct and the Riverbank Precinct supports this activation.

#### *Accessible City*

- Create great streets and paths for people
- Create a cycling and pedestrian friendly City
- Promote sustainable travel options
- Improve accessibility and connectivity into and within the City and Park Lands

The recognition of a bridge will encourage and support the greater accessibility, convenience and connectivity for pedestrians using the River Bank and the Adelaide Oval Precinct.

The DPA responds to the directions contained in the Adelaide City Council's Strategic Management Plan by:

- Providing convenient and safe pedestrian and cycling connections and improving activation opportunities between the Adelaide Oval Precinct and the Riverbank Precinct.
- The encouragement and support for the greater accessibility, convenience and connectivity for pedestrians and cyclists using the Riverbank and the Adelaide Oval Precinct.

### **2.3.3 City of Adelaide Strategic Directions Report**

This DPA is consistent with Council's most recent Section 30 Report published on 27 January 2009. Council identified a Park Lands DPA amongst others as an action to improve the effectiveness of the Development Plan. This DPA has not been commenced however, the Community Land Management Plan prepared by the Adelaide Park Lands Authority provides the strategic direction for development and management in the Park Lands and the Community Land Management Plan, currently in draft form.

The DPA responds to the directions contained in the City of Adelaide Strategic Directions Report by:

- Improving the relevance and effectiveness of the Development Plan and removing outdated or inconsistent references within Park Lands Zone - Adelaide Oval Policy Area 25.

### **2.3.4 Adelaide Park Lands Management Strategy "Towards 2020"**

A key focus of the Park Lands Management Strategy is to *"increase the community's use of the Park Lands, both formal and informal"* and *"ensure they are widely accessible to the public"*.

Past investigations and Master Plans have identified limited accessibility to the northern banks of the Torrens Lake and Pinky Flat in particular. To overcome this separation, previous plans have recommended a link between King William Street and Montefiore Road. The most recent study titled Masterplan Design Report 2011 undertaken by ARM Architecture, Aurecon and Taylor Cullity Lethlean specifically studied the rationale and options for a bridge including its form and the manner it relates to the lake and the parklands environment.

The DPA will respond to this strategy by:

- Addressing the limited accessibility to the northern banks of the Torrens Lake and Pinky Flat.
- Effectively providing a pedestrian link between King William Street and Montefiore Road over the Torrens Lake.



- Introducing new Development Plan policy provisions to facilitate the construction of a pedestrian footbridge consistent with the finding of the Master Plan Design Report 2011.

### **2.3.5 Community Land Management Plan for Tarndanya Womma (Park 26)**

This plan establishes amongst other things, a vision for the park, its management and future directions and implementation strategy.

The natural landscape of the park is recognised as too is its role in a range of recreational pursuits.

Specifically, the Plan states:

*“Develop options for the construction of a pedestrian footbridge to improve access across the River Torrens to create stronger connections between Elder Park/Riverbank Precinct with Pinky Flat and the Adelaide Oval Precinct.”*

This proposed amendment to policy will reinforce this desire.

The DPA responds to the directions contained in the Community Land Management Plan by:

- Introducing Development Plan policy provisions that support the construction of a pedestrian footbridge to improve access across the River Torrens and to create stronger connections between the Elder Park / Riverbank Precinct and the Pinky Flat / Adelaide Oval Precinct.

## **2.4 CONSISTENCY WITH OTHER DEVELOPMENT PLAN AMENDMENTS**

### **2.4.1 Council DPAs**

There are no current council-driven DPAs that would affect the subject area/land.

### **2.4.2 Ministerial DPAs**

There are no current Ministerial DPAs that would affect the area affected by the DPA.

## **2.5 THE STATE'S PLANNING POLICY LIBRARY**

The South Australian Planning Policy Library (SAPPL) contains a series of standard modules that can be adopted into local development plans. The policy contained in the SAPPL has been prepared in consultation with Government Departments, local Councils and key industry groups.

As the DPA is only making targeted amendments to Council Wide policy and existing zones to accommodate the development of the proposed Adelaide Oval

footbridge there has been no need to select new or updated policies from the SAPPL for use in this DPA.

## **2.6 ADJOINING COUNCIL DEVELOPMENT PLANS**

The area proposed to be amended by this DPA is contained wholly within the Adelaide (City) Council Development Plan. The City of Adelaide is bordered by the Charles Sturt, Prospect, West Torrens, Walkerville, Norwood Payneham and St Peters, Burnside and Unley Councils. However, the area affected is located a significant distance from the Council boundaries. For this reason, it is unlikely that the DPA and the potential future development of the subject land will noticeably affect the adjoining Council areas.

## **3. INVESTIGATIONS PREVIOUSLY UNDERTAKEN**

The area of the Torrens Lake and the surrounding activities which are the subject of this DPA have been extensively reviewed for a number of years. Several of these reviews have recommended the integration of facilities by the creation of a pedestrian link/bridge over the Torrens Lake.

Having an established and recognised need for a bridge as identified in earlier Master Plans and management plans, the Department of Planning, Transport and Infrastructure (DPTI) developed a detailed Statement of Requirements (SOR) document that prescribed the minimum design requirements associated with the provision of a link across the Torrens Lake.

The components and provisions documented in the SOR constituted the deliverable scope of the project, which has been based on (but not limited to) the Adelaide Riverbank Master Plan Design Report (November 2011). It is also noteworthy that this design document also took into account three prior studies two of which recommended bridges for pedestrian connection across the Torrens Lake. Similarly the Adelaide Park Lands Authority has prepared *The Community Land Management Plan for Tarndanya Womma (Park 26) (2009)* which also identifies the benefits of a bridge.

In addition, the State Government commissioned studies including the following:

- Riverbank Precinct Pedestrian Bridge - Urban Design Master Plan, 28 August 2012; and
- Adelaide Riverbank Precinct Pedestrian Bridge Pedestrian Bridge Width Study, September 2012.

These studies as well as the Riverbank Master Plan Design Report are discussed in greater detail in section 4.

## **4. INVESTIGATIONS UNDERTAKEN TO INFORM THIS DPA**

### **4.1 INTRODUCTION**

Previous investigations and review of a number of documents inform the discussion and policy conclusions in this section. These investigations and documents also establish the strategic context and planning policy directions of the DPA, specific to the area affected.

### **4.2 EXISTING ZONING**

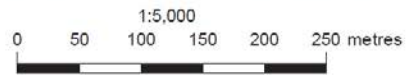
The area affected by this DPA encompasses the current Institutional (Riverbank) Zone and the Park Lands Zone, including Adelaide Oval Policy Area 25. These are represented on **Figure 3**.

**Figure 3:** Current zoning of the area affected by the Adelaide Oval Footbridge DPA



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 Planning Division  
 GPO Box 1815 Adelaide SA 5001  
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**Projection** Lambert Conformal Conic  
**Compiled** January 2013



- Area Affected
- Zoning

## Adelaide City Area Affected

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#### 4.2.1 Zoning of the Area Affected

A brief summary of the policy context for each of the current zones (Institutional (Riverbank) Zone and Park Lands Zone) and implications for this DPA is provided below.

##### Institutional (Riverbank) Zone

The Institutional (Riverbank) Zone seeks a coordinated development and management of facilities between the Festival Centre, Convention Centre and other key interests to enable the Zone to meet its full potential as a showcase for the City and the State. Desirable uses include auditoriums, conference centres, licensed entertainment premises, licensed premises, cafes and restaurants. Buildings should be dedicated to public use and only those administrative activities associated with Parliamentary, cultural, conference and entertainment uses are appropriate.

The intensity of development will vary across the Zone from medium height and scale close to North Terrace, to a significantly lower height and scale at the northern edge of the Zone to avoid the introduction of further visually intrusive buildings north of North Terrace. Buildings in the Zone and their setting within landscaped public spaces will provide a transition from the high intensity and sharply defined edge of the City Centre, to the softer landscaped environment of the Torrens Valley.

High quality development is envisaged in this key area, connecting North Terrace with the Park Lands and creating a vibrant city edge to the Park Lands frontage. The Zone will be recognised as one of the most important pedestrian areas in the City providing a secure, interesting and attractive environment for leisure and providing ease of movement between facilities and from North Terrace through to the Torrens. Visual and physical linkages will be created to North Adelaide, the Adelaide Oval, Torrens Parade Ground and the universities to the east and west.

##### ***Implications for this DPA***

Policy recommendation/s:

The proposal for a pedestrian footbridge across the Torrens Lake from the southern bank (Festival Centre) to the northern bank of the river (Adelaide Oval) is consistent with the desired character of the Institutional (Riverbank) Zone to allow for a development that will *accommodate increasing levels of entertainment, tourism, convention and leisure activities.*

##### Parklands Zone and Adelaide Oval Policy Area 25

The desired character and the objectives of the zone seek enhancement of the Park Lands through the reduction in building floor areas, buildings that deliver public benefit, the highest quality of design, enhancement of buildings used for

sport, enhancement of heritage places and buildings that have minimal environmental impact.

The desired character of the Adelaide Oval Policy Area 25 is described as a centre for important outdoor civic, leisure and cultural functions.

The Policy Area principles seek to protect the cultural significance and heritage value of Adelaide Oval, continue the open setting and informed built form of Adelaide Oval as a series of pavilions around the oval and to not enclose the oval as a stadium space.

#### ***Implications for this DPA***

Policy recommendation/s:

The proposal for a pedestrian footbridge across the Torrens Lake from the southern bank (Adelaide Festival Centre) to the northern bank of the river (Adelaide Oval) is consistent with the objectives of the Park Lands Zone and Adelaide Oval Policy Area 25 to allow for new buildings and / or development in the Park Lands that *deliver public benefit, respond to the surroundings and incorporate the highest quality of design and materials and enhance buildings used for sport, recreation and cultural purposes.*

#### **4.2.2 Zoning of adjacent areas**

The area affected is surrounded by the following Zones:

- Capital City Zone
- Institutional (Government House) Zone
- Institutional (University / Hospital) Zone
- Institutional (Metropolitan Hospital) Zone
- North Adelaide Historic (Conservation) Zone.

#### ***Implications for this DPA***

Policy recommendation/s:

The DPA proposes no amendments to any of the above zones.

#### **4.3 ADELAIDE RIVERBANK MASTER PLAN DESIGN REPORT (NOVEMBER 2011)**

Released in November 2011, the Riverbank Precinct Master Plan proposes a series of strategic initiatives intended to realise the potential of what is simultaneously the City's most significant civic, cultural and entertainment precinct and central Adelaide's only river front address.



The Master Plan recommends key urban development strategies to revitalise the precinct incorporating redeveloped public spaces, redesigned parks, improved waterways and new building and infrastructure opportunities to populate and activate the area, including the development of a proposed Pedestrian Bridge.

The Master Plan was developed in accordance with a set of agreed Guiding Principles that describe the characteristics and processes of successful urban places.

These Principles were established through a rigorous process of stakeholder engagement and incorporation of recognised community initiatives.

The Guiding Principles are key criteria for the assessment of all design and development proposals within the Riverbank Precinct; accordingly the design of the proposed pedestrian footbridge has been undertaken with a key appreciation of these principles.

The Master Plan also considered the previous and current plans for the areas between King William Street and Montefiore Road along the Torrens Lake, and other abutting Adelaide Oval and other sporting facilities to the north and the southern bank including the Festival Centre, the Casino, Intercontinental Hotel and convention facilities. The plan also considered the characteristics of the area and the relevance of these to future place making and the major constraints that prevail.

Characteristics identified included:

- The lack of sense of place;
- Disconnection from the city;
- Illegible circulation;
- The lack of address of many elements to the river front;
- Poor water quality;
- Disparate territories or lack of singular recognition of the precinct;
- Internalised events;
- Ill-defined inactive spaces;
- Extraordinary mix of activities;
- A place for events; and
- Cultural significance.

These characteristics assisted in the design process with a key focus on overcoming the identified shortcomings by creating positive design outcomes and enhancing and reinforcing the positive characteristics.

Extensive consultation was undertaken with a broad stakeholder group as well as a Riverbank Precinct Reference Group comprising:

- Representative of the Office of the Chief Executive in DPTI;
- Adelaide Festival Centre;
- Adelaide Convention Centre;

- Intercontinental Hotel;
- Integrated Design Commission;
- SA Tourism Commission;
- Arts SA;
- University of South Australia; and
- Adelaide City Council.

The outcome and conclusion of this consultative process was that:

*“A large majority of respondents wanted to see active and programmed usages such as cafes, restaurants and entertainment, but didn’t want over-development to compromise the park land setting.”*

Guiding Principles were then established for the Riverbank Precinct and in terms of the authors included:

#### *Place-ness*

- Strong identity;
- Integrated whole;
- Riverbank and the city;
- Understanding the river;
- A unique and high quality design;

#### *Activity*

- Diversity and activity;
- Commercial and civic success;

#### *Connection*

- The right urban texture;
- Ease of access and connection;
- A sustainable precinct;

#### *Governance*

- Governance and management.

It was evident that the locality generally was rich in features and attractions, however there was a distinct lack of integration and connectivity. External to the precinct are many modes of travel, but these too are disconnected.

The Master Plan recognised the need to:

- Reconnect the Riverbank with the surrounding City fabric;
- Establish the riverbank as a safe and activated pedestrian precinct;
- Ensure Riverbank is a key focal point of the city’s bicycle network;
- Create a “wayfinding” strategy linking destinations with public transport and parking;
- Facilitate, integrate and promote access by public transport – target 35-50%;
- Separate vehicle and service access beneath the pedestrian “plane”; and
- Ensure the “Access Strategy” is facilitated through the Governance Model.



The Master Plan recognised the need for urban connections being meaningful links including a “Bridge over Torrens” which is reflected in all of the propositions and concepts of the Master Plan.

The proposition for the bridge provides a key connection between existing or rejuvenated destinations as well as making parts of the less used riverbanks accessible.

### ***Locational Criteria***

The master plan examined the criteria for placement of a crossing and identified the following characteristics:

- Contribute to the Riverbank experience;
- Integrate pedestrian paths along the edges;
- Create new east west pathways across the precinct;
- Locate to tie together the overall extent of the precinct;
- Create a commercial hub at the origin/landing point; and
- A place in its own right.

The Master Plan in identifying the numerous destinations throughout the precinct and the desire to create a sense of place identified the bridge as a “Catalyst for movement”. Without the bridge the river is considered a barrier to exploring the northern bank and to enjoy the offerings to the north and vice versa. The bridge is therefore viewed as the catalyst.

The Master Plan considered two options as follows:

- Option 1, original Festival Centre Master Plan Scheme/Adelaide Oval; and
- Option 2, scheme considered by the Riverbank Master Plan team.

These options were considered against the following criteria:

- Bridge location and height relative to the Riverbank Precinct Master Plan “Guiding Principles”;
- Access to public transport;
- Bridge location and height relative to:
  - “Postcard view” and vistas,
  - River edge experience
  - Access level change issues
- Commercial opportunities;
- Pedestrian movement and Modelling;
- Construction issues; and
- Costings.

The findings of this analysis were detailed in the assessment of the options with option 2 being selected. The attributes that resulted in option 2 being selected were:

- **STRONG IDENTITY** - A low level “bank to bank” bridge will maintain existing view lines
- **AN INTEGRATED WHOLE** - Catalyst for integrated River West development at Riverbank Level
- **RIVERBANK & CITY** - Assists in an east west connection
- **UNDERSTANDING THE RIVER** - A low level bridge integrates the river into urban development
- **A UNIQUE & HIGH QUALITY DESIGN** - A low level bridge will require more effort to make it stand out, but in fact a subtle bridge design may be more appropriate
- **DIVERSITY & ACTIVITY** - Spreads activity to west riverbank
- **COMMERCIAL & PUBLIC SUCCESS** - Even spread to the east and west of the site and at riverbank level and upper (Hajek Plaza) level
- **THE RICH URBAN TEXTURE** - Creates a diverse urban narrative with complex and intriguing urban/natural experiences
- **EASE OF ACCESS & CONNECTION** - Direct riverbank use without interruption or minimum undercroft

Another consideration in the preparation of the Master Plan was the environment and sustainability in relation to water quality. It was noted that improved environmental flows from upstream dam storage be considered as an improved long-term strategy for water quality and health.

The Master Plan Chapter 6, Riverbank Implementation Strategy, identified the key drivers for the prioritised implementation of the Master Plan as follows:

- Deliver by Summer 2013-14 a direct pedestrian link across the Torrens Lake.
- Respond to the implementation priorities of the Adelaide Convention Centre and proposed Festival Centre, Adelaide Casino and Intercontinental redevelopments.
- Bring on-stream commercial development sites in a timely manner to match market demand.
- Create commercial cash flows to facilitate the public components of the master plan implementation.
- To ensure a sustainable and robust approach to implementation the delivery of the Riverbank Precinct should be based on the following principles:

- Implement first the funded, highest priority master plan elements that are linked to and support known and funded precinct based projects.
- Place high priority on creating activated pedestrian linkages into and within the precinct particularly connecting high priority projects.
- Place high priority on clustering new commercial and retail activities with existing activity to build “critical mass” along priority pedestrian linkages.
- Create a positive environment for commercial investment in the precinct.
- Prioritise the release of development sites to match the priorities and cash flow needs of public infrastructure delivery.
- Maximise commercial returns by creating and developing attractive commercial developments along major pedestrian corridors.

The conclusion of the Master Planning exercise was unequivocal that the precinct needed to link key features and attractions, integrate all of the elements, create a sense of place, and better utilise the assets that lie at the edge of the City CBD.

#### ***Implications for this DPA***

Policy recommendation/s:

No new policy is required to reflect the Guiding Principles. The existing provisions of both the Park Lands Zone and Institutional (Riverbank) Zone seek buildings that deliver public benefit, respond to their surroundings and incorporate the highest quality of design and materials as well as having design, colours and materials to complement adjacent buildings.

#### **4.4 STATE GOVERNMENT CONSULTATION ON THE DRAFT DESIGN FOR THE ADELAIDE OVAL FOOTBRIDGE – JULY TO SEPTEMBER 2012**

In July 2012, the State Government publicly released a draft design of the proposed pedestrian footbridge for public consultation.

The draft design (refer to **Figure 4**) includes:

- A northern landing point that creates an extended plaza area, linked on event days to the redeveloped southern entrance of the Adelaide Oval via the closure of War Memorial Drive; and
- A southern landing point directly west of the Dunstan Playhouse at the level of the Adelaide Railway Station concourse.

The draft design also shows the bridge following a sweeping arc across the river with the two landing points leading to landscaped terraces on the riverfront with a waterfall a key feature of the northern side.

**Figure 4:** Publicly released designs of the proposed Pedestrian Footbridge – July 2012



Source: [http://www.infrastructure.sa.gov.au/major\\_projects/adelaide\\_riverbank\\_precinct/footbridge\\_feedback](http://www.infrastructure.sa.gov.au/major_projects/adelaide_riverbank_precinct/footbridge_feedback)

The outcomes of this consultation and further detailed consultation with the Adelaide City Council and the Adelaide Festival Centre are likely to result in further refinements to the design of the footbridge. Some of these additional deliberations are outlined in the studies discussed below.

#### **4.5 RIVERBANK PRECINCT PEDESTRIAN BRIDGE – URBAN DESIGN MASTER PLAN, 28 AUGUST 2012**

An Urban Design Master Plan has been prepared for the collective components of the Bridge project to ensure all elements read as integrated parts of a single, cohesive development.

The Urban Design Master Plan demonstrates how the draft design of the Bridge responds to each of the Guiding Principles documented in the Riverbank Master Plan Design Report, having regard to the following components:

- Urban Design Concept – Bridge, South Landing, North Landing;
- Architectural Character and View Corridors;
- Architectural Form and Detailing – Bridge;
- Architectural Form and Detailing – Related Structures and Buildings;
- Land Form and Retaining Walls;
- Landscape Architecture;
- Lighting;
- Street Furniture;
- Materials, Colours, Finishes; and
- Public Art.

The Urban Design Master Plan carefully considers the way the design responds to its environment and the guiding principles, thus ensuring that all factors have been taken into account to ensure a high quality of design and integration with the precinct.

#### ***Implications for this DPA***

Policy recommendation/s:

No specific provisions are required as the urban design has been the subject of detailed review and analysis. The design has been developed in consultation with the Integrated Design Commission and represents a level of detail that is specific to the proposal. Further existing provisions relating to design and appearance are contained in the Council-wide provisions of the Adelaide (City) Development Plan.

#### **4.6 ADELAIDE RIVERBANK PRECINCT PEDESTRIAN BRIDGE WIDTH STUDY, SEPTEMBER 2012**

As part of the Master Planning process, consideration was also given to the service performance of a bridge over the Torrens. This work was commissioned by

the State Government and undertaken by Engineering and Design Services Consultancy 'W S Atkins International' in September 2012.

The purpose of this study was to provide pedestrian demand forecasts and simulation of trafficking to inform decision on the alignment and width of the bridge along with other criteria of form, function, aesthetics and costs.

W S Atkins considered alternative Bridge alignment options and also undertook a thorough examination of a range of Bridge widths with consideration given to pedestrian level of service, journey time, Adelaide Oval event attendance and egress profile, onward destination location (including public transport nodes) and impacts on the operation of King William Road.

W S Atkins concluded that:

*'...there is a credible case for an 8 metre wide footbridge that delivers a system performance that far exceeds the existing condition, that limits lane closure at King William Road and which facilitates a good level of service most of the year round and reasonable level of service under even the most extreme demand conditions.'*

The findings by W S Atkins ensure a high level of performance for a bridge of 8.0 metres width. This will ensure a link across the river and better integration of facilities as determined necessary in the Adelaide Riverbank Master Plan Design Report.

#### ***Implications for this DPA***

Policy recommendation/s:

No new policy is required to reflect the range of widths that can be accommodated. Each design has specific parameters and capacities. A new planning policy that explicitly states the alignment and width of the footbridge may restrict future design opportunities being explored.

#### **4.7 PROPOSED BRIDGE – STATE GOVERNMENT TENDER AND SELECTION PROCESS**

The proposal for a bridge has been the subject of government tender and selection in accordance with government procurement protocols.

The key design and function criteria used to assist in the deliberation of the proposals, included:

- **Context Sensitivity** - design response to bridge spanning a modest body of water in a parkland setting;
- **Visual Intrusion** - impact of the bridge on sightlines to other riverbank destinations;

- **Urban Design** - how the bridge and paths of travel have been integrated with adjoining areas; and
- **Bridge Design** - the visual quality of the structure – its size, scale, materials and fit with its landscape.

The pedestrian footbridge design selected by the State Government meets all the criteria set out in the government’s original Statement of Requirements.

The proposed bridge also satisfies the strategic directions, Master Plans and management plans identified in Section 2 above including:

- Premiers Action Agenda 2012-2014;
- South Australian Strategic Plan (2004/05-2014/15);
- The Planning Strategy – The 30 Year Plan for Greater Adelaide;
- State Infrastructure Plan;
- Adelaide City Strategic Management Plan;
- City of Adelaide Strategic Directions Report (2009);
- Adelaide Park Lands Management Strategy “Towards 2020”; and
- Community Land Management Plan for Tarndanya Womma (Park 26).

#### ***Implications for this DPA***

Policy recommendation/s:

The proposed amendments to the Adelaide (City) Development Plan will accommodate the development of the State Government’s objective to enable a future pedestrian footbridge to be constructed, yet allow a degree of flexibility in design preferences.

## **4.8 IMPACTS ON HERITAGE PLACES AND SIGNIFICANT TREES / VEGETATION**

### **4.8.1 State Heritage Places**

The following places of State heritage significance are located within and surrounding the immediate area affected by the Adelaide Oval Footbridge DPA:

- Adelaide Oval (identified grandstands);
- Adelaide Oval Scoreboard;
- Band Rotunda (Elder Park);
- Adelaide Bridge (King William Road);
- Light’s Vision and Memorial to Colonel William Light (Montefiore Hill);
- Adelaide Festival Centre and Plaza;
- Parliament House (North Terrace);
- Old Parliament House (North Terrace); and
- Adelaide Railway Station / Adelaide Casino (North Terrace)

Any impacts associated with the development of the proposed pedestrian bridge are likely to be limited to the Festival Centre and Plaza only.

The pedestrian footbridge in design and location will result in limited demolition to the peripheral plaza areas to the west and north-west of the Dunstan Playhouse and replacement with new plaza levels. It is envisaged that the upper level will be replaced with a new plaza, with simplified form whilst the lower level will have an extended outdoor dining facility (bistro) integrated with new landscaped terraces leading to the bank of the Torrens Lake.

As part of the proposal there is the need to provide plant room for the water feature element of the new landscape treatment together with some extended administrative and support facilities for the Festival Centre operations. These spaces are accommodated at the lower level and under the bridge landing area or plaza that then connects to the modified plaza at the upper level. Therefore, the extended floor spaces below, as a logical extension to the existing Adelaide Convention Centre facilities, are ostensibly hidden under the bridge and behind the terraced landscaped space to the north leading down to the Torrens Lake.

The modified plaza and bistro dining terrace maintain the form and style of the existing Festival Centre facilities and modify the extent of the space around the centre minimally. The form and substance, the aesthetics and style of the centre will not be altered, but rather enhanced by the better connections provided, the more integrated and functional landscape, and the greater utility of the area. For these reasons, the heritage aspects of the centre will not be prejudiced, but rather enhanced by the improvements proposed.

#### **4.8.2 Significant Trees / Vegetation**

In January 2012 a vegetation survey was undertaken by the State Government identifying the need to retain two particular *Eucalyptus camaldulensis* (River Red Gum). The survey identified that the area is dominated by planted trees and shrubs over mown grass and occasional garden beds.

The pedestrian footbridge construction requires the removal of nine significant or regulated trees and the pruning of two significant trees on the northern side located on War Memorial Drive. The two latter trees are to be retained and works undertaken to improve their wellbeing as one is on the roadway, with bitumen laid to the trunk and the other on the footpath edge of the roadway. These trees are lifting pavements. It is proposed to realign the roadway vertically and to provide steel mesh surrounds to the trees and a more open surface in the area of the tree trunks to improve the trees setting. These trees are important elements in the design of the pedestrian footbridge and its northern landing.

In addition, the proposal incorporates landscaping works to offset any vegetation that is pruned or removed. This landscaping will form part of the site remediation works and will provide a filtration buffer to stormwater runoff, will improve biodiversity and will enhance the setting of the pedestrian bridge.



A combination of semi-advanced tree planting, tubestock planting, hydro-seeding and direct seeding techniques is proposed to revegetate the site. Plant material will be propagated from locally derived seed stock or cuttings to protect the flora gene pool.

An irrigation system will be installed in accordance with Council's requirements to ensure plant survival. Water will be sourced in accordance with water policy requirements at the time. Alternative water supplies will be investigated and used where possible.

Although some loss in existing vegetation will occur, the overall benefit of the replanting and the provision of the bridge to the landscape, the interests of public safety and convenience, and the activation and integration of the key facilities will outweigh the short-term vegetation loss.

### ***Implications for this DPA***

Policy recommendation/s:

To enable the assessment of a pedestrian footbridge as a merit form of development, amendment is proposed to the non-complying lists of both the Institutional (Riverbank) Zone and the Park Lands Zone. These amendments will enable a pedestrian footbridge and associated works to the heritage listed Adelaide Festival Centre to be considered as a merit form of development.

No specific additional policy is required and any application for works affecting the State Heritage item will be subject to referral to the Minister for Heritage pursuant to Schedule 8 of the *Development Regulations 2008*.

Existing Council Wide policy regarding Heritage and Conservation and Significant Trees contained in the Adelaide (City) Council Development Plan provides comprehensive guidance regarding heritage and significant tree matters. Therefore this DPA does not propose any changes and / or additions to existing Council Wide policy.

## **5. SUMMARY OF RECOMMENDED POLICY CHANGES**

The area of the Torrens Lake and its surrounding activities has been the subject of extensive review and discussion for many years. Several of these reviews have recommended the integration of facilities by the creation of a bridge over the Torrens Lake.

Further, the government's investigations (summarised in this DPA) on the detail of the design and integration of the bridge with its environment confirms the benefits and advantages in accessibility, convenience, safety and activation of this part of the city.

It is therefore desirable to reflect the final desired outcome in the Development Plan to reinforce the broader objectives of an agreed strategy to connect the north and south banks of the Torrens Lake to enable the integration of key civic, cultural, entertainment, retail, recreation, sport and city CBD features.

To this end, the following amendments are proposed to the Adelaide (City) Development Plan:

### **Institutional (Riverbank) Zone**

<b>Policy</b>	<b>Proposed Amendment</b>	<b>Reason for Amendment</b>
Desired Character Statement	Additional text in final paragraph to read:  <i>“A footbridge will be established over the Torrens Lake between the Adelaide Festival Centre and Adelaide Oval, including pedestrian and cycling access paths, stairs and ramps and associated landscaping, as shown on Figure I/1. The pedestrian footbridge will encompass associated works including plaza spaces, plant and equipment facilities, both bistro and office facilities, and will be integrated with the Adelaide Festival Centre.”</i>	The desired character for the Zone is silent on the proposed footbridge. Whilst the footbridge will be largely located within the adjacent Park Lands Zone, much of the infrastructure and all of the northern pedestrian connections are located within the Institutional (Riverbank) Zone. It is important for the Zone to actively contemplate the footbridge within the desired character.
Principle of Development Control	New PDC 10:  <i>“A footbridge will be established over the Torrens Lake between the Adelaide Festival Centre and Adelaide Oval, including pedestrian and cycling access paths, stairs and ramps and associated landscaping, as shown on Figure I/1.”</i>	New PDC proposed to provide guidance to the form and function of the proposed footbridge. This PDC reflects the design intent for the proposed bridge.
Principle of Development Control 25(b)	Delete the following selected text from Principle of Development Control 25(b):  <i>“(b) Building work involving the demolition of a State Heritage place.”</i>	In order to modify the non-complying list to enable the construction of a pedestrian / cycling footbridge to be assessed on a merit basis, the removal of this text has been considered. Notwithstanding this amendment, any application for works affecting the State Heritage place will continue to be subject to referral to the Minister for Heritage pursuant to Schedule 8 of the <i>Development Regulation 2008</i> .

### **Park Lands Zone**

The Park Lands Zone is a general zone applying to the Park Lands as a whole. A number of existing provisions provide support for the footbridge, including Objective 4 which seeks new buildings that deliver public benefit, respond to the surroundings and incorporate the highest quality of design and materials. The proposed footbridge has been carefully designed and reviewed and meets this provision.

Similarly Principle of Development Control 8 contemplates additional buildings where they provide facilities for public purposes. The Zone itself provides cursory direction for new works only, with the detail listed at the Policy Area level.

Policy	Proposed Amendment	Reason for Amendment
Principle of Development Control 16	Additional text to the fifth item as follows: <i>“Bridge and associated structures providing pedestrian and bicycle access over Park Terrace to the River Torrens West Policy Area 24, and over Torrens Lake between the Adelaide Festival Centre and Adelaide Oval Policy Area 25.”</i>	All development is non-complying unless listed as an exemption. Whilst the list of exemptions does include a bridge in Policy Area 24, no such exemption exists for the proposed bridge in Policy Area 25. The additional wording to this provision is consistent with existing exemptions and will facilitate the development of the proposed footbridge

### **Park Lands Zone - Adelaide Oval Policy Area 25**

Policy	Proposed Amendment	Reason for Amendment
Desired Character Statement	New provision (g) to read: <i>“(g) a shared pedestrian and cycling footbridge between the Adelaide Festival Centre and Adelaide Oval: and”</i>  And subsequent re numbering of existing provisions	The desired character for the Zone is silent on the proposed footbridge. It is important for the Policy Area to actively contemplate the footbridge within the desired character.
Principle of Development Control 2	New provision (i) to read: <i>“(i) Footbridge and associated structures and landscaping providing pedestrian and cycling access over the Torrens Lake between the Adelaide Festival Centre and Adelaide Oval.”</i>	Additional PDC proposed to provide guidance and recognition to the proposed footbridge.
Principle of Development Control 4	Removal of 4(d)(i) and consequential renumbering of provisions	Victor Richardson Gates are to be relocated as part of the Adelaide Oval redevelopment and have been removed from the location referenced in this provision. Victor Richardson Drive has been closed and no longer exists as part of the Adelaide Oval Redevelopment pursuant to the <i>Adelaide Oval Redevelopment and Management Act 2011</i> .
Principle of Development Control 5	Insert the following text at the end of PDC 5: <i>“Additional buildings should only be permitted for the continuation of the formal</i>	Addition to PDC proposed to provide guidance and recognition to the proposed footbridge.

Policy	Proposed Amendment	Reason for Amendment
	<i>recreational uses associated with Adelaide Oval and Memorial Drive, and the provision of pedestrian and cycling access in the form of a footbridge to the southern side of the Torrens Lake.</i>	
Principle of Development Control 9	Removal of second sentence from current PDC 9.	Victor Richardson Gates are to be relocated as part of the Adelaide Oval redevelopment and have been removed from the location referenced in this provision. Victor Richardson Drive has been closed and no longer exists as part of the Adelaide Oval Redevelopment pursuant to the <i>Adelaide Oval Redevelopment and Management Act 2011</i> .
Principle of Development Control 12	Delete PDC 12 and replace with the following text: <i>"The area adjacent to the Torrens Lake, should be:</i>  <i>(a) maintained and developed as open space with manicured lawns and the riverbank garden area, supported by additional red gum planting to strengthen the riverside theme; and</i>  <i>(b) developed with a pedestrian footbridge spanning the Torrens Lake connecting the Adelaide Festival Centre precinct with the Adelaide Oval/Memorial Drive precinct."</i>	Amended PDC proposed to provide guidance and recognition to the proposed footbridge and its connectivity with surrounding precincts.

### **Mapping Amendments**

To reflect the pedestrian and cycling footbridge (and inherent linkages) across the Torrens Lake, the following maps require updating.

Policy	Proposed Amendment	Reason for Amendment
	ADELAIDE (CITY) PROPOSED PEDESTRIAN / CYCLE ROUTES MAP Adel/1 (Overlay 8)	Update map to show pedestrian and cycling footbridge.
	ADELAIDE (CITY) POLICY AREAS MAP Adel/44	Update map to show pedestrian and cycling footbridge.

	ADELAIDE (CITY) POLICY AREAS MAP Adel/49	Update map to show pedestrian and cycling footbridge.
	ADELAIDE (CITY) INSTITUTIONAL (RIVERBANK) ZONE HERITAGE PLACES, SIGNIFICANT TREES AND PEDESTRIAN LINKAGES Fig I/1	Update map to show pedestrian and cycling footbridge.

## 6. STATEMENT OF STATUTORY COMPLIANCE

Section 26 of the *Development Act 1993* prescribes that the DPA must assess the extent to which the proposed amendment:

- a) accords with the Planning Strategy
- b) accords with other parts of the Development Plan
- c) complements the policies in the Development Plans for adjoining areas
- d) satisfies the requirements prescribed by the Regulations.

### 6.1 ACCORDS WITH THE PLANNING STRATEGY

Relevant strategies from the Planning Strategy are summarised in the Analysis Section of this DPA and Appendix A of this document, including how the DPA accords with the relevant strategies. It is the intent of the DPA to support the achievement of the Planning Strategy policies.

### 6.2 ACCORDS WITH OTHER PARTS OF THE DEVELOPMENT PLAN

The policies proposed in this DPA are consistent with the format, content and structure of the Adelaide (City) Development Plan.

### 6.3 COMPLEMENTS THE POLICIES IN THE DEVELOPMENT PLANS FOR ADJOINING AREAS

The policies proposed in this DPA will not affect the Development Plans for adjoining areas.

### 6.4 SATISFIES THE REQUIREMENTS PRESCRIBED BY THE REGULATIONS

The requirements for public consultation (Regulation 11) and the public meeting (Regulation 12) associated with this DPA will be met.

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