

Development Plan Amendment

By the Minister

Victor Harbor (City)

Victor Harbor Centres and Residential Development Plan Amendment Development Plan Amendment

For Approval

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

.....
Signature

26 MAY 2016

.....
Date of Gazette



Government of South Australia

Department of Planning,
Transport and Infrastructure

Approval DPA

Background

The Victor Harbor Centres and Residential Development Plan Amendment (DPA) by the Minister amends the Victor Harbor (City) Development Plan.

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

- An Initiation Document agreed on 20 August 2015
- A DPA released for concurrent agency, council and public consultation from 29 October 2015 to 14 January 2016
- A Public Meeting conducted by the Development Policy Advisory Committee Public Meeting Subcommittee on 27 January 2016

Consultation

A total of 110 public submissions; 1 council submission; and 7 agency submissions were received in relation to the DPA during the consultation period. 19 verbal submissions were made at the Public Meeting.

Approval Stage

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

1. The building height limit in PDC7 of the Neighbourhood Centres Zones be increased from 9 metres to 12 metres
2. Introduce policy into the Neighbourhood Centre Zone to provide for a maximum of one freestanding advertisement per site / complex incorporating the name or nature of each business or activity within the site or complex, to a maximum height of 8 metres
3. Amend the non-complying development criteria in the Neighbourhood Centre Zone to clarify where standalone residential development on the McCracken site is to be considered as consent development
4. In the Suburban Neighbourhood Zone:
 - ensure affordable housing is integrated into residential and mixed use development to be consistent with the SAPPL Affordable Housing Overlay policy
 - reinforce through the Desired Character that the basis for low density residential development is a culmination of elevation and slope
5. Adjust concept plans to:
 - clearly acknowledge that any new access/egress points to the affected sites are potential locations (to be verified as part of the detail design and development processes)
 - ensure consistent use of the term 'activity centre'.

Amendment Instructions Table				
Name of Local Government Area:		City of Victor Harbor		
Name of Development Plan:		Victor Harbor (City) Development Plan		
Name of DPA:		Victor Harbor Centres and Residential Development Plan Amendment		
<p><i>The following amendment instructions (at the time of drafting) relate to the Development Plans Affected Development Plan consolidated on 10 January 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.</i></p>				
Amendment Instruction Number	Method of Change	Detail what in the Development Plan is to be amended, replaced, deleted or inserted. If applicable, detail what material is to be inserted and where. Use attachments for large bodies of material.	Is Renumbering required (Y/N)	Subsequent Policy cross-references requiring update (Y/N) if yes please specify.
<p>COUNCIL WIDE / GENERAL SECTION PROVISIONS (including figures and illustrations contained in the text)</p>				
Amendments required (Yes/No): Yes				
General Section				
1.	Replace	The following Bushfire Protection Area Figures with corresponding figures contained in Attachment A : <ul style="list-style-type: none"> • Figure ViH(BPA)/4 • Figure ViH(BPA)/6 	N	N
2.	Replace	The sub-heading 'Public Utilities' and associated Objective and Principles of Development Control up to and including PDC 304 with the contents of Attachment B . (re-numbering the new Objectives and PDC with the next consecutive number accordingly).	Y	N
<p>ZONE AND/OR POLICY AREA AND/OR PRECINCT PROVISIONS (including figures and illustrations contained in the text)</p>				
Amendments required (Yes/No): Yes				
Deferred Urban Zone				
3.	Replace	In the 'Introduction' section, the following: '.....shown on Maps ViH/10, 12, 13, 17 and 20. '	N	N

Victor Harbor Centres and Residential Development Plan Amendment
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Amendment Instructions Table

		With: '.....shown on Maps ViH/10, 12 and 13		
Deferred Community Facilities (Hindmarsh Valley) Zone				
4.	Delete	The entire Zone from the Development Plan.	N	N
Residential Zone				
5.	Replace	Figure R/2 with new figure contained in Attachment C .	N	N
Residential (Hindmarsh Valley) Zone				
6.	Replace	The first paragraph immediately after the heading 'Desired Character' with: <i>'The Residential (Hindmarsh Valley) Zone will contain a mix of dwelling types, together with community facilities that attract a broad demographic mix of residents, with emphasis on young people and families. The Zone should include an activity centre of a scale to serve the neighbourhood and provide a range of commercial and community facilities such as child care centres, consulting rooms, educational establishments, offices, shops and aged persons accommodation.</i> <i>The riverine environment along the Hindmarsh River will be protected and enhanced through effective stormwater management, weed removal, revegetation and low impact, unstructured recreation activities. Development should preserve the Hindmarsh River and its riverine environment.'</i>	N	N
7.	Insert	The following new Objective immediately after Objective 1: 'Objective 2: <i>A predominantly low and medium density residential area that comprises a range of dwelling types together with a neighbourhood activity centre that is located within a walkable distance of most residents in accordance with Concept Plan Figure VH(HiV)/1.</i>	N	N
8.	Replace	Hindmarsh Valley Concept Plan Figure VH (HiV)/1 with new figure contained in Attachment D .	N	N
9.	Replace	Existing PDC 32 with the contents of Attachment E .	Y	N
10.	Replace	In existing PDC 37 the following kinds of non-complying development: <i>'Office greater than 100m² in floor area</i> <i>'Petrol Filling Station'</i> <i>'Retail Showroom'</i> <i>'Shop with a gross leasable area greater than 250 square metres'</i> With: <i>'Office greater than 100 square metres in floor area</i>	N	N

**Victor Harbor Centres and Residential Development Plan Amendment DPA
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Amendment Instructions Table**

		<p><i>except in a neighbourhood activity centre development'</i></p> <p><i>'Petrol Filling Station except in a neighbourhood activity centre development'</i></p> <p><i>'Retail Showroom except in a neighbourhood activity centre development'</i></p> <p><i>'Shop with a gross leasable area greater than 250 square metres except in a neighbourhood activity centre development'</i></p>		
Residential (Hindmarsh Valley) Zone Policy Area 24				
11.	Replace	<p>The last sentence of the first paragraph of the Desired Character statement with the following:</p> <p><i>'Clear and direct bicycle and pedestrian networks will be provided within this Policy Area between residential areas, activity centre developments and the public recreation facilities along the Hindmarsh River.'</i></p>	N	N
12.	Amend	PDC 2 by replacing the words 'Neighbourhood Centre Zone' with 'designated neighbourhood activity centre'.	N	N
13.	Insert	<p>The following new PDC immediately after PDC 11:</p> <p><i>'12 The provision of a neighbourhood activity centre should be provided near the intersection of Welch and Waggon Roads as indicated on the Hindmarsh Valley Concept Plan Figure VH(HiV)/1.'</i></p>	N	N
Neighbourhood Centre Zone				
14.	Replace	The entire Neighbourhood Centre Zone with the contents of Attachment F .	N	N
Local Centre (Hayborough) Zone				
15.	Delete	The entire Zone from the Development Plan.	N	N
Mixed Use Zone				
16.	Insert	New Mixed Use Zone contained in Attachment G immediately after the existing Rural Coastal Zone.	N	N
Suburban Neighbourhood Zone				
17.	Insert	New Suburban Neighbourhood Zone contained in Attachment H immediately after the new Mixed Use Zone.	N	N
TABLES				
Amendments required (Yes/No): No				
MAPPING (Structure Plans, Overlays, Enlargements, Zone Maps, Policy Area & Precinct Maps)				
Amendments required (Yes/No): Yes				
Maps				
18.	Replace	<p>All of the following maps with the contents of Attachment I:</p> <ul style="list-style-type: none"> • Victor Harbor (Town) Structure Plan Map ViH/1 (Overlay 1) Enlargement A 	N	N

**Victor Harbor Centres and Residential Development Plan Amendment
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Amendment Instructions Table**

		<ul style="list-style-type: none">• Victor Harbor (City) Zones Map ViH/3• Zone Map ViH/13• Zone Map ViH/16• Zone Map ViH/17• Zone Map ViH/18• Zone Map ViH/20• Zone Map ViH/21• Policy Area Map ViH/25• Policy Area Map ViH/29• Policy Area Map ViH/30		
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ATTACHMENT A

REPLACEMENT Bushfire Protection Area figures:

- Figure ViH(BPA)/4
- Figure ViH(BPA)/6

FIGURE ViH(BPA)/2 ADJOINS

FIGURE ViH(BPA)/1 ADJOINS

FIGURE ViH(BPA)/5 ADJOINS

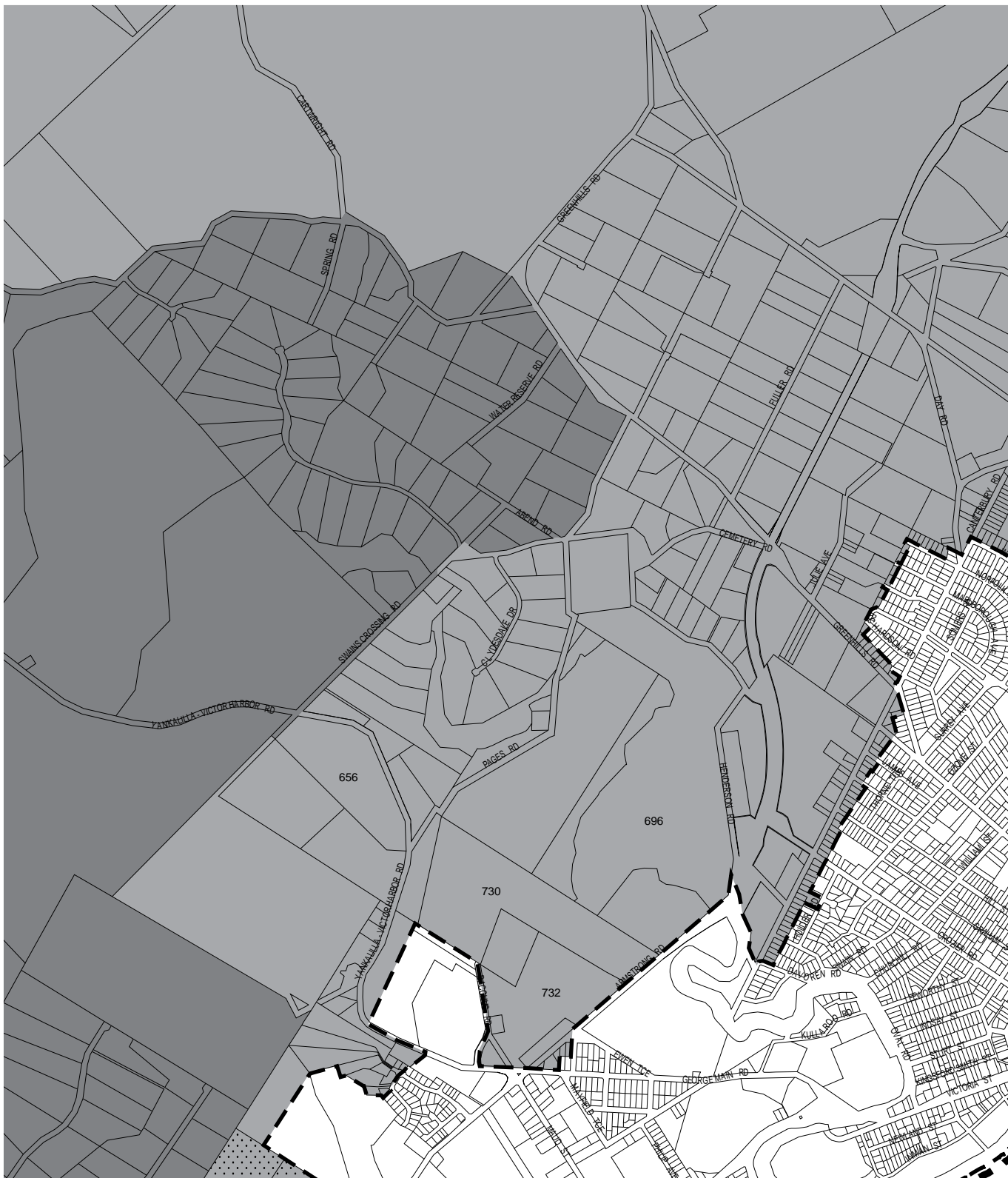



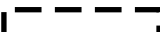

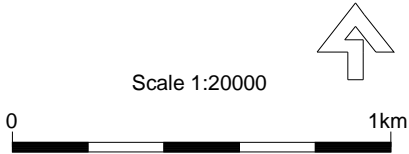


FIGURE ViH(BPA)/7 ADJOINS

FIGURE ViH(BPA)/6 ADJOINS

VICTOR HARBOR

-  High Bushfire Risk
-  Medium Bushfire Risk
-  Excluded Area from Bushfire Protection Planning Provisions or Medium Bushfire Risk Subject to the requirements of the Suburban Neighbourhood Zone
-  Excluded Area from Bushfire Protection Planning Provisions
-  Development Plan Boundary





**VICTOR HARBOR (CITY)
BUSHFIRE PROTECTION AREA
FIGURE ViH(BPA)/4**



FIGURE ViH(BPA)/7 ADJOINS

VICTOR HARBOR

-  High Bushfire Risk
-  Medium Bushfire Risk
-  Excluded Area from Bushfire Protection Planning Provisions or Medium Bushfire Risk Subject to the requirements of the Suburban Neighbourhood Zone
-  Excluded Area from Bushfire Protection Planning Provisions
-  Development Plan Boundary

Scale 1:20000



**VICTOR HARBOR (CITY)
BUSHFIRE PROTECTION AREA
FIGURE ViH(BPA)/6**

ATTACHMENT B

NEW Council-wide Infrastructure policies

Infrastructure

OBJECTIVES

Objective X: Infrastructure provided in an economical and environmentally sensitive manner.

Objective X: The visual impact of infrastructure facilities minimised.

Objective X: The efficient and cost-effective use of existing infrastructure.

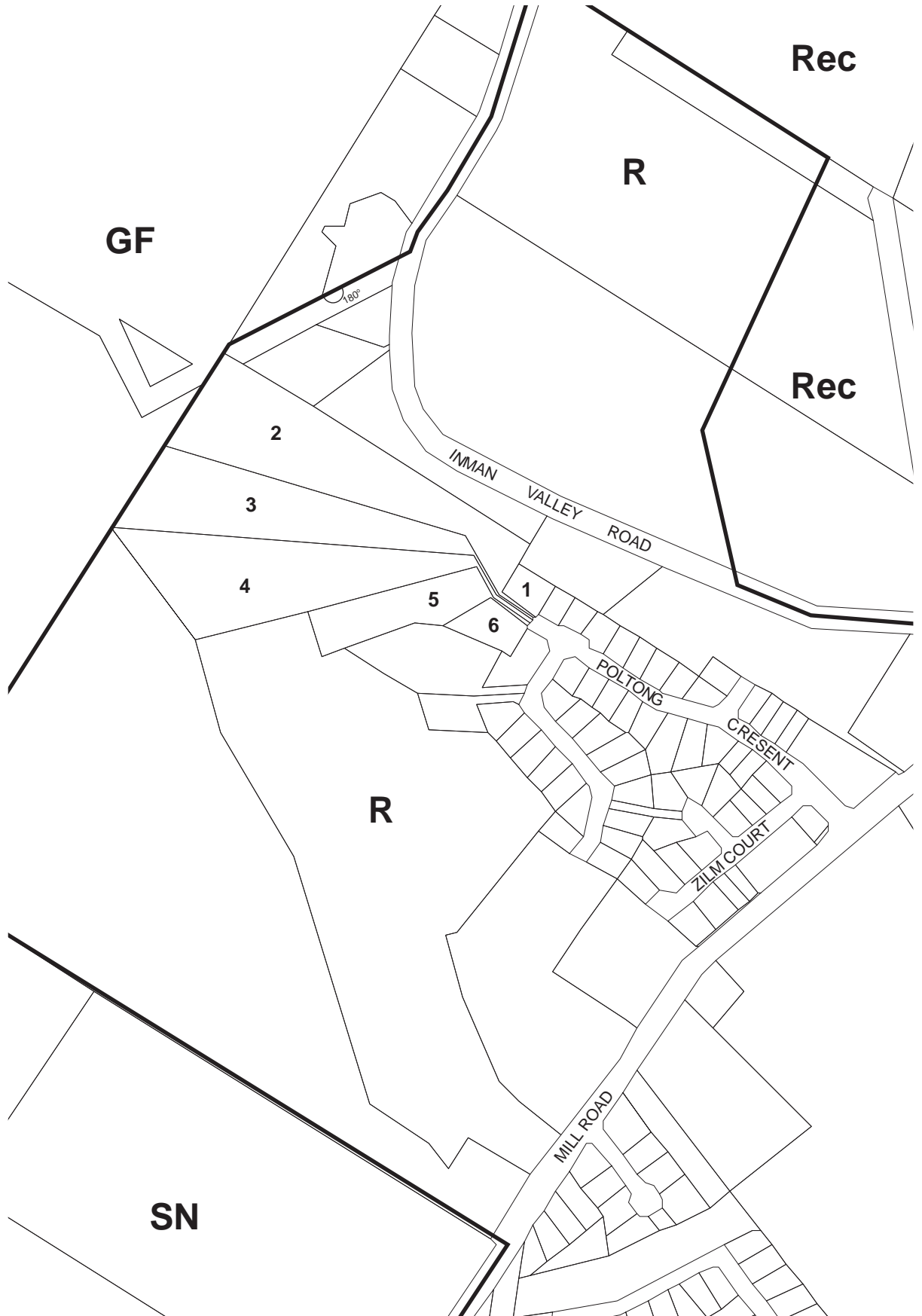
PRINCIPLES OF DEVELOPMENT CONTROL

- X Development should only occur where it has access to adequate utilities and services, including:
 - (a) electricity supply
 - (b) water supply
 - (c) drainage and stormwater systems
 - (d) effluent disposal systems
 - (e) formed all-weather public roads
 - (f) telecommunications services
- X Development should incorporate any relevant and appropriate social infrastructure, community services and facilities.
- X Development should only occur where it provides, or has access to, relevant easements for the supply of infrastructure.
- X Development should incorporate provision for the supply of infrastructure services to be located within common service trenches where practicable.
- X Development should not occur until adequate and coordinated drainage of the land is provided.
- X Development in urban areas should not occur without provision of an adequate reticulated domestic quality mains water supply and an appropriate waste treatment system.
- X In areas where no reticulated water supply is available, buildings whose usage is reliant on a water supply should be equipped with an adequate and reliable on-site water storage system.
- X Urban development should have a direct water supply.
- X Electricity infrastructure should be designed and located to minimise visual and environmental impacts.
- X Utilities and services, including access roads and tracks, should be sited on areas already cleared of native vegetation. If this is not possible, their siting should cause minimal interference or disturbance to existing native vegetation and biodiversity.
- X Utility buildings and structures should be grouped with non-residential development, where possible.
- X Development in proximity to infrastructure facilities should be sited and be of a scale to ensure adequate separation to protect people and property.
- X Incompatible uses should not encroach upon the easements of infrastructure corridors for existing and proposed transmission lines.

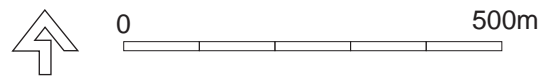
- X** In urban areas, electricity supply (except transmission lines) serving new development should be installed underground, excluding lines having a capacity greater than or equal to 33kV.
- X** Provision should be made for new transmission and distribution substations and overhead major electricity line corridors (having a capacity greater than or equal to 33kV) in areas which have the required buffer distance to protect people and allow for adequate access.
- X** Land division for the purpose of residential and other sensitive land uses should not occur within electricity line corridors or existing electricity easements unless the resultant allotments are large enough to enable accommodation of safe clearances and expected structures.

ATTACHMENT C

REPLACEMENT Residential Zone Figure R/2



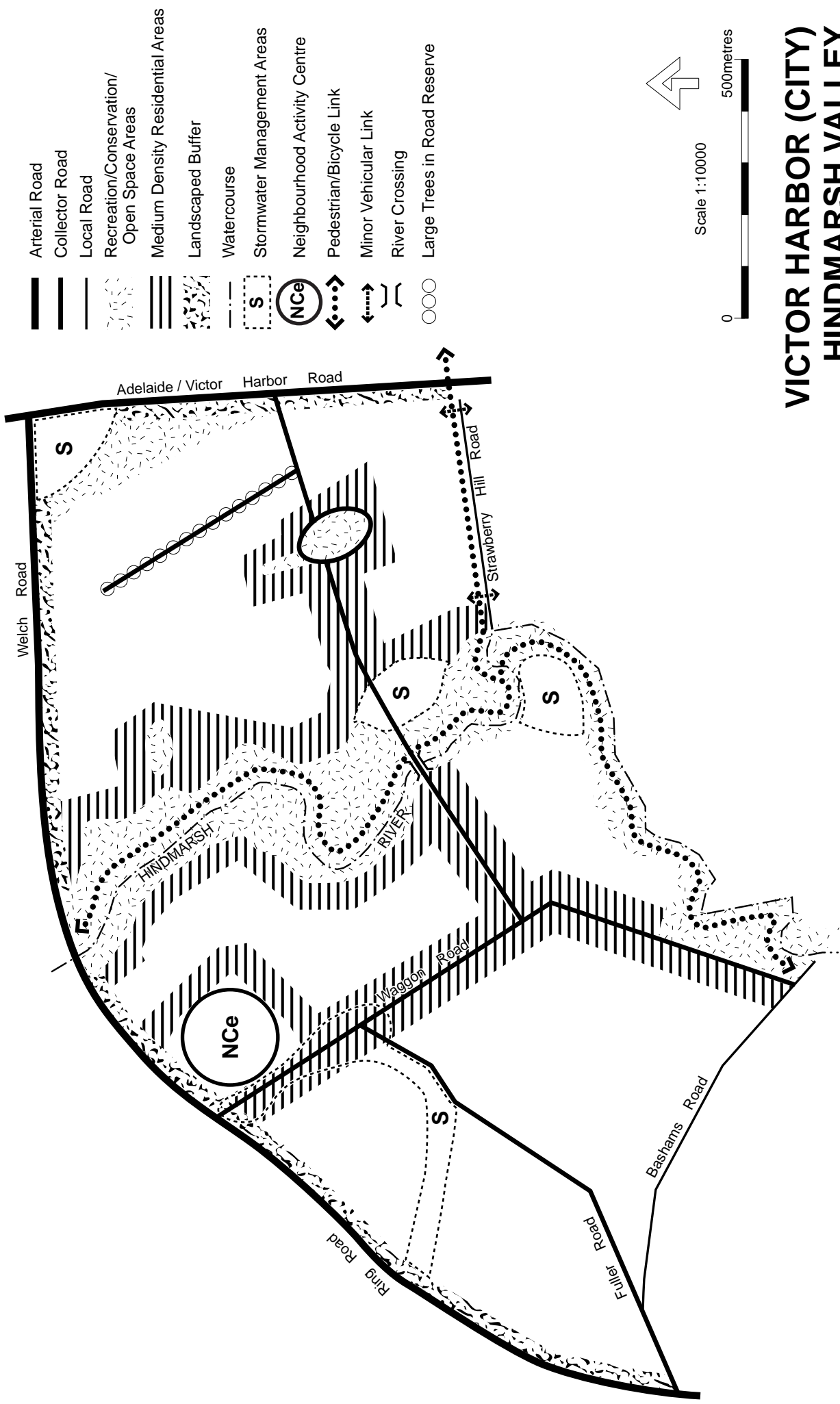
- SN** Suburban Neighbourhood
- GF** General Farming
- R** Residential
- Rec** Recreation
- 4** Allotment Number
- Zone Boundary



VICTOR HARBOR (CITY)
FIGURE R/2

ATTACHMENT D

REPLACEMENT Residential (Hindmarsh Valley) Zone - Hindmarsh Valley Concept Plan
Figure VH (HiV)/1



- Arterial Road
- Collector Road
- Local Road
- Recreation/Conservation/
Open Space Areas
- Medium Density Residential Areas
- Landscaped Buffer
- Watercourse
- Stormwater Management Areas
- Neighbourhood Activity Centre
- Pedestrian/Bicycle Link
- Minor Vehicular Link
- River Crossing
- Large Trees in Road Reserve

Scale 1:10000



VICTOR HARBOR (CITY) HINDMARSH VALLEY CONCEPT PLAN FIGURE VH(HiV)/1

ATTACHMENT E

NEW PDC - Residential (Hindmarsh Valley) Zone

- 32** The neighbourhood activity centre identified on [Figure VH\(HiV\)/1](#) should be of a scale and location to provide a range of services to surrounding residents and maximise the number of households within walking distance.
- 33** The designated neighbourhood activity centre should:
- (a) maximise its role as a neighbourhood focus by including a range of community facilities
 - (b) be physically connected with surrounding residential areas by:
 - (i) avoiding large expanses of vehicle parking that physically separates the activity centre from surrounding residential areas
 - (ii) including pedestrian and cycle linkages that enable residents to comfortably walk and cycle directly from residential areas to and also within activity centre facilities
 - (c) orient development towards and near to public spaces and street frontages
 - (d) incorporate, where possible, mixed use development along the edges to provide a transition from activity centre uses to residential areas
 - (e) include shelter for pedestrians along public streets and internal access ways
 - (f) ensure building façades create diversity of interest and have the appearance of an aggregation of small buildings
 - (g) ensure roof forms are varied and do not include large expanses of roofline that are visible from the public domain
 - (h) ensure buildings address the street frontage and open spaces with servicing areas generally accessed via rear lanes or internal to the activity centre and not visible from public streets
 - (i) retain and enhance existing road reserve vegetation to screen the development and provide additional vegetation to the boundaries of the activity centre fronting residential developments.
- 34** Development within designated activity centres should be set back a maximum of 3 metres from the primary road frontage(s).

ATTACHMENT F

REPLACEMENT – Neighbourhood Centre Zone

NEIGHBOURHOOD CENTRE ZONE

The objectives and principles of development control that follow apply to the Neighbourhood Centre Zone shown on [Maps ViH/13, 17](#) and [18](#). They are additional to those Council Wide provisions expressed for the whole of the council area and in places where there is an apparent conflict, take precedence over the Council Wide provisions.

OBJECTIVES

- Objective 1** An activity centre providing a range of shopping, community, business, and recreational facilities for the surrounding neighbourhood.
- Objective 2** An activity centre that provides the main focus of business and community life outside of the Regional Town Centre Zone, and provides for the more frequent and regularly recurring needs of a community.
- Objective 3** An activity centre accommodating residential development in conjunction with non-residential development.
- Objective 4** An activity centre which has a safe and convenient environment for the movement of pedestrians, cyclists and vehicular traffic, within, to, and from the zone.
- Objective 5** Development located and designed to minimise adverse impact and conflict between land uses, both within the zone and in adjoining areas.
- Objective 6** Development that contributes to the desired character of the zone.

DESIRED CHARACTER

Development will be of a high architectural design standard and appearance that responds to and reinforces positive aspects of the local environment and built form. Active frontages will be promoted through the frequency of different tenancies, diversity of activities, a high proportion of windows and numerous pedestrian entrances. Verandahs will be provided to create a comfortable and intimate place for pedestrians and large blank walls will be avoided. A consistent landscaping approach will be employed in each activity centre location to provide a unified, linking aspect over the various land uses.

The activity centres at McCracken and Hayborough occupy prominent locations and, as such, it is important that built form and associated advertisements do not overwhelm the respective localities. This will be achieved through the appropriate siting of taller buildings (or taller elements of buildings), use of setbacks from roadways (including a minimum of 3 metre setback from both Adelaide and Hindmarsh roads) and adjacent residential sites, landscaping of all frontages to soften built form, and the use of colours and materials.

Hayborough Area

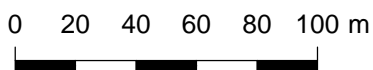
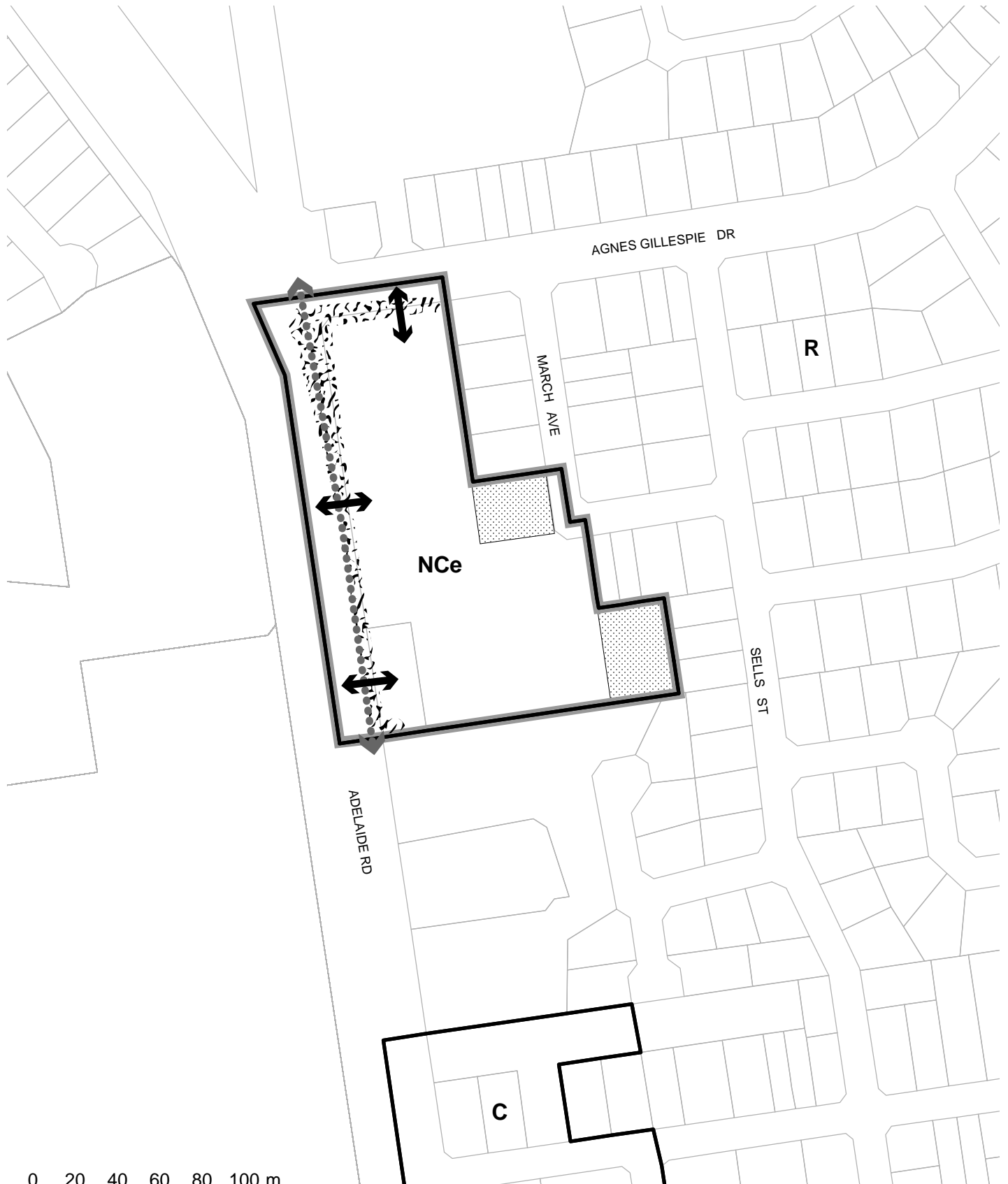
Development of the Hayborough Area of the Neighbourhood Centre Zone will be undertaken in accordance with [Concept Plan NCe/1](#).







Stand-alone residential dwellings may be developed fronting March Avenue, however, all other residential development in the Hayborough Area will be in conjunction with non-residential development.

McCracken Area

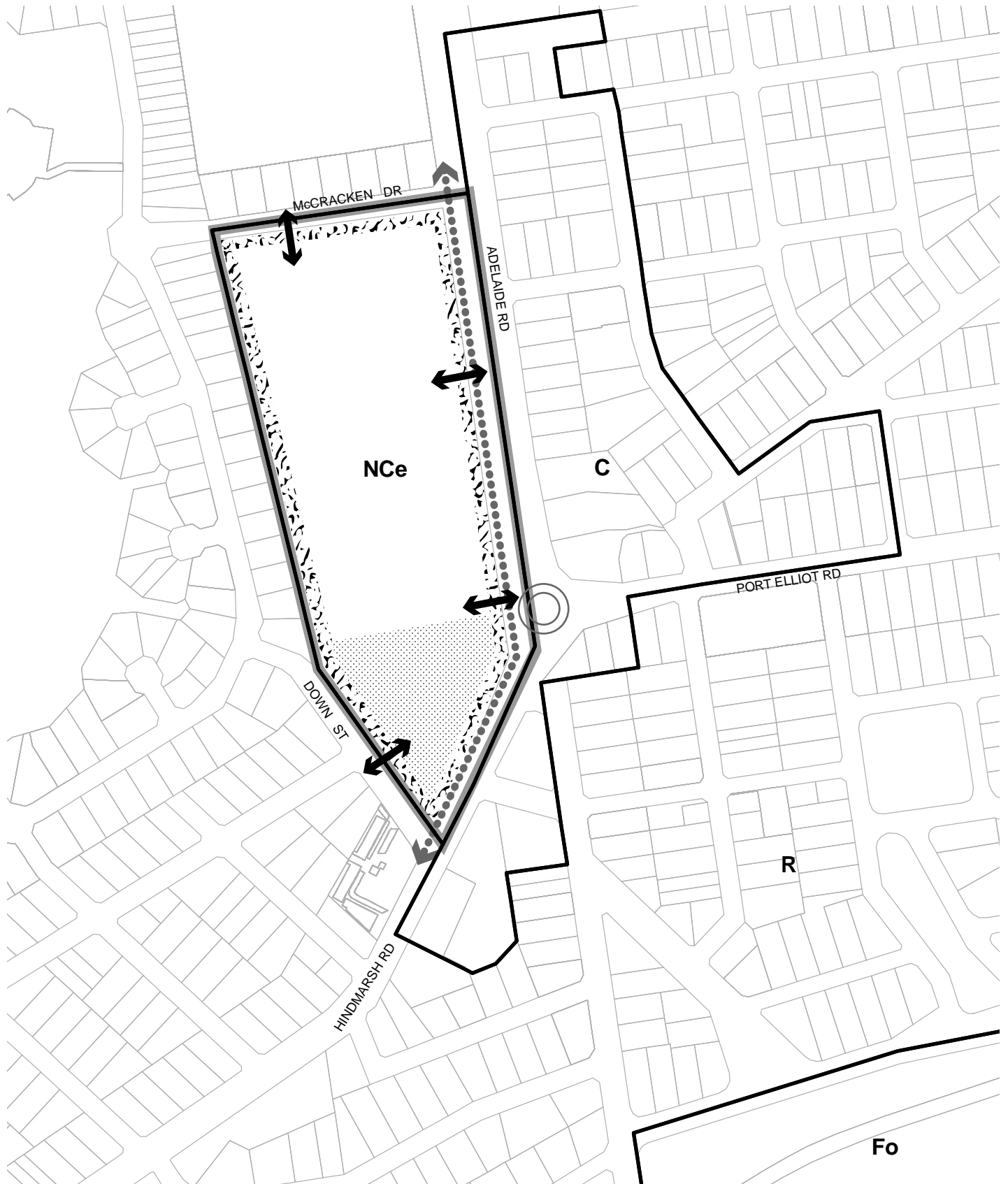
Development of the McCracken Area of the Neighbourhood Centre Zone will be undertaken in accordance with [Concept Plan NCe/2](#).

The primary vehicular access to commercial activities will be via the Adelaide / Hindmarsh / Port Elliot roundabout and from Adelaide Road, with appropriate vehicular access also provided from McCracken Drive.



-  Potential Residential/Tourist Accommodation
-  Vegetation/Landscaping
-  Potential Vehicle Access
-  Potential Pedestrian Path
-  Zone Boundary
-  Concept Plan Boundary

VICTOR HARBOR (CITY)
NEIGHBOURHOOD CENTRE
HAYBOROUGH
CONCEPT PLAN
FIGURE NCe/1




 Potential Residential/Tourist Accommodation

 Vegetation/Landscaping

 Potential Vehicle Access

 Potential Shared Pedestrian/Bicycle Path

 Zone Boundary

 Concept Plan Boundary

0 50 100 150 200 250 m



**VICTOR HARBOR (CITY)
NEIGHBOURHOOD CENTRE
McCRACKEN
CONCEPT PLAN
FIGURE NCe/2**

Residential dwellings and/or tourist accommodation will be developed on the southern portion of the site in a manner that takes advantage of ocean views. The area will be extensively landscaped to mitigate noise and visual impacts of surrounding traffic and commercial activities. The site will include open space and ensure that stormwater is managed such that on-site flows do not impact adjacent development or infrastructure. Access to this area will be via Down Street. All other residential development in the McCracken Area will be in conjunction with non-residential development.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

- 1 The following forms of development are envisaged in the zone:
 - bank
 - bulky goods outlet
 - child care facility
 - consulting room
 - dwelling primarily in conjunction with non-residential land use
 - library
 - health centre
 - office
 - petrol filling station
 - place of worship
 - playing field
 - pre-school
 - primary school
 - recreation area
 - restaurant
 - shop
 - supermarket
 - tourist accommodation with no gaming or public bar facilities.
- 2 Development listed as non-complying is generally inappropriate.
- 3 Development should be undertaken in accordance with [Concept Plans NCe/1](#) and [NCe/2](#).
- 4 Development comprising a variety of residential and non-residential uses should only be undertaken if such development does not prejudice the operation of existing or future non-residential activity within the zone.
- 5 Dwellings should be located only behind or above non-residential uses on the same allotment other than:
 - (a) within the Hayborough Area where residential development has direct frontage to March Avenue
 - (b) within the McCracken Area where residential development is envisaged within the southern portion of the site as per [Concept Plan NCe/2](#).

Form and Character

- 6 Development should not be undertaken unless it is consistent with the desired character for the zone.
- 7 Buildings should:
 - (a) not exceed three storeys (or 12 metres in height) above existing natural ground level
 - (b) be orientated towards the street and not turn its back on the public domain
 - (c) have setbacks from street boundaries to cater for appropriate car parking, access, manoeuvring and landscaped areas.

- 8 Outdoor advertisements attached to buildings should only be erected in the zone where they are attached to the building and are below the ridgeline of the supporting building.
- 9 Development should be sited and designed to minimise negative impacts on existing and potential future land uses desired in the locality.
- 10 Residential development adjacent to non-residential land uses should be located, designed and/or sited to protect residents from potential adverse impacts from non-residential activities.

Interface

- 11 Development should mitigate interface impacts that are likely to adversely affect nearby residential uses and general amenity in adjoining zones. This can be achieved by:
 - (a) utilising noise attenuation devices and building design to minimise the emission and effect of noise
 - (b) providing visual relief by way of landscaping on the perimeter of the site and within vehicle parking areas
 - (c) utilising air pollution control measures to prevent unreasonable interference with local amenity
 - (d) locating waste collection and storage areas away from the boundary with adjacent zones and within specially designed enclosures
 - (e) amending hours of operation
 - (f) siting and designing lighting to avoid overspill to adjoining properties.

Freestanding Advertisements

- 12 Freestanding advertisements and / or advertising hoardings for multiple-business tenancy complexes should:
 - (a) be a maximum of 8 metres in height from the natural ground level
 - (b) incorporate the name or nature of each business or activity within the site or complex in a single advertisement.

Land Division

- 13 Land division in the zone is appropriate provided new allotments are of a size and configuration to ensure the objectives of the zone can be achieved.

PROCEDURAL MATTERS

Complying Development

- 14 Complying developments are prescribed in Schedule 4 of the *Development Regulations 2008*.

Non-complying Development

- 15 Development (including building work, a change in the use of land, or division of an allotment) for the following is non-complying:

Form of development	Exceptions
---------------------	------------

Form of development	Exceptions
Dwelling	Except where any of the following apply: <ul style="list-style-type: none"> (a) the dwelling is developed in conjunction with a non-residential development; or (b) in the McCracken area as shown on Concept Plan NCe/2, the dwelling is located south of a line formed along the centre line of the Port Elliot Road reserve between Wilkinson Avenue and Yandra Terrace that is extended through the McCracken Area; or (c) the dwelling is located within the Hayborough Area as shown on Concept Plan NCe/1.
Fuel depot	
Horticulture	
Industry	
Major public service depot	
Motor repair station	
Residential flat building	Except where in conjunction with a non-residential development.
Road transport terminal	
Store	
Warehouse	
Waste reception, storage, treatment or disposal	
Wrecking yard	

Public Notification

16 Categories of public notification are prescribed in Schedule 9 of the *Development Regulations 2008*.

ATTACHMENT G

NEW – Mixed Use Zone

MIXED USE ZONE

The objectives and principles of development control that follow apply to the Mixed Use Zone shown on [Maps ViH/16](#) and [21](#). They are additional to those Council Wide provisions expressed for the whole of the council area and in places where there is an apparent conflict, take precedence over the Council Wide provisions.

OBJECTIVES

- Objective 1** A functional and diverse zone accommodating a mix of commercial, community, medium density residential, office, and small-scale shop land uses.
- Objective 2** Development that minimises any adverse impacts upon the amenity of the locality within the zone.
- Objective 3** Development that contributes to the desired character of the zone.

DESIRED CHARACTER

The zone provides for a wide range of development but emphasis is placed on activities with a low impact such as community services, residential development and educational facilities.

Vegetated areas, particularly adjacent the Inman River, will be retained for open space and recreational purposes. Legible and safe pedestrian paths will be provided around and through the site to the riverine environment.

Access / egress to the site will be via Ewen Terrace and Armstrong Road, however, the access from Armstrong Road will provide a no-through road arrangement that services uses fronting that road.

The vegetated council drain along Armstrong Road will be retained and provide screening to the emergency services precinct. Emergency service activities will be protected from encroachment by adjoining uses that would otherwise restrict their activities.

Development will not occur within a 1-in-100 year average return interval flood event area. Development will seek opportunities for harvesting and recycling of stormwater and will ensure that pollutants are not transferred to the river system.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

- 1 The following forms of development are envisaged in the zone:
 - [affordable housing](#)
 - [aged persons accommodation](#)
 - community facility
 - consulting room
 - educational establishment
 - emergency services facility
 - group dwelling
 - institutional facility
 - multiple dwelling
 - office
 - residential flat building
 - row dwelling
 - shop or group of shops where the maximum gross leasable area is in the order of [250](#) square metres
 - [student accommodation](#).
- 2 Development listed as non-complying is generally inappropriate.

Form and Character

- 3 Development should not be undertaken unless it is consistent with the desired character for the zone.
- 4 Development should be in accordance with [Concept Plan Figure MU/1](#).
- 5 The bulk and scale of development should be compatible with adjoining land uses.
- 6 Car parking areas should be provided at the rear or side of premises.
- 7 Advertisements and advertising hoardings should not include any of the following:
 - (a) flashing or animated signs
 - (b) bunting, streamers, flags, or wind vanes
 - (c) roof-mounted advertisements projected above the roofline
 - (d) parapet-mounted advertisements projecting above the top of the parapet.

Land Division

- 8 Land division in the zone is appropriate provided new allotments are of a size and configuration to ensure the objectives of the zone can be achieved.

PROCEDURAL MATTERS

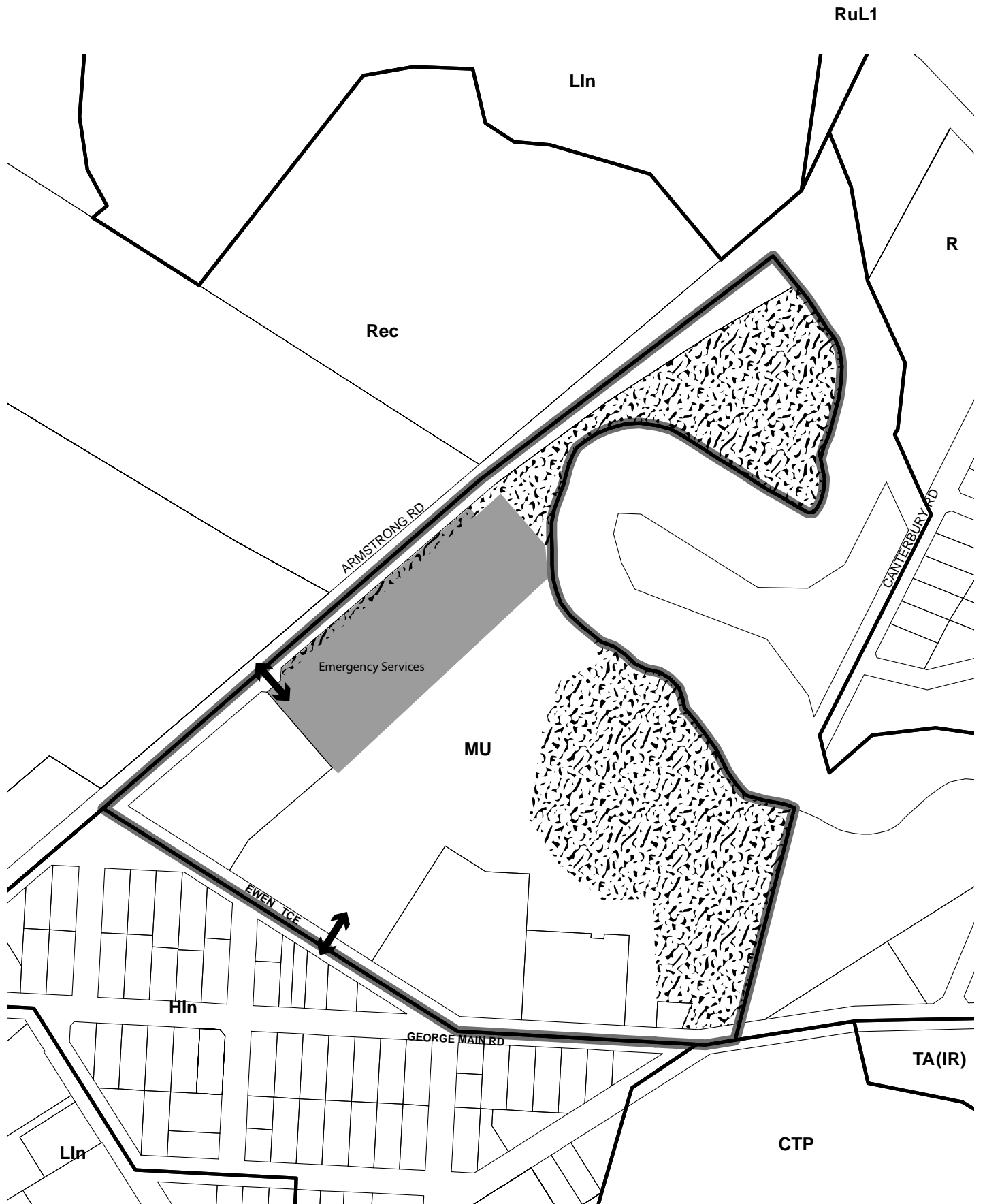
Complying Development






- 9 Complying developments are prescribed in Schedule 4 of the *Development Regulations 2008*.

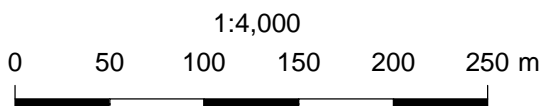
Non-complying Development

- 10 Development (including building work, a change in the use of land, or division of an allotment) for the following is non-complying:

Form of development	Exceptions
Fuel depot	
General industry	
Horse keeping	
Horticulture	
Intensive animal keeping	
Prescribed mining operations	
Road transport terminal	
Special industry	
Stock sales yard	
Stock slaughter works	
Waste reception, storage, treatment or disposal	Except where in the form of a recycling collection depot.
Wrecking yard	



-  Open Space
-  Vehicle Access
-  Emergency Services Precinct
-  Concept Plan Boundary
-  Zone Boundary



**VICTOR HARBOR (CITY)
MIXED USE
VICTOR HARBOR
CONCEPT PLAN
FIGURE MU/1**

Public Notification

11 Categories of public notification are prescribed in Schedule 9 of the *Development Regulations 2008*.

Further, the following forms of development (except where the development is classified as non-complying) are designated:

Category 1	Category 2
Community facility	Educational establishment
Consulting room	Emergency services facility
Dwelling	Shop, other than where designated as Category 1
Office	
Residential flat building	
Shop or group of shops where the gross leasable area is 250 square metres or less	

ATTACHMENT H

NEW – Suburban Neighbourhood Zone

SUBURBAN NEIGHBOURHOOD ZONE

The objectives and principles of development control that follow apply to the Suburban Neighbourhood Zone shown on [Map ViH/20](#). They are additional to those Council Wide provisions expressed for the whole of the council area and in places where there is an apparent conflict, take precedence over the Council Wide provisions.

OBJECTIVES

- Objective 1** A predominantly low and medium density residential area that comprises a range of dwelling types together with local and neighbourhood activity centres that are located within a walkable distance of most residents.
- Objective 2** Provision of medium density residential development adjacent to activity centres, public transport stops and public open space.
- Objective 3** Affordable housing that is integrated into residential and mixed use development.
- Objective 4** Local and neighbourhood activity centres that provide a range of shopping, community, business and recreational facilities for the surrounding neighbourhood.
- Objective 5** The orderly expansion or intensification of urban areas to support the effective and economic provision of public infrastructure and community services.
- Objective 6** Sustainable development outcomes through innovation in stormwater management, waste minimisation, water conservation, energy efficiency and urban biodiversity.
- Objective 7** Development that contributes to the desired character of the zone.
- Objective 8** Development on sloping land designed to minimise environmental and visual impacts and protect soil stability and water quality.

DESIRED CHARACTER

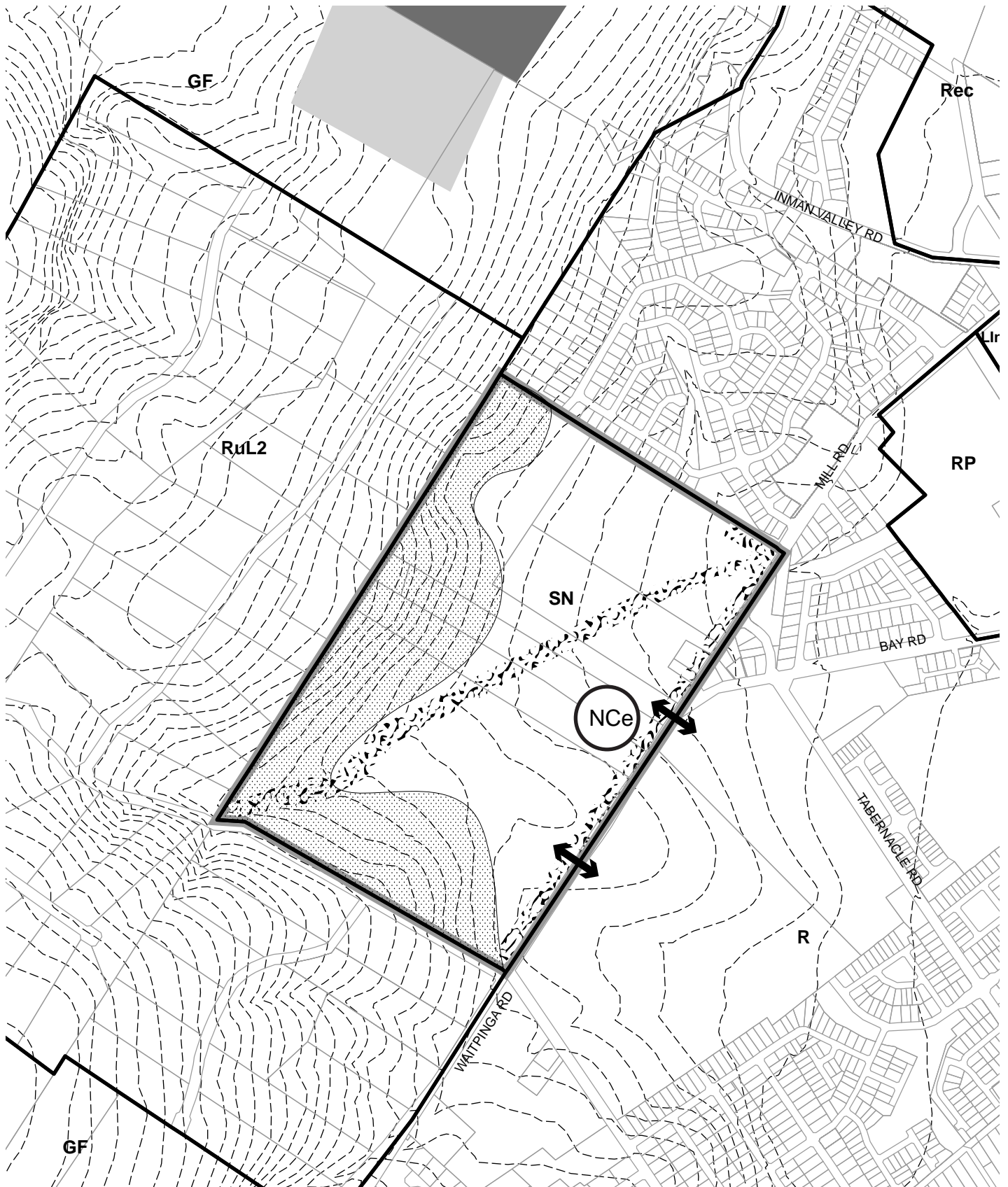
This zone will be developed as low and medium density residential neighbourhood established around a neighbourhood-scale activity centre. The layout of the area will create active public spaces and provide equitable access to public open space, shops, education facilities and a range of community services.

Housing diversity is a priority for the zone and a range of affordable and social housing products will also be delivered through innovative land division layout, housing design, access and parking arrangements. Affordable housing will be integrated and complementary in design and appearance to other dwellings within the development. Affordable housing will be integrated and complementary in design and appearance to other dwellings within the development.

Dwellings will be up to 2 storeys with an average net residential density of around 30-45 dwellings per hectare. Higher density buildings with a net residential density of around 45-70 dwellings per hectare, which may include taller buildings up to 3 storeys, are envisaged within and directly adjacent to activity centres or directly abutting public open spaces greater than 2000 square metres.

A neighbourhood activity centre is envisaged within the zone (as shown on [Concept Plan Map SN/1](#)), containing in the order of 6,000 square metres of retail floor space, in addition to other business and community facilities. The neighbourhood activity centre will be located to encourage access via a network of pedestrian and bicycle linkages, and will serve a broader area beyond the Zone.

Street level uses will be primarily retail, service and office. Upper floor land uses will primarily be residential with some office accommodation. Features and activities that attract people to activity centres are encouraged, such as frequent doors and display windows, retail shopfronts and outdoor eating or dining areas spilling out onto footpaths. A distinctive urban form, adjacent to and within activity centres, will frame squares and courtyards and reinforce a main-street theme.



(NCe) Neighbourhood Activity Centre

Low Density Residential

Open Space/Landscaping

Existing Mine Tenement

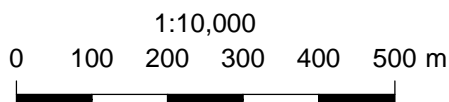
Potential Mineral Resource

Potential Vehicle Access

Concept Plan Boundary

Zone Boundary

**VICTOR HARBOR (CITY)
SUBURBAN NEIGHBOURHOOD
ENCOUNTER BAY
CONCEPT PLAN
FIGURE SN/1**



Activity centres will have a pedestrian friendly environment with wide footpaths, colonnades, courtyards, awnings and street furniture. Public and communal spaces will encourage community interaction and no or low fencing on road frontages will promote casual surveillance. Parking areas will be sited behind buildings, where possible, to reinforce the pedestrian feel.

Street patterns and walkways will be integral to subdivision. Neighbourhood design will encourage active travel such as walking and cycling to local services and facilities.

Open space will be provided away from potential noise sources. Public open space will be designed as safe and attractive places for a range of recreational activities and formal sport as well as water management and environmental protection.

Water Sensitive Urban Design systems, including the harvest, treatment, storage and reuse of storm water, will be integrated throughout the area at the neighbourhood, street, site and building level. Harvested storm water will improve the aesthetic and functional value of open spaces, including public access ways and greenways.

Areas within the Zone on the upper slopes are identified as being subject to Medium Bushfire Risk provisions and adjoin an area of High Bushfire Risk to the west. Land division will therefore ensure that access is available for fire-fighting personnel from the Zone to the adjoining High Bushfire Risk Area. It is expected that larger allotments and lower density development will be provided in this area taking into account the slope of the land and to assist in mitigating bushfire risk. A buffer of reduced vegetation should be established along the boundary of the zone adjacent to the area of High Bushfire Risk.

The upper slopes of the zone form a backdrop to Victor Harbor and Encounter Bay. It also includes land with steeper gradients (above 1 in 5 or more), as indicated by the area for 'Low Density Residential' on Concept Plan Figure SN/1. Development in these areas of the Zone will incorporate minimal cut and fill and be designed and landscaped (without compromising bushfire protection measures) to minimise the visual impact of the area when viewed from the lower lying areas to the east. Single storey development in these areas is preferred unless the building is designed to follow the contours of the land (i.e. stepped level development).

An existing quarry operates within a tenement to the north of the zone. These mining operations may shift southwards closer to the zone to access potential mineral resources located to the south and outside of the existing tenement boundary. While existing housing and rural living areas to the north and west of the zone are already located within guideline separation distances for quarry activities, the land division layout should minimise (or preferably avoid) increasing the number of dwellings within 400 metres of the potential mineral resource area shown on [Concept Plan SN/1](#).

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

1 The following forms of development, or any combination thereof, are envisaged in the zone:

- affordable housing
- aged persons accommodation
- community centre
- consulting room
- domestic outbuilding
- dwelling
- educational establishment
- indoor recreation centre
- office
- pre-school
- primary school
- residential flat building
- shop or group of shops, excluding a bulky goods outlet or a retail showroom
- supported accommodation.

- 2 The following additional types of development, or combination thereof, are envisaged within the designated neighbourhood activity centre, identified on [Concept Plan Map SN/1](#):
- bulky goods outlet
 - petrol filling station
 - place of worship.
- 3 Development should be in accordance with [Concept Plan Map SN/1](#).
- 4 Non-residential development should be located within designated neighbourhood activity centres except where comprising small scale uses that:
- (a) serve the local community
 - (b) are of a nature and scale consistent with the character of the locality
 - (c) do not compromise the capacity to achieve coordinated activity centre development
 - (d) do not detrimentally impact on the amenity of nearby residents.
- 5 Development should not be in the form of entertainment venues and/or licensed premises that provide live music.
- 6 Development listed as non-complying is generally inappropriate.

Form and Character

- 7 Development should be consistent with the desired character for the zone.
- 8 Development of three or more storeys in height should ensure that:
- (a) north-facing windows to habitable rooms of existing dwelling(s) on the same allotment, and on adjacent allotments, receive at least 3 hours of direct sunlight over a portion of their surface between 9.00 am and 3.00 pm on 21 June
 - (b) ground level open space of existing buildings receives direct sunlight for a minimum of 2 hours between 9.00 am and 3.00 pm on 21 June to at least the smaller of the following:
 - (i) half of the existing ground level open space
 - (ii) 35 square metres of the existing ground level open space (with at least one of the area's dimensions measuring 2.5 metres).
- 9 Development should be 2 storeys or less except where located in or adjacent to a designated activity centre or adjacent to public open space as identified on [Concept Plan Map SN/1](#) where development should be 3 storeys or less.
- 10 The visual massing and height of buildings in activity centres should be progressively reduced at the interface with lower density residential development.

Building to the Side Boundary

- 11 Walls of dwellings and residential flat buildings sited on side boundaries should be in accordance with at least one of the following:
- (a) be located immediately abutting the wall of an existing or simultaneously constructed building on the adjoining land to the same or lesser length and height
 - (b) constructed in accordance with any approved building envelope plan
 - (c) the exposed section of the wall is less than 8 metres in length and 3.5 metres in height.

- 12 Dwellings developed to both side boundaries, except where there is less than 25 square metres of private open space, should provide ground level access to the rear of the site via a carport, garage, access way, service lane or the like.

Setbacks from the Side Boundary

- 13 Walls of dwellings set back from the side boundary should be designed in accordance with the following:

Wall height (measured from natural ground level)	Minimum setback from side boundaries (metres)
For any portion of the wall less than or equal to 7 metres	0.9
For any portion of the wall greater than 7 metres	2

Front Setbacks

- 14 Dwellings and residential flat buildings (excluding verandas, porticos and the like) should be set back from road frontages in accordance with the following parameters:

Minimum setback	Value (metres)
From the primary road frontage of an arterial road	8 or the average of any existing dwellings on any adjoining allotments with the same primary frontage (or, if there is only one such dwelling, the setback of that dwelling)
From the primary road frontage of all other roads	3 or the average of any existing dwellings on any adjoining allotments with the same primary frontage (or, if there is only one such dwelling, the setback of that dwelling) 1.5 where the allotment is located adjacent to a public reserve greater than 2000 square metres, the dwelling faces that reserve and vehicle access is provided to the rear of the allotment No minimum where the land is within or directly facing a designated activity centre and vehicle access is provided to the rear of the allotment
From a secondary road frontage that is an arterial road	8 or the average of any existing dwellings on any adjoining allotments with the same primary frontage (or, if there is only one such dwelling, the setback of that dwelling)
Minimum setback to a secondary road frontage that is not an arterial road	0.9

Setbacks from Rear Boundaries

- 15 The walls of detached, semi-detached and row dwellings should be set back from rear boundaries, except where the rear boundary adjoins an access way, in accordance with the following parameters:

Allotment size (square metres)	Ground floor minimum setback (metres)	Second storey minimum setback (metres)	Third storey or more minimum setback (metres)
≤300	2	5	5 plus any increase in wall height over 6 metres
>300	3	5	5 plus any increase in wall height over 6 metres

16 Walls of dwellings and residential flat buildings sited on rear boundaries should be in accordance with at least one of the following:

- (a) be located immediately abutting the wall of an existing or simultaneously constructed building on the adjoining land to the same or lesser length and height
- (b) constructed in accordance with any approved building envelope plan.

Site Area

17 Other than within the 'low density area' as shown on Concept Plan SN/1 a dwelling should have a minimum site area (and in the case of residential flat buildings, an average site area per dwelling) and a frontage to a public road not less than that shown in the following table:

Dwelling type	Minimum area (square metres)	Minimum frontage (metres)
Detached (except where constructed boundary to boundary)	250 minimum allotment area	7
Semi-detached	200 minimum allotment area	6
Row dwelling and detached dwelling constructed boundary to boundary	125 minimum allotment area	5
Group dwellings and/residential flat building (1 and 2 storey)	200 average site area per dwelling	No minimum

18 Other than within the 'low density area' as shown on [Concept Plan SN/1](#), the minimum site area requirements specified can be reduced where the division is accompanied by a building envelope plan detailing building footprints and wall heights that demonstrates that the development contributes to the desired character of the zone and where one of the following applies:

- (a) the allotment(s) is located within 200 metres of a neighbourhood activity centre
- (b) the development includes 15 per cent affordable housing
- (c) the allotment(s) is directly adjacent public open space greater than 2000 square metres.

19 Residential development within the 'low density residential' area shown on [Concept Plan SN/1](#) should consist only of detached dwellings on allotments of not less than 1500 square metres.

Local and Neighbourhood Activity Centres

20 The neighbourhood activity centre identified on [Concept Plan Map SN/1](#) should be of a scale and distribution that does not impede the development of the Victor Harbor Town Centre and be established within the zone such that it maximises the number of households in the wider area that are within walking distance.

- 21** Designated local and neighbourhood activity centres should:
- (a) maximise their role as a neighbourhood focus by including a range of community facilities
 - (b) be physically connected with surrounding residential areas by:
 - (i) avoiding large expanses of vehicle parking that physically separates the activity centre from surrounding residential areas
 - (ii) including pedestrian and cycle linkages that enable residents to comfortably walk and cycle directly from residential areas to and also within activity centre facilities
 - (c) orient development towards and near to public spaces and street frontages
 - (d) incorporate, where possible, mixed use development along the edges to provide a transition from activity centre uses to residential areas
 - (e) include shelter for pedestrians along public streets and internal access ways
 - (f) ensure building façades create diversity of interest and have the appearance of an aggregation of small buildings
 - (g) ensure roof forms are varied and do not include large expanses of roofline that are visible from the public domain
 - (h) ensure buildings address the street frontage and open spaces with servicing areas generally accessed via rear lanes or internal to the activity centre and not visible from public streets.
- 22** Development within designated activity centres should be set back a maximum of 3 metres from the primary road frontage.

Sloping Land

- 23** Development including roads and associated driveways should be sited and designed to integrate with the natural topography of the land and minimise the need for earthworks.
- 24** Development including roads and associated driveways, including related earthworks, should be sited, designed and undertaken in a manner that:
- (a) minimises their visual impact
 - (b) reduces the bulk of the buildings and structures
 - (c) minimises the extent of cut and/or fill
 - (d) minimises the need for, and the height of, retaining walls
 - (e) does not cause or contribute to instability of any embankment or cutting
 - (f) avoids the silting of watercourses
 - (g) protects development and its surrounds from erosion caused by water runoff.
- 25** Driveways across sloping land should be accessible and have a safe, all-weather trafficable surface.
- 26** Development sites should not be at risk of landslip.
- 27** Development on steep land should include site drainage systems to minimise erosion and avoid adverse impacts on slope stability.

- 28** Steep sloping sites in un-sewered areas should not be developed unless the physical characteristics of the allotments enable the proper siting and operation of an effluent drainage field suitable for the development intended.
- 29** The cutting and/or filling of land should:
- (a) be kept to a minimum and be limited to a maximum depth or height no greater than 1.5 metres so as to preserve the natural form of the land and the native vegetation
 - (b) only be undertaken in order to reduce the visual impact of buildings, including structures, or in order to construct water storage facilities for use on the allotment
 - (c) only be undertaken if the resultant slope can be stabilised to prevent erosion
 - (d) result in stable scree slopes which are covered with top soil and landscaped so as to preserve and enhance the natural character or assist in the re-establishment of the natural character of the area.

Hazards

- 30** To protect against bushfire, dwellings should not be sited within 40 metres of a slope greater than 20 degrees, where the length of the slope is greater than 10 metres and covered by hazardous vegetation.
- 31** The Medium Bushfire Risk classification will apply to development in those parts of the zone shown as Excluded in *Bushfire Protection Area BPA Maps – Bushfire Risk*, if any of the following apply:
- (a) the development does not form part of the contiguous urban area
 - (b) the development is on an allotment that is not connected to a mains water supply.

Land Division

- 32** Land division should identify an allotment capable of accommodating an activity centre in the location identified on [Concept Plan Map SN/1](#).

PROCEDURAL MATTERS

Complying Development

- 33** Complying developments are prescribed in Schedule 4 of the *Development Regulations 2008*.

Non-complying Development

- 34** Development (including building work, a change in the use of land or division of an allotment) for the following is non-complying:

Form of development	Exceptions
Crematorium	
Dairy	
Farming	
Fuel depot	
Horse keeping	
Horticulture	
Hospital	
Industry	

Form of development	Exceptions
Intensive animal keeping	
Public service depot	
Road transport terminal	
Service trade premises	
Stock slaughter works	
Warehouse	
Waste reception, storage, treatment or disposal	

Public Notification

35 Categories of public notification are prescribed in Schedule 9 of the *Development Regulations 2008*.

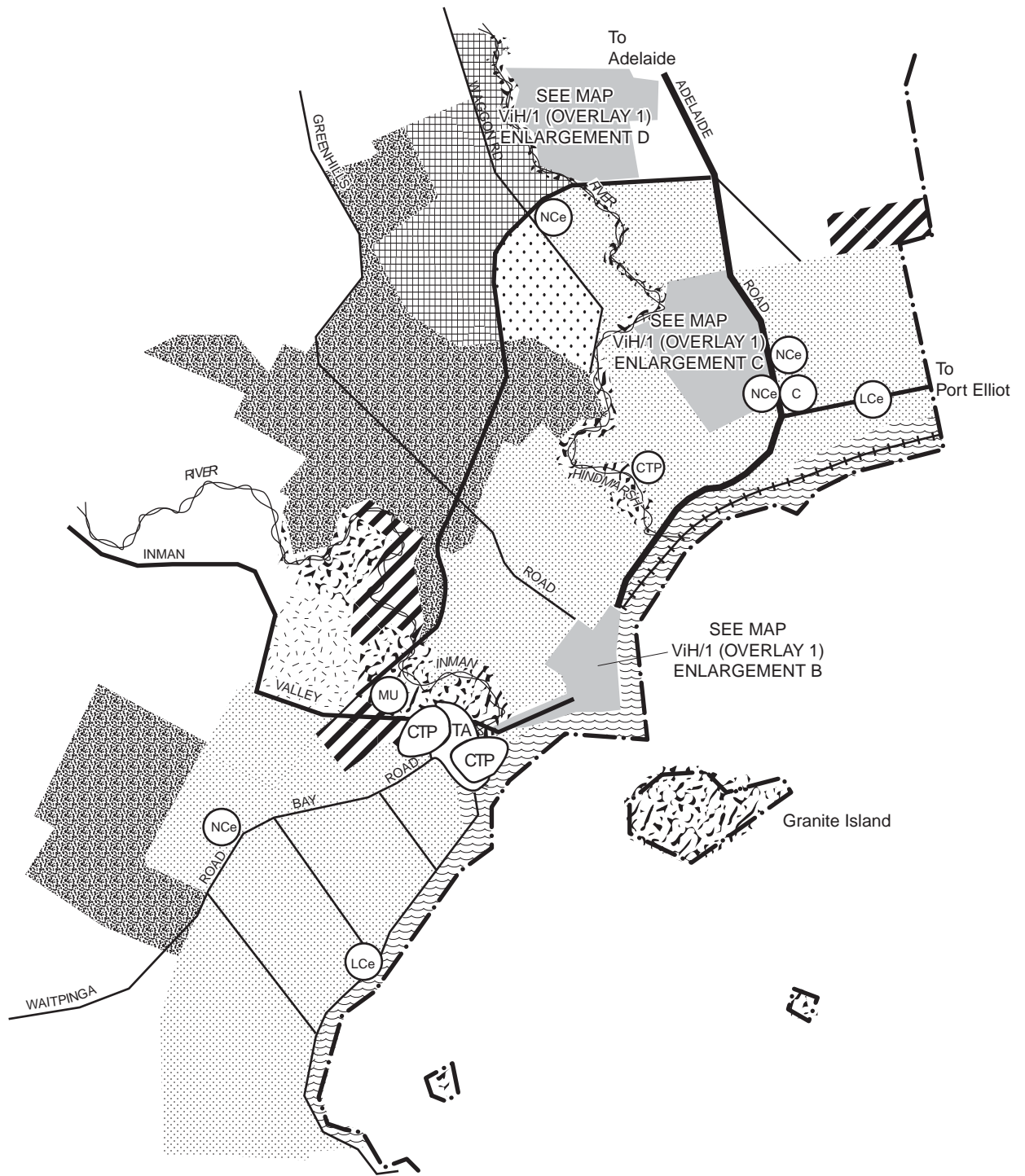
Further, the following forms of development (except where the development is classified as non-complying) are designated:

Category 1	Category 2
Advertisement	All forms of development not listed as category 1
Aged persons accommodation	
All forms of development that are ancillary and in association with residential development	
Dwelling	
Nursing home	
Office that is ancillary and in association with a dwelling	
Residential flat building	
Retirement village Supported accommodation	
Except where adjacent an existing or approved dwelling:	
<ul style="list-style-type: none"> (a) community centre (b) consulting room (c) educational establishment (d) office (other than where ancillary and in association with a dwelling) (e) place of worship (f) personal service establishment (g) pre-school (h) primary school (i) shop or group of shops. 	

ATTACHMENT I

REPLACEMENT Maps

- Victor Harbor (Town) Structure Plan Map ViH/1 (Overlay 1) Enlargement A
 - Victor Harbor (City) Zones Map ViH/3
 - Zone Map ViH/13
 - Zone Map ViH/16
 - Zone Map ViH/17
 - Zone Map ViH/18
 - Zone Map ViH/20
 - Zone Map ViH/21
 - Policy Area Map ViH/25
 - Policy Area Map ViH/29
 - Policy Area Map ViH/30

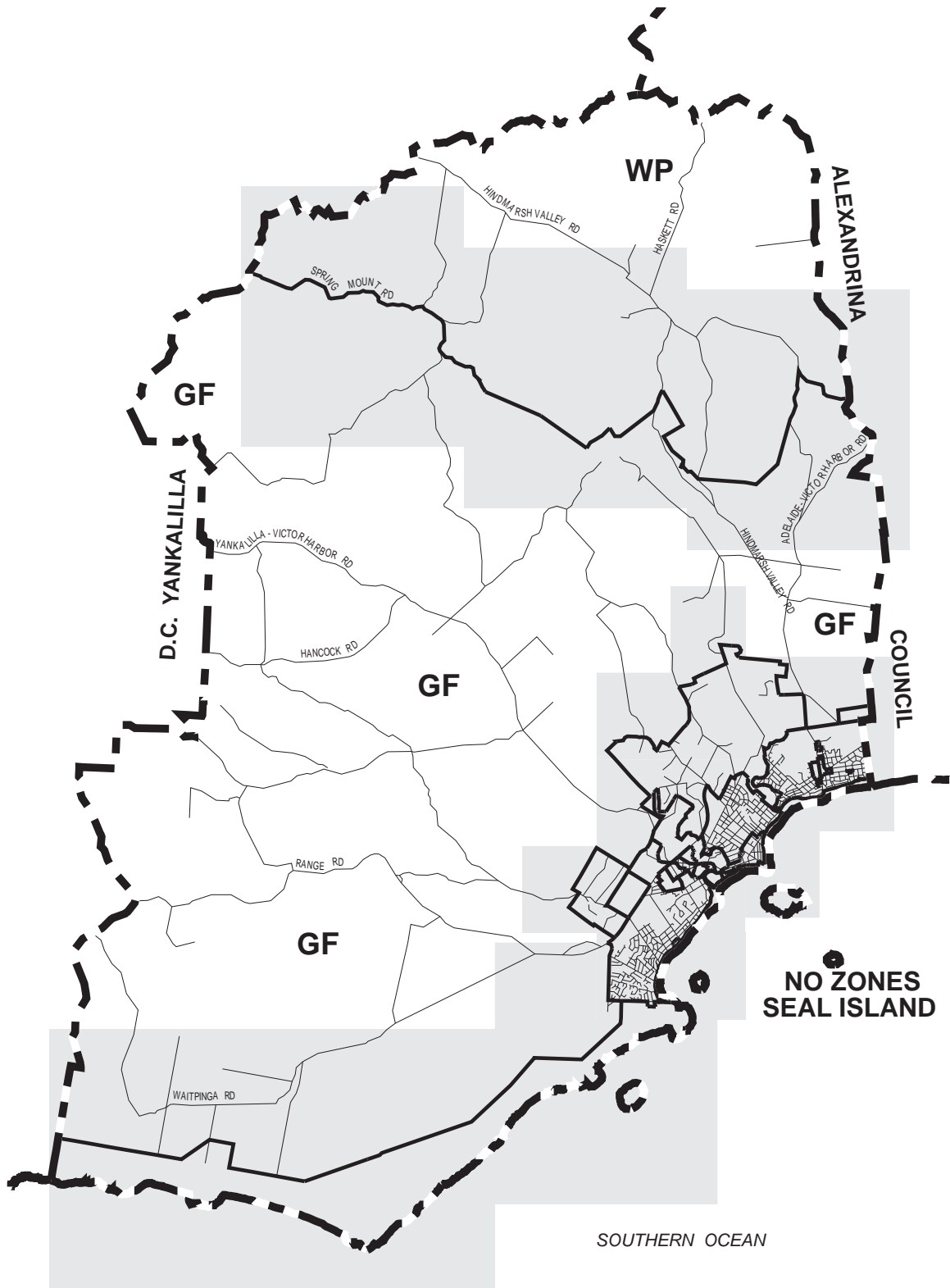


- | | | | |
|--|---------------------------|--|-----------------------|
| | Residential | | Local Centre |
| | Deferred Residential | | Caravan Tourist Park |
| | Industrial | | Neighbourhood Centre |
| | Rural Living | | Tourist Accommodation |
| | Coastal | | Commercial |
| | Deferred Urban | | Mixed Use |
| | Open Space | | |
| | Mixed Use | | |
| | Watercourse | | |
| | Railway | | |
| | Major Local Road | | |
| | Secondary Arterial Road | | |
| | Primary Arterial Road | | |
| | Development Plan Boundary | | |

0 km 1 2



**VICTOR HARBOR (CITY)
VICTOR HARBOR (TOWN)
STRUCTURE PLAN
MAP ViH/1 (Overlay 1)
ENLARGEMENT A**



NOTE : See Index Maps ViH/2A and 2B for shaded areas

GF General Farming
 WP Water Protection

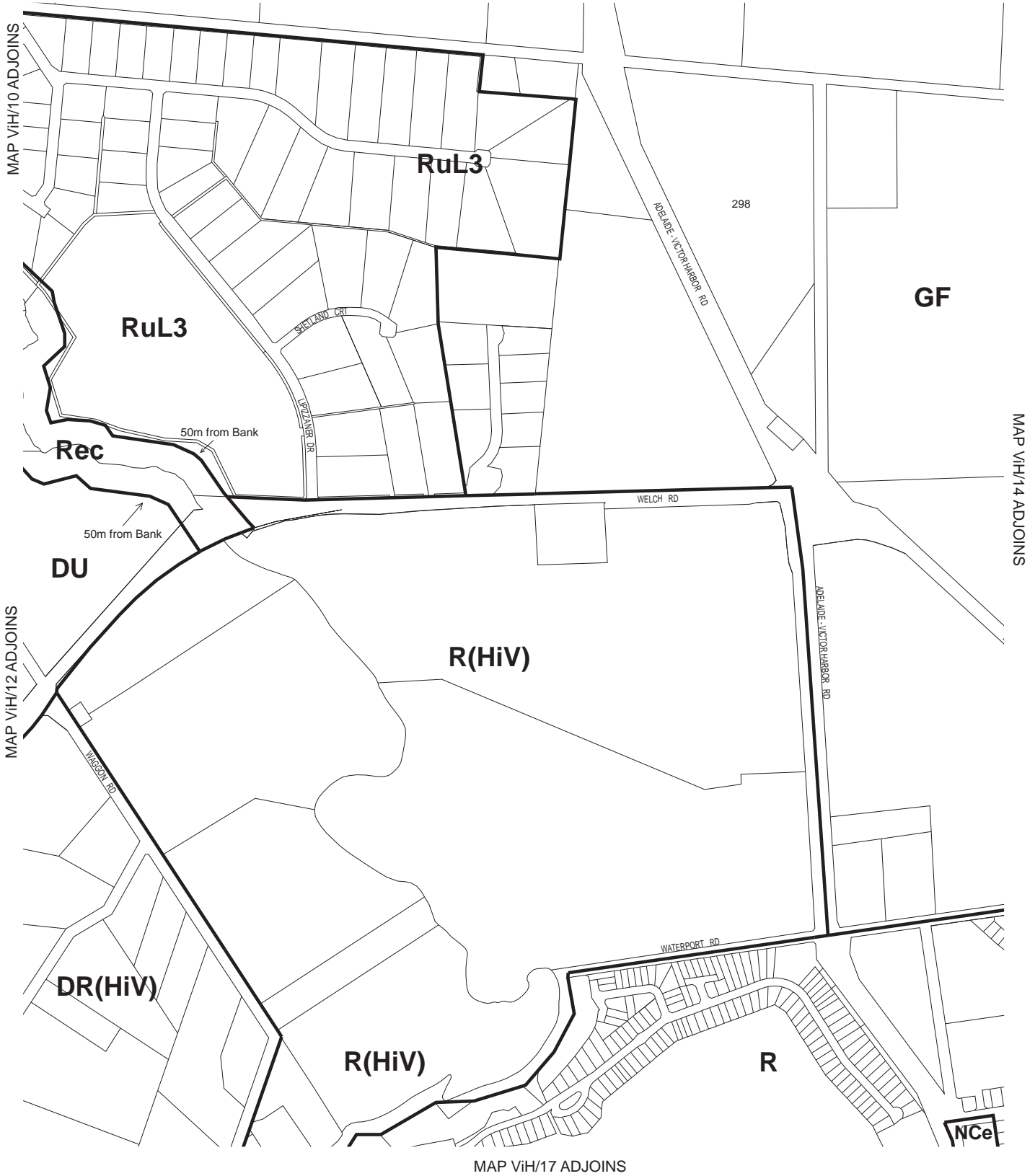


Scale 1:150000



— Zone Boundary
 - - - Development Plan Boundary

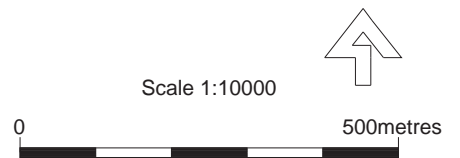
VICTOR HARBOR (CITY) ZONES MAP ViH/3



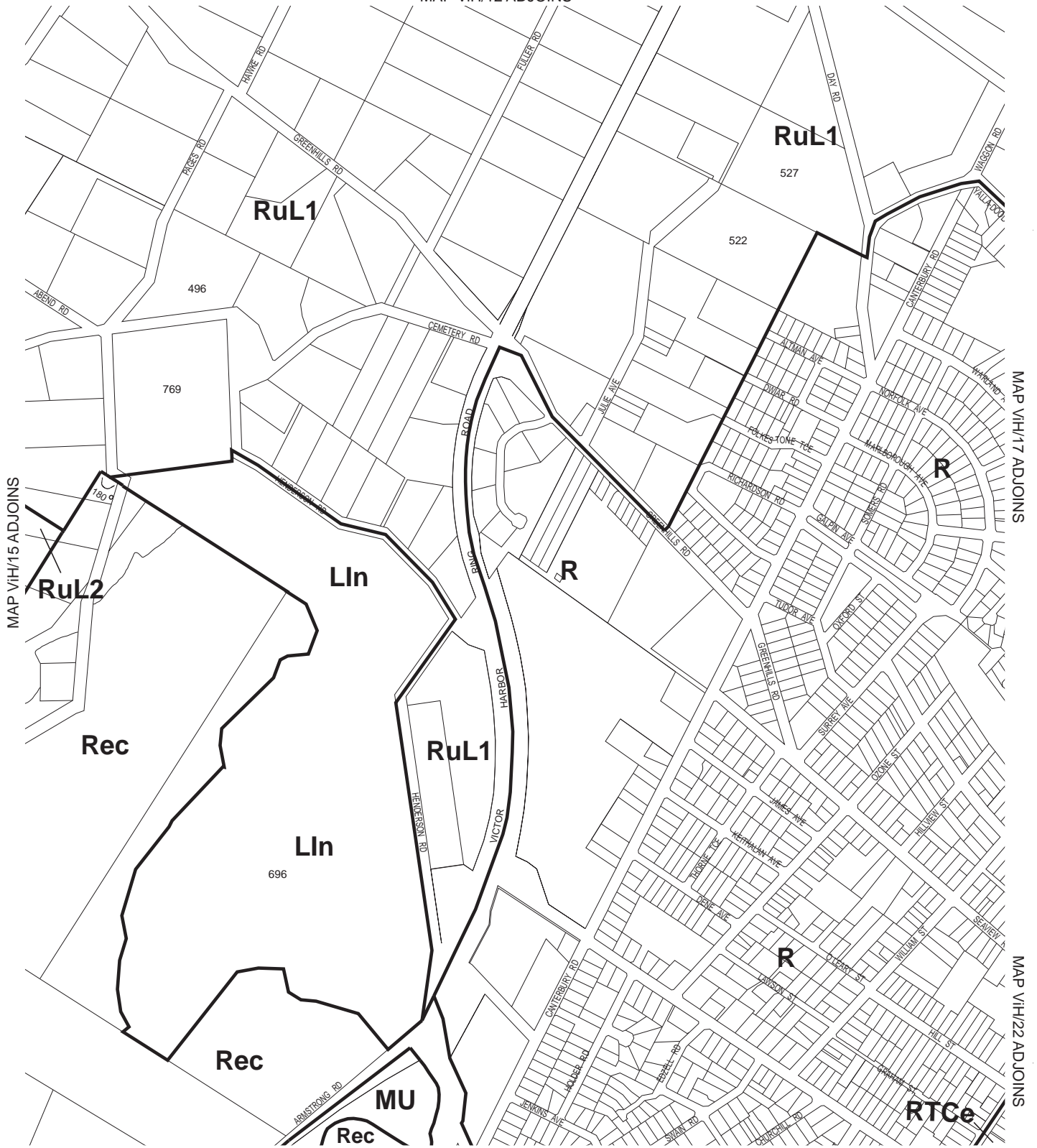
NOTE: For Policy Areas see MAP ViH/25

- DR(HiV)** Deferred Residential (Hindmarsh valley)
- DU** Deferred Urban
- GF** General Farming
- NCe** Neighbourhood Centre
- R** Residential
- R(HiV)** Residential (Hindmarsh Valley)
- Rec** Recreation
- RuL3** Rural Living 3

-  Zone Boundary
-  Development Plan Boundary



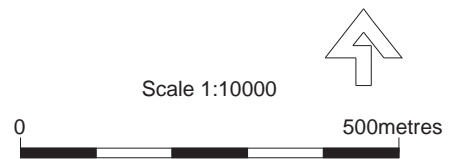
**VICTOR HARBOR (CITY)
ZONES
MAP ViH/13**



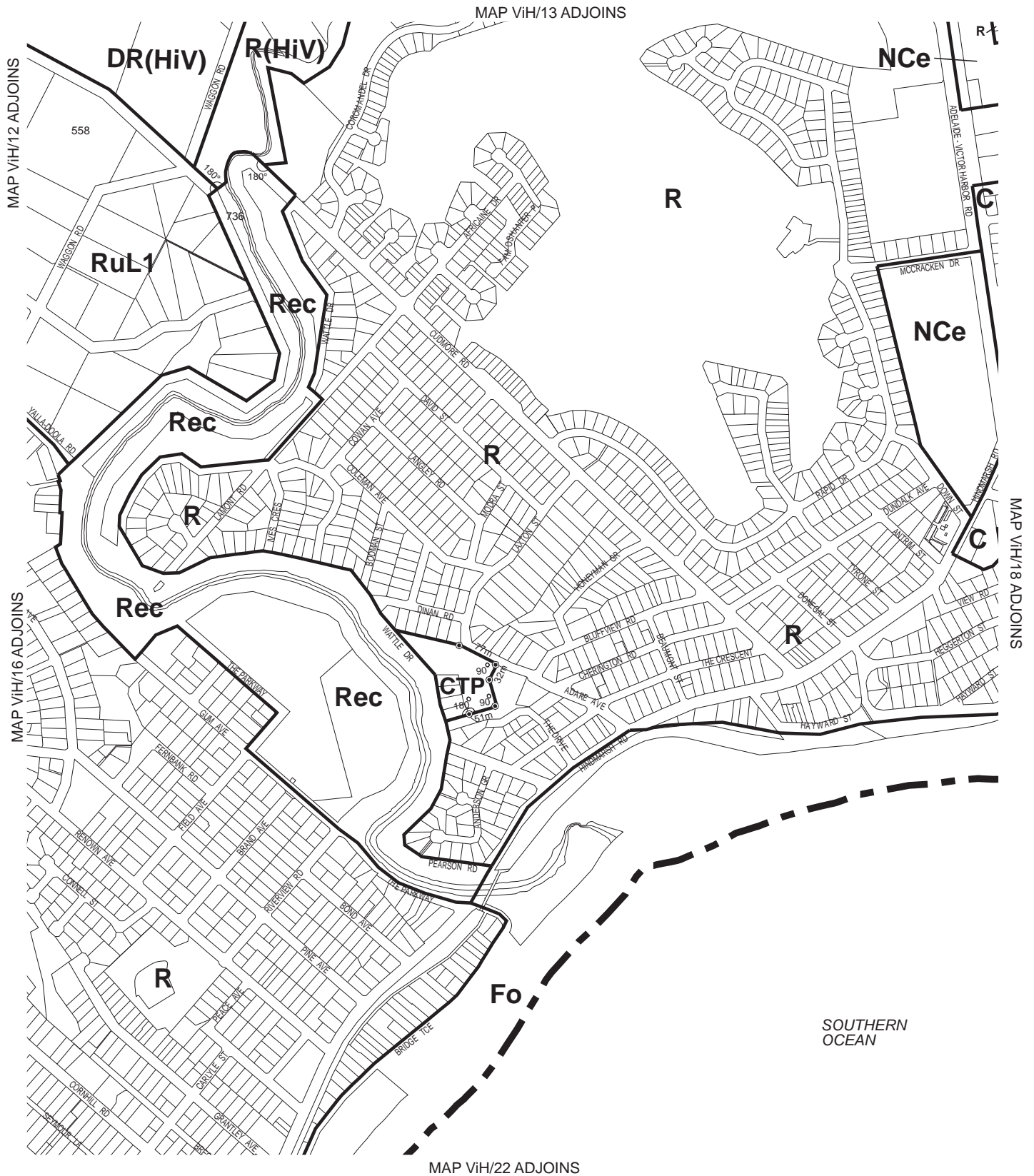
VICTOR HARBOR TOWNSHIP
NOTE : For Policy Areas See MAP ViH/28

- Ln** Light Industry
- MU** Mixed Use
- R** Residential
- Rec** Recreation
- RTCe** Regional Town Centre
- RuL1** Rural Living 1
- RuL2** Rural Living 2

-  Zone Boundary
-  Development Plan Boundary



VICTOR HARBOR (CITY)
ZONES
MAP ViH/16



VICTOR HARBOR TOWNSHIP
NOTE: For Policy Areas see MAP ViH/29

- C** Commercial
- CTP** Caravan & Tourist Park
- R(HiV)** Residential (Hindmarsh Valley)
- DR(HiV)** Deferred Residential (Hindmarsh Valley)
- Fo** Foreshore
- NCe** Neighbourhood Centre
- R** Residential
- Rec** Recreation
- RuL1** Rural Living 1

- Zone Boundary
- Development Plan Boundary

Scale 1:10000



VICTOR HARBOR (CITY)
ZONES
MAP ViH/17

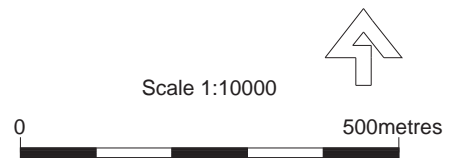


VICTOR HARBOR TOWNSHIP

NOTE: For Policy Areas See Maps ViH/30

- C** Commercial
- Fo** Foreshore
- LCe** Local Centre
- NCe** Neighbourhood Centre
- R** Residential

- Zone Boundary
- Development Plan Boundary




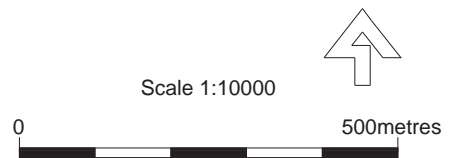
**VICTOR HARBOR (CITY)
ZONES
MAP ViH/18**



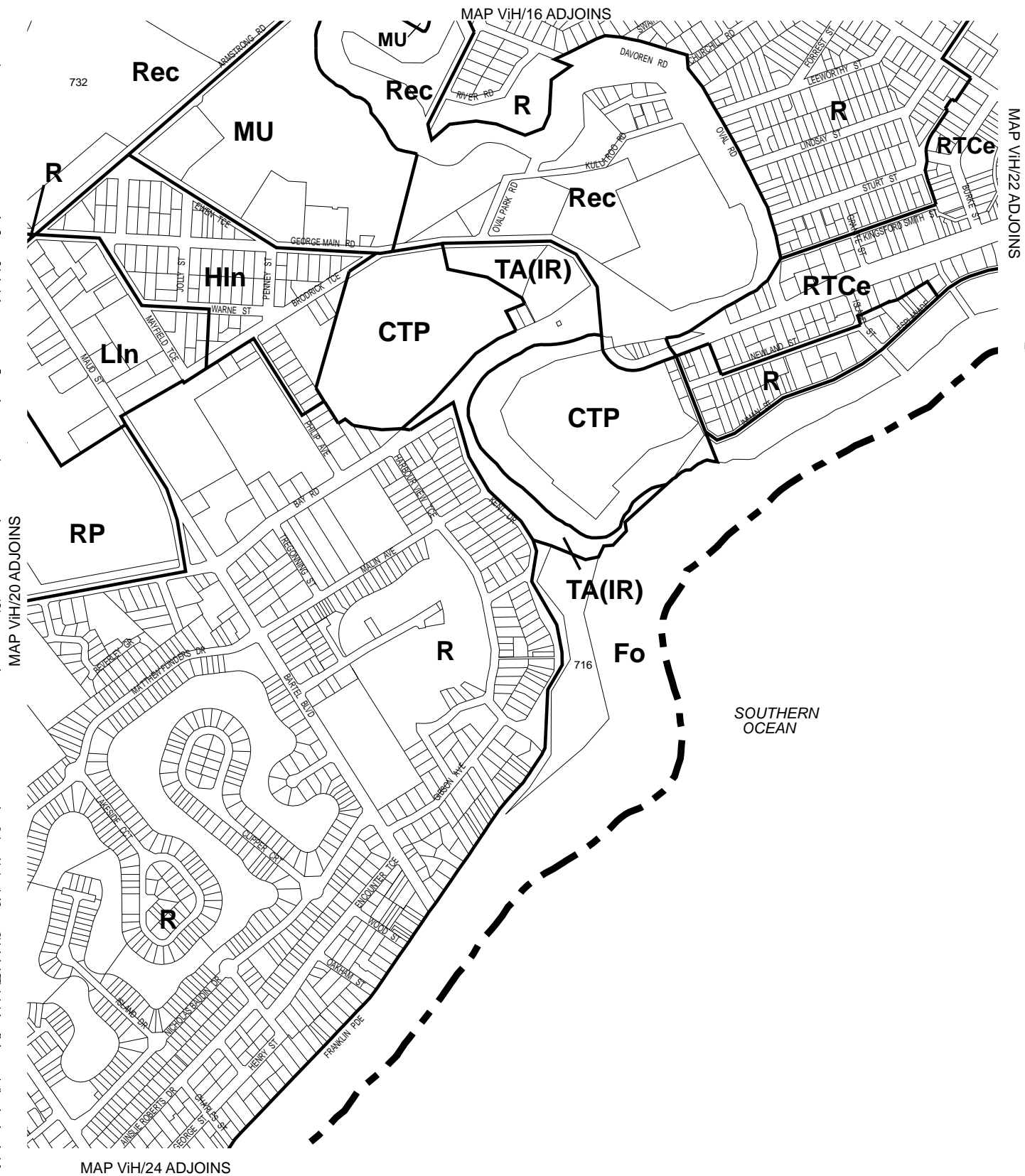
VICTOR HARBOR TOWNSHIP
NOTE: For Policy Areas See Map ViH/31

- GF General Farming
- LIn Light Industry
- R Residential
- Rec Recreation
- RuL2 Rural Living 2
- RP Residential Park
- SN Suburban Neighbourhood



-  Zone Boundary
-  Development Plan Boundary

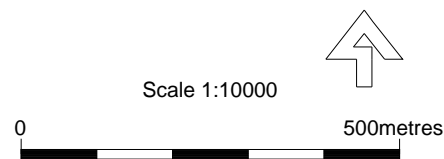


VICTOR HARBOR (CITY)
ZONES
MAP ViH/20



- VICTOR HARBOR TOWNSHIP**
NOTE : For Policy Areas See MAP ViH/32
- CTP Caravan & Tourist Park
 - Fo Foreshore
 - HIn Home Industry
 - LIn Light Industry
 - MU Mixed Use
 - RTCe Regional Town Centre
 - R Residential
 - Rec Recreation
 - RP Residential Park
 - TA(IR) Tourist Accommodation (Inman River)

-  Zone Boundary
-  Development Plan Boundary



VICTOR HARBOR (CITY)
ZONES
MAP ViH/21



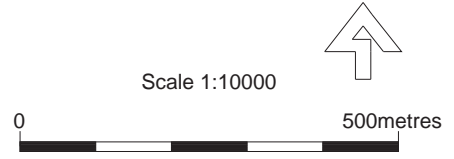
MAP ViH/26 ADJOINS

MAP ViH/29 ADJOINS

NOTE : For Zoning See MAP ViH/13

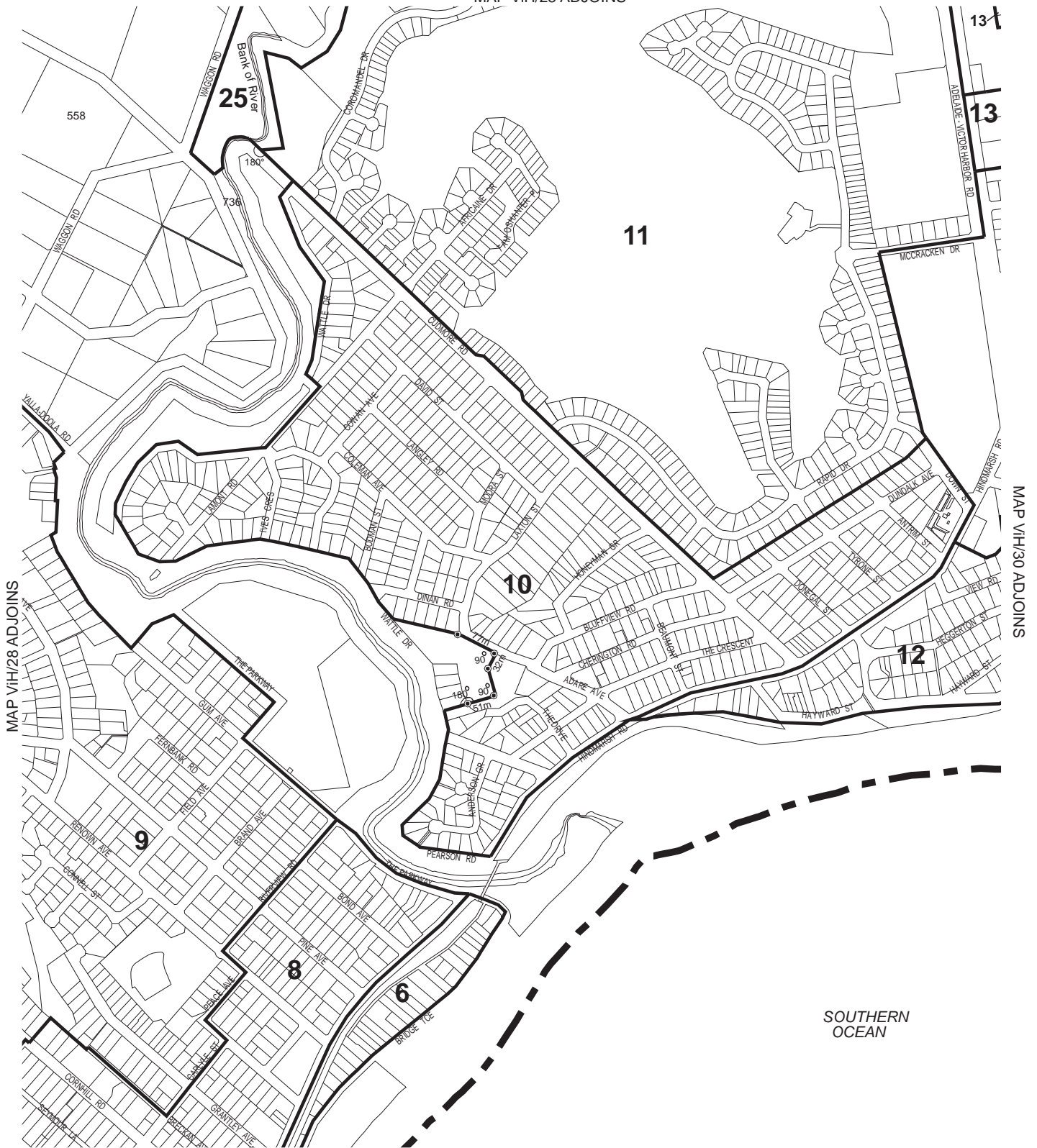
- 11 Residential (Golf Course) Policy Area 11
- 13 Residential (Hayborough North) Policy Area 13
- 22 Residential (Hindmarsh Valley) Policy Area 22
- 23 Residential (Hindmarsh Valley) Policy Area 23
- 24 Residential (Hindmarsh Valley) Policy Area 24
- 25 Residential (Hindmarsh Valley) Policy Area 25

-  Policy Area Boundary
-  Development Plan Boundary



VICTOR HARBOR (CITY) POLICY AREAS MAP ViH/25

MAP ViH/25 ADJOINS



MAP ViH/33 ADJOINS

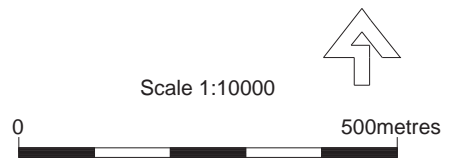
VICTOR HARBOR TOWNSHIP

NOTE: For Zoning See Maps ViH/17

- 6 Residential Policy Area
- 8 Residential (Town Centre) Policy Area
- 9 Residential (Mt Breckan) Policy Area
- 10 Residential (Hindmarsh River) Policy Area
- 11 Residential (Golf Course) Policy Area
- 12 Residential (Hayborough) Policy Area
- 13 Residential (Hayborough North) Policy Area
- 25 Residential (Hindmarsh Valley) Policy Area 25

- Policy Area Boundary
- Development Plan Boundary

Scale 1:10000



VICTOR HARBOR (CITY) POLICY AREAS MAP ViH/29



MAP ViH/29 ADJOINS

VICTOR HARBOR TOWNSHIP

NOTE : For Zoning See MAP ViH/18

- 12 Residential (Hayborough) Policy Area
- 13 Residential (Hayborough North) Policy Area
- 21 Local Centre ((Hayborough East) Policy Area

-  Policy Area Boundary
-  Development Plan Boundary

Scale 1:10000



**VICTOR HARBOR (CITY)
POLICY AREAS
MAP ViH/30**

Victor Harbor (City)

Victor Harbor Centres and Residential Development Plan Amendment

**Executive Summary and Analysis for
Consultation from 29 October 2015 to
14 January 2016.**



Government of South Australia

Department of Planning,
Transport and Infrastructure

Development Plan Amendment

By the Minister

Victor Harbor (City)

Victor Harbor Centres and Residential Development Plan Amendment

Executive Summary and Analysis

For Consultation



Government of South Australia
Department of Planning,
Transport and Infrastructure

EXECUTIVE SUMMARY

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EXECUTIVE SUMMARY

1. 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
 - Recommended policy changes
 - Statement of statutory compliance
- References/Bibliography
- Appendices
- The Amendment.

2. Need for the amendment

The City of Victor Harbor and the southern coast of the Fleurieu Peninsula more generally are popular seaside and countryside destinations attracting permanent and part time residents, as well as short term (holiday) visitors. Areas along the Fleurieu Peninsula's southern coastline, extending from the western outskirts of Victor Harbor township through to Goolwa in the east, are expected to absorb much of the additional housing and population growth in the coming decades.

In the 30 or so years from 2010, the Southern Australian Planning Strategy (30-Year Plan for Greater Adelaide volume) anticipates the Fleurieu Region will support an additional 14,500 dwellings and accommodate 22,000 more people. Much of this growth is to be focussed in and around the two major service settlements at Victor Harbor and Goolwa.

Investigative work by the Victor Harbor Council, documented in its Urban Growth Management Strategy 2008-2030, provides a context for accommodating a growing population and the services and facilities that may be required to meet the needs of locals and visitors.

The historic town centre of Victor Harbor contains the majority of shopping facilities and other specialist services. As the town has expanded and new residential areas are developed, new residents become more isolated from the town's key service infrastructure.

The City of Victor Harbor has proposed amendments that would change the allocation of land for centre activities through its Centres Review DPA and sought approval to:

- Expand the *Neighbourhood Centre Zone* on the corner of Welch and Waggon Roads, Hindmarsh Valley and removing the *Deferred Community Facilities (Hindmarsh Valley) Zone* in the process by including this land into surrounding *Policy Area 24* of the *Residential (Hindmarsh Valley) Zone*
- Establish a new *Neighbourhood Centre Zone* fronting the Waitpinga Road at Encounter Bay, by rezoning a portion of the *Deferred Urban Zone*
- Replacing the existing *Local Centre (Hayborough) Zone* fronting Adelaide Road, McCracken, with a new *Neighbourhood Centre Zone* over the site's northern half and a *Deferred Urban Zone* over the remaining southern end.

Aside from the amendments proposed in the Council's Centres Review DPA, interest exists in relation to the future development of other parts of the Victor Harbor township, including:

- The potential development of residentially zoned land fronting Adelaide Road, Hayborough, to accommodate commercial and community uses in addition to housing
- Development of the *Deferred Urban Zone* surrounding the new *Neighbourhood Centre Zone* proposed on Waitpinga Road at Encounter Bay (as mentioned above) for housing as part of the 'Encounter Bay Major Development Proposal'
- The establishment of an emergency services hub and use of surplus State owned land fronting Armstrong Road, Ewen Terrace and George Main Street, Victor Harbor.

Furthermore, interest has also been expressed in the more intensive use of existing commercial land at McCracken that would expand the ranges of goods and services conveniently located to residents on the eastern side of the Victor Harbor township and for people living in the Fleurieu region generally.

The scope of the Centres Review DPA did not permit the full range of development matters and other issues outlined above to be considered. As a result that DPA has been set aside and a fresh DPA process undertaken by the Minister for Planning that will revisit amendments contemplated in the earlier Centres Review DPA and consider other current and emerging development opportunities to ensure services and facilities in the township are adequately catered for, while also stimulating local investment and jobs creation.

3. Proposed policy change(s)


As noted above, the DPA reviews and consider the three sites initially addressed by Council in their Centres Review DPA (McCracken, Hindmarsh Valley and Encounter Bay) but also considers the zoning of sites at Hayborough and Victor Harbor in the provision of residential lands, activity centres and social infrastructure.

The areas covered by the DPA are identified in **Affected Areas Map 1**. In summary, the DPA proposes the following amendments:

- **McCracken** - former TAFE site on Adelaide Road and bounded by McCracken Drive, Hindmarsh Road and Down Street.

The proposal involves the rezoning of the entire 6.3 hectare site currently zoned *Local Centre (Hayborough) Zone* to *Neighbourhood Centre Zone* to accommodate a supermarket and specialty shops, bulky goods retailing (such as hardware), as well as housing or tourist accommodation.



 Area Affected

**Victor Harbor Council
Centres and Residential DPA
Area Affected**

MAP.1
4747

- **Hindmarsh Valley** - corner of Waggon and Welch Roads, Hindmarsh Valley.

The proposal involves a review of the zoning over 31 hectares of land with the intention to remove the existing *Neighbourhood Centre Zone* and *Deferred Community Facilities (Hindmarsh Valley) Zone* and expand the existing *Residential (Hindmarsh Valley) Zone* over the entirety of the subject land. Changes to the land use policy will, however, also provide for the development of an activity centre that will support the provision of local shops and services as the population in this area grows.

- **Hayborough** – corner of Adelaide Road and Agnes Gillespie Drive.

The proposal is to rezone 1.86 hectares of land currently zoned *Residential Zone - Hayborough North Policy Area 13* to *Neighbourhood Centre Zone* to accommodate shops and other services and thereby improve access to services by residents located east of Adelaide Road and provide an alternative location for goods and services, particularly for traffic entering Victor Harbor Township.

- **Encounter Bay** – Waitpinga Road, opposite Bay Road

The proposal is to rezone 61 hectares of *Deferred Urban Zone* to *Suburban Neighbourhood Zone* to support a range of housing types together with a centrally located neighbourhood-scale activity centre

- **Victor Harbor** – corner of Armstrong Road, Ewen Terrace and George Main Road.

The proposal involves rezoning the entirety of the 14 hectare site that is currently zoned *Recreation Zone* to *Mixed Use Zone* to enable development of additional emergency service facilities, as well as provision for a range of goods and services and residential development, in conjunction with the existing community services.

No changes to the Council-wide policy section of the Development Plan have been proposed as part of this DPA as it is considered that the existing Council-wide policies provide a suitable basis to support the proposed outcomes and intentions of this DPA.

4. 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 Plan(s)
- complements the policies in Development Plans for adjoining areas
- satisfies the requirements prescribed by the Regulations under the *Development Act 1993*.

5. 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
 - Transport Services
 - Office of Recreation and Sport
- Department of State Development

- Department for Premier and Cabinet
 - Aboriginal Affairs and Reconciliation
- Environment Protection Authority
- Department of Environment, Water and Natural Resources
- Department of Primary Industries and Regions
- Department for Health and Ageing
- Renewal SA
- Department for Communities and Social Inclusion
- Department for Education and Child Development
- South Australia Police
- South Australian Metropolitan Fire Service
- Country Fire Service
- State Emergency Service
- City of Victor Harbor
- Alexandrina Council
- District Council of Yankalilla
- SA Power Networks
- ElectraNet
- SA Water

All agency and 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.

6. 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.

ANALYSIS

1. Background

The *30-Year Plan for Greater Adelaide* identifies a population target of 22,000 and 14,400 new dwellings in the broader Fleurieu region over the next 30 years. The southern coastline of the Fleurieu Peninsula extending between Victor Harbor and Goolwa contains the majority of the identified future urban growth areas, which recognises the importance of the two main townships. For the Victor Harbor township, in particular, population growth is predicted to be in the order of 2 per cent annually or about 35 per cent larger from 2011 to 2026.

To meet the needs of the existing and future population, long term planning is required to ensure there is an adequate supply of land for activity centres, housing and a range of other services and facilities to support the growing population. In recent years a number of plans, projects and studies have been undertaken that inform and contribute to the longer term urban growth prospects in Victor Harbor including:

- the Encounter Bay Major Development Proposal for a District Centre and adjoining residential development, approved by the Minister for Planning in 2009 under section 49 of the *Development Act 1993* – although now lapsed, the project was intended to provide a central activity centre to serve residential areas at the western end of the Victor Harbor township
- the Urban Growth Management Strategy (2009) undertaken by the City of Victor Harbor which identified a range of issues and opportunities to future development ranging from infrastructure capacity to retail demand
- investigations into the Strategic Centres Review (2009) and associated Centres Review DPA, also for the City of Victor Harbor, to consider the distribution and allocation of land for shopping activity and other services
- options for the development of surplus State Government land on the corner of Armstrong Road / Ewen Terrace, initially considered by the City of Victor Harbor in a March 2004 study and revisited in June 2008 by the former Land Management Corporation (now Renewal SA) to develop an emergency services hub
- the preparation of a concept master plan relating to the deferred urban land on the northern side of Waitpinga Road, which includes the Encounter Bay Major Development Proposal area referred to above.

Interest has also been shown in further expanding the retail offerings and other services available within the Victor Harbor Township. If progressed, these new developments have the potential to expand choices for residents, improve access to goods and services outside the town centre and create a more dynamic, competitive and innovative business environment that could benefit the wider community.

The Council's Centre Review DPA (which is not being progressed to final the approval stage) proposed to rezone several areas that are now covered by this Ministerial DPA. Importantly, the Minister's DPA takes on board the Council's extensive centres review work but encapsulates other strategic and economic development opportunities that were beyond the scope of the Council's original Centres Review DPA.

Central to this approach is recognition of the need to ensure that economic development opportunities are provided and made accessible in growth areas, near the residential populations, as well as the assurance that goods and services can be provided with greater confidence without unnecessary interference on commercial competitive grounds.

2. The Strategic Context and Policy Directions

2.1 Strategic Plan for South Australia

South Australia's Strategic Plan outlines a medium to long-term vision for the whole of South Australia. It has two important, complementary roles. Firstly, it provides a framework for the activities of the South Australian Government, business and the entire South Australian community. Secondly, it is a means for tracking progress state-wide, with the targets acting as points of reference that can be assessed periodically.

Amending the Victor Harbor (City) Development Plan so that it guides the future growth of residential areas, activity centres and community service provision will assist in achieving a number of the South Australia's Strategic Plan's objectives and targets, as set out below.

Table: Strategic Plan summary

Strategic Plan Objective / Targets		Response
Objective 1: Our Community		
T7	Affordable housing: South Australia leads the nation over the period to 2020 in the proportion of homes sold or built that are affordable by low and moderate income households.	The DPA proposes to contribute to the supply of residential land and encourage the provision of a range of housing types and forms that can suit a range of household types and incomes, including low income households. These factors will assist in delivering Affordable Housing in the southern Fleurieu Peninsula.
Objective 2: Our Prosperity		
T35	Economic growth: Exceed the national economic growth rate over the period to 2020.	The DPA proposes to identify new activity centres and expand the opportunities in zoned commercial areas so that a wider range of services and facilities can be provided as and when the community grows and in line with their needs and expectations.
T38	Business investment: Exceed Australia's ratio of business investment as a percentage of the economy by 2014 and maintain thereafter.	
T39	Competitive business climate: Maintain Adelaide's rating as the least costly place to set up and do business in Australia and continue to improve our position internationally.	
T45	Total population: Increase South Australia's population to 2 million by 2027.	By allocating additional land for residential development in both new growth areas and in in-fill development sites, the DPA is supportive of targets aimed at increasing South Australia's population.
T47	Jobs: Increase employment by 2% each year from 2010 to 2016.	The DPA supports employment growth by allocating additional areas for a range of commercial activities and business enterprises.
T56	Strategic infrastructure: Ensure that the provision of key economic and social infrastructure accommodates population growth.	The allocation of land for activity centres and mixed use development will provide for further economic development and local jobs in the Victor Harbor township as well as a range of other social services required by a community. The DPA specifically includes provision for an emergency

Strategic Plan Objective / Targets		Response
		services hub to accommodate updated fire, ambulance and sea rescue services / surf life saving.
T59	Greenhouse gas emissions reduction: Achieve the Kyoto target by limiting the state's greenhouse gas emissions to 108% of 1990 levels during 2008-2012, as a first step towards reducing emissions by 60% (to 40% of 1990 levels) by 2050.	The DPA seeks to introduce opportunities for services and facilities in locations close to where people live or are planned to live, thereby reducing overall travel needs, particular vehicular movements. This aids in reducing energy consumption and emissions.
Objective 3: Our Environment		
T75	Sustainable water use: South Australia's water resources are managed within sustainable limits by 2018.	This DPA advances this objective and associated targets by: <ul style="list-style-type: none"> • promoting energy efficiency, stormwater management and water conservation techniques • supporting the protection of areas of environmental significance or value.

Source: South Australian Strategic Plan

2.2 Planning Strategy for South Australia

The Planning Strategy presents current State Government planning 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 directions for future development to the community, the private sector and local government.

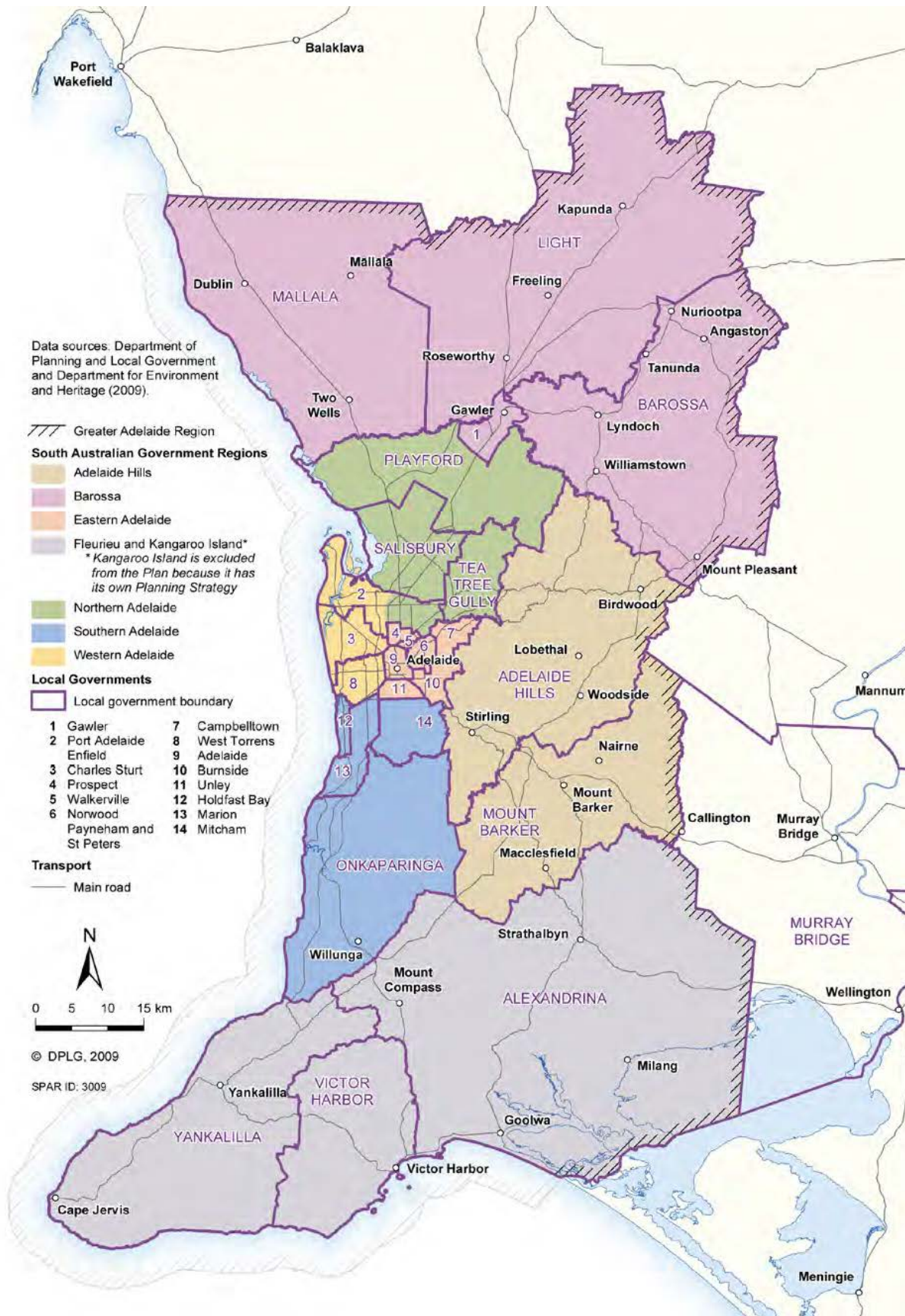
The 30-Year Plan for Greater Adelaide (the Plan) (2010) is a volume of the Planning Strategy for South Australia and applies to the area affected by this DPA. The Plan has been prepared by the Government to guide the community, local government, business and industry.

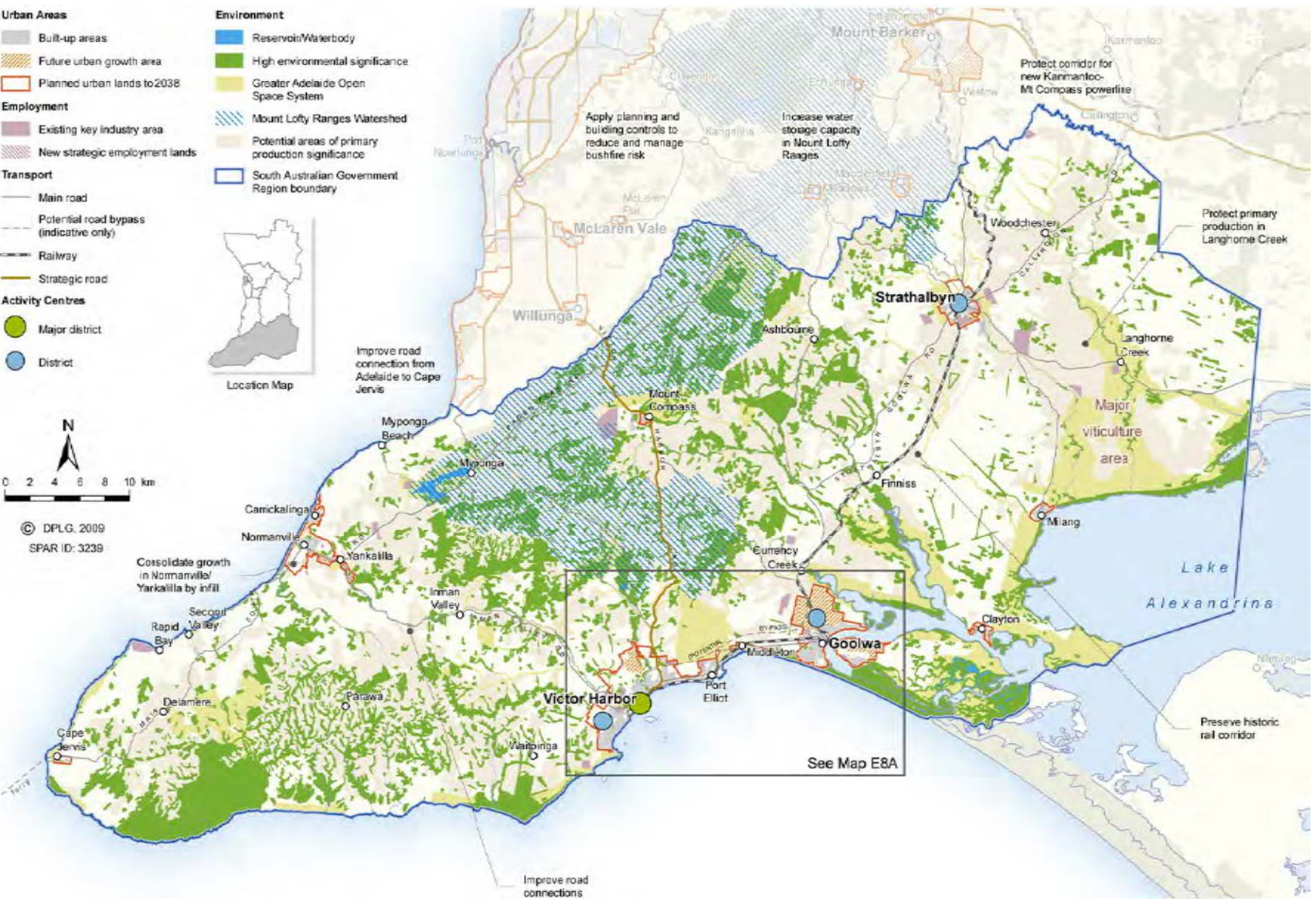
The main aim of the Plan is to outline how the South Australian Government proposes to balance population and economic growth with the need to preserve the environment and protect the heritage, history and character of Greater Adelaide. The Plan seeks to create inclusive, vibrant and liveable communities and ensure economic growth opportunities to support the community, while protecting the primary production lands and sustaining natural resources. Finally, the Plan is one of the key tools to assist the State Government, local government and the entire community in building resilience to the risks and impacts of climate change.

The Plan recognises the existing Major district activity centre in the Victor Harbor town centre and a future District Centre at the Encounter Bay site. Upon review by the City of Victor Harbor, a number of smaller centres were identified that could improve access and convenience to services and shopping at a level that is sufficient to meet the needs of residents as the urban area expands. In this case, rather than a District Centre, the DPA reviews options for the provision of multiple neighbourhood centres throughout the Victor Harbor township.

MAP 2

The 30-Year Plan for Greater Adelaide – Map A1 SA Government Administrative Regions





The following objectives, principles, policies and targets of The Plan are of particular relevance to this DPA:

The Economy and Jobs:

- *Target A: Provide for 282,000 additional jobs during the next 30 years. The regional distribution of additional jobs is:*
 - 11,500 in the Fleurieu.
- *Target B: Distribute jobs across Greater Adelaide as:*
 - 15,000 in key regeneration areas and in activity centres that are outside corridors
 - 44,500 in growth areas
 - 128,500 broadly distributed across the region
- *Target D: Plan for net growth of at least 2 million square metres of extra employment floor space.*

Implications for this DPA policy amendments

The DPA will support the policies and targets listed above by providing for development of new activity centres and mixed use areas that provide opportunities for retail and other services; stimulate investment in building and infrastructure; support the growing population; and lead to increased employment opportunities.

The development of residential areas will also stimulate the regional economy through job creation and spending.

• **Housing mix, affordability and competitiveness:**

- *Target A: Plan for net growth of 258,000 dwellings over 30 years, or an annual average construction target of about 10,100 dwellings a year (allowing for dwellings lost due to demolition)*
- *Target B: Plan for the regional distribution of these new dwellings as identified in Map D9*
- *Target C: At least 30 per cent of new housing is available at competitive house prices (that is, at or below the median house sale price in its market) to ensure affordability.*

Implications for this DPA policy amendments

The DPA will support the policies and targets listed above by providing for a diversity of residential development opportunities from low density areas in Encounter Bay through to shop-top housing options in the proposed neighbourhood centres. In addition, it is anticipated that rezoning more land for urban development (primarily for housing) will contribute to local land supplies that promotes competition in the housing market with potential benefits for overall housing affordability in the region.

- **New Metropolitan and Township Growth Areas:**

Victor Harbor is a one of the targeted Growth Areas for new dwellings and jobs. The Strategy sets a population growth target of 22,000 and 14,500 new dwellings in the Fleurieu region

Implications for this DPA policy amendments

The DPA will support the policies and targets listed above by allowing housing to be developed on several infill and urban fringe sites that have been identified for future development seeking to stimulate growth within both the existing township of Victor Harbor as well as on its fringes in areas identified for future development. The development opportunities being supported via this DPA promote better use of existing urban infrastructure and services and ensure new development areas are contiguous with the established urban form.

- **Health and Wellbeing:**

- *Target A: Closely connect new dwellings to shops, schools, local health services and a variety of destinations within a walking range of 400 metres. Residents will have easy access to open space for physical activity and recreation*
- *Target B: Closely connect new dwellings to local parks within walking range*

Implications for this DPA policy amendments

The DPA will support the policies and targets listed above by strategically locating centres to provide convenient access to retail / commercial facilities and community services, particularly for new housing areas that are further from the town centre. In turn, this is anticipated to provide improved community activity, health, safety and vibrancy.

- **Urban Design**

- *Target A: Develop design principles for multi-unit and mixed-use developments, to be incorporated in Structure Plans. These will determine setbacks, height transitions, and scale principles based on existing character, ensuring that consistent rules apply for building renewal across Greater Adelaide. Some adaptation will be required in heritage areas*
- *Target B: Develop guidelines for safe, attractive residential streetscapes that provide for vegetation, lighting and, potentially, water-sensitive urban design techniques.*

Implications for this DPA policy amendments

The DPA seeks to establish policy which promotes good urban design, particularly where it relates to Greenfield development as well as higher density development and place making. This includes consideration of interface impacts, design, infrastructure requirements and impacts on the environment.

2.3 Other Strategic Documents

The DPA has been prepared cognisant of a number of other documents, and the goals and objectives contained within them. The following sections provide a summary of these as they relate to the planning needed to contribute to urban growth goals within the City of Victor Harbor.

2.3.1 Housing and Employment Land Supply Program (2010)

The HELSP Report, originally released in 2010, combines two former documents, being the Metropolitan Development Program and Industrial Land Strategy. The HELSP Report provides a comprehensive report guiding the management of land supply for residential, industrial, retail and commercial purposes.

The key features of the 2010 HELSP Report as they relate to the DPA and its investigations are:

- Guide the rezoning of land to meet the housing and employment targets in *The 30 Year Plan for Greater Adelaide*, including the land to be rezoned to meet the 15-year zoned supply targets for Greater Adelaide;
- Aid the transition to the new urban form for metropolitan Adelaide and change the existing infill to fringe development ratio of 50:50 to 70:30 over 30 years.

The 2012 HELSP monitoring report presents an overview of major residential, industrial and retail land supply and demand trends. It also summarises the current status of both 30-Year Plan growth areas and key infill rezoning initiatives.

Key findings from the 2012 monitoring report include:

Retailing:

- *New retailing formats and bulky goods developments will continue to emerge in the Greater Adelaide area*
- *In Greenfield developments, land will continue to be allocated through the structure planning process and the key issues will be the designation and spatial distribution of District and Neighbourhood Centres. Local centres, with their smaller area of influence will continue to cater for the day to day needs of the local population*
- *The major retail chains are likely to continue to increase their dominance by pushing into new sectors and growing their market share. This may impact on the sustainability of some of the smaller centres.*

Residential:

- *Dwelling demand in the Fleurieu is anticipated to outstrip targets identified in The 30-Year Plan for Greater Adelaide*

Implications for this DPA policy amendments

This DPA will support the principles listed above by:

- Providing a residential land supply opportunity for the Fleurieu in the short to medium term and thus supporting the 30 Year Plan for Greater Adelaide and the HELSP report
- Supporting the capacity to deliver new dwellings over the next ten or more years in a range of configurations and forms including detached dwellings, apartments and affordable housing to provide a range of lifestyles and family groupings.

2.3.2 Strategic Infrastructure Plan for South Australia (2005/6 – 2014/15)

The *Strategic Infrastructure Plan for South Australia (Infrastructure Plan)* is a coordinated long-term approach to infrastructure provision throughout the state. It provides an overarching framework for the planning and delivery of infrastructure by all government and private sector infrastructure providers. The Plan identifies strategic priorities for 14 infrastructure sectors such as transport, energy, health, and recreation and sport.

The Infrastructure Plan contains limited reference to the Victor Harbor area. More relevant to this DPA are the policies and actions identified as outlined in the following table. Key actions include:

Table: Key Infrastructure Plan Actions

Transport
<ul style="list-style-type: none"> • Coordinate the development of urban planning and transport systems to maximise the economic, social and environmental benefits.
Land
<ul style="list-style-type: none"> • Ensure residential land supply is available when needed to meet market demand.
<ul style="list-style-type: none"> • Give greater consideration to population data and changing demographics in residential land supply planning.
<ul style="list-style-type: none"> • Ensure that planning for residential developments is more closely integrated with infrastructure and transport planning.
Education and Training
<ul style="list-style-type: none"> • Integrate planning for provision of education with provision of related or complementary public services.
Justice and Emergency Services
<ul style="list-style-type: none"> • Consolidate and co-locate emergency services activities.
Community Services and Housing
<ul style="list-style-type: none"> • Incorporate affordability objectives within the planning system so that the development approval process supports an appropriate supply of affordable and high need housing.
<ul style="list-style-type: none"> • Encourage higher-density residential development in appropriate urban areas through planning for land use and infrastructure augmentation.

Implications for this DPA policy amendments

The DPA supports these policies by:

- including Concept Plans for each site that will guide site layout and coordinate physical and community infrastructure provision
- rezoning additional land for the purposes of residential development to meet current and future demand and supporting a full range of dwelling forms and densities to provide housing choice for the projected population
- providing opportunity for the co-location of additional emergency services activities to create an emergency services hub on the ring route
- co-ordinating and integrating the development of residential developments, activity centres and community services infrastructure, including transport requirements
- by designating areas for urban development that assist in maintaining and reinforcing existing policies in relation to energy efficiency and environmental sustainability.

2.3.3 Integrated Transport and Land Use Plan (2015)

The *Integrated Transport and Land Use Plan* (ITLUP) is a long term approach that coordinates and integrates land use planning with transport planning for South Australia. It is designed to guide private, local, state and federal government investment into transport for the next 30 years.

Key directions of the ITLUP include:

- An increasing focus on major urban centres and accessibility to these centres
- Giving businesses the efficient, reliable transport connections they need to deliver goods and services internally and to interstate and international markets.

The ITLUP contains limited reference to the Victor Harbor area. More relevant to this DPA is the application of solutions and actions identified in the ITLUP, as outlined in the following table:

Table: Key Integrated Transport and Land Use Plan Actions

Public Transport
<ul style="list-style-type: none"> • Regional Passenger Transport Plans for Barossa and Fleurieu
Roads
<ul style="list-style-type: none"> • Targeted upgrades of key intersections and sections of road to improve efficiency and safety performance
Cycling and walking
<ul style="list-style-type: none"> • Improve walking and cycling facilities in catchment areas for schools, public transport stations, activity centres and main streets
<ul style="list-style-type: none"> • Create safe and convenient walkable environments in and around public transport stations, activity centres, main streets and schools
<ul style="list-style-type: none"> • Implement and extend separated bicycle lanes on selected arterial roads
<ul style="list-style-type: none"> • Provide safe crossings of arterial roads
Community Services and Housing
<ul style="list-style-type: none"> • Work with local councils and the Local Government Association to implement local transport strategies to complement land use directions of local Development Plans, with a focus on accessible neighbourhoods, integration with public transport, cycling and walking networks and state freight/major traffic networks: <ul style="list-style-type: none"> ○ Local freight networks to provide for safe and reliable heavy vehicle movements, including last mile access, east-west movements between Port Wakefield Road and Barossa/Main North Road and across the Fleurieu ○ Clearways and kerbside and off-street parking provisions, particularly on high streets and in town centres such as Victor Harbor and Tanunda

Implications for this DPA policy amendments

The DPA supports these policies by:

- including Concept Plans for each site to guide and coordinate land use, transport and access, open space, pedestrian / cycling networks to and within the subject areas (where relevant)
- integrating and co-locating residential development with activity centres to provide convenient access to goods and services by local residents
- maintaining and reinforcing existing policies in relation to transport and access within the township of Victor Harbor.

2.3.4 Housing Plan for South Australia 2013-2018

The Housing Plan contains five main objectives and a range of key actions in relation to affordable housing, high needs housing, neighbourhood renewal and other associated areas of importance to South Australians.

Key principles and actions of the Housing Plan relevant to this DPA include:

- *Ensure at least 15% of all new housing in significant developments is affordable to low and moderate income households, including 5% for people who are vulnerable or at risk.*
- *As part of a \$220 million affordable housing stimulus package, provide more than 900 new homes for low income earners and vulnerable people across the state. This includes constructing around 225 new social housing dwellings by December 2014, through a \$20 million community housing grant, matched with investment from community providers, and \$30 million for vulnerable and at risk tenants. At least 15% of homes will be for people living with disability.*
- *By 2020, improve the energy efficiency of dwellings by 15% and deliver on commitments to research and advance demonstration projects.*
- *Adopt housing designs that are accessible, capable of easy and cost-effective adaptation and designed to respond to the changing needs of home occupants. Promote new homes that meet universal design standards and explore design options that maintain affordability.*

The growth envisaged to be accommodated within the Victor Harbor township provides a significant opportunity to support relevant aspects of the Housing Plan. Consideration should be given to local circumstances prevailing in the area that may influence choices for high needs housing (in particular) to ensure easy access to a range of community services and facilities and public transport.

Implications for this DPA policy amendments

The DPA seeks to provide additional housing opportunities and housing options through the rezoning of land for residential purposes. This is anticipated to increase competition with a flow-on effect to pricing and diversity.

In addition, the DPA provides for a range of housing options to meet a diversity of budgets and lifestyles, together with improved access to centres and community services to improve equity.

The Victor Harbor (City) Development Plan contains limited policy regarding affordable housing, however it is considered adequate for the purposes of this DPA. The South Australian Planning Policy Library (SAPPL) contains a broader suite of policies to support the delivery of affordable

housing consistent with strategic directions, including the requirement for 15% affordable housing. These policies will be introduced as part of a separate DPA process being undertaken by Council which will see the Development Plan converted to SAPPL format.

2.3.5 Adelaide and Mount Lofty Ranges Natural Resource Management Plan

The Victor Harbor township forms part of the Adelaide and Mount Lofty Ranges Natural Resource Area and the Adelaide and Mount Lofty Ranges Natural Resource Management (NRM) Plan provides long-term goals and targets for the condition of natural resources in this region. The board's investment priorities are defined over a three-year period and are delivered through a range of strategic actions. The Plan's targets relevant to the DPA are contained in the following table:

Table: Adelaide and Mount Lofty Ranges NRM Targets

Target	Relevant NRM Targets
T1	The region will have the system capacity to harvest up to 35 GL of stormwater and 50 GL of wastewater per annum
T2	Aquatic ecosystems and groundwater condition is maintained or improved
T3	All water resources used within sustainable yield (allowing for variability)
T7	Condition and function of ecosystems (terrestrial, riparian) recovered from current levels
T9	Improvement in conservation prospects of native species (terrestrial, aquatic, marine) from current levels
T11	Halt the decline of seagrass, reef and other coast, estuarine and marine habitats, and a trend towards restoration
T12	All coast, estuarine and marine water resources meet water quality guidelines to protect defined environmental values

Source: Adelaide and Mount Lofty Ranges Natural Resources Management Plan 2014-15 to 2023-24

The attainment of the water related targets are generally supported by existing policy in the Victor Harbor (City) Development Plan that promote water quality management and water conservation in all developments. There are also provisions that support the protection and enhancement of native vegetation as well as significant trees, natural features, and scenic areas.

The NRM Plan also details a set of priorities for the Fleurieu Peninsula subregion based on the information contained in the regional NRM plan. Relevant priorities are:

- *Take action to address historic impacts, manage current threats, and facilitate population increases to reverse species and ecological community declines including Fleurieu Swamps, Myponga River landscape and Fleurieu estuaries*
- *Facilitate integrated climate change adaptation of people and the landscape on the Fleurieu Peninsula*
- *Encourage increased demand and supply of alternative water sources for fit-for-purpose uses (stormwater and recycled water)*
- *Protect water resources for aquatic health and agricultural use (quality)*
- *Protect intact landscapes ... from ongoing threats such as fragmentation and pest invasion.*

The attainment of these priorities are again generally supported by existing policy in the Victor Harbor (City) Development Plan by promoting the conservation, preservation or enhancement of the natural environment

Implications for this DPA policy amendments

The DPA supports the priorities of the NRM Plan by including policies that seek to protect and enhance areas of environmental value, whilst simultaneously promoting development that is water and energy efficient and cognisant of adjacent sensitive land uses. Concept plans for each site will identify key site features or adjacent uses that require special development considerations, including the Hindmarsh and Inman riverine areas which are heavily vegetated.

It is considered that the Council-wide policies in the Development Plan are adequate for the purposes of this DPA and, as such, no changes are proposed. As discussed below, Victor Harbor Council is in the process of amending its Development Plan, via a separate DPA process, to update its policy and introduce the SAPPL.

2.3.6 City of Victor Harbor Strategic Documents

There are a number of documents prepared by or for the City of Victor Harbor in recent years that have been considered in preparing this DPA including:

- Strategic Directions Report (2009)
- Urban Growth Management Strategy (2009)
- Centres Strategic Review (2014)
- Community Plan 2021 and Strategic Directions 2011-2015 (2010)

A number of these documents provide a basis for Council to plan for urban growth within the broader township in terms of residential and employment needs, and identify some of the key principles upon which that growth might be based.

These documents are discussed in more detail below given that they have been prepared cognisant of the State Government's intentions via the preparation of the 30-Year Plan and the expectations that Victor Harbor would continue to develop as the principal township in the Fleurieu Region.

2.3.6.1 Strategic Directions Report (2009)

The Strategic Directions Report (SDR) is a statutory report produced regularly by every council, as required under the *Development Act 1993*, which articulates the planning issues currently facing the Council, as well as identifying a range of policy responses which will establish a framework around which the Council's Development Plan will be amended.

Although not finalised at this time, the City of Victor Harbor's draft SDR identifies the undertaking of its Centres Review DPA as a high priority to address a shortage and inequitable distribution of retail floor space in relation to the growing community. The recognition of the strategic shortfall of centre facilities and the priority to rectify this and associated issues was confirmed and supported by the State Government.

Council subsequently undertook its Centres Strategic Review (2014) as a basis for the DPA (see below).

2.3.6.2 Victor Harbor Urban Growth Management Strategy 2008-2030

The City of Victor Harbor endorsed its Urban Growth Management Strategy (UGMS) in 2009. This Strategy identifies opportunities and trends and provides a framework for the long term planning of the Victor Harbor township as a whole, as well as the funding and timely delivery of infrastructure and initiatives to support its growth and development. The following table identifies key recommendations of the Strategy that have some relevance to this DPA.

Table: Key UGMS recommendations

Objective 1 - Encouraging a diversity of population while targeting younger people to live and work in the area.	
2.3	Identify key land parcels and secure via zoning for future employment generating/business activities.
2.4	Identify and target key employment generators/service providers to invest in Victor Harbor.
2.13	Define a retail hierarchy to provide a clear strategic land use framework for future Centre development aimed at maintaining the primacy of the Town Centre.
2.15	Identify and plan for strategically located land parcels for future retail/centre uses to accommodate demand between 2016 and 2030
3.1	Identify and zone land for bulky goods activities
3.3	Increase housing densities within and adjacent Centres to improve accessibility to services and provide critical mass for public transport networks, subject to impact on retail expansion and utilities capacity.
6.1	Require developers to provide a proportion (of at least 15%) of affordable house and land packages aimed at low income households, the private rental market and first homebuyers in accordance with the provisions of the <i>Affordable Housing Act 2007</i>
6.3	Stage the supply of land via zoning and physical infrastructure provision ahead of demand
7.2	Identify areas within 500 metres of key transport, business, community and recreational nodes and investigate rezoning for increased densities (including consideration of maximum lot sizes and increasing height limits)
7.3	Identify future broad acre residential parcels and rezone for increased densities
11.2	Increase density of development in nodes within close proximity to major road networks and centres to support alternative public transport and cycling/walking options.
12.5	Ensure that new development supports the established road hierarchy.
15.3	Encourage open spaces and recreation areas to be designed and located to meet community needs and be child and youth friendly.
Objective 2 - Achieving the sustainable provision of physical infrastructure and community services.	
1.1	Coordinate the orderly release of land and economic provision of services.
4.1	Incorporate Water Sensitive Urban Design guidelines into the Victor Harbor Development Plan to improve stormwater quality.
6.3	Incorporate Principles of Energy Efficient urban design in the Victor Harbor Development Plan.
11.1	Identify and zone land suitable for future children's services, aged facilities, places of worship, recreation, sporting and education facilities in line with demand.

Objective 3 - Balancing the pressures of a high level of growth by safeguarding the environment, lifestyle and prosperity.	
2.9	Recognise the landscape amenity provided by the Inman and Hindmarsh Valley riverine corridors and support access for appropriate recreational uses.
6.9	Create safe and secure pedestrian and cycle links to encourage walking and participation in community life.

Implications for this DPA policy amendments

This DPA has been prepared cognisant of local initiatives, investigations and directions that seek to build on work previously undertaken by Council in both its range of strategic investigations as well as the previously commenced Centres Review DPA.

In particular, the DPA supports these objectives by:

- providing long term options for residential and centre developments, together with social infrastructure, to meet the needs of the growing community
- integrating residential development with activity centres and community facilities to minimise travel requirements and enhance the local living experience
- encouraging a range of goods, services and facilities within centre locations
- ensuring that land use development is integrated with transport and other infrastructure requirements at the strategic level
- promoting water and energy efficient design in residential areas
- development that is sympathetic to local amenity, including the protection of environmental areas.

2.3.6.3 City of Victor Harbor Centres Strategic Review (2014)

In line with the Council's draft Strategic Directions Report (see above), Council commissioned the Centres Strategic Review to undertake a long term strategic study and plan for the provision of provision of activity centres throughout the Victor Harbor township to meet the needs of a growing population. This study subsequently provided the basis for the Council's Centres Review DPA.

The review undertook retail modelling and analysis to assess demand associated with the provision of new centres, including implications for the Regional Town Centre and potential demand for bulky goods retailing.

The study considered nineteen (19) potential sites for development of activity centres across the Victor Harbor area. Each of the five (5) separate sites affected by this Ministerial DPA was amongst the original list of 19 sites considered by Council, either wholly or in part. It is noted that all five (5) sites of that are being considered in this DPA were initially identified (as a whole or in part) as sites to be considered for centre development by the Council. Ultimately, the Council DPA sought to rezone only three of the considered sites.

Retail Modelling and Analysis

The retail modelling and analysis examined population demographics and forecasts; to determine floor space and locational scenarios; and the potential for bulky goods retailing. Key findings of the study found:

- support for the centre developments at McCracken, Hindmarsh Valley and Encounter Bay

- centre development at Encounter Bay and Hindmarsh Valley were unlikely to progress until adjacent residential development has reached a critical level and this was not likely in the short to medium term
- development of a centre at Hindmarsh Valley is unlikely to occur before 2026
- support for development alternatives such as bulky goods centres
- such neighbourhood centre developments are expected to have limited impact on the regional town centre in the medium term.

Community Facilities

Council's Report recommendation for the integration of activity centres with community facilities is in line with current planning practice. Bringing community facilities, health and education services and community and cultural development activities together in the same place where people shop and seek services, optimises the opportunities for social interaction, encourage business and community synergies and minimises travel requirements.

However, the Report also noted that the *Neighbourhood Centre Zone* at Hindmarsh Valley would not be viable until the residential population has been substantially established between 2021 and 2026 and beyond.

Implications for this DPA policy amendments

This DPA seeks to utilise and build onto Council's Strategic Centre Review that informed the previous Centres Review DPA.

However, the approach in this DPA proposes the establishment of neighbourhood centres to:

- foster economic development and jobs in both the short and longer term
- identify strategic areas for development of activity centres to meet the needs of growing local communities as well as respond to changes in the distribution of the population
- encourage the integration or co-location of a mixture of uses and facilities to support the communities and provide convenient access
- establish a more flexible basis to accommodate commercial and social services in those areas likely to accommodate longer term population growth.

The DPA recognises that the accurate delineation and positioning of centre zones well in advance of residential development and community needs is problematic as detailed land divisions and design considerations are not able to be taken into account. As a consequence, the premature designation of centre zones can lead to a need to revisit zoning through another DPA process or necessitate 'out-of-zone' development that often triggers a more onerous assessment and process.

For longer term growth areas, in particular, the SAPPL offers more flexible land use arrangements regarding the location of activity centres in new urban areas, such as the Suburban Neighbourhood Zone, which has already been applied in several broad acre fringe growth areas in some parts of Greater Adelaide. A similar approach can be taken with the Encounter Bay area due to the longer development timeframes involved and the current broad acre character of the location.

2.3.6.4 Community Plan 2021 and Strategic Directions 2011-2015 (2010)

The *City of Victor Harbor Community Plan 2021 and Strategic Directions 2011-2015* (2010) provides a broad, long term framework for Council.

The Community Plan includes a number of objectives to encourage a strong economy and a diversity of population, targeting younger people to live and work in the area. It strives to increase the workforce population, business investment and employment opportunities along with expansion into new and larger business markets.

Other Objectives and approaches aim to:

- stage release of residential land ahead of growth and in line with staged services
- protect heritage, landscape and townscape values
- encourage a compact urban form
- encourage an increase in provision of affordable housing
- plan for and encourage an increase in housing stock and diversity.

The Strategic Directions component of the document contains a number of strategies that are considered relevant to this DPA including:

- facilitating an increase in business investment and employment opportunities
- identifying key land parcels and secure via zoning for future employment generating / business activities
- identifying and targeting key employment generators and service providers to invest in Victor Harbor, particularly low impact providers of employment such as business services, computer and related services, and creative industries
- maintaining the primacy of the Town Centre
- identify and plan for strategically located land parcels for future retail centre uses to accommodate demand between 2016 and 2030
- encourage an increase in provision of affordable housing
- stage the supply of land via zoning and physical infrastructure provision ahead of demand
- encourage housing diversity and choice within existing and new developments
- identify areas in close proximity to key transport, business, community and recreational nodes and investigating rezoning for increased densities (including consideration of maximum lot sizes and increasing height limits).
- identify future broad acre residential parcels and rezoning for increased densities.

Implications for DPA policy amendments:

The proposals contained in this DPA are consistent with the Council strategies that aim to support employment generators, business activities and greater housing choice, availability and affordability.

2.4 South Australian Planning Policy Library

The State Government is improving South Australia's planning and development assessment system by encouraging and assisting in the conversion of Development Plans using the State's

Planning Policy Library. Many metropolitan Adelaide and country councils have already undertaken a conversion of Development Plans to the new format.

The following parts of the Library have been considered in formulating a policy framework for the growth areas and infill development sites at Victor Harbor, taking into account the local circumstances of each affected area and the desired land use directions.

Table: Relevant Policy Library Modules

General sections (Council-wide)
<p>The Victor Harbor (City) Development Plan contains a relatively comprehensive suite of Objectives and policies that apply across the whole district. Although these have not been comprehensively amended for some time, they have been updated from time to time to include best practice requirements for development and activities including: windfarms; bushfire management; and bulky goods retailing.</p> <p>Although the current format and content of the development plan is somewhat outdated with respect to the SAPPL, there is considered to be adequate requirements in place to address matters likely to be significant to the development of the areas affected by this DPA.</p> <p>The only exception to this relates to the development of steeper land located at the Encounter Bay site. To ensure future development on the steep gradients responds appropriately to the terrain it is proposed to insert the Policy Library Module on 'Sloping Land'. These policies will be included in the new Suburban Neighbourhood Zone, which is proposed to replace the existing Deferred Urban Zone.</p>
Overlay Sections
<p>The Planning Policy Library contains three Overlays, each of which is discussed below.</p> <p><u>Affordable Housing</u></p> <p>The Affordable Housing Overlay is most applicable to residential areas. For the purposes of this DPA, both the Encounter Bay and Hindmarsh Valley sites are primarily intended for housing development and therefore the application of the Overlay will be most relevant at those locations.</p> <p>In considering the introduction of the Overlay in this case, the following was taken into account:</p> <ul style="list-style-type: none"> • the Encounter Bay site is proposed to be rezoned as the Suburban Neighbourhood Zone, which contemplates a diverse range of housing forms and specifically encourages affordable housing outcomes • the whole of the Hindmarsh Valley site is proposed to be included in the existing Residential (Hindmarsh Valley) Zone that requires 'A proportion of the total housing stock will also be supported accommodation and affordable housing'. Parts of the zone also contemplate diverse housing and medium density housing forms and should be capable of contributing towards the provision of affordable housing. <p>In light of the above, the application of the Overlay to any of the affected areas was not considered necessary.</p> <p><u>Noise and Air Emissions</u></p> <p>The Overlay has been developed to reduce noise and other impacts on sensitive land uses (such as housing) when located near busy roads or rail lines through the siting and design of buildings. Typically the Overlay is applied in cases where land might be used for housing adjacent to heavily trafficked roads, freight routes and rail lines in metropolitan Adelaide. Aside from land use planning considerations, the Overlay also provides a basis to introduce additional Building Code requirements.</p> <p>In relation to roads, the expectation is that the Overlay will be applied as follows:</p> <ul style="list-style-type: none"> • along designated 'type A' roads – carrying 50,000 vehicles per day or more, plus freight routes • along designated 'type B' roads – carrying 25,000 to less than 50,000 vehicles per day • along 'type R' roads – being rural roads used at freight routes.

General sections (Council-wide)

Based on the September 2015 Annual Average Daily Traffic Estimates, 24 hour two-way flows produced by the Department of Planning, Transport and Infrastructure the daily volume of traffic along the Adelaide Road / Hindmarsh Road section adjacent to the either of the McCracken or Hayborough sites is likely to be between 4900 and 14000 vehicles per day. The traffic volumes adjacent to other areas affected by this DPA are expected to be lower.

As such the application of the Overlay (and related Building Code matters) is not warranted as this juncture. Notwithstanding this, the existing land use requirements for residential development in the Victor Harbor (City) Development Plan does provide a means to ensure exposure to noise can be managed. In particular, the following policy for 'Residential Development' applies:

- 90** *Dwellings close to high-noise sources (eg major roads, railway lines, tram lines, industry and commercial properties) should be designed to locate noise sensitive rooms and secluded private open spaces away from noise sources, or be protected by appropriate noise shielding techniques.*

Strategic Transport Routes

This Overlay establishes requirements to maintain the primacy of traffic flows on strategic routes. In the absence of the Overlay, the council-wide and zone requirements apply and, in the case of the road network, the Victor Harbor (City) Development Plan established a basis to assess development proposals that can affect arterial roads. For instance, the Council-wide policy 197(c) under the heading 'Movement of People and Goods' states:

the number, design and location of access points onto arterial roads should be such as to minimise traffic hazards, queuing on the roads, right turn movements and interference with the function of intersections, junctions and traffic control devices;

In addition, a referral exists to the Commissioner of Highways for development proposals that may affect an arterial road.

The combination of policy and procedural leavers are considered sufficient to ensure the wider intentions for strategic transport routes are taken into account. As such, the Overlay is not proposed to be applied to the two sites fronting Adelaide Road as part of this DPA.

Zone Sections

The following three zones are relevant to this DPA:

- Neighbourhood Centre Zone
- Suburban Neighbourhood Zone
- Mixed Use Zone

The Victor Harbor (City) Development Plan includes a Neighbourhood Centre Zone. This will be reviewed taking into account the SAPPL version of the zone and the SAPPL principles.

The application of the Suburban Neighbourhood and Mixed Use zones to the sites at Encounter Bay and Victor Harbor would result in the addition of two new zones to the current suite of zones found in the Victor Harbor (City) Development Plan. The suitability of these zones to the particular sites broadly reflects the intended use of land. Any variations to the SAPPL version of these zones will need to be considered and justified.

One of the guiding principles of the SAPPL is to avoid or reduce repetition in Development Plans. As a consequence, the amendments proposed in this DPA rely on existing Development Plan policy where it exists and relevant to guiding future development decisions.

No Council-wide amendments have been identified against that contained in the SAPPL as it is considered that the Development Plan's existing Council-wide policies provide an adequate basis to assess development in areas affected by this DPA.

In addition, the City of Victor Harbor has commenced a process to convert its Development Plan into the new SAPPL format through a separate Council DPA process (refer below).

2.5 Related Development Plan Amendments

By Council

The DPA takes into account the following related Council DPAs:

- Centres Review DPA (declined for approval)
- Better Development Plans DPA (ongoing)

This Ministerial DPA builds upon the extensive work undertaken by Council when preparing the City of Victor Harbor Centres Review DPA which considered rezoning of three sites (McCracken, Hindmarsh Valley and Encounter Bay) in the City of Victor Harbor for Neighbourhood Centres. Council undertook a range of investigations including infrastructure requirements, population growth and retail analyses for the short and long term.

By the Minister for Planning

The Minister for Planning has initiated investigations for the drafting of two relevant Development Plan Amendments (DPAs) in accordance with sections 24 and 26 of the *Development Act 1993*, namely:

- Existing Activity Centres Policy Review DPA (released for consultation between 27 August 2015 and 21 October 2015)
- Activity Centres and Shopping Growth DPA.

The DPAs will consider the requirements and assessment processes for desired uses in centre and mixed use zones initially, and subsequently the treatment of commercial uses outside of these zones.

The scope of these DPAs extends to the whole of Greater Adelaide and have implications for the City of Victor Harbor. The first of these DPAs, the *Existing Activity Centres Policy Review DPA*, has been released for comment and proposes changes to each of the existing centre zones (local, neighbourhood and regional town centres) in the Victor Harbor township area.

For the purposes of this DPA, the changes proposed to centres zones in Victor Harbor have been largely ignored pending the outcome of the *Existing Activity Centres Policy Review DPA* process. Importantly, changes proposed as part of this DPA will need to take into account any amendments that may be approved by the Minister for Planning for centre zones.

In this context, there is no overlap between this DPA and the *Existing Activity Centres Policy Review DPA* in relation to the Regional Town Centre Zone or Local Centre Zone and so the amendments can proceed independently.

However, policy changes are contemplated for the Neighbourhood Centre Zone and Local Centre (Hayborough) Zone under this DPA as well as the *Existing Activity Centres Policy Review DPA*. Subject to timing, one or other of these DPAs will need to be reviewed to take into account any

approved changes to policy made by the other DPA. For example, approved amendments to the Local Centre (Hayborough) Zone stemming from the *Existing Activity Centres Policy Review DPA* would be superseded if the proposal to replace this zone with a Neighbourhood Centre Zone is approved via this DPA.

This is a common logistical exercise that arises when more than one DPA affects the same area of land and is typically addressed when a DPA is being considered for final approval.

2.6 Other Relevant Development Plans

The areas affected and the associated zoning and policy amendments proposed in this DPA relate to land wholly within the boundaries of the Victor Harbor (City) Development Plan. Therefore the proposed amendments will have no impact on adjoining Development Plans.

3. Investigations

3.1 Previous Studies

A range of investigations have previously been undertaken to guide the future development of the Victor Harbor township and surrounding areas. These can be used to inform zoning and land use policy requirements and are therefore relevant to this DPA.

A number of these studies have been prepared by the City of Victor Harbor as a basis for the Centres Review DPA, while others have been undertaken by interested parties or State Government. All investigations have been reviewed by the Department and Planning, Transport and Infrastructure where relevant to the scope of this DPA and used to inform the development outcomes and formulation of policy. These investigations include the following documents:

- Victor Harbor Town Centre Master Plan (2006)
- Environment Management Plan 2010-2014
- Footpath Pedestrian Plan (2011)
- Recreation and Open Space Study: Strategic Directions (2007)
- Tree Management Strategy (2014)
- Stormwater Asset Management (2014)
- Southern Fleurieu Roadside Vegetation Management Plan (2011)
- Victor Harbor Traffic Management Strategy (QED, 2005)
- Environmental Management Plan 2010-2014
- Strategic Bicycle Plan 2000
- Victor Harbor Council and State Government Facilities Review Final Report 2004
- DPA Traffic Impact Assessment and Concept Development for Adelaide Road Upgrade, Summary Report 2015
- Centres Strategic Review: Final Investigations Report 2014
- Victor Harbor Landscape Amenity 2006
- Victor Harbor Urban Growth Management Strategy 2008-2030 (2009)

Further views and analysis has also been covered through information and reports prepared for interested land owners or more targeted towards development projects such as the Major Development at Encounter Bay and land use concepts for commercial and residential uses at the McCracken and Hayborough sites. These include investigations on traffic generation and management, stormwater and other issues considered through the development process and reviewed by the relevant authority.

3.2 Demographic Trends

3.2.1 Introduction

Information on population growth, age profiles and household types are a useful basis upon which to consider housing policy and construction industry dynamics as well as provision of retail industry dynamics and community service provision. Population projections, which are derived from a number of assumptions including international, national and intrastate migration, fertility and mortality rates can play an important role in predicting the needs of future communities, although a range of qualitative factors must also be considered.

Population predictions are nevertheless a useful tool for servicing agencies and organisations to plan work and fund programs to meet community needs. However, matching service requirements with changing population characteristics and growth rates requires constant monitoring and evaluation.

3.2.2 Population growth

The Fleurieu Region can be broadly defined by the Alexandrina, Victor Harbor and Yankalilla local government areas. This region covers nearly 3,000 square kilometres and at June 2014 had a resident population of nearly 45,000 people, around 2.7 per cent of the state's population.

The main towns in the region are Victor Harbor and Goolwa and the combined population of this conurbation (including Port Elliot and Middleton) was around 24,000 at the 2011 census. The population within the Victor Harbor township accounts for around half of this total.

At June 2014, the Victor Harbor Local Government Area (LGA) had a resident population of 14,938¹. Over the 10 year period from 2004 the population increased by 2,985 at an average annual growth rate of 2.3 per cent (refer to the Table below). The average annual growth rate for South Australia over the same period was 1.0 per cent.

Table: Estimated Resident Population by LGA - Fleurieu region, 2004-14

Local Government Area	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Alexandrina (DC)	20019	20611	21208	21843	22472	23027	23729	24125	24489	24820	25136
Victor Harbor (C)	11953	12180	12303	12694	13144	13508	13866	14176	14444	14666	14938
Yankalilla (DC)	4048	4151	4245	4331	4396	4442	4448	4451	4486	4555	4630
Fleurieu total	36020	36942	37756	38868	40012	40977	42043	42752	43419	44041	44704

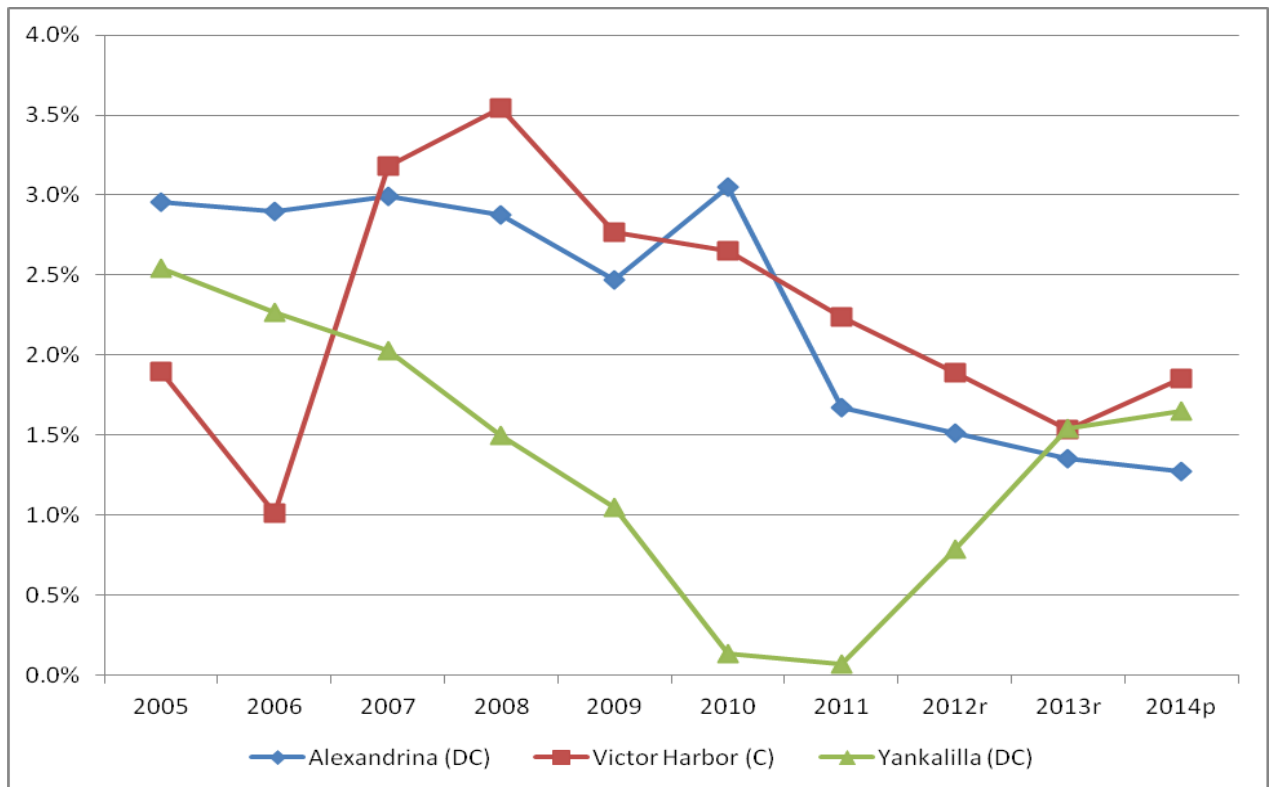
Source: ABS 3218.0 Regional population statistics

Figure 1 compares the annual population growth rates for the LGAs in the Fleurieu Region and shows that annual population growth rates in Victor Harbor have fallen from around 3.5 per cent in 2008 to just under 2.0 per cent in 2014. This is a similar pattern to that experienced in Alexandrina in recent years and consistent with overall lower rates of population growth in most regional areas after 2010.

In addition to the permanent resident population, the Fleurieu Region is a significant holiday destination for more than 550,000 people a year and Victor Harbor would receive a large share of these visitors. The majority of visitors to the Fleurieu Region (76 per cent) are from South Australia, many of whom own or rent holiday homes.

¹ ABS 3218.0 – Regional Population Growth June 2014, released 31/3/2015

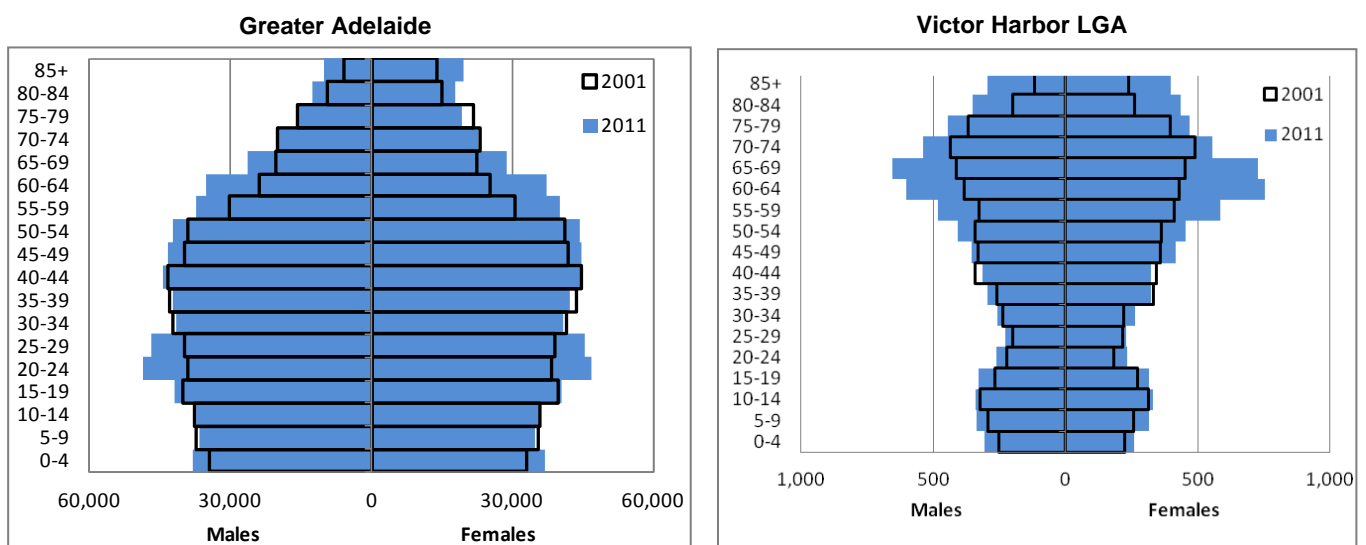
Figure 1: Annual population growth rates for LGAs in the Fleurieu region



3.2.3 Population characteristics

The population pyramids in Figure 2 below show that the age structure of the Victor Harbor LGA is significantly different to that of Greater Adelaide region. These pyramids clearly show that Victor Harbor has a much greater share of the population aged 65+ relative to Greater Adelaide, and that the older population grew significantly between 2001 and 2011 as a result of retirement migration to this 'sea-change' destination.

Figure 2: Population Pyramids for Greater Adelaide and Victor Harbor



In 2011, over 34 per cent of the population of Victor Harbor were aged 65+ compared to just over 16 per cent for South Australia. At the same time the median age for Victor Harbor was 56 compared to 39 for South Australia, and 37 for Australia.

Victor Harbor has a large 'absent' and part-time' population with around 40 per cent of its residential ratepayers living outside of the area². As a result of its fluctuating holiday population it's likely that the age profile for Victor Harbor will alter dramatically over the summer months as families flock to the region.

3.2.4 Population Projections

The latest available population projections for the Victor Harbor LGA indicate that the population is projected to continue growing by around 2 per cent per annum out to 2026³.

The 2011 census based projections for South Australia and its regions were endorsed by State Cabinet on 10th August 2015. Updated LGA level projections will be available later in 2015. It is highly likely that the above average growth rate in this area will continue given its attractiveness as a retirement destination and also the need for persons of working age to support the older population.

Table: Projected population growth by LGA - Fleurieu region, 2006-26

2006 DPTI population projections (medium series)					
Fleurieu region	2006	2011	2016	2021	2026
Alexandrina (DC)	21,495	24,567	27,531	29,412	31,119
Victor Harbor (C)	12,470	14,298	16,171	17,673	19,343
Yankalilla (DC)	4,303	4,776	5,415	6,033	6,763
Fleurieu total	38,268	43,641	49,117	53,118	57,225

3.2.5 Household types

Couple families without children make up around 62 per cent of the total family households in Victor Harbor which is much higher than the South Australian average of 40 per cent.

Couples with children make up only 25 per cent of family households.

There is a much higher number of lone person households in Victor Harbor which is consistent with the older population living in the area.

3.2.6 Housing

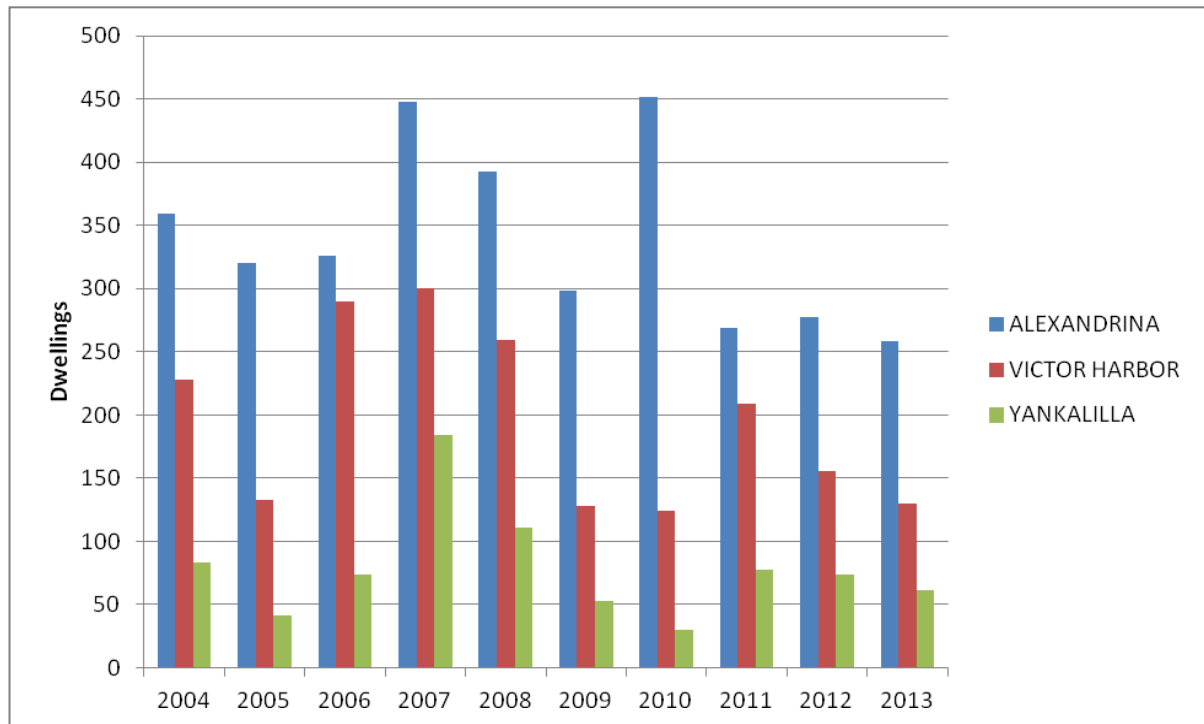
In 2011, over 87 per cent of the dwelling stock in Victor Harbor was detached houses, compared to 77 per cent for Greater Adelaide and 80 per cent for South Australia.

Figure 3 shows annual dwelling growth for LGAs in the Fleurieu Region. For Victor Harbor around 150-200 new dwellings have been added to the total dwelling stock each year since 2011. In the years leading up to and including 2008, around 250-300 new dwellings were completed each year.

² Victor Harbor Urban Growth Management Strategy – 2013 update

³ 2006 DPTI LGA population projections

Figure 3: Annual dwelling production by LGA for the Fleurieu region.



Source: 2014 DPTI dwelling counts

For the 12 months to June 2015, only 125 dwellings were approved in the Victor Harbor LGA. This is consistent with a more general slow-down in residential development activity across South Australia.

3.2.7 Future housing capacity

Within the Victor Harbor LGA there is a zoned capacity of 233 hectares with an estimated yield of around 2,700 dwellings. Of this amount approximately 97 hectares are either under development or under a current plan of division—the actual yield from these land parcels is 1,100 allotments (Table 3).

The zoned land supply in Victor Harbor provides capacity for up to 2,700 additional dwellings at current broad hectare development yields (11.6 lots per hectare in June 2014). At a consumption rate of 200 dwellings per annum this supply would last around 14 years.

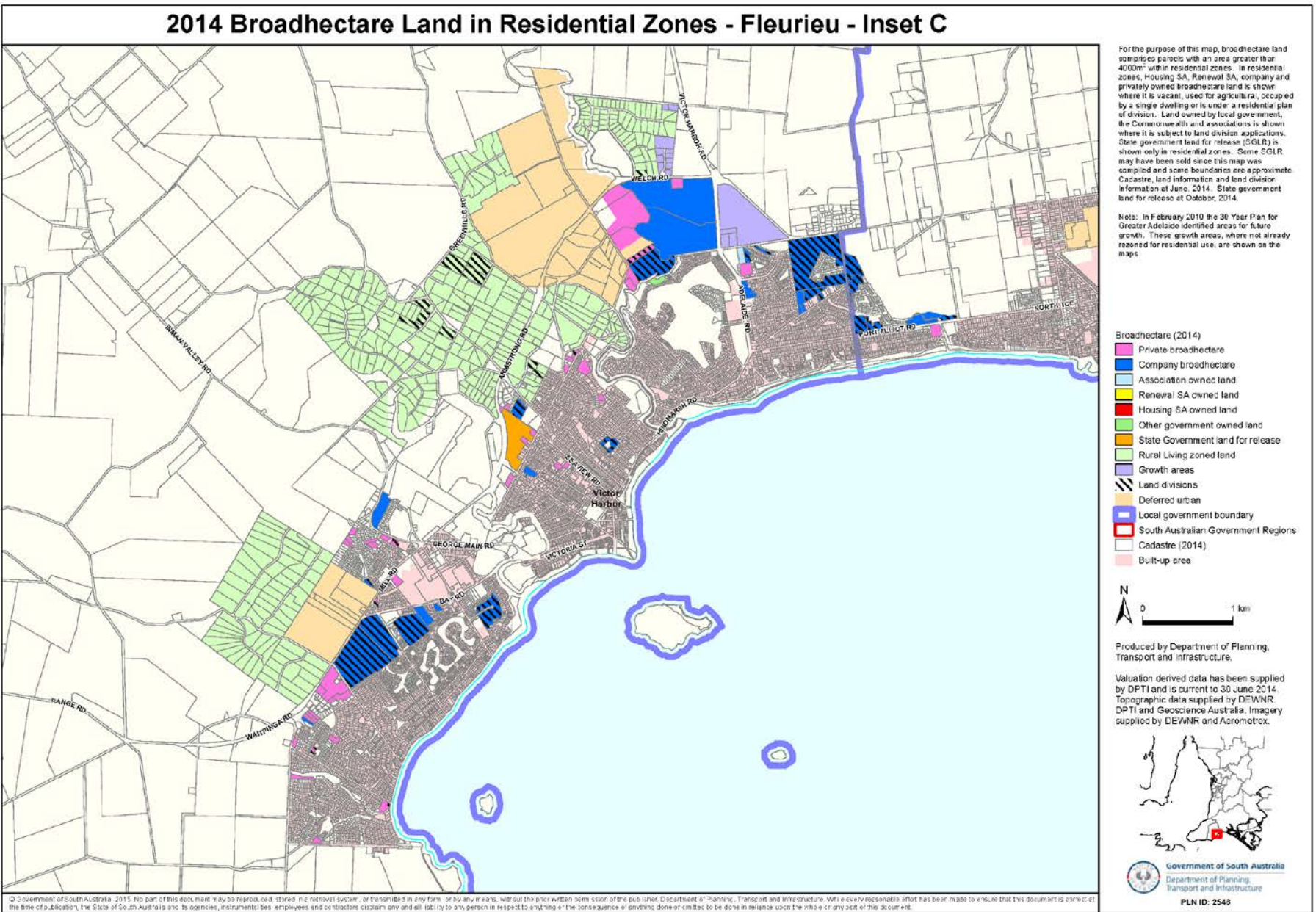
Table: Residential Land Supply – Victor Harbor LGA (June 2014)

Land supply status	hectares	lots	lots/Ha
Zoned - under a current plan of division	97	1,119	11.6
Zoned - no current division plans	136	1,574	
Zoned – total	233	2,693	
Future urban*	251	2,907	
Total land supply	484	5,600	

* future urban land discounted by 25% to account for future development uncertainty

The ownership status and location of broad hectare land is shown in Figure 4.

Figure 4: Residential broad hectare land supply, June 2014



In addition to the zoned supply there is a further 335 hectares of land in designated future / deferred urban zones and growth areas. The estimated yield from this land is just over 2,900 dwellings (this supply was discounted by 25 per cent to account for future development uncertainty). At a consumption rate of 200 dwellings per year this supply provides for a further 14 years.

If consumption was to return to 300 dwellings per annum (as experienced in 2006-08) then the total zoned supply would only last around 9 years.

In addition to the supply of broad hectare supply land there is also significant scope for re-subdivision and redevelopment of the existing residential allotments in Victor Harbor. DPTI's latest modelling, based on the current Development Plan, indicates a realistic potential of up to 2,000 additional dwellings from this supply source in the medium to long term.

3.3 Employment Characteristics and Potential

3.3.1 Resident Workforce and Local Jobs

At the 2011 Census there were 4,981 persons in the workforce residing within Victor Harbor LGA. Of these, 336 were looking for work, which represents an unemployment rate of 6.7 per cent.

Workforce participation in Victor Harbor represents 41.5 per cent of the over 15 year old population and 36.0 per cent of the overall population. Victor Harbor has a substantially lower workforce participation rate than the Greater Adelaide rate of 60.7 per cent and 50.0 per cent of the over 15 year old population and overall population respectively. The lower workforce participation reflects the older age profile of Victor Harbor compared with the Adelaide Metropolitan area.

Of the 4,441 residents classified as working in 2011 and stating their place of work, 2,715 worked within the Victor Harbor LGA, representing a *self-containment* rate of 61.1 per cent. Key destinations for residents travelling outside Victor Harbor LGA for work include: Alexandrina (503 persons), Onkaparinga (174 persons), City of Adelaide (95 persons) and Yankalilla (73 persons).

The number of jobs located in the Victor Harbor LGA at the 2011 census was 3,975. The number of people residing in Victor Harbor LGA that are employed (4,645) and the number of locally based jobs (3,975) represents an *employment self-sufficiency* rate of 85.6 per cent.

3.3.2 Employment locations

The largest employing industries in Victor Harbor in 2011 were Health Care and Social Assistance, Retail Trade, Accommodation and Food Services, Education and Training, and Construction. In total, 68.3 per cent of local jobs are occupied by residents. Of the 1,260 jobs occupied by people travelling to Victor Harbor LGA for work, most came from Alexandrina (873 workers), Onkaparinga (182 workers) and Yankalilla (92 workers).

Key employment locations within Victor Harbor LGA include:

- Victor Harbor Regional Town Centre
- Local Town Centres in Encounter Bay, Hayborough and McCracken
- Neighbourhood Centre in Hindmarsh Valley
- General Industry Zone Hindmarsh Valley
- Light and Home Industry Zones in Victor Harbor
- Health Services and Education Services – mainly located in the Victor Harbor suburb
- Agricultural activities in the hinterland from Victor Harbor.

3.4 Activity Centres and retail

3.4.1 Introduction

It has long been recognised by Council and the State Government that a strategic approach to centre planning for the Victor Harbor township was required to meet the needs of a larger population and changing demands. Underpinning this is a critical planning tenet that good urban planning provides equitable access to goods and services to meet the needs of the population. The shortcomings of activity centre provision in the Victor Harbor area has been reflected in the broad strategic work undertaken by Council (Urban Growth Management Strategy) and that of the State Government (Retail Database).

To build on this, Council undertook specific strategic activity centre investigations which considered a range of vacant sites across the township to rebalance the location of centre activities with the address the spread of population, as well as broadly considering the supply and demand for additional centres (including bulky goods); policy to guide the development of the proposed development of centres and infrastructure requirements to support them.

Council ultimately proposed the rezoning of sites for neighbourhood centres at McCracken, Hindmarsh Valley (expansion of an existing neighbourhood centre) and Encounter Bay (previously approved under a Major Developments application). In each case, they recognised that there would likely be a range of timeframes in the delivery of each of the centres, thereby avoiding a critical oversupply. To further to support this, Council sought retail floor space thresholds in the order of 6,000 square metres to protect the primacy of the Regional Town Centre.

3.4.2 Victor Harbor Retail Floor space

Victor Harbor is the primary retail, commercial and administrative centre for the lower Fleurieu Peninsula. With over 34,500 square metres of retail floorspace (6,305 of which is supermarkets) and more than 170 retail businesses, it makes up almost 60 per cent of total retail floorspace amongst the Encounter Bay towns (Victor Harbor, Port Elliot, Goolwa etc). The table below identifies Victor Harbor based centres.

Table: Existing Centres in Victor Harbor township

Centre type	Centre Name	Vacancy Rate
Local Centre (Hayborough East Policy Area 21)	Corner Port Elliot Road and Rosetta Avenue	27 per cent - combined capacity
Local Centre (Yilki Policy Area 4)	Franklin Parade	
Local Centre (Hayborough)	Adelaide Road, McCracken	100 per cent - not developed Subject of the Victor Harbor Centres and Residential DPA
Neighbourhood Centre	Corner Waggon and Welch Roads, Hindmarsh Valley	100 per cent - not developed Subject of the Victor Harbor Centres and Residential DPA
Regional Town Centre		3 percent vacant – at capacity

Additional activity centres are located in Port Elliot and Goolwa. Because of their relative proximity, these broader populations are considered to make up part of the Regional catchment and influence over retail provision and activities.

The table below sets out the current retail floor space provision per person for the Victor Harbor area. The table also considers the centre provision within the Alexandrina Council.

Table: Supermarket Floorspace Provision

	Supermarket Floor space Provision	
	City of Victor Harbor	City of Victor Harbor PLUS DC Coastal Alexandrina
Population (excluding visitors)*	15,221	30,599
Current retail floor space	34,500 sqm	
Current supermarket floor space	6,305 sqm	9,612 sqm
Floor space per person	2.27 sqm (general retail) 0.41sqm (supermarket)	0.31sqm (supermarket)

Source: Department of Planning Transport and Infrastructure Retail Database

* Note also that the population in this table refers to permanent residents of the area. This figure does not include temporary visitors such as holiday makers, second home owners etc that can significantly swell the population at key times. Although these temporary changes in population can result in significant demand on retail and services, they have been excluded to consider the base population for consistency.

Industry standard supermarket provision is in the order 0.328 square metres per person. This indicates that the City of Victor Harbor is suitably provided with supermarket retailing but that the wider Victor Harbor / Alexandrina area may be slightly undersupplied. Notwithstanding this, there are a range of other factors that should be taken into account when considering the provision of services and facilities, including:

- equitable and convenient access (distribution / location of centres within the township)
- accessibility (eg car parking availability, road congestion)
- type / range of goods and services provided
- site exposure / prominence
- stimulating retail sector competition (as discussed below).

Consultation on the Council's Centres Review DPA demonstrated that the community value the role of the Regional Town Centre as the cultural and business hub of the community, however, there are potential issues with accessibility and distance for segments of the current population.

Continuing to rely on the Regional Town Centre to provide the majority of the daily necessities as the population grows means that new proposed and planned residential areas will be further removed from the centre services and likely to exacerbate concerns about access, parking and congestion in the short to medium term.

3.4.3 Activity Centre review and opportunities

Opportunities to provide a range of retail and other services in Victor Harbor are currently determined by the designation of regional, neighbourhood and local centre zones.

The extent to which these existing centre zones could be regarded as suitable or viable options for satisfying the daily and weekly needs of residents and visitors depends on a range of factors including: site characteristics (eg size, slope, fragmentation); location (eg access, exposure); land use policy and zoning; occupancy/vacancy levels; and landowner intentions.

In this regard, vacant centre land is an indicator of relatively unencumbered opportunities. Investigations for the Victor Harbor Council area reveal the level of vacant centre zoned land is reasonably high when compared to other Greater Adelaide council jurisdictions.

Looking at individual centre zones, vacant land in the Regional Town Centre is low at around 3 per cent. As the main focus for business activity, such low levels of vacant centre land can lead to land access issues that affect the ability for existing businesses to expand in situ or for new businesses to enter the local market.

The opportunities and constraints associated with the other centre zones (outside the Regional Town Centre) are summed up in the table below.

Table: Centre zone characteristics

Zone	Comment
Local Centre Zone	<p>The zone occupies two sites.</p> <p>The larger of these sites, providing about 1.8 hectares of developable land, is located at Franklin Parade, Encounter Bay. Shown as Policy Area 20 in the development plan:</p> <ul style="list-style-type: none"> • about half of the land is used for housing • the remaining half of the policy area is evenly divided as vacant land and shop uses. • non-residential development fronting Giles Street is a non-complying form of development, which limits commercial development to Franklin Parade overlooking Encounter Bay. <p>The smaller of the two sites is located on Port Elliot Road, Hayborough East. Referred to as Policy Area 21 and with a developable area of some 5300 square metres:</p> <ul style="list-style-type: none"> • about half of the land is already used for shops • one parcel is a residence, and • about a third is vacant land. <p>Due to the size of the zone in each location, level of fragmentation/ownership pattern and interface issues with existing housing (both in and adjacent to the zone), scope to accommodate larger scale commercial and retail facilities in either location is already compromised.</p> <p>In addition, the zone generally only contemplates 'small-scale convenience shopping', which is perhaps a reflection of the local conditions.</p>
Local Centre (Hayborough) Zone	<p>The zone has a high profile position on Adelaide Road, near the Port Elliot Road roundabout. Previously accommodating TAFE facilities, the site is now entirely vacant.</p> <p>The zoning envisages 'small-scale' commercial, community and tourist accommodation uses, which seems somewhat disparate when considering the quantum of land set aside (i.e. about 6.3 hectares) and sufficient to accommodate neighbourhood level facilities.</p> <p>The desire to curb larger scale retail facilities is emphasised in the zone by setting a maximum floor area limit of 1000 square metres for shops. Shops exceeding this limit trigger an onerous non-complying development process and effectively restrict entry by larger 'anchor' tenants (like a supermarket) that typically underpin the establishment of multi-purpose precincts containing a range of goods and services.</p>

Zone	Comment
	In addition, the zone's elevated position on the entryway to the centre of Victor Harbor township attracts further requirements presumably to ensure buildings do not overwhelm the town's entrance and enhance the amenity of the location. These requirements include the need for landscaped setbacks along Adelaide Road and a maximum building height of 12 metres.
Neighbourhood Centre Zone	<p>There is single site zoned for a neighbourhood centre located on the corner of Welch Road / Waggon Road at Hindmarsh Valley.</p> <p>The site is suitably large (about 5 hectares) to accommodate a range of retail, commercial and community services and facilities, however, the development of the site will be affected by the rate of residential development in the vicinity of site and ability to attract passing trade.</p> <p>Council's study titled 'Centres Strategic Review: Final Investigations Report' (2014) expects residential growth in the vicinity of the centre site to occur post 2021. While Welch Road is part of the ring-route that allows traffic to by-pass the town centre of Victor harbor, the site's exposure and passing traffic volumes suggest retail and community facilities are unlikely to be developed in advance of local resident needs.</p>

There are two matters worth highlighting at this juncture concerning the provision of retail and other services.

The first is that the City of Victor Harbor has undertaken a strategic review that examined some existing and new locations for centre type development within and beyond the Victor Harbor township. The Centres Strategic Review study, completed in February 2014, considered some 19 separate locations which included the existing Local Centre (Hayborough) and Neighbourhood Centre zones discussed in the above table, as well as the three other sites affected by this DPA.

The recommendations of the study suggested amendments to the development plan as follows:

- a new Neighbourhood Centre on Waitpinga Road
- a new Neighbourhood Centre on the former TAFE site at Harborough
- review the need for the existing neighbourhood centre at Hindmarsh Valley, on the corner of the Welch and Waggon roads.

The study recommendations were translated into proposals contained in Council's Centre Review DPA where the following was proposed:

- rezoning a portion of the Deferred Urban Zone adjacent to Waitpinga Road to accommodate a new Neighbourhood Centre Zone that would accommodate up to 6000 square metres of retail floor space
- rezoning the whole of the Local Centre (Hayborough) Zone on Adelaide Road to include a new Neighbourhood Centre Zone on the northern half, while downgrading the status of the remaining southern portion to a Deferred Urban Zone
- increasing the size of the existing Neighbourhood Centre Zone at Hindmarsh Valley from about 5.2 hectares to about 7 hectares, and incorporating the Deferred Community Facilities Zone into the adjacent Residential (Hindmarsh Valley) Zone on the basis that community facilities could be accommodated in the expanded centre zone.

The Local Centre Zone and associated Policy Areas were not affected by the Centres Review DPA.

Implications associated with the Centres Review DPA include:

- The expansion of activity centre land use capabilities in urban fringe locations is commendable and is similar to the approach taken in other parts of Greater Adelaide, notably Adelaide's north and the Adelaide Hills, which allows new services to be provided close amongst new housing estates. However, in these cases the provision of services is often some way off pending household formation in the areas surrounding these new centres.
- Additional capacity to expand services for residents living east of the Regional Town Centre through more accommodative land use zoning over a portion of existing centre zoned land, although the reduction in the total amount of commercially available land (such as to a Deferred Urban Zone category) could be viewed less favourably at a time of economic and employment uncertainty and also because it has the potential to disenfranchise a landowner whose development and investment aspirations are jeopardised.

The second key point is that the Existing Activity Centres Policy Review DPA by the Minister for Planning (released for public consultation in August 2015) proposes to make planning processes simpler and provide more certainty for businesses located in Greater Adelaide's prime business districts, such as activity centres.

The Existing Activity Centres Policy Review DPA proposes amendments to each centre zone in the City of Victor Harbor by:

- introducing more 'as-of-right' development opportunities in key parts of the Regional Town Centre Zone and in each of the other centre zones
- removing restrictions on retail development in the Local Centre (Hayborough) Zone to allow larger retail developments to be assessed on its merits against the comprehensive suite of established requirements found in the development plan.

In short, the approach to activity centres is more accommodative and flexible to ensure changing community needs and preferences can be met and that businesses are able to meet those demands within a more innovative, competitive and resilient environment.

These broad based changes occurring in Greater Adelaide are responding to:

- economic priorities of the State Government to improve South Australia's standing as a place to conduct business and reduce unnecessary 'red tape'
- concerns expressed at the Federal Government level by the Productivity Commission and Competition Policy Review Panel about the role of land use zoning (amongst other factors) on competition, particularly in the retail sector.

In relation to the last dot point, Federal Government research (ACCC, Productivity Commission, Australian Competition Policy) since 2007 has highlighted the role of planning and zoning in retail competition:

'... state planning regimes, while designed to preserve public amenity, also act as a barrier to new supermarkets being established in local areas.' (Ref: ACCC 2008 report into the pricing of groceries)

And also suggests that:

'Removing barriers to entry and other regulatory barriers would strengthen competition in the supermarket sector....' (Ref: Australian Competition Policy Review, March 2015)

In light of these wider considerations and taking into account the various studies that show demand for additional activity centre development in Victor Harbor, the main intention for this DPA is to ensure there are reasonable prospects to accommodate retail and other services in the short to medium term and thus provide opportunities for investment and employment, whilst improving consumer choice and convenience in the process.

3.5 Physical infrastructure, development constraints and hazards

This section of the DPA will look at the broader, strategic context of infrastructure provision across the township as well as relevant constraints and how they are currently addressed. Consideration of specific issues for each site affected by this DPA will be considered in subsequent sections of the *Analysis*.

3.5.1 Utilities Infrastructure

An overarching view of infrastructure provision and capacity was undertaken by Council as part of its *Urban Growth Management Strategy 2008-2030* (UGMS). This broadly seeks to understand the capital investment requirements that would be required to realise potential new development, as well as maintain the amenity and function of the existing township.

The strategic level findings regarding utility provision and capacity are set out in the **Table** below.

Table: Council Wide Physical Infrastructure and Utilities Provision

Infrastructure / Service	Requirements	Implications for DPA Policy
Potable Water	<p>SA Water is responsible for the water supply to Victor Harbor. Water is drawn from the Myponga Reservoir located approximately 23kms to the north-west of Victor Harbor. The Reservoir has a capacity of approximately 26,800 megalitres, provides 5% of Adelaide's water supply, and is the main source of filtered water for southern metropolitan Adelaide and the south coast area.</p> <p>SA Water has confirmed that parts of its water infrastructure are nearing or are at capacity for the area. SA Water has commenced an assessment of its water infrastructure in Victor Harbor and surrounds which will lead to a review of the South Cost Townships Water Supply.</p> <p>Notwithstanding this, SA Water will undertake a network assessment for any significant development proposals; identify any specific supply requirements / limitations; and if there is a consequent need for augmentation works (and subsequent augmentation charges). The funding of any required upgrades to services would then be subject to negotiations between SA Water and the developer.</p> <p>All applications for connections needing an extension to SA Water's water network will be assessed on individual commercial merits.</p>	<p>Development is required to be provided with a potable water supply at the land division stage in accordance with the <i>Development Act 1993</i> and the requirements contained in the development plan.</p> <p>The development plan contains requirements that ensure water supply needs are considered as part of a land division proposal and/or proposed land use.</p>
Stormwater / flood management	<p><u>Stormwater</u> Council's UGMS noted that its stormwater infrastructure is either at, or exceeding, capacity in much of Victor Harbor's urban areas.</p> <p>New developments will be required to liaise with SA Water to ensure that stormwater requirements are met at the time of development.</p>	<p><u>Stormwater</u> Stormwater management policies are provided in the Council-wide section of the Development Plan, but are scattered under various subheadings – eg land division, conservation etc. Existing policy</p>

Infrastructure / Service	Requirements	Implications for DPA Policy
	<p><u>Flooding</u> The Victor Harbor (City) Development Plan does not contain flood mapping although Council has identified the need to undertake flood mapping for inclusion in the Development Plan. This will guide development decision making, including the capacity to increase densities within the existing township (particularly around the town centre) as a fundamental consideration in determining the suitability of new areas to support future development.</p>	<p>for the sites (both centre and residential) encourages stormwater management that:</p> <ul style="list-style-type: none"> • maximises quality of stormwater • minimisation of pollutant transfer and erosion into receiving waters • re-use of stormwater as part of the development • the adoption of water sensitive urban design (WSUD) <p><u>Flooding</u> Until flood mapping is available in the Development Plan, the risk and impact of flooding is determined at the development assessment stage. Current policies in the Development Plan provide guidance in relation to flooding (i.e. under the Council-wide section policies). The current planning practice benchmark for this is the impacts of a 1:100 storm event but anticipates that development that is likely to be affected adversely by flooding should not take place where there is a significant risk.</p>
Power - electricity	<p>Electricity infrastructure and supply to Victor Harbor is considered adequate, however ElectraNet SA and ETSA Utilities are reviewing options for upgrades to capacity.</p> <p>Electricity consumption in Victor Harbor increased between 2001 – 2006, with an annual increase of 5% compared with the State average of 3%. This increase in consumption is most likely due to air-conditioning take-up and increase in use of electrical appliances in new dwellings.</p>	<p>Current policies within the Council-wide section (under 'Infrastructure'), require development to have access to adequate utilities and services, including electricity supplies.</p> <p>Land can be acquired when required by SAPN and approvals sought under section 49A of the <i>Development Act 1993</i> (Crown Development).</p>
Power – gas	<p>There is no current gas supply or network to the Victor Harbor area.</p>	<p>N/A – the provision of gas supply mains to Victor Harbor is a matter for relevant utility providers and gas producers subject to a suitable business case to extend such services.</p>
Telecommunications	<p>The major communications network in the Victor Harbor region includes land-line telephone services, GSM mobile telephone network, ADSL</p>	<p>Council-wide policy in the Development Plan identifies that telecommunications facilities</p>

Infrastructure / Service	Requirements	Implications for DPA Policy
	<p>and wireless internet.</p> <p>The National Broadband Network (NBN) is in various stages of being rolled out to the Victor Harbor area.</p>	<p>should be provided to meet the needs of the community and encourages that they be located and designed to minimize visual impact upon local amenity.</p>
Refuse / Waste	<p>Waste collection is managed by the Fleurieu Regional Waste Authority (FRWA) which provides sustainable and cost effective waste management and recycling services for the communities of Victor Harbor, Alexandrina, Kangaroo Island and Yankalilla.</p> <p>Alexandrina Council and the City of Victor Harbor, through the FRWA, manage all waste and recyclables jointly at the existing Goolwa Waste and Recycling Depot.</p>	<p>Current policies within the Council-wide section, under the 'Movement of People and Goods' heading, require <i>'development be able to provide safe and convenient access for ... public utility vehicles'</i>. No additional policies are proposed for this matter.</p>

In most cases, infrastructure or utility provision is determined at the land division or development application stage when a more accurate determination can be made regarding the demand / supply needs. State government, Local Government, developers and infrastructure / utility providers work collaboratively to determine infrastructure requirements and how costs might be apportioned and/or recouped.

The Victor Harbor (City) Development Plan contains Council-wide policy under the subheading 'Public Utilities' to guide the provision of utility infrastructure and other services. This section has been in place for many years and is currently under review as part of the Council's BDP and General DPA. If completed, this DPA is expected to update requirements for utility infrastructure using the more contemporary suite of requirements under the heading 'Infrastructure' of the SAPPL. The SAPPL policies are considered to be more comprehensive than the existing policies, particularly in relation to electricity transmission and distribution facilities.

Nonetheless, an opportunity exists to replace the 'Public Utilities' section as part of this Ministerial DPA to ensure new development is assessed against updated requirements. In considering the options it is acknowledged that development throughout the Council area (including new urban growth areas) has been progressing under the current policy regime and that the replacement of one small Council-wide section of the development plan with Library content can be taken out of context with the remainder of the Council-wide policies.

However, changes to one fairly specific policy topic should also have few (if any) negative consequences for the development plan on policy grounds and would mean that new urban development areas and the potential opportunities for more intensive development in urban infill location could benefit from the updated Library 'Infrastructure' provisions.

Implications for this DPA policy amendments

The amendments to zoning and policy proposed in this DPA provide opportunities for development in urban fringe areas as well as support the more intensive and flexible use of some urban infill development locations. Replacing the current 'Public Utilities' section of the development plan with the SAPPL 'Infrastructure' section will ensure that such development occurs taking into account more up to date requirements for infrastructure services.

3.5.2 Traffic Management, Access and Parking

Transport Connections to Adelaide

The transport connection between Victor Harbor and Adelaide has been earmarked for upgrading in the Integrated Transport and Land Use Plan (discussed above). In summary, the poor road quality, coupled with limited daily public transport (bus) service is thought to affect:

- The perception of accessibility to Victor Harbor
- Access to tertiary education in metropolitan Adelaide – contributing to out-migration of school-leavers
- Access to specialist health services in metropolitan Adelaide – particularly for the ageing population and people with disabilities, reducing quality of life, sometimes forcing relocation to metropolitan Adelaide and severing existing social networks
- Tourism business growth – the road toll is a deterrent to holiday seekers.

The Integrated Transport and Land Use Plan (ITLUP – discussed above) identifies the duplication of the Victor Harbor Road (Old Noarlunga to McLaren Vale) as a priority, by providing more overtaking lanes and shoulder sealing. In the long term, there are plans to duplicate this to Mount Compass.

Regional Transport Connections

Road quality, road capacity and a limited (and in some cases lack of) regular public passenger transport service affects access to business, health and community services for residents and visitors between towns in the Fleurieu Region.

The ITLUP identifies the long term need for installation of overtaking lanes on the Victor Harbor to Goolwa Road to improve traffic flow and safety.

Interstate and Overseas Connections

Victor Harbor is relatively isolated from interstate transport connections. It is therefore less attractive to transport-based business investment, with local service industries, tourism, health, education, business and property supporting the local population being the main growth industries.

Victor Harbor's quiet, historic seaside character, stable social environment and mild weather provide opportunities to build on tourism through development of high-end tourist resorts and conference facilities suitable for interstate and overseas delegations.

Public and Passenger Transport

There is no regular intra- or inter-town public passenger bus service. A single bus service operates between Adelaide, Victor Harbor and Goolwa. There are also two local taxi services and a number of commercial bus/coach operators in the region. A door-to-door community bus also operates in the township providing services to the town centre on Tuesdays and Thursdays.

Affordable and accessible transport has been identified as a concern across all sectors of the community and in particular youth. Limited public transport affects young people's ability to travel to post secondary and tertiary education, employment and social activities.

Pedestrian and Bicycle Facilities

Council recognises that there is a high demand for walking and cycle tracks and that existing paths require major upgrades. Council has identified through its *Strategic Bicycle Plan (2000)* that bicycle and pedestrian networks be developed to improve access local linkages and upgrade to facilitate safe and efficient movement within and through the town to neighbouring towns, centres and recreational areas.

Future Growth

Projected population growth in Victor Harbor will put increasing pressure on the ability of the town's transport infrastructure to meet traffic and parking demands in the future. The projected increase in traffic from future residential development is expected to double existing traffic volumes on some main roads within Victor Harbor.

In order to manage this traffic increase, the Victor Harbor Council commissioned a *Traffic Management Strategy* (QED, 2005) which establishes:

- a road classification model for the town, including a designated hierarchy of roads based on arterial, distributor, collector and local road classifications
- A second 'functional' hierarchy, including designated freight network, public and community transport network, tourist network, community access network, bicycle network and pedestrian network.

The increased use of Council's existing transport infrastructure (including roads, footpaths, bridges, kerbing, culverts, drainage and car parks) reduces the life of these assets and places increased pressure on Council's infrastructure budgets.

It is apparent these assets owned by Council are ageing and may potentially serve as a constraint to promoting higher density development close to the town centre unless significant upgrades can be funded.

Funding of local transport infrastructure and maintenance of existing infrastructure from rapid growth is therefore a significant issue with implications on the future town structure.

Implications for DPA policy amendments:

Current policies in the Development Plan provide guidance in relation to traffic and transport matters and the requirement for safe access. They are primarily contained under the heading 'Movement of People and Goods' in the Council-wide section of the Development Plan, but relevant policies can also be found under:

- Residential Development
- Centres and shops
- Public Utilities
- Land Division.

The Victor Harbor (City) Development Plan includes sufficient Council-wide provisions relating to transport and access and the movement of people and goods. As such, no amendments to the Council-wide policy are considered necessary to support the proposed outcomes and intentions of this DPA.

3.5.3 Flora and Fauna

The removal of vegetation is primarily regulated in South Australia under the *Native Vegetation Act 1991* and the *Development Act 1993*, subject to the location and circumstances.

In the case of the *Development Act 1993*, the removal of vegetation is subject to approval if it is a 'regulated' tree which includes:

- (a) tree, or a tree within a class of trees, declared to be regulated by the regulations (whether or not the tree also constitutes a significant tree under the regulations); or
- (b) a tree declared to be a significant tree, or a tree within a stand of trees declared to be significant trees, by a Development Plan (whether or not the tree is also declared to be a regulated tree, or also falls within a class of trees declared to be regulated trees, by the regulations);

Trees are only 'regulated trees' when located within an area designated by the *Development Regulations 2008*. Victor Harbor Council is not a designated area for the purpose of regulated tree controls and therefore the retention of trees is largely a matter for negotiation as part of the development assessment process for proposals requiring approval under the *Development Act 1993*.

The development plan contains policies that support the retention of significant and other vegetation when undertaking development pursuant to the *Development Act 1993*.

As a consequence, native vegetation clearance is primarily controlled by the *Native Vegetation Act 1991*, which requires that approval from the Native Vegetation Council (NVC) be received prior to any clearance of naturally occurring native vegetation. The NVC is unable to give exemption in the case of intact stratum, the most valuable form of vegetation. Exemptions are provided under the *Native Vegetation Regulations 2003* which can include instances in road reserves; for the purposes of managing bushfire hazard and so on.

The City of Victor Harbor, together with the District Council of Yankalilla, has produced the *Southern Fleurieu Peninsula Roadside Vegetation Management Plan (2011)* to guide management of vegetation in road reserves. These reserves are where significant corridors of vegetation have survived or developed in the region. The plan encourages the regeneration and protection of indigenous vegetation on all road sides in line with the *Native Vegetation Act 1991*. It is noted that road reserve vegetation is the responsibility of the relevant road authority, (generally State or local government). Road reserves do not form part of the affected area of this DPA but may be indirectly affected by it (eg infrastructure provision).

Existing policy in the Council-wide section of the Victor Harbor (City) Development Plan encourages the retention of native vegetation and variously seeks to conserve, preserve or enhance scenically attractive areas; preserve trees of significance and associated native wildlife; waterways; and riverine environments.

Implications for DPA policy amendments:

The existing Development Plan Council-wide provisions are considered to provide a sufficient basis for the protection of significant trees, native vegetation and habitat. As such, no amendments to the Council-wide policy are considered necessary to support the proposed outcomes and intentions of this DPA.

3.5.4 Bushfire Risk

Bushfire policy and mapping was last updated in the Victor Harbor (City) Development Plan in 2010. It is based on a range of criteria determined by the Metropolitan and Country Fire Services. The SAPPL provides more comprehensive policies, categories and mapping in relation to bushfire hazard to mitigate associated risks and it is proposed that Development Plan policies and mapping in relation to bushfire risk will be reviewed as part of the Council's DPA to introduce the SAPPL policy and format.

The existing Development Plan identifies existing areas of bushfire risk and related policies and processes to ensure mitigation of bushfire risk is integrated into the development process and decision making. The mapping categorises risk into one of two levels for land use planning purposes - high bushfire risk and medium bushfire risk. Other areas are identified as 'excluded from Bushfire Protection Planning Provisions'. Different planning and building requirements apply depending on the designated level of bushfire risk and location with respect to high bushfire risk areas.

The Council-wide section of the Development Plan includes Bushfire Protection policies that provide for the appropriate division of land, access and egress, and siting of buildings to mitigate the potential effects of bushfire. Development in bushfire risk areas is subject to assessment by the relevant planning authority.

The *Development Act 1993* also sets out requirements for consideration of development applications by the Country Fire Service against the above requirements.

The Encounter Bay and Hindmarsh Valley areas of the DPA fall within the Medium Bushfire Risk Area as identified on Figures ViH(BPA)/3, 4, 5 and 6. The remaining affected areas are excluded from bushfire planning provisions.

The medium bushfire risk classification applies generally to the periphery of the urban areas of Victor Harbor and Encounter Bay and extends up through the lower areas of the Inman and Hindmarsh Valleys. Areas of high bushfire risk classification encroach close to the built area in some locations, particularly towards the areas of Encounter Bay and Waitpinga where the land transitions to steeper topography. The Encounter Bay site is immediately adjoined to its north-eastern and south-eastern boundaries by the high bushfire risk area.

'Excluded' areas within the Development Plan have generally been established over the existing built-up areas of Victor Harbor, Encounter Bay, McCracken and Hayborough where there is an established mains supply of water for fighting fires and suitable emergency vehicle access and egress exists.

The management of vegetation in road reserves in relation to bushfire risk is addressed by the *Southern Fleurieu Peninsula Roadside Vegetation Management Plan (2011)*.

Implications for DPA policy amendments:

The existing Development Plan Council-wide provisions are considered to provide a sufficient basis to minimise the risk from bushfire to life and property. As such, no amendments to the Council-wide policy are considered necessary to support the proposed outcomes and intentions of this DPA.

3.5.5 Cultural and Built Heritage

The *South Australian Aboriginal Heritage Act 1988* provides broad protection for Aboriginal sites by making it an offence to damage or disturb an Aboriginal site without authorisation from the Minister for Aboriginal Affairs and Reconciliation. An Aboriginal site is defined as a site that is significant to Aboriginal tradition, archaeology, anthropology and history. Should an Aboriginal site be discovered at a development site, the proponent must report the discovery to the Minister as soon as practical.

A desk-top assessment of the Indigenous cultural heritage has been undertaken to inform this DPA. In addition, advice has been obtained from the State Government's Aboriginal Affairs and Reconciliation Division which administers the Register of Aboriginal Sites and Objects.

The location of European heritage places, both state and local, can be viewed on the South Australian Heritage Places database via the Department of Planning and Local Government website. The database is an online search tool to assist people to find information about heritage places in South Australia, including locality maps.

State and local heritage listings for an area are also provided in the relevant Development Plan.

The Victor Harbor (City) Development Plan contains Council-wide provisions that address heritage values and conservation. These are relevant to the heritage places identified and provide guidance for development that may impinge on the heritage values including:

- land division which could affect the setting of designated heritage places
- the development of land adjoining heritage places, and
- development that directly affects a heritage place.

Implications for DPA policy amendments:

The existing Development Plan requirements are considered to provide a sufficient basis to minimise the impact of future development on Aboriginal heritage values if identified in the subject areas. As such, no changes are proposed to heritage provisions in the Development Plan by this DPA.

3.5.6 Land Use History / Site Contamination

Site contamination, as a basis for determining the appropriateness of proposed development on a site, is best determined at the development application stage once it is determined what development is to occur on a particular site. Any land proposed to be developed for a sensitive use, such as residential development, will be assessed at the detailed design stage against current legislative requirements. These assessments may require comprehensive soil and groundwater investigations and the appointment of an accredited auditor in accordance with the requirements under the *Environment Protection Act 1991*.

However, it can be important to consider the potential for site contamination at the zoning stage by considering the site's development history, which can indicate whether land has been used by a potentially contaminating activity. Alternatively, assumptions can be made regarding suitability for zoning land for an intended use in some cases, such as where the land is being zoned to a less or equally sensitive use as its current zoning.

The Victor Harbor (City) Development Plan contains policies that seek to ensure implications for the development of land due to potential site contamination issues is taken into account. These are as follows:

PDC 17 under the subheading 'General' states -

Development, including land division, should not occur where site contamination has been identified or is suspected unless the site(s) has been assessed and remediated as necessary, to ensure that they are suitable for the proposed use.

PDC 452 under the subheading 'Site Conditions' for the South Mount Lofty Ranges Watershed –

Where there is reasonable cause to suspect that land is, or may have been, contaminated or there is evidence of a potentially contaminating activity, development for residential or other sensitive uses should not occur until it is demonstrated that the land can be made suitable for its intended use prior to commencement of that use. This may involve preparation of a site history, or a site contamination report, or site remediation based on an assessment of risk to human health and the environment where necessary.

The 'Hazards' section of the SAPPL contains a similar precautionary requirement as PDC 30 under the subheading 'Site Contamination' as follows:

Development, including land division, should not occur where site contamination has occurred unless the site has been assessed and remediated as necessary to ensure that it is suitable and safe for the proposed use.

Implications for DPA policy amendments:

The existing Development Plan Council-wide provisions provide a suitable basis to consider the risks related to site contamination as part of the development assessment process to protect provide and for the protection of people and property. As such, no amendments to the Council-wide policy are considered necessary to support the proposed outcomes and intentions of this DPA.

3.5.7 Extractive Industry Activities

Extractive industry activities (mining, quarrying etc) are important economic and employment industries in the State, as well as providing essential materials for infrastructure, business and construction activities. Some of these mines / quarries are identified as state strategic assets warranting protection from encroachment from incompatible uses because of the importance of the materials provided and / or economic turnover that results.

The various aspects of mining activities are addressed under a range of legislation and strategies, including:

- *Mining Act 1971* – regulates and controls mining operations and provides for the preparation of management plans to address potential interface issues
- *Environment Protection Act 1993* – addresses the protection of the environment (land, air and water) through regulation of pollution, waste, noise and radiation
- *Development Act 1993* – guides development approval requirements for prescribed mining operations.

These Acts are supported by a range of guidelines, including the Environment Protection Authority *Guidelines for Separation Distances (2007)*. This guideline recommends a minimum air separation

distance of 300 metres or 500 metres (where blasting is required) between a mine / quarry and sensitive activities (like housing) to mitigate potential adverse impacts (i.e. dust) on occupants of sensitive activities. However, it also recommends a minimum distance of 3,000 metres between sensitive uses and mining activities to mitigate potential adverse effects of noise generated by mining activities.

Existing requirements in the Council-wide section of the Victor Harbor (City) Development Plan provide guidance in relation to mining operations, however, most mining and exploration activity is considered and approved under the *Mining Act 1971*. As such, the main role of the Development Plan is to assess any mining / quarrying activity that is not subject to approval under the *Mining Act 1971* and the assessment of other forms of development to ensure it is appropriately located or designed to minimise potential nuisances generated by other uses and activities. In other words, the requirements in the Development Plan are most effective is dealing with the location of sensitive land uses and managing the impact on them through siting and design considerations (including separation distances), not the operations at mines and quarries.

The encroachment of mining activity on residences is a matter considered under the *Mining Act 1971*, where the mine operator is required to obtain a waiver from any existing house within 400 metres of a proposed mining site. This ensures that existing residents are reasonably considered and/or compensated in the event of new mining activity or that the operation of the mine is separated to minimise a loss of amenity.

In relation to the areas affected by this DPA, there is an existing mine / quarry at Back Valley with access via Inman Valley Road. The current tenement boundaries are over 500 metres from the Encounter Bay site, however, discussion with the Department of State Development notes that the mineral resource is likely to extend southwards towards the existing rural living areas located west of the Encounter Bay site.

The existing mine is recognised as a one of the 'key industry areas' on the Fleurieu Peninsula in The 30 Year Plan for Greater Adelaide, and seeks to '*preserve separation distances around existing active quarry*' (see Map E8A, page 173). The changes being proposed in this DPA for the Encounter Bay site do not reduce the separation distances that currently exist between the quarry site and existing residences.

Implications for DPA policy amendments:

The existing Development Plan Council-wide provisions are considered to provide a sufficient basis to minimise the risks related to the impacts of mining and associated noise, dust, vibration etc. Similarly, Council-wide provisions also seek to ensure that mining activities limit the impacts of their operations on the surrounding environment.

As such, no amendments to the Council-wide policy are considered necessary to support the proposed outcomes and intentions of this DPA.

3.6 Social Infrastructure and Community Services

Social infrastructure is described as including the wide range of services and facilities that meet community needs for education, health, social support, recreation, cultural and spiritual expression, social interaction and community development. Community facilities include premises used by a range of government, not for profit organisations and the private sector, to deliver human services. Community and cultural development is a practice that supports the community to develop their own resources and capacity to respond to local needs.

Current planning practice encourages the development of multi-purpose ‘hubs’ for community facilities, generally based around activity centres and extending their form beyond the traditional shopping centre model. The essential feature of a community hub is the integration of services, programs and activities, with a range of activity generating uses such as shops, business services, parks and plazas, recreation and cultural facilities and community centres.

Information on community services has been obtained from the *Council’s Urban Growth Management Strategy 2008-2030*. The information provides base line information to assist servicing authorities to plan for the provision of a range of human services. Information has also been based on a Social Infrastructure Report prepared as part of the Council’s *Strategic Centres Review*.

Community facilities and services are generally provided in a population based hierarchy that reflects regional, district, neighbourhood and local service provision. The population projections presented earlier should be regarded as an initial guide. However, they are not intended as a substitute for on-going monitoring of the population and adjustments will need to be made to service requirements based on the actual profile of new residents and the rate of growth.

Education

The following table provides an overview of the current facilities located in the township of Victor Harbor.

Table: Education Facilities

Facility type	Institution Name
Tertiary / Vocational institutions	Onkaparinga Institute of TAFE Flinders University – Rural Clinical School
Secondary schools	Victor Harbor High School (including Disability Unit)
Primary schools	Encounter Lutheran Primary School Victor Harbor Primary School (including Disability Unit) Investigator College
Out of School Hours Care	Encounter Lutheran Primary School Victor Harbor Primary School
Pre-schools	Victor Harbor Community Kindergarten
Child-care facilities	Encounter Lutheran Early Learning Centre Hayborough Child Care Centre Victor Harbor Family Day Care Victor Harbor World of Learning Victor Harbor Child Care Centre

Council’s UGMS notes that the current availability of childcare is meeting existing demands. However, given that a significant proportion of the households buying into the new development areas may be family households with young children, it may be prudent to provide sufficient land for a long day care/early learning centre within any proposed future *Neighbourhood Centre Zones*.

Health Services

Victor Harbor’s health services are primarily provided by:

- South Coast District Hospital – incorporating a 38 bed public hospital and an 18 bed private hospital;
- Southern Fleurieu Health Service - providing a range of non-hospital, community based services, including direct home care and programs aimed at illness prevention;
- Private medical practices (two) - employing 19 full-time equivalent General Practitioners.
- Visiting medical specialists and a number of allied health services such as dentists, psychiatric services and physiotherapists
- Residential aged care facilities / nursing homes including:
 - Kirribilli Residential Care Facility;
 - Ross Robertson Memorial Care Centre;
 - Southern Cross Aged Care – McCracken Views.

It is anticipated that health services within Victor Harbor serve a larger catchment than just the township of Victor Harbor, consistent with the township’s wider role within the Southern Fleurieu region.

Council’s Strategic Centres Review notes that there are currently long waiting times for specialist medical appointments, general dental services and for some GP Clinics. This is consistent with the older age profile of the district and it is expected that the demand for these services will increase as the population continues to age.

The Review also notes that there will be a continuing demand for residential aged care places in supported facilities. These facilities are best located in proximity to health care and allied health services although current planning policy also encourages their location close to activity centres and the goods and services provided therein.

Recreation and Open Space

The following table provides an overview of the current facilities located in Victor Harbor.

Table: Recreation Facilities

Recreation Facility	
Aquatic Facility	Indoor pool - Victor Harbor Primary School Indoor pool - McCracken Country Club – members only
Boating Facility	2 boat ramps - The Causeway and Encounter Bay Also Kent Reserve and Bluff Boat Ramp Victor Harbor Yacht Club
Outdoor Sports Facility	Skate ramp / park Victor Harbor Oval - <ul style="list-style-type: none"> - football and cricket - 8 Tennis and 6 netball courts Encounter Bay Recreation Ground which caters for: <ul style="list-style-type: none"> - Hockey (2 fields) - Football and cricket (turf) - 4 Netball and 4 netball/tennis courts - Lawn bowling Back valley sporting ground : <ul style="list-style-type: none"> - 4 tennis courts Bridge Terrace Foreshore Reserve:

Recreation Facility	
	<ul style="list-style-type: none"> - Lawn bowling - Petanque - Croquet - Tennis court facility
Indoor Sports Facility	Victor Harbor Recreation Centre: <ul style="list-style-type: none"> - Courts, general purpose hall and music room adjacent to Victor Harbor High School
Equestrian Facilities	Victor Harbor Trotting Club Victor Harbor Riding Club: <ul style="list-style-type: none"> - Riding Club - Riding for the Disabled - Southern Pleasure Carriage Driver
Walking and Cycle Tracks	Encounter Bikeway between Victor Harbor (The Bluff) and Goolwa
Halls (various)	Providing for such activities as table tennis, martial arts etc
Golf Courses	McCracken Golf Course Victor Harbor Golf Course Glacier Rock Public Golf Course
Open Space	<p>The City of Victor Harbor has a large amount of open space with about 292 hectares that equates to 18 hectares per 1,000 people based on approximately 16,000 permanent and temporary residents (as at 2004). However, a good proportion of the open space is in the form of natural landscape area (including watercourses and bushland) and coastal foreshore areas.</p> <p>The central part of Victor Harbor is lacking open space and particularly a neighbourhood park linked to the residential area.</p>

* - Source: Southern Fleurieu Regional Recreation, Sport and Open Space Strategy (2004)

Council's strategy anticipates that future population growth could justify an additional sportsground, (a district sportsground) located to improve access to facilities for residents located on the eastern side of the City of Victor Harbor township. The Strategy also notes:

- there is current demand for an indoor swimming pool, a quality fitness facility, two additional multi-purpose indoor courts and a community centre
- the quality of much of the open space and recreational facilities are in relatively poor condition and in need of upgrade and improved maintenance
- natural areas, including the Hindmarsh and Inman riverine systems and foreshore areas, have the potential to be enhanced and linked with extended and upgraded walking trails.

Whilst a range of facilities are provided many of these are co-located and therefore do not necessarily achieve equitable access.

Emergency Services

The City of Victor Harbor has a range of emergency services based in the area, servicing the locality and / or as part of a region-wide service:

- The Metropolitan Fire Service (MFS) - stationed at Ozone Street, provides emergency response to the Victor Harbor Township. The station operates two appliances, with staff operating on an emergency call out/pager basis.

- The Country Fire Service (CFS) - stationed at Greenhills Road, provides emergency response to the rural areas outside of the Victor Harbor Township. The station operates three appliances.
- The South Australian Ambulance Service - located on Torrens Street.
- A police station and court facilities - located on George Main Road at Victor Harbor.

Projected Social Infrastructure Needs

The expansion of the urban area can expect to place additional demand on all social infrastructure, services and facilities. Council has undertaken various studies that have identified the current status of services and facilities as well as identifying priorities for their future provision to meet community demand.

Whilst examination of population projections can provide some indication of projected requirements via demographic profiling, there are many other 'qualitative' issues that need to be considered and which are just as important. This includes issues such as access and distribution; demographic profiling of the population and the accompanying social demands (health, education etc)

Provision of services is also determined by third parties (ie private community service providers and other levels of government) that do not play a direct role in urban growth rezoning. On this basis, the consideration, planning and provision of additional services is undertaken by a range of entities outside of the DPA process and based on population growth and related supply/demand characteristics. In this instance, the State Government has been planning for the provision of suitable land to accommodate new emergency services and facilities which is incorporated opportunely into this DPA process.

The projected population increases stemming from changes proposed in this DPA are not anticipated to raise the population levels sufficiently to warrant notable changes to social infrastructure provision. It is more likely that the proposed changes will bring about incremental increases that are capable of being planned and provided for within the historical growth requirements of the township.

This DPA encourages the development of four neighbourhood centres that can support the development of a range of community services and facilities as well as other commercial uses like retail. Two of these centres are already zoned in a manner that can accommodate a range of these types of activities, while another site (at Encounter Bay) has previously been approved for such uses under the major development process. Ultimately, this DPA seek to reaffirm several locations for neighbourhood services as well as create an opportunity to expand social and commercial opportunities to an additional site at Adelaide Road, Hayborough.

Implications for DPA policy amendments:

The existing Development Plan Council-wide provisions are considered to provide a sufficient basis to minimise the risks related to the impacts of mining and associated noise, dust, vibration etc. Similarly, Council-wide provisions also seek to ensure that mining activities to limit the impacts of their operations on the surrounding environment.

As such, no amendments to the Council-wide policy are considered necessary to support the proposed outcomes and intentions of this DPA.

4. Site Assessments

4.1 McCracken Site

4.1.1 Site Description

This central 6.3 hectare development site is located on the corner of Hindmarsh and Adelaide Roads, McCracken. Part of the land was formerly used for TAFE, but is now devoid of buildings. It lies some 1.8 kilometres from the Town Centre.

The site is gently undulating, rising from its Down Street frontage to a 'ridgeline' in northern portion and then lightly sloping down to McCracken Drive. The southern end, which is slightly elevated from Adelaide Road, has views to the ocean. The site has vegetation screening to adjacent residential developments (north and west), an area of vegetation around the former TAFE building site and some scattered vegetation in road reserves.

The site has a 500 metre frontage to Adelaide Road / Hindmarsh Road and is located at the intersection of three major roads that provide a gateway to the township.

In terms of its future potential development, the Certificate of Title identifies the following:

- presence of easements
- a Land Management Agreement between the owners of the property (Coles Group Property Developments Ltd) and the Minister for Housing and Urban Development requiring that provision of at least fifteen (15) percent of any significant housing development consist of affordable housing.

Key features of the site and the immediate surrounds are shown on figure ***Affected Area McCracken***.

4.1.2 Current Zoning and Policy Framework

The McCracken site is currently zoned *Local Centre (Hayborough) Zone*. The policy contemplates a range of minor and small scale retail facilities and tourist accommodation. The intent of the site is to provide access to goods and services that meet the needs of surrounding residents.

The zone is silent regarding the provision of housing, however, such proposals for any form of housing would be considered on their merits against the development plan requirements.

Because of the site's slight elevation, current Zone policies require a setback behind dense vegetation to provide visual amenity to Adelaide Road. In the same manner, policies also seek to avoid activities and development formats that are regarded as obtrusive in the locality such as car yards and service stations. In addition, policies seek safe access from Adelaide Road and limiting traffic impacts on adjoining residential development.

The zone includes a list of non-complying forms of development that essentially discourages uses that are more likely to cause visual impacts along this part of the main road into Victor Harbor township or produce emissions and impacts that can cause nuisance to adjacent residents. Larger retail establishments (i.e. those with a floor area in excess of 1000 square metres) are also discouraged.



- Zone Boundary
- Area Affected



**Victor Harbor Council
Centres and Residential DPA
Area Affected
McCracken**

PLN ID: 4747

4.1.3 Adjoining Zoning and Land Uses

The zoning and land use characteristics surrounding the McCracken site comprises the following:

- *Commercial Zone* – provides for a range of commercial, office, warehousing and service-trade activities of a low scale. Policy emphasis is placed on visual amenity and minimisation of adverse impacts on adjoining residential development.

Existing development in the area consists of a range of commercial development, petrol station, trade premises and areas of vacant land.

- *Residential Zone* – there are three policy areas adjacent the subject site:
 - *Hindmarsh River Policy Area 10*
 - *Golf Course Policy Area 11*
 - *Hayborough Policy Area 12*

All policy areas variously provide for low to medium density housing up to two storeys as well as established facilities such as the McCracken Country / Golf Club. Emphasis is placed on retention of character, amenity and ocean views.

The majority of development consists of low density residential with some medium density residential development, including the adjacent McCracken Resort Estate (retirement village). The subject land is bounded on the western side by detached dwellings which form part of this Zone. There is also a small site containing residential flats (previously a motel) and small shops adjacent the southern end of the site (intersection of Down Street and Hindmarsh Road).

From a land use perspective, the interface with residential areas is the most sensitive and will require specific attention through the normal development processes.

4.1.4 Policy Approach and Site Development Potential

It is proposed that this large site be zoned to support a variety of uses, reflecting its size, central location, access, and vistas. Following the lead undertaken by the City of Victor Harbor in its previous Centres Review DPA, it is proposed that the entirety of the 6.3 hectare site be rezoned to *Neighbourhood Centre Zone* with opportunities for supermarkets, specialty shops, residential, bulky goods, community facilities and tourist accommodation amongst others.

Also following the direction taken by the City of Victor Harbor in its DPA, it is proposed that the southern portion of the site that slopes towards and provides views of the ocean and coastline, be addressed by policy that seeks the development of residential and / or tourist accommodation (refer to proposed Concept Plan Figure NCe/2 in Attachment F).

As the Neighbourhood Centre Zone provides for a range of land uses the development capacity of the site is difficult to determine, particularly as in this case, provision has been made for the addition of stand-alone residential or tourist accommodation.

A preliminary development concept for the site has been used as a basis for development options for the site. In this case, the concept proposes that the majority of the area (4.3 hectares) be retained for commercial and retail purposes, consisting of such activities as supermarket and specialty stores, consulting rooms, offices and provision for residential development in conjunction with non-residential activity. In addition to this, the site will also provide for large scale bulky goods activities (eg hardware). The total floorspace estimate is approximately 16,400 square metres.

The southern portion (boundary aligning with an extension to Port Elliot Road), would consist of approximately 1.1 hectares of land for stand-alone residential dwellings (ie not in conjunction with

non-residential development). It is estimated that 14 dwellings could be provided based on similar residential zoning provisions for the area.

A third component of the site (2,150 square metres) at the southern-most tip is indicated to provide for open space and stormwater detention / management of the broader site. The allocation of land for stormwater depend on how the development of the land seeks to ensure the stormwater runoff generated by roofs, parking areas and other hard surfaces is managed to ensure the stormwater system external to the site is not overloaded which may require off-site improvements or on-site detention.

4.1.5 Infrastructure and Site Constraints

4.1.5.1 Traffic Management, Access and Parking

The site is bounded by Adelaide Road (under the care, control and management of the Commissioner of Highways) with an adjacent roundabout that intersects with Hindmarsh and Port Elliot Roads. Council's Strategic Centres Review identified traffic volumes on these roads as approximately 6,000 vehicles per day on Adelaide Road; 10,000 vehicles per day on Port Elliot Road and 14,000 vehicles per day on Hindmarsh Road. The speed limit is 60 kilometres per hour on these roads and is reduced to 50 kilometres per hour on the minor streets of McCracken Drive and Down Street. The Review also notes that the State Government have indicated that there are significant numbers of complaints during peak tourist times about the operation of this roundabout.

There are a range of access / egress options to the McCracken site, considering the adjacent roads of McCracken Drive, Down Road and Adelaide/Hindmarsh roads.

A number of concerns were raised during the consultation of Council's Centres Review DPA regarding access and egress to the site; potential impacts on adjoining residential areas; and safety and efficiency of traffic using Adelaide Road. A *DPA Traffic Impact Assessment and Concept Development for Adelaide Road Upgrade* (Tonkin Consulting 2015) commissioned by Council examined the traffic impacts and proposed outcomes for the site. In particular, it noted:

- the development concept is likely to generate a substantial increase in traffic movements on Adelaide Road between Port Elliot Road and McCracken Drive, particularly at the Adelaide / Hindmarsh / Port Elliott Roads roundabout
- consideration should be given to upgrading the roundabout for semi-trailer vehicles and volumes when the site is fully developed, together with treatments at the junctions and access points
- provision of pedestrian and cyclist facilities should be incorporated or allowed as part of the development
- traffic impacts (including noise) on the surrounding local road network as well as adjacent residential areas should be subsequently monitored.

Additional considerations include the provision of appropriate sight-lines; location and impact of physical infrastructure in the immediate locality (eg stobie poles, stormwater etc).

It is considered that the need for detailed traffic investigations to underpin a final design for the roundabout and other road improvements are more appropriate at the development assessment stage to take into account detailed design elements associated with a proposed centre development, building siting, loading and unloading, vehicle parking layout and pedestrian / bicycle access.

The zone requirements for the site, in conjunction with existing Council-wide policies, will ensure that transport access/egress for customer and freight vehicle, pedestrian and bicycle movements

are appropriately located and designed to ensure user safety, maintain traffic flows on adjoining roads and maintain neighbourhood amenity, particularly for adjacent residential areas.

Similarly, vehicle and bicycle parking requirements and the layout of centre development will be subject to detailed design and assessment at the development stage that is guided by development plan policy as to the number of parking spaces to be provided, internal circulation and position of loading / unloading areas based on Australian Standards and to mitigate impacts on users and other land uses in the locality.

Implications for DPA policy amendments:

The existing Council-wide Objectives and policies provide comprehensive coverage to ensure proposed development occurs having due regard for driver, pedestrian and cyclist safety, road traffic flows and other matters to promote the proper and orderly development of the zone.

To avoid unnecessary repetition, the zone policy requirements need only focus on matters unique to a subject site or locality. In this instance, preferred access/egress points are proposed to be assigned by way of a Concept Plan where the primary commercial and customer vehicle access points to commercial activities to be located in the northern part of the zone is from Adelaide Road. This reduces the potential for traffic to use residential streets to access shops and other centre facilities.

Separately, there is a referral requirement to the Commissioner of Highways for development that may affect the functioning of an arterial road to ensure strategic infrastructure is not compromised as a result of development activity.

4.1.5.2 Utility Infrastructure

Potable Water Supply

The site is within the 'South Coast Townships' Water Supply Augmentation Charge Area.

The proposed site abuts existing mains. The supply pressure in this area is reasonable, however, head loss in adjoining mains is already relatively high. The possible need for network augmentation would be subject to the final scale and form of development and configuration.

Recycled Water

There is no alternative water supply main in close proximity to this site.

Wastewater

This site is within the current Victor Harbour augmentation charge area (Sewer).

Its downstream receiving Sewer network is running above capacity. However, SA Water is currently undertaking system modification to address the issue.

Waste Collection

The residential development will be serviced by the Council waste collection service, providing segregation of hard waste, recycling and organic waste.

Unlike residential development, commercial and industrial premises usually manage their own wastes through individually tailored solutions with private contractors. This approach allows

different land uses to respond to their unique waste generation rates, and collection and disposal needs. Waste solutions can therefore be based on site constraints, such as the size of the area allocated for waste storage.

The provision of suitable areas for waste storage and collection is a common Development Plan requirement and the relevant planning authority determines proposals based on proposed storage, collection, and amenity considerations.

Implications for DPA policy amendments:

There are sufficient requirements in the development plan regarding the provision of utility services and waste storage and collection.

As noted above, development will attract augmentation charges which will be borne by the developer in negotiation with the utility service provider. Utility infrastructure requirements will be determined at the development assessment stage as part of the detailed design process.

4.1.5.3 Stormwater and Flood Management

Stormwater

There is currently no existing underground stormwater infrastructure within the proposed site – all stormwater runoff flows overland to the site boundaries.

The roads on the northern portion and the western side of the site are drained by a series of underground pipes that fall to the west, ultimately discharging to detention areas in the McCracken Golf Course.

The most significant drainage system for the surrounding area is located to the south east of the site where there are 600 millimetre diameter pipes located under Adelaide Road. These pipes connect to a smaller 375 millimetre diameter pipe system that falls to the south east in Rupara Avenue and Alexander Street. At the intersection of Alexander Street and Bilgola Avenue, the underground system stops and the stormwater runoff ‘bubbles’ out from the stormwater pit and flows down the southern side of Bilgola Avenue.

Decisions regarding the most appropriate means of addressing stormwater management, whether through on-site detention and harvesting or upgrading the downstream network will be determined at the development assessment stage when further detail options and final designs for stormwater management are determined.

Flooding

As the majority of the site is generally elevated and / or sloping, it is unlikely that new development will be subject to flood events. Nevertheless, the Victor Harbor (City) Development Plan requires consideration of flood risk to be taken into account to address risks to life and property from 100-year return period flood event.

In addition, existing land use criteria require proponents of development appropriately address stormwater volumes generated by hard surfaces (such as rooves and parking areas) to ensure the risk to life and property on adjoining sites is mitigated. This involves consideration of the capacity existing stormwater infrastructure to cope with the additional volumes, the potential upgrades needed to such infrastructure to accommodate the additional flows and opportunities to reduce off-site flows through on-site harvesting, storage and reuse in line with Water Sensitive Urban Design (WSUD) principles.

Implications for DPA policy amendments:

Policy for the Zone and the McCracken Area in particular will emphasise the need to ensure that stormwater is managed to ensure that on-site flows do not detrimentally impact adjacent development or infrastructure.

4.1.5.4 Flora and Fauna

The McCracken site is a highly modified landscape where vegetation within and adjacent to the site is found in only a few locations and corridors as mentioned below.

- Plantings within the Adelaide Road and McCracken Drive road reserves.

Vegetation in road corridors is the responsibility of the relevant road authority. While technically the road reserves are outside of the developable area, the need for access driveways, slip lanes and other road and transport improvements has the potential to interfere with roadside vegetation.

It is noted that the City of Victor Harbor is a participant in the Roadside Marker System which ensures significant remnant native vegetation sites can be identified and protected. The Council maintains a comprehensive database on roadside vegetation that can be used to consider the location of vehicle access points into the McCracken site.

- Along boundaries with residential areas to the west and north of the site.

The purpose of the vegetation along these boundaries is not self evident, however, it could be retained to provide screening between any development on the subject site and adjacent residential properties.

- Around the perimeter of the previous TAFE buildings (now demolished).

The value of the remnant vegetation and its potential use as habitat has not been specifically investigated as part of this DPA as it is a matter that can be considered equally under the current or proposed zoning. Importantly, the potential removal of the vegetation is subject to consideration under the *Native Vegetation Act 1991*.

Implications for DPA policy amendments:

Policy is proposed to enhance the visual (and noise) amenity of the neighbourhood centre development site by providing extensive vegetative screening to residential areas and roadways. In turn this provision of vegetation will enhance the amenity and experience of the neighbourhood centre site and provide valuable environmental linkages to adjacent vegetated areas.

4.1.5.5 Bushfire Risk

The McCracken site is identified by the Victor Harbor (City) Development Plan as an area that is excluded from Bushfire Protection Planning provisions.

Areas identified in this way are typically urban locations where fuel loads are low (sparsely vegetated), are afforded high levels of vehicular access, and there is access to reliable mains

water supply. The proposed rezoning is not considered to warrant a review of the bushfire risk rating for the site.

Implications for DPA policy amendments:

No amendments are required.

4.1.5.6 Heritage

There are no known heritage listings (Aboriginal or European) on or in proximity to this site.

Implications for DPA policy amendments:

No amendments are required.

4.1.5.7 Land Use History / Site Contamination

There are similarities between the existing Local Centre (Hayborough) Zone and the proposed *Neighbourhood Centre Zone* in terms of the contemplated land uses. On this basis, no preliminary site contamination investigations or site history were considered to be warranted. In addition, the planning authority can consider site contamination potential in accordance with Council-wide policy on this matter through the development process if sensitive uses (like stand-alone housing) are proposed.

Implications for DPA policy amendments:

No amendments are required.

4.1.5.8 Visual Character Assessment

The site is in a prominent location at the intersection of three roads (Hindmarsh, Adelaide Road and Port Elliot Roads) that are main roads into and through the township of Victor Harbor. The site has an extensive frontage to Adelaide Road and is slightly elevated in some areas thereby amplifying its presence in the locality.

Current policy for the site (as a *Local Centre Zone*) encourages development to be of a type and form / scale to limit visual impacts on the locality by:

- setting development back from the site boundary
- providing a vegetation buffer to screen development
- ensuring that the built form, colours etc are unobtrusive and maintain a pleasant appearance to Adelaide Road
- establishing a maximum advisory building height in the current zone is set at 12 metres.

Notably, the Commercial Zone located on the opposite side of Adelaide Road envisages a range of uses including warehousing, petrol filling station, motor vehicle sales yards and similar activities that are considered to be inappropriate under the zoning applicable to the subject site even though there are obvious similarities in terms of being at the 'gateway' to the township. The Desired Character for the Commercial Zone encourages development with:

'.....a high architectural and landscape quality to reflect the gateway significance of the location and improve the amenity of the local area. All aspects of building design and site planning will

ensure high quality development faces each road. Buildings generally should be low in scale and height and complemented by high quality landscaping.'

Although this DPA proposes to rezone the land to a *Neighbourhood Centre Zone* which would allow the subject land to be used more intensively for some uses (i.e. shops) than under the current Local Centre (Hayborough) Zone provisions, the intention that development respond to the 'gateway' importance of the locality seems sound and will continue to be promoted. Based on the existing zoning on both sides of Adelaide Road and the current land uses in the locality, it is considered relevant that the architectural and aesthetic form or development (including landscaping elements) are appropriately elevated as matters for consideration when assessing proposed development, not specific land use types.

In this context, the new zone is proposed to include policy that seeks to ensure development positively contributes to the appearance of the gateway location.

In addition, development of the site should take into account potential for nuisance to abutting residential sites through setbacks, landscaping and other treatments.

Implications for DPA policy amendments:

Policy will be introduced to address the particular requirements of the proposed Neighbourhood Centre Zone at McCracken that support development that is commensurate with the site's high profile and elevated position.

Amongst the changes to the requirements relevant to the area, the building height is proposed to be set at 9 metres which is a reduction from the current 12 metres found in the Local Centre (Hayborough) Zone.

4.1.6 Conclusions and Recommended Policy Changes

4.1.6.1 Preferred Land Uses and Arrangement

The McCracken site provides a unique opportunity to facilitate significant development based on its key characteristics including its central location; established surrounding residential population; prominent views; access to main roads and singular landholding. The current Local Centre (Hayborough) Zone policies place significant emphasis on protecting the amenity of the adjacent residential and broader areas as well as prioritising the adjacent centre on the eastern side of Adelaide Road. However, the current policy also restricts the potential of this site which could support more significant development types or formats that are not provided for under the current zoning and policy parameters.

4.1.6.2 Council Wide Policy Implications

The Council-wide section of the Victor Harbor (City) Development Plan contains a number of policies which are relevant to the assessment of these future development proposals. However, as noted above, no amendments to the Council-wide policy are considered necessary to support the proposed outcomes and intentions of the DPA as it related to the McCracken site.

4.1.6.3 New Neighbourhood Centre Zone

The DPA proposes to introduce a *Neighbourhood Centre Zone* over the entirety of the McCracken site, using the model zone from the SAPPL.

Although the Victor Harbor (City) Development Plan already contains a *Neighbourhood Centre Zone*, this only applies to a single site at Hindmarsh Valley (refer to the Hayborough site section below). Due to changes proposed in this DPA for the Hayborough site the current *Neighbourhood Centre Zone* is proposed to be deleted in its entirety and thus provides an opportunity to reintroduce the zone to other sites (such as McCracken) in a form that reflects the intentions of the SAPPL.

The proposed Neighbourhood Centre Zone contemplates a range of uses including shopping, community, business and recreational facilities for the surrounding neighbourhood and will continue to provide a focus of business and community life outside the Regional Town Centre.

So that particular site related issues and opportunities can be appropriately considered and catered for, the proposed new *Neighbourhood Centre Zones* will include some limited differences to the model zone found in the SAPPL. In particular, additional requirements will be added to:

- identify preferred access / egress points from/to the site to maintain the function of the adjacent arterial road network and discourage centre related traffic onto residential streets
- mitigate impacts at the interface between commercial and residential activities
- ensure development responds to and enhances the visual amenity of the 'gateway' location through quality and siting of built form, use of landscaping, and road setbacks
- allow stand-alone residential development and/or tourist accommodation that will be able to take advantage of commanding views across to the coastline and ocean – this represents a departure from the model zone provisions that only envisage residential development when undertaken in conjunction with non-residential uses

Guidance regarding the layout of key land uses, use of landscaping, site access and pedestrian and bicycle network opportunities will be provided via the introduction of a Concept Plan and detailed Desired Character statement.

4.1.6.4 Complying Development

Consistent with the SAPPL, no forms of development are proposed to be identified as complying development (conditionally or otherwise). This means that important aspects of centre development in terms of encouraging active frontages, building orientation, public realm enhancements and movement networks that are important to centre function and community place making can be appropriately considered as part of the development process.

However, it should be noted that the approach to complying development in this and other centre zones may be altered by the Existing Activity Centre Policy Review DPA as mentioned earlier, but only in respect to the reuse of existing buildings. Should policy changes be approved through that separately run DPA process, then the intention is that the Neighbourhood Centre Zone being proposed in this DPA will be updated accordingly.

4.1.6.5 Non-complying Development

The non-complying list for the Neighbourhood Centre Zone is based on the SAPPL. This means that the current restriction that limits a '*shops or groups of shops*' to an aggregate total floor area of less than 5000 square metres will no longer feature as a 'trigger' for non-complying development.

The approach to restricting shop development in centres zones across Greater Adelaide is subject to review as part of the Existing Activity Centres Policy Review DPA. The intention is to ensure envisaged uses in prime business locations are not subjected to unnecessary and burdensome assessments processes and procedures. This DPA supports that objective by ensuring

development in the proposed Neighbourhood Centre Zone is appropriately considered on its merits against the requirements of the Development Plan.

4.1.6.6 Categories of public notification

Public notification categories are prescribed in Schedule 9 of the *Development Regulations 2008* or listed in the relevant Development Plan.

Significantly, the *Development Regulations 2008* assigns all forms of development in centre zones as either Category 1 or 2 development for the purposes of public notification. The only exception here is that non-complying forms of development will default to Category 3.

This means that uses contemplated in centre zones will involve no or limited consultation, and third party appeal rights will not exist. The proposed Neighbourhood Centre Zone relies wholly on the public notification categories assigned by the *Development Regulations 2008*.

4.2 Hindmarsh Valley

4.2.1 Site Description

This site, located on the corner of Waggon and Welch Roads, Hindmarsh Valley, contains the following three zones, all of which are being reviewed as part of this DPA:

- Neighbourhood Centre Zone
- Deferred Community Facilities (Hindmarsh Valley) Zone
- Residential (Hindmarsh Valley) Zone – Policy Area 24.

The area affected is comprised of five allotments on the outer edge of the Victor Harbor township and are intended to provide for the future urban growth of the township.

The land is generally flat with some gradient towards the Hindmarsh River flood plain along its north-eastern boundary. A drainage channel / seasonal creek line is located across the middle portion of the site to Hindmarsh River.

The site is primarily used for grazing and horse keeping purposes, although several houses and sheds are also observed. The characteristics of the site are shown on figure **Affected Area Hindmarsh Valley**.

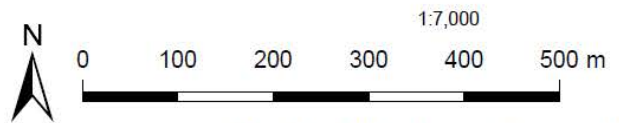
4.2.2 Current Zoning and Policy Framework

The majority of the site is currently zoned *Residential (Hindmarsh Valley) Zone - Policy Area 24* which provides for a range of low to medium density dwellings (up to two storeys), together with compatible community facilities and limited small scale non-residential uses that serve the local community. The policy encourages a high degree of permeability for bicycle and pedestrian networks between public recreation facilities and the Hindmarsh River and places significant emphasis on the protection and enhancement of the adjacent Hindmarsh riverine environment.

The Hindmarsh Valley site contains the only occurrence of Neighbourhood Centre Zone within the Council area. It provides for an activity centre that is the main focus of business and community life outside of the Regional Town Centre Zone and provides for the regular needs of the surrounding neighbourhood. Envisaged uses include dwellings (where in conjunction with non-residential development), small-scale tourist accommodation, offices and consulting rooms.



- Zone Boundary
- Area Affected



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Hindmarsh Valley**

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The subject land also contains a Deferred Community Facilities (Hindmarsh Valley) Zone which encourages low-intensity agricultural development of the land in the short term that does not prejudice the longer term development of the site for future development of community facilities including social, health, welfare, education and recreation facilities.

4.2.3 Adjoining Zoning and Land Uses

Surrounding the Hindmarsh Valley site is a number of different zones.

- Land to the south and east forms part of the Residential (Hindmarsh Valley) Zone but fall within Policy Areas 23 and 25 of this zone. The Policy Areas generally promote a mix of low to medium density residential development, where higher density development (up to three storeys) is encouraged near key features including Hindmarsh River, major roads and the existing Neighbourhood Centre Zone positioned on the corner of Welch and Waggon roads.
- To the south-west of the affected area is the Deferred Residential (Hindmarsh Valley) Zone. This promotes low intensity agricultural development in the short term so that the long term intention to use the land for urban development is not prejudiced.
- Deferred Urban Zone (north and north-west) – promotes continuation of rural activities and minor residential uses which do not prejudice the future development of the site for township development.
- Recreation Zone (north-east) – generally provides for community, recreational and conservation uses of land as well as retention of natural open space. In this case, the zone covers that extent of the Hindmarsh River north of the subject land.

The adjacent lands are primarily used for grazing and cropping purposes, with scattered dwellings and shed structures also observed. South of the Deferred Community Facilities (Hindmarsh Valley) Zone lies the Greenhills Adventure Park outdoor leisure precinct, which is also contained in the Residential (Hindmarsh Valley) Zone.

4.2.4 Policy Approach and Site Development Potential

The current zoning of the subject land occurred as part of the Council's Residential (Hindmarsh Valley) DPA approved in 2008.

The Centres Review DPA by Council proposed to remove the Deferred Community Facilities (Hindmarsh Valley) Zone and allow community facilities to be provided in an expanded Neighbourhood Centre Zone located at the corner of Welch and Waggon Roads.

The general policy intent proposed in the Centres Review DPA is generally supported on the basis that aggregating community and commercial uses in the same location can achieve efficiencies in the provision of and access to a range of goods and services. However, the zoning of land for specific purposes with long lead times (in this case pending the establishment and occupation of surrounding residential land) can produce an inflexible policy framework that requires review and amendment through the DPA process as the land is progressively developed and more detailed plans are formulated. This has the potential to consume the resources of both the developer of the land as well as councils, and create uncertainties in respect to the development of land that is reliant on zoning adjustments.

In this context, this DPA proposes to take a different approach to the one proposed through the Centres Review DPA by removing the Neighbourhood Centre Zone in its entirety and providing

additional scope the Residential (Hindmarsh Valley) Zone for centre uses to be considered through a merit based assessment. This approach is similar to one used in other growth areas and allows the boundaries of a centre to be identified and refined as part of the detailed land division design phase.

The differences between what is being proposed in this DPA and the previous Centres Review DPA is considered relatively subtle in terms of the overall land use outcomes, with the most notable difference being that the size of the centre is no longer defined through zone boundaries.

In relation to the development potential of the land, community and centre facilities are influenced and provided based on market conditions (i.e. housing densities, household characteristics and incomes etc). It could reasonably be assumed that the take up of land for such uses would be relatively consistent irrespective of whether land is dedicated via zoning or not.

At one level the most notable proposed change in this location is the inclusion of the Deferred Community Facilities (Hindmarsh Valley) Zone into the much larger Residential (Hindmarsh Valley) Zone largely because urban development opportunities are created in an area that do not currently exist. However, the change is not significant when considered in a wider context:

- the Deferred Community Facilities (Hindmarsh Valley) Zone is essentially a holding mechanism intended to allow the land ‘preserved’ until required for urban purposes
- the existing Residential (Hindmarsh Valley) Zone cover an area of about 115 hectares (not including the existing NCe Zone) – at about 4 hectares in area the Deferred Community Facilities (Hindmarsh Valley) Zone would add less 4% to this land mass
- the potential dwelling yield generated by the change in zoning is not considered to be significant based on the number achievable in the wider area (as illustrated in the table below).

Table: Potential dwellings at Hindmarsh Valley

Dwellings per hectare (gross)	Potential dwellings		Difference in dwelling yield
	Existing R(HiV) Zone	R(HiV) Zone plus DCF(HiV) Zone	
8	920	952	32
10	1150	1190	40
12	1380	1428	48
14	1610	1666	56
16	1840	1904	64

The above scenarios retain the intention that policy Area 24 should make provision for shopping and community facilities and services but through more flexible land use policy requirements than the current demarcated approach to zoning within the Neighbourhood Zone. This approach is consistent with other growth areas in Greater Adelaide.

4.2.5 Infrastructure and Site Constraints

4.2.5.1 Traffic Management, Access and Parking

The current Residential (Hindmarsh Valley) Zone policy broadly addresses access and egress points, public transport and pedestrian routes throughout the zone and connecting to adjacent areas. Further details would be confirmed at the development application stage once the detailed design of the land division has been prepared.

No further specific investigations have been undertaken as part of this DPA into traffic generation and management as the zoning changes proposed are not substantively different to the land use activities contemplated under the current zoning arrangements.

Traffic generation and performance of the local road network and intersection can be assessed at the development application (land division) stage in accordance with the comprehensive requirements relating to the 'Movement of People and Goods' in the Council-wide section of the development plan as well as the more specific expectations contained in the Residential (Hindmarsh Valley) Zone.

Implications for DPA policy amendments:

No amendments are required.

4.2.5.2 Utility Infrastructure

Potable Water Supply

The site is within the 'South Coast Townships' Water Supply Augmentation Charge Area. SA Water is currently reviewing the augmentation charge for this area.

There is a small diameter distribution main to the south of the proposed affected area to the intersection of Waggon Road and Fuller East Road. Notwithstanding that it is very likely that network augmentation will be required to service the development of site.

Recycled Water

There is an alternative water supply main to the north of the proposed affected area. Subject to application, an alternative water supply may be available to the site.

Wastewater

This site is outside of current Victor Harbour augmentation charge area (Sewer). There is no sewer network in the vicinity of this site.

SA Water is currently reviewing the augmentation charge area for Victor Harbour (Sewer) and will consider servicing this area via potential future infrastructure.

Waste Collection

The residential development will be serviced by the Council waste collection service, providing segregation of hard waste, recycling and organic waste.

Non-residential uses may need to make alternative arrangements for waste collection that is tailored to their individual needs.

Implications for DPA policy amendments:

As noted above, development will attract some augmentation charges, however, these will be borne by the developer. Utility infrastructure requirements will be determined at the development assessment stage as part of the detailed design process.

4.2.5.3 Stormwater and Flood Management

As noted earlier, the Hindmarsh Valley site generally slopes down towards the Hindmarsh River and its flood plain. In addition, the site is traversed by a drainage channel to manage stormwater flows. The Victor Harbor (City) Development Plan does not contain flood mapping but anticipate that development that is likely to be affected adversely by flooding should not take place where there is a significant risk. Until flood mapping is available in the Development Plan, the risk and impact of flooding is determined at the development assessment stage.

The *Residential (Hindmarsh Valley) Zone* provides specific guidance regarding stormwater management as a basis for sustainable development as well as the relationship of stormwater with the riverine system.

Implications for DPA policy amendments:

Policy for the existing Residential (Hindmarsh Valley) Zone also provides specific requirements for the management of stormwater on the subject land. This DPA does not consider that further amendments are required in relation to the nature of the proposed development outcomes.

4.2.5.4 Flora and Fauna

There is an extensive band of vegetation that follows the Hindmarsh River and flood plain that forms the eastern boundary to the affected area. This vegetation is a valuable component of the riverine environment and biodiversity corridor. Existing policy in the Residential (Hindmarsh Valley) Zone seeks protect and enhance the Hindmarsh River environment.

There is also extensive road reserve vegetation on Waggon and Welch Roads that would be under the care and control of Council and would be addressed by the *Southern Fleurieu Peninsula Roadside Vegetation Management Plan* (2011). This vegetation is generally native but with some possible exotic plantings. Other pockets of vegetation are generally associated with existing dwellings or a dam towards the southern corner of the site. Existing policy promotes the preservation of mature trees along Waggon Road and enhancement with additional under- / over-storey vegetation.

Some of the vegetation may be subject to protection requirements under the requirements of either the *Development Act 1993* or *Native Vegetation Act 1991*.

Implications for DPA policy amendments:

Policy is proposed to enhance the visual (and noise) amenity of the anticipated residential development site by providing extensive vegetative screening to dwellings fronting roadways. As well as retention of the Hindmarsh Riverine environment and other pockets of vegetation. In turn this provision of vegetation will enhance the amenity and experience of the residential area and provide valuable environmental linkages to adjacent vegetated areas.

Should a neighbourhood centre be developed on the corner of Waggon Road and Welch Roads, it is proposed that policy regarding vegetation screening to the road frontages as well as adjoining residential development would also apply.

4.2.5.5 Bushfire Risk

The Hindmarsh Valley site is identified by the Victor Harbor (City) Development Plan as subject to medium bushfire risk. This is based on a range of criteria determined by the Metropolitan and Country Fire Services.

Whilst the DPA seeks to amend the zoning for the site, the general development intentions for the site are similar. Further, the Hindmarsh Valley site forms a small part of a larger future residential area that is outside the scope of amendments being considered in this DPA. For these reasons it is considered that any review of bushfire risk classification would be better considered as part of a broader review affecting the whole of the Residential (Hindmarsh Valley) Zone, rather than on a piecemeal basis.

Implications for DPA policy amendments:

No amendments are required.

4.2.5.6 Heritage

There are no known heritage listings (European or Aboriginal) on or in proximity to this site.

Implications for DPA policy amendments:

No amendments are required.

4.2.5.7 Land Use History / Site Contamination

The proposed amendments to the affected area will continue to provide for a range of uses similar to the current zoning, and it is not considered that preliminary site contamination investigations or site history are warranted. Issues relating to site contamination for land used primarily for farming and grazing purposes can be considered as part of the land division and development process based on the Council-wide requirements mentioned in section 3.5.6.

Implications for DPA policy amendments:

No amendments are required.

4.2.5.8 Visual Character Assessment

The proposed rezoning and policy amendments relating to the site will continue to provide for activities in a manner that is reflective of the current zoning.

The affected area is adjacent the Victor Harbor ring road. The Victor Harbor Landscape Amenity report (2006) recognises value in retaining vistas from the ring route, including protection of skylines from silhouettes caused by buildings and structure. In this instance, the affected area is not a visually prominent area due to its relatively flat nature and slope toward Hindmarsh River and therefore is not considered to be in a visually prominent position with regard to wider landscape amenity consideration.

However, importance is also attributed to the riverine environment and existing strands of vegetation in the locality and there are existing requirements contained in the *Residential (Hindmarsh Valley) Zone* to ensure development reflects and complements the unique and attractive characteristics of the site itself. These requirements also encourage development densities and formats to provide a 'transition' to the adjoining rural hillscape, vegetated areas and primary production areas.

Implications for DPA policy amendments:

No amendments are required.

4.2.6 Conclusions and Recommended Policy Changes

4.2.6.1 Preferred Land Uses and Arrangement

The existing development intentions for the Hindmarsh Valley site as set out in the Victor Harbor (City) Development Plan make provision for a neighbourhood activity centre, community facilities and low to medium density residential development. These activities will continue to be supported in principle, however the zoning framework is regarded as overly prescriptive and inflexible given the long period over which development is likely to occur.

The preferred approach is to ensure the zoning and associated policy requirements are relevant as the detailed development layout and design considerations applicable to the affected area as well as the adjacent lands evolve and the area around the Hindmarsh River is progressively developed.

To achieve a more flexible land use framework it is proposed to delete the Neighbourhood Centre Zone and the Deferred Community Facilities (Hindmarsh Valley) Zone and incorporate the land in the expanded *Residential (Hindmarsh Valley) Zone - Policy Area 24*. While the intention is to continue to support the delivery of activity centre services and facilities to meet the needs of future residents, the policy is sufficiently accommodative to ensure there is scope to enable such services to be provided within the broader vicinity (not limited to the existing Neighbourhood Centre Zone site).

4.2.6.2 Council Wide Policy Implications

The Council-wide section of the Victor Harbor (City) Development Plan contains a number of policies which are relevant to the assessment of these future development proposals. However, as noted above, no amendments to the Council-wide policy are considered necessary to support the proposed outcomes and intentions of this DPA.

4.2.6.3 Residential (Hindmarsh Valley) Zone – Policy Area 24

As noted above, the DPA proposes to expand the existing *Residential (Hindmarsh Valley) Zone – Policy Area 24* across the entirety of the Hindmarsh Valley site. The zone provides for a range of low to medium density dwellings (up to two storeys), together with compatible community facilities and limited small scale non-residential uses that serve the local community. The policy encourages a high degree of permeability for bicycle and pedestrian networks between public recreation facilities and the Hindmarsh River and places significant emphasis on the protection and enhancement of the adjacent Hindmarsh riverine environment.

The DPA proposes to amend the *Residential (Hindmarsh Valley) Zone* Desired Character statement to provide for the development of a neighbourhood scale activity centre that includes commercial and community facilities such as child care centres, consulting rooms, consulting rooms, educational establishments, offices, shops and aged persons accommodation. In addition,

policy is proposed to address general form and character requirements for development of a neighbourhood activity centre. However, policy guidance is deliberately limited to enable flexibility in design and delivery outcomes. The general expectations regarding the location of a neighbourhood activity centre will be reflected on *Hindmarsh Valley Concept Plan Figure VH(HiV)/1*.

4.2.6.4 Complying Development

No changes have been proposed to the complying list for the Residential (Hindmarsh Valley) Zone or Policy Area 24.

4.2.6.5 Non-complying Development

The non-complying development list for the *Residential (Hindmarsh Valley) Zone – Policy Area 24* is proposed to be amended to allow services and facilities desired within a centre to be assessed as consent forms of development. Key changes to the existing non-complying development list for the zone include:

Existing Non-complying Listing	Proposed Non-complying Listing
Office greater than 100m ² in floor area	Office greater than 100m ² in floor area except in a neighbourhood centre development
Petrol Filling Station	Petrol Filling Station except in a neighbourhood centre development
Retail Showroom	Retail Showroom except in a neighbourhood centre development
Shop with a gross leasable area greater than 250 square metres	Shop with a gross leasable area greater than 250 square metres except in a neighbourhood centre development

4.2.6.6 Categories of public notification

Schedule 9 of the *Development Regulations 2008* describes public notification categories. However, public notification categories can also be listed in the Development Plan. The public notification categories proposed in this DPA have been drafted to reflect the envisaged land uses for each zone.

4.2.6.7 Tables / mapping

The *Hindmarsh Valley Concept Plan Figure VH(HiV)/1* will be amended to remove all references to 'community facilities' consistent with the proposal to delete the *Deferred Community Facilities (Hindmarsh Valley) Zone*. The existing indicative location of the neighbourhood activity centre and other key features of the site will be retained.

4.3 Hayborough

4.3.1 Development Application

This site has been the subject of a development application to the City of Victor Harbor in July 2014 for development of a mixed use development comprising retail (supermarket and showroom), medical consulting and residential dwellings together with associated car parking and landscaping.

The application was identified as non-complying against the current zoning and policy of the Victor Harbor (City) Development Plan and underwent detailed examination which included referral to relevant state agencies and a category three general public notification process.

The proposal attracted various views contained in nearly fifty representations, with a majority noting some level of support particularly the convenience, diversity and competition provided by the supermarket proposal, as well as improved access to medical services. A number of issues were also raised in relation to the proposed development including:

- it will change the 'identity' of and gateway to Victor Harbor
- increased traffic and traffic management
- unsightly nature of the development, such as scale and landscaping
- there are adequate shopping facilities available in township
- privacy and impacts on adjacent residences.

The more specific concerns and issues raised in relation to the specific development proposal are matters that commonly arise in relation to development and which planning authorities must consider based on the suite of policies found in the relevant development plan. Ultimately it is a matter for the authority and, if the subject of appeal, the Environment Resources and Development Court to determine whether a proposed development satisfies the applicable requirements on balance.

The inclusion of the site in this DPA is important because it potentially changes the basis upon which the use of the land is considered land use

4.3.2 Site Description

This central but irregularly shaped 1.86 hectare site is located on the corner of Adelaide Road and Agnes Gillespie Drive, Hayborough. The site has frontages of approximately 198 metres to Adelaide Road; 62 metre to Agnes Gillespie Drive; and 45 metres to March Avenue. The site is currently undeveloped.

The site is gently undulating, confined by existing residential development to the east and open space (Hicks Reserve) to the south.

The north-eastern corner of the subject land is subject to a small easement for electricity supply purposes. The western frontage to Adelaide Road has a wide road reserve containing vegetation and SA Water infrastructure.

4.3.3 Current Zoning and Policy Framework

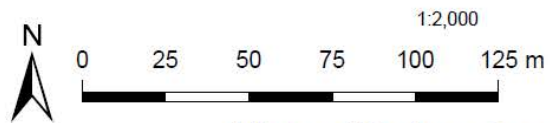
The site is currently within the Residential (Hayborough North Policy Area 13) Zone. It is noted that this zone and policy area apply to other land parcels beyond the scope of this DPA.

For this site, the policy contemplates a range of low density, detached and semi-detached dwellings up to two storeys high, consistent with that already established in surrounding areas. The Policy Area emphasises views and orientation to Encounter Bay and / or Brown Hill.

The Policy Area contains a number of policies requiring that development consider flooding requirements, although this may apply to other areas not subject to this DPA. It does appear that the site has a drainage channel and potential stormwater basin indicating stormwater management issues. Any development of the subject site will be required to have regard to this potential issue.



- Zone Boundary
- Area Affected



**Victor Harbor Council
Centres and Residential DPA
Area Affected
Hayborough**

PLN ID: 4747

4.3.4 Adjoining Zoning and Land Uses

The site locality contains a diverse range of developments on a key roadway into the Victor Harbor township. Zones adjoining or within the vicinity of the site are described below:

- *Residential Zone – Hayborough North Policy Area 13* – All of the land east of Adelaide Road that adjoins the subject site is zoned the same way as the site itself as per the description provided above.

The Adelaide Road reserve contains Council infrastructure and vegetation. With the exception of Tuck Reserve immediately to the south of the site and the Encounter Lutheran School complex to the north, the surrounding areas are used exclusively for housing.

- *Residential Zone – Golf Course Policy Area 11* – This Policy Area extends to all of the land on the western side of Adelaide Road and opposite the subject site. The Policy Area also provides for low to medium density housing up to two storeys with emphasis placed on the retention of character, amenity and sea views.

Land uses in the vicinity of the subject site comprise low density detached housing, some medium density housing and a range of community facilities including: the McCracken Country / Golf Club; the Southern Cross Care aged care facility; Victor Harbor Lutheran Homes retirement village; and a church.

- *Commercial Zone* - provides for a range of commercial, office, warehousing and service-trade activities of a low scale. Policy emphasis is placed on visual amenity and minimisation of adverse impacts on adjoining residential development.

The zone extends from the southern boundary of Tuck Reserve (south of the Hayborough site) and past the roundabout at the junction of Adelaide Road/Hindmarsh Road and Port Elliot Road. Consistent with the zone, existing land use consists of a mix of commercial and retail development, petrol station, trade premises and some vacant land.

- *Local Centre (Hayborough) Zone* - the Hayborough site lies some 275 metres north of the McCracken site as discussed above.

Subject to the potential development of the *Local Centre (Hayborough) Zone*, the Adelaide Road corridor exhibits a mixed commercial, retail, residential and community character.

4.3.5 Policy Approach and Site Development Potential

It is proposed that this large site be zoned for Neighbourhood Centre development, reflecting its central location, access and exposure and adjacent residential population. Despite its close proximity to the proposed Neighbourhood Centre at McCracken, this zoning promotes a safe activity centre destination for the community, pedestrians and vehicles on the eastern side of a Adelaide Road, improves services to the community, enable choice and encourages innovation and competition along a stretch of road largely used given over to non-residential activity.

Development of the site will need to take into account potential impacts on adjacent residents and transport corridors.

As noted with the McCracken site, the Neighbourhood Centre Zone is flexible and capacity of the site can therefore be difficult to determine, taking into account that provision is made for stand-

alone housing. However, it is reasonable to expect that the development of the site will be more intensive under the proposed zoning than the current residential zone.

The development application for the site provides an indication of what might be achievable on the site under a new zoning framework subject to meeting applicable standards and policy requirements. This one particular sample proposed:

- 8 stand-alone residential dwellings
- retail and showroom – with combined floor area of 2,092 square metres
- medical centre – floor area of 1,914 square metres.

Notwithstanding the outcome for this particular development concept, the proposed change to a Neighbourhood Centre Zone will enable the land to be used for a wider range of activities than the existing residential zoning and it will be a matter for the developer of the land to formulate a development configuration that will be tested against the development plan requirements.

4.3.6 Infrastructure and Site Constraints

4.3.6.1 Traffic Management and Access

The subject site fronts Adelaide Road which is an arterial road under the care, control and management of the Commissioner of Highways with a speed limit of 60 kilometres per hour and an average daily volume of 5,000 vehicles. Agnes Gillespie Drive and March Avenue are local roads under the care, control and management of Council.

ALDI Pty Ltd previously commissioned a *Proposed Mixed Use Retail, Medical and Residential Development, Transport Impact Assessment* (GTA Consultants 2014) to examine anticipated parking, traffic and transport implications for development of the Hayborough site. This was undertaken in light of the proposed development application but is considered to have relevance to this DPA.

The Assessment examines parking requirements against the requirements of current Development Plan policy and proposes access and egress points (freight, vehicular and other). It identifies that the majority (70 per cent) of traffic generated will access the site from the south. As a result, the assessment proposed two access points to / from Adelaide Road, with the southern access serviced by a 'channelised' right turn lane. The northern access point on Adelaide Road is expected to be left turn only into the site. A third access point via Agnes Gillespie Drive is anticipated to cater for less than 20 percent of traffic generated. This entry is also proposed to provide for freight vehicles, although freight may also access via other access points depending on the final layout of the development. No entry points are proposed from March Road. Pedestrian access is proposed from the site to Adelaide Road; to Tuck Reserve to the south; as well as east to March Avenue to provide permeability with the surrounding community.

The Assessment concludes that the traffic generated by the proposed development is not predicted to adversely impact upon the adjacent road network; there is adequate capacity in the surrounding network to support the projected traffic volumes; and the proposed access points will have a negligible impact on and are consistent with the intended function and operation of Adelaide Road as a Primary Arterial Road. Overall, rezoning and development of the site is not anticipated to compromise the safety or operation of the adjacent road network.

Keeping in mind that the traffic investigations undertaken are specific to a particular development concept, the findings are important in that they demonstrate a potential to commercialise the land under a new zoning regime.

Implications for DPA policy amendments:

Zone policy will guide the development of transport infrastructure to, from and through the site, prioritising the need for safety, efficiency and amenity of the site and adjacent areas. This will include the provision for appropriate freight movements, customer vehicle movements and pedestrian and bicycle movements. Policy will also place emphasis on impact on movement pathways in the surrounding area, particularly the Adelaide Road and Agnes Gillespie Drive and protecting the amenity of adjacent residential areas.

4.3.6.2 Utility Infrastructure

Potable Water Supply

The site is within the 'South Coast Townships' Water Supply Augmentation Charge Area. The charge is currently under review.

The proposed site abuts existing mains. The supply pressure in this area is reasonable, however head loss in adjoining mains is already relatively high. The possible need for network augmentation would be subject to final development type and configuration.

Recycled Water

There is no alternative water supply main in close proximity to this site.

Wastewater

This site is within Current Victor Harbour augmentation charge area (Sewer).

The downstream receiving Sewer network is currently running above capacity, however, SA Water is undertaking system modification to address the issue.

SA Water sewer pumping infrastructure is located within the Adelaide Road reserve.

Waste Collection

The residential development will be serviced by the Council waste collection service, providing segregation of hard waste, recycling and organic waste. Any commercial waste collection service will be a matter determined based on the type and land use proposed and likely subject to individual solutions with commercial contractors.

Implications for DPA policy amendments:

As noted above, development will attract some augmentation charges, however, these will be borne by the developer. Utility infrastructure requirements will be determined at the development assessment stage when the design is developed.

4.3.6.3 Stormwater and Flood Management

Council has previously confirmed the site is not subject to flooding issues.

Council has also confirmed that stormwater from the site can be managed by the existing stormwater services. Investigations undertaken by Bonacci Engineers as part of the development application for the site noted that:

- surface water can be collected and directed to an existing stormwater pit at the western boundary of the site, approximately 60 metres south of Agnes Gillespie Drive
- stormwater can be discharged to the existing swale on the eastern side of Adelaide Road
- stormwater can be collected and detained on site, if necessary.

It is considered that general policy regarding stormwater management is appropriate to ensure stormwater generated as a result of development is collected, treated, discharged and/or reused consisted with current planning practice, including water sensitive urban design (WSUD) principles.

Implications for DPA policy amendments:

No amendments are required.

4.3.6.4 Flora and Fauna

The site is mostly cleared of vegetation, although some vegetation does exist along a portion of the eastern boundary of the site which screen several houses fronting on to March Avenue. Further vegetation is also present in the road reserves at the intersection of Agnes Gillespie Road and Adelaide Road.

Vegetation requirements against the *Development Act 1993* and the *Native Vegetation Act 1991* would need to be reviewed at the development assessment stage.

Implications for DPA policy amendments:

No amendments are required.

4.3.6.5 Bushfire Risk

The Hayborough site is identified by the Victor Harbor (City) Development Plan as an area excluded from Bushfire Protection Planning Provisions.

This is based on its urban location that is dislocated from rural interface areas and areas of potential hazard; the availability of mains water supply, etc. The proposed rezoning is not considered to warrant a review of the bushfire risk rating for the site.

Implications for DPA policy amendments:

No amendments are required.

4.3.6.6 Heritage

There are no known heritage listings (Aboriginal or European) on or in proximity to this site.

Implications for DPA policy amendments:

No amendments are required.

4.3.6.7 Land Use History / Site Contamination

The site is currently zoned for residential development, which is a type of zone considered to be more sensitive than the proposed Neighbourhood Centre Zone. On this basis, no preliminary site contamination investigations or site history has been undertaken.

Implications for DPA policy amendments:

No amendments are required.

4.3.6.8 Visual Character Assessment

The subject site is located on Adelaide Road, one of the key access roads into the City of Victor Harbor.

Current policy for the site (as a Residential Zone) does not identify any particular visual feature or characteristic of the site which should be considered as a basis for the new zoning. Nonetheless, it is proposed that the new Neighbourhood Centre Zone include policy that seeks to limit visual impact on the locality by:

- setting development back from the site / road boundary
- providing a vegetation buffer to screen development
- ensuring that the built form, colours etc are unobtrusive and maintain a pleasant appearance to Adelaide Road.

Implications for DPA policy amendments:

Policy will be introduced to address the particular requirements of the proposed Neighbourhood Centre Zone at Hayborough to ensure development enhances the visual importance of the locality through building setbacks, vegetated buffers and built form requirements.

4.3.7 Conclusions and Recommended Policy Changes

4.3.7.1 Preferred Land Uses and Arrangement

The Hayborough site provides a valuable opportunity to facilitate commercial and community services within an established housing area. The current Residential Zone policy places significant emphasis on protecting the character of the established residential area with a limited height and limited opportunity for non-residential land uses.

In terms of the adjacent residential population, established commercial areas to the south and main road exposure and access advantages, there is considerably scope for commercialisation of the site provided the interface issues are appropriately addressed.

4.3.7.2 Council Wide Policy Implications

The Council-wide section of the Victor Harbor (City) Development Plan contains a number of policies which are relevant to the assessment of these future development proposals. However, as noted above, no amendments to the Council-wide policy are considered necessary to support the proposed outcomes and intentions of the DPA.

4.3.7.3 Neighbourhood Centre Zone

The DPA proposes to introduce a *Neighbourhood Centre Zone* over the Hayborough site, taking into account the model zone in the SAPPL.

As discussed above (in relation to the McCracken site) the Victor Harbor (City) Development Plan already contains a Neighbourhood Centre Zone which is applied to the site at Hindmarsh Valley. However, as this zone is proposed to be deleted, it is considered opportune to introduce an updated version of the zone in accordance with the SAPPL.

This zone enables a mixture of uses including a range of shopping, community, business and recreational facilities for the surrounding neighbourhood. It contemplates a centre that will be a main focus of business and community life outside the Regional Town Centre and provides for the more frequent and regularly recurring needs of the community.

It is not considered that separate policy areas are warranted to differentiate between the two proposed Neighbourhood Centre Zones at Hayborough and McCracken as both sites are considered to have significant commonalities and few significant differences. Instead, it is proposed that policy be introduced in the zone that will specifically address local character and site requirements for each Neighbourhood Centre Zone. In particular, it is proposed that the policy enable:

- policy addressing safe and efficient transport management for the site including freight, vehicular and pedestrian access to and within the site and impacts on the adjoining road network
- policy addressing the mitigation of interface impacts, with particular emphasis on visual amenity and the provision of vegetation, setbacks and built form and character
- definitive support the development of bulky goods and larger scale consulting rooms which will complement traditional centre developments (bulky goods are currently considered on merit in the Zone)
- stand-alone residential development – the zone policy currently provides for residential development only where in conjunction with non-residential development. However, this DPA proposes that limited residential developments be supported that are independent of non-residential developments, whilst not prejudicing the larger site from its primary purposes for centre activities.

This variation is considered to be an appropriate use of the land which fronts March Avenue and will continue the linear development of dwellings on that road frontage.

Guidance will be established via a Concept Plan and Desired Character statement that provides signals to expected land uses and general location of site features, but promotes flexibility in terms of specific design outcomes. Extensive policy is proposed that will guide the integration of a range of land uses in a co-ordinated and cohesive manner.

4.3.7.4 Complying Development

Consistent with both the SAPPL and the Council's existing *Neighbourhood Zone*, no development types have been proposed for inclusion in the complying list.

4.3.7.5 Non-complying Development

Refer to section 4.1.6.5 for comments about the approach to non-complying forms for development.

4.3.7.6 Categories of public notification

Refer to section 4.1.6.6 for comments about the approach to non-complying forms for development.

4.3.7.7 Tables / mapping

The *Hayborough Concept Plan Figure NCe/1* will be introduced to identify key features of the proposed neighbourhood centre including site access, potential residential / tourist accommodation areas and primary landscaping.

4.4 Encounter Bay

4.4.1 Site Description

This 61.3 hectare site on Waitpinga Road and Mill Road, Encounter Bay, consists of nine parcels of land on the outer edge of the Victor Harbor township. The site is generally undulating but is characterised by the steeper topography of Crozier Hill and Newland Hill which produce grades of up to 30 per cent. The elevated aspects to the north-western and south-western edges of the site provide panoramic views towards Encounter Bay.

The land is currently used for general farming and rural living purposes. A seasonal watercourse bisects the site (south-west to north-east). The slope of the land may present potential draining issues to lower portions along Waitpinga Road. The site has a 960 metre frontage to Waitpinga / Mill Roads and a 620 metre frontage to Tugwell Road.

4.4.2 Current Zoning and Policy Framework

The Encounter Bay site is currently zoned *Deferred Urban*. This zoning promotes the continuation of rural activities and compatible minor residential activities which do not detract from the open rural character or prejudice the intended future urban development of the land.

The policy also provides guidance on initial residential development should it occur prior to rezoning to an urban format (although new dwellings are a non-complying form of development).

4.4.3 Adjoining Zoning and Land Uses

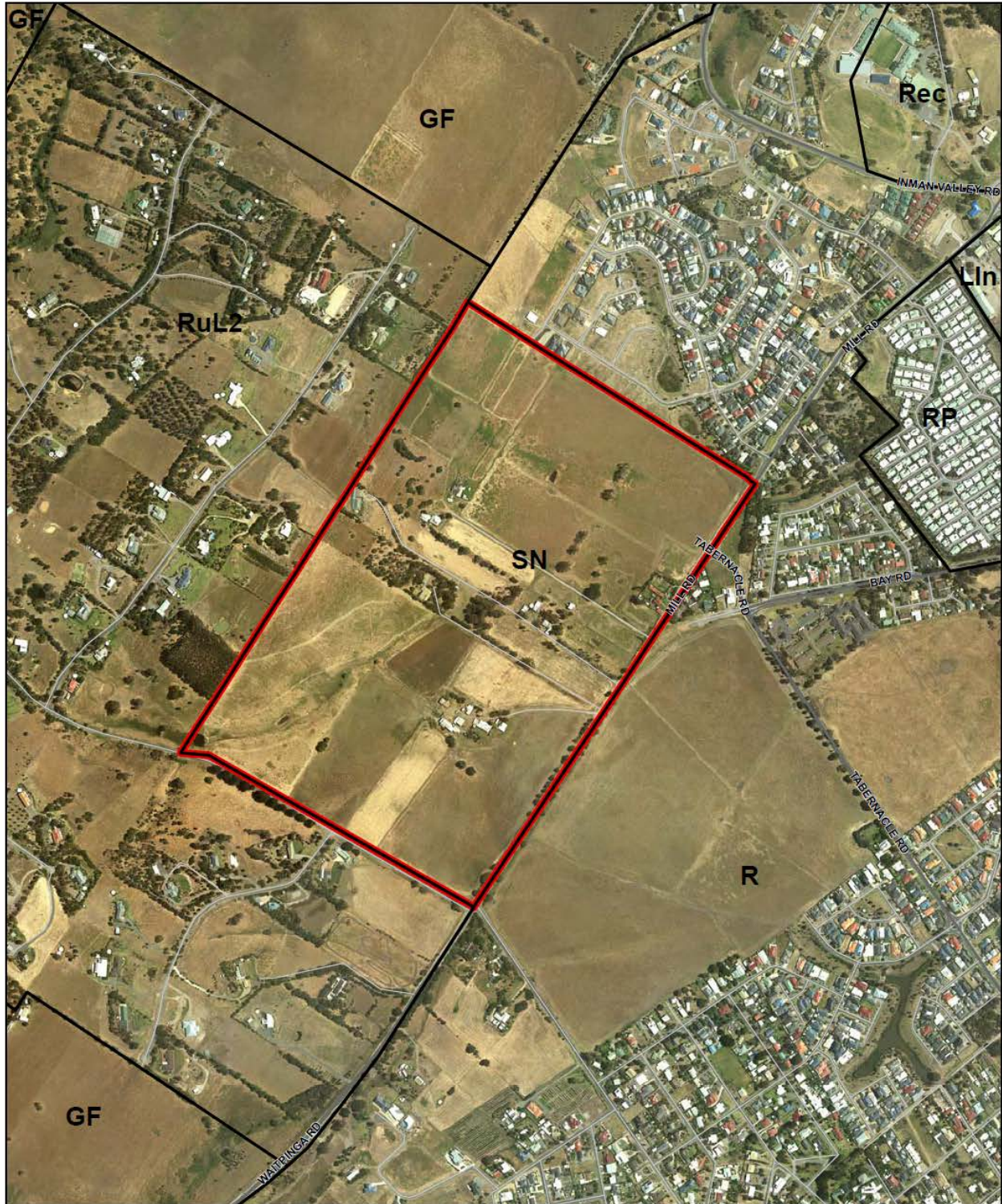
The Encounter Bay site adjoins a number of different Zones.

- *Rural Living 2 Zone* (north, west and south) – The zone envisages the continuation of farming activities and small scale rural activities, as well as provision for residential, recreational and tourist activities which retain the overall rural character of the area.

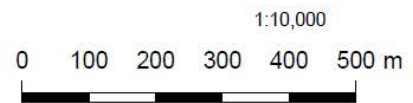
The land has generally been developed for the intended rural living purposes, with dwellings and small-scale rural activities.

- *Residential Zone - Policy Areas 1, 2 and 3* – which promotes development of low density detached dwellings (up to two storeys). Policy requires a range of allotment sizes depending on the land slope which also provides a backdrop to the Victor Harbor township.

The adjacent Residential Zones are continuing to be developed with land to the east of the site generally vacant, although a proposed residential subdivision for the site has been approved for 380 residential allotments, and land to the north east developing towards the subject land boundary.



- Zone Boundary
- ▭ Area Affected



**Victor Harbor Council
Centres and Residential DPA
Area Affected
Encounter Bay**

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General Farming (further north) – primarily promotes the continuation of a variety of farming activities with scope for development in accordance with improvements in agricultural practice.

This land is generally developed for cropping and grazing purposes, although it also contains the Victor Harbor quarry. The active quarry lies approximately 900 metres from the northern most point of the subject site, however the mineral production tenement boundary is within about 600 metres.

4.4.4 Policy Approach and Site Development Potential

It is proposed that this site be zoned to provide for residential development as well as a neighbourhood centre. The provision of a neighbourhood centre is consistent with an earlier approved Major Development proposal relating to the southern half of the site and the recent proposal by the City of Victor Harbor to rezone a portion of the land for a Neighbourhood Centre Zone.

In this case, rather than separate out individual land use components via zones or policy areas that can prove difficult to manoeuvre at a later date if the location of key land uses shifts as a result of more detailed design work, a more flexible policy arrangement is proposed that allows the location of the centre to be determined as part of the detailed design process. The SAPPL contains some contemporary zones that envisage this type of approach and for new urban growth areas the Suburban Neighbourhood Zone provides a sensible option and best fit.

In all likelihood, residential development is unlikely to occur in the short term given existing vacant residential land in the surrounding area as well as the need to develop supporting infrastructure that would enable the use of the land for intensive urban purposes. This suggests that the development of services and community facilities as part of a new centre could also take some time to take hold pending market demand generated by the development of residential land to the south and north of the site.

In considering the development possibilities for the land there are some notable land use and market factors that are expected to influence the overall development outcomes:

- Activity centre - the scale of the centre is not predetermined under the proposed Suburban Neighbourhood Zone. The take up of land for retail and other services will be affected by community and commercial needs.

Notwithstanding those factors, the most commonly observed size of a neighbourhood centre suggests the required land area is likely to be between 2 and 5 hectares. In this regard the Council's Centre Review DPA proposed to rezone an area for a centre in the middle of this range at about 3 hectares.

- Landscape features can reduce allotment yields. For the Encounter Bay site this includes:
 - a seasonal watercourse running diagonally through the site, although this provides scope manage runoff as a result of development, provide valuable landscape features and support open space and recreational pursuits. In many cases the existence of drainage lines can partly off-set open space requirements depending on Council policy and usability
 - topography (slope) of the land - this affects the location and types of dwellings, with more compact dwelling types suited for relatively flat sites and more 'traditional' larger allotment types better suited to sites with moderate to high slope.
- The actual provision of lots need not correspond to minimum requirements under the zone's policies - for example, the proposed Zone contemplates detached dwellings on sites of 250

square metres or more, but actual lots size being delivered in nearby land divisions are typically in the order of 500-600 square metres (producing about 11 dwellings per hectare gross).

Assumptions would also to be made about how the market appetite might change over time. While current preferences for sites in the order 500-600 square metres might be maintained, the aging population, increasing numbers of people reaching retirement, housing affordability, changing household structure (e.g. smaller families) and changes in community attitudes towards lower maintenance housing forms may produce different development outcomes leading up to and over the projects projected lifetime.

In broad terms, if the area for a centre is discounted then about 58 hectares of the Encounter Bay site is available for residential development. If the gross dwelling yield being achieved in current land divisions in other parts of Victor Harbor is applied to the site then the overall allotment yield would be in the order of 650 dwellings. However, it is estimated that 20-30% of the site is slope affected, suggesting that the dwellings numbers could be less than this figure (unless medium density / retirement housing forms 'compensate' for lower yields in the slope affected parts of the site).

4.4.5 Infrastructure and Site Constraints

4.4.5.1 Traffic Management, Access and Parking

The Makris Group commissioned a *Transport Impact Assessment* (GTA Consultants 2013) to examine anticipated parking, internal road design, and traffic and transport implications for development of the affected area at Encounter Bay. The study formed part of a submission to Council during the public consultation process for the Centres Review DPA.

The adjacent roads of Waitpinga Road, Tugwell Road and Whalers Road are all under the care and control of Council. Waitpinga Road is identified by Council as an arterial road, with Whalers Road identified as a collector road.

The speed limit on Waitpinga / Mills Road is 60 kilometres per hour but west of Tugwell Road, and increases to 80 kilometres per hour to the east of this road.

The assessment concluded:

- Acknowledging that there is limited traffic data on the adjoining road network, the study estimates that that traffic generation could result in 1,039 vehicle movements in peak hour or 10,479 vehicle movements per day as a result of potential development of an activity centre and a range of residential formats. This figure may be discounted by up to 30 per cent given that some trips are likely to remain within the proposed development area.
- Analysis of key intersections found that volumes will remain within acceptable unsignalised intersection capacity, which is the preferred approach along Waitpinga Road.
- Previous traffic management analysis identified the need for localised widening of both Waitpinga Road and Tugwell Road to provide appropriate design treatments for the shopping centre access points and residential sub-division; together with increased width of Tugwell Road and reconstruction of the staggered T-junction arrangement of Tugwell Rd and Whalers Road with Waitpinga Road. This will need to be reviewed in light of changed development plans for the site and impacts upon traffic generation.
- Waitpinga Road, between Whalers Road and Tugwell Road and Bay Road, should be upgraded to a dual road with one-lane carriageways; a central median and sealed shoulders.

- Unsignalised intersections should be provided along Waitpinga Road to allow access to the site. Access should also provide for full turning movements with appropriate auxiliary lanes allowing storage and deceleration.
- There are a range of suitable access point arrangements to the site from Waitpinga / Mills Road and Tugwell Road. These can be finalised at the development assessment stage.
- The internal road network will be determined via a master plan process for the affected area by the developer, although key features (eg access points etc) should be provided on Concept / Structure Plans.
- There are no current dedicated on-street cycle lanes or paths – these are recommended on all key access roads within and around the proposed subdivision and should consider linkage to the existing off-road bicycle path along Franklin Parade.
- Footpaths are recommended on all roads within the subdivision as well and along Waitpinga Road to encourage walking as a means of access. Additional pedestrian facilities may be required surrounding the retail area and other locations of heavy pedestrian concentration.

Implications for DPA policy amendments:

The DPA proposes to apply the Suburban Neighbourhood Zone to the affected area based on the model zone found in the SAPPL. Specific requirements regarding transport in relation to the local character will be included in the Desired Character statement and specific policy for the Zone. This will include the provision for appropriate freight movements, customer vehicle movements and pedestrian and bicycle movements from the surrounding areas.

4.4.5.2 Utility and Service Infrastructure

Potable Water Supply

The site is within the 'South Coast Townships' Water Supply Augmentation Charge Area. The charge is currently under review.

The elevations on the proposed affected site are relatively high and network augmentation will be required to supply these areas from a higher pressure zone.

Recycled Water

There is no alternative water supply main in close proximity to this site.

Wastewater

This site is outside of Current Victor Harbour augmentation charge area (Sewer). SA Water is currently reviewing augmentation charge area for Victor Harbour (Sewer) and will consider servicing this area.

Waste Collection

The residential development will be serviced by the Council waste collection service, providing segregation of hard waste, recycling and organic waste.

As with other non-residential development areas contemplated as part of this DPA, the neighbourhood centre waste collection service will be a matter determined based on the land use proposed and likely require individual solutions with commercial contractors.

Implications for DPA policy amendments:

As noted above, development will attract some augmentation charges, however, these will be borne by the developer. Utility infrastructure requirements will be determined at the development assessment stage when the design is developed.

4.4.5.3 Stormwater and Flood Management

The subject land is identified by the City of Victor Harbor Urban Stormwater Master Plan (KBR 2005) as forming part of two stormwater catchments; a northern catchment of 51.2 hectares and a southern catchment of 8 hectares.

The northern catchment grades in a north-easterly direction via the watercourse to a low point on Mill Road (north of the Tabernacle Road intersection). An upstream semi-rural catchment of 59.4ha also drains via the watercourse through the subject land. Overflows from the Mill Road low point are conveyed to the Inman River via a series of open channels and an underground drain along Bay Road. The City of Victor Harbor Urban Stormwater Master Plan (KBR, 2005) indicates that the capacity of the existing Bay Road drainage system is greater than a 10 year ARI standard.

The southern catchment grades in a south-easterly direction to a low point on Waitpinga Road (north of the Whalers Road intersection). Overflows from this low point are conveyed to the Encounter Waters stormwater basin via a watercourse through the Adelaide Development Company's adjacent land holding bounded by Whalers Road / Waitpinga Road / Tabernacle Road. A drainage easement has been appropriately positioned to cater for flows discharged from the southern catchment. The Encounter Waters stormwater basin has a piped outlet to the coast to cater for flows from small ARI events, as well as a high level overflow to the Encounter Lakes system that operates during large ARI events.

A Stormwater Management Plan prepared by Southfront (2013) was prepared as part of the Makris submission to Council during the public consultation of the Council DPA. The report sought to utilise elements of water sensitive urban design; control the rate of discharge; and manage the quality of the water from the site in line with Council requirements. It recommended:

- the inclusion of a green corridor that approximately follows the alignment of the existing watercourse through the site. This will provide amenity and recreation opportunities as well as control channel bed erosion and maximise in-stream water quality improvement
- the construction of three wetlands and two bio-retention systems at locations across the site to achieve the prescribed pollutant reduction performance for stormwater discharges from the site
- harvesting roof runoff for recycling with one kilolitre rainwater tanks on all residential allotments and larger scale stormwater reuse systems installed at the proposed activity centre etc.

A drainage system should connect to the downstream of the detention storage, ultimately connecting to the Council drain in Waitpinga Road.

Implications for DPA policy amendments:

Existing development plan policy and that of the proposed Suburban Neighbourhood Zone emphasises the need to ensure that stormwater is managed to ensure that on-site flows do not detrimentally impact adjacent development or infrastructure. It also places significance on the provision of harvesting and recycling stormwater for resource efficiencies.

4.4.5.4 Flora and Fauna

There are scattered stands of vegetation on the affected area generally associated with individual dwellings. Some additional vegetation is located in the Waitpinga Road reserve which is under the authority of the Department of Planning, Transport and Infrastructure.

Vegetation requirements against the *Development Act 1993* and the *Native Vegetation Act 1991* would need to be reviewed at the development assessment stage.

Implications for DPA policy amendments:

Policy is proposed to enhance the amenity of the site by screening the neighbourhood centre development with vegetative screening to residential areas and roadways (internal and external). In turn, the provision of vegetation will enhance the amenity and experience of the site as a whole site and provide valuable environmental linkages to adjacent vegetated areas.

4.4.5.5 Bushfire Risk

The Encounter Bay site is identified by the Victor Harbor (City) Development Plan as an area of Medium Bushfire Risk, adjacent areas of High Bushfire Risk (north and west) and areas excluded from Bushfire Protection Planning Provisions to the south and east.

Given that this land will eventually become a substantial urban area and therefore meet the 'excluded' bushfire risk category criterion in terms of the provision of mains water supply and built form, it is proposed to identify most of the proposed Suburban Neighbourhood Zone as 'Excluded' within the Victor Harbor (City) Development Plan. Recognising that the risk doesn't automatically disappear on rezoning, it is proposed to include a 'transition' policy which maintains the medium bushfires risk classification until such time as the following are met:

- the development forms part of the contiguous urban area
- the development is on an allotment that is connected to a mains water supply.

The policies contained within the Development Plan for 'excluded' and 'medium risk bushfire risk' areas will ensure that the layout and design of future land division proposals take into account the bushfire risk assigned to adjoining land.

Implications for DPA policy amendments:

Amendments are proposed to the Bushfire Risk classification of the Encounter Bay site that anticipates its future development as an extension of the built urban area.

Bushfire Protection Area Figures within the Victor Harbor (City) Development Plan will be amended accordingly for the Encounter Bay site.

4.4.5.6 Heritage

Aboriginal

There are no known Aboriginal heritage listings on or in proximity to this site.

Although there are no known entries in the Register that correspond to the areas affected by this DPA, it has been suggested that previous studies highlight the possibility that sites may be present. Such sites are more likely to occur in close proximity to water courses and may include

scarred trees, campsites/stone artefacts, painting and engraving sites, and burials and stone arrangements.

European

No State heritage items are identified within or in proximity to this site, but two Local Heritage items are identified within or in proximity to the subject land at Encounter Bay. These include:

- Lots 92 and 93 Mill Road (within the subject land) – Mill Cottage - ironstone and redbrick cottage.
- 173 Bay Road (directly adjacent subject site across Waitpinga Road and directly opposite the above local heritage listing) – a bluestone and red brick dwelling

Given the intention of this DPA is to change the nature of the affected area from rural to urban, some care will be needed in respect to these places and particularly where the landscape characteristics or rural setting contributes to the historical context. Master planning of the site should consider options to capture the value of these items in the context of new urban development.

Importantly, the DPA does not affect the status of any existing heritage place. As such, the established policy requirements that are pertinent to those places will remain intact and relevant.

Implications for DPA policy amendments:

The existing Development Plan policies provide a sufficient basis to minimise the potential impact of future development on the European heritage values identified in the subject area, as well as potential Aboriginal heritage items. No changes are proposed to heritage provisions in the Development Plan by this DPA.

4.4.5.7 Land Use History / Site Contamination

The report produced by *Environmental Projects* (June 2008) examined the Encounter Bay site as part of the Major Development proposal. The investigations comprised a site history report from readily available sources. Subsurface soils and groundwater were not assessed as part of this report.

The Report noted the site has been used for broad scale grazing and cropping in the past and there is no history of importing of fill; waste dumping; landfill activities or groundwater wells. Possible sources of contamination are likely to be localised in the areas of intense use (eg farm shed areas) and are rated as low to medium risk, but that there were few causes for concern in relation to whole-of-site contamination.

On this basis, no further site contamination investigations or site history were undertaken at the time of the Major Development proposal, and none has been undertaken for the expanded site that is the subject of this DPA. This is considered appropriate on the basis that existing uses are broadly considered compatible with the proposed rezoning and further investigations are more appropriate at the development assessment stage.

Implications for DPA policy amendments:

Council-wide policy in the existing Development Plan provides a sufficient basis for addressing site contamination at the development application stage.

4.4.5.8 Extractive Industry Activity

The Victor Harbor quarry, located on the Inman Valley Road, provides a local source of construction materials. The quarry has developed as a part Private Mine and part Extraction Minerals Lease and has been operating for some 100 years. It is considered a state strategic resource warranting protection from encroachment by incompatible development.

The Encounter Bay site is some 870 metres from the active Quarry site and some 535 metres from the edge of the existing tenement site (which is the boundary to which the Quarry can currently develop). However, resources are known to continue in a south-westerly direction beyond the existing tenement, although the extent or value of this is unconfirmed. It is estimated that the potential resources comes within approximately 350 metres of the Encounter Bay site and it is anticipated that the quarry may develop into this area in the long term.

The Quarry undertakes blasting activities (approximately once per month) which are recognised to result in vibration, noise and dust impacts. Other impacts are generated by heavy vehicles moving through the township. Landscaping has been undertaken to mitigate visual impacts.

The northern corner of the Encounter Bay site is identified as potentially being susceptible to the impacts of the quarrying activities (noise, dust, vibration) and as such, policy regarding land division formats and dwelling locations is relevant. On that basis, it is proposed that residential development within 400 metres of the future resource site should generally be avoided, accepting that the existing conditions are such that existing housing and new residential lots are already in closer proximity to the potential mineral resource area. The existence of tenement and potential mineral resource area will be depicted on the *Encounter Bay Concept Plan Figure SN/1*.

Notably, the area potentially affected by quarrying activity is in a similar section to that affected by slope and bushfire risk, which also act to reduce potential residential development in this location.

Implications for DPA policy amendments:

Council-wide policy in the existing Development Plan provides a general basis for addressing extractive activities. In addition, the Development Plan includes a Council-wide 'Significant Constraints' structure plan which shows the general location of several quarries, including the Victor Harbor Quarry. The map serves to highlight the location of existing quarries as potential constraint on other development.

The Suburban Neighbourhood Zone is proposed to include policy and mapping that ensures that sensitive development such as dwellings, is developed in locations and in a manner that does not impede the activities of the Quarry or result in unnecessary impacts of the quarry activities and takes into account the potential for development to impede the extraction of other mineral resources.

4.4.5.9 Visual Character Assessment

As noted above, the site is generally undulating but characterised by rising steep topography in the northern and western sections of the site. The Newlands Hill ridgeline marks the transition between the residential character of Encounter Bay and the rural/coastal character of Waitpinga, creating a distinct visual context to the locality. The landscape character surrounding the development is dominated by the peri-urban land uses of Encounter Bay.

The elevated portions of the site provide panoramic views of Encounter Bay, but also provide a backdrop to the Victor Harbor township. The proposed rezoning will support development that will

unavoidably change the visual characteristics of the locality from an agricultural landscape to a developed peri-urban one. However, the subject land is located within a changing landscape and is already surrounded by large areas of residential development to the northeast, south and, to a lesser degree, to the west.

A Landscape Character Assessment undertaken by Wax Design Space, in association with Swanbury Penglase Architects (June 2008) considered the landscape visual character of the Encounter Bay site for the Encounter Bay Major Development proposal. The findings are considered relevant for this DPA. The Report put forward the following recommendations:

- the subject development site is a (lower lying) hills face that provides a visual backdrop to the township and consequently the scale of the development should not impact on the skyline/horizon of the subregional to regional landscape
- extensive vegetation to public open space throughout the residential development should be provided to mitigate the effects of built form
- use of neutral built form colours will reflect the natural colour tone of the regional context and mitigate impact of development in this prominent area

It also recommended that appropriate vegetation be planted as buffer along Waitpinga Road and the water course (proposed open space) as well as feature tree planting on Waitpinga Road in localised areas.

While the development of the Encounter Bay site is contemplated and forms part of the strategic urban land supply for the Fleurieu region, the form, layout and intensity of development can reduce the overall effects of the development.

Implications for DPA policy amendments:

The Council-wide section of the current Development Plan is not considered to adequately address development on steep slopes. The SAPPL contains general section policy guidance regarding this matter. Rather than include this module in the council-wide section of the Development Plan, which may have implications for other sections of the Development Plan, it is proposed that the relevant policies be inserted within the proposed Suburban Neighbourhood Zone.

As Council progresses its General and BDP Conversion DPA, this can be reviewed for inclusion in the Council-wide section of the Development Plan where it would normally be located.

The proposed Suburban Neighbourhood Zone will include policy to address the issue of mitigating visual dominance of development on the steeper slopes and retaining visual amenity for the township. Such policy will be specific to the site as it is not addressed specifically in the Council-wide sections of either the existing Development Plan or the SAPPL.

4.4.6 Conclusions and Recommended Policy Changes

4.4.6.1 Preferred Land Uses and Arrangement

The Encounter Bay site has long been held as having significant potential for both residential and activity centre development. This has been previously evidenced through the *Development Act 1993* Section 49 Major Development process undertaken for the site, which was approved in 2009. The site is located on the Victor Harbor ring road and is centrally located to extensive existing and future residential growth areas.

Although the Major Development approval for the site lapsed due to lack of development progress, the site is considered to retain its development potential for these purposes.

The site is proposed to be rezoned from its current *Deferred Urban Zone* to *Suburban Neighbourhood Zone* which provides for the integration of a Neighbourhood Centre development.

4.4.6.2 Council Wide Policy Implications

The Council-wide section of the Victor Harbor (City) Development Plan contains a number of policies which are relevant to the assessment of these future development proposals. However, as noted above, no amendments to the Council-wide policy are considered necessary to support the proposed outcomes and intentions of the DPA.

4.4.6.3 Suburban Neighbourhood Zone

The DPA proposes to introduce a *Suburban Neighbourhood Zone* over the entirety of the Encounter Bay site, based on the model zone in the SAPPL.

The zone provides for low and medium density residential development, together with a neighbourhood activity centre that is located within a walkable distance of most residents. The activity centre should seek to provide a range of shopping, community, business and recreational facilities for the surrounding neighbourhood. Higher density residential development is encouraged adjacent to the activity centre, public open space and other community facilities. In addition, the policy for the *Suburban Neighbourhood Zone* encourages small scale non-residential developments throughout the residential area, creating opportunity for focal points and commercial enterprises amidst the broader community.

The intent of the zone is to allow for a mix of land uses throughout the zone to create a vibrant community, but with key non-residential activities focused within a nominated centre area, which is illustrated on a concept plan. Location of the activity centre is proposed adjacent Waitpinga Road to maximise access to the ring route and residential development on the south side of the road.

The *Suburban Neighbourhood Zone* policy places a significant emphasis on residential diversity as well as amenity in the provision of differing dwelling types. There are extensive policies guiding the delivery of allotments, setbacks and residential form.

As a result of the particular site characteristics, policy addressing the following issues is proposed to be introduced to the zone as local additions:

- policy to guide residential land division and development on land that has steeper gradients to enable low density development, with the added benefit of reducing the overall impact on the landscape (including earthworks) in an area that provides a backdrop to the wider urban area
- policy to provide for larger allotments at the periphery of the subject area where the subject land transitions to adjacent primary production or rural living areas
- policy to guide development that is in proximity to high bushfire risk areas through land division and development structure to best protect people and property
- policy to guide residential development that is within 400 metres of the future mining resources as identified on Encounter Bay Concept Plan Figure SN/1
- policy to protect the seasonal water course and stormwater management requirements for the site.

Further guidance will be established via a Concept Plan and detailed Desired Character that provides signals to expected land uses and general location, but promotes flexibility in terms of specific design outcomes.

4.4.6.4 Complying Development

No changes have been proposed to the SAPPL *Suburban Neighbourhood Zone* complying list.

4.4.6.5 Non-complying Development

The proposed non-complying list is based on the SAPPL *Suburban Neighbourhood Zone*.

4.4.6.6 Categories of public notification

Schedule 9 of the *Development Regulations 2008* describes public notification categories. However, public notification categories can also be listed in the Development Plan. The public notification categories proposed in this DPA have been drafted to reflect the envisaged land uses for the zone.

4.4.6.7 Tables / mapping

The *Encounter Bay Concept Plan Figure SN/1* will be introduced to illustrate the proposed neighbourhood centre, areas of low density residential development, landscaping and access.

4.5 Victor Harbor

4.5.1 Site Description

This 14.2 hectare site is located at the corner of Armstrong Road, Ewen Terrace and George Main Road, Victor Harbor, and consists of five allotments in proximity to the Victor Harbor township.

The site is generally flat with a steep fall to the Inman River and flood plain. The undeveloped portions of the land are currently used informally as open space connected to the Inman River.

Existing developments on the site include:

- Encounter Centre (community facilities) - owned by the Minister of Health
- TAFE – owned by the Minister for Employment Training and Further Education
- SA Police Station and Courts complex
- SA Water equipment shed.

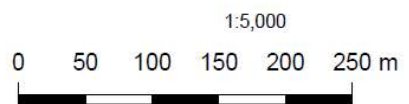
The remainder of the site (some 11.5 hectares) is owned by the Minister for Infrastructure. This includes areas of extensive vegetation, the Inman River and flood plain (approximately 5.3 hectares).

The site has a 300 metre frontage to Armstrong Road which forms part of the ring road around Victor Harbor. There is a heavily vegetated, open swale drain fronting Armstrong Road that drains stormwater from adjoining property into a detention basin close to the Inman River.

There is no vehicular through-way from Ewen Terrace to Armstrong Road.



— Zone Boundary
 Area Affected



**Victor Harbor Council
Centres and Residential DPA
Area Affected
Victor Harbor**

PLN ID: 4747

4.5.2 Current Zoning and Policy Framework

The Victor Harbor site is currently a *Recreation Zone*. The Zone provides for community, recreational and conservation uses for the local and visiting population and encourages the retention of a natural open character. Development is required to be compatible with flood-prone land and seeks to preserve the estuary environment in a natural state.

The central location of the Victor Harbor site provides a range of development opportunities. The features include the sizeable partially undeveloped landholding; its central location near the Victor Harbor town centre; location on the ring road and access to community facilities, employment lands; recreational facilities and open space.

Council's Urban Growth Management Strategy identifies the site as a potential university campus. More recently, the land has been partially developed to support community and emergency services, and further service developments are being considered, taking advantage of its central location and accessibility. Despite this, the majority of the site remains underutilised and provides for a significant range of uses.

4.5.3 Adjoining Zoning and Land Uses

The *Recreation Zone* extends beyond the subject site and covers an extensive area to the east and west of the subject land, which has been developed with a range of community and recreational facilities and open space.

The Victor Harbor site adjoins a number of other Zones as follows.

- *Residential Zone – Policy Areas 9 and 14* – promotes low density development up to two storeys high with larger allotments on steeper lands and development on flood-prone lands designed accordingly. It encourages development to not dominate the landscape and to retain vistas.

This zone is generally developed and is buffered from the subject site by the Recreation Zone and vegetated areas.

- *Home Industry Zone* – promotes the development of low density development in association with light industries of a minor nature only. Provisions place significant emphasis on restricting the form and type of industrial activity and limiting impacts of industrial activity on adjacent residential development.

This area is largely developed and is adjacent to the south side of the subject land (and shares frontage to Ewen Terrace). The extent of industry activities in the area is unknown but does not appear to be significant, particularly fronting Ewen Terrace.

- *Caravan and Tourist Park Zone* – promotes short-term tourist accommodation (caravans, camping sites etc) and associated facilities in a manner that enhances the natural amenity of the local environment.

This zone is located diagonally across from and to the south-east of the subject land and is separated from the site by George Main Road.

4.5.4 Policy Approach and Site Development Potential

The development of parts of the site for educational and institutional purposes seems incongruous with the current zoning of the land, which supports community uses of a 'natural open character'. In addition, land fronting Armstrong Road is proposed to be reserved for development of an

emergency services hub, including a six metre wide infrastructure easement adjacent the Encounter Centre to Ewen Terrace to access utilities.

It is proposed that this site be rezoned in its entirety to Mixed Use Zone, but include policy to retain the Inman Riverine environment for open space purposes. This area is estimated to be approximately 5.5 hectares.

The remaining land (about 4 hectares in area) has an irregular shape that extends between the police / court facilities / TAFE campus and the flood plain areas of the Inman Rive before opening out to a wider expanse of land fronting onto Ewen Terrace. The configuration of this land in addition to the existing easement between the north eastern corner of the SAPOL site and the low lying areas, would likely limit options for its future use, although the larger expanse fronting Ewen Terrace has considerably more development potential subject to serviceability.

Other than the emergency services precinct, the remaining unused land outside the flood plain has not been allocated for particular uses. Discussions about the land have indicated various possibilities from housing (including special needs housing, student accommodation, retirement living and aged care accommodation), to additional sporting facilities or provision for the expansion of educational activities. Some of these development possibilities have been raised in earlier master planning exercises (in 2004 and 2008), with the latter providing the backdrop to the establishment of the emergency services precinct.

For the purposes of this DPA, the attributes of the location, existing uses, and compatibility with established uses/future development of an emergency services precinct are relevant considerations. Ultimately, the site could be put to a variety of purposes and it is not the intention of this DPA to create a zoning and policy framework that could unintentionally and unnecessarily limit development opportunities over the land.

In other words, the zoning should be sufficiently flexible to accommodate a wide range of potential uses provided the usual matters can be addressed such as interface issue, vehicular access, traffic management, stormwater and flood management, provision of utility services and so on.

4.5.5 Infrastructure and Site Constraints

4.5.5.1 Traffic Management, Access and Parking

Armstrong Road forms part of the Victor Harbor ring road and separates the Recreation Zoned land from land on the north-western side of the road. It is anticipated that there may be some pedestrian traffic over the road at this point and it will be important that future development of the site takes this into consideration.

Emergency Services facilities are proposed to be developed along the Armstrong Road frontage, utilising the Encounter Centre driveway. This will provide access to a main thoroughfare that links the emergency services precinct to other parts of the Victor Harbor township.

Ewen Terrace, which bounds the south-west side of the subject land, is accessed via George Main Road and is a no-through road to Armstrong Road. There is no proposal to change these access arrangements with this DPA. It is considered most likely that more significant development of this site would utilise this roadway as the main access point to the land.

There are limited formal pedestrian walkways in the area, however it is proposed that policy seek to promote non-vehicular access to and through the site to the Inman River area.

There is also potential access to George Main Road, however, this potential access point will need to be considered as part of a broader land use concept at the development application stage.

Implications for DPA policy amendments:

The DPA will also see the introduction of the Mixed Use Zone policy into the existing Development Plan from the SAPPL. Specific requirements regarding transport in relation to the local character will be included in the Desired Character statement and specific policy for the Zone. This will include the provision for appropriate access from Armstrong Road and Ewen Terrace, as well as pedestrian and bicycle movements to and through the site to the Inman River.

4.5.5.2 Utility Infrastructure

Potable Water Supply

The site is within the 'South Coast Townships' Water Supply Augmentation Charge Area. The charge is currently under review.

Water distribution mains front the site but not along Armstrong Road, these mains are currently supplied from the high pressure side of the existing control valves at the intersection of George Main Road and Broderick Terrace. The supply pressure in this area is reasonable, however head loss in the upstream transfer mains is already relatively high. The possible need for network augmentation would be subject to final development type and configuration.

Recycled Water

There is an alternative water supply main already running through the site, its easement will need to be maintained. Subject to application supply may be available under restricted conditions.

Wastewater

This site is outside of Current Victor Harbour augmentation charge area (Sewer). SA Water is currently reviewing augmentation charge area for Victor Harbour (Sewer) and will consider servicing this area.

Waste Collection

Any residential development on the site will be serviced by the Council waste collection service, providing segregation of hard waste, recycling and organic waste.

As with other non-residential uses elsewhere, separate arrangement may need to be made with private contractors regarding waste collection.

Implications for DPA policy amendments:

As noted above, development will attract some augmentation charges, however, these will be borne by the developer. Utility infrastructure requirements will be determined at the development assessment stage when the design is developed.

4.5.5.3 Stormwater and Flood Management

The site is adjacent the Inman River and floodplain. The floodplain is clearly defined by steep embankments that form a natural development boundary.

It is unclear if the broader site, which is generally flat, is vulnerable to flood risk. As the Victor Harbor (City) Development Plan does not contain flood mapping for the subject site, the risk of flooding will need to be determined at the development assessment stage. However, portions of the site have already been developed and presumably other section could follow subject to site and floor levels being established to mitigate flood risk.

It is also unclear if the site is subject to significant stormwater management issues. However, large stormwater culverts have been developed within the Armstrong Road reserve and within the TAFE site. Previous enquiries with Council (by Renewal SA) have established that Council engineers require that the open stormwater drain remain for overland flow stormwater purposes.

Notwithstanding the above, existing Council-wide policy regarding stormwater management should ensure stormwater generated as a result of development is collected, treated, discharged and/or reused consistent with current planning practice, including water sensitive urban design (WSUD) principles.

Implications for DPA policy amendments:

No amendments are required.

4.5.5.5 Flora and Fauna

The site contains part of a wide corridor of extensive native vegetation that follows the Inman River and floodplain, which provides the eastern boundary to the affected area. This vegetation is a valuable component of the riverine environment, providing a biodiversity corridor that leads to the river estuary.

There is an area of dense plantings within an open drain fronting Armstrong Road, however, it appears that this drain is on the subject land and not protected under easement by Council. These plantings may prove to be useful for the screening of development fronting this road.

There are also some road reserve plantings around the boundary site as well as established landscaping in conjunction with existing development on site.

Implications for DPA policy amendments:

Major areas of vegetation are proposed to be identified for open space purposes, which includes all of the floodplain land adjacent to the Inman River. Pathways to access the riverine environment for recreation are also envisaged.

4.5.5.6 Bushfire Risk

The Victor Harbor site is identified by the Victor Harbor (City) Development Plan as an area that is excluded from Bushfire Protection Planning provisions. This is based on its urban location that is dislocated from rural interface areas and areas of potential hazard; the availability of mains water supply, etc. The proposed rezoning is not considered to warrant a review of the bushfire risk rating for the site.

This does not dismiss the potential bushfire hazard presented by the extensive vegetation corridor following the Inman River. General policies within the Development Plan identify requirements for development in proximity to native vegetation, separation distances and mitigation of bushfire risk.

Implications for DPA policy amendments:

No amendments are required.

4.5.5.7 Heritage

There are no known heritage listings (Aboriginal or European) on or in proximity to this site.

Implications for DPA policy amendments:

No amendments are required.

4.5.5.8 Land Use History / Site Contamination

The land use history of the Victor Harbor site is unknown.

As the proposed rezoning of the land to *Mixed Use Zone* provides for a wide range of potential development outcomes, it will be unclear if the site (or part thereof) will be developed for sensitive uses that may require significant investigation or for other activities that are unlikely to warrant significant investigations.

On this basis, no preliminary site contamination investigations have been undertaken as these are more appropriate to consider at the development assessment stage once the form and sensitivity of development is determined.

Implications for DPA policy amendments:

No amendments are required.

4.5.5.9 Visual Character Assessment

The subject land is well recognised by the community, being in proximity to the town centre and important community and recreational facilities, and has exposure to the Victor Harbor ring road. It provides access to the passive recreational area of the Inman River and the vegetation flood plain area and has been extensively vegetated along some boundaries.

Policies are proposed in the Mixed Use Zone to ensure development protects and enhances the key amenable features of the site, particularly the riverine environment and the vegetated council drain. Development will be encouraged to ensure that it complements rather than dominates the natural landscape.

Implications for DPA policy amendments:

Policy is proposed for the Mixed Use Zone to ensure that development enhances the attractive features of the site, including the Inman River, vegetated areas, and provides links to recreational areas.

4.5.6 Conclusions and Recommended Policy Changes

4.5.6.1 Preferred Land Uses and Arrangement

The Victor Harbor site has significant potential as a development site given its proximity to the town centre; relatively flat topography; access to main roadways and proximity to a range of community facilities. The potential of the land lends itself to a wide range of development opportunities.

On this basis, the entirety of the site is proposed to be rezoned from *Recreation Zone* to *Mixed Use Zone* to accommodate the existing community and emergency services developments; provide for the development of further emergency services; and maximise development opportunities for this site in terms of residential, business or low impact commercial activities. This rezoning will also include the Inman Riverine environment, however, the policy will protect the nature of this area and encourage its ongoing use for recreational and open space purposes.

4.5.6.2 Council Wide Policy Implications

The Council-wide section of the Victor Harbor (City) Development Plan contains a number of policies which are relevant to the assessment of these future development proposals. However, as noted above, no amendments to the Council-wide policy are considered necessary to support the proposed outcomes and intentions of the DPA.

4.5.6.3 Mixed Use Zone

The DPA proposes to introduce a *Mixed Use Zone* over the entirety of the Victor Harbor site, taking into account the SAPPL module.

This SAPPL zone provides for a diversity of activities including commercial, community, light industry, medium density residential, office and small-scale shops. Because of the issues that may arise with the potential diversity of land uses, the policy also requires development to mitigate adverse impact upon the amenity of uses within the zone. In this regard, the DPA encourages a range of low impact activities such as community, commercial, retail and residential developments.

An area will be reserved fronting Armstrong Road to facilitate development of further emergency and community services, providing convenient access to the ring road.

As a result of particular site characteristics and desired land use outcomes, policy addressing the following issues is proposed to be introduced in the zone as local additions:

- policy to identify that land fronting Armstrong Road will provide for development of emergency service facilities - this will also include provision for a utilities easement from Ewen Terrace
- policy addressing traffic management for emergency vehicular access (right and left turn) to / from Armstrong Road, as well as safe pedestrian access
- policy providing for retention of Ewen Terrace as a no-through road
- policy providing for the protection of emergency services activities from encroachment by sensitive uses that may impinge on their full service provision
- policy to guide use of vegetated and riverine areas for recreational purposes only
- policy to guide suitable setback from native vegetation / flood plain embankment to mitigate bushfire risk and erosion
- policy to guide retention of council swale and native vegetation within

- policy regarding development of pedestrian / cycle paths through site to recreation area and to adjacent sites etc

Guidance will be established via a Concept Plan and detailed Desired Character that provides signals to expected land uses and general location, but promotes flexibility in terms of specific design outcomes.

4.5.6.4 Complying Development

Consistent with both the SAPPL *Mixed Use Zone*, no development types have been proposed for inclusion in the complying list.

4.5.6.5 Non-complying Development

The proposed non-complying list is based on the SAPPL *Mixed Use Zone*.

4.5.6.5 Categories of public notification

Schedule 9 of the *Development Regulations 2008* describes public notification categories. However, public notification categories can also be listed in the Development Plan. The public notification categories proposed in this DPA have been drafted to reflect the envisaged land uses for each zone.

4.5.6.7 Tables / mapping

The *Victor Harbor Concept Plan Figure MU/1* will be introduced to identify the proposed emergency services precinct, key access points and areas to be retained for open space.

5. Statement of Statutory Compliance

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

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

5.1 Accords with the Planning Strategy

Relevant strategies from the Planning Strategy are summarised in Section 2.2 of this document. It is the intent of the DPA to support the achievement of the Planning Strategy policies.

5.2 Accords with Other Parts of the Development Plan

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

5.3 Complements the policies in the Development Plans for adjoining areas

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

5.4 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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- *Victor Harbor Town Centre Traffic Management Plan* (2005), QED Pty Ltd
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South Australian Legislation:

- *Development Act 1993*
- *Development Regulations 2008*
- *Native Vegetation Act 1991*
- *Mining Act 1971*

