



Guidelines

for the preparation of a
DEVELOPMENT REPORT

**Shopping Centre and Residential Apartment
Complex at the corner of Anzac Highway and
Marion Road, North Plympton**

Proposal by Palmer Group



*Development
Assessment
Commission*



Guidelines

for the preparation of a
DEVELOPMENT REPORT

Shopping Centre and Residential Apartment Complex at the corner of Anzac Highway and Marion Road, North Plympton

Proposal by Palmer Group

Planning SA

Primary Industries and Resources SA

136 North Terrace, Adelaide
GPO Box 1815
South Australia 5001

Development Assessment Commission South Australia

www.planning.sa.gov.au/dac

ISBN 0759000468
FIS 22697

July 2007

CONTENTS

1	BACKGROUND	1
2	THE DEVELOPMENT REPORT PROCESS.....	3
3	THE DEVELOPMENT REPORT DOCUMENT	5
4	THE MAIN ISSUES	9

Appendix A The Development Act, 1993, Section 46D, DR Process

Appendix B Locality Plan and Site Plan

1 BACKGROUND

- 1.1 The Minister for Urban Development and Planning is assessing the environmental, social and economic impacts of the proposal by the Palmer Group (trading as Highway Inn Properties Pty Ltd), for a Shopping Centre and Residential Apartment Complex at North Plympton. The subject land is more particularly described as the south-western corner of the intersection bounded by Anzac Highway, Marion Road and Elizabeth Avenue, North Plympton with the western boundary following property boundaries as shown in the site plan in Appendix B. The proposed development is underpinned by Transit Orientated Development principles as its location is at the junction of two bus routes and is in close proximity to the Glenelg Tramway.
- 1.2 On 24 May 2007, the Minister for Urban Development and Planning made a declaration in *The South Australian Government Gazette* for the proposed development to be assessed as a Major Development under the provisions of Section 46 of the *Development Act 1993* (the Act).
- 1.3 The proposal is to construct at the 1.7 hectare site, a shopping centre plus basement car parking with residential apartments up to 10 storeys in height overall, as shown in Appendix B.
 - 1.3.1 The proposal will comprise the following;
 - In the order of up to eight levels of residential apartments with associated car parking;
 - A supermarket in the order of 3,250 m² floor space;
 - In the order of 1,500 m² floor space of speciality retail shopping outlets incorporating cafes and restaurants;
 - Public car parking spaces dispersed at street level and at basement level to serve the existing Highway Inn and the proposed development;
 - Dedicated car parking for the residential apartments;
 - Demolition of existing retail tenancies on Marion Road;
 - Demolition of four residential properties on Elizabeth Avenue, which border the site to the South;
 - A pedestrian plaza at street level between the retail elements and the Highway Inn;
 - The use of contemporary architecture to invigorate the surrounding, under-utilised land;
 - The creation of a new streetscape for Elizabeth Avenue; to enhance amenity, safety and security through passive surveillance and increased activity;

- Enhanced streetscape links and shared-use paths linking the development to the Marion Road tram stop (approximately 120 metres to the South), upgraded bus shelters, provision of secure cycle storage; and linkages to the extensive cycle routes in the area;
 - Sustainability features in order to achieve at least a 4 star Design rating for the shopping centre;
 - Sustainability features in order to achieve a 5 star Design rating for the residential apartments; and
 - Retention of the Highway Inn Hotel.
- 1.4 The Development Assessment Commission (Commission) has now determined that the ‘Highway Inn’ proposal will be subject to the processes and procedures of a Development Report (DR), as set out in Section 46D of the Act.
- 1.5 The Palmer Group (the proponent) has been advised by the Minister for Urban Development and Planning that a DR is required to assist the Governor in assessing the environmental, social and economic impacts of the proposal. A DR is a document that describes what the proponent wants to do, what the impacts will be and how the proponent plans to manage the impacts.
- 1.6 The Commission has prepared these Guidelines based on the significant issues relating to the proposed development. These Guidelines identify the potential effects of the proposal and the matters that should be addressed in the DR.
- 1.7 An opportunity for public comment will occur when the completed DR is released. At that time, an advertisement will be placed in the *Advertiser* and *Guardian Messenger* newspaper to indicate where the DR document is available and the length of the public exhibition period. During this time written submissions can be made to the Minister for Urban Development and Planning.
- 1.8 The Commission’s role in the assessment process is now fulfilled. The Minister will continue with the assessment process under Section 46 of the Act, from this point. The object of Section 46 is to ensure that matters affecting the environment, the community or the economy to a significant extent, are fully examined and taken into account in the assessment of this proposal.
- 1.9 The documentation and the analyses from the assessment process will then be used by the Governor in the decision-making process under Section 48 of the Act, to decide whether the proposal can be approved and, if so, the conditions that will apply.

2 THE DEVELOPMENT REPORT PROCESS

- 2.1 A DR, as defined in Section 46 of the Act, includes a description and analysis of issues relevant to the development and the means by which those issues can be addressed.
- 2.2 The DR should detail the expected environmental, social and economic effects of the development. The DR must consider the extent to which the expected effects of the development are consistent with the provisions of any relevant Development Plan, the Planning Strategy and any matter prescribed by the Regulations under the Act. The DR should state the proponent's commitments to meet conditions (if any) to avoid, mitigate or satisfactorily control and manage any potential adverse impacts of the development on the environment. Further to this, any other particulars required by the Minister must be considered.
- 2.3 In preparing the DR, the proponent should bear in mind the following aims of the DR and public review process:
 - 2.3.1 To provide a source of information from which interested individuals and groups may gain an understanding of the proposal, the need for the proposal, the alternatives, the environment which would be affected, the impacts that may occur and the measures to be taken to minimise these impacts.
 - 2.3.2 To provide a forum for public consultation and informed comment on the proposal.
 - 2.3.3 To provide a framework within which decision-makers may consider the environmental aspects of the proposal in parallel with economic, technical and other factors.
- 2.4 Following the release of these Guidelines (Section 46D Appendix A):
 - 2.4.1 The DR must be prepared by the proponent in accordance with these Guidelines.
 - 2.4.2 On completion of the DR, the report is submitted to the Minister for public release.
 - 2.4.3 The DR is referred to the City of West Torrens Council and to any prescribed authority or body and other relevant authorities or bodies for comment.
 - 2.4.4 Public exhibition of the DR document by advertisement is undertaken for at least 15 business days and written submissions are invited.
 - 2.4.5 Copies of the submissions from the public, Council and other relevant agencies will be given to the Palmer Group soon after closing of the public comment period.
 - 2.4.6 The proponent may prepare a written response, in a 'Response Document', to the matters raised by the Minister, and Council or any prescribed or specified authority or body, and the public. The proponent is given 10 business days to provide this Response Document to the Minister.

- 2.4.7 The Minister then prepares an Assessment Report taking into account any submissions and the proponent's Response. Comments from the Council or other authority or body may be considered as the Minister thinks fit.
- 2.4.8 The Assessment Report and the Response Document will be kept available for inspection and purchase at a place determined by the Minister for a period determined by the Minister. Availability of each of these documents will be notified by advertisements in *The Advertiser* and *Guardian Messenger* newspapers.
- 2.4.9 A copy of the DR, any Response Document prepared by the proponent and the Assessment Report will be given to the Council.
- 2.4.10 When a proposal is subject to the DR process, the Governor is the relevant decision maker under Section 48 of the Act and must have regard to:
- Provisions of the appropriate Development Plan and Regulations
 - If relevant, the Building Rules
 - The Planning Strategy
 - DR and the Assessment Report
 - If relevant, the *Environment Protection Act 1993*.
- 2.4.11 The Governor can indicate at any time, and prior to completion of the assessment process, that the development will not be granted authorisation. This may occur if it is clear that the development is inappropriate or cannot be managed properly. This is commonly referred to as an "early no."

3 THE DEVELOPMENT REPORT DOCUMENT

- 3.1 The Guidelines set out the major issues associated with the proposal and their degree of significance as determined by the Commission. It describes each issue and then outlines the way that these issues should be dealt with in the DR.
- 3.2 In these Guidelines, the terms 'description' and 'discussion' should be taken to include both quantitative and qualitative material as practicable and meaningful. Similarly, adverse and beneficial effects should be presented in quantitative and/or qualitative terms as appropriate.
- 3.3 The main text of the DR should be clear and precise and presented in terms that are readily understood by the general reader. Technical details should be included in the appendices so that the DR forms a self-contained entity.
- 3.4 The document should give priority to the major issues associated with the proposal. Matters of lesser concern should be dealt with only to the extent required to demonstrate that they have been considered to assist in focussing on the major issues.

3.5 THE DR SHOULD PROVIDE THE FOLLOWING:

3.5.1 SUMMARY

A concise summary should be provided of the matters set out in Section 46D of the Act, including all aspects covered under the headings set out in the Guidelines below, in order for the reader to obtain a quick but thorough understanding of the proposal and all its effects.

3.5.2 INTRODUCTION

The introduction to the DR should briefly cover the following:

- Background to and objectives of the proposed development
- Details of the proponent
- Staging and timing of the proposal
- Relevant legislative requirements and assessment process
- Purpose and description of the DR process

3.5.3 NEED FOR THE PROPOSAL

This section of the DR should contain a brief statement of the objectives of, and justification for, the proposal, including:

- the specific objectives the proposal is intended to meet;
- expected regional, state or national benefits and costs (including those that cannot be adequately described in monetary or physical terms, eg. effects on cultural and aesthetic amenity); and

- a summary of environmental, economic and social arguments to support the proposal, including the consequences of not proceeding with the proposal.

3.5.4 DESCRIPTION OF THE PROPOSAL

The description of the proposal should cover its construction and operation, and include the location and layout of the structures and infrastructure availability and requirements.

- North, South, East and West elevations of the building and 3-D perspectives from Marion Road, Anzac Highway and Elizabeth Avenue.
- A site plan and floor plans including the proposed apartment layouts and associated car parking.
- Details of any communal facilities for the apartments, in the form of shared open space, laundry areas, recreational facilities, storage areas.
- Recycling and waste management arrangements.
- The process and timing of the construction.

3.6 THE DEVELOPMENT REPORT MUST INCLUDE THE FOLLOWING:

3.6.1 ASSESSMENT OF EXPECTED ENVIRONMENTAL, SOCIAL AND ECONOMIC EFFECTS

The assessment of effects should include all issues identified in Section 4 of these Guidelines.

3.6.2 CONSISTENCY WITH GOVERNMENT POLICY

The Act requires the DR to state its consistency with the relevant Development Plan and Planning Strategy.

3.6.3 AVOIDANCE, MITIGATION, MANAGEMENT AND CONTROL OF ADVERSE EFFECTS

The proponent's commitments to meet conditions to avoid, mitigate, satisfactorily manage and/or control any potentially adverse impacts of the development on the physical, social or economic environment must be clearly identified.

3.7 ADDITIONAL INFORMATION

3.7.1 Sources of Information

The sources of information (eg reference documents, literature searches, research projects, authorities consulted) should be fully referenced. Where judgments are made, or opinions given, these will need to be clearly identified

as such, and the basis on which these judgments or opinions are made will need to be justified. The expertise of those making the judgement, including the qualifications of consultants and authorities, should also be provided.

3.7.2 Appendices

Technical and additional information relevant to the DR that is not included in the text should be included in the appendices (maps, graphs, tables, photographs, report etc). A glossary may also be appropriate.

The design of the proposal should be flexible enough to incorporate changes to minimise any impacts highlighted by this evaluation or by post-operation monitoring programs, if applicable.

3.7.3 Other

Appropriate plans, drawings and elevations are needed for the decision to be made and as much information as possible should be provided.

4 THE MAIN ISSUES

4.1 THE PROPOSAL

- 4.1.1 Need for the proposed development in terms of the demand for the proposed supermarket, retail outlets and apartment accommodation.
- 4.1.2 Describe the sustainability benefits of the proposed development to the State and to the local community.

4.2 URBAN DESIGN

- 4.2.1 Describe the sustainable features of the proposed development through the use of Transit Orientated Development (TOD) principles including the enhancement of existing transit stops.
- 4.2.2 Outline the extent to which the proposed development addresses this landmark location, being the intersection of two arterial roads and the midway point between the City and Glenelg.
- 4.2.3 Detail the proposed linkages and pedestrian connectivity to the public transport systems, the safety of those connections and the distances between transit stops.
- 4.2.4 Outline the objectives for the proposed 'urban village' and the enhanced community social interaction that would be generated.
- 4.2.5 Describe the relationship of the proposed development to adjacent buildings and its integration with the Highway Inn and neighbouring commercial and residential development.
- 4.2.6 Indicate measures that would provide safe and convenient pedestrian connections to surrounding areas and in particular, access to the Tramway and adjacent streets.
- 4.2.7 Describe the visual impact of the proposed development on the immediate locality; taking into account the intensity, height and scale of the proposed building and also the effects when viewed from various vantage points, especially along Anzac Highway and Marion Road.
- 4.2.8 Provide an analysis of the pedestrian 'desire lines' across the site, having regard to the accessibility of open spaces and connectivity between buildings and car parking areas.
- 4.2.9 Describe the proposed linkages to existing development including the North Plympton Shopping Centre and any focal points for social interaction.
- 4.2.10 Describe the streetscape treatments to all publicly visible building elements, having regard to the prominent nature of the site.

- 4.2.11 Detail the pedestrian interfaces of the proposed building and their relationship to the streets and public spaces, including amenity and opportunities for pedestrian interaction.
- 4.2.12 Provide transverse cross-sections of the proposed building to demonstrate its relationship to the existing Highway Inn and neighbouring residential buildings.
- 4.2.13 Provide details of the 'screen wall' and any landscaping that bounds the loading area for the proposed supermarket and the residential component on the southwestern side.
- 4.2.14 Provide shadow diagrams to indicate the degree of overshadowing of existing residential development to the south and south west of the site at various times, including winter solstice and summer solstice at 9.00am, 12.00 noon and 3.00pm.
- 4.2.15 Demonstrate the application of CPTED (Crime Prevention through Environmental Design) principles regarding personal and public safety and security issues.
- 4.2.16 Describe the potential impact of the proposed development on the microclimate of the surrounding buildings and open spaces with reference to overshadowing, wind turbulence and glare/reflection characteristics of external surfaces.
- 4.2.17 Provide details of the construction materials, surface treatments and colours for the proposed development.
- 4.2.18 Provide screening details for air conditioning plant containment, having regard to visibility from surrounding areas of the upper levels and roofscape.
- 4.2.19 Describe measures that would maintain privacy and minimise overlooking between the apartments.

4.3 TRAFFIC, PARKING AND VEHICLE MOVEMENTS

- 4.3.1 Detail the existing car parking facilities for the Highway Inn and the car parking spaces for the proposed development.
- 4.3.2 Describe the existing surrounding traffic movements including any restrictions on traffic movements in the locality, showing the associated points of access and egress and their placement.
- 4.3.3 Describe the access and egress arrangements for the proposed development and their impact on the operation of Marion Road and Anzac Highway.
- 4.3.4 Detail the impact on traffic movements from the vehicular access to and from the site, including safety and traffic flow considerations.

- 4.3.5 Detail the relationship of the drive through facility and the proposed bottle shop.
- 4.3.6 Describe the effect on the public domain of the proposed underground car park in terms of visual impact, ease of access and pedestrian movement.
- 4.3.7 Provide a Traffic and Parking Management Plan that includes movement analysis and the kinds of movement the proposed development will generate.

4.4 SUSTAINABILITY

- 4.4.1 Describe the ecologically sustainable objectives of the proposed development and the approach and methodology to be used to achieve these objectives, particularly the Green Building Code of Australia.
- 4.4.2 Describe how a four star rating will be achieved for the proposed shopping centre component.
- 4.4.3 Describe how a five star rating will be achieved for the proposed residential component.
- 4.4.4 Provide details on the elevations and plans for the energy efficient design elements (on both the residential and commercial components) where alternative renewable energy options would be utilised.
- 4.4.5 Describe how the proposed development would encourage a modal shift from car usage to ‘greener’ methods of transport, including the reduction of car parking requirements and the implementation of Transit Orientated Development principles.
- 4.4.6 Detail the facilities provided for cyclists within the proposed development.
- 4.4.7 Provide details of the measures to be used to reduce the impact of road traffic noise and emission pollution on the residential component due to its proximity to a major transport corridor.
- 4.4.8 Provide details of all landscaping (including surface treatments, street furniture and lighting), including the contribution of the landscaping to the Urban Forest program and Water Sensitive Urban Design (WSUD).
- 4.4.9 Describe how a green roof system could be used for rooftop/garden design, including the integration of stormwater management.

4.5 ECONOMIC ISSUES

- 4.5.1 Detail the economic effects of the proposal in terms of local or broader employment generation from construction and on-going commercial activities proposed in the development.

- 4.5.2 Describe the economic contribution that additional commercial activities would make to the immediate Neighbourhood Centre and broader locality.
- 4.5.3 Describe the proposed mix of uses and the likely impact these would have on existing commercial activities and site capacity.

4.6 INFRASTRUCTURE AND ENVIRONMENT

- 4.6.1 Detail the location of any existing public utility services (water, sewerage, electricity, gas and communications) and describe how the proposed development will affect these services.
- 4.6.2 Demonstrate the compatibility between the proposed residential use and the existing and proposed commercial development on the site, especially in terms of potential noise disturbance.
- 4.6.3 Identify any potential sources of asbestos of any proposed demolition and describe the appropriate form of its removal and disposal.
- 4.6.4 Detail measures for capture and reuse of stormwater and roof run-off, for irrigation purposes and for the internal use of flushing toilets.
- 4.6.5 Indicate the location of the rainwater tanks that would be used.
- 4.6.6 Identify the procedures for the removal of waste for business and residents.
- 4.6.7 Identify the opportunities for recycling of waste for business and residents.
- 4.6.8 Provide a detailed stormwater management plan and indicate onsite detention and quality improvement measures (permeable paving, swales, silt traps, sumps etc).

4.7 CONSTRUCTION EFFECTS

- 4.7.1 Describe the transport and storage of any construction materials with a view to minimising effects on the local environment.
- 4.7.2 Provide details of the hours of operation of construction activities.
- 4.7.3 Describe strategies for ensuring public safety during construction.
- 4.7.4 Provide a site construction plan and outline strategies to minimise effects on the local environment, especially traffic and noise.
- 4.7.5 Detail how the environmental impacts of the demolition of the existing buildings and construction of the proposed development will be minimised and mitigated, with reference to:
 - Noise;
 - Dust;
 - Groundwater;
 - Stormwater runoff and reuse;

- Waste disposal;
- Water reuse;

4.8 OPERATIONAL EFFECTS

- 4.8.1 Provide details of the proposed hours of operation of retail and commercial activities.
- 4.8.2 Provide an environmental management plan to deal with operational activities.

4.9 HAZARDS

- 4.9.1 Describe the compatibility of the proposed development with height restrictions associated with the operations of Adelaide Airport.
- 4.9.2 Provide a site history report to ascertain whether the site has any contamination issues, having regard to the proposed residential component.

4.10 PLANNING AND ENVIRONMENTAL LEGISLATION AND POLICIES

- 4.10.1 Describe the proposal's consistency with the relevant Development Plan and the Planning Strategy
- 4.10.2 Describe the proposal's consistency with the *Environment Protection Act, 1993* and the duty of care under this legislation.
- 4.10.3 Identify any changes that may be required to the zoning of the site.

APPENDIX A

Development Act, Section 46D:

DR process—Specific provisions

- (1) This section applies if a DR must be prepared for a proposed development.
- (2) The Minister will, after consultation with the proponent—
 - (a) require the proponent to prepare the DR; or
 - (b) determine that the Minister will arrange for the preparation of the DR.
- (3) The DR must be prepared in accordance with guidelines determined by the Development Assessment Commission under this Subdivision.
- (4) The DR must include a statement of—
 - (a) the expected environmental, social and economic effects of the development;
 - (b) the extent to which the expected effects of the development are consistent with the provisions of—
 - (i) any relevant Development Plan; and
 - (ii) the Planning Strategy; and
 - (iii) any matters prescribed by the regulations;
 - (c) if the development involves, or is for the purposes of, a prescribed activity of environmental significance as defined by the *Environment Protection Act 1993*, the extent to which the expected effects of the development are consistent with—
 - (i) the objects of the *Environment Protection Act 1993*; and
 - (ii) the general environmental duty under that Act; and
 - (iii) relevant environment protection policies under that Act;
 - (ca) if the development is to be undertaken within the Murray-Darling Basin, the extent to which the expected effects of the development are consistent with—
 - (i) the objects of the *River Murray Act 2003*; and
 - (ii) the *Objectives for a Healthy River Murray* under that Act; and
 - (iii) the general duty of care under that Act;
 - (cb) if the development is to be undertaken within, or is likely to have a direct impact on, the Adelaide Dolphin Sanctuary, the extent to which the expected effects of the development are consistent with—
 - (i) the objects and objectives of the *Adelaide Dolphin Sanctuary Act 2005*; and
 - (ii) the general duty of care under that Act;

- (d) the proponent's commitments to meet conditions (if any) that should be observed in order to avoid, mitigate or satisfactorily manage and control any potentially adverse effects of the development on the environment;
 - (e) other particulars in relation to the development required—
 - (i) by the regulations; or
 - (ii) by the Minister.
- (5) After the DR has been prepared, the Minister—
- (a) —
 - (i) must, if the DR relates to a development that involves, or is for the purposes of, a prescribed activity of environmental significance as defined by the *Environment Protection Act 1993*, refer the DR to the Environment Protection Authority;
 - (ia) must, if the DR relates to a development that is to be undertaken within the Murray-Darling Basin, refer the DR to the Minister for the River Murray;
 - (ib) must, if the DR relates to a development that is to be undertaken within, or is likely to have a direct impact on, the Adelaide Dolphin Sanctuary, refer the DR to the Minister for the Adelaide Dolphin Sanctuary;
 - (ii) must refer the DR to the relevant council (or councils), and to any prescribed authority or body; and
 - (iii) may refer the DR to such other authorities or bodies as the Minister thinks fit,

for comment and report within the time prescribed by the regulations; and
 - (b) must ensure that copies of the DR are available for public inspection and purchase (during normal office hours) for at least 15 business days at a place or places determined by the Minister and, by public advertisement, give notice of the availability of copies of the DR and invite interested persons to make submissions to the Minister on the DR within the time determined by the Minister for the purposes of this paragraph.
- (6) The Minister must, after the expiration of the time period that applies under subsection (5)(b), give to the proponent copies of all submissions made within time under that subsection.
- (7) The proponent may then prepare a written response to—
- (a) matters raised by a Minister, the Environment Protection Authority, any council or any prescribed or specified authority or body, for consideration by the proponent; and
 - (b) all submissions referred to the proponent under subsection (6),
- and provide a copy of that response to the Minister within the time prescribed by the regulations.

- (8) The Minister must then prepare a report (an *Assessment Report*) on the matter taking into account—
 - (a) any submissions made under subsection (5); and
 - (b) the proponent's response (if any) under subsection (7); and
 - (c) comments provided by the Environment Protection Authority, a council or other authority or body; and
 - (d) other comments or matter as the Minister thinks fit.
- (9) Copies of the DR, any response under subsection (7) and the Assessment Report must be kept available for inspection and purchase at a place determined by the Minister for a period determined by the Minister.
- (10) If a proposed development to which a DR relates will, if the development proceeds, be situated wholly or partly within the area of a council, the Minister must give a copy of the DR, any response under subsection (7) and the Assessment Report to the council.

Appendix B Locality Plan and Site Plan

