



**MOUNT GAMBIER (CITY) AND
GRANT (DC) DEVELOPMENT PLANS**


**Greater Mount Gambier Deferred
Urban**

Development Plan Amendment by the Minister

For Approval

Declared by the Minister for Urban Development and Planning
to be an approved amendment under section 26 (8)

Development Act 1993


.....
Signature

Date of Gazette

16 OCT 2008

Approval DPA

Background

The Greater Mount Gambier Deferred Urban Development Plan Amendment (DPA) by the Minister amends the following Development Plan(s):

- Grant (DC)
- Mount Gambier (City)

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

- An Initiation document agreed on 8 February 2008
- A DPA released for agency and public/council consultation from 28 February 2008 to 24 April 2008
- Interim operation that commenced on 28 February 2008
- A public meeting conducted by the Development Policy Advisory Committee (DPAC) Sub-committee on 12 May 2008.

Consultation and responses

A total of four public submissions, two council submissions, and ten agency submissions were received in relation to the DPA during the consultation period. Three verbal submissions were made at the public meeting. The main issues raised largely related to the subsequent detailed plans that will need to be prepared for the deferred urban areas, which will be subject to a separate DPA process.

Approval Stage

No changes have been made to the DPA as a result of consultation. However, the amendments brought into interim operation have been varied following the approval of the District Council of Grant's Transport Services Development Plan Amendment on 14 August 2008, which rezoned a portion of the Deferred Urban (Northern Gateway) to Industry (Grant).



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Greater Mount Gambier Deferred Urban

Development Plan Amendment by the Minister

THE AMENDMENT



Development Act 1993

Amendment Instructions Table – Development Plan Amendment

Name of Local Government Area(s):

District Council of Grant

City of Mount Gambier

Name of Development Plan(s):

Grant (DC)

Mount Gambier (City)

Name of DPA:

Greater Mount Gambier Deferred Urban

The following amendment instructions (at the time of drafting) relate to the Grant (DC) Development Plan consolidated on 14 August 2008 and Mount Gambier (City) Development Plan consolidated on 10 July 2008. Where amendments to these Development Plans 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.

Amendment instructions

To give effect to the amendments authorised for Interim Operation on 28 February 2008, except as varied by the Transport Services Development Plan Amendment prepared by the District Council of Grant and approved on 14 August 2008.

Note: The approved Transport Services Plan Amendment varied Maps Gra/17 and Gra/26 in the Grant (DC) Development Plan by expanding the Industry (Grant) Zone. The final approval version of the Greater Mount Gambier Deferred Urban Plan Amendment should retain those changes, which were consolidated into the Grant (DC) Development Plan on 14 August 2008. This is the only variation between the interim operation version of the Plan Amendment and this final approval version.



MOUNT GAMBIER (CITY) AND GRANT (DC) DEVELOPMENT PLANS

Greater Mount Gambier Deferred Urban

Development Plan Amendment by the Minister

**EXECUTIVE SUMMARY AND ANALYSIS
RELEASED FOR CONSULTATION ON 28
FEBRUARY 2008**

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EXECUTIVE SUMMARY

INTRODUCTION

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

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

A DPA consists of:

- Executive Summary (this section)
- Analysis
- Conclusions and Recommended Policy Changes
- Statement of Statutory Compliance
- References/Bibliography
- The Amendment.

This DPA has been prepared by the Minister for Urban Development and Planning in accordance with Sections 24(1)(d) and 26 of *the Development Act 1993*. Section 24(1)(d) enables the Minister to amend Development Plans where the same amendment, or substantially the same amendment, is to be made to two or more Development Plans.

The DPA will introduce the same zoning over parts of the Development Plans of the City of Mount Gambier and the District Council of Grant.

NEED FOR THE AMENDMENT

This DPA is proposing to introduce a Deferred Urban (Northern Gateway) Zone over land identified as the Northern Gateway Precinct (Figure 1) within the Greater Mount Gambier Master Plan. The land affected by this DPA extends over two Council areas, the City of Mount Gambier and the District Council of Grant and is currently zoned Primary Industry, Rural Living, Bulky Goods and Residential. The land accommodates a range of uses including a caravan park, seed grower, primary production and residential.

To ensure that Mount Gambier retains its identity as a vibrant regional city and expands in a sustainable and ordered manner, the two Councils, together with the State Government, have developed the Greater Mount Gambier Master Plan. The Master Plan provides the community, business and all levels of government with certainty and understanding about the medium-to-long term direction of the future physical development of the

Greater Mount Gambier¹ area. The Master Plan sets out directions for the future growth of Greater Mount Gambier by identifying where different land uses such as housing, industry and retailing activity should (and should not) be located.

The Greater Mount Gambier Master Plan has been incorporated into the Planning Strategy for South Australia, thereby giving the document formal statutory effect.

The introduction of a Deferred Urban (Northern Gateway) Zone will act as a holding measure to prevent development on the subject land that may be contrary to its future use, as described in the Master Plan. The Northern Gateway Precinct is central to the proposed growth areas along the northern edge of the City and is therefore considered the most logical position for additional retail/commercial development. A district centre is considered appropriate to serve the population of this area. The DPA therefore seeks to protect this Gateway for future retail/commercial development whilst also recognising existing developments.

A subsequent DPA is likely to be prepared to achieve the strategic directions sought by the Greater Mount Gambier Master Plan.

AREA(S) AFFECTED

The affected area (see Figure 2) is located within the Primary Industry and Rural Living Zones of the Grant (DC) Development Plan, and the Residential and Bulky Goods Zones of the Mount Gambier (City) Development Plan.

SUMMARY OF PROPOSED POLICY CHANGES

The DPA proposes the following changes:

- Rezone the area identified as the 'Affected Area' in Figure 2 to Deferred Urban (Northern Gateway) Zone.
- Consequential amendments to text and maps within the Mount Gambier (City) and Grant (DC) Development Plans.

LEGAL REQUIREMENTS

Prior to the preparation of this DPA, the Minister received advice from a person or persons holding prescribed qualifications pursuant to Section 101 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
- complements the policies in Development Plans for adjoining areas
- satisfies the requirements prescribed by the Regulations under the Development Act.

¹ Greater Mount Gambier is the area within approximately 5 km radius of the Central Business District (CBD) of Mount Gambier.

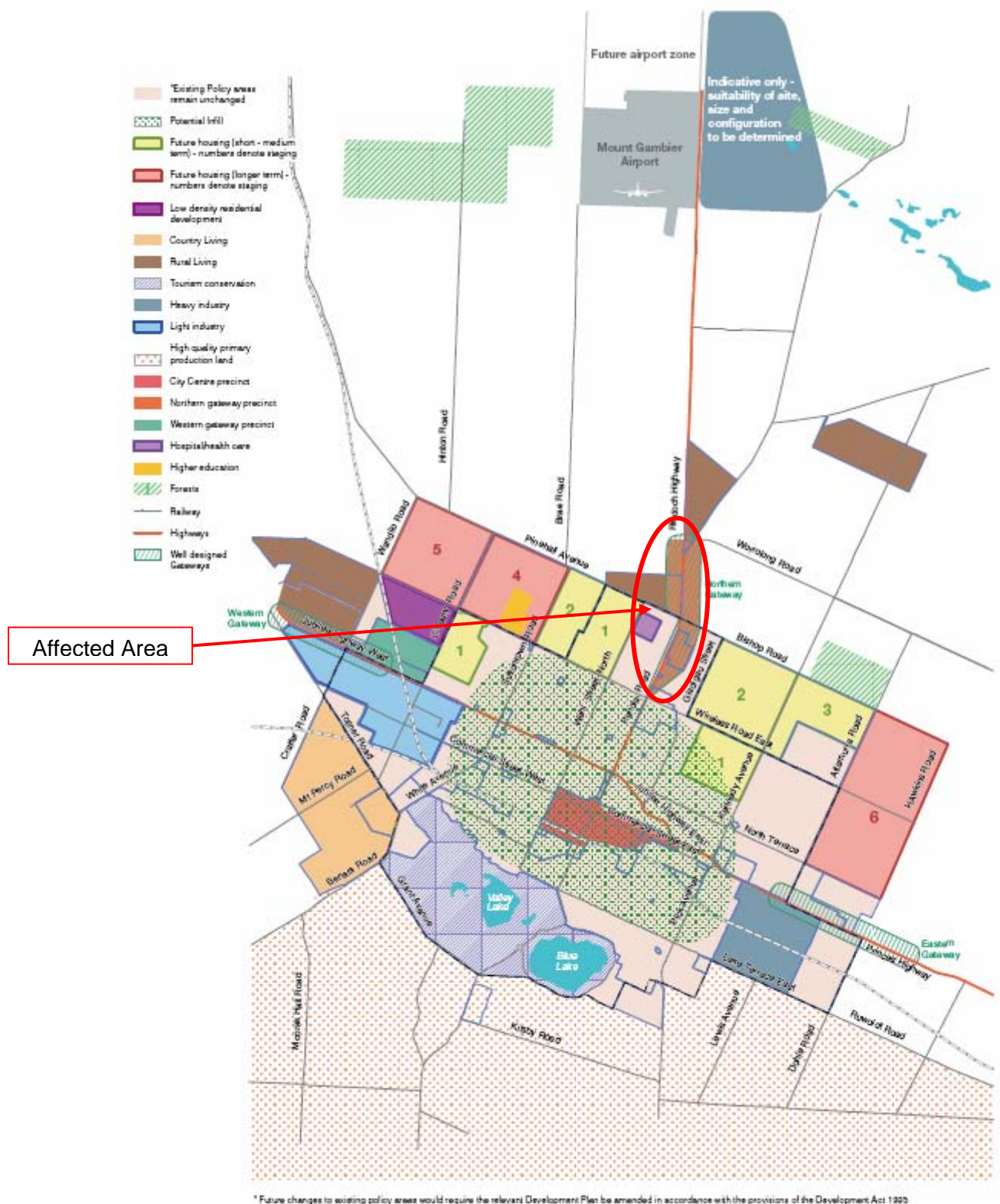


Figure 1: Map showing area defined as the “Northern Gateway Precinct” within the Greater Mount Gambier Master Plan

INTERIM OPERATION

Section 28 of the Development Act provides that interim development control should be used:

Where the Minister is of the opinion that it is necessary in the interests of orderly and proper development of an area of the State that an amendment to a Development Plan should come into operation without delay, the Minister may, at the same time as, or at any time after, a DPA in relation to the amendment is released for public consultation under this subdivision, and without the need for prior consultation with any Council or other authority, by notice in the Gazette, declare that the amendment will come into operation on an interim basis on a day specified in the notice.

This Ministerial DPA is being released on interim operation, which means that its policy intent is effective from the date it is gazetted for a period of 12 months. Interim operation is being used because the Minister is 'of the opinion that this is necessary in the interests of the orderly and proper development of an area of the state'.

CONSULTATION

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

Key organisations and agencies that will be consulted on the DPA include:

- City of Mount Gambier
- District Council of Grant
- Department for Transport, Energy and Infrastructure
- Department of Trade and Economic Development
- Department for Families and Communities
- ETSA Utilities
- SA Water

All written and verbal agency and public submissions made during the consultation phase will be recorded, considered and summarised. Subsequent changes to the DPA may occur as a result of this consultation process. (See also 'Have your say' information box at the front of this DPA.)

The two Councils - the City of Mount Gambier and the District Council of Grant - were consulted during the development of the Mount Gambier Master Plan, which forms the basis for this DPA.

THE FINAL STAGE

When the Development Policy Advisory Committee (DPAC) has considered the comments received and heard all the public submissions, it will provide a report of its findings to the Minister for Urban Development and Planning.

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

1. ANALYSIS

1.1 BACKGROUND

The Mount Gambier and Grant Councils, together with the State Government, have developed the Greater Mount Gambier Master Plan to guide future development within the Greater Mount Gambier area. This DPA is necessary to ensure the relevant Development Plans are consistent with the Master Plan and, in particular, the desired outcomes for the Northern Gateway Precinct, identified in the Master Plan.

The Master Plan has been incorporated into the Planning Strategy and as such has formal statutory effect.

The Master Plan will position Greater Mount Gambier to take advantage of the relevant targets established within *South Australia's Strategic Plan 2007*, particularly in regard to regional population growth. It can be used as a tool to inform investment decisions and coordinate the provision of infrastructure and services, and will serve to:

- reinforce Greater Mount Gambier's place as a vibrant regional city that provides a diverse range of services and opportunities for local residents and people in the surrounding region
- encourage the diversification of industry, business and retail activities to enable the expansion of employment opportunities in the wider region
- ensure entrances to the city along major highways are attractive and appealing
- ensure decision making processes effectively integrate both short and long-term economic, environmental, social and equity considerations.

The Master Plan provides for three distinct commercial and retail locations for existing and future retail activities, one of which is the Northern Gateway Precinct.

The Northern Gateway Precinct

Over the next 20 years, the majority of residential development in Mount Gambier will occur in the designated growth areas along the northern edge of the city. The Northern Gateway Precinct represents the most central location to these proposed growth areas and is therefore considered the most logical position for additional retail/commercial development. It is considered that a District Centre would be appropriate to serve the population catchment of these growth areas.

For a major regional centre and a significant tourist destination, the entrance from the north into Greater Mount Gambier along Penola Road/Riddoch Highway currently lacks a clear sense of 'arrival'. This should be addressed through establishing a 'Northern Gateway Precinct'.

The Northern Gateway Precinct will incorporate a variety of land uses, including a large supermarket and supporting specialty shops south of

Bishop Avenue, and a range of shopfront businesses, which may include workshop facilities etc to the rear of these premises, supporting transport and primary industries located north of Pinehall Avenue and Bishop Road.

To achieve this, the development of the Precinct should be based on a detailed design framework which incorporates the staging of development and considers issues such as the appropriate eastern and western boundaries of the zone, landscaping, visual impacts and setbacks. It should include the potential to introduce service roads to ensure a functional and attractive northern entrance into the city. The framework should also support the creation of a dual highway between the city and the airport to further enhance this key entry point to the city.

To accommodate these spatial requirements, the Northern Gateway Precinct may need to extend at least 200 metres either side of the existing Penola Road alignment.

1.2 THE STRATEGIC CONTEXT AND POLICY DIRECTIONS

1.2.1 Consistency with the Planning Strategy

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

The *Planning Strategy for Regional South Australia* is being updated on a region-by-region basis over a two year period during 2007-08. The *Planning Strategy for Regional SA* (January 2003) will therefore be gradually replaced by seven stand-alone volumes of the Planning Strategy titled 'Regional Land Use Frameworks' (one for each of seven new country planning regions). It is expected that the last of these will be completed by the end of 2008.

The Master Plan has been incorporated into the Planning Strategy and this DPA provides a 'holding measure' to enable the strategic directions set out in the Master Plan to be realised at a future date. The DPA is therefore considered consistent with the Planning Strategy.

In addition to the Greater Mount Gambier Master Plan strategic directions, other relevant strategies from the Planning Strategy for Regional South Australia that are addressed by the DPA's proposed policies are:

Economic Activity

Business Support

- 21 Promote a business environment conducive to private investment and capital attraction.
 - a. Ensure plans encourage private sector investment.
 - b. Incorporate economic priorities from the State and Regional Economic Development Strategies into land use plans.

People, Towns and Housing

Town Growth and Business Centres

- 10 When investigating the potential growth of towns and cities consider the effect of regional growth issues.
 - a. Assess the overall demographic impact on regions when considering the provision of public facilities in major towns.
 - b. Ensure towns and settlements have adequate areas for growth.
 - c. Distribute land uses in towns and settlements in a way that avoids conflict between incompatible development.
 - d. Ensure physical and social infrastructure is provided to growing towns and cities according to a coordinated and planned program.
- 13 Integrate the planning and management of urban infrastructure in an efficient manner, to conveniently locate facilities and to create an attractive, safe, inclusive and enjoyable place to live.
 - a. Encourage economic and efficient use and development of physical infrastructure and its provision to adequately meet existing and future needs of the community.
 - b. Ensure new housing and other urban development is continuous with and forms compact extensions of existing built-up areas.
 - c. Release areas for urban growth to maintain location choice and economic provision of services.
 - d. Eliminate physical and social barriers to full participation in community activities and services.
- 14 Concentrate shops, offices, services, civic and community activities in towns and business centres.
 - a. Locate retailing in designated centres.
 - b. Reduce conflicts between road traffic, customer parking and pedestrian movement.
 - c. Encourage housing within or adjacent to town and business centres, particularly to accommodate people without access to private transport.

South East Planning and Development Area

People, Towns and Housing: Towns and Urban Areas

Growth of the town should be accommodated within town boundaries to preserve valuable primary production land, maintain the town's distinctive qualities and character and to make the most efficient use of existing infrastructure. Higher residential densities should be considered in appropriate locations in order to maintain the integrity of the township and minimise pressure on urban infrastructure. Growth and expansion of business and employment generating activities must be carefully planned to prevent encroachment by development that is incompatible and has the potential to result in land use conflicts and other interface problems.

People, Towns and Housing Strategies

- 22 Develop Mount Gambier as the principal town centre for the area and facilitate a strong and diverse economic base that delivers a variety

of good quality services and products to residents and the surrounding community.

1.2.2 Consistency with other key policy documents

This DPA recognises and supports *South Australia's Strategic Plan* and in particular will assist in implementing key targets, including:

- T1.21 Strategic infrastructure: Match the national average in terms of investment in key economic and social infrastructure.
- T1.22 Total population: Increase South Australia's population to 2 million by 2050, with an interim target of 1.64 million by 2014.
- T5.9 Regional population levels: maintain regional South Australia's share of the State's population (18%).

1.2.3 BDP Policy Library

The State Government is currently improving South Australia's planning and development assessment system by implementing the Better Development Plans (BDP) program.

This DPA will adopt a modified BDP Planning Policy Library Version 3 - *Deferred Urban Zone* module, to reflect the particular circumstances of this land and the desired land use outcomes.

1.3 INVESTIGATIONS PREVIOUSLY UNDERTAKEN

Investigations undertaken in the preparation of the Greater Mount Gambier Master Plan informed this DPA. Issues considered as part of the investigations for the Master Plan included:

- Population growth and dwelling/land demand
- Infrastructure and services:
 - Transport
 - Airport extension
 - Public transport
 - Health services
 - Police
 - Courts
 - Education
 - Waste and wastewater
 - Water supply
 - Energy
 - Information and communication technology.

The following documents were considered in preparation of this DPA:

- *Greater Mount Gambier Master Plan*
- *Greater City of Mount Gambier Issues Paper: Towards a Vision for the Future* (March 2007)
- *Mount Gambier, South Australia Retail Demand Analysis* (May 2006)
- *Grant (DC) Development Plan*
- *Mount Gambier (City) Development Plan*
- *Planning Strategy for Regional South Australia*

- *South Australia's Strategic Plan*

This DPA also reviewed the Mount Gambier Bulky Goods (Penola Road) DPA, which rezoned a portion of the land proposed to be affected by this Ministerial DPA from Residential to Bulky Goods (gazetted on 26 May 2005).

This DPA takes into account the following current Mount Gambier (City) DPA:

- Centres, Commercial and Local Shopping Zones DPA: This DPA will review the centre, commercial and shopping zones to formalise a retail hierarchy within the City and provide a clear strategic framework for future centre development. Council is still preparing the DPA for consultation.

This DPA takes into account the following current Grant (DC) DPAs:

- Retail (Neighbourhood Centre) Zone DPA: This DPA proposes to rezone land on the Jubilee Highway West in Mount Gambier to a Neighbourhood Centre Zone to allow for retail development. The DPA has completed its public consultation phase.
- Transport Services DPA: This DPA proposes to supply suitable serviced flat land for industrial and commercial purposes related to transport industries and services adjacent to the proposed bypass route north of the city. Specifically it proposes to rezone some of the land subject to this Ministerial DPA to Industry (Grant) Zone, Transport Services Policy Area. The DPA completed its consultation phase in February 2007.

1.4 INVESTIGATIONS INITIATED TO INFORM THIS DPA

The following documents were considered in preparation of the DPA:

- Review of current retail analysis available on Mount Gambier and Grant Councils and the location of present and future bulky goods retailers
- Analysis of current land use, zoning, ownership, and related information to better define the site to be rezoned
- Analysis of development trends within the region.

2. CONCLUSIONS AND RECOMMENDED POLICY CHANGES

The DPA's intent is to provide a 'holding measure' to prevent development that may be contrary to the future use of the land identified as the 'Northern Gateway Precinct' within the Greater Mount Gambier Master Plan.

The approach to the policy framework is based on the preparation of a Deferred Urban (Northern Gateway) Zone, which will be applied over the subject land in both the City of Mount Gambier and the District Council of Grant.

The Zone provisions are based on a modified form of the BDP Planning Policy Library Deferred Urban Zone module, with the main change comprising an expanded non-complying development list to ensure the

prevention of development that may otherwise be prejudicial to achieving the desired future development of the land as outlined in the Greater Mount Gambier Master Plan. A restricted range of rural uses and a continuation of existing uses are envisaged in the Zone until a detailed design framework is completed and its findings for the site implemented through a subsequent DPA.

Changes to the existing Bulky Goods Zone provisions and various figures, structure plans and zone maps are required within the Mount Gambier (City) Development Plan, as are changes to the zone maps within the Grant (DC) Development Plan.

3. STATEMENT OF STATUTORY COMPLIANCE

3.1 Introduction

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

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

3.2 Accords with the Planning Strategy

Relevant strategies from the Planning Strategy are summarised in Sections 1.2 and 1.2.1 of these investigations. It is the intent of the DPA to support the achievement of the Planning Strategy policies.

3.3 Accords with other parts of the Development Plan

The policies in this DPA are consistent with the format, content and structure of the Mount Gambier (City) Development Plan and the Grant (DC) Development Plan. The policies are based on the BDP Deferred Urban Zone module, but regard has also been given to the Deferred Urban Zone provisions within the Grant (DC) Development Plan.

3.4 Complements the policies in the Development Plans for adjoining areas

The amendment is unlikely to affect the Development Plan policies of any other adjoining Council areas as it is not located on the boundary with these Council areas.

3.5 Satisfies the requirements prescribed by the Regulations

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

REFERENCES/BIBLIOGRAPHY

Dimasi, 2006, *Mount Gambier, South Australia Retail Demand Analysis*, South Australia

Government of South Australia, 2007, *South Australia's Strategic Plan*

Grant (DC) Development Plan

Grant (DC), *Retail (Neighbourhood Centre) Zone Development Plan Amendment* (consolidated 26 May 2005)

Grant (DC), *Transport Services Development Plan Amendment*

Mount Gambier (City), *Bulky Goods (Penola Road) Development Plan Amendment*

Mount Gambier (City), *Centres, Commercial and Local Shopping Zones Development Plan Amendment*

Mount Gambier (City) Development Plan

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