



Government of South Australia
Department of Planning,
Transport and Infrastructure

Adelaide (City) Development Plan

CAPITAL CITY

Approval Development Plan Amendment

THE AMENDMENT

By the Minister

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

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Signature

25 OCT 2012

Date of Gazette

Approval DPA

Background

The Capital City Development Plan Amendment (DPA), by the Minister amends the Adelaide (City) Development Plan.

The DPA process included:

- Initiation by the Minister on 9 January 2012
- Introduction of the DPA on interim operation on 28 March 2012. At the same time the DPA was released for public consultation, which concluded on 1 June 2012.
- Notices were published in the Government Gazette and The Advertiser on 28 March 2012.
- The draft DPA was placed on display at the offices of the Department of Planning, Transport and Infrastructure (North Terrace) and was made available at the offices of Adelaide City Council. The draft DPA was also available for viewing at www.sa.gov.au/planning/dpas.
- A public meeting conducted by the Development Policy Advisory Committee (DPAC) Public Meeting Subcommittee was held on 27 June 2012. Twenty-five verbal submissions were heard at the public meeting in support of written submissions.
- The Minister for Planning considered the Summary of Consultation and Recommended Amendments Report prepared by the independent Development Planning and Advisory Committee and on this basis made a number of amendments to the final version of the DPA (as outlined below).

Consultation

A total of fifty-two submissions were received in relation to the DPA during the consultation period, which were received from the following sectors:

- 6 Council submissions
- 13 State Agency submissions
- 33 public and business sector submissions.

Copies of all submissions were made available for public review from 4 June 2012 to 27 June 2012 at www.sa.gov.au/planning/dpas and at the Department of Planning, Transport and Infrastructure office on North Terrace.

Approval Stage

Based on a review of all submissions and the recommendations of DPAC, the Minister amended the DPA as follows:

Preface

- Introduced a new vision statement for the city that better reflects *The 30-Year Plan for Greater Adelaide*.

Zone Changes

Capital City Zone

- Revised the desired character statement to reduce repetition and improve policy expression.
- Strengthened the zone objectives in relation to contextual design.
- Removed duplication within the principles of development control. Some were also reordered to improve the readability of the zone.

- Inserted a new policy under the heading 'land use' to ensure land uses that are typically closed during the day are designed to maintain daytime and evening activation at street level.
- Relocated some advertising policies within the Capital City Zone to the Council Wide section of the Development Plan to apply more generally within the city.
- Amended the minimum building height principle of development control to provide an exemption where it is necessary to:
 - comply with Airport Regulations
 - respond to a residential interface issue or a heritage place
 - replace a building as a result of damage.
- Strengthened over-height provisions to ensure development is compatible with the overall desired city form.
- Interface provision relating to building height – reduce height from 8 storeys to 6 storeys (22 metres). Strengthened interface provisions to address building height, overshadowing, massing, building proportions and traffic impacts.
- Heights lowered in parts of West Terrace from 53 metres to 43 metres to take into consideration airport constraints.
- Expand policies for Hindley Street, Rundle Street and Rundle Mall regarding sunlight access to the southern footpath to apply to Gouger Street.

Non-complying list, within the Capital City Zone

- Remove adult entertainment premises and adult products and services premises from the non-complying list.
- Removed demolition of a local heritage place from the non-complying list.

Main Street Policy Area, within the Capital City Zone

- Incorporate the Gouger Street Policy Area into a new Main Street Policy Area (which includes Hindley Street, Rundle Street and Rundle Mall) to reduce duplication within the policies.
- Application of the over-height provisions to the Hindley and Rundle Street Main Street Policy Area as this is consistent with the treatment of all other main street areas.
- Rundle Street – amended setback and height provisions, but retain street wall that reflects the height of the adjacent buildings.
- Gouger Street – included policies to ensure development provides a contextual design response to prevailing datum heights.
- Amended Concept Plans Figure CC/1 and CC/2 to identify main street areas and City Boulevards and Terraces.

Residential (East Terrace) and Residential (Waverly) Zones

- Revised the desired character statements in relation to catalyst sites, to provide an enhanced focus on contextual design and management of the interface with residential zones or historic conservation zones.
- Removed the policy conflict between provisions for St Andrew's Hospital and the catalyst site provisions.
- Revised language to reduce the envisaged scale of change on catalyst sites relative to the surrounding area.
- Amended the catalyst site provisions to ensure that while the numerical standards may not apply, the performance outcomes should be achieved.

Main Street (Melbourne East) and (Melbourne West)

- Revised the catalyst site provisions to further strengthen interface provisions.
- Amended the catalyst site provisions to ensure that while the numerical standards may not apply, the performance outcomes should be achieved.

Main Street (O'Connell) Zone

- Amended the boundary of the zone to include properties at 49-58 Brougham Place as it provides a natural extension of the zone with limited interface issues.
- Amended the Desired Character Statement to encourage entertainment facilities that are sensitive to the surrounding residential land uses.
- Included policies to ensure development provides a contextual design response to prevailing datum heights.
- Inserted adult products and services premises into the non-complying list.

Main Street (Adelaide) Zone

- Expanded the zone to include land up to Wright Street and amend policies to respond to this change.
- Clarified the intent of the Main Street (Adelaide) Zone that development be allowed comprising residential buildings and mixed use/residential buildings.
- Editorial amendments and improved wording of desired character statements.
- Introduced consistent wording for categories of notification, all development over-height or over 22 metres and at the interface with a residential area is assigned category 2.
- Inserted a new policy that ensures car parking is ancillary within the zone.
- Inserted adult entertainment premises and adult products and services premises into the non-complying list.

City Frame Zone

- Editorial amendments and reordering of provisions to improve legibility.
- Clarified the intent of the City Frame Zone that development be allowed comprising residential buildings and mixed use/residential buildings.
- Policies adjusted to promote site access from South Terrace (due to the relatively low traffic volume) and discouraged from secondary streets.
- Categories of notification amended as for Main Street (Adelaide) Zone.

Local Heritage

- Removed demolition of any form of a Local Heritage Place from the non-complying list of the Capital City Zone, City Frame and Main Street (Adelaide) Zones, and the southern part of the Main Street (O'Connell) Zone in line with other Development Plans across the State and include specific principles relating to demolition in the Council Wise section of the Development Plan.

Adult Land Uses

- Listed adult entertainment premises and adult products and services premises, as non-complying within the City Frame Zone, Main Street (O'Connell), Main Street (Adelaide) and Main Street (Hutt) Zone.

Late night and evening economy

- Included policies in the City Frame Zone, Main Street (Adelaide) Main Street (Hutt) Zones and the Capital City Zone Main Street Policy Area that promote the location of late night entertainment premises at upper levels, off side streets or basement level to maintain daytime activation of streets.

Council Wide

- Relocated the student accommodation provisions to ensure they apply to low-scale and high-scale residential development.
- Minor editorial changes to improve policy expression.

Affordable Housing Overlay

- Refined the boundary of the overlay to exclude the residential areas to the south of the city where the development potential was not affected by this DPA.
- Amended the affordable housing overlay to include an additional objective to encourage affordable housing that provides whole-of-life cost savings to occupants.
- Included additional incentives to encourage the provision of affordable housing in areas where it is envisaged to occur.

Technical Changes:

- Ensured undercroft parking is at grade to enable street level activation.
- Revised of the activation policies to require 70% of the frontage to be active consistent with policies in the City of Melbourne and the City of Sydney.
- Editorial refinements to policy that reduce any duplication, introduced consistent terminology (particularly concerning public notification) and ensured the intent of the policy (i.e. outcomes sought) is clear.

Amendment Instructions Table

Name of Local Government Area: Adelaide City Council

Name of Development Plan: Adelaide (City) Development Plan

Name of DPA: Capital City

The following amendment instructions (at the time of drafting) relate to the Adelaide (City) Development Plan consolidated on 5 July 2012.

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.

Amendment Instructions

To give effect the amendments authorised for interim operation on 28 March 2012, except where varied as follows:

Note: The amendment is not intended to give effect to the City Centre Heritage DPA introduced on the same day.

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

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

Amendments required (Yes/No): **Yes**

1.	Replace	The words under the subheading 'Vision' within the Preface of the Development Plan	With the contents of Attachment A	No	No
2.	Insert	Immediately following the existing words 'Main Street (Hutt) Zone' in PDC 9(c)	The words 'and the Main Street (Adelaide) Zone'.	No	No
3.	Insert	Immediately following existing PDC 10	The contents of Attachment B	Yes	Yes, some Design Techniques require cross referencing
4.	Replace	Existing Objective 21	With the following new objective: X 'Medium to high scale residential	No	No

			(including student accommodation) or serviced apartment development that: (a) has a high standard of amenity and environmental performance; (b) comprises functional internal layouts; (c) is adaptable to meet a variety of accommodation and living needs; and (d) includes well-designed and functional recreation and storage areas.'		
5.	Delete	Existing Objective 22		Yes	No
6.	Delete	Existing PDCs 45 to 48 (inclusive), including the heading 'Student Accommodation'		Yes	No
7.	Delete	Existing PDC 49, including the heading 'Interface'		Yes	No
8.	Replace	The words 'as residential apartments through a design and layout that allows individual apartments to be reconfigured into a larger dwelling and/or more substantial space for storage' in existing PDC 74	With the following words: 'as residential apartments through a design and layout that allows individual apartments to be reconfigured into a larger dwelling or other alternative use.'	No	No
9.	Replace	Existing PDC 138	With new PDC: 'Development of a heritage place should conserve the elements of heritage value as identified in the relevant Tables.'	No	No
10.	Replace	The words: 'Development on land adjoining a heritage place' in existing PDC 141	With the following words: 'Development on land adjacent to a heritage place'	No	No
11.	Replace	The words: 'is located no closer to the primary street frontage than the adjoining heritage place' in existing PDC 141 (b)	With the following words: 'is located no closer to the primary street frontage than the adjacent heritage place'	No	No
12.	Replace	The words: 'Development on land adjacent to a heritage place in Residential Zones should incorporate design elements that are complementary to the heritage place such as:' in existing PDC 142	With the following words: 'Development in a Residential Zone on land adjacent to a heritage place should incorporate design elements that complement the heritage place with regard to the following:'	No	No
13.	Insert	New PDC directly following existing PDC139.	New PDC: X A local heritage place, or the elements of heritage value (as identified in Table Adel/2) should	Yes	Yes, some Design Techniques require cross

			not be demolished unless it can be demonstrated that the place, or those Elements of Heritage Value that are proposed to be demolished, have become so distressed in condition or diminished in integrity that the remaining fabric is no longer capable of adequately representing its heritage value as a local heritage place.		referencing
14.	Replace	Existing PDC 173	With the following new PDC: 'Development in a non-residential Zone that abuts land in a Residential Zone or the North Adelaide Historic (Conservation) Zone should provide a transition between high intensity development and the lower intensity development in the adjacent Zone by focussing taller elements away from the common Zone boundary.'	No	No
15.	Replace	The words: 'To minimise the affect of overshadowing on sensitive uses, development on sites in the Capital City, City Frame and Main Street Zones that are adjacent to a Residential Zone or the North Adelaide Historic (Conservation) Zone should ensure that:' in existing PDC 174	With the following words: 'Development in a non-residential Zone that is adjacent to land in a Residential Zone or the North Adelaide Historic (Conservation) Zone should minimise overshadowing on sensitive uses by ensuring:'	No	No
16.	Insert	New PDC directly following existing PDC 219	Temporary advertisement hoardings or shrouds required for the screening of construction sites or for creating visual interest should occur only where they are: <ul style="list-style-type: none"> (a) of a high standard of design; (b) displayed only during the period of construction; (c) comprised of high quality opaque, solid and non-reflective material that is durable, low maintenance and appropriate to the City context; (d) required to conceal wiring and conduits; and (e) do not create undue risk to public or private safety. 	Yes	Yes, some Design Techniques require cross referencing

17.	Insert	Following the words: 'ensure there are pedestrian links through the site' in existing PDC 241(a)	The following words: 'if needed to provide access to public transport;'	No	No
OVERLAY PROVISIONS					
Amendments required (Yes/No): Yes					
18.	Replace	The entire Overlay 1 - Affordable Housing	With the contents of Attachment C	No	No
ZONE AND/OR POLICY AREA AND/OR PRECINCT PROVISIONS (including figures and illustrations contained in the text)					
Amendments required (Yes/No): Yes					
RA1 RESIDENTIAL (EAST TERRACE) ZONE					
19.	Replace	The third paragraph of the Desired Character Statement	With the contents of Attachment D	No	No
20.	Replace	The words: 'which may include two or more allotments' in existing PDC 10	With the following words: 'which may include one or more allotment'	No	No
21.	Replace	The words: 'which may include two or more allotments' in existing PDC 11	With the following words: 'which may include one or more allotment'	No	No
22.	Replace	The words: 'which may include two or more allotments' in existing PDC 12	With the following words: 'which may include one or more allotment'	No	No
23.	Replace	Catalyst Site PDCs 17 to 19 (inclusive), including the heading 'Catalyst Sites'	With the contents of Attachment E	Yes	No
24.	Replace	The words: 'which may include two or more allotments' wherever they appear in existing Non-complying PDC 27 (a) and (b)	With the following words: 'which may include one or more allotment'	No	No
RA3 RESIDENTIAL (WAVERLY) ZONE					
25.	Replace	The fourth paragraph of the Desired Character Statement	With the contents of Attachment D.	No	No
26.	Replace	The words: 'which may include two or more allotments' in existing PDC 3	With the following words: 'which may include one or more allotment'	No	No
27.	Replace	The words: 'which may include two or more allotments' in existing PDC 7	With the following words: 'which may include one or more allotment'	No	No
28.	Insert	Immediately following the words: 'on sites greater than 1500 square metres in area' in existing PDC 8	The following: '(which may include one or more allotment)'	No	No
29.	Replace	The words: 'which may include two or more allotments' wherever they appear in existing PDCs 10, 11, 12 and	With the following words: 'which may include one or more allotment'	No	No

		13			
30.	Delete	Existing PDCs 14 and 15		Yes	No
31.	Replace	The words: 'which may include two or more allotments' in existing PDC 17	With the following words: 'which may include one or more allotment'	No	No
32.	Replace	PDCs 21 to 23, (inclusive) including the heading 'Catalyst Sites'	With the contents of Attachment E	Yes	No
33.	Insert	Immediately following the inserted contents of Attachment E and under the heading 'Catalyst Sites'.	With the following new PDC: X The comprehensive redevelopment of parts of the St Andrew's Hospital site (which incorporates Town Acres 657, 658, 665, 666 together with 659 and 664 west of St John Lane) where the site of the development is 1500 square metres or more, may include the expansion of an existing non-residential use or ancillary uses (and is not required to include residential development) providing the development complements the residential amenity of the locality.	Yes	No

CAPITAL CITY ZONE

34.	Replace	The entire Capital City Zone	With the contents of Attachment F	No	No
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MS1 MAIN STREET (O'CONNELL) ZONE

35.	Replace	The entire MS1 Main Street (O'Connell) Zone	With the contents of Attachment G	No	No
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MS2 MAIN STREET (MELBOURNE EAST) ZONE

36.	Replace	The seventh paragraph of the Desired Character Statement	With the contents of Attachment H	No	No
37.	Replace	The words: 'which may include two or more allotments' wherever they appear in existing PDC 9	With the following words: 'which may include one or more allotment'	No	No
38.	Replace	The words: 'which may include two or more allotments' in existing PDC 10	With the following words: 'which may include one or more allotment'	No	No
39.	Replace	PDCs 13 to 16 (inclusive), including the heading 'Catalyst Sites'	With the contents of Attachment I	Yes	No
40.	Replace	The words: 'which may include two or more allotments' wherever they appear in existing Non-complying Development PDC 23 (b)	With the following words: 'which may include one or more allotment'	No	No

MS3 MAIN STREET (MELBOURNE WEST) ZONE

41.	Replace	The sixth paragraph of the Desired Character Statement	With the contents of Attachment H	No	No
42.	Replace	The words: 'which may include two or more	With the following words: 'which may include one or more	No	No

		allotments' wherever they appear in existing PDC 6, 7, 8, 10 and 14	allotment'		
43.	Replace	PDCs 16 to19 (inclusive), including the heading 'Catalyst Sites'	With the contents of Attachment I	Yes	No
44.	Replace	The words: 'which may include two or more allotments' wherever they appear in existing Non-complying Development PDC 26 (a) and (b)	With the following words: 'which may include one or more allotment'	No	No

MS4 MAIN STREET (HUTT) ZONE

45.	Replace	The fifth paragraph of the Desired Character Statement	With the contents of Attachment J	No	No
46.	Replace	The words: 'which may include two or more allotments' wherever they appear in existing PDC 10 and 11	With the following words: 'which may include one or more allotment'	No	No
47.	Replace	PDCs 19 to 22 (inclusive), including the heading 'Catalyst Sites'	With the contents of Attachment K	Yes	No
48.	Replace	The words: 'which may include two or more allotments' wherever they appear in existing Non-complying Development PDC 28 (b).	With the following words: 'which may include one or more allotment'	No	No

MS5 MAIN STREET (ADELAIDE) ZONE

49.	Replace	The entire MS5 Main Street (Adelaide) Zone	With the contents of Attachment L	No	No
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CITY FRAME ZONE

50.	Replace	The entire City Frame Zone	With the contents of Attachment M	No	No
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TABLES

Note: The changes in relation to Tables Adel/ 1, 3 and 4 have been undertaken to correct specific errors that occurred through the interim operation amendment whereby existing information relating to the some heritage places was inadvertently removed. The following proposed amendments to Table 1, 3 and 4 reinstate this information.

TABLE ADEL/1 – STATE HERITAGE PLACES

51.	Insert	Amendment to State Heritage Place SA Heritage Register ID 13396 Under the heading 'Description and/or extent of Place', and immediately following the words: 'St Mary's Dominican Convent (Catholic)'	The following words: '(Conservation site comprises that part of the CT contained on Town Acres 254 and 255)'	No	No
52.	Insert	Amendment to State Heritage Place SA Heritage Register ID 13450 Under the heading 'Description and/or Extent of Listed Place', and immediately following the words: 'Salvation Army Hostel (former Bushmen's Club)' for the property listed as 70 Whitmore	With the following words: '(Conservation site comprises that part of the CT to a depth of half Town Acre 614 from the Whitmore Square alignment)'	No	No

		Square.			
TABLE ADEL/3 – LOCAL HERITAGE PLACES (TOWNSCAPE)					
53.	Replace	Amendment to Local Heritage Place (Townscape) DPTI ID 1570 Under the heading 'Description of Place', for the property listed as 27-29 Roper Street, Adelaide: Replace the words: 'Former Wheelwright Arms Hotel'	With the following words: 'Former Wheelright Arms Hotel (Designated site comprises that part of the CT to a depth of half Town Acre 299 from the Wakefield Street alignment)'	No	No
TABLE ADEL/4 – LOCAL HERITAGE PLACES (CITY SIGNIFICANCE)					
54.	Insert	Amendment to Local Heritage Place (City Significance) DPTI ID126 Under the heading 'Description of Place', and immediately following the words: 'Anglican Church Office (formerly Bickfords Building)' for the property listed as 42-48 Currie Street, Adelaide.	With the following words: '(Conservation site comprises that part of the GM reference east of the Leigh Street alignment)'	No	No
55.	Insert	Amendment to Local Heritage Place (City Significance) DPTI ID1567 Under the heading 'Description of Place', and immediately following the words: 'The Central Market (Former City Market Buildings)' for the property listed as Gouger Street, Adelaide.	With the following words: '(Conservation site comprises that part of the CT to a 12 metre depth of Town Acre 380 from the Gouger Street alignment)'	No	No
56.	Insert	Amendment to Local Heritage Place (City Significance) DPTI ID1568 Under the heading 'Description of Place', and immediately following the words: 'The Central Market (Former City Market Buildings)' for the property listed as Grote Street, Adelaide.	With the following words: '(Conservation site comprises that part of the CT to a 12 metre depth of Town Acre 333 from the Grote Street alignment)'	No	No
57.	Insert	Amendment to Local Heritage Place (City Significance) DPTI ID164 Under the heading 'Description of Place', and immediately following the words: 'Attached Shops' for the property listed as 274-276 Morphett Street, Adelaide.	With the following words: '(Excludes that part of the CT to a depth of 15.5 metres from the Gouger Street alignment)'	No	No
58.	Insert	Amendment to Local Heritage Place (City Significance) DPTI ID238 Under the heading 'Description of Place', and immediately following the words: 'Offices (Former Blacksmith's Shop)' for	With the following words: '(Conservation site comprises that part of the CT to a depth of half Town Acre 298 from the Roper Street alignment)'	No	No

		the property listed as 26-30 Roper Street, Adelaide.			
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TABLE ADEL/7 – ON-SITE CAR PARKING PROVISIONS – RESIDENTIAL AND NORTH ADELAIDE HISTORIC (CONSERVATION) ZONES

59.	Replace	The part of Table Adel/7 following and including the heading 'Main Street and City Frame Zones'	With the contents of Attachment N	No	No
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MAPPING (Structure Plans, Overlays, Enlargements, Zone Maps & Policy Area Maps)

Amendments required (Yes/No): **Yes**

60.	Replace	Maps Adel/ 8, 24, 39, 48, 49, 50, 51 and 55	With the corresponding maps from Attachment O	No	No
61.	Replace	Maps Adel/1(Overlay 15a-c)	With the corresponding maps from Attachment P	No	No

Attachment A

Vision

Adelaide is one of the great small cities of the world. It is the economic and cultural powerhouse of the State where a large percentage of the population choose to live, work, invest and spend time.

The City is bustling and energetic and its cultural diversity welcomes people from all backgrounds and stages of life. Adelaide is world-renowned for its festivals, cultural life and sporting events.

Enhanced infrastructure and continuing housing developments reinforce the City's enviable reputation as an accessible, healthy, affordable and vibrant place. Trams loop the central business district and provide a link to the adjoining inner-city suburbs. The pedestrian-friendly streets can be walked along safely any time, day and night.

The internationally renowned Park Lands are cherished for their support of an extraordinary range of recreational pursuits, environmental value, cultural heritage and social connections.

The City's Squares, terraces and laneways are alive with people of all ages. Public art and live music enliven the streets, side by side with an exciting array of outdoor dining venues and small bars.

The City offers an advanced and diversified economy, stimulating job options, educational opportunities and career pathways that enhance and underpin our distinctive lifestyle.

Adelaide is where creativity and imagination are nurtured and where a sense of belonging is an inherent part of its identity. It provides home-grown opportunities for talented young people. Leading-edge businesses and entrepreneurs are drawn to, and sustained by, our thriving 24-hour economy.

The City is the heart of the State's civic, cultural and commercial life. It is a place where the best of South Australia is showcased to the rest of the nation and the world.

The City's vibrancy and competitiveness will be strengthened by:

- fostering a competitive, innovative and productive business environment
- supporting a culturally rich and diverse community
- facilitating the community's ability to access a broad range of convenient and affordable accommodation, services, employment and social opportunities
- developing a legible, highly identifiable and welcoming City form of great streets and places that are safe day and night
- supporting increased sustainable travel around the City
- embracing the city's historic origins and valued historic places and character while at the same time encouraging the development of innovative and creative contemporary buildings and places
- reinforcing the City's credentials for biodiversity protection, energy and water conservation and waste minimisation

- supporting the growth of welcoming and intimate minor streets and laneways within business areas, populated with venues providing for hospitality, leisure, dining, shopping and business services.

City Form

Adelaide's identity is shaped by its unique grid pattern and hierarchy of streets. Its rectangular geometry contrasts with the natural setting provided by the Park Lands and views to the Adelaide Hills. The pattern of Squares, with Victoria Square at the centre, further reinforces the City's geometry and provides relief from the built environment.

This legacy of Colonel Light's visionary layout of Adelaide and its Park Lands was recognised through its National Heritage listing in 2008. It is a legacy upon which the expanding needs of Greater Adelaide continue to grow in ways that promote liveability, competitiveness and sustainability.

This Development Plan reinforces the City's structure:

- The Capital City Zone will be the focus of high-rise development in the City and includes significant employment, cultural, education, entertainment and retail land uses, supported by an increase in City residents. Development will be predominantly mixed use, well-designed and contemporary. Adaptive reuse of heritage buildings and contextually responsive contemporary buildings will complement each other and provide new settings for a vibrant and dynamic street life.
- Institutional areas along North Terrace will be enhanced with additional cultural, health, educational and tourism facilities. Connections around the City will be greatly improved and will reconnect the City with the River Torrens.
- Established destinations will be reinforced, such as Rundle Mall, Rundle Street, Gouger Street and the Central Market. Main street areas such as O'Connell, Hutt and Melbourne, will also grow; while new main streets such as Sturt-Halifax will be fostered. These areas have both a day and evening economy, while Hindley Street east will continue diverse day/evening economy and its late night economy. Main streets will provide a comfortable pedestrian environment and create a sense of intimacy within the street.
- The City Frame Zone will accommodate more residents and foster greater use of the Park Lands and Squares. The Zone will encourage medium to high scale residential development facing the Park Lands and Squares with cafes, restaurants and shops at the ground floor.
- Residential areas will have a range of well-designed housing choices, supported by a range of community services. Development will capitalise on the role of heritage places in creating a sense of place and identity through techniques such as adaptive re-use and contextual design.
- The Park Lands will be enhanced to increase the range of their uses; their natural, cultural and recreational values; and to better connect to the City's urban areas as well as to the inner suburbs.

Attachment B

Student Accommodation

OBJECTIVE

Objective X: High-quality student accommodation that creates an affordable, safe, healthy and comfortable living environment.

PRINCIPLES OF DEVELOPMENT CONTROL

- X Residential development specifically designed for the short-term occupation of students may provide reduced internal floor areas, car parking, storage areas and/or areas of private open space provided that:
 - (a) residents have access to common or shared facilities that enable a more efficient use of space (such as cooking, laundry, common rooms or communal open space);
 - (b) every living room has a window that provides an external outlook and maximises access to natural light;
 - (c) the development is designed to enable easy adaptation or reconfiguration to accommodate an alternative use;
 - (d) the development is designed to maximise opportunities to access natural ventilation and natural light;
 - (e) private open space is provided in the form of balconies and/or substituted with communal open space (including rooftop gardens, common rooms or the like) that is accessible to all occupants of the building; and
 - (f) the internal layout and facilities provide sufficient space and amenity for the requirements of student life and promote social interaction.

- X Internal common areas should be capable of being used in a variety of ways to meet the study, social and cultural needs of students.

- X Development should provide secure long-term storage space in both communal and private areas.

- X Student accommodation with shared living areas should ensure bedrooms are of a suitable size to accommodate a single bed, book shelves, a desk and workspace, and a cupboard/wardrobe.

Attachment C

Affordable Housing Policies

OVERLAY

Overlay 1 - Affordable Housing

The following Objectives and Principles of Development Control apply to the designated areas marked on Map Adel/1 (Overlays 15a, 15b and 15c). They are additional to those expressed for the whole of the Council area and those expressed for the relevant Zone and, if applicable, Policy Area.

INTERPRETATION

Where the Objectives and/or Principles of Development Control that apply in relation to this Overlay are in conflict with the relevant Council wide, Zone or Policy Area Objectives and/or Principles of Development Control in the Development Plan, the Overlay will prevail.

OBJECTIVES

- Objective 1:** Affordable housing that is integrated with residential and mixed use development.
- Objective 2:** Development that comprises a range of affordable dwelling types that cater for a variety of household structures.
- Objective 3:** Affordable housing that deliver whole-of-life cost savings to the occupants.
- Objective 4:** Affordable housing that is provided in a wide range of locations and integrated into the City.

PRINCIPLES OF DEVELOPMENT CONTROL

- 1** Development comprising 20 or more dwellings should include a minimum of 15 percent affordable housing.
- 2** Where development includes affordable housing, then the quantitative provisions in respect to the following elements are not applicable to the affordable housing component provided the qualitative outcomes can be achieved:
 - (a) allotment area and dimensions;
 - (b) building height;
 - (c) site area and dimensions;
 - (d) site coverage;
 - (e) front, side and rear setbacks to boundaries;
 - (f) area and dimensions of private open space;
 - (g) minimum unit sizes;
 - (h) minimum storage areas;

- (i) plot ratio;
- (j) dwelling unit factor; and
- (k) landscaped open space.

Attachment D

Residential (East Terrace) and Residential (Waverly) Zone
Catalyst Desired Character

Catalyst sites provide opportunities for integrated developments on large sites that respond to the development's context and provide opportunities to increase the residential population of the City. Such sites will generally be developed for housing, but may include a small amount of non-residential development such as cafés, restaurants or small-scale shops that create a greater level of activity fronting the Park Lands. Non-residential developments that provide additional community services and facilities may also occur.

Developments on catalyst sites will exemplify quality and contemporary design that is generally of greater intensity than their surroundings. However, development will be designed to carefully manage the interface with any residential development, particularly with regard to massing; proportions; overshadowing; and traffic and noise-related impacts.

Attachment E

Residential (East Terrace) and Residential (Waverly) Zone
Catalyst Principles of Development Control

Catalyst Sites

- X** Development on catalyst sites (sites greater than 1500 square metres, which may include one or more allotment) should include medium to high scale residential development.
- X** Small-scale shops, cafés or restaurants on catalyst sites should generally be integrated with residential development and located at ground or first floor level to increase street level activity facing the Park Lands.
- X** Catalyst sites should be developed to manage the interface with residential development with regard to intensity of use, overshadowing, massing, building proportions and traffic to minimise impacts on residential amenity.
- X** The scale of development on a catalyst site should respond to its context, particularly the nature of the adjacent land uses and the interface treatments required to address impacts on sensitive uses.
- X** Where there is an apparent conflict between the catalyst site principles and Zone or Council Wide objectives and principles (including the quantitative provisions) the catalyst site principles will take precedence.

Attachment F

Capital City Zone

CAPITAL CITY ZONE

Introduction

The Desired Character, Objectives and Principles of Development Control that follow apply in the whole of the Capital City Zone shown on [Maps Adel/17 to 20, 23 to 26 and 29 to 31](#). They are additional to those expressed for the whole of the Council area and in cases of apparent conflict, take precedence over the more general provisions. In the assessment of development, the greatest weight is to be applied to satisfying the Desired Character for the Zone.

Desired Character

This Zone is the economic and cultural focus of the State and includes a range of employment, community, educational, tourism and entertainment facilities. It is anticipated that an increased population within the Zone will complement the range of opportunities and experiences provided in the City and increase its vibrancy.

The Zone will be active during the day, evening and late night. Licensed entertainment premises, nightclubs and bars are encouraged throughout the Zone, particularly where they are located above or below ground floor level to maintain street level activation during the day and evening.

High-scale development is envisaged in the Zone with high street walls that frame the streets. However an interesting pedestrian environment and human scale will be created at ground floor levels through careful building articulation and fenestration, frequent openings in building façades, verandahs, balconies, awnings and other features that provide weather protection.

In important pedestrian areas, buildings will be set back at higher levels above the street wall to provide views to the sky and create a comfortable pedestrian environment. In narrow streets and laneways the street setback above the street wall may be relatively shallow or non-existent to create intimate spaces through a greater sense of enclosure. In the Central Business Policy Areas, upper level setbacks are not envisaged.

Non-residential land uses at ground floor level that generate high levels of pedestrian activity such as shops, cafés and restaurants will occur throughout the Zone. Within the Central Business Policy Area, residential land uses at ground level are discouraged. At ground level, development will continue to provide visual interest after hours by being well lit and having no external shutters.

There will also be a rich display of art that is accessible to the public and contextually relevant.

Exemplary and outstanding building design is desired in recognition of the location as South Australia's capital. Contemporary juxtapositions will provide new settings for heritage places. Innovative forms are expected in areas of identified street character, referencing the past, but with emphasis on modern design-based responses that support optimal site development.

Adelaide's pattern of streets and squares

The distinctive grid pattern of Adelaide will be reinforced through the creation of a series of attractive boulevards as shown on Concept Plans [Figure CC/1](#) and [2](#). These boulevards will provide a clear sense of arrival into the City and be characterised by buildings that are aligned to the street pattern, particularly at ground level.

Views to important civic landmarks, the Park Lands and the Adelaide Hills will be retained as an important part of the City's charm and character.

The City's boulevards, terraces and Squares will be developed as follows:

- North Terrace will be reinforced as an important pedestrian promenade and cultural boulevard that provides an important northern edge to the City square mile.
- King William Street will be enhanced as the City's principal north-south boulevard and will be reinforced as the City's commercial spine.
- Grote Street-Wakefield Street will be enhanced as the City's principal east-west boulevard and will be developed to provide a strong frame that presents a sense of enclosure to the street.
- East Terrace will be characterised by buildings that maximise views through to the Park Lands and provide a distinct City edge.
- West Terrace will be reinforced as the western 'gateway' to the City centre and will form an imposing frontage to the western City edge. Buildings will be constructed to the front and side boundaries, and designed to maximise views through to the Park Lands. Corner sites at the junctions of West Terrace and the major east-west streets will be developed as strongly defined visual gateways to the City. This will provide an imposing frontage to the western edge of the City, which comprises a mixture of commercial, showroom and residential development.
- Pulteney and Morphett streets are key north-south boulevards. A sense of activation and enclosure of these streets will be enhanced through mixed use development with a strong built form edge. Pulteney Street will include residential, office and institutional uses, and retail activities. These boulevards will become important tree-lined commercial corridors.
- Currie, Grenfell, Franklin and Flinders streets, as wider east-west boulevards provide important entry points to the City. Currie and Grenfell streets will become a key focus for pedestrians, cycling and public transport. These streets also provide long views to the hills as their closing vistas and these view corridors should remain uncluttered.
- Victoria, Hindmarsh and Light Squares will have a continuous edge of medium to high-scale development that frames the Squares and increases ground level activity.

The Zone also includes a number of Main Street areas, encompassing Rundle Mall, Rundle Street, Hindley Street and Gouger Street, which are envisaged to have a wide range of retail, commercial and community uses that generate high levels of activity. These areas will have an intimately scaled built form with narrow and frequent building frontages. These areas are shown on Concept Plan [Figure CC/1](#) and [CC/2](#).

Minor streets and laneways will have a sense of enclosure (a tall street wall compared to street width) and an intimate, welcoming and comfortable pedestrian environment with buildings sited and composed in a way that responds to the buildings' context. There will be a strong emphasis on ground level activation through frequent window openings, land uses that spill out onto the footpath, and control of wind impacts.

Development in minor streets and laneways with a high value character will respond to important character elements and provide a comfortable pedestrian environment, particularly in the following streets: Gray, Leigh, Union, Chesser, Coromandel, Tucker, Cardwell, Kenton, Market, Ruthven, Cannon, Tatham, Bentham streets, Murrays Lane and Wright Court.

A comprehensive, safe and convenient movement network throughout the City will develop, focusing on the provision of linkages on both public and private land between important destinations and public transport. A high quality system of bicycle or shared pedestrian and bicycle routes will be established within the Zone.

OBJECTIVES

General

- Objective 1:** The principal focus for the economic, social and political life of metropolitan Adelaide and the State.
- Objective 2:** A vibrant mix of commercial, retail, professional services, hospitality, entertainment, educational facilities, and medium and high density living.
- Objective 3:** Design and management of City living to ensure the compatibility of residential amenity with the essential commercial and leisure functions of the Zone.
- Objective 4:** City streets that provide a comfortable pedestrian environment.
- Objective 5:** Innovative design approaches and contemporary architecture that respond to a building's context.
- Objective 6:** Buildings that reinforce the gridded layout of Adelaide's streets and respond to the underlying built-form framework of the City.
- Objective 7:** Large sites developed to their full potential while ensuring a cohesive scale of development and responding to a building's context.
- Objective 8:** Development that contributes to the Desired Character of the Zone.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

- 1 The following types of development, or combinations thereof, are envisaged:
- | | |
|---------------------------------|--------------------------------|
| Affordable housing | Library |
| Aged persons accommodation | Motel |
| Community centre | Office |
| Consulting room | Pre-school |
| Convention centre | Personal service establishment |
| Dwelling | Place of worship |
| Educational establishment | Serviced apartment |
| Emergency services facility | Restaurant |
| Hospital | Residential flat building |
| Hotel | Student accommodation |
| Indoor recreation centre | Shop or group of shops |
| Licensed entertainment premises | Tourist accommodation |
- 2 Land uses that are typically closed during the day should be designed to maximise daytime and evening activation at street level and be compatible with surrounding land uses, in particular residential development.
- 3 Low impact industries should be located outside the Central Business Policy Area and have minimal off-site impacts with respect to noise, air, water and waste emissions, traffic generation and movement.
- 4 Development listed as non-complying is generally inappropriate.

Form and Character

- 5 Development should be consistent with the Desired Character for the Zone.

Design and Appearance

- 6** Development should be of a high standard of architectural design and finish which is appropriate to the City's role and image as the capital of the State.
- 7** Buildings should present an attractive pedestrian-oriented frontage that adds interest and vitality to City streets and laneways.
- 8** The finished ground floor level of buildings should be at grade and/or level with the footpath to provide direct pedestrian access and street level activation.
- 9** Providing footpath widths and street tree growth permit, development should contribute to the comfort of pedestrians through the incorporation of verandahs, balconies, awnings and/or canopies that provide pedestrian shelter.
- 10** Buildings should be positioned regularly on the site and built to the street frontage, except where a setback is required to accommodate outdoor dining or provide a contextual response to a heritage place.
- 11** Other than in the Central Business Policy Area, buildings should be designed to include a podium/street wall height and upper level setback (in the order of 3-6 metres) that:
 - (a) relates to the width of the street and achieves a suitable level of enclosure to the public realm;
 - (b) provides a human scale at street level;
 - (c) creates a well-defined and continuity of frontage;
 - (d) gives emphasis and definition to street corners to clearly define the street grid;
 - (e) contributes to the interest, vitality and security of the pedestrian environment;
 - (f) maintains a sense of openness to the sky for pedestrians and brings daylight to the street; and
 - (g) achieves pedestrian comfort by minimising micro climatic impacts (particularly wind tunnelling and downward drafts).
- 12** Buildings north of Rundle Mall, Rundle Street, Hindley Street and Gouger Street should have a built form that incorporates slender tower elements, spaces between buildings or other design techniques that enable sunlight access to the southern footpath.
- 13** Buildings, advertisements, site landscaping, street planting and paving should have an integrated, coordinated appearance and should enhance the urban environment.
- 14** Building façades should be strongly modelled, incorporate a vertical composition which reflects the proportions of existing frontages, and ensure that architectural detailing is consistent around corners and along minor streets and laneways.

The Squares (Victoria, Hindmarsh and Light)

- 15** Outdoor eating and drinking facilities associated with cafés and restaurants are appropriate ground floor uses and should contribute to the vitality of the Squares and create a focus for leisure.
- 16** Buildings fronting the Squares should:
 - (a) provide a comfortable pedestrian and recreation environment by enabling direct sunlight to a minimum of 75 per cent of the landscaped part of each Square between at the September equinox; and

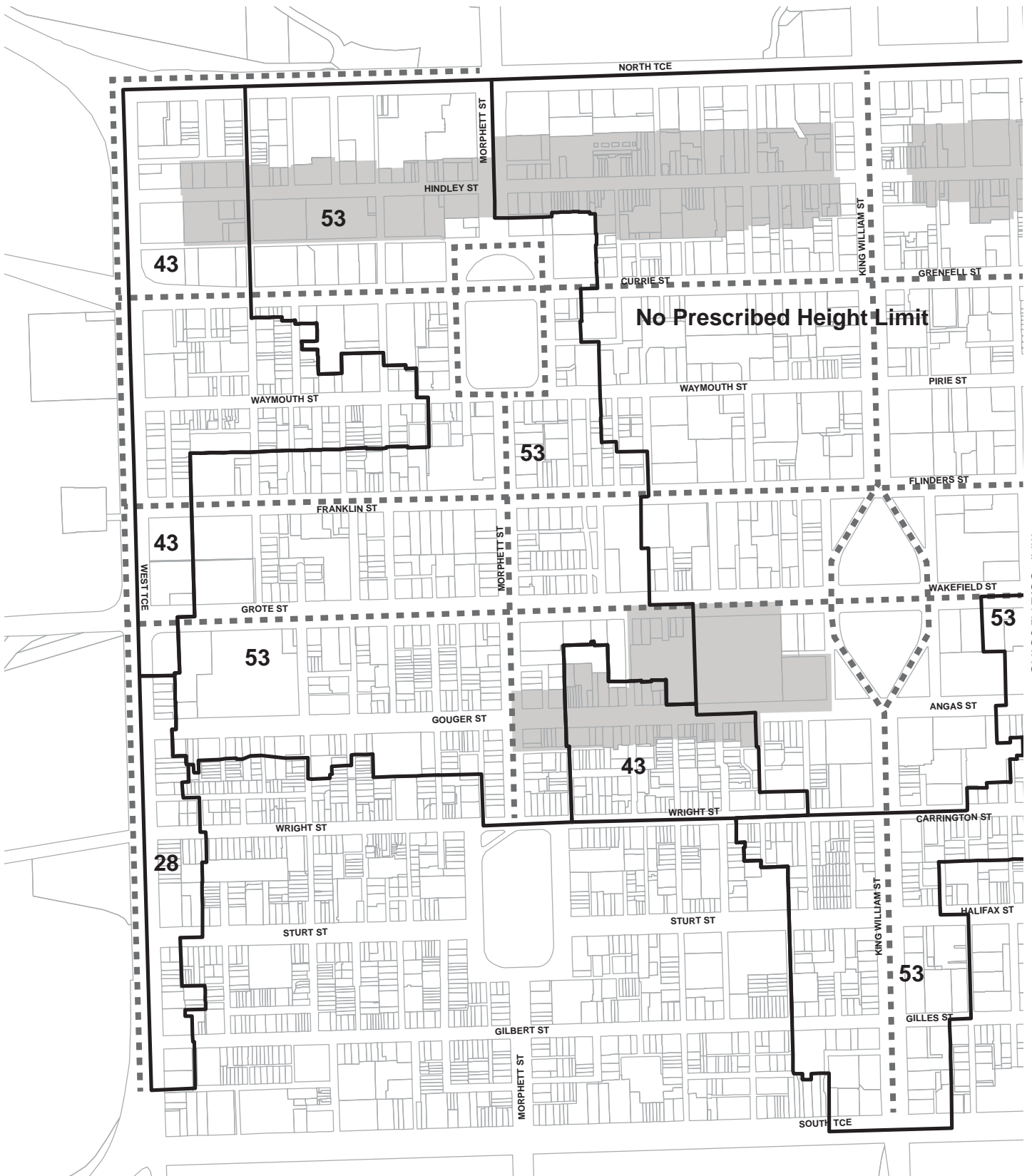
- (b) reinforce the enclosure of the Squares with a continuous built-form with no upper level set-backs.

The Terraces (North, East and West)

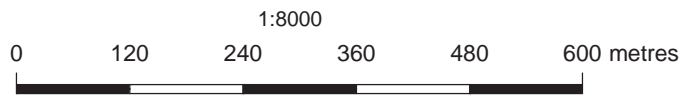
- 17 Development along the terraces should contribute to a continuous built form to frame the City edge and activate the Park Lands.
- 18 Development along North Terrace should reinforce the predominant scale and 'City wall' character of the Terrace frontage.




Building Height

- 19 Development should generally be compatible with the overall desired city form and not exceed the maximum building height shown in [Concept Plan Figures CC/1 and CC/2](#); unless it meets one or more of the following:
 - (a) the proposed building is located in one of the following areas:
 - (i) fronting North Terrace, West Terrace or East Terrace and/or at the junction of two City boulevards shown in [Concept Plan Figures CC/1 and CC/2](#);
 - (ii) on an allotment with frontage to Light Square;
 - (iii) within 200 metres of a high concentration public transport route identified on [Map Adel/1 \(Overlay 4\)](#);
 - (b) the site area is greater than 1500 square metres and has side or rear vehicle access;
 - (c) the development provides an orderly transition up to an existing taller building or prescribed maximum building height in an adjoining Zone or Policy Area;
 - (d) the proposal incorporates the retention and conservation of a character building.
- 20 Development should have optimal height and floor space yields to take advantage of the premium City location and should have a building height no less than half the maximum shown on Concept Plan [Figure CC/1 and 2](#), or 28 metres in the Central Business Policy Area, except where one or more of the following applies:
 - (a) a lower building height is necessary to achieve compliance with the Commonwealth Airports (Protection of Airspace) Regulations;
 - (b) the site is adjacent to a Residential Zone and a lesser building height is required to manage the interface with low-rise residential development;
 - (c) the site is adjacent to a heritage place, or includes a heritage place;
 - (d) the development includes the construction of a building in the same, or substantially the same, position as a building which was demolished as a result of significant damage caused by an event, within the previous 3 years where the new building has the same, or substantially the same, layout and external appearance as the previous building.

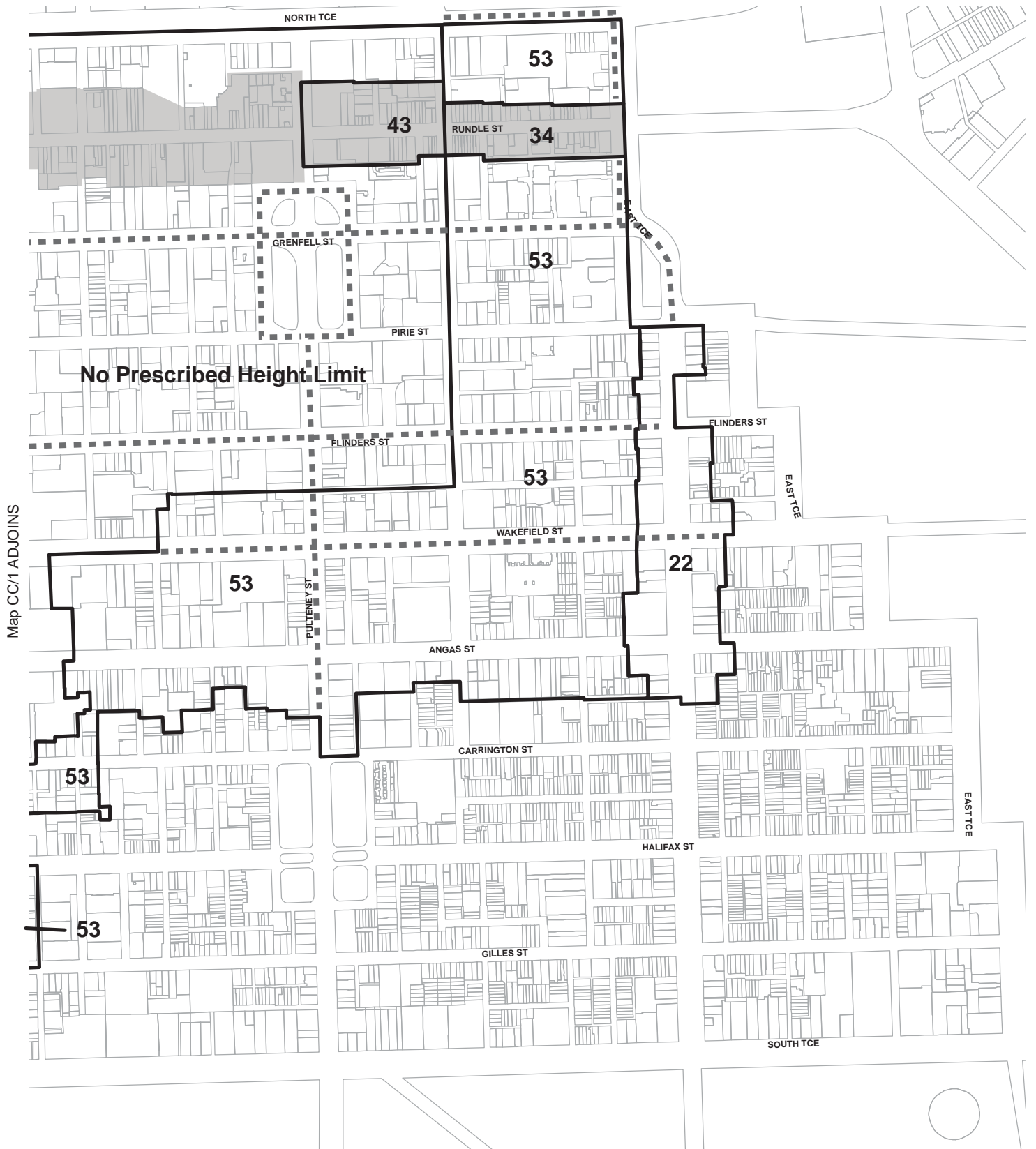


MAP CC/2 ADJOINS




-  Maximum Building Height (metres) within Capital City zoned land
Note: Airport Building Height Restrictions Apply. Refer Map Adel/1 (Overlay 5).
-  City Boulevards and Terraces
-  Policy Areas of a 'Main Street' type

ADELAIDE (CITY) BUILDING HEIGHTS Concept Plan Figure CC/1




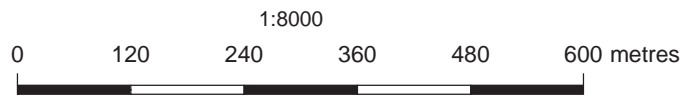
Map CC/1 ADJOINS

No Prescribed Height Limit

 Maximum Building Height (Metres) within Capital City Zoned land
 Note: Airport Building Height Restrictions Apply. Refer Map Adel/1 (Overlay 5).

 City Boulevards and Terraces

 Policy Areas of a 'main Street' type



ADELAIDE (CITY) BUILDING HEIGHTS Concept Plan Figure CC/2

Interface

- 21 Development should manage the interface with Residential Zones in relation to building height, overshadowing, massing, building proportions and traffic impacts and should avoid land uses, or intensity of land uses, that adversely affect residential amenity.
- 22 Development on all sites on the southern side of Gouger Street - Angas Street and adjacent to a northern boundary of a Residential Zone should not exceed 22 metres in building height unless the Council Wide overshadowing Principles of Development Control are met.

Movement

- 23 Pedestrian movement should be based on a network of pedestrian malls, arcades and lanes, linking the surrounding Zones and giving a variety of north-south and east-west links.
- 24 Development should provide pedestrian linkages for safe and convenient movement with arcades and lanes clearly designated and well-lit to encourage pedestrian access to public transport and areas of activity. Blank surfaces, shutters and solid infills lining such routes should be avoided.
- 25 Development should ensure existing through-site and on-street pedestrian links are maintained and new pedestrian links are developed in accordance with [Map Adel/1 \(Overlay 2A\)](#).
- 26 Car parking should be provided in accordance with Table Adel/7.
- 27 Multi-level car parks should locate vehicle access points away from the primary street frontage wherever possible and should not be located:
 - (a) within any of the following areas:
 - (i) the Core Pedestrian Area identified in [Map Adel/1 \(Overlays 2, 2A and 3\)](#)
 - (ii) on frontages to North Terrace, East Terrace, Rundle Street, Hindley Street, Currie Street, Waymouth Street (east of Light Square), Victoria Square or King William Street;
 - (b) where they conflict with existing or projected pedestrian movement and/or activity;
 - (c) where they would cause undue disruption to traffic flow; and
 - (d) where it involves creating new crossovers in North Terrace, Rundle Street, Hindley Street, Currie Street and Waymouth Street (east of Light Square), Grenfell Street and Pirie Street (west of Pulteney Street), Victoria Square, Light Square, Hindmarsh Square, Gawler Place and King William Street or access across primary City access and secondary City access roads identified in [Map Adel/1 \(Overlay 1\)](#).
- 28 Multi-level, non-ancillary car parks are inappropriate within the Core Pedestrian Area as shown on [Map Adel/1 \(Overlays 2, 2A and 3\)](#).
- 29 Vehicle parking spaces and multi-level vehicle parking structures within buildings should:
 - (a) enhance active street frontages by providing land uses such as commercial, retail or other non-car park uses along ground floor street frontages;
 - (b) complement the surrounding built form in terms of height, massing and scale; and

- (c) incorporate façade treatments along major street frontages that are sufficiently enclosed and detailed to complement neighbouring buildings consistent with the Desired Character of the locality.

Advertising

- 30 Other than signs along Hindley Street, advertisements should use simple graphics and be restrained in their size, design and colour.
- 31 In minor streets and laneways, a greater diversity of type, shape, numbers and design of advertisements are appropriate provided they are of a small-scale and located to present a consistent message band to pedestrians.
- 32 There should be an overall consistency achieved by advertisements along individual street frontages.
- 33 In Chesser Street, French Street and Coromandel Place advertisements should be small and preferably square and should not be located more than 3.7 metres above natural ground level or an abutting footpath or street. However, advertisements in these streets may be considered above 3.7 metres at locations near the intersections with major streets.
- 34 Advertisements on the Currie Street frontages between Topham Mall and Gilbert Place and its north-south prolongation should be of a size, shape and location complementary to the desired townscape character, with particular regard to the following:
 - (a) On the southern side of Currie Street, advertisements should be fixed with their underside at a common height, except where the architectural detailing of building façades precludes it. At this 'canopy' level advertisements should be of a uniform size and fixed without the support of guy wires. Where architectural detailing permits, advertisements may mark the major entrances to buildings along the southern side of Currie Street with vertical projecting advertisements 1.5 metres high by 1.2 metres wide at, or marginally above, the existing canopy level. Painted wall or window signs should be restrained.
 - (b) On the northern side of Currie Street, advertisements should be of a uniform fixing height and consistent dimensions to match those prevailing in the area.

PROCEDURAL MATTERS

Complying Development

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

In addition, the following forms of development are assigned as **complying**:

- (a) Other than in relation to a State heritage place, Local heritage place (City Significance), or Local heritage place, work undertaken within a building which does not involve a change of use or affect the external appearance of the building;
- (b) Temporary depot for Council for a period of no more than 3 months where it can be demonstrated that appropriate provision has been made for:
 - (i) dust control;
 - (ii) screening, including landscaping;
 - (iii) containment of litter and water; and
 - (iv) securing of the site.

- (c) Change in the use of land from a non-residential use to an office, shop or consulting room (excluding any retail showroom, adult entertainment premises, adult products and services premises or licensed premises).

36 The following kinds of development are **non-complying**:

A change in use of land to any of the following:

- (a) Amusement machine centre.

Advertisements involving any of the following:

- (a) Third party advertising except on Hindley Street, Rundle Mall or on allotments at the intersection of Rundle Street and Pulteney Street frontages (except where fronting King William Street), or temporary advertisements on construction sites;
- (b) Advertisements located at roof level where the sky or another building forms the background when viewed from ground level;
- (c) Advertisements in the area bounded by West Terrace, Grote Street, Franklin Street and Gray Street;
- (d) Animation of advertisements along and adjacent to the North Terrace, King William Street and Victoria Square frontages.

Demolition of a State heritage place (as identified in [TABLE Adel/1](#))

Vehicle parking except:

- (a) where it is ancillary to an approved or existing use;
- (b) it is a multi-level car park located outside the Core Pedestrian Area as indicated on [Map Adel/1 \(Overlay 2, 2A and 3\)](#); or
- (c) it is within an existing building located outside the Core Pedestrian Area as indicated on [Map Adel/1 \(Overlay 2, 2A and 3\)](#).

Public Notification

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

In addition, the following forms of development, or any combination of (except where the development is non-complying), are assigned:

- (a) **Category 1**, public notification not required:

All forms of development other than where it is assigned Category 2.

- (b) **Category 2**, public notification required. Third parties do not have any appeal rights.

- (i) Any development where the site of the development is adjacent land to land in a Residential Zone and it exceeds 22 metres in building height.

Note: For Category 3 development, public notification is required. Third parties may make written representations, appear before the relevant authority on the matter, and may appeal against a development consent. This includes any development not classified as either Category 1 or Category 2.

Central Business Policy Area 13

Introduction

The Objectives and Principles of Development Control that follow apply to the Policy Area as shown on [Maps Adel/49, 50, 55 and 56](#). They are additional to those expressed for the Zone and, in cases of apparent conflict, take precedence over the Zone provisions. In the assessment of development, the greatest weight is to be applied to satisfying the Desired Character for the Policy Area.

Desired Character

The Central Business Policy Area is the pre-eminent economic, governance and cultural hub for the State. This role will be supported by educational, hospitality and entertainment activities and increased opportunities for residential, student and tourist accommodation.

Buildings will exhibit innovative design approaches and produce stylish and evocative architecture, including tall and imposing buildings that provide a hard edge to the street and are of the highest design quality. A wide variety of design outcomes of enduring appeal are expected. Complementary and harmonious buildings in individual streets will create localised character and legible differences between streets, founded on the existing activity focus, building and settlement patterns, and street widths.

OBJECTIVES

- Objective 1:** A concentration of employment, governance, entertainment and residential land uses that form the heart of the City and central place for the State.
- Objective 2:** Development of a high standard of design and external appearance that integrates with the public realm.
- Objective 3:** Development that contributes to the Desired Character of the Policy Area.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

- 1** Development should contribute to the area's role and function as the State's premier business district, having the highest concentration of office, retail, mixed business, cultural, public administration, hospitality, educational and tourist activities.
- 2** Buildings should be of a height that ensures airport operational safety is not adversely affected.
- 3** To enable an activated street level, residential development or similar should be located above ground floor level.

Main Street Policy Area 14

Introduction

The Objectives and Principles of Development Control that follow apply to the Policy Area as shown on [Maps Adel/48, 49, 50, 51, 55](#). They are additional to those expressed for the Zone and, in cases of apparent conflict, take precedence over the Zone provisions. In the assessment of development, the greatest weight is to be applied to satisfying the Desired Character for the Policy Area.

Desired Character

Main streets provide an important shopping, hospitality and gathering place that are a vital part of the City's identity and image.

An atmosphere of bustle, excitement and activity is created by a vibrant mixture of land uses that support a strong retail base and a continuing program of on-street arts and activities. Activities including retail, restaurants, cafés and licensed premises will contribute to the day and evening economies and be managed to ensure a positive contribution to the character of the precinct. Licensed entertainment premises, nightclubs and bars will contribute to activation during the day and evening by generally being small in scale and located above or below ground floor level.

Development will abut the footpath and continue the established width, rhythm and pattern of façades to generally support a variety of tenancies with narrow frontages. Horizontally massed buildings will be broken into smaller façade elements. Above street level fenestration, balconies, parapets, architectural detailing and ornamentation will be used to contribute to a rich visual texture.

Upper levels of buildings are to be recessed behind a moderately scaled building street wall to maintain a sense of spaciousness and openness to the sky. At lower levels, the continuity of verandahs and other canopies or pedestrian shelters, and ceiling heights is desired to maintain a sheltered, high amenity pedestrian environment at a human scale.

Rundle Street

Development will be consistent with the intimate scale and intricate and diverse architectural features of Rundle Street and will reinforce the existing two and three storey built scale. This is derived from buildings of relatively uniform height and scale, mostly built in the nineteenth and early twentieth century.

Existing façades typically encompass a high proportion of solid to void and a high level of architectural detail (including ornamentation and fenestration and through a combination of materials).

Horizontal emphasis is achieved through the integration of masonry coursing, parapets, verandahs and balconies. The subtle variety of scale and massing adds texture to the streetscape. Upper levels of buildings are to be recessed to maintain a sense of spaciousness and openness to the sky.

Rundle Mall

Rundle Mall will be enhanced as Adelaide's premier retail area incorporating a wide range of speciality and larger scale shops and mixed business. Rundle Mall will continue to grow and evolve in response to the needs of the retail and business sectors and the wider public, and enhance its iconic reputation as an important public space for a range of retail, business and cultural purposes. A range of activities will contribute to the day and evening economies.

Rundle Mall offers a strong and unique character and sense of place, established by a pedestrian space framed by a long enclosure of visual interest and vitality which is reached with a sense of arrival from King William Street and Pulteney Street and the adjoining minor streets, arcades and laneways.

Hindley Street

Hindley Street (east of Morphett Street) will be the City's focus for late night entertainment and will be carefully designed and managed to integrate effectively with day time and evening land use activities.

Hindley Street (west of Morphett Street) will comprise a range of mixed business, educational, cultural, hospitality and retail activities. Activities, including licensed premises, will contribute to the day and evening economies.

The refurbishment of nineteenth century buildings in Hindley Street will be complemented by sensitive new development and will provide a colourful and cohesive character and intimate, human scale.

Gouger Street

Gouger Street will be characterised by a mix of retail, restaurant, commercial and mixed business uses, including professional services, wholesaling and community activities. Activities including restaurants, cafés and licensed premises will contribute to the vibrancy of the street during the day and evening.

Gouger and Grote streets will continue to develop as a colourful and active restaurant and shopping precinct which complements the liveliness of the Central Market and supports the retail, community, cultural and legal functions in this part of the City. 'Chinatown' around Moonta Street will be reinforced, and opportunities for new precincts, such as in minor streets and lanes, established.

OBJECTIVES

- Objective 1:** Rundle Street enhanced as an important shopping, leisure and gathering place for metropolitan Adelaide.
- Objective 2:** Rundle Mall enhanced as the State's premier shopping destination around an attractive public space.
- Objective 3:** Hindley Street (east of Morphett Street) as the pre-eminent evening and late night entertainment hub for metropolitan Adelaide, with complementary shopping, hospitality and mixed business together with high density living.
- Objective 4:** Hindley Street (west of Morphett Street) reinforced as a main street with a mix of retail, educational, restaurant and business uses, together with high density living.
- Objective 5:** Gouger Street reinforced as a colourful, intimate and active restaurant and shopping street which complements the vibrancy of the Central Market and supports the retail, community and cultural functions of the area.
- Objective 6:** Development that contributes to the Desired Character of the Policy Area.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

- 1** At ground level along any main street (including Rundle Mall) and in minor streets leading to them, development should provide active and vibrant frontages that contribute to continuous interest at street level.

- 2 Land uses that add to the vitality of the area and extend activities outside shop hours are envisaged, including restaurants; educational, community and cultural facilities; and visitor and residential accommodation.
- 3 To enable an activated street level, residential development or similar should be located above ground floor level.
- 4 Licensed entertainment premises, night clubs or bars should contribute to activation during the day and evening by generally being small in scale and located above or below ground floor level.

Design and Appearance

- 5 The ground level street frontage of buildings should be designed as activate street frontages, provide pedestrian interest, and maximise passive surveillance by:
 - (a) providing at least 70 per cent of the frontage as a non-residential use; and
 - (b) 50 per cent of the frontage as visually permeable, transparent or clear glazed and may include an entry/foyer or display window to a shop (including a café or restaurant).

Form and Character

- 6 Development should conserve, enhance and complement the colourful and visually rich and intimate character of the area.
- 7 Development should include a variety of architectural expression and finishes compatible with the many existing older buildings. Verandahs, balconies, awnings and parapets should be designed to complement those existing.
- 8 Development should strengthen the established character of narrow building frontage widths, vertical massing and above street level fenestrations, balconies, parapets, architectural detailing and ornamentation.
- 9 Buildings with frontage to Gouger Street, Hindley Street or Rundle Street, west of Frome Road, should be designed to:
 - (a) reinforce the prevailing datum heights and parapet levels of the street through design elements that provide a clear distinction between levels above and below the prevailing datum line; and
 - (b) include a maximum podium / street wall height in the order of six storeys, with an upper level setback, measured from the street wall in the order of 3 metres.
- 10 Buildings with frontage to Rundle Mall should have a maximum podium/street wall height of 6 storeys with upper building levels set back from the street in the order of 3 metres.
- 11 Buildings with frontage to Rundle Street, east of Frome Road should be designed to reinforce the prevailing datum heights and parapet levels of the street through:
 - (a) a maximum podium/ street wall height that is consistent with one of the adjacent buildings facing the street and does not exceed 13 metres;
 - (b) an upper level setback, measured from the street wall, of at least 3 metres stepping up to a height of 6 storeys, then a further setback of at least 3 metres stepping up to the maximum overall height shown on [Concept Plan figure CC/1 and 2](#); and
 - (c) design elements that create a clear distinction between the 13 metre and 22 metre datum lines.
- 12 Development of both internal and external spaces on Rundle Street should maintain an environment which is intimately scaled, intricate and diverse.

Movement

- 13** Additional vehicle cross-overs to provide access should be avoided in Hindley Street, Bank Street and Leigh Street. Access for on-site servicing and deliveries should be from minor streets and private lanes wherever possible, rather than from Rundle Mall.
- 14** Pedestrian movement should be based on a network of pedestrian malls, arcades and lanes, linking the surrounding areas and giving a variety of north to south routes to Rundle Mall and east to west links for people moving between buildings.

Attachment G

Main Street (O'Connell) Zone

MS1 MAIN STREET (O'CONNELL) ZONE

Introduction

The Desired Character, Objective and Principles of Development Control that follow apply to the Main Street (O'Connell) Zone shown on [Map Adel/8 and Fig MS/1](#). They are additional to those expressed for the whole of Council area and, in cases of apparent conflict, take precedence over the more general provisions. In the assessment of development, the greatest weight is to be applied to satisfying the Desired Character for the Zone.

Desired Character

The Zone will be enhanced to be the main focus for retailing; tourist accommodation; restaurants and cafés; and commercial, community and entertainment activities in North Adelaide and the surrounding suburbs. Development will reinforce the role and image of the Zone as an attractive linear shopping centre with a distinctive traditional main street character and amenity. The Zone will include a concentration of activities contained within a higher built form at the North Adelaide Village and on integrated development sites.

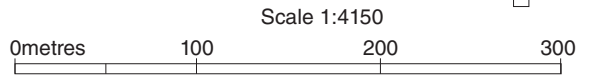
Development will complement the closely developed historic commercial built form and its visual character by including a strong built form edge to O'Connell Street. Development will acknowledge the low-rise horizontal massing of built form which is established by the continuity of parapets, verandahs and balconies with podium elements on the street frontage and setbacks at higher levels. The podium elements will incorporate vertical proportions and high solid to void ratios in the composition of façades. The ground floors of buildings will abut the footpath and continue the established width, rhythm and pattern of façades to support a variety of tenancies with narrow frontages.

Development on corner sites should include buildings that present a strong built form edge to the secondary street boundary.

Medium to high scale residential development is desirable in areas south of Tynte Street, particularly at upper levels. Uses that generate a high frequency of pedestrian activity and activate the street such as shops, restaurants and cafés will be located on the ground floor. Active street frontages will also be promoted through a high proportion of display windows and frequent pedestrian entrances. The mix of complementary land uses will extend activity into the evening to enhance the vibrancy of the area and provide visual interest after hours, including by having no external shutters.

The Zone will retain a high degree of vehicle accessibility, with O'Connell Street continuing as a major traffic and public transport route, with priority given to public transport. Safe and convenient pedestrian movement to and through the Zone will be maintained. Formal avenue plantings of street trees and attractive paving and street furniture will continue to enhance the sense of place and amenity for pedestrians.

The impacts of development will be carefully managed to ensure the enhancement of amenity for residential development within the Zone and in adjacent Zones to ensure the achievement of a high-quality residential living environment.



- State Heritage Place
- Local Heritage Place
- ▲ Significant Tree
- Zone Boundary

ADELAIDE (CITY)
MAINSTREET (O'CONNELL) ZONE
HERITAGE PLACES AND SIGNIFICANT TREES
Fig MS/1

Catalyst sites provide opportunities for integrated developments on large sites to assist in the transformation of a locality. Such developments will facilitate an increase in the residential population of the City, while also activating the public realm and creating a vibrant main street feel. A range of land uses will be provided that add to the range of local employment opportunities and the availability of service and shopping facilities within the main street.

Developments on catalyst sites will exemplify quality and contemporary design that is generally greater in intensity than their surroundings. However, development will be designed to carefully manage the interface with sensitive uses in the North Adelaide Historic (Conservation) Zone, particularly with regard to massing; proportions; overshadowing; and traffic and noise related impacts.

OBJECTIVES

- Objective 1:** A shopping, commercial and entertainment main street supported by medium and high density residential development.
- Objective 2:** A visually interesting streetscape with buildings having a high level of fenestration and detail, and balconies oriented towards the street.
- Objective 3:** An intimate public realm with active frontages created by buildings designed with frequently repeated forms and narrow tenancy footprints.
- Objective 4:** An interesting and varied skyline as viewed from the street and afar, provided by modulation in roof forms and/or the use of parapets.
- Objective 5:** Development that contributes to the Desired Character of the Zone.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

- 1** The Zone should accommodate a range of retail, office, leisure, community and associated uses as the primary land use mix. The integration of medium to high scale residential development is desirable, particularly at upper levels or at ground floor level at the rear of O'Connell Street frontages.
- 2** Outdoor eating and drinking facilities, in association with cafés, restaurants and licensed premises, are appropriate along O'Connell Street, but may also be appropriate elsewhere provided they do not affect the high level of residential amenity.
- 3** Licensed entertainment premises, nightclubs or bars should be secondary to the primary land use mix and not be located on the ground floor of the primary street frontage to enable daytime activation.
- 4** Development listed as non-complying is generally inappropriate.

Form and Character

- 5** Development should be consistent with the Desired Character for the Zone.
- 6** Development should ensure a high quality living environment is achieved for residential development within the Zone and in the adjacent North Adelaide Historic (Conservation) Zone.

Design and Appearance

- 7** Development should enhance the cohesive streetscapes along O'Connell, Ward and Archer streets through built form massing and frontage proportions consistent with the Zone's traditional commercial architecture.
- 8** The design of buildings should complement the streetscape character with regard to scale, massing, siting, composition, architectural detailing, materials and colour. Streetscape character can be derived

- 9 Buildings should be modelled and incorporate design elements such as verandahs and balconies, decoration and ornamentation.
- 10 Buildings should exhibit a high proportion of solid to void in the composition of façades above verandah or awning level of the podium element.
- 11 The continuity of parapets, verandahs and balconies should emphasise the horizontality of the townscape. Podium elements should maintain the horizontal massing of built form while incorporating vertical proportions in the composition of façades.
- 12 Long, blank façades which are unsympathetic to the established streetscape in terms of scale, design and architectural character are inappropriate.
- 13 Except on allotments south of Tynte Street or on sites greater than 1500 square metres in area (which may include one or more allotment) the following plot ratios apply:
 - (a) Basic plot ratio: 1.2;
 - (b) Maximum plot ratio: 1.5; and
 - (c) Bonus plot ratio: 0.3.
- 14 The frontages to O'Connell Street at ground floor level should be composed of display windows, doors and openings and should avoid blank surfaces and solid infills. A variety of building materials and colour should be allowed but the use of black or very bright colours should be minimised.
- 15 Buildings should incorporate pedestrian shelters along O'Connell Street and other major street frontages.
- 16 In relation to the land area bound by O'Connell, Tynte, Archer and Centenary streets, development should:
 - (a) ensure that the frontage to O'Connell Street is the most active frontage for the land area by having multiple shops, restaurants and the like opening up to, and having a high level of interaction with, pedestrian activity along the O'Connell Street footpath area;
 - (b) not unreasonably detract from the high quality residential amenity of the residential area east of Centenary Street; and
 - (d) incorporate an east-west pedestrian link through the land area.
- 17 Buildings on O'Connell Street should be designed to reinforce the prevailing datum heights and parapet levels of the street through design elements that reflect the street wall heights of adjacent buildings and provide a clear distinction between levels below and above the prevailing datum line.

Building Height

- 18 Except on sites greater than 1500 square metres in area (which may include one or more allotment), buildings should have a maximum building height in accordance with the following:
 - (a) 12 metres – north of Tynte Street; or
 - (b) 22 metres – south of Tynte Street.
- 19 Buildings should have a minimum building height in accordance with the following:

- (a) 2 storeys – north of Tynte Street; or
 - (b) 3 storeys – south of Tynte Street.
- 20** Development should maintain or re-establish the continuity of low-scale buildings situated close to or abutting the major streets.
- 21** Development on corner sites of the major streets should reinforce the townscape importance of these sites with appropriately scaled buildings abutting the street frontages.

Catalyst Sites

- 22** Development on catalyst sites (sites greater than 1500 square metres, which may include one or more allotment) should be comprised of medium to high scale residential development that is carefully integrated with non-residential development.
- 23** Catalyst sites should be developed to manage the interface with the North Adelaide Historic (Conservation) Zone with regard to intensity of use, overshadowing, overlooking, massing, building proportions and traffic to minimise impacts on residential amenity.
- 24** Catalyst sites should contribute to the vibrancy of the main street through building designs that:
- (a) include a mix of land uses that create activity and overlooking of the street, particularly at the ground level and the first floor;
 - (b) create the appearance of narrow frontages and enhance visual interest;
 - (c) are vertically massed; and
 - (d) include above street level fenestration, balconies, parapets, architectural detailing and ornamentation which contribute to the rich visual texture.
- 25** The scale of development on catalyst sites should respond to its context, particularly the nature of adjacent land uses and the interface treatments required to address impacts on sensitive uses.
- 26** Where there is an apparent conflict between the catalyst site principles and Zone or Council Wide objectives and principles (including the quantitative provisions) the catalyst site principles will take precedence.

Car Parking and Access

- 27** Vehicular access to sites should be provided at the rear of properties and from lanes or streets other than O'Connell Street. New vehicle access across the O'Connell Street frontage should be avoided.
- 28** Parking should be provided at the rear of buildings away from the major street frontages and be designed to minimise its effects on residential amenity.
- 29** Any multi-level car park should be designed and/or screened to respect the amenity of adjacent residential properties and minimise any overlooking into adjoining residential properties.
- 30** Car parking should be provided in accordance with Table Adel/7 and be ancillary to an approved or existing use.

Advertising

- 31** Advertisements should be designed, scaled and located to enhance the pedestrian-oriented character of the Zone.

- 32 Advertisements may be bold in colour but there should be an overall consistency of advertising displays to improve the townscape.
- 33 Illumination of advertisements in O'Connell Street is appropriate, but in other streets the illumination of advertisements should be directed in a manner which minimises light spill into adjacent residential properties and is shielded where necessary.

Land Division

- 34 Land division should occur only where new allotments are of a size and configuration that will ensure the objectives of the Zone can be met.

PROCEDURAL MATTERS

Complying Development

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

In addition, the following kinds of development are designated as **complying**:

- (a) Temporary depot for Council for a period of no more than 3 months provided appropriate provision is made for:
- (i) dust control;
 - (ii) screening, including landscaping;
 - (iii) containment of litter and water; and
 - (iv) securing the site.

Non-complying Development

- 36 The following kinds of development are **non-complying**:

- (a) A change of use to any of the following:

Adult entertainment premises
Adult products and services premises
Amusement machine centre (at ground floor level on O'Connell Street frontages)
Car park except:

- (i) where ancillary to an approved or existing use
- (ii) a multi-level car park

Clinic
Day centre (other than a child care centre)
Emergency shelter
Freight terminal
Hospital
Industry
Nursing home
Passenger terminal
Primary school
Service trade premises not within a building
Transport depot
Warehouse.

- (b) Building work involving any of the following:

Demolition of a State heritage place (as identified in TABLE Adel/1);

Other than for local heritage places south of Tynte Street, demolition of a Local heritage place or that portion of a Local heritage place being the frontage and side wall returns which are visible from the street, where the elements of heritage value of that place are so limited (as identified in TABLE Adel/2).

Development which exceeds the maximum plot ratio or which exceeds the basic plot ratio without following the bonus mechanisms, except:

- (i) on sites south of Tynte Street; or
- (ii) on sites greater than 1500 square metres in area (which may include one or more allotment).

Development which exceeds three building levels and a total building height of 12 metres above the median natural or finished ground level at any point or any part of a building on allotments north of Tynte Street except on sites greater than 1500 square metres in area (which may include one or more allotment).

(c) Advertisements involving any of the following:

- (i) Animation
- (ii) Third party advertising
- (iii) Advertisements at roof level where the sky or another building forms the background when viewed from ground level.

Public Notification

37 For the purposes of public notification in accordance with the procedures and rights established by the *Development Act 1993*, development is assigned to the specified categories as follows:

(a) **Category 1**, public notification not required:

- (i) the following forms of development, or any combination of (except those classified as non-complying):

- Advertisement
- All forms of development that are ancillary and in association with residential development
- Consulting room
- Dwelling
- Office
- Restaurant
- Residential flat building
- Shop or group of shops
- Tourist accommodation.

- (ii) any other development which, in the opinion of the relevant planning authority, is of a minor nature only and is unlikely to be the subject of reasonable objection from the owners or occupiers of land in the locality of the site of the development.

(b) **Category 2**, public notification required. Third parties do not have appeal rights:

- (i) all development, other than where development is assigned Category 1.
- (ii) any development assigned as Category 1 where the site of the development is adjacent land to land in the North Adelaide Historic (Conservation) Zone and it exceeds 12 metres in building height north of Tynte Street or 22 metres in building height south of Tynte Street.
- (iii) any development on a catalyst site (a site greater than 1500 square metres, which may include one or more allotment) that exceeds 12 metres in building height north of Tynte Street or 22 metres in building height south of Tynte Street.

Attachment H

Main Street (Melbourne East) and Main Street (Melbourne West) Zones
Catalyst Site Desired Character Statement

Catalyst sites provide opportunities for integrated developments on large sites to assist in the transformation of a locality. Such developments will facilitate an increase in the residential population of the City, while also activating the public realm and creating a vibrant main street feel. A range of land uses will be provided that add to the range of local employment opportunities and the availability of service and shopping facilities within the main street.

Development on catalyst sites will exemplify quality and contemporary design that is generally greater in intensity than its surroundings. However, development will be designed to carefully manage the interface with sensitive uses in the North Adelaide Historic (Conservation) Zone, particularly with regard to massing; proportions; overshadowing; traffic and noise related impacts.

Attachment I

Main Street (Melbourne East) and Main Street (Melbourne West) Zone
Catalyst Site Principles of Development Control

Catalyst Sites

- X** Development on catalyst sites (sites greater than 1500 square metres, which may include one or more allotment) should be comprised of medium to high scale residential development that is carefully integrated with non-residential development.
- X** Catalyst sites should be developed to manage the interface with the North Adelaide Historic (Conservation) Zone with regard to intensity of use, overshadowing, massing, building proportions and traffic to minimise impacts on residential amenity.
- X** Catalyst sites should contribute to the vibrancy of the main street through building designs that:
 - (a) include a mix of land uses that create activity and overlooking of the street, particularly at the ground and first floor;
 - (b) create the appearance of narrow frontages and enhance visual interest;
 - (c) are vertically massed; and
 - (d) include above street level fenestration, balconies, parapets, architectural detailing and ornamentation which contribute to the rich visual texture.
- X** The scale of development on a catalyst site should depend on its context, particularly the nature of adjacent land uses and the interface treatments required to address impacts on sensitive uses.
- X** Where there is an apparent conflict between the catalyst site principles and Zone or Council Wide objectives and principles (including the quantitative provisions) the catalyst site principles will take precedence.

Attachment J

Hutt Street

Catalyst Site Desired Character

Catalyst sites provide opportunities for integrated developments on large sites to assist in the transformation of a locality. Such developments will facilitate growth in the residential population of the City, while also activating the public realm and creating a vibrant main street feel. A range of land uses will be provided that add to the range of local employment opportunities and the availability of services and shopping facilities within the main street.

Developments on catalyst sites will exemplify quality and contemporary design that is generally greater in intensity than their surroundings. However, development will be designed to carefully manage the interface with sensitive uses in Residential Zones, particularly with regard to massing; proportions; overshadowing; traffic and noise related impacts.

Attachment K

Hutt Street

Catalyst Site Principles of Development Control

Catalyst Sites

- X** Development on catalyst sites (sites greater than 1500 square metres, which may include one or more allotment) should be comprised of medium to high scale residential development that is carefully integrated with non-residential development.
- X** Catalyst sites should be developed to manage the interface with Residential Zones with regard to intensity of use, overshadowing, massing, building proportions and traffic to minimise impacts on residential amenity.
- X** Catalyst sites should contribute to the vibrancy of the main street through building designs that:
 - (a) include a mix of land uses that create activity and overlooking of the street, particularly at the ground and first floor;
 - (b) create the appearance of narrow frontages and enhance visual interest;
 - (c) are vertically massed; and
 - (d) include above street level fenestration, balconies, parapets, architectural detailing and ornamentation which contribute to the rich visual texture.
- X** The scale of development on a catalyst site should respond to its context, particularly the nature of adjacent land uses and the interface treatments required to address impacts on sensitive uses.
- X** Where there is an apparent conflict between the catalyst site principles and Zone or Council Wide objectives and principles (including the quantitative provisions) the catalyst site principles will take precedence.

Please note: 'X' to be replaced with applicable PDC number.

Attachment L

Main Street (Adelaide) Zone

MS5 MAIN STREET (ADELAIDE) ZONE

Introduction

The Desired Character, Objectives and Principles of Development Control that follow apply in the whole of the Main Street (Adelaide) Zone shown on [Maps Adel/24, 25 and 30](#). They are additional to those expressed for the whole of the Council area and in cases of apparent conflict, take precedence over the more general provisions. In the assessment of development, the greatest weight is to be applied to satisfying the Desired Character for the Zone.

Desired Character

Sturt and Halifax streets will be enhanced as recognisable 'main streets' and development will add to the lively mix of specialist retail outlets; personal services; restaurants; cafés; hospitality, community and mixed businesses; and medium to high scale residential developments.

The mix of complementary land uses will extend activity into the evening to enhance the vibrancy of the area. Small-scale licensed entertainment premises, nightclubs or bars may occur in limited numbers along Sturt and Halifax streets where they are designed and sited to maintain day time and evening activation at street level and minimise impacts on nearby residential development. Development will continue to provide visual interest after hours by having no external shutters.

Active street frontages will be promoted through the pattern of narrow-fronted shop and business fronts of varied and interesting displays, frequent individualised frontages and pedestrian entrances.

Development should maintain the continuity of buildings sited on or close to both front and side boundaries and on corner frontages. Limited setbacks may be appropriate to emphasise pedestrian entries and to accommodate space for outdoor dining.

A pedestrian scale is to be maintained by buildings that enclose the street space along Sturt, Halifax and Wright streets yet maintain openness to the sky and the streets' intimate, main street feel. Pedestrian shelter and comfort is to be provided through continuous verandahs and awnings that are complemented by a canopy of street trees.

Buildings will respond to heritage places through contemporary designs that include variations in façade treatments and building materials, as well as the use of modulated roof forms and parapets that contribute to a varied and interesting pedestrian environment. Balconies overlooking the street are also encouraged to provide a connection for residents to the street and achieve passive surveillance.

Vehicle access points will be located on side streets or grouped where possible so that safe and efficient pedestrian movement along the main streets is achieved. Parking will be located away from street frontages and shared where possible. Priority will be given to pedestrian movement, with ease of access by public transport and cycling enhanced.

Catalyst sites provide opportunities for integrated developments on large sites to assist in the transformation of a locality. Such developments will facilitate growth in the residential population of the City, while also activating the public realm and creating a vibrant main street

feel. A range of land uses will be provided that add to the range of local employment opportunities and the availability of services and shopping facilities within the main street.

Development on catalyst sites will exemplify quality and contemporary design that is generally greater in intensity than their surroundings. However, development will be designed to carefully manage the interface with sensitive uses in Residential Zones, particularly with regard to massing and proportions, overshadowing, overlooking, traffic and noise related impacts.

OBJECTIVES

Objective 1: A shopping and commercial main street supported by medium and high density residential development.

Objective 2: A visually interesting streetscape with buildings having a high level of fenestration and detail, and balconies oriented towards the street.

Objective 3: An intimate public realm with active streets created by buildings designed with frequently repeated frontage form and narrow tenancy footprints.

Objective 4: An interesting and varied skyline as viewed from the street and afar, provided by modulation in roof forms and/or the use of parapets.

Objective 5: Development that contributes to the Desired Character of the Zone.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

1 The following types of development, or combinations thereof, are envisaged in the Zone:

Affordable housing	Pre-school
Aged persons accommodation	Residential flat building
Community centre	Restaurant
Consulting room	Retirement village
Dwelling	Shop or group of shops
Educational establishment	Supported accommodation
Licensed entertainment premises	Tourist accommodation.
Office	

2 The Zone should be developed to include a range of land uses that are high pedestrian-generators, directly promote public transport use and provide opportunities for multi-purpose trips.

3 Non-residential development should comprise uses that:

- (a) are of a role and function appropriate for the Zone;
- (b) encourage walking and cycling to local shopping, community services and other activities; and
- (c) do not detrimentally impact on the amenity of nearby residents.

4 Licensed entertainment premises, nightclubs or bars should be small in scale, secondary to the primary land use mix in each street and not detract from the street's daytime activation.

- 5 Development on Wright, Sturt or Halifax streets should include non-residential land uses on the ground floor level to provide a continuity of shops, offices or other uses that enable activation of the street.
- 6 Development listed as non-complying is generally inappropriate.

Form and Character

- 7 Development should be consistent with the Desired Character for the Zone.

Design and Appearance

- 8 Development should incorporate design measures that provide a transition between the high intensity development in this Zone and the lower intensity development in adjacent Residential Zones.
- 9 The finished ground floor level of buildings should be at grade and/or level with the footpath to provide direct pedestrian access and street-level activation.
- 10 Pedestrian shelter and shade should be provided over footpaths through continuous structures such as awnings, canopies and verandahs.
- 11 The ground floors of buildings should have a minimum floor to ceiling height of 3.5 metres to allow for adaptation to a range of land uses including shops, cafés, restaurants or offices without the need for significant alterations to the building.
- 12 The ground level street frontage of buildings should be designed to activate street frontages, provide pedestrian interest and maximise passive surveillance by:
 - (a) providing at least 70 per cent of the frontage for a non-residential use; and
 - (b) 50 per cent of the frontage being visually permeable, transparent or clear glazed. This may include an entry/foyer or display window to a shop (including a café or restaurant).

Building Height

- 13 Except where the airport's operations require a lesser height or the development is located on a site greater than 1500 square metres (which may include one or more allotment), building height should not exceed 22 metres.
- 14 Development on Sturt Street or Halifax Street should have a minimum building height of 3 storeys to provide optimal height and floor space yields that activate and frame the main street.

Setbacks

- 15 Buildings (excluding verandahs, porticos and the like) on Sturt Street or Wright Street should generally be built to the primary road frontage.
- 16 There is no minimum setback required from a rear access way where the access way is wider than 6.5 metres. Where the access way is less than 6.5 metres in width, a setback distance equal to the additional width required to make the access way 6.5 metres or more, is required to provide adequate manoeuvrability for vehicles.
- 17 Development on land directly abutting a Residential Zone should avoid sheer and tall walls at the interface, through walls greater than 3 metres in height being setback at least 2 metres from the rear boundary with further articulation at upper levels.

Catalyst Sites

- 18** Development on catalyst sites (sites greater than 1500 square metres, which may include one or more allotment) should be comprised of medium to high scale residential development that is carefully integrated with non-residential development.
- 19** Catalyst sites should be developed to manage the interface with Residential Zones with regard to intensity of use, overshadowing, massing, building proportions and traffic to minimise impacts on residential amenity.
- 20** Catalyst sites should contribute to the vibrancy of the main street through building designs that:
- (a) include a mix of land uses that create activity and overlooking of the street, particularly at the ground and first floor;
 - (b) create the appearance of narrow frontages that enhance visual interest;
 - (c) are vertically massed; and
 - (d) include above street level fenestration, balconies, parapets, architectural detailing and ornamentation which contribute to the rich visual texture.
- 21** The scale of development on a catalyst site should respond to its context, particularly the nature of adjacent land uses and the interface treatments required to address impacts on sensitive uses.
- 22** Where there is an apparent conflict between the catalyst site principles and Zone or Council Wide objectives and principles (including the quantitative provisions) the catalyst site principles will take precedence.

Car Parking

- 23** Car parking should be provided in accordance with Table Adel/7 and be ancillary to an approved or existing use.

Land Division

- 24** Land division should occur only where new allotments are of a size and configuration that will ensure the objectives of the Zone can be achieved.

PROCEDURAL MATTERS

Complying Development

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

In addition, the following forms of development are designated as complying, subject to the conditions contained in [Table Adel/ 7 – On-site Car Parking Provisions](#):

- (a) change in the use of land from residential to office on the ground or first floor of a building
- (b) change in the use of land from residential to a shop (other than a retail showroom) with a gross leasable area less than 250 square metres on the ground floor of a building.

Non-complying Development

26 The following kinds of development are **non-complying**:

(a) A change of use to any of the following:

Adult entertainment premises
Adult products and services premises
Fuel depot
Industry
Public service depot
Road transport terminal
Service trade premises
Store
Third party advertising
Transport depot
Vehicle parking except where it is ancillary to an approved or existing use
Warehouse
Waste reception, storage, treatment or disposal

(b) Demolition of a State heritage place (as identified in [TABLE Adel/1](#)).

Public Notification

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

In addition, the following forms of development, or any combination thereof (except where the development is classified as non-complying) are assigned:

(a) **Category 1**, public notification not required:

Advertisement	Nursing home
Aged persons accommodation	Office
All forms of development that are ancillary and in association with residential development	Pre-school
Consulting room	Primary school
Dwelling	Restaurant
Educational establishment	Residential flat buildings
Hotel	Retirement village
Indoor recreation facility	Shop or group of shops
	Supported accommodation
	Tourist accommodation

(b) **Category 2**, public notification required. Third parties do not have any appeal rights.

- (i) All forms of development not listed as Category 1.
- (ii) Any development assigned Category 1 where the site of the development is adjacent land to land in a Residential Zone and it exceeds 22 metres in building height.
- (iii) Any development on a catalyst site (a site greater than 1500 square metres, which may include one or more allotment) that exceeds 22 metres in building height.

Note: For Category 3 development, public notification is required. Third parties may make written representations, appear before the relevant authority on the matter, and may appeal against a development consent. This includes any development not classified as either Category 1 or Category 2.

Attachment M

City Frame Zone

CITY FRAME ZONE

Introduction

The Desired Character, Objectives and Principles of Development Control that follow apply to the whole of the City Frame Zone shown on [Maps Adel/23-25 and 29-31](#). They are additional to those expressed for the whole of the Council area and, in cases of apparent conflict, take precedence over the more general provisions. In the assessment of development, the greatest weight is to be applied to satisfying the desired character for the Zone.

Desired Character

This Zone will primarily contain medium to high scale residential development supported by a mix of shops, personal services, restaurants, cafés, and community and hospitality uses.

The mix of complementary land uses will extend activity into the evening to enhance the vibrancy and safety of the area, particularly the adjacent Park Lands and Whitmore and Hurtle Squares, which offer a high level of amenity. Small-scale licensed entertainment premises, nightclubs or bars may occur in limited numbers where they are designed and sited to maintain day and evening activation at street level. Development will include residential and mixed use residential buildings that are well connected to nearby public transport networks, including the tramline.

The location and scale of buildings will achieve high quality urban design outcomes, with the highest built form located along South Terrace facing the Park Lands with a slightly lower built form framing the Squares. Development on key corner sites at the entrances to the City grid and Squares will create landmark buildings that provide a strong built form edge and pedestrian scale detailing to both street frontages.

Buildings will have minimal or no setback and provide tall walls when viewed from the main road frontage to achieve a consistent built form façade. Landscaping and small variations in front setback will assist in softening the continuous edge of new built form and provide a higher amenity streetscape and pedestrian environment which is shaded by street trees and other mature vegetation.

Buildings will have a strong horizontal emphasis with clearly defined and segmented vertical elements. At street level, the use of solid materials will be appropriately balanced with glazed areas to provide visual interest and activity. Tall façades will be well articulated with finer details that contribute positively to the public realm, including modelled façades, canopies, fenestration and balconies that make use of light and shade. An interesting pedestrian environment and human scale at ground level which integrates well with the Park Lands and Squares will be created.

Catalyst sites provide opportunities for integrated developments on large sites to assist in the transformation of a locality. Such developments will facilitate growth in the residential population of the City, while also activating the public realm and creating a vibrant main street feel. A range of land uses will be provided that add to the range of local employment opportunities and the availability of services and shopping facilities within the main street.

Development on catalyst sites will exemplify quality and contemporary design that is generally greater in height, or intensity, than its surroundings. However, development will be designed to carefully manage the interface with sensitive uses in Residential Zones, particularly with regard to massing; proportions; overshadowing; traffic and noise related impacts.

Objectives

- Objective 1:** Development that contains a mix of uses including shops, offices and commercial development at lower floors with residential land uses above with views to the Park Lands and Squares.
- Objective 2:** Development that creates a strong edge to the Park Lands and Squares.
- Objective 4:** A uniform streetscape established through a largely consistent front setback and tall, articulated building façades.
- Objective 5:** Development that creates a high quality public realm that promotes walking, cycling, public transport patronage and social interaction.
- Objective 6:** An area that allows people to work, shop and access a range of services close to home.
- Objective 7:** Adaptable and flexible building designs that can accommodate changes in use and respond to changing economic and social conditions.
- Objective 8:** A built form that provides a transition down in scale and intensity at the Zone's boundaries to maintain the amenity of properties located within adjoining Residential Zones.
- Objective 9:** Development that contributes to the Desired Character of the Zone.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

- 1 The following types of development, or combinations thereof, are envisaged in the Zone:

Affordable housing	Office
Aged persons accommodation	Pre-school
Community centre	Primary school
Consulting room	Residential flat building
Dwelling	Restaurant
Educational establishment	Retirement village
Hotel	Shop or group of shops
Indoor recreation centre	Supported accommodation
Licensed entertainment premises	Tourist accommodation.

- 2 Development should comprise wholly residential buildings or mixed use buildings with non-residential development at the ground/first floor level and residences above.
- 3 Development should reinforce the area as predominantly residential, with non-residential land uses comprising no more than 40 per cent of any new building.
- 4 Non-residential development should occur as part of a mixed use building and comprise uses that:
- (a) are of a role and function appropriate for the Zone;
 - (b) encourage walking and cycling to local shopping, community services and other activities; and
 - (c) do not detrimentally impact on the amenity of nearby residents.
- 5 Licensed entertainment premises, nightclubs or bars should be small in scale, secondary to the primary land use mix in each street and not detract from the street's daytime activation.
- 6 Development listed as non-complying is generally inappropriate.

Form and Character

- 7 Development should be consistent with the Desired Character for the Zone.

Design and Appearance

- 8 The finished ground floor level of buildings should be at grade and/or level with the footpath to provide direct pedestrian access and street-level activation.
- 9 Pedestrian shelter and shade should be provided over footpaths through the use of continuous structures such as awnings, canopies and verandahs.
- 10 The ground floors of buildings should have a minimum floor to ceiling height of 3.5 metres to allow for adaptation to a range of land uses including shops, cafés, restaurants or offices without the need for significant alterations to the building.
- 11 A minimum of 70 per cent of the ground floor primary frontage of buildings should be visually permeable, transparent or clear glazed to help create active street frontages and maximise passive surveillance.
- 12 Buildings on sites with a frontage greater than 10 metres should be articulated through variations in forms, materials, openings and colours.
- 13 Buildings should be designed to overlook or be orientated towards the Park Lands and Squares and pedestrian and cycle routes.

Building Height

- 14 Except where the airport's operations require a lesser height or the development is located on a site greater than 1500 square metres (which may include one or more allotment), building height should not exceed:
 - (a) 36 metres south of Gilles and Gilbert streets; and
 - (b) 29 metres north of Gilles and Gilbert streets.
- 15 Development should have the following minimum building height to provide optimal height and floor space yields that activate and frame the Park Lands and Squares:
 - (a) 4 storeys or more south of Gilles and Gilbert streets;
 - (b) 3 storeys or more north of Gilles and Gilbert streets.

Setbacks

- 16 Buildings (excluding verandahs, porticos and the like) should generally be built to the primary road frontage.
- 17 There is no minimum setback required from a rear access way where the access way is wider than 6.5 metres. Where the access way is less than 6.5 metres in width, a setback distance equal to the additional width required to make the access way 6.5 metres or more, is required to provide adequate manoeuvrability for vehicles.
- 18 Development on land directly abutting a Residential Zone should avoid tall, sheer walls at the interface by ensuring walls greater than 3 metres in height are set back at least 2 metres from the rear allotment boundary with further articulation at the upper levels.

Catalyst Sites

- 19 Development on catalyst sites (sites greater than 1500 square metres, which may include one or more allotment) should be comprised of medium to high scale residential development that is carefully integrated with non-residential development.

- 20** Catalyst sites should be developed to manage the interface with Residential Zones with regard to intensity of use, overshadowing, massing, building proportions and traffic to minimise impacts on residential amenity.
- 21** Catalyst sites should contribute to the vibrancy of the main street through building designs that:
- (a) include a mix of land uses that create activity and overlooking of the street, particularly at the ground and first floor;
 - (b) create the appearance of narrow frontages and enhance visual interest;
 - (c) are vertically massed; and
 - (d) include above street level fenestration, balconies, parapets, architectural detailing and ornamentation which contribute to the rich visual texture.
- 22** The scale of development on a catalyst site should respond to its context, particularly the nature of adjacent land uses and the interface treatments required to address impacts on sensitive uses.
- 23** Where there is an apparent conflict between the catalyst site principles and Zone or Council Wide objectives and principles (including the quantitative provisions) the catalyst site principles will take precedence.

Car Parking

- 24** Car parking should be provided in accordance with Table Adel/7 and be ancillary to an approved or existing use.

Land Division

- 25** Land division should occur only where new allotments are of a size and configuration that will ensure the objectives of the Zone can be achieved.

PROCEDURAL MATTERS

Complying Development

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

In addition, the following forms of development are designated as complying subject to the conditions contained in [Table Adel/ 7 – On-site Car Parking Provisions:](#)

- (a) change in the use of land from residential to office on the ground or first floor of a building; or
- (b) change in the use of land from residential to a shop with a gross leasable floor area of less than 250 square metres on the ground floor of a building.

Non-complying Development

- 27** The following forms of development are **non-complying**:

- (a) A change of use to any of the following:

- Adult entertainment premises
- Adult products and services premises

Industry
 Fuel depot
 Office not in association with residential development
 Petrol filling station
 Public service depot
 Road transport terminal
 Service trade premises
 Store
 Transport depot
 Vehicle parking except where it is ancillary to an approved or existing use
 Warehouse
 Waste reception storage treatment and disposal

(b) Demolition of a State heritage place (as identified in TABLE Adel/1)

Public Notification

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

In addition, the following forms of development, or any combination thereof (except where the development is non-complying) are assigned:

(a) **Category 1**, public notification not required:

Advertisement	Office in association with residential development
Aged persons accommodation	Pre-school
All forms of development that are ancillary and in association with residential development	Primary school
Consulting room	Restaurant
Community centre	Residential flat building
Dwelling	Retirement village
Educational establishment	Shop or group of shops
	Supported accommodation
	Tourist accommodation

(b) **Category 2**, public notification required. Third parties do not have any appeal rights:

- (i) All forms of development not assigned Category 1.
- (ii) Any form of development assigned Category 1 where the site of the development is adjacent land to land in a Residential Zone and it exceeds 22 metres in building height.
- (iii) Any development on a catalyst site (a site greater than 1500 square metres, which may include one or more allotment) that exceeds 36 metres in building height south of Gilles and Gilbert streets, or 29 metres in building height north of Gilles and Gilbert streets.

Note: For Category 3 development, public notification is required. Third parties may make written representations, appear before the relevant authority on the matter, and may appeal against a development consent. This includes any development not classified as either Category 1 or Category 2.

Attachment N

Capital City, Main Street and City Frame Zones Car Parking Table

Capital City, Main Street and City Frame Zones

In mixed use buildings, where there is a combination of more than one of the following land uses (excluding a hospital), the provision of vehicle parking at the following rates may be reduced in number and shared where the operating hours of commercial activities complement the residential use of the site:

Type of Development	Minimum Provision of Car Park Spaces	Maximum Provision of Car Park Spaces
Hospital	1.5 spaces per bed.	-
Low Scale Residential	In the Main Street (O'Connell), Main Street (Hutt), Main Street (Melbourne East) and Main Street (Melbourne West) Zones: 1 space per dwelling up to 200 square metres building floor area. At least 2 spaces per dwelling greater than 200 square metres building floor area. Multi-unit dwellings should provide 1 visitor space for each 4 dwellings.	-
Medium to High Scale Residential or Serviced Apartment	In the Main Street (O'Connell), Main Street (Hutt), Main Street (Melbourne East) and Main Street (Melbourne West) Zones: 1 space per dwelling up to 200 square metres building floor area. At least 2 spaces per dwelling greater than 200 square metres building floor area.	Within the Primary Pedestrian Area shown on Map Adel/1 (Overlay 2A): 1 space for each dwelling with a total floor area less than 75 square metres 2 spaces for each dwelling with a total floor area between 75 square metres and 150 square metres 3 spaces for each dwelling with a total floor area greater than 150 square metres. Multi-unit dwelling: 1 visitor space for each 6 dwellings.

Type of Development	Minimum Provision of Car Park Spaces	Maximum Provision of Car Park Spaces
Non-residential development (excluding tourist accommodation)	In the City Frame and Main Street Zones: 3 spaces per 100 square metres	In the City Frame and Main Street Zones: 5 spaces per 100 square metres of gross leasable area
Tourist Accommodation	In the City Frame and Main Street Zones: 1 space for every 4 bedrooms up to 100 bedrooms and 1 space for every 5 bedrooms over 100 bedrooms	In the City Frame and Main Street Zones: 1 space for every 2 bedrooms up to 100 bedrooms and 1 space for every 4 bedrooms over 100 bedrooms

PARKING FOR PEOPLE WITH A DISABILITY - MINIMUM RATE FOR RESERVED SPACES

General Requirement

1 car parking space in every 15 spaces provided with any form of development should function as a car parking space suitable for use by people with disabilities and people with small children and prams so they can easily be loaded/unloaded from vehicle side doors.

People with Disabilities

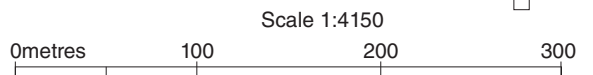
Every second parking space provided for people with special needs shall be reserved for the exclusive use of people with disabilities (i.e. 1 in 30 spaces).

Attachment O
Zone and Policy Area Maps



NOTE : For Policy Areas See MAP Adel/39

- MS1** Main Street (O'Connell) Zone
- MS3** Main Street (Melbourne West) Zone
- NAH(C)** North Adelaide Historic (Conservation) Zone
- PL** Park Lands Zone



ADELAIDE (CITY) ZONES MAP Adel/8

-  Zone Boundary
-  Development Plan Boundary

MAP Adel/18 ADJOINS



NOTE : For Policy Areas See MAP Adel/55

- CC** Capital City Zone
- MS5** Main Street (Adelaide) Zone
- CF** City Frame Zone
- RA6** Residential (Whitmore East) Zone
- RA7** Residential (Whitmore West) Zone



ADELAIDE (CITY) ZONES MAP Adel/24

- Zone Boundary
- Development Plan Boundary



- 2 Childers East Policy Area
- 4 Tynte Policy Area
- 5 Carclew Policy Area
- 6 Margaret Street Policy Area
- 7 Lefevre Policy Area
- 8 Cathedral Policy Area
- 10 Stanley West Policy Area
- 17 Northern Park Lands Policy Area
- 26 Brougham and Palmer Gardens Policy Area

Policy Area Boundary

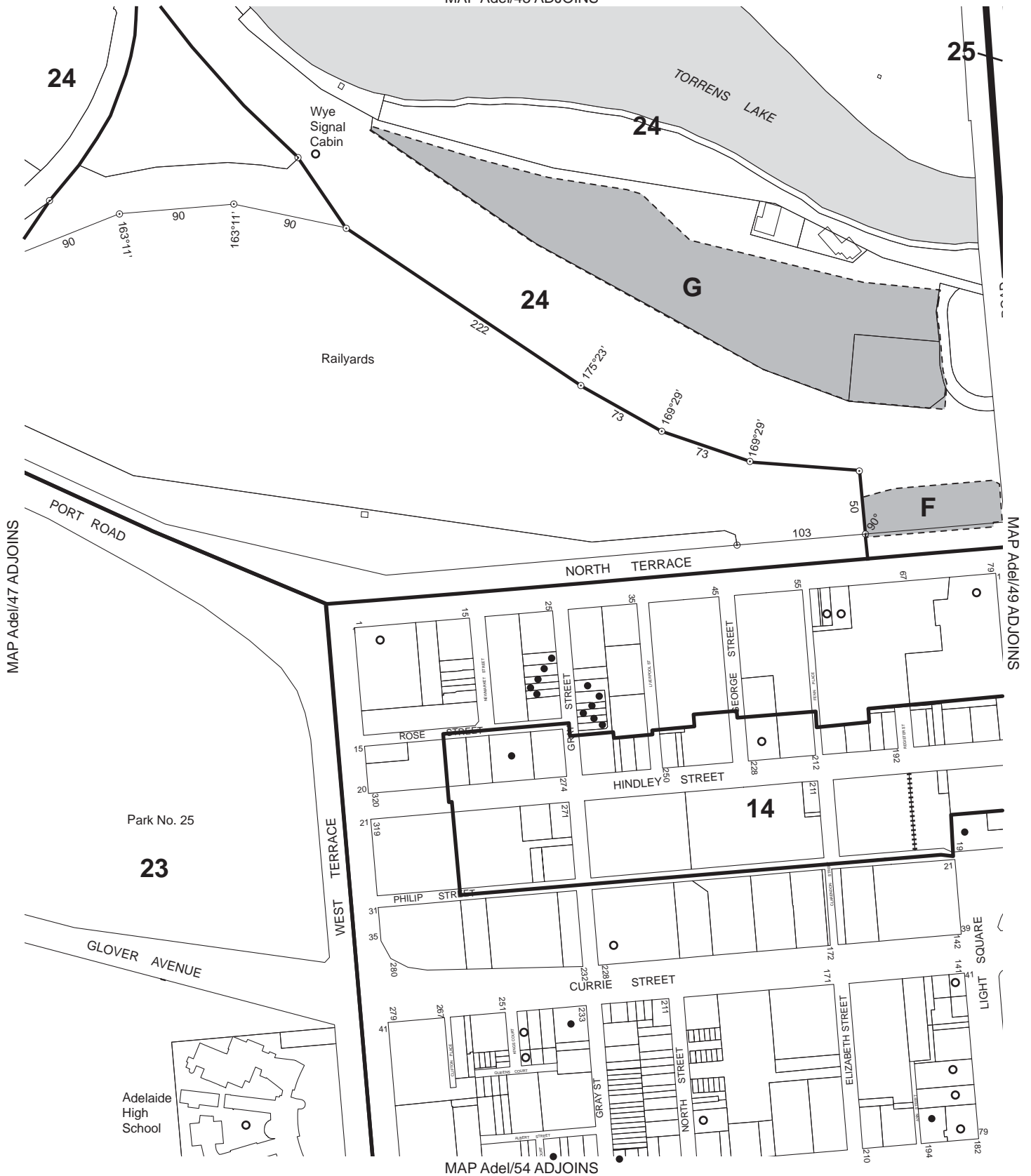
- B** Horse Agistment
- State Heritage Place
- Local Heritage Place
- ▲ Significant Tree

Scale 1:4150

0metres 100 200 300



ADELAIDE (CITY) POLICY AREAS MAP Adel/39



- 14 Main Street Policy Area
- 23 Western Park Lands Policy Area
- 24 River Torrens West Policy Area
- 25 Adelaide Oval Policy Area

- F** Skate Park
- G** Car Park
- Proposed Pedestrian Link
- State Heritage Place
- Local Heritage Place
- Policy Area Boundary



Scale 1:4150
0metres 100 200 300

ADELAIDE (CITY) POLICY AREAS MAP Adel/48



MAP Adel/48 ADJOINS

MAP Adel/50 ADJOINS

MAP Adel/55 ADJOINS

- 13 Central Business Policy Area
- 14 Main Street Policy Area
- 24 River Torrens West Policy Area
- 25 Adelaide Oval Policy Area



Scale 1:4150

0metres 100 200 300



Special Events



State Heritage Place



Local Heritage Place



Significant Tree



Existing Pedestrian Link



Proposed Pedestrian Link



Policy Area Boundary

ADELAIDE (CITY) POLICY AREAS MAP Adel/49

Adelaide University

University of South Australia

University of South Australia

Royal Adelaide Hospital



MAP Adel/49 ADJOINS

MAP Adel/51 ADJOINS

- 13 Central Business Policy Area
- 14 Main Street Policy Area
- 19 Botanic Park Policy Area
- 25 Adelaide Oval Policy Area
- State Heritage Place
- Local Heritage Place
- ▲ Significant Tree

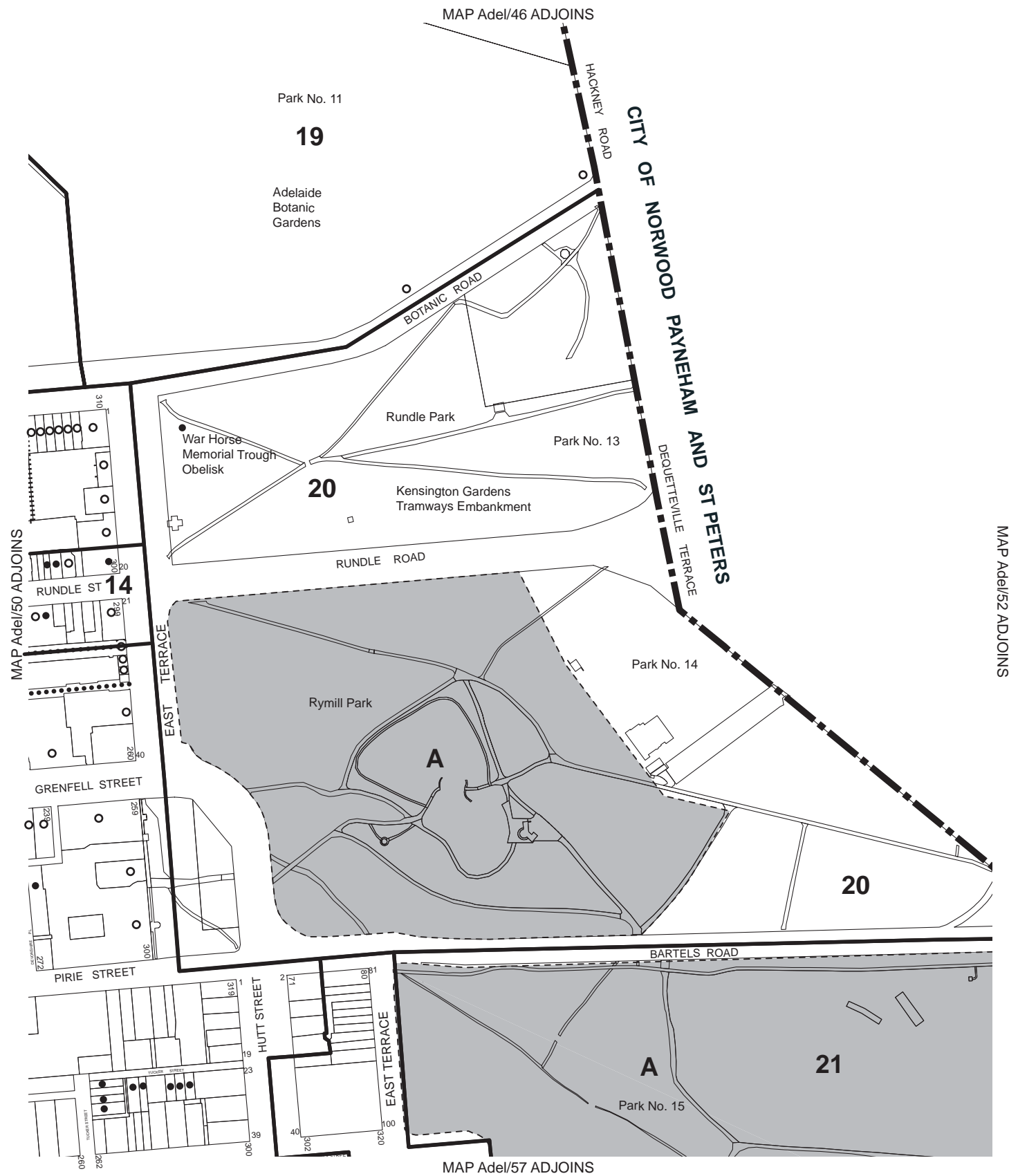
- Existing Pedestrian Link
- Proposed Pedestrian Link
- Policy Area Boundary



Scale 1:4150

0metres 100 200 300

ADELAIDE (CITY) POLICY AREAS MAP Adel/50



- 14** Main Street Policy Area
- 19** Botanic Park Policy Area
- 20** Rundle and Rymill Parks Policy Area
- 21** Eastern Park Lands Policy Area

- A** Special Events
- State Heritage Place
- Local Heritage Place

- Existing Pedestrian Link
- Proposed Pedestrian Link

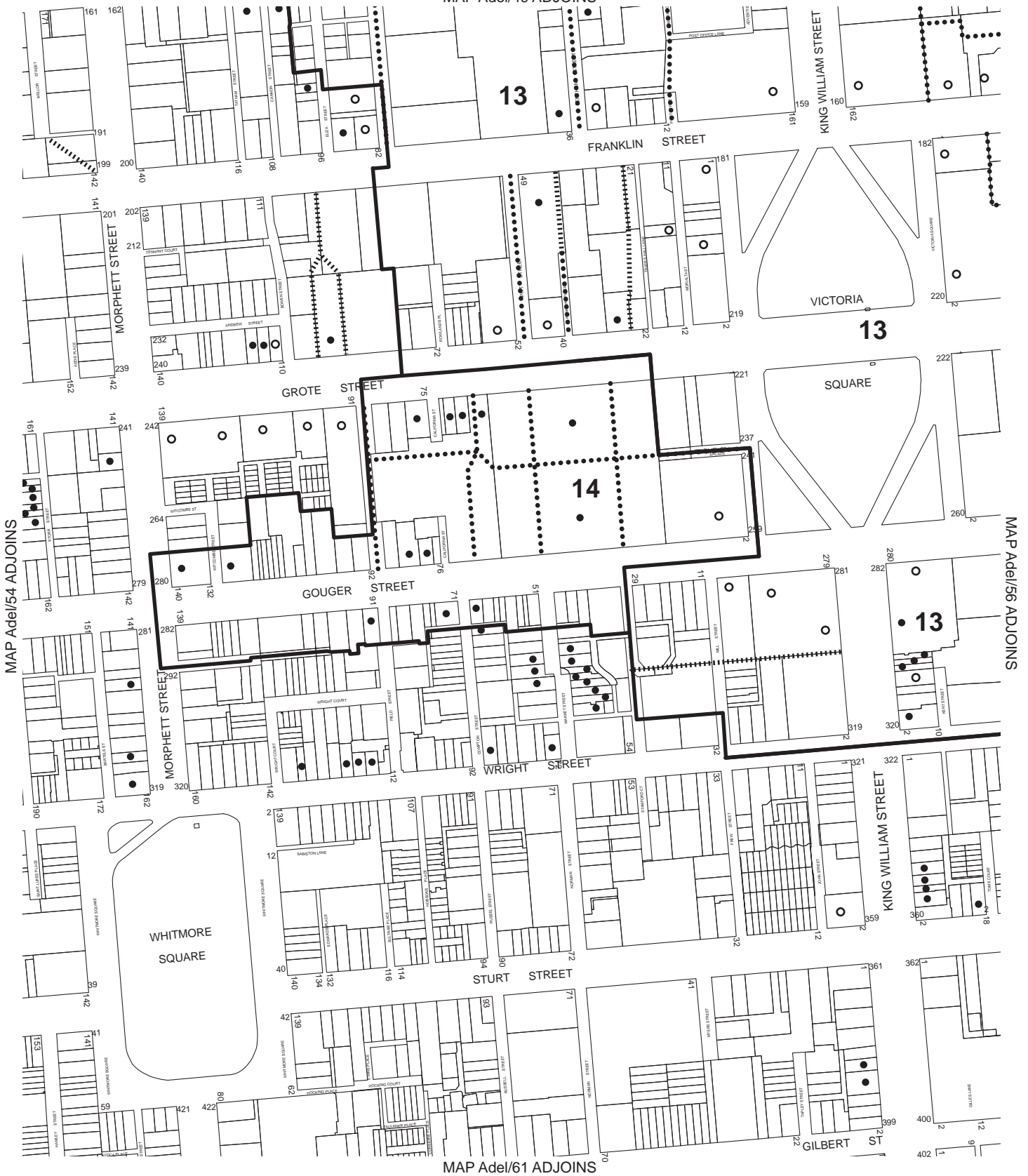
- Policy Area Boundary
- Development Plan Boundary



Scale 1:4150
0metres 100 200 300

ADELAIDE (CITY) POLICY AREAS MAP Adel/51

MAP Adel/49 ADJOINS



13 Central Business Policy Area
14 Main Street Policy Area

- State Heritage Place
- Local Heritage Place
- Policy Area Boundary

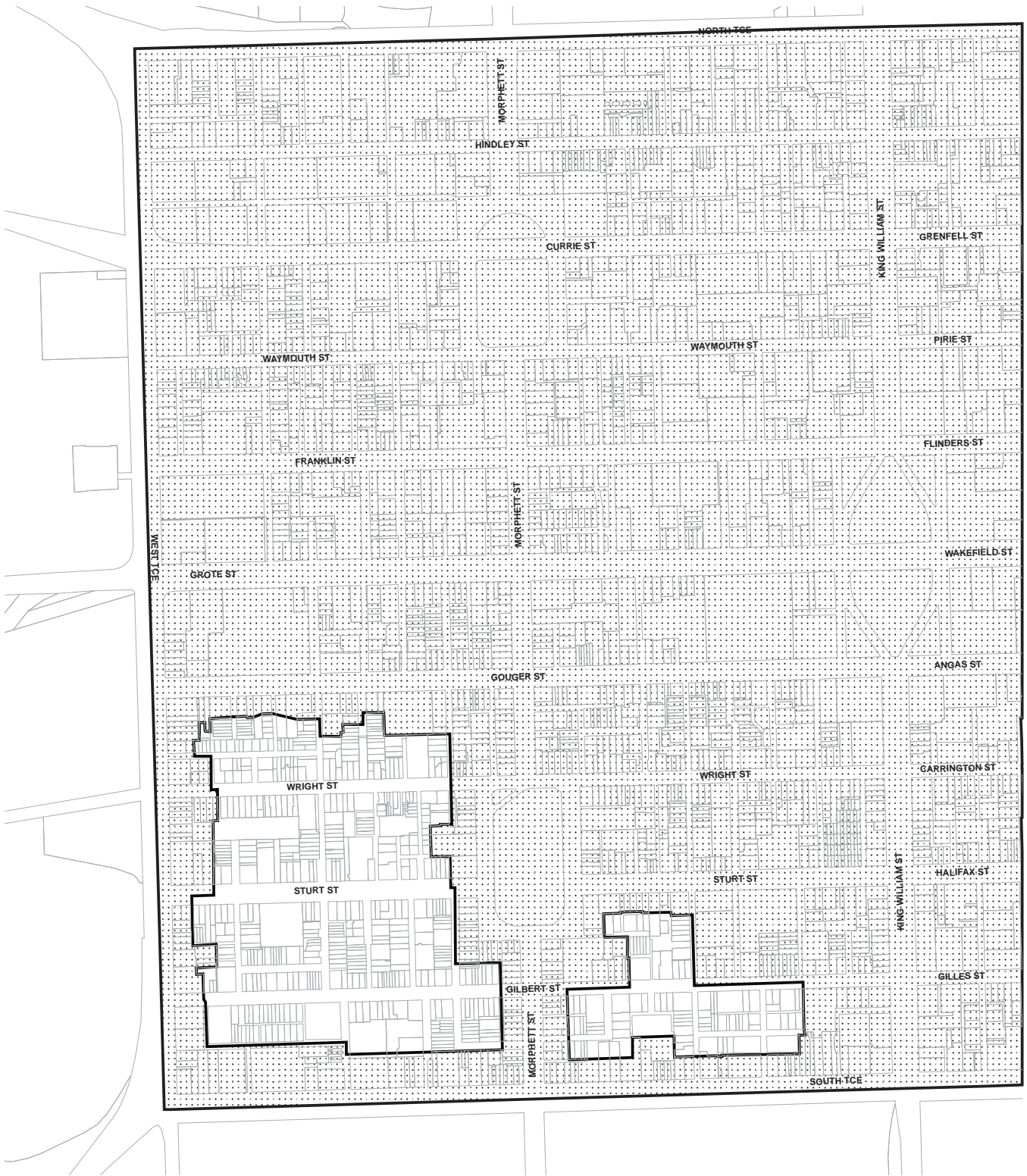
- Existing Pedestrian Link
- - - - - Proposed Pedestrian Link

Scale 1:4150



**ADELAIDE (CITY)
 POLICY AREAS
 MAP Adel/55**

Attachment P
Overlay Maps

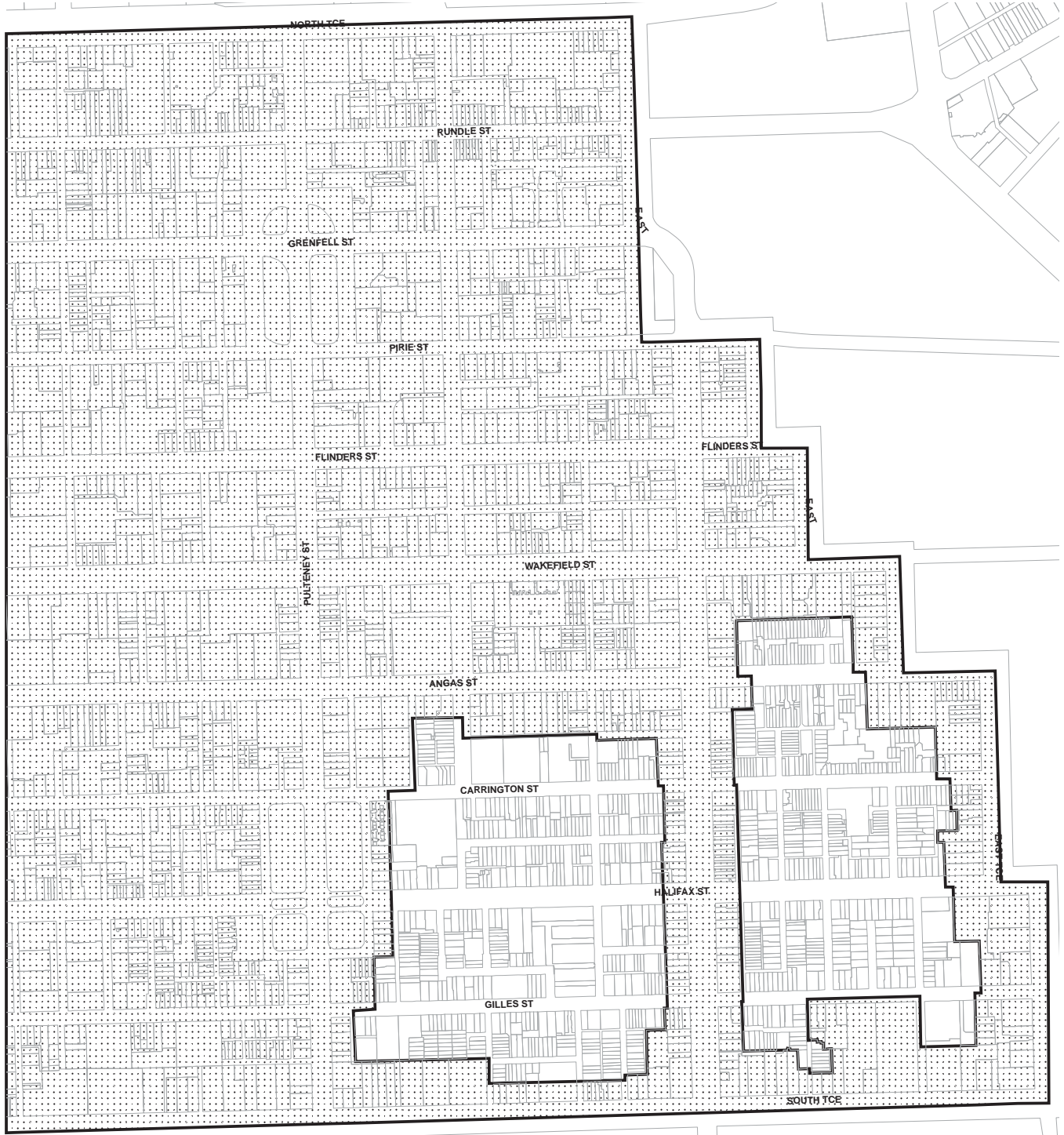


 Designated Area



0 120 240 360 480 600 metres

ADELAIDE (CITY) AFFORDABLE HOUSING MAP Adel/1 (Overlay 15a)



 Designated Area



0 120 240 360 480 600 metres

ADELAIDE (CITY) AFFORDABLE HOUSING MAP Adel/1 (Overlay 15b)



 Designated Area



ADELAIDE (CITY) AFFORDABLE HOUSING MAP Adel/1 (Overlay 15c)



Government of South Australia

Department of Planning,
Transport and Infrastructure

Adelaide (City) Development Plan

CAPITAL CITY

Approval Development Plan Amendment

By the Minister

**EXECUTIVE SUMMARY AND
ANALYSIS RELEASED FOR
CONSULTATION FROM 28 MARCH
TO 1 JUNE 2012**

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EXECUTIVE SUMMARY

INTRODUCTION

Vibrant Adelaide is an exciting new State Government initiative that will unlock investment, boost the economy and revitalise our city. It builds on the momentum created through the redevelopment of the Riverbank Precinct, the upgrade of the Convention Centre, construction of the new Royal Adelaide Hospital and Adelaide Oval redevelopment.

Vibrant Adelaide includes a range of strategic measures that will stimulate housing development, support improved infrastructure and services and create jobs in construction, retail and services. These improvements will make Adelaide an attractive and vibrant place where people will want to live, visit, invest and build their businesses.

Vibrant Adelaide will be realised by:

- activating side streets, laneways and the spaces between buildings
- finding new uses for vacant buildings, including heritage buildings
- creating integrated transport systems with a priority on pedestrians, cyclists and public transport
- implementing a new planning policy framework (rezoning)
- reducing red tape to help new enterprises flourish
- establishing a city design panel and pre-lodgement case management process to ensure high quality design.

The creation of a strong planning framework to unlock the city's potential is a key component of this work. This Development Plan Amendment (DPA) introduces changes to the Adelaide (City) Development Plan that will ensure policy is robust, flexible, responsive and supports innovative design.

BACKGROUND

The 30-Year Plan for Greater Adelaide (The 30-Year Plan) sets a vision for the reshaping of Adelaide and its suburbs that will transform priority areas to create vibrant and connected communities supported by a range of housing choices, employment opportunities and cultural experiences. If we are to achieve this vision, the city centre must lead the way.

A vibrant city centre will be a catalyst for urban renewal across the suburbs of Adelaide—helping to deliver a more sustainable, efficient, liveable and compact urban form.

The city centre is the economic and cultural heart of the State, with an unmatched concentration of infrastructure and facilities and a huge capacity for growth. The 30-Year Plan recognises the city's potential to accommodate a significant share of the future population growth expected for the State.

In September 2011, the Minister for Planning (the Minister) commissioned a report into changes that could be made to the Adelaide (City) Development Plan to provide a supportive and enabling policy regime for the city's revitalisation.

The Minister's report finalised in December 2011, included a range of recommendations on policy improvements that could be made to unlock the city's potential and complement the range of initiatives that will help shape a vibrant and liveable city.

The report builds on the new urban form described in The 30-Year Plan, and describes how this can be implemented through amendments to the Adelaide (City) Development Plan. **Map 1** provides a spatial summary of some of the key recommendations contained in the report. Importantly, not all of these are implemented through this amendment.

NEED FOR THE AMENDMENT

Reversing the long-term decline in city living over the last 80 years is a major challenge and requires a rethink of the way city planning and development has traditionally occurred.

Growth in the city has, in recent years, been delayed by restrictive planning controls that tend to block investment and fail to encourage good design integrated with the public realm. These restrictive and complex rules mean that 60 per cent of applications are treated as being over height, taking up to 180 days to be approved—a holding cost that deters many serious investors.

Other cities confront similar problems, but are tackling them. The Victorian government, for instance, has recently announced a major review of zoning in Melbourne's city centre to stimulate growth. Our capital city's competitive advantage cannot be guaranteed if we do not act now.

Given the above case for immediate action, this DPA is the first in a staged process of reform to implement the vision and recommendations contained in the Minister's report. This DPA contains the most critical elements that require immediate implementation and therefore has been brought in on interim operation. This means the new policies are in effect while consultation is undertaken. Importantly, community and industry feedback will be considered and amendments can be made to the DPA at the conclusion of the consultation process.

Further engagement will be undertaken with communities on policy recommendations that have a more direct impact on residential areas. This engagement will be progressed through Adelaide City Council's structure planning process and implemented through a future DPA.

Map 1: Minister's report spatial recommendations summary



AREA AFFECTED

This amendment affects the whole of the City of Adelaide. However, the amendments focus on key areas as shown on **Map 2**, including:

- the Central Business District
- the North-East and North-West mixed use precinct
- key north-south connections including Morphett, King William and Pulteney streets
- key east-west connections including Wakefield/Currie, Sturt /Halifax, Rundle /Hindley and Gouger streets
- South Terrace (framing Pulteney Street through to West Terrace)
- O'Connell Street, North Adelaide
- the squares (Hindmarsh and Light).

Further, the DPA proposes to create opportunities for catalyst sites (i.e. sites over 1 500 square metres) outside of the above mentioned areas to allow for medium to high density mixed use development that can provide community hubs and/or activate areas.

PROPOSED POLICY CHANGES

Map 2 represents the recommendations of the Minister's report that are proposed to be addressed in this amendment. Those areas not highlighted will be the subject of a separate rezoning exercise.

In summary, the broad changes included in this DPA are as follows (for a more technical and detailed summary refer to **section 7** of this report):

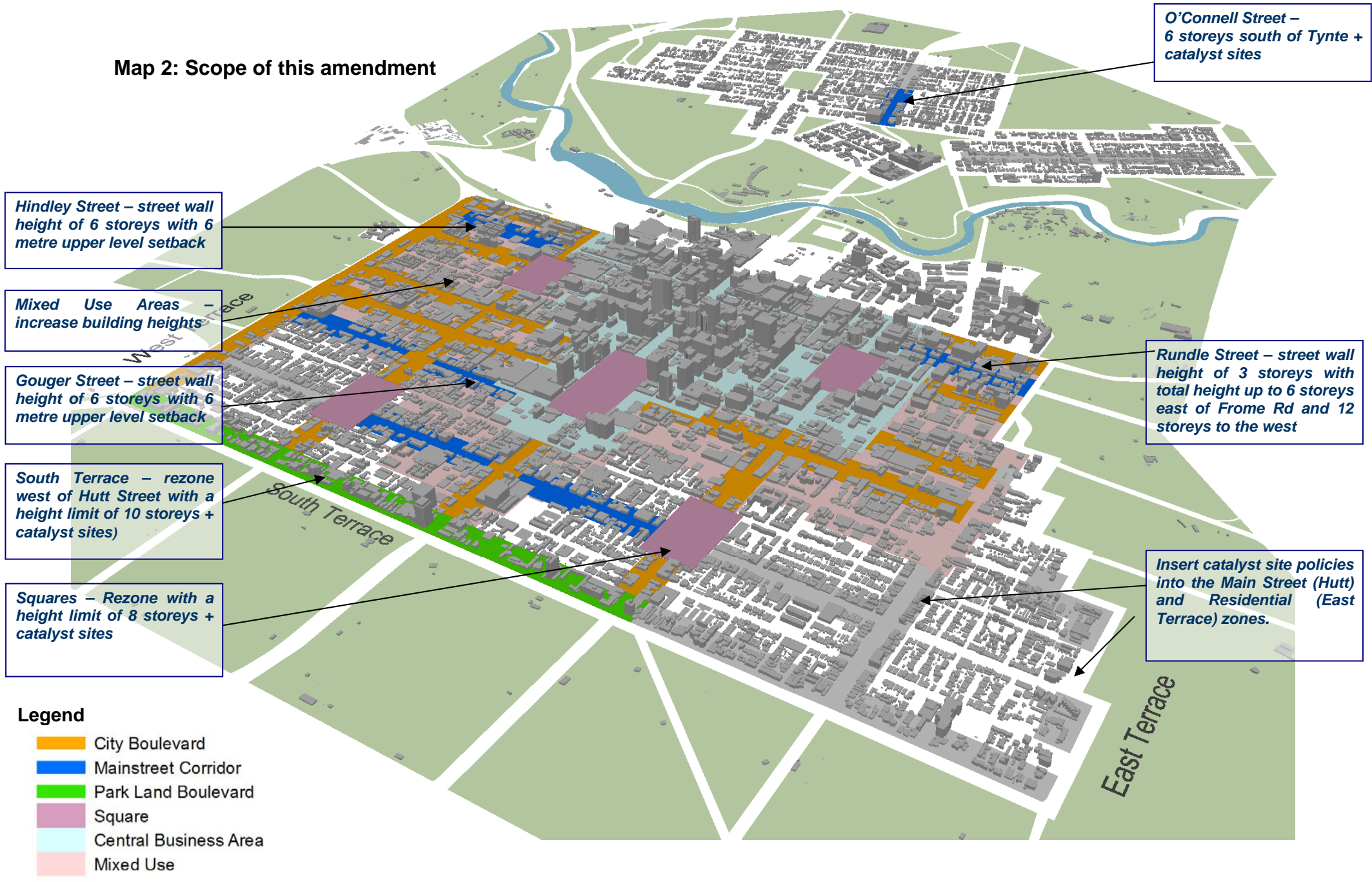
Zone changes

- creation of a new Capital City Zone that merges the Mixed Use and Central Business Area zones and which recognises the importance of this area for growth and development
- creation of a new Main Street Zone along Sturt and Halifax streets (between Hurtle and Whitmore squares)
- introduction of a new City Frame Zone for parts of South Terrace, Hurtle and Whitmore squares that encourages residential development with a mixed-use component
- removing restrictive numerical standards (particularly as hard barriers or non-complying triggers) and replacing them with improved desired character statements and outcome focussed design principles
- inserting new policies for catalyst sites that allow a greater range of land uses and more intensive development on sites over 1 500 square metres in main street zones and long the terraces
- increasing guideline building heights in key areas of the city

General policy changes

- improving student housing policies to ensure appropriate amenity and to allow for adaptive reuse
- removing car parking requirements for dwellings in key areas to reduce car-dependency and improved policy alignment to support government investment in public transport
- improving policies relating to development on land affected by or abutting heritage places to enable a greater variety of innovative design responses.

Map 2: Scope of this amendment



This package of zoning changes will lay the essential groundwork for the revitalisation of the city. Importantly, the proposed changes will result in a much simpler and easier-to-understand building heights regime for the city. These changes will help make mixed-use developments more economic and will remove planning controls that tend to impede good building design.

DEVELOPMENT PLAN AMENDMENT PROCESS

Development plans need to be amended over time to introduce changes in zoning or to reflect changes in local and State government policy. Changes to development plans are made through a process called a development plan amendment (DPA).

In this case, the Minister is undertaking the amendment with support from the Adelaide City Council to provide a sound platform for development in the city that will attract investment and help support the activation of Adelaide.

Consultation

This DPA 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 for Manufacturing, Innovation, Trade, Resources and Energy
- Department of Environment and Natural Resources
- Department of Planning, Transport and Infrastructure
- Department of Health
- Department for Water
- Department of Treasury and Finance
- Department of Education and Child Development
- South Australian Tourism Commission
- Department of the Premier and Cabinet
- Office for Recreation and Sport
- Emergency Services
- Department for Communities and Social Inclusion
- ETSA
- Electranet
- SA Water
- Adelaide Airport Limited
- City of Adelaide
- City of Burnside
- City of Unley
- City of West Torrens
- City of Charles Sturt
- City of Prospect
- Corporation of the Town of Walkerville
- City of Norwood Payneham & St Peters.

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

The final stage

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

The Minister for Planning will then either approve (with or without changes) or decide not to approve the DPA.

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

ANALYSIS

1. INTRODUCTION

The 30-Year Plan for Greater Adelaide (The 30-Year Plan) proposes a modern, efficient and sustainable urban form for the Greater Adelaide region; it is designed to set the shape and characteristics of the pattern of development for the next 30 years. Importantly, the Plan identifies the city centre as the pre-eminent cultural and economic hub for Greater Adelaide.

The Government is committed to implementing the Plan and activating Adelaide's city centre (the city). A range of initiatives are already underway to support this goal:

- The Royal Adelaide Hospital development
- Riverbank Precinct renewal
- Convention Centre upgrade
- Adelaide Oval redevelopment
- Proposed tram extension through the north-western quadrant of the city and Grenfell Street bus mall.



The Council has also committed a notional figure of \$30 Million over the next three (3) years, with an additional \$10 Million to be funded through external sources to implement the Rundle Mall Master Plan, which has a significant opportunity to stimulate private investment and revitalise this precinct.

Together, these projects are drivers of change and have the potential to attract people and investment to the city.

Planning for the city's future is also occurring through the Adelaide City Council's Structure Plan. This structure plan will complement the Plan and test the emerging principles being shaped by the Integrated Design Commission's (IDC) *5000+, An Integrated Design Strategy for Inner Adelaide*.

There is now an urgent need to support the above initiatives through positive and enabling planning policies that are clear and directive and respond to a new strategic context for the city. The Adelaide (City) Development Plan is out-dated in this respect, and requires amendment to reflect the future directions for the city.

Further, the dwelling yield analysis demonstrates that the current planning policies do not enable The 30-Year Plan's population and dwelling targets for the city to be met.

2. ADELAIDE CITY POLICY REVIEW

In September 2011, the Minister for Planning (the Minister) commissioned a report to review the Adelaide (City) Development Plan to identify opportunities for growth in key areas. It was intended that this work complement, and inform, council's structure planning process and the work of the IDC.

The report delivered to the Minister in December 2011, provided a package of advice on measures to revitalise the city. These measures included planning policy changes, catalysts for public realm improvements and the activation of vacant and under-utilised buildings.

The policy review report identified that a city zoning framework that is robust, flexible, responsive, consistent and outcome-oriented is an essential prerequisite for change. Further, it noted that the Adelaide (City) Development Plan required amendment to facilitate innovative development and to make sure that the city's zoning contributes to – and does not detract from – the city's competitive advantage as an investment destination.

While the report notes a number of initiatives underway that will re-think various aspects of how the city is planned and managed, there is a need for urgent action to unlock development potential and set policies that will actively support the development needed in the city.

In relation to planning policy, the review identified a range of matters for consideration, including the following:

- city form and structure
- policy controls for growth precincts
- catalysts for growth
- building heights
- density controls
- street level amenity
- heritage adjacency
- student accommodation
- apartment sizes.

This DPA now seeks to build on the recommendations of the review by considering specific changes to the Adelaide (City) Development Plan that are critical to the creation of a vibrant city.

3. THE STRATEGIC CONTEXT

3.1 Consistency with South Australia's Strategic Plan

It is desirable that any amendment to a development plan be consistent with the directions outlined in South Australia's Strategic Plan (2011). The Strategic Plan outlines a number of initiatives and targets to meet key objectives set by the State Government to achieve a better future for South Australia.

South Australia's Strategic Plan contains the following objectives and targets that are relevant to this DPA:

Objective 1: Growing prosperity

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.

T47 Jobs: increase employment by 2% each year from 2010 to 2016.

T45 Total population: increase South Australia's population to 2 million by 2027.

Objective 3: Attaining Sustainability

T63 Use of public transport: increase the use of public transport to 10% of metropolitan weekday passenger vehicle kilometres travelled by 2018.

T68 Urban development: by 2036, 70% of all new housing in metropolitan Adelaide will be being built in established areas.

Objective 6: Expanding Opportunity

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.

3.2 Consistency with the Planning Strategy

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

The 30-Year Plan sets the vision for Greater Adelaide.

In developing The 30-Year Plan, significant consultation was undertaken with councils, communities and key industry groups. Importantly, The 30-Year Plan identifies the city centre as the hub of peak services, including financial, legal and educational facilities, and the heart of cultural, retail and entertainment facilities. The city centre is also marked as the pre-eminent location for transit oriented development in the region.

Growth Areas

The 30-Year Plan identifies key growth precincts for the City in Map 3 (Map E1 in The Plan) as:

- the four terraces facing the Park Lands and the areas surrounding the city squares
- Hutt Street and King William Street
- the north-east and north-west precincts within the city (the north-west is identified as a regeneration focus area)
- Melbourne Street and O'Connell Street, North Adelaide.

This DPA includes new policies for the north-east and north-west precincts of the city as key focus areas for growth. New policies are also included to promote additional development

along North Terrace, West Terrace and South Terrace; Light, Victoria and Hindmarsh squares, and along O’Connell Street.

A future DPA will consider Hutt Street, Melbourne Street and East Terrace following further community engagement.

The 30-Year Plan’s Targets

The Plan’s Targets for the city:

- net additional dwelling target of 15 040
- net additional population target of 27 300
- net additional jobs target of 50 000.

A yields analysis has been undertaken in support of this DPA to calculate the possible yield that could be achieved under the current policy settings within the Adelaide (City) Development Plan. This is compared to the possible yield that could be achieved under the new plan. This analysis indicates a possible doubling of the yields that could be achieved. Furthermore, the yields are beyond that required to satisfy the targets of The 30-Year Plan (see **Table 1**).

It should be noted that there is no perfect approach to yields analysis, and as such the yields suggested here are to be taken as a guide only. A yield above that envisaged by The 30-Year Plan is a positive outcome of the zoning amendments as it ensures that there are abundant opportunities for investment and provides for continued growth of the city. It should be noted that potential yields under the current development plan could be further reduced if detailed policy constraints, such as setback angles and overshadowing provisions were modelled.

Table 1: City of Adelaide targets and potential yield

	30-Year Plan targets	Potential yield under current development plan	Potential yield under DPA
additional population	27 300	30 776	60 140
additional dwellings	15 040	17 098	33 411
additional jobs	50 000 (1.5- 2 million square metres of floor space)	33 307	80 230

The 30-Year Plan reinforces the State Government’s Affordable Housing policy and its target of 15 per cent affordable housing (including 5 per cent for high needs housing) in significant new developments and growth areas. Affordable housing policies apply to areas where a rezoning results in a substantial increase in dwelling potential.

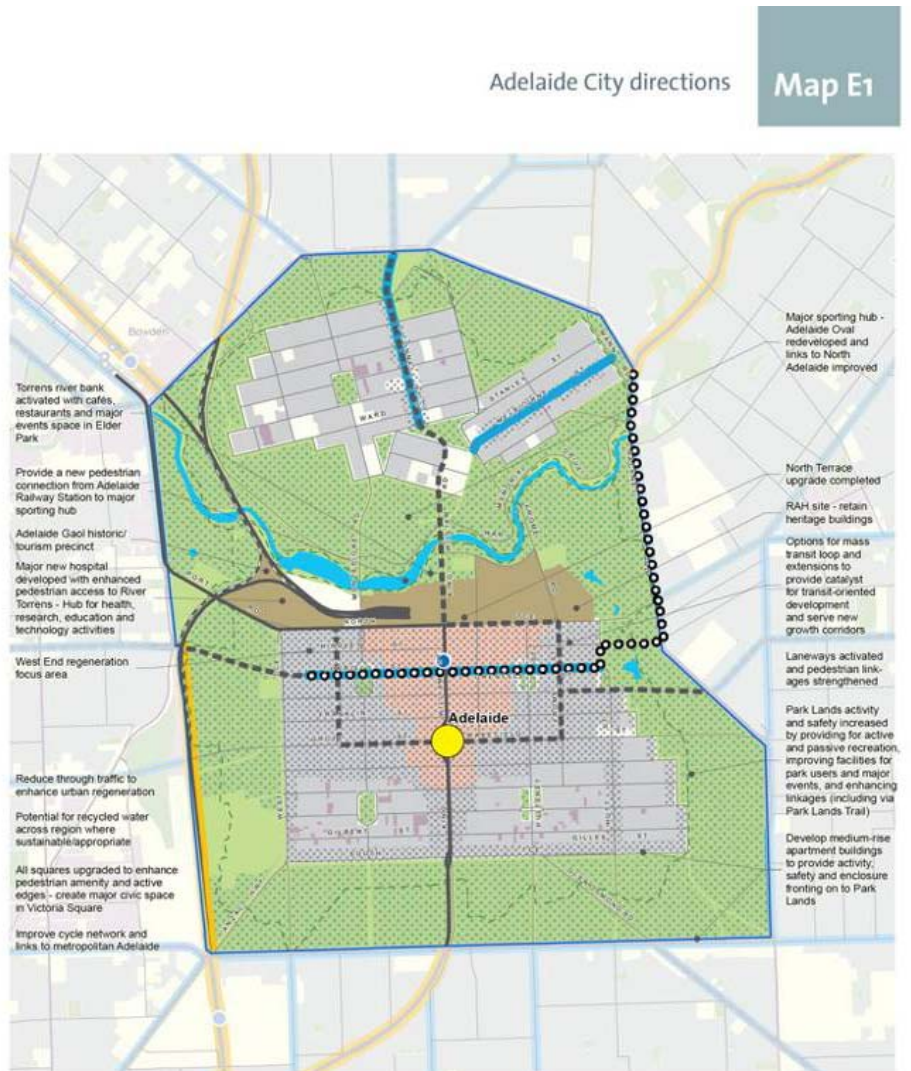
The 30-Year Plan’s Affordable Housing Targets:

- Provide for at least 15 per cent of housing in all new significant developments to be affordable housing, including 5 per cent for high-needs people.

- At least 38,700 new dwellings (15 per cent of all dwelling growth) should be affordable.

This DPA is consistent with the Planning Strategy and supports the key directions by increasing development potential within the city. Further, affordable housing policies have been incorporated into the development plan that implement the Governments' key directions for affordable housing.

Map 3: The 30-Year Plan for Greater Adelaide



3.3 Integrated Design Strategy

The objective of revitalising the city is further supported by the 5000+ *An Integrated Design Strategy for Inner Adelaide*, a collaborative project being delivered by the Integrated Design Commission. As a national pilot project it connects the Commonwealth, state and local governments with the aspirations and needs of the community. A strong design-led engagement process seeks to establish a shared vision and guiding principles for inner Adelaide, developed from a clear understanding of how the city performs now, and how we want it to perform in the future.

Consistent with the Council of Australian Governments' Reform Council's capital cities strategic planning agenda, 5000+ will recommend future improvements to policy and regulatory settings, as well as procurement practices. It will identify priority projects and processes to enable integrated decision-making across levels of government.

3.4 Adelaide City Council's *One City, Many Futures*

Adelaide City Council's *One City, Many Futures* project report articulates a city future combining business, community and creative futures, and a transport option to support them. The report was released for consultation in November 2011.

The project's directions and ideas, which are being generated and modified through consultation underway, will inform detailed planning, including the Council's *Integrated Movement Strategy, Structure Plan and Strategic Plan*.

One City, Many Futures spells out a future for growth that includes:

Growth Futures

- further growth in business and creative activities throughout the areas of the Central Business Area (CBA) and Mixed Use (MU) Zones, with apartments interspersed
- a particular growth focus in the north-west corner
- additional business and creative activity around Victoria, Light and Hindmarsh Squares
- more activities along laneways creating destinations in their own right and improved north/south connections in the CBD
- improved north-south connections through the city to Gouger Street/Angas Street, Hutt Street and Sturt Street
- more people working and living along the main streets—Hutt Street, O'Connell Street and Melbourne Street
- more people living in medium-rise buildings around Hurtle and Whitmore Squares, on major roads, strategic sites and along the Terraces to make use of the open spaces of the squares and Park Lands.

One City, Many Futures aligns with the aspirations of the Plan and supports the key directions of this DPA.

3.5 The South Australian Planning Policy Library

The South Australian Planning Policy Library (SAPPL) contains a series of standard modules that can be adopted into local development plans. The policy contained in the SAPPL has been prepared in consultation with Government Departments, local Councils and key industry groups. For more information on the SAPPL go to www.sa.gov.au/planning/planningpolicies.

Some of the policy modules that are of relevance to this DPA are:

- Affordable Housing Overlay (for use when land is being rezoned for more intense uses and contains a residential component).
- Urban Corridor Zone, a zone supporting an innovative mix of medium and high density urban development along strategic road corridors within the existing established areas of Greater Adelaide.
- Urban Core Zone, Main Street Policy Area - A zone and policy area supporting innovative mixed use zone designed for precincts that provide a link to transit stops or are adjacent major road corridors.

The affordable housing overlay is required to be adopted for all areas that are up-zoned and therefore has been applied over all land where increased development opportunities have been provided.

Regard has been given to the Urban Corridor Zone and Urban Core Zone, however a number of policies have been removed as they are not applicable to the city context. Further, there is a need to work within the form of the existing development plan.

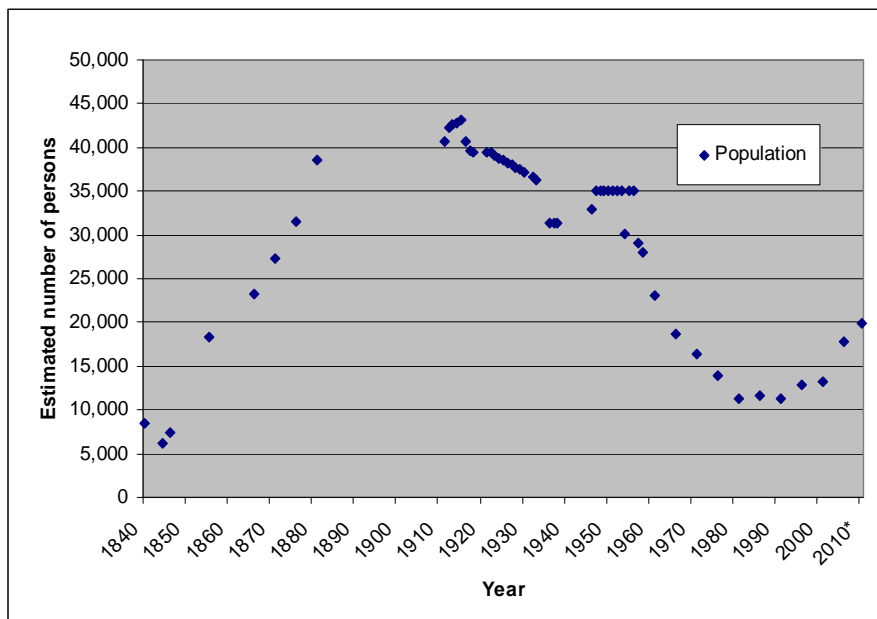
A new Capital City Zone has been created, which builds on the Policy Library's hierarchy zones.

4. PLANNING FOR THE CITY'S GROWTH

4.1 Historic Context

In the late 19th and early 20th centuries the City of Adelaide enjoyed fairly continuous rapid growth in resident population—from 8 480 in 1840 to 43 133 in 1915 (see Figure 1). With the introduction of an electrified tramway system in 1908 and more suburban rail lines, the city's population began to decline as better transport made suburban living more attractive and the daily journey to work less onerous.

Figure 1: Population of the City of Adelaide, 1840–2010¹



1. Source: ABS, Census counts 1947, 1954, 1961, 1966, 1971, 1976, 1981, 1986, 1991, 1996, 2001 and 2006. ABS, Estimated Resident Population, ABS, Cat. 3218.0, 30 June 2010. Other estimates are sourced from the Adelaide City Council Annual Reports as cited in McDougall and Vines, *The City of Adelaide: A Thematic History*, 2006. The population estimate for the year 1865 was 8,303. This figure is regarded as far too low and is not included in this Figure.

The flight to the suburbs accelerated after World War II when increased levels of car ownership and higher incomes made suburban living both affordable and desirable. The city’s population—post-World War II—dropped to its lowest point in 1981 at 11 185. Since this low, the city’s population has recovered somewhat; however, at approximately 20 000 in June 2010 it is still just under half its peak in 1915.

Many cities with a 20th-century history of rapid suburban growth—such as Melbourne, Vancouver and Seattle—have in recent years been able to foster a resurgence of activities in their traditional heart. The 30-Year Plan sets the target to increase the city’s population by 27 300 (15 000 dwellings) over the next 30 years to enhance the city’s vitality.

The revitalisation of the city’s heart will have important economic and community benefits—it will enable us to compete on a national scale as a place to do business, make our city more liveable, and provide a heart for cultural and recreational activities. In particular, growth in the residential sector can support existing and emerging businesses, create safer and more active places, provide opportunities for people to live near work and reduce our environmental impact.

4.2 Current city form and structure

Adelaide’s identity is shaped by its unique grid pattern of streets set within a larger rectangle, itself bounded by the Park Lands. The formal geometry is emphasised by the pattern of its squares; Victoria Square as the centre—balanced by four smaller squares: Light, Whitmore, Hindmarsh and Hurtle. North Adelaide has Wellington Square.

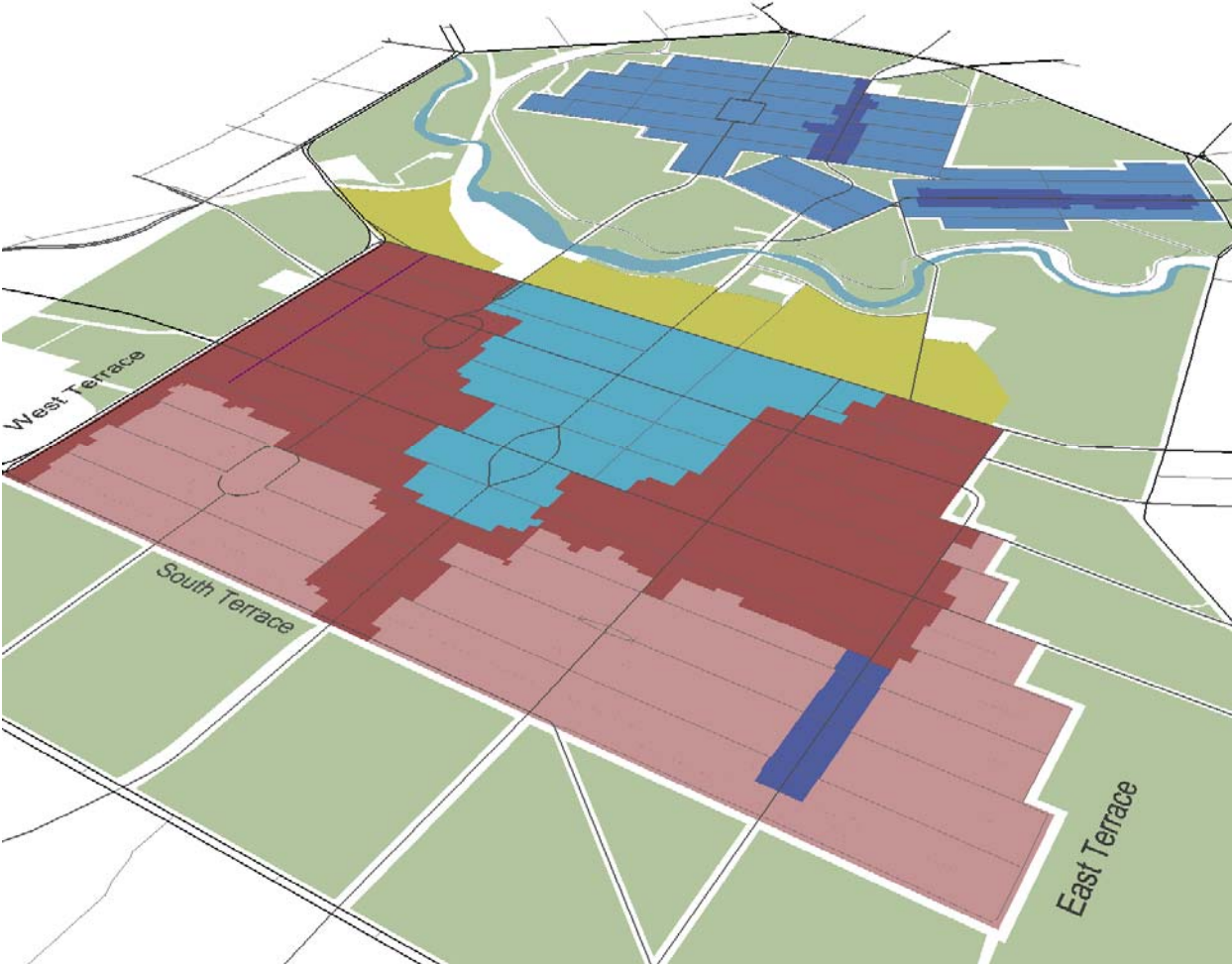
The Adelaide Plan, bound by its four terraces has been National Heritage-listed, and its street hierarchy and views to the hills and Park Lands are paramount to its listing. The city streets are characterised by a series of hierarchies (in width).

Roads through the squares were higher order (greater width), particularly the central north-south and east-west streets (King William Street and Wakefield / Grote Street). Another key aspect to the design was the connecting roads that link the square mile through the Park Lands to what are now Adelaide's inner suburbs. The key aspects of the original plan for the Adelaide City square mile still remain largely unchanged.

4.3 Current zoning

The current pattern of development in the city centre is generally reflected in the Adelaide (City) Development Plan and its zoning (see **Map 4**):

Map 4 – Adelaide (City) Development Plan - Current Zoning



- Central Business Area (CBA) Zone: the most intense and highest built form centred around the King William Street north
- Mixed Use Zone: located on either side of the CBA extending out to East and West Terraces and around King William Street South containing a range of land uses at medium scale
- residential zones promoting low-rise residential development in the southern portion of the square mile
- main street zones along Hutt Street south, Melbourne Street and O'Connell Street promoting low-rise mixed use
- historic conservation zones for a majority of North Adelaide
- institutional zones on the northern side of North Terrace.

The mixed use areas and Central Business Area zoning currently allow the greatest potential for infill and growth, and the highest intensity of development. The main street areas also allow for mixed use infill, but at a lower scale. The residential areas at the southern end of the square mile offer only limited capacity for infill, while the historic zoned areas of North Adelaide are designed to be preserved.

4.4 A Future Vision - Reinforcing the city's structure

The Minister's report described a future vision for the city that sought to reinforce its original structure as described above. The following describes this vision, noting that this DPA will only implement the first stage of its translation into development plan policy (refer to **Map 1 and 2** of the Executive Summary).

4.4.1 Reinforcing the city edge and Park Lands

The 30-Year Plan seeks a new urban form with mixed use, medium rise development around the terraces and squares to create more activity and vibrancy at the edges of the city and around the Park Lands. The Park Lands are one of Adelaide's greatest assets and provide a high amenity space with visual relief from the built environment. The Minister's report recommends a new approach to the zoning of these areas to create a dynamic mixed use environment with shops, cafes and restaurants at ground level and residential development above.

Key directions for the terraces include:

- South Terrace to become an important boulevard framing the Park Lands. Its future form is envisaged as medium-rise mixed use development that includes uses and design approaches that create active ground floors with residential development above. Development will capitalise on the proximity to the Park Lands and low intensity streets (note, this amendment only affects the western part of South Terrace).
- East Terrace will also become more important in framing the Park Lands, and will include a more formal landscaped edge that capitalises on Park Land views (note, East Terrace is largely outside the scope of this amendment).

- North Terrace to be reinforced as the pre-eminent city edge and cultural boulevard. High-rise residential, commercial and retail developments have traditionally developed along this terrace due to its closeness to a wide range of services. Residential development will be encouraged that has views over the city's cultural institutions, riverbank precinct, North Adelaide and beyond.
- West Terrace will become a stronger western edge to the city with mixed use medium rise development.

Within a growing city, the squares will become more important as gathering places and for recreation. Currently, the squares have different functions—Hurtle and Whitmore Squares being primarily residential; Light and Hindmarsh being mixed use and Victoria Square being part of the central business area.

The northern squares (Hindmarsh and Light) will allow for a greater mix of activities and be framed with a strong built form edge and activated public realm. More intense development is anticipated here than the two southern squares, which will continue to have more of a residential focus, due to their location in the central business district and connections with the city boulevards.



Photo: Light Square – Common Ground

4.4.2 Main Streets as vibrant hubs of activity

Main streets provide the opportunity to create a more intimate public realm with active ground floors and residential above. Policies in main streets are currently limited with regards to land use and building heights with little opportunity for growth under the current policy regime.

The Minister's report recommends that O'Connell, Melbourne, Gouger and Hutt streets be reinforced as main streets through improved zoning and increased building heights that will allow for residential development at upper levels. Mixed use medium to high density development with an activated public realm should be encouraged.

Sturt Street and Halifax streets have been identified as a new main street to connect the southern squares. With limited retail opportunities within this part of Adelaide, rezoning this precinct will provide local communities to the south with enhanced opportunity to walk to local shops, cafes, restaurants and other facilities.

It should be noted that this DPA does not fully implement these recommendations in relation to Hutt Street south, Melbourne Street, parts of O'Connell, Sturt and Halifax streets.

4.4.3 Strengthening connections and gateways through the city

To strengthen connections and gateways through the city, King William Street and Grote / Wakefield streets could be transformed into the city's main boulevards. This could be achieved through a built form that is street-aligned and oriented, with taller buildings facing Wakefield Street and King William Street south.

The key east–west streets of Currie / Grenfell and Franklin / Flinders streets also have the potential to become attractive boulevards. Accordingly, their substantial street widths, in the order of 30–40 metres, should encourage a higher built form, to help to frame the streets and provide a sense of enclosure to the public realm. Such development would also help to provide a sense of arrival into the city.

- King William Street - reinforced as the city's principal north-south axis connecting through Victoria Square, the middle of the central business district, and through to North Adelaide. Strong built form framing commensurate with the street's wide boulevard aspect, allowing activated mixed use development that is street aligned and oriented.
- Grote / Wakefield Street – reinforced as the city's principal east–west axis connecting through Victoria Square. Strong built form framing commensurate with the street's wide boulevard aspect, allowing activated mixed use development that is street aligned and oriented. The street currently is framed by a low built form and would benefit from a greater sense of enclosure.
- Pulteney Street and Morphett Street - key north-south streets reinforced as boulevards through the higher intensity mixed use and central business district of the northern half of the square mile. A sense of activation and enclosure of the streets should be enhanced through mixed use development with a strong built form edge with heights commensurate with street width. Increasing building heights will provide a built form that will emphasise these strategic gateways into the city centre and will help to provide a sense of arrival / destination.
- Currie / Grenfell Street and Franklin / Flinders Street – key east-west streets reinforced as boulevards connecting gateway city edges through the squares. A sense of activation and enclosure of the street should be enhanced through mixed use development with a strong built form edge with heights commensurate with street width. Increasing building heights will provide a built form that will emphasise these strategic gateways into the city centre and would help to provide a sense of arrival / destination. Currie / Grenfell is an important street for public transport access and provides a significant number of bus services.

Of note, in Fred Hansen's report "All On Board - Growing Vibrant Communities through Transport" (2011), he recommended that Grenfell Street should become an exclusive, or near exclusive transit way or transit mall. The following photo montage shows how a buss mall could look.



Photo: King William Street – city gateway



Photo: Grote Street, looking east



Photo Montage – Grenfell Street as a bus mall

4.4.4 Revitalising growth precincts

The former Central Business Area Zone should be reinforced as an intensely developed area of the city and allows for a diverse range of land uses that are commensurate with its prime role. The area provides opportunities to build on the strengths of existing key public spaces, such as revitalising Rundle Mall and activating laneways, both of which will support greater activity after business hours. Removing impediments in this zone, such as maximum building height policies and setback angles, are important to ensure the injection of further investment in this area.

The North-West mixed use precinct is particularly under developed, with many opportunities for redevelopment on blighted or vacant sites. While building heights in the north-west precinct are impeded by airspace height restrictions, there are opportunities to raise heights in this precinct. The Government is embarking on a range of projects in the north-west precinct, which will stimulate investment in this area. Increasing building heights will provide greater development opportunities and assist in the activation of this area.

The North-East mixed use precinct is varied in its character but has experienced a significantly greater degree of development in recent years compared with the north-west precinct. There are many development opportunities and underdeveloped sites in this locality. Increasing building heights will provide more development opportunities and further enhance the revitalisation of this sector of the city.

4.4.5 Protecting heritage and character areas

There will be limited change in existing residential areas, except along Sturt / Halifax Street (between Whitmore and Hurtle squares) which is proposed to become a main street. Minor infill development will continue to occur with opportunities for some limited higher density development on larger sites abutting Hutt Street and East Terrace.

The North Adelaide Historic Conservation Areas will remain unchanged.

5. INVESTIGATIONS – GENERAL POLICY ISSUES

5.1 Unlocking good design by removing barriers

Great urban design is central to what makes a city vibrant. A mix of densities and superb public spaces, built as an integral part of the city will create the lively communities that people will want to live in.

High rise development in the city is not just about high density for the sake of it – it's about creating diverse, inclusive, sustainable and vibrant communities. Importantly, high rise development can be developed in a way that provides a human scale street environment that feels safe, engages interest and feels welcoming.

The Vibrant Adelaide project provides an opportunity to remove unnecessary barriers to development and create attractive, vibrant and well-connected streets. Importantly, onerous and prescriptive controls can stifle innovation and result in a standard response to design

issues. For a vibrant city, flexibility in design solutions is critical and a focus must be on the outcomes desired rather than prescriptive solutions.

Some of the prescriptive measures in the Adelaide (City) Development Plan that impact on design include:

- maximum building heights
- setback angles and podium requirements
- density controls (plot ratio and dwelling unit factor)
- policies affecting development on land abutting heritage places.

Importantly other features will be introduced into the planning system that will assist in the achievement of high quality design:

- a pre-lodgement system allowing for more efficient assessment timeframes
- a new city design panel that has a critical input into the development assessment process.

5.1.1 Building height policies

Current approach

Current development plan policies relating to building heights are varied and complex and need review to enable the revitalisation of a more intense and vibrant city core. Current building height policies have been predicated on the 'pyramid' concept, introduced in 1974. While this has led to a greater intensity of activity in the central business district, it does not capitalise on new public and private investment in the city. Of note, there are two approaches to height in the city:

- Height as a soft barrier: maximum building heights are guideline heights that are assessed on merit, with the potential for development to go beyond the guideline height under prescribed circumstances. This approach is currently applied within the MU and CBA Zones.
- Height as a hard barrier: development above the maximum building height triggers a non-complying development. This approach is currently applied within most residential and main street zones.

Building height is a particular design requirement, which should be assessed on merit. Merit principles enable a development to be considered in the context of the desired character and all other relevant policies for a given locality. Non-complying triggers for design requirements often have the unintended consequence of capturing development that results in only a minor incursion into the numerical standards and therefore can significantly frustrate good development outcomes.

Importantly, buildings are currently being approved that are taller than the guideline heights (see **Table 2** below), when all other factors are considered, indicating that a higher built form could be accommodated in the city. Many of these applications have been approved given regard to the existing over height provisions (see discussion below).

Map 5 and **Table 3** shows the current building heights in the City of Adelaide and buildings above the guideline heights that have been approved.

Table 2 Applications assessed by the DAC over \$10 Million 2008-2011

Applicant / Location	Proposed Use	Zone & Policy Area / Height (in metres)	Exceed Devt Plan Height (in metres)	Proposed height (in metres)	Decision
Hindmarsh Property Pty Ltd / Wyatt Street	Office + Retail + Residential	CBA Zone Policy Area 15/ 53 m	No	33 m	Consent
Rundle Place / Rundle Mall & Grenfell Street	Retail + Office	CBA Zone PA 14 and 15 / 21 m & 53 m	No		Consent
Pruszinski Architects / Light Square (2 applications)	Retail + Office Retail + Office	Mixed Use Zone: PA 21 / 40 m	6.1 m No	46.1 m 30.7m	Consent Consent
Sino Investments / West Terrace	Retail + Student Accommodation	Mixed Use Zone: PA 19 / 28 m	4 m	32 m	Consent
Econ Property Group PL / Liverpool Street	Retail + Residential	Mixed Use Zone: PA 19 / 28 m (17 m side setback)	7.5m (side setback)	24.5m (side setback)	Consent
Ambitio PL & Pinako PL / Franklin Street	Car park	CBA Zone PA 15 / 53 m	No	28 m	Consent
University of Adelaide / North Terrace	Education	I3 3 levels /10.5m 6 levels / 21 m – away from Park Lands (ceiling height)	No	10.7 m	Consent
University of Adelaide / North Terrace	Education	I3 3 levels /10.5m 6 levels / 21m – away from Park Lands (ceiling height)	7m	28m	Consent
Bendigo Adelaide Bank / Hindmarsh Square	Retail + Office	MU PA 21 / 40 m	9.5 m	49.5 m	Consent
Pruszinski Architects / Halifax Street	Office	R A4 / 3 levels /9 m Halifax 2 levels /6 m behind	No	9 m	Consent
Brinz Holdings / King William Street	Office + Retail	CBA Zone PA 16 / 72 m (adjacent 103)	14 m	86 m	Consent
Urban Construct PL / Franklin Street	Commercial + Residential	MU Zone / 24 m	8 m	32 m	Consent
Kyren Group / Franklin Street	Retail + Office + Residential	CBA Zone PA 15 / 53 m	18.5 m	71.5 m	Consent
A D'Andrea & Associates / Rowlands Place	Residential + Commercial	MU PA 22 / 40 m	12.9 m	52.9 m	Consent
China Australia Property Development / Morphett	Retail + Residential	MU Zone PA 21 /	11.2 m	51.2 m	Consent

Applicant / Location	Proposed Use	Zone & Policy Area / Height (in metres)	Exceed Devt Plan Height (in metres)	Proposed height (in metres)	Decision
St		40 m			
Keyneton Apartments Pty Ltd / South Tce	Residential	RA8 & RA9 RA8 4 levels / 12 m RA9 21 m (ceiling height)	6 m (non-complying trigger)	27 m	Consent Concurrences granted
Pruszinski Architects / Currie Street	Hotel	CBA Zone PA 15 / 53 m	30 m	83 m	Consent
Woods Bagot / Wright Street	Commercial = Office	MU Zone PA 25 / 17 m	20 m	37 m	Consent
Charter Hall / Pirie Street	Commercial + Retail	CBA Zone PA 16 / 103 m	No	100 m	Consent
HLYC Joint Venture / North Terrace	Hospital	I4	No		Consent
Tang Cheng Holdings / King William Street	Student Accommodation	MU PA 28 / 40 m. (17 m. behind)	6 m (front) 29 m (rear)	46 m 46 m	Consent
Tang Cheng Holdings / Pulteney Street	Student Accommodation	MU PA 22 / 40 m	No	38 m	Refused
Roper St & Wakefield St / Wakerop	Office	MU PA 22 / 40 m	11 m	51 m	Consent
University of Adelaide / North Terrace	Education	MU Zone PA 19 / 28 m 17 m within 8 m of a minor street	5 m – Hindley 18.5 m - Rear	33 m – Hindley 35.5 m - rear	Consent

Source: Department of Transport Planning and Infrastructure (October 2011)

Airport height constraints

City building heights are affected by restrictions imposed for aircraft safety. The Civil Aviation Safety Authority (CASA) has power of direction over buildings that reach the Obstacle Limitation Surface (OLS). CASA has taken a flexible approach to building heights within the city, although there is some uncertainty around the acceptable height, particularly in the western section of the city where the OLS is at a height of around 32 metres Australian Height Datum (AHD). More information on the OPLS is provided in Appendix A.

Where a new obstacle or development located in the vicinity of an existing obstacle or tall building has been assessed as not being a hazard to aircraft, the development is deemed to be shielded. A shielded new building should not present a hazard or impose any additional restrictions to aircraft operations.

Within the city a new development is deemed to be shielded if it does not penetrate a 10 percent downward sloping conical-shaped surface from the top of an existing building. The tallest is the Westpac building located at 91 King William Street, which is generally used to provide shielding to new buildings where possible.

Recommended approach

The new building heights introduced through this DPA are informed by the future city form described in **section 4.4** of this DPA and are shown in **Table 3** and **Map 6**. More detailed discussion regarding heights for specific areas is contained in the zoning **section 6**.

However in broad terms, guideline building heights have been removed from the former CBA Zone and heights are now guided by airport heights, design policies and the new 'city design panel' rather than through prescriptive principles.

Building heights to the north-east and north-west of the city have generally been revised up to 15 stories, except in areas where there is existing low-rise residential, a distinctive character which warrants special treatment (i.e. the main streets of Hindley Street, Rundle Street and Gouger Street), or there is an issue around airport heights.

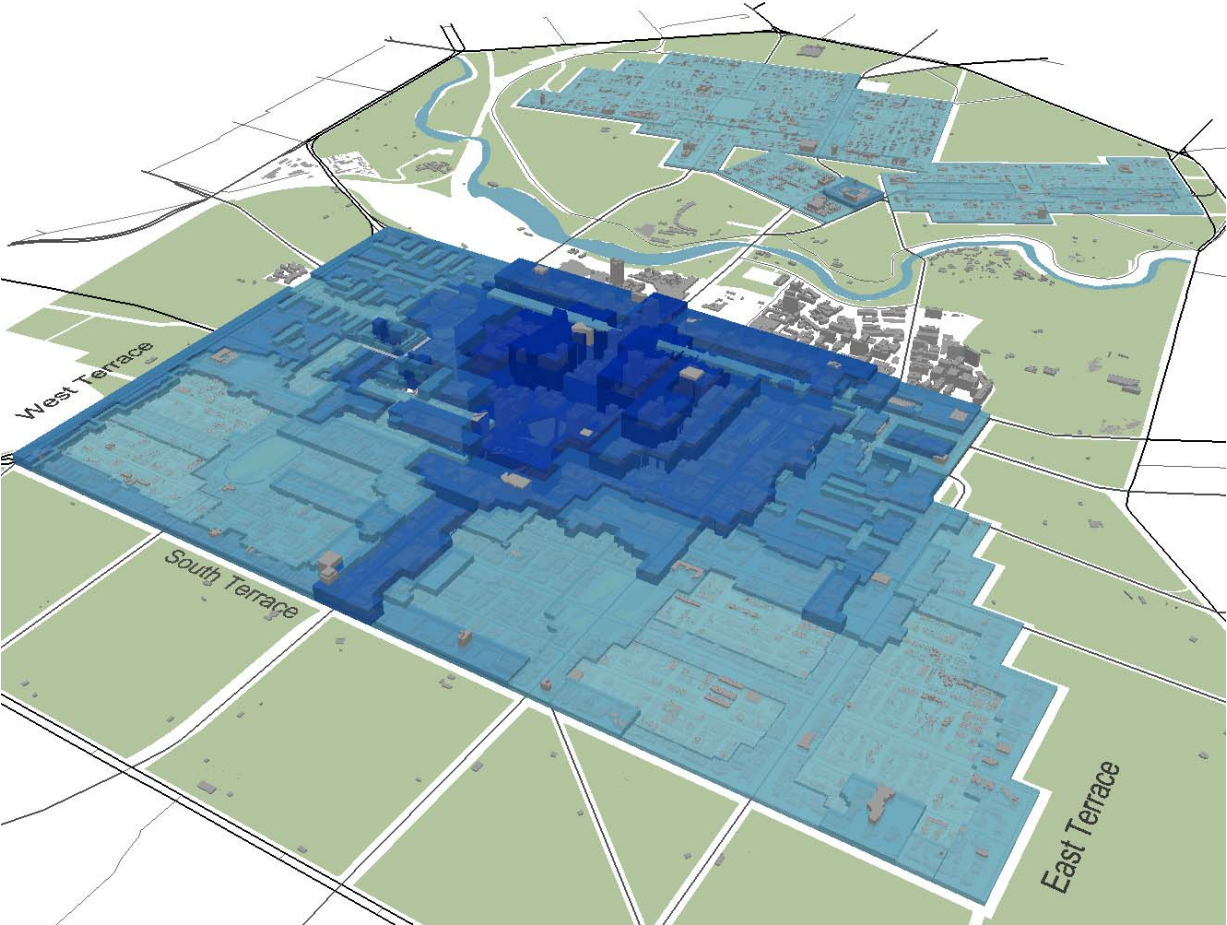
Table 3 Current and proposed building heights

	<i>Current heights</i>	<i>DPA Heights</i>
South Terrace	6-7 storeys	10 storeys
North Terrace	8-20 storeys	Airport heights in the CBA Zone and 15 storeys for the remainder
West Terrace	5-8 storeys	8-15 storeys
Hindmarsh Square	12 storeys	Airport heights
Light Square	12 storeys	15 storeys
Hurtle / Whitmore squares	4 storeys	8 storeys
King William Street	11-29 storeys	Airport heights in Central Business Area and 15 storeys for remainder
Morphett Street	3-15 storeys	15 storeys
Pulteney Street	4-15 storeys	Airport heights in Central Business Area and 15 storeys for remainder
Grote / Wakefield	4-20 storeys	Airport heights in CBA and 15 storeys for remainder
Currie / Grenfell	8-29 storeys	Airport heights in CBA and 15 storeys for remainder
Franklin / Flinders	7-20 storeys	Airport heights in CBA and 15 storeys for remainder
Rundle Mall	6	6 storey street wall height
		2-3 storey street wall height and 6 storey maximum east of Frome Road
Rundle Street	4-6 storeys	6 storey street wall height and 12 storeys west of Frome Road
Hindley Street	3-8 storeys	6-15 storeys (West of Morphett Street)
Gouger Street	5-8 storeys (3 storeys within 12 metres of parts of Gouger Street)	6-15 storeys (West of Morphett Street)
Angus Street	5 storeys	15 storeys, subject to residential interface considerations
Sturt Street	3-5 storeys	6 + catalyst sites
O'Connell Street	3	6 + catalyst sites

Implications for DPA policy amendments

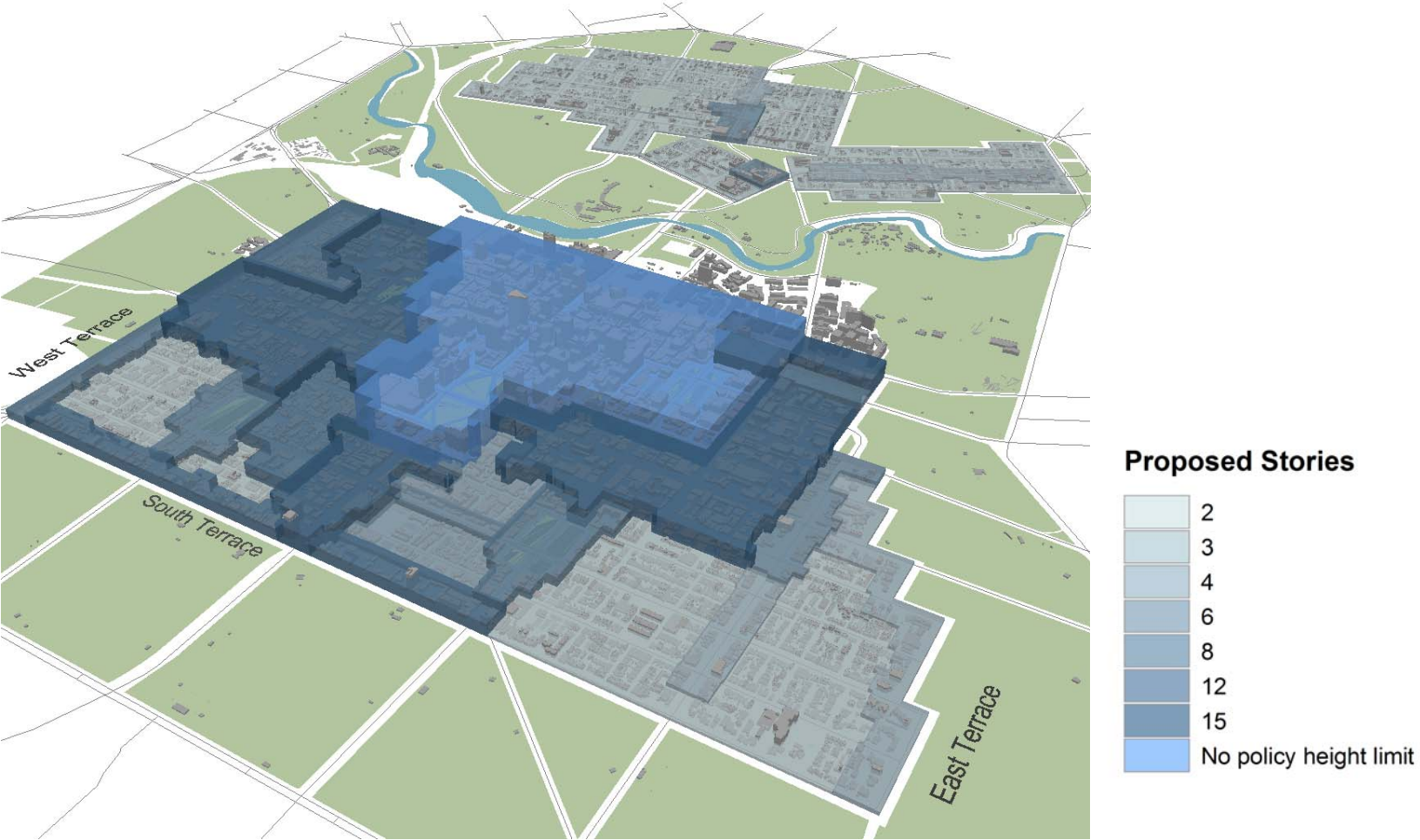
Amend guideline building heights in key areas of the former Central Business Area and Mixed Use zones, the terraces, squares, boulevards and main streets to align with The 30-Year Plan and best practice urban design principles.

Map 5 – Guideline building heights within City of Adelaide



Note – the grey buildings protruding through the building heights surface are constructed buildings that are over the current guideline building heights.

Map 6 – Amended building heights within City of Adelaide



5.1.2 Over-height provisions

Among the strengths of the city plan are the height exemptions within the MU Zone (PDC10) and the CBA Zone (PDC11), where higher development may be acceptable. These policies enable buildings over the guideline building heights to be considered where a range of criteria are met and have enabled substantial investment to occur within the city.

The existing development plan provisions relating to development exceeding the quantitative height guidelines focus on the satisfaction of:

- Location Tests – e.g. buildings can be taller at key ‘gateways’ or on a key bus route.
- Design Element Tests – e.g. buildings can be taller if they have excellent energy efficiency or include pedestrian access through the site.
- Adverse Impact Tests – e.g. buildings can be taller if they ensure adequate sunlight, privacy and wind impact to adjoining development and public spaces.

The current collection of ‘design element tests’ and ‘adverse impact’ tests have shortcomings including:

- Many of these elements are required of all multi-storey development, whether it is under or over the quantitative height guidelines or not (i.e. active street frontages and integrated vehicle access).
- It is unclear whether ‘significant energy efficiency and stormwater management measures’ are beyond those anticipated in Council Wide Energy Efficiency provisions. The performance of buildings in terms of energy efficiency is also now predominantly within the ambit of the Building Code of Australia, rather than the development plan.
- The introduction of ‘pedestrian laneways’ may not be practical/appropriate where the subject site does not extend from one street frontage to another. Similarly, ‘internal courtyards’ may not always be a desirable design element depending upon the size/shape/orientation of the subject site.

Over-height provisions summary

The over-height provisions apply to development that achieves at least one of the following:

- *orderly transition from an existing adjacent taller building (in adjoining Policy Area)*
- *orderly transition between different building heights in different Policy Areas*
- *large or amalgamated site, where the building fronting the street forms a base podium level with the taller components in the centre of the site*
- *location along the City Edge (North, West or South Terraces, or Light or Hindmarsh Squares) and at the junction of two major streets*
- *location along high bus stop concentrations identified in Map Adel/1 (Overlay 4)*
- *significant energy efficiency and stormwater management measures (CBA zone only).*

The proposal must also achieve a number of other factors to satisfy this provision:

- *strengthens the desired character*
- *reinforces the cultural setting and value of heritage places*
- *is appropriately scaled and has detailed facade to the street, with the highest scale of development in the centre of the site*
- *allows adequate level of daylight, sunlight and privacy and suitable wind patterns in relation to surrounding development and public spaces*
- *has active street frontages and integrates vehicle access into the design of the facade*
- *breaks up building mass by incorporating pedestrian lanes and internal courtyards, as well as maximising opportunities to provide through site pedestrian links and to combine them with publicly accessible open space*
- *is consistent with (on balance) other Council-wide zone and policy area provisions.*

Accordingly, it is proposed that the design tests are deleted as development needs to adhere to council-wide, zone and policy area policies to determine consistency with the desired character for the area. This is the case for all forms of development within the city. Development would also need to meet criteria for the appropriate built form/environmental criteria (wind impacts, overshadowing of public realm/streets, feeling of a sense of enclosure of the street, interface with adjoining development, activation at ground level etc.).

With regards to the location tests, these provisions have been amended to provide increased certainty to development on larger sites.

Implications for DPA policy amendments

Enhance the existing provisions guiding assessment of buildings taller than the guideline height in the new Capital City Zone (where a height limit exists) to maximise the potential of sites at key gateways, locations well served by public transport and other strategic sites.

5.1.3 Catalyst site policies

Catalyst site policies have been introduced for main streets and the terraces that enable a greater intensity of development to be realised on larger sites (sites over 1 500 square metres). Current policies set hard barriers that constrain land use mix (which is not an issue in the CBA and MU Zones), building height and site intensity, which makes it difficult for high quality proposals to gain approval even where they contribute to positive public realm outcomes and provide a sensitive interface with residential areas. Catalyst site policies essentially remove hard barriers to the development of catalyst sites (i.e. non-complying, height and plot ratio).

Larger sites can be designed to address interface impacts and be integrated into existing locations through sensitive design. Selecting a size such as 1500 square metres encourages the amalgamation of allotments and is of a sufficient size to enable integrated design that manages interface issues. Importantly, catalyst sites are still required to achieve the general provisions of the development plan, including overshadowing and overlooking, and fit within the desired character of the locality. Within these sites, building height will be determined by the performance of the development and is likely to relate to the size and depth of the allotment and the capacity of the site to address overshadowing impacts.

Implications for DPA policy amendments

In the following main street and residential zones, allow additional development capacity on 'catalyst sites' greater than 1 500 square metres to promote better design on larger sites:

- City Frame Zone
- Main Street (Adelaide) Zone
- Main Street (O'Connell) Zone
- Main Street (Melbourne) Zone
- Residential (Waverley) Zone – on allotments abutting South Terrace
- Residential (East Terrace) Zone – on allotments abutting East Terrace

This will require amendment to the non-complying provisions to allow for a greater range of land uses, merit-based principles of development control and desired character statements for each zone.

5.1.4 Plot ratio policies

Plot ratio is the gross floor area of the building divided by the site area. The higher the plot ratio, the greater the gross floor area that can be allocated to the site. Plot ratio has been used as a planning control to influence the mass of a building, guide the intensity and distribution of activity within the city, provide a platform for incentives to achieve wider community benefit (the plot ratio bonus), and to provide a crude, but consistent, indicator of development potential to prospective developers.

Plot ratio provisions apply in all residential zones and historic conservation zones within the city, but were removed from the CBA and MU zones in 2006, in favour of design policies.

Currently, many zones classify development exceeding the maximum plot ratio as non-complying regardless of whether the height, scale and massing is considered appropriate. It is widely acknowledged that while plot ratio allows for design flexibility, it is a poor predictor of physical form and, when inappropriately combined with traditional setback and height provisions, significantly impacts on the development potential of land.

Further, plot ratio as a non-complying trigger can result in minor activities, such as the enclosure of a balcony, development of an underground cellar or basement and minor variations, being assessed as non-complying.

The Adelaide (City) Development Plan contains a range of performance criteria and design techniques for height and width of individual buildings (consistency of scale, form, bulk and building to boundaries), heritage values, access to public transport, human scale and street level activity, wind, sunlight access, improved pedestrian access, safety and amenity, views to and from buildings, shadowing, materials and colours, road widths and emergency vehicle access. These policies are in most cases better determinants of a built form outcome than plot ratio.

Implications for DPA policy amendments

Exclude catalyst sites in the following zones from plot ratio requirements:

- Residential (Waverley) Zone – on allotments abutting South Terrace
- Residential (East Terrace) Zone – on allotments abutting East Terrace

5.1.5 Dwelling Unit Factor

The Dwelling Unit Factor (DUF) relates to the site area per dwelling and is used as an indicator of the number of dwellings envisaged per site (i.e. dwelling density). This is relevant in the residential zones and the North Adelaide Historic (Conservation) Zone.

The DUF provisions for North Adelaide generally envisage low-density development. The North Adelaide policies have been reviewed recently, through heritage DPAs.

While the DUF is a merit-based provision, it does limit dwelling densities within residential areas where infill may be appropriate. Given the directions contained in the Plan for greater densities within the city, these provisions—as currently applied—limit achieving greater density and existing development opportunities that may otherwise be realised within the current residential zone policy framework.

It is questionable whether DUF is a useful tool in the precincts under study. As a principle, the development plan should attempt to minimise the constraints and level of prescription to those absolutely required to achieve a strong planning outcome or purpose. In that way it allows for greater adaptability for unforeseen market changes.

Built form and design in residential zones is currently informed by development plan policies relating to height, setback, landscaped open space etc. As dwelling density can appropriately be determined by the existing policy framework and market preference the DUF serves no significant planning purpose, and policies relating to design should generally control built form.

It is recommended that DUF in residential zones where it occurs be removed, with the exception of the North Adelaide Historic (Conservation) Zone.

Implications for DPA policy amendments

Exclude catalyst sites from DUF requirements in the following zones:

- Residential (Waverley) Zone – on allotments abutting South Terrace
- Residential (East Terrace) Zone – on allotments abutting East Terrace

5.1.6 Heritage conservation

Council-wide heritage policies require development on land abutting or within the locality of a heritage place, to be compatible with the heritage value of that place. These policies assume, in part, that the built-form attributes of the current ‘setting’ of the heritage place are part of the heritage value of the place. Even in the cases of several landmarks, such as the GPO and former Treasury building or Electra House for example, their heritage value remains intact while their settings have been (in the case of the former) or are about to be (in the case of the latter) changed by the approval of large developments considered compatible with their roles in amending the settings of heritage places.

Note: There are 438 State Heritage Places and 1434 local heritage places in Adelaide City

Further, it is the inter-relationship of policies against which development proposals are assessed that inform the setting of heritage places, rather than land division and the resulting allotment pattern in non-residential areas. For example, development of a large site can be composed into smaller elements by carefully considered design without necessarily suppressing the potential available on adjoining sites.

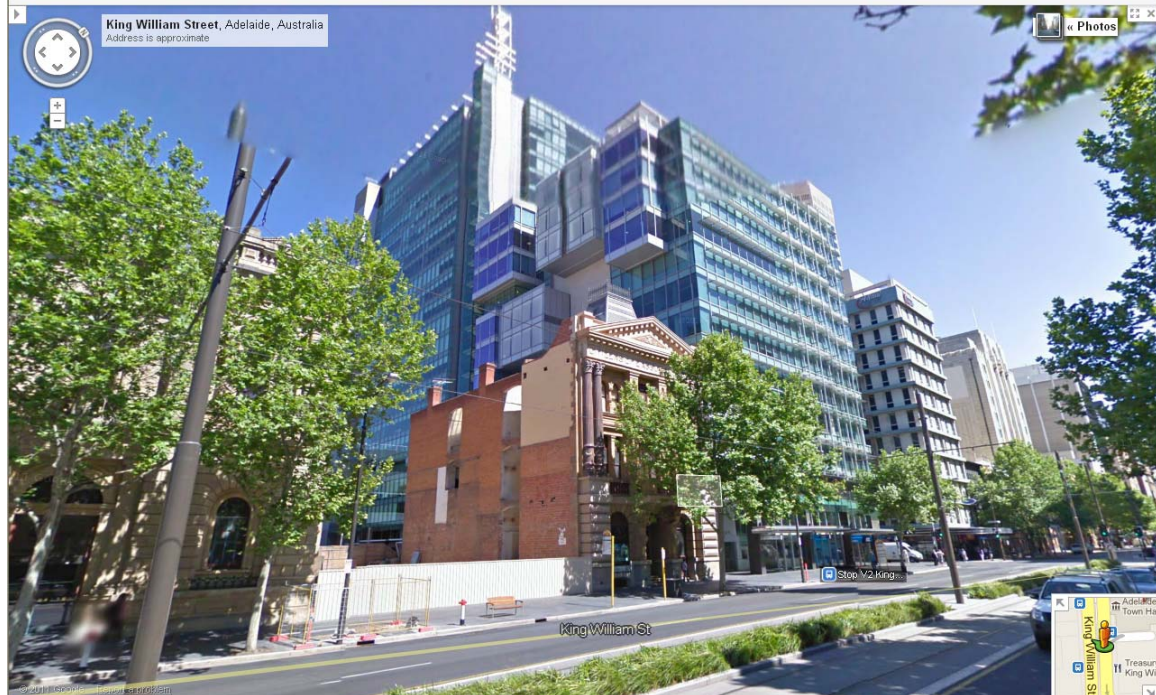
It is also recommended that the heritage retention depth provisions for local heritage (townscape) be simplified to provide a more responsive performance-based approach, while retaining the intent of current provisions.

Implications for DPA policy amendments

Revise policies relating to development on land affected by or abutting a local heritage place. This will enable a greater variety of design responses to address heritage compatibility.

Relocate heritage and significant tree lists from each zone to a table at the back of the development plan. Note – there have been no changes to listings as part of this DPA.

King William Street - Ernst & Young - Partly built over Electra House



5.1.7 Street level amenity

Many of the most successful streets have a comfortable microclimate with a good balance of light/shade and not too much wind, active building frontages and passive surveillance.

A number of urban design elements work in concert to ensure that streets are a desirable place for pedestrians, including the 'grain' and connectivity of street system with medium length streets, the width of footpaths, points of entry and transparency to buildings, active land uses within buildings at street level etc.

Street level amenity can be created at three levels:

- Ground floor – through a continuity of activity, façade fenestrations, weather protection (e.g. awnings and verandahs) and visual permeability (views into and out of buildings).
- Above ground floor - stimulating architecture, textures / variations of built form, attention to detail and transparency of activity over the first 2-5 levels to promote overlooking.
- Street wall heights – often relating to the width of the street to achieve the desired level of enclosure of a street; open up sky views for pedestrians; assists in bringing daylight to the street; providing a more consistent street wall not broken by towers;

and to provide a consistent built form edge that reflects current or desired future character.

Street level activation

Gehl Architect in their report 'Public Spaces and Public Life: City of Adelaide: 2002' identified the importance of the quality of the building frontage facing the footpath in encouraging pedestrian activity.

Good ground floor facades are rich in detail and exciting to walk by, interesting to look at, to touch and to stand beside. Activities inside the buildings and those occurring on the street enrich each other. In the evening friendly light shines out through the windows of shops and other ground floor activities and contributes to both a feeling of security as well as genuine safety. Interesting ground floor facades also provide good reasons for walking around in the city in the evenings and on Sundays, engaging in the age old attractive pastime: window shopping. Blank walls, on the contrary, underline the futility of visiting the city outside working hours.

Narrow units, particularly in main street areas, have the fine effect of making streets more interesting because narrow units mean many doors and many different uses to look at, even on a short walk through town.

The many narrow units also provide a predominantly vertical facade structure which has the important visual effect of making distances feel shorter. This makes it more interesting and comfortable to walk around in the city.

In Adelaide the attractive street frontages are concentrated along and around Rundle Street, Rundle Mall and Hindley Street. In these precincts there is generally a good mix of different units / shops, not too large units etc. When the streetscape is perceived as an inviting and friendly place one or two bad units cannot distort this experience.

Gouger Street is another place where a good development has resulted in open, lively and transparent street frontages. In comparison with the market frontages on Grote Street the street frontages on Gouger Street are generally more open and lively with many cafés, restaurants and smaller shops that enrich the streetscape. Apart from these areas the good street frontages are scattered in minor areas over larger parts of the central city area.

The policies within the existing Adelaide (City) Development Plan combined with the enhanced desired character statements provided in this DPA essentially manage street level amenity through ground floor activation and upper level design.

Street wall heights and sense of place

In many jurisdictions throughout the world street wall heights are defined using a range of ratios (street width to building height) depending on the desired level of enclosure of the street e.g. 1:1 Melbourne, 1:1.2 Paris, 1:1.4 Rome. In Fifth Avenue New York the ratio is 1:3.

When the proportions of height to width of streets changes we consciously or unconsciously perceive that we are in a different place. Therefore, different ratios in the city can accentuate and contrast the sense of place provided by different types of streets. In some streets a more intimate and strong sense of enclosure may be desired (i.e. a lane) and in others a more open character is preferred (wide boulevards).

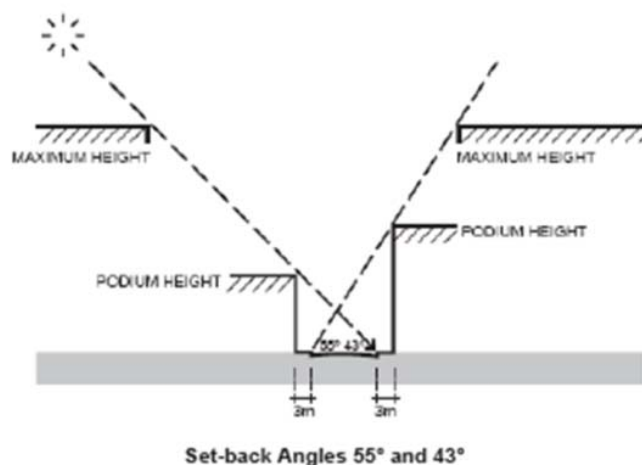
Within the Adelaide (City) Development Plan street wall heights have been included to reflect the existing character of key streets:

- Hindley – 13 metre street wall (12m upper level setback from Hindley Street frontage)
- Rundle Mall – 21 metre street wall (12m upper level setback from Rundle Mall Street frontage)
- Gouger Street – 17 metres for the policy area with some exceptions
- Rundle Street – 13 metres within 8 metres of the street

These street walls heights have been introduced as a design technique for ensuring buildings respond to the surrounding context. This can be achieved through a range of design approaches such as through a division in datum heights and parapet levels that strongly reinforce the prevailing building height within the street. This could be achieved through a street wall, negative joint or a distinct change in building form / materials. However, there are locations, such as Rundle Street where the street is dominated by heritage listed buildings that contribute to its sense of place. In areas such as these there is perhaps a need to be more prescriptive about the design of new buildings.

Street wall heights and sunlight access

Street wall heights are essentially applied in the CBA and MU zones through the 'setback angles' policies which seek to ensure street level amenity for pedestrians in terms of sunlight access to southern footpaths, daylight access, and a sense of openness to the sky. The principles contain setback angles in the format shown.



The 43-degree angle is in place to provide for sunlight access and the 55-degree angle is to address bulk and scale impacts on the street. While this is one way of achieving a more human scale at ground level, a smaller upper level setback than that required by the setback angle may achieve a similar outcome depending on building design.

The setback angle for the Mixed Use Zone of 43 degrees provides sunlight access in the Spring and Autumn

It is acknowledged that sunlight access to streets is an important design issue that should be considered when designing a new building. This is an issue that can be contemplated through the design review process that will consider a specific proposal and its current and possible future context.

Proposed approach

Qualitative provisions that seek a desired level of enclosure of the public realm; a human scale at ground level (particularly for high pedestrian areas); a well-proportioned street wall to overall building height; views to the sky and a suitable level of daylight access at street level.

Street walls with upper level setbacks are not anticipated in the Central Business Policy Area where a strong prominent built form is desired to signal arrival in the city centre such as King William Street and North Terrace.

- Main streets with a significant 'sense of place'—Rundle Mall, Gouger, Hindley and O'Connell streets—where a street wall height of 6 storeys or lower is proposed to assist in the achievement of a 'human scale' while also providing for sunlight access along these streets
- Rundle Street – street wall of 1-2 storeys to respond to the prevailing heritage character
- Laneways, where a ratio of 1:3 for roads greater than 12 metres and 1:5 for roads less than 12 metres.

Laneways are important city assets that have opportunities for revitalisation. In the city most of these laneways run north-south and therefore enjoy a degree of northern solar access.

Upper level setbacks should help create an appropriate level of enclosure of the street, while also providing views to the sky and sunlight access (albeit not directly to the footpath in all cases). A smaller setback is required for laneways (in the order of 2-3 metres) as the angle of vision for a pedestrian in a laneway is less. The more acute the angle of vision the less depth of setback is needed to reduce the visual impact of upper levels of tall buildings.

Implications for DPA policy amendments

Include a principle of development control in the new Capital City Zone that requires a street wall height and upper level setback that is proportionate to the width of the road. In the main street areas of the Capital City Zone (Rundle Mall, Rundle, Hindley and Gouger streets) specific street wall heights are included.

5.1.8 Interface policies

Managing interface impacts of new development at the interface of existing Residential Zones in the southern part of the city centre is a critical issue. There are a number of policies in the Adelaide (City) Development Plan that address the interface between high rise buildings and lower rise development. Key issues that are addressed include:

- overshadowing and solar access (mainly on the southern side where winter sun is affected)
- overlooking and privacy of dwellings and private open space
- the massing of the building when perceived from existing low rise dwellings
- the intensity of activity in relation to noise and light spill
- microclimate impacts such as wind tunnelling.

These policies are generally sufficient to manage interface issues, however, it is proposed to enhance the policies relating to overshadowing.

Implications for DPA policy amendments

New principles of development control have been included in the General section of the development plan under the heading 'Height, Bulk and Scale' to address overshadowing and general interface issues for development adjacent to a residential zone.

5.2 Providing housing choice

5.2.1 Apartment sizes

The Adelaide (City) Development Plan sets guidelines for minimum apartment sizes (see notes box). Including controls on apartment sizes can provide greater certainty to the industry about sizes that are acceptable. However, minimum apartment sizes can be unresponsive to changing or emerging housing markets—such as student housing and affordable housing—particularly in a climate of rising housing costs.

Smaller apartments are generally more affordable and are sought by specific segments of the market. The lifestyle requirements of occupants of student and serviced apartments are different from those of people accustomed to a suburban lifestyle.

A comparison of apartment sizes for Adelaide, Melbourne and Sydney against the Adelaide (City) Development Plan has shown that, on average, residential 1, 3 and 4 bedroom and studio apartments in the City of Adelaide are larger than the development plan requirements. On the other hand, 2 bedroom residential apartments in the City of Adelaide are smaller than, although within 10% of, the size outlined in the development plan guidelines.

Student housing apartments are significantly smaller than apartment sizes envisioned in the development plan. The Adelaide (City) Development Plan, however, does not contain specific student housing standards or guidelines.

Applicants often see the minimum apartment size as an impediment to the overall yield they can achieve. This has been particularly so with student accommodation (see discussion on student accommodation).

The new policy framework will facilitate quality student accommodation that is affordable, comfortable and fit for purpose. It will also ensure that it can be adapted to standard residential accommodation should the demand for student accommodation decline.

The Adelaide (City) Development Plan current includes PDC 68, which sets minimum apartment sizes as:

- *studio (where there is no separate bedroom): 37 square metres.*
- *1 bedroom dwelling/apartment: 50 square metres*
- *2 bedroom dwelling/apartment: 75 square metres*
- *3+ bedroom dwelling/apartment: 100 square metres.*

Implications for DPA policy amendments

- Lower the minimum apartment size to make better use of space and to meet market demand. Lower the minimum apartment size to:
 - Studio – 35 m²
 - 1 Bedroom – 50 m²
 - 2 Bedroom – 65 m²

- 3 Bedroom – 80 m²
- Remove borrowed light policies to ensure suitable access to daylight for all apartments.

5.2.3 Student accommodation

Student accommodation has not been specifically addressed in the Adelaide (City) Development Plan. Given the nature of the student housing market—and the diversity of living arrangements that are supported—standard residential policies are not necessarily supportive of these emerging housing forms (e.g. apartment sizes and private open space requirements are overly onerous). Further, North Adelaide contains a number of well-established student accommodation sites, which are currently constrained by development plan provisions that restrict their ability to be improved and expanded in response to growing demand.

Importantly, there is a distinction between housing proposals that are marketed to students, which are essentially affordable housing, and housing that is specifically designed for students.

Recent student accommodation developments have provided for a range of accommodation styles within one building and typically contain the following features:

- communal areas, including lounges, kitchens, a laundry, computer/study room, reception area and courtyard, roof deck or balcony
- secure bike parking areas
- some small balconies
- no on-site car parking.

The Adelaide (City) Development Plan does not include any specific guidelines to assess this type of residential land use. While it can be argued that the wider residential policies apply, it has been Council and the DAC's position that they are a unique type of residential use, with the result being that the same standards should not be applied, particularly in relation to apartment and balcony sizes.

Implications for DPA policy amendments

- Exclude student accommodation from minimum apartment sizes and private open space requirements provided common space is provided and the apartments have adequate light and ventilation.
- Incorporate additional qualitative provisions that better guide the development of student accommodation to ensure an appropriate level of amenity.
- Incorporate policies that require student accommodation to be designed to enable its conversion to standard residential accommodation.



**45 York Street,
Adelaide SA 5000**



**Urbanest
North Terrace Adelaide**



**227 North Terrace,
Adelaide SA**

Examples of student accommodation in the city

5.3 Car parking policies

Car parking policies require minimum parking standards to be met in residential, main street and North Adelaide conservation zones. However, minimum parking requirements only apply for larger residences in the MU and CBA Zones although there are no requirements for non-residential land uses¹. Of note, maximum parking limits apply to dwellings in the Core Pedestrian Area (roughly the CBA Zone).

Parking requirements are contained in the Council's development plan, Table Adel/2. Broad features of these requirements are that:

- Minimum parking requirements apply in residential, main street, and North Adelaide Historic (Conservation) zones.
- Minimum parking requirements apply only for larger residences in the MU and CBA zones². Visitor parking spaces are also required (at a rate of 1 for every 8 dwellings) for apartments less than 75 m² in multi-unit dwellings.
- There are no parking minimum requirements for non-residential land uses in the MU and CBA zones, i.e. most of the square mile.
- There are maximum parking limits for dwellings in the Primary Pedestrian Area (roughly the CBA Zone).
- New public parking stations are not allowed in the Core Pedestrian Area. Outside the Core Pedestrian Area, public parking stations need to demonstrate that a need

¹ There is an anomaly in that a residence of between 150 and 200 m² would be required to provide 2 car parking spaces in the Central Business Area/ Mixed Use zones, but only 1 car parking space in the Residential/Main Street/North Adelaide Historic (Conservation) zones.

² There is an anomaly in that a residence of between 150 and 200 m² would be required to provide 2 car parking spaces in the Central Business Area/Mixed Use zones, but only 1 car parking space in the Residential/Mainstreet/North Adelaide Historic (Conservation) Zones.

exists that cannot be satisfied by other parking stations. Sustainable transport options must also be considered.

The removal of minimum car parking requirements in the MU, CBA and main street zones (excluding O'Connell Street and Melbourne Street) would better align with the strategic directions of Government and lower the cost of residential developments. It would also encourage shifts away from car use.

Of note, Sydney, Melbourne and Brisbane all have set maximum rates of commercial and residential parking. Perth applies the maximum rate to residential parking only. Melbourne has a limit on the number of car parks allowed in its 'capital city zone', but provides exemptions for activities that generate a significant amount of short-term parking. Brisbane has a maximum of 1 space per 200 square metres gross floor area for non-residential developments, including hotels. Maximum levels also apply to residential parking and there is a cap on existing parking provisions in the blocks surrounded by Adelaide, Edward, Elizabeth and George Streets. Adelaide is the only capital city in mainland Australia that retains minimum parking requirements in its development plan.

Removing minimum car parking requirements for residential development in the MU and CBA zones would promote development, particularly along main street precincts, and enable the market to determine the extent to which car parking for a development is provided in these areas. This would also help to support, and encourage, a move away from dominant car modes of travel towards other modes of transport.

Implications for DPA policy amendments

Remove minimum car parking standards for dwellings in the proposed Capital City Zone (that replaces the former CBA and Mixed Use zones) and main street zones (other than for Melbourne Street and O'Connell Street).

5.4 Categories of Notification

The following principles have been adopted to determine the public notification categories in each zone:

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

In most cases, the envisaged land use list will be category 1, unless the development is over the guideline building heights and abuts a residential zone boundary, in which case the development will be category 2.

5.5 Infrastructure

Increases in population and employment throughout the Greater Adelaide Region will generate increases in the demand for travel. Improving the mobility for people travelling to, from and within the City of Adelaide will be essential to its liveability. More people will choose to travel by bus and the State Government is investigating creating a public transport precinct within the City of Adelaide centred around Grenfell Street and Currie Street where many bus services converge to improve the connection and mobility between the City Centre and Suburban Centres.

This investigation is reviewing options to upgrade the road and public transport infrastructure within Grenfell Street and Currie Streets that will improve the legibility, ease of access and reliability of travel for people travelling by bus to, from and within the City of Adelaide.

Intensification of development within the city will lead to increased demand for the electricity, potable water, wastewater and gas services supplied by utility infrastructure in and around these corridors.

The spatial extent of the area affected by the DPA coupled with the number of development permutations that might result from the DPA renders forecasting of the improvements required impractical. Put differently, due to uncertainty about the redevelopment intentions of individual landowners (which uncertainty extends to land use), it is impractical to speculate about the capacity improvements that would be needed to supply utility infrastructure services to specified areas at any given point in time during the life of the 30-Year Planning policy regime this DPA proposes. On this basis, this DPA is informed by and responds to general awareness of the fact that increases in capacity of utility infrastructure will be required to support development it envisages as opposed to specific awareness of required capacity upgrades.

In a policy sense, the development plan contains a number of provisions in relation to infrastructure, although none specifically. A new policy has been added from the South Australian Planning Policy Library to ensure the appropriate provision of infrastructure.

Implications for DPA policy amendments

This DPA includes:

- A new infrastructure principle of development control to ensure the appropriate provision of utilities infrastructure.
- The updated policy mapping reflects proposed improvements in public transport provision.
- The zoning provides a positive and supportive policy framework that promotes higher density development close to public transport services.

6 INVESTIGATIONS - ZONING AMENDMENTS

6.1 New Capital City Zone

The current MU and CBA zones need significant review to unlock development potential and realise the new urban form envisaged in the 30-Year Plan. The current zoning is complex and repetitive with desired character statements that largely respond to the existing built form character rather than setting a new vision for this important area. In some areas, the zoning is unnecessarily prescriptive and in a number of cases repeats

policies located in the council wide section of the development plan. This creates a layer of complexity to the assessment process that does not provide any benefit.

This DPA combines these zones to reduce duplication and significantly reduces the number of policy areas to simplify the zoning structure, reduce unnecessary repetition and to focus on a new future for the central area of Adelaide.

The new Capital City Zone includes three policy areas for areas that have a unique 'sense of place' that require specific policy treatment:

- Central Business Policy Area – largely reflecting the area currently covered by the CBA Zone
- Hindley and Rundle Main Street Policy Area – covering Rundle Street, Rundle Mall and Hindley Street
- Gouger Main Street Policy Area – applying to Gouger Street east of Morphet Street.

Some of the key features of the new zone are:

Key issue	Approach
Envisaged land use list	The former CBA zone land use list has been adopted with some updates to terminology.
Desired character statements	A new desired character statement has been introduced which implements the vision described in section 4.2 of this report.
Building heights	The complex policy framework guiding building heights has been replaced by a Concept Plan Map. The zone includes a general height limit of 53 metres (15 storeys) with variations in areas with a direct interface with low-rise residential development or where a main street character is sought.
Built form (the squares)	Policies that reinforce: <ul style="list-style-type: none"> • strong built form framing the edge providing a sense of enclosure and activation to the public realm • zero setbacks at ground level • no upper level setback • minimising overshadowing of the square.
Built form (city boulevards)	Policies for primary boulevards (40 m roads) that reinforce: <ul style="list-style-type: none"> • a continuous prominent edge • zero setbacks to the street • no upper level setback Policies for secondary boulevards (20-30 metre roads) that are not in the Central Business Policy Area that reinforce: <ul style="list-style-type: none"> • upper level setback above a prescribed height for areas outside of the Central Business Policy Area.
Interface policy	Insert interface provision for development along Angus / Gouger Street – 8 storey development unless overshadowing can be addressed, in which case a maximum of 15 storeys applies.

Building design is recognised as a critical aspect of the cities built form. The development plan already has large number of policy provisions relating to building design and form at

the council wide level. These have been retained, and are considered to sufficiently deal with the issue. The new zone also includes a number of design related provisions that are derived from the former CBA and / or MU zone. Further, the new desired character statement for the proposed zone provides clear direction for the desired city structure and building form as a basis for guiding assessment of development applications.

In relation to side setbacks, the former MU and CBA zones generally did not contain provisions that specified a side setback, instead using a number of design related provisions contained in the general section of the development plan. The design related provisions are considered sufficient to address building design related matters in the context of a capital city area, so no additional policy is proposed in the Capital City Zone.

6.1.1 Central Business Policy Area

Key policy amendments include:

- removal of building height limits, thereby defaulting to Airport height restrictions as the ceiling
- no upper level setback requirement or street wall heights specified
- commercial uses at street level, with residential development above.

Removing height limits in this policy area has the following benefits:

- a more competitive business environment in a capital city context.
- increased development opportunities within the city
- consistency with the 30- Year Plan's goal to revitalise the city
- consistency for height controls within the central core
- opportunities to enhance the public realm and revitalise laneways
- increased residential development to encourage a more vibrant city
- opportunities to expand the main pedestrian and public transport networks.

The policy area retains a small number of pertinent objectives and principles from the former CBA Zone, noting that most now are covered at the zone level (and therefore do not need to be repeated in the policy area).

It is also proposed to extend the Central Business Policy Area around Hindmarsh Square to Frome Road. This responds to the current development and scale of built form around the Hindmarsh Square area (which in a number of instances is well in excess of current zone allowances), and its proximity and connection with the central business district (refer to **Map 2**). A number of sites could be redeveloped for high-rise mixed use development and could contribute to the activation of this square by inclusion in the Central Business Policy Area.

The proposed policy for the Central Business Policy Area, together with relevant provisions in the Capital City Zone, will enable the greatest level of flexibility and opportunity for development to achieve the greatest concentration of activity and intensity commensurate with the role of the core of the city centre.

6.1.2 Hindley and Rundle Policy Area

The Hindley Rundle Policy Area incorporates land adjacent to Rundle Street, Rundle Mall and Hindley Street. The areas are unique within the city centre and contribute to part of its identity. They have a main street identity with a strong 'sense of place' but are situated within denser urban fabric of the Capital City.

The Policy Area builds on the Zone's desired character statement which has specific guidance for Hindley Street, Rundle Mall and Rundle Street. The policy area itself retains current development plan provisions that are relevant and where not covered by the desired character statements. The role of Rundle Mall as the premier shopping district is reinforced.

Three new provisions have been included for Rundle Street to ensure any new development complements the strong existing built form fabric that is consistent along the street's length and that new development preserves and reinforces the desirable built form elements. The street is characterised by a predominance of 2 and 3 storey buildings with parapets, verandahs or awnings. Shop fronts are built to the street buildings and there is a narrow façade with a high degree of shop front articulation. These elements are reinforced in the desired character statement for the policy area. Sunlight access is desirable in this high amenity location and policies have been inserted to ensure allotments on the northern side provide sunlight access.



Rundle Street looking west



Rundle Mall looking west

In Fred Hansen's report "All On Board - Growing Vibrant Communities through Transport" (2011), he noted the importance of activating the upper floors of Rundle Mall, providing work spaces and residences in order to encourage 24-hour activity, making the area safer and more inviting. Policies have been introduced to facilitate achieving these outcomes.

6.1.3 Gouger Street Policy Area

The Gouger Street Policy largely reflects the policy content of the current policy area. The desired character statement has been relocated to the Capital City Zone's, while a number of relevant provisions specific to the location have been retained. The extent of the policy area is reduced so that it no longer covers land west of Morphett Street, noting that the provisions in the Plan essentially relate to the Market vicinity of Gouger Street.

Additional provisions have been included in the policy area that relate to Gouger Street's built form and 'sense of place' and seek to preserve this. The policies require that building facades along the Gouger Street frontage complements the strong existing built form fabric that is consistent along the street's length (policy area PDCs 5 & 6).



Gouger Street – looking east

Implications for DPA policy amendments

Amend the development plan by replacing the current Central Business Area and Mixed Use zones with a new Capital City Zone with four policy areas.

6.2 Main Streets

The city centre contains a number of main street areas, in both North Adelaide and the square mile. Main street areas encourage the development of a destination that attracts people to its variety of land uses, and serve as neighbourhood commercial precincts. Ground floor uses should be non-residential and uses that attract people such as shops, offices and consulting rooms.

A consistent policy approach has been taken to main streets:

- revised desired character statements that are forward looking and set out a future vision for the street
- inclusion of catalyst site provisions to enable greater development capacity on larger sites where there is greater capacity to manage interface issues
- establish maximum building heights as a merit-based policy (rather than non-complying trigger)
- align categories of notification with desired land uses in the zone (i.e. desired land uses should be category 1)
- include interface policies included to manage the impacts of higher rise development on existing low-rise residential development.

6.2.1 Main Street (O'Connell) Zone

The Main Street (O'Connell) Zone seeks to reinforce its role as an attractive linear shopping centre with a distinctive village character. The current built form along O'Connell Street ranges from small-scale single storey buildings to the 9-storey mixed use building on the corner of Brougham Place.

The current zoning envisages a range of land uses that support the intent for mixed use development expected in a main street area—including retail, office, leisure and community activities, as well as medium density residential development.

The main impediments to development along O'Connell Street are:

- Plot ratio: Plot ratio along O'Connell Street is unwarranted. This is reinforced by non-complying provisions for any development greater than the specified maximum plot ratios.
- Height provisions: The maximum height along O'Connell Street is 3 levels (or 9 metres). Similar to plot ratio, development over 3 levels (or 9 metres) is non-complying, restricting opportunity for development.
- Heritage: There are 4 State and 29 Local heritage places on O'Connell Street.

Further, most development in the zone is category 2 (i.e. requiring formal notification of a development application to adjacent land owners).

Accordingly, the current zoning requires adjustment to provide for a new urban form that aligns with the 30-Year Plan. Given the scale of buildings in the locality, and the directions of the Plan, building heights in the order of 6 storeys are envisaged. The current desired character statement for the zone has been enhanced to articulate the future vision for the street.

Implication for DPA Policy Amendments

Amend relevant policy in the Mainstreet (O'Connell) Zone by:

- increasing maximum building height from 3 storeys (9 metres) to 6 storeys (21 metres) for land south of Tynte Street
- inserting catalyst site provisions for sites greater than 1500 square metres
- removing plot ratio merit provisions and removing non-complying provisions relating to plot ratio and height for the area south of Tynte Street
- revising the desired character statement to ensure consistency with the desired future development direction
- amending the categories of public notification in the zone so that envisaged development is identified as category 1.

6.2.2 New Main Street (Adelaide) Zone

A new Main Street (Adelaide) Zone is proposed to be applied to the parts of Sturt Street and Halifax Street that are located between the southern squares.

Sturt and Halifax Street are currently located in two zones, which include a number of impediments to the achievement of the 30-Year Plan:

1. Residential (Whitmore East) Zone:
 - limited support for mixed use development
 - maximum building height of 5 storeys to Sturt Street and 4 storeys behind
 - plot ratio and over-height development as non-complying provisions.

2. The Residential (Whitmore West) Zone has greater impediments to development as it currently promotes smaller-scale development:
 - limited support for mixed use development
 - maximum building height of 3 storeys to Sturt Street and 2 storeys behind
 - plot ratio and over-height development as non-complying provisions

The new zone will link to the City Frame Zone to provide an opportunity for a continuous spine through the southern part of the city and around the southern squares to reinforce that part of the city's grid pattern. This is reflected in the proposed zone's desired character statement. The new zone is an important feature in the city's structure and will contribute towards the activation of the southern part of the city centre.

The proposed zone, allows for up to six storey development as well as an activated street frontage and quality public realm.

The Main Street (Adelaide) Zone is based on the Urban Corridor Zone and its Main Street Policy Area and so reflects its land use, built form, design and appearance, land division, and categories of public notification provisions. Existing general provisions in the development plan will apply, including in relation to building design and form, open space etc.

Catalyst site provisions that enable more intense integrated development on larger sites (greater than 1500 square metres), which will assist in activating the main street area, are also proposed to included in the zone. This will enable development over height and at a higher intensity of activity provided it is complementary with the amenity of the main street area.

Implication for DPA Policy Amendments

Introducing a new Main Street Zone for Sturt Street and Halifax Street, replacing the current Residential Zones (to the extent shown on **map 7**) that allows mixed use medium to high density development up to 6 storeys (21 metres) in heights

6.3 New City Frame Zone

A new City Frame Zone has been applied to South Terrace (west of Pulteney Street), Whitmore and Hurtle squares.

South Terrace

South Terrace accommodates a mix of land uses ranging from detached dwellings to multi-storey office buildings and provides the opportunity to establish a boulevard feel and significant ground level activation due to the low traffic volumes and view to the Park Lands.

Policy impediments to its development include:

- Complexity of zoning: Seven different zones/policy areas apply along South Terrace.
- Plot ratio: Plot ratio along this terrace is unwarranted. In some areas the height permitted is not supported by the plot ratio provisions, leading to significant policy conflict.

- Height provisions: Minimum and maximum heights requirements along South Terrace vary. The most rigid impediment to development is the non-complying criterion for development that exceeds maximum building heights.
- Land use mix: Consulting rooms, offices and shops are non-complying in residential zones. To date this has restricted opportunity for mixed use development and has placed some limitations on redevelopment of various sites.
- Airspace building heights – OLS height provisions apply to the western section of South Terrace. There is some shielding provided by the Rydges Hotel on the corner of South Terrace and West Terrace.

Most forms of development are listed as category 2 development, which requires notification of adjoining land owners. This policy should be reviewed to ensure land uses that are envisaged by the zone are category 1.

Whitmore and Hurtle Squares

The eastern and western sections of Hurtle Square are entirely residential with no integration of non-residential uses. The northern and southern sections of Hurtle Square and both sides of Pulteney Street south of the square are a mix of residential and commercial land uses. The north-eastern corner of the square has a 5-storey residential development. Whitmore Square incorporates a mix of land uses with a predominantly single to two storey built form.

Policy impediments to its development include:

- Plot ratio and dwelling unit factor as non-complying provisions.
- Height provisions: maximum building height of 12 metres.
- Land use mix: Consulting rooms, offices and shops are non-complying in residential zones. To date this has restricted opportunity for mixed use development and has placed some limitations on redevelopment of various sites.

Most forms of development are listed as category 2 development, which requires notification of adjoining land owners. This policy should be reviewed to ensure land uses that are envisaged by the zone are category 1.

The City Frame Zone removes these impediments and includes guideline building heights of eight storeys for buildings adjacent to Whitmore and Hurtle squares and ten storeys along South Terrace. This will complement the city structure for the southern part of Adelaide and provide and provide a frame for the Park Lands consistent with The 30-Year Plan's directions. It also seeks an activated street frontage and public realm to capitalise on its proximity to the Park Lands.

This zone replaces the current Residential (Whitmore Square) and Residential (Hurtle Square), Residential (Trades Hall), Residential (Central South Terrace) zones. The current boundary of each residential zone will be maintained by the new City Frame Zone.

This zone is based on the Urban Corridor Zone of the South Australian Planning Policy Library and so reflects its land use, built form, design and appearance, land division, and categories of public notification provisions. Existing general provisions in the Development Plan will apply, including in relation to building design and form, open space etc.

Catalyst site provisions have been inserted into this zone.

Implication for DPA Policy Amendments

Insert a new City Frame Zone for Whitmore and Hurtle squares and South Terrace (framing and west of Pulteney Street).

6.4 Institution zones

Policy applying to the Institutional Zones on the northern side of North Terrace will remain unchanged other than to remove building height controls from non complying principles in the Institutional (Riverbank) and Institutional (University/Hospital) zones.

7. SUMMARY OF RECOMMENDED POLICY CHANGES

The DPA proposes the following changes:

Capital City Zone

- enhance the existing provisions guiding assessment of buildings taller than the guideline height to maximise the potential of sites at key gateways and other sites
- remove minimum carparking standards for dwellings in order to encourage a reduction in car-dependency
- remove setback angle requirements from streets in the area covered by the former Central Business Zone and Mixed Use Zone and instead allow outcome-oriented design-based principles to guide building form
- expand the boundary of the former Mixed Use Zone to encourage development of underutilised sites between Wright Street and Gilbert Street (west of King William Street)
- expand the eastern boundary of the former Central Business Area Zone to encourage development of underutilised sites in the northeast of the city
- building heights in the new Central Business Policy Area to be governed by design principles and airport operational requirements with no guideline building heights specified
- Inclusion of main street policy areas for Rundle Mall and Rundle, Hindley and Gouger streets

Main streets, terraces and squares

- introduce new provisions for 'catalyst sites' for main streets and terraces that allow a greater range of land uses and more intense development on large and well-located sites capable of accommodating development.
- remove minimum carparking standards for dwellings in all main street zones (other than Melbourne and O'Connell Streets) in order to encourage a reduction in car-dependency
- create a new main street zone along Sturt Street and Halifax Street (between Hurtle and Whitmore Square) to encourage the revitalisation of the precinct
- new city frame zone for South Terrace, Hurtle and Whitmore Squares to promote more intensive development to maximise the benefits of the Park Lands and the squares

General policy changes

- introduce policies encouraging flexibility in apartment sizes, storage and open space provision for student accommodation

- revise heritage retention depth requirements and provide a more responsive performance-based approach to address heritage compatibility
- insert additional policies encouraging innovative design approaches to new buildings adjacent to local heritage sites, encouraging compatibility by design
- reduce minimum apartment sizes to reflect accepted guidelines and delete borrowed light provisions to ensure apartments provide daylight access
- insert affordable housing overlay, requiring 15 per cent of housing to be affordable for developments of more than 20 dwellings

Institutional zones

- remove heights as non-complying triggers in the Institutional (University/Hospital) Zone and Institutional (Riverbank) Zone to unlock development potential in these strategic locations.

8. STATEMENT OF STATUTORY COMPLIANCE

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

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

Further, 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*.

8.1 Accords with the Planning Strategy

Relevant strategies from the Planning Strategy are summarised in section 3.2 of this document. It is the intent of the DPA to support the achievement of the Planning Strategy policies.

8.2 Accords with other parts of the Development Plan

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

8.3 Complements the policies in the Development Plans for adjoining areas

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

8.4 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.

REFERENCES/BIBLIOGRAPHY

Fred Hansen's report "All On Board - Growing Vibrant Communities through Transport" (2011)

Gehl Architect in their report 'Public Spaces and Public Life: City of Adelaide: 2002'

Adelaide (City) Development Plan

NSW SEPP 65 *Residential Flat Design Code*

APPENDICES

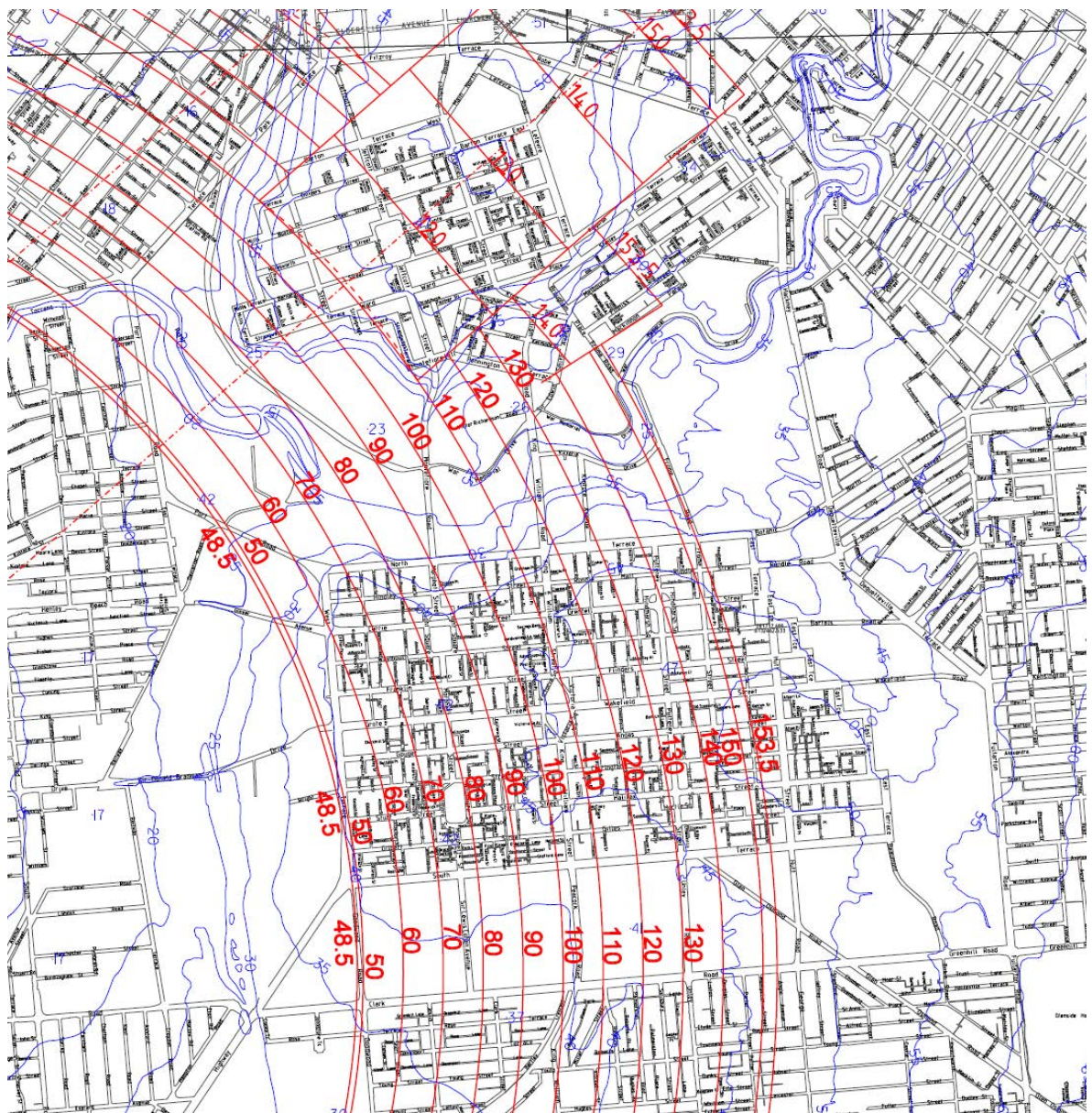
Appendix 1

Adelaide Airport Flightpath

City building heights are affected by restrictions imposed for aircraft safety. Part 12 of the *Airports Act 1996* and the **Airports (Protection of Airspace) Regulations 1996** establish a framework for the protection of airspace at and around airports.

The *Airports Act 1996* defines any activity resulting in an intrusion into an airport's protected airspace to be a "controlled activity", and requires that controlled activities cannot be carried out without approval. Protected airspace is identified through the Obstacle Limitation Surface (OLS), and is relative to ground level at the Adelaide Airport. **Map 1** below relates to the OLS. Consequently the Commonwealth Airport Safety Authority (CASA) has power of direction over development proposals that penetrate the OLS.

Map 1 – Adelaide Airport OLS



CASA has taken a flexible approach to building heights within the city, although there is some uncertainty around the acceptable height, particularly in the western section of the city where the OLS is at a height of around 32 metres Australian Height Datum (AHD).

Where a new obstacle or development located in the vicinity of an existing obstacle or tall building has been assessed as not being a hazard to aircraft, the development is deemed to be shielded. A shielded new building should not present a hazard or impose any additional restrictions to aircraft operations.

Within the CBD a new development is deemed to be shielded if it does not penetrate a 10 degree downward sloping conical-shaped surface from the top of an existing building. The tallest is the Westpac building located at 91 King William Street, which is generally used to provide shielding to new buildings where possible. **Map 2** below illustrates the maximum building heights that potentially could occur without exceeding the shielding provided by the Westpac building.

Map 2 – Indicative Airport Shielding Heights

Airport Shielding Heights

