



Town Planning
Development Advice
Strategic Management

27 February 2020

Mr Michael Lennon
Chairperson
State Planning Commission
GPO Box 1815
ADELAIDE SA 5001

DPTI.PlanningReformSubmissions@sa.gov.au

Dear Mr Lennon,

**Draft Planning & Design Code – Phase Three (Urban Areas)
Institutional (St Andrew's) Zone v. Community Facilities Zone**

I make the following submission on behalf of the following entities in relation to policies contained within the draft Planning & Design Code as such relates to land along South Terrace between Hutt Street and St John Street, Adelaide.

- St Andrew's Hospital Inc.
- Hexagoni Pty Ltd (premises of South Terrace Urology)
- Heptagoni Pty Ltd (premises of Genesis Care, Doctors Health)
- 337 Park View Medical Trust Pty Ltd

Each of these entities has an interest in property on South Terrace in this location and are concerned with the proposed change to planning policy such that may unreasonably frustrate the future development of their land holdings.

More specifically, we are concerned that the proposed policy changes:

- do not clearly acknowledge and/or provide for St Andrew's Hospital as a strategically important land use in this locality and the City more generally;
- do not specifically envisage or provide for hospital and health centre development which is the predominant use in this locality;
- will remove the catalyst site provisions for higher scale development on larger sites which we say diminishes the current potential;
- will introduce more specific and potentially onerous interface development provisions and is considered to be a regressive change;
- will apply a substantively greater requirement for on site car parking than that which is currently the case under the Development Plan;
- will remove the current exemption from notification for development under 15 metres in height which will disadvantage 'compliant' proposals.

I provide the following comparative analysis for your consideration.

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Adelaide (City) Development Plan – Current

- Institutional (St Andrew's) Zone
- Objective for the Zone specifically anticipates and provides for hospital, clinical and health training, and allied research and educational facilities, along with independent medical and allied health facilities, reflective and reinforcing of the land uses which currently predominate this locality.
- This is reinforced by a Desired Character statement that reinforces this call for medical related activity, including and most notably St Andrew's Hospital. Provision is also made for residential development and small scale shops and cafes as part of mixed use developments.
- The Desired Character statement anticipates buildings of a medium scale (up to 15 metres – PDC 8) with the ability for larger scale development on land associated with St Andrew's Hospital and catalyst sites (exceeding 1500 m²). This incentivizes aggregation and promotes efficiencies and economies of scale.
- PDC 4 seeks design measures that provide a transition between the higher intensity development in this Zone and the lower intensity development in the City Living Zone or Adelaide Historic (Conservation) Zone without being prescriptive and therefore providing design flexibility.
- Car parking for non-residential uses is sought at a minimum of 3 spaces per 100 square metres of gross leasable floor area with the ability to argue a lesser provision having regard to proximity to public transport, mixed use and varied peak demands, heritage constraints and on street parking, etc.
- For development over 15 metres, applications are subject to Category 2 notification procedures (ability to make representation, but no appeal right) – envisaged uses within buildings of a lesser height are Category 1 (no notification, no appeal right).

Draft Planning & Design Code – Proposed

- Community Facilities Zone (no apparent change to the zone boundary).
- The Community Facilities Zone provides for a range of minor development (such as internal works, photovoltaic panels, shade sails, swimming pools and water tanks) as '*accepted development*'. This change is of little if any real benefit or consequence in this context.
- All development (other than accepted) is to be '*performance assessed*' having regard to the Assessment Provisions outlined for the Community Facilities Zone and the various Overlays and General Development Policies. No '*restricted development*' is listed.
- The Desired Outcome for the Community Facilities Zone seeks the '*provision of a range of public and private community, educational, recreational and health care facilities*'. There is no additional policy narrative or context expressed. This is most disappointing and detracts from policy intent.

- Whereas under the current Development Plan, a *health centre* and/or a *hospital* are identified as envisaged forms of development within the Institutional (St Andrew's) Zone such is not the case under the proposed Community Facilities Zone (DTS/DPF 1.1).
- There is no specific mention or acknowledgement of St Andrew's Hospital. Whatsoever, whereas the current Institutional (St Andrew's) Zone provides specific guidance and dispensation for development on land associated with St Andrew's Hospital given its large site and preeminent land use.
- The proposed policies are very much generic in nature applicable to like circumstances across the metropolitan area, with no specific reference or acknowledgement of local circumstance including St Andrew's Hospital (the dominant use in the locality).
- While a building height limit of 15 metres is carried forward, there are no catalyst site provisions that consciously provide for buildings of greater scale on larger sites (greater than 1500 m²) or on land associated with St Andrew's Hospital as is currently the case for the Institutional (St Andrew's) Zone.
- This will have the effect of not encouraging aggregation and site amalgamation which provides proportionally greater efficiencies in the provision of on site car parking and other facilities together with set backs to low scale residential development which still allowing the achievement of viable floor space.
- There are a number of policies that may potentially fetter or diminish development potential within this Zone, with a much stronger policy emphasis towards the interface and relationship with adjacent low scale residential development, than envisaged forms of development.
- The introduction of a 45 degree plane development envelope for development proposed on land to the south of the Community Facilities Zone boundary (DTS/DPF 3.1) will have a profound impact on development yield given the relatively shallow depth of this Zone.
- If such an interface policy is to be introduced, then we say that this ought to be balanced by the provision for additional building height on that portion of sites closer to South Terrace or where separated from existing low scale residential development by a public road.
- The Community Facilities Zone in this location is relatively small and is to accommodate strategically important land uses for the ultimate benefit of the community, and that suitable capacity should be provided for additional development to meet current and future needs;
- Failure to provide sufficient capacity and opportunity for development within the Community Facilities Zone significantly prejudices current and future health care providers in this location an the ability to provide facilities according to need, mindful of the competitive environment within which these uses operate.

- Whereas presently car parking rates are expressed as 3 spaces per 100 square metres of gross leasable area, the draft Planning & Design Code seeks provision at a substantively greater rate of 4 spaces per 100 square metres for consulting rooms and 5 spaces per bed;
- Such a requirement not only places an impost on new development within this location which is relatively well served by public transport and on street parking resources, and would work against Council's 'smart moment strategy' which is focused on reducing reliance on passenger vehicles.
- The Community Facilities Zone should be identified as a '*Designated Area*' such that Table 2 applies which is equivalent to the current rate of 3 spaces per 100 square metres, and preferably, assessed on an 'as needs basis' with no minimum and no maximum, as per that for the City Main Street zone.
- The current exemption from public notification for development less than 15 metres in height is to be removed, with all development adjacent to land in a different zone now to be subject to notification procedures, albeit with no appeal rights for third parties.

We ask that the proposed policies be amended to address the concerns held.

I would be happy to meet with officers from the Department of Planning to discuss.

Yours faithfully

PHILLIP BRUNNING & ASSOCIATES PTY LTD



PHILLIP BRUNNING RPIA
Registered Planner