



Burnside (City) Development Plan

**Glenside Campus Development Plan
Amendment**

By the Minister

For Approval

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


Signature

Date of Gazette

- 6 AUG 2009

Approval DPA

Background

The Glenside Campus Development Plan Amendment (DPA) by the Minister amends the Burnside (City) Development Plan.

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

- An Initiation Document agreed to on 24 June 2008
- A DPA released for public consultation from 13 November 2008 to 16 January 2009
- A Public Meeting conducted by the Development Policy Advisory Committee (DPAC) Public Meeting Subcommittee on 4 February 2009.

Consultation

A total of thirty seven (37) public submissions and three (3) council submissions were received in relation to the DPA during the consultation period.

Eighteen (18) people gave a verbal representation at the Public Meeting, which was attended by an estimated 150 people.

Approval Stage

Based on a review of all submissions and the recommendations of DPAC, alterations were made to the Amendment to:

- reinforce the use of open space being provided on the campus for a range of active and passive recreational activities
- realign the office area adjacent to Fullarton Road along an east-west axis to create a larger, more consolidated area of open space along Fullarton Road to support a more diverse range of recreational activities and enable views of the significant heritage buildings in the central area of the campus
- reinforce the purpose of the mixed use area to accommodate a range of land uses including offices, consulting rooms, shopping and housing etc
- make provision for open spaces in the form of courtyards, gardens and terraces in the hospital area for the enjoyment of hospital clients and visitors, which link with open space provided elsewhere on the campus
- reduce the building height in the office area from an upper limit of six storeys to an upper limit of five storeys, and increase the upper building height in the arts area to six storeys from five storeys, commensurate with the roof ridge height of the Administration building, to enable its intended use as a Film and Screen Centre
- increase the minimum setback for two storey components of buildings when located near the private open space of a dwelling abutting the campus
- ensure all development creates visual interest through building articulation and use of materials
- encourage development in the mixed use area to be striking in appearance as a key landmark along Fullarton Road.



Development Act 1993

Burnside (City) Development Plan

Glenside Campus Development Plan Amendment

By the Minister

**EXECUTIVE SUMMARY AND ANALYSIS
RELEASED FOR CONSULTATION FROM
13 NOVEMBER 2008 TO 16 JANUARY 2009**

**(Note: The Executive Summary and Analysis is the
same as the version released for consultation.)**

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REFERENCES/BIBLIOGRAPHY

THE AMENDMENT

EXECUTIVE SUMMARY

INTRODUCTION

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

This Development Plan Amendment (DPA) has been prepared by the Minister for Urban Development and Planning in accordance with sections 24(1)(g) and 26 of the Development Act. Section 24(1)(g) allows the Minister to prepare an amendment where he/ she considers that an amendment to the Development Plan is appropriate due to a matter which he/ she considers to be of significant social, economic or environmental importance.

In this case, the Minister is undertaking the amendment to guide the redevelopment of the Glenside Campus, to improve mental health and substance abuse facilities, and to better integrate these new facilities with surrounding development.

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

A DPA consists of:

- Executive Summary (this section)
- Analysis
- The Amendment.

NEED FOR THE AMENDMENT

The State Government is revitalising health care in South Australia, including mental health and substance abuse services.

The reform process recognises the continuing role of the Glenside Campus as a centre for specialist mental health and drug and alcohol services. However, many of the buildings on the campus are considered to be well past their use-by date with respect to the delivery of modern health care. In addition, changes to the way these services are delivered, including new mental health facilities in the state's main hospitals; community recovery centres; supported accommodation; and modern drug treatments; are affecting the use of the campus to the point where some of its areas are now regarded as under-used and surplus to requirements.

It is therefore proposed to redevelop the campus with a new hospital and purpose built specialist services for mental health and substance abuse that are better integrated with, and part of, the wider community.

The Glenside Campus is currently zoned 'Mixed Use (Glenside)' within the Burnside (City) Development Plan, and specifically falls within Policy Areas 1 and 2 of that zone. However, the current development policy framework and expected distribution of land uses in the affected area no longer provide an appropriate

framework for the proposed redevelopment of the hospital facilities and the opportunity to make better use of land surplus to the hospital's needs.

This DPA is therefore proposing to amend the relevant planning policies to guide a comprehensive redevelopment of the Glenside Campus. These changes are intended to enable new, purpose-built, adaptable, state-of-the-art and integrated health facilities complemented by, and integrated with, a mix of land uses and areas of open space.

PROPOSED POLICY CHANGES

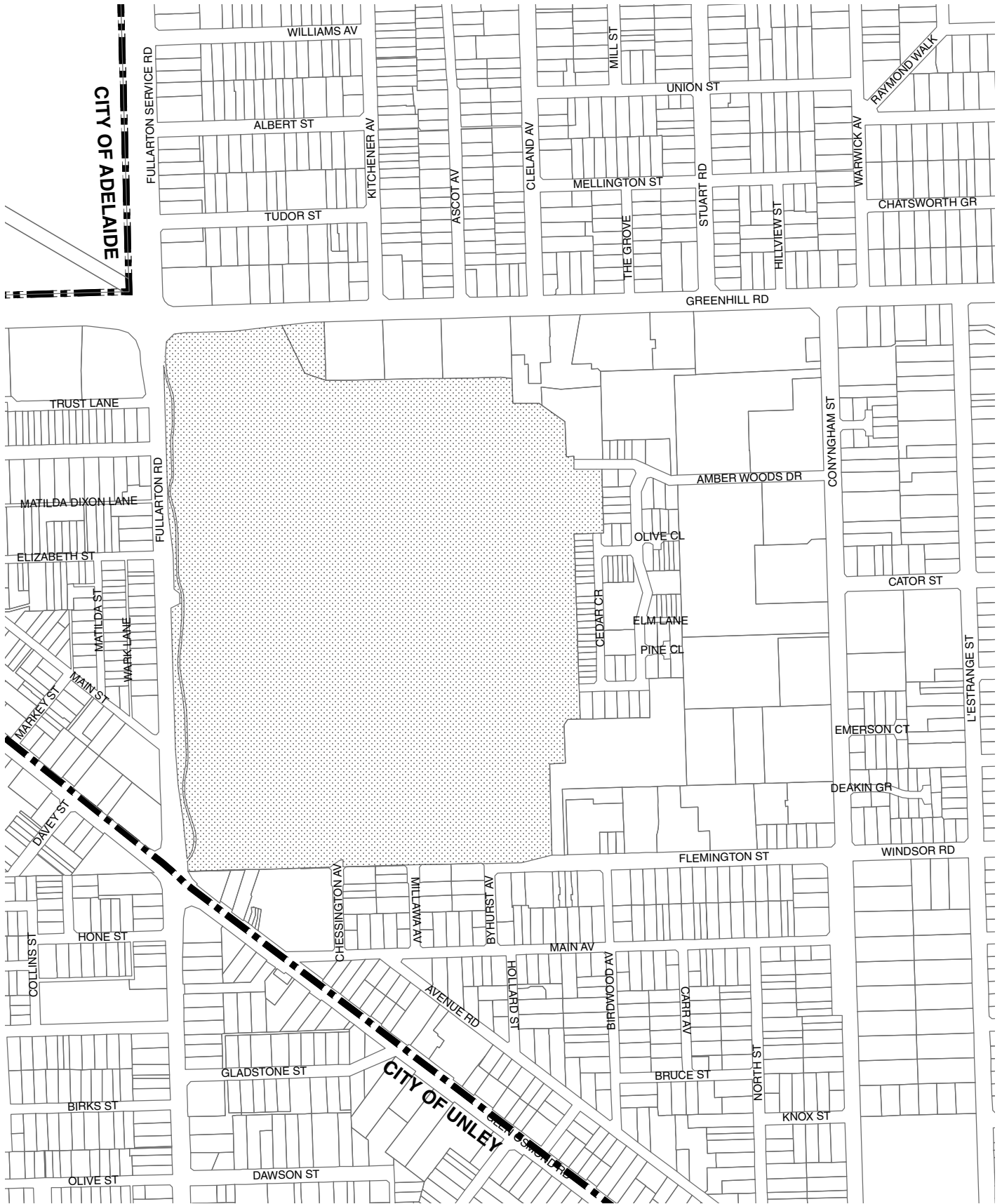
The changes proposed in this DPA relate entirely to the Mixed Use (Glenside) Zone in the Burnside (City) Development Plan. The main changes proposed include:

- amending the Non-complying development and Public Notification lists of the Mixed Use (Glenside) Zone to reflect proposed changes in land use for the Glenside Campus
- combining Policy Area 1 and most of Policy Area 2 in the Mixed Use (Glenside) Zone to create a new Policy Area 1 for the whole of the Glenside Campus
- introducing new Objectives and Principles of Development Control for the new Policy Area 1 to provide guidance for an extended range of land uses within designated areas including:
 - open space / stormwater management
 - hospital facilities
 - activities associated with the arts (incorporating heritage buildings located centrally on the campus)
 - offices adjacent to Fullarton Road
 - retail uses adjacent to the neighbourhood shopping centre south of the affected area, including opportunities for shop-top housing
 - residential development including housing at higher densities, affordable housing and supported accommodation
- introducing a new Concept Plan (Fig MU(G)/2) that identifies primary land use areas and anticipated access arrangements for the new Policy Area 1
- amending policy relating to the remaining portion of Policy Area 2 (adjacent to Flemington Street) to remove obsolete policy
- amending existing Figure MU(G)/1 to change the layout of Policy Areas within the Mixed Use (Glenside) Zone
- amending existing Council-wide overlays to reflect these changes.

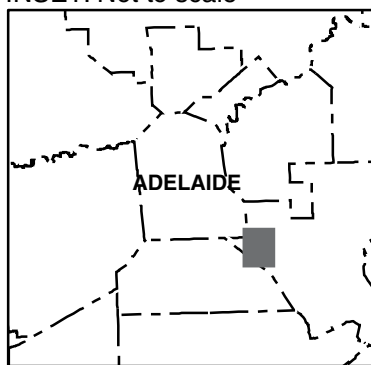
The DPA does not affect either Policy Area 3 (Office and Technology) or Policy Area 4 (Education) of the Mixed Use (Glenside) Zone.

AREA AFFECTED

The area affected by this DPA is shown in Figure 1 and comprises the whole of Policy Area 1 and part of Policy Area 2 of the Mixed Use (Glenside) Zone in the Burnside (City) Development Plan.



INSET: Not to scale



- Affected Area Boundary
- Development Plan Boundary

AREA AFFECTED FIGURE 1

LEGAL REQUIREMENTS

Prior to the preparation of this DPA, the Minister received advice from persons holding prescribed qualifications pursuant to section 101 of the *Development Act 1993*.

The DPA has assessed the extent to which the proposed amendment:

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

CONSULTATION

This document is now released for concurrent council, agency and public consultation.

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

- City of Burnside
- Office for Recreation and Sport
- Department for Transport, Energy and Infrastructure (Public Transport Division, Office of Major Projects and Infrastructure, Transport Planning Division)
- Department of the Premier and Cabinet
- South Australia Police
- SA State Emergency Service
- South Australian Metropolitan Fire Services
- Department of Treasury and Finance
- Department of Trade and Economic Development
- South Australian Tourism Commission
- Department for Environment and Heritage
- Environmental Protection Authority
- Department of Water, Land and Biodiversity Conservation
- Department of Education and Children's Services
- Department for Families and Communities (Housing SA, Office for Community Housing, SA Affordable Housing Trust)
- Department of Health
- Land Management Corporation
- ETSA Utilities
- Origin Energy
- SA Water
- Department of Further Education, Employment, Science and Technology
- Local Government Association
- City of Unley
- Adelaide City Council
- Conservation Council of South Australia
- Member for Bragg
- Member for Unley
- Member for Adelaide

All written and verbal agency and public submissions made during the consultation phase will be recorded and considered by the Development Policy Advisory Committee (DPAC), 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. (See also 'Have your say' information box at the front of this DPA.)

THE FINAL STAGE

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

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

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

ANALYSIS

1 BACKGROUND

South Australia's mental health system is undergoing major reforms including:

- *locating new services closer to home*—60 places in three new community recovery centres in metropolitan Adelaide, 73 more places in supported accommodation places and 90 new intermediate care places
- *investing in extra community investment and support*—Six new community central health centres and \$36.8 million over four years for non-government community services to provide direct support for people in the community
- *providing better access to adult acute and secure beds in hospitals*—New facilities in hospitals, including the recently opened Margaret Tobin Centre at Flinders Medical Centre, a new building at the Repatriation General Hospital and new facilities under construction at Lyell McEwin Hospital.

In line with these new facilities, the State Government has committed to rejuvenating the Glenside Campus with a modern, world class, health facility and new specialist health services for the treatment of mental illness and substance abuse.

However, a number of the buildings on the Glenside Campus date back to the late 1800s, with its most recent buildings being constructed in the 1960s and 1970s. Many are no longer 'fit for purpose' and are unable to accommodate 21st century health care practices and service delivery models. Some buildings on the campus still contain cells—a treatment practice of the past.

It is the State Government's intention that the Glenside Campus be redeveloped to become a state-wide centre for mental health services and a centre of excellence in the prevention of, intervention in, and treatment of, alcohol, tobacco and other drug misuse. In meeting this objective, it is important that the health facilities be integrated into the community and that the Glenside Campus incorporates facilities that the wider community can use. This will help to destigmatise the site and divest it of its institutional past.

The Department of Health prepared a Master Plan for the Glenside Campus to assist in mapping out issues associated with any campus rejuvenation.

The DPA process provides a basis to examine whether the land use policy framework contained in the Burnside (City) Development Plan for the Glenside Campus is appropriate to guide the redevelopment of the site—cognisant of the new strategic opportunities identified by the State Government—and to identify any amendments to the Development Plan that might be necessary.

2 THE STRATEGIC CONTEXT AND POLICY DIRECTIONS

2.1 South Australia's Strategic Plan

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

Amending Development Plan policy so that it guides the redevelopment of the Glenside Campus will assist in achieving a number of the South Australia's Strategic Plan's objectives and targets. As the proposed changes would provide for an expanded range of land uses (arising from the redevelopment of the mental health facilities) to include housing and commercial activities, there is potential for the site to deliver against a broad range of targets, including:

Objective 1: Growing Prosperity

T1.2 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.*

T1.11 Unemployment: *Maintain equal or lower than the Australian average through to 2014.*

T1.12 Employment participation: *Increase the employment to population ratio, standardised for age differences, to the Australian average.*

The DPA has the potential to contribute to these economic and employment targets by:

- supporting the redevelopment of the Glenside Campus as a centre for specialist state-wide treatment services, including its role as a base for research into the diagnosis and treatment of mental illness and drug and alcohol addictions
- expanding the range of land uses able to be accommodated on the campus thereby providing opportunities for accessible and centrally located business activity.

T1.22 Total population: *increase South Australia's population to 2 million by 2050, with an interim target of 1.64 million by 2014.*

The redevelopment of the campus is expected to result in additional land being set aside for residential use, which can be used to accommodate population growth and respond to changing demographic and household characteristics. Land set aside for residential development under the existing Development Plan is estimated at less than seven hectares. It is proposed that this will increase to over nine hectares as a result of the proposed redevelopment.

The DPA also provides an opportunity to accommodate a wide variety of housing forms, including medium to high density housing, thereby further supporting population targets.

Objective 2: Improving wellbeing

T2.7 Psychological wellbeing: *equal or lower than the Australian average for psychological distress by 2014.*

The primary goal of the Glenside Campus redevelopment is to improve services and facilities for people with a mental illness or a substance abuse problem. The proposed new specialist mental health services would provide for all South Australians, including people from rural and remote areas, Aboriginal and Torres Strait Islander people, and mothers with post natal depression. Service provision would focus on early intervention, prevention and health promotion and would implement the health care reforms that are committed to integrated service delivery.

The State Government is also committed to integrated health service delivery. This approach is underpinned by the belief that health care should not be isolated from the rest of the community and that better and more sustainable outcomes can be achieved where health services are considered in a more holistic way.

Objective 4: Fostering creativity and innovation

T4.1 Creative industries: increase the number of South Australians undertaking work in the creative industries by 20% by 2014.

T4.2 Film industry: double the number of feature films produced in South Australia by 2014.

T4.3 Cultural engagement – institutions: increase the number of attendances at South Australia's cultural institutions by 20% by 2014.

The proposed redevelopment would also offer an exciting opportunity for the iconic heritage buildings on the site to be used to provide a cultural hub. This focus on culture and creativity would also assist in reducing the stigma and negative stereotypes that have been associated with the Glenside Campus. In this regard, the State Government has announced its intentions to establish the Adelaide Film and Screen Hub at Glenside—making it the new home of the South Australian Film Corporation. These new state-of-the-art facilities would support and strengthen South Australia's feature film industry and related production and audiovisual capabilities.

Objective 6: Expanding opportunity

T6.7 Affordable housing: increase affordable home purchase and rental opportunities by 5 percentage points by 2014.

T6.8 Housing stress: halve the number of South Australians experiencing housing stress by 2014.

The site has the potential to accommodate a range of housing types suited to people at different ages and stages of life. The redevelopment proposes mixed housing—including affordable housing and supported accommodation located close to shops, services and transport—which aligns with the South Australia's Strategic Plan's principles of maximising opportunities for near city development.

Attaining sustainability

T3.6 Use of public transport: Increase the use of public transport to 10% of metropolitan weekday passenger vehicle kilometres travelled by 2018.

T3.7 Ecological footprint: Reduce South Australia's ecological footprint by 30% by 2050.

T3.9 Sustainable water supply: South Australia's water resources are managed within sustainable limits by 2018.

T3.13 Energy efficiency – government buildings: Improve the energy efficiency of government buildings by 25% from 2000-01 levels by 2014.

The redevelopment of the Glenside Campus is an opportunity to establish a showcase in sustainable urban development in South Australia. The proposal includes expanded areas of open space on the Glenside Campus that could be used for a variety of purposes, including opportunities for wetlands and further native tree plantings. This would provide scope to improve stormwater management for many—well beyond the immediate area—and create a pleasant environment for therapeutic use, relaxation and recreation. The wetlands and tree plantings would provide further habitat for native fauna.

The proposed demolition of ageing, non-heritage buildings would enable new buildings to be constructed to contemporary standards, optimising energy and water conservation techniques, while heritage listed buildings would be adaptively reused and retrofitted to improve energy consumption.

The close proximity of the site to existing facilities in and around the CBD and public transport also means that energy consumption associated with transportation could be reduced.

2.2 The Planning Strategy

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

The Planning Strategy currently comprises five volumes:

- The *Planning Strategy for Metropolitan Adelaide* (December 2007)
- The *Planning Strategy for the Outer Metropolitan Adelaide Region* (December 2007)
- The *Planning Strategy for Regional SA* (January 2003, as amended at December 2007)
- The *Yorke Peninsula Regional Land Use Framework* (December 2007)
- The *Greater Mount Gambier Master Plan* (February 2008)

The *Planning Strategy for Metropolitan Adelaide*, which is relevant to the Glenside Campus, recognises the importance of providing access to a range of health and community services and facilities and creating a healthy living environment. In particular, the Strategy seeks to match the location and delivery of health and community services and facilities with the needs of the community. This is achieved by the inclusion of policies that promote the location of health services adjacent to activity centres and the co-location of health and community facilities close to public transport.

The following is a selection of policies and text from the Planning Strategy that are considered to be relevant to the proposed Glenside Campus redevelopment and to which the range of land uses being contemplated as part of that redevelopment respond.

METROPOLITAN WIDE POLICIES

Water Resources

1. *Ensure the most efficient use of water based on the principles of avoidance, reduction, re-use, recycle and appropriate disposal, to reduce Adelaide's dependence on water sourced from the Mount Lofty Ranges catchment and the River Murray.*
 - (a) *Design development at a suburb scale that incorporates:*
 - *the efficient and integrated on-site disposal, and/or storage, treatment and use of rainwater and stormwater in accordance with Water Allocation Plans and subject to preventing salinisation.*
 - (b) *Incorporate wetlands and/or other forms of treatment and storage of stormwater into development, to facilitate aquifer storage recovery (ASR), where achievable and in areas where re-use opportunities are available.*
2. *Promote water sensitive urban design (WSUD) in Development Plans, the Building Code of Australia and development proposals to achieve multiple catchment water management objectives such as reducing runoff and flooding; protecting waterways and their biotic communities; conserving and harvesting water; and enhancing the amenity of urban environments.*
 - (c) *Discharge controls at the allotment, neighbourhood or catchment level such as retention/detention/infiltration measures, constructed wetlands and gross pollutant traps.*
 - (d) *Natural systems planning such as retaining natural drainage for trunk drainage and designing housing, roads and open space around watercourses and natural contours.*
3. *Integrate the management, protection and use of water resources, into broader land use planning and management.*
 - (d) *Design and manage development to:*
 - *protect land from soil erosion, salinisation and contamination*
 - *protect watercourses, wetlands, floodplains and water supply catchments from poor land use and management practices*
 - *protect underground water resources from overuse and pollution*
 - *protect stormwater from pollution*
 - *allow the active recharge of underground water, for example, ASR, with harvested stormwater of a suitable quality*
 - (e) *Design stormwater management systems to incorporate flood mitigation, improve water quality and where possible support biodiversity.*
 - (f) *Reduce the flood management and related risk implications identified by floodplain mapping information and adopted stormwater management plans using targeted planning policy where needed.*
 - (g) *Ensure the maintenance and (if the opportunity arises) rehabilitation of hydrological processes and protection of water-dependent ecosystems, such as wetlands, streams and estuaries.*
 - (h) *Protect and (if the opportunity arises) restore remnant biota at development sites by establishing riparian buffers, and managing stormwater entry into waterways to minimise contaminant entry, bank erosion and alteration of the natural flow regime.*

The campus redevelopment would be expected to provide for improved stormwater management practices within the Keswick and Brown Hill creeks system. Existing requirements within the Burnside (City) Development Plan and those proposed as part of this DPA will ensure the proposed redevelopment of the site supports continued improvements to stormwater quality, reduces flooding risk and promotes the reuse of water resources.

Biodiversity

1. *Integrate the protection of biodiversity and ecosystem processes into urban development and planning policies and processes.*
 - (a) *Identify areas of biological significance (including natural wetlands, wildlife habitats, heritage agreement areas, terrestrial and water dependent ecosystems, wetlands and*

floodplains) and amend Development Plans to protect them from incompatible uses, fragmentation and degradation.

3. *Increase the viability of areas of biological significance by identifying and protecting them and creating linkages between them.*
 - (c) *Protect and manage land adjacent to watercourses by developing appropriate management plans in conjunction with the Adelaide and Mount Lofty Ranges Regional Natural Resources Management Plan and Adelaide and Mount Lofty Ranges Natural Resource Management Board.*
 - (d) *Use the open space framework to link areas of open space and habitat, such as wetlands and other areas of remnant native vegetation and private areas of native vegetation, including links to the outer metropolitan Adelaide region.*
 - (e) *Promote the use of locally indigenous species in landscaping to create buffers and linkages; to minimise water consumption; and to reduce the potential for the spread of proclaimed pest plants or other non-indigenous plants.*

No plant species of significance have been identified on the Glenside Campus. The site does contain a variety of tree species and other plantings. In this regard, the Burnside (City) Development Plan provides a basis for the assessment and retention of significant trees, which will remain unaltered by this DPA. The DPA also encourages the retention of established vegetation through designated open space areas and in landscaping, and supports the intent of Burnside's Development Plan in using indigenous native vegetation to provide habitat for local fauna.

Open Space, Recreation and Sport

4. *Plan and provide a network of accessible, well-located and designed state, regional and local-level recreation and sport facilities, including facilities for informal recreation.*
 - (a) *Design multifunctional recreation and sporting facilities.*
 - (c) *Design and locate recreational activities to minimise adverse impacts on fauna, flora or other features of the natural environment, while protecting areas of high natural or biodiversity value.*
 - (d) *Provide a sustainable and diverse network of quality trails that enhance lifestyle, public health and environment opportunities for residents and visitors.*
 - (e) *Provide a range of sporting and recreational opportunities for all ages that minimise negative impacts on the environment and local community and promote safe physical activity.*

The DPA designates part of the campus to be used as open space purposes and includes requirements to guide its future development. These provisions supplement existing policy that recognises the need to establish a network of open space that offers diverse recreational and social benefits, and meets expected user demand.

Land Use and Transport Integration

2. *Facilitate transit-oriented development around selected high-service public transport routes.*
 - (b) *Promote transit-focused neighbourhoods along public transport routes identified on the Adelaide Metropolitan Spatial Framework (Figure 1) and Map 7.*
 - (d) *Locate higher-intensity uses within walking distance of transit stops.*
3. *Maximise accessibility to and use of the public transport system through greater integration with land use to reduce the need for private motorised travel.*

Public bus services operate along major transport routes adjacent to the Glenside Campus, including a 'Go Zone' along Glen Osmond Road. The proposed redevelopment of the site has the potential to increase the number of households

and workers able to take advantage of the site's convenient location, including access to transport options beyond the private motor vehicle.

Culture, Heritage and the Arts

1. *Strengthen and reinforce processes and adopt policies and procedures that protect and conserve places and areas of heritage and cultural value.*
 - (c) *Ensure local heritage places and areas of heritage value are identified and incorporated into planning policy.*
2. *Enhance opportunities to incorporate culture and the arts as part of developing projects and high quality sustainable urban design.*
 - (a) *Identify and develop areas and facilities for clustering cultural and arts activities with associated complementary development such as restaurants and accommodation.*

The DPA supports the adaptive reuse of State Heritage Places as part of accommodating a new centre for the arts and film industry. In addition, the integrity of these heritage listed buildings and structures would be a significant consideration in adaptive reuse of the buildings and in the development of the land surrounding them.

Health and Community Services

1. *Create living environments with services and facilities to support healthy lifestyles and active communities*
 - (a) *Support the physical, mental and social health of individuals and communities by ensuring good access to a range of education facilities, employment and training, affordable housing, social services, health centres and hospital facilities.*
2. *Match location and delivery of health and community services and facilities with the needs of the community.*
 - (a) *Locate health and community services and facilities to ensure equitable access by identifying areas lacking services or those with greater need and building collaborative arrangements to provide these facilities and services.*
 - (b) *Encourage the location of health and related services and facilities in or adjacent to activity centres and co-locate these with community facilities, hospitals, health centres and schools, where there is good access to the public transport network. Encourage the development of a complementary mix of uses at existing large facilities.*
 - (d) *Encourage a variety of housing options in locations within easy access to activity centres that make it possible for the aged and those with disabilities to live independently.*
 - (e) *Plan for future health and community services and facilities to be adaptable to different forms of use and in a manner that promotes social justice, integration of services with community facilities, cost-effectiveness, and consumer engagement.*

The Glenside Campus occupies a relatively central and accessible metropolitan location. The DPA supports the site as a location for specialist mental health and substance abuse services, and proposes to guide the redevelopment of the existing hospital and environs in a manner that supports modern health care practices. The DPA will support the development of a new state-of-the-art hospital facility and assist with the integration of health services within the broader community via the development of surplus hospital land.

Hazard Avoidance, Minimisation and Management

1. *Minimise risk of flood damage to persons and property.*
 - (a) *Prevent development that would impede the flow of flood waters or elevate the risk of flooding to adjoining properties within flood risk areas.*

- (b) *Reduce the chance of potential flood hazard where development exists within a floodplain, including hazards associated with damage to property and risk to public health and safety.*
6. *Protect land and groundwater from site contamination and encourage the progressive remediation of contaminated land where a risk to human health or the environment exists.*

Under the proposed redevelopment, areas of the campus would be reserved for open space to contribute to the management of stormwater in terms of flood risk and stormwater quality, consistent with established requirements in the Burnside (City) Development Plan. The DPA would also assist in stormwater management improvements in the Keswick and Brown Hill creeks catchments more generally.

Consistent with Burnside's Development Plan, the DPA supports appropriate remediation of the land.

RESIDENTIAL AND URBAN DEVELOPMENT

Residential Neighbourhoods and Housing

1. *Ensure land is used appropriately within the Urban Boundary to meet projected housing demands and satisfy varied housing preferences and incomes.*
 - (d) *Promote higher densities of residential development in appropriate locations to significantly increase the average dwelling replacement rates for metropolitan Adelaide taking into account the need to protect desired character and heritage.*
 - (f) *Develop innovative, affordable and sustainable housing.*
2. *Accommodate a range of facilities in neighbourhoods to increase the diversity of activities within walking distance of housing.*
 - (a) *Strengthen and revitalise local and neighbourhood activity centres to create a diversity of local employment opportunities and retain neighbourhood-level community services and facilities.*
 - (c) *Locate and design new housing to prevent conflict with existing business and employment activities.*
 - (d) *Locate and arrange community and recreation facilities in neighbourhoods to encourage participation in community life*
4. *Provide a range of medium-to-high-density housing forms in targeted locations to maximise the use of existing infrastructure, services and facilities, including public transport, schools and open space.*
 - (a) *Target increased housing densities (refer to the Adelaide Metropolitan Spatial Framework (Figure 1)):*
 - *in transit-focused neighbourhoods within walking distance of selected high-frequency public transport routes and transit nodes*
 - *around public open spaces in locations where convenient access to public transport and community services and facilities is provided.*
8. *Reinforce and protect a sense of place and neighbourhood character, while encouraging the evolution of preferred built form and landscaped characters.*
9. *Provide a network of parks and recreation areas within neighbourhoods which offer a variety of safe, useable, appropriate and attractive public open spaces.*
12. *Provide a range of housing types to meet the needs of future residents and enable people to remain within their community as their housing needs change.*
13. *Facilitate and support a variety of affordable housing development options.*
 - (b) *Pursue a target of 15% affordable housing including a 5% component for high need housing in all significant new housing developments.*

- (c) *Ensure that well-located and serviced land is made available for affordable housing, particularly for social housing agencies; include consideration of affordable housing objectives in State and Local Government land disposals.*
- (f) *Create flexible planning environments in relation to density for development proposals that meet the 15% affordable housing target in appropriate locations.*

The proposed redevelopment would accommodate a full range of housing forms, including affordable housing options and medium to high density housing types, consistent with the strategic location of the site.

The proposed redevelopment would also provide a basis to expand on the services and facilities available in the locality through the identification of land suitable for commercial and centre activities thereby providing opportunities for locally based employment and increasing the range of services available to existing and future residents.

BUSINESS AND INDUSTRY

Commercial Uses

1. *Locate commercial uses in suitable areas in activity centres to limit the expansion of ribbon development.*
 - (a) *Office development (including large floor plate offices) should be primarily located in activity centres to minimise ribbon development along arterial roads and to provide strong connecting linkages between office development, public transport and residential development.*
 - (b) *The following guidelines should be taken into account in locating office development:*
 - *small to medium office developments are encouraged in district centres and neighbourhood/local centres*
 - *wherever possible, development along arterial roads should be confined to sites in close proximity to higher-order centres and on roads well served with public transport.*
2. *Commercial zones or uses proposed outside activity centres should demonstrate that:*
 - *they are located within existing nodes or clusters of activity on main roads rather than forming continuous strips or ribbons of development*
 - *suitable public transport is available in close proximity, unless it is a type of use unlikely to require public transport due to the nature of the goods*
 - *there are no significant adverse traffic impacts on adjoining areas*
 - *there is adequate road capacity and the function and safety of the road and footpath are not impaired*
 - *they are compatible with the desired character of the area*
 - *they do not contribute to the overall number and length of car trips or may lead to a reduction in car use*
 - *they will not lead to significant loss of investment in existing activity centres*
 - *they complement, or meet deficiencies of existing commercial activities*
 - *they have a requirement for a large floor area which is not available in activity centres*
5. *Ensure that commercial uses, particularly offices and other high traffic generating uses, located outside centres, are located or designed to maximise the use of the public transport network, walking and cycling.*

The DPA provides for commercial development in an area characterised by similar uses, including the Neighbourhood Centre Zone immediately south of the campus and office development on the western side of Fullarton Road. The proposed new commercial uses will form a compact extension to the existing Neighbourhood Centre Zone.

In addition, the proposed commercial precincts have good access to the arterial road network and public transport services, consistent with strategic directions guiding the location of such uses.

2.3 Other key documents

Strategic Infrastructure Plan for South Australia (2005/06 - 2014/15)

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

Although Glenside Campus is not specifically mentioned in the Infrastructure Plan, it does list a number of strategic priorities that have a bearing on the site's proposed redevelopment. The following is a selection of key priorities considered relevant to the DPA.

Transport

- *Improve the State's competitiveness through efficient freight transport networks and improved international links.*
- *Minimise the impact of freight vehicle movement on the community and environment by appropriately locating and protecting freight routes.*

Information available from the Department for Transport, Energy and Infrastructure shows several freight routes adjacent to the Glenside Campus along Fullarton and Glen Osmond roads. The redevelopment of the campus will take into consideration any potential impacts of traffic generated by new land uses on the adjoining freight routes.

Land

- *Ensure residential land supply is available when needed to meet market demand.*
- *Ensure that planning for residential developments is more closely integrated with infrastructure and transport planning*

The above strategic priorities are supported by a project aimed at making:

'changes to the state's planning system to increase housing densities in strategic locations and to increase the supply of affordable housing in locations that have access to infrastructure and services.'

The strategic location of the Glenside Campus with respect to existing public transport, community services and employment opportunities is considered to provide significant scope to expand on those services and increase the number of residents able to take advantage of such attributes.

Arts, Culture and Heritage

- *Maximise economic and social benefits through improved conservation and management strategies for the state's heritage assets.*

The Government's proposal to accommodate a film and cultural hub within the central part of the campus would provide a means of reusing heritage buildings for

a key growth industry sector. The DPA seeks to retain the integrity of the heritage values attached to those buildings and supports improved public access to them.

Health

- *Ensure continued quality and safety of health services through redevelopment of built infrastructure and major equipment repair and replacement (including the adoption of new technology), while maximising opportunities to move outpatient services, chronic disease prevention and management into primary health care settings.*

The above strategic priority is supported by a project that aims to:

'Continue to redevelop metropolitan and regional hospitals and other health facilities, including maintenance and replacement of equipment, sustainment and compliance programs..... including at mental health units.'

A key purpose of the DPA is to guide the proposed redevelopment of the Glenside Campus, supportive of the Government's health care reforms.

Community Services and Housing

- *Develop innovative and coordinated approaches to address the supported accommodation needs of the homeless, people with disabilities and other high-need groups.*

The Infrastructure Plan also recognises that:

'Many people have a compromised capacity for independent living or need support to successfully maintain housing. This is due to a range of factors, but most notably intellectual or physical disability, age-related disability or frailty, mental health conditions, challenging behaviours and complex life problems. These conditions are often found in combination.

The move toward deinstitutionalisation and the growth in supported housing programs has led to an increased demand for individual housing. There are long waiting lists for supported accommodation for people with physical or intellectual disabilities.'

The DPA provides guidance for a full range of accommodation options, including supported accommodation and affordable housing.

Housing Plan for South Australia (March 2005)

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

Key principles of the Housing Plan as they relate to affordable housing include:

- expanding the supply of affordable housing by implementing affordable and high needs housing targets in all significant new housing developments, and to maximise under-used and surplus government land holdings
- continuing support for peak agencies and consumers to ensure that the interests of low income housing consumers are represented in housing policy and program development
- continuing to implement energy saving and sustainable water and waste management practices and innovations in new social housing development.

The Glenside Campus is a unique opportunity to support relevant housing aspects of the Housing Plan, given its central metropolitan location and access to transport and community services.

SA Health Strategic Plan 2007-2009

The *SA Health Strategic Plan 2007-2009* provides four key strategic directions of SA Health over the next three years within the overarching context of South Australia's Strategic Plan. In relation to mental health, the Plan sets out five key elements to reform services:

- provide integrated services to mental health clients in community, residential and hospital settings
- improve access to appropriate care at an early stage
- improve mental health services through better systems of care
- improve inter-agency coordination of service delivery to people with a mental illness who have high needs
- increase community understanding of mental health.

The proposed redevelopment of the Glenside Campus is viewed as an integral part of the reform process, and is supported by this DPA. The integration of mental health services with other land uses, including the provision of supported accommodation and linkages with other services, can be guided through development policy.

The City of Burnside Strategic Plan

The City of Burnside Strategic Plan is known as 'Vision 2020'. The proposed redevelopment of the Glenside Campus proposed through this DPA aligns with a large number of desired outcomes contained in 'Vision 2020', specifically:

- preservation of the historic character of the city (protects and maintains heritage buildings, objects and places of importance)
- a range of housing that meets the diverse needs of the community (increase the number of affordable houses by approximately 1000 by 2020)
- development that reflects neighbourhood character and achieves environmental sustainability (all new development incorporates water and energy conservation design by 2008)
- access to a range of high quality passive and active recreation facilities
- a connected system of open spaces that is well designed and maintained
- a safe and well maintained standard of infrastructure consistent across the city
- a safe road network adequate for traffic volumes and movement
- a safe and well maintained pedestrian and cycle network
- access to diverse shopping, transport and professional services that meet changing community needs
- a vibrant and diverse community that values, supports and creates a sense of belonging for its people
- access to a range of education, health and support services that meet community needs and enhance lifestyles.

2.4 Better Development Plans (BDP)

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

As the Burnside (City) Development Plan has not been converted into the BDP format, the DPA has been prepared having regard to the existing form of Council's Development Plan. However, relevant aspects of the BDP Planning Policy Library and guiding principles have been taken into account in preparing the DPA. The following parts of the library have been considered in revising the policy framework for the campus, taking into account the particular circumstances of this land and the desired land use outcomes:

General Sections	
Centre and retail development	Open Space and Recreation
Design and appearance	Residential development
Hazards (flooding and Site Contamination)	Significant trees
Heritage Conservation	Siting and visibility
Heritage Places	Supported accommodation
Infrastructure	Transportation and access
Natural Resources	
Zone Sections	
Commercial Zone	Neighbourhood Centre Zone
Mixed Use Zone	Residential High Density Zone

One of the guiding principles of the BDP approach is to avoid or reduce repetition in Development Plans. As a consequence, the amendments proposed in this DPA are not intended to be all encompassing, but rely on existing Development Plan policy where it exists and is relevant in guiding the future development of the campus.

3 INVESTIGATIONS INFORMING THIS DPA

3.1 Introduction

The following documents have been reviewed as part of the strategic context and policy directions of the DPA:

- *Glenside Hospital Campus Review Report*, Woodhead International, Connell Mott Macdonald (2006). This document provides information regarding the condition of existing buildings and structures on the campus.
- *Glenside Hospital Conservation Plan*, Bruce Harry & Associates (2003). This plan reviews the heritage significance of buildings and structures on the campus.
- *Brown Hill and Keswick Creeks Flood Mitigation Study, Flood Management Master Plan*, Hydro Tasmania (2006). This report looks into flood mitigation in the Brown Hill and Keswick creeks catchments.
- *Glenside Campus Redevelopment Master Plan* (2008), Department of Health, SA Government.

The *Glenside Campus Redevelopment Master Plan* was prepared by the Department of Health to assist in decisions about the future management and opportunities for the redevelopment of the campus. The Master Plan was released in April 2008. The Master Plan:

- includes a description of the unique character of the existing campus setting
- discusses the site's constraints and opportunities with regard to surrounding land uses, infrastructure and street pattern
- identifies areas where development may occur and areas which should not be developed
- identifies an appropriate mix of land use types defined broadly through structure plan precincts
- identifies key entry and exit points to the site, along with a general road network which integrates with the surrounding road network
- identifies the key parameters for the management of stormwater and other infrastructure on the site
- identifies a framework for developing a sustainable built form and landscape setting for the campus.

Investigations used to inform the Master Plan include:

- *Retail Analysis of the Redevelopment of Frewville Shopping Centre*, Alistair Tutte (2007)
- *Glenside Hospital Local Heritage Review* (Heritage Significance Report), Danvers Schulz Holland Architects (2007)
- *Glenside Hospital Campus Master Plan Traffic Assessment*, QED (2008)
- *Tree Report for Glenside Hospital*, Arborman Tree Solutions (2007)
- *Threatened Fauna Review – Glenside Mental Health Campus*, EBS (2007)
- *Site Infrastructure Supply Authority Connections–Glenside Campus*, Systems Solutions (2007)
- *Glenside Master Plan Stormwater and Floodplain Management*, Tonkin Consulting (2007)

The key elements of these documents and their impact on the development of planning policy for the subject land are discussed in the following sections of this DPA.

3.2 Land Use Characteristics and Site Features

The affected area comprises the Glenside Campus, which is an operational hospital located about two kilometres south-east of the Adelaide city centre, adjacent to the South Parklands. The site is around 30 hectares, of which approximately 70 percent is occupied by buildings associated with the hospital.

The visual character of the campus is defined by the State Heritage listed hospital buildings located towards the centre, with other hospital buildings scattered across the campus. The hospital buildings vary in height up to 5 storeys. The three main State Heritage Places found centrally on the site include the Administration Building, former male M, N and O Wards, and the former Operating Theatre (The Elms Building), which generally rise to a tall three storeys. The Administration Building located in the centre of these three main buildings also includes a visually prominent central tower extending well over three storeys.

The Glenside Campus also includes an oval in the south-western corner of the site that is informally used by sporting organisations and by the local community for walking dogs and other passive recreational pursuits. Other informal open spaces on the site include the stormwater detention basin in the north-west corner of the

site, an old almond orchard fronting Greenhill Road, and an open grassed area in the south-east corner of the site near Flemington Street. Large trees are scattered throughout the site.

Some notable land uses near the campus are shown on Figure 2. The site is bordered to the north and west by Greenhill and Fullarton roads respectively. Land use data from 2007 and a field inspection reveal that development along these frontages opposite the Glenside Campus consists almost entirely of one and two storey office buildings. Some sites along Fullarton Road, however, are still used for residential purposes, including a four-storey apartment complex on the corner of Main Street and Fullarton Road.

Adjoining the southern boundary of the affected area is the Frewville shopping centre. A State Heritage listed wall separates the campus from the centre.

The 2007 retail data base provides information about the location, size and mix of retail outlets across the metropolitan area. At the time the retail data base was compiled, the Frewville Neighbourhood Centre Zone consisted of 19 individual tenancies, including a supermarket. A number of these tenancies were classed as vacant. This was verified by a site visit conducted in July 2008 which showed vacant shops located northward from the supermarket (towards the corner of Fullarton and Glen Osmond roads).

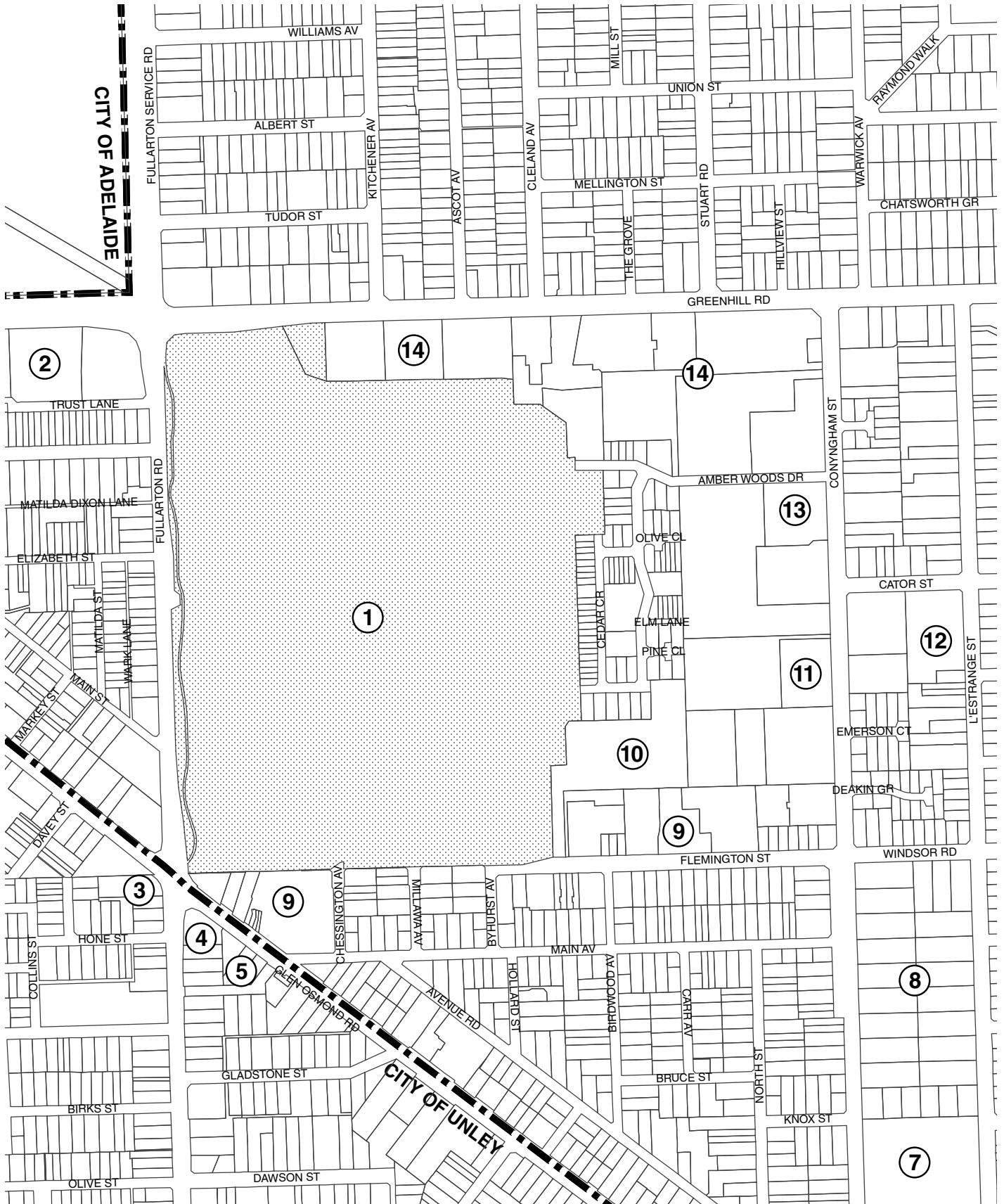
The only other non-residential activity abutting the campus is the Massada College, which is located north of, and can be accessed from, Flemington Street.



Existing residential development abuts the campus partly along the northern, southern and eastern boundaries.

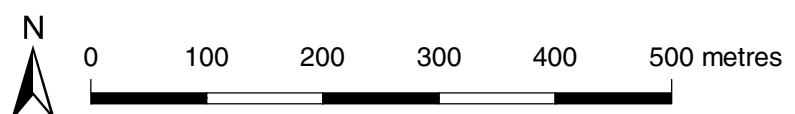
Residential development on the northern edge comprises a single storey retirement village complex, progressively developed over the mid to late 1990s. Development south of the retirement village also consists of dwellings from the 1990s, but provides a more eclectic mix of housing styles and form ranging from single storey detached houses to two storey semi-detached and row buildings. This mix of housing is reflected in dwelling site areas which vary from a low of about 160 square metres per dwelling to over 500 square metres.

Residential areas south of the campus comprise a mix of old and new housing. Older housing dating back to the 1920s still appears to dominate, however data on building activity indicates that this older housing has been gradually replaced over the past few decades, usually by semi-detached dwellings. Most residential development west of Flemington Street is single storey, however, more recent development activity data indicates a growing preference for two storey buildings along Flemington Street.

All of the residential areas mentioned above include residential allotments immediately abutting the campus, with, in many cases, private open space areas located along the campus boundary. The potential impact of the proposed campus redevelopment on the privacy of these established residents will need to be considered.



 Affected Area Boundary
 Development Plan Boundary



- | | |
|------------------------------|---|
| 1 Glenside Hospital | 8 Glenunga Reserve |
| 2 Air Apartments | 9 Royal District Nursing Services |
| 3 Arkaba Medical Centre | 10 Massada College |
| 4 Arkaba Hotel/Motel | 11 Havilah Resources |
| 5 Arkaba Shopping Complex | 12 Retirement Village (Glenbrook Apartments) |
| 6 Frewville Shopping Complex | 13 Beach Petroleum |
| 7 Glenunga High School | 14 Retirement Village (Victoria Grove Estate) |

MAJOR LAND USES
FIGURE 2

Notable buildings further removed from the site include the Air Apartments, Arkaba Hotel/Motel (at six storeys) and office buildings along Flemington Street (at three storeys).

3.3 Heritage

3.3.1 European Heritage

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

In respect to the Glenside Campus, the location of state and local heritage places is provided on Figure 3.

State Heritage

The Glenside Campus first opened in 1870 as Adelaide's primary psychiatric hospital. While the original hospital campus was much larger than the current site, numerous State Heritage Places remain on the Glenside Campus and are listed on the State Heritage Register including:

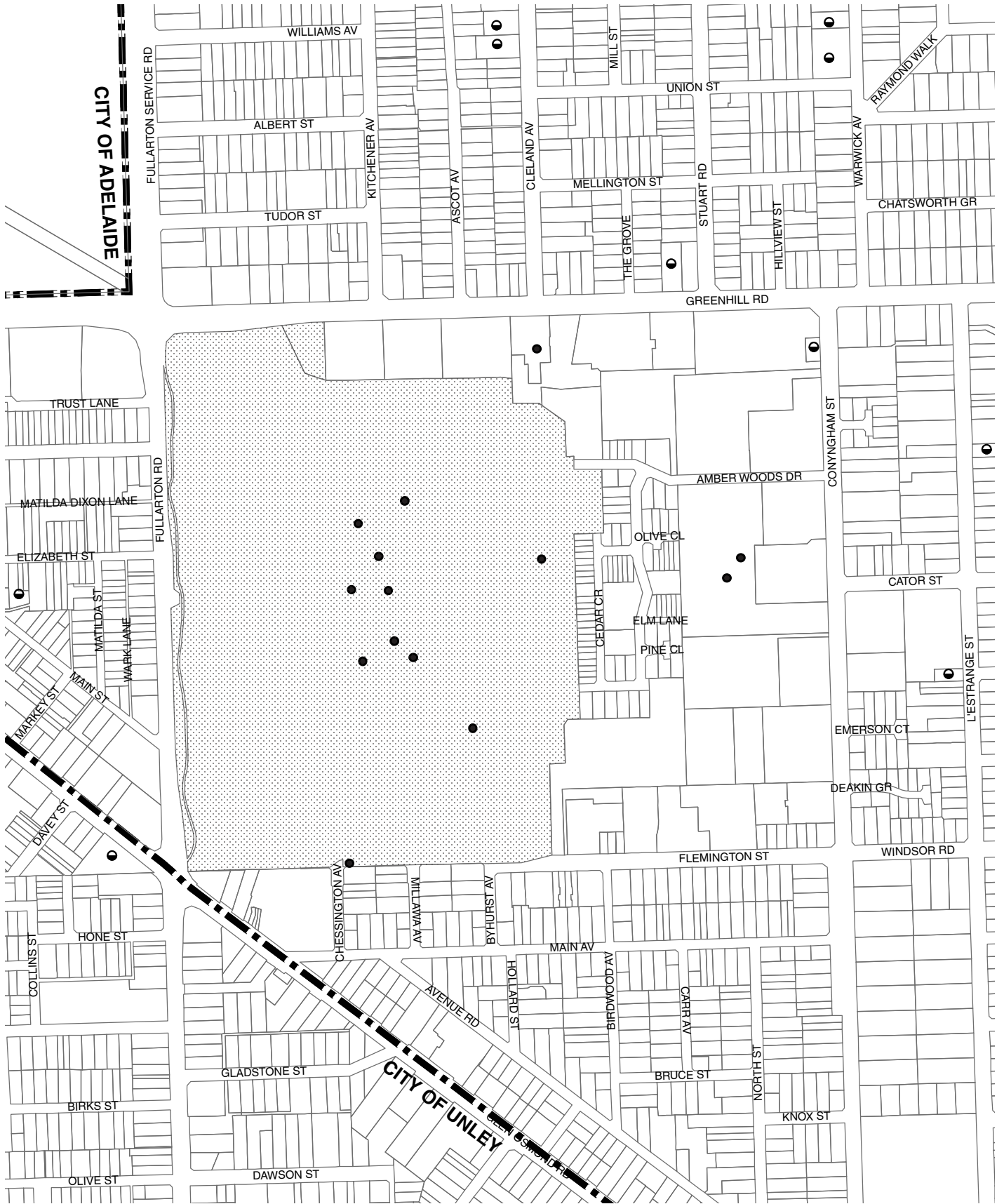
- Administration Building (SHR No.16185)
- Erindale (former male E1 and E2 wards) (SHR No.13188)
- Staff Dining Room (former male No.1, 2 and 5 dining rooms) (SHR 16186)
- Occupational Therapy Centre (original laundry) (SHR No.16189)
- Chapel (SHR No.16188)
- Former Mortuary (SHR No.25054)
- Elms Building (former female E, F and G wards) (SHR No.10529)
- Southern Boundary Wall (SHR No.16187)
- Former male M, N and O wards (SHR No.10529)
- Former Operating Theatre (SHR No.10529)

The Southern Boundary Wall extends along most of the southern boundary of the campus, effectively separating the campus from retail and residential activities on the southern side. However, the historical wall is 'broken' about mid-way between the Fullarton/Glen Osmond Road intersection and Chessington Avenue by the rear wall of the shopping centre.

There are also two State Heritage Places located outside the boundary of the current Glenside Campus as follows:

- Former Z Ward, perimeter trench, wall and gates (SHR No.16191)–located to the east of the Glenside Campus, adjacent the Amber Woods Estate
- Former medical officer's/superintendent's residence (SHR No.16190)–located within the adjacent Victoria Grove Retirement Village to the north.

In this case, the DPA does not alter the heritage status of the State Heritage Places, and ensures that proper consideration is afforded to the heritage values associated with those places.



**EUROPEAN HERITAGE
FIGURE 3**

The Burnside (City) Development Plan contains Council Wide provisions on heritage conservation (Council Wide Objective 18 and PDCs 34-39). These are relevant to the heritage places identified above. However, additional provisions relevant to the preservation and enhancement of the State Heritage Places on the Glenside Campus are proposed in the DPA through reference in the Desired Character Statement and policy for the relevant Policy Area.

Local Heritage

The *Development Act 1993* provides the basis for identifying local heritage places in Development Plans. Table Bur/2 in the Burnside (City) Development Plan contains an extensive list of over 300 local heritage places across the Burnside Council Area. This list was last updated by council in 2004-05, based on heritage survey work commissioned in the mid 1980s and subsequently reassessed in the late 1990s.

While there are a number of listed local heritage places in the vicinity of the Glenside Campus, none exist on the campus itself.

3.3.2 Aboriginal Heritage

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

A search of the Register of Aboriginal Sites and Objects, administered by the State Government's Aboriginal Affairs and Reconciliation Division, has indicated that there are no known entries in the area affected by this DPA. In accordance with the provisions of the *Aboriginal Heritage Act 1998*, a cultural heritage survey is currently being undertaken by the Department of Health.

In addition, proponents are advised to consult with the original custodians of the land, the Kurna people, to establish the significance of any potential site to their community prior to any redevelopment occurring. This may involve having a representative of the community on site during preliminary site works such as excavation.

3.4 Flora and Fauna

The Glenside Campus contains an array of native and exotic trees scattered across the site. Protection for trees within the subject area is provided by the 'significant tree' provisions under the *Development Act 1993*, which defines a significant tree as:

- (a) a tree within a class of trees declared to be significant trees by the regulations; or

- (b) a tree declared to be a significant tree, or a tree within a group of trees declared to be significant trees, by a Development Plan.

The Development Regulations, which underlie the Development Act, describe significant trees as trees that have a trunk with a circumference of 2.0 metres or more or, in the case of trees with multiple trunks, that have trunks with a total circumference of 2.0 metres or more and an average circumference of 625 millimetres or more, measured at a point 1.0 metre above natural ground level.

A survey of 1487 trees conducted as part of the investigations supporting the Glenside Campus Redevelopment Master Plan identified 299 significant trees within the campus grounds.

The Glenside Campus Redevelopment Master Plan signals a desire to retain as many trees as possible across the campus and to supplement these with significant additional plantings. The redevelopment also provides an opportunity to reinstate some of the plant species that were originally found on the Adelaide Plains, thereby minimising water consumption, providing habitat for native fauna, and improving water quality. In this regard, the use of indigenous plant species is encouraged by the DPA.

The Burnside (City) Development Plan includes Council-wide provisions relating to the protection of significant trees and other vegetation (Council Wide Objectives 18 & 20 and PDCs 40-52). These provisions will be reinforced by the DPA as it specifically identifies areas to be set aside for open space purposes. This will result in a stronger foundation for the retention of vegetation generally on the site than exists at present, given that the existing Mixed Use (Glenside) Zone only anticipates setting aside discrete areas of open space within Policy Area 2.

3.5 Utility Infrastructure

A significant network of utility infrastructure is currently in place on the Glenside Campus. This infrastructure is considered sufficient as a backbone for the intended redevelopment, with no prohibitive limitations in terms of electricity supply, water supply, sewerage or telecommunications.

Augmentation of utility services will however need to be considered at the land division and subsequent development stages. Requirements relating to the provision of such services, including the need for reserves and easements, are already stipulated in the Burnside (City) Development Plan under Council-wide sections Land Division (PDCs 6 to 13) and Utilities and Infrastructure (Objectives 29, 35 and 36 and PDCs 73, 74 and 80-84).

3.6 Land Contamination

Given the long-term use of the site as a hospital (rather than for industrial land use for example), it is expected that any land contamination can be appropriately dealt with at the development application stage when detailed subdivision and development design investigations occur, and appropriate remediation identified and undertaken as required.

The Burnside (City) Development Plan contains Council-wide provisions for hazards that relate to land contamination and remediation (Objective 38 and PDC 89). The intent of these provisions is considered sufficient to allow proper consideration of contamination at the site level, however, some mention of the potential for site contamination to exist on the campus is warranted to ensure the Council-wide requirements are not overlooked during the assessment phase.

3.7 Stormwater Management and Flooding

A major drain runs through the Glenside Campus and under the Fullarton Road and Greenhill Road intersection, where it connects with Parklands Creek in the South Park Lands. The drain is an integral part of the catchments for Brown Hill and Keswick creeks and provides drainage capacity for a considerable portion of south-eastern and south-western Adelaide.

A temporary flood retention basin has already been developed in the north-west corner of the Glenside Campus in order to cater for a one-in-50 year flood event. The system also includes a series of small wetland ponds and trash racks designed to capture gross pollutants from the drain.

A second drain from Flemington Street runs along the southern site boundary and discharges into an underground system in Fullarton Road. The drain comprises sections of open channel and an underground pipe system through the campus, and serves a catchment extending to the south-east of the Glenside Campus. There are a number of additional internal drains that serve existing buildings, roads and parking areas within the campus. These drains discharge into the main drain on the northern boundary, which is also referred to as the Conyngham Street drain.

A Flood Management Master Plan identifies the following strategies in relation to the Glenside Campus:

- duplication of the culvert under the Fullarton Road and Greenhill Road intersection, from the detention basin through to the South Park Lands
- widening of the open concrete channel adjacent to the detention basin
- maintaining the existing detention storage (volume of detention) within the Glenside basin.

Implementation by the councils of the Flood Management Plan's recommendations would result in an increase in the performance of the existing detention basins from a 50 year average return interval (ARI) standard to a 100 year ARI standard. Increasing the detention capacity on the Glenside Campus would remove the need to upgrade the existing concrete channel and infrastructure under the Fullarton and Greenhill Road intersection, and would result in long-term cost savings for these local authorities.

Existing Council-wide provisions in the Burnside (City) Development Plan provide broad coverage to address stormwater management and related issues (e.g. Council-wide Objectives 30-34 and PDCs 9, 10, 68, 75-79). The DPA will rely on these provisions for the most part, however, reference to the use of open space areas for stormwater management is also proposed to be included in the new Policy Area.

3.8 Roads, Site Access and Traffic

3.8.1 Existing Conditions

Figure 4 shows the existing road network in relation to the Glenside Campus, existing site access arrangements, and the location of key traffic management devices.

The major arterial roads near the campus are:

- Fullarton Road-a four lane divided arterial road which passes along the site's western boundary
- Greenhill Road-a four lane divided arterial road which passes along the site's northern boundary
- Glen Osmond Road-a four lane arterial road which passes the site at its south-western extremity.

Glen Osmond Road and Greenhill Road are identified in the Planning Strategy as part of the Strategic Road Network, and carry significant volumes of traffic. Glen Osmond Road and Fullarton Road are regarded as Primary Freight routes, whereas Greenhill Road is a commuter route.

The intersections of Fullarton Road and Greenhill Road, Fullarton Road and Glen Osmond Road, and Greenhill Road and Conyngham Street have signals. The intersection of Conyngham Street and Flemington Street has a roundabout.

Site Access

There are two operational access points into the Glenside Campus:

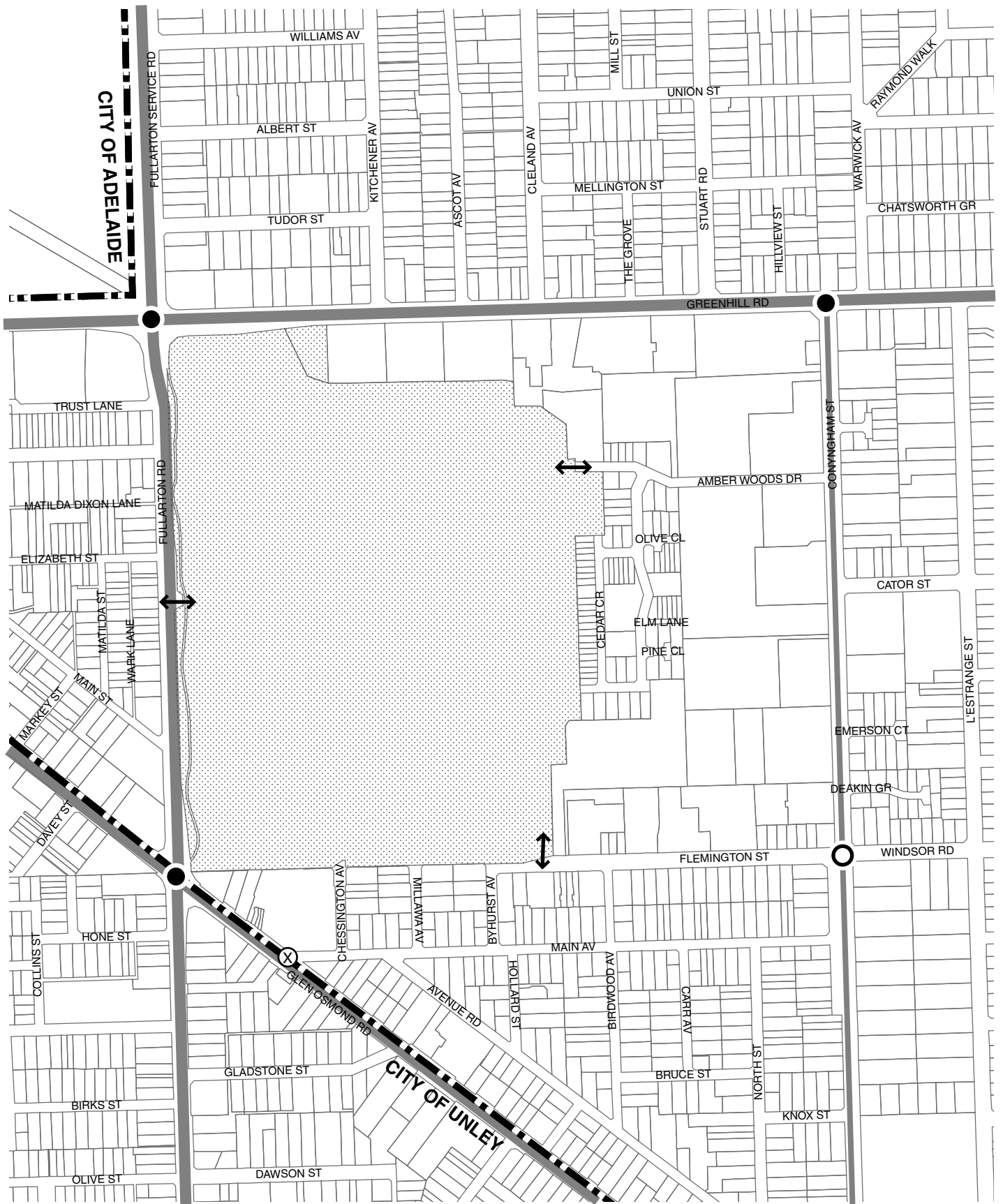
- the entrance from Fullarton Road, located about 350 metres from both Glen Osmond Road and Greenhill Road, which is the primary vehicular access point and serves both visitors to the hospital and staff.









This driveway is a two lane road on the central historical east-west axis of the campus. Public vehicular access is restricted to this road and the associated adjacent car parking areas located between the historical buildings at the core of the site and Fullarton Road.

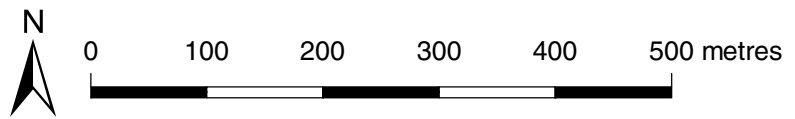
- A second access point is provided via Amber Woods Drive, a two lane local residential street on the eastern side of the campus. Amber Woods Drive connects to Conyngham Street, a distributor road further to the east of the Campus.

Both of the above access points are priority controlled T-junctions.

There is also a disused entry point off Flemington Street (a two lane local residential street). This access point abuts an access roadway that leads to Massada College along the south-eastern edge of the site, and connects through to Conyngham Street.



-  Affected Area Boundary
-  Development Plan Boundary
-  Arterial Road
-  Major Collector Road
-  Existing Site Access/Egress
-  Traffic Lights
-  Roundabout
-  Pedestrian Crossing



**TRANSPORT
ROADS AND ACCESS
FIGURE 4**

Road Traffic and Operation

Information on traffic volumes for the arterial road network is available from the Department for Transport, Energy and Infrastructure (DTEI) and a summary of estimated traffic volumes is provided in the *Glenside Campus Master Plan Traffic Assessment* (June 2008) report prepared by QED.

In respect to the arterial roads, the report provides the following 2006 estimated daily two-way traffic volumes:

- Fullarton Road – 28 000 vehicles per day (vpd)
- Greenhill Road – 32 000 vpd
- Glen Osmond Road – 28 000 vpd

More recent estimates released by DTEI in June 2008 indicate some variation to the above traffic flows with 28 900, 34 400 and 26 500 vpd using these roads respectfully.

Information on the local road network was also included in the 2008 Traffic Assessment report. The existing traffic volume on Conyngham Street ranges from 3100-3500 vpd south of Flemington Street to 5400-6900 vpd immediately south of Greenhill Road. Traffic on the local streets in Frewville is relatively low to moderate (less than 3000 vpd).

Traffic counts undertaken in September 2007 at the main entrances to the campus at Fullarton Road and Amber Woods Drive revealed a total daily traffic entering/exiting the site at 2225 vehicles (1635 off Fullarton Road and 590 through Amber Woods Drive).

3.8.2 Traffic Generation and Proposed Access Needs

Daily traffic volumes on major roads in the vicinity of Glenside Campus are expected to increase even without this proposed redevelopment. It is therefore logical to expect that the redevelopment will generate additional traffic movements on the surrounding roads.

Traffic investigations have been conducted to estimate likely traffic generated by the proposed redevelopment to assess the impact of the additional traffic volumes on surrounding roads.

Traffic impact investigations associated with the proposed redevelopment of the campus considered a number of factors including:

- the form of development likely to take place on the site (i.e. new hospital, offices, shopping, cultural facilities and mixed housing)
- expected daily trip generation rates for each land use type
- assumptions regarding the distribution of traffic movements from the development areas (i.e. north, south-east or west)
- the expected increase in traffic volumes for surrounding roads based on the above.

Preliminary figures suggest that the redevelopment of the campus will generate approximately 12 340 vehicle movements (or about 10 115 additional traffic movements if the traffic movements from the existing hospital are taken into

account, as described above) and will be distributed on the roads surrounding the site as follows:

Road	Additional Daily Traffic Volume
Greenhill Road—heading east	1670
Glen Osmond Road—heading south-east	1950
Fullarton Road—heading south	3340
Glen Osmond Road—heading north-west	620
Greenhill Road—heading west	1520
Fullarton Road—heading north	2410
Local	830
Total	12 340

Investigations have identified a preferred site access option to distribute traffic into the surrounding road network to lessen the impact of additional traffic on any one intersection or road. In addition to the existing access points off Fullarton Road and Amber Woods Drive, four new access roads were proposed:

- Greenhill Road (this would be a secondary access point to the residential development on the site)
- Flemington Street (currently closed)(this would be a secondary access point to the hospital on the site)
- Glen Osmond Road (this would be a secondary access point within or adjacent to the Frewville Shopping centre)
- Fullarton Road (this would be a secondary access point to the office and retail development areas on the site).

The number and design of entry/exit points to roads surrounding the campus (including arterial roads) are guided by the existing Development Plan provisions for Movement and Parking of Vehicles (Transportation System and Facilities – Objectives 22 to 27 and PDCs 53 to 63). These provisions seek to maintain the efficient movement of traffic and provide for the safety of motorists, cyclists and pedestrians.

While these provisions are generally considered adequate to guide the future integration of the campus with the surrounding road network, the availability of more specific information does allow a tailored response to be developed that recognises the preferred site access arrangement.

3.9 Parking Generation and Provision

Development Plans typically set out parking requirements based on land use activity. For the City of Burnside these requirements are provided in Table Bur/5 – Off-street Vehicular Parking Requirements. This table provides parking rates for a number of the land uses being contemplated on the campus, including the following:

Land Use	Car parking Spaces Required
Bank	4 spaces/100 square metres of total floor area
Consulting Rooms	4 spaces /consulting room
Dwellings	2 spaces/dwelling plus one additional space for each two rooms which may reasonably be used as a bedroom
Hospital	1 space for every 4 beds

Office	4 spaces/100 square metres of total floor area
Restaurant	1 space per 3 seats and two additional spaces if take-away food is provided
Shop	7 spaces per 100 square metres of total floor area

A review of parking requirements was undertaken as part of the Glenside Campus Master Plan Traffic Assessment. This work suggested that, based on experience associated with hospitals and allied health care facilities, and car parking rates associated with mixed-use developments in other inner-city locations, the car parking demand may be lower than that stipulated by the existing Burnside Development Plan. On this basis, it is proposed that a provision be included which provides some flexibility in the provision of car parking through the assessment process in circumstances where:

- the peak parking demand for different land uses occurs at different times as part of mixed use development and there is opportunity for shared-use parking
- evidence can be provided of a lesser parking demand for similar land uses elsewhere, such as health-care facilities, community/arts facilities and affordable housing
- significant linkages with public transport and alternative modes of transport for users of the proposed development are provided.

3.10 Public Transport

Bus services run along both Greenhill Road and Glen Osmond Road, with Glen Osmond Road being a 15 minute 'Go Zone'. No metro ticket or other bus services currently use Fullarton Road between Glen Osmond and Greenhill roads.

3.11 Open Space

The Glenside Campus contains many buildings, numerous car parks, roadways and other infrastructure. There are a few exceptions to this, including the southern walkway, the oval, the walkway on the western boundary and some spaces in the north-western corner of the campus. However, these are hospital grounds that allow limited public use. The Glenside Campus oval has, over time, been made available for use by local schools and sporting clubs. As part of the background to the proposed redevelopment of the site, the Department of Health has been negotiating with various councils to facilitate the relocation of these sporting activities.

In this regard, the current Structure Plan Map Bur/1 (Overlay 1) and (Overlay 2) within the City of Burnside Development Plan shows an area on the campus adjacent to the Frewville Neighbourhood Centre Zone, as being set aside as a district or regional park. This does not reflect current intentions in relation to this portion of the site, with open space areas proposed to be located further to the north, along Fullarton Road.

One of Adelaide's most renowned recreation assets, the Adelaide Park Lands, are located diagonally opposite the subject site. There are also a number of other areas of public open space within a reasonable walking distance of the subject site as follows:

- Glenside Olive Reserve (Amber Woods Drive, Glenside)—A small landscaped relic of the Glenside olive grove
- Plane Tree Reserve (Plane Tree Avenue and Cedar Crescent, Glenside)—An area of landscaped lawns with large trees, a picnic area and views of historical buildings in the Glenside Hospital
- Symons & Symons Reserve (Conyngham Street, Glenside)—This reserve is being developed with grassed areas, plantings and a range of recreational facilities
- Glenunga Reserve (L'Estrange Street, Conyngham Street, Glenunga)—This reserve consists of two ovals surrounded by trees with a fenced playground at the eastern end
- Main Street Reserve (Main Street, Eastwood)—A reserve containing picnic areas, playground equipment, the Grove Kindergarten and a car park
- Eastwood Community Centre (Glen Osmond Road, Eastwood)—The rear of the Eastwood Community Centre contains a small fenced and grassed play area with playground equipment
- Matilda Street Reserve (Matilda Street, Eastwood)—A small, quiet corner park with trees and grass.

The City of Burnside Playground Strategy takes the approach that open space planning for children's use should be aimed at providing:

A wide range of safe, fun and stimulating play spaces meeting the needs of local children, (as well as the wider population) and complementing the play opportunities available to them in their everyday lives.

The strategy focuses on the play needs of children (0-12 years) and the associated needs of their parents and caregivers when visiting playgrounds. The strategy does not examine in detail the provision of facilities for young people, such as skate parks. It does, however, acknowledge that young people over the age of 12 visit playgrounds and look for challenging play opportunities.

The planning policies proposed in this DPA will complement the City of Burnside Playground Strategy as it provides for the provision of open space that is developed to meet the needs of the community, including children under 12.

The Burnside (City) Development Plan contains policies relating to the provision of open space (Council-wide Objectives 47 and 49) that will remain unaltered by this DPA. However, the DPA proposes to incorporate new policy to guide the development of public open space in a way that supports the needs attached to the site including stormwater management and the integration between land use activities.

3.12 Shops and Office Development

The south-western portion of the campus fronts Fullarton Road and has good exposure to the Glen Osmond and Fullarton roads intersection. In addition, land uses in and around this intersection comprise a range of shopping, offices and other commercial uses. Given these characteristics, there is potential to use a portion of the Glenside Campus for commercial purposes.

The use of the south-western and western portion of the campus along Fullarton Road for commercial activity has already been considered as part of the traffic

analysis discussed in section 3.9 above. However, in addressing the commercial land use aspect further, there is a need to consider the strategic context within which the land use policy is guided and previously mentioned in section 2.2.

Office Development

The Planning Strategy encourages office development to accord with the following principles:

- small to medium office developments to be located in district centres and neighbourhood/local centres
- wherever possible, development along arterial roads to be confined to sites in close proximity to higher order centres and on roads well served with public transport.

Although the area proposed to be set aside for office development on the campus is not within a designated centre, it is located within a short distance of a Neighbourhood Centre Zone and public transport routes (including a fifteen minute 'Go Zone'). There are also similarities and consistencies with commercial activities located along Fullarton, Glen Osmond and Greenhill roads, and fringe CBD office uses in the wider region.

The location and overall bulk and scale of office development should address the existing State Heritage Places located in the heritage core of the campus, and have regard to the main east-west axis linking the primary site access on Fullarton Road to the turning-loop and the Administration Building beyond.

The campus Master Plan encourages the retention of views along this main axis towards the State Heritage Places and, by inference, recognises the need for office buildings to be sited to avoid interrupting these views. In this regard, the use of open space and the positioning of land use precincts suggest a conscious effort to formalise the main access driveway leading to the Administration Building while at the same time allowing distant views of the heritage core, enhanced by open landscape elements.

It would be appropriate to include policy in the DPA which recognises this aspect to the proposed development of the site.

Shopping

Retail modelling considered current and future retail demand in the area and the impact of additional retail activity at the Glenside Campus upon existing retail facilities in the region, including Rundle Mall; Gouger and Grote streets; and Unley, Mitcham, Norwood, Burnside and St. Peters district centres. The study used the retail gravity model to establish changes in turnover at existing centres as a consequence of development. Model inputs include:

- census data including population and household projections for census periods up to 2021
- household income and expenditure patterns
- retail database information, which contain detailed information about the location, size, and mix of retail outlets throughout the metropolitan Adelaide region.

The model distributes retail expenditure from collector districts to retail centres depending on distance and centre size, with the resultant cash flows to all the centres under study modelled simultaneously.

Four scenarios were modelled in the study including a base case and three campus redevelopment scenarios involving net increases in retail floor space at 7000 square metre increments (7000, 14 000 and 21 000).

The impact of developing retail floor space on the Glenside Campus was determined for the following retail centres:

- Avenues shopping centre, Stepney
- Belair Road, Hawthorn (Mitcham Square)
- Burnside District Centre
- Frewville/Arkaba Centre (in the Burnside Council area)
- Frewville/Arkaba Centre (in the Unley Council area)
- Goodwood Road, Westbourne Park
- Gouger and Grote streets, Adelaide
- Rundle Mall, Adelaide
- The Parade, Norwood
- Unley Road, Unley.

In summary, the results of the analysis suggests that some level of retailing could be accommodated on the campus with little impact on the modelled centres in the short term, with their turnover returning to predevelopment levels or better within 5 years.

According to the analysis, a negative impact of between 1 and 2 percent on turnover per square metre is observed at all the modelled centres if retail floor space of 7000 square metres was developed on the campus. The analysis then shows that this impact would increase to between 2 and 3.5 percent with the development of 14 000 square metres of floor space on the campus. More significant impacts are observed once the additional floor space reaches 21 000 square metres. At this level, impacts of just under 5 percent can be observed at several centres and an impact of more than 5 percent can be observed at the Frewville/Arkaba Centre (Unley).

While the forecasts from the retail study suggest that up to 14 000 square metres of retail floor space might be acceptable on the campus based on its effect designated centres, this would be additional to that provided in the adjacent Neighbourhood Centre Zone (Frewville). According to the 2007 Retail Database, the neighbourhood centre comprises some 4000 square metres of retail floor space. Together, this would be an overall floor space of about 18 000 square metres.

By way of comparison:

- the study observed that the largest retail floor space in a neighbourhood centre zone is at Semaphore which has 12 629 square metres (based on the 1999 Retail Database)
- the 2007 Retail Database indicates that the Burnside District Centre Zone has a total retail floor area in excess of 22 000 square metres (which is small compared to other district centres).

In respect of maintaining consistency with broader directions for centre development it has been noted that:

- the Burnside Shopping Centre is identified as the only district level Activity Centre in the City of Burnside recognised by the Planning Strategy
- the Burnside (City) Development Plan (see Objective 59) seeks to retain the 'Glenside district centre' (the Burnside District Centre) as the principal focus of retail facilities, offices and business and community facilities in the Council area.

The concluding remarks of the retail study suggested that the retail floor space proposed to be provided within the campus, when combined with the floor space located in the Frewville shopping centre, should contain no more than 13 500 square metres of retail floor space in order to be consistent with the Development Plan for the City of Burnside.

To this end, the DPA has sought to clarify the retail expectations for the campus as being consistent with the range of activities expected within a neighbourhood centre.

4 CONCLUSIONS AND RECOMMENDED POLICY CHANGES

4.1 Preferred land uses and arrangement

The Glenside Campus occupies a strategic location close to the centre of Adelaide, in close proximity to a range of community services and other facilities, public transport and employment areas (including the CBD). In addition, the

surrounding land uses display a distinctive shift from a residential character around the north-eastern and eastern sides of the campus, to a predominantly commercial one towards the western (Fullarton Road) edge, which is particularly evident in the south-western portion of the site.

In the face of few obvious constraints to the development of the campus, these surrounding land use characteristics, in combination with the main road frontages and planned stormwater management works, indicate where the proposed land use components could be located. This is reflected in the new Concept Plan for the campus.

4.2 Recommended Policy

4.2.1 Introduction

As broadly mentioned in section 3.3, a considerable number of Council-wide Objectives and Principles of Development Control are relevant to the Glenside Campus, which will be relied upon to help guide the future development of the site. There are, however, a number of matters that will need to be addressed within the Mixed Use (Glenside) Zone to respond to changes in land use expectations and to better align policy with strategic priorities and site circumstances.

The reconfiguration of Policy Areas within the Mixed Use (Glenside) Zone has also created the need for a number of consequential changes to existing Zone and Policy Area provisions.

In the following sections, **bolding** is used to highlight material proposed to be inserted, and text with a line through it is proposed to be removed (e.g. ~~deleted~~).

4.2.2 Mixed Use (Glenside) Zone

As the Mixed Use (Glenside) Zone relates to areas outside the Glenside Campus, amendments to the Zone have been limited to those necessary to rectify anomalies or inconsistencies generated as a result of the proposed redevelopment of the campus.

In this regard, the following changes are proposed:

- Amending existing Objective 1 to include reference to additional land uses proposed to be accommodated on the campus as follows:

A zone accommodating, within designated Policy Areas, office, residential, ~~and educational land uses surrounding a central core of buildings used for,~~ hospital, **consulting room and shop land uses.** ~~purposes.~~

- Deleting existing PDCs 7 and 8 as follows as they are now obsolete, i.e.

~~7~~ Where the development of land in Policy Area 2 requires existing hospital functions to be transferred into Policy Area 1, those functions should be established in Policy Area 1, in accordance with the principles of development control for Policy Area 1, prior to that land being declared surplus by the hospital.

~~8~~ Where portions of Policy Areas 2 as shown on Fig MU(G)/1 are declared surplus to hospital requirements and are able to be developed in accordance with the Policy Area objectives, any development should be located and designed, including roadways, thoroughfares and walkways in such a manner that does not preclude the orderly and economic development of that Policy Area.

- Amending PDC 9(f) as follows to allow for buildings greater than three storeys in height in new Policy Area 1.

~~9~~ Residential development within the zone should:
(f) not be more than three storeys in height, **except in Policy Area 1;**

- Amending PDC 10 as follows to reflect changes in the Policy Area layout and foreshadow residential development in parts of Policy Area 1.

~~10~~ Development in Policy Area 2 should be designed so as to reasonably maintain the privacy of hospital patients ~~within Policy Area 1.~~

- Amending PDCs 11 (non-complying) and 11 (public notification) to better reflect the revised land use expectations in Policy Area 1. The changes are explained further in section 4.3 below – Assessment Matters.

4.2.3 Policy Areas - Mixed Use (Glenside) Zone

No changes are proposed to existing Policy Areas 3 and 4, which are outside the Glenside Campus and therefore the scope of the DPA.

Changes proposed to existing Policy Area 2 are a direct result of placing the whole of the campus into a new, larger Policy Area 1. Some of the provisions in Policy Area 2 have become obsolete as a result, which means the following material is proposed to be deleted:

Objectives

~~**Objective 2:** A Policy Area where residential development replaces hospital support functions as and when those support functions are transferred to Mixed Use (Glenside) Zone Policy Area 1 or become redundant.~~

~~Some of the hospital's functions are currently located within the Residential Policy Area. Residential development should not occur on sites currently used for hospital purposes until that hospital function has been declared surplus to the hospital's requirements and relocated to a site within the hospital core.~~

Principles of Development Control

- ~~1 Vehicular access to the south-western portion of Policy Area 2 should:
 - (a) be finalised prior to any development occurring on that portion of Policy Area 2; and
 - (b) not create any additional access points into Fullarton Road.~~
- ~~2 Vehicular access roads linking the central core of Policy Area 2 with Conyngham Street should be provided prior to any development occurring in that portion of Policy Area 2.~~
- ~~6 Development in the south-western portion of Policy Area 2 should:
 - (a) be sited not closer than 15 metres to Fullarton Road;
 - (b) preserve, where practicable, existing mature vegetation that contributes to the character of the locality;
 - (c) be sited in such a way as to protect or enhance the heritage significance of the Asylum Wall which forms part of the southern boundary of the zone; and
 - (d) provide an area of public open space of not less than 2500 square metres.~~
- ~~7 Development in the central portion of Policy Area 2 should:
 - (a) maintain and enhance the visual link between the building known as 'Z Ward' in Policy Area 3, and the building known as 'Administration Building' in Policy Area 1;
 - (b) preserve where practicable, existing mature vegetation that contributes to the character of the locality;
 - (c) retain and maintain, where practicable existing buildings that contribute to the heritage character of the locality; and
 - (d) provide an area of public open space of not less than 5000 square metres.~~

Consideration was also given to creating additional Policy Areas to provide the boundaries for different land use elements. However, this was thought to be too inflexible given that one of the key aims of the redevelopment is to support integration between the new hospital and other urban uses and open space areas.

As a consequence, the DPA proposes to replace the whole of Policy Area 1 with a new larger Policy Area 1, with development guided by a new policy framework and a new Concept Plan that illustrates preferred access and land use arrangements.

A Desired Character statement is proposed at the start of the new Policy Area 1. This will be supported by Objectives and Principles of Development Control which relate to issues where specific guidance is necessary for the Glenside Campus over and above those in the Council-wide section of the Development Plan, such as:

- Function / land uses
- Pattern of development / land division
- Vehicle access
- Form and density of residential development (covering density, setbacks, site coverage, private open space, garages and carports, energy efficiency and roof structures)
- Affordable housing / supported accommodation
- Non-residential development in predominantly residential areas
- Commercial development
- Car parking and access
- Trees and fencing

The following provides additional explanation regarding the policy directions proposed for Policy Area 1.

Road setbacks

Building setback requirements from roads are described in Council-wide PDC 27 under the heading 'Visual Amenity'. The PDC relates to all forms of development and seeks to address visual amenity aspects associated with development by maintaining a '*continuity of vistas and existing building set-backs*'.

Council-wide PDC 119 relates more specifically to residential development and includes a table that provides minimum setback requirements for all parts of a dwelling including verandahs and carports. As a general rule, a minimum road setback of six metres is required from the primary frontage and 3 metres from a secondary road for allotments on a corner site.

More specific setback requirements in zones and areas adjacent to the Glenside Campus are highlighted in section 3.3. These offer additional guidance for the policy setting proposed for new Policy Area 1 as follows:

- Greenhill Road – in order to maintain consistency with requirements currently applicable to development immediately east of the campus, a minimum building setback of 8 metres is proposed along Greenhill Road. This will also serve to address interface issues associated with residential development along an arterial road
- Flemington Street – the setback requirements for development fronting this street vary depending on the form of development proposed. Residential development requires a setback of at least 6 metres, whereas offices are required to be set back a minimum of 8 metres (in Policy Area 3 of the Mixed Use (Glenside) Zone). Given the potential to address building scale/height separately, the lesser setback of 6 metres is proposed. In addition, the portion of the Glenside site closest to Flemington Road is separated from residential development areas (currently vacant) on the northern side of the road by the driveway to the Massada College.

- Fullarton Road; and Fullarton/Glen Osmond Road intersection – the setback requirements along Fullarton Road vary between 3 and 5 metres, generally to accommodate landscaping.

Adjacent to the intersection, the setback requirements vary from zero to 5 metres. Buildings in parts of the Neighbourhood Centre Zone immediately south of the campus, for example, are constructed on the allotments boundary fronting Glen Osmond Road.

While the setback requirements mentioned above are proposed to be carried across to new Policy Area 1 in order to ensure consistency with existing streetscapes, reduced street setbacks have been adopted for development located internally to the site to assist in the delivery of higher overall residential densities (including the provision of affordable housing) and reflecting the fact that as a vacant infill site a streetscape character different to established nearby suburbs can develop.

Side and Rear Building Setbacks - Policy Area 1

For non-residential development

Although no measurable side and rear setbacks are provided at the Council-wide level for non residential uses, general assessment guidance is available through the Visual Amenity provisions, which seek to minimise impacts and harmonise built form.

Additional guidance regarding the location of buildings is provided by minimum setback requirements in some non-residential zones (e.g. Business (Glen Osmond Road) Zone) but not others (e.g. Neighbourhood Centre Zone). The additional guidance generally appears in non-residential land use zones that adjoin a residential area, such as the Business (Glen Osmond Road) and Business (Fullarton Road) Zones which are located close to the campus.

However, an assessment against the general amenity provisions is still required regardless of any specific setback requirements within individual zones.

In respect to the proposed layout of land uses on Glenside Campus, only the proposed hospital precinct adjoins a zone accommodating residential activity. In terms of the interface between the main area reserved for hospital activities, being the area immediately north of Flemington Street, the following characteristics are observed:

- the eastern boundary of the hospital precinct corresponds with the entrance driveway and parking areas associated with the Massada College
- the southern boundary of the hospital precinct fronts Flemington Street, and immediately abuts several residential allotments at the northern end of Byhurst, Millawa and Chessington avenues.

In this regard, the relationship between hospital activities along the southern boundary is viewed as a priority. However, one obvious benefit in respect to the hospital precinct is its size, which should provide sufficient capacity to design and arrange hospital buildings and activities such that amenity concerns for residents abutting the campus can be overcome based on an assessment against the Council-wide policy requirements.

In addition to the above, the relationship between the hospital precinct and adjoining residential development is also proposed to be addressed through the use of criteria on building height (see below).

For Residential Development

In the case of residential development, the application of Council-wide setbacks are not considered to be conducive to accommodating a range of housing forms on the campus, nor would they support affordable housing options. As a consequence, proposed Policy Area 1 includes specific side and rear setbacks for residential development that are better aligned with land use expectations.

Notably, the Council-wide setbacks for residential development do not specifically guide the construction of walls for residential development when located on side boundaries. Additional policy has been inserted to anticipate this possibility.

Building Height

The height of existing buildings varies considerably within the campus and in the areas adjacent to it. The approach proposed in this DPA therefore seeks to respond sensitively to the scale of development adjoining the site, particularly residential areas, and the State Heritage Places, but provide greater flexibility elsewhere. Building height criteria has been applied regardless of land use given the need to consider the relationships between residential areas adjacent to the campus and the development of various land uses within it.

Without this additional guidance at the Policy Area level, building heights would be subject to Council-wide and zone policy.

In this regard, the height of non-residential development would be subject to a subjective test about the impact on local amenity rather than any quantifiable measure. An example is provided by Council-wide PDC 27 (Visual Amenity) which states:

- 27 To maintain the harmony of built-form character within a streetscape, buildings should:*
- (c) be set-back a greater distance if the proposed building is of greater bulk or height than other buildings fronting the same road, unless the taller or bulkier portion of a building is positioned towards the rear of its site, or the building is effectively screened, so that it will not dominate views from the road.*

The height of residential development, however, is guided by two existing provisions:

- Council-wide PDC 122 which provides that residential buildings should not exceed two storeys in height
- Mixed Use (Glenside) Zone PDC 9(f) which seeks to limit residential buildings to three storeys.

To avoid inconsistencies at the Zone level, an amendment is proposed to PDC 9(f) in the Mixed Use (Glenside) Zone such that buildings greater than 3 storeys are contemplated in new Policy Area 1 in appropriate locations.

In addition, proposed policy recognises the importance of the State Heritage Places on the campus in terms of scale.

Non-Residential Development

While Objectives and PDC applying to office and shopping development at the Council-wide level provide some guidance for non-residential forms of development, additional policy was considered necessary to address policy 'gaps' or address circumstances relating to the site. These include:

- clarification on the nature of the retail development expected in the Policy Area
- provision for mixed use development, particularly housing over commercial uses (i.e. shop-top-housing - consistent with land use expectations in the adjacent Neighbourhood Centre Zone)
- required design elements such as the use of plazas and dual frontages to support land use integration with other parts of the campus
- provision for underground car parking.

In relation to retail development, it is recognised that the development of retail floor space within the Neighbourhood Centre Zone (Frewville) will be guided by general requirements applying to centres and the zone provisions themselves. While the centre zone would appear reasonably well developed at this juncture based on building coverage to site area observations, the addition of undercroft car parking or construction of multi level shopping could provide a means to increase the supply of retail floor space, subject to an assessment against the relevant provisions of the Development Plan.

Given the focus of this DPA is on the Glenside Campus, it is important that proposed policy for the campus address the provision of retail floor space to guide out-of-centre retail development. In this regard, proposed policy for the campus establishes a maximum floor space allowance within the campus based on the retail study recommendation of 13 500 square metres, less the amount currently provided in the neighbourhood centre (about 4000 square metres). This leaves a potential 9500 square metres of floor space that might be provided on the campus.

4.3 Assessment Matters

4.3.1 Complying and Non-complying Development

Different types of development are subject to three main types of assessment processes – complying, on-merit and non-complying.

Provided that they satisfy the quantitative guidelines clearly established for complying development in the Development Regulations and the Development Plan, development designated as complying must be granted Development Plan Consent.

Development listed as being non-complying in the Development Plan is generally discouraged. All other forms of development are subject to assessment on their merits against all the relevant provisions of the Development Plan.

The Mixed Use (Glenside) Zone does not identify any kind of development as complying. As such the only forms of complying development in the Zone are those listed in schedule 4 of the *Development Regulations 1993*. It is not proposed to identify any specific forms of development as complying in Policy Area 1 of the Mixed Use (Glenside) Zone on the basis that a merit based assessment provide a

more appropriate means to and address interface issues between various land use types.

Amendments to the non-complying list in the Mixed Use (Glenside) Zone are, however, proposed as part of this DPA. Existing Principle of Development Control 11 in the Mixed Use (Glenside) Zone will be amended so that the following land uses are removed from the list of non-complying development for new Policy Area 1:

- Consulting room
- Light industry
- Office
- Post office
- Service industry
- Shop
- Shop and dwelling

The above land uses are proposed for removal to reflect changes in land use expectations for the Glenside Campus. This includes some forms of light and service industries such as a bakery or dressmaker's premises.

4.3.2 Public Notification

Amendments to the public notification categories in the Mixed Use (Glenside) Zone are also proposed as part of this DPA. Existing Principle of Development Control 12 in the Mixed Use (Glenside) Zone will be amended so that the following land uses are identified as Category 1 for the purposes of notification in Policy Area 1 (i.e. no notification required):

- Art studio
- Child Care Centre
- Community Centre
- Consulting Room
- Hospital
- Laboratory
- Office
- Pre-School
- Primary School
- Shop (where the total retail floor area in the Policy Area is less than 9500 square metres)
- Supported Accommodation

All of these land uses are contemplated and/or considered desirable within Policy Area 1 of the Mixed Use (Glenside) Zone. It is also considered that the impacts associated with such development can be effectively assessed with the range of proposed new planning guidelines relating specifically to this site without the need for neighbour notification.

5. STATEMENT OF STATUTORY COMPLIANCE

5.1 Introduction

Section 26 of the Development Act 1993, prescribes that a Development Plan Amendment must assess the extent to which the proposed amendment:

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

5.2 Accords with the Planning Strategy

Relevant strategies from the *Planning Strategy for Metropolitan Adelaide (2007)* are summarised in section 2.2 of this DPA, along with comments as to how the DPA accords with these strategies. As indicated, the DPA complies with the strategies set out in the Planning Strategy for Metropolitan Adelaide and it is the intent of the DPA to support the achievement of the Planning Strategy's policies.

5.3 Accords with other parts of the Development Plan

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

The area affected by this DPA relates entirely to the Mixed Use (Glenside) Zone within the City of Burnside. The proposed new Policy Area for the Glenside Campus is based on the established structure for other existing policy areas in that zone. The amendments to the Development Plan proposed by this DPA seek to support a wider mix of land uses on the site including housing diversity and affordability; supported accommodation; designated areas of open space; and offices and retail adjacent to an existing neighbourhood activity centre.

In formulating the policy framework for the new Policy Area 1, consideration has been given to existing development and policies guiding development in areas adjacent to the affected area such as street setbacks and building heights.

5.4 Complements the policies in the Development Plans for adjoining Council Areas

The DPA has had regard to the existing objectives of the adjoining City of Unley and Adelaide City Council Development Plans. The amendment is unlikely to affect the intent of the Development Plan policies of the adjoining Council areas.

5.5 Satisfies the requirements prescribed by the Regulations

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

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

REFERENCES/BIBLIOGRAPHY

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- Site Infrastructure Supply Authority Connections–Glenside Campus* (2007), Systems Solutions
- South Australia's Strategic Plan* (2007), SA Government
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- Unley (City) Development Plan* (May 2006), SA Government



Development Act 1993

Burnside (City) Development Plan

**Glenside Campus Development Plan
Amendment**

By the Minister

THE AMENDMENT



Development Act 1993

Amendment Instructions Table – Development Plan Amendment

Name of Local Government Area: CITY OF BURNSIDE

Name of Development Plan(s): BURNSIDE (CITY) DEVELOPMENT PLAN

Name of DPA: GLENSIDE CAMPUS DEVELOPMENT PLAN AMENDMENT

These amendment instructions are based on the Burnside (City) Development Plan dated Consolidated 13 December 2007. If this Development Plan has been updated in the meantime, it is possible that the numbering cited here does not match the new version.

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 Instruction Number	<ul style="list-style-type: none"> • OBJECTIVE (OBJ) • PRINCIPLE OF DEVELOPMENT CONTROL (PDC) • DESIRED CHARACTER STATEMENT (DCS) • MAP/TABLE No • OTHER (SPECIFY) 	Method of change. <ul style="list-style-type: none"> • DELETE • REPLACE • INSERT 	Renumbering required (Y/N)	Subsequent cross-references requiring update (Y/N) if yes please specify.	Policy
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REGIONAL OR METROPOLITAN PROVISIONS (including figures and illustrations contained in the text)

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

N/A	N/A	N/A	N/A	N/A
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ZONE AND/OR POLICY AREA PROVISIONS (including figures and illustrations contained in the text)

MIXED USE (GLENSIDE) ZONE

1	Objective 1	Replace Objective 1 with the following: 'A zone accommodating, within designated areas, office, residential, educational, hospital, consulting room and shopping activities.'	No	No
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2	Objective 2	Insert the word 'historic' immediately after the word 'existing'.		
3	Principles of Development Control 7 and 8	Delete the whole of PDC 7 and 8.	Yes	No
4	Principle of Development Control 9(f)	Insert the words 'except in Policy Area 1,' at the end of PDC 9 part (f).	No	No
5	Principle of Development Control 10	Replace PDC 10 with the following: 'Development should be designed so as to reasonably maintain the privacy of hospital patients.'	No	No
6	Principle of Development Control 11 (non-complying development)	Amend the non-complying development list by: <ul style="list-style-type: none"> • Inserting the words 'except in Policy Area 1' after each of the following: 'Consulting Rooms, Light Industry, Post Office, Service Industry, Shop, Shop and Dwelling' • Inserting 'Hotel in Policy Area 1' in alphabetical order • Replacing the text after the words 'Office' with 'except in Policy Areas 1 and 3'. 	No	No
7	Principle of Development Control 12 (Category 1)	Insert the following kinds of development in alphabetical order: 'Art Studio in Policy Area 1 Child Care Centre in Policy Area 1 Community Centre in Policy Area 1 Consulting Room in Policy Area 1 Hospital in Policy Area 1 Laboratory in Policy Area 1 Office in Policy Area 1 Pre-School in Policy Area 1 Primary School in Policy Area 1 Shop or group of shops in Policy Area 1 where the total gross leasable retail floor space (existing and proposed) does not exceed 9500 square metres Supported Accommodation in Policy Area 1'.	No	No
8	Mixed Use (Glenside) Zone Policy Areas Fig MU(G)/1	Replace Fig MU(G)/1 and insert new Fig MU(G)/2 as contained in Attachment B in the	No	No

		Zone text.		
MIXED USE (GLENSIDE) ZONE – POLICY AREA 1				
9	Whole of Policy Area 1	Replace the heading ‘Mixed Use (Glenside) – Policy Area 1’ and associated text with the contents of Attachment A.	No	No
MIXED USE (GLENSIDE) ZONE – POLICY AREA 2				
10	Objective 2	Delete all the text from the beginning of ‘Objective 2’ up to the heading ‘Principles of Development Control’.	No	Yes
11	Principles of Development Control 1, 2, 6, and 7.	Delete the whole of PDCs 1, 2, 6 and 7.	Yes	No
TABLES				
N/A	N/A	N/A	N/A	N/A
MAPPING (Structure Plans, Overlays, Enlargements, Zone Maps & Policy Area Maps)				
12	Structure Plan Map Bur/1 (Overlay 1) and Open Space Map Bur/1 (Overlay 3)	Replace Map Bur/1 (Overlay 1) and Open Space Map Bur/1 (Overlay 3) with the contents at Attachment C.	No	Yes

ATTACHMENT A

(Mixed Use (Glenside) – Policy Area 1)

Mixed Use (Glenside) – Policy Area 1

Introduction

The desired character, objectives and principles of development control that follow apply to that part of the Mixed Use (Glenside) Zone referred to as Policy Area 1 shown on Fig MU(G)/1. They are additional to those expressed for the whole of the Mixed Use (Glenside) Zone and for the council area as a whole and, in cases of apparent conflict, take precedence over the more general Council-wide and Mixed Use (Glenside) Zone provisions.

Desired Character

The Policy Area will contain a range of land uses located generally in accordance with Concept Plan Fig MU(G)/2. While these designated land use areas provide a signal to the primary intended land use pattern, the boundaries of each area will be flexible to allow innovation in the design process to achieve the desired overall built form. In addition, each land use area may contain uses of a complementary or supportive nature that will take advantage of synergies between activities, while minimising the potential for conflict and ensuring the long-term presence and viability of hospital and associated activities.

The overall urban form will:

- promote high levels of integration and permeability between the primary land use areas
- maximise connections with surrounding residential areas, community services and facilities and public transport, through a modified grid system of streets, pedestrian and bicycle paths, open spaces, and plazas
- create attractive, well landscaped, legible and liveable environments
- convey a unique sense of place to residents and visitors
- provide for a safe, secure, crime resistant environment where land use and building design/siting facilitate surveillance by the community.

The division of land, movement networks, and built form will take cues from the layout and scale of the State Heritage Places located in the central part of the Policy Area by:

- reinforcing the historic layout of these Places, in particular:
 - (a) the formalisation of the primary vehicle access from Fullarton Road to the turning loop west of the main Administration Building
 - (b) the alignment between the main Administration Building and the State Heritage Places either side of the main Administration Building
- establishing a layout of built form that complements the spaces between individual State Heritage Places
- ensuring the scale of development complements the State Heritage Places.

Through the use of setbacks and building design, development will also be sympathetic to the scale of development in residential areas adjoining the Policy Area.

State Heritage Places towards the centre of the Policy Area will be sensitively adapted for offices, theatres, art studios, community facilities and other culturally orientated uses; or residential activity. There will also be new buildings near these State Heritage Places that accommodate similar uses.

Buildings up to six storeys in height are considered appropriate in the mixed use and arts areas shown on Concept Plan Fig MU(G)/2, with development in other parts of the Policy Area being of a lesser number of storeys.

Development within the mixed use area in the south-western corner and along the western edge of the Policy Area should be of a size and type that does not adversely impact upon the function of established centres. The range of non-residential uses appropriate within the mixed use area will be the same as those expected in a neighbourhood centre, including offices. However, carefully designed and integrated residential development will also enhance the function of this mixed use area.

Built form in the mixed use area should be striking in appearance as a key landmark along Fullarton Road, and provide a carefully articulated and welcoming external presentation to all sides. In addition, the layout of development in this area should create opportunities to connect other parts of the Policy Area with Glen Osmond Road via pedestrian and bicycle paths.

A range of innovative dwelling types and styles will cater for a diversity of households, with higher dwelling densities located in areas close to commercial and community facilities, as well as areas of open space. A minimum of 15% of the total housing stock will also be for affordable housing, including housing for people with special needs.

Development generally should:

- create visual interest through building articulation and the use of materials
- incorporate energy efficient building design elements
- provide opportunities for storing and re-use of stormwater.

Areas of open space, particularly in the north-west corner of the Policy Area, will cater for stormwater management and create a pleasant environment for recreation and relaxation.

Established large trees will be retained in public open spaces, road reserves and areas set-aside for landscaping. Landscaping will include drought-tolerant vegetation that is sustainable and complements the built form, while also catering for different types of recreation throughout the Policy Area.

Due to previous activities within the area, remediation of contaminated land may be necessary to ensure it is suitable for the intended use.

OBJECTIVES

Objective 1: Development that achieves the Desired Character for the Policy Area and is undertaken in accordance with Concept Plan Fig MU(G)/2.

PRINCIPLES OF DEVELOPMENT CONTROL

Form of Development

- 1** Development that contributes to the Desired Character of the Policy Area and is consistent with Concept Plan Fig MU(G)/2.
- 2** Road reserves should be of a width and alignment that can:
 - (a) provide for safe and convenient movement of projected volumes of cars and other users including trucks servicing hospital, arts and commercial activities, as well as accommodate on-street parking
 - (b) provide for footpaths, cycle lanes and shared-use paths for the safety and convenience of residents and visitors

- (c) accommodate street tree planting, landscaping and street furniture
 - (d) accommodate the location, construction and maintenance of stormwater management and public utilities, including information technology infrastructure
 - (e) provide unobstructed, safe and efficient vehicular access to individual allotments and sites
 - (f) allow for the efficient movement of service and emergency vehicles.
- 3** Land division should provide open space and movement networks that enable safe and convenient access to public facilities, community services, activity centres, public transport, adjacent future development sites and to the existing surrounding residential areas.
- 4** Land division should:
- (a) establish a pattern of development that reinforces the historical elements of the Policy Area by creating an appropriate setting for State Heritage Places, the turning loop west of the Administration Building and entrance driveway to Fullarton Road
 - (b) facilitate the provision of a broad range of housing options.

Open Space and Landscaping

- 5** Neighbourhood parks should be at least 0.5 hectares and generally closer to 1 hectare in size, and be provided within 500 metres of households that they serve, while local parks should generally be a minimum of 0.2 hectares in size, and should be centrally located within a residential area, close to schools, shops and generally within 300 metres of households that they serve.
- 6** The designated open space / stormwater management area shown on Concept Plan Fig MU(G)/2 should provide opportunities for a range of passive and active recreational pursuits.
- 7** Buildings within the designated hospital area should be complemented by open spaces in the form of courtyards, gardens, and terraces to enhance the experience and enjoyment for hospital clients and visitors, as well as provide links to other areas of open space adjacent to the hospital.
- 8** Open spaces and recreation areas should be located and designed to maximise safety and security by:
- (a) ensuring that their edges are overlooked by housing, commercial or other development that can provide effective informal surveillance
 - (b) ensuring that small parks and playgrounds have more than one entrance or exit when fenced
 - (c) locating play equipment where it can be informally observed by nearby residents and users during expected times of use
 - (d) clearly defining the perimeters of play areas
 - (e) providing lighting around facilities such as toilets, telephones, seating, litter bins, bike storage and car parks
 - (f) focusing pedestrian and bicycle movement after dark along clearly defined, adequately lit routes with observable entries and exits.
- 9** Development in public open space should:
- (a) be clustered where practical to ensure the majority of the site remains open
 - (b) where practical, be developed for multi-purpose use
 - (c) be constructed to minimise the extent of associated hard paved areas.
- 10** Landscaping associated with open space and recreation areas should:
- (a) not compromise the effectiveness of stormwater management
 - (b) provide shade and windbreaks along cyclist and pedestrian routes, around picnic and barbecue areas and seating, and in car parking areas

- (c) maximise opportunities for informal surveillance throughout the park
- (d) enhance the visual amenity of the area and complement existing buildings
- (e) be designed and selected to minimise maintenance costs
- (f) provide habitat for local fauna by utilising native vegetation as much as possible.

Street Setbacks and Height

- 11** Buildings should be setback from the allotment boundary on the primary road frontage in accordance with the following:
- (a) a minimum of 8 metres from Greenhill Road, in addition to any distance required for road widening under the Metropolitan Road Widening Plan
 - (b) a minimum of 6 metres from Flemington Street
 - (c) excluding Fullarton Road, a minimum of 1 metre where:
 - (i) any part of the allotment or proposed allotment has a direct frontage to a public reserve greater than 2000 square metres or to a public road adjacent to a public reserve greater than 2000 square metres, and
 - (ii) no part of the frontage is required for vehicle access and parking purposes (excluding on-road parking)
 - (d) excluding Fullarton Road, a minimum of 2.5 metres in all other cases (excluding minor protrusions such as a porch, portico, eave, verandah, balcony or similar).
- 12** Development fronting Fullarton Road should be setback to allow significant trees to be incorporated within landscape areas and to accommodate potential road widening requirements.
- 13** Development should not exceed (from finished ground level):
- (a) six storeys in the mixed use area shown on Concept Plan Fig MU(G)/2
 - (b) six storeys in the arts area shown on Concept Plan Fig MU(G)/2
 - (c) two storeys in the residential area and the smaller hospital area adjacent to Amber Woods Drive shown on Concept Plan Fig MU(G)/2 when abutting a site containing residential development that is within an adjoining zone or policy area
 - (d) five storeys in the remaining parts of the Policy Area.
- 14** Development exceeding two storeys in height should:
- (a) be appropriate to the size of the allotment on which it is to be constructed and the width of the street on which it is located
 - (b) be setback and designed so as to complement State Heritage Places or other nearby buildings and structures.

Vehicle Access

- 15** Vehicle access should be provided in accordance with Fig MU(G)/2 and include:
- (a) a primary access point off Fullarton Road
 - (b) secondary access points off Greenhill Road, Fullarton Road and Flemington Street
 - (c) a secondary access point adjacent to the Frewville Shopping Centre that integrates land uses north and south of the historical bluestone wall along the southern boundary of the Policy Area.
- 16** Vehicle access to Flemington Street should be designed to support the functional requirements of the hospital while discouraging through-traffic in residential areas.
- 17** Development involving the establishment of vehicular access between land uses either side of the historical bluestone wall, adjacent to the Frewville Shopping Centre, should:
- (a) minimise disturbance to the wall

- (b) enhance the heritage significance of the wall, such as through improved visual and pedestrian access.

18 Vehicular access to individual allotments should not be provided from Greenhill Road or Fullarton Road.

Residential Development

Density

19 Development should comprise primarily medium density dwellings, including a minimum of 15 per cent affordable housing. Dwellings should conform with the following minimum site areas (and in the case of group dwellings and residential flat buildings, an average site area per dwelling):

Detached Dwelling	Semi-detached dwelling	Row dwelling	Group dwelling	Residential flat building
270	220	150	250	150

20 Dwellings on site areas of less than those prescribed above should occur only where the buildings are of a scale and character compatible with the Desired Character for the Policy Area, and are designed to minimise adverse impacts such as garage dominance, overshadowing and overlooking.

21 Allotments with an area less than 300 square metres should generally be square or rectilinear in shape with a minimum dimension of 6 metres. The number of irregular shaped allotments should be minimised.

Setbacks

22 Ground floor dwellings and accommodation should positively contribute to active and safe streets by incorporating at least one of the following:

- (a) front landscaping or terraces that contribute to the spatial and visual structure of the street while maintaining adequate privacy for apartment occupants
- (b) individual entries for ground floor accommodation.

23 Where residential development is setback from side and rear boundaries, the setback should be progressively increased as height increases to minimise the visual impact and overshadowing of adjoining properties by ensuring that:

- (a) side walls with a maximum height of 3 metres are setback a minimum of 1 metre
- (b) side walls with a maximum height of 6 metres are setback a minimum of 2 metres
- (c) side walls greater in height than 6 metres are setback 2 metres plus the increase in wall height above 6 metres
- (d) single storey components of buildings are setback a minimum of 3 metres from the rear boundary (except where the rear boundary adjoins a service lane, in which case the distance may be reduced to 0 metres)
- (e) except where adjacent to the private open space of a dwelling located outside of the Policy Area, two and three storey components of buildings are setback a minimum of 5 metres from the rear boundary unless:
 - (i) the rear boundary adjoins a service lane, in which case the distance may be reduced to 0 metres
 - (ii) it can be demonstrated that a lesser setback to a minimum of 3 metres:

- (a) maintains solar access for adjoining properties
 - (b) minimises the loss of visual and acoustic privacy for future residents
 - (c) avoids direct overlooking of private open space areas of any adjoining sites from upper level living rooms
 - (d) allows for the provision of sufficient private open space.
 - (f) two storey components of buildings are setback at least 5 metres from the private open space associated with a dwelling that is located outside of the Policy Area.
- 24** Four or more storey components of buildings should be set back a suitable distance from the property boundaries to minimise undesirable impacts on nearby development, including overshadowing and overlooking.
- 25** Any wall of a dwelling located on a side boundary should have no openings and:
- (a) be located abutting the wall of an existing or simultaneously constructed building on the adjoining land to the same or lesser length and height, or
 - (b) where a building envelope plan exists for the adjoining land that proposes a wall on the side boundary, be constructed to the same or lesser length and height as provided for by that plan, and
 - (c) ensure pedestrian access to the rear of the site along one side of the dwelling is provided, unless one of the following is achieved:
 - (i) access is provided directly via a carport or garage and avoids the need to enter other parts of a dwelling
 - (ii) an acceptable alternative method of gaining access to the rear of a dwelling is provided, including a rear access or service lane.
- 26** Buildings on corner allotments (excluding minor protrusions such as a porch, portico, eave, verandah, balcony or similar) should:
- (a) be set back from the allotment boundary on the secondary frontage a minimum of 1.5 metres
 - (b) address both street frontages
 - (c) achieve adequate privacy to the dwelling and private open space.

Site Coverage

- 27** Site coverage for dwellings should be limited to ensure sufficient space is provided for:
- (a) pedestrian and vehicle access and vehicle parking
 - (b) domestic storage
 - (c) outdoor clothes drying
 - (d) a rainwater tank
 - (e) private open space and landscaping
 - (f) front, side and rear boundary setbacks that contribute to the desired character of the area
 - (g) convenient storage of household garbage and recycling receptacles.
- 28** A residential building or buildings should not have a ground floor area, measured from the external faces of the walls of the building, or buildings (or in the case of a carport, the outer edge of supporting columns) of more than 60 percent of the area of the site.

Private Open Space

29 Dwellings should include private open space which conforms to the following requirements:

Allotment Area of Dwelling (m²)	Minimum Area and Characteristics of Private Open Space
Greater than 250m ²	<p>(a) 10% of the allotment, of which balconies, roof patios etc can comprise part of this area provided the area of each balcony, roof patio, etc is 10 square metres or greater</p> <p>(b) contain one primary useable part of the private open space which is directly accessible from a living room within the dwelling and has an area of 15 square metres with a minimum dimension of 3 metres and a maximum gradient of 1 in 10.</p>
Less than or equal to 250m ²	<p>(a) 25m², where 10m² is directly accessible from a living room and has a minimum dimension of 3 metres and a maximum gradient of 1 in 10</p> <p>(b) 20m² where:</p> <ul style="list-style-type: none">(i) the dwelling has no more than two bedrooms (or rooms that could reasonably be used as bedrooms) and a total floor area of not more than 110 square metres(ii) separate areas are provide for a rainwater tank and the storage of refuse and recycling bins(iii) 10 square metres is directly accessible from a living room and has a minimum dimension of 3 metres and a maximum gradient of 1 in 10. <p>(N.B. Part of the private open space can comprise balconies, roof patios, and similar open space areas provided each area is at least 8.)</p>

30 Dwellings that do not have a ground floor level should include minimum private open space (a balcony) of at least:

- (a) 8 square metres for one bedroom units
- (b) 11 square metres for two bedroom units
- (c) 15 square metres for three or more bedroom units.

Garages and Carports

31 Garages and carports facing the street (other than an access laneway) should be designed with a maximum width of 50 per cent of the allotment or building site frontage so as not to dominate the streetscape.

Roof Structures

32 Structures located on the roofs of buildings to house plant and equipment should form an integral part of the building design in relation to external finishes, shaping and colours.

Affordable Housing

- 33** Affordable housing should be located to optimise access to shops, social services and facilities, or public transport.
- 34** Affordable housing should be distributed throughout the policy area to avoid over-concentration of similar types of housing in a particular area.

Supported Accommodation

- 35** Supported accommodation, including nursing homes, hostels, retirement homes, retirement villages, residential care facilities and special accommodation houses, should be:
 - (a) located within walking distance of essential facilities such as convenience shops, health and community services and public transport
 - (b) located where on-site movement of residents is not unduly restricted by the slope of the land
 - (c) sited and designed to promote interaction with other sections of the community, without compromising privacy
 - (d) of a scale and appearance that reflect the residential style and character of the locality
 - (e) provided with public and private open space and landscaping to meet the needs of residents.
- 36** Supported accommodation should be designed to provide safe, secure, attractive, convenient and comfortable living conditions for residents that include:
 - (a) ground-level access or lifted access to all units
 - (b) internal communal areas and private spaces
 - (c) an interesting and attractive outlook from units and communal areas
 - (d) useable recreation areas for residents and visitors, including visiting children
 - (e) adequate living space allowing for the use of wheelchairs with an attendant
 - (f) spaces to accommodate social needs and activities, including social gatherings, internet use, gardening, keeping pets, preparing meals and doing personal laundry
 - (g) storage areas for items such as boats, trailers and caravans
 - (h) storage for items such as small electric powered vehicles and other personal items, including facilities for recharging small electric powered vehicles
 - (i) mail boxes and waste disposal areas within easy walking distance of all units.
- 37** Access roads within supported accommodation development should:
 - (a) not have steep gradients
 - (b) provide convenient access for emergency vehicles, visitors and residents
 - (c) provide space for manoeuvring cars and community buses
 - (d) include kerb ramps at pedestrian crossing points
 - (e) have level-surface passenger loading areas.
- 38** Car parking associated with supported accommodation should:
 - (a) be conveniently located on site within easy walking distance of resident units
 - (b) be adequate for residents, staff, service providers and visitors
 - (c) include private parking spaces for independent living units
 - (d) include separate and appropriately marked places for people with disabilities and spaces for small electrically powered vehicles
 - (e) include covered and secure parking for residents' vehicles
 - (f) have slip-resistant surfaces with gradients not steeper than 1 in 40

- (g) allow ease of vehicle manoeuvrability
- (h) be designed to allow the full opening of all vehicle doors
- (i) minimise the impact of car parking on adjacent residences owing to visual intrusion and noise
- (j) be appropriately lit to enable safe and easy movement to and from vehicles.

39 Accommodation for the aged and disabled at a higher density than prescribed elsewhere in the Policy Area is appropriate, provided the amenity of adjoining development is not unreasonably compromised.

Non-Residential Development in Predominantly Residential Areas

- 40** Non-residential development within primarily residential parts of this Policy Area, such as childcare facilities, educational facilities, small-scale places of worship (up to 30 worshippers in any one session), recreational facilities and open space, may be developed provided that they are of a nature and scale that:
- (a) serve the needs of the local community
 - (b) are consistent with the character of the locality
 - (c) do not detrimentally impact on the amenity of nearby residents.

Mixed Use Development

- 41** Development comprising a shop or group of shops should:
- (a) be located primarily within the area designated for mixed use on Fig MU(G)/2
 - (b) not exceed 9500 square metres in total gross leasable retail floor space throughout the Policy Area (existing and proposed)
 - (c) be consistent with the types of retail activities appropriate to a neighbourhood centre.
- 42** Within the area designated for mixed use on Fig MU(G)/2, development:
- (a) may comprise offices, shops, consulting rooms and other similar complementary uses
 - (b) may include residential development provided it does not prejudice the operation of non-residential activities
 - (c) should be undertaken in a manner that encourages integration with the activities in the adjoining Neighbourhood Centre Zone
 - (d) should incorporate the following design elements, which are additional to those mentioned elsewhere in the Policy Area:
 - (i) public spaces such as malls, plazas, courtyards and parks
 - (ii) street furniture, including lighting, signs, litter bins, seats and bollards, that is sited and designed to complement the desired character
 - (iii) unobtrusive facilities for the storage and removal of waste
 - (iv) public facilities including toilets, infant changing facilities for parents, seating, litter bins, telephones and community information boards.
- 43** Development in the areas designated for mixed use and office development on Fig MU(G)/2 should:
- (a) incorporate underground/basement car parking spaces to create positive integration between pedestrian level and the adjoining land uses
 - (b) have dual frontage to the east (towards the centre of the Policy Area) and to the west (Fullarton Road) and be compatible with adjoining land uses—such as dwellings, offices and other shops—through the use of landscaping, screen walls, careful orientation, location of access ways, buffer strips and transitional use areas
 - (c) incorporate the following design elements:
 - (i) access to public and community transport and sheltered waiting areas for passengers
 - (ii) lighting for pedestrian paths, buildings and associated areas

- (iii) a unified landscaping theme
- (iv) safe and secure bicycle parking.

- 44** Buildings along the Fullarton Road frontage should:
- (a) be sited so as to maintain views of the State Heritage Places from the entrance of the primary vehicle access on Fullarton Road
 - (b) make provision for the retention of existing trees in the design and layout of buildings.

Car Parking

- 45** On-site parking should be provided in accordance with Table Bur/5, unless it can be demonstrated that fewer car parks would meet the car parking needs associated with the development. Such a decision may have regard to one or more of the following:
- (a) the provision of shared use car parking where the peak parking demand for different activities occurs at different times
 - (b) evidence is provided that a lesser parking demand has been applied to similar uses elsewhere
 - (c) ease of access to public transport.
- 46** Semi-basement or undercroft garaging of vehicles should not project above natural or finished ground level by more than one metre and should occur only where:
- (a) the overall height and bulk of the development does not adversely impact on streetscape character or the amenity of adjacent properties
 - (b) vehicles can safely exit from the site without compromising pedestrian safety or causing conflict with other vehicles
 - (c) driveway gradients provide for safe and functional entry and exit
 - (d) driveways and adjacent walls, fencing and landscaping are designed to provide adequate sightlines from vehicles to pedestrians using the adjacent footpath
 - (e) openings into undercroft garage areas are designed to integrate with the main building so as to minimise visual impacts
 - (f) adjacent landscaping, mounding and/or fencing is incorporated to improve its presentation to the street and to adjacent properties
 - (g) the overall streetscape character of the locality is not adversely impaired (e.g. visual impact, building bulk, front setbacks relative to adjacent development).

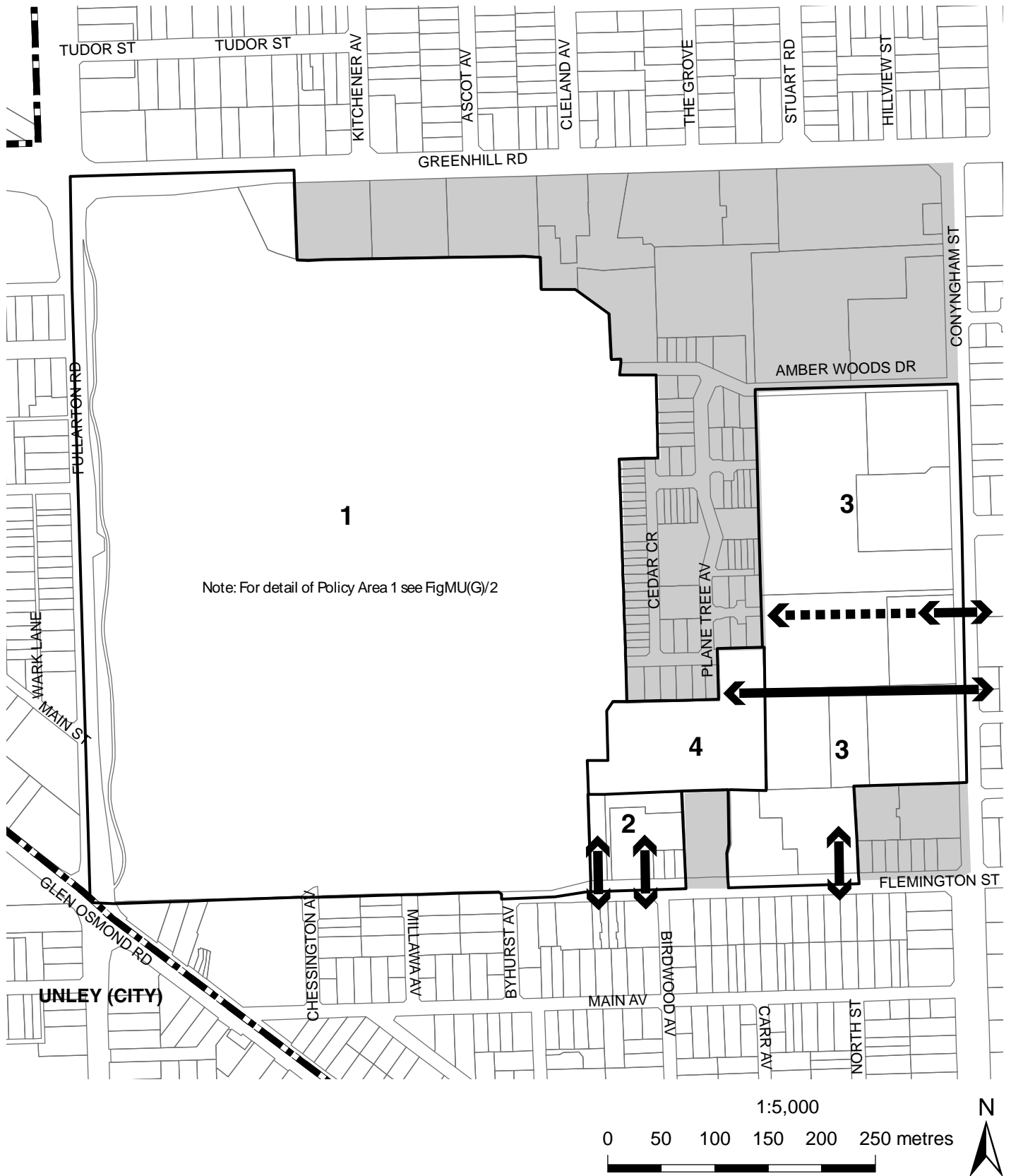
Trees and Fencing

- 47** Significant trees should be incorporated as landscape features within public parks, road reserves, plazas and other similar spaces.
- 48** Fences and walls, including retaining walls, should:
- (a) not result in damage to neighbouring trees
 - (b) be compatible with the associated development and with existing predominant, attractive fences and walls in the locality
 - (c) enable some visibility of buildings from and to the street to enhance safety and allow casual surveillance
 - (d) incorporate articulation or other detailing where there is a large expanse of wall facing the street
 - (e) assist in highlighting building entrances
 - (f) be located and limited in height so as to ensure adequate sight lines for motorists and pedestrians especially in the case of corner sites





- (g) in the case of side and rear boundaries, be of sufficient height to maintain privacy and/or security without adversely affecting the visual amenity or access to sunlight of adjoining land
- (h) be constructed of non-flammable materials.

ATTACHMENT B

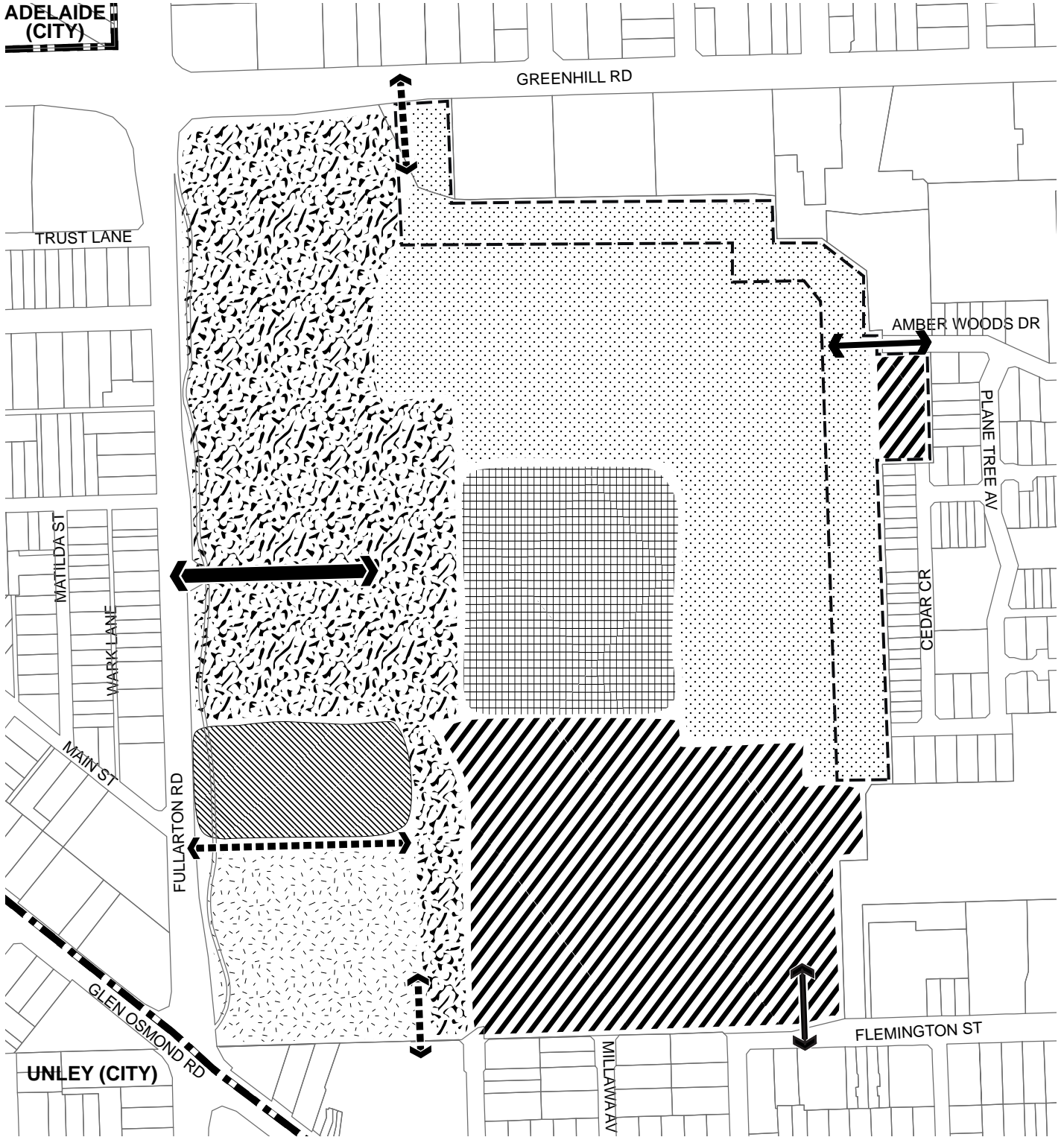
**(Policy Areas Figure MU(G)/1 and
Concept Plan Figure MU(G)/2)**














POLICY AREAS

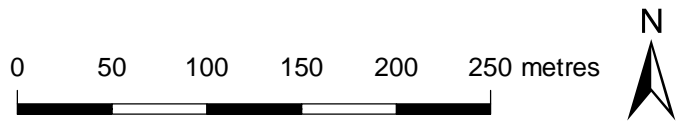
- 1 Hospital / Arts / Residential / Shopping / Office
- 2 Residential
- 3 Office and Technology
- 4 Education
-  Access Point
-  Possible Access Point
-  Excluded (Residential Zone)
-  Policy Area Boundary

**BURNSIDE (CITY)
MIXED USE (GLENSIDE) ZONE
POLICY AREAS
CONCEPT PLAN
Fig MU(G)/1**



Note: This Concept Plan is indicative only. The final location of access points and the arrangement of land use areas may change as a result of detailed land division and urban design outcomes that achieve the desired character for the policy area.

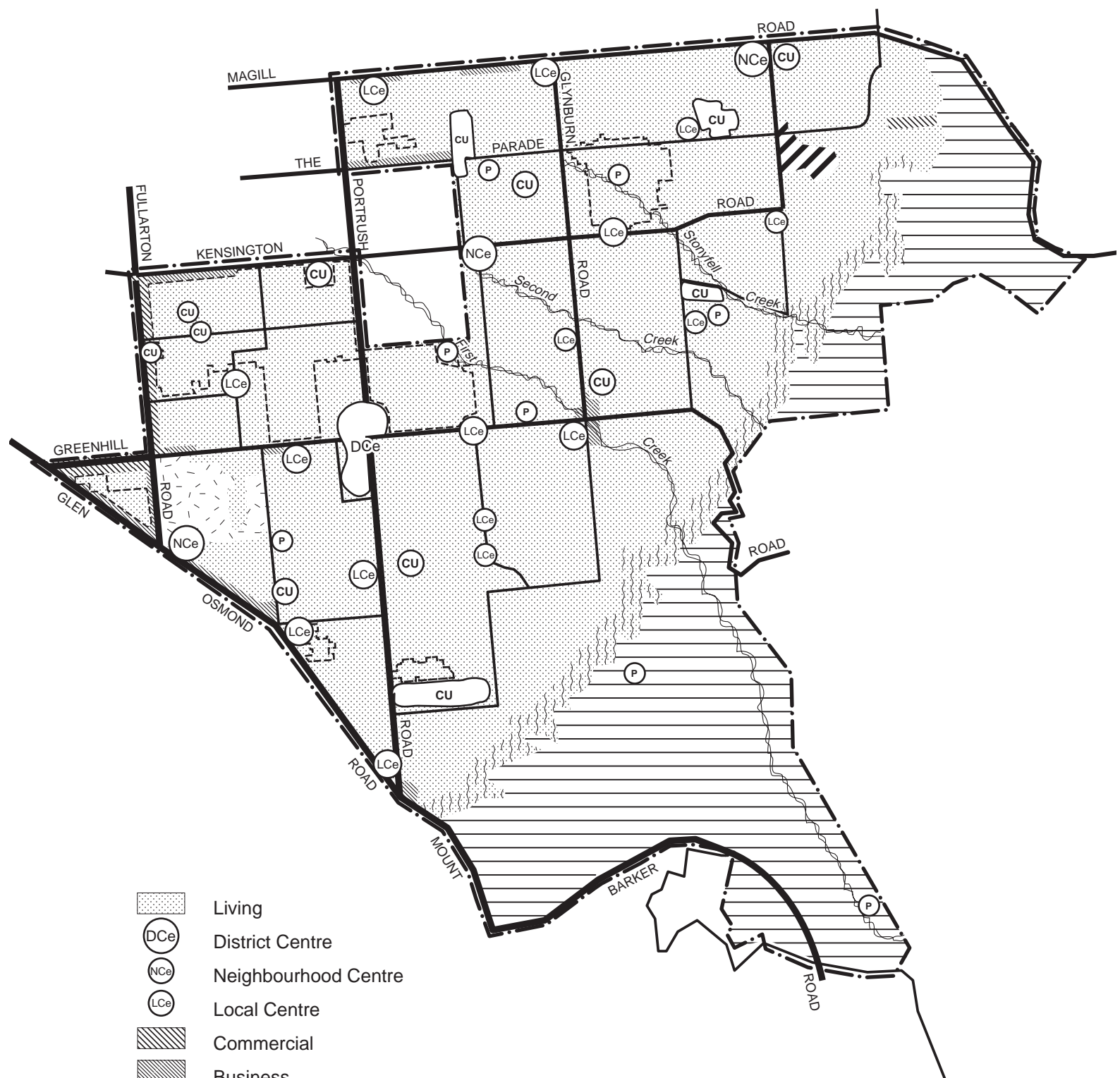
-  Open Space / Stormwater Management
-  Hospital
-  Arts
-  Residential
-  Mixed Use
-  Office
-  Primary Access Point
-  Secondary Access Point
-  Proposed Secondary Access Point
-  Maximum 2 Storey Building Height
-  Development Plan Boundary





















BURNSIDE (CITY)
MIXED USE (GLENSSIDE) ZONE
POLICY AREA 1
CONCEPT PLAN
Fig MU(G)/2

ATTACHMENT C

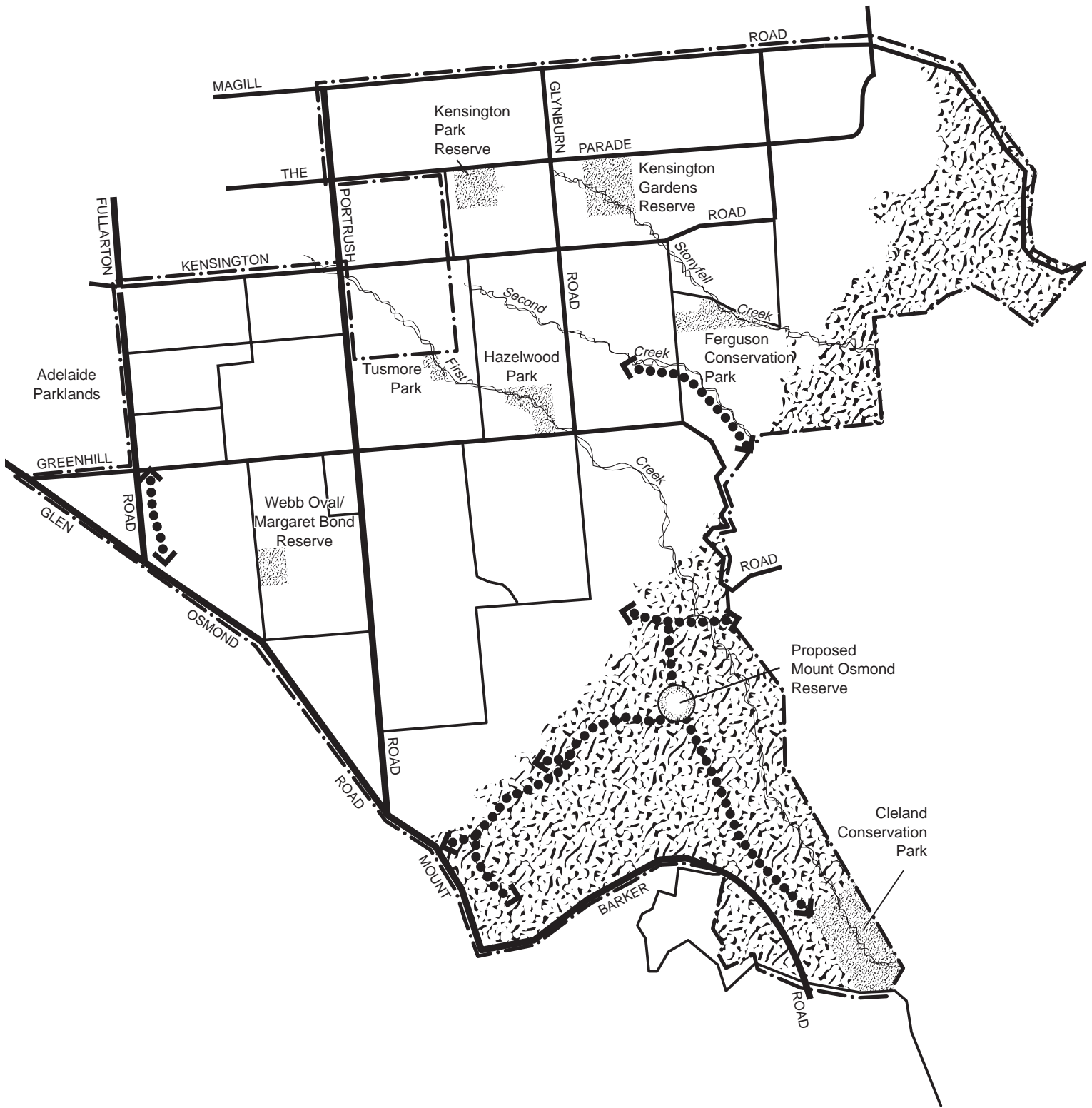
**(Structure Plan Map Bur/1 (Overlay 1) and
Open Space Map Bur/1 (Overlay 3))**







-  Living
-  District Centre
-  Neighbourhood Centre
-  Local Centre
-  Commercial
-  Business
-  Wine Associated Uses
-  Historic Conservation
-  Hills Face
-  Hills Face Buffer
-  Community Uses
-  District or Regional Park
-  Mixed Use
-  Primary Arterial Road
-  Secondary Arterial Road
-  Major Collector Road
-  Watercourse
-  Development Plan Boundary

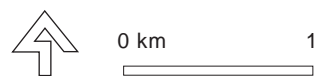


**BURNSIDE (CITY)
STRUCTURE PLAN
MAP Bur/1 (Overlay 1)**



The inclusion of private land in MOSS does not indicate an intention to purchase that land

-  Metropolitan Open Space System
-  District or Regional Park
-  Proposed Park
-  Open Space Link
-  Primary Arterial Road
-  Secondary Arterial Road
-  Major Collector Road
-  Watercourse
-  Development Plan Boundary



BURNSIDE (CITY) DISTRICT AND REGIONAL OPEN SPACE MAP Bur/1 (Overlay 3)

