



Government of South Australia

Department of Planning,
Transport and Infrastructure

Adelaide (City) Development Plan

INSTITUTIONAL (ST ANDREW'S)

Development Plan Amendment

By the Minister

THE AMENDMENT

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

.....
Signature

A handwritten signature in blue ink, appearing to be 'J. ...', written over a dotted line.

.....
Date of Gazette

31 JUL 2014

Approval DPA

Background

The Institutional (St Andrew's) Development Plan Amendment (DPA) by the Minister amends the Adelaide (City) Development Plan.

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

- an Initiation Document which was agreed to by the Minister for Planning on 17 September 2013.
- a DPA released for concurrent agency, council and public consultation from 26 September 2013 to 26 November 2013.
- A Public Meeting conducted by the Development Policy Advisory Committee (DPAC) Public Meeting Subcommittee on 12 December 2013 in Adelaide.

Consultation

A total of ten (10) public submissions, including one from the Adelaide City Council, and five (5) agency submissions were received in relation to the DPA during the consultation period.

The public meeting was well attended, with about 20 people in attendance.

Approval Stage

Based on a review of all submissions and in consideration of the recommendations of DPAC, a number of alterations have been made to the Amendment including:

Institutional (St Andrew's) Zone

- Amending the Desired Character statement and Objective 1 to clearly state that the primary focus for the Zone is medical related activity.
- Amending the Desired Character statement and Objective 1 to include independent medical and allied health facilities as envisaged activity.
- Deleting the second sentence of the third paragraph of Desired Character statement.
- Adding Vincent Street and St John's Lane to the streets that PDC 9(c) relates to.
- In Principle of Development Control 9(d) replacing the words 'any multi-decked car park facades should be designed to disguise their activity when viewed from adjacent streets' with 'any multi-decked car park facades should be designed to complement and integrate with the hospital complex when viewed from adjacent streets'.
- Amending catalyst site Principle of Development Control 10 to remove the reference to commercial and mixed use development.
- Amending traffic and access policy in the zone so that access is obtained from South Terrace where possible (refer Principle of Development Control 15), plus Gilles Street in relation to the hospital site (refer Principle of Development Control 16).
- Amending Principle of Development Control 18(d) to simplify the context for considering other nearby carparking as a potential offset for reduced on site carparking.

Carparking Table Adel/7

- Reinstating disabled carparking requirements for 'mixed use' areas.

Some minor and technical amendments have also been included in the DPA as required.

Rationale for the above Amendments to the DPA

Zone Intent

The submission from the City of Adelaide, along with some community submissions requested that the zone clearly state that its primary focus is for medical related activity. This reflects the zone's intent, so the Desired Character statement and Objective 1 have been amended accordingly.

A community submission requested that the zone reference independent medical and allied health consulting rooms as envisaged activity in the zone. This is consistent with the intent of the zone, so the Desired Character statement and Objective 1 of the zone have been amended to include independent medical and allied health facilities as envisaged activity.

Interface Impacts

Principle of Development Control 9(c) seeks to ensure appropriate building design, scale and massing etc at the residential interface along Gilles Street. Including Vincent Street and St John's Lane in PDC 9(c), given they have similar residential interface, is considered appropriate.

Building siting / setback

Some submissions commented on building siting of new development in the area.

The third paragraph of the Desired Character statement of the zone in the public consultation DPA states that - *'Development will respect the setting and form of the prevailing built form character within the Zone. New buildings should incorporate the open landscaped character derived from the original grand gardens and spacious settings within the Zone.'*

However, the prevailing siting of buildings within the zone is fairly compact, so the second sentence (ie 'requiring an open landscaped character') is inconsistent with the first part of the paragraph (ie 'development will respect the setting and form of the prevailing built form character'). It has therefore been deleted.

Catalyst Sites

The catalyst site policies in the Institutional (St Andrews) Zone were established through the previous Capital City Development Plan Amendment to apply in a number of zones throughout the City of Adelaide, including the Residential (Waverly) Zone (which previously applied to the land subject of this DPA). Principle of Development Control 10 indicated that commercial or mixed use development is appropriate on a catalyst site, which was necessary to be specified in the context of the previous residential zone.

However, in the context of the new Institutional (St Andrew's) Zone, which explicitly allows a range of commercial and mixed use activity, the catalyst site provisions no longer need indicate this. Principle of Development Control 10 has therefore been amended by removing the reference to commercial and mixed use development – so that envisaged land uses are guided by the zone's Desired Character statement, Objectives, and land use related Principles of Development Control.

On Site Carparking and Access

Institutional (St Andrew's) Zone

The local community submissions commented on the possibility of increased traffic in side streets, and requested that access to sites within the proposed Zone be from South Terrace. The St Andrew's Hospital submission suggested that the policy in the draft DPA, which seeks to have access to the hospital site from South Terrace, may be impractical, and should also be allowed from Gilles Street.

The consultation version of DPA sought to have access to the site (other than in relation to the hospital) from side and rear lanes where possible. To minimise impacts on nearby residences, the DPA has been amended so that access to sites within the zone be obtained from South Terrace where possible (refer to Principle of Development Control 15).

In relation to the hospital site, there are a number of existing access points from Gilles Street, as well as from St John's Lane. It is therefore reasonable for access to be maintained from these roads, although any increase in intensity considered should be directed towards either Gilles Street or South Terrace, thereby minimising any increased impacts on the adjoining residential areas. Policy has been amended accordingly (refer to Principle of Development Control 16).

PDC 9(d) has been amended to use alternate wording (ie in place of facilities being 'disguised') in relation to the appearance of multi deck carparking facilities, but still achieves the desired outcome.

PDC 18(d) has been amended to simplify the context for considering other nearby carparking as a potential offset for reduced on site carparking. This includes removing the need for an explicit agreement for shared carparking as part of a proposal, and replacing it with the need for alternate suitable carparking to be available and conveniently located. This change will enable to intent of the policy to be applied more readily.

Carparking Table Adel/7

Disabled carparking requirements for non residential zones were inadvertently deleted from Table Adel/7 in the consultation DPA, and have been reinstated.

Development Act 1993

ADELAIDE (CITY) DEVELOPMENT PLAN

Institutional (St Andrew's) Zone

Development Plan Amendment

THE AMENDMENT

By the Minister

Amendment Instructions Table

Name of Local Government Area:

ADELAIDE CITY COUNCIL

Name of Development Plan:

Adelaide (City) Development Plan

Name of DPA:

Institutional (St Andrew's) Development Plan Amendment

The following amendment instructions (at the time of drafting) relate to the Adelaide (City) Development Plan consolidated on 30 January 2014. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.

Amendment Instructions:

To give effect to the amendments authorised for interim operation on 26 September 2013, except where varied as follows:

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

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

Amendments required: No

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

Amendments required: Yes

Institutional (St Andrew's) Zone

	Replace	Institutional (St Andrew's) Zone Reference '15'	Replace the Institutional (St Andrew's) Zone reference '15' with '11' and relocate the entire zone immediately following the City Frame Zone	N	N
	Replace	The first sentence of the first paragraph of the Desired Character statement	Replace the first sentence of the first paragraph of the Desired Character statement with: 'The Zone will primarily accommodate medical related activity, including a major city hospital supported by a range of medical services and other uses	N	N

			that provide services and facilities for staff, patients and visitors, along with independent medical and allied health facilities.'		
	Delete	The second sentence of the third paragraph of the Desired Character Statement		N	N
	Replace	Objective 1	Replace Objective 1 with: 'A Zone primarily accommodating a hospital, clinical and health training, and allied research and educational facilities, along with independent medical and allied health facilities.'	N	N
	Amend	Principle of Development Control 9(c)	By adding the words: ' , Vincent Street and St John's Lane' immediate after the words 'Gilles Street'.	N	N
	Amend	Principle of Development Control 9(d)	Amend PDC 9(d) by replacing the words 'so as to disguise their activity' with 'to complement and integrate with the hospital complex'	N	N
	Amend	Principle of Development Control 10	By deleting the words: 'comprised of' and 'commercial and mixed use development'	N	N
	Amend	Principle of Development Control 15	Amend PDC 15 by replacing the words: 'minor streets and side and rear lanes unless residential amenity is likely to be detrimentally affected' with 'South Terrace where possible'	N	N
	Amend	Principle of Development Control 16	Amend PDC 16 by adding 'or Gilles Street' immediately following the words 'should be provided off South Terrace'.	N	N
	Replace	Principle of Development Control 18(d)	Principle of Development Control 18(d) with: (d) suitable and conveniently located parking is available elsewhere, for example through: (i) existing or proposed on-street parking (ii) an existing or proposed parking station, multi – level car park or similar (iii) an integrated and/or shared parking arrangement with other land.		
TABLES					
Amendments required: Yes					
	Replace	TABLE Adel/7 On-site Car Parking Provisions, 7 under (and including) the heading Capital City, Main Street and City Frame	With the contents of Attachment A		

		Zones			
MAPPING (Structure Plans, Overlays, Enlargements, Zone Maps & Policy Area Maps)					
Amendments required: Yes					
	Replace	Maps Adel/26 and 32	With the Maps contained in Attachment B		

ATTACHMENT A – ON SITE CAR PARKING PROVISIONS

Capital City, Main Street, City Frame and I1 Institutional (St Andrew’s) Zones

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

Type of Development	Minimum Provision of Car Park Spaces	Maximum Provision of Car Park Spaces
Hospital	1.5 spaces per bed.	-
Low Scale Residential	<p>In the Main Street (O’Connell), Main Street (Hutt), Main Street (Melbourne East) and Main Street (Melbourne West) Zones:</p> <p>1 space per dwelling up to 200 square metres building floor area. At least 2 spaces per dwelling greater than 200 square metres building floor area.</p> <p>Multi-unit dwellings should provide 1 visitor space for each 4 dwellings.</p>	-
Medium to High Scale Residential or Serviced Apartment	<p>In the Main Street (O’Connell), Main Street (Hutt), Main Street (Melbourne East) and Main Street (Melbourne West) Zones:</p> <p>1 space per dwelling up to 200 square metres building floor area.</p> <p>At least 2 spaces per dwelling greater than 200 square metres building floor area.</p>	<p>Within the Primary Pedestrian Area shown on Map Adel/1 (Overlay 2A):</p> <p>1 space for each dwelling with a total floor area less than 75 square metres</p> <p>2 spaces for each dwelling with a total floor area between 75 square metres and 150 square metres</p> <p>3 spaces for each dwelling with a total floor area greater than 150 square metres.</p> <p>Multi-unit dwelling: 1 visitor space for each 6 dwellings.</p>
Non-residential development (excluding tourist accommodation)	<p>In the City Frame, Institutional (St Andrew’s) and Main Street Zones:</p> <p>3 spaces per 100 square metres</p>	<p>In the City Frame, Institutional (St Andrew’s) and Main Street Zones:</p> <p>5 spaces per 100 square metres of gross leasable area</p>

Tourist Accommodation	In the City Frame and Main Street Zones: 1 space for every 4 bedrooms up to 100 bedrooms and 1 space for every 5 bedrooms over 100 bedrooms	In the City Frame and Main Street Zones: 1 space for every 2 bedrooms up to 100 bedrooms and 1 space for every 4 bedrooms over 100 bedrooms
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PARKING FOR PEOPLE WITH A DISABILITY - MINIMUM RATE FOR RESERVED SPACES

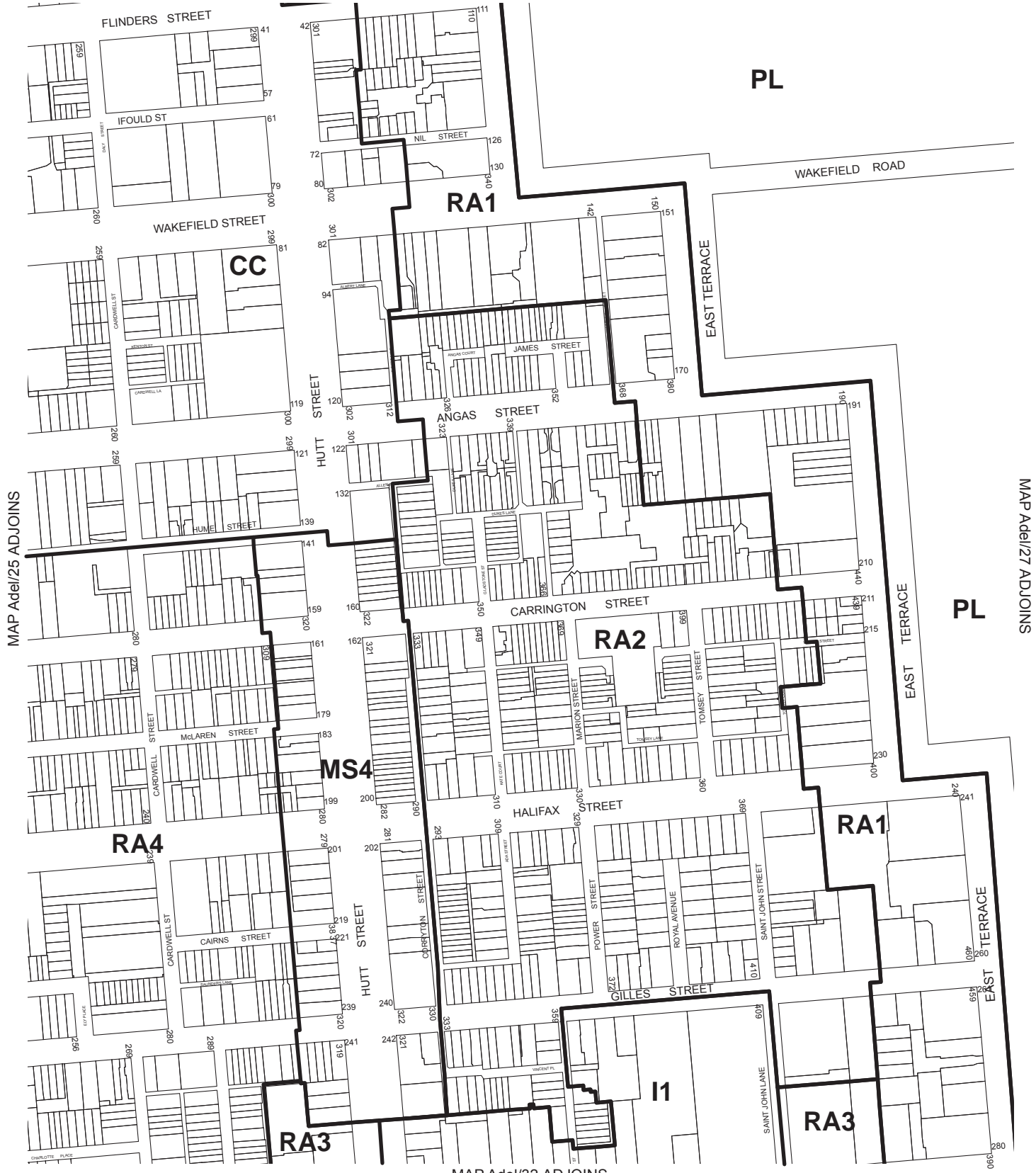
General Requirement

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

People with Disabilities

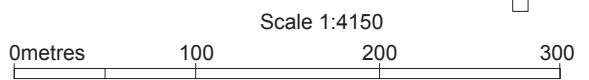
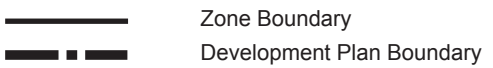
Every second parking space provided for people with special needs shall be reserved for the exclusive use of people with disabilities (i.e. 1 in 30 spaces).

ATTACHMENT B – REPLACEMENT MAPS ADEL/26 & 32

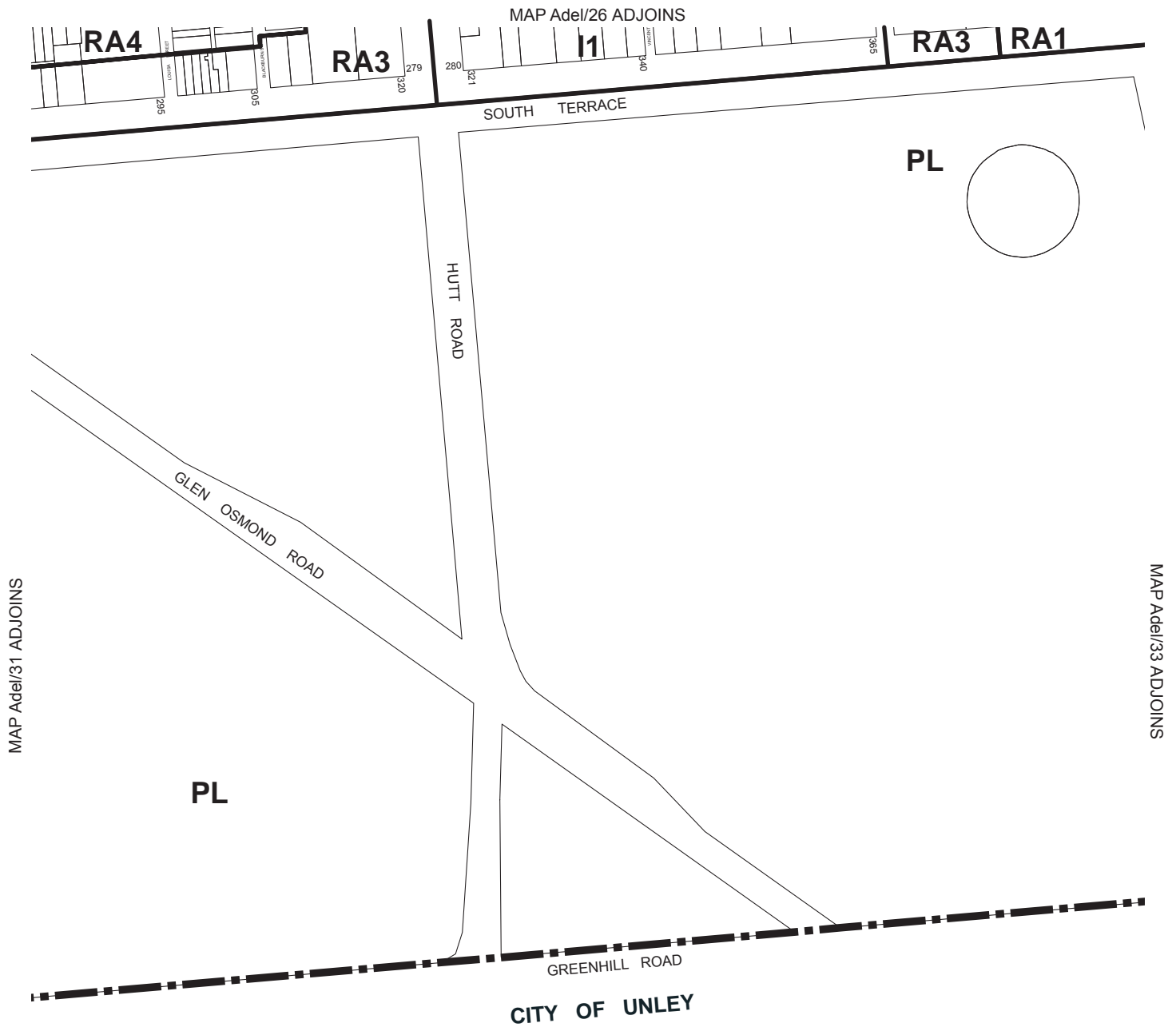


NOTE : For Policy Areas See MAP Adel/57

- CC** Capital City Zone
- I1** Institutional (St Andrew's) Zone
- MS4** Main Street (Hutt) Zone
- PL** Park Lands Zone
- RA1** Residential (East Terrace) Zone
- RA2** Residential (St John's) Zone
- RA3** Residential (Waverly) Zone
- RA4** Residential (Hurtle East) Zone

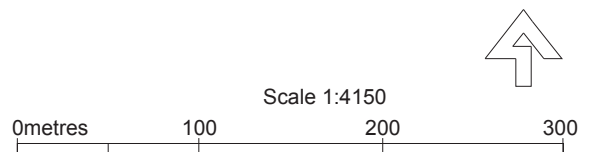


ADELAIDE (CITY) ZONES MAP Adel/26





NOTE : For Policy Areas See MAP Adel/63

- I1 Institutional (St Andrew's) Zone
- PL Park Lands Zone
- RA1 Residential (East Terrace) Zone
- RA3 Residential (Waverly) Zone
- RA4 Residential (Hurtle East) Zone



ADELAIDE (CITY) ZONES MAP Adel/32

-  Zone Boundary
-  Development Plan Boundary



Government of South Australia

Department of Planning,
Transport and Infrastructure

Adelaide (City) Development Plan

INSTITUTIONAL (ST ANDREW'S)

Development Plan Amendment

By the Minister

**EXECUTIVE SUMMARY AND ANALYSIS
FOR CONSULTATION FROM 26
SEPTEMBER 2013 TO 26 NOVEMBER
2013**

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EXECUTIVE SUMMARY

INTRODUCTION

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

In this case, the Minister is undertaking the amendment because he is of the opinion that the matter is of significant social, economic or environmental importance (Section 24(1)(g) of the *Development Act 1993*).

A Development Plan Amendment (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, which may include:
 - Background information
 - Investigations
 - Conclusions and Recommended policy changes
 - Statement of statutory compliance
- References/Bibliography
- Appendices
- The Amendment.

NEED FOR THE AMENDMENT

The South Australian Government is reforming the state's public health care system. In addition to landmark projects such as the new Royal Adelaide Hospital and biomedical precinct on North Terrace, the South Australian Health Care Plan seeks new investment in other major hospitals and new health care centres.

The St Andrew's hospital and its associated medical services form a critical component of the health network for Adelaide and South Australia. The hospital has provided medical and surgical excellence for more than 75 years and is now one of Australia's largest stand-alone independent private hospitals.

With a growing city and inner city population, opportunities to provide improved health and medical facilities must be supported by appropriate planning policies, particularly in locations where clusters of activity can generate improved health outcomes and employment.

The St Andrew's Hospital is currently located within the Residential (Waverley) Zone within the Adelaide (City) Development Plan, which includes policies that place some limitations on the further growth of the St Andrew's hospital site and its surrounds as a 'medical hub'.

This DPA acknowledges the substantial investment on the St Andrew's Hospital site, new construction on the corner of Hutt Street and South Terrace and other

opportunities to continue the mix of land uses and redevelopment opportunities that contribute this important medical precinct.

Reinforcing the important role of this medical precinct is also consistent with the *30-Year Plan for Greater Adelaide* seeking a medium scale, mixed use edge to the Park Lands.

The Minister has brought this DPA into interim operation concurrent with the commencement of public consultation.

AREA AFFECTED

The DPA relates to the St Andrew's medical precinct, affecting land west of Hutt Street fronting South Terrace, up to and including the St Andrew's Hospital Site. Map 1 – Affected Area on the following page shows this area spatially.

This DPA amends the Adelaide (City) Development Plan.

Map 1 – Affected Area



PROPOSED POLICY CHANGES

This DPA proposes to rezone the area of land shown on Map 1 to Institutional (St Andrew's) Zone. The proposed zone seeks to reinforce the current medical precinct and support it evolving into a high quality modern medical hub, servicing the local and wider community. The proposed zone envisages a range land uses

including commercial offices, medical consulting rooms and associated uses, along with opportunity for some residential development and small scale shops and café/restaurants.

Consequential changes to the Residential (Waverly) Zone are also included, to remove references to St Andrew's Hospital and the area up to Hutt Street, which will now be located in the new zone.

LEGAL REQUIREMENTS

Prior to the preparation of this DPA, the Minister received advice from a person or persons holding prescribed qualifications pursuant to Section 26(3) of the *Development Act 1993*.

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

- accords with the Planning Strategy
- accords with other parts of the Development Plan
- complements the policies in Development Plans for adjoining areas
- satisfies the requirements prescribed by the Regulations under the *Development Act 1993*.

CONSULTATION

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

The organisations and agencies that will be consulted include:

- Department of Environment, Water and Natural Resources (Heritage Division)
- Department of Planning Transport and Infrastructure
 - Public Transport Services
 - Transport Services Division
 - Office for Design and Architecture
- Department for Health and Ageing

The Adelaide City Council is considered to have an interest in the DPA and will be consulted.

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

THE FINAL STAGE

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

The Minister for Planning will then either approve (with or without changes) or 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

The South Australian Government is reforming the state's public health care system to keep South Australians healthy. In addition to landmark projects such as the new Royal Adelaide Hospital and biomedical precinct on North Terrace, Adelaide, the South Australian Health Care Plan seeks new investment in other major hospitals and new health care centres.

The St Andrew's Hospital and its associated medical services forms a critical component of the health network for Adelaide and South Australia. St Andrew's Hospital has provided medical and surgical excellence to South Australians for more than 75 years and is now one of Australia's largest stand alone independent private hospitals and is recognised nationally as a centre of excellence.

The on-going development and contribution of this health precinct is integral to meeting the challenges facing our society as the population continues to increase, age and combat a range of medical conditions. The residential zoning that currently applies to the area is not suitable to facilitate the future provision of health care facilities into the future.

2. THE STRATEGIC CONTEXT AND POLICY DIRECTIONS

2.1 Consistency with South Australia's Strategic Plan

The Strategic Plan outlines a number of initiatives and targets to meet key objectives set by the State Government to achieve a better future for South Australia. South Australia's Strategic Plan has several priorities and longer term goals that are relevant to this DPA.

Relevant priorities include:

- Creating a vibrant city
- Safe communities, healthy neighbourhoods

Relevant longer term goals include:

- Growing prosperity
- Improving wellbeing
- Building communities
- Expanding opportunity

The DPA contributes towards the priorities and goals of the South Australia's Strategic Plan by creating opportunity for more intensive and mixed development through the establishment of a zone supporting the area as a medical hub, immediately adjacent a significant area of open space, which will contribute towards city vibrancy, economic opportunity and healthy neighbourhoods.

2.2 Consistency with the Planning Strategy

The Planning Strategy presents current State Government policy for development in South Australia and is based on key economic, social and environmental imperatives. 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 30-Year Plan for Greater Adelaide

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

The main aim of the Plan is to outline how the South Australian Government proposes to balance population and economic growth with the need to preserve the environment and protect the heritage, history and character of Greater Adelaide. The Plan seeks to create inclusive, vibrant and liveable communities, while protecting the regional hinterlands and primary production lands and sustaining natural resources. The Plan is one of the key tools to assist the State Government, local government and the entire community in building resilience to the risks and impacts of climate change. It seeks to provide a set of practical and achievable policies and targets to manage the forecast changes that will confront Greater Adelaide during the next 30 years.

The Plan seeks to reinforce the city as the state's preeminent centre and to reinforce it as the hub of peak services, including medical services as well as being the heart of cultural, retail and entertainment facilities.

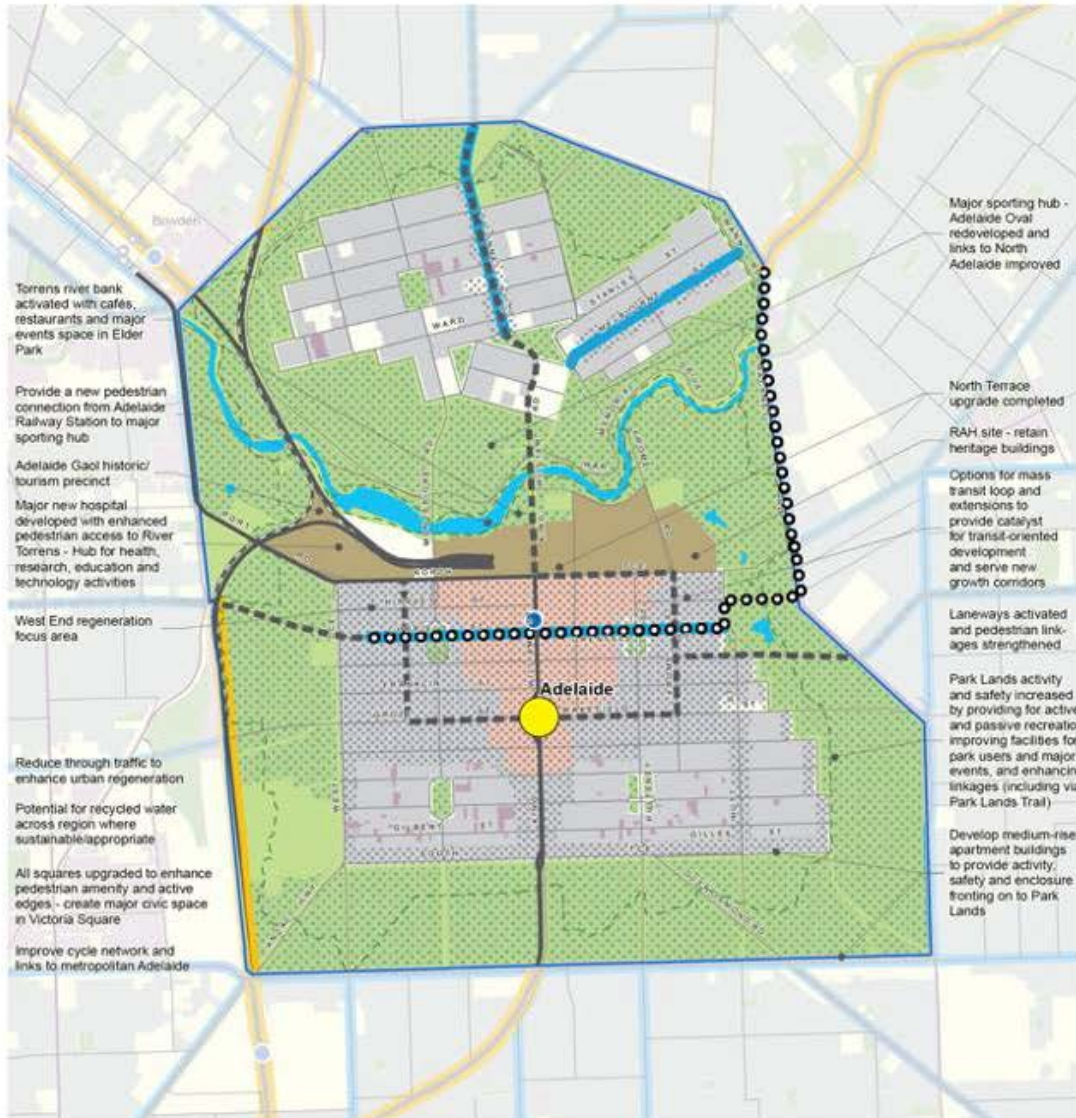
Chapter D of the Plan contains a range of policies and targets under the heading 'Infrastructure'. A number of these specifically relate to development and location of health facilities. The St Andrew's Medical precinct's location in the city's south makes it well placed to serve a growing inner city population.

The Plan identifies key growth precincts for the City in Map 2 (Map E1-Adelaide City Directions), including the four terraces facing the Park Lands and the areas surrounding the city squares. In particular it identifies areas such as South Terrace, is identified for medium rise (4-10 storey) development to provide activity safety and enclosure fronting on to the parklands. A copy of Map 2 from the Plan is on the following page.

Map 2: The 30-Year Plan for Greater Adelaide

Adelaide City directions

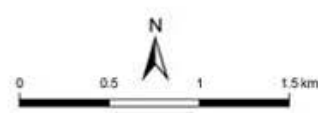
Map E1



- Urban Areas**
- Built-up areas
 - Potential regeneration areas (non-corridor)
 - Central business district
 - Institutional/cultural precinct
- Employment**
- Existing key industry areas
- Mass Transit Routes**
- Existing/committed
 - Planned mass transit
 - Potential mass transit (indicative only)

- Transport**
- Road
 - Railway
 - Primary freight road
 - Strategic road
 - Park Lands Trail
- Transit Corridors**
- Major corridor (fixed-line current and planned)
 - Other corridors
 - Transit-oriented developments

- Activity Centres**
- Adelaide City Centre
- Environment**
- Reservoir/waterbody
 - Adelaide Park Lands
 - Metropolitan Open Space System
 - Adelaide City Council boundary



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2.3 ADELAIDE CITY POLICY REVIEW

In September 2011, the Minister for Planning (the Minister) commissioned a report to review the Adelaide (City) Development Plan to identify opportunities for growth in key areas.

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

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

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

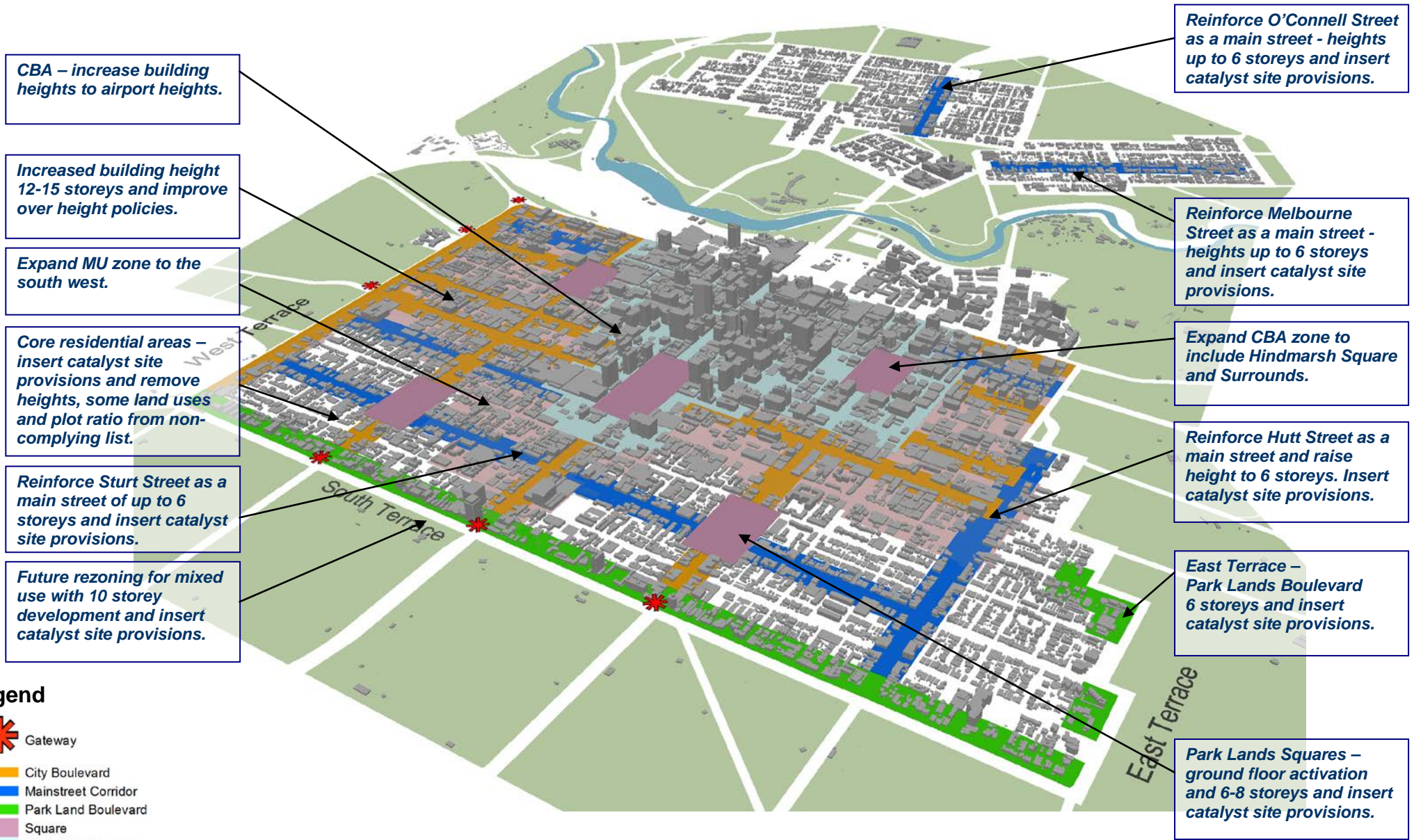
The directions of the Adelaide City Policy Review Report are summarised on Map 3: Minister's report spatial recommendations summary.

The Capital City DPA, which was approved in October 2013, implemented a range of the recommendations of the review by considering specific changes to the Adelaide (City) Development Plan which are critical to the creation of a vibrant city.

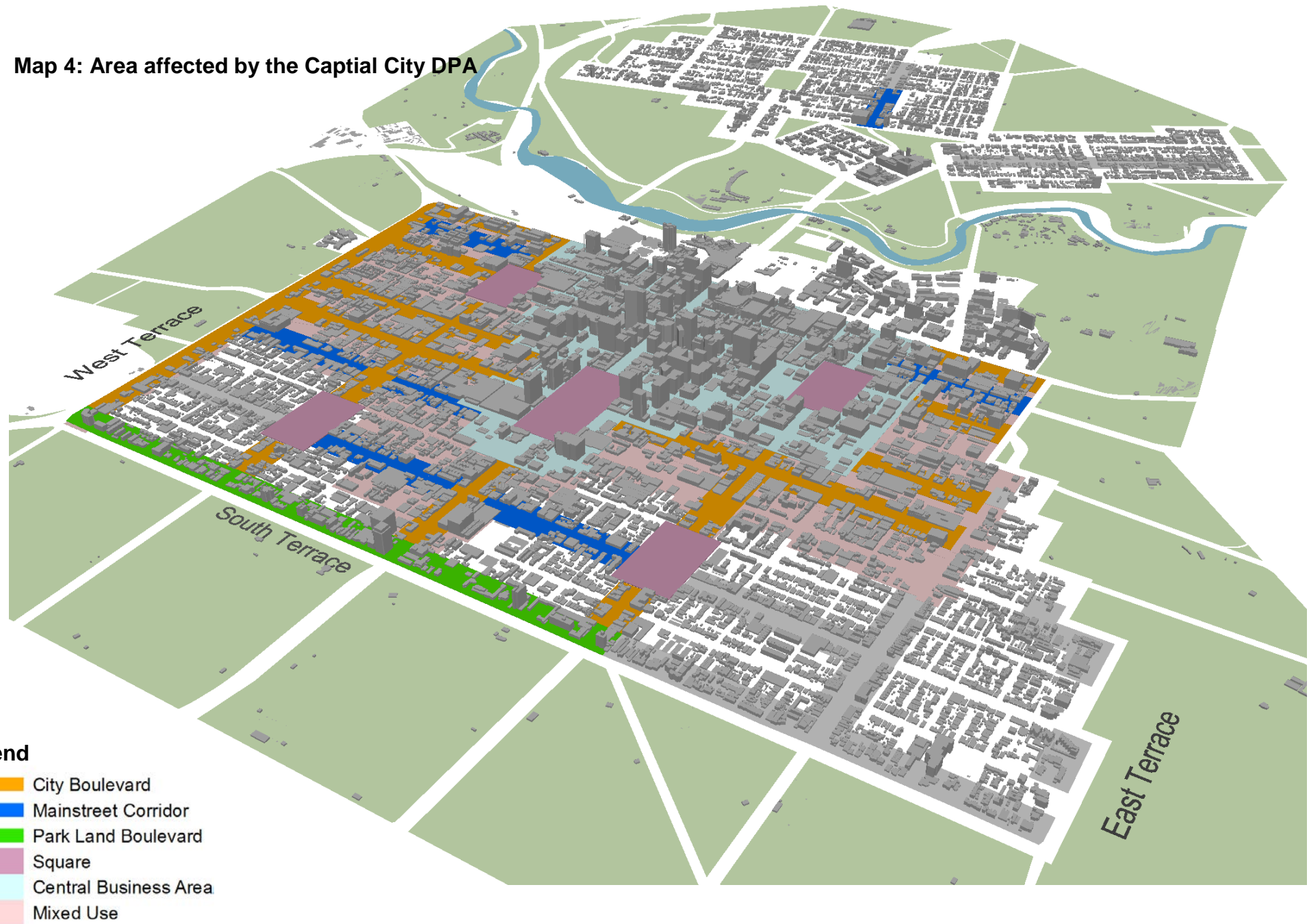
The extent of the Capital City DPA was therefore focused principally on the northern half of the square mile and around the central King William Street 'spine', along with key city boulevards and main street corridors in the southern part. Map 4: Area Affected by the Capital City DPA highlights the affected areas.

The residential areas in southern part of the square mile were not covered by the Capital City DPA. Instead, the Adelaide City Council agreed to progress policy changes in these areas to update the Development Plan to have contemporary policy to meet the needs of a growing city centre.

Map 3: Minister's report spatial recommendations summary



Map 4: Area affected by the Captial City DPA



Legend

- City Boulevard
- Mainstreet Corridor
- Park Land Boulevard
- Square
- Central Business Area
- Mixed Use

2.4 The State's Planning Policy Library

The DPA does not propose to use policy directly from the South Australian Planning Policy Library (SAPPL). However, the construct of the new zone will follow SAPPL principles in terms of policy structure and expression. In this context proposed design and built form policies avoid using prescriptive design controls or 'non complying' limits, while envisaged land uses within built form parameters will be Category 1 development (no notification).

2.5 Infrastructure Planning

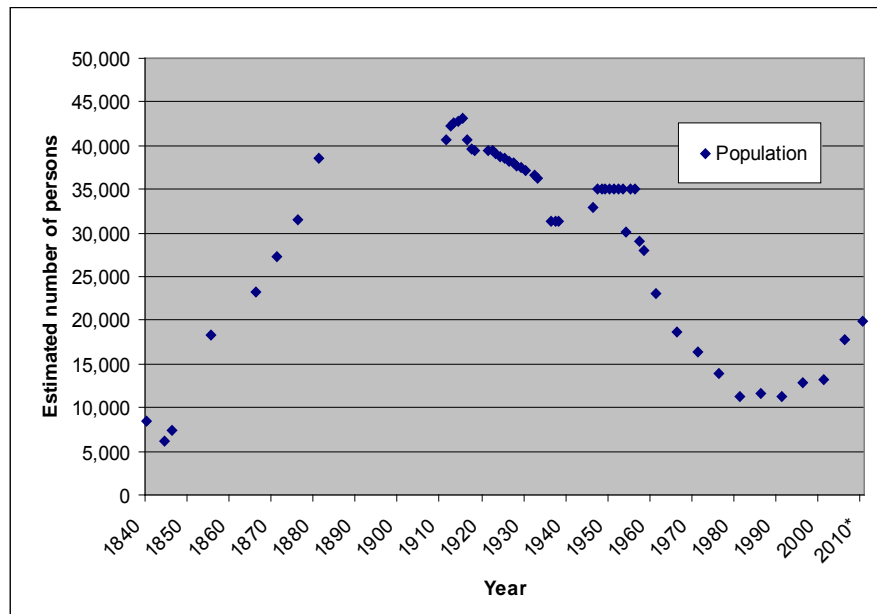
The area affected by the proposed zoning will make use of existing infrastructure. Development of the precinct over the medium to long term, in conjunction with new development in the broader vicinity, could result in the need for augmentation of infrastructure. However, it is impractical to speculate about the capacity improvements that may be needed, or the precise timing as to when potential augmentation may be required. On this basis, this DPA is informed by and responds to general awareness of the fact that increases in capacity of utility infrastructure could be required to support development within the St Andrew's Hospital precinct and surrounding areas, as opposed to specific awareness of required capacity upgrades.

Importantly, the Development Plan contains a number of policies that prevent development occurring until suitable infrastructure is in place (refer General Council wide Objectives 41 and 42, and Principles of Development Control 133 – 136).

2.6 Planning for the City's Growth

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

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



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

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

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

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

3. CURRENT CONTEXT

3.1 Current Land Use

The area along South Terrace extending from Hutt Street to St John Lane currently comprises almost exclusively consulting rooms and medical land uses. The area includes St Andrew’s Hospital. On the corner of Hutt Street and South Terrace a three level medical clinic and consulting building is under construction. There are no residential properties in this area. Figure 2 – Existing Land Uses shows this.

Figure 2 – Existing Land Uses



3.2 Previous Zone – Residential (Waverly)

The area was part of the Residential (Waverly) Zone, which extends both east and west of the St Andrew’s Hospital precinct.

The Residential (Waverley) Zone primarily envisages residential land uses, desirably detached and semi detached dwellings. It also seeks the conversion of non residential land uses to residential or mixed residential and office uses. Some capacity for mixed use development was introduced into the zone through the Capital City DPA, enabling a small amount of non residential activity including shops, restaurants and commercial activity as part of and overall mixed use development on catalyst sites (ie sites greater than 1500m² in area).

The desired character of the zone outlines that the area is to maintain its predominantly residential use, scale and amenity. It also seeks to ensure that there is no intensification of non-conforming land uses.

Policy applying to the Residential (Waverly) Zone east of Hutt Street seeks to have the character of individual dwellings, even if not used for residential purposes, and complement the current townscape character.

The zone has a complex mix of detailed height and built form restrictions (including plot ratio and dwelling unit factor) that apply to land variously in the Residential (Waverly) Zone, and development above these is non-complying.

The current policy applying to the St Andrew’s Hospital precinct does not reflect the current land use pattern, nor would it enable the medical precinct to evolve into the future. Further, the built form and land use policy is inconsistent with the directions of the 30-Year Plan as it relates to South Terrace.

The area therefore requires review to clearly articulate the desired future character with respect to the current and future land use mix, and desired built form.

4. INVESTIGATIONS AND RATIONALE INFORMING THIS DPA

4.1 South Terrace Park Lands Frame Strategic Policy Directions

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

The Capital City DPA introduced a new City Frame Zone applying to South Terrace from West Terrace through to Pulteney Street, allowing for contemporary mixed use development up to 10 storeys in height. The City Frame Zone has a strong focus on mixed use and residential development, however seeks to discourage predominately or wholly commercial buildings. The City Frame Zone therefore contains a range of policy directions that are generally applicable to the St Andrew's Hospital precinct, particularly in relation to contemporary building design and envisaged land uses. However, some adjustment will be necessary to reflect the primary focus as a medical precinct and desired land use mix, and also to respond to the local surrounding context in which the site is located.

4.2 Proposed Institutional (St Andrew's) Zone

A new Institutional (St Andrew's) Zone is proposed to acknowledge the substantial investment in the St Andrew's Hospital site precinct and to enable future opportunities to expand the site as a medical hub.

Future Land Use

The proposed zone therefore seeks to introduce policy that reinforces the prevailing current medical based land uses, but that also allows for a wider range of uses including some residential and small scale retail and café development. This approach is consistent with the 30-Year Plan seeking a medium scale, mixed use edge to the Park Lands.

However, while mixed use development is sought, the focus of the zone will need to centre around the commercial activities associated with the hospital and medical uses. In this context the proposed new Institutional (St Andrew's Hospital) Zone will need to differ from the City Frame Zone by allowing wholly commercial development (incorporating consulting rooms and offices), while other mixed uses including residential and retail should only occur as a part of mixed use buildings that are primarily medical focussed.

This reflects the previous zone applying to the affected area that contemplated small scale shops and restaurants in relation to catalyst site development. As these land uses

will be envisaged in the new Institutional (St Andrew's) Zone, references in the catalyst site policy will no longer be necessary.

The catalyst site policy that was included in the Residential (Waverly) Zone as part of the Capital City DPA is retained, however this needs to be adjusted in light of the new land use mix envisaged in the new Institutional (St Andrew's) Zone.

Building Height

The general direction in the 30-Year Plan for medium rise development - ie within a 4 – 10 storey range - along the South Terrace Park Lands frame provides guidance on the acceptable height range for South Terrace. The 4 storey height limit proposed in the DPA adopts the lower range envisaged by the 30-Year Plan, responding to the low rise context of the surrounding area.

Catalyst site policy applying to the precinct in the Residential (Waverley) Zone is proposed to be retained in the Institutional (St Andrew's) Zone. The existing catalyst site policy does not have a prescribed height limit as such, instead utilising a performance based approach whereby built form (including height) is guided by policy that mitigates impacts on adjacent sensitive uses.

Design

The Park Lands are one of Adelaide's greatest assets and provide a high amenity space with visual relief from the built environment. The Minister's report recommends a new approach to the zoning of these areas to create a dynamic mixed use environment with shops, cafes and restaurants at ground level and residential development above.

The intent of the 30-Year Plan and Minister's Adelaide City Policy Review report need to be considered in the context of new zoning for the St Andrew's Hospital precinct. The City Frame Zone provides an appropriate basis for the new Institutional (St Andrew's) Zone, particularly in relation to contemporary building design. The Desired Character statement assists in providing guidance in this regard, with the new zone reflecting elements of the City Frame Zone.

An important urban design objective of vibrant mixed use areas is active ground floor levels adjacent to the public realm. While not necessarily a fundamental objective for the medical precinct, shops and cafes desirably should be located on the ground when proposed.

While a contemporary built form is sought, it important that any new development responds to the local context in which it is located. The Desired Character statement therefore guides built form and setting along the South Terrace frontage, while policy has been included to ensure that the Gilles Street residential interface is considered.

It should also be noted that the Adelaide (City) Development Plan contains a large number of design and sustainability provisions that apply to new development, so further policy in around these issues is not necessary.

Car parking and access

The St Andrew's Hospital precinct principally fronts South Terrace, while the Hospital site has dual frontage through to Gilles Street. The proposed zoning reflects the

predominant current commercial and institutional land use for the affected area. The current medical consulting rooms and hospital use South Terrace, Corryton Street, Vincent Place or Vincent Street for site access and this is expected to continue. In this context it is not anticipated that traffic movement and volume would significantly change.

The previous Residential (Waverley) Zone included policy for site access, including in relation to the St Andrew's Hospital Site. This policy is proposed to be carried through into the new Institutional (St Andrew's) Zone.

The Capital City DPA introduced new car parking rates for mixed use development including in the City Frame Zone and Main Street areas. Car parking rates consistent with this are considered appropriate for the proposed Institutional (St Andrew's) Zone as a designated mixed use area identified in the *30 Year Plan for Greater Adelaide*.

Heritage

There are two heritage places that are contained within the proposed Institutional (St Andrew's) Zone. The listing of these will not be affected by the DPA.

It is also noted that there are a large number of heritage places located adjoining the new zone, as well as in the vicinity. The Adelaide (City) Development Plan contains a number of objectives and policies that relate to development of heritage places, or adjacent to a heritage place (refer General council wide Objectives 42-45, and Principles of Development Control 137 - 149).

Additional text has been included in the new zone's Desired Character statement so that new development responds to heritage issues in a contemporary manner. (Included Desired Character statement text: *Buildings will respond to heritage places through contemporary designs that include variations in façade treatments and building materials, as well as the use of modulated roof forms and parapets that contribute to a varied and interesting pedestrian environment*).

Interface

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

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

These policies are generally sufficient to manage interface issues. However, it is noted that the St Andrew's Hospital site has a close interface with a number of existing residential properties (particularly on Vincent Street). Additional policy therefore has been introduced in relation to the hospital site to ensure appropriate design treatment along the residential interface (refer principle 9[a]), including along Gilles Street (refer

principle 9[c]), as well as at the residential zone interface more generally (refer principle 5).

5. SUMMARY OF RECOMMENDED POLICY CHANGES

This DPA proposed to rezone the area of land along South Terrace extending from Hutt Street to St John Lane, including the St Andrew's Hospital site to Institutional (St Andrew's) Zone. This new zone includes:

- A new Desired Character Statement and policies that support the development of a high quality medical hub with a range of supporting and ancillary uses including commercial offices, medical consulting rooms, along with opportunity for some residential development and small scale shops and restaurants/cafes.
- Merit-based policies that:
 - set a guideline building height of 4 levels (15 metres)
 - ensure development at the interface with adjacent residential zones (including along Gilles Street) is appropriately managed.
- Catalyst site provisions that allow for over height development consistent with those introduced in the Residential (Waverley) Zone as part of the Capital City DPA, but refined to reflect the land use mix envisaged in the new zone.
- Policy encouraging contemporary built form and design.
- Access provisions that are retained from the Residential (Waverly) Zone.
- A minimum car parking ratio of 3 spaces per 100m² of floor space for non residential development, consistent with the rest of the City Frame Zone.
- Car parking policy that clearly provides a range of instances where a reduced car parking rate can be considered, subject to appropriate justification being provided.
- New categories of public notification whereby envisaged land uses are Category 1 development (no notification), unless they exceed the zone's prescribed maximum height limit in which case it is Category 2.

Consequential amendments have also been made to the Residential (Waverly) Zone to remove policy that specifically relates to the St Andrew's Hospital and precinct up to Hutt Street.

6. STATEMENT OF STATUTORY COMPLIANCE

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

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

6.1 Accords with the Planning Strategy

Relevant strategies from the Planning Strategy are summarised in 2.2 of this document. It is the intent of the DPA to support the achievement of the Planning Strategy policies.

6.2 Accords with other parts of the Development Plan

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

6.3 Complements the policies in the Development Plans for adjoining areas

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

6.4 Satisfies the requirements prescribed by the Regulations

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

REFERENCES/BIBLIOGRAPHY

Adelaide (City) Development Plan

30-Year Plan for Greater Adelaide

Capital City Development Plan Amendment