

His Worship the Mayor
Councillors
CITY OF MARION



**NOTICE OF
URBAN PLANNING COMMITTEE MEETING**

Notice is hereby given pursuant to the provisions under Section 83 of the Local Government Act 1999 that a General Council meeting will be held

Tuesday 7 June 2016

Commencing at 6.30pm

In Committee Room 1

Council Administration Centre

245 Sturt Road, Sturt

A copy of the Agenda for this meeting is attached in accordance with Section 83 of the Act.

Meetings of the Council are open to the public and interested members of this community are welcome to attend. Access to Committee Room 2 is via the main entrance to the Administration building on Sturt Road, Sturt.

A handwritten signature in dark ink, appearing to read "Adrian", is written over a faint, light-colored rectangular stamp or watermark.

Adrian Skull
CHIEF EXECUTIVE OFFICER

2 June 2016

**CITY OF MARION
URBAN PLANNING COMMITTEE AGENDA
FOR THE MEETING TO BE HELD ON
TUESDAY 7 JUNE 2016
COMMENCING AT 6.30PM
COMMITTEE ROOM 1 & 2
245 STURT ROAD, STURT**



1. OPEN MEETING

Meeting adjournment until 7.15pm.

2. KAURNA ACKNOWLEDGEMENT

We acknowledge the Kurna people, the traditional custodians of this land and pay our respects to their elders past and present.

3. MEMBER'S DECLARATION OF INTEREST (if any)

4. CONFIRMATION OF MINUTES

4.1 Confirmation of the Minutes for the Urban Planning Committee held on
5 April 2016 4

5. BUSINESS ARISING

Nil

6. PRESENTATION

Nil

7. REPORTS

7.1 Work Plan 2016
UPC070616R7.1.....J

7.2 Development Plan Amendment Status Update
UPC070616R7.2.....FG

7.3 Housing Diversity Development Plan Amendment (DPA) Statement of Intent
(SOI)
UPC07016R7.3.....FÍ

7.4 Presentation to the Urban Planning Committee
UPC070616R7.4.....Î H

7.5	Design Guidelines	
	UPC070616R7.5.....	11
7.6	Development Assessment Panel Policy Observations	
	UPC070616R7.6.....	11

8. CONFIDENTIAL ITEMS

Nil

9. ANY OTHER BUSINESS

10. MEETING CLOSURE

The Urban Planning Committee meeting shall conclude on or before 9.30pm unless there is a specific motion adopted at the meeting to continue beyond that time.

11. NEXT MEETING

The next meeting of the Urban Planning Committee is scheduled to be held on:

Time: 6:30pm

Date: 2 August 2016

Venue: Committee Room 1 / 1&

**MINUTES OF THE URBAN PLANNING COMMITTEE
HELD AT ADMINISTRATION CENTRE
245 STURT ROAD, STURT
ON TUESDAY 5 APRIL 2016**



PRESENT

Elected Members

Councillor Nathan Prior (Chair)
Councillor Ian Crossland
Councillor Jerome Appleby

His Worship the Mayor Kris Hanna (from 7:15 pm)

Independent Member

Mr Bryan Moulds

In Attendance

Mr Steve Hooper	Manager Development & Regulatory Services
Ms Rhiannon Hardy	Policy Planner (minute taker)
Mr David Melhuish	Senior Policy Planner

1. OPEN MEETING

The meeting commenced at 6:30 pm.

2. KAURNA ACKNOWLEDGEMENT

We begin by acknowledging the Kaurna people, the traditional custodians of this land and pay our respects to their elders past and present.

Adjournment

Moved Cr Crossland, Seconded Mr Moulds that the Urban Planning Committee meeting be adjourned to allow for conclusion of the Elected Members' Forum.

6:31 pm The meeting adjourned.

6:47 pm The meeting resumed.

3. MEMBERS DECLARATION OF INTEREST

The Chairman asked if any Member wished to disclose an interest in relation to any item being considered at the meeting.

No interests were disclosed.

4. CONFIRMATION OF MINUTES

Moved Cr Crossland, Seconded Mr Moulds that the minutes of the Urban Planning Committee meeting held on 2 February 2016 be confirmed as a true and correct record of proceedings.

Carried unanimously

5. BUSINESS ARISING

Nil

6. PRESENTATION

Nil

7. REPORTS

The Chair sought and was granted leave of the meeting to consider the item 7.2 (Morphettville Racecourse) first.

Morphettville Racecourse

Reference No: UPC050416R7.2

Moved Cr Crossland, Seconded Cr Appleby that the Urban Planning Committee:

1. Notes the presentation by Geoff Bone on behalf of the South Australian Jockey Club at the Elected Members' Forum held on 5 April 2016.
2. Seeks that Administration prepare a report to Council advising of the South Australian Jockey Club Morphettville Racecourse presentation and provide information in relation to possible directions forward in relation to the Development Plan Amendment process.

Carried unanimously

Development Plan Amendment Status Update

Reference No: UPC050416R7.1

Mr Steve Hooper provided an update of current Development Plan Amendments.

Moved Cr Appleby, Seconded Mr Moulds that the Urban Planning Committee:

1. Notes the status of Ministerial and Council Development Plan Amendments.

Carried unanimously

Hammerhead Development

Reference No: UPC050416R7.3

The Chair requested clarification from Cr Crossland (as a member of the Development Assessment Panel (DAP)) of the intent of the DAP's request to restrict hammerhead development.

Cr Crossland confirmed that the DAP raised concern with the proximity of dwellings on hammerhead/battleaxe sites to existing conventional allotments, specifically two-storey dwellings on hammerhead sites.

Vehicle manoeuvring areas on hammerhead allotments are very narrow with restricted turning spaces. The DAP are of the view that higher density development should be achieved by allotment amalgamation to provide greater allotment dimensions which facilitates better design outcomes.

The DAP believe that two dwellings side-by-side achieves a better streetscape outcome than a hammerhead development.

The Committee discussed a possible solution to discourage hammerhead developments via a Low Density Policy Area that may be introduced as part of the Housing Diversity Development Plan Amendment (DPA).

The Committee suggested that the Housing Diversity DPA could include:

- incentives/dispensation for allotment amalgamation; and
- prescribed minimum densities in key locations to avoid “underdevelopment”.

7:15 pm Mayor Hanna entered the meeting

The Yield Analysis to be undertaken as part of the Housing Diversity DPA should identify areas suitable for “low density” zoning (within which hammerhead developments could be restricted).

Moved Mayor Hanna, Seconded Cr Crossland that the Urban Planning Committee:

1. Recommends that following Ministerial support for the Housing Diversity Development Plan Amendment (DPA), Council administration considers where hammerhead developments should be restricted as part of the investigation process for that DPA.

Carried unanimously

Housing Diversity Development Plan Amendment (DPA)

Reference No: UPC050416R7.4

Mr Hooper provided an overview of the timeline for the Housing Diversity DPA Statement of Intent (SOI). The SOI should demonstrate consistency with the *30 Year Plan for Greater Adelaide*.

The Chair invited questions and comments and the following matters were raised:

- The Committee raised concern that Council's Housing Diversity DPA would over-cater for projected new dwellings if there is no information/detail on the number of new dwellings required by the *30 Year Plan Greater Adelaide*, and the number of new dwellings facilitated by the DPA.
- The number of projected dwellings would be confirmed in Yield Analysis, after the SOI has been endorsed by the Minister.
- The dwelling target may be negotiable in light of revisions to *30 Year Plan for Greater Adelaide*.
- The SOI should not prescribe densities, just explore “lower” and “higher” density areas (including Urban Corridor Zone or similar).

- The SOI should include a couple of suburb analyses to provide an example of the investigations undertaken thus far.
- Catchment areas in southern parts of the Council (specifically Hallett Cove) should be increased to the full 800 metres recommended by the *30 Year Plan for Greater Adelaide*.
- The DPA should facilitate increased housing density/diversity in the Hills Policy Area 11 (Hallett Cove and Marino).
- Suburb analyses contain more detail than what should be included in the SOI.
- Higher density areas along arterial roads are too broad/deep; they should be reduced to encourage development of sites fronting arterial roads.
- An example of an apartment building complex on Beeston Street in Teneriffe Brisbane could be feasible in the City of Marion in an area adjacent the Marion Regional Centre.
- Higher density development in the desired locations (adjacent transit corridors and centres) may result in conflict from newer single storey dwellings that were constructed without maximising their full development potential.
- Higher densities along transport nodes is desired, but only on allotments adjacent to public transport/centres.
- Rezoning for higher density could extend from land fronting an arterial road to the street behind to minimise traffic impacts.
- Mixed use development is desired along main roads.
- The Urban Core Zone may be appropriate in areas surrounding the Marion Shopping Centre.
- The Urban Corridor/Core Zone could include the Commercial Zone along arterial roads.
- Higher density areas should be expanded to include commercial properties along Marion Road.
- Sturt Road and Morphett Road are suitable for a Corridor/Node Zone.
- Concern regarding projected density of 35 du/ha within inner-suburb areas.
- The DPA should include lower densities in the interior of suburbs where there is valuable streetscape character, and/or issues with vehicle parking.
- The Committee would find it easier to respond to a Draft SOI than specifics of each suburb.

Action: Staff to email Draft Statement of Intent (SOI) to Urban Planning Committee members before the next meeting on 7 June.

- SOI to be considered at the next UPC meeting in June, then to Council for resolution.
- Letter to the Minister seeking clarification on the timeline of the SOI can be signed by the CEO.

Moved Mayor Hanna, Seconded Cr Appleby that the Urban Planning Committee:

1. Requests staff to prepare a summary of the proposed content of the Statement of Intent (SOI) which incorporates the comments/discussions of the Urban Planning Committee of this meeting, for consultation with the Urban Planning Committee members prior to the next Urban Planning Committee meeting in June.
2. Recommends that Administration write to the Minister for Planning to seek clarification on whether the Minister would be prepared to consider a proposed Housing Diversity Development Plan Amendment at this time.

Carried unanimously

8. CONFIDENTIAL ITEMS

Nil

9. ANY OTHER BUSINESS

Action: Staff to investigate whether staff members of a different Council could present to the next Urban Planning Committee meeting regarding their experiences with recent Development Plan Amendments.

Action: Staff to initiate further investigations of whether Urban Design Guidelines could be implemented. Report to be presented to the next Urban Planning Committee meeting in June.

10. MEETING CLOSURE

The meeting was declared closed at 8:59 pm

11. NEXT MEETING

The next meeting of the Urban Planning Committee is scheduled to be held on:

Time: 6:30 pm

Date: 7 June 2016

Venue: To be decided

CONFIRMED

.....

CHAIRPERSON

/ /

**CITY OF MARION
URBAN PLANNING COMMITTEE MEETING
7 JUNE 2016**

Originating Officer: Rhiannon Hardy, Policy Planner

General Manager: Abby Dickson, General Manager City Development

Subject: Work Plan 2016

Reference No: UPC070616R7.1

REPORT OBJECTIVE

Setting an annual work program helps to ensure that the Urban Planning Committee addresses the scope of activities identified in the Committee's Terms of Reference, and ensures that the workload of the Committee is planned, managed and resourced. It allows the Committee to relay the dates and times of the meetings to the community and provides for upcoming business to be dealt with in a timely manner.

EXECUTIVE SUMMARY

A work program and meeting schedule for 2016 satisfying the requirements set out in the Terms of Reference has been compiled in **Appendix 1** for the Committee's consideration.

The items included on the program are indicative only as items may be added, changed or moved during the year depending on areas of focus.

RECOMMENDATION (1):

DUE DATES

That the Urban Planning Committee:

- 1. Notes the proposed work program for 2016 identified at Appendix 1 to the report.**

June 2016

Appendix 1

INDICATIVE URBAN PLANNING WORK PROGRAM - 2016**TUESDAY, 2 FEBRUARY 2016**

Topic	Outcome
Committees Terms of Reference and overview of skills	Noted
Work Plan 2016	Noted
Development Plan Amendment Status Update	Noted
Housing Diversity Development Plan Amendment	Reviewed the draft checklist template and methodology and advised of amendments. Provided input on the future direction and investigations to be undertaken as part of the Housing Diversity DPA.
Recreation/Community Zone Development Plan Amendment	That Council endorse the Community/Recreation DPA SOI, and seeks that the SOI be forwarded to the Minister for consideration, subject to consultation with the relevant Ward Councillors and the boundaries surrounding Cove Sports and Community Club and Marion Leisure and Fitness Centre be refined in accordance with the concerns raised.

TUESDAY, 5 APRIL 2016

Topic	Outcome
Development Plan Amendment Status Update	Noted
Morphettville Racecourse	That Administration prepare a report to Council advising of the South Australian Jockey Club Morphettville Racecourse presentation and provide information in relation to possible directions forward in relation to the Development Plan Amendment process.
Hammerhead Development	That following Ministerial support for the Housing Diversity Development Plan Amendment (DPA), Council administration considers where hammerhead developments should be restricted as part of the investigation process for that DPA.
Housing Diversity DPA	That staff to prepare a summary of the proposed content of the SOI which incorporates the comments/discussions of the Urban Planning Committee of this meeting. That Administration write to the Minister for Planning to seek clarification on whether the Minister would be prepared to consider a proposed Housing Diversity Development Plan

	Amendment at this time.
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TUESDAY, 7 JUNE 2016

Topic	Action
Work Plan 2016	Review
Development Plan Amendment Status Update	Note
Housing Diversity DPA	Endorse SOI
Presentation to the Urban Planning Committee regarding the Housing Diversity DPA	Discussion
Design Guidelines	Discussion
DAP Policy Observations	Discussion
Recreation/Community Zone DPA	Revised to 2 August 2016 (see Item R7.2)

TUESDAY, 2 AUGUST 2016

Topic	Action
Development Plan Amendment Status Update	Note
Housing Diversity DPA	Review Development Plan Amendment proposed policy
Recreation/Community Zone DPA	Endorse DPA for public consultation

Tuesday, 4 OCTOBER 2016

Topic	Action
Development Plan Amendment Status Update	Note
Housing Diversity DPA	Endorse DPA for public consultation
Recreation/Community Zone DPA	Status Update

**CITY OF MARION
URBAN PLANNING COMMITTEE MEETING
7 JUNE 2016**

Originating Officer: Rhiannon Hardy, Policy Planner

Manager: Steve Hooper, Manager Development & Regulatory Services

General Manager: Abby Dickson, General Manager City Development

Subject: Development Plan Amendment Status Update

Report Reference: UPC070616R7.2

REPORT OBJECTIVES/SUMMARY

To update the Committee on the status of current and proposed Ministerial and Council initiated Development Plan Amendments.

RECOMMENDATION (1)

DUE DATES

That the Urban Planning Committee:

- | | |
|--|--------------------|
| 1. Notes the status of Ministerial and Council Development Plan Amendments. | 7 June 2016 |
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DISCUSSION

The following table outlines the Development Plan Amendments that are in progress and their current status, together with the two new Development Plan Amendments proposed for 2016.

Ministerial-Initiated Development Plan Amendments:

Development Plan Amendment	Purpose	Status
Existing Activity Centres Policy Review	Amend all Development Plans in Greater Adelaide Region (except City of Adelaide) with the aim of ensuring more consistent assessment processes, procedures and requirements are in place, particularly for shops, offices and consulting rooms in areas intended to be a focus for those activities.	The DPA was approved by notice in the South Australian Government Gazette on 21 April 2016. The amendment to the Marion Council Development Plan was consolidated on 28 April 2016.

Main South Road/Darlington Area Ministerial Development Plan Amendment	<p>DPA affects Cities of Marion, Mitcham & Onkaparinga.</p> <p>DPA proposes to support delivery of zoning improvements to enable integrated land use and transport outcomes from the \$620 million government investment in the Darlington Upgrade Project, including:</p> <ul style="list-style-type: none"> • Reviewing policy applying to Sturt Triangle; • Providing for increased density around Tonsley and Clovelly Park Stations • Amend existing policy for residential areas at Tonsley. 	<p>The DPA is currently being compiled by DPTI.</p> <p>No further input/feedback has been requested of Council at the time of writing.</p>
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Council-Initiated Development Plan Amendments:

Development Plan Amendment	Purpose	Status
Castle Plaza Activity Centre Development Plan Amendment	<p>The DPA proposes to create a Mixed Use Zone facilitating the redevelopment and expansion of the existing shopping centre into a more intensely developed, compact and vibrant “mixed use activity centre” with a focus on integration with public transport together with the provision for higher density housing.</p>	<p>Endorsed by Council at its meeting on 19 January 2016 as being suitable for Ministerial Authorisation subject to the endorsement of a report written by an accredited site contamination auditor, which confirms the suitability of the subject site for the intended uses outlined in the DPA.</p> <p>3 Audit reports relating to Audit Areas 1, 2 & 3 have been provided to Council and the Minister, stating that these areas are suitable for a restricted range of uses – subject to restrictions, conditions and recommendations.</p> <p>Reported to Council on 12 April 2016 and 24 May 2016.</p> <p>DPA with DPTI, who in collaboration with Council staff, will revise the DPA so as to be consistent with the audit recommendations.</p>

Seacliff Park Residential & Activity Centre Development Plan Amendment (Cities of Marion & Holdfast Bay)	The DPA proposes to create a Suburban Neighbourhood zone to facilitate the appropriate development of an approximately 8.34 hectare site informally referred to as "Cement Hill" including a neighbourhood activity centre and medium density residential development.	Approved by Minister for public consultation August 2015. There are ongoing negotiations regarding the Cement Hill development and some of the details are still being finalised. Public Consultation will commence once these negotiations are finalised.
New DPAs (2016)		
Recreation/Community Use Development Plan Amendment	The proposed DPA involves rezoning a number of the larger recreation facilities and community centres to Community Zone. This zone/policy area more appropriately supports the forms of development envisaged for the facilities in question.	The DPA SOI has been forwarded to the Minister for consideration. The SOI has not yet received agreement from the Minister at the time of writing.
Housing Diversity DPA	The proposed DPA reviews the residential densities envisaged in the existing Policy Areas of the Residential Zone to assess opportunities for increased housing diversity/density, and to identify areas that warrant preservation, including Character areas.	Suburb Analyses were presented to the Committee at the 5 April meeting. The Committee sought that staff prepare a summary of the proposed content of the Statement of Intent (SOI) which incorporates the comments/discussions of the Committee. The content of the Draft SOI was emailed to Committee Members on 29 April 2016. The draft SOI is presented to this meeting of the Committee in Agenda Item R7.3.

**CITY OF MARION
URBAN PLANNING COMMITTEE MEETING
7 JUNE 2016**

Originating Officer: Rhiannon Hardy, Policy Planner

Manager: Steve Hooper, Manager Development & Regulatory Services

General Manager: Abby Dickson, General Manager City Development

Subject: Housing Diversity Development Plan Amendment - Statement of Intent

Report Reference: UPC070616R7.3

REPORT OBJECTIVE

Council is to undertake a Development Plan Amendment (DPA) proposing changes to housing density/diversity throughout a large proportion of the Residential Zone. The DPA also investigates the introduction of mixed use areas in the Commercial Zone on Marion Road, Local and Neighbourhood Centre Zones, and along certain transit corridors.

The purpose of this report is to provide the Urban Planning Committee with a briefing on the proposed DPA SOI and seek approval to present the SOI to Council for consideration.

RECOMMENDATION (1)

DUE DATES

That the Urban Planning Committee:

- | | |
|---|------------------|
| 1. Recommends that Council endorses the Housing Diversity Development Plan Amendment (DPA) Statement of Intent (SOI) and seeks that the SOI be forwarded to the Minister for Planning for consideration. | June 2016 |
|---|------------------|

BACKGROUND

At the previous Urban Planning Committee held on 5 April 2016, the Committee considered a series of suburb analyses. These analyses detailed the various attributes of each suburb to determine whether an increase in housing diversity was warranted, or whether localities warranted policy changes to preserve streetscape character.

The Committee resolved that, rather than reviewing each area in detail, it would prefer to review a Statement of Intent (SOI) for the entire scope of the Development Plan Amendment (DPA).

The draft SOI has been formulated over the past couple of months, taking into consideration discussions and input of the Urban Planning Committee members.

The SOI is attached as *Appendix 1* to this report.

DISCUSSION

SOI Process

The first stage of the DPA process is the creation of a “Statement of Intent” (SOI) which is a formal agreement between Council and the Minister regarding the matters to be considered and the processes to be undertaken when amending the Development Plan.

The SOI is effectively a “project brief” which amongst other things:

- Describes why the DPA is needed and what is being proposed
- Outlines the nature of the investigations and who will be consulted
- Identifies the Development Plan policies to be considered through the DPA process

A Statement of Intent (SOI) for the Housing Diversity DPA has been drafted for the Committee’s consideration (attached as *Appendix 1*).

If considered appropriate by the Committee, Council’s review and endorsement will be sought prior to forwarding the SOI document to the Minister for formal agreement.

Following agreement with the Minister, any required investigations and the preparation of a draft DPA for agency and public consultation will be undertaken.

SOI Content

The proposed Housing Diversity DPA involves a number of different policy changes, which fall broadly into the following key directions captured by the SOI:

- Facilitate greater housing diversity and densities in appropriate locations along transit corridors and adjacent activity centres (reflecting the directions of the *30 Year Plan for Greater Adelaide*);
- Enable opportunities for increased housing diversity and higher densities in appropriate areas in the southern portion of the Council area;
- Investigate areas for mixed use development along higher order roads and within existing local and neighbourhood centres;
- Pursue Council’s Residential Character Area DPA from 2013 which seeks to introduce new or expand existing character areas in Glandore, Edwardstown & Plympton Park; and
- Create low density policy areas in northern parts of the council area to prevent the continuation of ‘ad-hoc’ infill development in those parts of the Council area with a streetscape character worthy of retention which are not deemed suitable for higher densities (e.g. not located adjacent transit corridors or higher order activity centres).

Section 2.1.2 “Affected Area” of the SOI details the specific policy changes anticipated in each suburb in the Marion Council area.

Priorities of the Minister for Planning

The Minister sent a letter to the Marion Council (to Mayor Kris Hanna Cc Adrian Skull) on 22 April 2016 which provided an update on the *Planning, Development and Infrastructure Act 2016* (attached in *Appendix 2*).

The letter advises that the Act was passed by Parliament on 12 April 2016 and assented to by the Governor on 21 April 2016. In relation to current/future priorities, the Minister advised as follows (emphasis underlined):

"To achieve a reform program of this scale, Government and Council resources will need to be directed towards the delivery of a new planning system. However, there is still a need to keep the current system going. It is for this reason that I would like to highlight some of my priorities for the next 12 months:

- **The Planning Strategy** - The 30-Year Plan for Greater Adelaide is currently being updated to better reflect current conditions, such as population growth, land take up rates and densities. A key focus of the review is on how we make infill work*
- **A focus on good design** - I have asked the Department of Planning, Transport and Infrastructure (the Department) to prepare a set of medium density guidelines that will better encourage high quality design within our growth areas. Your staff have been invited to conversational forums to discuss how good medium density development can complement existing neighbourhoods....*
- **Council-led rezonings** - I will continue to support Council Development Plan Amendments that are directly linked to job creation. However, I ask that Councils carefully consider their priorities and where possible focus resources on working with my Department on the Planning and Design Code.*
- **Strategic rezonings** - I will continue to initiate strategic rezonings that create employment opportunities for South Australians."*

This letter indicates that Council-led re-zonings are not encouraged at this stage, unless they are directly linked to job creation and that Council resources should be focussed on developing the State-wide Planning and Design Code (which will replace Development Plans).

Council's Housing Diversity DPA broadly satisfies the Minister's objectives, as it will facilitate job creation and employment opportunities via increased housing diversity and mixed use development areas. This has been specified in the SOI.

As per the resolution of the Urban Planning Committee on 5 April 2016, staff have forwarded a letter to the Minister for Planning to seek clarification on whether the Minister would be prepared to consider Council's proposed Housing Diversity Development Plan Amendment at this time.

The Minister's delegate from DPTI has provided a return letter to Council, attached in *Appendix 3*. The letter summarises that:

"... a Statement of Intent (SOI) is willing to be considered that seeks to facilitate greater housing diversity and densities in suitable locations and investigate areas for mixed use development along higher order transit routes and in local and neighbourhood centres. However, council may wish to await the outcomes of the medium density guidelines so that they can be included in the investigations of the DPA.

In regard to investigations into residential and streetscape character, it is considered that there is further work to be undertaken in the Planning and Design Code that will help identify how character and streetscape are defined and addressed in planning policy. As such, I would recommend that council defer further consideration of these issues in the context of an SOI at this stage, however maintain engagement with the department through the development of the Planning and Design Code."

This advice indicates that the Department is not willing to consider proposed "low density" and character areas within the SOI at this stage. In light of this advice, the Urban Planning Committee may wish to carefully consider the direction taken with the SOI of the Housing Diversity DPA. The following options are available:

1. Leave the SOI in its current form, including “low density” and character areas, despite DPTI’s advice.
2. Revise the SOI to exclude reference to “low density” and character areas in accordance with DPTI’s advice. However, staff understand that this would remove some of the fundamental policy directions of the DPA.
3. Place the Housing Diversity DPA on hold and proceed with a more discrete DPA which focusses on 1 or more of the following elements that may be supported by the Minister at this time:
 - a. Increased housing diversity in the southern part of the Council area;
 - b. Mixed use development in activity centres and Sturt and Marion Roads;
 - c. Increased housing diversity/density along transit corridors.

Appendices:

- Appendix 1: Housing Diversity Development Plan Amendment - Statement of Intent
Appendix 2: Letter from the Minister for Planning (dated 22 April 2016)
Appendix 3: Letter from DPTI (dated 16 May 2016)

Statement of Intent

By the Council

Housing Diversity Development Plan Amendment

Statement of Intent

by the

Marion Council

June 2016

Pursuant to section 25 (1) of the *Development Act 1993* this Statement of Intent forms the agreed basis for the preparation of the proposed Development Plan Amendment.

Adrian Skull

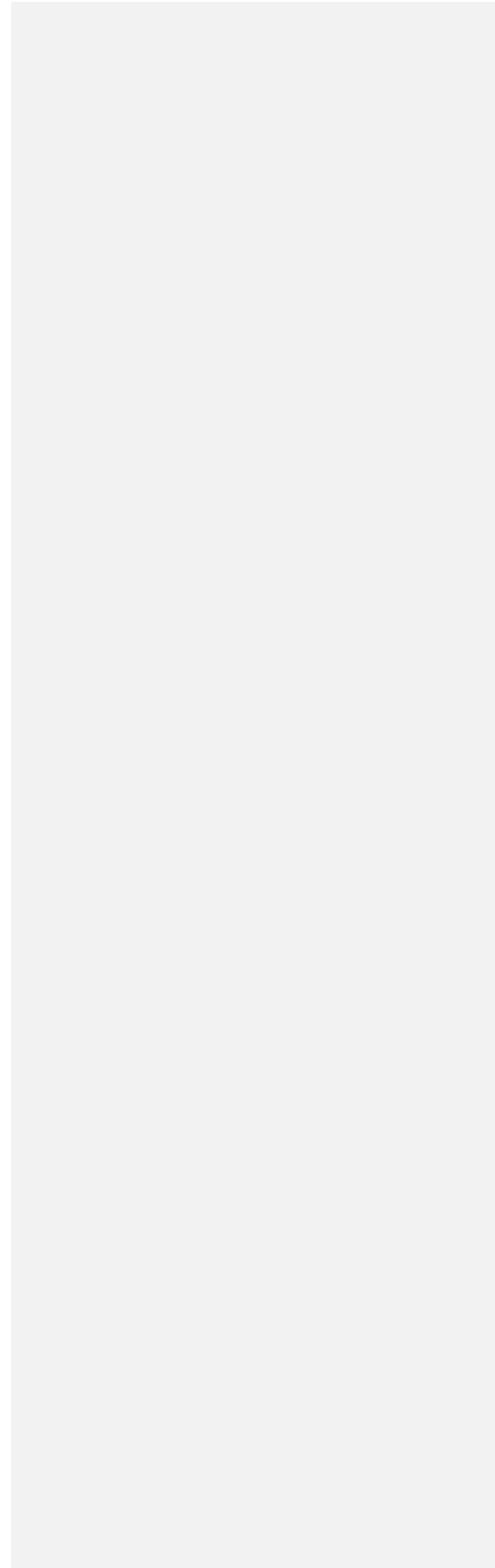
CHIEF EXECUTIVE OFFICER

Date:

John Rau

MINISTER FOR PLANNING

Date:



Statement of Intent

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Statement of Intent

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Statement of Intent

*3.Strategic and Policy Considerations***1. Introduction****1.1 Statement of Intent**

Pursuant to section 25(1) of the Development Act 1993 (the Act) the **Marion Council** (the Council) has reached agreement with the Minister on this Statement of Intent (SOI) prepared by the Council in accordance with the Development Regulations 2008 (the Regulations).

The SOI details the scope, relevant strategic / policy considerations, nature of investigations to be carried out, the consultation process and timeframes to be followed in preparing the DPA.

1.2 Chief Executive Statement

The Chief Executive Officer of the Council confirms the following:

- The proposed DPA will assist in implementing the Planning Strategy.
- The proposed DPA has been endorsed by Council.
- All procedures, documentation and mapping will accord with relevant statutory requirements of the Act and Regulations.
- Sufficient Council resources will be devoted to completing the DPA within the agreed timeframe. Council acknowledges that the Minister can lapse the DPA if key timeframes are not met by Council pursuant to section 25(19) of the Act.
- Council may use the outcome of investigations and other information produced by external sources which will be reviewed by a qualified, independent professional advisor (pursuant to section 25(4) of the Act).

1.2.1 Council Contact Persons

The key Council contact persons who will be responsible for managing the DPA process and who will receive all official documents relating to the DPA are:

- **David Melhuish, Senior Policy Planner**
- **Steve Hooper, Manager Development Services**

Statement of Intent

3. Strategic and Policy Considerations

2. Scope of the Proposed DPA

2.1 Need for the Amendment

2.1.1 Rationale

In recent years, the Marion Council has experienced a high number of infill housing redevelopments in the northern portion of the Council area. Such development has typically taken the form of 1-to-2 storey low-to-medium density dwellings dispersed throughout the northern suburbs of the local government area (LGA). This ad hoc dispersion of small-scale residential developments has resulted in lost opportunities for high density and diverse housing types adjacent to activity centres and transit corridors. At the same time, certain types of medium density development in inner-suburb areas have resulted in detrimental impacts such as traffic congestion, excessive on-street car parking and incompatibility with existing streetscape character.

By contrast, the southern parts of the Council area are underutilised and provide limited opportunities for housing diversity. The current policies in the southern parts of the Council area, specifically the Hills Policy Area 11, provide for very low density housing only. The growing range of household types in the southern parts of the Council would benefit from greater housing choice and smaller dwelling options.

The overall lack of housing diversity throughout the Council area has been identified as a catalyst for change. The proposed DPA aims to amend the Marion Council Development Plan to support the development of a range of housing types throughout the Council area and promote mixed use development in key strategic locations. Council understands that the geographic distribution of housing diversity and density plays a vital role in the activation and vibrancy of activity centres and transit corridors. For this reason, the proposed DPA also anticipates the introduction of mixed use areas within and adjacent to activity centres and along certain transit corridors.

These overarching goals of the DPA will contribute to the creation of employment opportunities and economic stimulation in the local and wider localities, as it will facilitate opportunities for businesses to be located in key locations near activity centres and mass transit. Furthermore, the encouragement of increased housing diversity will offer stimulus to the development industry (whilst also providing greater housing choice to the varied needs of the population).

This DPA will investigate the opportunities for improved residential and mixed-use growth within the City of Marion, taking into consideration:

- Facilitation of residential development to meet the demographic, life cycle and socio-economic needs and expectations of existing and future residents
- Delivery of a high quality urban environment with a focus on design that complements and enhances the urban context
- Shifting the balance of dwelling growth from fringe development to infill development (as identified in the *30 Year Plan for Greater Adelaide*)
- Facilitation of a more structured diversification of housing types and densities in appropriate locations than that which currently exists
- Directing the location of higher residential densities within close proximity of transport corridors and activity centres/employment hubs

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- Opportunities for mixed use development within activity centres, transport corridors and appropriate higher order roads
- Protection of Character Areas (which demonstrate a cohesive built form/streetscape character reflecting early urban development in the City of Marion)
- Protection of inner-suburb areas that demonstrate a high quality streetscape character and are not located in proximity of activity centres or public transport
- Maintain opportunities for sensitive low density infill development in suitable locations
- The appropriateness of existing residential zoning/policy area locations and whether policy reflects current and future intentions/aspirations for the Council area.

2.1.2 Affected Area

The area affected by the proposed DPA can be generally described as follows:

- A significant proportion of the Residential Zone (including the Hills Policy Area 11, Medium Density Policy Area 12, Northern Policy Area 13, Regeneration Policy Area 16 and Southern Policy Area 18) and in particular, residential areas adjacent to activity centres, transit corridors and higher order roads.
- Local and Neighbourhood Centre Zones
- The Commercial Zone along Marion Road

The proposed DPA will encompass policy changes in the following areas to deliver increased housing diversity throughout the Council area:

- Explore opportunities for **mixed use development in local and neighbourhood centres** by expressly encouraging residential development in the form of apartments located above ground level retail/commercial uses.
- Encourage higher densities and increased housing diversity in that part of the Hills Policy Area 11 along the southern side of **Seacombe Road** (within Seacombe Heights, Seaview Downs and Darlington) where land is less undulating and located within convenient walking distance of activity centres. **EM & UPC**
- Provide opportunities for increased housing density and diversity in **Hallett Cove**, for those areas located within convenient walking distance of the District Centre and Hallett Cove and Hallett Cove Beach railway stations, having regard to land gradient. **EM & UPC**
- Explore the potential for increased housing density and diversity in **Marino** where located within convenient walking distance to Marino and Marino Rocks Railway Stations, having regard to land gradient and the higher density provisions in the suburb of Kingston Park of Holdfast Bay Council to the north. **EM & UPC**
- Review frontage widths in the **Southern Policy Area 18** to facilitate opportunities for higher densities in Trott Park, O'Halloran Hill, Sheidow Park and Hallett Cove. **EM & UPC**

Commented [RH1]: ^{EM:} Identified at the Elected Members' Forum held in November 2015
UPC: Identified by the Urban Planning Committee on 5 April 2016

Commented [RH2]: ^{EM:} Identified at the Elected Members' Forum held in November 2015
UPC: Identified by the Urban Planning Committee on 5 April 2016

Commented [RH3]: ^{EM:} Identified at the Elected Members' Forum held in November 2015
UPC: Identified by the Urban Planning Committee on 5 April 2016

Commented [RH4]: ^{EM:} Identified at the Elected Members' Forum held in November 2015
UPC: Identified by the Urban Planning Committee on 5 April 2016

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- Encourage higher density and greater housing diversity for properties adjacent **Marion Road** in Ascot Park, Marion, Park Holme, Plympton Park, South Plympton and Sturt. Marion Road is classified as a high frequency transit route. Explore the suitability of implementing an Urban Corridor Zone, Suburban Activity Node Zone or similar. **UPC**
- Investigate the potential for mixed use development in the **Commercial Zone on Marion Road** within the suburbs of Ascot Park, Marion, Park Holme, Plympton Park and South Plympton. **UPC**
- Encourage higher density development and increased housing diversity on properties adjacent to the **Seaford Railway Line** in Ascot Park, Marion, Oaklands Park and Warradale. **UPC & EM**
- Encourage higher density development and increased housing diversity on properties adjacent to the **Glenelg Tram Line** in Plympton Park and South Plympton.
- Explore opportunities to implement a higher density corridor for properties adjacent **Daws Road** (or where there is a back-street running parallel with the arterial road, to that street) in Ascot Park and Edwardstown. Potential zoning as an Urban Corridor Zone, Suburban Activity Node Zone or similar. **EM**
- Explore opportunities to implement a higher density corridor for properties adjacent **Cross Road** (or where there is a back-street running parallel with the arterial road, to that street) in South Plympton, Edwardstown and Glandore. Potential zoning as an Urban Corridor Zone, Suburban Activity Node Zone or similar. **EM**
- Explore opportunities to implement a higher density corridor for properties adjacent **Morphett Road** (or where there is a back-street running parallel with the arterial road, to that street) in Glengowrie, Warradale, Oaklands Park, Morphettville, Dover Gardens and Seacombe Gardens. Potential zoning as an Urban Corridor Zone, Suburban Activity Node Zone or similar. **UPC & EM**
- Explore opportunities to implement a higher density corridor for properties adjacent **Diagonal Road** (or where there is a back-street running parallel with the arterial road, to that street) in Glengowrie, Oaklands Park, Sturt and Warradale. Potential zoning as an Urban Corridor Zone, Suburban Activity Node Zone or similar. **UPC & EM**
- Explore opportunities to implement a higher density corridor for properties adjacent **Sturt Road** (or where there is a back-street running parallel with the arterial road, to that street) in Marion, Dover Gardens, Seacombe Gardens, Sturt and Warradale. Potential zoning as an Urban Corridor Zone, Suburban Activity Node Zone or similar. **UPC**
- Encourage higher residential density and increased housing diversity for properties adjacent to **Seacombe Road** in Seacombe Gardens and Dover Gardens. **EM**
- Facilitate increased housing diversity and density for properties adjacent to the **Regional Centre Zone** (or where there is a back-street running parallel with the arterial road, to that street) in Oaklands Park, Seacombe Gardens and Warradale. Potential zoning as Urban Core Zone or similar. **UPC & EM**

Commented [RH5]: UPC: Identified by the Urban Planning Committee on 5 April 2016

Commented [RH6]: UPC: Identified by the Urban Planning Committee on 5 April 2016

Commented [RH7]: ^{EM} Identified at the Elected Members' Forum held in November 2015
UPC: Identified by the Urban Planning Committee on 5 April 2016

Commented [RH8]: Up-zoning adjacent the tram line has not been specifically identified by the UPC or EM. However, increased densities adjacent the tram line are specifically identified in the 30 Year Plan, so it is recommended that this is retained. Please clarify if desired.

Commented [RH9]: Daws Road is not identified as a transit corridor, so this would not be a strategic objective of the State, but could be retained in the SOI if desired by the UPC and Council. Please clarify if desired.

Commented [RH10]: Zoning to the nearby back-street was discussed by Committee members at the UPC meeting on 5 April. However, this can be excluded, as this amount of detail is not strictly necessary at this stage. Please clarify if desired.

Commented [RH11]: EM: General up-zoning surrounding Cross Road identified at the Elected Members' Forum held in November 2015

Commented [RH12]: ^{EM} Identified at the Elected Members' Forum held in November 2015
UPC Identified by the Urban Planning Committee on 5 April 2016

Commented [RH13]: UPC: Identified by the Urban Planning Committee on 5 April 2016
^{EM} Identified at the Elected Members' Forum held in November 2015

Commented [RH14]: UPC: Identified by the Urban Planning Committee on 5 April 2016

Commented [RH15]: ^{EM} Identified at the Elected Members' Forum held in November 2015

Commented [RH16]: ^{EM} Identified at the Elected Members' Forum held in November 2015
UPC: Identified by the Urban Planning Committee on 5 April 2016

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- Explore opportunities for increased housing diversity in **Edwardstown** for areas located within convenient walking distance of the District Centre Zone (Castle Plaza) and Woodlands Park Railway Station (acknowledging the potential for future relocation of the railway station) that are not part of the existing or proposed Residential Character Policy Area. ^{EM & DPTI}
- Explore opportunities for increased housing density and diversity in those areas of **Glandore** located within convenient walking distance of tram stations that are not part of the existing or proposed Residential Character Policy Area. ^{EM}
- Implement additions to the **Residential Character Policy Area** in those areas identified in Council's Residential Character DPA from 2013 (which currently remains on hold awaiting further investigations of the Southern Growth Corridor structure planning). The areas proposed for inclusion in the Residential Character Policy Area are:
 - Glandore (Naldera Street/northern side of View Road);
 - Edwardstown (North) (comprising a portion of Pine Street, Lindfield Avenue, Christina Street, Theodore Street, Castle Street, Macklin Street) with a minor expansion on the southern side of Castle Street to link with the existing established character policy area;
 - Edwardstown (South) (area comprising Wright Street, Johnson Street, Stanton Street); and
 - Plympton Park (area comprising a portion of Herbert Street, Arthur Street, Clement Street, Acacia Street, Peckham Road, South Terrace). ^{EM}
- Explore opportunities for a **low density policy area** in:
 - Ascot Park (north of Sixth Avenue and south of Wood Street);
 - Marion (south of Oliphant Avenue/Jacob Street and north of Norfolk Road);
 - Plympton Park (north-east of Stradbroke Avenue and south of South Terrace, to link with the proposed Residential Character Policy Area); and
 - South Plympton (on Kerr Grant, Brinkworth and Kent streets, and the area bounded by Wheaton, Barker, Korana and Lynton streets)

in order to preserve and enhance existing intact streetscapes and characteristics of older dwelling stock. ^{EM}
- Investigate the establishment of a low density policy area in the suburbs of **Oaklands Park, Glengowrie, Sturt and Warradale** (except those parts of the suburbs adjacent arterial roads and the railway corridor) to negate further adverse impacts on existing streetscapes arising from ad hoc infill development. Review minimum allotment dimensions and density criteria with potential for increased frontage widths and discourage hammerhead allotments. ^{EM & UPC}
- Review housing diversity within the existing Residential Character Policy Area in the suburb of Marion known as **"Oaklands Estate"**. ^{EM DPTI}
- Introduce a mixed use "high street" area along the northern end of **Finniss Street** in Marion (i.e. shop-top development). ^{DPTI}

Commented [RH17]: ^{EM} Identified at the Elected Members' Forum held in November 2015
^{DPTI} Identified in Draft Structure Plans prepared by the Department of Planning, Transport and Infrastructure as part of the 30 Year Plan for Greater Adelaide

Commented [RH18]: ^{EM} Identified at the Elected Members' Forum held in November 2015

Commented [RH19]: ^{EM} Identified at the Elected Members' Forum held in November 2015

Commented [RH20]: ^{EM} Identified at the Elected Members' Forum held in November 2015

Commented [RH21]: ^{EM} Identified at the Elected Members' Forum held in November 2015
 UPC: Identified by the Urban Planning Committee on 5 April 2016

Commented [RH22]: Identified for higher density at the EM Workshop in November 2015. However, this did not appear to be supported by the Urban Planning Committee on 5 April 2016. It is noted that changing the Residential Character status of this locality may be contentious. However, this area has been previously identified as being suitable for infill development / higher densities by DPTI in the Southern Adelaide Corridor Directions Paper and Structure Planning (2015) and Connor Holmes/Oxigen in the Marion Road Study (2009), due to proximity to rail stations and the Neighbourhood Centre Zone. Please clarify whether it should be included in this SOI.

Commented [RH23]: This has been identified through the Southern Adelaide Corridor structure planning between Council and DPTI, however it was unclear whether this objective was supported by the UPC on 5 April 2016. Please clarify whether it should be included in the SOI.

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- Explore opportunities for higher density and increased housing diversity in land owned by **Renewal SA** in Morphetville. ^{EM2}

Commented [RH24]: ^{EM2} Identified at the Elected Members' Forum held on 5 April 2016

2.1.3 Potential Issues

In preparing the DPA, Council will need to consider a range of potential issues which may arise as a result of the proposed areas targeted for increased housing diversity, and also different issues which are associated with proposed retention of existing residential/streetscape character. The underlying intent of the DPA is to encourage high quality infill development in appropriate locations that delivers housing choice and affordability. A balanced approach to the DPA may consider the following potential issues:

- The need to ensure that infill development continues to be undertaken in appropriate locations to support affordable housing, convenient access to services and facilities, and contribute to the activation and economic prosperity of activity centres through increased local populations.
- Balancing the provision of appropriate infill development while seeking to address common issues experienced by the existing community and council elected member concerns such as poor housing design, traffic and other amenity impacts.
- Retention of residential/streetscape character in appropriate locations whilst ensuring that strategic dwelling yield targets within the council area are met or exceeded.
- A high proportion of allotments adjacent centre zones and public transport (in particular, properties adjacent the Regional Centre Zone) have been redeveloped in recent years with low-to-medium density development. These areas are targeted for high density mixed used development as part of this DPA, but the high capital to site value ratios created by the small allotment sizes and significant value of new dwellings reduces the suitability for redevelopment.
- The implementation of appropriate incentives to encourage allotment amalgamation to provide for appropriately designed medium-to-high density developments which minimise impacts to adjacent low-to-medium residential areas. Most allotments in the desired locations are in separate private ownership, resulting in fragmented land holdings, which creates an impediment to allotment amalgamation.
- Council has received feedback from members of the community regarding the adverse impacts of medium density infill development in inner-suburb areas, particularly in the northern portion of the Council area (north of Seacombe Road). The DPA will investigate this aspect of community concern.
- Ensure that areas targeted for intensification near public transport and activity centres are located within convenient walking distance from the destination. Catchment areas should be determined based on ease of access (i.e. "walkability") should consider land topography, movement barriers (main roads, rail lines), street pattern (cul de sacs), etc.
- Achieve an appropriate increase in housing diversity in the southern part of the Council area (south of Seacombe Road) whilst ensuring that amenity impacts in areas with steep land gradient are appropriately minimized (i.e. privacy, views, overshadowing, earthworks).
- Plan for a variety of housing types within appropriate areas which reflects the varied needs of the community (life cycle, economic, life style choices, etc.)

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- Ensure that sufficient quality public open space is located within convenient proximity of areas targeted for higher density/diversity.
- Ensure the provision of adequate infrastructure (sewerage, stormwater, electricity, roads) to cater for proposed higher density areas.
- Assess the design capacity of existing roads to cater for increased residential density and mixed use development.
- Ensure that traffic impacts arising from increased residential densities are adequately managed (i.e. back street access, sufficient on-site car parking).

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3. Strategic and Policy Considerations

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3.1 The Planning Strategy

3.1.1 Targets

The DPA will support the relevant volume of the Planning Strategy (or draft Strategy) by implementing the following targets:

Target	How the target will be implemented:
<i>The 30 Year Plan for Greater Adelaide: Chapter D</i>	
New transit corridors, growth areas, transit-oriented developments and activity centres	
A Eighty per cent of the existing metropolitan area of Adelaide will remain largely unchanged as a result of the Plan.	It is understood that the 2 nd iteration of the <i>30 Year Plan for Greater Adelaide</i> has revised this percentage to a lower figure in line with the greater emphasis on infill development in established areas. This DPA looks at a balanced scenario where areas of higher density will be targeted to ensure that other areas retain existing character.
B By the end of the Plan's 30 years, 70 per cent of all new housing in metropolitan Adelaide will be being built in established areas.	This DPA facilitates the opportunity for an increased diversity in housing types and densities within the predominantly established council area.
C About 60 per cent of metropolitan Adelaide's (50 per cent of the Greater Adelaide region) new housing growth will be located within 800 metres of current or extended transit corridors.	This DPA will investigate opportunities for increased housing growth/density along the Adelaide to Seacliff/Tonsley rail corridors and the Adelaide to Glenelg tram line.
D Density of development in transit corridors will vary throughout the corridor but gross densities will increase on average from 15 to 25–35 dwellings per hectare. Net residential site densities for individual developments will be higher than the average gross density.	This DPA will aim to increase densities to the desired targets in areas immediately adjacent to higher order activity centres and transit corridors.
Transit corridors	

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Target	How the target will be implemented:
I Locate more than 50 per cent of Greater Adelaide's net dwellings growth (about 137,000 dwellings—including 60,000 in transit-oriented developments and sites that incorporate these development principles and design characteristics) and about 35 per cent of Greater Adelaide's new jobs in transit corridors.	This DPA will contribute toward attainment of this target by encouraging higher residential density and increased housing diversity within or adjacent to transit corridors in the City of Marion.
Communities and social inclusion	
B Plan for regional distribution of projected population growth as shown in Map D8. [Southern Adelaide Region: 82,000 people]	This DPA facilitates the opportunity for increased housing growth and diversity in housing types within that part of the Southern Adelaide Region within the Marion Council area, which will assist in accommodating the projected population growth in the Southern Adelaide Region.
Housing mix, affordability and competitiveness	
B Plan for the regional distribution of new dwellings (<i>in the Southern Adelaide region</i>) as identified in Map D9.	This DPA will aim to satisfy the desired distribution of housing targets in the Southern Adelaide Region by facilitating increased housing diversity and density within corridors, whilst still allowing for appropriately designed infill development outside corridors.
Affordable housing	
A Provide for at least 15 per cent of housing in all new significant developments to be affordable housing, including five per cent for high-needs people.	This DPA will facilitate the provision of affordable housing within the Council area.

3.3.2 Policies

The DPA will support the relevant volume of the Planning Strategy (or draft Strategy) by implementing the following policies:

Policy	How the policy will be implemented:
<i>The 30 Year Plan for Greater Adelaide: Chapter D</i>	

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Policy	How the policy will be implemented:
New transit corridors, growth areas, transit-oriented developments and activity centres	
1 Plan for population growth of 560,000 people over 30 years and accommodate this growth through the delivery of 258,000 additional dwellings to be constructed over the life of the Plan.	This DPA facilitates the opportunity for increased dwelling growth within the Marion Council area, which will be achieved by encouraging more diverse housing options in the existing established areas of the Council.
2 Locate the majority of Greater Adelaide's urban growth within existing built-up areas through increases in density in strategic locations.	This DPA facilitates the opportunity for an increased diversity in housing types and densities within existing built-up areas that are located within convenient proximity of centres and public transport.
3 Concentrate new growth within metropolitan Adelaide in transit corridors, transit-oriented developments and activity centres so that the urban character of the majority of neighbourhoods remains largely unchanged.	This DPA will encourage greater housing diversity and density within and adjacent to the City of Marion's transit corridors and activity centres, whilst seeking to preserve the urban character of inner-suburb neighbourhoods. The part of the DPA which seeks additions/extensions to the existing Residential Character Policy Area will seek to preserve character of the pre-1940s dwelling stock.
5 Activate and rejuvenate higher-order activity centres and provide for integrated mixed uses around transport interchanges and wherever possible at the neighbourhood level.	This DPA will encourage mixed-use development within existing activity centres. The DPA anticipates the introduction of an Urban Corridor Zone (or similar) around transit corridors and interchanges, which is intended to encourage integrated mixed-use developments.
7 Ensure that the bulk of new residential development in Greater Adelaide is low- to medium-rise development (including detached dwellings) and confine high-rise developments to the 14 identified transit-oriented developments.	This DPA anticipates the retention of low-to-medium rise development in certain locations, but also seeks to introduce the capacity for medium/high-rise residential developments adjacent high order activity centres (including the identified Oaklands TOD) and high order transit corridors.
Transit corridors	
8 Designate and protect transit corridors so a significant amount of Greater Adelaide's net dwellings growth and net jobs growth can be generally located within 800 metres of a major transit corridor or within 400 metres of other transit corridors.	This DPA will investigate opportunities for increased housing diversity/density along the Adelaide to Seacliff/Tonsley rail corridors and the Adelaide to Glenelg tram line, which are both identified as major transit corridors in the <i>30 Year Plan</i> . The DPA also encompasses the establishment of a high-density mixed-use corridor zone along the Marion Road transit corridor.

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Policy	How the policy will be implemented:
10 Prepare Structure Plans for transit corridors to determine up-front (or earlier in the process) the types of land uses permitted to avoid the need for individual rezoning of major sites.	Council and DPTI have been involved in the creation of early draft structure plans for transit corridors and activity centres. The investigations for this DPA will involve further and more detailed consideration of these areas.
14 Concentrate higher densities and medium-rise development around mixed-use activity centres and railway, tram and bus stations.	This DPA will investigate opportunities for increased housing growth/density along the Adelaide to Seacliff/Tonsley rail corridors, the Adelaide to Glenelg tram line, along the Marion Road transit corridor and within/adjacent to appropriate activity centres.
15 Ensure that there is an effective transition between higher densities and medium-rise development (near shops and stations) and existing low-rise detached housing. Structure Plans for transit corridors will prescribe that densities and building heights decrease as development moves away from transport thoroughfares and shops and railway stations. This will mean that traditional detached dwellings will generally be bordered by low-rise dwellings such as townhouses.	This DPA will include policy that ensures that there are suitable transitions in scale between existing low rise residential dwellings and new higher density development.
Mixed-use activity centres	
30 Develop higher-density residential developments within and adjacent to activity centres.	This DPA will investigate opportunities for higher-density residential developments within and adjacent to appropriate activity centres.
Urban design	
13 Create a clear transition between new higher-density development (near shops and railway stations) and existing detached housing precincts, such that housing densities will decrease in line with the distance from transport thoroughfares and railway stations.	This DPA will include policy that ensures that there are suitable transitions in scale between existing low rise residential dwellings and new higher density development.

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Policy	How the policy will be implemented:
14 Ensure local heritage places and areas of heritage value are identified and incorporated into planning policy.	The identification of areas of heritage value were identified in the City of Marion Local Heritage DPA – Consolidated 19 March 2015.
Communities and social inclusion	
4 Plan for the growing number of young families.	This DPA facilitates the opportunity for an increased diversity in housing types and densities to meet the varying needs of the community.
5 Plan for the projected increase in the number and proportion of elderly people and respond to their preference to remain living in their existing community.	
Housing mix, affordability and competitiveness	
3 Integrate a mixture of competitive housing styles, types, sizes and densities into the wider housing market, including medium-density low-rise and attached dwellings.	This DPA seeks to introduce and encourage a greater mixture of housing styles, types, sizes and densities. At present, the prevalent dwelling type constructed as infill development comprises medium-density low-rise attached dwellings. This dwelling form will be retained in appropriate locations, but this DPA will encourage greater housing diversity such as medium-rise development in strategic locations, and well as retention of low-density character in appropriate localities. This diversification in dwelling types should assist in meeting the varying needs of the community.
5 Increase the total share of smaller housing, particularly around transport interchanges and collocated with services such as health and retail.	
8 Identify urban regeneration areas outside transit corridors that are suitable for redevelopment to achieve economic, social and environmental improvements.	This DPA facilitates the opportunity for increased diversity in housing types and densities in targeted areas outside of transit corridors, such as the area of Morphetville owned by Renewal SA which is targeted for future redevelopment.

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3.Strategic and Policy Considerations

3.2 Council Policies

3.2.1 Council's Strategic Directions (Section 30) Report

Recommendations from the City of Marion's Strategic Directions (Section 30) Report (2013) supporting the proposed DPA are as follows:

Development Plan Amendment Program/Action Plan

Project/Development Plan Amendment + associated Strategy from the 10 Year Council Plan		Scope
2	Residential (Higher Density) Land around the periphery of the Marion Regional Centre (component of the Oaklands TOD) <i>10 Year Council Plan</i> <ul style="list-style-type: none"> – <i>“Population Growth and increased diversity in the residential community</i> – <i>Increased diversity and affordability in housing to meet the needs of people at all life stages</i> – <i>Sustainable development and built form</i> – <i>An urban environment that is more conducive to and supportive of walking and cycling</i> – <i>Better integration of nature and built form</i> – <i>Urban infill & Renewal to accommodate population growth, improve amenity and connectivity.</i> 	To examine the suitability of higher density residential and mixed use development in areas in close proximity of the Marion Regional Centre, the Warradale Neighbourhood Centre and the Oaklands Railway station; taking into consideration the need for suitable transitions between existing lower density residential areas and proposed high density development. Investigations will be supported by a residential yield analysis of potential regeneration areas.
3	Residential/Mixed Use (along Transit Corridors and including Marion and Sturt Roads) Residential areas adjacent the rail corridors (Noarlunga and Tonsley lines) and residential/mixed use along Marion/Sturt Roads. <i>10 Year Council Plan</i> <ul style="list-style-type: none"> – <i>“Population Growth and increased diversity in the residential community</i> – <i>Increased diversity and affordability in housing to meet the needs of people at all life stages</i> 	To examine the suitability of higher density residential and mixed use development within established lower density residential areas within appropriate proximity to rail stations, centres and community facilities; taking into consideration the need for suitable transitions between existing lower density residential areas and proposed higher density development. Investigations will be supported by a residential yield analysis of potential regeneration areas. Investment in public realm to be considered (infrastructure, landscaping)

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	<ul style="list-style-type: none"> – Sustainable development and built form – An urban environment that is more conducive to and supportive of walking and cycling – Better integration of nature and built form – Urban infill & Renewal to accommodate population growth, improve amenity and connectivity. 	and consideration of a “transportation” strategy” connecting Flinders, Marion Regional Centre and possibly Glenelg, that will help facilitate higher density development (residential and commercial/retail)
4	<p>Residential (Southern Suburbs) DPA</p> <p>Hallett Cove, Marino, Seaview Downs, Seacombe Heights, Darlington</p> <p>10 Year Council Plan</p> <ul style="list-style-type: none"> – “Population Growth and increased diversity in the residential community – Increased diversity and affordability in housing to meet the needs of people at all life stages – Sustainable development and built form – An urban environment that is more conducive to and supportive of walking and cycling – Better integration of nature and built form – Urban infill & Renewal to accommodate population growth, improve amenity and connectivity. 	<p>Examine the potential to provide greater housing choice (dwelling variety and densities) in appropriate sections of Hallett Cove, Marino, Seaview Downs, Seacombe Heights, & Darlington currently within the Hills Policy Area 11, Southern Policy Area 18 and District Centre Zone. Consideration given to slope of land, impact on existing residential development and proximity to services, facilities and public transport. Facilitate the opportunity for ageing in place.</p> <p>The DPA would involve the undertaking of comparisons with the residential policy of adjacent areas within the Holdfast Bay Council to provide greater consistency of built form and character.</p> <p>During the public consultation process, Council has been asked to look at the rezoning of a small Neighbourhood Centre Zone (NCe) (at 1 Greenfield Road Seaview Downs) to Residential. As the NCe zone is located adjacent residential development in Hills Policy Area 11 the NCe zone could be given consideration during the “investigations” for the Residential (Hills Policy Area 11) DPA.</p> <p>Investigations will be supported by a residential yield analysis of potential regeneration areas.</p>
8	<p>Residential (Character Policy Area 17)</p> <ul style="list-style-type: none"> – Glengowrie, Glandore, Edwardstown, Plympton Park – 10 Year Council Plan – People friendly neighbourhoods that reflect local character and heritage 	Continue to pursue the Residential Character Area DPA Statement of Intent which seeks to introduce new or expand existing character areas in Glandore, Edwardstown & Plympton Park. Council to undertake an investigative study providing strategic justification for conserving the proposed areas in Edwardstown, given its strategic location within the Southern

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		Growth Corridor and proximity to the proposed TOD at Castle Plaza where higher residential densities are contemplated.
10	Residential (Character and Density Preservation) Various residential areas within the Council <i>10 Year Council Plan</i> <i>– People friendly neighbourhoods that reflect local character and heritage</i>	To review existing residential areas within the Council area and nominate for preservation those areas with an existing character that is worthy of retention. These areas are distinct from those with predominantly pre 1940s housing stock that are currently located within the existing Residential “Character Policy Area 17” and may comprise conventional housing stock from other more recent eras. The intent being to prevent the continuation of ‘ad-hoc’ infill development in those parts of the Council area with a character and housing density worthy of retention which are not deemed suitable for higher densities (e.g. area outside the growth corridor or otherwise not identified as suitable for up-zoning).
7	Stormwater Master Plan DPA <i>10 Year Council Plan</i> <i>– A climate resilient urban environment</i> <i>– Sustainable development and built form</i> <i>– Conservation of natural resources and responsible management of waste</i>	This DPA will incorporate flood plain mapping into the Development Plan as identified in the Holdfast Bay/Marion Stormwater Management Plan for the catchment west of the Sturt River. The DPA will also explore on-site retention and water sensitive urban design solutions for residential development within the catchment that address the requirements of the stormwater management plan.

3.2.2 Infrastructure Planning

The proposed amendment will be consistent with current infrastructure planning (both social and physical) identified in council’s strategic directions report, by the Minister and/or by a relevant government agency.

In particular, this DPA will support the following infrastructure projects:

- The City of Holdfast Bay and City of Marion Glenelg to Marino Coastal Catchment Flood Inundation Stormwater Management Plans (2013)
- The City of Mitcham and City of Marion Stormwater Management Plan (2016+)
- Investigate appropriate stormwater management infrastructure for residential infill areas.

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- Support activity centres by encouraging a “critical mass” of population through infill development in appropriate locations.
- Encourage the utilisation of open space areas and public realm investments through infill development in appropriate locations.
- As part of a wider review, investigate mechanisms that can supplement planning policy to assist with the funding and delivery of appropriate infrastructure.

3.2.3 Other Policies or Local Issues

The policies of this DPA will complement policies in:

- Council’s Current DPAs
 - Castle Plaza Activity Centre DPA
 - Residential (General) DPA
 - Seacliff Park Residential and Centre DPA
 - Recreation/Community DPA
- The Development Plans of adjoining areas
 - Holdfast Bay Council Development Plan
 - Mitcham (City) Development Plan
 - West Torrens Council Development Plan
 - Unley (City) Development Plan
 - Onkaparinga Council Development Plan

This DPA should have no impact on the policy and/or zoning of the above Development Plans

- Schedule 4 of the Regulations

This DPA will affect most of the residentially zoned land within the Council area, which in turn, comprises predominantly designated areas for the purposes of Schedule 4 clause 2B.

The DPA will investigate whether there is a need for the Minister to amend the existing determined areas for the purposes of Schedule 4—Complying development, clause 2B—New dwellings.

3.3 Minister’s Policies

3.3.1 Planning Policy Library

The DPA will draw on the following SA Planning Policy Library modules:

- General Section
 - Centres and Retail Development

Statement of Intent

3.Strategic and Policy Considerations

- Community Facilities
- Crime Prevention
- Design and Appearance
- Energy Efficiency
- Hazards
- Interface between Land Uses
- Land Division
- Landscaping, Fences & Walls
- Medium and High Rise Development (3 or More Storeys)
- Natural Resources
- Orderly and Sustainable Development
- Residential Development
- Siting and Visibility
- Sloping Land
- Supported Accommodation, Housing for Aged Persons and People with Disabilities
- Transportation and Access
- Zone Section
 - District Centre Zone
 - Local Centre Zone
 - Neighbourhood Centre Zone
 - Regional Centre Zone
 - Residential Zone (including the Medium Density Policy Area)
 - Residential Character Zone
 - Residential High Density Zone
 - Residential Neighbourhood Zone
 - Residential Regeneration Zone
 - Suburban Activity Node Zone
 - Suburban Neighbourhood Zone
 - Urban Core Zone
 - Urban Corridor Zone

Statement of Intent

3. Strategic and Policy Considerations

While the DPA is unlikely to propose substantial changes to these policies, there may be the inclusion of local additions to provide clarity, improve development outcomes and support the broader gains of the DPA. Should the investigations identify that this form of policy amendment is necessary, justification will be provided in the DPA.

3.3.2 Existing Ministerial Policies (Section 25(5), 26 and Section 29)

No Ministerial policies introduced through section 25(5), 26 or 29 of the Act are intended to be amended by this DPA. Should any amendment be proposed to these policies, they will be justified in the DPA. Council confirms that the policies will only be changed in a way that ensures consistency with the Planning Strategy.

3.3.3 Ministerial DPAs

The policies of this DPA will be consistent with and not contradict the policies proposed in the following relevant Ministerial DPAs:

- Main South Road/Darlington Area DPA

4. Investigations and Consultation

4.1 Investigations

4.1.1 Investigations Previously Undertaken

Investigations previously undertaken (prior to the preparation of this SOI) that will inform this DPA include the following:

- *Urban Form and Neighbourhood Character Study (2007)* prepared by Jensen Planning and Design
- *Marion Road Urban Design Study (2009)* prepared by Oxygen and Connor Holmes
- *Open Space and Recreation Strategy (2006 – 2016)*
- Demographic profile and projections undertaken by ID Consulting (2011)
- The City of Marion's proposed Residential Character DPA (2013), which included an analysis of residential character dwellings/areas within the Council area based on subdivision patterns, building era and style, allotment size, frontage, setbacks, site coverage, and private open space. This study was undertaken by Council as part of the process determined by the [then] Department of Planning and Local Government (DPLG) for identifying areas for which exemption from the SA Residential Development Code (a modified full Code) should apply. It also included site analyses based on the criteria outlined in the Residential Neighbourhood Character submission forms developed by the DPLG.
- *The City of Holdfast Bay and City of Marion Glenelg to Marino Coastal Catchment Flood Inundation Stormwater Management Plans (2013)*
- Preliminary discussions/workshops with DPTI (2015), resulting in the creation of spatial maps showing strategic directions and issues relating to the relevant *30 Year Plan for Greater Adelaide - Primary Renewal Areas* within the Marion Council area
- Workshops with the City of Marion Elected Members (2015) to discuss and work through the *30 Year Plan for Greater Adelaide* urban growth directions for Marion Council and Council's intention to:
 - a) Facilitate opportunities for increased housing diversity/density in areas within convenient proximity of transit corridors and centres; and
 - b) Protect areas with a desirable established residential character that are not in close proximity to transit corridors or activity centres
- *The City of Mitcham and City of Marion Stormwater Management Plan (current)*

4.1.2 Investigations Initiated to Inform this DPA

Additional investigations (including those arising from issues not addressed in the Planning Policy Modules) to inform this DPA will include the following:

Statement of Intent

4. Investigations and Consultation

- A detailed analysis of each suburb within the City of Marion has been undertaken (except Clovelly Park, Mitchell Park and Bedford Park, which are the subject of the Main South Road/Darlington Upgrade Ministerial DPA). The analyses consider each suburb's characteristics (including proximity to public transport stations, activity centres, public open space, age of dwelling stock, capital/site values, key demographics, current density, recent development activity, topography and streetscape characteristics) to assess suitability for increased housing density/diversity.
- An investigation of the streetscape and built form character of areas proposed for "low density" zoning. Adapt policy to ensure that new development complements the characteristics of the locality that warrant preservation.
- Undertake qualitative analysis of preferred development outcomes for "low density" areas. Compare with established development plan policy to identify required policy improvements to address concerns and issues as they relate to:
 - Dwelling density
 - Articulation and material finishes
 - On-site and on-street car parking
 - Vehicle access and driveways
 - Energy efficiency
 - Buffering and greening through landscaping
 - Residential noise and amenity
 - Building height and scale
 - Relationship to the streetscape
- Investigate policy mechanisms and incentives for amalgamation of allotments to facilitate integrated medium density residential infill development (e.g. density bonuses for larger sites) while supporting good quality urban design and liveable neighbourhoods.
- Review existing policy as it relates to the use of battle-axe land division to determine whether this form of infill supports appropriate design outcomes (and/or can be better managed to achieve this).
- Undertake a Residential Yield Analysis, which includes yield scenario modelling and associated analysis to ensure that proposed policy changes will meet or exceed the number of additional dwellings targeted for the City of Marion by the *30 Year Plan for Greater Adelaide*.
- Identification of current and projected future demographics in comparison to current and future housing type demands.
- Consultation with the community to obtain feedback on the level of satisfaction with current Development Plan policy.
- Identification of the appropriate zoning and policy for the areas affected, ensuring that zoning is reasonably consistent with adjoining zones of different Councils.
- Assess general stormwater capacity within existing infill areas to identify future capacity constraints. Consider mechanisms available to improve the quality of water run-off entering the stormwater systems and best practice on-site stormwater management and WSUD

Statement of Intent

4 Investigations and Consultation

implements. Review the need for additional policy to support updated stormwater mapping, considering other South Australian approaches.

- The provision of a comprehensive infrastructure analysis that identifies all potential infrastructure issues that will have to be addressed in any subsequent development application, and provide a strategy which offers a funding solution for each of these issues.

4.2 Consultation

The following key stakeholders will be consulted during the investigations stage for input into the proposed DPA:

- Department of Planning, Transport and Infrastructure (DPTI) (Planning Division)

The following agencies, State Members of Parliament, interested parties, individuals and Councils will be consulted during the consultation stage of the DPA:

- **Department/Agency**

- Department of Planning, Transport and Infrastructure
 - Planning and Assessment Division
 - Policy and Planning Division
 - Transport Services Division
 - Land Services Group
 - Public Transport Division, including
 - Trans-Adelaide
 - Office of Major Projects and Infrastructure
 - Office for Recreation and Sport
- Department for Aboriginal Affairs and Reconciliation
- Department of Trade and Economic Development
- Department of State Development
- Environment Protection Authority
- Department of Environment, Water and Natural Resources
- Department of Education and Child Development
- Department for Communities and Social Inclusion
 - Housing SA
 - Office of the Southern Suburbs
- Department for Health and Ageing

Statement of Intent

4. Investigations and Consultation

- SA Power Networks
- Renewal SA
- SA Water
- **State Members of Parliament**
 - Mr David Speirs, Member for Bright
 - Mrs Annabel Digance, Member for Elder
 - Dr Duncan McFetridge, Member for Morphett
 - Mr Corey Wingard, Member for Mitchell
- **Interested Parties**
 - Adelaide Airport Limited
- **Councils**
 - City of Holdfast Bay
 - City of Mitcham
 - City of Onkaparinga
 - City of Unley
 - City of West Torrens

Consultation with the public will be undertaken in accordance with the requirements of the Act and Regulations. This will include:

- A notice in the Government Gazette.
- A notice in Messenger Newspaper (Guardian).
- The scheduling of a Public Meeting at which any interested person may appear to make representations on the proposed amendment.
- Notices to the owners or occupiers of any land that is subject to or adjacent to the affected area of the proposed amendment.
- A notice in the City of Marion's publication 'City Limits'
- On-line consultation methods, to be defined
- Information brochures posted on the City of Marion website and distributed via council's civic and community centres and libraries
- The DPA document is to be made available to the community during the consultation period in the following manner and locations:
 - Council's website:
<http://www.marion.sa.gov.au>

Statement of Intent

4 Investigations and Consultation

- Council's main Administration Centre at:
City of Marion
245 Sturt Road
STURT SA 5047
- Council's Libraries at:
Cultural Centre Library
287 Diagonal Road, Oaklands Park SA 5046
Cove Civic Centre
1 Ragamuffin Drive, Hallett Cove SA 5158
Park Holme Library
1 Duncan Avenue, Park Holme SA 5043

Statement of Intent

6. Professional Advice and Document Production

5. Proposed DPA Process

5.1 DPA Process

Council intends to **undertake the following DPA process:**

☐ Process A

Agencies will be consulted on a draft version of the DPA for a period of 6 weeks. A copy of the DPA, and copies and a summary of agency submissions, will then be sent to the Minister for approval to release the DPA for public consultation.

☒ Process B1 (with consultation approval)

A copy of the DPA will be sent to the Minister for approval to release it for concurrent agency and public consultation (not more than 8 weeks for agency comment and not less than 8 weeks for public comment).

☐ Process B2 (consultation approval not required)

A copy of the DPA will be released for concurrent agency and public consultation (not more than 8 weeks for agency comment and not less than 8 weeks for public comment).

☐ Process C

A copy of the DPA will be released for concurrent agency and public consultation (not more than 4 weeks for agency comment and not less than 4 weeks for public comment). Landowners and occupiers identified in the SOI will receive direct notification of the DPA.

5.1.1 Rationale

Process B1 has been selected because council does not anticipate that the DPA will be subject to fundamental concerns from external agencies and associations.

5.2 Interim Operation

Interim Operation is **not** being considered for this DPA.

6. Professional Advice and Document Production

6.1 Professional Advice

The professional advice required will be provided by:

- David Melhuish, Senior Policy Planner - City of Marion
- Steve Hooper, Manager Development and Regulatory Services - City of Marion

These persons satisfy the professional advice requirements of the Act and Regulations and will provide advice to the council prior to the preparation of the DPA. These persons are not considered to have a conflict of interest or perceived conflict of interest in the DPA.

6.2 Document Production

The DPA (including the structure, amendment instructions and mapping) will be prepared in accordance with the Technical Guide to Development Plan Amendments issued by the Department for Planning, Transport and Infrastructure (the Department) and any templates, except as mutually agreed.

To ensure certainty as to the correct version of the DPA, the DPA will contain a date in the footer (eg version 5 July 2007). The footer will be located on every page of the DPA, including the proposed amendments (including mapping).

The Chief Executive Officer of the council will ensure that the policies implement the Planning Strategy, all procedures have been completed within the statutory requirements, and that mapping is correct prior to issuing a certificate in accordance with the Act. If this is not the case, the council will take responsibility for the DPA until the matter has been resolved.

6.3 Mapping

Council will obtain electronic copies of all the affected maps and/or figures from the Department prior to the commencement of mapping amendments to ensure all mapping is amended based on current map bases.

Amendments to maps will be provided in the required format to the Planning Division of the Department. Mapping amendments for this DPA will be undertaken by:

- Mike Georg – Hills Mapping and Design

7. Proposed DPA Timetable

Process B1 (with consultation approval) Timetable

The following timetable is proposed for this DPA based on the selected process. Council will take steps to update this timetable if it appears at any stage that Council will require an extension to complete a task.

Steps	Responsibility	Agreed Timeframe from Minister's Approval
Development Plan Amendment (DPA)		
Investigations conducted; DPA prepared and sent to the Department requesting agreement to commence public and agency consultation	Council	16 weeks SOI agreement – DPA lodged with the Department for consultation approval
DPA assessed and report prepared for Minister	Department	7 weeks
Public and agency consultation approved by Minister	Minister	4 weeks
DPA prepared for public consultation	Council	12 weeks Public consultation approved - public consultation commences
Public and agency consultation concludes	Council	8 weeks
Summary of Consultation and Proposed Amendment (SCPA)		
Public Meeting held; submissions summarised; DPA amended in accordance with Council's assessment of submissions; SCPA prepared and lodged with Department	Council	12 weeks Public consultation closes – SCPA lodged with the Department
SCPA assessed and report on DPA prepared for Minister	Department	7 weeks
Minister considers report on DPA and makes decision	Minister	4 weeks

Steps	Responsibility	Agreed Timeframe from Minister's Approval
Approved amendment gazetted	Department	2 weeks

Following Ministerial approval of the proposed amendment, it is forwarded to the Environment, Resources and Development Committee of Parliament for review.

Appendices

Appendix A:

SOI Opportunity and Constraints Analysis (2016)

Housing Diversity Development Plan Amendment (DPA)

Opportunity and Constraints Analysis



	<i>Identified Areas</i>	<i>Opportunities</i>	<i>Constraints</i>	<i>Intended directions and outcomes</i>
<i>Priority areas for residential infill</i>	Adjacent the Seaford Railway Line and the Glenelg Tram Line	Encourage higher density development in proximity of tram/train stations.	Ensure suitable transitions to adjacent inner-suburb residential areas to minimise amenity impacts from higher density development.	Create a high density transit corridor along the railway lines to intensify and activate public transit uptake, whilst enabling the provision of high quality residential developments.
	Hills Policy Area 11	Review minimums site areas to encourage medium density development in appropriate locations adjacent activity centres and public transport (currently very low density permitted only).	Steep land gradient in most areas of the Hills Policy Area 11 requires appropriate design policy to minimise amenity impacts (overlooking, overshadowing, earthworks).	Diversify the housing stock in the southern part of the Council area to provide a variety of affordable dwelling options for an increasingly diverse population.
	Southern Policy Area 18	Review frontage widths in the Southern Policy Area 18 to facilitate opportunities for higher densities and a variety of dwelling types. Opportunity for increased housing diversity surrounding the Hallett Cove District Centre.	The current frontage width provisions constrain infill development. Policies should be reviewed to facilitate appropriately designed infill development.	Deliver a range of housing options within the southern parts of the Council area, with a focus on higher densities in areas that are conveniently located in proximity of transport, open space and activity centres.
	Adjacent Daws Road, Cross Road, Morphet Road and Diagonal Road	Create higher density living options adjacent these transit corridors to maximise convenient access to bus stations.	Ensure suitable transitions to adjacent inner-suburb residential areas to minimise amenity impacts from higher density development.	Create a high density transit corridor along these arterial roads to intensify and activate public transit uptake, whilst enabling the provision of high quality residential developments.
	Land owned by Renewal SA in Morphetville	Encourage greater housing diversity and options for large-scale redevelopment than that currently envisaged by the Regeneration Policy Area 16.	Provision of adequate infrastructure to support high density development. The locality is not located within immediate proximity of high frequency transit routes or centres.	Facilitate the provision of innovative housing options on this key brownfield site, to deliver affordable housing options that are not constrained by existing policy.

	<i>Identified Areas</i>	<i>Opportunities</i>	<i>Constraints</i>	<i>Intended directions and outcomes</i>
<i>Priority areas for mixed-use infill</i>	Adjacent Marion Road	Activate Marion Road as a destination transit corridor, by intensifying residential and commercial offerings to create a vibrant community with access to sustainable transport options, open space, and destinations (shops, schools, leisure, retail, commercial, office).	Amenity impacts from siting dwellings in close proximity to Marion Road, which is classified as a freight route. The need to upgrade road infrastructure to support an increased local population and visitors (cycle lanes, landscaping, footpaths, street furniture, etc.). Plan for suitable interface with nearby low density residential areas.	Consolidate current Commercial, Centre, Residential and Industry Zones to an integrated Mixed Use Zone. Adapt policy to encourage high quality residential developments that are designed to minimise adverse impacts from Marion Road. Focus development to take advantage of existing opportunities such as access to shopping facilities (Park Holme and Ascot Park Shopping Centres), schools (Hamilton Secondary, Ascot Park Primary, Forbes Primary), open space (Sturt River) and rail stations.
	Adjacent the Regional Centre Zone (and along Sturt Road)	Encourage higher density housing surrounding the Regional Centre Zone to provide a range of dwelling options for a diverse population, and establish a higher population density within walking distance of centre facilities (retail, commercial, community, major bus interchange) to achieve sustainable intensification and utilisation of existing infrastructure.	Most allotments surrounding the Regional Centre zone are in separate private ownership, and many have been redeveloped with low-to-medium housing in recent years. Devise appropriate policy to encourage allotment amalgamation to provide for appropriately designed medium-to-high density developments which minimise impacts to adjacent low-to-medium residential areas. Retail analysis required to ensure that mixed use development will not detract from the viability of retail offerings within the Regional Centre Zone.	Focus new residential development around this key strategic centre to properly utilise the range of facilities and transport options available. In doing so, enhance the vibrancy of the regional centre.

	<i>Identified Areas</i>	<i>Opportunities</i>	<i>Constraints</i>	<i>Intended directions and outcomes</i>
	Within the “Marion Historic Village” (along Finnis Street)	There is a unique historic character and meaning to this locality. The historic past could be promoted and enhanced through a high street/village character along the northern end of Finnis Street. This area may be suitable for low rise residential infill, which will enhance key local streets and improve open space network to support active travel and amenity for diverse housing close to the train and the regional centre.	Policy should recognise and protect the historic past of the area while encouraging appropriately designed mixed-use development to create a “high street”. Plan for suitable interface with nearby low density residential areas.	Establish “Marion Historical Village” as “Finniss St Local High Street”, which includes sensitive low rise mixed use to strengthen this local community hub and emphasise its historic past. Create employment opportunities and enhance the local economy.
	Within Activity Centres	Explore opportunities for mixed use development in local and neighbourhood centres by expressly encouraging residential development in the form of apartments located above ground level retail/commercial uses.	Ensure that residential development does not prejudice the operation of existing or future retail activity within the zones. Plan for suitable interface with nearby low density residential areas.	Activate lower order centres by specifically encouraging residential development above non-residential uses. Increase uptake in use of centre facilities and thereby improve employment opportunities for local businesses whilst enhancing the vibrancy of centres.
<i>Areas for “low density” streetscape character preservation</i>	Those parts of Oaklands Park, Glengowrie, Sturt and Warradale not located adjacent transit routes or centres	Amend policies to focus on preservation of existing streetscape character and thereby redirect infill development toward key strategic locations (adjacent transit routes and centres) instead of inner-suburb areas, which, in turn, will support the economic sustainability of activity centres and increase the uptake of environmentally sustainable transit.	Retention of residential/streetscape character in appropriate locations whilst ensuring that strategic dwelling yield targets within the council area are met or exceeded.	Resolve amenity issues associated with infill development currently experienced by the existing community (overshadowing, traffic, car parking and incongruity in the streetscape). In doing so, establish the viability of higher density infill development in appropriate locations (adjacent activity centres and public transport) to support the economic growth of activity centres and increase the uptake of environmentally sustainable transit.

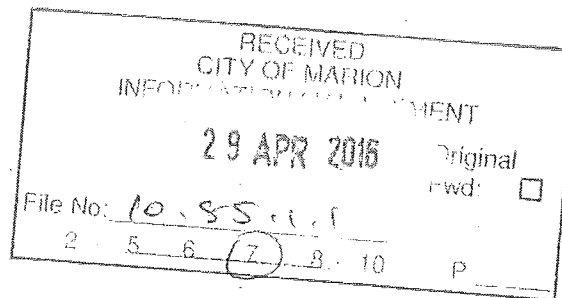
	<i>Identified Areas</i>	<i>Opportunities</i>	<i>Constraints</i>	<i>Intended directions and outcomes</i>
	Certain localities within Ascot Park, Marion, Plympton Park and South Plympton	Amend policies to focus on preservation of existing streetscape and to complement the original dwelling stock. In doing so, redirect infill development toward key strategic locations (adjacent transit routes and centres) instead of inner-suburb areas, which in turn, will support the economic sustainability of activity centres and increase the uptake of environmentally sustainable transit.	Retention of residential/streetscape character in appropriate locations whilst ensuring that strategic dwelling yield targets within the council area are met or exceeded.	Resolve amenity issues associated with infill development currently experienced by the existing community (overshadowing, traffic, car parking and incongruity in the streetscape) while embracing the original character of specific localities. In doing so, establish the viability of higher density infill development in appropriate locations (adjacent activity centres and public transport) to support the economic growth of activity centres and increase the uptake of environmentally sustainable transit.
<i>Areas for Residential Character zoning</i>	Those areas identified in Council's Residential Character DPA from 2013, including localities in Glandore, Edwardstown and Plympton Park	Reinforce the attractive established character of predominantly single-storey, detached houses constructed prior to 1940.	Retention of residential/streetscape character in appropriate locations while ensuring that strategic dwelling yield targets within the council area are met or exceeded.	Expand the existing Residential Character Policy Area to preserve the identity of original dwelling stock within the City of Marion, whilst creating high amenity streetscapes which appeal to a large proportion of the community and wider population.

The Hon John Rau MP

16PLN0385

22 April 2016

Mayor Kris Hanna
City of Marion
PO Box 21
OAKLANDS PARK SA 5046



**Government
of South Australia**

Deputy Premier
Attorney-General
Minister for Justice Reform
Minister for Planning
Minister for Industrial Relations
Minister for Child Protection Reform
Minister for the Public Sector
Minister for Consumer and Business Services
Minister for the City of Adelaide
45 Pirie Street
ADELAIDE SA 5000
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Dear Mayor Hanna

I am pleased to advise that the *Planning, Development and Infrastructure Act 2016* was passed by Parliament on Tuesday 12 April 2016 and assented to by the Governor on 21 April 2016.

This legislation sets the framework for a contemporary and competitive planning system for South Australia. This opportunity to conduct a wholesale reform to planning laws and policy is rare. If done right, these reforms will transform our economy to create jobs and place South Australia ahead of other jurisdictions in planning.

What's in the Act?

The *Planning, Development and Infrastructure Act 2016* provides for:

- An independent and professional State Planning Commission.
- Tools to support local governments to undertake planning and assessment on a regional basis.
- Improved community engagement in the planning process including the creation of an engagement charter.
- The Environment and Food Production Areas, to curb urban sprawl and protect the economically and environmentally significant food bowl.
- Infrastructure schemes to support more efficient and effective roll out of basic and essential infrastructure in growth areas.
- A state planning and design code to significantly reduce the duplication and confusion caused by 68 individual council plans.
- A new assessment system that provides greater certainty for people wanting to undertake development and more tools to assess simple and complex applications.
- An emphasis on professional decision making with largely independent assessment panels, accredited professionals and assessment managers.

A brief overview summary of the legislation is provided in the attached information sheet.

SCANNED

A staged introduction

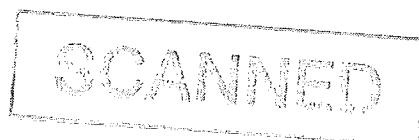
Given the scale of the reform program, the Government is working to a five year implementation program that includes time to research best practice, engage with stakeholders and test the new systems and frameworks. The first year is largely about setting up the new system and will require significant input from all stakeholders.

The priorities for the first year are:

- **Legislation** – to bring the new legislation into operation, there is a need to pass through the Parliament a transitional bill which will set out how we progressively implement the new legislation and repeal any corresponding provisions in the existing *Development Act 1993*. New Regulations and associated statutory instruments will also need to be drafted to enable the new *Planning, Development and Infrastructure Act 2016* to progressively come into effect.
- **Project Governance** – Project Governance structures will be put in place to help guide the progress of the program. We will be working with the Local Government Association and individual Councils to ensure appropriate input as the program develops.
- **System Governance** – the first year will also be about setting up the new Planning Commission, the framework for Accredited Professionals, Assessment Managers and Assessment Panels. This will need to be established before the new assessment system can be phased in.
- **Community Engagement Charter** – The first responsibility of the Commission will be to prepare and consult on the community engagement charter. While the Commission is not yet established, we will be starting conversations around this as a priority.
- **Planning instruments frameworks** – this includes working out what the key planning instruments (such as the Planning and Design Code) will look like and how they will link into the new ePlanning system.
- **Specifications for the ePlanning system** – preparing the specifications for the ePlanning solution will take time and it is important that we get this right. While the planning portal may be available in the first year, the ePlanning system itself will not be delivered until the third year.

A shift in focus while keeping the current system going

To achieve a reform program of this scale, Government and Council resources will need to be directed towards the delivery of a new planning system. However, there is still a need to keep the current system going.



It is for this reason that I would like to highlight some of my priorities for the next 12 months:

- ***The Planning Strategy*** – The 30-Year Plan for Greater Adelaide is currently being updated to better reflect current conditions, such as population growth, land take up rates and densities. A key focus of the review is on how we make infill work
- ***A focus on good design*** – I have asked the Department of Planning, Transport and Infrastructure (the Department) to prepare a set of medium density guidelines that will better encourage high quality design within our growth areas. Your staff have been invited to conversational forums to discuss how good medium density development can complement existing neighbourhoods.
- ***Heritage reform*** – Through the Parliamentary debates on the Planning, Development and Infrastructure Bill, I committed to undertake a review of the frameworks around heritage listings. I therefore intend to start a conversation with Councils and other stakeholders in the middle of this year around this topic.
- ***Council-led rezonings*** – I will continue to support Council Development Plan Amendments that are directly linked to job creation. However, I ask that Councils carefully consider their priorities and where possible focus resources on working with my Department on the Planning and Design Code.
- ***Strategic rezonings*** – I will continue to initiate strategic rezonings that create employment opportunities for South Australians.

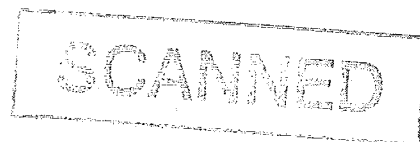
The significance of the legislative reform and the implementation of such reforms will be both exciting and challenging. The success of this lies in all of us working together to develop and implement our new planning system.

I look forward to the opportunity to work with you to deliver a modern and competitive planning system for all South Australians.

Your sincerely



John Rau
Deputy Premier
Minister for Planning



cc. Chief Executive, Mr Adrian Skull

Enc.

RENEWING OUR PLANNING SYSTEM

A brief overview of the new *Planning, Development and Infrastructure Act 2016*

The new *Planning, Development and Infrastructure Act 2016* was passed by Parliament on 12 April 2016. The Act will come gradually into operation over the next 5 years

This new legislation is set to significantly reform our planning system by delivering:

A better framework for long-term planning

Long-term planning forms the cornerstone of our planning system and through the Act's objects and principles and a new general duty, it will reinforce the shared responsibilities of government, local councils, industry and communities.

This will provide the certainty to drive investment and deliver better planning and development outcomes across South Australia.

Better ways to engage South Australians

Engagement with communities will now be a central feature of the new planning system. The Act places the emphasis on engaging communities early when the rules, such as the state-wide Planning and Design Code and other regulatory instruments are being written, rather than at the later stages of the planning process, when it is too late to influence outcomes.

A new engagement charter will be developed to provide people with genuine influence over the process of developing the plans and policies that will shape their communities. The charter will allow engagement to be tailored to suit each community and authorities will be obliged to meet or exceed key performance benchmarks.

A better focus on design quality

The Act will enable the establishment of system-wide design standards reinforcing an emphasis on design which has been woven throughout the Bill through design

review, design principles and design-based zoning, establishing design as fundamental for policies and practices at all levels.

A better, clearer rulebook for everyone

The Act will transform the warren of planning rules which currently exasperate ordinary South Australians trying to build a house, or businesses wanting to deliver a development, and replace them with a single, easy-to-access set of rules that can be applied consistently across the State.

The new rulebook—the 'Planning and Design Code'—will be written in plain language, and focused on design outcomes that can be tailored to address local character needs.

It will be supported by a new e-planning system so that planning information is easily accessible online.

Better information that is digital by default

In the new planning system, all planning information will be accessible on a central e-planning portal.

South Australians will be able to participate in planning processes from consultation to lodgement—anywhere, any time. This online platform will reduce costs for applicants, councils and ratepayers, and deliver faster turnarounds and tracking of decisions.

This will make updating the rulebook quicker and easier than current processes and enable new government policies and amendments to be delivered quickly and efficiently.

Better process leading to quicker decisions

Homebuilders and small businesses need certainty when they apply for approval of development that is expected in a zone.

The Act provides for new assessment pathways to deliver faster approvals, with fast-tracking of deemed-to-satisfy development applications, and more consistent planning rules for performance-based assessment, and ensuring decisions are made and the planning rules applied by accredited professionals.

The Act shifts the focus to the needs of applicants, facilitating outcomes for them, allowing greater flexibility in the way in which assessment may be staged, and providing more and better options for decisions to be reviewed.

The system will be oriented to provide applicants with an early 'yes' or 'no' to their proposed development, and not an infinite and costly 'maybe'. Delays will be shortened, red tape reduced and investment encouraged.

The Act also empowers councils with better enforcement tools, including the ability for courts to capture profits from breaches, impose corporate multiplier penalties, and make adverse publicity orders.

Better coordination and delivery of infrastructure

The Act creates the basic and general infrastructure schemes which ensure infrastructure needs are identified, and costs calculated and locked in, before development can begin – rather than building fringe subdivisions that leave new homeowners stranded without the infrastructure and services they need.

The **Basic Infrastructure Scheme** will only apply to new (greenfield or major brownfield) developments, at the point where developers are having land rezoned or subdivided, or commence an approved development and not to homes being built in established developments or suburbs. This will ensure developers pay for their share of these costs, at the time when they benefit from developing, rather than leaving them to the tax payer.

When rezoning occurs for new developments, developers are already required to provide the roads, streets, electricity, gas, water, sewerage, communications and storm water infrastructure. This cumbersome process currently depends on individual negotiation of infrastructure agreements by way of legal deeds between landowners and developers.

The State Government, representatives of the development sector and the Local Government Association have worked together to set up a legislative framework for the basic infrastructure schemes, as an alternative to these current, less efficient practices. However, in some circumstances, developers may still prefer to negotiate and reach agreement with the local council for the provision of basic infrastructure by way of a deed, as is currently the practice.

The **General Infrastructure Schemes** will provide those landowners who all agree that they want to replace and build new infrastructure, with a workable mechanism to achieve this.

As our State changes and grows, the need to replace and build new infrastructure will increase. We cannot just keep raising taxes across the board to fund infrastructure from general revenue.

General infrastructure schemes will be able to be established for the purpose of providing essential infrastructure such as major roads, transport networks or facilities, causeways, bridges, embankments, walls, channels, drains, and other facilities – but only if all landowners agree to proposed arrangements. As well as requiring that all landowners agree to proposed arrangements, general infrastructure schemes will be subject to the scrutiny of the parliament.

The general infrastructure scheme will share the cost of new infrastructure between those who gain direct benefits. The general scheme would make this State one of the first in Australia to provide a legislative mechanism for value capture. This has the potential to unlock opportunities for South Australia to access Federal

Government infrastructure funding, which may bring forward development and infrastructure that can benefit members of our community.

All funding arrangements related to infrastructure schemes will be subject to parliamentary scrutiny.

Environment and Food Production Areas.

The State now has a complete legislated boundary within the Greater Adelaide Region — the Environment and Food Production Areas — to prevent unnecessary and unwarranted urban sprawl consuming our limited and precious lands that should be used to produce our quality food and wine industries which generate over \$19 billion in revenue.

The Environment and Food Production Areas provide necessary certainty to our food and wine producers the tourism sector and provides developers and prospective developers with far greater certainty as to where urban development may or may not occur.

Changes to Environment and Food Production Areas will not be able to be made at the stroke of a pen behind closed doors. Instead, any such change must be done transparently, the merits publicly tested and with parliament, having the power to disallow any amendments.

Any changes will be informed by the new State Planning Commission who will undertake an independent inquiry into the Environment and Food Production Areas at least every five years. These inquiries will be transparent and based upon consultation with the community, industry groups and interested parties.



Government of South Australia

Department of Planning,
Transport and Infrastructure

In reply please quote
Enquiries to Anita Allen
Telephone 08 7109 7099

2016/00623-16PLN0365

RECEIVED CITY OF MARION INFORMATION MANAGEMENT	
10 MAY 2016	Original Fwd: <input type="checkbox"/>
File No: 3-3-4-3	
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DEVELOPMENT DIVISION

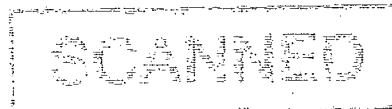
Roma Mitchell House
136 North Terrace
Adelaide SA 5000

GPO Bpx 1533
Adelaide SA 5001

Telephone: 08 8343 2222
Facsimile: 08 8204 8740

ABN 92 366 288 135

Mr Adrian Skull
Chief Executive Officer
City of Marion
PO Box 21
OAKLANDS PARK SA 5046



Dear Mr Skull,

I refer to your letter dated 18 April 2016, to the Hon John Rau MP, Minister for Planning, regarding Council's intention to commence a Housing Diversity Development Plan Amendment (DPA). Minister Rau has asked me thank you for your letter and to respond on his behalf.

I applaud Council on the strategic work that has been undertaken investigating in detail all of its residential areas with the intent of determining areas that may be suitable for greater housing diversity and mixed uses.

As you may be aware, the passing of the *Planning, Development and Infrastructure Bill 2015* through the South Australian Parliament has, for the first time in the State's history, legislated a boundary that will prevent unnecessary and unwarranted urban sprawl. This legislation demonstrates the State Government's commitment to an Adelaide that does not continue to grow in a way that consumes our limited and precious lands used to produce our quality food and wine and lands that showcase some of Australia's most unique landscapes and environments.

In the context of this vision, quality infill growth is vital to our success. Therefore, over the coming months the Department of Planning, Transport and Infrastructure will be engaging with local councils about what good infill development looks like. This work will feed into the review of *The 30-Year Plan for Greater Adelaide* as well as the preparation of new Medium Density Guidelines and the Planning and Design Code.

The issues of infill and housing diversity have been identified by many local councils. Given the importance of these issues, and rather than each council progressing these matters individually, the department will work in partnership with councils and the community to develop a consistent planning and design framework that supports innovative responses to Adelaide's growth.

As a first step, the department has undertaken workshops for planning and design professionals, and I am pleased to note that officers from your Council attended these workshops.

In light of the above, a Statement of Intent (SOI) is willing to be considered that seeks to facilitate greater housing diversity and densities in suitable locations and investigate areas for mixed use development along higher order transit routes and in local and neighbourhood centres. However, Council may wish to await the outcomes of the medium density guidelines so that they can be included in the investigations of the DPA.

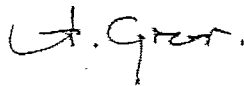
In regard to investigations into residential and streetscape character, it is considered that there is further work to be undertaken in the Planning and Design Code that will help identify how character and streetscape are defined and addressed in planning policy. As such, I would recommend that Council defer further consideration of these issues in the context of an SOI at this stage, however maintain engagement with the department through the development of the Planning and Design Code.

In addition, the Main South Road/Darlington Area Ministerial DPA that was initiated by the Minister for Planning is currently being prepared and a draft is expected to be provided to Council for comment in the next few months. I encourage Council to engage with the department during the processing of this DPA as the outcomes of the Main South Road/Darlington Area DPA may influence the investigations you are undertaking into housing diversity.

Should you wish to discuss this matter further, please do not hesitate to contact Abi Coad on 7109 7039 or by email at abi.coad@sa.gov.au.

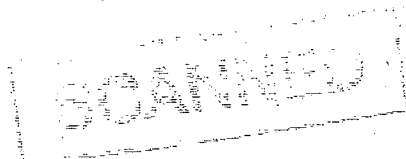
I trust this information is of assistance.

Yours sincerely,



Andrew Grear
Manager, Strategic and Development Planning

16 May 2016



**CITY OF MARION
URBAN PLANNING COMMITTEE MEETING
7 JUNE 2016**

Originating Officer: Rhiannon Hardy, Policy Planner

Manager: Steve Hooper, Manager Development & Regulatory Services

General Manager: Abby Dickson, General Manager City Development

Subject: Presentation to the Urban Planning Committee regarding the Housing Diversity Development Plan Amendment process

Report Reference: UPC070616R7.4

REPORT OBJECTIVE

To clarify the desired speakers at the next Urban Planning Committee meeting to be held on 2 August 2016.

RECOMMENDATION (1)

DUE DATES

That:

- (1) Administration request that a staff member from the Department of Planning, Transport and Infrastructure (DPTI) attend the next Urban Planning Committee meeting on 2 August 2016 to provide a presentation on the best way to progress Council's proposed Housing Diversity DPA and Residential Design Guidelines. **June 2016**

OR

- (2) Administration obtain a written quote from Marcus Rolfe of URPS to present at the next Urban Planning Committee meeting on 2 August 2016, subject to clarification of the desired content and duration of the presentation. **June 2016**

BACKGROUND

A number of local councils have recently undertaken or tried to progress residential DPAs similar to Council's proposed Housing Diversity DPA. The following councils have had involvement in the following DPAs:

Council	DPA Name	Content	Status
City of Onkaparinga	General Residential and Miscellaneous DPA	Review policies in the Medium Density Policy Area 40 to alleviate community concerns regarding a loss of privacy, increased parking	SOI awaiting agreement from the Minister

		on the street and lack of landscaping opportunities.	
City of Mitcham	City Wide Residential – Housing Diversity DPA	Improve residential densities, design and development opportunities. New approaches for flood mapping, affordability, energy efficiency, stormwater management, traffic, proximity to noise, climate change, public notification categories. Introduce the same minimum allotment size regardless of dwelling type.	SOI awaiting agreement from the Minister
City of Charles Sturt	Residential City-wide Policies DPA	Review residential development policies in 'non-growth areas' as a priority to ensure the existing and/or desired character of these areas is maintained and not significantly impacted by future development. Introduce a new Streetscape Policy Area 25.	SOI was agreed to by the Minister on 24 October 2014. DPA has not yet been endorsed.
City of West Torrens	Housing Diversity DPA	Change the future form and character of some parts of the City by identifying areas suitable for medium and high density housing, as well as mixed use development. At the same time, the DPA introduced new 'character' policy areas to better protect those parts of the City which have a desirable, established, residential character.	Gazetted 18 June 2015
City of Prospect	Inner Metropolitan Growth DPA (Ministerial)	Zoning changes to allow for a mix of new homes, offices and shops in key locations such as along existing transport corridors close to the CBD (1 of 4 DPAs in 2013: Part 1)	Gazetted 31 October 2013

At the meeting of the Urban Planning Committee held on 5 April 2016, the Committee requested that staff investigate whether staff members of a different Council could present to the next Urban Planning Committee meeting regarding their experiences with recent Development Plan Amendments (DPAs).

DISCUSSION

Southern Adelaide Councils

Administration contacted policy planners from the Cities of Onkaparinga and West Torrens, but they advised that they were unable to present to the Urban Planning Committee on 7 June 2016.

Staff arranged a meeting with policy planners from the cities of Onkaparinga and Holdfast Bay on the 18th May 2016 to discuss their current views on housing diversity and the status of their current DPAs. The following matters were discussed based on these Councils' experiences:

- DPAs will be considered by the Minister up to June 2017, but only those which have a focus on job growth.
- DPAs which propose a retraction/reduction of density or to introduce any form of character areas are unlikely to gain support from the Minister.
- The Minister is not proceeding with a number of Ministerial DPAs.

From these discussions, it is staff's understanding that the priorities of the Minister have changed substantially in recent years, and therefore a presentation from a Council which dealt with a former Housing Diversity DPA (i.e. West Torrens, Prospect) is unlikely to be of benefit to Council's current proposed Housing Diversity DPA. Furthermore, it is questionable whether the Committee would benefit from a presentation from a Council dealing with a proposed Housing Diversity DPA (i.e. Onkaparinga, Mitcham, Charles Sturt), as these Councils have struggled to progress their respective DPAs in the past year.

Staff also note the difficulty in requesting attendance of staff from another Council at an out of hours Council meeting when no funding has been offered.

DPTI

Instead of seeking a speaker from a different council, it may be more beneficial to request that a member of the DPTI present to an upcoming meeting of the UPC. DPTI staff would be able to advise of the likely process for the DPA, taking into account the Minister's priorities and resource restrictions as a result of the upcoming legislative changes to the *30 Year Plan for Greater Adelaide* and *Planning, Development & Infrastructure Bill 2015* (which includes implementation of a *Planning & Design Code*).

Consultant

If the Committee resolved that they do not wish for DPTI to present at the next meeting, staff could contact a planning consultant who had involvement in the various Council housing DPAs. Marcus Rolfe of URPS has had involvement in the West Torrens Housing Diversity DPA, and more recently, facilitated a number of development applications for apartment and mixed use buildings in Urban Corridor Zones within the Cities of Prospect and Burnside.

A presentation from a consultant would require funding. If desired, Administration can contact Marcus Rolfe to obtain a quote for his time to present to Council on 2 August 2016. However, before the quote can be obtained, it is requested that the Committee advise Administration of the desired content and duration of this presentation.

Summary

It is requested that the Urban Planning Committee provide further information about the desired presentation, specifically:

- The preferred speaker:
 - (a) DPTI staff, or
 - (b) a planning consultant;
- Whether the presentation is still desired if funding is required; and
- The desired structure, content and duration of the presentation.

**CITY OF MARION
URBAN PLANNING COMMITTEE MEETING
7 JUNE 2016**

Originating Officer: Rhiannon Hardy, Policy Planner

Manager: Steve Hooper, Manager Development & Regulatory Services

General Manager: Abby Dickson, General Manager City Development

Subject: Design Guidelines

Report Reference: UPC070616R7.5

REPORT OBJECTIVES/SUMMARY

At the previous meeting of the Urban Planning Committee held on 5 April 2016, the Committee requested that staff initiate further investigations of whether Urban Design Guidelines can be implemented. This report discusses the feasibility of introducing design guidelines for residential development, and the recommended content of such guidelines.

RECOMMENDATIONS (2)

DUE DATES

That:

- | | |
|---|------------------|
| 1. The Residential Design Guidelines be distributed to interested persons/developers from the Planning & Building counter at Council's Administration Centre as an "information only" document, subject to refinement via feedback from the Urban Planning Committee members. | June 2016 |
| 2. The Residential Design Guidelines be distributed to the Department of Planning, Transport & Infrastructure (DPTI) when input is requested from local councils into the Planning & Design Code. | 2016-2018 |

BACKGROUND

At the previous meeting of the Urban Planning Committee held on 5 April 2016, the Committee requested that staff initiate further investigations of whether Urban Design Guidelines can be implemented.

When the Marion Council Development Plan was converted to the State Government's "Better Development Plan" format in 2010, all design techniques were removed from the Development Plan. Every council that has converted to the BDP format no longer have design techniques, as this format is consistent with the standard modules in the SA Planning Policy Library.

DISCUSSION

Planning and Design Code

Staff emailed the Department of Planning Transport and Infrastructure (DPTI) on 26 April 2016 requesting guidance regarding the feasibility of implementing localised design guidelines. At the time of writing this report, a response has not yet been received.

However, a series of correspondence from the Minister for Planning (see *Appendix 2 and 3* from Item R7.3) explains that *Medium Density Design Guidelines* are currently being developed to accompany the forthcoming *Planning and Design Code* as part of the *Planning, Development and Infrastructure Act 2016*. The *Planning and Design Code* would replace individual council Development Plans as part of the upcoming planning reforms and would be implemented on a State-wide basis.

At the present time, DPTI are in the initial stages of drafting the guidelines, and have recently conducted a series of “conversations” with local government planners, planning consultants, developers and designers.

The first workshop titled “*Higher Density Design Workshop*” was held on 21 April 2016. The workshop questioned the concept of “good” design and gained feedback from planners and designers of the common issues experienced from higher density development. The following issues were documented:

- protection of amenity of existing residents;
- how to ensure sufficient access to green/ private open space to offset the loss of the ‘back yard’;
- streetscape, including incorporation of landscape.
- compatible and contextual height and scale;
- perceptions/understanding of what ‘good’ design is, including need for references;
- context and difference, including materials palette;
- timeless design.
- assumptions around the ‘market’ and shifts in demographic expectations.
- adaptability and flexibility to respond to emerging demographic shifts

The workshop referenced a number of interstate design codes and the *Bowden Urban Design Guidelines*. However, most of these guidelines relate to apartment building design and “high density” residential developments. As such, the design guidelines referenced would have little relevance in the context of the City of Marion unless zoning changed to allow for 3+ storey residential development.

A second workshop was held on 5 May titled “*Making infill work: the community, the builder and the buyer*”. This workshop focussed on expanding the flexibility of planning policies to enable the delivery of a range of dwelling types with a performance-based approach, as opposed to the current quantitative prescriptive criteria. Discussions focussed around allowing planning policies to enable development, not constrain it. Methods include up-skilling planners in architecture and design, removing/relegating minimum site area criteria, and decreasing the weight placed on car parking provision. It also emphasised that consultation and engagement on planning policy should listen to the silent voices of the current and future community, not the current vocal minority.

Local Design Guidelines

Given that the State Government's *Medium Density Design Guidelines* are likely to be 3-5 years away from implementation, and the fact that they will not be specifically relevant to the City of Marion, the Urban Planning Committee may wish to pursue the creation of local design guidelines.

It is unlikely that such guidelines could form part of development legislation. However, staff could formulate an informal document which suggests various design solutions for low-to-medium density residential development. This document could be presented to developers and people interested in undertaking development, but such a document would have no legislative weight in the Development Assessment process.

This document could provide a useful visual understanding of the types of development encouraged in the City of Marion, and identify common design issues that need to be addressed.

Furthermore, the document could be submitted to DPTI at a future date if/when they request input in to the drafting of the *Planning and Design Code*.

The City of Onkaparinga have advised staff that they are currently formulating a similar set of "developer guidelines" to support their proposed Residential & Miscellaneous DPA.

Aspects of development requiring guidance

Informal design guidelines could be developed which provide examples of the desired form of residential development within the City of Marion.

It is staff's view that the following aspects of development would benefit from visual guidelines:

1. Street Presentation
2. Garaging
3. Minimising Bulk/Scale
4. Building Materials
5. Landscaping
6. Front fences
7. Retaining walls
8. Energy efficiency
9. Privacy
10. Driveways
11. Hammerhead developments
12. Site layout

A draft set of Residential Design Guidelines has been prepared by staff and is attached in *Appendix 1*.

It is requested that the Committee review this brochure and advise of desired changes or additional content.

APPENDICES

Appendix 1: Draft Residential Design Guidelines

RESIDENTIAL DESIGN GUIDELINES

APPENDIX I



DRAFT: For
discussion only

May 2016

CONTENTS

1. Street presentation
2. Minimising bulk/scale
3. Garaging
4. Building materials
5. Landscaping
6. Front fences
7. Retaining walls
8. Energy efficiency
9. Privacy
10. Driveways
11. Hammerhead/Battle-axe allotments

1. STREET PRESENTATION



Balconies balustrades should incorporate a degree of transparency to maximise presentation and surveillance to the street.

Balconies, porticos and verandahs facing the street should protrude closer to the front boundary than the main face of the dwelling create variation in the front façade and maximise street presentation.

Dwellings should be designed and oriented to address the street by presenting a front entrance door, porch/portico/veranda and habitable room windows toward the primary street frontage. Windows should be substantial and attractively-proportioned.



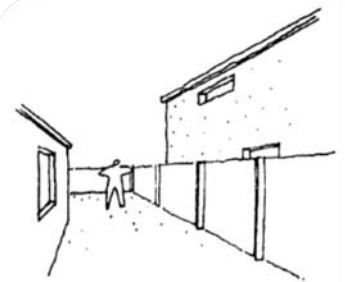
Dwellings should incorporate articulated roof forms, such as gable, skillion, Dutch-gable and hips. Projecting front verandas/porches/porticos and eaves overhang can create visual interest, while also assisting in energy efficiency.



2. MINIMISING BULK/SCALE



Buildings greater than 1 storey should be designed to minimise their height and bulk by setting back upper storeys a greater distance from side and rear boundaries than the lower storey.



Blank side walls close to boundary should be avoided

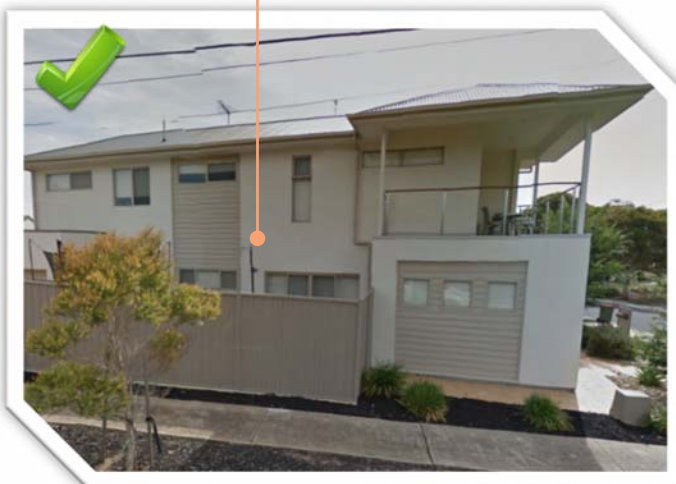


Building bulk reduced to improve neighbour's amenity

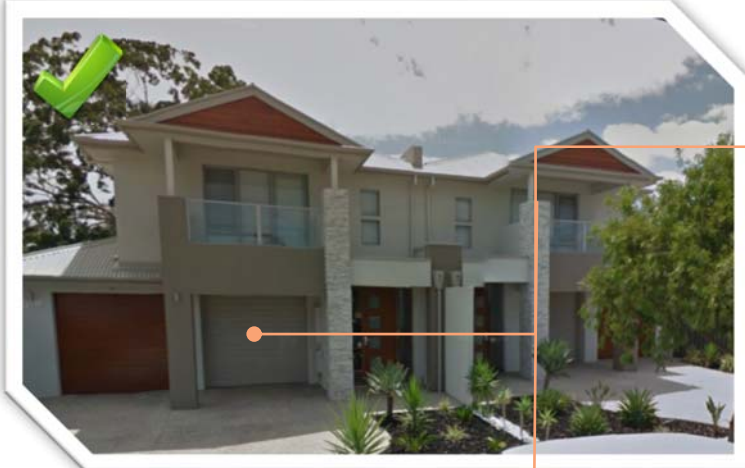
Dwelling facades should be articulated by variation in the façade. Methods to enhance visual interest include incorporating different colours/materials (render, exposed brick, stack-stone, timber, stone veneer, etc.), windows (fenestration), articulated roof forms and variation in wall setbacks.

Buildings should be designed and sited to avoid extensive areas of uninterrupted walling facing areas exposed to public view.

Dwellings on corner sites should present an articulated façade to the secondary street frontage.



3. GARAGING



Garages should be set back behind the main face of the associated dwelling to minimise their visual dominance.

In two storey dwellings, garages should be recessed behind the upper floor. The upper storey should incorporate a cantilevered overhang or a substantial portico/balcony element which extends over the inner garage door.



Pitched or hipped roofs over garages assist in reducing overall bulk

Garages should have a roof form and pitch, building materials and detailing that complements the associated dwelling. Attractive panel-lift doors, with clear in-fills, timber panelling, window-panel design or similar improve streetscape.



4. BUILDING MATERIALS



Building elements should incorporate a variety of different but complementary colours/materials/finishes, such as render, brick, stonework and timber to create visual interest and articulation.

The use of natural materials/finishes (timber, stone) creates a visual link to the natural environment, softening the appearance of buildings.



Avoid the use of render on all building components. A variety of colours and materials should be introduced to create visual interest.

Colour palette should complement the natural landscape. Avoid very bright colours except where emphasising minor building components.



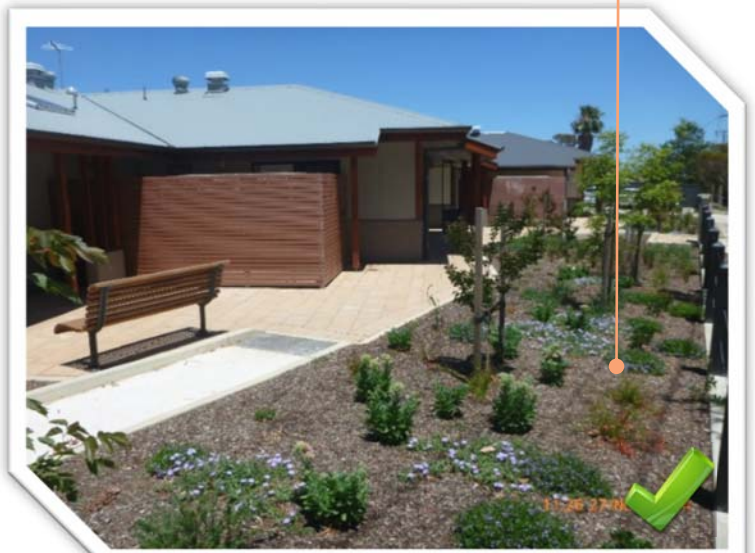
5. LANDSCAPING

Development should incorporate open space and landscaping in order to:

- complement built form and reduce the visual impact of larger buildings (e.g. taller and broader plantings against taller and bulkier building components)
- enhance the appearance of road frontages
- screen service yards, loading areas and outdoor storage areas
 - minimise maintenance and watering requirements
 - enhance and define outdoor spaces, including car parking areas
 - provide shade and shelter
- assist in climate control within buildings
 - maintain privacy
- maximise stormwater re-use
- complement existing native vegetation
- contribute to the viability of ecosystems and species promote water and biodiversity conservation



Landscaping should include the planting of locally indigenous species where appropriate. Please refer to the brochure "Adelaide Gardens: A Planting Guide" or "Coastal Gardens: A Planting Guide" from <http://www.naturalresources.sa.gov.au/adelaidemtloftyranges/plants-and-animals/native-plants-animals-and-biodiversity/urban-biodiversity> for recommended native species and landscaping ideas.

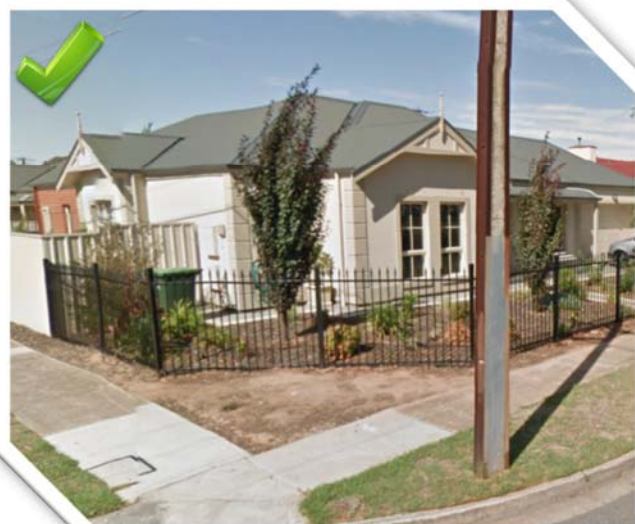


6. FRONT FENCES



Fences and walls should:

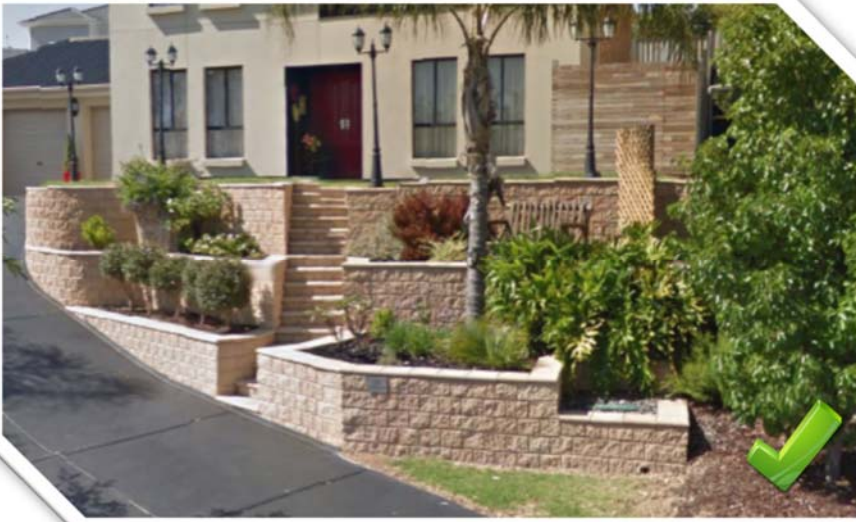
- be compatible with the associated development and with existing predominant, attractive fences and walls in the locality
- enable some visibility of buildings from and to the street to enhance safety and allow casual surveillance
- incorporate articulation or other detailing where there is a large expanse of wall facing the street
- assist in highlighting building entrances
- be sited and limited in height, to ensure adequate sight lines for motorists and pedestrians especially on corner sites



7. RETAINING WALLS

Retaining walls should:

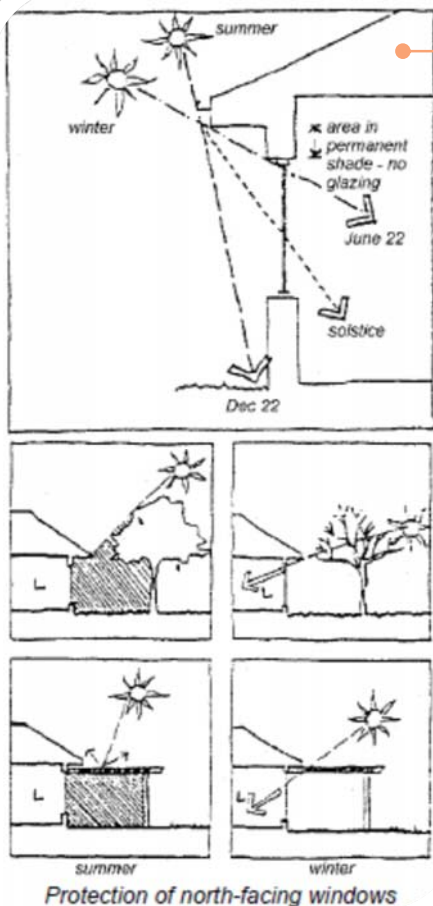
- not exceed 1.5 metres in height
- be stepped in a series of low walls if more than 1.5 metres is to be retained in total
- be constructed to a high standard from high amenity materials
- be landscaped to enhance their appearance



Concrete sleeper retaining walls should be avoided where exposed to public view.



8. ENERGY EFFICIENCY



Areas of major daytime activity (i.e. the main living areas) should face north to get the benefit of winter sunlight and also have the potential for shading from the intense summer sun. This orientation also enables shielding from inclement weather coming from the south and south-west. The ideal orientation for living areas is within the range 15°W–20°E of true north. It allows standard eaves overhangs to admit winter sun to heat the building and exclude summer sun.

Preferred Activity Area Location in Relation to the Dwelling

	North	North-East	East	South-East	South	South-West	West	North-West
Internal Living								
External Living								
Bedroom								
Garage/Utility								

Alfrescos and areas of private open space should be located on the northern side of house. The southern side should be avoided as it tends to be shaded by the main house from the desirable winter sun and at the same time is exposed to the prevailing inclement weather. The western side should also be avoided as it is difficult to provide shade from the intense summer sun to which it is fully exposed in the late afternoon.

Development should facilitate the efficient use of photovoltaic cells and solar hot water systems by designing roof orientation and pitches to maximise exposure to direct sunlight. A roof should incorporate an area of at least 10m² which faces between 30° and 20° east and west of north, respectively, and has a pitch of greater than 18°.



Because of the high exposure of west facing windows to mid-late afternoon summer sun, the number and size of glass doors and windows facing west should be kept to a minimum, and preferably none at all. If required, external shading should be provided to west-facing windows to limit heat entry during summer.



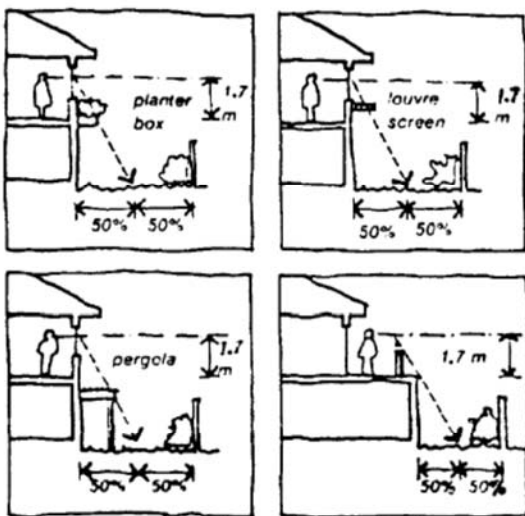
9. PRIVACY



Screening devices can be used to minimise direct overlooking from upper level windows, balconies and elevated decks. Types of screening include fencing, obscure glazing, screens, external ventilation blinds, window hoods and shutters.

Permanently fixed external screening devices should be designed and coloured to complement the associated building's external materials and finishes.

Screens should be integrated into the building design and have minimal negative effect on residents' or neighbours' amenity.



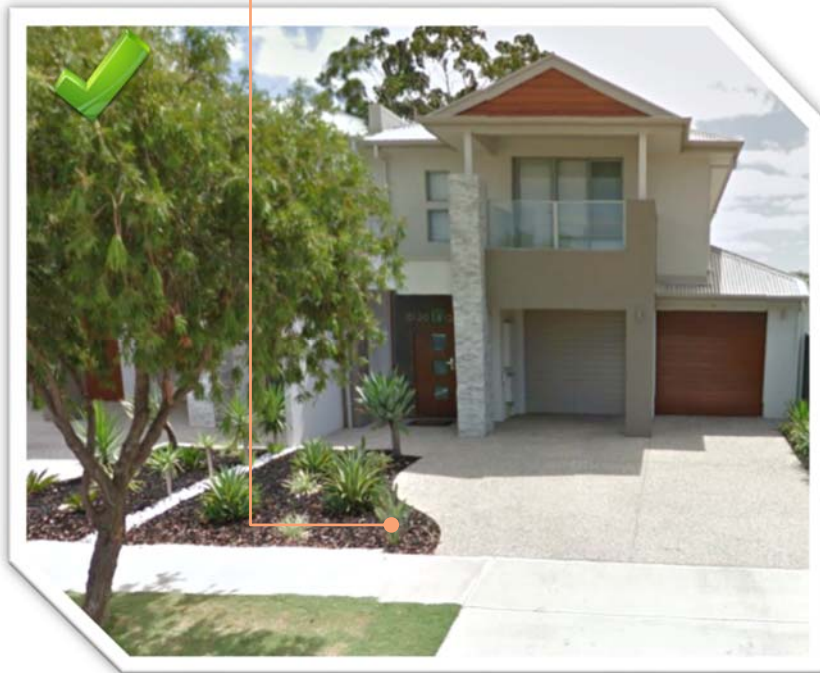
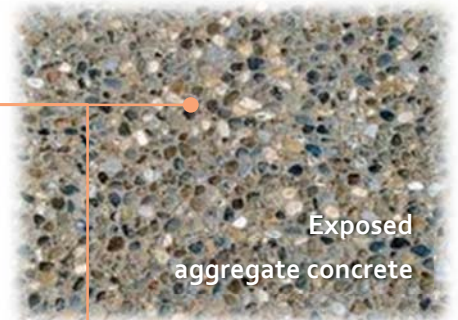
Overlooking from upper level windows and balconies in residential flats to flats below



10. DRIVEWAYS

Driveways accessing a double garage should be tapered to a smaller width at the front property boundary to minimise the extent of hard surfacing forward of the dwelling.

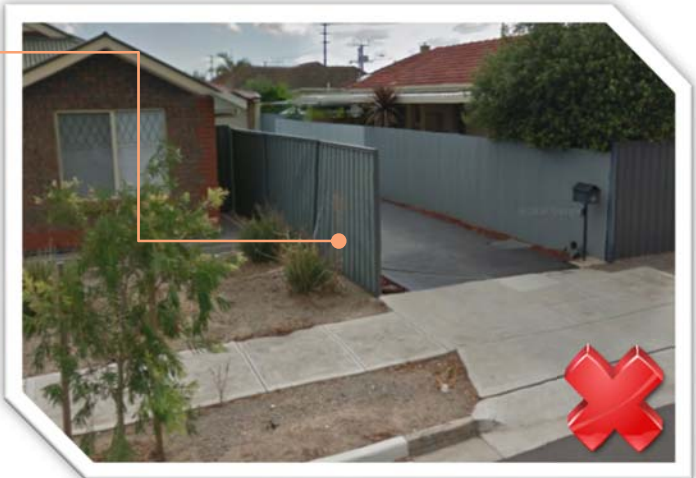
Driveways should be constructed of high amenity materials. Stark concrete should be avoided, particularly for double-width or long driveways.



11. HAMMERHEAD/BATTLE-AXE ALLOTMENTS

Fencing forward of the front dwelling's façade should be limited to the external boundaries of the site and not adjoining the hammerhead driveway.

Dwellings should be set back a sufficient distance from the hammerhead driveway to provide for appropriate landscaping and separation/shielding to minimise the impacts of vehicle noise and headlight glare.



The dwelling facing the street should incorporate a driveway/garage that is separated from the hammerhead driveway to minimise the expanse of driveway/hard surfacing visible from the street. Alternatively, its garage should be sited behind the main face of the dwelling (with access from the common driveway).

Landscaping strips should be provided along both sides of the hammerhead driveway, which are of sufficient width to accommodate medium height landscape plantings.



**CITY OF MARION
URBAN PLANNING COMMITTEE MEETING
7 JUNE 2016**

Originating Officer: Rhiannon Hardy, Policy Planner

Manager: Steve Hooper, Manager Development & Regulatory Services

General Manager: Abby Dickson, General Manager City Development

Subject: Development Assessment Panel (DAP) Policy Observations

Report Reference: UPC070616R7.6

INTRODUCTION

Council's Development Assessment Panel (DAP) has requested that Council consider policy amendments to improve energy efficiency in new dwellings, and to resolve inconsistency in driveway width criteria.

RECOMMENDATIONS (2)

DUE DATES

That the Urban Planning Committee:

- | | |
|---|-------------------------|
| <p>1. Recommends that, following Ministerial support for the Housing Diversity DPA, Council administration undertake detailed consideration of energy efficiency outcomes as part of the investigation process for that DPA, and that energy efficient design be incorporated into Council's proposed Residential Design Guidelines.</p> | <p>June 2016</p> |
| <p>2. Advise the DAP that policy change is not considered necessary in relation to single-width driveway crossovers because there are different requirements for crossover width at the front boundary and kerb to provide for convenient vehicle movements into properties.</p> | <p>June 2016</p> |

BACKGROUND

At the 4 May 2016 Development Assessment Panel (DAP) meeting, the DAP suggested that Council explore further Development Plan design guidelines for improved outcomes relating to site coverage, roofs over private open space and improved energy efficiency to dwellings to minimise summer heat loads.

The Panel also noted an inconsistency between the sought width of single-width driveways in Council's Development Plan (3.0 metres) and that required by Council's Infrastructure Unit (3.65 metres) and recommended consistency.

DISCUSSION

Energy Efficiency

Staff understand that the DAP members raised concern regarding the questionable equity in applying maximum site coverage criteria to new dwellings. It was their view that applicants/developers are encouraged to remove verandahs, eaves, etc. in order satisfy maximum site coverage criteria. However, this commonly results in poor outcomes for the dwelling due to reduced energy efficiency (with no shading of windows), poor amenity (with open space exposed to the elements) and degraded design/appearance (eaves and front verandahs assist in creating visual interest and enhance street appeal).

Additionally, it was observed that dwellings commonly incorporate substantial west-facing windows which results in heat loading in summer months. The Development Plan currently does not contain specific policies which discourage west-facing windows.

The Marion Council Development Plan used to contain more detailed policies regarding energy efficiency, but these principles were removed when the State Government's "Better Development Plan" (BDP) modules were introduced in 2010. Staff understand that the energy efficiency principles were deliberately condensed in the BDP conversions because the Building Code of Australia has its own requirements for energy efficiency (i.e. 6 star energy rating).

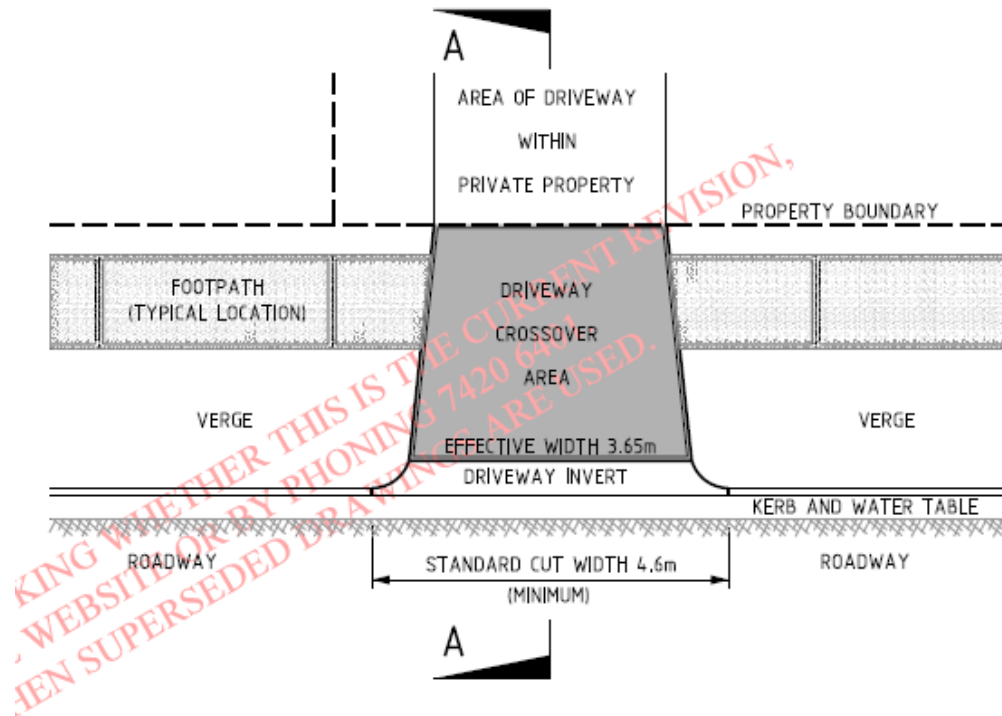
The current Marion Council Development Plan includes all of the principles and objectives in the Energy Efficiency section of the South Australian Planning Policy Library (SAPPL) Version 6. DPTI are generally not supportive of Development Plan amendments which alter the standard content of the SAPPL modules.

Acknowledging these procedural restrictions, Council could still attempt to add further qualitative criteria to the Energy Efficiency section of the Development Plan that encourages eaves/verandahs and discourages west-facing windows. This could be investigated as part of Council's proposed Housing Diversity DPA (if the Statement of Intent is supported by the Minister and investigations can proceed).

It is also noted that Council staff are preparing Residential Design Guidelines (see R7.5 of this Agenda) which includes a chapter on Energy Efficiency. This informal guide could be distributed to applicants to encourage design solutions to enhance the energy efficiency of dwellings.

Driveway Width

Staff have contacted Council's Engineering Department who have advised that the Development Plan's prescribed 3.0 metre driveway width is desired. It is correct that Council's Infrastructure Unit requires a driveway crossover width of 3.65 metres at the kerb, but this width narrows to 3.0 metres as it reaches the property boundary (where the Development Plan criteria applies). This flaring of the driveway crossover is desired to allow for convenient vehicle movements as a vehicle crosses the kerb. This is depicted in the image below:



TYPICAL PLAN VIEW OF SINGLE DRIVEWAY ACCESS

Not to Scale

For these reasons, no further change is considered necessary to the single-width driveway requirements in the Development Plan. However, planning officers should be cognisant that a slight flaring of the driveway crossover should be illustrated on site plans for proposed developments to ensure that adequate clearance from street infrastructure can be maintained.

Conclusion

Marion's 'Housing Diversity DPA' provides an opportunity to review the policy relating to energy efficiency. Following Ministerial support for the 'Statement of Intent', Council Administration can undertake more detailed consideration of this issue.

The discrepancy between single-width driveway crossover dimensions in the Development Plan and the Infrastructure Unit's requirements is intended, as it allows for appropriate flaring of the driveway crossover. As such, no further action is considered necessary in relation to this issue.

Appendices:

Appendix 1: Extract from DAP Minutes – 4 May 2016

DAP040516**OTHER BUSINESS****3.1 INFORMATION ONLY ITEM****DAP040516 – 3.1**

10 Gulfview Road, Seaview Downs

Two-storey detached dwelling and garage

The Panel NOTE the report.

3.2 RESOLUTION OF REASONS FOR REFUSAL: DAP200416 – 2.5

The Panel resolve to delete reason for refusal 5 from the decision of Item DAP200416 – 2.5, as it is a repeated reason for refusal.

The Panel resolve to delete reasons for refusal 5.

3.3 Appeals update**3.4 Policy Observations**

1. The Panel suggest that Council explore further Development Plan design guidelines for improved outcomes relating to site coverage, roofs over private open space and improved energy efficiency to dwellings to minimise summer heat-loads.
2. The Panel note an inconsistency between the sought width of a single-width driveway in Council's Development Plan and that required by Council's infrastructure unit and recommend consistency.
- 3.5 The Panel would like to thank Wendy Bell and Phil Smith for their service to the Panel in the event they are not re-appointed.

4. CONFIRMATION OF MINUTES

The minutes of this meeting held Wednesday 4 May 2016 taken as read and confirmed this fourth day of May 2016.

5. CLOSURE

MEETING DECLARED CLOSED AT 8.04PM



Gavin Lloyd-Jones
Presiding Member