Development Plan Amendment

By the Minister

Port Adelaide Enfield Council
Development Plan

Kilburn and Blair Athol Urban Renewal Development Plan Amendment

THE AMENDMENT - for Approval

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

Minister's Signature

2 2 AUG 2017
Date of Gazette

Government of South Australia
Department of Planning, Transport and Infrastructure
**Approval DPA**

**Background**
The Kilburn and Blair Athol Urban Renewal Development Plan Amendment (DPA) by the Minister amends the following Development Plan:


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

- Public Meeting conducted by the Development Policy Advisory Committee (DPAC) Public Meeting Subcommittee on 14 February 2017.

**Consultation**
A total of 68 public submissions, including 3 council submissions and 8 agency submissions were received in relation to the DPA during the consultation period.

15 verbal submissions were made at the Public Meeting.

**Approval Stage**
Based on a review of all submissions and the recommendations of DPAC, the following changes have been made to the Amendment:

1. For Table PAdE/5 – Off Street Vehicular Parking Requirements, no changes are proposed with the exception of rates in relation to residential flat buildings and group dwellings.

2. Include wording additions and changes to proposed policy to support integration of stormwater infrastructure and Water Sensitive Urban Design techniques.

3. Include a Principle of Development Control (in a table format) within the Urban Renewal Zone to address a policy ‘gap’ in guiding the provision of private open space for particular site areas per dwelling (as envisaged in the Urban Renewal Zone)/to apply in the Urban Renewal Zone.

4. Include additional text within the Desired Character Statement for the Urban Renewal Zone in relation to local ‘activity centres’ to assist in guiding the types of uses and scale of uses envisaged in these centres.

5. To ensure impacts between industry and sensitive uses are comprehensively addressed, further emphasis is recommended in the text Desired Character Statement for the Urban Renewal Zone – Mixed Use Transition Policy Area to provide for this policy consideration.

6. Amend Principle of Development Control in the Urban Renewal Zone and relevant text in the Desired Character Statement to strengthen the policy intent for site contamination matters to be considered at the development application stage.
7 Include and amend the text within the Desired Character Statement for the Urban Renewal Zone that provides guidance in relation to the design, quality and the public realm, plus additional and amended policies relating to design within the General Modules to guide the assessment of residential development, including development over three storeys.

8 Amend relevant policies within the Urban Renewal Zone to improve and promote better design outcomes for residential development:

- envisaged building heights of two storeys, allowing for four storeys in areas adjoining Prospect, Churchill and Grand Junction Roads
- amend the Categories of Notification to make buildings three storeys or more as a Category Two form of Public Notification
- amend the relevant Principle of Development Control to allow for a minimum setback requirement of 1.9 metres (was 0.9 metres) from side boundary for walls greater than 7 metres
- emphasise in the Zone Desired Character Statement opportunity for amalgamated sites to be comprehensively planned but cognisant of the amenity of existing adjoining and established low rise residential areas
- minor amendments to design related policies to provide guidance in the assessment of development over two storeys in height
- include additional text within the Desired Character Statement of the Urban Renewal Zone relating to the transitioning of the built form.

9 Other minor policy wording amendments and inclusions to assist with the interpretation of policy intent.
### Amendment Instructions Table

<table>
<thead>
<tr>
<th>Amendment Instruction Number</th>
<th>Method of Change</th>
<th>Detail what in the Development Plan is to be amended, replaced, deleted or inserted.</th>
<th>Is Renumbering required (Y/N)</th>
<th>Subsequent Policy cross-references requiring update (Y/N) if yes please specify.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Amend</td>
<td>If applicable, detail what material is to be inserted and where. Use attachments for large bodies of material.</td>
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<td>Insert</td>
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</tbody>
</table>

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

**Design and Appearance**

<table>
<thead>
<tr>
<th>Amendment Instruction Number</th>
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<th>Detail what in the Development Plan is to be amended, replaced, deleted or inserted.</th>
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<th>Subsequent Policy cross-references requiring update (Y/N) if yes please specify.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Insert</td>
<td>Following PDC 5 insert the contents of Attachment A.</td>
<td>N</td>
<td>N</td>
</tr>
<tr>
<td>2.</td>
<td>Insert</td>
<td>Following PDC 18 the contents of Attachment B.</td>
<td>N</td>
<td>N</td>
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</table>

**Medium and High Rise Development (3 or More Storeys)**

<table>
<thead>
<tr>
<th>Amendment Instruction Number</th>
<th>Method of Change</th>
<th>Detail what in the Development Plan is to be amended, replaced, deleted or inserted.</th>
<th>Is Renumbering required (Y/N)</th>
<th>Subsequent Policy cross-references requiring update (Y/N) if yes please specify.</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.</td>
<td>Replace</td>
<td>The entire General Module Medium and High Rise Development (3 or More Storeys) with the contents of Attachment C.</td>
<td>Y</td>
<td>N</td>
</tr>
</tbody>
</table>

**Industrial Development Section**

<table>
<thead>
<tr>
<th>Amendment Instruction Number</th>
<th>Method of Change</th>
<th>Detail what in the Development Plan is to be amended, replaced, deleted or inserted.</th>
<th>Is Renumbering required (Y/N)</th>
<th>Subsequent Policy cross-references requiring update (Y/N) if yes please specify.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Replace</td>
<td>Objective 7 with the following new Objective:</td>
<td>N</td>
<td>N</td>
</tr>
<tr>
<td></td>
<td></td>
<td>7 No expansion and/or intensification of existing special industries unless it can be demonstrated that the expansion and/or intensification will:</td>
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<td></td>
<td></td>
<td>(a) in the case of the Mixed Use Transition Policy Area 75, significantly reduce or remove environmental impacts on surrounding residential properties and be contained within the Industry Zone</td>
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<td>(b) in all other locations:</td>
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</tbody>
</table>
(i) result in a significant net benefit in terms of amenity and/or environmental impacts and/or
(ii) the generation of renewable energy.

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

<table>
<thead>
<tr>
<th>Amendments required (Yes/No): Yes</th>
</tr>
</thead>
</table>

**Urban Renewal Zone**

2. Insert

   Insert the contents of ‘Attachment D’ containing the new Urban Renewal Zone and new Mixed Use Transition Policy Area 75 immediately after the Suburban Neighbourhood Zone.

<p>| | |</p>
<table>
<thead>
<tr>
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<tbody>
<tr>
<td>Y</td>
<td>Y</td>
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</tbody>
</table>

**Industry Zone**

3. Replace the non-complying list exceptions listing under ‘Special industry’, with the following text:

   ‘Except where one or more of the following apply:
   (a) located within the Osborne Maritime Policy Area 11
   (b) located further than 500 metres from the Residential Zone, Home Industry Zone or the Urban Renewal Zone.’

**Mixed Use (Kilburn) Zone**

4. Delete Entirety of Mixed Use (Kilburn) Zone

<p>| | |</p>
<table>
<thead>
<tr>
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<tbody>
<tr>
<td>N</td>
<td>N</td>
</tr>
</tbody>
</table>

**TABLES**

Amendments required (Yes/No): No

**Table PAdE/5 – Off Street Vehicular Parking Requirements**

5. Insert

   Within Table PAdE/5 – Off Street Vehicular Parking Requirements under the listing of ‘Dwelling’ and column ‘Number of Car Parking Space’, the following text (as a separate paragraph) following ‘Row dwelling – 2 spaces per dwelling’:

   ‘In the Urban Renewal Zone:
   Detached dwelling (1-2 bedrooms) – 1 space per dwelling
   Semi-detached dwelling (1-2 bedrooms) – 1 space per dwelling
   Row dwelling (1-2 bedrooms) – 1 space per dwelling
   Detached dwelling (3 bedrooms plus) – 2 spaces per dwelling
   Semi-detached dwelling (3 bedrooms plus) – 2 spaces per dwelling
   Row dwelling (3 bedrooms) – 2 spaces per dwelling
   Residential flat building (studio) - 0.5, plus 0.25 visitor
   Residential flat building (1 bedroom) - 1, plus 0.25 visitor
   Residential flat building (2 bedroom) - 1.5, plus 0.25 visitor
   Residential flat building (3+ bedrooms) - 2, plus 0.25 visitor
   Group dwelling (1 – 3+ bedrooms) -1, plus 0.25 visitor of which 50 per cent should be independently accessible and grouped for shared use’

<p>| | |</p>
<table>
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<tbody>
<tr>
<td>N</td>
<td>N</td>
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</tbody>
</table>

**MAPPING (Structure Plans, Overlays, Enlargements, Zone Maps, Policy Area & Precinct Maps)**

Amendments required (Yes/No): Yes
### Map Reference Table

<p>| | | | | | |</p>
<table>
<thead>
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<tbody>
<tr>
<td>6.</td>
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<td>Within the <strong>Zone Maps</strong> sub-table the row:</td>
<td>N</td>
<td>N</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>‘Mixed Use (Kilburn) Zone’ PAdE/30, PAdE/40</td>
<td></td>
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<tr>
<td>7.</td>
<td>Insert</td>
<td>Under the heading: <strong>Policy Area Maps</strong> after the Gilman Policy Area 74:</td>
<td>N</td>
<td>N</td>
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<tr>
<td></td>
<td></td>
<td>‘Mixed Use Transition Policy Area 75’</td>
<td></td>
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<td></td>
<td></td>
<td>and the following associated zone and policy area map references:</td>
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<tr>
<td></td>
<td></td>
<td>‘PAdE/21, 22, 30, 31 and 41.’</td>
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<td>8.</td>
<td>Insert</td>
<td>Under the heading: Overlays-</td>
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<td></td>
<td></td>
<td>Under the sub heading ‘Affordable Housing’ the following map references:</td>
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<tr>
<td></td>
<td></td>
<td>• PAdE/21, PAdE/22, PAdE/30, PAdE/31 and PAdE/40 in numerical order</td>
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<td></td>
<td></td>
<td>Under Noise and Air Emissions Overlay insert the following map references:</td>
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<td></td>
<td></td>
<td>• PAdE/21, PAdE/22, PAdE/30, PAdE/31 and PAdE/40 in numerical order.</td>
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<td></td>
<td></td>
<td>Under Strategic Transport Routes Overlay insert the following map references:</td>
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<tr>
<td></td>
<td></td>
<td>• PAdE/21, PAdE/22, PAdE/30, PAdE/31 and PAdE/40 in numerical order.</td>
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### Map(s)

<p>| | | | | | |</p>
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<tbody>
<tr>
<td>9.</td>
<td>Replace</td>
<td>Council Index Map with corresponding map contained in ‘<strong>Attachment E</strong>’</td>
<td>N</td>
<td>N</td>
<td></td>
</tr>
<tr>
<td>10.</td>
<td>Replace</td>
<td>Zone Maps PAdE/21, PAdE/22, PAdE/30, PAdE/31 and Enlargement Map 40. with corresponding maps contained in ‘<strong>Attachment F</strong>’</td>
<td>N</td>
<td>N</td>
<td></td>
</tr>
<tr>
<td>11.</td>
<td>Replace</td>
<td>Policy Area Maps PAdE/21, PAdE/22, PAdE/30, PAdE/31 and Enlargement Map 40. with corresponding maps contained in ‘<strong>Attachment G</strong>’</td>
<td>N</td>
<td>N</td>
<td></td>
</tr>
<tr>
<td>12.</td>
<td>Replace</td>
<td>Noise and Air Emissions Overlay Maps PAdE/21, PAdE/22, PAdE/30 and PAdE/31 with new Noise and Air Emissions Overlay Maps contained in ‘<strong>Attachment H</strong>’</td>
<td>Y</td>
<td>Y</td>
<td></td>
</tr>
<tr>
<td>13.</td>
<td>Replace</td>
<td>New Affordable Housing Overlay Maps PAdE/21, PAdE/22, PAdE/30 and PAdE/31 with new Affordable Housing Overlay maps contained in ‘<strong>Attachment I</strong>’.</td>
<td></td>
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<tr>
<td>14.</td>
<td>Replace</td>
<td>Strategic Transport Routes Overlay Maps PAdE/21, PAdE/22 and PAdE/30 with new Strategic Transport Overly maps contained in ‘<strong>Attachment J</strong>’</td>
<td></td>
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</tbody>
</table>
Development should minimise direct overlooking of the habitable rooms and private open spaces of dwellings through measures such as:

(a) appropriate site layout and building orientation
(b) off-setting the location of balconies and windows of habitable rooms with those of other buildings so that views are oblique rather than direct to avoid direct line of sight
(c) building setbacks from boundaries (including building boundary to boundary where appropriate) that interrupt views or that provide a spatial separation between balconies or windows of habitable rooms
(d) screening devices (including fencing, obscure glazing, screens, external ventilation blinds, window hoods and shutters) that are integrated into the building design and have minimal negative effect on residents’ or neighbours’ amenity.

(*Text in red denotes new or amended policy)
In mixed use and medium and high density residential areas, development facing the street should be designed to provide interesting and pedestrian friendly street frontages by:

(a) including features such as frequent doors and display windows, retail shopfronts and/or outdoor eating or dining areas

(b) minimising the frontage for fire escapes, service doors, plant and equipment hatches

(c) avoiding undercroft, semi-basement or ground floor vehicle parking that is visible from the primary street frontage

(d) using colour, vertical and horizontal elements, roof overhangs and other design techniques to provide visual interest and reduce massing.

(*Text in red denotes new or amended policy)
OBJECTIVES

Medium and high rise development that provides housing choice and employment opportunities.

# Residential development that provides a high standard of amenity and adaptability for a variety of accommodation and living needs.

# Development that is contextual and responds to its surroundings, having regard to adjacent built form and character of the locality and the Desired Character for the Zone and Policy Area.

# Development that integrates built form within high quality landscapes to optimize amenity, security and personal safety for occupants and visitors.

# Development that enhances the public environment, provides activity and interest at street level and a high quality experience for residents, workers and visitors by:

   (a) enlivening building edges
   (b) creating attractive, welcoming, safe and vibrant spaces
   (c) improving public safety through passive surveillance
   (d) creating interesting and lively pedestrian environments
   (e) integrating public art into the development where it fronts the street and public spaces
   (f) incorporating generous areas of high quality fit for purpose landscaping.

# Commercial, office and retail development that is designed to create a strong visual connection to the public realm and that contributes to the vitality of the locality.

# Buildings designed and sited to be energy and water efficient.

PRINCIPLES OF DEVELOPMENT CONTROL

Note: Some of the following Principles of Development Control (PDC) prescribe a measurable design solution as one way of achieving the intent of the PDC. Where this solution is met, it should be taken as meeting the intent of the principle. Alternative design solutions may also achieve the intent of the PDC and, when proposed should be assessed on their merits.

Design and Appearance

# Buildings should be designed to respond to key features of the prevailing local context within the same zone as the development. This may be achieved through design features such as vertical rhythm, proportions, composition, material use, parapet or balcony height, and use of solid and glass.

# In repetitive building types, such as row housing, the appearance of building facades should provide some variation, but maintain an overall coherent expression such as by using a family of materials, repeated patterns, facade spacings and the like.
Windows and doors, awnings, eaves, verandas or other similar elements should be used to provide variation of light and shadow and contribute to a sense of depth in the building façade.

Buildings should:

(a) achieve a comfortable human scale at ground level through the use of elements such as variation in materials and form, building projections and elements that provide shelter (for example awnings, verandas, and tree canopies)

(b) be designed to reduce visual mass by breaking up the building façade into distinct elements

(c) ensure walls on the boundary that are visible from public land include visually interesting treatments to break up large blank facades.

Buildings should reinforce corners through changes in setback, materials or colour, roof form or height.

Materials and finishes should be selected to be durable and age well to minimise ongoing maintenance requirements. This may be achieved through the use of materials such as masonry, natural stone, prefinished materials that minimise staining, discolouring or deterioration, and avoiding painted surfaces particularly above ground level.

Balconies should be integrated into the overall architectural form and detail of the development and should:

(a) utilise sun screens, pergolas, louvres and openable walls to control sunlight and wind

(b) be designed and positioned to respond to daylight, wind, and acoustic conditions to maximise comfort and provide visual privacy

(c) allow views and casual surveillance of the street while providing for safety and visual privacy of nearby living spaces and private outdoor areas

(d) be of sufficient size, particularly depth, to accommodate outdoor seating.

Street Interface

Development facing the street should be designed to provide attractive, high quality and pedestrian friendly street frontage(s) by:

(a) incorporating active uses such as shops or offices, prominent entry areas for multi-storey buildings (where it is a common entry), habitable rooms of dwellings, and areas of communal public realm with public art or the like where consistent with the Zone and/or Policy Area provisions

(b) providing a well landscaped area that contains a deep soil zone space for a medium to large tree in front of the building (except in a High Street Policy Area or other similar location where a continuous ground floor façade aligned with the front property boundary is desired). One way of achieving this is to provide a 4 metre x 4 metre deep soil zone area in front of the building

(c) designing building façades that are well articulated by creating contrasts between solid elements (such as walls) and voids (for example windows, doors and balcony openings)

(d) positioning services, plant and mechanical equipment (such as substations, transformers, pumprooms and hydrant boosters, car park ventilation) in discreet locations, screened or integrated with the façade

(e) ensuring ground, semi-basement and above ground parking does not detract from the streetscape
(f) minimising the number and width of driveways and entrances to car parking areas to reduce the visual dominance of vehicle access points and impacts on pedestrian areas.

# Common areas and entry points of the ground floor level of buildings should be designed to enable surveillance from public land to the inside of the building at night.

# Entrances to multi-storey buildings should:

(a) be oriented towards the street

(b) be visible and clearly identifiable from the street, and in instances where there are no active or occupied ground floor uses, be designed as a prominent, accentuated and welcoming feature

(c) provide shelter, a sense of personal address and transitional space around the entry

(d) provide separate access for residential and non-residential land uses

(e) be located as close as practicable to the lift and/or lobby access

(f) avoid the creation of potential areas of entrapment.

# To contribute to direct pedestrian access and street level activation, the finished ground level of buildings should be no more than 1.2 metres above the level of the footpath, except for common entrances to apartment buildings which should be at ground level or universally accessible.

# Dwellings located on the ground floor with street frontage should have individual direct pedestrian street access.

# The visual privacy of ground floor dwellings within multi-storey buildings should be protected through the use of design features such as the elevation of ground floors above street level, setbacks from street and the location of verandas, windows, porticos or the like.

One way of achieving this is for ground floor levels for multi storey residential developments to be raised by up to 1.2 metres (provided access is not compromised where relevant).

Building Separation and Outlook

# Residential buildings (or the residential floors of mixed use buildings) should have habitable rooms, windows and balconies designed and positioned with adequate separation and screening from one another to provide visual and acoustic privacy and allow for natural ventilation and the infiltration of daylight into interior and outdoor spaces.

One way of achieving this is to ensure any habitable room windows and/or balconies are separated by at least 6 metres from one another where there is a direct 'line of sight' between them and be at least 3 metres from a side or rear property boundary. Where a lesser separation is proposed, alternative design solutions may be applied (such as changes to orientation, staggering of windows or the provision of screens or blade walls, or locating facing balconies on alternating floors as part of double floor apartments), provided a similar level of occupant visual and acoustic privacy, as well as light access, can be demonstrated.

# Living rooms should have a satisfactory short range visual outlook to public or private open space.

Dwelling Configuration

# Buildings comprising more than 10 dwellings should provide a variety of dwelling sizes and a range in the number of bedrooms per dwelling.

# Dwellings located on the ground floor with street frontage should have habitable rooms with windows overlooking the street or public realm.
Dwellings with 3 or more bedrooms, should, where possible, have the windows of habitable rooms overlooking internal courtyard space or other public space.

Adaptability

Multi-storey buildings should include a variety of internal designs that will facilitate adaptive reuse, including the conversion of ground floor residential to future commercial use (i.e. by including floor to ceiling heights suitable for commercial use).

Environmental

Multi-storey buildings should:

(a) minimise detrimental micro-climatic and solar access impacts on adjacent land or buildings, including effects of patterns of wind, temperature, daylight, sunlight, glare and shadow

(b) incorporate roof designs that enable the provision of photovoltaic cells and other features that enhance sustainability (including landscaping).

Green roofs (which can be a substitute for private or communal open space provided they can be accessed by occupants of the building) are encouraged for all new residential commercial or mixed use buildings.

Development of 5 or more storeys, or 21 metres or more in building height (excluding the rooftop location of mechanical plant and equipment), should be designed to minimise the risk of wind tunnelling effects on adjacent streets by adopting one or more of the following:

(a) a podium at the base of a tall tower and aligned with the street to deflect wind away from the street

(b) substantial verandas around a building to deflect downward travelling wind flows over pedestrian areas

(c) the placement of buildings and use of setbacks to deflect the wind at ground level.

Deep soil zones should be provided to retain existing vegetation or provide areas that can accommodate new deep root vegetation, including tall trees with large canopies.

One way of achieving this is in accordance with the following table:

<table>
<thead>
<tr>
<th>Site area</th>
<th>Minimum deep soil area</th>
<th>Minimum dimension</th>
<th>Tree/ deep soil zones</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;300m²</td>
<td>10m²</td>
<td>1.5 metres</td>
<td>1 small tree / 10m² deep soil</td>
</tr>
<tr>
<td>300-1500m²</td>
<td>7% site area</td>
<td>3 metres</td>
<td>1 medium tree / 30m² deep soil</td>
</tr>
<tr>
<td>&gt;1500m²</td>
<td>7% site area</td>
<td>6 metres</td>
<td>1 large or medium tree / 60m² deep soil</td>
</tr>
</tbody>
</table>

Tree size and site area definitions

<table>
<thead>
<tr>
<th>Tree size</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small tree</td>
<td>&lt; 6 metres mature height and &lt; less than 4 metres canopy spread</td>
</tr>
<tr>
<td>Medium tree</td>
<td>6-12 metres mature height and 4-8 metres canopy spread</td>
</tr>
<tr>
<td>Large tree</td>
<td>12 metres mature height and &gt; 8 metres canopy spread</td>
</tr>
<tr>
<td>Site area</td>
<td>The total area for development site, not average area per dwelling</td>
</tr>
</tbody>
</table>

Deep soil zones should be provided with access to natural light to assist in maintaining vegetation health.
Site Facilities and Storage

- Dwellings should provide a covered storage area of not less than 8 cubic metres in one or more of the following areas:
  
  (a) in the dwelling (but not including a habitable room)
  
  (b) in a garage, carport, outbuilding or an on-site communal facility and be conveniently located and screened from view from streets and neighbouring properties.

- Development should provide a dedicated area for the on-site collection and sorting of recyclable materials and refuse, green organic waste and wash-bay facilities for the ongoing maintenance of bins. This area should be screened from view from public areas so as to not detract from the visual appearance of the ground floor.

- Where the number of bins to be collected kerbside is 10 or more at any one time, provision should be made for on-site commercial collection.

- The size of lifts, lobbies and corridors should be sufficient to accommodate movement of bicycles, strollers, mobility aids and visitor waiting areas.

Zone Interface

- Unless separated by a public road or reserve, development site(s) adjacent to any zone that has a primary purpose of accommodating low rise (1-2 storey) residential activity should incorporate deep soil zones along the common boundary to enable medium to large trees to be retained or established to assist in screening new buildings of 3 or more storeys in height.

One way of achieving this is for development comprising building elements of three or more storeys in height to be setback at least 6 metres from a zone boundary, and incorporate a deep soil zone area capable of accommodating medium to large trees with a canopy spread of not more than 8 metres when fully mature.

(*Text in red denotes new or amended policy)
ATTACHMENT D

Urban Renewal Zone
Urban Renewal Zone

Refer to the Map Reference Tables for a list of the maps that relate to this zone.

OBJECTIVES

1. A zone providing for medium to high density residential development comprising a range of dwelling types and forms, integrated with a range of non-residential uses and usable open spaces that may also have a dual purpose for stormwater management.

2. The orderly and efficient redevelopment of existing and transitioning industrial activities to land uses that are compatible with residential development and other sensitive uses.

3. Redevelopment and intensification of urban areas to support the effective and economic provision of public infrastructure and community services.

4. High quality public realm through the design and layout of development to encourage walking and cycling access to, and use of, open space, activity centres, fixed transit and high frequency public transport stops.

5. A built form that provides a transition down in scale and intensity between those areas where higher building heights are envisaged to maintain the amenity of adjacent residential properties.

6. The minimisation of environmental impacts upon human health, local amenity and the environment.

7. Development that contributes to the desired character of the zone.

DESIRED CHARACTER

A vibrant and rejuvenated, medium density neighbourhood, offering diverse residential, affordable housing and mixed use housing choice as well as employment opportunities in close proximity to public transport and services.

Provide opportunities for industries and commercial activities to transition to other uses as well as redevelopment of older housing stock.

A Mixed Use Transition Policy Area 75 applies to part of the zone, primarily affecting existing industries and commercial activities. This policy area addresses the range of existing uses as well as the longer term opportunity to transition to mixed use development and where environmental impacts and site contamination issues are addressed, the potential for other sensitive forms of development, including residential development.

Development will respect and consider the impact of nearby industrial land uses, rail and road infrastructure, and, where practical, consider the application of buffers or design techniques to mitigate interface conflicts.

Development will allow for variety in housing forms and styles. The zone will comprise primarily medium density built forms of up to 2 storeys. Buildings with a higher, net residential density of around 45 dwellings per hectare, including taller buildings between 3-4 storeys, will be located adjacent to Churchill Road, Prospect Road and Grand Junction Road. Higher density mixed use apartments with ground floor retailing and commercial uses, are envisaged adjacent to Prospect Road and public transport services.

Generally the greatest height, mass and intensity of development will be focussed along these main road frontages, reducing in scale to transition down at the interface with low rise residential development.

Housing diversity is a priority and a range of affordable (15 per cent) and social housing products will be delivered through land division layout potentially, comprising smaller allotments together with innovative housing design, access and parking arrangements. Larger and/or amalgamated development sites should be
comprehensively planned; are encouraged to provide for better design outcomes and will be cognisant of the amenity of adjoining and established low rise residential developments. Opportunities to consolidate development sites for residential and mixed use development along Churchill Road and Prospect Road is encouraged, including shared access, to facilitate better design outcomes in terms of use and access. Medium rise residential development of three storeys of more, at the interface of low rise residential development, should through good design, sympathetic scale and the location of windows and balconies, ensure transitioning down in scale thereby limiting the extent of overlooking and overshadowing.

Prospect Road will develop as a pedestrian friendly environment consisting of wide footpaths, colonnades, courtyards, awnings and street furniture. Public and communal spaces on Prospect Road will encourage community interaction and no or low fencing on road frontages will promote casual surveillance. Parking areas will be sited behind buildings, where possible, to reinforce the pedestrian feel of Prospect Road.

Non-residential land uses of a small scale that serve the community and are of a nature and scale consistent with the character of the locality will be encouraged. Activity centres will have a cumulative maximum retail floor space in the order of 500 square metres and will be located within the zone to provide community focal points. Activity centres should be designed to promote active vibrant areas that promote walkable communities. Development within a local activity centre will be integrated with surrounding residential uses and areas of open space providing a mixture of daily convenience shopping; small offices and businesses; and coffee shops and cafes (providing outdoor eating places).

It is expected that development in the zone will proceed based on the ability of stormwater related public infrastructure to accommodate the anticipated additional demands being placed on it. Anticipated upgrades of stormwater infrastructure will need to be provided for in order to meet future demands created by new, infill development.

There are areas within the zone known to be affected by potentially contaminating activities and land uses. Offsite contamination may also exist on adjacent or nearby land, which may impact the use of land within the policy area. The potential for site contamination to exist and the extent of contamination in some areas is unknown. Development of areas affected by actual or potential site contamination will not proceed unless appropriate investigations and remediation (where required) has been undertaken. This may include in some situations, a Preliminary Site investigation (PSI), Detailed Site Investigation (DSI) or a Site Contamination Audit Report (SCAR) being prepared.

The zone will be enhanced though quality development and a quality public realm. Redevelopment of existing sites will occur using high quality design, materials and vegetation (including green walls) to significantly improve the sites appearance. In the public realm, and particularly at the residential interface, it is desirable to use trees, verge landscaping, swales, rain gardens, parks, parklets and other green infrastructure that complement and enhance the visual impacts of buildings and structures, and add to overall amenity and liveability.

**PRINCIPLES OF DEVELOPMENT CONTROL**

**Land Use**

1. The following types of development, or combination thereof, are envisaged in the zone:
   - affordable housing
   - aged persons accommodation
   - community centre
   - consulting room
   - domestic outbuilding
   - dwelling(s)
   - educational establishment
   - entertainment venue (along Prospect Road or in the Mixed Use Transition Policy Area 75)
   - licensed premises (along Prospect Road or in the Mixed Use Transition Policy Area 75)
   - office
   - pre-school
   - primary school
- recreation facilities
- residential flat building
- retirement village
- shop or group of shops
- supported accommodation
- tourist accommodation.

2 Development should not be undertaken unless it is consistent with the desired character for the zone.

3 Vacant or underutilised land should be developed in an efficient and co-ordinated manner.

4 A range of residential development types, formats and sizes is encouraged at increased densities to support a diverse population.

5 Sensitive development, within the evaluation distance of an active Environment Protection Act 1993 licenced activity should seek to mitigate impacts of noise and air quality including, odour from the licenced activity, through built form, landscaping, design and orientation.

6 Non-residential development should mitigate impacts from visual appearance, building bulk and scale, overshadowing, noise, vibration, chemical over-spray, air quality, odour, dust, hours of operation and on-street parking.

7 Sensitive development that increases the overall net density (other than non-habitable structures such as garages, carports and the like) including land division for residential purposes, should not occur where the site(s) are located within the evaluation distance of an active licenced activity (under the Environment Protection Act 1993) unless, the following minimum impact requirements are met to mitigate potential risk to human health and the environment:

<table>
<thead>
<tr>
<th>Type of Impact</th>
<th>Threshold Criteria</th>
</tr>
</thead>
<tbody>
<tr>
<td>Noise</td>
<td>where noise levels measured at the boundary of the development site(s) not exceeding 57dB(A) between 7am and 10pm and 50dB(A) between 10pm and 7am and 60dB(A)Lmax between 10pm and 7am measured and adjusted in accordance with the Environment Protection (Noise) Policy 2007</td>
</tr>
<tr>
<td>Odour</td>
<td>where odour measured at the boundary of the development site(s) not exceeding 2OU measured in accordance with the Environment Protection (Air Quality) Policy 2016</td>
</tr>
<tr>
<td>Air quality</td>
<td>where air quality at the boundary of the development site(s) not exceeding maximum concentrations specified in Schedule 2 Clause 2 of the Environment Protection (Air Quality) Policy 2016 measured in accordance with that policy</td>
</tr>
</tbody>
</table>

8 Sensitive development, that increases the overall net density (other than non-habitable structures such as garages, carports and the like) including land division for residential purposes, should not occur where the site(s) are located within required separation or buffer distances, of other licenced activities as required by relevant legislation, to mitigate potential risk to human health.

9 Residential development that results in greater intensity of land use should ensure appropriate stormwater infrastructure is provided to meet the needs and consider implications of the development on upstream and downstream areas of the catchment (which could include regional solutions) including:

(a) stormwater management aimed at reducing flow rates

(b) integrated Water Sensitive Urban Design techniques.

10 Development should ensure movement networks are provided to create a safe and highly connected environment, including:
(a) road design and access points to address localised traffic impacts

(b) adequate and accessible public open spaces, walkways and cycling pathways.

11 Development should not occur until it is demonstrated that the land is suitable for its intended use (including where impacts from historical onsite contamination or where offsite contamination has been identified as impacting the site) in particular where there is:

(a) a land use change to a sensitive use, and/or

(b) a land division creating allotments intended for a sensitive use.

12 Non-residential development should be located within activity centres; on arterial road corridors; collector roads; adjacent open space; or within the Mixed Use Transition Policy Area except where comprising small scale uses that:

(a) serve the local community

(b) are of a nature and scale consistent with the character of the locality

(c) do not compromise the capacity to achieve coordinated activity centre development

(d) do not detrimentally impact on the amenity of nearby residents.

13 Development listed as non-complying is generally inappropriate.

Form and Character

14 The bulk and scale of development should be compatible with adjoining land uses.

15 Development should be up to 2 storeys, except where adjoining and within 60 metres of, the primary road frontages of Prospect Road, Churchill Road or Grand Junction Road, where development may be up to 4 storeys.

16 To minimise building mass at the interface of residential development, buildings over 2 storeys should seek to minimise interface impacts by scaling down buildings and articulating building facades to complement adjoining developments.

17 Development of multiple dwellings on one site should ensure access to parking and garaging areas from public roads is via a minimum number of common or shared driveways.

18 Development of three or more storeys in height should ensure that:

(a) north-facing windows to habitable rooms of existing dwelling(s) on the same allotment, and on adjacent allotments, receive at least 3 hours of direct sunlight over a portion of their surface between 9.00 am and 3.00 pm on 21 June

(b) ground level open space of existing buildings receives direct sunlight for a minimum of 2 hours between 9.00 am and 3.00 pm on 21 June to at least the smaller of the following:

   (i) half of the existing ground level open space

   (ii) 35 square metres of the existing ground level open space (with at least one of the area’s dimensions measuring 2.5 metres).

19 Development fronting Grand Junction Road should consist of larger-scale commercial based developments that provide a physical buffer to noise and air emissions from that road and the industrial activities to the north.
20 Direct access to Grand Junction Road from individual developments should be minimised to limit impacts on traffic flow.

**Dwellings and Residential Flat Buildings**

**Building to the Side Boundary**

21 Walls of dwellings and residential flat buildings sited on side boundaries should be in accordance with at least one of the following:

(a) be located immediately abutting the wall of an existing or simultaneously constructed building on the adjoining land to the same or lesser length and height

(b) constructed in accordance with any approved building envelope plan

(c) the exposed section of the wall is less than 8 metres in length and 3.5 metres in height.

22 Dwellings developed to both side boundaries, except where there is less than 25 square metres of private open space, should provide ground level access to the rear of the site via a carport, garage, access way, service lane or the like.

**Setbacks from the Side Boundary**

23 Walls of dwellings and residential flat buildings set back from the side boundary should be designed in accordance with the following:

<table>
<thead>
<tr>
<th>Wall height (measured from natural ground level)</th>
<th>Minimum setback from side boundaries except if it is a boundary wall (metres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>For any portion of the wall less than or equal to 7 metres</td>
<td>0.9</td>
</tr>
<tr>
<td>For any portion of the wall greater than 7 metres</td>
<td>1.9</td>
</tr>
</tbody>
</table>
Front Setbacks

24 Dwellings and residential flat buildings (excluding verandas, porticos and the like) should be set back from road frontages in accordance with the following parameters:

<table>
<thead>
<tr>
<th>Minimum setback</th>
<th>Value (metres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>From the primary road frontage of an arterial road</td>
<td>8 or the average of any existing dwellings on any adjoining allotments with the same primary frontage (or, if there is only one such dwelling, the setback of that dwelling)</td>
</tr>
<tr>
<td></td>
<td>No minimum setback for Prospect Road</td>
</tr>
<tr>
<td>From the primary road frontage of all other roads</td>
<td>3 or the average of any existing dwellings on any adjoining allotments with the same primary frontage (where there is only one such dwelling, the setback of that dwelling) or a lesser setback is provided as part of an approved building envelope plan</td>
</tr>
<tr>
<td></td>
<td>1.5 where the allotment is located adjacent to a public reserve greater than 2000 square metres, the dwelling faces that reserve and vehicle access is provided to the rear of the allotment</td>
</tr>
<tr>
<td></td>
<td>No minimum where the land is within or directly facing an activity centre and vehicle access is provided to the rear of the allotment</td>
</tr>
<tr>
<td>From a secondary road frontage that is an arterial road</td>
<td>8 or the average of any existing dwellings on any adjoining allotments with the same primary frontage (or, if there is only one such dwelling, the setback of that dwelling)</td>
</tr>
<tr>
<td></td>
<td>No minimum setback for Prospect Road</td>
</tr>
</tbody>
</table>

Setbacks from Rear Boundaries

25 The walls of detached, semi-detached and row dwellings should be set back from rear boundaries, except where the rear boundary adjoins an access way, in accordance with the following parameters:

<table>
<thead>
<tr>
<th>Allotment size (square metres)</th>
<th>Ground floor minimum setback (metres)</th>
<th>Second storey minimum setback (metres)</th>
<th>Third storey or more minimum setback (metres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>≤300</td>
<td>2</td>
<td>5</td>
<td>5 plus any increase in wall height over 6 metres</td>
</tr>
<tr>
<td>&gt;300</td>
<td>4</td>
<td>6</td>
<td>6 plus any increase in wall height over 6 metres</td>
</tr>
</tbody>
</table>
26 Walls of dwellings and residential flat buildings sited on rear boundaries should be in accordance with at least one of the following:

(a) be located immediately abutting the wall of an existing or simultaneously constructed building on the adjoining land to the same or lesser length and height

(b) constructed in accordance with any approved building envelope plan.

27 Walls located on the side boundary should be devoid of windows, unless located adjacent public space.

28 Carports and garages should not be located in front of the building line of dwelling; and

(a) should have a maximum opening of 6 metres wide

(b) if accessed from a lane, alley or right-of-way, the lane should be at least 6.2 metres in width.

**Site Area**

29 A dwelling should have a minimum site area (and in the case of group dwellings and residential flat buildings, an average site area per dwelling) and a frontage to a public road not less than that shown in the following table:

<table>
<thead>
<tr>
<th>Dwelling type</th>
<th>Area (square metres)</th>
<th>Minimum frontage (metres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Detached (except where constructed boundary to boundary)</td>
<td>200 minimum allotment area</td>
<td>8</td>
</tr>
<tr>
<td>Semi-detached</td>
<td>150 minimum allotment area</td>
<td>7 or less where a rear secondary road frontage is provided</td>
</tr>
<tr>
<td>Row dwelling and detached dwelling constructed boundary to boundary</td>
<td>100 minimum allotment area</td>
<td>No minimum</td>
</tr>
<tr>
<td>Group dwellings and / or residential flat building (1 and 2 storey)</td>
<td>80 average site area per dwelling</td>
<td>No minimum</td>
</tr>
</tbody>
</table>

**Private Open Space**

30 Dwellings at ground level should provide private open space in accordance with the following table:

<table>
<thead>
<tr>
<th>Site area per dwelling (square metres)</th>
<th>Minimum area excluding any area at ground level at the front of the dwelling (square metres)</th>
<th>Minimum dimension (metres)</th>
<th>Minimum area provided at the rear or side of the dwelling, directly accessible from a habitable room (square metres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>≥200</td>
<td>40, of which 16 may comprise balconies, roof patios and the like, provided they have a minimum dimension of 2 metres</td>
<td>2.5</td>
<td>24</td>
</tr>
<tr>
<td>&lt;200</td>
<td>15, of which 5 may comprise balconies, roof patios and the like, provided they are a minimum dimension of 2 metres</td>
<td>2</td>
<td>10</td>
</tr>
</tbody>
</table>
31 Where a building comprises one or more dwellings located above ground, provision should be made for:

(a) 25 square metres of communal open space per above-ground dwelling

(b) private open space for each above ground dwelling in accordance with the table below:

<table>
<thead>
<tr>
<th>Site area of dwelling (square metres)</th>
<th>Minimum area of private open space (metres)</th>
<th>Minimum dimension of private open space (square metres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>≥200</td>
<td>10</td>
<td>2</td>
</tr>
<tr>
<td>&lt;200</td>
<td>8</td>
<td>2</td>
</tr>
</tbody>
</table>

**Affordable Housing**

32 Residential development should include a minimum 15 per cent of dwellings for affordable housing.

33 Affordable housing should be distributed throughout the zone to avoid over concentration of similar types of housing in a particular area.

**Activity Centres**

34 Activity centres should:

(a) maximise their role as a neighbourhood focus by including a range of community facilities

(b) be physically connected with surrounding residential areas by:

   (i) avoiding large expanses of vehicle parking that physically separates the activity centre from surrounding residential areas

   (ii) including pedestrian and cycle linkages that enable residents to comfortably walk and cycle directly from residential areas to and also within activity centre facilities

(c) orient development towards and near to public spaces and street frontages

(d) incorporate, where possible, mixed use development along the edges to provide a transition from activity centre uses to residential areas

(e) include shelter for pedestrians along public streets and internal access ways

(f) ensure building façades create diversity of interest and have the appearance of an aggregation of small buildings

(g) ensure roof forms are varied and do not include large expanses of roofline that are visible from the public domain

(h) ensure buildings address the street frontage and open spaces with servicing areas generally accessed via rear lanes or internal to the centre and not visible from public streets.

35 Development within activity centres should have a zero or minimal setback to the primary road frontage.

**Land Division**

36 Land division should create new allotments that are of a size and configuration to ensure the objectives of the zone can be achieved.
37 Land division should result in north-south / east-west grid design to facilitate allotments and dwellings that primarily orientate north-south to maximise passive solar efficiency.

38 Land division should result in allotments that allow building orientation that minimises the impact of garages and driveway crossovers on the streetscape and should be designed to provide a maximum number of on street car parks, particularly adjacent to allotments intended to be developed for affordable housing.

39 Land division in the zone should only occur where the land is suitable for the intended use having considered access, contamination, noise impacts and air quality (including odour).
Mixed Use Transition Policy Area 75

Refer to the Map Reference Tables for a list of the maps that relate to this policy area.

OBJECTIVES

1. A policy area accommodating a range of business, commercial, warehouse, storage and light industrial land uses that are envisaged to transition in an orderly and efficient manner to compatible mixed use development, including residential development.

2. The effective location and management of industrial and commercial activities at the interface of adjacent areas that support residential and other sensitive land uses.

3. A high standard of development which promotes distinctive building, landscape and streetscape design, with high visual and environmental amenity, particularly at the interface of residential areas, along arterial roads and the boundaries of adjoining zones.

4. Development that contributes to the desired character of the policy area.

DESİRED CHARACTER

The policy area will, through changing land uses and urban renewal, transition to a revitalised modern, urban location providing for a mix of land uses, including complementary small scale retail, community facilities, commercial uses, light industry and generally, medium density housing in appropriate locations.

As existing industrial and commercial activities continue to operate, some under various licencing requirements, opportunities for such activities to transition to new land uses is anticipated, providing for new employment opportunities and mixed use developments.

Residential and other forms of sensitive development will only occur within the policy area as adverse impacts of adjoining industrial and commercial activities are lessened and can meet legislative licencing requirements or a better understanding of the impacts are determined and associated appropriate separation distances are applied.

Opportunities to capitalise on existing and proposed public transport infrastructure investment along Prospect Road through renewal of existing industrial and underutilised lands is sought, in order to support mixed use and ongoing employment generating activities, in close proximity to new housing.

The policy area will be enhanced though quality development in terms of appearance and design. Redevelopment of existing sites will occur using high quality materials, landscaping and other elements to create a mixed use area. At the residential interface it is desirable through landscaping and the planting of street trees that complement and enhance the visual impacts of buildings and structures, adding to overall amenity and streetscape quality.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

1. The following additional types of development, or combination thereof, are envisaged in the policy area:

   - bulky goods
   - entertainment venue
   - licensed premises
   - light industry
   - petrol filling station
   - service industry
   - service trade premises
   - store
Development should promote the redevelopment and transition of the area towards low and medium density residential development supported by a mix of compatible land uses as set out in the Urban Renewal Zone.

The expansion, alteration or replacement of existing industrial activities that have environmental impacts which currently extend over residential areas should not occur unless the impacts can be significantly reduced and managed in accordance with Environment Protection Act requirements.

Development, including land division should only occur on land which is suitable for its intended use(s) with respect to site contamination.

Development and redevelopment of industrial areas should be orderly and efficient and compatible with residential development and other sensitive uses.

Residential development should only occur where it can be demonstrated that the environmental impacts of nearby industrial land uses can be mitigated to a satisfactory level.

Bulky goods outlets and service trade premises should have a minimum gross leasable area in the order of 500 square metres for each individual tenancy.

Development should not be undertaken if it will be prejudicial to the orderly and economic development of future residential or associated land uses within the zone.

Form and Character

Development should not be undertaken unless it is consistent with the desired character for the policy area.

Development at the direct interface with residential development should:

(a) incorporate a range of operational, physical and/or spatial design techniques to improve the amenity of the area

(b) seek to minimise impacts from visual appearance, building bulk and scale, overshadowing, noise, vibration, chemical over-spray, air quality, odour, dust, hours of operation and on-street parking.

(c) incorporate planting of street trees and a landscape buffer to improve amenity through planting of appropriate scale trees.

Development should through appropriate building design and orientation attempt to mitigate adverse environmental impacts including noise and air quality (including odour) impacts.

Development generating high levels of heavy vehicle use should direct traffic movements of this nature away from established residential areas.
## PROCEDURAL MATTERS

### Complying Development

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

### Non-complying Development

Development (including building work, a change in the use of land or division of an allotment) for the following is non-complying:

<table>
<thead>
<tr>
<th>Form of development</th>
<th>Exceptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advertisement and / or advertising hoarding</td>
<td>Except where (a) or (b) or (c) are satisfied: (a) it is ancillary to and in association with industrial development (b) it is ancillary to and in association with activity centres and commercial activities (c) it is associated with a shop or group of shops.</td>
</tr>
<tr>
<td>Fuel depot</td>
<td></td>
</tr>
<tr>
<td>General industry</td>
<td></td>
</tr>
<tr>
<td>Industry</td>
<td>Except where it involves the following (a) and/or (b): (a) light industry (b) service industry.</td>
</tr>
<tr>
<td>Intensive animal keeping</td>
<td></td>
</tr>
<tr>
<td>Landfill that constitutes solid waste disposal</td>
<td>Landfill that constitutes solid waste disposal required to be licensed as a waste depot under the <em>Environment Protection Act 1993</em>.</td>
</tr>
<tr>
<td>Road transport terminal</td>
<td></td>
</tr>
<tr>
<td>Special industry</td>
<td></td>
</tr>
<tr>
<td>Telecommunications facility</td>
<td>Except where located at least 100 metres from: (a) any <strong>Historic Conservation Area</strong> (b) any Local Heritage Place described in the extent of listing within <strong>Table PAdE/8 - Local Heritage Place</strong> (c) any State Heritage Place described in the extent of listing within <strong>Table PAdE/9 - State Heritage Places</strong> or listed within the South Australian Heritage Register.</td>
</tr>
<tr>
<td>Wrecking yard</td>
<td></td>
</tr>
</tbody>
</table>
Public Notification

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

In addition, the following forms of development (except where the development is classified as non-complying) are designated:

<table>
<thead>
<tr>
<th>Category 1</th>
<th>Category 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advertisement</td>
<td>All forms of development not listed as category 1</td>
</tr>
<tr>
<td></td>
<td>The following forms of development other than where the development exceeds two storeys in height:</td>
</tr>
<tr>
<td>a) Aged persons accommodation</td>
<td>Place of worship</td>
</tr>
<tr>
<td>b) All forms of development that are ancillary and in association with residential development</td>
<td></td>
</tr>
<tr>
<td>c) Community centre</td>
<td></td>
</tr>
<tr>
<td>d) Consulting room</td>
<td></td>
</tr>
<tr>
<td>e) Dwelling</td>
<td></td>
</tr>
<tr>
<td>f) Educational establishment</td>
<td></td>
</tr>
<tr>
<td>g) Nursing home</td>
<td></td>
</tr>
<tr>
<td>h) Office</td>
<td></td>
</tr>
<tr>
<td>i) Pre-school</td>
<td></td>
</tr>
<tr>
<td>j) Primary school</td>
<td></td>
</tr>
<tr>
<td>k) Retirement village</td>
<td></td>
</tr>
<tr>
<td>l) Residential flat building</td>
<td></td>
</tr>
<tr>
<td>m) Shop or group of shops where it is located on an arterial road and has a gross leasable floor area of no more than 500 square metres.</td>
<td></td>
</tr>
<tr>
<td>n) Supported accommodation</td>
<td></td>
</tr>
</tbody>
</table>
For the purposes of the Development Plan unless otherwise clearly indicated, the zone/policy area/precinct boundaries depicted on or intended to be fixed by Maps PAdE/1 to Map PAdE/41 inclusive shall be read as conforming in all respects (as the case may require) to the land division boundaries, to the centre line of roads or drain reserves or to the title boundaries, or to imaginary straight lines joining the positions defined by survey or by the measurements shown on the said maps against which the said zone/policy area/precinct boundaries are shown or otherwise indicated.
Zone Maps – Amend existing zone maps:

Map PAdE/21
Map PAdE/22
Map PAdE/30
Map PAdE/31
Map PAdE/40 Enlargement
Zone Map PAdE/31

Zones:
- Commercial
- Community
- Conservation
- Local Centre
- Neighbourhood Centre
- Residential
- Urban Renewal
- Zone Boundary
- Development Plan Boundary

Lamberts Conformal Conic Projection, GDA94

Prospect Council
PORT ADELAIDE ENFIELD COUNCIL
ATTACHMENT G

Policy Area Maps – Amend existing policy area maps:

Map PAdE/21
Map PAdE/22
Map PAdE/30
Map PAdE/31
Map PAdE/40 Enlargement
Policy Area Map PAdE/21

Lamberts Conformal Conic Projection, GDA94

Policy Area
17 Conservation
64 Residential East
75 Mixed Use Transition
9 Cast Metals

PORT ADELAIDE ENFIELD COUNCIL
Policy Area Map PAdE/31
Policy Area Map PAdE/40

ENLARGEMENT

PORT ADELAIDE ENFIELD COUNCIL

Policy Area Boundary

Lamberts Conformal Conic Projection, GDA94
Policy Area
64 Residential East
ATTACHMENT H

Overlay Maps – Insert new, Noise and Air Emissions Overlay maps:

Map PAdE/21
Map PAdE/22
Map PAdE/30
Map PAdE/31
Overlay Map PAdE/30
NOISE AND AIR EMISSIONS
PORT ADELAIDE ENFIELD COUNCIL
Overlay Map PAdE/31
NOISE AND AIR EMISSIONS
PORT ADELAIDE ENFIELD COUNCIL
Overlay Maps – Insert new, Affordable Housing Overlay maps"
Overlay Map PAdE/22
AFFORDABLE HOUSING
PORT ADELAIDE ENFIELD COUNCIL
ATTACHMENT J

Overlay Maps – Insert new, Strategic Transport Overlay maps:

Map PAdE/21
Map PAdE/22
Map PAdE/30
Development Plan Amendment

By the Minister

Port Adelaide Enfield Council

Kilburn and Blair Athol Urban Renewal
Development Plan Amendment

For Consultation

On Public Consultation from 1 December 2016 to 1 February 2017
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Development Plan Amendment Summary

Introduction

The Minister for Planning has released the Kilburn and Blair Athol Urban Renewal Development Plan Amendment (DPA) for consultation.

The DPA proposes a planning framework that enables opportunities to renew and rejuvenate the areas of Kilburn and Blair Athol by allowing for mixed forms of generally, medium density residential development and other uses including commercial and retail activities to establish in the area. The planning framework is also tailored to respond to the changing, ‘transitioning’ nature of existing land uses where industries improve operations and / or relocate to other areas, therefore opening up new land use and employment opportunities, as well as housing choices for the community. The key intent is to allow for a high quality urban environment.

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

Have Your Say

The Development Plan Amendment is on consultation for nine weeks
(Thursday 1 December 2016 to Wednesday 1 February 2017).

Submissions are due by 5pm Wednesday 1 February 2017.

Submissions (marked as Kilburn and Blair Athol Urban Renewal) are to be addressed to:
- The Presiding Member, DPAC, c/- Department of Planning, Transport and Infrastructure:
- by post: GPO Box 1815, Adelaide SA 5001, or
- by email: dpac@sa.gov.au.

The Development Policy Advisory Committee is an independent committee appointed by the Minister for Planning. Its role is to receive and consider submissions on the DPA and provide advice to the Minister for Planning.

The Committee will hold a public meeting on Tuesday 14 February 2017, from 7pm at Sunnybrae Estate, Coach House Room, 1 Naweena Road, Regency Park if submitters identify on their submissions that they would like to present a submission verbally.

If you would like more information on the DPA a public information session will be held on Wednesday 14 December 2016, 5:00pm – 7:00pm, 49 Le Hunte Street, Kilburn. Alternatively, you can contact the Department for Planning, Transport and Infrastructure on 7109 7014.

Public submissions will be made available after the closing date following the consultation period unless marked confidential.

Following receipt of the Committee’s advice the Minister will decide whether to approve, amend or refuse the DPA.

Background information along with the DPA can be viewed at:
- the offices of the Department of Planning, Transport and Infrastructure, Level 2, 211 Victoria Square, Adelaide, during office hours, or
- the offices of the City of Port Adelaide Enfield, 163 St Vincent, Port Adelaide.
Why we are changing planning policy

The 30-Year Plan for Greater Adelaide identifies the suburbs of Kilburn and Blair Athol as potential locations for urban regeneration and renewal. Significant development opportunities exist particularly in terms of the provision of higher-density residential and mixed use development in proximity to major transport access points and the Adelaide Central Business District (CBD).

The uplift of this older residential area is constrained by ongoing heavy industrial land uses within the area. These high impact uses pose a significant impediment to unlocking the area’s full development potential. The purpose of this DPA is therefore to review the land use policies of the area and to introduce policy that will:

- secure residential development and allow the local community to grow with confidence
- encourage the industrial area to transition towards more compatible uses that drive economic opportunities including modern, low impact industry, high technology manufacturing and commercial land uses.
- restrict future, or expansion of existing high impact industries such as foundries within the Industry Zone to within certain distances of sensitive land use zones
- address interface issues between existing and new residential or mixed use land uses.
Vision for the area

The urban renewal and revitalisation of Kilburn and Blair Athol is a clear imperative of government to explore infill, housing development and employment opportunities within metropolitan Adelaide as part of the recently released draft 30 Year Plan for Greater Adelaide – 2016 Update.

The intent is that this new Zone will attract development opportunities, both short and long term, to improve the services, infrastructure and urban setting for the future communities of these areas.

Summary of the zone changes

- Application of the Urban Renewal Zone that:
  - provides for medium density residential development including the redevelopment of existing housing and underutilised land
  - promotes a flexible and responsive approach for the development and continuation of business and employment generating activities that are compatible with a new mixed use urban form
  - supports the development and redevelopment of housing accommodating a range of dwelling types, integrated with a range of compatible uses and accessible open spaces
  - provides for high quality design of the public realm through design and layout of residential development and encouraging walking, cycling and access to activity centre, open spaces and frequently used public transport
  - provides a policy setting aiming to limit the intensification of existing industries and environmental impacts upon human health, local amenity and the environment
  - acknowledges the need for orderly and efficient infrastructure delivery together with need for future environmental considerations along with the potential for site contamination, in certain areas.

- The Urban Renewal Zone will apply to areas within Kilburn and Blair Athol by rezoning areas currently zoned as Residential, Industrial, Mixed (Use) Kilburn, Local Centre, Commercial and Light Industry.

- The application of a new Mixed Use Transition Policy Area to land currently zoned Industry within the Investigation Area that:
  - allows for the continuation of existing industry uses but provides opportunities to transition to other uses and complementary activities, taking advantage of the proximity of the area to road and rail infrastructure
  - supports the development and redevelopment for medium density residential and mixed uses.

- Restrictions to Special Industries within 500 metres of the Urban Renewal Zone along with adjustment to the General Section of the Port Adelaide Enfield Development Plan to minimise potential interface issues and environment impacts on sensitive development.
Analysis

1. BACKGROUND

The 30-Year Plan for Greater Adelaide identifies the suburbs of Kilburn and Blair Athol within the Northern Adelaide region as potential locations for urban regeneration and renewal.

Located approximately 20 minutes from the Adelaide CBD, Kilburn and Blair Athol support large areas of 1950 and 1960s Housing Trust stock comprising low density, double unit houses. The homes were established as part of a comprehensive post war economic plan to attract industrial investment and population growth, however, many are now nearing the end of their economic life. A significant number of properties are still owned by the State Government.

An opportunity exists to make more efficient use of this land, improve housing and environmental quality and produce homes that can meet the changing demographic and financial needs of the community. The area is therefore considered a priority for urban renewal and the State Government, through Renewal SA, is currently in the early stages of preparing a Master Plan for the regeneration and densification of some of this land.

The area also supports a strong, accessible industrial base, parts of which are important contributors to the State’s economy and designated in The 30-Year Plan for Greater Adelaide as employment lands. It is anticipated that these industrial activities will change over the medium to long term in line with global trends in the industry sector towards new cleaner, greener industries including the creative industry sector.

Ongoing heavy industrial land uses within the investigation area have resulted in a longstanding history of environmental issues with the adjoining residential interface and pose a significant impediment to unlocking the area’s full development potential.

Environment Protection Authority (EPA) licenced activities such as the Bradken Resources foundry, Plastics Granulating Services, McKechnie Iron Foundry and Korvest Ltd require significant separation distances with the largest being 1000 metres around the Bradken Foundry. These distances take in a significant portion of adjoining residential land earmarked for regeneration and limit population growth within the area.

Policy change is recommended to unlock this middle metropolitan area for a new vibrant urban area and to create opportunities for new commercial and low impact innovative industries to emerge and replace high impact land uses.

2. THE STRATEGIC CONTEXT AND POLICY DIRECTIONS

The Planning Strategy is the principal strategic document for land use planning in South Australia. It presents current State Government policy for development and is based on key economic, social and environmental imperatives. It seeks to guide and coordinate State Government activity in the construction and provision of services and infrastructure that influence the development of South Australia. It also indicates directions for future development to the community, the private sector and local government. The 30-Year Plan for Greater Adelaide is the relevant volume of the Planning Strategy that is applicable to this DPA.

One of the principle strategies of The 30-Year Plan for Greater Adelaide is to increase population growth within the inner and middle ring suburbs of Adelaide through infill and uplift. Population projections for South Australia (http://www.dpti.sa.gov.au/planning/population) provide a snap shot of some of the important reasons why a more diverse range of infill housing is needed:

- South Australia’s population is expected grow to 2.0 million by 2036
- Within the next few years the elderly dependent population will outnumber children in South Australia for the first time
- 63% of households are single or two person, and only 23% of dwellings are one or two bedroom (http://www.abs.gov.au/)
In addition, a discussion paper by InfraPlan titled ‘Urban Infill vs Greenfield Development’ (2013) notes:

- The cost of infrastructure for fringe development is significantly higher than for infill. Shifting 20,000 dwellings from greenfield to infill could yield $1.2 billion in infrastructure costs savings.
- Smaller housing will reduce our carbon footprint through reduced energy consumption.
- Higher densities also leads to greater scope for viable public transport services.

The 30-Year Plan for Greater Adelaide also seeks to create inclusive, vibrant and liveable communities, sustain natural resources whilst endeavouring to protect the regional hinterlands and primary production areas of the urban fringe.

As part of the infill objectives, key areas within the inner and middle ring suburbs of Adelaide are identified for regeneration, including suburbs such as Kilburn and Blair Athol (refer to Figure 2 over page). As mentioned above, both contain large areas housing nearing the end of its economic life and much of it is still owned by the State Government making it ripe for comprehensive and coordinated redevelopment. This is recognised in the City of Port Adelaide’s Strategic Directions Report (2012). So too is recognition of the environmental issues that exist at Kilburn and general agreement that they pose a potential obstacle to regeneration.

The State Government recognises that it has a role to play in protecting important employment generating activities and is looking to implement a policy response that will ‘kick start’ urban renewal opportunities whilst continuing to maintain a sustainable employment base. This DPA attempts to secure residential infill at Kilburn and Blair Athol and enable its communities to grow by setting up a framework that will allow urban renewal to commence and business to continue but with clear direction on its future.

Urban renewal and densification of middle and inner ring suburbs such as Kilburn and Blair Athol will further complement the higher level land use / transport strategies of the State Government’s Integrated Transport and Land Use Plan (ITLUP) (http://www.transportplan.sa.gov.au/). The Plan, introduced in July 2015, is based on the common goal that ‘South Australia is globally competitive, vibrant and connected’. A key focus of the Plan is to create and improve transport networks that connect people to places and business to markets.

The Integrated Transport and Land Use Plan is a comprehensive Plan for the whole of the State but one of its key elements, and of particular relevance to this DPA, is the Government’s vision to extend the current tram network in the CBD, and inner and middle Adelaide, called AdeLINK. The Plan identifies a potential tram corridor along Prospect Road (known as ProspectLINK – refer to Figure 1 and section 2.1 for more detail below). The State Government is currently undertaking a $4 million study into the Electrification of Public Transport in Adelaide – including AdeLINK. This study will identify the preferred routes for AdeLINK, and undertake preliminary planning and design of these routes. The study will be completed by the end of 2017 (refer to http://dpti.sa.gov.au/adelink).

Figure 1: Extract from Integrated Transport and Land Use Plan (July 2015)
The mixed use, higher residential density promoted by the policy proposed in this DPA, will help to establish land uses that complement a tram line extension. The scope for policy amendments of this kind are supported in the City of Port Adelaide’s Strategic Directions Report (at https://www.portenf.sa.gov.au/webdata/resources/files/Report_StrategicDirectionsReportAbridged.pdf) including policy that results in higher density residential development; built form that embraces the street frontage and public transport; and the creation of walkable and pedestrian friendly neighbourhoods that encourage a sense of place and physical activity.

Figure 2 - Extract from the 30-year Plan for Greater Adelaide

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Future policy amendments within the City of Port Adelaide Enfield Council area along Prospect Road and feathering out to non-corridor areas will complement the policy work already done by the City of Prospect for its Urban Corridor Zone at Prospect.

The DPA accommodates a range of land use opportunities aimed at supporting employment growth. This includes moves towards cleaner, less intrusive industry, supportive uses and a broader range of commercial activity, coherent with the medium to long-term vision of South Australia’s Strategic Plan (2011) and Seven Strategic Priorities (at http://saplan.org.au/).

The ITLUP identifies new ways of connecting people to the places they want to be and connecting businesses with their suppliers and with their markets.

ITLUP is a State-wide vision and proposes a range of transport improvements and upgrades. For Greater Adelaide, the vision recognises and supports the contribution of active travel to liveability. The vision states:

‘Initiatives to improve the connectivity of cycling and walking networks with places offering a broad range of employment, services, retail, leisure and entertainment opportunities will not only build on Adelaide’s liveability advantages, they will generate significant environmental, social and economic benefits.

Accessing places by active travel modes will also enhance the attractiveness and vibrancy of these places, providing further impetus for investment and development that meets the living, working and leisure needs of an increasingly diverse urban population.’ (Our Vision, pg. 35)

The relationships between movement networks, proposed upgrades, and areas designated for population growth and service provision are conveyed by the 30-Year Plan. These are articulated for ‘Central and Inner Adelaide’ as follows:

‘…..The neighbouring inner suburbs will also be the focus for additional growth over the next 30 years. Residents and businesses in these inner areas will be supported by an improved mass transit network that deliver faster and more frequent bus, train and tram services including along dedicated corridors which prioritise buses on some core roads and allow for significantly reduced travel times.

New tram lines will provide additional opportunities to connect people to employment and services across the city centre and neighbouring suburbs. The permanency provided by an extended tram network will stimulate development along these transit corridors and enable surrounding areas to evolve into attractive and vibrant places where people will want to live, visit and build their businesses.’ (Solutions and Actions: Central and Inner Adelaide, pg. 114)

The 30-Year Plan includes priority actions for transit networks, where improvements to train and bus networks seek to:

‘…..ensure that high quality public transport services underpin the transformation of Greater Adelaide into a transit-focused and well-connected region.’ (Our Plan, pg. 52)

The relationship between public transit services, infill development and activity centres is embraced in the 30-Year Plan as a basis to challenge and change travel behaviours. Section 5.2: Public Transport Solutions for Greater Adelaide (pg. 88), includes the following commentary:

‘Adelaide will continue to consolidate along its public transport spines, but with a sharper focus on supporting and facilitating medium density development in Adelaide’s central city and inner suburbs.

Planning based around routes within A Functional Hierarchy for South Australia’s Land Transport Network will deliver a high frequency, high capacity, multi-layered and fully integrated public transport network. This network will offer fast, reliable, frequent and comfortable services that connect major activity centres and areas of employment growth. The development of the network will be influenced by the spatial location of activities that generate the need for travel, such as density of population, the presence of jobs and services, and the location of activity centres.

This marks a shift toward a transit system that focuses passenger movements onto high capacity, high frequency corridors, supported by local bus services – and that aims to reduce our reliance on car travel, especially in the CBD and inner Adelaide.’

On Public Consultation from 1 December 2016 to 1 February 2017
For Greater Adelaide, increases in traffic levels (and congestion) on the road network will likely stem from population growth irrespective of where that growth occurs simply because people need to travel between home and work, and to access goods and services. However, ITLUP anticipates that such changes in combination with improvements to public transit services, bicycle access and greater walkability, could see a shift away from private vehicle use over time.

The implications for land use ‘rules’ mainly concern the established on-site parking requirements. These requirements can be used to discourage or encourage private vehicle use depending on whether they encourage the provision of facilities at the travel destination. An autocratic perspective could curtail the provision of on-site parking thus leaving public transport and other non-motorised transport options as the most viable and possibly the only mode of access to essential services and facilities. Alternatively, access to destinations could be treated as a matter of user and provider choice, where improvements to the public transport, cycle and pedestrian networks compete actively against private car journeys.

ITLUP adopts the latter approach and it is this aspect of choice that is relevant to this DPA, as it has a bearing on how land use policies are framed. In reflecting on this matter it needs to be recognised that the choice between public transport services and a private vehicle travel is multi-layered and perspective driven:

- for individuals choices are impacted by: travel costs; overall journey times; perceptions about safety; facilities at the destination (i.e. car parking); and so on
- for service providers and businesses the choice may be driven by: location with respect to target markets; access to potential employees; travel modes to access the service being provided; site development and redevelopment costs; ability to expand the business in situ to meet rising demand; and so on.

Accessibility to public transport and population densities, in essence, are interrelated and can influence the demand and usage of public transport and success in reducing car dependency, particularly for inner suburban areas. As can be seen in Figure 3, cities with good light rail and higher public transport use than Adelaide generally have a population density of at least 3000 people per square kilometre. In comparison, Adelaide’s average population density is less than 1500 people per square kilometre. To make quality transport more viable and cost effective, is important that population density be increased along these strategic tram corridors.

In turning to parking requirements in Development Plans, the South Australian Planning Policy Library (SAPPL) (Version 6) establishes car parking rates for mixed use and residential zones land uses. These rates are typically lower than historically contained in Development Plans, and aim to provide some flexibility in anticipation of the change in behaviour that ITLUP anticipates over time (i.e. public transport, walking and cycling).
Policy Response / Implications

ITLUP provides a comprehensive blueprint for the strategic alignment and integration of The 30-Year Plan’s land use directions and transport policy.

This DPA proposes to locate medium density residential infill development in locations that are positioned along public transit corridors identified in ITLUP.

2.1 ProspectLink

The Government’s vision to connect the north, south, east, west and potentially the northwest with a series of tram routes will play a major role in developing Adelaide into a modern, vibrant and liveable city whilst assisting to ease city congestion and reducing the overall carbon footprint. The initiative is well underway with a $4 million business case already commenced to identify preferred routes and stops as well as environmental and land value benefits from the project.

ProspectLink along Prospect Road is one of the potential routes and will capitalise on the positive work undertaken by the City of Prospect in and around the Prospect Town Centre. Consultation on ProspectLink is occurring in November 2016.

Parts of Kilburn and Prospect are at or over the 3000 people per square kilometre figure however abundant opportunities exists to increase population density either side of Prospect Road to support this transit corridor (see Figure 4).

Transit & Reduced Congestion Benefits

We have abundant opportunities to increase population density to support transit

Very little of our inner and middle suburbs are at the density of a tram based city

![Population density of Adelaide](image)

Figure 4: Population density of Adelaide

Bringing these corridors closer to population densities of around 3000 people per square kilometre will deliver more than just tram infrastructure that simply moves people from A to B. Experience suggests that new tram routes present opportunities for public realm improvements and go a long way towards supporting vibrant main streets and local businesses.
2.2 Kilburn and Blair Athol - Urban Renewal Vision

The ‘investigation area’ for this DPA comprises of a middle metropolitan area containing a mixture of circa 1950s residential areas, commercial, centre and industrial areas and is contained wholly within the City of Port Adelaide Council area.

Renewal SA is currently focussed on investigation and developing a working framework for the area bounded by Churchill Road, Grand Junction Road, Prospect Road and Northcote Street and in Blair Athol by Prospect Road, Grand Junction Road, Main North Road and Marmion Avenue. A map of this study area is shown in Figure 5 and Figure 6.

Renewal SA is seeking to build on previous comments and ideas from the community on ways to continue to improve this part of the Kilburn and Blair Athol region particularly in regard to the type of housing, location of parks and reserves and accessibility to public transport, services and the city. The intention is to provide a guide for future investment from the Council, Government, and the not-for-profit and private sectors in the future transformation of streets, parks and housing in the area over the next 10 to 20 years.

The renewal of Kilburn and Blair Athol is also part of the Government's Renewing Our Streets and Suburbs initiative which will see 4,500 ageing Housing Trust homes located within 10 kilometres of the city renewed over the next five years.

As the framework is implemented over the next 10 to 20 years, it will aim to inform and detail the following outcomes:

- Improved housing choice and opportunities for different types of housing that are suited to the current and future needs of the community. This will build on residential development already underway in the area.

- Maintaining and nurturing existing community strengths such as cultural diversity and a strong sense of community.

- Staged future improvements to public open spaces, facilities and infrastructure as the area is renewed.

- How stormwater may be managed to maximise the use of stormwater detention areas as community open space where possible.

- Walking and cycling connections to public transport and services.

The overall approach is to explore ways to manage the transition of industrial uses to other uses, including residential and mixed use developments. The focus is to prevent the emergence of new impacting activities and/or the intensification of existing industries that may limit or compromise the overall objective to renewal the area and revitalise Kilburn and Blair Athol with new forms of housing and urban form.
Figure 6: Renewal SA – Kilburn / Blair Athol Urban Renewal Framework - Study Area
3. INVESTIGATIONS AND ISSUES

3.1 Introduction

The ‘investigation area’ of this DPA comprises approximately 350 hectares of land predominantly characterised by:

- industrial and commercial activity in the areas generally north of Cromwell Road and west of Prospect Road and on the northern side of Grand Junction Road
- commercial and retail commercial activity along the length of Main North Road extending west along Grand Junction Road up to Florence Avenue
- low density residential housing south of the commercial / industrial areas described above and interlaced with some retail activity around the intersection of Prospect Road with Gladstone Avenue / Trigg Street.

The development of industrial/manufacturing activity in proximity to its workforce was once common practice. Indeed the establishment of suburbs such as Kilburn and Blair Athol in the 1950’s and 60’s formed part of a comprehensive post-war plan to attract industrial investment and population growth to support the required workforce.

Since this time, concern for human and environmental health has become more prevalent and has led to the emergence of organisations like the EPA and greater emphasis being placed on the industrial / residential interface and human health generally. The use of separation distances are now common place in land use planning, however retrofitting them over established suburbs can be problematic. Similarly, moving established land uses on to alternative locations whether it be the use that is sensitive or the activity that is causing the concern, can be complicated, costly and in many instances limited by the concept of existing use rights.

For Kilburn and Blair Athol, there is clear evidence that environmental issues are present at the interface. Over the last 5 years the EPA has received an average of 17 public complaints per year regarding environmental impacts emanating from local industry. This included 20 for the last financial year (2015/16) with complaints ranging from noise and vibration to dust and odour.

As there is now clear direction to secure residential infill and allow the communities of Kilburn and Blair Athol to grow to their full potential, it is necessary that policy be put in place to allow for new land uses to emerge that are more compatible with the residential interface.

3.2 Land Use and Tenure

3.2.1 Residential / Population Analysis

At the last Census in 2011, Kilburn and Blair Athol housed a total population of 9,475 persons. Between the 2006 and 2011 Census’ the population of the two suburbs increased by 14.1% (1,169 persons). Over the same period South Australia’s population increased by 5.4%. The large increase in population is partly due to Housing SA land in the southern section of Kilburn that was vacant in 2006, being redeveloped by the time of the 2011 Census.

Demographically, the area supports a high migrant population with 41% of the population born overseas, compared 22.1% of South Australia’s population. In terms of nationality 7.1% of Kilburn and Blair Athol residents were born in India, followed by Vietnam (5.0%) and Afghanistan (3.9%).

In terms of age structure, Kilburn and Blair Athol is generally younger than South Australia’s total population with the median age of local residents being 34 years of age, compared to South Australia at 39 years of age. More than one third of local resident population was aged between 20-39 years compared to just over a quarter of South Australia’s population. The proportion of Kilburn and Blair Athol’s population aged 65 years and over was 13% at the 2011 Census.

Median household incomes in Kilburn and Blair Athol were considerably lower than the South Australian median in 2011 with 36% of Kilburn and Blair Athol households having a total weekly income of less than $600 per week, compared to 25% of South Australian households.
Notwithstanding, research undertaken by the Adelaide University in 2014¹ identified Kilburn and Blair Athol as having strong local communities. One of the most impressive and positive features identified was the general acceptance of diversity and a long-standing tradition of helping each other out.

In recent years the area has been the first Australian home for many new migrants and refugees and has seen the transformation of areas along Prospect Road by Afghani, Pakistani, Middle Eastern and Vietnamese investors and entrepreneurs.

The Adelaide University study spoke about the positive contribution that these businesses make to Kilburn and Blair Athol and, in the context of urban renewal, overwhelming support for development that continued to support a diverse community that catered for every age group and provided good connections within neighbourhoods. Participants in the study also recognised the need for many different styles of houses to cater for different age and lifestyle needs.

In terms of housing, there are approximately 2,130 residential allotments contained within the investigation area with a predominance of single storey detached and semi-detached dwellings. The area supports a high proportion of rented properties with data from the 2011 Census indicating that half of all occupied private dwellings were rented compared to 28% for South Australia. A summary of population and demographic information is provided in Appendix A.

As can be seen on Figure 7, many of the residential allotments in the investigation area are at a point where the capital site value ratio has reached the value that renders them suitable for redevelopment (i.e. the land value itself has the same value, or close to, the value of the land + dwelling / improvements).

Two for one housing, or minor infill, is common in the area but a coordinated redevelopment approach has the potential to deliver additional benefits such as:

- housing variety to suit the diverse populations of Kilburn and Blair Athol.
- improvements to the public realm, public open spaces, facilities and infrastructure.
- improved traffic management and upgrades to stormwater infrastructure.

Currently, State Government owns in the order of 538 residential allotments within the investigation area and although the sale of individual allotments (previously owned by the State Government) has complicated land ownership patterns there are still great prospects for coordinated redevelopment with high proportion of these allotments still sharing contiguous boundaries.

¹ Informing Future Development in Kilburn and Blair Athol, 2014, Centre for Housing, Urban and Regional Planning, University of Adelaide.
Figure 7: Investigation Area – Capital / Site Value Ratios

On Public Consultation from 1 December 2016 to 1 February 2017
Policy Response / Implications

In response to these significant opportunities for urban renewal at Kilburn and Blair Athol, the DPA proposes to overlay the majority of the investigation area with the new Urban Renewal Zone (including the Mixed Use Transition Policy Area) to allow for varied housing forms and densities, along with mixed use development outcomes. The new zone includes policies relating to cycling and pedestrian access, to public transport, open space and increases densities and building heights (generally up to 3 to 4 storeys).

The new zone provides a policy framework for the transitioning and rejuvenation of the area as well as increases in net residential densities in the order of 30-45 dwelling per hectare (3 storeys); 45-60 dwellings per hectare (4 storeys) in proximity to open space and activity centres; and opportunities for higher residential densities, in the form of mixed use apartments with ground floor retailing and commercial uses, adjacent to Prospect Road and public transport services.

3.2.2 Industry / Commercial

Industrial and commercial land uses within the investigation area are shown on Figure 8. They are characterised as follows:

- land along the alignment of Main North Road accommodating commercial activities with a predominance of motor vehicle related uses including, second hand motor vehicle sales, automotive repairs and servicing, spare parts sales and tyre outlets, with general retailing dotted amongst.

- land between Churchill Road and the railway line supporting the large floor plate industrial buildings housing activities such as Veolia Environmental Services – waste management, Valspar – paints and coatings, TI Automotive – manufacturers of fluid carrying and delivery systems.

- land north of Cromwell Road between Prospect Road and Churchill Road accommodating large industrial sites containing the activities of Bradken Resources – foundry, Plastics Granulating Services – recycling of plastic waste back into raw material, Korvest Ltd – metal fabrication and galvanising. Within this area towards Grand Junction Road, land uses are more of a commercial / warehouse nature ranging from:
  - Bianco’s sales showroom and construction / industrial supplies
  - Nobles – manufacturers and distributors of wire ropes, lifting and rigging equipment
  - Dave Benson caravan showroom, sales and repairs
  - MRC Global – distributors of pipe, valve and fitting products
  - Capral Aluminium – suppliers of aluminium products including security doors and windows
  - City of Port Adelaide Enfield’s works depot.

- activities to the immediate north of Grand Junction Road include the commercial / industrial land uses of the McKechnie – iron foundry, Bianco Precast – pre-cast concrete products, Cavpower - heavy machinery dealer and parts supplier together with a range of other uses including truck dismantlers, general manufacturing, warehousing and heavy equipment hire.
Kilburn and Blair Athol Urban Renewal DPA
By the Minister
Analysis

On Public Consultation from 1 December 2016 to 1 February 2017

Figure II: Kilburn / Blair Athol - Land Use
Whilst some properties within the investigation area are currently untenanted, a general inspection of the locality identifies it as supporting an established and valuable source of employment generating activities. Although broader than the investigation area, a 2013 industrial land study commissioned by the City of Port Adelaide Enfield Council\(^2\), identified that the industrial areas around Kilburn, Gepps Cross, Dry Creek supported just over 7,000 employees. In terms of industrial based employment, approximately 54% are employed in manufacturing with other major employers being construction; wholesale trade; and transport postal and warehousing.

From a national perspective, however, the Australian Industry Group reported that manufacturing’s share of GDP has halved since 1980 to less than 6% and that manufacturing is ‘rebalancing not disappearing’ with growth in the food and beverage, building materials, textile and furniture (AiGroup) manufacturing and decline in machinery and equipment and metal products manufacturing. In order to compete in the national and global market, these emerging lower impact industries will benefit from being located in a setting where higher impact industries are excluded and in close proximity to an employment base.

As, compatible businesses continue to operate and maintain opportunities for employment, the policy intent is to also support existing operations that are in transition, moving operations or changing production activities to land uses that have lesser environmental impacts. Policies proposed in the DPA will continue to support light and service industries and business activities that support job creation.

**Cast Metals / Foundry Trends**

The state of play in relation to cast metal and foundry activity in Australia and Greater Adelaide was discussed in the Minister for Planning’s recently completed *Employment Lands (Gillman / Dry Creek & Wingfield) and General Section Amendments Development Plan Amendment*. The analysis undertaken as part of that DPA identified that there were approximately twenty businesses of this kind currently operating or advertised across Greater Adelaide. Most of the foundries identified are located in Council areas west of the City of Adelaide with the City of Port Adelaide Enfield containing half of these. Most of the identified cast metal / foundry businesses are located in industrial zones.

Nationally, data indicating historical and projected employment levels in metal casting, forging and finishing shows a longer term decline in the number of persons employed in this sector. Industry modernisation and productive efficiencies could account for a drop in employment numbers nationally and so is not necessarily a reliable indicator of industry output and strength.

Decline in foundry and cast metal operations in Australia could also be attributed to changes in locally and interstate based automotive manufacturing, and lower Australian based industry orders (e.g. from the mining sector) due to higher production costs that make cheaper imports more attractive.

An extract from the analysis of the *Employment Lands (Gillman / Dry Creek & Wingfield) and General Section Amendments DPA* is contained in *Appendix B*.

**Policy Response / Implications**

A change in planning policy that supports industry and commercial uses that are compatible with residential uses, reflecting some of these trends is introduced through the proposed new Urban Renewal Zone and the Mixed Use Transition Policy Area (reflecting the bulk of the current Industry zoning in the Investigation area) to encourage the urban renewal of the area both in terms of housing and mixed uses – activities including modern, high technology manufacturing and cleaner industrial activities.

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\(^2\) Port Adelaide Enfield Industrial Land Study, April 2013, Prepared by Jones Lang LaSalle for the City of Port Adelaide Enfield. Note: The recommendations of this report have not yet been endorsed by The City of Port Adelaide Enfield.
3.2.3 Environment Protection Authority Evaluation Distances

The EPA’s *Evaluation distances for effective air and noise management (2016)* sets out recommended evaluation distances to be applied in the assessment of development to ensure that incompatible land uses are located so as to minimise impacts from noise, odour and air emissions. They can also ensure that industrial land uses are protected from inappropriately sited sensitive land uses that may affect industrial viability. The document applies to new industries and redevelopment of existing industries. Evaluation distances are measured from the activity boundary (enclosing all activities, plant, buildings and structures).

Recommended evaluation distances are intended to be used for both proposed new or expanded activities near existing sensitive land uses, such as residential areas and proposed new or encroaching sensitive land uses near existing activities, such as industry. Evaluation distances provide an envelope around an activity (or multiple activities) within which environmental risks need to be assessed against current knowledge, technologies and practices. Final distances would normally be determined after evaluations of environmental impacts of proposals have been completed.

*Evaluation distances for effective air and noise management* describes sensitive land uses to include residential, supported accommodation, child care centres and schools, hospitals, tourist accommodation of various forms, community centres and consulting rooms. Evaluation distances are recommended for a wide range of industrial activities that are deemed to be of environmental significance (as defined within Schedules 21 and 22 of the Development Regulations, 2008).

EPA licenced activities within the investigation area (or nearby) total 14, with the evaluation distance currently 1,000 metres around the Bradken Resources foundry. Most of the evaluation distances do not encroach over sensitive land uses to an extent that would prevent or restrict the residential areas from being regenerated with higher density housing. A complete list of EPA licenced activities is contained in Appendix C.

In 2012, and to better understand the nature of environmental impact, the EPA undertook a preliminary review of licensed activities to determine, based on its knowledge of the activities, whether the evaluation distances (known at that time as ‘separation distances’ under the EPA’s Guidelines for Separation Distances) could be reduced noting that the recommended distances were a guideline only.

Based on this and further review undertaken, the main evaluation distances of interest regarding urban infill within (or near) the ‘investigation area’ relate to the licenced activities set out in the following table. The table includes a second set of ‘preliminary separation distances’ which are based on general evaluation of monitoring data and a range of other factors including complaint history and facility operational performance at the time. Any proposal for sensitive development within a preliminary separation distance (or evaluation distance where no preliminary or final separation distance has been determined) would require a more detailed evaluation.

<table>
<thead>
<tr>
<th>Licenced Site</th>
<th>Licenced Activity</th>
<th>Evaluation Distance (Envelope around an activity within which environmental risks need to be assessed)</th>
<th>Preliminary Separation (Distance based on general evaluation of the specific licenced activity)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Korvest Ltd</td>
<td>• Hot dip galvanising • Activities producing listed wastes</td>
<td>400m</td>
<td>100m</td>
</tr>
<tr>
<td>McKechnie Iron Foundry</td>
<td>• Abrasive blasting • Ferrous and Non-ferrous metal melting</td>
<td>500m</td>
<td>350m</td>
</tr>
<tr>
<td>Plastics Granulating</td>
<td>• Recycling depot • Activities producing listed wastes</td>
<td>300m</td>
<td>200m</td>
</tr>
<tr>
<td>Services</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

3 The EPAs ‘Guidelines for Separation Distances’ document has been superseded by the new ‘Evaluation distances for effective air and noise management’.
### Licenced Site | Licenced Activity | Evaluation Distance | Preliminary Separation
--- | --- | --- | ---
Bradken Resources | • Ferrous and Non-ferrous metal melting  
• Activities producing listed wastes | 1000m | 300m (once air emission compliance achieved)
Veolia Environmental Services | • Liquid waste disposal activities  
• Activities producing liquid waste | 300m | TBD
Valspar | • Chemical Storage and Warehousing Facilities  
• Activities Producing Listed Waste | 500m | TBD
CFRS Specialised Services | • Abrasive blasting | 500m | TBD

TBD = To Be Determined

As can be seen from Figure 9 a significant portion of the investigation area is enveloped by one or multiple of the above evaluation distances / preliminary separation distances. Accordingly, and given the existence of regular complaints, there is reluctance to see a net increase in the total number of dwellings in the area without a change to industrial practices / circumstances.

The existing 1,000 metre evaluation distance around the Bradken Resources foundry currently encompasses 1,843 residential allotments or 86% of the residential allotments with the investigation area. Its existence is clearly an impediment to the regeneration / infill opportunities sought by The 30-Year Plan for Greater Adelaide. It is understood that this evaluation distance would be reduced down to 300 metres if improvements to processes and on-site infrastructure are undertaken to minimise air quality impacts. It is unknown, however if the activities of Bradken Resources are shielding the impacts of other licensed activities in the area. As such there is still some risk that sensitive development could continue to be impacted by industrial development.

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Although not within the investigation area (or comprise an evaluation distance that extends over it), the evaluation distance for CFRS Specialised Services does extend over a number of residential allotments at the southern end of Kilburn. As the entire suburb of Kilburn is identified for urban regeneration in The 30-Year Plan for Greater Adelaide it is appropriate that the policy response consider this site also.
Figure 9: Investigation Area – Evaluation Distances / Preliminary Separation Distances.

On Public Consultation from 1 December 2016 to 1 February 2017
Figure 10: Investigation Area – Evaluation Distances / Preliminary Separation Distances (with reduced distance around Bradken Resources)
Should this investment be undertaken by Bradken Resources and presuming that the impact of Plastics Granulating Services remains within the new 300 metre preliminary separation distance, potential for redevelopment opens up dramatically. Residential allotments within the investigation area that would fall outside of an environmental impact area would increase from to 287 to 1,748 (refer to Figure 10). Hypothetically, if Bradken Resources were to permanently close the total number of residential allotments outside of an environmental impact area would marginally increase to 1,913.

The preliminary separation distance area around the McKechnie iron foundry also encompasses a number of residential allotments. There may, however, be some potential to explore the option of rearranging land uses in this locality to limit the amount of sensitive activity that falls within the McKechnie preliminary separation distance and close to Grand Junction Road, which itself is a source of noise and potential source for air quality impacts.

Finally, EPA records note the existence of recorded historical landfill sites within (or near) the investigation area (refer to Figure 10). Initial desktop investigations suggest that the sites were used for either building demolition waste disposal, or liquid waste reception or processing. There is no initial indication that any of the sites have been used to dispose of putrescible waste, an activity that may give rise to issues of land fill gas. The existence of historical landfill sites may need to be explored further once desired redevelopment outcomes are known, but on the basis of these initial investigations potential risk to residential development is not of concern.

Designing residential or other forms of sensitive development to mitigate air quality or noise impacts is key to ensuring co-existence of mixed use developments. Equally, new and transitioning activities that present less impacting outcomes may also be encouraged. To secure future opportunities for residential development and other mixed use activities at Kilburn and Blair Athol a responsive and flexible policy framework is proposed.

Within the Urban Renewal Zone, it is proposed that matters relating to environmental assessment and where necessary, site contamination assessments are considered at the development assessment stage, rather than at the rezoning phase. This is designed to apply a policy approach that responds as changing circumstances evolve i.e. where existing industries relocate or change operations that result in reduced evaluation distances and therefore opportunities for housing and other sensitive uses.

Ultimately and to secure the future of residential development at Kilburn and Blair Athol some form of response is needed to deal with the environmental issues from existing heavy industry. Not all can be addressed via an amendment to Development Plan policy and there will be limitations on what can be achieved due to the concept of existing use rights (see section 3.3 below).

### Policy Response / Implications

Additional Principles of Development Control and policy guidance in the Desired Character Statement for the Urban Renewal Zone are proposed, referring to minimum thresholds for environmental impacts, to be met to allow for sensitive development (i.e. noise and air pollution, including odour) and acknowledging potential requirements relating to site contamination investigations and remediation.

### 3.3 Existing Use Rights

The current Development Act 1993 protects existing use rights and case law has, over time, allowed limited ability for those uses to expand or intensify.

It is therefore acknowledged that established land uses such as Bradken Resources and the like will continue to retain existing use rights under current planning legislation and as such can continue to operate legally, provided that they are able to meet the requirements of environmental legislation. In addition, existing industrial activities can be sold as going concerns and continue to operate.

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5 The ‘Air and Noise Emissions Overlay 3 Technical Information Sheet’ recommends that sensitive land uses have the Noise and Air emissions overlay applied over 100m either side of Grand Junction Road.
3.4 Heritage

The Development Plan identifies five local heritage places within the investigation area of this DPA. These include the Coopers Alehouse (formerly Gepps Cross Hotel) located at 560 Main Road, Blair Athol (ref Figure*) which will retain the Commercial Zone currently applicable. The other four places (refer Figure*) are proposed to be rezoned from Residential- Policy Area 64 Residential East to Urban Renewal Zone. These properties are:

- 25A- 25b Le Hunte Street, Kilburn - convent building
- 43-47 Le Hunte Street, Kilburn - Kilburn Progressive Hall
- 44-46 Le Hunte Street, Kilburn - St Brigid's Catholic Church
- 55 Northcote Street, Kilburn - house.

There are two State heritage places which are affected by the DPA. These places are within the area of land proposed to be rezoned from Industry to Urban Renewal Zone - Mixed Use Transition Policy Area 75:

- 498 Churchill Road, Kilburn - former Tubemakers administration building number 2
- 500 Churchill Road, Kilburn - former Tubemakers administration building number 1.

It is considered that the policy intent of the Urban Renewal Zone is consistent with the retention and preservation of the listed elements of these heritage places and that General Policy (under the heading 'Heritage Places') in the Port Adelaide Enfield Council Development Plan provides adequate policy guidance to ensure the relevant heritage listing is adequately addressed should the property be subject to a development application.

Policy Response / Implications

No policy amendments are proposed by this DPA that will affect existing State and Local Heritage listings for the Investigations Area.

3.5 Infrastructure

3.5.1 Utilities and Service Infrastructure

Intensification of development as proposed by the DPA will lead to increased demand over the long term for both physical and social infrastructure and services to the area.

The 30-Year Plan’s spatial directions enables state agencies and infrastructure providers to forward plan and coordinate infrastructure provision to meet demands of future infill development.

As Kilburn and Blair Athol are already well serviced by medical facilities, schools, education, local shopping and other services that people need from day to day, the incremental nature of infill (both from development within the areas affected by this DPA, and from infill in other location across a region) means that as demand for particular services grows, additional services will be able to be planned for and provided as part of agency forward planning.

As a result of uncertainties about the redevelopment intentions of individual landowners (which extends to land use), it is impractical to speculate about the capacity improvements that would be needed to supply utility infrastructure services to specified areas at any given point in time during the life of the 30-Year Plan’s policy regime that this DPA proposes. On this basis, this DPA is informed by and responds to general awareness of the fact that increases in capacity of utility infrastructure will be required to support development it envisages as opposed to specific awareness of required capacity upgrades at any point in time.

Nonetheless, the Development Plan contain provisions to prevent development occurring if necessary infrastructure capacity is not available. These policies are found in the General Council-wide section of the Port Adelaide Enfield Council Development Plans and apply to development throughout the Council area (unless specified).
3.5.2 Stormwater and Flooding

The effect of development on individual sites, along with the gradual incremental change that is anticipated over the medium and longer term will mean that stormwater management infrastructure will need to be upgraded over time to accommodate growth, depending on the timing, location and extent of development within a locality.

As mentioned, the Port Adelaide Enfield Council Development Plan already contains policies in the general council wide section that addresses stormwater treatment and disposal, along with potential flooding issues. These policies are contained in the following General Council-wide section of the Development Plan as follows:

- Hazards – Flooding
- Industrial Development
- Infrastructure
- Land Division
- Natural Resources
- Orderly and Sustainable Development
- Waste.

However, as part of Renewal SA’s long term guiding framework for South Australian Housing Trust development in the area, broad investigations are being undertaken into stormwater management for key parts of the Investigation Area, as it is recognised that increased housing and development densities will have, over time, impacts on stormwater management and infrastructure delivery. Further, Port Adelaide Enfield Council has its own stormwater management strategy, the Port Adelaide Enfield, Asset Management Plan, Storm Water 2016 informing and guiding stormwater infrastructure delivery into the future.

Policy Response / Implications

With regard to infrastructure delivery, including stormwater infrastructure, additional policy is contained in the Urban Renewal Zone. The intent is to highlight that infrastructure delivery is to be considered as the area transitions and infill development occurs (noting that pre-development flow rates are sought with regard to stormwater management). Mechanisms such as infrastructure and / or open space deeds or infrastructure schemes may be implemented to ensure the policy outcomes are met.

No other additional Development Plan policy is considered necessary to address stormwater or flooding, as it is considered that there are sufficient policies in the General Section of the Port Adelaide Enfield Development Plan.

3.6 Transport / Traffic Planning / Car Parking

To assist in achieving integration between land use and transport planning, ITLUP describes A Functional Hierarchy for South Australia’s Land Transport Network that identifies the state’s transport corridors that are important for different modes of transport, including public transport, cycling, walking, major traffic, rail and road corridors in order to improve the safety and efficiency of the transport network of all users. In recognising the different roles of corridors, the Functional Hierarchy helps shape the development of land along each corridor and provides guidance as to what kind of land use planning policy is needed to support the safe and efficient function of the corridor.

The functions identified for Prospect Road are highly aligned with the land policies proposed in the vicinity within this DPA. Functions include a Standard Frequency Public Transport route and Major Cycling route.
Churchill Road is identified as a Major Traffic route, a Freight route, and a High Frequency Public Transport route. Churchill Road, to the north of Regency Road caters for up to 26 metre B-Double and Performance Based Standards (PBS) Level 2B heavy vehicles to support adjacent industrial areas. This requires the application of the Strategic Transport Routes Overlay to ensure land development occurs in a manner consistent with the function of this road.

Cromwell Road (adjacent the Industry Zone) also permits access by heavy vehicles up to 19 metre semi-trailers to existing industrial development. In addition, Council is noted to currently require occasional low loader access to its Kilburn Depot at Blackburn St via Cromwell Road by way of permits.

In a policy sense, the Development Plan contains a wide range of policies relating to the provision of transport (including public transport) infrastructure, as well as regarding site access and movement. Again, these policies are found in the following General Council-wide sections of the Port Adelaide Enfield Council Development Plans and apply to development generally throughout the Council area (unless specified):

- Community Facilities
- Land Division
- Orderly and Sustainable Development
- Transportation and Access.

The incremental take up of new development in the corridors and broader Investigation Area will mean that the effects of any change can be monitored. The corridor areas are generally focussed to the arterial road corridor network. Local roads are designed to channel vehicles to main roadways where key destinations are generally located or provide for heavier traffic movements to other destinations. As no key developments are proposed, local road networks should not be significantly affected. On this basis, this DPA is informed by and responds to general awareness that local traffic impacts can be considered at the assessment stage in light of a known development proposal, and context and circumstances of the immediate locality at any point in time, and adjustments to local traffic management of parking can be considered if necessary.

In relation to bicycle and car parking rates associated with the Urban Renewal Zone the general policy approach is to default to the existing rates contained in the Port Adelaide Enfield Development Plan as detailed in the relevant Tables:

- Table PAdE/4 – Off Street Bicycle Parking Requirements
- Table PAdE/5 – Off Street Vehicle Parking Requirements
- Table PAdE/5a – Off Street Vehicle Parking Requirements for Designated Areas.

However, an amendment to Table PAdE/5 – Off Street Vehicular Parking Requirements is proposed, at one car parking space per detached, semi-detached and row dwellings (currently defaults to two spaces per dwelling etc.) for one to two bedroom dwellings and up to two spaces for dwellings of three bedrooms or more. This modification is in line with the strategic endeavour to promote the uptake and use of public transport and establish infill development where accessibility to public transport, services and employment is within established, inner metropolitan areas; also, encouraging other modes of transport including walking and cycling (i.e. less car dependency).

It should also be noted that these car parking requirements do not prevent additional vehicle spaces being provided.
3.7 Existing Planning Policy

3.7.1 Existing Zoning

Land use zoning within the investigation area is principally residential or industrial as depicted in Figure 12. It is generally disposed of as follows:

- Approximately 97 hectares of Industry zoning towards the northern / north western end of the investigation area. The industrial area abuts and forms part of extensive industrial lands beyond Grand Junction Road and west of the railway line right through to Gillman / Port Adelaide and up to Mawson Lakes.
- Residential zoning of approximately 212 hectares south of the industrial zoning encompassing much of the State Government owned Housing Trust properties.
- Commercial zoning (15 hectares) to the northeast towards the intersection of Grand Junction Road and Main North Road, extending southwards in a linear fashion along Main North Road, beyond the investigation area.
- Land zoned Neighbourhood Centre of approximately 6 hectares within the investigation area with an additional amount in the same zone extending further to the south. The Neighbourhood Centre currently supports the Kilburn Village shopping centre, Empire Hotel and other convenience stores / restaurants.
- Community zoning over the former Gepps Cross Girls High School, which is now being developed with commercial / industrial activity consistent with adjoining zoning.
- An area of around 19 hectares comprising a mix of zones including recreation, local centre, commercial, mixed use and light industry. Further to the south beyond the investigation area lies the Mixed Use (Islington) Zone which currently accommodates the relatively new Costco, Kmart and Coles activity centre.
- Two smaller Local Centre Zones totalling 1 hectares (approx.) dotted within the residential area.

The investigations of this initial DPA are principally concerned with securing residential development at Kilburn and Blair Athol. The zoning of most relevance is therefore the Industrial Zone and the impact that existing and envisaged uses may have on future urban regeneration opportunities. Appreciation of what is currently allowed within the adjoining Residential Zone will provide some context to the issues faced at the interface and the Development Plan’s current vision for future residential development in the area.

The Residential Code also applies to significant portions of the Investigation area wherein if certain criteria are met certain types of residential development would be complying (as per Schedule 4 of the Development Regulations 1993 relating to complying development).

3.7.2 Industry Zone

The Industry Zone of the Port Adelaide Enfield Council Development Plan seeks to accommodate a range of land uses from industrial activity, warehouse storage and transport distribution, with minimal restrictions on hours of operation. Policy clearly seeks to protect such activities from encroachment by sensitive land uses or impinge on their ability to operate on a 24 hour basis.

For areas that are in close proximity to sensitive land uses within adjacent zones, the policies of the zone require particular attention to be given to minimising any adverse impact on the amenity and function of those areas. Issues requiring attention as prescribed by the zone policy include: visual bulk and external design and appearance of buildings; vehicular access arrangements; building setbacks and the provision of landscaped buffers; hours of operation, and the amelioration of noise and other emissions.
Zoning policy in the Industry Zone also seek to ensure special industries be located further than 500 meters from the Residential Zone. This is reinforced in the procedural matters of the Industry Zone which lists 'special industry' as a non-complying form of development if it is located within 500 metres of a residential zone and added to this is the Urban Renewal Zone.
Policy Response / Implications

The industry zoning within the investigation area is long-standing and over time has allowed for the establishment / support for industrial uses that are / could be incompatible with the intended use of adjoining land for medium to higher density, residential living.

At present, most if not all new industrial development proposed within the City of Port Adelaide Enfield's Industry Zone would be subject to merit assessment. This certainly provides a greater level of control over ‘complying’ forms of development\(^6\) however potential does still exist for new uses to be approved that may impact on future residential development opportunities.

Also, to cater for residential development (over time), the Urban Renewal Zone – Mixed Use Transition Policy Area is proposed to be applied to the current Industry zoning within the Investigation area. Policies within the Mixed Use Transition Policy Area will continue to support employment generating land uses as well as transitioning land uses, with an emphasis for such uses to be compatible with residential development and other sensitive uses.

Further restrictions to Special Industries within 500 metres of the Urban Renewal Zone have been included, along with adjustment to the General Section of the Port Adelaide Enfield Development Plan to minimise potential interface issues and environment impacts on sensitive development.

3.7.3 Residential Zone

The Residential Zone of the Port Adelaide Council Development Plan covers a substantial portion of the Council area. Accordingly, its policies are generalised in terms of its support for a range of dwellings types. Other sensitive uses that are envisaged to occur within the Residential Zone including child care facilities and primary and secondary schools.

The following policy statement is however made about residential areas that exist near industrial activity:

‘Parts of the zone are historically located in close proximity to existing industrial areas and may be subject to impacts from nearby industrial activities. Residential development in such areas will be cognisant of the impacts of nearby industry and designed and sited to minimise these impacts’.

The Residential Zone also contains a number of policy areas that take into account local characteristics and provide tailored policy nuances to guide desired outcomes. There are two policy areas that affect the ‘investigation area’ that being the Comprehensive Development Policy Area 55 and the Residential East Policy Area 64.

Comprehensive Development Policy Area 55

The Comprehensive Development Policy Area 55 has generally been established over Housing Trust residential estates of the 1950’s and 60’s, such is the case here at Kilburn and Blair Athol. The Development Plan recognises the potential to make more efficient use of land in these policy areas whilst improving housing and environmental quality and producing housing which can meet changing demographic and financial needs.

The policies of the Comprehensive Development Policy Area 55 expect that the planned redevelopment of Housing Trust estates will permit ‘Housing SA to realise the value of its holdings and to encourage improved social mix by promoting private housing initiatives’.

In terms of future character, the current policies envisage that the Comprehensive Development Policy Area 55 will be distinguished by cohesive built form predominantly in the form of single storey dwellings at low to medium densities, with medium density housing in locations that are in close proximity to shops, public open space or public transport.

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\(^6\) Under the Development Act 1993, ‘complying’ forms of must be approved by the relevant authority.
Minimum allotments sizes range 250 to 300 square metres for most of the Policy Area reducing down to 180 to 270 square metres when fronting a large reserve (2,000 square metres) or within 100 metres of a Neighbourhood Centre or District Centre.

Dwelling yield analysis for this policy area suggests that under the current policy framework there is realistic potential for an additional 212 dwellings.

Residential East Policy Area 64

The Residential East Policy Area 64 generally encompasses areas of housing generally constructed in the 20 year period immediately after World War II on allotments typically averaging 700 to 800 square metres in area.

The Desired Character statement of the Policy Area speaks of it being ‘distinguished by a predominance of single-storey dwellings that are orientated towards the road, with open or low-fenced front gardens that are extensively landscaped.’

It further suggests that opportunities for redevelopment are limited to small pockets of land and that infill housing should give due recognition to the character of the area in terms of scale and siting.

The minimum site area for a dwelling in the Residential East Policy Area 64 is 300 square metres. Dwelling yield analysis for this policy area suggests that under the current policy framework there is realistic potential for 315 additional dwellings. Combined with the Comprehensive Development Policy Area this would result in a 21% increase in housing stock or a total of 3,020 dwellings within the investigation area. This represents a gross dwelling density in the order of 14 dwellings per hectare which is still in the low density range.

Policy Response / Implications

The residential policies applying to the investigation area have been in place for some time, with the residential comprehensive development policies generally dating as far back as 1998 under the former Enfield (City) Development Plan. Accordingly, the policies for development and desired character sought were developed under different circumstances, under a different planning strategy and different housing market.

To support this area for infill development increase density targets are proposed as part of the Desired Character Statement as part of the Urban Renewal Zone. Further, Principles of Development Control relating to minimum site areas and setback requirements for dwellings and residential flat building (mostly based on the Suburban Neighborhood Zone in the current Port Adelaide Enfield Development Plan) have been used develop similar criteria the new Zone. By example, a minimum site area requirement is set at 200 square metres for a detached dwelling however, there is scope for this minimum to be less, where the site(s) are comprehensive planned or as part of a building envelope plan, demonstrating interface issues are considered through layout and design. It is anticipated that as part of the anticipated renewal of existing South Australian Housing Trust stock within the greater portion of the Investigation area, that lesser minimum site area requirements will be sought.

Also, under the Development Act 1993, additional criteria exists to call up for assessment purposes in relation to housing trust development. This criteria differs from the above adopted in the new Urban Renewal Zone as it encompasses lesser site area minimums and setback requirements. This criteria would still apply for the purpose of development assessment.

3.7.4 General Section of the Development Plan

Industrial Development Module

The Industrial Development Module of the General Section of the Development Plan contains the following policies relevant to this DPA.

Objectives

7 Taken from Understanding Residential Densities: A Pictorial Handbook of Adelaide Examples
2. Industrially zoned allotments and uses protected from encroachment by adjoining uses that would reduce industrial development or expansion

6. No future development of special industries except within the following policy areas located within the Industry Zone:
   (a) Cast Metals Policy Area 9
   (b) Coastal Resource Recovery Policy Area 10
   (c) Osborne Maritime Policy Area 11
   (d) Ports Policy Area 12.

7. No expansion and/or intensification of existing special industries unless it can be demonstrated that the expansion and/or intensification will result in a significant net benefit in terms of amenity and/or environmental impacts and/or the generation of renewable energy.

It is clear from Objective 6 that there is desire within the current Development Plan for new special industries to be located in designated areas away from the residential interface. Objective 7 provides further guidance regarding the expansion / intensification of existing special industries, in particular what needs to occur from an environmental perspective should it be proposed.

Such policies go some way to addressing the situation at Kilburn and Blair Athol, however additional guidance is considered necessary in order to provide a much clearer direction for development at the interface. Otherwise, development assessment quandaries will arise, particularly when one rigidly applies policies such as Objective 2 above which speaks of protecting existing industrial activity from encroachment by sensitive uses.

Interface between Land Use Module

The Interface between Land Use Module contains a series of development controls aimed at minimising adverse impact and conflict between land uses.

Policies such as the following are included in the module to support this outcome:

Principles of Development Control

1. Development should not affect the amenity of the locality or cause unreasonable interference through any of the following:
   (a) the emission of effluent, odour, smoke, fumes, dust or other airborne pollutants
   (b) noise
   (c) vibration
   (d) electrical interference
   (e) light spill
   (f) glare
   (g) hours of operation
   (h) traffic impacts

2. Development should be sited and deigned to minimise negative impacts on existing and potential future land uses desired in the locality

4. Residential development adjacent to non-residential zones and land uses should be located, deigned and/or sited to protect residents from potential adverse impacts from non-residential activities.

5. Sensitive uses likely to conflict with the continuation of lawfully existing developments and land uses desired for the zone should be designed to minimise negative impacts.

Like the policies of the Industrial Module, Industry Zone and Residential Zone, the policies of the Interface between Land Use Module are effectively geared towards protecting lawfully existing development and again don't provide the clear direction that is required for areas such as Kilburn and Blair Athol where both residential and industrial development have existed side by side for some time.
Policy Response / Implications

The intent is to support the concept of interface matters being considered at the development application stage for new development within the proposed Urban Renewal Zone. Consideration of environmental impacts such as noise and air quality (including odour) and potential for site contamination require consideration under the new policy framework.

Overall, while the intent is not to dramatically alter the interface policies as part of this DPA, placing greater emphasis on securing infill and uplift within the residential areas of the investigation area will assist to firm up the strategic direction that has been taken to facilitate the renewal of Kilburn and Blair Athol and will establish this objective as the main priority for development in the locality.

3.7.5 Local and Interstate Policy Responses

A key issue in the Kilburn / Blair Athol study area is the proximity of heavy industry to residential development. This has significant environmental, social and economic consequences. In order to obtain a good appreciation of best practice in the redevelopment of urban areas (with significant issues with the interface between residential and heavy industrial land use), it was considered important to review local and interstate case studies of residential / industrial interface issues from a planning policy perspective.

The following local and interstate examples were considered:

- The industrial area of Tottenham, Victoria (located within the Maribyrnong Council area);
- Castalloy Precinct, North Plympton, South Australia (located within the City of West Torrens);
- Bowden / Brompton infill / regeneration area, South Australia (located within the City of Charles Sturt);
- Industry Interface Area of the City of Charles Sturt Development Plan.
- Former railway workshops infill / regeneration area in Midland, Western Australia (located within the City of Swan);
- Former Eveleigh railyards in Redfern, Sydney, New South Wales (located within the City of Sydney);
- The industrial areas adjacent to Coopers Plains and Virginia in Brisbane, Queensland;
- New Farm, Teneriffe and Newstead in Brisbane, Queensland; and
- The Paint Factory and Hyde Road Industrial Precinct, Yeronga, Brisbane, Queensland.

All of the above areas reflect the same commonalities as Kilburn. These include:

- Odour, noise and dust associated with land use and unsealed hardstand areas;
- Underutilised or abandoned industrial sites;
- Suspected site contamination discouraging new investment activity;
- Associated industrial traffic impinging on local residential amenity; and
- Inadequacies in current and prior planning controls to both manage and resolve conflicts at the interface with sensitive uses, i.e. residential.

To address these matters, the following approach has been implemented in many jurisdictions to better manage the residential / industry interfaces and to encourage urban regeneration through a “compatible mix” of residential, commercial, industrial and recreational uses:

- Completion of a Master Plan process to examine long term redevelopment options and preferred future land use mix;
- Changes applied to local zoning to signify a shift in the type of industry envisaged to those with high compatibility with sensitive uses;
• Application of interface policies and Concept Plans to guide future development of key sites;
• Introduction of performance and environmental standards rather than land use categories to protect existing industry from encroachment of incompatible development; and
• Introduction of relevant policy Overlays to ensure that encroaching sensitive development is adequately protected from industrial pollution and hazards (in terms of noise and air emissions).

**Brisbane City Plan 2014 (Balancing Industry and its Impacts)**

At a higher level, one of the primary focuses of the Brisbane City Plan 2014 was to manage the interface between industry and sensitive uses while still promoting economic development.

The 2014 City Plan breaks industrial land into zones based on the anticipated impacts of industry. In this way the draft new City Plan proposes to separate industrial areas from potential residential uses. The plan also proposes ‘buffer’ zones – areas between industry and residential. These buffer zones will ensure industry uses are properly separated from residential areas to protect residents’ amenity, health and wellbeing.

The following table outlines the changes in classification from Brisbane City Plan 2000 to the new City Plan.

<table>
<thead>
<tr>
<th>Former Brisbane City Plan 2000 area classification</th>
<th>New City Plan zone</th>
<th>General locations of new zones</th>
<th>Examples of intended development</th>
</tr>
</thead>
<tbody>
<tr>
<td>Light Industry</td>
<td>Low Impact Industry</td>
<td>Most Light Industry located 250m or less from residential land or other sensitive land uses.</td>
<td>Warehouse. Service industry. Some non-residential uses that support industry e.g. cafe.</td>
</tr>
<tr>
<td>General Industry</td>
<td>Medium Impact Industry</td>
<td>Some General Industry and Heavy Industry located 250-500m from residential land or other sensitive land uses.</td>
<td>A mixture of: Medium-impact industrial activities e.g. panel beater shop. Low-impact industrial activities e.g. mechanic.</td>
</tr>
<tr>
<td>Heavy Industry</td>
<td>High Impact Industry</td>
<td>Some General Industry and Heavy Industry located 500-1500m from residential land or other sensitive land uses.</td>
<td>A mixture of: High-impact industrial activities e.g. metal plating works. Medium-impact industrial activities e.g. joinery works Low-impact industrial activities and some non-</td>
</tr>
</tbody>
</table>
Kilburn and Blair Athol Urban Renewal DPA
By the Minister

Analysis

For the Kilburn and Blair Athol area some of the intent (elements) in the Brisbane City Plan 2014 – case studies have relevance in that:

- disused industrial sites and landscape are an important focus for urban renewal
- urban renewal takes time, political commitment and an integrated approach
- demonstration projects play a key role in generating change (i.e. Kilburn / Blair Athol Urban Renewal Framework)
- active, ongoing engagement with both the community and the development sector is crucial.

Policy Response / Implications

The proposed Urban Renewal Zone is primarily intended to facilitate urban renewal of the Kilburn and Blair Athol areas – by providing a flexible policy framework that is responsive to changes in industries within the location and thereby resultant changes to evaluation distance requirements and impact assessments.

This planning framework allows for future development (housing and mixed use) to be considered as areas and uses transition to uses that are more complementary.

The establishment of an Urban Renewal Zone will provide clearer direction for development in the locality and help to ensure that the wider vision for urban renewal / regeneration is maintained as a priority.

4. RECOMMENDED POLICY CHANGES

It is evident from the investigations that there is a level of conflict at the industrial / residential interface at Kilburn and Blair Athol. In terms of development policy, no clear direction is established in the Development Plan as to which use is preferred or which should take precedence over the other. This arrangement is not ideal and without clear direction both uses could suffer in the long term. It is further complicated by the concept of existing use rights. Given that there is strong strategic momentum for urban renewal at Kilburn and Blair Athol adjustment to the interface policy is considered necessary to eliminate the potential for policy conflict at the assessment stage.

Accordingly, and to ensure that the vision for Kilburn / Blair Athol is not compromised by future development, it is recommended that a new Urban Renewal Zone Transformation Policy Area be applied to industrial areas. Refer to Figure 12 showing current and proposed zoning. The new policy area should continue to support business activity but in a nature that would not compromise future residential opportunities.
Following is a list of the recommended policy changes based on the investigations and review of Council’s Development Plan:

- Application of the Urban Renewal Zone that:
  - provides for medium density residential development including the redevelopment of existing housing and underutilised land
  - promotes a flexible and responsive approach for the development and continuation of business and employment generating activities that are compatible with a new mixed use urban form
  - supports the development and redevelopment of housing accommodating a range of dwelling types, integrated with a range of compatible uses and accessible open spaces
  - provides for high quality design of the public realm through design and layout of residential development and encouraging walking, cycling and access to activity centre, open spaces and frequently used public transport
  - provides a policy setting aiming to limit the intensification of existing industries and environmental impacts upon human health, local amenity and the environment
  - acknowledges the need for orderly and efficient infrastructure delivery together with need for future environmental considerations along with the potential for site contamination, in certain areas.

- The Urban Renewal Zone will apply to areas within Kilburn and Blair Athol by rezoning areas currently zoned as Residential, Industrial, Mixed (Use) Kilburn, Local Centre, Commercial and Light Industry.

- The application of a new Mixed Use Transition Policy Area to land currently zoned Industry within the Investigation Area that:
  - allows for the continuation of existing industry uses but provides opportunities to transition to other uses and complementary activities, taking advantage of the proximity of the area to road and rail infrastructure
  - supports the development and redevelopment for medium density residential and mixed uses.

- Restrictions to Special Industries within 500 metres of the Urban Renewal Zone along with adjustment to the General Section of the Port Adelaide Enfield Development Plan to minimise potential interface issues and environment impacts on sensitive development.

5. OTHER WAYS TOWARD ACHIEVING URBAN RENEWAL

Achieving coordinated development of a large transitioning area such as the area affected by this DPA, requires implementing a range of tools that complement amended planning policy.

Further, the South Australian Planning Policy Library (SAPPL) provides for a ‘suite’ of mixed use, increased density zoning – aimed at achieving the outcome of urban renewal and regeneration. In this instance, this will be the first application of the Urban Renewal Zone and the Mixed Use Transition Policy Area to a location in metropolitan Adelaide. The overarching intent is to promote through rezoning, urban infill and renewal. These other mixed use zoning options have been considered in reference to Kilburn and Blair Athol and in some instances similar policy adopted. However, it was considered imperative to adopt a targeted policy approach to allow for mixed use development but where environmental impacts, site contamination and infrastructure delivery would be applied to areas in ‘transition’ – changing land uses and new development opportunities.

Accordingly, the Urban Renewal Zone has been compiled from what has been learnt in the application of mixed use development zoning (need for flexibility) and what is needed in terms of responsive policy to cater for changing land uses over time.

It is anticipated that other areas may adopt a similar approach and consider the application of the new Urban Renewal Zone or other where appropriate, apply other mixed use zoning to targeted areas, for the purpose of urban renewal.

Also, under the Planning, Development and Infrastructure Act, 2016 there are opportunities to apply other planning instruments to assist in promoting urban renewal in Kilburn and Blair Athol. Either in the form of infrastructure deeds and agreements or the application of new infrastructure schemes, the need for staged development planning.
and coordinated delivery of infrastructure is acknowledged, particularly to areas that are under long term ‘transition’. Policy within the proposed new Urban Renewal Zone aims to support this approach toward the delivery of infrastructure.

Figure 12

Current Zoning

Proposed Zoning
6. STATEMENT OF STATUTORY COMPLIANCE

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

- accords with the Planning Strategy
- accords with other parts of council’s Development Plan
- complements the policies in Development Plans for adjoining areas
- satisfies the requirements prescribed by the Development Regulations 2008.

6.1 Accords with the Planning Strategy

It is the intent of this DPA to support the achievement of the Planning Strategy policies. A detailed account and assessment of objectives, principles, policies and targets of The 30-Year Plan for Greater Adelaide is contained in Appendix D.

6.2 Accords with other parts of the Development Plan

The policies proposed in this DPA are consistent with the format, content and structure of the Port Adelaide Enfield Council Development Plan. The DPA recognises existing policy and does not seek to repeat or introduce policies that would conflict with those contained within the General and Overlay Sections of Council’s Development Plan.

Regard has also given to the existing Industry Zone and Residential Zone to ensure that the proposals contained within this DPA support the broader vision for urban renewal at Kilburn and Blair Athol, consistent with the policy format and expression used more widely.

6.3 Complements the policies in the Development Plans for adjoining areas

The policies proposed in this DPA will not affect the Development Plan policies of adjoining Council areas.

6.4 Satisfies the requirements prescribed by the Regulations

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

Adelaide University, Centre for Housing, Urban and Regional Planning, 2014, *Informing Future Development in Kilburn and Blair Athol*

Australian Bureau of Statistics, 2006, Census

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*Australian manufacturing: trends, influences and outlook, 7 June 2016 Australian Industry Group*

Brisbane City Council, July 2013, *The New City Plan – Industry Zones Fact Sheet*

City of Port Adelaide Enfield, March 2012, Strategic Directions Report

EPA, 2007, *Guidelines for Separation Distances*  
*(Note: The EPAs ‘Guidelines for Separation Distances’ document has been superseded by the new ‘Evaluation distances for effective air and noise management.’)*

EPA, 2016, *Evaluation distances for effective air quality and noise management*


Government of South Australia, West Torrens Council Development Plan Consolidated May 2016


Government of South Australia, 2011, *South Australia’s Strategic Plan*


Government of South Australia, 2014, *Integrated Transport and Land Use Plan*

Government of South Australia, 2015, *Renewing our Urban Future: Unlocking South Australia’s Potential*

Government of South Australia, September 2015, *Employment Lands (Gillman/Dry Creek & Wingfield) General Section Amendments Development Plan Amendment*

Government of South Australia, 1993, *Development Act*

Government of South Australia, 2016, Planning, *Development and Infrastructure Act*


Jones Lang LaSalle for the City of Port Adelaide Enfield, April 2013, *Port Adelaide Enfield Industrial Land Study*

*Port Adelaide Enfield, Asset Management Plan, Storm Water 2016*
Appendices

Appendix A – Population and Demographic Information

Appendix B – Extract from Minister for Planning’s Employment Lands (Gillman / Dry Creek & Wingfield) and General Section Amendments Development Plan Amendment

Appendix C – EPA Licenced Activities

Appendix D – Assessment of the Planning Strategy
Appendix A

Population and Demographic Information for the Suburbs of Kilburn and Blair Athol

The most recent population information available at suburb level is the 2011 Census.

Population

- At the 2011 Census the combined population of Kilburn and Blair Athol suburbs was 9,475 persons.
- Between the 2006 and 2011 Census the population of the two suburbs increased by 14.1% (1,169 persons).
- Over the same period South Australia’s population increased by 5.4%.
- The large increase in population is partly due to Housing SA land in the southern section of Kilburn that was vacant in 2006, being redeveloped by the time of the 2011 Census.

Overseas Born

- 41.0% of Kilburn and Blair Athol’s population were born overseas, compared to 22.1% of South Australia’s population.
- 7.1% of Kilburn and Blair Athol residents were born in India – see table below.

Top 5 Overseas Country of Birth – Residents of Blair Athol/Kilburn and South Australia, 2011

<table>
<thead>
<tr>
<th>Country of Birth</th>
<th>Kilburn / Blair Athol</th>
<th>South Australia</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Persons</td>
<td>Percent of Total Population</td>
</tr>
<tr>
<td>India</td>
<td>671</td>
<td>7.1%</td>
</tr>
<tr>
<td>Vietnam</td>
<td>475</td>
<td>5.0%</td>
</tr>
<tr>
<td>Afghanistan</td>
<td>369</td>
<td>3.9%</td>
</tr>
<tr>
<td>England</td>
<td>208</td>
<td>2.2%</td>
</tr>
<tr>
<td>China</td>
<td>171</td>
<td>1.8%</td>
</tr>
</tbody>
</table>

Source: ABS Census of Population and Housing, 2011

Age Structure

- Kilburn and Blair Athol’s age structure in 2011 was ‘younger’ than South Australia’s total population.
- The median age of Kilburn and Blair Athol residents was 34 years of age, compared to South Australia’s median age of 39 years.
- More than one third of Kilburn and Blair Athol’s population was aged 20-39 years compared to just over a quarter of South Australia’s population – see graph below.
- The proportion of Kilburn and Blair Athol’s population aged 65 years and over was 13%, compared to 16% of South Australia’s population.
Percent of Population by Age Group – Kilburn and Blair Athol and South Australia, 2011

Source: ABS Census of Population and Housing, 2011

Household Income

- Median household incomes in Kilburn and Blair Athol were considerably lower than the South Australian median in 2011:
  - Blair Athol: $851 per week
  - Kilburn: $690 per week
  - South Australia: $1,044

- 36% of Kilburn and Blair Athol households had a total weekly income of less than $600 per week, compared to 25% of South Australian households – see graph below.

Percent of Households by Total Weekly Income – Blair Athol and Kilburn and South Australia, 2011

Housing Tenure and Landlord Type

- In 2011 half of all occupied private dwellings in Kilburn and Blair Athol were rented, compared to 28% in South Australia.

- Of the rented dwellings in Kilburn and Blair Athol, 46% were rented from Housing SA.

- Overall, 23% of dwellings in Kilburn and Blair Athol were rented from Housing SA, compared to 6% in South Australia.

- Outright home ownership was 10% lower in Kilburn and Blair Athol, than in South Australia – 23% compared to 33%.

- 45% of dwellings were owned outright or owned with a mortgage in Kilburn and Blair Athol, compared to 68% in South Australia.

**Percent of Occupied Private Dwellings by Tenure and Landlord Type, 2011**

- **Blair Athol/Kilburn**
  - Rented: Housing SA
  - Rented: Other landlord
  - Owned outright
  - Owned with a mortgage
  - Other tenure type
  - Tenure type not stated

- **South Australia**

*Source: ABS Census of Population and Housing, 2011. BCP Table B32.*
Extract from Minister for Planning’s Employment Lands (Gillman / Dry Creek & Wingfield) and General Section Amendments Development Plan Amendment

Cast Metals / Foundry uses in Greater Adelaide

Information about business involved in the casting of metal products and foundries in Adelaide can be found from various sources, including land use valuations, EPA licences, and business directories (for foundries). From the information obtained, there are about twenty such business currently operating or advertised across Greater Adelaide. This includes the Bradken foundry in Kilburn which, based on media announcements (December 2014), is expected to ‘phase out’ and cease operations sometime in 2015.

Most of the foundries identified are located in council areas west of the City of Adelaide (Port Adelaide Enfield, West Torrens and Charles Sturt councils), with the City of Port Adelaide Enfield containing half of these. Only two businesses located in the CMP are licensed for the melting of metals.

Most of the identified cast metal / foundry businesses are located in industrial zones. Three are situated in residential zones, which are presumably long standing operations that have existing use rights and possibly affected by changes in the use of land and zoning surrounding these operations over time.

Industry Trends

The Federal Government’s Department for Employment provides information about various employment sectors including the ‘Metal Casting, Forging & Finishing Trades’. The following graph provides historical and projected employment levels for this occupation using ABS Labour Force Survey, Department of Employment trend data to November 2013 and projections to 2018.

![Persons Employed - Metal Casting, Forging & Finishing Trades](chart)

*Source: Job Outlook - Metal Casting, Forging & Finishing Trades (ANZSCO: 3221)*

The data shows an upward swing in employment numbers since 2010, but is forecast to decline slightly to 2018. However, the longer term trend since 2003 is a lowering of persons employed in the Metal Casting, Forging & Finishing Trades – which in the decade to 2013 represents a decline of over 30 per cent.
Industry modernisation and productive efficiencies could account for a drop in employment numbers nationally and so is not necessarily a reliable indicator of industry output and strength. However, there is mounting evidence to suggest that cast metal operations in Australia are generally declining. This has been attributed to changes in locally and interstate based automotive manufacturing, and lower Australian based industry orders (e.g. from the mining sector) due to higher production costs that make cheaper imports more attractive.

The recent announcements about the closure of the Bradken facility at Kilburn in the Port Adelaide Enfield Council area is reflective of wider national trends and media coverage. Furthermore, Renewal SA advises that despite market sounding over recent years there has been no demand by metal casting and foundry uses and/or related operations within the CMP. The last vacant allotment sale within the precinct occurred in 2005 and since inception in 1996 only three allotments have been developed for metal casting and foundry uses despite the comparatively low market value of land within the CMP when looking at equivalent general industry-zoned land elsewhere in the region.
### EPA Licenced Activities

<table>
<thead>
<tr>
<th>Licenced Site</th>
<th>Suburb</th>
<th>Licenced Activity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Synergen Power Pty Ltd</td>
<td>Dry Creek</td>
<td>Abrasive blasting, Fuel burning: rate of heat release exceeding 5 megawatts</td>
</tr>
<tr>
<td>McKechnie Iron Foundry</td>
<td>Gepps Cross</td>
<td>Abrasive blasting, Ferrous and Non-ferrous metal melting</td>
</tr>
<tr>
<td>Bruce Fletcher</td>
<td>Gepps Cross</td>
<td>Ferrous and Non-ferrous Metal Melting</td>
</tr>
<tr>
<td>Bitumax</td>
<td>Gepps Cross</td>
<td>Hot mix asphalt preparation</td>
</tr>
<tr>
<td>Bianco Walling Pty Ltd</td>
<td>Gepps Cross</td>
<td>Concrete batching works, Activities producing listed wastes</td>
</tr>
<tr>
<td>CRT Recycling Australia Pty Ltd</td>
<td>Gepps Cross</td>
<td>Waste or recycling depot</td>
</tr>
<tr>
<td>E-Cycle Recovery Pty Ltd</td>
<td>Gepps Cross</td>
<td>Waste or recycling depot</td>
</tr>
<tr>
<td>Toll North Pty Ltd</td>
<td>Gepps Cross</td>
<td>Chemical storage and warehousing facilities, Waste or recycling depot</td>
</tr>
<tr>
<td>Korvest Ltd</td>
<td>Kilburn</td>
<td>Hot dip galvanising, Activities producing listed wastes</td>
</tr>
<tr>
<td>Plastics Granulating Services</td>
<td>Kilburn</td>
<td>Recycling depot, Activities producing listed wastes</td>
</tr>
<tr>
<td>Bradken Resources</td>
<td>Kilburn</td>
<td>Ferrous and Non-ferrous metal melting, Activities producing listed wastes</td>
</tr>
<tr>
<td>Veolia Environmental Services</td>
<td>Kilburn</td>
<td>Liquid waste disposal activities, Activities producing liquid waste</td>
</tr>
<tr>
<td>Valspar</td>
<td>Kilburn</td>
<td>Chemical Storage and Warehousing Facilities, Activities Producing Listed Waste</td>
</tr>
<tr>
<td>Advanced Plastic Recycling</td>
<td>Kilburn</td>
<td>Waste or recycling depot</td>
</tr>
<tr>
<td>CFRS Specialised Services</td>
<td>Prospect</td>
<td>Abrasive blasting</td>
</tr>
</tbody>
</table>
Assessment of the Planning Strategy

Principle 1: A compact and carbon-efficient city

<table>
<thead>
<tr>
<th>The 30-Year Plan for Greater Adelaide</th>
<th>DPA Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>New transit corridors, growth areas, transit-oriented developments and activity centres</td>
<td>Consistent with the Policies and Targets for population growth, this DPA will set path towards achieving the urban renewal and densification of underutilised land that:</td>
</tr>
<tr>
<td>Policies</td>
<td>• is ideally positioned for urban infill and the delivery of additional dwellings consistent with the targets for the Northern Adelaide Region.8</td>
</tr>
<tr>
<td>Locate the majority of Greater Adelaide’s urban growth within existing built-up areas through increases in density in strategic locations.</td>
<td>• has reached the end of its economic life</td>
</tr>
<tr>
<td>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.</td>
<td>• is strategically located in terms of its proximity to the CBD, employment lands and transit corridors</td>
</tr>
<tr>
<td>Targets</td>
<td>• is not of notable heritage value or character.</td>
</tr>
<tr>
<td>Eighty per cent of the existing metropolitan area of Adelaide will remain largely unchanged as a result of the Plan.</td>
<td>The regeneration of suburbs such as Kilburn and Blair Athol will work towards achieving improved housing and environmental quality and with further densification will contribute to the Planning Strategy targets of 80% of the metropolitan area of Adelaide remaining unchanged. It will also assist to make more efficient use of established infrastructure.</td>
</tr>
<tr>
<td>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.</td>
<td>Regeneration presents opportunities to create walkable neighbourhoods through a change in urban form, the benefits of which include:</td>
</tr>
<tr>
<td></td>
<td>• creating liveable places to live, visit and work</td>
</tr>
<tr>
<td></td>
<td>• reducing health budget costs through more people walking and cycling</td>
</tr>
<tr>
<td></td>
<td>• supporting affordable living options</td>
</tr>
<tr>
<td></td>
<td>• creating value for local businesses</td>
</tr>
<tr>
<td></td>
<td>• reducing congestion</td>
</tr>
<tr>
<td></td>
<td>• improving safety</td>
</tr>
<tr>
<td></td>
<td>• reducing environmental impacts</td>
</tr>
<tr>
<td></td>
<td>• social inclusion benefits</td>
</tr>
</tbody>
</table>

See also:
Transit corridor: Policy 8 and Target 1
Communities and social inclusion: Policy 1 and Target A
Housing mix, affordability and competitiveness: Target A
Infrastructure: Policy 1.
Climate change: Policies 1, 3, 4, Targets A, C.

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8 The 30-Year Plan for Greater Adelaide sets a target of 26,500 net additional infill dwellings to support a net additional infill population of 60,700 for the Northern Adelaide Region.
## Principle 10: Economic growth and competitiveness

<table>
<thead>
<tr>
<th>The 30-Year Plan for Greater Adelaide</th>
<th>DPA Response</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Employment distribution</strong></td>
<td></td>
</tr>
<tr>
<td>Policies</td>
<td>A strategic decision has been made to support urban renewal at Kilburn and Blair Athol. With this comes a need to address the existing, complex industrial / residential interface. Accordingly, this DPA seeks to introduce measures that prevent development occurring that would be contrary to the strategic outcome of urban renewal.</td>
</tr>
<tr>
<td>1. Plan for high jobs growth and set a high jobs target to encourage interstate net migration of working-age people into Greater Adelaide.</td>
<td>Whilst this DPA establishes a policy framework that serves as a disincentive to heavy industry / manufacturing, it does not seek to change the fundamental intent of the Industry Zone. A broad range of employment generating activities, including advanced manufacturing will continue to be supported under the revised policy.</td>
</tr>
<tr>
<td>10. Secure industrial land for materials recovery and processing, and quarantine it from encroachment by non-compatible uses.</td>
<td>The Plan recognised land at Kilburn / Blair Athol as an area for key industrial activity. It is ideally located to enable employment generating industries to maximise the use of existing transport corridors, including road, rail and sea. This will not change as a result of the DPA nor will the total amount of land zoned for industrial activity be reduced.</td>
</tr>
<tr>
<td><strong>Targets</strong></td>
<td></td>
</tr>
<tr>
<td>A. Provide for 282,000 additional jobs during the next 30 years. The regional distribution of additional jobs is:</td>
<td>Access to the employment lands of Kilburn, Blair Athol and Gepps Cross and connecting people to places of employment such as this will only improve through the establishment of an extended tram network up to Grand Junction Road.</td>
</tr>
<tr>
<td>• 79,000 in Northern Adelaide</td>
<td>Significant work has already been done by the State Government towards the provision of additional employment lands necessary to meet the job targets of Plan(^9). This includes the creation of new employment lands at Greater Edinburgh Parks and Gilman.</td>
</tr>
</tbody>
</table>

**See also:**

**Employment distribution:** Policies 3, 7, Target B.

**Manufacturing:** Policies 23, 25, Target I.

---

\(^9\) The 30-Year Plan for Greater Adelaide sets a target of 79,000 net additional jobs for the Northern Adelaide Region.
Principle 3: Accessibility
Principle 4: A transit-focused and connected city

<table>
<thead>
<tr>
<th>The 30-Year Plan for Greater Adelaide</th>
<th>DPA Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>Transit corridors</td>
<td>Prospect Road is identified in the Plan as a potential mass transit route and the suburbs of Kilburn and Blair Athol are earmarked for regeneration. These broad strategic outcomes are further supported by the State Government’s Integrated Transport and Land Use Plan which designates Prospect Road as a route for the expansion of the Adelaide tram network – ProspectLINK.</td>
</tr>
<tr>
<td>Targets</td>
<td>Regeneration of Kilburn and Blair Athol will assist to deliver population growth necessary to support public transport improvements such as ProspectLINK and will help to reduce car dependency.</td>
</tr>
<tr>
<td>H. Designate 24 other transit corridors—major roads capable of effective mass transit and which serve areas of high regeneration potential.</td>
<td></td>
</tr>
<tr>
<td>Transport Policies</td>
<td></td>
</tr>
<tr>
<td>1. Increase the amount of new residential housing in those transit corridors earmarked for network expansion and upgrade.</td>
<td></td>
</tr>
<tr>
<td>Targets</td>
<td></td>
</tr>
<tr>
<td>A. Reduce car dependency and increase public transport to 10 per cent of all transport use by 2018 (South Australia’s Strategic Plan, target T3.6).</td>
<td></td>
</tr>
<tr>
<td>B. Prioritise residential and employment growth in areas where transport infrastructure is planned (see Table D3).</td>
<td></td>
</tr>
</tbody>
</table>
Principle 2: Housing diversity and choice  
Principle 6: Social inclusion and fairness  
Principle 8: Healthy, safe and connected communities  
Principle 9: Affordable living  

<table>
<thead>
<tr>
<th>The 30-Year Plan for Greater Adelaide</th>
<th>DPA Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>Communities and social inclusion</td>
<td>Kilburn and Blair Athol include large areas of 1950’s and 60’s housing trust homes. Like South Australia as a whole, it also supports an aging population with 13% of its total population falling within the 65+ cohort. The area also supports a young population with one third of its population within the 20-39 year age bracket. Redevelopment and regeneration will enable a greater variety of homes to be established, enabling elderly and young residents to remain in place. It is not the intent of this DPA to deliver specific urban renewal projects or place making outcomes. However, it will secure the future of residential development and set a base for subsequent policy amendments and/or master planning that focusses on building better, stronger, vibrant and resilient communities. Consistent with the Planning Strategy, urban renewal at Kilburn and Blair Athol will present opportunities to:</td>
</tr>
</tbody>
</table>
| Policies                              | • integrate a mixture of competitive housing styles, types, sizes and densities into the wider housing market, including medium to higher density housing.  
• increase the total share of smaller and affordable housing, close the CBD, public transport upgrades and employment lands.  
• achieve economic, social and environmental improvements. |
| 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. | See also:  
Housing mix, affordability and competitiveness: Policies 1, 3, 5 and 8. |
Port Adelaide Enfield Council

Kilburn and Blair Athol Urban Renewal
Development Plan Amendment

The Amendment

For Consultation

On Public Consultation from 1 December 2016 to 1 February 2017
The following amendment instructions (at the time of drafting) relate to the Port Adelaide Enfield Council Development Plan consolidated on 21 April 2016.

Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.

<table>
<thead>
<tr>
<th>Amendment Instruction Number</th>
<th>Method of Change</th>
<th>Detail what in the Development Plan is to be amended, replaced, deleted or inserted.</th>
<th>Is Renumbering required (Y/N)</th>
<th>Subsequent Policy Cross-references requiring update (Y/N) if yes please specify.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Amend</td>
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</tr>
</tbody>
</table>

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

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

**Industrial Development Section**

1. Replace

   Objective 7 with the following new Objective:

   7 No expansion and/or intensification of existing special industries unless it can be demonstrated that the expansion and/or intensification will:

   (a) significantly reduce or remove environmental impacts on surrounding residential properties contained within the **Urban Renewal Zone**

   (b) in all other locations:

   (i) result in a significant net benefit in terms of amenity and/or environmental impacts

   (ii) the generation of renewable energy.

2. Insert

   Insert the contents of **Attachment A** containing the new **Urban Renewal Zone** and new **Mixed Use Transition Policy Area 75** immediately after the Suburban Neighbourhood Zone.

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

Amendments required (Yes/No): **Yes**
### Industry Zone

<p>| | | |</p>
<table>
<thead>
<tr>
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</thead>
</table>
| 3. | Replace | the non-complying list exceptions listing under ‘Special industry’, with the following text:  

Except where both (a) and (b) are satisfied:  
(a) located within the **Osborne Maritime Policy Area 11**  
(b) located further than 500 metres from the **Residential Zone, Home Industry Zone** and the **Urban Renewal Zone** |

### Mixed Use (Kilburn) Zone

<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
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<tbody>
<tr>
<td>4.</td>
<td>Delete</td>
<td>Entirety of Mixed Use (Kilburn) Zone</td>
</tr>
</tbody>
</table>

### Light Industry Zone

<p>| | | |</p>
<table>
<thead>
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<tr>
<td>5.</td>
<td>Delete</td>
<td>PDC7</td>
</tr>
</tbody>
</table>

### TABLES

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

<p>| | | |</p>
<table>
<thead>
<tr>
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</table>
| 6. | Insert | Within Table PAdE/5 – Off Street Vehicular Parking Requirements under the listing of ‘Dwelling’ and column ‘Number of Car Parking Space’, the following text (as a separate paragraph) following ‘Row dwelling – 2 spaces per dwelling’:

‘In the Urban Renewal Zone:  
Detached dwelling (1-2 bedrooms) – 1 space per dwelling  
Semi-detached dwelling (1-2 bedrooms) – 1 space per dwelling  
Row dwelling (1-2 bedrooms) – 1 space per dwelling  
Detached dwelling (3 bedrooms plus) – 2 spaces per dwelling  
Semi-detached dwelling (3 bedrooms plus) – 2 spaces per dwelling  
Row dwelling (3 bedrooms) – 2 spaces per dwelling’ |

### MAPPING (Structure Plans, Overlays, Enlargements, Zone Maps, Policy Area & Precinct Maps)

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

<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
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</thead>
</table>
| 7. | Delete | Within the **Zone Maps** sub-table the row:  

‘Mixed Use (Kilburn) Zone PAdE/30, PAdeE/40’ |

<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
</table>
| 8. | Insert | Under the heading: **Policy Area Maps** after the **Gilman Policy Area 74**:  

‘Mixed Use Transition Policy Area 75’ and the following associated zone and policy area map references: |
9. Insert
Under the heading: Overlays-
Under the sub heading ‘Affordable Housing’ the following map references:
  o PAdE/21, 22, 30, 31 and 40 in numerical order
Under Noise and Air Emissions Overlay insert the following map references:
  o PAdE/21, 22, 30, 31 and 40 in numerical order.
Under Strategic Transport Routes Overlay insert the following map references:
  o PAdE/21, 22, 30, 31 and 40 in numerical order.

<table>
<thead>
<tr>
<th>Map(s)</th>
<th>Replace</th>
</tr>
</thead>
<tbody>
<tr>
<td>10. Replace</td>
<td>Council Index Map with corresponding map contained in ‘Attachment B’</td>
</tr>
<tr>
<td>11. Replace</td>
<td>Zone Maps PAdE/21, 22, 30, 31 and Enlargement Map 40. with corresponding maps contained in ‘Attachment C’</td>
</tr>
<tr>
<td>12. Replace</td>
<td>Policy Area Maps PAdE/21, 22, 30, 31 and Enlargement Map 40. with corresponding maps contained in ‘Attachment D’</td>
</tr>
<tr>
<td>13. Replace</td>
<td>Noise and Air Emissions Overlay Maps PAdE/21, 22, 30 and 31 with new Noise and Air Emissions Overlay Maps contained in ‘Attachment E’</td>
</tr>
<tr>
<td>14. Replace</td>
<td>New Affordable Housing Overlay Maps PAdE/21, 22, 30 and 31 with new Affordable Housing Overlay maps contained in ‘Attachment F’</td>
</tr>
<tr>
<td>15. Replace</td>
<td>Strategic Transport Routes Overlay Maps PAdE/21, 22 and 30 with new Strategic Transport Overly maps contained in ‘Attachment G’</td>
</tr>
</tbody>
</table>
• Urban Renewal Zone
Urban Renewal Zone

Refer to the Map Reference Tables for a list of the maps that relate to this zone.

OBJECTIVES

1. A zone providing for medium to high density residential development comprising a range of dwelling types and forms, integrated with a range of non-residential uses and usable open spaces.

2. The orderly and efficient redevelopment of existing and transitioning industrial activities to land uses that are compatible with residential development and other sensitive uses.

3. Redevelopment and intensification of urban areas to support the effective and economic provision of public infrastructure, community services and sustainable development outcomes.

4. High quality public realm through the design and layout of development to encourage walking and cycling access to, and use of, open space, activity centres, fixed transit and high frequency public transport stops.

5. The minimisation of environmental impacts upon human health, local amenity and the environment.

6. Development that contributes to the desired character of the zone.

DESIGNED CHARACTER

A vibrant and rejuvenated, medium density neighbourhood, offering diverse residential, affordable housing and mixed use housing choice as well as employment opportunities in close proximity to public transport and services.

Provide opportunities for industries and commercial activities to transition to other uses as well as redevelopment of older housing stock.

A Mixed Use Transition Policy Area 75 applies to part of the zone, primarily affecting existing industries and commercial activities. This policy area addresses the range of existing uses as well as the longer term opportunity to transition to mixed use development and where environmental impacts and site contamination issues are addressed, the potential for other sensitive forms of development, including residential development.

Development will allow for variety in housing forms and styles. The zone will comprise primarily medium density built forms of up to 3 storeys with an average net residential density of around 30-45 dwellings per hectare. Buildings with a higher, net residential density of around 45-60 dwellings per hectare, including taller buildings up to 4 storeys, will be located within and adjacent to open space and activity centres within the Zone. There are also opportunities for higher residential densities, in the form of mixed use apartments with ground floor retailing and commercial uses, adjacent to Prospect Road and public transport services.

Housing diversity is a priority and a range of affordable (15 per cent) and social housing products will be delivered through land division layout potentially, comprising smaller allotments together with innovative housing design, access and parking arrangements. Larger and/or amalgamated development sites are encouraged to provide for better design outcomes and should be comprehensively planned. Opportunities to consolidate development sites for residential and mixed use development along Churchill Road and Prospect Road is encouraged, including shared access, to facilitate better design outcomes in terms of use and access.

Prospect Road will develop as a pedestrian friendly environment consisting of wide footpaths, colonnades, courtyards, awnings and street furniture. Public and communal spaces will encourage community interaction and no or low fencing on road frontages will promote casual surveillance. Parking areas will be sited behind buildings, where possible, to reinforce the pedestrian feel.
Non-residential land uses of a small scale that serve the community and are of a nature and scale consistent with the character of the locality will be encouraged. Activity centres in the order of 500 square metres of retail floor space will be located within the zone to provide community focus points. Activity centres should be designed to promote active vibrant areas that promote walkable communities.

There are areas within the zone known to be affected by potentially contaminating activities. Offsite contamination may also exist on adjacent or nearby land, which may impact the use of land within the policy area. The extent of contamination in some areas is unknown. Development of areas affected by site contamination will not proceed unless appropriate investigations and remediation (where required) has been undertaken. This may include in some risk situations, either a Preliminary Site investigation (PSI), Detailed Site Investigation (DSI) or a Site Contamination Audit Report (SCAR) being prepared.

**PRINCIPLES OF DEVELOPMENT CONTROL**

**Land Use**

1. The following types of development, or combination thereof, are envisaged in the zone:
   - affordable housing
   - aged persons accommodation
   - community centre
   - consulting room
   - domestic outbuilding
   - dwelling(s)
   - educational establishment
   - entertainment venue (along Prospect Road or in the Mixed Use Transition Policy Area 75)
   - institutional facility
   - licensed premises (along Prospect Road or in the Mixed Use Transition Policy Area 75)
   - nursing home
   - office
   - pre-school
   - primary school
   - residential flat building
   - retirement village
   - shop or group of shops
   - supported accommodation
   - tourist accommodation.

2. Development should not be undertaken unless it is consistent with the desired character for the zone.

3. Vacant or underutilised land should be developed in an efficient and co-ordinated manner to increase housing choice by providing dwellings at increased densities.

4. Sensitive development, within the evaluation distance of an active Environment Protection Act 1993 licenced activity should seek to mitigate impacts of noise and air quality including, odour from the licenced activity, through built form, landscaping, design and orientation.

5. Non-residential development should mitigate impacts from visual appearance, building bulk and scale, overshadowing, noise, vibration, chemical over-spray, air quality, odour, dust, hours of operation and on-street parking.

6. Residential development at increased densities (other than non-habitable structures such as garages, carports and the like) including land division for residential purposes, should not occur where the site(s) are located within the evaluation distance of an active licenced activity (under the Environment
Protection Act 1993) unless, the following minimum impact requirements are met to mitigate potential risk to human health and the environment:

<table>
<thead>
<tr>
<th>Type of Impact</th>
<th>Threshold Criteria</th>
</tr>
</thead>
<tbody>
<tr>
<td>Noise</td>
<td>Where noise levels measured at the boundary of the development site(s) not exceeding 52dB(A) between 7am and 10pm and 45dB(A) between 10pm and 7am and 60dB(A)Lmax between 10pm and 7am measured and adjusted in accordance with the Environment Protection (Noise) Policy 2007</td>
</tr>
<tr>
<td>Odour</td>
<td>Where odour measured at the boundary of the development site(s) not exceeding 2OU measured in accordance with the Environment Protection (Air Quality) Policy 2016</td>
</tr>
<tr>
<td>Air quality</td>
<td>Where air quality at the boundary of the development site(s) not exceeding maximum concentrations specified in Schedule 2 Clause 2 of the Environment Protection (Air Quality) Policy 2016 measured in accordance with that policy</td>
</tr>
</tbody>
</table>

7 Residential development at increased densities (other than non-habitable structures such as garages, carports and the like) including land division for residential purposes, should not occur where the site(s) are located within required separation or buffer distances, of other licenced activities as required by relevant legislation, to mitigate potential risk to human health.

8 Development should ensure appropriate infrastructure is provided to meet the needs of the development (which could include regional solutions) including:

- (a) stormwater management at pre-development flow rates
- (b) integrated Water Sensitive Urban Design techniques
- (c) road design and access points to address localised traffic impacts
- (d) adequate and accessible public open spaces, walkways and cycling pathways.

9 Development should not occur until it is demonstrated that the land is suitable for its intended use (including where impacts from adjoining contaminated site(s) have been investigated and remediated) in particular where there is;

- (a) a land use change to a sensitive use, and / or
- (b) land division creating allotments intended for a sensitive use.

10 Non-residential development should be located within activity centres or within the Mixed Use Transition Policy Area except where comprising small scale uses that:

- (a) serve the local community
- (b) are of a nature and scale consistent with the character of the locality
- (c) do not compromise the capacity to achieve coordinated activity centre development
- (d) do not detrimentally impact on the amenity of nearby residents.

11 Development listed as non-complying is generally inappropriate.

**Form and Character**

12 The bulk and scale of development should be compatible with adjoining land uses.
13 Development should be up to 3 storeys, except where located adjacent to Prospect Road, Churchill Road and Grand Junction Road, public open space and/or an activity centre, where development may be up to 4 storeys.

14 To minimise building mass at the interface of residential development, buildings over 3 storeys should seek to minimise interface impacts by scaling down buildings and articulating building facades to complement adjoining developments.

15 Development of multiple dwellings on one site should ensure access to parking and garaging areas from public roads is via a minimum number of common or shared driveways.

16 Development of three or more storeys in height should ensure that:

   (a) north-facing windows to habitable rooms of existing dwelling(s) on the same allotment, and on adjacent allotments, receive at least 3 hours of direct sunlight over a portion of their surface between 9.00 am and 3.00 pm on 21 June

   (b) ground level open space of existing buildings receives direct sunlight for a minimum of 2 hours between 9.00 am and 3.00 pm on 21 June to at least the smaller of the following:

      (i) half of the existing ground level open space

      (ii) 35 square metres of the existing ground level open space (with at least one of the area’s dimensions measuring 2.5 metres).

17 Development fronting Grand Junction Road should consist of larger-scale commercial based developments that provide a physical buffer to noise and air emissions from that road and the industrial activities to the north.

18 Direct access to Grand Junction Road from individual developments should be minimised to limit impacts on traffic flow.

**Dwellings and Residential Flat Buildings**

**Building to the Side Boundary**

19 Walls of dwellings and residential flat buildings sited on side boundaries should be in accordance with at least one of the following:

   (a) be located immediately abutting the wall of an existing or simultaneously constructed building on the adjoining land to the same or lesser length and height

   (b) constructed in accordance with any approved building envelope plan

   (c) the exposed section of the wall is less than 8 metres in length and 3.5 metres in height.

20 Dwellings developed to both side boundaries, except where there is less than 25 square metres of private open space, should provide ground level access to the rear of the site via a carport, garage, access way, service lane or the like.

**Setbacks from the Side Boundary**

21 Walls of dwellings set back from the side boundary should be designed in accordance with the following:

<table>
<thead>
<tr>
<th>Wall height (measured from natural ground level)</th>
<th>Minimum setback from side boundaries (metres) except if it is a boundary wall</th>
</tr>
</thead>
<tbody>
<tr>
<td>For any portion of the wall less than or equal to 7 metres</td>
<td>0.9</td>
</tr>
</tbody>
</table>
### Wall height (measured from natural ground level)

<table>
<thead>
<tr>
<th>Minimum setback from side boundaries (metres) except if it is a boundary wall</th>
</tr>
</thead>
<tbody>
<tr>
<td>For any portion of the wall greater than 7 metres</td>
</tr>
</tbody>
</table>

### Front Setbacks

22 Dwellings and residential flat buildings (excluding verandas, porticos and the like) should be set back from road frontages in accordance with the following parameters:

<table>
<thead>
<tr>
<th>Minimum setback</th>
<th>Value (metres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>From the primary road frontage of an arterial road</td>
<td>8 or the average of any existing dwellings on any adjoining allotments with the same primary frontage (or, if there is only one such dwelling, the setback of that dwelling)</td>
</tr>
<tr>
<td></td>
<td>No minimum setback for Prospect Road</td>
</tr>
<tr>
<td>From the primary road frontage of all other roads</td>
<td>3 or the average of any existing dwellings on any adjoining allotments with the same primary frontage (where there is only one such dwelling, the setback of that dwelling) or a lesser setback is provided as part of an approved building envelope plan</td>
</tr>
<tr>
<td></td>
<td>1.5 where the allotment is located adjacent to a public reserve greater than 2000 square metres, the dwelling faces that reserve and vehicle access is provided to the rear of the allotment</td>
</tr>
<tr>
<td></td>
<td>No minimum where the land is within or directly facing an activity centre and vehicle access is provided to the rear of the allotment</td>
</tr>
<tr>
<td>From a secondary road frontage that is an arterial road</td>
<td>8 or the average of any existing dwellings on any adjoining allotments with the same primary frontage (or, if there is only one such dwelling, the setback of that dwelling)</td>
</tr>
<tr>
<td></td>
<td>No minimum setback for Prospect Road</td>
</tr>
</tbody>
</table>

### Setbacks from Rear Boundaries

23 The walls of detached, semi-detached and row dwellings should be set back from rear boundaries, except where the rear boundary adjoins an access way, in accordance with the following parameters:

<table>
<thead>
<tr>
<th>Allotment size (square metres)</th>
<th>Ground floor minimum setback (metres)</th>
<th>Second storey minimum setback (metres)</th>
<th>Third storey or more minimum setback (metres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>≤300</td>
<td>2</td>
<td>5</td>
<td>5 plus any increase in wall height over 6 metres</td>
</tr>
<tr>
<td>&gt;300</td>
<td>4</td>
<td>6</td>
<td>6 plus any increase in wall height over 6 metres</td>
</tr>
</tbody>
</table>

On Public Consultation from 1 December 2016 to 1 February 2017
24 Walls of dwellings and residential flat buildings sited on rear boundaries should be in accordance with at least one of the following:

(a) be located immediately abutting the wall of an existing or simultaneously constructed building on the adjoining land to the same or lesser length and height
(b) constructed in accordance with any approved building envelope plan.

25 Walls located on the side boundary should be devoid of windows.

26 Carports and garages should not be located in front of the building line of dwelling; and

(a) should have a maximum opening of 6 metres wide
(b) if accessed from a lane, alley or right-of way, the lane should be at least 6.2 metres in width.

**Site Area**

27 A dwelling should have a minimum site area (and in the case of group dwellings and residential flat buildings, an average site area per dwelling) and a frontage to a public road not less than that shown in the following table:

<table>
<thead>
<tr>
<th>Dwelling type</th>
<th>Area (square metres)</th>
<th>Minimum frontage (metres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Detached (except where constructed boundary to boundary)</td>
<td>200 minimum allotment area</td>
<td>8</td>
</tr>
<tr>
<td>Semi-detached</td>
<td>150 minimum allotment area</td>
<td>7 or less where a rear secondary road frontage is provided</td>
</tr>
<tr>
<td>Row dwelling and detached dwelling constructed boundary to boundary</td>
<td>100 minimum allotment area</td>
<td>No minimum</td>
</tr>
<tr>
<td>Group dwellings and / or residential flat building (1 and 2 storey)</td>
<td>80 average site area per dwelling</td>
<td>No minimum</td>
</tr>
</tbody>
</table>

28 The minimum site area and setback requirements specified can be reduced where the division is for more than two allotments and accompanied by a building envelope plan detailing building footprints and wall heights that demonstrates that the development contributes to the desired character of the zone and where one of the following applies:

(a) the allotment(s) is located within 200 metres of a neighbourhood activity centre
(b) the development includes 15 per cent affordable housing
(c) the allotment(s) is directly adjacent public open space greater than 2000 square metres.

**Affordable Housing**

29 Residential development should include a minimum 15 per cent of dwellings for affordable housing.

30 Affordable housing should be distributed throughout the zone to avoid over concentration of similar types of housing in a particular area.
Activity Centres

31 Activity centres and non-residential, commercial type development should be concentrated on main road corridors such as Prospect Road and Churchill Road, along Collector Roads and adjacent to public open space however, small scale commercial uses with low impacts may be provided throughout the residential area.

32 Activity centres should:

(a) maximise their role as a neighbourhood focus by including a range of community facilities

(b) be physically connected with surrounding residential areas by:

(i) avoiding large expanses of vehicle parking that physically separates the activity centre from surrounding residential areas

(ii) including pedestrian and cycle linkages that enable residents to comfortably walk and cycle directly from residential areas to and also within activity centre facilities

(c) orient development towards and near to public spaces and street frontages

(d) incorporate, where possible, mixed use development along the edges to provide a transition from activity centre uses to residential areas

(e) include shelter for pedestrians along public streets and internal access ways

(f) ensure building façades create diversity of interest and have the appearance of an aggregation of small buildings

(g) ensure roof forms are varied and do not include large expanses of roofline that are visible from the public domain

(h) ensure buildings address the street frontage and open spaces with servicing areas generally accessed via rear lanes or internal to the centre and not visible from public streets.

33 Development within activity centres should have a zero or minimal setback to the primary road frontage.

Land Division

34 Land division should create new allotments that are of a size and configuration to ensure the objectives of the zone can be achieved.

35 Land division should result in north-south / east-west grid design to facilitate allotments and dwellings that primarily orientate north-south to maximise passive solar efficiency.

36 Land division should result in allotments that allow building orientation that minimises the impact of garages and driveway crossovers on the streetscape and should be designed to provide a maximum number of on street car parks, particularly adjacent to allotments intended to be developed for affordable housing.

37 Land division in the zone should only occur where the land is suitable for the intended use having considered access, contamination, noise impacts and air quality (including odour).
Mixed Use Transition Policy Area 75

Refer to the Map Reference Tables for a list of the maps that relate to this policy area.

OBJECTIVES

1 A policy area accommodating a range of business, commercial, warehouse, storage and light industrial land uses that are envisaged to transition in an orderly and efficient manner to compatible mixed use development, including residential development.

2 The effective location and management of industrial and commercial activities at the interface of adjacent areas that support residential and other sensitive land uses.

3 A high standard of development which promotes distinctive building, landscape and streetscape design, with high visual and environmental amenity, particularly at the interface of residential areas, along arterial roads and the boundaries of adjoining zones.

4 Development that contributes to the desired character of the policy area.

DESIRED CHARACTER

The policy area will, through changing land uses and urban renewal, transition to a revitalised modern, urban location providing for a mix of land uses, including complementary small scale retail, community facilities, commercial uses, light industry and generally, medium density housing in appropriate locations.

As existing industrial and commercial activities continue to operate, some under various licencing requirements, opportunities for such activities to transition to new land uses is anticipated, providing for new employment opportunities and mixed use developments.

Residential and other forms of sensitive development will only occur within the policy area as adverse impacts of adjacent industrial and commercial activities are lessened and can meet legislative licencing requirements.

Opportunities to capitalise on existing and proposed public transport infrastructure investment along Prospect Road through renewal of existing industrial and underutilised lands is sought, in order to support mixed use and ongoing employment generating activities, in close proximity to new housing.

The policy area will be enhanced through quality development in terms of appearance and design. Redevelopment of existing sites will occur using high quality materials, landscaping and other elements to create a mixed use area. At the residential interface it is desirable through landscaping and the planting of street trees of that complement and enhance the visual impacts of buildings and structures, adding to overall amenity and streetscape quality.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

1 The following additional types of development, or combination thereof, are envisaged in the policy area:

- bulky goods
- light industry
- motor repair station
- petrol filling station
- recycling collection depot
- service industry
- service trade premises
- store
- warehouse.
2 Development should promote the redevelopment and transition of the area towards low and medium density residential development supported by a mix of compatible land uses as set out in the Urban Renewal Zone.

3 The expansion, alteration or replacement of existing industrial activities that have environmental impacts which currently extend over residential areas should not occur unless the impacts can be significantly reduced and managed in accordance with Environment Protection Act requirements.

4 Development, including land division should only occur on land which is suitable for its intended use(s) with respect to site contamination.

5 Development and redevelopment of industrial areas should be orderly and efficient and compatible with residential development and other sensitive uses.

6 Residential development should only occur where it can be demonstrated that the environmental impacts of nearby industrial land uses can be mitigated to a satisfactory level.

7 Development should not be undertaken if it will be prejudicial to the orderly and economic development of future residential or associated land uses within the zone.

Form and Character

8 Development should not be undertaken unless it is consistent with the desired character for the policy area.

9 Development at the direct interface with residential development should:
   (a) incorporate a range of operational, physical and/or spatial design techniques to improve the amenity of the area.
   (b) seek to minimise impacts from visual appearance, building bulk and scale, overshadowing, noise, vibration, chemical over-spray, air quality, odour, dust, hours of operation and on-street parking.
   (c) incorporate planting of street trees and a landscape buffer to improve amenity through planting of appropriate scale trees.

10 Development should through appropriate building design and orientation attempt to mitigate adverse environmental impacts including noise and air quality (including odour) impacts.

11 Development generating high levels of heavy vehicle use should direct traffic movements of this nature away from established residential areas.
PROCEDURAL MATTERS

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

Non-complying Development
Development (including building work, a change in the use of land or division of an allotment) for the following is non-complying:

<table>
<thead>
<tr>
<th>Form of development</th>
<th>Exceptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advertisement and / or advertising hoarding</td>
<td>Except where (a) or (b) or (c) are satisfied:</td>
</tr>
<tr>
<td></td>
<td>(a) it is ancillary to and in association with industrial development</td>
</tr>
<tr>
<td></td>
<td>(b) it is ancillary to and in association with activity centres and commercial activities</td>
</tr>
<tr>
<td></td>
<td>(c) it is associated with a shop or group of shops.</td>
</tr>
<tr>
<td>Fuel depot</td>
<td></td>
</tr>
<tr>
<td>General industry</td>
<td></td>
</tr>
<tr>
<td>Industry</td>
<td>Except where it involves the following (a) and/or (b):</td>
</tr>
<tr>
<td></td>
<td>(a) light industry</td>
</tr>
<tr>
<td></td>
<td>(b) service industry</td>
</tr>
<tr>
<td>Intensive animal keeping</td>
<td></td>
</tr>
<tr>
<td>Landfill that constitutes solid waste</td>
<td></td>
</tr>
<tr>
<td>disposal required to be licensed as a</td>
<td></td>
</tr>
<tr>
<td>Road transport terminal</td>
<td></td>
</tr>
<tr>
<td>Special industry</td>
<td></td>
</tr>
<tr>
<td>Telecommunications facility</td>
<td>Except where located at least 100 metres from:</td>
</tr>
<tr>
<td></td>
<td>(a) any Historic Conservation Area</td>
</tr>
<tr>
<td></td>
<td>(b) any Local Heritage Place described in the extent of listing within Table PAdE/8 - Local Heritage Place</td>
</tr>
<tr>
<td></td>
<td>(c) any State Heritage Place described in the extent of listing within Table PAdE/9 - State Heritage Places or listed within the South Australian Heritage Register.</td>
</tr>
<tr>
<td>Wrecking yard</td>
<td></td>
</tr>
</tbody>
</table>

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

Further, the following forms of development (except where the development is classified as non-complying) are designated:

<table>
<thead>
<tr>
<th>Category 1</th>
<th>Category 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advertisement</td>
<td>All forms of development not listed as category 1</td>
</tr>
<tr>
<td>Category 1</td>
<td>Category 2</td>
</tr>
<tr>
<td>------------------------------------------------</td>
<td>---------------------</td>
</tr>
<tr>
<td>Aged persons accommodation</td>
<td>Place of worship</td>
</tr>
<tr>
<td>All forms of development that are ancillary and in association with residential development</td>
<td></td>
</tr>
<tr>
<td>Community centre</td>
<td></td>
</tr>
<tr>
<td>Consulting room</td>
<td></td>
</tr>
<tr>
<td>Dwelling</td>
<td></td>
</tr>
<tr>
<td>Educational establishment</td>
<td></td>
</tr>
<tr>
<td>Nursing home</td>
<td></td>
</tr>
<tr>
<td>Office</td>
<td></td>
</tr>
<tr>
<td>Personal services establishment</td>
<td></td>
</tr>
<tr>
<td>Pre-school</td>
<td></td>
</tr>
<tr>
<td>Primary school</td>
<td></td>
</tr>
<tr>
<td>Retirement village</td>
<td></td>
</tr>
<tr>
<td>Residential flat building</td>
<td></td>
</tr>
<tr>
<td>Shop or group of shops where it is located on an arterial road and has a gross leasable floor area of no more than 500 square metres.</td>
<td>Supported accommodation</td>
</tr>
</tbody>
</table>
Attachment B

- Council Index Map
For the purposes of the Development Plan unless otherwise clearly indicated, the zone/policy area/precinct boundaries depicted on or intended to be fixed by Maps PAdE/1 to Map PAdE/41 inclusive shall be read as conforming in all respects (as the case may require) to the land division boundaries, to the centre line of roads or drain reserves or to the title boundaries, or to imaginary straight lines joining the positions defined by survey or by the measurements shown on the said maps against which the said zone/policy area/precinct boundaries are shown or otherwise indicated.

Council Index Map

PORT ADELAIDE ENFIELD COUNCIL

On Public Consultation from 1 December 2016 to 1 February 2017
Zone Maps – Amend existing zone maps

- Map PAdE/21
- Map PAdE/22
- Map PAdE/30
- Map PAdE/31
- Map PAdE/40 Enlargement
On Public Consultation from 1 December 2016 to 1 February 2017
Policy Area Maps – Amend existing policy area maps

- Map PAdE/21
- Map PAdE/22
- Map PAdE/30
- Map PAdE/31
- Map PAdE/40 Enlargement
Policy Area Map PAdE/21

Lamberts Conformal Conic Projection, GDA94

Policy Area
17 Conservation
64 Residential East
75 Mixed Use Transition
9 Cast Metals

Port Adelaide Enfield Council

On Public Consultation from 1 December 2016 to 1 February 2017
Policy Area Map PAdE/22

Policy Area
18 Recreation
24 Enfield
5 Schools
55 Comprehensive Development
64 Residential East

Salisbury Council

On Public Consultation from 1 December 2016 to 1 February 2017
Policy Area Map PAdE/31

Lamberts Conformal Conic Projection, GDA94

Policy Area
24 Enfield
55 Comprehensive Development
64 Residential East

On Public Consultation from 1 December 2016 to 1 February 2017
Attachment E

Overlay Maps – Insert new, Noise and Air Emissions Overlay maps

- Map PAdE/21
- Map PAdE/22
- Map PAdE/30
- Map PAdE/31
NOISE AND AIR EMISSIONS

Overlay Map PAdE/30

PORT ADELAIDE ENFIELD COUNCIL

On Public Consultation from 1 December 2016 to 1 February 2017
Overlay Maps – Insert new, Affordable Housing Overlay maps

- Map PAdE/21
- Map PAdE/22
- Map PAdE/30
- Map PAdE/31
Overlay Map PAdE/21

AFFORDABLE HOUSING

PORT ADELAIDE ENFIELD COUNCIL

On Public Consultation from 1 December 2016 to 1 February 2017
On Public Consultation from 1 December 2016 to 1 February 2017
On Public Consultation from 1 December 2016 to 1 February 2017
Overlay Maps – Insert new, Strategic Transport Overlay maps

- Map PAdE/21
- Map PAdE/22
- Map PAdE/30
Overlay Map PAdE/21
STRATEGIC TRANSPORT ROUTES
PORT ADELAIDE ENFIELD COUNCIL
On Public Consultation from 1 December 2016 to 1 February 2017
On Public Consultation from 1 December 2016 to 1 February 2017