



Government of South Australia

Department of Planning  
and Local Government

Alexandrina Council, Burnside (City), Ceduna Council, Charles Sturt Council, Clare and Gilbert Valleys Council, The Coorong District Council, Flinders Ranges Council, Gawler (CT), Goyder Regional Council, Grant (DC), Kangaroo Island, Kingston District Council, Land Not Within a Council Area Eyre, Far North, Riverland and Whyalla, Light Regional Council, Loxton Waikerie (DC), Marion (City), Mitcham (City), Mount Barker (DC), Mount Gambier (City), Murray Bridge Council, Onkaparinga (City), Orroroo Carrieton Council, Peterborough Council, Port Adelaide Enfield (City), Port Augusta (City), Port Lincoln (City), Port Pirie (RC), Prospect (City), Roxby Downs (Municipality), Salisbury (City), Victor Harbor (City), Wakefield Regional Council, Walkerville (CT), Wattle Range Council, West Torrens (City), Whyalla Council, Yorke Peninsula (DC)

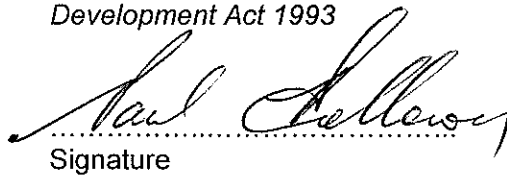
## THE AMENDMENT

### Statewide Bulky Goods Approval Development Plan Amendment

By the Minister

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

*Development Act 1993*



Signature

Date of Gazette

13 JAN 2011



# Approval DPA

## Background

The Statewide Bulky Goods Development Plan Amendment (DPA) by the Minister amends the following Development Plans:

Alexandrina Council  
Burnside (City)  
Ceduna Council  
Charles Sturt Council  
Clare and Gilbert Valleys Council  
The Coorong District Council  
Flinders Ranges Council  
Gawler (CT)  
Goyder Regional Council  
Grant (DC)  
Kangaroo Island  
Kingston District Council  
Land Not Within a Council Area Eyre, Far North, Riverland and Whyalla  
Light Regional Council  
Loxton Waikerie (DC)  
Marion (City)  
Mitcham (City)  
Mount Barker (DC)  
Mount Gambier (City)  
Murray Bridge Council  
Onkaparinga (City)  
Orroroo Carrieton Council  
Peterborough Council  
Port Adelaide Enfield (City)  
Port Augusta (City)  
Port Lincoln (City)  
Port Pirie (RC)  
Prospect (City)  
Roxby Downs (Municipality)  
Salisbury (City)  
Victor Harbor (City)  
Wakefield Regional Council  
Walkerville (CT)  
Wattle Range Council  
West Torrens (City)  
Whyalla Council  
Yorke Peninsula (DC)

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

- An Initiation Document agreed on 10 March 2010

- A DPA released for concurrent agency, council and public consultation from 1 June 2010 to 26 July 2010
- A Public Meeting conducted by the Development Policy Advisory Committee (DPAC) Public Meeting Subcommittee on 17 August 2010

The DPA was brought in on Interim Operation at the same time it was released for public and council consultation (1 June 2010).

## **Consultation**

A total of two public submissions, eleven council submissions and three government agency submissions were received in relation to the DPA during the consultation period. One verbal submission was 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:

### Port Adelaide Enfield (City) Development Plan

- Amend Principle of Development Control 73 in the Industry/Business (Gepps Cross Gateway) Zone by replacing the words “Development in the zone may include bulky goods retailing primarily in the form of” with “Bulky goods retailing should be in the form of”
- Remove the term ‘Bulky Goods’ from the subheading ‘Retail Showrooms, Service Trade Premises and Bulky Goods’ in the Industry/Business (Gepps Cross Gateway) Zone.

### Light Regional Council Development Plan

- Remove the term ‘Bulky Goods Outlet’ from the non-complying list of the Primary Industry Zone as this use is captured by the listing of ‘shop’ within the non-complying table.
- Renumber Principle of Development Control 8 of the Industry (Kapunda Town) Zone as Principle of Development Control 7. Place it above the complying development heading and amend the text to read ‘bulky goods outlets should be in association with and ancillary to an industrial activity occurring on the same site’.
- Amend Principle of Development Control Industry 8 in the Industry (Kapunda) Zone to read ‘bulky goods outlets should be in association with and ancillary to an industrial activity occurring on the same site’.
- Amend Principle of Development Control 9 Industry (Kapunda Town) Zone and Principle of Development Control Industry 10 in the Industry (Kapunda) Zone to provide that bulky goods outlet is only excepted from the non-complying provision of a shop where it is in association with and ancillary to an industrial activity occurring on the same site.

### Prospect (City) Development Plan

- Retain reference to service trade premises in Principle of Development Control 2 of the Commercial Zone to read 'bulky goods outlets and service trade premises should have a gross leasable floor area of greater than 500 square metres'
- Amend Principle of Development Control 14 of the Commercial Zone to refer to bulky goods outlet, rather than bulky goods retail development.

### Whyalla Council Development Plan

- Insert an exception into the non-complying listing for shop within the Commercial Zone to provide that a shop is non-complying except where it achieves one of the following:
  - (a) the gross leasable area is less than 250 square metres
  - (b) the shop is a bulky goods outlet.
- Insert 'bulky goods outlet' into the Category 2 notification list.



# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: Light Regional Council**

**Name of Development Plan: Light Regional Council**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Light Regional Council Development Plan consolidated on 15 July 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010, except where varied as follows:*

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

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

No Amendments required

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

Amendments required:

#### **Primary Industry Zone**

1.	Delete	From PDC 32 - the term ' <i>bulky goods outlet</i> ' from the non-complying list		N	N
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#### **Industry (Kapunda Town) Zone**

2.	Delete	PDC 8		Y	N
3.	Insert	New PDC 7 above the heading 'Complying Development'	'Bulky goods outlets should be in association with and ancillary to an industrial activity occurring on the	Y	N

			same site'		
4.	Replace	'Shop (other than a bulky goods outlet)' in PDC 9 with:	'Shop (other than a bulky goods outlet that is in association with and ancillary to an industrial activity occurring on the same site)'	N	N
<b>Industry (Kapunda) Zone</b>					
5.	Replace	PDC 8 with:	'Bulky goods outlets should be in association with and ancillary to an industrial activity occurring on the same site'	N	N
6.	Replace	'Shop (other than a bulky goods outlet)' in PDC 10 with:	'Shop (other than a bulky goods outlet that is in association with and ancillary to an industrial activity occurring on the same site)'	N	N
<b>TABLES</b>					
No Amendments required					
<b>MAPPING (Structure Plans, Overlays, Enlargements, Zone Maps &amp; Policy Area Maps)</b>					
No Amendments required					



# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: City of Port Adelaide Enfield**

**Name of Development Plan: Port Adelaide Enfield (City)**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Port Adelaide Enfield (City) Development Plan consolidated on 23 September 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### Amendment instructions

*To give effect to the amendments authorised for Interim Operation on 1 June 2010, except where varied as follows:*

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

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

No Amendments required

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

Amendments required

#### **Industry/Business (Gepps Cross Gateway) Zone**

1.	Replace	“Development in the zone may include bulky goods retailing primarily in the form of” in PDC 73 with:	“Bulky goods retailing should be in the form of”.	N	N
2.	Replace	the Council Wide principles of development control subheading “Retail Showrooms, Service Trade Premises and Bulky Goods’ with:	“Retail Showrooms and Service Trade Premises”.	N	N

**TABLES**

No Amendments required (Yes/No):

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

Amendments required (Yes/No):

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

Name of Local Government Area: City of Prospect

Name of Development Plan: Prospect (City)

Name of DPA: Statewide Bulky Goods DPA

*The following amendment instructions (at the time of drafting) relate to the Prospect (City) Development Plan consolidated on 23 September 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### Amendment instructions

*To give effect to the amendments authorised for Interim Operation on 1 June 2010, except where varied as follows:*

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

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

No Amendments required

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

Amendments required

#### Commercial Zone

1.	Replace	PDC 2 with:	'Bulky goods outlets and service trade premises should have a gross leasable floor area of greater than 500 square metres'	N	N
2.	Replace	'Retail development' in the brackets after 'Shop or group of shops' in PDC 14 with:	'outlet'.	N	N

<b>TABLES</b>
No Amendments required
<b>MAPPING (Structure Plans, Overlays, Enlargements, Zone Maps &amp; Policy Area Maps)</b>
No Amendments required

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: City of Whyalla**

**Name of Development Plan: Whyalla Council**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Whyalla Council Development Plan consolidated on 15 July 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### Amendment instructions

*To give effect to the amendments authorised for Interim Operation on 1 June 2010, except where varied as follows:*

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

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

No Amendments required

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

Amendments required

#### **Commercial Zone**

1.	Replace	The words 'Except where the gross leasable area is less than 250 square' in the Non-complying Development table as it relates to 'Shop or group of shops' with:	'Except where it achieves one of the following: (a) the gross leasable area is less than 250 square metres (b) the shop is a bulky goods outlet.'	N	N
2.	Insert	into the Category 2 notification	'bulky goods outlet'	N	N

		list			
<b>TABLES</b>					
No Amendments required					
<b>MAPPING (Structure Plans, Overlays, Enlargements, Zone Maps &amp; Policy Area Maps)</b>					
No Amendments required					

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: Alexandrina Council**

**Name of Development Plan: Alexandrina Council**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Alexandrina Council Development Plan consolidated on 3 June 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: City of Burnside**

**Name of Development Plan: Burnside (City)**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Burnside (City) Development Plan consolidated on 8 July 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*



# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: District Council of Ceduna**

**Name of Development Plan: Ceduna Council**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Ceduna Council Development Plan consolidated on 3 June 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: City of Charles Sturt**

**Name of Development Plan: Charles Sturt Council**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Charles Sturt Council Development Plan consolidated on 10 June 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: Clare and Gilbert Valleys Council**

**Name of Development Plan: Clare and Gilbert Valleys Council**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Clare and Gilbert Valleys Council Development Plan consolidated on 23 September 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: Coorong District Council**

**Name of Development Plan: The Coorong District Council**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to The Coorong District Council Development Plan consolidated on 15 July 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: Flinders Ranges Council**

**Name of Development Plan: Flinders Ranges Council**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Flinders Ranges Council Development Plan consolidated on 15 July 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: Town of Gawler**

**Name of Development Plan: Gawler (CT)**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Gawler (CT) Development Plan consolidated on 26 August 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: Regional Council of Goyder**

**Name of Development Plan: Goyder Regional Council**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Goyder Regional Council Development Plan consolidated on 3 June 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: District Council of Grant**

**Name of Development Plan: Grant (DC)**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Grant (DC) Development Plan consolidated on 26 August 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*



# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

Name of Local Government Area: Kangaroo Island Council

Name of Development Plan: Kangaroo Island Council

Name of DPA: Statewide Bulky Goods DPA

*The following amendment instructions (at the time of drafting) relate to the Kangaroo Island Council Development Plan consolidated on 24 June 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: Kingston District Council**

**Name of Development Plan: Kingston District Council**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Kingston District Council Development Plan consolidated on 4 November 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: Land Not Within a Council Area**

**Name of Development Plan: Land Not Within a Council Area Eyre, Far North, Riverland and Whyalla**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Land Not Within a Council Area Eyre, Far North, Riverland and Whyalla Development Plan consolidated on 24 June 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: District Council of Loxton Waikerie**

**Name of Development Plan: Loxton Waikerie (DC)**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Loxton Waikerie (DC) Development Plan consolidated on 3 June 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: City of Marion**

**Name of Development Plan: Marion (City)**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Marion (City) Development Plan consolidated on 11 November 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: City of Mitcham**

**Name of Development Plan: Mitcham (City)**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Mitcham (City) Development Plan consolidated on 3 June 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: District Council of Mt Barker**

**Name of Development Plan: Mount Barker (DC)**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Mount Barker (DC) Development Plan consolidated on 10 June 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: City of Mount Gambier**

**Name of Development Plan: Mount Gambier (City)**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Mount Gambier (City) Development Plan consolidated on 7 October 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*



# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: Rural City of Murray Bridge**

**Name of Development Plan: Murray Bridge Council**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Murray Bridge Council Development Plan consolidated on 24 June 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: City of Onkaparinga**

**Name of Development Plan: Onkaparinga (City)**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Onkaparinga (City) Development Plan consolidated on 4 November 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: District Council of Orroroo Carrieton**

**Name of Development Plan: Orroroo Carrieton Council**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Orroroo Carrieton Council Development Plan consolidated on 24 June 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: District Council of Peterborough**

**Name of Development Plan: Peterborough Council**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Peterborough Council Plan consolidated on 17 June 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: City of Port Augusta**

**Name of Development Plan: Port Augusta (City)**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Port Augusta (City) Development Plan consolidated on 15 July 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

Name of Local Government Area: City of Port Lincoln

Name of Development Plan: Port Lincoln (City)

Name of DPA: Statewide Bulky Goods DPA

*The following amendment instructions (at the time of drafting) relate to the Port Lincoln (City) Development Plan consolidated on 9 September 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: Port Pirie Regional Council**

**Name of Development Plan: Port Pirie (RC)**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Port Pirie (RC) Development Plan consolidated on 7 October 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: Roxby Downs Council**

**Name of Development Plan: Roxby Downs (Municipality)**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Roxby Downs (Municipality) Development Plan consolidated on 3 June 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*



# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: City of Salisbury**

**Name of Development Plan: Salisbury (City)**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Salisbury (City) Development Plan consolidated on 15 July 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: City of Victor Harbor**

**Name of Development Plan: Victor Harbor (City)**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Victor Harbor (City) Development Plan consolidated on 3 June 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: Wakefield Regional Council**

**Name of Development Plan: Wakefield Regional Council**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Wakefield Regional Council Development Plan consolidated on 7 October 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: Corporation of the Town of Walkerville**

**Name of Development Plan: Walkerville (CT)**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Walkerville (CT) Development Plan consolidated on 4 November 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: Wattle Range Council**

**Name of Development Plan: Wattle Range Council**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Wattle Range Council Development Plan consolidated on 10 June 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

Name of Local Government Area: City of West Torrens

Name of Development Plan: West Torrens (City)

Name of DPA: Statewide Bulky Goods DPA

*The following amendment instructions (at the time of drafting) relate to the West Torrens (City) Development Plan consolidated on 10 June 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*

# Development Act 1993

## Amendment Instructions Table – Development Plan Amendment

**Name of Local Government Area: District Council of Yorke Peninsula**

**Name of Development Plan: Yorke Peninsula (DC)**

**Name of DPA: Statewide Bulky Goods DPA**

*The following amendment instructions (at the time of drafting) relate to the Yorke Peninsula (DC) Development Plan consolidated on 7 October 2010. Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.*

### **Amendment instructions**

*To give effect to the amendments authorised for Interim Operation on 1 June 2010. Note: there are no variations between the approved interim operation version of the Development Plan Amendment and this final approval version.*







**Government of South Australia**

Department of Planning  
and Local Government

**Alexandrina Council, Burnside (City),  
Ceduna Council, Charles Sturt Council,  
Clare and Gilbert Valleys Council, The  
Coorong District Council, Flinders Ranges  
Council, Gawler (CT), Goyder Regional  
Council, Grant (DC), Kangaroo Island,  
Kingston District Council, Land Not Within  
a Council Area Eyre, Far North, Riverland  
and Whyalla, Light Regional Council,  
Loxton Waikerie (DC), Marion (City),  
Mitcham (City), Mount Barker (DC), Mount  
Gambier (City), Murray Bridge Council,  
Onkaparinga (City), Orroroo Carrieton  
Council, Peterborough Council, Port  
Adelaide Enfield (City), Port Augusta (City),  
Port Lincoln (City), Port Pirie (RC), Prospect  
(City), Roxby Downs (Municipality),  
Salisbury (City), Victor Harbor (City),  
Wakefield Regional Council, Walkerville  
(CT), Wattle Range Council, West Torrens  
(City), Whyalla Council, Yorke Peninsula  
(DC)**

## **Statewide Bulky Goods**

### **Approval Development Plan Amendment**

**By the Minister**

**EXECUTIVE SUMMARY AND  
ANALYSIS RELEASED FOR  
CONSULTATION FROM 1 JUNE 2010  
TO 26 JULY 2010.**



## TABLE OF CONTENTS

EXECUTIVE SUMMARY .....	i
Introduction.....	i
Need for the amendment.....	i
Affected Development Plans .....	ii
Proposed policy changes .....	ii
Legal requirements.....	iii
Interim operation .....	iii
Consultation .....	iii
The final stage.....	iv
ANALYSIS .....	1
1. Background .....	1
1.1 What is bulky goods retailing? .....	1
1.2 Bulky Goods Review .....	1
1.3 Development Policy Advisory Committee Review (2009) .....	2
1.4 The new definitions .....	3
2. The strategic context and policy directions.....	5
2.1 Consistency with South Australia’s Strategic Plan .....	5
2.2 Consistency with the Planning Strategy .....	6
2.3 Metropolitan Adelaide Industrial Land Strategy (2007) .....	12
2.4 Consistency with other key policy documents.....	13
2.5 The State’s Planning Policy Library.....	13
3. Investigations initiated to inform this DPA .....	14
3.1 Change from ‘retail showroom’ to ‘bulky goods outlet’ .....	14
3.2 Development Plans which have descriptions for ‘bulky goods’ .....	16
3.3 Impact on key industrial areas or other, non-retail, employment lands. 17	
3.4 Car parking tables .....	23
4. Summary of recommended policy changes.....	25
5. Statement of statutory compliance .....	26
5.1 Accords with the Planning Strategy.....	26
5.2 Accords with other parts of the Development Plan.....	27
5.3 Complements the policies in the Development Plans for adjoining areas 27	
5.4 Satisfies the requirements prescribed by the Regulations .....	27
REFERENCES/BIBLIOGRAPHY .....	28
THE AMENDMENT .....	1



## **EXECUTIVE SUMMARY**

### **INTRODUCTION**

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

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

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

A DPA consists of:

- Executive Summary (this section)
- Analysis, including
  - Background information
  - Investigations
  - Recommended policy changes
  - Statement of statutory compliance
- References / Bibliography
- The Amendment.

### **NEED FOR THE AMENDMENT**

On 1 June 2010 Schedule 1 of the *Development Regulations 2008* (Schedule 1) definitions relating to bulky goods retailing were amended following a period of public consultation on the proposed amendments. The changes affected the definition of 'retail showroom', 'service trade premises' and 'shop'

This DPA proposes to remove any ambiguity that may have arisen from the amended definitions, particularly for Development Plans that have previously introduced bulky goods policy (including a definition) in designated 'bulky goods' zones or policy areas (and where these Development Plan definitions vary slightly from one another, and from the new schedule 1 definition).

## AFFECTED DEVELOPMENT PLANS

The following Development Plans are affected by this DPA:

Alexandrina Council	Land Not Within a Council	Port Augusta (City)
Burnside (City)	Area Eyre, Far North,	Port Lincoln (City)
Ceduna Council	Riverland and Whyalla	Port Pirie (RC)
Charles Sturt Council	Light Regional Council	Prospect (City)
Clare and Gilbert Valleys Council	Loxton Waikerie (DC)	Roxby Downs (Municipality)
The Coorong District Council	Marion (City)	Salisbury (City)
Flinders Ranges Council	Mitcham (City)	Victor Harbor (City)
Gawler (CT)	Mount Barker (DC)	Wakefield Regional Council
Goyder Regional Council	Mount Gambier (City)	Walkerville (CT)
Grant (DC)	Murray Bridge Council	Wattle Range Council
Kangaroo Island	Onkaparinga (City)	West Torrens (City)
Kingston District Council	Orroroo Carrieton Council	Whyalla Council
	Peterborough Council	Yorke Peninsula (DC)
	Port Adelaide Enfield (City)	

## PROPOSED POLICY CHANGES

The DPA proposes the following amendments to the above listed Development Plans:

### *Development Plans containing the State's Planning Policy Library*

- change the term 'retail showroom' to 'bulky goods outlet'
- update policies under the General heading '*Centres and Retail Development*' to reflect Version 5 of the State's Planning Policy Library, which:
  - reflects the new definitions and adopts the term 'bulky goods outlet'
  - introduces a new Principle of Development Control that promotes large plate 'bulky goods outlets' (>500 square metres) on the periphery of centres while allowing small plate 'bulky goods outlets' within the core retail area.

### *Other Development Plans*

- update provisions to reflect the definition changes and adapt the policy to move away from describing what is meant by 'bulky goods' (that is the role of Schedule 1 of the *Development Regulations 2008*) to identifying what the 'envisaged uses' are in the zone/policy area
- update non-complying and public notification lists to reflect the new terminology while maintaining the original policy intent and procedural requirements
- make minor policy changes (including to car parking tables where required) to ensure the original policy intent or standards have not changed as a result of the new definitions.

### *Specific amendments to industrial zones and other employment lands*

- City of Marion, Industry / Commerce (Edwardstown) Zone - alter current policy to only support bulky goods outlets / retail showrooms on sites that have a frontage to Main South Road
- City of Mitcham, Industry / Commerce (Melrose Park) Zone - alter current policy to support bulky goods outlets / retail showrooms on sites that have a frontage to Main South Road, or within Policy Area 14
- Light Regional Council, Industry (Kapunda Town) and Industry (Kapunda) Zones - include additional policy requiring bulky goods outlets / retail showrooms to be ancillary to industrial activity
- Coorong District Council, Commercial Industry Zone - include additional policy requiring a minimum floor area of 500 square metres for bulky goods outlets, except where ancillary to an industrial activity
- District Council of Yorke Peninsula, Industry (Commercial Bulk Handling) Zone - remove the exclusion attached to 'shop' in the non-complying list as the exclusions are covered by the 'service trade premises' definition and are not therefore defined as 'shops'.

## **LEGAL REQUIREMENTS**

Prior to the preparation of this DPA, the Minister received advice from a person or persons holding prescribed qualifications pursuant to Section 101 of the Act.

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

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

## **INTERIM OPERATION**

This DPA has been brought in on interim operation, pursuant to Section 28(1) of the Act, to coincide with the formal operation date of the amended Schedule 1 definitions (1 June 2010).

Interim operation is considered necessary to ensure that the Development Plan amendments are released concurrently with the definition amendments so as to avoid the creation of legal loopholes and to minimise uncertainty at the development assessment level.

## **CONSULTATION**

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

The organisations and agencies that will be consulted include:

- Department of Trade and Economic Development
- Department of Transport, Energy and Infrastructure
- All affected Councils
- Bulky Goods Retailer Association
- Local Government Association
- Local Members of Parliament

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

### **THE FINAL STAGE**

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

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

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



# ANALYSIS

## 1. BACKGROUND

### 1.1 What is bulky goods retailing?

The term 'bulky goods' has been used to describe a retail trend that is distinctive from the more traditional retail experience. Other terms like 'homemaker centre' and 'big box retail' have also been used to describe this trend. The term 'bulky goods' has been used generically to describe shops with a range of commodities, the sale or rental of which require different shop formats that cannot easily be accommodated in centre locations.

Developing a suitable definition to encompass what is meant by the notion 'bulky goods' retailing, requires consideration of a number of often conflicting factors, including:

- the nature, size or floor area of the building that is intended to accommodate bulky goods
- the types of goods that are to be sold or the size of the goods
- how much of the floor area of the building is to be used to accommodate 'bulky' or 'larger' goods
- where the goods are proposed to be used (i.e. domestically or commercially)
- how the goods are to be sold and whether or not the public requires direct vehicular access to pick up purchased goods
- the storage of goods (i.e. indoor or outdoor)
- seeking to provide a consistent national approach or should it be more reflective of the South Australian situation.

A common perception of bulky goods retailing is that it occurs in large industrial style buildings. It is often termed 'big box retailing' to reflect the physical nature of the buildings in which these types of shops are located. However, detailed analysis shows that bulky goods retailing can take a number of forms and at different scales.

### 1.2 Bulky Goods Review

In November 2005, the State Government announced a review into bulky goods retailing. This review focussed on three major themes, one of which involved undertaking a review of land use definitions to better explain what is meant by 'bulky goods' retailing.

Having considered the current terminology used to explain 'bulky goods' retailing, including an examination of interstate examples and current retailing trends, it was considered necessary that the current 'retail showroom' and 'service trade premises' definitions in Schedule 1 of the *Development Regulations 1998* be

reviewed to ensure that bulky goods retailing activities are defined in a consistent manner.

The role of a minimum floor area requirement in a definition for bulky goods (500 square metres has been suggested in the past) was also considered, however the following key observations were made:

- around 40% of the total floor space devoted to bulky goods is located in stores less than 500 square metres in area
- that current centres policy already allows for small scale shops (generally up to 250 square metres) in out-of-centre locations. The application of the commonly suggested minimum of 500 square metres per tenancy would in effect mean that 'bulky goods' shops generally between 250 square metres and less than 500 square metres would not be permitted in out-of-centre locations.

It was therefore concluded that minimum floor area requirements for individual tenancies would be better dealt with from a policy perspective, leaving the Schedule 1 definitions to deal purely with land use aspects. This approach is consistent with that taken for 'shop', whereby the definition forms the basic land use description (what it sells, rents or displays) with other related limitations (e.g. floor space, building design, etc) determined by Development Plan policy.

The same also applied to the previous 'retail showroom' definition which didn't have a minimum floor area requirement.

### **1.3 Development Policy Advisory Committee Review (2009)**

Section 5(5) of the *Development Act 1993*, requires that in reviewing definitions found in Schedule 1, the Development Policy Advisory Committee (DPAC), an independent Committee appointed by the Minister for Urban Development and Planning, must release proposed definition changes for public comment and hold a public hearing at which any interested person may speak on the changes. The Local Government Association (LGA) must also be consulted.

On 7 May 2009 DPAC released proposed changes to the 'bulky goods' definitions for public comment. A public hearing was held on 6 July 2009 at which members of the public were provided with the opportunity to provide a verbal submission.

A range of views on the proposed definitions were put forward; however, overall there was general support for the need to better acknowledge 'bulky goods' retailing in the South Australian development assessment context.

At the conclusion of the consultation period, DPAC reviewed the submissions received, which included comment from the LGA, representatives of the bulky goods industry and a number of Councils, and in accordance with Section 5(5)(d)

of the Act, provided the Minister for Urban Development and Planning with recommendations in relation to the definition changes.

The recommendations were subsequently considered by the Minister for Urban Development and Planning and put to the Government for final approval before being gazetted by the Governor on 18 February 2010.

The new definitions come into effect on 1 June 2010 and are described in more detail in the following section of this report.

#### 1.4 The new definitions

Table 1 shows a comparison between the previous definitions for 'bulky goods' against the approved, new definitions.

**Table 1: Amended Definitions**

PREVIOUS DEFINITIONS	GAZETTED DEFINITIONS
<p><b>retail showroom</b> means premises used primarily for the sale, display or offer by retail, of furniture, floor coverings, household appliances or electronic equipment for domestic use, but does not include premises for the sale, display or offer by retail of foodstuffs, clothing, sporting goods and personal effects goods;</p>	<p><b>bulky goods outlet</b> or <b>retail showroom</b> means premises used primarily for the sale, rental, display or offer by retail of goods, other than foodstuffs, clothing, footwear or personal effects goods, unless the sale, rental, display or offer by retail of the foodstuffs, clothing, footwear or personal effects goods is incidental to the sale, rental, display or offer by retail of other goods;</p> <p><b>Examples—</b> The following are examples of goods that may be available or on display at bulky goods outlets or retail showrooms:</p> <ul style="list-style-type: none"> <li>(a) automotive parts and accessories;</li> <li>(b) furniture;</li> <li>(c) floor coverings;</li> <li>(d) window coverings;</li> <li>(e) appliances or electronic equipment;</li> <li>(f) home entertainment goods;</li> <li>(g) lighting and electric light fittings;</li> <li>(h) curtains and fabric;</li> <li>(i) bedding and manchester;</li> <li>(j) party supplies;</li> <li>(k) animal and pet supplies;</li> <li>(l) camping and outdoor recreation supplies;</li> <li>(m) hardware;</li> <li>(n) garden plants (primarily in an indoor setting);</li> <li>(o) office equipment and stationery supplies;</li> <li>(p) baby equipment and accessories;</li> <li>(q) sporting, fitness and recreational equipment and accessories;</li> <li>(r) homewares;</li> <li>(s) children's play equipment.</li> </ul>

PREVIOUS DEFINITIONS	GAZETTED DEFINITIONS
<p><b>service trade premises</b> means premises used primarily for the sale, rental or display of basic plant, equipment or machinery used in agriculture or industry, boats, caravans, domestic garages, sheds, outbuildings, motor vehicles, <b>tents</b>, trailers, swimming pools, building materials, landscaping materials or similar bulky articles or merchandise;</p>	<p><b>service trade premises</b> means premises used primarily for the sale, rental or display of—</p> <ul style="list-style-type: none"> <li>(a) basic plant, equipment or machinery used in agriculture or industry; or</li> <li>(b) boats; or</li> <li>(c) caravans; or</li> <li>(d) domestic garages; or</li> <li>(e) sheds; or</li> <li>(f) outbuildings; or</li> <li>(g) motor vehicles; or</li> <li>(h) <b>marquees</b>; or</li> <li>(i) trailers; or</li> <li>(j) swimming pools, <b>equipment and accessories</b>; or</li> <li>(k) building materials; or</li> <li>(l) landscaping materials; or</li> <li>(m) <b>garden plants (primarily in an indoor setting)</b>, or similar articles or merchandise;</li> </ul>
<p><b>shop</b> means—</p> <ul style="list-style-type: none"> <li>(a) premises used primarily for the sale by retail, rental or display of goods, foodstuffs, merchandise or materials; or</li> <li>(b) a restaurant; or</li> <li>(c) a retail showroom; or</li> <li>(d) a personal service establishment,</li> </ul> <p>but does not include—</p> <ul style="list-style-type: none"> <li>(e) a hotel; or</li> <li>(f) a motor repair station; or</li> <li>(g) a petrol filling station; or</li> <li>(h) a plant nursery where there is no sale by retail; or</li> <li>(i) a timber yard; or</li> <li>(j) service trade premises; or</li> <li>(k) service industry;</li> </ul>	<p><b>shop</b> means—</p> <ul style="list-style-type: none"> <li>(a) premises used primarily for the sale by retail, rental or display of goods, foodstuffs, merchandise or materials; or</li> <li>(b) a restaurant; or</li> <li>(c) a <b>bulky goods outlet or</b> a retail showroom; or</li> <li>(d) a personal service establishment,</li> </ul> <p>but does not include—</p> <ul style="list-style-type: none"> <li>(e) a hotel; or</li> <li>(f) a motor repair station; or</li> <li>(g) a petrol filling station; or</li> <li>(h) a plant nursery where there is no sale by retail; or</li> <li>(i) a timber yard; or</li> <li>(j) service trade premises; or</li> <li>(k) service industry;</li> </ul>

The new ‘service trade premises’ definition is fundamentally the same as the original. The major difference is that it is now presented in a list format to make it easier to read and interpret and it includes the sale or display of ‘garden plants’.

The new ‘bulky goods outlet or retail showroom’ definition has experienced the most change. The changes have seen a move away from the somewhat limiting approach of the former ‘retail showroom’ definition, which was restricted to furniture, floor coverings, household appliances and electronic equipment for domestic use, to a more open and flexible approach covering a broader range of goods.

This open approach recognises the general acceptance of ‘bulky goods’ retailing as a legitimate out-of-centre use and acknowledges the broader range of goods that are now accepted under this emerging land use, including a range of goods that are used outside of the home (i.e. car parts, camping equipment, etc) or for commercial purposes (i.e. office furniture, stationary, etc).

Importantly, the new definition has been written to exclude the primary sale, rental, display or offer by retail of goods in the form of foodstuffs, clothing, footwear and personal effect goods, which is considered fundamental to the application of centres policy and falls under the broader definition of ‘shop’.

This approach is founded on previously established principles (i.e., the former ‘retail showroom’ definition, which excludes these activities) and essentially separates core retailing from non-core retailing activities.

Separating retailing into these categories should make the definition easier to understand and apply, particularly when read in conjunction with the ‘service trade premises’ definition.

The new ‘bulky goods outlet’ definition also includes a list of examples of the types of goods that may be available within a ‘bulky goods outlet’ (or ‘retail showroom’ while that term still exists in Development Plan). While not essential to the interpretation of the definition, the list has been added to provide clarity and certainty to the community and particularly development assessment officers who are charged with the responsibility of determining the nature of development applications.

It is important to note that the list provides ‘examples’ only and is not intended to be exclusive.

The definition for ‘shop’ has been amended to include ‘bulky goods outlet’ within its meaning. This is consistent with previously accepted and longstanding principle that a ‘retail showroom’ is a form of ‘shop’. Accordingly, Development Plan policy relating to ‘shops’ should be applied to ‘bulky goods outlets’ in the same manner that it was previously applied to ‘retail showrooms’.

## **2. THE STRATEGIC CONTEXT AND POLICY DIRECTIONS**

### **2.1 Consistency with South Australia’s Strategic Plan**

South Australia’s Strategic Plan is a commitment to making this state the best it can be. It is expressed through values, objectives and targets to reflect priorities.

The plan contains the following objectives:

- Objective 1: Growing Prosperity

- Objective 2: Improving Wellbeing
- Objective 3: Attaining Sustainability
- Objective 4: Fostering Creativity and Innovation
- Objective 5: Building Communities
- Objective 6: Expanding Opportunity

Objective 1 of the plan puts forward a vision for improving the prosperity of South Australia through economic growth, creating a competitive business environment, promoting business investment and other contributing measures.

The following targets of the Strategic Plan are relevant to this DPA:

### **OBJECTIVE 1 – Growing Prosperity**

#### **Economic Environment**

**T1.1 Economic growth:** Exceed the national economic growth rate by 2014.

**T1.2 Competitive business climate:** Maintain Adelaide's rating as the least costly place to set up and do business in Australia and continue to improve our position internationally.

**T1.5 Business Investment:** Exceed Australia's ratio of business investment as a percentage of the economy by 2014.

The definition changes and supporting DPA will assist to provide clarity and certainty (at the planning and development level) to the bulky goods industry, which is an important contributor to the State's economy. Deep End Services (May 2009) identified that for the year 2007-2008 bulky goods retailers directly employed 11,200 people in South Australia and that a further 14,000 people were employed indirectly.

The changes to both the Schedule 1 definitions and Development Plan policy, as contained in this DPA, will support the growth of the bulky goods industry in South Australia. By doing so, it will also assist in the achievement of Objective 1 of the State's Strategic Plan.

## **2.2 Consistency with the Planning Strategy**

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

The following volumes of the Planning Strategy are relevant to this DPA:

### **2.2.1 The 30-Year Plan for Greater Adelaide**

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

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

The following objectives, principles, policies and targets of Plan are of particular relevance to this DPA:

#### **Objective: Increasing competitiveness**

- Attracts jobs
- Keep people in South Australia
- Become one of Australia's most attractive regions for business, and for families to live and work in
- Act as a magnet for investment

#### **Principle 10 *Economic growth and Competitiveness***

Create the conditions to enable strong economic growth by:

- planning for the number and type of jobs that are likely to be created during the next 30 years
- ensuring the availability of land for the expansion and diversification of industry and business
- protecting primary production lands
- improving the access to a wide range of educational institutions
- attracting and maintaining working-age people
- delivering an efficient planning system, consistent with the State Government's Planning Reforms (2008), to ensure that South Australia remains the most competitive place to do business in Australasia.

#### **Policies & Targets**

##### **The Economy and Jobs**

##### **Manufacturing**

**Policy 22** Designate specific employment lands for manufacturing purposes and protect their long-term use.

**Target I** Protect 2580 hectares of employment land for manufacturing purposes.

**New transit corridors, growth areas, transit-oriented developments and activity centres**

**Mixed-use activity centres**

**Policy 28** Provide retail and other services outside designated activity centres where development will contribute to the principles of accessibility; a transit-focussed and connected city; world class design and vibrancy; and economic growth and competitiveness.

**The Economy and Jobs**

**Manufacturing**

**Policy 22** Designate specific employment lands for manufacturing purposes and protect their long-term use.

**Target I** Protect 2580 hectares of employment land for manufacturing purposes.

In respect to the above, the DPA supports the creation of an efficient and responsive planning system and the principle of economic growth and competitiveness by:

- facilitating the implementation of amended definitions, which are intended to provide clarity and a degree of certainty to the bulky goods retailing industry in South Australia
- rectifying any Development Plan policy anomalies which might arise from the implementation of amended definitions
- providing better guidance about where such businesses should be located.

The definition change allows for a greater range of goods to be established outside of designated centre zones, without fundamentally altering the core retailing function (foodstuffs, clothing, footwear, and personal effects goods) of traditional centres. This could have the potential of releasing land within designated centre zones for additional core retailing activities, with possible competitive benefits. It could also potentially free up land within activity centres for new growth (including high density residential development) consistent with the overall vision of the Plan.

The DPA also seeks to support the policies and targets of the Plan relating to manufacturing by ensuring that the change in definition does not result in the unnecessary loss of industrial land, particularly in the key industrial areas of Edwardstown and Melrose Park where 'retail showrooms' have previously been excluded from non-complying status across the entire industrial zone(s).



## 2.2.2 Planning Strategy for Regional SA

The Planning Strategy for Regional SA (January 2003, as amended December 2007) is a regional volume of the Planning Strategy. It is currently in operation however it will gradually be replaced by stand-alone volumes for each of the country regions.

The following strategies are relevant to this DPA:

**Table 2: Planning Strategy for Regional SA Analysis**

STRATEGY/POLICY	COMMENT
<b>1 ECONOMIC ACTIVITY</b>	
<b>20 Provide an adequate and appropriate supply of serviced land for industrial and commercial purposes.</b>	<p>1. The investigations of this DPA have sought to ensure that key industrial sites are protected and retained for industrial purposes. Refer to section 3.3 of this report.</p> <p>This DPA does not seek to alter commercial or industrial land supply. It is acknowledged, however, that the definition changes will allow for a greater range of retail premises to be established outside of a centre location. This would generally be restricted to those commercial zones which already allow for certain forms of 'bulky goods' retailing, albeit in a more limited manner.</p>
<b>21 Promote a business environment conducive to private investment and capital attraction.</b> a. Ensure plans encourage private sector investment.	<p>2. The DPA does not involve land rezoning. The Schedule 1 definition changes do, however, support the intention of this strategy, by broadening the 'retail showroom' definition to account for items that are now accepted as 'bulky goods'. Zones (in particular, out-of-centre zones) which currently support 'retail showrooms' should now be able to accommodate a broader range of premises selling a broader range of goods.</p>
<b>22 Provide an efficient and responsive government process and regulatory system.</b>	<p>3. The DPA, in conjunction with the Schedule 1 definition changes supports the creation of an efficient and responsive regulation system. It is responsive to community need and the needs of the bulky goods industry.</p>
<b>3 PEOPLE, TOWNS AND HOUSING</b>	
<b>14 Concentrate shops, offices, services, civic and community activities in towns and business centres.</b> a. Locate retailing in designated centres.	<p>4. The DPA does not propose to make any fundamental changes to the hierarchy of centres or the locations where bulky goods retailing can be established. Its purpose is to update affected Development Plans in response to the</p>

STRATEGY/POLICY	COMMENT
	<p>changes made to the Schedule 1 definitions. The DPA itself should not affect the role of existing town, business or other activity centres. Retailing will continue to occur in appropriately designated zones, unchanged by this DPA.</p> <p>Bulky goods retailing is a legitimate form of retailing, one that is generally acceptable in out-of-centre locations.</p> <p>Other retailing (i.e. clothing, footwear, foodstuffs, personal effects goods etc) will remain as an important contributor to the role of an activity centre and should remain unaffected by this DPA.</p> <p>Consistent with this strategy, town industrial zones and other town employment lands have been reviewed as part of this DPA to ensure that retail development does not inappropriately overtake these sites, which are important to proper functioning of regional towns.</p>

### **2.2.3 Yorke Peninsula Regional Land Use Framework**

The Yorke Peninsula Regional Land Use Framework (December 2007) is the first of the stand-alone volumes of the Planning Strategy for country regions. It contains the following strategies of relevance to this DPA:

**Table 3: Yorke Peninsula Regional Land Use Framework Analysis**

STRATEGY/POLICY	COMMENT
<b>Economic Development – supporting the value chain</b>	
<b>Objective 7: Provide serviced and well-sited industrial land to meet projected demand</b>	<p>1. This objective is supported by strategies 7.1 to 7.4 which, for the most part, provide guidance at the individual township level.</p> <p>The supply of Industrial land in the Yorke Peninsula Region is unaffected by this DPA. Refer to comments 1 and 4 of section 4.2.2.</p>
<b>Objective 14: Focus commercial development in key towns and ensure it is well sited and designed</b>	<p>2. Refer to comments 1, 2 and 4 of section 4.2.2.</p> <p>This DPA does not propose to rezone any additional land for commercial purposes nor does it fundamentally alter the current policy framework about where particular forms of retailing should or shouldn't occur.</p> <p>The purpose of this DPA is not to address matters of built form or urban</p>

STRATEGY/POLICY	COMMENT
	<p>design, rather, it looks at the specific issue of land use. More particularly, it seeks to ensure that there are no consequential policy anomalies from the Schedule 1 definition changes.</p> <p>Existing Development Plan policy about built form and urban design will continue to apply.</p>
<p>14.1 Reinforce the primary commercial role of Kadina, the secondary commercial role of Ardrossan, Wallaroo, Maitland, Port Broughton and Balaklava, and the local commercial role of Minlaton and Yorketown, and:</p> <ul style="list-style-type: none"> <li>• locate commercial uses in town centres or existing commercial zones</li> <li>• design development to be consistent with desired future character of town, or that part of town</li> <li>• prevent linear/ribbon development along major roads to support an efficient road network</li> </ul>	<p>3. Refer to comment 2 above.</p>
<p>14.2 Proposals for major commercial areas in towns other than those identified above must demonstrate that they are supportive of and complement the commercial functions of these identified towns, including incrementally or cumulatively in the longer term</p>	<p>4. Refer to comment 2 above.</p>
<p>14.3 In general, commercial facilities should be clustered in main streets and/or local/town centres</p>	<p>5. Refer to comment 2 above.</p>
<p>14.4 Commercial areas proposed outside of town centres must demonstrate that they:</p> <ul style="list-style-type: none"> <li>• will not have adverse incremental or cumulative impacts on existing town centres</li> <li>• are clustered rather than linear development</li> <li>• are convenient and equitable to access</li> <li>• are supportive of the desired future character of the town</li> <li>• are not using land of strategic importance to industry</li> </ul>	<p>6. Refer to comment 2 above.</p>
<p><b>Population and Settlements – supporting communities</b></p>	
<p><b>Objective 17: Reinforce the role, functionality and vibrancy of towns and settlements</b></p>	<p>7. This objective is supported by strategies 17.1 to 17.10 which, for the most part, provide guidance at the individual township level.</p> <p>As discussed earlier, this DPA does not propose to make any fundamental changes to the hierarchy of township role/function. Refer to comment 4 of section 4.2.2.</p>
<p>19.4 Retain town centres as the foci of retail, commercial, recreation, entertainment and civic activities in accordance with role and function of the town</p>	<p>8. Refer to comment 4 of section 4.2.2</p>

### 2.2.4 Greater Mount Gambier Master Plan

The Greater Mount Gambier Master Plan (February 2008) is a supplementary volume of the Planning Strategy for Regional SA. It guides the future growth and development of Greater Mount Gambier, an area which includes land in two councils – the City of Mount Gambier and the District Council of Grant. It contains the following objectives relevant to this DPA:

**Table 4: Greater Mount Gambier Master Plan Analysis**

OBJECTIVE	COMMENT
<b>OBJECTIVE: <i>Ensure that new industry can be established and existing industry can continue to operate.</i></b>	1. This objective is supported by core principles in the Master Plan. The DPA should not prevent this objective from being achieved.  Refer to comment 1 of section 4.2.2. and 17 above. (comment 1)
<b>OBJECTIVE: <i>Provide opportunities for commercial and retail activities to grow and meet demand.</i></b>	2. This objective is supported by core principles in the Master Plan. The DPA, in conjunction with the Schedule 1 changes supports this objective, by responding to community need and demand from the bulky goods industry to grow and expand in South Australia.

### 2.3 Metropolitan Adelaide Industrial Land Strategy (2007)

The Metropolitan Adelaide Industrial Land Strategy was released by the State Government in May 2007. It analyses the demand for and supply of industrial land in Metropolitan Adelaide and identifies actions designed to maintain a rolling, development-ready supply of industrial land in suitable locations over the medium and long-terms.

More specifically, the Strategy sets out a framework of actions to provide:

- the ongoing availability of an immediate 400-600 hectare supply of industrial land. Of this supply, at least 400 hectares should be development-ready, and the remaining 200 hectares should be in advanced planning for development and be available to meet demand if it increases
- a rolling 15-year ‘industrial land bank’ is identified and protected to ensure a planned supply of industrial land is available to meet future demand on an ongoing basis
- existing industrial land is appropriately protected to sustain long-term industrial activities.

The proposed DPA will seek to ensure consistency with these actions by endeavouring to ensure that key industrial lands are not lost to retailing activities as a consequence of the proposed definition amendments.

## 2.4 Consistency with other key policy documents

The recommended policy changes set out in section 4 will not conflict with or affect the application of planning policies contained within the Development Plans of adjoining councils.

## 2.5 The State's Planning Policy Library

A review of the State's Planning Policy Library has been undertaken as part of Version 5 (released February 2010) to reflect the approved definition amendments. Of note the following policy of the *Centres and Retail Development* module (Version 4.1) has been amended:

**PDC X** Retail showrooms located within centres zones should:

- (a) complement the overall provision of facilities
- (b) be sited towards the periphery of those centres.

It now reads:

**PDC X** Bulky goods outlets located within centre zones should:

- (a) complement the overall provision of facilities
- (b) be sited towards the periphery of those zones where the bulky goods outlet has a gross leasable area of 500 square metres or more.

The change in wording acknowledges that the new definition now covers a wide range of goods, many of which would still be appropriate within the core of a centre zone. Accordingly, the policy has been amended to only require larger 'bulky goods outlet' stores (i.e. stores with a floor plate greater than 500 square metres) to be located on the periphery.

This change has been made, as part of this DPA, to Development Plans that have adopted the State's Planning Policy Library, in particular the *Centres and Retail Development* module. For this DPA the policy has been set at 500 square metres, however, it is noted that the Policy Library sees this as a 'variable' option. Councils may seek to adjust this figure to reflect local circumstances through a separate DPA process.

Other minor adjustments have been made to the Policy Library including:

- replacing the term 'bulky goods retailing' or 'retail showroom' with 'bulky goods outlet'

- allowing for service trade premises comprising only indoor displays as an envisaged use in the Bulky Goods Zone (this is consistent with a number of Bulky Goods Zones that are already in operation).

Where relevant, these amendments will be reflected in this DPA.

### **3. INVESTIGATIONS INITIATED TO INFORM THIS DPA**

To inform this DPA, a review of all 72 of the South Australian Development Plans has occurred to identify any ambiguous policies or policy anomalies that may have arisen from the introduction of the new definitions. In particular:

- the proposed change in terminology from ‘retail showroom’ to ‘bulky goods outlet’
- the impact on those Development Plans that already have definitions for bulky goods retailing (or a similar term)
- the impact of the definition change on key industrial lands or other important, non-retail based, employment lands.

The outcomes of this review are summarised in the following sections of this report.

#### **3.1 Change from ‘retail showroom’ to ‘bulky goods outlet’**

There are over 400 references to the term ‘retail showroom’ in the 72 active Development Plans. Retaining the term ‘retail showroom’ in Schedule 1 to mean the same as ‘bulky goods outlet’, has alleviated the need to replace all of these occurrences with the new ‘bulky goods outlet’ term at once.

It is expected that the gradual replacement and phasing out of the term ‘retail showroom’ will occur as Development Plans adopt the State’s Planning Policy Library.

There are, however, a number of instances where the term ‘retail showroom’ has been expanded on through policy description or ‘doubled-up’ with the additional term ‘bulky goods retailing’ (or similar). For example:

##### **CITY OF CHARLES STURT**

##### **District Centre Zone – Kilkenny Policy Area 3 - Precinct 14 Commercial Fringe Kilkenny**

##### **Desired Character Statement**

This precinct will be developed for bulky goods retailing including retail showrooms, service trade premises and large space retail uses involving the display, sale or rental of automotive parts, camping and recreation supplies, curtains and fabric, homewares, hardware for trade or handyman, stationery or office supplies.

## CITY OF MARION

### Commercial (South Road) Zone – Edwardstown District Centre Fringe Policy Area 19

**Objective 1:** An area primarily for retail showrooms and bulky goods retailing.

## CITY OF BURNSIDE

### Business (Glen Osmond Road) Zone

**PDC 5** Retail showrooms may be established within the zone but should not include any premises or part of any premises as a shop for the sale by retail of goods such as foodstuffs, clothing, sporting goods, personal effects and the like.

## COORONG DISTRICT COUNCIL

### Commercial Industry Zone

**PDC 29** The following kinds of development are **non-complying** in the Commercial Industry Zone:

Shop with a total floor area greater than 250 square metres (except bulky goods retail, hardware retail, building and landscape supplies)

Many of these policies do not require amendment as they are simply fleshing out examples of the types of goods which are sold in a 'retail showroom' and are consistent with the Schedule 1 definition. It is considered that these policies only require amendment where:

- there is likely to be ambiguity in the statutory assessment process for a development application, i.e. public notification or non-complying / complying status
- there is inconsistency with the range of goods that can (or cannot) now be sold in a 'retail showroom' ('bulky goods outlet').

There are other examples where policy has been written to describe what is meant by 'bulky goods' retailing in the context of the Development Plan. Often these policy descriptions recognise 'retail showrooms' as a type of 'bulky goods' retailing. These descriptions or 'quasi' definitions vary from council to council as a result of which a more complex review has been undertaken to ensure consistency with the definition amendments. This review is discussed in more detail within section 1.2 of this report.

Minor references to 'retail showrooms' such as those contained in non-complying lists, will be amended where the Development Plan has adopted the State's Planning Policy Library or where there are a significant number of policy references (within a given Development Plan) that are proposed to be amended through this DPA (i.e. to promote consistency within that Development Plan).

### **3.2 Development Plans which have descriptions for ‘bulky goods’**

A total of 13 Development Plans have been identified as having policy descriptions for ‘bulky goods retailing’. They are:

- District Centre (Goolwa) Zone – Alexandrina Council
- Regional Town Centre Zone – Mount Barker (DC)
- Commercial (Bulky Goods) Zone – Grant (DC)
- Town Centre Zone – Loxton Waikerie (DC)
- Bulky Goods Zone – Mount Gambier (City)
- Regional Centre Zone – Port Pirie (RC)
- General Section (Council Wide) – Charles Sturt (City)
- Industry/Business (Gepps Cross Gateway) Zone – Port Adelaide Enfield (City)
- Commercial Zone – Prospect (City)
- District Centre Zone – Salisbury (City)
- Bulky Goods (Metropolitan) Zone – West Torrens (City)
- Bulky Goods Zone – Murray Bridge Council
- Bulky Goods Zone – Port Augusta (City)

The examples vary depending on their context within the Development Plan. For instance, the City of Charles Sturt has its description for ‘bulky goods’ within the general policies of the Development Plan, presumably to reflect the fact that it has a number of zones or policy areas across the council area which are intended to support ‘bulky goods’ retailing. This approach reduces repetition and is generally consistent with the guiding principles for Better Development Plan policy.

In its current written form, however, it is neither a proper definition nor is it a description explaining envisaged uses. The application of this policy could be attached to any form of development, retailing or otherwise. In light of the new definitions in Schedule 1, it is considered that policies such as this should be removed for clarity and that more emphasis should be placed at the zone / policy area level by clearly describing the ‘envisaged’ uses for the area. This is a general policy structure rule and, in respect to bulky goods retailing, should be easier to apply now that the definitions are clearly described in Schedule 1.

Other ‘bulky goods’ descriptions, such as that found in the City of West Torrens or City of Mount Gambier Development Plans are zone specific and have been crafted to support the role of their respective bulky goods zones.

Fundamentally, the descriptions are similar in terms of the nature of goods which are considered to represent ‘bulky goods’ retailing, that is:

- retail showrooms (e.g. furniture, floor coverings, white goods, computers, electrical goods, lighting, outdoor furniture)



- premises used primarily for the display, sale and rental of automotive parts, camping and recreation supplies, curtains and fabric, homewares, hardware or stationery and office supplies and which do not sell foodstuffs, clothing (but not including clothing sold where such clothing is directly associated with and incidental to, but not the primary purpose of, the shop), or personal effects
- service trade premises that only comprise indoor displays or are primarily used for the sale, rental or display of building materials, landscaping materials, sheds, domestic garages or outbuildings.

Generally, it will be necessary to tidy up these provisions by essentially replacing the first two dot points with the term 'bulky goods outlet'. Where possible, the policy will be further refined to move away from describing what is meant by 'bulky goods' retailing to the more accepted Better Development Plan approach of identifying what the 'envisaged uses' are in the zone.

The only significant change to this approach is where there is variation in the manner in which a minimum floor area requirement has been applied.

In some instances the floor area minimum (generally 500m<sup>2</sup>) has only been applied to the second dot point, as is the case in the District Centre Zone of the City of Salisbury, whereas other Development Plans have sought to apply this minimum floor area requirement across the board, such is the case in the Bulky Goods Zone of the City of Mount Gambier.

To maintain a consistent approach to the assessment of 'bulky goods' applications, it is recommended that the minimum floor area requirement be applied across all components, but only where the intention of the original policy is to seek the establishment of larger tenancies (i.e., tenancies of greater than 500 square metres).

### **3.3 Impact on key industrial areas or other, non-retail, employment lands.**

Through the course of the investigations undertaken as part of this DPA, it was revealed that a small number of industrial zones allow for retail showroom / bulky goods in some form or another.

In some instances, this has been limited to simply identifying 'retail showrooms' as a Category 1 form of development for the purposes of public notification (i.e. no public notification is required).

Other industrial zones have been set up to specifically accommodate bulky goods retailing, as is the case with the Bulky Goods Policy Area 6 of the City of Charles Sturt's Industry Zone.

In light of the new definition for bulky goods outlet / retail showroom, which is now much broader, it was considered necessary to undertake a more detailed review of

these zones to ensure that their integrity as industrial areas is upheld and that the intent of Planning Strategy is maintained.

Table 5 provides a summary of industrial zones that have been identified as supporting retail showroom / bulky goods activity. It contains recommended actions for each zone based on the premise of the review (i.e. maintaining the integrity of industrial areas), but at the same time acknowledges the need to support bulky goods retailing.

**Table 5: Analysis of Industrial Zones**

DEVELOPMENT PLAN	ZONE	COMMENT	RECOMMENDED ACTION
Charles Sturt Council	Industry Zone	Retail showrooms / bulky goods activity is restricted to a specific policy area.	No amendments recommended.
Gawler (CT)	General Industry	Small zone with no arterial road frontage. A 'showroom' (not retail showroom) is listed as a desired use, however 'shop' with a floor area greater than 450m <sup>2</sup> is non-complying.	No amendments recommended..
	Light Industry	Small zone with no arterial road frontage. A 'showroom' (not retail showroom) is listed as a desired use, however 'shop' with a floor area greater than 450m <sup>2</sup> is non-complying.	No amendments recommended..
Marion (City)	Industry / Commerce	Small strip zone fronting Marion Road in the suburbs of Marion and Mitchell Park. Area has already been developed with a number of bulky goods retailing premises. 'Retail showroom' and 'retail plant nursery' are exempt from being non-complying in the zone.	No amendments recommended.
	Industry / Commerce (Edwardstown)	Together with the adjoining Industry / Commerce (Melrose Park) Zone within the City of Mitcham, this zone is identified as a key industrial precinct in the Planning Strategy. There is, however, a large amount of retail showroom / bulky goods activity along the Main South Road frontage, mainly within the City of Mitcham. 'Retail showroom' and 'retail plant	Recognising the importance of this zone as an industrial precinct, it is recommended that the policy be altered to only support retail showroom / bulky goods outlets on sites that have a

DEVELOPMENT PLAN	ZONE	COMMENT	RECOMMENDED ACTION
		nursery' are exempt from being non-complying in the zone, but policies are relatively silent as whether they are appropriate within the zone.	frontage to Main South Road.
Mitcham (City)	Industry / Commerce (Melrose Park)	Together with the adjoining Industry / Commerce (Edwardstown) Zone within the City of Marion, this zone is identified as a key industrial precinct in the Planning Strategy. There is, however, a large amount of retail showroom / bulky goods activity along the Main South Road frontage. Policy Area 14 for the zone, which is located adjacent to the Castle Plaza Shopping Centre, supports retail showrooms and bulky goods activity. To support this outcome, industrial use is discouraged in Policy Area 14. At the zone level, 'retail showrooms' are exempt from being non-complying although the policies are relatively silent as whether they are an appropriate use generally within the zone. It is noted that retail showrooms have recently been approved outside of Policy Area 14 at the former Bridgestone Site, Melrose Park.	Recognising the importance of this zone as an industrial precinct, it is recommended that the policy be altered to only support retail showroom / bulky goods outlets on sites that have a frontage to Main South Road or to allotments within Policy Area 14.
Port Adelaide Enfield (City)	Industry (Cast Metals)	Relatively large industrial area at Wingfield set up to accommodate foundries and the like. This is supported by the Planning Strategy which seeks to promote this area as a precinct <i>for foundries and compatible high-energy use activities</i> . 'Retail showrooms' up to 200m <sup>2</sup> in floor area are specifically exempt from non-complying status in the zone, but only where the use is ancillary to a cast metal industry.	No amendments recommended.
	Industry / Business (Gepps Cross)	Policies supporting bulky goods retailing were	Given these limitations and

DEVELOPMENT PLAN	ZONE	COMMENT	RECOMMENDED ACTION
	Gateway) Zone	introduced through a Ministerial DPA in 2007. The activity is, however, limited to larger bulky goods developments that are greater than 3000m <sup>2</sup> in area with individual tenancies of not less than 500m <sup>2</sup> .	that the area was specifically zoned with 'bulky goods' retailing in mind, it is not considered necessary to alter the current policy regime.
Alexandrina Council	Industry Zone	A zone covering a number of industrial areas in the former District Council of Strathalbyn. 'Retail showrooms' are exempt from being non-complying in the zone, but policies are relatively silent as whether they are appropriate within the zone. Guidance is, however provided by the following PDC of the Zone:  <i>Retail and office uses should form a minor part of the development (less than 30 percent Gross Floor Area) and should only occur in association with an industrial or commercial kind of development conforming to the objectives of the zone.</i>	Given the existence of this limitation, no amendments are recommended.
Light Regional Council	Industry (Kapunda Town) Zone	Small zone with historical policy area. 'Retail showrooms' are exempt from being non-complying in the zone and are listed as a Category 1 form of development requiring no public notification. Policies are otherwise silent as whether they are appropriate within the zone.	Recommend including additional policy requiring 'retail showrooms' to be ancillary to industrial activity.
	Industry (Kapunda) Zone	Large industrial zone set up to accommodate a range of industrial and commercial activities serving as the main industrial focus of Kapunda and surrounding district. 'Retail showrooms' are exempt from being non-complying in the zone and are listed as a Category 1 form of development requiring no	Recommend including additional policy requiring 'retail showrooms' to be ancillary to industrial activity.

DEVELOPMENT PLAN	ZONE	COMMENT	RECOMMENDED ACTION
		public notification. Policies are otherwise silent as whether they are appropriate within the zone.	
	Industry (Freeling) Zone	Strip industrial zone following the railway line. Adjoins the Centre (Freeling) Zone. 'Retail showrooms' are listed as a Category 1 form of development requiring no public notification, but would be limited to 100m <sup>2</sup> of floor area as a result of the non-complying provision applying to 'shops'..	Given the existence of this limitation, no amendments are recommended.
	Industry (Roseworthy) Zone	Large industrial area at Roseworthy. 'Retail showrooms' are listed as a Category 1 form of development requiring no public notification, but would be limited to 100m <sup>2</sup> of floor area as a result of the non-complying provision applying to 'shops'.	Given the existence of this limitation, no amendments are recommended.
Mount Barker (DC)	Light Industry Zone	<p>Light industrial zone applying to a number of areas within the District Council of Mount Barker. A 'shop and retail development' is non-complying in the zone, other than:</p> <p><i>(a) ancillary retailing components of manufacturing or warehousing uses with no more than 25 percent of the total floor area of buildings on the allotment used for the purposes of sale and display to customers;</i></p> <p><i>(b)...</i></p> <p>This is supported by policy provisions including the following:</p> <p><i>Shops (including retail showrooms), offices and consulting rooms should not occur unless it can be demonstrated that they are ancillary to intended landuses</i></p>	Given the existence of this limitation, no amendments are recommended.

DEVELOPMENT PLAN	ZONE	COMMENT	RECOMMENDED ACTION
		<i>desired in the zone or policy area and do not detract from the intended function of a centre zone.</i>	
Ceduna Council	Industry Zone – Thevenard Policy Area 10	Contains an objective which supports the ‘manufacture and sale of bulky goods’. Zone restricts ‘shops’ to a maximum of 50m <sup>2</sup> .	Given the existence of this limitation, no amendments are recommended.
Cleve Council	Industry Zone	Industrial zone applying to areas at Cleve and Arno Bay. ‘Retail showrooms’ are listed as a Category 1 form of development requiring no public notification, but would be limited to the sale of goods manufactures or machined on the premises as result of the non-complying provision applying to ‘shops’.	Given the existence of this limitation, no amendments are recommended.
Coorong District Council	Commercial Industry Zone	The zone applies to a number of areas within the Coorong District Council. It is set up to accommodate low intensity industrial purposes and heavy retail such as building supplies, landscaping supplies, hardware retail and bulky goods retail. Bulky goods retail, hardware retail, building and landscape supplies are exempt from non-complying status.	Recommend additional policy requiring a minimum floor area of 500m <sup>2</sup> for bulky goods outlets, except where it is ancillary to industrial activity.
Franklin Harbour Council	Industry Zone	‘Retail showrooms’ are listed as a Category 1 form of development requiring no public notification, but would be limited to premises of less than 450 square metres as a result of the non-complying provision applying to ‘shops’.	Given the existence of this limitation, no amendments are recommended.
Kimba (DC)	Industry Zone	A ‘shop’ is listed as a complying form of development in the zone.	No amendments recommended.
Lower Eyre Peninsula (DC)	Industrial Zone	The zone applies in Cummins and Coffin Bay as well as to a	Given the existence of this

DEVELOPMENT PLAN	ZONE	COMMENT	RECOMMENDED ACTION
		small area adjoining the City of Port Lincoln. 'Retail showrooms' are listed as a Category 1 form of development requiring no public notification, but would be limited to 250m <sup>2</sup> of floor area as a result of the non-complying provision applying to 'shops'.	limitation, no amendments are recommended.
Tatiara (DC)	Industrial Zone	Industrial zone applying in the townships of Keith and Bordertown. 'Retail showrooms' are listed as a Category 1 form of development requiring no public notification, but would be limited to 250m <sup>2</sup> of floor area as a result of the non-complying provision applying to 'shops'.	Given the existence of this limitation, no amendments are recommended.
Yorke Peninsula (DC)	Industry (Commercial Bulk Handling) Zone	Contains an objective which supports the 'manufacture and sale of bulky goods'. A 'shop' is non-complying except for the following:  <i>'the storage, display and sale of farm machinery, farm equipment and supplies and other bulky goods'</i>	Recommend removing this exclusion as these activities fall within the definition of 'service trade premises' which is not a form of 'shop'.

### 3.4 Car parking tables

Many Development Plans contain tables which specify car parking rates for particular land uses. Often, a 'retail showroom' is provided with a specific rate, which is usually less than that required for 'other' shops. It generally ranges between 2-4 spaces per 100 square metres of floor area.

There are some instances where a rate for 'bulky goods' retailing has been introduced, even where this use has not been specifically described or defined in the Development Plan.

There are other instances where the prescribed car parking rate for 'retail showroom' is the same as that applied to 'bulky goods'. In this circumstance, no immediate amendment is considered necessary as the end result should still be the same. This kind of repetition should, however, be removed in the longer term.

Amendment is only considered necessary where the rates differ, and there is clear conflict with the definition change such is the case in the Coorong District Council Development Plan:

**Coorong District Council Development Plan – Table CooD/1**

Bulky Goods Retail	One per 100 square metres total floor area (with a minimum of 4 spaces)
Retail Showroom	One per 50 square metres total floor area

There are other examples where a different rate has been provided to a specific form of ‘retail showroom’. A *‘retail showroom in the form of a retail hardware outlet’* (or similar) is a common example.

This is not an unusual policy approach. For instance, ‘retail showrooms’ and ‘restaurants’ are often provided with a different rate to that of a ‘shop’ despite both still falling under the broader definition of ‘shop’. This is the same for ‘used car lots’ and the broader ‘service trade premises’ use.

Accordingly, the current policy position will be retained where a situation like this arises, but only where there is clear distinction in intent. Ambiguously written listings will be rectified.

Having reviewed the car parking requirements of all Development Plans, the car parking tables shown in Table 6 have been identified as requiring amendment (Note: some of the tables have only been updated because the Development Plan has adopted the State’s Planning Policy Library or there are a number of other policies in the Development Plan which require amending by the Minister as part of this DPA):

**Table 6: Analysis of Car parking tables**

DEVELOPMENT PLAN	TABLE	COMMENT / RECOMMENDED ACTION
Ceduna Council	Table Ced/1	This Development Plan has adopted the State’s Planning Policy Library. No significant statutory issues however for consistency purposes ‘Hardware/retail showroom’ will be renamed ‘bulky goods outlet’.
Charles Sturt (City)	Table ChSt/2	Table contains a car parking rate for ‘retailing bulky goods’. To make the table consistent with the Schedule 1 definitions, it is recommended that this listing be renamed ‘bulky goods outlet’. It is also recommended that a rate for ‘service trade premises’ of 3 spaces for every 100m <sup>2</sup> of retail area, be added to the table.
Clare and Gilbert Valleys Council	Table CGV/3	No significant statutory issues however the Development Plan requires a number of other



DEVELOPMENT PLAN	TABLE	COMMENT / RECOMMENDED ACTION
		amendments. Amendments to this Table have therefore been addressed.
Loxton Waikerie (DC)	Table LoWa/4	No significant statutory issues however the Development Plan requires a number of other amendments. Amendments to this Table have therefore been addressed.
Murray Bridge Council	Table MuBr/2	This Development Plan has adopted the State's Planning Policy Library. No significant statutory issues however for consistency purposes 'Retail showroom' will be renamed 'Bulky goods outlet'.
The Coorong District Council	Table CooD/1	Table contains a car parking rate for 'bulky goods retail' which is different to the rate for 'retail showroom'. Recommended that both be replaced with a single rate for 'bulky goods outlet' of one space per 50m <sup>2</sup> of total floor area, which is the rate that currently applies to 'retail showrooms'. This is consistent with the rate applied to 'service trade premises'.
Walkerville (CT)	Table Walk/5	Table contains a car parking rate for 'retail showroom (hardware or other)' which is two to four spaces for per 100m <sup>2</sup> of total floor area. It also contains a rate for 'bulky goods' of four spaces per 100m <sup>2</sup> of retail floor area. It is recommended that both be replaced with a single rate for 'bulky goods outlet' of 4 spaces per 100m <sup>2</sup> of total floor area, being the upper rate of the two previous standards. This is consistent with the rate applied to 'service trade premises'.
Wattle Range Council	Table WatR/2	No significant statutory issues however the Development Plan requires a number of other amendments. Amendments to this Table have therefore been addressed.

#### 4. SUMMARY OF RECOMMENDED POLICY CHANGES

In light of the above investigations, the following policy changes are recommended:

##### *Development Plans containing the State's Planning Policy Library*

- change the term 'retail showroom' to 'bulky goods outlet'
- update policies under the General heading '*Centres and Retail Development*' to reflect Version 5 of the State's Planning Policy Library, which:
  - reflects the new definitions and adopts the term 'bulky goods outlet'
  - introduces a new Principle of Development Control that promotes large plate 'bulky goods outlets' (>500 square metres) on the periphery of centres while allowing small plate 'bulky goods outlets' within the core retail area.

### *Other Development Plans*

- update provisions to reflect the definition changes and adapt the policy to move away from describing what is meant by 'bulky goods' (that is the role of Schedule 1 of the *Development Regulations 2008*) to identifying what the 'envisaged uses' are in the zone/policy area
- update non-complying and public notification lists to reflect the new terminology while maintaining the original policy intent and procedural requirements
- make minor policy changes (including to car parking tables where required) to ensure the original policy intent or standards have not changed as a result of the new definitions.

### *Specific amendments to industrial zones and other employment lands*

- City of Marion, Industry / Commerce (Edwardstown) Zone - alter current policy to only support bulky goods outlets / retail showrooms on sites that have a frontage to Main South Road
- City of Mitcham, Industry / Commerce (Melrose Park) Zone - alter current policy to support bulky goods outlets / retail showrooms on sites that have a frontage to Main South Road, or within Policy Area 14
- Light Regional Council, Industry (Kapunda Town) and Industry (Kapunda) Zones - include additional policy requiring bulky goods outlets / retail showrooms to be ancillary to industrial activity
- Coorong District Council, Commercial Industry Zone - include additional policy requiring a minimum floor area of 500 square metres for bulky goods outlets, except where ancillary to an industrial activity
- District Council of Yorke Peninsula, Industry (Commercial Bulk Handling) Zone - remove the exclusion attached to 'shop' in the non-complying list as the exclusions are covered by the 'service trade premises' definition and are not therefore defined as 'shops'.

## **5. STATEMENT OF STATUTORY COMPLIANCE**

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

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

### **5.1 Accords with the Planning Strategy**

Relevant strategies from the Planning Strategy are summarised in Section 4.2 of this document. It is the intent of the DPA to support the achievement of the Planning Strategy policies.

## **5.2 Accords with other parts of the Development Plan**

The policies proposed in this DPA are consistent with the format, content and structure of the affected Development Plans.

## **5.3 Complements the policies in the Development Plans for adjoining areas**

The policy changes proposed in this DPA should not affect the Development Plans for adjoining areas.

## **5.4 Satisfies the requirements prescribed by the Regulations**

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

## **REFERENCES/BIBLIOGRAPHY**

Greater Mount Gambier Master Plan, February 2008, Government of South Australia.

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Planning Strategy for Regional South Australia, January 2003 as amended at December 2007.

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South Australia's Strategic Plan, 2007, Government of South Australia.

The 30 Year Plan for Greater Adelaide, February 2010, Government of South Australia.

Yorke Peninsula Regional Land Use Framework, December 2007, Government of South Australia.

