



## **AGENDA**

**FOR POLICY AND PLANNING COMMITTEE MEETING TO BE HELD ON**

**19 SEPTEMBER 2016 AT 6:30 PM**

**IN THE COUNCIL CHAMBER, 12 JAMES STREET, SALISBURY**

### **MEMBERS**

Cr L Caruso (Chairman)  
Mayor G Aldridge  
Cr D Balaza  
Cr S Bedford  
Cr D Bryant  
Cr C Buchanan  
Cr G Caruso  
Cr R Cook  
Cr E Gill  
Cr D Pilkington  
Cr S Reardon (Deputy Chairman)  
Cr D Proleta  
Cr G Reynolds  
Cr B Vermeer  
Cr S White  
Cr J Woodman  
Cr R Zahra

### **REQUIRED STAFF**

Chief Executive Officer, Mr J Harry  
General Manager Business Excellence, Mr C Mansueto  
General Manager City Development, Mr T Sutcliffe  
General Manager Community Development, Ms J Trotter  
General Manager City Infrastructure, Mr M van der Pennen  
Manager Communications and Customer Relations, Mr M Bennington  
Team Leader Corporate Communications, Mr C Treloar  
Governance Coordinator, Ms J Rowett  
Governance Support Officer, Ms K Boyd

## APOLOGIES

## LEAVE OF ABSENCE

## PRESENTATION OF MINUTES

Presentation of the Minutes of the Policy and Planning Committee Meeting held on 15 August 2016.

## REPORTS

### *Administration*

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### *Community Development*

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### *Urban Development*

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## OTHER BUSINESS

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## CONFIDENTIAL ITEMS

### 1.10.1 Salisbury Oval - Residential Feasibility Update Report

Pursuant to section 83(5) of the *Local Government Act 1999* the Chief Executive Officer has indicated that, if Council so determines, this matter may be considered in confidence under Part 3 of the *Local Government Act 1999* on that grounds that:

1. *Pursuant to Section 90(2) and (3)(b)(i) and (b)(ii) of the Local Government Act 1999, the principle that the meeting should be conducted in a place open to the public has been outweighed in relation to this matter because:*
  - *it relates to information the disclosure of which could reasonably be expected to confer a commercial advantage on a person with whom the council is conducting, or proposing to conduct, business, or to prejudice the commercial position of the council; and*
  - *information the disclosure of which would, on balance, be contrary to the public interest.*
2. *In weighing up the factors related to disclosure,*
  - *disclosure of this matter to the public would demonstrate accountability and transparency of the Council's operations*
  - *Non-disclosure of this item would protect Council's future commercial negotiations and position.*

*On that basis the public's interest is best served by not disclosing the **Salisbury Oval - Residential Feasibility Update Report** item and discussion at this point in time.*
3. *Pursuant to Section 90(2) of the Local Government Act 1999 it is recommended the Council orders that all members of the public, except staff of the City of Salisbury on duty in attendance, be excluded from attendance at the meeting for this Agenda Item.*

CLOSE







**MINUTES OF POLICY AND PLANNING COMMITTEE MEETING HELD IN THE  
COUNCIL CHAMBER, 12 JAMES STREET, SALISBURY ON**

**15 AUGUST 2016**

**MEMBERS PRESENT**

Cr L Caruso (Chairman)  
Mayor G Aldridge  
Cr D Balaza  
Cr S Bedford  
Cr D Bryant  
Cr C Buchanan  
Cr G Caruso  
Cr R Cook  
Cr E Gill  
Cr D Pilkington  
Cr S Reardon (Deputy Chairman)  
Cr G Reynolds  
Cr S White  
Cr J Woodman  
Cr R Zahra

**STAFF**

Chief Executive Officer, Mr J Harry  
General Manager Business Excellence, Mr C Mansueto  
General Manager City Development, Mr T Sutcliffe  
General Manager Community Development, Ms J Trotter  
General Manager City Infrastructure, Mr M van der Pennen  
Manager Governance, Ms T Norman  
Manager Communications and Customer Relations, Mr M Bennington  
Policy Planner, Ms A Berry  
Governance Coordinator, Ms J Rowett  
Governance Support Officer, Ms K Boyd

The meeting commenced at 6:31pm.

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The Chairman welcomed the members, staff and the gallery to the meeting.

### **APOLOGIES**

Apologies were received from Cr D Proleta and Cr B Vermeer.

### **LEAVE OF ABSENCE**

Nil.

### **PRESENTATION OF MINUTES**

Moved Cr R Zahra  
Seconded Cr R Cook

The Minutes of the Policy and Planning Committee Meeting held on 18 July 2016, be taken and read as confirmed.

**CARRIED**

Moved Cr R Zahra  
Seconded Cr E Gill

The Minutes of the Confidential Policy and Planning Committee Meeting held on 18 July 2016, be taken and read as confirmed.

**CARRIED**

### **REPORTS**

#### *Administration*

#### **1.0.1 Future Reports for the Policy and Planning Committee**

Moved Cr R Zahra  
Seconded Cr J Woodman

1. The information be received.

**CARRIED**

**1.1.1 Minutes of the Youth Council Sub Committee meeting held on Tuesday, 9 August 2016**

**1.1.1-YC1 Youth Council Membership**

Moved Cr R Zahra

Seconded Mayor G Aldridge

1. The resignations of Jordan Golley and Abi Davey be received and noted.
2. The resignation of Michael Santos as Deputy Chairman be received and noted.
3. That Joel Winder be appointed as the Deputy Chairman of the Youth Council until February 2107.

**CARRIED**

**1.1.1-YC2 Youth Action Plan Project Team - Status Update**

Moved Cr R Zahra

Seconded Mayor G Aldridge

1. That the information be received.
2. That the title of the third theme, Sports and Arts be changed to Active and Creative Lifestyles.
3. Cresilda Daitol be appointed as Team Leader for the Active Lifestyles - Working Party.
4. Bianca Bilsborow be appointed as Team Leader for the Creative Lifestyles - Working Party.

**CARRIED**

**1.1.1-YC3 Youth Action Plan - Status Update August 2016**

Moved Cr R Zahra

Seconded Mayor G Aldridge

1. The contents be received and noted.

**CARRIED**

**1.1.1-YC4 Twelve25 Salisbury Youth Enterprise Centre - August Update**

Moved Cr R Zahra

Seconded Mayor G Aldridge

1. That the information be received and noted.

**CARRIED**

*Urban Development*

**1.3.1 Salisbury Community Hub Update - Project Control Group**

*Cr Buchanan entered the meeting at 6:33pm*

Moved Cr G Reynolds

Seconded Cr J Woodman

1. That the report be received and the draft Terms of Reference of the Salisbury City Centre Community Hub Project Control Group forming Attachment 1 to this report (Item No. 1.3.1, Policy and Planning Committee, 15/08/16), incorporating membership of the Group, be endorsed.
2. That the “Revised Project Governance Structure” for the Salisbury City Centre Community Hub Project, forming attachment 2 to the Policy and Planning Committee Agenda report of 15/08/2016, be amended to delete reference to the Strategic Property Development Sub Committee, to provide for the Project Control Group to report to the Policy and Planning Committee.
3. That the Chief Executive Officer be authorised to engage suitable external advisors as members of the Salisbury City Centre Community Hub Project Control Group consistent with the endorsed Terms of Reference.
4. That the Elected Member representatives on Council’s Audit Committee be appointed as the Elected Member representatives on the Salisbury City Centre Community Hub Project Control Group.

**CARRIED**

*Cr G Caruso entered the meeting at 6:43pm.*

**1.3.2 Growth Action Plan Review**

Moved Cr S White

Seconded Cr R Zahra

1. The Growth Action Plan, as provided in Attachment 1 (Item No. 1.3.2, Policy and Planning Committee, 15/08/2016) be endorsed.

**CARRIED**

*Cr S Bedford entered the meeting at 6:49pm.*

The meeting closed at 6:53pm.

CHAIRMAN.....

DATE.....

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<b>ITEM</b>	1.0.1
	<b>POLICY AND PLANNING COMMITTEE</b>
<b>DATE</b>	19 September 2016
<b>HEADING</b>	Future Reports for the Policy and Planning Committee
<b>AUTHOR</b>	Michelle Woods, Projects Officer Governance, CEO and Governance
<b>CITY PLAN LINKS</b>	4.3 Have robust processes that support consistent service delivery and informed decision making.
<b>SUMMARY</b>	This item details reports to be presented to the Policy and Planning Committee as a result of a previous Council resolution. If reports have been deferred to a subsequent month, this will be indicated, along with a reason for the deferral.

#### **RECOMMENDATION**

1. The information be received.

#### **ATTACHMENTS**

There are no attachments to this report.

#### **1. BACKGROUND**

- 1.1 Historically, a list of resolutions requiring a future report to Council has been presented to each committee for noting.

#### **2. CONSULTATION / COMMUNICATION**

- 2.1 Internal
  - 2.1.1 Report authors and General Managers.
- 2.2 External
  - 2.2.1 Nil.

### 3. REPORT

3.1 The following table outlines the reports to be presented to the Policy and Planning Committee as a result of a Council resolution:

Meeting Item	- Heading and Resolution	Officer
27/01/2015	<b>Mawson Lakes and Salisbury City Centre Parking Fund</b>	Pat Trimboli
1.2.1	2. A review of the effectiveness of this proposal in generating economic activity and its impact on parking availability be undertaken within two years.	
<b>Due:</b>	February 2017	
22/02/2016	<b>Autism Friendly Play Space</b>	Dameon Roy
1.1.1	3. A further report is prepared for November 2016 with preferred design and location, costs of construction and potential partner funding sources.	
<b>Due:</b>	November 2016	
22/02/2016	<b>Autism Friendly Play Space</b>	General Manager Community Dvt
1.1.1	4. The report to include a longer term plan for increasing the number of autism sensitive play spaces across the city.	
<b>Due:</b>	November 2016	
29/03/2016	<b>Tourism and Visitor Sub Committee Establishment</b>	Michael Bennington
NOM3	6. The Tourism and Visitor Sub Committee be reviewed after 12 months.	
<b>Due:</b>	June 2017	
29/03/2016	<b>Development of Fairbanks Drive Reserve for Joint use with Schools</b>	Chantal Milton
1.1.1	4. Further consideration is given towards the future uses of unused portions of the Reserve for strategic development in the next iteration of projects for consideration and that the outcomes of this analysis is presented to the Strategic Property Development Subcommittee in due course.	
<b>Due:</b>	January 2017	
26/04/2016	<b>Review of the Twelve25 Advisory Group</b>	Rick Henke
1.1.1	1. The Twelve25 Youth Advisory Group continue with a further review to be conducted in February 2017.	
<b>Due:</b>	March 2017	
26/04/2016	<b>Suicide Prevention Action Plan</b>	Julie Fyfe
1.1.2	2. Staff provide a status update report on the Salisbury Community Suicide Prevention Network to council in six months' time. The report to include a copy of the community owned action plan for council's information and an overview of an ongoing role and commitment for City of Salisbury staff.	
<b>Due:</b>	October 2016	

26/04/2016	<b>Mawson Lakes DPA - requirements to receive approval from Minister for Planning</b>	Peter Jansen
GB1	3. That a further report be provided to Council in relation to the proposed Mawson Lakes DPA Part 2 for consideration of the proposed amendments following consideration of appropriate policy content and further discussions with the Department for Planning Transport and Infrastructure.	
<b>Due:</b>	November 2016	
25/07/2016	<b>Request for Sister City Relationship from the City of San Agustin, El Salvador</b>	Jane Trotter
1.1.4-SIPSC3	1. A report be prepared setting out a proposed program for a delegation visit from the City of San Agustin, including resource implications, to enable the Strategic and International Partnership Committee to determine whether an invitation for a delegation can be extended to the City of San Agustin.	
<b>Due:</b>	October 2016	

#### 4. CONCLUSION / PROPOSAL

- 4.1 Future reports for the Policy and Planning Committee have been reviewed and are presented to Council for noting.

#### CO-ORDINATION

Officer:	EXECUTIVE GROUP	GMCD	GMCID	GMCI
Date:	12/09/16	05/09/16	05/09/16	08/09/16





<b>ITEM</b>	1.1.1
	<b>POLICY AND PLANNING COMMITTEE</b>
<b>DATE</b>	19 September 2016
<b>HEADING</b>	Reconciliation Action Plan - Annual Report
<b>AUTHOR</b>	Julie Kalms, Community Planning Project Officer, Community Development
<b>CITY PLAN LINKS</b>	3.4 Be a proud, accessible and welcoming community. 4.1 Strengthen partnerships that enable us to better address our community's priorities.
<b>SUMMARY</b>	This report provides an overview of the work undertaken for the implementation of the Reconciliation Action Plan (RAP) and seeks endorsement for the submission of the City of Salisbury responses for the RAP Impact Measurement Questionnaire to Reconciliation Australia.

## **RECOMMENDATION**

1. The submission to Reconciliation Australia of the 2016 Reconciliation Action Plan Impact Measurement Questionnaire, attached as Appendix 2 (Item No. 1.1.1, Policy and Planning Committee, 19/09/2016) be endorsed.

## **ATTACHMENTS**

This document should be read in conjunction with the following attachments:

1. RAP Status Report July 2016
2. RAP Impact Measurement Questionnaire 2016

## **1. BACKGROUND**

- 1.1 In May 2013 Council endorsed the City of Salisbury's Reconciliation Action Plan (RAP) resolution number 1672/2013. The RAP was registered and endorsed by Reconciliation Australia in June 2013.
- 1.2 A requirement of registering the RAP with Reconciliation Australia is the submission of an annual update on the status of the RAP's implementation via the RAP Impact Measurement Questionnaire. All data provided via this questionnaire contributes to Reconciliation Australia's Impact Measurement Report which outlines the cumulative effect of the RAP program.

1.3 This report will:

- provide a status report in relation to the implementation of the RAP;
- provide a copy of the completed RAP Impact Measurement Questionnaire; and,
- seek endorsement for the online submission of information to Reconciliation Australia for the 2016 RAP Impact Measurement Questionnaire.

## **2. CONSULTATION / COMMUNICATION**

2.1 Internal

- 2.1.1 Relevant staff members have been consulted in the planning, implementation and review of the RAP's actions and the preparation of the Questionnaire responses.

2.2 External

- 2.2.1 The RAP Working Group provides guidance for the RAP and monitors the implementation. Membership comprises:
- Mayor Gillian Aldridge (Co-Chair);
  - Ian Carter – Aboriginal community member (Co-Chair);
  - Frank Wanganeen – Aboriginal community member;
  - Winnie Warrior – Aboriginal community member;
  - Klynton Wanganeen – Aboriginal community member;
  - Jack Buckskin – Aboriginal community member;
  - Muriel O'Loughlin – Department for Education and Child Development (DECD);
  - Raylene Snow and Cheryl Cairns – Marra Dreaming Indigenous Arts;
  - Heather Hewitt – Pooraka Farm Community Centre;
  - Nichola Kapitza – City of Salisbury;
  - Tabatha Pettigrew – City of Salisbury; and
  - Julie Kalms – City of Salisbury.

### 3. REPORT

#### RAP: Context

3.1 The RAP is guided by the following principles:

- Engagement: Good engagement is underpinned by a commitment to building relationships with Aboriginal and Torres Strait Islander people through enhancing cultural awareness, connections, capacity, trust and promoting genuine dialogue.
- Collaboration: Through building meaningful relationships, enhancing respect, and creating opportunities, we commit to moving forward in collaboration with the Aboriginal and Torres Strait Islander community towards reconciliation and closing the gap on disadvantage.
- Participation: Effective participation invites and provides positive, real and relevant opportunities for community members to become involved in all aspects of community life.
- Recognition: Acknowledging the contribution of Aboriginal and Torres Strait Islander culture to the enrichment of the community, we commit to recognising and acknowledging the important role that cultural heritage plays in improving the social, emotional and economic wellbeing of Aboriginal and Torres Strait Islander people and the broader community.

3.2 Council's RAP supports the objectives of the Liveable City strategy to:

- *be a proud, accessible and welcoming community*; and links to the aim of *develop a community where peoples' culture, ideas and their capacity to achieve is supported and valued*;

and, the Enabling Excellence strategy to:

- *strengthen partnerships that better enable us to better address our community's priorities*; and links to the aim of *communicate well with our community and partners*.

#### Status of the RAP's Implementation

3.3 Council's endorsed RAP identifies 30 actions to be undertaken from 2013 to 2016 with the vision: *To work in collaboration with the community to promote a culture of diversity, inclusion and opportunity that supports participation and engagement in all aspects of community life.*

3.4 The current status of these actions is:

- 11 actions have been completed;
- 16 actions are being implemented on an ongoing basis;
- one action is in progress; and
- two actions are currently pending.

3.5 A summary of the status and work undertaken for the RAP implementation is attached as Appendix 1.

Reconciliation Australia reporting requirements

- 3.6 A requirement of registering the RAP with Reconciliation Australia is the annual online submission of the RAP Impact Measurement Questionnaire. This provides an update on the status of the RAP's implementation. The data collected assists Reconciliation Australia measure the cumulative effect of the RAP program. The City of Salisbury's response for the year 1 July 2015 to 30 June 2016 is attached as Appendix 2.
- 3.7 The data entered into the online Questionnaire will be kept confidential. Reconciliation Australia do not publicly release data from any individual organisation, only aggregate data is used to prepare the RAP Impact Measurement Report publication.
- 3.8 However Reconciliation Australia may use the text examples provided to highlight the work the organisation has done in the last 12 months. This is indicated by not checking the tick box question at the completion of the Questionnaire.
- 3.9 It is noted that the RAP Impact Measurement Questionnaire includes questions that are not directly relevant to the City of Salisbury's RAP. Where questions are not relevant to the City of Salisbury's current year's RAP report they are marked as not applicable.

Next RAP development

- 3.10 The next stage of the implementation of the current RAP will focus on maintaining ongoing actions and commencing the process for a pending action 'The Reconciliation Action Plan is refreshed every three years in consultation with Council's RAP Working Group and Reconciliation Australia'.
- 3.11 The next RAP will be guided by the templates provided by Reconciliation Australia. A process is being developed to establish a cross-departmental project team for the development of the next RAP. This team will assist with the development and implementation of consultation sessions; development of the next RAP; and, identification of potential risks and resourcing implications. It is anticipated that the draft of the next RAP will be prepared in the first quarter 2017.

**4. BUDGET IMPLICAITONS**

- 4.1 The implementation of the RAP is resourced through Council's annual budget allocations for Aboriginal Development. This comprised for 2015/16:
- \$3,500 for Reconciliation/ NAIDOC Weeks activities;
  - \$12,500 which includes the Phoebe Wanganeen Aboriginal and Torres Strait Islander Scholarships;
  - \$2,500 project funds; and,
  - \$1,500 for Just Too Deadly Education Achievement Awards – northern Adelaide.
- 4.2 It is noted that in the 2016/17 budget an additional \$10,000 has been allocated for Reconciliation/NAIDOC Weeks activities, bringing the total for this budget activity to \$13,500.

## **5. CONCLUSION / PROPOSAL**

- 5.1 Since the endorsement of the RAP in May 2013 significant work has been undertaken on the implementation of the actions. To date 11 actions have been completed; 16 actions are ongoing; one action is in progress and two actions are pending.
- 5.2 All actions have been implemented utilising existing budget allocations or from external funding secured for specific projects.
- 5.3 Reconciliation Australia requires an annual RAP Impact Measurement Questionnaire to be completed that reports on Council's progress of the RAP.
- 5.4 The 2016 response to the RAP Impact Measurement Questionnaire has been prepared and endorsement is sought to enable its online submission to Reconciliation Australia.
- 5.5 A process is being developed to commence the pending action 'The Reconciliation Action Plan is refreshed every three years in consultation with Council's RAP Working Group and Reconciliation Australia'.

## **CO-ORDINATION**

Officer: EXECUTIVE GROUP  
Date: 13/09/2016



**Status Report - Reconciliation Action Plan Implementation July 2016**

Action	Timeline	Progress	Comment 2014	Comment 2015	Comment 2016
<b>Key Direction 1: Strengthening Relationships</b> <i>Through acknowledging and working with Aboriginal community members, Council will be better placed to enhance service delivery, share knowledge and develop opportunities for greater participation and engagement.</i>					
Establishment of the RAP Working Group: the City will establish the reconciliation working group, comprising Aboriginal and non-Aboriginal representatives, to support the development of the RAP and oversee its implementation.	May 2013	Completed	<ul style="list-style-type: none"> <li>The RAP Working Group was established.</li> <li>First meeting held on 16 April 2013.</li> <li>The Working Group meetings are held on a quarterly basis.</li> </ul>	The RAP Working Group continues as a functioning committee including developing implementation plans and monitoring actions.	The RAP Working Group continues developing implementation plans and monitoring actions.
Recognition of significant dates: the City will recognise and support a program of events significant to Aboriginal dates.	Ongoing	Ongoing	<ul style="list-style-type: none"> <li>Reconciliation Week and NAIDOC Weeks are recognised with a range of activities across the City of Salisbury.</li> <li>A list of selected significant Aboriginal dates is available on the City of Salisbury Reconciliation website, as approved by the RAP Working Group.</li> <li>A selection of significant Aboriginal and Torres Strait Islander dates appears in the City of Salisbury Calendar; and Cultural Events calendar.</li> <li>Display of Banners in Council foyer between</li> </ul>	2014 actions continue in 2015.	Actions continue in 2016. This included eleven activities held across Salisbury to recognise and celebrate Reconciliation and NAIDOC Weeks.

Action	Timeline	Progress	Comment 2014	Comment 2015	Comment 2016
			Reconciliation and NAIDOC weeks.		
Collaboration: the City will engage collaboratively with Aboriginal people to develop better ways of working and understanding between the community and Council.	June 2014	Completed	<ul style="list-style-type: none"> <li>Aboriginal members of the RAP Working Group consulted and provide advice on implementing RAP actions.</li> <li>A draft Aboriginal Community Engagement Strategy to complement, and be included in the Council's Community Engagement Handbook, has been developed – to be presented to the RAP Working Group for consultation and endorsement in 2014.</li> </ul>	Aboriginal and Torres Strait Islander Community Engagement Guidelines have been endorsed by the RAP Working Group and included in the Council's Community Engagement Handbook.	Aboriginal and Torres Strait Islander Community Engagement Guidelines are included in the Council's Community Engagement Handbook.
Resource promotion: the City will work to create greater awareness of Council grants, resources, services and programs in the Aboriginal community.	June 2014	Ongoing	RAP Working Group members will be provided with information about Council grants, resources, services and programs to disseminate through their community networks.	2014 action continues in 2015.	Action continues in 2016.
Cultural arts partnership: the City will continue to develop arts and cultural partnerships for the delivery of Aboriginal arts programs, including the existing partnership with Marra Dreaming.	Ongoing	Ongoing	Representatives from Marra Dreaming have met with Council staff to: plan an artwork designed for the NAIDOC exhibition; and the delivery of arts activities as part of 2014 Reconciliation/ NAIDOC program.	Marra Dreaming have commenced work for the 2015 NAIDOC exhibition. Cultural arts/crafts program was included in the Salisbury Secret Garden Family Fun night; and, painting of one of the pianos for public	MoU with Marra Dreaming Indigenous Arts (2015 – 2017) to deliver Indigenous arts and cultural projects as part of the City's Cultural; and Aboriginal development programs. Cultural arts/crafts program was included in the Salisbury Secret



Action	Timeline	Progress	Comment 2014	Comment 2015	Comment 2016
				availability through the Salisbury Secret Garden.	Garden; and, St Kilda Celebrates family event.
Community support: the City will support Aboriginal community groups in establishing networks.	Ongoing	Ongoing	Consideration is being given by the RAP Working Group regarding how the existing education centre at the Greenfields site can be utilised to support Aboriginal groups and cultural activities.	2014 action continues in 2015.	Kaurna representative position on the Tourism and Visitor Strategy sub- committee.
<b>Key Direction 2: Enhancing Respect</b>					
<i>Promoting respect for Aboriginal culture and communities will increase the City of Salisbury's capacity to embrace diversity and create stronger relationships.</i>					
Acknowledgement protocols: the City will develop protocols which show recognition of Aboriginal culture and heritage. This will include: Acknowledgement of Country; Welcome to Country; and flag display	December 2013	Completed	<ul style="list-style-type: none"> <li>• 'Welcome to Country' and 'Acknowledgement to Country' protocols and guidelines endorsed by Council in March 2014.</li> <li>• Protocols included on Council's website and have been provided to all Council staff.</li> <li>• The display of the Aboriginal flag included in Council's endorsed flag policy.</li> <li>• Flag on permanent display from December 2013.</li> </ul>	'Welcome to Country' continues to be presented at various forums including Citizenship Ceremonies, annually at a Council meeting; and CoS staff familiarisation sessions.	'Welcome to Country' or 'Acknowledgement to Country' continues to be presented at Citizenship Ceremonies; 'Acknowledgement to Country' read at Council meetings; and 'Welcome to Country' presented at some major events eg: Salisbury Secret Garden launch and St Kilda Celebrates event.
Cultural awareness: the City will develop and implement a phased Aboriginal cultural awareness and development program for all City of Salisbury staff, Elected	Ongoing	Ongoing	<ul style="list-style-type: none"> <li>• An Aboriginal Cultural Awareness session is being planned for Senior Managers in 2014.</li> <li>• Two 'Understanding</li> </ul>	<ul style="list-style-type: none"> <li>• Welcome to Country and Aboriginal Cultural Awareness has been included in the CoS Familiarisation session</li> </ul>	<ul style="list-style-type: none"> <li>• 18 senior staff attended Aboriginal cultural awareness sessions in 2015.</li> <li>• Further Aboriginal cultural</li> </ul>

Action	Timeline	Progress	Comment 2014	Comment 2015	Comment 2016
Members and volunteers.			<p>Cultural Awareness in the Workplace' sessions to be held on 7 July at Twelve25 and Morella Community Centre as part of the Reconciliation/ NAIDOC activities.</p> <ul style="list-style-type: none"> <li>When updated, the Volunteer Handbook will include an Acknowledgement to Country statement and a link to the Reconciliation Action Plan.</li> </ul>	<p>for 14 new staff.</p> <ul style="list-style-type: none"> <li>Aboriginal cultural awareness session is planned for Community Development Managers in June 2015.</li> <li>Aboriginal Cultural Awareness sessions are being planned for Senior Staff in June 2015.</li> <li>The Volunteer Handbook includes an Acknowledgement to Country statement and a reference to the Reconciliation Action Plan.</li> <li>11 Library staff attended Cultural awareness training in April 2015.</li> </ul>	<p>awareness information sessions are being planned for staff in 2016.</p> <ul style="list-style-type: none"> <li>Welcome to Country and Aboriginal cultural information included in the CoS Executive Induction sessions for new staff.</li> <li>3 slides have been included about Aboriginal culture information and Reconciliation Action Plan on the staff online induction modules.</li> <li>A bus tour format has been developed to be available for Aboriginal Cultural awareness sessions.</li> </ul>
Indigenous Land Use Agreement (ILUA): the City will continue its commitment to involvement in the Local Government Association ILUA negotiation and the development of Aboriginal Heritage protocols as part of the Agreement.	Unknown	In progress	<p>The ILUA has been drafted Council endorsed being a signatory. ILUA is still being finalised. Completion date unknown at this time.</p>	<p>The Council has signed and awaiting the formal registration of the ILUA.</p>	<p>The Council has signed and awaiting the formal registration of the ILUA.</p>

Action	Timeline	Progress	Comment 2014	Comment 2015	Comment 2016
Wodliparri trail renewal: the City commits to working with the Pledger family and Tauondi College in the renewal and upkeep of Wodliparri Trail in Kurna Park.	Continuous upkeep	Ongoing	<ul style="list-style-type: none"> <li>Initial discussions have been held with Council staff from Natural Resource Management, Landscape Design, Parks &amp; Landscape, Community Planning and Vitality and representatives to progress this action.</li> <li>Signage incorporating information about Kurna Park and Aboriginal heritage is currently being developed by staff in consultation with the RAP Working Group.</li> </ul>	<ul style="list-style-type: none"> <li>Signage incorporating Aboriginal Cultural information about Tapa Wardlipari at Kurna Park has been developed and installed in consultation with the RAP Working Group.</li> <li>The Tapa Wardlipari information sheets are currently being updated in consultation with members of the RAP Working Group.</li> </ul>	Final edits for the Tapa Wardlipari information sheets are being updated with representatives from the RAP Working Group.
Art displayed in Council buildings: the City will incorporate the use and display of Aboriginal art/design in public buildings/spaces with appropriate explanation of significance and meaning.	Ongoing	Ongoing	<ul style="list-style-type: none"> <li>Representatives from Marra Dreaming have met with Council staff to plan artwork for the 2014 NAIDOC exhibition. This artwork will be available for display in a Council building after the exhibition.</li> <li>Aboriginal artworks are displayed in committee rooms and the Jack Bormann meeting room and the artists acknowledged.</li> <li>Aboriginal artists' works</li> </ul>	<ul style="list-style-type: none"> <li>Marra Dreaming have commenced work for the 2015 NAIDOC exhibition. Cultural arts/crafts program was included in the Salisbury Secret Garden Family Fun night; and painting of one of the pianos for public availability through the Salisbury Secret Garden.</li> <li>Aboriginal artists' works have been incorporated into exhibitions and</li> </ul>	<ul style="list-style-type: none"> <li>Art works from previous exhibitions are displayed in Council's Committee Room 1; Executive offices; and Council Chamber.</li> <li>The piano from 2015 Salisbury Secret Garden is on permanent display in the John Harvey Gallery.</li> </ul>

Action	Timeline	Progress	Comment 2014	Comment 2015	Comment 2016
			have been incorporated into exhibitions and exhibition spaces in Council throughout the year.	exhibition spaces in Council throughout the year.	
Cultural promotion: the City will identify opportunities to promote Aboriginal culture through its website, social media, publications, and media.	Ongoing	Ongoing	<ul style="list-style-type: none"> <li>The Council's Website provides information about: the RAP; Acknowledgement Protocols; significant dates; and link to the Reconciliation/NAIDOC program.</li> <li>Copies of the RAP were made available through Council's Community Centres, Libraries and Council Office – James Street.</li> <li>An article about the launch of the RAP appeared in the autumn 2014 edition of Salisbury Aware.</li> <li>A selection of significant Aboriginal and Torres Strait Islander dates appears in the City of Salisbury Calendar; and cultural events calendar.</li> </ul>	<ul style="list-style-type: none"> <li>Promotion of the Reconciliation &amp; NAIDOC program 2015 appeared in Salisbury Aware Autumn edition; and is available on the Council's website.</li> <li>Copies of the RAP are available through Council's website and Council Office – James Street.</li> </ul>	<ul style="list-style-type: none"> <li>Promotion of the Reconciliation &amp; NAIDOC program 2016 appeared in Messenger Live it Up, Salisbury Aware and is available on the Council's Reconciliation website.</li> <li>Copies of the RAP are available through Council's Reconciliation website and Council Office – James Street.</li> <li>A selection of significant Aboriginal and Torres Strait Islander dates appears in the City of Salisbury Calendar; and cultural events calendar.</li> <li>The Council's Website provides information about: the RAP; Acknowledgement Protocols; significant dates; and link to the Reconciliation &amp; NAIDOC program of events.</li> </ul>

Action	Timeline	Progress	Comment 2014	Comment 2015	Comment 2016
RAP Launch: the City will launch and promote the Reconciliation Action Plan through a civic event.	July 2013	Completed	The RAP was launched on 4 December 2013 with a civic reception planned in consultation with the RAP Working Group.		
RAP registration: the City will register the Reconciliation Action Plan on the Reconciliation Australia website.	May 2013	Completed	The RAP was registered with Reconciliation Australia, who has endorsed it in June 2013 and the Plan uploaded to the Reconciliation Australia website.		
Heritage markers and signage: the City will implement the corporate signage policy in consultation with Reconciliation Action Plan Working Group for the provision of heritage markers and signage recognising Aboriginal culture and history.	Ongoing	Ongoing	<ul style="list-style-type: none"> <li>The Kurna Heritage Marker Public Artwork "Together Woven" located at Greenfields Wetlands was launched in May 2013.</li> <li>Signage that incorporates information about Kurna Park and Aboriginal heritage is currently under development, in consultation with RAP Working Group members.</li> </ul>	<ul style="list-style-type: none"> <li>Signage that incorporates information about Tapa Wardlipari and Aboriginal heritage has been completed and installed at Kurna Park in consultation with RAP Working Group members.</li> <li>Discussions have commenced for planning cultural signage at three sites in Mawson Lakes.</li> </ul>	The text for the Cultural signage for three sites in Mawson Lakes has been approved by representatives from the RAP Working Group. Planning for the development of this signage is in progress.
Library resources: the City will make available a range of resources for children and young people to educate about Aboriginal culture and history.	December 2013	Completed	<ul style="list-style-type: none"> <li>Audit undertaken of Aboriginal resources in December 2013. Audit findings have been reviewed by the RAP Working Group in February 2014.</li> </ul>	<ul style="list-style-type: none"> <li>Activities continue including Dreamtime story and craft; and Aboriginal artefacts and the Dreamtime during NAIDOC week.</li> </ul>	<ul style="list-style-type: none"> <li>Activities continue including basking weaving craft; and Aboriginal cultural display during NAIDOC week.</li> <li>Aboriginal Culture and</li> </ul>

Action	Timeline	Progress	Comment 2014	Comment 2015	Comment 2016
			<ul style="list-style-type: none"> <li>The outcome was to include Kurna language resources in the City's library collection.</li> </ul>	<ul style="list-style-type: none"> <li>Aboriginal Culture and History resources including books, AV and newspapers are purchased for the library collection.</li> </ul>	History resources including books, AV and newspapers are purchased for the library collection.
Awards: the City will promote all awards programs and encourage nominations from the Aboriginal community.	Ongoing	Ongoing	As Council awards are promoted the information will be sent to RAP Working Group members for circulation through their networks.	2014 action continues in 2015.	Action continues 2016.
<b>Key Direction 3: Building Opportunities</b> <i>Increasing and enhancing opportunities for Aboriginal people to actively and meaningfully participate in the social, economic and political activities in Salisbury.</i>					
Traineeships: the City will explore the feasibility of providing traineeships to Aboriginal young persons.	April 2014	Completed	<ul style="list-style-type: none"> <li>Pilot program undertaken in partnership with IS Australia and other Councils (Playford, Tea Tree Gully and Adelaide).</li> <li>Ten people successfully went through the five week Foundation Course with IS Australia, of those four applied for three trainee positions in Salisbury Council.</li> <li>Two applicants were offered positions through merit selection and one accepted. The Trainee</li> </ul>	The Aboriginal trainee who commenced in April 2014 has completed a 12 month milestone of an 18 month traineeship in HACC Administration.	The Aboriginal trainee who commenced in April 2014 has completed the traineeship in HACC Administration in October 2015. This included undertaking a Certificate 3 in Business Administration. Opportunities for traineeships are continuing to be explored.

Action	Timeline	Progress	Comment 2014	Comment 2015	Comment 2016
			position is with the Aged Care Team. <ul style="list-style-type: none"> <li>A further outcome is to review Council's traineeships including the pilot's findings.</li> </ul>		
Procurement: the City will investigate the potential to incorporate Aboriginal supplier diversity in procurement practices to provide employment and economic development opportunities for Aboriginal people and / or their businesses.	Ongoing	Ongoing	<ul style="list-style-type: none"> <li>Potential of including Social Inclusion consideration in Procurement Policy.</li> <li>Social Inclusion is currently a consideration in forward planning.</li> </ul>	Within the 2015 update of the Council's Procurement Policy, a Sustainable Procurement section has been added which specifically "...encourages the consideration, where deemed appropriate, of sustainable and social inclusion elements such as: <ul style="list-style-type: none"> <li>Creating employment and training opportunities (particularly among disadvantaged groups such as people with disability or mental illness, migrants, Indigenous) thus providing social inclusion and an opportunity for those to participate in the local community.</li> <li>Diversity and equality in the supplier market – encouraging a diverse</li> </ul>	2015 action continues in 2016. As part of the Northern Economic Assessment Model there will be consideration to Aboriginal businesses.



Action	Timeline	Progress	Comment 2014	Comment 2015	Comment 2016
				base of suppliers (e.g. minority or under-represented suppliers). <ul style="list-style-type: none"> <li>Local sustainability – building and maintaining healthy, strong communities, support social inclusion and enhancing wellbeing of local residents by striving to generate local employment.”</li> </ul>	
Education: the City recognises and supports the academic achievements and aspirations of Aboriginal students by providing or supporting the following education programs: three tertiary education scholarships per annum (Phoebe Wanganeen Indigenous Scholarships) and Just Too Deadly Educational Achievement Awards.	Ongoing	Ongoing	<ul style="list-style-type: none"> <li>Phoebe Wanganeen Indigenous Scholarships awarded to two students in 2013.</li> <li>Scholarship in process of being awarded in 2014.</li> <li>Council supported the 2013 'Just Too Deadly' Educational Achievement Awards for year 7 students in northern Adelaide.</li> </ul>	<ul style="list-style-type: none"> <li>Phoebe Wanganeen Indigenous Scholarships awarded to three students in 2015.</li> <li>One Scholarship recipient continuing from 2014.</li> <li>One Scholarship recipient continuing from 2013.</li> <li>Council supported the 2014 'Just Too Deadly' Educational Achievement Awards for year 7 students in northern Adelaide.</li> <li>Department of Prime Minister and Cabinet funding received to continue work of Closing the Gap for</li> </ul>	<ul style="list-style-type: none"> <li>Phoebe Wanganeen Aboriginal and Torres Strait Islander Scholarship awarded to one student in 2016.</li> <li>A further scholarship recipient is continuing from 2015.</li> </ul>



Action	Timeline	Progress	Comment 2014	Comment 2015	Comment 2016
				Aboriginal School Attendance – Northern Adelaide (Salisbury, Playford, and Gawler). In collaboration with DECD, Catholic Education and Independent Schools, four regional forums for Aboriginal families during May/ June 2015 are being implemented to highlight the importance of schools attendance; and, developing strategies to support students to increase school attendance and participation.	
Employment training: the City commits to supporting the Salisbury Parks and Gardens Course to provide opportunities to gain horticultural skills and employment for Aboriginal youth.	2014	Pending	Memorandum of Understanding to be developed by January 2015		Exploring alternate partnerships with Tauondi College or other training providers.
Closing The Gap: the City will participate in the Northern Adelaide Urban and Regional Strategy around Closing The Gap partnership to jointly identify local problems and solutions, in	Ongoing until 2014	Completed	<ul style="list-style-type: none"> <li>The City of Salisbury is a member of the Urban and Regional Strategy: Northern Adelaide Solutions Group (NASG) that guides and advises</li> </ul>	Department of Prime Minister and Cabinet funding was received to continue the work of Closing the Gap for Aboriginal School Attendance –	

Action	Timeline	Progress	Comment 2014	Comment 2015	Comment 2016
collaboration with Salisbury Aboriginal community.			<p>on local work to Close the Gap of Indigenous Disadvantage. Links with the City of Salisbury has included liaison with HACC.</p> <ul style="list-style-type: none"> <li>• Council representative on the NC21 Engagement and Aspirations Working Party, a task group of Northern Adelaide Regional Collaboration.</li> <li>• Works being undertaken with the NASG in relation to the implementation of Council's Drug and Alcohol Framework.</li> </ul>	<p>Northern Adelaide (Salisbury, Playford, and Gawler). In collaboration with DECD, Catholic Education and Independent Schools, four regional forums for Aboriginal families during May/ June 2015 are being implemented to highlight the importance of schools attendance; and, developing strategies to support students to increase school attendance and participation.</p>	
HACC Services: the City will develop culturally responsive Home and Community Care (HACC) services in consultation with Aboriginal seniors.	2013	Ongoing	<p>A partnership has been developed with the NASG and City of Salisbury HACC program. Outcomes have included:</p> <ul style="list-style-type: none"> <li>• participation in a broader partnership between NASG Aboriginal Elders and Community Care Services Inc., City of Playford and the Town of Gawler to develop strategies aimed at improving information provision and HACC service co-ordination for</li> </ul>	<ul style="list-style-type: none"> <li>• Collaboration between NASG, Aboriginal Elders and Community Care Services Inc., City of Playford and the Town of Gawler to develop strategies aimed at improving information provision and HACC service co-ordination for Aboriginal Seniors in Salisbury and the Northern region.</li> <li>• With partners the Salisbury Seniors' Yarning Circle commenced March</li> </ul>	<ul style="list-style-type: none"> <li>• The Aboriginal specific social group has commenced. There has been an increase in Aboriginal people attending the Jack Young Centre.</li> <li>• Aboriginal people have been supported through the Home Assist Services.</li> <li>• A collaborative partnership is being explored with the Pooraka Farm Community centre to increase engagement of Aboriginal people in social participation.</li> </ul>

Action	Timeline	Progress	Comment 2014	Comment 2015	Comment 2016
			<p>Aboriginal Seniors in the Northern region;</p> <ul style="list-style-type: none"> <li>in partnership with the above agencies collaboratively planned a regional HACC forum/information session for Aboriginal Elders. Salisbury hosted this forum on 4/04/14 engaging approximately 20 Aboriginal Elders and 20 service providers. This partnership with continue to meet; and</li> <li>an 18 month traineeship has been arranged for an Aboriginal trainee with the Salisbury HACC team.</li> </ul>	<p>2015 and meets each month at the Jack Young Centre.</p> <ul style="list-style-type: none"> <li>The Aboriginal trainee who commenced in April 2014 has completed a 12 month milestone of an 18 month traineeship in HACC Administration.</li> <li>Currently two Aboriginal, Northern Carer groups meet monthly at the Jack Young Centre.</li> </ul>	<ul style="list-style-type: none"> <li>Two Aboriginal Northern Carer groups continue to meet monthly at the Jack Young Centre.</li> </ul>
Health and Wellbeing: the City will aim to increase participation of Aboriginal people in physical activity and healthy eating programs, which includes exploring partnerships and funding opportunities.	Ongoing	Ongoing		<ul style="list-style-type: none"> <li>Discussions are being held with Sports Development Officer and Aboriginal Community Education Manager (DECD) with Netball South Australia about Aboriginal coaching clinics for umpiring and coaching.</li> <li>Initial discussions held with OPAL and Aboriginal Community Education Manager</li> </ul>	The funding application to the Office for Recreation and Sport for the establishment of an Aboriginal Sports Development Plan has been successful. \$10,000 has been allocated to this project. Through Sports Development a Working Group will be established to support the implementation of this project. This will incorporate the Netball actions from 2015.

Action	Timeline	Progress	Comment 2014	Comment 2015	Comment 2016
				(DECD) about involvement in Aboriginal family get together.	
<b>Tracking Progress and Reporting</b>					
Final version of the RAP is endorsed by Salisbury Council.	June 2013	Completed	The RAP endorsed by Council in May 2013.		
The RAP is submitted to Reconciliation Australia for endorsement.	June 2013	Completed	The RAP was registered with Reconciliation Australia, endorsed in June 2013 and the Plan uploaded to the Reconciliation Australia website after the Launch event on 4 December 2013.		
The RAP is launched.	July 2013	Completed	The Reconciliation Action Plan was launched at an event held in the John Harvey Gallery on 4 December 2013. The event included Welcome to Country, an Aboriginal cultural performance and key note speakers. The launch concluded with the Aboriginal flag raising ceremony.		
The RAP is promoted internally within the City of Salisbury and made available to the public on the Council website and the Reconciliation Australia websites.	Ongoing	Ongoing	The RAP was circulated to Community Centres, Libraries and Council's James Street Reception area. The Plan is available on Council's Reconciliation and the Reconciliation Australia websites.	2014 action continues in 2015.	Action continues 2016.

Action	Timeline	Progress	Comment 2014	Comment 2015	Comment 2016
The RAP report is produced annually and submitted to Reconciliation Australia and to Council.	June Annually	Ongoing	The RAP report drafted and submitted to Council for approval. The Reconciliation Australia's RAP Report: Impact Measurement Questionnaire to be submitted in June 2014.	The RAP report drafted and submitted to Council for approval. The Reconciliation Australia's RAP Report: Impact Measurement Questionnaire to be submitted by September 2015.	The RAP report to be submitted to Council for approval. The Reconciliation Australia's RAP Report: Impact Measurement Questionnaire to be submitted in September 2016.
The RAP is refreshed every three years in consultation with Council's RAP Working Group and Reconciliation Australia	January – June 2016	In progress	The RAP will be programmed for review in 2016.		Process being scoped for the development of the next RAP.



## Reconciliation Australia's: RAP Impact Measurement Questionnaire 2016

### Purpose

Reporting on the Reconciliation Action Plan (RAP) is an annual mandatory requirement of the RAP program and organisations are required to complete the online RAP Impact Measurement Questionnaire every 12 months. The Questionnaire is designed to measure progress against the minimum requirements of the RAP Program.

Data submitted through the RAP Impact Measurement Questionnaire contributes to Reconciliation Australia's annual RAP Impact Measurement Report, which outlines the collective impact of the RAP program. This data will enable Reconciliation Australia to determine the effectiveness of the RAP program. Additionally, the achievements and key learnings will assist Reconciliation Australia to further develop the RAP Program.

All data entered into the online RAP Impact Measurement Questionnaire will be kept confidential. Reconciliation Australia do not publicly release data from any individual organisation, aggregate data is used to prepare the RAP Impact Measurement Report publication.

However Reconciliation Australia may use the examples provided in the free-text fields to highlight the work the organisation has done in the last 12 months towards reconciliation. Note: this is indicated by not checking the tick box question at the completion of the questionnaire.

### City of Salisbury Questionnaire responses

#### Notes:

- If the organisation has not achieved outcomes in any of the areas indicated in the report answer '0'.
- If the question is not relevant to your organisation, check the 'N/A' box.
- Responses are recorded in *italic*.
- The questionnaire format limits the information that can be included for responses.

### RAP Contact Details

#### Organisation

Name: *City of Salisbury*

Total number of employees: *475*

Total number of students (Tertiary Institutions only): *N/A*

#### Reporting Period

Report Period: *1 July 2015 – 30 June 2016*

#### RAP Contact Details

Name: *Julie Kalms*

Email: [jkalms@salisbury.sa.gov.au](mailto:jkalms@salisbury.sa.gov.au)

Phone: *(08) 8406 8304*

### Relationships

#### Donations

1. What is the dollar value of donations made to Aboriginal and Torres Strait Islander organisations in the reporting period?

Dollars: *0*

Partnerships

2. How many Aboriginal and Torres Strait Islander organisations have you formed or maintained partnership within the last 12 months?

Number of formal partnerships: 1

Number of informal partnerships: 0

3. We would really like to highlight the partnerships between RAP partners and Aboriginal and Torres Strait Islander organisations. Have you got a story to tell us that we can share?

*The City of Salisbury's ongoing partnership with Marra Dreaming Indigenous Arts was developed to enhance the Council's arts and cultural projects. In the previous year this has included Marra Dreaming artists facilitating cultural arts/ crafts workshops at significant events such as Salisbury Secret Garden (Fringe event) and St Kilda Celebrates family event. Two basket-weaving workshops were also facilitated during NAIDOC week; one at the Senior's Centre and the other at a library as part of a school holiday program.*

*Additionally a selection of artworks from previous Marra Dreaming exhibitions at Council are on display in the Council Chamber and committee rooms.*

Participation

4. How did your organisation participate in National Reconciliation Week (NRW) this year?

*The City of Salisbury celebrates Reconciliation and NAIDOC Weeks with a program of events/activities held across the Salisbury community. A promotion brochure for the public events/activities is developed and distributed across the local and wider community; and can be accessed at [www.salisbury.sa.gov.au/Learn/Arts\\_and\\_Culture/Reconciliation](http://www.salisbury.sa.gov.au/Learn/Arts_and_Culture/Reconciliation). In 2016 ten public events/activities and one school activity were held during Reconciliation and NAIDOC Weeks.*

*During Reconciliation Week 2016 two of these activities were:*

- *Program launch event 'Reconciliation in the North morning tea' with an Aboriginal keynote speaker presenting about 'Our History, Our Story' and two Aboriginal youth speakers presenting about 'Our Future.'*
- *'Call of Country' History SA exhibition recognising Aboriginal and Torres Strait Islander military service.*

5. How did your organisation raise awareness of its RAP in the last 12 months?

*Awareness of the RAP was raised through:*

- *the RAP being publicly available on the City of Salisbury Reconciliation website at [www.salisbury.sa.gov.au/Learn/Arts\\_and\\_Culture/Reconciliation](http://www.salisbury.sa.gov.au/Learn/Arts_and_Culture/Reconciliation)*
- *copies of the RAP being available to the public at Council's main reception area.*
- *the RAP being highlighted at meetings with new reconciliation contacts and with ongoing partners.*
- *the RAP being promoted anecdotally through members of the RAP Working Group.*

RespectCultural Learning

6. What is the target number of staff that you committed to undertake cultural awareness training in the reporting period? N/A

7. How many staff have undertaken cultural awareness training during the last 12 months? N/A

Note: Staff training has been undertaken but not during the current reporting period. Plans are in progress for cultural awareness sessions to be available for staff.



**8. How did your organisation celebrate NAIDOC week this year?**

*The City of Salisbury celebrates Reconciliation and NAIDOC Weeks with a program of events/activities held across the Salisbury community. During NAIDOC Week 2015 events/activities were:*

- *NAIDOC Art Exhibition: with silk paintings developed through a workshop run with Marra Dreaming.*
- *Aboriginal artefacts and the Dreamtime: Aboriginal presenter sharing information about Aboriginal culture.*
- *Better Worlds Art Gallery: Aboriginal Dreaming exhibition.*
- *Standing on Sacred Ground: Aboriginal Flag raising ceremony and cultural activities.*
- *Aboriginal Celebration: music and art by Aboriginal artists (for youth aged 12 – 25 years).*
- *Dreamtime Story and Craft (for children under 8 years).*
- *Aboriginal Skies Course: presented by Adelaide Planetarium.*

**9. Does your organisation have a story to share about how Aboriginal and Torres Strait Islander histories and cultures have been promoted and/or celebrated within the workplace?**

*Aboriginal history and culture are promoted within the workplace through a range of strategies including:*

- *The Aboriginal flag is permanently displayed in front of Council's main building.*
- *Information about the Reconciliation Action Plan and local Kaurna culture and heritage are included as modules within the staff online induction modules.*
- *Cultural Awareness sessions for staff are being scheduled during 2016/2017 financial year.*
- *Information about Aboriginal Reconciliation is available for staff on the Intranet with links to relevant Council sites.*
- *Acknowledgment to Country is read at Council meetings.*
- *Welcome to Country and Acknowledgement to Country protocols are available on the Council's Reconciliation website.*
- *Reconciliation and NAIDOC Weeks are recognised and celebrated with a program of events/activities held across the Salisbury Community, mostly at Council sites.*
- *Display of banners in the Council's reception area for Reconciliation and NAIDOC Weeks.*
- *Aboriginal artworks are displayed within the Council Chamber and committee rooms.*
- *A selection of significant dates are available on the Council's Reconciliation website and in the City of Salisbury calendar.*

**Opportunities**Pro bono

**10.** What is the value of pro-bono services provided to Aboriginal and Torres Strait Islander organisations or communities in the last 12 months? *N/A*

Employment

**11.** What is your target for Aboriginal and Torres Strait Islander employment? *N/A*

**12.** How many Aboriginal and Torres Strait Islander staff does your organisation currently employ? *N/A*

Note: The City of Salisbury currently employs Aboriginal staff, however data is not collected on identifying staff who are Aboriginal and/or Torres Strait Islander.

**13.** How many Aboriginal and Torres Strait Islander staff did you retain in your organisation throughout the reporting period? *N/A*

**14.** Did your organisation provide pre-employment training for Aboriginal and Torres Strait Islander people? *N/A*

15. Did your organisation mentor Aboriginal and Torres Strait Islander staff? *N/A*
16. Did your organisation provide on-the-job training or career development to Aboriginal and Torres Strait Islander people? *Yes*
17. Did your organisation develop new human resources processes and procedures (procedures to support and enhance your organisation being a preferred place of employment for Aboriginal and Torres Strait Islander peoples)? *N/A*
18. Did your organisation advertise vacancies in Aboriginal and Torres Strait Islander media? *N/A*
19. We'd really like to know of the contributions your organisation has made towards recruiting and retaining Aboriginal and Torres Strait Islander staff. Have you got a story to share? *N/A*

#### Business

20. What is the dollar value of goods and/or services procured from Aboriginal and Torres Strait Islander businesses in the reporting period: *\$5155*
21. How many Aboriginal and Torres Strait Islander businesses did you enter into a contract with during the reporting period? *1*  
Note: Marra Dreaming Indigenous Arts
22. Is your organisation a Supply Nation member? *No*

#### Education

23. What is the dollar value of contributions to Aboriginal and Torres Strait Islander education scholarships in the reporting period? *\$12,500*
24. What is the dollar value of contributions to organisations that support Aboriginal and Torres Strait Islander students? *\$1,500*
25. Please tell us about the impact of any other 'Opportunity' actions your organisation has implemented over the reporting period. *N/A*
26. Please add any comments or stories that you would like to share about your experiences about delivering on your organisation's RAP commitments this year.

*The City of Salisbury has continued their commitment to the reconciliation process, primarily through the actions in the Reconciliation Action Plan. In addition to actions undertaken during this reporting period, many of the previous years' actions are ongoing. Future actions will continue to focus on opportunities for staff and community to engage with the reconciliation journey.*

- ☐ Please tick this box if you do **not** wish Reconciliation Australia to use the information you provided in the free-text fields in future publications.

<b>ITEM</b>	1.1.2
	<b>POLICY AND PLANNING COMMITTEE</b>
<b>DATE</b>	19 September 2016
<b>HEADING</b>	Salisbury Oval Masterplan Concept and Engagement Strategy
<b>AUTHORS</b>	Jane Trotter, General Manager Community Development, Community Development Mark van der Pennen, General Manager City Infrastructure, City Infrastructure
<b>CITY PLAN LINKS</b>	1.4 Have well planned urban growth that stimulates investment and facilitates greater housing and employment choice. 2.3 Have natural resources and landscapes that support biodiversity and community wellbeing. 3.2 Have interesting places where people want to be.
<b>SUMMARY</b>	<p>The development of the Salisbury Oval Precinct as an integrated recreation and residential hub has been identified as a key strategic project for the future development of the Salisbury City Centre.</p> <p>Following a period of community and stakeholder engagement and design workshop with Elected Members a draft Masterplan for the Salisbury Oval precinct has been prepared.</p> <p>This report should be read in conjunction with confidential Item No. 1.10.1 Policy and Planning Committee 19/09/2016 Salisbury Oval Residential Feasibility Update Report which outlines the feasibility investigations and design considerations undertaken to date on the Salisbury Oval Residential Project Area.</p>
<b>RECOMMENDATION</b>	<ol style="list-style-type: none"> <li>1. The report be received.</li> <li>2. The draft Masterplan for the Salisbury Oval Recreation Precinct (at Attachment 2, Item No 1.1.2 Policy and Planning Committee Agenda, 19/09/2016) and the Vision as set out in paragraph 1.7 and Objectives as set out in paragraph 1.8 of the Agenda report (Item No. 1.1.2, Policy and Planning Committee, 19/09/2016) be endorsed as the basis for conducting stakeholder and community engagement following community consultation.</li> <li>3. A further report be brought back to the January 2017 Policy and Planning Committee meeting for final review and endorsement of the final Masterplan following community engagement.</li> </ol>
<b>ATTACHMENTS</b>	<p>This document should be read in conjunction with the following attachments:</p> <ol style="list-style-type: none"> <li>1. Salisbury Oval Context Map</li> <li>2. Salisbury Oval Masterplan Draft for Community Engagement</li> </ol>

**1. BACKGROUND**

- 1.1 The Salisbury Oval Precinct has for many years provided for the recreational and sporting needs of the Salisbury community. The majority of this land is owned by the City of Salisbury and is classified as community land. The area currently provides the following sporting and recreational amenities:
  - 1.1.1 A district level sports field that accommodates football (Australian Rules) in winter and cricket during the summer months.
  - 1.1.2 Associated infrastructure of sports field lighting, a clubroom, grandstand and car parking.
  - 1.1.3 An indoor recreation centre (the now decommissioned St Jays Recreation Centre) which contains an indoor cricket training facility (currently leased to Northern Districts Cricket Club until October 2016), two disused outdoor netball courts and significant on site car parking.
  - 1.1.4 A neighborhood level play space.
  - 1.1.5 The Salisbury Memorial Reserve – which contains Salisbury’s war memorials.
  - 1.1.6 Croquet lawns and supporting clubroom.
  - 1.1.7 Four (4) lawn bowls greens, supporting clubroom and car parking (purchased from the City of Salisbury in 1998 by the Salisbury Bowling Club).
  - 1.1.8 1<sup>st</sup> Salisbury Scouts clubrooms (building owned by Scouts SA but on City of Salisbury Land via a land only lease).
  - 1.1.9 The remainder of the site is passive open space containing areas of mounding and vegetation including large regulated and significant trees in sections.
- 1.2 The development of the Salisbury Oval Precinct as an integrated recreation and residential hub has been identified as a key strategic project for the future development of the Salisbury City Centre.
  - 1.2.1 It is a critical action in the Salisbury City Plan 2030.
  - 1.2.2 It supports the objective within the Salisbury City Centre Renewal Strategy to target 500 dwellings within the Salisbury City Centre in the next 10-20 years including 250 medium density outcomes in the broader Salisbury City Centre area in the next 20-30 years.
  - 1.2.3 It will support the delivery of the Salisbury City Centre Urban Design Framework by facilitating the delivery of an early anchor/iconic project to underpin place making, increased population, built form standard and activity within the Salisbury City Centre.
  - 1.2.4 It will provide direction for the future use and development of the St Jays site and the planned renewal and upgrade of recreational facilities within the Salisbury Oval.

- 1.3 A Development Plan Amendment (DPA) and the supporting Urban Design Framework (UDF) for the Salisbury City Centre was approved by Council in June 2016 for submission of the DPA to the Minister for Planning and is anticipated to be finalised by the end of 2016. The DPA proposes to expand the centre zoning to include the existing residential areas between Park Terrace and Brown Terrace including the areas around the Salisbury Oval. The desired character statement of the DPA includes commentary seeking to increase the density and types of housing provided within this southern precinct including residential integrated with the Oval as part of the broader Salisbury City Centre urban development revitalisation project (See Attachment 1).
- 1.4 This background context suggests that further consideration is warranted of the potential use of surplus Council land surrounding the Salisbury Oval (including St Jays) for redevelopment as a catalyst medium/high density residential project in the short term, given the alignment to Council's strategic objectives for the City Centre. Residential development in this location has the potential to support the broader Salisbury Oval masterplan objectives, capitalise on the inherent amenity that already exists in this location, and to act as a catalyst project for further residential development in the City Centre.
- 1.5 The development of the Masterplan will provide a framework to guide the future use and development of the Precinct and to enable:
  - 1.5.1 The optimal usage of this Precinct which optimises land usage and return for the City of Salisbury, within a 20 year planning horizon, ensuring retention of an open space area appropriate to meet the needs of the forecast future population growth.
  - 1.5.2 The integration of the study area with other key activity nodes within the Salisbury City Centre and adjoining areas.
  - 1.5.3 Consideration of residential development opportunities within the broader Precinct including but not limited to the St Jays site and how this development could contribute to improved amenity and safety of users within the Precinct.
- 1.6 A draft Salisbury Oval Precinct vision and objectives have been developed for Council's consideration and endorsement.
- 1.7 The **Vision** is for
 

*"A high quality integrated precinct that provides a complementary mix of amenities including a premier sporting facility, open space, community services and residential areas which are accessible and have strong links to the Salisbury City Centre and surrounding areas."*
- 1.8 The objectives are:
  - 1.8.1 **Open Space**
    - To be a regional destination for sport
    - To encourage community interaction, recreation and congregation in passive open space and streets
    - To improve quality of facilities and open spaces
    - To provide a safe and accessible public realm
    - To enhance the natural character of the Oval

**1.8.2 Social and Economic**

- To deliver open space that supports the community's health and wellbeing
- To encourage broader investment in the City Centre across both private and public land
- To ensure efficient use of open space
- To improve community safety within the precinct

**1.8.3 Built Form**

- To create opportunities for vibrant, high quality mixed use and residential use
- To promote high architectural standards which incorporate sustainability principles and quality urban design
- To provide conveniently located car parking to support the Oval precinct
- To upgrade existing assets and better integrate them into the upgraded precinct

**1.8.4 Movement**

- Creation of continuous, safe and easily accessible pathways for the public throughout the Oval Precinct
- Creation of a road network that allows for easy access for traffic through and around the Oval Precinct
- Provision of strong links to and from the City Centre to support walking and cycling
- Provision of connections to existing public transport services

**2. CITY PLAN CRITICAL ACTION**

- 2.1 Develop Salisbury Oval to include an integrated recreation and residential precinct.

**3. CONSULTATION / COMMUNICATION****3.1 Internal**

- 3.1.1 A series of design workshops have been held with staff and Elected Members during 2015 and 2016 to explore and discuss concepts and ideas in relation to the proposed development of the Oval.
- 3.1.2 The project was first presented to Elected Members at an Informal Strategy on 2 June 2015. Initial masterplan concept options for consideration were presented to Elected Members at the Elected Members workshop in February 2016. A further detailed briefing was presented through Informal Strategy on 5 September 2016



### 3.2 External

- 3.2.1 Consultations and discussions have been held with key stakeholders during the development of the project including
- Salisbury Bowling Club
  - Salisbury Croquet Club
  - Salisbury Football and Cricket Clubs
  - SANFL, South Australian Cricket Association and Bowls SA
  - The RSL Salisbury Sub Branch
- 3.2.2 These discussions have explored
- Future requirements and opportunities for the croquet club to remain in situ or relocate;
  - Future intentions and requirements of the Salisbury Football and Cricket Clubs – in particular the replacement of the indoor cricket training facility currently provided within St Jays, the renewal of the grandstand and associated change rooms; and,
  - The views of the SANFL, South Australian Cricket Association (SACA) and Bowls SA in relation to:
    - The role Salisbury Oval plays within their respective strategic plans;
    - The level of facilities needed – field dimensions etc;
    - Funding opportunities; and,
    - Membership data for clubs and their catchment areas.
- 3.2.3 There was also a community engagement exercise undertaken in October 2015 by consultants URPS to gather community input into the preparation of the Salisbury Oval Precinct Plan project. The engagement comprised:
- Distribution of a feedback flyer via direct mail box drop to local residents and property owners that live in or within proximity to the Salisbury Oval Precinct (approximately 1700 letters). We received 28 completed forms in response.
  - Two community café sessions held at St Jays Recreation Centre. These sessions were publicly advertised in the Messenger Newspaper, on the Council website, via social media and by direct letters of invitation to all residents/property owners that live in or within proximity to the Salisbury Oval Precinct. In total, seven community members attended.
- 3.2.4 The feedback received through the consultation was summarised and the following aspects were identified by the external consultant URPS as the report author for consideration in preparing the Precinct Plan. This feedback has been incorporated where feasible into the Masterplan design.
- Retain views onto the oval from surrounding streets/area and the ability to see what activities are happening on the oval;

- Value the openness, greenness and trees;
- Encourage increased use of the Precinct including via events and activities on the oval;
- Provide infrastructure that supports the use and amenity of the Precinct such as toilets, seating, picnic tables, water fountains, bike paths, shade and tree planting;
- Establish play spaces that cater for a range of ages and that challenge children and encourage risk taking. Consider including nature based and water play experiences;
- Improve sight lines between different activities provided in the Precinct, for example, between the children's play spaces and oval;
- Increase feelings of safety walking around and through the Precinct, particularly along the railway line and near the existing toilets and grandstand;
- Recognise and celebrate the history of the area;
- Reach out to culturally and linguistically diverse people that live in the local area through involving them in activities at the Precinct;
- Enhance the use of the Precinct by local residents as a thoroughfare for getting to other places such as the City Centre, railway stations and facilities within the Precinct as well as a destination for walking, walking the dog and jogging by providing safe, shaded and amenable walking and bike paths/routes;
- Consider how to provide a sense of elevation and atmosphere currently provided by the mounds;
- Better integrate all activities / uses so that the Precinct is a cohesive, connected place;
- Provide more activities and opportunities for women/girls at the Precinct;
- Create a community "hub" that can be used/hired for events, concerts, celebrations and community activities;
- Provide new housing development in the Precinct that attracts owner/occupiers. There were mixed views regarding the scale of any new housing development ranging from single storey, detached dwellings through to two or three storey apartment style living. A key issue raised in relation to height/scale was the desire "not to lose the views onto the oval"; and,
- Consider how any new housing development will impact traffic management and other infrastructure.

3.2.5 This feedback has been incorporated where feasible into the Masterplan design.



## 4. REPORT

### 4.1 Masterplan Project Areas

- 4.1.1 The Salisbury Oval Precinct has been divided into two distinct project areas for the purposes of the Masterplan development. Whilst there is a split identified the two project areas should be considered as a complete integrated project as they complement and support each other to achieve the vision and objectives for the Precinct. For example, it is envisaged that within the potential residential project areas, passive and active recreation facilities such as green space and play space would be provided that enhances future residential development.
- 4.1.2 The draft illustrative Masterplan is included at Attachment 2. The investigations to date and site layout drawings have identified a clear split between the areas of Salisbury Oval required for ongoing active and passive recreation facilities and land that has been identified as surplus to open space needs for investigation for future residential projects.
- Salisbury Oval Sport and Recreation Project Area
  - Salisbury Oval Residential Project Area



- 4.1.3 This report focuses primarily on the detail of the Sport and Recreation Project Area. This report should be read in conjunction with Item No. 1.10.1, Policy and Planning Committee, 19/09/2016 “Salisbury Oval Residential Feasibility Update Report” which outlines the feasibility investigations and design considerations undertaken to date on the Salisbury Oval Residential Project Area, noting that item 1.10.1 is currently confidential.

## 4.2 Recreational Context – Sporting Clubs and Facilities

### **Cricket**

- 4.2.1 Salisbury Oval is the home ground of the Northern Districts Cricket Club (NDCC) in the SACA Premier Cricket Competition, the pinnacle of club cricket in this state. NDCC hosts four men's teams, three women's teams and junior (under 14's and 16's) teams which support and foster first class cricketers to compete on the national and international stage. Premier Cricket clubs act as a hub for the broader cricket community by sharing facilities, players, volunteers and coaches with the surrounding areas.
- 4.2.2 NDCC has by far the largest metropolitan zone of the 13 Premier Cricket clubs. This zone has the highest population growth rate and the highest percentage of people playing (35 years and under). As the northern-most club, with the closest neighbours in Tea Tree Gully and East Torrens, NDCC also has the strategic advantage of being able to draw from peri-urban and rural areas with high cricket participation rates such as Gawler, Barossa and Light.
- 4.2.3 The NDCC is co-located with the Salisbury Football Club under the auspices of the Salisbury Sportsman Association at the Salisbury Oval Clubroom which is owned and maintained by the City of Salisbury.
- 4.2.4 Salisbury Oval is also home to the decommissioned St Jays Recreation Centre. The indoor cricket training facility at St Jays (which is still being used by the NDCC) is unique amongst the premier Cricket Clubs. The proposed plans for replacement for this facility are discussed later in the report.

### **Football**

- 4.2.5 Salisbury Oval precinct is the home ground of the Salisbury Football Club. The club is one of the oldest clubs in South Australia dating back to 1883. The club has teams registered in both the North East Metro Junior Football Association and the SA Amateurs Football league and has a team competing in the SA Amateurs Football Inclusive league for people with a disability.
- 4.2.6 The club is the second largest club in Salisbury with 350 players. Primarily players reside within a 5km radius of the club but also attract players from the Cities of Playford, Port Adelaide Enfield and Tea Tree Gully.

### **Lawn Bowls**

- 4.2.7 Salisbury Bowling Club is the largest of the three bowling clubs in Salisbury and is unique in that it is the only club located on its own land. It has been located at the Orange Avenue premises since 1930. There are over 214 pennant players and over 200 social members of the club (424 registered members).

- 4.2.8 Bowls SA identifies the Club as one of fourteen premier regional facilities in South Australia. There are currently four natural greens, all of which are flood lit and used for pennant competition, social bowls and practice.
- 4.2.9 The Club is financial despite being responsible for all of its own running costs and that the majority of bowls activities occur six months of the year.

### **Croquet**

- 4.2.10 The Salisbury Croquet Club has been in existence for over 100 years. The club relocated to the Salisbury Oval precinct in the 1950s. There are two lawns which are undersized according to the rules of the game and the Club does its own maintenance of the lawn.
- 4.2.11 The club has under twenty members. They have recently been participating in a club development program called Hammer Time to attract social participation to the game.

### **4.3 Existing Asset Review**

- 4.3.1 A review of existing assets at the facility has been undertaken to determine their current condition and renewal works required to support the delivery of the Masterplan objectives. There are three essential building components that should be delivered within the first five years of the project to support the ongoing functionality and operations of the existing sporting clubs on the site.
- **Grandstand Renewal** – the existing grandstand is proposed for renewal in its current location and will be retained. The change rooms located under the grandstand will be closed and re-purposed for use as a facility storage area following the construction of the essential change rooms below. This project will be fully funded from the existing PBR 20017 Building Renewal Budget.
  - **Sports Clubroom Renewal** – the existing sports clubroom require building renewal including asbestos removal, demolition of existing freestanding sporting club amenities, minor mechanical and electrical, new DDA toilet construction for existing clubrooms, general painting and tidy-up. This project will be fully funded from existing PBR 20017 Building Renewal Budget.
  - **New Change Room / Toilet Construction** – the change rooms currently situated under the grandstand are not DDA compliant and do not adequately provide facilities for women participating in sport/umpiring. Given the age and asset quality, the conversion of this space to storage and construction of new change room facilities is required early in the Salisbury Oval Masterplan project. This facility would include public toilets to a similar design as delivered at Underdown Park with multi access allowing public areas to be used independent of the change rooms.

#### 4.4 Infrastructure Investigations

- 4.4.1 To inform the masterplan a series of infrastructure investigations were undertaken. These investigations included:
- Building audit to review age and asset renewal upgrades required to existing facilities.
  - Detailed site survey and ‘dial before you dig’ infrastructure reviews.
  - Preliminary Geo-technical survey investigations including bore log testing, which has not identified any areas of concern that would impact future use.
  - Arborist report on tree health, species, surveyed location and lifespan.
  - Traffic surveys.
  - Stormwater modelling of existing catchment and proposed increase in hard stand areas as a result of the maximum development envisaged at Salisbury Oval. These investigations confirmed that the oval provides a critical flood detention storage function that in major events holds up to 2.5ML of water (approximately a quarter of the oval) due to capacity restrictions in the downstream systems along the rail corridor. These investigations ruled out the use of the southern section of the oval for alternative development.

#### 4.5 Analysis of Open Space Needs against Benchmarks

- 4.5.1 The Salisbury Oval Precinct has an important role to play in the provision of open space and passive recreation facilities within the catchment. The masterplan was seeking to identify the area of open space and passive reserve land that was needed for all identified sporting functions and future forecast population growth prior to identification of any land within the precinct outside this requirement that could be considered for alternative uses, including residential. It was a critical element of the masterplan that any land revocation was evaluated to understand the impact this would have on local community access to open space and passive recreation facilities.
- 4.5.2 An analysis has been undertaken of the open space across the catchment which demonstrates that particularly with the new provision of passive recreation facilities at Bridgestone Park there is adequate provision of open space land, but a need to improve the facility provision and quality.
- 4.5.3 The open space analysis for the planning unit containing Salisbury Oval has identified the following:
- Current population 2011 of 2665
  - Forecast population 2036 of 3492
- 4.5.4 The open space planning unit currently has an open space provision of 25.92 Ha. Based on the forecast ID population growth plus inclusion of Council strategic goal for 500 dwellings, compared against standard benchmarks for open space of 4 hectares per 1000 people, the unit should have a minimum of 11.95 Ha of open space. The 4 hectares per 1000 people benchmark is considered best practice for this analysis identified through research from across Australia as part of a Local Government

- Research and Development Scheme project researching best practice open space in higher density development projects completed in 2012.
- 4.5.5 Following the conversion of existing passive open space area to an alternate residential development as currently scoped in the masterplan the planning unit would retain an open space area 8.4Ha over current benchmarks, which includes the return of new upgraded passive open space areas in excess of 12.5% of the total area as part of any future residential development.
- 4.5.6 Bridgestone Park will provide for the open space needs of the residential area west of the Rail line to Salisbury Highway which has no open space provision north of Amsterdam Crescent, and has the benefit of a pedestrian access over the rail corridor at Chidda Station with a direct link to Bridgestone Park. Once completed Bridgestone Park will offer the following facilities:
- Two irrigated turf areas
  - A lit fitness loop with fitness equipment stations located at intervals along this loop
  - BBQ x2, Shelter and Picnic Settings x 3
  - Play equipment for both younger and older
  - Off street carparking
- 4.5.7 The research also identified that the surrounding residential catchments are typically undersupplied / serviced by local and neighbourhood parks compared to newer areas of Salisbury. This means that Salisbury Oval/Bridgestone while serving a regional and district sport facility need are also critical to delivering local/neighbourhood passive recreation facilities.
- 4.5.8 Based on the analysis of open space and comparison with facilities offered at the nearby Bridgestone Park it is proposed that:
- There is a need to retain and improve access and facilities provided within the areas of passive open space within the Oval to support the surrounding existing community catchment and the new infill residential development envisaged in the Development Plan Amendment throughout this precinct reflecting its close proximity to the Salisbury City Centre and transport;
  - There be an upgrade and renewal of the existing playground at Salisbury Oval to lift the standard to an upper neighbourhood facility to support the proposed new residential development;
  - Council gives future consideration to the construction of a Multi-Use Games Area (MUGA) adjacent the playground. The idea of a MUGA arose from discussions with the local community about the now dis-used netball courts at St Jays and some local community interest in having access to tennis courts. The masterplan has responded to this demand in a flexible, multi-purpose solution that would be likely to secure places for people funding in the future through a fenced single court multi-use games area in preference to a single use hard court.



This provides for the needs of older children and incorporates many activities - tennis, netball, basketball and soccer.

- Fitness equipment / fitness loop is not required at Salisbury Oval as it will be available at the nearby Bridgestone Park.
- There is no requirement under the current plan to relocate the Oval itself, only minor boundary and pitch refinement is required

#### 4.6 Proposed Masterplan Inclusions for the Sports and Recreation Precinct

##### 4.6.1 **Existing Facilities** – *to be retained*

The Masterplan proposes that the following facilities be retained:

- existing oval in its current location, and dimensions and including lighting towers
- existing hard cricket wickets
- existing grass wickets
- existing Memorial Avenue entrance road
- statement gums fronting Brown Terrace on the southern end of the Oval

##### 4.6.2 **Essential Items** – *including asset renewal required within the first five years to deliver the masterplan vision*

The Masterplan proposes the following expenditure from existing asset renewal budgets:

- Paint and repair grandstand including removal of all existing change room fixtures and fittings and create storage area to replace change rooms (\$177k)
- Demolish existing freestanding toilet block and garden storage shed (including asbestos removal) (\$23K)
- Upgrade toilet facilities within existing clubrooms to include a DDA compliant facility and improved storage (\$62K)
- Upgrade works to the existing clubrooms including removal of asbestos, internal and external painting and electrical / mechanical repairs, to extend asset life and integrate the building into new masterplan (\$227K)
- Construct a new change room and toilet facility as a replacement to the out dated grand stand facilities, including dual access toilet facilities to provide improved public toilets separate to facilities for sporting clubs within the change rooms (\$855K)
- Undertake an asset renewal of existing Brown Terrace Neighbourhood Playground (\$100K)
- Design concept allowance (\$200K)

The Masterplan proposes the following new items as being essential that will require additional funding:

- Undertake Crime Prevention Through Environmental Design (CPTED) landscape upgrades including open rail fencing to southern edge of Bowling Club to open sight-lines and casual surveillance to/from the Bowling Club (\$55K)
- Install CCTV cameras as a community safety and asset protection initiative (\$100K)
- Reconstruct and reconfigure existing carparks, including linkage of the Bowling Club carpark to improve traffic flow and capacity for major events, including the reconstruction of new bitumen maintenance / walking track surrounding the oval (\$1.18m)
- Upgrade Salisbury Oval precinct storm water management and flood mitigation with new infrastructure connecting the Bowling Club to the southern edge of the precinct along the rail corridor (\$200K)
- Upgrade Brown Terrace Verge (outside residential area) and undertake works to protect and retain the health of existing statement gums along the south of the oval (\$27K)
- Improvements to the war memorial site to improve visual surveillance and capacity for large events (\$30K)

4.6.3 **Uncommitted Projects** – *elements where delivery would be subject to external funding and/or business case development*

The Salisbury Oval masterplan proposes the following items that have been given preliminary cost estimates with space reserved on the site that can be developed should additional funding and/or a business case determine there is value to Council. These have been classified as high, mid and low priority. The masterplan provides an indicative position within the precinct, however final location would be determined at detailed design:

**High Priority**

- Indoor multi-purpose training facility to replace the facility that is currently available at St Jays. This would be constructed as an extension to the new change rooms (described above). The price estimate for construction is provided as a range as the cost will depend on how extensive the build is and whether it allows for a function room, viewing area etc that may bring in additional revenue. Further investigations and business case preparation are still to be undertaken to determine the building construction solution. (\$1.75 - \$2.11m)

**Mid Priority**

- Greenway cycle connection adjacent to the rail corridor through precinct, connecting cyclists into the Salisbury Interchange and Salisbury City Centre facilities, including improved crossing to Park Terrace (\$90K)
- Construction of a single Multi-Use Games Area (MUGA) as an extension to the existing playground, which will transition the upper Neighbourhood playground to a District level playground (\$100K)

**Low Priority**

- External upgrade and landscape works to existing Scout facility to improve integration into the broader precinct, with a focus on external solid fencing (\$30K)
- Modifications to trunk recycled water systems and connection of existing and new landscape to the recycled water system (\$150K)
- Construction of a small nature/art play area adjacent clubrooms for young children (\$25k)

4.6.4 **Beyond 15 Years** – *space allocated but no budget estimates completed*

- Engagement with stakeholders identified one longer term optional project – the development of a multi-purpose shared clubroom / function facility to replace the existing clubrooms. This could be included in the precinct in the longer term subject to detailed further investigation and funding streams. Should this be considered an option in the future it is likely to be located in the existing clubrooms location and connected to the change rooms as part of an integrated facility. This location has been determined as ideal for spectator viewing and matches.

4.7 **Financial Summary – Sport and Recreation Elements**4.7.1 **Essential Elements**

Item	Estimated Cost
Essential Master Plan Items	\$3.33 million
Existing Renewal Budgets	\$1.74 million
Funding Gap	\$1.56 million

The table above shows that the cost of delivering on the essential items of the Master Plan as detailed in 4.6.2 above is \$3.33 million. There is currently \$1.74 million set aside in the renewal budget to fund these items. This leaves a funding gap of \$1.56 million, which can be addressed through a combination of grant funding, council budget allocations and the financial capacity or loan funding capacity generated from returns from strategic property development projects (including a potential Salisbury Oval residential project outlined in Item No. 1.10.1, Policy and Planning Committee 19/09/2016, “Salisbury Oval Residential Feasibility Update Report” presented later on this Agenda.

- 4.7.2 The further uncommitted projects (outlined in 4.6.3 above) that could be included in the project subject to external funding and/or business cases have a total value of up to \$2.5 million.
- 4.7.3 Council through its Surplus Community Land Policy has been utilising surplus net proceeds from sales of community land to repay existing debt or reduce future borrowings. This has the effect of increasing the capacity of Council to fund future strategic projects. An objective of the



Salisbury Oval residential proposal is to realise a surplus net position that, through the application of the Surplus Community Land Policy, will allow Council to fund projects like the Salisbury Oval Master Plan which will provide enhanced community recreational facilities. The overall impact is the ability to deliver enhanced community infrastructure without increasing the financial burden on the community.

#### 4.8 Indoor Multi-Purpose Training Facility

- 4.8.1 An indoor multi-purpose training facility is the highest priority project that is currently unfunded as part of the essential element budget outlined above.
- 4.8.2 The background to this facility is that, in around 2002, following the receipt of a 'Regional Facility Grant' the NDCC gained Salisbury Council support to develop an indoor cricket centre for cricket practice at St Jays. The facility was fitted out from the following contributions totaling \$81,400.
- \$31,500 Sport and Recreation Grant awarded to the Club
  - \$22,000 provided by the NDCC
  - \$10,000 Council grant to NDCC
  - \$17,900 upgrade of lighting by Council
- 4.8.3 The Cricket Club still leases this facility from Council annually during the winter months (May to early October).
- 4.8.4 There have been funds committed in the 2016/17 budget for the demolition of St Jays. With the exception of the indoor cricket and a couple of other hirers, St Jays is unused and its condition is deteriorating as Council is no longer investing in maintenance and renewal for this decommissioned facility. The St Jays site also forms a key component of the residential project area of the Master Plan. The project implementation plan has St Jays scheduled to be demolished in the first quarter of 2017. Funds were allocated for demolition as part of the 2016/17 Budget, and work can commence once the timeline for demolition is communicated to facility users and the surrounding community as part of the upcoming masterplan engagement.
- 4.8.5 It is most likely that with the proposed timing of the demolition of St Jays, the NDCC will need to find an alternative venue for training, prior to construction of the facility (if the Council determines to build this new facility – it is currently classified as an uncommitted project). There have been some initial discussions with a local school and SACA about a temporary location for the facility. There would be some fit-out costs associated with this solution. Alternatively, the club could hire a space in the interim for their winter training requirements.
- 4.8.6 The cost estimate for construction of the indoor multipurpose training facility is provided as a range as the cost will depend on how extensive the build is and whether it allows for a function room, viewing area etc that may bring in additional revenue. Further investigations and business

case preparation are still to be undertaken to determine the quality of build, the building construction solution and exact location on site in relation to the oval and rail corridor. The cost is estimated to be in the range of \$1.75 - \$2.11m.

- 4.8.7 The options for funding the new indoor multi-purpose training facility are a combination of grant funding, Council budget allocations, loans and the financial returns from strategic property development projects including the potential residential development outlined in Item No. 1.10.1, Policy and Planning Committee, 19/09/2016 “Salisbury Oval Residential Feasibility Update Report” on this Agenda.
- 4.8.8 There are a number of grant funding sources that can be explored to offset some of the costs of building an indoor multi-purpose training facility:
- The Office for Recreation and Sport (ORS) have two funding programs:
    - the Community Recreation and Sports Facilities Program – this program has a budget of \$4.18M a year and organisations can apply for up to \$1m towards a project on an actual dollar for dollar basis
    - the Womens Change Room Facility funding which has budget allocations of \$3.4m 2016/17, \$3.4m 2017/18 and \$3m in 2018/19 – organisations can apply for 100% of project costs for establishing new change room facilities for females (under strict design requirements) – *note that this funding would be offset against the construction of the associated change rooms which are listed in the essential items.*
  - There is an opportunity to approach Cricket SA to contribute to the funding of an indoor training facility. The project would need to be well aligned with Cricket Australia and planned in conjunction with them.
  - SANFL have already briefed the AFL about the Salisbury Oval project to inform future planning. AFL funding may be sought for the project – the upper end of allocations is \$100K to \$200k. Again AFL would need to be consulted as part of the planning for the project.

#### 4.9 Engagement Plan

- 4.9.1 Once Council endorses on the draft Masterplan concept, precinct vision and guiding objectives there will be period of community engagement as detailed in the table below:

Engagement activity	Description
Flyer and feedback form	<p>A flyer and feedback form will be prepared summarising the draft Masterplan and seeking feedback</p> <p>A number of key questions will prompt response on key aspects of the Master Plan</p>
Distribution of flyer and feedback form	<p>Hard copies of the flyer and feedback form will be direct mailed/delivered to adjoining residents/landholders within 500m of the Salisbury Oval</p> <p>The feedback form will also be replicated in an online survey format on Council's website, with core flute signage providing the link to survey (refer below)</p> <p>Hard copies of the flyer and feedback form can be provided at key locations identified by Council (eg library)</p>
Establish core flute signage to promote engagement on Draft Plan	Core flute signage will be established at the Salisbury Oval Precinct promoting the Draft Plan and encouraging feedback via the online survey or hard copies available at key locations
Community Cafe	Local community members will be invited to a community café at the site to discuss and provide feedback on the Draft masterplan
Prepare summary Engagement Report	An Engagement Report will be prepared summarising the feedback gathered from the community on the Draft Plan.

- 4.9.2 Further discussions will also be held with the key stakeholders within the precinct during the engagement period to gather feedback on the proposed plan.
- 4.9.3 There will also be ongoing discussions with ORS, SACA and SANFL about potential funding opportunities for the indoor multipurpose training facilities and change rooms.

#### 4.10 Project Implementation Plan

4.10.1 The following table sets out the proposed implementation plan for the Masterplan

Item	Date
Community and stakeholder engagement	October to December 2016
Council consideration of Masterplan for endorsement	January 2017
Community Land Revocation Commencement Report	February 2017
St Jays demolition (budget allocated 16/17)	January to March 2017
Land Revocation Process	February to December 2017
Commencement of Sport/Recreation Masterplan Essential Item Delivery	Commencing 17/18
Commencement of open EOI process for Residential	January 2018
Residential Project Delivery Model Adopted	March 2018

### 5. CONCLUSION / PROPOSAL

- 5.1 The development of the Salisbury Oval Precinct as an integrated recreation and residential hub has been identified as a key strategic project for the future development of the Salisbury City Centre.
- 5.2 Following a period of community and stakeholder engagement and a design workshop with Elected Members a draft Masterplan for the Salisbury Oval precinct has been prepared.
- 5.3 The Salisbury Oval Precinct has been divided into two distinct project areas for the purposes of the Masterplan development:
  - Salisbury Oval Sport and Recreation Project Area
  - Salisbury Oval Residential Project Area
- 5.4 The delivery of the Sport and Recreation elements of the Masterplan have been classified into:
  - 5.4.1 Existing facilities to be retained
  - 5.4.2 Essential items (funded by renewal and new budget items)
  - 5.4.3 Uncommitted projects (high priority, mid priority and low priority)
  - 5.4.4 Beyond 15 years

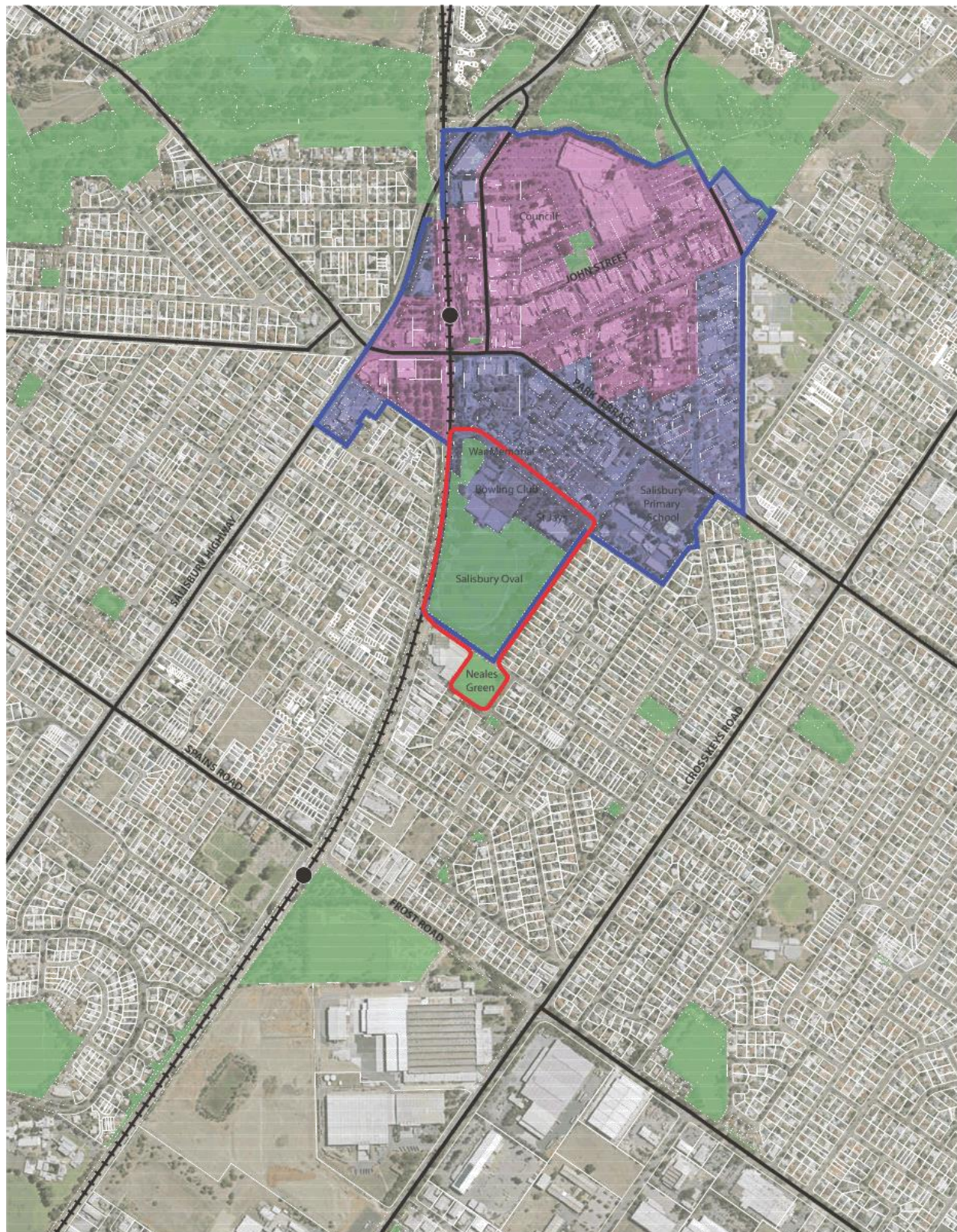
- 5.5 The delivery of the essential masterplan items has been costed at \$3.33 million. There is currently \$1.74 million set aside in the renewal budget to fund these items. This leaves a funding gap of \$1.56 million, which can be addressed through a combination of grant funding, council budget allocations and the financial returns from strategic property development projects, including potential residential development within the Salisbury Oval Precinct.
- 5.6 Further uncommitted projects that could be included in the Masterplan subject to external funding and/or business cases total up to \$2.5 million. The highest priority and most substantial of these projects is the indoor multipurpose training facility. The build cost of this facility is estimated to be in the range of \$1.75 - \$2.11m. In addition to Council funds there are potentially additional grant funding opportunities available from ORS, SACA and AFL to support the development of this facility.
- 5.7 It is recommended that the Council endorse the attached draft Masterplan as the basis for community and stakeholder engagement.
- 5.8 A further report will be bought back to the January 2017 Policy and Planning meeting for final endorsement of the Masterplan.

#### **CO-ORDINATION**

Officer: EXECUTIVE GROUP  
Date: 13/09/2016







**Legend**

- Development Plan Amendment (DPA) Boundary
- DPA Core Area
- DPA Transitional Area
- Salisbury Oval Masterplan Project Area

**Salisbury Oval Context Map**

September 2016

0 62.5 125 250 375 500 Meters





# DRAFT SALISBURY OVAL MASTERPLAN



## Vision

A high quality integrated precinct that provides a complementary mix of amenities including a premier sporting facility, open space, community services and residential areas which are accessible and have strong links to the Salisbury City Centre and surrounding areas.



The draft illustrative masterplan is a visual representation of the vision and objectives developed through consultation feedback and the policy direction of the Salisbury Oval precinct adopted as part of the Salisbury City Centre Development Plan Amendment process. The plan represents an option of what the Salisbury Oval Precinct could look like with the proposed sporting facility and passive recreation upgrades and inclusion of medium density residential development.

## Open Space

**To be a regional destination for sport**  
Retention of a full size AFL and Cricket Oval and supporting amenities and facilities to support the ongoing viability and strength of the clubs.

**To encourage community interaction, recreation and congregation of passive open spaces and streets**

- 1 Upgrade existing streetscape with new trees and footpaths as part of any future residential development
- 2 Provision of new passive nodal parks integrated within new proposed residential

**To improve quality of facilities and open spaces**

- 3 Delivery of a new Central Park at precinct entrance incorporating upgraded playground, irrigated grass and shelter as part of any future residential development.
- 4 Provide an area of an appropriate size to support a future Multi Use Game Area for court sports (subject to funding and business case)

**To provide a safe and accessible public realm**

- 5 Create improve connections into the sporting precinct from the surrounding street networks with upgraded paths and improved landscaping opening up view lines from surrounding streets, existing and new housing.
- 6 To remove parts of the earth mounding surrounding the oval to open up view lines, while retaining areas for elevated spectator viewing.

**To enhance the natural character of the Oval**

- 7 Retention of existing statement gum trees surrounding oval and in nodal parks within the proposed residential precinct.

## Built Form

**To create opportunities for vibrant, high quality mixed use and residential use**  
Provide new opportunities for a mix of 1-3 storey residential housing incorporating detached dwellings, small lot housing, town houses and apartments on both Council and Bowling Club owned land.

**To promote high architectural standards which incorporate sustainability principles and quality urban design**

- 8 Adopt a delivery model that can ensure high quality built form aligned with the project vision, incorporating balconies and open fencing.

**To provide conveniently located car parking to support the Oval precinct**

- 9 Improve quantity, quality and connectivity of car parking and road networks at Salisbury Oval for sport and community events including exploring linking the Salisbury Bowling Club and Salisbury Oval car parking together.
- 10 Develop a street design and on-site car parking configuration that can support the proposed new residential housing density.

**To upgrade existing assets and better integrate them into precinct.**

- 11 Construct new change room facility for football and cricket, incorporating new public toilets.
- 12 Renew and upgrade the grandstand to incorporate new storage
- 13 Complete a minor upgrade the existing football clubrooms to improve DDA access and mechanical services.
- 14 Demolish existing public toilets and storage sheds.
- 15 Plan for future location of an indoor training and function centre to be integrated with the new change rooms that may be delivered subject to future funding and business case development.

## Movement

**Creation of continuous, safe and easily accessible pathways for the public throughout the Oval Precinct**

- 16 Deliver improved new pathways surrounding the oval for walking, cycling and running.

**Creation of a road network that allows for easy access for traffic through and around the Oval Precinct**

- 17 Deliver a new precinct entrance from Brown Terrace through a new feature roundabout.
- 18 Provide a new road / carpark link connection from Brown Terrace to the sporting club facilities and car parking to improve connectivity to the precinct.

**Provision of strong links to and from the City Centre to support walking and cycling**

- 19 Strengthen the connection from the Salisbury Oval precinct to the Salisbury Interchange and broader Salisbury City Centre

**Provision of connections to existing public transport services**

- 20 Maintain rail connection to residential properties west of Salisbury Oval.
- 21 Improve path connections between Salisbury Interchange and Chidda Rail station via an upgraded Green trail Network adjacent rail corridor (subject to funding)



## Social and Economic

**To deliver open space that supports the community's health and well-being**

- 22 To provide a variety of formal sport, passive recreation and social sporting facilities within an integrated precinct.

**To improve the functionality and surveillance of the existing war memorial at Orange Avenue**

**To encourage broader investment in the City Centre across both public and private land**

- 23 Provide improved open space and amenity to support improved housing values and redevelopment for medium density housing of both public and private land.

**To ensure efficient use of open space**

- 24 Investigate through statutory land revocation (incorporating community consultation) the conversion of Council land within the precinct confirmed as not required for current or future open space to residential housing.

**To improve community safety within the precinct.**

- 25 Installation of new CCTV security within precinct to improve safety.
- 26 Implement Crime Prevention through Environmental Design (CEPTD) principles including delivery of an open rail fence edge to the Salisbury Bowling Club to improve surveillance.







<b>ITEM</b>	1.1.3
	<b>POLICY AND PLANNING COMMITTEE</b>
<b>HEADING</b>	Minutes of the Tourism and Visitor Sub Committee meeting held on Monday 12 September 2016
<b>AUTHOR</b>	Michael Bennington, Manager Communications & Customer Relations, Community Development
<b>CITY PLAN LINKS</b>	<p>1.1 Have a community with the skills, knowledge and agility to participate in a rapidly changing economy.</p> <p>3.1 Be an adaptive community that embraces change and opportunities.</p> <p>3.3 Be a connected city where all people have opportunities to participate.</p>
<b>SUMMARY</b>	The minutes and recommendations of the Tourism and Visitor Sub Committee meeting held on Monday 12 September 2016 are presented for Policy and Planning Committee's consideration.
<b>RECOMMENDATION</b>	<p>1. The information contained in the Tourism and Visitor Sub Committee Minutes of the meeting held on 12 September 2016 be received and noted and that the following recommendations contained therein be adopted by Council:</p> <p><b>TVSC1 Tourism and Visitor Sub Committee Membership Update</b></p> <p>1. Information be received.</p> <p><b>TVSC2 Tourism and Visitor Strategy - Top Four Priority Projects</b></p> <p>1. That the information be received.</p> <p>2. That the four highest priority actions from the Tourism and Visitor Strategy Implementation Plan be progressed by staff.</p> <p>i. Capture, collate and develop key visitor information and materials and increase the availability and ease of access to that information (including maximising use of digital technologies) Project: Tourism and Visitor information is consolidated and made available on the internet</p> <p>ii. Explore options to provide visitor information services throughout the area at key locations Project: Develop a visitor information plan that identifies locations and delivery</p> <p>iii. Improve general amenity, vehicle access, traffic flows and parking around each key precinct Project: Ensure Tourism and Visitor elements are included in the St Kilda Stage 2 masterplan</p> <p>iv. Develop core marketing and promotional materials around key themes, precincts and attractions Project: Develop core tourism and visitor marketing and promotional materials</p>

### **ATTACHMENTS**

This document should be read in conjunction with the following attachments:

1. Minutes Tourism and Visitor Sub Committee - 12 September 2016

### **CO-ORDINATION**

Officer: GMCD  
Date: 13.09.16



**MINUTES OF TOURISM AND VISITOR SUB COMMITTEE MEETING HELD IN  
COMMITTEE ROOMS, 12 JAMES STREET, SALISBURY ON**

**12 SEPTEMBER 2016**

**MEMBERS PRESENT**

Cr S Reardon (Chairman)  
Mayor G Aldridge (ex officio) (5.08 pm)  
Cr R Cook  
Cr R Zahra  
Mr Kevin Collins, Local Commercial Tourism Representative  
Ms Marilyn Collins, Business Community Representative  
Mr Jeffrey Pinney, Local History Club Representative  
Mr David Stockbridge (Deputy Chairman), Business Community Representative

**OBSERVERS**

Cr B Gill (*from 5.41 pm*)

**STAFF**

Chief Executive Officer, Mr J Harry  
General Manager Community Development, Ms J Trotter  
Manager Communications and Customer Relations, Mr M Bennington  
PA to General Manager Community Development, Mrs B Hatswell

The meeting commenced at 5.03 pm.

The Chairman welcomed the members, staff and the gallery to the meeting.

**APOLOGIES**

There were no Apologies.

**LEAVE OF ABSENCE**

Nil

**PRESENTATION OF MINUTES**

Moved Cr R Zahra

Seconded Cr R Cook

The Minutes of the Tourism and Visitor Sub Committee Meeting held on 11 July 2016, be taken and read as confirmed.

**CARRIED**

**REPORTS****TVSC1 Tourism and Visitor Sub Committee Membership Update**

Moved Cr R Cook

Seconded Cr R Zahra

1. Information be received.

**CARRIED**

**TVSC2 Tourism and Visitor Strategy - Top Four Priority Projects**

*Mayor G Aldridge entered the meeting at 5:08 pm.*

Moved Cr R Cook

Seconded D Stockbridge

1. That the information be received.
2. That the four highest priority actions from the Tourism and Visitor Strategy Implementation Plan be progressed by staff.
  - i. Capture, collate and develop key visitor information and materials and increase the availability and ease of access to that information (including maximising use of digital technologies)
 

Project: Tourism and Visitor information is consolidated and made available on the internet
  - ii. Explore options to provide visitor information services throughout the area at key locations
 

Project: Develop a visitor information plan that identifies locations and delivery
  - iii. Improve general amenity, vehicle access, traffic flows and parking around each key precinct
 

Project: Ensure Tourism and Visitor elements are included in the St Kilda Stage 2 masterplan
  - iv. Develop core marketing and promotional materials around key themes, precincts and attractions
 

Project: Develop core tourism and visitor marketing and promotional materials

**CARRIED**

*M Collins left the meeting at 5:37 pm.*

*M Collins returned to the meeting at 5:38 pm.*

**OTHER BUSINESS**

There was no Other Business.

**CLOSE**

The meeting closed at 5.51 pm.

CHAIRMAN.....

DATE.....





ITEM

1.1.4

POLICY AND PLANNING COMMITTEE

DATE

19 September 2016

PREV REFS

Policy and Planning Committee

1.1.1

19/10/2015

Policy and Planning Committee

1.0.2

16/02/2015

HEADING

City of Salisbury Regional Public Health Plan 2016 report to the Chief Public Health Officer

AUTHOR

Joanne Menadue, Health & Inclusion Senior Coordinator, Community Development

CITY PLAN LINKS

2.3 Have natural resources and landscapes that support biodiversity and community wellbeing.

3.1 Be an adaptive community that embraces change and opportunities.

3.3 Be a connected city where all people have opportunities to participate.

SUMMARY

Council is required by the South Australian Public Health Act 2011 to provide a comprehensive assessment of the extent to which, council has succeeded in implementing its regional public health plan to the Chief Public Health Officer (CPHO). Staff are seeking council endorsement of the City of Salisbury Chief Public Health Officer Report 2016 as set out in Attachment 1 which provides an assessment of implementation of the City of Salisbury’s Regional Public Health Plan between July 2014 and June 2016.

RECOMMENDATION

1. The information be received.

2. The City of Salisbury Chief Public Health Officer Report 2016, as set out in Attachment 1 (Item No. 1.1.4, Policy and Planning Committee, 19/09/2016) be endorsed for submission to the South Australian Chief Public Health Officer.

3. The attached letter to the South Australian Chief Public Health Officer (Attachment 2, Item No. 1.1.4, Policy and Planning Committee, 19/09/2016), highlighting the emerging public health issues and opportunities as outlined in the City of Salisbury Chief Public Health Officer Report 2016 and requesting a response to the questions posed, be endorsed.

ATTACHMENTS

This document should be read in conjunction with the following attachments:

1. Attachment 1 – City of Salisbury Chief Public Health Officer Report 2016

2. Attachment 2 – Letter to the South Australian Chief Public Health Officer (September 2016)

### BACKGROUND

- 1.1 At February 2015 Council meeting Council adopted the Salisbury Regional Public Health Plan. The Salisbury Regional Public Health Plan (Plan) provides strategic guidance into council's work to improve the health and wellbeing of the Salisbury community into the future.
- 1.2 The South Australian Public Health Act 2011 states that:  
*A council responsible for a regional public health plan must, on a 2 yearly basis, prepare a report that contains a comprehensive assessment of the extent to which, during the reporting period, the council has succeeded in implementing its regional public health plan to the Chief Public Health Officer.*
- 1.3 The City of Salisbury's first report was submitted in September 2014. This report outlined the approach taken and progress to date on the development of Salisbury's Plan. This report was based upon the Interim Guidelines released by the Chief Public Health Officer which recognized that at that time Plans would have been in various stages of development.
- 1.4 The next report is due to the Chief Public Health Officer on the 30th of September 2016. This report will cover implementation between 1 June 2014 and 30 June 2016. SA Health has published a guideline for reporting on Regional Public Health Plans which has guided the development of the City of Salisbury's 2016 report.
- 1.5 The following report provides an overview of key points from the City of Salisbury Chief Public Health Officer Report 2016 (Attachment 1) proposed to be presented to the Chief Public Health Officer.

## 2. CONSULTATION / COMMUNICATION

### 2.1 Internal

Staff from the following internal Council Divisions were consulted in the development of this report:

- Community Health and Wellbeing
- Environmental Health and Safety
- Libraries and Community Centre's
- Community Planning and Vitality - OPAL Obesity Prevention and Lifestyle Program
- Economic Development and Urban Policy
- People and Culture

## 3. REPORT

- 3.1 Attachment 1 shows that the City of Salisbury is on track with the majority of the 46 actions within the Plan:
  - 11 actions are in progress

- 6 actions have been completed
- 23 actions are ongoing
- 4 actions have been deferred
- 2 actions will not be progressed.

### 3.2 Additional Opportunities

Since the endorsement of the Regional Public Health Plan in February 2015 additional opportunities have arisen that contribute to the health and wellbeing of our residents. These opportunities include:

- Salisbury Suicide Prevention Network “Every Life Matters”
- Northern Adelaide Regional Health Promotion Collaboration
- Age Friendly Salisbury Strategy and the City of Salisbury’s acceptance into the WHO Age Friendly Cities Network
- Wellbeing Strategy

Additional information on each of these actions is contained in the Emerging Public Health Issues and Opportunities section of the attachment

### 3.3 Emerging Issues

Key to the delivery of the City of Salisbury’s Regional Public Health Plan and Council’s strategic delivery to enhance the community’s health and wellbeing are the State Government responses to a number of key emerging issues and opportunities including:

- Climate Change Adaptation Plans and the Impact on Health
- Closure of Mental Health Services in Salisbury
- Urban Development – new planning reforms implementation
- Automotive transitions response from SA Health
- Preventative Health and Health Promotion
- Disability Hub Development
- OPAL evaluation report
- Common Public Health Issues and Opportunities across the State

The attachment contains additional information on each of these emerging issues and opportunities and poses a number of questions to the State Government on how they are responding.

### 3.4 Evaluation and Community Indicators

An assessment of the health and wellbeing outcomes for the community will occur over time through the performance measures as outlined in the Plan as well as the development of an evaluation and reporting framework led by the State Government.

### 3.5 Additionally work has commenced on the development of a community wellbeing monitor to collate a comprehensive suite of community wellbeing indicators that reflect and track the City of Salisbury’s community wellbeing over time. Included in this project is the development of a complementary community survey

to enable the community to assess their own health and wellbeing and the City of Salisbury's contribution to health and wellbeing. This work is complementary to the development of a Wellbeing Strategy.

#### **4. CONCLUSION / PROPOSAL**

- 4.1 The attached Chief Public Health Officer Report for progress to date on the City of Salisbury's Regional Public Health Plan (Attachment 1) identifies that we are on track with 40 of the responses either being completed, ongoing or in progress; 4 actions that have been deferred and 2 actions that will not be progressed.
- 4.2 The report outlines a number of emerging public health opportunities and issues for the City of Salisbury, SA Health and the State Government. Council requires answers from SA Health to the questions posed within this section of the report. It is proposed that in addition to the submission of the City of Salisbury's Chief Public Health Officer report containing these questions Council send a letter to the Chief Public Health Officer requesting a response from SA Health.
- 4.3 The proposed letter to the South Australian Chief Public Health Officer from the Mayor is in Attachment 2.

#### **CO-ORDINATION**

Officer: EXECUTIVE GROUP

Date: 12.09.16

## City of Salisbury - Regional Public Health Plan Update Report to the Chief Public Health Officer September 2016

### Section 1a: PROGRESS ON RPHP COMMITMENTS *(for the purpose of this guideline, 'commitments' can include priority, strategy or action)*

PRIORITY/STRATEGY/ACTION	STATE PUBLIC HEALTH PLAN STRATEGIC PRIORITY(S) ALIGNMENT				STATUS Please number according to one of the following  1. in progress 2. completed 3. ongoing 4. deferred 5. will not be progressed	ADDITIONAL COMMENTS ON IMPLEMENTATION (eg key enablers and challenges, unexpected benefits or impacts)
	TICK BOX- can be more than one					
	1	2	3	4		
Mental Wellbeing Objective 1: To deliver initiatives that will enhance the mental wellbeing of the Salisbury community						
New Responses						
1. Mental Health Capacity building project Improve the capacity of City of Salisbury's service delivery to appropriately refer and support the increasing number of people with mental health issues accessing Council's services.		✓			In Progress	<ul style="list-style-type: none"><li>Staff across the organisation have attended Psychological wellbeing awareness sessions. This training has raised awareness of mental health issues, referral pathways and appropriate responses within the parameters of their role.</li><li>In the future opportunities for key staff to attend Mental Health first aid training are currently being explored.</li><li>A volunteer mental health awareness training session and Youth Mental Health First Aid certificate training were held in June and May 2016. Ten</li></ul>

						<p>volunteers participated in the awareness training and 3 in the certificate training, the training was offered to council's 500 volunteers.</p> <ul style="list-style-type: none"> <li>Council staff are building relationships in the northern region including networking in the Northern Mental Health Service Providers Group facilitated by the City of Playford and the Salisbury Suicide Prevention Network.</li> </ul>
<b>2. Wellbeing and Resilience</b> Build and measure the wellbeing of the Salisbury community to reduce mental illness, increase resilience and enable citizens to flourish. This is in response to the recommendations by Thinker in Residence Professor Martin Seligman as outlined in "Building the State of Wellbeing: A Strategy for South Australia".	✓	✓			In Progress	<p>A number of initiatives are being undertaken or explored:</p> <ul style="list-style-type: none"> <li>Eight staff members have undertaken TechWerks Resilience Training which qualifies them to teach the resilience skills to staff and the community.</li> <li>The Community Health and Wellbeing team has partnered with the South Australian Health and Medical Research Unit and six other councils to deliver an Ageing and Wellbeing project. At the City of Salisbury the project successfully trained 15 older people the skills and strategies that build wellbeing and resilience and supported them to integrate the skills into their day-to-day.</li> <li>The Community Health and Wellbeing and the Libraries and Community Centres teams are developing ways to incorporate the skills into programs and initiatives at seniors and community centres.</li> <li>A project team is exploring the how the skills could be implemented across the organisation.</li> </ul>
<b>3. Squalor and Hoarding</b> Build the capacity of the City of Salisbury to respond to squalor and hoarding issues within the community.	✓			✓	Completed and Ongoing	<p>A cross agency Northern Squalor and Hoarding Taskforce is hosted at the City of Salisbury and chaired by the City of Playford six weekly. This taskforce brings together a diverse range of stakeholders from across the state government sector, adjoining councils and NGO's.</p> <p>The taskforce has enabled increased knowledge and greater coordination of services on squalor and hoarding across the region.</p>
<b>4. Adult protection</b> Raise awareness and advocate for	✓	✓			Completed and Ongoing	<p>A cross agency Northern Elder Abuse Taskforce has been established with</p>

Adult Protection						<p>agencies from across the region being represented.</p> <p>The taskforce has successfully raised community and agency awareness on elder abuse through active participation in initiatives such as World Elder Abuse Day, holding three regional forums, endorsing and promoting the SA Strategy to Safeguard the Rights of Older South Australians and all agencies more actively raising awareness of the issue. Frameworks for response to abuse have also been developed.</p> <p>The Community Health and Wellbeing Division of Salisbury has developed policy, procedures and protocols on the identification and responses to Elder Abuse; has undertaken staff development and training; has developed a CALD response and actively supports the implementation and promotion of the SA strategy.</p>
<i>Existing Responses</i>						
5. Comorbidity Action in the North (CAN) research project in partnership with the University of Adelaide.		✓			Completed	Council worked with the University to study barriers to accessing effective comorbidity care by both mental health and alcohol and other drug services in the northern region of South Australia. This collaborative research project was completed in 2014 with the research results to be published in the near future.
6. Delivery of the critical actions identified in the City Pride Strategy as outlined in the objectives to improve the amenity and visual appearance of the City; strengthen social networks and community cohesion and promote the merits of the City as a great place to live, work and play.	✓	✓			Ongoing	The City Pride Strategy is currently being implemented across the organisation. A review is currently underway.



7. Continue to deliver the following City of Salisbury programs and services that support positive mental health:	✓	✓			Ongoing	<ul style="list-style-type: none"> <li>Commonwealth Home Support Program (CHSP) Council delivers a variety of social support and lifelong learning activities to over 3000 people per year.</li> <li>Delivery of the Cultural CHSP Social Program Over 1000 seniors from different Culturally and Linguistically Diverse (CaLD) population were engaged in social support activities across the senior activities.</li> <li>City of Salisbury Volunteer program The City of Salisbury currently engages 486 volunteers across our senior, youth and community centres, libraries and cultural program supporting people with a disability, older people, graffiti removal program and events.</li> <li>Provision of the City of Salisbury's six Community Centres, Mawson Centre and Twelve 25. During 2015/16 there were 135,659 visits to the community centres across a wide variety of courses, programs, and events in response to community needs</li> <li>Provision of the City of Salisbury's five libraries. During 2015/16 578,768 people visited the library for a number of services including signing up for memberships, utilising the Justice of Peace Service, using the public computers and wireless internet connection, library loans and early literacy programs.</li> <li>Early Childhood Development programs Continue to be delivered through the 5 library branches and as an outreach program with 6353 children attending early literacy programs in 2015/16.</li> <li>Provision of Recreation Services through the City of Salisbury's three Recreation Centres</li> </ul>
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						From October 2014 council outsourced its management of Recreation Centres to Belgravia Leisure. During 2014/15 there were more than 355,000 direct visits to the Centres with a further 200,000 indirect visits
8. Open Space and Recreation Ground The provision of quality and usable open space and recreation grounds.	✓				Ongoing	The City of Salisbury's Game Plan is currently being reviewed. The Game Plan sets the principles for open space and recreation provision and management across the City for the enjoyment and guardianship of future generations.
<b>Healthy Living, Healthy Eating and Being Active</b> <b>Objective 2: To provide and increase opportunities for the community to be physically active and have access to healthy food.</b>						
<i>New Responses:</i>						
1. <b>Food Security Action Plan</b> Endorsement and implementation of a City of Salisbury Food Security Action Plan to improve access to quality healthy food that is affordable and appealing to the Salisbury Community.		✓			Will not be progressed	Work on the action plan had commenced with research and back ground work having been completed. The findings of this work could be incorporated into other strategic documents and actions plans including the game Plan, Wellbeing Strategy and the City Landscape Plan.
2. <b>Healthy Catering Policy</b> Develop and implement the draft City of Salisbury healthy catering policy. This policy will improve access to and availability of healthy food and drink choices for Council staff, Elected Members,		✓			Deferred	A significant amount of background and research work has been undertaken on this project. To date we do not have a formalised policy however the principles are followed.

volunteers, and communities.						
<b>3. Walking and Cycling Strategy</b> Endorsement and implementation of a Walking and Cycling Strategy to guide future planning, development and programs for inclusion in the Integrated Transport Strategy that recognises the importance of walking and cycling for health benefits (either for leisure or as a mode of travel).		✓			In Progress	Walking and cycling strategies will be incorporated into the Integrated Transport Plan which is due for completion in October 2016.
<b>4. Healthy Communities Initiative</b> Continuation of successful key initiatives following the completion of the Healthy Communities Initiative. a) Prioritise the behaviour change actions outlined in the Cycling and Walking Strategy. Including: <ul style="list-style-type: none"> <li>i. Promotion of Greenways Trails Network via printed and digital media.</li> <li>ii. Investigate the opportunity of a free bike hire scheme.</li> <li>iii. Education – raising awareness of shared path etiquette for</li> </ul>	✓	✓			In Progress	The Healthy Communities Initiative project was completed in July 2014. Progress has been made on the following actions identified as continuing beyond the project. <ul style="list-style-type: none"> <li>a) Behavioural change actions;               <ul style="list-style-type: none"> <li>i. The Little Para trails network has been promoted online and in brochures. With completion of the Dry Creek and Green trails network promotional material needs to be developed.</li> <li>ii. <b>Free Bike Hire Scheme</b> The Works and Services Committee endorsed that Council will continue to explore opportunities to increase cycling and walking however will not proceed with the free bike hire scheme. This decision is to be reviewed in three years.</li> <li>iii. Trail signage has been placed on some of the trails this is an ongoing awareness raising action.</li> </ul> </li> <li>b) Investigations into opening a volunteer based “Bike Kitchen” has not resulted in any outcomes to date. However bike education workshops have been held at regular intervals across the City of Salisbury.</li> <li>c) There has been minimal interest in the development of a local Bicycle User</li> </ul>

<p>cyclists and walkers.</p> <p>b) Investigate the possibility of opening a volunteer based “Bike Kitchen” in the Salisbury area to provide an opportunity for people to learn and share skills in bike maintenance in a supportive community environment</p> <p>c) Facilitate and support the establishment of a local Bicycle User Group (BUG).</p> <p>d) Develop a “Community Garden” information guide and policy framework to establish and define Council’s position on Community Gardens in the City.</p> <p>e) Incorporate the role of Heart Foundation Walking Local Coordinator and Cycle Salisbury Coordinator into an existing council role.</p>						<p>Group (BUG). However there is a successful volunteer run Facebook site for Cycle Salisbury that networks cycling enthusiasts and promotes local rides.</p> <p>d) The “Community Garden” information guide and policy framework have not been developed. This will not to be progressed at this time.</p> <p>e) The Coordinator – Wellbeing programs in the Community Health and Wellbeing Division as a part of the role acts as Heart Foundation Walking Local Coordinator and Cycle Salisbury Coordinator.</p>
<p>5. Healthy Living, Healthy Eating and Physical Activity programs</p> <p>Explore opportunities and advocate for the delivery of accessible and sustainable community based healthy living, healthy eating and being active</p>	✓				Ongoing	<p>The OPAL initiative continues to be implemented throughout the study area. A wide range of programs, partnerships and policy projects are being undertaken in line with existing themes. The following work is currently being undertaken:</p> <p>- A review of access to free public drinking fountains across the City of Salisbury. A gap analysis has identified key locations for future installation of drinking fountains and a hierarchy of future need is being developed to guide</p>

programs. The majority of City of Salisbury's current program delivery is externally funded (OPAL and HCI). This action will consider the external environment including the State and Federal Government policies, funding opportunities and opportunities for partnership development.						<ul style="list-style-type: none"> <li>future park upgrades.</li> <li>Working with a number of schools to support strategies that increase the number of children cycling and walking. A bike track with public access after school hours has been developed at Salisbury Primary School. A change of school policy to allow children to ride their bikes at recess and lunch formed part of this project. This project has been developed as a case study and OPAL has already fielded calls from other interested schools.</li> <li>Conducting bike education courses for children during the latter part of 2016.</li> <li>Preparing a Place Activation Framework for the Salisbury CBD. This framework will provide an opportunity to trial evidence based initiatives in the Salisbury CBD.</li> <li>Working with local and district shopping centres to develop an ongoing program of school holiday cooking classes for primary school aged children. The first of these sessions was run in the July school holidays at Hollywood Plaza Shopping Centre with over 100 people attending the sessions.</li> <li>Continuing to work with schools, families and businesses to support the community to eat well and be active.</li> </ul> <p>OPAL is due to finish in mid-2017.</p>
<i>Existing Responses</i>						
1. Provision of quality and usable open space and recreation grounds	✓				Ongoing	The Game Plan which sets the principles for open space and recreation provision and management across the City for the enjoyment and guardianship of future generations is currently being reviewed.
2. Continue to consider the health implications of the design of the built environment.	✓				Ongoing	Healthy by Design, Universal Design, CPTEFD, age friendly and environmental and sustainable design principles continue to be incorporated into the design of the built environment.
3. Ongoing delivery of the Sports		✓			Ongoing	The Sports Development Framework continues to be implemented across the

Development framework actions						City of Salisbury in conjunction with a strong Sports and Recreation Network.
4. Delivery of recreation opportunities from the City of Salisbury's Recreation Centres		✓			Ongoing	Council's three recreation centres; Parafield Gardens Recreation Centre, Ingle Farm Recreation Centre and Salisbury Recreation Precinct are managed by an external provider Belgravia Leisure. During 2014/15 there were more than 355,000 direct visits to the Centres with a further 200,000 indirect visits
5. Continue to provide City of Salisbury's volunteer program and deliver on the actions outlined in the Volunteer Strategic Management Framework		✓			Ongoing	The City of Salisbury currently engages 486 volunteers across our senior, youth and community centres, libraries and cultural program supporting people with a disability, older people, graffiti removal program and events. The Volunteer Strategic Management Framework will be reviewed in 2017.
6. Continue to deliver positive ageing programs from the Community Health & Wellbeing division team		✓			Ongoing	Council continues to coordinate a range of programs that support our diverse communities to live healthy, active and engaged lives.
7. Implementation of Council's declaration of smoking bans where junior sport is played <i>under the Recreation Grounds (Regulations) Act 1931</i> .		✓			In Progress	Council staff have made applications to both the Tobacco Control Unit and the Attorney Generals Department to seek opportunities for enforcing smoking bans at outdoor sporting grounds. The intent of these applications has been met with encouragement however the Acts have not been purposed specifically to achieve Council's intended outcomes.  A report is to be submitted to Council in October 2016 to provide an update of the works undertaken to date and proposed future actions.
<b>Early Childhood Development</b> <b>Objective 3: To contribute to the healthy development of Salisbury to children to give them a healthy start to life.</b>						
1. Families and Children's discussion paper to explore possibility of becoming a UNICEF recognised					Deferred	UNICEF Australia has been piloting the Child Friendly Cities Initiative in Australia, in partnership with the South Australian Department for Education and Child Development, to develop a best practice model. Completion of the discussion

Child Friendly City.						paper will occur following the completion of the best practice model.
2. Explore the opportunities of developing a partnership with UniSA for the development of Healthy Kids research projects.					Will not be progressed	This project was not continued beyond project exploration stage due to different UNISA and Council priorities.
<i>Existing Responses</i>						
3. Early intervention and engagement programs through libraries.					Ongoing	Continue to be delivered through the 5 library branches and as an outreach program with 6353 children attending early literacy programs in 2015/16.
4. Library comes to your Community/Neighbourhood outreach programs					Ongoing	Council libraries continue to provide outreach programs to the community to various learning sites.
5. Variety of Recreation Centre programs targeting young people					Ongoing	Recreation programs continue to be delivered through the City of Salisbury's three Recreation Centres, the Sports Development Framework, Twelve 25 (Youth Enterprise Centre) and Community Centres.
6. Salisbury North Early Years Program based at Bagster Road Community Centre						The program finished in June 2015 after 7 years of implementation due to no longer successfully receiving funding from the Commonwealth Government. However a number of programs are continuing at Bagster Road Community Centres in partnerships with Novita Inc.
7. Continue to deliver City of Salisbury's immunisation program					Ongoing	The City of Salisbury provides a free immunisation service for pre-school children in the 0-4 year old age bracket. In the 2015 -2016 financial year the City of Salisbury provided 2705 vaccinations to children in this age bracket. The service is provided across 3 Council facilities.  In addition to the free immunisation service, Council also provides the Schools Immunisation Program under a service agreement with SA Health. As part of that



						program, 4486 vaccinations were provided to eligible children at high schools during 2015-2016 financial year.
8. Provision of quality Playgrounds and Open Space across the City of Salisbury.					Ongoing	Playground and Open Space provision continues to be monitored. This will be reviewed as a part of the Game Plan review.
9. Continue to deliver actions within the Sports Development Program					Ongoing	The Sports Development Framework continues to be implemented across the City of Salisbury in conjunction with a strong Sports and Recreation Network.
<b>Healthy and Connected Built and Natural Environments</b> <b>Objective 4: To develop healthy built and natural environments that meet the needs of Salisbury's community today and into the future</b>						
<i>New Responses:</i>						
1. Embed <i>Healthy by Design SA</i> and <i>Streets for People Compendium</i> principles into relevant policies, plans and procedures to ensure public realm environments are designed to support active and connected living.	✓				Ongoing	These principles have been incorporated into the Urban Design Framework and Streetscape Guidelines for the Salisbury City Centre endorsed by Council in April 2016. These are also referenced in the Salisbury City Centre DPA endorsed in April 2016.
2. Parks and Places Research Development of an implementation plan to ensure the outcomes of the Parks and Places research are incorporated into ongoing actions.	✓				In Progress	The Parks and Places research work is currently being integrated into the development of a Place Activation Framework for the Salisbury CBD. This framework will provide an opportunity to trial evidence based initiatives in the Salisbury CBD.



3. Integrated Transport Plan Develop an Integrated Transport Plan to provide for the future planning of infrastructure and initiatives to facilitate the movement of people and goods in a way that sustains economic growth, is environmentally sustainable and enhances the quality of community life.	✓				In Progress	Due for completion October 2016.
4. Natural Disaster and Extreme Weather Event Planning Develop a plan which considers how we need to redesigning our communities for warmer conditions and extreme weather events. This includes; <ul style="list-style-type: none"> <li>• provision of better shade and other cooling green infrastructure elements in urban development; and</li> <li>• ensuring our stormwater infrastructure systems and Bushfire Management Plans are able to cater for future weather events.</li> </ul>			✓		Completed	The regional climate change adaptation plan – Adapting Norther Adelaide project was endorsed by council in April 2016. Council has funded a 12 month of the coordinator role for implementation of the plan during 2016/17 financial year.
5. Affordable Living Strategy	✓				Deferred	

Develop an Affordable Living Strategy that identifies the actions needed to make the City of Salisbury a more affordable and sustainable place to live. Affordable living incorporates the size and type of our housing, the resources we use, how we move around and our relationship with the environment. The strategy will aim to facilitate a society that is inclusive, improves wellbeing and sustainability and provides opportunities to all residents.						This action was on hold pending the outcomes of the Adapting Northern Adelaide Plan. An action in the plan is to explore more efficient housing designs in terms of water and energy efficiency with pilots to be considered through council development projects.
<i>Existing Responses</i>						
6. Play Space Action Plan Continue to deliver the Play Space Action Plan. This aim of this plan is to stimulate thinking about the importance of play and provides direction for the future provision and renewal and of play spaces across the City for all ages.	✓				Ongoing	The Play space Action plan will be reviewed as a part of the Game Plan. Place based renewal and play equipment installation is ongoing.
7. Game Plan - open space and recreation action plan Continue to implement the	✓				Ongoing	Review in Progress

principles outlined within the Game Plan for open space and recreation provision and management across the City for the enjoyment and guardianship of future generations.						
8. City Landscape Plan Ongoing incorporation of the principles outlined in the City Landscape Plan to strengthen the unique characteristics of the City of Salisbury and ensure that Biodiversity, Water Sensitive Urban Design, Crime Prevention Through Environmental Design and Landscape Design principles are addressed in all public open space within the City.	✓				Ongoing	Council continues to develop in line with the City Landscape Plan. The Plan is to be revised during the 2016/17 financial year.
<b>Building Excellence - Developing City of Salisbury's Capacity</b> <b>Objective 5: To improve the City of Salisbury's capacity to deliver the best possible positive health and wellbeing outcomes to the community</b>						
<i>New Responses</i>						
1. Integration of Health In All Policies Adopt a health in all policies approach to the development of all council policies, strategies and plans. A health in all approach is	✓	✓	✓	✓	In progress	Background research work has been undertaken. This work will be integrated into the development of the wellbeing strategy and wellbeing monitor which work is currently commencing.

to systematically take into account the health implications of decisions, seeks synergies, and avoids harmful health impacts, in order to improve population health and health equity.						
2. Health and Wellbeing Toolkit and Evaluation Framework Develop a Health and Wellbeing toolkit to enable staff to consider ways of having a positive impact on the health and wellbeing of the community. The toolkit will guide the development and implementation of strategies, plans and policies and the development and delivery of programs and services across the organisation. An evaluation framework will be developed and implemented to review the outcomes of the toolkit implementation. Include usage of existing toolkits such as the Heart Foundations - Healthy by Design guidelines and Streets for People Compendium - South Australia	✓	✓	✓	✓	In progress	This work is to be integrated into the wellbeing strategy and wellbeing monitor to ensure the outcomes for the organisation are integrated and complimentary.

3. Community Health and Wellbeing Survey Investigate the possibility of undertaking a Community Health and Wellbeing survey to measure the success of the Regional Public Health actions. To be delivered biennially in, alternate years from the Community Perceptions Survey.					Deferred	This work is to be integrated into the wellbeing strategy and wellbeing monitor it will also take into consideration the development of the South Australian Evaluation and Reporting framework to be implemented across all councils. Work is still continuing on the development of this framework (as outlined in action 9 below).
4. Advisory Group Incorporate the existing Healthy Communities Initiative and OPAL Advisory groups into a Health and Wellbeing Advisory Group to guide the delivery of Public Health across the community and organisation.  Timeframes: Ongoing	✓	✓	✓	✓	Ongoing	Due to the completion of the Healthy Communities Initiative and the change in OPAL delivery model no advisory group has been set up to guide the delivery of Public Health across the organisation. However working groups have been established to guide the delivery of critical projects within the plan as required.
5. Strategic Partnerships Development of strategic partnerships to achieve health outcomes for the Salisbury Community based on identified	✓	✓	✓	✓	Ongoing	The development of strategic partnerships is an ongoing action and continues to be a significant driver in the development of health and wellbeing outcomes for our community.

needs through the population health profile, stakeholder and community engagement and plan development.						
6. Regional approach <ul style="list-style-type: none"> <li>Develop a business case for the implementation of a regional mosquito control program with the City of Port Adelaide Enfield, City of Playford and the State Government.</li> <li>Develop a business case for the implementation of a regional immunisation program with the City of Port Adelaide Enfield, the City of Playford and the City of Tea Tree Gully.</li> </ul>				✓	Completed	<ul style="list-style-type: none"> <li>Consultations with adjoining councils (City of Playford, City of Tea tree Gully and City of Port Adelaide Enfield) undertaking a mosquito control service are currently contracting the service to their specification to meet the needs of their community and were not in a position to approach this regionally. The City of Salisbury has re-tendered the mosquito control service again.</li> <li>Consultations with adjoining councils (City of Playford, City of Tea tree Gully and City of Port Adelaide Enfield) found they were not in a position at this time to consider a regional approach. However the two councils who provide in house services were potentially interested in discussing the opportunity at a later date. Council's service provision will be reviewed and offered for tender for 2016/17 and beyond. At this time further consultation will be undertaken with adjoining Councils and other service providers.</li> </ul>
7. Develop an Environmental Health Emergency Management Plan as an annex to the Council's Emergency Management Plan. The plan will include potential development of partnerships with adjoining councils.				✓	In Progress	No progress has been made internally with this action due to Environment Health Australia and the Local Government Association currently working on the development of an Environmental Health Emergency Management Plan model that can be adopted by the Councils.
8. Advocate Advocate to the Federal and State	✓	✓	✓	✓	Ongoing	During the last year the council has not advocated on early intervention, community development and health prevention programs. However this

<p>Governments to maintain appropriate service levels of early intervention, community development and health prevention programs. This is in response to decreasing levels of service provision from both the State and Federal Governments, the lack of continuous funding for pilot “one-off” or “short term programs which have been successfully implemented and the community expectation is that other bodies, local government, NGO’S and community bodies will fill the gaps.</p>						continues to be significant area of concern for our community and needs attention.
<p>9. Evaluation Framework Develop a reporting framework in conjunction with SA Health, the LGA and other councils. Council is required to report on how it has succeeded in implementing its Regional Public Health Plan biennially as per the SA Health Act 2011.</p>	✓	✓	✓	✓	In progress	<p>The Local Government Public Health Evaluation Research Group is represented by a number of Councils (including the City of Salisbury), SA Health and the LGA. This group is working through the development of an evaluation and reporting framework. No end date has been set for completion of this process. This work holds up the development of a community wellbeing monitor.</p>



## Section 2: EMERGING PUBLIC HEALTH ISSUES AND OPPORTUNITIES

The following issues and opportunities have been identified and

### City of Salisbury Opportunities

Between July 2014 and June 2016 the following actions have been identified by the City of Salisbury:

#### 1. Salisbury Suicide Prevention Network “Every Life Matters”

In June 2015 council endorsed staff to work with SA Health to establish a localised community led Suicide Prevention Network in the City of Salisbury. This work has commenced and network has been established in the City of Salisbury. The network has developed an action plan and has held its inaugural AGM. .

#### 2. Northern Adelaide Regional Health Promotion Collaboration

During the 2015/2016 financial year the Northern Health Network led the Northern Adelaide Health Promotion Collaboration (NARPHC) in conjunction with the City of Salisbury, City of Playford, City of Port Adelaide Enfield, Town of Gawler, Northern Adelaide Local Health Network and Adelaide Primary Health Network. The purpose of the NARPHC was to deliver coordinated health promotion to the northern Adelaide metropolitan region and improve health literacy levels in the Northern Adelaide metropolitan region. This project was not funded to continue beyond the 2015/16 financial year.

#### 3. Age Friendly Salisbury Strategy and the City of Salisbury’s acceptance into the WHO Age Friendly Cities Network

In October 2015 council endorsed Age Friendly Salisbury Strategy 2015-2020. The focus of the strategy is to create an age-friendly city to support seniors to achieve an active and engaged life and age well in the City of Salisbury.

In June this year the City of Salisbury was accepted into the WHO Global Network of Age-friendly Cities and Communities. This follows years of dedicated work, commitment to listening to its older residents, the development and delivery of the Age Friendly Salisbury.

#### 4. Wellbeing Strategy

A critical action identified in Salisbury’s City Plan 2030 was the development of a Wellbeing Strategy for the Council and the community that incorporates healthy lifestyles and recreation, psychological wellbeing and resilience. Work on this action has recently commenced and is due to be completed in 2017.

### Emerging Public Health Opportunities and Issues for SA Health and the State Government

The following emerging public health opportunities and issues for the City of Salisbury have been identified that require a State Government collaborative response.

#### 1. Climate Change Adaptation Plans and the Impact on Health

What is the State Governments response to Climate Change adaptation in health? How is SA Health working with the Department of Environment Water and Natural Resources (DEWNR) to implement initiatives identified with the Regional Adaptation Planning?

#### 2. Mental Health Services

With the closure of the walk in service at the Northern Community Mental Health Services in Salisbury we are concerned with the services available. What has SA Health put in place to respond to the increasing need for mental health services in Salisbury and northern region. There is a lack of clarity regarding the referral pathways (beyond hospital emergency/GP) after hours both of which are problematic depending on the condition of and support available to the individual.

#### 3. Urban Development

With state governments endorsement of the new planning legislation how is SA Health working with Department of Planning, Transport and Infrastructure (DPTI) on embedding the 30 Year Plan. Key aspects that require a collaborative approach are the development of sustainable and resilient housing in particular energy and water efficiency and access to public transport, green infrastructure and service provision.

#### 4. Automotive transitions response from SA Health

With the pending closure of Holden and the automotive supply businesses in the northern region is there a relationship between SA Health and the Automotive Transformation Taskforce (within the Department of State Development) due to significant health impacts this will have across the region?

#### 5. Preventative Health and Health Promotion

There is a significant need for preventative health and health promotion programs and services to continue. Beyond OPAL finishing in June 2107 what direction and priority is SA Health placing on prevention into the future.

Public Libraries SA Partnership opportunity

There is a partnership development opportunity for SA Health to work with the Public Libraries SA (part of Department of State Development) to increase health literacy through enhancing resources available within the State wide collections.

#### 6. Disability Hub Development

What is SA Health's link to the Northern Disability Hub? Recent briefings with the Department of State Development took place regarding the development of workforce the sector and there is an opportunity for SA Health to contribute as a major employer in the sector to

facilitate the development of improved training and employment outcomes.

**7. OPAL evaluation report**

When is the evaluation report of the OPAL program being released and what is the State Government's response to the outcomes of the evaluation? How can the learnings and results be shared with local government to shape local initiatives?

**8. Common Public Health Issues and Opportunities across the State**

What are the common public health issues and opportunities that have been identified across the state in Public Health Plans? How is SA Health planning to respond to commonalities?





**City of Salisbury**  
ABN 82 615 416 895

12 James Street  
PO Box 8  
Salisbury SA 5108  
Australia

Telephone 08 8406 8222  
Facsimile 08 8281 5466  
city@salisbury.sa.gov.au  
TTY 08 8406 8596  
(for hearing impaired)  
www.salisbury.sa.gov.au

7 September 2016

Office of the Mayor  
Gillian Aldridge

Contact: Joanne Menadue

Professor P Phillips  
Chief Public Health Officer  
Department for Health and Ageing  
Government of SA  
PO Box 287  
Rundle Mall  
Adelaide SA 5000

Dear Professor Phillips

Over the last few years the development and implementation of the Salisbury Regional Public Health Plan has provided an additional lens and focus for Council to enhance our communities health and wellbeing. It is through this process that a number of emerging public health issues and opportunities for the Salisbury community have been identified.

The City of Salisbury is writing to request a response from SA Health regarding a number of these issues and opportunities. These are also contained in the City of Salisbury's Regional Public Health Plan report to the Chief Public Health Officer.

1. Climate Change Adaptation Plans and the Impact on Health  
What is the State Governments response to Climate Change adaptation in health? How is SA Health working with the Department of Environment Water and Natural Resources (DEWNR) to implement initiatives identified with the Regional Adaptation Planning?
2. Mental Health Services  
With the closure of the walk in service at the Northern Community Mental Health Services in Salisbury we are concerned with the services available. What has SA Health put in place to respond to the increasing need for mental health services in Salisbury and northern region. There is a lack of clarity regarding the referral pathways (beyond hospital emergency/GP) after hours both of which are problematic depending on the condition of and support available to the individual.
3. Urban Development  
With state governments endorsement of the new planning legislation how is SA Health working with Department of Planning, Transport and Infrastructure (DPTI) on embedding the 30 Year Plan. Key aspects that require a collaborative approach are the development of sustainable and resilient housing in particular energy and water efficiency and access to public transport, green infrastructure and service provision.
4. Automotive transitions response from SA Health  
With the pending closure of Holden and the automotive supply businesses in the northern region is there a relationship between SA Health and the Automotive Transformation Taskforce (within the Department of State Development) due to significant health impacts this will have across the region?
5. Preventative Health and Health Promotion  
There is a significant need for preventative health and health promotion programs and services to continue. Beyond OPAL finishing in June 2107 what direction and priority is SA Health placing on prevention into the future.

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What is SA Health's link to the Northern Disability Hub? Recent briefings with the Department of State Development took place regarding the development of workforce the sector and there is an opportunity for SA Health to contribute as a major employer in the sector to facilitate the development of improved training and employment outcomes.
7. OPAL evaluation report  
When is the evaluation report of the OPAL program being released and what is the State Government's response to the outcomes of the evaluation? How can the learnings and results be shared with local government to shape local initiatives?
8. Common Public Health Issues and Opportunities across the State  
What are the common public health issues and opportunities that have been identified across the state in Public Health Plans? How is SA Health planning to respond to commonalities?

We would like to request a meeting take place to discuss these areas further and to give the opportunity for SA Health to provide responses to our questions. In the meantime if you require any further information or clarification please contact Joanne Menadue on 8406 8589 [jmenadue@salisbury.sa.gov.au](mailto:jmenadue@salisbury.sa.gov.au).

Yours faithfully

**Gillian Aldridge**

Mayor

Phone: 08 8406 8212

Email: [galdridge@salisbury.sa.gov.au](mailto:galdridge@salisbury.sa.gov.au)

<b>ITEM</b>	1.3.1		
	<b>POLICY AND PLANNING COMMITTEE</b>		
<b>DATE</b>	19 September 2016		
<b>PREV REFS</b>	Policy and Planning Committee	1.3.2	18/04/2016
	Policy and Planning Committee	1.3.1	16/03/2015
	Policy and Planning Committee	1.3.3	16/02/2015
<b>HEADING</b>	Rural (Aircraft Noise) Direk Industry and Residential Interface Development Plan Amendment - Public Consultation		
<b>AUTHOR</b>	Peter Jansen, Strategic Planner, City Development		
<b>CITY PLAN LINKS</b>	1.4 Have well planned urban growth that stimulates investment and facilitates greater housing and employment choice.		
<b>SUMMARY</b>	<p>This report requests the endorsement of Council to request the agreement of the Minister for Planning to undertake public consultation on the Rural (Aircraft Noise) Direk Industry and Residential Interface DPA. The DPA has undergone Government Agency consultation, but the Minister for Planning required changes to the proposed DPA before receiving his agreement to proceed to public notification.</p> <p>A significant change required by the Minister was that the proposed Residential Zone boundary was not to be adjusted allow additional housing in areas that are above the 20 Australian Noise Exposure Forecast (ANEF) contour, which also reflects the position of the Department of Defence. Negotiations with the Department of Defence on various options for the location of the proposed zone boundary in relation to some existing properties have not resulted in any change to their position on this issue. A minor Residential Zone boundary change which is not considered to impact on airport operations is proposed in the DPA to align the proposed zone with the allotment boundaries of some existing properties where practicable.</p> <p>The DPA also proposes to change the existing Primary Production Zone to Urban Employment Zone, create a Neighbourhood Centre Zone on portion of the Heyne nursery site at the corner of Waterloo Corner Road and Bolivar Road with the balance of the site that is identified as being less than 20 ANEF becoming part of the Residential Zone, and consequential policy and mapping changes.</p>		



**RECOMMENDATION**

1. The draft Rural (Aircraft Noise) Direk Industry and Residential Interface Development Plan Amendment forming Attachment 2 to this report (Item No. 1.3.1, Policy and Planning Committee, 19/09/2016) be endorsed for public consultation and forwarded to the Minister for Planning for public consultation approval.
2. That the Policy and Planning Committee be nominated to hear representations on the Rural (Aircraft Noise) Direk Industry and Residential Interface Development Plan Amendment should a public hearing be required.
3. The General Manager City Development be authorised to make minor changes as required to the draft Rural (Aircraft Noise) Direk Industry and Residential Interface Development Plan Amendment in order to receive the approval of the Minister for Planning for consultation providing that the changes do not alter the intent of the Amendment, and make arrangements for commencement of public consultation.
4. That a further report be provided to Council on the outcomes of the Rural (Aircraft Noise) Direk Industry and Residential Interface Development Plan Amendment public consultation process upon conclusion of the consultation period.

**ATTACHMENTS**

This document should be read in conjunction with the following attachments:

1. Rural (Aircraft Noise) Direk Industry and Residential Interface Development Plan Amendment Study Area and ANEF Overlay 15000 Scale
2. RUAN DPA Proposed Zone Section and 20 and 25 ANEF Map
3. Draft Rural (Aircraft Noise) Direk Industry and Residential Interface Development Plan Amendment
4. Strategic Transport Routes Overlay
5. Urban Employment Zone
6. Primary Production Zone

**1. BACKGROUND**

- 1.1 The DPA was initiated with the intention to rezone the current Primary Production Zone (previously the Rural (Aircraft Noise) Zone) south of the Edinburgh RAAF Air Field to Urban Employment Zone, and adjust the Residential Zone boundary along the Bolivar Road area to follow the 25 Australian Noise Exposure Forecast (ANEF) airplane noise contour along property boundaries where possible. The proposed adjustment to the Residential Zone boundary would have created some residential development opportunities for affected land owners. The 25 ANEF contour was the standard for residential limits (subject to meeting construction criteria for noise attenuation) at the time of inception of the DPA.
- 1.2 The DPA has undergone Government Agency consultation and in April 2015 Council sought the approval of the Minister for Planning to begin public consultation. The Minister advised in October 2015 that amendments would have to be made to the DPA to obtain his agreement for public consultation. The most significant requirement was to amend the DPA so that no additional land that is

located in areas that exceed the 20 Australian Noise Exposure Forecast (ANEF) is rezoned to Residential, or any other zone that would result in the further intensification of noise sensitive land uses, unless the issue is resolved in consultation with the Department of Defence. The 20 ANEF has been identified by the Federal Government through its National Airport Safeguarding Framework as the new limit for residential development.

- 1.3 Council resolved at its 18<sup>th</sup> April 2016 meeting to review and amend the DPA in accordance with the Minister for Planning requirements, and further consider the draft DPA prior to forwarding to the Minister to seek agreement for public consultation.
- 1.4 Since the response from the Minister options for zone boundary positions have been pursued with the Department of Defence. These options generally reflect cadastre alignments and provide some limited development opportunities for some properties along the Bolivar Road/Beadell Street area. Email responses from Department of Defence to staff on the presented options consistently did not support any changes, and a meeting between staff and local and Canberra-based representatives on the 15<sup>th</sup> August did not change the Defence position. Whilst a formal written response from the Department of Defence has yet to be received, its position is clear.
- 1.5 The DPA process in this matter requires the agreement of the Minister for Planning to begin public consultation. Public consultation will occur over a two month period, with a public hearing held if required, and the responses and issues to be reported back to Council. Dates for consultation and a public hearing will be determined subject to the Minister for Planning approval of the DPA for consultation. The final DPA will be put to the Minister for final approval following Council's consideration of the outcomes of consultation.

## **2. CONSULTATION / COMMUNICATION**

### **2.1 External**

- 2.1.1 Department of Defence
- 2.1.2 DPTI

## **3. REPORT**

- 3.1 The rezoning process is controlled by the Development Act. Council is required to comply with the legislation. Council must obtain the approval of the Minister for Planning to release the DPA for public consultation. If the Minister has required an alteration to the DPA, the Council must comply with the requirement. (Section 25 (7) ( c ) (i) of the Development Act) or alternatively it may resolve to not proceed further with the DPA and advise the Minister accordingly.
- 3.2 Council staff have been negotiating with both DPTI and the Department of Defence to try and reach an agreed position in relation to rationalization of the Residential Zone boundary to better align with cadastral boundaries having regard to both the location of the 20 ANEF contour, and balancing the need to ensure that zone boundaries are logical in terms of not unreasonably constraining or sterilizing future development opportunities on individual land parcels. It should be recognised that there are existing residential infill development opportunities within the current Residential Zone that are located within the 20 ANEF contour.

- 3.3 However the Department of Defence has not moved from its long-stated position to not support rezonings that allow for increased residential development in the areas above the 20 ANEF contour. It considers that any increase in potential for housing in the >20ANEF contour area will result in potential for increased pressure to change its operations because of the aircraft noise impacts in residential areas.
- 3.4 In discussions with the Department of Defence, they acknowledge that Defence does not have a statutory role in the Development Plan Amendment process, and are not a formal referral agency under the Act. They emphasised that the Minister and DPTI are the decision-makers in relation to the DPA. However the Minister and DPTI have and will continue to take into consideration the views of Defence when considering this DPA.
- 3.5 The ANEF contours do not follow property boundaries, which results in two land use zones over some allotments making it difficult to develop the allotments in an orderly manner. The negotiations have been seeking the rationalisation of boundaries to set the Residential Zone in the draft DPA. The DPA has been re-drafted to minimally change the zone boundary for a small number of allotments which are considered to not impact on the airport and Defence operations but logically follows allotment boundaries where practicable.
- 3.6 The proposed zone boundary across the Heynes Nursery site does recognise the 20 ANEF contour alignment, allowing for residential development within the 20 ANEF contour area. The remainder of the site is proposed to become a Neighbourhood Centre Zone linking to the existing adjacent Neighbourhood Centre Zone, reflecting that uses within the Neighbourhood Centre Zone are generally less noise-sensitive than residential.
- 3.7 There are consequential changes to the existing Primary Production Zone as a result of the proposed zone change to Urban Employment Zone, and minor amendments by the use of Strategic Transport Overlays, Concept Plans, Building Near Airfields General policy module to correct editorial issues, and new zone replacement maps as appropriate.
- 3.8 The area south of the Edinburgh RAAF Air Field has been identified in proposed Concept Plan Sal/6 as recognising maximum building heights as required, and a runway public safety area. These policy restrictions are linked to the existing controls in the existing Urban Employment Zone adjacent the study area.

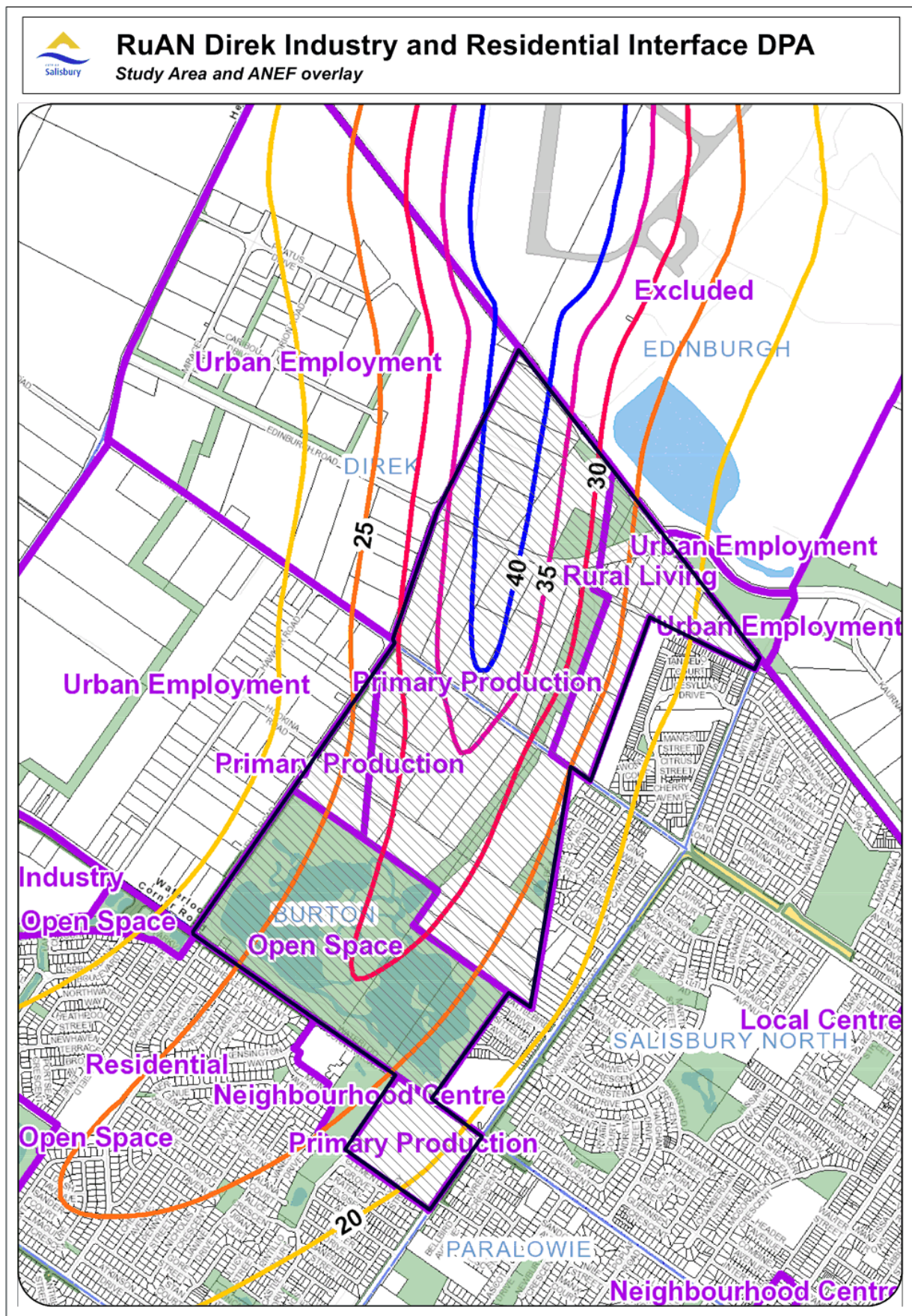
#### **4. CONCLUSION / PROPOSAL**

- 4.1 Staff have been negotiating with Department of Defence representatives in order to seek an agreed boundary to the proposed Residential Zone along the area of Bolivar Road and Beadell Street in order to optimise development potential and rationalise zone and allotment boundaries. None of the options have been supported by Defence. It is proposed that a minimal Residential Zone boundary adjustment be undertaken which is considered to not impact on the airport operations.
- 4.2 The DPA is considered suitable for endorsement for consultation, and be forwarded to the Minister for Planning for consultation approval.

#### **CO-ORDINATION**

Officer: EXECUTIVE GROUP  
Date: 12.09.16

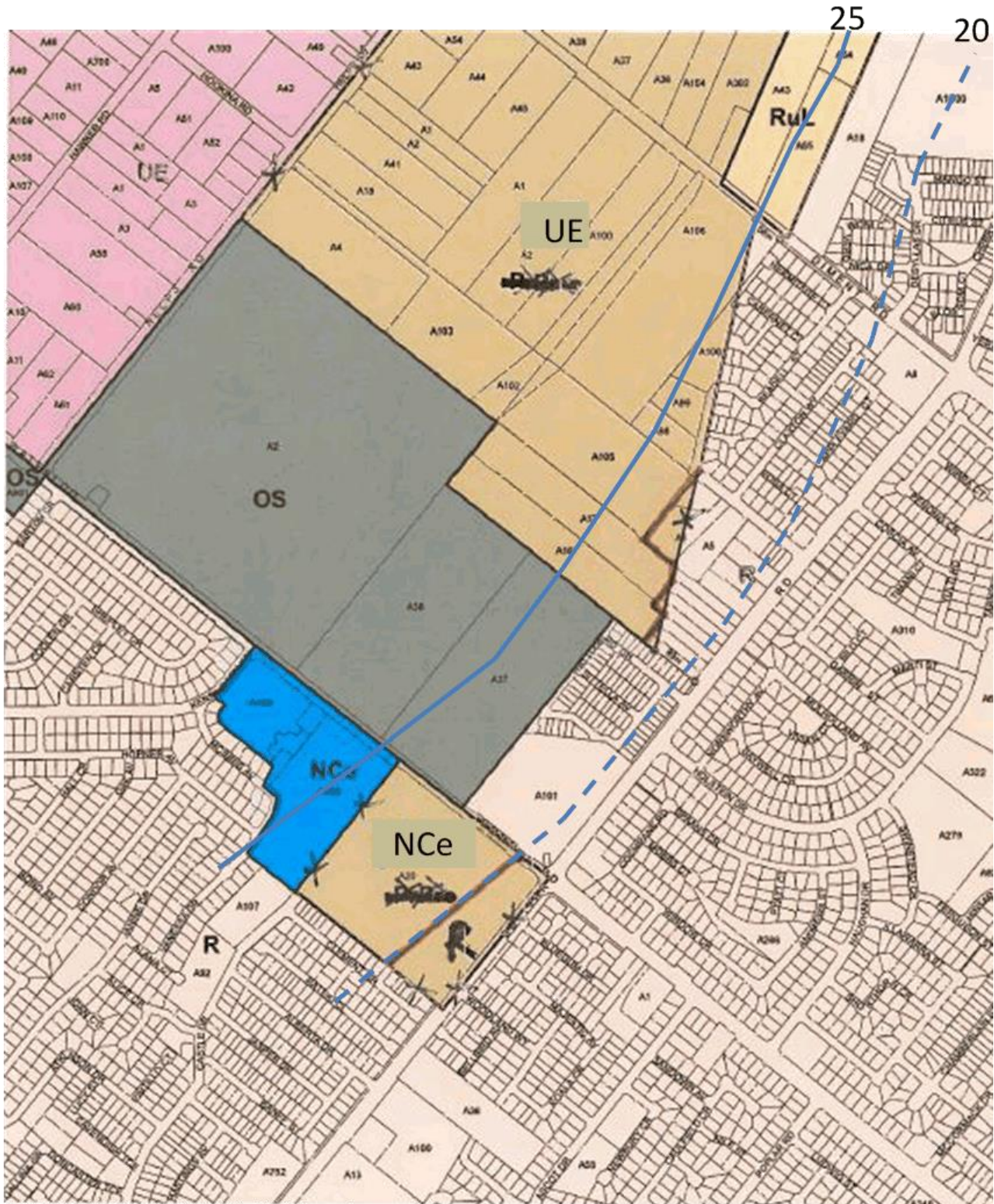








## RUAN DPA proposed zone section and 20 and 25 ANEF







# Development Plan Amendment

By the Council

## City of Salisbury

### Rural (Aircraft Noise) Direk Industry and Residential Interface

#### Explanatory Statement and Analysis

***For Consultation***

Draft DPA for Public Consultation Sept 2016

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**Rural (Aircraft Noise) Direk Industry and Residential Interface**  
**City of Salisbury**  
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## Have Your Say

This Development Plan Amendment (DPA) will be available for inspection by the public at "Click and Type" from "Insert Consultation Start Date" until "Insert Consultation Close Date" .

During this time anyone may make a written submission about any of the changes the DPA is proposing.

Submissions should be sent to "Click and Type".

Submissions should indicate whether the author wishes to speak at a public meeting about the DPA. If no-one requests to be heard, no public meeting will be held.

If requested, a meeting will be held on "Click and Type" at "Click and Type".

## Explanatory Statement

### Introduction

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

Before amending a Development Plan, a council must first reach agreement with the Minister regarding the range of issues the amendment will address. This is called a Statement of Intent. Once the Statement of Intent is agreed to, a Development Plan Amendment (DPA) (this document) is written, which explains what policy changes are being proposed and why, and how the amendment process will be conducted.

A DPA may include:

- An Explanatory Statement (this section)
- Analysis, which may include:
  - Background information
  - Investigations
  - Recommended policy changes
  - Statement of statutory compliance
- References/Bibliography
- Certification by Council's Chief Executive Officer
- Appendices
- The Amendment.

### Need for the amendment

The Direk area as highlighted in City of Salisbury studies in 1999 and 2004, and more recently in the Greater Edinburgh Parks investigations, is considered to have the following strengths:

- Ready linkage to major freight networks
- Access to transport distribution facilities at Port Adelaide
- Access to an intermodal transport facility
- Is adjacent the Edinburgh RAAF Air Field
- Is adjacent the Greater Edinburgh Parks industrial area.

The 30 Year Plan for Greater Adelaide anticipates residential growth supported by employment growth over the period and has set regional targets. The State has set aside a significant area at Greater Edinburgh Parks as employment lands, with the intention to facilitate an enterprise precinct that takes advantage of the proximity of the Edinburgh RAAF Air Field and will act as a focus for defence related industries in particular.

The Edinburgh RAAF Air Field has been identified by the Department of Defence as a strategic base and therefore consolidated in its operations. The 7RAR Hardened and Network Army initiative has resulted in the relocation of a battalion to Edinburgh with a resultant increase in base facilities and presents an opportunity to build upon the demands for industrial land in conjunction with Greater Edinburgh Parks.

The area to the south of the runway has been zoned Rural (Aircraft Noise) and more latterly Primary Production (due to the Better Development Plan module application) to control development in proximity to the Edinburgh RAAF facility. Residential and industrial development is not permitted in the zone primarily because of the airplane noise issues. The location and shape of the Zone has somewhat been dictated by the noise forecasts from aircraft operations and is known as the Australian Noise Exposure Forecast (ANEF). The ANEF is dependent upon the type of aircraft used, the flight paths, and frequency of operation. These are review periodically by the Department of Defence, usually as an outcome of a change in aircraft type and operations.

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The Edinburgh RAAF Air Field has released its latest Australian Noise Exposure Forecast for up to the year 2022 which offers the opportunity to review the land uses and zoning controls around the area.

The Federal Government has also introduced a National Airports Safeguarding Framework arising from the Aviation White Paper. The Framework has a number of matters that will require consideration of development around airports to further protect operational safety.

It is therefore considered opportune to assess the land use framework of the area in light of these policy directions.

### **Statement of Intent**

The Statement of Intent relating to this DPA was agreed to by the Minister on 29<sup>th</sup> November 2013.

The issues and investigations agreed to in the Statement of Intent have been undertaken or addressed.

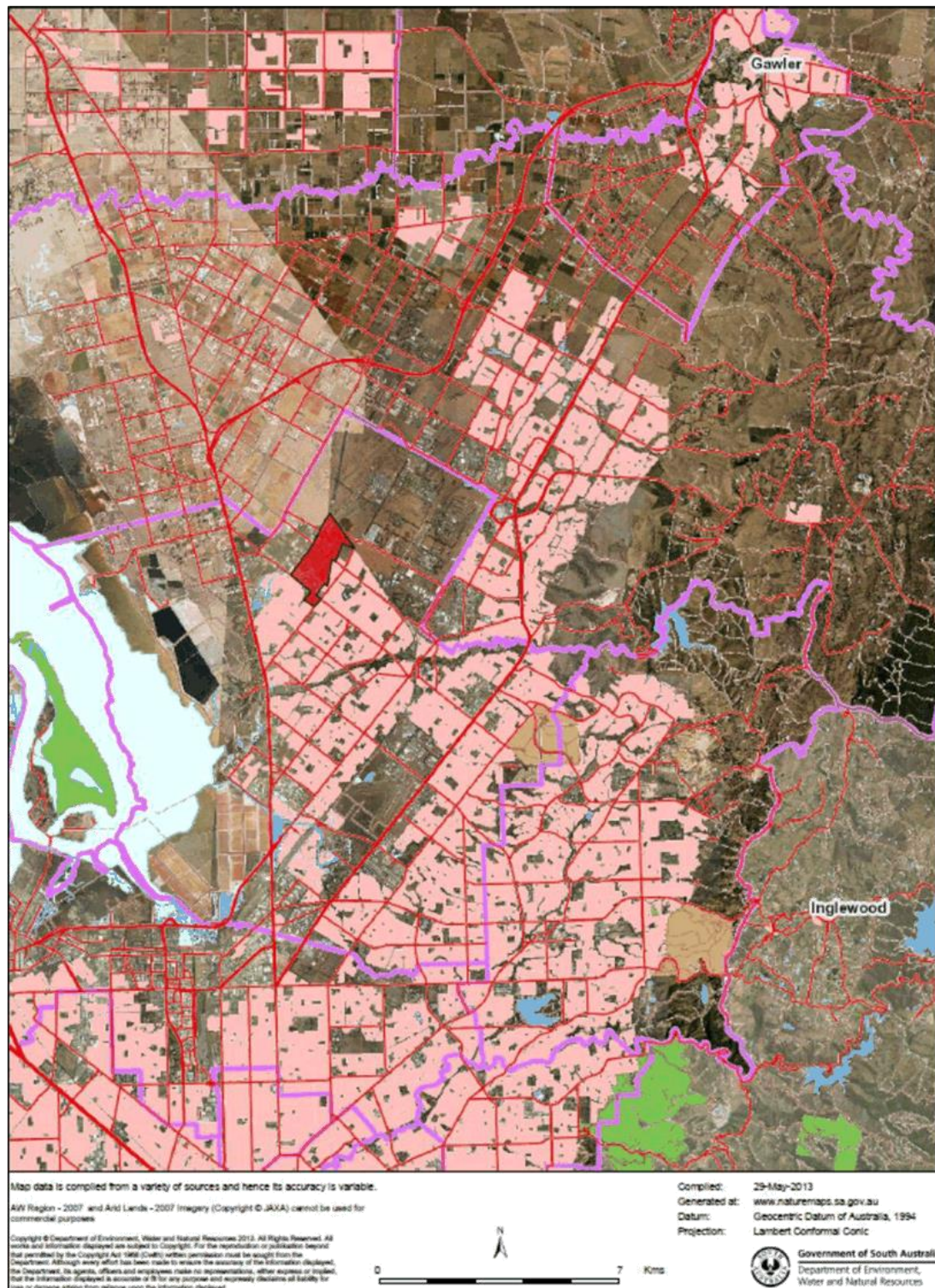
### **Affected area**

The area(s) affected by the proposed DPA is described as follows:

The land south of the runway that is within the Primary Production Zone (previously the Rural (Aircraft Noise) Zone), Rural Living Zone, and the Open Space Zone that is locally known as Kaurna Park. The Study Area is shown in its regional context in Diagram 1 and in more localised detail in Diagram 2



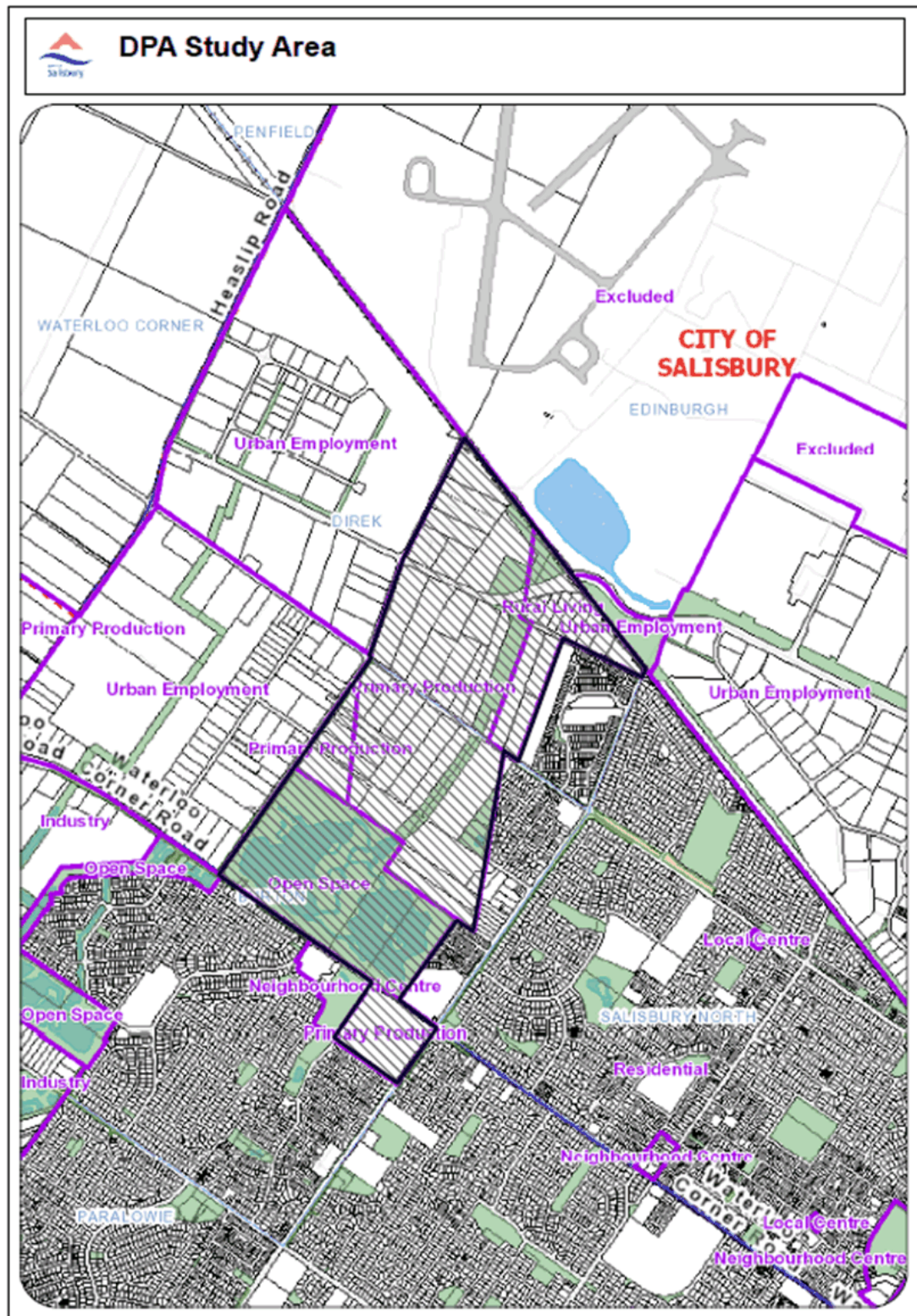
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## Summary of proposed policy changes

The DPA proposes the following major changes:

- Use the Urban Employment Zone policy module as adapted by the Minister in the Greater Edinburgh Parks Employment Lands Part 1 DPA to replace the Primary Production Zone in the study area;
- Include Dwellings as non-complying development in the areas above 20ANEF;
- Use the Strategic Transport Routes Overlay module ;
- Amend portion of the Residential Zone boundary to reflect the 20 ANEF contour with minor cadastre adjustment
- Amending Concept Plan to identify building height restrictions of 7.5m and 15m, a Limited Development Area and a Runway Public Safety Area that links to the existing controls in an adjacent zone that will be extended into the study area
- Amend Building Near Airports policy module to reflect correct Australian Standard references

## Legal requirements

Prior to the preparation of this DPA, council received advice from a person or persons holding prescribed qualifications pursuant to section 25(4) of the *Development Act 1993*.

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

- accords with the Planning Strategy
- accords with the Statement of Intent
- accords with other parts of council's Development Plan
- complements the policies in Development Plans for adjoining areas
- accords with relevant infrastructure planning
- satisfies the requirements prescribed by the *Development Regulations 2008*.

## Interim operation

Interim operation is not sought for this Development Plan Amendment.

## Consultation

This DPA has undergone formal agency consultation with:

- Federal Department of Infrastructure, Transport, Regional Development and Local Government
- Department of Defence – Defence Support Group
- Defence SA
- DPTI
- SEAGas
- Epic Energy
- APA Group
- Envestra
- SA Water
- Electranet
- SA Power Networks
- DEWNR
- DMITRE
- EPA
- PIRSA
- SA State Emergency Service
- SA Metropolitan Fire Service

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Preliminary consultation will also occur with the following key stakeholders:

- Australian Rail Track Corporation

The DPA is now to be released for public consultation.

All written and verbal, agency and public submissions made during the consultation phase will be recorded, considered, summarised and responses provided. Subsequent changes to the DPA may occur as a result of this consultation process.

**Important Note for Agencies:** This DPA includes modules from the State Planning Policy Library.

As the policy library was subject to agency consultation during its development, agencies are requested to comment only on the range and application of the modules selected and not on the actual policy content, except where that policy has been included as a local addition. Agencies are invited to comment on any additional issues.

### **The final stage**

When the council has considered the comments received and made any appropriate changes, a report on this (the *Summary of consultations and proposed amendments* report) will be sent to the Minister.

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



## Analysis

### 1. Background

The Direk area, as highlighted in City of Salisbury studies in 1999 and 2004, and more recently in the State's Greater Edinburgh Parks investigations, is considered to have the following strengths:

- Ready linkage to major freight networks
- Access to transport distribution facilities at Port Adelaide
- Access to an intermodal transport facility
- Is adjacent the Edinburgh RAAF Air Field
- Is adjacent the Edinburgh Parks industrial area
- Is adjacent the future Greater Edinburgh Parks Employment Lands

The Metropolitan Adelaide Industrial Land Strategy released in April 2007 identified Edinburgh Parks as a key strategic industrial area in Northern Adelaide and precinct for future industrial growth, along with the LeFevre Peninsula/Gillman area. The Strategy also flagged a partnership between the Government and Playford and Salisbury Councils on a strategic master planning exercise for the development of the Greater Edinburgh Parks area, which commenced with the formation of a cross-council and State Agency Working Group.

The 30 Year Plan for Greater Adelaide anticipates residential growth supported by employment growth over the period and has set regional targets. The State has set aside a significant area at Greater Edinburgh Parks as employment lands, with the intention to facilitate an enterprise precinct that takes advantage of the proximity of the Edinburgh RAAF Air Field and will act as a focus for defence related industries in particular. The intention is to support the anticipated population increase with new employment lands to provide opportunities for employment generating activities.

The *Housing and Employment Land Supply Program* (HELSP) Report released on 12 October 2010 supports the 30-Year Plan's objectives to ensure that Greater Adelaide has an adequate supply of well-located developable land spread across the region. Specifically, the Program seeks to maintain a 15-year supply target of 1665 hectares of usable industrial land across the Greater Adelaide Region at any given time. However, the Report predicts that at current consumption rates and taking constraints into account (eg. slope, contamination, residential encroachment, flooding, marketability, etc), current stocks of developable industrial land are slightly less than 12 years' supply and hence, short of the Program's 15-year supply target.

The HELSP Report also clarifies that while the Northern and Western Regions of Greater Adelaide will have a healthier industrial land stock position than other regions in the short term, high demand in these areas will put the Regions under pressure by 2018 to 2020. The immediate goal is therefore to achieve the 15 years' supply target within the next five years, with rezoning for at least 1200 hectares needed in Northern Adelaide to be accommodated by the Greater Edinburgh Parks area in the more immediate term.

The Edinburgh RAAF Air Field has been identified by the Department of Defence as a strategic base and therefore consolidated in its operations. The 7RAR Hardened and Network Army initiative has resulted in the relocation of a battalion to Edinburgh with a resultant increase in base facilities and presents an opportunity to build upon the demands for industrial land in conjunction with Greater Edinburgh Parks.

The area to the south of the runway has been zoned Rural (Aircraft Noise) to control development in relation to the noise emanating from the take-off and landing of aircraft from the runway at Edinburgh RAAF. Residential and industrial development has not been permitted in the zone primarily because of the noise issues. The location and shape of the Zone has somewhat been dictated by the noise forecasts from aircraft operations and is known as the Australian Noise Exposure Forecast (ANEF). The ANEF is dependent upon the type of aircraft used, the flight paths, and frequency of operation. These are reviewed periodically by the Department of Defence, usually as an outcome of a change in aircraft type and operations.

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The Federal Government has also introduced a National Airports Safeguarding Framework arising from the Aviation White Paper. The Framework has a number of matters that will require consideration of appropriate development and land use policy controls around airports to further protect operational safety.

The opportunity has been created to investigate the appropriate land uses with regard to the restrictions imposed by the Federal Government and Department of Defence so as to protect the operational safety of airports for this study area and link to the adjoining employment lands.

**Development Plan Amendment history**

The 1966-67 Planning Regulations Zoning controls introduced land use zones in the metropolitan area. The study area land now under investigation was zoned a combination of Residential 2 and Rural A.

In 1974 the Department of Defence produced projections of aircraft noise exposure for the Edinburgh area. This indicated that substantial areas would be seriously affected by predicted aircraft noise by 1985. As a result, a large area was to be rezoned to prohibit dwellings. A 1977 Planning Appeal Board determination established that the 30 NEF (Noise Exposure Forecast) was to be the limit to residential subdivision.

In 1979 the State Planning Minister introduced through the Ministerial Salisbury North Supplementary Development Plan restrictions on residential development in the City of Salisbury area south of Edinburgh Airfield. It was based on the American standard of 30 Noise Exposure Forecast metric. It created the Special Uses (Salisbury North) Zone over part of the existing Residential 2 zoned area.

The 1982 Ministerial Edinburgh Supplementary Development Plan introduced strengthened land use controls over part of the Rural A Zone. This in effect lengthened the area sought to be restricted from residential activities and made a continuous area from the end of the airfield to the southern end of the area identified in the 1979 rezoning.

The 1987 City of Salisbury Rural and Special Uses Supplementary Development Plan in effect consolidated the restrictions and extended the development control policies to the land north of Diment Road that was considered to be subject to severe aircraft noise.

The 1989 City of Salisbury Burton Zone Variation Supplementary Development Plan essentially kept the same policies, but changed the zone name to Rural (Aircraft Noise) Zone.

The change in Federal Government Policy from the original 30 NEF to the 25 ANEF significantly altered the extent of the areas isolated from residential development. The 1988 plot of the 25 ANEF opened a significant extent of land to the south and south west of the newly named Rural (Aircraft Noise) Zone for residential use originally isolated by airplane noise.

In 1991 Council resolved to investigate the potential residential use in light of the revised ANEF's. During these investigations, the Department of Defence produced a new ANEF forecast for 2005.

The investigations resulted in changes to the Council Development Plan through the Burton/Direk Plan Amendment Report authorized in April 1998. This allowed the creation of the Springbank Waters subdivision and opened areas along Bolivar Road but with building standards for acoustic reduction.

The Rural (Aircraft Noise) / Direk West Sector: Industry DPA authorized in 2011 rezoned a portion of the Rural (Aircraft Noise) Zone to Industry and introduced policies which controlled the extent of development adjacent the railway and Edinburgh base.

The Better Development Plans and General DPA authorized in 2013 renamed the Rural Aircraft Noise Zone as Primary Production Zone and introduced an Aircraft Noise Policy Area and Direk Policy Area over the study area.

Ministerial Greater Edinburgh Parks Employment Lands DPA Part 1 authorised on 19th December 2013 specifically investigated areas outside of this DPA's study area, but did result in some policies being applied over the study area through overlay maps.

## 2. The strategic context and policy directions

### 2.1 Consistency with South Australia's Strategic Plan

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

The DPA supports the following targets of South Australia's Strategic Plan:

South Australia's Strategic Plan "Insert Date of Plan"	
Strategic Plan Objective/Targets	Comment/Response
Goal: SA transport network enables efficient movement by industry and the community T56 Strategic Infrastructure Ensure the provision of key economic and social infrastructure accommodates population growth	Provision of employment zoned land and infrastructure to support population growth adjacent the Greater Edinburgh Parks and Edinburgh Parks areas.
Goal We want Adelaide to grow up more than out T68 Urban Development By 2036 70% of all new housing in metropolitan Adelaide will be built in established areas	Provision of urban land suitable for residential development in established areas.

### 2.2 Consistency with the Planning Strategy

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

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

- The 30 Year Plan for Greater Adelaide

The DPA supports the policies of the Planning Strategy by:

- Providing employment land adjacent Greater Edinburgh Parks, Edinburgh Parks and Edinburgh Defence Airfield base that will allow linkages to potential defence industries
- Providing infill residential development that will provide housing variety,

The DPA introduces Policy Library modules, which have been developed with reference to and have strong links to the Planning Strategy.

A detailed assessment of the DPA against the Planning Strategy is contained in **Appendix A**.

### 2.3 Consistency with other key strategic policy documents

This DPA accords with other key policy documents in the following manner:

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### 2.3.1 Council's Strategic Directions Report

This DPA is consistent with Council's Strategic Directions Report (as agreed by the Minister on 28<sup>th</sup> October 2013) and helps deliver on the following recommendations/targets of this plan:

- Need for consistent land use planning framework to protect the operations of Parafield Airport and RAAF Edinburgh, limit impact on surrounding areas and consider the implications for future land uses within these areas affected by airport operations, by:
  - Ongoing collaboration with State Government to reach an agreed and co-ordinated position on a land use planning framework to safeguard airport activities and surrounding areas (RAAF Edinburgh and Parafield Airport) including consideration of appropriate land use policy for areas affected by aircraft operations (noise, public safety zones, building heights et al).

### City Plan 2020 - Sustainable Futures

The City Plan articulates Council's vision and proposed directions to build a strong, vibrant and cohesive community.

Relevant Key Direction and objective are:

Shaping the Future - Facilitate the long term supply of industrial and commercial land

The DPA has as a significant component of the proposed land use to be employment lands which includes industrial activities. The DPA reinforces the Greater Edinburgh Parks Employment Land DPA aims and policy proposals.

### 2008 Growth Action Plan

This identified a range of residential growth opportunities throughout the City. The Plan identified Heyne's Nursery at the corner of Bolivar Road and Waterloo Corner Road which is within the study as a potential site for rezoning.

### 2.3.2 Infrastructure planning

Where relevant, a DPA must take into account relevant infrastructure planning (both physical and social infrastructure) as identified by Council (usually through the Strategic Directions Report), the Minister and/or other government agencies.

The following infrastructure planning is of relevance to this DPA:

Council Infrastructure Planning	Response/Comment
Nil	Not required
<hr/>	
Government Agency Infrastructure Planning	Response/Comment
<u>Strategic Infrastructure Plan for South Australia 2005/6- 2014/15</u>	Edinburgh Road is designated as a secondary freight route in the authorised the Greater Edinburgh Parks Employment Lands stage 1 DPA. This road traverses the study area. It will continue to be recognised in this DPA and protect its role and function.
Enhance existing priority strategic freight routes throughout the state in order to minimise community impacts of road freight	



Government Agency Infrastructure Planning	Response/Comment
<p>Prioritise the development and staged release of strategic parcels of land such as Edinburgh Parks – automotive and defence (520 ha)</p> <p>Identify and preserve additional land suitable for industrial sites and, when appropriate, develop industrial estates: Progress investment opportunities for industrial sites in the south of Adelaide</p>	<p>This DPA will enhance the Edinburgh Parks development and provide a variety of suitable industrial sites that can access the strategic lands and add to the use of the Edinburgh Road as a freight route.</p>
<p>A Functional Hierarchy for South Australia's Land Transport Network June 2013</p> <p>Identifies Edinburgh Road as a Major Local Freight Route. Freight routes to have limited side friction from adjacent land uses.</p>	<p>The DPA policies reinforce the role of Edinburgh Road as a freight route, and will restrict direct access onto the freight route.</p>
<p>The Integrated Transport and Land Use Plan October 2013</p> <p>Work with Local Government to implement the National Airport Safeguarding Framework within council development plans to ensure the future of Edinburgh, Gawler, Parafield, Aldinga and Goolwa Airports.</p>	<p>The DPA incorporates policies that reflect the National Airport Safeguarding Framework guidelines to ensure the airport operations.</p>

### 2.3.3 Current Ministerial and Council DPAs

This DPA has taken into account the following Ministerial and Council DPAs which are currently being processed:

Council DPAs	Response/Comment
Salisbury City Centre	The DPA is to investigate centre issues and will not impact on this DPA
Salisbury Heights Residential	The DPA is to investigate residential opportunities. It is site specific and will not impact on this DPA
Globe Derby Park Surplus Lands	The DPA is to investigate commercial opportunities at the trotting track and will not impact on this DPA
Waterloo Corner Road Burton Industry -Residential	The DPA is to investigate conversion of industrial zoned land to residential and will not impact on this DPA.
Walpole Road Paralowie Residential	The DPA is to investigate the conversion of land no longer required as Metropolitan Open Space System land to residential. It is considered it will not impact on this DPA.
Mixed Use (Bulky Goods, Entertainment, and Leisure) Zone	The DPA is to investigate conversion of industry zoned land to a mixed use which incorporates various retail types of a bulky goods nature. It is site specific and will not impact on this DPA.
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Council DPAs	Response/Comment
Mawson Lakes	The DPA is currently lapsed and will be refreshed subject to Ministerial approval. It seeks to modernise the policies over the area. It is site specific and will not impact on this DPA.

Ministerial DPAs	Response/Comment
Greater Edinburgh Parks Employment Lands	Part 1 of the DPA has been incorporated into the Development Plan. Part 1 was associated with the areas zoned as industry and commercial in the Greater Edinburgh Parks area within the Cities of Playford and Salisbury. Part 2 is still undergoing investigation and is associated with the balance of the new employment areas in Greater Edinburgh Parks.  This DPA will be consistent with the Ministerial DPA.

#### 2.3.4 Existing Ministerial Policy

This DPA proposed changes to the following, existing Ministerial policy:

Existing Ministerial Policy	Proposed Change and Justification
Addition to exceptions for 'Dwelling or Dwellings' in the Non complying development in Urban Employment Zone	Adding to exceptions to include 'except if in Precinct 19'. This is particular to the City of Salisbury Development Plan, recognises the existing dwellings in this area built when 25 ANEF was the standard and reflecting previous airplane noise forecasts for the base.

### 3. Investigations

#### 3.1 Investigations undertaken prior to the SOI

Nil

#### 3.2 Investigations undertaken to inform this DPA

In accordance with the Statement of Intent for this DPA the following investigations have been undertaken to inform this DPA:

- The provision of a comprehensive infrastructure analysis that identifies all potential infrastructure issues that will have to be addressed in any subsequent development application, and provide a strategy which offers a funding solution for each of these issues.
- Investigate the impact of the rezoning on the operation of the airport. Have regard to OLS implications, building height limits, noise implications, potential for bird strike, smoke/gas/dust emissions, lighting implications and establish appropriate buffers/policy measures where necessary.
- Investigate the need to establish public safety zones at the end of the airport runways by undertaking an assessment of the risk of death or injury to the persons on the ground in the event of an aircraft accident impacting on the proposed development.
- Investigate the potential for any interface conflict between the existing airport and proposed sensitive uses.
- Investigate and ensure that development in the affected area does not infringe the inner horizontal surface of the Obstacle Limitation Surface (OLS) for the airport.
- Investigate potential height limitations on the affected area as prescribed by the Commonwealth Airports (Protection of Airspace) Regulations comprising the Obstacle Limitation Surface (OLS) and Procedures for Air Navigation Services – Aircraft Operation (PANS-OPS) surfaces.
- Investigate and identify a suitable internal road network including a hierarchy of roads throughout the development that ensures safe and convenient access.
- Investigate and identify whether the proposed development can be supported by existing public transport networks and develop policies which support their use across the development.
- Investigate the potential impacts of proposed development on strategic transport routes and include policies to protect the strategic importance of these routes.
- Investigate and identify if any changes to the Minister's 'designated areas' (for the purposes of Clause 2A, Schedule 4 of the Development Regulations 2008) are required as a result of the proposed zone boundary changes.
- Investigate the nature and capacity of existing utility infrastructure services available to the affected area and identify any augmentation/upgrade works which might be necessary to facilitate the proposal.
- Investigate the capacity of the existing stormwater disposal network to support the proposed rezoning and identify any augmentation/upgrade works which might be necessary to facilitate the proposal.
- Undertake a desk top site history analysis to identify possible potentially contaminating activities on the land proposed for rezoning.
- Investigate and identify stormwater drainage, detention and re-use strategies, including the incorporation of WSUD policies.
- Investigate and identify policies (for example, buffers, separation distances and transition methods) to avoid, manage and / or mitigate the impact of conflicting activities (noise, odour, dust, spraydrift etc) whilst protecting the integrity of existing and desired activities.
- Investigate and identify appropriate land use interface response policies including the arrangement of land-uses and the incorporation of design responses.

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- Investigate noise, odour and interface issues and identify an appropriate policy response including the use of separation distances and design construction methods.
- Investigate potential noise impacts associated with the rezoning proposals, including the need to avoid residential rezoning in areas where aircraft noise is predicted to exceed 20 Australian Noise Exposure Forecast (ANEF) units

The investigations are as follows:

### **3.2.1 National Airport Safeguarding Framework**

The Federal Government has introduced a National Airports Safeguarding Framework to protect the operational interests of airports across Australia. The Framework has been integrated into the City of Salisbury Development Plan for an adjacent area north of this DPA study area, and around the Parafield Airport in the Mawson Lakes DPA and the Salisbury South Mixed Use Bulky Goods- Retail Outlet, Entertainment and Leisure Precinct DPA.

The guidelines are to manage the following matters:

- Lighting distraction to pilots
- Intrusions into Protected Operational Airspace
- Wind Turbines
- Wild Life Strikes
- Measures for managing impacts of Aircraft Noise
- Managing the risk of Building Generated Windshear and Turbulence
- Communications / Navigation impacts (still to be adopted by Governments)
- Public Safety Areas (still to be adopted by Governments)

The Department of Planning Transport and Infrastructure has also been adopting the guidelines into the Development Plan land use zoning modules and policies.

The DPA proposes to use the Urban Employment Zone as amended by the Ministerial Greater Edinburgh Parks Employment Lands DPA Part 1 authorised on the 19<sup>th</sup> December 2013. The policy content has been written to incorporate the Framework Guidelines. The policies introduced through this DPA will not contradict the introduced policies or the Framework.

Council has also recently upgraded the Development Plan through the Better Development Plan and General DPA which introduced some elements of the Framework prior to the Ministerial DPA for Greater Edinburgh Parks.

The Edinburgh Airfield is also protected under the Defence Act and Regulations. Relevant policies have been prepared in the past in conjunction with Department of Defence advice, particularly on building heights, public safety areas and limited development areas. These defined parameters are retained in this DPA and have been extended as necessary.

#### Public Safety Areas

This Guideline is yet to be agreed to by the State Governments and has not been finalised, but it is anticipated to be introduced. Council has considered Public Safety Areas in an adjacent area to this study area that was rezoned in an earlier DPA, and at land adjacent Parafield Airport in conjunction with a risk analysis study.

The Federal Government National Airports Safeguarding Framework contains a direction to investigate Public Safety Areas at airports. In the absence of adoption of a definitive standard to date by the Government, Council has used the standards contained in the Queensland State Planning Policy 1/02 Guideline: Development in the Vicinity of Certain Airports and Aviation Facilities, Department of Local Government and Planning, Queensland Government, 2002. Elements of this have been modified through the State Government BDP Module for Building Near Airports.



The Queensland model restricts developments that are hazardous or involve a high concentration of employees or public. The restricted area extends 1000m from the end of the runway, is 350m wide at the runway, and 250m wide at the end point. In this instance a physically defined safety area is suitable in place of a Risk Analysis which would otherwise involve detailed studies and input from Defence.

There are a number of other models used across the world for public safety areas and depend on the risk levels. There are assumed to be different levels of risk for public major airports, general aviation airports, and Defence airports. The Department of Infrastructure and Regional Development is undertaking a study into the various risk analysis methodologies.

#### Edinburgh RAAF Air Field Australian Noise Exposure Forecast

The area to the south of the runway has been zoned Rural (Aircraft Noise) in the past. More recently it is a policy area within the Primary Production Zone which was a renaming under the Better Development Plans and General DPA authorised in 2013. The policies seek to control development in relation to the noise emanating from the take-off and landing of aircraft from the runway at Edinburgh RAAF, in relation to the airport operational safety.

Residential and industrial development is not permitted in the zone primarily because of the noise issues. The location and shape of the zone has been dictated by previous noise forecasts from aircraft operations. The forecast noise level is known as the Australian Noise Exposure Forecast (ANEF). The ANEF is dependent upon the type of aircraft used, the flight paths, and frequency of operation. These are reviewed periodically by the Department of Defence, usually as an outcome of a change in aircraft type and operations.

The Edinburgh RAAF Air Field has released its most recent Australian Noise Exposure Forecast which is modelled for up to the year 2022. This is included in the Ministerial Greater Edinburgh Parks Employment Lands Part 1 DPA. Refer to Diagram 1 for a more detailed map.

It is expected that aircraft movements and noise will increase as indicated by the 2022 Forecast with a potential change in the noise affected areas. It is prudent to adopt a policy that will consider airplane noise in housing design. The DPA will introduce a requirement that housing and urban development will have to meet Australian standards. This is the preferred approach by DPTI. This approach has been adopted in the previous Better Development Plans modules issued by the State, and in the recent Greater Edinburgh Parks Employment Lands Part 1 Ministerial DPA.

The draft National Airport Safeguarding Framework guideline on Measures for Managing Impacts of Aircraft Noise and the interpretation of Australian Standard AS 2021-2000 contained the following excerpts:

#### ***How it should be used***

*There is a need to treat future development and existing development differently. Where there is no major existing or approved development, there is scope to plan ahead to take account of potential noise disturbance and in particular to minimise the zoning of noise exposed land for residential development. There may be less scope to avoid noise issues in situations of urban consolidation and infill or redevelopment of brownfield areas, but consideration should be given to the appropriate nature of that development and the balance of public interest. It is recognised that most State and Territory Governments have targets or policies that need to be met to achieve housing and employment area supply.*

*It is recognised that the pattern of flying at military airfields might not readily lend itself to the same suite of frequency based noise measurements. This is because military jets exhibit a pattern of lower frequency but higher individual noise events that may require different measures, such as N80s.*

#### ***Rezoning of greenfield areas to permit noise sensitive uses***

*Governments agree to ask Standards Australia to undertake a review of AS2021 2000, with the review to also consider (but not limited to) the application of the following approach to land use planning:*

- *There should be no new designations or zoning changes that would provide for noise sensitive developments within a 20 ANEF where that land was previously rural or for non-urban purposes. Zoning for noise-sensitive development should be avoided where ultimate capacity or long range noise modelling for the airport indicates either:*

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- 20 or more daily events greater than 70 dB(A);
- 50 or more daily events of greater than 65 dB(A); or
- 100 events or more daily events of greater than 60 dB(A).

**Rezoning of brownfield areas to permit noise sensitive uses**

*This section applies to urban land that is currently primarily designated for non noise sensitive uses and is being considered for rezoning, for example, for residential infill or increasing residential densities, such as within a mixed use precinct near a transport corridor.*

*Whilst it would not be appropriate to allow for development that would impact on the operational safety of an airport, there may be circumstances where increasing settlement in existing areas exposed to a significant degree of aircraft noise, would be acceptable given other benefits the site has to offer.*

*Consideration should be given to measures to manage the implications. This could include conditions that require development to be undertaken in a manner that physically reduces noise impacts (e.g. through appropriate construction techniques) and requirements for a disclosure processes that ensure future residents are made aware of these impacts prior to purchase.*

The interpretation of the Guideline is that the current Primary Production Zone area of the study area is considered to be greenfields (previously rural or for non-urban purposes) and therefore should not be used for housing where it is above the 20 ANEF. This would nullify the potential for housing.

However, the current AS2021 identifies that the area between 20 and 25 ANEF is conditionally acceptable for residential development subject to acoustic treatment features but some people may still feel affected by airplane noise. The area above 25 ANEF is graded as unacceptable for housing, with a proviso that subject to the planning authority approval, any development within existing built up areas designated as unacceptable should meet the noise reduction standards

Department of Defence position

The Defence position on housing around defence airports has consistently been that it is opposed to new residential development around its airports. Defence SA has indicated that it is also opposed to new residential development around the defence airports.

This is consistent with the Department of Defence strategy as identified in the Australian Defence Force Posture Review of March 2012:

*Air Force bases are well-located, but many currently lack the capacity to fully support new platforms, and some air bases in Northern Australia face significant logistics constraints. Encroachment pressures on air bases can be managed and the Commonwealth and State and Territory Governments should ensure that air bases are protected from encroachment.*

**Encroachment**

*3.22 Encroachment is a broad concept that includes land use and development, commercial activities and environmental constraints that impact on Defence's ability to use its bases, facilities and training areas, or that is otherwise sensitive to Defence's activities. Examples include residential development, industrial development, civilian use of military airfields or naval berths and the need to protect national parks, marine parks and indigenous heritage. Most bases and training areas, including offshore exercise areas, are subject to at least some pressure as a result of greater encroachment from residential, industrial and recreational areas, and increased commercial air travel, shipping activity or resource exploration activities.*

*3.23 Restrictions on noise, vehicle movements, airspace, the storage of explosive ordnance, the location of weapons ranges and the use of electronic systems, or increased public or commercial demand on infrastructure, can constrain the ability of the ADF to use a base or training area effectively.*

DPTI position

The DPTI position on housing above the 25 ANEF and 20 ANEF is that:

- Housing above 25 ANEF is not supported. This reflects the current policy;
- Housing between the 20 and 25 ANEF, if shown to be of an infill nature, is supported subject to noise acoustic treatment in accordance with AS 2021-2000;
- Higher density residential is not supported in these affected areas;
- Current AS2021-2000 use is supported; and
- Consideration should be given to the potential movement of ANEF contour positions as a result of future modelling and the impact of a policy that allows tight alignment of residential use along the allowable contour.

The implication is that housing in the area affected by ANEF 25 and above will not be supported in a DPA, but that it will be considered for the area between 20 and 25 ANEF provided it is not high density residential, and meets the requirements of AS 2021-2000, and complies with the other relevant NASAF guidelines.

Council considered the matter of the housing limits relative to the ANEF and resolved in May 2014 to adopt the 25 ANEF contour as the limit for the Residential Zone in this matter. The Minister for Planning advised Council that the DPA would not receive agreement to proceed to public consultation until the proposed zone configuration is altered to ensure that land in areas identified to exceed 20 ANEF is not rezoned to Residential Zone.

AS2021 application

AS2021 is a detailed document used to guide assessment authorities on the siting and construction of buildings that may be affected by aircraft noise. It provides guidance on ANEF interpretation and on measurement for areas that do not have ANEF charts. It is currently under review by Standards Australia in response to a request from the Federal Government.

The Australian Standard AS 2021-2000 (Acoustics- Aircraft Noise Intrusion –Building Siting and Construction) recommends certain land uses for a certain ANEF range. Development may be able to be acoustically treated to make it acceptable.

AS 2021-2000 indicates that residential development is:

- Acceptable unconditionally in the areas below the 20 ANEF.
- Conditional between the 20 and 25 ANEF contours (meaning that design techniques can be undertaken to mitigate noise impacts), and
- Unacceptable in areas above the 25 ANEF contour.

Industrial development is also guided by AS2021-2000. Light industry location is restricted to less than 40 ANEF, and also requires acoustic treatment when located in the area above 30 ANEF.

The proposed uses envisaged through the Urban Employment Zone will require consideration against the AS2021 depending on their nature and location relative to the ANEF. This may be in conjunction with the other constraints identified in the policies of this DPA.

Table 1 reprints Table 2.1 of the AS2021.

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**Table 1****Building site acceptability based on ANEF zones**

Building Type	ANEF zone of site		
	Acceptable	Conditionally acceptable	Unacceptable
House, home unit, flat, caravan park	Less than 20 ANEF (Note 1)	20 to 25 ANEF (Note 2)	Greater than 25 ANEF
Hotel, motel, hostel	Less than 25 ANEF	25 to 30 ANEF	Greater than 30 ANEF
School, university	Less than 20 ANEF (Note 1)	20 to 25 ANEF (Note 2)	Greater than 25 ANEF
Hospital, nursing home	Less than 20 ANEF (Note 1)	20 to 25 ANEF	Greater than 25 ANEF
Public building	Less than 20 ANEF (Note 1)	20 to 30 ANEF	Greater than 30 ANEF
Commercial building	Less than 25 ANEF	25 to 35 ANEF	Greater than 35 ANEF
Light industrial	Less than 30 ANEF	30 to 40 ANEF	Greater than 40 ANEF
Other industrial	Acceptable in all ANEF zones		

## Notes:

1. The actual location of the 20 ANEF contour is difficult to define accurately, mainly because of variations in aircraft flight paths.
2. Within the 20 ANEF to 25 ANEF, some people may find that the land is not compatible with residential or educational uses. Land use authorities may consider that the incorporation of noise control features in the construction of residences or schools is appropriate.
3. There will be cases where a building of a particular type will contain spaces used for activities which would generally be found in a different type of building (e.g. an office in an industrial building). In these cases Table A.1 should be used to determine site acceptability, but internal design noise levels within the specific spaces should be determined by reference to the Australian Standard.
4. The Australian Standard does not recommend development in unacceptable areas. However, where the relevant planning authority determines that any development may be necessary within existing built-up areas designated as unacceptable, it is recommended that such development should achieve the required Aircraft Noise Reduction (ANR) determined in accordance with the Standard. For residences, schools, etc., the effect of aircraft noise on outdoor areas associated with the buildings should be considered.
5. In no case should new development take place in greenfield sites deemed unacceptable because such development may impact on airport operations.

Source: AS 2021- 2000

Australian Noise Exposure Forecast System (ANEF)

The Noise Exposure Forecast (NEF) technique was developed in the USA in the late 1960's. It is a computational procedure for determining aircraft noise exposure levels around airports. It is used to assess an average community response to aircraft noise and for land use planning around the airports.

Prior to 1982 Australian land use recommendations were similar to the criteria used in the U.S NEF system. The criterion of 30 NEF was adhered to, but in accordance with the recommendations of the House of Representatives Select Committee on Aircraft Noise in 1970, cautious restraint was urged to be applied to land zoning authorities when applying the system to Australian conditions. Where possible the 25 NEF

contour was used rather than the 30 NEF as a conservative safeguard until the system was validated in Australia.

In 1979 the then Department of Transport together with the Department of Defence sponsored the National Acoustic Laboratories of the Department of Health to undertake a major socio-acoustic investigation to assess the impact of aircraft noise on residential communities in Australia. Over 3,500 residents around the major commercial airports and the RAAF Base Richmond NSW were surveyed. The study found that the weighting given to night flights was too high. The report was published in 1982.

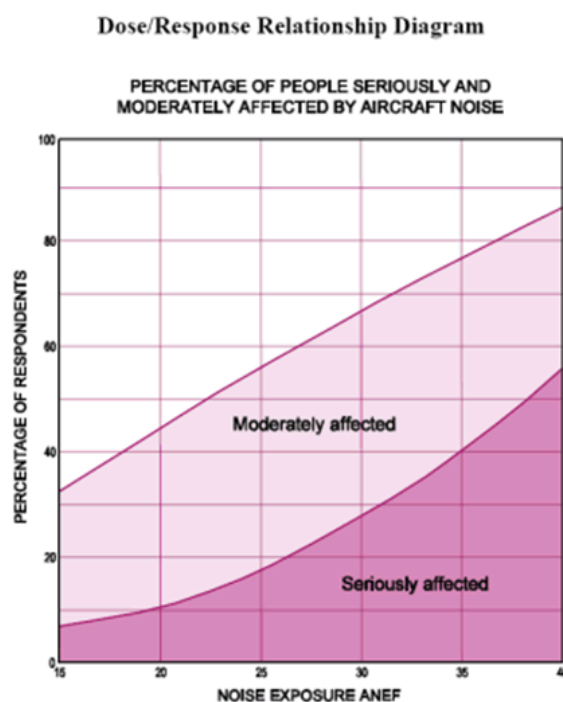
As a result the Department of Aviation decided to revise the U.S based system to reflect the Australian findings. The revision was renamed the Australian Noise Exposure Forecast system.

The ANEF unit is a measure of energy equivalence. It is a single equation of the noise levels produced by the various aircraft operating at an airport, plus a logarithmic function of the daily average number of aircraft noise events, with a weighting factor included if they occur during evening or night time hours when the sensitivity of people to noise is increase.

The National Acoustic Laboratories Report provided substantial evidence to support the use of 25 ANEF as the appropriate criterion for residential land use. This criterion was recommended in 1985 by the House of Representatives Select Committee on Aircraft Noise and adopted as policy by the Commonwealth Government.

The National Acoustic Laboratories also developed a dosage-response relationship between the ANEF and the community reactions to aircraft noise. This was used to derive the land use compatibility around airports.

**Table 2**



It is Australian Government policy that ANEF contours and the associated land use compatibility advice be used as the land use planning criteria around Australian airports. This policy was announced in the Government's response to the House of Representatives Select Committee on Aircraft Noise recommendations in September 1990. The ANEF system is the basis of Australian Standard AS 2021-2000 (Acoustics - aircraft noise intrusion - building siting and construction).

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Three different types of aircraft noise contour maps are produced using the ANEF system. All three types are produced using the same computational process, a modified version of the US FAA's Integrated Noise Model (INM). The differences between the three types arise from the data, which have been used as input to the INM. The ANEF map is the only one of the three types of map which is intended to have status in land-use planning decisions. It will have been subjected to review by relevant authorities before release and, for civil airports, the map will display the official endorsement of Airservices Australia and the date of the endorsement. Only one ANEF map can be current at any one time, and a more recently endorsed map supersedes an earlier map.

The ANEF map is a series of contours showing the forecast of aircraft noise levels that is expected to exist in the future. The contour set may relate to a particular year, generally about 10 years from the date of issue, or it may be an "ultimate capacity" forecast. In the former case, it is based on a forecast of aircraft movement numbers, aircraft types, destinations, and a given set of runways at the airport for a particular year. In the latter case, it may incorporate several sets of such information relating to progressive stages in the development of an airport within a definite time horizon. An ANEF requires review at regular intervals (about 5 years) to ensure its continuing validity.

The contours are given as 20, 25, 30, 35 and 40 ANEF. They are read as being less noise intrusive at 20 ANEF with progressive noise intrusion levels as the ANEF increases.

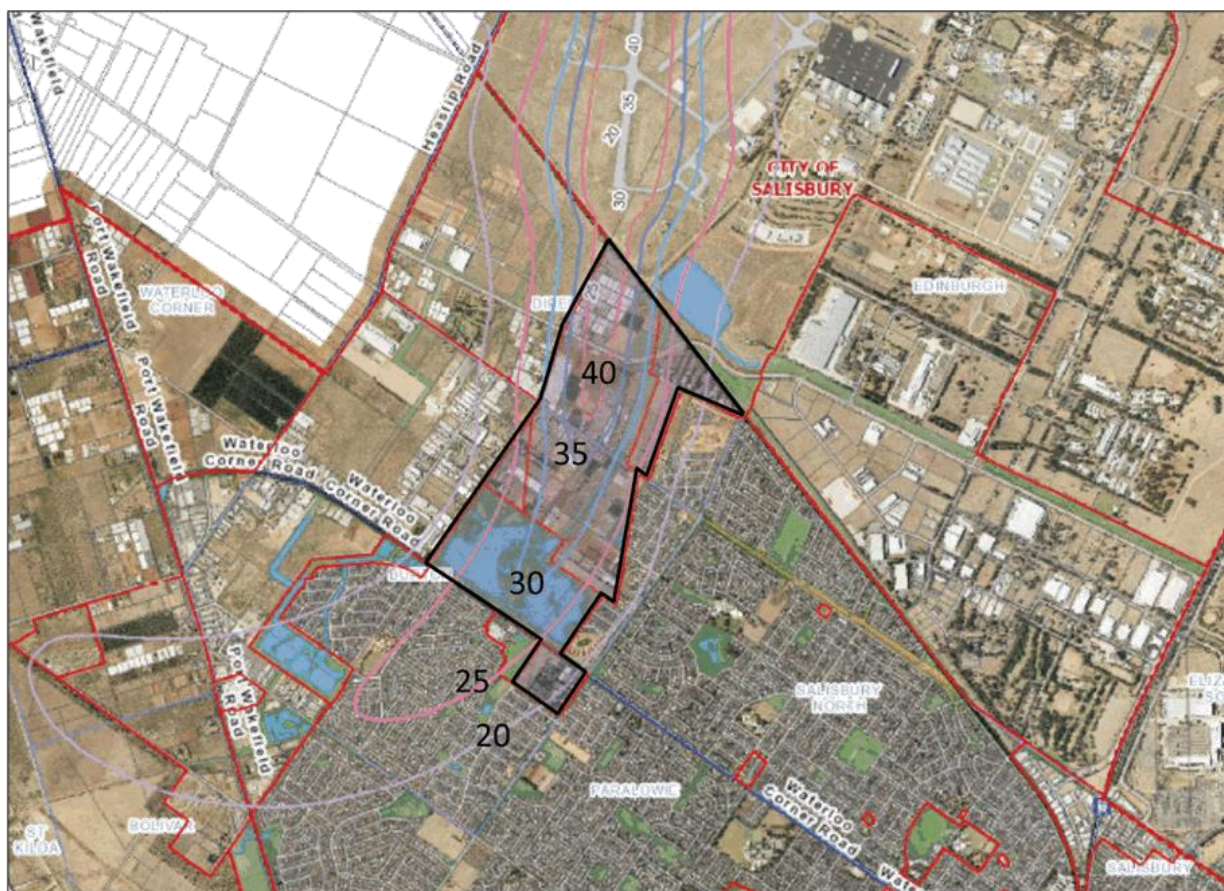
It is necessary to understand the ANEF contour implications on the public perception of noise from airplanes. The Australian Standard is often interpreted as being that in areas less than 20 ANEF there will be little aircraft noise and no nuisance. The table actually shows that at 20 ANEF 11% of the population will be seriously affected and 44% of the population moderately affected by airplane noise.

A Zero ANEF does not indicate zero aircraft noise. It would allow for 8 aircraft overflights per day at a noise level of 66 dB(A). The doubling of aircraft overflights will result in an increase of only 3 ANEF units. (Issarayangyun 2005)

The Department of Infrastructure and Regional Development are investigating alternative methods of describing the noise impacts to assist in the public awareness of the issue, but the ANEF is the current prescribed method to be used in land use planning.



Diagram 1 ANEF overlay



The extent of the area already affected by noise is shown in Diagram 1. The area proposed to be converted to Residential is considered to be an infill area and therefore complies with the Guideline and with the current AS2021.

There are 22 existing dwellings within the study area, 10 of which are in the Rural Living Zone section. 5 dwellings are within an existing Policy Area 19 which allowed the dwellings that were built prior to a set date. The Policy area was outside of the noise affected area at the time. The new ANEF forecast impacts on the boundary of the Policy Area, but does not materially affect the dwellings as their siting is still within the 20-25 ANEF area. The Policy Area is to be amended to the 25 ANEF. The remaining 7 dwellings are a result of early development pre-empting the later controls which sought to control housing. These dwellings will have existing use rights, but are within areas deemed unacceptable for housing as per the AS2021. Should the rezoning occur, dwellings will be a non-complying category and not supported as a suitable land use. Eventual transition to the land uses envisaged in this DPA is expected.

#### Windshear

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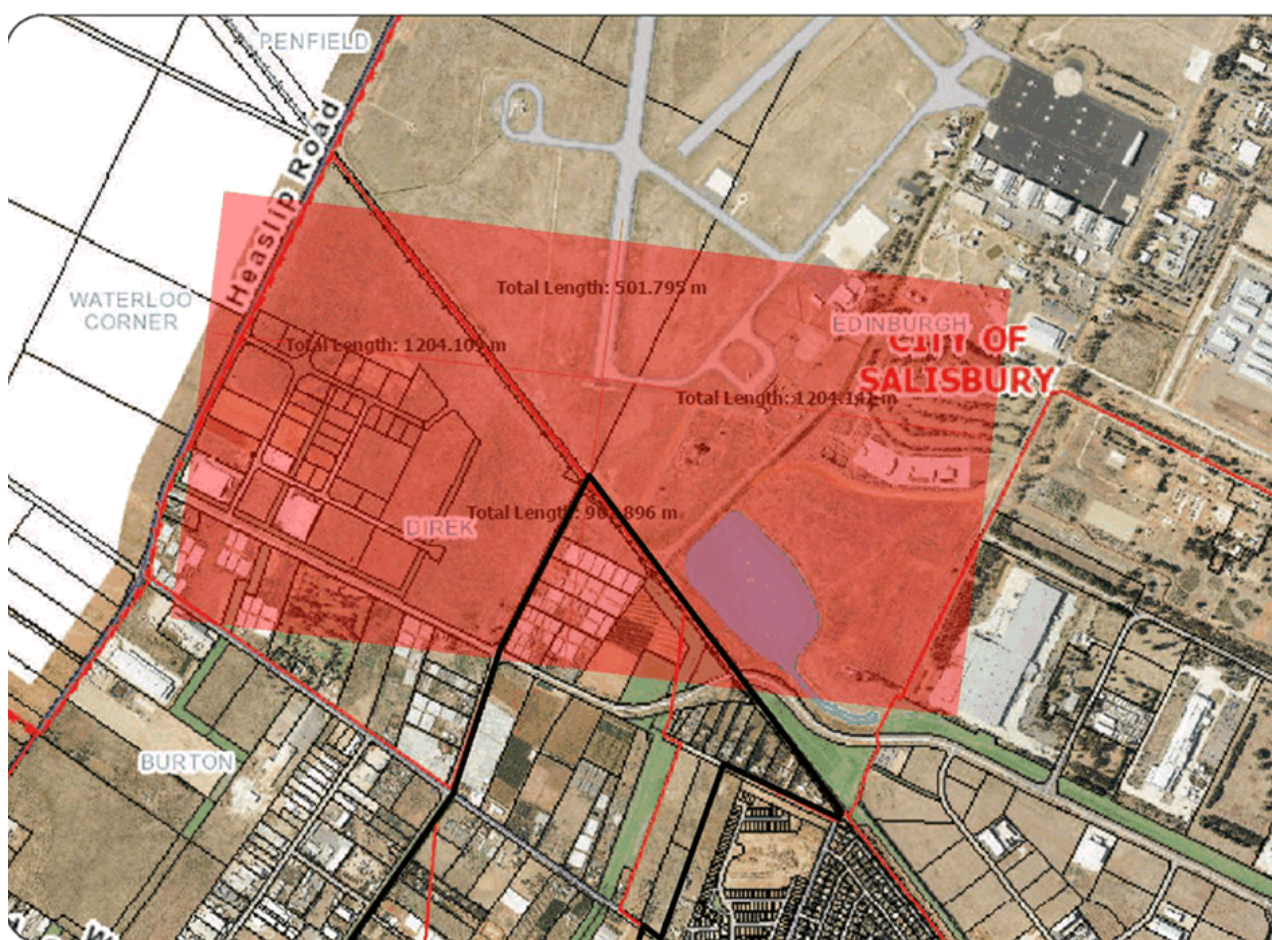
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The Windshear area guideline describes the impacts of windshear and turbulence on aircraft movements at take-off and landing and has policy advice on building design to minimise the impacts. It defines the geographic area at the end of runways that has the potential to impact on the aircraft from buildings. The area is shown in Diagram 2.

The recognition of the need to protect aircraft from air turbulence now exists in the Building Near Airfields policy module that has been adapted by the Ministerial Greater Edinburgh Parks Employment Lands DPA Part 1. This adapted module is being inserted into the City of Salisbury Development Plan.

The area affected the most within this DPA study area by the Windshear Guideline application also has a number of other constraints,

**Diagram 2 Windshear Affected Area**



Other NASAF Guidelines

The Building Near Airfields Module that is to be inserted into the City of Salisbury Development Plan as amended in the Ministerial Greater Edinburgh Park Employment Lands DPA Part 1 also contains planning policy to require consideration of the other Guideline matters. Other policy controls and mapping has been inserted through the Ministerial DPA and through the previous City of Salisbury Better Development Plans and General DPA.

These are

- Lighting distraction to pilots
- Intrusions into Protected Operational Airspace
- Wind Turbines
- Wild Life Strikes
- Communications / Navigation impacts (still to be adopted by Governments)

### 3.2.2 Other Investigations

#### Land Use and Contamination

The Advisory Notice 20 sets out the responsibilities for Planning Authorities when addressing site contamination through the Development Plan Amendment process and when assessing development applications. The National Environment Protection Council has a National Environment Protection (Assessment of Site Contamination) Measure (NEPM) (10th Dec 1999). The desired outcome is to "...provide adequate protection of human health and the environment, where site contamination has occurred, through the development of an efficient and effective national approach to the assessment of site contamination" (Planning SA Advisory Notice 20 December 2001)

It is a requirement that site assessments are carried out in accordance with the Schedules of the NEPM and should include definitive statements that the site does not pose unacceptable risks to human health and the environment taking into account the intended uses.

The default process for development assessment has been as per Planning Bulletin Advisory Notice 20. The relevant authority requires a preliminary site assessment that reveals the potential for contaminating activity, and if so, then a more detailed site assessment is carried out in accordance with the NEPM. The findings are considered when assessing land divisions for release. Individual site applications are also affected if there is a potential for contamination.

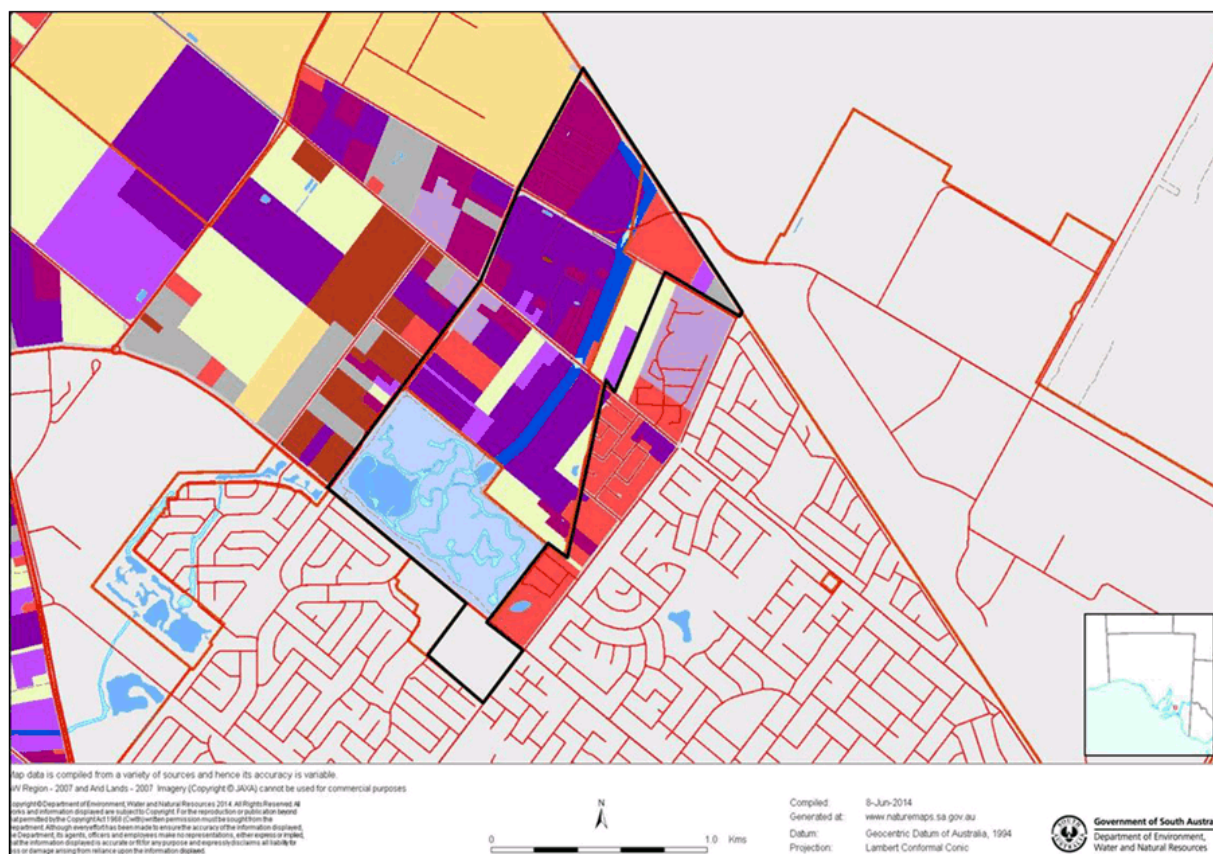
The Study area uses are predominantly horticulture, market gardening, and rural in nature. Anticipated contamination would include spraying and chemical uses and storage practices. The Urban Employment Zone component is generally a conversion to a non-sensitive land use. The Residential Zone area that may be converted in this DPA would require contamination assessments at the development assessment stage for land division and dwelling applications. The Department of Defence is investigating potential contamination from Perfluorooctane Sulphonate (PFOS) and Perfluorooctanoic acid (PFOA) on Defence Bases around Australia. Testing is to occur. The Federal Government has also announced a review of the toxicity references for drinking water. Consultation with the EPA will occur on policy adjustments that may be required.

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**Diagram 3 Land use**



### Strategic Roads

The Ministerial Greater Edinburgh Park Employment Lands Part 1 DPA introduces the Strategic Routes Overlay into the Salisbury City Development Plan. The purpose of the Overlay is to distinguish between strategic routes and other routes along corridors. Specific policies about protecting the strategic importance of the road as a strategic transport route have been included in the Overlay. The routes are identified and are intended to protect movement and industrial traffic access along the routes. This DPA identifies the additional properties along the routes in the Study Area.

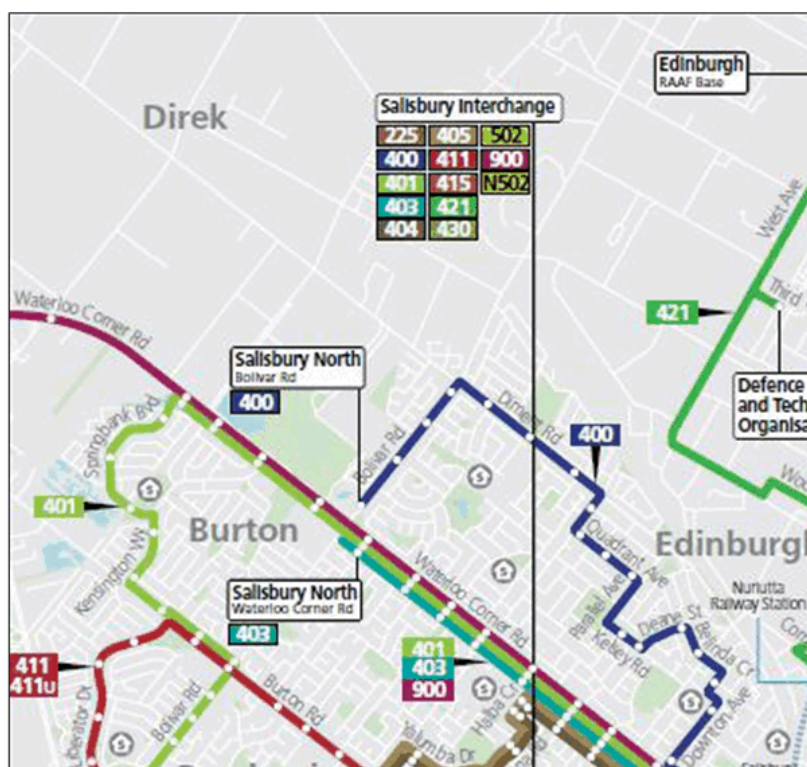
### Public Transport

The 400 bus route along Bolivar Road to the Salisbury Interchange services the area. Additional residential development along the Bolivar Road interface will assist in the service viability. The 401, 403 and 900 routes are along Waterloo Corner Road connecting to Salisbury Town Centre. The proposed rezoning will not detrimentally affect existing routes, and will likely increase patronage potential and viability.

There are no passenger train services in this area. Linkage to the Salisbury Town Centre Interchange is required.

Services to the proposed Urban Employment Zone of the Study Area will require State Agency support. The Greater Edinburgh Parks development will be the likely trigger for any services.

Diagram 4 Bus Routes



#### Interface between Land Uses

The Ministerial DPA for Greater Edinburgh Parks Employment Lands indicates that the application of the proposed Urban Employment Zone in a greenfields context is based on a premise that those land uses which establish in the Zone first will, in turn, establish some of the fundamental planning parameters for future development of that locality. For example, if a more significant industrial premise is the first land use to establish within the Zone, then future surrounding development that is more sensitive (eg. offices/consulting rooms) will need to incorporate design features/siting that mitigate against the impacts of the pre-existing industry.

The policies support a range of general provisions to address interface and amenity impacts in the Salisbury (City) Development Plan. The BDP conversion for the Salisbury Development Plan contained policies to address interface between land uses in the Salisbury Development Plan through the Interface Between Land Uses module. The Ministerial GEP Employment Lands DPA has contained policy to protect the residential zone boundary from the non-residential developments by identifying a 50m distance in which developments must have acoustic treatments and ensure noise sources area located inside buildings.

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Council has indicated that it will consider the option of retaining a Primary Production Zoning over land to the north west of the new Residential Zone boundary up to the existing drainage channel for those properties between the Open Space Zone (Kaurna Park) and Diment Road. This would act as a buffer between the Urban Employment Zone activities and the Residential Zone.

Utility services

The required infrastructure is generally available at the 'Vicinity' industrial area, but localised upgrading of water supply mains will be necessary but can be staged. Further, there will be a sewerage pumping works charge for new land divisions to contribute to the augmentation of the Helps Road pump station required from the Greater Edinburgh Parks Employment Lands development. The Vicinity Industrial estate is adjacent the area proposed to be developed as Employment Lands in this DPA and will provide linkage and connection opportunities for development.

Electricity

ETSA has advised through the GEP Ministerial DPA that a substation is required for the Heaslip / Diment Roads area at Waterloo Corner and will be supplied from new 66kV overhead line extension from the Bolivar and Virginia substations

Existing 66kV sub-transmission electricity lines generally run along Bolivar Road into defence land. Given the location of this infrastructure along or adjacent to roads and rail, no major impediments to development are foreseen as a result of easements or building clearance requirements. Connection for new development will be available.

Stormwater

The Ministerial Greater Edinburgh Parks Employment Lands DPA Part 1 recognises and promotes WSUD, including harvesting, treatment and reuse of stormwater at the neighbourhood and street level and on individual development sites to reduce demands on water resources and ensure sustainability. Development Plan policies seek to protect water quality of wetlands. This includes wetlands identified in the DPA based on the Greater Edinburgh Parks Stormwater Management Strategy (March 2011), aquifer storage and recovery sites and prescribed watercourses in the Northern Adelaide region, including the Gawler and Little Para Rivers and the Northern Adelaide Plains Prescribed Wells Area. This Council DPA incorporates the policy prepared for the Ministerial DPA.

The Ministerial DPA and therefore by default, this DPA will support these targets by advancing the objectives, strategies and recommendations of the Greater Edinburgh Parks Stormwater Management Strategy finalised in March 2011. This includes:

- reinforcing existing city-wide planning policies to ensure that development is located away from flood prone areas or designed to avoid entry of flood waters and risk of inundation
- reinforcing existing city-wide planning policies that ensure water quality is maintained and risk of pollution of water sources minimised
- introducing local policies that promote integration of water sensitive urban design, including the harvest, treatment, storage and reuse of stormwater at the neighbourhood, street, site and building level to take advantage of large allotment sizes and impervious areas in the Area Affected
- introducing a Concept Plan that, among other things, shows potential locations for wetlands / detention basins and open drainage networks to reinforce the value of water harvesting, reduce demand on water supply infrastructure, ensure adequate flows are allocated for enhancement of the local environment and open spaces, and provide opportunities to re-establish vegetation corridors and promote biodiversity

Following completion of the Greater Edinburgh Parks Strategy Development Study the Cities of Playford and Salisbury identified a need to prepare an integrated stormwater management strategy for the Greater Edinburgh Parks to assist in prioritising stormwater works within the area based on future development envisaged by the Study.

Council has been completing detention works and networks and has created additional drainage reserves within this DPA study area which link the RAAF base flows and provides a connection to the Kaurna Park



detention basin. This will augment the Aquifer Storage Recovery (ASR) scheme at Kaurna Park. The DPA policies retain the network and do not impact.

#### Road Network

The State Government is currently implementing a package of transport infrastructure upgrades around the Greater Edinburgh Parks area to improve access and support further industrial expansion and are also intended to support the relocation of the 7th Royal Australian Regiment Battle Group (7RAR) to RAAF Edinburgh. The improvements include:

- Duplication of Commercial Road from Purling Avenue to Salisbury Highway, including upgrades to two roundabouts and traffic signals
- Conversion of roundabouts on West Avenue at Taranaki Road and Bellchambers Road to dual lane roundabouts
- Conversion of the roundabout at Womma Road and Peachy Road to a dual lane roundabout

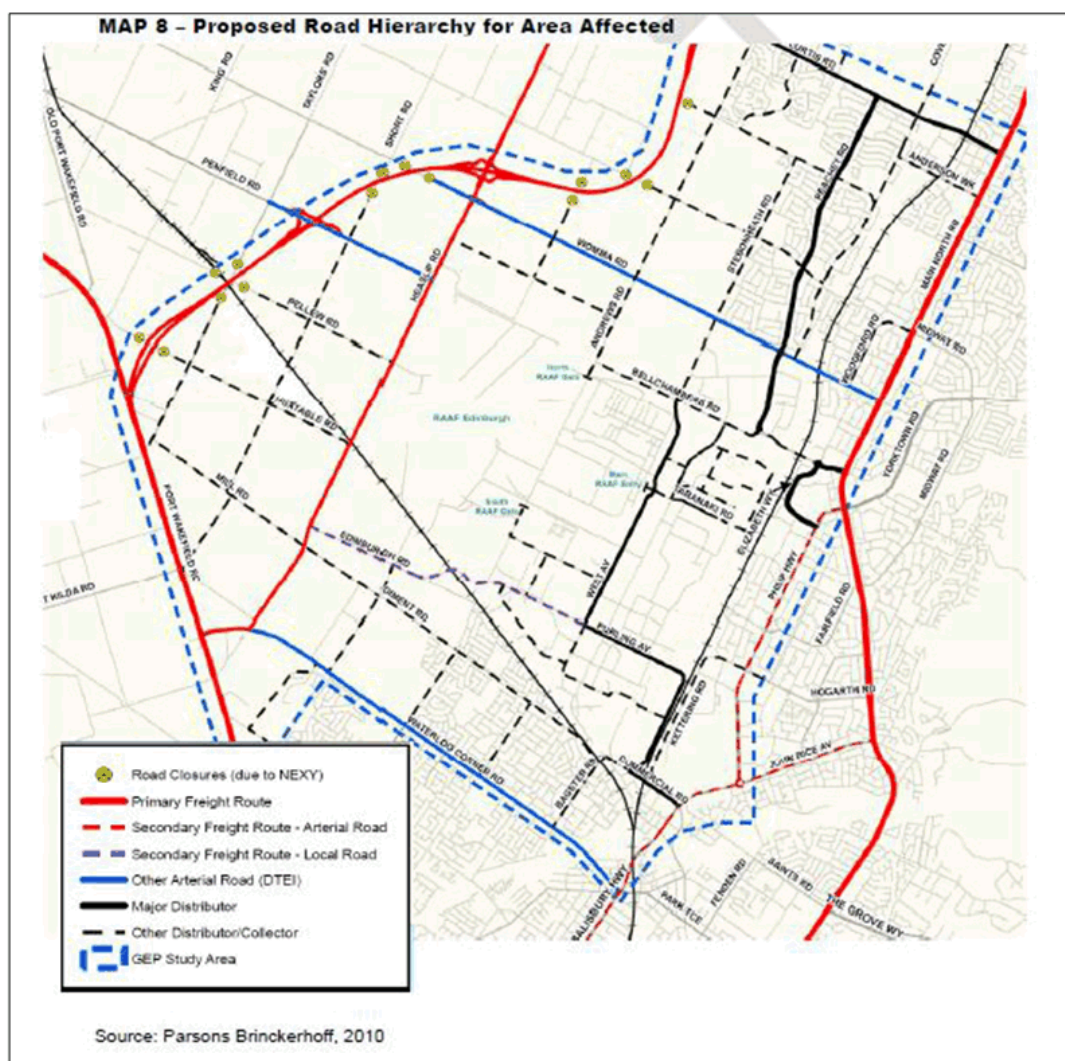
A number of local roads that provide key distributor roles, including *Edinburgh Road* which forms the main heavy vehicle access route into Edinburgh Parks, linking to the Northern Expressway and via Port Wakefield Road from Port Adelaide and transport nodes in Gillman and Regency Park.

The DPA recognises the role of Edinburgh Road and the importance of the linkages for freight movement. The study area properties along the Strategic Routes have been identified, and the Strategic Routes Overlay has been inserted into the policy.

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**Diagram 5 GEP Ministerial DPA Road network**



Activity centres

The Ministerial GEP DPA introduced a network of local activity centres within Greater Edinburgh Parks to assist in providing key services to the whole of the region, and all surrounding centres can be expected to respond to increasing demands. The Strategy Development Study identified six (6) potential locations for the establishment of local activity centres. However, based on a further analysis of these proposed sites three (3) of these sites were designated as local activity centres in the Ministerial DPA. The relevant site for this study area and DPA was the Heaslip Road / Edinburgh Road in close proximity to the developing 'Vicinity' industrial estate.

The Activity Centre site will serve the developments that arise from the rezoning in this Council DPA. The additional demand from this study area will assist in the demand for services. It is not considered that an additional centre site is warranted for the Study area.

### 3.3.3 Proposed Zone discussion

The Ministerial DPA investigations concluded that the existing zoning patterns clearly showed progressive expansion of industrial activity in the Area Affected and the gradual replacement of agricultural and horticultural activities. However, some variation and inconsistency existed between the various industrial and enterprise zones in the area in terms of desired land uses. This encouraged a less comprehensive, coordinated and flexible approach to development of the wider area that may impact on achieving local and State strategic directions.

It also concluded that the Enterprise Zone in Salisbury was developed to guide high quality industrial outcomes for the Edinburgh Parks industrial estate being developed by the URA and closely aligns with strategic vision, land use and development outcomes for the wider Greater Edinburgh Parks area. While the policy content of the Zone was considered excessive and a more flexible approach to land use is required for the wider employment area, it nevertheless provided a model approach to industrial planning in many regards and has been considered in developing the proposed Urban Employment Zone.

The Ministerial GEP for Urban Employment Zone DPA Part 1 consolidated a number of existing zones identified to ensure a comprehensive and integrated outcome for the Area Affected. The Zone established a desired character for the area based on a set of broader Objectives, which is further supported by Principles of development control. While the focus for the Zone is on accommodating industrial and enterprise activities, a flexible policy approach is proposed to accommodate support activities and emerging industries.

Local policy additions to the Urban Employment Zone, particularly the new policies introduced for the Direk industrial area as part of Council's recently approved Rural (Aircraft Noise)/Direk West Sector: Industry DPA and the restrictions placed on land from RAAF operations based on extensive discussions between Salisbury Council and the Department of Defence have also been made.

The proximity of the new Urban Employment Zone and the desired land uses and consideration of Department of Defence needs is recognised as an appropriate policy control for the Study Area. The principle of flexibility to allow land use adaption to market requirements is considered an appropriate response for the study area. The linkages to Edinburgh Parks, Greater Edinburgh Parks and the RAAF Base, and the adjoining industrial areas with transport routes will result in the Study area being an attractive location for activities.

The change in Residential Zone boundary will reflect the 20 ANEF contour. There is a minor cadastre adjustment to some properties that is considered to not have an impact on the airport operations. The zone boundary adjustment to these properties would simplify the relevant urban policy by following some allotment boundaries.

The proposed zone boundary adjustment does not include the area in the Rural Living Zone that is identified as less than 20 ANEF because the property configuration, their proximity to the railway line and the RAAF base, and the Edinburgh Road. This area has been considered to best remain as Rural Living as it offers a buffer to the constraints while allowing a continued use.

The Precinct 19 area along Helps Road remains as housing exists under earlier noise standards and airport noise forecasts.

The area between the railway line, Edinburgh Road and Helps Road has a number of constraints over it. These constraints will apply irrespective of the zoning. Some interest has been shown to convert the area to an industrial nature. The policy consideration of the same constraints in the adjacent Vicinity estate resulted in the area being retained in the then Industry rezoning because there were still some opportunities for development.

The site at the corner of Waterloo Corner and Bolivar Roads (known as the Heyne plant nursery) is proposed to have the area less than 20 ANEF included within the Residential Zone, and the balance of the site included as Neighbourhood Centre Zone linking it to the existing adjacent Neighbourhood Centre Zone. This use is considered the best option considering the restrictions from the airport.

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## 4. Recommended Policy Changes

Following is a list of the recommended policy changes based on the investigations of this DPA:

- Use the Urban Employment Zone policy module as adapted by the Minister in the Greater Edinburgh Parks Employment Lands Part 1 DPA to replace the Primary Production Zone in the study area;;
- Use the Building Near Airfields policy module;
- Use the Strategic Transport Routes Overlay module ;
- Extend the Residential Zone boundary to:
  - include the portion of the property at the corner of Waterloo Corner Road and Bolivar Road (Heyne's Wholesale Nursery) that is identified as being less than 20 ANEF.
  - Classify the remainder of the Heyne site that is not proposed to be Residential Zone as Neighbourhood Centre Zone.
- Consequential changes to the Primary Production Zone policies
- Amending Concept Plan to identify building height restrictions of 7.5m and 15m, a Limited Development Area and a Runway Public Safety Area that links to the existing controls in an adjacent zone that will be extended into the study area; and introduces policy for these areas
- Mapping as required
- Make dwellings non-complying in the Urban Employment Zone unless associated with industry and for short term accommodation and if alterations and additions to existing dwellings, and if located in Precinct 19.

### 4.1 State Planning Policy Library update

Council resolved in the SOI that it would update the Development Plan to the latest version of the State Planning Policy Library – version 6. A summary and analysis of the changes is contained in the **Appendices**.

## 5. Consistency with the Residential Code

The Residential Development Code was introduced in 2009 to make simpler, faster and cheaper planning and building approvals for home construction and renovation.

The amendment to the Residential Zone boundary will result in the current Residential Zone policies being incorporated into the new area resulting from this DPA. The Residential Code applies to the Residential Zone already in the City of Salisbury Development Plan. The Residential Code will therefore apply to the new area. No further gazettal of residential code boundaries variations is required.

## 6. Statement of statutory compliance

Section 25 of the *Development Act 1993* prescribes that the DPA must assess the extent to which the proposed amendment:

- accords with the Planning Strategy
- accords with the Statement of Intent
- accords with other parts of council's Development Plan
- complements the policies in Development Plans for adjoining areas
- accords with relevant infrastructure planning
- satisfies the requirements prescribed by the Development Regulations 2008.

### **6.1 Accords with the Planning Strategy**

Relevant strategies from the Planning Strategy are summarised in the Appendices of this document. This DPA is consistent with the direction of the Planning Strategy.

### **6.2 Accords with the Statement of Intent**

The DPA has been prepared in accordance with the Statement of Intent agreed to on 29<sup>th</sup> November 2013. In particular, the proposed investigations outlined in the Statement of Intent have been have been addressed in section 3 of this document.

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

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

For instance, the recommended Zoning and policy controls in this DPA use existing Zones and modules that are incorporated into the Development Plan and there is considered to be no impact with the other elements of the Development Plan.

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

The DPA proposes to use policies that were installed by the Minister over the City of Playford and City of Salisbury Development Plans through the Greater Edinburgh Parks Employment Lands DPA Part 1. This DPA is consistent with the Playford policies and does not impact on either City of Port Adelaide-Enfield or the City of Tea Tree Gully

Accordingly, the policies proposed in this DPA will not affect and will complement the policies of the Development Plans for adjoining areas.

### **6.5 Accords with relevant infrastructure planning**

This DPA complements current infrastructure planning for the Council area, as discussed in section 3.2.2 of this document.

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

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

Draft Public Consultation DPA – Sept 2016

Rural (Aircraft Noise) Direk Industry and Residential Interface  
City of Salisbury  
*References/Bibliography*

## References/Bibliography

- "Click and Type"

## Schedule 4a Certificate

### CERTIFICATION BY COUNCIL'S CHIEF EXECUTIVE OFFICER

#### DEVELOPMENT REGULATIONS 2008

#### SCHEDULE 4A

*Development Act 1993 – Section 25 (10) – Certificate - Public Consultation*

#### CERTIFICATE OF CHIEF EXECUTIVE OFFICER THAT A DEVELOPMENT PLAN AMENDMENT (DPA) IS SUITABLE FOR THE PURPOSES OF PUBLIC CONSULTATION

I "Insert Full Name" , as Chief Executive Officer of "Insert Name of Council" , certify that the Statement of Investigations, accompanying this DPA, sets out the extent to which the proposed amendment or amendments-

- (a) accord with the Statement of Intent (as agreed between the "Insert Name of Council" and the Minister under section 25(1) of the Act) and, in particular, all of the items set out in Regulation 9 of the *Development Regulations 2008*; and
- (b) accord with the Planning Strategy, on the basis that each relevant provision of the Planning Strategy that related to the amendment or amendment has been specifically identified and addressed, including by an assessment of the impacts of each policy reflected in the amendment or amendments against the Planning Strategy, and on the basis that any policy which does not fully or in part accord with the Planning Strategy has been specifically identified and an explanation setting out the reason or reasons for the departure from the Planning Strategy has been included in the Statement of Investigation; and
- (c) accord with the other parts of the Development Plan (being those parts not affected by the amendment or amendments); and
- (d) complement the policies in the Development Plans for adjoining areas; and
- (e) satisfy the other matters (if any) prescribed under section 25(10)(e) of the *Development Act 1993*.

The following person or persons have provided advice to the council for the purposes of section 25(4) of the Act:

"Insert Name of Person"

DATED this "Insert Date" day of "Insert Month" 20"Insert Year"

.....  
Chief Executive Officer

Draft Public Consultation DPA – Sept 2016

## **Appendices**

### **Appendix A - Assessment of the Planning Strategy**

## Appendix A - Assessment of the Planning Strategy

Policy	How the policy will be implemented:
The 30 Year Plan for Greater Adelaide	
<b>New Transit corridors, growth areas, transit oriented developments and activity centres</b>	
<i>Overall Spatial Distribution</i>	
<b>2</b> Locate the majority of Greater Adelaide's urban growth within existing built up areas through increases in density in strategic locations.	DPA will support potential growth within existing built up areas by being located adjacent Greater Edinburgh Parks.
<i>New metropolitan and township growth areas</i>	
<b>32</b> Ensure new urban growth occurs in designated urban and township expansion areas shown on Map D7. This map shows the indicative areas of land that will be considered for urban growth. The actual boundaries of land will be identified for public consultation when the process of updating the relevant Development Plan is undertaken.	DPA is adjacent expansion area and existing built up areas.
<b>Urban Design</b>	
<b>7</b> Ensure building design can be adapted in the future to minimise new building requirements and maximise the re-use and redevelopment of existing infrastructure.	DPA will provide for flexible and adaptable building design.
<b>8</b> Develop guidelines in Structure Plans to help create unique characteristics and identity across different neighbourhoods, suburbs and precincts.	DPA structure plans will be individualised to the locality
<b>Housing Mix, affordability and competitiveness</b>	
<b>3</b> Integrate a mixture of competitive housing styles, types, sizes and densities into the wider housing market, including medium-density low rise and attached dwellings.	DPA housing investigations if adopted, will provide for a variety of housing types.
<b>The Economy and Jobs</b>	
<i>Employment distribution</i>	
<b>7</b> Focus business clusters around key transport infrastructure such as road, air, rail and sea terminals, particularly intermodal facilities to maximise the economic benefits of export infrastructure.	DPA study area is near Intermodal facility and will add to available land for development that can maximise economic benefits.
<i>Manufacturing</i>	
<b>23</b> Ensure planning controls are flexible enough to adapt to new industry structures	DPA will utilise BDP modules and have flexible policies to allow for new industry models
<b>24</b> Locate major manufacturing hubs near key freight and transport corridors.	Freight corridors run through and are adjacent the study area
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**Rural (Aircraft Noise) Direk Industry and Residential Interface**  
**City of Salisbury**  
**Appendices**  
**Appendix A - Assessment of the Planning Strategy**

Policy	How the policy will be implemented:
<b>25</b> Create sufficient buffer activities and design guidelines to prevent manufacturing lands being lost to encroachment by residential activities and to prevent land use conflicts between residential and manufacturing activities	DPA will provide any necessary buffering between Industry and residential uses.
<b>26</b> Maintain manufacturing industry clusters at Greater Edinburgh Parks – automotive...	DPA will not impact on industry clusters at Greater Edinburgh Parks
<i>Defence</i>	
<b>28</b> Foster the development of defence companies and the winning of defence projects by securing land for defence jobs around Adelaide's three distinct defence precincts: Greater Edinburgh Parks...	DPA will support defence industry by providing land for industrial purposes adjacent the Edinburgh Parks and Greater Edinburgh Parks.
<b>29</b> Provide for appropriate buffers to residential developments to minimise conflicts between defence developments and incompatible land uses.	DPA will investigate appropriate buffers between Industrial uses and residential interface.
<b>Transport</b>	
<b>2</b> Designate and protect strategic freight corridors as identified on Map D15	DPA will identify and protect existing strategic freight routes.
<b>3</b> Designate major freight routes in Structure Plans and protect their transport functionality through design guidelines that specify buffer zones, access points and setbacks from the thoroughfare. The Plan seeks to avoid compromising major freight routes by the inappropriate location of residential development.	DPA will designate major freight routes and provide design guidelines to protect role of the freight routes, and identify appropriate locations for residential development.
<b>9</b> Ensure planning policy protects airport sites by restricting incompatible uses of land in surrounding areas. Development Plans should identify areas adjacent to airports and under flight paths where new development is inappropriate due to building height restrictions and aircraft noise impacts.	DPA will investigate requirements of the Federal Government National Airports Safeguarding Framework and of operational safety at Edinburgh Airfield.
<b>10</b> Require new housing and other noise sensitive developments permitted in locations adjacent to airports and under flight paths to incorporate appropriate noise attenuation measures to minimise the impact of aircraft noise and airport activities.	DPA will require acoustic attenuation of dwellings in affected areas
<b>11</b> Develop, in cooperation with the Australian Government, a clear policy on the definition of public safety zones around airports for incorporation in Development Plans.	DPA will investigate public safety areas.
<b>Infrastructure</b>	
<b>6</b> Prioritise the rollout of new growth areas (where practical) to areas that are contiguous	DPA study area is adjacent existing urban area and will be adjacent new Greater Edinburgh Parks area which will allow

Rural (Aircraft Noise) Direk Industry and Residential Interface  
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**Appendix A - Assessment of the Planning Strategy**

Policy	How the policy will be implemented:
to existing infrastructure, to ensure that infrastructure augmentation can be delivered at least cost to the community	infrastructure augmentation.
<b>Biodiversity</b>	
<b>2</b> Contain growth where possible to areas inside identified urban lands	DPA is within existing urban lands
<b>Climate Change</b>	
<b>1</b> Contribute to South Australia's target of a 60% reduction of greenhouse gas emissions by 2050 through the implementation of the policies in the Plan that will lead to a more compact and less carbon intensive urban form.	DPA will introduce policies that will contribute to reduction of greenhouse gas emissions through the development of an area within existing urban lands.
<b>14</b> Encourage commercial and industrial developers to include green buffers and shady areas in their developments to make workplaces more liveable.	DPA will investigate policies for green buffers.
<b>Water</b>	
<b>1</b> Incorporate water sensitive urban design techniques in new developments to achieve water quality and water efficiency benefits.	DPA will incorporate WSUD techniques.
<b>7</b> Identify and protect locations for potential stormwater harvesting schemes, including those areas identified in Map D22	DPA will recognise existing stormwater harvesting schemes and locations.

Targets

Target	How the target will be implemented:
The 30 Year Plan for Greater Adelaide	
<b>New Transit corridors, growth areas, transit oriented developments and activity centres</b>	
<i>New Metropolitan and Township growth areas</i>	
<b>P</b> Plan for strategic new growth areas, comprising a net land supply of 10,650 ha (gross total of 14,200 ha, including the 25% buffer identified in Target R)	Provision of approximately 120 hectares of land for urban development
<b>Q</b> Provide for 124,000 dwellings and 44,500 jobs in these areas as well as the existing urban land supply and other fringe growth opportunities.	Provision of employment lands and investigation of housing potential for interface areas with existing residential area.
<b>Housing Mix, affordability and competitiveness.</b>	
<b>A</b> Plan for net growth of 258,000 dwellings over 30 years , or an average construction target of about 10,100 dwellings a year	The DPA will add to the construction target by provision of urban lands
<b>B</b> Plan for the regional distribution of these new dwellings as identified in Map D9	The DPA site is adjacent the Greater Edinburgh Parks development site which will allow integration.

Draft Public Consultation DPA – Sept 2016

**Rural (Aircraft Noise) Direk Industry and Residential Interface**  
**City of Salisbury**  
**Appendices**  
**Appendix A - Assessment of the Planning Strategy**

Target	How the target will be implemented:
<b>Health and Wellbeing</b>	
<b>A</b> Closely connect new dwellings to shops, schools, local health services and a variety of destinations within a walking range of 400m. Residents will have easy access to open space for physical activity and recreation.	Potential residential development areas within the DPA study area will be integrated with existing services
<b>The economy and jobs</b>	
<i>Employment Distribution</i>	
<b>A</b> Provide for 282,000 additional jobs during the next 30 years. The regional distribution of additional jobs is 79,000 in Northern Adelaide.	DPA will contribute to employment provision and distribution by providing employment lands
<b>B</b> Distribute jobs across Greater Adelaide as 44,500 in growth areas	DPA will contribute to jobs in growth areas by its proximity to Greater Edinburgh Parks.
<b>D</b> Plan for net growth of at least 2 Million sqm of extra employment floor space.	DPA will contribute by providing employment lands for development of buildings.
<i>Manufacturing</i>	
<b>I</b> Plan for 52,400 additional manufacturing jobs in Greater Adelaide	DPA will provide employment lands and provide industrial opportunities
<b>J</b> Protect 2580 hectares of employment land for manufacturing purposes	DPA will provide additional employment lands.
<i>Defence</i>	
<b>K</b> Plan for 9,100 additional defence jobs in Greater Adelaide	DPA will provide additional employment lands which have the potential to be used by defence based industries
<b>L</b> Protect more than 1800 ha of land in defence hubs.	DPA will provide opportunities for industries adjacent defence hubs and free up land in hubs for defence
<i>Transport</i>	
<b>B</b> Prioritise residential and employment growth in areas where transport infrastructure is planned.	DPA will be adjacent the Greater Edinburgh Parks area which will have transport infrastructure
<b>E</b> Protect primary and secondary freight roads that are gazetted for use by restricted access vehicles.	DPA will recognise freight routes within the study area
<b>Climate Change</b>	
<b>A</b> Implementation of the Plan results in a reduction on South Australia's overall greenhouse gas emissions of around 17% over the Plan's 30 Year life.	DPA will support policies that seek quality development to minimise greenhouse gases.
<b>Water</b>	
<b>A</b> Reduce demand on mains water supply from new development through the introduction of water sensitive urban design.	DPA will continue with Council's water sensitive design policies.

# Development Plan Amendment

By the Council

## City of Salisbury

### Rural (Aircraft Noise) Direk Industry and Residential Interface

#### The Amendment

##### *For Consultation*

Declared by the Minister responsible for the administration of the *Development Act 1993* to come into operation on an interim basis pursuant to Section 28, of the *Development Act 1993*.

.....  
Minister's Signature

Date.....

c)

DRAFT DPA for Agency Consultation - 15 May 2014

Rural (Aircraft Noise) Direk Industry and Residential Interface  
DRAFT DPA for Agency Consultation 19 May 2016  
**City of Salisbury  
Amendment Instructions Table**

<b>Amendment Instructions Table</b>					
<b>Name of Local Government Area:</b> City of Salisbury					
<b>Name of Development Plan:</b> City of Salisbury Development Plan					
<b>Name of DPA:</b> Rural (Aircraft Noise) Direk Industry and Residential Interface					
<p><i>The following amendment instructions (at the time of drafting) relate to the City of Salisbury Development Plan consolidated on <b>20<sup>th</sup> March 2014</b>.</i></p> <p><i>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.</i></p>					
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>			
<b>COUNCIL WIDE / GENERAL SECTION PROVISIONS (including figures and illustrations contained in the text)</b>					
Amendments required (Yes/No): <b>"Insert Yes or No"</b>					
<b>"Insert General Section name here" Section</b>					
1.					
2.					
3.					
<b>ZONE AND/OR POLICY AREA AND/OR PRECINCT PROVISIONS (including figures and illustrations contained in the text)</b>					
Amendments required (Yes/No): <b>"Insert Yes or No"</b>					
<b>"Insert Zone name here" Zone</b>					
4.					
5.					
<b>"Insert Policy Area name here" Policy Area</b>					
6.					
7.					
<b>"Insert Precinct name here" Precinct</b>					
8.					
9.					
<b>TABLES</b>					
Amendments required (Yes/No): <b>"Insert Yes or No"</b>					
<b>Table</b>					
10.					
11.					
<b>MAPPING (Structure Plans, Overlays, Enlargements, Zone Maps, Policy Area &amp; Precinct Maps)</b>					
Amendments required (Yes/No): <b>"Insert Yes or No"</b>					

e)

**Rural (Aircraft Noise) Direk Industry and Residential Interface  
City of Salisbury  
Amendment Instructions Table**

DRAFT DPA for Agency Consultation - 15 May 2014

Map Reference Table					
12.					
13.					
Map(s)					
14.					
15.					

d) 4



## Attachment A

f) 5

d) 6

## Attachment B

f) 7

d) 8

## **Attachment C**

g) 9

d) 10



## Attachment D

h) 11

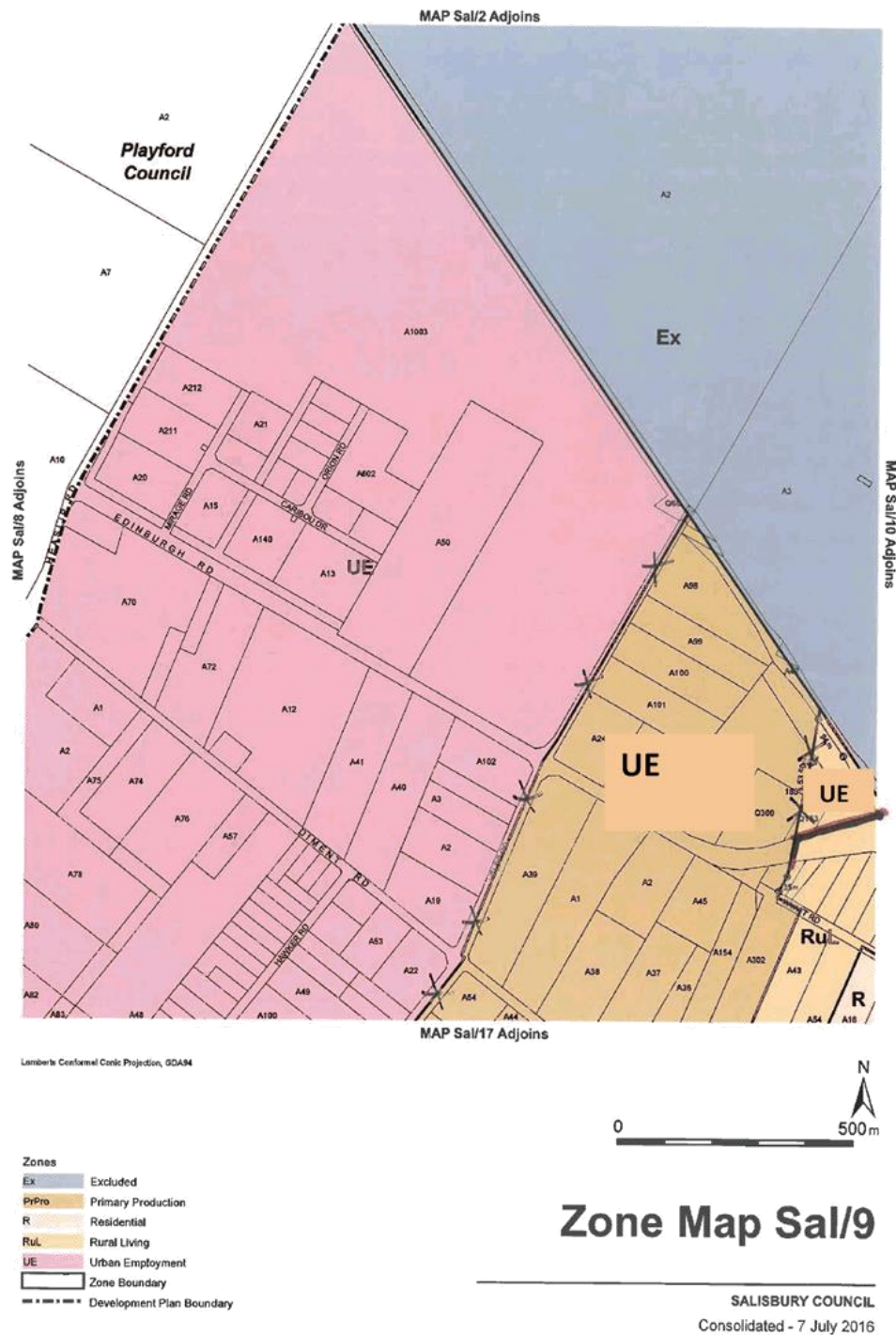
d) 12

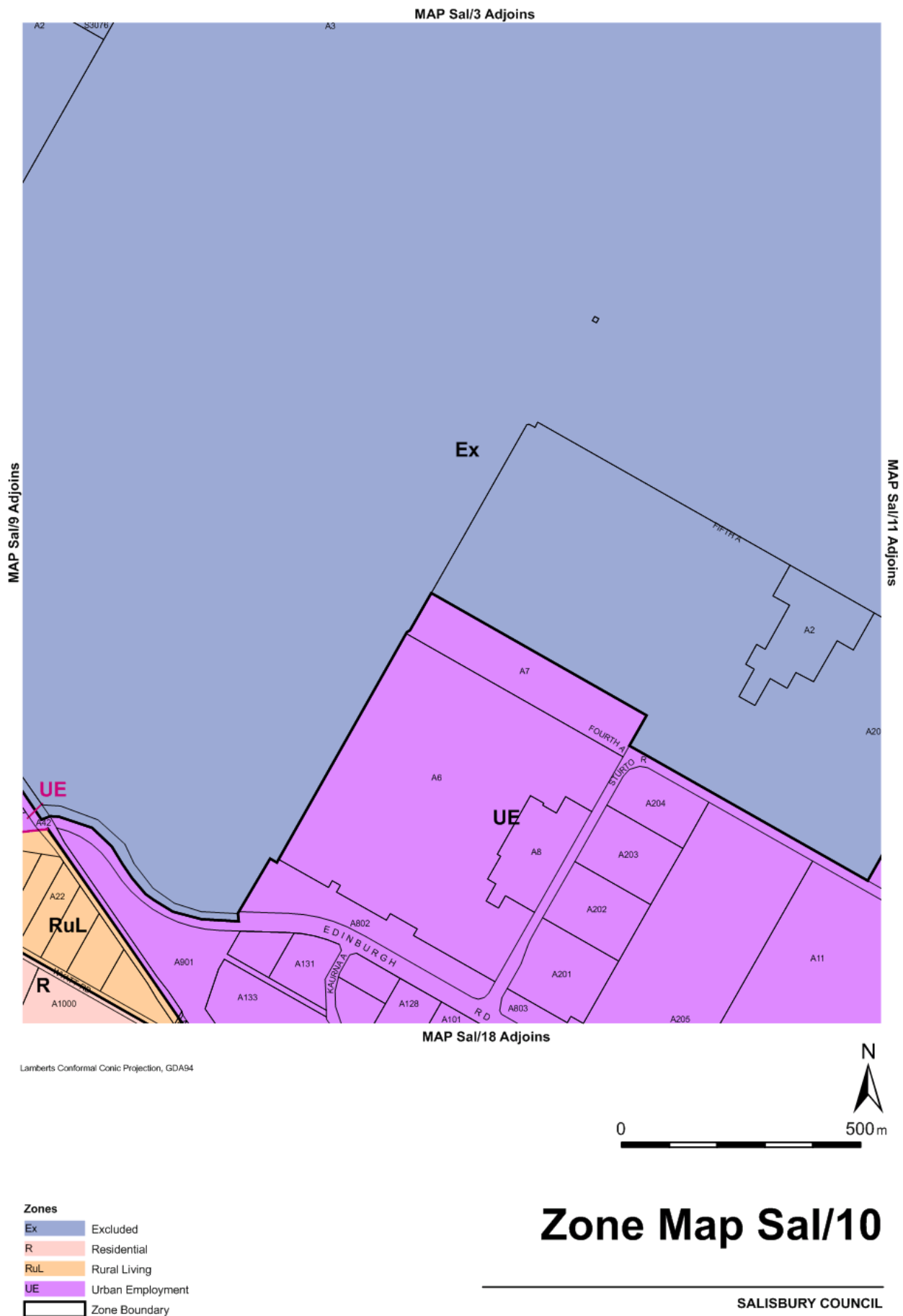
h) 13

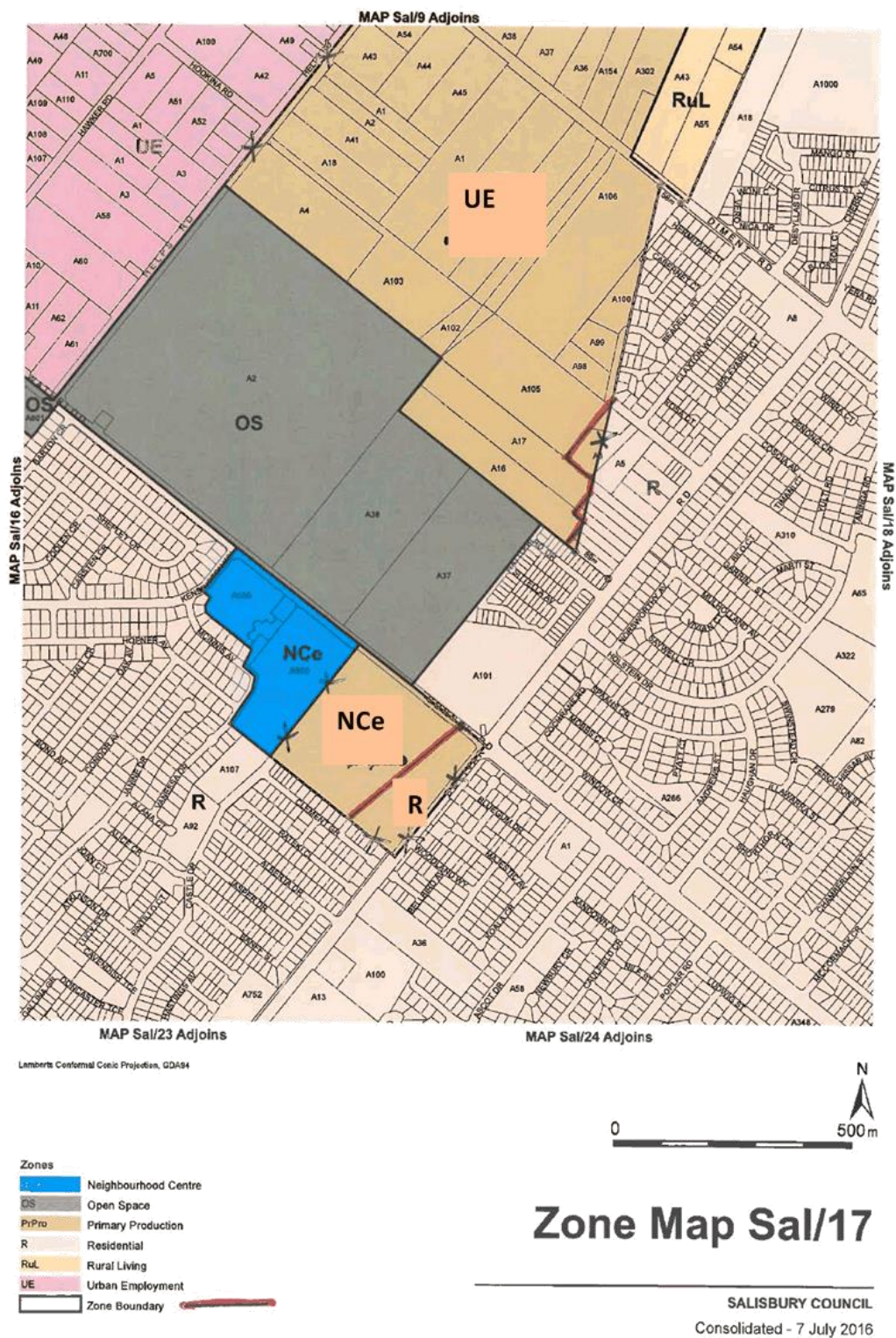






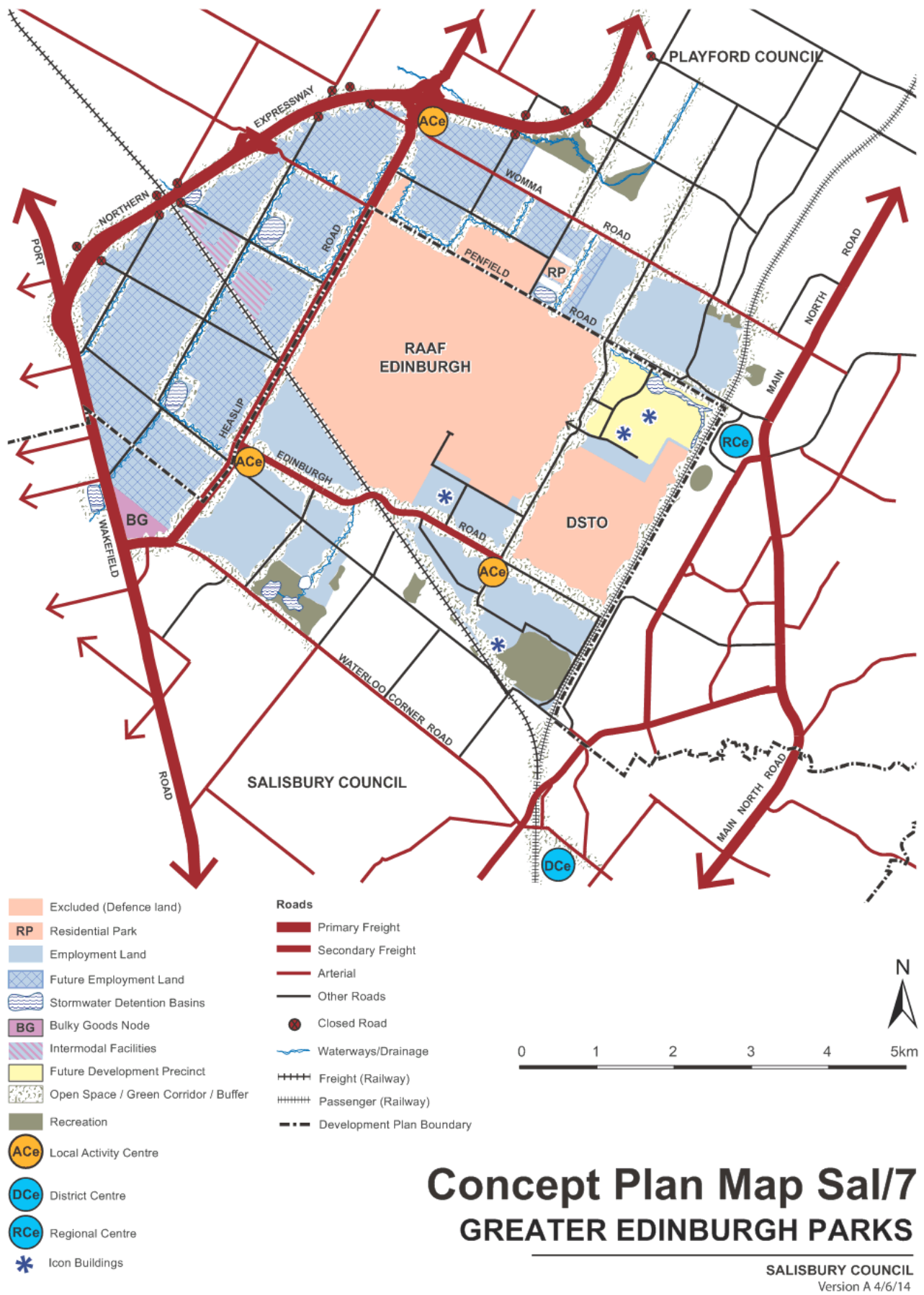
















ATTACHMENT B2

## **Strategic Transport Routes Overlay**

Refer to the [Map Reference Tables](#) for a list of maps that relate to this overlay.

### **INTERPRETATION**

Where the Objectives and/or Principles of Development Control that apply in relation to this overlay are in conflict with the relevant General Objectives and/or Principles of Development Control in the Development Plan, the overlay will prevail.

### **OBJECTIVES**

1 Development that recognises the importance of strategic transport routes and does not impede traffic flow or create hazardous conditions for pedestrians, cyclists or drivers of vehicles, including emergency services vehicles.

### **PRINCIPLES OF DEVELOPMENT CONTROL**

1 Development adjacent to a strategic transport route should:

- (a) avoid the provision of parking on the main carriageway
- (b) be accessible via service roads, where possible, that provide:
  - (i) parking off the main carriageway
  - (ii) a buffer from the main carriageway for pedestrian and cycle activity
- (c) not impede the potential for overhead cabling and associated infrastructure to be established in an existing or proposed tram corridor.

2 Vehicular site access should not be provided along the main street frontage where an alternative access is available.

3 Development adjacent kerbside bus stops should be set back to provide sufficient space for indented bus bays with associated hard stand area, shelter and a 1.2 metre wide continuous accessible path behind the bus shelter.



## Urban Employment Zone

Refer to the [Map Reference Tables](#) for a list of the maps that relate to this zone.

### OBJECTIVES

- 1 A mixed use employment zone that primarily accommodates a range of industrial land uses together with other related employment and business activities that generate wealth and employment for the State.
- 2 Local activity centres, which include a range of activities including shops, consulting rooms, personal service establishments, child care and training facilities that provide support services for businesses and an expanding workforce.
- 3 Provision for large floor plate enterprises, such as major logistics and manufacturing plants, high technology and/or research and development related uses, located to take advantage of existing and future road and rail infrastructure.
- 4 The effective location and management of activities at the interface of industrial/commercial activity with land uses that are sensitive to these operations.
- 5 A high standard of development which promotes distinctive building, landscape and streetscape design, with high visual and environmental amenity, particularly along arterial roads and the boundaries of adjoining zones.
- 6 Development that promotes business clusters that provide a range of economic and environmental benefits.
- 7 Coordinated and integrated development that:
  - (a) incorporates high speed information technology and telecommunications facilities and infrastructure
  - (b) contributes to the improvement of the physical, social and economic conditions of adjoining communities where appropriate.
- 8 Development that contributes to the desired character of the zone.

### DESIRED CHARACTER

Greater Edinburgh Parks will be a high quality enterprise and employment destination, attracting a specialised workforce and providing a focus for manufacturing, research and technology, logistics and transport services, intermodal operations and expansion of defence industries in particular. Development will build on existing industrial and enterprise activities at Edinburgh Parks, the Defence Science Technology Organisation and RAAF Base, and major automotive manufacturing at Elizabeth South.

## Salisbury Council

## Zone Section

*Urban Employment Zone*

Superior road and rail connections and information communication technology will also link the area to ports and harbours and specialised defence and technology precincts at Osborne and Mawson Lakes, providing significant competitive advantages for the State. Coordinated staging of development and infrastructure, and integration with the Salisbury and the Elizabeth Centres, is envisaged to contribute to the improvement of the physical, social and economic conditions of adjoining communities, including enhancing access to public transport.

**This zone provides for the establishment of business clusters that create opportunities for innovation, start up and the growth of new businesses and link businesses to global investment opportunities.**

Desirable land uses include a wide range of activities that generate employment, focusing on industry, indoor industrialised horticulture and associated processing and packaging, transport and technology-based activities that can operate on a twenty-four hour, seven day per week basis where appropriate, together with offices and industry-related training and educational establishments. Existing defence operations, including explosive ordnance activities, will be protected and not adversely impacted by development. Development should also comprise high technology and/or research and development related uses where it is compatible with adjoining uses.

As a primary freight route and key access into Greater Edinburgh Parks, Heaslip Road will be a focus for road-based logistics, warehousing, distribution and transport services requiring convenient access to Port Wakefield Road, the Northern Expressway and rail facilities. Large allotment sizes are envisaged adjacent both sides of Heaslip Road to accommodate large floor plate enterprises. Edinburgh Road will provide the key access route into Edinburgh Parks from Heaslip Road. Access points onto Edinburgh Road and Heaslip Road will therefore be limited and direct property access onto these roads should not occur in order to preserve their planned function.

Special industry should not occur in the zone unless associated with food and beverage production, is considered necessary to support major manufacturing clusters or involves bulk handling activities associated with intermodal and transport operations. Such industries should not be located adjacent or in close proximity to local activity centres, sensitive land uses or other zones. Where special industry is proposed, use of best available technology economically achievable will be encouraged to minimise land use impacts and reduce the need for large buffer or separation areas.

**The development of local activity centres accommodating local shops (including cafes and restaurants), consulting rooms, service trade premises, child care facilities, recreation facilities and training facilities is encouraged in the zone to support an expanding workforce and provide support services for business. These activity nodes will be compatible with the function of other zones or nearby centres. More sensitive land uses such as educational establishments, child care centres and consulting rooms will be located and designed to ensure that higher impact land uses such as general industry do not undermine the successful operation of any land use. Locations of activity centres are shown on [Concept Plan Map](#)**

The bulky goods node or other local activity centres should provide the primary location of bulky goods outlets

A high level of compatibility between land uses in the zone is envisaged to ensure a quality and attractive business environment is maintained. Clustering of industrial activities to share resources and reduce waste impacts and energy needs is encouraged in the zone, as well as shared use of facilities and services, including training, communication and information technology, shipping and receiving facilities, and car parking areas where practical. Allotments that adjoin the boundary of another zone where more sensitive land uses are anticipated (e.g. residential development), will be large enough to accommodate design features and siting arrangements that limit impact on the adjoining zone. Conventional horticulture is not anticipated in the zone, and will be replaced by envisaged land uses over time. Consequently, establishing new conventional horticulture should not occur. Development will also respect the historical character of places of cultural or heritage significance such as the Sturton Church and graveyard.

Development will comprise high quality, innovative contemporary architecture that is both adaptable and flexible to accommodate multiple uses or changes in future land uses where practical. Buildings will comprise low reflective materials and provide a variation in finishes, façade treatments and setbacks rather than appearing as large uniform buildings with blank facades. Outdoor storage and service areas will also be located away from major roads or residential areas and be screened from public view with fencing/structures of varied materials that limit potential for vandalism.

Landscaping will be used to define gateways to the area and be carefully integrated with built form, ensuring that vegetation is sustainable, drought tolerant, locally indigenous and matched to the scale of development, while also providing a comfortable, pleasant and attractive environment. Siting of development and setbacks from arterial roads, freight routes and the Northern Expressway in particular will allow for suitable landscaped areas to enhance the visual amenity of key movement, entry and arrival points to the area. Car parking areas will include trees to provide shade and enhance visual amenity. The appearance of outdoor storage areas will also be enhanced through landscaping. Landscaping will be carefully designed to minimise opportunity for crime by ensuring passive/active surveillance and minimising places of entrapment. Landscaping, building and structures should also be sited and designed to ensure that the security of the DSTO security fence is not compromised.

Water Sensitive Urban Design systems, including the harvest, treatment, storage and reuse of stormwater, will be integrated throughout the area at the neighbourhood, street, site and building level, taking advantage of large allotment sizes and impervious areas. Roadways will be designed to accommodate major stormwater flows in excess of the capacity of underground drainage systems. Major stormwater drainage infrastructure should be developed in accordance with *Concept Plan Map Sal/7 – Greater Edinburgh Parks* and be designed in an attractive form with grass-lined sides and allow for the planting of trees and shrubs on both sides of open channels. Harvested stormwater will improve the aesthetic and functional value of landscaping and open spaces, including public access ways and greenways, contributing to a superior working environment.

Two buried high pressure gas transmission pipelines traverse some areas within the zone, namely the Epic Energy and SEA Gas pipelines. These transmission pipelines are to be designed, constructed, operated and maintained in accordance with Australian Standard (AS) 2885: Pipelines – Gas and Liquid Petroleum to ensure protection of the pipeline, which in turn ensures the safety of the community, protection of the environment and security of (gas) supply to users.

Any change to the use of land and/or proposed construction activity in the vicinity of these pipelines require a detailed assessment to be undertaken to ensure that all risks associated with continued pipeline operations remain acceptable. In light of these requirements, development within 640 metres of the SEAGAS gas pipeline and 400 metres of the Epic gas pipeline as shown on *Overlay Map Sal/1 Development Constraints* should conform with the minimum pipeline safety requirements for AS2885 (Pipeline Gas and Liquid Petroleum).

#### **Infrastructure for Greater Edinburgh Parks**

Development within the Greater Edinburgh Parks requires the co-ordinated delivery of infrastructure and should only proceed where it has been demonstrated that such co-ordination exists to ensure infrastructure between development sites (or a stage of a development) facilitates the overall achievement of the relevant Concept Plan. In some cases this may include provision for temporary works pending development of adjacent land or other land within the same Concept Plan area.

Particular attention will be given to infrastructure co-ordination to achieve the following:

- (a) an efficient and easily maintained stormwater management system comprising a series of drainage channels and retention / detention basins and /or wetlands



### 1.3.1 Urban Employment Zone

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Salisbury Council

Zone Section

*Urban Employment Zone*

- (b) key upgrades to local road junctions (including Heaslip / Edinburgh Roads, Argent / Womma Roads, Heaslip / Womma Roads and Andrews / Womma Roads to provide either an intersection upgrade or provision of a roundabout to distribute traffic to the existing road network
  
- (c) key electricity substations located near the intersection of Penfield / Short Roads and Mill / Short Roads to accommodate the requirements of SA Power Networks.

## PRINCIPLES OF DEVELOPMENT CONTROL

### Land Use

1 The following forms of development, or combination thereof, are envisaged in the zone:

- consulting room
- dwelling in association with industry
- electricity substation
- fuel depot
- indoor industrialised horticulture
- indoor recreation centre
- industry
- intermodal rail freight facility
- motor repair station
- office
- petrol filling station
- pre-school
- prescribed mains
- public service depot
- road transport terminal
- service trade premises
- service industry
- shop or group of shops
- training facility
- store

- warehouse.
- 2 Development listed as non-complying is generally inappropriate.
  - 3 Development should be in accordance with the relevant [Concept Plan Map Sal/7 – Greater Edinburgh Parks](#)
  - 4 Development should not impede the operation of established land uses through encroachment, over development of sites or noise/emissions or any other harmful or nuisance-creating impact.
  - 5 Shops or groups of shops (other than bulky good outlets and service trade premises) should serve the local workforce within the zone and have a gross leasable floor area less than:
    - (a) 2500 square metres where located in designated local activity centres shown on [Concept Plan Map Sal/7 – Greater Edinburgh Parks](#)
    - (b) 250 square metres where outside of designated local activity centres
  - 6 Bulky goods outlets and service trade premises should only be located in the bulky goods node or local activity centres identified on [Concept Plan Map Sal/7 – Greater Edinburgh Parks](#) 7 Bulky goods outlets and service trade premises should not have any adverse impacts on heavy vehicle access or freight movements.
  - 8 Restaurants and cafes should only be located in bulky goods outlets or service trade premises that are larger than 2000 square metres, and should have a gross leasable area of 150 square metres or less.
  - 9 Short term workers accommodation or other sensitive uses within the zone should be designed and located to ensure the ongoing operation of any existing activity within the zone is not impeded.

### Form and Character

- 10 Development should not be undertaken unless it is consistent with the desired character for the zone.
- 11 In areas where a uniform street setback pattern has not been established, buildings should be set back in accordance with the following parameters:

Building height (metres)	Minimum setback from the primary road frontage (metres)	Minimum setback from the secondary road frontage (metres)
6 metres	8	4
Greater than 6	10	4

## 1.3.1 Urban Employment Zone

Salisbury Council

## Zone Section

*Urban Employment Zone*

- 12 Building façades facing land zoned for residential purposes should not contain openings or entrance ways that would result in the transmission of noise or light spillage that would adversely affect the amenity of nearby residents.
- 13 Any plant or equipment with potential to cause an environmental nuisance (including a chimney stack or air-conditioning plant) should be sited as far as possible from adjoining allotments not zoned for employment, and should be designed to minimise its effect on the amenity of the locality.
- 14 Development should control noise emissions through the use of attenuation devices and sound proofing, particularly activities requiring extended hours of operation.
- 15 The hours of operation of an activity should not detract from the amenity of any residential area.
- 16 Within 50 metres of a residential zone boundary:
  - (a) non-residential development (including loading and unloading activities) should:
    - (i) demonstrate appropriate acoustic performance
    - (ii) ensure that all noise sources including machinery, loading, unloading and other service areas on allotments nearest to the residential boundary are located within the building
  - (b) development should be designed and constructed of a material to ensure noise emissions are minimised within acceptable standards.
- 17 Development should be adaptable to allow for flexibility of use over time and accommodate multiple uses and shared facilities where practical, including training areas and car parking.
- 18 Buildings should not occupy more than 50 percent of the total area of the site upon which they are located, unless it can be demonstrated that stormwater can be harvested, treated, stored and reused on the site of the development to minimise impacts on external stormwater infrastructure.
- 19 Industries, warehouses, stores and similar developments should be provided with sufficient and convenient parking for staff and visitors based on the following rates

<b>: Building Component</b>	<b>Number of required vehicle parking spaces</b>
Part of development used as office space	3.3 spaces per 100 square metres
Part of development used as non-office space	2 spaces per 100 square metres where industrial building area is under 200 square metres
	1.33 spaces per 100 square metres where industrial building area is between 200-2000 square metres
	0.67 spaces per 100 square metres where industrial building area is greater than 2000

square metres

Service trade premises

2 spaces per 100 square metres

- 20** For labour intensive industries where car parking demand exceeds the rates in Principle 19 above the total car parking should be provided at a rate of 0.75 spaces by the number of employees.
- 21** For non-labour intensive industries, the rates in Principle 19 above can be varied having regard to the expected maximum staff and visitor levels.
- 22** Development within the "Runway Public Safety Area", but located outside of the "Limited Development Area", as identified in *Concept Plan Map Sal/6 – Urban Employment Zone* should not:
- (a) contain any land uses or industries that result in a significant increase in people working or
  - (b) involve land uses that store flammable or hazardous materials.
- 23** No development should occur within the "Limited Development Area" as identified in *Concept Plan Map Sal/6 – Urban Employment Zone*, except for the following developments that have heights of no greater than 2.1 metres above ground level:
- (a) car parking
  - (b) outdoor storage area (but not including storage of flammable or hazardous materials)
  - (c) ancillary structures (eg. fencing and street lights)
  - (d) landscaping.
- 24** No development should occur in the "No Structures and Development Area" as identified in *Concept Plan Map Sal/6 – Urban Employment Zone*.

### Land Division

- 25** Land division should:
- (a) create allotments that are of a size and shape suitable for the intended use
  - (b)

Salisbury Council

Zone Section

*Urban Employment Zone*

### **PRECINCT SPECIFIC PROVISIONS**

Refer to the *Map Reference Tables* for a list of the maps that relate to the following precinct(s).

#### **Precinct 19 Limited Residential Precinct**

- 26 Detached dwellings should not be developed within the precinct unless they are to be located on an allotment that existed prior to 20 October 1988.

### **PROCEDURAL MATTERS**

#### **Complying Development**

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

In addition, the following forms of development, or any combination, are designated as complying subject to the conditions contained in *Table Sal/1 Building Setbacks from Road Boundaries*:



**Form of development**

- (a) light industry
- (b) service industry
- (c) service trade premises
- (d) warehouse.

**Complying criteria / conditions**

- 1 The building, or any part, is not located within:
  - (a) areas affected by aircraft noise shown on *Concept Plan Map Sal/2 - Edinburgh Defence Airfield Aircraft Noise Exposure*
  - (b) an area shown on *Concept Plan Map Sal/3 - Edinburgh Defence Airfield Lighting Constraints* where restrictions on the amount of upward light apply
- 2 The development does not involve an activity of environmental significance or major environmental significance identified in Schedules 21 and 22 of the *Development Regulations 2008*.
- 3 The development does not require referral pursuant to Section 37 of the *Development Act 1993*.
- 4 The development site is greater than 60 metres from the nearest residential zone boundary.
- 5 The development has direct access to a sealed roadway.
- 6 All vehicles able to access/egress the site in a forward direction.
- 7 A site coverage of less than 50 per cent.
- 8 Building height does not exceed airport building heights shown on *Concept Plan Map Sal/1 - Edinburgh Defence Airfield Defence (Area Control) Regulations* and is no greater than 12 metres
- 9 Building setback in accordance with the following:

## 1.3.1 Urban Employment Zone

Salisbury Council

Zone Section

*Urban Employment Zone*

(a) buildings up to a height of 6 metres sited at least 8 metres from the primary street alignment

(b) buildings exceeding a height of 6 metres sited at least 10 metres from the primary street alignment

(c) 4 metres from the secondary street frontage.

10 The development is designed as follows:

(a) buildings adjacent public streets are designed to overlook the street and have a maximum unarticulated length of 30 metres (15 metres for offices)

(b) comprise low-reflective materials and pre-colour treatment if metal clad.

11 Landscaping comprises:

(a) an area of not less than 10 per cent of the site

(b) a landscaped setback area of more than 3 metres wide along any street boundary, except where a building is setback a lesser distance from any street boundary in which case the intervening setback is landscaped

(c) a mix of species expected to grow to less than 0.5 metres in height and species expected to grow with clear stems to 2 metres height and with the canopy above.

12 A clearance of not less than 3 metres being provided for access purposes between any

10

structure and one side boundary of the site.

13 Off-street vehicle parking and specifically marked disabled parking provided at the rate of not less than:

(a) 2 per 100 square metres (industrial building area under 200 square metres)

(b) 1.33 per 100 square metres (industrial building area 200-2000 square metres)

(c) 0.67 per 100 square metres (industrial building area greater than 2000 square metres)

(d) 3.3 spaces per 100 square metres (office building area)

(e) 2 per 100 square metres (service trade premises building area).

14 All buildings, including the associated filling of land - are sited, designed and constructed to prevent the entry of floodwaters in a 1-in-100 year average return interval flood event.

15 Areas used for the loading or unloading of materials or for the storage of chemicals and materials used in industrial operations and processes are to incorporate bunding or containment facilities that:

(a) prevent the entry of external stormwater

(b) contain any spilt materials from entering the stormwater system.

Salisbury Council

Zone Section

*Urban Employment Zone*

16 All loading and/or unloading of vehicles to occur within the boundaries of the site.

17 All outside loading and unloading and goods storage areas should be screened by solid fencing or dense screen landscaping

.

18 All stormwater drainage is retained and treated on-site or connected to an approved stormwater management scheme.

19 Waste collection and storage areas provided which are:

(a) screened and separated from adjoining areas

(b) designed to ensure that wastes do not contaminate stormwater or enter the stormwater collection system.

20 The development comprises a maximum of two advertising displays, each of which does not encroach upon the public road reserve and accords with the following:

(a) A maximum of one pylon sign per site that:

(i) has a maximum height of 6 metres

(ii) has a maximum area of 8 square metres

(iii) is located between the building and the front property boundary.

(b) A maximum of one freestanding directory sign per site that:

- (i) has a maximum height of 3 metres
- (ii) has a maximum length of 6 metres.
- (c) A maximum of one flush wall sign per site that:
  - (i) has a maximum area of 8 square metres
  - (ii) is erected on the building façade
  - (iii) is located below the parapet of the building.

21 Fencing exceeding 2.1 metres in height (including colour –coated wire mesh fencing) adjacent to public roads should be set back in one of the following ways:

- (a) in-line with the building façade
- (b) behind the building line
- (c) behind a landscaped area that softens its visual impact.

Form of development	Exceptions
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### Non-complying Development

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

## 1.3.1 Urban Employment Zone

Salisbury Council

Zone Section

Urban Employment Zone

Advertisement or advertising hoarding	Except where the advertisement or advertising hoarding: <ul style="list-style-type: none"> <li>(a) does not move, rotate or incorporate flashing light(s)</li> <li>(b) has no part that projects above the walls or fascia where attached to a building</li> <li>(c) covers less than 10 per cent of the total surface area of a wall oriented to a public road or reserve</li> <li>(d) does not include bunting, streamers, flags or wind vanes</li> </ul>
Amusement machine centre	
Caravan or residential park	Except for minor alterations and additions within a caravan park or residential park
Dwelling or Dwellings	Except for: <ul style="list-style-type: none"> <li>(a) short term accommodation that is ancillary to and in association with industry</li> <li>(b) alterations and additions to existing dwellings</li> <li>(c) <u>located in Precinct 19.</u></li> </ul>
Intensive animal keeping	
Motel	
Nursing home	
Place of worship	



Prescribed mining operations

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Primary school

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Secondary school

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Stadium

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Stock slaughter works

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Tourist accommodation

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### 1.3.1 Urban Employment Zone

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Salisbury Council

Zone Section

*Urban Employment Zone*

#### **Public Notification**

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

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

Category 1	Category 2
All kinds of development except where the site of the proposed development is located within 60 metres of a <b>Residential Zone</b> or a <b>Mixed Use Zone</b> boundary	Development where the site of the proposed development is located within 60 metres of a <b>Residential Zone</b> or a <b>Mixed Use Zone</b> boundary

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## Primary Production Zone

Refer to the [Map Reference Tables](#) for a list of the maps that relate to this zone.

### OBJECTIVES

- 1 The long term continuation of primary production.
- 2 Economically productive, efficient and environmentally sustainable primary production.
- 3 Allotments of a size and configuration that promote the efficient use of land for primary production.
- 4 Protection of primary production from encroachment by incompatible land uses and protection of scenic qualities of rural landscapes.

### PRINCIPLES OF DEVELOPMENT CONTROL

#### Land Use

- 1 The following forms of development are envisaged in the zone:
  - bulk handling and storage facility
  - commercial forestry
  - dairy farming
  - farming
  - horticulture
  - tourist accommodation (including through the diversification of existing farming activities and conversion of farm buildings).
- 2 Development listed as non-complying is generally inappropriate.
- 3 Industry and warehousing should only be developed if it supports primary production, processing, storage and distribution of local primary produce or products produced on the same site, and should be developed where:
  - (a) it has a direct relationship with primary production
  - (b) it is unlikely to limit or inhibit the use of adjoining land for primary production
  - (c) the particular use requires a site in proximity to a particular natural resource or other product or materials sourced from the locality
  - (d) it will not result in the alienation of land or water resources identified as significant for primary production or ecological reasons
  - (e) the use would be inappropriate within a township
  - (f) the capacity of the infrastructure, including roads, is capable of supporting the use without detriment to existing users.
- 4 A dwelling should only be developed if:
  - (a) there is a demonstrated connection with farming or other primary production

- (b) the location of the dwelling will not inhibit the continuation of farming, other primary production or other development that is in keeping with the provisions of the zone
  - (c) it is located more than 500 metres from an existing intensive animal keeping operation unless used in association with that activity
  - (d) it does not result in more than one dwelling per allotment.
- 5 Tourist accommodation should not be converted to dwellings and should be designed to preclude the conversion of buildings into dwellings such as through shared facilities, common utility services, grouped accommodation and/or shared parking.
- 6 A shop should be:
- (a) ancillary to primary production or processing uses or tourist accommodation or other tourist development
  - (b) located on the same site as the primary use.

### **Form and Character**

- 7 Development should not be undertaken unless it is consistent with the desired character for the zone.
- 8 Development should not occur within 500 metres of a National Park, Conservation Park, Wilderness Protection Area or significant stands of native vegetation if it will increase the potential for, or result in, the spread of pest plants.
- 9 Development should provide an access way of at least 3 metres wide that provides access for emergency vehicles to the rear of the allotment.
- 10 Buildings should primarily be limited to farm buildings, a detached dwelling associated with primary production on the allotment and residential outbuildings that are:
- (a) grouped together on the allotment and set back from allotment boundaries to minimise the visual impact of buildings on the landscape as viewed from public roads
  - (b) screened from public roads and adjacent land by existing vegetation or landscaped buffers.
- 11 Buildings should be set back at least 30 metres from the top of the banks of the Little Para River west of Port Wakefield Road.
- 12 Alterations or additions to the hotel/motel complex at Bolivar should:
- (a) be limited to the existing site
  - (b) be designed to complement existing buildings on the site
  - (c) have minimal visual impact from Port Wakefield Road through the use of extensive landscaping and tree planting.
- 13 Horse keeping (not associated with stables) should only occur on allotments of 4 hectares or more and be designed to ensure that adequate ground cover is able to be maintained at all times to avoid soil degradation.
- 14 Horse keeping should not occur on allotments of less than 4 hectares, except in combination with stabling.
- 15 Keeping or stabling of horses and other animals, and associated development, should be undertaken with the minimum impact upon the environment and be designed to avoid the following:

- (a) denudation of pastures
  - (b) dust or erosion
  - (c) odour
  - (d) the proliferation of pest plants, vermin, or flies or other insects
  - (e) noise nuisance
  - (f) unsightly and exposed structures
  - (g) any unhealthy conditions which may be created by the inadequate disposal or treatment of waste.
- 16 Development within the suburb of Bolivar should not be undertaken if it will significantly impact on the operations of the Bolivar Waste Water Treatment Works.

**Land Division**

- 17 Land should only be divided where no additional allotments are created partly or wholly in the zone.

## Horticulture Policy Area 16

Refer to the [Map Reference Tables](#) for a list of the maps that relate to this policy area.

### OBJECTIVES

- 1 A policy area primarily for horticulture.
- 2 The establishment of appropriately scaled industries for washing, processing and packaging primary produce, and servicing and supporting horticulture.
- 3 The long-term sustainability of horticultural production by preventing the further division of land and supporting the amalgamation of rural allotments into viable horticultural units.
- 4 Enhancement of the appearance of localities through appropriate landscape, design and siting of development.
- 5 Development that contributes to the desired character of the policy area.

### DESIRED CHARACTER

It is desirable for land to be predominantly open in character in association with commercially sustainable horticultural production. Buildings, structures and car parking areas are expected to be unobtrusive and well set back from public roads. Landscaping is also expected to be a prominent feature, consisting of a range of native vegetation along road frontages and around buildings and structures.

### PRINCIPLES OF DEVELOPMENT CONTROL

#### Land Use

- 1 The following forms of development are envisaged in the policy area:
  - farming
  - horticulture
  - light industry and service industry associated with the processing, packaging and distribution of produce
  - small-scale tourist development in association with wineries, farms and local heritage places.
- 2 Retail sales of goods produced and processed within the policy area are appropriate providing such sales remain ancillary and incidental to the principal horticultural, farming or processing use of the land.
- 3 Commercial development should be limited to the handling, storage, packing or wholesaling of primary produce and non-residential tourism.

#### Form and Character

- 4 Development should not be undertaken unless it is consistent with the desired character for the policy area.
- 5 There should be no more than 1 dwelling per allotment and an additional dwelling should only occur where it achieves all of the following:
  - (a) it is located on an allotment that has accommodated a detached dwelling prior to 17 July 1997
  - (b) it is designed as an integral extension of the existing detached dwelling



- (c) it is constructed of materials which are of a colour and texture to match the existing detached dwelling
  - (d) it results in a building containing no more than 2 dwellings
  - (e) the resultant building retains a character, scale and external appearance resembling a detached dwelling.
- 6 Activities that produce or store hazardous organic, chemical or other intractable wastes should not occur within the policy area.

**Land Division**

- 7 Land division should only occur where it achieves all of the following:
- (a) no additional allotments wholly or partly in the policy area, including the excision of a second dwelling from an allotment
  - (b) all resulting allotments have a frontage to a public road of not less than 25 per cent of the average depth of the allotment.

**PROCEDURAL MATTERS****Complying Development**

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

**Non-complying Development**

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

Form of Development	Exceptions
Advertisement and/or advertising hoarding	Advertisement and/or advertising hoarding where the development achieves at least one of (a) or (b): (a) is adjacent to a road with a speed limit of less than 80 km/h (b) has an advertisement area of 2 square metres or less and achieves all of the following: (i) the message contained thereon relates entirely to a lawful use of land (ii) the advertisement is erected on the same allotment as the use it seeks to advertise (iii) the advertisement will not result in more than two advertisements on the allotment.
Bed and Breakfast	Except where the maximum number of guests which can be accommodated does not exceed five.
Caravan Park	
Consulting room	
Dwelling	Except where one or more of the following applies: (a) it is located outside of the <b>Horticulture Policy Area 16</b> and it does not result in more than one dwelling on an allotment (b) (c) it is located within the <b>Horticulture Policy Area 16</b> and it achieves one of the following: (i) it does not result in more than one dwelling on an allotment (ii) it results in an additional dwelling on an allotment that has accommodated a detached dwelling prior to (17 July 1997) and the additional dwelling achieves all of the following: (A) it is designed as an integral extension of the existing detached dwelling (B) it is constructed of materials which are of a colour and texture to match the existing detached dwelling (C) it results in a building containing no more than 2 dwellings (D) the resultant building retains a character, scale

Form of Development	Exceptions
	and external appearance resembling a detached dwelling.
Hospital	
Hotel	
Indoor recreation centre	
Industry	Except where it achieves all of the following: (a) it is ancillary to and in association with packaging or processing sheds that are associated with horticulture activities (b) it does not include direct access onto Port Wakefield Road.
Intensive animal keeping involving the keeping of poultry, pigs or cattle	
Land division	Except where: ( no additional allotments are created wholly or partly within the zone.
Motor race track	
Motor repair station	
Nursing home	
Office	Except where it is ancillary to and in association with one of the following land uses: (a) primary production (b) tourism development (c) horticultural.
Petrol filling station	Except where it is located outside of the <b>Horticulture Policy Area 16</b>
Place of worship	
Pre-school	
Primary school	
Racecourse	

Form of Development	Exceptions
Residential flat building	<p>Except where it is located within the <b>Horticulture Policy Area 16</b> and it achieves all of the following:</p> <ul style="list-style-type: none"> <li>(a) it is located on an allotment that has accommodated a detached dwelling prior to (17 July 1997)</li> <li>(b) the resulting residential flat building achieves all of the following: <ul style="list-style-type: none"> <li>(i) it is designed as an integral extension of the existing detached dwelling</li> <li>(ii) it is constructed of materials which are of a colour and texture to match the existing detached dwelling</li> <li>(iii) it results in a residential flat building containing no more than 2 dwellings</li> <li>(iv) the resultant residential flat building retains a character, scale and external appearance resembling a detached dwelling.</li> </ul> </li> </ul>
Road transport terminal	
Service industry	
Service trade premises	
Shop or group of shops	<p>Except where it is located outside of the <b>Horticulture Policy Area 16</b> and it achieves all of the following:</p> <ul style="list-style-type: none"> <li>(a) it is ancillary to and in association with a petrol filling station or a primary production or tourism development</li> <li>(b) it has a maximum gross leasable area of no more than 150 square metres.</li> </ul>
Stadium	
Warehouse	
Waste reception, storage, treatment or disposal	
Wrecking yard	

**Public Notification**

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

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

Category 1	Category 2
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Category 1	Category 2
The following forms of development: (a) commercial forestry (b) farm building (c) farming (d) horticulture (e) horticultural building (f) stable.	

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<b>ITEM</b>	1.3.2
	<b>POLICY AND PLANNING COMMITTEE</b>
<b>DATE</b>	19 September 2016
<b>HEADING</b>	Annual Report of the Development Assessment Panel for 2015/16
<b>AUTHOR</b>	Chris Zafiropoulos, Manager Development Services, City Development
<b>CITY PLAN LINKS</b>	1.4 Have well planned urban growth that stimulates investment and facilitates greater housing and employment choice. 4.3 Have robust processes that support consistent service delivery and informed decision making.
<b>SUMMARY</b>	The Development Assessment Panel Annual Report for 2015/16 provides an outline of the performance of the Panel and advice on trends and issues for the period.

### **RECOMMENDATION**

1. That the Annual Report of the Development Assessment Panel for 2015/16 be noted and received.

### **ATTACHMENTS**

This document should be read in conjunction with the following attachments:

1. Annual Report of the Development Assessment Panel for 2015/16

### **1. BACKGROUND**

- 1.1 Council is required to establish the Development Assessment Panel to act as a delegate of Council for the purposes prescribed in the Development Act 1993 (the Act).
- 1.2 The General Operating Procedures of the Panel require an annual report to be provided to Council via the appropriate Standing Committee. This report provides an outline of the activities and performance of the Panel and advice to Council on trends and issues.

### **2. CONSULTATION / COMMUNICATION**

- 2.1 Internal
  - 2.1.1 The Panel endorsed the annual report at its meeting held 26 July 2016.

### **3. REPORT**

- 3.1 The Development Assessment Panel Annual Report for 2015/16 is provided in Attachment 1.

- 3.2 The Presiding Member of the Panel, Mr Doug Wallace, has provided input into the report particularly sections 2.17 to 2.20. In the event the Committee would like to discuss any issues raised in the report, Mr Wallace can be invited to attend the next Council meeting when this item is considered.

**4. CONCLUSION / PROPOSAL**

- 4.1 The Development Assessment Panel Annual Report for 2015/16 be noted.

**CO-ORDINATION**

Officer: EXECUTIVE GROUP

Date: 12.09.16



**City of Salisbury**

**Annual Report of the Development Assessment  
Panel for 2015/16**

**Doug Wallace**

**Presiding Member**

**26 July 2016**

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Attachment 1: Development Assessment Panel General Operating Procedures

Attachment 2: Overview of Development Applications

## 1. BACKGROUND

- 1.1 Council is required to establish the Development Assessment Panel to act as a delegate of Council for the purposes prescribed in the Development Act 1993 (the Act). The Panel is required to undertake the following functions:
  - 1.1.1 Determine development applications made under the Act.
  - 1.1.2 Provide advice to Council on trends, issues and other matters relating to planning or development matters.
  - 1.1.3 Perform other functions assigned to the Panel by Council.
- 1.2 The General Operating Procedures of the Panel require an annual report to be provided to Council via the appropriate Standing Committee. This report provides an outline of the performance of the Panel and advice to Council on trends and issues.
- 1.3 The Panel endorsed this report at its meeting held 26 July 2016.

## 2. REPORT

### Overview of the Panel

- 2.1 The term of the current Panel commenced in May 2015 and its term will expire in May 2017.
- 2.2 Council has appointed seven members to the Panel comprising four independent members including the Presiding Member:
 

Mr Doug Wallace	Presiding Member
Mr J Watson	Independent
Mr R Bateup	Independent
Ms S Johnston	Independent
Mr C Buchanan	Elected Member (to 23 May 2016)
Ms L Caruso	Elected Member
Mr S White	Elected Member
Mr G Reynolds	Elected Member (appointed 23 May 2016)
- 2.3 The Council has delegated its functions and powers to the Panel in accordance with the Act to consider and determine development proposals including:
  - 2.3.1 Applications where third party representors indicate a desire to be heard by the relevant authority;
  - 2.3.2 Applications listed as 'non-complying' in the relevant zone within the Development Plan;
  - 2.3.3 Applications determined of significance to warrant determination by the Development Assessment Panel; and
  - 2.3.4 Where a potential conflict of interest may exist and the Minister has directed that the Panel consider the application.

- 2.4 The Panel has established General Operating Procedures. The procedures were reviewed during this period and on 23 February 2016 an updated version was adopted that incorporated the following key changes:
- 2.4.1 Clarifying that the preferred decision-making process is by consensus;
  - 2.4.2 Providing direction on the voting process when consensus is reached, and in the event that consensus is unable to be reached (Sections 3.5 and 3.6 of the Operating Procedures);
  - 2.4.3 Providing additional guidance to the Panel on hearing of representors and applicants (Sections 3.14-3.17 of the Operating Procedures); and
  - 2.4.4 Introducing a requirement for the Panel to provide an Annual Report to Council on its operations with the option of the Presiding Member presenting that report to the appropriate standing committee of Council – currently the Policy and Planning Committee (Section 4.6 and 4.7 of the Operating Procedures).
- 2.5 In addition, a number of suggestions were made to the assessment reports content and format. Key changes made to the assessment reports are:
- 2.5.1 Removing tables and providing the report more in a discussion/prose style;
  - 2.5.2 Citing only key provisions of the Development Plan in the report discussion/assessment, with the balance of relevant provisions included as an appendix for reference by the Panel and other readers of the report;
  - 2.5.3 Inclusion of a 'context map' showing the location of the development site in the context of its wider locality; and
  - 2.5.4 Improvement in the quality and legibility of plans and photos embedded in reports and attachments.
  - 2.5.5 As part of the reporting process, agenda reports and plans are now displayed on a screen at Panel meetings.
- 2.6 A copy of the General Operating procedures is provided in Attachment 1.
- 2.7 The Panel takes considerable effort in providing an environment for hearing representors in a way to encourage participation, recognising that for some members of the community presenting to a formal committee in front of a gallery can be an intimidating experience.

#### **Panel Performance**

- 2.8 The Panel held eight meetings over the period and considered 13 development applications. This represents less than 1% of all development applications lodged with the Council. This is generally consistent with the previous 12 month period where the Panel held eight meetings and considered 19 development applications.
- 2.9 The Panel approved all development applications considered in this period. Two applications were deferred; once to seek additional information from the applicant and



another to enable the applicant to respond to a verbal submission. Both applications were subsequently approved.

- 2.10 Two appeals were lodged with the Environment, Resources and Development Court against decisions of the Panel during the period.

2.10.1 Farmers Market Independent of Existing Old Spot Hotel (361/935/2015/3B).

A third party appeal (by representor) was lodged against the decision to approve this development application. Through the appeal, a preliminary question arose whether the application was a form of 'shop' and therefore non-complying. A preliminary hearing took place and the Environment Resources and Development Court ruled that the proposal was for a 'shop' and the Council therefore erred in treating the application 'on-merit'. The application was remitted back to the Council for processing of the application as 'non-complying'.

The applicant appealed to the Supreme Court challenging the determination of the ERD Court of the 'market' as a 'shop'. The Supreme Court has now determined that a 'market' is a 'shop' as defined in the Development Regulations, upholding the earlier ERD Court decision. This means that for the zone in which the Old Spot Hotel is located, a 'market' is non-complying development, due to a 'shop' being non-complying in the zone.

At the time of preparation of this Annual Report, the non complying application is being processed.

2.10.2 Construction of Brick Wall (361/2343/2014/3X).

A third party appeal (by representor) was lodged against the decision to approve this development application but the appeal was withdrawn prior to hearing.

- 2.11 A summary of key statistics is provided in the table below.

	2014/15	2015/16
<b>Meeting</b>		
Number	8	9
Items	19	13
Meetings with representors	8	9
<b>Development Applications</b>		
Category 1	3	0
Category 2	4	2
Category 3	7	7
Non Complying	5	4
<b>Decisions</b>		
Approve	19	13
Refuse	0	0
Defer	0	2
<b>ERD Court Appeals</b>		
Applicant	1	0
Third party (representor)	2	2
Compromise	3	0
Appeal withdrawn	0	1

Appeal upheld	0	0
Appeal dismissed	0	0
Still Pending	0	1

- 2.12 An overview of the development applications considered by the Panel is provided in Attachment 2.
- 2.13 While the number of applications considered by the Panel is low, they often represent the more complicated and contentious proposals, where representors have objected to a proposal or an element of a proposal. A total of twelve applications considered by the Panel included verbal submissions from representors.
- 2.14 The panel considered a relatively broad range of development applications including religious facilities, residential infill/redevelopment, significant tree removals, and commercial / industrial developments that incorporate new construction or the re-use of existing buildings.
- 2.15 The applications that are not considered by the Panel have been delegated to Council staff to administer and determine. Staff processed 2432 applications for this period, of which over some 94% were category 1 developments that did not require public notification.

#### **Key Policy and Operational Issues**

- 2.16 The Panel identified the following policy and operational issues during the period:
- 2.16.1 Principle of Development Control 7 of the Primary Production Zone states that development should not be undertaken unless it is consistent with the Desired Character for the Zone, however there is no Desired Character Statement for the Zone.
- 2.16.2 The need for review of policies and actions to manage the residential and industry interface at Playford Crescent, Salisbury North was identified by the Panel as part of its deliberations concerning an application for industry additions within the Industry Zone.
- (These matters have been referred to Council's Economic Development and Urban Policy Division to address in a relevant Development Plan Amendment).
- 2.16.3 Various maintenance issues associated with a landscape buffer and vehicle access arising from residents who made representations on a development application on Deuter Road, Burton. While these matters did not form part of the application before the Panel, they were referred to Council staff for action.

#### **Presiding Member General Comments**

- 2.17 Tolerance for representors

The hearing of representations often appears confronting especially for representors. The Panel has adopted a tolerant and flexible position to ensure all the issues raised are

carefully considered. Where appropriate a reasonable explanation of the process is provided to ensure representors are satisfied, as far as possible, that a fair hearing has occurred. Managing conflicting views through clear process and sound analysis with open and transparent discussion is an accepted part of the Panel's role. It is noted that on some occasions the concerns raised are sometimes based on misunderstanding what is proposed. To this end staff can assist where appropriate to clarify issues or proposal details.

#### 2.18 Member and staff contributions

The positive discussions and inputs provided by Panel Members during the meetings have been appreciated; similarly the staff contributions are commended. Some refinement to report preparation has occurred following discussions amongst Members and staff. Further innovation and refinement is expected to evolve over time as demonstrated by the effective introduction of digital display of plans with the availability of an infrared pointer.

#### 2.19 Benchmark performance

There has not been a formal process to benchmark the Panel's performance relative to comparative council Panels however it is suggested that this will be considered next year. Many of the issues faced by the Panel have been experienced by other Panels, further it is apparent that a very minor percentage of applications require Panel consideration as a result of policy or legislative requirements.

#### 2.20 Pending change due to Planning, Development and Infrastructure Act

In April the state government passed the new Planning Development and Infrastructure Act that will be brought into effect over the coming years. A key change will limit Council Panels to only one Elected Member. Other changes will flow through changes to regulations and subsequent policy outcomes. What is clear is the trend toward reduced community input into a wide range of planning applications. The effect of these changes will take several years to flow through and as a result it can be expected that a similar mix of applications could be expected to continue.

The state government has released a high level implementation plan for the new Act and the change to the Development Assessment Panels is indicatively shown in the first year of the reform process, which may coincide with the current term of this Panel.

#### Other Strategic Issues

Salisbury continues to experience rapid change and the urban renewal process is likely to see aged dwellings, particularly single level detached dwellings on large allotments in strategically important locations, subject to proposals to increase residential density. This in turn will raise issues around transport, waste management and residential amenity. As these issues are likely to continue, Council should consider them in its long term strategic plans such as the Growth Action Plan.

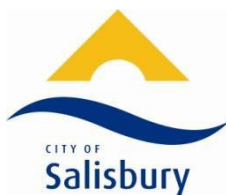
The increasing diversity of the community is also evident in the number of religious facilities that have been considered by both the Panel and by staff under delegation. Council's Development Plan provides opportunities for these facilities at the edge of

industrial zones which has generally been a sound policy framework for such developments.

### **3. CONCLUSION / PROPOSAL**

- 3.1 The Development Assessment Panel Annual Report for 2015/16 summarises the activities and outcomes of the Panel over the preceding financial year. The Panel is operating effectively, and reaching decisions on development applications following consideration of relevant matters under the Development Plan, and in accordance with its Operating Procedures. Accordingly this Report is submitted to Council for noting.

## ATTACHMENT 1:



**City of Salisbury**  
**DEVELOPMENT ASSESSMENT PANEL**  
**General Operating Procedures**

Adopted - 23 February 2016

## **1. TIMING & NOTICE OF MEETINGS**

- 1.1 DAP meetings will be scheduled by the DAP on the fourth Tuesday of the month, or another date as determined by the Presiding Member, subject to there being business to consider.
- 1.2 The DAP will meet in the Council Civic Centre at 12 James Street Salisbury or at such other place as the Presiding Member may determine.
- 1.3 The Delegated Officer pursuant to the Development Act 1993 , must provide written notice detailing the date, time and place of a meeting to all DAP members at least three working days before the meeting. The notice shall include the Agenda for the meeting. The Presiding Member may include late items in the Agenda of a meeting, with the leave of the DAP.
- 1.4 Notice of DAP meetings may be given to DAP members by email, to an email address nominated by a DAP Member, or by personal delivery or post to the usual residence of a DAP Member, or via such other means as authorised by a DAP Member.

- 1.5 A copy of the Agenda (without attachments) for every ordinary meeting of the DAP shall be available for viewing by the public at the Council's offices and on the Council's web site at least three working days before the meeting of the DAP (*Due to copyright restrictions it is not appropriate to provide copies of building plans for the public agenda*).
- 1.6 A special meeting of the DAP may be convened by the Presiding Member, at any time, to consider urgent business by giving not less than two working days written notice to all DAP Members.
- 1.7 Notice of a special meeting of the DAP must be accompanied by an Agenda stating the item(s) of business for which the meeting has been convened. A special meeting must only deal with the business for which the meeting has been convened.

## 2. COMMENCEMENT OF MEETINGS & QUORUM

- 2.1 DAP Meetings will be conducted in accordance with the requirements of the Development Act 1993 ('the Act') and these Operating Procedures.
- 2.2 Meetings will commence on time, or as soon as a quorum is present. If a quorum is not present within thirty minutes of the time for commencement, the Presiding Member may adjourn the meeting to the next scheduled meeting time and date, or to another time and date.
- 2.3 A quorum for a meeting of the DAP is four (4) DAP Members.
- 2.4 If the number of apologies received by the Delegated Officer in advance of a meeting indicate that a quorum will not be present at a meeting, the Presiding Member may, by notice from the Delegated Officer, provide to all DAP Members in advance of the meeting, a notice adjourning the meeting to a future time and date as specified in the notice (a copy of this notice will be displayed at the Council Offices and on the Council's website).



- 2.5 If a meeting is required to be adjourned by the Presiding Member, the reason for the adjournment, and the date and time to which the meeting is adjourned will be recorded in the Minutes.
- 2.6 A Deputy Presiding Member of the DAP must be appointed by resolution of the DAP, and will preside at any meeting, or part thereof, when the Presiding Member is not present.
- 2.7 If both the Presiding Member and Deputy Presiding Member are absent from a DAP meeting (or part thereof), a DAP Member will be appointed from those present by means of resolution, and will preside at the meeting. That member will have all of the powers and duties of the Presiding Member.
- 2.8 Subject to the Act and these Operating Procedures, the Presiding Member will facilitate the meeting in a manner which promotes relevant, orderly, constructive, respectful and expeditious discussion, but not repetitious discussion, with the intent of ensuring well-informed decisions and debate leading to a determination of any matters before the Panel.
- 2.9 The Presiding Member may adjourn a meeting in the event of a disruption or disturbance by a DAP Member, an applicant, a representor, or any other person present at the DAP meeting, until such time as the disruption or disturbance ceases.
- 2.10 The Presiding Member may ask a member of the public who is present at a meeting of a DAP, who is:
- 2.10.1 behaving in a disorderly manner; or
- 2.10.2 causing an interruption; or
- 2.10.3 using audio and video recording devices, without the prior agreement of the

Presiding Member, to leave the meeting.

### 3. DECISION MAKING

- 3.1 The DAP will conduct its meetings, and undertake all considerations, in accordance with Section 56A(11) and (12) of the Act.
- 3.2 Subject to circumstances where it excludes the public from attendance at a meeting or part thereof pursuant to Section 56A(12)(a) of the Act, the Panel will generally discuss and determine applications for Development Plan Consent in public.
- 3.3 The Presiding Member will invite all Panel members to speak on any matter before the Panel prior to calling for a motion.
- 3.4 Subject to a DAP Member having a direct or indirect personal or pecuniary interest in a matter before the DAP (other than an indirect interest that exists in common with a substantial class of persons), each DAP Member present at a meeting of the DAP must vote on a question arising for decision.
- 3.5 Decisions of the Panel will be where possible by consensus determined through debate and discussion of the agenda item, and where a consensus is reached the Presiding Member shall then call for a mover and put the matter to a formal vote to confirm the consensus.
- 3.6 Where it is evident through debate and discussion that a consensus will not be reached by the Panel, the Presiding Member shall call for a mover and a seconder and put the matter to a formal vote to determine.
- 3.7 Each DAP Member present at a meeting is entitled to one vote on any matter arising for decision and, if the votes are equal, the Member presiding at the meeting is entitled to a second or casting vote.

- 3.8 All decisions of the DAP shall be made on the basis of a majority decision of the Members present and the Minutes shall record that decision only (Votes for/against will not be recorded, and are not relevant once the majority is determined).
- 3.9 The DAP must use the Development Plan as the basis for its decisions, having had regard to any relevant written and verbal representations made in accordance with the provisions of the Act, or any other relevant legislation.
- 3.10 The DAP will, for each and every application, determine whether the proposal is seriously at variance with the Development Plan, and expressly record its determination on this matter in the Minutes. If the DAP determines that the proposal is seriously at variance with the Development Plan, the DAP must provide reasons for its determination, and must expressly record those reasons in the Minutes.
- 3.11 A development application that is assessed by the DAP as being seriously at variance with the Development Plan will be refused.
- 3.12 The DAP must, for each and every application, provide reasons for granting or refusing Development Plan Consent, and for the imposition of any conditions, and express or record those reasons in the Minutes.
- 3.13 Subject to the Act, a person who has lodged a valid representation in relation to a Category 2 or 3 development application, and has indicated their desire to be heard on their representation, is entitled to appear before the DAP and be heard in support of their representation, in person or by an agent.
- 3.14 Applicants and Representors will be allowed 5 minutes to address the DAP, unless a longer time is allowed by the Presiding Member. Where a person is nominated in a representation or by notice of the representors as representing three or more representors (including themselves) the Presiding Member may allow a longer time to address the Panel. Where an applicant is responding to a significant number of representations or a significant number of issues raised in representations, the Presiding Member may allow a longer time to address the Panel.

- 3.15 Should there be no Representor wishing to be heard for a non-complying development application, Category 2 or Category 3 development application, and the recommendation is for a refusal, the Applicant will be entitled to appear before the DAP and be heard in support of the application. Applicants will be allowed 5 minutes to address the DAP, unless a longer time is allowed by the Presiding Member.
- 3.16 Should there be no Representor wishing to be heard for a non-complying development application, Category 2 or Category 3 development application, and the recommendation is for approval, the Presiding Member may allow the Applicant to address the Panel to seek clarification and/or further information that may be required by the Panel in order to determine the application.
- 3.17 At the discretion of the Presiding Member, any new or additional material to be submitted to the DAP by a person who has made a development application or a valid representation in relation to a matter may be accepted and considered by the DAP. A copy of any additional material accepted shall be provided to the applicant or representors by the party presenting the additional material.
- 3.18 A DAP Member may ask questions of any person appearing before the DAP. Subject to the Presiding Member's determination, all questions shall be relevant to the subject of the development application before the panel.

#### **4. MINUTES AND REPORTING**

- 4.1 The Delegated Officer is responsible for ensuring that accurate Minutes are kept of Panel meetings, and that they are confirmed by the Panel and signed by the Presiding Member.
- 4.2 The Minutes of the proceedings of a DAP meeting will record:
- 4.2.1 the names of the DAP Members present;
- 4.2.2 the name and time that a DAP Member enters or leaves the meeting;

- 4.2.3 the name of a person who has made a representation to the DAP at the meeting;
  - 4.2.4 the decision of the DAP, including an express opinion on whether the proposed development is seriously at variance with the Development Plan (including reasons as appropriate);
  - 4.2.5 reasons for granting or refusing Development Plan Consent, and for the imposition of any conditions on a Development Plan Consent;
  - 4.2.6 in the absence of a decision, the deferral of the application including the reasons for the deferral;
  - 4.2.7 any disclosure of interest, or reasonably perceived interest, in a matter made by a DAP Member and the nature of the interest;
  - 4.2.8 a decision to exclude public attendance; and
  - 4.2.9 a notation, describing the confidential nature of the information and matter, in the event a matter has been excluded from the Minutes.
- 4.3 Minutes shall not be formal Minutes of a meeting until adopted by the DAP at its next meeting. This does not, however, preclude the issue of a Decision Notification under the Act, or advising of the determination of the DAP of Development Applications immediately after a meeting at which the DAP determined the particular application.
  - 4.4. On the adoption of the Minutes, the Presiding Member will:
    - 4.4.1 initial each page of the Minutes, which pages are to be consecutively numbered; and

4.4.2 place his or her signature and the date of adoption at the foot of the last page of the Minutes.

- 4.5. The Minutes of a DAP meeting must be forwarded to the Council and must be publicly available within two business days after their confirmation by the DAP.
- 4.6 The Panel shall prepare and consider an Annual Report for presentation to the Council via the appropriate Standing Committee. The Annual Report may be presented by the Presiding Member and may contain (but not be limited to) statistical information in relation to the number of items considered, the outcomes of decisions on those items, and matters identified by the Panel in the course of its assessment of development applications that warrant referral to Council for consideration of Development Plan policy, legislative, or procedural change.
- 4.7 The Annual Report shall be presented to Council on or around the anniversary date of the appointment of the Panel, subject to Council meeting timing.

## 5. DAP PROCEDURES & SUPPORT

- 5.1 Insofar as the Act and these Operating Procedures do not prescribe the procedure to be followed at a DAP meeting, the DAP may determine the procedure at the time. Any such determination may be added to these Operating Procedures.
- 5.2 The DAP will permit and encourage the active participation of Council staff in attendance at a meeting in providing advice to the DAP.
- 5.3 The DAP may call for and consider such professional assistance from Council staff and other professional advisors as it deems necessary and appropriate.



- 5.4 For the purpose of facilitating constructive debate on a development application under consideration by DAP, electronic communication or other telecommunication devices may be acceptable delivery method, at the discretion of the Presiding Member, for the purpose of conducting the meeting and hearing verbal representation from a person, or their representative, in support of their representation concerning a development application, and providing the applicant, or their representative, the opportunity to verbally respond to any relevant matter. Should electronic communication or other telecommunication devices be utilised they should ensure fair and equitable communication to all attendees to the DAP meeting.
- 5.5 Should electronic communication or other telecommunication devices be utilised for the conduct of a DAP meeting, all voting shall be conducted on the voices, with the Presiding Member verbally acknowledging each individual vote before declaring the outcome of the vote, and noted in the minutes of the meeting, consistent with Part 3 of the Operating Procedures.
- 5.6 Should electronic communication or other telecommunication devices be utilised for the conduct of a DAP meeting, the Presiding Member and the Delegated Officer shall be present at the meeting place as nominated in the DAP Agenda for that meeting.

ATTACHMENT 2:

**Applications Considered by the Development Assessment Panel**

**July 2015 – June 2016**

Meeting Date	Application Number	Address	Proposal Description	Category	Decision	Representors / No. verbal
21-Jul-15	361/935/2015/3B	1955 Main North Road, Salisbury Heights	Farmers Market Independent of Existing Old Sport Hotel	3	Approved with 10 Conditions	Received 6 Heard 3
22-Sept-15	361/854/2014/NB	1730 Main North Road, Salisbury Plain	Change of Use from Warehouse to Bulky Goods Outlet and Associated Signage – Retrospective (Non-Complying)	Non-Complying 3	Approved with 4 Conditions	Received 1 Heard Nil
22-Sept-15	361/869/2013/3B	364-386 (Allotments 301 & 302 in DP42298) Salisbury Highway, Parafield Gardens	Construction of Two Entrance Gates (9 Metres High), New Temple (16 Metres High), Retrospective Alterations and Additions to Existing Place of Worship, and Associated Car Parking	3	Deferred to seek further information	Received 26 Heard 4 (inc Applicant)
22-Sept-15	1325/2013/NB	18-58 Beadell Street, Burton for Marrone Products	Horticultural Packing Shed (Industry) and Conversion of Granny Flat to Office (Non-Complying Development) in Association with an Existing Horticulture use	Non-Complying 3	Deferred, at the point of conclusion of the hearing of representors and applicant, until the October 2015 Development Assessment Panel meeting, to provide the opportunity for the applicant to respond formally to the	Public Notification 1 Received 7  Public Notification 2 Received 14  Heard 4 (inc Applicant)

					representation from G & S Guest dated 22 July 2015, and to provide further information in relation to their proposal for a Land Management Agreement.	
27-Oct-15	361/1435/2014/2A	7-9 Joseph Street, Salisbury	Construction of Twenty (2) Two-Storey Dwellings	2	Approved with 6 conditions	Received 15 Heard 7 (inc Applicant)
27-Oct-15	361/1325/2013/NB	18-58 Beadell Street, Burton	Horticultural Packing Shed (Industry) and Conversion of Granny Flat to Office (Non-Complying Development) in Association with an Existing Horticulture use	Non-Complying	Approved with 10 conditions	Public Notification 1 Received 7  Public Notification 2 Received 14  Heard at previous meeting on 22-Sep-15
27-Oct-15	361/869/2013/3B	364-386 Salisbury Highway, Parafield Gardens	Construction of Two Entrance Gates (9 Metres High), New Temple (16 Metres High), Retrospective Alterations and Additions to Existing Place of Worship	3	Approved with 20 conditions	Received 26  Heard at previous meeting on 22-Sep-15

15-Dec-15	361/2343/2014/2X	10 David Road, Para Vista	Construction of Brick Wall (To Be Constructed on Portion of Eastern Boundary)	3	Approved with 2 conditions	Received 4 Heard 2 (inc Applicant)
15-Dec-15	361/1078/2015/3B	5, 9-11 Playford Crescent, Salisbury North	Partially Enclosed Loading Bays and Canopies, Office Relocation and Car Parking	3	Approved with 8 conditions	Received 2 Heard 2 (inc. Applicant)
15-Dec-15	361/1550/2015/NB	83 Research Road, Pooraka	Shop, Vehicle Store and Men's Shed in Association with an Existing Warehouse and Office (Non-Complying)	Non-complying 3	Approved with 6 conditions	Received Nil Heard Nil
27-Jan-16	361/1970/2015/3B	30-32 Kesters Road, Para Hills West	Part two storey building with attached porch to be used as place of worship	3	Approved with 16 conditions	Received 2 Heard 2 (inc. Applicant)
23-Feb-16	361/2465/2015/3B	200 Park Terrace, Salisbury Plain	Shop (Asian Grocery)	3	Approved with 12 conditions	Received 1 Heard 2 (inc. Applicant)
22-Mar-16	361/1643/2015/2A	12-14 Ada Street, Salisbury	Demolition of Existing Dwelling and sheds (2) and Residential Development (Residential Flat Building) Comprising Six (6) Two Storey Dwellings	2	Approved with 6 conditions	Received 9 Heard 5 (inc. Applicant)
27-Apr-16	361/1222/2015/3B	18-20 Deuter Road, Burton	Change of use to transport depot and associated workshop, construction of associated shed, office and formalisation of carparking, surface treatment, landscaping and external lighting	3	Approved with 9 conditions	Received 2 Heard 2 (inc. Applicant)
24-May-16	361/633/2015/NB	Unit 17 16-28 Research Road, Pooraka	Change in Use from Shop to Place of Worship (Unit 17) (Non-complying Development)	Non Complying 3	Approved with 1 condition	Received Nil Heard Nil

TOTAL MEETINGS FOR 15/16 = 9

TOTAL DAs PRESENTED TO DAP = 15

<b>ITEM</b>	1.3.3
	<b>POLICY AND PLANNING COMMITTEE</b>
<b>DATE</b>	19 September 2016
<b>HEADING</b>	Local Heritage Discussion Paper
<b>AUTHOR</b>	Peter Jansen, Strategic Planner, City Development
<b>CITY PLAN LINKS</b>	1.4 Have well planned urban growth that stimulates investment and facilitates greater housing and employment choice. 3.2 Have interesting places where people want to be.
<b>SUMMARY</b>	The Minister for Planning has released a Local Heritage Discussion Paper – <i>“Heritage Reform – an Exploration of the Opportunities”</i> , in response to the relevant findings of the Expert Panel on Planning Reform. It seeks to promote discussion on ways and means to improve the current system for Local Heritage. The LGA has released a draft Position Paper on this matter. It is considered that the LGA paper identifies the issues that should form the basis of response from the City of Salisbury.

## RECOMMENDATION

1. The submission letter to the Minister for Planning in response to the Local Heritage Discussion Paper *‘Heritage Reform – an Exploration of the Opportunities’*, forming Attachment 3 to this report (Item No. 1.3.3, Policy and Planning Committee 19/09/2016) be endorsed.

## ATTACHMENTS

This document should be read in conjunction with the following attachments:

1. Renewing Our Planning System: Placing Local Heritage on Renewed Foundations – Local Heritage Discussion Paper
2. Local Heritage and Character Revised Draft Position Paper – Local Government Association of SA (1 September 2016)
3. Local Heritage Discussion Paper submission to the Minister for Planning
4. State Heritage Places - Table Sal/4

## 1. BACKGROUND

- 1.1 The Expert Panel on Planning Reform delivered its recommendations for a new planning system in December 2014. This included a number of findings on heritage. The State Government in its March 2015 response indicated that it supported the proposed heritage reforms in principle and would undertake further investigations.

- 1.2 The Minister for Planning has now released a discussion paper on Local Heritage - *“Heritage Reform – an exploration of the opportunities”* - with response to the discussion paper due on 7th October 2016.
- 1.3 The City of Salisbury endorsed a submission to the LGA on the second public release draft of the Reforms at its September 2014 meeting (item 1.5.2 Policy and Planning Committee). Council’s submission response at the time indicated that, regarding the Heritage findings:
  - 1.3.1 *the Idea is supported in principle*
  - 1.3.2 *Considered that any costs associated with (financial subsidies) should be borne by the State Government.*
- 1.4 The LGA has held workshops that have been attended by Council staff. The LGA draft Position Paper is attached.
- 1.5 The current heritage framework is:
  - 1.5.1 World Heritage List applies to items of outstanding universal value. There are no such items in the City of Salisbury.
  - 1.5.2 National Heritage List that applies to natural, historic and indigenous places of outstanding significance to the nation. There are no such items in the City of Salisbury.
  - 1.5.3 Commonwealth Heritage List that applies to natural, indigenous and historic places owned or controlled by the Australian Government. The Parafield Airport Air Traffic Control Tower is listed.
  - 1.5.4 South Australian Heritage Register that applies to items, places and objects of state value and are established through the Heritage Places Act. There are 24 such items in the City of Salisbury, which are also listed in the Salisbury Development Plan.
  - 1.5.5 Local Heritage that applies to items that display historical, economic or social themes that are of importance to the local area and are established in the Development Act and Plan. There are no such items formally listed in the City of Salisbury. Local heritage items require a Development Plan Amendment to add, alter or remove Local Heritage Items to/from a Development Plan. The Minister for Planning takes advice from a Local Heritage Advisory Committee in considering whether to approve a Development Plan Amendment proposing listing or changing Local Heritage Items.
  - 1.5.6 Contributory items. Some Development Plans contain contributory items which may be in historic conservation areas, zones or policy areas. Contributory items are not defined in the Development Act and have not been added to since 2012 as they are deemed legacies of earlier approaches to development plan policy. There are no Contributory Items listed in the City of Salisbury.

## 2. CONSULTATION / COMMUNICATION

- 2.1 External
  - 2.1.1 LGA-information papers and workshop.
  - 2.1.2 DPTI



### 3. REPORT

- 3.1 The Discussion Paper is only focused on Local Heritage. It does not deal with State heritage listing, general heritage governance, or funding of heritage. It has been prepared to encourage high level ideas and feedback on local heritage practice in SA. Responses will be used to inform planning policies and the preparation of a new Bill.
- 3.2 The LGA identified the following as key challenges for Councils in managing local heritage:
  - 3.2.1 Lack of consistency;
  - 3.2.2 Resource intensive and predisposed to conflict;
  - 3.2.3 Poor understanding of what character is and how it differs from heritage value; and
  - 3.2.4 Inconsistent expression of character in Development Plans.
- 3.3 The Discussion Paper is focused on local heritage because of:
  - 3.3.1 Large and increasing numbers of local heritage places compared to State heritage places.
  - 3.3.2 Incompatibility of existing local listing criteria with national practice.
  - 3.3.3 Opportunity for immediate benefit from reforms through the new Planning, Development and Infrastructure Act.
- 3.4 The Discussion Paper promotes discussion of ideas such as:
  - 3.4.1 There is an opportunity to develop new local heritage criteria, based on state heritage criteria.
  - 3.4.2 A Framework exists to ensure evaluation of items is understood in a wider context than as stand-alone matters. This framework may lead to a practice direction from the State Government.
  - 3.4.3 Processes that are not as cumbersome as requiring a Development Plan Amendment, such as being part of the Planning and Design Code of the new Planning, Development and Infrastructure Act.
  - 3.4.4 Accreditation of heritage professionals.
  - 3.4.5 Early notification of property owners of heritage values.
  - 3.4.6 Reducing public consultation times, referring to the yet to be developed Community Engagement Charter.
  - 3.4.7 Expanding the role of an expert heritage committee to include wider consideration than individual matters.
  - 3.4.8 Development of the Planning and Design Code components relevant to heritage.
  - 3.4.9 Confusion between 'character' and 'heritage'
  - 3.4.10 Changing the assessment of development applications affecting local heritage to recognise minor, low risk works.
  - 3.4.11 Consideration of whether to place demolition of local heritage to be 'on merit' matter in development assessment. 'On merit' means assessment of the proposal by Council Development Assessment Panels against the relevant Development Plan criteria.

3.5 The LGA Position Paper (Attachment 2) at Table 6.3 summarises the main discussion points arising from the workshops with Council representatives. It identifies:

- 3.5.1 The Discussion Paper content is lacking in detail, governance arrangements and strategic framework, and consultation times are inadequate. (Note that the consultation period has been extended since the release of the discussion paper).
- 3.5.2 Future of Historic Conservation Areas to be clarified.
- 3.5.3 Economic benefits of heritage conservation to be communicated.
- 3.5.4 Support for consistent local heritage criteria, with more discussion of thresholds, themes and over-representation.
- 3.5.5 Support for early communication and engagement.
- 3.5.6 Development assessment reforms must be clear and effective.
- 3.5.7 Support for heritage accreditation.

In addition to these, the following comments are made:

- 3.5.8 The lack of detail around how the various proposals will work even though a number of them are supported in terms of intent and in principle.
  - 3.5.9 There is a need to reconcile the proposal for early engagement with the community and affected owners prior to a decision on listing, with the concern about 'interim operation'. This has been a process used in DPAs as a response to protect potential local heritage items before and during the consultation period to avoid pre-emptive demolition/damage before a final decision is made to list or not list. No proposal is put forward in the discussion paper for an alternative mechanism to address the original concerns and purpose that has led to interim listings becoming prevalent.
- 3.6 The City of Salisbury context is that a Salisbury Heritage Survey was undertaken in 1991 which recommended 14 items be submitted to the responsible Minister at that time for inclusion on the State Heritage Register. Of those, 12 remain on the list. There are now 24 items on the State Register. Council owns 1 State Heritage building, the Salisbury Institute on Wiltshire Street. A Historic Conservation Zone was recommended for the Anglican Church area of Church and Mary Streets, but did not eventuate. The 1996, 2002, 2008 Section 30 Development Plan Reviews identified a Local Heritage DPA as low priority, and the 2013 Strategic Directions Report (Section 30 Development Plan Review) did not include Local Heritage as a DPA. The study also identified 29 items of major local heritage significance, which were not formalised through listing in the Development Plan. It is not known how many of these buildings or items are still existing.
- 3.7 The 29 items of potential major local heritage significance identified in the 1991 Survey were comprised as 12 dwellings, 3 hotels, 4 cemeteries, 2 churches, Parafield airport, Pooraka Primary School (old building), St Kilda north arm embankment, War Memorial, and a few other items. Items that are remaining would require further assessment after consideration of any works that may have been done. The Planning Reforms and the Local Heritage review are considered an opportunity for Council to revisit Local Heritage for the City of Salisbury once the outcomes and any new processes are known.

- 3.8 The general basis of the current local heritage process is that Council is required to undertake a heritage survey by qualified heritage consultant and have it reviewed if greater than 18 months old, updated for site works and demolitions or redevelopments, identify the property and historic references, and then proceed to a Development Plan Amendment with the required consultation and referrals.
- 3.9 New listings or amendments to existing listings require a Development Plan Amendment. This is considered to be a difficult and resource-intensive process for Councils and not timely for additions or deletions.
- 3.10 The Minister through the discussion paper is exploring alternative processes that are simpler and quicker. This is considered an outcome that is worth Council support, with the caveat that listed Local Heritage places will still need appropriate levels of protection under any revised system.
- 3.11 Media messages from groups as the National Trust have been strong in their concerns about losing control of decision-making over items, commenting that it will result in greater removal of items because it will be simpler through Council or accredited heritage consultants' assessment rather than requiring a Development Plan Amendment. An alternative position however is that the converse might be the outcome, in that more items might be considered for identification if the process is simpler and less onerous.
- 3.12 It is considered the LGA Position Paper accurately identifies the concerns and should form the basis of a response to the Minister on this matter in addition to the other comments raised in 3.5.8 and 3.5.9 of this report.

#### **4. CONCLUSION / PROPOSAL**

- 4.1 The Discussion Paper seeks to promote discussion on seeking improvements to the current Local Heritage listing and processes which should be supported by Council. The concerns with the Discussion Paper are identified in the LGA Position Paper, and are recommended to form the basis of a response to the Minister.

#### **CO-ORDINATION**

Officer: EXECUTIVE GROUP

Date: 12.09.16



# RENEWING OUR PLANNING SYSTEM

Placing Local Heritage on Renewed Foundations

## Heritage reform – an exploration of the opportunities

### Local Heritage Discussion Paper

The State Government is committed to improving the ways we recognise and manage local heritage places in South Australia.

This discussion paper has been prepared to encourage high-level ideas and feedback from experts and practitioners involved in local heritage practice in this state. Responses will inform planning policies in this specialised area, including the creation of a new Bill.



## Key local heritage issues addressed in this discussion paper

Many of the procedures associated with South Australia's local heritage have not been reviewed since 1993 and the following issues have been identified as warranting reform:

- Clarity of criteria and inadequate hierarchy of heritage values (national, state, local)
- Poorly/inconsistently applied local heritage criteria
- Uneven recognition of local heritage across the state
- Lack of comprehensive review
- Lengthy/unpredictable listing processes
- Consultation processes that rely too often on 'interim operation'
- Sensitive consultations occurring too late in the process
- Confusion between 'heritage' and 'character'
- Inconsistent Development Assessment procedures and policies
- Formalising a role for accredited heritage professionals.

This discussion paper does not deal with:

- State heritage listings or the assessment of development affecting State Heritage Places, other than relating to typical minor matters and some internal works
- General heritage governance
- Funding matters.

Furthermore, the State Government has agreed that all existing Local Heritage Listings will be transitioned as Local Heritage Places into the Planning and Design Code<sup>1</sup> which is required to be developed under the new *Planning, Development and Infrastructure Act 2016* (PDI Act).

## Context

A widely shared desire for heritage reforms was identified by the Expert Panel on Planning Reform in its final report to Minister Rau in December 2014. The panel's findings in relation to heritage were subsequently considered by the State Government and agreed to in principle, foreshadowing the preparation of a discussion paper. However, heritage reforms were largely excluded from the Planning, Development and Infrastructure Bill 2015 (PDI Bill), reflecting their significance in their own right. Several new features were introduced into the PDI Act, including the ability for owners to seek court-based review of proposed local heritage listings, widening the possibility of initiating heritage nominations to individuals and consultation requirements under the proposed community engagement charter.

This discussion paper builds on the substantial consultation conducted by the Expert Panel and now provides a wider examination of local heritage matters.

### Expert Panel on Planning Reform

"...current arrangements for heritage management are fragmented, inconsistent, out-of-date and result in poor decision-making"

## Why focus on Local Heritage?

Consistent with best practice, the **state** heritage criteria are generally compatible with the national model heritage criteria (HERCON<sup>2</sup>). However, **local** heritage criteria, as described in the Development Act 1993 and their equivalent in the PDI Act, are not as compatible with these criteria.

Additionally, there are over 8,000 local heritage places, almost four times as many as there are state heritage places (some 2200); few state heritage listings occur annually; and the numbers of local heritage listings and objections are increasing. Given the substantial number of local heritage places as compared to state heritage places, the benefits of focusing on local heritage practice and its associated frameworks will be more readily apparent.

Focusing on local heritage would also prioritise this policy area for immediate benefit as local heritage reforms can be entirely managed under the provisions of the PDI Act.

<sup>1</sup> Information about the Code is available at [http://dpti.sa.gov.au/planning/planning\\_reform](http://dpti.sa.gov.au/planning/planning_reform) A User's Guide to the Planning, Development and Infrastructure Act 2016

<sup>2</sup> The Heritage Convention (HERCON) criteria were agreed to by all states and territories through the Environment Protection and Heritage Council in 1998. The criteria are intended to provide a national standard for guiding heritage significance assessment.





### Applying lessons learnt from similar reforms interstate

Many of the heritage statutes of states and territories have been the subject of review in the last few years, the most recent being Victoria in 2015. Before this, the other states to undertake this work have been Queensland (2014), Western Australia (2011), Australian Capital Territory (2010), New South Wales (2007) and Tasmania (2005). South Australia last conducted such a review in 2003/2004.

There are numerous insights we can use from the more recent of these reviews including:

- Supporting the criteria with thresholds to distinguish levels of heritage value (as described in a Practice Direction)<sup>3</sup>
- Providing inclusion/exclusion guidance on what is likely to be recognised with heritage value
- Proposing comparative analysis against historic themes to understand over and under-representation of listings within specific themes
- Enhancing development assessment, prescribing certain works to heritage places as 'exempt' from the need to obtain a consent and formalising roles for accredited heritage professionals.

### Local Heritage Reform could include...

#### Updating our current Local Heritage Listing Criteria

South Australia's local heritage criteria are unique in Australia and, as stated earlier, are inconsistent with the commonly used heritage criteria interstate.

This is an opportunity to develop **new local heritage criteria**—to be incorporated into the PDI Act—to provide more certainty in listing processes and enable greater compliance with best practice. What we need are clear, contemporary criteria.

One way to achieve this would be to use the state heritage criteria to inform the drafting of new local heritage criteria. These would of course be amended to substitute state-wide thresholds with local heritage values.

For the purposes of this paper, local heritage criteria—as derived from the Heritage Places Act 1993—might comprise:

A place is deemed to have local heritage value if it satisfies one or more of the following criteria:

- a. It is important to demonstrating themes in the evolution or pattern of local history; or
- b. It has qualities that are locally rare or endangered; or
- c. It may yield important information that will contribute to an understanding of local history, including its natural history; or
- d. It is comparatively significant in representing a class of places of local significance; or

Should our local heritage criteria be replaced to better match national best practice?

<sup>3</sup> Under the PDI Act a practice direction is a statutory instrument that specifies procedural requirements or steps in connection with any matter arising under the Act.

- e. It displays particular creative, aesthetic or technical accomplishment, endemic construction techniques or particular design characteristics that are important to demonstrating local historical themes; or
- f. It has strong cultural or spiritual associations for a local community; or
- g. It has a special association with the life or work of a person or organisation or an event of local historical importance.

**However, the introduction of new criteria will not be enough to provide the more assured local heritage listing processes needed.**

### **Implementing a framework document and 'practice direction'**

Central to any improvements would be a **framework document** to ensure that objects, places and events can be understood, evaluated and presented in the context of broad historical themes rather than as separate local heritage nominations. The use of these themes would enable comparison between similar local heritage nominations and help answer questions such as 'How many are too many?'.

The use of themes would also enable strengths and weaknesses of listings to be monitored and each listing to be considered in the context of the wider set of existing heritage places. This framework document could form the basis of a **practice direction** mentioned earlier.

A practice direction could provide greater clarity and parameters for inclusion on, or exclusion from, a local heritage register. An example is Victoria's 'Framework of Historical Themes'<sup>4</sup>, which is used to generate historical themes which apply locally (For example, the City of Stonnington's Thematic Environmental History).

The importance of a thematic framework was demonstrated in the pilot local heritage review by the City of Port Adelaide Enfield with support from the Department of Planning, Transport and Infrastructure. That pilot also recommended a common set of criteria being used for heritage listings. Putting public history to work in such ways is typical of the better practices generally found interstate.

**Should local heritage criteria be supported by the more sophisticated forms of guidance found interstate?**

### **Streamlining our listing process**

Currently the operational arrangements needed to recognise a property for local heritage listing are cumbersome as they require a full Development Plan Amendment process. They could be streamlined under the future Planning and Design Code. As well as new criteria, suitable contemporary guidance could be developed as well as changes to the timing and nature of consultation and decision making.

These may involve simplifying the formal processes to amend the Planning and Design Code, involving the Planning Commission, its expert heritage committee, accredited heritage professionals<sup>5</sup> and the community in different relationships to those currently existing.

There are at least three important aspects of streamlining the listing process. Each involves engagement, firstly with the community during the early phases of heritage surveys, secondly with owners of properties likely to be identified as having local heritage value and finally the formal public consultation and decision-making phase. Engaging with owners early and comprehensively allows sufficient time to have their issues heard and addressed. Early engagement with aggrieved owners may help resolve their issues and save them having to pay for expensive heritage and legal advice to contest a proposed listing.

Such early engagement could reduce the numbers of objections to nominations received during the process of identifying local heritage proposals\*.

**The listing process can give rise to conflict within communities, and between landowners and technical experts. Are there ways this can be improved?**

**\* Expert advice indicates that where engagement with the community and owners has been poorly managed and late, rates of objection can be over 70%; early engagement can result in objections as low as 1%.**

<sup>4</sup> Victoria's Framework of Historical Themes aims to provide a 'tool for developing a wider recognition and appreciation of Victoria's diverse Aboriginal, historical and natural histories and the rich heritage resources these have created.'

<sup>5</sup> Provisions of the PDI Act envisage accredited professionals assisting various statutory functions. Currently there are no accredited heritage professionals, but a clear role could be established to assist listing, auditing and assessment functions.



Successful early engagement and consultation processes would throw into serious doubt the need for 'interim operation' and indeed the length of formal processes currently undertaken.

Accordingly, an outline of a new listing process could involve:

- Ensuring accredited heritage professionals survey and identify proposed local heritage nominations with the early assistance of the **community** in accordance with a **heritage listing practice direction** prepared by the Commission
- Early notification of an **owner** of a property likely to be identified as having local heritage value in accordance with a heritage listing practice direction
- Listing nominations finalised through completion of both statements of significance and descriptions of the elements of the place in accordance with a heritage listing practice direction
- Reducing the set time for **public consultation** consistent with the Community Engagement Charter (possibly 4 weeks in lieu of the current 8 weeks) owing to improved earlier engagement and owner notification
- Extending the primary role of the **expert heritage committee** (currently the Local Heritage Advisory Committee) from considering individual objections to more broadly considering proposed listings in the context of the local area established through a heritage listing practice direction
- Under delegation from the Planning Commission, the expert heritage committee finalises heritage related amendments for **incorporation into the Planning and Design Code**
- **Periodical** review and updating of the statements of heritage value and descriptions of the listed elements of the place.

Should the recognition of heritage value be undertaken by accredited professionals? If so, who should have the final decision?



It is worth noting that local heritage proposals in South Australia (and incidentally the composition of whole registers) have rarely been reviewed as a whole. They have tended to be reactively amended due to the impact of individual objections.

Local heritage listing processes could also be made **more accountable and transparent** if done in the context of existing registers and using new criteria that are supported by new guidance (practice direction) to replace current material that is up to 32 years old.

This, of course, would need to be coupled with **comprehensive descriptions of the fabric and setting of the heritage place** to understand which elements are important to retaining heritage value. These could be prepared by an accredited professional and governed by a practice direction.

Clear descriptions of listing would also assist the consideration of appeals to nominations in the Environment, Development & Resources Court, as provided for in the PDI Act.

Separate from a new process for listing, there could also be the opportunity to review existing statements of heritage value and descriptions of the listed elements of the place within a future set timeframe.

The listing of local heritage places will also need to be considered in balance with the broad strategic objectives of the State.

### Improving how we record local heritage places

With the proclamation of the PDI Act local heritage listings will now be:

- gazetted as amendments to the Planning and Design Code
- spatially identified by heritage overlay
- made accessible through the new planning portal

A new planning portal is intended to give digital access to the new planning system<sup>6</sup>. It will allow searches to be undertaken on a state-wide, local or property-specific basis and enable checking of heritage places/areas for representation of historical themes. The portal will also have the added benefit of including readily accessible, comprehensive descriptions of heritage places, which are essential to the work of accredited heritage professionals and provide valuable advice to owners and proponents of development.

Is a traditional local heritage register required?

### Clarifying the difference between 'Character' and 'Heritage'

The confusion between 'character' and 'heritage' is common in South Australia and interstate. The new Planning & Design Code will delineate the difference between these terms and remove the confusion arising from the use of at least four different descriptions of the term 'character' by the current planning system.

(The confusion is most evident in the varied forms of Historic (Conservation) Zones (and Policy Areas) and divergent policy found in current Development Plans.)

The following distinctions are useful when considering this issue:

**Heritage** is about retaining cultural 'value', not simply identifying with a history. It generally involves conservation of the fabric of a place to help **reconcile its cultural value with its asset value**.

**Character** is less about a 'value' and is more a tool to recognise the presence of, or desire for, particular physical attributes to determine **how similar or different the future characters of areas should be**.

Do you agree that there is confusion between heritage and character? If so, how can this be addressed?

In Historic Conservation Zones and Policy Areas, the confusion of heritage and character could be addressed by their translation into the Planning and Design Code as either character sub zones or heritage overlays. This process could be substantially determined by current Development Plan Policies. Distinctions would need to be made based upon the existing policies that seek to conserve buildings (heritage) as compared with other policies that seek to continue prevailing neighbourhood characteristics (character).

### Streamlining our Development Assessment Processes

There are a number of opportunities to improve the assessment of development applications affecting local heritage places.

Firstly, a clear hierarchy of heritage values (national, state and local heritage places and areas) could give clarity in policy and better guidance in development assessment paths.

The development of this hierarchy could begin with a review of the current definition of activities that constitute 'development' of heritage places in order to reduce the number of potential development applications. As all proposed development currently requires consent, a large number of development applications are triggered. Too many of these assessments are undertaken because simple assessment pathways are not currently offered in South Australia.

For example, there are opportunities to **streamline minor, low-risk works to heritage places** based on the assessment pathways of the Planning and Design Code of 'exempt', 'accepted' or 'deemed to satisfy'. This could cover minor activities not needing any approvals; minor works needing building rules consent only; and low-risk works where consent is given if set criteria are met.

Do you agree that descriptions of heritage value and physical description of listed elements for each place should be kept up-to-date?

<sup>6</sup> The planning portal is intended to deliver planning and assessment information and services (including the Planning and Design Code) through a new website.





Of course thorough development assessment processes rely on a solid understanding of the heritage fabric of the place. A **current statement of significance** is needed to ensure appropriate and timely decision-taking. So too is a **description of the elements** that link significance with the physical fabric of the place. Both are vital to guide the proponent of a development, the assessor, the heritage professional and the owner.

Another improvement could involve considering the **demolition of local heritage places 'on merit'**.

In Victoria, controls that treated the demolition of local heritage places as 'prohibited' were phased out in 1999. However, in South Australia, these provisions are inconsistent; sometimes demolition is listed as non-complying and subject to public notification, and sometimes not. This has contributed to the belief that de-listing is the only path that can be taken.

Additionally, the same assessments have tended to apply irrespective of the complexity of the proposal or its impact on heritage value. To assist the **'scaling of development assessment pathways** against a range of development proposals, heritage statements and descriptions of the place should be clear and kept up to date. Victoria for example, associates each place with a table indicating whether or not paint controls, internal alterations, outbuildings/fences and tree controls apply. Such simple Y/N tables, in conjunction with a heritage overlay, will be essential to successful operation of the planning portal, in relation to local heritage places. They will assist anyone involved in the management of local heritage places, including **accredited heritage professionals**.

There could also be opportunities for accredited heritage professionals to provide the **heritage equivalent of a current Building Rules Consent Only**, where, on balance, their judgements reveal that a full assessment is not warranted in relation to internal alterations.

Subject to specified criteria, what types of minor works could become exempt, accepted or even 'deemed-to-satisfy'?

Should a demolition proposal be able to be more robustly argued for consideration on its merits?

Using accredited professionals to assist statutory functions is envisaged by provisions of the PDI Act. But to what extent could they provide advice or even heritage approvals?



### Where to from here?

Following consultation on the content of this discussion paper, suggestions and comments received will be considered as part of future legislation.

Any suggestions and comments are to be submitted before 9 September, 2016 by the methods listed below.

E: Local Heritage Reform Discussion Paper Feedback [planningreform@sa.gov.au](mailto:planningreform@sa.gov.au)

M: Local Heritage Reform Discussion Paper Feedback

GPO Box 1815

Adelaide SA 5000





## **Local Heritage and Character Revised Draft Position Paper**

**Local Government Association of South Australia**  
1 September 2016

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### **Local Heritage and Character Draft Position Paper 1 September 2016**

Prepared for the Local Government Association of South Australia by:

Concise  
ABN: 52 811 665 159  
+61(0) 404 098 610  
[victoria@concise.com.co](mailto:victoria@concise.com.co)  
concise.com.co

### **Executive Summary**

As part of a significant program of reform of South Australia's planning system, in August 2016 the Minister for Planning released a Local Heritage Discussion Paper for public consultation. The Discussion Paper identifies opportunities for reform around processes for identifying and managing local heritage through the *Planning Development and Infrastructure Act 2016* (the PDI Act) and non-legislative mechanisms.

The Local Government Association of South Australia (LGA) intends for this Local Heritage and Character Position Paper to form a guide and resource for the Department for Planning, Transport and Infrastructure (DPTI) as it progresses these reforms in consultation with local government. The Position Paper has been developed through review of relevant documents, and engagement with metropolitan local governments.

Local governments are a key partner in government and are committed to being constructive partners in local heritage reform, as shown by the sector's engagement with the Expert Panel on Planning Reform, and general support for the Panel's heritage recommendations.

Local government is the level of government closest to the community, and experiences firsthand the great extent to which their communities value local heritage, and the value local heritage contributes to their streets, suburbs and beyond. Councils invest in local heritage through grants programs, advisory services, promotions and education, and research. The strength of this investment is borne out by studies that demonstrate the economic significance of cultural heritage and its important role in tourism attraction and expenditure.

As reform is implemented, local governments will continue to have substantial responsibilities both administratively and to their communities in the management of local heritage. Changes to local heritage arrangements will have physical, cultural, and economic impacts across Councils and communities, particularly within Greater Adelaide.

In terms of the statutory and strategic framework, the objects and principles of the PDI Act are consistent with the ongoing protection of local heritage and recognition of its social, cultural, and economic value, as is the draft update of The 30-Year Plan for Greater Adelaide. The latter highlights the need to carefully consider the approach to achieving objectives seeking both increased urban infill and the preservation of heritage and character value.

In this context, while some specific reforms and policy directions suggested by the Local Heritage Discussion Paper are supported by local governments, significant concerns exist about the processes and levels of consideration and consultation to date. Local governments are of the view that prior to development of a draft Bill incorporating local heritage reforms, further consideration, clarification, and consultation is required in relation to:

- The relationship of local heritage reforms and the objectives of the planning system and planning strategy as expressed in the PDI Act and 30-Year Plan;
- How and why currently proposed reforms differ from the suite of recommendations of the Expert Panel on Planning Reform;
- The operation and implementation of reforms, in particular governance and roles and responsibilities for decision making;
- Opportunities for economic benefits of heritage conservation to be realised, including holistic consideration of funding and incentives for economic use alongside policy reforms;
- New heritage listing criteria, particularly on the methodology for selection of themes, and issues of thresholds and over- and under-representation;
- Existing Historic Conservation Areas/Zones and how they will be identified and protected in the future;
- Interim demolition control for proposed local heritage listings;
- Mechanisms for policy clarity, effective guidance, and clear decision making roles in development assessment; and
- Effective engagement of the community in development and implementation of reforms.

Importantly, appropriate consideration of these issues requires a program of consultation with sufficient time and information for Councils to engage with their elected members and communities, and contribute constructive feedback to the reform process. This is likely to involve additional rounds of consultation to that currently underway.

Local governments will continue to seek further engagement with DPTI both directly and through the LGA to contribute to a local heritage reform package that appropriately reflects the aspiration, priorities, and values of the State government and metropolitan local governments and their communities.

### **1.0 Background**

### 1.3.3 Local Heritage and Character Revised Draft Position Paper – Local Government Association of SA (1 September 2016)

In December 2014 South Australia's Expert Panel on Planning Reform delivered their recommendations for a new planning system, including eight proposals designed to, in the words of the Panel, "place heritage on renewed foundations".<sup>1</sup>

The reform proposals sought to consolidate and improve heritage policy and management, and increase the planning system's capacity to deal effectively and efficiently with Aboriginal and non-Aboriginal heritage in the context of broader planning and development objectives.

In March 2015 the South Australian Government officially responded to the Expert Panel's recommendations, supporting the proposed heritage reform in principle, and committing to further investigations.<sup>2</sup>

The Minister for Planning released a Local Heritage Discussion Paper for public consultation in August 2016. The Discussion Paper identifies opportunities for reform around listing of local heritage places, development assessment, and terminology. Proposed reforms would be undertaken via the new *Planning Development and Infrastructure Act 2016* (the PDI Act), or non-legislative mechanisms.

No changes to the listing and assessment of State Heritage places under the Heritage Places Act are proposed.

#### 2.0 Purpose

Planning system reforms proposed by the State Government to change the management of local heritage in South Australia will have physical, cultural, and economic impacts across Local Governments and communities, particularly within Greater Adelaide.

The Local Government Association of South Australia (LGA) intends for this Local Heritage and Character Position Paper to form a guide and resource for the Department for Planning, Transport and Infrastructure (DPTI) as it progresses these reforms in consultation with Local Government.

#### 3.0 Methodology

Development of this Position Paper has involved:

- Review of documents including
  - Previous LGA and Council planning reform submissions and investigations relating to heritage and character;
  - Relevant sections of the PDI Act and draft update of The 30-Year Plan for Greater Adelaide; and
  - The State Government's Local Heritage Discussion Paper.
- Feedback on the Local Heritage Discussion Paper provided by 18 Councils over 2 facilitated workshops held in August 2016.

#### 4.0 Context for heritage reform

Throughout the Expert Panel on Planning Reform, metropolitan Councils shared their views on a range of issues including heritage and character both through the LGA,<sup>3</sup> and directly to the Expert Panel.<sup>4</sup>

During the Expert Panel's consultation process the LGA identified a number of key challenges for Councils in managing heritage and character through the planning system, including:

- A lack of consistency in heritage listing, leading to confusion, uncertainty and frustration regarding what is appropriate to list;
- A heritage management process that is highly resource intensive and predisposed to conflict;
- Poor understanding of what character is and how it differs from heritage value; and
- Poor and inconsistent expression of character in Development Plans.

Overall, Councils reported that current arrangements tend to create ongoing uncertainty and conflict around heritage and character issues, in turn impacting upon their efficiency, resourcing, and relations with their communities.

Following multiple stages of research, consultation and deliberation, the Expert Panel developed key planning reform ideas in relation to heritage and character in two iterations, as shown in Table 4.1.

<sup>1</sup> *Our Ideas for Reform* prepared by South Australia's Expert Panel on Planning Reform, July 2014

<sup>2</sup> *Transforming Our Planning System: Response of the South Australian Government to the final report and recommendations of the Expert Panel on Planning Reform* prepared by the Government of South Australia, March 2015

<sup>3</sup> *Planning Reform Issues Paper: Heritage & Character* prepared for the Local Government Association of SA by Jensen Planning + Design, July 2014

<sup>4</sup> <http://www.thinkdesigndeliver.sa.gov.au/report/?a=120183>

While the LGA's subsequent consultation indicated general support amongst metropolitan Councils for the key planning reform ideas, there was an awareness of the challenges and costs involved implementing the ideas, and a further concern that local character, heritage and design policy could be watered down or lost.

**Table 4.1: Summary of Expert Panel Heritage and Character Reforms<sup>5</sup>**

Our Ideas for Reform August 2014 (Reform 10)	The Planning System We Want December 2014 (Reform 8)
10.1 Heritage recognised as relating to place, culture and community development, not simply physical structures	8.1 Heritage laws consolidated into one integrated statute
10.2 Heritage laws consolidated into one integrated statute	8.2 Heritage terminology reviewed and updated as part of new statute
10.3 An integrated statutory body to replace existing multiple heritage bodies, e.g. based on the existing heritage council or a subcommittee of the planning commission	8.3 An integrated statutory body replacing existing multiple heritage bodies, with links to the state's cultural institutions
10.4 Governance arrangements that embrace the capabilities and expertise of the state's key cultural institutions.	8.4 The new body to be responsible for administering a single integrated register of heritage sites, including state and local listings, and have the power to add special landscapes and historic markers to the register
10.5 A new integrated heritage register to include existing state and local listings and have an expanded capacity to recognise special landscapes, building fabric and setting, and place historic markers	8.5 A legislated heritage code of practice to outline how listed properties should be described, maintained and adapted
10.6 A legislated heritage code of practice to outline how listed properties can be maintained and adapted	8.6 Legislative basis for accredited heritage professionals to (similar to private certifiers) to provide advice and sign-off on changes to listed properties that are consistent with the code of practice
10.7 Legislative basis for accredited heritage professionals to undertake specified regulatory functions for private property owners on a similar basis to private certifiers	8.7 Audit of existing heritage listings to better describe their heritage attributes
10.8 Audit of existing heritage listings to better describe their heritage attributes	8.8 Stable, long term financing of heritage with discounts on property-related taxes and a heritage lottery providing the basis for heritage grants
10.9 Consideration of financial subsidies such as discounts on property-related taxes for private owners of listed properties	

<sup>5</sup> *Our Ideas for Reform* prepared by South Australia's Expert Panel on Planning Reform, July 2014  
*The Planning System We Want* prepared by South Australia's Expert Panel on Planning Reform, December 2014

## 5.0 Legislative and strategic context

### 5.1 Planning, Infrastructure and Development Act 2016

Emerging from the reform discussions generated by the Expert Panel on Planning Reform, the PDI Act was assented to in April 2016, and will be brought into operation over the next 3 to 5 years.

The primary object of the PDI Act is to

*support and enhance the State's liveability and prosperity in ways that are ecologically sustainable and meet the needs and expectations and reflect the diversity, of the State's communities by creating an effective, efficient and enabling planning system that ...*

*promotes and facilitates development, and the integrated delivery and management of infrastructure and public spaces and facilities, consistent with planning principles and policies; and*

*provides a scheme for community participation in relation to the initiation and development of planning policies and strategies.*<sup>6</sup>

In association with this principal intention, the PDI Act intends to facilitate amongst other goals:

- Certainty as well as scope for innovation for developers;
- High standards of design quality in the built environment;
- Financial mechanisms and incentives to support development and investment opportunities; and
- Cooperation, collaboration and policy integration between State and local government.

Section 14 of the PDI Act further sets out principles of good planning to inform application of the legislation and functions of the planning system, as reasonably practicable and relevant. These principles relate to seven themes and those of relevance to the role of local heritage in urban environments and the planning system are summarised in Table 5.1.

**Table 5.1: Principles of good planning under the *Planning, Infrastructure and Development Act 2016***

Theme	Summary of relevant principles	Links to local heritage management
Long-term focus	Informed and equitable long term planning to address current and future challenges and priorities	The role of heritage conservation as a long term priority for the benefit of current and future generations
Urban renewal	Accommodation of urban growth in existing urban areas through renewal activities that make best appropriate use of the latent potential of land, buildings and infrastructure	Opportunities for realising latent potential in heritage places through conservation, continued use and adaptive reuse
High-quality design	Development that: <ul style="list-style-type: none"> <li>– Reflects local setting and context, with a distinctive identity that responds to existing character of the locality; and</li> <li>– Is durable and adaptive, and inclusive and accessible to people with differing capabilities</li> </ul>	Contribution of heritage to local setting, context and character  How to enable heritage places to inclusive and accessible through conservation works and adaptive reuse
Activation and liveability	Promotion of neighbourhoods and buildings that support diverse economic and social activities, a range of housing options, active lifestyles and diverse cultural and social activities	Opportunities for heritage places to support economic activity and contribute to social and cultural life
Sustainability	Urban environments that are energy efficient and address the impacts of climate change	Embedded energy in heritage places and opportunities for sustainable adaptive reuse

<sup>6</sup> PDI Act Section 12 (1)



Theme	Summary of relevant principles	Links to local heritage management
Investment facilitation	Planning and design undertaken with a view to strengthening the economic prosperity of the State and employment growth, and coordinated approaches to planning that promote public and private investment toward common goals	Opportunities for heritage places to support economic activity through of conservation activities and adaptive reuse (multiplier effect) and contribution to tourism
Integrated delivery	Coordination of policies within and outside the planning system to ensure efficient and effective achievement of planning outcomes	Role of local heritage to contribute to and complement desirable planning outcomes including those relating to economic development, streetscape and character, housing choice and sustainable urban form

## 5.2 The 30-Year Plan for Greater Adelaide

A draft update to The 30-Year Plan for Greater Adelaide was released for community consultation by the Planning Minister on 25 August 2016.

The update maintains the broad directions set out in The 30-Year Plan released in 2010, whilst streamlining the format of the strategy, revisiting some priorities (such as climate change and healthy neighbourhoods), and addressing challenges that have arisen from additional development within existing urban areas as envisaged by the original Plan.

The update presents a planning strategy for metropolitan Adelaide in the form of six strategic high level targets, 14 policy themes, 119 policies, and 47 actions.

Of the six targets, four of them (Targets 1, 2, 4 and 6) relate to concentrating new urban development in established areas or a more compact urban form. Policy themes, policies, and actions relevant to local heritage management are summarised in Table 5.2.

**Table 5.2: Summary of heritage related content of the draft update of The 30-Year Plan for Greater Adelaide**

Policy theme	Policies/Actions
Adelaide City Centre Reinforce and enhance Adelaide's reputation as a liveable and vibrant place	P13- 24 Policies relating to character, streetscape, urban form and housing diversity P17 seeks to reinforce the special character of main streets through design responses that increase activity while preserving the elements that make these places special P22 seeks to sustain the heritage and character of North Adelaide and south west and south east residential precincts with appropriate well serviced development

Policy theme	Policies/Actions
<b>Design quality</b> Good design outcomes are necessary to ensure new development positively and sensitively contributes to existing neighbourhoods, their local identity, distinctive character, and valued heritage	P29 – 31 Encourage development that is compatible and complementary of its context Support the characteristics and identities of different neighbourhoods, suburbs and precincts Recognise areas' unique character by identifying valued physical attributes A 7, 9, 10 Release guidelines for medium density urban development in local heritage and character areas Explore reviewing local heritage listing processes within an integrated strategic framework Ensure local area plans manage interface issues in the local context and identify appropriate locations for sensitive infill and areas of protection
<b>Heritage</b> Heritage is valued by communities and its conservation and adaptive reuse contributes to precinct revitalisation, energy efficiency and sustainability, and local economic development	P32 – 35 Ensure new development is sensitive and respectful of the value of heritage Ensure local heritage places and areas of heritage value are identified and their conservation promoted Promote economic development through innovative reuse of heritage places and older buildings Explore reviewing local heritage listing processes within an integrated strategic framework
<b>Housing mix, affordability and competitiveness</b> Provision of diverse housing options within the existing urban footprint	P39/A15 Explore flexibility for ancillary residences in local heritage areas for social benefit and heritage protection
<b>The economy and jobs</b> Linking people with jobs in employment centres and supporting new economic drivers such as services, information and communications technology, retail, and commercial sectors	P61 Provide for sustainable tourism development by protecting, enhancing and promoting valuable qualities, providing appropriate infrastructure and facilitating value adding activities

## 6.0 Local Heritage Discussion Paper 2016

The State Government's Local Heritage Discussion Paper *Heritage reform – an exploration of the opportunities* was released for public consultation in mid-August 2016. The Discussion Paper sets out to address the following issues:

- Clarity of criteria and inadequate hierarchy of heritage values (national, state, local);
- Poorly/inconsistently applied local heritage criteria;
- Uneven recognition of local heritage across the state;
- Lack of comprehensive review;
- Lengthy/unpredictable listing process;
- Consultation process that rely too often on 'interim operation';
- Sensitive consultation occurring too late in the process;
- Confusion between 'heritage' and 'character';
- Inconsistent Development Assessment procedures and policies; and
- A formal role for accredited heritage professionals.

The Discussion Paper excludes consideration of general heritage governance, funding arrangements, and listing and development assessment issues relating to State heritage (other than minor matters).

The Paper's exclusive focus on local heritage is based on:

- The large and increasing numbers of local heritage places compared to State heritage places;
- The incompatibility of existing local listing criteria with national best practice; and
- The opportunity for immediate benefit from reforms managed solely through the new Planning, Development and Infrastructure Act.

Key aspects of the suite of reforms presented in the Discussion Paper include standardisation of processes for local heritage listing through practice directions prepared by the State Planning Commission, a role for accredited heritage professionals, and management of places through the state-wide Planning and Design Code and heritage overlay.

Development of the Discussion Paper included consideration of other Australian jurisdictions that have undertaken heritage reforms in the last ten years.

Tables 6.1 and 6.2 below summarise the reform opportunities raised in the Discussion Paper, along with potential benefits and challenges/risks of the proposed approach identified by the LGA. Reforms are grouped in relation to local heritage listing (reference L1 to L6) and development assessment (D1 to D7).

**Table 6.1: Discussion Paper Reforms - Local Heritage Listing**

Ref	Reform opportunity	Benefits	Challenges/Risks
L1	Statutory listing criteria with thresholds described in a practice direction  Local heritage criteria based on thresholds similar to State heritage criteria under the Heritage Places Act 1993 <sup>7</sup>  Inclusion/exclusion guidance for professionals and the community on what is likely to meet thresholds for heritage value	Provides clear guidance as to what constitutes different levels of heritage value  Contributes to greater certainty in assessments of heritage value  Supports compliance with best practice	Achieving agreement amongst stakeholders of different levels of value and thresholds
L2	Implement a framework and practice direction that enables understanding, evaluation and presentation of objects, places and events in the context of broad historical themes	Integrated rather than piecemeal approach to preserving heritage across the state  Enables comparison of multiple similar nominations  Allows understanding of over and under representation in listings	Ensuring local values are incorporated in development of broader themes
L3	Implement early engagement with communities and property owners from heritage survey to decision making stages through a heritage listing practice direction prepared by the Planning Commission  Reduce public consultation timeframe	Potential to reduce conflict  Potential to reduce consultation and listing process timeframes  Shorter process reduces the need for interim operation	Responsibility for and monitoring of compliance with the practice direction  Responsibility for dispute resolution where early engagement does not remove conflict

<sup>7</sup> The Discussion Paper suggests:

*"A place is deemed to have local heritage value if it satisfies one or more of the following criteria:*

- It is important to demonstrating themes in the evolution or pattern of local history; or*
- It has qualities that are locally rare or endangered; or*
- It may yield important information that will contribute to an understanding of local history, including natural history; or*
- It is comparatively significant in representing a class of places of local significance; or*
- It displays particular creative, aesthetic or technical accomplishment, endemic construction techniques or particular design characteristics that are important to demonstrating local historical themes; or*
- It has strong cultural or spiritual associations for a local community; or*
- It has a special association with the life or work of a person or organisation or an event of local historical importance.*

1.3.3 Local Heritage and Character Revised Draft Position Paper – Local Government Association of SA (1 September 2016)

Ref	Reform opportunity	Benefits	Challenges/Risks
L4	Simplify the process to amend the Planning and Design Code to incorporate a listing, involving the Planning Commission, experts, accredited professionals and community representatives	Shorter and more efficient process for listing	Perceived or actual reduced community input Options for challenging a listing Mechanisms to resolve conflict arising within or from outside the Commission led process
L5	Require clear and comprehensive descriptions of listings, prepared by accredited professionals governed by a practice direction  Review and update existing statements of heritage value and listed elements at some time in the future	Provides clarity for professionals and the community about the elements of a place that are important to heritage value  Provides relevant information for any future development applications and appeals	May generate large quantities of material  Requires monitoring and updating over time in relation to condition of places  Providing descriptions for existing local heritage places may be time and cost prohibitive
L6	Discontinue a traditional register of local heritage places, instead identifying listings by gazette as amendments to the Planning and Design Code, on a heritage overlay, and through the online planning portal	Avoids duplication through multiple instruments  Maintains heritage information in functional instruments and active information sources	Loss of dedicated repository of local heritage information

**Table 6.2: Discussion Paper Reforms – Development Assessment**

Ref	Reform opportunity	Benefits	Challenges/Risks
D1	Clearly distinguish between 'character' and 'heritage' in the Planning and Design Code Distinguish between heritage and character value in translation of existing Historic Conservation areas into the Code via character subzones or heritage overlays <sup>8</sup>	State-wide clarity of interpretation across all planning policy Appropriate planning controls for heritage and character protection respectively	Developing a shared understanding of terms acceptable to all stakeholders Communicating the defined terminology effectively to all stakeholders Considering stakeholder perceptions and community values in distinguishing between heritage and character for existing protected areas Consistent use of terminology in new policy including local variations
D2	Develop hierarchy of heritage values (national, state, and local places and areas)	Greater policy clarity and guidance in assessment pathways	Achieving agreement amongst stakeholders of different levels of value and thresholds Accommodating all forms of heritage value in a hierarchical system
D3	Review definition of development relating to heritage places to reduce the number of potential applications	Reduced number of assessments relating to straightforward and minor matters Encourages improvement of heritage places	Actual or perceived dilution of heritage protections leading to loss of heritage value

<sup>8</sup> In reference to reform opportunity D1, the Discussion Paper notes the following distinctions:

**Heritage** is about retaining cultural 'value', not simply identifying with a history. It generally involves conservation of the fabric of a place to help **reconcile its cultural value with its asset value**.

**Character** is less about a 'value' and is more a tool to recognise the presence of, or desire for, particular physical attributes to determine **how similar or different the future character of areas should be**.

Ref	Reform opportunity	Benefits	Challenges/Risks
D4	Introduce 'exempt', 'accepted' or 'deemed to satisfy' assessment pathway for defined minor and low risk works	Shorter and more efficient process commensurate to the potential impact of proposed works Encourages improvement of heritage places	Actual or perceived dilution of heritage protections leading to loss of heritage value
D5	Introduce statements of significance, descriptions of elements, and tables of controls for all heritage places (refer to example in Figure 5.1)	Greater clarity of relationship of physical fabric to heritage value Contributes to transparency and clarity in assessment process Provides information resources for heritage managers	May generate large quantities of material Requires monitoring and updating over time in relation to condition of places
D6	Allow 'on merit' assessment of demolition of heritage places	State-wide consistency of demolition controls and public notification requirements	Actual or perceived dilution of heritage protections leading to loss of heritage value
D7	Empower accredited heritage professionals to provide heritage equivalent of current Building Rules Consent Only	Expedites simple assessments Frees up Council planners to focus on more complex applications	Removes decision making power of Councils over local heritage places

Figure 6.1: Example table of controls from a Victorian planning scheme<sup>9</sup>

Maribyrnong Planning Scheme					Example of a Heritage Overlay schedule				
PS Map ref	Heritage Place	External Paint Controls Apply?	Internal Alteration Controls Apply?	Tree Controls Apply?	Outbuildings or fences which are not exempt under Clause 43.01-4	Included on the Victorian Heritage register under the Heritage Act 1995?	Prohibited uses may be permitted?	Name of Incorporated Plan under Clause 43.01-2	Aboriginal heritage place?
HO112	Washingtonia Palm 78 Cowper St, Footscray  The heritage place is the Washingtonia Palm tree and the land beneath the canopy of the tree for a distance of one metre beyond the drip line, root zone or canopy perimeter, whichever is the greater.	No	No	Yes	No	No	No	–	–
HO113	Klipspringer 40-54 Cranwell St, Braybrook	No	No	No	No	No	No	–	–

<sup>9</sup> Excerpt from the *Heritage Overlay Guidelines* published by the Victorian Government Department of Sustainability and Environment, January 2007

## 6.1 Local government response

On 17 and 18 August 2016 the LGA held two local heritage and character workshops with metropolitan Councils to facilitate local government responses to the Local Heritage Discussion Paper. Workshop participants were planning and heritage staff representing 18 metropolitan Councils.

Local governments have previously expressed general support for the recommendations of the Expert Panel on Planning Reform relating to heritage. However, while some reforms suggested by the Local Heritage Discussion Paper were supported, there was broad concern expressed in the workshops about the processes and levels of consideration and consultation surrounding the local heritage reforms.

Table 6.3 summarises the main areas of concern and key messages communicated by workshop participants.

**Table 6.3: Reform areas and key messages from local governments**

Reform area	Key messages from local governments
Reform context and process	The Discussion Paper reforms lack a strategic framework, clarity of detail, and clarity of governance arrangements. The information provided and consultation process underway is insufficient for Councils to effectively contribute on behalf of their communities.
Status of heritage areas	The future of Historic Conservation Areas/Zones must be clarified. These areas are highly valued by local communities.
Economic drivers for heritage protection	The economic benefits of heritage conservation should be encouraged and communicated. Funding and incentives are essential to getting the balance right in heritage protection and should be considered holistically with policy reforms.
Local heritage listings	Clear and consistent local heritage criteria are supported. Significantly more discussion and detail is required around thresholds, selection of themes, and overrepresentation.
Communication and engagement	Early engagement is supported, as is better communication with owners about opportunities for economic use. Policies and incentives should support economic use. Currently interim demolition control saves heritage from demolition.
Development assessment	Reforms must enable policy clarity, effective guidance and clear roles in decision making.
Accredited heritage professionals	Heritage accreditation is supported to expand the pool of qualified professionals and maintain expertise within Councils.

## 7.0 Local Government Position

Local governments are a key partner in government and are committed to being constructive partners in local heritage reform, as shown by the sector's engagement with the Expert Panel on Planning Reform, and general support for the Panel's heritage recommendations (refer Table 4.1 above).

Local government is the level of government closest to the community and experiences firsthand the great extent to which their communities value local heritage, and the value local heritage contributes to their streets, suburbs and beyond.

Heritage has a significant local economic benefit. As well as implementing planning and heritage controls, Councils invest in local heritage through grants programs, advisory services, promotions and education, and



research. The strength of this investment is borne out by studies that demonstrate the economic significance of cultural heritage and its important role in tourism attraction and expenditure.<sup>10</sup>

Local governments support the principles of good planning set out in the PDI Act, and see effective development and implementation of local heritage reforms in appropriate consultation with stakeholders as consistent with those principles, and as contributing to the objects of the Act.

The draft update to The 30-Year Plan for Greater Adelaide contains many policies that acknowledge the value of local heritage, character, and context, as well as many policies to support growth and development within existing urban areas. As consultation continues on the draft update, it will be important to understand how these strategic directions work together to provide for the best possible planning outcomes.

From a local heritage perspective, urban infill development is compatible with heritage conservation, and with good design offers opportunities for improving streetscapes and areas in ways that can benefit local heritage places and incentivise their restoration and use.

Conversely, such development also has the potential to impact negatively on local heritage, and clear policies and frameworks for decision making are required where heritage conservation must be considered alongside other objectives in pursuit of infill targets.

In this context, prior to development of a draft Bill incorporating local heritage reforms, local governments are of the view that further consideration, clarification, and consultation is required in relation to:

- The relationship of local heritage reforms and the objectives of the planning system and planning strategy as expressed in the PDI Act and 30-Year Plan;
- How and why currently proposed reforms differ from the suite of recommendations of the Expert Panel on Planning Reform;
- The operation and implementation of reforms, in particular governance and roles and responsibilities for decision making;
- Opportunities for economic benefits of heritage conservation to be realised, including holistic consideration of funding and incentives for economic use alongside policy reforms;
- New heritage listing criteria, particularly on the methodology for selection of themes, and issues of thresholds and over- and under-representation;
- Existing Historic Conservation Areas/Zones and how they will be identified and protected in the future;
- Interim demolition control for proposed local heritage listings;
- Mechanisms for policy clarity, effective guidance, and clear decision making roles in development assessment; and
- Effective engagement of the community in development and implementation of reforms.

Importantly, appropriate consideration of these issues requires a program of consultation with sufficient time and information for Councils to engage with their elected members and communities, and contribute constructive feedback to the reform process. This is likely to involve additional rounds of consultation to that currently underway.

Local governments will continue to seek further engagement with DPTI both directly and through the LGA to contribute to a local heritage reform package that appropriately reflects the aspiration, priorities, and values of the State government and metropolitan local governments and their communities.

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<sup>10</sup> Adelaide City Council (2015) *Economic Value of Heritage Tourism*; Presentation by the National Trust at LGA workshop “Tourism and Heritage – a Winning Combination” October 2014; The Allen Consulting Group 2005, *Valuing the Priceless: The Value of Heritage Protection in Australia*, Research Report 2, Heritage Chairs and Officials of Australia and New Zealand, Sydney.



September 2016

Hon John Rau  
Minister for Planning  
Local Heritage Reform Discussion Paper Feedback  
GPO Box 1815  
ADELAIDE 5000 SA

Dear Minister

**Re: City of Salisbury submission on Local Heritage Discussion Paper**

The City of Salisbury thanks you for the opportunity to consider and comment on the "Heritage Reform – an Exploration of the Opportunities", Local Heritage Discussion Paper.

A report on the matter was considered by Council at its September 26<sup>th</sup> 2016 meeting, where it was resolved that:

- 1. The City of Salisbury supports a review into the Local Heritage processes in South Australia*
- 2. Council is supportive of the Local Government Association draft Position Paper of 1<sup>st</sup> September 2016 which identifies the issues that require further consideration.*

The LGA draft Position Paper is enclosed with this letter for your information.

Please contact Peter Jansen, Principal Planner Land Use Policy on 8260 8148 or via email on [pjansen@salisbury.sa.gov.au](mailto:pjansen@salisbury.sa.gov.au), if further information is required.

Yours faithfully

**John Harry**  
Chief Executive Officer  
Phone: 08 8406 8212  
Email: [jharry@salisbury.sa.gov.au](mailto:jharry@salisbury.sa.gov.au)

c.c. LGA

Enc



**Salisbury Council**  
**Table Section**  
**Table Sal/4 - State Heritage Places**

**Table Sal/4 - State Heritage Places**

Property Address	Description and/or Extent of Listed Place	Lot No. or Part Sec	Plan No.	Certificate of Title	Section 16 Criteria	SA Heritage Register ID
Magazine Road DRY CREEK	Dry Creek Explosive Magazines and Earth Mounds	A1 A3	D63323 D63323	CR 5937/504 CT 5937/506	a e	14521
Explosives Road (Off) EDINBURGH	DSTO (former Salisbury Explosives Factory) Site - Portion of the Industrial Explosives area (Former Bomb Filling Section) - Buildings 5, 7, 9, 11, 20 & 37 and associated bunding and lightning arresters	A51	D74722	CT 5992/579	a d e g	26027
10 Sturton Road EDINBURGH	DSTO (former Salisbury Explosives Factory) Site - Portion of the Base Repair Facility (Former TNT Section) - Buildings 1,6,7,8,10 and 14	A8	D68390	CT 6044/980	a d g	26029
Taranaki Road EDINBURGH	DSTO (former Salisbury Explosives Factory) Site - Portion of the Contractor's Area (Former Shell filling Section) - Buildings 25, 26, 27, 30, 31, 32, 35, 36, 37, 51, 285 with associated bunding	A54 A55 A56 A52	D74722 D74722 D74722 D74722	CT 5992/582 CT 5992/583 CT 5992/584 CT 6058/138	a d e g	26028
The Crescent EDINBURGH	DSTO (former Salisbury Explosives Factory) Site - Portion of the Headquarters Area (Former Administration Section) - Buildings 1, 2, 3, 11, 12, 13, 14, 15, 27 and 28	A503	D78952	CT 6046/456	a d g	26030
6-30 Woomera Avenue EDINBURGH	DSTO (former Salisbury Explosives Factory) Site - Portion of the Headquarters Area (Former Administration Section) - Buildings 5, 6, 7 and 10	A2	D74139	CT 6002/692	a d g	26031
27 Prunus Avenue ELIZABETH VALE	Dwelling ('Grove Crescent')	A6	D44009	CT 5351/399		14518
15 Park Way MAWSON LAKES	Former Levels Homestead Stables	A128 A33	D17917 D78736	CT 6016/685 CT 6029/418		25051
Lot 951 The Mews MAWSON LAKES	Former Levels Homestead	A544	D82811	CT 6057/57		10953

Property Address	Description and/or Extent of Listed Place	Lot No. or Part Sec	Plan No.	Certificate of Title	Section 16 Criteria	SA Heritage Register ID
92 Shepherdson Road PARAFIELD GARDENS	Salisbury City Church (former Angas Home for Aged and Infirm Deaf Mutes), including Residential Wings, Kitchen, Manager's Residence and Florence Thompson Memorial	A1 A2	D65783 D65783	CT 5932/894 CT 5932/895		10650
8 Settlers Court PARALOWIE	Dwelling	A11	D34918	CT 5086/416		14513
94 Waterloo Corner Road PARALOWIE	Hostel ('Paralowie House') and Gardens	A203	D46880	CT 5583/676		10600
3 Ann Street SALISBURY	Former Salisbury Police Station, Courthouse & Stables	A501	D45830	CT 5352/179		10587
47 Burton Road SALISBURY	Dwelling (Douglas Park Farm) & Front Fence	A103	D40931	CT 5976/387		14512
2-22 Mary Street SALISBURY	Former Salisbury Primary School	A101	D23343	CT 5437/484		14509
Mary and Church Streets SALISBURY	First and Second St John's Anglican Churches & Graveyard	A127 & 128 A664	F212480 F211450	CT 5590/813 CT 5658/207		10580
7 Robert Street SALISBURY	Dwelling ('Shirley Hall', previously 'Chelsea'), Separate Kitchen, Outbuilding & Fence	A11 A12	D18616 D18616	CT 5089/257 CT 5089/258		14511
Wiltshire Street SALISBURY	Salisbury Institute	A54	F113958	CT 5326/408		10636
1955 Main North Road SALISBURY HEIGHTS	Old Spot Hotel	A200	D41172	CT 6050/968		14524
1 Terama Court SALISBURY HEIGHTS	Dwelling ('Portview')	A12	D13258	CT 5742/944		14517
17 Riversdale Drive SALISBURY PARK	Dwelling ('Sans Souci')	A83	D13938	CT 5137/565		14514
2 Saints Road SALISBURY PARK	Dwelling ('Fendon Grove')	A12	D17699	CT 5663/664		14523
Dry Creek Reserve WALKLEY HEIGHTS	Former Powder Magazine, Yatala Labour Prison	A4	D42140	CR 5958/324		10578
Dry Creek Reserve WALKLEY HEIGHTS	Former Warder's Tower Post No 1, Yatala Labour Prison	A4	D42140	CR 5958/324		10717

Note: In the event of a discrepancy between this extract and the South Australian Heritage Register, the South Australian Heritage Register shall prevail.