

## Agenda Report for Decision

**Meeting Date: 9 June 2022**

<b>Item Name</b>	Further Information – City of West Torrens – Glandore Character Area Protection Code Amendment
<b>Presenters</b>	Jason Bailey and Nadia Gencarelli
<b>Purpose of Report</b>	Decision
<b>Item Number</b>	4.2
<b>Strategic Plan Reference</b>	5. Discharging Statutory Obligations
<b>Work Plan Reference</b>	5.2 Advise the Minister on Code Amendments
<b>Confidentiality</b>	Not Confidential (Release Delayed). To be released following commencement of consultation on the Code Amendment
<b>Related Decisions</b>	<ul style="list-style-type: none"> <li>9 December 2021 – Code Amendment Initiation Advice to the Minister for Planning and Local Government – Glandore Character Area Protection Code Amendment</li> <li>16 December 2021 – Further Information Request – Draft Letter to the City of West Torrens – Glandore Character Area Protection Code Amendment</li> </ul>

### Recommendation

It is recommended that the State Planning Commission (the Commission) resolves to:

1. Approve the designation of the item as Not Confidential (Release Delayed), with the meeting papers for the item to be released following commencement of ‘consultation’ and ‘early commencement’ of the Glandore Character Area Protection Code Amendment (the Code Amendment) (if the Proposal is approved by the Minister for Planning (the Minister)) or following the Minister’s decision on the Proposal to Initiate (if the Proposal is refused by the Minister).
2. Note the further information provided by the City of West Torrens (the Council) in support of its Proposal to Initiate a Glandore Character Area Protection Code Amendment (**Appendix A**).

3. Advise the Minister that it:
  - 2.1 Recommends the approval of the Code Amendment under section 73(2)(b)(iv) of the *Planning, Development and Infrastructure Act 2016* (the Act), subject to the following conditions applied under section 73(5)(b) of the Act:
    - (a) The Designated Entity must obtain the approval of the Minister to undertake early commencement of the proposed Code Amendment, pursuant to section 78 of the Act.
    - (b) Should the Designated Entity seek the Minister's approval to undertake early commencement, a draft Engagement Plan and an updated timetable are to accompany the request.
    - (c) The scope of the proposed Code Amendment does not include the creation of new planning rules, and is limited to the spatial application of zones, subzones, overlays or technical and numerical variations provided for under the published Planning and Design Code (the Code) (on the date the Amendment is released for consultation).
    - (d) The Code Amendment is prepared by a person with qualifications and experience that is equivalent to an Accredited Professional—Planning Level 1 under the Act.
  - 2.2 Recommends that Council be the Designated Entity responsible for undertaking the Code Amendment process.
4. Specify that the Designated Entity consults with the following nominated individuals and entities, under section 73(6)(e) of the Act:
  - o Department for Infrastructure and Transport
  - o State Members of Parliament for the electorates in which the proposed Code Amendment applies.
5. Not specify further investigations or information requirements pursuant to section 73(6)(f) of the Act in addition to that outlined in the Proposal to Initiate.
6. Recommend that the Minister approve the initiation of the Code Amendment by signing the Proposal to Initiate (**Attachment 1**) and approval letter with conditions (**Attachment 2**).
7. Approve and authorise the Chair of the Commission to sign the advice to the Minister as provided in **Attachment 3**.
8. Authorise the Chair to finalise any minor amendments to the advice and attachments as required.

## Background

On 9 December 2021, the Commission considered the Proposal to Initiate the Glandore Character Area Protection Area Code Amendment by the City of West Torrens. In considering the proposal, the Commission raised concerns about the possible impacts of reducing building heights along an important strategic corridor and was of the view that it did not have enough information to form its advice to the Minister at this point in time. The Commission resolved to seek further information from Council in order to provide informed advice to the Minister on the matter.

On 19 May 2022, Council wrote to the Commission providing further analysis in support of the proposed reduction in building heights (**Appendix A**). The Commission's original request for information is provided at **Appendix B**. The previous Commission Agenda Items are provided at **Appendix C**.

## Discussion

### Scope of the Amendment

The proposal seeks to amend policies affecting eight allotments within the Urban Corridor (Boulevard) Zone located between Anzac Highway, Beckman Street and South Road, Glandore.

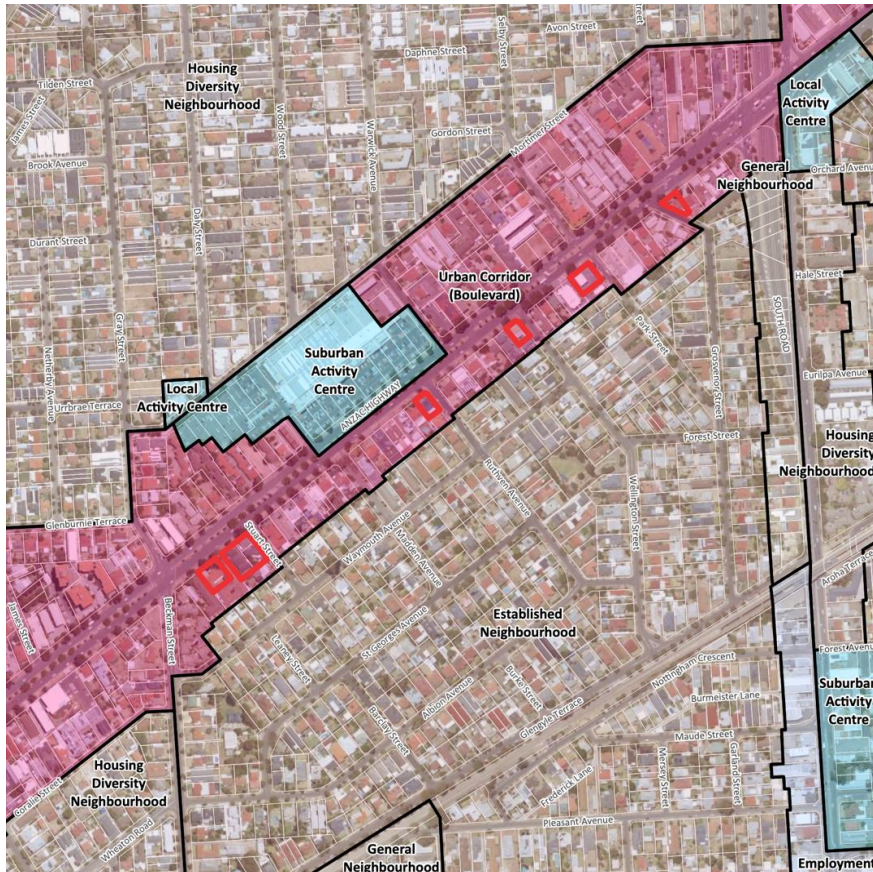
The proposed policy amendments will seek to alter maximum building height and maximum building level Technical and Numerical Variations (TNV) and remedy an inconsistency in building height allowances that will assist to prevent potential impacts upon the existing character of the Glandore Character Area.

The eight allotments are not directly abutting the Established Neighbourhood Zone (and Character Area Overlay) to the southeast, but rather are separated by another allotment similarly located within the Urban Corridor (Boulevard) Zone. This increased separation, albeit a single allotment, results in the current policy framework supporting built form of up to 32.5 metres or eight levels, compared with the balance of the immediate area (directly abutting the Established Neighbourhood Zone and Character Area Overlay) being 12.5 metres or three levels.

The inconsistency existed in the former West Torrens Development Plan and was introduced into the Development Plan through a Council-led Development Plan Amendment (DPA) in 2015. It was amended via the implementation of the Code in March 2021.

On 1 July 2021, a minor or operational amendment to the Code was made pursuant to section 76 of the Act to increase the maximum building height from three levels to eight levels for seven properties along Anzac Highway, Glandore. The rationale for this was that the height applied to these properties was not consistent with the previous maximum building height of eight building levels and 32.5 metres in the former City of West Torrens Development Plan. It was intended that building heights in Development Plans be transitioned into the Code via the Phase Three Code Amendment.

The affected area and current zoning are shown in the figure below.



### Planning and Design Code Zoning

The affected area is located within the Urban Corridor (Boulevard) Zone.

The following key Overlays apply to the land:

- Airport Building Heights (Regulated) – Over 15 metres
- Building Near Airfields
- Design
- Heritage Adjacency
- Major Urban Transport Routes
- Traffic Generating Development.

The following TNV apply to the land:

- Max Building Heights (Metres) – 32.5m
- Max Building Levels (Levels) – 8
- Minimum Primary Street – 3m
- Interface Height – 30 degrees.

Land to the south-east of the affected area is within Established Neighbourhood Zone. The Glandore Character Area (WeToC3) also applies over the adjoining south areas.

Detailed discussion is provided in the advice to the Minister in **Attachment 3**.

### Advice to the Minister

The advice to the Minister sets out the statutory and procedural elements that must be considered as part of the initiation of a Code Amendment (**Attachment 3**).

The advice recommends that the Minister approve the initiation of the Code Amendment for the following reasons and subject to conditions as set out below.

### *Strategic Considerations and Further Information*

The proposal seeks to reduce the Maximum Building Height (metres) and Maximum Building Height (levels) TNVs affecting eight allotments within the Urban Corridor (Boulevard) Zone located between Anzac Highway, Beckman Street and South Road, Glandore.

The proposal seeks to reinstate a policy framework that will seek to manage interface and transitional issues between higher density and multi-storey, mixed use development from the adjoining low-density Glandore Character Area.

The proposal is consistent with the strategic intent of a number of State Planning Policies (SPPs) and *The 30-Year Plan for Greater Adelaide: 2017 Update* (the 30-Year Plan) to facilitate good design outcomes and ensure new development positively contributes to existing neighbourhoods.

In considering the proposal previously, the Commission expressed concerns about the potential loss of development potential resulting from the proposed Code Amendment, noting the strategic importance of corridors such as Anzac Highway in providing valuable, inner metropolitan infill opportunities which contribute to housing diversity and affordability.

In responding to the Commission's correspondence, Council has provided further justification to support the reduction of building heights on the affected sites which indicates:

- Within the Anzac Highway Urban Corridor (Boulevard) Zone, demand is predominantly for townhouse development up to three building levels.
- Where apartment buildings have been approved, most have car parking and/or retail components, reducing the overall number of dwellings provided.
- Large portions of the Council area are zoned General Neighbourhood, which provides potential for low-rise infill development, and a broader range of dwelling types across the Council area.
- There are a number of Code Amendments in the system (both located within the City of West Torrens and within the broader inner metropolitan area) which have the potential to deliver significant infill development opportunities.

Department for Trade and Investment (the Department) staff support the view of the Council administration that the height limit was more likely a policy drafting error introduced into the former Development Plan, rather than intentional policy to generate additional uplift and building height specifically on these eight sites, while retaining the vast majority of the corridor between Beckman Street and South Road for three storey development.

While there is merit in a broader review to consider the role and potential of corridors such as Anzac Highway in facilitating greater housing diversity in inner metropolitan areas, this should be considered through a separate strategic planning process such as the review of the 30-Year Plan. This analysis could also consider the imposition of minimum heights in strategic corridors.

A copy of this analysis is contained in **Appendix A**. Based on this, the Proposal is considered appropriate.

Further strategic considerations and discussion are provided in **Attachment 3**.



*Procedural considerations*

On 15 September 2021, the Chief Executive Officer of Council wrote to the former Minister regarding the issues contained with the proposed Code Amendment. The former Minister met with Council's Mayor in August 2021 and wrote to Council on 15 October 2021 (**Appendix D**), stating:

*"I have provided in-principle support for a Council-led Code Amendment to be progressed and similarly, support the possible use of the early commencement provisions under the Act, if deemed appropriate."*

Council has confirmed that it seeks to undertake early commencement of the proposed Code Amendment in accordance with section 78 of the Act.

In order to justify early commencement of a Code Amendment, the test in section 78 of the Act will need to be satisfied, including sufficient evidence and justification to demonstrate that early commencement is:

- Necessary in the interest of the orderly and proper development of an area of the State.
- Required in order to counter applications for undesirable development ahead of the outcomes of the consideration of the Code Amendment. Undesirable development is considered as development that would detract from, or negate, the intent of the Code Amendment.

This matter is finely balanced and needs proper consideration. On the one hand, Council's argument has merit as it provides time for the policy reform to be considered and for landowners to make submissions; however, on the other hand the owners of the land will have their development rights significantly reduced, with immediate effect.

In considering both arguments, the Department is of the view to support the early commencement as it accords with the intent of section 78, but on the basis that proper and comprehensive consultation must occur with landowners to hear and properly consider their views. Should initiation of the Code Amendment be approved by the Minister, the Commission will have to opportunity to review these submissions and consider them in detail.

Should early commencement be supported, it is acknowledged that the Proposal to Initiate does not contain a timetable that reflects the early commencement process. A condition is proposed to ensure an updated timetable is provided.

Excluding the matter listed above, the Proposal to Initiate meets all procedural requirements, as detailed in the attached advice to the Minister (**Attachment 3**).

*Conditions proposed and items specified*

A number of conditions have been recommended to be specified by the Minister, pursuant to sections 73(5)(b) of the Act.

In addition, it has been recommended that the Commission specify persons or bodies to be consulted with by the Designated Entity under section 73(6)(e) of the Act, as outlined in the advice to the Minister (**Attachment 3**).

**Attachments:**

1. Proposal to Initiate the Glandore Character Area Protection Code Amendment and letter from the City of West Torrens, 29 October 2021 (#18606107).
2. Draft approval letter to the City of West Torrens (#18052672).
3. State Planning Commission advice to the Minister (#18049918).

**Appendices:**

- A. Further information from the City of West Torrens:
  - i. Letter from Mr Terry Buss, CEO, City of West Torrens, 19 May 2022 (#18728830)
  - ii. Glandore Site Analysis (#18728835).
- B. Letter from the Commission to the City of West Torrens, 20 December 2021 (#18553013).
- C. Previous SPC Agenda Reports, 9 December & 16 December 2021 (#18606112).
- D. Letter from the Minister to the City of West Torrens, 15 October 2021 (#17873615).

Prepared by: Nadia Gencarelli

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Endorsed by: Jason Bailey

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Date: 25 May 2022

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29 October 2021

The Hon Vickie Chapman MP  
Deputy Premier  
Minister for Planning and  
Local Government  
GPO Box 464  
Adelaide SA 5001

Via email: PlanSA Portal

Dear Ms Chapman,

**RE: Proposal to Initiate Code Amendment at Glandore**

Please accept this letter as a request for the early commencement of the proposed Glandore Character Area Protection Code Amendment. This is requested to safeguard against inappropriate developments that are in excess of three building levels or 12.5 metres, should the proposal be considered favourably.

Advice received from yourself dated 15 October 2021, indicates that you would consider such a request. The justification for the early commencement of the Code amendment on the following properties:

- 118A Anzac Highway, Glandore
- 130-132 Anzac Highway, Glandore
- 144 Anzac Highway, Glandore
- 158 Anzac Highway, Glandore
- 186 Anzac Highway, Glandore
- 188 Anzac Highway, Glandore
- 2A Stuart Street, Glandore
- 192 Anzac Highway, Glandore

Is for two reasons:

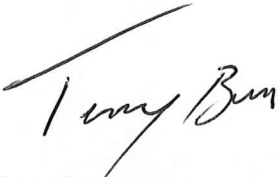
1. Necessary in the interest of the orderly and proper development of an area of the state, and
2. Required in order to counter applications for undesirable development ahead of the outcomes of the consideration of the Code Amendment. Undesirable development is considered as development that would detract from, or negate, the intent of the Code Amendment.

Development of 8 storeys/32.5 metres will have a detrimental impact on the Glandore character area. The Glandore character area is an area with unity of built form, particularly as viewed from the street and this is recognised in policy contained in the Code.

It is considered that the current policy was an error in policy drafting in the Development Plan further replicated by Planning and Design Code. Any development approved in accord with the current policy would negate the intent of the Code amendment and detract from the intent of existing policy contained in the Code relating to the character area.

Should you require further information or would like to discuss this matter further, please contact Sue Curran, Manager Business and Strategy on 8416 6333 or [scurran@wtcc.sa.gov.au](mailto:scurran@wtcc.sa.gov.au)

Yours sincerely,

A handwritten signature in black ink, appearing to read "Terry Buss". The signature is written in a cursive style with a long, sweeping underline that extends to the left.

Terry Buss PSM

**Chief Executive Officer**

**City of West Torrens**



**PROPOSAL TO INITIATE AN AMENDMENT TO THE  
PLANNING AND DESIGN CODE**

***Glandore Character Area Protection Code  
Amendment***

**By the West Torrens Council (*the Proponent*)**



\_\_\_\_\_  
(Signature Required)

**Chief Executive Officer  
West Torrens Council (*the Proponent*)**

**Date:** *28<sup>th</sup> October 2021*

This Proposal to Initiate document together with conditions specified by the Minister forms the basis for the preparation of a proposed amendment to the Planning and Design Code for the purpose of section 73(2)(b) of the *Planning, Development and Infrastructure Act 2016*. By signing this Proposal to Initiate, the Proponent acknowledges and agrees that this Proposal to Initiate, and any supporting documents may be published on the PlanSA website by the Attorney General's Department.

**MINISTER FOR PLANNING AND LOCAL GOVERNMENT**

**Date:**

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## 1. INTRODUCTION

The Proponent is proposing to initiate an amendment to the Planning and Design Code (the Code Amendment) as it relates to land located at *addresses highlighted below* (the Affected Area).

- 118A Anzac Highway, Glandore
- 130-132 Anzac Highway, Glandore
- 144 Anzac Highway, Glandore
- 158 Anzac Highway, Glandore
- 186 Anzac Highway, Glandore
- 188 Anzac Highway, Glandore
- 2A Stuart Street, Glandore
- 192 Anzac Highway, Glandore

The purpose of this Proposal to Initiate is to seek approval of the Minister for Planning and Local Government (the Minister) to initiate the Code Amendment under section 73(2)(b) of the *Planning, Development and Infrastructure Act 2016* (the Act).

This Proposal to Initiate details the scope, relevant strategic and policy considerations, nature of investigations to be carried out and information to be collected for the Code Amendment. It also details the timeframes to be followed in undertaking the Code Amendment, should this Proposal to Initiate be approved by the Minister.

West Torrens Council acknowledges that the Minister may specify conditions on approving this Proposal to Initiate, under section 73(5) of the Act. In the event of inconsistency between this Proposal to Initiate and any conditions specified by the Minister, the conditions will apply.

### 1.1. Designated Entity for Undertaking the Code Amendment

In accordance with section 73(4)(a) of the Act, the Proponent will be the Designated Entity responsible for undertaking the Code Amendment process. As a result:

- 1.1.1. The Proponent acknowledges that it will be responsible for undertaking the Code Amendment in accordance with the requirements Act.
- 1.1.2. The Proponent's contact person responsible for managing the Code Amendment and receiving all official documents relating to this Code Amendment is:
  - a) Caitlin Rorke-Wickins
  - b) [crorke-wickins@wtcc.sa.gov.au](mailto:crorke-wickins@wtcc.sa.gov.au)
  - c) 8416 6207
- 1.1.3. The Proponent intends to undertake the Code Amendment by:
  - a) engaging [consultant yet to be determined] to provide the professional services required to undertake the Code Amendment, with peer review by Council's technical officers.



## 1.2. Rationale for the Code Amendment

The purpose of this Code amendment is to remedy an anomaly that was contained in the now revoked City of West Torrens Development Plan and reinstated through the s76 of the PDI Act into the Planning and Design Code.

### **Background:**

Prior to the introduction of the Code, which introduced spatial mapping of building heights through TNV, very specific Principles of Development Control (PDC) were contained in the Development Plan that gave guidance to building height in the Urban Corridor Zone (Boulevard).

Specifically, the building height of 8 storeys applicable over the affected area was an unintended consequence of written policy contained in the Development Plan implemented through the Housing Diversity DPA (Part 2) in 2015. This was highlighted in a previously approved Statement of Intent (SOI):

*The approval of buildings of up to 8 storeys and 32.5 metres in height on sites within the Urban Corridor Zone and the Boulevard Policy Area 34, but in close proximity to parts of the Glandore Character Policy Area:*

- *is inconsistent with a key objective (Objective 5) of the Urban Corridor Zone, which seeks a built form that provides a transition down in scale and intensity at the zone boundary to maintain the amenity of residential properties located within existing zones; and*
- *has the potential to detract from the desired character of the Glandore Character Policy Area as an area with a unity of built form, particularly as viewed from the street.*

On 18 June 2015 the Housing Diversity DPA (Part 2) was gazetted. The Urban Corridor Zone was applied along Anzac Highway replacing components of the Industrial, Commercial, Residential, Neighbourhood Centre and Local Centre Zones. The Boulevard Policy Area 34 was applied to encourage a mix of land uses to complement the function of Anzac Highway as a strategic transport route linking Central Adelaide with Glenelg. In the two years subsequent to consolidation of the Housing Diversity DPA (Part 2), residents in the Glandore area raised concerns with Council that the 8 storey building height envisaged for some allotments in the Urban Corridor Zone would have a potentially detrimental impact on the Glandore Character Policy Area.

The 8 storey/level building height applicable on a handful of allotments came about through an inconsistency in language arising from the use of the terms, abutting and adjacent in a way that almost considers the two terms interchangeably, in now revoked PDCs and not in accordance with Council's intent.

Subsequently, a development application for an 8-storey, mixed use building at 192 Anzac Highway, within the Urban Corridor Zone in 2017 reinforced residents' concerns in this regard. In relation to Building Height as contained in the Development Plan the Urban Corridor Zone provided PDC 13:

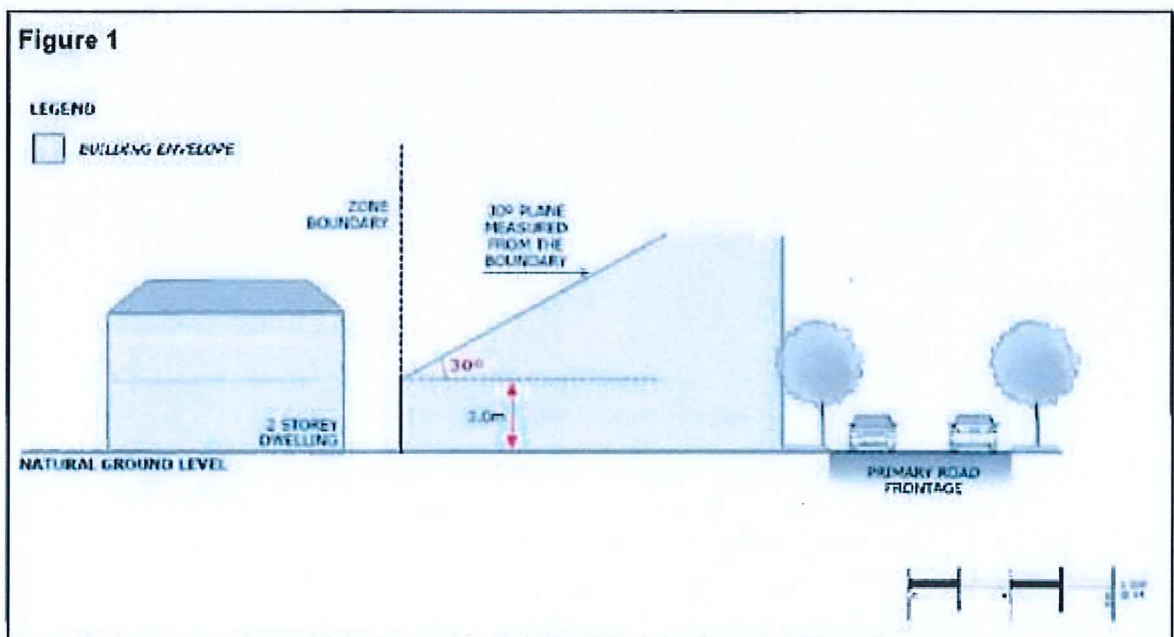


- 13 Except where airport building height restrictions prevail or the Interface height provisions require a lesser height, building heights (excluding any rooftop mechanical plant or equipment) should be consistent with the following parameters:

Policy Area	Minimum building height (above natural ground height)	Maximum building height (above natural ground height)
Boulevard Policy Area 34	3 storeys, or 4 storeys for land facing the Adelaide Park Lands	Allotments abutting Residential Character Glandore Policy Area 24, and allotments between Syme Street and South Road: 3 storeys and 12.5 metres  All other allotments: 8 storeys and up to 32.5 metres

The Urban Corridor Zone also provided PDC 14 in relation to Interface Height Provisions:

- 14 To minimise building massing at the interface with residential development outside of the zone (where the zone boundary is not along a street), buildings should be constructed within a building envelope provided by a 30 degree plane, measures from a height of 3 metres above natural ground level at the allotment boundary of a residential allotment within a residential zone (except where this boundary is the Primary Road frontage), as illustrated in Figure 1:



Council submitted a now withdrawn DPA to remedy inconsistencies in language arising from the use of the terms, abutting and adjacent. This DPA was withdrawn due to resourcing and ambiguity presented by the planning reform with it sought that the anomaly be rectified during the transition from Development Plan to Code.

The Code at 19 March 2021 applied a maximum building height in line with the withdrawn Glandore Character Area Protection DPA. Following the use of s76 of the PDI Act in July 2021, the building height of the affected area was reinstated from 3 levels to 8 levels. West Torrens Council now seek a Code amendment to alter the TNV as it relates to building height and remedy the inconsistency in building height that the Development plan contained and, ultimately prevent any degradation of character to the Glandore character area.

## **2. SCOPE OF THE CODE AMENDMENT**

### **2.1. Affected Area**

The proposal seeks to amend the Code for the Affected Area, being the land located in the urban Corridor (Boulevard) Zone along Anzac Highway, Glandore between Beckman Street, South Road and adjacent the Established Neighbourhood Zone (Glandore Character Area) within the City of West Torrens as shown in the map in Attachment A.

## 2.2. Scope of Proposed Code Amendment

### Site 1- 118A Anzac Highway, Glandore

<p><b>Current Policy<sup>1</sup></b></p>	<p><b>Local Variation (TNV)</b></p> <ul style="list-style-type: none"> <li>• Maximum Building Height (Metres) (Maximum building height is 32.5m)</li> <li>• Maximum Building Height (Levels) (Maximum building height is 8 levels)</li> <li>• Minimum Primary Street Setback (Minimum primary street setback is 3m)</li> <li>• Interface Height (Development should be constructed within a building envelope provided by a 30 degree plane, measured 3m above natural ground at the boundary of an allotment)</li> </ul> <p><b>Overlay</b></p> <ul style="list-style-type: none"> <li>• Airport Building Heights (Regulated) (All structures over 15 metres)</li> <li>• Affordable Housing</li> <li>• Building Near Airfields</li> <li>• Design</li> <li>• Future Road Widening</li> <li>• Hazards (Flooding)</li> <li>• Heritage Adjacency</li> <li>• Hazards (Flooding - Evidence Required)</li> <li>• Major Urban Transport Routes</li> <li>• Noise and Air Emissions</li> <li>• Prescribed Wells Area</li> <li>• Regulated and Significant Tree</li> <li>• Traffic Generating Development</li> </ul> <p><b>Zone</b></p> <p>Urban Corridor (Boulevard)</p>
<p><b>Amendment Outline</b></p>	<p>The amendment seeks to apply planning controls that provide a cohesive transition from Urban Corridor (Boulevard) Zone to the adjacent Established Neighbourhood Zone. The Glandore character area is predominantly low-rise and low to very low-density that is recognised for its valued streetscape characteristics.</p>
<p><b>Intended Policy</b></p>	<p>TNV for building height (metres) and building height (levels) be reviewed with the intention to reduce the building height in line with the remainder of the Urban Corridor (Boulevard) Zone that is within the definition of <b>adjacent land</b> to the Glandore Character Area:</p> <ul style="list-style-type: none"> <li>• Maximum Building Height (Metres) (Maximum building height is 12.5m)</li> <li>• Maximum Building Height (Levels) (Maximum building height is 3 levels)</li> </ul> <p>Unless identified by the proposal to initiate, the remainder of the land in Urban Corridor (Boulevard) Zone adjacent Glandore will not be affected by the change.</p>

<sup>1</sup> Note: for sites within the Phase 3 (Urban Areas) Code the Current Policy is draft and may change until the Phase 3 Code is implemented.



**Site 2 - 130-132 Anzac Highway, Glandore**

<p><b>Current Policy<sup>2</sup></b></p>	<p><b>Local Variation (TNV)</b></p> <ul style="list-style-type: none"> <li>• Maximum Building Height (Metres) (Maximum building height is 32.5m)</li> <li>• Maximum Building Height (Levels) (Maximum building height is 8 levels)</li> <li>• Minimum Primary Street Setback (Minimum primary street setback is 3m)</li> <li>• Interface Height (Development should be constructed within a building envelope provided by a 30 degree plane, measured 3m above natural ground at the boundary of an allotment)</li> </ul> <p><b>Overlay</b></p> <ul style="list-style-type: none"> <li>• Airport Building Heights (Regulated) (All structures over 15 metres)</li> <li>• Affordable Housing</li> <li>• Building Near Airfields</li> <li>• Design</li> <li>• Hazards (Flooding)</li> <li>• Heritage Adjacency</li> <li>• Hazards (Flooding - Evidence Required)</li> <li>• Major Urban Transport Routes</li> <li>• Noise and Air Emissions</li> <li>• Prescribed Wells Area</li> <li>• Regulated and Significant Tree</li> <li>• Traffic Generating Development</li> </ul> <p><b>Zone</b></p> <p>Urban Corridor (Boulevard)</p>
<p><b>Amendment Outline</b></p>	<p>The amendment seeks to apply planning controls that provide a cohesive transition from Urban Corridor (Boulevard) Zone to the adjacent Established Neighbourhood Zone. The Glandore character area is predominantly low-rise and low to very low-density that is recognised for its valued streetscape characteristics.</p>
<p><b>Intended Policy</b></p>	<p>TNV for building height (metres) and building height (levels) be reviewed with the intention to reduce the building height in line with the remainder of the Urban Corridor (Boulevard) Zone that is within the definition of <b>adjacent land</b> to the Glandore Character Area:</p> <ul style="list-style-type: none"> <li>• Maximum Building Height (Metres) (Maximum building height is 12.5m)</li> <li>• Maximum Building Height (Levels) (Maximum building height is 3 levels)</li> </ul> <p>Unless identified by the proposal to initiate, the remainder of the land in Urban Corridor (Boulevard) Zone adjacent Glandore will not be affected by the change.</p>

<sup>2</sup> Note: for sites within the Phase 3 (Urban Areas) Code the Current Policy is draft and may change until the Phase 3 Code is implemented.



**Site 3- 144 Anzac Highway, Glandore**

<p><b>Current Policy<sup>3</sup></b></p>	<p><b>Local Variation (TNV)</b></p> <ul style="list-style-type: none"> <li>• Maximum Building Height (Metres) (Maximum building height is 32.5m)</li> <li>• Maximum Building Height (Levels) (Maximum building height is 8 levels)</li> <li>• Minimum Primary Street Setback (Minimum primary street setback is 3m)</li> <li>• Interface Height (Development should be constructed within a building envelope provided by a 30 degree plane, measured 3m above natural ground at the boundary of an allotment)</li> </ul> <p><b>Overlay</b></p> <ul style="list-style-type: none"> <li>• Airport Building Heights (Regulated) (All structures over 15 metres)</li> <li>• Affordable Housing</li> <li>• Building Near Airfields</li> <li>• Design</li> <li>• Heritage Adjacency</li> <li>• Hazards (Flooding - Evidence Required)</li> <li>• Major Urban Transport Routes</li> <li>• Noise and Air Emissions</li> <li>• Prescribed Wells Area</li> <li>• Regulated and Significant Tree</li> <li>• Traffic Generating Development</li> </ul> <p><b>Zone</b></p> <p>Urban Corridor (Boulevard)</p>
<p><b>Amendment Outline</b></p>	<p>The amendment seeks to apply planning controls that provide a cohesive transition from Urban Corridor (Boulevard) Zone to the adjacent Established Neighbourhood Zone. The Glandore character area is predominantly low-rise and low to very low-density that is recognised for its valued streetscape characteristics.</p>
<p><b>Intended Policy</b></p>	<p>TNV for building height (metres) and building height (levels) be reviewed with the intention to reduce the building height in line with the remainder of the Urban Corridor (Boulevard) Zone that is within the definition of <b>adjacent land</b> to the Glandore Character Area:</p> <ul style="list-style-type: none"> <li>• Maximum Building Height (Metres) (Maximum building height is 12.5m)</li> <li>• Maximum Building Height (Levels) (Maximum building height is 3 levels)</li> </ul> <p>Unless identified by the proposal to initiate, the remainder of the land in Urban Corridor (Boulevard) Zone adjacent Glandore will not be affected by the change.</p>

<sup>3</sup> Note: for sites within the Phase 3 (Urban Areas) Code the Current Policy is draft and may change until the Phase 3 Code is implemented.

## Sites 4 - 158 Anzac Highway, Glandore

<p><b>Current Policy<sup>4</sup></b></p>	<p><b>Local Variation (TNV)</b></p> <ul style="list-style-type: none"> <li>• Maximum Building Height (Metres) (Maximum building height is 32.5m)</li> <li>• Maximum Building Height (Levels) (Maximum building height is 8 levels)</li> <li>• Minimum Primary Street Setback (Minimum primary street setback is 3m)</li> <li>• Interface Height (Development should be constructed within a building envelope provided by a 30 degree plane, measured 3m above natural ground at the boundary of an allotment)</li> </ul> <p><b>Overlay</b></p> <ul style="list-style-type: none"> <li>• Airport Building Heights (Regulated) (All structures over 15 metres)</li> <li>• Affordable Housing</li> <li>• Building Near Airfields</li> <li>• Design</li> <li>• Heritage Adjacency</li> <li>• Hazards (Flooding - Evidence Required)</li> <li>• Major Urban Transport Routes</li> <li>• Noise and Air Emissions</li> <li>• Prescribed Wells Area</li> <li>• Regulated and Significant Tree</li> <li>• Traffic Generating Development</li> </ul> <p><b>Zone</b></p> <p>Urban Corridor (Boulevard)</p>
<p><b>Amendment Outline</b></p>	<p>The amendment seeks to apply planning controls that provide a cohesive transition from Urban Corridor (Boulevard) Zone to the adjacent Established Neighbourhood Zone. The Glandore character area is predominantly low-rise and low to very low-density that is recognised for its valued streetscape characteristics.</p>
<p><b>Intended Policy</b></p>	<p>TNV for building height (metres) and building height (levels) be reviewed with the intention to reduce the building height in line with the remainder of the Urban Corridor (Boulevard) Zone that is within the definition of <b>adjacent land</b> to the Glandore Character Area:</p> <ul style="list-style-type: none"> <li>• Maximum Building Height (Metres) (Maximum building height is 12.5m)</li> <li>• Maximum Building Height (Levels) (Maximum building height is 3 levels)</li> </ul> <p>Unless identified by the proposal to initiate, the remainder of the land in Urban Corridor (Boulevard) Zone adjacent Glandore will not be affected by the change.</p>

<sup>4</sup> Note: for sites within the Phase 3 (Urban Areas) Code the Current Policy is draft and may change until the Phase 3 Code is implemented.



**Site 5-** 186 Anzac Highway, Glandore

<p><b>Current Policy<sup>5</sup></b></p>	<p><b>Local Variation (TNV)</b></p> <ul style="list-style-type: none"> <li>• Maximum Building Height (Metres) (Maximum building height is 32.5m)</li> <li>• Maximum Building Height (Levels) (Maximum building height is 8 levels)</li> <li>• Minimum Primary Street Setback (Minimum primary street setback is 3m)</li> <li>• Interface Height (Development should be constructed within a building envelope provided by a 30 degree plane, measured 3m above natural ground at the boundary of an allotment)</li> </ul> <p><b>Overlay</b></p> <ul style="list-style-type: none"> <li>• Airport Building Heights (Regulated) (All structures over 15 metres)</li> <li>• Advertising Near Signalised Intersections</li> <li>• Affordable Housing</li> <li>• Building Near Airfields</li> <li>• Design</li> <li>• Heritage Adjacency</li> <li>• Hazards (Flooding - Evidence Required)</li> <li>• Major Urban Transport Routes</li> <li>• Noise and Air Emissions</li> <li>• Prescribed Wells Area</li> <li>• Regulated and Significant Tree</li> <li>• Traffic Generating Development</li> </ul> <p><b>Zone</b></p> <p>Urban Corridor (Boulevard)</p>
<p><b>Amendment Outline</b></p>	<p>The amendment seeks to apply planning controls that provide a cohesive transition from Urban Corridor (Boulevard) Zone to the adjacent Established Neighbourhood Zone. The Glandore character area is predominantly low-rise and low to very low-density that is recognised for its valued streetscape characteristics.</p>
<p><b>Intended Policy</b></p>	<p>TNV for building height (metres) and building height (levels) be reviewed with the intention to reduce the building height in line with the remainder of the Urban Corridor (Boulevard) Zone that is within the definition of <b>adjacent land</b> to the Glandore Character Area:</p> <ul style="list-style-type: none"> <li>• Maximum Building Height (Metres) (Maximum building height is 12.5m)</li> <li>• Maximum Building Height (Levels) (Maximum building height is 3 levels)</li> </ul> <p>Unless identified by the proposal to initiate, the remainder of the land in Urban Corridor (Boulevard) Zone adjacent Glandore will not be affected by the change.</p>

<sup>5</sup> Note: for sites within the Phase 3 (Urban Areas) Code the Current Policy is draft and may change until the Phase 3 Code is implemented.

**Site 6- 188 Anzac Highway, Glandore**

<p><b>Current Policy<sup>6</sup></b></p>	<p><b>Local Variation (TNV)</b></p> <ul style="list-style-type: none"> <li>• Maximum Building Height (Metres) (Maximum building height is 32.5m)</li> <li>• Maximum Building Height (Levels) (Maximum building height is 8 levels)</li> <li>• Minimum Primary Street Setback (Minimum primary street setback is 3m)</li> <li>• Interface Height (Development should be constructed within a building envelope provided by a 30 degree plane, measured 3m above natural ground at the boundary of an allotment)</li> </ul> <p><b>Overlay</b></p> <ul style="list-style-type: none"> <li>• Airport Building Heights (Regulated) (All structures over 15 metres)</li> <li>• Advertising Near Signalised Intersections</li> <li>• Affordable Housing</li> <li>• Building Near Airfields</li> <li>• Design</li> <li>• Hazards (Flooding - Evidence Required)</li> <li>• Major Urban Transport Routes</li> <li>• Noise and Air Emissions</li> <li>• Prescribed Wells Area</li> <li>• Regulated and Significant Tree</li> <li>• Traffic Generating Development</li> </ul> <p><b>Zone</b></p> <p>Urban Corridor (Boulevard)</p>
<p><b>Amendment Outline</b></p>	<p>The amendment seeks to apply planning controls that provide a cohesive transition from Urban Corridor (Boulevard) Zone to the adjacent Established Neighbourhood Zone. The Glandore character area is predominantly low-rise and low to very low-density that is recognised for its valued streetscape characteristics.</p>
<p><b>Intended Policy</b></p>	<p>TNV for building height (metres) and building height (levels) be reviewed with the intention to reduce the building height in line with the remainder of the Urban Corridor (Boulevard) Zone that is within the definition of <b>adjacent land</b> to the Glandore Character Area:</p> <ul style="list-style-type: none"> <li>• Maximum Building Height (Metres) (Maximum building height is 12.5m)</li> <li>• Maximum Building Height (Levels) (Maximum building height is 3 levels)</li> </ul> <p>Unless identified by the proposal to initiate, the remainder of the land in Urban Corridor (Boulevard) Zone adjacent Glandore will not be affected by the change.</p>

<sup>6</sup> Note: for sites within the Phase 3 (Urban Areas) Code the Current Policy is draft and may change until the Phase 3 Code is implemented.



**Site 7 - 2A Stuart Street, Glandore**

<p><b>Current Policy<sup>7</sup></b></p>	<p><b>Local Variation (TNV)</b></p> <ul style="list-style-type: none"> <li>• Maximum Building Height (Metres) (Maximum building height is 32.5m)</li> <li>• Maximum Building Height (Levels) (Maximum building height is 8 levels)</li> <li>• Minimum Primary Street Setback (Minimum primary street setback is 3m)</li> <li>• Interface Height (Development should be constructed within a building envelope provided by a 30 degree plane, measured 3m above natural ground at the boundary of an allotment)</li> </ul> <p><b>Overlay</b></p> <ul style="list-style-type: none"> <li>• Airport Building Heights (Regulated) (All structures over 15 metres)</li> <li>• Affordable Housing</li> <li>• Building Near Airfields</li> <li>• Design</li> <li>• Heritage Adjacency</li> <li>• Hazards (Flooding - Evidence Required)</li> <li>• Major Urban Transport Routes</li> <li>• Noise and Air Emissions</li> <li>• Prescribed Wells Area</li> <li>• Regulated and Significant Tree</li> <li>• Traffic Generating Development</li> </ul> <p><b>Zone</b></p> <p>Urban Corridor (Boulevard)</p>
<p><b>Amendment Outline</b></p>	<p>The amendment seeks to apply planning controls that provide a cohesive transition from Urban Corridor (Boulevard) Zone to the adjacent Established Neighbourhood Zone. The Glandore character area is predominantly low-rise and low to very low-density that is recognised for its valued streetscape characteristics.</p>
<p><b>Intended Policy</b></p>	<p>TNV for building height (metres) and building height (levels) be reviewed with the intention to reduce the building height in line with the remainder of the Urban Corridor (Boulevard) Zone that is within the definition of <b>adjacent land</b> to the Glandore Character Area:</p> <ul style="list-style-type: none"> <li>• Maximum Building Height (Metres) (Maximum building height is 12.5m)</li> <li>• Maximum Building Height (Levels) (Maximum building height is 3 levels)</li> </ul> <p>Unless identified by the proposal to initiate, the remainder of the land in Urban Corridor (Boulevard) Zone adjacent Glandore will not be affected by the change.</p>

<sup>7</sup> Note: for sites within the Phase 3 (Urban Areas) Code the Current Policy is draft and may change until the Phase 3 Code is implemented.

**Site 8- 192 Anzac Highway, Glandore**

<p><b>Current Policy<sup>8</sup></b></p>	<p><b>Local Variation (TNV)</b></p> <ul style="list-style-type: none"> <li>• Maximum Building Height (Metres) (Maximum building height is 32.5m)</li> <li>• Maximum Building Height (Levels) (Maximum building height is 8 levels)</li> <li>• Minimum Primary Street Setback (Minimum primary street setback is 3m)</li> <li>• Interface Height (Development should be constructed within a building envelope provided by a 30 degree plane, measured 3m above natural ground at the boundary of an allotment)</li> </ul> <p><b>Overlay</b></p> <ul style="list-style-type: none"> <li>• Airport Building Heights (Regulated) (All structures over 15 metres)</li> <li>• Advertising Near Signalised Intersections</li> <li>• Affordable Housing</li> <li>• Building Near Airfields</li> <li>• Design</li> <li>• Heritage Adjacency</li> <li>• Hazards (Flooding - Evidence Required)</li> <li>• Major Urban Transport Routes</li> <li>• Noise and Air Emissions</li> <li>• Prescribed Wells Area</li> <li>• Regulated and Significant Tree</li> <li>• Traffic Generating Development</li> </ul> <p><b>Zone</b></p> <p>Urban Corridor (Boulevard)</p>
<p><b>Amendment Outline</b></p>	<p>The amendment seeks to apply planning controls that provide a cohesive transition from Urban Corridor (Boulevard) Zone to the adjacent Established Neighbourhood Zone. The Glandore character area is predominantly low-rise and low to very low-density that is recognised for its valued streetscape characteristics.</p>
<p><b>Intended Policy</b></p>	<p>TNV for building height (metres) and building height (levels) be reviewed with the intention to reduce the building height in line with the remainder of the Urban Corridor (Boulevard) Zone that is within the definition of <b>adjacent land</b> to the Glandore Character Area:</p> <ul style="list-style-type: none"> <li>• Maximum Building Height (Metres) (Maximum building height is 12.5m)</li> <li>• Maximum Building Height (Levels) (Maximum building height is 3 levels)</li> </ul> <p>Unless identified by the proposal to initiate, the remainder of the land in Urban Corridor (Boulevard) Zone adjacent Glandore will not be affected by the change.</p>

<sup>8</sup> Note: for sites within the Phase 3 (Urban Areas) Code the Current Policy is draft and may change until the Phase 3 Code is implemented.



### 3. STRATEGIC PLANNING OUTCOMES

Proposed Code Amendments occur within a state, regional and local strategic setting, which includes:

- State Planning Policies (SPPs)
- Regional Plans
- Other relevant strategic documents.

#### 3.1. Alignment with State Planning Policies

The State Planning Policies (SPPs) set out the State’s overarching goals and requirements for the planning system. Under section 66(3)(f) of the Act, the Code must comply with any principle prescribed by a SPP.

The Code Amendment should be initiated because the strategic planning outcomes sought to be achieved through the Code Amendment align with or seeks to implement the following SPPs:

State Planning Policy (SPP)	Code Amendment Alignment with SPPs
<ul style="list-style-type: none"> <li>• SPP 2 - Design Quality: Good design improves the way our buildings, streets and places function, making them more sustainable, more accessible, safer and healthier.</li> <li>○ SPP 2.8- Recognise the unique character of areas by identifying their valued physical attributes in consultation with communities.</li> <li>○ SPP 2.9- Respect the characteristics and identities of different neighbourhoods, suburbs and precincts by ensuring development considers existing and desired future context of a place</li> <li>○ SPP 2.11- Manage the interface between modern built form of different scales with more traditional dwelling forms, including through the management massing and proportions</li> <li>• SPP 7- Cultural Heritage: South Australia’s cultural</li> </ul>	<p>The Code amendment will be consistent with the key policy directions proposed by the State Planning Policies.</p> <p>The Code amendment seeks to:</p> <ul style="list-style-type: none"> <li>• Facilitate good design outcomes that ensure new development positively contributes to existing neighbourhoods.</li> <li>• Ensure new development is sensitive to the existing character of an area. Providing for transitions between higher density and multi-storey, mixed-use developments in activity centres, corridors and existing detached housing precincts.</li> </ul>

<p>heritage reflects the diversity, unique features and key moments in our state's history and contributes to our community's understanding of its sense of place and identity</p> <ul style="list-style-type: none"> <li>○ SPP 7.7 - Provide certainty to landowners and the community about the planning processes for heritage identification, conservation and protection.</li> </ul>	
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### 3.2. Alignment with Regional Plans

As with the SPPs, the directions set out in Regional Plans provide the long term vision as well as setting the spatial patterns for future development in a region. This includes consideration of land use integration, transport infrastructure and the public realm.

The 30-Year Plan for Greater Adelaide (2017 Update) volume of the Planning Strategy is relevant for this Code Amendment.

Regional Plan Identified Priorities or Targets	Code Amendment Alignment with Regional Plan
Design Quality	<p>By facilitating good design outcomes that ensure new development positively contributes to existing neighbourhoods.</p> <p>Ensuring new development is sensitive to the existing character of an area, and in particular responding to:</p> <p><b>P27-</b></p> <p style="padding-left: 40px;">Provide for transitions between higher density and multi-story, mixed-use developments in activity centres, corridors and existing detached housing precincts.</p> <p><b>P29-</b></p> <p style="padding-left: 40px;">Encourage development that positively contributes to the public realm by ensuring compatibility with its surrounding context and</p>



	<p>providing active interfaces with streets and public open spaces.</p> <p><b>P31-</b></p> <p>Recognise the unique character of areas by identifying their valued physical attributes.</p> <p><b>A16 -</b></p> <p>Ensure that local area plans adequately manage interface issues in the local context and identify the appropriate locations for:</p> <ul style="list-style-type: none"> <li>• medium and high rise buildings</li> <li>• sensitive infill in areas of protection</li> <li>• where there should be minimum and maximum height limits.</li> </ul>
<p>Health, Wellbeing and Inclusion</p>	<p>By avoiding increased density concentration of new residents along areas known to be affected by noise and air pollutants.</p> <p>By not pursuing a situation where new development is seen as having impacts which are adverse to the interests and expectations of existing residents.</p> <p>By avoiding greater residential density close to multi-lane roads which are shown to store heat and increase surface temperatures during the day and into the night (urban heat island impacts) and which may exacerbate existing health and wellbeing vulnerabilities (physical and mental health implications).</p>
<p>Climate Change</p>	<p>By recognizing the risks of increasing densities in areas affected by 1 in 100 year flooding, and where urban heat island impacts and air pollution from proximity to Anzac Highway may further exacerbate any existing health and wellbeing vulnerabilities.</p> <p>Mitigating against these impacts by reducing the number of additional dwellings located in close proximity to Anzac Highway in the location where the allotments depths do not allow sufficient open space areas.</p> <p>Responding to:</p> <p><b>P107-</b></p> <p>Increase the proportion of low-rise, medium-density apartments and attached dwellings to support carbon-efficient living.</p>

### 3.3. Alignment with Other Relevant Documents

Additional documents may relate to the broader land use intent within the scope of this proposed Code Amendment (or directly to the Affected Area) and therefore are identified for consideration in the preparation of the Code Amendment.

The following table identifies other documents relevant to the proposed Code Amendment:

Other Relevant Document	Code Amendment Alignment with Other Relevant Document
West Torrens Community Plan 2030	<p>Community Life Strategic Objective:</p> <ul style="list-style-type: none"> <li>• Recognition of our unique local cultural identity and heritage</li> </ul> <p>Built Environment Strategic Objective:</p> <ul style="list-style-type: none"> <li>• An attractive, safe and cohesive urban environment that supports better quality development assessment outcomes, diverse housing choice and compatible non-residential development.</li> <li>• Neighbourhoods designed to promote safe, active travel and strengthen connections, amenity and accessibility.</li> </ul>
Council's Strategic Directions (Section 30) Report: Vision 2025	<p>Council's most recent Section 30 Report was approved by DPTI in March 2015. Recommendations from Council's Strategic Directions (Section 30) Report supporting the proposed DPA are as follows:</p> <ul style="list-style-type: none"> <li>• Future challenges facing the Council include demand for new and affordable residential housing and higher and better use of land, while protecting areas of high character and heritage value. Design will be increasingly important to ensure the built form is environmentally sustainable, human scale, responsive to human needs, aids crime prevention and mitigates interface issues.</li> </ul>

## 4. INVESTIGATIONS AND ENGAGEMENT

### 4.1. Investigations Already Undertaken

The table below identifies what investigations have already been undertaken in support of the proposed Code Amendment.

Investigation Undertaken	Summary of Scope of Investigations	Summary of Outcome of Recommendations
Local Character Study (Jensen Planning for City of West Torrens) 2010	The purpose of this report was to define and describe the future character of areas throughout the City of West Torrens.	Assist with the development of desired character statements which formed part of the detail of the Housing Diversity DPA.
Open Space for Higher Density Structure Plan Project (URPS for City of West Torrens) 2017	Document and identify opportunities for the provision of open space in and around these higher density areas culminating in a Structure Plan which can guide Council's investment in open space as its population and urban form changes.	The Project sought to improve the provision of open space in relation to areas where higher density development is forecast. Specifically, identifying Urban Corridor Zone Policy Area 34 has an area with a deficit of open space.
Western Adelaide Urban Heat Mapping Project (Seed Consulting for Western Region Partner Councils) 2017	<ul style="list-style-type: none"> <li>• Undertake detailed urban heat mapping across the Western Adelaide Region to identify the location and characteristics of urban heat;</li> <li>• Obtain data which will provide a better understanding of how the Western Adelaide Region is currently affected by urban heat; and</li> <li>• Identify key factors which influence temperatures across a city at the local scale, such as urban design and spatial geometry.</li> </ul>	<p>Responding to urban heat risk through:</p> <ul style="list-style-type: none"> <li>• Identifying priority areas for heat mitigation</li> <li>• Mitigating urban heat islands</li> <li>• Decision mapping</li> <li>• Future directions</li> </ul>
<p>Research undertaken to inform the Housing Diversity DPA (as listed below):</p> <ul style="list-style-type: none"> <li>• Vision 2025: Strategic</li> </ul>	<p><b>Vision 2025: Strategic Directions Report (2015):</b></p> <p>The SDR is intended to outline a strategic vision for growth within West Torrens by means of a program of Development Plan Amendments to translate</p>	<p><b>Vision 2025: Strategic Directions Report (2015):</b></p> <p>Key issues from all these plans include:</p> <ul style="list-style-type: none"> <li>• Achieving orderly and efficient development</li> </ul>



<p>Directions Report - City of West Torrens, March 2015</p> <ul style="list-style-type: none"> <li>• Towards 2025 Community Plan - City of West Torrens, September 2014</li> <li>• Vision 2025: Strategy Directions Report - City of West Torrens, September 2008</li> <li>• City of West Torrens Vision 2025 Technical Review Report - City of West Torrens, July 2008 *</li> <li>• The future of West Torrens 2025: Section 30 Development Plan Review Issues Paper - City of West Torrens, September 2006</li> <li>• Section 30 Review of Development Plan: Residential Demand, Trends, Issues and</li> </ul>	<p>Council's strategic vision into Development Plan content.</p>	<p>consistent with the aims of the 30 Year Plan, suitable for our changing population, and sympathetic to areas of heritage</p> <ul style="list-style-type: none"> <li>• Integrating transport and land use planning, including integrating the Adelaide Airport with the surrounding Council area</li> <li>• Providing for safe, healthy and connected communities</li> <li>• Sustainable and resilient natural and built environments, adapted for our climate</li> </ul>
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Options - Connor Holmes, February 2006		
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## 4.2. Further Investigations Proposed

In addition to the investigations already undertaken and identified above, the table below outlines what additional investigations that will be undertaken to support the Code Amendment.

Further Investigations Proposed	Explanation of how the further investigations propose to address an identified issue or question
<p>Environmental (Amenity)/Landscape Values, Heritage and Culture:</p> <p>Review/Update the 2010 Character Study with a specific focus on the Character of Glandore (which informed the Housing Diversity DPA)</p> <p>Investigate interface and massing of 8 level maximum building height</p>	<p>Identify the current state of the character of Glandore and impact of an 8 level building height on the Glandore character area.</p>

## 4.3. Engagement Already Undertaken

Submissions received during the engagement undertaken during the Housing Diversity DPA (gazetted in June 2015) raised the following responses amongst many others as per the Summary and Response to Public Submissions:

- *Does not support this boundary as it may result in the juxtaposition of 8 storey Residential Flat Buildings with character dwellings.*
- *Does not support proposed Policy Area 34 within the Urban Corridor Zone at Anzac Highway. Suggests that this zoning will ruin the historic character of Glandore.*

- *Concerned that a portion of Glandore proposed to be within the Boulevard Policy Area 34 in which the highest dwelling density is proposed. It is unrealistic to think that a predominantly single storey suburb can coexist, socially and aesthetically, with buildings of up to 10 storeys. Transitioning from multiple storeys to one store over one block is not realistic. Higher density living in Glandore will lead to a loss of identity and loss of character.*
- *Buildings higher than 2 storeys are completely out of character with old residential neighbourhoods and will destroy the tranquil life of residents. Particularly opposes 8 storey buildings along Anzac Highway which will obliterate the skyline*
- *Does not support the proposed Urban Corridor Zone at Anzac Highway, Glandore/Plympton. Particularly concerned about proposed building heights of 3 or more storeys due to:*
  - *Overshadowing*
  - *Loss of open space and privacy*
  - *Traffic Congestion*
  - *Crime*
  - *Impacts on property values.*

As a result of the submissions received the Elected Members at that time resolved and recommended the following be addressed in the DPA:

Reduce the width of the Urban Corridor Zone on the southern side of Anzac Highway, Glandore, and reduce height limit to 3 storeys where development abuts Policy Area 24 in the Residential Zone.

The change in boundary whilst favourable, did not address the interplay between the words abut and adjacent. The resultant outcome did not reflect the height limit sought adequately or appropriately in light of earlier community consultation and expectation.

Further consultation occurred when the Planning and Design Code went through two rounds of consultation. The Code was consulted on for the two rounds of consultation with the reduced building levels contained in it. This consultation was undertaken by the State Planning Commission (SPC).

A desktop review of publically available documents submitted in relation to the SPC's consultation on the Code identified support for the reduction in height as stated on page 438 of *Phase Three (Urban Areas Planning and Design Code Amendment Engagement Report*, which provided as follows:

Apply the Maximum Building Height (storeys) Technical and Numeric Variation with a value of 3 storeys where the Urban Corridor Zone shares an interface (within 60m) with a Suburban Neighbourhood Zone.

The Suburban Neighbourhood Zone in this instance changed to become the Established Neighbourhood Zone.

Likewise, West Torrens Council's submission supported the spatial application of a 3 level maximum building TNV over the affected area during both rounds of consultation.



#### 4.4. Further Engagement Proposed

In addition to the engagement already undertaken and identified above, the table below outlines what additional engagement is to be undertaken at a minimum to support the Code Amendment. This will be further refined through the drafting of the Engagement Plan.

<b>Further Engagement Proposed</b>	<b>Explanation of how the further engagement propose to address an identified issue or question</b>
<i>Notification to affected land owners/occupiers and neighbouring land owners and residents</i>	Identify the potential impact of the proposed Code amendment on landowners and neighbours.
<i>Notification to State Member of Parliament</i>	Notify State Member for Badcoe
<i>Relevant Government Agencies</i>	Yet to be identified through the development of Engagement Plan.

### 5. CODE AMENDMENT PROCESS

#### 5.1. Engagement Plan

The Code Amendment process will occur in accordance with the Community Engagement Charter and Practice Direction 2 – Consultation on the Preparation or Amendment of a Designated Instrument.

The Designated Entity will prepare an Engagement Plan prior to the commencement of engagement on the proposed Code Amendment. The Engagement Plan will include the following mandatory consultation requirements (which may be in addition to the engagement outlined in this Proposal to Initiate):

- the Local Government Association must be notified in writing of the proposed Code Amendment;
- if the Code Amendment has a specific impact on 1 or more particular pieces of land in a particular zone or subzone (rather than more generally), the Designated Entity must take reasonable steps to give a notice in accordance with Regulation 20 of the *Planning, Development and Infrastructure (General) Regulations 2017*, to:
  - the owners or occupiers of the land; and

- owners or occupiers of each piece of adjacent land;
- consultation must also occur with any person or body specified by the State Planning Commission under section 73(6)(e) of the Act.

## **5.2. Engagement Report**

Once engagement on the Code Amendment is complete, the Designated Entity will prepare an Engagement Report under section 73(7) of the Act.

The Designated Entity must ensure that a copy of the Engagement Report is furnished on the Minister and also published on the SA Planning Portal. This will occur in accordance with Practice Direction 2.

The Engagement Plan and the Engagement Report will also be considered by the State Planning Commission during the final stages of the Code Amendment process. The Commission will provide a report to the Environment, Resources and Development Committee of Parliament under section 74(3) of the Act. The Commission's report will provide information about the reason for the Code Amendment, the consultation undertaken on the Code Amendment and any other information considered relevant by the Commission.

## **5.3. Code Amendment Timetable**

The Proponent (where it is also the Designated Entity) commits to undertaking the Code Amendment in line with the timeframe outlined Attachment B. If a timeframe is exceeded (or expected to be exceeded) the Proponent agrees to provide an amended timetable to the Department with an explanation of the delay, for approval by the Minister of an extension of time for the Code Amendment.







## ATTACHMENT B: Timetable for Code Amendment by Proponent

Step	Responsibility	Timeframe
<b>Approval of the Proposal to Initiate</b>		
Review of Proposal to Initiate to confirm all mandatory requirements are met (timeframe will be put on hold if further information is required). Referral to the Minister to request advice from the Commission	AGD	2 weeks <i>(includes lodgement and allocation + referral to Government Agencies within the first week)</i>
Minister requests advice from the Commission.	Minister	2 weeks
Referral to Government Agencies for comment (where necessary)	AGD, Relevant Government Agencies	+ 2 weeks
Consideration of Proposal to Initiate and advice to the Minister	Commission (Delegate)	3 weeks
	Commission	+ 3 weeks
<b>Proposal to Initiate</b> agreed to by the Minister	Minister	2 weeks
<b>Preparation of the Code Amendment</b>		
Engagement Plan Prepared. Investigations conducted; <b>Code Amendment Report</b> prepared The Drafting instructions and draft mapping provided to AGD	Designated Entity	6 weeks
AGD prepares Amendment Instructions and Mapping and provides to Council for consultation purposes	AGD	1 week
Preparation of Materials for Consultation	Designated Entity	To be informed by Engagement Plan
<b>Engagement on the Code Amendment</b>		
<b>Code Amendment Report</b> released for public consultation in accordance with the Community Engagement Charter and the prepared <b>Community Engagement Plan</b>	Designated Entity	"Insert No. Weeks" [[Can be left blank as it will be informed by Engagement Plan]
<b>Consideration of Engagement and Finalisation of Amendments</b>		
Submissions summarised; Amended drafting instructions provided, <b>Engagement Report</b> prepared and lodged with AGD	Designated Entity	2 weeks
Assess the amendment and engagement. Prepare report to the Commission or delegate  <i>Timeframe will be put on hold if further information is required, or if there are unresolved issues</i>	AGD	4 weeks
Consideration of Advice	Commission (Delegate)	2 weeks <i>(includes 1 week to process through Minister's office)</i>
	Commission	+ 3 weeks

Step	Responsibility	Timeframe
		<i>through Minister's office)</i>
	Commission	+ 3 weeks
<b>Decision Process</b>		
Minister considers the <b>Code Amendment Report</b> and the <b>Engagement Report</b> and makes decision	Minister	3 weeks
<b>Implementing the Amendment (operation of the Code Amendment)</b>		
Go- Live- Publish on the PlanSA Portal	AGD	2-4 weeks
<b>Parliamentary Scrutiny</b>		
Referral of approved <b>Code Amendment</b> to ERDC	AGD	8 weeks



**TO: MINISTER FOR PLANNING**

**RE: PROPOSAL TO INITIATE A CODE AMENDMENT BY THE CITY OF WEST TORRENS**

## **PURPOSE**

To recommend that you approve, with conditions, the Proposal to Initiate the Glandore Character Area Protection Code Amendment (the Proposal).

## **BACKGROUND**

Section 73(2)(b) of the *Planning, Development and Infrastructure Act 2016* (the Act) provides:

### **73 – Preparation and amendment**

(2) A proposal to amend a designated instrument may be initiated by—

(b) with the approval of the Minister, acting on the advice of the Commission—

(vi) a council;

The City of West Torrens (the Council) has lodged a Proposal to Initiate the Glandore Character Area Protection Code Amendment to amend the Planning and Design Code (the Code) as it relates to the affected area (**Attachment 1**).

The State Planning Commission (the Commission) considered the Proposal to Initiate at its meetings of 9 December 2021 and 28 April 2022 (including additional information from Council) and resolved to support the Code Amendment, subject to conditions.

A summary of the roles and responsibilities for you and the Commission in regard to the Code Amendment is provided in **Appendix A**.

A flowchart of the Code Amendment process is provided in **Appendix B**.

## **DISCUSSION**

The following sets out the strategic, policy and procedural considerations in relation to the Proposal to Initiate, including conditions that are recommended should you agree to initiate the Code Amendment.



## Proposal

The Proposal seeks to amend policies affecting eight allotments within the Urban Corridor (Boulevard) Zone located between Anzac Highway, Beckman Street and South Road, Glandore.

The proposed policy amendments will seek to alter the Maximum Building Height (metres) and Maximum Building Height (levels) Technical and Numerical Variations (TNVs), and remedy an inconsistency in building height that will assist to manage interface and transitional issues between higher density and multi-storey, mixed use development from the adjoining low-density Glandore Character Area.

The inconsistency existed in the former West Torrens Council Development Plan, being introduced through a Council-led Development Plan Amendment (DPA) in 2015.

The Development Plan previously provided the following maximum building heights:

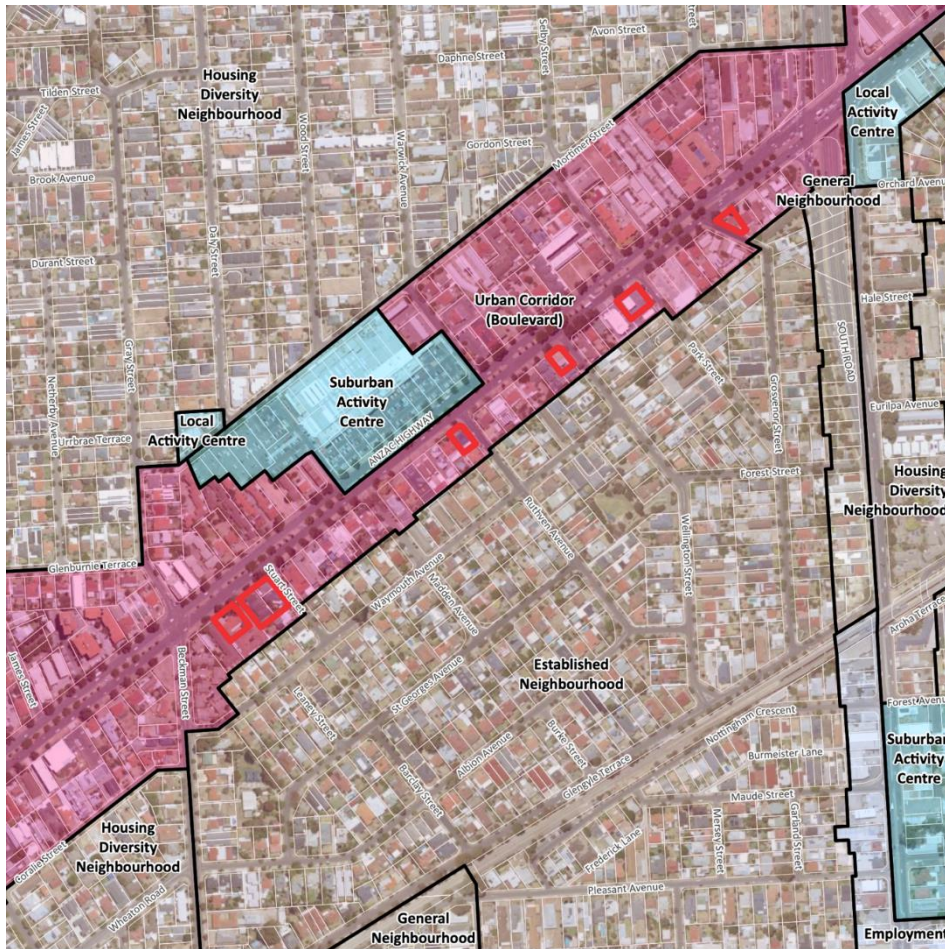
- Allotments *abutting Residential Character Glandore Policy Area 24*, and allotments between Syme Street and South Road: three storeys and 12.5 metres.
- All other allotments: eight storeys and up to 32.5 metres.

However, there are seven allotments in the Urban Corridor that are in close proximity to the Character Area that do not 'abut' it, as they are separated by other land within the Urban Corridor Zone (generally due to a hammerhead allotment existing at the interface with the Character Area). This resulted in the majority of sites having a consistent building height of three storeys, and seven sites having a greater maximum building height of eight storeys.

It was unintentionally amended via the implementation of the Code in March 2021 where a consistent three storey building height was applied.

On 1 July 2021, a minor or operational amendment to the Code was made, pursuant to section 76 of the Act, to increase the maximum building height from three levels to eight levels for seven properties along Anzac Highway, Glandore. The rationale for this was that the height applied to these properties was not consistent with the previous maximum building height of eight building levels and 32.5 metres in the former City of West Torrens Development Plan. It was intended that building heights in Development Plans be transitioned into the Code via the Phase Three Code Amendment.

The affected area and current zoning is shown in the figure below.



**Planning and Design Code Zoning**

The affected area is located within the Urban Corridor (Boulevard) Zone. The following Overlays apply to the land:

- Airport Building Heights (Regulated) – All structures over 15 metres
- Affordable Housing
- Building Near Airfields
- Design
- Hazards (Flooding) + Hazards (Flooding – Evidence Required)
- Heritage Adjacency
- Major Urban Transport Routes
- Prescribed Wells Areas
- Regulated and Significant Tree
- Traffic Generating Development.

The following TNVs apply to the land:

- Maximum Building Heights (Metres) – 32.5m
- Maximum Building Levels (Levels) – 8
- Minimum Primary Street Setback – 3m
- Interface Height – 30 degrees.

Land to the south-east of the affected area is within Established Neighbourhood Zone. The Glandore Character Area (WeToC3) also applies over the adjoining south areas.

**Strategic Considerations**

The following sets out the strategic considerations relating to this proposal and rationale for the Commission recommending support for the Code Amendment.

More details of the Commission’s strategic priorities are provided in **Appendix C**.

An assessment against the State Planning Policies (SPPs) and relevant Regional Plan are provided in **Appendix D**.

### Strategic Advice

The proposal is considered to be consistent with the strategic intent of a number of the SPPs and *The 30-Year Plan for Greater Adelaide: 2017 Update* (the 30-Year Plan) to facilitate good design outcomes and ensure new development positively contributes to existing neighbourhoods. Further, specific reasons are provided below:

- The Proposal seeks to facilitate good design outcomes that ensure new development has a positive contribution to existing neighbours. The proposed policy amendments will ensure new development is sensitive to the existing character within nearby allotments by providing for transitions between higher density and multi-storey, mixed-use developments in activity centres, corridors and existing detached housing precincts.
- The Proposal promotes integrated planning by regenerating neighbourhoods, albeit at a lesser height and density, than currently provided for, while ensuring a suitable transition to the adjoining character areas.

### *Residential Land Supply*

The subject land is located within the Inner South region of Greater Adelaide as defined within the Land Supply Reports (LSRs) for Greater Adelaide. The recently completed LSRs for Greater Adelaide indicates the following:

- Population projections estimate the Inner South region will grow by an estimated 14,700 (medium) to 16,400 (high) people over the next 10 years to 2030.
- It is estimated this will generate demand for an additional 5,100 (medium) to 7,200 (high) dwellings over the same period.
- The 'LSR – Part 2 (Urban Infill)' indicates there is sufficient amount of zoned land to accommodate projected demand for urban infill development within the Inner South region over the next 10+ years.
- Reducing the building height across these eight sites would not have a material impact on housing supply in the Region. In particular:
  - Within the Anzac Highway Urban Corridor (Boulevard) Zone, it is observed that demand has predominantly been for townhouse development up to three building levels.
  - Large portions of the Council area are zoned General Neighbourhood, which provides potential for low-rise infill development, and a broader range of dwelling types across the Council area.

The Commission note the strategic importance of corridors such as Anzac Highway in providing future valuable inner metropolitan infill opportunities which contribute to housing diversity and affordability. The Commission intends to consider the role and potential of these corridors in facilitating greater housing diversity through the review of the 30-Year Plan.



### *Land use characteristics*

The subject land includes eight allotments located between Anzac Highway, Beckman Street and South Road, Glandore.

The eight allotments are not directly abutting the Established Neighbourhood Zone (and Character Area Overlay) to the southeast, but rather separated by another allotment, similarly located within the Urban Corridor (Boulevard) Zone. This increased separation, albeit a single allotment, results in the current policy framework supporting built form of up to 32.5 metres or eight levels, compared with the balance of the immediate area being 12.5 metres or three levels.

The subject land contains predominantly single storey residential development, with two allotments containing commercial land uses. One of these sites contains a recently constructed retail fuel outlet on the corner of Anzac Highway and Park Street.

The area to the southeast of the subject land incorporate dwellings, predominantly in the form of single storey detached dwelling on allotments of a similar size and configuration. This area forms part of the Glandore Character Area – identified as 'WeToC3' in the Character Area Overlay.

### *Services and Infrastructure*

The location is well serviced by potable water, sewer, electricity, gas and communications infrastructure. The subject land is well serviced by high frequency public transport (bus) routes.

## **Procedural Considerations**

The following sets out the key procedural considerations that satisfy the legislative requirements. Pursuant to section 73(5) of the Act, approval for a Proposal to Initiate may be given on conditions prescribed by the regulations (there are none at this time) or as specified by you, as Minister for Planning. As such, a number of conditions are recommended by the Commission as set out below.

### Information Requirements

*Practice Direction 2 – Preparation of Amendment of Designated Instruments* outlines the information requirements for a Proposal to Initiate (**Appendix E**).

The mandatory information requirements have been met and therefore the Proposal is of a suitable form to be considered by you.

### Consistent with State Planning Policies and Regional Plan

The Code must be consistent with the principles of the SPPs and should be consistent with the directions of the relevant Regional Plan, which, in this instance, is the 30-Year Plan. This assessment is provided in the appendices.

A more detailed analysis is also located in the Proposal to Initiate.

In summary, the Proposal to Initiate is considered to be consistent with the SPPs and Regional Plan.

### Designated Entity

As this proposal is by a council, under section 73(4) of the Act you may decide to enable the proponent to be the Designated Entity and conduct the Code Amendment processes. Alternatively, you can give the Chief Executive of the Department for Trade and Investment the responsibility for undertaking the processes.

The Commission has resolved to recommend that proponents should prepare and lead their own Code Amendments for the 12-month period following the implementation of the Phase Three Code. This is to ensure State resources are not diverted from strategic matters of importance as the new planning and development system is implemented.

It is also acknowledged that in recent discussions with the Chief Executive Officer and Mayor of the Council, the then Minister for Planning and Local Government indicated an in-principle support for Council to lead this Code Amendment (**Appendix F**).

The documentation should, however, be prepared by a suitably qualified person to ensure statutory procedures and good planning outcomes are addressed.

### *Recommendation(s)*

That the City of West Torrens be the Designated Entity responsible for undertaking the Code Amendment process.

The Code Amendment is prepared by a person with qualifications and experience that is equivalent to an Accredited Professional—Planning Level 1 under the Act.

### Investigations to support the Amendment

The investigations undertaken to date are outlined in the Proposal to Initiate (**Attachment 1**). The Proponent has identified further investigations to support the Code Amendment, including:

- Interface Management
- Review of existing character of the Glandore Character Area.

The Commission has resolved that these investigations are suitable, and no other investigations are specified under section 73(6)(f) of the Act.

### Application of the Code

The Proposal seeks to amend a number of existing TNVs that affect eight allotments within the Urban Corridor (Boulevard) Zone that reduces both the height and scale of future development:

- Maximum Building Height (metres) – maximum building height reduced from 32.5 metres to 12.5 metres.
- Maximum Building Height (levels) – maximum building height reduced from eight levels to three levels.

The resulting policy amendments will provide consistent building height and levels with adjoining allotments found within the Urban Corridor (Boulevard) Zone between South Road and Beckman Street.

The Proposal does not seek to make any amendments to the remainder of the land located within the Urban Corridor (Boulevard) Zone adjacent Glandore.

#### *Recommendation(s)*

That a condition be placed on the Proposal to Initiate that limits the scope of the proposed Code Amendment to exclude the creation of new planning rules, and to be limited to the spatial application of zones, subzones, overlays, or technical and numerical variations provided for under the published Code (on the date the Amendment is released for consultation).

### Consultation

In accordance with the Community Engagement Charter, the Designated Entity is required to prepare an Engagement Plan that will outline how, when and with whom it engages with regarding the proposed Code Amendment. Consultation was initially scheduled to commence in early 2022, subject to consideration regarding early commencement. However, due to delays resulting from the additional investigations sought by the Commission, it is anticipated that consultation will occur by mid-late 2022.

The Commission has determined to specify the following further persons or bodies that the Designated Entity must consult with in relation to the proposed Code Amendment, as permitted under section 73(6)(e) of the Act:

- Department for Infrastructure and Transport
- State Members of Parliament for the electorates in which the proposed Code Amendment applies.

In addition, in accordance with sections 44(6) and 73(6)(d) of the Act, the consultation must be undertaken with:

- Owners or occupiers of the land and adjacent land in accordance with the *Planning Development and Infrastructure (General) Regulations 2017*.

#### *Recommendation(s)*

Advise the Designated Entity of the required consultation with the entities and bodies specified by the Commission.



**RECOMMENDATIONS**

- |   |                                |
|---|--------------------------------|
| <p>1. Note the advice of the State Planning Commission provided to you as required under section 73(2)(b) of the Act.</p>   | <p>NOTED / NOT NOTED</p>       |
| <p>2. Note that the State Planning Commission has, under section 73(6)(e) of the Act, specified that the Designated Entity must consult with the following nominated individuals and entities, and advise the Designated Entity accordingly:</p> <ul style="list-style-type: none"> <li>• Department for Infrastructure and Transport</li> <li>• State Members of Parliament for the electorates in which the proposed Code Amendment applies.</li> </ul>   | <p>NOTED / NOT NOTED</p>       |
| <p>3. Note that the State Planning Commission has, under section 73(6)(f) of the Act, resolved to not specify further investigations or information requirements in addition to that outlined in the Proposal to Initiate, and advise the Designated Entity accordingly.</p>  | <p>NOTED / NOT NOTED</p>       |
| <p>4. Approve Initiation under section 73(2)(b) of the Act, subject to the following conditions, under section 73(5) of the Act:</p> <p>a) The Designated Entity must obtain your approval to undertake early commencement of the proposed Code Amendment, pursuant to section 78 of the Act.</p> <p>b) Should the Designated Entity seek approval to undertake early commencement, a draft Engagement Plan and an updated timetable are to accompany the request.</p> <p>c) The scope of the proposed Code Amendment does not include the creation of new planning rules, and is limited to the spatial application of zones, subzones, overlays, or technical and numerical variations provided for under the published Planning and Design Code (on the date the Amendment is released for consultation).</p> <p>d) The Code Amendment is prepared by a person with qualifications and experience that is equivalent to an Accredited Professional-Planning Level 1 under the Act.</p> | <p>APPROVED / NOT APPROVED</p> |

- |  |                         |
|--|-------------------------|
| 5. Under section 73(4)(a) of the Act, approve the initiation of the Code Amendment on the basis that the City of West Torrens will undertake the Code Amendment processes (as the Designated Entity) required under the Act. | APPROVED / NOT APPROVED |
| 6. Agree to sign the Proposal to Initiate the Glandore Character Area Protection Code Amendment ( <b>Attachment 1</b> ).   | AGREED / NOT AGREED     |
| 7. Agree to sign the attached letter to the City of West Torrens advising of your approval and conditions ( <b>Attachment 2</b> ).   | AGREED / NOT AGREED     |

**NICK CHAMPION MP**  
/ / 2022



**Craig Holden**  
Chair, State Planning Commission  
10 / 06 / 2022

**Attachments:**

1. Proposal to Initiate to the Glandore Character Area Protection Code Amendment (#17946020).
2. Suggested letter to the City of West Torrens (#18052672).

**Appendices:**

- A. Summary of Roles and Responsibilities in Code Amendment Process (#18050242).
- B. Process Flowchart – Code Amendments Initiated by Proponents (#18050273).
- C. State Planning Commission’s Strategic Priorities (#18050284).
- D. Assessment against the State Planning Policies and Regional Plan (#18049919).
- E. *Practice Direction 2 – Preparation of Amendment of Designated Instruments* (#18050295).
- F. Letter from the then Minister for Planning and Local Government to the City of West Torrens, 15 October 2021 (#17873615).

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