

Statement of Intent

By the Council

Mount Barker (DC)

Regional Town Centre DPA

by the

District Council of Mount Barker

Date: 28 August 2013

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



for

**Andrew Stuart
CHIEF EXECUTIVE OFFICER**

Date: 28 August 2013

**John Rau
MINISTER FOR PLANNING**

Date:

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1. Introduction

1.1 Statement of Intent

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

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

1.2 Chief Executive Statement

The Chief Executive Officer of the Council confirms the following:

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

1.2.1 Council Contact Person

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

- Simon Coote, Policy Planner on 83917291 or email scoote@dcmtbarker.sa.gov.au
- Judith Urquhart, Senior Policy Planner on 8391 7286 or email jurquhart@dcmtbarker.sa.gov.au

2. Scope of the Proposed DPA

2.1 Need for the Amendment

2.1.1 Rationale

The Development Act 1993 sets out that a Development Plan should seek to promote the Planning Strategy, that being the 30 year Plan for Greater Adelaide. A key focus of the Plan is the development of regional activity centres. It seeks to reinvigorate the City of Adelaide and 16 of the region's major activity centres. Mount Barker has been identified as one of 7 Regional Centres within the activity Centres Hierarchy (Map D6).

Mount Barker is the only identified Centre within the entire Mount Lofty Ranges region. It is situated 40 kilometres from the nearest identified District Centre and 50 kilometres from the nearest identified Regional Centre. Mount Barker will develop to be a major regional focus for business and retail activity, as well as providing a broad range of services including secondary and tertiary education facilities, recreation and leisure facilities and government and community organisations.

Activity centres provide concentrations of business, administrative, civic, retail, entertainment, employment, research, education and community uses. Increasingly, higher density forms of residential development are becoming an integral part of the centre landscape.

The 30 Year Plan caters for 13,000 new dwellings, 29,000 more people and 13,000 additional jobs in the Adelaide Hills and Murray Bridge region which encompasses Mount Barker. Of this, an additional 15,600 more people were envisaged for the strategic growth areas of Mount Barker & Nairne. Given the projected residential growth and the proximity of Mount Barker to the northern and western parts of Alexandrina Council and Rural City of Murray Bridge and in addition to its role in servicing the Adelaide Hills area, its role as the regional level activity centre is likely to increase two to three fold.

This expansion area was rezoned by the Minister for Urban Development and Planning in 2010 through the implementation of the Mount Barker Urban Growth Ministerial Development Plan Amendment. Due to this Ministerial DPA the urban growth area is anticipated to exceed the minimum population target in the *30 Year Plan for Greater Adelaide*, providing for up to 10,000 dwellings, and housing up to 26,000 people.

However the centre is currently spatially constrained and expansion outwards is significantly constrained. There is the need to create additional floor space commensurate with greater specialisation and focus of business to service regional needs and requirements. As such the centre will need to develop in ways that define Mount Barker in the future as a regional "city". The following criteria best describes the envisaged future indicating the transformation from regional hub to regional city:

- *Major designated population growth region (state significant)*
- *Regional centre for government services, health education, retail sport and department stores, national chains and large specialty shops*
- *Transport complexity and major infrastructure demands*
- *Hierarchy of services in centres (regional, neighbourhood, local)*
- *National investment interests.*

The 30 Year Plan envisages the development of transit-orientated development in many of the traditional activity centres in Metropolitan Adelaide given their proximity in relation to both main arterial roads and the metropolitan rail network. The Mount Barker Township is adjacent to the South Eastern Freeway, and while the majority of the commuting to Adelaide is by private vehicle, two Park 'n' Ride facilities (one existing and one proposed) are located on opposite ends of the Regional Town Centre Zone.

Consultants GHD, Leedwell Strategic and Elton Consulting were engaged to assist Council in preparing a strategy for the Mount Barker Town Centre and with providing specialist expertise such as property market advice, urban design skills and economic analysis. The consultant group attended

several workshops with Council Members and engaged with key Town Centre stakeholders on several occasions during the development of the Mount Barker Town Centre Strategy Masterplan. Council endorsed the Mount Barker Town Centre Strategy Masterplan on 2 April 2012.

The Regional Town Centre Development Plan Amendment represents the translation of the Vision, Strategies and Policies elucidated in the Mount Barker Town Centre Strategy Masterplan into planning policy and provisions in the Mount Barker (DC) Development Plan.

In summary this Regional Town Centre DPA will:

- Implement the Mt Barker Town Centre Strategy Masterplan and spatial realisation of precinct strategies/structure planning to:
 - Facilitate, encourage and support *Economic Development*
 - Increase *Employment Opportunities and Growth*
 - Increase *Activity Generation*
 - Improve and direct *Transport and Access*
 - Create *Quality of Experience*
- Amend the BDP Policy Area Boundaries to align with the precinct area boundaries as delineated in the Mt Barker Town Centre Strategy Masterplan (**refer to Figure 5,Page 14**).
- Develop Concept Plan Maps to incorporate precinct/policy area structure planning, incorporating key movement networks and addressing differential building heights adjoining policy area boundaries.
- Reinforce regional business and retail activities in proposed Regional Business / Retail Core Policy Area by carrying over existing planning provisions for the existing Core Policy Area.
- Develop design guidelines in table format and/or Desired Character Statements for select policy areas
- Review and apply Transit Orientated Development and Medium Density policies from the SA Planning Policy Library to select policy areas.
- Increase residential densities commensurate with recommendations for precincts as delineated in the Mt Barker Town Centre Strategy Masterplan
- Allow for major retailing to exceed 500m² within proposed Regional Business/Retail Core Policy Area.
- Review existing land uses within the Gawler Street Historic Conservation Area and amend Historic Conservation Area commensurate with prevailing built form, land use and respective policy areas.

Enable alternative forms of residential accommodation (i.e. row dwellings, residential flat buildings) commensurate with respective policy areas/ precincts as proposed in the Mt Barker Town Centre Structure Masterplan.

Enable alternative forms of residential accommodation that can facilitate the provision of Renewal SA targets for affordable housing.

- Enable alternative forms of residential accommodation in designated policy areas to be independent of commercial activity.
- Incorporate the relevant provisions of Core Policy Area 7 (BDP conversion) to the new Civic / Office Policy Area and amend the provisions to emphasise the Precinct's prime office / civic function.
- Amend existing policy to more actively promote consolidated parking options in appropriate locations

▪ Mixed Use Development

More focussed, higher density residential precincts (including some mixed use precincts) will be encouraged to wrap around the centre so as to:

- foster a resident centre population,
- offer the community alternative lifestyle and housing options, providing a variety of medium to high density dwelling types,
- address the current lack of housing type and choice and
- provide for mixed used development based upon Transit Orientated Development related principles at and with near proximity to the bus interchange.

▪ Higher Density Residential Development

Medium to high density residential options should be explored within the Town Centre, including development incorporating Transport Orientated Development principles and design characteristics. This is consistent with the 30 Year Plan's emphasis on promoting higher density residential densities within and adjacent to designated activity centres and transit interchanges. It is also consistent with the identification, in Council's response to the Mount Barker Urban Growth Ministerial DPA, of the opportunity for more dense urban forms to be located within the current urban fabric particularly around the Town Centre and along the landscaped corridors throughout the urban area.

New to medium to higher density opportunities in select areas can provide much needed alternative urban forms to recognise the needs generated by demographic and household size trends.

▪ Historic Conservation Areas

Review existing land uses within the Gawler Street Historic Conservation Area and amend Historic Conservation Area commensurate with prevailing built form, land use and respective policy areas. The Gawler Street Historic Conservation Area comprises both the historical main street and adjoining residential areas. The residential portion of the Historic Conservation Area comprises significantly different built form, land uses and is centred around Kia Ora Street and southern end of McLaren Street.

Gawler Street will be retained as a historic "main street" with a diverse and intimate mix of smaller scale retail, hospitality, tourism, entertainment and cultural uses. In other parts of the centre, heritage protection policy will retain a strong residential flavour but with the potential for small scale offices, consulting rooms and the like that are compatible with the existing built form.

▪ Higher Density Residential Development and Historic Conservation Areas

Investigate and prepare design guidelines and policy, including Desired Character Statements for guiding the increase residential densities in policy areas where the Heritage Conservation Area Overlay also applies. This is to ensure that proposed higher density residential density is of a scale, bulk and form that complement the existing heritage values and character.

3. Strategic and Policy Considerations

3.1 The Planning Strategy

3.1.1 Targets

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

| Target | How the target will be implemented: |
|--|---|
| 30 Year Plan for Greater Adelaide | |
| Prepare Precinct Requirements for transit-orientated style developments | The Mount Barker Town Centre Strategy Masterplan identified the Mixed Use (transit) Precinct. This DPA will utilise SA Planning Policy Library, TOD policies in the proposed Mixed Use (transit) policy area. |
| Designate 17 higher- order activity centres as a focus for the delivery of services and employment | This DPA introduces polices that reinforce the Mt Barker Town Centre as the regional hub for the Adelaide Hills and peripheral areas. It seeks to act as a driver for the provision of State and Federal Government, NGO and commercial services, regional level retail activities (i.e. department stores, national chains) and substantial employment growth. The vision as per the Mt Barker Town Centre Strategy Masterplan is for: <ul style="list-style-type: none"> - The pre-eminent regional centre for business activity within the Adelaide Hills, Upper Fleurieu peninsula and the Western Murray lands regions - The primary centre for high order employment in Mount Barker to create critical mass of activity to support population and retail drivers - A value proposition for attracting white collar and service employment at large scale representing a genuine employment option for residents. |

3.3.2 Policies

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

| Policy | How the policy will be implemented: |
|---|---|
| 30 Year Plan for Greater Adelaide | |
| Concentrate growth outside the metropolitan area in major regional towns and generally constrain growth in small towns and villages to protect their heritage and character | The Mount Barker Urban Growth MDPA facilitates residential urban growth. The Regional Town Centre DPA introduces policies that will be commensurate with the forecast urban growth in increased regional importance of the town centre. |
| Activate and rejuvenate higher-order activity centres and provide for integrated mixed uses around transport interchanges and wherever possible at a neighbourhood level. (page 71) | This DPA aims to facilitate the outcomes and recommendations of the Mount Barker Town Centre Strategy Masterplan |
| Adopt a Typology of activity centres, as set out in the Activity centre typology. (page 80) | The Mount Barker Town Centre is already zoned as a Regional Town Centre. |
| Ensure activity centres promote mixed-use rather than separate residential, commercial and retail developments. (page 80) | This DPA will introduce mixed-use areas within the Regional Town Centre Zone. |

| Policy | How the policy will be implemented: |
|---|--|
| Develop higher-density residential developments with and adjacent activity centres. (page 80) | Suitable locations within the Regional Town Centre Zone have been identified and are reflected in the proposed policy areas. These are the Residential Mixed use Policy Area, the Mixed Use (Transit) Policy Area and the Residential Higher Density Area. |
| Integrate services sector jobs into new growth areas, activity centres, transit corridors and transit orientated developments. (page 80) | The services section has been considered through the introduction of a Regional Civic and Office Policy Area. |
| Locate government services in the higher –order activity centres and transit-orientated developments to create viable clusters of activities to minimise unnecessary car trips. (page 80) | This DPA and associated infrastructure projects seek to achieve this policy. |
| Require new mixed-use medium- and high-rise developments to provide active street frontage (such as shops and restaurants) to encourage connectivity and increase public safety | This has been identified in the Mt Barker Town Centre Strategy Masterplan and will be facilitated through policies sourced from the SAPPL and the Urban Design study. |
| Maximise and increase the quality of public spaces, and require excellent design in the public realm. (p 87) | Policies sourced from the SAPPL, the Urban Design study, the Mount Barker Town Centre Strategy Masterplan and the draft Open Space, Recreation and Public Realm Strategy will be utilised in this DPA to meet this policy. |
| Protect and strengthen the identity of agreed character areas by enhancing the value elements of the existing streetscape. (p 87) | The Historic Conservation Areas Desired Character Statements will be reviewed in conjunction with the Urban Design study, and the draft Open Space, Recreation and Public Realm Strategy. |
| Provide safe and attractive streetscapes in growth areas and transit-orientated developments through street tree plantings and lighting. (p 87) | Policies sourced from the SAPPL, the Urban Design study, the Mount Barker Town Centre Strategy Masterplan and the draft Open Space, Recreation and Public Realm Strategy will be utilised in this DPA to meet this policy. |
| Create a clear transition between new higher – density development (near shops and railways stations) and existing detached housing precincts, such that housing densities will decrease in line with the distance from transport thoroughfares and railways stations. (p 88) | This DPA will promote the introduction of higher density residential development through more focussed, high density residential policy areas (including some mixed use areas) will be encouraged to wrap around the centre to: <ul style="list-style-type: none"> - Foster resident centre population to encourage activity outside of normal business hours - Offer the community alternative lifestyle and housing options, providing a variety of medium to high density dwelling types and local services within a walkable distance of homes. - Provide for mixed use development based on Transit Orientated Development related principles adjacent to the bus interchange (park ‘n’ ride). |
| Capitalise the role heritage places and areas play in creating a sense of place through techniques such as adaptive re-use and clearly desired character statement in structure plans. (p88) | The existing heritage Areas within the defined area of this DPA will be reviewed in light of existing policies and desired outcomes for higher residential density and the reinforcement of the traditional main street as the focus for cafés, restaurants and small scale speciality shops and service businesses. |
| Plan for the growing number of young families. (p 90) | The DPA will promote the introduction of higher density residential development through more focussed, high density residential policy areas (including some mixed use areas) will be encouraged to wrap around the centre to offer the community alternative lifestyle and housing options, providing a range of medium to higher density dwelling types. |
| Plan for the projected increase in the number and proportion of elderly people and respond to their preference to remain living in their existing community. (p 90) | |
| Reinforce the state government policy that least 15 per cent of new dwellings should meet the | |

Regional Town Centre DPA
3. Strategic and Policy Considerations

| Policy | How the policy will be implemented: |
|---|--|
| <p>criteria for affordable housing (of which five per cent is specifically for high needs housing in significant new developments and growth areas, including:</p> <ul style="list-style-type: none"> - Areas subject to Structure Plans and precinct planning, in particular new transit-oriented developments and transit corridors | <p>Enable alternative forms of residential accommodation that can facilitate the provision of Renewal SA targets for affordable housing.</p> |
| <p>Provide for the integration of new affordable housing with other dwellings in developments to avoid inappropriate concentrations of social housing. (p98)</p> | <p>Consultation with Renewal SA (Affordable Housing Section) will assist with establishing parameters for medium and high density sites to help gain an understanding of potential issues around lot and apartment sizes, private open space and the integration of affordable housing into the Development Plan Amendment.</p> |
| <p>Ensure that the standard of affordable housing is at least consistent with other dwellings in a development, for example, in appearance, construction, materials, energy efficiency and water conservation measures. (p98)</p> | |
| <p>Design pedestrian and cycle –friendly areas in growth areas and existing neighbourhoods to promote active communities. (p101)</p> | <p>The DPA will introduce policies that will encourage development to</p> <ul style="list-style-type: none"> - reinforce pedestrian links to internal streets/laneways between Gawler Street, Mount Barker Plaza and the adjacent vacant development sites, - activate street frontages, creek lines and public spaces, - improve accessibility to pedestrian networks and existing trails. |
| <p>Require urban regeneration projects to provide links to adjoining areas to maximise the shared use of services and facilities</p> <p>Ensure that pedestrian areas in activity centres are direct, convenient, safe well –signposted, sheltered and shaded, and offer disabled access.</p> <p>Incorporate principles of Crime Prevention through environmental design in all public areas (such as open space and streets) and activity areas. (p101)</p> | <p>The DPA will introduce policy that will</p> <p>Reinforce street legibility and active street frontages</p> <p>Reinforce Gawler Street as a special place within the town – seek to provide visual screening from surrounding industrial or commercial areas, while at the same time encouraging footpath and cycleway links to promote pedestrian access.</p> <p>Reinforce pedestrian links to internal streets/laneways between Gawler Street, Mount Barker Plaza and the adjacent vacant development sites.</p> <p>Promote well designed mixed use development and active street frontages so as to animate the streets, creek line corridors and public spaces providing passive surveillance.</p> |
| <p>Increase housing density and encourage a variety of high-quality shops to locate near railway stations and major bus stops so people can buy groceries and fresh food on their way home, rather than making as separate car journey. (p101)</p> | <p>The Mixed Use (Transit) Policy Area is proposed around the existing railway station / bus interchange to the east of Mount Barker Creek.</p> <p>Application of a range of updated transit/ centre SAPPL provisions to encourage a mixed use area accommodating a range of compatible, non-residential uses with medium to high density residential land uses orientated towards a high frequency public transport corridor.</p> |
| <p>Concentrate jobs in the designated transit corridors and the 14 transit-oriented developments. Specific targets for jobs will be set as part of planning for these areas. This includes setting aside designated employment lands in transit corridors, new growth areas and higher-order activity centres. (p 102)</p> | <p>Remove the existing 2 storey maximum height limit applicable to the Caravan & Tourist Park Policy Area 17.</p> <p>Apply a range of updated Transit / Centre related Better Development Plan planning provisions to the new Precinct Policy Area consistent with the Precinct Objectives and increase the residential densities that are able to be achieved.</p> |
| <p>Promote mixed-use development in the transit</p> | |

| Policy | How the policy will be implemented: |
|--|--|
| corridors, activity centres and transit-oriented developments to ensure that jobs are situated close to where people live. Consideration should be given to setting specific targets for the types of services (such as retail) provided around transport interchanges to ensure job availability in major regional centres. (p 102) | <p>Incorporate the provisions of existing Core Policy Area 8 into the new Civic/Office Precinct Policy Area and amend the provisions to emphasise the Precinct's prime office / civic function.</p> <p>Amend existing building height restrictions to provide for higher buildings that graduate down the slope from Gawler Street towards Western Flat Creek so as to accommodate increased development densities without adversely impacting on the Gawler Street heritage character or impeding surrounding rural vistas.</p> |
| Promote, through the planning and design guidelines for the five transit-oriented developments and higher-order activity centres, a compatibility of uses by setting standards for noises and creating buffer distances between potentially incompatible. Design guidelines will need to ensure that mixed-use communities are of a high standard and are liveable. (p103) | While not being identified as a transit orientated development in a metropolitan location, this DPA will introduce Transport Orientated Development (TOD) policy through the amendment. A TOD style precinct has been identified in the Mount Barker Town Centre Strategy Masterplan. This will be facilitated through the introduction of the Mixed Use (Transit) Policy Area. |
| Integrate services sector jobs into new growth areas, activity centres, transit corridors and transit-orientated developments. (p 111) | The services section has been considered through the introduction of a Regional Civic and Office Policy Area |
| Set specific targets for the types of retail activity and services to be situated in the higher-order activity centres and transit-orientated developments. (p 111) | This has been facilitated through the Mount Barker Town Centre Strategy Masterplan. This DPA will transpose the outcomes and recommendations of the Masterplan into Development Plan policy through this amendment to the Mount Barker (DC) Development Plan. |
| Give priority to increasing densities and designating types of services, such as retail around existing interchanges and planned upgrades of railway and tram stations and bus interchanges. (p 111) | <p>The Mixed Use (Transit) Policy Area is proposed around the existing railway station / bus interchange to the east of Mount Barker Creek.</p> <p>Application of a range of updated transit/ centre SAPPL provisions to encourage a mixed use area accommodating a range of compatible, non-residential uses with medium to high density residential land uses orientated towards a high frequency public transport corridor.</p> |
| Protect the transport functionality of road and rail corridors through planning policy in Development Plans. (p 114) | <p>The transport functionality of the Regional Town centre is directed by the Transport master plan indicated in the Mount Barker Town Centre Strategy.</p> <p>The DPA will facilitate the development of structure plans (Concept Plan Maps) incorporating key movement networks,</p> <p>Vehicular traffic and movement have been identified in the Access and Movement Implementation Plan in the Mt Barker Town Centre Strategy, and incorporated Development Plan policy recommendations.</p> |
| Give priority to increasing densities and designating types of services, such as retail, around existing interchanges and planned upgrades of railway and tram stations and bus interchanges. (p114) | The DPA will review and apply Transport Oriented Development and Medium Density policies from the SAPPL to select policy areas. This is in line with the desired outcomes recommended in the Mt Barker Town Centre Strategy. |
| Implement the key actions that promote a more compact city, including the co-location of services with transport and mixed-use developments in transport corridors and around | |

Regional Town Centre DPA
3. Strategic and Policy Considerations

| Policy | How the policy will be implemented: |
|--|--|
| transport interchanges. (p 139) | |
| Promote short distance passenger travel through the introduction of a new urban form. (p 139) | |
| Incorporate water-sensitive urban design (WSUD) techniques in new developments to achieve water quality and efficiency benefits. | |
| Mandate WSUD for new developments (including residential, retail, commercial, institutional, industrial and transport developments) by 2013 (<i>consistent with Water for Good</i>). | The RTC DPA will utilise the Energy and Water Generation Report (2011) by SKM to inform the development of additional WSUD policies pertinent to the Regional Town Centre. |

3.2 Council Policies

3.2.1 Council's Strategic Directions (Section 30) Report

Recommendations from Council's Strategic Directions (Section 30) Report supporting the proposed DPA are as follows:

- The Mt Barker Town Centre Strategy Masterplan has been completed. The relevant DPA will introduce policies and targets generated by the Plan that reinforce the role of Mt Barker Town Centre as a Regional Centre.
- The Mount Barker Town Centre Strategy Masterplan highlights the importance of good urban design fundamentals through the development of an urban design framework and design guideline
- Reviewing policies in areas designated as higher density residential areas in the Mount Barker Town Centre Strategy Masterplan.
- The primary centre for high order employment in Mt Barker to create critical mass of activity to support population and retail drivers.
- Consideration of this form of housing [smaller / affordable] within the town centre and close by to public transport and other facilities
- As per Mt Barker Town Centre Strategy:
 - Broad target of 5% of population within a designated TOD (500 dwellings Over 20-30 years)
 - Broad target of 5% in other medium to high density housing areas (500 dwelling capacity over 20-30 years)
 - Broad target of 2,000 to 2,500 people accommodated in town centre
 - Requires designated (low level, mixed use) precincts with high environmental amenity and links to services, transport and recreation.
 - Accommodate dwellings in suitable areas for medium to high density – both separate from and integrated with retail and commercial use.

3.2.2 Infrastructure Planning

The proposed amendment will be consistent with current infrastructure planning (both social and physical) identified in Council's Strategic Directions Report, by the Minister or by a relevant government agency.

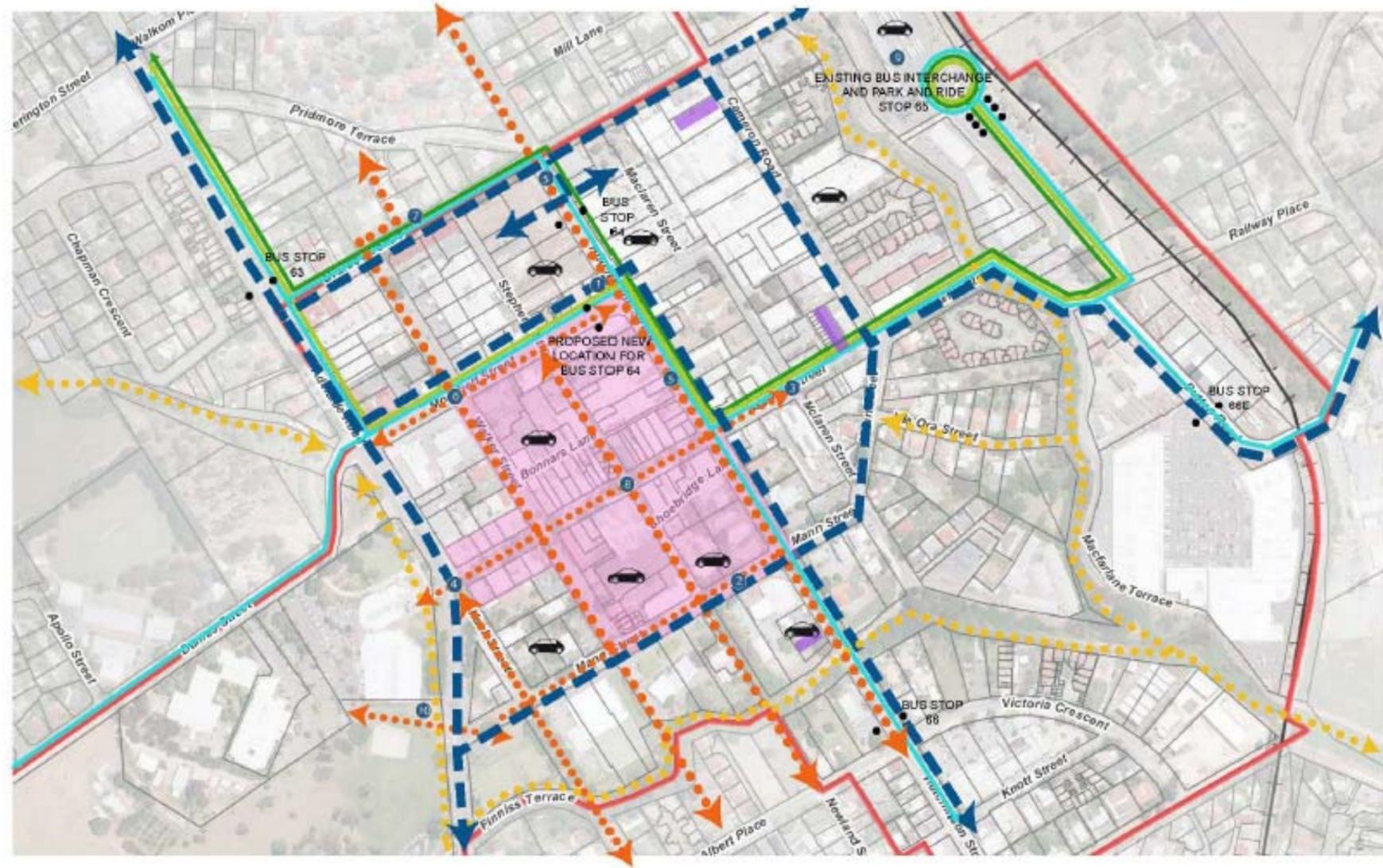
In particular, this DPA will support the following infrastructure projects:

- The 400 car- capacity "new" Park 'n' Ride facility on vacant land at Dumas Street near the Mount Barker TAFE – the Department for Planning, Transport and Infrastructure (DPTI)
- The design and delivery of an upgrade to the Morphett Hutchinson Precinct by the Council that
 - Accommodates the major impacts of new retail development proposed for the vacant land
 - Implements outstanding recommendations of the Transport Master Plan
 - Reconstruction of the road pavement in this precinct
 - Provide a much needed upgrade of the Morphett Hutchinson intersection
 - Improve the pedestrian environment including better connectivity to the Gawler Street precinct
- Traffic, access and pedestrian infrastructure proposals as identified in *Figure 6 – Proposed Transport and Access Plan – Key Issues* from the Mount Barker Town Strategy Masterplan (refer Page 10)
- Re-establishment of council's civic, administration and customer service facilities in the core of the Town Centre as a generational investment to support the core of the centre and enable better community access. (*Mount Barker Town Centre Strategy, Civic Space Precinct Plan (Part 1) & Financial/Investment Strategies (Part 2) February 2012*)
- This DPA will provide for significant development within the Regional Town Centre, with the potential for significant electricity load demand over the next 20-30 years. Investigations will be required to ascertain the future network capacity required to accommodate future development promoted by this DPA. These investigations may require the planning of additional infrastructure, as well as suitable locations for the infrastructure (i.e. substation or high voltage power line). Council will be working closely with SA Power networks during this process.

Figure 6 Proposed Transport and Access Plan – Key Issues

- KEY**
- Key Vehicular Movement
 - Road Extension
 - Pedestrian Link
 - Strong Pedestrian Link
 - Pedestrian/Cycle Link
 - Railway
 - Co-ordinated parking options
 - Loading Issue
 - Existing Adelaide bus route
 - Proposed Adelaide bus route
 - Local bus route
 - Bus stop

- 1 Consider the creation of a plaza/village green' adjoining the Hutchinson/Morphett Street intersection
- 2 Upgrade Mann Street corridor:
 - improve traffic management
 - pedestrian crossings
 - capacity for two lanes at the Adelaide roundabout
 - consider Mann Street as a future bus route
- 3 Upgrade Gawler Street between Hutchinson and Cameron Street & explore implications of Gawler Street as a 'shared' main street with the local community, traders and DPTI
- 4 Upgrade access into Gawler Street
- 5 Hutchinson Street corridor plan, including pedestrian crossings, bus stops, car parks and the provision of a right turn lane into Druids Ave
- 6 Morphett Street corridor management plan including:
 - pedestrian connectivity across Morphett Street
 - focal public transport
 - roundabout at Walker Street
- 7 Druids Avenue corridor management plan
 - retain significant trees and existing streetscape
 - rearrange intersection of Druids Avenue and Cameron Road to give priority to through traffic and allow local access
- 8 Develop a traffic calmed core which includes paving and pedestrianisation of Stephen Street and Bonnar Lane and 'shared' streets for Walker and Stephen Streets
- 9 Multi-deck car park with bus interchange at ground level and residential adjacent
- 10 Improve amenity and connectivity of existing pedestrian link



Scale 1:3500 @ A2

3.2.3 Other Policies or Local Issues

The policies of this DPA will be consistent with the policies in:

- The Council-wide section of the Development Plan

‘Centres and Retail Development’ relate to development within the Regional, Neighbourhood and Local Centres, as well as those identified Centre locations within the Residential Neighbourhood Zone. Changes to the Regional Town Centre policies will complement existing policies in this South Australian Planning Policy Module.

Within the Historic Conservation Area, Gawler Street Area 6, policy will be changed to reflect the differences between built form and historic character in Gawler Street and surrounding residential streets (e.g. Kia Ora Street, McLaren Street).

- Council’s Current DPAs

Better Development Plan and General DPA (with the DPTI/Minister for approval)

The Better Development Plan and General DPA converted the Mt Barker (DC) Development Plan to SA Planning Policy Library format.

Rural (Primary Production Protection) DPA

The introduction of policies related to energy efficiency and the addition of flood mapping to the Development Plan.

Integrated Water Management Regional DPA

The introduction of Water Sensitive Urban Design policy.

- The Development Plans of adjoining Local Government Areas

Adelaide Hills, Alexandrina, Mid Murray, Rural City of Murray Bridge and City of Onkaparinga

These development plans will be reviewed with respect to the proposed changes. Given that the Regional Town Centre DPA is in accord with the targets and policies of the 30 Year Plan, it is unlikely that any policy changes will impact on adjoining Council Development Plans.

- Schedule 4 of the Regulations

This DPA does not impact on existing designated areas for the purposes of Schedule 4 Complying Development, clause 2B—new dwellings.

3.3 Minister’s Policies

3.3.1 Planning Policy Library

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

- Advertisements
- Affordable Housing Overlay
- Design and Appearance
- Historic Conservation Area
- Interface between Land Uses
- Medium and High Rise Development
- Natural Resources
- Noise and Air Emissions Overlay

Regional Town Centre DPA

3. Strategic and Policy Considerations

- Regional Centre Zone
- Transport and Access
- Transit Living Policy Area
- Business Policy Area
- High Street Policy Area
- Main Street Policy Area
- Urban Core Zone

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

The following Ministerial policies introduced through section 25(5), 26 or 29 of the Act may be amended by this DPA:

- Residential Parks and Caravan and Tourist Parks DPA (*Ministerial*) (Interim) – [13 December 2007]
- Statewide Bulky Goods DPA (*Ministerial*) – [13 January 2011]

Any amendment to these policies will be justified in the DPA and Council confirms that the policies will only be changed in a way that ensures consistency with the Planning Strategy.

3.3.3 Ministerial DPAs

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

- Mount Barker Urban Growth DPA (*Ministerial*) – [16 December 2010]
- Statewide Bulky Goods DPA (*Ministerial*) – [13 January 2011]

4. Investigations and Consultation

4.1 Investigations

4.1.1 Investigations Previously Undertaken

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

- **Mount Barker Town Centre Strategy Masterplan**

Council undertook a broad Community Engagement process for the Mount Barker Town Centre Review from 20 October 2010 to 11 January 2011. This first stage of community engagement was designed to assist Council in providing direction to address current and future issues for the Town Centre. A consultation report detailing the outcomes of the engagement process was presented to Council in its meeting 7 February 2011. This engagement process contributed to the development of the Town Centre Strategy.

Prior to undertaking the engagement process, workshops were held with Council to confirm the objectives and to obtain Council Member input on key issues for the Town Centre. Council Members also contributed to the development of the Community Engagement Strategy and many participated in the open house sessions held in November 2010. The Community Engagement process was facilitated by URPS in conjunction with Council and the high quality work was recognised with a PIA award in 2011.

Consultants GHD, Leedwell Strategic and Elton Consulting were engaged to assist Council in preparing the strategy and providing specialist expertise such as property market advice, urban design skills and economic analysis. The consultant group attended several workshops with Council Members and engaged with key Town Centre stakeholders on several occasions during the development of the Mount Barker Town Centre Strategy Masterplan.

Council endorsed the Mount Barker Town Centre Strategy Masterplan on 2 April 2012 and a community consultation process followed for a 6 week period closing 21 May 2012. Two Open House Sessions were held on 9 May (Mount Barker Library) and 12 May (Mount Barker Town Hall). The community was invited to attend and comment on the Strategy. Material and staff facilitators were available to assist in explaining the key elements of the Strategy and record the comments received. Written responses were also encouraged.

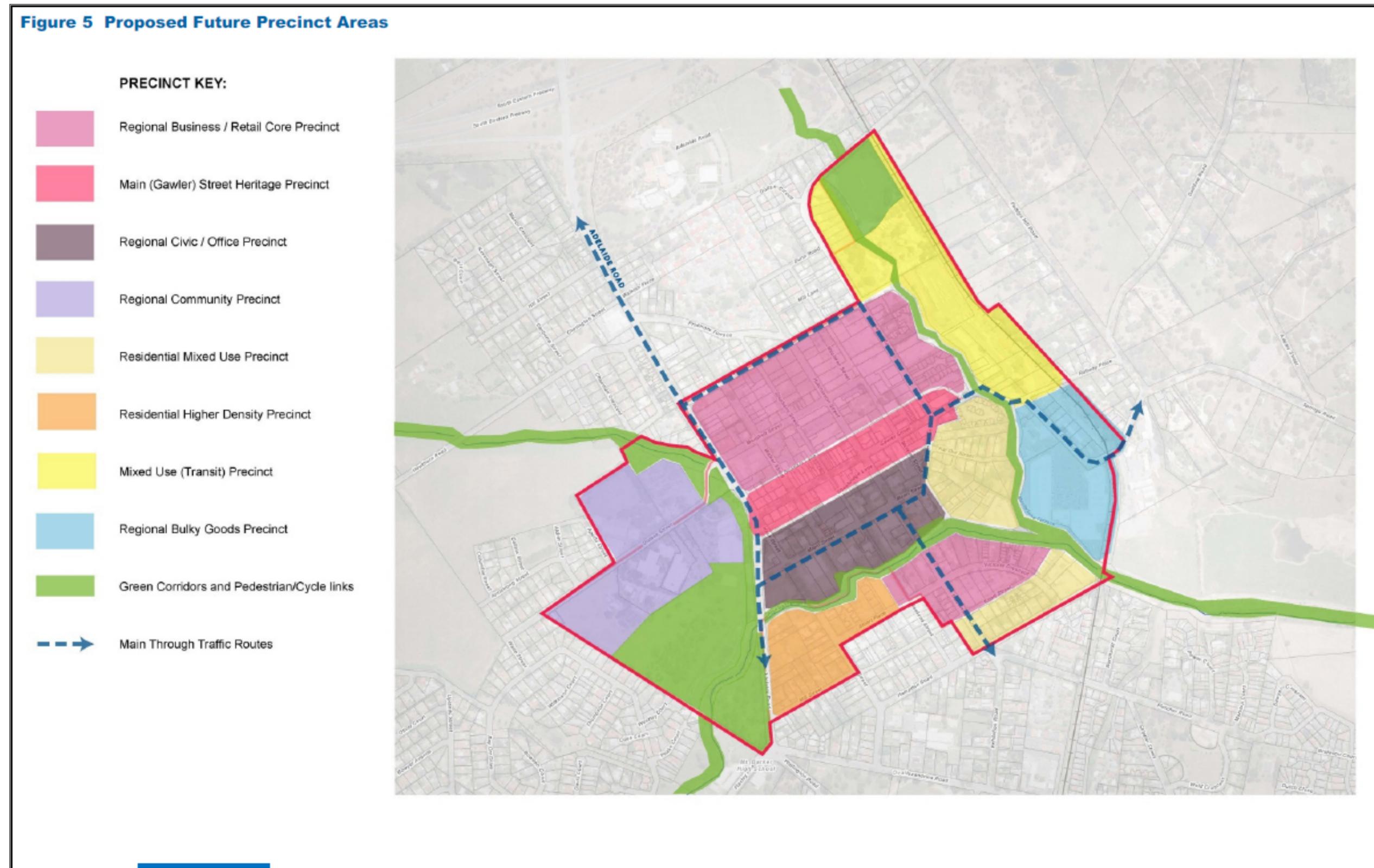
Valuable feedback was provided by the community in the written responses received and during the two Open House sessions. Appropriate amendments to the Mount Barker Town Centre Strategy have been made in accordance with these suggestions.

Comments were received which relate to specific policy change in Council's Development Plan. Many of these comments will be considered in further detail during the Development Plan Amendment process. Many of the comments received were at a level of detail which will be addressed during the implementation of individual projects. These projects will require further detailed precinct planning and the feedback received will be considered during this time.

The Mount Barker Town Centre Strategy Masterplan is intended to provide a high level strategic direction and a long term vision for the Town Centre. It sets objectives and associated implementation measures to be achieved over a 30 year period. It provides an indication as to the future projects to achieve the long term vision for the Town Centre. However, these projects will require more detailed investigations and precinct level plans which will consider many of the issues received by the community during consultation.

The Mount Barker Town Centre Strategy Masterplan aims to bring together three key themes and highlight how Council the community and other key stakeholders should respond to this change. In summary, the approach is to assist the Town Centre to evolve into a regional centre by increasing the level of retail, commercial and social activity, making the centre more attractive whilst managing vehicle congestion and pedestrian safety.

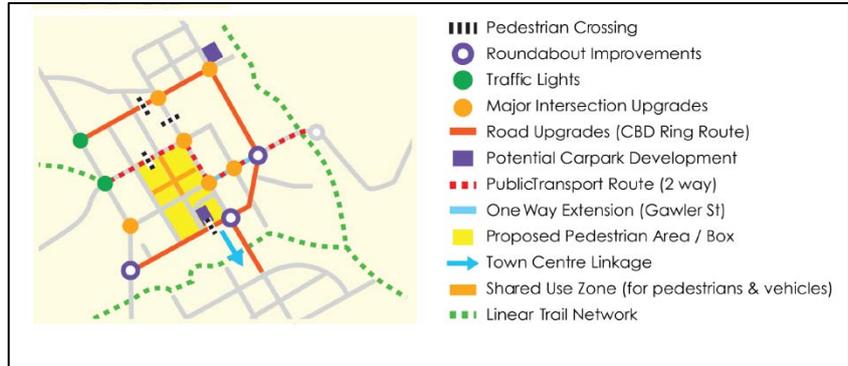
Spatial distribution and location of proposed Policy Areas (Precincts) in the Regional Town Centre Zone¹ (source: *Mount Barker Town Centre Strategy Masterplan March 2012*)



¹ **Note:** The Mount Barker Town Centre Strategy Masterplan refers to Precincts. For the purposes of the Regional Town Centre DPA these will be introduced in the amendment as Policy Areas.

▪ **Mount Barker Transport Master Plan**

**Mt Barker CBD
Future Transport Network**

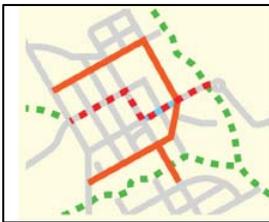


Changing Intersection Priority



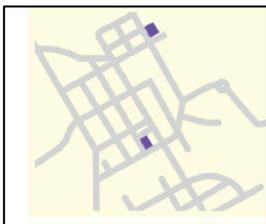
The priority of several intersections has exacerbated congestion and parking within the Mount Barker CBD. By reconfiguring, some of the traffic issues raised during the public consultation can be alleviated. For example, shifting the priority to Hutchinson Street at the Gawler street Intersections will facilitate movement to and through the BD and reduce congestion issues on Hutchinson Street.

Upgrading the Road Hierarchy an Improving Pedestrian / Cyclist Access



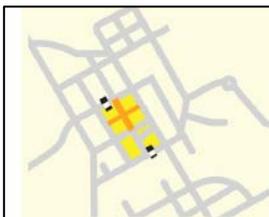
The current road hierarchy in the CBD has been allowed to develop without consideration to the impact that is having on traffic movements through and around the CBD. By upgrading or increasing the carrying capacity of certain roads, such as Mann street, we are allowing for greater traffic movements that reduce the impact of the through traffic on the CBD. By down grading or decreasing the capacity of certain roads, such as the southern end of Stephen Street, we are providing a more pedestrian orientated CBD that allows for multi-modal transport access.

Parking Strategy



Parking in the Mount Barker CBD was an issue of concern raised by many residents during consultation. The District Council of Mount Barker is investigating the potential development of several car parking stations to increase parking capacity of the CBD. The location of these parking stations will take into consideration proximity to retail opportunities, the CBD road network and hierarchy, as well as parking need and demand.

Pedestrian Box



The aim of the Pedestrian Box is to create a vibrant retail activity centre within Mount Barker CBD with Pedestrian-orientated streetscapes. This concept has been successfully implemented in several cities around the world, such as Leeds in the United Kingdom and Geneva in Switzerland. The calming of vehicle traffic within the box creates a community based environment where pedestrians and cyclists have the right-of-way. Short term parking will be available at the periphery of the Pedestrian Box allowing access by car to retail services, but not within the immediate area

- **District Council of Mount Barker Draft Open Space, Recreation and Public Realm Strategy**

The following are selected excerpts from the Strategy specific to the Mount Barker Town Centre.

Public Realm and Urban Design Framework (Draft)

Investigation of opportunities for the public realms of Mount Barker and its surrounding township identified a number of factors that require attention if improvements in the quality and character of the public realm are to be made.

- Review all potential opportunities against objectives and recommendations of the Mount Barker Town Centre Strategy Masterplan (2012).
- Maintain visual connections to surrounding landscapes and hills faces to reinforce the character of Mount Barker
- Reflect different land uses within the town, in relation to Gawler Street being a pedestrian experiential retail focus (cafés, outdoor dining, window shopping) as opposed to the retail precinct which involves destination and task orientated commercial activities (drive, arrive, leave).
- Consider opportunities for street furniture in Stephen Street and Hutchinson Street to encourage people to walk between precincts.
- Restore and protect culturally significant tree avenues (Druids Avenue, Walker Street, Gawler Street, Mann Street, Hack Street)
- Reinforce Gawler Street as a special place within the town – seek to provide visual screening from surrounding industrial or commercial areas, while at the same time encouraging footpath and cycleway links to promote pedestrian access.
- Reinforce pedestrian links to internal streets/laneways between Gawler Street, Mount Barker Plaza and the adjacent vacant development sites.
- Consider urban design and landscape treatments that improved service areas and the back of house yards.
- Opportunity to change the dominant scale of the town's built form by increasing the scale and prominence of trees within the urban environment – promote development of tree audit and street tree plan.
- Limit the potential for development to turn its back onto the creek.
- Consider the location of car parking near to the creek in order to provide opportunities for water sensitive urban design as well as visual connections and reinforcement of the significance of the creek.

- **Development of Rainwater Capture And Energy Generation Tables for Mount Barker Development Plan – Energy and Water Generation Report, August 2011**

The District Council of Mount Barker (the Council) wishes to include requirements for rainwater harvesting and energy generation within new developments in future iterations of the Mount Barker Development Plan. Planning for sustainable growth requires consideration of water and energy consumption.

SKM were engaged by the Council to summarise available information on energy and water use for a range of development types, and to translate this information into recommendations that can be included in the Development Plan.

4.1.2 Investigations Initiated to Inform this DPA

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

▪ **An Urban Design Study**

The urban design study will comprise a review of, but not limited to, the following culminating in the development of specific design guidelines, policies (including desired character statements):

- the existing built form and character of specified policy areas,
- the proposed mixed use policy areas,
- the proposed higher density residential policy areas,
- interface issues (*interface between differing land uses including residential - entertainment/commercial/transport*)
- proposed TOD style development
- complementary and sympathetic built form guidelines from for higher density development, in and adjacent to, Historic Conservation Areas, State and Local heritage places.
- Integration of areas within commercial and mixed use development with adjoining public space to provide a seamless transition between private space and the public realm.

▪ **Affordable Housing**

The urban design study will also incorporate investigations into the provision of affordable housing in the proposed mixed use, medium and high density residential areas. This commissioned report was produced by Sinclair Knight Mertz (SKM).

These investigations will be undertaken in tandem with consultation with the Affordable Housing section, Renewal SA on the parameters for medium and high density sites to determine the potential issues around lot and apartment sizes, private open space and the integration of affordable housing concessions into the Development Plan.

▪ **Water Sustainable Urban Design**

The urban design study will also incorporate investigations into water sensitive design techniques and capabilities for higher density commercial/ residential and mixed-use urban settings.

The study will draw upon the recommendations of the “*Development of Rainwater capture and Energy Generation Tables for Mount Barker Development Plan*” – ENERGY AND WATER GENERATION REPORT, August 2011. This commissioned report was produced by Sinclair Knight Mertz (SKM).

▪ **Economic Analysis**

The Mount Barker Town Centre Strategy sets broad objectives for economic development through retail, business and employment growth. Council intends the Town Centre to function as the pre-eminent regional centre for business activity within the region. The Mount Barker Town Centre DPA requires policy directions which seek to;

- Support development which attracts and retains office/business workers and service employment at large scale, representing a genuine employment option for the growing community;
- Establish Mount Barker as the primary centre for high order employment and increase accommodation options to create the critical mass of activity required to support population and retail drivers;
- Cater for the growth of retail services required to support the population growth of the region;

Council is commencing in near future a broader economic development strategy which provides a direction for the Economic Development of the District. This work will link to the key objectives of the Town Centre Strategy and inform the policy development to achieve the objectives above.

▪ **Identification of Potentially Contaminated Land**

Council will investigate the potential for contaminated sites within the Town Centre and insert appropriate policy into the Development Plan in conjunction with DPTI.

4.2 Consultation

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

- Relevant business and retail industry groups, land owners e.g. Gawler Street Traders, Business Mount Barker.
- Department for Planning, Transport and Infrastructure (DPTI)

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

Government Departments and other State Bodies

- Adelaide and Mount Lofty Ranges Natural Resources Management Board
- Country Fire Service
- Courts Administration Authority
- Department for Communities and Social Inclusion
- Department of Education and Children's Development
- Department for Environment, Water and Natural Resources
- Department of Further Education, Employment, Science and Technology
- Department of Health and Aging
- Department of Manufacturing, Innovation, Trade, Resources and Energy
- Department of Planning, transport and Infrastructure
- Department of the Premier and Cabinet (Aboriginal Affairs and Reconciliation Division)
- Department for Planning Transport, and Infrastructure
- Department of Primary Industries and Regions
- Environment Protection Authority
- Renewal SA
- SA Water
- South Australian Metropolitan Fire Service
- SA Murray Darling Basin Natural Resources Management Board
- South Australia Police
- SA Tourism Commission

Members of Parliament

- Jamie Briggs MP – Federal Member for Mayo
- Mark Goldsworthy MP - Member for Kavel
- Hon Isobel Redmond- Member for Heysen

Private Infrastructure providers

- ARTC
- SA Power Networks
- Electranet Pty Ltd

Adjoining Councils and Local Government

- Alexandrina
- Rural City of Murray Bridge
- Adelaide Hills
- City of Onkaparinga
- Mid Murray
- Regional Development Australia Adelaide Hills, Fleurieu and Kangaroo Island Inc.
- Local Government Association

Local Community Groups/Associations

- Gawler Street Traders
- Business Mount Barker
- Mannum Aboriginal Community Association Incorporated (MACAI)
- Mount Barker Residents Association

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

- A notice in the Government Gazette.
- A notice in The Courier.
- A notice in The Weekend Herald.
- Static Displays at Council Offices and Community Library
- Council newsletter
- Council website
- Information session(s)
- Social media
- Workshops/meetings with relevant business and retail industry groups, commercial land owners
- The scheduling of a Public Meeting at which any interest person may appear to make representations on the proposed amendment.

5. Proposed DPA Process

5.1 DPA Process

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

Process A

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

Process B1 (with consultation approval)

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

Process B2 (consultation approval not required)

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

Process C

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

5.1.1 Rationale

Process B2 has been selected in given the importance of the Mt Barker Town Centre as a regional centre.

5.2 Interim Operation

Interim Operation is not being sought by Council

6. Professional Advice and Document Production

6.1 Professional Advice

The professional advice required will be provided by:

- Marc Voortman Principal Planner - Urban Growth and Strategic Projects, District Council of Mount Barker, (Project Sponsor)
- Judith Urquhart. Senior Policy Planner
- Simon Coote, Policy Planner, District Council of Mount Barker
- Consultant Planner(s) – to be engaged

These people satisfy the professional advice requirements of the Act and Regulations and will provide advice to the council prior to the preparation of the DPA. This person is not considered to have a conflict of interest or perceived conflict on interest in the DPA.

6.2 Document Production

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

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

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

6.3 Mapping

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

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

- Mike Georg, Hills Mapping &, Design, PO Box 109, Littlehampton, South Australia, 5250, Ph/F 83982812, M 0421213981

7. Proposed DPA Timetable

Process B1 (with consultation approval) Timetable

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

| Steps | Responsibility | Agreed Timeframe from Minister's Approval |
|---|----------------|--|
| Development Plan Amendment (DPA) | | |
| Investigations conducted; DPA prepared and sent to the Department requesting agreement to commence public and agency consultation | Council | 8 – 12 weeks SOI agreement – DPA lodged with the Department for consultation approval |
| DPA assessed and report prepared for Minister | Department | 7 weeks |
| Public and agency consultation approved by Minister | Minister | 4 weeks |
| DPA prepared for public consultation | Council | 2 weeks Public consultation approved - public consultation commences |
| Public and agency consultation concludes | Council | 8 weeks |
| Summary of Consultation and Proposed Amendment (SCPA) | | |
| Public Meeting held; submissions summarised; DPA amended in accordance with Council's assessment of submissions; SCPA prepared and lodged with Department | Council | 6 weeks Public consultation closes – SCPA lodged with the Department |
| SCPA assessed and report on DPA prepared for Minister | Department | 7 weeks |
| Minister considers report on DPA and makes decision | Minister | 4 weeks |
| Approved amendment gazetted | Department | 2 weeks |

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