



7. DECISION REPORTS

7.1 STRUCTURE PLAN & REVISED SPATIAL VISION OUTCOMES - PRECINCT 2 (GOODWOOD & DAWS ROADS)

Report Author/Manager: Ben Hignett / Matthew Romaine

General Manager: Craig Harrison

(Meeting Date: 8 May 2018)

(Location: Babbage/Gault/Overton)

PROPOSAL

To endorse a draft Structure Plan and revised Spatial Vision Outcomes for Precinct 2 (Goodwood & Daws Roads), to be used for the purpose of community engagement.

Note:

This draft Structure Plan has been prepared for the purposes of community engagement and as such:

- a) does not have any legal effect; and*
- b) represents a concept only and will be released for the purposes of seeking the views and opinions of the community; and*
- c) is subject to change as a result of community engagement responses and any views of DPTI or the Minister for Planning in the future; and*
- d) cannot be relied upon for the purposes of future development proposals, land valuation processes and future development potential for any land depicted therein.*

This is one of five precincts in the City of Mitcham identified as having opportunities for significant change as part of Council's Spatial Vision and Local Area Planning project.

OPTIONS

DECISION 1 – STRUCTURE PLAN FOR PRECINCT 2

Option 1 (Staff Recommendation)

That Council endorses the Draft Structure Plan for Precinct 2 (Goodwood & Daws Roads) as shown at Attachment B1 – B2 of this Report for the purpose of community engagement.

Option 2

That Council endorses the Draft Structure Plan for Precinct 2 (Goodwood & Daws Roads) as shown at Attachment B1 – B2 of this Report for the purpose of community engagement, with the following amendments:

- *[insert amendments here]*



Option 3

That Council does not endorse the Draft Spatial Vision for Precinct 2 (Goodwood & Daws Roads) as shown at Attachment B1 – B2 of this Report for the following reasons:

- *[insert reasons here]*

DECISION 2 – SPATIAL VISION OUTCOMES

Option 1 (Staff Recommendation)

That Council endorses the following amended Spatial Vision Outcomes for Precinct 2 (Goodwood & Daws Roads) for the purpose of community engagement:

- A region focussed on the physical and mental wellbeing of its community based on supporting the ability for residents to ‘age in place’
- A recognised destination that is sensitively integrated into the existing community with small-scale commercial ventures that support the community
- An area driven by innovation and diverse solutions where accommodation, allied health and medical and other services support a mix of generations
- A strategically located opportunity area in close proximity to the Southern Innovation District and on a direct route between it and the City of Adelaide

Option 2

That Council endorses the following amended Spatial Vision Outcomes for Precinct 2 (Goodwood & Daws Roads) for the purpose of community engagement:

- *[insert amended Outcomes here]*

Option 3

That Council does not endorse amendments to the Spatial Vision Outcomes for Precinct 2 (Goodwood & Daws Roads) for the following reasons:

- *[insert reasons here]*

BACKGROUND

The Department of Planning, Transport and Infrastructure (DPTI) is working on mechanisms to implement a new planning system (the Planning, Development and Infrastructure Act) in stages over the next few years. This new planning system will have significant implications for all Councils.

Council is working to understand and address the implications of the reform for the City of Mitcham, both in partnership with the State Government and through a collaborative process with our community.



Repatriation General Hospital Site

On 23 January 2018 the Repatriation General Hospital (the 'Repat') and Surrounding Areas Development Plan Amendment (DPA) was gazetted and became operational.

This DPA applied a mixed-use zoning over the Repat, enabling it to be developed as an integrated mixed residential and commercial development with a focus on health and aged care, education, research, community, and housing for retirees and veterans.

Council has been working with the State Government and the ACH Group as preferred developer of the Repat to ensure that the wider structure planning work supports this health and aged care focus.

Recent media reports relating to the future of the Repat do not materially affect Council's structure planning work for the Precinct as it is not envisaged that the health focus will change.

Updates on development and usage proposals at the Repat site will be provided to Council as further details are released by the State Government. There will be opportunity to review the Structure Plan in light of any new information following the community engagement exercise.

Spatial Vision

One of the implications of the new planning system is the loss of existing Development Plans to make way for the Planning and Design Code.

Council has an opportunity to partner with DPTI in developing the Code as it relates to the City of Mitcham. With this in mind, it is important for Council and the community to agree a Spatial Vision for the City, which identifies:

- Areas where opportunities for significant change should be investigated;
- The strategic outcomes for these areas;
- Key strategic connections and movement corridors;
- Areas where small-scale, incremental change is anticipated; and
- Areas where no change is anticipated.

A Draft Spatial Vision was endorsed for the purpose of community engagement at meeting of Full Council on 25 July 2017.

Structure Plans

The development of structure plans for the areas in the Spatial Vision where opportunities for significant change have been identified will allow Council to provide clear direction to DPTI on the types of land uses and physical development that it wishes to see occur in these areas.

In their final form, it is intended that the structure plans will help to inform the development of planning policies within the Planning and Design Code and determine how they are applied across the City of Mitcham.



A series of workshops have been run to develop draft structure plans for areas of significant chance, which have been labelled as 'Precincts'. The following workshops have been held for Precinct 2 (Goodwood & Daws Road):

- Wednesday 18 October 2017: Community / Stakeholders
- Thursday 8 February 2018: Council Staff
- Tuesday 6 March 2018: Elected Members

Copies of the workshop record and resultant community ideas plan from the 18 October 2017 Community / Stakeholder workshop were provided in a report to the 6 March 2018 meeting of Council's Strategic Planning and Development Policy Committee (SPDPC).

Process

Whilst it is intended that the Structure Plan will help inform the development of planning policies for this Precinct, Council's role in the transition to the Planning and Design Code will be as an influencer rather than a decision maker.

It therefore is important to note that Council's Structure Plan does not have any legal effect; represents a concept only; is subject to change; and cannot be relied upon for the purposes of future development proposals, land valuation processes and future development potential for any land depicted therein.

Given the significant changes in the way that planning policy is developed, Council has sought legal advice regarding the release of this Structure Plan in a public forum prior to the formal community engagement process. It is as a result of this advice that this report and the accompanying Structure Plan are not to be heard and retained in confidence.

In order to ensure that the legal status of the Structure Plan is clear, a note has been prominently displayed at the beginning of this report and similar advice will be provided in consultation material.

Attachments:

- A. Draft Spatial Vision [↓](#) 
- B. Draft Structure Plan for Precinct 2 [↓](#) 

STRATEGIC OBJECTIVES

Goal 1 Accessible & Connected Community

Objective 1.6 Our community is actively encouraged and supported to have a voice and to participate in a meaningful way in shaping our City.



Goal 3 Dynamic & Prosperous Economy

Objective 3.3 We work collaboratively with neighbouring Councils, State Government and private sector partnerships.

DISCUSSION

Draft Structure Plan

A copy of the Draft Structure Plan for Precinct 2 can be viewed at **Attachment B1-B2**.

Key elements of this Plan include:

- Preference for a residential-led mixed use development to be established on the former TAFE site as well as the Bedford Industries / Kennard's Storage sites should they ever be vacated (i.e. on the eastern side of Goodwood Road);
- Preference for the protection of existing industrial and commercial land in the area between Winston Avenue and South Road until more is known about the future design of the South Road (north-south) corridor. The incursion of residential / supported accommodation into this area is not favoured at this point in time;
- Opportunity to provide commercial or community activities with open and active frontages facing onto Oxford Circus as a result of the realignment of Daws Road / Springbank Road;
- Increase in housing choice and a sensitive transition to adjoining residential areas;
- Potential to investigate whether there could be greater links and integration of facilities at Pasadena High School with the surrounding community;
- Improved movement links across Goodwood Road and through the adjacent areas, including the desire to provide an attractive, pedestrian-friendly, Main Street style north-south link from Springbank Road to the former TAFE site, traversing the Bedford Industries and Kennard's Storage sites should they ever be redeveloped; and
- Utilisation of the significant tract of open land around the SA Power Networks electricity transformer as community open space.

Implications for Council's Development Plan / Planning & Design Code

It is the intent of the Structure Plan exercise to help to inform the development of planning policies within the Planning and Design Code and determine how they are applied to this Precinct.

With the rezoning of the Repatriation General Hospital Site now complete, the Draft Structure Plan for Precinct 2 does not foreshadow significant planning policy or zoning changes with the exception of sections of the eastern side of Goodwood Road (i.e. Bedford Industries, Kennard's Storage and former TAFE sites). In the case of these three sites, should the development of planning policy follow the direction of the Draft Structure Plan, it is likely that it would be written to encourage a change from light industrial and institutional uses to:



- Residential-led development with a mix of housing types from small lot individual houses through to 3-5 storey apartments; and
- Small-scale commercial ventures that support the community.

Investigations to progress the structure planning work

The Spatial Vision and Local Area Planning work carried out to date has drawn from previous Council research as well as the vision, knowledge and experience of community members, stakeholders, Elected Members and staff.

As the Structure Plan is progressed there will be a need for further research and investigations, which might include demographics and growth (e.g. population projection and dwelling yields); infrastructure capacity (e.g. utilities, stormwater, social infrastructure, traffic and parking); environmental hazards (e.g. contamination); heritage impacts (e.g. impacts on listed buildings and the adjacent State Heritage Area); and a retail / commercial needs analysis.

These investigations would ordinarily have been carried out as part of a Development Plan Amendment process. However, in the likely absence of this avenue to affect change, careful consideration has been given to the inclusion of community engagement at the forefront of the structure planning exercise to reflect the intent of the State Government's emerging Community Engagement Charter.

A separate report on these investigations will be presented to Council at a later date.

Amendments to the Spatial Vision Outcomes as a result of this work

The Draft Spatial Vision endorsed by Council on 25 July 2017 included desired Outcomes for Precinct 2. The Outcomes are intended to be indicative of the character, opportunities, roles and focus envisaged for the Precinct.

The structure planning exercise has caused Council to revisit the original Outcomes for this Precinct, with the following amendments now proposed for the purposes of community engagement:

- A region focussed on the physical and mental wellbeing of its community based on supporting the ability for residents to 'age in place'
- A recognised destination that is sensitively integrated into the existing community with small-scale commercial ventures that support the community
- An area driven by innovation and diverse solutions where accommodation, allied health and medical and other services support a mix of generations
- A strategically located opportunity area in close proximity to the Southern Innovation District and on a direct route between it and the City of Adelaide
- ~~A model for community living elsewhere [removed]~~
- ~~New gateway to the heart of the Flinders Precinct [removed]~~



Community Engagement – Questions

As detailed in a report to the 25 July 2017 meeting of Full Council, community engagement is to include an online community survey. At a very basic level it is proposed that the survey will ask the community whether they like, love, loathe or can live with the Structure Plan as presented in draft form. Opportunities will be provided for the community to suggest improvements or alternatives and to point to examples of preferred outcomes.

More detailed questions will be designed to obtain feedback on the following specific issues:

- Whether the focus on residential-led development is appropriate;
- Whether there are alternate views regarding the amount / scale of retail that could be incorporated into this Precinct (taking into account the Precinct's position in the wider retail hierarchy);
- The appropriateness of the proposed scale of development;
- Whether there are any best-practice examples of development in Australia or overseas that might be of use in shaping this Precinct (i.e. what might it look like?);
- Anything else that the community would like to see in this Precinct.

Community Implications

There will be significant implications for the community as a result of the planning reform, predominantly relating to the extent to which the community is engaged in planning decisions. The focus will be on engagement with the community at policy formulation stage rather than through the assessment phase of specific Development Applications, as has occurred historically.

The Spatial Vision and Local Area Planning project seeks to ensure that Council actively engages with the community on the draft spatial vision, structure plans and special character areas, in line with the Government's imminent Community Engagement Charter. This work is to be used by Council to inform negotiations with DPTI in the initial drafting and ongoing review of the Planning and Design Code as it relates to the City of Mitcham.

The Draft Structure Plan for Precinct 2 has the potential to have a significant impact on the local community in terms of the type and scale of development, and the opportunity to provide more relevant accommodation and service facilities for the wider community.

Environmental / Heritage Implications

The area covered by this Structure Plan includes a number of local heritage places and abuts the State Heritage Area of Colonel Light Gardens. The preservation and enhancement of heritage items and areas remains a key consideration of Council in the structure planning process.

While there are no direct consequences for the environment or heritage at this stage, it is anticipated that there will be significant implications for these areas following the implementation of the Planning and Design Code. It is important that the Council is adequately prepared to engage with the State



Government in the drafting of the Code in effort to preserve and enhance our environment and local heritage, including local heritage places and the State Heritage Area of Colonel Light Gardens.

Cost Shifting Implications / Legislative Cost Imposts

There will be cost implications associated with the planning reform, however these implications are still relatively unknown at this stage.

Impact on Budget including Lifecycle Costing

It has previously been indicated that, given the weight of the impending changes to the planning system, the existing 1.6 FTE strategy and policy staff members will be engaged in the delivery of this project. Therefore, this project will take priority over projects which would ordinarily have been undertaken by Policy staff, including:-

- Review of Community Land in Colonel Light Gardens – i.e. Stage 2 and 3
- Heritage Action Plan reports
- City signage strategy
- Section 29 DPA to correct anomalies in the Development Plan
- Response to various resident queries / complaints
- Student internship and placement of planning graduates
- Progressing work identified by the internal Colonel Light Gardens Steering Group

Risk Management / WHS Assessment

Nil

Legal / Policy Implications

Nil

Engagement

A community engagement exercise is planned for August / September 2018 in accordance with the report to Council and subsequent resolution of 23 January 2018.

CONCLUSION

The Spatial Vision and Local Area Planning project is a generational opportunity for the City of Mitcham. It is the chance to influence the planning policy framework and to shape the future of the City of Mitcham. It has significant implications for the community in the long term, including the economic vigour of the City.

The Draft Structure Plan and Spatial Vision Outcomes for Precinct 2 are a result of community, stakeholder and Elected Member engagement over the last 12 months, and will form the basis of wider community engagement in August / September 2018.



Council will have the chance to revisit the Structure Plans and Spatial Vision Outcomes following the community engagement exercise.

RECOMMENDATION – ITEM 7.1

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DECISION 2 – SPATIAL VISION OUTCOMES

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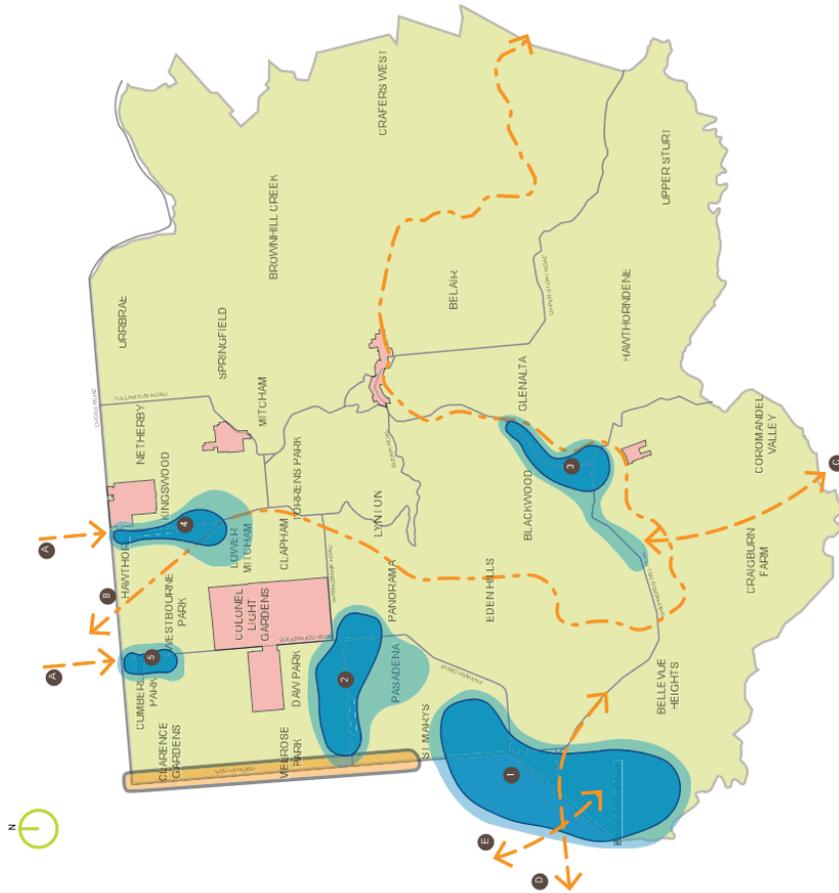
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Opportunities for Significant Change

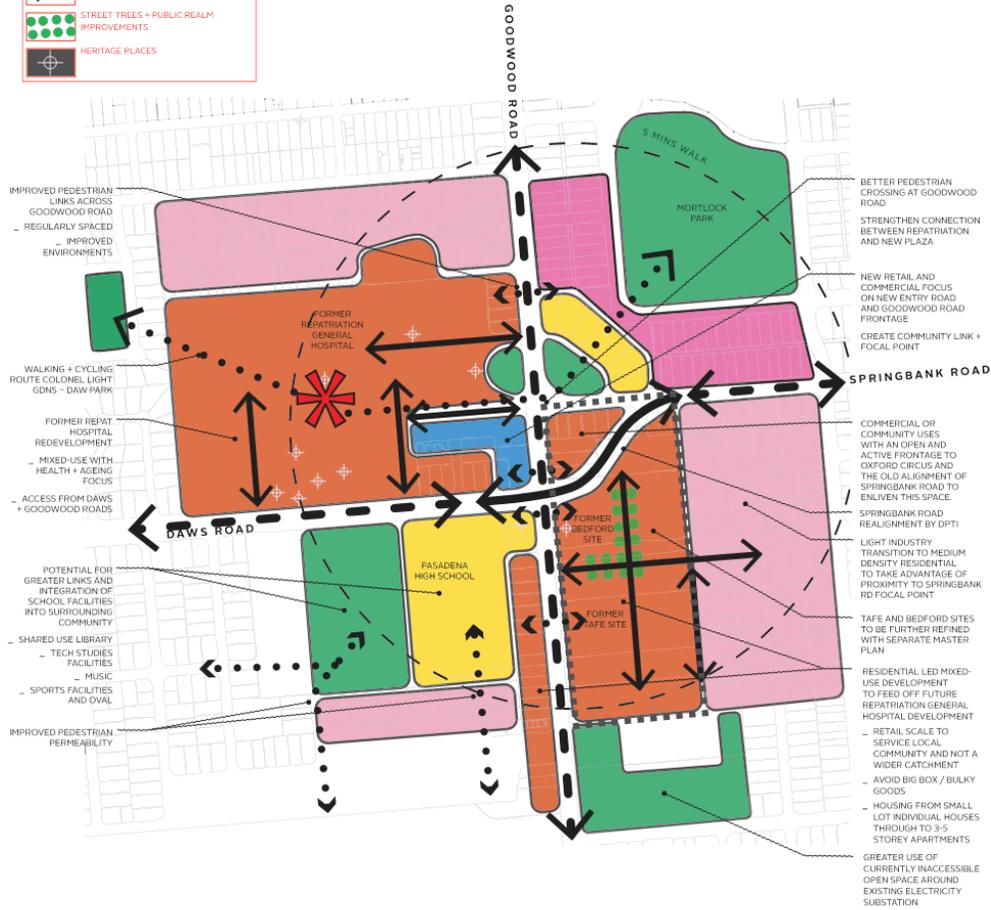
- 1 Precinct 1: Flinders and St Mary's**
 - A driver of the state's economy with health and education facilities that are competitive in a global market.
 - A vibrant precinct with a well renowned innovative precinct with strong regional links and a large daily influx of visitors.
 - A variety of housing, services and leisure offerings for a diverse demographic.
 - A distinctively leafy and green environment for our community, students and visitors to live, recreate, study, work and work.
 - A regional hub that benefits from and supports alternative modes of transport.
 - 2 Precinct 2: Goodwood and Daws Roads**
 - A region focussed on the physical and mental wellbeing of its community based on supporting the ability for residents to 'age in place'.
 - A recognised destination that is sensitively integrated into the existing community, supporting the ability for residents to 'age in place'.
 - An area driven by innovation and diverse solutions where accommodation, allied health and medical and other services support a mix of generations.
 - A model for community living elsewhere.
 - A new gateway to the heart of the Flinders Precinct.
 - 3 Precinct 3: Blackwood Centre**
 - A strong identity as a unique hills destination supported by clear physical and cultural focal points and a broad range of services, leisure and lifestyle offerings.
 - A walkable main street made vibrant both day and night by attracting visitors and offering a diversity of housing choices nearby.
 - A range of transport options and improved amenity for pedestrians.
 - 4 Precinct 4: Blair Road Centre**
 - Expanded opportunities for new and existing commercial development.
 - A vibrant commercial centre with diverse housing options.
 - A well served strip with access to places that support economic, cultural and civic amenities.
 - 5 Precinct 5: Goodwood and Cross Roads**
 - A flexible, activated space with a mix of housing choices and 'fine grain' mixed use opportunities.
 - A recognisable pedestrian friendly node enhancing a key movement/transport approach to the Flinders and St Mary's precinct.
- South Road**
- Opportunities unknown at this stage
 - A** Possible tram routes
 - B** Possible removal of rail freight
 - C** Possible Southern link road
 - D** Improved links to Marion and Blackwood
 - E** Extension to Tonsley Line rail link
- Limited Change**
- Small scale, incremental change
 - Historic conservation areas - no change - off limits



LEGEND

- RETAIL AND COMMERCIAL USES
- INCREASED HOUSING CHOICES
- COMMUNITY USES
- OPEN SPACE
- MIXED USE
- COLONEL LIGHT GARDENS STATE HERITAGE
- PLAZA / GATHERING SPACE
- NEW / IMPROVED PEDESTRIAN ROUTES
- STREET TREES + PUBLIC REALM IMPROVEMENTS
- HERITAGE PLACES

FOR COMMUNITY CONSULTATION



MARCH 2018
1:5000 @ A3

LEGEND

- STATUS QUO PENDING FUTURE REVISIT
- INCREASED HOUSING CHOICES
- OPEN SPACE
- NEW / IMPROVED PEDESTRIAN ROUTES

FOR COMMUNITY CONSULTATION

