

Development Plan Amendment

By the Council

Mid Murray Council

**Walker Avenue, Mannum
Development Plan Amendment**

Explanatory Statement and Analysis

For Consultation – November 2017

Table of Contents

Have Your Say.....	1
Explanatory Statement	3
Introduction	3
Need for the Amendment.....	3
Statement of Intent.....	5
Affected Area	5
Summary of Proposed Policy Changes	7
Legal Requirements	7
Interim Operation	7
Consultation	7
The Final Stage.....	9
Analysis.....	10
1. Background	10
1.1 Context.....	10
1.2 Locality.....	11
1.3 Existing and Adjoining Zones.....	13
1.4 Other Sections of the Development Plan.....	15
1.5 Adjacent Councils’ Development Plans	15
1.6 State Planning Policy Library (SAPPL).....	15
2. The Strategic Context and Policy Directions	16
2.1 Consistency with South Australia’s Strategic Plan	16
2.2 Consistency with the Planning Strategy	17
2.3 Consistency with Other Key Strategic Policy Documents	20
2.3.1 Strategic Directions Report.....	20
2.3.3 Current Ministerial and Council DPAs	20
2.3.4 Infrastructure Planning.....	20
2.3.5 Existing Ministerial Policy.....	20
3. Investigations	21
3.1 Investigations Undertaken Prior to the SOI	21
3.2 Investigations Undertaken to Inform this DPA.....	22
3.2.1 Review of the Subject Land and Site Characteristics.....	22
3.2.2 Review of Demographic, Population and Growth Data	24
3.2.3 Review of Industrial Land Demand/Supply.....	24

3.2.4	Review of Infrastructure Requirements	25
3.2.5	Review of Interface Issues	29
3.2.6	Stormwater Management Plan	31
3.2.7	Urban Design Issues	32
3.2.8	Mannum Community Hub	33
3.2.9	Land Management Agreement	34
4.	Recommended Policy Changes	34
5.	Consistency with the Residential Code	35
6.	Statement of Statutory Compliance	36
6.1	Accords with the Planning Strategy	36
6.2	Accords with the Statement of Intent	36
6.3	Accords with Other Parts of the Development Plan	36
6.4	Complements the Policies in the Development Plans for Adjoining Areas	36
6.5	Accords with Relevant Infrastructure Planning	36
6.6	Satisfies the Requirements Prescribed by the Regulations	36
	References/Bibliography	37
	Schedule 4a Certificate	38

Have Your Say

This Development Plan Amendment (DPA) will be available for inspection by the public at each of the Council offices (Mannum, Cambrai and Morgan) at 9.00 am to 5.00 pm Monday to Friday (excluding public holidays):

From Tuesday, 21st November 2017 until Tuesday, 30th January 2018.

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

Submissions should be marked **Walker Avenue, Mannum DPA** and addressed to:

Mr Russell Peate, Chief Executive Officer, Mid Murray Council, PO Box 28, Mannum SA 5238 or by email to postbox@mid-murray.sa.gov.au:

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

If requested, a public meeting will be held at 7 p.m. on Thursday 8th February 2018 at the Council Chambers, Adelaide Road, Mannum.

Explanatory Statement

Introduction

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

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

A DPA may include:

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

Need for the Amendment

The proposed Development Plan Amendment relates primarily to the existing industrial zoned land and surrounding public purpose and residential zoned land located in a central part of the Mannum township near the town centre. The land has historically been used for manufacturing purposes by the longstanding South Australian company Horwood Bagshaw.

Horwood Bagshaw continue to manufacture agricultural implements in the facilities located adjacent the Adelaide Road frontage, however due to the changing the nature of their operations a significant part of land in their ownership on the corner of Walker Avenue and Adelaide Road is now surplus to their requirements. In total the land holdings are in the order of 11 hectares including substantial frontages to Walker Avenue and Adelaide Road. They have also purchased contiguous land which was part of the former Mannum Primary School on Walker Avenue.

The buildings on part of the former Mannum Primary School site are now used for community services, known as the Mannum Hub, including a community centre, men's shed and associated community garden. The rest of the grounds are vacant land suitable for residential development.

The existing industrial site on Adelaide Road is significant in the history of Mannum and has been used for various industrial activities since 1877 when David Shearer first started manufacturing agricultural implements. Howard Bagshaw replaced the David Shearer business in 1977 and continues to operate from part of the site. The company continues to be an important business and significant employer within the township. The northern portion of the site has not been used for any significant manufacturing or storage purpose for a number of years.

The Mid Murray Council has resolved to undertake a Developer Supported DPA to rezone the surplus industrial land and the public purpose land to allow for its future residential development. The area affected includes all of the land bounded by Walker Avenue, Adelaide Road, David Street and Diercks Road, which is currently located in the Industry, Public Purposes, Residential and Residential Character Zones.

Originally the whole block was zoned General Industry (including the current Industry Zone and Diercks Road frontage) and all of the northern section, which was the site of the former Mannum Primary School was zoned Public Purposes.

As part of the Mannum Township DPA which was approved in December 2010, the current zoning was established which involved rezoning part of the site including the Diercks Road frontage to a Residential Character Zone and rezoning parts of the former primary school site to a Residential Zone.

The DPA proposes to retain the Industry Zone around the main operations of the Horwood Bagshaw business on the corner of Walker Avenue and Adelaide Road. The new boundary of the Industry zone includes all the buildings that are currently used for the operation of the Horwood Bagshaw business and no changes are proposed to the existing industry zone policy.

The surplus land within the Industry Zone is proposed to be rezoned to a Residential Zone. It is proposed to rezone the Public Purposes Zone containing the community centre and vacant land to a Residential Zone. It is also proposed to rezone part of the Diercks Road frontage that is in the Residential Character Zone to a Residential Zone. A policy area overlay and concept plan are proposed to address all of the issues relating to future residential development within the affected area.

Statement of Intent

The Statement of Intent relating to this DPA was agreed to by the Minister for Planning on 20 March 2017 with the following comment:

“However, the investigations undertaken as part of the DPA process will need to determine whether there is sufficient capacity within the existing services and infrastructure to cater for the intended use and ensure that the environmental impacts associated with the land are appropriately investigated. This will need to include a review of the existing site contamination reports and the preparation of policies that will require development to comply with the conditions and/or requirements outlined in the reports.”

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

Affected Area

The area affected by the proposed DPA can be described as the land bounded by Walker Avenue, Adelaide Road, David Street and Diercks Road, Mannum, as shown on Figure 1 overleaf:



 Area Affected

Scale 1:3000



0 100metres

THE MID MURRAY COUNCIL
AREA AFFECTED PLAN
WALKER AVENUE
Amended Apr 2017

Figure 1: Affected Area Plan

Summary of Proposed Policy Changes

The DPA proposes the following changes:

- rezone part of the Industry Zone on Walker Avenue to a Residential Zone;
- rezone all the Public Purposes Zone on Walker Avenue to a Residential Zone;
- rezone part of the Residential Character Zone on Diercks Road to a Residential Zone;
- retain a reduced Industry Zone on corner of Walker Avenue and Adelaide Road for the existing Horwood Bagshaw operation;
- introduce a Policy Area over the new Residential Zone area within the Area Affected; and
- introduce a Concept Plan to guide development within the Affected Area.

Legal Requirements

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

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

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

Interim Operation

Interim operation is not being sought for this DPA.

Consultation

This DPA is now released for formal agency and public consultation.

The following government agencies and organisations are to be formally consulted:

- DPTI – Development Planning;
- DPTI – Transport Services;
- DEWNR;
- EPA;
- Department for Education and Child Development;
- Department for Health and the Aging;
- Department for Premier and Cabinet;
- Department for State Development;
- SA Power Networks;
- Electranet Pty Ltd;
- SA Water;

- Epic Energy;
- APA Group;
- CFS; and
- SAFECOM.

The following agencies, State Members of Parliament, interested parties, individuals and Councils will be consulted:

- Member for Schubert – Stephan Knoll;
- Member for Barker – Tony Pasin;
- Regional Development Australia;
- SA Murray Darling Basin Natural Resources Management Board;
- Conservation Council of South Australia;
- Mannum Progress Association;
- Regional Council of Goyder;
- Light Regional Council;
- Barossa Council;
- District Council of Loxton Waikerie;
- District Council of Karoonda East Murray;
- Rural City of Murray Bridge; and
- Adelaide Hills Council.

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 Advertiser Newspaper;
- a notice in the Murray Valley Standard and River News;
- the scheduling of a Public Meeting at which any interested person may appear to make representations on the proposed amendment; and
- notices to the owners or occupiers of any land that is subject to or adjacent to the affected area of the proposed amendment.

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

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

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

The Final Stage

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

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

Analysis

1. Background

The Mid Murray Council has entered into a Deed of Agreement which provides for the parties to work together to promote the orderly planning of the Area Affected. The Deed provides for the sponsors and its appointed consultants to undertake investigations in relation to the Area Affected and to prepare a draft DPA for the consideration of Council.

1.1 Context

The Area Affected by the proposed Development Plan Amendment contains the Horwood Bagshaw industrial complex on the corner of Walker Avenue and Adelaide Road, large tracks of vacant land, the buildings on the former Mannum Primary School site which are used as a community centre, and existing residential properties with a frontage to Diercks Road and David Street.

The existing industrial site on Adelaide Road is significant in the history of Mannum and has been used for various industrial activities since 1877 when David Shearer first started manufacturing agricultural implements. Howard Bagshaw replaced the David Shearer business in 1977 and continues to operate from part of the site. The company continues to be an important business and significant employer within the township. The northern portion of the site has not been used for any significant manufacturing or storage purpose for a number of years.

Horwood Bagshaw continue to manufacture agricultural implements in the facilities located adjacent the Adelaide Road frontage, however due to the changing the nature of their operations a significant part of land in their ownership on the corner of Walker Avenue and Adelaide Road is now surplus to their requirements. In total the land holdings are in the order of 11 hectares including substantial frontages to Walker Avenue and Adelaide Road. They have also purchased contiguous land which was part of the former Mannum Primary School on Walker Avenue.

The Mid Murray Council has resolved to undertake a Developer Funded DPA to rezone the surplus industrial land and the public purpose land to allow for future residential development.

The Area Affected comprises three main components which have guided the development of the proposed changes. A land division application has created new allotments on the corner of Walker Avenue and Adelaide Road to include all the remaining operational area of the Horwood Bagshaw business. This forms the basis of the proposed boundary of the amended Industry Zone.

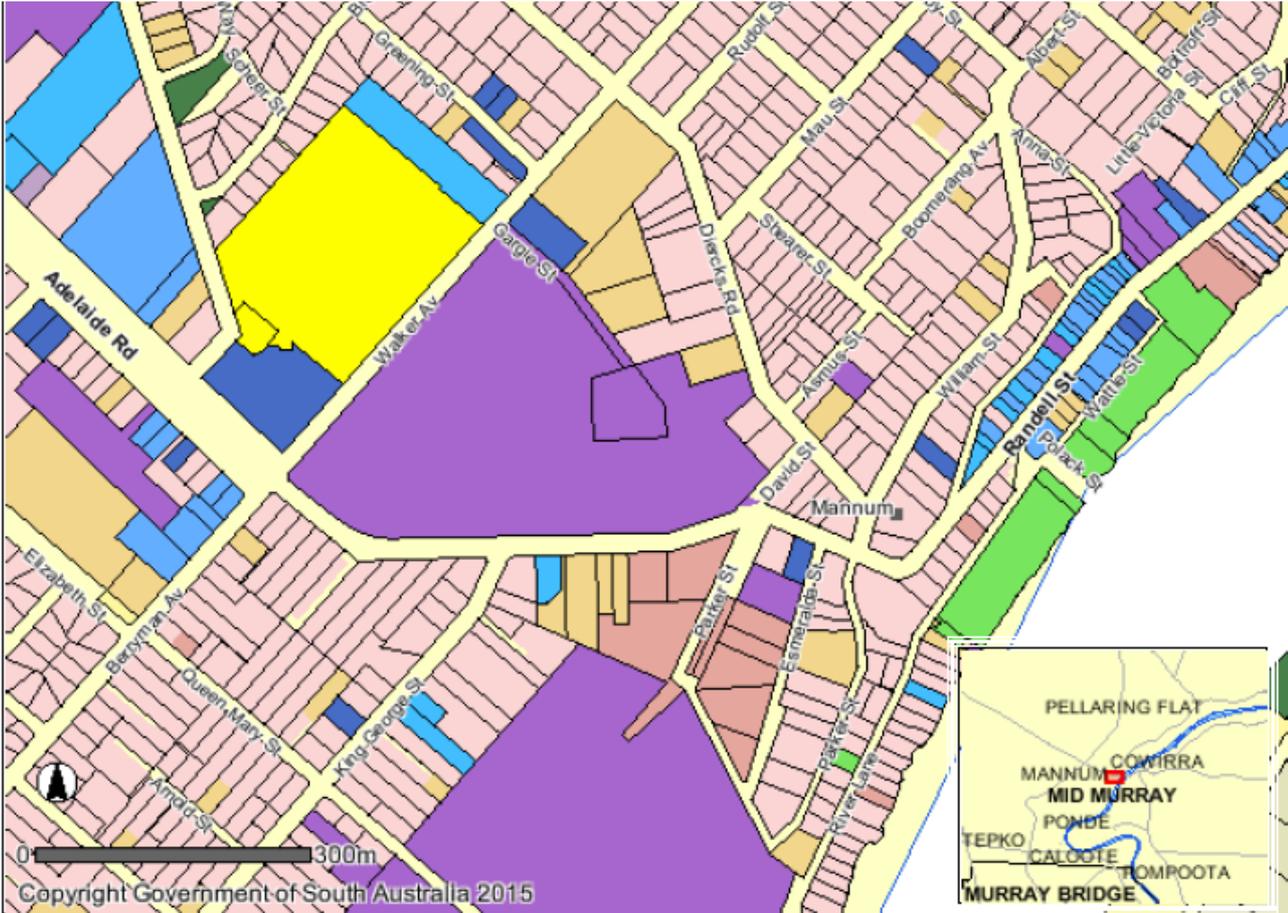
The main component relating to the proposed amendments and which is subject to future residential development includes all the vacant land surplus to the needs of Horwood Bagshaw, including the area where two storage buildings are located on the northern side of the existing plant. It also includes the existing public purpose land and community buildings, and the vacant land in association with the former primary school site.

The third component is the Diercks Road frontage which is located within the Residential Character Zone. This contains a number of dwellings with frontage to Diercks Road and vacant land owned by the proponent which is intended to be used as a new access point to the area proposed for residential development.

The zoning of this part of the Area Affected will change to a Residential Zone, and a policy area and planning policy will be introduced as an overlay to integrate this area and provide an appropriate interface to the proposed residential redevelopment area.

1.2 Locality

The Affected Area is located within a locality comprising a diverse range of land uses, as shown on Figure 2 overleaf:



Atlas of South Australia Map

Produced by Atlas of South Australia (Department of Planning and Local Government)
Projection Lamberts Conformal Conic (LCC)
Datum Geodetic Datum of Australia 1994
Compiled 21 December 2015
Your map notes Walker Avenue Development Plan Amendment

- Major Localities_labels**
- Major Centre
- Regional Centre
- Coastal Placenames_labels
- Major Road_Labels
- Minor Road_Labels
- Local Government Areas
- Cadastre June 2014
- Generalised Landuse 2014
- Agriculture
- Commercial
- Education
- Food Industry
- Forestry
- Golf
- Horticulture (cont)
- Livestock
- Mining / Quarrying
- Non Private Residential
- Public Institution
- Recreation
- Reserve
- Residential
- Retail Commercial
- Rural Residential
- Utilities / Industry
- Vacant
- Vacant Residential
- State Boundary

Figure 2: General Land Use Distribution

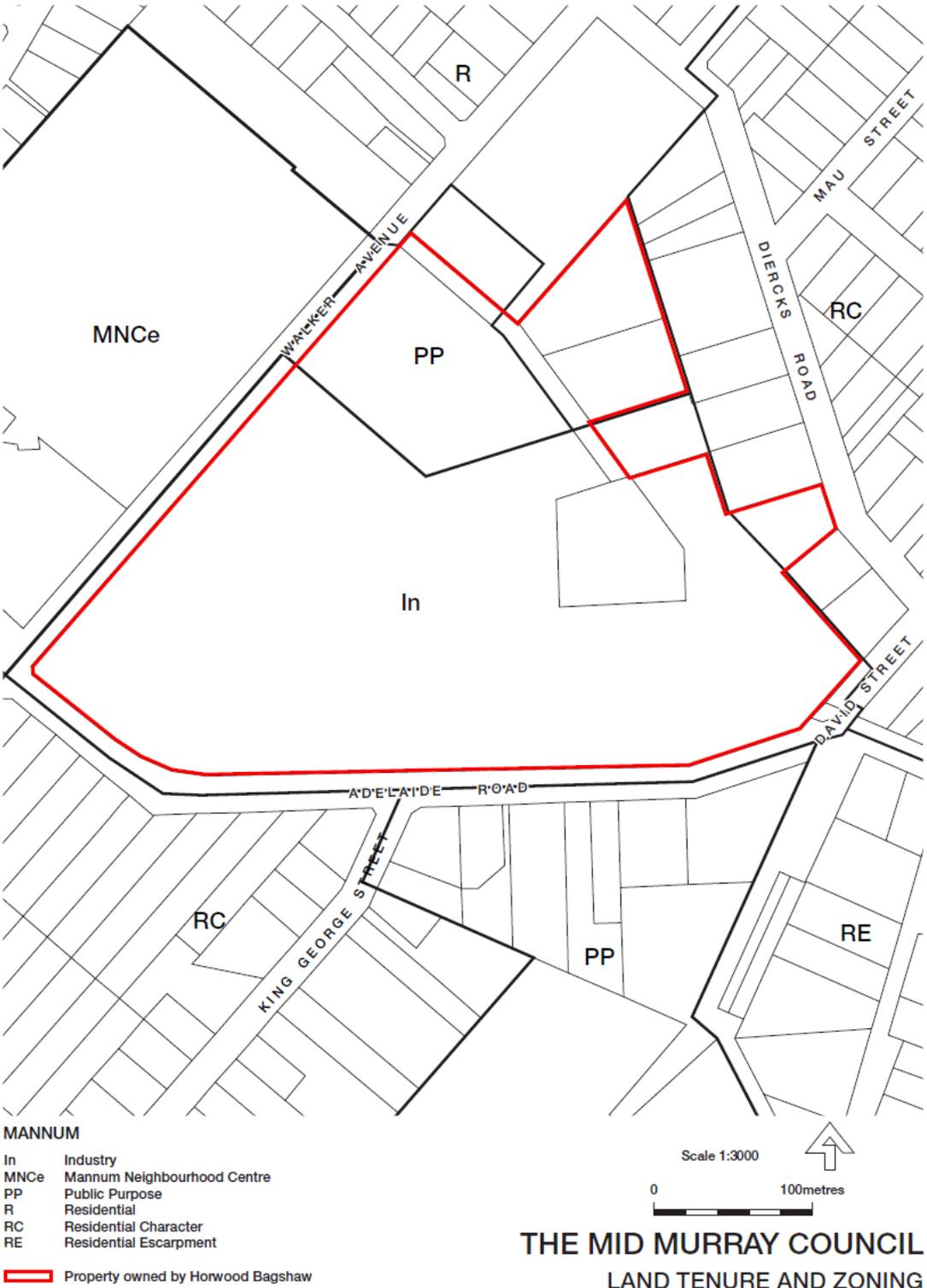
The key land use features of the Walker Avenue frontage directly opposite the Area Affected is the Mid Murray Council offices, the Senior Citizens Club, the CFS, the Mannum Community College, and the Mannum Community Library. There is also the Mannum Uniting Church on the corner of Greening Street and several dwellings north of the Community College.

The Adelaide Road frontage opposite Horwood Bagshaw includes the BP service station site, detached dwellings, an office and aged residential accommodation associated with the nearby Mannum Hospital. All of the frontages located opposite David Street and Diercks Road are in residential use.

The above land use plan in Figure 2 sourced from SA Atlas shows the majority of the Horwood Bagshaw site as industrial as it relates to the old cadastre. The northern and eastern portion of the site should be designated as vacant and only the new realigned boundary on the corner of Walker Avenue and Adelaide Road is currently industrial.

1.3 Existing and Adjoining Zones

The Area Affected is located within the Industry Zone, the Public Purposes Zone, the Residential Zone and Residential Character Zone of the Mid Murray Development Plan as identified in Figure 3 overleaf, which also highlights land in the ownership of the proponent of the DPA.



THE MID MURRAY COUNCIL
 LAND TENURE AND ZONING
 WALKER AVENUE
 Amended Apr 2017

Figure 3 – Land Tenure and Zoning

The figure also shows the adjoining zones which include the Mannum Neighbourhood Centre Zone and Residential Zone on the north-west side of the Walker Avenue frontage. The Adelaide Road frontage includes the edge of the Commercial Zone, the Residential Character Zone, Public Purposes Zone and Residential Escarpment Zone. The Diercks Road frontage is situated within the Residential Character Zone.

1.4 Other Sections of the Development Plan

This DPA has had regard to the following Council-wide policies:

- Interface Between Land Uses;
- Industry; and
- Residential Development.

1.5 Adjacent Councils' Development Plans

This DPA has had regard to the following adjacent Councils' Development Plans in so far as there is consistent policy with the broader planning issues that normally cross these Council boundaries:

- Regional Council of Goyder;
- Light Regional Council;
- Barossa Council;
- District Council of Loxton Waikerie;
- District Council of Karoonda East Murray;
- Rural City of Murray Bridge; and
- Adelaide Hills Council.

1.6 State Planning Policy Library (SAPPL)

The Mid Murray Development Plan is still in the process of being converted to the Better Development Plan (BDP) format.

The DPA has been prepared to ensure consistency with the BDP format and approach.

2. The Strategic Context and Policy Directions

2.1 Consistency with South Australia’s Strategic Plan

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

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

South Australia’s Strategic Plan 2011	
Strategic Plan Objective/Targets	Comment/Response
Objective 1: Growing Prosperity	
<p><i>South Australians want a dynamic economy that is competitive, resilient and diverse. The State’s prosperity should benefit all citizens. Our growth will be managed in an environmentally sustainable way.</i></p> <p><i>Investors will be drawn to South Australia because of the quality of our workforce, the vitality of our communities, the efficiency of our Government, and our reputation for innovation.</i></p>	<p>This DPA seeks to advance this objective by maintaining and reinforcing the industrial zoning for one of the major employers in the district. At the same time it will rezone surplus land for residential development to ensure that Mannum has an adequate supply of residential land that efficiently uses existing infrastructure and services.</p>
Objective 2: Improving Wellbeing	
<p><i>South Australians should enjoy a good quality of life at every stage of life. Our children should be able to grow up in a safe environment, to acquire knowledge and be equipped to make the right choices. As we mature, we need to stay connected to the community and to the environment, even as our roles change and priorities shift. We need to be in charge of our lives and not unreasonably constrained in our options.</i></p>	<p>This DPA seeks to provide a planning framework that advances this objective by:</p> <ul style="list-style-type: none"> • facilitating orderly and economic development of the Affected Area • providing residential development opportunities in close proximity to a range of services.
Objective 3: Attaining Sustainability	
<p><i>South Australians value the natural beauty of our state.</i></p> <p><i>We are concerned about the depletion of natural resources and want to minimise the impact of human activity on the environment.</i></p> <p><i>Our legacy must be a thriving and well cared for environment.</i></p> <p><i>The challenge of sustainable development requires the focus, commitment and ingenuity of all South Australians.</i></p>	<p>The Affected Area does not contain any natural resources or environmental features of note.</p> <p>Future development will be subject to the existing policies of the Development Plan which foster sustainable outcomes.</p>

South Australia's Strategic Plan 2011

Objective 5: Building Communities

Democratic practices – founded on principles of free expression, equity and tolerance – are the foundation of a well-functioning society and a healthy economy. Our citizens aspire to be well-informed and engaged in decision making.

This DPA provides a planning framework for the future development of the Affected Area. This will diversify the opportunities for the regional population.

We value community cohesion and inclusion, but resist insularity. Our regional populations and our migrant communities give us diversity; they enrich and invigorate the state.

Objective 6: Expanding Opportunity

Placing a value on knowledge is fundamental to securing a successful, cohesive and vibrant society. Literacy is crucial from the early years. Skills for living and working become vital in adult life. All South Australians must have the opportunity to reach their potential, and to continue to learn and develop throughout their lives. Giving a helping hand to those in need is a central tenet. An educated and inspired community, actively participating in the work, life and health of South Australia, is our best legacy for the future.

Goal: *We are committed to our towns and cities being well designed, generating great experiences and a sense of belonging.*

The DPA will introduce policies from the SAPPL which ensure appropriate design outcomes for the Affected Area.

Target 56: *Strategic infrastructure - Ensure the provision of key economic and social infrastructure accommodates population growth*

The DPA will facilitate additional residential development which will support the future housing and population growth in Mannum.

2.2 Consistency with the Planning Strategy

The South Australian Planning Strategy presents current State Government planning policy for development in South Australia.

The DPA will support the Murray and Mallee Region Plan (January 2011) by implementing the following policies:

Policy	How the Policy will be Implemented:
ENVIRONMENT AND CULTURE	
Principle 1: Recognise, protect and restore the region's environmental assets	
1.2 Design developments and open spaces to retain natural drainage patterns and hydrological regimes by applying WSUD principles at the earliest stages.	The DPA will introduce SAPPL policy relating to conservation and environmental management, including WSUD.

Policy	How the Policy will be Implemented:
1.15 Identify and maximise opportunities to increase biodiversity into the urban form, either at the streetscape level or through open space.	Opportunities exist for open space, recreation facilities, landscaped walkways and streetscape improvements; all of which would increase biodiversity opportunities within the township. The DPA will review opportunities to incorporate these elements into the concept plan and related policy.
ECONOMIC DEVELOPMENT	
Principle 5: Protect and build on the region's strategic infrastructure	
5.5 Manage interfaces between infrastructure and residential areas and other sensitive land uses to ensure adequate protection against noise and air pollution.	New zone boundaries proposed by the DPA will take account of the interface between residential and industrial land uses. Management of interfaces by the addition of further local buffer policy will be considered as/where necessary.
Principle 8: Provide and protect serviced and well-sited industrial land to meet projected demand	
8.2 Ensure an adequate supply of appropriately located industrial land to provide opportunities for small-scale and local industries in towns where there is sufficient demand and where such developments would support the desired town character.	The DPA supports the continued function of industrial land in the town.
8.5 Retain and support ongoing industrial operations by providing for appropriate buffers to minimise conflicts and manage external impacts, such as noise, vibrations, odour and native vegetation disturbance.	The DPA will take account of the interface between residential and ongoing industrial land uses. Management of interfaces by the addition of further local buffer policy will be considered as/where necessary.
POPULATION AND SETTLEMENTS	
Principle 10: Strategically plan and manage the growth of towns	
<p>10.2 The expansion of towns should:</p> <ul style="list-style-type: none"> • ensure new areas are continuous with and form compact extensions of existing built-up areas, and prevent linear development along the river, coast and arterial roads • not encroach on areas of importance to economic development • not encroach on environmentally sensitive areas • not encroach upon current or future potential arterial bypass roads • support the cost-effective provision of infrastructure and services such as health and education - avoiding unnecessary expansion or duplication of existing regional infrastructure and services • promote strong physical linkages between all parts of the town, particularly between residential areas, town centres, sporting and recreational facilities, and open space 	The DPA will facilitate growth of underutilised land within the existing town, rather than expansion. This makes provision of services and infrastructure more cost-effective. The locality features a mix of residential areas, school, community facilities and open space. The DPA will consider ways to promote strong physical linkages between these key areas.

Policy	How the Policy will be Implemented:
<ul style="list-style-type: none"> • promote development on vacant land, surplus government land and infill sites, and renew existing developed areas (where it does not compromise town character or heritage) in preference to broadacre or greenfield sites • locate land for rural living in towns in such a way that opportunities for future town expansion are retained • retain a functional and visual separation between towns • allow for the incorporation of WSUD features to enable treatment and re-use of wastewater and stormwater 	
10.6 Provide a range of aged care accommodation (locating supported aged care accommodation in towns with health services).	Investigate opportunities for new supported accommodation facilities. The location and type of facilities will be reviewed as part of this DPA.
10.7 Provide opportunities for lifestyle/retirement village type accommodation.	
Principle 11: Design towns to provide safe, healthy, accessible and appealing environments	
11.6 Manage interfaces between residential and industrial areas and town centres to avoid potential conflicts.	The investigations will include interface issues between the industrial and residential land uses.
11.10 Apply WSUD principles to all new development and public open spaces, and encourage their application to existing development.	Policies for WSUD will be introduced.
Principle 12: Provide residential land for a supply of diverse, affordable and sustainable housing to meet the needs of current and future residents and visitors	
12.1 Ensure there is a continuous supply of land for residential development (including an identified 15-year supply from both greenfield sites and land for urban renewal).	This DPA will provide land and housing supply through urban renewal.
12.2 Ensure that appropriately serviced towns provide a range of housing types and densities to enable people to stay in their community as their housing needs change and to cater for the region's changing demographics.	This DPA will review residential policies to ensure a range of housing is supported.
12.4 Provide a range of accommodation for older people and people with a disability, and focus high level care accommodation in towns with health services.	The location and type of facilities will be reviewed as part of this DPA. Residential policies will be reviewed to ensure they do not contain impediments to this form of development.
12.7 Provide for 15 per cent affordable housing, including a 5 per cent component for high needs housing, in all new significant housing developments, in accordance with the Housing Plan for South Australia (2005). Significant developments include housing provided through: <ul style="list-style-type: none"> • surplus government land • major developments • re-zoning that increases dwelling potential. 	If this form of development is not supported then policies will be reviewed.

2.3 Consistency with Other Key Strategic Policy Documents

2.3.1 Strategic Directions Report

Councils last approved Strategic Plan is the Mid Murray Council 'Charting Our Future' Strategic Plan 2006-2011. The proposed planning policies will accord with Councils Strategic Direction Report. The following goals and strategies of the Strategic Plan under the heading Natural and Built Environment are specifically relevant to the DPA:

- an orderly and sustainable planning, management and development approach to all aspects of our natural and built environment; and
- ensure that the Development Plan incorporates sustainability principles in respect to all forms of development.

Council is currently in the process of revising its Strategic Management Plan. The DPA is also consistent with such.

2.3.3 Current Ministerial and Council DPAs

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

Council DPAs
Heritage DPA

2.3.4 Infrastructure Planning

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

Council Infrastructure Planning	Response/Comment
Mannum Stormwater Management Plan	Refer to Section 3.2.4

Government Agency Infrastructure Planning	Response/Comment
Nil	-

2.3.5 Existing Ministerial Policy

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

Existing Ministerial Policy	Proposed Change and Justification
N/A	N/A

3. Investigations

3.1 Investigations Undertaken Prior to the SOI

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

Assessment of Environmental Noise Acoustic Investigations - Resonate Acoustics, October 2012

- Considered ability of residential development on surplus land to meet Environment Protection (Noise) Policy 2007 requirements in respect of noise from Horwood Bagshaw site.
- Concluded that no specific treatment of either residential development or Horwood Bagshaw facility is required in relation to noise.
- Identified that if a noise penalty were to be applied under the Environment Protection (Noise) Policy, then the noise levels would marginally exceed the applicable noise limits, and should be managed by suitable noise attenuation measures.
- Given the time elapsed since the report was prepared by Resonate, they were requested in June 2017 to review their previous findings and confirm whether there have been any relevant changes in the regulatory environment or other reasons for them to reconsider their findings. Resonate have confirmed that there is no change to the position outlined in their October 2012 report.

Air Quality Investigations – Pacific Environment Limited, October 2013

- Considered ability of residential development on surplus land to meet air quality standards (NEPM & EPA) in respect of surface coating operations on Horwood Bagshaw site.
- Compliance with all substances for EPA Design Ground Level Concentrations (DGLC) assessment criteria and NEPM air toxics.
- No emission controls required considering proposed rezoning and adjoining residential development.
- Identified predicted xylene impacts exceed the odour criterion, but with compliance with a good margin over the toxicity criterion and the NEPM air toxics measurement, identified as not significant, nor pose a need for odour control due to the high level of conservatism applied to the estimation.
- Given the time elapsed since the report was prepared by Pacific Environment, they were requested in June 2017 to review their previous findings and confirm whether there have been any relevant changes in the regulatory environment or other reasons for them to reconsider their findings. Pacific Environment have confirmed that there is no change to the position outlined in their October 2013 report.

Phase 1 Environmental Site Assessment – SKM, February 2009

- Identified potential onsite contamination issues.
- Identified off-site sources of groundwater contamination.
- Off-site sources of contamination classified as low risk.
- Recommended further assessment through a Phase 2 Environmental Site Assessment to assess potential impacts and requirement for potential management or mitigation works to render the site suitable for intended purpose.

Environmental Site Assessment – SMEC, October 2013

- Some predominantly minor contamination, identified as low risk, except for three (3) high risk matters being, 1. Asbestos materials in buildings and stockpiled on land, 2. Surface waste piles including tar, and 3. Buried waste fill material containing high levels of zinc, lead and arsenic.
- Remediation for residential uses appears feasible and practical.
- Remediation Action Plan to be developed.
- Likely to require a Site Contamination Audit Report (SCAR) and a Site Audit Statement (SAS) prepared by an EPA accredited auditor.
- Given the time elapsed since the report was prepared by SMEC, the author of the report, now in the employment of Agon Environmental, was requested to review their previous findings and confirm whether there have been any relevant changes in the regulatory environment or other reasons for them to reconsider their findings. Agon Environmental have confirmed that there is no change to the position outlined in their October 2013 report.

Traffic Analysis – Murray F Young and Associates, updated December 2015

- Proposed development will not detrimentally impact on the broader traffic network in Mannum.
- Concluded that traffic network can accommodate additional traffic generated by residential development of surplus land.
- Traffic volumes will be lower than those which would be realised if the sites were developed in accordance with the current zoning.

Infrastructure Capacity Assessment – Tonkin Consulting, January 2016

- Comprehensive investigations into the infrastructure requirements for the proposed residential development.
- The existing wastewater system has sufficient capacity to accommodate future wastewater flows subject to a new internal gravity drain network.
- The existing network for portable water has sufficient capacity to cater for the increased demand as a result of the proposed development.
- The existing power network will require augmentation in order to meet electrical demand of the proposed development.
- The existing stormwater infrastructure is inadequate and will need the construction of an underground network of pipes and pits, including detention system, inclusive of additional space to allow sufficient volume to be detained.
- Overall there are no significant impediments that will act to limit development within the sites.

3.2 Investigations Undertaken to Inform this DPA

3.2.1 Review of the Subject Land and Site Characteristics

The land within the Area Affected that is surplus to the continuing industrial use of Horwood Bagshaw has all the characteristics to be eminently suitable for the intended use as residential. The subject land is relatively flat, mainly cleared land located in a highly desirable central position within the Mannum township.

The site is situated within 400 metres of the main street retail and commercial area, and the frontage to the River Murray. The site is also conveniently located close to a range of community facilities including the Mid Murray Council offices, the Senior Citizens Club, the CFS, the Mannum Community College, the Mannum Community Library, the Uniting Church and the Mannum Hospital. There are also a range of service facilities in close proximity on Adelaide Road.

Investigations in the following sections will show that the subject land is capable of being appropriately serviced subject to some augmentation requirements. The interface issues associated with the continuing industrial use by Horwood Bagshaw can be appropriately managed. The proposed zoning of the northern part of the subject land to residential will also be compatible with the adjoining zoning which is predominantly residential.

Having regard to these factors and the principles of urban design, a master plan concept has been prepared for the future development of the residential area. It incorporates a road network with a new access point on Diercks Road and two new access points on Walker Avenue. A local park incorporating the old school/community centre creates a community focus adjacent to the school. Another local park and space for stormwater detention, subject to engineering investigations, is proposed adjacent to David Street. Landscaped walkways are provided to link the development with the school and other community services.

Overall, the master plan shows how adjacent landholdings can be integrated into a cohesive neighbourhood layout. The master plan concept, as shown in Figure 4, will be used as the basis of the proposed Concept Plan to be included in the Development Plan, with the addition of a roadway in the south-western corner of the development area to reduce the need for direct access to Walker Avenue.



Figure 4 – Site Master Plan

3.2.2 Review of Demographic, Population and Growth Data

A comprehensive review of demographic, population and growth data was previously undertaken as part of the Mannum Township DPA (2010). Mannum is the major regional centre of the Mid Murray Council with a population of 2,164 (2011 Census). This was a marginal increase of the population of 2,042 (2006 Census).

Part of the Area Affected that is within the Residential Zone is land that was owned by the government (old school site) which up until recent times has not been made available for future residential development. The previous DPA also recognised that there was 2.9 hectares of land in the Public Purposes Zone that could be added to the land supply for future residential purposes. The opening up of all of this centrally located land together with the adjoining surplus industrial land will greatly assist in adding to the supply of undeveloped residential zoned land in a prime location within the Mannum township.

3.2.3 Review of Industrial Land Demand/Supply

A comprehensive review of industrial land demand/supply was also undertaken as part of the Mannum Township DPA (2010). At that time Mannum had two areas zoned General Industry, including:

- 12.5 hectares of industrial land at the Horwood Bagshaw facility; and
- 14.5 hectares of mostly vacant land with a frontage to Moore Road.

The DPA reduced the size of the General Industry Zone relating to Horwood Bagshaw from 12.5 hectares to 9.0 hectares and rezoned the remaining area to Industry, on the basis that it would all be needed by Horwood Bagshaw. The DPA also created a new Industry Zone on the Adelaide to Mannum Road/Ramm Road site to cater for the demand for future industrial land.

The further reduction of land zoned for industry on the Horwood Bagshaw site and rezoning from industry to residential will not have any effect on the overall land demand/supply of industrial land within the rest of the town. The Horwood Bagshaw site was only ever intended for the future use of the Horwood Bagshaw industrial use, and the reduction in size to a 4.5 hectare site satisfies the current and future needs of the existing business.

The subject site represents the historical use for industrial purposes. The location of the site, in the centre of the township, surrounded by residential, retail and community uses does not align with contemporary planning practice. Demand for industrial land in regional townships has more recently been focused on allotments on the fringes of townships, with excellent access to transport routes and good separation from sensitive receptors.

The proposed rezoning represents a continuing transition which commenced with the Mannum Township DPA, and is now proposed to continue through the staged rationalisation of the Horwood Bagshaw site as land becomes surplus. The DPA strikes a balance between allowing for the continued operation of the Horwood Bagshaw facility, whilst enabling brownfield reuse of the land to introduce an urban form and dwelling typologies that are currently not well provided in the Mannum Township in close proximity to the town centre.

The amount of additional residential land created by the DPA is modest, and should not distort the overall balance of supply and demand of residential land in Mannum. It is anticipated that the land will be developed in stages as demand warrants through one or more residential land division applications.

In respect of industrial land supply, it is noted that the surplus land in the Affected Area has always been held in a single ownership and has not been released, at any time in the past, to the market for other industrial use. Accordingly, the DPA will not have a direct effect on the amount of industrial land available to the market in the Mannum Township.

3.2.4 Review of Infrastructure Requirements

A summary of the infrastructure requirements as outlined in the Tonkin Report dated January 2016, follows.

Wastewater

Existing sewer infrastructure is situated along Adelaide Road, David Street, Diercks Road and Walker Avenue. The service lies within the gravity sewer catchment that discharges into the nearby Mannum Wastewater Treatment Plant.

A review of the sewer system capacity was undertaken by Tonkin Consulting. Based on this investigation it is anticipated that all the proposed development will be adequately serviced by SA Water gravity sewer mains.

Tonkin Consulting anticipate that majority of the proposed development will be connected to the existing maintenance hole at the intersection of Adelaide Road and King George Street (shown as Point A in Figure 5 overleaf).

The existing sewer infrastructure in Diercks Road should have sufficient capacity to service the portion of the proposed development that will occupy the old Mannum Primary School site.

SA Water has confirmed that the existing system has sufficient capacity to accommodate the future wastewater flows of the proposed development, subject to a new internal gravity drain network constructed within the development.

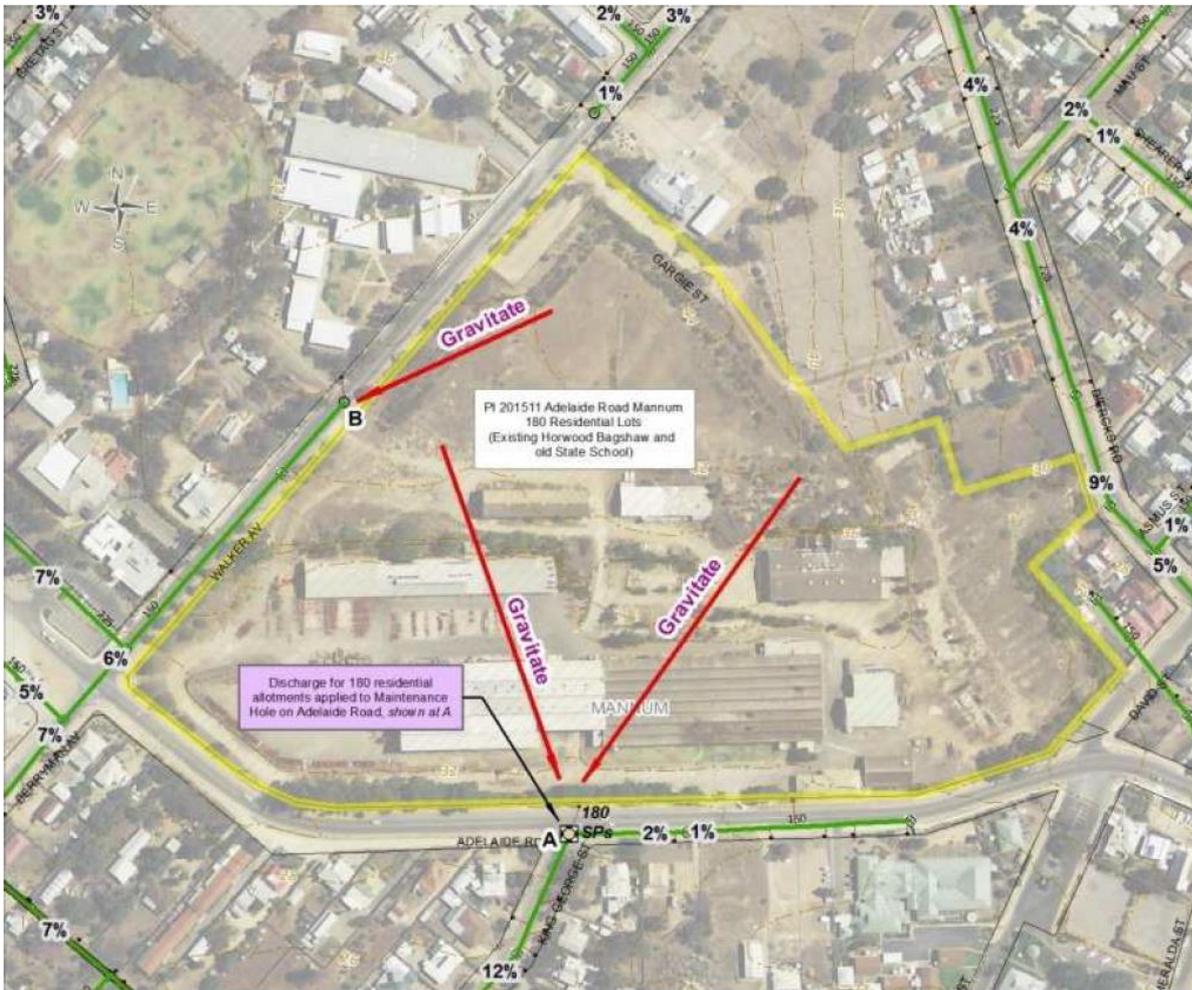


Figure 5: Sewer Infrastructure

Potable Water

The area surrounding the subject site is currently serviced by a local reticulation system served by the Mannum Tanks. SA Water has confirmed that this existing network has sufficient capacity to cater for the increased demand because of the proposed development.

Tonkin Consulting has proposed a layout for the internal distribution main within the site. The plan anticipates that the ultimate development will be serviced by establishing new connections to existing SA Water potable mains in Adelaide Road (Point D), Diercks Road (Point C) and Walker Avenue (Point B).

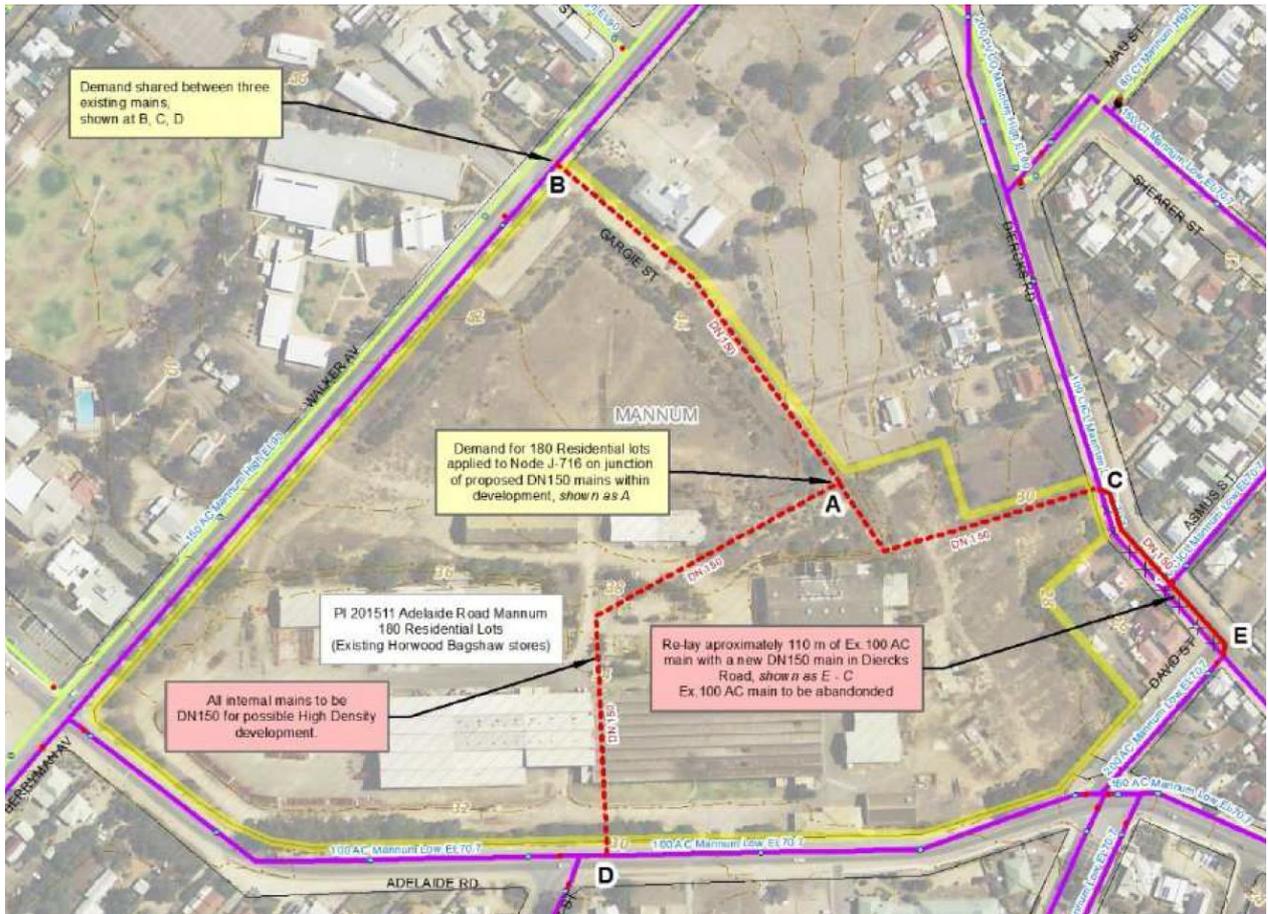


Figure 6: Water Infrastructure

Stormwater Management

There is currently limited stormwater infrastructure adjacent the subject site. Council has identified the inadequacy of the existing system as an issue and this is further addressed in Section 3.2.6.

After reviewing the site, Tonkin Consulting has suggested a number of solutions to improve the stormwater management. They propose future development of the site will need to construct an underground network of pipes and pits to capture water run-off. Additionally, stormwater infrastructure will need to incorporate stormwater detention to minimise flood risk, along with the implementation of principles of Water Sensitive Urban Design.

Having regard to the recommendations of Tonkin Consulting, additional stormwater investigations have subsequently been undertaken by Fyfe which are addressed in detail in Section 3.2.6.

Electrical

The site is currently serviced by the SA Power Networks (SAPN) Mannum Town substation situated at the intersection of Berryman Avenue and Elizabeth Street.

Tonkin Consulting anticipates the proposed development will require an increase in the electrical demand above both the existing sub-station and sub-transmission thresholds. SAPN has confirmed that its existing network will require augmentation in order to meet the electrical demand of the proposed development. The reticulation of electricity around the proposed development site will require underground installation of both High Voltage and Low Voltage infrastructure. Notwithstanding, subject to the payment of appropriate augmentation charges by the developer at the appropriate time, no technical barriers to augmentation of power infrastructure appear to exist.

Telecommunications

The township of Mannum is serviced by a copper network installed along all developed roadways. Some Optic Fibre infrastructure is located adjacent to the proposed development on Walker Avenue. It is noted that the developer is not obligated to install any infrastructure to facilitate the development being serviced by high speed internet services in the future. However, it is commonly undertaken as a marketing strategy.

The National Broad Band Network (NBN), NBN Co personnel have confirmed that no additional augmentation is required as there is existing NBN Co infrastructure in Walker Avenue.

Traffic

As identified by Figure 7 below, the subject site is bounded by Walker Avenue, Diercks Road, David Street and Adelaide Road. Adelaide Road is a road under the care, control and maintenance of the Department of Planning, Transport and Infrastructure, with traffic volumes of approximately 2,700 vehicles per day.



Figure 7: Existing Road Network

MFY was engaged to identify appropriate access arrangements and assess the likely traffic impacts of the proposed rezoning. Future development of the site will require extensions to the local road network through the site, as well as driveway access to individual allotments.

MFY anticipate future access to the site to be provided from Walker Avenue and Diercks Road. There are several locations along these local roads where appropriate future accesses could be provided.

David Street presents limited opportunity for additional access points due to the short length of the road and its proximity to the intersection with Adelaide Road. MFY propose that no direct access is to be provided to Adelaide Road.

In regards to traffic volumes, MFY have assessed the forecast traffic demands for the site's potential yields for both the existing and proposed zone. From their analysis MFY found the proposed rezoning would result in a decreased traffic volume, and reduced traffic impact on the adjacent road network, when compared to the site's current development potential.

Introducing a new access to Diercks Road will increase potential traffic. MFY forecast the southern section of Diercks Road may potentially increase by 230 vehicles per day. This would be approximately 80 vehicles per day more than what would be expected if the existing site was fully developed in accordance with the current zoning. Such an increase (80vpd) would only equate to eight additional trips during peak hour. This will not adversely impact on the capacity or amenity of this local road.

The MFY report concluded:

"In summary, the proposed development will not detrimentally impact on the broader traffic network in Mannum. There would be relatively low traffic volumes realised by the development which would be distributed and readily accommodated within the existing road infrastructure. Importantly, the traffic volumes will be lower than those which would be realised should the site be developed in accordance with the current zoning."

3.2.5 Review of Interface Issues

The environmental reports prepared for the site are three to four years old.

At the Statement of Intent stage, the EPA questioned whether the manufacturing processes at Horwood Bagshaw have changed and whether those investigations considered the highest capacity possible on the site. It is confirmed that the manufacturing processes are still similar and that the investigations considered the highest capacity of residential development possible adjacent to the subject site, and therefore the environmental reports prepared for the site are still relevant.

In regard to site contamination issues, discussions have taken place between the environment consultants and the EPA regarding the following requirement:

- review existing site contamination reports and prepare planning policy that will ensure conditions or requirements of those reports will be satisfied during the development process.

Having regard to this information, the following commentary is made regarding the interface issues.

Environmental Noise

Resonate Acoustics were engaged to make recommendations to help ensure that there is no unreasonable noise conflict between the existing Horwood Bagshaw site and the proposed residential land development.

To establish the required noise mitigation (if any) the existing noise levels were measured at the development site at a location just north of the existing buildings. The noise measurement location was selected to be representative of the nearest proposed residences and closest to the dominant noise source at the paint shop. The measured levels were then used to calibrate a noise model for the whole site assuming no noise mitigation.

In accordance with the Environmental Protection (Noise) Policy 2007 (Noise EPP), the relevant criteria for the residential development (assuming there is no change of zoning) will be equal to the relevant indicative noise factor. For general industry land use in the Industry Zone the noise criteria would be 65 dB(A) day time and 55 dB(A) night time. Horwood Bagshaw operates during the day only and hence only the day time noise limit applies.

If the proposed residential area is rezoned to residential then the noise criteria is an average of the relevant indicative noise factors. The noise criteria would then be 59 dB(A) day time and 50 dB(A) night time. The assumption of a residential zone adjacent to the Rural Industrial zone is considered to be the most appropriate criteria to help ensure that there is no unreasonable noise conflict between the existing Horwood Bagshaw site and the proposed future residences. Predicted existing noise levels during the day time are lower at 56 dB(A) than the lower 59 dB(A) Noise EPP noise limit. The paint shop exhaust was identified as the dominant noise source.

It was concluded that based on the findings of this report the proposed rezoning could proceed with minimal impact on the existing Horwood Bagshaw operations. It is recommended that noise attenuation treatment be considered for the paint shop exhaust if it is considered desirable to further reduce potential noise impacts. It was identified that if a noise penalty was to be applied under the Noise Policy, then the noise levels would marginally exceed the applicable noise limits, and, in this case, should be managed by suitable noise attenuation measures.

Given the time elapsed since the initial report was prepared by Resonate, they were requested in June 2017 to review their previous findings and confirm whether there have been any relevant changes in the regulatory environment or other reasons for them to reconsider their findings. Resonate have confirmed that there is no change to the position outlined in their October 2012 report.

Air Quality

Considering the industrial activities performed at the site especially surface coating, Pacific Environment was engaged to assess the air quality impacts associated with the existing operations considering the proposed residential areas adjacent to the site.

The assessment of the air quality impacts for the existing operations for Horwood Bagshaw in Mannum demonstrates compliance for all substances with the SA EPA DGLC assessment criteria and the NEPM air toxics measurement investigation levels. The exception is the predicted impact of xylene as assessed against SA EPA odour DGLC criterion for which compliance is not demonstrated.

The predicted exceedance of the odour based criteria for xylene is however not considered significant due to the high level of conservatism applied in the emissions estimation for xylene and also considering that the toxicity criteria is complied with, with a good margin. In relation to existing odour impacts, it is also understood that there have been no air quality or odour complaints relating to the Horwood Bagshaw operations.

Based on these results and the assumptions used for the emissions estimation Pacific Environment do not consider that any emission controls would be required considering the proposed rezoning and adjacent residential development.

Given the time elapsed since the initial report was prepared by Pacific Environment, they were requested in June 2017 to review their previous findings and confirm whether there have been any relevant changes in the regulatory environment or other reasons for them to reconsider their findings. Pacific Environment have confirmed that there is no change to the position outlined in their October 2013 report.

Site Contamination

An environmental site assessment was undertaken in 2009 which identified potential on-site contamination issues and off-site sources of groundwater contamination. Off-site sources of contamination were classified as low risk. It was recommended that a further assessment through a Phase 2 Environmental Site Assessment be undertaken.

This report was undertaken in 2013 to assess potential impacts and the requirement for potential management or mitigation works to render the site suitable for its intended purpose. Remediation works would occur in accordance with a Remediation Action Plan in accordance with NEPM requirements including an audit report as required.

Given the time elapsed since the initial report was prepared by SMEC, the author of the report, now in the employment of Agon Environmental, was requested to review their previous findings and confirm whether there have been any relevant changes in the regulatory environment or other reasons for them to reconsider their findings. Agon Environmental have confirmed that there is no change to the position outlined in the October 2013 report.

3.2.6 Stormwater Management Plan

As outlined in the previous section on infrastructure requirements, it has been identified that the existing stormwater infrastructure is limited adjacent to the site. The Infrastructure Capacity Report prepared by Tonkin Consulting identified that there is a side entry pit situated on the north west side of the intersection of Walker Avenue and Adelaide Road, and another side entry pit on the north side of Adelaide Road (approximately 110 metres west of King George Street). The Council has identified the inadequacy of the existing system as an issue.

After reviewing the site, Tonkin Consulting suggested several solutions to improve stormwater management on the site, including:

- an underground network of pipes and pits to capture water run-off;
- the design of some form of stormwater detention to reduce the risk of flooding downstream;
- a site fronting David Street has been identified as a future area of open space and a potential location for stormwater detention; and
- the implementation of Water Sensitive Urban Design (WSUD) principles as a further approach to stormwater management.

The Tonkin Consulting report stated that it was expected that the detail for stormwater management will be addressed at the development approval stage for the new land division.

Following the development of the Infrastructure Assessment Report, some outstanding concerns in respect of the capacity of downstream infrastructure remained. It was not considered prudent that all design work be pushed to the development approval stage. To address these concerns, Fyfe were engaged to undertake additional investigations of existing infrastructure, and development, based on catchment modelling, of a preliminary plan for the upgrades of downstream infrastructure required to support the development that the DPA will facilitate.

The Fyfe study included a review of existing data held by Council to determine the adequacy of existing infrastructure. This study has determined that there are gaps between the status of existing infrastructure and the technical information currently held by Council.

Having regard to this, Fyfe have prepared a concept based on the modelled requirements for infrastructure for two scenarios, the first being where there is a detention basin within the affected area and the second being where there is no detention basin within the affected area. This concept provides clarity as to the maximum extent of infrastructure augmentation required to support the development that the DPA will facilitate.

The Fyfe report provides clarity as to the design of the minor and major stormwater system within the affected area, the flow of water through the site from upstream catchments and the capacity of downstream infrastructure.

The Fyfe report identifies that some downstream upgrades may be required to support the future development of the affected area, particularly if there is to be no on-site detention. It is proposed that these upgrades be secured by way of an infrastructure deed between the land owner and Council.

Council has engaged Greenhill Engineers to peer review the work undertaken by Fyfe and to assist Council with a review of all stormwater infrastructure aspects associated with the DPA.

It is proposed to address the shortcomings of the stormwater infrastructure in the planning policy for the proposed new policy area including the introduction of SAPPL Water Sensitive Design WSUD policy as appropriate.

It is proposed that the deed in respect of infrastructure upgrades will be negotiated between Council and the proponent prior to the DPA being finalised and submitted to the Minister for authorisation.

3.2.7 Urban Design Issues

Additional urban design investigations relating to matters such as land use types, interface buffers, residential density, spatial layout, roads, open space (both useable and if required for stormwater management), connectivity to/from school/community facilities and to/from the town centre/riverfront, and staging have been undertaken and will lead to the inclusion of a Concept Plan in the DPA.

The environment assessments undertaken have not identified that a specific buffer is required between the land in industrial use and the land to be rezoned to allow for residential development. The topography of the allotment features a rise located at the northern extent of the industrial uses. This rise forms a natural and logical delineation between the uses, with the land to be located in the residential zone beginning at the top of the rise.

Whilst no buffer has been identified as being required, the concept plan shows landscaping in the rear of residential properties located at the southern extent of the proposed residential zone. In addition, the concept plan shows these allotment as being deeper to allow for this landscaping whilst preserving adequate space for the siting of dwellings with adequate private open space. Land at the northern extent of the Horwood Bagshaw property also exists where existing landscaping could be augmented.

Other matters will be addressed in the proposed local additions to the planning policy.

As described in 3.2.1, a master plan concept has been developed for the future development of the residential area which incorporates a range of the urban design matters referred to above. These include the following.

Land use types: the area affected is proposed to be rezoned for residential purposes incorporating a range of dwelling types including medium density housing. The existing community buildings on Walker Avenue will remain in the Residential Zone.

Interface buffers: the interface between the remaining industrial area and the proposed residential area to the north is well defined on-site by a landscaped mound and the edge of the existing buildings. The investigations undertaken prior to the SOI determined that there was no need for any further buffer between the existing and proposed uses. Notwithstanding, the concept plan indicates the potential for a 10 metre wide landscaped buffer and walkway between the rear of allotments at the southern extent of the proposed Residential Zone and the industry uses.

Residential density, spatial layout and roads: the spatial layout including the indicative road network that has been outlined in the master concept plan will determine the residential density of the site. Allowance has been made for a range of medium density residential sites. Recognising the location of the site close to the town centre and other key facilities and services, permissible densities are proposed to be higher than those in other areas of the township.

Open space: two main areas of open space are proposed which will constitute approximately 12.5 percent of the total area to be rezoned. One of the areas surrounding the former school site will be the main useable area of open space, and the other area adjacent to David Street is likely to incorporate some form of stormwater detention.

Connectivity and staging: connectivity to/from the school and community facilities and to/from the town centre and riverfront is addressed through the proposed road network and proposed landscaped pedestrian walkways on Walker Avenue and near David Street/Adelaide Road, which are in close proximity to the town centre and riverfront. Further investigations regarding staging will be dependent on infrastructure augmentation requirements.

3.2.8 Mannum Community Hub

As part of the investigations initiated to inform this DPA, a review of the appropriate zoning for the Mannum Community Hub was undertaken having regard to its ongoing function and integration with the development of the land. The Mannum Community Hub is situated within the former Mannum Primary School site and consists of a community centre, men's shed and associated community garden.

The subject land has been part of the Public Purposes Zone for several years, where a community centre is an acceptable form of development. The majority of the existing Public Purposes Zone relates to undeveloped vacant land intended for future residential development.

Rezoning the vacant land to residential and retaining a small proportion as public purposes zoning was one option. However, given the existing use rights of the Mannum Hub facility and the fact that a “community centre” is an envisaged use in the Residential Zone, it is considered appropriate that the Mannum Hub is also rezoned to Residential.

3.2.9 Land Management Agreement

When Horwood Bagshaw purchased Lot 9 and Lot 31 from the Government in 2014, each Title was subject to an agreement under the Development Act, 1993 pursuant to Section 57(1).

Section 57(1) refers to an agreement relating to the development, management, preservation or conservation of land with the new owner of the subject land.

In this case, the Land Management Agreement (LMA) related to the securing of affordable housing within the future development of the subject land. Core conditions of the agreement are for the land to be developed for residential purposes in an affordable manner.

Any changes to the existing Titles as part of the future development of the land will have regard to the LMA in relation to Affordable Housing. The urban design principles previously discussed will also be based on the objective of providing affordable housing in regional areas.

The existing Mid Murray Development Plan has numerous references to Affordable Housing, including Objective 43 and Principle of Development Control 236 in the General Council-wide section, and Principles of Development Control 13 and 14 of the Residential Zone. Affordable Housing is also listed as an envisaged use in the Residential Zone (on page 327 of the current Development Plan).

It is noted that typical land prices in Mannum, combined with the allotment areas and dwelling typologies that the DPA seeks to permit should enable the provision of affordable housing as required by the LMA without significant difficulty.

4. Recommended Policy Changes

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

- reduce the Industry Zone to only include the area actively used by Horwood Bagshaw;
- delete the Public Purposes Zone on Walker Avenue;
- rezone all of the remaining Industry Zone and Public Purposes Zone to Residential;
- rezone the Diercks Road frontages from Residential Character to Residential Zone;
- create a new Policy Area 28 (Walker Avenue) to correspond with the area proposed to be rezoned; and
- introduce a Concept Plan R/1 to guide development within the Affected Area.

5. Consistency with the Residential Code

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

Given the unique characteristics of the rezoned area and policy area, it is not intended to apply the Residential Code to the Affected Area.

6. Statement of Statutory Compliance

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

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

6.1 Accords with the Planning Strategy

Relevant strategies from the Planning Strategy are summarised in Section 2.2. This DPA is consistent with the direction of the Planning Strategy.

6.2 Accords with the Statement of Intent

The DPA has been prepared in accordance with the Statement of Intent agreed to on 20 March 2017. In particular, the proposed investigations outlined in the Statement of Intent have been have been addressed in Section 3 of this document.

6.3 Accords with Other Parts of the Development Plan

The amendments proposed in this DPA are consistent with the format, content and structure of the Mid Murray Development Plan.

6.4 Complements the Policies in the Development Plans for Adjoining Areas

The policies proposed in this DPA will not affect the Development Plans for adjoining areas (as described in Section 1.5 of the DPA).

6.5 Accords with Relevant Infrastructure Planning

This DPA complements current infrastructure planning for the Council area, as discussed in Section 2.3.4 of this document.

6.6 Satisfies the Requirements Prescribed by the Regulations

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

References/Bibliography

- Mid Murray Council, 2010 Mannum Township Development Plan Amendment.
- Mid Murray Council Development Plan (Consolidated Version Dated 31 July 2014).
- Resonate Acoustics, Assessment of Environmental Noise Acoustic Investigations, October 2012.
- Pacific Environmental Ltd, Air Quality Investigations, October 2013.
- SKM, Phase 1 Environmental Site Assessment, February 2009.
- SMEC, Environmental Site Assessment, October 2013.
- MFY & Associates, Traffic Analysis, January 2016.
- Tonkin Consulting, Infrastructure Capacity Assessment, January 2016.
- Fyfe, Stormwater Management Investigations, September 2017.

Schedule 4a Certificate

CERTIFICATION BY COUNCIL'S CHIEF EXECUTIVE OFFICER

DEVELOPMENT REGULATIONS 2008

SCHEDULE 4A

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

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

I, Russell Peate, as Chief Executive Officer of Mid Murray Council, certify that the Statement of Investigations, accompanying this DPA, sets out the extent to which the proposed amendment or amendments-

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

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

DPA preparation by Wayne Gladigau RPIA and Michael Richardson MPIA, MasterPlan SA Pty Ltd,

Peer Review by David Altmann RPIA for the Mid Murray Council

DATED this 21st day of November, 2017



.....
Chief Executive Officer

Development Plan Amendment

By the Council

Mid Murray Council

**Walker Avenue, Mannum
Development Plan Amendment**

The Amendment

For Consultation – November 2017

Amendment Instructions Table

Name of Local Government Area: Mid Murray Council

Name of Development Plan: Mid Murray Council Development Plan

Name of DPA: Walker Avenue, Mannum DPA

The following amendment instructions (at the time of drafting) relate to the Council Development Plan consolidated on 14 June 2017.

Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.

Amendment Instruction Number	Method of Change	Detail what is to be replaced or deleted or detail where new policy is to be inserted.	Detail what material is to be inserted (if applicable, i.e., use for <u>Insert</u> or <u>Replace</u> methods of change only).	Is Renumbering required (Y/N)	Subsequent Policy cross-references requiring update (Y/N) if yes please specify.
COUNCIL WIDE / GENERAL SECTION PROVISIONS (including figures and illustrations contained in the text)					
Amendments required (Yes/No): No					
ZONE AND/OR POLICY AREA AND/OR PRECINCT PROVISIONS (including figures and illustrations contained in the text)					
Amendments required (Yes/No): Yes					
Residential Zone					
1.	Insert	New Policy Area 28 (Walker Avenue)	Insert contents of Attachment A - Policy Area 28 (Walker Avenue) within the Residential Zone after Policy Area 5 (Residential Floodplain)	Y	Y (Policy Area Numbering)
2.	Insert	“and Policy Area 28”	After Enlargement B in Introduction Section.	N	N
Industry Zone					
3.	Insert	“Zone and Policy Area 28”	In Desired Character Statement, Paragraph 3 after “Residential”	N	N
4.	Delete	“be limited to a reasonable expansion of the existing Horwood Bagshaw facilities or uses that will”	In Desired Character Statement, Paragraph 3 after the word “should”	N	N
Public Purpose Zone					
5.	Delete	Delete reference to the “Mannum Community Complex”	In the Desired Character Statement of the Public Purpose Zone	N	N

**Walker Avenue, Mannum DPA
Mid Murray Council
Amendment Instructions Table**

TABLES

Amendments required (Yes/No): **No**

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

Amendments required (Yes/No): **Yes**

Map(s)

6.	Replace	Structure Plan Map MiMu/1 (Overlay 1) Enlargement B, Zone Map MiMu/60 and Policy Area Map MiMu/98	With Contents of Attachment B	N	N
7.	Insert	Concept Plan R/1	Insert Contents of Attachment C after Policy Area 28 (Walker Avenue)	Y	Y

Attachment A

Residential Zone – Policy Area 28 (Walker Avenue)

The objectives and principles of development control that follow apply to the Walker Avenue Policy Area 28 as shown on Map MiMu/98. They are additional to those expressed for the Residential Zone and Council Wide Provisions.

DESIRED CHARACTER

Part of the Residential Zone is located within Policy Area 28 – Walker Avenue.

The Walker Avenue Policy Area comprises the former Horwood Bagshaw industrial land and the adjacent former Mannum Primary School site that have all been rezoned to residential. It also includes the Diercks Road frontages, formerly part of the Residential Character Zone that back onto the former industrial and educational land.

The Policy Area will be developed to provide a high quality residential infill development within the Policy Area and integrate adjacent land holdings into a cohesive residential neighbourhood unit in accordance with Concept Plan, Fig R/1. The Policy Area is especially suited to medium density development in proximity to the school, community facilities, the main street and the riverfront. A local park incorporating the community centre will be part of the development to create a community focus adjacent to the school.

The desired character is that of an attractive residential environment containing medium to high density dwellings of up to three storeys in height and of a variety of architectural styles. Dwellings will typically be at a higher density and generally have a lesser setback from road frontages and other boundaries compared to that typical of the original housing stock in the surrounding area. Development adjacent to the Diercks Road frontage will have regard to the design elements of the adjoining Residential Character area.

Appropriate assessment and remediation of site contamination will be undertaken to ensure the subject land is suitable and safe for its intended use as residential, prior to any land division, residential or community development being undertaken, in accordance with an accredited Site Contamination Audit Report. Development of allotments adjoining the existing Industry Zone boundary will incorporate suitable landscaped buffers to improve the visual amenity of the area.

OBJECTIVES

- Objective 1:** A residential policy area comprising a range of medium to high density dwellings, designed to integrate with areas of open space, neighbouring centres and community facilities.
- Objective 2:** Development that supports the viability of community services and infrastructure and reflects good residential design principles.
- Objective 3:** Development that contributes to the desired character of the policy area.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

- 1 The following forms of development are envisaged in the policy area:

affordable housing
community centre
detached dwelling
domestic outbuilding in association with a dwelling
domestic structure
dwelling addition
group dwelling
pergola in association with a dwelling
residential flat building (buildings between 1 and 3 storeys)
row dwelling
semi-detached dwelling
supported accommodation.

- 2 The use and placement of outbuildings should be ancillary to and in association with residential purposes.

Form and Character

- 3 Development should not be undertaken unless it is consistent with the desired character for the policy area.
- 4 Medium density development that achieves higher densities should be in the form of 2 to 3 storey buildings.
- 5 Upper level balconies may extend 1 metre closer to the road boundary than the associated dwelling.
- 6 In the case of multiple dwellings on one site, access to parking and garaging areas from public streets should primarily be via a minimum number of common driveways.
- 7 Dwellings should be designed within the following parameters:

Parameter	Value
Minimum setback from primary road frontage	3 metres
Minimum setback from secondary road frontage	1 metres
Maximum site coverage	70 percent
Maximum building height (from natural ground level)	10 metres
Minimum number of onsite car parking spaces other than for affordable housing (1 of which should be covered)	1

8 Sheds, garages and similar outbuildings should be designed within the following parameters:

Parameter	Value
Maximum floor area	60 square metres
Maximum building height (from natural ground level)	5 metres
Maximum wall height (from natural ground level)	3 metres
Minimum setback from side and rear boundaries	1 metres
Minimum setback from a public road or public open space area	4 metres

9 A dwelling should have a minimum site area (and in the case of and residential flat buildings, an average site area per dwelling) and a frontage to a public road not less than that shown in the following table:

Dwelling type	Site area other than for affordable housing (square metres)	Minimum frontage (metres)
Detached	300 minimum	8
Semi-detached	220 minimum	7
Group dwelling	200 minimum	6
Residential flat building	200 average	6
Row dwelling	150 minimum	6

Side Boundary Setbacks

10 Where the wall of a dwelling is setback from the side boundary, that wall should be designed in accordance with the following parameters:

Wall height (measured from natural ground level)	Minimum setback from side boundaries except for south facing walls (metres)	Minimum setback from side boundaries for a south facing wall (metres)
For any portion of the wall less than or equal to 3 metres	0.9	0.9
For any portion of the wall greater than 3 metres	0.9 plus a distance equal to one-third of the extent to which the height of the wall is greater than 3 metres	1.9 plus a distance equal to one-third of the extent to which the height of the wall is greater than 3 metres

Setbacks from Rear Boundaries

- 11 The walls of dwellings should be setback from rear boundaries, except where the rear boundary adjoins a service lane, in accordance with the following parameters:

Allotment size (square metres)	Ground floor minimum setback (metres)	Second storey minimum setback (metres)	Third Storey minimum setback (metres)
≤ 300	3	5	5 plus any increase in wall height over 6 metres
>300	4	6	6 plus any increase in wall height over 6 metres

Private Open Space

- 12 Dwellings should provide private open space in accordance with the following table:

Allotment size (square metres)	Minimum area excluding any area at ground level at the front of the dwelling (square metres)	Minimum dimension (metres)	Minimum area provided directly accessible from a habitable room (square metres)
>500	80 of which 10 square metres may comprise balconies, roof patios and the like, provided they have a minimum dimension of 2 metres.	4	24
300-500	60 of which 10 square metres may comprise balconies, roof patios and the like, provided they have a minimum dimension of 2 metres.	4	16
<300	24 of which 8 square metres may comprise balconies, roof patios and the like, provided they have a minimum dimension of 2 metres.	3	16

- 13 Development should be carried out, where applicable, in accordance with the concepts shown on Concept Plan, Fig R/1.

- 14 Residential allotments and sites should have the appropriate orientation, area, configuration and dimensions to accommodate:

- (a) the siting and construction of a dwelling and associated ancillary outbuildings;
- (b) the provision of landscaping and private open space;
- (c) convenient and safe vehicle access and off-street parking;
- (d) passive energy design;
- (e) rainwater tank(s); and
- (f) front, side and rear boundary setbacks that contribute to the desired character of the area.

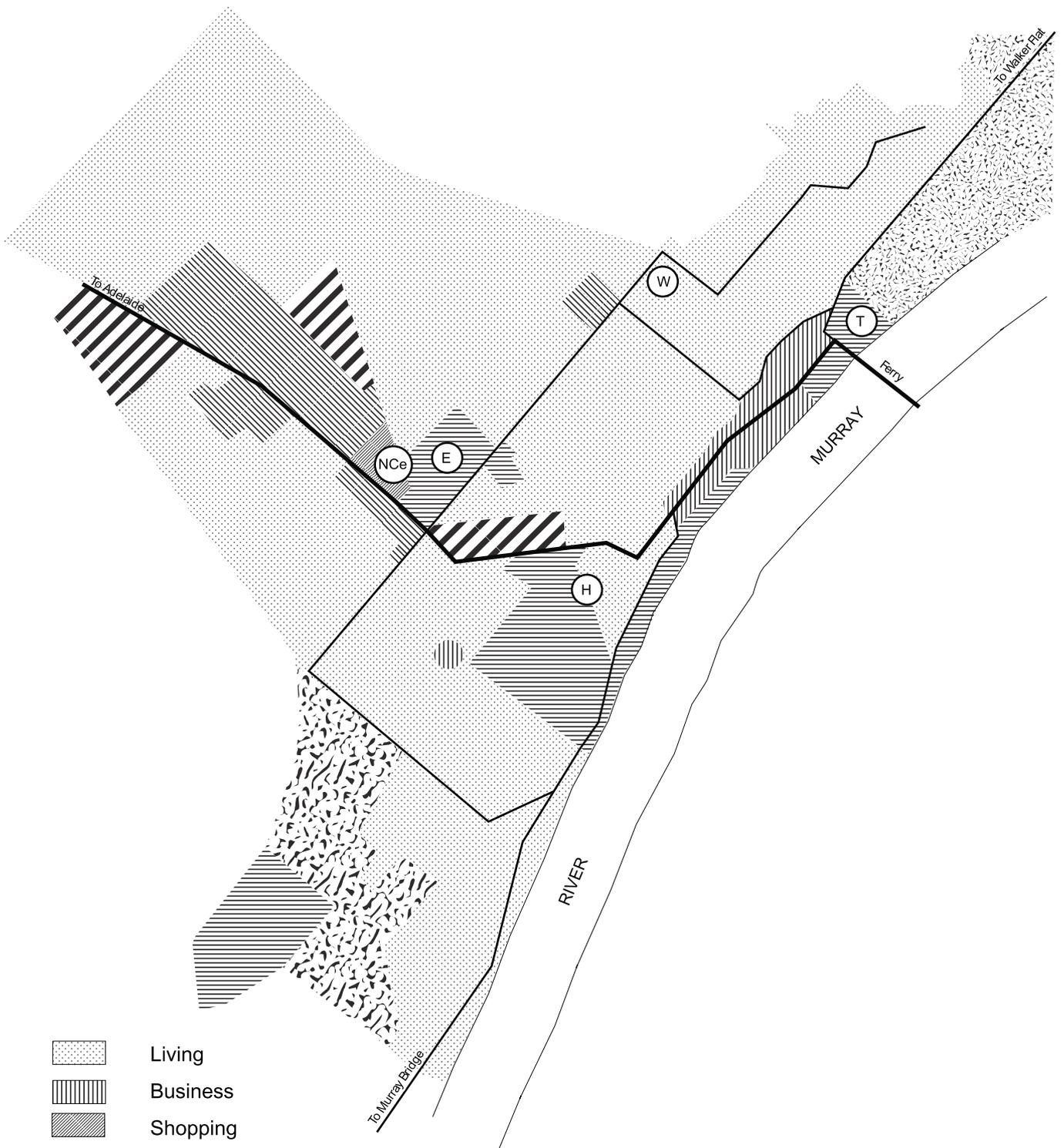
- 15** Development should be extensively landscaped with plant species indigenous to the locality, which are low maintenance and drought tolerant.
- 16** The scale, bulk and design elements of residential development situated on the Diercks Road frontage should be complementary to the predominant design elements and streetscape characteristics of the existing residential development in the street.
- 17** Development should not be undertaken if it would inhibit or prejudice the ongoing operation of the Mannum Community Hub.
- 18** Upper level windows, balconies, terraces and decks that overlook habitable room windows or private open space of dwellings should maximise visual privacy through the use of measures such as sill heights of not less than 1.5 metres or permanent screens having a height of 1.5 metres above finished floor level.
- 19** Proposed dwellings, three storeys and higher should be designed to reduce the impact of their height and bulk on existing neighbouring development, including options to incorporate the third level into the roof space.
- 20** Development of allotments adjacent to the southern boundary should incorporate suitable landscaped buffers of not less than 3 metres in width to screen buildings and structures within the adjoining Industry Zone.
- 21** Land division of allotments with a frontage to Diercks Road should not include hammerhead allotments and should reflect the traditional sub-division pattern of the adjoining Residential Character zone.

Water Sensitive Design

- 22** Development should be sited and designed to:
 - (a) capture and re-use stormwater, where practical;
 - (b) minimise surface water runoff;
 - (c) prevent soil erosion and water pollution;
 - (d) protect and enhance natural water flows;
 - (e) protect water quality by providing adequate separation distances from watercourses and other water bodies;
 - (f) not contribute to an increase in salinity levels;
 - (g) avoid the water logging of soil or the release of toxic elements; and
 - (h) maintain natural hydrological systems and not adversely affect:
 - (i) the quantity and quality of groundwater;
 - (ii) the depth and directional flow of groundwater; and
 - (iii) the quality and function of natural springs.

- 23** Water discharged from a development site should:
- (a) be of a physical, chemical and biological condition equivalent to or better than its pre-developed state; and
 - (b) not exceed the rate of discharge from the site as it existed in pre-development conditions.
- 24** Development should include stormwater management systems to protect it from damage during a minimum of a 1-in-100 year average return interval flood.
- 25** Development should have adequate provision to control any stormwater over-flow runoff from the site and should be sited and designed to improve the quality of stormwater and minimise pollutant transfer to receiving waters.
- 26** Development should include stormwater management systems to mitigate peak flows and manage the rate and duration of stormwater discharges from the site to ensure the carrying capacities of downstream systems are not overloaded.
- 27** Development should include stormwater management systems to minimise the discharge of sediment, suspended solids, organic matter, nutrients, bacteria, litter and other contaminants to the stormwater system.
- 28** Stormwater management systems should preserve natural drainage systems, including the associated environmental flows.
- 29** Stormwater management systems should:
- (a) maximise the potential for stormwater harvesting and re-use, either on-site or as close as practicable to the source;
 - (b) utilise, but not be limited to, one or more of the following harvesting methods:
 - (i) the collection of roof water in tanks;
 - (ii) the discharge to open space, landscaping or garden areas, including strips adjacent to car parks;
 - (iii) the incorporation of detention and retention facilities; and
 - (iv) aquifer recharge.
- 30** Where it is not practicable to detain or dispose of stormwater on site, only clean stormwater runoff should enter the public stormwater drainage system.
- 31** Artificial wetland systems, including detention and retention basins, should be sited and designed to:
- (a) ensure public health and safety is protected; and
 - (b) minimise potential public health risks arising from the breeding of mosquitoes.

Attachment B

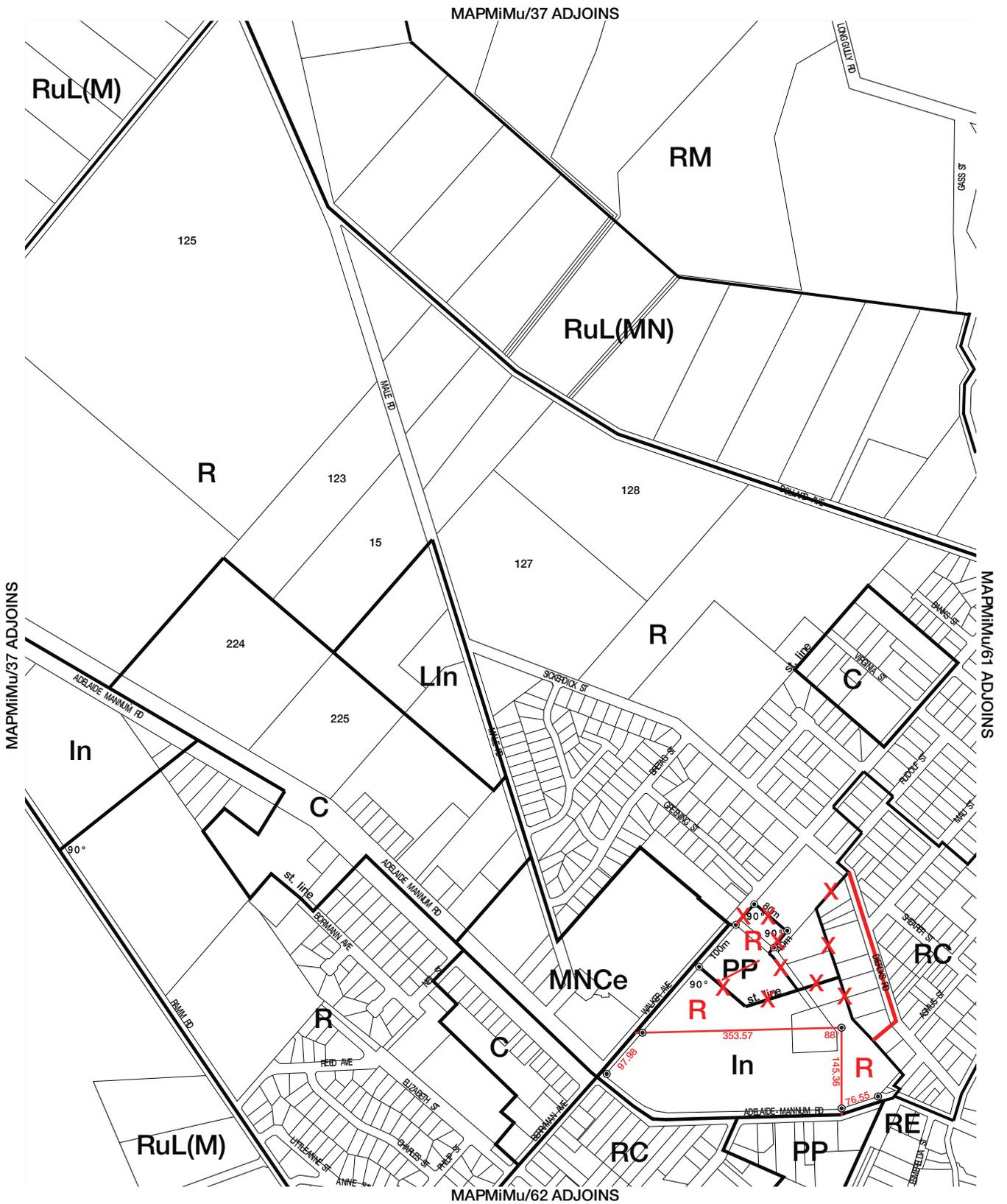


-  Living
-  Business
-  Shopping
-  Commercial
-  Industrial
-  Community and Public Purpose
-  Neighbourhood Centre
-  Education
-  Hospital
-  Waterworks Land
-  Tourist Accommodation
-  Open Space
-  Conservation
-  Major Local Road
-  Secondary Arterial Road



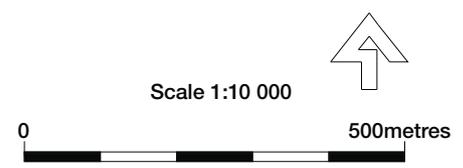
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**THE MID MURRAY COUNCIL
MANNUM
STRUCTURE PLAN
MAP MiMu/1 (Overlay 1)
Enlargement B**



- MANNUM**
 NOTE : For Policy Areas See MAP MiMu/98
- C Commercial
 - In Industry
 - MNCe Mannum Neighbourhood Centre
 - PP Public Purposes
 - R Residential
 - RM River Murray
 - RuL(M) Rural Living (Mannum)
 - RuL(MN) Rural Living (Mannum North)
 - RC Residential Character
 - RE Residential Escarpment
 - LIn Light Industry

— Zone Boundary
 - - - Development Plan Boundary



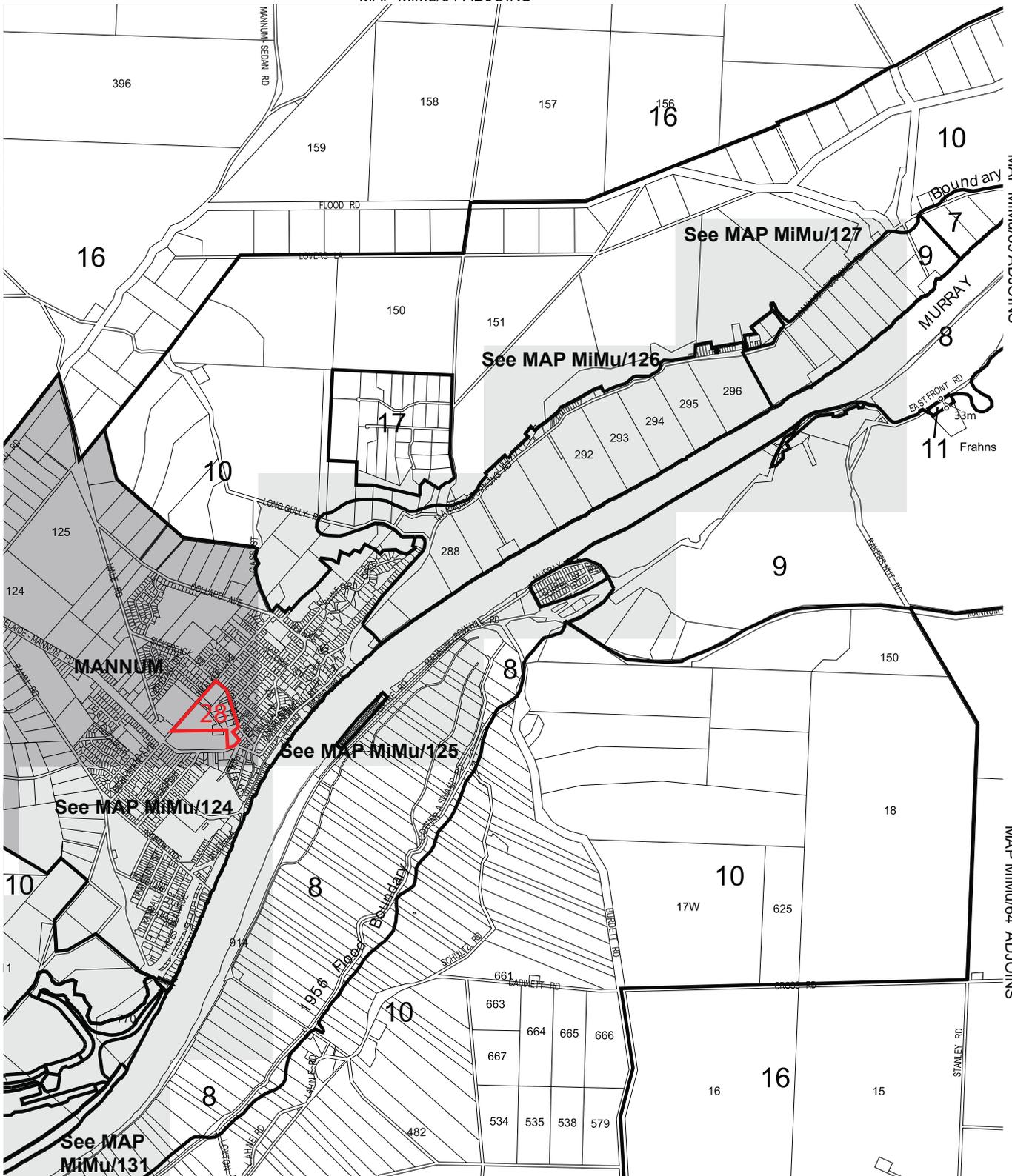
THE MID MURRAY COUNCIL ZONES MAP MiMu/60

MAP MiMu/64 ADJOINS

MAP MiMu/97 ADJOINS

MAP MiMu/89 ADJOINS

MAP MiMu/64 ADJOINS



NOTE: For Zones See MAP MiMu/37

- 7 Conservation Policy Area
- 8 Floodplain Policy Area
- 9 Recreation and Tourism Policy Area
- 10 Primary Production Policy Area
- 11 Shack Settlement Policy Area
- 16 Murray Plains Policy Area
- 17 Shearer Heights Policy Area
- 28 Walker Avenue Policy Area



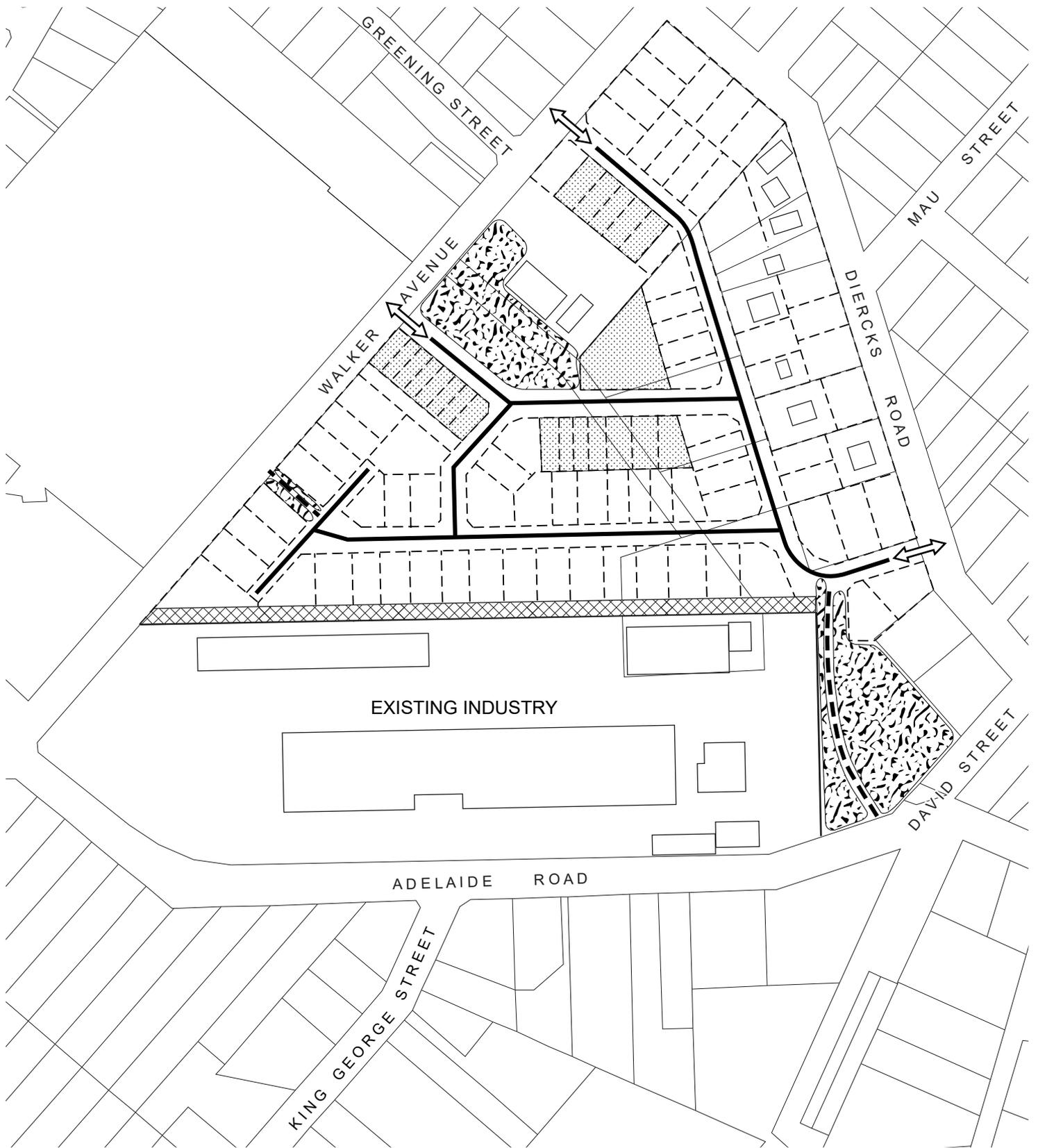
Scale 1:40000



THE MID MURRAY COUNCIL POLICY AREAS MAP MiMu/98

- Policy Area Boundary
- Development Plan Boundary
- Area not covered by Policy Area

Attachment C



Scale 1:3000



0 100metres



-  Open Space
-  Medium Density
-  Landscape Buffer Reserve
-  Access Points
-  Proposed Road Network
-  Proposed Walkway

**THE MID MURRAY COUNCIL
MANNUM
STRUCTURE PLAN
Fig R/1
WALKER AVENUE CONCEPT PLAN**