



BOARD AGENDA & REPORTS

for the Special Meeting of the Adelaide Park Lands Authority Board

Monday 30 November 2020
at 5:30 pm

in the Colonel Light Room,
Adelaide Town Hall

The Adelaide Park Lands Authority was established by the *Adelaide Park Lands Act 2005 (SA)* as a subsidiary of the City of Adelaide under the provisions of the *Local Government Act 1999 (SA)*.

As part of the Park Lands governance framework the Adelaide Park Lands Authority is the principle advisory body to the City of Adelaide and the South Australian State Government on Park Lands matters.

The Authority provides guidance around the use of and improvement to the Adelaide Park Lands through the development of the Adelaide Park Lands Management Strategy 2015 – 2025, which can be found [here](#) .

Membership	The Lord Mayor 4 other members appointed by the Council 5 members appointed by the Minister
Quorum	6
Presiding Member	The Right Honourable the Lord Mayor Sandy Verschoor
Deputy Presiding Member	Ms Kirsteen Mackay
Board Members	Ms Allison Bretones Mr Rob Brookman AM Ms Jessica Davies-Huynh Mr Stephen Forbes Councillor Alexander Hyde (Deputy Lord Mayor) Ms Stephanie Johnston Mr Craig Wilkins Mr Ben Willsmore
Proxy Board Members	Councillor Anne Moran (for Councillor Alexander Hyde) Professor Emeritus Damien Mugavin (for Ms Stephanie Johnston)

1. Acknowledgement of Country

At the opening of the Special Board Meeting, the Board member presiding will state:

‘Adelaide Park Lands Authority acknowledges that we are meeting on traditional Country of the Kaurna people of the Adelaide Plains and pays respect to Elders past and present. We recognise and respect their cultural heritage, beliefs and relationship with the land. We acknowledge that they are of continuing importance to the Kaurna people living today.

And we also extend that respect to other Aboriginal Language Groups and other First Nations who are present today.’

2. Apologies

Nil

3. Reports for the consideration of the Board

3.1 Planning and Design Code – consultation on revised draft [2020/01915] [Page 4]

3.2 Proposed event in the Park Lands - Digital Arts & Culture Exhibition in Victoria Square / Tarntanyangga (South) [2020/01893] [Page 20]

4. Closure

Planning and Design Code - consultation on revised draft

ITEM 3.1 30/11/2020
Adelaide Park Lands Authority

Program Contact:

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Policy, Heritage & Park Lands
Coordination Services 8203 7241

2020/01915
Public

Approving Officer:

Klinton Devenish, Director Place

EXECUTIVE SUMMARY

This report supports a submission to the Planning and Design Code (P&D Code) public consultation, which is the second public consultation by the State Planning Commission (SPC) as part of the state-wide Planning Reform. The P&D Code will replace the Adelaide (City) Development Plan. The submission recommends more refinements to the P&D Code to promote the special status, attributes and character of the Adelaide Park Lands.

RECOMMENDATION

THAT THE ADELAIDE PARK LANDS AUTHORITY ADVISES THE STATE GOVERNMENT AND COUNCIL:

That the Adelaide Park Lands Authority:

1. Recommends that a self-assessment and referral process is undertaken regarding any possible effect the Planning and Design Code may have on the values which underpin the National Heritage Listing of the Adelaide Park Lands and City Layout.
2. Recommends further refinements to the Planning and Design code to promote the special status, attributes and character of the Adelaide Park Lands as per the *Adelaide Park Lands Act, 2005 (SA)* as set out in Attachment A to Item 3.1 on the Agenda for the Special meeting of the Board of the Adelaide Park Lands Authority held on 30 November 2020.

IMPLICATIONS AND FINANCIALS

Adelaide Park Lands Management Strategy	This update provides opportunity to bring the statutory planning policy into alignment to the Adelaide Park Lands Management Strategy 2015-2025 (within the scope of the review).
Policy	The Planning and Design Code (P&D Code) will replace the Adelaide (City) Development Plan. This will be a statutory document to guide development assessment decisions. This report recommends adopting the draft Park Lands Building Design Guidelines (when finalised), either as part of the Code or a Design Standard so that they have statutory effect in the assessment of a development application.
Consultation	This report responds to the State Planning Commission's consultation.
Resource	Not as a result of this report
Risk / Legal / Legislative	<i>The Planning, Development and Infrastructure Act 2016 (SA)</i> replaces the <i>Development Act 1993 (SA)</i>
Opportunities	This update to the statutory planning policy provides an opportunity to align to the Adelaide Park Lands Management Strategy and make updates to the existing Development Plan that have previously been identified by Council.
20/21 Council Budget Allocation	Not as a result of this report
Proposed Council 21/22 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	Not as a result of this report
20/21 Budget Reconsideration (if applicable)	Not as a result of this report
Ongoing Costs (eg maintenance cost)	Not as a result of this report
Other Funding Sources	Not as a result of this report

DISCUSSION

1. The purpose of this report is to enable the Board to consider a response to the State Planning Commission consultation on the revised draft of the statewide Planning and Design Code (P&D Code).
2. On 24 February 2020, APLA wrote to the State Planning Commission with a series of comments as part of the first round of consultation on the P&D Code as shown in Link 1 [here](#).
3. The State Planning Commission has updated the P&D Code and provided a broad response to APLA's submission in "What we have heard" report shown in Link 2 [here](#).
4. On 3 November 2020, the State Planning Commission released a revised P&D Code for public consultation (website: [Planning and Design Code • Browse the Planning & Design Code](#)) until 18 December 2020.
5. The following parts of the Code are particularly relevant to APLAs considerations:
 - 5.1. The 2 Zones that cover the Adelaide Park Lands - Adelaide Park Lands Zone (previously proposed as City Park Lands Zone) and the City Riverbank Zone
 - 5.2. The General Development Policies and Overlays that relate to the Adelaide Park Lands
 - 5.3. The Rules of Interpretation – that set out how the Code is to be applied
6. The following table provides commentary in respect to the issues raised by APLA in the letter to the State Planning Commission on 24 February 2020 (Link 1 [here](#)) and identifies some additional points for APLA's consideration.

APLA Comment to SPC – 24 Feb 2020	Comment	Status	Recommendation
Recommends that a self-assessment and referral process is undertaken in accordance with the <i>Environment Protection and Biodiversity Conservation Act 1999</i> regarding any possible effect the P&D Code may have on the values which underpin the National Heritage Listing of the Adelaide Park Lands and City Layout.	No evidence that a referral has occurred. Policy added to the P&D Code seeking development to recognise the National Heritage values	Outstanding	Continue to recommend
Supports the recognition of the special attributes of the Adelaide Park Lands through inclusion of a dedicated Zone in the P&D Code.	No change	Achieved	No further action
Suggests renaming City Park Lands Zone to Adelaide Park Lands Zone.	The Zone has been renamed.	Achieved	No further action
Suggests that the boundary of the Adelaide Park Lands Zone should include the six squares which are a part of the Adelaide Park Lands.	The Squares are now within the zone. The boundaries of the zones need to be consistent.	Achieved	See more detailed comments in Attachment A
Suggest the deletion of the proposed Subzones in favour of comprehensive Zone wide policies.	The subzones have been deleted, however refinements to policies are recommended.	Partially Achieved	See more detailed comments in Attachment A

	<p><u>Fencing</u></p> <p>The policy has been amended however, there has been an Accepted Development pathway provided. This means the policy may not be achieved.</p>	Partially Achieved	It is recommended that the Accepted Development Pathway be deleted.
Supports public notification where it involves all other code assessed development assessments; however, suggest minor types of development that are currently not subject to notification be exempt from public notification.	Amendments made however requires simplifying to provide for ease of interpretation.	Partly achieved	See more detailed comments in Attachment A
Suggests reinstatement and addition of mapping and / or concept plans to support a clearer statutory planning framework.	No supporting mapping has been included. No concept plans have been included.	Outstanding.	See more detailed comments in Attachment A
Suggests educational establishment, hotel and public infrastructure should be Code Assessed (Performance Assessed) Development rather than Restricted Development.	This has been amended.	Achieved	No further action

7. The previous APLA report did not provide commentary on the City Riverbank Zone. **Attachment A** provides analysis of the draft Zone for APLA's consideration. In summary:
- 7.1. Amendments are suggested to the Desired Outcomes and Performance Outcomes to reinforce the location of the Zone within the Adelaide Park Lands. This includes ensuring the appropriate land uses, pattern of development and landscaped setting are considered in new development.
 - 7.2. There is opportunity for the subzones to better identify the differences between the parts of the Zone. Within the Innovation Sub Zone there is a need to reinstate policies that provide quality open spaces and better connectivity around the Adelaide Park Lands.
 - 7.3. The importance of quality public spaces and connections to, from and within the precinct need strengthening.
8. Should APLA support the recommended changes in **Attachment A**, APLA's comments will be forwarded to Council and the State Planning Commission for consideration.
9. The State Planning Commission will likely make a decision on the final version of the Planning and Design Code in early 2021.

ATTACHMENTS

Attachment A – APLA Comments on the Planning and Design Code – November 2020

- END OF REPORT -

Comments on the Planning and Design Code (November 2020)

This document provides a summary of the Planning and Design Code proposed in October 2020 for the areas of the Adelaide Park Lands.

There are two Zones that cover the Adelaide Park Lands:

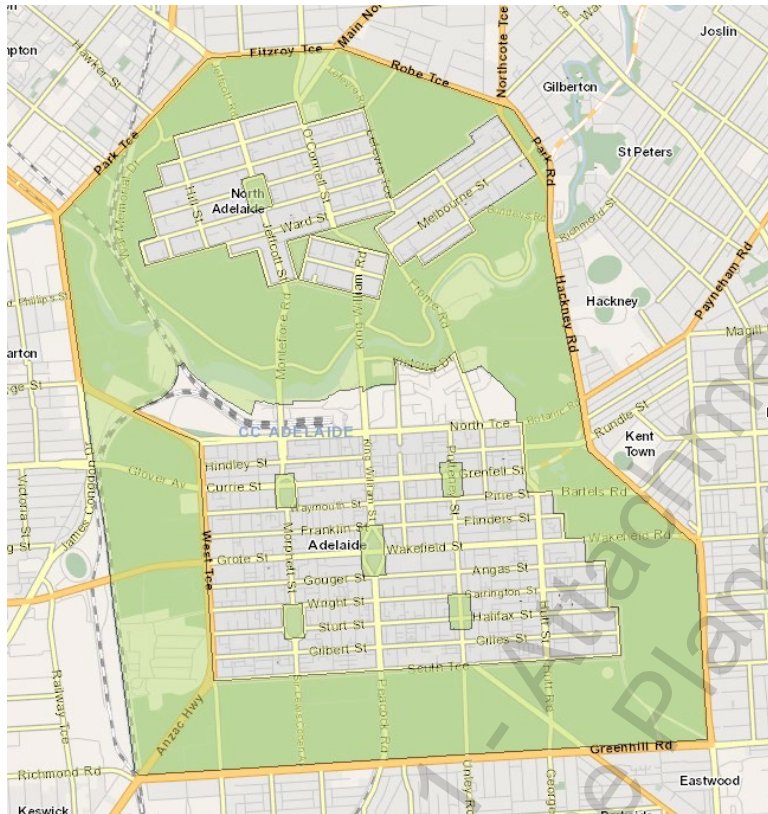
- Adelaide Park Lands Zone
- City Riverbank Zone

Adelaide Park Lands Zone

Subzones: Nil

Replaces: Park Lands Zone and 11 Policy Areas.

Spatial Application:



Since the first round of consultation a number of changes have been made in response to APLA's submission. These changes include:

- Zone has been renamed to Adelaide Park Lands Zone from City Park Lands Zone
- The Squares have been included in the Zone
- The proposed Sub Zones (Adelaide Oval and Eastern Park Lands) have been deleted.
- The Desired Outcomes have been amended however not the extent advocated for.
- Additional polices on land use, built-form, landscape character and movement and parking.
- Removed the use of the Restricted Development Pathway for educational establishment, hotel and public infrastructure. These types of development will be performance assessed.
- It is recommended that SPC incorporates the policy intent of the Park Lands Building Design Guidelines in the P&D Code to provide adequate guidance.

In summary, the issues that remain of concern are:

- The vast majority of applications in the zone will fall into the performance assessed pathway and will be assessed on its merits against the Code (as per Section 107 of the PDI Act). The Desired Outcomes and Performance Outcomes need further refinement to ensure sufficient policy clarity and strength.

- The use of the Accepted Development (Table 1) and Deemed to Satisfy (Table 2) assessment pathways. The risk outweighs the associated benefit to a very small number of applications in this context.
- The policies identified for Performance Assessed (Table 3) developments ...
- Public notification (Table 5)- The current wording of the notification triggers are confusing. The outcome for notification that is sought is that development that is anticipated is not notified. However, given the size of the Park Lands, park by park land uses and built form must be made clear. Alternatively, public notification should occur as stakeholders have not reasonably had the opportunity to comment on the policy proposals.
- The first version of the Code is not proposed to include the Park Lands Building Design Guidelines.

Recommendations:

Land Use

- Refine DTS/DPF 1.1 to:
 - delete built form such as “Advertisement, conservation work, outbuilding with open space maintenance, structures”. Relocate this policy to Built form and Character.
 - insert additional desired land uses horse adjustment, cemetery within existing site boundaries, education establishment within existing boundaries, licensed premises ancillary to a multi-purpose recreation facility and located on map and special events located on Special Events where located on map (reflect complying and non-complying list locations).
- Council sought for any buildings to be publicly accessible multi-purpose uses and for land uses to be retained within the existing sites. PO 1.8 outlines specific land uses. Whilst these policies work to contain the land uses to their sites.
- It is suggested that the policy is revised to ensure that new buildings support a range of community uses rather than the existing uses. This will allow the Adelaide Park Lands Strategy outcomes to be achieved.
- Review PO 1.8. We recommend the purpose should be about containing uses within their site boundaries. As draft is unclear the intent and purpose of this policy and how it would be applied.
- Delete PO1.9 and reinstate existing policy for the Adelaide Aquatic Centre (*see PDC5 of the current North Park Lands Policy Area*)
- Reinsert the intent of current land use policies of the Development Plan which support the achievement of DO1 and DO2 (*noting that refinement will be needed to achieve the same outcome given the absence of policy areas and mapping):

“Development should not further restrict public access to land within the Park Lands (Council Wide PDC287 of the current Development Plan)

Indoor recreation is considered to be contrary to the open character desired for the Park Lands and should be restricted to specific existing or proposed buildings. (PDC3 of the current Park Lands Zone)

Development of new and the expansion of existing formal outdoor recreation uses should be restricted except where specified in the relevant Policy Area. (PDC4 of the current Park Lands Zone)”
- Amend PO 1.3 to reflect the current Development Plan where the relevant area should reflect “River Torrens West Policy Area in the area marked F as shown on [Map Adel/48](#); (b) Adelaide Oval Policy Area, as shown on [Map Adel/49](#)”.

- PO1.6 be amended to make clearer that a new use of an existing building still needs to be an appropriate use for the zone.
- Amend PO3.4 related to return of Alienated Land to refer specifically to land including the Adelaide Gaol and Police Barracks (*as reflected in Overlay 10 in the current Development Plan*) and the electricity substation and water reservoir at the corner of Barton Terrace East and O'Connell Street (PDC4 of the North Park Lands Policy Area)
- There is no noise policy specific to the Park Lands. It is recommended that the following policy is inserted:

PO XX Development should not:

- (a) *result in noise emissions which adversely affect the amenity of neighbouring premises or other Park Land users, or the emission of atmospheric or liquid pollutants;*
- (b) *introduce, expand or intensify any activity which may detrimentally affect the amenity of premises within any adjacent Zone (including areas in an adjoining local government area).*

Built form and Character

- The following policies placed under the heading 'Land Use and Intensity' be moved under the heading of 'Built-Form and Character':
 - Parts of DPF 1.1 - as identified above.
 - PO1.7 as it relates to design of a new building
- Delete PO1.7 Part (c) "*provides complementary recreation, sporting or tourism facilities that could not otherwise have been provided in the zone*" as this part is not necessary for an assessment of built-form matters and the land use considerations would be covered by provisions above.
- The built form policies are intertwined with land use policies. This is evident in PO 1.8. Further PO 1.8 is concerning as the list is not accurate or complete and does not reflect the APLMS. It is acceptable that the use of buildings can change over time provided it is multipurpose, community based and ancillary to outdoor recreation. The policy as proposed, does not allow for the use of these buildings to be change over time. There is no need to restrict to the existing land uses provided these are publicly accessible community uses and align to the land use policies.
- Arguably PO 1.8 and 1.9 could be deleted as PO 1.6 provides for adaptive reuse of the buildings and PO 1.7 provides guidance on new buildings etc. The PO's under land use and intensity provide for a variety of land uses.
- It is recommended that PO 1.8-1.9 is deleted and PO 1.6 and PO 1.7 are expanded to
 - support a concept plan for each park; and
 - provide more expansive building design policies to reflect the Park Lands Building Design Guidelines including the following:
- PO 1.10 does not seek for pedestrian access to be provided through public infrastructure. This should be considered so as to not dissect the Park Lands and discourage activation. Amend to include: "*and enhances pedestrian access through the Park Lands*".
- The Heritage Adjacency policies Council Wide have not been included in the proposed Heritage Adjacency Overlay. There is a risk that the siting of buildings will not respond to the heritage values.
Landscaping for screening is not always the desired outcome. Landscaping for completeness of design is. Amend PO2.1 as follows: "*A contextual design response that complements the open space function, natural and cultural character, the heritage values and ~~is with suitably screened by landscaping.~~*"
- PO 2.3 - delete "where practical". It is a merit policy and therefore is a guideline.

- PO 2.4 - delete "in the City Living Zone". There is a need to ensure appropriate interfaces to all residential uses of the City of Adelaide.
- PO 3.1 whilst this has been amended, it is unclear what legal meaning this would have. What are the areas of "Special Landscape character" further where are the area of indigenous and post colonial cultural significance? Park nos have not been outlined or Overlay 14 has not be reinstated. There is a risk that these sites will not be picked up in assessment. It is recommended these should be defined in the concept plans.
- Amend PO3.2 to reflect the correct name of the National Heritage listing. Amend to "...City and Park Lands National Heritage Values".

Movement, Access and Parking

- The changes that have been made post consultation provide a clearer direction for the circumstances of the Park Lands, however would be further improved through including current policy that seeks to restrict additional car parking in certain locations and strengthening the intention that car parking be limited on the Park Lands.
- As drafted, the risk is that new development could increase the amount of car parking on the Park Lands if it supports an associated use. In some locations this could be excessive, for instance, around the Education Establishments, Riverbank Precinct or the Adelaide Aquatic Centre where the vehicle trip generation could be quite large and justified from a transport perspective.
- Insert PO to reflect intent of existing policy:
 - *PO XX*
Rationalisation and reconfiguring of existing car parking should result in no increase to existing parking in Park 1, Park 2, Park 13 and Park 14, Park 16, 17 and Park 23.

Monuments

- There is not policy on monument design or placement. The following policy is recommended:
PO XX
New monuments that retain from the heritage values and contribute to enjoyment of the Park Lands and should:
 - have materials of a colour and stone type that is compatible with the predominant appearance of surrounding monuments;*
 - have similar height and plan dimensions to immediately adjacent monuments; and*
 - not conflict in design detail or overall form.*

Assessment Pathways

- Accepted Development – recommend fencing and retaining wall structures and shade sails be Performance Assessed developments. In the context of the Adelaide Park Lands careful consideration of the placement of such structures should undertaken. Support the use of this pathway (with some exclusions as noted in the zone) for internal building work, partial demolition of a building or structure, solar photovoltaic panels (roof mounted), temporary public service depot (currently a complying type of development) and water tanks (underground).
- Performance Assessed Development - Insert and relevant General Development Policies and Zone and Subzones provisions relevant to the class of development

Public Notification (Table 5 - Procedural Matters)

- The public notification tables are not clear for all stakeholders.
 - The procedure as drafted presents the following challenges:
 - Lack of clarity of outcomes:

- Although outbuildings, sporting fields and club facilities are anticipated in the Park Lands, the site and scale is not clear. A 60 m² Club Facility could be proposed or 6000m² and 5 storey club facility could also be proposed. It could be on the edge of the Park Land or it sited in the middle of the Park Land.
- Car parking is anticipated however, at this stage, it is not clear, park by park, what could be reasonably anticipated i.e. scale and location. Are 3 car parks proposed or 300 car parks proposed? Is this multi storey or surface car parking?
- This compares to land adjacent to zones for residential development where adjoining neighbours and other stakeholders can read the P&D Code to understand the proposed:
 - Types of land use (dwelling or residential flat building etc)
 - Building design including:
 - Siting
 - Set backs from boundaries
 - Building height and form
 - and other design elements (such as roof pitch, eave height, materials and window shape).
- No notification for some residents:
 - The P&D Code proposes that development adjacent to a “neighbourhood type zone” would be publicly notified (where it is not minor, deemed to satisfy, accepted development or a listed land use). A neighbourhood type zone is only the City Living Zone in the City of Adelaide. A permanent event space with noise and amenity issues would be notified next to the City Living Zone. However, if located near residents who live in the Squares, the Capital City Zone or near an adjoining council boundary, these residents would not be notified.
- Firstly, the policies should be expanded with land use and built form outcomes. For due process, it is recommended public notification should be during the DA process. Where outcomes are clear, public notification at the development assessment stage is not needed.
- In summary, it is recommended that:
 - No public notification is undertaken where developments are clearly anticipated.
 - Public Notification should be required where it is not clear at the policy stage what the development could be supported by the Planning and Design Code.
 - All residents as stakeholders are treated equally whether they are in another council, capital city zone or city living zone etc. It is noted, that the policy should identify any policy differences i.e. scale, noise and intensity etc. Public notification procedures should not be influenced purely by zone.

Park Lands Building Design Guidelines

- Continue to pursue seeking the design guidelines to be incorporated as a document for reference as part of the planning assessment process.

Zone boundaries.

- The Zone boundaries have been amended to include the Squares. However, the Zone boundaries have not been consistently aligned. For instance, the boundaries have been in the middle of the road, to the building alignment or boundary of the landscaped areas.
- It is suggested that the alignment reflects the National Heritage Listing. This would mean the building/site boundary line would be the boundary of the Zone.

City Riverbank Zone

Subzones: Health Subzone, Entertainment Subzone, Cultural/Institutions Subzone, Innovation Subzone

Replaces: Institutional (Government House) Zone, Institutional (University/Hospital) Zone Riverbank Zone, Health Policy Area 27, Entertainment Policy Area 28

Spatial changes: includes Government House within Cultural/Institutions Subzone, introduces new Innovation subzone into area east of Frome Road which was previously Institutional (University/Hospital Subzone)

Spatial Application

	Riverbank Zone / Health Subzone
	Riverbank Zone / Entertainment Subzone
	Riverbank Zone / Cultural Institutions Subzone
	Riverbank Zone / Innovation Subzone



The City Riverbank Zone consolidates 4 existing Zones and 2 Policy Areas, located on the northern side of North Terrace.

Since the first round of consultation the following changes have been made:

- Ability to change between a shop, office or consulting uses is Deemed to Satisfy subject to meeting specific criteria.
- Includes built form interface policies to ensure compatibility with the topography and change in character between the strong city edge along North Terrace to the landscape setting of the River Torrens and Park Lands.
- Includes the viceregal function of Government House.
- The Innovation Subzone reflects the final outcome of the Ministerial Lot Fourteen DPA, including a Concept Plan showing indicative location for an extension of the Adelaide Park Lands trail.

In summary, the issues that remain of concern include:

- The vision for the future of the City Riverbank Zone is not adequately communicated within the Desired Outcomes, examples of which include:
 - The Zone is located within the Adelaide Park Lands.
 - The Zone punctuates the change from the high intensity and defined edge of the City Centre, to the natural environment of the Torrens Valley. The Zone connects the City to the Adelaide Park Lands and provides an active edge to the River Torrens that enhances its use for recreation and leisure activities.

- Does not provide for the broad range of uses envisaged within the zone such as its Civic, vice-regal, recreational, health, cultural, parliamentary, entertainment, retail and conference functions.
- That development is designed to respect the landscape setting and biodiversity provided by the Torrens Valley and the Adelaide Park Lands, as distinct to the structured layout of the city grid.
- The public space policy does not fully capture the intent of the PDC 9 of the Riverbank Zone of the current Development Plan which is about creating interesting landscaped public spaces amongst building and linking these spaces with pedestrian links.
- There is an absence of policy in regard to development being designed to provide a safe environment, which is of high importance in this precinct with many public spaces used day/night, 7 days/week.
- Removal of existing policy to protect River Torrens water quality noting the importance to the visual, economic, hydrological, recreational, and biodiversity value of the River Torrens.
- Removes the visual and physical connection Figures (Figure Rb/1, Figure Rb/2, Figure Rb/3) from the existing Development Plan which is important in providing clearly defined and coordinated pedestrian links and connections to ensure they are incorporated into future development. They are also more useful at displaying a visual presentation than words and are important for the connectivity of the City. In particular, for the central pathway which will be difficult to interpret and apply in assessment through description in words only.
- Removes policy seeking car parking spaces to be undercroft/basement areas and design criteria if car parking is at ground or above which is important for the activation of the public realm.

Cultural Institutions Subzone

- A built form vision for the Subzone is needed as the pattern of development is different in this subzone to the remainder of the zone.
- Deletes the importance of maintaining the existing landscaped open space between the buildings and the street boundary along the frontage North Terrace.
- No policy is included to reinforce setback pattern and spacing between buildings which is a prominent feature of the subzone.
- The important north-south and east-west directions pedestrian links have not been identified as currently shown on Figure I/1. For ease of access and public safety, it is important these links are maintained and built upon

Entertainment Subzone

- The civic nature of the subzone has not been acknowledged within the DO nor has the strong visual permeability through the area.
- This area is one of the most important spaces to host significant public events however this role has not been acknowledged.
- Day and evening land use activation is important for the vibrancy and success of the area which has not been supported through Code policy.
- The heritage importance of many of the buildings within the subzone that make a substantial contribution to the value character of the locality should be more directly referenced through policy.

Health Subzone

- Deletes landscaped forecourts and/or public meeting spaces as transition spaces between North Terrace and buildings which are important to streetscape character envisaged.
- Fails to provide a list of envisaged uses which is inconsistent with the approach of the other subzones.
- Insufficient policies to protect operation of hospital helipad and potential gaps in system of referral for development which could affect helipad operations (including during construction), in addition to referrals which exist in relation to the operation of Adelaide Airport.

- Absence of policy to ensure the continued operation of rail and road services and ensuring development provides a satisfactory interface to roads and railways in terms of access, safety, security, noise, air emissions and vibration.
- No specific policy has been provided in regard to where access to these sites should be from.
- No policy in place that seeks buildings north of the River Torrens to provide an active edge.

Innovation Subzone

- No reference has been made to providing pedestrian links to the Adelaide Botanic Garden, North Terrace, Frome Road and the northern Park Lands Zone, nor providing deep soil zones for large trees or suitable spaces for group meetings and social activities.
- Includes acceptability criteria for development exceeding the maximum building height including orderly building height transition to an adjacent zone, ground floor activation, safe, secure and accessible pedestrian linkages and sunlight access and overlooking however ground floor activation should occur no matter what the height of the building is.
- The open space provisions are too broad and do not provide clarity in terms of what is expected in the subzone such as pedestrian shelter, sunlight access activation at ground level.
- Fails to address night time safety.

Recommendations:

Riverbank Zone

- Introduce effective DO or additional policy mechanism to reinstate overall vision for City Riverbank Zone and addresses the following:
 - That the zone is located within the Adelaide Park Lands.
 - The zone punctuates the change from the high intensity and defined edge of the City Centre, to the natural environment of the Torrens Valley. The Zone connects the City to the Park Lands and provides an active edge to the River Torrens that enhances its use for recreation and leisure activities.
 - Provides for the broad range of uses envisaged within the zone such as its Civic, vice-regal, recreational, health, cultural, parliamentary, entertainment, retail and conference functions.
 - Ensuring development is designed to respect the landscape setting and biodiversity provided by the Torrens Valley and the Adelaide Park Lands.
- Revise PO 2.4 as follows:

Coordinated development to include a variety of pleasant and interesting landscaped spaces among and adjacent to buildings, ranging from those suitable for group meetings and social activities to those for quiet retreat and relaxation. These spaces, the pedestrian links between them, and internal access roads are to be landscaped with trees and other plantings to create pleasant environments and soften the built form.
- To ensure public safety is considered as a priority the following policy should be included:

Development designed to provide a safe night-time environment along streetscapes, pedestrian and cycle paths and building surrounds by the arrangement of buildings and active building frontages that enhance casual surveillance and provide appropriate lighting and clear lines of sight.
- Reinsert current Development Plan PDC 15 and 16 of the Riverbank Zone that encourages basement parking and specific design criteria if car parking is at ground or above to ensure the vibrancy and safety of zone is maintained. This policy should apply to the Entertainment Subzone Health Subzone.
- Include appropriate policy that seeks development to incorporate a range of water sensitive urban design measures that minimise water quality impacts on the River Torrens, such as stormwater treatment, harvesting and reuse.

- Reinstate visual and physical connection Figures Rb/1-3 from the existing Development Plan
- Delete reference to Overlays in the Classification Tables that are not relevant to CoA.
- Insert reference to Overlays in the Classification Tables that are relevant to CoA.
- Insert relevant GDP's and Zone and Subzones provisions relevant to the Class of development.

Cultural Institutions Subzone

- Include the following built form vision within the DO for this subzone:
The built form and environment will maintain a transition between the intense urban form of the Central Business Area and the open landscape of the Torrens Valley. The succession of both landscaped and paved open spaces around and between buildings, the largely pedestrian orientation of the area, the askew siting of buildings as well as their low scale, and consistent style and materials corresponding to major periods of development, has produced a townscape character and quality unlike anything existing or ever likely to be developed within the Town Acres.
- Reinstate policy that seeks to maintain the established setback pattern of alternating buildings and landscaped spaces along North Terrace (PDC 3 of Dev Plan).
- Reinstate the policy within DTS/DPF 2.4 that seeks buildings to be located away from roads or frontages to the Park Lands.
- Reinstate north-south and east-west directions pedestrian links within Figure I/1 of Dev Plan.

Entertainment Subzone

- Include within the DO a built form vision that showcases, respects and builds on existing landmark and heritage buildings including the Festival Centre, Parliament Houses, Convention Centre, Adelaide Railway Station and Casino.
- Include policy that reinforces and enhances this area as the primary cultural and entertainment hub and provides high quality spaces for public use, including significant public events. The policy should include reference to the area being a principal public space able to cater for large numbers of visitors and events but also be safe and convivial when lesser numbers of people may be present. The policy should also anticipate that the public space and nearby land uses will be active during the day and night and will be a space that is adaptable for a range of purposes. The space should be built on a single plane.
- As part of DO 1 include the for the continuing program of public arts and cultural activities.
- For consistency and clarity include exceptions to the uses envisaged e.g. Hospital, Helicopter Landing Facilities, Light Industry.
- Include the following new PO: *“Land uses at ground level will activate public spaces during the day and evening such as through cafes, restaurants and small-scale specialty shops.”*
- Reinstate PDC 9 and 10 and Figure RB/2 and Rb/3 from the Dev Plan to pedestrian links are maintained and built upon and that the heritage attributes and prominent features of valuable buildings are clearly not diminished.

Health Subzone

- Reinstate policy that seeks buildings along North Terrace to be designed to be viewed from all sides, promoting open spaces between adjacent buildings in contrast to the strong built form edge in the Capital City Zone.
- For clarity include the list of envisaged uses as a PO e.g. Clinical and health training, research, manufacturing and educational facilities, consulting room, Educational establishment, Health centre, Helicopter landing areas, lighting for night operations and associated communication equipment, Hospital and ancillary land uses that provide services for staff, students, researchers, patients and visitors; including temporary accommodation.

- For consistency and clarity include exceptions to the uses envisaged e.g. Convention Centre, Tourist Accommodation, Entertainment Venue, Hotel.
- Reinstate Figure RB/2 from the Dev Plan to pedestrian links are maintained and built upon.
- Include policies that protect the operation of hospital helipad and ensure there are no potential gaps in system of referral for development which could affect helipad operations (including during construction), in addition to referrals which exist in relation to the operation of Adelaide Airport.
- Reinstate policy that seeks buildings north of the central pathway to be designed to provide an active edge to the River Torrens and of a low scale commensurate with the landscape setting.
- Include policy that requires development to be serviced by vehicular access points from North Terrace and Port Road that provide for convenient, safe and legible controlled access for ambulances, emergency drop-off for the public and general goods and services vehicles, as well as vehicle access for patient drop-off, and visitor and staff parking.
- Include policy to ensure the continued operation of rail and road services and ensure development provides a satisfactory interface to roads and railways in terms of access, safety, security, noise, air emissions and vibration.

Innovation Subzone

- The over height PO 3.2 within the Innovation Subzone requires further work and development exceeding the specified should only be allowed if it goes above and beyond normal planning requirements. Ground floor activation and safe, secure and accessible pedestrian linkages are planning requirements that are typically required for all development proposals and should not be used as a justification for allowing greater height than what is specified. In addition, they are required for many developments within the City Riverbank Zone under the Code regardless of the proposed height.
- Include the pedestrian link maps Figure RB/2 that have not been incorporated into the Concept Plan to ensure the connectivity of the City is maintained and built upon.
- Reinstate PDCs 12, 13, 14 and 29 (b,d,e,f) from the Dev Plan to ensure public open space and the public realm is addressed appropriately and ensure quality open spaces and environment for the users and visitors of the subzone.
- Reinsert PDC 19 from the Dev Plan which seeks to ensure a safe night-time environment along streetscapes, pedestrian and cycle paths and building surrounds by the arrangement of buildings and active building frontages that enhance casual surveillance and provide appropriate lighting and clear lines of sight.

All Subzones

- Include the list of envisaged uses for each of the Subzones to set clear parameters on the type of uses we would like to see and build upon in each area.

Proposed event in the Park Lands – Digital Arts and Culture Exhibition in Victoria Square/Tarntanyangga (South)

ITEM 3.2 30/11/2020
Adelaide Park Lands Authority

Program Contact:
Christie Anthoney, AD
Community & Culture 8203 7444

2020/01893
Public

Approving Officer:
Clare Mockler, Deputy CEO &
Director Culture

EXECUTIVE SUMMARY

We have received an application for a Digital Arts and Culture Exhibition to be held in Victoria Square/Tarntanyangga (South) as part of the inaugural Illuminate Adelaide festival during Winter 2021. The exhibition would be held from 23 June 2021 to 29 August 2021 and the total period of occupancy including bump-in to bump-out would be from 24 May 2021 to 10 September 2021.

The application meets the Victoria Square / Tarntanyangga criteria for event use as set out in the [Adelaide Park Lands Event Management Plan 2016-2020 \(APLEMP\)](#). In accordance with the APLEMP, public consultation was required for the application and the results of the consultation are included in this report.

The report outlines the measures that the event would put in place to protect the natural and built environment of Victoria Square/ Tarntanyangga during their occupancy. It also addresses maximising usual community access to and through the square and site aesthetics.

RECOMMENDATION

THAT THE ADELAIDE PARK LANDS AUTHORITY ADVISES COUNCIL:

That the Adelaide Park Lands Authority:

1. Supports the application from Illuminate Adelaide Foundation Ltd. to hold a Digital Arts and Culture Exhibition in Victoria Square/Tarntanyangga (South) from 23 June 2021 to 29 August 2021, with bump-in and bump-out from 24 May 2021 to 10 September 2021, as part of the inaugural Illuminate Adelaide festival in 2021.

IMPLICATIONS AND FINANCIALS

Adelaide Park Lands Management Strategy	<p>Events in the Park Lands fulfil outcomes and strategies within the Adelaide Park Lands Management Strategy including:</p> <ul style="list-style-type: none"> • Create places and attractions that set the Park Lands apart. • Host diverse events, from small to large, in more places more often.
Policy	The event application has been assessed against the Adelaide Park Lands Event Management Plan 2016-2020 (APLEMP) through the application process and complies with requirements set out therein.
Consultation	Public Consultation occurred from 5 to 25 November 2020. Public Consultation occurred to help identify impacts that illuminate Adelaide and the Council should consider before making a final decision regarding the application. There were 41 visits and 2 people lodged a submission. The results of the public consultation are included as part of this report.
Resource	Not as a result of this report
Risk / Legal / Legislative	If approved, the event would be required to submit a Risk Management Plan as a condition of the Event Licence Agreement.
Opportunities	<p>The exhibition will support Adelaide's position as a centre of innovation and digital transformation and engagement.</p> <p>It will result in increased visitation to the Adelaide CBD across the proposed exhibition dates, at what is traditionally a quieter time of year.</p> <p>The exhibition will enhance the cultural offerings available in this part of the city, and will support the local economy, restaurant and business owners, by its location in the precinct.</p>
20/21 Council Budget Allocation	Not as a result of this report
Proposed Council 21/22 Budget Allocation	Not as a result of this report
Life of Project, Service, Initiative or (Expectancy of) Asset	If approved by Council, the event organiser will be issued a single year Event Licence Agreement for the 2021 event.
20/21 Budget Reconsideration (if applicable)	Not as a result of this report
Ongoing Costs (eg maintenance cost)	Not as a result of this report
Other Funding Sources	Not as a result of this report

DISCUSSION

1. Illuminate Adelaide was announced in August 2020 as a new major annual winter event for Adelaide that will take over the city streets, laneways and buildings from July 2021 celebrating innovation, music, art, technology and light.
2. Described as an event of global significance and distinctively South Australian, Illuminate Adelaide will present a new event concept which celebrates the union between future technology and creative industries.
3. We have received an application from the festival organiser, Illuminate Adelaide Foundation Ltd., for a ticketed, Digital Arts and Culture Exhibition to be held in Victoria Square/Tarntanyangga (South) during Winter 2021.
4. The application has been assessed against the APLEMP and complies with the Victoria Square/ Tarntanyangga criteria for event use.
5. The event dates would be 23 June 2021 to 29 August 2021 and the total period of occupancy including bump-in to bump-out would be from 24 May 2021 to 10 September 2021.
6. The exhibition will operate seven days per week from 9.00am to 11.00pm (Sunday - Thursday) and 9.00am to 11.59pm (Friday - Saturday).
7. The exhibition will be a durational experience and, as with a traditional gallery space, the audience will be welcome to experience the artworks at their leisure.
8. Session times and capacity are in development and will be informed by the relevant laws, regulations, and restrictions in respect of the outbreak of the Human Disease named COVID-19 that apply at the time.

Event Management Approaches

Site design

9. The event site setup would include a custom-built pavilion within which the exhibition would be experienced, supported by front and back of house zones and associated amenities for audiences with fencing.
10. The footprint shown in Link 1 [here](#), separated into two zones, would occupy approximately 4,200m² of Victoria Square/ Tarntanyangga (South).
11. Overall site design is in development but in accordance with the APLEMP, the event site must demonstrate high design values.
12. As this is a ticketed event and to respond to COVID-19 requirements for capacity management and contact tracing, the site will be fenced. In accordance with the APLEMP, fencing will be attractive and semi-transparent where black-out is not needed to maintain a tidy aesthetic for back of house areas.

Protection of the Park Lands

13. As a condition of an Event Licence Agreement with the City of Adelaide, Illuminate Adelaide Foundation Ltd. would be responsible for the financial cost of any remediation required as a result of the event.
14. However, in order to minimise impact to the Park Lands, the event must also undertake rigorous site management, centred around the protection and care of the Park Land environment.
15. This requirement would include but is not limited to the following:
 - 15.1. Tree protection zones established.
 - 15.2. Ground protection for high traffic areas.
 - 15.3. Site watering and treatments throughout occupancy as necessary.
 - 15.4. Buildings elevated off the ground to protect the grass.
 - 15.5. Controlled vehicle movement during bump-in and bump-out.
 - 15.6. Ongoing site assessments with Council to monitor site conditions and collaborate on solutions.
 - 15.7. No car parking facilitated on the site.

Pathway Access

16. One pathway, the western-most north/south pathway which runs between the Cultural Marker and the Three Rivers Fountain will be partially obstructed by the event footprint [Link 1 [here](#)].
17. Usual access will be maintained to the adjacent eastern-most north/south pathway and all other pathways at the site.

Public Consultation

18. In accordance with the APLEMP, public consultation and a decision of Council is required for the application as the event will occupy a significant portion of a Park for more than four weeks.
19. Public Consultation for the application was administered via Your Say Adelaide between 5 and 25 November 2020 and the results are included in Link 2 [here](#) .
20. The purpose of the Public Consultation was to help identify any impacts that Illuminate Adelaide Foundation Ltd. and the Council should consider before a final decision is made regarding application.
21. The consultation was promoted via Public Notice and a number of key stakeholders for the location were also directly informed of the public consultation including:
 - 21.1. Adelaide Central Market
 - 21.2. Central Market Arcade
 - 21.3. Grote Street Business Precinct Association Inc
 - 21.4. Gouger Street Traders Association
 - 21.5. SA Water
 - 21.6. State Administration Centre
 - 21.7. Torrens Building in Victoria Square
 - 21.8. Hilton Adelaide
 - 21.9. Adina Apartment Hotel Adelaide
 - 21.10. St Francis Xavier Church
 - 21.11. St. Aloysius College
 - 21.12. Australia Post - Adelaide GPO
 - 21.13. Frank J Siebert Funeral Directors
 - 21.14. BC Fit
 - 21.15. Pushing Performance
22. The themes of the feedback were:
 - 22.1. Support for more events in the city.
 - 22.2. Concern that impacts from this and other events be avoided.

Next steps

23. Reports including the advice from APLA will be presented to the following groups for consideration:
 - 23.1. Report to The Committee Tuesday, 8 December 2020.
 - 23.2. Report to Council Tuesday, 15 December 2020.

ATTACHMENTS

Nil

- END OF REPORT -