



COUNCIL AGENDA & REPORTS

for the Special meeting

Tuesday 2 July 2019
at 5.30pm

in the Colonel Light Room,
Adelaide Town Hall



Members - The Right Honourable the Lord Mayor [Sandy Verschoor] (Presiding);
Deputy Lord Mayor (Councillor Abiad);
Councillors Abrahamzadeh, Couros, Donovan, Hou, Hyde, Khera, Knoll,
Martin, Moran and Simms.

1. Acknowledgement of Country

At the opening of the Council Meeting, the Lord Mayor will state:

'Council acknowledges that we are meeting on traditional Country of the Kurna 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 Kurna people living today.

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

2. Acknowledgement of Colonel William Light

Upon completion of the Kurna Acknowledgment, the Lord Mayor will state:

'The Council acknowledges the vision of Colonel William Light in determining the site for Adelaide and the design of the City with its six squares and surrounding belt of continuous Park Lands which is recognised on the National Heritage List as one of the greatest examples of Australia's planning heritage.'

3. Prayer

Upon completion of the Acknowledgment of Colonel William Light by the Lord Mayor, the Chief Executive Officer will ask all present to pray -

'Almighty God, we ask your blessing upon the works of the City of Adelaide; direct and prosper its deliberations to the advancement of your glory and the true welfare of the people of this City. Amen'

4. Apologies and Leave of Absence

On Leave – Councillor Martin

5. Reports for Council (Chief Executive Officer's Reports)

Strategic Alignment – Liveable

5.1. Council Comment on new Calvary Development Proposal [S10/62/2018] [Page 2]

6. Closure

Council Comment on new Calvary Development Proposal

ITEM 5.1 02/07/2019
Council

Program Contact:
Shanti Ditter, AD Planning &
Development 8203 7756

S10/62/2018
Public

Approving Officer:
Clare Mockler, A/Chief Executive
Officer

EXECUTIVE SUMMARY:

A development application has been lodged by Little Company of Mary Health Care Ltd (the applicant) with the State Commission Assessment Panel (SCAP) for the expansion of the Calvary North Adelaide Hospital. The plans and associated information supporting the application that are currently on Category 2 public notification are included in [Link 1](#).

Amendments to the Development Plan have enabled existing institutions in North Adelaide, including the Calvary North Adelaide Hospital, to increase development capacity on their existing sites as well as expand beyond their boundaries. The Development Plan policy information for the Hill Street Policy Area is included in [Link 2](#).

The proposal is a Category two development and the application will be assessed 'on merit'. Adjacent property owners are directly notified with respect to the development and may choose to make a submission to SCAP.

As an adjacent property owner (notified of the development due to it being adjacent the City of Adelaide Golf Links), Council can make a submission to SCAP regarding the proposal.

RECOMMENDATION:

THAT COUNCIL

1. Makes a Category 2 representation to the State Commission Assessment Panel regarding the Calvary Hospital expansion application as detailed in paragraph 16 of Item 5.1 on the Agenda for the Special meeting of Council held on 2 July 2019.
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IMPLICATIONS AND FINANCIALS:

City of Adelaide 2016-2020 Strategic Plan	Strategic Alignment – Liveable The provision of 112 car parking spaces within the proposed development will reduce the demand for on-street parking within the locality thereby assisting in protecting Adelaide's built character and heritage and increasing liveability.
Policy	There will be no implications requiring policy change. The North Adelaide Large Colleges and Institutions DPA was gazetted on 30 May 2017.
Consultation	Category 2 public notification is currently being undertaken by SCAP.
Resource	Not as a result of this report.
Risk / Legal / Legislative	Not as a result of this report.
Opportunities	Not as a result of this report.
19/20 Budget Allocation	None.
Proposed 20/21 Budget Allocation	None.
Life of Project, Service, Initiative or (Expectancy of) Asset	Not as a result of this report.
19/20 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 applicable.

DISCUSSION

1. In 2014, Council initiated work on the North Adelaide Large Institutions and Colleges Development Plan Amendment (DPA). The DPA purpose was to enable the eleven (11) existing institutions in North Adelaide (including the site occupied by the Calvary North Adelaide Hospital), to develop through the increase in development capacity on the existing sites. The Minister for Planning, in considering Council's DPA, made amendments that also enabled the respective colleges and institutions to expand their activities beyond their existing sites.
2. In November 2017, the applicant lodged an application with SCAP for the expansion of the Calvary North Adelaide Hospital. In accordance with the Category 2 public notification, Council provided comments as an adjoining owner and these are included in [Link 3](#).
3. In response to representations received during public consultation of the 2017 application, and comments by the Office of Design and Architecture SA (ODASA), the plans of the proposed development were amended.
4. To avoid any concern the amendments exceeded the scope of SCAP's ability to permit a variation, the applicant lodged a new development application, the subject of this report. The previous application will be withdrawn by the applicant in due course.
5. As with the previous application, the development cost exceeds \$10 million and therefore the SCAP is the relevant planning authority in accordance with Schedule 10 of the *Development Regulations 2008*. There is no mandatory referral to Council for applications over \$10 million. The SCAP does however seek technical comments by way of an 'informal referral' of the application to Council. Comments relating to traffic, council infrastructure and waste collection will be provided separately by the Administration.
6. Council has been notified of the development as it is an adjoining property owner (City of Adelaide Golf Links) and has until 4 July 2019 to lodge a representation if it so desires.
7. The application proposes to:
 - 7.1. demolish a dwelling and outbuildings at 306 Ward Street, located immediately to the east of the Calvary North Adelaide Hospital in Ward Street
 - 7.2. construct a new single storey hospital ward, comprising 29 inpatient beds, with linkages to the existing hospital
 - 7.3. create a net increase of hospital beds of 27 (two beds will be removed to facilitate the link between existing and new building/wards)
 - 7.4. undertake internal alterations to the existing hospital to create linkages to the proposed addition
 - 7.5. construct two levels of basement car parking comprising 112 car parking spaces and alterations to vehicle driveways to facilitate access to the new basement car park
 - 7.6. install associated services plant and equipment
 - 7.7. remove a significant tree
 - 7.8. establish new landscaping.
8. Council sought legal advice in relation to amendments made to the Development Plan which allow expansion of the institutional sites beyond their existing boundary sites. This advice noted the following:
 - 8.1. There appears to be potentially conflicting objectives at Zone level. On one hand, objectives seek to preserve and increase residential development and on the other, support long-standing valuable institutional uses. This proposal appears to fulfil both objectives.
 - 8.2. With regards to the Policy Area, Objective 3 appears to limit development of existing institutional uses to within the boundaries of their existing site however, the planning purpose of this objective seems to relate to maintaining residential amenity.
 - 8.3. If the proposal has minimal adverse impact on residential amenity (in terms of heritage impacts, built form or other physical changes, and operationally), then failure to meet Objective 3 may be considered acceptable.
 - 8.4. Ultimately, this leaves Council with a finely balanced planning judgement to make – is minimal deviation from zone and policy area provisions sufficiently offset by the extent to which the proposal supports a valuable institutional use.
 - 8.5. If the institution provides a rational explanation as to why it needs to expand beyond the boundaries of the existing site, then this is likely to tip the balance in favour of the proposal.

9. The dwelling proposed to be demolished at 306 Ward Street is a large mid-Victorian villa constructed in 1855 and displays a high degree of character. The property was originally identified in the 1990s City of Adelaide Heritage Survey as a Local Heritage (Townscape) Place. Following a further survey in 2004 (the North Adelaide Heritage Survey by McDougall & Vines) the property was not included in the Adelaide (City) Development Plan Amendment in March 2006.
10. A review of this survey to investigate possible State heritage listing was undertaken by Flightpath Architects in December 2017. This review did not identify any other factor or association linking the property to any other events or people of significance at a level sufficient to support inclusion on the State Heritage Register. As the property is no longer listed, it is not afforded any protection from demolition however, any redevelopment of the site should ensure that the replacement development is appropriate in terms of how it sits within the existing streetscape, particularly given the site is located within a Heritage (Conservation) Zone.
11. The application has been reviewed by Council's Heritage Architect to provide a contextual assessment of the proposal given its location in the North Adelaide Historic (Conservation) Zone. The Heritage Architect does not support the proposal, citing it is inconsistent with the desired character of the Policy Area and fails to strengthen its residential character. Further, it will negatively impact on the residential character of the adjacent local heritage place, state heritage places, the locality and the Policy Area.
12. Safe and convenient car parking for the nursing staff of the Calvary North Adelaide Hospital has been an ongoing issue. It has also exacerbated parking issues for the residents in the locality. The provision of 112 off-street car parking spaces is viewed as a positive outcome of the development if it proceeds.
13. The proposal necessitates the removal of a *Washingtonia filifera* (Desert fan palm or Petticoat palm) that is listed in the Development Plan as a significant tree. The applicant has provided an arborist's report stating that the tree is inconspicuous from public vantage points and from much of Strangways Terrace, therefore offering a limited contribution to the area. The estimated cost of transplanting the tree within the site is \$19,000 and \$32,000 for relocation to another site. The report concludes that the cost of transplanting is unreasonable as the tree offers a limited contribution to the area. Council's qualified arborist has responded as follows:
 - 13.1. The tree is of good health with high vigour and a good structure.
 - 13.2. The viability of transplanting is positive with a high likelihood of success.
 - 13.3. There is likely to be a suitable location within the development given the size of the root ball of palms being quite small compared to other types of trees.
 - 13.4. The preparation timeframe required would be in the scope of the project. Trees with extensive root plates require at least a year to prepare as opposed to a palm, which due to its limited root ball does not require as much preparatory work to ensure success.

In summary, it is the Arborist's view that the tree should be retained and transplanted within the hospital site. The tree could be transplanted to a more prominent location to improve its contribution to the area. Given the significant cost of the expansion of the hospital, the cost associated with the relocation of this tree is minor.
14. One of the previous concerns raised by Council was the limited scope to provide substantial landscaping as the proposed basement limited the extent to which the proposal could provide a deep soil planting zone. The applicant has engaged a landscape architect. They have suggested that raised garden beds can be used and have provided a schematic section detailing how these beds will work. This will allow more substantial landscaping to be established.
15. There will be some impact of the development through the construction phase. Council encourages the SCAP to advise the applicant that early consultation with City of Adelaide's Single Point of Contact (SPOC) will assist in making the construction process easier for both the hospital and residents within the locality.
16. In summary, the Administration recommends the following points are provided to SCAP as Council's Category 2 representation:
 - 16.1. Expansion of institutional use beyond site boundaries
 - 16.1.1. Council opposes the expansion of Calvary Hospital beyond its original site boundaries as depicted on Calvary Hospital Concept Plan Fig HS/1. The Desired Character for the Hill Street Policy area acknowledges the presence of Calvary Hospital and its importance in meeting community needs. It also acknowledges that there will be future needs, but these should not be at the expense of "reinforcing the heritage values and amenity of the Policy Area". Expansion of Calvary Hospital beyond its current boundaries will diminish the residential character of North Adelaide and run the risk of the predominantly residential character of North Adelaide being eroded.

16.2. Landscaping and Visual Privacy

- 16.2.1. The locality benefits from an extremely high level of amenity. This is not only due to the high-quality housing stock, but also due to the considerable amount of dense landscaping contained within the front setback of properties.
- 16.2.2. The Desired Character Statement for the Hill Street Policy Area acknowledges use of landscaped open space to break up building mass within established landscaping. In addition, Policy Area PDC 7 requires a minimum of 50 percent of the total site area to be provided with landscaped open space. The proposal fails to achieve this.
- 16.2.3. The submitted documentation includes a landscaping plan which has been compiled by Outer Space, a landscape architectural firm. This is considered to address Council's previous concerns in relation to planting of substantial landscaping on the site however as discussed below, the Cyprus trees are not recommended as they are inconsistent with the historic garden character of the North Adelaide Historic (Conservation) Zone.
- 16.2.4. As the area is to be landscaped with a pedestrian pathway and benches, the area should be a designated 'no smoking' zone to ensure there will be no odour impact upon the property to the east.

16.3. Significant Tree

- 16.3.1. The significant tree on the site is proposed to be removed. *Washingtonia filifera* (Desert fan palm or Petticoat palm) can be easily transplanted with high chance of success. Council believes the tree should be relocated to an alternate location on the site.

16.4. Car parking

- 16.4.1. The provision of car parking on site is supported. Residents in the locality have identified an on-street parking shortfall due to spaces being utilised by Calvary Hospital staff and visitors.
- 16.4.2. Whilst the documentation provided outlines that the car park is to be utilised by staff and visitors of Calvary Hospital, it needs to demonstrate there are adequate methods of ensuring the car park does not become a public car park for general ancillary use. Whilst car parking on the site that is ancillary to Calvary is a merit use, should the car park be open to the public, this would be a non-complying form of development. As such, appropriate measures need to be put in place such as permits, short term timed parking for visitors etc. to ensure that car parking remains ancillary to Calvary Hospital.
- 16.4.3. Table Adel/2 of the Development Plan requires 1 in 30 spaces be reserved for the exclusive use of people with disabilities and 1 per 15 spaces functioning as a car parking space suitable for use by people with disabilities and other people with small children and prams so they can easily be loaded/unloaded from vehicle side doors. The current plan proposes just two accessible parking bays that are located close to the entry/exit boom gates, which are somewhat difficult to access (particularly when there is queuing for the car park exit). Conflict at the rear of these spaces is likely to impede rear lift access for access vans.
- 16.4.4. The parallel car park at the southern end of the site (against the wall) does not have sufficient width for passenger side door opening.
- 16.4.5. There will be both entry and exit movements associated with the car park (current driveway is exit only) and the median gap in Ward Street doesn't quite align with the driveway. This is likely to encourage diagonal movements (into oncoming traffic), which are not permitted and are inherently unsafe. This will necessitate changes to the median island to achieve safe access for the development. The cost of works to adequately align the median island gap shall be borne by the applicant since it solely facilitates the development's access.

16.5. Heritage Context

16.5.1. Built form, scale and materials

The Desired Character for Ward Street notes that east of the existing Calvary Hospital site (where the development site is located), the townscape is characterised by single storey detached residences of consistent architectural style form and siting. It also anticipates the development of institutional sites such as Calvary Hospital within existing sites. The proposed development removes a complementary residence and erodes the residential character of Ward Street.

The contemporary built form of the proposed ward block, with an asymmetrical pitched roof, wide frontage and square window openings does not complement the established residential built form of the locality. The overall bulk and wall height of the front facade exceeds the mass and scale of residences in the locality. The proposed external cladding materials of vertical 'timber look' aluminium, perforated metal and an expressed aluminium surround are commercial in character and conflict with the residential character of stone, brick and render trim.

16.5.2. Land use

The North Adelaide Historic (Conservation) Zone seeks to increase the amount of residential accommodation. The Desired Character for the Hill Street Policy Area aims to protect and enhance low density residential areas. This opportunity will be forfeited with the proposed institutional building.

16.5.3. Landscaping

Cyprus trees are not recommended as they are inconsistent with the historic garden character of the North Adelaide Historic (Conservation) Zone.

Noise emissions and impact from mechanical plant and equipment

16.5.4. The Development Plan seeks noise impacts from plant and machinery be minimised to not impact on adjoining owners. The applicant has provided an acoustic assessment report prepared by Sonus. This report discusses the assessment of noise from patrons in outdoor areas, noise from car park activity and mechanical services plant.

16.5.5. The report recommends some acoustic treatment measures to the northern boundary in the form of attenuated fencing to protect adjacent premises from potential noise from patrons located in outdoor areas. The report also confirmed that any carpark activity will meet relevant requirements of the Development Plan. As mechanical services plant has not been designed or selected at this stage, the report recommends that a detailed assessment of mechanical plant noise should be carried out following the final selection of equipment.

16.5.6. Any acoustic measures recommended by the acoustic assessment should be conditioned as part of any consent issued by the SCAP. Further detailed assessment of mechanical plant noise as recommended by the acoustic report should include all plant and equipment, including any additional plant equipment that may be required to deal with basement car park ventilation or other infrastructure dealing with hazardous waste/smells. If these areas are required, they need to be suitably located so there is no adverse impact upon the residential properties in the locality. It is recommended that SCAP seek an independent review of the acoustic report.

16.6. Dilapidation report and impacts from construction

16.6.1. The adjoining dwelling to the east has structures built on the western boundary of the property. A dilapidation report should be undertaken prior to commencement of building work of the structures on this site and any damage to these made good by the applicant.

16.6.2. Council requests that the SCAP ensure excavation and soil removal is carefully managed to minimise impacts upon the locality.

16.7. It is requested that Mrs. Shanti Ditter, Associate Director – Planning, Design and Development is provided with an opportunity to appear before the State Commission Assessment Panel, when it considers the matter, in support of Council's submission.

ATTACHMENTS

Nil

- END OF REPORT -