

Development Corridors adjoining the Adelaide Park Lands: Thebarton Brewery Development Implications for City of Adelaide

Strategic Alignment - Enabling Priorities
Public

Tuesday, 4 April 2023
City Planning, Development and Business Affairs Committee

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Approving Officer:
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EXECUTIVE SUMMARY

The purpose of this report is to consider implications to the City of Adelaide of development that occurs in development corridors adjoining the Adelaide Park Lands. The 'Thebarton Brewery Precinct, 107 Port Road, Thebarton Code Amendment' (Code Amendment) has been initiated by Lion-Beer Spirits and Wine Pty Ltd as the property owner of the former Lion-West End Brewery at 107 Port Road, Thebarton. The affected area for the Code Amendment is in the City of West Torrens at the boundary with the City of Adelaide. This report seeks a Council decision to:

1. Authorise the Chief Executive Officer to seek an infrastructure agreement to secure pedestrian and cycling connection/s across Port Road to the western Park Lands.
2. Make a submission (**Attachment A**) that requests changes to the Thebarton Brewery Precinct, 107 Port Road Thebarton Code Amendment (Code Amendment), summarised as follows:
 - Require the provision of useable local open space as part of future development
 - Require tree planting along the Port Road frontage
 - Require safe pedestrian and cycling connections to the western Park Lands across Port Road formalised through an infrastructure deed or similar.

A recent report commissioned by the City of Adelaide for the Adelaide Park Lands Management Strategy 2015-2025 mid-term review identifies the potential for an additional 2000 residential dwellings along the western side of Port Road.

The first of these projects is imminent. Lion-Beer Spirits & Wine Pty Ltd is consulting on proposed changes to the Planning and Design Code via the Thebarton Brewery Precinct, 107 Port Road Thebarton Code Amendment. Submissions are due by 14 April 2023.

Redevelopment along Port Road such as the Thebarton Brewery Precinct is of interest to City of Adelaide as it highlights a strategic and emerging issue with reliance on the Park Lands by inner rim redevelopment projects.

RECOMMENDATION

The following recommendation will be presented to Council on 11 April 2023 for consideration

THAT THE CITY PLANNING, DEVELOPMENT AND BUSINESS AFFAIRS COMMITTEE RECOMMENDS TO COUNCIL

THAT COUNCIL

1. Authorises the Chief Executive Officer to write to the State Government seeking collaboration on opportunities to improve pedestrian connections along the balance of the Port Road / Park Lands interface and to seek a formal instrument to secure the creation of the pedestrian linkage to the western Park Lands proposed within the Thebarton Brewery Precinct Code Amendment.

2. Approves the submission on the Thebarton Brewery Precinct, 107 Port Road Thebarton Code Amendment at Attachment A to Item 6.1 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 4 April 2023.
 3. Authorises the Chief Executive Officer to amend, finalise and forward Attachment A – Submission on the Thebarton Brewery Precinct 107 Port Road Thebarton Code Amendment, to Item 6.1 on the Agenda for the meeting of the City Planning, Development and Business Affairs Committee held on 4 April 2023, to the Code Amendment consultation process by 14 April 2023.
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IMPLICATIONS AND FINANCIALS

City of Adelaide 2020-2024 Strategic Plan	Enabling Priorities 5.3 Build on effective advocacy and partnerships locally, nationally and globally
Policy	Not as a result of this report
Consultation	This report responds to a consultation process being undertaken by a private proponent in relation to an amendment to the Planning and Design Code (Code Amendment) in the City of West Torrens.
Resource	Not as a result of this report
Risk / Legal / Legislative	Not as a result of this report
Opportunities	This report identifies an opportunity to work with the State Government and adjoining Councils, including the City of West Torrens, on the impacts of infill development adjacent to the Park Lands and consider the future planning for enhancement, connections to, and protection of, the Park Lands.
22/23 Budget Allocation	Not as a result of this report
Proposed 23/24 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
22/23 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

Background

1. A recent report commissioned by City of Adelaide for the Adelaide Park Lands Management Strategy 2015-2025 mid-term review identifies the potential for an additional 2000 residential dwellings along the western side of Port Road.
2. The former Thebarton Brewery, with the exception of heritage listed buildings, is currently being demolished to enable future residential and mixed use development of the site.
3. The 'Thebarton Brewery Precinct, 107 Port Road, Thebarton Code Amendment' (Code Amendment) has been initiated by Lion-Beer Spirits and Wine Pty Ltd as the property owner of the former Lion-West End Brewery at 107 Port Road, Thebarton. The affected area for the Code Amendment is in the City of West Torrens at the boundary with the City of Adelaide.
4. The Code Amendment does not change the zoning of land or planning policies that apply to the City of Adelaide however it does highlight a strategic issue of reliance by adjacent significant redevelopment projects in the Adelaide Park Lands.
5. This reliance on the Park Lands was raised by Council in response to the Planning System Implementation Review.

Opportunities for City of Adelaide

6. There is significant zoned growth potential along Port Road in Thebarton and Mile End.
7. In the case of the Thebarton Brewery there is a proposed future connection to the Park Lands. There is no detail around the mechanism to secure this connection therefore it is recommended that Council request that an infrastructure deed or similar is confirmed prior to the rezoning being finalised.
8. Future linkages and access arrangements from site (including over or under Port Road) are the responsibility of the City of West Torrens and the Department of Infrastructure and Transport.
9. The Thebarton Brewery example highlights the need for wider strategic collaboration with neighbouring Councils and the State Government. This concerns the City of Adelaide's capacity to ensure the Park Lands provide the necessary uses for city residents and city users in the long term, along with the impact of population growth on the outer perimeter of the Park Lands and the desire to use the Park Lands to provide open space for that growth.
10. Port Road in this location provides an opportunity for improved street tree planting that would enhance the walkability of the proposed development, contribute to urban tree canopy and reduce the impacts of the urban heat island.
11. The draft Council submission requests that the zero setback is reviewed to enable a tree lined boulevard along Port Road as an entrance to the city.

Thebarton Brewery Code Amendment

12. Given the proximity of the affected area to the City of Adelaide, and proposed reliance on the Park Lands to provide critical open space for future residents of the site, Council may wish to provide a submission by the close of consultation on 14 April 2023.
13. A copy of the Code Amendment and associated documentation is available on the State Government's Plan SA website ([On consultation | PlanSA](#)). The Code Amendment is open for consultation until 14 April 2023.
14. The Thebarton Brewery Precinct, 107 Port Road, Thebarton Code Amendment seeks to rezone the former Thebarton Brewery site from Strategic Employment Zone (Figure 1) to:
 - 14.1. Urban Corridor (Boulevard) Zone to facilitate the opportunity for a residential and mixed use precinct consisting of low rise (1-2 storey), medium rise (3-6 storey) and high rise (over 7 storey) built form across the 8-hectare site.

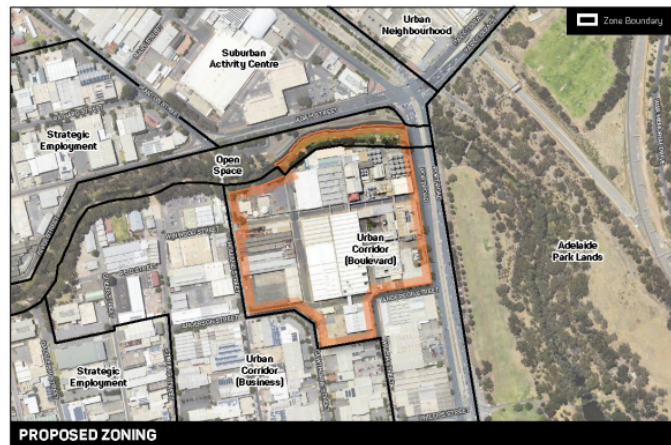


Figure 1 – Proposed zoning

15. A draft submission to the Code Amendment has been prepared that outlines:
 - 15.1. City of Adelaide is supportive of significant uplift and re-zoning in the inner metropolitan Council areas adjoining the City of Adelaide on the outer boundaries of the Park Lands where the re-zoning leads to developments positively contributing to the ongoing protection and enhancement of the Park Lands.
 - 15.2. Development sites on the boundary of the Park Lands should not negatively impact the usage of the Park Lands or its natural environment.
 - 15.3. City of Adelaide requests amendments to the proposed Concept Plan for the Thebarton Brewery Precinct to identify useable onsite local open space. This would benefit the future development of the site through opportunities to:
 - 15.3.1. Provide a placemaking focus for residents and workers
 - 15.3.2. Increase urban tree canopy provision
 - 15.3.3. Showcase/protect on site heritage places.
 - 15.4. City of Adelaide considers that the Urban Corridor (Boulevard) Zone presents an opportunity to create a tree lined boulevard along Port Road to provide an appealing, walkable neighbourhood. Accordingly providing for increased setback from Port Road to allow for appropriate tree plantings is recommended.
 - 15.5. An Open Space Zone of approximately 5000m² adjacent Karrawirra Pari that includes the State Heritage listed Southwark Brewery Gardens, is proposed to create the opportunity for a shared use path with walking and cycling linkages to the Park Lands and the Adelaide CBD and beyond.
 - 15.5.1. With the exception of the existing path, this area is very steep and is unlikely to be used for other forms of recreation.
 - 15.5.2. As a separate Open Space Zone, it is submitted that this land should not contribute toward the 12.5% open space provision required for the balance of the site.
16. The Code Amendment proposes to introduce a Concept Plan (Figure 2) identifying key infrastructure across the site including vehicle access and pedestrian/cycling linkages. The Concept Plan:
 - 16.1. Does not identify local open space for the site.
 - 16.1.1. The Code Amendment documents cite proximity to the Park Lands as rationale for no local open space provision. This approach is likely to set a precedent for future development along Port Road and adjacent the Park Lands.
 - 16.1.2. While the Park Lands play a significant role in provision of open space, there remains a role for local open space provision in adjoining local government areas. The nearby Bowden Park adjacent to Plant 4 is a good example of this.
 - 16.2. Identifies an indicative new linkage from the southern riverbank to Tulya Wodi/ Bonython Park (Park 27) on the eastern side of Port Road.
 - 16.2.1. The linkage is to be created via a shared use path beneath the heritage listed Caissons Bridge (under Port Road). The details of the linkage under Caissons Bridge has not been explored further in the Code Amendment and would be subject to future development consideration.

16.2.2. Without a new shared use path beneath Port Road, access to the Park Lands is limited due to the breadth and volume of traffic on Port Road, and the tramline.

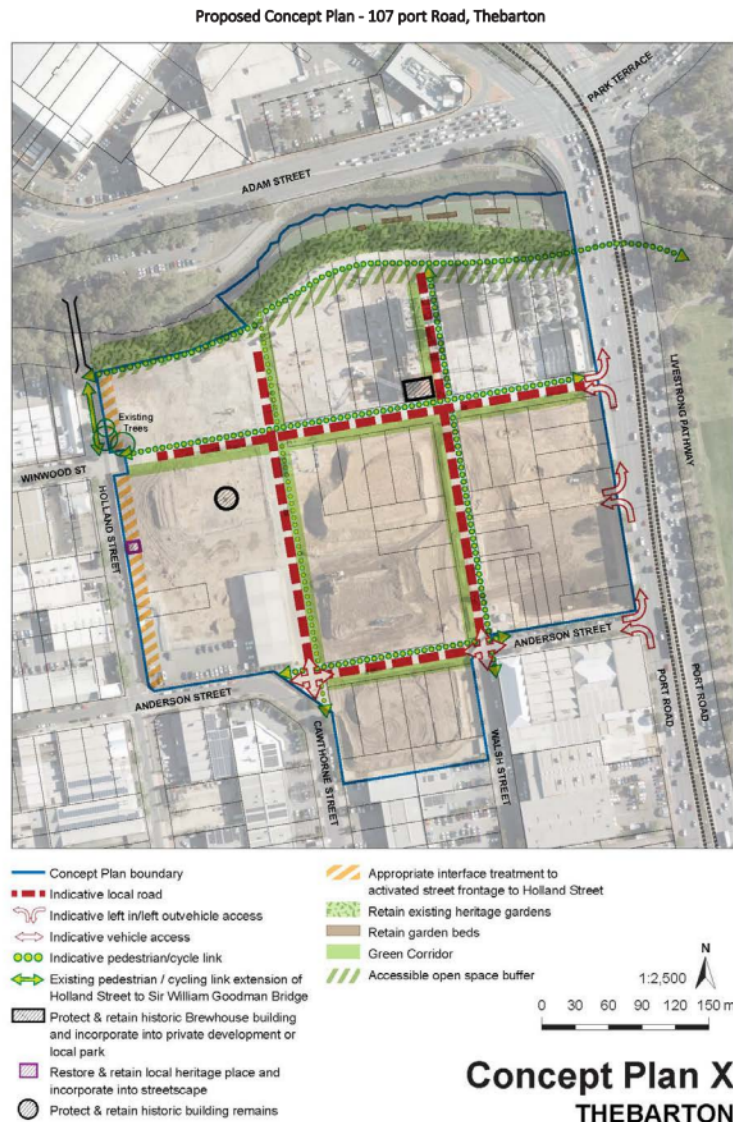


Figure 2 – Proposed Concept Plan

17. A draft response from Council is provided as **Attachment A** – Submission on the Thebarton Brewery Precinct, 107 Port Road Thebarton Code Amendment.

DATA AND SUPPORTING INFORMATION

Link 1 – Thebarton Brewery Precinct, 107 Port Road Thebarton Code Amendment

ATTACHMENTS

Attachment A – Submission on the Thebarton Brewery Precinct, 107 Port Road Thebarton Code Amendment