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LONSDALE BOUNDARY ADJUSTMENT PROPSOAL

Stage 2 Submission to the
Boundaries Commission

Prepared for:
Hallett Cove Joint Venture

Date:
23.02.2021

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1. Background and Context

In August 2020, Hallett Cove Joint Venture (HCJV), a subsidiary entity of Adelaide Development Company (ADC) and owner of a 12 hectare, vacant land parcel in Lonsdale, received correspondence from the South Australian Local Government Boundaries Commission that the HCJV may proceed to referring a Stage 2 General Proposal for a boundary adjustment to the Commission.

This followed a Stage 1 submission from ADC to the Commission in January 2020 requesting favourable consideration of a boundary re-alignment associated with the Lonsdale property.

HCJV have resolved to submit a General Proposal for consideration by the Commission.

This submission seeks to respond to the requirements of a Stage 2 General Proposal pursuant to *Local Government (Boundary Adjustment) Amendment Act 2017* which in January 2019, restructured the boundary reform processes within the *Local Government Act 1999* (the Act).

The South Australian Local Government Boundaries Commission (Boundaries Commission) is the independent body that has been tasked with assessing and investigating submissions into boundary changes.

This submission has been informed by the Commission's '*Guideline 6 – Proposals Initiated by Members of the Public*' which details the process for submissions initiated by members of the public who are eligible electors as defined in section 27(1) of the Act.

A public initiated proposal may be referred to the Commission by at least 10% of 'eligible electors' in respect of a proposal. The HCJV comprise 100% of the eligible electors associated with the affected land.

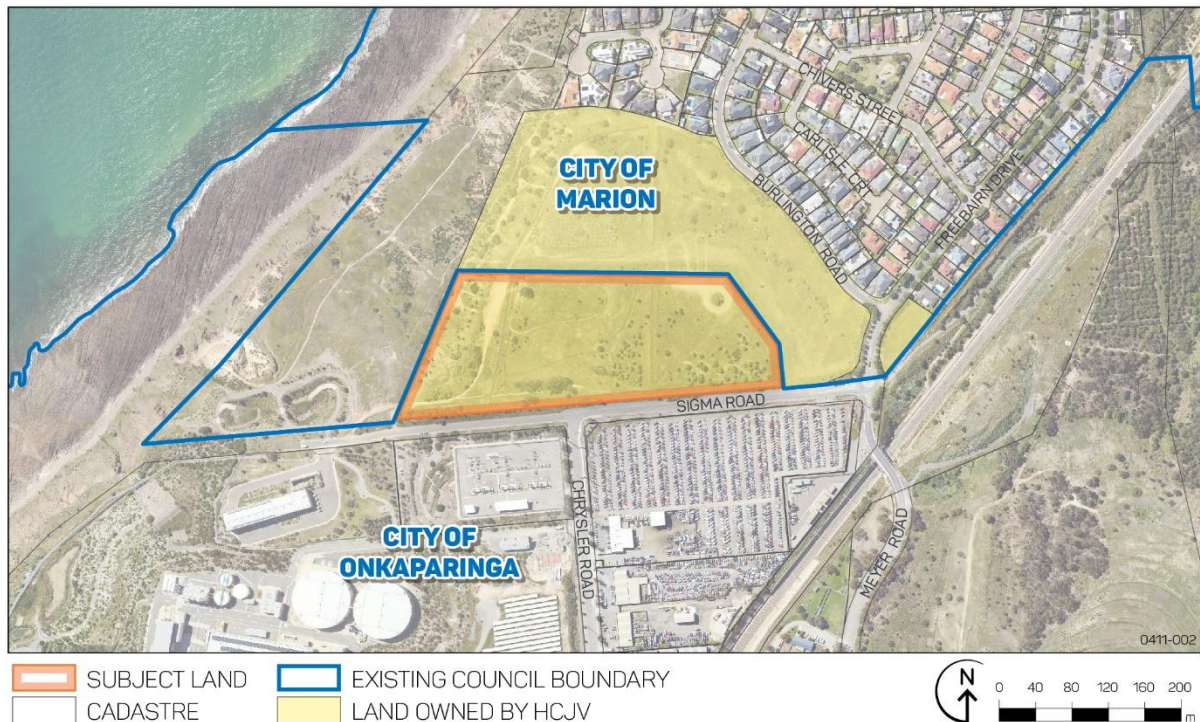


2. Outline of the Proposal

HCJV wishes to submit a general proposal to the Commission to consider a boundary re-alignment between the City of Marion and City of Onkaparinga. This land parcel is identified as Certificate of Title 6113 Folio 868, comprising two Pieces 4101 and 4102 in Deposited Plan 91554, located adjacent Burlington Road, Freebairn Drive and Sigma Road, Lonsdale (the Land).

The proposal seeks to transfer a portion of the Title (comprising approximately 5.4 hecatres of Piece 4102) currently within the City of Onkaparinga (relinquishing Council) to the City of Marion (receiving council). The subject land proposed for transfer is identified in the following figure.

Figure 2.1 Subject Land and existing Council boundary

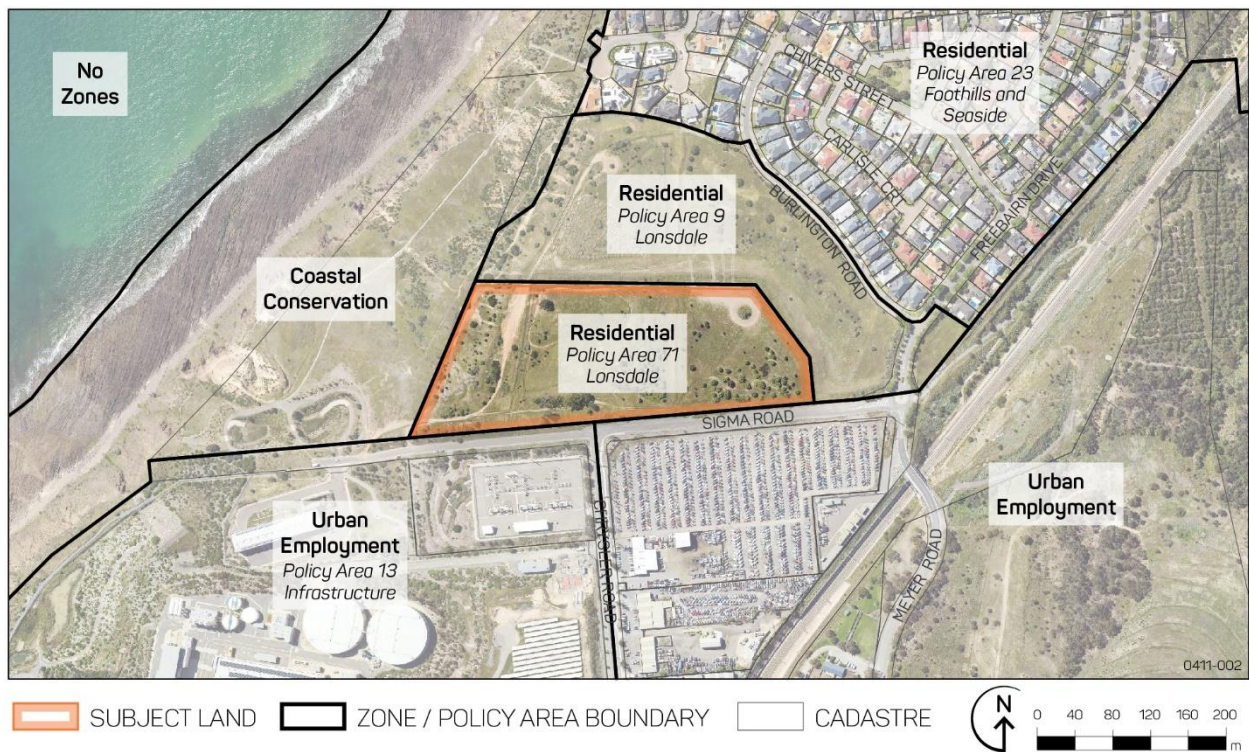


The Land has recently been the subject of a Development Plan Amendment (DPA) process which resulted in the Land being rezoned from an Open Space Zone (Marion Council) and Urban Employment Zone (Onkaparinga Council) to a Residential Zone. A small portion of the Land which is unsuitable for development due to the steepness of the land was converted to a Conservation Zone, connecting in with the balance of the adjoining Conservation Zone along the coast. The Lonsdale Residential DPA was approved in July 2020.

Figure 2.2 overpage presents the current Development Plan zoning affecting the Land and its surroundings.



Figure 2.2 Current Development Plan Zones (after authorization of the DPA)



We note that the Council Development Plans will shortly be replaced by the Statewide Planning and Design Code (the Code). We note that the draft Code (which is due to be released on the 19th March 2021) has proposed a ‘General Neighbourhood’ Zone’ over the Land. The General Neighbourhood Zone is intended as a generic residential zone and this will ensure a consistency of development over the entire parcel of land owned by the HCJV.

The details of the rezoning process are outlined in the table below:

Table 2.1 Outline of Lonsdale Rezoning

Council	Previous Development Plan Zones (prior to DPA)	Current Development Plan Zones (after DPA)	Proposed Draft ‘Code’ Zones
Marion	Open Space (Policy Area 9 Hallett Cove Buffer)	Coastal Conservation	Conservation
		Residential (Policy Area 9 Lonsdale)	General Neighbourhood
Onkaparinga	Urban Employment	Residential (Policy Area 71 Lonsdale)	

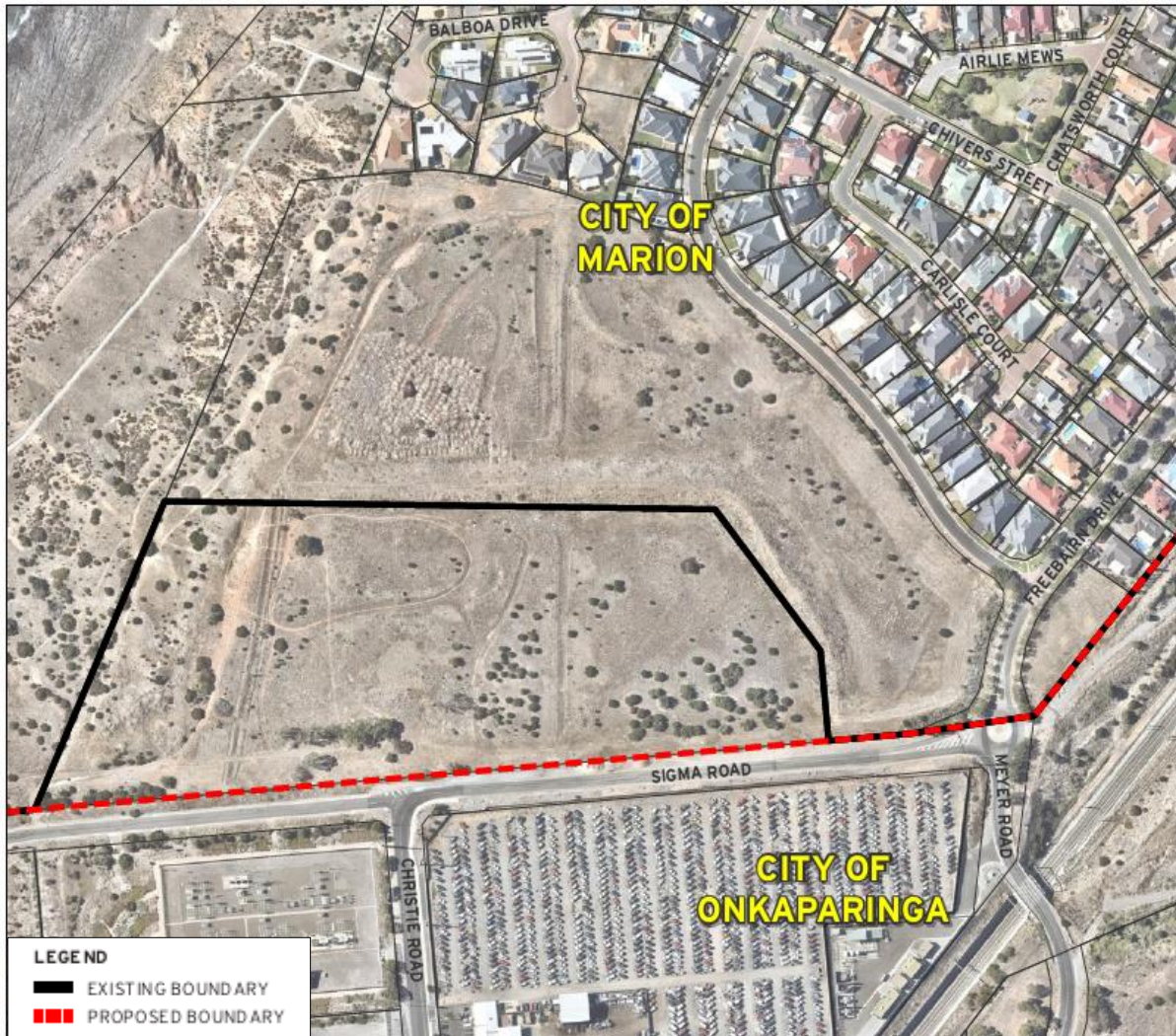
In summary, the land owned by HCJV is now zoned for residential development and it is HCJV’s intention to commence a residential land division over the entire land parcel in 2021. We understand the land could potentially yield in the order of 150-200 dwellings.

Enabling the consolidation of the land to one local government entity is a key factor in ensuring a successful, efficient, and logical residential development is achievable.



An adjustment of the Council boundary would result in all of HCJV's land being located within a single Local Government Authority (City of Marion) and presents as a logical boundary alignment which follows the existing road reserve boundary of Sigma Road, as illustrated in the following image.

Figure 2.3 Proposed Council boundary (source ADC)



3. Consultation and Engagement

The Lonsdale Residential DPA was placed on public consultation by the former Department Planning, Transport and Infrastructure (DPTI) during October and December 2019.

A 'Community Information' consultation brochure was produced by DPTI and made available, along with a copy of the Draft DPA, to interested members of the public. A range of State Agencies and the two affected Council were also consulted with.

A copy of the Community Information brochure is provided as **Appendix 1**. In addition to outlining the planning policy changes proposed by the DPA, the brochure also referenced the intended Council Boundary Realignment as follows (our emphasis):

Council Boundary Realignment

As the City of Marion and Onkaparinga boundaries bisect the subject land, the landowner has advised the SA Local Government Boundaries Commission of its intention to lodge an application (if and when the rezoning is approved) to realign the Council boundaries so that the entire site is within the City of Marion. This will enable a consistent approach to managing the development and into the future.

This process, which is separate to the DPA process, is undertaken via the Local Government Act 1999 and the SA Local Government Boundaries Commission and will be required to undergo a separate public consultation process before completion. Nonetheless, the public is invited to consider the matter as part of this DPA process.

We understand a total of three (3) local resident responses were received during the consultation period. These submissions raised issues of planning policy (density, building height and traffic) but did not raise any comments on the proposed boundary realignment.

ADC also submitted a response to the Draft DPA raising a number of planning policy issues.

The City of Onkaparinga submitted a response dated 12 December 2019 to the DPA during the consultation period and made comment on the planning policy considerations. In addition, they stated that *"In relation to the potential Council boundary realignment, the City of Onkaparinga will provide comment to the Boundaries Commission through their separate consultation process under the Local Government Act 1999."*

The City of Marion submitted a response dated 16 December 2019, raising planning policy considerations. No mention of the boundary change issue was referenced in this correspondence.

Further, a Public Meeting for the DPA was held on 16th January 2020 at the Cove Civic Centre and was attended by a number of local (predominately Hallett Cove) residents as well as representatives from State and Local Government. Broad reference to the potential boundary realignment was raised by ADC during the course of the public meeting however the primary discussions and presentations by those in attendance related to planning policy matters.

In addition, we have appended a Sequence of Events table which identifies the various points of engagement with each of the two (2) Councils, including correspondence and meetings held as well as key milestones (**Appendix 2**).



4. Site and Locality

The subject Land comprises a 12 hectare parcel which straddles the Onkaparinga and Marion Councils. It is identified as Certificate of Title 6113 Folio 868, comprising two Pieces 4101 and 4102 in Deposited Plan 91554, located adjacent Burlington Road, Freebairn Drive and Sigma Road, Lonsdale.

Figure 4.1 Photo taken centrally on the Land looking north-west towards to ocean



The Land is vacant with no improvements. It is sparsely vegetated with grass, small shrubs and a few semi-mature trees. The land is relatively flat except for portion in the north-west corner which is steep and forms the cliff top down to the coast. Expansive ocean views are available from much of the Land.

The Land has not previously been developed (for industry or residential or other use) and is currently unused for any formal purpose.

Residential development is positioned to the immediate north (within the City of Marion). Dwellings on Burlington Road face towards the subject land as illustrated in Figure 4.2 over the page.

Figure 4.2 Photo taken centrally on the land looking north towards Burington Road properties



The land has a frontage of approx. 500m to Sigma Road to the south across from which there are a number of industrial uses including the Adelaide Desalination plant, warehousing, car wreckers and other automotive related businesses. While not yet built, a buffer along the Sigma Road boundary in the form of a raised and vegetated berm/mound, potentially with fencing, is required to be constructed (an obligation of the recent rezoning).

A view of the Sigma Road interface between the industrial area south and the subject land is provided below.

Figure 4.3 Photo taken from Sigma Road looking west towards the coast (subject land on the right)



Land to the west forms part of the metropolitan coastal open space network. An informal coastal path connects the land along the foreshore.

To the south (within Lonsdale) are a mix of very large industrial sites occupied by businesses such as ResourceCo, 'U-Pull-It' car wreckers and the RSPCA, together with smaller lots occupied by warehouses and the like. The SA Water Desalination Plant is located to the immediate north-west however its infrastructure has a large separation from all boundaries.

The Adelaide to Seaford Rail Line runs close to the eastern end of the site however access to the service is either a 30min walk (Hallett Cove Station) or a 45min walk to the Lonsdale Station. A public bus service is available from Freebairn Drive just across the road from the site and goes to the Hallett Cove Train Station.



5. Grounds for making the Proposal

5.1 Section 26 Principles

When considering any boundary change proposal, the Boundaries Commission must refer to the objects of the Act as a whole, and in particular, the principles contained within section 26 of the Act.

The provisions of section 26 address a range of considerations, including communities of interest, effective governance, operational capacity, delivery of services, effective planning and development, accessibility, and adequate and fair representation. Of further importance is ensuring that the proposed boundary change enhances the capacity of local government within the area to continue to deliver results to local communities in a more strategic and effective way.

The following commentary addresses the section 26 provisions in relation to the proposed boundary change at Lonsdale.

Principle 1:- The resources available to local communities should be used as economically as possible while recognising the desirability of avoiding significant divisions within a community.

Principle 2:- Proposed changes should, wherever practicable, benefit ratepayers

Retaining a portion of the future residential properties developed by HCJV within the City of Onkaparinga will, in our view, create a burden on this authority as it will require that Council to service a small, isolated pocket of residential properties on its far northern boundary. To put this in context, the image located in **Appendix 3** (Nearest Residential Land) illustrates the location of the closest residential areas within Onkaparinga to the subject land being O'Sullivan's Beach to the south and Reynella to the east. From O'Sullivan's Beach, Council would be required to travel approximately 4.5km to service the subject site or approximately 3km from the western edge of Reynella.

Conversely, the subject site is immediately opposite and abuts the southern end of the Hallett Cove residential area meaning Marion Council would only need to travel an additional 500m (maximum) south to service future residential properties on the subject land.

We note that waste collection is delivered by the Southern Region Waste Resource Authority (SRWRA) for both Councils and as such, the same waste collection service would be used to collect waste from the new residential development on the land irrespective of the location of the Council Boundary. Notwithstanding, a range of other services are offered by Councils (i.e. Hard Rubbish collection, Community Bus Service etc) where this physical separation would likely cause inefficiencies and or a compromised level of service for those residents located on the portion of the Land within the City of Onkaparinga.

With respect to ensuring any boundary change does not exacerbate or create a division within a community, we are of the view that the proposal to integrate the subject Land within a single Council area will in fact contribute to a more united local community and assist in avoiding a potential discord between residents of two Council areas by collocating the Land and all its future residents within one Council.



In our view, it is extremely unlikely that the land to the south of Sigma Road would ever be rezoned to accommodate residential development given the well-established industrial business activities and clear divide of this area from the residential areas to the north (both in terms of road infrastructure and topography). The creation of a physical buffer (in the form of a large, vegetated mound with potential fencing) between the land and the industrial land to the south will further disconnect the subject land from Onkaparinga to the south. The installation of such a buffer is a mandatory obligation of the developer arising from the recent rezoning of the land to residential.

The proposal as presented supports the aims of Principles 1 and 2 whereby boundary modifications should result in the efficient use of available resources, benefit existing and future rate payers and also encourage the unity of local resident communities. A number of these themes are explored further below.

Principle 3:- A council should have a sufficient resource base to fulfil its functions fairly, effectively and efficiently

Principle 4:- A council should offer its community a reasonable range of services delivered on an efficient, flexible, equitable and responsive basis

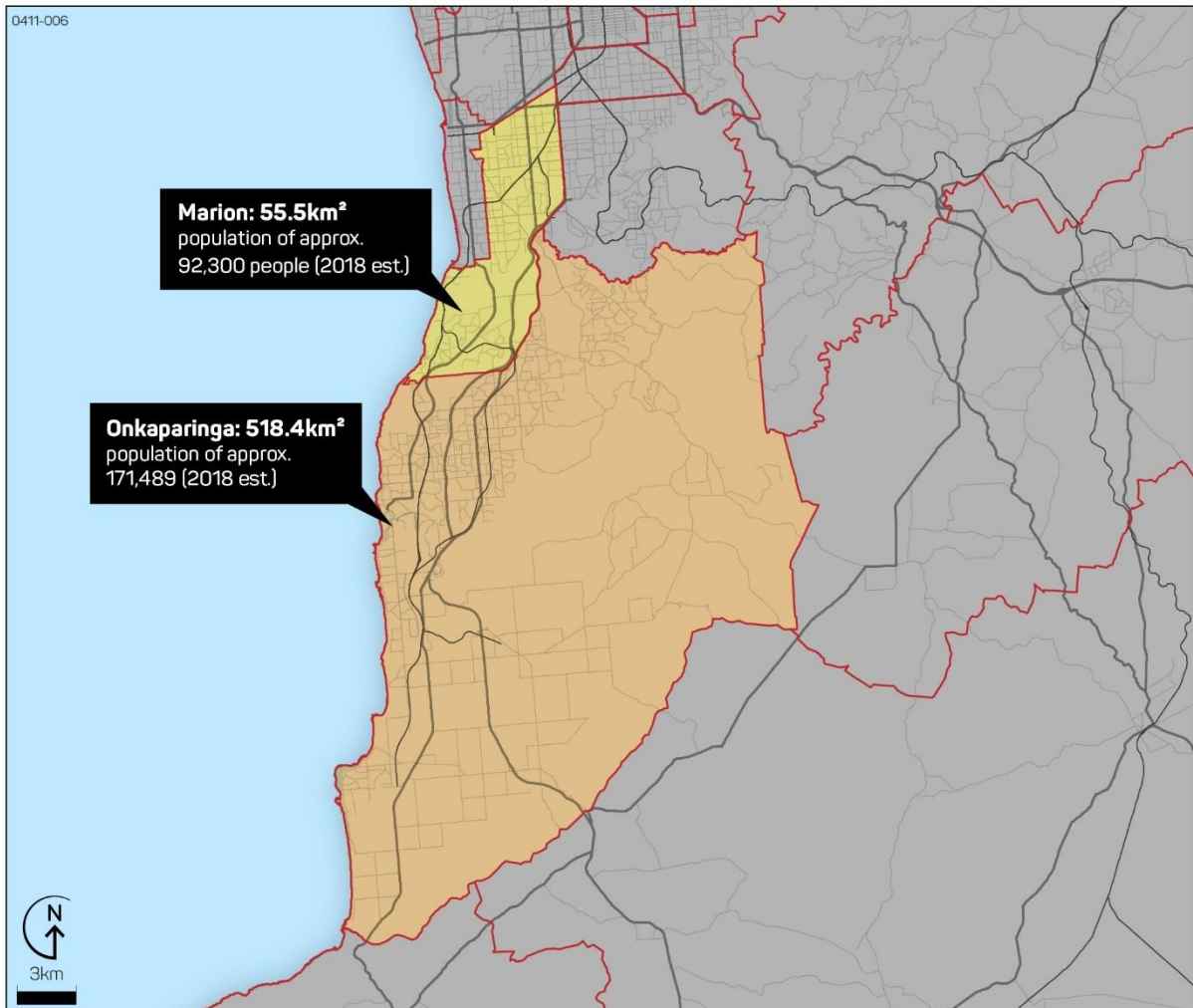
The future development of the subject land into residential allotments (together with the creation of new public roads and open space) is expected to be pursued by HCJV. An additional 150-200 dwellings will not pose an unreasonable additional burden on the City of Marion, as the additional service requirements will be nominal in the context of the existing Hallett Cove area and surrounds, which is already being serviced by Marion. These new properties would also be obligated to pay annual property rates to their local authority which would contribute to the income of that Council and therefore the services delivered.

Figure 5.1 provides a graphic of the two relevant Local Government areas. Onkaparinga Council is a very large local government area comprising in excess of 500 square kilometres and over 171,000 residents. Marion is also of a reasonable (albeit smaller) size at 55 square kilometres with approx. 92,000 residents.

Even with the proposed minor boundary change, both Council's will maintain a sufficient resource base to ensure their legislative and service delivery obligations are managed effectively and efficiently.



Figure 5.1 Local Government Areas and Populations



The City of Marion is a progressive Council which is well equipped to service a small residential increase. The Council currently offers a vast range of local services including (but not limited to):

- Civic Centre functions, including the Cove Civic Centre in Hallett Cove approx. 5.5km from the site;
- Public libraries, including a library at the Cove Civic Centre;
- Art and Cultural activities;
- Business and investment services;
- Community Bus service, which services the Cove Civic Centre;
- Justice of the Peace, at the Cove Civic Centre;
- Planning and Building, Assets, Infrastructure, Local Heritage and Regulatory Services; and
- Waste and Recycling (via the Southern Regional Waste Authority).

Similarly, the City of Onkaparinga, also an innovative Council, offers a very wide range of services. Both Councils have a sufficient resource and service base to manage the anticipated increase in residential properties, assets and population from development of the subject land.



However, while Onkaparinga's provision of services is comparable to Marion's, the location of these services to the subject Land appears, for the most part, to be less convenient and physically less connected than the proximity of services in Marion. For example, Civic, Library and Community services for Onkaparinga Council are available at the Woodcroft Town Centre on Bains Road. Distance wise, this facility is still relatively close to the subject site (approx. 7.5km), it is somewhat disconnected from the subject Land being east of Lonsdale Highway and the Southern Expressway and separated by the suburban areas of Morphett Vale and Reynella.

Ultimately people will access the services and facilities that are most convenient to them based on their residential address but also their place of employment, educational institutions and the routes they drive through and/or take public transport to and from. Many services are now provided online and in terms of public library services, these are now delivered as a cross-council service via the State based SA OneCard Network (meaning you can visit and borrow resources from any library irrespective of where you live).

In summary, both Council are more than equipped to service the subject Land fairly, effectively and efficiently however, the proximity of the Land to the services offered by Marion would appear more accessible and connected to the future community of interest relevant to the site.

Principle 5:- A council should facilitate effective planning and development within an area, and be constituted with respect to an area that can be promoted on a coherent basis

As outlined, the land has recently been the subject of a DPA process which resulted in the land being rezoned from an Open Space Zone (Marion Council) and Urban Employment Zone (Onkaparinga Council) to Residential Zones. The DPA investigations constituted a detailed analysis of the strategic implications and technical / infrastructure obligations which would result from such as zoning change. In conclusion the subject land was determined by the State Planning Commission to be most suited to residential development.

The recent rezoning of the subject land for residential purposes represents an effective land use planning outcome which will result in a rational and coherent extension of the existing residential area to the immediate north to which the subject site adjoins. This area, being the suburb of Hallett Cove is a low density, master planned residential subdivision which is home to approx. 12,000 people.

ADC have previously prepared some initial high-level concept designs for the land to inform their understanding of how site layout and subdivision may evolve. Figure 5.2 represents one possible layout option.



Figure 5.2 Subject Land Concept Design (c/- Ian Robertson)



The proximity of the existing Council boundary through the middle of the site poses challenges in the design of an effective subdivision whereby any new master planned residential precinct would ideally be located within one (1) Local Government authority (rather than split between two). Negotiation with two (2) different Councils in relation to the land division approval, site services, road network and associated civil infrastructure (i.e. street lighting, footpaths) will be significantly more complex where two Local Government authorities are involved.

The Development Plan Zone and associated land uses of the area to the immediate south of the subject Land was not changed as part of the recent rezoning process and remains non-residential (industrial) in nature. There is no apparent prospect in the short to medium term of this adjoining southern land (i.e. south of Sigma Road) being rezoned to residential.

At the time of preparing this submission, the State Planning system is in its final phase of conversion to the new Planning and Design Code (due for authorisation the 19th March 2021). The existing two Council Development Plan residential zones as outlined in Table 2.1 and Figure 2.2 are proposed to convert to a single 'General Neighbourhood' Zone' over the entirety of the subject land.

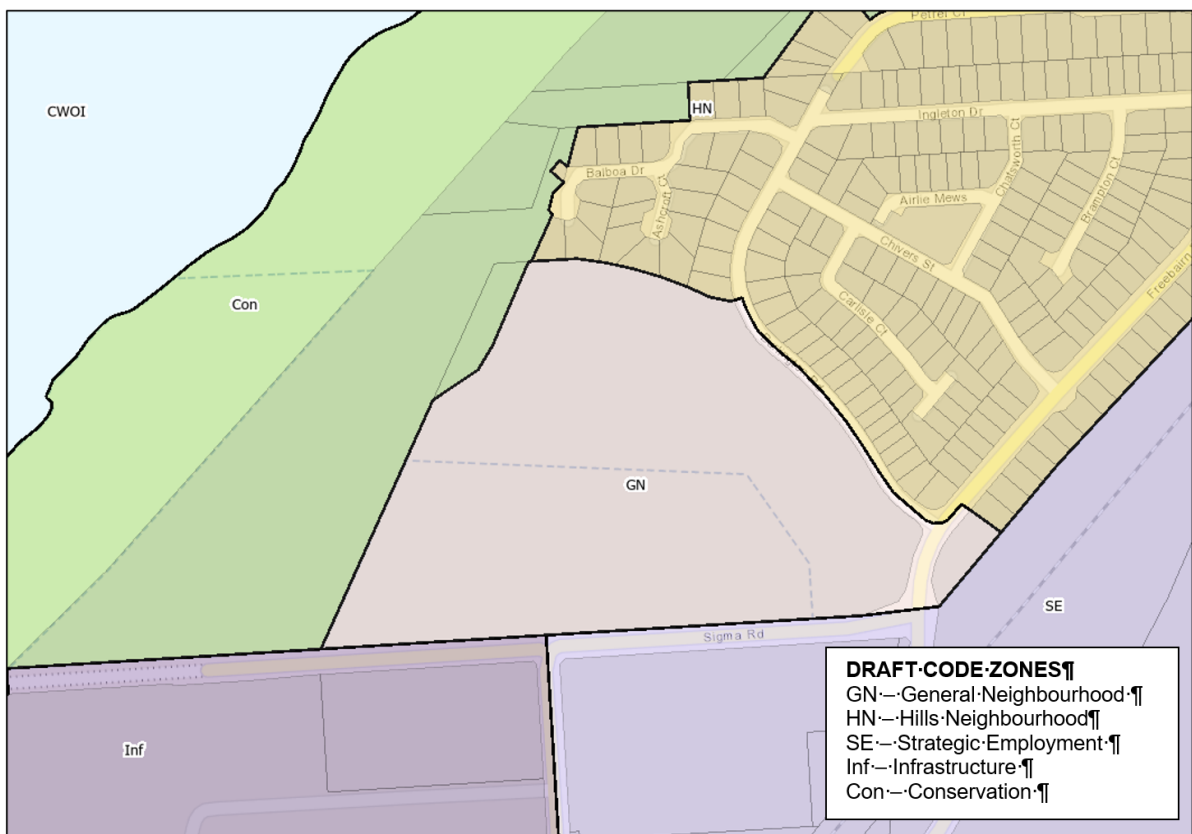
This change to a single land use zone covered by a single State Code facilitates effective planning and development as sought by Principle 5. The requested conversion of the subject land into a single Council will complement this goal and ensure more effective development outcomes for the proposed master planned residential sub-division.



For clarity the land to the north (existing residential area within the southern end of Hallett Cove) has been selected for a Hills Neighbourhood Zone as this land is more undulating and suited to larger residential allotment sizes. For the most part, the subject land is relatively flat and offers an opportunity for more diverse residential products and slightly greater density, as reflected in the General Neighbourhood Zone policies.

The following image illustrates the ‘draft’ Code zone overlay proposed on the subject land (as at February 2021).

Figure 5.3 Draft Code Zone mapping for subject land and surrounds (Feb, 2021), <https://train.sappa.plan.sa.gov.au/>



With respect to other strategic investigations associated with the land, the City of Onkaparinga commissioned Intermethod and Jones Lang Lasalle to undertake an Employment Land Study in 2015-2016. Two (2) reports were prepared being an *Employment Lands Analysis (July 2015)* prepared by JLL and an *Employment Lands Summary Review (March 2016)* prepared by Intermethod.

Amongst other goals, the investigations undertaken assisted to identify areas of ‘valuable’ employment generating land (predominately industrial) that should be retained and protected. The reports also identified areas that were no longer suited to industrial activities and/or unlikely to appeal to the market for this type of development.

Key findings and extracts from the Intermethod report reinforce the current and future nature of the Lonsdale area, and highlight its incompatibility (as a suburb) with the future residential development of the subject land.

Figure 5.4 Extracts from the Onkaparinga Council Employment Lands Summary Review, 2016, Intermethod (our emphasis)



“The Study identified that the City of Onkaparinga has almost 950 hectares of employment land (Industry, Light Industry, Mixed Use and Bulky Goods Zones) spread across the Council area, with Lonsdale accounting for approximately 60% of this employment land offer. “ (page 1)

“The Study does not recommend the addition of new employment land or significant loss. However, it does canvass some minor conversion for land north of Sigma Road owned by the Adelaide Development Company) and the further review of selected land in McLaren Vale, Old Noarlunga and Reynella. The Study also recommends that the zoning framework is updated by replacement of large parts of the current Industry and Light Industry Zone with an Urban Employment Zone module from the state government’s Planning Policy Library Version 6.”(page 2)

ADC Lonsdale – Pt Pce 4102 Sec 572 Sigma Road

“The site has limited appeal for future industry use. Future rezoning to residential (plus consideration of coastal protection) may have merit, however, this would need to be guided by a well prepared master/site plan that considers open space, noise/light/odour mitigation and integration with land to the north in the City of Marion.” (page 32)

“Based on the findings of this Study, the DPA should also :

- Maintain supply of employment lands with no early recommendation to alter zone boundaries (accept for ADC Lonsdale ‘change site’ subject to further assessment).” (page 40)

The land to the south of Sigma Road is occupied by established industrial uses including the Adelaide Desalination plant, warehousing, car wreckers and other automotive related businesses and appears to be functioning effectively and efficiently for the assigned industrial focused zoning and land use expectations, further reinforcing the likelihood of this land remaining ‘non-residential’ for the foreseeable future.

While historically there may have been good reason for the Council boundary to traverse the subject land, the proposed Council boundary along Sigma Road is now the most logical and coherent alignment.

Principle 6:- A council should be in a position to facilitate sustainable development, the protection of the environment and the integration of land use schemes

The recent DPA investigations included an analysis of a number of key environmental considerations including

- Slope Stability and Geotechnical Assessment by WGA Engineers;
- Vegetation Assessment by RMP Environmental;
- Environmental Noise Assessment by Sonus Engineers;
- Preliminary Site Investigations (Contamination) by Environmental Projects;
- Infrastructure Report by Greenhill Engineers; and
- Traffic Analysis by MFY Traffic Engineers.



These, in addition to planning, social and economic assessments informed the rezoning of the land to residential.

In addition, a steep portion of the HCJV land in the north-west corner of the site was re-zoned Coastal Conservation thereby removing it from potential redevelopment. This change occurred due to cliff stability investigations by WGA.

The DPA process facilitated a highly detailed analysis of the relevant environmental considerations associated with the land resulting in best practice planning policy outcomes which will inform the future development of the land.

Principle 7:- A council should reflect communities of interest of an economic, recreational, social, regional or other kind, and be consistent with community structures, values, expectations and aspirations

Principle 8:- A council area should incorporate or promote an accessible centre (or centres) for local administration and services

As highlighted in **Appendix 3** (Nearest Residential Land), the established residential area of Hallett Cove located immediate north of the subject land is clearly the nearest and most accessible community of interest to the future residents who occupy homes on the HCJV land.

There is in excess of 3km between the subject land and the nearest residential area within Onkaparinga where as there is only 500m (approx. maximum distance) to existing residential dwellings in Hallett Cove. If the Council boundary remains unchanged, the residents who develop homes within the Onkaparinga portion of the subject land will virtually be the only residents within the suburb of Lonsdale.

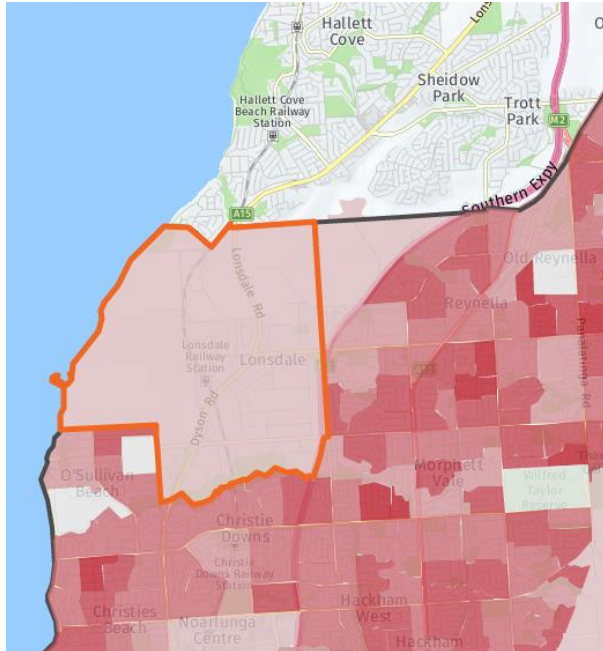
A population statistical area analysis of Lonsdale undertaken using the Council's .idcommunity demographic resources states that Lonsdale's Profile Area (as identified in Figure 5.5) comprises a population of approx. 29 people (2019 ABS) and a population density of approx. 0.03 persons per hectare.

As a comparison, the Profile Area for Hallett Cove (as illustrated in Figure 5.5) accommodates approx. 9,678 people (2016 ABS) and a population density of approx. 18.1 persons per hectare (averaged over the profile areas identified in orange outlined on the Hallett Cove Profile Area map below).

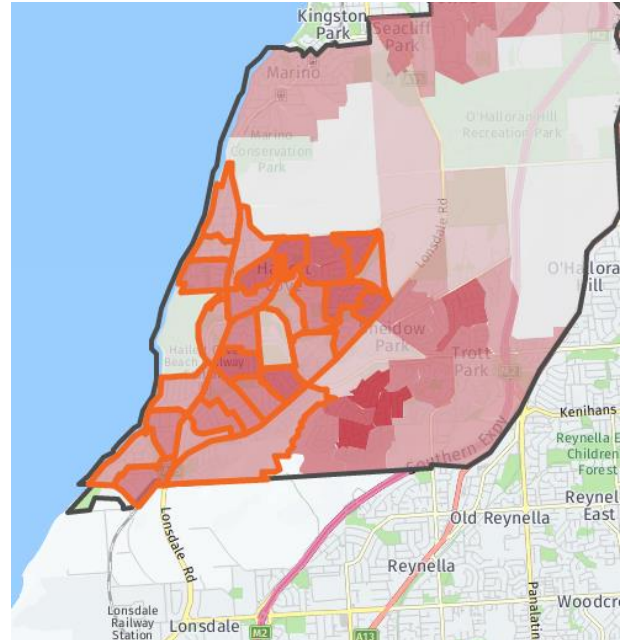


Figure 5.5 Social Atlas extracts for Lonsdale and Hallett Cove (.idcommunity demographic resource – atlas.id.com.au)

Lonsdale Profile Area



Hallett Cove Profile Area



This data reaffirms that Hallett Cove, as an established residential suburb with a substantial population base offers a local community within which the future residents of the redeveloped HCJV land can integrate and connect as a ‘community of interest’.

With respect to local services available to the future residents of the subject land, we note the following:

Retail and Shopping Facilities

The closest retail centres to the subject site are the Hallett Cove Shopping Centre (Marion Council) and Southgate Plaza Shopping Centre (Onkaparinga Council).

The Hallett Cove Shopping Centre, located on Lonsdale Road is a large, high accessible centre which covers an area of approx. 6 hectares. The centre contains a Woolworth, ALDI and Drakes Supermarkets, a Big W store and approx. 40 speciality shops. We anticipate that this retail centre primarily services the local Hallett Cove, Sheidow Park and Trott Park communities within the City of Marion. The Hallett Cove Centre also abuts Marion Council’s ‘Cove Civic Centre’ which offers most Council services (payments, enquires, community spaces etc) and a public library.

Southgate Plaza in Onkaparinga is a mid-sized shopping centre located on Sherriffs Road, Morphett Vale which appear to primarily service the local Morphett Vale, Reynella and Woodcroft communities. The centre covers an area of approx. 4.5 hectares and contains a Coles and ALDI supermarket, a Target and approx. 38 speciality shops.

Appendix 4 indicates the location of these two key retail centres in relation to the subject land.

The alignment of the Southern Expressway is a significant physical barrier which we anticipate would limit the amount of people living further east (e.g. Reynella, Happy Valley and O’Halloran Hill) from visiting the Hallett Cove Shopping Centre.



The location of Lonsdale Highway and Main South Road also act as physical barriers and influence the movement of people in this region.

As the subject land is located on the western side of Lonsdale Highway, residents of the subject Land would need to cross this road at the Dyson Road and Sheriffs Road intersection in order to access services within Onkaparinga.

Government Services

Onkaparinga Council's Civic, Library and Community services are available at the Woodcroft Town Centre on Bains Road. This facility is considered somewhat disconnected from the subject site being east of Lonsdale Highway and the Southern Expressway and separated by the suburban areas of Morphett Vale and Reynella. The main Civic Centre for Onkaparinga is located in Noarlunga Centre approx. 7km south and is more easily accessible via Lonsdale Highway.

As mentioned, Marion Council's 'Cove Civic Centre' at the Hallett Cove Shopping Centre on Lonsdale Highway offers most Council services and has a public library. This is very convenient to people travelling to or from the north (i.e. city) and the south. Marion Council's main Civic Centre is located just east of the Westfield Marion Shopping complex on Sturt Road, approx. 16km from the subject land.

Post offices are located at the Hallett Cove Shopping Centre, Southgate Plaza, Old Reynella and Noarlunga Centre.

The closest Service SA Customer Service Centre to the subject land is located in Oaklands Park in Marion.

Educational Facilities and Childcare

The closest Primary School to the subject site is the Hallett Cove South Primary School (4km north). Morphett Vale Primary School is located south-east and is 4.2km from the land.

More importantly, the Land is currently in the Department of Education's identified catchment zone for the three (3) primary schools within the Hallett Cove area, as illustrated in the Location SA Map Viewer extract below. A primary school zone (as shown in pink in Figure 5.6) is a defined area surrounding a government primary school from which the school accepts its core intake of students.

This catchment suggests that primary school age children moving into future residential homes built on the subject Land would be entitled to automatic enrolment at any of the primary schools in Hallett Cove (subject to capacity) and would therefore form relationships and connections with other children and families living in this same Hallett Cove school catchment. We note that some families may elect to send their children to specialist or private schools elsewhere in Adelaide and so the above statement may not apply in all circumstances (but quite likely the majority).



Figure 5.6 Location SA Map Viewer extract – Primary School Zones 2021



With respect to Highschool education, the Hallett Cove School (notated in Figure 5.6) is a Reception to Year 12 school located 4.5km north of the site and has the same Hallett Cove catchment zone for students as for Primary Schools.

In summary, the current school catchments applicable to the subject Land for both primary and secondary education are schools within the City of Marion, and specifically within the suburb of Hallett Cove.

Lastly, pre-school services including Kindergartens and Child Care centres are widely available in the area (primarily in Hallett Cove and within the Onkaparinga suburbs to the east). Pre-school facilities are not ‘zoned’ to an geographic catchment area and therefore the choice of these service tends to be primarily influenced by the location of a parent/carers place of employment. As such, this factor is considered to be less relevant to the consideration of the relevant community of interest.

Medical Services

The closest medical facilities to the subject site are listed below:

- The Cove Medical Centre (Marion) is located approx. 4.2km north of the subject land;
- The Reynella Medical Centre (Onkaparinga) is located approx. 4.7km south-east of the subject land;



- GP Dental Partners (Marion) is located approx. 5.7km north-east of the subject land; and
- Hillier Road Dental Clinic (Onkaparinga) is located approx. 4.8km south-east of the subject land.

The distance residents will need to travel in order to access local medical facilities is relatively comparable between the two Council areas.

Open Space & Recreational Needs

People often chose to regularly walk in the local neighbourhood within which they live. Similarly, children will ride their bikes or scooter within walking distance of their home and make friendship with children living in their local area, particularly where they are attending the same school. Once developed as a residential area, it is anticipated that future residents on the Land will very likely walk, ride and recreate within close proximity of their home and likely choose to head north into the existing, attractive residential streets of Hallett Cove and also to the west along the existing pathways that run along the coastline. In our view, it is far less likely that future residents will elect to recreate in the areas to the south as these are industrial in character, sparsely populated and quite likely feel unsafe outside of business hours.

The map at **Appendix 4** identifies the location of existing open space within the wider locality. The area of green on this image clearly illustrates that the closest and most accessible open space to the subject Land is within the City of Marion.

It is understood that the new residential sub-division over the subject Land will very likely incorporate a new area of public open space in walking distance to the future residential properties.

In summary, local recreational needs of future residents of the subject land will very likely be met by the footpath/road network and the open space/reserves within the City of Marion. This will further reinforce the potential for residents of the subject Land to meet neighbours and make community connections with residents of Hallett Cove.

Principle 9:- The importance within the scheme of local government to ensure that local communities within large council areas can participate effectively in decisions about local matters

Principle 10:- Residents should receive adequate and fair representation within the local government system, while over-representation in comparison with councils of a similar size and type should be avoided (at least in the longer term)

Onkaparinga is a very large Council by South Australian metropolitan standards, covering an area of 518.4km² with a population of approx 171,489 (2018 est). While some areas of the Council are relatively densely populated, areas to the south and east have very low population densities.

Marion Council is considerably smaller at 55.5km² (or approx. 10% of the size of Onkaparinga's geographical area). However, with a population of approx. 92,300 (2018 est), Marion accommodates more than half the population of Onkaparinga.



As previously discussed, both Councils are more than sufficiently resourced to offer services to the residential development and its future occupants of the subject Land.

However, the scale of the City of Onkaparinga area, combined with the remoteness of the HVJC residential land within this Council, is such that, it is perceivable that future residents of the Onkaparinga portion of the subject Land, may feel somewhat socially disconnected from the operations of Onkaparinga Council.

We note the Ward Boundary distribution of the City of Onkaparinga assigns the subject land to the 'Mid Coast Ward' (refer **Appendix 5**). All Wards within Onkaparinga, irrespective of size, have two Councillor representatives.

As previously mentioned, (and illustrated in **Appendix 3**), there is in excess of 3km between the subject land and the nearest residential area within Onkaparinga. This compares to approx. 500m (max distance) to existing residential dwellings on Burlington Road, Hallett Cove within the City of Marion.

We note that the subject land within Marion is currently within the Coastal Ward which covers all of Hallett Cove and other coastal suburbs (refer **Appendix 5**). It is also represented by two Elected Members. This Coastal Ward would logically be extended to include the whole of the subject land should the boundary realignment be approved.

Principle 11:- A scheme that provides for the performance of functions and delivery of services in relation to 2 or more councils (for example, a scheme for regional governance) may improve councils' capacity to deliver services on a regional basis and therefore offer a viable and appropriate alternative to structural change

Considerations regarding service delivery are considered to have been previously covered in the submission.

5.2 Other Considerations of the Commission

The Act also requires the Commission to have regard to the following matters:

- *The extent and frequency of previous changes affecting the council or councils under this Chapter or the repealed Act*

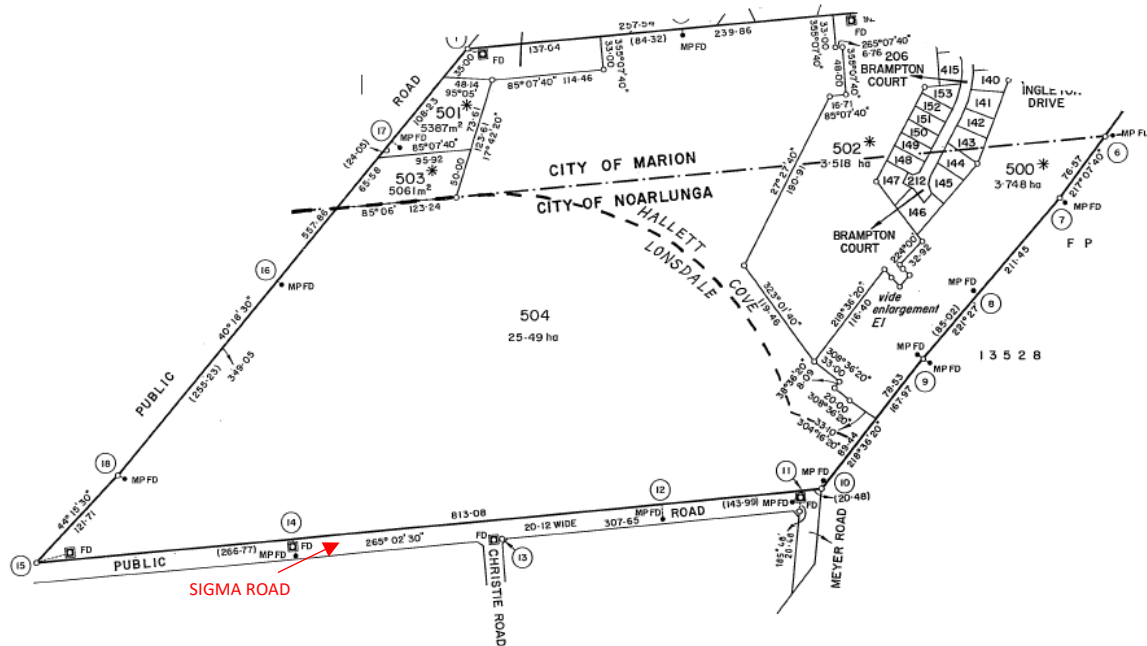
We are unaware of any notable boundary changes that have occurred in recent years between the City of Marion and City of Onkaparinga that would impact on consideration of the proposed boundary change.

- *The Commission should, so far as is relevant, give preference to structural changes that enhance the capacity of local government to play a significant role in the future of an area or region from a strategic perspective*

It is understood that the boundary between the City of Marion and Onkaparinga along this portion of the coast has evolved over the years in response to the gradual encroachment of residential development within Marion (being the growth of the suburb of Hallett Cove) and the refinement of environmental separation distances between former land uses and activities within the adjoining industrial area of Onkaparinga. The Deposited Plan extract below identifies the location of the former Council boundary which ran as a straight line from the coast inland.



Figure 5.7 Extract of former Deposited Plan 43657 (source ADC - dated 1995)

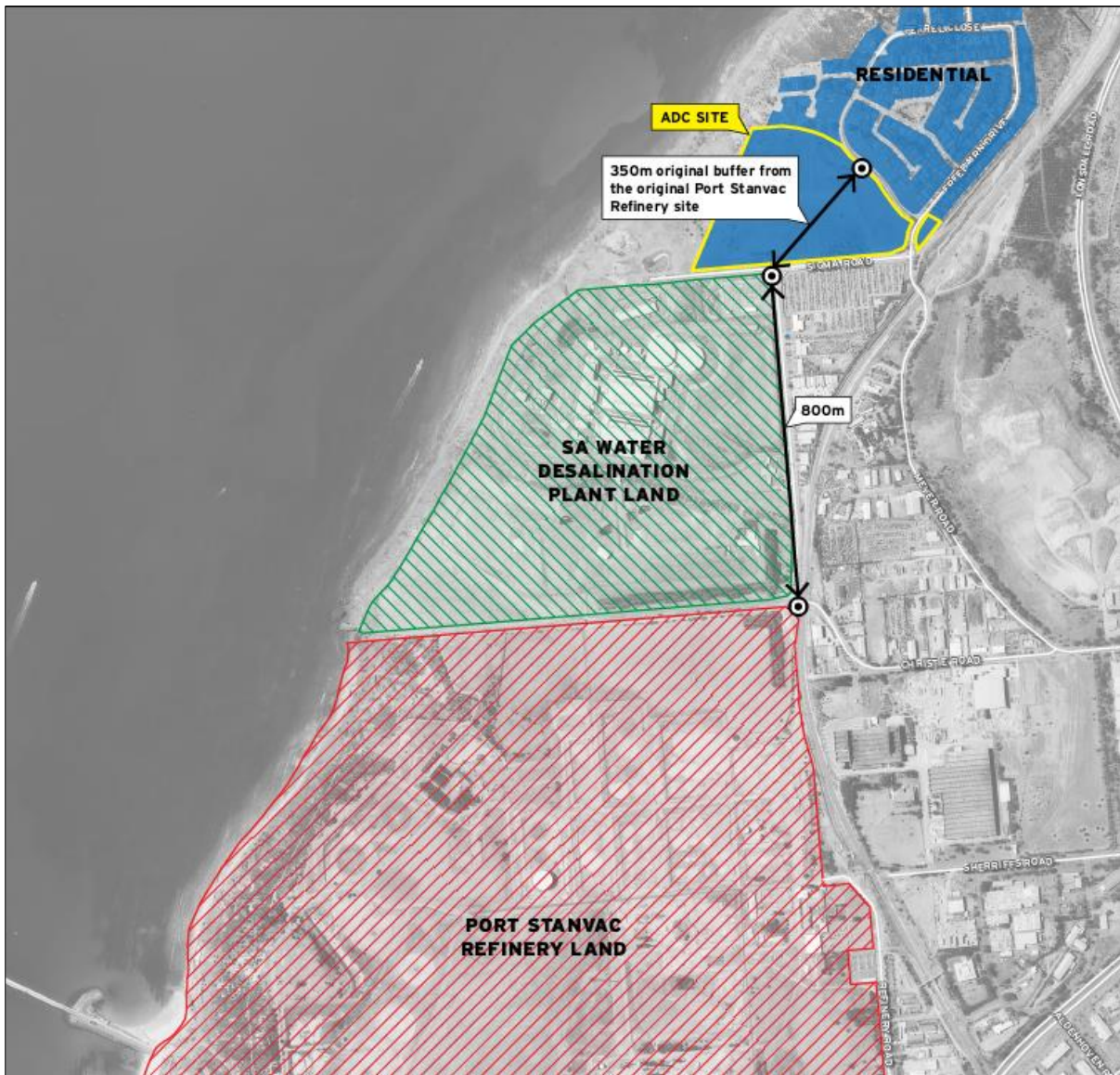


We are uncertain as to when this boundary was changed to the alignment existing today, however, it is evident that the amended boundary which now ‘dog-legs’ around Sigma Road was most likely in response to the progressive land division for residential development within Hallett Cove and the need for an appropriate separation distance to the former Port Stanvac refinery operations. The northern end of the former refinery site has since been converted to the SA Water Desalination Plant, resulting in the separation buffer no longer being necessary (as illustrated in Figure 5.8 over page). The suitability of residential development being located up to Sigma Road was assessed in detail by the Environmental Protection Authority and other agencies in the recent DPA which rezoned the land to residential. As mentioned, a physical buffer is to be constructed and new dwellings within proximity of Sigma Road are also required to incorporate appropriate noise attenuation measures during construction (i.e. double glazing).

As was apparently the case when the Council boundary was adjusted from that illustrated in Figure 2.1, it is appropriate to again revisit the Council boundary alignment given the changes in the land use activities and associated environmental factors in the locality which have been modified by the closure of Port Stanvac.



Figure 5.8 Former separation buffer requirement from Port Stanvac (source – ADC)



6. Conclusion

This submission responds to communication from the Boundaries Commission which granted Hallett Cove Joint Venture, as owners of a 12 hectare parcel of land in Lonsdale, the opportunity to submit a Stage 2 General Proposal pursuant to *Local Government (Boundary Adjustment) Amendment Act 2017*. This submission seeks to respond to the provisions of section 26 of this Act and outlines key matters considered to be pertinent to the assessment of the proposed boundary realignment which seeks to transfer 5.4 hectare portion of land from the City of Onkaparinga (the relinquishing Council) to the City of Marion (the receiving Council). This boundary realignment is sought in order to achieve a more coherent development of the land for residential purposes and a more efficient delivery of services and infrastructure.

The location and features of the Land, being directly accessible from the established suburb of Hallett Cove, in close proximity to local services available at the Hallett Cove Shopping Centre and within the existing Hallett Cove schools catchment area for both primary and secondary education facilities are important attributes which, in our view, will influence the relevant community of interest for future residents of the Land.

In stark contrast, the industrial land uses and character of the land to the south will not be compatible with the future residential uses proposed on the Land.

Sigma Road forms a logical Council boundary line which will be reinforced by the creation of a physical buffer along this alignment once development of the Land begins.

It is appropriate to revisit the boundary location to reflect a number of changes that have occurred in recent years including the closure of Port Stanvac and the extension of residential zoned land at the southern end of Hallett Cove.



Appendix 1. Lonsdale Residential DPA Community Information Brochure



Lonsdale Residential Development Plan Amendment

Proposed planning changes for public
consultation



community information



The Minister for Planning is proposing to rezone a vacant site, at Lonsdale, to allow for residential development.

The vacant 12 hectare site adjacent residential development in Hallett Cove has historically acted a buffer between the residential development in Hallett Cove and the Lonsdale industrial precinct. With the closure of the oil refinery in 2009 and the subsequent development of the SA Water desalination plant, lowering the impacts on the surrounding environment, the land is now able to be considered for residential purposes by rezoning through a Development Plan Amendment process (DPA). The owners of the land, Adelaide Development Company, have funded the preparation of the DPA.

October-December 2019



Government of South Australia

Department of Planning,
Transport and Infrastructure

In determining whether this land is suitable for residential purposes, the DPA process will consider any air quality and noise issues from nearby sources. The Environment Protection Authority will provide advice during the DPA process.

In recognition of the significance of the Hallett Headland Coastal Reserve and ensuring its ongoing conservation for future generations, the land owned by the City of Marion will be rezoned from Open Space to Coastal Conservation.

Council Boundary realignment

As the City of Marion and Onkaparinga boundaries bisect the subject land, the landowner has advised the *SA Local Government Boundaries Commission* of its intention to lodge an application (if and when the rezoning is approved) to realign the Council boundaries so that the entire site is within the City of Marion. This will enable a consistent approach to managing the development and into the future.

This process, which is separate to the DPA process, is undertaken via the *Local Government Act 1999* and the *SA Local Government Boundaries Commission* and will be required to undergo a separate public consultation process before completion. Nonetheless, the public is invited to consider the matter as part of this DPA process.

What is a Development Plan Amendment?

Development plans contain the planning controls that guide what can and cannot be developed in council areas. Planning authorities use these planning controls to assess new development proposals.

A DPA process is required to change the policy framework to enable these changes in development directions. In the case of the privately owned land north of the desalination plant - to provide for residential development; and in the case of the Open Space area owned by Council to the west – to provide increased protection as a coastal conservation area.

As this DPA is being prepared by the Minister for Planning it is known as a Ministerial DPA.

Proposed Amendments

The DPA will describe the proposed changes to the Marion Council and Onkaparinga Council Development Plans.

This DPA proposes to rezone the primary site to Residential Zone – Medium Density Policy Area. This policy framework will encourage a diversity of housing formats, such as terrace housing or apartments, up to a maximum of three storeys, to support our growing population. It will ensure that residential

THE DRAFT PLANNING & DESIGN CODE

A new planning system is currently being introduced into South Australia. The new Planning, Development and Infrastructure Act 2016 is being introduced in stages. The Planning and Design Code is the cornerstone of the new planning system, and will consolidate the planning rules contained in South Australia's 72 Development Plans into one rulebook. In this regard the Marion and Onkaparinga Councils' Development Plans will be superseded by the new Planning and Design Code in the middle of 2020.

Existing zones in current development plans will be transitioned to the equivalent zone in the Planning and Design Code. In regard to the policy changes proposed in this DPA, all changes will seek to utilise existing zones with the current Marion and Onkaparinga Council Development Plans. These changes will be transitioned within the new zones and subzones that may be applied to the affected area.

For more information refer to SAplanningportal@sa.gov.au



development is developed in a manner to mitigate impacts from nearby industrial and other potentially conflicting activities.

Have your say

Consultation on Ministerial DPAs is managed by the South Australian State Planning Commission (the Commission), an independent statutory body which provides advice to the Minister about planning and development issues.

As part of the consultation process, you may:

- provide comment on the DPA by making a written submission to the Commission
- attend a public meeting if you wish to be heard by the Commission or raise any matter not previously raised in your written submission.
- provide comment on the intended Council boundary realignment. These comments will be forwarded to the Office of Local Government for consideration should application be made to amend the affected council boundary.

Making written submissions

You can make a written submission on the DPA any time before **5.00 pm on Wednesday, 18 December 2019**.

- on the SA Planning Portal: <https://plan.sa.gov.au>
- or by post: GPO Box 1815, Adelaide SA 5001

Submissions should be marked *Lonsdale Residential DPA* and sent to *The Chair, State Planning Commission, c/- Department of Planning, Transport and Infrastructure*.

Please clearly indicate on your written submission if you wish to be heard at the public meeting.

Viewing submissions

All submissions received from the public are public documents and will be made available for viewing from the closing date until the conclusion of the public meeting at:

- <https://plan.sa.gov.au>
- the offices of the Department of Planning, Transport and Infrastructure, Level 5, 50 Flinders Street, Adelaide, during office hours
- the offices of the City of Marion, 245 Sturt Rod, Sturt, during office hours
- the offices of the City of Onkaparinga, Ramsay Place, Noarlunga Centre, during office hours

Please note: Posting of submissions on sa.gov.au may be undertaken progressively over a day or more if a large number of submissions are received.

Public meeting

The State Planning Commission has scheduled the following public meeting:

When: 7.30pm, Thursday 16 January 2020

Where: Cove Civic Centre, 1 Ragamuffin Drive, Hallett Cove



The meeting will provide an opportunity for anyone to be heard by the Commission or to raise any matter not previously discussed in their written submission.

Please note: the public meeting may not be held if no one requests to be heard. Please check the status of meetings before the scheduled meeting date on <https://plan.sa.gov.au>

Timeline

➤ **Submission Period**

Submissions are invited on the DPA between Thursday 24 October 2019 and Wednesday 18 December 2019.

Public Information / 'drop in' session from 11.00am to 2.30pm, Saturday 23 November 2019 at the Cove Civic Centre, 1 Ragamuffin Drive, Hallett Cove

- **Submissions are made publicly available** on Thursday 19 December 2019 until 16 January 2020.
- **Public Meeting will be held** from 7.30pm, Thursday 16 January 2020 at the Cove Civic Centre, 1 Ragamuffin Drive, Hallett Cove
- **Consideration of Submissions**
State Planning Commission provides its advice to the Minister for Planning.
- **Decision** is made by notice in Government Gazette.
- The DPA is referred to the **Environment Resources & Development Committee of Parliament**.

30 YEAR PLAN FOR GREATER ADELAIDE IMPLEMENTATION OF TARGETS

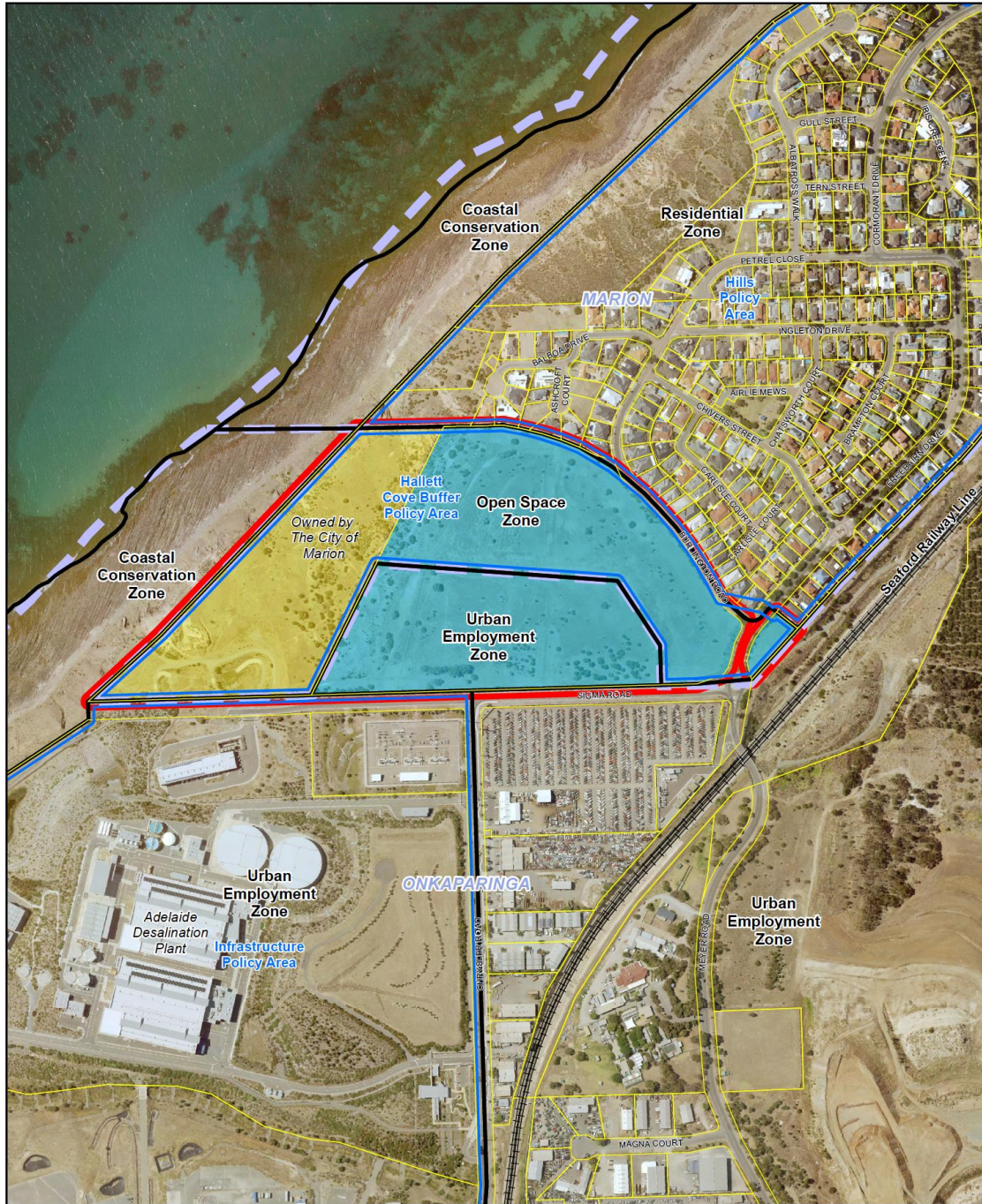
By 2045:

- 85% of all new housing in metropolitan Adelaide will be built in established urban areas
- 60% of all new housing in metropolitan Adelaide will be built within close proximity to quality public transport
- Increase the share of work trips made by active transport modes by 30%
- Increase the percentage of residents living in walkable neighbourhoods by 25%
- Increase housing choice by 25% to meet changing household needs

For more information refer to livingadelaide.sa.gov.au

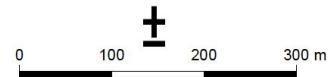


Area affected by the proposed DPA



Lonsdale Residential DPA

PLN ID: 5725



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Further information:

Contact: Andrea Jorgensen on 7109 7004

Email: andrea.jorgensen@sa.gov.au

Visit: www.saplanningportal.sa.gov.au/en/consultation



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Transport and Infrastructure

Appendix 2. Sequence of Events Table



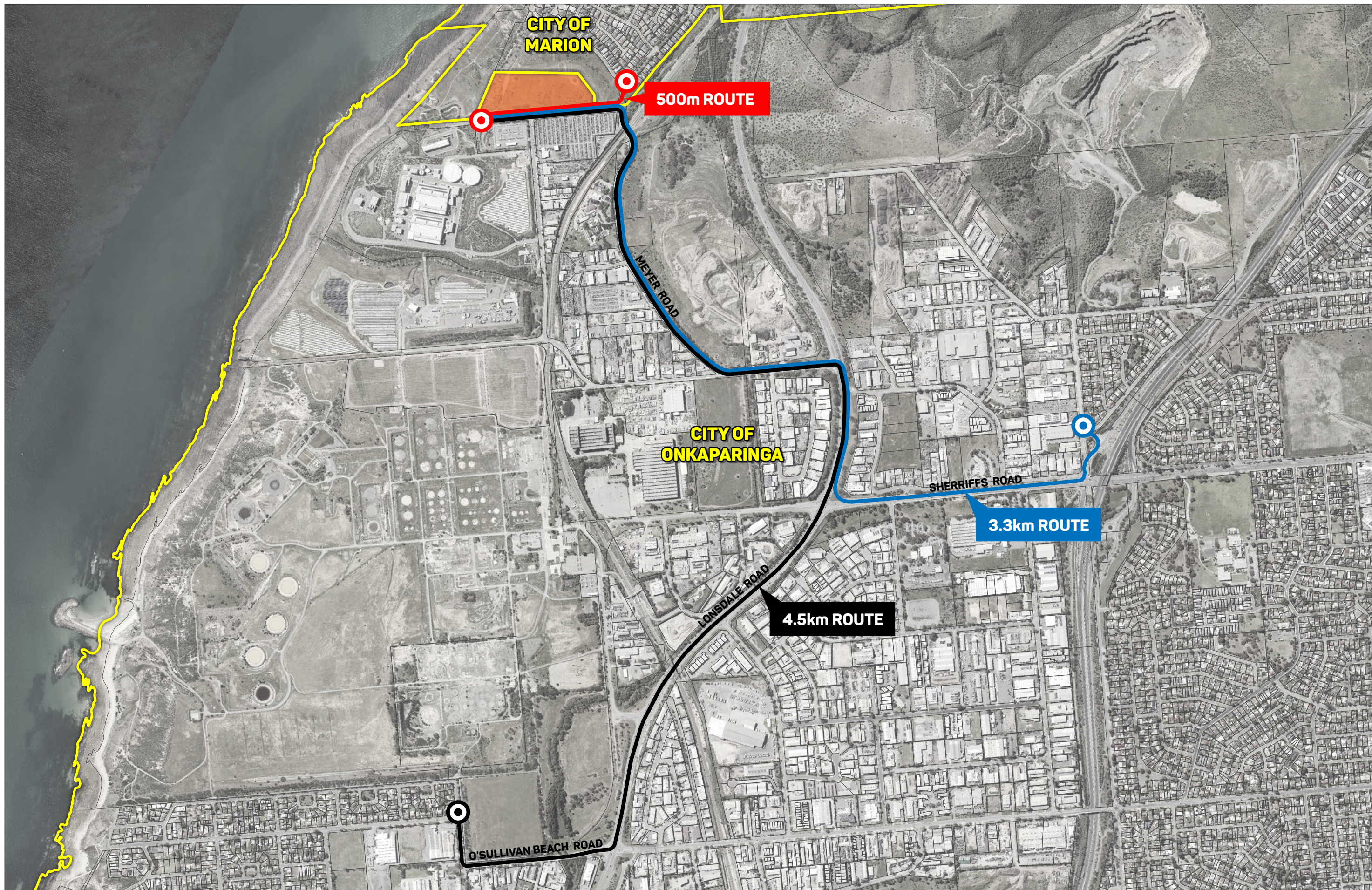
Lonsdale Boundary Re-Alignment Proposal – Sequence of Events

Year	Date	Action / Task	Details
2018	6 July	Meeting between ADC, Ekistics and Marion Council staff	Meeting regarding potential rezoning and council boundary realignment
	11 July	Meeting between ADC, Ekistics and Onkaparinga Council staff	Meeting regarding potential rezoning and council boundary realignment
	8 August	Email from Marion Council staff to Ekistics	Email offering in Principle support for the initiation of a privately funded Development Plan Amendment
	13 August	Email from Onkaparinga Council staff to Ekistics	Email advising Council administration is supportive of the Ministerial Development Plan Amendment approach proposed
	4 September	Correspondence from ADC to Minister for Planning	Letter requesting Ministerial Development Plan Amendment to rezone land
	17 November	Minister’s initiation of Lonsdale Residential DPA	Correspondence from Minister of Planning to ADC advising agreement to initiate a Developer Funded DPA
2019	January – October	Preparation of Lonsdale Residential DPA	DPTI undertake preparation of Lonsdale Residential DPA including analysis of investigations, engagement with various State Agencies (eg SA Water, EPA, DEW), resolution of issues raised and drafting of proposed new planning policy
	15 January	Meeting with ADC, Office of Local Government staff & Ekistics	Meeting to introduce the project, overview of key actions required and timing in relation to rezoning
	18 January – 5 February	Emails between Ekistics, ADC and Manager, Office of Local Government	Emails seeking clarification on the process to initiate the boundary change process and eligible electors requirement
	18 February	Meeting at City of Marion with senior Council staff and ADC	Meeting to discuss potential boundary realignment
	26 February	Meeting with ADC, Office of Local Government staff and Ekistics	Confirmation that Boundary Commission has written to the Planning Minister suggesting concurrent consultation with the proposed DPA (rezoning)
	26 February	Motions with Notice in the City of Marion Minutes of the General Council Meeting regarding ‘Boundary Realignment’ (Council Report Reference: GC190226M01)	Unanimous vote to seek advice / guidance from the Boundaries Commission regarding the intent to alter the southern boundary of the City of Marion and incorporate the land north of Sigma Road Lonsdale within the City of Marion.

	23 April	Phone call between Ekistics and Senior Policy Planner, City of Marion	Follow up communication from February meeting and ADC's intent to progress the boundary change after the land is rezoned
	22 May	Meeting at City of Onkaparinga with senior Council staff and ADC	Meeting to discuss potential boundary realignment
	18 October – 18 December	Lonsdale Residential DPA on public consultation	Community Information Brochure which included Boundary Realignment proposal released for public comment
2020	16 January	Lonsdale Residential DPA Public Meeting	DPA Public Meeting held at Cove Civic Centre
	17 January	Correspondence from ADC to SA Boundaries Commission	Letter requesting formal consideration of boundary re-alignment (Stage 1)
	2 July	Lonsdale Residential DPA Approved	Minister's approval of Lonsdale Residential DPA published in Gazette
	10 August	Correspondence from the Chief Executive Officer, City of Onkaparinga to SA Government Boundaries Commission	Letter confirming that: <ul style="list-style-type: none"> - the Hallett Cove Joint Venture group and Ms Kylie Ann Christison is the designated person as an elector for the group; and - that number of eligible electors within the Hallett Cove Venture group being 100% and meets the ECSA's legislative requirements.
	27 August	Correspondence from SA Boundaries Commission to ADC	Boundaries Commission correspondence to ADC granting permission to commence Stage 2 General Proposal
2021	11 January	Email to Onkaparinga Council staff from Ekistics	Email advising of intent to submit Stage 2 Boundary Request
	11 January	Email to Marion Council staff from Ekistics	Email advising of intent to submit Stage 2 Boundary Request
	15 January	Correspondence from ADC to Mayor Hanna (Marion)	Letter advising of ADC's intent to submit Stage 2 Boundary Request
	15 January	Correspondence from ADC to Mayor Thompson (Onkaparinga)	Letter advising of ADC's intent to submit Stage 2 Boundary Request
	19 January	Correspondence from Mayor Hanna (Marion) to ADC	Letter confirming City of Marion's support for the proposed boundary change
	23 February	Stage 2 General Proposal submission lodged	Stage 2 General Proposal submission lodged by ADC with the SA Boundaries Commission

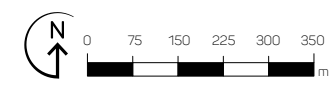
Appendix 3. Nearest Residential Land





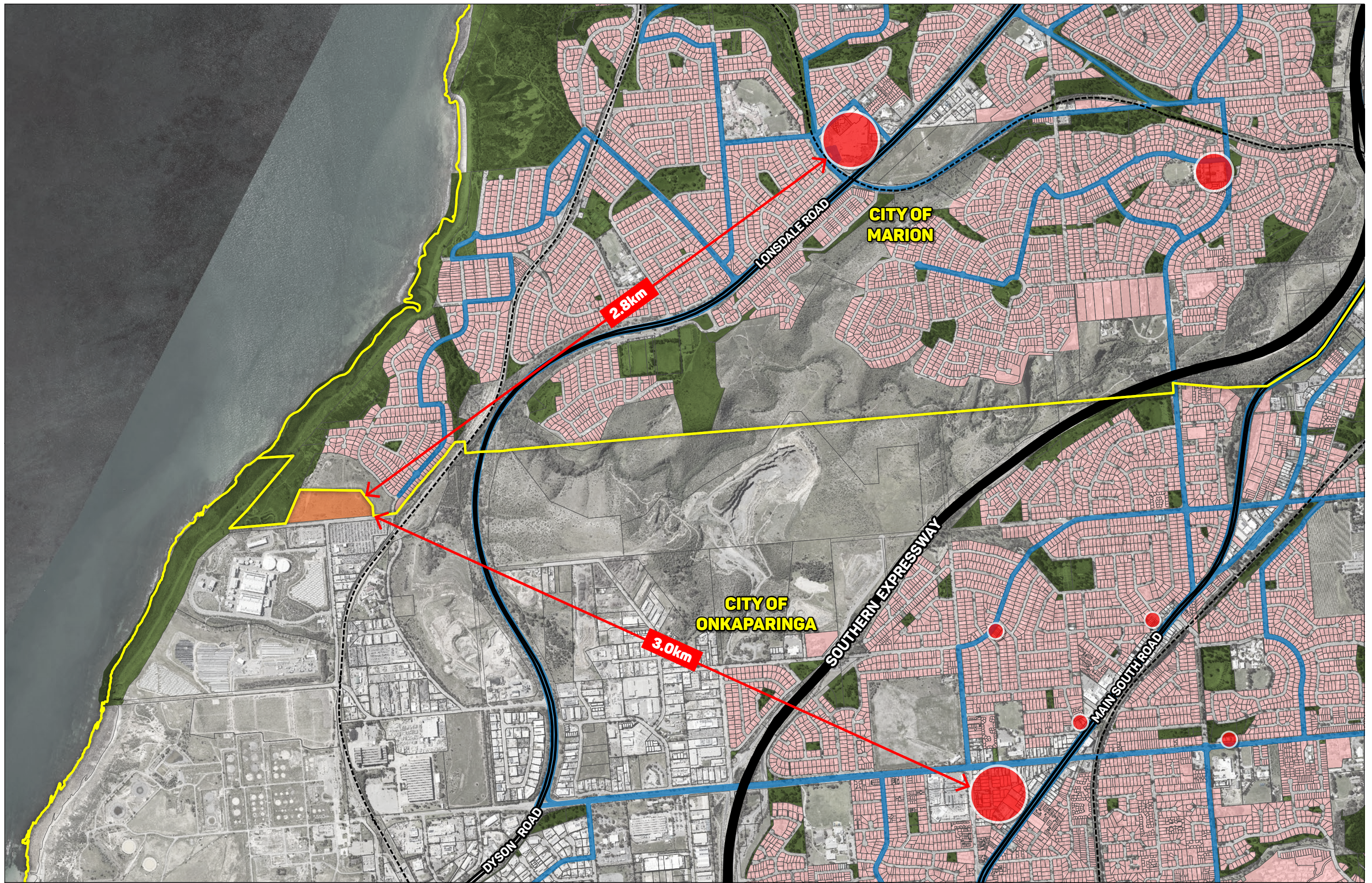
NEAREST RESIDENTIAL LAND

- SUBJECT LAND
- EXISTING COUNCIL BOUNDARY
- CADASTRE
- ROUTE 1 - TO NEAREST MARION COUNCIL RESIDENTIAL AREA (HALLETT COVE)
- ROUTE 2 - TO NEAREST ONKAPARINGA COUNCIL RESIDENTIAL AREA (REYNELLA)
- ROUTE 3 - TO O'SULLIVANS BEACH RESIDENTIAL AREA



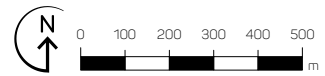
Appendix 4. Locality Features and Distance to Retail Centres





LOCALITY

- | | | | |
|---------------------------|------------|------------------|----------------------|
| SUBJECT LAND | EXPRESSWAY | RESIDENTIAL LAND | DISTRICT CENTRE |
| EXISTING COUNCIL BOUNDARY | MAIN ROAD | OPEN SPACE | NEIGHBOURHOOD CENTRE |
| RAIL NETWORK | BUS ROUTE | CADASTRE | LOCAL CENTRE |



ekistics

Appendix 5. Ward Boundary Maps – Onkaparinga and Marion



Ward Boundaries

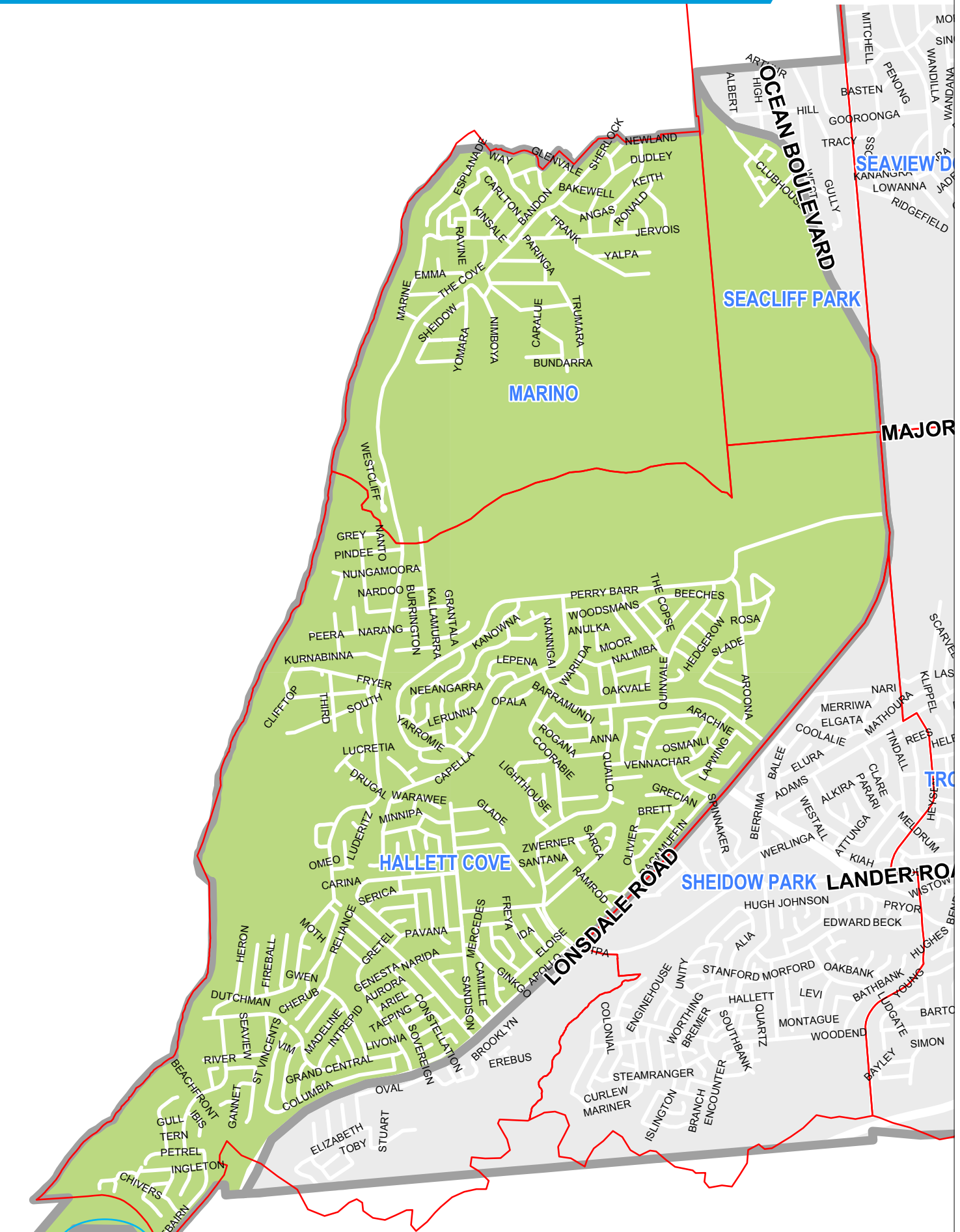


Subject Land

Mayor Erin Thompson

Mid Coast Ward
Cr Suzanne Tonkin
Cr Bill Jamieson

Coastal Ward



Subject Site