Council Assessment Panel Minutes

18 August 2025

Our Vision

A City which values its heritage, cultural diversity, sense of place and natural environment.

A progressive City which is prosperous, sustainable and socially cohesive, with a strong community spirit.

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Norwood Payneham & St Peters

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VENUE Council Chambers, Norwood Town Hall

HOUR 6.30pm

PRESENT

Panel Members Mr Stephen Smith

Mr Mark Adcock Mr Ross Bateup Mr Julian Rutt Cr Christel Mex

Staff Geoff Parsons- Manager, Development & Regulatory Services

Kieran Fairbrother - Senior Urban Planner

Ned Feary – Senior Urban Planner Daniella Hadgis – Administration Officer Tala Aslat – Administration Officer

APOLOGIES

ABSENT

- 1. COMMENCEMENT AND WELCOME
- 2. APOLOGIES
- 3. CONFIRMATION OF THE MINUTES OF THE MEETING OF THE COUNCIL ASSESSMENT PANEL HELD ON 28 JULY 2025

Moved by Mr Bateup and Seconded by Mr Rutt CARRIED

4. DECLARATION OF INTERESTS

Cr Mex declared a conflict of interest for item 5.2

5. DEVELOPMENT APPLICATIONS - PDI ACT

5.1 DEVELOPMENT NUMBER ID 25007037 – HEALTH SPACE CONSTRUCTIONS AND INTERIORS - 139 PAYNEHAM ROAD ST PERTERS

| DEVELOPMENT NO.: | 25007037 | |
|---------------------------------|--|--|
| APPLICANT: | Health Space Constructions and Interiors | |
| ADDRESS: | 139 PAYNEHAM RD ST PETERS SA 5069 | |
| NATURE OF DEVELOPMENT: | Change of use to consulting rooms and shop with associated signage, and the establishment of a car parking area within the existing building | |
| ZONING INFORMATION: | Zones: | |
| | Business Neighbourhood | |
| | Overlays: | |
| | Airport Building Heights (Regulated) | |
| | Advertising Near Signalised Intersections | |
| | Future Road Widening | |
| | Historic Area | |
| | Heritage Adjacency | |
| | Hazards (Flooding - General) | |
| | Prescribed Wells Area | |
| | Regulated and Significant Tree | |
| | Traffic Generating Development | |
| | Urban Transport Routes | |
| | Technical Numeric Variations (TNVs): | |
| | Maximum Building Height (Levels) (Maximum building height is 2 levels) | |
| LODGEMENT DATE: | 28 Mar 2025 | |
| RELEVANT AUTHORITY: | Assessment panel at City of Norwood, Payneham and St. Peters | |
| PLANNING & DESIGN CODE VERSION: | P&D Code (in effect) Version 2025.6 27/3/2025 | |
| CATEGORY OF DEVELOPMENT: | Code Assessed - Performance Assessed | |
| NOTIFICATION: | Yes | |
| RECOMMENDING OFFICER: | Kieran Fairbrother, Senior Urban Planner | |
| REFERRALS STATUTORY: | Commissioner of Highways | |
| REFERRALS NON-STATUTORY: | Rebecca Van Der Pennen, Senior Traffic Engineer | |

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| ATTACHMENT 3: | Zoning Map | ATTACHMENT 8: | Internal Referral Advice |
| ATTACHMENT 4: | Representation Map | ATTACHMENT 9: | Applicant's Responses |
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DETAILED DESCRIPTION OF PROPOSAL:

This application seeks to change the use of an existing building from a bulky goods outlet and warehousing to medical consulting rooms, while retaining the existing showroom front to Payneham Road as a separate shop tenancy. Internal works are proposed to the rear warehouse area to retrofit this as a car parking area capable of accommodating sixteen (16) car parking spaces.

The site will operate as a one-way site with access obtained via First Lane and egress obtained via a left-hand turn onto Stephen Terrace. Pedestrian access into the building can be obtained via Payneham Road, Stephen Terrace, as well as the rear car park.

The medical consulting rooms are proposed to operate from 07:00am to 10:00pm, 7 days a week.

ADDITIONAL INFORMATION:

Representor 2 raised a question as to whether the former bulky good outlet (showroom) land use can ordinarily be regarded as constituting an "existing land use", primarily for the purposes of determining if the proposed car parking numbers are sufficient. Conversely, Representor 2 suggests that the land use rights associated with this site have been discontinued.

Council administration is of the opinion that the bulky goods outlet and warehouse uses still exist and should be considered so during any assessment of the subject proposal. In *Leeming v Corporation of City of Port Adelaide*¹, Chief Justice King held (at 512):

The concept of 'use' in planning law is not to be equated with activity on the land nor does a period of inactivity or failure to exercise the use actively necessarily indicate that the use has been terminated, that is to say discontinued. A period of inactivity in the exercise of the use is consistent with continuation of the use.

Similarly, an approval to change the use of land does not have the immediate effect of changing the use; it is only when that approval is acted upon and realised that the land use formally changes.²

Whether or not a land use has been properly discontinued depends on the facts of the circumstances; which includes a consideration of the intentions of the owner or occupier as to resumption of the use, or any words or conduct on the part of the owner or occupier unequivocally indicating an intention to terminate or abandon that use. The intentions, words or conduct of the owner or occupier are not necessarily decisive in determining whether a land use has been discontinued, but they are relevant.

Since this building was vacated by the previous occupant (the bulky goods outlet) it has been advertised for lease and for sale as a "showroom, warehouse and office". Despite the previous tenant "emptying" the building by removing their goods, there has been no evidence that the owner intended to abandon the showroom use and this is evidenced by the description of the real estate advertisements. The site could've been leased/sold and continue to be used as a showroom just as much as it could've been sold to be changed to a consulting room as is the case here now. In the absence of any unequivocal evidence to the contrary, Council administration considers the previous land use of a bulky goods outlet to still continue and therefore not abandoned or discontinued.

² ACN 068 691 092 Pty Ltd v City of Charles Sturt (No 2) [2008] SAERDC 92.

^{1 (1987)} SASR 506.

SUBJECT LAND & LOCALITY:

Site Description:

Location reference: 139 PAYNEHAM RD ST PETERS SA 5069

Title ref.: CT Plan Parcel: F136600 Council: THE CITY OF NORWOOD PAYNEHAM AND

5403/249 AL49 ST PETERS

Shape: semi-regular

Frontage width: approx. 63.2 metres to Stephen Terrace and 17.2 metres to

Payneham Road

Area: approx. 1522m²

Topography: relatively flat

Existing Structures: a single-storey disused commercial building (previously showroom

and warehousing) constructed along both street boundaries

Existing Vegetation: Nil

Locality

Due to the prominence of the subject land and its siting on a major intersection, the locality is considered to be the area extending 100m in all directions from the intersection of Payneham Road and Stephen Terrace/Nelson Street.

Payneham Road is characterised predominantly by non-residential development in the form of single- and two-storey buildings, comprising a variety of land uses including a motor repair station, consulting rooms, offices and shops. The exception to this is a three-storey residential flat building located approximately 75m northeast of the land. The Avenues Shopping Centre is located directly east of the subject site, presenting to the intersection by way of a large sign board, a car parking area and, further back into the site, a large single-storey building containing a group of shops. This intersection generally enjoys a low level of physical amenity and streetscape character.

Immediately west and north of the subject site are the 'Avenues' of St Peters, which is comprised predominantly of historic dwelling stock in the form of single-storey detached dwellings that enjoy a high level of amenity, with the exception of those fronting Stephen Terrace who experience significant levels of daily traffic.

CONSENT TYPE REQUIRED:

Planning Consent

CATEGORY OF DEVELOPMENT:

• PER ELEMENT:

Consulting room: Code Assessed - Performance Assessed

Shop: Code Assessed – Performance Assessed

Advertisement: Code Assessed - Performance Assessed

• OVERALL APPLICATION CATEGORY:

Code Assessed - Performance Assessed

REASON

P&D Code

PUBLIC NOTIFICATION

REASON

The development involves a change of use to a consulting room where the gross leasable floor area exceeds 250sqm

LIST OF REPRESENTATIONS

| Given Name | Surname | Address | Position | Wishes to be heard? |
|------------|---------|---------|----------|---------------------|
| Ryan | McGrath | | Opposed | No |
| Nick | Wilson | | Opposed | Yes |
| Paul | Hewett | | Opposed | Yes |

SUMMARY

The representors' objections to this proposal can be summarised as follows:

- Concerns about a medical centre opening on a 'dangerous' intersection
- Concerns about the additional traffic created along First Lane and the potential for vehicles to park in First Avenue
- The lack of any planning report, acoustic report, waste management plan and elevation plan for the northwest elevation
- o No details regarding external lighting of the site and the amenity impacts this may have
- The proposed hours of operation are unreasonable and are not low-impact as envisaged for the Zone
- Noise from the premises will have an unreasonable impact on the amenity of adjacent dwellings
- A theoretical shortfall of car parking spaces and no end-of-trip facilities provided to promote bicycle use
- Concerns as to how waste collection will take place, noting the likely need to occur outside of operational hours of the consulting rooms which will cause a nuisance to neighbouring dwellings

AGENCY REFERRALS

Commissioner of Highways

The Commissioner of Highways is supportive of the proposal.

INTERNAL REFERRALS

Rebecca Van Der Pennen, Traffic Engineer

Council's Senior Traffic Engineer is supportive of the proposal. While they acknowledge that traffic volumes through First Lane will be increased as a result of the development, they acknowledge that there is nothing to prevent this occurring under the Planning & Design Code given movements have been demonstrated to be safe and convenient and First Lane is capable of handling the additional vehicle movements.

PLANNING ASSESSMENT

The application has been assessed against the relevant provisions of the Planning & Design Code, which are contained in Appendix One.

Land Use

Desired Outcome 1 of the Business Neighbourhood Zone states:

A variety of housing and accommodation types and compatible employment-generating land uses in an environment characterised by primarily low-rise buildings.

Performance Outcome 1.1 of the Business Neighbourhood Zone states:

Housing and accommodation types appropriate to the locality complemented by shops, offices, consulting rooms and other non-residential uses that do not materially impact residential amenity.

Performance Outcome 1.2 of the Business Neighbourhood Zone states:

Business and commercial land uses complement and enhance the prevailing or emerging neighbourhood character.

Performance Outcome 1.3 of the Business Neighbourhood Zone states:

Changes in the use of land between similar businesses encourages the efficient reuse of commercial premises and supports continued local access to a range of services compatible to the locality.

If the subject building was considered to wholly comprise a bulky goods outlet (which is a type of shop) then this development would be a deemed-to-satisfy form of development and would not have required public notification and hence would not be before the Panel for a decision. But, because the existing land use includes a separate (albeit related) warehouse use, the application is a performance-assessed form of development.

This is relevant because this talks to the proposed land uses being specifically envisaged and supported within the Business Neighbourhood Zone. It is the non-conformance with DPF 1.2 of the Zone that necessitated public notification of this application – the fact that the gross leasable floor area exceeds 250m²; not the land use. Accordingly, the proposed consulting room and shop uses are considered consistent with the Performance Outcomes above. The potential impacts of these uses are discussed in later sections of this report.

Performance Outcome 1.1 of the Out of Activity Centre module states:

Non-residential development outside Activity Centres of a scale and type that does not diminish the role of Activity Centres:

- (a) As primary locations for shopping, administrative, cultural, entertainment and community services
- (b) As a focus for regular social and business gatherings
- (c) In contributing to or maintain a pattern of development that supports equitable community access to services and facilities.

Performance Outcome 1.2 of the Out of Activity Centre module states:

Out-of-activity centre non-residential development complements Activity Centres through the provision of services and facilities:

- (a) That support the needs of local residents and workers, particularly in underserviced locations
- (b) At the edge of Activity Centres where they cannot readily be accommodated within an existing Activity Centre to expand the range of services on offer and support the role of the Activity Centre.

As shown in **Attachment 3**, the subject site is located on the fringe of a Suburban Activity Centre. This Activity Centre includes a large shopping centre and other non-residential sites that could accommodate a medical consulting room such as that herein proposed. Notwithstanding, the proposed development provides a service to support the needs of local residents and workers and will support the role of the Activity Centre without diminishing its role, consistent with the abovementioned Performance Outcomes.

Traffic Impact, Access and Parking

Performance Outcome 1.1 of the Urban Transport Routes Overlay states:

Access is designed to allow safe entry and exit to and from a site to meet the needs of development and minimise traffic flow interference associated with access movements along adjacent State maintained roads.

Performance Outcome 3.1 of the Urban Transport Routes Overlay states:

Existing access points are designed to accommodate the type and volume of traffic likely to be generated by the development.

Performance Outcome 1.4 of the Transport, Access and Parking module of the general development policies states:

Development is sited and designed so that loading, unloading and turning of all traffic avoids interrupting the operation of and queuing on public roads and pedestrian paths.

This application proposes that one-way access into the car park is provided via First Lane, and a one-way exit is provided to Stephen Terrace. This application was referred internally to Council's Senior Traffic Engineer and externally to the Commissioner of Highways for comment, both of whom had initial concerns regarding the traffic increase in First Lane that will be generated for this development.

The Commissioner of Highways requested traffic generation and distribution detail from the Applicant. This was provided by way of traffic surveys undertaken during a morning peak period (7:30am to 9:30am) and an afternoon peak period (3:00pm to 6:00pm), along with a SIDRA assessment of queue length on Stephen Terrace.

The Applicant's traffic engineer's findings and assessment were that:

- In each of the two survey periods, 9 entry/exit movements were observed at the relevant intersection between First Lane and Stephen Terrace.
- This development has the potential to generate up to 42 weekday peak hour vehicle movements (21 entry movements and 21 exit movements), which represents a 233% increase in vehicle movements at this intersection (was 9, now 30).

- Of the additional 21 entry movements into First Lane, 17 are expected to be a left turn movement from Stephen Terrace and only 4 are expected to be a right turn movement from the north-western approach of Stephen Terrace.
- For those right turn movements, the SIDRA assessment indicates that:
 - there will be a maximum queue of one vehicle at the 95th percentile probability level; and
 - o the average delay (queue time) for drivers to undertake the turn is 18.8 seconds.

Consequently, despite the increase in total traffic movements experienced in First Lane, this is not considered to cause any unreasonable impact on the public road network or create unreasonable potential for vehicle conflict within First Lane. Moreover, because the entrance to the car park associated with this development is only 23 metres from the intersection with Stephen Terrace, the potential for vehicle conflict is significantly lower than if the building was further southwest along the lane, which is a positive.

Accordingly, the Commissioner of Highways is supportive of the proposal in the context of the abovementioned Performance Outcomes. Similarly, despite concerns generally with the increase in traffic movements, Council's Senior Traffic Engineer acknowledges that First Lane has the capacity to accommodate the increased vehicle movements and won't result in unreasonable potential for vehicle conflicts. Therefore, the abovementioned Performance Outcomes are considered to be satisfied, and access for this development is considered to be safe and convenient.

Performance Outcome 2.1 of the Transport, Access and Parking module states:

Sightlines at intersections, pedestrian and cycle crossings, and crossovers to allotments for motorists, cyclists and pedestrians are maintained or enhanced to ensure safety for all road users and pedestrians.

The Applicant's traffic engineer has provided sightline diagrams at the exit to Stephen Terrace, which demonstrate compliance with Australian Standard *AS 2890.1:2004* (see "Figure 2" in **Attachment 9**). This is achieved through partial demolition of the external walls of the building on Stephen Terrace, for a length of 2 metres either side of the 3.3-metre-wide egress point. The Commissioner of Highways has reinforced the need to undertake this work to provide these sightlines by way of condition. Accordingly, this Performance Outcome is considered to be met.

Performance Outcome 5.1 of the Transport, Access and Parking module states:

Sufficient on-site vehicle parking and specifically marked accessible car parking places are provided to meet the needs of the development or land use having regard to factors that may support a reduced on-site rate.

The corresponding Designated Performance Feature suggests that satisfaction of the rates in Table 1 or 2 of this module (as applicable) is sufficient to satisfy this Performance Outcome. Because this site is located on an arterial road along which a high frequency public transit service operates, the site is a Designated Area for the purposes of parking, and Table 2 rates are applicable to this site. Table 2 prescribes the same car parking rate for all non-residential land uses of 3 spaces per 100m² of gross leasable floor area. In other words, whether the land use is a consulting room, shop, warehouse or other non-residential use, the same parking rate is applicable.

It is well-established in planning law that any existing car parking shortfall can be carried over to any new land use where the total floor area to be used is not being increased. This principle is directly applicable to this application because the gross leasable floor area of the subject site is actually being reduced as a result of this development. Consequently, because the same car parking rate is prescribed to the existing

showroom and warehouse uses as it is to the proposed consulting room and shop uses, any existing shortfall can be carried over to the new uses.

To that end, the site currently provides zero dedicated on-site car parking spaces (acknowledging that some vehicles would've been able to park at the rear of the building if required). Therefore, consistent with previous ERD Court rulings, there is a strong argument that the proposed development does not need to provide any parking spaces to satisfy Performance Outcome 5.1 above. Nonetheless, sixteen (16) parking spaces are being provided in the rear of the existing building to support this development, which is considered to satisfy this Performance Outcome.

The policies applicable to this assessment (**Appendix 1**) fail to include any policies that require consideration of the functionality of the car parking area provided for this development. Notwithstanding, this is considered to be a necessary aspect of any planning assessment involving a car parking area and the Applicant's Traffic Engineer has sufficiently demonstrated that this car parking area is functional and adequate room for vehicle manoeuvring is provided within.

Performance Outcome 9.1 of the Transport, Access and Parking module states:

The provision of adequately sized on-site bicycle parking facilities encourages cycling as an active transport mode.

The corresponding Designated Performance Feature suggests that the provision of bicycle parking spaces commensurate with the rates specified in Table 3 of the module is sufficient to satisfy this Performance Outcome. In this respect, Table 3 suggests that the development should provide two (2) bicycle parking spaces based on the number of staff and consulting rooms.

No bicycle parking spaces have been provided for this development. The Applicant's traffic engineer suggests that bicycle parking could be provided for both staff and clients by way of double-sided bicycle rails located both in the rear car parking area and within the walkway entrance from Stephen Terrace. This would provide for the parking of four (4) bicycles which would satisfy Performance Outcome 9.1 (above) and be a good outcome for this development. Consequently, a Reserved Matter has been recommended to this effect.

Noise Emissions

Performance Outcome 1.2 of the Interface Between Land Uses module states:

Development adjacent to a site containing a sensitive receiver (or lawfully approved sensitive receiver) or zone primarily intended to accommodate sensitive receivers is designed to minimise adverse impacts.

Performance Outcome 4.1 of the Interface Between Land Uses module states:

Development that emits noise (other than music) does not unreasonably impact the amenity of sensitive receivers (or lawfully approved sensitive receivers)"

The corresponding Designated Performance Feature suggests that compliance with the relevant Environment Protection (Commercial and Industrial Noise) Policy criteria will satisfy this Performance outcome.

In response to the representations raised, the Applicant provided an acoustic report prepared by Sonus (**Attachment 1**). Sonus undertook acoustic modelling for the proposed development based on criteria

developed by reference to the relevant Noise Policy. Specifically, the criteria derived for the "day period" as defined in the Noise Policy (being 7:00am to 10:00pm, 7 days a week) were:

- 52 dB(A) for noise sensitive receivers within the same Business Neighbourhood Zone; and
- 50 dB(A) for noise sensitive receivers within the adjacent Established Neighbourhood Zone.

The Sonus assessment was based on the following activity occurring in a "worst-case 15-minute period":

- 10 vehicles moving through the car park area;
- General car parking activity within 10 car parking spaces; and
- Continuous operation of 10 roof-mounted air-conditioning condenser units.

Based on this activity, the modelling undertaken predicted the following highest noise levels:

- 33 dB(A) at a noise sensitive receiver in the Business Neighbourhood Zone; and
- 43 dB(A) at a noise sensitive receiver in the Established Neighbourhood Zone.

The highest predicted noise levels are well below the permitted noise level criteria derived from the Noise Policy and are therefore considered to be reasonable and acceptable for the 'day time period'. It is worth highlighting too that the Applicant's traffic engineer predicted peak operating times for this site to be between 8:00am and 12:00pm and 4:00pm to 6:00pm on weekdays, during which the development is anticipated to generate up to 42 vehicle movements. Hence, the "worst case scenario" of 10 vehicle movements within the car park area in a 15-minute window is certainly *possible*, but is most likely to occur only during the peak operating hours and not after 7pm, for example, when the expected amenity level for adjacent sensitive receivers is arguably higher.

As a result of the acoustic assessment undertaken, the Applicant amended the proposed hours of operation to be 7:00am to 10:00pm, 7 days a week (i.e. the same hours defined as the 'day time period' in the relevant Noise Policy). The original application – which was reflected in the public notification documentation – proposed a closing time of 11:00pm. It is not evident in the acoustic report provided, but one might infer that the modelling demonstrated non-compliance with the Noise Policy after 10pm which is why the proposed hours of operation were reduced.

Performance Outcome 2.1 of the Interface Between Land Uses module of the general development policies states:

Non-residential development does not unreasonable impact the amenity of sensitive receivers (or lawfully approved sensitive receivers) or an adjacent zone primarily for sensitive receivers through its hours of operation having regard to:

- (a) The nature of the development
- (b) Measures to mitigate off-site impacts
- (c) The extent to which the development is desired in the zone...

The hours of operation proposed reflect the typical hours one might expect of a medical consulting room; particularly one located along an arterial road. In the context of the acoustic modelling undertaken, these hours are considered reasonable because they will not create an unacceptable impact on adjoining sensitive receivers. Condition No. 3 has been recommended to reflect the proposed hours of operation, which will ensure the amenity of adjacent sensitive receivers is maintained.

Performance Outcome 6.2 of the Transport, Access and Parking module states:

Vehicle parking areas are appropriately located, designed and constructed to minimise impacts on adjacent sensitive receivers through measures such as ensuring they are attractively developed and landscaped, screen fenced, and the like.

The rear car parking area is being constructed within the existing building, providing acoustic protection for adjacent sensitive receivers consistent with this Performance Outcome. The acoustic modelling undertaken by Sonus demonstrates this to be the case.

With respect to noise from waste collection, Schedule 1(4)(a)(i)(D) of the *Local Nuisance and Litter Control Act* suggests that waste collection should only occur between 9:00am and 7:00pm on a Sunday or public holiday and between 7:00am and 7:00pm on any other day. This legislation will apply to this development and if waste is collected outside of these times the Council has powers under this Act to force compliance. The development is expected to coordinate their waste collection outside of their peak operating hours, but within the hours prescribed by the *Local Nuisance and Litter Control Act*. It is not considered pertinent to condition specific times for waste collection for this development because compliance with a specific condition would require the dedicated availability of the business's chosen waste collection provider. Accordingly, an Advisory Note has been recommended that alerts the Applicant to these requirements.

Waste Management

Performance Outcome 1.5 of the Design in Urban Areas module states:

The negative visual impact of outdoor storage, waste management, loading and service areas is minimised by integrating them into the building design and screening them from public view...

The Applicant has identified that a suitable storage area for waste can be provided in the southwest corner of the car park – adjacent to parking space no. 5 and the car park entrance. This area is approximately $13m^2$ in size, which is suitable for accommodating waste bins without impacting vehicle movements within the car parking area. This area provides screening from the public realm consistent with the abovementioned Performance Outcome. Condition No. 5 ensures continued compliance with this expectation also.

Waste collection is proposed to occur within First Lane via private contractor, outside of the peak operating hours of the consulting rooms. By way of reminder, the peak operating hours are suggested as being 08:00am to midday and 4:00pm to 6:00pm on weekdays. Two representors have raised concerns with this arrangement proposed arrangement, citing potential traffic conflicts and noise generation as reasons why this should not be supported.

Performance Outcome 1.2 of the Transport, Access and Parking module states:

Development is designed to discourage commercial and industrial vehicle movements through residential streets and adjacent other sensitive receivers.

Performance Outcome 1.4 of the Transport, Access and Parking module states:

Development is sited and designed so that loading, unloading and turning of all traffic avoids interrupting the operation of and queuing on public roads and pedestrian paths.

Performance Outcome 6.6 of the Transport, Access and Parking module states:

Loading areas and designated parking spaces for service vehicles are provided within the boundary of the site.

This application is not proposing the construction of a whole new building and car parking area. Rather, it is seeking to retrofit an existing building to accommodate a new commercial use and associated car parking area. By retaining the existing building and roller door entry, it is not possible for a medium rigid vehicle to

access the site (as required for general waste collection) which is why First Lane is proposed as the collection point.

Council's own waste collection provider, East Waste, services First Lane already for several residential premises that have a frontage to First Lane and therefore such truck movements are already accommodated by this lane.

This development will be serviced in First Lane only once a fortnight for general waste collection. Medical waste and confidential waste are able to be collected within the site, and this will occur once a fortnight and once every three months respectively. East Waste have confirmed that they attend First Lane every Tuesday at approximately 7am and midday to collect general waste and recycling/organics respectively. This proposal involves only one (1) additional waste vehicle movement through the lane per fortnight in addition to the existing four (4) movements. This is not considered to cause a negative impact to the operation of First Lane or to adjacent sensitive receivers. Accordingly, the proposal is not considered to be at odds with Performance Outcome 1.2 above.

This collection arrangement does offend Performance Outcomes 1.4 and 6.6 above, but this is not considered to be fatal to this application given the infrequency of the interruption to traffic in First Lane. An advisory note has been recommended that suggests that the applicant coordinates their waste collection so that it does not conflict with East Waste's schedule to avoid the potential for waste truck conflict within First Lane.

Signage

This application proposes three advertising displays: one on the side wall of the building (between the Stephen Terrace entrance and the car park exit); one set further back (approx 9.8m) into the Stephen Terrace entry way above the internal building elevation; and one adjacent the entry door within this same entry way. It is only the first sign that will be visible from the public realm and therefore, pursuant to Schedule 4 of the *Planning, Development and Infrastructure (General) Regulations 2017*, it is only this sign that requires development approval.

Performance Outcome 4.3 of the Historic Area Overlay states:

Advertising and advertising hoardings are located and designed to complement the building, be unobtrusive, be below the parapet line, not conceal or obstruct significant architectural elements and detailing, or dominate the building or its setting.

Performance Outcome 1.1 of the Advertisements module states:

Advertisements are compatible and integrated with the design of the building and/or land they are located on.

Performance Outcome 1.5 of the Advertisements module states:

Advertisements and/or advertising hoardings are of a scale and size appropriate to the character of the locality.

The proposed sign is non-illuminated, measures $1m(H) \times 3.6m(W)$, is located 2.4m above ground level and below the parapet line of the building and will be flush with the building wall. This advertisement is an appropriate size for this locality and is compatible with, and will complement, the subject building, consistent with these Performance Outcomes.

Question of Seriously at Variance

Having considered the proposal against the relevant provisions of the Planning & Design Code (version 2025.6, dated 27/03/2025), the proposal is not considered to be seriously at variance with the provisions of the Planning & Design Code because:

- Consulting rooms and shops are envisaged within the Business Neighbourhood Zone, as is signage associated with such land uses;
- Sufficient car parking is provided on-site to satisfy the expectations of the P&D Code; and
- The proposed hours of operation are not unreasonable.

CONCLUSION

This application seeks approval for land uses that are envisaged within the Business Neighbourhood Zone and that are capable of being compatible with residential land uses nearby. The Applicant's acoustic report sufficiently demonstrates that the proposed development will not adversely impact on the amenity of adjacent dwellings through its operations – whether that is by its operating hours, the traffic volumes and noise, or the noise from fixed plant and equipment on the site. As such, the proposed land use and operating times are considered appropriate. The one advertisement proposed on the Stephen Terrace elevation is appropriate in size and scale for this building and the locality.

The proposal involves internal works to the rear of the existing building to create a car parking area capable of accommodating up to 16 vehicles. Four (4) of these spaces are tandem spaces that can only truly function to their potential if they are designated as staff parking spaces. With appropriate signage and line marking (which has been conditioned) this will be the case. The Applicant's traffic engineer has provided a report that forecast the likely peak traffic volumes of the site and justifies how First Lane and Stephen Terrace will not be adversely impacted by such traffic. Council's Senior Traffic Engineer and the Commissioner of Highways do not dispute these findings and therefore the proposal is deemed to be suitable from a traffic perspective. Further, because the development site is within a Designated Area for the purposes of car parking, and the gross leasable floor area of the site is being reduced as a result of this development, the addition of the 16 car parking spaces is considered to be adequate for the purposes of satisfying this planning assessment as to car parking provision. Although this may not meet the potential real parking demand of the premises, previous case law justifies the carry over of any existing shortfall to a new land use in such circumstances and therefore the theoretical shortfall is acceptable.

RECOMMENDATION

It is recommended that the Council Assessment Panel resolve that:

- 1. The proposed development is not considered seriously at variance with the relevant Desired Outcomes and Performance Outcomes of the Planning and Design Code pursuant to section 107(2)(c) of the *Planning, Development and Infrastructure Act 2016*.
- 2. Development Application Number 25007037, by Health Space Constructions and Interiors is granted Planning Consent subject to the following conditions and reserved matter:

RESERVED MATTER

The following detailed information shall be submitted for further assessment and approval by the Council Assessment Panel as a reserved matter pursuant to Section 102(3) of the Planning, Development and Infrastructure Act 2016:

An amended site plan shall be provided to the reasonable satisfaction of the Assessment Manager that provides for at least four (4) bicycle parking spaces on the site (or within the building in a convenient location).

NOTE: Further conditions may be imposed on the Planning Consent in respect of the above matters.

Pursuant to Section 127(1) of the *Planning, Development and Infrastructure Act 2016*, the power to impose further conditions of consent in respect of the reserved matter(s) above is delegated to the Assessment Manager.

CONDITIONS

Planning Consent

Condition 1

The development granted Planning Consent shall be undertaken and completed in accordance with the stamped plans and documentation, except where varied by conditions below (if any).

Condition 2

All car parking spaces, driveways and manoeuvring areas shall be designed, constructed and line-marked in accordance with the herein approved General Layout Plan (prepared by Health Space Construction & Interiors, Drawing Number: A03_Rev_O, dated 02 Jul 2025). Such line-marking shall be maintained in good condition at all times.

The car parking spaces numbered 13, 14, 15 and 16 shall be designated staff car parking spaces. Overhead signage and appropriate line-marking shall be provided for these four spaces that clearly identify them as designated staff spaces, to the reasonable satisfaction of the Assessment Manager.

The car parking spaces numbered 1, 2, 3, 4, 8, 11, 12, 13, 14, 15 and 16 shall all be fitted with wheel-stopping devices, which shall be maintained in good working condition at all times.

Condition 3

The hours of operation of the premises shall be restricted to following times:

07:00am to 10:00pm, 7 days a week

Condition 4

All external lighting of the site, including car parking areas and buildings, shall be located, directed and shielded and of such limited intensity that no nuisance or loss of amenity is caused to any person beyond the site to the reasonable satisfaction of the Assessment Manager.

Condition 5

All refuse shall be stored within the car parking area and screened from public view, except when presented for collection, to the reasonable satisfaction of the Assessment Manager. Further, such refuse shall be stored in a location that does not affect vehicle movements through the car parking area.

Conditions imposed by Commissioner of Highways under Section 122 of the Act

Condition 6

All access to/from the development shall be gained in accordance with the site plan produced by Health Space, Drawing No. A01_Rev_C, dated 6 Mar 2025 and operate in accordance with the Traffic and Parking Statement produced by Phil Weaver & Associates, File:25-029, dated 6 Mar 2025.

Condition 7

The entry and exit points shall be suitably signed and line-marked to reinforce the desired traffic flow.

Condition 8

Clear sightlines, as shown in Figure 3.3 'Minimum Sight Lines for Pedestrian Safety' in *AS/NZS* 2890.1:2004, shall be provided at the property line to ensure adequate visibility between vehicles leaving the site and pedestrians on the adjacent footpath.

Condition 9

All vehicles shall enter and exit the site in a forward direction.

Condition 10

Stormwater run-off shall be collected on-site and discharged without impacting the safety and integrity of the adjacent road network. Any alterations to the road drainage infrastructure required to facilitate this shall be at the applicant's cost.

ADVISORY NOTES

Planning Consent

Advisory Note 1

Appeal Rights - General rights of review and appeal exist in relation to any assessment, request, direction or act of a relevant authority in relation to the determination of this application, including conditions.

Advisory Note 2

Consents issued for this Development Application will remain valid for the following periods of time:

- 1. Planning Consent is valid for 24 months following the date of issue, within which time Development Approval must be obtained;
- 2. Development Approval is valid for 24 months following the date of issue, within which time works must have substantially commenced on site;
- 3. Works must be substantially completed within 3 years of the date on which Development Approval is issued.

If an extension is required to any of the above-mentioned timeframes a request can be made for an extension of time by emailing the Planning Department at townhall@npsp.sa.gov.au. Whether or not an extension of time will be granted will be at the discretion of the relevant authority.

Advisory Note 3

No work can commence on this development unless a Development Approval has been obtained. If one or more Consents have been granted on this Decision Notification Form, you must not start any site works or building work or change of use of the land until you have received notification that Development Approval has been granted.

Advisory Note 4

The Applicant shall note that waste collection for the premises is not permitted to occur outside of the hours prescribed under the *Local Nuisance and Litter Control Act*. It is recommended that waste collection is scheduled to not coincide with the peak operating times of the premises.

The Applicant shall note that Council's waste contractor collects residential waste from First Lane each week. To avoid potential vehicle conflict, it is further recommended that the Applicant's waste contractor coordinates their pick up time so as to not clash with that of Council's waste contractor, East Waste.

Advisory Note 5

The granting of this consent does not remove the need for the beneficiary to obtain all other consents which may be required by any other legislation.

The Applicant's attention is particularly drawn to the requirements of the *Fences Act 1975* regarding notification of any neighbours affected by new boundary development or boundary fencing. Further information is available in the 'Fences and the Law' booklet available through the Legal Services Commission.

Advisory Note 6

The Applicant is reminded of its responsibilities under the *Environment Protection Act 1993*, to not harm the environment. Specifically, paint, plaster, concrete, brick wastes and wash waters should not be discharged into the stormwater system, litter should be appropriately stored on site pending removal, excavation and site disturbance should be limited, entry/exit points to the site should be managed to prevent soil being carried off site by vehicles, sediment barriers should be used (particularly on sloping sites), and material stockpiles should all be placed on site and not on the footpath or public roads or reserves. Further information is available by contacting the EPA.

Advisory Note 7

The Applicant is advised that construction noise is not allowed:

- 1. on any Sunday or public holiday; or
- 2. after 7pm or before 7am on any other day

Advisory Note 8

The Applicant is advised that any works undertaken on Council owned land (including but not limited to works relating to crossovers, driveways, footpaths, street trees and stormwater connections), or works that require the closure of the footpath and / or road to undertake works on the development site, will require the approval of the Council pursuant to the *Local Government Act 1999* prior to any works being undertaken. Further information may be obtained by contacting Council's Public Realm Compliance Officer on 8366 4513.

Advisory Note 9

The Applicant is advised that the condition of the footpath, kerbing, vehicular crossing point, street tree(s) and any other Council infrastructure located adjacent to the subject land will be inspected by the Council prior to the commencement of building work and at the completion of building work. Any damage to Council infrastructure that occurs during construction must be rectified as soon as practicable and in any event, no later than four (4) weeks after substantial completion of the building work. The Council reserves its right to recover all costs associated with remedying any damage that has not been repaired in a timely manner from the appropriate person.

Advisory Note 10

The Council has not surveyed the subject land and has, for the purpose of its assessment, assumed that all dimensions and other details provided by the Applicant are correct and accurate.

Advisory Note 11

If excavating, it is recommended you contact Before You Dig Australia (BYDA) (www.byda.com.au) to keep people safe and help protect underground infrastructure.

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The Metropolitan Adelaide Road Widening Plan shows a possible requirement for a strip of land up to 4.5 metres in width from portion of the Stephen Terrace and 20 metres in width from the portion of Payneham Road frontage of this site for future upgrading of the of Payneham Road/ Stephen Terrace intersection . The consent of the Commissioner of Highways under the *Metropolitan Adelaide Road Widening Plan Act 1972* is required to all new building works located on or within 6 metres of the possible requirements. As this development does not result in additional encroachment within the above requirements, consent is not required in this instance.

Advisory Note 14

Should traffic flows on the adjacent arterial roads be affected during installation of the unit the applicant should contact Traffic Management Centre Roadworks team on 1800 434 058 or email dit.roadworks@sa.gov.au prior to undertaking any works and the contractor(s) must complete a 'Notification of Works' form via the following link:

https://www.dpti.sa.gov.au/contractor_documents/works_on_roads_by_other_organisation

Mr Wilson addressed the Council Assessment Pannel from 6.34pm until 6.40pm Mr Hewett addressed the Council Assessment Pannel from 6.42pm until 6.51pm Mr McQuin addressed the Council Assessment Pannel from 6.56pm until 6.58pm Mr Moore addressed the Council Assessment Pannel from 6.58pm until 7.00pm Mr Weaver addressed the Council Assessment Pannel from 7.00pm until 7.02pm

Moved by Mr Rutt

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https://www.dpti.sa.gov.au/contractor documents/works on roads by other organisation

Seconded by Mr Bateup CARRIED

5.2 DEVELOPMENT NUMBER ID 25015485 - THE CITY OF NORWOOD PAYNEHAM & ST PETERS - 188 O G ROAD FELIXSTOW

| DEVELOPMENT NO.: | 25015485 |
|---------------------------------|--|
| APPLICANT: | City of Norwood Payneham and St. Peters |
| ADDRESS: | 188 O G RD FELIXSTOW SA 5070 188 O G RD FELIXSTOW SA 5070 188 O G RD FELIXSTOW SA 5070 |
| NATURE OF DEVELOPMENT: | Variation to Development Applications 22017508 and 23024217 comprising amendments to the water slide tower design (to include shading), an increase in the size of the zero-depth splash play area and the construction of a shade structure associated with this area |
| ZONING INFORMATION: | Zones: |
| | Housing Diversity Neighbourhood |
| | Overlays: |
| | Airport Building Heights (Regulated) |
| | Advertising Near Signalised Intersections |
| | Affordable Housing |
| | Future Road Widening |
| | Hazards (Flooding) |
| | Heritage Adjacency |
| | Hazards (Flooding - General) |
| | Local Heritage Place |
| | Prescribed Wells Area |
| | Regulated and Significant Tree |
| | Stormwater Management |
| | Traffic Generating Development |
| | Urban Transport Routes |
| | Urban Tree Canopy |
| | Water Resources |
| LODGEMENT DATE: | 4 Jun 2025 |
| RELEVANT AUTHORITY: | Assessment Panel at City of Norwood Payneham and St. Peters |
| PLANNING & DESIGN CODE VERSION: | P&D Code (in effect) Version 2025.10 29/05/2025 |
| CATEGORY OF DEVELOPMENT: | Code Assessed - Performance Assessed |
| NOTIFICATION: | Yes |
| RECOMMENDING OFFICER: | Kieran Fairbrother, Senior Urban Planner |
| REFERRALS STATUTORY: | Nil |
| REFERRALS NON-STATUTORY: | Nil |

CONTENTS:

APPENDIX 1: Relevant P&D Code Policies ATTACHMENT 4: Representation Map

ATTACHMENT 1: **Application Documents ATTACHMENT 5:** Representations

Subject Land Map Zoning Map **ATTACHMENT 2: ATTACHMENT 6: Response to Representations**

ATTACHMENT 3:

DETAILED DESCRIPTION OF PROPOSAL:

By way of development authorisation 22017508, the Applicant obtained planning consent for the "demolition of existing swimming pools, pavilion and minor structure and the construction of new swimming pools, pavilion, plant room, pool enclosure and shade structures". Several variations to the proposal were then made and approved as part of development authorisation 23024217, whereas development authorisation 24000067 approved the removal of a significant tree on this site.

This development application seeks to make some amendments to the existing approved facility, namely:

- The addition of cladding to the water slide tower, to provide shade for users;
- An increase in the size of the zero-depth splash pool area; and
- The construction of a wing-shaped shade structure over this area, to provide shade for users.

SUBJECT LAND & LOCALITY:

Site Description:

Location reference: 188 O G RD FELIXSTOW SA 5070

Title ref.: CT Plan Parcel: D42573 Council: THE CITY OF NORWOOD PAYNEHAM AND

5386/506 QP23 ST PETERS

Location reference: 188 O G RD FELIXSTOW SA 5070

Title ref.: CT Plan Parcel: F40075 Council: THE CITY OF NORWOOD PAYNEHAM AND ST

5744/453 AL16 PETERS

Location reference: 188 O G RD FELIXSTOW SA 5070

Title ref.: CT Plan Parcel: D58460 Council: THE CITY OF NORWOOD PAYNEHAM AND

5859/643 AL100 ST PETERS

Shape: irregular

Frontage width: approx. 133m to O G Road / approx. 120m to Payneham Road

Area: approx. 1.7 hectares

Topography: relatively flat

Existing Structures: swimming pools and associated amenities buildings and other

ancillary structures

Existing Vegetation: several large trees, some of which are regulated or significant, and

other lower-lying plants and grasses

Locality

The development site has a direct frontage to O G Road and sits between a public library to the north and a large car parking area and commercial building to the south, characterising the east side of O G Road as one of a distinctly commercial character. The western side of O G Road, however, is characterised by low-rise residential living. A creek and large recreational field border the development site to the east, both of which extend from Turner Road through to Payneham Road. Thus, the locality has a mixed character, with medium-density residential housing to the west separated from the open expanses of space to the east.

CONSENT TYPE REQUIRED:

Planning Consent

CATEGORY OF DEVELOPMENT:

• PER ELEMENT:

Other - Community - Variation: Code Assessed - Performance Assessed Shade sail: Code Assessed - Performance Assessed

OVERALL APPLICATION CATEGORY:

Code Assessed - Performance Assessed

REASON

P&D Code

PUBLIC NOTIFICATION

REASON

The cladding attached to the tower does not meet any of the excluded elements of development in Table 5, nor is it minor in nature.

LIST OF REPRESENTATIONS

| First Name | Surname | Address | Position | Wishes to be heard? |
|------------|-----------|---------|------------------------|---------------------|
| Vince | Schirripa | | Opposed | No |
| Teresa | Schirripa | | Opposed | No |
| Vince | Schirripa | | Opposed | No |
| Vince | Schirripa | | Opposed | No |
| Bradley | Elborough | | Support | No |
| Laura | Schirripa | | Support, with concerns | No |

SUMMARY

All representors opposed to the development expressed concerns about noise generated from the development.

AGENCY REFERRALS

Nil

INTERNAL REFERRALS

Nil

PLANNING ASSESSMENT

The application has been assessed against the relevant provisions of the Planning & Design Code, which are contained in Appendix One.

Zero-Depth Splash Play Area and Shade Structure

Performance Outcome 10.3 of the Housing Diversity Neighbourhood Zone states:

Buildings and structures that are ancillary to an existing non-residential use do not detract from the streetscape character, appearance of buildings on the site of the development, or the amenity of neighbouring properties.

The extension of the zero-depth splash play area is inconsequential to the streetscape and won't affect the appearance of buildings on the site of the development.

The shade structure measures 8m in height at its tallest point, which places it approximately 3m taller than the adjacent plant room and 1.5m lower that the swimming pool building parapet – both of which are located between the proposed shade structure and O G Road.

In this context, the shade structure might be partly visible from O G Road, above the plant room building, but will not be a dominant element given it will remain lower in height than the swimming pool building and behind it. The chosen colour of 'graphite' will also reduce the structure's visual dominance. Accordingly, this structure is not considered to detract from the streetscape character of O G Road. This structure will be setback over 50m from Turner Street and is therefore not considered to impact this streetscape at all. Hence, the shade structure sufficiently complies with Performance Outcome 10.3 above.

Performance Outcome 1.2 of the Interface Between Land Uses module states:

Development adjacent to a site containing a sensitive receiver...or zone primarily intended to accommodate sensitive receivers is designed to minimise adverse impacts.

Some representors have raised concerns about noise from the development causing impacts to the amenity of nearby dwellings (sensitive receivers). It is not clear if these representations concern only the proposed development – which realistically could only relate to the increased size of the zero-depth splash play area – or the original development in its entirety (i.e. the entire swimming pool complex). Nevertheless, they are genuine concerns and should be addressed.

The zero-depth splash play area is proposed to be increased in size by approximately 50%, with additional equipment also being added to this area. This is best demonstrated on page 2 of **Attachment 1**. It is reasonable to anticipate that with an increased area and additional play equipment, the zero-depth splash area will generate additional users and therefore result in addition noise. However, this area is located approximately 35m from the boundary with O G road, behind a 5-metre-tall building, and approximately 70m away from the nearest habitable room window of a dwelling separated by a busy arterial road. Accordingly, the additional sound created by additional users of the increased zero-depth splash play area is not expected to be of such a volume as to be noticeable in the surrounding environment and is therefore not considered to unreasonably impact on the amenity of nearby sensitive receivers, consistent with Performance Outcome 1.2 above.

Water Slide Tower Cladding

Performance Outcome 1.4 of the Housing Diversity Neighbourhood Zone states:

Expansion of existing community services such as educational facilities, community facilities and child care facilities in a manner which complements the scale of development envisaged by the desired outcome for the neighbourhood.

Performance Outcome 1.5 of the Housing Diversity Neighbourhood Zone states:

Non-residential development sited and designed to complement the residential character and amenity of the neighbourhood.

Performance Outcome 10.3 of the Housing Diversity Neighbourhood Zone states:

Buildings and structures that are ancillary to an existing non-residential use do not detract from the streetscape character, appearance of buildings on the site of the development, or the amenity of neighbouring properties.

Performance Outcome 4.3 of the Design in Urban Areas module states:

Buildings incorporate climate responsive techniques and features such as building and window orientation, use of eaves, verandahs and shading structures, water harvesting, at ground landscaping, green walls, green roofs and photovoltaic cells.

The water slide tower structure was approved as part of development authorisation 22017508. This application seeks to install external cladding to the structure to provide shade for users. The need for this shading arose out of a Safety in Design Review of the tower, which identified a risk to user safety by way of direct sunlight when using the slide tower.

The shade cladding is comprised of square perforated metal panels of varying hole sizes (7.9mm or 30mm), designed to provide some visual interest to the structure. The slide tower is significantly set back from both O G Road and Turner Street such that it poses little visual impact to both of those streetscapes. The addition of the perforated metal cladding will not materiality impact either of those streetscapes either. The two selected tile patterns have transparency levels of 51% and 40% respectively which provide sufficient transparency to reduce the visual bulk and mass of this structure while also providing some visual interest. Accordingly, the proposed addition of shade cladding to the water slide tower complies with the abovementioned Performance Outcomes and warrants support.

Question of Seriously at Variance

Having considered the proposal against the relevant provisions of the Planning & Design Code (version 2025.10, dated 29/05/2025), the proposal is not considered to be seriously at variance with the provisions of the Planning & Design Code because the proposed development is reasonably expected in the context of the existing approval and will produce no additional impact on the amenity of nearby premises.

CONCLUSION

The proposed development constitutes reasonable alterations to the existing development authorisation which are considered to have a minor impact on the visual and environmental amenity of the locality, thereby warranting planning consent.

RECOMMENDATION

It is recommended that the Council Assessment Panel resolve that:

- 1. The proposed development is not considered seriously at variance with the relevant Desired Outcomes and Performance Outcomes of the Planning and Design Code pursuant to section 107(2)(c) of the *Planning, Development and Infrastructure Act 2016*.
- 2. Development Application Number 25015485, by City of Norwood Payneham and St. Peters is granted Planning Consent subject to the following conditions:

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CR Mex declared a conflict of interest for item 5.2 and left the meeting at 7.39pm and did not return.

Moved by Mr Adcock

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Seconded By Mr Rutt CARRIED

| 6 | DEVEL | ODMENT | APPLICATIONS - | - DEVEL | ODMENT | ACT |
|----|-------|--------|----------------|---------|--------|------------|
| υ. | | | AFFLICATIONS | - レヒッヒ | | ACI |

| 7 | DEVIEW OF | ASSESSMENT | MANAGED | DECISIONS |
|-----|-----------|------------------------|---------|--------------|
| 1 - | REVIEW UE | 8.3.3 C.3.3 IVI E IV I | WANAGER | 175613161183 |

- 8. ERD COURT APPEALS
 - An appeal has been lodged in the ERD Courts for ID 25011891, 10 Amhurst Avenue TRINITY GARDENS. A conference is scheduled for the 25 September 2025.
 - ID 24032150, 48 Sixth Avenue ST PETERS, is currently in the ERD Courts with compromises to be discussed further.
- 9. OTHER BUSINESS
- 10. CONFIDENTIAL REPORTS
- 11. CLOSURE

The Presiding Member declared the meeting closed at 7.47pm.

Stephen Smith
PRESIDING MEMBER

Geoff Parsons

MANAGER, DEVELOPMENT & REGULATORY SERVICES