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Dear Anita

Submission – Draft Planning & Design Code Review Relating to the Highway 1 Holiday Park Site, Bolivar

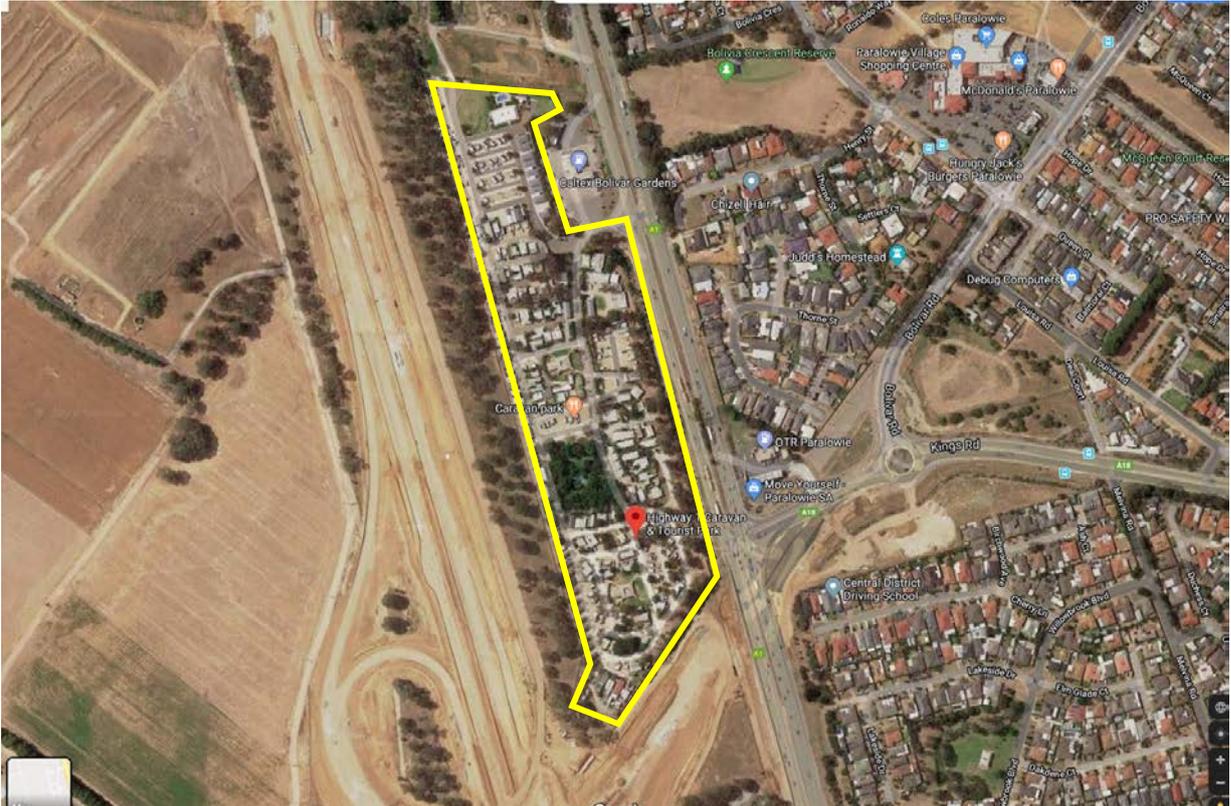
Introduction

We make this submission on behalf of the Aspen Group, who is the property owner of the Highway 1 Holiday Park site on the Princess Highway at Bolivar. The plan on the following page depicts the current boundaries (in yellow) of the Highway 1 Holiday Park site.

Aspen Group is an ASX listed property group focused on providing “value for money” accommodation and has been a leading owner and manager of holiday and accommodation parks since 2004. Aspen Group currently owns nine holiday and accommodation parks across Australia, two of which are in South Australia (the Adelaide Caravan Park at Hackney and the Highway 1 Tourist Park at Bolivar).

We have examined the Draft Planning & Design Code (the Draft Code) in some detail as it relates to the Highway 1 Holiday Park site, focusing on the following issues:

- Land use
- Density
- Built form
- Restricted development
- Public notification, and
- Expansion to the north



Summary of Comments and Recommended Amendments to the Draft Code

The following comments and recommendations are made in relation to the Draft Code as it relates to the Highway 1 Holiday Park site:

1. The Aspen Group supports the anticipated land uses for the Caravan and Tourist Park Zone
2. The DTS/DPF should be amended to provide for a greater proportion of permanent residents, particularly within large sites such as the Highway 1 Holiday Park:

DTS/DPF 1.5 Residential accommodation comprises no more than 60% of the total number of residences (cabins, caravan and camping sites and other accommodation) on each allotment.

3. While DTS/DPF is a guide for the density of development at 100m² is less than the existing Development Plan's 81m² guideline, it is noted a site area may be approved and the Aspen Group understand that the existing 81m² was working satisfactorily.
4. The provisions in the existing Development Plan and the Code relating to built form issues such as setbacks appears to be largely consistent between the two documents and are therefore supported.
5. The Aspen Group prefers as much development as possible on this site not requiring public notification, as is the case now.
6. The Aspen Group supports the "deemed to satisfy" provisions (effectively providing for "as of right development") for tourist accommodation relating to the Highway 1 site, which is an improved outcome in comparison to the existing system.

Land Use

The Highway 1 site is located within the Caravan and Tourist Park Zone under the existing Salisbury Development Plan (Consolidated 4 April 2019). Principle of Development Control 1 anticipates the following forms of development:

Principle 1 The following forms of development are envisaged in the zone:

- amenity block, including shower, toilet and laundry facilities
- cabin
- caravan park
- caravan permanently fixed to land
- camping ground
- recreation area including tennis court, basketball court, playground
- swimming pool/spa
- tourist park and other forms of tourist accommodation (my underlining added)

The Draft Code identifies the Highway 1 Holiday Park site being in the Caravan and Tourist Park Zone. This Zone anticipates the following land uses:

DTS/DPF 1.1 Development comprises one or more of the following land uses:

- (a) Advertisement
- (b) Amenity block, including shower, toilet and laundry facilities
- (c) Dwelling in the form of a manager's residence ancillary to tourist accommodation
- (d) Office ancillary to tourist accommodation
- (e) Recreation area including tennis court, basketball court, playground
- (f) Shop ancillary to tourist accommodation
- (g) Swimming pool/spa pool
- (h) Tourist accommodation comprising cabins, caravans, camping ground. (my underlining added)

We have underlined those forms of development that are consistent between the existing Development plan and the Code. It is apparent from this that the Code anticipates some additional forms of development that may be useful/relevant to Aspen Group and the Highway 1 Holiday Park site.

Principle 1 in the Salisbury Development Plan quoted above anticipates caravans being permanently fixed to land with no limitation on how many caravans can be permanently fixed to land. At the same time, Principle 4 in the Zone anticipates a limited number of permanent buildings as follows:

Principle 4 Permanent buildings should be limited to a dwelling (manager's house), shop (in association with and ancillary to a caravan and tourist park), community or recreational facility and toilets/amenities.

Therefore, the existing Development Plan is somewhat unclear as to whether more permanent structures can be used for medium-to-longer term accommodation.

Performance Outcome 1.5 in the Code more specifically anticipates some accommodation for non-traveller residential purposes as follows:

PO 1.5 Caravans, cabins and other forms of accommodation used for non-traveller residential purposes does not unduly compromise the provision and availability of tourist accommodation for the benefit and convenience of travellers.

Deemed To Satisfy and Designated Performance Feature 1.5 provides some quantitative guidance in this regard:

DTS/DPF 1.5 Residential accommodation comprises no more than 40% of the total number of residences (cabins, caravan and camping sites and other accommodation) on each allotment.

Up to 60% of the total of 323 sites at the Highway 1 Holiday Park has been used for longer term residents in the past. Given the relatively large size of the Holiday Park, this still leaves a large number for sites for tourist accommodation. In this context, it is recommended that the Deemed To Satisfy provision be altered to:

DTS/DPF 1.5 Residential accommodation comprises no more than 60% of the total number of residences (cabins, caravan and camping sites and other accommodation) on each allotment.

Alternatively, a sliding scale could be used within the DTS/DPF whereby the proportion of a Holiday Park used for more permanent residents is lower (say, 40%) where the overall size of the Holiday Park is smaller (say, under 50 sites).

The Code also contains DTS/DPFs that anticipate shops on the site of up to 150m² and offices to 50m² which is also considered to be appropriate for the Aspen Group.

Density

Principle of Development Control 7 in the existing Development Plan states:

Principle 7 Every caravan, cabin and dwelling site should be greater than 81 square metres in area.

It is unclear why the existing Development Plan includes a minimum of 81m², which seems to be an unusual number.

Deemed To Satisfy and Designated Performance Feature 1.5 in the Code increases this quantitative guideline as follows to achieve Performance Outcome 1.5:

Each caravan, cabin and dwelling is provided with adequate space for the occupant's exclusive use to enhance the amenity for travellers being accommodated.

DTS/DPF 3.2 Caravan, cabin and dwelling sites that are not less than 100m² in area.

Given that the DTS/DPF is a guide and a lesser site area may be approved, we are not challenging the 100m² DTS/DPF figure quoted other than to suggest that the existing 81m² guideline appeared to be working satisfactorily.

Built Form

The provisions in the existing Development Plan and the Code relating to built form issues such as setbacks appears to be largely consistent between the two documents.

Restricted Development

Restricted Development is development that requires assessment by SCAP (it replaces, but is also different, to non-complying development designation within the existing Development Plan). Within the Caravan and Tourist Park Zone, the following key forms of development are listed as restricted:

Land division, except where a lease or licence agreement is made, granted or accepted under the Residential Parks Act 2007.

Shop, except where:

- (a) the gross leasable floor area is no more than 300m²: or**
- (b) it is a restaurant.**

These limitations are generally acceptable to the Aspen Group in relation to the Highway 1 site.

Public Notification

Under the existing Development Plan, development of and within a caravan or tourist park is assessed as *merit* development. It also generally does not involve public notification as nearly all kinds of envisaged development are expressly listed as a Category 1 kind of development in the Caravan and Tourist Park Zone.

Under the Code, those types of development within the Caravan and Tourist Park Zone designated as “performance assessed” development will require the equivalent of a merit assessment and will generally be subject to public notification (but third parties will not have rights of appeal) where there is adjacent land in a different zone.

Deemed to Satisfy

There are “deemed to satisfy” provisions (effectively providing for “as of right development”) for tourist accommodation that complies with specific criteria. This is an improved outcome in comparison to the existing system. No public notification is required for deemed to satisfy development.

I trust that this review of the Draft Code as it relates to the Highway 1 Holiday Park site is useful for the finalisation of the Draft Code. Please call me or Rebecca Gosling if you have any questions on [REDACTED]

Yours sincerely



Marcus Rolfe MPIA (Fellow)
Director