

Development Plan Amendment

By the Council

Clare and Gilbert Valleys Council

Clare Township Development Plan Amendment

Explanatory Statement and Analysis

For Consultation

DRAFT

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Have Your Say

This Development Plan Amendment (DPA) will be available for inspection by the public from Thursday 26th July 2018 until Friday 21st September 2018 at:

- Council's Clare office, 4 Gleeson Street Clare (during office hours)
- Council's Riverton office, 21 Torrens Road, Riverton (during office hours)
- Council's Saddleworth office, 19 Belvedere Road, Saddleworth (during office hours)
- Council's website – www.claregilbertvalleys.sa.gov.au

During this time anyone may make a written submission about any of the changes the DPA is proposing.

Submissions should be sent to:

The Chief Executive Officer
Clare and Gilbert Valleys Council
4 Gleeson Street
Clare SA 5453

Submissions should indicate whether the author wishes to speak at a public meeting about the DPA. If no-one requests to be heard, no public meeting will be held.

If requested, a meeting will be held on at 6pm on Tuesday 25th September 2018 at BJ Long Room, Clare Town Hall, 229 Main North Road, Clare.

Explanatory Statement

Introduction

The *Development Act 1993* provides the legislative framework for undertaking amendments to a Development Plan. The *Development Act 1993* allows either the relevant council or, under prescribed circumstances, the Minister responsible for the administration of the *Development Act 1993* (the Minister), to amend a Development Plan.

Before amending a Development Plan, a council must first reach agreement with the Minister regarding the range of issues the amendment will address. This is called a Statement of Intent. Once the Statement of Intent is agreed to, a Development Plan Amendment (DPA) (this document) is written, which explains what policy changes are being proposed and why, and how the amendment process will be conducted.

A DPA may include:

- An Explanatory Statement (this section)
- Analysis, which may include:
 - Background information
 - Investigations
 - Recommended policy changes
 - Statement of statutory compliance
- References/Bibliography
- Certification by Council's Chief Executive Officer
- Appendices
- The Amendment.

Need for the amendment

Having previously completed a comprehensive strategic review of a range of issues impacting on the Clare and Gilbert Valleys District, and implementing policy changes to a number of other townships in 2016 (the District Townships and Settlements DPA), Council is now seeking to assess the capacity of existing planning policy settings in Clare.

Clare is the regional service centre for the Mid North, providing a range of retail, commercial, industry, government and community services at a regional level. The township is a regional hub for tourists for the surrounding wine region. The township offers an attractive setting, maintains accessibility to Adelaide and has experienced some growth through 'tree changers' migrating into the town and its surrounds. Conversely, the township suffers from lower proportion of working population aged people who move to pursue education and employment opportunities elsewhere. These, and other matters identified within this DPA, present challenges to Development Plan policy and emphasise a need to update the relevant zones to a more contemporary policy suite.

As the strategic context provided by the State Government's Mid North Region Plan is now under review, Council's 2013 Strategic Directions Report (SDR) provides the most recent strategic account of issues shaping the future development of the Clare township area. The SDR, which included extensive engagement with the community, businesses and other stakeholders within the region, proposes (amongst other things) a DPA seeking to:

- boost the economic viability of its retail and commercial sectors and, associated with this, support job opportunities available to local people;
- enable the development of an appropriate mix of service functions commensurate with Clare's role as a regional centre particularly for communities to its north;
- improve the capacity of the township to accommodate more diverse and affordable housing that generates quality urban design outcomes;
- mitigate the flood risk associated with development within the township;

- review the land use mix along the southern approach to the township in terms of desired economic and built form outcomes;
- addressing anomalies in existing zone and policy area provisions (including zone boundaries).

The focus of this review is to facilitate the future development of the Clare township area in ways which optimise economic growth opportunities within the township through more supportive town centre zoning, formalising out of zone businesses, cater for the future population's needs in terms of housing diversity and affordability, and better manage important visual gateways to the township.

Statement of Intent

The Statement of Intent relating to this DPA was agreed to by the Minister on 1 March 2017.

The issues and investigations agreed to in the Statement of Intent have been undertaken or addressed.

Affected area

The area(s) affected by the proposed DPA covers the existing township areas of Clare and is documented within the diagram below (as provided with the Statement of Intent:

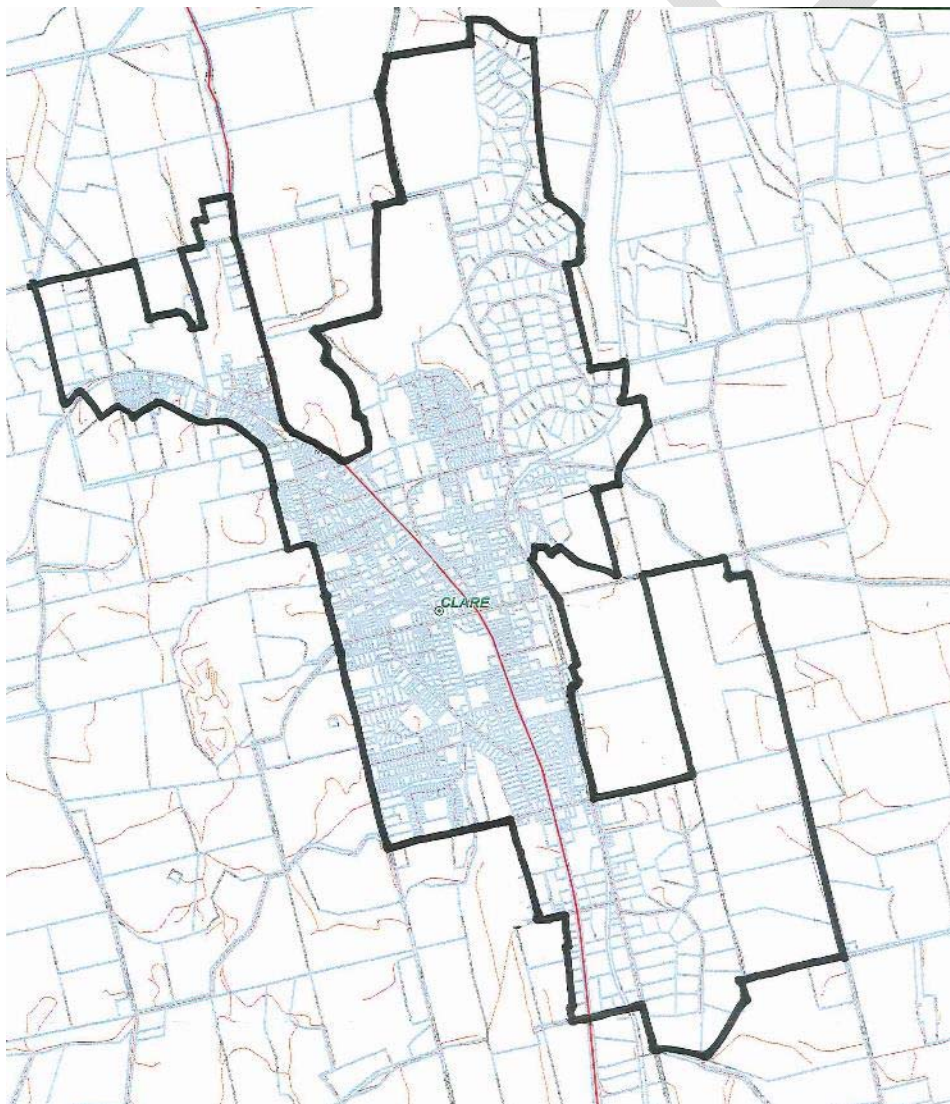


Figure 1: DPA Affected Area

Summary of proposed policy changes

Following is a list of the recommended policy changes based on the investigations of this DPA:

- Insertion of new Medium Density Policy Area within the Residential zone for areas in close proximity to the District Town Centre Zone. The policy area supports increased densities, encouraged diverse housing types and recognises supported accommodation facilities in this location.
- Increasing maximum outbuilding sizes and heights to 108m² and 4 metres respectively within both the Residential zone and the Rural Living Zone.
- Comprehensive updating of the District Town Centre Zone to better reflect the role of the centre, to support a wide range of land uses, as well as better guidance on building forms and appearance, activation and upgrading of pedestrian and open spaces and the consolidation of car parking. The amendment also introduces complying criteria for changes of use to shops, offices and consulting rooms, consistent with recent Ministerial amendments for metropolitan Adelaide.
- Rezoning current commercial zoned areas to:
 - Community Zone at the Clare Hospital site for more appropriate policy coverage
 - Residential zone for properties at Mackinnon Park – to reflect the residential uses in this location
 - Rural Landscape Protection Zone for parts of the Riesling Trail east of Station Road for more appropriate policy coverage
 - East Terrace Policy Area 1 into the Industry zone to better reflect the range of uses and activities present and desired by the policy area. Additional policies have been included to support tourism development at Lennon Street, to take advantage of its connection between the Riesling Trail and the District Town Centre
- Extending the Commercial Zone at Main North Road further south to include a range of commercial land uses already in place
- Listing Bulky goods outlets as non-complying development within the Commercial Zone
- Listing both Educational establishments and Bulky goods outlets as non-complying forms of development (without exception) within the Industry Zone
- Rezoning of parts of the Rural Living Zone Town Approach Policy Area to the Commercial Zone and new policy area to reflect the commercial land uses in place in this location. The policy area provides flexibility for the existing uses to operate, whilst limiting further intensification and providing stronger design guidance to ensure improved design outcomes.
- Rezoning the northern portion of the Clare Valley Motel site to Residential zone (the remainder of the site remains within the Rural Living Zone)
- Updating of the Rural Living Town Approach Policy Area 5 to align with the policy direction of the new commercial policy area and provide better guidance to development in this location.
- Introduction of Development Constraints maps covering Clare which show the Flood Hazard Levels across the Clare township, including specific policy references within the District Town Centre Zone and the East Terrace Policy Area 1
- Revisions to the car parking rates of selected land uses within Table CGV/3 – Off Street Vehicle Parking Requirements
- Introduction of a new table for Bicycle Parking for selected land uses
- Amending the Recreation Zone to facilitate tourist accommodation on the Clare Golf Club and Clare Country Club land, through a revised character statement and removal of motel as a non-complying form of development on this site.

Legal requirements

Prior to the preparation of this DPA, council received advice from a person or persons holding prescribed qualifications pursuant to section 25(4) of the *Development Act 1993*.

The DPA has assessed the extent to which the proposed amendment:

- accords with the Planning Strategy
- accords with the Statement of Intent
- accords with other parts of council's Development Plan
- complements the policies in Development Plans for adjoining areas
- accords with relevant infrastructure planning
- satisfies the requirements prescribed by the *Development Regulations 2008*.

Consultation

This DPA is now released for formal agency and public consultation. The following government agencies and organisations are to be formally consulted:

- Department of Planning, Transport and Infrastructure - Planning and Transport Services
- Department of Environment, Water and Natural Resources
- Environment Protection Authority
- SA Power Networks
- Electranet Pty Ltd
- SA Water
- Epic Energy
- Clare Valley Winemakers
- Clare Valley Visual and Performing Arts Association
- Clare Valley Wine Grapegrowers Association
- Regional Development Australia - Yorke and Mid North
- Clare Valley Business and Tourism Association
- Clare Valley Cuisine
- Local Government Association (SA)
- Hon Geoff Brock MP - Member for Frome

All written and verbal, agency and public submissions made during the consultation phase will be recorded, considered, summarised and responses provided. Subsequent changes to the DPA may occur as a result of this consultation process.

Important Note for Agencies: This DPA includes modules from the State Planning Policy Library.

As the policy library was subject to agency consultation during its development, agencies are requested to comment only on the range and application of the modules selected and not on the actual policy content, except where that policy has been included as a local addition. Agencies are invited to comment on any additional issues (if relevant).

The final stage

When the council has considered the comments received and made any appropriate changes, a report on this (the *Summary of consultations and proposed amendments* report) will be sent to the Minister.

The Minister will then either approve (with or without changes) or refuse the DPA.

Analysis

1. Background

Having previously completed a comprehensive strategic review of a range of issues impacting on the Clare and Gilbert Valleys District, and implementing policy changes to a number of other townships in 2016 (the District Townships and Settlements DPA), Council is now seeking to assess the capacity of existing planning policy settings in Clare.

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2. The strategic context and policy directions

2.1 Consistency with South Australia's Strategic Plan

South Australia's Strategic Plan outlines a medium to long-term vision for the whole of South Australia. It has two important, complementary roles. Firstly, it provides a framework for the activities of the South Australian Government, business and the entire South Australian community. Secondly, it is a means for tracking progress state-wide, with the targets acting as points of reference that can be assessed periodically.

The relevant targets are listed below with a brief overview of the DPA response to these targets.

South Australia's Strategic Plan (2011)	
Strategic Plan Objective/Targets	Comment/Response
Community:	
Target 1. Urban Spaces – increase use of public spaces by the community.	The DPA seeks to reinforce the public realm and public spaces in the town centre to attract more visitors, community activity and economic activity. The opportunity exists to further 'join up' the Main Street with the Old North Road precinct, using lanes, open spaces and sight lines.
Target 4. Tourism Industry- increase visitor expenditure.	The DPA supports a flexible development framework for the Town Centre and the town to accommodate tourist and support activities and land uses. Improved public realm and gateway environments will also contribute to improved tourist experiences, support tourism growth and encourage increased expenditure.
Target 7 - 10. Provide a diverse range of housing that is affordable and caters for special needs	The DPA seeks more flexible policies within zones to accommodate demand for different housing types and densities including recognition of the existing aged care facility and small lot housing within a walkable (400m) catchment of the town centre.
Prosperity:	
Target 35. Economic growth – exceed the national economic growth rate to 2020	The DPA aims to provide increased areas and more flexibility for diverse commercial retail and industrial growth within the Clare township boundaries. These areas should cater for expanding professional service offices relating to health care, financial and legal services, tourism and other small businesses that support the tourism and regional service centre role of Clare.
<i>Target 46. Increase regional population levels</i>	The DPA will provide increases in densities around the town centre which would facilitate the growth of the township's population without further expansion of the township into surrounding primary production lands.
<i>Target 47. Increase employment by 2% each year</i>	The DPA will review the range of employment zones in Clare to cater for current and future demand for businesses and industry, recognising that many jobs are located in the Town centre area.
<i>Target 56. Strategic Infrastructure – ensure infrastructure accommodates population growth</i>	By examining opportunities for infill development at increased densities, the DPA supports the use of existing infrastructure within established parts of the township. The DPA will also examine infrastructure needs arising from additional development afforded by the policy changes.

2.2 Consistency with the Planning Strategy

The Planning Strategy presents current State Government planning policy for development in South Australia. In particular, it seeks to guide and coordinate State Government activity in the construction and provision of services and infrastructure that influence the development of South Australia. It also indicates directions for future development to the community, the private sector and local government.

The **Mid North Region Plan (2011)** is the relevant volume of the volume of the Planning Strategy applicable to this DPA.

The DPA supports the following principles of the Planning Strategy (Mid North Region Plan):

Mid North Region Plan (2011)	
Plan Objective/Policies	How the DPA will implement the objective
<p>Recognise, protect and restore the region's environmental assets.</p> <p><i>1.2 Apply water sensitive urban design principles and appropriate buffers to ensure development does not affect natural watercourses and drainage patterns.</i></p> <p><i>1.4 Pursue water-use efficiency through the built form at both house and town level by using water sensitive urban design techniques.</i></p> <p><i>1.12 Acknowledge, protect and manage areas of significant landscape and amenity value, including landscapes that form attractive backgrounds and entrances to towns and tourist developments.</i></p>	<p>Council is committed to ensuring that development within the township embodies water sensitive urban design (WSUD) techniques. The previous adoption of the SA Planning Policy should address the bulk of these policy issues, however, the DPA will have regard to potential updates and improvements available, particularly for certain locations, such as the town centre.</p> <p>The DPA will examine development opportunities within the existing township boundaries ahead of further expansion of the township. The natural landscape setting surrounding the township is important to its character and highly valued by its community. The DPA seeks to provide further guidance on improving amenity, particularly at the southern gateway approach of the township, which is an important tourist arrival location.</p>
<p>Protect people, property and the environment from exposure to hazards</p> <p><i>2.1 Design and plan development to prevent the creation of hazards and to avoid naturally occurring hazards.</i></p>	<p>The DPA will be informed by the most recent flood mapping available to inform policy decisions in areas subject to inundation. A review and update of policies to mitigate the risk of hazards, including those related to flooding, will be undertaken as a part of the DPA.</p>
<p>Identify and protect places of heritage and cultural significance, and desired town character</p> <p><i>3.2 Identify the desired character for towns and parts of towns and ensure that the design of buildings and public places, such as streetscapes and entrances, supports the desired character.</i></p>	<p>Desired character statements for township zones will be reviewed and updated to reflect Council priorities with a view to enabling the revitalisation of the township environment, as well as increased diversity of housing stock sought within certain locations.</p>
<p>Reinforce the region as a preferred tourism destination.</p> <p><i>7.2 Reinforce the desired tourism roles of towns and locations in the Mid North, including:</i></p> <ul style="list-style-type: none"> ▪ <i>Clare and its surrounding landscape as the centre of the Clare Valley tourist experience, focused on good food and wine, culture and heritage.</i> 	<p>Development Plan policies relating to tourism development in the Clare township will be reviewed and updated to ensure alignment with the directions of the relevant Strategic Tourism Plan. Restrictions within existing zoning for tourism related development will be revised and removed where appropriate, in recognition of the tourism focus of the town.</p>

Mid North Region Plan (2011)

	Policies promoting walking and cycling connections between the township and the Riesling and Hutt River Trails will also be prioritised.
Provide and protect serviced and well-suited industrial land to meet projected demand. <i>8.3 Ensure an adequate supply of appropriately located industrial land to provide opportunities for small-scale and local industries in towns</i> <i>8.7 Support the growth of 'green' technologies by setting aside employment lands and ensuring flexibility in zoning to allow new industries to establish.</i>	The DPA has a focus on supporting employment generating development opportunities for the township. It includes an assessment of the current and future industry needs for the township, including potential locations for additional zoned land. This will also be considered with a view to avoiding further conflicts with surrounding land uses, loss of primary production land, suitable access and potential for inundation.
Ensure commercial development is well sited and designed to support the role and function of towns. <i>9.2 Reinforce the major commercial and service roles of Clare as the focus of secondary retail, commercial, administrative, education, health and recreational developments in the region.</i> <i>9.5 Locate commercial uses in town centres or existing commercial zones, which should be expanded where necessary to support activity commensurate with the town role.</i>	Commercial land in the Clare township will be consolidated to prevent haphazard development and to optimise the development of a more diverse range of services and activities commensurate with Clare's role as a regional centre. The DPA will seek to consolidate and strengthen the existing commercial zone within the township to encourage a more diverse range of servicing functions. This is likely to see a change to the spatial extent of the existing commercial zone. The DPA also aims to reinforce and boost the role of Clare as a major regional centre servicing the Mid North Region through a review of the own centre policies.
Strategically plan and manage town growth. <i>10.1 Focus growth and development in existing towns and settlements based on their roles and functions.</i>	The DPA will examine growth forecasts for Clare undertaken by recent studies, and update these where necessary. This will inform an appropriate policy response, particularly around providing diverse housing supply, including affordable housing and supported accommodation opportunities. Importantly, the DPA is bound to maintain the existing township boundaries, and therefore be strategic about growth potential.
Design towns to provide safe, healthy, accessible and appealing environments. <i>11.1 Reinforce those elements (natural and built) that contribute to the unique character and identity of towns, including landscapes, building design, streetscape design and built heritage.</i> <i>11.2 Establish and retain distinct and attractive entrances to towns</i> <i>11.3 Retain town centres as the focus of retail, commercial, recreation, entertainment, community and civic activities in accordance with the role and function of the town.</i>	The DPA will seek to enhance the attractiveness of the Clare township environment for businesses, residents and visitors. Policies promoting walking and cycling connections within the township area and between the township and the Riesling and Hutt River Trails will also be prioritised. The DPA will focus on opportunities to strengthen the town centre, as well as acknowledging growth potential and formalising existing out-of-zone developments. This will be managed with a desire to mitigate further interface impacts with adjacent residential development

Mid North Region Plan (2011)	
11.6 <i>Manage interfaces between residential and industrial areas and town centres to avoid potential conflicts.</i>	The DPA will also examine policy improvements to facilitating bike parking facilities as part of development, to capitalise on improved connections between the township and the Riesling and Hutt River trails.
11.7 <i>Encourage active lifestyles by providing:</i> <ul style="list-style-type: none"> ▪ <i>walking and cycling facilities in towns, giving consideration to the different needs of people in the community.</i> 	
Provide land for a supply of diverse, affordable and sustainable housing to meet the needs of current and future residents and visitors.	The DPA will seek to increase development opportunities within the Residential Zone to enhance the supply of diverse and affordable housing with a particular focus on areas adjacent to the town centre. The existing Development Plan contains policies relating to affordable housing, however the Development Plan will review these to ensure the latest policy suite is adopted.
12.3 <i>Provide opportunities for higher density housing near the centre of towns identified for growth, in particular Clare.</i>	
12.7 <i>Provide for 15 per cent affordable housing, including a 5 per cent component for high needs housing, in all new housing developments, in accordance with the Housing Plan for South Australia.</i>	

2.3 Consistency with other key strategic policy documents

This DPA accords with other key policy documents.

2.3.1 Council's Strategic Directions Report

This DPA has been derived from, and is consistent with, Council's Strategic Directions Report (SDR) approved in 2013. The SDR, which included extensive engagement with the community, businesses and other stakeholders within the region, was informed by the development of a shared vision in collaboration with futurist Dr Peter Ellyard. The SDR identified a number of Development Plan Amendments across the Council area and assigned priorities to each, based on the issues at hand.

The Clare Township DPA was identified within the SDR and given a medium priority rating, with an anticipated 2014/2015 timing.

The following was anticipated for the DPA within the SDR:

- *Embed goals and aspirations espoused in Council's vision in the Desired Character Statement for relevant zones;*
- *Review identified urban growth option at Clare and any associated policy and mapping recommendations;*
- *Promote policy to support an ageing population, affordable housing, higher density housing and quality urban design outcomes, including potential for high density housing integrated within and around the District Town Centre;*
- *Introduce urban design guidelines relating to development in urban areas with regard to landscape setting, impact on landform and development in proximity to the Riesling Trail and for outdoor advertising;*
- *Introduce floodplain mapping and related policy;*
- *Undertake retail/economic analysis in association with Structure Plan to determine appropriate options for growth of the District Town Centre and commercial and industry zones;*
- *Review urban design, density and infrastructure requirements for the Square Mile Road land in the Residential zone.*
- *Review the Rural Living Zone for the southern town approach in terms of land use mix and urban design guidelines;*

- *Rezone identified strategic sites unless detailed investigations or a site specific DPA is required.*

The SDR also identified the preparation of Structure Plans for each township which will inform the DPAs. This has been done concurrently with the DPA for other townships, and will also be done for the Town Centre as part of this DPA, in response to subsequent investigations identified within the Colours of Clare report.

It is noted that the scope of the DPA has evolved slightly since the SDR was prepared, both as a result of preceding Development Plan work, as well as in response to what has been agreed by the Minister.

Recommendations above may potentially also be included within the conversion of the Development Plan into the new Planning and Design Code (such as the rezoning of the strategic sites).

Council's Strategic Plan 2020

This DPA is consistent with Council's Strategic Plan 2020 dated February 2016, and supports the delivery of the following relevant priority areas and their supporting outcomes and strategies:

Recreation and Lifestyle

A warm and welcoming local area with a rich rural identity

- *Develop the entrances to the Clare and Gilbert Valleys and the townships, promoting the region*

Natural and Built Environment

Sustainable land use development, affordable, appropriate and accessible housing.

- *Implement Development Plan Amendment for the Clare Township and District Townships and Settlements*
- *Provide opportunities for higher density housing in Clare*
- *Encourage and attract private investment and property developers to invest in retirement facilities and seasonal and short term accommodation in the region*

Business and Economy

The local area is internationally recognised for its high quality, niche products and services attracting investment and talent.

- *Encourage tourist accommodation that is designed for sustainability and linked to the natural landscape and character of towns, including the upgrading of existing caravan parks and camping facilities.*

The business environment is supportive and assists a variety of economic sectors and workforces. Local businesses are progressive, innovative and successful.

- *Encourage retail growth and professional services to cater for the needs of residents and visitors.*

Transport and Infrastructure

Bicycle and walking trails are connected, accessible, safe and attractive

- *Foster a bicycle-friendly district through the provision of world class bicycle trails and associated infrastructure, as well as the education of all road users.*

Car parking is safe and accessible

- *Undertake strategic site acquisition and development of off-street car parking in Clare.*
- *Establish a sound and sustainable funding base to provide for off-street car parking to meet business needs.*

The DPA is investigating changes to policy which will support:

- more flexibility in land uses and development opportunities within the town centre, including those that support retail development and the tourism role of Clare
- formalisation of out-of-zone commercial and industrial land uses through zoning amendments
- more diverse housing types on smaller allotments (including supported accommodation) to cater for more varied lifestyle needs and increased affordability
- bicycling facilities within development, as well as improved linkages to existing cycling infrastructure and trails
- review of parking rates for development, including identification of consolidation and shared use opportunities.

2.3.2 Infrastructure planning

Where relevant, a DPA must take into account relevant infrastructure planning (both physical and social infrastructure) as identified by Council (usually through the Strategic Directions Report), the Minister and/or other government agencies.

The following infrastructure planning is of relevance to this DPA:

Council Infrastructure Planning	Response/Comment
Community Waste Management Scheme expansion Waste Resources and Recovery Station	These two pieces of Council infrastructure were identified as important upgrades within the Strategic Directions Review and have since been completed by Council. They enable the growth of the Clare township to occur into the future without any specific upgrade at this point in time.

Government Agency Infrastructure Planning	Response/Comment
Nil	

2.3.3 Current Ministerial and Council DPAs

This DPA has taken into account the following Ministerial and Council DPAs which are currently being processed:

Council DPAs	Response/Comment
Nil	

Ministerial DPAs	Response/Comment
Nil	

2.3.4 Existing Ministerial Policy

This DPA proposed do not affect any existing Ministerial policy.

3. Investigations

3.1 Investigations undertaken prior to the SOI

3.1.1 Colours of Clare – A Town Centre Study and Roadmap – GHD 2015

In 2015 Council undertook a process of review the Clare town centre with a view of understanding the challenges facing the town centre and the desires of traders, the community and other stakeholders. It underwent an extensive engagement process involving a series of workshops here issues and ideas were discussed and debated.

The 'Colours of Clare – A Town Centre Study and Roadmap - 2015' therefore established a shared vision on future directions for Clare and identifies a series of projects (next steps) for achieving the vision, along with policies, Council programs and other partnering opportunities. Some of the actions and projects have commenced or been implemented. Principally, Clare's desired role was further clarified as follows:

Clare is the Region's centre for the delivery of regional business, arts, cultural, health, recreation and government services. Clare is an attractive place for all member of the community to get jobs done, catch up, meet and enjoy a country town atmosphere.

It is recognised by the community and business as the front door to the whole region, promoting the region, its attractions, key destinations and townships.

Clare caters for a diversity of community and visitor needs, it compliments the unique and boutique offering of the whole of the region. As such Clare is country and colourful, with a well-defined centre core and nestled in a green and gold setting."

Three themes were agreed, with guiding principles and priority project ideas for each theme. Many of the projects and ideas relate to public realm, public spaces, but have value in informing this policy review for the town centre, as well as establishing a desired future character.

Theme 1. Improve Attractiveness of Clare

Guiding Principles

- Have a defined hub of activity between the round-a-bouts and upgrade the entrances to this area - upgrade the entrances and amenities of the hub
- Retain the character of the main street and its surrounds by using and upgrading quality heritage buildings.
- Improve links between the main Street and Old North Road and surrounding routes
- Strengthen pedestrian links and routes within the core and with other trails; improve entrance points to the town;
- Provide shade and shelter in the main street for shoppers and visitors.
- Encourage more colour and green displays in the main street.
- Encourage art and installations both temporary and permanent.
- Support temporary trials that test new ideas and attractions in Clare.
- Better balance between cars, car parking and pedestrian/cyclist amenity and safety.

Priority project Ideas:

- Define the Town Centre through place making and streetscape improvement
- Improve ugly sites including vegetation near the River, roundabout areas and links between the main street and Old North Road
- Beautification of Old North Road and strengthening of links, including Mill Place, pedestrian links & routes from the Riesling Trail and Hut River trail.
- Design guidelines to achieve consistency in the Main Street's appearance and character.

Theme 2. Support the Businesses in Clare

Guiding Principles

- Attract more and different people to Clare through diversity and interest
- Attract new demographics to Clare through health and recreation offers; music, art, food and wine and corporate functions
- Encourage more people to spend more time in Clare by providing a safe and pleasant environment for people on foot and those cycling.
- Encourage diversity of land uses, create spaces and places for events and activities to occur (including outdoor dining).
- Support small scale and temporary activities.
- Support changes that add attractions and interest in the town centre.

Priority project Ideas

- Better use of the Town Hall
- Activation and upgrading of buildings
- Increase and diversify events to “put Clare on the map” and attract new demographics through health & recreation, music, art, food & wine and corporate functions.

Theme 3. Regional Centre Role

Guiding Principles

- Better promote Clare’s offerings with better information (signage, on-line information, word of mouth, buy local).
- Improve connections with other successful activities in the Region.
- Increase the diversity of accommodation offerings in and around Clare (for visitors and locals).
- Support actions that increase the role of Clare as an arts and cultural centre.
- Support actions that offer a diversity of activities and appeal to a range of people and groups.

Priority project Ideas

- Development of a regional level cultural and arts precinct.
- Promote and recognise value of volunteer and community groups to strengthen social capital within Clare.
- Retirement Village.

It is noted that not all of the above can be achieved through the Development Plan and policy changes to the zone. They also require market support, other economic strategies and incentives, as well as investment by Council. Nevertheless, this DPA has the potential to provide not only the policy support for the above ideas, but remove any current blockages created by policy.

A copy of the Colours of Clare Town Centre Study and Roadmap is contained within **Appendix A**.

Implications for Policy

The District Town Centre Zone needs to be updated to better reflect the desired role for Clare as the principal centre for the Clare Valley region. This cannot be achieved through upgrading to a Regional Centre Zone, as Port Pirie remains the regional city for the Mid North region, however, further strengthening the township’s importance to the Clare Valley district through its expression is necessary and appropriate.

Revisions to the zone should achieve

- an update to the desired character statement to include greater clarity of the role and desires mentioned within the guiding principles above, particularly those that promote a more diverse range of uses, visitors, supported by activation and improvements to the public realm.
- a new structure plan to guide the identification of important connections, features and future public realm improvements for the town centre.
- Additional policies supporting the Desired Character Statement relating to built form, public realm activation, important movement connections and the consolidation of parking.
- an appropriate list of envisaged uses reflective of the range of activities sought within the township, with a particular focus on tourism development and tourist accommodation
- removal of unnecessary restrictive policy and non-complying activities that would prevent additional activities, but also provide flexibility for the town centre to adapt.

3.1.2 Clare Township Spatial Analysis Report – Donna Ferretti & Associates et al 2016

Council engaged the preparation of the Spatial Analysis Report to further explore the issues identified both within the Strategic Directions Report and the Colours of Clare township study. The report is a pre-cursor to this DPA with the aim of informing a policy response by Council.

This report is aimed at understanding the strategic issues facing the Clare Township, assess the socio-economic, environmental and spatial implications of the issues and assess the capacity for the Development Plan to address the identified issues. The report also included a demand and supply study of the town centre's retail functions. Key issues identified in the report to be considered in the DPA are:

Overview

- The town centre needs revitalisation (more than expansion)
- With a regional population of some 8,000 and low growth prospects over the next decade further major retail facilities are unlikely to be warranted.
- Nuclear families and people in the workforce are in decline; and couples without children and older people are increasing in Clare

Overall this report indicates a static population and centre growth for Clare; however the nature of dwellings offered and the town centre attractions need to change and adapt to more recent trends which show an upswing in land division applications and residential development need to be anticipated in the DPA.

Development Activity

- A number of zones do not generally reflect the uses which have been approved or exist within them
- Interface issues are identified with industry and living zones
- There is limited residential development in the town centre zone or nearby
- More nuanced flood mitigation policies are required to enable some development in flood prone locations in support of township growth
- There is no shortage of car parking but consolidation is required
- Demand for town centre facilities to accommodate tourist activities such as cycling

Retail Analysis

- Gawler, Port Pirie and Nuriootpa are competing centres with the Clare catchment being to the north and north-west, up to 75 kilometres
- No major omissions are identified in the retail offer although bicycles, lighting, paint and dry cleaner are absent
- Possible future demand for (smaller) bulky goods development within/adjacent to the town centre
- Clare is well supplied with supermarket floor space on a per-capita basis
- The area of the town centre is sufficient when compared to other regional SA centres

Retail Prospects

- No new bulky goods store and no new supermarket has weakened the relative trading position of Clare to its competing centres
- An Aldi supermarket of 1500 m² may be more suitable for Clare and its limited catchment than a larger facility
- Given the presence of Target and Cheap as Chips further discount department store development is unlikely
- Land availability is likely to prevent further major bulky goods developments in Clare
- Farm machinery showrooms in the town centre could be relocated to provide more intensive new retail floor space
- Tightly held land ownership may be contributing to the limited growth in the town centre

Housing

- More diverse housing opportunities should be encouraged
- There is a lack of hotel/motel accommodation and other services for visitors and tourists in the township
- demand for more diverse housing opportunities including affordable housing (for younger people and seasonal workers) retirement and special needs housing

- land and house prices have increased significantly in recent years due in part to outsiders seeking a lifestyle change; this trend is likely to continue as more 'baby-boomers' retire
- landowners have been reluctant to sell or develop land
- the proportion of dwellings which are flats, units and apartments have declined over recent years in Clare

The report identifies the following issues for further clarification which form the basis for the remainder of the investigations for this DPA.

- How best to transform and modernise the district economy in ways which will attract more residents, visitors and tourists to live, work and recreate in the Clare township (including use of incentives).
- How to encourage the development of hotel / motel accommodation and other activities servicing tourists and visitors in the town centre.
- Allowing for more diverse housing opportunities in the town centre to accommodate people seeking lifestyle change in Clare and to meet the needs for more affordable housing that is accessible to younger people across the district (including seasonal workers).
- How to revitalise the town centre environment to increase attractiveness to business and to more appropriately reflect its role as a regional centre – what activities should be encouraged to attract more people for longer periods?
- How to enable more coherent commercial development across the township and in which locations – particularly for Bulky Goods
- How to better accommodate and facilitate industrial development in and around the Clare town centre.
- What can boost the level of residential development activity in the town centre which best serve the township's needs.
- How to effectively mitigate the flood risk in the town centre without making it too costly to develop and without compromising the amenity of development.
- How can consolidation of car parking be achieved whilst optimising opportunities for RV vehicles and connections between parking areas and shopping activities.
- Where best to establish dedicated bike parking areas across the town centre to cater for tourists and users of the Riesling and Hutt River Trails.
- How should the southern and northern approaches to Clare be developed?

A copy of the Spatial Analysis Report is contained within **Appendix B**.

3.2 Investigations undertaken to inform this DPA

In accordance with the Statement of Intent for this DPA the following investigations have been undertaken to inform this DPA:

3.2.1 District Town Centre Review

A review of the existing District Town Centre Zone has been undertaken, having regard to the key directions arising from the Colours of Clare Town Centre Study. These are reflected within the Statement of Intent through identification of a desire to revitalise the town centre so as to make it more attractive to business investment, as well as a place for residents and visitors. Council is eager to facilitate investment by property owners, business and tourists within Clare and the town centre is central to this goal. It is important then for the District Town Centre Zone to facilitate rather than hinder this investment. However, it should be noted that amending the Development Plan alone is not a panacea to the revitalisation of the township and ensuring private investment. A broader range of initiatives ranging from economic development strategies, branding and marketing, public realm improvements through streetscape upgrades, place making through event programs and other financial incentives can all contribute to the revitalisation of the town centre.

Land Uses

The existing District Town Centre Zone provides a wide range of land uses including a full range of retail, office, community cultural and education facilities. It is noted from the conclusions within the Spatial Analysis Report that there may be limitations for further supermarket and discount department store development, however the zone should continue to provide flexibility for such larger floorplate uses to be established, should market conditions support their development.

As the civic and tourist heart of the region, the zone is perhaps surprisingly silent on civic, community and tourism related activities such as:

- civic centre, library (community facilities)
- cellar doors, galleries, theatres, museums etc (cultural facilities and tourism development)
- motels, bed and breakfast and other forms of tourist accommodation.

These should be listed within the envisaged uses list within the zone and the community and tourism related function of the town centre strengthened within the desired character statement.

The zone does make provision for housing within the zone, but limits these to being in association with non-residential development. The intent of this core government policy is to ensure that they form part of mixed use development, ideally above retail and commercial land uses. This is also to ensure that they do not compromise the ability to accommodate retail and commercial development at ground level for sites. This approach remains relevant to Clare and is supported. It is noted that no other specific density and design criteria are provided within the zone to guide such forms of residential development. This is also supported in that it provides flexibility to examine a range of scenarios. There is some guidance for maintenance of amenity within the Residential Development policies within the General section of the Development Plan which support guiding development outcomes. Further guidance on building forms are discussed further below.

The zone is currently structured so that core retail land uses are focussed within the area bound by Main North Road, Old North Road and Union Street. This continues to be the supported direction arising from both the Strategic Directions Report and the Colours of Clare recommendations, although it is noted that not all of this area is currently utilised for this purpose (particularly the southern portion of Union Street). As such there is additional scope for retail activities in this location and its continuation as the “core” retail area for the township is supported. In addition, the existing pattern of development reflects historic settlement and as a result, there are a number of underutilised and small and awkward sites. Policies should seek the consolidation of these sites where possible so that they can be developed more comprehensively and achieve better layouts and design outcomes. The identification of the core should be reinforced on a Concept Plan for the zone.

Beyond the core, the zone seeks small-scale business, commercial and consulting room uses to the west of the Hutt River, presumably to reduce the intensity of development at the residential interface. There have been a range of such land uses established within this location in support of this direction and so the continuation of this policy approach is supported.

Tourism related development and other cultural and leisure forms of retail activities promote after hours use within the District Town Centre. As such, these should be focussed within the core of the zone and principally along Main North Road and Old North Road. Beyond this, tourist accommodation can potentially occur anywhere within the zone as it can be positioned above or behind retail and commercial land uses to add value to sites, and potentially also take advantage of views across the township or to the Hutt River. It is however important that tourism development occurs in a manner that is not at the expense of further retail and commercial development (on the site or adjoining site), nor remove an active use along ground level frontages of key roads within the zone, such as Main North Road and Old North Road and this needs to be reflected in policy within the zone.

There is also scope within the town centre to better facilitate incidental changes of use between offices, shops and consulting rooms, particularly in locations where historically little car parking is provided and able to be provided. There is currently a need to assess these proposals on their merits, and potentially to apply a requirement for payment in the Car Parking Fund. This was determined to be a significant deterrent for new investment within the Town Centre through the stakeholder engagement workshops and can potentially be removed through the application of complying development criteria established by the Minister for centres within Greater Adelaide (as part of the Existing Activity Centres Policy Review DPA approved in 2016). This will facilitate the change of uses within existing tenancies as complying forms of development, saving businesses time and costs in establishing businesses in the town centre.

Built Form and Character

The existing District Town Centre zone is heavily focussed on the retention and preservation of historic facades and places principally on Main North Road and Old North Road. Some support is provided by virtue of maintaining a sense of scale and rhythm, but little additional detail is provided clarifying what this means in

Clare. However, the character of the main street and town centre of Clare is varied and extends beyond the attributes associated with the facades of the heritage places in the township.

More recent large-scale retail developments have been established with the zone in a manner that is inconsistent with the main street feel and appearance of Main North Road. These have not responded to the following important attributes that typically represent traditional main streets such as at Clare:

- continuous built form edge to the main street with no or little setback
- narrow fronted tenancies with regular entries and display windows to the street
- consistent provision of a canopy / verandah, mostly at a consistent height along the street
- provision of hipped, gabled or parapet roof forms to the street
- wall height to parapet no greater than 2 storeys and at a datum that matches that of established prominent heritage places
- use of masonry materials to street facades.

It is acknowledged that Old North Road (particularly the eastern side) does not have all of these attributes, however, given the desire to provide both Main North road and Old North Road as the most compact and vibrant core of the district centre, it is appropriate that it evolves in this manner, as opposed to the current large expanses of car parking and back of house / blank walls that front onto this street environment.

There is no height limit provided by the current zone, with reliance instead placed on maintenance of scale with adjacent heritage buildings. While this provides flexibility, it is potentially not strong enough to prevent inappropriate development from occurring within the town centre that is contrary to the established townscape character. This issue is heightened through the desire to provide residential development effectively above retail and commercial uses at ground level, and this would also apply to tourist accommodation. It is appropriate for a height restriction to the street façade be provided within the zone, allowing for some flexibility for taller forms where they can demonstrate that they do not impact on this established townscape character.

Pedestrian Environment and Landscaping

Improvements to public spaces, footpaths and landscape appearance was a strong outcome sought from previous studies and consultation undertaken by Council. The existing District Centre zone references a desire for improvements to the appearance and amenity of the centre principally through landscaping and paved pedestrian footpaths. These improvements are supported, and mostly fall outside of the responsibilities of private land owners.

Nevertheless, contribution to the public realm by private developments can be achieved through:

- the placement of active uses at the street façade
- opening up tenancies to the street with interesting displays, windows and regular entries
- allowing for the spilling out of activities into the public realm, such as outdoor dining.

There is insufficient policy support for the achievement of this within the District Town Centre zone and this needs to be strengthened in the policy as something that is actively encouraged and desired.

Additional policy should also further clarify the intent with streetscape improvements, particularly along Main North Road in order to improve the appearance of the town centre and provide identity and sense of arrival for visitors. Importantly, and often a challenge of undertaking streetscape improvements within main streets, in regional areas, is the need to better balance the needs and comforts of pedestrians with those of cars. This is also reflected within the Colours of Clare study and should be expressed by virtue of identifying important pedestrian paths in the district town centre through a Concept Plan, including connections to important trails that run through and adjacent the zone, such as the Hutt River Trail and the Riesling Trail. In addition, guidance should be provided to allow for:

- expanded footpath widths
- provision of street trees
- public seating

While these are largely under the control of Council in their development, their inclusion within the District Centre Zone is important in signalling intent for property owners and investors, as well as reinforcing the importance of development in facilitating and utilising the investment in the public realm.

The existing zone recognises the importance in maintaining open space for Hutt River, principally for flood protection. However, the river and its banks also provide an important vegetated backdrop to the retail and commercial activities in the town centre and help separate residential and other small-scale centre activities on the western side of the bank. These characteristics should be reinforced as important within the policy and protected through sufficiently set back development. This not only facilitates flood damage protection, but also the establishment of the trail and consolidated parking which could potentially establish in this location to make sue of flood prone land.

Advertising

The existing zone is currently silent on the most appropriate forms of advertising within the town centre, relying instead on policies within the General Section. However, advertising can have a detrimental impact on historic character of main streets, particularly where their size and positioning do not adhere to important attributes. There are some examples of poorly positioned advertisements within the zone at the moment and some key principles around their design and placement need to be included within the zone relating to:

- avoiding placement above parapets, at roof level or above roof level
- integrating them within components of the built form, including on and under verandahs / canopies, on walls and on parapets.

Zone Boundaries

A review of the land uses on the periphery of the zone, along with those adjacent to the zone has been undertaken with the view of amending zone boundaries, principally to address anomalies with land uses. There is a clear desire arising from the Strategic Directions Report and the Colours of Clare study to maintain a compact district centre and prevent elongation along Main North Road. There are a range of uses, particularly to the south of the town centre zone which are commercial in nature (and currently sit within the Commercial Zone). However, to maintain the intent of a compact centre, expansion of the zone further south is not supported.

Two anomalies have been identified which justify revisions to the one boundary. These include:

- The current residential zoned land parcel to which the skate park is currently located (with frontages to Main North Road, Lennon Street and Jonathan Street. This land has the Hutt River running through it, is subject to flooding and is best used as part of the open space and trail along Hutt River, thereby included within the District Centre Zone where policy support and Concept Plan Map will be provided supporting this.
- Portion of the Knappstein Winery and Brewery on the corner of Pioneer Road and Richardson Street which sits within the Residential Zone. It makes sense to include this land parcel, which currently houses tanks and other infrastructure, into the District Centre Zone.

No specific policies are required for these changes, other than amendments to mapping.

Implications for Policy

The District Centre Zone requires further updating to better express the role of the zone and to encourage investment and redevelopment of sites. Better guidance for new development to ensure high quality design outcomes is also required from the limited guidance offered within the existing zone. These changes will specifically be centred on:

- articulating the zone's role in better supporting cultural facilities, entertainment and leisure activities, tourism development and tourist accommodation opportunities
- reinforcing the core function of the zone and expressing this within a Concept Plan
- providing opportunities for changes in use of shops, offices and consulting rooms in certain circumstances to be complying development
- better expressing the important built form attributes to the established character and how new development should respond to these
- ensuring activation of streets and public spaces within development

- expressing opportunities for public realm upgrades that contribute to a better pedestrian environment and attractiveness of the centre, reinforced through a concept plan
- identification of important pedestrian environments and connections through the zone and to adjoining areas, including trails through inclusion in a concept plan
- providing greater guidance on appropriate advertising within the town centre that respects the established country township character.
- adjusting zone boundaries at two locations to correct existing anomalies relating to land use.

3.2.2 Opportunities for increased housing densities and diversity to meet future needs.

The Spatial Analysis Report undertook a high level demographic analysis and forecast. This is updated to more recent data below:

Population Growth	2006	2011	2016	2006-11		2011-16	
				No	%	No	%
Clare and Gilbert Valleys Council area	8,370	8,871	9,233	+501	5.9%	362	4%
Clare township	3,063	3,279	3,327	+216	7%	+48	1.4%

The above data demonstrates that growth in Clare continues to grow however at a continually declining rate and significantly lower than the anticipated growth from the Strategic Direction Report which (like most State population targets at the time) were optimistic. Importantly, population growth (for the township and the Council area generally) continues to slow, reflective of trends for Regional South Australia and South Australia in general.

Clare Age Profile	2011			2016		
	Number	Percent	SA Average	Number	Percent	SA Average
0-14 years	640	19.5%	17.9%	602	18.1%	17.1%
15 – 64 Years	1968	60%	65.8%	1,918	57.6%	64.5%
over 65 years	669	20.4%	16.2%	807	24.2%	18.4%

There has been a continued increase in the aging of the Clare population, with decreases in proportion of the population both under 15 and within the workforce contribution ages. This is a South Australian trend but emphasised in Clare whose median age of 44 is well above the median age of 40 for South Australia.

The population forecast data provided within the Spatial analysis Report remains current and confirms a modest level of projected growth for the district (averaging annual growth of 0.6% per annum). This indicates little need for Council to change residential zoned land to accommodate growth.

Existing housing is overwhelmingly homogenous, with detached dwellings making up 93.4% of the housing stock. This is significantly higher than the 78% for the South Australian average and is perhaps reflective of historical development patterns.

A brief analysis of housing demand and supply has been undertaken utilising the Housing and Employment Lands Supply Report and Residential Land Development Activity Report (June 2017) both prepared by the Department of Planning, Transport and Infrastructure (DPTI). They identify the following conditions related to both market take-up of residential development and the available supply of residential land for the Clare township:

Development Activity	2011	2012	2013	2014	2015	2016	2017
Allotments Created	17	12	17	17	10	10	31
Dwelling Approvals	44	40	49	48	44	36	39

Land Supply	2012	2013	2014	2015	2016	2017
Broadhectare (ha)	190.8	189.9	188.3	188.3	188.3	189.2
- Under division (ha)	7.9	7.9	6.3	6.3	13.1	11.6
- Proposed lots	69	69	59	59	88	77
- Lots / hectare	8.7	8.7	9.4	9.4	6.7	6.6
Deferred Urban (ha)	26.5	26.5	26.5	25.1	25.1	25.1

The above data indicates:

- an average dwelling demand of 43 dwellings per year (noting that not all approvals are constructed)
- an average dwelling density of 7.5 dwellings per hectare

Noting that a large chunk of the broad hectare land identified above is within a policy area restricting further land division, the remaining undeveloped land accounts to approximately 50 hectares (essentially company owned land). Assuming these rates remain consistent into the future, this implies that there is approximately 9 years of available Residential Zoned land supply within the Clare township. It should be noted that this does not take into account infill development which is occurring within the township. Council data indicated that 10 additional allotments and dwellings were approved in 2016 and 6 lots and dwellings were created within 2017 within existing established areas and further increase the available land supply for Clare.

Council has also faced pressure from selected land owners for the further expansion of Rural Living zoning on the edge of the township, principally within the Rural Landscape Protection Zone. This desire for additional rural living land from certain stakeholders was also clear from the stakeholder workshop, although there was a diversity of views about how best to accommodate additional rural living development, such as intensification of existing areas.

The Rural Landscape Protection Zone acts as a buffer to the township's valley walls and is considered an important visual area that contribute to the attractiveness of the town's setting, and tourism appeal generally. This was further reinforced as part of the Strategic Directions Report engagement process, as well as the Colours of Clare process. Much of this area is also located within areas of high bushfire risk.

Whether there is sufficient demand for such housing growth within Clare remains a question through the population growth data, however there are opportunities for rural living via the following opportunities:

- Square Mile Road, located on the northern periphery of the town, which is undergoing a land division process currently and will create an additional 54 rural living sized allotments;
- The ability for people to purchase land and build homes within the Primary Production Zone due to the non-complying exemption that exists for dwellings proposed on land allotments created before 1 January, 1996. Much of the housing in the rural environs of Clare has been approved through this exemption.
- Rural living type allotments available in other towns within the Clare Valley.
- Advice from local real estate agents indicating a slow market for residential sales, supported through the population growth statistics, which do provide opportunities for people to buy existing rural living homes if they desire.

After extensive discussions with DPTI about the incorporation of additional rural living zoning with the boundaries of the DPA, DPTI have clarified that policy amendments relating to additional rural living zoning are considered to be outside the scope of this DPA with the DPA focussed on changes in policy that would stimulate economic development and employment growth. In addition, providing additional land in advance of demand has the potential to impact existing housing developments such as Square

Mile Road. Notwithstanding this, there may be scope for further consideration and investigation of the demand and supply opportunities associated with Rural Living in and surrounding the township as part of Council's transition of the Development Plan to the Planning and Design Code.

The above demographic data reinforces that Spatial Analysis report's conclusions about the drivers for housing into the future for the Clare township. The objectives for increasing housing densities is not specifically about accommodating township growth (as there is other sufficiently zoned and yet undeveloped land available for this), but rather about **further diversifying the housing stock**, and therefore living options in order to cater for a wider variety of residents who seek different housing options than the typical 3-bedroom detached dwelling which dominates housing stock within Clare. This is particularly true for Clare's aging population who may want options for downsizing and changes in lifestyle, and for attracting younger people to stay in Clare who might otherwise struggle with affordability of more conventional housing.

The need for additional housing that further diversifies Clare's housing stock requires additional policy flexibility to increase densities, and further encourage alternative housing forms, such as terrace (row) housing, semi-detached housing. These forms of housing should be focussed in locations that support a denser lifestyle, meaning proximity to services and facilities found within the town centre, as well as open spaces.

The existing Residential Zone does provide for some diversity in housing forms and densities, as shown below:

- Detached dwelling – minimum allotment size of 600m² and frontage of 15 metres
- Semi-detached dwelling – minimum allotment size of 450m² and frontage of 13 metres
- Group dwelling – minimum allotment size of 350m² and frontage of 10 metres
- Residential flat building – minimum allotment size of 350m² and frontage of 10 metres
- Row dwelling - minimum allotment size of 350m² and frontage of 10 metres

Notwithstanding these minimum site areas, Council has approved a number of mostly detached dwellings on allotments between 360m² to 470m² over the last two years. This reflects a desire for smaller housing forms within the township, and supports the notion of facilitating infill development opportunities within appropriate locations. There is scope for further density adjacent the town centre in support of the DPA's goals.

In determining appropriate locations regard has been had to:

- proximity to the town centre – a 5 minute walking catchment (200 - 400 metres is typically used to determine suitable convenient access to services and facilities for denser development forms)
- locations that are subject to inundation – where increasing numbers of properties and people is contrary to minimisation of risk, harm and costs from hazards
- outside areas of identified bushfire risk – noting that some of the Clare township residential areas are located within the Medium Bushfire Risk Bushfire Prone Areas
- consideration of the slope of land forms, noting that smaller allotments make managing slopes more complex and also costlier to achieve, typically with poor urban design outcomes
- proximity and interface with adjacent commercial and industrial land uses, including locations with EPA licenses and the recommended separation distances – increasing density will increase further potential conflicts and is not a desirable outcome for Council.

The diagram below indicates the locations that, based on the above criteria would be suitable for additional densities and housing diversity.

From the above analysis, it is clear that areas to the west of the town centre and surrounding The Valleys Lifestyle Centre / Oval are suitable for further intensification of residential development. The eastern side of the Town Centre presents challenges due to the increased sloping nature of the land in this location, as well as the difficulty in conveniently and easily connecting to the town centre (for pedestrians) in this location as a result of the escarpment. This location also has an interface with adjacent commercial zoned land and as such, raises potential for future conflicts.

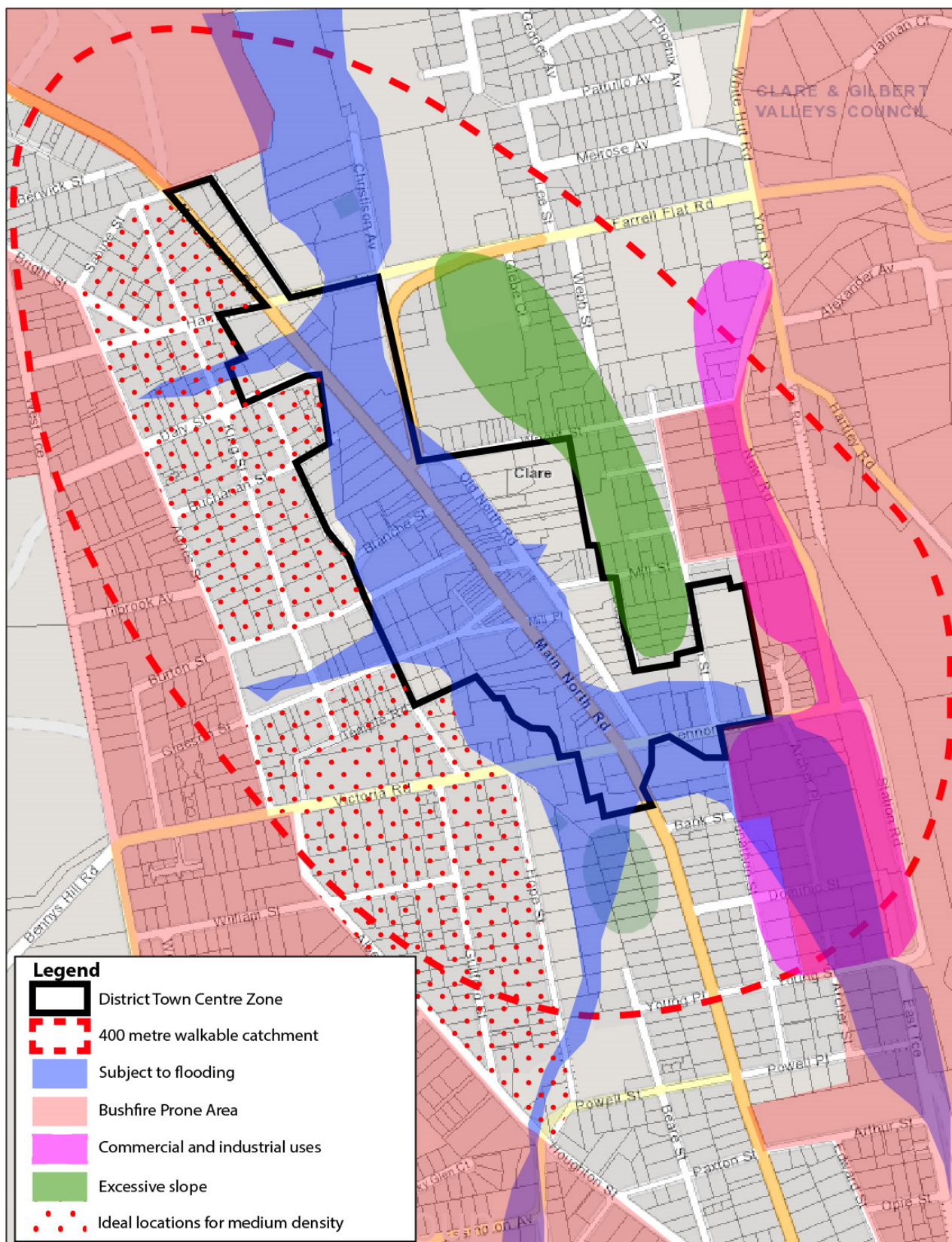


Figure 2: Constraints for increases in density within the Clare residential areas

There is little guidance within the existing Residential zone other than to identify potential for medium density development and the listing of certain minimum allotment sizes for different housing forms. The minimum site areas do not support medium density development, and smaller minimum allotment sizes and frontage are appropriate.

This will result in a change in the established character of these locations, and this needs to be recognised within the policy supporting this location, whilst also providing some guidance as to the desired design outcomes. In this regard, streetscape cohesiveness is an important attribute to expect from development. Whilst reduced front and side setbacks are appropriate (including some boundary walls), the appearance of dwellings should make a positive contribution to the streetscape. The dominance of garaging is contrary to this and needs to be avoided in new development. The maintenance of landscaped front yards is also an important aspect of the established character of value for the township and both these design goals are not sufficiently supported within the existing Residential Zone policy or Residential Development Policy in the General Section of the Development Plan.

An additional challenge for the township is the ability to provide additional supported accommodation opportunities within locations of the township that have excellent access to services (ie not on fringe of township). Residential care facilities and retirement village developments typically require large land holdings, and these are limited in Clare. Because of this, there is a need to provide support for the existing Helping Hand Carinya facility to expand into the future. This is not typically suitably covered by Development Plans and the planning system generally and, despite there being some land capacity for growth at the Carinya facility, the Residential Zone should recognise the additional intensification and taller and bulkier built form facilities of this nature require. The location of the facility within a denser policy area supports flexibility for alternative housing forms to support retirement accommodation – including potentially apartments or independent living units with low care support from the main facility.

Implications for Policy

There is a need to better facilitate alternative forms of housing within the township within locations either within the town centre or within a 400 metre catchment of the town centre. This needs to facilitate denser and alternative housing forms, but also balance this desire with the need to manage slope, flood risk, bushfire risk, interface with adjacent commercial and industrial uses. This will require changes to the Residential Zone through the insertion of specific policies seeking these forms of development at increased densities to those currently allowed within the zone.

Additional policy guidance supporting new densities and housing forms are required through a new policy area, which recognises a shift in character and provides policy support for reduced setbacks and building on the boundary, whilst also seeking better design that creates a cohesive streetscape supported by subordinate garage widths and majority landscaped front yards.

The need for supported accommodation is likely to increase into the future given the aging nature of the Clare population. Despite Carinya's role in the Clare community, there is a need to further support Clare's population to age in place within an existing community, and this requires further policy support for the expansion of existing supported accommodation facilities in the township, including the alternative intensity, forms and scale that this may require.

3.2.3 Function, purpose and spatial extent of Commercial and Industrial Zones.

Commercial Zone

Currently, the commercial zone is comprised of a mixed range of activities interspersed with residential development, reflective of its previous zoning. There is an incoherent development pattern or character of development in line with a regional centre such as Clare. A large proportion of the zone is covered by the East Terrace Policy Area 1, which includes an existing winery and associated activities, supported and encouraged by the policy.

This review has initially examined the range of existing land uses situated throughout the zone in order to determine whether the Commercial zone is in fact the right zone for these locations and uses. The range of land uses spread throughout the zone is identified below. The review has also considered adjacent land uses which sit within the adjacent Residential Zone, particularly for the portion of the zone along Main North Road.

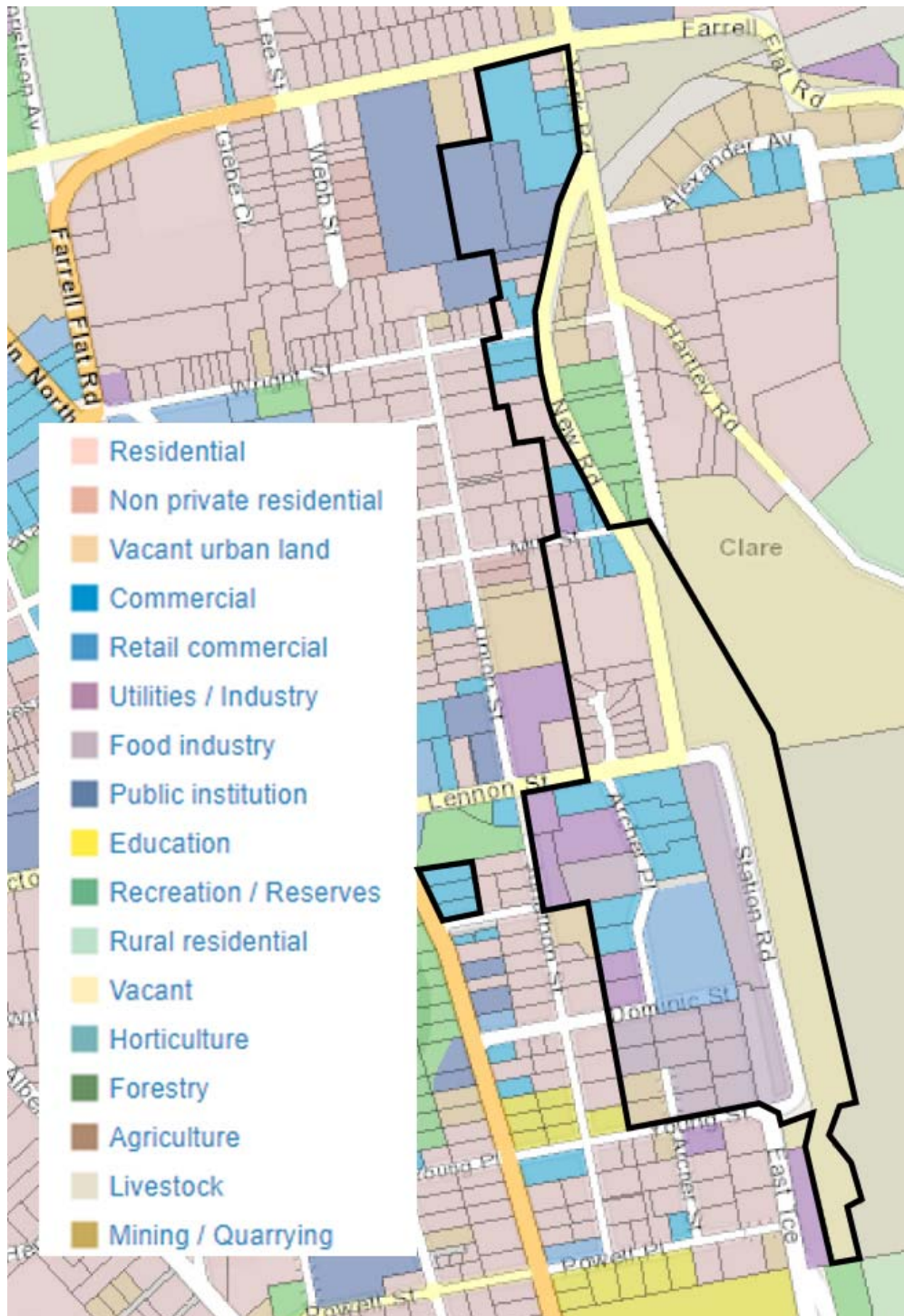


Figure 3: Distribution of Land uses across the Commercial Zone

The map demonstrates the true mixture of uses in the zone. The format and depth of the zone has undermined the potential for larger scale activities to be established, such as some bulky goods outlets, without the need to consolidate land parcels. However, this is largely the case across the Clare township, other than for a handful of land parcels. Additional to this, Council has a desire to strengthen the retail core of the District Town Centre, with a number of large land parcels available to accommodate uses such as bulky goods outlets. This, along with limited suitable sized sites within the existing Commercial Zone, and unattractive location of the existing Commercial Zone for such uses (in terms of passing traffic and exposure) and that these uses would be fairly intensive and generate a reasonable traffic volume through and adjacent residential areas implies that bulky goods outlets are undesirable within the Commercial zone. Noting that they are listed as an envisaged use as core policy, Council intends on removing this from the zone, as well as making these uses non-complying forms of development.

The following additional land use anomalies have been identified where an alternative zone is considered to be appropriate.

Residential dwellings in the Commercial zone

Significant numbers of isolated dwellings exist throughout the Commercial zone which reflect the mixed history of the zone and are likely to change to commercial use over time. There needs to be a clear statement within the zone of this being the case and that there is an expectation that they will be developed over time for other envisaged uses. This would also provide clarity as to the amenity expectations of those currently residing within the Commercial zone.

One location in particular has a significant cluster of dwellings - McKinnon Court (see image below). These dwellings are relatively recent (compared to other dwellings in the zone) and are unlikely to be sold off and redeveloped for a considerable time. The format of the development also makes it less suitable for future conversion to commercial land uses. For this reason, it is appropriate that these properties be rezoned into the Residential Zone, to better reflect and formalise their existence. This should also apply to the two residential properties to the east (4 and 6 East Terrace) due to limitations on allotment size, depth and levels making them less than ideal for commercial development.



Figure 4: Mackinnon Park residential area within Commercial Zone

Clare Hospital and Emergency Services Facilities

At its northern extent, the Commercial zone straddles into the site that contains the Clare Hospital. The zone also covers the land parcel containing the CFS and SES buildings which front onto York Road. The remainder of the Hospital site is located within the Residential Zone. Both the Commercial Zone and the Residential Zone list Hospital as a non-complying use. This is not appropriate and will complicate any future development and expansion of this important piece of infrastructure for the township and the region.



Figure 5: Clare Hospital and Emergency Services Facilities

It is recommended that these sites be rezoned into a more suitable zone reflective of their institutional and community use, however no such zone within the existing Development Plan fits this purpose well. The closest and most appropriate zone from the SA Planning Policy Library is the Community Zone. The new zone should be narrowed in policy coverage to focus on the health and emergency service function of this location. The new zone also has the opportunity to express the important character elements of this location in guiding future development. This would include:

- the attractive appearance of the Farrell Flat Road frontage due to the open landscaped nature of this frontage
- the desire to improve the interface of the site with Webb Street and the neighbouring residential properties through landscaping.

Riesling Trail

Portions of the Riesling Trail are captured by the eastern portion of the zone, particularly between Powell Place in the south to Mill Street to the north (see below).



Figure 6: Clare Riesling Trail land within Commercial Zone

This land parcel is heavily vegetated with native vegetation and has a steep slope up from Station Road. It forms an important backdrop to the township edge and is not appropriate for further development. It is appropriate for this land parcel to be rezoned to the adjacent Rural Landscape Protection zone, to afford it the protection reflective of its visual importance to this location as a backdrop.

Main North Road Extension

A portion of Main North Road, south of the three properties currently zoned Commercial, have been developed for a range of offices and consulting rooms. Some of these have established within historic buildings in this location while some have simply been conversion of dwellings, and largely appear like dwellings within the street.



Figure 7: Commercial uses within Residential Zone south of existing Commercial Zone

This cluster reaches as far south as Young Street and is suitable for rezoning to formalise the uses, and importantly, provide better policy coverage which:

- ensures they remain low scale and commercial in nature without retail land uses creeping into this location as there is a need to avoid diluting the compact core desired for the District Town Centre
- maintains the discreet visual appearance of the sites given the importance of the approach to the town centre.

This will require specific identification as a Precinct within the Commercial Zone with specific policy that limits retail uses, provides requirements for landscaping to the front, prescribes preferred locations for car parking to the rear of sites and limits the forms and sizes of advertisements.

East Terrace Policy Area 1

The East Terrace Policy Area 1 contains a number of winery and associated land uses in it that in large part make up the bulk of the Policy Area, these particularly include the Knapstein Winery comprising Mr Mick's Cellar Door and Kitchen (which includes a restaurant and function spaces for up to 75 people) and Bottling Dynamics.

Beyond these, other uses include:

- forms of industry - Clare Metal Fabricators, Clare Valley Bottle Depot, G & T Cabinets
- motor repair station - NG Autos
- Offices and consulting rooms - Lennon Street Centre
- Bulky goods outlet - Sanders Hardware.

The remainder of allotments are vacant or contain the Hutt River running through making them difficult to develop. These making up a significant proportion of the western edge of the policy area and informally provide a buffer to the residential development fronting Jonathan Street.

The distribution of these uses across the policy area is shown below.



Figure 8: Distribution of different uses across the East Terrace Policy Area 1

The above land uses would be more appropriate within an industry zone, particularly as the most prominent uses, and those mostly likely to have an impact on adjacent residential land uses are in fact forms of industry.

While the commercial zone does not specifically seek to restrict these, they are not envisaged uses. In comparison, the Industry zone more readily accommodates the majority of these uses, although shops and offices have a restriction in terms of floor areas.

The existing East Terrace Policy Area however not only recognises the winery and other industrial activities, it actively encourages their continuation and further establishment of allied industrial uses. This implies a more industrial nature for this location is sought into the future and, as such, the policy area should be transferred to the Industry Zone where additional policy support exists for these uses, particularly relating to building height setbacks, management of openings and the interface with residential development.

However, it will be important to also recognise and accommodate the existing bulky goods use, tourist uses in the form of cellar door as well as other opportunities for tourist development, particularly as the northern portion of the site fronts onto Lennon Street which forms a vital connection between the Riesling Trail and the District Town Centre. This should be reflected through additional policy which seeks tourism (not accommodation) and office related uses along the Lennon Street frontage, along with improvements to the appearance of sites fronting:

- Lennon Street – by providing parking to the side or rear of buildings and providing landscaped frontage between buildings and the street
- the Riesling Trail (eastern frontages) – by referencing the Design Guidelines that existing within Table CGV/7.

The Industry zone non-complying list will also need to exempt these desired uses for this specific policy area.

The proximity of the policy area to the Riesling Trail presents challenges in enduring that the visual connection to the site is not detrimental to the experience of tourists and users of the trail. This is not currently well treated at the moment and should be supported by additional policy support which seeks to increase landscape buffer plantings and consider the design and appearance of buildings and sites (such as external storage and activities) in this location. Council has previously prepared design guidelines for the interface with the Riesling Trail (contained within Table CGV/7) and this should also be referenced to guide treatments at this interface.

Finally, the nomenclature of the zone is problematic in that East Terrace no longer has a relationship to the land that forms the policy area. Therefore, it is recommended that the name be changed to Archer Place Policy Area 1, reflective of the street name running through this location.

Industry Zone

On site investigations of the current areas zoned industry indicate that sufficient land is theoretically available to cater for expected growth in future years. Industry zoned land exists that has vacant and ready to develop allotments, as well as zoned land that is yet to be developed, both to the east of the town centre. Together these areas make up approximately 16.7 hectares.

It is also important to acknowledge that there is potential capacity for certain forms of industrial development within the existing Primary Production Zone. These typically accommodate industries that support the processing, storage and distribution of primary produce or related products produced on sites within the zone. For Clare this would accommodate the demands associated with wine and grape-growing sectors as well as general farm services. However, the zone cannot accommodate all of the anticipated industry needs for both Clare, surrounding townships and the broader hinterland of the Clare Valley. Clare, as the principal centre for the valley, should accommodate these needs.

Anecdotal evidence from stakeholders and land owners during stakeholder engagement as part of this DPA indicated that there is a shortage of available industry zoned land available to accommodate new industries and the relocation and expansion of existing industries located within the Commercial zone which have arguably outgrown their sites.

Further examination of these sites indicates that some of the industry zoned land is compromised in terms of access for large vehicles (such as B-doubles trucks) by virtue of a former railway bridge's height and width at Farrell Flat Road (which now comprises the Riesling Trail) as well as slopes across the sites requiring significant earthworks and retaining walls, which may make them unviable commercially to develop. This would suggest why many of the allotments at Samuel Ryan Road are yet to sell and be developed.

The challenges of locating additional industry/employment zones in the narrow Clare Valley, in or near the township, are considerable, given the town's reliance on tourism associated with food and wine, the location of the Riesling Trail and the important of landscape character on the township approaches. A range of alternate locations for additional industry zoned land were considered which included existing Deferred Urban zoned land, and a number of locations outside of the township (including significantly north of the township). The vast majority of the suggested locations were dismissed as unsuitable by stakeholders at a workshop, for a wide range of reasons, including slope, visibility, location at a gateway, subject to flooding or requiring fill at potential significant cost. Arising from these discussions however, a broader question as to the actual demand, extent of area and format for industrial land for Clare into the future arose, without any clear data available to resolve this question.

As a result, Council engaged Property and Advisory to undertake a strategic assessment of the demand and needs of Clare into the future. Key findings on demand indicated:

- Whilst the nature of industrial land consumption has changed over the last 30 years, the particular industries that underpin Clare such as food, wine and tourism, are distinct from traditional manufacturing and may flow on to an increased demand for industrial land in the longer term.
- Existing demand from industrial development can probably be met by existing zoned land, but there is limited scope beyond very small scale industrial uses.
- The requirements for larger scale industrial users which largely include large sites on flat land, adjacent to a main road at an affordable price are not currently being met in the Clare Valley from the current industrial land available.
- Future growth over the next 5 or more years would require additional land and planning for this should start now.

Having regard to potential future growth areas for industry, a number of possible locations were considered having regard to the following criteria:

- access for heavy vehicles without causing undue problems for other traffic
- not cause significant impacts on the amenity and character of residential areas and important tourist locations
- be relatively cheap to develop (access to mains power and water, flat land with little earthworks required)
- not be subject to hazards such as flooding or high bushfire risk

Three locations were shortlisted as achieving all or most of the above criteria (subject to further detailed investigations). These included:

- Option 4 – Land on the south-eastern corner of Main North Road and Dolan Road
- Option 3 – Existing Deferred Urban zoned land located on the north-eastern corner of Blyth Road and Benbournie Road
- Option 7 – Land on the north-eastern corner of Horrocks Highway and McRae Wood Road – approximately 3 kilometres north of Clare town centre.

It is noted that none of the preferred options were considered ideal and that all, but 1 are located outside of the current township extent. Option 4 was identified as the site with the best potential due to:

- access to Horrocks Highway
- contiguity with the township, particularly existing industry zone on the western side of Horrocks Highway
- sufficient size to cater for industrial land growth accommodating larger allotments (smaller allotments currently catered for)
- access to infrastructure
- land not currently being utilised for primary production purposes
- the land owner is open to developing the site

Notwithstanding this, there are also a number of significant limitations to the land which can potentially be addressed. These include:

- its location at the gateway of Clare from the north – although this can be addressed visually through the implementation of a substantial landscaped buffer and careful design requirements for future buildings
- the high likelihood that the site is subject to substantial inundation – the full extent is not confirmed as the floodplain mapping for Clare stops at the boundary of this site
- it is unclear what level of earthworks would be required to mitigate flood risks, nor the impact upstream of these works
- the site slopes and would require earthworks to develop (although this is likely requirement for flood mitigation) adding potentially significantly to the cost.



Figure 9: Preferred locations recommended for future industry zone expansion

Option 3 is discounted as it is currently set aside for future residential growth. This location is also adjacent the Clare High School, creating potential conflicts and is currently utilised for primary production purposes. The site also contains a slope which will add significantly to the cost of its development. Nevertheless, this location remains a possible option if Option 4 becomes unsuitable.

Option 7, being quite a distance from the Township has the additional costs of providing water infrastructure to this location. There is also uncertainty of whether the site is subject to flooding, given its proximity to Armagh Creek

Given the significance of the remaining issues, further investigatory work is required to resolve with sufficient confidence the suitability of the preferred site. Rezoning any of the above sites at this point in time remains premature.

However, given the need to complete this amendment before 2019, there is insufficient time available to undertake the necessary additional investigations to resolve this issue. Notwithstanding this, there is scope for this matter to be addressed during Council's conversion of the Development Plan into the Planning and Design Code (and this has been confirmed as a suitable solution by DPTI).

Further consideration of the land uses across the zone has also been undertaken and tightening of policy is considered appropriate for:

- Educational establishments – these are highly unlikely to be developed in Clare and in any event, with industrial land at a premium, could potentially be better located elsewhere
- Bulky goods outlets – these are not appropriate within the industry zone and are desired to be focussed within the District Town Centre Zone in order to strengthen its role as the core retail focus for the township.

Implications for Policy

A number of locations currently within the Commercial Zone are inappropriate and there is a need to rezone these locations for other uses including:

- Clare Hospital – into new Community Zone
- McKinnon Park residential development – into Residential Zone
- Riesling Trail land – into Rural Landscape Protection Zone

The East Terrace Policy Area 1 is better suited to being within the Industry Zone, given its objectives to support industry and the large number of industries within this location. There is scope, given its location between the Riesling Trail and the District Town Centre to accommodate tourism development and offices. Additional policy guidance is also required in the policy area to achieve better design outcomes at the Lennon Street and Riesling Trail interfaces and the policy area name should be changed to Archer Place Policy Area 1.

Amend non-complying listings for educational establishment and bulky goods outlets so that they are non-complying without exceptions within the Industry Zone. Similarly, bulky goods should be made non-complying within the Commercial Zone.

The portion of the Commercial Zone along Main North Road should be expanded to accommodate a range of non-residential land uses further south to Young Street, with appropriate restrictions on land uses and intensity and appearance of development so as not to undermine the sense of arrival into the District Town Centre.

There is a need to provide for additional industrial zoned land, principally to cater for larger scale industrial development on sites in excess of 3,000m². Further investigations are required to confirm whether the flooding and earthworks required for the Option 4 land parcel identified by Property and Advisory can support industrial development in an economically feasible manner. If not, the other sites (Options 3 and 7) identified within the Property and Advisory Study should be confirmed as appropriate. As these investigations are unable to be resolved prior to the deadline for this DPA, it is recommended that this rezoning be changed as part of Council's transition to the Planning and Design Code.

3.2.4 Management of flood risk and Water Sensitive Urban Design

The Clare township is intersected by the Hutt River and a number of tributaries and water course which feed into it. These watercourses intersect a number of Zones including the Commercial, Recreational, Residential, and District Town Centre Zones. An ongoing challenge facing the Clare township is the issue of flood mitigation and how to facilitate development in ways that address flood risk, without making it too costly to develop, compromise safety and maintain townscape characteristics of value.

Flood plain mapping for a series of flood event types up to a 1 in 100 year ARI event has been undertaken by Australian Water Environments (AWE) for Council in 2006, with a map identifying the four hazard risk categories ranging from low to extreme. The extent of areas across Clare affected is shown below. The categories are determined through a combination of flood depth and flow rate at any given location. The higher then depth and higher the velocity of the flow, the higher the hazard risk.

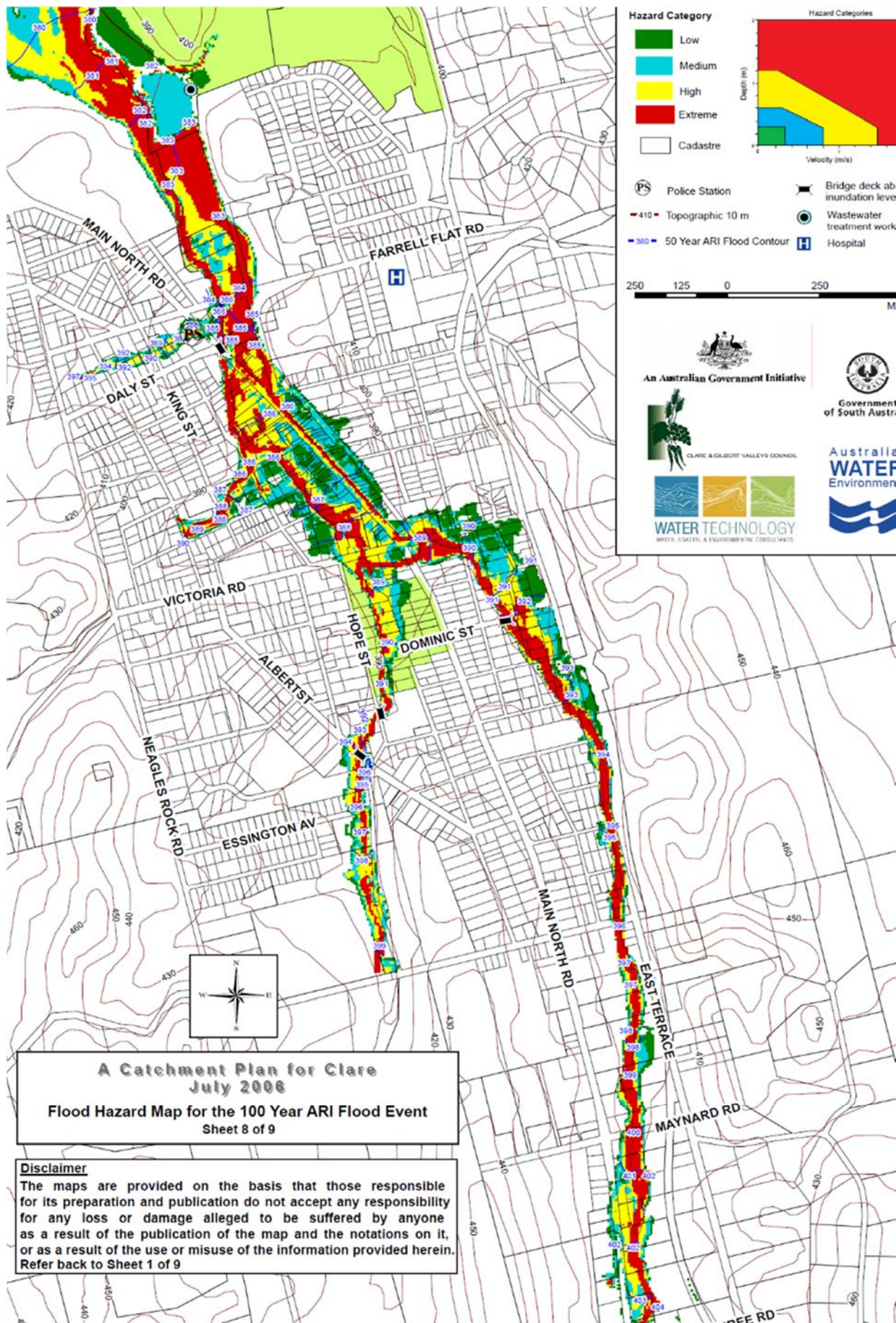


Figure 10: Extent of 1 in 100 Year ARI event flooding for Clare.

Whilst the existing flood mitigation policies within the Hazards section of the Development Plan reflect the latest from the SA Planning Policy Library, what is notably absent is the inclusion of Development Constraints overlay mapping for the Clare township which identifies the flood plains within the town. To date, the floodplain maps have been used by Council in negotiating development but are not formally part of the Development Plan. The inclusion of mapping to this effect will be necessary to better inform the users of a Development Plan (architects, developers and the generally public) of where flood risk is located within Clare in order to consider hazard risk for new development within identified 'at-risk' areas early in the process (ideally before lodgement of an application), but it also formalises the status of the floodplain mapping in the assessment process.

While flood hazard risk is recognised as a significant issue, it is desirable that Development Plan policy is not so prescriptive that it makes development unfeasible, nor prescribe a particular design solution at the expense of other just as suitable solutions. It is however acknowledged that the extreme and high-risk areas in proximity to the Hutt River cover a number of key economic activity locations within the township such as properties within the District Town Centre Zone on the west side of Main North Road, and properties within the Commercial Zone on the eastern side of the township, south of Lennon Street, which contain a number of winery related industrial uses (East Terrace Policy Area 1).

For this reason, it is important that specific policy be included within the District Town Centre Zone, and the East Terrace Policy Area 1 locations that seeks approaches to development that address the flood potential in these locations. Included in this, particularly for East Terrace Policy Area 1, is the potential for the pollution of floodwaters as a result of development. In response, policy should support development on these sites by:

- focussing elements of development that do not have large risk of property damage or risk to life – such as car parking (as vehicle can be moved and these locations blocked from access during times of flooding events). This approach is particularly appropriate for the District Town Centre where this is already informally occurring
- ensuring the uses that require storage of chemicals and other items that could potentially contaminate floodwaters are kept outside of the areas subject to flooding – approaches could include bunding or locating these area in flood-free parts of a site if available
- raising floor levels above the identified flood level at any given location on the site
- providing landscaping over that portion of the site
- providing the edges of the river banks to Council as a reserve (as part of land division).

An additional issue identified in the Statement of Intent was that of for ensuring that development within the Clare township is water sensitive and embodies current water sensitive urban design (WSUD) techniques and policies. The Water Sensitive Design principles outlined in the Natural Resources module are consistent with the most recent policies of the South Australian Planning Policy Library. Further policy guidance is not considered necessary.

Implications for Policy

There is a need to identify the location of the flood plain within Clare. It will be necessary for Development Constraints Overlay Mapping specific to Clare township to be incorporated within the Development Plan mapping overlays.

Additional policy addressing flood potential is required within the District Town Centre Zone and East Terrace Policy Area 1 which recognises that development should not occur within areas at risk of flooding except where it is designed and constructed to prevent the entry of floodwaters from a 1-in-100 year average return interval flood event, as well as prevent pollution of floodwaters.

It will also be necessary to identify in policy the desire for, land adjoining watercourses over time to transfer to public ownership in order to be developed to provide recreational walking and cycling trails while also limiting hazardous development in these locations.

3.2.5 Review of car parking rates and opportunities for consolidation

Given that personal vehicle travel is by and large the lone transport method utilised by Clare Valley residents, the provision of an appropriate level of parking within the township is essential to its continued function as a centre for the wider district. Additionally, the type of tourism which the township attracts is largely car dependant or recreational vehicle dependant. As such, in order for the township to continue to service the high number of tourist it attracts yearly, it is necessary that adequate parking is provided, not just in terms of quantity, but also quality, ease of access, and suitability of location.

The Statement of Intent identified that one of the potential issues presently impacting on the functionality of the Clare township is carparking. Car parking has been raised regularly as a significant hinderance to the redevelopment of sites within the township. A brief analysis of the Council's off-street parking rates has been undertaken to determine whether the rates presently applied within the context of the Clare township are too onerous.

The applicable Council parking rates are identified within Table CGC/3 of the Development Plan. Current car parking rates were inserted as part of Better Development Plan conversion, based on the best practice rates at that time. These parking rates have been reviewed and assessed against two alternative parking studies, Parking Spaces for Urban Places (Aurecon, 2013), and Guide to Traffic Generating Developments (RTA, 2002), both of which are commonly referenced by traffic consultants when assessing parking demands for development. It should be noted that these two studies are generally applied to metropolitan contexts within South Australia (Aurecon 2013) and New South Wales (RTA 2002).

The findings of this analysis indicated that the existing Development Plan parking rates are generally competitive for the majority of land uses and, indeed for a number of land uses actually less onerous. Whilst, parking rates overall are evidently reasonable there were a number of land uses for which a reduced rate could be contemplated as identified in the table below.

Land Use	Council Parking Rate	Potential Reduced Rate
Aged Care	1 per 2 beds	0.3 per lodging room (Aurecon)
Gymnasium	1 per 10m ² floor are	7 per 100m ² of GFA (Aurecon) 4.5 per 100m ² of GFA (RTA)
Hotel	1 per 2 square metres of bar floor area plus 1 per 6 square metres of lounge bar or beer garden floor area, or 1 per 3 guest rooms (whichever provides the larger number)	11 per 100m ² of GLFA (Aurecon)
Office	1 per 25 square metres of total floor area providing office accommodation with a minimum of 4 car parking spaces	1 per 40m ² GFA (RTA)
Shop	1 per 15m ² floor area	6.1 per 100m ² of GLFA (RTA)

While a reduced parking rate may have benefit in facilitating development, any reduction in the parking rate needs to be balanced against the importance of parking for the continued function of the township. The Aurecon and RTA rates are metropolitan based rates where access to alternative transport may support a reduction in car parking. The office ratio, for example, is lower than that identified with growth and mixed-use corridors within the SA Planning Policy Library and is therefore not considered appropriate for adoption. The aged care and shop ratios suggested however are representative of those more commonly applied to these forms of development and appropriate for adoption.

Council has a Car Parking Contribution Fund within Clare for the District Centre and Commercial Zones, which applies when a development fails to meet the required parking rate identified in Table CGV/3. The application of the Car Parking Contribution Fund is not presently referenced within the Development Plan policy, making payment potentially difficult to enforce for Council. This should be rectified in order to reinforce the parking rates, specifically within the District Town Centre Zone.

It should be noted that payment into the fund can potentially significantly increase costs for a development and may hinder appropriate development from being established within the township. This is particularly relevant for smaller scale development such as land use changes on existing sites which have been established for a long time without any specific parking provision.

The inclusion of the Minister's complying development criteria for shops, offices and consulting rooms (discussed further within Section 3.2.1) would aid in the bulk of these scenarios where only a change of use is proposed.

Presently, the policy of the District Town Centre Zone promotes the consolidation of existing parking facilities where appropriate, and the development of improved, shared use, off-street parking areas. However, beyond this little guidance is offered as to the preferred locations and formats of this. There is an opportunity to provide stronger guidance and strength to this intent by inclusion of shared consolidated parking areas within a Concept Plan. This will aid in reinforcing the desired parking locations for key sites, formalise current informal arrangements and reduce the need for and impact of driveways from Main North Road and Old North Road. The diagram below identifies the key established parking areas within the District Centre Zone and also ideal areas for future expansion/consolidation.



Figure 11: Existing and potential consolidated and shared parking in Clare

Implications for Policy

It is apparent that the parking rates presently identified within the Council Development Plan are for the most part competitive when compared with the recommended rates identified in recent research and do not need adjustment, other than for aged care, gymnasium, hotel and shop.

The policy should formally reference the Car Parking Fund as an alternative to provision of the full rate of parking.

The policy should reinforce the desire for shared, consolidated parking areas, particularly within the core of the centre. These locations should be based on existing locations, with potential expansions and should be identified within a Concept Plan.

3.2.6 Review of bicycle parking provision and infrastructure requirements

The Clare Valley Region is one of State's and Australia's most popular and accessible cycling destinations. The number of bike trails in the district has doubled since 2012 and the district now boasts some highly regarded cycling trails including the Riesling Trail, the Rattler Trail, and the Riverton Trails. It is understood that the Riesling Trail alone generates an estimated \$1.08 million in direct expenditure within the Clare Region annually from over 12,000 visitors (Market Equity, April 2004).

The Riesling Trail runs along the northern perimeter of the Clare town centre. Cycling tourism is one the key attractors for visitors to the Clare township. For the Clare township to maximise potential benefit from the proximity of the Riesling Trail it is important that the town centre is easily accessible to cyclists and suitable bike parking facilities are provided in appropriate locations.

The Colours of Clare study prepared by GHD identified that bicycle parking is not well defined within the town centre and improvements could be made to improve the environment for cyclist in order to draw them into the town centre. A desktop analysis of available bicycle parking facilities within the town centre has also been undertaken and supports the GHD conclusion. Secure bicycle parking options are uncommon and where they are provided are not well identified.

Development Plan policy can be a suitable tool to facilitate the increased provision of bicycle parking through a bicycle parking requirements table which applies for developments in specific circumstances. Whilst the Development Plan policy speaks to the provision of suitably located, safe and secure bicycle parking facilities the policy does not presently stipulate any specific rate for the provision of bicycle parks. The SA Planning Policy Library contains a standard table with predetermined bicycle parking rates for selected land uses. This is appropriate to be adopted into the Development Plan, with additional General Section policy referencing the Table and ensuring it is applied more broadly so that other locations along trails can also better accommodate cycling tourists.

An additional challenge for the township is the enhancement and provision of easily identifiable and accessible bike trail linkages between the town centre and the Riesling Trail. The key interface between the Riesling Trail and the township is at the corner of Station Road and Lennon Street at the eastern perimeter of the township. A parking facility and rest stop for trail cyclists is located here. The route into the town centre most commonly used from this point is via Lennon Street, however this is not designated either by signage or line marking.

If a clearly delineated route into the town centre was created it would provide greater clarity to the cyclist on where to go, help direct them from unsafe or undesirable routes, and would provide greater clarity on where bicycle parking and end-of-journey facilities will likely be required. A concept plan which clearly identifies the ideal bicycle route into the town centre will be the most appropriate tool to facilitate this. Policies are already present within the Development Plan which ensure that new developments give priority to designated bicycle routes.

Implications for Policy

Bicycle use is an important part of the tourism role for Clare and the Clare Valley. The Development Plan does not provide sufficient support reflecting this and therefore inclusion of a Table specifying rates for bicycle parking, adapted from the SA Planning Policy Library should be inserted into the Development Plan. Clearer identification of bike paths connecting to the Riesling Trail via Lennon Street should also be reflected within a Concept Plan.

3.2.7 Review of Rural Living Zone southern gateway approach

Commercial and business operations are the life-blood of smaller towns and communities and need sufficient area to develop and operate. The challenge at Clare is to respond to the enormous pressure for existing 'strip development' of commercial uses along the southern approach to the town, as well as present the town as attractively as possible for its ever increasing tourism economy.

Allotments facing onto Main North Road generally comprise a mix of commercial, and non-residential activities including:

- Service trade premises – Steinborner dealership, Kubota dealership, Mid North Paving and Landscaping and WSB Distributors
- Motor repair station – Bridgestone
- Petrol filling station – Caltex
- Industry – former Clare car restoration
- Store / warehousing – Mait Plumbing, complete wool services
- Educational establishment – Vineyard Lutheran School
- Motel – Clare Valley Motel
- Personal services establishment – Mid North Funerals



Figure 12: Extent of commercial, tourism and educational uses inconsistent with current zoning in this location

This part of the township approach is covered by the Rural Living zone, and more specifically, the Town Approach Policy Area 5. Both the Rural Living Zone and the Policy Area do not support uses beyond dwellings and farming and provide little support for managing issues such as car parking, bulk and scale of the types of buildings required for such uses and advertisements. As such the zoning needs to be amended to better

reflect that existing uses have been established within this location for some time and to provide the policy guidance required to protect the important gateway function of this location for the Clare township.

It is recommended that the bulk of the above uses be included within the Commercial Zone, as this is the zone that best aligns with the types of uses that exist. However, it is necessary to create a new policy area specifically covering these allotments which provides some additional limitations on:

- land use intensification
- setbacks of new buildings
- management of car parking and site appearance generally
- requirements for landscaping and fencing treatments
- restrictions on advertising
- opportunities for improvements to the public realm

However, the Vineyard Lutheran School and the Clare Valley Motel uses can be more closely aligned with the Rural Living zone, particularly with changes to the Town Approach Policy Area which recognise their existence and guide future development of these sites.

These two sites are significantly larger and could accommodate development in a more sympathetic manner that does not impact on the township approach through placement of additional buildings and activities along the road frontage. The Motel site is essentially located behind the established uses along the road frontage and is largely screened from view by vegetation along the road frontage and the site itself. This is important given that a key aim is to avoid further establishment of ribbon type development.

The existing policy area already provides policy guidance for the siting and design of buildings and there will need to be some degree of consistency between this and the proposed Commercial policy area.

However, there is also an opportunity to provide some additional residential zoned land along the northern portion of the Motel site. This is considered appropriate in that this land:

- is contiguous to the residential zone immediately to the north along Stanley Place and has access from Stanley Place
- is largely vacant and without any constraints relating to Native Vegetation, inundation or bushfire risk (it is positioned within the medium bushfire risk area like the residential zoned land to the north)
- is positioned so that it is not visible from view along Main North Road and therefore would not impact on the rural landscape character of this part of the township entry / gateway.

Implications for Policy

There is a need to formally recognise and guide the existing commercial land uses that have established within the Town Approach Policy Area 5. The Rural Living Zone is not appropriate to guide these uses and there needs to be more robust policy framework to better guide higher quality development outcomes in this location generally.

The commercial land uses within this location should be rezoned to the Commercial zone and placed within a specific policy area restricting further intensification and providing stronger design guidance to protect the gateway character sought.

The Vineyard Lutheran College and Clare Valley Motel should remain within the Rural Living Zone and Town Approach Policy Area 5, however with better acknowledgement of their existence to facilitate development opportunities for them.

The northern portion of the Clare Valley Motel site should be rezoned to Residential Zone from the Rural Living Zone.

3.2.8 Other miscellaneous suggested policy changes

A number of other miscellaneous changes to policy have been identified as necessary and desirable as a result of ongoing issues arising from development assessment, applications proposed and ongoing queries from specific land owners. These relate to:

Garage / outbuilding sizes within the Residential Zone and Rural Living Zone

Council regularly receives proposals for large outbuildings on allotments in order to accommodate a range of vehicles that are popular within the township, including caravans, boats and trailers. These items are large in size, particularly length and height and warrant specific outbuilding designs to accommodate the, along with storage of vehicles. As a result, Council has regularly been approving outbuildings up to 108m², with overall heights of up to 4 metres. This is larger than the maximum 72m² and 3.6 metre overall height suggested within both the Residential Zone and the Rural Living Zone. Whilst larger buildings would potentially have impacts, these can be considered and assessed within the broader suite of policies within the Development Plan relating to residential amenity, shadowing and maintenance of private open space.

Tourist Accommodation at the Clare Golf Course

As part of establishing potential development and employment opportunities, the potential for the Clare Golf Course (as opposed to the adjacent Country Club) to accommodate additional tourist accommodation is considered to be an untapped potential for this site. This is seen as an important future income and experience opportunity for the Golf Club which will assist in long term financial sustainability of the Golf Club.

While the Recreation Zone currently acknowledges tourist accommodation potential for the Clare Country Club, it is silent in this regard to the Golf Club itself, notwithstanding its proximity. This needs to be better reflected within the Desired Character statement to support the intent. In addition, there appears to be an anomaly within the non-complying criteria which lists a motel as a non-complying form development in the zone, other than where it is an extension to an existing facility. Given that tourist accommodation is envisaged in the zone, it is appropriate that this exemption be expanded to allow for such facilities at the Clare Country Club and Clare Golf Course (as opposed to other locations within Clare and the Council area generally).

In addition, additional guidance should be provided to ensure that any new tourist accommodation facility on the site is located and designed to be sensitive to its setting, both visually and for maintaining the continued and ongoing operation of the Golf Course.

Implications for Policy

The Rural Living and Residential Zone provisions relating to outbuildings should be amended to allow for buildings up to 108m² and an overall height of 4 metres.

The Recreation Zone should be amended to allow for tourist accommodation to be established at the Clare Golf Club. This would include reference to its suitability within the Desired Character Statement, as well as revision of the motel exceptions to the non-complying list.

4. Recommended Policy Changes

Following is a list of the recommended policy changes based on the investigations of this DPA:

- Insertion of new Medium Density Policy Area within the Residential zone for areas in close proximity to the District Town Centre Zone. The policy area supports increased densities, encouraged diverse housing types and recognises supported accommodation facilities in this location.
- Increasing maximum outbuilding sizes and heights to 108m² and 4 metres respectively within both the Residential zone and the Rural Living Zone.
- Comprehensive updating of the District Town Centre Zone to better reflect the role of the centre, to support a wide range of land uses, as well as better guidance on building forms and appearance, activation and upgrading of pedestrian and open spaces and the consolidation of car parking. The amendment also introduces complying criteria for changes of use to shops, offices and consulting rooms, consistent with recent Ministerial amendments for metropolitan Adelaide.
- Rezoning current commercial zoned areas to:
 - Community Zone at the Clare Hospital site for more appropriate policy coverage
 - Residential zone for properties at Mackinnon Park – to reflect the residential uses in this location
 - Rural Landscape Protection Zone for parts of the Riesling Trail east of Station Road for more appropriate policy coverage
 - East Terrace Policy Area 1 into the Industry zone to better reflect the range of uses and activities present and desired by the policy area. Additional policies have been included to support tourism development at Lennon Street, to take advantage of its connection between the Riesling Trail and the District Town Centre
- Extending the Commercial Zone at Main North Road further south to include a range of commercial land uses already in place
- Listing Bulky goods outlets as non-complying development within the Commercial Zone
- Listing both Educational establishments and Bulky goods outlets as non-complying forms of development (without exception) within the Industry Zone
- Rezoning of parts of the Rural Living Zone Town Approach Policy Area to the Commercial Zone and new policy area to reflect the commercial land uses in place in this location. The policy area provides flexibility for the existing uses to operate, whilst limiting further intensification and providing stronger design guidance to ensure improved design outcomes.
- Rezoning the northern portion of the Clare Valley Motel site to Residential zone (the remainder of the site remains within the Rural Living Zone)
- Updating of the Rural Living Town Approach Policy Area 5 to align with the policy direction of the new commercial policy area and provide better guidance to development in this location.
- Introduction of Development Constraints maps covering Clare which show the Flood Hazard Levels across the Clare township, including specific policy references within the District Town Centre Zone and the East Terrace Policy Area 1
- Revisions to the car parking rates of selected land uses within Table CGV/3 – Off Street Vehicle Parking Requirements
- Introduction of a new table for Bicycle Parking for selected land uses
- Amending the Recreation Zone to facilitate tourist accommodation on the Clare Golf Club and Clare Country Club land, through a revised character statement and removal of motel as a non-complying form of development on this site.

5. Consistency with the Residential Code

The Residential Development Code was introduced in 2009 to make simpler, faster and cheaper planning and building approvals for home construction and renovation.

Portions of the Residential Zone in Clare are subject to the Residential Code provisions within Schedule 4 of the Development Regulations. The proposed zoning amendments marginally affect 4 properties previously gazetted and as such, there will need to be a change to the gazetted areas for residential code.

All of the subject properties are being rezoned to a District Town Centre or Commercial zone and are currently used for non-residential purposes. Therefore the change will have little impact.

6. Statement of statutory compliance

Section 25 of the *Development Act 1993* prescribes that the DPA must assess the extent to which the proposed amendment:

- accords with the Planning Strategy
- accords with the Statement of Intent
- accords with other parts of council's Development Plan
- complements the policies in Development Plans for adjoining areas
- accords with relevant infrastructure planning
- satisfies the requirements prescribed by the Development Regulations 2008.

6.1 Accords with the Planning Strategy

Relevant strategies from the Planning Strategy are summarised in the Appendices of this document. This DPA is consistent with the direction of the Planning Strategy.

6.2 Accords with the Statement of Intent

The DPA has been prepared in accordance with the Statement of Intent agreed to on 1 March 2017. In particular, the proposed investigations outlined in the Statement of Intent have been have been addressed in sections 3.1 and 3.2 of this document.

6.3 Accords with other parts of the Development Plan

The policies proposed in this DPA are consistent with the format, content and structure of the Clare and Gilbert Valleys Council Development Plan.

For instance, the amendments are largely affecting the zone and policy areas which are specific to particular locations. There are no changes to General Section policies and as such no impacts on consistencies.

6.4 Complements the policies in the Development Plans for adjoining areas

The DPA is focussed entirely on the policies within the Clare township, which is positioned centrally within the Clare and Gilbert Valleys Council area and Development Plan. The policy amendments have, where possible adopted the SA Planning Policy Library as a base, consistent with that of the Light Regional Council, Goyder Council, Northern Areas Council and Wakefield Regional Council. The amendments are specific to the policies applying to the Clare township and not more broadly across the Council area.

Accordingly, the policies proposed in this DPA will not affect and will complement the policies of Development Plans for adjoining areas.

6.5 Accords with relevant infrastructure planning

This DPA complements current infrastructure planning for the Council area, as discussed in section 2.3.2 of this document.

6.6 Satisfies the requirements prescribed by the Regulations

The requirements for public consultation (Regulation 11) and the public meeting (Regulation 12) associated with this DPA will be met.

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References/Bibliography

- Aurecon, 2013, Parking Spaces for Urban Places
- Australian Bureau of Statistics, 2018, Clare (SA) Quickstats, http://quickstats.censusdata.abs.gov.au/census_services/getproduct/census/2016/quickstat/SSC40257?opendocument
- Clare and Gilbert Valleys Council, 2013, Strategic Directions Review
- Department of Planning, Transport and Infrastructure, 2017, Broadhectare Report
- Department of Planning, Transport and Infrastructure, 2017, Residential Land Development Activity report
- Donna Ferretti and Associates et al, 2016, Clare Township Spatial Analysis Report
- GHD, 2015, Colours of Clare – A Town Centre Study and Roadmap
- Government of South Australia, 2011, Mid North Region Plan
- Government of South Australia, 2011, State Strategic Plan
- Government of South Australia, Clare and Gilbert Valleys Council Development Plan, Consolidated 10 November 2016
- Property and Advisory, 2018, Clare Industrial Land Study
- Roads Traffic Authority (NSW), 2002, Guide to traffic Generating Developments

Schedule 4a Certificate

CERTIFICATION BY COUNCIL'S CHIEF EXECUTIVE OFFICER

DEVELOPMENT REGULATIONS 2008

SCHEDULE 4A

Development Act 1993 – Section 25 (10) – Certificate - Public Consultation

CERTIFICATE OF CHIEF EXECUTIVE OFFICER THAT A DEVELOPMENT PLAN AMENDMENT (DPA) IS SUITABLE FOR THE PURPOSES OF PUBLIC CONSULTATION

I Helen MacDonald, as Chief Executive Officer of Clare and Gilbert Valley Council, certify that the Statement of Investigations, accompanying this DPA, sets out the extent to which the proposed amendment or amendments-

- (a) accord with the Statement of Intent (as agreed between the Clare and Gilbert Valleys Council and the Minister under section 25(1) of the Act) and, in particular, all of the items set out in Regulation 9 of the *Development Regulations 2008*; and
- (b) accord with the Planning Strategy, on the basis that each relevant provision of the Planning Strategy that related to the amendment or amendment has been specifically identified and addressed, including by an assessment of the impacts of each policy reflected in the amendment or amendments against the Planning Strategy, and on the basis that any policy which does not fully or in part accord with the Planning Strategy has been specifically identified and an explanation setting out the reason or reasons for the departure from the Planning Strategy has been included in the Statement of Investigation; and
- (c) accord with the other parts of the Development Plan (being those parts not affected by the amendment or amendments); and
- (d) complement the policies in the Development Plans for adjoining areas; and
- (e) satisfy the other matters (if any) prescribed under section 25(10)(e) of the *Development Act 1993*.

The following person or persons have provided advice to the council for the purposes of section 25(4) of the Act:

David Barone MPIA
Sandy Rix FPIA

DATED this 25th day of July 2018



Chief Executive Officer

Appendices

Appendix A – Colours of Clare Town Centre Study and Roadmap

Appendix B – Clare Township Spatial Analysis Report

Appendix C – Clare Industrial Land Study

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Appendix A – Colours of Clare Town Centre Study and Roadmap

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Appendix B – Clare Township Spatial Analysis Report

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Appendix C – Clare Industrial Land Study

DRAFT

Development Plan Amendment

By the Council

Clare and Gilbert Valleys Council

Clare Township Development Plan Amendment

The Amendment

For Consultation

Clare and Gilbert Valleys Council

DRAFT

Amendment Instructions Table				
Clare and Gilbert Valleys Council				
Clare and Gilbert Valleys Council Development Plan				
Clare Township DPA:				
<p><i>The following amendment instructions (at the time of drafting) relate to the Clare and Gilbert Valleys Council Development Plan consolidated on 10 November 2016.</i></p> <p><i>Where amendments to this Development Plan have been authorised after the aforementioned consolidation date, consequential changes to the following amendment instructions will be made as necessary to give effect to this amendment.</i></p>				
Amendment Instruction Number	Method of Change	Detail what in the Development Plan is to be amended, replaced, deleted or inserted. If applicable, detail what material is to be inserted and where. Use attachments for large bodies of material.	Is Renumbering required (Y/N)	Subsequent Policy cross-references requiring update (Y/N) if yes please specify.
COUNCIL WIDE / GENERAL SECTION PROVISIONS (including figures and illustrations contained in the text)				
Amendments required (Yes/No): No				
ZONE AND/OR POLICY AREA AND/OR PRECINCT PROVISIONS (including figures and illustrations contained in the text)				
Amendments required (Yes/No): Yes				
Commercial Zone				
1.	Replace	Entire Commercial Zone (including East Terrace Policy Area 1) with the Contents of Attachment A	N	N
Community Zone				
2.	Replace	Immediately following the Commercial Zone insert the contents of Attachment B	N	N
District Town Centre Zone				
3.	Replace	Entire District Town Centre Zone with the Contents of Attachment C	N	N
Industry Zone				
4.	Replace	Entire Industry Zone with the Contents of Attachment D	N	N
Recreation Zone				
5.	Amend	Second paragraph of Desired Character Statement by replacing the words "create separate allotments for community title and 'time share' type" with "and Clare Golf Club for". Delete the word "purposes"	N	N
6.	Insert	Immediately following PDC 6 the following new Principle of Development Control:	Y	N

Clare Township Development Plan Amendment
Clare and Gilbert Valleys Council
Amendment Instructions Table

		<p>X Buildings for tourist accommodation within the Clare Country Club and Clare Golf Course sites should be located in unobtrusive locations and in particular should be:</p> <p>(a) located below the ridge line, so as not to be visible against the skyline when viewed from White Hut Road or from within Clare township</p> <p>(b) set well back from public roads, particularly when the allotment is on the low side of the road</p> <p>(c) sited on an excavated rather than a filled site, in order to reduce the vertical profile of the building</p> <p>(d) located so as to be screened as far as possible by existing native vegetation when viewed from either White Hut Road or from the Clare township</p> <p>(e) located so as to maximise the retention of native vegetation and ensure watercourses are retained in their natural state</p> <p>(f) located so as not to compromise the ongoing and future operation of the golf course.</p>		
7.	Replace	<p>Non-complying exemption for Motel with the following:</p> <p>Except where it achieves either (a) or (b):</p> <p>(a) It is in the form of additions or alterations to an existing motel</p> <p>(b) It is located within the Clare Country Club or Clare Golf Course sites.</p>	N	N
Residential Zone				
8.	Replace	Entire Residential Zone text (excluding Policy Areas and procedural Matters with the Contents of Attachment E	N	N
9.	Insert	Immediately following Clare Square Mile Road Policy Area 10 insert the contents of Attachment F	N	N
10.	Replace	Procedural Matters with the contents of Attachment G	N	N
Rural Living Zone				
11.	Replace	Entire contents of the Rural Living Zone (including Town Approach Policy Area 5) with the contents of Attachment H	N	N
TABLES				
Amendments required (Yes/No): Yes				
Table CGV/3 – Off street Vehicle Parking Requirements				
12.	Replace	The listing for Aged Care with the following Number of Required Car Parking Spaces 1 per 3 beds	N	N
13.	Replace	The listing for Gymnasium with the following Number of Required Car Parking Spaces 7 per 100 square metres gross leasable floor area	N	N
14.	Replace	The listing for Hotel with the following Number of Required Car Parking Spaces 11 per 100 square metres gross leasable floor area	N	N
15.	Replace	The listing for Shop with the following Number of Required Car Parking Spaces 6.1 per 100 square metres per gross leasable floor area	N	N
Table CGV/8 – Bicycle Parking Requirements				
16.	Insert	The Contents of Attachment I	N	N

MAPPING (Structure Plans, Overlays, Enlargements, Zone Maps, Policy Area & Precinct Maps)				
Amendments required (Yes/No): Yes				
Map Reference Table				
17.	Replace	With contents of Attachment J		
Map(s)				
18.	Replace	The following Maps with the Contents of Attachment K Zone Map CGV/5 Zone Map CGV/20 Policy Area Map CGV/20 Zone Map CGV/21 Policy Area Map CGV/22 Zone Map CGV/23 Policy Area Map CGV/23 Zone Map CGV/24 Policy Area Map CGV/20	N	N
19.	Insert	The following Maps contained within the contents of Attachment L	N	N
20.	Insert	New Concept Plan Map CGV/9 within contents of Attachment M	N	N

Attachment A

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Commercial Zone

Refer to the [Map Reference Tables](#) for a list of the maps that relate to this zone.

OBJECTIVES

- 1 A zone accommodating a range of commercial and business land uses.
- 2 Development that minimises any adverse impacts upon the amenity of the locality within the zone.
- 3 Development that contributes to the desired character of the zone.

DESIRED CHARACTER

~~This zone within the township of Clare provides scope for commercial activities on the fringe of the District Town Centre Zone. Opportunities exist for further development of residential, under-utilised and vacant sites.~~
The zone will be developed to accommodate a variety of small scale business and commercial activities to service the local community to the region which complement but, due to specific land requirements or other factors, are more appropriately located outside the District Town Centre.

Development will be of a high standard and minimise its impact on adjacent residential zones through the careful placement and design of building bulk and scale, service access and car parking. Similarly, the management of activities on a site, particularly if external, will have regard to minimising impacts on the amenity of adjacent residential zones.

Development will improve the appearance of sites and buildings from the road through extensive landscaping to site boundaries and car parking areas.

Precinct 6 Commercial Approach

This Precinct is located to the south of the District Town Centre Zone and comprises a range of small scale office and consulting room uses. It is important that the intensity of the precinct does not compromise the arrival to the town centre from the south and as such, uses will be limited to offices and consulting rooms and be small in scale.

Visually, the precinct presents more like a residential setting than a commercial setting and this is an important attribute that will need to be maintained and enhanced by any future development. This will be achieved through maintenance of a residential scale, form and style of buildings, front gardens and small, discreet signage.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

- 1 The following forms of development are envisaged in the zone:
 - consulting room, **except within Southern Township Gateway Policy Area 9**
 - motor vehicle related business other than wrecking yard, **except within Precinct 6 Commercial Approach**
 - office **except within Southern Township Gateway Policy Area 9**
 - petrol filling station **except within Precinct 6 Commercial Approach**
 - service trade premises **except within Precinct 6 Commercial Approach**
 - shop with a gross leasable area less than 250 square metres **except within Precinct 6 Commercial Approach and Southern Township Gateway Policy Area 9**

- store except within **Precinct 6 Commercial Approach**
- warehouse except within **Precinct 6 Commercial Approach**.

- 2 Development listed as non-complying is generally inappropriate.
- 3 Retail development in the zone should not hinder the development or function of any centre zone.
- 4 Shops should have a gross leasable area less than 250 square metres.

Form and Character

- 5 Development should not be undertaken unless it is consistent with the desired character for the zone.
- 6 Development should complement the character of the surrounding residential areas in terms of the siting and scale of buildings.
- 7 Development adjoining residential zoned land should be sited and oriented to minimise the effects of noise pollution from car parks, servicing vehicles and other external activities on nearby residents.

~~Existing vegetation, including trees along Lennon Street, Clare should be retained.~~

Land Division

- 8 Land division should create allotments that vary in size and are suitable for a variety of commercial activities and should have:
 - (a) an area of not less than 500 square metres
 - (b) an average width of at least 15 metres.

PRECINCT SPECIFIC PROVISIONS

Refer to the [Map Reference Tables](#) for a list of the maps that relate to the following precinct.

Precinct 6 Commercial Approach

- 9 Development within **Precinct 6 Commercial Approach** should only comprise offices and consulting rooms.
- 10 Buildings should complement the residential scale, form and setbacks of those established within the precinct and adjacent residential zone.
- 11 Development should provide car parking to the rear of buildings.
- 12 Development should provide a minimum depth of 5 metres of landscaping between the front boundary and the front wall of the building in a manner that complements those in the adjacent residential zone.
- 13 Advertisements and advertising hoardings should not be internally or externally illuminated and should be limited to:
 - (a) a single pylon sign per allotment no greater than 2 metres in total height and 1.5 square metres in advertising area per face or
 - (b) an advertisement attached to front fencing no greater than 1.5 metres in advertising area.

Southern Township Gateway Policy Area 11

Refer to the [Map Reference Tables](#) for a list of the maps that relate to this policy area.

OBJECTIVES

- 1 Limited expansion and intensification of commercial uses.
- 2 Improvements to the appearance of development from Main North Road.
- 3 Co-ordinated development which is sensitively sited and designed.
- 4 Development that contributes to the desired character of the policy area.

DESIRED CHARACTER

This policy area covers land parcels on the approach to the Clare township which have over time developed for a range of commercial and non-residential land uses. It is important that the further intensification of the land uses, or their expansion along Main North Road is avoided in order to avoid undermining the visual appearance and function of the gateway location for the Clare township.

Despite the presence of existing tall, bulky and visually unappealing buildings, it is envisaged that new development will address the Main North Road frontage, be distinctive and of high architectural standard. New buildings will result in a lower scale and of reduced bulk by utilising a variety of materials, articulation and roof forms. Similarly, building setbacks will need to maintain the spacious setting of this location, both to the Main North Road frontage, side boundaries and between buildings on the same site.

Site layout and appearance will reflect the gateway significance of the location and improve the amenity of the local area. This will include screening any outdoor storage or activities from views from Main North Road, as well as generous landscaping to the front and side boundaries of sites.

It is anticipated that any development on sites with an unsatisfactory layout or appearance will be designed to improve or rectify these conditions, particularly where it relates to parking placement and design, building design and the orientation of buildings.

Fencing along Main North Road will be open and permeable to allow for views to landscaping and the buildings and vegetation throughout the sites. Development on the high side of the road will avoid the placement of retaining walls to the front boundary, but rather set back and step any retaining walls to soften their appearance and provide opportunities for landscaping.

Advertising will need to be restrained within the policy area and appropriately sited to complement the policy area's gateway significance. It is important that they avoid a cluttered appearance and not dominate views along this part of Main North Road. This will relate to the number, placement, design and materiality of advertisements.

The enhancement of the appearance of the township approach will be further complemented by improvements to the public realm in this location, comprising a consistent landscape theme, an avenue of trees and gateway signage.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

- 1 The following forms of development are envisaged in the policy area:
 - motor repair station

- petrol filling station
 - service trade premises
- 2 Development should not result in the introduction of additional land uses and intensification of existing land uses.

Form and Character

- 3 Development should not be undertaken unless it is consistent with the desired character for the policy area.
- 4 Buildings should be set-back a minimum of 10 metres from Main North Road and eight metres from other roads or the equivalent distance of the building on a neighbouring allotment, whichever is greater.
- 5 Development should include extensive landscaping between the front property boundary and the front of any buildings:
- (a) so that a landscaped garden can be created
 - (b) to enhance the appearance of the street through landscaping.
- 6 Buildings should be no taller than 5 metres in height from natural ground level and sited to relate to the slope of the land, so that the amount of cutting and filling of the natural ground is minimised.
- 7 Retaining walls forward of buildings should be minimised and:
- (a) broken into smaller components to reduce the visual prominence
 - (b) set back from the street and side boundaries to allow for landscaping and screening.
- 8 Car parking and vehicle access should not dominate the visual appearance of sites by:
- (a) being provided to the side or rear of buildings
 - (b) breaking up expanses of parking areas with expanses of landscaping at least 2 metres in width and comprising trees
 - (c) rationalising access points to Main North Road, including the width of existing driveways.
- 9 Development should ensure that the appearance of the site from Main North Road is improved by:
- (a) the provision of additional landscaping and trees to the front property boundary and within any car park
 - (b) avoiding the placement of any new buildings forward of existing buildings on the site, or buildings on an adjacent site
 - (c) ensure generous spaces between buildings and to side boundaries where visible from the Main North Road frontage
 - (d) maintain existing mature vegetation on the site, particularly native vegetation
 - (e) reducing the visual prominence of taller buildings through articulation, variation in materials and screening using landscaping.

Advertising Signs

- 10 The location, siting, size, shape and materials of construction, of advertisements should:

- (a) limited to 1 advertisement per allotment
- (b) not exceed a height of 5 metres and an advertisement area of 3 square metres per face
- (c) relate to an existing lawful non-residential only
- (d) be positioned entirely on the site of the development
- (e) not be internally illuminated or in the form of an LED panel
- (f) not be animated, flash or move in any way

Land Division

11 Land division should:

- (a) not create additional allotments
- (b) not result in additional allotments with frontage to Main North Road.

PROCEDURAL MATTERS

Complying Development

Complying developments are prescribed in Schedule 4 of the *Development Regulations 2008*.

Non-complying Development

Development (including building work, a change in the use of land, or division of an allotment) for the following is non-complying:

Form of development	Exceptions
Amusement Machine Centre in the East Terrace Policy Area 1 and Southern Township Gateway Policy Area 11	
Bulky goods outlet	
Consulting room in Southern Township Gateway Policy Area 11	
Dairy	
Dwelling	Except a caretaker's dwelling ancillary and in association with a commercial use.
Educational establishment	
Farm building	
Farming	
Fuel depot	
General industry	
Horticulture	
Hospital	
Indoor recreation centre in the East Terrace Policy Area 1	
Intensive animal keeping	
Land division within the Southern Township Gateway Policy Area 11	Except where: (a) no additional allotments are created and (b) no additional frontages to Main North Road are created
Motor repair station in Precinct 6 Commercial Approach	
Nursing home	
Petrol filling station in Precinct 6 Commercial Approach	
Place of worship	
Pre-school	
Prescribed mining operations	

Form of development	Exceptions
Road transport terminal	
Service trade premises in the East Terrace Policy Area 1 and Precinct 6 Commercial Approach	
Shop or group of shops	Except where located outside of Precinct 6 Commercial Approach and Southern Township Gateway Policy Area 11 and it achieves one of the following: (a) the gross leasable area is 250 square metres or less (b) the shop is a bulky goods outlet.
Special industry	
Stadium	
Stock sales yard	
Stock slaughter works	
Waste reception, storage, treatment, or disposal	
Winery	
Wrecking yard	

Public Notification

Categories of public notification are prescribed in Schedule 9 of the *Development Regulations 2008*.

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Attachment B

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Community Zone

Refer to the [Map Reference Tables](#) for a list of the maps that relate to this zone.

OBJECTIVES

- 1 A zone accommodating community, educational, recreational and health care facilities for the general public's benefit.
- 2 Development that is integrated in function and provides a coordinated base to promote efficient service delivery.
- 3 Development that contributes to the desired character of the zone.

DESIRED CHARACTER

The zone accommodates the Clare Hospital and its grounds as well as neighbouring emergency services facilities including the Country Fire Service, State Emergency Service and SA Ambulance Service. It is anticipated that development within the zone will facilitate the expansion and improvement of health services and emergency management services for Clare and the surrounding region. As such, it is important that development that compromises the ongoing operation of this important community infrastructure is not established within the zone.

The Farrell Flat Road frontage of the hospital presents as an attractive open landscaped setting which will be maintained as part of any future redevelopment of the site. Landscaping will also improve the appearance of the Webb Street frontage, so as to screen any servicing areas and act to soften the interface with adjoining residential properties.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

- 1 The following forms of development are envisaged in the zone:
 - community centre
 - consulting room
 - emergency services facility
 - hall
 - health facility
 - hospital
 - office associated with community service
 - place of worship.
- 2 Development listed as non-complying is generally inappropriate.
- 3 Development should not be undertaken if it would inhibit or prejudice the integrated development of land within the zone for further community and institutional uses.

Form and Character

- 4 Development should not be undertaken unless it is consistent with the desired character for the zone.

PROCEDURAL MATTERS

Complying Development

Complying developments are prescribed in Schedule 4 of the *Development Regulations 2008*.

Non-complying Development

Development (including building work, a change in the use of land, or division of an allotment) for the following is non-complying:

Form of development	Exceptions
Dwelling	
Fuel depot	
Horticulture	
Industry	
Intensive animal keeping	
Land division	Except where no additional allotments are created partly or wholly within the policy area.
Motel	
Major public service depot	
Motor repair station	
Nursing home	
Office	Except where associated with community or health facilities.
Petrol filling station	
Place of worship	
Residential flat building	
Road transport terminal	
Service trade premises	
Shop or group of shops	
Stock sales yard	
Stock slaughter works	
Store	
Warehouse	
Waste reception, storage, treatment or disposal	
Wrecking yard	

Public Notification

Categories of public notification are prescribed in Schedule 9 of the *Development Regulations 2008*.

Attachment C

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District Town Centre Zone

Refer to the [Map Reference Tables](#) for a list of the maps that relate to this zone.

OBJECTIVES

- 1 A centre that accommodates a full range of retail facilities, offices, consulting rooms, and cultural, community, public administration, entertainment, **tourism**, educational facilities to serve the community and visitors within the surrounding district.
- 2 Development of a visually and functionally cohesive and integrated district town centre.
- 3 A zone developed in accordance with the following:
 - (a) **focus for principal retail, cultural, entertainment and tourism development within a compact and lively core centred on** ~~along Main North Road and Old North Road and Union Street as the main retail core of the District Town Centre.~~
 - (b) ~~containment of business activities to the south side of Harriot Street and provision for further expansion through comprehensive redevelopment.~~
 - (c) ~~development of the area generally fronting Strickland Street and Daly Street for~~ **low intensity small scale retail, development to support business activities, and offices and consulting rooms and tourist accommodation** ~~at the residential interface.~~
 - (d) **improved access and movement through the** ~~promotion and development of pedestrian and cyclist connections to trails and key nodes, along with the development of consolidated shared use, off-street car parking areas and service access arrangements.~~
- 4 A centre accommodating medium density residential development in conjunction with non-residential development.
- 5 **Retention of the historic streetscape character of Main North Road and Old North Road derived from new buildings designed to complement** ~~Retention and preservation of the existing State and Local heritage places. attractive historical character, in particular the verandah facades along the Main North Road and Old North Road, and the several old buildings of historical significance including the old Town Hall, Court House, ANZ Bank, Employment Directions and the National Bank.~~
- 6 Maintenance of the Hutt River and its banks as a linear open space to minimise the potential of flooding.
- 7 **Attractive and well used public spaces and footpaths.**
- 8 Development that contributes to the desired character of the zone.

DESIRED CHARACTER

Clare is the region's centre for the delivery of regional business, shopping, arts, cultural, health, recreation and government services for its community. It is also recognised as the front door to the whole region, promoting the region, its attractions, key destinations and townships for tourists. The District Centre Zone is central to these roles and will continue to grow and evolve in order to cater for a diversity of community and visitor needs.

It is anticipated that the core of the centre's activity will be focussed along Main North Road and Old North Road, as shown on [Concept Plan Map CGV/8 – District Town Centre](#), will be the location for major retail developments to occur, along with a hub of activity focussed on retail, entertainment, arts, cultural and tourism development. Provision of small-scale retail, office, service consulting room and other business activities that provide a supporting role to the core uses in the town centre will be focussed to the remainder of the centre and at the interface with surrounding zones.

It is anticipated that underutilised sites and those containing dwellings will be progressively redeveloped in a manner that maximises development potential and contribution to the township. This may include the consolidation of sites to allow for a more efficient and coordinated form of development to occur, particularly on small and irregular shaped allotments.

It is important that development maintains the integrity and prominence of the state and local heritage places within Main North Road and Old North Road and enhances the historic, low profile character and townscape of the zone. It is anticipated that development will not exceed 2 storeys in height at street frontages, with taller building forms only appropriate where they are not visible within the streetscape.

Contemporary development will take cues from the prominent heritage places in their siting, scale, setbacks, height, architectural form and materiality, including the use of hip or gable roof forms or masonry parapets. This will result in a continuity in facade and built form edge to both Main North Road and Old North Road that frames these streets, as shown on [Concept Plan Map CGV/8 – District Town Centre](#). The continuity and consistency in the provision and height of verandahs / canopies also forms an important component in the country town character of the zone, particularly in the core.

Notwithstanding the large scale retail activities that are envisaged, development will reinforce the perception of small-scale development that characterises the town centre through maintaining and reinforcing the rhythm of development within the street. This will be achieved by sleeving large floorplate tenancies with smaller, fine grained, narrow tenancies with regular entries and display windows to the street. Development that presents blank walls or false windows to street frontages is inappropriate and where existing, is expected to be altered to better activate the street.

The District Centre Zone will be an attractive place for all members of the community to get jobs done, catch up, meet and enjoy a country town atmosphere. Critical to this is the diversity of active uses that front onto streets supported by high quality public spaces and public realm. It is envisaged that the public realm within Main North Road and Old North Road will be improved over time to provide a better balance between pedestrian and cyclist safety and amenity and that of vehicle movement and parking. This will mean more places for outdoor dining, landscaping, public seating, public art and street trees which will significantly improve the attractiveness of the streets and make them more inviting to stay longer. Where footpath widths are narrow, with little opportunity for widening, development will provide a small setback to facilitate a more comfortable pedestrian environment.

Pedestrian linkages across the zone, particularly between Main North Road and Old North Road as shown on [Concept Plan Map CGV/8 – District Town Centre](#) will form public spaces, including Ellis Park and service as gathering points for the community. Development will be expected to take advantage of these spaces by spilling out into streets and public spaces and the use of these spaces for outdoor dining, temporary events and activities such as markets and festivals. These pedestrian connections will link to surrounding streets and shared use trails.

Main street improvements will provide a consistent landscaping theme across the zone and signal arrival gateways at both the Victoria Road and Farrell Flat Road roundabouts. The landscaping across the zone will act to soften the built form, provide shade to footpaths as well as provide a sense of colour during seasons.

The Hutt River runs through the zone. Development will acknowledge the potential for the river to flood and will either be located outside of land prone to flooding or include design solutions to limit the likely impact of floodwaters. The natural characteristics of the Hutt River will be enhanced through the retention of vegetation and rehabilitation of banks. Overtime, land adjoining the Hutt River may transfer to public ownership in order to facilitate flood mitigation works and a shared use trail as shown on [Concept Plan Map CGV/8 – District Town Centre](#).

Main North Road acts as the major town thoroughfare linking Adelaide and the Barossa Valley to northern Mid North regions and the Flinders Ranges and is subject to heavy vehicle movements. For this reason, and the desire to minimise conflicts with pedestrians, development will avoid or minimise access from Main North Road for parking.

It is intended that parking not form a dominant visual component of the town centre. For this reason, it is envisaged that parking will be positioned within basements, undercrofts or to the rear of buildings within communal parking areas linked to side streets and other access points, with visitors guided to these

locations through improved wayfinding signage. Large expanses of parking areas will be broken up with use of landscaping and trees for shade and improved amenity.

Similarly, servicing of development will be positioned away from public areas and screened from adjacent residential areas. It is acknowledged that this is a challenge for those properties between Main North Road and Old North Road, however it is expected that servicing occur on the sites, crossings of the footpath be minimised in width and frequency and as little of the frontage as possible is used for back of house and servicing functions.

Given the presence and importance of the Riesling Trail to visitors experience of Clare, development will recognise the importance of bicycle parking and storage for visitors, particularly those uses targeted at tourists. These will be complemented by public bike storage facilities at key locations within the town centre.

Advertisements will be limited in number and size for development with hoardings appropriately located and designed to complement the country townscape character and be proportionate to the space in which they are located. Appropriate kinds of advertisements will include small flush wall signs, under verandah and verandah fascia signage, and signs positioned on parapets. Advertisements that are positioned above parapets and at or above roof level are inappropriate.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

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

- affordable housing
- bank
- bulky goods outlet
- child care centre
- civic centre
- community centre
- consulting room
- discount department store
- dwelling in conjunction with non-residential development
- educational establishment
- emergency services facility
- entertainment facility
- health facility
- hospital
- hotel
- indoor games centre
- library
- motor repair station
- office
- place of worship
- playing field
- pre-school
- primary school
- residential flat building in conjunction with non-residential development
- restaurant
- shop
- supermarket
- swimming pool
- tourist accommodation
- tourism development.

2 Development listed as non-complying is generally inappropriate and not acceptable unless it can be demonstrated that it does not undermine the objectives and principles of the Development Plan.

- 3 Medium density residential development comprising a variety of residential and non-residential uses may be undertaken provided such development does not prejudice the operation of existing or future retail activity within the zone.
- 4 Tourist accommodation should be provided in a manner that maintains:
 - (a) the viability of retail, commercial and business-related uses on site and adjacent sites
 - (b) active ground level retail uses within the core area identified within Concept Plan Map CGV/8 – District Town Centre

Form and Character

- 5 Development should not be undertaken unless it is consistent with the desired character for the zone.
- 6 Development should occur in accordance with [Concept Plan Map CGV/8 – District Town Centre](#).
- 7 Buildings will be limited to two storeys in height unless:
 - (a) taller components of buildings are designed and located so that they are not visible from the streetscape
 - (b) an additional floor level is contained entirely within the roof space.
- 8 Buildings located within the core should be designed and located to complement the prevailing characteristics within the streetscape having regard to:
 - (a) existing state and local heritage places
 - (b) the height of walls at the street frontage
 - (c) the width of individual tenancies
 - (d) the proportion of glazing to wall components
 - (e) use of masonry materials
 - (f) use of hipped, gabled roof forms, or parapets
 - (g) depth, height and form of verandah or canopy over the footpath.

Development should be designed and sited to promote linkages between the various developments within the centre and adjoining main roads, as shown on [Concept Plan Map CGV/8 – District Town Centre](#).

- 9 Facilities within the centre should be located and designed with a view to promoting after-hours use to reinforce the centre as the focus of social activity in the district.
- 10 Dwellings should be located only behind or above non-residential uses on the same allotment.
- 11 Development adjacent to the Hutt River should be designed and located in order to:
 - (a) prevent the entry of floodwaters from a 1 in 100 year average return interval flood event
 - (b) maintain its drainage function and facilitate flood management and mitigation measures
 - (c) maintain and improve the amenity of vegetation in this location
 - (d) facilitate the Hutt River pedestrian and cycling trail, as shown on [Concept Plan Map CGV/8 – District Town Centre](#).

- ~~12 The area between Burton Street, Strickland Street, and Temple Road, should be developed with small scale commercial activities appropriate in the town centre and compatible with the adjacent residential zone.~~

Parking

- 13 Development should provide off-street vehicle parking in accordance with [Table CGV/8 – Off Street Vehicle Parking Requirements](#) except in any one or more of the following circumstances:
- (a) the development results in, or takes advantage of, a shared use consolidated parking area as shown in on [Concept Plan Map CGV/8 – District Town Centre](#).
 - (b) a financial contribution is paid into the Council Car Parking Fund in accordance with the gazetted rate per car park.
- 14 Car parking should not dominate street frontages by:
- (a) being located behind buildings
 - (b) being located within a basement
 - (c) being in the format of an undercroft carpark, except where located on a site within the core identified as having a continuous built form edge and activated frontage, as shown on [Concept Plan Map CGV/8 – District Town Centre](#).

~~Undercroft or semi basement car parking areas should not project above natural or finished ground level by more than 5 metres.~~

- 15 Development of shared and consolidated car parking facilities may be appropriate in some circumstances.

Land Division

- 16 Land division in the zone is appropriate provided new allotments are of a size and configuration to ensure the objectives of the zone can be achieved.

PROCEDURAL MATTERS

Complying Development

Complying developments are prescribed in Schedule 4 of the *Development Regulations 2008*.

In addition, the following forms of development (except where the development is non-complying) are complying:

A change of use to a shop, office, consulting room or any combination of these uses where all of the following are achieved:

- (a) the area to be occupied by the proposed development is located in an existing building and is currently used as a shop, office, consulting room or any combination of these uses
- (b) the building is not a State heritage place
- (c) it will not involve any alterations or additions to the external appearance of a local heritage place as viewed from a public road or public space
- (d) if the proposed change of use is for a shop that primarily involves the handling and sale of foodstuffs, it achieves either (i) or (ii):
 - (i) all of the following:

- (A) areas used for the storage and collection of refuse are sited at least 10 metres from any Residential Zone boundary or a dwelling (other than a dwelling directly associated with the proposed shop)
- (B) if the shop involves the heating and cooking of foodstuffs in a commercial kitchen and is within 30 metres of any Residential Zone boundary or a dwelling (other than a dwelling directly associated with the proposed shop), an exhaust duct and stack (chimney) exists or is capable of being installed for discharging exhaust emissions
- (ii) the development is the same or substantially the same as a development, which has previously been granted development approval under the *Development Act 1993* or any subsequent Act and Regulations, and the development is to be undertaken and operated in accordance with the conditions attached to the previously approved development
- (e) if the change in use is for a shop with a gross leasable floor area greater than 250 square metres and has direct frontage to an arterial road, it achieves either (i) or (ii):
 - (i) the primary vehicle access (being the access where the majority of vehicles access / egress the site of the proposed development) is from a road that is not an arterial road
 - (ii) the development is located on a site that operates as an integrated complex containing two or more tenancies (and which may comprise more than one building) where facilities for off-street vehicle parking, vehicle loading and unloading, and the storage and collection of refuse are shared
- (f) off-street vehicular parking is provided in accordance with the rate(s) specified in [Table CGV/3 - Off Street Vehicle Parking Requirements](#) to the nearest whole number, except in any one or more of the following circumstances:
 - (i) the building is a local or state heritage place
 - (ii) the development is the same or substantially the same as a development, which has previously been granted development approval under the *Development Act 1993* or any subsequent Act and Regulations, and the number and location of parking spaces is the same or substantially the same as that which was previously approved
 - (iii) the development is located on a site that operates as an integrated complex containing two or more tenancies (and which may comprise more than one building) where facilities for off-street vehicle parking, vehicle loading and unloading, and the storage and collection of refuse are shared.

Non-complying Development

Development (including building work, a change in the use of land, or division of an allotment) for the following is non-complying:

Form of Development	Exceptions
Caravan park	
Dwelling	Except where in conjunction with a non-residential development.
Fuel depot	
Horticulture	
Industry	Except for service industry.
Major public service depot	
Road transport terminal	

Form of Development	Exceptions
Stadium	
Stock sales yard	
Stock slaughter works	
Waste reception, storage, treatment or disposal	
Wrecking yard	

Public Notification

Categories of public notification are prescribed in Schedule 9 of the Development Regulations 2008.

Attachment D

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Industry Zone

Refer to the [Map Reference Tables](#) for a list of the maps that relate to this zone.

OBJECTIVES

- 1 A zone primarily accommodating a wide range of industrial, warehouse, storage and transport land uses on various allotment sizes.
- 2 Development that contributes to the desired character of the zone.

DESIRED CHARACTER

The zone accommodates the primary industrial areas for the townships of Clare, Riverton and Saddleworth.

The zone at Clare covers three areas on the north and east fringes of the town. The northern site is characterised by a wide range of commercial and industrial activities with many established businesses along the main road frontage. The area has a residential interface along the southern portion of the zone. The zone also abuts a prominent ridgeline (western boundary) where no development should proceed in close proximity to the ridgeline. A landscape buffer should be established along the western periphery of the zone. The area should accommodate a range of light industrial, commercial and business activities including manufacturing, warehousing and distribution. Development with no or little off-site impacts should be located at the residential interface. Potential exists for new development and should be designed to ensure the character of the area is enhanced via use of high quality materials, landscaping and design.

One eastern site comprises the Archer Place Policy Area 1 and the other eastern site is located along Farrell Flat Road. The Farrell Flat Road site provides further opportunities for light industrial business on under-utilised or vacant allotments. Development in this location on the area to the north of Farrell Flat Road should be kept clear of the creek.

At Riverton some light industry/warehousing activity does exist at the end of Mill Street along Railway Terrace, but this area cannot be expanded to meet the demand for industrial land in future due to the constraints on its expansion imposed by the railway and the river. An area to the south of the SA Power Networks depot situated along the highway from Adelaide and comprises Part Section 523 will cater for future industry. In view of its location, extensive landscaping should be undertaken to improve its appearance and to screen the new development from the nearby residents and visitors to the town from the south.

At Saddleworth there is some industrial development on Belvedere Road to the west of the railway. However, due to certain obvious constraints this area cannot be expanded to meet the future demand for industrial land. Some industrial activity also exists in the south, along the Saddleworth to Marrabel Road, which should be extended to consolidate the industrial activity in Saddleworth. A town the size of Saddleworth should set aside a specific area for light industrial and large-scale commercial development, rather than permit such development to occur in a haphazard manner throughout the township. Although some industrial activity exists in the zone, care needs to be taken to ensure that extensive landscaping is undertaken around the zone to improve its appearance and help screen future buildings and structures from view of the passers-by and the adjoining development.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

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

- industry
 - transport distribution (except within Archer Place Policy Area 1)
 - warehouse.
- 2 Development listed as non-complying is generally inappropriate.
- 3 No dwelling other than caretakers' quarters should be erected.
- 4 Other than within the Archer Place Policy Area 1, ~~There should be no~~ retail or office development should not be established unless:
- (a) associated with the industrial activity, and
 - (b) does not exceed 25 percent of the total floor area of the related activity

Form and Character

- 5 Development should not be undertaken unless it is consistent with the desired character for the zone.
- 6 Development adjacent to the Deferred Urban Zone, the Clare Low Density Housing Policy Area 3 and the Residential Zone at Saddleworth should incorporate a landscaped buffer at a minimum of 25 metres in width from the zone boundary.
- 7 Development should be set back at least 8 metres from any road frontage, except where fronting a road identified in [Table CGV/1- Building Setbacks from Road Boundaries](#) or on *Overlay Maps - Transport*.
- 8 In areas where a uniform street setback pattern has not been established, buildings should be set back in accordance with the following criteria (subject to adequate provision of car parking spaces and landscaping between buildings and the road):
- (a) buildings up to a height of 6 metres should be sited at least 8 metres from the primary street alignment
 - (b) buildings exceeding a height of 6 metres should be sited at least 10 metres from the primary street alignment
 - (c) where an allotment has two street frontages, no building should be erected within 3 metres of the secondary street alignment.
- 9 Building facades facing land zoned for residential purposes should not contain openings or entrance ways that would result in the transmission of noise that would adversely affect the residential amenity.
- 10 Any plant or equipment with potential to cause an environmental nuisance (including a chimney stack or air-conditioning plant) should be sited as far as possible from adjoining non-industrially zoned allotments, and should be designed to minimise its effect on the amenity of the locality.
- 11 Advertisements and advertising hoardings should not include any of the following:
- (a) flashing or animated signs
 - (b) bunting, streamers, flags, or wind vanes
 - (c) roof-mounted advertisements projected above the roofline
 - (d) parapet-mounted advertisements projecting above the top of the parapet.
- 12 Landscaping within a site should be provided so that:
- (a) not less than 10 per cent of the site should be developed as landscaping

- (b) a landscaped set-back area at least 3 metres in width is located along boundaries with any road or reserve and at least 2 metres wide at the rear of the site where it adjoins a zone boundary
- (c) it is located along at least 50 per cent of the street alignment.

Land Division

13 Land division should create allotments that:

- (a) are of a size and shape suitable for the intended use
- (b) have an area of not less than 1500 square metres, unless intended for a specific purpose consistent with the zone provisions and for which a lesser site area requirement can be demonstrated
- (c) have a frontage to a public road of at least 25 metres.

Archer Place Policy Area 1

Refer to the [Map Reference Tables](#) for a list of the maps that relate to this policy area.

OBJECTIVES

- 1 Continuation of winery activities and the establishment of other industrial activities compatible with the wineries.
- 2 Tourism development compatible with winery development and the Riesling Trail.
- 3 Conservation and enhancement of the Hutt River watercourse.
- 4 Development that contributes to the desired character of the policy area.

DESIRED CHARACTER

This policy area contains existing winery infrastructure and provides an opportunity for the continuation of those winery activities including the establishment of other industrial activities that are compatible with and complement winery operations.

The policy area is located between the Riesling Trail and the District Town Centre with opportunities to improve the activity and appearance of this location for tourists. This will be achieved through the establishment of small scale retail and tourism developments that front onto Lennon Street, as well as improved appearance and management of sites at the interface with the Riesling Trail.

It is expected that development will achieve a high standard of presentation to the street, particularly along Lennon Street where landscaping will be provided between the street and buildings. Elsewhere in the policy area, landscaping will soften the appearance of sites along the street frontage, to car parks and at the interface with the Riesling Trail. Sites will maintain a tidy and orderly appearance with any external storage and operations screened from views from both the street and the Riesling Trail.

~~In addition the policy area contains a portion of The Hutt River that flows in a north-south direction through Clare the policy area providing an opportunity for the conservation and enhancement of the existing watercourse whilst also providing tourism development accommodation opportunities that manage flood risk. For winery visitors. It is expected that land set aside for the watercourse will be vegetated and also act as a buffer to adjacent residential development.~~

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

- 1 The following forms of development are envisaged in the policy area:
 - industrial activity compatible with winery activities
 - winery activities
- 2 In addition, the following land uses are envisaged along the Lennon Street frontage only:
 - office
 - restaurant
 - shop
 - tourism development
- 3 Shops should have a gross leasable area less than 250 square metres.

FORM AND CHARACTER

- 4 Development should not be undertaken unless it is consistent with the desired character for the policy area.
- 5 Development fronting Lennon Street should result in:
 - (a) landscaping between the street and the building
 - (b) car parking to the side or rear of buildings
 - (c) the maintenance of existing vegetation and trees along Lennon Street.
- 6 Development adjacent to and visible from the Riesling Trail should be undertaken in accordance with Table CGV/7 – Guidelines for Development Near Trails, and include a landscaped buffer at the periphery of the site of sufficient width and density of planting that screens external storage, activities and buildings from view on the trail.
- 7 Development should provide for the retention of the Hutt River and associated vegetation as open space.
- 8 Development which would be liable to cause any risk to public health or loss of amenity or pollution of the Hutt River should not be undertaken.

PROCEDURAL MATTERS

Complying Development

Complying developments are prescribed in Schedule 4 of the *Development Regulations 2008*.

Non-complying Development

Development (including building work, a change in the use of land, or division of an allotment) for the following is non-complying:

Form of development	Exceptions
Amusement machine centre	
Community centre	
Consulting room	
Dwelling	Except where: <ul style="list-style-type: none"> (a) ancillary to and in association with industrial development (b) located on the same allotment.
Horticulture	
Hospital	
Hotel	
Indoor recreation centre	
Intensive animal keeping	
Motel	
Nursing home	
Office	Except where it achieves (a) or (b): <ul style="list-style-type: none"> (a) it is located within Archer Place Policy Area 1 (b) it is located outside of Archer Place Policy Area 1 and <ul style="list-style-type: none"> (i) ancillary to and in association with industrial development and (ii) located on the same allotment
Pre-school	
Place of worship	
Prescribed mining operations	
Road transport terminal within Archer Place Policy Area 1	
Service trade premises within Archer Place Policy Area 1	
Shop or group of shops	Except where it achieves either (a) or (b):

Form of development	Exceptions
	<ul style="list-style-type: none"> (a) it is located within the Archer Place Policy Area 1 and the gross leasable area is 250 square metres or less (b) it is located outside of the Archer Place Policy Area 1 and the gross leasable area is 80 square metres or less.
Stadium	
Special Industry	
Stock slaughter works	
Tourist accommodation	
Viticulture	
Wrecking yard in Archer Place Policy Area 1	

Public Notification

Categories of public notification are prescribed in Schedule 9 of the *Development Regulations 2008*.

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Attachment E

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Residential Zone

Refer to the [Map Reference Tables](#) for a list of the maps that relate to this zone.

OBJECTIVES

- 1 A residential zone comprising a range of dwelling types, including a minimum of 15 per cent affordable housing, and community facilities in suitable areas.
- 2 Increased dwelling densities in close proximity to centres, public transport routes and public open spaces.
- 3 Development that contributes to the desired character of the zone.

DESIRED CHARACTER

The zone promotes pleasant, safe and convenient environments for the residents of Clare, Riverton, Saddleworth and Auburn; supported by an appropriate range of recreation, education, community and aged care facilities.

These townships form the principal urban centres of the Clare and Gilbert Valleys district – providing for a diverse and long term range of housing forms and densities, along with appropriately located and integrated business, tourism, community, educational and recreational development.

The principal urban centres will function in support of the rural, tourism, business and service sectors, and also the other important settlements within the district – recognising that all urban centres provide opportunity for a range of integrated housing, business and community services and facilities.

The zone will embrace development that is world class and welcomes innovation which has a focus on quality urban design, spaces for people, landscape treatments and environmental sustainability – development shall be respectful of the unique heritage and legacy of the past and promote well managed economic growth that protects and enhances the key landscape qualities and environmental features of the Clare and Gilbert Valleys.

Some parts of the **Residential Zone** in Auburn, Riverton and Saddleworth have historically been used for horticultural and intensive agricultural uses which may give rise to contamination. Development is expected to occur on a precautionary basis where the sites have been verified that they are suitable for the intended use, particularly where it involves sensitive uses like residential development.

Clare

This zone, which comprises the established residential areas of Clare, is intended to be the main location for a variety of residential development utilizing existing underdeveloped allotments **to create infill development at higher densities near the town centre and open space and recreation areas, together with low density development in** pockets of undeveloped land to the south west and north-west of Clare. **Unless specified within a policy area, development is expected to** maintain the attractive streetscape character of the residential areas, predominantly characterized by a variety of lot sizes with low density residential development, deep building set-backs and landscaped front garden areas.

Parts of Clare are affected by flooding, as identified on *Overlay Maps – Development Constraints*, and it is essential that future development adequately addresses this issue in accordance with provisions contained in the *General Section – Hazards*.

Riverton

The existing subdivided areas in the immediate vicinity of the town 'core' have largely been developed so that there is a demand for more residential land. This demand can be met in the south in an infill area lying between Horner and Davis Streets and other vacant allotments within the town 'core'. Additional provision has also been made for future expansion of the town to the west, south and east. This land should be sufficient to accommodate anticipated growth for quite some time to come.

The development of residential land will be undertaken in accordance with [Concept Plan Map CGV/4 - Riverton Residential Areas](#), [Concept Plan Map CGV/5 - Riverton West](#) and [Concept Plan Map CGV/6 - Riverton South](#).

Given the large expanse of residentially zoned land to the west of the township, the division of land is to occur in an orderly and economical fashion in accordance with the staging shown on [Concept Plan Map CGV/5 - Riverton West](#).

Further land to the south within the **Deferred Urban Zone** will be reviewed for release for housing and/or other urban purposes, once other available land within the township has started to be developed. Parts of Riverton are affected by flooding, as identified on *Overlay Maps – Development Constraints*, and it is essential that future development adequately addresses this issue in accordance with provisions contained in the *General Section – Hazards*.

Saddleworth

Saddleworth has largely retained its pattern of low-density development and character which provide a quality living environment for its residents. The existing subdivided areas in the immediate vicinity of the town 'core' have been largely developed and there is emerging demand for more residential land. However, the vacant allotments near the town 'core' and the land set aside the primary school on the northern edge of the township, should cater for Saddleworth's future living requirements in the short term.

Land to the north of the Saddleworth school (bounded by the Barrier Highway, Hazeleigh Road, McAuliffes Road and the school property) has been set-aside for future consideration for community and urban development in a **Deferred Urban Zone**. – providing longer term growth options for Saddleworth.

Parts of Saddleworth are affected by flooding, as identified on *Overlay Maps – Development Constraints*, and it is essential that future development adequately addresses this issue in accordance with provisions contained in the *General Section – Hazards*.

Auburn

Auburn has largely retained its low-density development pattern and attractive character which provide a pleasant living environment for its residents. The western part of the town, being elevated, is more developed than the somewhat low-lying eastern part, which is further divided by the river and the railway. However, a large number of vacant blocks on both sides of the main road should be sufficient for anticipated residential growth, along with vacant land to the north and south of the township, thus obviating the need for further physical expansion of the township. A small winery exists on Stanley Street and should continue with limited expansion being catered for, without affecting the residential amenity of the area.

The development of land to the north of the township will be undertaken in accordance with [Concept Plan Map CGV/3 - Auburn North Residential](#).

The residential area at Clare has traditionally developed at medium to low density, whilst Riverton, Saddleworth and Auburn have been at low density development – scope now exists for medium density development at Riverton and Saddleworth with the completion of the Community Wastewater Management Systems. Generally large allotment sizes and low density development is expected to continue in the short to medium term. Opportunities exist within Clare, Riverton and Saddleworth to provide further infill development on vacant allotments and to provide smaller allotment development in appropriate locations. It is likely that infill development will continue in the short term as familiarity with the concept of closer development becomes more acceptable. As pressure on urban services grows, the benefits of appropriate infill development will encourage further division and consolidation within residential areas.

The amenity of residential areas is enhanced by a number of significant buildings, and this should be conserved as appropriate. Land designated as parklands should be maintained for such purposes and kept free of urban and residential development.

With increased streetscape treatment, community interest and support for maintaining and enhancing the residential environment will be generated.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

- 1 The following forms of development are envisaged in the zone:
 - affordable housing
 - domestic outbuilding in association with a dwelling
 - domestic structure
 - dwelling
 - dwelling addition
 - small scale non-residential uses that serve the local community, for example:
 - child care facilities
 - open space
 - primary and secondary schools
 - recreation areas
 - supported accommodation.
- 2 Development listed as non-complying is generally inappropriate and not acceptable unless it can be demonstrated that it does not undermine the objectives and principles of the Development Plan.
- 3 Vacant or underutilised land should be developed in an efficient and co-ordinated manner to increase housing choice by providing dwellings at densities higher than, but compatible with adjoining residential development.
- 4 Non-residential development such as shops, schools and consulting rooms should be of a nature and scale that:
 - (a) serves the needs of the local community
 - (b) is consistent with the character of the locality
 - (c) does not detrimentally impact on the amenity of nearby residents.
- 5 The use and placement of outbuildings should be ancillary to and in association with a dwelling or dwellings.

Form and Character

- 6 Development should not be undertaken unless it is consistent with the desired character for the zone.
- 7 Development in the vicinity of the Billygoat Hill escarpment at Clare should not detract from the visual amenity of the escarpment as viewed from the Main Road.
- 8 Garages and carports facing the street (other than an access lane way) should be designed with a maximum width of 6 metres or 50 per cent of the allotment or building site frontage width, whichever is the lesser distance.
- 9 Except where specified within a policy area, dwellings should be designed within the following parameters:

Parameter	Value
Minimum setback from primary road frontage	6 metres 10 metres for primary and secondary arterial roads shown on Overlay Maps - Transport
Minimum setback from secondary road frontage	3 metres
Minimum setback from side boundaries	1 metre for one storey dwelling

Parameter	Value
	4 metres for two storey dwelling
Minimum setback from rear boundary	4 metres for one storey dwelling 6 metres for two storey dwelling
Maximum site coverage	50 per cent
Maximum building height (from natural ground level)	7 metres or 2 storeys whichever is lesser
Minimum area of private open space	60 square metres with a minimum depth of 4 metres
Minimum number of on site car parking spaces (one of which should be covered)	2
Maximum frontage width of garage or carport with an opening facing the street	Less than 50 per cent of the allotment frontage

10 Sheds, garages and similar outbuildings should be designed within the following parameters:

Parameter	Value
Maximum floor area	108 square metres
Maximum building height (from natural ground level)	4 metres
Maximum wall height (from natural ground level)	3 metres
Minimum setback from side and rear boundaries not on a secondary road frontage	1 metre
Minimum setback from a secondary road frontage	3 metres
Minimum setback from a public road or public open space area	6 metres

11 Except where specified within a policy area, a dwelling should have a minimum site area (and in the case of group dwellings and residential flat buildings, an average site area per dwelling) and a frontage to a public road not less than that shown in the following table:

Dwelling Type	Site Area (square metres)	Minimum frontage (metres)
Detached	600 (minimum) within Clare Township	15 within Clare Township
	700 (minimum) within Riverton Township	15 within Riverton Township
	700 (minimum) within Saddleworth Township	15 within Saddleworth Township
	1200 (minimum) within Auburn Township	20 within Auburn Township
Semi-detached	450 (minimum)	13 (excluding access to rear group dwelling(s))
Group dwelling	350 (average)	10
Residential flat building	350 (average)	10

Dwelling Type	Site Area (square metres)	Minimum frontage (metres)
Row dwelling	350(minimum)	10

12 Frontages of dwelling sites should be landscaped within the following parameters;

- (a) have a combination of landscaping and paved surfaces
- (b) paved surfaces should not exceed more than 50 percent of the area between the building alignment and the street frontage
- (c) driveway should not exceed more than 30 percent of the site frontage.

Affordable Housing

- 13 Development should include a minimum of 15 per cent of residential dwellings for affordable housing.
- 14 Affordable housing should be distributed throughout the zone to avoid over-concentration of similar types of housing in a particular area.

Land Division

15 Except where specified within a policy area (or for medium density housing options identified in Principle of Development Control 11) land division should create allotments with an area not less than that shown in the following table:

Township	Minimum allotment area (square metres)
Clare	600
Riverton	700
Saddleworth	700
Auburn	1200

- 16 Land division in the area identified on [Concept Plan Map CGV/3 - Auburn North Residential](#) should be undertaken in accordance with [Concept Plan Map CGV/3 - Auburn North Residential](#).
- 17 Land division in the area identified on [Concept Plan Map CGV/4 – Riverton Residential Areas](#), [Concept Plan Map CGV/5 – Riverton West](#) and [Concept Plan Map CGV/6 – Riverton South](#) should be undertaken in accordance [Concept Plan Map CGV/4 – Riverton Residential Areas](#), [Concept Plan Map CGV/5 – Riverton West](#) and [Concept Plan Map CGV/6 – Riverton South](#).

Attachment F

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Clare Medium Density Policy Area 12

Refer to the [Map Reference Tables](#) for a list of the maps that relate to this policy area.

OBJECTIVES

- 1 A policy area comprising a range of medium density dwellings, including a minimum of 15 per cent affordable housing, designed to integrate with areas of open space and the town centre.
- 2 Development that incorporates good residential design principles.
- 3 Development that contributes to the desired character of the policy area.

DESIRED CHARACTER

It is envisaged that development within the policy area contributes to the creation of denser and more diverse housing for the Clare township so as to accommodate an aging population and provide more affordable housing options for the community. There will be a denser allotment pattern, residential density and alternative housing types to those found within the remainder of the township to take advantage of the proximity of the policy area to the town centre, where it is desirable for more residents to live and take advantage of the variety of facilities that the township offers. However this will not be at the expense of a landscape character within the streetscape that is consistent with the existing township.

Semi-detached dwellings, group dwellings, row dwellings and residential flat buildings are appropriate and encouraged within the policy area. The amalgamation of properties is desirable where it will facilitate appropriately designed medium-density development accommodating these alternative housing types.

It is expected that the character of the policy area will change over time as existing dwellings are redeveloped with new development at reduced setbacks and frontages widths to those prevailing in the policy area. However it is expected that development seeks to promote cohesive streetscapes whilst allowing for a variety in housing forms and styles, such as buildings of up to two storeys, subject to the impact of the additional height and bulk not adversely impacting upon the amenity of existing neighbouring development.

Buildings of up to two storeys are appropriate within the policy area as is building to one side boundary, provided a setback is maintained on the other side boundary.

Garaging and driveways will not dominate development sites and street frontages. Careful attention needs to be paid to front landscaping for development to enhance the appearance of residential sites from the streets as viewed by pedestrians, provide an appropriate transition between the landscaped character of the public and private realm and reduce heat loads in summer. This will be achieved by ensuring that minimal hard paved areas are established and landscaped spaces incorporating deep soil zones to street frontages to allotments within the Policy Area.

More and improved public streetscaping including the planting of street trees will maintain and enhance the natural look and feel of the policy area as densities increase over time.

The policy area contains the Helping Hand Carinya residential aged care facility which provides an important function for the Clare township and surrounding hinterland and townships. It is important that facility expands to accommodate the needs of Clare's growing aging population, as well as offer a range of accommodation types and levels of care and support. This is likely to require building forms of a scale and massing that differs from that established within the policy area and this is appropriate provided taller building forms are set back from boundaries with adjacent development, articulated and modulated to reduce overall massing and not appear overbearing in nature.

More broadly within the policy area opportunities for additional supported accommodation are encouraged to take advantage of the close proximity to the services offered by the township.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

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

- affordable housing
- detached dwelling
- dwelling addition
- group dwelling
- outbuildings
- residential flat building
- row dwelling
- semi-detached dwelling
- supported accommodation

Form and Character

- 2 Development should not be undertaken unless it is consistent with the desired character for the policy area.
- 3 A dwelling should have a minimum site area (and in the case of group dwellings and residential flat buildings, an average site area per dwelling) and a frontage to a public road not less than that shown in the following table:

Dwelling Type	Site Area (square metres)	Minimum frontage (metres)
Detached	350	12
Semi-detached	300	10
Group dwelling	300 (average)	18
Residential flat building	300 (average)	18
Row dwelling	250	7

4 Dwellings should be designed within the following parameters:

Parameter	Value
Minimum setback from primary road frontage	6 metres 10 metres for primary and secondary arterial roads shown on <i>Overlay Maps - Transport</i>
Minimum setback from secondary road frontage	2 metres
Minimum setback from side boundaries	On boundary on one side boundary only 1 metre for one storey dwelling 2 metres for two storey dwelling
Minimum setback from rear boundary	3 metres for one storey dwelling 5 metres for two storey dwelling
Maximum site coverage	60 per cent

- 5 Side boundary walls should achieve all of the following:
 - (a) have a maximum wall height of no more than 3 metres
 - (b) have a maximum wall length of no more than 8 metres
 - (c) be constructed along one side of the allotment only (excluding common walls associated with semi-detached, row or residential flat dwellings).
- 6 Buildings on battle-axe allotments or the like should be single storey to reduce the visual impact of taller built form towards the rear of properties, and to maintain the privacy of adjoining residential properties.
- 7 Landscaping to the front of dwellings should comprise a minimum of 60% of the frontage width.

Attachment G

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PROCEDURAL MATTERS

Public Notification

Categories of public notification are prescribed in Schedule 9 of the Development Regulations 2008.

Further, the following forms of development (except where the development is non-complying) are assigned:

Category 1	Category 2
	Supported accommodation

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Attachment H

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Rural Living Zone

Refer to the Map Reference Tables for a list of the maps that relate to this zone.

OBJECTIVES

- 1 A zone consisting of large allotments, detached dwellings and rural activities that do not adversely impact the amenity of the locality.
- 2 Rationalisation of the existing subdivision layout to achieve orderly, efficient and co-ordinated development.
- 3 Development that contributes to the desired character of the zone.

DESIRED CHARACTER

The semi-rural character of the zone should be reinforced and strengthened through the design and siting of buildings and homesteads, open style fencing and appropriate landscaping to compliment undulating landform.

Armagh, Spring Farm and Donnybrook cater for rural living development on various allotment sizes. The zone provisions recognise existing development whilst providing opportunity for minor infill development.

At Auburn the zone comprises of small parcels under general farming use and is separated from broadacre farming. With existing homesteads in the area, the land lends itself to rural living purposes.

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

- 1 The following forms of development are envisaged in the zone:
 - detached dwelling
 - domestic outbuilding in association with a detached dwelling
 - domestic structure
 - dwelling addition
 - farming
 - farm building
 - stable.
- 2 Development listed as non-complying is generally inappropriate.
- 3 There should be no more than one dwelling per allotment.
- 4 Development should not result in construction of excessive lengths of roads or four way intersections.
- 5 The keeping of animals should be ancillary to and in association with the residential use of the land.
- 6 The keeping of horses should only be undertaken if the horses are accommodated within a stable or shelter with supplementary feeding to maintain pasture cover.

Form and Character

- 7 Development should not be undertaken unless it is consistent with the desired character for the zone.

8 Dwellings should be designed within the following parameters:

Parameter	Value
Minimum setback from primary road frontage	30 metres
Minimum setback from secondary road frontage	15 metres
Minimum setback from side boundaries	5 metres
Minimum setback from rear boundary	5 metres
Maximum site coverage	5 per cent
Maximum building height (from natural ground level)	5 metres

9 Sheds, garages and similar outbuildings should be designed within the following parameters:

Parameter	Value
Maximum floor area	108 square metres
Maximum building height (from natural ground level)	4 metres
Maximum wall height (from natural ground level)	3.6 metres
Minimum setback from side and rear boundaries	5 metres
Minimum setback from a public road or public open space area	30 metres

10 Where an allotment fronts both Blyth Road and Hayward Street at Armagh, sheds, garages and similar outbuildings should gain access from Hayward Street, have a minimum setback of 30 metres from Blyth Road and incorporate a landscaped buffer of at least 10 metres in width between the structure and Blyth Road.

11 A dwelling should have an allotment area of at least 1.5 hectares and a frontage to a public road not less than 25 metres.

12 Retail, commercial, or industrial development should not be undertaken.

Land Division

13 Land division should create allotments with an area of at least 1.5 hectares and a frontage to a public road not less than 25 metres.

Town Approach Policy Area 5

Refer to the [Map Reference Tables](#) for a list of the maps that relate to this policy area.

OBJECTIVES

- 1 A policy area primarily accommodating low density residential development on large rural living allotments, in association with a range of low intensity rural activities.
- 2 An open rural character, which contrasts with the built-up area of Clare, comprising vegetated hillsides and an “entrance” theme with an avenue of trees, road treatment and road verge enhancement.
- 3 Co-ordinated development which is sensitively sited and designed.

~~A policy area recognising the need to enhance the visual appearance of existing commercial development with a common entry theme, whilst preventing the establishment of new commercial development on land not currently used for commercial purposes.~~

~~An attractive town approach consisting of an open rural landscape and~~

- 4 Development that contributes to the desired character of the policy area.

DESIRED CHARACTER

The township of Clare acts as a central ‘base’ for tourists seeking accommodation, meals and as a “starting point” for visits around the Lower Mid North region and Flinders Ranges. Main North Road runs through the policy area and is the major road connecting Clare to the south. The policy area forms the southern approach into the township of Clare where there is a mixed character. ~~and its character is mixed.~~ The appearance of the policy area needs to be significantly enhanced ~~to both differentiate it from commercial development within the adjacent policy area and~~ promote an attractive entrance into Clare. Therefore, ~~with the control of new commercial and other visually inappropriate land uses will not be established in the policy area to prevent the proliferation of development which will lead to further visual disorder and cluttering of the southern township approach.~~

Small scale infill housing development on large rural living allotments will make up the predominant form of development in the policy area, with large building set-backs and substantial landscaping.

~~The policy area is attractive for tourist accommodation and this is supported provided it is achieved sensitively through low scale bed and breakfast facilities within existing buildings. The Clare Valley Motel is an exception to this, where additional buildings are acceptable, provided they are of a scale that is appropriate to this setting, and are positioned, designed and screened so as to not be visible from Main North Road. and enhancement of existing non-residential development.~~

~~The enhancement of the appearance of the township approach will be further complemented by improvements to the public realm in this location, comprising a consistent landscape theme, an avenue of trees and gateway signage.~~

PRINCIPLES OF DEVELOPMENT CONTROL

Land Use

- 1 The following forms of development are envisaged in the policy area:
 - detached dwelling
 - domestic outbuilding in association with a detached dwelling

- domestic structure
- dwelling addition.

- 2 Other than for the Clare Valley Motel, tourist accommodation should be limited to bed and breakfast accommodation located within existing buildings.

Form and Character

- 3 Development should not be undertaken unless it is consistent with the desired character for the policy area.

~~Development should not consist of commercial or non-residential development unless it consists of a minor addition to an existing lawful development and complies with the siting, set-back and visual amenity provisions of the Development Plan.~~

- 4 Buildings should be set-back a minimum of 15 metres from Main North Road and eight metres from other roads or the equivalent distance of the building on a neighbouring allotment, whichever is greater.

- 5 Development should include extensive landscape between the front property boundary and the front of any buildings:

- (a) so that a landscaped garden can be created
- (b) to enhance the appearance of the street through landscaping.

- 6 Development should ~~generally~~ be of one storey and be sited to relate to the slope of the land, so that the amount of cutting and filling of the natural ground is minimised.

- 7 Any new development at the Vineyard Lutheran School should ensure that the appearance of the site from Main North Road is improved by:

- (a) the provision of additional landscaping and trees to the front property boundary and within the car park
- (b) avoiding the placement of any new buildings forward of existing buildings on the site, or buildings on an adjacent site
- (c) ensure generous spaces between buildings and to side boundaries where visible from the Main North road frontage
- (d) maintain existing mature vegetation on the site, particularly native vegetation
- (e) softening the appearance of tall buildings such as the Vineyard Stadium by screening using landscaping.

- 8 Retaining walls forward of buildings should be minimised and:

- (a) broken into smaller components to reduce the visual prominence
- (b) set back from the street and side boundaries to allow for landscaping and screening.

Advertising Signs

- 9 The location, siting, size, shape and materials of construction, of advertisements should:

- (a) not exceed a height of 2 metres and an advertisement area of 1 square metre per face
- (b) relate to an existing lawful non-residential only

- (c) be positioned entirely on the site of the development
- (d) not be internally illuminated or in the form of an LED panel
- (e) not be animated, flash or move in any way

~~comply with Council policy on signs.~~

Land Division

- 10 Irregular shaped allotments, including “hammer-head” allotments and those creating unusable land areas, should not be created.

PROCEDURAL MATTERS

Complying Development

Complying developments are prescribed in Schedule 4 of the *Development Regulations 2008*.

Non-complying Development

Development (including building work, a change in the use of land, or division of an allotment) for the following is non-complying:

Form of development	Exceptions
Advertisement and/or advertising hoarding	Advertisement and/or advertising hoarding where the development achieves at least one of (a) or (b): (a) is adjacent to a road with a speed limit of less than 80 km/h (b) has an advertisement area of 2 square metres or less and achieves all of the following: (i) the message contained thereon relates entirely to a lawful use of land (ii) the advertisement is erected on the same allotment as the use it seeks to advertise (iii) the advertisement will not result in more than two advertisements on the allotment.
Amusement machine centre	
Crematorium	
Consulting room	
Convention centre	
Dairy	
Dwelling	Except a detached dwelling that results in no more than one dwelling per allotment.
Fuel depot	
General industry	
Gold course	
Hospital in the Town Approach Policy Area 5	
Hotel	
Intensive animal keeping	
Land division	Except where all allotments resulting from the division are over 1.5 hectares.
Major public service depot	
Motel	Except in the Town Approach Policy Area 5
Motor repair station	
Petrol filling station	
Prescribed mining operation	

Form of development	Exceptions
Residential flat building	
Restaurant	
Road transport terminal	
Service trade premises	
Shop or group of shops within the Town Approach Policy Area 5	Except where the gross leasable area is 250 square metres or less.
Shop or group of shops	Except where the gross leasable area is 80 square metres or less.
Special industry	
Stock sales yard	
Stock slaughter works	
Store	
Tourist accommodation	Except in the Town Approach Policy Area 5 and contained within an existing building.
Warehouse	
Waste reception, storage, treatment or disposal	
Wrecking yard	
Welfare institution	Except in the Town Approach Policy Area 5

Public Notification

Categories of public notification are prescribed in Schedule 9 of the *Development Regulations 2008*.

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Attachment I

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Table CGV/8 - Off Street Bicycle Parking Requirements

The following bicycle parking requirements apply to the following kinds of development

Form of Development	Visitor/Shopper Bicycle Parking Spaces
Restaurant	2
Shop	1 for every 600 square metres of gross leasable floor area
Tourist accommodation	2 for the first 40 rooms plus 1 for every additional 40 rooms

Attachment J

Map Reference Tables

Index Maps

Map Reference

[Council Index Map](#)

Zone Maps

Zone Name	Map Numbers
Bulk Handling Zone	CGV/13, CGV/18
Caravan and Tourist Park Zone	CGV/15, CGV/24
Commercial Zone	CGV/21, CGV/23, CGV/24
Community Zone	CGV/21, CGV/23
Deferred Urban zone	CGV/12, CGV/15, CGV/16, CGV/20
District Town Centre Zone	CGV/20, CGV/22, CGV/23,
Industry Zone	CGV/13, CGV/15, CGV/16, CGV/18, CGV/20, CGV/21, CGV/23
Primary Production Zone	CGV/1, CGV/2, CGV/3, CGV/4, CGV/5, CGV/6, CGV/7, CGV/8, CGV/9, CGV/10, CGV/11, CGV/12, CGV/13, CGV/14, CGV/15, CGV/16, CGV/17, CGV/18, CGV/19, CGV/20, CGV/21, CGV/22, CGV/23, CGV/24, CGV/25, CGV/26, CGV/27
Recreation Zone	CGV/13, CGV/15, CGV/16, CGV/20, CGV/21, CGV/23, CGV/24, CGV/27
Residential Zone	CGV/3, CGV/5, CGV/12, CGV/13, CGV/15, CGV/16, CGV/20, CGV/21, CGV/22, CGV/23, CGV/24, CGV/26, CGV/27
Rural Landscape Protection Zone	CGV/20, CGV/22, CGV/23, CGV/24
Rural Living Zone	CGV/4, CGV/5, CGV/7, CGV/23, CGV/24, CGV/26, CGV/27
State Heritage Area (Mintaro)	CGV/8, CGV/9
Town Centre Zone	CGV/12, CGV/16, CGV/26, CGV/27
Township Zone	CGV/6, CGV/10, CGV/11, CGV/14, CGV/17, CGV/18, CGV/19, CGV/25

Policy Area Maps

Policy Area Name	Map Numbers
Archer Place Policy Area 1	CGV/23
Horticulture Policy Area 2	CGV/2, CGV/3, CGV/4, CGV/5, CGV/6, CGV/7, CGV/20, CGV/21, CGV/22, CGV/23, CGV/24, CGV/25, CGV/26, CGV/27
Clare Low Density Housing Policy Area 3	CGV/3, CGV/5, CGV/21, CGV/23
Riverton Low Density Housing Policy Area 4	CGV/15

Policy Area Name	Map Numbers
Town Approach Policy Area 5	CGV/23, CGV/24
Town Centre (Mintaro) Policy Area 6	CGV/9
Residential (Mintaro) Policy Area 7	CGV/8, CGV/9
Rural Living (Mintaro) Policy Area 8	CGV/8, CGV/9
Township Fringe (Mintaro) Policy Area 9	CGV/8, CGV/9
Square Mile Road Policy Area 10	CGV/5, CGV/20, CGV/23
Southern Township Gateway Policy Area 11	CGV/23, CGV/24
Clare Medium Density Policy Area 12	CGV/20, CGV/22, CGV/23/

Precinct Maps

Precinct Name	Map Numbers
Precinct 1 Core Residential	CGV/9
Precinct 2 Western Residential	CGV/8, CGV/9
Precinct 3 Northern Residential	CGV/9
Precinct 4 Eastern Residential	CGV/9
Precinct 5 Leasingham	CGV/9
Precinct 6 Commercial Approach	CGV/20, CGV/22, CGV/23

Historic Conservation Area Maps

Area Name	<i>shown within Overlay Maps - Heritage</i>
Historic Conservation Area	CGV/26, CGV/27

Overlay Maps

Issue	Map Numbers
Location	CGV/1, CGV/2, CGV/3, CGV/4, CGV/5, CGV/6, CGV/7, CGV/8, CGV/9, CGV/10, CGV/11, CGV/12, CGV/13, CGV/14, CGV/15, CGV/16, CGV/17, CGV/18, CGV/19, CGV/20, CGV/21, CGV/22, CGV/23, CGV/24, CGV/25, CGV/26, CGV/27
Transport	CGV/1, CGV/2, CGV/3, CGV/4, CGV/5, CGV/6, CGV/7, CGV/10, CGV/12, CGV/13, CGV/14, CGV/15, CGV/16, CGV/17, CGV/18, CGV/20, CGV/21, CGV/23, CGV/24, CGV/25, CGV/26, CGV/27
Development Constraints	CGV/1, CGV/8, CGV/9, CGV/10, CGV/12, CGV/13, CGV/14, CGV/15, CGV/16, CGV/18, CGV/19, CGV/20, CGV/22, CHV/23, CGV/24

Issue	Map Numbers
Heritage	CGV/1, CGV/2, CGV/3, CGV/4, CGV/5, CGV/6, CGV/7, CGV/8, CGV/9, CGV/10, CGV/12, CGV/14, CGV/15, CGV/16, CGV/20, CGV/22, CGV/23, CGV/25, CGV/26, CGV/27

Bushfire Protection Overlay Maps

Bushfire Map Type	BPA Map Numbers
Bushfire Protection – Bushfire Risk	CGV/1, CGV/2, CGV/3, CGV/4, CGV/5, CGV/6, CGV/7, CGV/8, CGV/9, CGV/10, CGV/11, CGV/12, CGV/13, CGV/14, CGV/15, CGV/16, CGV/17, CGV/18, CGV/19, CGV/20, CGV/21, CGV/22, CGV/23, CGV/24, CGV/25, CGV/26, CGV/27, CGV/28, CGV/29, CGV/30, CGV/31, CGV/32, CGV/33, CGV/34, CGV/35, CGV/36

Concept Plan Maps

Structure Plan Title	Map Numbers
Western Residential	CGV/1
Square Mile Road	CGV/2
Auburn North Residential	CGV/3
Riverton Residential Areas	CGV/4
Riverton West	CGV/5
Riverton South	CGV/6
Mintaro Precinct 3 Northern Residential	CGV/7
Mintaro Precinct 4 Eastern Residential	CGV/8
Clare District Town Centre	CGV/9

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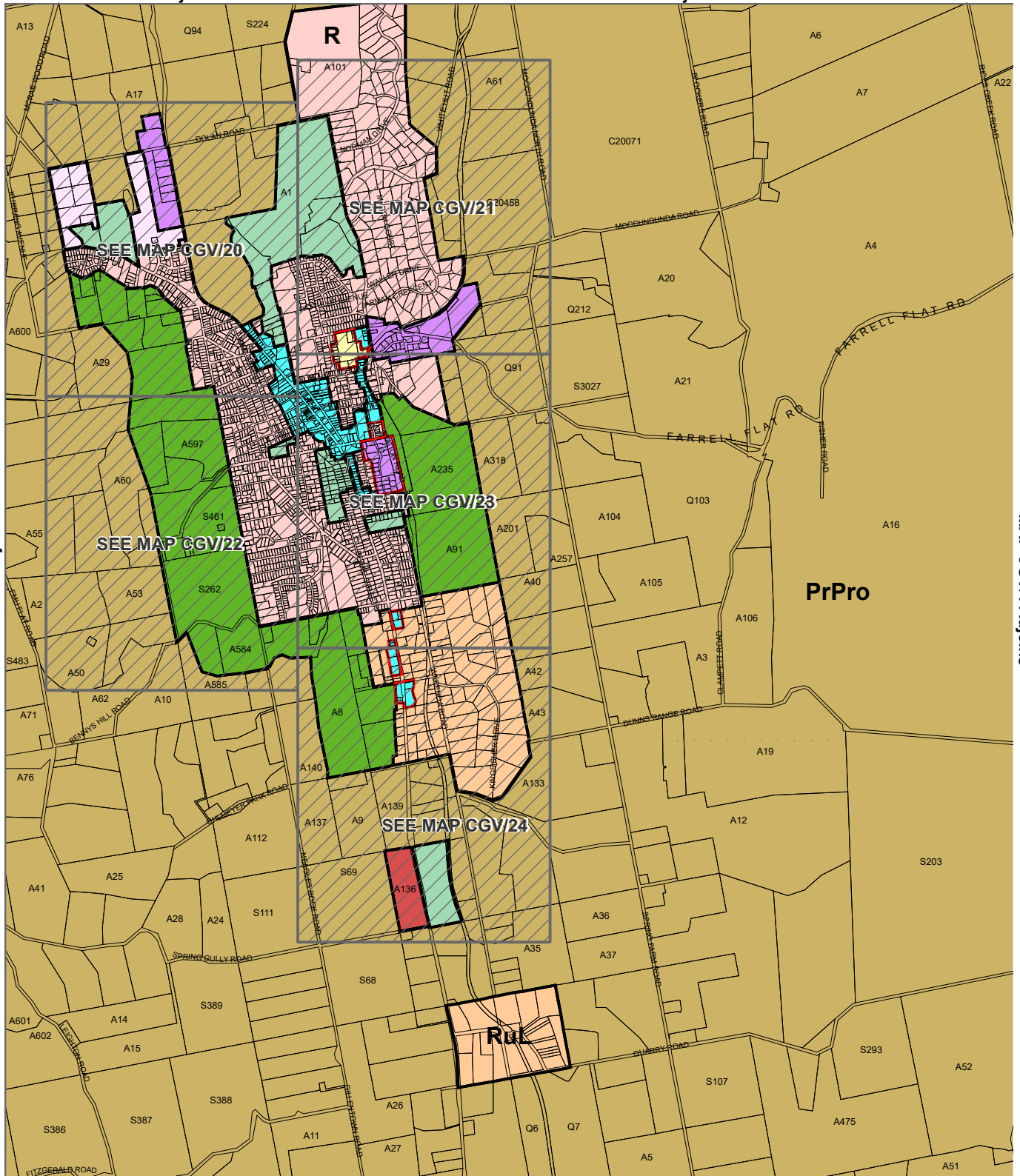
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MAP CGV/2 Adjoins

MAP CGV/3 Adjoins

MAP CGV/4 Adjoins

MAP CGV/1 Adjoins



MAP CGV/6 Adjoins

See enlargement map for accurate representation.
 Lamberts Conformal Conic Projection, GDA94

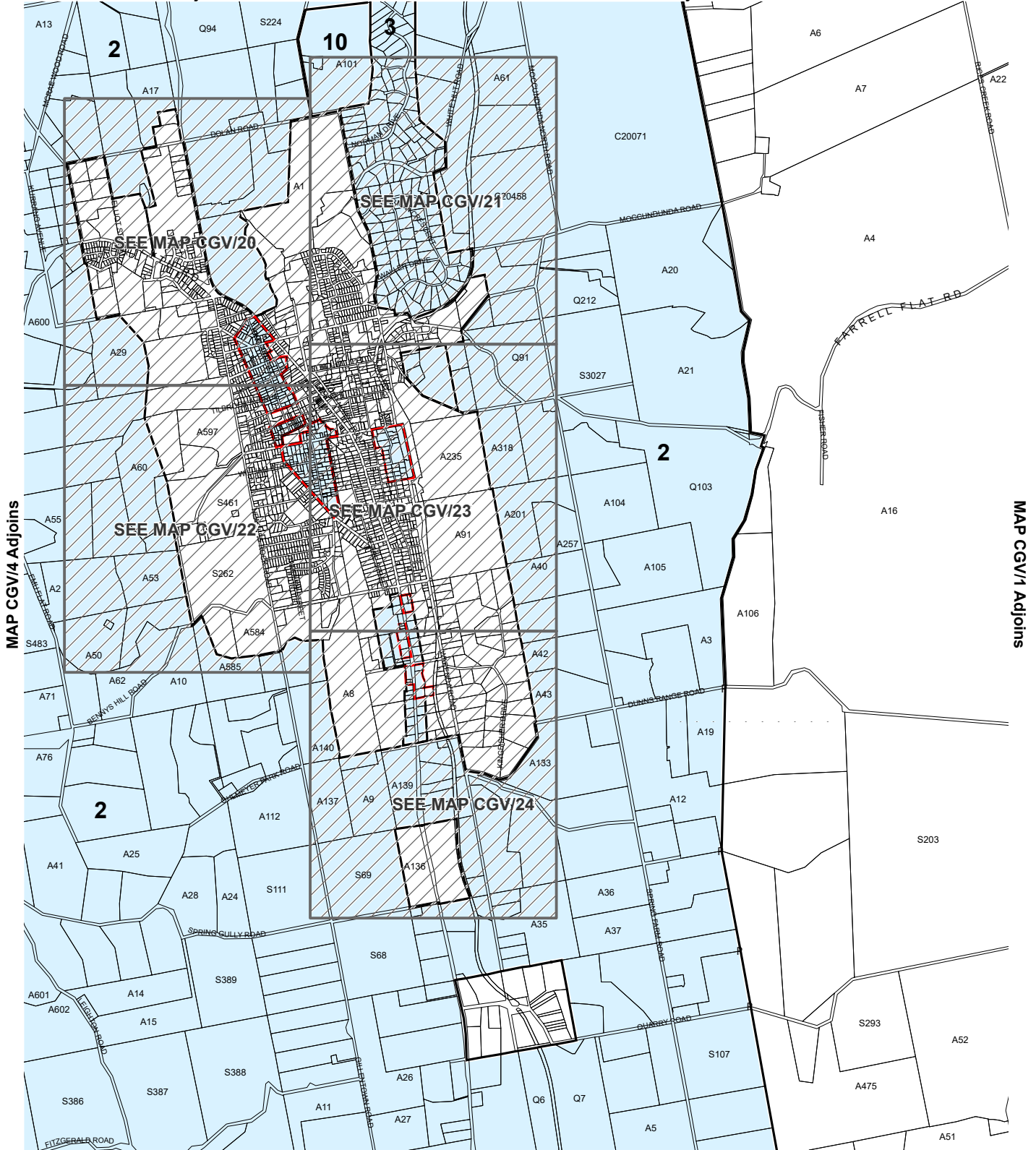


Zones	
PrPro	Primary Production
R	Residential
RuL	Rural Living
	Zone Boundary

Zone Map CGV/5

MAP CGV/2 Adjoins

MAP CGV/3 Adjoins



See enlargement map for accurate representation.
Lamberts Conformal Conic Projection, GDA94

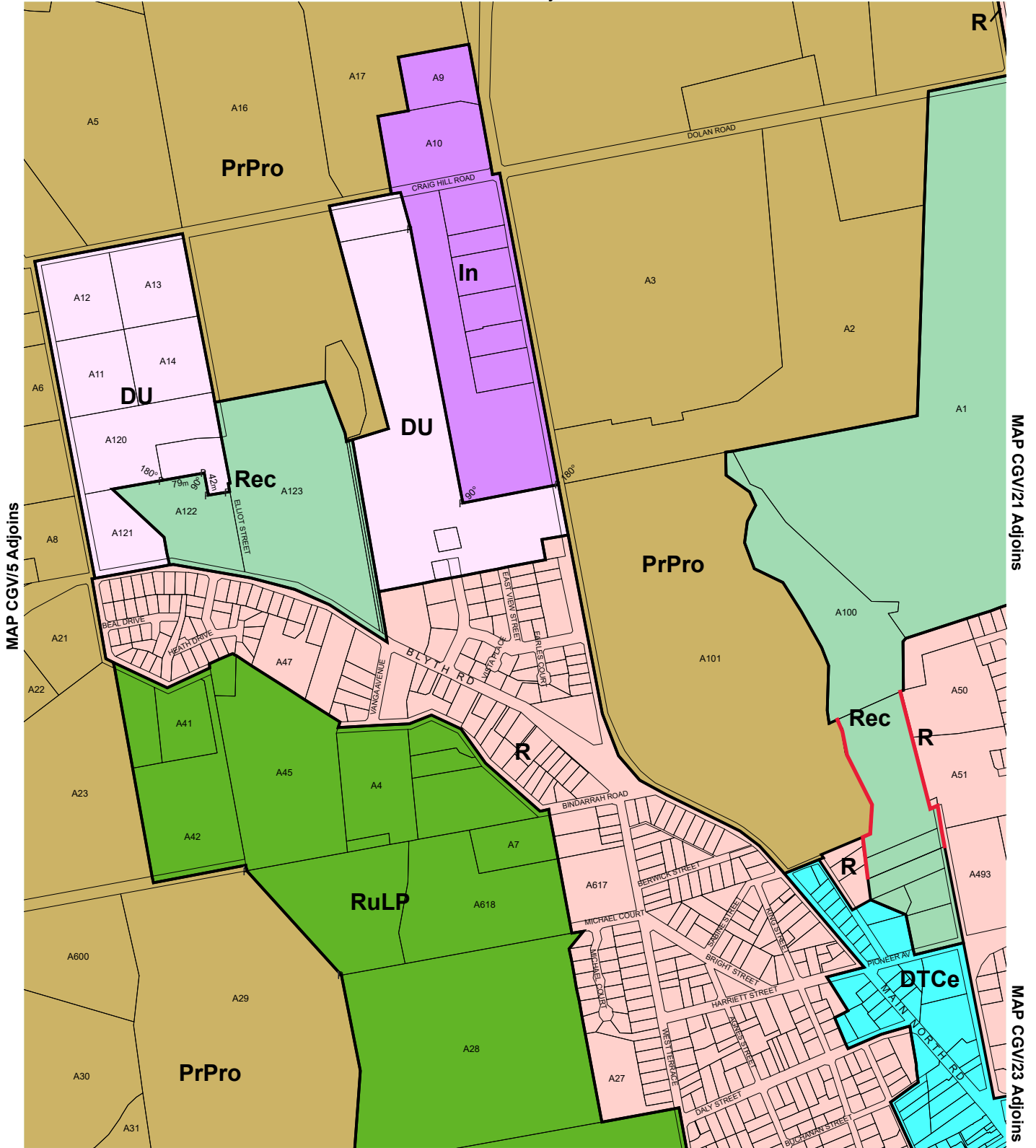
Policy Area

- 2 Horticulture
- 3 Clare Low Density Housing
- 10 Square Mile Road



Policy Area Map CGV/5

MAP CGV/5 Adjoins



Lamberts Conformal Conic Projection, GDA94



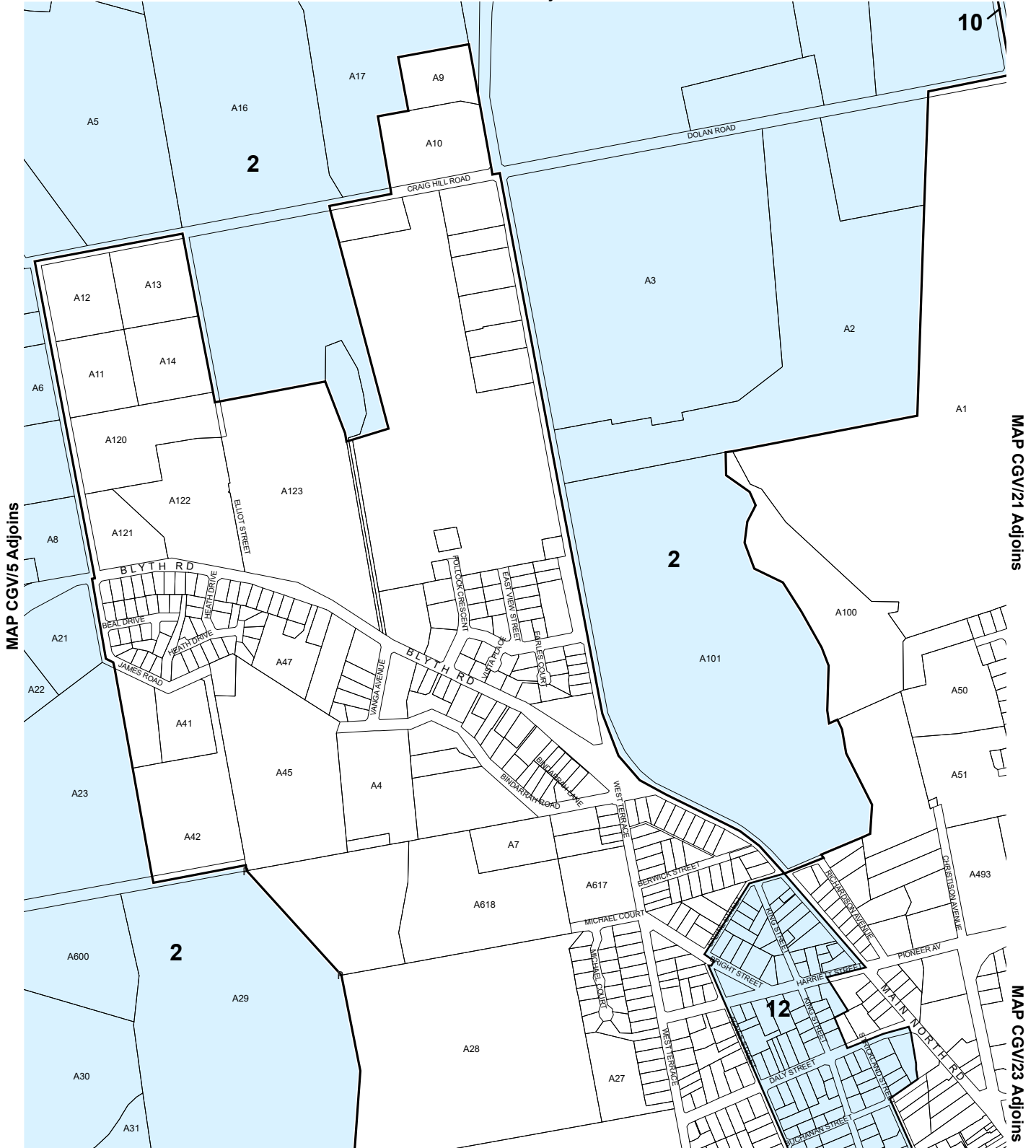
Zones	
DU	Deferred Urban
DTCe	District Town Centre
In	Industry
PrPro	Primary Production
Rec	Recreation
R	Residential
RuLP	Rural Landscape Protection
	Zone Boundary

CLARE

Zone Map CGV/20

CLARE AND GILBERT VALLEYS COUNCIL

MAP CGV/5 Adjoins



Lamberts Conformal Conic Projection, GDA94

Policy Area

- 2 Horticulture
- 10 Square Mile Road
- 12 Clare Medium Density



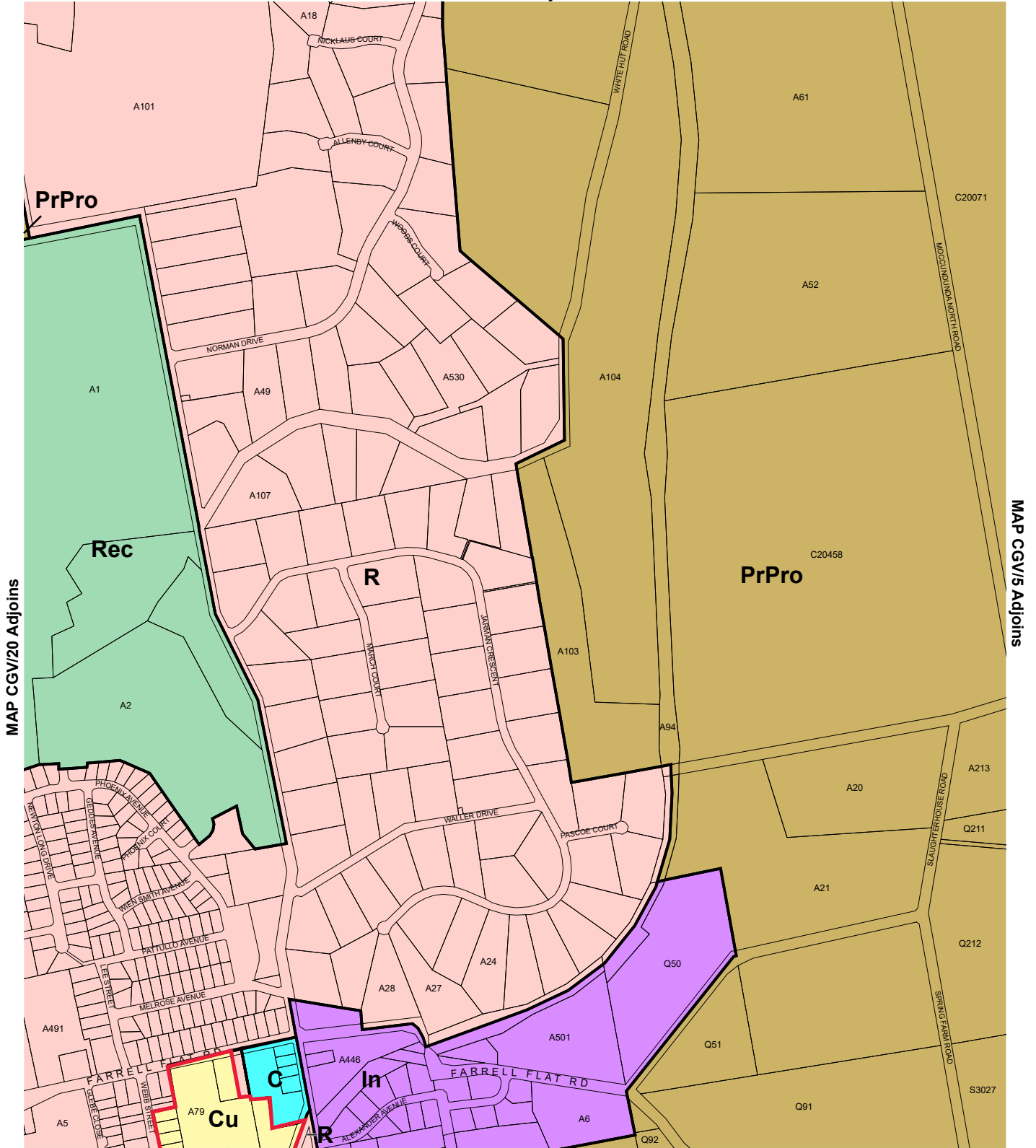
CLARE

Policy Area Map CGV/20

CLARE AND GILBERT VALLEYS COUNCIL

 Policy Area Boundary

MAP CGV/5 Adjoins



MAP CGV/23 Adjoins

Lamberts Conformal Conic Projection, GDA94



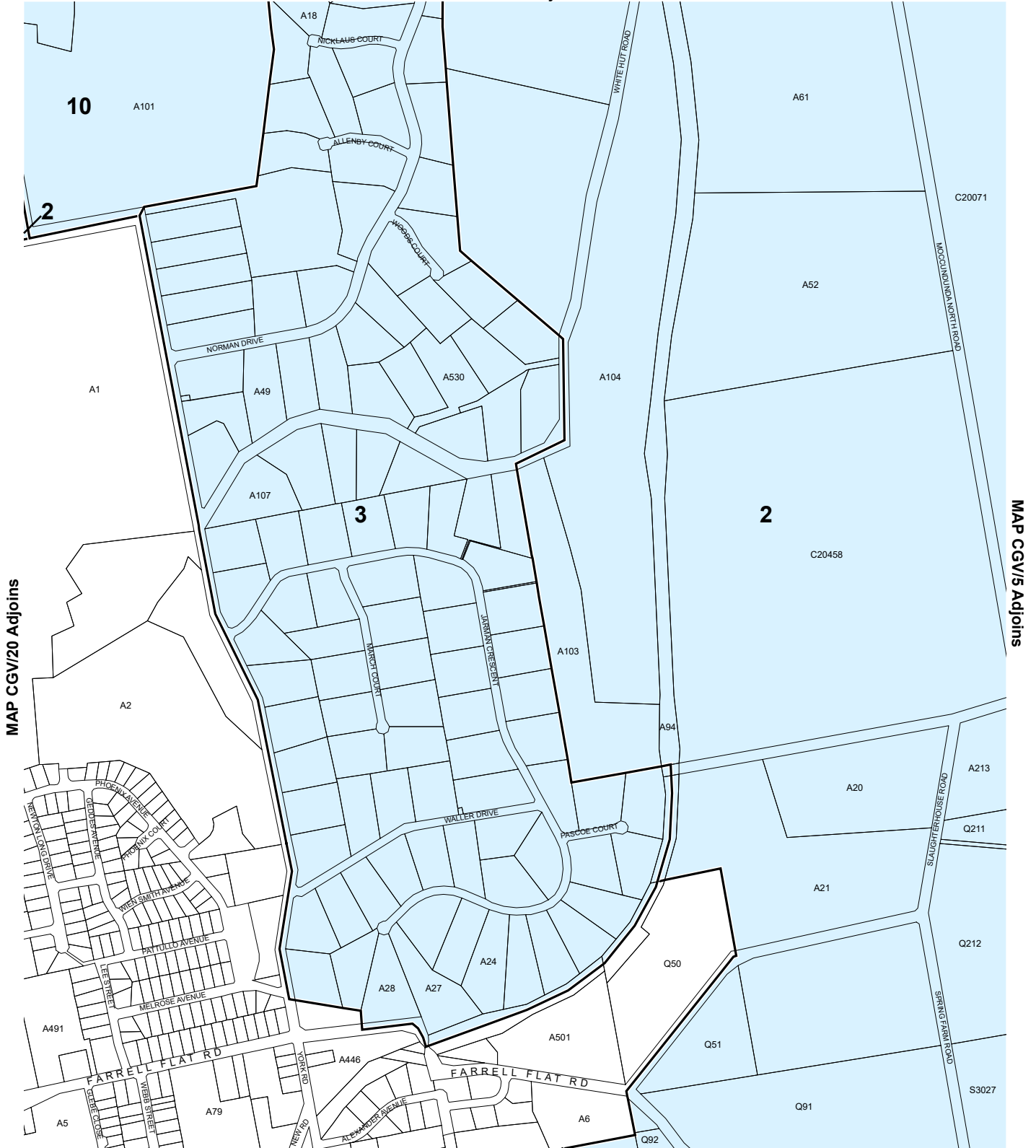
Zones	
Cu	Community
C	Commercial
In	Industry
PrPro	Primary Production
Rec	Recreation
R	Residential
	Zone Boundary

CLARE

Zone Map CGV/21

CLARE AND GILBERT VALLEYS COUNCIL

MAP CGV/5 Adjoins



Lamberts Conformal Conic Projection, GDA94

Policy Area

- 2 Horticulture
- 3 Clare Low Density Housing
- 10 Square Mile Road



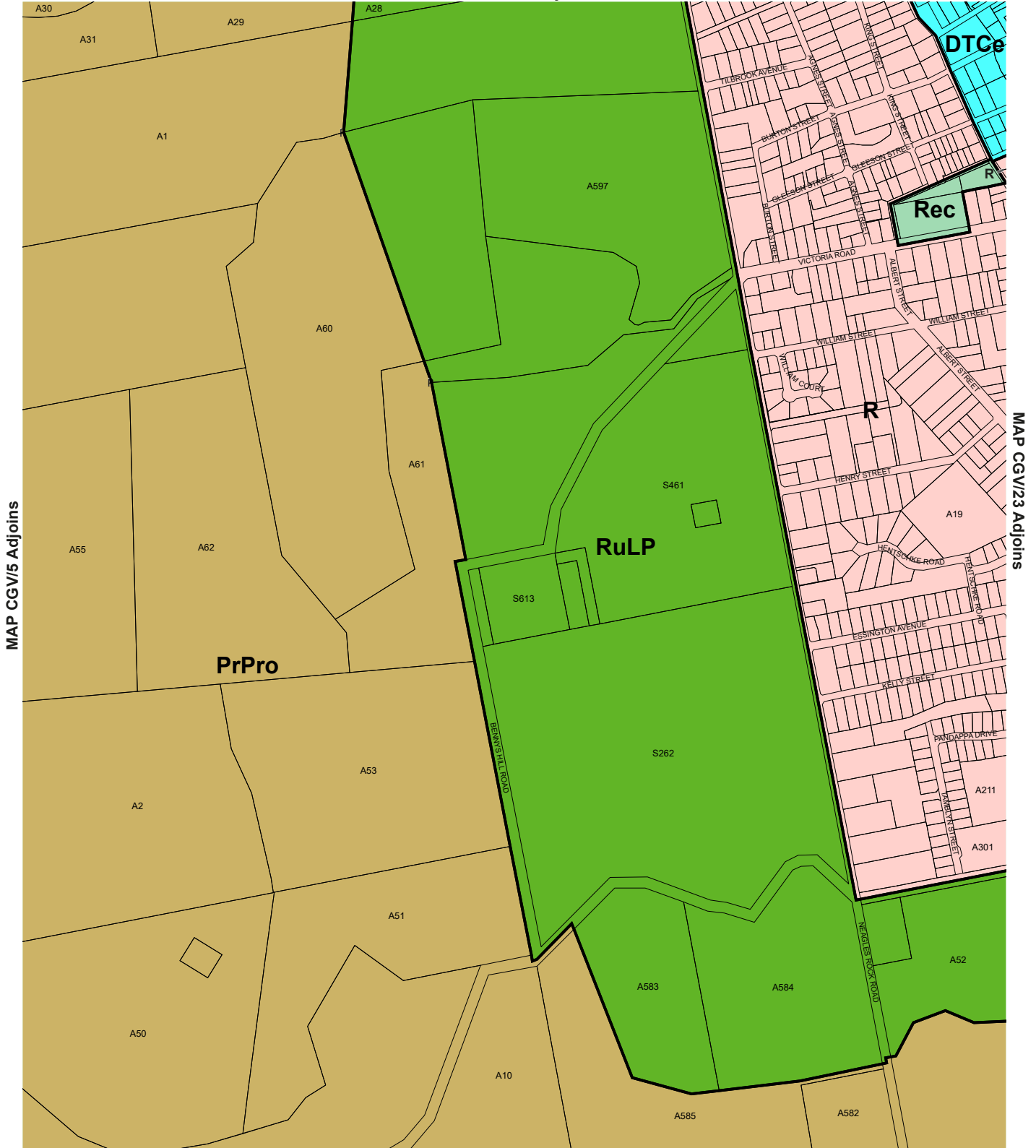
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Policy Area Map CGV/21

CLARE AND GILBERT VALLEYS COUNCIL

 Policy Area Boundary

MAP CGV/20 Adjoins



MAP CGV/5 Adjoins

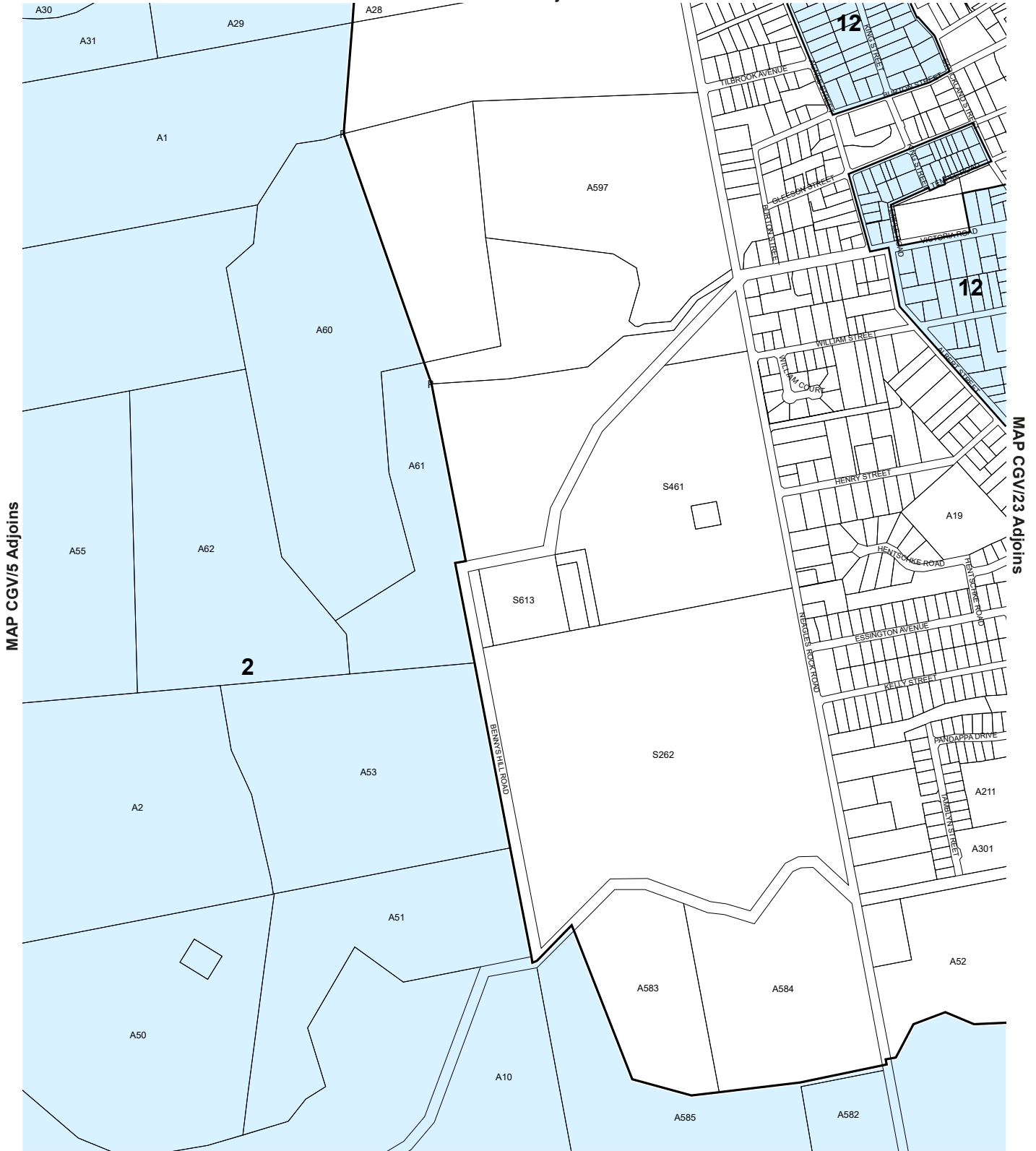
Lamberts Conformal Conic Projection, GDA94



Zones	
DTCe	District Town Centre
PrPro	Primary Production
Rec	Recreation
R	Residential
RuLP	Rural Landscape Protection
	Zone Boundary

CLARE Zone Map CGV/22

MAP CGV/20 Adjoins



MAP CGV/5 Adjoins

Lamberts Conformal Conic Projection, GDA94

Policy Area

2 Horticulture

12 Clare Medium Density



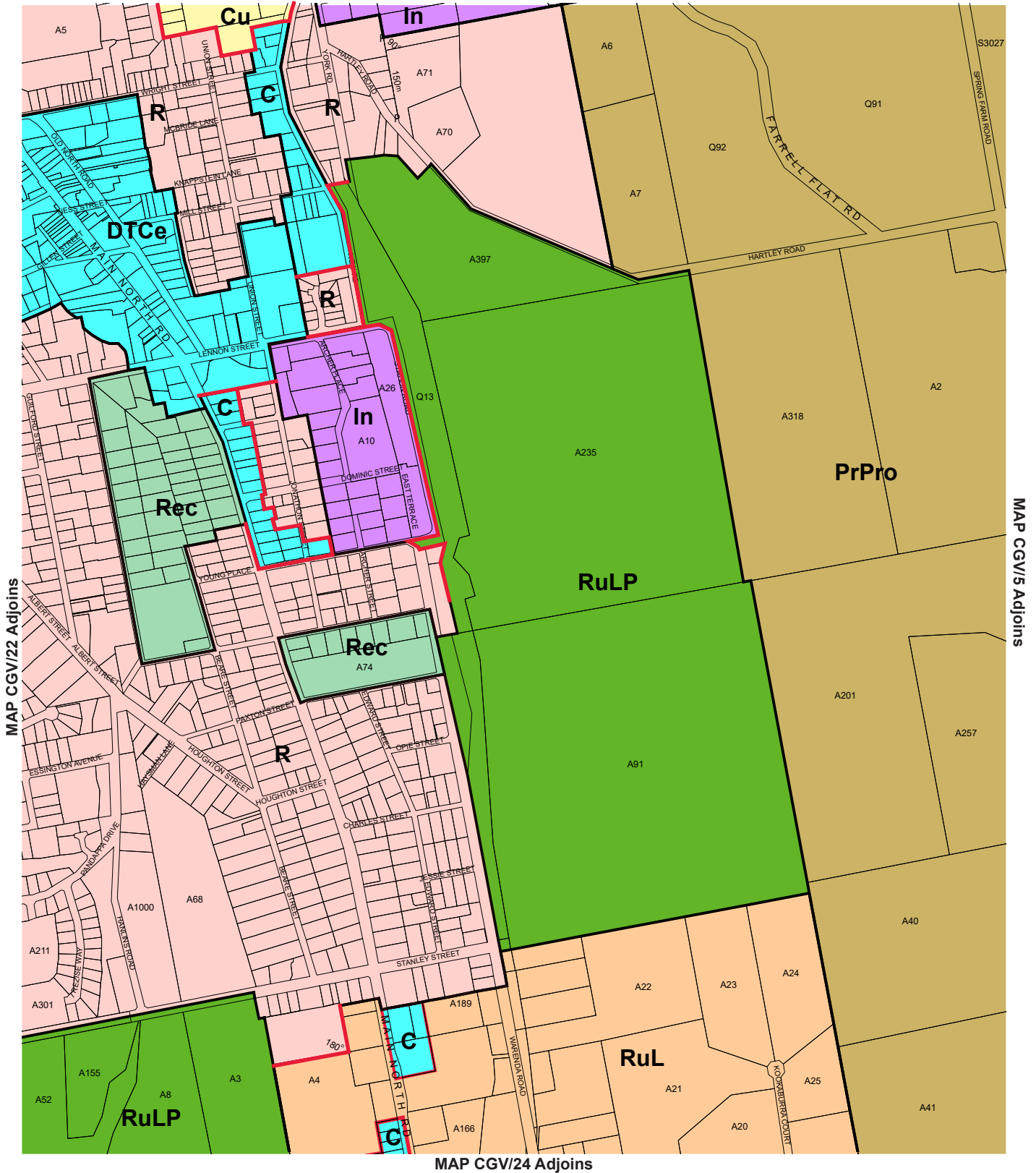
CLARE

Policy Area Map CGV/22

 Policy Area Boundary

CLARE AND GILBERT VALLEYS COUNCIL

MAP CGV/21 Adjoins



Lamberts Conformal Conic Projection, GDA94



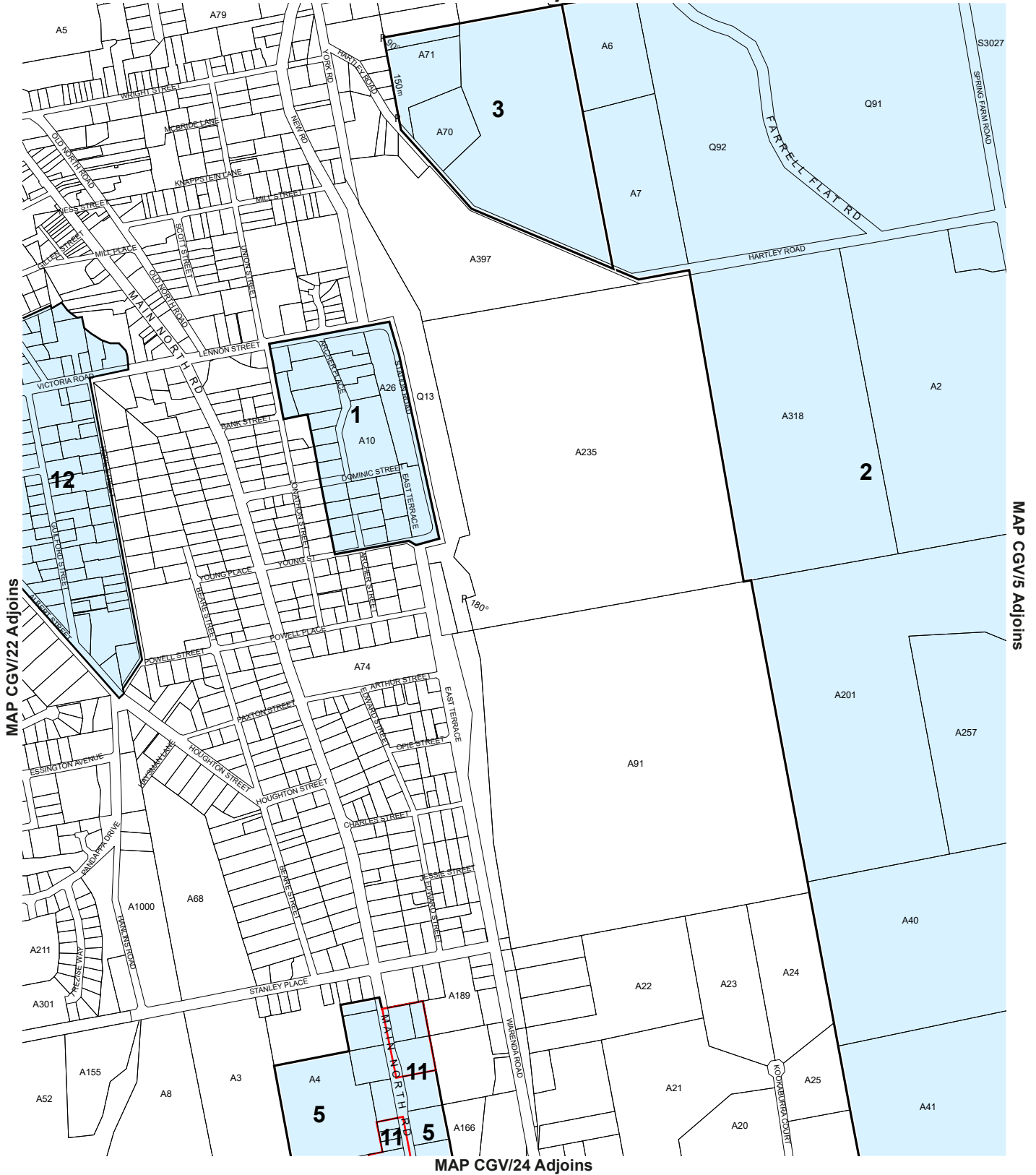
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CLARE

Zone Map CGV/23

CLARE AND GILBERT VALLEYS COUNCIL

MAP CGV/21 Adjoins



Lamberts Conformal Conic Projection, GDA94

Policy Area

- 1 Archer Place
- 2 Horticulture
- 3 Clare Low Density Housing
- 5 Town Approach
- 11 Southern Township Gateway
- 12 Clare Medium Density



CLARE

Policy Area Map CGV/23

 Policy Area Boundary

CLARE AND GILBERT VALLEYS COUNCIL

Precinct Area

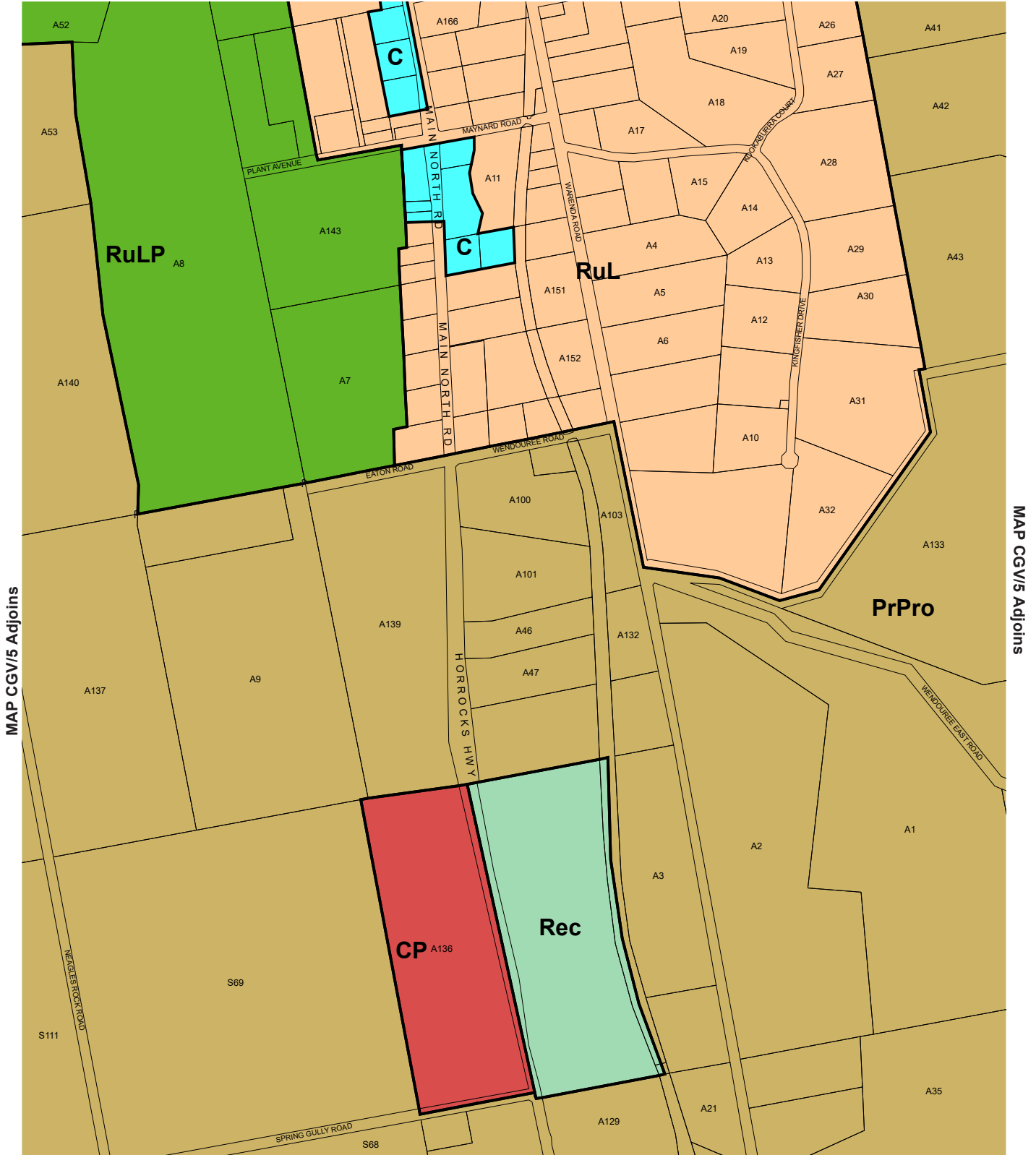
6 Precinct 6 Commercial Approach



Precinct Area Map CGV/23



MAP CGV/23 Adjoins



MAP CGV/5 Adjoins

Lamberts Conformal Conic Projection, GDA94



Zones

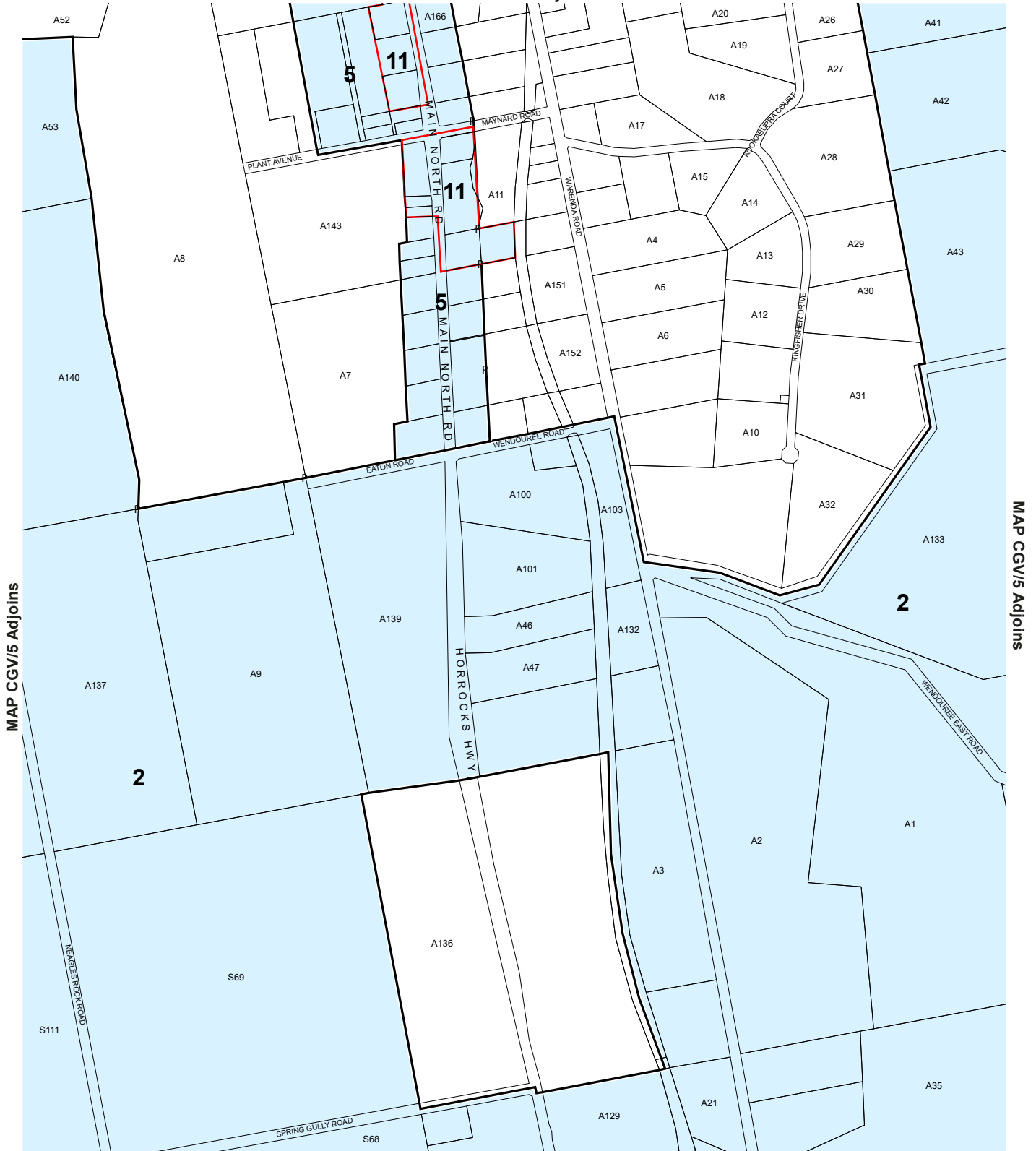
- C** Commercial
- CP** Caravan and Tourist Park
- PrPro** Primary Production
- Rec** Recreation
- RuLP** Rural Landscape Protection
- RuL** Rural Living
- Zone Boundary**

CLARE

Zone Map CGV/24

CLARE AND GILBERT VALLEYS COUNCIL

MAP CGV/23 Adjoins



MAP CGV/5 Adjoins

Lamberts Conformal Conic Projection, GDA94

Policy Area

- 2 Horticulture
- 5 Town Approach
- 11 Southern Township Gateway



CLARE

Policy Area Map CGV/24

 Policy Area Boundary

CLARE AND GILBERT VALLEYS COUNCIL

DRAFT

DRAFT

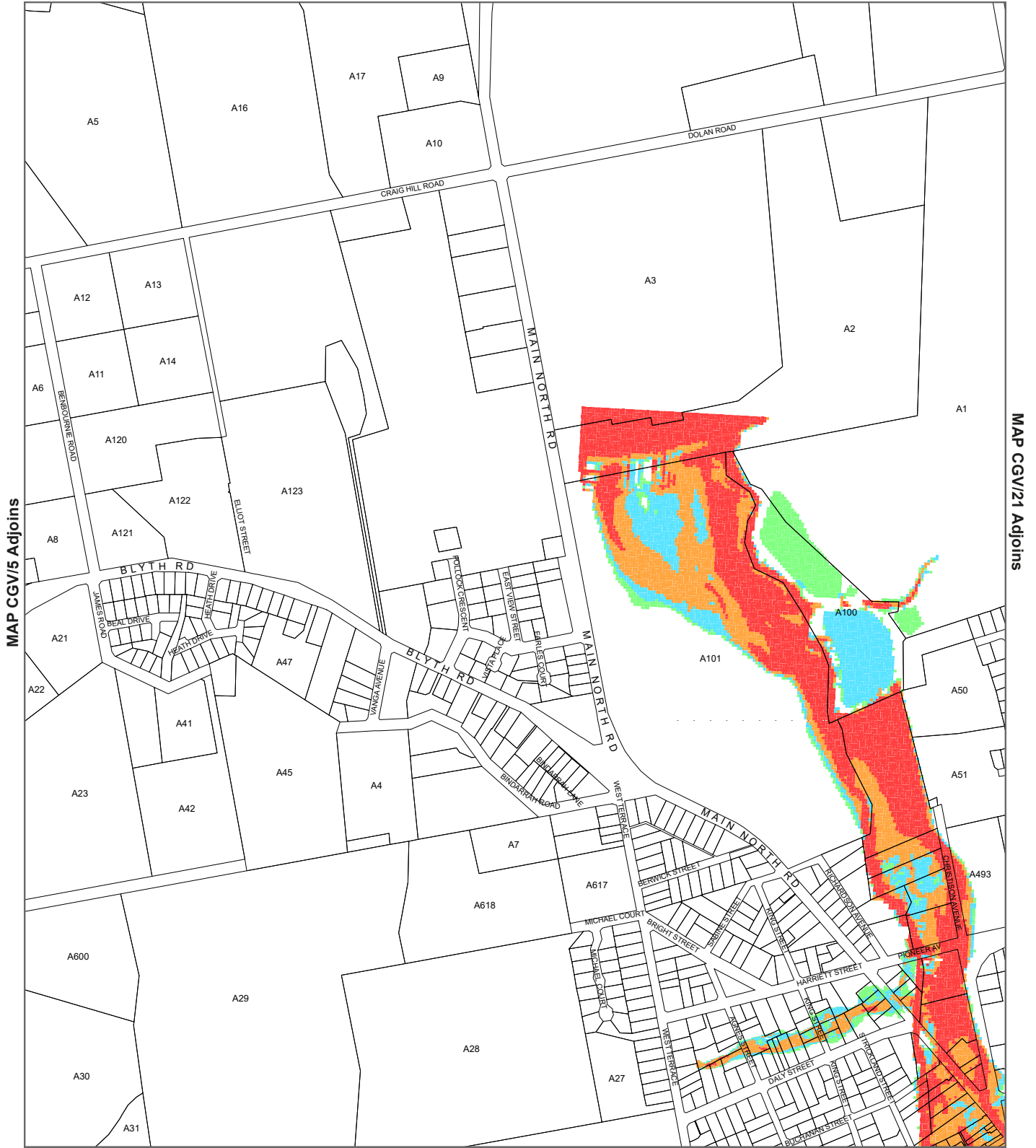
MAP CGV/3 Adjoins



Low
Medium
High
Extreme

CLARE AND GILBERT VALLEYS COUNCIL

MAP CGV/5 Adjoins

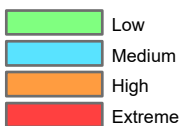


Note: See Overlay Map CGV/1 Development Constraints for flood data definition explanation and disclaimer.



CLARE

Flood Risk Categories



Overlay Map CGV/20 DEVELOPMENT CONSTRAINTS

CLARE AND GILBERT VALLEYS COUNCIL

MAP CGV/20 Adjoins



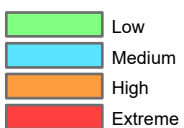
MAP CGV/5 Adjoins

Note: See Overlay Map CGV/1 Development Constraints for flood data definition explanation and disclaimer.



CLARE

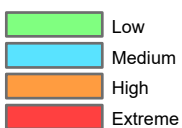
Flood Risk Categories



Overlay Map CGV/22 DEVELOPMENT CONSTRAINTS

CLARE AND GILBERT VALLEYS COUNCIL

Flood Risk Categories



Overlay Map CGV/23

DEVELOPMENT CONSTRAINTS

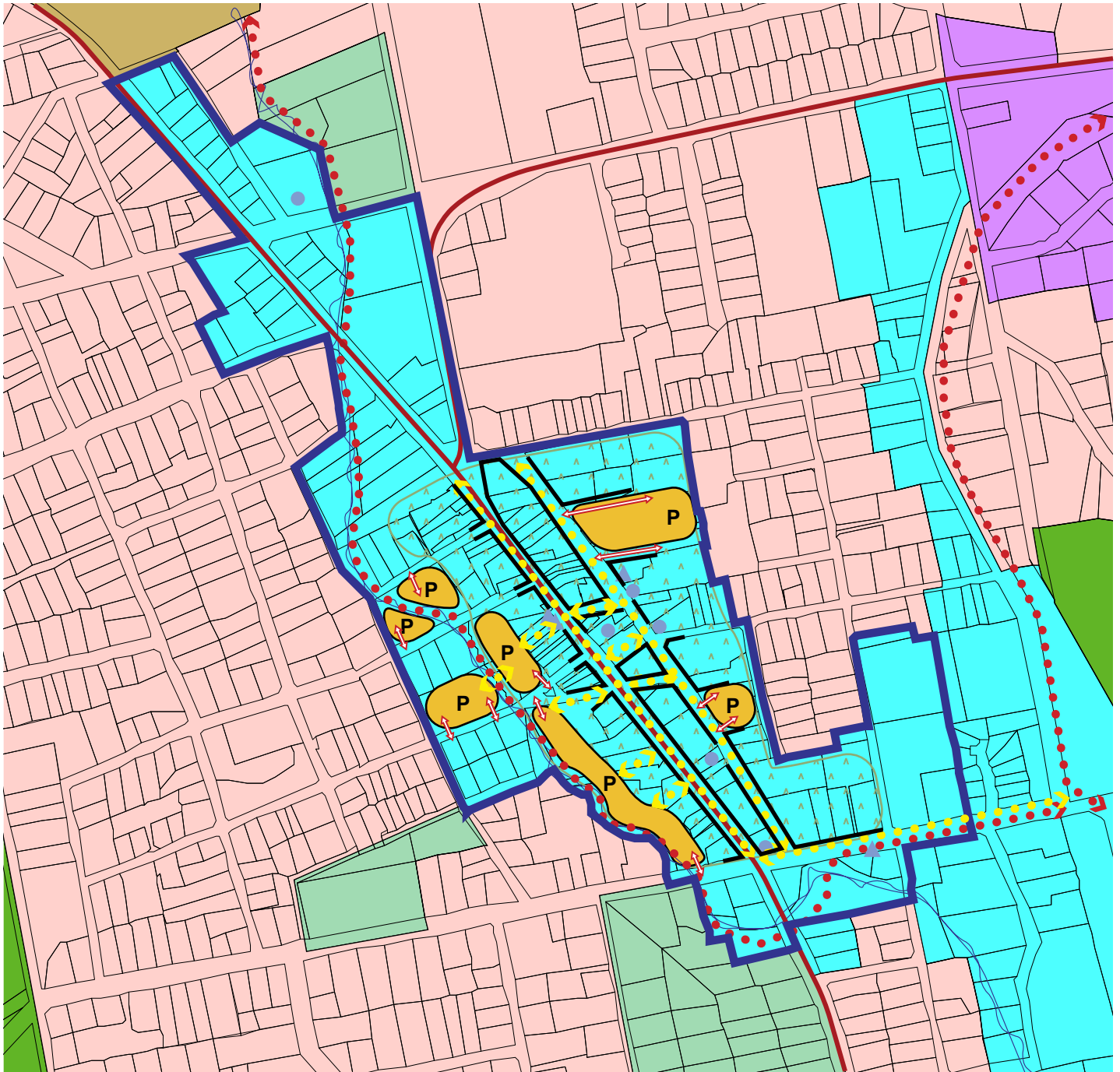
CLARE AND GILBERT VALLEYS COUNCIL

Low
Medium
High
Extreme

CLARE AND GILBERT VALLEYS COUNCIL

DRAFT

DRAFT



- | | | | |
|--|---|--|----------------------------|
| | Core Retail Area | | Rural Landscape Protection |
| | State Heritage Place | | Industry |
| | Local Heritage Place | | District Town Centre |
| | Consolidated Car Parking | | Recreation |
| | Bicycle/Pedestrian Trail | | Residential |
| | Primary Pedestrian Route | | |
| | Continuous Built Form Edge and Activated Frontage | | |
| | Proposed Access | | |
| | Hutt River | | |
| | Secondary Arterial Road | | |
| | Concept Plan Boundary | | |



CLARE

Concept Plan Map CGV/9

DISTRICT TOWN CENTRE

CLARE AND GILBERT VALLEYS COUNCIL

COLOURS OF CLARE / A TOWN CENTRE STUDY AND ROADMAP



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1.0 Introduction

1.1 Background and purpose of the study

The Clare Township is recognised as the main service centre for the region. It has played an important historical role in the evolution of the region and is an important meeting place for locals and visitors alike.

The township has changed considerably since its establishment in the early 1840's, adapting to the needs and demands of local business and households. It now faces another stage of change as a more mobile and connected community is able to access products and services beyond the region.

Council and key stakeholders are keen to protect important values of the township whilst also aiming to cater for new and emerging needs. This will require a balance between meeting the needs of current and future residents as well as tourists and visitors.

GHD were engaged by Clare and Gilbert Valleys Council in October 2015 to facilitate the development of a shared vision by key stakeholders, businesses and the local community. Together, these groups considered what the future direction of Clare should be and the town's role within the broader region of the Clare and Gilbert Valleys. They also identified projects for achieving the direction identified.

1.0 Introduction

1.1 Background and purpose of the study continued

Overall, the study and engagement was about identifying opportunities to improve the township in catering to changing needs, including how the enhancement and improvement of public assets could deliver better results for all. This will ensure that the next generation and those following see Clare as an important part of the community and economic fabric of the region.



1.2 A note from council

Clare is an important regional centre servicing the Mid North of South Australia. Clare & Gilbert Valleys Council is proud of the town's many strengths including the provision of critical services, educational and training institutions, community facilities and quality food and wine. However, we are aware that the centre faces a number of challenges due to changing social, economic and environmental factors.

To identify and develop responses to these challenges, Council engaged GHD to facilitate a series of workshops with key stakeholders, businesses and the local community. From these meetings has evolved this Town Centre Study and Roadmap, outlining the current issues and future goals for the town of Clare.

Council is committed to working in partnership with the local community and stakeholders. It is essential to move forward collectively, commencing with small and manageable changes. This will enable us to see real results and the progression of our efforts.

It is our hope that everyone - from local businesses, community groups, and the broader public - can play a role in shaping Clare's positive future. Together, we will ensure Clare continues as a prosperous and vibrant centre.



1.0 Introduction

1.3 Approach and methodology

The key objectives for the 'Imagine Clare' project were to:

- Bring the community together to create a new shared vision for the town.
- Develop a series of principles that guide future projects and development within Clare.
- Develop a series of 'next steps' to be undertaken by the local community, landowners, businesses and Council.

The project was made up of two phases. The first phase was to collaborate and build upon existing knowledge. GHD drew upon other studies Council have previously undertaken on the Township that address urban design and character issues as base information for this study. They also undertook a thorough familiarisation tour of the township and met with Council staff and Elected members to establish an understanding of relevant background issues.

The second phase was a community engagement phase. GHD held a series of workshops with key stakeholders and the local community over two days. There were two working sessions each day which involved 46 people over the four sessions. In these sessions, participants were given tasks that built upon the previous sessions work to develop a shared vision, criteria for evaluating projects and identifying improvement project opportunities. The results of the workshop were displayed for public review and comment at the end of each session.

1.0 Introduction

1.3 Approach and methodology continued

The feedback was then communicated back to the participants for consideration and incorporation into the following session, enabling the community to have ownership of the task and ensuring transparency of the process.

The two phases of the project were generally well represented and participants in the project provided critical feedback which has informed the development of this report. A full transcript of the information collected is contained in Appendix A.

However, it was noted that there was an under representation of youth and young adults. While the participation rates of these groups is often lower, it is important that the Clare business community do not underestimate the potential market of this sector.

The new shared vision, principles and next steps within this report arise from ideas gathered in the workshop, as well as direction from Elected Members and Clare and Gilbert Valleys Council officers.

1.4 What we found

During the workshops, a number of key issues were identified that appear to be generating a cycle of decline. There is evidence of some change and improvement in the town centre but a key message was that this needs support and encouragement if it is to translate into a better outlook in the longer term.

There were a number of issues raised that have since been clarified:

- The Town Hall and other Council properties are managed and supported by community based committees. These groups work hard to look after and raise funds for these properties.
- There is a project currently underway that aims to deliver WiFi to the Clare centre. Changes in technology have delayed implementation but it is still progressing.
- There is no impediment to erecting verandah structures in the main street.



1.0 Introduction

1.5 Application of the report

This report is intended to be used to guide for community, business and Council decision making. Importantly, it is intended to provide some coordination across all stakeholder groups to encourage new ideas and actions.

The workshops identified that efforts have been made in the past to develop a future vision for Clare but it was reported that little was achieved. A key lesson is the need to start small, make some changes and generate interest, energy and quick wins which can then build upon itself.

This report identifies a number of actions that can be undertaken and the "Next Steps" section identifies early projects. The early projects are small and manageable and aim to test ideas without overly expensive investments in structural or infrastructure changes.

This report also advocates collective initiatives by all stakeholders. There is a tendency to look to Government to drive change. However, more robust and lasting change comes when business and community initiate and drive changes that respond directly to the needs and wishes of customers, clients and visitors.

We urge all stakeholders (landowners, businesses, residents, community and volunteer groups) to embrace the intent of this report, to support positive changes and to give new ideas a fair go.





2.0 The vision of Clare

2.1 Clare's role in the region

Clare is the Region's centre for the delivery of regional business, arts, cultural, health, recreation and government services. Clare is an attractive place for all members of the community to get jobs done, catch up, meet and enjoy a country town atmosphere.

It is recognised by the community and business as the front door to the whole region, promoting the region, its attractions, key destinations and townships.

Clare caters for a diversity of community and visitor needs, it compliments the unique and boutique offerings of the whole region. As such Clare is country and colourful, with a well defined centre core and nestled in a green and gold setting.

2.2 Issues and Themes

The workshops and the feedback revealed a number of clear, key issues that currently present challenges for the centre. The outcomes sought also followed a number of key themes also described below:

- Improve attractiveness of Clare.
- Support the Businesses in Clare.
- Regional Centre Role.

These are understandably connected and influence each other.

2.2 The vision of Clare / Key Issues

Improve Attractiveness of Clare

There is strong support for retaining the character of the main street and its surrounds by using and upgrading the quality heritage buildings. However, the centre is considered to be lacking an identifiable theme that reflects the qualities of the region.

The current town centre is very spread out, the traditional core has lost activity, vacant shops, dated signage and poor maintenance affects the look and feel of the whole centre. Similarly, the quality of the public streets, paving, signage and dead spaces reduce the overall amenity of the centre. The activities in the centre don't adequately reflect the values of the region such as art and culture, a quality natural environment, food and wine. The overall amenity, identity and character of the town centre needs improvement.

There also needs to be a better balance between providing access for cars and car parking and pedestrian/cyclist amenity and safety.

Support the Businesses in Clare

There are not enough people spending time (and therefore money) in the centre to support a diverse range of viable and healthy businesses. The country town feel of the centre is supported by family owned businesses but these businesses owners need to have time to spend with their families. The insufficient catchment makes it hard to afford to pay staff for weekend/extended trading.

There is a need to break the cycle of decline by encouraging more people back into the centre. In the short term this will need to focus on attracting people from a range of target groups, offer meeting facilities to encourage community meetings and small scale events, promote a buy local campaign, better signage for locals and visitors.

2.2 The vision of Clare / Key Issues

Regional Centre Role

Clare has a sound and diverse base of regional level services relating provides by the private sector and Government. Examples include legal, accounting, banking, health, recreation, vehicle/equipment sales and servicing. There are some gaps in service offerings (such as registration and licencing) and the relocation of PIRSA/SARDI may have an impact on this perception. There also appears to be gaps in offerings for young people and older people such as retirement living, WiFi access and youth meeting space.

Clare also has a sound retail offering that includes national chains as well as family owned businesses. While some more boutique businesses add to the offering, limited opening hours may be limiting Clare's attractiveness to groups such as tourists, youth and young families. The workshop participants suggest that people are increasingly shopping on-line or at other regional centres in northern Adelaide and the Barossa.

There is a base of recreational, sporting and leisure offerings in Clare but some of Clare's best assets are under utilised. Connecting the Riesling Trail to the main-street and the development of the Hutt River linear park around the centre with links to the main street would help to improve the amenity of the centre and attract more pedestrians and cyclist into the main street.

Clare could and should play a strong role as an arts and cultural centre for the region, complementing arts and cultural efforts in other parts of the region. Up-grading facilities to accommodate a range of arts and cultural activities would support the whole region and offer a more for locals and visitors to see and experience.

Clare needs to offer a setting and environment that attracts people back to Clare: experiencing, visiting, shopping and meeting in their regional centre.

2.3 The vision of Clare / Key Themes

Develop a “Clare” look and feel

Upgrade the main street, connecting links, public spaces and buildings to present a unique character that has greater amenity and reflects the character of the region.

Create a Regional level Arts, Culture and Community Precinct

Up-grade and improve key buildings and facilities to accommodate greater activity associated with the arts, culture and community sectors.

Improve the level of information about Clare

Establish a range of directional and directional signage and information for parking and access to the Main Street as well as stronger communication about events, activities and promotion of the centre.

Attract more people to Clare

Improve the amenity of the centre and increase the range of quality offerings (such as food, wine, socialising, meeting spaces retirement living, outdoor dining and extended trading hours) to appeal to a wider range of people including community groups, young people, older people and tourists.

Improve linkages and connections

Improve the quality and usefulness of key linkages in and around the centre. This includes lanes, side streets, Old Main North Road, Lennon St and the Hutt River. Link with the Riesling Trail to create more interest, bring the green, and attract people into the centre.

Cater for Tourists

Recognise that Clare is a gateway to the region and improve the facilities and information for tourists in the centre. This includes parking (including for RVs), signage, trading hours, outdoor dining, accommodation, up-coming events/activities in the Region.

2.4 The vision of Clare / Outcomes and Guiding principles

Improve Attractiveness of Clare

To attract more people, Clare needs to be a place that is attractive to more people and a wider range of people.

- Have a defined and clear 'hub' of activity between the round-a-bouts - the main street - and up-grade the entrance to and amenities of this area.
- Improve pedestrian links between the main street and car parks behind.
- Provide shade and shelter in the main street for shoppers and visitors.
- Encourage more colour and green displays in the main street.
- Encourage art and installations both temporary and permanent.
- Support temporary trials that test new ideas and attractions in Clare.

Support the Businesses in Clare

Businesses in Clare need more income to pay rent, wages and other costs as well as make a profit. This means attracting more people to Clare and encouraging them to spend more time (and money) in the centre. As business improves, opening hours can be extended, attracting more people.

- Attract more and different people to Clare through diversity and interest.
- Encourage more people to spend more time in Clare by providing a safe and pleasant environment for people on foot and those cycling.
- Encourage diversity of land uses, create spaces and places for events and activities to occur (including outdoor dining).
- Support small scale and temporary activities.
- Support changes that add attractions and interest in the town centre.



2.4 The vision of Clare / Outcomes and Guiding principles

Regional Centre Role

Clare is an important Regional Centre for the residents of the region but if services are not used they may be lost. Clare needs to promote the use of the centre and its services and make plans to cater for increasing demand and more diverse needs. In essence, Clare needs the region and the region needs Clare.

In the minds of visitors and tourists there is a strong association between 'Clare the Region' and 'Clare the Town'. Clare (the town) is closely associated with the wine and landscape of the Clare Valley. While the town does not have to be all things to everyone it does need to be a better 'front door' to the region and other towns.

- Better promote Clare's offerings with better information (signage, on-line information, word of mouth, buy local).
- Improve connections with other successful activities in the Region.

- Increase the diversity of accommodation offerings in and around Clare (for visitors and locals).
- Support actions that increase the role of Clare as an arts and cultural centre.
- Support actions that offer a diversity of activities and appeal to a range of people and groups.





3.0 Ideas and Actions

















The factors and processes that have led to a sense of decline in the Clare centre is the result of a number of trends and influences that have had an influence over an extended period of time. In a similar sense, the actions needed to turn this around will need to be various and will take time.

It is important to note that many of the negative influences affecting Clare are not controlled by Council. For this reason Council has limited ability to control the improvements needed. While Council can play an important leadership and coordinating role, their impact will be limited without the driving influence of the other key stakeholders – property owners, businesses and the community.


















The working sessions looked at many idea and action options. Section 3.1 provides a full list of these. Section 3.2 provides more detailed direction for those projects identified as being of a higher priority.

The lists on the following pages are in no particular order, but provide a collation of the ideas and actions identified throughout the working sessions.

3.1 Ideas and Actions / Full List

Issue and Changes to Address	Responsible body	Key: Responsible bodies
<ul style="list-style-type: none"> • Increase number of verandahs within the township. 		
<ul style="list-style-type: none"> • Potential for a retirement village to be in the town - consider potential sites and zoning amendments. 		 Local Business and Service Providers
<ul style="list-style-type: none"> • Improve streetscape of main street. Ideas include each shop growing vines or roses and providing several flower pots in the street, and introducing art, sculpture and murals into the public realm. 		 Cultural / Interest Groups
<ul style="list-style-type: none"> • PO Parcel Hub (take advantage of on-line shopping). 	 	 Landowners (Private and Government)
<ul style="list-style-type: none"> • Consider future use of old tennis courts – potentially incorporate with the civic centre. Focus on people friendly community use not retail. 		
<ul style="list-style-type: none"> • Keep retail area compact - between roundabouts. 		
<ul style="list-style-type: none"> • Increase accommodation options in the town. 		
<ul style="list-style-type: none"> • Improve attractiveness and usefulness of Ennis Park. Encourage more active use in the space (e.g. wine night like at the Caravan Park) 		
<ul style="list-style-type: none"> • Improvements to the creek by the rotunda and beyond through improved linkages and useable green spaces. 		
<ul style="list-style-type: none"> • Increase beautification of the main street. Prioritise pedestrians through paved areas to slow traffic. Consider removal of some car parking, pedestrian crossings, improved paving, landscaping, seating, and footpath widening. 		

3.1 Ideas and Actions / Full List

Issue and Changes to Address	Responsible body			Key: Responsible bodies
<ul style="list-style-type: none"> Improve vibrancy and aesthetic of shops through weekend trading, installations and pop ups in vacant shop fronts, flags in the main street, and improved facades of shop fronts so they don't appear "tired". 				 Local Business and Service Providers  Cultural / Interest Groups  Landowners (Private and Government)  Community Groups / Residents
<ul style="list-style-type: none"> Strengthen the town centre's identity through consistency of building facades and stronger design guidelines. 				
<ul style="list-style-type: none"> Attract new demographics (e.g. young professionals, retirees) - a wine bar? 				
<ul style="list-style-type: none"> Improve disabled access along the main street. 				
<ul style="list-style-type: none"> Better utilise the town's existing assets, such as the Hutt River and heritage buildings. 				
<ul style="list-style-type: none"> Improve access between the main street and Old North Road. 				
<ul style="list-style-type: none"> Promote and encourage buying locally – link to produce market and support local businesses. 				
<ul style="list-style-type: none"> Improved maintenance of buildings and other areas around the town. Support businesses in up keep of properties and giving a local touch (e.g. vine maintenance). 				
<ul style="list-style-type: none"> Improve WiFi connection for tourists, youth, and other groups – 24/7 access, community spaces and casual areas to interact. 				

3.1 Ideas and Actions / Full List

Issue and Changes to Address

Responsible body

Key: Responsible bodies

- Improve environment for cyclists to draw them into the town centre. Bike parking is not well defined.
- Improve utilisation of the town hall – strengthen connection with Ennis Park, diversify user groups hiring the space, improve acoustics and other aspects to attract new users.
- Demolish old home hardware building (an eye sore) and potentially create a green space.
- Revitalise the Domain through diversifying user groups and improving the facilities, clarify lease and contract terms.
- Lack of art spaces including galleries, performing arts and other purpose built areas.
- Lack of collaboration and connection between community groups. Strengthen this connection through networking events, showcasing achievements, utilising and building upon existing databases by the Clare Community Development Committee.
- Coordinate key cultural areas to develop a cultural precinct (e.g. Courthouse, library and old police cells).



Local Business and Service Providers

Cultural / Interest Groups

Landowners (Private and Government)

Community Groups / Residents

3.1 Ideas and Actions / Plan

Develop Hutt River as a linear park + connection to Lennon Street/Riesling Trail.

Focus 'main street' to a core area with site links.

Improve amenity of Old North Road.

Trail parking and stop point.

Use Lennon Street as a function and event street.



- State Govt. Bldg.
- Local Govt. Bldg.
- Town Centre Boundary.

- Improve entrances to the Town Centre.
- Reisling and Hutt River Trails.

- Explore opportunities for additional links and improved amenity.
- Town Centre Boundary

- Improve connections between the main street and -
 - Car Parks
 - The Reisling Trail
 - The Hutt River



CLARE BRASS BAND

CIRCA 1900

Frank Pope, Phil Kinnison, W. Blaher, Leo Seary, T.H. Spence, Geo. Howe, Alf. Price, Chas. Smith, James Jones, James and Dinny McQuarrie, Billy Pope, Jack McCune, Arthur Bishop, Eric Bishop, Ed. Harding and George McQuarrie, Phil Seary

3.2 Priority Project Ideas / Improve attractiveness of Clare

The following project ideas were developed in more detail during the working sessions and further explained using information from previous sessions. These provide direction for priority actions for various stakeholders.

Idea/Project	More compact core (the Main Street).	Improvement / redevelopment of ugly sites.	Beautification of Old North Road and strengthening of links, including Mill Place, pedestrian links & routes from the Reisling Trail.	Design guidelines to achieve consistency in the Main Street's appearance and character.
Actions/key steps	<ul style="list-style-type: none"> Define the Town Centre through place making and streetscape improvement, including: <ul style="list-style-type: none"> Banners. Vines. Decoration of bridges, entry statements and rubbish bins. Arbour wall. Sculptures and public art. Pavements. Light projections on buildings. 	<p>Sites to be improved/ redeveloped:</p> <ul style="list-style-type: none"> Areas of vegetation between the Hutt River and Strickland Street. Former Home Hardware and Ford sites. Roundabouts at either end of Town Centre. Links between the main street and Old North Road (between Butcher and Florist). 	<ul style="list-style-type: none"> Consistent tree planting, paving and street treatments along Old North Road to create a sense of place/precinct. Identify key pedestrian links (e.g. Mill Place) and improve the streetscape, look and feel, and visual links into the Main Street. Improve wayfinding (signage and consistent streetscaping) from Old North Road and the Riesling Trail into the Main Street. 	<ul style="list-style-type: none"> Define the focus area. Review zoning. Community consultation on details. Guidelines to include both the facade and landscaping.
Responsibility	<ul style="list-style-type: none"> Council, Visual & Performing Arts Association (VAPAA). Heritage & History Groups, Collaboration with school groups. 	<ul style="list-style-type: none"> Council. DPTI. Landowners. 	<ul style="list-style-type: none"> Council. DPTI. Landowners. 	<ul style="list-style-type: none"> Council in consultation with the community.

3.2 Priority Project Ideas

Improve attractiveness of Clare

Idea/Project	<p>The Riesling and Hutt River Trail Links.</p>	<p>Better use of the Town Hall and Domain Community Building.</p>	<p>Activation and upgrading of buildings.</p>	<p>Increase and diversify events to “put Clare on the map” and attract new demographics through health & rec; music, art, food & wine; corporate functions.</p>
Actions/key steps	<ul style="list-style-type: none"> • Incorporate sculpture. • Provide signage, including history and other information boards. • Improve access to businesses from the trail, including outdoor dining • Dual links for pedestrians and cyclists. 	<ul style="list-style-type: none"> • Audit needs, spaces, and likely users. • Make spaces fit for purpose through upgrading and new facilities (e.g. Air conditioning, improved IT). • Explore increasing seating capacity and balcony/ mezzanine to enable better use of space. • Make front rooms more useable. • Develop a program of improvements. 	<ul style="list-style-type: none"> • Pop-up shops, gallery spaces and other features in vacant shop fronts. • Street murals on vacant shops. • Increase number of vines on shop fronts. • “Renew Adelaide” model for young entrepreneurs to test different business models in vacant buildings. • Consider verandahs and buildings. 	<ul style="list-style-type: none"> • Event package (facilities). • Promote the town as child friendly (including Melrose Reserve and the Miniature railway). • Strengthen coordination between events and local businesses. • Incorporate welcome signs and banners. • Event flyers at tourist locations. • Wine tasting night.
Responsibility	<ul style="list-style-type: none"> • Council. • Local History Group. • The Lavender Group. • Local Businesses. • Other Community & Interest Groups. 	<ul style="list-style-type: none"> • Council • University of the Third Age. • History Group • Visual & Performing Arts Association (VAPAA). • Other community & interest groups. 	<ul style="list-style-type: none"> • Landowners. • Clare Community Development Committee. • Other groups, including school groups, to work to maintain vines. 	<ul style="list-style-type: none"> • Council, Visual & Performing Arts Association (VAPAA). • Heritage & History Groups • Collaboration with school groups.

3.2 Priority Project Ideas / Regional Centre Role

The following project ideas were developed in more detail during the working sessions and further explained using information from previous sessions. These provide direction for priority actions for various stakeholders.

Idea/Project	Development of cultural and arts precinct.	Promote and recognise value of volunteer and community groups to strengthen social capital within Clare.	Retirement Village.
Actions/key steps	<ul style="list-style-type: none"> • Increase public art. • Define the future precinct through zoning/policy. • Utilise community groups to initiate pop-up events and art, including the talents of disability groups. • Make better use of the Town Hall for art/entertainment. 	<ul style="list-style-type: none"> • Hold networking events to strengthen ties between groups and promote variety of groups. • Demonstrate benefits of volunteering through promotional materials showcasing achievements to date and personal stories of volunteers. 	<ul style="list-style-type: none"> • Identify locations (including sites with potential for amalgamation). • Research the level of demand and cost including: <ul style="list-style-type: none"> - What is the level of service required? - What facilities are required?
Responsibility	<ul style="list-style-type: none"> • Council. • VAPAA. 	<ul style="list-style-type: none"> • Council. • Community Groups. • Cultural & Interest Groups. 	<ul style="list-style-type: none"> • Council (zoning of land).





4.0 Next Steps

The following section sets out ideas and suggestions for action that can be initiated in the short term (next 12-24 months) and driven by different stakeholders. These are intended to be simple, lower cost project ideas that can help to stimulate a process of change.

In the short term (next 12 to 24 months)

The following are ideas and actions that should be given priority consideration in the short term. These are intended to be relatively low cost, often temporary actions that can be implemented by a range of stakeholders. In many cases these are a 'testing' opportunity for potentially more permanent changes. Importantly, this list is about generating energy and support for more lasting change.

4.1 Next Steps / Actions and Ideas

Action/Idea	<p>Introduce more colour to the Main Street by using flowers, plants in pots, hanging baskets, flags or window displays.</p>	<p>Clean-up the 'look' of vacant properties by removing rubbish, improved basic maintenance, and installation of posters in shop windows.</p>	<ul style="list-style-type: none"> • Improve signage for car (including RVs) and bike parking locations in proximity to the main street. • Directional signage between car parks/the Riesling Trail and the Main Street. • Promote parking options in the community and for visitors (newsletter, website, local paper and town map). 	<p>Consider low cost options for new start-up businesses or food/wine promotion (short term uses, lower cost rentals in vacant shops, trading vans, trading tables, pop-up shops).</p>
Outcome	<p>Temporary, low cost, improvement to amenity and attractiveness.</p>	<p>Reduce the negative perceptions of vacant properties.</p>	<ul style="list-style-type: none"> • Provide information on parking in the town centre. • Make access to car and bike parking easier and more convenient. • Promote more pedestrian activity - park and walk explore. 	<ul style="list-style-type: none"> • Enable individuals to test new business ideas/promote the region. • Focus in the main street (especially the southern end) or Lennon Street (connect Riesling Trail to the Main Street). • Focus on extending hours of activity in the main street.
Who	<ul style="list-style-type: none"> • Business owners. 	<ul style="list-style-type: none"> • Property Owners. • Community Groups. 	<ul style="list-style-type: none"> • Council. 	<ul style="list-style-type: none"> • Council. • Property Owners.

4.1 Next Steps / Actions and Ideas

Action/Idea	<ul style="list-style-type: none"> Undertake an audit of Council properties to identify space and amenity opportunities to provide more meeting space and small scale activity space for community groups. Promote opportunity for a wide variety of community groups to use these spaces. 	<p>Clean-up the 'look' of vacant properties by removing rubbish, improved basic maintenance, and installing posters in shop windows.</p>	<p>Trial 'parklets' in the main street to test the balance between more outdoor dining space and less immediate on-street parking in the Main Street.</p>	<p>Engage with and utilise the creative talents already within the community to develop ideas for incorporating art and displays into the main street, Old North Road, Lennon Street and connecting streets/lanes.</p>
Outcome	<p>Temporary, low cost, improvement to amenity and attractiveness.</p>	<ul style="list-style-type: none"> Bring more people into the centre to encourage more 'life and activity' and encourage more use of the centre (before and after community activities). Support extending 'activity' times for the centre (after hours and weekends). 	<ul style="list-style-type: none"> Improve amenity and interest in the main street by offering an interesting and attractive place to sit, meet and eat. Seek local community input into the design and construction - a local flavour. 	<ul style="list-style-type: none"> Create a working group to focus on the incorporation of public art (of all kinds) into the Town Centre. Look at ways to create places to linger and provide interest for users of Clare. Run a design competition for public art in Clare.
Who	<ul style="list-style-type: none"> Council. 	<ul style="list-style-type: none"> Council. Property owners. 	<ul style="list-style-type: none"> Council. Business owners. 	<ul style="list-style-type: none"> VAPAA. Property owners. Business owners. Council.



5.0 Appendix A / Notes from working session 1

Overview

In working session one, consideration was given to what Clare should mean to the local community, the region and to visitors.

Economic Values and Improvements

- The town is a regional centre for retail, business, and other facilities such as the medical centre and library. These attractions make it a valuable asset to the region and the community should work together to maintain them.
- There is potential for aged care facilities and retirement villages – these are currently lacking.
- A program to make all businesses tourist-savvy should be considered.
- Services in Clare should be improved and tap into Government funding.
- Increase viability for markets to be held in the town.
- The main employers in Clare are retail, aged and medical care, and building and construction.
- High rents are a barrier to new businesses and are not sustainable.

Economic Values and Improvements

- Consider how Clare can work towards being an RV friendly town.
- Greater utilisation of the Town Hall.
- The town should be more effectively marketed towards tourists through variety in activity, a greater mix of shops, including new coffee shops, as well as gourmet food to attract new demographics.
- The town should be more effectively marketed towards tourists through variety in activity, a greater mix of shops, including new coffee shops, as well as gourmet food to attract new demographics.
- The TAFE Campus has diminished - consider how this can be revitalised.
- Compact the main street to strengthen its identity, concentrate business and reduce gaps which cause sprawl and vacancies. Once this smaller main street area is flourishing, then consider extending it more broadly – currently, it's too spread out.

Physical and Environmental Values and Improvements

- Greening of the main street, including vines and more trees.
- Improve wayfinding in the town through signage to the following areas:
 - Melrose Park and the Gleeson Wetlands;
 - Key off street car parks;
 - Key trails, including the Hutt River and the Riesling Trail;
 - Interactive screens showing current events, information on local businesses, and other information specific to Clare.
 - A smart phone app showing trails, events, parking, etc.
- Improve accessibility, including parking for disabled and elderly people, and access ramps to shops.
- Connection of key recreation and educational facilities through trail networks.
- The Home hardware site has potential to be improved as a green park or passage way between the main street and Old North Road.

5.0 Appendix A / Notes from working session 1

Physical and Environmental Values and Improvements Continued.

- Improve the entrance points to the town.
- Improving the experience of the main street through:
 - Uniformity and consistency of façade designs and forms
 - Verandahs on shop fronts
 - “Linger nodes” and alfresco dining spaces
 - Paved and garden areas along footpath
 - Increase seating
 - Street art to complement existing character
 - Traffic calming
 - Considering options to divert heavy vehicles away from the main street
- Strengthening of trails and links between trails, including:
 - Strengthening the Riesling Trail's connection with the Town Centre Hutt River linear trail through sculptures, information boards, and landscaping;
 - Promotion and upgrading of the Hutt River linear trail;
 - Improving history boards, kid friendly areas, and other elements along walking trails to make them more engaging to different demographics.

Social and Cultural Values and Improvements

- The town should be open to possibilities and is at a cross roads, requiring the community to work together.
- Social capital should be more effectively utilised to improve the town, through drawing upon talented young artists; community groups and capable individuals to work together. Greater value should be placed on the community itself as an asset.
- The natural beauty, heritage, and history of Clare provide the town with a strong character and tourist appeal. However, the perception of the town could be improved through increased maintenance; reduction of vacant shop windows on the main street, and increasing a local focus through promoting local produce and products unique to the area.
- There were mixed views over the aesthetics of the Clare Telephone Exchange building – some considered it to be out of character and others considered it a strong example of 1960s architecture.

Social and Cultural Values and Improvements

- The Clare Library is a cultural hub and attracts visitors; however it is vastly underutilised.
- There were mixed views over Ennis Park – some considered it to be a good, modern centre piece for the town bounded by modern heritage whilst others thought it to be bland. However, many agreed that it is underutilised and should be better activated.
- The Old Town Hall is vacant and has potential to be used as an art space.
- There is potential for aged care facilities and retirement villages – these are currently lacking.
- Schools in the area are healthy and childcare is well utilised.
- The town lacks galleries and public art.
- There are a number of buildings with great potential to form a cultural precinct, including the library and court house (which could link with the Art Gallery).

5.0 Appendix A / Notes from working session 1

Social and Cultural Values and Improvements

- There should be more in the town to engage children.
- A town map mural (artist's impression of the town) showing key locations with printed copies at local businesses and the Visitor's Information Centre.

5.0 Appendix A / Notes from Working Session 2 (Part 1)

Participants identified key issues within the town and the changes that should be made to address them. Each issue was attributed as being the responsibility of one or more of the following groups:

- Local business and service providers.
- Landowners (both private and government).
- Community groups and residents.
- Cultural and other interest groups.

Issue and changes to address	Responsible Body
Increase number of verandas in character with the township.	Local business and service providers.
Potential for a retirement village to be in the town – consider potential sites and zoning amendments.	Local business and service providers.
Improve streetscape of the main street through each shop growing vines and providing several flower pots in the street, and introducing art, sculpture and murals.	Local business and service providers, Cultural/Interest Groups.
PO Parcel Hub.	Local business and service providers.
Consider future use of old tennis courts – incorporation with the civic centre and people friendly.	Local business and service providers, landowners.
Keep retail area compact – between roundabouts.	Landowners (private and government)
Increase accommodation options in the town.	Landowners (private and government)
Improve attractiveness and usefulness of Ennis Park.	Landowners, Cultural/Interest Groups
Improvements to the creek by the rotunda and beyond through improved link-ages and useable green spaces.	Landowners (private and government)
Increase beautification of the main street and prioritise pedestrians more through paved areas to slow traffic, removal of some parking, pedestrian crossings, landscaping, seating, and footpath widening.	Landowners (private and government), Local business
Improve vibrancy and aesthetic of shops through weekend trading, installations and pop ups in vacant shop fronts, flags in the main street, and improved facades of shop fronts so they don't appear "tired".	Local business, Landowners (private and government), Community Groups/Residents
Strengthen the town centre's identity through consistency of facades and stronger design guidelines.	Landowners (private and government)
Attract new demographics (e.g. young professionals, retirees).	Local business and service providers, Landowners (private and government)
Improve disabled access along the main street.	Landowners (private and government)
Better utilise the town's assets, such as the Hutt River and heritage buildings.	Landowners (private and government)

5.0 Appendix A / Notes from working session 2 (Part 1)

Participants identified key issues within the town and the changes that should be made to address them. Each issue was attributed as being the responsibility of one or more of the following groups:

- Local business and service providers.
- Landowners (both private and government).
- Community groups and residents.
- Cultural and other interest groups.

Issue and changes to address	Responsible Body
Improve access between the main street and Old North Road.	Landowners (private and government)
Promote and encourage buying locally – link to produce market, support businesses.	Community groups and residents, local businesses
Improved maintenance of vines and other areas around the town, supporting businesses in up keep of properties and giving a local touch.	Community groups and residents
Improve wifi connection for tourists, children, and other groups – 24/7 access, community spaces and areas to interact.	Community groups and residents
Improve linkages between the Riesling Trail, Linear Park and the Main Street – provide outdoor exercise equipment, signage and visual cues.	Cultural/Interest Groups, landowners
Improve environment for cyclists and draw them into the town centre.	Cultural/Interest Groups
Improve utilisation of the town hall – strengthen connection with Ennis Park, diversify user groups hiring the space, improve acoustics and other aspects to attract new users.	Community Groups/Residents, Cultural/Interest Groups, Landowners
Demolish old home hardware building (an eye sore) and create a green space.	Landowners (private and government)
Revitalise the Domain through diversifying user groups and improving the facilities, clarify lease and contract terms.	Community groups/Residents, Landowners, Cultural/Interest Groups
Lack of art spaces including galleries, performing arts and other purpose built areas.	Cultural/Interest Groups
Lack of collaboration and connection between groups – strengthen this through networking events, showcasing achievements, utilising existing databases by the Clare Community Development Committee and building upon these.	Community groups/Residents, Cultural/Interest Groups
Coordinate key cultural areas to develop a precinct (e.g. Courthouse, library and old police cells).	Cultural/Interest Groups, Landowners (private and government)

5.0 Appendix A / Notes from working session 2 (Part 2)

Overview

Following identification of the issues discussed above, improvements that should be made were listed under the following categories:

- Main Street Improvements.
- Commercial Improvements.
- Regional Centre Improvements.

Main Street Improvements

- Design/character guidelines for building facades and form, footpaths, and landscaping.
- Business owners undertaking main street improvements (E.g. Planting, flags).
- Landowners to upgrade properties (E.g. Maintenance, verandas, vacant shops).
- Redesign of the main street (slowing traffic, increasing and improving landscaping, outdoor seating and dining, linger nodes, footpath upgrades).
- Activate Ennis Park.
- Increase art spaces, including public art.
- Beautification of Old North Road, including strengthening linkages with the main street.

Commercial Improvements

- Improvement and redevelopment of ugly sites.
- “Buy local” campaign.
- Extend opening hours, including weekend trading.
- Increase events, including farmer’s market.
- A more compact core – focussing the “centre” between roundabouts.

Regional Centre Improvements

- Better use of Town Hall and Domain.
- Develop community meeting space.
- Strengthen links and trail networks, including the Riesling Trail, the Hutt River Trail to the centre, and links to the wetlands and schools.
- Promote and recognise value of volunteer and community groups to strengthen social capital within Clare.
- Investigate opportunities to develop a retirement village.

5.0 Appendix A / Notes from Working Sessions 3 to 4

Participants voted on issues identified in the previous session and further developed those selected as project ideas. Each project is outlined below, including actions and key steps to make it happen as well as responsible bodies.

Idea/Project	Actions and Key Steps	Responsibility
Improvement/ redevelopment of ugly sites.	Sites to be improved/redeveloped: <ul style="list-style-type: none"> • Areas of vegetation between the Hutt River and Strickland Street. • Former Home Hardware and Ford Sites. • Roundabouts at either end of Town Centre. • Link between the main street and Old North Road (between Butcher and Florist). 	<ul style="list-style-type: none"> • Identify owners • Council - Masterplan • Council and DPTI • Landowners
More compact core (the Town Centre).	Define the Town Centre through place making and streetscape improvement, including: <ul style="list-style-type: none"> • Banners • Vines • Decoration of bridges, entry statements and rubbish bins • Arbour wall • Sculptures and public art • Pavements • Light projections on buildings 	<ul style="list-style-type: none"> • Council • Visual & Performing Arts Association (VAPAA) • Heritage & History Groups • Collaboration with school groups
Promote and recognise value of volunteer and community groups to strengthen social capital within Clare.	<ul style="list-style-type: none"> • Hold networking events to strengthen ties between groups and promote variety of groups. • Demonstrate benefits of volunteering through promotional materials showing achievements to date and personal stories of volunteers. 	<ul style="list-style-type: none"> • Council • Community groups • Cultural and interest groups
Beautification of Old North Road and strengthening of links, including: <ul style="list-style-type: none"> • Mill Place • Pedestrian links (especially northern end of the town) • Routes from the Riesling Trail 	<ul style="list-style-type: none"> • Enhance older buildings. • Increase trees and other plantings to provide shade. • Ness Street - consider one way street to widen footpaths and incorporate bus stop. • Improve signage to parking, the library, and local businesses. • Activate laneway space between Larry's Fish & Chips and the Newsagent through placemaking. 	<ul style="list-style-type: none"> • Council • Community & Cultural and Interest Groups (place making initiatives)

5.0 Appendix A / Notes from Working Sessions 3 to 4

Participants voted on issues identified in the previous session and further developed those selected as project ideas. Each project is outlined below, including actions and key steps to make it happen as well as responsible bodies.

Idea/Project	Actions and Key Steps	Responsibility
Retirement Village.	<ul style="list-style-type: none"> Identify locations (including sites with potential for amalgamation). Research the level of demand and the cost, including: <ul style="list-style-type: none"> - What is the level of service required? - What facilities are required? 	<ul style="list-style-type: none"> Council (zoning)
Increase and diversify events to “put Clare on the map” and attract new demographics. <ul style="list-style-type: none"> Cycling tours Music and art Health and activity Food and wine Corporate functions & conferences 	<ul style="list-style-type: none"> Event package (facilities) Promote the town as child friendly (including Melrose Reserve and the miniature railway) Strengthen coordination between events and local businesses Incorporate welcome signs and banners Event flyers at tourist locations 	<ul style="list-style-type: none"> Council Businesses Community groups Cultural/Interest groups
Redesign and Upgrade of the Main Street.	<ul style="list-style-type: none"> Slow traffic Landscaping Seating/Dining Improve signage to existing parking, reduce on street parking and widen footpaths 	<ul style="list-style-type: none"> Council DPTI Business & Tourism Association Clare Community Development Committee
The Riesling and Hutt River Trail Links.	<ul style="list-style-type: none"> Incorporate sculpture Provide signage, including history and other information boards Improve access to businesses from the trail, including outdoor dining Dual link for pedestrians and cyclists 	<ul style="list-style-type: none"> Council Local history group The Lavender Group Local businesses Other community and interest groups

5.0 Appendix A / Notes from Working Sessions 3 to 4

Participants voted on issues identified in the previous session and further developed those selected as project ideas. Each project is outlined below, including actions and key steps to make it happen as well as responsible bodies.

Idea/Project	Actions and Key Steps	Responsibility
Activation and upgrading of buildings	<ul style="list-style-type: none">• Pop-up shops, gallery spaces and other features in vacant shop fronts.• Street murals on vacant shops.• Increase number of vines on shop fronts.• "Renew Adelaide" model for young entrepreneurs to test different business models in vacant buildings.	<ul style="list-style-type: none">• Landowners• Clare Community Development Committee• Other community groups• School and other groups to work to maintain vines.
Better use of the Town Hall and Domain.	<ul style="list-style-type: none">• Audit needs, spaces, and likely users of the spaces.• Make spaces fit for purpose through air conditioning, improved IT and more seating.• Develop a program of improvements.• Work with the working parties to attract community and interest groups.	<ul style="list-style-type: none">• University of the Third Age• History Group• VAPAA• Other community and interest groups• Council
Design guidelines to achieve consistency in the Main Street's appearance and character.	<ul style="list-style-type: none">• Define the focus area• Review zoning• Community consultation on details• Guidelines to include both the façade and landscaping	<ul style="list-style-type: none">• Council in consultation with the Community
Development of cultural and arts precinct.	<ul style="list-style-type: none">• Increase public art• Define the future precinct through zoning• Utilise community groups to initiate pop-up events and art, including the talents of disability groups	<ul style="list-style-type: none">• Council• VAPAA

5.0 Appendix B / Examples and Precedents

Parklet Examples



5.0 Appendix B / Examples and Precedents

Public Art Examples



Place Making Examples



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Report

Clare Township Spatial Analysis Report

March 2016

**Donna Ferretti & Associates
Planning Aspects
Property & Advisory**



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1. Introduction

Donna Ferretti and Associates, Planning Aspects and Property & Advisory have been engaged by the Clare and Gilbert Valleys Council (Council) to undertake a Development Plan Amendment (DPA) for the Clare town centre.

Having recently completed a comprehensive review of issues impacting on the Clare and Gilbert Valleys district, Council is now seeking to assess the capacity of existing planning policy settings to facilitate the future development of the Clare town centre in ways which address these issues and optimise desired growth opportunities.

To this end, the following report discusses a range of issues found to be of significance to the future spatial development of the Clare town centre during the initial investigations stage of this project. While several of these issues mirror those discussed in previous studies (see Sections 3.2 and 3.3 below) a number of additional issues have emerged during the course of the investigations conducted to inform this study during December 2015 – February 2016. These issues and their implications for the spatial development of the Clare township and for the refinement of Development Plan policy, a necessary precursor to the initiation of a DPA, are presented in summary form in Section 6 of this report.

In addition, a key requirement of Council's project brief for the DPA is to undertake a detailed study of demand and supply of the town centre's retailing sector. This analysis has been included in full in Section 4 of this report, which identifies a number of important trends in retailing likely to shape the future development of the Clare town centre.

1.1 Study Objectives

The key objectives of the Clare Township Spatial Analysis report are to:

- Establish a coherent understanding of the strategic issues affecting the development of the Clare town centre.
- Determine the socio-economic, environmental and spatial implications of these issues.
- Assess the capacity of existing Development Plan policy to address these issues in ways which:
 - facilitate the sustainable growth of the Clare township
 - enable the Clare township to perform its role as a regional centre that meets the servicing needs of a growing region.

1.2 Study Approach

This report draws on the following research and consultative activities.

1.2.1. Document Review

A review of relevant documents was undertaken that are focussed on Council's aspirations for the future development of the Clare township, alongside existing planning policies, including:

- *Clare & Gilbert Valleys Council Strategic Directions Report, 2012/13*
- *Colours of Clare: A Town Centre Study and Roadmap*

- *Clare and Gilbert Valleys Council Development Plan, 10 January 2013*

Given the focus on the development of the township as a regional centre, reference has also been made to the relevant volume of the South Australian Planning Strategy, the *Mid North Region Plan* (May 2011), bearing in mind that this volume is now out-of-date.

1.2.2. Site Analysis

The Clare town centre study area (see Figure 2.1) was visited on three occasions between 15 December 2015 and 28 January 2016 to observe and record particular site features relevant to the study. The information gleaned from these visits provided important insights into the opportunities and constraints associated with current development patterns in the township and how these opportunities and constraints are likely to shape its future development.

1.2.3. Consultation

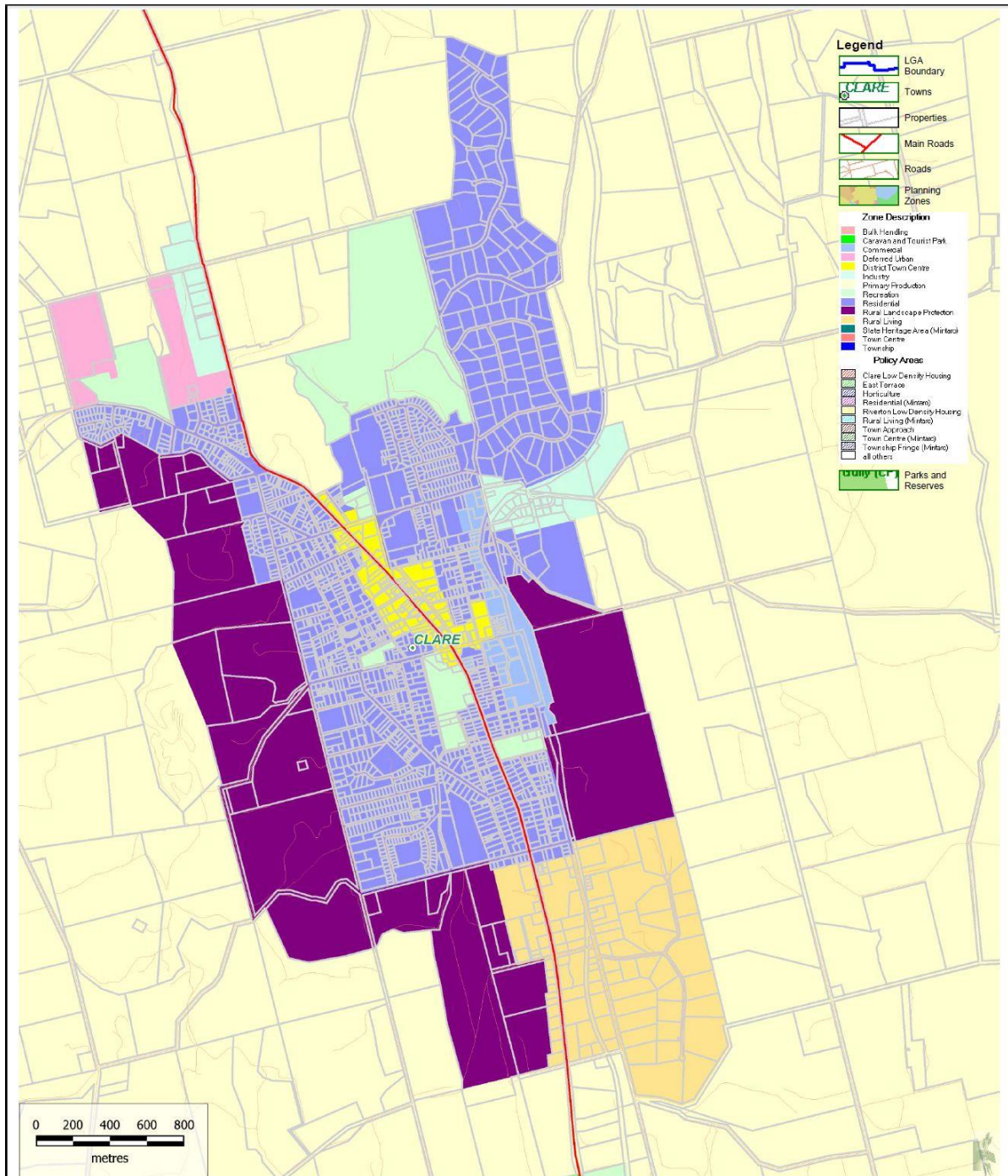
Discussions were held with staff of Council, Mid North Manufacturing and the Valleys Leisure Centre with the outcomes of these discussions reflected in the analysis presented in Sections 2 – 5 below.

2. Study Area Analysis

2.1. Study Area

The Clare town centre study area, including its various zones and policy areas, is depicted on Figure 2.1 below:

Figure 2.1: Study Area- Existing Zoning



2.2. Strategic Context

2.2.1 Strategic Directions Report

Council's 2013 Strategic Directions Report (SDR) identified a number of Priority DPAs for the district, including a specific DPA for the Clare township with an intended focus on:

- embedding Council's vision for the future development of the town centre in Desired Character Statements;
- assessing the merit of existing growth options and associated policy settings;
- enabling the development of more diverse housing within the town centre, including affordable housing and housing for older people;
- inserting design guidelines that retain the landscape quality of the township and optimise linkages between the Riesling Trail and the township;
- introducing flood mapping and related policy;
- analysing economic (and specifically retail) trends to determine appropriate growth options for commercial and industrial activities in the town centre;
- reviewing design, density and infrastructure requirements for the Square Mile Road land; and
- reviewing the southern entry into the township in relation to land use mix and associated design guidelines.

Additional township issues emerging from the investigations undertaken as part of the SDR are discussed in the following sections.

Preferred Future Vision

A preferred vision for the Clare and Gilbert Valleys Council, penned by renown futurist Peter Ellyard as part of the work underpinning the SDR, makes the following predictions for the district's future development:

- The district's economic base has been re-set to reflect 21st century conditions with the wine, broad hectare farming and tourism industries deriving substantial benefits from being climate change resilient and operating on a sustainable basis (through greater uptake of renewable energy sources and sensible production and use of carbon credits).
- Substantial growth in tourism has been achieved through offering major events centred on the natural assets of the region, attracting a broader (and younger) population while catering to the needs of people seeking more convivial and healthy experiences.
- The many heritage assets within the Clare and Gilbert Valleys district are retained to a high standard and celebrated in a manner which sees all development as being 'heritage compliant'. This not only adds to the town's character, it also attracts tourists and design professionals to further enhance the district's reputation for innovative and creative enterprise.

- As a result, younger people are less inclined to leave the district with a conscious effort made to entice young leaders to participate in a rich variety of high quality educational and vocational offerings now available within the district.

In effect, the vision articulates an economy transformed from its traditional agricultural base to one which reflects contemporary conditions and is adaptable to rapidly changing socio-economic and environmental circumstances. Importantly, Council aspires to creating an environment which is appealing to a broad cross-section of the population – and not just older people – as a desirable place in which to live, work and recreate. This represents a significant break with the past and will require a pro-active and sustained effort on the part of Council and community leaders to reinvigorate the district's economy and boost the profile of the Clare township as an attractive and vibrant regional centre.

Economic Policy

To this end, the SDR recommends that Council undertake an Economic and Investment Strategy and Marketing Plan, alongside a Place Making Strategy, to enable Council's aspirations for the town centre to meet the economic and servicing functions of a growing regional economy to be realised. While it is recognised that Development Plan policy should facilitate the development of the township area in ways that promote such growth, other strategies may need to be employed in order to achieve this.

Research conducted as part of the SDR, for instance, suggests that the district is likely to experience uneven and unpredictable rates of industry growth into the future. This is, in part, a result of an economic base centred firmly on an agricultural sector which historically is subject to volatile market conditions. Although the wine industry and related food and tourism activities are expected to continue growing across the district (primarily through access to niche markets and an emphasis on quality produce), there is less certainty surrounding the building and construction industry (which contributes around 9% of the region's output), broad hectare farming and small-scale manufacturing enterprises.

Council's capacity to promote industry/manufacturing growth through Development Plan policy is limited in this regard. The key requirement will be to ensure that:

- existing activities are able to operate efficiently and without obstruction from externalities such as difficulties with heavy vehicle access, residential interface issues etc;
- existing activities have room to expand and diversify while having the capacity to positively respond to changing market and environmental conditions;
- there is sufficient, well located and serviced zoned land available to accommodate new activities; and
- there are opportunities for economies to be gained through co-location of activities.

As noted, considerable expansion of the tourism sector is expected in the future with the SDR suggesting that the sector will double by 2030 through a more diverse tourism base. The Clare town centre is expected to host more major events (after successfully hosting the South Australian Masters Games in 2015) as well as a raft of community activities and events associated with food and wine, music, arts and culture, cycling, horses and general health and wellbeing (such as wellness retreats). Catering for these activities and the visitors attending them will require some attention to Development Plan policy to facilitate, for instance, the development of hotel/motel accommodation and other activities servicing the tourism industry.

Housing

The SDR identified the need for more diverse housing within the Clare town centre, particularly more affordable housing as well as housing that caters for older members of the community. The 2003 Mid North Housing Study (commissioned by the Mid North Regional Development Board and cited in the SDR) found that house and land prices within the township had risen dramatically, due to:

- increased demand from people outside the district seeking a lifestyle change in Clare;
- a lack of available land given that much of the land zoned for residential use is held by a small number of land owners who are reluctant to sell or develop;
- higher construction costs experienced in regional areas; and
- a shortage of houses available for both purchase and rental purposes.

Although the Housing Study found there to be sufficient land zoned for residential purposes within Clare, a key requirement of the current study is to review the town's housing market, especially having regard to the most recent population data, to determine the town centre's capacity to accommodate future housing needs (see Section 5 below).

Flood Risk

The SDR discusses a number of water management projects designed to diversify the availability of water sources (including stormwater and wastewater) across the Council area to ensure its future water security. Council is also keen for development within the town centre to be water sensitive and embody water sensitive urban design (WSUD) techniques, which will require an update to policies currently in the Development Plan.

Perhaps of more significance is the serious flood risk that exists across the entire study area which will need to be factored into Development Plan policy. Typically, flood (and hazard) mitigation policies within the South Australian Planning Policy Library (SAPPL) adopt a universal "one-size-fits-all" approach which, in some instances, fails to account for particular spatial conditions in a zone/area. In order to address the town centre's flooding issue, new policy may need to be introduced into the Development Plan, but in a pragmatic and sensitive fashion. Any such policy would, however, need to be based on a detailed flood study.

Transport and Access

As part of the SDR, Council's Infrastructure and Environment Department assessed the capacity of the local road network to accommodate anticipated growth of the township area, including the supply of car parking. It concluded that only minor works in particular locations would be required, identifying the following:

- need for roundabout/traffic control at the intersection of Main North Road and Blyth Road
- improved car parking supply/connectivity with land use activities in the town centre; and
- additional traffic management associated with the Square Mile Road development.

The SDR also canvasses active travel modes, particularly cycling, as a means of adding value to one of Clare's key tourism assets, that being the Riesling Trail. Given the ease by which people can access a range of attractions and activities by bicycle, and the benefits this would

bring to the local economy, there is a case for inserting policies in the Development Plan which provide for and promote cycling infrastructure and amenities for cyclists.

Land Supply

On the basis of previously published population projections, the SDR found that there was sufficient land available to accommodate anticipated housing and retail growth within the town centre in the medium term. The report nonetheless suggests that a structure planning exercise, based on analysis and consultation, would potentially provide a more robust account of the likely future demand for housing, commercial and industrial land.

While the current study is not a structure planning exercise per se, the analysis of the most recent population, housing and retail data (see Sections 4 and 5 below) provides a reliable platform on which to base future decisions concerning future land requirements for residential and commercial activities. Consultation and observation undertaken as part of this study similarly provides a useful indication of industrial land needs.

2.2.2 Town Centre Study and Roadmap

The Town Centre Study and Roadmap (the Roadmap) articulates a shared vision for the Clare township and identifies a range of opportunities and potential projects, under three key themes, to achieve this vision. These themes are:

- 1. Improve the attractiveness/amenity of the town centre.** The Roadmap argues that the town centre is spread out with its central core having lost business, looking depressed and in need of revitalisation. It claims that the poor amenity of the centre does not reflect Clare's importance as a centre of art/culture, food and wine within a beautiful natural environment and a balanced approach is needed between allowing access for motor vehicles and ensuring pedestrian/cyclist safety.
- 2. Support businesses.** According to the Roadmap, there is currently insufficient critical mass (or population catchment) for town centre businesses to thrive. It was also found that many businesses do not operate extended hours¹, especially on weekends, which constrains the centre's capacity to adequately service tourists and visitors to the region. This situation presents as a 'double-edged sword'. On one hand, businesses are constrained by a small catchment (i.e., reduced demand) while on the other hand, businesses are not open for extended periods (i.e., reduced supply). There is, as a result, an urgent need to attract more activities and more people into the town centre for longer periods to make it viable for businesses to remain open to service them. In short, the Roadmap argues that the town centre needs to be made more attractive, for longer periods, to tourists and visitors.
- 3. Perform a Regional Centre role.** Despite the Clare town centre offering a diverse range of services typical of a regional centre, the Roadmap found there to be a number of service gaps, especially for young people and older people. While the Valleys Leisure Centre provides excellent recreational, sporting and leisure facilities for the region (with a catchment extending well beyond the district's boundaries – see Section 4 below) the Roadmap notes that some of Clare's best recreational and tourist assets remain under-utilised. Both the Riesling Trail and Hutt River Trail (the latter under development) were highlighted as needing better connections to the town centre in order to attract greater tourist/visitor interest.

¹ Owing to high staff costs and the fact that most local business owners want to spend time with family and friends.

A summary of potential actions/projects to reinvigorate the town centre and enhance its role as a regional centre were presented in the Roadmap as follows:

- Upgrade the main street to reflect the character of Clare, improve its amenity and capacity to attract and cater for visitors;
- Increase the range of quality offerings, including food and wine, meeting/gathering spaces, outdoor dining, extended trading hours, retirement living etc within the town centre to attract more people for longer periods;
- Create a regional level Arts, Culture and Community precinct by upgrading buildings and facilities that could accommodate such activities;
- Improve linkages and connections within, and to and from, the town centre, including links to the Riesling and Hutt River Trails;
- Enhance the availability of information about Clare and its various attractions, including wayfinding signage; and
- Cater for tourists and visitors to the town centre through improved signage, outdoor dining, accommodation, longer trading hours, parking for recreational vehicles and information about upcoming events.

The Roadmap also provides a comprehensive and detailed list of actions that could be pursued by Council to enhance the attractiveness and vibrancy of the town centre, enabling it to better perform its regional centre role. While many of these actions are not directly related to, or an outcome, of Development Plan policy, they nonetheless provide a useful reference point through which to assess the capacity of existing planning policy to facilitate a revitalisation of the town centre.

2.3. Issues Arising

The following assertions can be made on the basis of the analysis of the SDR and Town Centre Study:

- Council is seeking to transform and modernise the district economy in ways which will attract more residents, visitors and tourists to live, work and recreate in the Clare township. However, there is a lack of hotel/motel accommodation and other activities servicing the tourism industry in the town centre.
- More diverse housing opportunities are needed in the town centre to accommodate people seeking a lifestyle change in Clare and to meet the need for more affordable housing that is accessible to younger people across the district (including seasonal workers).
- The town centre environment is in need of revitalisation to increase its attractiveness and to more appropriately reflect its role as a regional centre. In addition, a more diverse range of activities should be accommodated in the town centre in order to attract more people for longer periods.

3. Development Activity

3.1. Development Plan Policy

The current edition of the Clare and Gilbert Valleys Council Development Plan is dated 10 January 2013. The last significant amendment to the Development Plan was undertaken on 3 September 2009 when it was converted to align with the State government's Better Development Plan (BDP) modules.

The Clare Town Centre study area includes the following existing zones (refer Figure 2.1):

- Commercial Zone;
- Deferred Urban Zone;
- District Town Centre Zone;
- Industry Zone;
- Recreation Zone;
- Residential Zone;
- Rural Land Protection Zone; and
- Rural Living Zone.

The characteristics of each zone are discussed in the following sections.

3.1.1 Zoning

Commercial Zone

The Commercial Zone located on the eastern edge of the Clare township is intended to be developed for the purposes of commercial activities including:

- bulky goods outlets;
- consulting rooms;
- motor vehicle related businesses (other than wrecking yard);
- offices;
- petrol filling stations;
- service trade premises;
- shops with a gross leasable area less than 250 square metres;
- stores; and
- warehouses.

Currently, the commercial area is comprised of a mixed range of activities interspersed with residential development. In short, the zone lacks a coherent development pattern or character of development in line with expectations for a regional centre such as Clare.

A portion of the Commercial Zone is referenced as the East Terrace Policy Area where the following desired character is envisaged:

This policy area contains existing winery infrastructure and provides an opportunity for the continuation of those winery activities including the establishment of other industrial activities that are compatible with winery operations.

In addition the policy area contains a portion of the Hutt River that flows in a north-south direction through Clare providing an opportunity for the conservation and enhancement of the existing watercourse whilst also providing tourist accommodation for winery visitors.

Deferred Urban Zone

The Deferred Urban Zone is located on the north-western boundary of the study area. Its purpose is to facilitate future urban expansion following the establishment of appropriate infrastructure. Its primary function being to accommodate, grazing, broad-hectare cropping and horticulture.

District Town Centre Zone

The Town Centre Zone is focused along and around the spine of Main North Road that travels through the Clare town centre. The purpose of the zone is to facilitate the main commercial and retail development of the town centre by accommodating a range of retail facilities, offices, consulting rooms, and cultural, community, public administration, entertainment, educational, religious and residential facilities that would serve the needs of the community and visitors within the surrounding district.

As a result of its history, the town centre accommodates a number of historic buildings and landmarks that serve as a reminder of the historic development of the town and provides an important streetscape context for the zone's character.

Industry Zone

The Clare township accommodates two separate areas zoned for industry. One is located on the northern fringe of the township with access directly onto the Horrocks Highway, and the other is located on the eastern edge of the town centre between two residential areas to the north and south, and a commercial zone to its west.

The purpose of the zone is to accommodate a wide range of industrial, warehouse, storage and transport land uses.

Due to the proximity of the zone adjacent to residential activities, there is potential for activities within the zone to compromise the amenity of more sensitive land uses. This potential interface issue has the potential to impact on the viability of businesses that may wish to expand or intensify their activities within the zone. It also precludes the possibility for co-location of activities which can generate significant economic benefits.

Recreation Zone

The township has a number of designated recreation zones. Generally these zones are characterised by well-maintained open space areas that accommodate ovals, golf courses, schools, swimming pool, dog parks, play grounds, community centres and sporting facilities.

Residential Zone

The Residential Zone in the township includes the Clare Low Density Policy Area 3 and the Clare Square Mile Policy Area 10. The Low Density Policy Area 3 is located on the north-eastern side of the township where the Desired Character suggests that:

The policy area lends itself to be developed for mixed rural residential purposes in a rural setting yet close to the town for the facilities it offers. Access to all sites is available from the existing network of roads.

This policy area incorporates an existing low density residential development to the north east of Clare adjacent to the Clare Country Club. The existing landscape and the natural character of the policy area should be protected from erosion and other forms of environmental degradation when viewed from White Hutt Road and Farrell Flat Road.

Development should be primarily for low density residential purposes and the continued use of the golf course, with residential development being located a minimum distance of 50 metres away from golf course land that is irrigated with water reclaimed from effluent ponds.

Land division of a minimum of 8,000m² is envisaged in this Policy Area.

The Clare Square Mile Policy Area located on the northern fringe of the township, adjacent and to the north of the Clare golf course, envisages development of a low density nature with some medium density development associated with supported accommodation. The Policy Area does not stipulate minimum allotment sizes, however the Residential Zone provisions suggest a minimum site area of 600m² for detached dwellings, 450m² for semi-detached dwellings and 350m² for group dwellings, residential flat buildings and row dwellings.

Rural Landscape Protection Zone

The Rural Landscape Zone is generally located on the southern, eastern and western flanks of the township. Due to the topography of the area, it forms a natural backdrop to the Clare township. The Development Plan envisages development of a low scale and intensity in the zone to maintain the vegetated open character of the landscape.

Rural Living Zone

The southern approach into the Clare township is zoned rural living. Allotments facing onto Main North Road generally comprise a mix of commercial and non-residential activities including a petrol filling station, farm machinery sales, landscaping and paving establishment, stadium, motel, motor vehicle sales and the like. Land away from Main North Road is characterised by larger allotments with residential development.

The Development Plan envisages development of detached dwellings and rural activities that do not negatively impact on the amenity of the zone.

3.1.2 Council Wide Provisions

When the Development Plan was converted to the BDP format in 2009, the policy modules that were in force at that time were adopted as the Council wide planning policy provisions. Since 2009 the BDP modules have been updated to what is now referred to as the South Australian Planning Policy Library (SAPPL); the most recent version of which is Version 6 (September 2011).

A review of the Council wide policies of the current version of the SAPPL in the light of the various issues impacting on the future development of the Clare township suggest that the following sections of the Council wide provisions need to be reviewed:

- Centres and Retail Development.
- Hazards and in particular flooding. It is noted that a significant proportion of the township, in particular the District Town Centre Zone is affected by flooding.
- Interface between Land Uses.
- Transportation and Access.

Discussions with business interests in the township also suggest that there is a need to consider issues associated with industrial land availability, associated infrastructure and location.

3.2. Implications of Existing Policy

The review of Development Plan Policy, SDR and discussions with Council's planning staff indicate the need to review and reassess the following Development Plan policies:

- The function, purpose and siting of the Commercial Zone and opportunities to reconsider the policies that apply within the zone to provide greater clarity for development within the existing zone.
- The intent of the Deferred Urban Zone and whether this zoning is better suited to another zone in view of changes occurring in other zones, in particular the Residential Zone.
- The boundaries of the District Town Centre Zone in view of changing retailing trends, land ownership arrangements, car parking standards and flood risk mitigation requirements.
- The long term future of the Industry Zone in view of allotment patterns, transport access and zone interface issues, coupled with land availability.
- Opportunities to reconsider development opportunities within the existing Residential Zone to facilitate increased land supply, particularly where this land is well serviced by existing infrastructure and social and community services and facilities.
- The form and function of the Rural Living Zone in light of the extent of commercial and non-residential activities that occur within the zone, and whether some other zone would be more appropriate.
- Opportunities to consider a more nuanced approach to flood risk mitigation requirements, subject to a comprehensive flood and hydrological assessment.
- Car parking standards in the District Town Centre Zone and opportunities to consider land consolidation opportunities and the establishment of shared car parking arrangements, coupled with opportunities for Council to establish dedicated car parking and bike parking areas.
- Establishment of incentives within the District Town Centre zone to facilitate development opportunities.

3.3. Development Activities

3.3.1 Land Use Applications

An assessment was undertaken of development patterns in the Clare Township over two calendar years, 2015 and 2015 to better understand the demands for development within the township. The analysis involved the tabulation of development applications and land division applications received by Council.

Table 3.1 reveals a total of 179 development applications lodged within the township. Of these, the largest number of applications was for outbuildings (41%) in the form of sheds, carports, pergolas and garages, closely followed by dwellings (14%) and alterations and additions (12%).

Table 3.1: Applications by Type

Type of Application	Number	Per Cent
Alterations and additions	21	12%
Building repairs	2	1%
Car parks	1	0.5%
Change of use	7	4%
Church	1	0.5%
Commercial shed	1	0.5%
Demolition	9	5%
Dwelling	25	14%
Earthworks	5	3%
Fencing	4	2%
Internal works	3	2%
Lighting	1	0.5%
Office building	1	0.5%
Outbuilding	74	41%
Tree removal	1	0.5%
Signage	13	7%
Solar panels	1	0.5%
Swimming pool	3	2%
Toilet	1	0.5%
Variation of DA	5	3%
Total number	179	100%

Source: Clare and Gilbert Valleys Council (2015).

3.3.2 Land Division Applications

Of the land division applications assessed by Council, 8 applications were received to divide land to create an additional 54 allotments. Although the majority of the applications were for the creation of 2 or 3 additional allotments, one application involved the creation of 32 additional allotments, and another was to create 11 allotments from 5 existing allotments. All the applications other than 1 were in the Residential Zone.

3.4. Development Trends

The analysis of applications for development and land division indicate that the demand for new development in the township is not significant. There is a pattern evident in that a significant proportion of development in the township is skewed towards minor structures such as sheds and outbuildings and the refurbishment of existing assets. While some new development in the form of new dwellings and changes in land use is evident, the number of applications received by Council is not significant.

The pattern of development is a result of a number of factors, including existing Development Plan policy, economic and demographic factors.

3.5. Issues Arising

The following assertions can be made on the basis of the analysis of Development Plan policy and development activity in Clare:

- There is a lack of coherent commercial development across the township with many commercial activities interspersed with residential uses. More specifically, the East Terrace Policy Area is currently envisaged to accommodate winery activities, yet wineries are listed as a non-complying use.
- The Industry Zone located to the east of the town centre is nestled between two residential areas (raising interface issues), fails to provide adequate access to main roads in and out of Clare (especially for heavy vehicles) and contains predominantly small sites that limit opportunities for industries to expand, diversify, collocate or consolidate their activities. In short, this area is not conducive to attracting future industrial or manufacturing activities to the district.
- There continues to be little residential development activity in the town centre as evidenced by the relatively small number of development applications for residential use. Opportunities nonetheless exist to accommodate more diverse housing forms in the Residential Zone to better cater for older residents, young people wishing to establish their first home and short-term renters undertaking seasonal work.
- The flood risk in the town centre is acknowledged as serious, although a more nuanced approach to mitigating this risk (incorporating more than simply raising finished floor levels) is required to ensure that future development in the township is both functional and of high amenity. It is recommended that a comprehensive flood and hydrological study is undertaken to guide the future development of policy to mitigate the flood risk.
- Observation of the township area would suggest that there is no shortage of car parking in the town centre, although opportunities exist to consolidate existing car parking areas and establish dedicated parking areas for larger vehicles (especially Recreation Vehicles or RVs).
- Some attention to establishing dedicated bike parking areas across the town centre is warranted given Council's desire to attract more tourists to the district while optimising opportunities to better connect the Riesling and Hutt River Trails to the town centre.
- The 'higgledy-piggledy' nature of predominantly commercial development in the Rural Living Zone located on the southern approach to Clare suggests the need for this area to be re-zoned to attract more desirable forms of development in this important gateway area.
- The overall lack of development activity of the type normally expected in a regional centre such as Clare is of some concern. Given Council's aspirations for the revitalisation of the township, the establishment of incentives to encourage and facilitate development within the District Town Centre Zone should be considered.

As a final point, there are a number of definitional issues that have been identified by Council's Development Assessment Panel that fall outside the scope of this report, but will need to be discussed with Council staff prior to preparing the Statement of Intent for the DPA.

4. Retail Analysis

4.1. Current Drivers

4.1.1 Retail Demand

Retail spending is ultimately a subset of Household Consumption Expenditure (HCE), of which it typically accounts for around one-third. The balance of HCE is directed towards non-discretionary expenses such as rent and utility costs, health and education, transport and motor vehicles, and recreation and culture.

Since HCE is relatively inelastic², shifts in expenditure on any one (or more) of these individual living costs have the capacity to affect the level of expenditure directed to other costs. A current example of this is the rising price of electricity which, given its non-discretionary nature, is sapping the capacity of Australian households to consume retail goods and other services. The cost of housing is another expense that has this effect while the rate of growth of HCE generally follows underlying economic cycles.

This, in turn, means that long term growth in aggregate retail turnover never deviates far from the mean. Rather it tends to shift around in response to changing economic and commercial forces, but always against a trend of steady long term growth.

It follows that while demand for retail floorspace continues to grow, it is ultimately constrained and that:

- firstly, opportunities for new space largely follow areas of population and household growth; and
- where significant new space is inserted into low growth areas, it usually has an adverse effect on turnover at existing centres.

It should also be added that where a population is not adequately serviced by locally available floorspace, it will take that expenditure elsewhere.

4.1.2 Retail Trends

Retailing is a river into which flow many streams. Factors shaping retailing differ over time, some exhibiting cyclical behaviour and some long term growth or decline. Some of the major trends are addressed below.

Constant Change

The retail sector is constantly undergoing change and reinventing itself. Witness the shifts in retailing over the last 50 years, including:

- the 'city and high street' model which prevailed in the 1960s;
- the arrival of the regional centre in the late 1960s;
- the arrival of the discount department store in the 1970's;

² In that it, in turn, is a function of household income and that most households do not generally have either unconstrained expenditure capacity or extended periods of real growth in income.

- the decline of CBD retailing and of both the department store and the corner store in the 1980's;
- the arrival of big box and bulky goods retailing in the 1990's;
- the advent of the internet in the 2000's; and, most recently
- the expressed desire for increased prevalence of walkable, mixed use neighbourhoods in the 2010's.

Further shifts of this magnitude can be expected into the future, some currently foreseen and some not.

Corporatisation

Twenty five years ago (at the end of the 1980's), there were only a handful of retailers listed on the Australian Stock Exchange. Today there are many, including Woolworths, Wesfarmers (Coles & Bunnings), Metcash, Myer, David Jones, Country Road, Pacific Brands, Premier, JB HiFi and Harvey Norman.

Notwithstanding periodic failures, and noting particular pressures that some sectors and categories are presently under, the best of these companies possess a degree of organisational capacity that was never imagined a quarter of a century ago. The latter day companies are sophisticated enterprises with deep access to talent and resources, all essentially focussed on growing turnover with the greatest efficiency possible. Some, such as Woolworths and Wesfarmers, trade across multiple categories – food, liquor, petrol, household goods etc. Others control multiple brands that each target minutely crafted market segments. For instance, Premier Investments Ltd owns the brands Peter Alexander, Dotti, Portmans, Jacqui-E, Just Jeans and JayJays, covering the entire gamut of women's apparel, each appealing to distinct (but sometimes overlapping) target markets.

At the same time, the market giants Coles and Woolworths account for 87% of supermarkets greater than 2,000 square metres and 85% of the 'consumer staples' sector's market capitalisation. Yet because their individual market shares remain under 65%, the Productivity Commission regards the current market shares of these two companies as representing only "medium concentration" levels, and so more of the same can be expected.

Long Profitability Horizons

The drive of retail giants with deep pockets to stake out locations is a distinct trend in the South Australian market. Both Coles and Woolworths have billion dollar treasury functions³ that can fund growth into new locations and new sectors in their relentless search for shareholder value. This suggests that their long term market share ambitions (say, 10+ years) can over-ride short term profitability considerations.

This pattern is evident in, for example, the drive of the First Choice (Wesfarmers) and Dan Murphy (Woolworths) brands to each develop a network of sites within an existing market that is evidently in reasonable balance. This drive is explained as fulfilling customer need and is premised on the attraction of scale and low price. Bulky goods competition is often attracted to older industrial land, supplanting future industrial capacity – a practice which the Productivity

³ Reflecting a combined annual turnover of around \$90billion, goods delivered just in time for sale and 3 month payment terms with their suppliers.

Commission warns against⁴ – and comes with the objective of building market share, in part, at the near term expense and viability of existing floorspace.

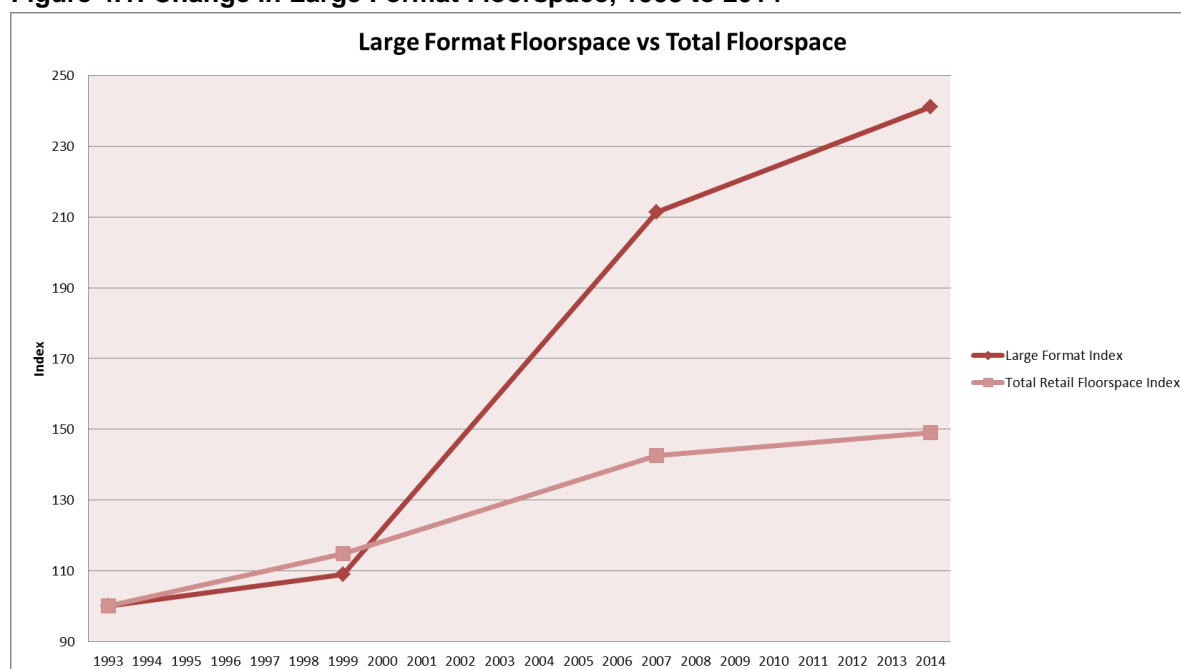
More recently, Aldi and Costco are part of a larger trend of international brands – often in the fashion and lifestyle sectors – beginning to enter the Australian market, seeking to use global scale to capture local market share.

This corporatisation of retailing clearly represents much of the future *modus operandi* of large centres and of the market more generally.

Large Format Retailing

The 'large format' sector more generally, as bulky goods is more correctly called⁵, is a high volume, low cost, low margin business model which aims to capitalise on its critical mass and buying power to capture market share. The growth in floorspace in metropolitan Adelaide over the years 1993 – 2014 is illustrated in Figure 4.1 below.

Figure 4.1: Change in Large Format Floorspace, 1993 to 2014



Source: DPTI Retail Database (1993, 1999, 2007); and Property & Advisory (2015).

As shown, large format floorspace has significantly outstripped growth in the broader retail market over the course of the past 20 years or so. With the failure of Woolworths' Masters brand, it is tempting to conclude that the supply of large format retailing is generally approaching capacity for purposes of serving the existing population.

Beyond large format retailing, there are also a range of other emerging (or recently emerged) retail formats which have similar effects on the overall retail landscape as do bulky goods per se. These include:

- factory outlets;

⁴ Productivity Commission (2011). At p352: "Land areas set aside for industrial uses should be used for those industrial activities which need to be located in separate areas because of either their adverse impacts on other land users or because overall city planning outcomes are improved..."

⁵ There is nothing bulky about much of what is sold in this sector, eg., Bunnings.

- 'category killers', typified by the likes of Dan Murphy's in liquor and Officeworks in stationery; and
- 'mini-majors', such as JB HiFi, Rebel Sports and Spotlight.

In all, the broad sweep of this category and these formats, which tend to be directly pitched at the consumers' hip pocket nerve, cannot help but to have eroded the market share that was previously enjoyed by some centres. However, from an aggregate demand point of view, this shift is as much about redistribution of market share and floorspace as it is about creating new demand – because growth in the aggregate 'spending pool' is still a function of growth in HCE.

There is evidence that large format retailing is also spreading into regional South Australia, particularly to the major regional cities. Clare has not yet seen an expansion beyond the traditional hardware and furniture uses, however we note that Mitre 10 is intending to extend across Main North Road into the former Willson wool premises.

Internet Retailing

In a very short period of time, the internet has established itself as a permanent feature of the retail sector, but it is clearly a phenomenon which has yet to fully play itself out. The eventual shape of the new world that it is creating remains to be revealed and the ultimate effects on traditional forms of retailing are not yet known. However, it is fair to say that the internet has made deep in-roads into some retail categories and some retail business models.

The underlying issue from the perspective of bricks-and-mortar retailing is the ultimate extent of the shift – which will plateau at some point – and its on-ground effects.

Globally, internet sales on average now appear to account for close to 6% of all retail sales⁶, with this figure being higher in the West, for example 15% in the UK⁷, 8% - 9% in Germany, Switzerland and Norway and something slightly less in the USA. The year on year global growth rate in e-commerce retail sales, currently in the region of 18 – 20%, is forecast to fall to 13% by 2018 as market penetration reaches a more mature stage.⁸

According to the NAB Online Retail Sales Index and as shown at Figure 4.2 below (which graphically illustrates the growth in online sales relative to the general retail market) online spending in Australia currently totals around \$19 billion per annum and, at present, is growing at around 11% per annum. This is well down on the 20 – 30% growth experienced as online retailing became established, however remains well above growth in 'bricks and mortar' retailing which, after flatlining in 2010-13, is presently around 3.8% year-on-year.

Nonetheless, online retailing still constitutes only 6.6% of total retail sales. Furthermore:

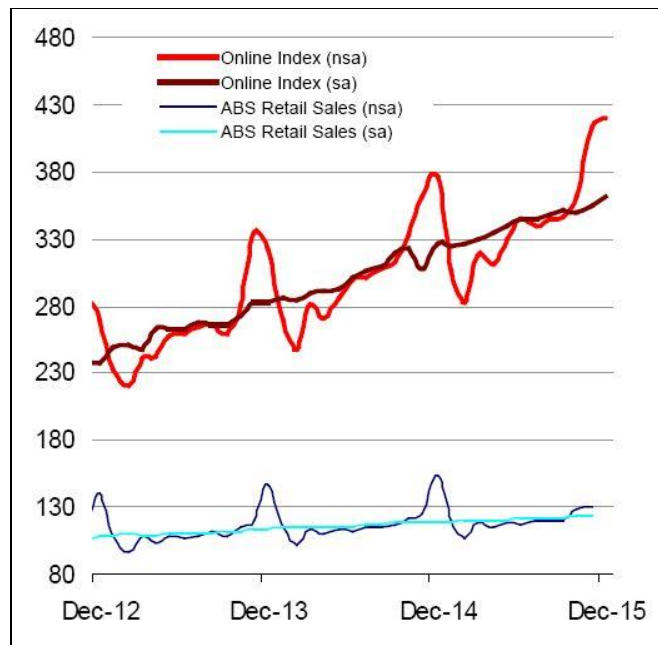
- approximately 75% of online sales are made by domestic retailers (i.e. retail business domiciled in Australia); and
- at present, Australia's top retailers collectively generate less than 2% of their total sales online.

⁶ eMarketer, December 2014.

⁷ The Guardian, 19 June 2012.

⁸ AT Kearney 2015 Global E-Commerce Index.

Figure 4.2: Online Sales vs Retail Sales (monthly)



Source: National Australia Bank (2016).

The spread of online spending is presently concentrated in online auctions, department store lines, fashion, cosmetics and variety stores, which account for 47% of total online spend⁹.

The online market is also evolving rapidly, as different models are tried and refined. In year on year terms, the strongest growth categories were food (42%), toys (31%), and media (22%) with the weakest daily deals (-7%), department stores (2.5%), and homewares and appliances (5%).

All retail sectors are exploring online strategies, with varying degrees of success. This reflects a concern for the potential erosion of sales and profitability, and is a harbinger of different times for traditional retailing and for structural shifts in the underlying demand for retail floorspace. It is not retailing per se which will suffer from the internet – it will be one of the biggest beneficiaries of virtual commerce – but rather that online sales will affect the supply and demand equation for bricks and mortar retailing.

In some sectors, bricks and mortar retailing will be irretrievably damaged as a result of the growth in online sales. However, the addition of internet sales channels to existing retail operations may in fact bolster their existing turnover, albeit that some of this growth may come at the expense of turnover at the traditional shop-front. In this scenario, it is not the retailers who will experience the pain. Rather, to the extent that turnover reflects in the rental stream (which it may do either explicitly or implicitly), the adverse effects will ultimately fall to their landlords.

If, on the other hand, the advent of the internet has an adverse effect on an existing retailer, it will again become the landlord's problem, because it is the landlord which will then have to endure lower rental growth (on account of the retailer's reduced capacity to pay) or find a new tenant who is capable of sustaining the same rent.

⁹ Of the balance, home furniture, appliances & electronics account for 19%; recreation, games, music, movies and books for 21%; and groceries, liquor and food for 13%.

That said however, it is noted that even if online retailing were to capture a 30% - 40% market share over (say) the next 10-15 years, this will still leave a 60% - 70% share for on-ground retailing. Clearly the shopping centre will survive, albeit in an adapted form.

To this end, new retail formats will emerge as individual brands embrace the online world, absorbing it and morphing it into new experiences. Shops may become more like showrooms where customers browse and order, with stock held off site and delivered to the customer's home. "Omni-channel retailing" is a major force, with predictions of dire consequences for bricks-and-mortar retailers that do not have an active online sales channel.

Further, while it is conceivable that a consumer could meet almost every need from a computer screen – including purchases of food, clothing, education, books, music, entertainment and so on – humans are social beings and, in recent years, shopping has taken on a social aspect, over and above the mere act of purchasing goods, as evidenced by the rise of the food and beverage market. The shopping centre has become the village square. The talk is of the "retail experience", which is difficult to have while sitting home alone at a computer terminal.

Overall though, it is now entirely conceivable that internet retailing will account for 25% or more of all retail sales over time. On the back of such a seismic shift, it is quite possible that:

- the rate of growth in demand for new floor retail space per se may fall back relative to the rate of population and household growth over time; and
- aggregate demand for floorspace per head may also plateau, or even fall – for example, a reduction of 0.25 m² per person¹⁰ in a population of around 1 million would equate to a reduction of 250,000 m² – which is about half of the current aggregate floorspace of all of Adelaide's regional centres.

The scale of such shifts is literally a billion dollar question, focussed on whether and to what extent the internet might have such effects on the retail property landscape.

In this regard, a particular ramification of internet retailing for new retail development is that the supermarket operators are making major efforts to develop fast, user-friendly web based distribution channels which may translate into reduced turnover growth under existing leases and, potentially, into a lesser presence in high-rent retail centres. It is therefore possible that the growth in internet food retailing – particularly in the supermarket sector – may diminish in new bricks-and-mortar shopping developments within existing urban areas and probable that it will force existing centres to redefine themselves in terms of how, why and where they draw their custom.

Regulatory Changes

Partly in response to some of the above market trends, DPTI recently released a 'Preliminary draft – Principles for activity centres and activity centre uses'. The draft principles represent a move away from the Centres hierarchy which has prevailed in South Australia retail planning for several decades. DPTI is looking to drop a 'prohibition' on out-of-Centre retail development and promote a diversity of land uses within a range of newly-envisaged 'Activity Centre' zones. The principles also look to encourage higher density residential and mixed-use development in these zones.

¹⁰ Floorspace in Adelaide is currently provided at the rate of 2.3m² per person.

4.2. Demand and Supply Analysis

4.2.1 Socio-Economic Factors

Key Catchment Socio-Economic Characteristics

Table 4.1 shows key socio-economic characteristics for Clare township, the 25 and 50 kilometre catchment around the township and the State.

Table 4.1: Key socio-economic characteristics of Clare retail catchment and South Australia

Characteristics	Clare Township	25 km radius	25-50 km radius	SA
Average per capita income	\$28,042	\$28,847	\$23,615	\$29,039
Average household size	2.4	2.5	2.3	2.4
Number of households	1,396	3,004	3,677	619,041
Population (2011)	3,582	7,922	9,075	1,596,569
Projected population (2016) ¹	3,652	7993	9,156	1,606,096
Projected population (2021) ¹	3,715	8,046	9,217	1,643,638
Projected population (2026) ¹	3,812	8,164	9,353	1,896,757
Age Distribution				
0-14 years	19.8%	21.7%	18.1%	18.0%
15-24 years	11.7%	10.0%	10.4%	13.1%
25-39 years	23.6%	24.3%	19.4%	26.2%
40-59 years	24.7%	28.3%	30.9%	26.6%
60 years +	20.2%	15.8%	21.2%	16.1%
Average age	41.2	37.4	46.4	40.0
Dependency ratio	40.0%	37.4%	39.2%	34.1%
Housing Status				
Owner / purchaser	66.0%	73.3%	75.5%	68.1%
Renter	31.2%	24.0%	21.1%	27.9%
Labour Force				
Managers	14.9%	26.4%	26.3%	12.6%
Professionals	16.4%	14.1%	10.7%	19.6%
Technicians & trades workers	15.2%	13.1%	13.1%	14.1%
Community & personal service workers	9.0%	7.2%	8.5%	10.5%
Clerical & administrative workers	12.8%	10.2%	10.3%	14.4%
Sales workers	9.9%	7.6%	5.2%	9.6%
Machinery operators & drivers	5.1%	5.1%	8.4%	6.4%
Labourers	15.1%	14.9%	16.5%	11.1%
Unemployed	2.8%	2.6%	4.8%	5.7%
Birthplace				
Australia	92.3%	92.2%	89.6%	76.8%
Overseas (total)	7.7%	7.8%	10.4%	23.2%
Europe	0.6%	0.6%	0.8%	5.4%

Asia	5.2%	5.5%	7.5%	12.3%
Other	1.9%	1.7%	2.2%	5.5%
Motor vehicles per household				
0	6.1%	3.3%	4.9%	8.7%
1	34.2%	27.2%	34.1%	36.7%
2	39.8%	40.7%	35.1%	35.6%
3	13.3%	16.0%	13.6%	10.9%
4 or more	5.1%	11.2%	9.6%	5.2%
Journey to work by car	81.1%	73.4%	69.5%	80.1%
Household income quintiles				
1 st quintile	11.0%	10.1%	51.2%	20.0%
2 nd quintile	50.6%	37.3%	31.6%	20.0%
3 rd quintile	19.2%	32.8%	11.0%	20.0%
4 th quintile	13.6%	12.6%	6.2%	20.0%
5 th quintile	5.7%	7.3%	0.0%	20.0%
Household retail expenditure²				
Food (\$000)	\$15,075	\$34,139	\$30,466	\$6,670,034
Non-food (\$000)	\$15,079	\$34,318	\$29,426	\$6,942,507
Total retail expenditure (\$000)	\$30,154	\$68,457	\$59,892	\$13,612,541
¹ Population Projections by SLA (DPLG 2011); ² 2009-10 Household Expenditure Survey (ABS 2011); ABS Population by Region (2013).				

Source: 2011 Census (ABS 2012).

There are differences between the socio-economic characteristics of Clare township, the 25 kilometre radius around the town, the 25-50 kilometre radius from the town and the State as a whole, with the most significant being:

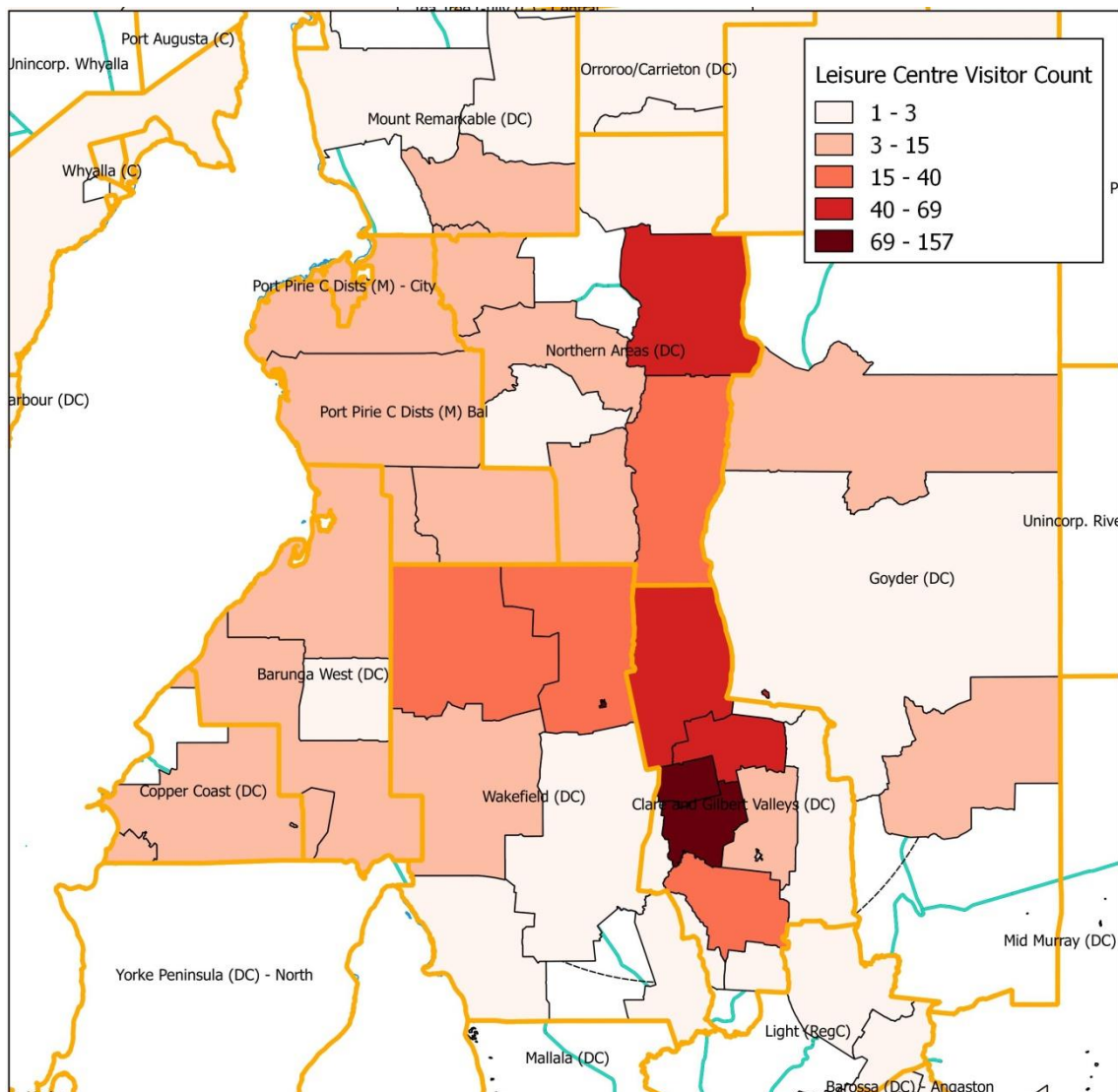
- Per capita income in Clare and that of the 25 kilometre radius are slightly below the State average. Per capita income for the population 25-50 kilometres from Clare is low.
- There are higher proportions of young children in Clare and surrounding areas than in the State more generally. Conversely, the proportion in the 15–39 age group is lower in the region.
- For Clare, a greater proportion of the population is aged over 60 years than for the State, whereas for the 25 kilometre radius around Clare, the proportion of older people is significantly lower.
- The proportion of home owners/purchasers in Clare is lower than the State, but is higher for the 25 and 25-50 kilometre radii.
- There are higher proportions of managers and administrators in the local region than the State but fewer professionals. There are higher proportions of labourers and related workers in Clare and surrounds.
- Unemployment is low in Clare and the 25 kilometre radius around the town.
- The proportion of Australian-born persons is significantly higher in Clare and surrounds, with a concomitant lower proportion overseas-born.

- The proportion of households without a car in Clare is lower than for the State, and very low in the 25 kilometre radius around the town.
- A high proportion of household incomes in Clare are in the 2nd quintile groups, whilst for the 25 kilometre radius around Clare the highest proportions are in the 2nd and 3rd quintile groups. Most household incomes in the 25-50 kilometre radius fall into the lowest 1st and 2nd quintile groups.

4.2.2 Population Indicators

A broad indication of the source of Clare's retail trade area is visitor data for the Leisure Centre, on the assumed basis that people who have travelled long distances to use the Leisure Centre are unlikely to do so exclusively, and may well attend to shopping and social needs during the same journey. Figure 4.3 indicates the regions from which such visitors are drawn.

Figure 4.3: Visitor Data for Clare Leisure Centre by Postcode



Source: Clare Valley Leisure Centre (2016).

As shown, the Leisure Centre is most attended by Clare locals and residents of areas to the north, accessing Clare via the Horrocks highway and the R M Williams Highway. Patronage is notably drawn from the near northern townships of Blyth and Farrell Flat. Beyond that, some

attendees are drawn from as far away as Copper Coast and coastal districts to Port Pirie. Whilst Port Pirie is the major regional city, a proportion of the regional population gravitates southwards to Clare due to its easy accessibility along the highways, with hilly ranges also playing a role in traffic flows. Of additional note is that the market area extends only a short distance to the south and not beyond the southern boundary of the Clare and Gilbert Valleys Council.

Table 4.2 shows population projections for the Statistical Local Areas (SLAs) around Clare.

Table 4.2: Population Projections for Selected Statistical Local Areas (SLAs)

SLA	2011	2016	2021	2026	2031	% change 2011-2026
Clare & Gilbert Valleys	8,871	9,037	9,352	9,648	9,947	8.76%
Barunga West (DC)	2,496	2,548	2,599	2,651	N/A	6.22%
Goyder (DC)	4,225	4,243	4,256	4,272	N/A	1.11%
Northern Areas (DC)	4,568	4,453	4,306	4,147	N/A	-9.21%
Port Pirie C Districts (M) bal	3,623	3,571	3,495	3,408	N/A	-5.93%
Wakefield (DC)	6,741	6,834	6,922	7,016	N/A	4.08%
Totals	30,524	30,686	30,929	31,142	N/A	

Source: DPTI (2016), All other LGAs: ABS 3218.0 Regional Population Growth, Australia (2013), adjusted by Property & Advisory from DPTI SLA Projections 2006-2026.

As shown, all Statistical Local Areas (SLAs) in the broader catchment are anticipated to experience relatively low population growth over the period 2011–2026. Clare and Gilbert Valleys Council is projected to experience the highest rate of growth over the time period, at 8.8%. Two SLAs, Northern Areas and the out-of-city portion of Port Pirie, are anticipated to experience a population decline. The average projected population growth across all areas is a modest 2%.

4.2.3 Household Retail Expenditure

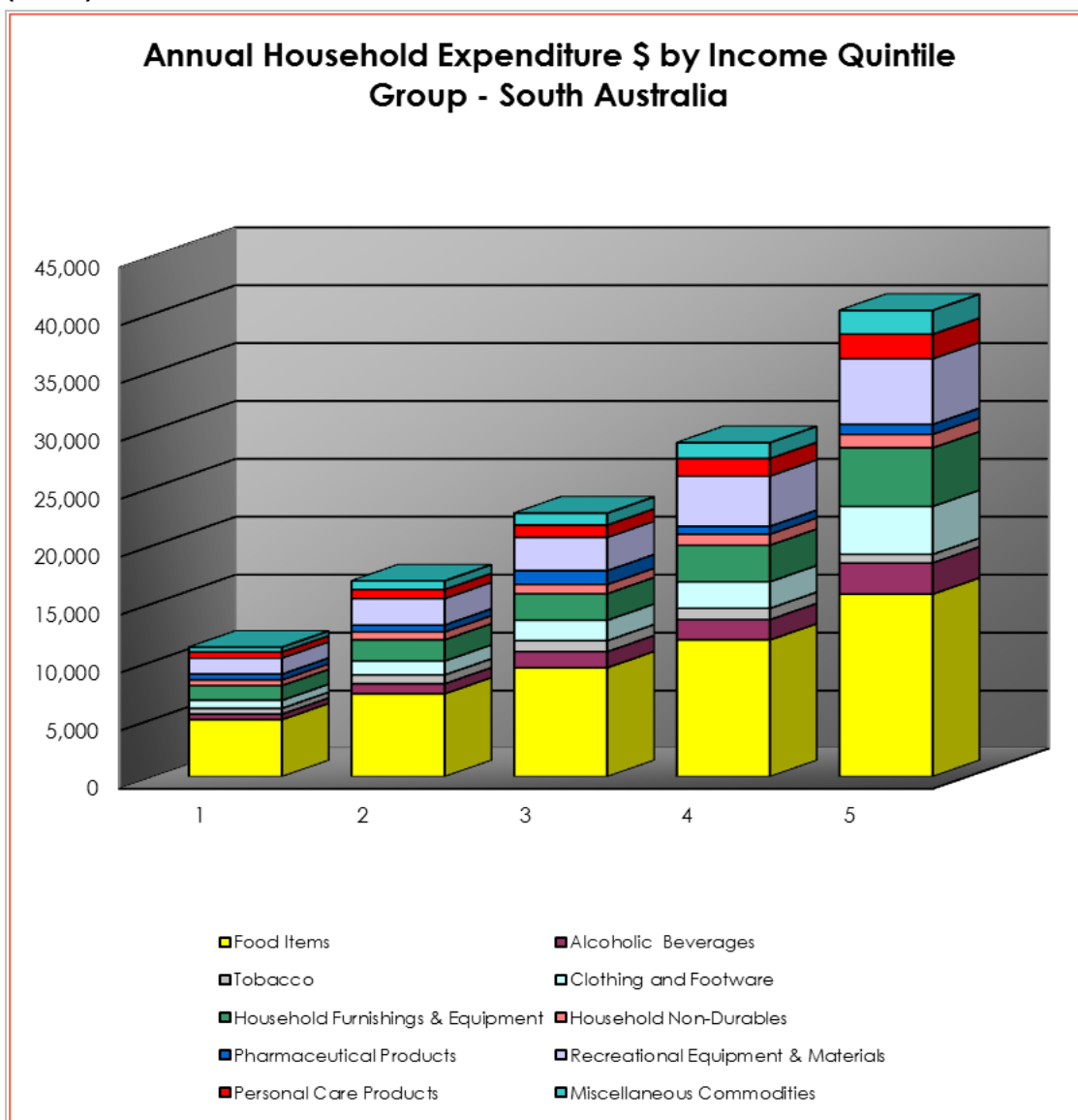
Prior research undertaken by Property & Advisory demonstrates that retail expenditure, and hence demand for retail floorspace, is more closely related to household numbers than to population¹¹.

Figure 4.4 overleaf shows the level of expenditure of categories of retail goods by households at different income levels.

It follows that the levels of household income in a retail catchment have a significant effect on the turnover at each retail centre. For example, households in the highest income quintile group spend almost 4 times as much on overall retail purchases as households in the lowest income quintile group. Further, while lower income quintiles dedicate a higher proportion of their retail spend to food, the highest income quintiles spend more on food alone than the total retail expenditure of the lowest quintile.

¹¹ Alistair Tuttle Pty Ltd, 1996.

Figure 4.4: Annual Household Retail Expenditure by Household Income Quintile Groups (2013\$)

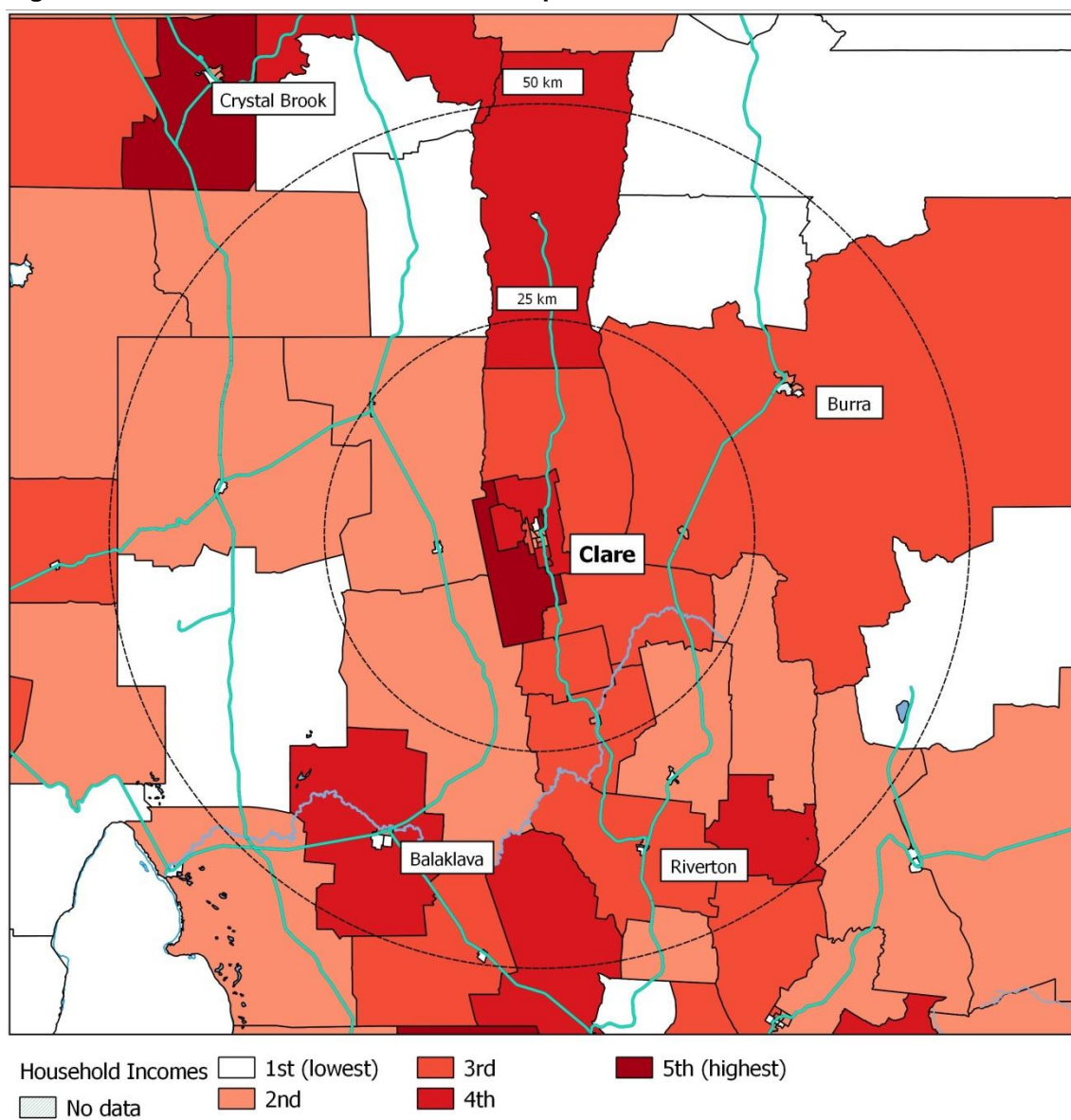


Source: Australian Bureau of Statistics, 2009-10 Household Expenditure Survey

As against this, Figure 4.5 below shows the various household income quintile groups for SLA1 Collector Districts around Clare.

This indicates that Clare and its immediate surrounds feature households in the mid-upper income quintiles, whilst the surrounding rural districts tend to comprise mid-lower quintiles. The lowest income quintile is common in other towns in the region, which may be expected to flow into lower overall expenditure, with the greater proportion of that expenditure being directed to the essentials of life such as food.

Figure 4.5: Household Income Quintile Groups for Statistical Local Area 1 Districts

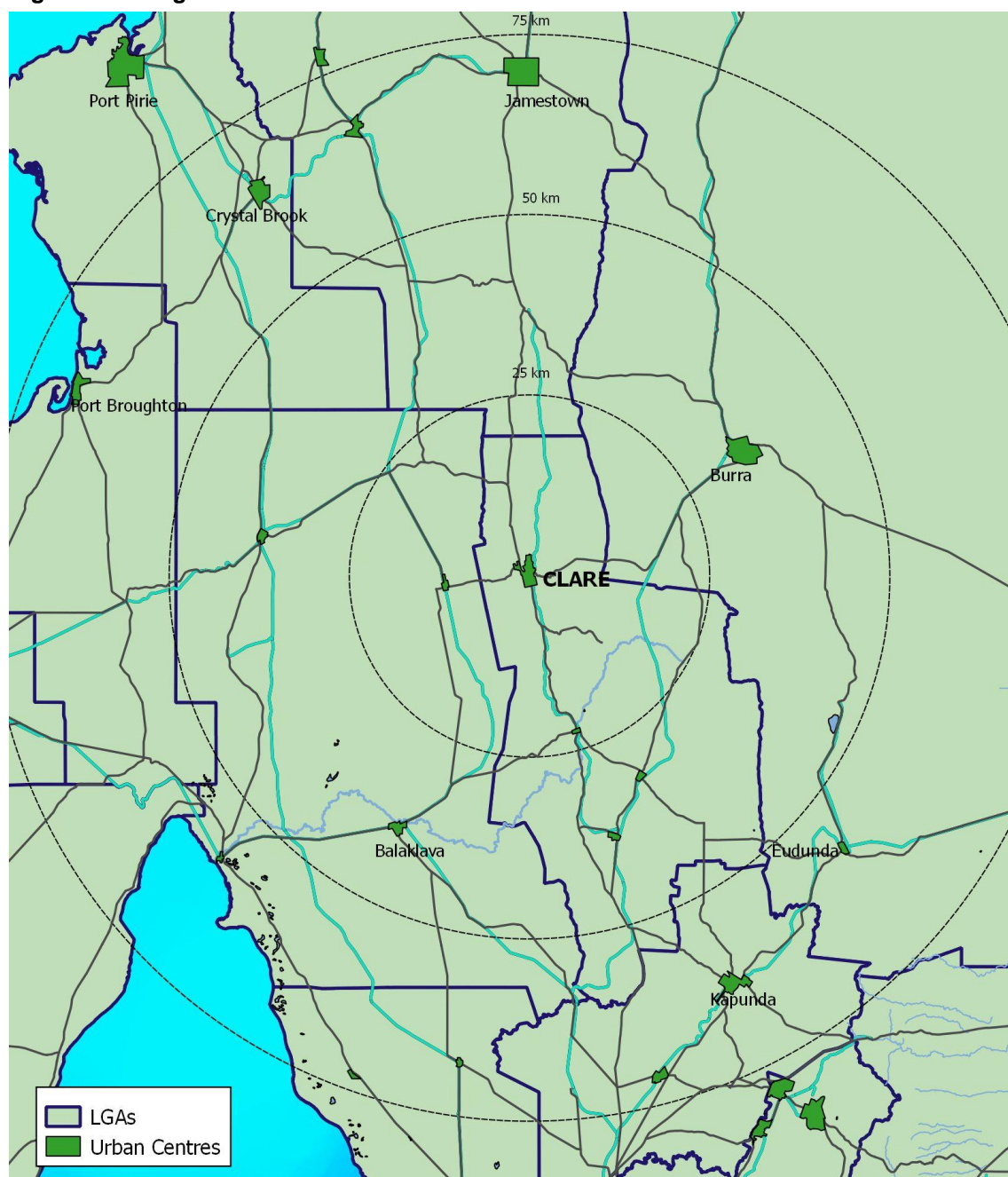


4.2.4 Retail Centres

Figure 4.6 below shows the regional context for Clare, which is located some 80 kilometres north of the Adelaide metropolitan area and Gawler. Port Pirie is located some 90 kilometres to the north-west of Clare.

As shown, the only towns of any note within the 50 kilometre catchment area are Burra and Balaklava.

Figure 4.6: Regional Context

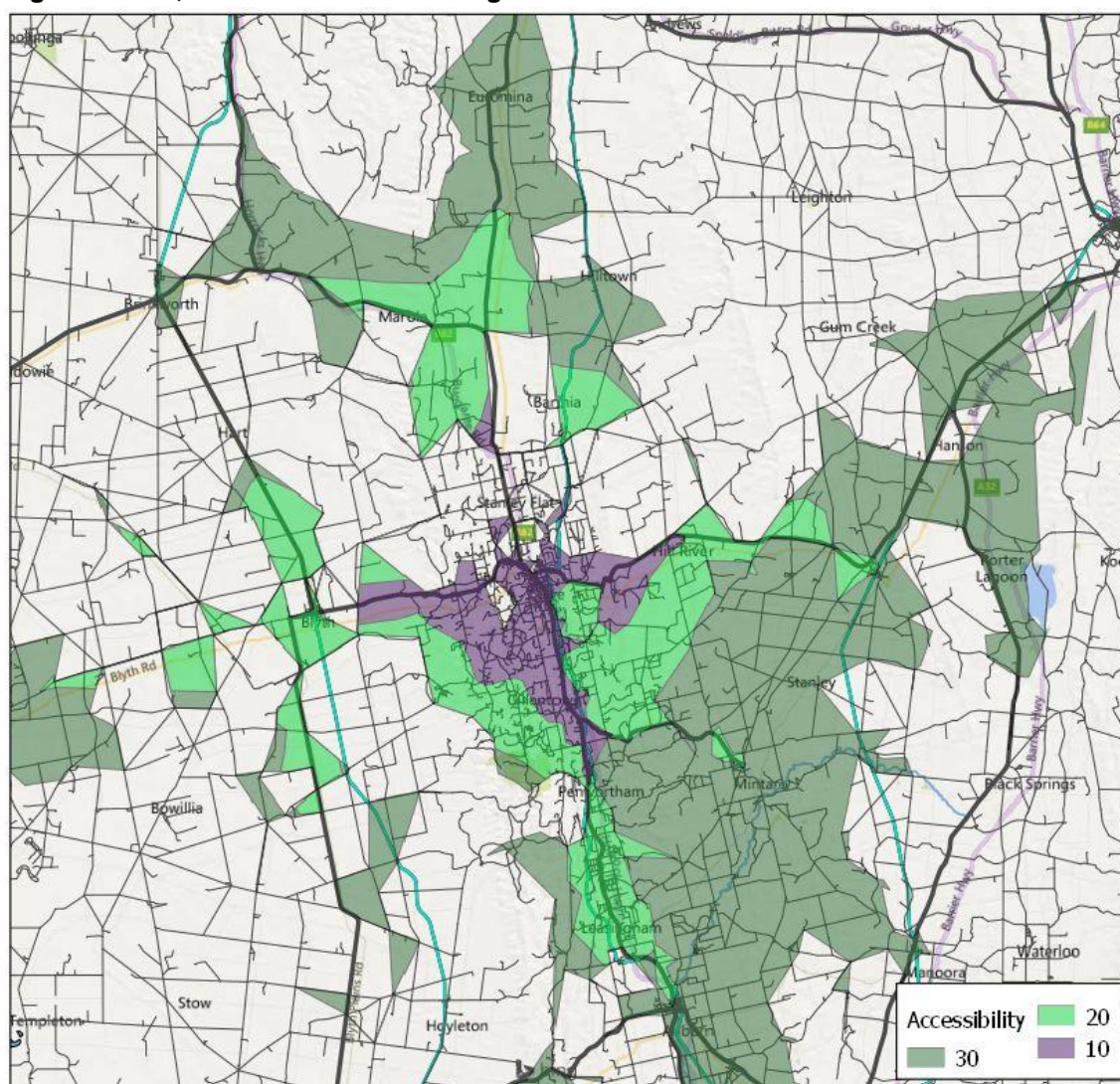


Source: Property & Advisory

The following Figure 4.7 shows 10, 20 and 30 minute driving times around Clare.

Together, Figures 4.6 and 4.7 illustrate that there is little competitive retail within a 30 minute drive of Clare. The nearest major centres are Port Pirie (108 kilometres away) and Nuriootpa (93 kilometres away).

Figure 4.7: 10, 20 and 30 minute driving times around Clare



Source: Property & Advisory

Competing Retail Centres

Table 4.3 shows the retail floorspace in centres within a 90 kilometre radius of Clare. Centres with a greater retail floorspace than Clare (25,550m²) are Gawler (68,500m²) to the south and Port Pirie (39,000m²) to the north-west. Nuriootpa, with 18,370m², in the Barossa Valley to the south of Clare also has a respectable retail offer, which includes a mini department store (Barossa Community Store stocking predominantly apparel) but lacks a discount department store.

Table 4.3: Retail Floorspace in Competing Retail Centres

Centre	Food	Non-food	Total
	Floorspace m ²	Floorspace m ²	m ²
Auburn	600	800	1,400
Balaklava	2,400	1,500	3,900
Blyth	200	100	300
Burra	3,500	1,500	5,000
Bute	100	0	100
Clare	7,865	17,687	25,552
Eudunda	1,330	780	2,110
Freeling	750	1,004	1,754
Gawler	20,862	47,631	68,493
Gladstone	800	200	1,000
Greenock	420	350	770
Hamley Bridge	700	400	1,100
Jamestown	3,000	2,000	5,000
Kapunda	1,818	3,979	5,797
Laura	1,600	400	2,000
Mallala	430	97	527
Nuriootpa	5,466	12,910	18,376
Owen	800	450	1,250
Port Pirie	8,000	31,000	39,000
Port Wakefield	500	250	750
Riverton	575	730	1,305
Roseworthy	150	0	150
Saddleworth	850	750	1,600
Snowtown	900	800	1,700
Spalding	150	0	150
Truro	300	100	400
Wasleys	150	0	150

Sources: Retail Database (DPTI, 2007), updated by Property & Advisory (2012, 2014), 1991/92 Retail Census (ABS, 1994 Catalogue No 8623.4), PPK & Alistair Tutte P/L (1997), and other studies undertaken by Property & Advisory.

Clare Retail Centre

Table 4.4 overleaf shows the spread of retail floorspace in Clare, including the number of retailers in detailed retail categories (adopted from the Adelaide Retail Database prepared by Planning SA). The total retail floorspace shown for Clare is 25,552 square metres.

Table 4.4: Retail Floorspace by Category in Clare

RDB Code	Description	Number	Floorspace m ²
Food			
101	Bread / Cakes / Baker	2	580
102	Butcher	2	580
110	Green Grocer	1	175
112	Health Foods / Nuts / Natural Remedies	1	140
114	Liquor Store	2	360
116	Supermarket (less than 1500m ²)	1	1,240
117	Take Away Foods	3	590
419	Restaurant / Cafe	6	1,450
803	Supermarket (greater than 1500m ²)	1	2,750
Total Food			7,865
Apparel			
206	General Clothing	3	390
207	General Shoes	1	130
212	Mens Wear	1	500
213	Second Hand Clothing	1	440
216	Womens Wear	1	300
Total Apparel			1,760
Household Goods			
306	Book Exchange / Second Hand Books	1	70
307	Bookshop	1	70
310	Chemist	2	702
312	Computers / Software	1	70
316	Discount Department Store	2	3,100
318	Electrical Goods / Mobile Phones	2	260
321	Floor Coverings	1	400
322	Furnishings	1	1,000
324	Garden Shop / Hydroponics	1	310
326	Gifts / Trophies	2	410
327	Hardware & Timber	1	1,300
329	Jewellery	1	70
337	Newsagent	1	310
338	Office Requisites	1	90
352	Sporting Goods / Camping	1	340
357	Toys & Games / Computer Games / Balloons	1	160
362	Household NEC (incl Home Brewing)	1	140
364	Rural Supplies	1	380
365	Motoring Accessories	1	210
Total Household Goods			9,562

Personal Services			
402	Beauty Salon / Aromatherapy	1	100
412	Florist	1	140
416	Unisex Hairdresser	4	620
425	Personal Services NEC / Hire / Massage	1	55
430	Tattoo Parlour	1	120
Total Personal Services			1,035
Finance / Business / Professional Services			
501	Banking	4	695
505	Dental	2	150
506	Finance / Accountants	2	300
507	Insurance / Assurance	2	140
512	Optometrist	1	140
513	Other Business Services (Plumbers etc)	1	130
514	Paramedical / Physio / Naturopath	3	280
515	Real Estate	5	730
520	Travel Agents	1	120
Total Finance / Business / Professional Services			2,685
Vacant			2,080
Government / Community Services			565

Sources: Alistair Tutte P/L (2003), updated by Property & Advisory (2016).

In Clare, there are no glaring omissions in the range of goods and services offered, although several specialist retailers that might be present in a town of this size and nature are absent, including bicycles, lighting, paint and a dry cleaner. In addition, the only broad-product liquor retailer is a small BWS, although the Taminga Hotel also has a drive-through bottle shop.

4.2.5 Comparison of Clare and Other Regional Centres

Figure 4.8 compares floorspace for various retail categories in Clare and several comparable towns.

For the purpose of further exposition, Figure 4.9 presents this data in per capita form, with reference to the immediate township population.

Figure 4.8: Floorspace of Retail Categories: Clare, Gawler, Victor Harbor, Mount Barker, Nuriootpa

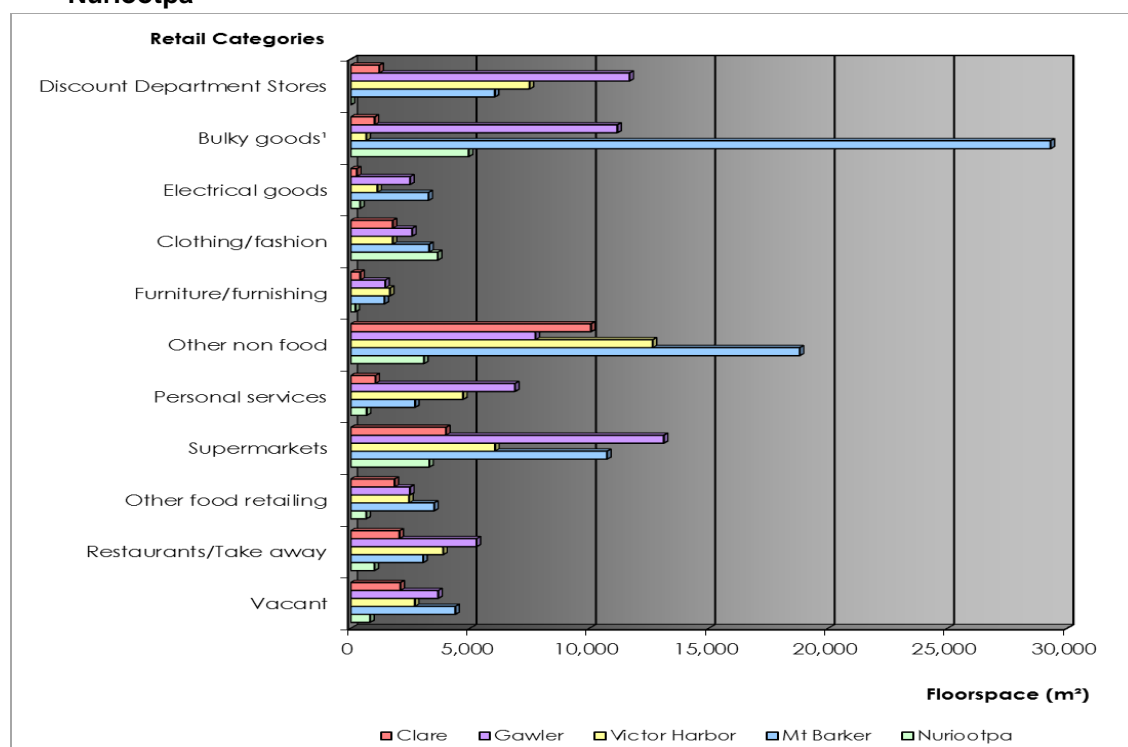
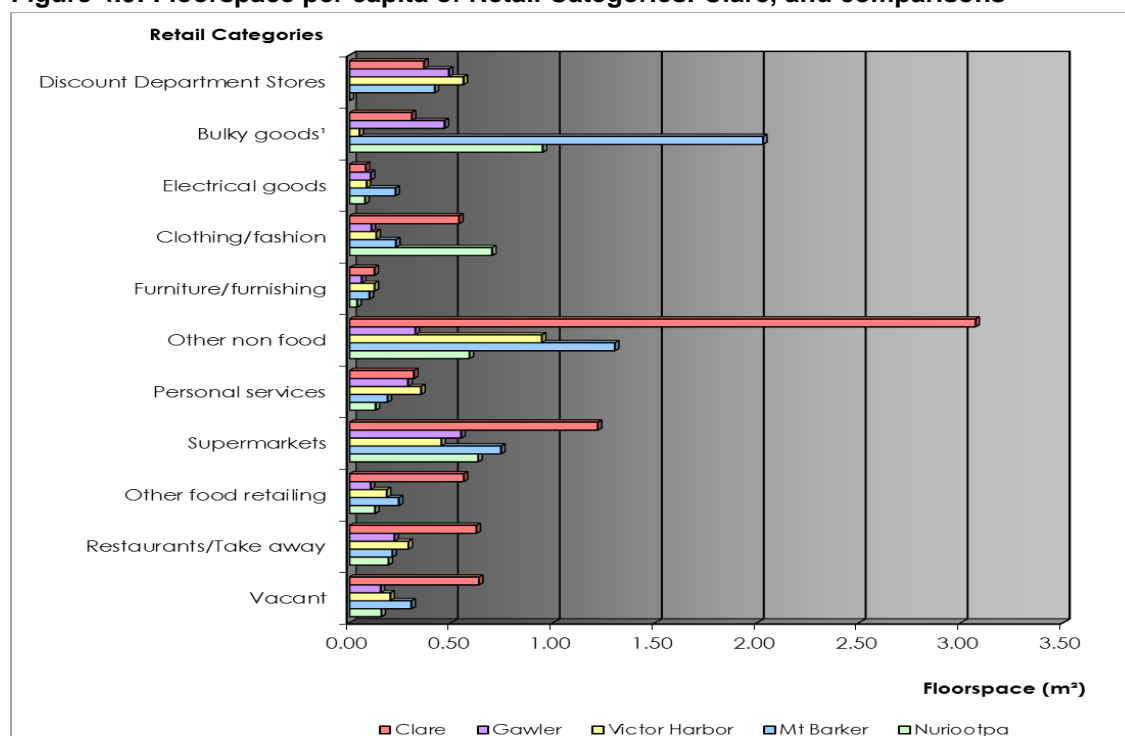


Figure 4.9: Floorspace per capita of Retail Categories: Clare, and comparisons



¹ Bulky goods defined as “homemaker” retailers including furniture, electrical, garden and hardware stores of over 500m².

In comparing Clare to the other four centres in Figures 4.8 and 4.9, several features are apparent:

- Although Clare has only a small Country Target discount department store, on a per-capita basis this is appropriate.
- Bulky goods is a relatively overlooked sector in Clare, particularly as it serves a large regional market.
- There is a relatively small quantity of electrical goods floorspace, however this is in line with other markets on a per capita basis.
- The large 'other non-food' category is entirely attributable to the Cheap as Chips store and how this is categorised (it could be categorised as a discount department store).
- On a per-capita basis, Clare appears relatively over-supplied with supermarket floorspace. On this metric, it is curious that a third supermarket is mooted for the town.
- The relatively large quantity of restaurant and takeaway floorspace is reflective of Clare's status as a tourist destination.
- Clare has significant vacant retail floorspace in comparison to the other towns. This apparent surplus is in large part attributable to the former Home Hardware store and the showroom to the north of the roundabout.

4.3. Clare Centre Land Use and Function

As shown in Figure 2.1 above, the retail core of Clare stretches over some 500-600 metres along both sides of Main North Road and Old Main North Road between Wright Street and Lennon Street. The proposed supermarket development on the existing tennis courts will extend the core northward by about 150 metres. The retail core also includes retailers identified as bulky goods retailers.

In addition to retail uses, the District Town Centre Zone contains a substantial number of commercial premises, including offices and banks, and scattered other land uses including vacant land, some residential and industry.

For comparison purposes, the area of the central Shopping Precinct identified in various townships canvassed in Figures 4.8 and 4.9 are:

- Clare 27.43 hectares.
- Gawler 33.18 hectares.
- Mount Barker 29.53 hectares.
- Victor Harbor 43.11 hectares.

As shown, this part of Clare encompasses a relatively significant area compared to (in particular) Mt Barker and Victor Harbor.

4.4. Retail Prospects for Clare

Subsequent to the last review of the District Town Centre zone in Clare¹², major construction activity in the town has been muted. This is best illustrated by the fact that the supermarket development that was foreshadowed in that report for the tennis courts site – and which did not proceed at that time - is only now being actively canvassed once more.

Over the intervening period there has generally been a strengthening of the retail floorspace and range of retail goods and services within larger centres at the district and regional levels. For example, new supermarkets have been constructed in Strathalbyn, Murray Bridge and Kadina, with a new development proceeding in Nuriootpa. Bulky goods developments have occurred in the main regional cities in concert with a similar explosion of the form in Adelaide. In the main, this has weakened the trading position of smaller centres. It is notable that Clare has seen neither a new supermarket nor major bulky goods development in this time.

Another significant trend in retailing in South Australia generally is that the size of supermarket modules has increased significantly, with the standard for full-range supermarkets now sitting at approximately 4,500m². Full-range, or at least larger supermarkets of 2,000m² or more, are increasingly seen as important elements in attracting or retaining customers. If the development on the tennis courts site proceeds, Clare will have two such supermarkets, however the analysis in Section 4.3.5 of this report suggests that the population-based argument for this is not compelling. As noted, fiercely competitive supermarket expansion behaviour has rated such considerations behind the sheer desire for market presence. However, such moves do not make for a solid long term trading base for all operators, as evidenced by the current retail landscape in Murray Bridge.

The German chain Aldi are currently expanding into the South Australian market. Aldi has a target of 42 supermarkets in the State, with some 11 sites secured. The development at Nuriootpa is to date the only example in a regional location. Aldi supermarkets are approximately 1,500m² in area and the Clare region could be a market of interest to Aldi in time, given the ambitious store tally it is aiming for.

The question may also arise as to the appropriate town size for a Discount Department Store (DDS). Clare already has a modest sized Target Country and a larger Cheap as Chips. It seems unlikely that there is room in the market for a major (such as Big W) to take on these operators, particularly as the DDS model has been struggling in the past decade.

In South Australia the larger rural population centres which accommodate a DDS (Mount Gambier, Whyalla, Port Augusta, Port Pirie, Renmark and Murray Bridge) have populations in the 15,000 – 30,000 range. The combined population of Clare and of the 25 kilometre radius around Clare is about 7,900 and this is expected to increase only marginally by 2026. It would seem unrealistic, at present, to anticipate that a full-sized DDS would be supported by the catchment for the foreseeable future.

One trend that has seemingly passed Clare by is the substantial expansion of the bulky goods and 'category killer' sector, with only Mitre 10 and Clewer's fitting this description in the town. In particular, the 'homemaker centre', an agglomeration of such uses, has been a significant trend elsewhere. Apart from the proposed supermarket site, there is no available land for such a large bulky goods development in Clare, especially as the Commercial Zone to the east of the town centre is fully developed.

¹² Alistair Tutte Pty Ltd (2005)

It is understood that consideration has been given to designating a zone for bulky goods retailing on the northern side of the town centre. The creation of such a zone and its impact on competing retail centres would need to be assessed in detail, but it is possible to make the following observations:

- The creation of such a zone might encourage the existing bulky goods traders in the town centre to relocate if there was sufficient demand for more conventional retailing on their current sites. It might also be attractive to uses such as the large farm machinery showroom that occupies a prominent position in the retail core.
- It might encourage the development of new bulky goods retail sectors in which the town is currently under-provided, for example in electrical goods or a large scale liquor retailer (such as Dan Murphys).
- With the current and projected size of Clare's catchment, it is unlikely that major national brand bulky goods retailers (such as Bunnings or Harvey Norman) would be attracted to develop full-size stores in a new bulky goods zone, however the form is reaching a mature stage in Adelaide and major regional cities, and development opportunities may therefore become of interest in secondary regional locations as a result.

Clare also has a special role as regards tourism related retailing. In general this tends to be expressed as cafes and restaurants. In Clare's case, additional potential exists for in-centre wine marketing, the only example of which at present is the Knapstein premises. An expansion of these uses will assist in fostering the tourist trade. The sale of antiques is also a noted absence in this regard, although this use is catered for elsewhere in the region, most notably in Auburn and Burra.

4.5. Issues Arising

The following assertions can be made on the basis of the analysis of retail trends in Clare:

- Clare's catchment area is predominantly to its north and west, up to a distance of approximately 75 kilometres. It attracts little retail custom from beyond the southern boundary of the Council district, while the east is sparsely populated.
- Consideration should be given to the provision for bulky goods retailing. There are few potential sites in either the District Town Centre Zone or Commercial Zone. However, any new bulky goods operations in the town would more likely be a reorganisation of existing expenditure rather than overall growth in the retail market.
- Clare's main street is quite vibrant in terms of retail activity, however there is a significant level of vacancy. One possibility for this is that it is a function of the tightly held land ownership (believed to be predominantly 3 parties).
- On population metrics, there appears to be no compelling case for a third supermarket in the town centre, however that is a commercial decision for the proponents.

5. Housing Analysis

The population and housing analysis undertaken for the SDR makes the following conclusions:

- Population across the Clare and Gilbert Valleys region is expected to increase by 15.5% between 2006 - 2031 at an average rate of 0.6% per annum. This increase is higher than the state average over the same period of 11.0% (or 0.4% per annum).
- The Clare township is expected to grow at a faster rate, from 3,063 to 5,000 people between 2006 – 2031, representing a 63.2% increase at an average rate of 2.5% per annum.

The following sections examine the most recent population and housing data in order to validate these conclusions and provide some indication of the likely future demand for housing in the Clare town centre.

5.1. Population Trends

5.1.1 Recent Population Data

Table 5.1 shows the change in population of the Clare and Gilbert Valleys Council area and the Clare township between 2001 – 2011.

Table 5.1: Clare and Gilbert Valleys Population 2001-2011.

	2001	2006	2011	2001-06		2006-11	
				No	%	No	%
Clare & Gilbert Valleys Council area	8,381	8,337	8,749	-44	-0.5%	412	4.9%
Clare township	2,930	3,027	3,279 ¹	97	3.3%	252	8.3%

¹ <http://clare.localstats.com.au/population/sa/mid-north/clare-valley/clare>, accessed 15 February 2016.

As reported in the SDR, the Clare township grew at a significantly stronger rate than that for the entire Council area experiencing a modest increase between 2001–06 (at a time when the district population declined) and a faster rate of growth between 2006-11. Over the 10 year period between 2001-2011, the township recorded an increase of nearly 350 people, representing an 11.9% growth rate at an average of 1.2% per annum, significantly lower than that predicted in the SDR.

Looking at the age structure of the population in 2011, Table 5.2 shows that the Clare township has a higher proportion of younger people than the South Australian average and, at the other extreme, a higher proportion of older people. As a result, there is a significantly lower proportion of people in working age groups living in the town centre compared to the South Australian average, which suggests that people in this age group may be leaving the district in search of job and educational opportunities elsewhere. The figures presented in Table 4.1 above confirm this assertion, in that the proportion of people living in the Clare township in each of the 15-24, 25-39 and 40-59 year age groups is lower than the South Australian average. Moreover, the under-representation of these age groups extends beyond the township boundaries to include the 25 kilometre and 50 kilometre radii (aside from the 40-59 year age group).

Table 5.2: Age Profile of Clare Township Population 2011

	Number	Percent	SA average	Median age Clare	Median age SA
People aged 0-14 years	640	19.5%	17.9%	41	39
People aged 15-64 years	1968	60.0%	65.8%		
People aged over 65 years	669	20.4%	16.2%		

Source: Clare and Gilbert Valleys Council (2013); <http://www.censusdata.abs.gov.au>; accessed 15 February 2016

The higher representation of younger and older people in the town centre verifies Council's concern about the need to better cater for these age groups when planning for housing and service provision in the township. It also highlights the need to reinvigorate the local economy in ways that will enhance employment and vocational opportunities for people of working age.

5.1.2 Population Futures

DPTI has recently released the official population projections for local government areas across the State based on the 2011 Census data including those for the Clare and Gilbert Valleys Council area.

Table 5.3 shows the projected rate of population growth anticipated in the Clare and Gilbert Valleys Council area to 2031 with Table 5.4 (below) showing the projected age profile of the population. The district population is projected to increase moderately in the 20 year period between 2011 – 2031 by 1,076 people or 12.1% at an average annual rate of 0.6%. This level of growth compares favourably with the previous population projections published by DPTI (based on the 2006 Census data) which predicted the district's population would reach 9,585 by 2026 at an average annual growth rate of 0.5%.

Table 5.3: Projected District Population 2011-2031

	Number	Change	% change total	% change annual
2011 population	8,871			
2016 projection	9,037	166	1.9%	0.4%
2021 projection	9,352	316	3.5%	0.7%
2026 projection	9,648	296	3.2%	0.6%
2031 projection	9,947	299	3.1%	0.6%

Source: DPTI (2016)

Given that the projected level of growth remains modest, there appears to be little justification to change Council's previous position concerning the amount of land needed to accommodate future residential and commercial development within the town centre. However, a modest level of population growth across the entire Council area does not necessarily preclude the need to cater for particular segments of the district's population in particular locations.

For instance, the projected increase in the number and proportion of people aged over 65 years in the Clare and Gilbert Valleys Council area shown in Table 5.4 suggests that there will continue to be strong demand for housing from this age cohort. The continued decline predicted in the number and proportion of dependent children and people of working age

remains of some concern and highlights the need for local economic renewal flagged by Council in previous studies.

Table 5.4: Projected Age Profile of District Population 2011-2031

	Per cent	Projected	Projected	Projected	Projected
	2011	2016	2021	2026	2031
People aged 0-14 years	13.1%	13.1%	13.3%	12.7%	12.5%
People aged 15-64 years	62.0%	60.1%	58.5%	58.0%	57.3%
People aged over 65 years	24.9%	26.7	28.2%	29.3%	30.2%
Totals	8,871	9,037	9,352	9,648	9,947

Source: DPTI (2016)

5.2. Housing Trends

5.2.1 Households

Table 5.5 shows the changing nature of households in the Clare township area between 2001 – 2011. During this period the number of households (family and non-family) has risen by nearly 12%. Of particular note is the increase in couples without children and single person households at a time when the number and proportion of couples with children (i.e., the traditional nuclear family) has fallen. This can be attributed to the ageing of the township population and the concomitant trend for older couples or retirees to seek a lifestyle change in Clare.

Table 5.5: Household Structure in Clare Township 2001-2011

	2001		2011		% change 2001-11
	No	%	No	%	
Couple without children	360	31.3%	434	33.8%	+20.5%
Couple with children	326	28.3%	318	24.8%	-2.5%
One parent family	99	8.6%	105	8.2%	+6.1%
Single person household	322	28.0%	368	28.7%	+14.3%
Group household	35	3.0%	47	3.7%	+34.3%
Other	8	0.7%	12	0.9%	+50.0%
Totals	1,150	100	1,284	100	+11.7%

Source: <http://www.censusdata.abs.gov.au>; accessed 15 February 2016

It is also noteworthy that the proportion of single person households in the Clare township (at 28.7%) is higher than the State average (27.9%).

5.2.2 Dwellings

The changing pattern of dwellings within the township is shown in Table 5.6. Over the 10-year period 2001 – 2011, the number and proportion of detached dwellings has risen steadily while the number and proportion of semi-detached dwellings has remained stable and the number and proportion of flats/units has fallen considerably. This suggests that there may be a mismatch developing between the supply and demand for housing in the town centre. With

over 90% of the housing stock in the form of detached dwellings, the availability of different housing forms catering for a growing number of smaller households, in particular couples without children and single person households, appears to be in decline.

Table 5.6: Dwelling Structure in Clare Township 2001-2011

	2001		2011		% change 2001-11
	No	%	No	%	
Separate house	1,033	88.3%	1,183	92.3%	+14.5%
Semi-detached, row, terrace or townhouse	28	2.4%	30	2.3%	+7.1%
Flat, unit or apartment	103	8.8%	60	4.7%	-41.7%
Other	6	0.6%	9	0.7%	+50%
	1,170	100	1,282	100	+9.6%

Source: <http://www.censusdata.abs.gov.au>; accessed 15 February 2016

5.3. Issues Arising

The following assertions can be made on the basis of the analysis of population and housing data:

- As noted in the SDR, land and house prices have increased significantly in the Clare township area as a result of increasing demand (especially from people outside of Clare seeking a lifestyle change in Clare) and fewer dwellings coming onto the market as landowners are reluctant to either sell or develop residential land.
- While the overall level of population growth in Clare and the surrounding district is modest, the number and proportion of older people is increasing while the number and proportion of working age people is in decline.
- Accordingly, there has been a decline in nuclear families across the township at a time when there has been a significant increase in couples without children and single person households.
- The supply of dwellings in the township is dominated by detached dwellings with a significant decline recorded in the number and proportion of flats, units and apartments in the period 2001 – 2011. There is, as a result, a shortage of smaller dwelling types that are more affordable and more suitable for older and younger households.

6. Key Issues

The following summary of issues has been compiled from the issues identified at the end of each Sections 2 – 5. They are presented here in question form in order to stimulate discussion about how best to address these issues, whether through changes to Development Plan policy or through other strategies/mechanisms.

6.1. Summary of Issues Arising

- How best to transform and modernise the district economy in ways which will attract more residents, visitors and tourists to live, work and recreate in the Clare township.
- How to encourage the development of hotel/motel accommodation and other activities servicing tourists and visitors in the town centre.
- Allowing for more diverse housing opportunities in the town centre to accommodate people seeking a lifestyle change in Clare and to meet the need for more affordable housing that is accessible to younger people across the district (including seasonal workers).
- How to revitalise the town centre environment to increase its attractiveness to business and to more appropriately reflect its role as a regional centre. In addition, what kind of activities should be encouraged in the town centre in order to attract more people to the centre for longer periods.
- How to enable more coherent commercial development across the township and in which locations. Where is the best location for establishing bulky goods operations?
- How to better accommodate and facilitate industrial development in and around the Clare town centre.
- What strategies are needed to boost the level of residential development activity in the town centre in ways which will best serve the resident population and people seeking short-term accommodation.
- How to effectively mitigate the flood risk in the town centre without making it too costly to develop and without compromising the amenity of development.
- What strategies can be employed to consolidate car parking in the town centre while optimising connections between car parking areas and shopping/commercial activities. What opportunities exist to establish dedicated parking for larger, recreational vehicles.
- Where best to establish dedicated bike parking areas across the town centre to cater for tourists and users of the Riesling and Hutt River Trails.
- What kind of development should be encouraged in the southern and northern approaches to Clare.
- What kind of incentives might be considered to boost development activity in the District Town Centre Zone.



CLARE INDUSTRIAL LAND STUDY

Clare & Gilbert Valleys Council

Clare &
Gilbert
Valleys
Council



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1.0 INTRODUCTION

The Clare and Gilbert Valleys Council have identified a need to re-assess the future status of Clare's industrial land offering in light of strategic matters affecting the town. Council is currently in the process of preparing the Clare Township Development Plan Amendment (DPA), which seeks to review (primarily non-residential) zoning policies within the township.

Arising from the ongoing investigations and engagement has been a continuing theme regarding the lack of suitable industrial land within Clare for industrial & commercial businesses to locate and grow. This lack of both diversity and growth options has, anecdotally, led to out-of-zone developments occurring and a range of interface problems with residential land uses.

Council seeks detailed analysis to understand, firstly, both current and anticipated future demand and available opportunities in Clare to meet this demand; and, secondly, how the township/region can best cater for industrial/commercial businesses, including the option for existing businesses to locate elsewhere in the LGA if they wish to do so.

Within the above context, this report is to advise Council regarding the industrial land use economy in Clare and recommended strategies to address any issues identified. It will:-

- identify current industrial floorspace in the township;
- assess the demand for industrial/commercial land and the supply of suitable land in Clare to satisfy that demand;
- estimate future demand for industrial land within the Clare township and the LGA generally;
- identify emerging industrial trends in the South Australian economy; and
- assess the economic impact of a shortfall in suitably zoned industrial land within Clare and benefits associated with the provision of suitable industrial/commercial land.

This report has been prepared by Andrew Lucas and Geoff Hayter of Property & Advisory Pty Ltd. In accordance with our normal practice, we confirm that the report has been prepared for purposes of informing future decision making by the **Clare and Gilbert Valleys Council**. Property & Advisory accepts no responsibility for any statements in this report other than for the stated purpose.

The advice it provides is **confidential to the Clare and Gilbert Valleys Council**. No responsibility is accepted to any third party and neither the whole of this report nor any part, or reference thereto, may be published in any document, statement or circular, nor in any communication with third parties, without Property & Advisory's prior written approval of the form and context in which it will appear.

2.0 SITUATION ANALYSIS

2.1 INDUSTRIAL DEVELOPMENT IN CLARE

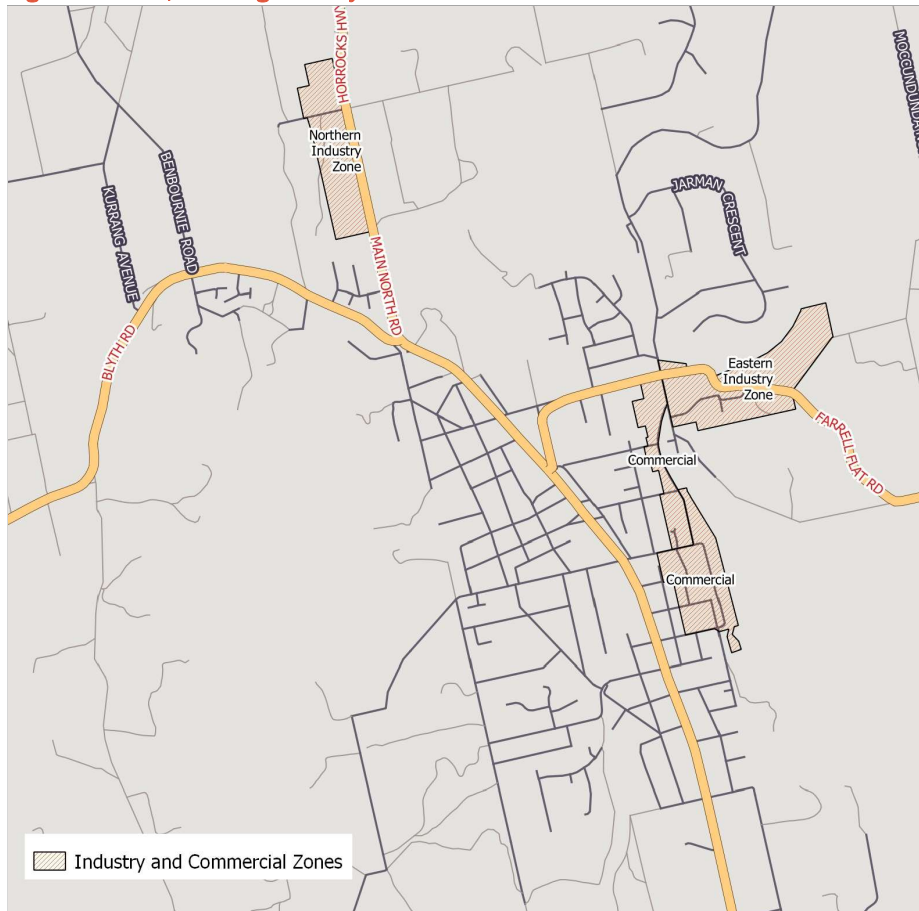
Clare is the local service township for the mid-north of South Australia, situated some 138 kilometres north of Adelaide. At the 2016 census, a population of 3,160 people resided within town.

Industrial development in Clare is predominantly contained within three zones:

- an Industry zone on the northern (Horrocks Highway) approach to the town;
- an industry zone on the eastern (Farrell Flat Road) approach to the town; and
- a Commercial zone located quite centrally that has historically accommodated a mix of commercial and industrial premises.

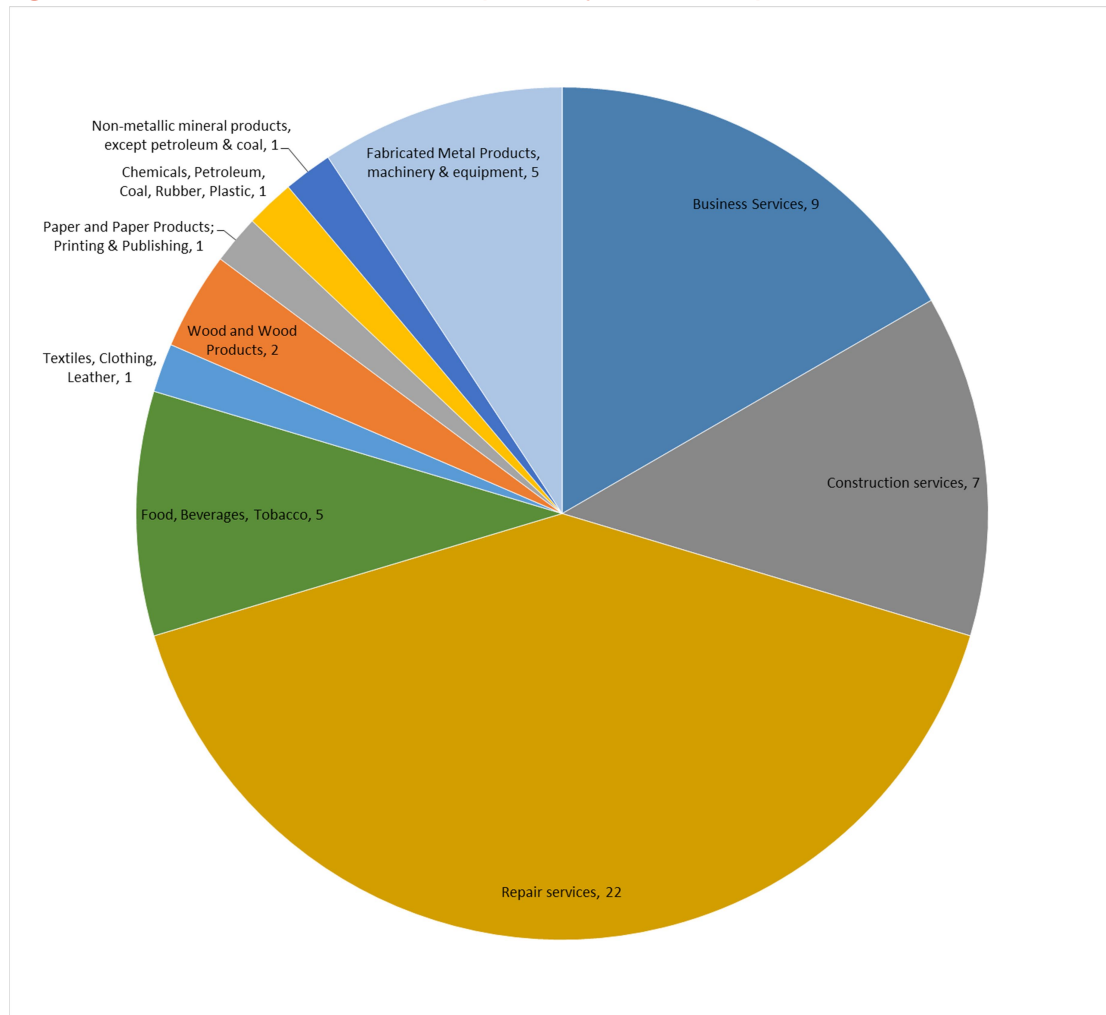
A map of is shown at Figure 1 below, highlighting the location of the current 'Industry' and 'Commercial' zones.

Figure 1: Clare, Showing Industry and Commercial Zones



Property & Advisory undertook an audit of industrial development in Clare in April 2018, based on land use data provided by Council. This indicates that the township contains a total of approximately 45,000 square metres of industrial space, the composition of which is illustrated at Figure 2 below.

Figure 2: Clare Industrial & Commercial Composition by Number of Properties



Source: DPTI, CGVDC, Property & Advisory

As shown, 'repair services' is the most prevalent category of industrial or commercial use in Clare. This category includes motor vehicle repairs, car wash and electrical repairs. The next most prevalent categories are:

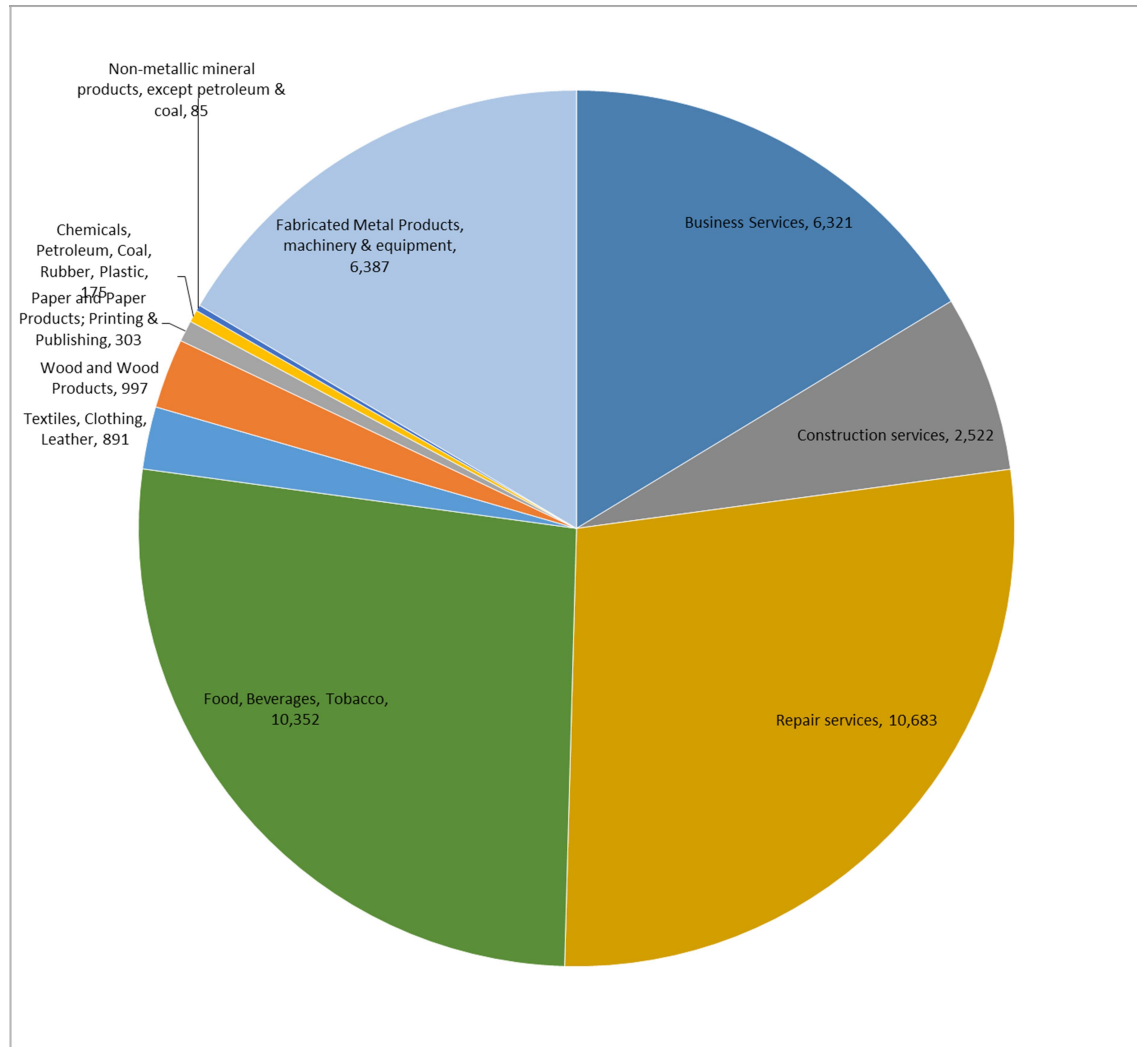
- 'business services'; being basically office/warehouse premises and showrooms, but which might include silos and stockyards, refrigerated storage and vehicle leasing; and
- 'construction services', which includes builders' yards, plumbers, electricians and the like.

Beyond this, 'food, beverages and tobacco' and 'fabricated metal products' also register as uses, with single instances only of other categories.

In all, this configuration is reflective of the town's historic role and trading patterns.

Industrial and commercial land use data has also been analysed on the basis of floor areas, as depicted in Figure 3 below.

Figure 3: Clare Industrial & Commercial Composition by Floorspace (sqm)



Source: DPTI, CGVDC, Property & Advisory

As shown, when measured by floorspace, 'food, beverages, tobacco' is shown to be a significant industry grouping in Clare – not surprising given the importance of winemaking in the region. 'Fabricated metal products' and 'business services' are also shown to be substantial activities. 'Repair services' remains the largest single industrial use by floorspace although, along with 'construction services', its significance is less than when measures by the number of properties.

Figure 4 overleaf shows the distribution of the various commercial and industrial land holdings described by the above data.

Figure 4: Commercial and Industrial Land Uses Distribution, Clare



Source: Clare & Gilbert Valleys Council

2.2 HISTORICAL DEMAND FOR INDUSTRIAL LAND

Industrial land sales activity in Clare has been slight for many years. Table 1 below shows the number of unimproved sales in each year for the past 25 years. Only years in which sales have occurred are listed.

Table 1: Industrial Land Sales Activity, Clare, 1993 – 2018

Year	N. Sales
1993	7
1994	2
2005	1
2010	2
2011	3
2013	2
2015	1

Source: DPTI via Core Logic

As shown, only 7 of 25 years registered any sales at all. A significant number of sales occurred in 1993-4 and from 2010-13 only, with minor activity in other years.

No land sales occurred in the northern Industry zone over the time period, suggesting that it was subdivided and sold off prior to 1993. Sales in 1993-4 were predominantly in McKinnon Park, which is situated in the Commercial zone close to the town centre.

The Alexander Avenue subdivision in the eastern Industry zone commenced sales in 2010, with a total of 6 sales between that year and 2015. With some 18 allotments in the subdivision, 12 remain unsold. This might be indicative of the industrial land market being slow in Clare, or it might be because the created allotments are unattractive as regards either access and/or site area.

In addition to the above, several improved properties have sold over the past 25 years at a price close to land value, but only one of these has been redeveloped (the SES site at 60 New Street).

Thus market activity at least does not point to a vibrant demand for industrial or commercial land in Clare. However, anecdotal evidence from stakeholder input has suggested that this is due to a lack of opportunity, with potential purchasers choosing to locate in other mid-north townships or, in the case of wine related manufacturing operations, on primary production land.

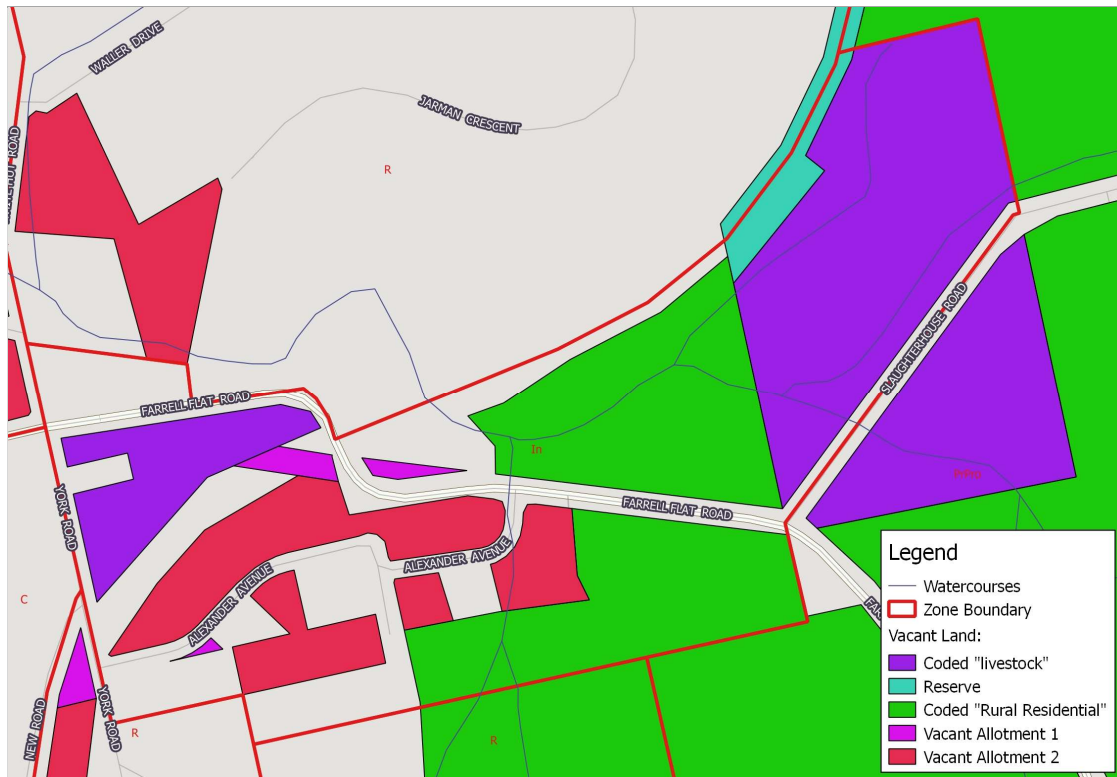
2.3 THE INDUSTRIAL LAND SUPPLY IN CLARE

At the time of writing there were some 15 properties coded as vacant land in Clare's Industry and Commercial zones, totalling some 3.7 hectares. Of these, 12 were in the Alexander Avenue subdivision, with an average site area of 2,285sqm.

2.3.1 Eastern Industry Zone

Given that there has been very slow uptake of the Alexander Avenue subdivision, it is safe to say that the market for small industrial lots will be satisfied by this subdivision for some years to come, unless matters change unexpectedly. Figure 5 overleaf shows the extent of vacant land in the zone.

Figure 5: Vacant and Rural Coded Land in the Eastern Industry Zone



Source: DPTI

As shown, a majority of this zone remains undeveloped for industrial use. However, much of this land is traversed by watercourses and its usable areas may be much smaller than it appears in Figure 5, or otherwise difficult to subdivide. A sloping topography will also be a limiting factor.

In addition, it has been raised in consultation that this industrial zone is unsuitable because the old railway (now Riesling Trail) underpass on Farrell Flat Road precludes the passage of heavy vehicles. The underpass, which has a 4.5m clearance, is shown at Figure 6 overleaf.

Figure 6: Railway Underpass in the Eastern Industry Zone



Contrary to this assertion, it is noted that a transport firm, Jacka Bros, has recently established a depot on the corner of Farrell Flat Road and Slaughterhouse Road. The company reports that, whilst the underpass has not yet precluded their traffic, it is “a bit of a problem” and “sooner or later it has to go, or be made higher”. The company sometimes uses back roads, but this is reportedly not an option for its heavy vehicle traffic which, of necessity, must use Farrell Flat Road.

As illustrated in Figure 7 overleaf, there are two substantial parcels within the eastern Industry zone that are somewhat suitable for the use but are as yet undeveloped:

- a portion of Piece 50 in DP62306, situated on Slaughterhouse Road to the north of the recently built transport depot and on contiguous land. The land is owned by the Catholic Church Endowment Society Inc. This site is some 4 hectares in area, and its slope appears to be such that it would not demand a prohibitive degree of cut-and-fill for an industrial development; and
- Lot 6 in DP14091 is situated on Farrell Flat Road to the east of the Alexander Avenue subdivision. The northern portion of this site is within the Industry zone and has an area of 1.8 hectares. It is relatively level and appears to have been planted to olives in recent years.

Figure 7: Large Vacant Sites in the Eastern Industry Zone, Suited to Development



Power and mains water extends along Farrell Flat Road. Power only is available on Slaughterhouse Road, which would also have to be sealed to provide access to industrial land uses.

There are several other relatively large sites in the eastern Industry zone, however all of these are affected by watercourses, with the remnant land shape/area not particularly attractive or viable for industrial development.

2.3.2 Commercial Zone

The Commercial zone has several potential development sites. One, at 11 Archer Place, is a former depot site of 4,000sqm. This site recently sold for a very low price and we understand that there may be contamination issues.

Elsewhere, there are several sites where the existing occupants appear to have outgrown their land, with operations spilling out onto the footpath and street – most notably those in Archer Place occupied by Clare Metal Fabrications and Bottling Dynamics. If these sites were freed up by relocation, then they could potentially be redeveloped. However given the 'Commercial' zoning, the highest and best use for these sites is likely to be showrooms or bulky goods retailing. As such, even if they became available, they do not assist in addressing the shortage of industrial land in Clare.

2.3.3 Northern Industry Zone

The northern Industry zone appears fully developed. Although there is vacant land within the zone to the rear of the existing Main North Road allotments, this land is too elongated and too steep to be economically developed for industrial uses.

2.3.4 Other Towns

Several other towns in the Clare & Gilbert Valleys Council have had Industry zones established:

- Saddleworth – no industrial development has occurred;
- Riverton – has an Industry zone on the urban periphery with a single site taken up (approximately 20% of the zone); and
- Tarlee – has an Industry zone on the urban periphery with no development.

In other words, there is virtually no industrial development in Clare's hinterland and, to the extent that there is, it tends to be associated with the wine industry and located away from Industry zones per se.

3.0 DEMAND OUTLOOK

3.1 EVIDENCE OF SALES RATES

It is apparent from the previous analysis that – both at a macro level and in individual circumstances such as Alexander Avenue – the take-up of industrial land in Clare has proceeded at a slow pace over the past three decades. There are perhaps two competing conclusions to draw from this analysis:

- demand for industrial land in Clare is low; or
- the township's available industrial land (such as it is) has been catering to the wrong market, and potential developments have been settling elsewhere.

There can be no question that the market for small industrial allotments of around 2,000sqm is sated. If someone sought to develop a workshop or office/warehouse operation of up to, say, 1,000sqm building area in the township, there are ample allotments in Alexander Avenue for that proponent to choose from. Demand for such sites is evidently slow, as evidenced by the take-up rate since 2011.

If anything, it is the large scale industrial operation that would have difficulty either finding any suitable sites at all or, alternatively, finding a site that could be developed cost effectively (all available sites being in the eastern Industry zone and potentially costly to develop because of the slope of the land). To encourage industrial development of this nature, available land must be cheap, flat and easily developed. This theme will be developed in more detail below.

3.2 ABS EMPLOYMENT PROFILE

Table 2 shows the employment profile of Clare residents in industrial occupations over the intercensal years 2001 – 2016 – although it is noted at the outset that employment levels and space requirements for industry are less closely correlated than in many other sectors.

Table 2: Clare Residents in Industrial Occupation Categories, 2001 - 2016

Census Year	2001	2006	2011	2016
Manufacturing	165	169	146	135
Wholesale Trade	47	27	41	36
Transport and Storage	43	67	57	55
Total	255	263	244	226

Source: ABS

This data is presented graphically in Figure 8 overleaf.

Figure 8: Clare Residents in Industrial occupation Categories, 2001 – 2016



Source: ABS

As shown, the numbers employed in industry in Clare have been declining over the time period. Manufacturing employment is down 20%, Wholesale trade employment is down by 25%. Only transport and storage employment is up, by 28%; but whilst that sector jumped in employees between 2001 and 2006, it has been declining ever since. Overall, employment in industrial occupations is down 13% over the 15 year period.

The reasons for this trend may be multiple. Manufacturing employment is down Australia-wide - and indeed this is a feature of virtually all economies in the Western hemisphere. However, the underlying causes of the decline in manufacturing employment in, say, Adelaide, likely do not translate to Clare, where manufacturing is likely to be much more focused on serving other local industries and primary producers.

Whatever the cause, the employment figures point to a long term decline in some sectors of the industrial economy that does not bode for a break-out in the demand for industrial land in the foreseeable future.

The caveat on the above is that Clare is a very small market and trends in such numbers can fluctuate as a result. Attraction of industry requires at least a ready supply of land as an input and, at present, the available supply of broadacre land at Clare is not particularly attractive to the task.

4.0 INDUSTRIAL TRENDS

The employment landscape and industrial land economy in South Australia are in a state of change – although it could be argued that change has been a permanent feature of the local industrial and employment landscapes for the last 20 years or more.

The present profiles have their roots in policy settings laid down from the 1930s to the 1960s that focused on traditional manufacturing – automotive, white goods and the like. These industries came to SA attracted by cheap land and other State Government incentives, then survived and even prospered behind trade barriers and a managed exchange rate.

Ultimately, there was not sufficient attraction of capital to ensure the reinvestment required to sustain such industries in the long term and, as trade restrictions were removed from the 1980's onwards, they could not compete with high volume/low cost manufactured goods and imports.

While it remains a very significant sector, manufacturing employment peaked in SA in 1990 and has been in steady decline ever since. The effect has been particularly pronounced in this State due to its greater dependence on the manufacturing industries that were in greatest decline and an apparently lesser ability to replace these declining industries with new ones. Between 1990 and 2014, manufacturing employment declined by 28% in Victoria and 30% in New South Wales, but by 39% in South Australia. The decline has been particularly pronounced since 2008 (when Mitsubishi closed its manufacturing operation).

In addition to the direct losses from the automotive industry, the SA Centre for Economic Studies (SACES) has identified the following declines in minor manufacturing industries' employment numbers since 2007 (with corresponding falls in Victoria and NSW in brackets):

- wood products: -33 per cent (New South Wales -16 per cent, Victoria +6 per cent);
- pulp, paper and converted paper products: -52 per cent (New South Wales -35 per cent, Victoria -52 per cent);
- polymer products and rubber products: -51 per cent (New South Wales -28 per cent, Victoria -20 per cent);
- structural metal products: -51 per cent (New South Wales +16 per cent, Victoria -16 per cent);
- electrical equipment: -60 per cent (New South Wales -1 per cent, Victoria -17 per cent); and
- furniture: -45 per cent (New South Wales -4.4 per cent, Victoria -0.2 per cent).¹

In most of the above instances, the direction across the three states is similar, however the severity of the reduction is mostly much worse in SA.

¹ SA Centre for Economic Studies, Economic Issues #45: 'Where Do We Go From Here? South Australia's Economic Prospects going forward and the Role of Government', p. 7-8

At the same time, it is worth noting that some areas of manufacturing have actually grown since 2007, albeit employing quite small numbers of workers:

- food product manufacturing grew by 2,500 employees, or 21%;
- beverage product manufacturing grew by 1,600, or 20%;
- other transport equipment manufacturing was up 1,600, or 81%;
- specialised machinery and equipment was up 400, or 21%; and
- other machinery and equipment was up 600, or 22%.

The latter three categories are quite unspecific. The SACES describe the growth as occurring in “generally small and very specialised or adaptive firms servicing growth sectors in agriculture, horticulture and mining, particularly in production and logistics; and healthcare.”²

Table 3 shows the change in contribution to Gross State Product for a selected range of industries over the 20 years to 2016, ranked according to their relative importance in 2016.

Table 3: Change in Share of Gross State Product 1995/6 – 2015/16

Share of GSP			
Industry	'95/96	'15/16	Change
Health care & social assistance	7.9	9.3	17.7%
Financial & insurance services	5.8	7.1	22.4%
Manufacturing	12.1	6.9	-43.0%
Construction	3.8	6.7	76.3%
Public administration & safety	4.8	6.4	33.3%
Professional, scientific & technical services	4.3	5	16.3%
Education & training	5.8	5	-13.8%
Transport, postal & warehousing	5.3	4.9	-7.5%
Retail trade	4.1	4.8	17.1%
Agriculture, forestry & fishing	4.1	4.6	12.2%
Wholesale trade	3.6	4.1	13.9%
Mining	2.7	3.7	37.0%
Electricity, gas, water & waste services	4.1	3.2	-22.0%
Administrative & support services	4.4	2.8	-36.4%
Accommodation & food services	2.4	2.2	-8.3%
Information media & telecommunications	1.7	2.2	29.4%
Rental, hiring & real estate services	2.6	2.2	-15.4%
Other services	3	2.2	-26.7%
Arts & recreation services	0.7	0.8	14.3%

Source: ABS

As shown, the largest contributors to GSP in South Australia are health care & social assistance, financial & insurance services, manufacturing (despite almost halving in importance over the 20 years), construction and public administration & safety – each of which contributes between 6.4% and 9.3% of GSP and which between them account for over 35% of economic activity. All other industrial sectors contribute 5% or less of GSP.

² Ibid, p. 9.

The greatest growth in contribution to GSP over the period under review was in:

- construction, +76%;
- public administration & safety, +33%;
- information media & telecommunications, +29%;
- financial & insurance services, +22%;
- health care & social assistance, +18%; and
- arts and recreational services, +14%.

It will be noted that, with the exception of construction, all of these sectors are service related and none are directly applicable to industrial areas of Clare. Most would be accommodated in non-industrial space. For example, the biggest employment sector in SA – health care & social assistance, which has grown in importance by 17.7% in 20 years – is more likely to occupy residential precincts of Clare (e.g. in the form of aged care facilities) than its industrial precincts.

As against this, the growth in the contribution of construction reflects the large Government expenditure on infrastructure projects in Adelaide, whilst the growth in public administration possibly indicates the expansion of Government in SA relative to productive enterprise.

Nonetheless, Clare may still take advantage of some of these growth sectors through the provision of regional servicing, supply and 'back office' facilities, but it is for the market to realise *and* act on the fact that cost, lifestyle and other advantages potentially exist in Clare.

SACES identifies that Gross State Product grew by 8% during the early years of the present decade. The greatest positive contributors to that growth in GSP were:

- healthcare & social assistance, 2.0%;
- ownership of dwellings, 1.2%;
- electricity, gas, water & waste, 1.2%;
- professional, scientific & technical services, 0.7%;
- public administration & safety, 0.7%; and
- education & training, 0.7%³.

Overall though, and putting aside the somewhat abnormal contribution of construction, this is not an economically comforting picture – either for South Australia as a whole or for the expansion of the industrial sector in Clare – because, as the data clearly shows, the principal growth industry in South Australia, by some margin, is meeting the health and social assistance needs of an ageing population. Indeed, in the five years to 2014, employment growth in this sector accounted for 57% of employment growth in the state⁴.

³ Ibid, p. 15.

⁴ Ibid, p. 17.

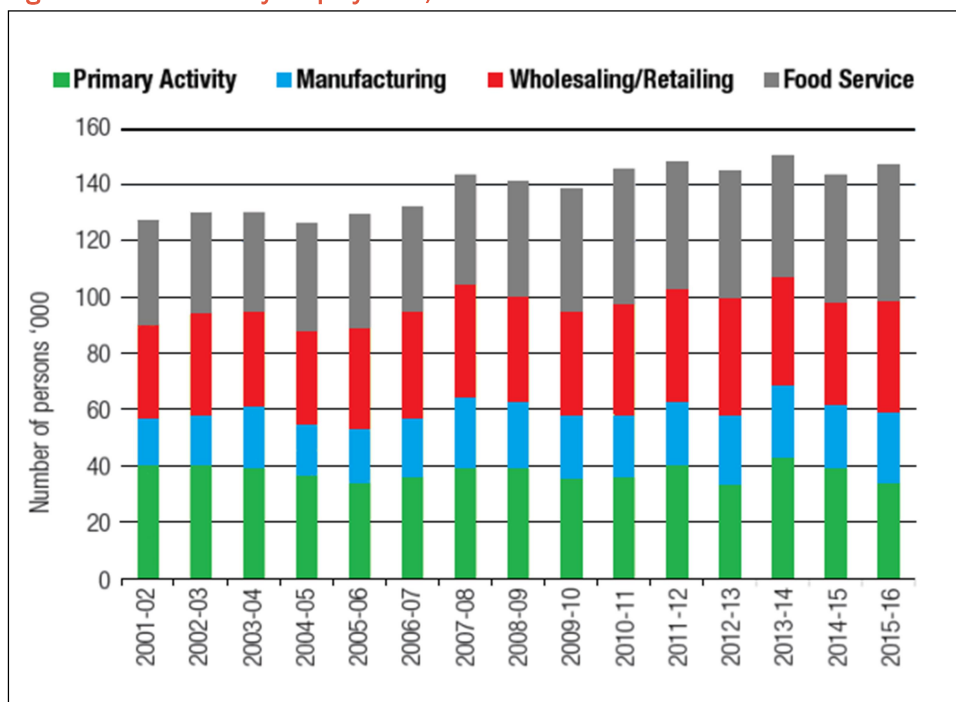
4.1 EMERGENT INDUSTRIES

Having set the underlying employment scene, this section discusses the emergent industries that may be directly relevant to Clare.

4.1.1 Agricultural & Food Exports

Figure 9 shows growth in food industry employment over the past 15 years.

Figure 9: Food Industry Employment, 2001-02 to 2015-16



Source: PIRSA

For the 12 months ending August 2016, there was growth in food wholesaling/retailing of 3,100 jobs (or 8%) and food manufacturing of 2,500 jobs (or 11%). Finished food and wine exports in 2015-16 revenue amounted to some \$3.4 bill, a 4% increase over the previous year.

4.1.2 Tourism

Tourism is an industry with recognized opportunities for growth in SA. Importantly, it is also 'jobs-heavy'.

Actual tourism expenditure in SA to June 2016 was \$5.9bill and the SA Tourism Commission has a goal of growing this to \$8bill by 2020. Some 86% of current expenditure is derived domestically, and 14% from more lucrative international visitors – the latter being a market where SA lags behind other states.

Recently, China Southern Airlines began flights to Adelaide, giving SA direct access to the Chinese market for the first time. Chinese visitors and expenditure increased 48% and 49% respectively over the year to March 2017 and the introduction of direct flights will see those numbers increase substantially again in the current year.

Whilst much of this potential growth in the tourism industry is spread statewide, there is clear potential for a heightened proportion of it to be enjoyed by Clare,

4.1.3 Manufacturing

Despite the steep decline in traditional manufacturing, this sector remains an important generator of economic activity and jobs. Australia's disadvantages in the manufacturing sector leading to this decline have been:

- a small local market (economies of scale);
- high cost of labour, land and other inputs; and
- during the mining boom, a high exchange rate.

Goran Roos' report, 'Manufacturing into the Future'⁵ identified the vital importance of manufacturing to high income economies. Given the disadvantages listed above, future manufacturing will look nothing like past manufacturing, if it is to succeed. It will therefore:

- be driven by applied research;
- be oriented towards medium-high value adding;
- have a global outlook, and a well-defined niche market; and
- be based on unique skills, with high levels of in-house knowledge and expertise.

4.1.4 Health And Aged Care

As indicated above, this industry is experiencing the strongest growth of any sector in SA at the present time, and with an aging population the rate of growth can be expected to increase. This 'emerging industry' can be serviced through the production and distribution of supplies and consumables for the health and aged care industries, together with meeting the laundry, food and regulatory requirements of local or regional facilities.

⁵ January 2012, Department of Premier & Cabinet

4.2 THE COMPETITIVE SETTING

Industry can site itself in a variety of locations and Clare competes within the region for new industry and industrial relocations.

In the context of the above emergent industries, Clare is relatively insulated as a service centre with industry servicing the local food, tourism and health/aged care markets. In the wider region, price and supply competition will be offered by the Copper Triangle towns and Port Pirie.

5.0 ECONOMIC OUTCOMES

5.1 ECONOMIC COSTS OF INADEQUATE INDUSTRY LAND AVAILABILITY

The foregoing analysis has noted the proposition that there may be a lack of industrial land in Clare in certain market segments, but also points to a shallow local market.

Based on those industrial sales that have occurred in the township over the past 25 years, its industrial land segments may be broken down as per Table 4.

Table 4: Industrial Land Segmentation in Clare

Segment	Proportion of Market
< 3000 sqm	53%
3000 - 5000	22%
5000 - 1 Ha	13%
> 1 Ha	11%

Source: DPTI

There appears to be no current shortage in the sub-3,000sqm segment, catering to small scale workshops and storage uses. The slow sales rate in Alexander Avenue and remaining vacant allotments suggest that several years' demand can be comfortably met before this segment requires further supply.

The real question therefore is whether or not an industrial operation wishing to locate in Clare and requiring a larger allotment could be readily accommodated at the present time.

There is no availability in the northern Industry zone and finding a site in the commercial zone could be problematic or costly. That leaves the eastern Industry zone as currently the only viable location for new industrial development in Clare. In 2.3.1 above we identified two potential sites within this zone, totalling 5.8 Ha, which may be suitable either as locations for a large industrial enterprise or for minor subdivision into sites greater than 3,000sqm.

These two sites aside, there is no other land available in Clare for greenfield industrial development. This constraint can have several implications in the market:

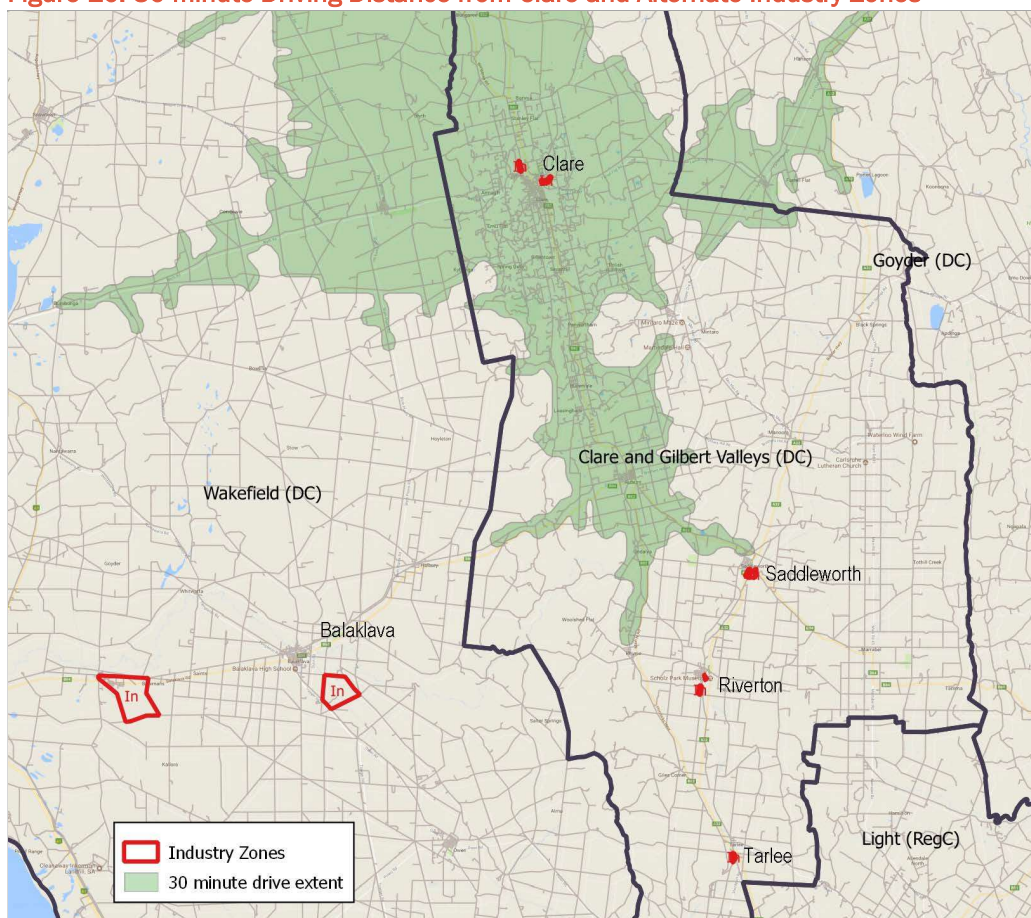
- local companies have fewer opportunities to grow. This is potentially the case with the two companies identified in Sec 2.3.2 which have apparently outgrown their current premises and are causing congestion in Palmer Place;
- local companies may organically grow non-conforming uses in non-Industry zones. There have been instances in and around Clare whereby existing operations have approved sheds but then these evolve over time into commercial/industrial type activities beyond the original intent or approval. On the other hand, these cases may have occurred whether or not there was a viable Industry zoned opportunity available to these operations;
- with less growth, there is less hiring of new staff and a higher rate of unemployment in the town and region than would otherwise be the case;

- similarly, Clare and Gilbert Valleys DC derives a lower tax base than might otherwise apply, and there is no opportunity to spread the resultant benefit to the broader community – i.e. less new community facilities, longer replacement times on existing facilities and less infrastructure replacement and development; and
- aside from policy settings, including land use policy, Council has limited scope in attracting new investment to the township and diverting that investment from competitive towns in the region.

As an aside, it is also noted that the economic activity associated with one of the region's principal industries, being grape & wine production, is often sited 'in-situ' in rural locations and that the effects on demand for land in Clare are restricted to the provision of support services for these out of town operations.

As regards alternate locations more generally, Figure 10 shows a 30 minute driving range around Clare. Notably, Saddleworth is the only other town in the LGA with available Industry zoned land that is approaching that range – and, even then, it is at the outer periphery. Riverton and Tarlee are well outside the range and so any industrial land use wishing to co-locate with the infrastructure, retailing and Government services offered by Clare, it really has no ready alternative but to be in or near the town itself.

Figure 10: 30-minute Driving Distance from Clare and Alternate Industry Zones



It is also notable from Figure 10 that DC Wakefield has two very large Industry zones in the vicinity of Balaklava – each accommodating single haymaking operations (Gilmac and Balco respectively) in one corner of otherwise empty fields. Curiously, each of these Industry zones is similar in size to the entire township of Clare.

It is possible that a large industrial enterprise looking for a sizeable parcel of land in the mid-north may prefer these sites to anything within the bounds of the Clare and Gilbert Valley DC.

On balance, it is not possible to quantify the economic impacts *currently occurring* as a result of a possible shortage of broadacre Industry zoned land, for a number of reasons:

- firstly, it is by no means clear that there is an industrial land supply shortage that is impacting economically. The two sites identified above in the eastern Industry zone should be suitable for any industrial land use seeking to establish in Clare in the short term, subject to being released for such use. In the case of the Slaughterhouse Road parcel, Jacka Bros has demonstrably been able to secure a 4,000sqm site on the land, and others should inevitably follow if the Catholic Church is equally amenable;
- as evidenced by the land sales history, the demand for industrial land in Clare is evidently small in volume, piecemeal and sporadic; and
- there is no direct evidence of efforts by Council or others to attract new industry to the town that have failed through a lack of land supply, with that investment instead being made in competitive townships or LGAs in the region.

This is not to say that planning a new industrial land supply now, in anticipation of the eventual absorption of this land is a pointless exercise. Clearly, the eastern Industry land can and will be taken up at some point, and preparing for additional industrial land supply is a prudent path for Council to take. Further, there may indeed be industrial investment that requires high clearance access and the remaining eastern Industry zone land would be automatically unsuited to such investors due to the railway underpass.

5.2 ECONOMIC BENEFITS OF SECURING FUTURE INDUSTRIAL LAND SUPPLY

The clear benefit of securing a future industrial land supply is that it provides scope for Council to market the town to new industries and investors, with flow-on effects such as increased local employment, improved rate revenue and improved expenditure on local construction and suppliers. Council cannot of itself furnish new industrial investment, but it can provide the conditions that make the town attractive to investors, and ensure that the town is at least on those investors' 'radar'.

Even so, the development and investment market for industrial land and premises in Clare is likely to be largely a local affair. As an investment location, it is not generally on the radar of those operating in the Adelaide market.

The cost of providing additional land is that it takes away from potentially productive land – for example primary production, if the target land is currently under vines (although the net loss to the region is peripheral). Additionally, depending on availability of suitable land, a new industrial area may require extension of the existing power, water & sewer and stormwater networks, some of which will come at a cost to the community. The cost of actually developing a new industrial subdivision (if such a subdivision was warranted) would normally be borne by the owner/developer of that land.

For the economic benefits to outweigh the costs, it is therefore necessary to ensure that the timing of new releases is appropriate to demand for the end product.

6.0 MATTERS ARISING

This report has explored Clare's industrial setting, the characteristics of the town's existing industrial and commercial development, and the underlying potential for future expansion of the industrial sector.

Whilst the broad nature of industrial land consumption has changed over the past 30 years, the particular industries that underpin Clare such as food, wine and tourism, are distinct from traditional manufacturing and may flow on to an increased demand for industrial land in the longer term. Other growth industries such as aged care may also foster a local demand for support services that are attracted to Industry zoned areas. So, whilst demand has been low for some time, it is good policy to consider Clare's supply pipeline for Industry land over the long term.

It is apparent that immediate demand from a potential industrial development could probably be met from existing land zoned for the purpose on the eastern periphery of the town. It is also apparent that, beyond this, there is limited scope to meet demand from any other than very small scale industrial uses. Planning should therefore be under way to identify a preferred location for industry into the 2020s and beyond.

The question arises therefore as to the location of any future industry zone(s) in Clare. Several parameters play a determining role in this regard:

- the location should be accessible to heavy vehicles, without causing undue problems for other traffic; and
- it should not cause significant diminution in the amenity of the town's residential areas, or its overall rural character of horticulture and wine tourism.

Further, the selected land should:

- be relatively cheap to develop because, industry being a land use that does not generally occupy land intensively (but rather utilises large, low-cost improvements to generate an economic return), it is easy for a heightened construction cost to render a proposed industrial use unfeasible.
- be flat or with as little slope as possible, as expanses of 'cut and fill' to accommodate large industrial sheds is costly. Clare township is wedged between two ranges of hills and the availability of such flat land is restricted.
- not be in a flood zone, as the cost of raising improvements to account for this will also be prohibitive to developers. Again, this is an issue in Clare, as its location in a valley between two ranges causes a significant portion of the town to be flood-prone. A map of the town showing areas at risk of flooding is appended as Annexure 1; and
- have reasonable access to mains water and power.

In addition to the above, a view has been expressed that the southern approach to the town should not be developed further with non-conforming industrial or commercial uses, as this is a gateway location and such development detracts from the town's tourist appeal. Although zoned Rural Living, a number of commercial uses have nonetheless appeared along the southern

section of Main North Road in recent years. It may be observed therefore that ‘the horse has already bolted’, however in this instance we have focused predominantly on other precincts of Clare.

In the course of Jensen+ stakeholder consultation in April 2018 a number of locations for new Industry zones were canvassed. Figure 11 shows the location of the various options. Option 5 was the existing eastern Industry zone and is not discussed further herein. An additional site on the corner of Horrocks Highway and McRae Wood Road has been added, labelled ‘Option 7’. For a summary of stakeholder commentary on the various options, reference should be made to the relevant Jensen+ document. Our comments below are specifically in the context of this report and the above criteria.

Figure 11: Proposed Locations for New Industry Zones



Table 5 overleaf summarises each option in relation to the above criteria.

Table 5: Summary of Options

Option	Heavy Vehicle Access	Effect on Residential Amenity	Effect on Tourism, Horticulture	Topography	Flood Zone Status	Access to Mains Water	Access to Power	Commentary
1	Yes	Not adjacent to residential	Not planted to vines. Will extend industrial development along the northern approach.	Has a significant 40m rise across the site.	Nil.	Extends to near SE corner.	Yes	This site is small and has an unsuitable slope, but is a logical extension of the existing northern Industry zone.
2	Yes	Some residential adjacent to the south.	Not planted to vines. Behind existing industry, but high visual impact due to elevation.	Quite steeply sloping.	Nil.	Access to Horrocks Highway main.	Yes	This site has an unsuitable slope and is elongated, so does not contribute adequately to the issue at hand.
3	Yes	Some residential to the south of Blyth Road and rural living area to the west. Adjacent to a school.	Currently planted to vines. Zoned Deferred Urban.	Undulating but not steep.	Nil.	Access to Blyth Road main.	Yes	From an economic standpoint, the site has some advantages, but utilising it for industry will utilise land currently earmarked for future residential.
4	Yes	Not adjacent to residential	Not planted to vines. Will extend industrial development along northern approach.	Relatively flat.	Indications are that it is situated in Hutt River flood zone.	Access to Horrocks Highway main.	Yes	Meets most criteria but the effect of flooding requires further investigation.
6	Yes	Not adjacent to residential	Not planted to vines. Location is freestanding, isolated from the town.	Relatively flat.	Bisected by Hutt River. Flood status unknown and requires investigation.	Nil	Yes	Rezoning this land would create an industrial precinct separated some six kilometres from the town. No advantages over Saddleworth or Balaklava.
7	Yes	Not adjacent to residential	Not planted to vines. Location is freestanding, isolated from the town.	Relatively flat.	Adjacent to Armagh Creek. Flood status unknown and requires investigation.	Nil	Yes	Rezoning this land would create an industrial precinct separated some three kilometres from the town.

Table 5 illustrates that there are no ideal options in play;

- Options 1 and 2 are undesirable due to their steepness;
- the topography of Option 3 is not as problematic as these, but may nonetheless prove unattractive to industrial developers. There may be planning considerations that preclude this option, however we are focusing here on its land use economics;
- Option 4 appears to be of most immediate appeal, however subsequent investigation may either preclude it due to the potential for flooding, or the design cost as a result of this factor may be prohibitive;
- the cost of extending a water main to Option 7 may be prohibitive, and its flood status is unknown, however if these questions are addressed and quantified it may be the 'least worst' option; and
- Option 6 has the disadvantages of Option 7, but is even further out of town, so there is no reason to prefer it over Option 7.

Only Options 4, 6 and 7 provide sufficient scale to be regarded as long term solutions to Clare's industrial land supply. The other options are at best stop-gap measures that will do no more than 'kick the can down the road' for a decade or so.

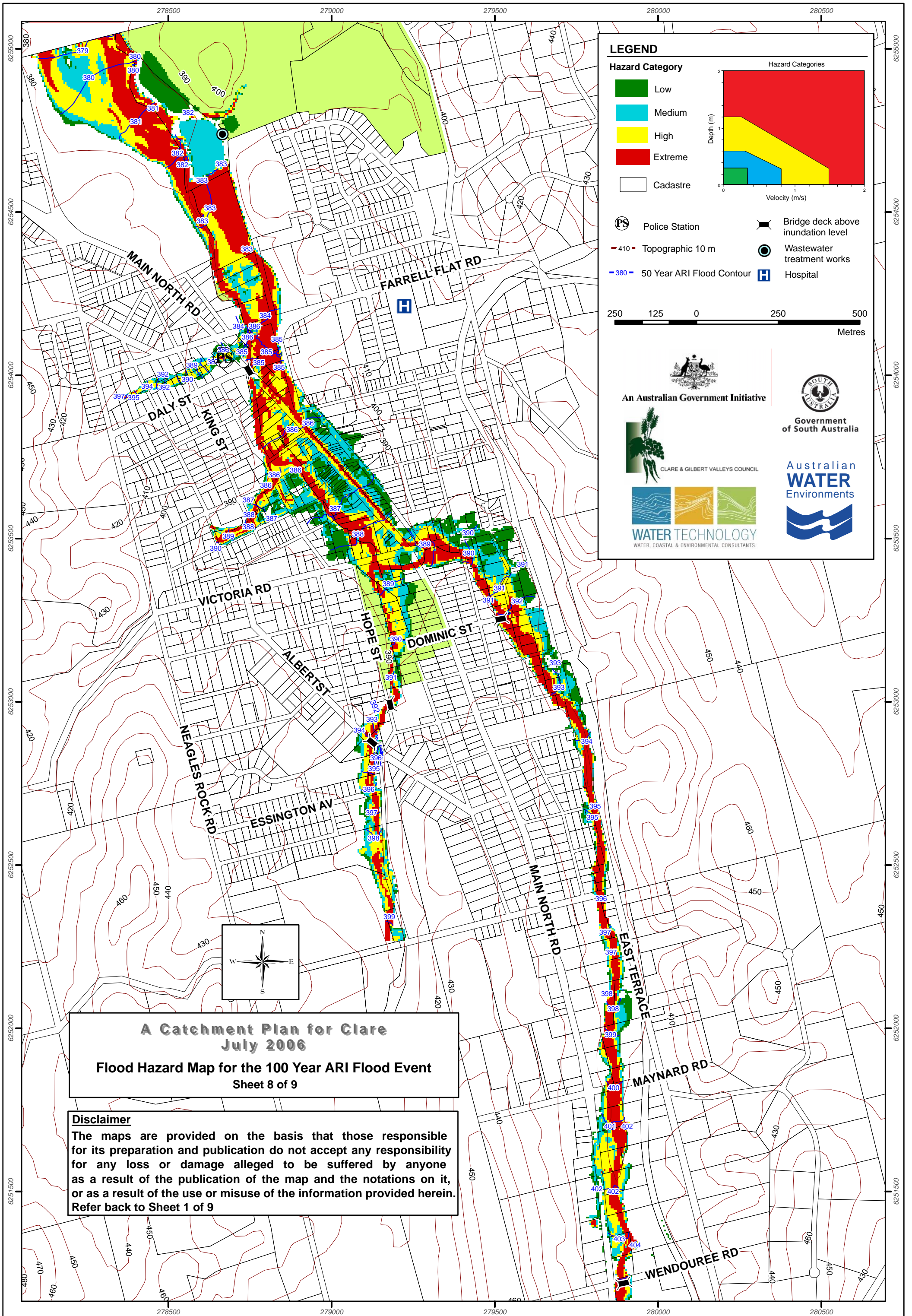
It is therefore recommended that:

- Option 4 be investigated as to its suitability with regard to the flood zone question. Suitability will rest on the extent and frequency of flooding and the resultant engineering solutions (and cost thereof) that would be required if the land was converted to an Industry zone – and which may potentially preclude the site on cost grounds;
- Option 3 be investigated as to its suitability for re-zoning to Industry from a broad planning perspective – noting that this location is currently earmarked for the town's future residential expansion; and
- Option 7 be investigated as to:
 - the possibility of flooding (extent and frequency) and the engineering solutions that would be required if the land was converted to an Industry zone (and the resultant cost implications); and
 - the cost of extending mains water to it along Horrocks Highway beyond the current endpoint adjacent to Craig Hill Road.

There is no ideal, ready-made solution to Clare's future industrial land supply, the above options all being compromises dictated by Clare's topography and flood zone challenges. All have certain disadvantages – one or more may be precluded on further investigation, on the basis of the cost of technical solutions or planning constraints.

Appendix 1

Flood Zone Map



A Catchment Plan for Clare
July 2006
Flood Hazard Map for the 100 Year ARI Flood Event
Sheet 8 of 9

Disclaimer
The maps are provided on the basis that those responsible for its preparation and publication do not accept any responsibility for any loss or damage alleged to be suffered by anyone as a result of the publication of the map and the notations on it, or as a result of the use or misuse of the information provided herein. Refer back to Sheet 1 of 9