

ENCROACHMENT POLICY

Date this document was adopted: 11 February 2020

legislative

PURPOSE

This Policy provides criteria for managing different forms of encroachments in the public realm to ensure they contribute positively on public safety or amenity and supports the application of the Development Plan objectives of maintaining Adelaide's strong identifiable townscape character through strong urban form and well-defined built form edges to the street. It provides the basis for Council's assessment and decision making on encroachments as land custodian of public roads. Encroachments over parks, reserves or private land are not covered by this Policy.

STATEMENT

Application of this document

No building or structure (including pipes, wires, cables, fixtures, fittings, ground anchors or other objects) shall be erected or installed in, on, across, under or over Council land unless prior written permission has been issued by Council in accordance with *Section 221* of the *Local Government Act 1999*, the *Development Act 1993*, and the *Planning, Development and Infrastructure Act 2016* (when in effect) and the conditions determined by Council are complied with.

The Encroachment Policy takes effect from the date of adoption by Council. All applications for an Encroachment Permit received after that date will be assessed against this Policy.

Encroachments approved under the previous policy will be allowed to remain and will not be charged retrospective fees provided the Permit holder continues to meet the conditions of the Permit. If the previously approved encroachment is removed, any new encroachment installed in its place would have to meet the requirements of this Policy.

The overall design approach to development as defined by the *Development Act 1993* is addressed via the development assessment process.

The Policy objectives are to design flexibility that also yields public benefit including:

- Creating a public realm that is welcoming and user friendly;
- Cultivating a positive relationship between the private and public realms; and
- Strengthening the character and identity of our Capital City.

This Policy sets out the conditions which are specific to managing encroachments over public roads and will:

- provide a clear framework for controlling encroachments;
- provide for consistent decision making;
- ensure encroachments do not create public safety risks;
- reinforce the importance of retaining the City's distinctive urban form;
- support the provision of pedestrian-friendly streetscapes accessible to all users;
- support verandahs and first floor level balconies that provide shelter;
- support green infrastructure measures that contribute to a more liveable City; and

- prevent above first floor balconies and floor area encroachments, other than in limited specified circumstances.

Council will assess all encroachments against the criteria for managing different forms of encroachments detailed in **Attachment A**. Fees and charges which might be applicable to approved encroachments are detailed in **Attachment B** and will be included in Council's annual business fees and charges.

OTHER USEFUL DOCUMENTS

Related documents

- Adelaide Design Manual
- Objects on Public Footpaths Policy and Operating Guidelines
- Outdoor Dining Policy and Operating Guidelines
- Lighting Policy and Operating Guidelines
- Undergrounding (Overhead Electricity and Telecommunication Cables) Policy
- Parklet Program Operating Guidelines
- Cabling and Communication Policy
- City Works Operating Guidelines
- National Heritage Listing of the Adelaide Park Lands and City Layout.

Relevant legislation

- *Local Government Act 1999*
- *Encroachments Act 1944*
- *Development Act 1993 and Development Regulations 2008*
- *Planning, Development and Infrastructure Act 2016*
- Adelaide (City) Development Plan
- *Disability Discrimination Act 1992*
- *Building Code of Australia 2016*
- *Electricity Act and Regulations 1996*
- *Telecommunications Act and Regulations 1993*
- Australian Standards
- *Commonwealth Environment Protection and Biodiversity Conservation Act 1999*

GLOSSARY

Throughout this document, the below terms have been used and are defined as:

architectural features – are the details and component parts that, together, form the architectural style of buildings and structures e.g. fins, blades, cornices, eaves, sills, mullions and architraves.

awning – a sheet of canvas or other material stretched on a frame and used to keep the sun or rain off a window or doorway.

encroachment – is any structure erected or installed in, on, across, under or over Council land including structures that straddle a title boundary from private land onto public land (including roads and community land).

external cladding – material affixed flush with the exterior building façade.

entrance portico – is a structure that defines the entrance into a building.

green facades – are a means of growing plants in a vertical arrangement and will generally have climbing plants weaving themselves in and around a framework of mesh, wires or cables.

living wall – is a means of growing plants in a vertical arrangement and contain potted plants. they are pre-planted in boxes, tubs or trays and then hung on a wall vertically.

pergola – an open trellis-like roof which can be used to support climbing plants.

permanent ground anchor – is a structural element installed into rock or soil to provide stability of structures as a site is excavated and where the final structure may not provide sufficient support. They are used where a structure needs a permanent solution.

public road – a class of land owned in fee simple by Council, the classification of which determines how that land is managed in accordance with the Local Government Act 1999 and other acts.

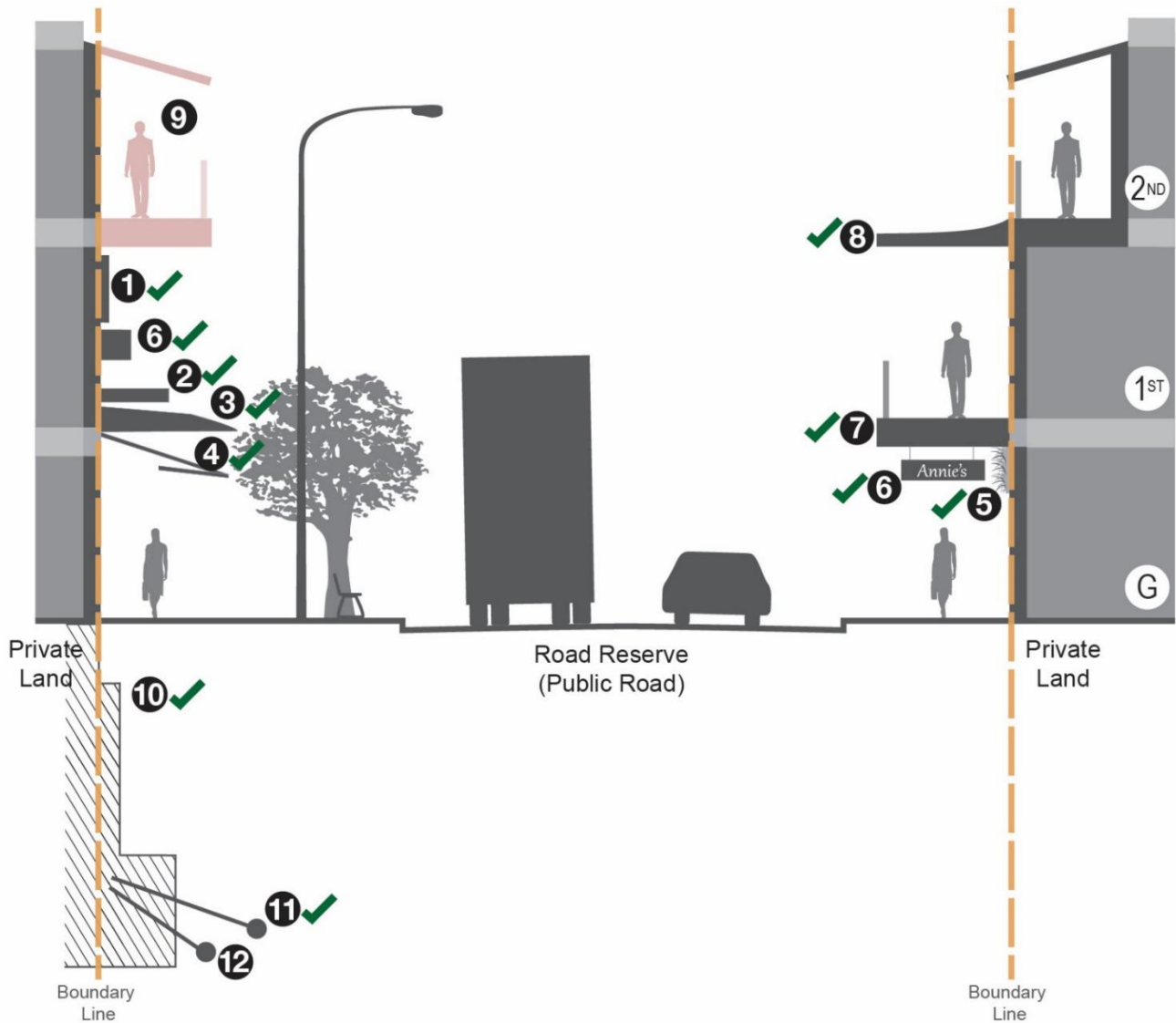
It includes facilities such as carriageways, road reserve, footpaths, pavement and associated features for public travel and is all the area of land that is within the boundaries of a road.

shading device – a projecting feature on the exterior of a building, over a window that provides shade.

temporary ground anchor – is a structural element installed into rock or soil to provide stability of structures for a limited period of time (up to 2 years) as a site is excavated. They are designed to last until the building can support the excavation, rendering the anchors obsolete. When no longer required the anchors are destressed, unloaded or cut so that the anchor no longer provides support and can be removed if required. 'Destressing' is the removal of load or bearing capacity of the ground anchor, such that the ground anchor is no longer providing any structural support.

universal access – is the design and composition of an environment so that it can be accessed, understood and used to the greatest extent possible by all people regardless of their age, size, ability or disability.

verandah – an open-walled roof attached to the exterior of a building to provide shelter.



Examples of Different Encroachments (refer to Attachment A - Criteria for Managing Encroachments)

- | | |
|--|---|
| 1. Example of Architectural feature or external cladding | 7. Verandah and First Floor Balcony Encroachment. |
| 2. External Shading Device Encroachment. | 8. First Floor Verandah/Awning Encroachment. |
| 3. Fixed Awning Encroachment. | 9. Above First Floor Balcony Encroachment. |
| 4. Retractable Awning Encroachment. | 10. Concrete Piling Encroachment. |
| 5. Green Wall Encroachment. | 11. Temporary Ground Anchor Encroachment. |
| 6. Under and Above Canopy Sign Encroachment. | 12. Permanent Ground Anchors. |

ADMINISTRATIVE As part of Council's commitment to deliver the City of Adelaide Strategic Plan, services to the community and the provision of transparent information, all policy documents are reviewed for currency at least annually as part of the review of delegations. Those requiring detailed consideration are flagged in the current forward Council Policy Program.

Review history:

Review date	Authorised Body	Description of edits
28/01/97	Council	Notice Boards and Signs
10/02/97	Council	Encroaching Air Conditioners
28/07/08	City Strategy and Policy Committee	Reviewed fees, minor encroachments and minor variations
11/08/08	City Strategy and Policy Committee	Reviewed fees for heritage and character encroachments
16/12/14	Council	Review of encroachment fees
26/09/17	Council	Draft produced for consultation
25/03/19	Council	Reviewed fees and variations to balconies, ground anchors, built form enclosures, introduced criteria for public art, cladding, shading devices, green facades and lighting

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Attachment A - Criteria for Managing Encroachments

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1. INTRODUCTION

Council is the custodian of the public realm in the City of Adelaide. The role of this Policy is to ensure encroachments do not diminish the health, safety and amenity of the public for present and future use and contribute positively to Adelaide's identifiable built form character. If a proposed encroachment meets the criteria within the Policy, the proposal may still be subject to assessment against the Development Plan (future Planning and Design Code) and Building Code, in accordance with the requirements of the *Development Act 1993* and *Planning, Development and Infrastructure Act 2016* (when in effect).

These guidelines provide criteria for managing different forms of encroachments and assists in implementing the objectives of the Policy that seek to create a public realm that is welcoming user friendly, cultivates a positive relationship between the private and public realms and strengthens the character and identity of our Capital City. They apply to structures or parts of buildings that project or encroach into public road located within the City of Adelaide boundaries.

2. UNACCEPTABLE ENCROACHMENTS

The following forms of encroachment are not allowed:

- Above first floor balconies (unless exempted within section 4.2.6).
- Floor area encroachment including habitable floor or occupiable floor area of a building, enclosed balconies and structures that occupy a public road, airspace above a public road and/or land beneath a public road.
- Third party signage.
- Mechanical and plant equipment including air-conditioning units, electrical plant equipment.
- Tunnels, underpasses except for future public transport and underground car parking.
- Permanent tensioned ground anchors.

3. ACCEPTABLE ENCROACHMENTS (where an Encroachment Permit is not required)

The following forms of encroachment do not require an Encroachment Permit.

Examples might include, but are not limited to:

- butt-out bins;
- under footpath electricity service connections to private properties;
- architectural features e.g. cladding, cornices, eaves, sills, mullions and architraves; and
- pipes and services on existing buildings that cannot be incorporated within the property boundary e.g. flues and downpipes.

Accepted encroachments that cannot practically be incorporated within the private property boundary MUST:

- not encroach over a vehicle carriageway;
- not present a safety risk to pedestrians or other users of the public road;
- be appropriately secured to the building;
- not interrupt pedestrian movement or public road;
- avoid water dripping or discharging onto a public road; and
- not interfere with existing services and on-street activities.

If an accepted encroachment meets the above criteria, it MUST meet all the following criteria (where relevant):

- be setback a minimum of 600mm from the kerb edge or 1 metre from a street tree, light pole or street furniture element;
- not narrow the footpath width to less than 1.8 metres;
- have a minimum vertical clearance height of 2.5 metres above the footpath level;

- be not less than 600mm high above the footpath level; and
- not encroach horizontally more than 150mm into the public road.

4. DEEMED TO SATISFY ENCROACHMENTS

Encroachments that do not meet the criteria in 2.0 and 3.0 require an Encroachment Permit. Encroachments which require a permit must comply with the following criteria:

- Public Benefit Criteria
- Above Ground Encroachment Criteria
- Below Ground Encroachment Criteria

4.1 PUBLIC BENEFIT CRITERIA

All new encroachments MUST:

- maintain public safety; and
- maintain and/or improve public amenity, including the appearance of development; or
- facilitate anticipated development that would not otherwise be possible.

In addition, encroachments must comply with the criteria for Above and Below Ground Encroachments.

4.2 DEEMED TO SATISFY ABOVE GROUND ENCROACHMENT (requires an Encroachment Permit)

Above ground encroachments MUST be consistent with the following:

- Constructed of high quality, durable and low maintenance materials;
- Can be removed if required;
- Avoid water dripping or discharging onto a public road;
- Will not affect the planting and growth of street trees;
- Will not affect traffic signs or visibility of traffic control devices e.g. traffic signals;
- Will not affect the operation of emergency vehicles or personnel; and
- Avoid impeding access to all above ground and subsurface services in the public road reserve.

4.2.1. ARCHITECTURAL FEATURES

Architectural feature encroachments such as MUST:

- be constructed of durable materials compatible with the surface structure to which it is fixed;
- have a minimum vertical clearance of 2.5 metres above the footpath level (unless it can be demonstrated that it will not pose a risk to pedestrian safety);
- have a maximum projection of 1.2 metres over a public space which exceeds 10 metres in width and a maximum of 600mm over a public space which is less than 10m in width; and
- avoid the use of materials that produces glare, discomfort or danger to pedestrians and users of vehicles.

4.2.2. EXTERNAL CLADDING

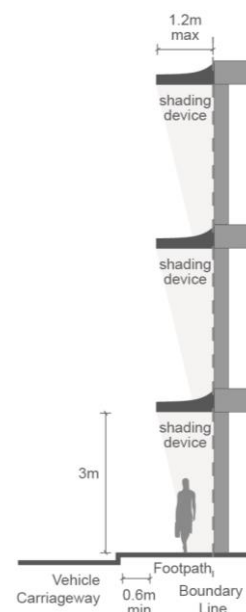
External cladding encroachments added to existing buildings MUST:

- be constructed of durable materials compatible with the surface structure to which it is fixed;
- have a minimum vertical clearance of 2.5 metres above the footpath level (unless it can be demonstrated that it will not pose a risk to pedestrian safety);
- have a maximum projection of 150mm beyond the property boundary; and
- avoid the use of materials that produces glare, discomfort or danger to pedestrians and users of vehicles.

4.2.3. EXTERNAL SHADING DEVICES

External shading device encroachments MUST:

- be constructed of durable materials compatible with the surface structure to which it is fixed;
- have a maximum projection of 1.2 metres over a public road.
- be setback a minimum of 600 mm from the kerb edge or 1 metre from a street tree, light pole or street furniture element (or greater for traffic movement/safety requirements); and
- have a minimum vertical clearance between the top of the footpath and lowest underside of the shading device of 3 metres or 5 metres above the level of a vehicular carriageway.

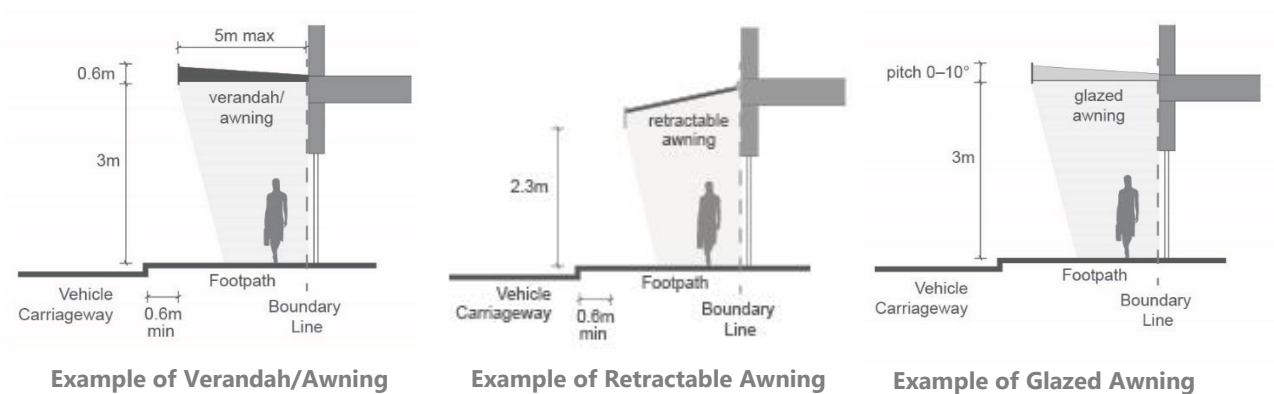


Example of External Shading Devices

4.2.4. VERANDAHS, AWNINGS AND PERGOLAS

Verandahs, awnings and pergola encroachments MUST:

- provide pedestrian comfort by providing shelter from sun and rain;
- be setback a minimum of 600mm from the kerb edge or 1 metre from a street tree, traffic signal, light pole or street furniture element (or greater for traffic movement/safety requirements);
- have a minimum setback of 600mm from the wall of the building that adjoins a laneway;
- have a minimum vertical clearance between the top of the footpath and lowest underside of the verandah or pergola of 3 metres or 5 metres above the level of a vehicular carriageway;
- in the case of retractable awnings, have a minimum vertical clearance of 2.3 metres above the footpath level when fully lowered and 3 metres when fully retracted;
- have a minimum projection of 600mm;
- not extend more than 5 metres from the boundary line;
- avoid narrowing the width of the footpath to less than 1.8 metres (or greater in a high pedestrian area identified in **Figure 1- Pedestrian and Future Infrastructure Map**);
- incorporate lighting on the underside of verandahs, awnings or pergolas at ground level where street lighting is obscured; and
- be designed to incorporate CCTV cameras on the underside of verandahs, awnings or pergolas at ground level where existing CCTV coverage has been obscured by the verandah, awning or pergola.



Example of Verandah/Awning

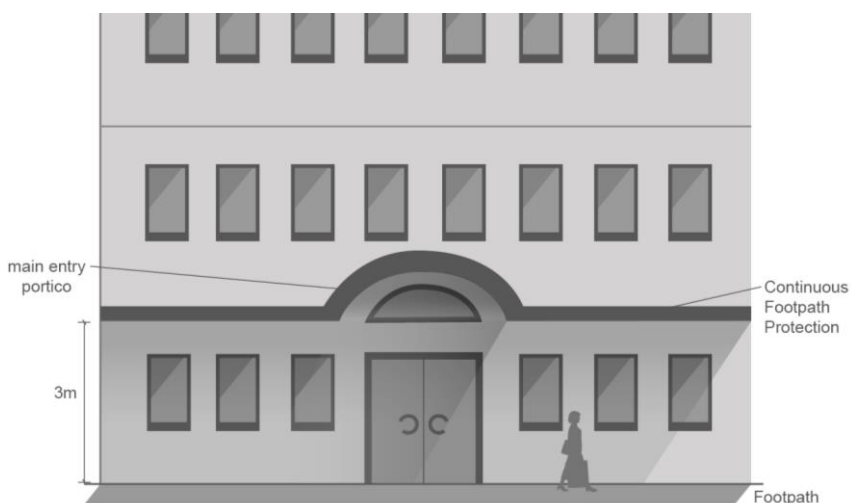
Example of Retractable Awning

Example of Glazed Awning

4.2.5. ENTRANCE PORTICOS

Entrance portico encroachments MUST:

- be provided above the main entrance of the building;
- provide pedestrian comfort by providing shelter from sun and rain;
- is setback a minimum of 600mm from the kerb edge or 1 metre from a street tree, traffic signal, light pole or street furniture element (or greater for traffic movement/safety requirements);
- have a minimum vertical clearance between the top of the footpath and lowest underside of the verandah or pergola of 3 metres or 5 metres above the level of a vehicular carriageway;
- avoid narrowing the width of the footpath to less than 1.8 metres (or greater in a high pedestrian area identified in **Figure 1- Pedestrian and Future Infrastructure Map**);
- be of a size and scale appropriate to the building's proportions and width of the street; and
- have a maximum height up to the ceiling of the first floor.



Example of Main Entry Porticos

4.2.6. BALCONIES

Balcony encroachments where the balcony is at first floor level provided that they:

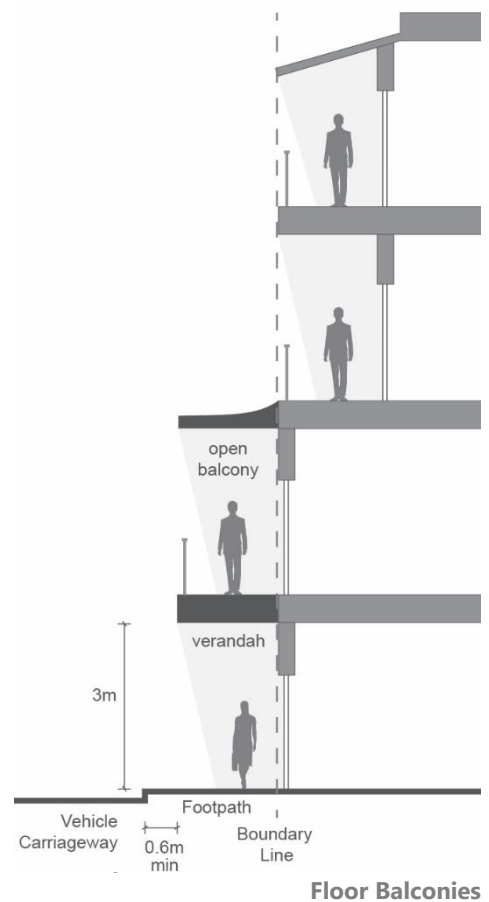
- are designed to be open in appearance and form rather than enclosed;
- are setback a minimum of 600mm from the kerb edge or 1 metre from a street tree, traffic signal, light pole or street furniture element (or greater for traffic movement/safety requirements);
- have a minimum vertical clearance between the top of the footpath and lowest underside of the balcony of 3 metres or 5 metres above the level of the vehicular carriageway;
- incorporates lighting on the underside of the balcony at ground level where street lighting is obscured; and
- are designed to incorporate CCTV cameras on the underside of the balcony at ground level where existing CCTV coverage has been obscured by the balcony.

Above first floor balcony encroachments will only be considered in the following instances:

- On streets that are not listed as part of the City grid on the National Heritage Listing detailed in **Attachment C**; or
- Fronting the following portions of the Squares:
 - Eastern, northern and western sides of Hindmarsh Square (excluding Grenfell Street, Pirie Street and Pulteney Street frontages); or
 - Eastern, northern and western sides of Light Square (excluding Currie Street, Waymouth Street and Morphett Street frontages); or
 - Eastern, southern and western sides of Whitmore Square (excluding Wright Street, Sturt Street and Morphett Street frontages); or
 - Eastern, southern and western sides of Hurtle Square (excluding Carrington Street, Halifax Street and Pulteney Street frontages).

If encroaching balconies satisfy one of the locational criteria above, they MUST also be carefully integrated into the building design and enhance the appearance of the development when viewed from the public realm, as well as satisfying the following:

- being no greater than 30% of the street frontage on every level of the building; and
- having no more than 50% of each balcony area encroaching over the public realm; and
- having a maximum encroachment projection of 1 metre; and
- being designed to be open in form and appearance rather than enclosed; and
- being free of service infrastructure such as air conditioning units; and
- having a minimum setback of 600mm from the kerb edge and 1 metre from a street tree, traffic signal, light pole or street furniture element (or greater for traffic movement/safety requirements).

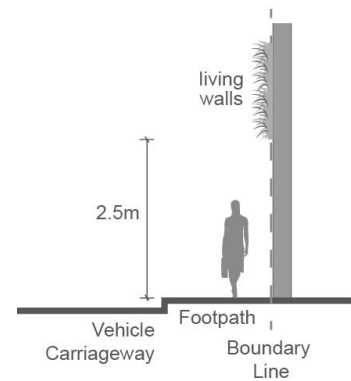


4.2.7. GREEN FACADES AND LIVING WALLS

Green facades and living wall encroachments on new buildings must be incorporated within existing site boundaries at ground floor level.

Green facades and living walls on all buildings MUST:

- have a minimum vertical clearance of 2.5 metres above the footpath level (unless demonstrated it will not pose a risk to pedestrian safety); and
- be maintained, pruned and watered as required to ensure plant health and pedestrian safety.



Example of Green Facades and Living Walls

4.2.8. SIGNAGE

Under awning signage encroachments MUST:

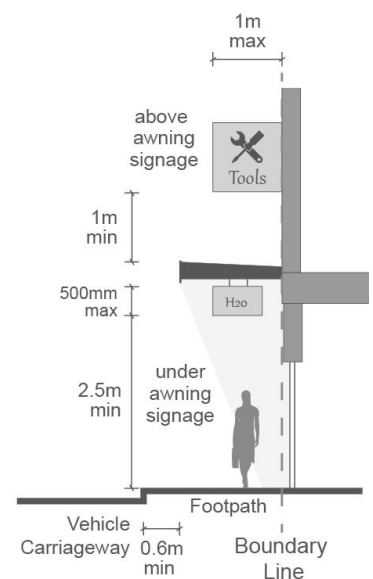
- have a minimum vertical clearance of 2.5 metres between the footpath level and the underside of the sign; and
- have a minimum setback of 600mm from the kerb edge or 1 metre from a street tree, light pole or street furniture.

Above awning signage encroachments MUST:

- avoid extending more than 1 metre from the boundary line; and
- be a minimum of 1 metre above the awning line.

Wall mounted signage encroachments MUST:

- have a minimum vertical clearance of 2.5 metres above the footpath level (unless it can be demonstrated that it will not pose a risk to pedestrian safety); and
- have a maximum projection of 150mm beyond the property boundary.



Example of Under and Above Awning Signage

4.2.9. PUBLIC ART

Public art encroachments MUST:

- have a minimum setback of 600mm from the kerb edge or 1 metre from a street tree, light pole or street furniture;
- avoid narrowing the width of the footpath to less than 1.8 metres;
- avoid obstructing pedestrian movement in and out of a building;
- be designed and constructed to ensure pedestrian safety; and
- avoid impeding sightlines or mobility for pedestrians i.e. bus stops and crossing roads.

4.2.10. LIGHTING

Lighting encroachments MUST:

- operate between the hours of dusk until dawn;
- be energy efficient;

- be fit for public purpose in a public environment;
- avoid glare that produces discomfort or danger to pedestrians and users of vehicles; and
- has a minimum vertical clearance height of 2.5 metres above footpath level.

Lighting must comply with Council standards and guidelines and is subject to individual technical assessment by Council staff.

4.2.11. PIPES AND SERVICES

Pipes and service encroachments for new buildings MUST be incorporated within the property boundary.

Pipes and services for existing buildings will only be considered in circumstances where it is demonstrated that there is no viable alternative and the service is necessary.

Pipes and services for new buildings must comply with Council standards and guidelines and are subject to individual technical assessment by Council staff.

4.2.12. BRIDGES AND OVERPASSES

Bridges and Overpasses must comply with Council standards and guidelines and are subject to individual technical assessment and require determination by Council.

Bridge and overpass encroachments are discouraged and will only be considered in the following circumstances:

- there is an access requirement between two adjacent buildings above street level and there is no viable access alternative at street level;
- the encroachment will not redirect pedestrian activity and affect the viability of existing tenancies at street level;
- the encroachment will not impact on the public road amenity through loss of views, vistas or sunlight access; and
- incorporates lighting on the underside of the bridge or overpass at ground level where street lighting is obscured; and
- incorporates lighting on the underside of the bridge or overpass at ground level where street lighting is obscured.

If the bridge or overpass meets the above criteria, it MUST:

- have a minimum underside vertical clearance of 3.5 metres above footpath level;
- have a minimum underside vertical clearance of 5 metres above the level of a vehicular carriageway;
- be largely visually permeable to maintain views and sunlight through the structure;
- be universally accessible;
- allow for the growth and preservation of street trees;
- ensure access for emergency services and vehicles; and
- have a maximum width of 6 metres.

4.2.13. OTHER ABOVE GROUND ENCROACHMENTS

All other above ground encroachments will be performance assessed against the criteria for 'Accepted Encroachments' or other parts of the Policy considered relevant.

4.3 DEEMED TO SATISFY BELOW GROUND ENCROACHMENT (requires an Encroachment Permit)

Where a development encroaches under a public road, it MUST:

- not impact on street trees or services; or
- hinder envisaged future underground transport or movement alternatives.

4.3.1. ELECTRICITY SERVICE CONNECTIONS

An underground electricity service connection installed in the footpath from an SA Power Network service point to a private property for the purpose of providing electricity is considered to be an accepted encroachment. However, works must comply with Council standards and guidelines and are subject to individual technical assessment by Council staff. Each installation will require separate Council approval.

4.3.2. SERVICE PITS / HATCHES, CABLING AND OTHER SERVICES

Service pits, hatches and cabling must comply with Council standards and guidelines and are subject to individual technical assessment by Council staff.

4.3.3. GROUND ANCHORS, FOOTINGS AND PILINGS

Footings, pilings and temporary ground anchor encroachments will only be permitted where:

- they do not hinder, damage or interfere with existing or future Council infrastructure works; and
- they are not located within the areas unsuitable for ground anchors illustrated within **Figure 1- Pedestrian and Future Infrastructure Map**.

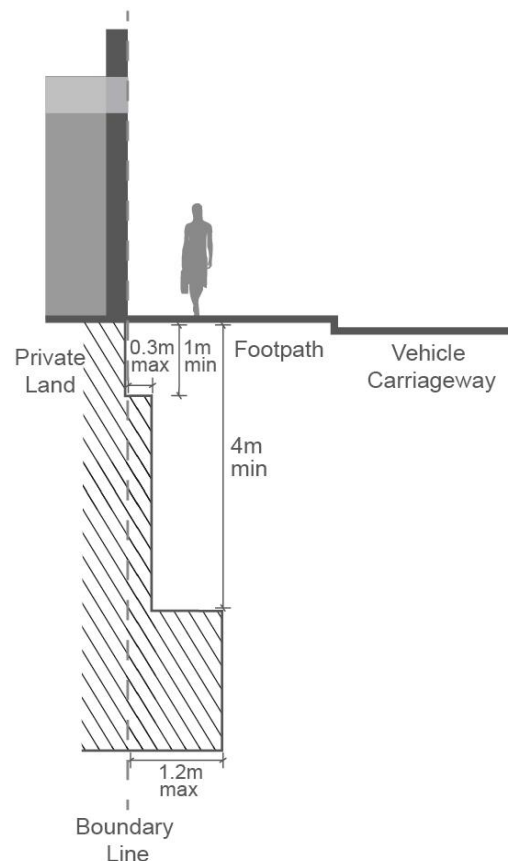
Where the above circumstances exist, footings and pilings MUST:

- have a minimum depth of 1 metre below the level of the footpath or vehicular carriageway;
- not encroach horizontally more than 300mm onto a public street or public place when less than 4 metres below the level of the footpath or vehicular carriageway; and
- not encroach more than 1.2 metres onto a public street or public place when 4 metres or more below the level of the footpath or vehicular carriageway.

Footings and pilings must comply with Council standards and guidelines and are subject to individual technical assessment by Council staff.

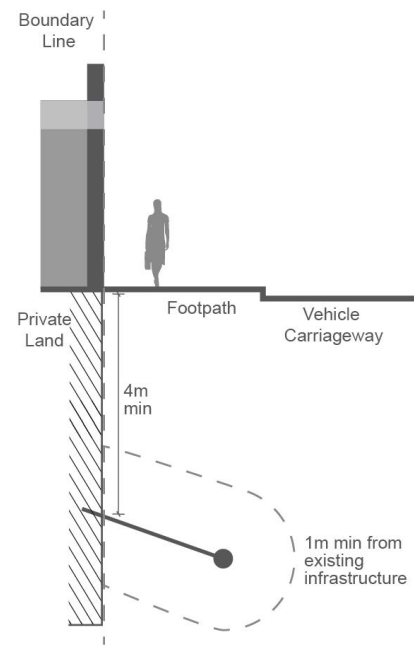
Temporary ground anchors MUST:

- be de-stressed (made inactive) prior to project completion;
- be installed a minimum of 4 metres below the existing natural surface;



Example of Footings and Pilings

- ❑ be installed a minimum of 1 metre from any existing underground infrastructure (service providers may require greater clearances and should be consulted);
- ❑ ensure that the temporary ground anchor head is accessible for the duration that the temporary ground anchor is under tension for inspection and maintenance;
- ❑ provide maintenance records of live ground anchors;
- ❑ undertake geotechnical testing to confirm soil and groundwater conditions in the zone where temporary ground anchors are proposed;
- ❑ be installed and tested to confirm performance, prior to installation of the working anchors;
- ❑ maintain minimum clearance zones around active temporary ground anchors at 0.6m x anchor fixed length; and
- ❑ provide 'as constructed' documentation showing the location of ground anchors to Council.



Example of a Temporary Ground Anchor

Permanent ground anchors are not allowed (refer to **Section 2**).

Temporary ground anchors must comply with Council standards and guidelines and are subject to individual technical assessment by Council staff.

Council will require applicants to complete a 'Temporary Ground Anchor Encroachment Agreement' which will set out the conditions and financial arrangements, which can include a temporary bond. This is to encourage applicants to provide post-construction confirmation that the ground anchors have been de-tensioned, and details of the location of the de-tensioned ground anchor infrastructure, and that any other requirements have been addressed.

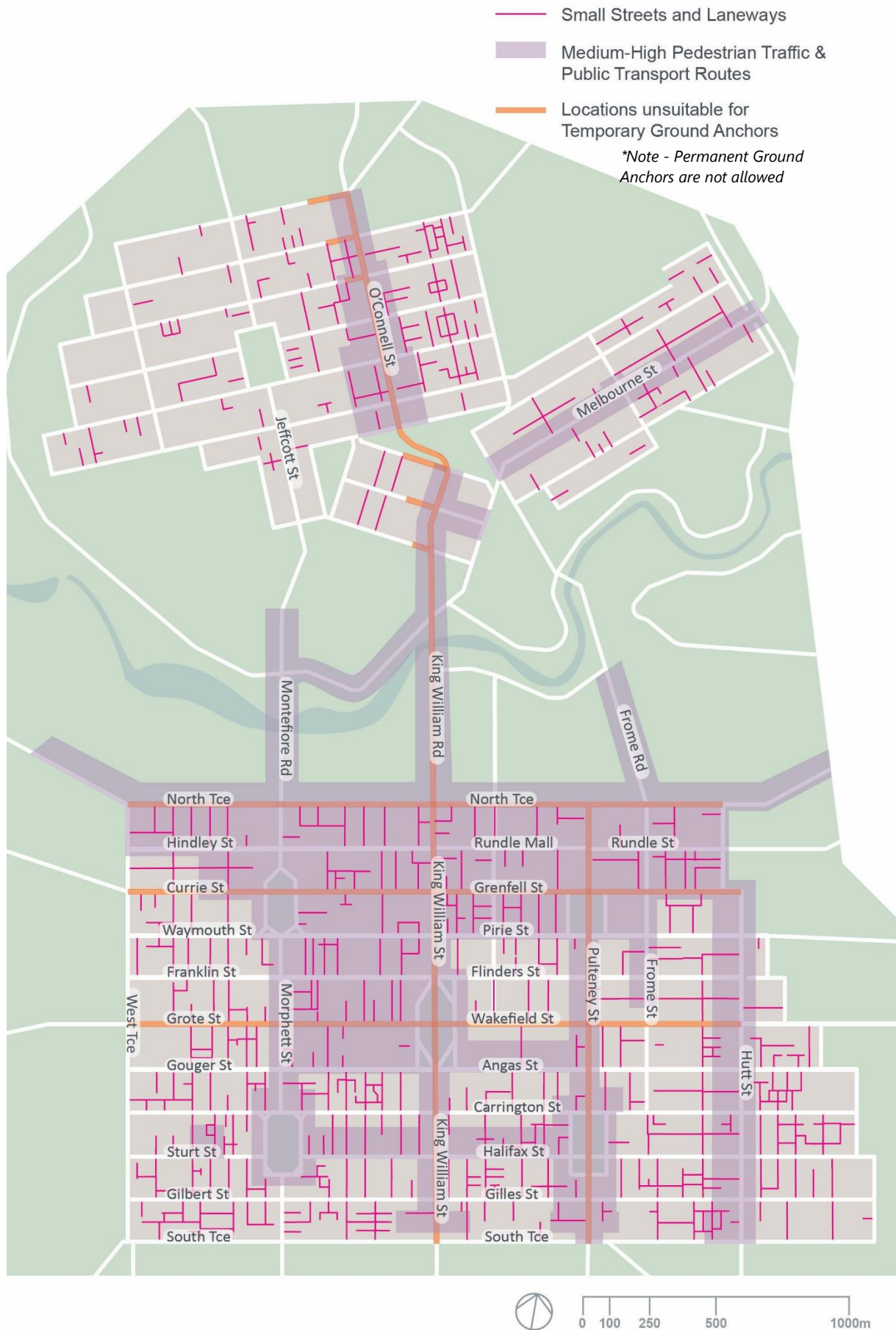
4.3.4. OTHER BELOW GROUND ENCROACHMENTS

All other below ground encroachments will be performance assessed against the criteria for 'Accepted Encroachments' or other parts of the Policy considered relevant and subject to individual technical assessment by Council staff.

5. VARIATIONS TO THE POLICY

Where an individual site presents circumstances such as where the development of a site would be impacted due to its size, dimensions and/or orientation, a variation to the criteria of the Policy will be considered providing it is consistent with the overall intent and purpose of the Encroachment Policy.

FIGURE 1 - Pedestrian and Future Infrastructure Map



ATTACHMENT A - The Adelaide Park Lands and City Layout National Heritage List

