

Scope Development Solutions

Demolition of existing building and construction of three residential flat buildings, eight townhouses and associated carparking, landscaping and ancillary works

25 College Road, Kent Town

155/M006/17

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OVERVIEW

Application No	155/M006/17
Unique ID/KNET ID	Unique ID 2151/ Knet ID 2017/12256/01
Applicant	Scope Development Solutions
Proposal	Demolition of existing building and construction of three residential flat buildings, eight townhouses and associated carparking, landscaping and ancillary works
Subject Land	25 College Road, Kent Town
Zone/Policy Area	Urban Corridor Zone – High Street Policy Area
Relevant Authority	State Commission Assessment Panel
Lodgement Date	23 May 2017
Council	City of Norwood, Payneham and St. Peters
Development Plan	City of Norwood, Payneham and St. Peters, Consolidated 28 April 2016
Type of Development	Merit
Public Notification	Category 2
Representations	N/A
Referral Agencies	Associate Government Architect (Pre-lodgement Agreement)
Report Author	Tom Victory, Principal Planner, CBD and Inner Metro Team
RECOMMENDATION	Development Plan Consent subject to conditions

EXECUTIVE SUMMARY

The applicant seeks Development Plan Consent for the demolition of the existing building and the construction of three new residential flat buildings, eight townhouses and associated carparking, landscaping and ancillary works at 25 College Road, Kent Town.

The proposal is a merit, Category 2 kind of development with statutory referrals to the Associate Government Architect (AGA). It is noted that a Pre-lodgement Agreement was achieved with the AGA following a full pre-lodgement process being completed by the applicant for the proposal via DPTI's pre-lodgement service.

Key planning matters including height, setbacks, car and bicycle parking, traffic movements, waste management, apartment amenity, materials and finishes and landscaping are all considered to have been acceptably addressed.

Overall, the proposal is considered to display sufficient merit to warrant planning consent subject to conditions.

ASSESSMENT REPORT

1. BACKGROUND

1.1 Strategic Context

In 2013, the *City of Norwood Payneham & St Peters, Kent Town and The Parade Strategic Growth Development Plan Amendment* (DPA) was gazetted. This introduced the Urban Corridor Zone and the Boulevard Policy Area to North Terrace and Dequetteville Terrace, Kent Town to encourage a new form of urban living that enables more people to enjoy the benefits of an inner city lifestyle. Policies encourage mixed-use forms of development complemented by well-designed and contemporary housing that reflects the way people want to live—close to public transport, jobs and vibrant places.

1.2 Pre-Lodgement Process

The proponent engaged in a complete pre-lodgement process, participating in three Pre-lodgement Panel meetings and two Design Review sessions (amongst other meetings/pre-lodgement discussions). This process resulted in a confirmation of general support for the proposed scheme when assessed against relevant Development Plan policies (subject to the Category 2 public notification process), as well achieving a pre-lodgement agreement with the AGA confirming general acceptance/support for the proposal.

2. DESCRIPTION OF PROPOSAL

Application details are contained in the ATTACHMENTS.

It is proposed to demolish the existing 4 storey Bureau of Meteorology building on the subject land establish a multi storey residential development consisting of:

- common ground floor incorporating 85 car parks, 54 bike parks and storage cages,
- three residential flat buildings including 19 dwellings, 26 dwellings and 25 dwellings within 5 storey, 7 storey and 6 storey buildings respectively,
- 8 two storey row dwellings fronting College Street
- communal open space and pedestrian access ways throughout the site.

A summary of the proposal is as follows:

Land Use Description	<ul style="list-style-type: none"> • Residential apartments • Townhouses (row dwellings) • No affordable housing
Building Height	The tallest apartment building is to be 7 stories or approximately 25m above natural ground level at its highest point, however it is noted that the majority of the built form of the three buildings have a maximum height between 17.5m and 24m.
Description of levels	<p>Ground Floor:</p> <ul style="list-style-type: none"> • vehicular entry via Little Young Street; • separated pedestrian entry via Little Young Street; • car parking spaces totalling 85 spaces; • bike parking totalling 34 spaces; • dedicated areas for refuse storage and collection; • storage cages; • access to three lifts to service each of the above ground residential flat buildings; • transformer • internal and external bicycle storage areas • public seating interspersed between feature block work screen wall; • potential adaptable area at south-eastern corner of the building to provide for future activation if car parking numbers not required in future <p>Level 1: Communal landscaped areas and pedestrian walkways and the bottom storey of apartments and townhouses (1st floor for apartment building 1)</p> <p>Levels 2- 7: Residential apartments in three separate towers</p>

	<p>(refer details further below)</p> <p><u>Two storey townhouses (fronting College Road):</u></p> <ul style="list-style-type: none"> • open plan living, meals and dining, garage and wet areas on ground level; • three bedrooms and wet areas at the upper level.
Site Access	<ul style="list-style-type: none"> • Vehicle access to apartment buildings via double width crossover to Little Young Street • Access to townhouses via College Road individual crossovers • Pedestrian access via both street frontages
Apartment Details	<p>Building 1 (northern most building):</p> <ul style="list-style-type: none"> • Five storeys • 19 apartments • Mix of 1 and 2 bedroom apartments ranging in size from 56m² (1 bedroom) to 85m² (2 bedroom) <p>Building 2 (central building):</p> <ul style="list-style-type: none"> • six storeys of apartments above car parking level (seven storeys total) • 26 apartments • Mix of 1 and 2 bedroom apartments ranging in size from 53m² (1 bedroom) to 98m² (2 bedroom) <p>Building 3 (southern most building):</p> <ul style="list-style-type: none"> • Five storeys of apartments above car parking level (six storeys total) • 25 apartments • Mix of 1 and 2 bedroom apartments ranging in size from 62m² (1 bedroom) to 92m² (2 bedroom) <p>Private open space is to be provided in the form of courtyards for ground and first floor apartments and balconies for upper level apartments ranging in size from 7m² for smallest balcony to 60m² for largest ground level courtyard</p>
Car and Bicycle Parking	<ul style="list-style-type: none"> • 85 car parks in ground floor communal covered parking area, including 13 visitor spaces and 4 disabled spaces • 8 car parks for townhouses via single garages, with 6 visitor spaces in front of townhouse garages • 54 resident bicycle parks: 14 in secure area within ground floor car park area, 8 within car park area and 20 within communal courtyard area on level 1 and 12 external visitor bicycle parks via four loops outside of entrance
Encroachments	N/A

3. SITE AND LOCALITY

3.1 Site Description

The site lies between College Road and Little Young Street in Kent Town. The site is the former Bureau of Meteorology and consists of one L- shaped allotment with an area of approximately 3400m². The existing building covers the majority of the south-eastern corner of the site, with an existing park covering the north-western corner and trees/shrubs in the northern corner.

The legal identifiers of the allotment are:

Lot No	Street	Suburb	Hundred	Title Reference
A25 in DP 49351	College Road	Kent Town	Adelaide	6130/16

The subject site is located approximately 75m west of Fullarton Road and 10m north of the Parade West.

The site has a fall of approximately 4m from the College Road frontage down to the Little Young Street frontage.

3.2 Locality

The locality contains a mix of land uses. Land to the north-east, on the opposite side of College Road is generally residential with mainly single storey dwellings as well as a four storey residential flat building immediately opposite the site and a local heritage listed dwelling east of that. To the east of the site are commercial and consulting room uses fronting The Parade West.

To the south-west is a site containing former industrial and commercial buildings which is the subject to a recent authorisation for a five storey boarding house building (associated with Prince Alfred College) determined by the former Development Assessment Commission, with the existing college further to the south-west.

Land abutting the site to the west is an open air car park associated with local businesses. To the north-west is a large vacant block of land with a dwelling further to the north-west.



Figure 1 – Location Map

4. STATUTORY REFERRAL BODY COMMENTS

4.1 Associate Government Architect

The Associate Government Architect (AGA) is a mandatory referral in accordance with Schedule 8 of the *Development Regulations 2008*; the Commission must have regard to this advice. Following a full pre-lodgement service being taken up by the proponent, this culminated in a pre-lodgement agreement (PLA) being reached with the AGA. Overall the AGA stated support for the proposal. The agreement concluded by stating that to ensure the most successful design outcome is achieved the DAC (now SCAP) may like to consider conditions or reserved matters to protect the following elements of the proposal, as design details are produced in due course:

- Details of the refinement to the exposed concrete details, to ensure the final execution is consistent with the current intent.
- Final schedule of materials for landscaped areas
- Final samples of selected materials.

The PLA is contained in the ATTACHMENTS.

The outstanding matters raised are to be addressed via a recommended condition of consent.

5. COUNCIL TECHNICAL ADVICE

Council staff participated in the pre-lodgement panel meetings during the pre-lodgement process to provide commentary and local expertise in the assessment of the proposal. Through a number of iterations and refinement of the scheme, ultimately technical matters such as waste collection, car parking provision, stormwater management and access arrangements were ultimately deemed to be adequately addressed by the proposal. General acceptance of the proposed apartment buildings exceeding the general 5 storey height limit was also expressed, due to the design and positioning of the buildings.

6. PUBLIC NOTIFICATION

The application is a Category 2 development pursuant to PDC 21 of the Urban Corridor Zone as the land is adjacent to a Residential Zone and the proposed buildings exceed 22m in height.

Public notification was undertaken (by directly contacting adjoining owners and occupiers of the land) and 4 representations were received, all of which, requested to be heard in person by the Panel.

Figure 2 – Representation Map



Representor ID	Issues raised by representor
R1: 44 The Parade West	<ul style="list-style-type: none"> • privacy • shading • setbacks
R2: 15-17 College Road	<ul style="list-style-type: none"> • sustainable design elements should be provided such as solar panels and rooftop garden • innovative design solutions should be included such as public art in communal areas, clearly differentiated and well lit public and private communal areas • that a mix of uses should be provided along Little Young Street to encourage employment such as swimming pool, hairdresser, deli, gym etc.
R3: also 15-17 College Road	<ul style="list-style-type: none"> • overlooking from northern most apartment building into yard of residential property • Proposed development should include a central meeting space with communal garden
R4: 36 The Parade West	<ul style="list-style-type: none"> • building height • overlooking from proposal into private spaces within authorised Prince Alfred Boarding House proposal • overshadowing • density of proposal

The following summarises the applicant's response to issues raised:

- Provision of three supplementary drawings detailing a range of new screening measures to minimise potential overlooking to surrounding properties, as well as amended the architectural set of drawings accordingly.
- An accompanying written letter outlining the following responses to matters raised:
 - **Overshadowing:** access to sunlight for the property at 44 The Parade West is largely unaffected by the proposed development between 9 am and 12 noon, while the shadow cast on the land to be developed by PAC will receive largely the same amount of shadow at 9 AM that is currently cast by the existing building located on the subject land.
Thereafter, the shadow cast by the proposed development at 12 noon will not diminish the use and enjoyment of the approved building, while the PAC land and building will be unaffected at 3 PM by the proposal. Therefore, concerns regarding overshadowing are not well founded.
 - **Building Height:** Upon review PDC 13 and 'Area E' of the zone and policy area appear to provide somewhat conflicting policy direction. In this regard PDC 13 sets a 5 storey and 18.5 m height "allowance" for the entirety of the zone. More specifically Area E continues to provide an opportunity for development of up to 5 storeys, however then describes that "taller building elements will be located within the western portions of the site, where the natural ground level is lower than the eastern portions of the site".
 - The recognition of taller buildings on the western portion of Area E is a reflection of the natural topography which effectively results in the Little Young Street side being the equivalent of around 1 to 2 storeys lower the College Road side.
 - As a result a 5 storey building in the "centre" of Area E will logically "project out" to 6 to 7 storeys in height as the gradient of the land continues to fall towards Little Young Street. This recognition of the taller building elements is reflected in the proposed building form which adopts a 5 storey building on the north-western portion (which is generally less sloping) and 6 and 7 storey

buildings in the middle and south-eastern portions of the site (which experiences greater change in the topography).

- Furthermore, it is noted that the zone seeks net residential densities of between 60 and 100 dwellings per hectare. It is recognised that not all development sites will have the capacity to contribute to the overall dwelling yield target, particularly on smaller sites, which could be prohibitive to achieving the desired density outcomes.
- Unlike small development sites, the subject land (with the area site area and dual street frontages) is ideally suited to “make up” for other area within the zone that cannot contribute to the additional housing growth in Kent Town. It is appropriate in the circumstances that the higher dwelling yield be achieved by the addition of one storey and two storeys for the south-eastern building and middle building respectively. Such an approach supports and is consistent with the “key development area” status assigned specifically to the site by the Zone.
- Accordingly, a building height above 5 storeys need not automatically prove “fatal” to the merit of the compromise proposal. When considering the development “as a whole” the overall building height is entirely appropriate and displays substantial planning merit.
- **Sustainable Elements and Innovative Design Elements**
It is noted that one representation noted that no roof-top gardens or PV cells have been provided, while it also suggested that public art, community garden and differential lighting could be better integrated into the communal area. These items are not precluded by the proposed development, while it is also the case that the Community Corporation (which must be established as part of a consequential land division application) will be best placed to regulate and facilitate uses for the extensive common property areas.
- **Little Young Street Elevation Should Provide for Non-residential Uses**
With a review of Development Plan provisions as a whole, it is clearly intended that exclusively residential development is contemplated in “Area E” as assigned to the site, while vehicle access from Little Young Street (consistent with its vehicular service lane function) is sought. In the circumstances, the representation is not well made and mixed use development will continue to be achieved elsewhere in the zone (as contemplated).
- **Setbacks**
It is considered that the proposal appropriately accords with Development Plan setback requirements, outlined in detail in the planning report accompanying the application.
- **Summary**
Suitable amendments have been made to the application to respond to the matters raised by representors, or other otherwise appropriately justified in relation to relevant Development Plan policies. The proposal displays substantial planning merit and warrants consent.

7. POLICY OVERVIEW

The project site is located within the Urban Corridor Zone, High Street Policy Area) as outlined within the City of Norwood, Payneham and St. Peters Development Plan Consolidated 28 April 2016, and as indicated in Figure 2 below.



Figure 2 – Zoning Map

7.1 Business Policy Area

The site is within the High Street Policy Area of the Urban Corridor Zone which generally seeks:

- The built form within the High Street Policy Area will establish a rhythm and pattern of facades that support a variety of tenancies with narrow building frontages. The locality will comprise buildings of up to five (5) storeys, with a podium or street wall height of two (2) storeys. Above the podium/street wall component, additional storeys will be set back a minimum of three (3) metres so as to be visually recessive and to maintain a lower-scale feel along the High Street.
- An intimate public realm with active streets created by buildings designed with frequently repeated frontage form and narrow tenancy footprints.
- Access to light, amenity, ventilation and views are encouraged.
- Car parking is expected to be below grade, at grade or above grade with active frontages encouraged. Some discounted rate of car parking may be appropriate subject to the shortfall being compensated with additional bike parking and scooter parking.
- A minimum of 50% of the ground floor width should be visually permeable, transparent or glazed to promote an active street front.

The site is identified in a concept plan as a key development site Area E (Concept Map Fig Urc/1) noting that the site is an allotment of some 4000m². It is generally envisaged that:

- the scale and intensity of the development can be greater on the western side closer to the nearby arterial road (The Parade West) then transition down to more low scale residential development on the eastern side of College Road (within an adjacent Residential Historic Conservation Zone)
- Provides an opportunity for development of up to five (5) storeys, except along the College Road frontage, where development will be limited to two (2) storeys. Taller building elements will be located within the western portions of the site, where the natural ground level is lower than the eastern portions of the site.
- Development will comprise either residential land uses or a mix of commercial and medium to high density residential development.
- Vehicular access to be gained from Little Young Street.

7.2 Urban Corridor Zone

The site is within the Urban Corridor Zone (UC Zone) which generally seeks:

- Net densities within the Zone are expected to be between 60 and 100 dwellings per hectare with yield targets for Kent Town outlined in the 30-Year Plan for Greater Adelaide.
- A range of dwelling sizes are expected with a component of affordable housing encouraged.
- Development within the zone should be of a high standard of architectural design and innovation.
- A mix of land uses including retail, office, commercial, community, civic and medium and high density residential development that support the economic vitality of the area.
- Buildings sited to provide a continuous and consistent built edge with verandahs/ awnings over the public footpath and an intimate built scale, with fine-grained detailing of buildings in the public realm.

The Zone sets out the parameters for key planning issues such as building height, setbacks, vehicle access (being generally sought from rear access ways), building massing (to minimise impacts on adjoining zones) and minimum net residential densities for yield from residential development.

Relevant planning policies are contained in Attachment 8.

7.3 Council Wide

Relevant Council Wide provisions seek:

- Orderly and economic development
- Safe and convenient vehicle movements
- Provision of affordable housing
- Appropriate waste collection
- Residential apartment amenity
- Minimisation of potential impacts of site contamination

- Appropriate stormwater management, and
- Minimisation of interface conflict between land uses.

7.4 Overlays

7.4.1 Affordable Housing

The proposal is subject to the affordable housing overlay, although this overlay is only applicable to developments proposing 20 or more dwellings (only 11 are proposed in the application).

7.4.2 Noise and Air Emissions

This site is located within the designated area for the Noise and Air Emissions Overlay, and as such requires assessment against *Minister's Specification SA 78B for Construction Requirements for the Control of External Sound*.

7.4.3 Airport Building Heights

The site is within 'Area E' on NPSP/1 Overlay 3. This map indicates that any structure exceeding 100m in height requires referral to the relevant Federal Department governing airspace safety. The proposal building height is well under this height threshold however.

8. PLANNING ASSESSMENT

The application has been assessed against the relevant provisions of the City of Norwood, Payneham and St. Peters Development Plan consolidated 28 April 2016, which are contained in Attachment 7.

8.1 Quantitative Provisions

	Development Plan Guideline	Proposed	Guideline Achieved	Comment
Building Height	5 storeys or 18.5m	The three apartment buildings are between 5 and 7 stories in height. The tallest building is approximately 25m at its very highest point (to top of lift overrun)	YES <input type="checkbox"/> NO <input checked="" type="checkbox"/> PARTIAL <input type="checkbox"/>	Although over this height guideline, it is generally considered acceptable on balance- refer 8.2
Car Parking	<u>Apartments</u> 1 per 1 or 2 bedroom dwelling for residents sought = 70 0.25 per dwelling for visitors sought = 18	<u>Apartments</u> Residents – 71 Visitors – 14 Total proposed = 85	YES <input type="checkbox"/> NO <input type="checkbox"/> PARTIAL <input checked="" type="checkbox"/>	Slight shortfall for apartment visitor parking however considered acceptable – refer 8.7

	<p>Total sought = 88</p> <p><u>Townhouses</u></p> <p>2 spaces per dwelling sought = 16</p>	<p><u>Townhouses</u></p> <p>Residents – 8 Visitors – 6</p> <p>Total- 14</p>		<p>Townhouse provision considered acceptable given ample additional visitor parking available on street in front of dwellings.</p>
Bicycle Parking	<p><u>Apartments</u></p> <p>1 for every 2 dwellings for residents = 35 sought</p> <p>1 for every 5 dwellings for visitors = 14 sought</p> <p>Total sought = 49</p> <p>None required for townhouses</p>	<p><u>Apartments</u></p> <p>54 resident bicycle parks:</p> <p>14 in secure area within ground floor car park area, 8 within car park area and 20 within communal courtyard area on level 1 and 12</p> <p>external visitor bicycle parks via four loops outside of entrance</p>	<p>YES <input checked="" type="checkbox"/></p> <p>NO <input type="checkbox"/></p> <p>PARTIAL <input type="checkbox"/></p>	<p>Bicycle parking exceeds requirements</p>
Front Setback	2m	2.2 minimum	<p>YES <input checked="" type="checkbox"/></p> <p>NO <input type="checkbox"/></p> <p>PARTIAL <input type="checkbox"/></p>	
Rear Setback	<p>Where the rear access way is less than 6.5 metres in width, the additional width required to make the access way 6.5 metres, to provide adequate manoeuvrability for vehicles, plus 1 metre.</p> <p>This equates to approximately 1.2m as the laneway is approximately 6.3m wide.</p>	Minimum 1.2m provided	<p>YES <input checked="" type="checkbox"/></p> <p>NO <input type="checkbox"/></p> <p>PARTIAL <input type="checkbox"/></p>	<p>Appropriate rear setback</p>

Side Setback	No minimum	To be built to side boundaries	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/> PARTIAL <input type="checkbox"/>	Accords
Apartment floor area	None specified	53m ² to 98m ²	N/A	It is noted that apartment areas exceed the minimum area as outlined in the City of Adelaide Development Plan (50m ² for 1 bedroom and 65m ² for 2 bedroom as a comparison)
Private Open Space	1 bed: 10m ² 2 bed: 12 m ² 3 bed: 15 m ² - minimum dimension of 2 metres - Min area of 35 m2 for courtyard	Apartment private open space is to be provided in the form of courtyards for ground and first floor apartments and balconies for upper level apartments ranging in size from 7m ² for smallest balcony to 60m ² for largest ground level courtyard	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/> PARTIAL <input type="checkbox"/>	It is noted that the vast majority of dwellings meet quantitative minimum or only are very slightly below. It is noted however that the vast communal open space areas on ground floor easily offset any shortfalls in areas provided on balconies or courtyards. Balconies have minimum dimension of 2m.
Apartment Storage	8m ³ per dwelling in one or more of the following areas: (a) in the dwelling (but not including a habitable room); (b) in a garage, carport or outbuilding; or (c) within an on-site communal facility.	Storage provision is to occur via cupboards in non-habitable areas as well as overbonnet and other storage cages in ground floor car park. Total storage per apartment to vary between 6.3m ³ and 8.4m ³	YES <input type="checkbox"/> NO <input type="checkbox"/> PARTIAL <input checked="" type="checkbox"/>	Storage provision considered appropriate. Although it is noted that the overall provision per apartment is mainly slightly under 8m ³ as sought, given the apartment sizes are all of a reasonable floor area, additional storage opportunities exist to make up the slight shortfall.

8.2 Height

The three apartment buildings are between 5 and 7 storeys in height. The tallest building (building 2) is approximately 25m at its very highest point (to top of lift overrun). Whereas the smallest building (building 1) is 5 storeys or 17.5m and as such is below the envisaged maximum height.

It is noted that the site is within 'key development area E' as identified on Concept Plan Fig UrC/1. The Desired Character Statement of the High Street Policy Area states that area E 'provides greater development opportunities due to the size of the site and topography of the land' and that 'taller building elements will be located within the western portions of the site, where the natural ground level is lower than the eastern portions of the site'.

It is also noted that Area E specifies that development be up to five (5) storeys in height, except along the College Road frontage, where development will be limited to 2 storeys.

It is considered that the above policy regime for Area E is somewhat conflicting, because the balance of the parts of the Policy Area which are not within Area E, also envisage buildings of up to 5 storeys in height.

When assessing a development proposal that exceeds 5 storeys within Area E (as is the case in this application), it is however considered reasonable to apply a lesser weighting to the 5 storey height limit, compared to a proposal which is NOT within Area E, given that the intent of Area E is as a *'key development area'* which *'provides greater development opportunities due to the size of the site and topography of the land'* compared with the balance of the policy area not within a key development area.

It is also further noted that the design of the proposal is such that the impacts of the additional building height are managed well, in that the tallest building (building 2) is to be located centrally amongst the other two towers thus minimising any impacts such as overshadowing, overlooking, and visual intrusion to surrounding land. Additionally, the siting of the built form across the site accords with the desire for lower scale (two storey) buildings to front College Road (at the higher end of the site), with taller buildings at the Little Young (lower) side of the site, thus reducing the overall height of the buildings when viewed from the surrounding locality.

In addition, it is noted that there are significant landscaped communal areas proposed which are to occupy a large portion of the available area of the site. An alternative proposal could be to adhere to a 5 storey height limit (as generally allowed for), but increase the built form coverage across the site, to obtain a similar yield of dwellings to that proposed. It is considered that such a proposal would be an inferior urban design outcome due to increased bulk of built form and loss of communal areas which would provide a lower amenity for residents/visitors and loss of pedestrian connectivity.

Instead the proposal is considered to strike a 'good balance' of a high level of urban design and amenity whilst also ensuring desired yield.

The Associate Government Architect has stated support for the proposed height as did the Design Review Panel through the pre-lodgement process.

It is noted that there is unlikely to be any significant perceivable impacts from the proposed exceedance of the 18.5m guideline. In terms of overshadowing impacts, it is noted that the positioning of the site means that for the vast majority of the day, shadowing impacts would only be to other Urban Corridor Zoned land, in which policies expressly indicate that some overshadowing is envisaged due to the desire for a change in urban form and uplift/densification.

It is further noted that there is good separation between the subject land and the Residential Historic (Conservation) Zone further to the south, due to the presence of the width of The Parade West as well as Urban Corridor Zoned land to the south of the subject site. Whilst noting the proposal is one of the first in the Urban Corridor Zone in this location, it is reasonable to expect that in time surrounding land in the locality will likely be re-developed with buildings of around 5 stories as generally sought by the policy area, thus mitigating any perceived visual impacts of the height. Indeed, there is an authorisation for a 5 storey building to the south-west of the site.

In respect of all the above, the application is considered to acceptably address PDCs 13 and 14 of the Urban Corridor Zone.

8.3 Setbacks

As stated in the table in Section 8.1, all the setbacks meet quantitative policies and suitably address PDCs 10, 15, 16 and 17 of the UC Zone.

8.4 Land Use

Objective 1 and PDC 1 of the UC Zone seek residential uses particularly in the form of medium to high density residential flat buildings.

Other policies within the Zone and Policy Area also seek ground floor uses that create active and vibrant streets. Whilst the Policy Area generally seeks mixed use development, it is noted that Area E states that 'development will comprise **either** residential land uses or a mix of commercial and medium to high density residential development. The proposal is for entirely residential land use which accords with Area E. It is also considered appropriate that land uses along College Road be residential as this is the interface between the Urban Corridor Zone and the Residential Historic (Conservation) Zone to the north, as outlined in Fig UrC/1.

No affordable housing is proposed in terms of a legally binding agreement with the relevant Minister which is considered a shortfall in the application. The proposal however does provide a range of dwelling types and sizes, a number of which being one bedroom apartments which could be of a more affordable nature.

PDC 6 of the Policy Area seeks that the ground level street frontages of buildings should contribute to the appearance and retail function of the area by providing at least 5 metres or 60 per cent of the street frontage (whichever is greater) as an entry/foyer or display window to a shop (including a café or restaurant) or other community or commercial use which provides pedestrian interest and activation.

PDC 7 of the Policy Area also seeks that the ground floor of buildings be built to dimensions including a minimum floor to ceiling height of 3.5 metres to allow for adaptation to a range of land uses including retail, office and residential without the need for significant change to the building.

Given the nature of Little Young Street is essentially as a service lane and not a key pedestrian route (unlike The Parade West for example), it is considered unreasonable to apply the above policies to this particular street in a strict manner. Notwithstanding, the application proposes that the ground floor of the building is to have a floor to ceiling height of 4m and also includes a glazed area at its southern end which allows potential future adaptation to a commercial use.

8.5 Design and Appearance

The proposal is for a contemporary design which is intended to take cues from surrounding building fabric and also references the curved built form of the existing renowned building on the site.

Materiality is to consist of raw, honest selections as found throughout existing built form in Kent Town. Key materials are to be red brick in various patterns with a feature honeycomb pattern for the podium of the apartment buildings. The towers are to be of off-white and mid-grey lightweight concrete panels.

A number of iterations of the appearance and materiality of the proposed buildings have evolved through the pre-lodgement service including three Design Review Panel sessions, culminating in the final design and selections. The AGA is generally supportive of the overall design and appearance of the building as evident by the Pre-lodgement Agreement obtained.

The proposal is considered to exhibit a high level of design and addresses Council Wide Objectives 18, 19, 20 and PDCs 28, 29, 30 and 260.

8.6 Heritage

There are no heritage places within the locality which could be adversely impacted by the proposal, noting that the nearest local heritage places to the east and north-east and separated by College Road and/or other properties.

8.7 Traffic Impact, Access and Parking

A detailed expert report was commissioned by the applicant which analysed the likely vehicle movement numbers to be generated by the proposal as well as parking and bicycle provision in relation to relevant Development Plan policies.

In summary, the report found that the development:

- will provide sufficient car parking spaces to cater for residents and visitors for the apartments and townhouses. An assessment of the proposal against the parking requirements in the Development Plan identifies minor shortfalls (5 spaces). The car parking shortfall will be associated with visitor parking (typically short-term) which can easily be accommodated on-street in the vicinity of the site. Furthermore, the proposal will result in a significant reduction in the existing shortfall associated with the site (an improvement of 44 spaces).
- will exceed the requirements of Development Plan for bicycle parking provisions (for both residents and visitors)
- should not result in adverse traffic impacts on the adjacent road network. The adjacent road network can safely accommodate the number of vehicles likely to be generated by both the proposed development.
- Will provide appropriate manoeuvring opportunities for refuse collection to occur within the covered car park. The access point and internal layout has been designed to accommodate movements into, within and out of the site in a forwards direction by a 6.5 m refuse truck. The headheight within the parking area will have a minimum clearance of 3.3 m which will suit the proposed vehicle.

The findings of the above mentioned report are generally concurred with.

The quantitative figures regarding car and bicycle parking provision are outlined within Section 8.1. The provision for both is deemed appropriate to address Tables NPSP/9A and 10 and are also considered to be located in convenient and secure areas.

The car parking being located within the covered ground floor area, accords with PDC 7 of the UC Zone. The vast majority of car parks will be well screened from the public realm.

Overall, the application is considered to adequately address PDCs 6, 7, 11 and 12 of the UC Zone, Objectives 29, 31, 32, 33, 34, 35 and Council Wide PDCs 92 to 104 and 112 to 133.

8.8 Environmental Factors

8.8.1 Crime Prevention

In relation to Crime Prevention Through Environmental Design it is noted that the proposal will:

- introduce a residential development on to a site which until recently has been devoid of residents thus creating surveillance opportunities in the locality that didn't previously exist;
- increase passive surveillance into Little Young Street and College Road through a design which includes apartments facing towards the road
- includes secure doors to the ground floor car park area to restrict unauthorised access.

It is considered that the proposal adequately addresses Council Wide PDCs 59 to 66 in relation to CPTED matters.

8.8.2 Noise Emissions

This site is located within the designated area for the Noise and Air Emissions Overlay, and as such requires assessment against *Minister's Specification SA 78B for Construction Requirements for the Control of External Sound*. The overlay also relates to the following Development Plan policy:

1 *Noise and air quality sensitive development located adjacent to high noise and/or air pollution sources should:*

(a) shield sensitive uses and areas through one or more of the following measures:

(i) placing buildings containing less sensitive uses between the emission source and sensitive land uses and areas;

(ii) within individual buildings, place rooms more sensitive to air quality and noise impacts (e.g. bedrooms) further away from the emission source;

(iii) erecting noise attenuation barriers provided the requirements for safety, urban design and access can be met;

(b) use building design elements such as varying building heights, widths, articulation, setbacks and shapes to increase wind turbulence and the dispersion of air pollutants provided wind impacts on pedestrian amenity are acceptable; and

(c) locate ground level private open space, communal open space and outdoor play areas within educational establishments (including childcare centres) away from the emission source.

A detailed expert acoustic report was commissioned by the applicant, which concluded provided a range of recommendations to ensure noise intrusion into the residential uses are appropriately addressed to meet relevant standards. The recommendations in the report have been included in the architectural plans

The recommended construction requirements in the report are reflected in a recommended condition if the application is granted consent to ensure accordance with the relevant provision as proposed in the documentation.

8.8.3 Waste Management

A detailed waste management report was provided in the application documentation which outlines the calculations for the envisaged amounts of waste to be generated by the proposed dwellings and the appropriate storage methods to cater for this.

Three onsite refuse storage areas are proposed enabling all waste collection activities to be fully catered for on-site, thus minimising interruptions to the adjoining road network. The traffic report outlines the swept path manoeuvring for an appropriately sized collection vehicle can adequately be achieved within the car parking area.

The application therefore generally accords with Council Wide PDCs 13, 135, 138, 141, 233, 272 and 273.

8.8.4 Energy Efficiency

An energy assessment report was provided in the application documentation which outlines a range of features inherent in the proposed building design which should ensure appropriate energy efficiency outcomes so as to adequately address Council Wide Objective 23 and PDCs 67, 68 and 69.

8.8.5 Wind Analysis

The proposed building is not of a substantial height which could create any dramatic changes to natural wind conditions in the locality. It is also noted that the proposed apartment buildings front a rear service lane which is not a pedestrian focus, but rather mainly acts as a vehicle accessway for surrounding businesses. It is also noted that a distinct podium form with setbacks to the towers above, will ensure that any downdraft from the towers are appropriately dispersed before reaching ground level. Any impacts from wind is therefore considered to be negligible. Through the pre-lodgement process a wind report was deemed to not be necessary. This position is maintained through the application assessment and is considered to suitably address Council Wide PDCs 268, 270 and 320.

8.8.6 Site Contamination

The site has not had a recent history of industrial or other potential contaminating uses. Most of the new apartment buildings and communal areas are to be constructed above the car park area and as such residents will mainly not have any direct contact with natural ground due these areas being above

sealed concrete. Groundwater extraction is not proposed. A preliminary site history report found that it is considered reasonable to assume that the actual likelihood of the site being precluded from the proposed use is low, however in order to confirm the environmental conditions at the site and the preliminary risk appraisal, it was recommended that an intrusive soil and groundwater (if required based on soil assessment results) assessment be conducted.

That assessment was subsequently conducted, the findings of which concluded that:

"This intrusive soil and groundwater investigation has found that there does not appear to be significant gross or widespread soil or groundwater contamination at the site that would, in our opinion, preclude the proposed redevelopment of the site".

It is considered that, for the purposes of a decision on the development application, the above findings sufficiently deem that the site is fit for its intended purpose and the application is considered adequately accord with Council Wide Objective 52 and PDC 172.

8.8.7 Interface Management

It is noted that the Desired Character Statement for the Urban Corridor Zone states that *"Development at the interface with neighbouring zones, will have regard to the potential visual, overlooking and overshadowing impacts on the occupants of adjacent and nearby residential properties. In these locations development will transition down in scale and height towards the periphery of the zone, particularly at the boundaries with the existing Residential and Residential Historic (Conservation) Zones."*

and

"it is recognised that some level of overshadowing and overlooking will occur, however, this will be moderated through a range of design techniques, which may include separation of buildings, orientation of windows and balconies and various forms of screening."

PDC 14 of the Zone also sets out a building envelope in close proximity to the Zone boundary, in which buildings should not exceed a 30 degree plane. In the case of this site the zone boundary runs through the middle of College Road. As it is proposed to construct only two storey dwellings along College Road, these are easily under the 30 degree plane.

Whilst there has been some concerns raised in relation to potential overlooking and overshadowing by three adjacent landowners, it is noted that these properties are also within the Urban Corridor Zone along with the subject land. The Zone explicitly states that it is recognised that some level of overshadowing and overlooking will occur, however, this will be moderated through a range of design techniques. It is considered that the applicant has suitably responded to the matters raised via the plans 'Supplementals A to C) and as such has moderated these impacts.

It is also noted that these matters must be given appropriate weighting in the context of the Urban Corridor Zone which explicitly seeks a new urban form, densification and uplift within this locality.

9. CONCLUSION

The proposal seeks to develop a 'key development site' and a significant parcel of land within Kent Town, which has become disused following closure and subsequent relocation of the Bureau of Meteorology. Following a significant pre-lodgement process being completed by the applicant, the overall design is considered to display a high level of merit, addressing all relevant planning, design and technical matters in a balanced approach.

Whilst there has been some concerns raised in relation to potential overlooking and overshadowing by adjacent landowners, it is noted that these properties are also within the Urban Corridor Zone. It is considered that the applicant has suitably responded to the matters.

In particular the following aspects of the proposal are supported:

- The overall height, setbacks, bulk and scale of the proposed buildings
- A suitable level of residential amenity proposed within the apartments
- High quality built form, materials and overall design; and
- Appropriate car and bicycle parking and functional access arrangements.

Ultimately the proposal is considered to display a sufficient degree of merit and is considered to be a good quality design outcome that will assist in lifting the general level of activity within the locality, improve the appearance of Little Young Street and add vibrancy to the locality as generally sought by the Development Plan for this site.

The application warrants Development Plan Consent subject to conditions.

10. RECOMMENDATION

It is recommended that the State Commission Assessment Panel:

- 1) RESOLVE that the proposed development is NOT seriously at variance with the policies in the Development Plan.
- 2) RESOLVE that the State Commission Assessment Panel is satisfied that the proposal generally accords with the relevant Objectives and Principles of Development Control of the City of Norwood, Payneham and St. Peters Development Plan.
- 3) RESOLVE to grant Development Plan Consent to the proposal by Scope Development Solutions for the demolition of existing building and construction of three residential flat buildings, eight townhouses and associated carparking, landscaping and ancillary works at 25 College Road, Kent Town subject to the following conditions of consent.

PLANNING CONDITIONS

1. Except where minor amendments may be required by other relevant Acts, or by conditions imposed by this application, the development shall be established in strict accordance with the details and following plans submitted in Development Application No 155/M006/17.

Plans by Pruszinski Architects

Drawing Title	Drawing No.	Issue	Date
Site and Location Plan	Job #16649, Plan 1	5	23/02/17
Ground Floor Plan	Job #16649, Plan 2	6	11/4/17
Level 1 Floor Plan	Job #16649, Plan 3	6	28/7/17
Level 2 Floor Plan	Job #16649, Plan 4	7	28/7/17
Level 3-4 Floor Plan	Job #16649, Plan 5	7	28/7/17
Level 5 Floor Plan	Job #16649, Plan 6	7	28/7/17
Level 6 Floor Plan	Job #16649, Plan 7	7	28/7/17
Material Hierarchy	Job #16649, Plan 5	5	23/02/17
Elevations	Job #16649, Plan 9	6	28/7/17
Perspectives	Job #16649, Plan 10	7	28/7/17
Streetscapes	Job #16649, Plan 11	6	28/7/17
Streetscapes	Job #16649, Plan 12	6	28/7/17
Sections	Job #16649, Plan 13	6	28/7/17
Sunshading	Job #16649, Plan 14	5	23/02/17
Screening Plan	Supplemental A	-	-
Screening Plan	Supplemental B	-	-
Screening Plan	Supplemental C	-	-
PT Design Drainage Layout Plans 1-4	18811-C01	D	Aug 16

Reports and correspondence:

- Acoustic Report (Minister's Specification SA 78B Assessment) by Sonus dated February 2017
 - Stormwater Management Report by PT Design dated 13/12/16
 - Waste Management Statement by Pruszinski Architects
 - Landscape Concept Report Revision 4 by Aspect Studios, Project No.16037, dated April 2017
2. All vehicle car parks, driveways and vehicle entry and manoeuvring areas shall be designed and constructed in accordance with Australian Standards (AS/NZS 2890.1:2004 and AS/NZS 2890.6:2009) and be constructed, drained and paved with bitumen, concrete or paving bricks in accordance with sound engineering practice and appropriately line marked to the reasonable satisfaction of the State Commission Assessment Panel prior to the occupation or use of the development.

3. All bicycle parks shall be designed and constructed in accordance with Australian Standard 2890.3-2015.
4. The development and the site shall be maintained in a serviceable condition and operated in an orderly and tidy manner at all times.
5. Air conditioning or air extraction plant or ducting shall be screened such that no unreasonable nuisance or loss of amenity is caused to residents and users of properties in the locality to the reasonable satisfaction of the State Commission Assessment Panel.
6. All external lighting on the site shall be designed and constructed to conform to Australian Standard (AS 4282-1997).
7. All stormwater design and construction shall be in accordance with Australian Standard AS/NZS 3500.3:2015 (Part 3) to ensure that stormwater does not adversely affect any adjoining property or public road.
8. A Construction Environment Management Plan (CEMP) shall be prepared and implemented in accordance with current industry standards – including the EPA publications “Handbook for Pollution Avoidance on Commercial and Residential Building Sites – Second Edition” and, where applicable, “Environmental Management of On-site Remediation” – to minimise environmental harm and disturbance during construction.
9. Prior to Development Approval for superstructure works, the applicant shall submit a final detailed schedule of external materials and finishes (including for landscaping features) in consultation with the Government Architect to the reasonable satisfaction of the State Commission Assessment Panel.
10. All Council, utility or state-agency maintained infrastructure (i.e. roads, kerbs, drains, crossovers, footpaths etc.) that is demolished, altered, removed or damaged during the construction of the development shall be reinstated to Council, utility or state agency specifications. All costs associated with these works shall be met by the proponent.
11. Final details of planting selections shall be provided in consultation with the Associate Government Architect to the reasonable satisfaction of the State Commission Assessment Panel prior to occupation.
12. Landscaping shown on the plans forming part of the application shall be established prior to the operation of the development and shall be maintained and nurtured at all times with any diseased or dying plants being replaced.
13. The acoustic attenuation measures recommended in the Acoustic Report (Minister’s Specification SA 78B Assessment) by Sonus dated February 2017, shall be fully incorporated into the building rules documentation to the reasonable satisfaction of the State Commission Assessment Panel. Such acoustic measures shall be made operational prior to the occupation or use of the development.

ADVISORY NOTES

- a. This Development Plan Consent will expire after 3 years from the date of this Notification, unless final Development Approval from Council has been received within that period or this Consent has been extended by the State Commission Assessment Panel.
- b. The applicant is also advised that any act or work authorised or required by this Notification must be substantially commenced within 3 years of the final Development Approval issued by Council and substantially completed within 5 years of the date of final Development Approval issued by Council, unless that Development Approval is extended by the Council.
- c. The applicant has a right of appeal against the conditions which have been imposed on this Development Plan Consent. Such an appeal must be lodged at the Environment, Resources and Development Court within two months from the day of receiving this notice or such longer time as the Court may allow. The applicant is asked to contact the Court if wishing to appeal. The Court is located in the Sir Samuel Way Building, Victoria Square, Adelaide, (telephone number 8204 0289).
- d. No additional signs shall be displayed upon the subject land other than those identifying the parking area access points and those shown on the approved plans. If any further signs are required, these shall be the subject of a separate application.
- e. The applicant should ensure there is no objection from any of the public utilities in respect of underground or overhead services and any alterations that may be required are to be at the applicant's expense.
- f. As work is being undertaken on or near the boundary, the applicant should ensure that the boundaries are clearly defined, by a Licensed Surveyor, prior to the commencement of any building work.
- g. The applicant is reminded of its general environmental duty, as required by Section 25 of the Environment Protection Act, to take all reasonable and practical measures to ensure that the activities on the whole site, including during construction, do not pollute the environment in a way which causes or may cause environmental harm.



Tom Victory
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