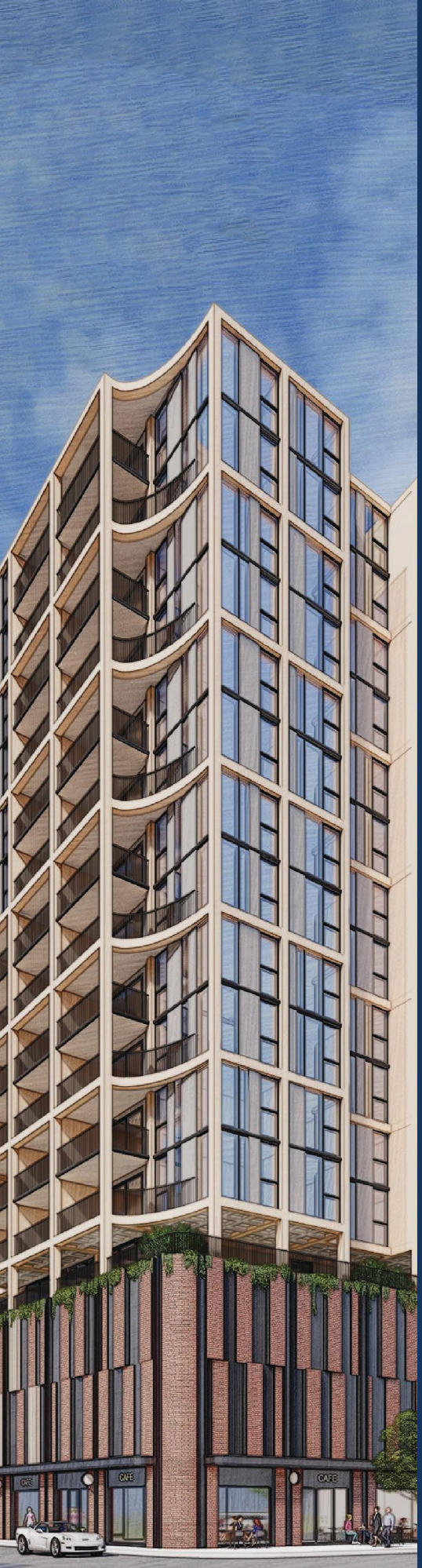

Planning Report

Multi-Storey Building

162 - 168 Gouger Street, SA, 5000

September 2024

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Planning Report

Multi-Storey Building

162 - 168 Gouger Street, SA, 5000

September 2024

Version	Date	Detail	Prepared	Review
Draft 01	16 Sept 2024	53469REP01	NGW	GMV
Final	18 Sept 2024		GMV	

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Contents

Tables

Figures

1 Introduction

MasterPlan (SA) Pty Ltd (MasterPlan) act on behalf of the applicant, Square Mile Properties Pty Ltd, in relation to the application described herein. The application is for the construction of a 16-storey mixed-use building and associated works at 162 - 168 Gouger Street, Adelaide.

This report has been prepared to accompany the application and provides background on the proposal, a description of the subject land and locality, a description of the proposed development, a discussion of the applicable procedural matters, and an assessment of the proposal against the relevant provisions of the Planning and Design Code.

Enclosed with this report are the following attachments:

- **Attachment A** - Site and Immediate Locality Context Plan
- **Attachment B** - Zoning Context Plan
- **Attachment C** - Building Height Policy Context Plan

In preparing this report we have had regard to the Planning and Design Code, Version 2024.17 dated 12 September 2024 (the Code), the Planning, Development and Infrastructure Act 2016 (PDI Act), and the Planning, Development and Infrastructure (General) Regulations 2017 (PDI Regulations).

This report has been prepared in collaboration with the applicant and the project team identified in Table 1 – Project Team below and contains a description of the subject land, the locality and the proposed development, as well as our assessment of the proposed development against the relevant provisions of the Planning and Design Code.

Table 1: Project Team

Project Team	
Applicant	Square Mile Properties Pty Ltd
Planner	MasterPlan
Contact Person	Greg Vincent / Nick Wilson
List of Other Contributors	
Architects / Designer	Bibbo Architects
Traffic Engineer	Phil Weaver & Associates
Civil and Storm Water Engineer	Structural Systems
Waste Management Consultant	Colby Phillips Advisory
Services Engineer	Trinamic Consultants

Project Team	
ESD Consultant	Stantec
Heritage Consultant	Dash Architects
Environmental Consultant	Environmental Projects

The content of this report has been informed by and should be read in conjunction with the following documentation:

- Architectural Plans, prepared by Bibbo Architects.
- Heritage Impact Assessment, prepared by Dash Architects.
- Traffic and Parking Assessment, prepared by Phil Weaver & Associates.
- Civil and Stormwater Documentation, prepared by Structural Systems.
- Waste and Recycling Review, prepared by Colby Phillips Advisory.
- Services Engineering Advice, prepared Trinamic Consultants.
- Sustainability Statement, prepared by Stantec.
- Preliminary Site Investigation – Site History, prepared by Environmental Projects.

2 Background and Pre-Lodgement Process

Prior to lodgement, the applicant engaged in the Pre-Lodgement Panel (PLP) process and the Design Review Panel (DRP) process, both facilitated by the State Planning Commission and the Office for Design and Architecture South Australia (ODASA) respectively.

During the PLP process, the applicant was informed by the feedback received from key stakeholders, including commentary from:

- Planning & Land Use Services (PLUS) Planning Staff.
- City of Adelaide (Council) Planning and Heritage Staff.
- ODASA Design Review Panel.

The applicant participated in two (2) PLP meetings and one (1) DRP meeting. The authority comments received, and the design response made through each meeting are outlined in **Tables 2–4**. A covering image of the design scheme relevant to each stage of this process is provided in **Figures 1** and **2**.

2.1 PLP/DRP Meeting 1

On Tuesday 21 November 2023, an initial design for an overheight development was presented at PLP meeting with relevant members of the project team and key staff at PLUS, ODASA and Council.

Figure 1: Extract form Bibbo Architects - First Design Iteration Presented at DRP/PLP 1.

Table 2: Meeting Comments and Response

Authority Comments	Design Response
Building Height / Massing	
The Zone determines that building height should positively respond to the local context and prescribes a maximum building height TNV of 53 metres. The proposed building height of 86 metres has not been sufficiently justified to warrant support in it's current form and remains an outstanding concern. The building height should better reflect the TNV, respond to the local context (including the maximum 22 metre height to south of Gouger Street) and incorporate measures contemplated by the Code to justify any over-height development.	The building's height has been lowered to 53 meters to comply with TNV regulations. Additionally, there's a rooftop plant, but according to the P&D Code, structures like antennas, chimneys, and flagpoles aren't included in the definition of building height. Therefore, the height of the roof plant isn't counted due to its nature falling under excluded features. In relation to the local context and Heritage adjacency, the applicant has requested DASH Architects to provide advice for the proposed development. The experts have provided the comments listed below. The site's main context is Gouger Street, designated for high-intensity, large-scale development in the Capital City Zone, aiming to reinforce the city's grid pattern with high street walls. The proposed development aligns with this vision, matching the specified height restrictions. As well as Oakley Street's character shifts from residential to commercial as it meets Gouger and Grote Streets. While current commercial structures are relatively small, policy indicates future intensive development along Gouger Street, reaching heights of up to 53m, contrasting starkly with Oakley Street's historical scale and the adjacent Local Heritage Place
The proposed podium height of five levels has not been sufficiently justified to warrant support in it's current form and remains an outstanding concern. The design of the podium should be reconsidered to: • be consistent with the built form context; • improve the response to the single storey Local Heritage Places to the north; and • minimise potential microclimate impacts on the narrow Storr Street condition.	The podium height is reduced from 5 to 3 levels and the articulation & materiality of the podium has been increased. The proposed development will use material and palette that exhibits the local context and the Local Heritage Place.
Heritage Adjacency	
The five-level podium and concrete wall neighbouring the single level Local Heritage Place has not been sufficiently justified to warrant support in its current form and remains an outstanding concern in respect to its response to the Local Heritage Place context. The design should be considered to ensure that it does not dominate or unduly impact on the setting of the Local Heritage Place.	Following design measures are considered to mitigate the impact and provide a considered transition in scale to the adjacent Heritage Place, including: • A reduction in the height of the podium from five storeys to three, providing an improved transition in scale to the single storey heritage place • Increased architectural articulation of the podium, providing a high level of shadowing and graining, and increased horizontal emphasis in form • Greater variation in colour and materials at podium level

Authority Comments	Design Response
	• Provision of a podium 'sweeping' setback at the interface with the Heritage Building • Direct referencing of the scale of the heritage building within the canopy of the podium.
Waste Management	
Upon submission, provide a detailed Waste Management Plan that outlines waste generation volumes, what kind of waste will be collected and how, the frequency, storage and disposal of waste, and how the development maximises resource recovery to reduce landfill (i.e. green waste, hardwaste/e-waste, and recycling).	The applicant has engaged a sub-consultant to take the analysis and prepare the report, which will be formally attached to the development application upon submission during the lodgement process.
Stormwater and Flooding	
The development should provide a minimum finished floor level that is 300mm above the highest point of the top of kerb of the primary street and confirm any storage of hazardous materials.	The applicant has engaged a sub-consultant to take the analysis and prepare the report, which will be formally attached to the development application upon submission during the lodgement process.
Site Contamination	
Upon lodgement of the application, submit the following as per Schedule 8 of the Planning, Development and Infrastructure (General) Regulations 2017 (the regulations) and to determine whether a referral to the EPA is required: • site contamination declaration form; • preliminary site investigation report; • copy of the certificate of title in relation to the land; and • any site contamination audit report that has been prepared in relation to the land.	The applicant has engaged a sub-consultant to take the analysis and prepare the report, which will be formally attached to the development application upon submission during the lodgement process.

2.2 PLP Meeting 2

On Tuesday, 13 May 2024, a revised design, incorporating feedback from the previous round of PLP meetings, was presented at a subsequent meeting with key project team members and representatives from PLUS, ODASA, and the Council.

Figure 2: Extract form Bibbo Architects - First Design Iteration Presented at DRP/PLP 2

Table 3: Meeting Comments and Response

Authority Comments	Design Response
Building Height / Massing	
The revised development proposes a mixed-use building up to 56.6 metres in height, which presented an amended the design, with a reduced height to the building and podium, removed offices, and increased on-site service manoeuvring. The proposed three level podium height is improved. The proposed building height is generally supported, noting only the rooftop plant exceeds the 53 metre TNV for the Zone.	Within P&D Code, the definition of building height is outlined as: Means the maximum vertical distance between the lower of the natural or finished ground level or a measurement point specified by the applicable policy of the Code (in which case the Code policy will prevail in the event of any inconsistency) at any point of any part of a building and the finished roof height at its highest point, ignoring any antenna, aerial, chimney, flagpole or the like. For the purposes of this definition, building does not include any of the following: • flues connected to a sewerage system. • telecommunications facility tower or monopole • electricity pole or tower • or any similar structure. Thus, the rooftop plant includes the lift, which is to be considered similar to antenna, aerial, chimney, flagpole or the like. Therefore, the rooftop plant should be exempt from the total building height
Heritage Adjacency	
The reduction to a three-level podium, additional articulation to the Oakley Street side of the podium, and integration with existing street levels, is considered to improve the response to the adjoining single level Local heritage place and Oakley Street context.	Noted
Waste Management	
Upon submission, provide a detailed Waste Management Plan that outlines waste generation volumes, what kind of waste will be collected and how, the frequency, storage and disposal of waste, and how the development maximises resource recovery to reduce landfill (i.e. green waste and recycling).	The applicant has engaged a sub-consultant to prepare the report, which will be formally attached to the development application upon submission during the lodgement process.
Site Contamination	
Upon lodgement of the application, please submit the required documentation under Schedule 8 of the Planning, Development and Infrastructure (General) Regulations 2017 (the regulations) and to determine whether a referral to the EPA is required.	The applicant has engaged sub-consultant to undertake the analysis. Which will be attached with the development application.
Affordable Housing	
The applicant proposes 104 dwellings. Under Affordable Housing Overlay, 16 dwellings should incorporate for the proposal. To provide justification that the one-bedroom dwellings (19 proposed) could be offered at an affordable price point, without the formalisation of affordable housing via a Land Management Agreement with the South Australian Housing Authority.	The applicant has confirmed to provide 1 bedroom dwelling (12 proposed) at an affordable housing price threshold i.e., $485,000. But the 1-bedroom housing will not be formalised and listed under the Affordable Housing via Land Management Agreement with the South Australia Australian Hosing Authority.

Authority Comments	Design Response
Traffic, Parking and Access	
Bicycle Parking	
• The Code prescribes that the development should provide 125 on-site bicycle parking spaces (113 resident, 10 visitor and 2 shop spaces), based on the number and size of the dwellings and area of the shop. The current plan proposed 25 bicycle parking. • The above rate is confirmed to be the prescribed rate, irrespective of the development being a residential flat building or residential component of a multi-storey building. • Any shortfall should be justified such that on-site bicycle parking facilities continue to meet demand and encourage cycling as an active transport mode.	Sufficient bicycle parking has been provided across both the ground floor storage room and within the apartments to accommodate any shortfall.

2.3 Design Review Panel

The applicant engaged in attendance at a design review meeting on 20 June 2024, and ODASA issued a recommendations letter dated 4 July 2024, outlining their preliminary position based on the plans presented.

Table 4: Final Comments and Response

Authority Comments	Design Response
Built Form and Height	
The proposed overall building height is supported, acknowledging the significant reduction in height from an originally presented proposal. Built form above the 53-metre maximum envisaged height for the site comprises roof mounted infrastructure and lift overruns and is recessed and screened with the intent to minimise visibility in long view perspectives.	Noted
Ground Plane and Access	
Testing an alternative location for the residential vehicle entry/exit to consolidate vehicle movements to Storr Street, allow for an improved (active) interface adjacent the LHP and better reflect the existing residential character of Oakley Street.	Relocation of the vehicle entry and exit of Storr was tested but had several undesirable consequences, including additional services infrastructure being relocated to the Oakley Street frontage (the more active of the two small street frontages) and the loss of transitional setback of the proposed development to the LHP.
Internal organisation and capacity of the bicycle parking facilities including the potential for additional visual permeability	Considering the scale of development and number of dwellings, access through Oakley St appears to be more convenient and

Authority Comments	Design Response
and amenity (bicycle store/workshop/cafe) to encourage and celebrate active transport opportunities to gain efficiencies in the residential back of house functions to provide a greater sense of generosity, clearer sense of arrival and address for the apartment residents and further activate the Oakley Street frontage	safer providing enough space for vehicle movement. Also, the width of Storr St is approximately 3.1 m which does not appear to be efficient compared to Oakley Street for both entry and exit Additionally, according to Transport, Access and Parking within General Development Policies. The desired outcome seeks, a comprehensive, integrated and connected transport system that is safe, sustainable, efficient, convenient and accessible to all users.
Definition/delineation between back of house, commercial and residential uses	The development is strategically proposed various amenities through out on the ground floor. The entry and exit for residents has been relocated along Oakley Street next to the retail shop, office and additional service which contributes to providing welcoming and active access to the residents. Also, the vehicle and pedestrian access via Oakley Street contributes to keeping the street active. The extent of concierge services has been significantly reduced affording greater sense of arrival.
Anticipated retail uses and associated servicing requirements	Amenities are concisely located on the ground floor in consideration of providing access and amenities to the resident and neighbourhood. The ground floor includes retail shops and additional amenities which contributes to providing active space at all time and improved access to the neighbouring amenities.
Access to natural light and ventilation for all habitable rooms	The development includes dwelling with 1- 3 bedrooms which have access to private balconies with desired minimum private open space which improves access to natural light and ventilation.
Demonstration of the proposed waste truck access and swept paths to the loading bay	A detailed plan has been prepared by a waste management expert including the waste trucks access and path to the loading bay. This document will be attached to the development application.
Resolution of any encroachments onto Council land (canopies, transformer and fire booster doors).	The canopies are appropriately elevated from the council area, transformer is not included in this development. The fire booster is located to the west of the building facing Oakley St and will minimize the impact on the council land.
Architectural Expression and Materiality	
Recommendations on architectural expression and materiality in relation to the following aspects: • overall built form composition to deliver a cohesive architectural expression, while achieving a clear and bold development identity • articulation and material treatment of the north podium wall with a view to reflect the detailed consideration of the	The architectural expression and materiality of the podium at the northern interface has been further developed to include increase us of masonry and the deletion of a canopy over the vehicle entry in response to DRP feedback. The brick formwork now returns around onto the northern elevation of the podium in response to the comments received.

Authority Comments	Design Response
Gouger Street and Oakley Street frontages and respond to the LHP and fine grain streetscape character to the north • overall composition of the podium, including transition of materiality and colour, three dimensional qualities of the solid vertical elements and the integration of metal louvres • consideration of the external 'super-grid' metal cladding in relation to the expression of a panelised system (including the radiused balcony edges) or exploration of alternatives in materiality of this element that may better reflect the intent of the proposal.	The Heritage Impact Assessment confirms the design is considerate of the LPH.
Residential Amenity and Landscape	
Recommendations on residential amenity and landscape in relation to the following aspects: • protection of the proposed deep soil planting through ongoing stages of project delivery • early engagement of a landscape architect to ensure an integrated architectural, structural and landscape outcome • consideration of the impact of the proposed built form on the existing street tree canopies. • ongoing consideration of the Liveable Housing Design Guidelines in relation to apartment design and private open spaces to better meet the needs of the community	The proposed development fulfills the minimum area outlines in the Table 1- Private Open space Area for all dwelling type, listed within Design in Urban Area in General Development Policies. The podium includes details of the deep soil planting on the podium to facilitate high quality landscape planting at the podium level.
Affordable Housing	
Inclusion of affordable housing within the development to support a variety of apartment offerings.	The applicant has confirmed to provide 1 bedroom dwelling (12 proposed) at an affordable housing price threshold i.e., $485,000. But the 1-bedroom housing will not be formalised and listed under the Affordable Housing via Land Management Agreement with the South Australia Australian Hosing Authority.
Sustainability	
To Provide Environmentally Sustainable Design (ESD) initiatives. Demonstration of the effectiveness of proposed external shading devices and a consistent approach to all unprotected openings to reduce the reliance on glazing specifications to manage solar loads, in particular on the east and west facing facades	The other end of the corridor includes two dwelling, which ultimately have direct access to natural light and ventilation through the presence of balcony. The development incorporates balconies at all side which encourages natural sunlight access and ventilation to the dwelling as desired by PO/DPF 4.1, 4.2 and 4.3 within Environmental Performance within Design in Urban Area Policies of General Development Policies. The Balconies also provide deep set shading over the northern elevation and the to the western elevation providing passive shading for environmental performance.

Authority Comments	Design Response
	Additionally, the development aligns with the policies PO/DPF 14.2 and 14.3 regarding Environmental aspects, by incorporating podium, aligned with the street to deflect wind away from the street. Verandahs proposed to the front facing gouger street and towards the Oakley Street, which deflects downward travelling wind flows over pedestrian area and sustainable setback from all side ranging from 0.5- 3.3 metres However, according to the comments the applicant will initiatives and incorporate Environmentally Sustainable Design.
Waste and Services	
Early engagement with consultants to ensure an integrated architectural and servicing outcome and a consolidated approach to the mechanical servicing strategy.	The client has consulted the experts for managing and implementing the waste and services accordingly. Further, documents will be provided during the lodgement stage.

3 Subject Land and Locality

The subject land is located within the Adelaide Central Business District (CBD) within the south-western quadrant of the City. The sites primary frontage is to Gouger Street, a key commercial corridor within the City.

3.1 Subject Land

The subject site is identified in Figure 1 below, and Table 2 provides a summary description, being the whole of the land.

Figure 3: Subject Land.

Table 5: Project Site

Project Site	
Address	162 – 168 Gouger Street, Adelaide
Local Government Area	City of Adelaide

Project Site	
Certificates of Title or Land Parcels	Allotment 15 in Deposited Plan 178 in Certificate of Title (CT) Volume 5604 Folio 493; Allotment 18 in Deposited Plan 178 in Certificate of Title (CT) Volume 5604 Folio 492; Allotment 21 in Deposited Plan 178 in Certificate of Title (CT) Volume 5083 Folio 168; Allotment 264 in Filed Plan 264 in Certificate of Title (CT) Volume 5604 Folio 494; and, Allotment 263 in Filed Plan 181105 in Certificate of Title (CT) Volume 5604 Folio 495
Encumbrances	Nil
Easements	Lot 18 is subject to easement over the land marked "A" to the Minister for Infrastructure
Site Dimensions and Area	Combined Total Site Area = 1,457 square metres Gouger Street Frontage = 26.5 metres Oakley Street and Storr Street frontages = approximately55 metres
Existing Use / Built form.	Refer to discussion below.

The subject land currently comprises five (5) allotments, formally identified in the above table.

Collectively, these allotments are commonly referred to as 162 – 168 Gouger Street, Adelaide. Together they form a rectangular land holding on the northern side of Gouger Street with a combined area of approximately 1,457 square metres.

The existing allotments will be amalgamated to form a single development site, and existing easement will be removed noting that the easement will subsequently become redundant.

The site has three road frontages, with its primary street[1] frontage being Gouger Street to the south with a length of approximately 26.5 metres, and two (2) secondary street[2] frontages being Oakley Street to the west and Storr Street to the east both with frontage lengths of approximately 55 metres.

The land currently contains three (3) buildings, a single-storey building on the corner of Oakley Street and Gouger Street which is understood to have previously been used as a restaurant, a two-storey building on the corner of Storr Street and Gouger Street which is understood to have previously accommodated an office and restaurant, and a single storey warehouse-style building to the rear (northern) portion of the site which has accommodated an automotive repairs business and office. The balance of the land has been utilised for associated car parking, presently accessed from Oakley Street.

The land and buildings have an extensive commercial history as detailed in the accompanying Preliminary Site Investigation (Site History) Report, prepared by Environmental Projects.

[1] As per Planning and Design Code Part 8 – Administrative Terms and Definitions – Primary street definition.
[2] As per Planning and Design Code Part 8 – Administrative Terms and Definitions - Secondary street definition.

3.2 Locality

The locality comprises a mixture of residential and commercial use. The primary context of the Subject Site is Gouger Street (west of Morphett Street) which has a mix of residential and commercial uses within buildings which exhibit an eclectic range of forms, materials and architecture, typically reflective of their period of construction. Allotments fronting Gouger Street largely accommodate retail shops typically in the form of restaurants interspersed with office and personal service establishments. Some other outlier commercial and light industry uses persist.

Land to the north of the site is also mixed, however predominantly contains residential use within a number of Local Heritage listed cottages. Oakley Street extends from Gouger Street through to Grote Street. The central portion of Oakley Street is characterised by low scale historic row cottages. This character transitions at the ends of the street where side wall returns of commercial premises fronting Gouger and Grote Streets predominate. Storr Street is primarily characterised by rear or side frontages of properties that address Morphett, Grote, Gouger and Oakley Streets.

Other features within the locality which have an important bearing on its character include:

- A four-storey residential flat building is evident on Storr Street;
- Three-storey office building on Morphett Street, which backs on to Storr Street;
- A third-party digital advertising screen on the north-west corner of the intersection of Gouger and Morphett Street.
- An 18 Storey mixed use apartment building at 152-160 Grote Street, Adelaide (Central Adelaide)
- A 22 Storey mixed use apartment building at 150 Wright Street, Adelaide (Bohem)

The site, locality, and key elements of its planning context are depicted in **Attachment A** to this report.

4 Proposed Development

The proposed development seeks Planning Consent for a sixteen-storey mixed use apartment building comprising of retail, lobby and services at ground level, carparking at Level 1 and 2, communal resident facilities at Level 3, and various apartment configurations (dwellings) and associated circulation areas at building Levels 4 to 16.

The proposed development is summarised in **Table 6** below and with a more detailed description of the proposed works outlined below.

Table 6: Proposed Development Summary

Proposed Development Summary	
Summary Description	Construction of a sixteen-storey mixed-use apartment building comprising of retail tenancies, residential lobby and services at ground level, car parking at Levels 1 and 2, communal residential facilities at Level 3, and residential dwellings across Levels 4 to 16.
Development Elements	Mixed-use Apartment Building Dwellings Shops

The full extent of the proposed works is outlined in the following sections and more fully illustrated in the compendium of architectural drawings prepared by Bibbo Architects identified in **Table 7 – Drawing Schedule**.

Table 7: Bibbo Architects Drawing Schedule

No.	Sheet Title	Status	Date
TP000	Drawing List	Town Planning	4/9/2024
TP001	Area Schedules	Town Planning	4/9/2024
TP005	Locality Plan	Town Planning	4/9/2024
TP100	Demolition Plan	Town Planning	4/9/2024
TP100	Ground Floor Plan	Town Planning	4/9/2024
TP101	Level 1 Floor Plan	Town Planning	4/9/2024
TP102	Level 2 Floor Plan	Town Planning	4/9/2024
TP103	Level 3 Floor Plan	Town Planning	4/9/2024

No.	Sheet Title	Status	Date
TP104	Level 4, 6 & 8 Floor Plan	Town Planning	4/9/2024
TP105	Level 5, 7 & 9 Floor Plan	Town Planning	4/9/2024
TP110	Level 10 Floor Plan	Town Planning	4/9/2024
TP111	Level 11 Floor Plan	Town Planning	4/9/2024
TP112	Level 12 & 14 Floor Plan	Town Planning	4/9/2024
TP113	Level 13 Floor Plan	Town Planning	4/9/2024
TP115	Level 15 Floor Plan	Town Planning	4/9/2024
TP116	Roof Plan	Town Planning	4/9/2024
TP200	West & South Elevations	Town Planning	4/9/2024
TP201	East & North Elevations	Town Planning	4/9/2024
TP400	West & South Sections	Town Planning	4/9/2024
TP800	Shadow Diagrams	Town Planning	4/9/2024
TP900	3D Views Sheet 1	Town Planning	4/9/2024
TP901	3D Views Sheet 2	Town Planning	4/9/2024
TP902	3D Views Sheet 2	Town Planning	4/9/2024

4.1 Land Use

The proposed development is considered to be mixed use, in that it comprises more than one (1) distinct land use. The proposed sixteen-storey building will accommodate a residential land use comprising of 107 apartments, each of which constitute dwellings.

In addition, three (3) commercial tenancies are located on the ground floor. The exact nature of the land use for these tenancies is yet to be determined as these spaces are not yet leased. For the purpose of the application these spaces are sought for approval for use as a shop (no commercial kitchen).

The communal facilities located on Level 3 are ancillary activities to the residential function of the building for the exclusive use of the residents. Therefore, these facilities are not considered a separate land use in their own right.

4.2 Dwelling Typologies

A total of 107 apartment dwellings are proposed to be accommodated within the building. The apartments will range in type between studios, one-bedroom, two-bedroom, three-bedroom, and four-bedroom apartments.

The relevant quantitative figures for the various apartments is outlined within **Table 8** below.

Table 8: Apartment Quantitative Figures

Apartment Identifier		Number of Bedrooms	Floor Area (m^2)	Balcony Space (m^2)	Private Open Space (m^2)	Storage (m^3)
Drawing No. TP104						
Level	No.	Level 4, 6 and 8 Floor Plan				
4/6/8	A01	1	70	13	13	23
4/6/8	B01	2	95	15	13	17
4/6/8	B02	2	83	15	13	18
4/6/8	S01	Studio	39	13	13	11
4/6/8	S02	Studio	42	13	13	16
4/6/8	B04	2	85	13	13	23
4/6/8	B05	2	82	15	13	26
4/6/8	B06	2	69	19	19	19
4/6/8	B07	2	86	19	19	24
4/6/8	A02	1	59	15	13	23
4/6/8	B08	2	85	13	13	25
Drawing No. TP105						
Level	No.	Level 5, 7 and 9 Floor Plan				
5/7/9	A01	1	70	13	13	23
5/7/9	B01	2	95	13	13	17
5/7/9	B02	2	83	13	13	18
5/7/9	S01	Studio	39	13	13	11
5/7/9	S02	Studio	42	13	13	16
5/7/9	B04	2	85	13	13	23
5/7/9	B05	2	82	13	13	26
5/7/9	B06	2	69	19	19	19

Apartment Identifier		Number of Bedrooms	Floor Area (m^2)	Balcony Space (m^2)	Private Open Space (m^2)	Storage (m^3)
5/7/9	B07	2	86	19	19	24
5/7/9	A02	1	59	13	13	23
5/7/9	B08	2	85	13	13	25
Drawing No. TP110						
Level	No.	Level 10 Floor Plan				
10	A01	1	70	13	13	23
10	B01	2	95	15	13	17
10	B02	2	83	15	13	18
10	B03	2	94	13	13	26
10	B04	2	85	13	13	23
10	B05	2	82	15	13	26
10	B06	2	69	19	19	19
10	B07	2	86	19	19	24
10	A02	1	59	15	13	23
10	B08	2	85	13	13	25
Drawing No. TP111						
Level	No.	Level 11 Floor Plan				
11	A01	1	70	13	13	23
11	B01	2	95	13	13	17
11	B02	2	83	13	13	18
11	B03	2	94	13	13	26
11	B04	2	85	13	13	23
11	B05	2	82	13	13	26
11	B06	2	69	19	19	19
11	B07	2	86	19	19	24
11	A02	1	59	13	13	23
11	B08	2	85	13	13	25
Drawing No. TP112						
Level	No.	Level 12 and 14 Floor Plan				
12/14	C01	3	165	27	25	46

Apartment Identifier		Number of Bedrooms	Floor Area (m^2)	Balcony Space (m^2)	Private Open Space (m^2)	Storage (m^3)
12/14	B02	2	83	15	13	18
12/14	B03	2	94	13	13	26
12/14	C02	3	166	27	25	45
12/14	C03	3	137	38	38	31
12/14	C04	3	138	27	25	52
Drawing No. TP113						
Level	No.	Level 13 Floor Plan				
13	C01	3	165	27	25	46
13	B02	2	83	15	13	18
13	B03	2	94	13	13	26
13	C02	3	166	27	25	45
13	C03	3	137	38	38	31
13	C04	3	138	27	25	52
Drawing No. TP115						
Level	No.	Level 15 Floor Plan				
15	PH1	4	302	64	64	58
15	PH2	4	250	38	38	58
15	PH3	4	262	38	38	69

4.3 Built Form

The proposed building is sixteen storeys, with a parapet height of 53.0 meters, extending to a total structural height of 56.0 meters when accounting for the rooftop plant platform and its associated screening. The design emphasises varied massing, distinctly separating the structure into podium and tower components.

The podium, a three-storey element standing at 11.8 metres, will house the apartment lobby, essential services, vehicle access and parking, and three retail tenancies on the ground level. The southern portion of the ground floor will feature retail spaces, evident by a glazed materiality interspersed with masonry red brick. The apartment lobby entry is centrally located on the Oakley Street frontage and visually distinguished by a recessed entry and raised canopy height. Vehicle access is positioned in the north-west corner of the site also on the Oakley Street frontage.

The brick expression evident at the ground level continues on the upper podium levels, which contain vehicle parking on Levels 1 and 2. These parking levels are naturally ventilated, with vertically positioned dark metallic louvered screening in a chevron pattern between the masonry brick elements. Along the Oakley and Storr Street elevations, a "champagne" finish concrete material is introduced, gradually increasing in prominence towards the northern portion of the building, where it becomes the dominant material on the northern podium elevation.

Level three offers communal facilities for residents, including a gym, office spaces, dining areas, and expansive terrace balconies with large planter landscaping, including deep soil zones. The recessed walling and glazing at this level, along with the potential for significant landscaping, will enhance the visual distinction between the podium and tower components. This provides a transition between the podium and the tower above, which utilises a visually 'lighter' architectural expression with a more vertical proportion.

The tower component is set back from the podium levels, with curved balcony projections featured at alternating apartment levels. These projections correspond with the use of "champagne" concrete finish in a horizontal grid pattern at the alternating levels, creating a visual effect that conceals the number of building floors and assists in reducing the vertical scale of the built form.

The building has been designed in the round, with careful consideration of vantage points from each direction and a coherent architectural language applied across all elevations. This approach recognises the site's unique context, including the heritage properties to the north that are unlikely to be developed in the future, and its prominent position facing a key commercial corridor to the south.

The rooftop plant will be centrally positioned and enclosed in a dark grey vertical metallic screening with a height of 3.6 metres. This element is setback approximately 9.0 metres from the southern parapet, 12 metres from the north, and 5.0 metres from the west and east respectively. Given the proposed building height, and the central positioning of the plant, it is likely this element will only to be visible from elevated or long-range vantage points.

4.4 Siting and Setbacks

The podium levels are constructed up to the site boundaries. The only exception being a stepping back of the building line by 2.0 metres at the north-west corner of the site, associated with the vehicle entry on Oakley Street.

The tower building levels exhibit varied building setbacks in response to different building elements and variations in the design but are generally recessed from the podium level.

For ease of reference the minimum to maximum building setbacks from relevant boundaries are depicted in **Table 9**.

Table 9: Building Setbacks

Building Element	Northern Setback	Eastern Setback	Southern Setback	Western Setback
Podium Levels	0.0m	0.0m	0.0m	0.0m – 2.0m
Level 3 Communal Resident Space	10.0m – 12.5m	3.0m – 5.5m	6.0m	3.0m – 5.5m
Tower Levels	3.0m – 8.0m	0.5m – 3.0m	1.2m – 3.0m	0.5m – 3.0m

4.5 Parking and Access

Advice in respect to parking and access has been sought from traffic engineering consultancy Phil Weaver & Associates. That advice accompanies this application in the form of a Traffic and Parking Report.

4.5.1 Parking

Car parking for 68 vehicles will be provided across Levels 1 and 2. On-site parking will be for the exclusive use of the residents.

4.5.2 Access and Movement

Vehicle access will be provided via a new double-width crossover to Oakley Street. This will lead to a controlled entry roller door setback 2.0 metres from the boundary. Access through this point will be controlled via roller door.

4.5.3 Bicycle Parking

Bicycle parking is proposed to be provided within a bicycle store located at the ground level. This will be easily accessed from the internal lobby and via the pedestrian entry from Oakley Street.

The bicycle store will provide storage for up to 56 bicycles. Adequate internal floor area is also available within each apartment to accommodate in-apartment storage as is common practice in apartment living scenarios.

4.6 Services

Advice has been sought from Trinamic Consultants in respect to the provision of utilities and related services. Trinamic have provided summary advice considering the provision of these services to the development and associated infrastructure required.

4.7 Refuse Waste Management

Advice has been sought from Colby Phillips Advisory in respect to refuse waste generation, storage and collection methods. Colby Phillips have prepared a Waste Management Plan.

Waste will be stored within a dedicated waste storage area at the ground floor. A common chute system will be provided to each apartment level, allowing for the transfer of residential waste to this point. Commercial waste will be transferred to the waste storage area by associated staff.

The estimated waste generation per week for both the commercial and residential components of the development has been calculated by Colby Phillips. To build conservatism into their estimation, Colby Phillips have assumed the retail components would include a commercial kitchen and have applied the relevant waste generation accordingly. This estimation is reiterated in **Table 10**.

Table 10: Estimated Waste Generation Rates 4.5 Parking and Access

Waste/Recycling	Apartments (litres/week)	Retail (litres/week)
General Waste	6,030	4,050
Dry Comingle Recycling	5,030	400
Recycled Deposit Container	-	270
Food / Garden Organics	2,010	3,240
Hard Waste	840	70
E-Waste	100	20
Total	**14,010**	**10,070**

Colby Phillips have also calculated the associated storage requirements to accommodate the above waste generation rates. The associated waste storage area has been configured to accommodate the size and number of waste receptacles detailed in **Table 11**.

Table 11: Waste Storage Room Capacity and Collection

Generator	Stream	Bin Receptacle			Total Storage Volume (L)	Collection Frequency/ Week	Provider
		Size (L)	No.	Type			
Commercial	General Waste	1,100	2	Skip	2,200	2	Private (Rear Lift)
	Comingled Recycling	660	1	Skip	660	1	
	Cardboard / Paper	1,100	1	Skip	1,100	2	

Generator	Stream	Bin Receptacle			Total Storage Volume (L)	Collection Frequency/ Week	Provider
		Size (L)	No.	Type			
	Food Organics	660	3	Skip	1,900	2	
	Recycled Deposit Container	240	1	MGB	240	1	
Residential	General Waste	1,100	6	Skip	6,600	1	Council (Rear-Lift)
	Comingled Recycling	1,100	5	Skip	5,500	1	
	Food Organics	660	3	Skip	1,980	1	Private (Rear-Lift)

The waste storage area is located on the ground level adjacent to the loading bay accessed from Storr Street. This will facilitate ease of presentation of bins on collection day. A rear-lift waste truck will be utilised and will reverse into the loading bay. Bins will be manoeuvred to the truck either by the waste contactor or building manager for loading.

4.8 Environmentally Sustainable Design (ESD) Initiatives

The development is committed to implementing a range of Best Practice sustainability initiatives. ESD advice has been obtained from Stantec who have provided a series of recommendations which have been accommodated where possible or will be able to be explored further through the detailed design and construction processes.

The building will achieve energy efficiencies largely through the utilisation of passive environmental design techniques. Thermal massing will be achieved through the use of high quality and durable materials, including face brickwork to the podium levels and rendered pre-cast concrete panels at the upper levels. Windows will also be suitably glazed to improve thermal performance.

Natural temperature control through cross-ventilation will be provided to the parking levels through the use of perforated screening to the easter, southern, and western elevations. The apartments will achieve some level of cross ventilation through the use of larger operable doors and windows, especially those associated with the primary balcony spaces. This will assist in providing natural temperature regulation of the open plan living and dining areas by capturing the prevailing winds for cross-ventilation purposes.

Passive solar design techniques are utilised where appropriate. Key west facing windows are recessed behind the balcony and shaded by the balcony above.

Solar panels are proposed to be located on the roof. This will provide a sustainable energy source to power lighting within the communal areas of the development. Additionally, lighting will be equipped with movement sensors for energy saving purposes and will utilise low-energy LED bulbs.

4.9 Landscaping

Landscaping will be provided at Level 3 surrounding the communal resident facilities. This landscaping will be located within deep soil planter boxes with a sufficient depth to accommodate a range of species including small trees.

An example planning palette has been provided which comprises:

- *Anigozanthos* 'Bush Diamond'
- *Dichondra Repens* 'Tom Thumb'
- *Hibbertia Scandens* 'Snake Vine'
- *Myoporum Parvifolium* 'Creeping Boobialla'
- *Ficus Benjamima* 'Weeping Fig'
- *Dianella Revoluta* 'Blueberry Lily'
- *Westringia Fruticosa* 'Coastal Rosemary'
- *Xerochrysum Bacteatum* 'Everlasting Daisy'
- *Casuarina Glauca* 'Cousin It'

4.10 Stormwater and Civil Design

Structural Systems have prepared a stormwater management report and civil design plans for the proposed development. The approach to stormwater management has been prepared taking into account the use of the site, the surrounding environment and best management practices for stormwater drainage.

Structural Systems have calculated the post-development flows. Based on these calculations, a 22,500-litre rainwater tank will be located in the south-western corner of the level 1 parking area. The tank will comprise of 20,000 litres for retention and the remaining is for overflow connection. The tank will be fitted with a filter and pump system, the details of which are to be determined, but will be to compliance with SA Water requirements and AS/NZS 3500.1:2021 Plumbing and Drainage. It is intended for rainwater captured by the tank will be plumbed to all levels for use in common area toilets, hot water system and to irrigation taps.

5 Procedural Matters

5.1 Planning and Design Code

In accordance with the requirements of the *Planning, Development and Infrastructure Act 2016* (PDI Act) and *Planning, Development and Infrastructure (General) Regulations 2017* (PDI Regulations), the relevant policy instrument for the assessment of this application is the Planning and Design Code, Version 2024.17 dated 12 September 2024 (the Code).

5.2 Policy Context

The Planning and Design Code identifies and applies policies for the assessment of development relative to each zone.

For each zone, policies and rules are identified and applied to classes of development within the zone, including by the application of policies within subzones and overlays that apply only in the area affected by the subzone/overlay, together with the relevant general development policies.

Table 12 below, provides a summary of the applicable zone, sub zone, overlays and general development policy sections that have been identified as applying to the subject land.

Table 12: Planning and Design Code Summary

Planning and Design Code Summary	
Version and Date	Version 2024.17 dated 12 September 2024
Zone	Capital City (CC) Zone
Sub Zone	Not Applicable
Overlays	Affordable Housing Overlay Airport Building Heights (Regulated) (All structures over 70 metres AHD) Overlay Building Near Airfields Overlay Design Overlay Hazards (Flooding – Evidence Required) Overlay Heritage Adjacency Overlay Noise and Air Emissions Overlay Prescribed Wells Area Overlay Regulated and Significant Tree Overlay
Technical Numeric Variations	Maximum Building Height (Metres) 53m

The zones, subzones, overlays and general development policies that apply may contain sections headed 'Procedural matters', including the requirement to notify certain applications for planning consent, and referrals to prescribed bodies.

Table 13 below, provide a summary of the procedural matters associated with the identified assessment pathway.

Table 13: Procedural Matters

Procedural Matters Summary	
Relevant Authority	State Planning Commission (SCAP)
Assessment Pathway	Code Assessed – Performance Assessed
Statutory Referrals	Government Architect or Associate Government Architect Environment Protection Authority City of Adelaide Adelaide Airport Limited
Public Notification	Not Applicable

The key policy context for the subject land is depicted in enclosed Zones and Building Height policy context maps contained in **Attachment B** and **C**.

5.3 Land Use and Nature of Development

In accordance with the definition of development as outlined within Part 1 Clause 4 of the PDI Act, the application herein comprises the following elements which themselves, comprise development:

- A change in use of the land.
- Building work.
- An act or activity declared by or under the regulations to constitute development.

The development is mixed-use in that it comprises more than one distinct land use. The proposed land uses are defined within Part 7 of the Code as follows:

- ***Residential Flat Building*** *- Means a single building in which there are 2 or more dwellings.*
- ***Dwelling*** *- Means a building or part of a building used as a self-contained residence*

- ***Shop*** *- Means:*

  (a) Premises used primarily for the sale by retail, rental, or display of goods, foodstuffs, merchandise or materials; or

  (b) A personal or domestic services establishment.

The communal uses identified on Level 3 are for the exclusive use of the residents of the building and shall therefore be treated as ancillary and subordinate to the residential flat building use and not standalone land uses in their own right.

In *Eliza Jane Investments Pty Ltd v City of Playford [2009] SASC 260*, the Supreme Court of South Australia has agreed that it is appropriate to deduce "*that where a part of the premises is used for a purpose which is subordinate to the purpose which inspires the use of another part, it is legitimate to disregard the former and to treat the dominant purpose as that for which the whole is being used*".

5.4 Relevant Authority

In accordance with Regulation 23 and Schedule 6 Clause 3 (1) of the PDI Regulations, as a development involving Development in the area of The Corporation of the City of Adelaide where the total amount to be applied to any work, when all stages of the development are completed, exceeds $10 million., the State Planning Commission is the relevant authority.

5.5 Assessment Pathway

The proposed development should be processed as a Code Assessed – Performance Assessed class of development, as it does not fall within any defined assessment pathway.

5.6 Public Notification

In determining whether public notification applies to the proposed development we have had consideration for Table 5 – Procedural Matters (PM) – Notification within the CC Zone. Table 5 excludes *"any kind of development where the site of the development is not adjacent land to a site (or land) used for residential purposes in a neighbourhood-type zone"* from public notification.

The site of the development is not adjacent land to a site (or land) used for residential purposes in a neighbourhood-type zone. Therefore, the development application is not required to undergo public notification.

5.7 Referrals

We have reviewed the various Overlays applicable to the site to determine whether any referral or concurrence from any relevant agency is applicable to the assessment. We have also reviewed the referral requirements outlined in Schedule 9 of the PDI Regulations and Part 9 of the P&D Code. **Table 14** below sets out the potential referral triggers warranting consideration.

Table 14: Relevant Statutory Referrals

Statutory Reference	Referral Body	Reason / Purpose	Applicable
The Code - Design Overlay	Government Architect or Associate Government Architect	Development within the area of the overlay located within the Corporation of the City of Adelaide where the total amount to be applied to any work, when all stages of the development are completed, exceeds $10,000,000.	Yes
The Code - Heritage Adjacency Overlay	Minister responsible for the administration of the *Heritage Places Act 1993*	Development that may materially affect the context of a State Heritage Place.	No
The Code – Part 9.1 Referrals	Environment Protection Authority	Change in the use of land to a more sensitive use on land at which site contamination exists or may exist.	Yes
PDI Regulations – Part 5, Regulation 23 (2)(b)	The Chief Executive Officer of the City of Adelaide	To provide a report (on behalf of the council) on the impact of the proposed development at the local level on: • essential infrastructure; • traffic; • waste management; • stormwater; • public open space; • public assets and infrastructure; • the impact on local heritage; or, • any other matter determined by the Commission.	Yes

6 Development Assessment

Based on our review of the relevant policies of the P&D Code contained within the CC Zone, relevant Overlays, and the General Development Policies section, we consider the following topics to be the key planning matters to be addressed in the assessment:

- Built form.
- Heritage interface.
- Dwelling design and configuration.
- Interface and amenity.
- Traffic and parking.
- Servicing and waste management.
- Environmentally sustainable design.

6.1 Built Form

The policy intent for the CC Zone, as outlined in Desired Outcome (DO) 1 and DO 2, is to establish the area as the state's economic and cultural hub, supporting a diverse mix of residential, employment, educational, community, and recreational uses. This mix will drive population and employment growth, enhancing the Zone's urban environment. High-intensity, large-scale development is central to this vision, with a focus on street walls that emphasise the city's distinctive grid layout. Ground-level non-residential uses are encouraged to activate the public realm, contributing to safety, inclusivity, and vibrancy. A strong emphasis is placed on the quality of design.

Specific policy attention is given to the relationship of built form to the public realm at the street level. PO 2.2 seeks that development enhances the public realm by creating attractive, human-scaled, pedestrian-friendly frontages at ground level, whilst maintaining pedestrian comfort and promoting an active public realm.

The proposed design by Bibbo Architects achieves this intent with activated retail frontages to Gouger and the southern portions of Oakley and Storr Street. Almost 60% of the buildings ground level presentation to all frontages will be glazed, achieving a high degree of visual interaction with the public realm. The glazed windows interspersed with masonry red brick and charcoal grey metallic cladding provide a high-quality material finish at the ground level (PO 2.2 (a)).

The apartment lobby entry, whilst located on a minor street (Oakley Street) frontage, will be visually distinguished by a recessed entry and raised canopy height creating a clear sense of address to the residential use, and offering primacy to the two (2) larger retail uses appropriately located on Gouger Street (PO 2.2 (c)).

A canopy projection of 0.5 metres above the footpath along the activated portions of the ground level will achieve a degree of protection to the pedestrian environment without unduly restricting solar access and open views from the street level (PO 2.2 (b)).

The development is located within an area with a mixture of existing building heights presenting to the street. These range from one to three storeys on Gouger Street and Morphett Stret to predominately single storey on Oakley Street and Storr Street.

The CC Zone provisions seek development that achieves contextual design response that manages differences in scale and building proportions, and if located in a low-rise context, are designed to achieve continuity with the local context and maintain the prevailing built form pattern (PO 3.1, PO 3.2 & PO 3.11).

A three (3) level podium heigh has been selected. We find that the proposed podium responds to this prevailing context, recognising the clear policy desire for uplift in building height in this location, and the taller building forms already evident on Gouger and Morphett Street. The relationship with the low-rise buildings to the north will be referenced by the ground level canopy height which follows the prevailing datum line of canopies evident on the adjoining cottages.

The Technical Numerical Value (TNV) and related Designated Performance Feature (DPF) 4.1 indicate a desired building height of 53 metres. The roof parapet height satisfies this policy; however, the rooftop plant and associated screening will exceed this height by 3.6 metres (to a height of 56.6 metres).

It is our view that the definition of "building height" provided within the Code intends for such features to be excluded from the calculation of a buildings total vertical height (emphasis added):

> ***Height*** *- Means the maximum vertical distance between the lower of the natural or finished ground level or a measurement point specified by the applicable policy of the Code (in which case the Code policy will prevail in the event of any inconsistency) at any point of any part of a building and the finished roof height at its highest point,* ***ignoring any antenna, aerial, chimney, flagpole or the like****. For the purposes of this definition, building* ***does not include any of the following:***
>
> *(a) flues connected to a sewerage system*
> *(b) telecommunications facility tower or monopole*
> *(c) electricity pole or tower*
> ***(d) or any similar structure****.*

Nevertheless, we understand that this interpretation is not shared by the authority, who during the PLP/DRP process have indicated this ancillary rooftop infrastructure should be included. In the event that our interpretation is incorrect, we remain of the view that the proposed height is acceptable, noting that exceedances are contemplated in certain circumstances (PO 4.2), such as:

- Where a high proportion of the ground floor street frontage is considered activated.
- Where higher occupant amenity through provision of private open space in excess of minimum requirements is achieved.
- The impact of the height exceedance is no greater that a building of the maximum height.

6.2 Heritage Interface

The subject land is located within the Heritage Adjacency Overlay. This is due to the site's location being adjacent to a local heritage listed building to the north, identified in the SA Heritage Places register as "former dwelling at 22 – 24 Oakley Street". The site is also proximate to other local heritage buildings along both sides of Oakley Street to the north, comprising of current and former attached 'cottage' dwellings.

The provisions of the Heritage Adjacency Overlay seek to ensure that the cultural values of heritage places are maintained, and adjacent development does not dominate, encroach, or unduly impact on the setting of those Places.

Heritage advice has been sought from Dash Architects and is contained in the Heritage Impact Assessment (HIA) accompanying the application. Dash Architects specialise in the provision of heritage architectural services and have been involved in the design development throughout the preliminary phases of the application.

Key excerpts from the HIA include:

> *The heritage place now forms the outer edge of the historic low scale residential 'central portion' of Oakley Street, that is 'bookended' at the Grote and Gouger Streets ends with high intensity and large-scale development ...*
>
> *The podium itself is articulated with a primary horizontal proportion (expressive of its three levels) and a secondary vertical proportion. The ground level ... includes a street awning and shopfronts that visually differentiate it. This podium design provides a progressive transition in scale between the tower over and the adjacent single storey Local Heritage Place."*
>
> *The design and materiality of the podium ... has drawn reference from the textures and materials within the site's locality.*
>
> *The provision of vehicular access adjacent the heritage place (off Oakley Street) provides the opportunity to setback the podium behind its façade, providing a transition and 'deference' to the setting of the heritage place.*
>
> *Collectively, these design measures provide a demonstrated contextual design response to the setting of the Local Heritage Place.*
>
> *Within this context, the proposed development is not considered to dominate, encroach on or unduly impact on the setting of the adjacent Local Heritage Place ...*

The HIA advice emphasises that the setting of the heritage place at 22-23 Oakley Street is influenced by its zoning and context, which includes increasing commercial and high-density residential development along Gouger and Grote Streets. The heritage building now forms the outer extent of a low-scale residential section, which is "bookended" by more intensive development at Gouger Street and Grote Street.

The proposed 16-storey development, while significantly taller than the heritage place, incorporates design measures to minimise visual impacts. These include a podium with a horizontal proportion, setbacks, and

materials such as red brick and sand-coloured precast that reflect the local character. The podium's design provides a visual transition in scale between the heritage building and the proposed development, ensuring the heritage place is not dominated or unduly impacted.

With consideration of this advice, we find that the development does not dominate, encroach on or unduly impact on the setting of the adjacent Local Heritage Place, and as such is consistent with DO 1 and PO 1.1 of the Heritage Adjacency Overlay.

6.3 Dwelling Design and Configuration

The proposed 107 apartments (dwellings) have been designed, positioned, and laid out to achieve a high level of occupant amenity. The General Development Policies – Design in Urban Areas provisions set out relevant policy guidance in respect to the issues of minimum floor area, private/communal open space provision and storage.

6.3.1 Dwelling Type and Floor Area

The Design in Urban Areas provisions seek that developments involving a large number of dwellings provide a variety of dwelling sizes to achieve diversity of housing, and that these dwellings are of a suitable size to cater for their occupants dependant on the number of bedrooms provided (PO 29.1).

The proposed development is focused on the provision of high-end apartment housing and therefore seeks to deliver larger footprint apartments of predominately two (2) bedrooms. Whilst focused on the upper end of the affordability scale, the development still delivers a broad range of typologies in order to cater for a diversity in the housing provision. The proposed apartments consist of:

- 12 x Studio apartments.
- 16 x One-bedroom apartments.
- 64 x Two-bedroom apartments.
- 15 x ≥Three-bedroom apartments.

These range in floor area from the smallest studio apartment at 42 square metres, to the largest penthouse at 302 square metres. All proposed apartments exceed the minimum floor area requirements outlined within DPF 29.1 of the Design in Urban Areas provisions. In the vast majority of cases, the exceedance is in the order of 20 - 30 square metres, indicating a high level of amenity and liveability for the future occupants.

6.3.2 Open Space Provision

Private open space (POS) will be delivered through large balconies located on the northern, eastern and western elevations of the building. The Code seeks that these areas are of a suitable size to cater for the needs of the future occupants and outlines the desired POS requirements in "Table 1 - Private Open Space" within the Design in Urban Areas module. This table sets out the following requirements relative to the number of bedrooms in the dwelling:

- Studio - 4.0 square metres/minimum dimension 1.8 metres.
- One-bedroom dwelling - 8.0 square metres/minimum dimension 2.1 metres.
- Two-bedroom dwelling - 11 square metres/minimum dimension 2.4 metres.
- Three-bedroom (+) dwelling - 15 square metres/minimum dimension 2.6 metres.

The proposed development satisfies these requirements in all cases. In fact, the design accommodates balconies which are typically well in excess of the minimum requirements with areas ranging from between 13 – 38 square metres.

In addition, a significant level of communal facilities are proposed. Located on Level 3, resident facilities will be available including:

- 3 x studio spaces.
- A gym.
- 2x dining rooms each with kitchens.
- A meeting room.
- Lounge and library area.
- Storage.
- Pet wash facilities.

In addition, a significant level of communal open space will be provided via the outdoor terrace. A total of 609 square metres of communal open space is proposed here, with landscaped planter boxes surrounding outdoor seating and dining areas.

The Design in Urban Areas provisions recognise that private open space can be supplemented by communal space, but this space should be designed to provide high levels of amenity, of sufficient area to cater for multiple groups, and does not impinge upon the acoustic amenity or privacy of other dwellings within the building.

The proposed approach, whereby an entire building level is dedicated to communal space achieves this intent. The position at Level 3, below the residential levels, will ensure that the privacy and amenity of the dwellings is not affected. All residents will have good accessibility to the space via the lift core. The extent of terrace landscaping and potential for deep soil zones will ensure a high level of amenity for the outdoor space and a degree of wind protection. The recessed location of outdoor entertainment areas below the upper building levels will enable the use of these spaces during inclement weather.

6.3.3 Resident Storage

Storage for the occupants is provided via a mixture of in-apartment storage and external storage in the form of lockers located within the parking levels. The Design in Urban Areas provisions (PO 28.4 and DPF 28.4) of the Code outline the following desired storage rates:

- Studio: not less than 6.0 cubic metres.
- One-bedroom dwelling / apartment: not less than 8.0 cubic metres.
- Two-bedroom dwelling / apartment: not less than 10 cubic metres.
- ≥ Three-bedroom dwelling / apartment: not less than 12 cubic metres.

The proposal exceeds this criterion with every apartment providing storage in excess of the requirements just in respect to the in-apartment storage. The external storage lockers within the parking areas are intended the provide additional surplus storage. The storage lockers are not currently assigned to any particular dwelling.

6.4 Interface and Amenity

The proposal introduces a new land use to the subject land. We have therefore considered the interface effect on sensitive development located on adjoining land. In such circumstances, the provisions of the Code seek to ensure that new development is appropriately designed and configured to minimise and manage its effects on the locality.

6.4.1 Noise

The Interface Between Land Uses policy of the Code seeks to ensure that noise generated by new development does not unreasonably impinge upon the amenity of sensitive receivers within the locality (Interface between Land Uses PO 4.1/DPF 4.1).

Noise impacts that may be generated by the proposed development will primarily relate to retail customer use, resident activity, vehicle movement, and plant and equipment. The noise generated by retail customers, residents and associated activities are an accepted feature within the locality and contemplated to occur by the provisions of the CC Zone which encourage these types of land use.

The noise from the car park associated with the apartments is expected to be sporadic and not significantly different to noise from vehicles on the adjacent road network. Furthermore, the carparking is proposed to be located within the building and therefore covered and enclosed, which will assist in reducing noise comparative to the existing open parking on the site.

The activity of waste collection and loading for both the apartments and the retail use has the potential to generate noise that effects amenity. The Code seeks that development is designed and sited to not unreasonably impact the amenity of adjacent sensitive receivers through on-site manoeuvring of service and delivery vehicles, and plant and equipment (Interface between Land Uses PO 4.2).

For waste collection, the Environment Protection (Noise) Policy 2007 effectively restricts private collection (as distinct to public collection occurring at the same time as other residential dwellings) to between 7.00 am and 7.00 pm Monday to Saturday and not on public holidays or Sundays. The private waste collection services for the development will be restricted to these hours.

The mechanical plant and services have not yet been fully designed at this stage, as is common at the Planning Consent phase of a project. The design of the ventilation and air conditioning systems will be finalised at the detailed design phase of the project with respect to compliance with relevant standards and requirements.

The plant deck located on the building's roof is proposed to be noise attenuated with the provision of an acoustic screen and will incorporate noise attenuation treatment to all exhaust systems and any other plant and equipment positioned on the roof.

The site is located within the Noise and Air Emissions Overlay. This Overlay provides additional policy in respect to the design and construction of sensitive development in proximity to transport related noise and air emission sources. This policy is primarily focused on sensitive development located adjacent to a Designated Road corridor. The provisions seek to ensure that new development within these sensitive locations is protected from adverse impacts of noise and air emissions (Noise and Air Emissions Overlay DO 1, PO 1.1/DPF 1.1). The Noise and Air Emissions Overlay, in conjunction with the National Construction Code, mandates the application of the Ministerial Building Standard MBS 010 – Construction requirements for the control of external sound (MBS 010) in those circumstances.

Gouger Street is not a Type A, B or R Designated Road. Nevertheless, the applicant is aware of the requirements of MBS 010 which, where appropriate, will be incorporated and addressed at the construction drawing and the detailed design stage. The proposed scheme for the purpose of planning consent is consistent with the requirements.

6.4.2 Overlooking

A key interface effect typically associated with taller building forms is the potential for overlooking and the privacy and amenity implications this can have on adjacent and nearby sensitive uses. The General Development Policies within the Code provide guidance seeking that development mitigates direct overlooking from upper-level windows to habitable rooms and private open spaces of adjoining residential uses and utilises design techniques such as screening to achieve this (Design in Urban Areas PO 10.1/DPF 10.1, PO 16.1).

It is essential to note that the relevant provisions of the Code on this issue focus on sensitive development within neighbourhood-type zones. Adjoining development, whilst sensitive, is located within the CC Zone. As articulated in Zone DO 2, the overarching purpose of the CC Zone is to facilitate high intensity and large-scale development. This policy intent intrinsically accepts the possibility for a degree of overlooking between developments, as is common in higher-density residential forms. The policy seeks to mitigate the degree of this effect to the extent that overlooking is not deemed unreasonable.

In the context of the Zone intent and expectations of the General Development Policies, we find that any overlooking resulting from the development is in accordance with what is reasonably anticipated to occur by the Code.

6.4.3 Overshadowing

The other key interface effect typically associated with taller building forms is that of overshadowing. Some overshadowing is common within built form and policy contexts where higher density development is contemplated to occur. The General Development Policies within the Code seek that the overshadowing effects are appropriately mitigated and restrained specifically in their effect on private open space areas and habitable rooms (Interface between Land Uses PO 3.1, PO 3.2, PO 3.3).

Similarly, most of the Code policy relating to Overshadowing relates to circumstances where the adjoining development is located within a "neighbourhood-type zone". Therefore, adjoining development in this circumstance is not afforded the same degree of policy protection from the effects of overshadowing as would typically apply in a low-rise residential context.

For example, there is no quantitative policy guidance on the number of hours of direct winter sunlight which should be achieved for dwellings in the CC Zone. The policy (Interface between Land Uses PO 3.2 (b)) is more qualitative in nature for these Zones, and seeks that overshadowing is "managed", taking a more flexible position reflective of the intention to facilitate more intensive residential development forms outside of low rise residential (neighbourhood-type) areas.

Overshadowing effects of development are typically benchmarked on the 21 June (winter solstice), as the shortest day of the year where the ecliptic path of the sun is lowest in the sky, and the shadows cast by built form are therefore the greatest. The position of the sun in the sky during winter months is to the north. Shadow Diagrams have been prepared by Bibbo Architects (refer Drawing No. TP800), detailing the shadow effects of the development on this day.

As depicted, shadow cast by the development will be towards Gouger Street to the south. The nearest residential private outdoor space is located to the north and will therefore maintain its current access to sunlight during the morning to early afternoon period on the 21 June. As such, the degree of overshadowing is unlikely to affect local residential amenity and in any case is intrinsically contemplated by the relevant policy and deemed acceptable.

6.5 Traffic and Parking

Advice has been sought from traffic engineering consultants Phil Weaver & Associates in respect to transport and parking related matters. Their advice accompanies the application in the form of a Traffic and Parking Report. We have considered that advice in the preparation of our assessment against the relevant provisions of the Code undertaken herein.

The provisions of the Transport, Access and Parking module within the General Development Policies provides relevant guidance on the issues of access, movement, pedestrian safety, parking provision, and bicycle parking as is relevant to the proposal.

6.5.1 Access and Movement

Passenger vehicle access to the development is intended to be provided via a new double-width crossover at the northern end of the site's Oakley Street frontage. Service vehicle movements will be via an extended existing crossover on Storr Street. The separation of passenger and service vehicle movements is supported by the relevant provisions of the Transport, Access and Parking module (PO 1.3).

The passenger vehicle entry on Oakley Street will be controlled via a roller door. This will be setback approximately 4.0 metres from the edge of kerb, allowing sufficient space for vehicles exiting the site to idle and check sightlines to the north and south before exiting.

A roller door entry to the upper deck parking levels is proposed to be setback from the kerbside. From the site boundary a 6-metre-long flat area will lead to a ramp to the first parking level. The ramp will have a maximum grade of 1 in 5, and transitions at the top and bottom of 2 metres in length with a grade of 1 in 8.

6.5.2 Vehicle Parking Provision

The Traffic, Access and Parking provisions of the Code provide guidance on typical parking requirements for various land uses. Areas within the City of Adelaide subject to the Capital City zoning are determined by the Code to be a "designated area", subject to reduced parking requirements. In such a scenario, the Code does not require the provision of vehicle parking for any class of development or land use. As such, any on-site vehicle parking provided is in excess of the Code requirements.

The applicant has elected to provide 68 on-site vehicle parking spaces. These will be for the exclusive use of residents only and will be assigned to specific dwellings, which are yet to be determined.

6.5.3 Bicycle Parking Provision

The Traffic, Access and Parking provisions of the Code also provide guidance on typical parking bicycle requirements for new development. The following rates apply for this development:

- Residential component of a multi-storey building. Within the City of Adelaide 1 for every dwelling for residents with a total floor area less than 150 square metres, 2 for every dwelling for residents with a total floor area greater than 150 square metres, plus 1 for every 10 dwellings for visitors, and in all other cases 1 space for every 4 dwellings for residents plus 1 space for every 10 dwellings for visitors.
- Shop - 1 space for every 300m^2 of gross leasable floor area plus 1 space for every 600m^2 of gross leasable floor area for customers.

The proposed development comprises73 apartments below 150 square metres in area, 34 apartments in excess of 150 square metres, and retail use with a combined floor area of 514 square metres. To meet the Code requirements the development would need to provide a total of 154 on-site bicycle parking spaces in the form of:

- 2 spaces for the retail land use components.
- 141 spaces for the residents.
- 11 visitor parking spaces.

A total of 56 bicycles will be provided within the bicycle store. Whilst this falls below the rate desired by the Code, we note that the proposed development is focused on the provision of high-end apartment housing and therefore seeks to deliver larger footprint apartments of predominately two (2) bedrooms. We considered that the large format apartments offer sufficient space to accommodate additional bicycle storage within the dwelling. It is not uncommon for in-apartment storage to be preferred by residents in such developments for improved security purposes.

6.6 Servicing and Waste Management

Waste Management Plan has been prepared by Colby Phillips Advisory. This assessment has identified that:

- Waste will be stored within the bin storage area and service area on the eastern side of the building site to be accessed by a roller door on the Storr Street side of the building,
- Collection of waste associated with the residential component of the subject development will be undertaken by private waste contractor,
- General waste, organics and recycling collections will typically be undertaken by a rear lift rigid body truck with a length a potentially 10 metres which would potentially be able to reverse into the building from Storr Street.

In accordance with General Development Policies – Design in Urban Areas PO 1.5 and PO 11.3, the waste storage areas are appropriately enclosed within the built form to eliminate the amenity and visual effects typically associated with such areas. Furthermore, the storage areas are appropriately positioned internally within the development to maintain separation from the sensitive areas of apartments and retail activities.

The Traffic and Parking assessment by Phil Weaver & Associates include turnpath diagrams identifying the ability of various design vehicles to be reversed into the proposed waste and service area on the eastern side of the subject development from Storr Street. This modelling indicates that a range of medium to large rigid body vehicles would be able to complete such movements without the need for drivers to make multiple turns.

6.7 Environmentally Sustainable Design

In order to deliver on environmentally sustainable design (ESD) principles the development will utilise a mixture of active and passive environmental design techniques, which accord with the relevant guidance provided within the General Development Policies of the P&D Code.

In line with the General Development Policies for Design in Urban Areas, buildings should incorporate climate-responsive techniques and features, such as optimising building and window orientation, using eaves, verandas, shading structures, water harvesting systems, ground-level landscaping, green walls, green roofs, and photovoltaic cells (PO 4.3). Additionally, developments should be sited and designed to maximise passive environmental performance, reducing energy consumption and minimising reliance on mechanical systems for heating and cooling (PO 4.2). Sustainable design techniques, including window orientation, shading structures, water harvesting, and green walls, should also be integrated, along with roof designs that facilitate rainwater tanks, green roofs, and the use of photovoltaic cells (PO 14.2).

The ESD design principles guiding the preparation of the design are documented within the accompanying Sustainability Statement, prepared by Stantec. Thermal massing will be achieved through the use of high-quality and durable materials, including face brickwork and pre-cast concrete. Windows will also be suitably glazed to improve thermal performance.

Stantec consider the development to present a significant increase in sustainable design and energy efficiency against minimum practice. Associated carbon emissions from energy use will be significantly reduced and further eliminated through the consideration of low-carbon construction elements. Reductions in resource consumption such as water and waste, improved internal environment quality and considered urban design elements will all serve to increase the resilience and sustainability of the development. The outlined initiatives will also future proof the site, allowing residents to better respond to rapidly changing conditions due to climate change.

Natural temperature control through cross-ventilation will be provided to the parking levels through the use of perforated screening to the easter, southern, and western elevations. The apartments will achieve some level of cross ventilation through the use of larger operable doors and windows, especially those associated with the primary balcony spaces. This will assist in providing natural temperature regulation of the open plan living and dining areas by capturing the prevailing winds for cross-ventilation purposes.

Passive solar design techniques are utilised where appropriate. The roof and balcony design maximises the application of eaves/canopies across the development, providing extensive shading to key habitable room windows. Solar window treatments will be applied to windows where appropriate to reduce heat and glare during summer months and promote heat retention during winter months.

A low solar absorptance roof will be applied to reduce both solar gain and the urban heat island effect. Solar panels are proposed to be located on the roof. This will provide a sustainable energy source to power lighting within the communal areas of the development. Additionally, lighting will be equipped with movement sensors for energy saving purposes and will utilise low-energy LED bulbs.

Reuse of retained water is also intended, which will be filtered and pumped for reuse in common area toilets, hot water system and to irrigation taps for planting areas on Level 3.

7 Conclusion

In summary, the proposed development has substantial planning merit when assessed against the relevant provisions of the Capital City Zone, Overlays and the General Development Polices section of the Planning and Design Code, Version 2024.17 dated 12 September 2024, to warrant Planning Consent. Summarily, we note that the development:

- Delivers an exceptional architectural outcome, which reflects the primacy of the location and establishes high-quality precedent for future development in the locality.
- Has been designed with consideration of and the adjacent heritage character and taken steps to ensure that it does not dominate, encroach on or unduly impact on the setting of the adjacent Local Heritage Place.
- Delivers a range of dwelling types, all of which meet or exceed the qualitative requirements in respect of floor area, private open space provision and storage.
- Will meet the expectations of the Code in respect of interface and amenity effects, in the context of the uplift and high-intensity of development anticipated to occur in this location.
- Provides vehicle parking and access arrangements which meet the relevant Australian Standards and are appropriately located and designed to minimise effect on the local road network.
- Provides bicycle parking of a sufficient level to meet the needs of the development, with consideration of the large format apartments provided and the ability for in-apartment bicycle storage to occur to supplement the provision of bicycle parking within the communal storage area.
- Has been informed by relevant expert advice in respect to service engineering requirements and its likely waste generation, storage and collection needs.
- Presents a significant benefit in environmentally sustainable design initiatives and energy efficiency against minimum practice.

For these reasons and with consideration of the assessment herein, it is our conclusion that the proposed development warrants the granting of Planning Consent.

Greg Vincent FPIA
MasterPlan SA Pty Ltd

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Attachment A

Planning Context

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Subject Site

Local Heritage Place

State Heritage Place

Street Tree

Planning Context

162 - 168 Gouger Street
ADELAIDE

for Square Mile Properties

1:1000 @ A3

0 20

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Attachment B

Zone Plan

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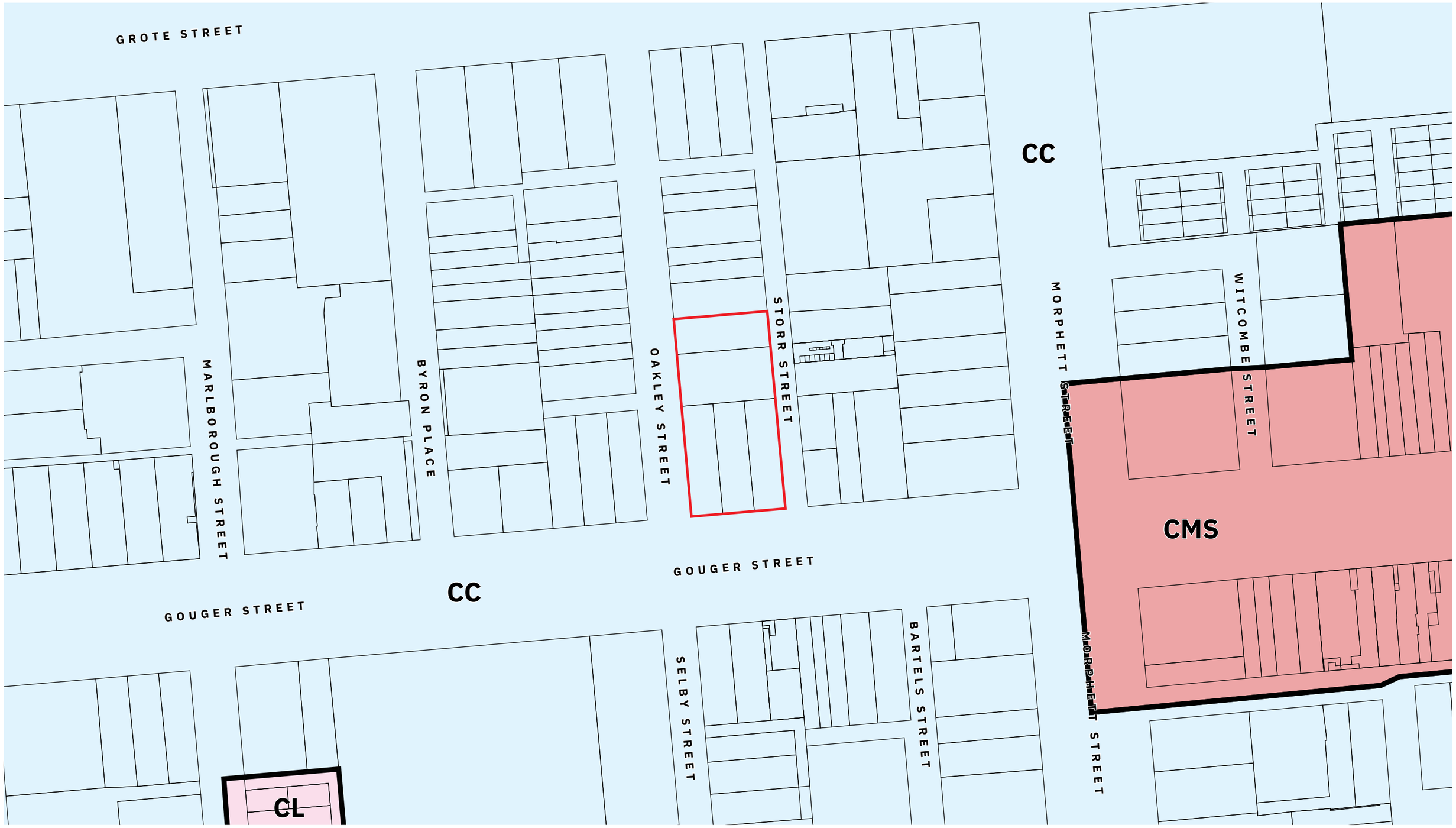

Subject Site

CC Capital City Zone

CMS City Main Street Zone

CL City Living Zone

Zones

162 - 168 Gouger Street
ADELAIDE

for Square Mile Properties

1:1000 @ A3
0 20

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Attachment C

Building Height Policy

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Subject Site

53 Maximum Building Height (metres)

Maximum Building Height Boundary

Building Height Policy

162 - 168 Gouger Street
ADELAIDE

for Square Mile Properties

1:1000 @ A3
0 20

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