

# 162-168 Gouger Street, Adelaide

## Heritage Impact Assessment

DA244615 Issue –

23.08.24

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## 1.0 Introduction

DASH Architects has been engaged by the applicant to provide heritage advice for the proposed redevelopment of 162-168 Gouger Street, Adelaide (the Project Site). The site is adjacent a Local Heritage Place located at 22-24 Oakley Street, Adelaide.

DASH Architects' engagement on this project has extended to the provision of heritage advice during the design phase, to assist the project's response to the relevant provisions of the Heritage Adjacency Overlay. DASH Architects' advice during the design phase was summarised in our Interim Heritage Commentary dated 12.04.24.

This Heritage Impact Assessment has now been prepared to accompany the application, assessing the proposal against the relevant provisions of the Heritage Adjacency Overlay.

DASH Architects was founded in 1964, and has established itself as one of South Australia's leading practices specialising in the provision of heritage architectural services.

Over the past 60 years DASH Architects has established a reputation as one of the State's leading architectural practices in the following specialist heritage fields:

- Heritage Conservation
- Heritage Assessment and Impact Assessment
- Heritage Advisory Services
- Heritage Policy Development
- Condition and Compliance Audits
- Adaptive Reuse
- Conservation Management Plans
- Expert Witnessing, and
- Professional Desktop Historical Archaeological Services.

Our expertise extends across the full range of historic character and heritage listings to include:

- Historic Character
- Local Heritage Places
- State Heritage Places
- State Heritage Areas
- Commonwealth Heritage Places (including Defence), and
- National Heritage Places.

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This Heritage Impact Assessment has been based on the following documentation prepared by Bibbo

<b>DWG No</b>	<b>DWG Title</b>	<b>Date</b>
TP000	DRAWING LIST	30/07/2024
TP001	AREA SCHEDULES	30/07/2024
TP005	LOCALITY PLAN	30/07/2024
TP100	DEMOLITION PLAN	30/07/2024
TP100	GROUND FLOOR PLAN	30/07/2024
TP101	LEVEL 1 FLOOR PLAN	30/07/2024
TP102	LEVEL 2 FLOOR PLAN	30/07/2024
TP103	LEVEL 3 FLOOR PLAN	30/07/2024
TP104	LEVEL 4,6&8 FLOOR PLAN	30/07/2024
TP105	LEVEL 5,7&9 FLOOR PLAN	30/07/2024
TP110	LEVEL 10 FLOOR PLAN	30/07/2024
TP111	LEVEL 11 FLOOR PLAN	30/07/2024
TP112	LEVEL 12 & 14 FLOOR PLAN	30/07/2024
TP113	LEVEL 13 FLOOR PLAN	30/07/2024
TP115	LEVEL 15 FLOOR PLAN	30/07/2024
TP116	ROOF PLAN	30/07/2024
TP200	WEST & SOUTH ELEVATIONS	30/07/2024
TP201	EAST & NORTH ELEVATIONS	30/07/2024
TP400	WEST & SOUTH SECTIONS	30/07/2024
TP800	SHADOW DIAGRAMS	30/07/2024
TP900	3D VIEWS SHEET 1	30/07/2024
TP901	3D VIEWS SHEET 2	30/07/2024
TP902	3D VIEWS SHEET 2	30/07/2024

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## 2.0 Site Context

### 2.1 Locality Zoning

The Subject Site is bound by three streets (Oakley, Gouger and Storr Streets) and consists of 5 land parcels:

- a) 168 Gouger Street Adelaide (CT5083/168)
- b) 162-166 Gouger Street Adelaide (CT5604/494) – Plan Parcel F181106AL264
- c) 162-166 Gouger Street Adelaide (CT5604/494) – Plan Parcel F181105AL263
- d) 162-166 Gouger Street Adelaide (CT5604/492)
- e) 162-166 Gouger Street Adelaide (CT5604/493)

The Subject Site is located within the Capital City Zone of the City of Adelaide, with a TNV maximum building height of 53m.

The site is located adjacent a Local Heritage Place (22-24 Oakley St, Adelaide) and as a result the northern most land parcel (e) is subject to a Heritage Adjacency Overlay.

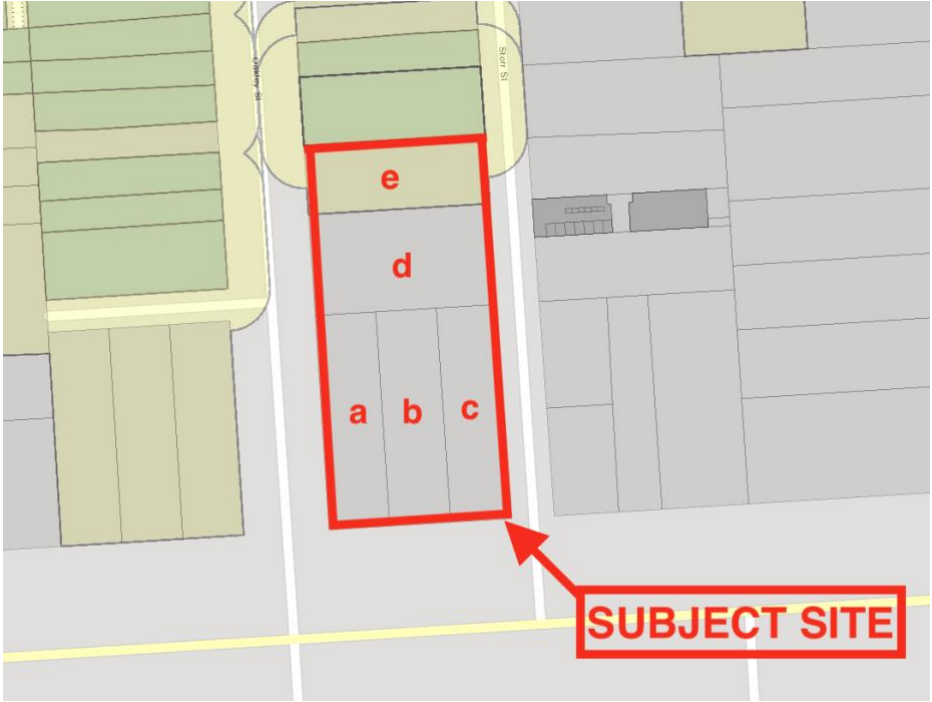


Figure 1: Subject Site, with Local Heritage Places identified in teal and Heritage Adjacency Overlay in yellow.



Figure 2: Subject Site viewed from intersection of Gouger and Oakley Streets

## 3.0 Surrounding Character

The Subject Site is located on the northern side of Gouger Street, west of Morphett Street. The site also fronts two smaller streets: Oakley and Storr Streets.

The primary context of the Subject Site is Gouger Street (west of Morphett Street), that the Adelaide Design Manual (City of Adelaide) identifies as a Local Street. The Manual notes:

*A Local Street usually has a mix of residential and commercial uses, with a focus on its residential character and a complementary mix of amenities and retail to support this at the ground level, such as cafés and local services.*

*The materials and furnishings used in a Local Street reinforce the local character, location and uses, and should be distinctive to the area. Heritage materials should be cherished...*

*Local Streets will see a greater amount of change over time, so design should focus on creating a comfortable, people-scaled environment which encourages opportunities for social interaction, and encourages walking and cycling.*

The Design Outcome for the Capital City Zone is also relevant when considering the future character of Gouger Street, which notes:

*DO1 A zone that is the economic and cultural focus of the state supporting a range of residential, employment, community, educational, innovation, recreational, tourism and entertainment facilities generating opportunities for population and employment growth.*

*DO2 High intensity and large-scale development with high street walls reinforcing the distinctive grid pattern layout of the city with active non-residential ground level uses to positively contribute to public safety, inclusivity and vibrancy. Design quality of buildings and public spaces is a priority in this zone.*

The Technical & Numeric Variation (TNV) height limit for the site is 53m.

Oakley and Storr Streets are identified as Small Streets or Laneways in the Adelaide Design Manual (City of Adelaide). The Manual notes for these streets:

*Small Streets and Laneways are the smaller spaces in the city, adding to the city's detail and interest and fine-grained network, and provide convenient connections to the greater pedestrian network of the city... The Small Streets and Laneways in North Adelaide, the south-east and the south-west of the city have a very different character... Because they are so different, the design for these streets is explored on a case by case basis, but all of these types of streets should be designed to encourage use and social interaction.*

Oakley and Storr Streets have distinctly different character.

### 3.1 Oakley Street

Oakley Street extends from Gouger Street through to Grote Street. The central portion of Oakley Street is characterised by low scale historic row cottages, many of which are Local Heritage listed. This character differs from that at the ends of the street where side wall returns of commercial premises fronting Gouger and Grote Streets predominate.



Figure 3: Low scale historic character to Oakley Street



Figure 4: Commercial character of Oakley Street to northern (Grote Street) end



Figure 5: Commercial character of Oakley Street to southern (Gouger Street) end.

## 3.2 Storr Street

Storr Street is primarily characterised by rear or side frontages of properties that address Morphett, Grote, Gouger and Oakley Streets.



Figure 6: Storr Street looking south towards Subject Site



Figure 7: Storr Street looking north towards Grote Street

### 3.3 Materiality

While the locality is characterised by both low scale historic residential dwellings and commercial buildings, there is some commonality in the local materials palette, that includes:

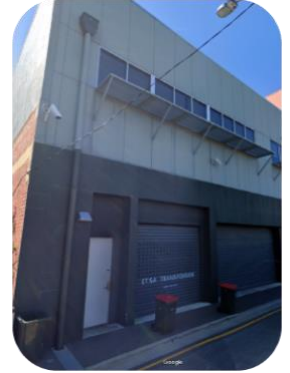
Red brick, both historic and contemporary



Rendered Masonry



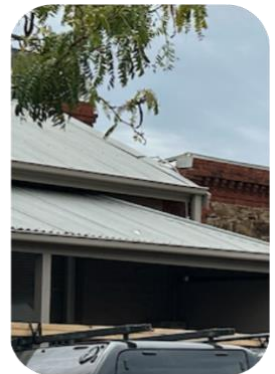
Concrete Block /  
panel



Bluestone with  
sand coloured  
pointing



Corrugated Iron





## 4.0 Adjacent Local Heritage Place

### 4.1 Description of Heritage Place

The Heritage Adjacency Overlay is enlivened over the northern most land parcel of the site due to its proximity to Local Heritage Place located at 22-24 Oakley Street.

The 2008 City of Adelaide Heritage Survey, that formed the basis of this listed, provided the following assessment of heritage values for the place:

#### Description

*A typical single-storey worker's cottage in a row of similar dwellings. This is a double-fronted symmetrical cottage, the main construction is of bluestone with red brick quoins to door and window surrounds. The hipped roof of corrugated galvanised iron runs north-south and is hidden behind a low brick parapet that features dentils. Red brick chimney is simply detailed. Door and windows are timber-framed: windows are double-hung sash featuring multi-paned leaves, door is panelled timber. There is a hipped concave verandah to the front elevation set on timber posts: it is evidently a modern addition, in keeping with contemporary building practice.*

*The south wall that abuts onto a car park is in disrepair. Wide sheet metal is fastened to the roof edge and overlaps the top of the wall to act as reinforcement. There are invasive creepers, including variegated ivy. This wall shows the remains of a fireplace and chimney that was positioned in this part of a party wall to no. 24. Chimney was demolished by mid 1992.*

*The assessment includes the essential original form of the building beneath the hipped roof, particularly the face stonework to the front elevation with the brick quoins, parapet and door and window surrounds, also the timber-framed door and windows. It also includes the front verandah although this is a later addition.*

*The assessment does not include the later additions to the rear, detailing of the northern and southern elevations, nor the interior.*

*The cottage retains a near-original appearance from the street*

#### Statement of Heritage Value

*This item is of heritage value because it is a scarce remainder of an early bluestone worker's cottage that retains much of its original fabric, retains its original form and features and character of the early residential occupation of the area. It illustrates several key themes in the city's history: 2.4 City Dwellers: Householders, Boarders and Tenants; 4.3 Development of the Building Industry, Architecture and Construction; 4.5.2 Victorian Houses (1870s to 1890s); 4.6 Heritage and Building Conservation; 4.7.1 Adaptive re-use.*

Criteria

- (a) *it displays historical, economical or social themes that are of importance to the local area which was once predominantly residential.*



Figure 8: 22-24 Oakley Street Adelaide, Local Heritage Place

## 4.2 Setting of Heritage Place

Historically, development along Oakley Street was divided into three portions: a northern and southern end, where sites fronted Grote and Gouger Streets respectively, and a central portion where sites fronted Oakley Street. These portions were separated by laneways that ran between Oakley and Storr Street. In this historic layout, 22-24 Oakley Street is located generally centrally within the central portion, as evident in the 1880 Smith Survey below (Figure 9). Historic images of the locality suggest sites fronting Oakley Streets were primarily residential, while sites fronting Grote and Gouger Streets appear to be a mix of both residential and commercial land uses.

This pattern of development remains generally legible in the 1935 aerial image of the locality (Figure 10).

The 1992 aerial image of the site (Figure 11) shows sites fronting Grote and Gouger Streets having been mostly redeveloped for commercial use. Notably, the two sites to the south of 22-24 Oakley Street have also redeveloped for commercial use, in addition to the loss of the laneway that separates the Gouger Street properties from the central Oakley Street residential cottages. In this arrangement, 22-24 Oakley Street now defines the southern edge of the historic residential portion, rather than being more centrally located as was historically the case.

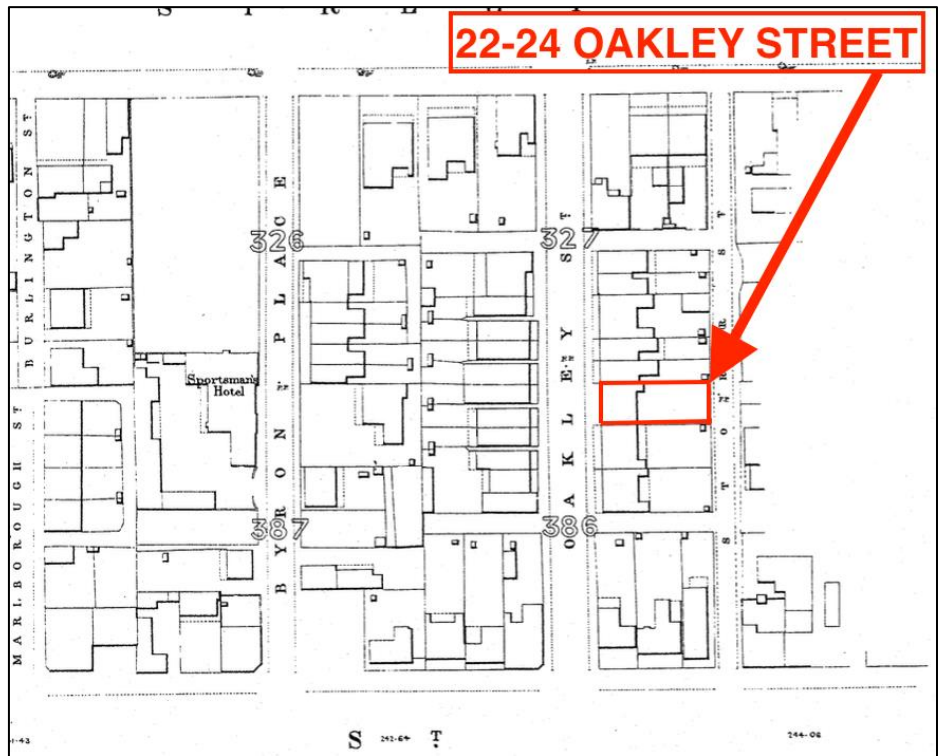


Figure 9: Adjacent Local Heritage Place (22-24 Oakley Street), 1880 Smith Survey



Figure 10: Adjacent Local Heritage Place (22-24 Oakley Street), 1935



Figure 11: Adjacent Local Heritage Place (22-24 Oakley Street), 1992

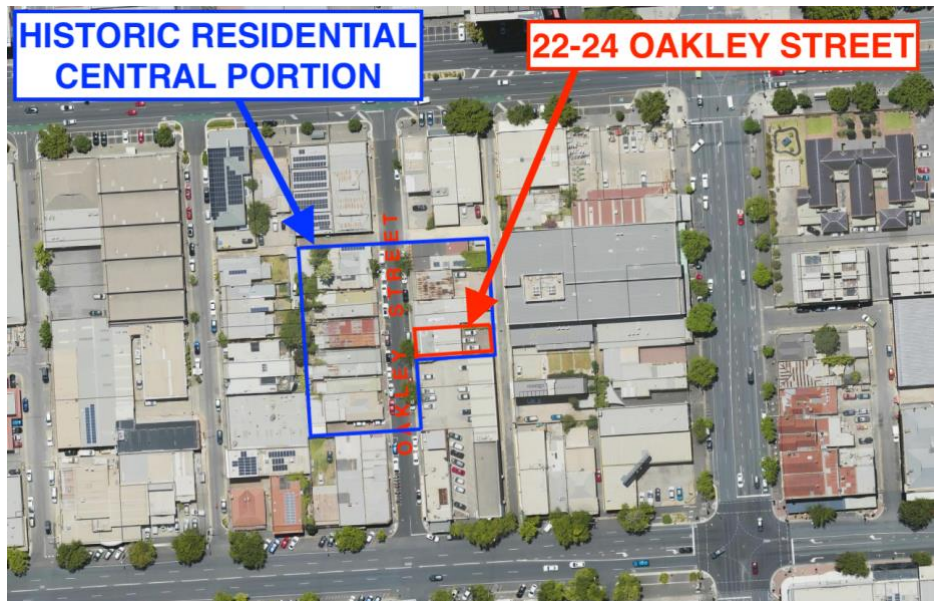


Figure 12: Adjacent Local Heritage Place (22-24 Oakley Street), 2024

The zoning within which the heritage place is located also influences its setting, as it informs the scale and nature of development envisaged within the locality. The site's location on the outskirts of the Central Business District has seen increasingly intensive commercial and high-density residential development being undertaken along Gouger and Grote Streets within the broader context of the Project Site. Commercial development has encroached into the 'central residential portion' of Oakley Street (to the south of the Local Heritage Place). This pattern of development has resulted in the current streetscape character as noted in Section 3.0 of this assessment.

The current planning framework for the site sees it located within the Capital City Zone of the City of Adelaide, with a TNV maximum building height of 53m. This Zone has been identified as *the economic and cultural focus of the state* [DO1] with *high intensity and large- scale development with high street walls* [DO2] envisaged.

The historic pattern of development discussed above, and the current zoning, now defines the setting of the Local Heritage Place located at 22-23 Oakley Street. 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 in response to the locality's intended economic and cultural focus.

## 5.0 Proposed Development

The proposed development consists of a 16 storey (53m) with roof plant (56.6m) mixed use building accommodating 104 dwellings and 67 carparking spaces. The building includes a three storey (12m) podium that accommodates retail, services and building access at the ground floor level, with levels 1 and 2 accommodating above ground carparking.

The podium has been designed with a horizontal proportion, using a finer-grain articulation and use of materials forming a series of vertically proportioned stepped panels of precast and masonry. Carpark access is off Oakley Street, where the podium has been setback at its interface with the Local Heritage Place.

A recessed storey provides a transition between the podium and the tower over, which utilises a visually 'lighter' architectural expression with a more vertical proportion.



Figure 13: Proposed development, corner of Gouger and Oakley Streets Source: Bibbo



Figure 14: Proposed development, Oakley Street frontage showing Local Heritage Place to left. Source: Bibbo



Figure 15: Proposed development, Oakley Street interface with Local Heritage Place. Source: Bibbo

## 6.0 Previous Authority Advices

The project has participated in two Pre-Lodgement Panel (PLP) and two Design Review Panel (DRP) sessions. Authority feedback relevant to this Heritage Impact Assessment has included:

## 6.1 Pre-Lodgement Panel Advice

Matters noted in PLP#2 minutes:

<b>Comment</b>	<b>Response / Comment</b>
<p><u>Site Layout</u> Support for activation of uses at the ground plane, vehicular accesses to secondary streets, service area size intended to cater for future shop tenancies, and communal open space on a separate level from dwellings.</p>	
<p><u>Architectural Expression and Materiality</u> Provide additional detail on external materials and finishes (material schedule and annotated elevations) considering high quality, durable materials that will require minimal maintenance.</p>	<p>Additional detail on materials has been provided, including use of sand coloured precast concrete</p>
<p>Consider the ground floor architectural/material expression along Storr Street and the Oakley Street car park entry and bike store with respect to the Local heritage place</p>	<p>Refinement of design at interface of LHP has occurred, including increased use of masonry</p>
<p><u>Heritage Adjacency</u> 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.</p>	

## 6.2 Design Review Panel

Matters noted in DRPO#2 minutes:

<b>Comment</b>	<b>Response / Comment</b>
<p><u>Built Form and Height</u> I support the proposed overall building height.</p>	
<p><u>Ground Plane and Access</u> I support the consideration of the varied streetscape characters to inform the arrangement of uses on the ground floor. To this end, I support the residential pedestrian entry on Oakley Street, commercial entries and active uses on Gouger and Oakley Streets and servicing access on Storr Street.</p>	<p>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.</p>
<p><u>Architectural Expression and Materiality</u> I acknowledge the design intent to seek cues from the immediate context in relation to materiality, colour and texture of the podium element. I also acknowledge the use of the 'super-grid' as a conceptual ordering device for the upper built form.</p>	<p>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.</p>
<p>I recommend further development and refinement of the architectural expression and materiality in relation to the... articulation and material treatment of the north podium wall with a view to reflect the detailed consideration of the Gouger Street and Oakley Street frontages and respond to the LHP and fine grain streetscape character to the north</p>	



## 7.0 Heritage Impact Assessment

The Desired Outcome of the Heritage Adjacency Overlay seeks:

### Desired Outcome 1

*Development adjacent to State and Local Heritage Places maintains the heritage and cultural values of those Places.*

Performance Outcome 1.1 provides policy guidance of how this is to be achieved:

*Development adjacent to a State or Local Heritage Place does not dominate, encroach on or unduly impact on the setting of the Place.*

The extent to which a proposal may *dominate, encroach on or unduly impact* on the setting of any adjacent place is informed by several factors, including:

- The setting and context of the Heritage Place
- The heritage values of the place, any important views, vistas or curtilages associated with its setting
- The nature and scale of development envisaged adjacent the heritage place
- Design measures used to provide a transition or contextual design response to the setting of the adjacent heritage place.

Each of these is considered in more detail below.

## 7.1 The Setting and Context of the Heritage Place

Section 4.2 of this assessment undertook a detailed analysis of the setting of the Local Heritage Place located at 22-24 Oakley Street, noting:

*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 in response to the locality's intended economic and cultural focus.*

The proposed development is consistent with this setting.

## 7.2 The Heritage Values of the Heritage Place

The Desired Outcome for the Overlay provides the parameters by which any impacts to the setting of the Heritage Place are considered, namely the *maintenance of the heritage and cultural values of the heritage place.*

The 2008 City of Adelaide Heritage Survey assessed the heritage and cultural values of 22-24 Oakley Street to be:

- *a scarce remainder of an early bluestone worker's cottage that retains*

- much of its original fabric, retains its original form and features and character of the early residential occupation of the area*
- *It illustrates several key themes in the city's history: 2.4 City Dwellers: Householders, Boarders and Tenants; 4.3 Development of the Building Industry, Architecture and Construction; 4.5.2 Victorian Houses (1870s to 1890s); 4.6 Heritage and Building Conservation; 4.7.1 Adaptive re-use*
  - *importance to the local area which was once predominantly residential*

These heritage values remain unaffected by the proposed development.

## 7.3 Envisaged Development

At 53m in height, the proposed development is consistent with the TNV height limit for the site. The proposed use and intensity of development is consistent with the zone intent that accommodates *the economic and cultural focus of the state* [Zone DO1] with providing an outcome that is *high intensity and large- scale development with high street walls reinforcing the distinctive grid pattern layout of the city.* [Zone DO2]

For these reasons the scale, intensity and use of the proposed development is consistent with that envisaged for the site and the Zone.

## 7.4 Design Measures

Unlike other heritage and historic character Overlays within the Planning and Design Code, the Heritage Adjacency Overlay provisions do not specifically seek a 'contextual design response' to the setting or context of an adjacent heritage place. Rather, the Overlay speaks to the maintenance of its heritage values with broad reference to avoiding adverse 'visual impacts' (ie *not dominate, encroach or unduly impact on the setting of the Heritage Place*) within the context of development envisaged within the locality.

At 53m (16 storeys) in height, the proposed development is notably taller and more visually prominent than the adjacent single storey Local Heritage Place. The proposal has incorporated a range of design measures to assist in mitigating adverse visual impacts associated with this disparity, including:

### Building Height and Form

The overall massing of the proposal has been articulated into two primary elements: a three storey podium with tower over. A recessed 'transitional storey' provides visual separation between these elements. The façade of the tower is generally setback from the podium, and incorporates balconies to the northern, eastern and western facades. The overall form and architectural expression is balanced, with the podium providing a strong visual base to the proposal.

The podium itself is articulated with a primary horizontal proportion (expressive of its three levels) and a secondary vertical proportion. The ground level, that accommodates large areas of retail frontage to Oakley Street, includes a street awning and shopfronts that visually differentiate it

from the carpark levels over. This podium design provides a progressive transition in scale between the tower over and the adjacent single storey Local Heritage Place.

Both ODASA and PLP support the design approach to the proposal's height and form.

#### Setbacks

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. This approach also maintains open views of the façade of the heritage place along Oakley Street.

The tower component is also setback approximately 5.7m from the northern boundary interface with the heritage place, and 3m from the western (Oakley Street) frontage. Balconies within these setbacks visually 'soften' the overall massing of the proposal, and its transition in scale to the adjacent Local Heritage Place.

Both ODASA and PLP support the proposed setbacks.

#### Materiality

The design and materiality of the podium was updated following feedback from ODASA, and has drawn reference from the textures and materials within the site's locality. The podium's design includes panels of :

- red brick (common in the locality)
- sand coloured precast (that shares characteristics with the sand coloured pointing commonly used on local bluestone walls)
- charcoal metal louvers (that share characteristics with corrugated iron roofs within the locality).
- Metal cladding (that shares characteristics with concrete block and panelled facades within the immediate locality)

Both ODASA and PLP sought additional detail on the proposed materials, that I understand has been provided in the final lodgement package, that DASH Architects has provided input to.



Figure 16: Proposed development, Oakley Street interface with Local Heritage Place. Source: Bibbo



Figure 17: Proposed development, Oakley Street interface with Local Heritage Place. Source: Bibbo

Collectively, these design measures provide a demonstrated contextual design response to the setting of the Local Heritage Place. The overall visual bulk and scale of the proposal has been mitigated through the use of a three storey podium that establishes a more compatible scale to the adjacent heritage place, and the remainder of Oakley Street. The setbacks associated with the carpark entry ensures views of the heritage place frontage are not encroached upon, and when coupled with the upper level setbacks provide transition in scale between the two buildings. The articulation and proportion of the podium, coupled with proposed materiality, draws reference for the immediate locality, and provides a ‘finer grained’ architectural response to the setting of the heritage place.

## 7.5 Summary of Assessment

Performance Outcome 1.1 seek development adjacent the Local Heritage Place to not *dominate, encroach on or unduly impact on* its setting in order to *maintain its heritage and cultural values*. The above assessment notes:

- Setting: the proposed development is consistent with the setting of the heritage place, that forms the outer edge of 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 in response to the locality’s intended economic and cultural focus
- Heritage Values: The heritage values of the Local Heritage Place, as an example of an early bluestone workers cottage, remain unaffected by the proposed development
- Envisaged Development: The scale and nature of the proposed development is consistent with that envisaged on the site, and are supported by ODASA and PLP, and
- Design Measures: The proposed development incorporates a range of contextual design measures that mitigate its visual bulk and scale, respond to the prevailing character of the locality, and provide a transition in scale to the adjacent 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*, and as a result is considered to be consistent with Performance Outcome 1.1 of the Heritage Adjacency Overlay.