



# **PLANNING REPORT**

## **SOCIAL HOUSING**

8 HOCKING PLACE, ADELAIDE

Prepared for:  
**Superfund Obenox Pty Ltd**

Date:  
**20.12.2024**

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## 1. EXECUTIVE SUMMARY

<b>Location</b>	8 Hocking Place, Adelaide SA 5000
<b>Current Land Use</b>	Store
<b>Zone</b>	Capital City Zone
<b>Subzone</b>	City Frame Subzone
<b>Overlays</b>	Airport Building Heights (Regulated) (Structures over 80m AHD) Affordable Housing Building Near Airfields Design Heritage Adjacency Hazards (Flooding – Evidence Required) Noise and Air Emissions Regulated and Significant Tree
<b>Technical Numeric Variations (TNVs)</b>	Maximum Building Height (Metres) 29m
<b>Development</b>	Demolition of existing building and construction of a residential flat building containing 36 dwellings to be offered as social housing through an Eligible Rental Provider
<b>Elements</b>	Residential flat building
<b>Assessment Pathway</b>	<i>Code Assessment – Performance Assessed</i>
<b>Public Notification</b>	Notification is required: building height exceeds the maximum building height specified in Capital City Zone DPF 4.1.
<b>Referrals</b>	Adelaide Airport Limited Government Architect Environment Protection Authority City of Adelaide Chief Executive Officer
<b>Planning and Design Code Version and Date</b>	December 5, 2024 (Version 2024.22)
<b>Relevant Authority</b>	State Planning Commission

## 2. INTRODUCTION

This report has been prepared to accompany an application by Superfund Obenox Pty Ltd (**Applicant**) for planning consent to construct a multi-level residential flat building (**the proposed building**) comprising thirty-six dwellings (100% percent affordable / social housing) at 8 Hocking Place, Adelaide (**Site**).

In preparing this report, we have:

- inspected both the Site and its locality;
- participated in the Department for Housing and Urban Development's (**DHUD**) Pre-Lodgement Panel (**PLP**) service on two occasions;
- identified and subsequently reviewed what we consider to be the most pertinent policies of the Planning and Design Code (**Code**);
- had regard to the *Planning, Development and Infrastructure Act 2016* (**Act**) and to the *Planning, Development and Infrastructure (General) Regulations 2017* (**Regulations**);
- examined the Architectural Drawings prepared by Tectvs in **Appendix 1**;
- reviewed the supporting documents, including:
  - » Summary of Sustainability Initiatives report prepared by Summation in **Appendix 2**;
  - » Waste Management Plan prepared by Colby Philips Advisory in **Appendix 3**;
  - » Civil / stormwater plan prepared by Structural Systems in **Appendix 4**; and
  - » Preliminary Site Investigation in **Appendix 5**.

### 3. BACKGROUND

#### 3.1 Pre-lodgement Panel meetings

The Applicant elected to participate in the PLP case management process offered by, DHUD. This involved:

- PLP #1 held on Monday, September 9, 2024; and
- PLP #2 held on Wednesday, October 30, 2024.

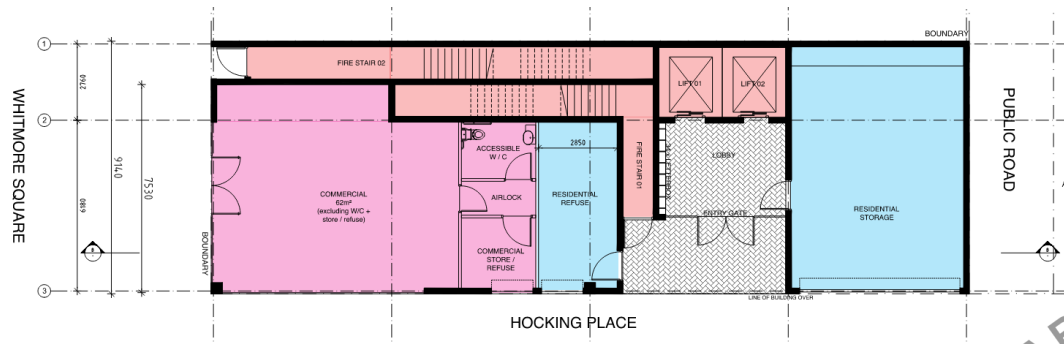
The conversations which transpired during both the PLP meetings focused (amongst other things) on:

- the internal building layout and occupant amenity;
- the materiality and design of the tower and its impact on the adjoining State and Local Heritage Places;
  - » the Site is in the Heritage Adjacency Overlay for 70 Whitmore Square, which includes Local and State Heritage listed buildings as detailed below:
    - William Booth Home (Local Heritage Place 1601 and part of State Heritage Place 13450) – the two-level red brick building facing Hocking Place; and
    - Salvation Army Hostel (former Bushmen's Club) (State heritage place 13450) – the two-level red brick building facing Hocking Place and the two bluestone buildings.
- the provision of 100% affordable housing to be offered exclusively as social housing; and
- overall building height, applicability of the building height criteria in PO 4.2 of the Capital City Zone (**Zone**), the Desired Outcomes of the Zone and local context.

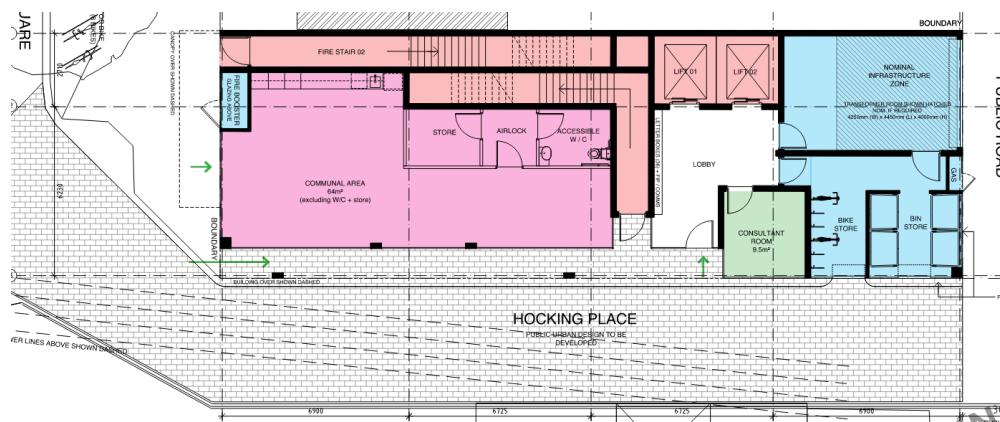
In response to the constructive feedback provided as part of the PLP process, the design of the development has evolved in a positive manner and includes the following key improvements:

- Improved ground floor activation by:
  - » increasing the extent of glazing along Hocking Place and reconfigure the communal resident area on the Ground Floor to facilitate a better connection with the public realm and improve Ground Floor activation;
  - » providing a 1100mm Ground Floor setback from Hocking Place to widen and improve the pedestrian environment and general walkability within the public realm;
  - » decrease in the total area of the resident lobby and reorientation of the resident consult room on the Ground Floor to provide greater opportunities for activation.
- Improved occupant amenity by including:
  - » reorientation of balconies on Level 11 – 13 to achieve northern sunlight access;
  - » reorientation and increased balcony area for Apartment 01 on Level 1 – 10; and
  - » inclusion of integrated planted boxes with landscaping to Level 4 apartment balconies.
- Improved architectural design by:
  - » inclusion of a clearly defined podium measuring 4 building levels in height to reference the scale of adjoining buildings, including State and Local Heritage Places;
  - » provision of a high quality material palette utilising white precast concrete panels including precast panels with geometric language to northern facade, blue glazed brick within podium levels, perforated screens with artwork to shield waste collection areas, and high quality glazing for windows and active frontages; and
  - » reorientation of the balconies on Level 11 – 13 to the northern side of the building to reduce the bulk of the upper levels when viewed from the north and west.

**Figure 3.1 PLP #1 Ground Floor configuration**



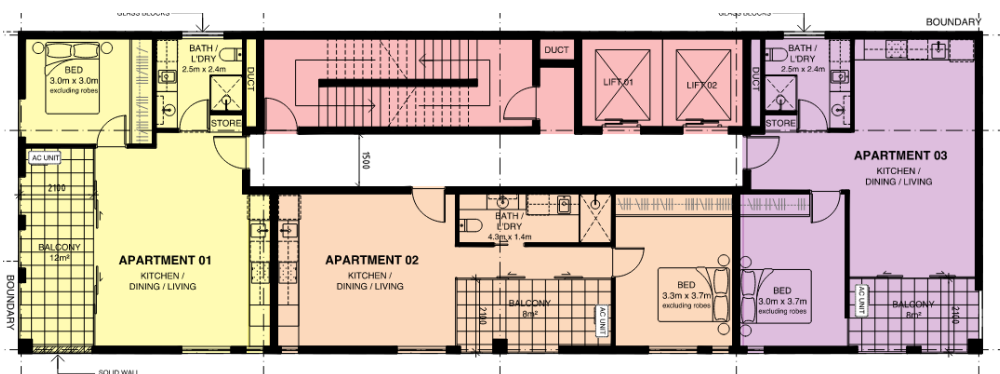
**Figure 3.2 Proposed building Ground Floor configuration**



**Figure 3.3 PLP #1 Typical apartment floor layout (1-bedroom levels)**

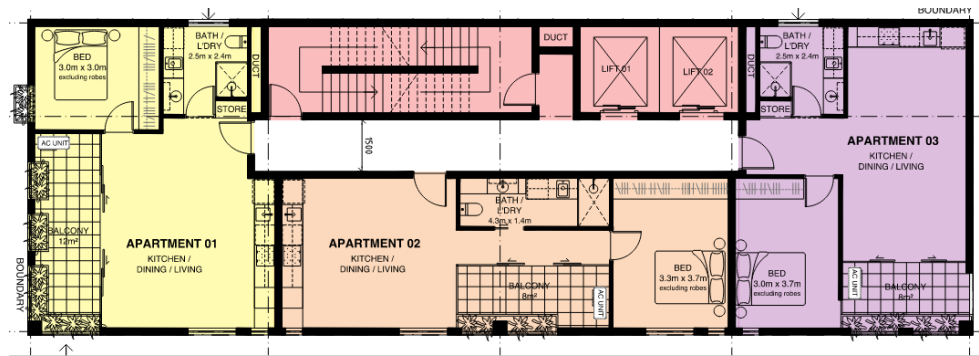


**Figure 3.4 Proposed building typical apartment floor layout (1-bedroom levels)**





**Figure 3.5** *Proposed building typical apartment floor layout Level 4*



**Figure 3.6** *PLP #1 typical apartment floor layout (2-bedroom levels)*



**Figure 3.7** *Proposed building typical apartment floor layout (2-bedroom levels)*



## 4. SPATIAL ATTRIBUTES

### 4.1.1 The Site

The Site is formally described as Allotment 355 Filed Plan 182817 in Certificate of Title Volume 6052 Folio 749, or otherwise commonly known as 8 Hocking Place, Adelaide.

The Site measures approximately 250m<sup>2</sup> and is bound to the south, east and west by public roads with frontage to each public road as follows:

- Primary frontage (west) to Whitmore Square: 8.94m;
- Secondary frontage (south) to Hocking Place 27.25m; and
- Rear frontage to a public laneway measuring 8.94m.

Having regard to the site, the following is noted:

- the site is rectangular in shape, has an east / west orientation and is generally flat;
- the site contains a single-storey building which is currently used as a residence;
  - » the existing building is neither a State or Local Heritage Place;
- on-site parking is providing for one car (accessed via Hocking Place);
- there are no easements or encumbrances affecting the site; and
- there are no regulated or significant trees on or near the site.

#### **4.1.2 Locality**

Having regard to the locality, the following is noted:

- the locality comprises a mix of land uses, including office and retail tenancies, as well as residential flat buildings, row dwellings, a SA Power Networks substation and public open space;
- buildings in the immediate vicinity of the site the range from one to four levels in height, and, when considered in the context of the policies of the Code, depart to a significant extent from the desired yield and height outcomes sought by the Capital City Zone and the adjacent City Living Zone.
  - » the locality is expected to undergo significant transformation in near future noting that the Salvation Army intend to develop the adjacent land to the south;
- existing development 'framing the Square' includes the Bohem Apartments building which measures 74 metres tall and is within a maximum building height TNV of 22 metres;
- Whitmore Square has a significant influence on the local character and amenity providing high quality open space that is accessible to the general public and supporting various passive recreation activities and natural landscape amenity; and
- the congregation of social housing along and within the vicinity of Hocking Place contributes to the overall social fabric of the locality.

#### **4.1.3 Whitmore Square**

Whitmore Square was one of six squares laid out by Colonel William Light in his 1837 Plan of the City of Adelaide. Of those original squares, only Whitmore Square in Adelaide and Wellington Square in North Adelaide retain the configuration given to them in Light's Plan. Neither has been dissected by roads, unlike other squares that have succumbed to the demands of increasing vehicular traffic.

Whitmore Square was named after William Wolryche Whitmore MP (1787–1858) who was a Whig member of the British House of Commons and a spokesperson for liberal causes such as the abolition of slavery. He also opposed the use of convict labour and was concerned to provide employment opportunities for working people. Whitmore was a founding member of the South Australian Association, which lobbied for the establishment of the colony of South Australia.

In many ways Whitmore's interests in the social conditions of vulnerable people have been reflected in the land use and occupation of Whitmore Square as it developed over time, commencing with its early and continuing role as a gathering place for Aboriginal people. It was a particularly prominent meeting place for Aboriginal people in the 1930s and 1940s. Much of the Aboriginal population resident in Adelaide during this period were in the west of the city, which provided affordable housing and access to places of cultural significance in the Park Lands to the west and south of the City.

Whitmore Square, uniquely of all the squares, has maintained a strong sense of community with the focus remaining on the square itself as a nucleus for recreation and local events for example the Vegan Food Festival, art fairs showcasing local artists and musical talent, Christmas light shows and the

annual Whitmore Criterium cycling event. Various recreation facilities were established by Council including a Giant Chess Board, a basketball court and public art.

The character of the neighbourhood has always been predominantly working-class housing with local services being provided to assist in the difficulties experienced by residents during periods of economic hardship. The Square has a very long history in providing housing and services to many different low income and vulnerable communities eg 'Afghan' cameleers who migrated to South Australia during the nineteenth century who worshipped at the mosque and lived in nearby cottages. Services for people at risk and on the margins of society have a long-standing presence including: the Anglican Church; St Vincent De Paul Society Men's Crisis centre; Chinese Welfare Services; the Salvation Army which has run a Sobering Up Unit for many years and the Warrondi Engage and Link Day program plus accommodation of various types until its demolition recently to as part of a strategic property review. A number of Community Housing organisations also provide social housing around the Square including: Service to Youth Council; Adelaide City Council; Unity Housing; SA Housing Trust.

## 5. PROPOSED DEVELOPMENT

The Proponent intends to secure planning consent to construct a residential flat building consisting of 36 dwellings. The Ground Floor of the building will contain communal areas for residents of the building, including a resident consult room for use by mobile consultants.

All 36 dwellings (i.e. 100%) will be provided as social housing (i.e. affordable housing) through an Eligible Rental Provider.

### 5.1 Affordable Housing

*Affordable housing* is defined in Part 7 – Land Use Definitions as follows:

*"[Means} housing that meets the relevant criteria for 'affordable housing' as determined by the Minister responsible for the South Australian Housing Trust Act 1995 (SAHT Act) under Regulation 4 of the South Australian Housing Trust Regulations 2010."*

Pursuant to Regulation 4 of the SAHT Act, the relevant criteria for '*affordable housing*' are:

#### *"2. Determination of Criteria*

- (1) *Land or a dwelling that is the subject of an application or policy to which this Notice applies will fall within the concept of affordable housing for the purposes of Regulation 4 of the Regulations if the developer/owner of the land or dwelling has a Legally Enforceable Obligation in place to ensure:*

(a) ...

(b) *that the land or dwelling will be sold to an Eligible Rental Provider for the purpose of that Eligible Rental Provider making the land or dwelling available for affordable lease or rent; or*

(c) ...

*or the Minister otherwise determines, in the Minister's absolute discretion, that the land or dwelling constitutes affordable housing for the purposes of Regulation 4 of the Regulations."*

Pursuant to Regulation 4 of the SAHT Act, an '*Eligible Rental Provider*' means:

#### *"3. Definitions*

- (2) *"Eligible Rental Provider" means:*

(a) *the South Australian Housing Trust; or*

(b) *a community housing provider (however described) that is registered under a law of, or under a scheme administered by, a State or Territory of the Commonwealth of Australia, including the Community Housing Providers National Law set out in Schedule 1 of the Community Housing Providers (National Law) (South Australia) Act 2013 (SA); or*

- (c) a person (natural or corporate) approved to provide affordable rental under the 'National Rental Affordability Scheme'; or
- (d) a person (natural or corporate) subject to an affordable housing facilitation agreement with a Minister, or an instrumentality of the Crown in right of the State of South Australia; or
- (e) any class of persons, declared from time to time by the Minister.

As previously stated, the proposed building will include 100 percent *affordable housing* (in the form of social housing) through an *Eligible Rental Provider*.

## 5.2 Building configuration

The proposal includes a total of 36 dwellings and communal spaces for residents on the Ground Floor with the floor level compositions further detailed in Table 5.1 below:

**Table 5.1** *Floor level configurations*

Building Level	Floor plan composition
Ground Floor	<ul style="list-style-type: none"> <li>Communal area for residents including storeroom and accessible amenity facility</li> <li>Resident lobby</li> <li>Resident consult room</li> <li>Waste storage room</li> <li>Bicycle store</li> </ul>
Level 1 – 10	<ul style="list-style-type: none"> <li>Three x 1-bedroom apartments</li> </ul>
Level 11 – 13	<ul style="list-style-type: none"> <li>Two x 2-bedroom apartments</li> </ul>
Roof	<ul style="list-style-type: none"> <li>15kw photovoltaic panel system</li> </ul>

Each building level within the tower will be accessed via a centrally located and consolidated core comprising 2 lifts and 1 fire egress stair.

## 5.3 Building Height

The building will have a maximum height of 46.30 metres above existing ground level (88.80 AHD) when measured to the highest part of the roof.

## 5.4 Architectural Expression

The contemporary building design includes:

- a podium consisting of four building levels, broken up into:
  - » four vertical sections that reinforce the fine-grain detailing and functions of the Ground Floor internal spaces to Whitmore Square and Hocking Place;
- a tower form, articulated through:
  - » white precast concrete panels with geometric patterning to the north elevation to articulate the lift core and boundary wall;

- » architectural precast concrete panels to other building facades providing chamfer detail to express vertical and horizontal proportions of the tower.

## 5.5 Accommodation Typologies

The particulars of the dwellings are as follows:

- 30 x 1-bedroom dwellings measuring 52m<sup>2</sup> to 54m<sup>2</sup> on floor area;
  - » balconies range from 8m<sup>2</sup> to 12m<sup>2</sup> in area;
- 6 x 2-bedroom dwellings measuring 82m<sup>2</sup> in area;
  - » balconies measure 11m<sup>2</sup> in area.

All dwellings are designed to achieve high levels of amenity, including long-range outlooks, natural light and ventilation and independent kitchen, bathroom and laundry facilities.

## 5.6 Access and Parking

### 5.6.1 Access and Arrival Sequence

Pedestrian access is attainable via Whitmore Square and Hocking Place, noting that:

- direct access is provided to the Ground Floor Velo communal area via Whitmore Square;
- the lobby has access from Hocking Place and provides internal access to the resident consult room and bicycle parking area; and
- the proposed pedestrian link along Hocking Place supports east / west pedestrian movement through the Site and enhances the pedestrian experience along Hocking Place.

### 5.6.2 Bicycle Parking

The proposed development will accommodate 6 bicycle parking spaces within the secured area on the Ground Floor.

### 5.6.3 Car Parking

The proposed development does not include on-site parking for cars.

## 5.7 Waste

The Waste Management Plan for the development has been prepared by Colby Phillips and is attached as **Appendix 4**.

## 5.8 Civil Works and Stormwater

We refer to the stormwater report prepared by Structural Systems in **Appendix 4** and note that the proposed development will:

- not increase the extent of impervious surfaces within the confines of the site;
- directed rainwater harvested from the roof to a 10kL underground rainwater tank for reuse in the building, with overflow being discharged to the street water table.
- discharge from the site will be an equivalent volume to that of the pre-development conditions, which will be accommodated via the existing stormwater drainage system; and
- have a finished floor level set at 300 millimetres above the adjacent top of kerb level.

## 5.9 Sustainability

The Applicant seeks to prioritise sustainability by committing to:

- an average of 7.5 Stars NatHERS rating to be achieved across the proposed building;
- all electric, gas free development which supports long-term decarbonisation in lieu of fossil-fuel reliance, as renewable energy contributions to the grid increase over time;
- 100% renewable electricity to be supplied for the lifetime of the building, thereby making the building Net Zero Energy from day one;
- an embedded solar panel network installed on the roof of the proposed building that will provide renewable energy directly into the building's electrical systems;
- use high-performance double glazing to reduce heat ingress, and include shading and screens to control glare and indoor environmental quality;
- installation of water efficient tap fittings to all dwellings;

The combined sustainability initiatives to be incorporated in the development are supported by Nathan Lawry of Summation, and in his opinion, represent a substantial additional gain in sustainability when measured against the minimum standards legislated in Section J of the National Construction Code.

The full extent of sustainability inclusions is outlined in the report prepared by Summation and appended in **Appendix 2**.

## 5.10 Site Suitability

The Preliminary Site Investigation (PSI) is included in **Appendix 5**.

The investigation uncovered that:

- the site history suggests that previous 'activities of interest' within 60m of the site could have resulted in potentially contaminating activities, however none of these activities were a 'classified' activity pursuant to Practice Direction 14;
- the proposed residential use will have no access to underlying soils, meaning there are limited complete source-pathway-receptor linkages that will exist following site redevelopment.
- the overall risk of site contamination is low, however potential pathways may exist for construction workers during development and necessary steps should be taken to manage risks associated with exposure.

## 6. PROCEDURAL MATTERS

At the time of preparing this report, the relevant version of the Code was gazetted and subsequently consolidated on December 5, 2024 (Version 2024.22).

### 6.1 Zone and Overlays

The subject site wholly within the confines of the Capital City Zone (**Zone**) and the City Frame Subzone (**Subzone**).

The following Overlays apply to the Site:

- Airport Building Heights (Regulated) (All structures over 80 metres AHD)
- Affordable Housing
- Building Near Airfields

- Design
- Heritage Adjacency
- Hazards (Flooding – Evidence Required)
- Noise and Air Emissions
- Prescribed Wells Area
- Regulated and Significant Tree

The Site is also subjected to the following Local Variations (TNVs):

- Maximum Building Height (Metres) (Maximum building height is 29m)

## 6.2 Verification

For the purposes of regulation 31(1)(a), (b) and (c) of the Regulations, the following applies:

**Table 6.1** *Verification snapshot*

Verification matter	Comment
Nature of Development	Demolition of existing building and construction of a residential flat building comprising 36 dwellings to be offered as social housing via an Eligible Rental Provider
Elements	Residential flat building
Category of Development	Code assessed – Performance assessed
Relevant Authority	State Planning Commission

### 6.2.2 Relevant Authority

The State Planning Commission (**Commission**) is the relevant authority, noting that:

- Clause 3(1) of Schedule 6 of the Regulations identifies the types of development that the Commission are the relevant authority for, which includes:  
*“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 total amount to be applied to any work, when all stages of the development are completed, exceeds \$10 million.

### 6.2.3 Council Referral

Pursuant to regulation 23(1)(b) of the Regulations, the Commission must give the Chief Executive Officer of the City of Adelaide (‘the Council’) an opportunity to provide a report on technical matters as prescribed in regulation 23(3) which includes:

- (a) *the impact of the proposed development on the following at the local level:*
- (i) *essential infrastructure;*
  - (ii) *traffic;*
  - (iii) *waste management;*
  - (iv) *stormwater;*

- (v) public open space;
- (vi) other public assets and infrastructure;
- (b) the impact of the proposed development on any local heritage place;
- (c) any other matter determined by the Commission and specified by the Commission for the purposes of subregulation (2)(b).

In the absence of a Practice Direction being issued by the Commission, we submit that no other matters are prescribed for the purposes of sub-regulation (2)(b) and as such, any commentary provided by the Council on matters not prescribed should be disregarded.

#### 6.2.4 Overlay Referrals

The site is subjected to the following overlays that may require a referral, pursuant to Section 122(1) of the Act, in accordance with regulation 41(1) to a body prescribed in Schedule 9 of the Regulations.

We submit the following comments in relation to the relevant referral triggers of each overlay:

**Table 6.2** *Referral triggers*

Overlay	Referral (Y/N)	Comment
Airport Building Heights (Regulated)	Yes	The building is greater than 80 metres AHD in height.
Affordable Housing	Yes	The proposal purports to include 100% affordable housing through an Eligible Rental Provider.
Design	Yes	The proposal relates to development within the Corporation of the City of Adelaide with a development cost exceeding \$10,000,000, therefore referral is required to the Government Architect.
Prescribed Wells Area	No	The proposal does not comprise a class of development listed in the Procedural Matters (PM) – Referrals table of the Overlay.

#### 6.2.5 EPA referral

The application must also be referred to the Environment Protection Authority, as the proposed development involves a more sensitive land use, pursuant to Schedule 9 of the Regulations and Part 9.1 of the Code.



### 6.3 Public Notification

Pursuant to section 107(6) of the Act, the Code may exclude specified classes of development from the requirement to undergo public consultation. Accordingly, *Table 5 – Procedural Matters (PM) – Notification (Table 5)* of the Zone prescribes the following relevant matters:

**Table 6.3** *Table 5 – Procedural Matters (excerpt)*

Class of Development (Column A)	Exceptions (Column B)
2. Any development involving any of the following (or of any combination of any of the following):  (f) residential flat building	Except development that exceeds the maximum building height specified in Capital City Zone DTS/DPF 4.1.

Having considered Item 2 in Table 5, we make the following comments:

- The site is adjacent land to a site (or land) used for residential purposes in a neighbourhood-type zone; and
- The proposed development exceeds the maximum building height specified in Capital City Zone DTS/DPF 4.1.

The proposal is therefore required to be notified pursuant to section 107(3) of the Act.

## 7. ASSESSMENT AGAINST PLANNING AND DESIGN CODE

*Part 1 – Rules of Interpretation, Policies – Desired Outcomes and Performance Outcomes* of the Code establishes that Desired Outcomes (DOs) and Performance Outcomes (POs) are the applicable policies to *performance assessed* development.

It is also worth noting that some POs have a standard outcome that is considered to satisfy the corresponding PO, referred to as Designated Performance Features (DPFs). The Rules of Interpretation within Part 1 of the Code state the following in relation to DPFs (underlining our emphasis):

*“A DPF provides a guide to a relevant authority as to what is generally considered to satisfy the corresponding performance outcome but does not need to necessarily be satisfied to meet the performance outcome and does not derogate from the discretion to determine that the outcome is met in another way, or from the need to assess development on its merits against all relevant policies.”*

As a result of the above, the assessment below focusses on the applicable DOs and POs and may only refer to the DPF in instances where it assists in the exercise of discretion.

### 7.1 Overlay Assessment

#### 7.1.1 Airport Building Heights (Regulated)

The site is subject to an Obstacle Limitation Surface (**OLS**) level of 80 metres.

The tallest point of the proposed building measures 88.80 metres AHD to the highest part of the roof.

Despite the proposed building penetrating the OLS, it will remain well below what we understand to be the PANS-OPS level of approximately 182 metres AHD (being the maximum height a building could extend to without interfering with the safety, efficiency, or regularity of any existing or future airport operations, so as to “not pose a hazard to the operation of a certified or registered aerodrome”).

### 7.1.2 Affordable Housing

The proposed development purports to include **100% affordable housing in the form of social housing**.

The Applicant intends to secure the delivery of social housing via an agreement with an Eligible Rental Provider or some other appropriate mechanism as determined by the relevant Minister.

### 7.1.3 Building Near Airfields

The overlay is principally concerned with the safety requirements of commercial and military airfields, airstrips, and helicopter landing sites. More specifically, the overlay seeks to manage intrusive lighting from non-residential uses, congregation of wildlife and turbulence.

The proposal is for a building containing dwellings with communal spaces for residents on the ground floor. In response to PO 1.1 of the overlay, we submit the following:

- The development is solely for residential purposes.

In relation to PO 1.2 of the overlay, we do not consider the proposed development to be a congregation point for high volumes of avian wildlife, and certainly not more so than other developments within the City of similar design, land use and operational characteristics.

In relation to PO 1.3 of the overlay, the proposed development, with a maximum building height of 88.80 metres above existing ground level, is preferred to be 1.62 kilometres from the centreline of the closest runway (Adelaide Airport).

We confirm that the subject site is approximately 4.74 kilometres from the centreline of the closest runway at Adelaide Airport thereby exceeding the standard outcome by more than 3.12 kilometres.

### 7.1.4 Design

The project team engaged in the PLP process and actively worked to incorporate the advice and recommendations of the of the various statutory bodies into the final design.

The proposed building will, as sought by DO 1 of the overlay, contribute to the liveability, durability and sustainability of its locality through a high-quality design that has been refined to address the constructive feedback received during the PLP process. More about the design quality of the proposed building is provided at Sections 8.4 of this report.

### 7.1.5 Hazards (Flooding – Evidence Required)

The overlay is principally concerned with precautionary measures that minimise the risk of flood water entry into buildings and preventing spills or leaks of hazardous materials from leaving a building.

The proposed development includes entry points that are set a minimum 300 millimetres above the surrounding top of kerb height.

The proposed development does not involve the storage of hazardous materials in large commercial quantities, and those that are held on-site are stored in appropriate containers and in areas that are not susceptible to flood waters.

### 7.1.6 Noise and Air Emissions

The overlay principally intends to ensure that sensitive receivers (i.e., the residential occupants of the proposed building) are protected from adverse noise and air quality impacts. To this end, we note that the requirements of the Ministerial Building Standard (**MBS**) 010 will need to be satisfactorily addressed through the detailed design phase of the process and prior to building consent being issued.

That said, the proposed development will incorporate any measures necessary to achieve the requirements of the MBS 010 in accordance with the outcomes sought by PO 1.1 – PO 1.3 of the overlay.

#### **7.1.7 Prescribed Wells Area**

The intent of the overlay is to ensure sustainable water use in prescribed wells areas. To this end, we note that the proposed development does not involve any activities resulting in the taking of water.

#### **7.1.8 Regulated and Significant Tree**

There are no regulated or significant trees located on the subject site or upon adjoining land. Consequently, no regulated or significant trees will be removed or impacted upon as part of this development application.

### **7.2 Land Use and Intensity**

PO 1.1 of the Zone envisages “*A vibrant mix of residential, retail, community, commercial and professional services, civic and cultural health, educational, recreational, tourism and entertainment facilities*”.

The interpretation of PO 1.1 is supported by DO 1 of the Zone which envisages “*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.*”

Further, both a *dwelling* and *residential flat building* are envisaged within the Zone, as supported by DPF 1.1 (d) and (l) of the Zone.

The proposed residential flat building will make a contribution to the continued growth of the City’s resident population (specifically persons who may otherwise be homeless), which helps to underpin cultural vibrancy and activity within the City.

Accordingly, we submit that the proposed development is comprised of a use of land that is considered appropriate by the Zone.

### **7.3 Activation and Public Realm Interface**

The Zone envisages the following outcomes:

**PO 2.1** *Non-residential land uses at ground floor level such as shops and restaurants support and maximise pedestrian activity to provide visual interest and positively contribute to public safety, walkability and vibrancy.*

**PO 2.2** *Development:*

- a) *contributes to the activation of the public realm by presenting an attractive human scaled pedestrian-oriented frontage at ground level that adds interest and vibrancy;*
- b) *maintains a sense of openness to the sky for pedestrians and allow sunlight access to the public realm;*
- c) *provides a clear sense of address to each building.*

**PO 2.3** *Land uses typically open during night time hours incorporate activities along street frontages at ground level that encourage day time activation compatible with surrounding land uses.*

The proposed development appropriately responds to these outcomes by maximising the extent of activation along Whitmore Square and Hocking Place by comprising Ground Floor spaces that:

- have visually permeable wall cladding systems that support visual interaction between the public and private realm;
- invite resident interaction for short and/or sustained periods across daylight and evening hours;
- are dynamic and adaptive in the way they can be used;

In addition, the Ground Floor is configured such that:

- the building entrances create a sense of address, are legible and convey purpose;
- the public realm of Hocking Place is enhanced through high quality materials, a podium that references the fine grained human scale, as well as widens the footpath / pedestrian environment to improve walkability.

## 7.4 Built Form and Character

The site is subjected to the Design Overlay which largely serves a statutory function that initiates a referral to the Government Architect. Notwithstanding the operational function the overlay serves, it also advocates for high quality design.

The core tenements of high-quality design are established in the *Principles of Good Design*, a publication of the Office for Design and Architecture, which provides the foundational principles of good design. These principles are further reinforced throughout the Code, and within the *Built Form and Character* module of the zones, and the *Design* and *Design in Urban Areas* modules in *Part 4 – General Development Policies* (Part 4) of the Code which state the following in DO1:

*“Development is:*

- Contextual** – *by considering, recognising and carefully responding to its natural surroundings or built environment and positively contributing to the character of the locality.*
- Durable** – *fit for purpose, adaptable and long lasting.*
- Inclusive** – *by integrating landscape design to optimise pedestrian and cyclist usability, privacy and equitable access and promoting the provision of quality spaces integrated with the public realm that can be used for access and recreation and help optimise security and safety both internally and within the public realm, for occupants and visitors.*
- Sustainable** – *by integrating sustainable techniques into the design and siting of the development and landscaping to improve community health, urban heat, water management, environmental performance, biodiversity and local amenity and to minimise energy consumption.*

The above principles are further reinforced throughout the Code, and within the *Built Form and Character* module of the Zone, and the *Design* and *Design in Urban Areas* modules in *Part 4 – General Development Policies* (Part 4) of the Code.

The proposed built form, character and overall architectural expression is a high-quality, contextually responsive design outcome and, in particular, the building:

- provides a contextual design response at street level with the building façade of the four building level podium being designed to complement the human scale and proportions of existing buildings in proximity to the Site to create continuity and balance to the streetscape (see POs 3.1 and 3.2 of the Zone and PO 12.1, 12.2 and 12.3 of the Design in Urban Areas module);
- includes façades to public roads that are expressed with a vertical design language that is proportionate to existing frontages in the streetscape and consistent to both the primary and secondary road frontages (see PO 3.3 of the Zone);
- will extend to the boundaries of the site in a manner which reinforces the City’s grid layout and frames Whitmore Square (see PO 3.9 of the Zone);

- is designed for future adaptability, with appropriate floor to ceiling heights and the ability to convert the dwellings into a mix of one and two bedroom apartment layouts (see PO 3.13 of the Zone);
- will feature neutral white precast concrete with chamfer detail on the east and west elevations so as to not be visually dominant or overbearing (see PO 12.4 of the Design in Urban Areas module);
- will incorporate a selection of external materials including architectural precast, grey glass, blue glazed bricks, and require little to no ongoing maintenance (see PO 12.5 of the Design in Urban Areas module);
- has been designed to facilitate a safe, attractive, welcoming and functional entrance point, and will contribute to the streetscape character (see PO 12.7 of the Design in Urban Areas module); noting that:
- has also been designed to maximise opportunities for passive surveillance of the public realm through visually permeable façades at Ground Floor and upper level balconies that provide for a clear line of sight to the street (see POs 2.1 and 2.4 of the Design in Urban Areas Section of the Code); and
- is accessible via clear, safe and perceptible frontages, identifiable from the public realm and conveniently located (see PO 2.3 of the Design in Urban Areas Section of the Code).

In our opinion, the proposed development does exhibit an innovative design with stylish architecture which provides a clear edge that frames Whitmore Square with consistent architectural detailing to all facades. The podium responds to both the streetscape context of the site and the broader context and character of Hocking Place thereby setting a commendable and suitably high-quality design standard for future development to respond to.

We contend that the proposed development results in a contextual and durable development that is inclusive and demonstrates a substantial additional gain in sustainability for reasons we will further describe.

#### 7.4.1 Building Height

The proposed development has a maximum building height of 46.30 metres and whilst it is acknowledged that the Site is subject to a maximum building height TNV of 29 metres, it is instructive to consider, in their entirety, the Code POs that are most relevant to building height. To that end, we first consider Zone PO 4.1 which states:

**PO 4.1** *Building height is consistent with the form expressed in any relevant Maximum Building Height (Levels) Technical and Numeric Variation layer and Maximum Building Height (Metres) Technical and Numeric Variation layer or positively responds to the local context and achieves the desired outcomes of the Zone.*

It is clear to our reading that PO 4.1 does not impose strict adherence to the TNV. Instead, PO 4.1 includes 2 'tests' that have equal weighting. Only one of the 2 tests need be satisfied in order to satisfy the PO. We therefore highlight the second 'test' which envisages building heights that:

*"...positively respond[s] to the local context and achieve[s] the desired outcomes of the Zone."*

We next highlight the DOs for the Zone which state:

- DO 1** *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.*
- DO 2** *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.*

Our key observations from the above DOs confirm that the Zone:

- is the economic and cultural focus of the state;
- supports a range of uses, including residential (e.g. student accommodation) and educational uses of land to generate opportunities for population growth; and
- is the most intensive zone within the State, envisaging:
  - » high intensity and large-scale development with high street walls that reinforce the distinctive grid pattern layout of the city.

Having considered the above, PO 4.1 plainly supports building heights that exceed the localised TNV provided the local context, read together with the Zone DOs, establish sound reasoning for a taller building. In addition to PO 4.1, we note that the Zone encourages development that fronts the Squares (i.e. Whitmore Square) to reinforce their enclosure as envisaged by PO 3.9.

**PO 3.9**      *Development fronting Victoria, Hindmarsh, Whitmore, Hurtle and Light Squares is designed to reinforce the enclosure of the Squares with a continuous built-form with no upper level setbacks.*

In addition to the above, PO 4.2 of the Zone suggests that buildings exceeding the maximum building height are generally not contemplated (**Note:** *it does not say never contemplated*) unless the development provides a ‘substantial additional gain in sustainability’ and it demonstrates at least four of the qualifying criteria listed in PO 4.2 (b).

What is clear to our reading of PO 4.2 is that the PO does not fetter the relevant authority's ability to determine that a building exceeding the maximum building height TNV is acceptable even if the development does not satisfy PO 4.2 (a) and thereafter four of the criteria listed in PO 4.2 (b). We say this because PO 4.2 plainly states “... *generally not contemplated unless*” which allows for discretion to be exercised and for other relevant factors supporting building heights exceeding the TNV to be considered.

Notwithstanding, in this case the proposed development achieves the following:

- the building incorporates measures that provide for a substantial additional gain in sustainability; and
  - » criterion (v) in that no on site car parking is provided;
  - » criterion (vi) in that the development provides at least 75 percent of the ground floor street fronts of the building being active frontages through the use of visually permeable materials;
  - » the building has frontage to a public road that abuts the Adelaide Park Lands; and
  - » the development includes 100% affordable housing which will be offered as social housing.

Having considered the above matters, we conclude that in addition to satisfying the above Code policies, the proposal establishes a contextual relationship with other prominent buildings located around Whitmore Square, noting that the Bohem Apartments building measures 74 metres in overall building height and is in a maximum building height TNV that is 8 metres lower (22m) than the TNV that applies to the Site.

Together, these buildings contribute to an evolving Capital City skyline and built form character surrounding Whitmore Square which will slowly evolve over time and as envisaged by the Code policies applying to the broader geographical footprint of the City of Adelaide.

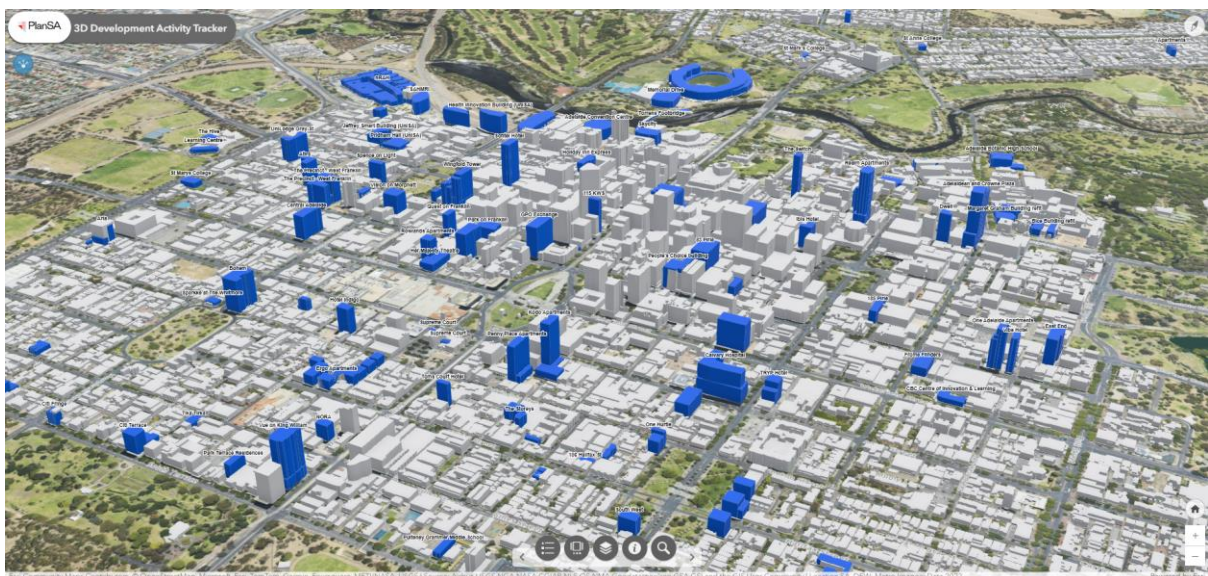


In addition to the above, the Capital City skyline includes several examples where taller towers (and indeed clusters of towers) are somewhat isolated from other existing towers and clusters of new building activity which is further depicted in Figure 8.1 – 8.4 below:

**Figure 7.1** *PlanSA 3D development activity tracker – Existing Buildings*

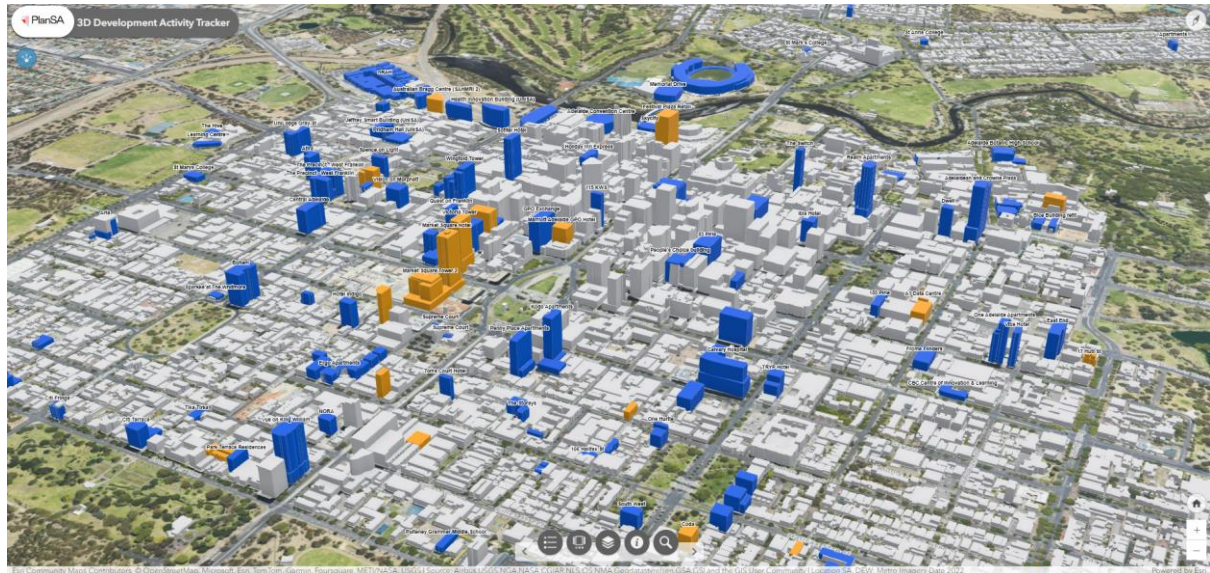


**Figure 7.2** *PlanSA 3D development activity tracker – Existing & Completed*





**Figure 7.3** PlanSA 3D development activity tracker – Existing, Completed & Commenced



**Figure 7.4** PlanSA 3D development activity tracker – Existing, Completed, Commenced & Approved





## 7.5 Occupant Amenity

### 7.5.1 Dwelling design

Dwellings should be designed to provide a high level of amenity for occupants and to offer a variety of layouts which vary in shape and size to contribute to diversity. The proposal achieves this in that:

- there is a range of one and two-bedroom dwellings, providing for a mix of housing options, as sought by PO 29.1 of the Design in Urban Areas module;
- all dwellings exceed the recommended minimum floor areas relative to the number of bedrooms, as per DPF 29.1 of the Design in Urban Areas module;
- the design ensures that all dwellings provide for reciprocal privacy by separating balconies, and allow for natural ventilation and the infiltration of daylight, through positioning main living areas and bedrooms next to openable windows/doors, as sought by PO 28.1 of the Design in Urban Areas module; and
- all dwellings are expected to exceed the minimum recommended storage capacities to meet the likely needs of occupants, as per DPF 28.4 of the Design in Urban Areas module.

### 7.5.2 Private Open Space

The Design in Urban Areas module acknowledges the use of balconies as the primary private open space associated with dwellings in multi-level buildings.

*Table 1 – Private Open Space* specifies minimum rates and dimensions for various dwelling typologies, being:

- One-bedroom dwelling – 8 square metres and a minimum dimension of 2.1 metres; and
- Two-bedroom dwelling – 11 square metres and a minimum dimension of 2.4 metres.

All dwellings have at least one balcony exceeding the minimum area and dimensions detailed above.

## 7.6 Traffic, Access and Parking

In relation to pedestrian access and movements, PO 6.1 of the Zone states:

**PO 6.1** *Access to, and movement within, the Capital City Zone to be universally accessible, easy, safe, comfortable, convenient and legible for people of all abilities, with priority given to pedestrians and cyclists.*

The proposed development has been designed to engage with the streetscape of Hocking Place including a recessed building façade at ground floor to provide additional width to the pedestrian environment along the southern side of the building.

### 7.6.1 Vehicle Parking

No parking is provided on-site by the development, which satisfies the parking rates in Transport, Access and Parking module, *Table 2 Off-Street Car Parking Requirements in Designated Areas*.

### 7.6.2 Bicycle Parking

6 bicycle parking spaces are provided within the secured bicycle parking area on the Ground Floor, and 6 are proposed on the Whitmore Square frontage for visitors.

Whilst this represents a departure from the standard theoretical rate of one space for every dwelling, the site's proximity to services and facilities, coupled with the socioeconomic realities of persons residing in social housing, we suggest that the development provides an adequate provision of bicycle parking.

## 7.7 Sustainability

POs 4.1, 4.2 and 4.3 of the Design in Urban Areas module recommend that developments are designed to maximise access to natural light and ventilation, as well as their passive environmental performance, and to incorporate climate responsive techniques and features.

The Summary of Sustainability Initiatives (**Sustainability Report**) prepared by Summation is appended as **Appendix 2** and demonstrates the Applicant's commitment to delivering a development that is sustainable over the long-term.

The Sustainability Report describes the range of sustainability strategies and Environmentally Sustainable Development (**ESD**) initiatives that will be applied to the proposed development to reduce the development's overall carbon footprint, and general environmental impact during construction and once occupied.

Summation has worked closely with project architects, Tectvs throughout the design process to ensure the overall sustainability strategy and ESD initiatives are integrated and embedded with the building design. Using computer building simulation design techniques these strategies and initiatives optimise the built form outcome early in the design process.

In summary, the Sustainability Report confirms the proposed development is designed to provide a substantial additional gain in sustainability by delivering on the following:

- achieving 7.5 Star NatHERS rating when averaged across all dwellings;
- all electric, gas free development which supports long-term decarbonisation in lieu of fossil-fuel reliance, as renewable energy contributions to the grid increase over time;
- 100% renewable electricity to be supplied for the lifetime of the building thereby making the building Net Zero Energy from day one.
- a minimum 15kw system of solar panels will be installed on the roof of the building and will provide renewable energy directly into the building's electrical systems;
- reduce embodied carbon emissions by selecting suitable materials and specifying low carbon products;
- providing flexible floor plates that can be readily adapted to other residential typologies (1 and 2 bedroom apartments) should the need ever arise;
- use high-performance double glazing to reduce heat ingress, and include shading and screens to control glare and indoor environmental quality;

In addition to undertaking a review of the sustainability initiatives to be incorporated into the proposed building, Stantec completed a comparative study to benchmark the proposal against 11 other tower developments in the City. Importantly, Summation have observed that:

*"The proposed development at 8 Hocking Place, Adelaide will present a significant increase in sustainable design and energy efficiency against minimum practice, particularly compared to the typical sustainability outcomes of the affordable living subset of accommodation. Associated carbon emissions from energy use will be significantly reduced and further eliminated through the consideration of low-carbon construction elements. Critically, the inner city location and focus on energy efficiency will reduce ongoing living costs substantially. The projects most valuable contribution to sustainability outcomes is the projects commitment to ensure all units are supplied as affordable accommodation, which will vastly improve the lives of many of our community in dire need of safe, secure and sustainable spaces to live and thrive in."*

As a result of the above measures, the proposed development is considered to exceed the expectations of the Code with respect to environmental performance (Design in Urban Areas module PO 4.1, 4.2 and 4.3) and will be the leader amongst its peers in regard to sustainability as demonstrated in the Sustainability Report in **Appendix 2**.

## 7.8 Environmental Factors

### 7.8.1 Noise

The site is captured by the Noise and Air Emissions Overlay. Accordingly, there is an expectation that the proposed building is designed to shield sensitive receivers from external noise sources.

Whilst an acoustic assessment has not been provided, we note that such measures can be readily incorporated during the detailed design phase that will satisfy the environmental noise criteria, MBS 010 and, as a by-product, both the Noise and Air Emissions Overlay and PO 1.1 of the Interface between Land Uses module of the Code.

### 7.8.2 Overlooking

The proposed building does not include privacy mitigation treatments. Notwithstanding, no such measures are necessary in this instance because:

- the Code expects occupants of high-rise buildings to have a satisfactory short-range outlook; and
- adjacent land (immediately east – 12 Hocking Place) which is used for residential purposes and sited within the 'neighbourhood-type' zone is orientated in such a way that there are no habitable room windows or private open space areas that will be impacted by direct overlooking; and;
- all other land within a 15 metres radius of the Site is within the Capital City Zone.

### 7.8.3 Overshadowing

The shadow diagrams have been prepared and are contained within **Appendix 2**.

Regarding overshadowing, the following policies contained within the Interface Between Land Uses module are considered relevant:

**PO 3.1** *Overshadowing of habitable room windows of adjacent residential land uses in:*

- a) *a neighbourhood-type zone is minimised to maintain access to direct winter sunlight*
- b) *other zones is managed to enable access to direct winter sunlight.*

**PO 3.2** *Overshadowing of the primary area of private open space or communal open space of adjacent residential land uses in:*

- c) *a neighbourhood type zone is minimised to maintain access to direct winter sunlight*
- d) *other zones is managed to enable access to direct winter sunlight.*

It is clear from supplied shadow diagrams that access to direct winter sunlight to north facing habitable room windows and private open space associated with *adjacent land* containing residential uses within the City Living Zone (a neighbourhood-type zone) will retain direct sunlight access in exceedance of the minimum standard specified in the corresponding DPFs. We also content that in relation to other development within 'other zones' the proposal maintains reasonable access to sunlight given the envisaged height and intensity of built form.

## 7.9 Waste Management

The proposed building has, as far as waste is concerned, been designed to comfortably accommodate the needs of the occupants within it, noting that the waste storage area at ground level:

- has been sized to accommodate the requisite type and number of bins for the projected waste volumes and frequency of collection (see POs 11.1 and 11.2 of the Design in Urban Areas module);
- will be completely concealed from the public domain and adequately ventilated (see PO 11.3 of the Design in Urban Areas Section of the Code); and
- has been designed to allow for waste collection vehicles to undertake suitable manoeuvres in order to service the site and exit in a forward motion (see PO 11.4 of the Design in Urban Areas module).

The Waste Management Plan prepared by Colby Philips Advisory and forms **Appendix 3**.

## 7.10 Landscaping

The Design in Urban Areas Section of the Code guides the extent of soft landscaping sought within an urban context, with POs 3.1 and 3.2 stating:

**PO 3.1** *Soft landscaping and tree planting are incorporated to:*

- (a) *maximise heat absorption and reflection*
- (b) *maximise shade and shelter*
- (c) *maximise stormwater infiltration*
- (d) *enhance the appearance of land and streetscapes.*

Given the context of the Zone, the proposed landscape design maximises opportunities for greening while balancing the intensity of development that is sought, and satisfies PO 3.1 by:

- maximising greenery through the incorporation of fixed planter boxes within the balcony areas on Level
- selecting species that will tolerate their environmental and climatic circumstances.

### 7.10.1 Stormwater Management

PO 42.3 of the Design in Urban Areas Section of the Code states:

**PO 42.3** *Development includes stormwater management systems to mitigate peak flows and manage the rate and duration of stormwater discharges from the site to ensure that development does not increase peak flows in downstream systems.*

With reference to the stormwater report prepared by, Structural Systems (**Appendix 4**), the proposal satisfies PO 42.3, noting that:

- the extent of impervious surfaces within the confines of the site will not be increased; and
- the existing stormwater infrastructure can support the flow of runoff generated by this development.

In addition, it is reasonable to assume that runoff can be released in a clean state and at an appropriate rate so as to not pollute, or place an undue strain on the carrying capacity of, the City of Adelaide's existing stormwater drainage network.

### 7.10.2 Site Suitability

The proposed development is a change of land use to a more sensitive land use based on the Land Use Sensitivity Hierarchy (LUSH) in *Practice Direction 14 – Site Contamination*. As such, the development application package includes a Preliminary Site Investigation report and Site Contamination Declaration Form (**Attachment 5**).

Accordingly, we submit that the subject site is suitable for its future intended use, which includes a proposed *more sensitive use*, such that it satisfies *Part 4 – Site Contamination* PO 1.1.

## 8. CONCLUSION

We have concluded from our assessment of the proposal that it is deserving of consent.

In support of our conclusion, we wish to highlight that the proposal:

- incorporates a land use that is envisaged within the Zone and will positively contribute to the activity and vibrancy of this part of the City;
- is of a suitably high-intensity that supports population growth, public safety, diversity and inclusivity;
- achieves a high-quality design outcome that is contextual, inclusive, durable and sustainable;
- delivers on key public realm improvements and connections, as sought by the Zone;
- will not offend the City skyline in terms of building height noting the:
  - » evolving City skyline as demonstrated by the 3D development tracker which is trending towards taller buildings particularly to the western and eastern edge of the City; and
  - » the fact that the proposed building suitably addresses the over-height criteria for the Zone by incorporating a substantial gain in sustainability to benchmark the proposed building as an exemplary outcome when measured against its peers;
- will maintain the operational and safety requirements of the Adelaide Airport by not penetrating the PANS-OPS;
- will provide for safe and effective stormwater and waste management; and
- will create a safe and comfortable environment that is secure and crime resistant; and
- will provide 100% social housing through an Eligible Rental Provider, thereby making a significant contribution to the socially and economically disadvantaged citizens of South Australia.

Having regard to all relevant policies, it is abundantly clear that the proposed development has substantial merit in that it will result in a vibrant, mixed-use outcome of a scale that is anticipated within the Zone.

## **APPENDIX 1. ARCHITECTURAL DRAWINGS**

## **APPENDIX 2. SUSTAINABILITY REPORT**



## **APPENDIX 3. WASTE MANAGEMENT PLAN**

## **APPENDIX 4. CIVIL / STORMWATER MANAGEMENT PLAN**

## **APPENDIX 5. PSI REPORT**