Urbanest c/- Masterplan SA Pty Ltd

Demolition of two existing buildings and construction of a 21 level student accommodation with ground floor retail tenancies, mezzanine level student hub, and rooftop terrace

228-231 North Terrace, Adelaide

020/A085/15

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<th>020/A085/15</th>
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<td>Unique ID/KNET ID</td>
<td>2015/18148/01</td>
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<td>Applicant</td>
<td>Urbanest Pty Ltd c/- MasterPlan</td>
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<td>Proposal</td>
<td>Demolition of two existing buildings and construction of a 21 level student accommodation building with ground floor retail tenancies, mezzanine level student hub, and rooftop terrace</td>
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<td>Subject Land</td>
<td>228-231 North Terrace, Adelaide</td>
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<td>Zone/Policy Area</td>
<td>Capital City Zone, Central Business District Policy Area 13</td>
</tr>
<tr>
<td>Relevant Authority</td>
<td>DAC</td>
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<td>Lodgement Date</td>
<td>17 November 2015</td>
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<td>Council</td>
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</tr>
<tr>
<td>Development Plan</td>
<td>Adelaide (City) Consolidated – 24 September 2015</td>
</tr>
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<td>Type of Development</td>
<td>Merit</td>
</tr>
<tr>
<td>Public Notification</td>
<td>Category 1</td>
</tr>
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<td>Representations</td>
<td>NA</td>
</tr>
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<td>Government Architect</td>
</tr>
<tr>
<td>Report Author</td>
<td>Laura Kerber, Senior Project Officer</td>
</tr>
<tr>
<td>RECOMMENDATION</td>
<td>Development Plan Consent subject to conditions</td>
</tr>
</tbody>
</table>

EXECUTIVE SUMMARY

The applicant is seeking to construct a 21 level building with six (6) ground level retail tenancies, a mezzanine level student hub, 18 levels of student accommodation comprising 505 rooms, and a covered rooftop terrace.

The subject site is within the Capital City Zone, Central Business District Policy Area 13. The proposal was a Category 1 form of development and no public notification was required.

The applicant engaged in the department’s pre-lodgement service, attending three (3) pre-lodgement meetings and three (3) Design Review Panel meetings. The application progressed positively throughout these sessions and as a result the proposal has the overall support of the Government Architect.

The proposal is consistent with the zone’s desire for activation through retail tenancies at ground level, and residential accommodation above. It is also consistent with the development plan policies relating to height, setbacks, overshadowing and interface impacts. The contemporary design of the building is sympathetic to the heritage context of North Terrace and presents an interesting facade to North Terrace.

Conditions of approval are recommended to ensure that noise emissions, stormwater and waste management can be appropriately managed. The applicant needs to provide further detail to demonstrate that the wind tunnel effect through the pedestrian arcade can be reduced to appropriate levels. A condition of approval is also proposed that requires lighting of the Austin Street bike store entrance.

The internal building layout incorporates a range of room types, and shared spaces are provided on all levels. Whilst the Government Architect has noted that additional spaces could be provided on levels 2-18, the proposed level of amenity is considered to satisfy the development plan provisions.

On balance, the proposal displays sufficient merit to warrant development plan consent.
ASSESSMENT REPORT

1. BACKGROUND

1.1 Strategic Context

In March 2012, the Minister for Planning rezoned land in the Adelaide CBD to increase building heights and provide additional development opportunities that would help enliven the city and main street precincts. As part of this initiative, policies were introduced that provide for a more performance based planning approach and place a stronger emphasis on the overall planning and design merit of an individual proposal. In particular, the policies place an emphasis on design quality, interface relationships and remove prescriptive requirements around height and setbacks.

The Inner Metropolitan Development Assessment Committee of the Development Assessment Commission is the relevant authority for this proposal, pursuant to Schedule 10 section 4b(1) - development within the Corporation of the City of Adelaide exceeding $10 million

1.2 Pre-Lodgement Process

The proponent engaged in the pre-lodgement services, participating in three (3) pre-lodgement meetings and three (3) Design Review Panel (DRP) sessions. No formal pre-lodgement agreements were reached prior to lodgement.

The general land use scheme and site arrangement/building footprint remained relatively unchanged throughout the pre-lodgement and design review process, with continually refinements to improve the internal layout and operation of the building. The facade, however, changed considerably throughout the pre-lodgement process, with a significantly different appearance offered up at each DRP session. Overall, the applicant responded to feedback provided by the Government Architect after each session, resulting in the current proposal which was presented at DRP Meeting #3.

The proposal has the support of the Government Architect, as detailed in section 5.1 of this report. No conditions or reserve matters were recommended by the Government Architect.

2. DESCRIPTION OF PROPOSAL

The proposal involves the demolition of two existing buildings at 228-231 North Terrace and construction of a 21 level building with ground floor retail tenancies, mezzanine level student hub, 18 levels of student accommodation, and covered rooftop terrace.

Application details are contained in the ATTACHMENTS.

<table>
<thead>
<tr>
<th>Land Use Description</th>
<th>Student accommodation with retail tenancies on the ground floor level</th>
</tr>
</thead>
<tbody>
<tr>
<td>Building Height</td>
<td>21 levels including ground level, mezzanine level, and covered rooftop terrace resulting in a total overall height of 67.71m above ground level (111.1 AHD).</td>
</tr>
<tr>
<td>Description of levels</td>
<td>Ground: 6 retail tenancies ranging from 30-92m² with a total gross leasable floor area of 336m². The retail tenancies are located around a central arcade with connects North Terrace and Austin Street. Entrance lobby, lift lobby, reception and administration space, bike store, staff amenities, two waste rooms (one for Urbanest,</td>
</tr>
</tbody>
</table>
one for the retail tenancies), waste storage area, switch room, substation, loading bay and services areas.

Mezzanine: open plan food court and student hub, conference room, food retail tenancy, amenities, and communications room.

Level 1: communal student facilities including gym, lounge, tv room, gaming room, computer room, quiet study rooms, open space, laundry and drying area, toilets, managers apartment and garden, and display units.

Levels 2-17: the typical floor plate for Levels 2-17 includes:
- one cluster of eight single rooms with shared bathrooms and shared kitchen/living/dining room
- one cluster of five single ensuite rooms with shared kitchen/living/dining room
- 6 double studios, one of which can be adapted to be accessible (DDA compliant)
- 11 twin studios

Level 18: the Level 18 floor plate includes:
- 8 twin studios
- 16 double studios
- 1 accessible studio (DDA compliant)

Roof: covered rooftop terrace, food preparation areas, toilets, plant and header tanks.

<table>
<thead>
<tr>
<th>Apartment floor area (excluding balconies)</th>
<th>Double studio: 17.92m² and 25.08m²</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Twin studio: 26.47m²</td>
</tr>
<tr>
<td></td>
<td>Single room no ensuite: 10.86m²</td>
</tr>
<tr>
<td></td>
<td>Single room with ensuite: 14.04m²</td>
</tr>
</tbody>
</table>

Site Access

The ground and mezzanine levels are accessible to the general public during business hours. After hours, the pedestrian arcade between North Terrace and Austin Street will be secured with permeable security grilles.

Levels 2 and above are accessible only to students living in the accommodation. Lift access to the residential floors is secure, with access only allowed through swipe card operated speed gates.

Bike parking and service access is from the rear of the site off Austin Street. Waste collection will occur on-site from the loading dock. Vehicles will reverse into the loading dock, and then exit in a forward direction.

| Car and Bicycle Parking | An undercover, secure 57m² bike store for 42 bicycles is available for building residents with access from the pedestrian arcade and off Austin Street. |
**AGENDA ITEM 3.2**

**Signage**

Two (2) low level suspended lightboxes (internally illuminated) affixed to the exterior of the building – one on the Austin Street facade and one on the North Terrace facade.

Two (2) high level flat metal plate wall mounted signs with laser cut lettering (matte finish) – both affixed to the North Terrace facade with backlighting.

One (1) engraved wall plate direction signage to be located on the western side of the Austin Street entrance to the loading dock.

One (1) sign etched into the pre-cast concrete panel on the eastern facade.

**Encroachments**

Yes – window sunhoods on the northern facade.

---

### 3. SITE AND LOCALITY

#### 3.1 Site Description

The site consists of 3 contiguous allotments, described as follows:

<table>
<thead>
<tr>
<th>Lot No</th>
<th>Section</th>
<th>Street</th>
<th>Suburb</th>
<th>Hundred</th>
<th>Title</th>
</tr>
</thead>
<tbody>
<tr>
<td>A213, FP181865</td>
<td>-</td>
<td>230 North Terrace</td>
<td>Adelaide</td>
<td>Adelaide</td>
<td>CT5521/351</td>
</tr>
<tr>
<td>A215, FP181867</td>
<td>-</td>
<td>228 North Terrace</td>
<td>Adelaide</td>
<td>Adelaide</td>
<td>CT5521/350</td>
</tr>
<tr>
<td>A216, FP181868</td>
<td>-</td>
<td>231 North Terrace</td>
<td>Adelaide</td>
<td>Adelaide</td>
<td>CT5501/484</td>
</tr>
</tbody>
</table>

The subject site is located on the southern side of North Terrace, opposite the University of Adelaide. The site comprises approximately 1230 square metres, with a primary frontage of 32.33 metres to North Terrace and secondary (rear) frontage of 32.41 metres to Austin Street.

North Terrace is an important pedestrian promenade and cultural boulevard that provides an important northern edge to the City square mile.

Austin Street is a one way ‘L’ shaped local road that connects Pulteney Street and North Terrace. It is signposted at 50km/h and has limited on-street motorbike parking and vehicular loading zones. There is no general on-street vehicle parking available on Austin Street.

The site currently contains two abutting buildings, forming part of the continuous built edge to North Terrace. Neither of the existing buildings are local or state heritage places. Existing uses at ground level are an OPSM outlet and Radio Adelaide studio. Resident and commercial land uses are located above ground level.

#### 3.2 Locality

The locality comprises a mix of commercial, retail, residential, student accommodation and institutional land uses. Local Heritage Places are located adjacent to both sides (east and west) of the subject site and there are numerous State Heritage Places in the locality.

North: The subject site has frontage to North Terrace and abuts the Institutional (University/Hospital) Zone. Directly opposite the subject site is the University of Adelaide and State Heritage Places Elder Hall (S693), Mitchell Hall (S694). The Art Gallery (S562) and South Australian Museum (S561) are located further to the north west.
South: The site has rear frontage to Austin Street, beyond which lies a mix of 1-5 storey buildings including a local heritage place at 11-13 Austin Street (A1 – Former Assay House). Austin Street provides service access to numerous businesses, but also has the potential for greater activation. The southern end of Austin Street links through to the Renaissance Arcade and Rundle Mall. A 30 storey mixed use building at 11-23 Austin Street was granted development plan consent by DAC on 12 February 2015 (DA 020/A002/15).

East: The subject site abuts the eight storey local heritage place ‘Security House’ (former Kelvin House) along its entire eastern boundary. On 26 March 2015 DAC issued development plan consent for the construction of two additional residential levels (above roof level) to Security House (DA 020/A010/15). Further east (on the corner of Pulteney Street) sits the State Heritage listed Scots Church.

West: The subject site abuts a two storey local heritage place (Former warehouse) for approximately half of its western boundary. The remainder of the western boundary is taken up by the 13 storey 'EastWest' student accommodation which comprises a coffee shop at ground level and apartments above.

Figure 1: Locality Map
4. **TECHNICAL ADVICE**

4.1 **City of Adelaide**

Adelaide City Council was involved in the pre-lodgement discussions with regard to waste, traffic, access and encroachments in particular. Overall the design has responded to concerns raised during the pre-lodgement process. At the final pre-lodgement meeting on 1 October 2015 officers of the Adelaide City Council advised general support for the proposed waste management system and access arrangements. In light of this advice no formal comment from Adelaide City Council was sought following lodgement of the subject development application.

4.2 **Adelaide Airport**

Preliminary advice obtained from Adelaide Airport during the pre-lodgement process confirmed the Obstacle Limitation Surface (OLS) at the subject site to be approximately 145m AHD. The PANS-OPS height is at approximately 220m AHD.

With a proposed total overall height of 67.71m above ground level (111.1 AHD), the development is well below the OLS and PANS-OPS levels, and consistent with PDC 2 (Policy Area 13) that buildings should not adversely impact airport operational safety.

For this reason a formal referral to Adelaide Airport was not required.

4.3 **State Heritage Unit**

Preliminary advice obtained from State Heritage Unit during the pre-lodgement process confirmed that there are no State Heritage Places immediately adjacent the subject site.

The closest State Heritage listed places are Scots Church to the east (corner of Pulteney Street and North Terrace), the Ruthven Mansions to the south east (corner Pulteney Street and Austin Street) and several locations abutting North Terrace to the north including Elder Hall, Mitchell Hall, the Art Gallery and South Australian Museum.

The setting and context of all State Heritage Places on the northern side of North Terrace are considered to be unaffected by the proposed development due to adequate setbacks and the established landscape of North Terrace.

The setting and context of Scots Church is considered to be similarly unaffected, as the Church addresses the corner (North Terrace and Pulteney Street). The subject site is separated from Scots Church by an existing, higher building.

For this reason a formal referral to State Heritage Unit was not required.

5. **STATUTORY REFERRAL BODY COMMENTS**

Referral responses are contained in the ATTACHMENTS.
5.1 Government Architect

The Government Architect is a mandatory referral in accordance with Schedule 8 of the Development Regulations 2008. The Commission must have regard to this advice.

The proposed building with its retail tenancies and public arcade, public mezzanine level, and student accommodation are all uses supported by the Government Architect.

With regard to design and appearance, the Government Architect has advised that the North Terrace facade is contemporary in presentation but fits well within the fabric of the existing streetscape. Both the North Terrace and Austin Street frontages are considered to provide a distinctive sense of address, with articulation on the North Terrace frontage taking cues from adjacent local heritage place Security House. The east and west facades, however, could benefit from further refinement in the facade panel pattern.

The Government Architect has considered the ‘H’ shaped floor plate of the student accommodation levels. Whilst the north and south wings provide for optimal orientation, several rooms face onto the light wells which may compromise resident amenity. The Government Architect is broadly supportive of the configuration, given the short term nature of student accommodation and provision of shared spaces, there may be further opportunity to create a greater variety of shared spaces at each level including some outdoor spaces.

The Government Architect has also noted that the potential for future adaptability of the current floor layout is important.

In conclusion, the Government Architect has advised that on the whole, the proposal is well considered resulting in a refined and appropriate building form, architectural expression and contribution to the street.

6. PUBLIC NOTIFICATION

The application is a Category 1 development pursuant to PDC 37 of the Capital Zone. No public notification was required.

7. POLICY OVERVIEW

The subject site is within the Capital City Zone, Central Business District Policy Area 13 as described within the Adelaide (City) Development Plan Consolidated – 24 September 2015.

Relevant planning policies are contained in ATTACHMENT 1 and summarised below.
7.1 Policy Area

The Central Business Policy Area is the pre-eminent economic, governance and cultural hub for the State. This role will be supported by educational, hospitality and entertainment activities and increased opportunities for residential, student and tourist accommodation.

7.2 Zone

The Capital City Zone is the economic and cultural focus of the State and includes a range of employment, community, educational, tourism and entertainment facilities. It is anticipated that an increased population within the Zone will complement the range of opportunities and experiences provided in the City and increase its vibrancy.

The Desired Character for the Capital Zone seeks high-scale development with high walls that frame the streets, reinforce Adelaide’s pattern of streets, and creating an interesting pedestrian environment that is active during the day, evening and late night. Ground level uses should generate pedestrian activity and include shops, cafes and restaurants.

Exemplary and outstanding building design is desired in recognition of the location as South Australia’s capital. Contemporary juxtapositions will provide new settings for heritage places. Innovative forms are expected in areas of identified street character, referencing the past, but with emphasis on modern design-based responses that support optimal site development. A rich display of art that is accessible to the public and contextually relevant is desired.
Minor streets such as Austin Street should have a sense of enclosure to provide an intimate environment, with frequent openings and control of wind impacts. Development should create pedestrian links and support the provision of high quality bicycle and shared pedestrian routes.

### 7.3 Council Wide

The key policies of relevance to development of student accommodation are qualitative rather than quantitative in nature. They allow for flexibility in the design and layout provided functionality and amenity are achieved.

Residents should have access to common or shared facilities to provide social intersection whilst meeting lifestyle needs and preferences. Rooms should have an external outlook and maximise access to natural light and ventilation.

Buildings designed specifically for student accommodation should allow for easy adaptation or reconfigured to accommodate alternative uses.

### 7.4 Overlays

#### 7.4.1 Affordable Housing

The proposal is subject to the affordable housing overlay 15b (MAP Adel/1), however my interpretation of the Development Plan policies is that the affordable housing requirements do not apply to student accommodation, which is generally not sold as stand alone dwellings.

Should the building be adapted to stand alone apartments/dwellings for individual sale in the future, then the affordable housing requirements may apply. The ability of the proposed development to be reconfigured for alternatives uses is discussed in section 8.2 of the planning assessment.

#### 7.4.2 Noise and Air Emissions

This site is not located within the designated area for the Noise and Air Emissions Overlay, and as such does not require assessment against Minister’s Specification SA 78B for Construction Requirements for the Control of External Sound.

#### 7.4.3 Adelaide City Airport Building Heights

Development within the subject site is not restricted by maximum building height policy. This being the case, satisfaction of Adelaide Airport requirements regarding flight paths will provide a maximum building height level (refer to Technical Advice section 4.2).

### 8. PLANNING ASSESSMENT

The application has been assessed against the relevant provisions of the Adelaide (City) Consolidated – 24 September 2015 Development Plan, which are contained in Appendix One.
8.1 Quantitative Provisions

<table>
<thead>
<tr>
<th>Development Plan Guideline</th>
<th>Proposed</th>
<th>Guideline Achieved</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Site Area</strong></td>
<td>No minimum required – aim to maximise yields</td>
<td>100% site coverage</td>
<td>YES</td>
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<tr>
<td><strong>Building Height</strong></td>
<td>Min 28m in Policy Area (PA) 13 No max prescribed</td>
<td>67.71m above ground level (111.1 AHD).</td>
<td>YES</td>
</tr>
<tr>
<td><strong>Land Use</strong></td>
<td>Mixed use including student accommodation and shop</td>
<td>Student accommodation and retail</td>
<td>YES</td>
</tr>
<tr>
<td><strong>Car Parking</strong></td>
<td>No minimum required</td>
<td>No spaces</td>
<td>YES</td>
</tr>
<tr>
<td><strong>Bicycle Parking</strong></td>
<td>No specific requirement for student accommodation</td>
<td>42 spaces</td>
<td>YES</td>
</tr>
<tr>
<td><strong>Front Setback</strong></td>
<td>No minimum required in PA13 Buildings should be built to the street edge</td>
<td>North Tce glazed shopfront setback 1m to retail tenancies, and 4m to main entry</td>
<td>YES</td>
</tr>
<tr>
<td><strong>Rear Setback</strong></td>
<td>No minimum required in PA13</td>
<td>Built to the boundary</td>
<td>YES</td>
</tr>
<tr>
<td><strong>Side Setback</strong></td>
<td>No minimum required in PA13</td>
<td>Built to the boundary</td>
<td>YES</td>
</tr>
<tr>
<td><strong>Private Open Space</strong></td>
<td>No minimum required for student accommodation</td>
<td>Communal spaces provided on mezzanine, level 1 and rooftop</td>
<td>YES</td>
</tr>
<tr>
<td><strong>Affordable Housing</strong></td>
<td>15% of total</td>
<td></td>
<td>YES</td>
</tr>
</tbody>
</table>

8.2 Land Use

The Capital City Zone policies seek a range of employment, community, educational, tourism, residential and entertainment land uses that generate activity during the day, evening and late night. Whilst high-scale development is envisaged, the zone also seeks an interesting pedestrian environment and human scale at ground level with non-residential land uses encouraged.

PDC 2 (Central Business Policy Area) states that to enable an activated street level, residential development or similar should be located above ground floor level.

The proposed development provides retail spaces at ground floor with a pedestrian arcade linking North Terrace and Austin Street. A mezzanine level has been designed as a publicly accessible student hub, with levels 2 and above dedicated to student accommodation (including a rooftop terrace).

From a land use perspective, the application is wholly consistent with the Desired Character and the envisaged land uses for the Capital City Zone and
Central Business Policy Area (PDC1 Zone, PDC 3 Policy Area) which seek a mix of high density living, education facilities and other land uses.

8.3 Housing Choice

Objective 6-8 and PDCs 5-6 and 8 (Council-Wide) seek provision of a variety of accommodation types to meet the various social, cultural and economic needs of the population.

This proposal addresses one component of this need, being the student population. The range of rooms provided in the building (twin studios, double studios and single rooms) cater for various living arrangements and preferences. The spread of twin, double and single rooms with shared facilities is considered positive on balance and broadly in keeping with the policy direction.

8.4 City Living – Student Accommodation

Student accommodation is contemplated in the Development Plan where it delivers a high quality, affordable, safe, comfortable and healthy living environment (Objective 9 Council-side). As discussed in section 7.3 above, PDCs 10-13 provide the quantitative requirements for student accommodation. The Development Plan allows for flexibility in the design and layout of student accommodation development, provided that functionality and amenity are achieved.

PDCs 10a and 10e (Council-Wide) encourage the provision of communal open spaces and common/shared facilities to enable the efficient use of space, whilst PDC 10f and 11 (Council-Wide) require that the internal layout and facilities provide adaptable, sufficient spaces for amenity and promote social interaction. PDC 12 and 13 require that appropriate secure storage space be provided, and that individual rooms are of a sufficient size to include all required amenities.

Individual rooms range in size from 10.86m² (single room no ensuite) to 26.47m² (twin studio). The development includes a total of 505 rooms, comprising 689 beds, made up of 113 double studios, 184 twin studios, 128 single rooms without ensuites (shared bathrooms & kitchen/living/dining provided in a cluster), and 80 single rooms with ensuites (shared kitchen/living/dining provided in a cluster).

The larger studio rooms contain under-bed storage, desk with drawers and shelf space above, and a wardrobe. The single rooms contain a desk and wardrobe. Additional shared storage space is provided in the common bathrooms and kitchens.

The shared facilities are focused on Level 1, and include a range of communal spaces to cater for studying, recreational and laundry requirements. In addition, residents have full use of the mezzanine level student hub facilities, which are open to the public. Small pocket lounges are provided on Levels 2-18 at the northern end of the central corridor, and the rooftop terrace provides a large open space for recreation, with facilities for BBQ/food preparation.

The Government Architect has noted that a greater variety of shared spaces could be provided in each accommodation level, including outdoor spaces. It is noted that there are no balconies or outdoor spaces on Levels 2-18, however this is not considered to be fatal to the application as outdoor spaces are provided on Level 1 and the rooftop. Overall the mix of public, private and
shared spaces within the building generally provides an appropriate mix that will meet student needs.

PDCs 10b and 10d (Council-Wide) seek that every living room has an external outlook, and opportunities for natural ventilation and light are maximised.

As discussed in Section 8.4.6 (Energy Efficiency) below, the building layout comprises a north wing, a south wing, and a central block that bridges the two, to create an ‘H’ shaped floor plate. The Government Architect notes that, for levels 2-18, nine rooms in the central block and two rooms in the southern wing face onto the internal light wells, which may result in compromised amenity in terms of privacy, outlook, and access to natural light. On balance, given the short-term nature of student accommodation and provision of shared amenity, the Government Architect supports the configuration.

PDC 10c (Council-Wide) seeks that development is designed to enable easy adaptation or reconfiguration to accommodate an alternative use.

The applicant has provided a diagram which demonstrates the potential conversion of a typical floor plan to residential dwellings. The ability to adapt the building is based on the lightweight internal wall construction, depth of internal floor plates, and the removal of the communal bathrooms. The applicant notes that any future reconfiguration of the building is more likely to be towards hotel or serviced apartments, with very little change to the internal floor layouts. Notwithstanding, the applicant has appropriately demonstrated that the proposal is consistent with the intent of PDC 10c).

Figure 3: Floor plate adaptability

8.5 Building Height

PDC 19 (Capital City Zone) seeks that Development should generally be compatible with the overall desired city form and not exceed the maximum building height shown in Concept Plan Figures CC/1 and 2. Pursuant to Concept Plan Figure CC/1, there is no prescribed height limit for the subject site.
PDC 20 (Capital City Zone) requires that buildings in the Central Business Policy Area have a minimum height of 28m. PDC 2 (Central Business Policy Area) states that **buildings should be of a height that ensures airport operational safety is not adversely affected**. The application is for a 21 level building with a total overall height of 67.71m above ground level (111.1 AHD).

Building heights in the locality range from 1-2 storeys on Austin Street, up to 13 storeys immediately west of the subject site. It is noted that a 30 storey mixed use building has been granted development plan consent at 11-23 Austin Street (DA 020/A002/15) to the south of the subject site.

Whilst the building is significantly taller than existing development currently in the locality, it is consistent with the planning policies for the zone. Its massing and facade articulation creates a building of appropriate bulk and scale. The subject site does not abut a City Living Zone or Historic (Conservation) Zone, therefore the building height is not restricted by interface considerations. The Government Architect is supportive of the height as being appropriate given the quality of the proposed streetscape contribution.

### 8.6 Setbacks

Development in the Capital City Zone should contribute to a continuous built form along North Terrace and reinforce the city edge character and grid pattern of streets (PDC 10, 17-18 Zone, Objective 46 Council-Wide). Upper level setbacks and podiums are not envisaged in the Central Business Policy Area (PDC 11 Zone).

The proposed building has an ‘H’ shaped floor plate incorporating two large light wells on the eastern and western facades. The ground and mezzanine levels have 100% site coverage and are built to all street frontages, with the exception of the glazed shop fronts and entrance lobby, which are set back 1 and 4 metres respectively from the North Terrace allotment boundary. The Austin Street frontage is also built to the street, with the exception of the glazed shop front which curves into the pedestrian arcade.

The overall building provides a strong built edge to North Terrace and Austin Street. The light wells to the east and west allow for better ventilation and outlook of rooms. Overall the building design is consistent with the intent of the policies regarding setbacks.

### 8.7 Design and Appearance

The Desired Character for Capital City Zone demands **exemplary and outstanding building design** with high street walls that face the streets. North Terrace will be reinforced as an important pedestrian promenade and cultural boulevard that provides an important northern edge to the City square mile. PDC 6 (Zone) specifically states that **development should be of a high standard of architectural design and finish which is appropriate to the City’s role and image as the capital of the State**.

The proposal engaged in the Design Review process, including three (3) Design Review Panel meetings, and ultimately received support from the Government Architect.

As described by the Government Architect, the **building at street level is characterised by a double height glazed facade, containing a mix of retail tenancies and public thoroughfare. An internal arcade links North Terrace and**
Austin Street and provides a distinctive sense of address to both frontages. The two North Terrace tenancies are intended to be high-end retail while the arcade is geared toward food outlets therefore extending the hours of activation. The ground floor design is consistent with Objectives 50-51 and PDCs 195-196 (Council-Wide) which seek development that creates active street frontages and enhances the pedestrian environment. The retail frontages are designed to provide interest and relief to building mass, as required by PDC 196 (Council-Wide).

The North Terrace facade is constructed of honed, precast concrete panels in a light/warm grey colour. It is separated into two vertical ‘tower’ elements separated by a spine of glazed windows set back 1.5m into the facade. A series of window reveals (set back up to 780mm into the facade) and sunhoods (protruding beyond the facade), provide interest to the building. The elements feature a palette of charcoal and black with green highlights (in the Urbanest brand colour) to complement the light warm grey facade. The window reveals and sunhoods are strategically placed across the North Terrace facade to provide interest and accentuate elements of the adjacent heritage buildings.

The colour palette has been selected to complement the numerous heritage buildings along this portion of North Terrace, many of which are sandstone. This is consistent with PDC 186 (Council-Wide). The facade materials are appropriate in terms of durability and low-reflective, consistent with PDC187-189 (Council-Wide).

As described by the Government Architect, the articulation of the expression at the lower levels is also informed by a relationship to Security House (refer Section 8.7). The expression of the North Terrace facade above level two is characterised by a strong pattern of fenestration within a solid masonry form. The pattern is articulated through a combination of deep window reveals, and steel window awnings. The facade sits comfortably within the north terrace context as a contemporary interpretation of the existing fabric.

The eastern and western facades feature a darker tone of pre-cast concrete panels within the light wells, whilst the Austin Street facade displays a more uniform facade than North Terrace, with no window reveals or sunhoods. The Government Architect has noted that the eastern and western facades would benefit from further refinement. This could be achieved through a condition of approval if desired by the Commission, however on balance I consider the building facades to be appropriate to their orientation, street frontage, use of the building, the desired character of the locality, and the modelling and proportions of adjacent buildings. This is consistent with PDC 181 (Council-Wide).

The roof top terrace is set back 1.5m from the facade and includes glazed walls and a 1.2m high parapet. A floating flat roof terrace provides a cap to the building, behind which the roof top plant is located. Objective 49 and PDC 191-192 seeks development of an innovative and interesting skyline that complements adjacent roofs. The proposed floating roof on the roof top terrace is simple in design. Whilst the roof design could not be considered innovative, it complements the facade design and generally meets the planning policies. No provision has been made for roof based ESD initiatives such as solar panels or tanks for rainwater conservation, as encouraged by PDC 194 (Council-Wide).
In conclusion, the Government Architect states that the proposal is well considered resulting in a refined and appropriate building form, architectural expression and contribution to the street. This is consistent with Council-Wide Objectives 46-48 and PDCs 167 to 171 which seek a high level of design excellence in terms of scale, bulk, massing, materials, finishes, colours and architectural treatment.

8.8 Heritage

As discussed in section 4.3 the subject site is flanked on both sides by Local Heritage Places – Kelvin House to the east and the former warehouse 28-42 Austin Street to the south west.

Objective 43 (Council-Wide) seeks development that retains heritage value. PDC 140 and 142 (Council-Wide) instructs that development adjacent to (and abutting) heritage places should be carefully integrated and incorporate design elements that complement the adjacent heritage place.

The existing character of the locality is typical of a high density CBD with a continuous built edge to North Terrace. The streetscape, when viewed from the north, is a mixture of contemporary and traditional built form with varying architectural styles. Whilst the proposed building does not mimic the adjacent heritage places in style, materials or colour, it incorporates subtle design elements on its northern and southern facades that respect the adjacent local heritage places, in particular:

- A recess of 1m on the north eastern corner of the building from ground level to Level 9, allowing the western corner of adjacent Kelvin House to be revealed.
- Horizontal elements at Level 1 and Level 6 that take cues from adjacent Kelvin House.
• The pedestrian arcade entry on the south western corner of the building on Austin Street (ground and mezzanine level) curves back from the street, to provide a more intimate scale to the adjacent former warehouse.
• The proposed colour palette of neutral, warm grays, accented with charcoal and green elements, to complement the sandstone predominant on North Terrace.

This design response is consistent with PDC 179 (Council-Wide) which states that development should respect the composition and proportion of architectural elements of building facades that form an important pattern which contributes to the streetscape’s distinctive character in a manner consistent with the desired character of a locality.

Consistent with preliminary advice from the State Heritage Unit (refer Section 4.3) the heritage impact assessment prepared by Flightpath Architects considers that the setting of nearby State Heritage Places Scots Church is not impacted by the proposal. Similarly the State Heritage Places located north of the subject site are sufficiently separated by North Terrace to not be impacted by the proposal.

Overall, the design and appearance of the proposed building is considered to complement and make appropriate reference to the adjacent heritage places, whilst presenting a contemporary facade. The design contributes to the existing streetscape, which presents a range of architectural forms, with a typical modern multi-storey CBD backdrop.

8.9 Interface

PDC 269 (Council Wide) notes that development located either abutting, straddling or within 20 metres of a Zone or Policy Area boundary should provide for a transition and reasonable gradation from the character desired from one to the other.

The subject site abuts the Institutional Zone to the north, with the southern side of North Terrace (and the location of the subject site) forming the city edge. In this respect a gradual transition in height or built form is not considered to be appropriate or necessary. In terms of character, the proposed building pays homage to the sandstone heritage buildings north of North Terrace through its complementary colour palette.

8.10 Traffic Impact, Access and Parking

8.10.1 Pedestrian Access

Map Adel/1 (Overlay 2A) identifies pedestrian links for the CBD. The subject site is within the Primary Pedestrian Area and an existing pedestrian link is identified along the western portion of Austin Street and through the Renaissance Arcade into Rundle Mall. There are no proposed pedestrian links identified on Map Adel/1 (Overlay 2A) over the subject site.

Council Wide provisions broadly seek development that contributes to the quality of the public realm promoting the comfort, enjoyment and security of pedestrians.

The entrance lobby to the Urbanest accommodation is located on North Terrace. The ground floor design is centred on a pedestrian arcade, which runs
from the North Terrace entrance through to Austin Street, and contains a number of retail tenancies. From Austin Street the pedestrian arcade links through to Renaissance Arcade and into Rundle Mall.

The creation of this pedestrian link responds to numerous policies for the Zone and Council-Wide that seek to facilitate and enhance pedestrian movement (PDC 7, 23, 24, 25 Zone).

Pedestrian amenity at ground level is enhanced through the provision of setbacks at the North Terrace frontage which invite access through the arcade and provide weather protection. The Austin Street frontage is slightly curved to accentuate the adjacent State Heritage Place and encourage pedestrian movement through this minor street and into Renaissance Arcade. The two level (ground and mezzanine) glass facades at the North Terrace and Austin Street frontages, with voids from the ground floor up the mezzanine, create an inviting pedestrian space.

8.10.2 Vehicle Access and Parking

There is no car parking sought for development within the Capital City Zone (PDC 7 Capital City Zone), and no vehicle parking proposed for this development.

The building has a waste management system that involves on-site collection via the Austin Street loading dock by a private collection service (see Section 8.7.3). The proposal is expected to generate approximately 24 waste collection movements per week (4-6 per day).

The applicant’s traffic consultant has provided swept path diagrams for the loading dock (reverse in, forward out movement) and the ‘L’ shaped bend of Austin Street, which demonstrate that an 8.8m long vehicle can achieve these manoeuvres without impacting on the existing on-street parking.

There are no other ancillary services associated with the student accommodation, such as linen collection or food services, which require vehicular access. Minor deliveries such as vendor machine restocking will use the existing on-street loading bays on Austin Street. Similarly, vehicular access for the retail tenancies will use the on-street loading bays, or may negotiate use of the undercover loading dock.

8.10.3 Bicycle Parking

The proposal comprises 42 bicycle parking spaces within an undercover store room. Visitor bicycle parking is provided by way of existing public bike rails on North Terrace adjacent the building entrance. Residents are not permitted to store bicycles within their room, as per the Urbanest house rules.

PDC 233 (Council-Wide) specifies that an adequate supply of on-site secure bicycle parking should be provided to meet the demand generated by the development within the site area of the development. Bicycle parking should be provided in accordance with the requirements set out in Table Adel/6. Table Adel/6 does not provide a specific rate for student accommodation; however it does provide rates for the following:
Table 1: Bicycle parking rates from Table Adel/6

<table>
<thead>
<tr>
<th>Type of Development</th>
<th>Bicycle parking space for residents</th>
<th>Bicycle parking space for customers/visitors/shoppers</th>
<th>Required spaces for proposal</th>
</tr>
</thead>
<tbody>
<tr>
<td>All low, medium, and high scale residential</td>
<td>1 space for every dwelling/apartment with a total floor less than 150m²</td>
<td>1 for every 10 dwellings</td>
<td>505 residents + 50.5 visitors = 556 spaces</td>
</tr>
<tr>
<td>Serviced apartment</td>
<td>1 per 20 employees</td>
<td>2 for the first 40 rooms, plus 1 for every additional 40 rooms</td>
<td>14 residents + 1 employees = 15 spaces</td>
</tr>
<tr>
<td>Retail</td>
<td>1 per 300 sqm of gross leasable floor areas</td>
<td>1 per 600 sqm of gross leasable floor area</td>
<td>1 employee + 1 customer = 2 spaces</td>
</tr>
</tbody>
</table>

It is considered that the parking rate for ‘all low, medium, and high scale residential’ development is not appropriate for a student accommodation land use. The Applicant’s traffic consultant, GTA Consultants, has argued that serviced apartments are the most directly comparable type of development to student accommodation, and has used these rates as the benchmark for the proposal. I question this assessment, noting that the average stay for student accommodation is 26 to 52 weeks, whilst serviced apartments are a form of tourist accommodation and generally characterised by shorter stays. Users of serviced apartments are perhaps less likely to use a bicycle as a form of transportation than users of student accommodation.

Notwithstanding, there are a number of factors relating to the location of the proposed development that warrant a reduction of bicycle parking numbers. These are:

- The location of the development is advantageous, being opposite Adelaide University and University of South Australia (City East campus).
- The development is approximately 500m from the tram and Adelaide Railway Station, and centrally located along (and within walking distance to) many major bus routes.
- The applicant has indicated that the ‘Adelaide Free Bike’ could potentially be co-located with the development, per the Bank Street Urbanest building. Currently the closest Adelaide Free Bike station is at the University of SA (City East campus).
- City U-Parks provide free undercover bike racks, as well as secure bike parking (cost varies), the closest being approximately 250m away.

GTA Consultants has provided an analysis of bicycle parking provision and demand for other Urbanest developments around Australia. From this analysis, GTA has recommended that an average bicycle parking demand of 1 per 38.6 beds will meet demand. Of particular interest are the rates for the existing 503 bed Urbanest building on Bank Street, which has 24 bicycle spaces, 22 of which are occupied (a rate of 1 space per 22.9 beds). The proposed 42 spaces for this application equal a rate of 1 space per 16.4 beds.

On balance, given the premier location of the subject site, being central to public transport and within walking distance to the universities, the proposed bicycle parking rate of provision is considered to be appropriate. In the absence of a specified rate in the Development Plan, the applicant has provided a reasonable justification for the proposal.
With regard to the design of the bike store, further information was sought from the applicant regarding the design requirements set out in PDC 234 (Council-Wide). The store is located to the rear (southern side) of the building and is accessible one of three (3) ways: via the pedestrian arcade (during business hours only), via the North Terrace entrance lobby, or via Austin Street. The first two access options require the user to traverse a long corridor, which offers poor passive surveillance of the store itself. For this reason the applicant was asked to clarify the security measures for the bike store, particularly after hours. The applicant has confirmed that access to the bike store is via coded swipe cards, which are coded only to residents that have registered for bicycle storage. Storage lockers are not provided within the store, however bicycles can be individually locked to the bike racks provided. CCTV is positioned at the two entrances to the bike store.

Whilst the design of the bike store is not ideal in terms of safety and ease of access, the applicant has demonstrated that safety measures (ie CCTV, swipe card access) will be implemented to improve safety. To further improve safety, a condition of approval is recommended which requires the Austin Street bike store entrance to be lit.

8.11 Environmental Factors

8.11.1 Crime Prevention

Objective 24 and PDCs 82, 83 and 85 (Council-Wide) provide guidance for the creation of crime resistant environments that promote passive surveillance, building and site security and visibility.

The proposed internal pedestrian arcade has been well designed to allow clear site lines from the student accommodation reception through to North Terrace and Austin Street (PDC 82). After hours, the arcade will be closed to through traffic with permeable security grille that will continue to provide visual site lines through the building (noting that the student accommodation reception is staffed on a 24 hour basis) (PDC 85). The Government Architect is supportive of the security grill, given the benefits this arrangement provides to student safety.

The mezzanine level with glass frontages and communal spaces promotes passive surveillance of North Terrace and the lobby entrance (PDC 83). CCTV is provided to public and communal spaces including the bike store. The use of communal spaces is governed by Urbanest’s Operation and Security Management Plan and House Rules.

Security considerations associated with the bike store are detailed in Section 8.10.3 above.

8.11.2 Noise Emissions

Objective 27 and PDCs 93-94 (Council-Wide) provide guidance for noise sensitive development. Development should be designed to protect its occupants from noise sources contemplated in the zone, which in the Capital City Zone includes licensed entertainment premises. Ancillary services such as waste collection should not occur after hours and mechanical plant should be appropriately sited, screened and attenuated.
PDCs 95-99 (Council-Wide) provide guidance for noise sensitive development, and specifies minimum background noise levels within habitable rooms, in order to achieve comfort for residents.

An acoustic services report prepared by BESTEC provides acoustic design recommendations to protect both residents and the retail tenancies from noise intrusion, including construction methods and glazing, to meet the criteria set out in PDC 93 (Council-Wide), Environment Protection (Noise) Policy 2007 criteria, relevant Australian standards, the Building Code of Australia and the Minister’s specification for 78B for noise intrusion.

The report also considered noise emissions from the nearest licensed premises, being the Austin and Austin cafe and lounge bar immediately adjacent 28-42 Austin Street to the south west. An on-site noise survey was undertaken to gather background noise data. It was concluded that when appropriate levels of glazing were applied, the nearest accommodation room would experience noise emissions in the range of 25dBA.

The acoustic report demonstrates that, with the inclusion of appropriate attenuation methods, the proposal can achieve the required noise levels for residents and retail tenancies. Consistent with PDC 94, the acoustic recommends that deliveries be restricted to after 7am Monday to Saturday and after 9am Sundays and Public Holidays, and rubbish collection be restricted to 7am – 6pm Monday to Saturday and 9am – 5pm Sunday and Public Holidays.

To that end, a standard condition have been included to prevent after hours ancillary activities in the Austin Street loading dock, consistent with the times set out in PDC 94 which allows rubbish collection until 10pm. A condition has also been included to ensure mechanical plant noise does not exceed the levels specified in the Development Plan.

8.11.3 Waste Management

Objective 28 (Council-Wide) and PDCs 101-103 (Council-Wide) provide guidance for waste management, minimisation and re-use/recycling. The proposal meets these planning policies through the provision of a dedicated area for on-site store collection and sorting of waste streams. Residents are required to remove waste from their rooms and place it into chutes located on each level. The waste is then captured and stored in the ground floor waste room prior to collection by a private waste collection service from the Austin Street loading dock. The ground floor waste room is located within the service area of the building and not visible from public spaces.

The proposal is expected to generate 47,400L of waste each week from the residential component, and 18,000L per week from the retail, reception and admin components, which equates to an expected 24 waste collection movements per week (4-6 per day).

As noted above in Section 8.11.2 to minimise noise disturbance to residents, waste collection will not occur between 10pm and 7am (9am on Sundays and public holidays).

8.11.4 Site Contamination

Objective 29 and PDC 105 (Council-Wide) seek the creation of a safe and healthy living and working environment. Where there is evidence or
reasonable suspicion of contamination, the suitability of the land for its proposed purpose should be provided as part of the development application.

Information regarding potential site contamination does not form part of this application, and the Applicant has advised that no assessment has been undertaken to date.

The subject site is currently entirely covered by buildings, and the proposed replacement building will also completely cover the site. There is no excavation works associated with basement levels for this development. For these reasons, the applicant attests that the likelihood of contamination posing a risk to human health is very low.

The applicant has noted that during construction and following demolition of the buildings the opportunity and necessity to test any soils that are being removed from the site would necessitate testing in accordance with EPA guideline and it would be expected that the testing would occur at this stage prior to disposal of soils off site.

It is considered that there is negligible risk of the proposed development creating a pathway between potential contaminants and people due to the fact that no sensitive uses are proposed at ground level; no basement works are proposed; and the site is currently 100% sealed (and will remain so with the proposed development). This being the case, it is considered that construction activities only need protection in this context and to this end it is recommended that a condition of consent be imposed that requires implementation of practices that accord with Environment Protection Authority guidelines.

8.11.5 Stormwater Management

Objectives 35-37 and PDCs 126-129 provide guidance for minimising pollution of stormwater, and maximising stormwater re-use. The proposal satisfies the majority of these provisions by virtue of maintaining the status-quo.

The proposed development does not increase the area of impervious surfaces on the subject site, nor is it expected to generate increased levels of stormwater run-off, over and above the existing buildings located on the site.

For this reason, on-site stormwater detention prior to discharge is not required, and all stormwater/roof run-off will be diverted to ACC’s existing street network. The stormwater management plan prepared by MLEI Consulting Engineers concludes that no treatment of stormwater is required prior to run-off as the catchment area does not include pollutant sources such as car parks or storage areas.

The stormwater management plan also notes that rainwater harvesting for irrigation is not feasible due to the absence of landscaped areas. Stormwater re-use has not been allowed for in the proposal. This is inconsistent with Objective 35 (Council-Wide) which encourages development to maximise the re-use of stormwater.

8.11.6 Infrastructure

Objective 41 and PDCs 132-133 and 135 (Council-Wide) require that development be serviced with the necessary infrastructure including water, gas, electricity, waste, telecommunications, all-weather public roads, and stormwater services.
By nature of its location the subject site has access to all necessary services. In particular:

- **Stormwater:** as noted in section 8.11.5 above no augmentation of stormwater management systems are required as post-development loads are not expected to increase.
- **Infrastructure:** the infrastructure report prepared by BESTEC details the provision of mechanical services, electrical services, vertical transportation services, hydraulic services, and fire protection services for the development.
- **Water:** a water storage tank located on the mezzanine level is for domestic cold water storage, prior to being pumped to roof tanks for reticulation throughout the building. A 25,000L water break tank for fire fighting capacity is provided at ground level in accordance with Building Code of Australia requirements.
- **Room amenities:** every apartment/room with the proposed development has an entry phone, internet connection, hot water supply, card operator security key system, air conditioning, and a fire detection system with sprinklers.

### 8.11.7 Energy Efficiency

Objectives 30 and PDCs 106-108 (Council-Wide) require development that minimises consumption of non-renewable resources and provides thermal comfort for residents.

The building has been designed in an ‘H’ shaped floor plate in order to minimise east and west facing windows, whilst still providing an outlook for every room. The communal living spaces have north and/or south facing windows, and the recessed spine on the northern facade allows for sunlight penetration into the corridors. Each room has access to sunlight and natural ventilation via openable windows. All north facing windows will be glazed and all north facing windows frames will either be recessed or fitted with sun shade devices. External clotheslines are provided on Level 1.

The Urbanest house rules provide guidelines for air conditioning use. Residents have a daily allowance of 8 hours cooling or heating, beyond which use may be restricted. Residents are encouraged to keep their air conditioning thermostat on 24 degrees; keep doors closed to improve efficiency; and turn the unit off when leaving the room.

Overall the design of the building is expected to deliver a reasonable level of passive cooling and thermal comfort for residents. It is noted that there are no alternative energy generation systems proposed for this building.

### 8.11.8 Micro-climate, Sunlight and Overshadowing

Objectives 33-34 and PDCs 119-120, 122-124 (Council-Wide) require that buildings be designed to be energy efficient, minimise solar access impact on adjacent land and buildings and provide protection from the weather. Further, PDC 12 (Capital City Zone) seeks that buildings north of Rundle Mall, Rundle Street, Hindley Street and Gouger Street should have a built form that incorporates slender tower elements, spaces between buildings or other design techniques that enable sunlight access to the southern footpath.

There is some tension between PDC 12 (Capital City Zone) and other policies which seek zero setbacks and continuation of the built edge to North Terrace,
as well as optimal yield to take advantage of the premium city location. The intent of PDC12, however, is to minimise overshadowing of the pedestrian environment of Rundle Mall.

Shadow diagrams have been provided by the applicant for both the summer and winter solstice at the times of 9am, 12noon and 3pm. The adjacent buildings have been modelled and their existing shadows shown in grey shade. The diagrams show that the shadow of the proposed diagram only encroaches over a portion of Pulteney Street and Rundle Street after 3pm during the Winter Solstice, and only to the extent of shadows already cast by the Mansions Apartments across Pulteney Street and by the Centrepoint Building over Rundle Street. The shadow diagrams demonstrate that the proposed building will not cast a shadow over Rundle Mall.

The subject site does not abut a City Living or Historic Conservation Zone and the proposal is within the height range anticipated for the zone. It is noted that the proposal is some 10 storeys lower than the adjacent development approved for 11-23 Austin Street.

In terms of weather protection, the North Terrace facade at ground/mezzanine level is set back 1m from the road boundary and 4m from the student accommodation lobby. The proposed pedestrian arcade provides a covered walkway which links from North Terrace to Austin Street, and into Renaissance Arcade and Rundle Mall.

On balance, the overshadowing impact is considered to be appropriate in the context of the zone policies which seek tall buildings with zero setbacks and optimal yields/site coverage.

8.11.9 Wind Analysis

PDC 125 (Council-Wide) state that development that is over 21 metres in building height and is to be built at or on the street frontage should minimise wind tunnel effect.

The proposal does not include any of the design elements suggested in the development plan to minimise the wind tunnel effect (ie a podium or verandah).

A desktop wind analysis prepared by GTWS concludes that marginal exceedances of the walking comfort criterion may be experienced at the North Terrace/Austin Street corner, and at the North Terrace pedestrian arcade entrance, during northerly and southerly wind events. This will be felt most at the retail tenancies on North Terrace, and through the pedestrian arcade. The GTWS report notes that a canopy above the North Terrace will be of little or value in reducing wind impacts, due to the prevailing wind flows and layout of the building.

To address the wind effect through the pedestrian arcade, GTWS recommends that wind reducing mechanisms such as banners and architectural features be considered. It is noted that the retail tenancies are set back 1m from the North Terrace frontage, which may assist in increasing pedestrian comfort.

The applicant has confirmed that it is amenable to providing porous screens and other design elements to minimise the wind tunnel effect within the pedestrian arcade. These details are not yet finalised and are not shown on the drawings. A condition of approval has been included that requires the applicant
to provide details of the internal arcade design to DAC’s satisfaction prior to development approval.

8.12 Signage

PDC 13 (Zone) states that advertisements should contribute to *an integrated, coordinated appearance and should enhance the urban environment.*

PDCs 30-32 (Capital City Zone) seeks advertising that is simple, restrained in size, colour and design, and provide overall consistency along individual street frontages. Objective 56 and PDCs 210 (Council-Wide) similarly seek advertising that reinforces the desired character and avoid a proliferation of advertisements.

The proposed suite of signs, comprising two (2) lightboxes, two (2) high level flat metal plates, one (1) direction sign for the loading dock, and one (1) etched signs, reflect the corporate branding of Urbanest.

The proposal originally included two (2) lightboxes at the upper levels on the North Terrace facade. Based on feedback from the Government Architect, these have been replaced with two (2) flat metal plates in the same location with solid letters in a dark oxide bronze metal finish offset on the façade to allow for backlighting.

The signs are simple in their design, consistent with PDC 30 and 32 (Zone), and do not contain and flashing components that likely to cause nuisance to motorists, pedestrians, or users of adjacent buildings. Overall the signage scheme is considered appropriate to the locality and the proposal building.

9. CONCLUSION

The proposal is consistent with the zone’s desire for activation through retail tenancies at ground level, and residential accommodation above. The new pedestrian arcade will increase permeability for north-south movements and contribute to an interesting pedestrian environment.

The key planning issues for the proposal are design and appearance, noting the premier North Terrace location, resident and pedestrian amenity, heritage context, bicycle parking, and sustainability initiatives.

The contemporary design of the building is sympathetic to the heritage context of North Terrace. The overall facade appearance, height, and building design have the support of the Government Architect, although there is capacity for the eastern and western facades could be further refined.

The proposal incorporates a range of room types, and shared spaces are provided on all levels. Whilst the Government Architect has noted that additional spaces could be provided on levels 2-18, the proposed level of amenity and provision of outdoor spaces on Level 1 and the rooftop terrace is considered to satisfy the development plan provisions.

Further detail is required to demonstrate that the wind tunnel effect can be managed to a comfortable level through the pedestrian arcade. This is dealt with through a condition of approval.

The proposal supports a shift towards sustainable transport modes by virtue of its CBD location, absence of vehicular parking, and its provision of an undercover secure bike
store. In the absence of any specific bicycle parking rates in the development plan, the number of bicycle parks are considered appropriate when compared to the number of parks and vacancy rates for other Urbanest developments. Whilst the design of the bike store is not optimal in terms of safety and ease of access, security measures such as CCTV and swipe card access will help to increase user safety. An additional condition of approval is proposed that requires lighting to the Austin Street bike store entrance.

The application does not propose any sustainability initiatives such as power generation or stormwater capture and reuse, which are encouraged through the development plan.

On balance, the proposal displays sufficient merit to warrant development plan consent.

10. RECOMMENDATION

It is recommended that the Development Assessment Commission:

1) RESOLVE that the proposed development is NOT seriously at variance with the policies in the Development Plan.

2) RESOLVE that the Development Assessment Commission is satisfied that the proposal meets the key objectives of the Capital City Zone.

3) RESOLVE to grant Development Plan Consent to the proposal by Urbanest Pty Ltd for the demolition of two existing buildings and construction of a 21 storey student accommodation with ground floor retail tenancies at 228-231 North Terrace, Adelaide subject to the following conditions of consent.

PLANNING CONDITIONS

1. That except where minor amendments may be required by other relevant Acts, or by conditions imposed by this application, the development shall be established in strict accordance with the details and following plans submitted in Development Application No 020/A085/15.

Plans by Anthony Vavayis & Associates:

DA0000C - Cover Sheet - Nov 2015
DA0001C - Locality Plan - Nov 2015
DA0100A - Existing/Demolition Plan - Nov 2015
DA0200A - Site Context Photos and Streetscape - Nov 2015
DA1000C - Ground Level and Mezzanine Floor Plan - Nov 2015
DA1001B - Level 1 and Level 2 Floor Plan - Nov 2015
DA1002C - Typical Level 2-17 Floor Plan and Exploded Axonometric Floor - Nov 2015
DA1003B - Typical Room Layout and Internal Images - Nov 2015
DA1004A - Level 18 and Roof Terrace Floor Plan - Nov 2015
DA1005A - Roof Level Plan - Nov 2015
DA2000C - Section and Axonometric Sectional View - Nov 2015
DA3000C - North and West Elevations - Nov 2015
DA3001C - South and East Elevations - Nov 2015
DA4000A - Indicative Construction Details - Nov 2015
DA6000A - Shadows June 21 - Nov 2015
DA6001A - Shadows December 22 - Nov 2015
DA7000C - North Terrace Streetscape Elevation and Perspective Views - Nov 2015
DA7001B - Austin Street Streetscape and Perspective Views - Nov 2015
DA7002B - CGI Views 1 - Nov 2015
DA7003A - CGI Views 2 - Nov 2015
DA7004A - CGI Views 3 - Nov 2015
DA7500A - Materials and Finishes Palette - Nov 2015
DA80000B - Signage - Nov 2015

Reports:
Urbanest - Operational and Security Management Plan and Student House Rules
Flightpath - Heritage Impact Assessment – 10 November 2015
GTA Consultants - Traffic Impact Assessment – 10 November 2015
Rawtec - Waste Management Plan – 11 November 2015
MLEI - Stormwater Management Plan – 9 November 2015
BESTEC - Acoustic Report – 9 November 2015
BESTEC - Infrastructure Report – 6 November 2015
GTWS - Desktop Pedestrian Level Wind Report – 5 November 2015

Other:
Letter from Greg Vincent, Masterplan, to Laura Kerber, DPTI, dated 19 November 2015 – further information
Email from Greg Vincent, Masterplan, to Laura Kerber, DPTI, dated 24 November 2015 – further information (Austin Street swept path diagram)
Wilde and Woollard - DA Cost Estimate - 13 November 2015

2. The applicant shall submit final details regarding the internal arcade design including design elements to minimise the wind tunnel effect to the satisfaction of the Development Assessment Commission prior to commencement of substructure works.

3. Prior to the commencement of construction a dilapidation report (i.e. condition survey) shall be prepared by a qualified engineer to ensure the stability and protection of adjoining buildings, structures and Council assets. A copy of this report shall be provided to the Development Assessment Commission.

4. The finished floor level of the ground floor level at the entry point to the development shall match the existing footpath unless otherwise agreed to by the Development Assessment Commission.

5. All external lighting of the site shall be designed, located, shielded and constructed to conform with Australian Standards.

6. The entrances to the building, including the Austin Street bike store entrance, shall be well lit to provide safe entrances to the building.

7. All stormwater design and construction shall be in accordance with Australian Standards and recognised engineering best practices to ensure that stormwater does not adversely affect any adjoining property or public road.

8. The on-site Bicycle Parking facilities shall be designed in accordance with Australian Standard 2890.3-1993 and the AUSTROADS, Guide to Traffic Engineering Practice Part 14 – Bicycles.

Remediation” – to minimise environmental harm and disturbance during construction.

The CEMP must incorporate, without being limited to, the following matters:

a. air quality, including odour and dust
b. surface water including erosion and sediment control
c. soils, including fill importation, stockpile management and prevention of soil contamination
d. groundwater, including prevention of groundwater contamination
e. noise

For further information relating to what Site Contamination is, refer to the EPA Guideline: 'Site Contamination – what is site contamination?'.

A copy of the CEMP shall be provided to the Development Assessment Commission prior to the commencement of site works.

10. Mechanical plant or equipment shall be designed, sited and screened to minimise noise impact on adjacent premises or properties. The noise level associated with the combined operation of plant and equipment such as air conditioning, ventilation and refrigeration systems when assessed at the nearest existing or envisaged noise sensitive location in or adjacent to the site shall not exceed:

- 50 dB(A) during daytime (7.00am to 10.00pm) and 40 dB(A) during night time (10.00pm to 7.00am) in or adjacent to a Residential Zone or the Park Lands Zone when measured and adjusted in accordance with the relevant environmental noise legislation except where it can be demonstrated that a high background noise exists.

11. Collection of waste and servicing of the site shall only occur between 7am and 10pm Monday to Saturday and 9am and 10pm Sunday and Public Holidays.

12. The acoustic attenuation measures recommended in the BESTEC Acoustic Services Report dated 9 November 2015, forming part of this consent shall be fully incorporated into the building rules documentation to the satisfaction of the Development Assessment Commission. Such acoustic measures shall be made operational prior to the occupation or use of the development.

13. The waste management practices recommended in the Rawtec Waste Management Plan report dated November 2015, forming part of this consent shall be fully incorporated into the building rules documentation to the satisfaction of the Development Assessment Commission.

ADVISORY NOTES

a. The development must be substantially commenced within 3 years of the date of this Notification, unless this period has been extended by the Development Assessment Commission.

b. The authorisation will lapse if not commenced within 3 years of the date of this Notification.

c. The applicant is also advised that any act or work authorised or required by this Notification must be completed within 5 years of the date of the Notification unless this period is extended by the Commission.
d. The applicant has a right of appeal against the conditions which have been imposed on this Development Plan Consent or Development Approval. Such an appeal must be lodged at the Environment, Resources and Development Court within two months from the day of receiving this notice or such longer time as the Court may allow. The applicant is asked to contact the Court if wishing to appeal. The Court is located in the Sir Samuel Way Building, Victoria Square, Adelaide, (telephone number 8204 0289).

Environmental

e. The applicant is reminded of its general environmental duty, as required by Section 25 of the Environment Protection Act 1993, to take all reasonable and practical measures to ensure that the activities on the whole site, including during construction, do not pollute the environment in a way which causes or may cause environmental harm.

f. The emission of noise from the premises is subject to control under the Environment Protection Act and Regulations, 1993 and the applicant (or person with the benefit of this consent) should comply with those requirements.

g. EPA information sheets, guidelines documents, codes of practice, technical bulletins etc can be accessed on the following website: http://www.epa.sa.gov.au.

Construction

h. The applicant should ensure there is no objection from any of the public utilities in respect of underground or overhead services and any alterations that may be required are to be at the applicant’s expense.

i. As work is being undertaken on or near the boundary, the applicant should ensure that the boundaries are clearly defined, by a Licensed Surveyor, prior to the commencement of any building work.

j. If required an Encroachment Permit will need to be separately issued for the proposed encroachment into the public realm when Development Approval is granted. In particular your attention is drawn to the following:
  - An annual fee may be charged in line with the Encroachment Policy.
  - Permit renewals are issued on an annual basis for those encroachments that attract a fee.
  - Unauthorised encroachments will be required to be removed.

k. Pursuant to Regulation 74, the Council must be given one business day’s notice of the commencement and the completion of each stage of the building work on the site. To notify Council, contact City Services on 8203 7332.

l. The proponent may need to obtain approval under the regulations for any equipment or cranes to be used on site that will intrude into prescribed airspace before entering into a commitment to construct any building at the site.