

# **ASSESSMENT REPORT**

## **FOR THE DEVELOPMENT REPORT FOR THE INTEGRATED HOTEL DEVELOPMENT AT 6-10 ADELPHI TERRACE, GLENELG Q DEVELOPMENTS**

**MAY 2016**



*Image provided by Hassell Architects – view of the proposed development looking south from the Patawalonga*

Department of Planning, Transport and Infrastructure

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Department of Planning,  
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## ***Executive Summary***

The proposal by proponent Q Developments is to demolish the existing Comfort Inn Marina Motel building to construct an integrated hotel project located at 6-10 Adelphi Terrace, Glenelg.

The proposal was declared a Major Development by the Minister for Planning on the 7 May 2015.

The Guidelines were determined by the Development Assessment Commission on 5 August 2015, with the proponent addressing the Guidelines in their Development Report (DR).

The DR underwent public consultation from 7 October to 28 October 2015, with sixteen (16) public submissions and three (3) agency submissions, along with a submission from Holdfast Bay Council, received.

The majority of the public submissions raised concerns regarding the height of the development, especially overlooking and overshadowing of neighbouring residences and the Ring Bowls Club. The agency submissions raised issues relating to design outcomes, layout of the single aspect apartment type, detail of the architectural expression of the building, provision of natural light to residential corridors, details of the façade and balcony, and information demonstrating the maintenance and access strategies to ensure the quality of the podium interface with neighbouring properties.

The proponent then responded to issues raised during consultation via a formal Response Document.

This Assessment Report (AR) assesses the environmental, social and economic impacts of the proposal.

The AR finds that the proposed development has the potential to bring significant economic benefit to Glenelg and the broader area from multiplier effects.

The proposal - a 14 level building (ground plus 13 storeys) - provides the first transition of its type and height in this particular location along the north western side of the Glenelg foreshore. The hotel will add to the product which promotes Glenelg as one of Adelaide's top tourist destinations.

The proposal generally complies with the policies and provisions of the current Holdfast Bay Development Plan. It is noted that the Development Plan has recently been updated, through a Development Amendment process Glenelg District Centre (Jetty Road) and Residential High Density Review.

In terms of interface issues the design is such that tower component has been oriented towards the front and away from neighbours and it is considered the residual impact can be appropriately managed.

The proposal does not provide 15 percent affordable housing. The proposal is fundamentally for tourist accommodation with complementary residential apartments and is not intended to be a stand-alone residential development. The land is in a premium location and capitalises on its location. The development is close to community facilities and alternate transport modes. The street

activation integrates well with the public realm and the existing environs of Glenelg and the Patawalonga.

On balance the assessment concludes that:

- The development will create significant economic and employment benefits
- The development will provide a unique product of contemporary design in one of South Australia's top tourist destinations and will complement existing tourism development
- The design is appropriate within the context of the surrounding environs. The proposal is supported in principle by the Government Architect.
- The development will also provide living opportunities in a premium location close to community facilities and alternate transport modes
- The street activation integrates well with the public realm and the existing environs of Glenelg and Patawalonga
- The traffic and parking arrangements are acceptable.

The AR concludes the proposal is worthy of approval subject to conditions.

# 1 Introduction

This Assessment Report (AR) assesses the environmental, social and economic impacts of a proposal by Q Developments (the proponent) to redevelop the Comfort Haven Inn Marina Motel site at 6-10 Adelphi Terrace. Q Development proposes a 14 level building (ground plus 13 storeys), comprising a 4.5 star hotel, conference facilities, retail, café, residential apartments and penthouses, associated car parking and landscaping.

Q Developments is the company by which this proposal will be developed. The owner, Mr Bruno Marveggi, has operated the Comfort Inn Haven Marina Motel for 15 years.

The subject site comprises three (3) allotments and totals 5175m<sup>2</sup>, with a frontage to the Patawalonga Basin of 131 metres. The location currently houses the Comfort Inn Haven Marina Motel which was built in the 1970s. The site faces the Patawalonga River and Adelphi Terrace and runs between Canning Street to the south and George Street to the north. Abutting the site to the north is Glenelg Lake Holiday Units, residences to the east and south and the Ring Bowls clubhouse at the end of Queen Street.

The proponents' ambition is that the integrated hotel development at Adelphi Terrace would attract international tourists, to one of South Australia's top tourist destinations, Glenelg. The hotel would provide a product for the market where a current gap has been perceived.

The total capital expenditure for the integrated hotel development and associated infrastructure is estimated at \$75 million. The proposal is expected in the first instance to employ 65 full time staff with a flow on effect expected following full operation of the site to support 231 in the tourism industry.

## 2 Background

### *2.1 The Major Development Process*

On 7 May 2015 the Minister declared a proposal to construct an integrated hotel comprising hotel suites, pool facility, conference facilities, residential apartments, penthouse apartments, retail tenancies and café, associated car parking and landscaping at 6-10 Adelphi Terrace as a Major Development. The declaration resulted from the Minister forming the opinion that the proposed development was of major economic importance, and that a declaration was appropriate or necessary for the proper assessment of the proposal.

The proponent then lodged the development application in June 2015, following which the Development Assessment Commission (DAC) determined that the assessment of the proposal be subject to a Development Report (DR) process. Guidelines were formally issued in August 2015.

The proponent prepared a Development Report (DR) taking the Guidelines into consideration. The DR was released by the Minister for Planning and placed on public exhibition from Wednesday 7 October to 28 October 2015. During the 3 week period, submissions were invited from the public. Submissions were also sought from the Holdfast Bay Council and relevant Government Agencies.

In response to the DR, a total of 20 formal submissions were received. The proponent then prepared a Response Document (RD) in response to the submissions received.

Pursuant to Section 46D(8) of the Act, the Minister in preparing this AR, has taken into account the proponent’s DR, public, Council and Government Agency submissions, the proponent’s response to these submissions, and other matters that the Minister considered appropriate.

### 3 Proposal

#### 3.1 Overview of the proposed development

The proposed development will consist of demolition of the existing buildings and associated structures situated at 6-10 Adelphi Terrace, Glenelg.

The applicant seeks approval to construct a replacement hotel and conference facilities on the site comprising the following.

**Table 1 - description of the development**

Planning aspect	Description
Land Use	Integrated Hotel complex (residential, hotel accommodation and retail) comprising the following: <ul style="list-style-type: none"> <li>- Conference facility and associated meeting rooms (737m<sup>2</sup>)</li> <li>- 36 residential apartments</li> <li>- 7 Retail spaces at the ground floor totalling 767m<sup>2</sup></li> <li>- Cafe/bar (200m<sup>2</sup>)</li> <li>- 73 one bedroom hotel suites</li> <li>- 73 two bedroom hotel suites</li> <li>- 24 penthouses with a separate lobby</li> <li>- Offices (175m<sup>2</sup>)</li> <li>- 204 car parks</li> <li>- Outdoor recreation deck – swimming pool, sun deck, outdoor lounge, bar facilities</li> <li>- Loading dock, plant and waste area</li> </ul>
Site area	5175m <sup>2</sup>
Building Height	Height is 47.4 metres - 14 level building (ground plus 13 storeys)
Description of Levels	Ground Floor comprising: <ul style="list-style-type: none"> <li>- 7 retail tenancies – potential outdoor dining space, café, lobbies, car park, plant, waste store and recycling</li> </ul> Level 1 comprising: <ul style="list-style-type: none"> <li>- Car parking area on split floors, 8 residential apartments, 5 x 1 bed hotel suites, 1 x 2 bed hotel suites, function and meeting rooms</li> </ul> Level 2 : <ul style="list-style-type: none"> <li>- 8 residential apartments, 4 x 1 bed hotel suites, 1 x 2 bed hotel suites, offices, and car parking area</li> </ul> Level 3: <ul style="list-style-type: none"> <li>- 3 residential apartments, pool, 5 x 1 bed hotel suites, 7 x 2 bed hotel suites</li> </ul> Level 4: <ul style="list-style-type: none"> <li>- 2 residential apartments, 7 x 1 bed hotel suites, 10 x 2 bed hotel suites</li> </ul> Level 5: <ul style="list-style-type: none"> <li>- 3 residential apartments, 8 x 1 bed hotel suites, 9 x 2 bed hotel suites</li> </ul> Level 6: <ul style="list-style-type: none"> <li>- 3 residential apartments, 9 x 1 bed hotel suites, 9 x 2 bed hotel suites</li> </ul> Level 7: <ul style="list-style-type: none"> <li>- 3 residential apartments, 9 x 1 bed hotel suites, 9 x 2 bed hotel suites</li> </ul>

Planning aspect	Description
Land Use	<p>Integrated Hotel complex (residential, hotel accommodation and retail) comprising the following:</p> <ul style="list-style-type: none"> <li>- Conference facility and associated meeting rooms (737m<sup>2</sup>)</li> <li>- 36 residential apartments</li> <li>- 7 Retail spaces at the ground floor totalling 767m<sup>2</sup></li> <li>- Cafe/bar (200m<sup>2</sup>)</li> <li>- 73 one bedroom hotel suites</li> <li>- 73 two bedroom hotel suites</li> <li>- 24 penthouses with a separate lobby</li> <li>- Offices (175m<sup>2</sup>)</li> <li>- 204 car parks</li> <li>- Outdoor recreation deck – swimming pool, sun deck, outdoor lounge, bar facilities</li> <li>- Loading dock, plant and waste area</li> </ul>
Site area	5175m <sup>2</sup>
Building Height	Height is 47.4 metres - 14 level building (ground plus 13 storeys)
	<p>Level 8:</p> <ul style="list-style-type: none"> <li>- 2 residential apartments, 8 x 1 bed hotel suites, 9 x 2 bed hotel suites</li> </ul> <p>Level 9:</p> <ul style="list-style-type: none"> <li>- 2 residential apartments, 8 x 1 bed hotel suites, 9 x 2 bed hotel suites</li> </ul> <p>Level 10:</p> <ul style="list-style-type: none"> <li>- 2 residential apartments, 9 x 1 bed hotel suites, 9 x 2 bed hotel suites</li> </ul> <p>Level 11:</p> <ul style="list-style-type: none"> <li>- 12 penthouse apartments</li> </ul> <p>Level 12:</p> <ul style="list-style-type: none"> <li>- 12 penthouse apartments</li> </ul> <p>The residential apartments are located to the north on levels 1-11 with the penthouses located on the whole of levels 11 and 12. The hotel area is centrally located on levels 1 and 2, with two thirds of the building on levels 3 – 10 comprising hotel accommodation</p> <p>Level 3 comprises the recreation area - a pool, bar and deck area.</p>
Apartment floor area sizes	<p>Apartments range from 72m<sup>2</sup> – 143m<sup>2</sup> Penthouses range from 62m<sup>2</sup> – 140m<sup>2</sup></p>
Retail area	Tenancies range from 63m <sup>2</sup> – 217m <sup>2</sup>
Setbacks from the Ground Floor	<ul style="list-style-type: none"> <li>- 1.5m-3m from the property boundary on Adelphi Terrace</li> <li>- 4 levels of car park sit on the boundary to the rear – parts of the car park in the eastern corner are offset between 1-3 m –south eastern corner 1-1.5 m</li> <li>- 2-3m from Canning Street</li> <li>- 1m from George Street</li> </ul>
Setbacks from the upper levels	<ul style="list-style-type: none"> <li>- The façade of the tower portion is setback 13m from the eastern boundary of the site at its southern end and from 9.5m – 14.5m on the eastern boundary of its northern end.</li> </ul>
Access	<ul style="list-style-type: none"> <li>- Residential apartments are accessed from Adelphi Terrace via their own lobby/lift area</li> <li>- The penthouses have a separate lobby/lift area also accessed from Adelphi Terrace</li> <li>- The hotel lobby/lift area is accessed via a separate reception area located alongside the cafe area – again accessed from Adelphi Terrace</li> <li>- Loading dock and waste area is accessed via Canning Street</li> <li>- The car park entry /exit is via George Street</li> </ul>
Parking	<p>Total 204 car parks –</p> <ul style="list-style-type: none"> <li>- 56 car parks on ground level</li> </ul>

<b>Planning aspect</b>	<b>Description</b>
Land Use	Integrated Hotel complex (residential, hotel accommodation and retail) comprising the following: <ul style="list-style-type: none"> <li>- Conference facility and associated meeting rooms (737m<sup>2</sup>)</li> <li>- 36 residential apartments</li> <li>- 7 Retail spaces at the ground floor totalling 767m<sup>2</sup></li> <li>- Cafe/bar (200m<sup>2</sup>)</li> <li>- 73 one bedroom hotel suites</li> <li>- 73 two bedroom hotel suites</li> <li>- 24 penthouses with a separate lobby</li> <li>- Offices (175m<sup>2</sup>)</li> <li>- 204 car parks</li> <li>- Outdoor recreation deck – swimming pool, sun deck, outdoor lounge, bar facilities</li> <li>- Loading dock, plant and waste area</li> </ul>
Site area	5175m <sup>2</sup>
Building Height	Height is 47.4 metres - 14 level building (ground plus 13 storeys)
	<ul style="list-style-type: none"> <li>- 47 car parks on level 1</li> <li>- 51 car parks on level 2</li> <li>- 50 car parks on level 3</li> </ul> <p>10 car parks are proposed as on street parking for Adelphi Terrace</p>
Bike Parking	Approximately 40 bicycle parks are provided on the ground floor and 8 bicycle parks on the street
Waste	The waste store and recycling space is located on the ground floor to the rear of the southern portion with easy access to Canning Street
Landscaping	<ul style="list-style-type: none"> <li>- A green wall is proposed for the south and eastern walls of the car park to enable screening of the car parking levels. This will be constructed using steel framing supports with a vertical timber and steel trellis fixed in a grid like fashion. Different climbing species that are water efficient will be used and watered with an automated irrigation system.</li> <li>- The corner of George Street and Adelphi Terrace frontage will be landscaped with trees, paving, lighting and street furniture (in the form of public seating) will also be provided.</li> <li>- Suitable hardy landscaping is also proposed on the car park roofed area of level 3.</li> </ul>
Staging	<p>Whilst stages have been mentioned the project will be a complete build project</p> <ul style="list-style-type: none"> <li>- Staged Building Consent – demolition –July 2015 with sequential following of the earthworks, pouring of the footings and foundation and structural build</li> </ul>

### **3.2 Site Description**

The development is located at 6-10 Adelphi Terrace, Glenelg North on a site that is fairly level. The subject site comprises three titles totalling approximately 5175 m<sup>2</sup>.

<b>Lot</b>	<b>Plan</b>	<b>Street / Road</b>	<b>Suburb/ Locality</b>	<b>Hundred</b>	<b>Title</b>
20	FP 1437	Adelphi Terrace	Glenelg North	Noarlunga	CT5085/559
19	FP 1437	Adelphi Terrace	Glenelg North	Noarlunga	CT5085/558
14	FP 1437	Adelphi Terrace	Glenelg North	Noarlunga	CT5085/557



Though not required as part of the formal process, the proponent undertook a community open day to display plans and information about the proposal at the site on 9 August 2015. The open day provided an opportunity for the community to ask questions and provide feedback directly to the proponent. Following the open day plans were available to the public in the foyer of the current motel.

The proponent's response to those submissions is discussed in the Response Document (RD) and covered as appropriate in the body of the Assessment Report (AR).

## ***4.2 City of Holdfast Bay***

The City of Holdfast Bay's Development Assessment Panel (DAP) commented on the following issues:

- Internal referrals within Council regarding the impact of the proposal on Council infrastructure e.g. such as the undergrounding of power, stormwater and hoardings did not raise significant issues. However, permits would be required. Street trees were not affected. However, the developer will need to keep Council infrastructure in good condition
- Council would like a dilapidation report
- Due to some overlooking impacts the Council suggests screening to the easternmost hotel units
- Have concerns re wall height abutting 1 Canning Street
- Would like to see more detailed economic modelling of existing motels
- The proposal needs to address interface issues with the adjoining Residential Character Zone

The proponent has been working with Council to understand the possibility of a mid-block crossing point across Adelphi Terrace to complement the public realm amenity proposed by the development. Separate approvals will be sought for this aspect.

A number of conditions have been proposed by the Council for the Minister's consideration. These include:

- The prevention of light spillage nuisance to adjacent land occupiers
- Noise controls
- Further modelling of wind tunnelling effects
- The removal/ treatment of asbestos to be undertaken as described in the technical report
- Disposal of spoil to be undertaken as described in technical report
- A construction and environmental management plan should be prepared and implemented to manage site works
- That a dilapidation survey be undertaken of specific addresses in the locality
- The kitchen exhaust should meet the appropriate standards
- Pedestrian walkways to be meet appropriate standards
- Car parking to be appropriately lit and designed to appropriate standards
- That Council infrastructure should be reinstated appropriately if damaged

Council comments are available in the attachments.

## ***4.3 State Government Agencies***

### **4.3.1 Office for Design + Architecture**

As part of the Major Development process, the proponent participated in three Design Review sessions. The design aspects of the proposal are considered further in the body of the report.

The Government Architect has indicated that the overall proposal is supported in principle. This support is contingent on successful demonstration of an exemplary design quality and exceptional ground level amenity to all users which is appropriate to the location.

To ensure an optimal design outcome is achieved, and for the Governor's consideration the Government Architect has suggested conditions to protect the following elements of the proposal:

- Provision of detailed layouts for the large single aspect apartment type at the podium level.
- Provision of additional details to demonstrate how the ambition in the visualisations will be achieved.
- Provision of access to natural light to the residential corridors in the podium levels of the building.
- Provision of additional details of the façade and balcony, to achieve the linear expression while providing private amenity.
- Provision of detailed information to demonstrate the maintenance and access strategies for the landscaping, to ensure the ongoing quality of the podium interface with neighbouring properties.

### **4.3.2 SA Tourism Commission**

SA Tourism Commission is supportive of the proposal and agrees with the tourism rationale and analysis in the Development Report. The proposal is anticipated to deliver significant investment, visitor expenditure and employment benefits, for Glenelg, Adelaide and South Australia.

The proposal is supported by the *South Australian Tourism Plan 2020*, in particular Priority Action Areas relating to *Supporting What We Have* (i.e. enhancing the Glenelg tourism precinct) and Driving Demand (i.e. attraction of Asian visitors).

Given the target market the proposal is also supported by the *SATC Activating China – 2020 Strategy* which seeks to grow the number of Chinese visitors to the State.

### **4.3.3 Adelaide Airport Limited (AAL)**

Consideration of the building height is required due to the proximity of Adelaide Airport and the subsequent airspace mapping of the local area. The Holdfast Bay Development Plan maps *Airport Building Heights* for specific areas. The proposed development exceeds the height prescribed by that map.

The Department of Infrastructure and Transport – Airports has assessed the proposal and takes into account Civil Aviation Safety Authority (CASA) and Airservices Australia advice. The AAL have advised the proposed overall building height of 50.4m AHD pierces the Obstacle Limitation Surface at 48.5m AHD. The AAL imposes the following conditions:

- The building must not exceed a maximum height of 50.4 metres AHD, inclusive of all lift over-runs, vents, chimneys, aerials, antennas, lightning rods, exhaust flues etc.
- Separate approval must be sought under the Regulations for any cranes required to construct the building. Construction cranes may be required to operate at a height significantly higher than that of the proposed controlled activity and consequently, may not be approved under the Regulations.

## 5 Assessment of the Main Issues

### 5.1 Need for the Proposal

As part of the major development DR process, the proponent has provided detail that outlines the reasons for the proposed location, height, scale and staging of the proposal. The proponent considers that the need for the proposal is based around the following considerations:

- The consistency of the proposal with the State's tourism planning strategies;
- The significant contribution that the proposal will make to the state's tourism prospects;
- To provide a new hotel complex for tourists as opposed to the aging accommodation stock in the Glenelg area; which has not seen a significant investment in the last 15 years;
- The catalyst nature of the site to meet modelled market demand;
- Provision of greater activation of the public realm in that location;
- Attraction of foreign investment; and
- Ongoing Job creation/employment.

The hotel is to be located in a prime waterfront location with great views and proximity to services. To deliver a viable 200 bed hotel of 4.5 star calibre optimisation of the site would need to occur.

**The AR concludes that the proposal is consistent with the current (and recently updated) policies contained within the Holdfast Bay Development Plan. The site is underutilised. South Australia needs to broaden its economic base and tourism is one of South Australia's draw cards and brings huge economic and social benefit to the state. A tourist based investment as envisaged would have significant flow on effects and is supported. The SA Tourism Commission supports the proposal as it aligns with the *South Australian Tourism Plan 2020*, in particular supporting *What We Have (enhancing the Glenelg tourism precinct)* and *Driving Demand (attracting visitors to the to the state)*.**

### 5.2 Economic Impact and Employment

*Guideline: Evaluate the economic contribution of the proposal on the Glenelg and Holdfast Shores precincts, taking into account the existing commercial, retail and tourist accommodation circumstances of the area.*

*Guideline: Evaluate the local and broader job creation and employment opportunities (including any multiplier effects) resulting from the proposal, from construction through to completion and operation.*

The economic assessment prepared to inform the DR speaks of the proposed development having a construction value of \$75 million. This is a substantial investment in the Glenelg area and South Australia as a whole. Further breakdown of the economic analysis is provided in the DR (Section 1 and Section 6).

In summary the proponent has indicated approximately 518 jobs will provide direct employment opportunities over 2.5 years with an additional 532 jobs created through multiplier effects e.g. drivers, tour guides, travel agents, interpreters, marketing and product development roles to name a few. It is expected that the completed hotel complex would provide 65 full time equivalent roles for staff to operate the hotel and associated aspects of the development. The current motel directly employs 29 staff with this proposal creating an additional 36 new jobs. An additional 231 jobs overall

are expected as a result of the increased tourism expenditure generated by the development. Table 2 below summarises these key indicators.

<b>Construction Jobs (direct)</b>	<b>Total Construction Jobs including multiplier effect</b>	<b>Permanent Jobs at new facility (direct)</b>	<b>Total employment from tourist expenditure</b>
518	1050	65	231 (187 FTE in Glenelg)

**Table 2 - jobs generated by the proposal – sourced from the DR**

The new development will add to the choice already available. The DR does not mention the competing affect this development would have on existing development in the area other than the proposal is aimed at a specific market segment and demand for this type of product exceeds supply in Glenelg. The proposal has been designed to fill a gap not currently being met.

The DR (6.5.2) argues that the two major competitors to this development are the Stamford Grand (built 1990) and the Oaks Pier Plaza Hotel (built 2002). With the increased growth in visitors to the area the proponent suggests there is capacity for a new high end facility. The number of visitor nights predicted for the proposed hotel plus apartments would be between 115,000 and 134,000 per annum which have the potential to generate significant expenditure in Glenelg.

The applicant has considered a ‘do nothing’ approach and has indicated that the current hotel operations would not appropriately capitalise on the prime site both in terms of economic activity and in relation to job opportunities. The proposal seeks to rectify this through increasing visitor numbers to the site through the choice of apartment, penthouse and hotel offerings.

**The AR concludes that the proposed integrated hotel development will contribute significantly to the local and broader economy in terms of job employment. The mixed use proposal has the potential to interest overseas visitors, investors and potential property owners due to its specificity, location and views. The proposal provides sufficient economic analysis supportive of the proposition.**

### **5.3 Tourism Economy**

*Guideline: Evaluate the proposals contribution to the South Australian tourism economy, in particular its association with current Government tourism policy, such as the South Australian Tourism Commission’s Tourism Plan 2020.*

Tourism in South Australia is set to play an important strategic role as the State transitions from a manufacturing base into a range of other industries. Tourism directly employs some 31,000 South Australians, making a substantial contribution of approximately \$6.3 billion to the state’s economy.

The South Australian Tourism Commission’s South Australian Tourism Plan 2020 reaffirms the Government’s ambition of an \$8 billion tourism economy with 41,000 jobs by 2020. A key priority of the South Australian Tourism Plan is to support what South Australia has to offer...

*“industry needs to continue to deliver and further strengthen its delivery of high quality experiences and better customer service to visitors to ensure strong satisfaction, repeat visitation and word of mouth marketing.”*

The proposed development seeks to fulfil this key priority by providing a 4.5 star hotel with an envisaged target of 95,000 visitor nights per annum in one of South Australia’s top tourist destinations. The quality of the hotel stay that the proponent is envisaging and its targeted market is currently not properly catered for within the Glenelg area, with Adelaide’s CBD being the preference at this stage. The SA Tourism Commission has indicated the development would be of benefit to the locality and the greater Glenelg precinct.

The proponent has demonstrated there is a need for continuous ‘product development’ in the Glenelg area to provide for different market choice and experiences especially in the 4 star plus range. Comparable tourism accommodation in the locality comprises aging stock that has been operating some 15 to 20 years. The proponent believes that the age of these facilities is less likely to attract visitors to the area.

The proponent has compiled statistics relating to visitation in the City of Holdfast Bay currently, with Glenelg being considered a desirable destination after the Adelaide City. Visitation rates to Glenelg are shown below.

Source of visitor	2009	2010	2011	2012	2013	2014
Overnight visitors	146,683	146,360	155,862	152,653	163,000	175,000
Daytrips	905,683	844,360	840,862	824,653	733,000	814,000

**Table 3 - visitation to Holdfast Bay**

The proposed hotel is expected to generate \$21.4m in the local economy by adding a new tourist accommodation product to the area. The proponent indicates that the Deloitte Access Economics’ Tourism and Hotel Market Outlook speaks of an increase for hotel accommodation in Australia given the falling Australian dollar, with demand outstripping supply with a ratio of 2:1.

**The AR concludes that the economic contribution from the development would have multiplying effects that would benefit the local and wider community. The AR notes that tourism is a key industry within South Australia and the proposal would support Government targets for growth in visitor numbers and expenditure, business investment and employment.**

## ***5.4 Strategic Precinct Evaluation***

*Guideline: Evaluate the nature and use of the offering in a precinct wide sense, taking into account matters of alternative site availability, the urban form and relationship to development of scale, and relationship and proximity to the commercial precincts of Jetty Road and Holdfast Shores environs.*

Glenelg is a seaside suburb uniquely situated in Adelaide as a great place to visit, live and invest in and only 25 minutes by tram to the Central Business District (CBD) of Adelaide. The Jetty Road precinct (the CBD of Glenelg) and Holdfast Shore environs provides shopping, restaurant and entertainment options in close proximity to the coast and the Adelphi site. The site is within easy walking, cycling and vehicle distance to all that Glenelg has to offer. The precinct also offers many tourist attractions such as swimming, snorkelling, scuba diving, dolphin tours, fishing charters and stand up paddle boarding.

The proponent has advised that the Comfort Inn Motel currently underperforms for the site, notwithstanding its high occupancy which is 13% above the current average occupancy for the State. In this regard, the site is well placed to realise the potential of what Glenelg has to offer as a tourist destination and proximity to water views.

As stated previously the recently endorsed Ministerial Development Plan Amendment identified the subject site as a strategic development site in the local area. Sites for major development in the area are limited especially in the prime waterfront strips of Holdfast Promenade, South Esplanade, Colley Terrace and Adelphi Terrace. There are no undeveloped sites on these water frontages of a suitable size.

The proposed development builds on what Glenelg already has to offer as an existing tourist destination with the potential for bolstering visitor numbers further. The integrated hotel seeks to offer a 4.5 star quality accommodation product aimed at encouraging a specific tourist type to the Glenelg precinct and the experiences it has to offer.

The proposed residential apartments would provide a certain lifestyle with great views, water frontage, within easy proximity to the beach, shopping, services, public transport and not far from Adelaide city centre. The RD states that the proposal is for tourist accommodation primarily and is not intended to be a residential development. The residential component is considered complimentary to the other uses.

**The AR concludes that the proposal is generally consistent with the land use and development policies contained in the Holdfast Bay Development Plan, noting in particular those which have been updated via the endorsement of the Glenelg District Centre (Jetty Road) and Residential High Density Zone Review Development Plan Amendment.**

## 5.5 Neighbourhood Interface

*Guideline: Evaluate the impacts of the proposal on the locality, taking into account its height, scale and interface relationship to neighbouring development, balanced with the expectation of increased development intensity.*

The DR (6.3.1) reiterates the regard the design has for adjoining properties to avoid overlooking. The design does not preclude overlooking entirely.

Representors have voiced concerns that there is a sense of overlooking and loss of privacy due to the height factor of the proposed building.

The Response Document (RD) speaks of minimising the incidence of casual overlooking into neighbouring properties from the upper levels by providing a plinth underneath the glass balustrade. However, the plinth prevents overlooking from a seated position, but does not prevent it from a standing position, or leaning on the balustrade as people are sometimes prone to do. The balconies to this area are set back so there is some further reduction to the level of potential overlooking.

Windows are not provided on the eastern side of the podium level to decrease the potential for overlooking into private residences. There also appears to be sufficient distance (15 metres or greater) between the tower and adjacent properties, with 15 metres the recommended distance in the Good Residential Design Guide SA. The RD notes that the adjoining Aquarius Towers have unrestricted views over neighbouring properties.

Internal privacy on the balconies between the apartments is provided through a glass division. The Government Architect notes that the solid balustrades provide the apartment residents with seclusion whilst mitigating overlooking. However, the Government Architect stated that this approach needs further development to be optimal. The Holdfast Bay Development Plan (General Section) also supports using screening devices and setbacks where direct overlooking into back yard private open space or habitable rooms of an adjoining property is evident. In this case only one private resident is directly adjoining.

The diagrammatic image Fig 3 shows the distances of perceived overlooking and demonstrates the degree of overlooking from each upper level becomes a constrained broader view at both the horizontal and vertical distance. Local features are also taken into account with the potential to further block the intensity of the view. The further the distance the less the effect of overlooking. The view sheds show both viewpoints – viewing upwards from ground level and viewing downwards from the balconies at all levels.

**The AR concludes that the visual privacy between apartments is adequate. The separation distance between any vantage point and neighbouring property is also sufficient.**

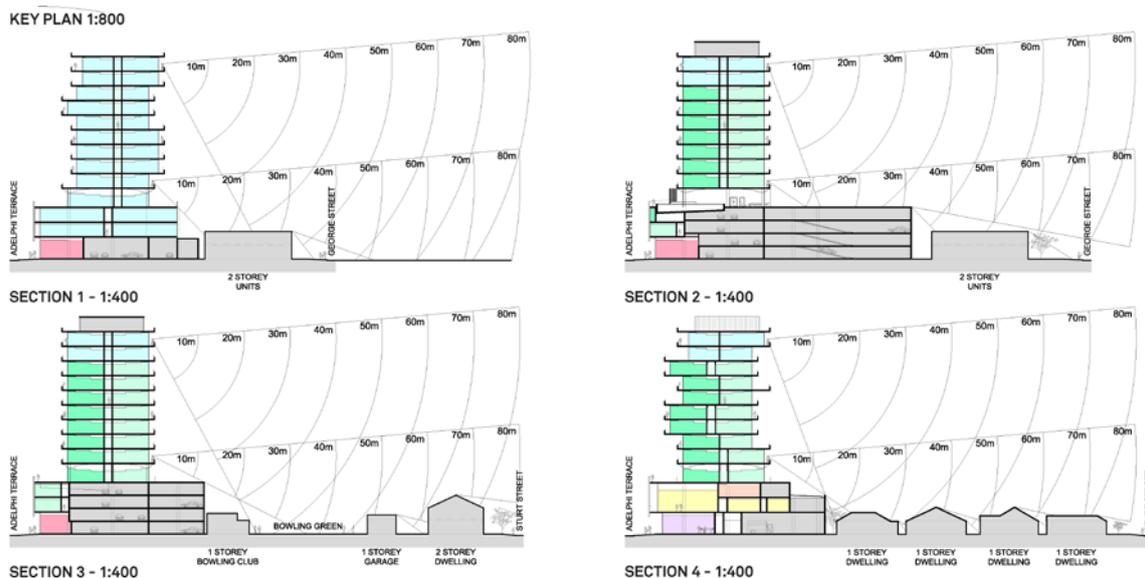


Figure 3 - viewsheds with section views – image supplied by Hassell Architects

### 5.5.1 Height and Impacts of the Development on the Locality

The proposed integrated hotel development is 14 levels high and comprises a 3 storey podium and a large/expansive 10 storey tower element above that. The size of the building allows for the 3 predominant uses (hotel accommodation, residential apartments and penthouse apartments plus retail tenancies and café on the ground floor) to be integrated in such a way that there is minimal impact on each use from the surrounding uses. The 14 level proposal stretches north south on the allotment. The applicant has sought to distribute the different land uses along the 130m frontage rather than concentrating on a number of towers which would have greater visibility on the sky line.

The representations raised concerns with the height, bulk and scale of the proposal. There were concerns about the height setting precedence and its relationship with respect to existing development. A development of this height and scale would be prominent in the skyline of this locality until such time as further sites are redeveloped. In this regard it is noted that 12 storeys or a height of 43 metres (in Precinct 5) are now envisaged in the Holdfast Bay Development Plan following its recent update via the endorsement of the Glenelg District Centre (Jetty Road) and Residential High Density Zone Review Development Plan Amendment.

The height of the proposed building is not dissimilar to the existing Aquarius Tower (13 levels) at 4 Adelphi Terrace, south of the site. However, here the similarity ends as Aquarius Tower is quite slim whereas the horizontal massing of the proposed development is quite expansive. The built form is elongated through its utilisation of the whole of the 130 metre western frontage plus the use of a continuous perimeter balcony with deep eaves on each level further defining its horizontality. The viability of this type of proposal relies on optimisation of the whole of the site to gather the views on all sides with the location being the catalyst.

The Government Architect supports the 3 level podium and the concept of a taller building above given the street scale of the podium and a more pedestrian environment. The podium and the lower wall heights of 8 metres (similar to a two storey development) provide a transition to existing development. The proposed development is also set off most boundaries at ground level. The 3

storey podium component of the building is closer in scale to the surrounding residential scale of 1 and 2 storey buildings.

Glenelg already has a number of high rise developments and as the DR states (6.2.3), is the only suburb outside the city of Adelaide with multiple high rise buildings on the skyline. The AR accords with the view that the proposed development would sit comfortably in the skyline when viewed from any direction. However, the scale and massing of the proposed building within the immediately locality is such that it would be quite dominant even with the Aquarius Tower of a similar height nearby. This development would be the first transition in the area of its type in terms of its largeness.

**The AR concludes that the podium and taller tower above that, as well as the massing of the buildings is supported by the Government Architect. The height is consistent with the current zoning provisions. The proposal is expected to have some impact on the immediate locality and surrounding area given that current development is predominantly two storeys in height. Further, the proposal provides the first transition of its type and height in this particular location along the north western side of the Glenelg foreshore where taller buildings are envisaged following the recent Development Plan Amendment.**



**Figure 2 - street view of the proposed development - demonstrates relationship with the neighbourhood**

### **5.5.2 Overshadowing**

Provisions from the Holdfast Bay Development Plan (General Section) speak of the need to minimise overlooking and overshadowing of residential properties and minimise negative impacts. Feedback from the community submissions showed a level of discomfort in the overshadowing generated by the proposed development. The proponent has provided overshadowing diagrams for 21 June (winter solstice) and 21 December (summer solstice), which are the standard times shadows are assessed. It would appear from the diagrams provided for the 21 June (the worst case scenario) that no abutting or neighbouring property would be affected on a continual basis from shadow cast by the proposed building. So at different periods during the day the surrounding properties would have access to winter sun. However, at 3.00pm a number of properties would be cast in a substantial shadow. All properties would receive sunlight as per the Development Plan minimum which is 2 hours between 9am and 3pm on 21 June.

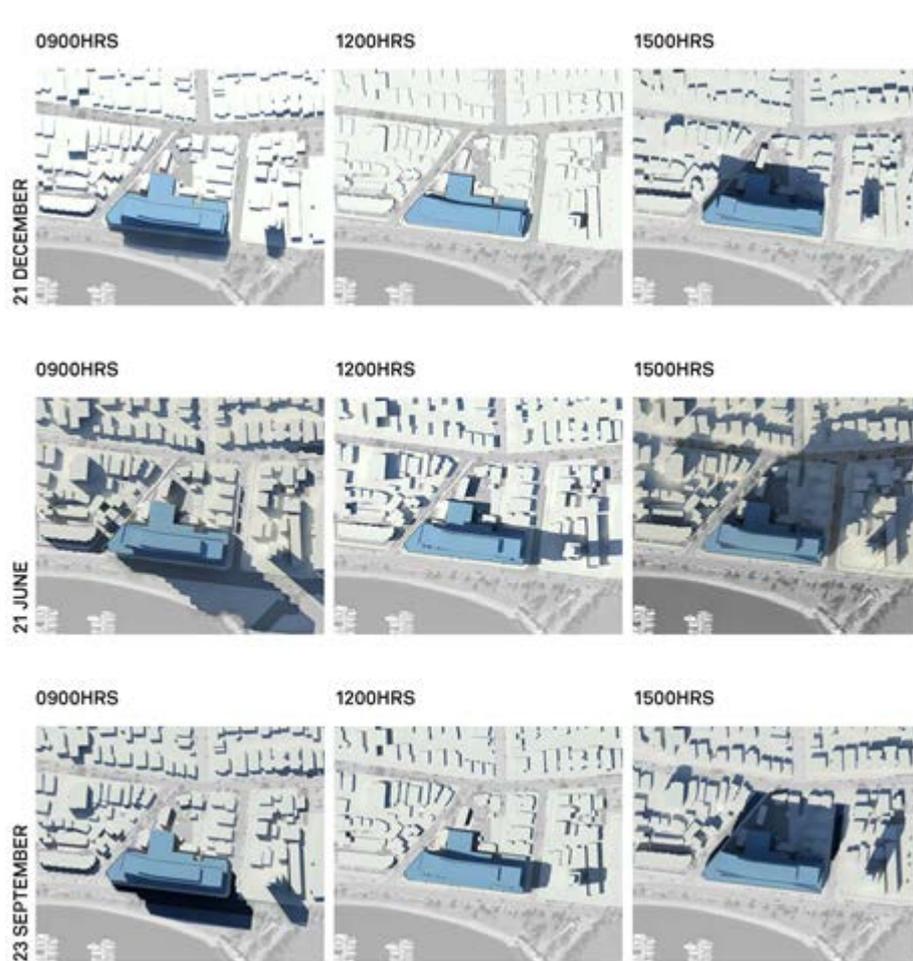


Figure 3 – Overshadowing diagrams - image supplied by Hassell Architects

The AR concludes that the overshadowing is not considered to be detrimental. It would appear that there is also some benefit to those same properties on 21 December where due to the shadow cast by the proposal there would be some relief from the intensity of the summer sun and heat.

### 5.5.3 Scale and Interface Relationship to Neighbouring Development

The site is considered to be a catalyst site due to its prime location, the size of the site (5175m<sup>2</sup>) and its potential for redevelopment. The setbacks from Adelphi Terrace are up to 3 metres at ground level and up to 6 metres for the tower component. The setbacks of the tower from the rear boundary range from 9 – 27 metres. The podium at the rear is on the boundary for the most part. The proposal demonstrates a concentration of the massing towards the centre of the site away from the boundaries. The massing and scale is anticipated in the current Development Plan, and the setbacks for the podium to Adelphi Terrace are considered adequate. The RD comments that 4.5 star tourist accommodation hotels are inherently large buildings. However, the proposed building is still considerably larger than other buildings in the immediate locality.

Holdfast Council Development Plan has provisions relating to buildings being designed to reduce visual bulk, wall height and length close to a site boundary. The proposed development has a wall in close proximity to 1 Canning Street that is tall and long that is the equivalent to a three storey building and will impact on the adjoining property. A green wall is proposed to soften this impact.

The AR notes the Government Architect has commented on the podium presenting a three storey interface to the boundary (1 Canning Street), which is potentially dominating. An extensive green wall is proposed to mitigate the impact of the mass and scale of the podium on the neighbours to the east, specifically 1 Canning Street. The AR recommends a condition requiring lodgement of a detailed landscaping plan should the proposal be approved.



Figure 6 - a view of the proposal from the South in relation to Aquarius apartments –  
*Image supplied by Hassell Architects*

## 5.6 Design Quality

*Guideline: The proposal should be evaluated against and respond to the Principles of Good Design by Office for Design + Architecture SA, with continued participation in the Government Architect led design review process. This process and its evolution shall be documented.*

The 14 level development has ten levels of serviced apartments and hotel use which are configured around two service cores with the northern core shared by the residential apartments. A third service core is exclusive to the penthouse apartments. The design also proposes separate and legible entrances off Adelphi Terrace for ease of access for those users of the different hotel and residential components with separate lobby access to lifts. The design provides a clear sense of address with the current architectural expression reflecting the unique location of the site. The contemporary design, continuity of building alignment to the street frontage, positive public realm quality, is sought within the Urban Glenelg Policy Area 15 and generally meets the provisions excepting with respect to height. The proposed development exceeds the prescribed height of 43 metres by approximately 1.2 metres.

The proposal in terms of its expression has a strong elongated horizontal form which as noted by the Government Architect is *characterized by cantilevered, offset floor plates* and continuous balconies. There is sufficient articulation within the front facade with a punctuated area on the third level, and staggered levels on the northern and southern ends providing some relief from the overall massing. The RD notes that the modifications have occurred to ensure that the proposal is appropriate in

terms of its fit to the streetscape and surrounding buildings. Further to that the interface of the building has been designed with elements to provide a transition between the lower level existing development and the main tower element of the proposal.

The Government Architect supports the shared use and quality of the amenity in the recreational communal space on Level 3, the extensive landscape approach which includes the complete roof deck being landscaped at the top of the podium, and vertical planting proposed for the ventilation grill to the podium car park. The recreational area is described as an oasis within the proposal.

The Government Architect also has informed the proponent through the Design Review process that the materials and finishes should be of a high quality which is in keeping with the intent of the proponent to deliver a landmark building in the locality. The RD comments on materials and finishes being selected for visual amenity qualities, suitability for the locality, durability and low maintenance properties. Council acknowledges the approach the proposal has taken with its co-ordinated architectural theme.

Materiality is varied, though considered restrained in palette by the Government Architect and comprises bronze coloured cladding, white oxide precast concrete panels, high performance glass in varying tints and colours, glass balustrading to residential balconies, eave fascias in white, polished sheet metal in gold and champagne soffits, black horizontal louvers, screening with vertical landscaping. The materials and green walls are to provide visual interest and improve visual amenity.

The proposed development will meet the Building Code – Part J- Energy Efficiency. The proponent is investigating the feasibility of solar panels being further investigated during design development. The proposal will also have some Water Sensitive Urban Design (WSUD) measures, namely utilising rainwater run-off for storing for reuse in flushing toilets. The RD speaks of Environmental Sustainable Design (ESD) features in Appendix (6).

**The AR concludes that the overall current design approach is supported by the Government Architect. However; ongoing support is contingent on successful resolution of a number of issues (refer to Section 4.3.1), which will form part of the condition setting of the proposal. The AR also concludes that the proponent has made a commitment to implement sustainable measures on site with further detail to be provided at detail design phase.**

## ***5.7 Apartment Amenity***

The scheme proposes a mix of one and two bedroom apartments, and layouts for the typical apartments indicate the provision of all bedrooms with direct access to natural light and ventilation.

The apartments have generous ceiling heights and an open plan configuration to maximise waterfront views. The balconies are of a reasonable size. The apartment layouts are supported by the Government Architect with additional detail required for the single aspect apartment layout.

The DR (Appendix 6) speaks of a number of ESD initiatives that further accommodate a pleasant environment. The western aspect facing the sea is the most problematic in terms of solar heat gain but also has great amenity in the sea views. To mitigate the heat factor the balconies are well proportioned with sufficient depth at each level to offer some protection from the sun. High performance tinted glazing and internal blinds will also be used to mitigate solar heat gains. The designed layouts of the apartments and the operable facades allow the occupants to take advantage of the cooling sea breezes.

The long circulation corridor is centrally located without access to natural light or ventilation. The Government Architect recommended further refinement in this area to allow of the benefit of natural light/ventilation.

The landscaped terrace and pool deck at the third level provides a quality recreational amenity for both the residents and hotel guests. The residential and hotel uses are able to capture views on all sides, from the coast to the hills.

**The AR notes that the recreational amenity provided, the potential for views, the private open space/balconies, the apartment layout, natural light and ventilation aspects are supported by a number of provisions in the Development Plan. The AR concludes the apartment amenity is satisfactory.**

## ***5.8 Public Realm Interface***

*Guideline: Evaluate the proposal's relationship within its urban public context, in particular at the street frontage interface and neighbouring open spaces areas opposite the development site.*

The design response seeks to provide an amenable pedestrian experience at ground level with an active retail edge that will improve the existing streetscape. The generous width of the front set back and the removal of driveways to Adelphi Terrace has allowed a decent footpath treatment, public street furniture and improved landscape design comprising a number of trees. The proponent's engineers consulted with Council as part of the design process. As part of that engagement with Council, new infrastructure will also be placed underground to free up the public space area to provide more useable space. There will still need to be formal approvals down the track from Council for works on Council land.

Pedestrian access points are legible with direct access from the street. The proposal in this regard is supported by a number of Council Wide and zone provisions that seek street activation and a pleasant visual amenity at pedestrian level. The development also seeks to screen car parking and 'back of house' operations to provide a better visual amenity for the surrounding neighbours.

The design approach has been to increase the amenity at the neighbouring interface where practicable. The proponent has proposed a pedestrian crossing (to be agreed and finalised with Council), that will safely link the new development to the reserve on Adelphi Terrace, the Patawalonga River and Wrigley Reserve which has a flow on effect of providing neighbourhood connections to the wider area. The landscaping between the site and reserve directly opposite provides an improved visual response and a more cohesive streetscape approach.

There appears to be some shelter in the form of an overhang on the western side of the building to protect pedestrian users from the weather. The *green pockets* of landscaping at ground level will also provide relief from the western sun. The green walls abutting the adjoining dwelling will need to be managed from the new building due to being on the boundary. A body corporate for the proposal will manage this.

**The AR concludes that further information is required to demonstrate the maintenance and access strategies to ensure the ongoing quality of the proposed green wall interface. The public realm and streetscape activation is more than adequate. The generous width of the setback in connection with the retail frontages has potential to contribute positively to the civic life of the area and is commended by the Government Architect. The widened footpath and potential for**

**outdoor dining further contributes to the boulevard nature of Adelphi Terrace. A detailed landscaping plan with specification of species needs to be provided.**

Figure 9 below demonstrates the proposed public realm treatment proposed, with integration of cycling infrastructure, green spaces and visible internal/external spaces from the proposed development.



**Figure 9 – concept image - footpath aspect of proposal facing north – image supplied by Hassell Architects**

### **5.8.1 Crime Prevention through Environmental Design**

The DR provides information regarding street activation and clear entrance and exit points for site users and casual surveillance from the balconies at all levels. It is expected that appropriate surveillance of ground floor public areas and lobby areas for the separate uses would be implemented by the developer. It is also expected that the activated retail component of the development and hotel lobby/cafe area will provide a measure of passive surveillance. The DR (Appendix 9) speaks of the external lighting being multi-faceted and well integrated ensuring a safe and well-lit environment.

There is no mention of security. However, the proponent states that there is a reception area that operates 24 hours – 7 days a week so there is always a presence and surveillance.

**The AR concludes that proponent needs to consider security and visitor access to the residential lobbies/lifts and personal safety within the car park area. This issue should be considered in the ongoing Environmental Management and Monitoring Plan.**

### **5.9 Noise**

The DR recognises that excess noise emissions from the development would not only be detrimental neighbours, but also to the hotel itself. Thus, hotel operations would be managed on a 24 hour, 7 days a week basis, which should ensure noise (especially people’s behaviour) would not become an issue. In addition, few elements of the site would be operated before 9am or after 11pm. Due to the mixed use, there is a need to maintain the rights of residential and commercial activities by establishing an interface that protects the amenity of both users. The RD states that it would not be

in the best interests of the hotel for patrons and residents to be noisy as this would derogate from the experience and enjoyment of other guests.

A noise report indicates that vehicle traffic and aircraft noise are likely to be the activities that would be perceived as noise generators outside the development. External noise sources would be addressed through façade design, glazing and insulation. In terms of vehicle noise impacting on neighbours, the DR indicates that noise emanating from the car park would have no greater impact than the current situation. Building services and plant are likely to be internal noise sources, such as from plant (especially air-conditioning, exhaust and ventilation systems) and service areas (especially loading bays), and would be appropriately screened or contained.

Noise would also emanate from the function centre, cafe, bar and outdoor recreation deck (including pool) during operating hours, which would need to be controlled. Access to the areas of the pool deck close to the edges of the building and adjoining properties would be denied.

Aurecon recommends that traffic noise can be appropriately attenuated through façade design, and glazing selection and thickness, quality seals to window openings and doors and appropriate insulation.

The RD states that any loading and unloading will need to be managed to meet the requirements of the Environment Protection Act 1993 and its Noise Protection Policy.

**A number of representations were concerned about potential noise impacts from the proposed development. The AR recognises that all noise sources would need to be managed to meet the requirements of the Environment Protection Act 1993 and the EPA Environment Protection (Noise) Policy 2007 (including the EPA Noise Guideline: Music noise from indoor venues and the South Australian Planning System – updated July 2005).**

### ***5.10 Ventilation***

The proponent has provided a report from BCA Engineers which indicates that all air conditioning systems and ventilation systems will be designed to meet if not exceed the minimum parameters set by Section J of the National Construction Code 2015. Motion sensors will be linked to the lighting and ventilation systems to limit unnecessary energy usage in the public areas of the development.

All apartments are proposed to have large operable facade panels. This design in association with large private balconies allows for sea breezes to naturally ventilate the apartments and hotel suites.

Odours from the cafe and hotel restaurant/kitchen will be exhausted as per the requirements of the relevant Australian Standards which are implemented through the Building Code of Australia as well as the *Public Health Act 2011*.

Regarding vehicle emissions, the car park is above ground and will be ventilated naturally as the screening surrounding it has openings.

**The AR concludes that ongoing monitoring of the noise around appropriate ventilation and odour control would need to be included in the CEMMP and covered by appropriate conditions.**

### ***5.11 Stormwater Impacts and Reuse***

A stormwater management plan for the development has been prepared in consultation with Council. A subsurface drainage system has been designed for a 1 in 10 year rainfall event of 5

minutes duration, with a rainwater tank to retain stormwater. Stormwater flows from roofs and hard surfaces that are directed to Council's existing infrastructure would not exceed the current level of run-off from the site. The DR states that roof run off would be reused to reduce demand on the SA Water mains supply to the development. This water would be used for toilet flushing and laundry facilities. It is proposed to construct a 75kl underground storage tank within the basement car park. The water would be treated by a ultra-violet sterilizer, before being pumped to toilets on levels 1 and 2. An automatic changeover to mains water will occur in the event of insufficient on site water supply. The design documentation phase of the project would include further details on stormwater management and reuse.

**The AR concludes that expected stormwater management (including reuse) would not be a significant issue for the site, given the capacity of the proposed rainwater tank and efforts that have been made through design techniques to reduce runoff.**

### ***5.12 Traffic/Vehicle Movement/ Public Transport and Bicycle Connections***

Adelphi Terrace is a two way road under the care of the Holdfast Bay Council, and is defined in City of Holdfast Bay Development Plan as a secondary road with a designated bike lane. Adelphi Terrace has a vehicle volume per day (vpd) of 12,000 vehicles. A speed limit of 50km/h applies. Local two way streets to the north, south and east of the site are considered to be residential in nature, and whilst there is less flow through traffic (1500 vehicles per day) in comparison to Adelphi Terrace, they are still heavily used especially on weekends. There was no data on Canning Street at the time of this DR assessment, therefore it has been assumed that Canning Street has a similar rate of vehicle movement as per the other streets.

The RD states that if the expected increase in traffic generation from the proposed development and the volume of traffic grew by 10%, the existing road network would still have adequate capacity to cope and the impacts on the surrounding area would be minimal. Traffic would increase by 125 trips during peak hour movements with 30 % of these being from the site and 70 % to the site which equates to 85 trips into the site and 40 trips out. Holdfast Bay concurs with the traffic assessment.

The site is located in close proximity to Wigley Reserve, Anzac Highway and the Glenelg entertainment/retail precinct. Public transport facilities and situated within walking distance, with regular services to the Adelaide City Centre, Marion shopping centre and the Adelaide Airport. Approximately 3,000 people per day use the east-west bus service, which is heavily patronised.

The tram at Jetty Road is approximately 700 metres to the south-east of the proposal with patronage of 8,200 people per day.

The proposal has been design to accommodate an 8.8m rigid vehicle (MVR) for refuse collection which is expected to be the largest vehicle to access the site. Access for refuse collection and deliveries is via Canning Street. The RD states that delivery vehicle numbers would be low.

Holdfast Council notes that there is no designated drop off and set down area.

**The AR concludes that the proposed development has excellent transport connections and bike accessibility which would support the tourist experience further by providing choice in alternate transport modes. This could potentially see a reduction in the use of private vehicles. The AR**

concludes that the proposal does not add significantly to the capacity requirements of the local roads.

### 5.13 Car Parking

The DR (Appendix 7) discusses the traffic and parking. It is expected by the proponent that a large number of visitors to the site are expected to use the nearby public transport or taxis.

Vehicle parking for the proposal is located to the rear of the site on the eastern side within the podium and occupies four (4) levels. Access (entry /exit) is via George Street. The proposal will provide 204 car spaces comprising a mix of secured residential parking and public parking. The proponent has indicated that all parking will be designed to comply with the requirements of Australian/New Zealand Standard, Parking Facilities Part 1: Off-street car parking (AS/NZS 2890.1:2004). With the removal of existing driveways out the front, ten (10) public on street car parks will also be introduced.

The Development Plan requires 224 car parks see Table below. The MFY traffic assessment suggests the hotel rate is excessive especially as a number of visitors/patrons would possibly use alternative transport methods given the ease of accessibility. The MFY car parking table uses the RTA standard (NSW Roads and Traffic Authorities) "Guide to Traffic Generating Developments". MFY's retail rate was determined by surveys at various retail uses with peak parking demands in the range of 4.0 to 4.5 spaces per 100m<sup>2</sup> hence the slightly lower car parking requirement.

Use	Development Plan Requirements	Proposed
Café/function area = 174 seats	1 car space per 5 seats = 34.8	35
Hotel – no reference to this type of accommodation	*36*	36
Meeting rooms – 40 seats	Meeting hall is the most comparable = 1 per 5 seats = 8	8
60 apartments =	16 x 2 bed - 1 space =16 44 x 3 bed - 1.5 = 66 1 visitor space for every 5 units = 12	16 66 12
Retail = 768m <sup>2</sup>	1 space per 15m <sup>2</sup> of total floor area = 51.2	35
	<b>Total = 224</b>	<b>Total = 208</b>

**Development Plan Requirements**

Use	Quantity	Rate	Spaces
Hotel Room	146	0.25 per unit	36
2 Br Apartment/Penthouse	16	1.0 per unit	16
3 Br Apartment/Penthouse	44	1.5 per unit	66
Apartment/Penthouse Visitors		0.2 per unit	12
Retail	768	4.50 per 100 m <sup>2</sup>	35
Café/Function	174	0.2 per seat	35
Meeting	40	0.2 per seat	8
<b>Total</b>			<b>208</b>

**Figure 4 - car parking table - supplied by MFY**

The Traffic Report advises the arrangement will create a shortfall of 4 car parks at peak times. Different peak periods are anticipated for each component of the integrated hotel proposal and would not necessarily coincide. Any overlap between uses will not be detrimental to the provision of car parking at the site. Six (6) stacked parking spaces will be provided on levels 1 and 2. The spaces

at the end of parking aisles will be nominated to specific staff and residents. The DR (Appendix 7) states that the pool bar which is for apartment occupiers and hotel guests would not generate any additional car parking.

The Government Architect notes:

*The proposal intends to offer 204 car parks at grade and two levels above ground within the podium. Below ground car parking is generally preferred as it may assist in the activation of the ground floor. However, the proposal provides apartments to the edge of the podium at the upper levels, concealing the car parking and offering passive surveillance and activation, which is supported. The vehicular entry is via George Street, which is also supported as a way to provide good pedestrian amenity along the Adelphi Terrace frontage.*

Bicycle parking has been provided for approximately 40 spaces. The proposal meets the Development Plan provision of providing adequate bicycle parking. Motorcycle parking is proposed to be provided within the ground level car parking area. The publically accessible section of the car park is located to the furthest eastern side of the building, with secure car parking (77 car parks) accessed via roller doors internally off the same George Street access. Secure car parking will be provided for residential apartments and penthouses on all 4 levels. Compliant car parks for people with disabilities area also provided.

**The AR concludes that the number of car parks provided is satisfactory and the minimal shortfall is not detrimental to the proposal. The access and egress arrangements are acceptable. Whilst the Development Plan Amendment envisages a greater parking rate the MFY traffic assessment is reasonable.**

### ***5.14 Infrastructure and servicing***

The proposal seeks to underground the existing power lines on Adelphi Terrace to provide for a modernised and active street frontage. Lighting will be provided to the Building Code of Australia standards.

The DR (5.16.1) indicates that with a 1: 100 year ARI flood level Adelphi Terrace would be subject to inundation but the site itself would not.

**The AR concludes that telecommunications, firefighting water sources, fire detection and alarm, wastewater drainage, water, sewer, rainwater, electricity, gas are all available to the site subject to commercial agreements between the proponent and the providers.**

### ***5.15 Waste Management***

A Waste Management Report has been prepared outlining the waste management practices.

Waste would be placed in appropriate receptacles with the main waste collection being totally contained within the waste/plant room on the ground floor beside the loading dock that is accessed via Canning Street. Designated collection points are located adjacent to the northern lift on the ground floor. Waste chutes and collection points are provided on every floor. Hotel waste will be collected via staff and taken directly to the waste area. The different waste streams include recycling, green waste and general waste.

The DR (Appendix 9) lists the following:

- Liquid waste generated by the hotel operations will be collected by specialist contractors
- Green waste will be managed by maintenance contractors.
- However, the green organic bin depending on the amount of waste may be collected fortnightly by City of Holdfast Bay should demand require it.

The RD states that collections by private contractor would be undertaken in accord with EPA policies and requirements. The loading dock can facilitate the necessary clearances for a Medium Rigid Vehicle (MRV) with the vehicle able to enter and exit the site in a forward direction. The DR (Appendix 9) states that collecting the waste from the loading dock would minimise the noise impacts. The DR (Appendix 7) states that the number of trips for deliveries and rubbish collection are proposed in the order of 5 trips per day.

**The waste management report provided is satisfactory. The AR concludes that construction waste management can be satisfactorily dealt with in the CEMMP.**

### ***5.16 Wind Effects***

The Wind Impact Assessment ( DR - Appendix 13 ) undertaken by Aurecon is a preliminary wind impact analysis specific to the site climate, proposed structure and surrounding conditions on wind strength and direction. The analysis uses established criteria for rating the levels of wind impact. Wind speeds likely to occur 95% of the time were considered. Prevailing winds are from the south west in the warmer months and from the west during winter.

The consultant acknowledged that wind from the north east is not expected to be adverse to the locality or the surrounding area. At ground level the site is rated as having a high level of pedestrian comfort using the Davenport Comfort Criteria scale. This is unlikely to be exceeded in the public realm.

Winds from the south west are more frequent with the comfort a little less than that of the north east winds. Given the proposed setbacks of the buildings and the faceted form above accelerated winds to ground level is unlikely to be an issue.

A question was raised about the impact of greater wind speeds than 8-10m/sec. The response was that greater wind speeds would cause increased discomfort and during these events the general public would not normally be exposing themselves to outside conditions.

**The AR concludes that the proposal is not likely to impact unduly on the surrounding locality and that wind effects have been satisfactorily dealt with.**

### ***5.17 Site History/Contamination***

The site history study undertaken by the proponent (LBW Environmental Projects) researched current and historical land uses. Records indicate that there was five dwellings on the site in 1959. Aerial photos show that the site was converted to a hotel in approximately 1969. The site has been used for residential and tourism purposes; reducing the likelihood of contamination from heavy and industrial sources.

The investigations found one potentially contaminating activity (PCA) in the form of fill or soil importation – this is considered to be minor. There is the presence of asbestos in the current buildings and the operation of a grease arrestor.

**The AR concludes that the proponents are committed to undertaking a detailed assessment to identify any asbestos or soil removal requirements prior to excavation occurring on the site. This will form part of the CEMMP and need to be undertaken to the satisfaction of the EPA.**

## 6 Development Plan Amendment Process

The Glenelg District Centre (Jetty Road) and Residential High Density Zone Development Plan Amendment (DPA), was a comprehensive amendment to the Holdfast Bay Council’s Development Plan, with a view to implementing the ambitions of the 30 Year Plan for Greater Adelaide. The Adelphi Terrace site was included in the DPA. As part of the DPA process public consultation was undertaken, concluding 1 March 2016.

The amendment sought to allow additional capacity for multi storey development up to 12 storeys in height in the District Centre Zone (Glenelg Policy Area) and Residential High Density Zone at Glenelg.

The proposed development is located in the Residential High Density Zone. Appropriate policies were proposed in the DPA to mitigate interface impacts that could potentially result from buildings of higher density and height where a development site is directly adjacent a residential zone.

### 6.1 Expectation of Increased Development Activity

A central direction of the 30-Year Plan for Greater Adelaide is to provide an appropriate supply of zoned land to accommodate the projected population and provide employment opportunities, recreation and services for the community. The Plan also highlights the need to strengthen tourism, transport and the economic role of the airport, and to increase the amount of infill development (houses built within the existing footprint of greater Adelaide).

Since 2010 the Government has implemented significant rezoning to enable greater infill development. Key amongst these is the Urban Corridor Zone Development Plan Amendments that allows for higher density on key public transport routes.

Recently, the Minister for Planning approved the Glenelg District Centre (Jetty Road) and Residential High Density Zone Review Development Plan Amendment. As per figure 6 below, the DPA has amended the zoning over that land fronting Adelphi Terrace between George Street and Anzac Highway so as to be capable of accommodating buildings up to 12 storeys or 43 metres.

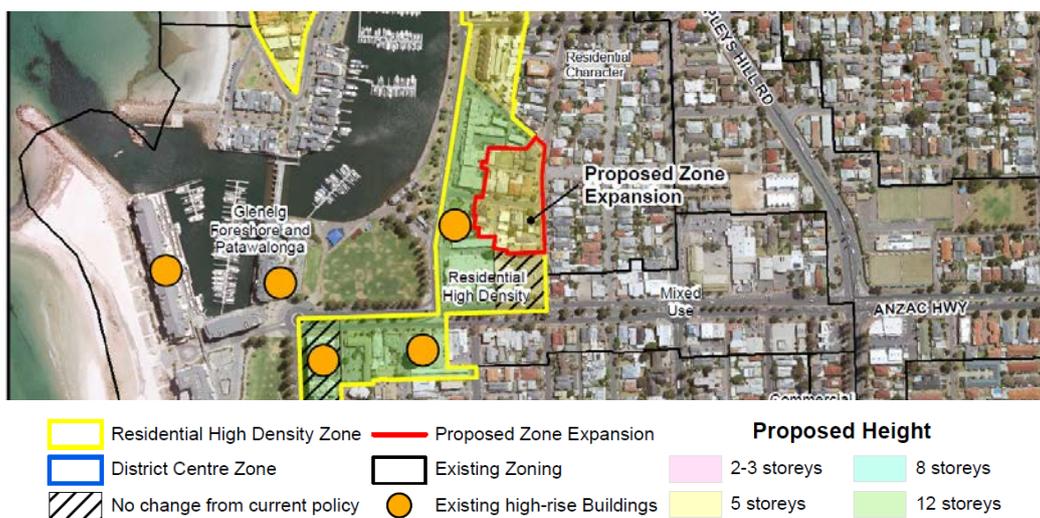


Figure 7 – DPA map showing the local area and proposed densities – DPTI image

Further, the DPA identified that the subject site be recognised as a 'Strategic Development Site,' to which the following text in the proposed desired character statement would apply:

*Strategic development sites provide opportunities for integrated developments on large sites to assist in the transformation of a locality. Development on these sites will facilitate growth in the residential population of the corridor, while also activating the public realm and creating a vibrant street feel. A range of land uses will be provided that add to the range of local employment opportunities and the availability of services and shopping facilities within the corridor.*

The DPA introduced policy to manage the interface between high buildings including potential impacts on access to sunlight, minimisation of overlooking and overshadowing, and the provision of building setbacks and building envelopes where applicable.

The proposed integrated hotel development is located in a key tourist destination. The higher density of apartments combined with the hotel use, conference and retail tenancies provides for a suitable development for an underutilised site.

The proposed development is in keeping with what the DPA envisaged (and now in place) for the future of the area and supports the directions of the 30-Year Plan for Greater Adelaide.

## 7 Conclusion

The proposal has evolved through the assessment process, to reflect further details submitted by the proponent and in response to community and agency concerns.

The proposal generally complies with the policies and provisions of the Holdfast Bay Development Plan, and in particular those recent amendments associated with the endorsed District Centre Zone [Glenelg Policy Area] and Residential High Density Zone at Glenelg DPA, in relation to height. The proposal is slightly over the 43 metres envisaged by 1.2 metres.

The assessment concludes that:

- The development will create significant economic and employment benefits
- The development will provide a unique product of contemporary design in one of South Australia's top tourist destinations and will complement existing tourism development
- The design is appropriate within the context of the surrounding environs
- The development will also provide living opportunities in a premium location close to community facilities and alternate transport modes
- The street activation integrates well with the public realm and the existing environs of Glenelg and Patawalonga
- The traffic and parking arrangements are acceptable

**The AR concludes the proposal is worthy of approval subject to additional information requirements and conditions set out in the next part of this AR. Consistent with approvals for other hotel and residential development within Adelaide City, a maximum 5 year period for completion of the development is prescribed.**

## **7 Recommendations**

This Assessment Report concludes that the proposed Integrated Hotel Development at 6-10 Adelphi Terrace, Glenelg North is acceptable. Should the Governor approve the proposed development, the following reserved matters, conditions and notes are recommended:

## **8 Planning Conditions**

### **8.1.1 General**

1. For the purposes of Section 48 (11) (b) of the Development Act 1993 the proponent shall commence the development by substantial onsite work within two years of the date of the authorisation, failing which the authorisation may be cancelled.
2. The proponent shall have completed the development within five years of the date of this authorisation, failing which the authorisation may be cancelled.
3. 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:

### **8.1.2 Prior to the Commencement of Construction Works**

The following information shall be submitted for further assessment and approval by the Minister for Planning, prior to the commencement of construction works:

4. Building Rules compliance, following assessment and certification by a private certifier, the Holdfast Bay Council or by a person determined by the Minister for Planning, as complying with the provisions of the Building Rules (or the Building Rules as modified according to criteria prescribed by the Development Regulations 2008). For the purposes of this condition 'building work' does not include plant and equipment or temporary buildings that are not permanently attached to the land (refer to relevant Advisory Notes below).
5. Final detailed plans for all structures on site and for each component of the development (including site plans, floor plans, elevations, cross-sections, rendered perspectives and other relevant specifications), car parking configuration and location of secure bicycle parking for residents and employees.
6. Final design details prepared in consultation with the Government Architect:
  - detailed layouts for the large single aspect apartment type at the podium level
  - the provision of additional details to demonstrate how the ambition in the visualisations will be achieved;
  - provision of access to natural light to the residential corridors in the podium;
  - provision of additional details of the façade and balcony, to achieve the linear expression while providing private amenity ;

- provision of detailed information to demonstrate the maintenance and access strategies for the landscaping, to ensure the ongoing quality of the podium interface with neighbouring properties; and
  - a final detailed schedule of proposed external material finishes.
7. A detailed Landscaping Plan and schedule for the site including the green wall on the boundary.
  8. A dilapidation report (i.e. condition survey) shall be prepared by a qualified engineer to ensure the stability and protection of abutting buildings, structures and Council assets. The survey shall include written, photographic and/or video filming of the interior and exterior of the buildings. A copy of the survey shall be made available to the owners of the affected properties.
  9. A Construction Environmental Management and Monitoring Plan (CEMMP), prepared in consultation with the Environment Protection Authority and the City of Holdfast Bay. The CEMMP must incorporate measures to address (but not be limited to) the following matters:
    - a. traffic management for the duration of demolition and construction;
    - b. construction and works noise management to ensure compliance with the Environment Protection (Noise) Policy 2007;
    - c. management of air quality (including odour and dust);
    - d. sequencing of development (including construction timelines for works on site, as well as periods and hours of construction);
    - e. occupational health and safety matters;
    - f. stormwater management, prior to implementation of a permanent solution;
    - g. groundwater (including prevention of groundwater contamination);
    - h. site contamination and remediation (where required);
    - i. waste management for all waste streams and overall site clean-up;
    - j. use and storage of chemicals, oil, construction-related hazardous substances and other materials that have the potential to contaminate the environment (including proposed emergency responses); and
    - k. Site security, fencing and safety (including the management of public access and local traffic).
    - l. Air monitoring for car park intake and out-takes.
  10. Computer modelling of any potential wind tunnelling effects are to be undertaken prior to the commencement of construction with any recommendations being incorporated into the construction drawings.

### **8.1.3 During Construction Works and Prior to Operation of the Development**

11. All works shall be undertaken in accordance with the approved plans, drawings, specifications and other documentation (and approved by the Minister for Planning where required) in accordance with conditions 3-8 listed above.
12. That all external lighting of the site, including car parking areas and buildings, shall be designed and constructed to conform with Australian Standards and must be located, directed and shielded and of such limited intensity that no nuisance or loss of amenity is caused to any person beyond the site.
13. Pedestrian walkways on the subject site shall be adequately lit in accordance with Australian/New Zealand Standard AS/NZS 1158.3.1:19999 "Road Lighting Part 3.1: Pedestrian area (Category P) lighting – Performance and installation design guidelines". Such lighting shall be maintained at all times to the reasonable satisfaction of the relevant authority.
14. That 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.
15. That all vehicle car parks, driveways and vehicle entry and manoeuvring areas shall be designed and constructed in accordance with the relevant Australian Standards and be constructed, drained and paved with bitumen, concrete or paving bricks in accordance with sound engineering practice and appropriately line marked.
16. 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.
17. That all Council, utility or state agency maintained infrastructure (i.e. roads, kerbs, drains, crossovers, footpaths etc.) that are demolished , altered, removed or damaged during the construction of the development shall be reinstated to Council, Utility or State Agency specifications. All cost associated with these works shall be met by the proponent.
18. All loading and unloading, parking and manoeuvring areas shall be designed and constructed to ensure that all vehicles can safely enter and exit the subject land in a forward direction.
19. Exhaust from the kitchen must be dispersed in accordance with Australian Standards AS/NZS 1668.1 and AS 1688.2.
20. Waste disposal vehicles and general delivery vehicles shall only service the development between the hours of 7.00am and 7.00pm Monday to Saturday inclusive, and shall only load or unload within the confines of the subject land.
21. Normal operating hours for construction activities and truck movements to and from the site shall be from 7:00am to 7:00pm, Monday to Saturday inclusive.
22. The building must not exceed a maximum height of 50.4 metres AHD, inclusive of all lift over-runs, vents, chimneys, aerials, antennas, lightning rods, exhaust flues etc.

#### **8.1.4 During Operation of the Development**

23. Operations on the site shall be undertaken in accordance with all plans and details submitted as part of the Major Development Application, and where provided (and endorsed by the Minister for Planning where required) in accordance with conditions 4-21 as listed above.
24. The development/site shall be maintained in a serviceable condition and operated in an orderly manner at all times consistent with conditions of approval.

#### **8.1.5 ADVISORY NOTES**

1. Pursuant to Development Regulation 64, the applicant is advised that the City of Holdfast Bay or private certifier conducting a Building Rules assessment must-
  - provide to the Minister a certification in the form set out in Schedule 12A of the Development Regulations 2008 in relation to the building works in question; and
  - to the extent that may be relevant and appropriate-
    - (i) issue a Schedule of Essential Safety Provisions under Division 4 of Part 12; and
    - (ii) assign a classification of the building under these regulations; and
    - (iii) ensure that the appropriate levy has been paid under the *Construction Industry Training Fund Act 1993*.

Regulation 64 of the Development Regulations 2008 provides further information about the type and quantity of all Building Rules certification documentation for Major Developments required for referral to the Minister for Planning.

2. The City of Holdfast Bay or private certifier undertaking Building Rules assessments must ensure that the assessment and certification are consistent with this provisional development authorisation (including any Conditions or Advisory Notes that apply in relation to this provisional development authorisation).
3. Should the applicant wish to vary the Major Development or any of the components of the Major Development, an application may be submitted, provided that the development application variation remains within the ambit of the Development Report and Assessment Report referred to in this provisional development authorisation. If an application variation involves substantial changes to the proposal, pursuant to Section 47 of the *Development Act 1993*, the applicant may be required to prepare an amended Development Report for public inspection and purchase. An amended Assessment Report may also be required to assess any new issues not covered by the original Assessment Report and a decision made by the Governor pursuant to Section 48 of the Development Act 1993.
4. The applicant's CEMMP and other Plans should be prepared taking into consideration (and with explicit reference to) relevant EPA policies and guideline documents, including, but not limited to:
  - a. the Environment Protection (Air Quality) Policy 1994;

- b. the Environment Protection (Noise) Policy 2007;
  - c. *the Environment Protection (Water Quality) Policy 2015*;
  - d. the Environment Protection (National Pollutant Inventory) Policy 2008;
  - e. the Stormwater Pollution Prevention Code of Practice for the Building and Construction Industry (1999);
  - f. Handbooks for Pollution Avoidance; and
  - g. any other legislative requirements, Guidelines and Australian Standards requiring compliance.
5. All works and activities must be undertaken in accordance with the General Environmental Duty as defined in Part 4, section 25(1) of the Environment Protection Act 1993 (which requires that a person must not undertake any activity, which pollutes, or may pollute; without taking all reasonable and practical measures to prevent or minimise harm to the environment), relevant Environment Protection Policies made under Part 5 of the Environment Protection Act 1993 and other relevant publications and guidelines.
6. *Landscaping Plan and schedule shall provide the following:*
- Details shall be provided showing street furniture, shading devices and lighting;
  - Planting details;
  - Adelphi Terrace streetscape details;
  - Location of tanks for water reuse for irrigation purposes;
  - Green wall details and management in relation to 1 Canning Street
7. Any further proposed addition to the structure, including aerials, masts and vent/exhaust stacks, must be subject to a separate assessment by the Commonwealth Department of Infrastructure and Transport. Crane operations associated with construction shall be the subject of a separate application. Adelaide Airport Limited requires 48 days prior notice of any crane operations during the construction.
8. That the recommendations from LBW/Environmental Projects regarding the removal and treatment of potential asbestos containing material shall be implemented.
9. That recommendations from LBW/Environmental Projects regarding the disposal of soil shall be implemented.
10. Separate approval must be sought under the Regulations for any cranes required to construct the building. Construction cranes may be required to operate at a height significantly higher than that of the proposed controlled activity and consequently, may not be approved under the Regulations

## 9 Glossary

The Act	<i>Development Act 1993</i> and Regulations 2008
AHD	Australian Height Datum
AR	Assessment Report
CASA	Civil Aviation Safety Authority
DAC	Development Assessment Commission
DEWNR	Department of Water, Environment & Natural Resources
DPTI	Department of Planning, Transport & Infrastructure
DR	Development Report
CEMMP	Construction Environment Management & Monitoring Plan
EPA	Environment Protection Authority
ODASA	Office for Design + Architecture

## 10 Appendix 1

### 10.1 *The Governor as the Relevant Authority*

Section 48(5) of the *Development Act 1993* requires that before the Governor considers a proposal that has been declared a Major Development, the Governor must have regard to (amongst other things) the provisions of the appropriate Development Plan and the Development Regulations, the Building Rules, the Planning Strategy, the Environment Protection Act 1993, and any other matters considered relevant.

In respect of applications being assessed as Major Developments under the Act, the appropriate Development Plan and Planning Strategy are those current at the time of the decision, as Section 53 of the Act does not apply to the Major Development provisions of the Act.

### 10.2 *South Australia's Strategic Plan*

When making a decision, the Governor has regard to any other matters considered relevant to the proposal. In this regard, the assessment has also been carried out with reference to the State Strategic Plan. The State Strategic Plan (Government of South Australia 2011) seeks to widen opportunities for all South Australians through the pursuit of seven strategic priorities:

- giving our children every chance to achieve their potential in life
- keeping our communities safe and our citizens healthy
- building our reputation for premium food and wine
- growing advanced manufacturing as the way for the future
- realising the benefits of the mining boom for all
- creating a vibrant city that energises and excites
- keeping our high quality of life affordable for everyone.

The relevant South Australian Strategic Plan Goals and Targets include:

*Goal: We are committed to our towns and cities being well designed, generating great experiences and a sense of belonging*

*Target 1: Urban spaces: increase the use of public spaces by the community (2011 baseline)*

*Goal: We are known world-wide as a great place to live and visit*

*Target 4: Increase visitor expenditure in South Australia total tourism industry to \$8 billion by 2020 (baseline 2002 for South Australia) milestone of \$6.3 billion total industry by 2014*

*Goal: South Australia has a resilient, innovative economy*

*Target 35: Economic growth – Exceed the national economic growth rate over the period to 2020 (baseline: 2002-03)*

*Goal: South Australia has a resilient, innovative economy.*

*Target 36: Exceed Australia's average labour productivity growth rate through to 2020 (baseline: 2002-03)*

*Goal: All South Australians have job opportunities.*

*Target 47: Jobs – Increase employment by 2% each year from 2010 to 2016 (baseline: 2010)*

*Goal: We reduce our greenhouse gas emissions.*

*Target 60: Energy efficiency – dwellings: Improve the energy efficiency of dwellings by 15% by 2020*

*Goal: South Australia has reliable and sustainable water resources and is a leader in wastewater, irrigation, stormwater and groundwater management.*

*Target 73: Recycled stormwater: South Australia has the system capacity to harvest up to 35 GL of stormwater per annum by 2025 (baseline: 2009)*

## **10.3 Planning Strategy**

### **10.3.1 The 30-Year Plan for Greater Adelaide (the Plan)**

Glenelg is identified as a major district centre in The Plan, serviced by a major public transport corridor (the Glenelg to City West tram to the Adelaide Entertainment Centre).

The Plan is currently undergoing a review and the vision is to continue the transformative process started by the Plan. The focus of future growth will be away from urban sprawl to protect our food growing areas and natural landscapes. At the same time we need to maintain our affordable cost of living, healthy neighbourhoods and provide opportunities for jobs growth and business investment.

The update will:

- Focus on infill and renewal and jobs growth
- Distribute revised population and dwelling targets
- Update land and housing supply assumptions
- Set locations and directions for "next generation" of infill and medium density housing (medium/long term)
- Set a stronger urban growth boundary
- Link to plans aimed at activating zoned employment lands
- Pick up Council strategies/opportunities (where they align)

## **10.4 Environment Protection Act 1993**

Based on the information provided, no activities of environmental significance, as defined in Schedule 1 of the *Environment Protection Act 1993* (EP Act) have been identified. However, the Governor, before making a decision on the proposed development, should have regard to the objects of the Act, the general environmental duty and any relevant environment protection policies.

The objects of the Act are:

- *To promote the principles of ecologically sustainable development.*
- *To ensure that all reasonable and practicable measures are taken to protect, restore and enhance the quality of the environment having regard to the principles of ecologically sustainable development, and to prevent, reduce, minimise and, where practicable, eliminate harm to the environment.*

In addition, proper weight should be given to both long and short term economic, environmental, social and equity considerations in deciding all matters relating to environmental protection, restoration and enhancement. The Environment Protection Authority (EPA) is required to apply a precautionary approach to the assessment of risk of environmental harm and ensure that all aspects of environmental quality affected are considered in decisions relating to the environment.

The following Environment Protection Policies are applicable:

- *Environment Protection (Water Quality) Policy 2015.*
- *Environment Protection (Air Quality) Policy 1994.*
- *Environment Protection (Noise) Policy 2007.*
- *Environment Protection (Waste to Resources) Policy 2010.*

## ***10.5 City of Holdfast Bay Development Plan and Legislation***

### **10.5.1 State Strategic Setting**

The City of Holdfast Bay Development Plan provides a State Strategic setting which describes the aspirations of the Development Plan and sets out the strategic priorities for ongoing and future development. The following comprises some of the key excerpts from the Strategic Setting which are considered to be particularly relevant to the proposed development.

### **10.5.2 Locality**

*The City of Holdfast Bay extends along 9 kilometres of premier seaside. It is located 11 kilometres south-west of the city of Adelaide and covers an area of 1340 hectares, with no part of the Council area more than 2.5 kilometres from the foreshore.*

### **10.5.3 Economic Activity**

*The Development Plan provides for employment opportunities through industrial, commercial and activity centre zones, with mixed-use development encouraged along Anzac Highway in Glenelg, providing opportunities for medium density and affordable housing development (in addition to other areas along Tapleys Hill Road, Brighton Road, Jetty Road Brighton, and close to the Hove and Brighton railway stations).*

### **10.5.4 Tourism**

*Glenelg acts as the City's premier tourist destination and primary retail precinct, being part of one of two district centre zones within the Council area. It will also be a focus for future*

*transit oriented development along with areas surrounding the Glenelg tram, Anzac Highway and the Seaford train corridors. It is supported by the district centre at Brighton and Hove, within which further revitalisation of the small to medium scale retail and commercial facilities are envisaged to occur in the future. These two centres, with a small light industrial precinct in Somerton Park and a number of thriving smaller centres throughout the City, support the predominantly residential suburbs within (and around) the Council area.*

### **10.5.5 Zoning**

The proposed development is situated in the Residential High Density Zone and abuts Glenelg Foreshore and Patawalonga Zone to the west. A Residential Character Zone and Mixed Use Zone are to the East and South.

The Residential High Density Zone describes a mix of residential, shops and high density dwellings.

### **10.5.6 Urban Glenelg Policy Area 15**

#### **OBJECTIVES**

1. A policy area comprising tourist accommodation and a range of dwellings and residential flat buildings at low to high densities.
2. Accommodation that provides a diversity of dwelling sizes within residential flat buildings that cater for different household requirements.
3. Retention of the heritage character, especially along South Esplanade in **Precinct 4 Five Storey** and **Precinct 5 Twelve Storey**.
4. Development that contributes to the desired character of the policy area/precinct.

#### **DESIRED CHARACTER**

The policy area provides the Council's premier coastal medium and high density living opportunities. It includes areas of Glenelg North around the foreshore and the Patawalonga, and within Glenelg and Glenelg South along the foreshore and extending into small parts of the suburban landscape, and along Colley Terrace.

The Glenelg District Centre and Glenelg's major foreshore reserves provide important features adjacent to the policy area (including Wigley and Colley Reserves, the beach and Glenelg foreshore and the Anzac Highway streetscape) and entertainment, retail, residential and visitor apartment accommodation provided nearby in the Holdfast Shores site to the western side of Colley and Wigley Reserve.

The policy area is a premier location with excellent accessibility to views, beach, public spaces, centre services, facilities and public transport. The policy area adds to the choice of accommodation within Holdfast Bay and the wider metropolitan area by providing for a variety of medium and higher density dwelling types, including apartments for residential purposes and visitor accommodation.

Small scale non-residential land uses including shops offices and consulting rooms will be developed in appropriate areas to support residents and the local community.

Retail development will be small in scale and will primarily comprise cafes, restaurants, convenience stores and other tenancies designed to service local community requirements. Retail development will also be of a scale that supports an active mixed use environment.

Development will be of the highest architectural standard, contemporary in style and contribute positively to the quality of the public realm. Its built form will contrast with the open character of the adjacent foreshore and reserve public spaces. It will capitalise on the highly desirable location through significant scale, with built form between three and twelve stories in height. This development will demonstrate excellence in urban design. It will create design relationships between buildings at ground level and the street frontage that acknowledge and respect the existing context, ensuring that scale and the built form edge protects and enhances significant visual and movement corridors (including key vistas to the sea and views through to public spaces). Views into and out of development sites will also reinforce visual connectivity and way-finding within the policy area.

Building form and setbacks will vary to provide large-scale articulation within the streetscape. Building form will also use light and shade through articulation, eaves, verandas, canopies and balconies, to provide architectural detail, summer shade and promote greater energy efficiency. Likewise, buildings will use a balanced approach to the use of solid materials and glazing so to provide an attractive backdrop to key public spaces and streets.

The policy area is well provisioned with quality public open spaces and accessible by public transport (in the form of buses and tram). Accordingly, there is a recognised reduced need for provision of private car parking and private open space (when compared to suburban localities in other zones and policy areas). Similarly, a higher degree of overshadowing and loss of privacy is expected in the policy area given the medium-to-high density nature of development (and heights).

Roofs will be designed to be integrated into the overall façade and composition of buildings and provide enclosed places for the screening of plant and service equipment (if not provided in basements) in locations away from living areas that do not visually detract from the amenity of adjoining spaces.

Landscaping will contribute to the high quality of the adjacent public areas, open space and streetscapes. Car parking areas that are not visible from public spaces will be shared and consolidated. Commercial uses in residential developments will be restricted to those associated with the respective building function.

Public promenades will incorporate public art, which is easily identifiable and fully integrated into the public environment.

### **10.5.7 Precinct 5 Twelve Storey**

Development within **Precinct 5 Twelve Storey** will be predominantly in the form of residential flat buildings, serviced apartments and tourist accommodation of up to 12 storeys in height.

Development may also include small scale non-residential uses such shops, restaurants and cafes, offices and consulting rooms at ground and first levels where site conditions permit.

Development will be of the highest architectural standard and contribute positively to the public realm through establishing clearly defined space between buildings, incorporating surface articulation using a balanced approach to the use of solid materials and glazed areas and adopting a building design that incorporates design elements that relate to the surrounding buildings, streetscape and public open space.

In the section of this precinct that adjoins the **Coastal Open Space Zone**, development will be designed to provide spaces between adjacent buildings and accommodate pedestrian walkways and visual connections between the **Coastal Open Space Zone** and the developed areas to the east.

### **10.5.8 Council Wide Provisions**

Relevant Council Wide provisions include the following:

- Building near Airfields
- Crime Prevention
- Design and Appearance
- Energy Efficiency
- Interface between land uses
- Landscaping, Fences and Walls
- Orderly and sustainable development
- Transport and Access
- Waste
- Residential Development
- Medium and High Rise Development
- Orderly and Sustainable Development
- Tourism Development

## ***10.6 Building Rules Consent***

This AR does not include an assessment of the proposal against the provisions of the Building Rules under the *Development Act 1993*. If the Governor grants a development authorisation, further assessment of the proposed development against the Building Rules will be required. The proponent may choose to seek building rules consent from the City of Holdfast Bay or by a private building rules certifier.

Full development authorisation (equivalent to a development approval under Part 1 of the Act) would only be made by the Governor *after* the Council or a private certifier has assessed and certified that any 'building work' under the Act, complies with the Building Rules (and has supplied this information to the Minister, as required by Regulation 64 of the Development Regulations 2008). The Building Rules certification must of course be consistent with the development authorisation.

The following structures would need Building Rules Consent (and Certificate of Occupancy) to be obtained, prior to the commencement of operations on the site:

- Residential apartments
- Hotel and associated structures

In addition, several components of the development (including signage, stormwater management, monitoring programs and operational protocols) would be required to meet the relevant Australian Standards, EPA Guidelines/Codes and other relevant engineering standards.