

Dean Spasic

From: Bao Vo
Sent: Thursday, 28 May 2026 11:22 AM
To: Dean Spasic
Cc: Rhys Skipper; Erryn Busby
Subject: RE: Referral DA 25039981: 25 South Esplanade Glenelg

Follow Up Flag: Follow up
Flag Status: Flagged

Hi Dean,

 [24esp-24-25SouthEsplanade-ArchitecturalDrawings-14May26-14416079.pdf](#)

 [24esp-24-25SouthEsplanade-WasteManagementPlan-17Oct25-14416083.pdf](#)

 [24esp-24-25SouthEsplanade-TrafficParkingReport-24Oct25-14416082.pdf](#)

Please see below for an updated engineering review.

1. Traffic & Access Operations

Assessment

- The proposal continues to estimate 4–10 AM peak hour trips, which is relatively low.
- Vehicle access is provided via a 5.5 m wide two-way crossover on Pier Street, with all vehicles entering and exiting in a forward direction.
- The storage length available at the top of the basement ramp remains at 3.79 m (minimum), compared to the 6.0 m length typically required under AS/NZS 2890.1.

Key Issues

- The applicant continues to assert that the 3.79 m storage length is adequate based on assumed vehicle wheelbases; however:
 - This is inconsistent with the intent of the Australian Standards with respect to safe queue storage.
 - Reliance on the 1:16 transition to achieve an assumed effective storage length introduces operational uncertainty, including driver behaviour variability and reduced vehicle control on gradients.
- The current arrangement presents ongoing risks, including:
 - Vehicle overhang onto the Pier Street footpath; and
 - Potential conflict with pedestrians and cyclists, noting Pier Street accommodates multiple modes of transport.

The proposal does not demonstrate compliance with safe and practical ramp storage requirements and does not adequately mitigate pedestrian interface risks.

2. Internal Car Park Functionality

Assessment

- A total of 54 car parking spaces are proposed, exceeding the minimum requirement of 26.
- The layout includes:
 - Eight tandem/stacked spaces; and
 - Multiple enclosed/grouped garages.
- While minimum dimensions broadly align with AS2890.1 clearance envelopes, some enclosed garages do not meet the 5.4 m width requirement for multi-space garages.
- Basement access is via ramps with gradients up to 1:8, including transitions.

Key Issues

- Tandem Parking
 - Although described as manageable, this arrangement relies on resident coordination and is generally not well suited to multi-storey developments.
 - There is a high likelihood that this will result in increased demand for on-street parking.
- Garage Dimensions
 - Reduced widths for enclosed parking spaces may:
 - Limit usability for larger modern vehicles (e.g. SUVs); and
 - Increase the likelihood of manoeuvring difficulties and vehicle damage.
- Headroom
 - A clear height of 2.2 m is indicated throughout the basement; however:
 - No confirmation has been provided that accessible parking spaces achieve the 2.5 m minimum clearance required under AS2890.6.

While the design meets minimum dimensional requirements in some areas, it remains functionally constrained and does not represent best practice for usability and accessibility.

3. Waste Collection Arrangements

Assessment

- The Waste Management Plan provides for:
 - Approximately three collections per week;
 - Use of 1,100 L bins; and
 - Centralised bin storage with internal transfer pathways.
- Waste collection is proposed via transfer of bins to an on-street loading area within 30 m of the bin room.
- The Traffic Report references reliance on an existing loading zone on Pier Street.

Key Issues

- Inconsistency
 - The Traffic Report references an existing loading zone; however:
 - No formalised or approved on-street loading zone has been identified; and

- No supporting Traffic Impact Statement has been provided to justify or facilitate such an arrangement.
- Operational Feasibility
 - The proposed system requires:
 - Manual transfer of 1,100 L bins by the building manager across the public interface; and
 - Compliance with gradient and access requirements ($\leq 1:10$, unobstructed paths), which have not been demonstrated for the external route.
 - The practicality and safety of this arrangement remain unclear.
- Public Realm Impacts
 - On-street collection activities may:
 - Obstruct pedestrian and cyclist movement;
 - Require removal of on-street parking; and
 - Result in temporary bin storage within the public realm.

The proposed waste collection strategy relies on unverified on-street infrastructure and operational assumptions, and introduces potential safety and amenity impacts.

4. Stormwater Management

Assessment

- Architectural drawings indicate provision of an on-site detention (OSD) tank (~20 kL capacity) within the basement.
- However, no Stormwater Management Plan (SMP) has been submitted.

Key Issues

- There is no supporting information demonstrating:
 - Hydraulic modelling;
 - Compliance with allowable discharge rates (pre- vs post-development); or
 - Water quality treatment measures.
- The site is located within a coastal flooding overlay; however:
 - No documentation has been provided confirming basement flood protection measures (e.g. bunding, threshold design); or
 - That finished floor levels meet applicable flood resilience requirements.

Stormwater and flood-related matters cannot be adequately assessed in the absence of a formal Stormwater Management Plan.

Overall Engineering Position

While the proposal addresses certain compliance parameters at a high level, several key issues remain unresolved, including:

- Access and ramp storage – non-compliant and operationally unsafe
- Parking layout – technically compliant in part but functionally constrained
- Waste collection – unresolved inconsistencies and reliance on unconfirmed infrastructure
- Stormwater – insufficient information provided for assessment

Key Recommendation/requirement

1. Traffic / Access

- Demonstrate compliance with ramp storage requirements (minimum 6.0 m) without reliance on transition gradients, or revise the access design.

2. Parking

- Reconfigure tandem and enclosed parking arrangements to improve usability.
- Confirm compliance with AS2890.6, including 2.5 m clearance for accessible parking spaces.

3. Waste

- Provide either:
 - A confirmed on-street loading zone design (including regulatory controls); or
 - An on-site waste collection solution.
- Submit a supporting Traffic Impact Statement.

4. Stormwater

- Submit a Stormwater Management Plan, including:
 - OSD sizing and calculations;
 - Discharge rate compliance; and
 - Flood protection and mitigation measures.

Regards,
Bao



BAO VO

Development Engineer

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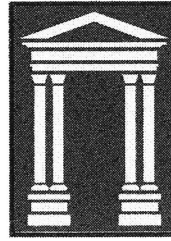


Brighton Civic Centre

24 Jetty Road, Brighton SA 5048



I acknowledge the Traditional Custodians of the lands and waters where we live and work, and pay my respects to Elders past, present and emerging. The City of Holdfast Bay sits proudly on Kaurna land and we respect the continual cultural connection, heritage and beliefs that remain important to Kaurna people today.



STEVENS
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Architects and Heritage Consultants

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5 June 2026

City of Holdfast Bay
PO Box 19
BRIGHTON SA 5048

Attention: Dean Spasic
Development Officer Planning

Dear Dean,

**PROPOSED RESIDENTIAL APARTMENT DEVELOPMENT ADJACENT A LOCAL
HERITAGE PLACE - 25 SOUTH ESPLANADE, GLENELG**

In accordance with your instructions, I have reviewed the drawings in connection with the proposed residential apartment development at 25 South Esplanade, Glenelg forwarded to me under cover of your email dated 27 May 2026. I have also revisited the subject site.

Having done so, I now offer, for your consideration, the following heritage advice in relation to the proposed development.

The subject site.

The site of the proposed development is located at 25 South Esplanade, Glenelg, overlooking the foreshore. The site is on the northern side of Pier Street, at its westernmost point, adjacent the coast.

The subject site is vacant.

The proposed development.

The proposed development consists of a building of five above ground levels and three below ground levels. The below ground levels provide carparking while the above ground levels accommodate 18 residential apartments with associated access and services.

The current development application follows a previous, more extensive development application for the site and adjacent sites lodged in 2021. I understand that the previous application has been the subject of an appeal that remains unresolved.

The current development application is similar to a development application forwarded to me for comment in January 2026. I understand that this original application, ID 25039981, has been withdrawn with amendments made to the design of the new building and a fresh application now lodged, application ID 26016966.

The adjacent building and site to the north of the subject site.

The building on the adjacent site to the north, 22-23 South Esplanade, Glenelg, is a former pair of two-storey semi-detached dwellings.

The building is known as “Seawall Apartments”. The adjacent site is otherwise vacant, having previously accommodated other buildings and ancillary structures that, together with the existing building, formed a group of holiday apartments with support facilities.

Heritage status of the adjacent building to the north of the subject site.

The former two-storey semi-detached dwellings at 22-23 South Esplanade are, together, listed as a local heritage place.

The detail of the listing is as follows:

Heritage Number: 4546

Address: 22-23 South Esplanade GLENELG

Details: Seawall Apartments

Heritage Class 1: Local

The extent of listing is described as:

“original external form and detailing of the dwellings.”

Historical background.

The following historical background is extracted from the Glenelg Heritage Policies Review 1997 by McDougall & Vines Conservation and Heritage Consultants. The review informed the local heritage listing of the place.

These holiday apartments have been converted from what was originally a pair of 1880s seafront mansions and the original detailing of the early dwellings can be seen in number 22 where much of the form and architectural elements remain. Unfortunately the adjacent number 23 has been significantly altered with additions to the front. This pair of dwellings also retains its early masonry and cast iron fence which is typical of the 1870s and 1880s residences constructed along the South Esplanade.

The building is constructed on part of allotment 8 of the Saltram subdivision undertaken in 1877. The allotment was purchased by Ebenezer Ward, a prominent journalist and member of Parliament, in 1882. At this time the land is recorded as vacant in the Rate Assessments. By 1883 the land had been further subdivided, and this pair of houses built. The houses were owned by John Warren Bakewell (22) and William Hubble (23) in 1883, and were treated as individual properties. The Hubble family retained ownership until 1918 when their part of the pair of residences was sold to Fulton Salter, and Bakewell's part passed to Frances Macrow in 1911.

This building is representative of the residential development along this stretch of Glenelg's foreshore when Glenelg was being developed as a seaside resort and marine retreat for gentlemen of means.

Subsequent review of the heritage value of the local heritage place.

Subsequent research undertaken by the applicant in connection with the 2021 development application, along with close physical analysis of the building brought into question some aspects of the integrity of the local heritage place. It is also apparent that alterations and additions to the building over time have changed its appearance and historic fabric has not been well maintained.

Nevertheless, the place is, and remains, a local heritage place. Despite suffering low integrity, the overall form and scale of the building, the proportions and some of the historic detail remain.

Relevant Planning & Design Code policy relating to heritage impact.

A Heritage Adjacency Overlay in respect of the “Seawall Apartments” building applies to the subject site.

Heritage Adjacency DO 1 seeks that:

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

Heritage Adjacency Overlay PO 1 seeks that:

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

Assessment of heritage impact with reference to relevant policy – the original application.

In relation to the original application, I reached the following conclusion:

I am concerned that the new building, in its current form, dominates the adjacent heritage place and unduly impacts on its setting. I am not convinced that the design of the new building achieves sufficient compatibility with the adjacent local heritage place to satisfy Heritage Adjacency Overlay PO 1.

And added that:

I believe however that the design could be amended to achieve an appropriate, contextual outcome.

Amendments made to the building design of the original application.

Since then, the Applicant has made the following amendments to the design of the new building:

- The material selection for the visually dominant horizontal band at first floor level, (level 2 floor level), has been changed from aluminium panel cladding in a colorbond “monument” colour to a castellated aluminium cladding in a “warm grey” colour.
- The visually dominant horizontal band at first floor level, (level 2 floor level), has been deleted to much of the north elevation and much of the east elevation.
- The exposed aggregate concrete finish to the columns and spandrels of the podium element has been changed from a bright white to a sandy colour.
- A rebate has been added to the podium level, (second floor), balcony spandrel panel.
- The texture coat finish to the walls of the podium element is described as “natural white” rather than “white finish”.
- Vertical timber entry posts are “Australian Hardwood” rather than “Ironbark”.
- Upper-level balcony spandrel panels have been narrowed slightly giving a finer appearance.
- There have been some slight adjustments in the levels and heights of the building. The overall height of the building has increased by 800mm. The ground floor, (level 1), floor level has been raised by 200mm and intermediate floor to floor heights increased by 100mm to 200mm.
- In the drawings, more detail has been added to the depiction of the adjacent local heritage place.

The overall impression is that of a slightly warmer colour scheme, a less dominant horizontal element at first floor level and a more legible two-storey podium element.

Assessment of heritage impact with reference to relevant policy – the fresh application.

Heritage Adjacency DO 1 seeks that:

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

The proposed development has no direct or physical impact on the “original external form and detailing of the dwellings” wherein the heritage value of the place lies. The proposed development is therefore consistent with the desired outcome.

Heritage Adjacency Overlay PO 1 seeks that:

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

As was the case with the original development application, the new building does not encroach on the heritage place. In fact, the degree of separation between the buildings is reasonable. Amendments have been undertaken to the design of the new building to mitigate concerns regarding the original design that caused the new building to impact on the setting of the adjacent heritage place and to dominate. The amendments, and their effects, are discussed in detail below.

In relation to the original proposal, my concerns related to the words “dominate” and “unduly impact”. While there is no requirement for things like the design, detailing, materials palette or built form appearance of adjacent development to complement or be compatible with the built form appearance of an adjacent heritage place, these facets of design and how they are applied can influence whether or not a new building dominates an adjacent heritage place or unduly impacts on its setting.

While the design amendments go some way to alleviating my concerns relating to the original proposal, the question remains as to whether or not the new building “dominates” or “unduly impacts”.

The proposed development is a five-storey building with a relatively broad frontage width. There is a scale imbalance between the new building and the adjacent local heritage place. This was mentioned in my previous heritage advice however there was no intended implication that the scale imbalance was fundamentally unacceptable but rather that there were concerns relating to the relationship between the new building and the historic building and that the effects of the scale imbalance could be substantively ameliorated through design amendment, leading to an improved relationship between the new building and the historic building. In other words, what is important is not that there is a scale imbalance but how it is dealt with. This extends to the slight adjustments in heights between the original proposal and the amended proposal. The height need not be of principal concern if the contextual relationship is sensitively and appropriately managed in other ways.

I previously noted that the external expression of the structure and integration of the balconies in the design composition gives the building has a more solid and bulky appearance than may otherwise be the case. I remain of the view that the expression and integration of the balconies and structure in the original design provided a relatively solid and bulky appearance that contributed to the relative dominance of the new building. The amendments assist in providing a more restrained and slender appearance, although I was expecting more substantive amendments.

I also previously noted that there was a lack of definition in the podium element of the building so that there was not a strong relationship between the height of the adjacent local heritage place and the new building.

Following the design amendments, the relationship of the podium element of the new building and the historic building, and indeed the relationship of the horizontal features of both buildings, appear stronger than before. There are several reasons for this:

- The material selection for the visually dominant horizontal band at first floor level, (level 2 floor level), has been changed from aluminium panel cladding in a colorbond “monument” colour, which is very dark grey, almost black, to a castellated aluminium cladding in a “warm grey” colour.
- The visually dominant horizontal band at first floor level, (level 2 floor level), has been deleted to much of the north elevation and much of the east elevation.
- The exposed aggregate concrete finish to the columns and spandrels of the podium element has been changed from a bright white to a sandy colour.

In combination, these amendments to the design result in a two-level podium element of more substantial definition with a more subtle, warmer, recessive materials palette and colour scheme. As a result, the two-storey relationship between the historic building and the podium element of the new building is better defined with less contrast in appearance.

In relation to the original proposal, I commented that a relative lack of fine grain detail in the new building contrasts with the visual lightness that fine grain detail contributes to the adjacent heritage place.

Reference in my previous advice to fine grain detail was an observation of differentiation in building appearance that in my view, increased the relative visual dominance of the new building. Imitation wasn't suggested nor sought. It is acknowledged that a relatively robust building appearance might be appropriate and expected in a coastal setting like this. Nevertheless, there remained opportunity to amend the design to avoid a dominant appearance in relation to the adjacent heritage place.

The design amendments to the design go at least some way to doing this. The amendment of the profile of the horizontal band at first floor level, (level 2), to a "castellated" rather than flat, monolithic profile, the introduction of a rebate in the podium level, (second floor), balcony spandrel panel and the narrowing of the upper-level balcony spandrels assist in this regard and complement the well-considered low sandstone retaining walls and landscaping at ground level that relate positively to the context of the adjacent local heritage place.

In relation to the original proposal, I was concerned that the new building had a colour scheme that emphasises its overall bulk and scale. The amendments address this to some degree with a more subtle, less contrasting scheme and a visually warmer colour palette.

In addition, the elevations and renders provided in the original package of documentation showed a very distinct black/white colour scheme for the main part of the building, with very little differentiation between the podium element and the building above. The amendments to the material and colour selections indicate that the exposed aggregate concrete is to have a more textured appearance with a warmer, light sand colour, rather than a stark white. Furthermore, the ribbed cladding on the second level is to have a warm grey finish rather than a very dark grey, almost black, appearance. The walls above are a natural white aluminium which gives a lighter appearance to the walls above, strengthening the appearance of the podium element and the relationship with the historic building adjacent.

In relation to the original proposal, I noted that, when viewed from the Esplanade, the new building was forward of the heritage place, except for a section of non-original verandah/balcony, adopting a more prominent position. I added that this, and a high contrast colour scheme with a strong emphasis on black (or near black) and white building elements, only served to underscore the relative dominance of the new building.

The front setback of the new building has not been amended. While it is acknowledged that the setback of the principal building façade of the new building is reasonably substantial in the context, the relatively solid appearance of the balcony spandrel panels, columns and wing walls brings the building forward towards the Esplanade and reduces the apparent front setback, increasing the visual impact of the new building in the context of the adjacent heritage place.

As with the original proposal, it should be acknowledged that modest floor to ceiling heights in the new building serve to minimise the overall height of the five-storey building, a positive aspect when considering the relationship with the adjacent heritage place. The thoughtful addition of landscaping beds and sandstone retaining walls are also positive aspects in this regard.

Summary.

In relation to the original proposal, I was concerned that the new building, in its form at that time, dominated the adjacent heritage place and unduly impacted on its setting. I was not convinced that the design of the new building achieved sufficient compatibility with the adjacent local heritage place to satisfy Heritage Adjacency Overlay PO 1.

I believed however that the design could be amended to achieve an appropriate, contextual outcome.

The subsequent amendments culminating in lodgement of a fresh application are positive.

The cumulative effect of the design amendments that have been made is positive. I expected that the amendments would be more substantial but believe that the proposal is now arguably supportable taking into account the relatively low integrity of the adjacent heritage place and the mixed built form character of the Esplanade.

I trust that this heritage advice is of assistance and would be pleased to answer any questions that you may have regarding this heritage advice.

Yours faithfully

STEVENS ARCHITECTS PTY. LTD.

A handwritten signature in black ink, appearing to read 'Andrew Stevens', with a long horizontal flourish extending to the right.

Andrew Stevens AIA
(Director)

Reid, Joanne (DHUD)

From: Dean Spasic <dspasic@holdfast.sa.gov.au>
Sent: Wednesday, 5 August 2026 4:43 PM
To: Reid, Joanne (DHUD)
Subject: RE: 24-25 South Esplanade, Glenelg (ID 26016966)

Hi Jo

The comments we have from Tech Services is as follows:

The stormwater folder appears to be empty, so we are unable to provide any stormwater comments at this stage.

In relation to the updated traffic report and Cirqa response, we acknowledge the applicant's position and note that they consider the matters raised by Council to have been satisfactorily addressed. However, we would like our previous comments and concerns to remain on the record, particularly in relation to the proposed traffic/parking and waste collection arrangements, should these matters be raised by future residents following occupation of the development.

Accordingly, we have no further comments to provide at this stage, subject to the above concerns being noted on the assessment record.



DEAN SPASIC

Development Officer Planning

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I acknowledge the Traditional Custodians of the lands and waters where we live and work, and pay my respects to Elders past, present and emerging. The City of Holdfast Bay sits proudly on Kaurana land and we respect the continual cultural connection, heritage and beliefs that remain important to Kaurana people today.

From: Reid, Joanne (DHUD) <joanne.reid@sa.gov.au>
Sent: Wednesday, 5 August 2026 4:24 PM
To: Dean Spasic <dspasic@holdfast.sa.gov.au>
Subject: RE: 24-25 South Esplanade, Glenelg (ID 26016966)

Caution: This Email originated from outside of the organisation. Do not click links or open attachments unless you recognise the sender or know the content is safe.

Reid, Joanne (DHUD)

From: Dean Spasic <dspasic@holdfast.sa.gov.au>
Sent: Thursday, 6 August 2026 2:28 PM
To: Reid, Joanne (DHUD)
Subject: RE: 24-25 South Esplanade, Glenelg (ID 26016966)

Hi Jo

Here is Council's comments for the updated stormwater design:

Key matters include:

- Confirmation of the legal point of discharge and tie-in levels.
- Detailed stormwater design information and supporting hydraulic calculations.
- Demonstration that the post-development 1% AEP flow rate will not exceed 20% of the pre-development flow rate at the legal point of discharge.
- Further details on the proposed stormwater detention and treatment systems, including any devices subject to future Council approval.
- Confirmation of downstream Council drainage capacity and any potential impacts resulting from the development.
- Details of the proposed basement stormwater pumping arrangements.
- Clarification on how groundwater and dewatering will be managed given the site may be below the water table. We have experienced issues with similar developments in the past and require details of the proposed approach.
- Identification of where pumped water will be stored prior to discharge to the stormwater network. Continuous discharge to the Council system will not be supported, and any discharge must be appropriately controlled and limited.

Based on the information currently available, the submitted plans appear to be at a concept level only, and further detailed engineering documentation, calculations and modelling would be required to enable a more comprehensive assessment.

Council requests that the above concerns remain on the assessment record should SCAP determine to approve the application without these matters being fully addressed.



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