

PLANNING REPORT

24-25 South Esplanade, Glenelg

Prepared for:
Chasecrown Pty Ltd

Date:
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1. OVERVIEW

Subject Land	24-25 South Esplanade, Glenelg SA 5045
Current Land Use	Vacant
Zone	Urban Neighbourhood Zone
Overlays	Affordable Housing Airport Building Heights (Regulated) (All structures over 45m AHD) Building Near Airfields Coastal Flooding Design Heritage Adjacency Prescribed Wells Area Regulated and Significant Tree
Technical and Numeric Variations (TNV)	Finished Ground and Floor Level: minimum finished ground level 3.2m AHD / minimum finished floor level is 3.45m AHD Maximum Building Height (Metres) 18.5 metres Maximum Building Height (Levels) 5 levels Interface Height: Development should be constructed within a building envelope provided by a 45-degree plane measured 3m above natural ground level at the boundary of an allotment
Development	5-Level residential flat building with basement car parking, water tank (below ground) and associated landscaping
Elements	Dwelling (in the form of a residential flat building)
Assessment Pathway	Code Assessed – Performance Assessed
Public Notification	No
Referrals	Government Architect City of Holdfast Bay
Planning and Design Code Version and Date	V 2026.9 – May 14, 2026
Relevant Authority	State Planning Commission

2. INTRODUCTION

This report has been prepared in support of a development application by Chasecrown Pty Ltd (**the Proponent**) for the construction of a residential flat building at 24–25 South Esplanade, Glenelg (**the site**).

A previous iteration of this application was lodged on 29 December 2025 (Application ID 25039981) and was subsequently withdrawn in February 2026. While the current application incorporates a revised architectural form, it otherwise proposes a broadly similar development on the site.

In preparing this report, we have:

- inspected the site and its locality;
- identified and subsequently reviewed what we consider to be the most pertinent provisions of the Planning and Design Code (**the Code**);
- had regard to:
 - » the *Planning, Development and Infrastructure Act 2016* (**the Act**);
 - » the *Planning, Development and Infrastructure (General) Regulations 2017* (**the Regulations**);
- reviewed the supporting documents, including the:
 - » Architectural drawings / Design Statement by Chasecrown in **Appendix 1**;
 - » Heritage Impact Statement prepared by Bruce Harry in **Appendix 2**;
 - » Landscape Concept Plan prepared by Oxigen in **Appendix 3**;
 - » Traffic and Parking Assessment prepared by Cirqa in **Appendix 4**;
 - » Waste Management Plan prepared by Rawtec in **Appendix 5**;
 - » ESD Statement prepared by dsquared in **Appendix 6**;
 - » Environmental Noise Assessment by Bestec in **Appendix 7**; and
 - » Pre-lodgement email with Council in **Appendix 8**.

This report contains our description of the site and locality, the nature of the proposal, and our assessment of the proposal against the most pertinent provisions of the Code.

Based on our assessment, it is our opinion that the proposed development is not seriously at variance with the Code and warrants the granting of planning consent.

3. PRE-LODGEEMENT ENGAGEMENT

Although the Proponent did not participate in DHUD's formal pre-lodgement panel process or Design Review for the current application, pre-lodgement engagement was undertaken with the City of Holdfast Bay to address matters relating to building design and materiality, particularly insofar as the proposal provides an appropriate contextual response to the adjoining Local Heritage Place at 22–23 South Esplanade, Glenelg.

A site meeting was convened on 16 April 2026, attended by the proponent's project team and the following Council representatives:

- Anthony Marroncelli, Manager Development Services, City of Holdfast Bay
- Andrew Stevens, Heritage Consultant, City of Holdfast Bay

Preliminary advice was subsequently provided by email on 30 April 2026, which is included in **Appendix 8**.

In addition, a subsequent meeting was held on 11 May 2026 with representatives from DHUD and ODASA prior to lodgement, during which the design refinements were presented and the proposal's response to relevant Local Heritage Place interface considerations was discussed.

4. SITE AND LOCALITY

4.1 The Site

The subject site comprises two contiguous allotments, 24 and 25 South Esplanade, Glenelg, formally described in Table 4.1 as Lots 257 and 258 in Filed Plan 7180, Hundred of Noarlunga. The land is located on the northern corner of the intersection of Pier Street and South Esplanade, at the western end of Pier Street, approximately 500 metres south of Moseley Square.

The site forms an irregular L-shape, with a total area of approximately 1,238m² (comprising a 'head' portion of around 1,155m² and a 'handle' portion of approximately 83m² extending to Oldham Street). It enjoys three public road frontages, being:

- 36.51m to South Esplanade
- 34.14m to Pier Street
- 3.03m to Oldham Street.

The land was previously used for residential accommodation, comprising two main buildings which were demolished in 2022. The larger building presented a two-storey, zero-setback frontage to Pier Street, with a single-storey, zero-setback built form extending to the common boundary with the adjoining residential allotment at 1 Pier Street.

The site is now vacant, is currently accessed via an existing single-width crossover on Pier Street and contains no regulated or significant trees.

The site is identified in Figure 4.1 below.

Figure 4.1 *Subject Site*



Subject Site | LEGEND
 --- Subject Site Boundary



4.2 Locality

The locality is characterised by a diverse built form and natural environment that reflects the evolving urban form of the Urban Neighbourhood and its proximity to the Established Neighbourhood Zone to the south, the General Neighbourhood Zone to the east, and Coastal Open Space Zone to the west. Upon undertaking an inspection of the site and its locality, the following was observed:

- the locality is predominantly residential in nature with no consistent pattern of development;
- buildings vary in age and architectural styles and on varying allotment sizes with a mixture of front setbacks and building heights;
- the adjoining land to the north at 22-23 South Esplanade contains a Local Heritage Place;
- the adjoining low-rise dwellings at 1 and 1A Pier Street are wholly contained within the Urban Neighbourhood Zone;
- immediately north of the public walkway is 'Saltram Towers', a residential apartment building consisting of 12 building levels;
- the Coastal Open Space Zone, embracing the Glenelg foreshore, lies immediately to the west;
- the Established Neighbourhood Zone to the south of Pier Street and comprises a mix of single, two and three storey dwellings;
- the General Neighbourhood Zone to the east comprises a mix of single and two-storey dwellings;
- the Pier Street streetscape is strongly influenced by the consistent rows of Norfolk Island Pines within the road reserve.

The site in relation to its immediate surroundings, is captured in Figure 5.3 below.

Figure 4.2 *Locality plan*



5. PROPOSED DEVELOPMENT

5.1 Overview

The Proponent seeks Planning Consent to construct a residential flat building with an overall height measuring 5-levels / 18.5 metres when measured to the finished roof height, in accordance with the Building Height definition.

The proposed ceiling heights of the dwellings have increased to 3.2 metres (previously 3.1 metres) other than level 5 which has a ceiling height of 3.6 metres (previously 3.4 metres).

Other than this, the composition of the building remains the same, and is summarised below and depicted across the compendium of architectural drawings at **Appendix 2**.

5.1.1 Land Use

The proposal is for a residential flat building comprising 18 dwellings in total, including:

Table 5.1 *Dwelling / bedroom numbers across floor levels*

Residential Uses				
Building Level	No. of 2-Bed Dwellings	No. of 3-Bed Dwellings	No. of 4-Bed Dwellings	Total No. of Dwellings
Level 1	2	1	0	3
Level 2	1	3	0	4
Level 3	1	3	0	4
Level 4	1	3	0	4
Level 5	0	2	1	3
TOTALS	5	12	1	18

Table 5.2 *Dwelling Typologies*

Typology	Floor Area	POS (min / max)
2 bedrooms	129m ² - 166m ²	25m ² / 35m ²
3 bedrooms	204m ² - 299m ²	24m ² / 52m ²
4 bedrooms	341m ²	46m ²

The apartments are intended for owner-occupier market sale and have been designed based on current market demand and trends relative to the Glenelg area and surrounds

5.2 Material and Colour Palette

The building adopts a deliberately restrained, coastal-appropriate material palette, comprising lightweight aluminium cladding above a robust masonry base. The podium and lower-level elements incorporate decorative precast concrete with exposed aggregate, sandstone wall tiles, sandstone blockwork and areas of retained natural stone, creating a grounded and tactile interface with the street.

The upper levels are predominantly finished in natural white aluminium cladding, with castellated aluminium cladding in warm grey, copper/bronze aluminium panels and darker Dulux Monument panels used as accent elements. Wall and beam elements are expressed in white fibre-cement and white

texture-coated finishes, while horizontal banding is reinforced through the use of decorative precast concrete with exposed aggregate.

Generous glazing, including full-height windows and glass balustrades to balconies, reinforces the building's coastal outlook and residential character. Finer-grain articulation is provided through vertical aluminium battens in Monument and Charcoal Ash, together with a combination of blade fencing and Colorbond fencing in Monument. Ironbark timber elements, including benches and screens, add warmth and texture to the lower levels.

Together, these materials establish a refined and cohesive architectural expression that is durable, low-maintenance and well suited to the coastal environment. The palette complements the established character of South Esplanade while delivering a contemporary and forward-looking architectural identity for the site.

5.3 Public Interface and Activation

The design establishes a highly permeable and engaging ground plane that strengthens the relationship between the building and the public realm. Generous glazing, elevated Level 1 balcony / terrace spaces, and multiple legible entry points along South Esplanade ensure strong visual and physical connections, promoting continuous pedestrian activity and enhancing passive surveillance.

The proposed building is designed to a high architectural standard and its architectural plans are contained in **Appendix 1**.

5.4 Building Height

The proposed building includes 5 building levels over a vertical height of 18.5 metres when measured pursuant to the definition of *building height* as provided by the Code in *Part 8 – Administrative Terms and Definitions*.

5.5 Access and Car Parking

The Traffic and Parking Report prepared by Cirqa is contained in **Appendix 3**.

5.5.1 Access and Traffic

Vehicle access to the site will be provided via a new crossover on Pier Street.

The proposed access is designed to facilitate simultaneous movements including access, egress and turning movements, as well as entry and exit in a forward motion, for all light vehicles and service vehicles (as demonstrated by the swept path analysis prepared by Cirqa).

5.5.2 Car Parking

The proposed development will be serviced by 54 car parking spaces distributed across three basement levels, comprising:

- 15 parking in Basement 1;
- 18 spaces in Basement 2; and
- 21 spaces in Basement 3

All car parking spaces are designed to comply with the requirements of the Australian/New Zealand Standard '*Parking Facilities Part 1: Off-street car parking*' (AS/NZS 2890.1:2004) and '*Parking Facilities Part 6: Off-street parking for people with disabilities*' (AS/NZS 2890.6:2004).

The basement level car parking areas will be secured via a remote-controlled roller door.

5.6 Sustainable Design

The proposal has been designed in consultation with dsquared (**Appendix 5**) in order deliver a combination of well-designed features and facilities that focus on sustainability, and includes:

- achievement of passive design principles through:
 - » extensive access to views, noting that the building has been designed in the round, and each apartment is afforded access to natural light;
 - » access to natural ventilation to all apartments, and direct access from main living areas to generously sized balconies for private open space;
 - » the use of high-performance facades and thermal insulation and double glazing to all apartments;
- high-performance building fabric exceeding NCC Section J requirements and an average NatHERS rating of 7 stars;
- all-electric design supported by a ~30 kW rooftop solar PV system, future-proofing the building in line with net-zero objectives;
- efficient water management, including 20 kL reuse tank for onsite irrigation and water efficient fittings with minimum WELS ratings:
 - » taps 5 Stars
 - » toilets 4 Stars
 - » showers 4 Stars
- enhanced indoor environmental quality, with natural ventilation opportunities, low-VOC finishes, and strong daylight performance;
- support for sustainable transport, including provision for EV charging, high-quality bicycle facilities, and extensive landscaping that also functions as WSUD infrastructure.

The full extent of design measures is detailed within the Sustainability Strategy (**SS**) Report prepared by dsquared is contained in **Appendix 5**.

5.7 Landscaping

The landscape plan prepared by Oxigen (**Appendix 2**) provides a cohesive and integrated approach to planting, public realm improvements and interface management. Landscaping is a central component of the design response, contributing to site legibility, activation, residential amenity and the broader landscape character that defines South Esplanade. The strategy integrates planting into all levels of the development to soften built form, reinforce human scale and elevate the pedestrian experience.

5.7.1 Site Landscaping

The proposed on-site landscape design includes a comprehensive suite of measures that enhance amenity, improve privacy, and support a strong green framework across the development. Key features include:

- Raised garden beds with 800mm deep soil zones along the western boundary, allowing for private courtyard spaces to include a variety of plants that are selected for privacy attenuation, micro-climate comfort and ongoing greenery across the South Esplanade frontage.
- A curated mixed-species tree palette (e.g., Chinese Pistachiao, Frangipani and Crepe Myrtle), with feature trees at ground level to provide a soft, green, pedestrian-friendly edge to the development, contributing positively to the character of both South Esplanade, and the pedestrian links through the site.

5.7.2 Public Realm Landscaping / Improvements

The proposal incorporates provision for a future east / west pedestrian link to enhance pedestrian amenity and connection between Oldham Street and South Esplanade, forming an integral part of the broader place-making strategy in the locality. In addition, the landscaping concept plan makes provision for integration with the existing landscaped area at the south-west corner of the site.

The design outcome represents a significant uplift in public realm quality and aligns with the project's broader place-making objectives. The scope and detailing of these works will continue to be refined in consultation with the City of Holdfast Bay.

For clarity, these public realm works do not require a separate authorisation under Section 221 of the *Local Government Act 1999*, as the works are proposed pursuant to the *Planning, Development and Infrastructure Act 2016*.

5.8 Waste

The Waste Management Plan (**WMP**) prepared by Rawtec is contained in **Appendix 4**. The WMP has been developed in consultation with the project architect (Chasecrow) and traffic consultant (Cirqa) and is consistent with the *South Australian Better Practice Guide – Waste Management in Residential or Mixed Use Developments* (Green Industries SA, 2014).

Theoretical waste generation rates are shown in Figure 5.1 below which is an extract from the Rawtec report:

Figure 5.1 Theoretical waste generation rates

Estimated waste generation volumes (litres per week)		
Development land use		Apartments
WRGR classification		<i>Residential (High Density)</i>
Waste stream	General waste	1,500
	Comingled recycling	1,300
	Organics recycling	500
	Hard waste	300
	E-waste	60
Total site volume		3,700

*Totals have been rounded and may not equate

NE = Not Estimated as Not Required

A comprehensive on-site waste system is proposed, featuring:

- Separate waste streams for general waste, comingled recycling, organics, cardboard, and paper, with additional provisions for hard waste, e-waste, batteries, and lighting.
- Building caretaker management, including rotation of bins under chutes, transfer of full bins, and oversight via remote-access CCTV.
- Private waste collection, undertaken by a single contractor servicing all tenancies to minimise vehicle movements.

Bin collection will occur on-street from the nearby loading area on Pier Street. Up to 3 collection movements per week are anticipated.

Figure 5.2 *Estimated bin requirements and collections per week*

	Bin Room				
	Total volumes (L per week)*	Bin size (L)	Number of bins required	Collections per week	Collection Vehicle
General waste	1,500	1,100	2 + Chute Bin	1	Rear-lift
Comingled recycling	1,300	1,100	2	1	Rear-lift
Organics recycling	500	660	1 + Chute Bin	1	Rear-lift
Hard waste	300				Pan-tech/Flat bed
E-waste	100				Pan-tech/Flat bed
Total	3,700		7	3	

*Totals have been rounded and may not equate

All transfer routes are a minimum of 1.25 metres wide, step-free, and compliant with AS 2890.2-2002 vehicle access standards.

6. PROCEDURAL MATTERS

At the time of preparing this report, the relevant version of the Planning and Design Code was gazetted and subsequently consolidated on May 16, 2026 (Version 2026.9).

6.1 Zoning and Overlays

6.1.1 Zone

The site is situated within the Urban Neighbourhood Zone (**the Zone**).

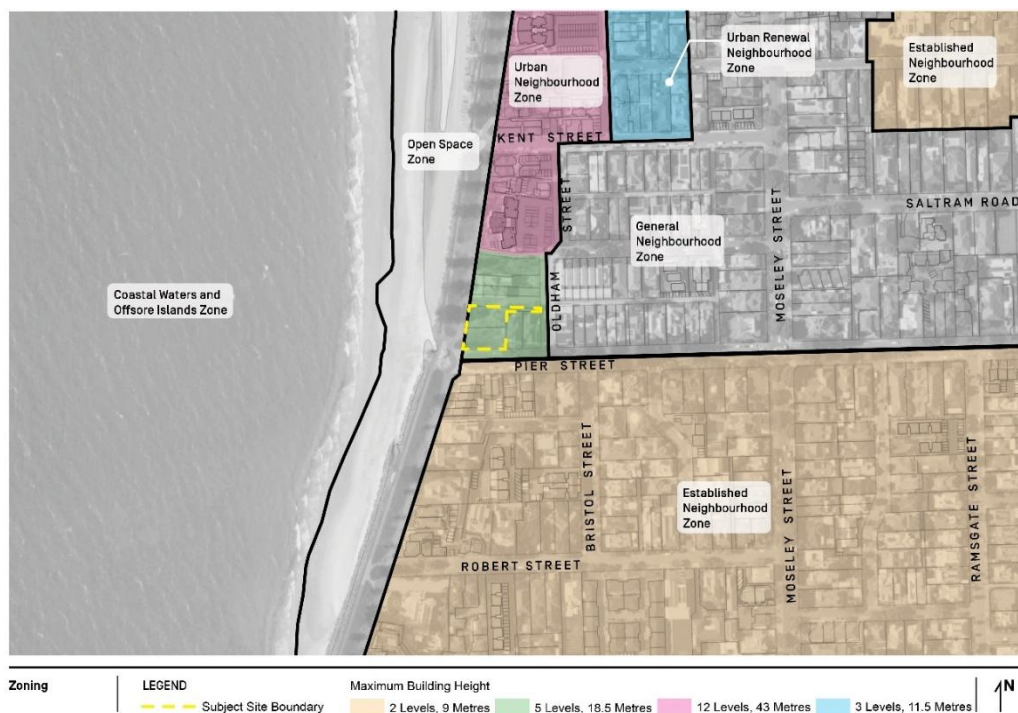
The key Desired Outcome of the Zone states:

DO1 A mixed use area that:

- (a) provides a flexible policy framework for the redevelopment of urban areas in close proximity to high frequency public transport corridors or adjacent primary road corridors that have the potential to become activity generators
- (b) provides for the high-quality design and integration of buildings and public realm in mixed use areas with walkable urban form, excellent provision for walking and cycling and active street frontages that encourage social interaction, positively contribute to public safety and vibrancy and promote active movement and public transport use
- (c) provides a concentration of mixed use activity close to community focal points, such as a high frequency fixed transit stop, activity centre or high quality open space
- (d) provides adaptable and flexible buildings that can accommodate changes in land use and respond to changing economic and social conditions and advances in technology
- (e) transitions to a reduced scale and intensity at the zone boundary to maintain the amenity of residential properties located within adjoining zones.

The subject site zoning, shown in context of surrounding zones, is demonstrated in Figure 6.1 below.

Figure 6.1 Site and Locality zoning / TNVs



6.1.2 Overlays

The subject site is within the following Overlays:

- Affordable Housing
- Airport Building Heights (Regulated) (All structures over 44 metres)
- Building Near Airfields
- Coastal Flooding
- Design
- Heritage Adjacency
- Prescribed Wells Area
- Regulated and Significant Tree

6.1.3 Technical and Numeric Variations

The following Technical and Numeric Variations (**TNV**) apply to the site:

- Finished Ground and Floor Level: minimum finished ground level 3.2m AHD / minimum finished floor level is 3.45m AHD
- Maximum Building Height (Metres) 18.5 metres
- Maximum Building Height (Levels) 5 levels
- Interface Height: Development should be constructed within a building envelope provided by a 30 or 45 degree plane, depending on orientation, measured 3m above natural ground level at the boundary of an allotment

6.2 Verification

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

Table 6.1 *Verification snapshot*

Verification Item	Comment
Nature of Development	5-Level residential flat building with basement car parking, water tank (below ground) and associated landscaping
Elements	Residential flat building
Category of Development	Code Assessed – Performance Assessed
Relevant Authority	State Planning Commission

6.2.2 Category of Development

According to Tables 1, 2 and 4 respectively of the Zone, the proposed redevelopment is not 'accepted', 'deemed-to-satisfy' or 'restricted' and is, therefore, to be 'performance assessed' pursuant to Section 107(1) of the Act.

6.2.3 Relevant Authority

The State Planning Commission is the relevant authority, pursuant to Section 94(1)(a)(ii) of the Act.

This is on the basis that the proposal involves the construction of a building exceeding four building levels, triggering clause 4(1) of Schedule 6 of the Regulations, and the site is located within an area of the Design Overlay identified in Table 1, Part 5 of the Code as falling within the City of Holdfast Bay.

6.3 Referrals

6.3.1 Council

Pursuant to regulation 23(1)(b) of the Regulations, the application requires referral to the City of Unley (the Council) for comments on technical matters as prescribed in regulation 23(3) which includes:

(a) *the impact of the proposed development on the following at the local level:*

- (i) *essential infrastructure;*
- (ii) *traffic;*
- (iii) *waste management;*
- (iv) *stormwater;*
- (v) *public open space;*
- (vi) *other public assets and infrastructure;*

(b) *the impact of the proposed development on any local heritage place;*

(c) *any other matter determined by the Commission and specified by the Commission for the purposes of subregulation (2)(b).*

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

6.3.2 Overlay Referrals

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

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

Table 6.2 *Referral triggers*

Overlay	Referral (Y/N)	Comment
Affordable Housing	No	The proposal does not include affordable housing
Airport Building Heights	No	The proposal does not include a class of development as listed in the procedural matters table of the overlay.
Design	Yes	The proposal involves the erection or construction of a building that exceeds 4 building levels
Prescribed Wells Area	No	The proposal does not include a class of development as listed in the procedural matters table of the overlay.

6.3.3 The Code Part 9 – Referrals

Part 9.1 of the Planning and Design Code identifies where referrals are required to the Environment Protection Authority (EPA) as stipulated by Schedule 9 of the *Planning, Development and Infrastructure (General) Regulations 2017*.

In the case of the proposed development, pursuant to Item 5 (c)(i) in *Practice Direction 14 – Site Contamination Assessment 2021*, the proposal does not involve a ‘change in land use to a more sensitive land use’. Therefore, a referral to the EPA is not required.

6.4 Public Notification

Section 107(6) of the Planning, Development and Infrastructure Act 2016 enables the Planning and Design Code to exclude specified classes of performance assessed development from public notification. In this regard, Table 5 – Procedural Matters of the Urban Neighbourhood Zone provides the following:

Table 6.3 Table 5 – Procedural Matters (excerpt)

Class of Development (Column A)	Exceptions (Column B)
3. Any development involving any of the following (or of any combination of any of the following): a) advertisement b) <u>dwelling</u> c) office d) <u>residential flat building</u> e) shop	Except development that exceeds the maximum building height specified in Urban Neighbourhood [Zone] DTS/DPF 2.2 or does not satisfy Urban Neighbourhood [Zone] DTS/DPF 3.1.

The proposal involves a dwelling and residential flat building, being classes of development that are, in principle, excluded from notification under Table 5. The development satisfies Urban Neighbourhood Zone DTS/DPF 2.2 and DTS/DPF 3.1, and therefore does not fall within the listed exceptions.

Accordingly, the application is excluded from public notification pursuant to section 107(3) and (6) of the Act.

7. ASSESSMENT AGAINST PLANNING AND DESIGN CODE

7.1 Assessment Approach

The applicable policies include Desired Outcomes (DO) which “*automatically apply in relation to a performance assessed development*” and Performance Outcomes (PO). It is also worth noting that some POs have a standard outcome that is considered to satisfy the corresponding PO, referred to as Designated Performance Features (DPFs). The Rules of Interpretation within Part 1 of the Code state the following in relation to DPFs (underlining our emphasis):

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

It is noted the ERD Court has recently provided guidance with respect to the interpretation of the Planning and Design Code, more particularly the manner in which DPFs are to be viewed in the context of a planning assessment. In *Garden College v City of Salisbury [2022] SAERDC 10*, the full Court held;

“That said, it must not be overlooked that the way in which the DTS/DPF criteria serve a procedural function is through the intermediary of a procedural table specifying classes of development excluded from public notification and exceptions to such exclusions that incorporate such criteria by reference. It does not follow where the satisfaction of DTS/DPF criteria excludes performance assessed development from public notification, a relevant authority would be prevented from deciding not to grant planning consent on the elements of a development requiring a merits assessment against the Code. Indeed, s107(8) and the Code Rules of Interpretation make it plain that satisfaction of DTS or DPF criteria does not derogate from the relevant authority’s discretion to determine the outcome on a merits assessment against all relevant provisions of the Code, including any relevant corresponding POs and DOs.”

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

7.2 Land Use and Intensity

7.2.1 Land Use

Regarding land use, the following Zone policies are relevant:

- PO 1.1** *Development of medium and high density accommodation types for living, including dwellings, supported accommodation, student accommodation, short term accommodation, either as part of a mixed use development or wholly residential development.*
- PO 1.2** *Development of diverse medium density accommodation, and high density accommodation in specified locations (locations where 7 or more building levels is envisaged), either as part of a mixed use development or wholly residential development.*

The proposal is wholly residential in nature which is evidently consistent with the land use outcomes sought by Zone PO 1.1 and 1.2 which expressly envisage “*wholly residential development*”.

7.2.2 Intensity

Regarding land use intensity, the following Zone policies are considered relevant¹:

DO 1 *A mixed use area that:*

- a) *provides a flexible policy framework for the redevelopment of urban areas in close proximity to high frequency public transport corridors or adjacent primary road corridors that have the potential to become activity generators*
- b) *provides for the high-quality design and integration of buildings and public realm in mixed use areas with walkable urban form, excellent provision for walking and cycling and active street frontages that encourage social interaction, positively contribute to public safety and vibrancy and promote active movement and public transport use*
- c) *provides a concentration of mixed use activity close to community focal points, such as a high frequency fixed transit stop, activity centre or high quality open space*
- d) *provides adaptable and flexible buildings that can accommodate changes in land use and respond to changing economic and social conditions and advances in technology*
- e) *transitions to a reduced scale and intensity at the zone boundary to maintain the amenity of residential properties located within adjoining zones.*

PO 1.1 *Development of medium and high density accommodation types for living, including dwellings, supported accommodation, student accommodation, short term accommodation, either as part of a mixed use development or wholly residential development.*

PO 1.2 *Development of diverse medium density accommodation, and high density accommodation in specified locations (locations where 7 or more building levels is envisaged), either as part of a mixed use development or wholly residential development.*

The proposal is properly characterised as high net residential density (145 du/ha) which is considered appropriate given the zoning and physical context of the site, for the following reasons:

- the Zone expressly envisages medium and high density, wholly residential development, consistent with the proposed residential flat building form (PO 1.1);
- while PO 1.2 may suggest the Zone has a preference for high density development in locations where 7 or more levels is envisaged, we highlight that PO 1.2 does not apply to residential flat buildings, and that the local context of the Urban Neighbourhood Zone along South Esplanade is one that incorporates several high density, wholly residential developments that exceed 7 building levels in height; and
- Due to the seasonal nature of the Glenelg area, many commercial businesses become increasingly reliant on a strong local residential base during cooler months. The proposed development, comprising 18 dwellings and 50 bedrooms, will contribute to the local resident population, thereby supporting economic and social vibrancy year-round.

7.3 Residential Amenity

7.3.1 Typologies and Design

In relation to dwelling typologies and design, Design in Urban Areas POs 29.1 and 31.1 are particularly relevant:

PO 29.1 *Buildings containing in excess of 10 dwellings provide a variety of dwelling sizes and a range in the number of bedrooms per dwelling to contribute to housing diversity.*

PO 31.1 *Dwellings are of a suitable size to provide a high standard of amenity for occupants.*

¹ pursuant to Table 3 – Applicable Policies for Performance Assessed Development, Zone PO 1.2 does not apply to a residential flat building.

Overall, the proposal includes a well-balanced mix of two-, three- and four-bedroom configurations, thereby addressing PO 29.1 and PO 31.1 as follows:

The design also ensures a high standard of residential amenity, as evidenced by:

- all proposed apartments exceed the minimum floor area requirements relative to the number of bedrooms, as per PO 29.1/DPF 29.1; and
- the design ensures that all dwellings provide for reciprocal privacy by off-setting balconies and providing solid dividing walls where balconies are abutting; and
- each dwelling is afforded natural ventilation and the infiltration of daylight, through positioning main living areas and bedrooms next to openable windows/doors as sought by PO 28.1.

7.3.2 Private Open Space

The Design in Urban Areas module acknowledges the use of balconies as the primary private open space associated with dwellings in multi-level buildings with PO 27.1 stating as follows.

PO 27.1 *Dwellings are provided with suitable sized areas of useable private open space to meet the needs of occupants.*

Table 1 – Private Open Space prescribes suggested minimum rates and dimensions relative to apartment typologies. We confirm that all balconies will satisfy, if not exceed, the minimum rates provided in Table 1.

In addition, balconies vary in depth as a result of the articulation of the built form, while achieving sufficient depth for useable space to meet the needs of occupants within a high-rise context as sought by PO 27.1 of the Design in Urban Areas section of the Code, noting that:

- the depth does not compromise the ability of the space to be used meaningfully, as the balconies remain capable of accommodating an outdoor setting, and providing a private, accessible space for occupants;
- the direct connection to the main living areas further supports their usability by enhancing indoor-outdoor integration and natural surveillance through passive design principles;
- the broader context of the site strengthens the justification for this design outcome, being located in proximity to significant areas of high-quality public open space, which supplement the private open space provision and offer future residents' convenient access to a diverse range of outdoor recreational opportunities.

With respect to other aspects of general amenity, the following policies of the Design in Urban Areas module are relevant:

PO 28.1 *Residential accommodation within multi-level buildings have habitable rooms, windows and balconies designed and positioned to be separated from those of other dwellings and accommodation to provide visual and acoustic privacy and allow for natural ventilation and the infiltration of daylight into interior and outdoor spaces.*

PO 28.4 *Dwellings are provided with sufficient space for storage to meet likely occupant needs.*

PO 31.3 *Development maximises the number of dwellings that face public open space and public streets and limits dwellings oriented towards adjoining properties.*

The proposed building provides a high level of amenity for residents, noting that:

- the floor plate layouts ensure that balconies are off-set, in particular to those dwellings with an outlook external to adjoining multi-level residential building to protect visual and acoustic privacy; and

- the geometry of the building is designed to maximise, as far as practicably possible, the amount of daylight infiltration, and provides for natural ventilation.

7.3.3 Building Height and Interface Envelope

In relation to the building height and interface policies that apply to the site, the following are relevant:

Urban Neighbourhood Zone

PO 2.2 *Building height is consistent with the form expressed in the Maximum Building Height (Levels) Technical and Numeric Variation layer and the Maximum Building Height (Metres) Technical and Numeric Variation layer or positively responds to the local context including the site's frontage, depth, and adjacent primary street width.*

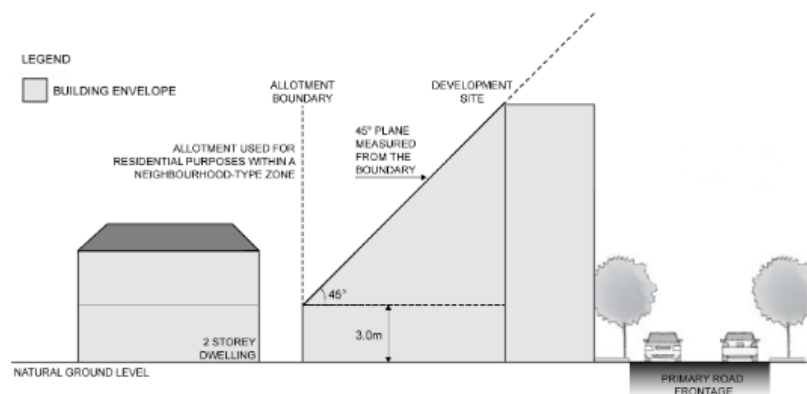
DTS/DPF 3.1 *Except where a Concept Plan specifies otherwise, development does not exceed the following building height(s):*

- Maximum building height (expressed in levels) of 5 levels; and
- Maximum building height (expressed in metres) of 18.5 metres.

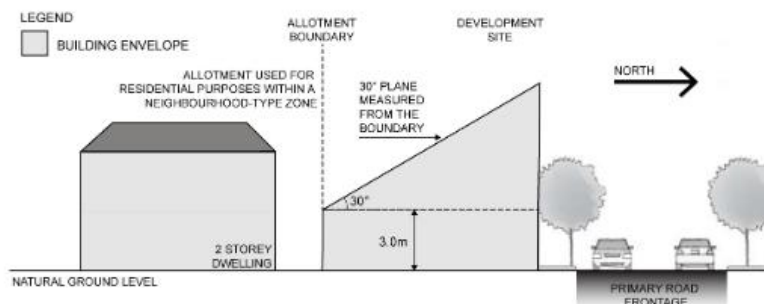
PO 3.1 *Buildings mitigate impacts of building massing on residential development within a neighbourhood-type zone.*

DTS/DPF 4.1 *Buildings constructed within a building envelope provided by a*

- (a) *45 degree plane measured from a height of 3 metres above natural ground level at the boundary of the allotment where abutting a residential use, or where the allotment is separated by a road less than 6.5 metres in width measured from the residential allotment boundary, within a neighbourhood-type zone as shown in the following diagram (except where the boundary is a southern boundary);*



- (b) *In relation to a southern boundary, 30 degree plane grading north, measured from a height of 3m above natural ground at the boundary of an allotment used for residential purposes within a neighbourhood-type zone as shown in the following diagram (except where this boundary is a street boundary):*



PO 3.2 *Development that manages the interface with a low-rise neighbourhood-type zone by incorporating less dense, low-rise residential land uses at the interface, and avoiding land uses or intensity of land uses that adversely affect residential amenity.*

General Development Policies – Design in Urban Areas ('DUA')

PO 12.1 *Buildings positively contribute to the character of the local area by responding to local context.*

DO 1 *Development is:*

- (a) *contextual - by considering, recognising and carefully responding to its natural surroundings or built environment and positively contributing to the character of the locality.*

Having regard to the above policies we note that:

- The proposal involves a building that does not exceed 5 building levels.
- The proposed building is 18.5 metres in height, which is consistent with DTS/ DPF 3.1 and the Maximum Building Height TNV.
- The adjoining residential development at 1 and 1A Pier Street is within the Urban Neighbourhood Zone, which is not a neighbourhood-type zone. Accordingly, the 45-degree plane in DTS/DPF 4.1(a) does not apply to this interface.
- The proposal sits comfortably within the 45-degree plane when measured from the boundary of 3 Pier Street, Glenelg, being residential land within a neighbourhood-type zone.
- The 30-degree plane in DTS/DPF 4.1(b) does not apply, as the southern site boundary is a street boundary rather than a boundary with residential land.

On this basis, the proposal:

- positively responds to the local context, including the site's frontage, depth and adjacent primary street width, in accordance with Urban Neighbourhood Zone PO 2.2; and
- positively contributes to the character of the local area by carefully responding to its built environment, consistent with DUA PO 12.1 and DUA DO 1(a), while appropriately managing interface impacts on adjoining neighbourhood-type zones.

7.3.4 Setbacks

In relation to setbacks, the following Zone policies are of particular relevance:

PO 2.5 *Buildings set back from the primary street boundaries consistent with the existing / emerging streetscape.*

PO 2.6 *Buildings set back from secondary street boundaries in a manner compatible with the emerging streetscape pattern.*

PO 2.7 *Buildings set back from rear boundaries (other than street boundaries) to:*

- a) minimise impacts on properties in neighbouring zones
 b) maximise intensity of development within the zone.

PO 2.8 *Buildings set back from side boundaries (other than street boundaries) to:*

- a) *reduce impacts of building bulk on adjoining properties*
 b) *provide adequate direct sun and ventilation to the building and open spaces*
 c) *minimise the extent of overlooking and resultant loss of privacy on adjoining properties*
 d) *minimise the extent of overshadowing on adjoining properties.*

The proposal is considered to satisfy these policies for the following reasons:

Primary road setback (South Esplanade)

The primary setback to South Esplanade responds to the established and emerging pattern of development along the frontage, which is characterised by a mix of buildings constructed on or close to the front boundary (e.g. 22–23 South Esplanade, 18 South Esplanade, 17 South Esplanade) and others with deeper setbacks (e.g. 19–20 South Esplanade). In addition to the varied depth of setbacks,

buildings are also sited with their main façades either parallel or perpendicular to the front boundary. In this instance, the proposal adopts a parallel alignment with the front boundary and provides Level 1 terraces set back 2.40m and a main building façade set back 5.0m. This is considered an appropriate response to the local established and emerging context.

Rear setback (east boundary)

The 1.57 metres to 1.60 metres rear setback is considered appropriate, noting that:

- the adjoining properties to the east are also within the Urban Neighbourhood Zone, and PO 2.7 encourages maximising development intensity within the zone, not between properties within the same zone.
- the proposal preserves northern sunlight access to the eastern neighbours' north-facing windows and private open spaces, exceeding the standard typically applied in neighbourhood-type zones, highlighting that the adjacent properties are not subject to such protections and generally represent under-utilised land that should not prejudice envisaged development within the Urban Neighbourhood Zone.

Secondary street boundary

Along Pier Street there is a generally consistent line of front boundary fencing, predominantly solid nature or with tall masonry pillars, which clearly defines the edge between the public realm and private land. This creates a strong, hard-edged street profile, which is visually softened by the mature Norfolk Pines within the road reserve. Dwellings on the northern side of Pier Street are set back between approximately 1.5m and 4.5m, while on the southern side setbacks range from 0m up to around 4.5m. Within the locality, secondary street setbacks are therefore typically in the order of 0–2m.

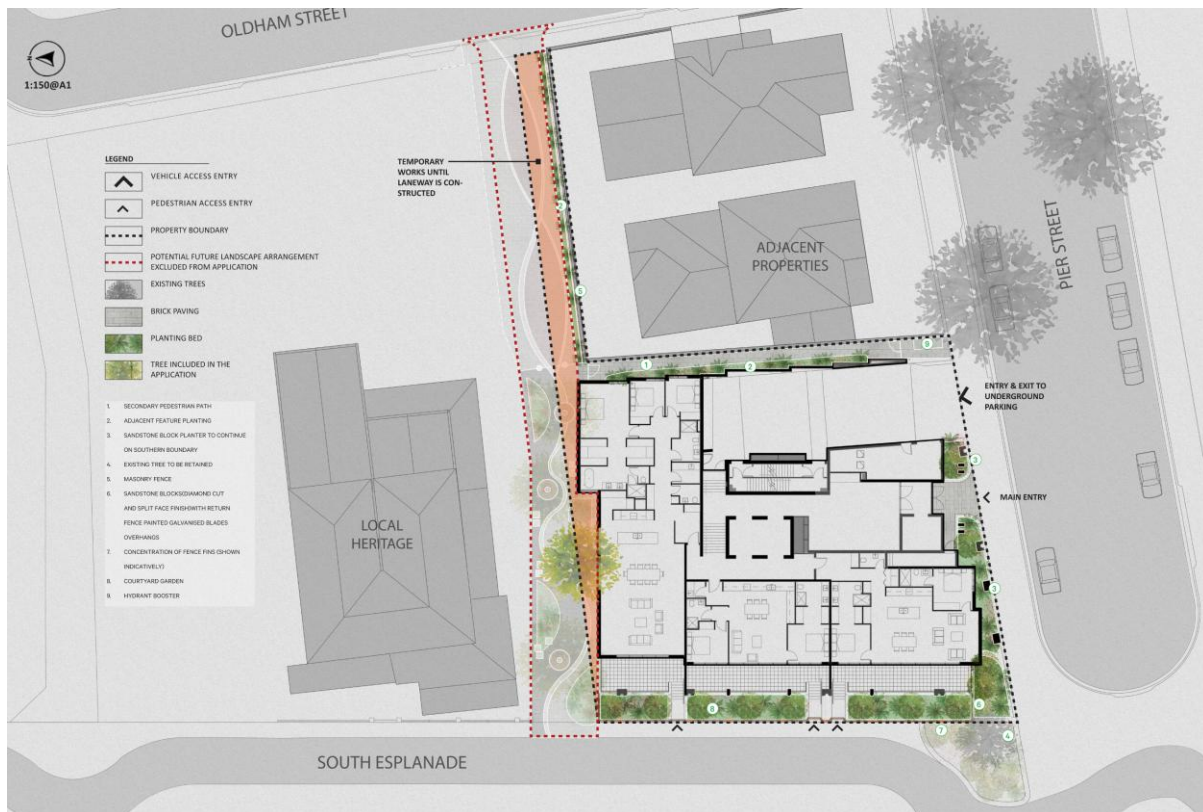
Technically, the front masonry fence at 1 Pier Street functions as the existing “building line” on the adjoining site fronting the same street. On that basis, the starting reference point for applying the standard outcome in Zone DPF 2.6, is effectively 0m.

The proposal replaces the now-demolished two-storey solid wall that previously sat on the Pier Street boundary. In contrast, the new building is set back between 1.25 metres and 3.80 metres from the Pier Street frontage and presents a high-quality, articulated elevation that is compatible with the established and envisaged streetscape character. This built form will be complemented by high-quality landscaping, which will significantly improve the pedestrian environment.

Side setback (north boundary)

Consideration has been given to the possible future development of the adjacent allotments immediately to the north and it is envisioned that future built form will be set back from the shared boundary to allow for a pedestrian link and landscaped zone running east-west from the South Esplanade through to Oldham Street. This is shown indicatively on the landscaping concept plan in Figure 7.1 below:

Figure 7.1 Landscape concept



7.3.5 Passive Surveillance

The proposed development maximises opportunities for passive surveillance in accordance with PO 2.1–2.5 of the Design in Urban Areas module which state:

- PO 2.1** *Development maximises opportunities for passive surveillance of the public realm by providing clear lines of sight, appropriate lighting and the use of visually permeable screening wherever practicable.*
- PO 2.2** *Development is designed to differentiate public, communal and private areas.*
- PO 2.3** *Buildings are designed with safe, perceptible and direct access from public street frontages and vehicle parking areas.*
- PO 2.4** *Development at street level is designed to maximise opportunities for passive surveillance of the adjacent public realm.*
- PO 2.5** *Common areas and entry points of buildings (such as the foyer areas of residential buildings) and non-residential land uses at street level, maximise passive surveillance from the public realm to the inside of the building at night.*

The proposal positively responds to the above policies because:

- the development is sited and oriented to address South Esplanade and Pier Street, incorporating extensive glazing and balconies thereby establishing sightlines between internal and external spaces;
- the design avoids areas of concealment by ensuring that accessways, corners and building recesses are well-lit and overlooked by active uses;

- apartment layouts across all building levels are oriented to achieve outward views in multiple directions, contributing to 360-degree passive surveillance of surrounding streets and the public realm;
- resident access to the basement car parks is provided via secure lift lobbies directly connected to the ground-floor foyer, ensuring safe, legible and controlled entry to private areas;

Collectively, these measures promote a safe, active and well-supervised environment, aligning with best-practice urban design principles for safety, visibility and activation.

7.4 Interface Management

7.4.1 Overshadowing

The Interface Between Land Uses module seeks to ensure development does not unreasonably restrict access to northern sunlight to habitable room windows and areas of private open space for dwellings within neighbourhood-type zones. The relevant policies to consider are:

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

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

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

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

Having regard to the site's context and orientation, together with the shadow diagrams prepared by Chasecrown (**Appendix 2** – Drawing No. A – P0600 - A), the following observations are made:

- Overshadowing to residential properties within the Established Neighbourhood Zone to the south is minimal, first becoming apparent in the early afternoon from around 2:00pm on 21 June and limited to portions of north-facing windows, roof forms and sections of front gardens. Importantly, no north-facing habitable room windows are impacted for several daylight hours. This satisfies the qualitative intent of POs 3.1 and 3.2.
- The quantitative benchmarks in DPF 3.1 and DPF 3.2 are comfortably achieved, noting that all relevant north-facing habitable room windows and primary private open space areas receive more than 3 hours of direct sunlight between 9:00am and 3:00pm on the winter solstice.

Overall, the overshadowing impacts are well within the performance expectations of the Code, and the design appropriately responds to the interface with the Established Neighbourhood Zone.

7.4.2 Overlooking

The *Design in Urban Areas* module contains the following suite of policies addressing overlooking and visual privacy. Relevant provisions include:

Low rise buildings:

PO 10.1 *Development mitigates direct overlooking from upper level windows to habitable rooms and private open spaces of adjoining residential uses in neighbourhood-type zones.*

PO 10.2 *Development mitigates direct overlooking from balconies to habitable rooms and private open space of adjoining residential uses in neighbourhood type zones.*

All Development – Medium and high rise buildings

PO 16.1 *Development mitigates direct overlooking of habitable rooms and private open spaces of adjacent residential uses in neighbourhood-type zones through measures such as:*

- (a) *Appropriate site layout and building orientation*
- (b) *Off-setting the location of balconies and windows of habitable rooms or areas with those of other buildings so that views are oblique rather than direct to avoid direct line of sight*
- (c) *Building setbacks from boundaries (including building boundary to boundary where appropriate) that interrupt views or that provide a spatial separation between balconies or windows of habitable rooms*
- (d) *Screening devices that are integrated into the building design and have minimal negative effect on residents' or neighbours' amenity.*

Residential Development – Medium and High Rise

PO 28.1 *Residential accommodation within multi-level buildings have habitable rooms, windows and balconies designed and positioned to be separated from those of other dwellings and accommodation to provide visual and acoustic privacy and allow for natural ventilation and the infiltration of daylight into interior and outdoor spaces.*

PO 28.2 *Balconies are designed, positioned and integrated into the overall architectural form and detail of the development to:*

- (a) *respond to daylight, wind, and acoustic conditions to maximise comfort and provide visual privacy*
- (b) *allow views and casual surveillance of the street while providing for safety and visual privacy of nearby living spaces and private outdoor areas*

While POs 10.1 and 10.2 apply specifically to *low-rise* buildings which are defined in *Part 8 – Administrative Terms and Definitions (Part 8)* as up to two building levels. Comprising 5 building levels, the proposal constitutes *medium-rise* development pursuant to the definition provided in Part 8. Accordingly, PO 16.1 (medium and high-rise development) together with POs 28.1 and 28.2 (residential development in multi-level buildings) form the primary policy framework for assessing overlooking in this instance.

Collectively, these policies seek to mitigate, not eliminate, direct overlooking of habitable rooms and private open space in neighbourhood-type zones through measures such as:

- appropriate building siting and orientation;
- off-setting of balconies and windows to ensure oblique rather than direct lines of sight;
- building setbacks that interrupt or soften overlook relationships; and
- integrated screening devices where necessary.

Importantly, the Code does not prescribe 1.5m high balcony screening as a default outcome for medium or high-rise buildings. Instead, the policy framework adopts a qualitative approach, recognising that in urban environments, particularly at interfaces between zones with differing height and density expectations, some level of direct overlooking is both anticipated and unavoidable. It is therefore also important to highlight that the subject site occupies a transition point between:

- the Urban Neighbourhood Zone, which envisages medium-rise and high-rise development to support the redevelopment of urban areas; and
- the Established Neighbourhood Zone to the south, and General Neighbourhood to the east which accommodate low-density, low-rise residential dwellings.

Given this juxtaposition of envisaged built-form outcomes, it is expected that a degree of visual connection will occur across zone boundaries, consistent with the policy intent of the Code.

The proposal includes apartments with north and west orientations which address only land within the Urban Neighbourhood Zone or the public realm (including South Esplanade and the coastal reserve), and therefore do not interface directly with sensitive receivers in neighbourhood-type zones.

The primary sensitivity exists along the south and east interfaces, where residential uses within the Established Neighbourhood Zone and General Neighbourhood Zone are located more than 15 metres from the site. At these separation distances, the potential for direct overlooking of habitable rooms and primary private open space areas is cannot exist, therefore the extent of visual connection to these properties is consistent with the level of visual privacy envisaged by the Code.

Lastly, regarding the low-rise residences at 1 and 1A Pier Street, we note that:

- they are wholly within the Urban Neighbourhood Zone, which is not a neighbourhood-type zone, and therefore the Code's specific overlooking policies directed to neighbourhood-type zones do not apply to these properties; and
- the proposal has been deliberately configured to locate bedrooms rather than primary living areas along the eastern boundary, thereby reducing the intensity of activity and lessening the potential degree and frequency of visual interaction with adjoining residences.

On this basis, the development appropriately mitigates overlooking impacts in accordance with the qualitative intent of PO 16.1, PO 28.1 and PO 28.2.

7.5 Sustainable Design

The proposed development incorporates comprehensive sustainable design measures that collectively achieve a high level of environmental performance. These outcomes directly respond to the following policies of the Design in Urban Areas module:

- PO 4.1** *Buildings are sited, oriented and designed to maximise natural sunlight access and ventilation to main activity areas, habitable rooms, common areas and open spaces.*
- PO 4.2** *Buildings are sited and designed to maximise passive environmental performance and minimise energy consumption and reliance on mechanical systems, such as heating and cooling.*
- PO 4.3** *Buildings incorporate climate responsive techniques and features such as building and window orientation, use of eaves, verandahs and shading structures, water harvesting, at ground landscaping, green walls, green roofs and photovoltaic cells.*

A Sustainability Strategy Report (**SSR**) prepared by dsquared (**Appendix 7**).

The development incorporates a comprehensive sustainability and ESD strategy prepared by dsquared, which will materially reduce operational energy and water demand, improve indoor environmental quality and respond to climate change risks. Key initiatives include:

- Energy performance and NatHERS
 - » All apartments designed to achieve minimum 6 Star NatHERS, with a 7 Star average across the building.
 - » Overall building energy use targeted to be at least 20% lower than NCC 2022 Deemed-to-Satisfy requirements.
 - » All-electric building (no gas), with centralised heat pump hot water and high-efficiency reverse-cycle air-conditioning.
 - » 30 kW rooftop solar PV system and an embedded energy network enabling supply of 100% renewable electricity to residents.
- Building envelope, daylight and heat island
 - » High-performance, argon-filled double glazing and external shading to support thermal comfort and energy efficiency.

- » Apartments designed to exceed NCC daylight requirements, with strong access to natural light and ventilation for dwellings and common areas.
- » Over 80% of roof/landscape surfaces treated with high-solar-reflectance finishes or landscaping to significantly reduce heat-island effects.
- Water efficiency
 - » High-efficiency fixtures (min. 5 star taps, 4 star WCs and showers).
 - » 20 kL rainwater storage tank supplying irrigation, with potable back-up.
 - » Drought-tolerant, predominantly native landscaping to minimise irrigation demand.
- Transport & active travel
 - » EV-ready car parking with provision for electric vehicle charging and demand management prioritising use of on-site solar generation.
- Indoor environment quality & health
 - » All apartments naturally ventilated via openable windows and balconies.
 - » Use of low-VOC and low-formaldehyde paints, sealants, floor coverings and finishes.
 - » Good daylight and ventilation to common areas to support resident comfort and wellbeing.

Overall, the SSR demonstrates that the proposal meets, and in many respects exceeds, the qualitative environmental performance outcomes of the Code. The development integrates a balanced suite of energy, water and resource efficient measures, together with high-quality landscaped and communal areas, improved indoor environment quality, and design features that support active transport.

These sustainability outcomes ensure the development makes a meaningful, measurable and enduring contribution to environmentally responsible built-form within this strategic urban corridor, consistent with the intent of PO 4.1 – 4.3.

7.5.1 Private Open Space

The Design in Urban Areas module recognises balconies as the primary form of private open space for dwellings in multi-level buildings. Regarding the appropriate provision of private open space for each dwelling, the following policy is relevant:

PO 27.1 Dwellings are provided with suitable sized areas of usable private open space to meet the needs of occupants.

Further to the above, *Table 1 – Private Open Space* identifies standard minimum rates and dimensions relative to apartment typologies, being:

- *Two-bedroom dwelling – 11 square metres and a minimum dimension of 2.4 metres; and*
- *Three + bedroom dwelling – 15 square metres and a minimum dimension of 2.6 metres.*

We confirm that all proposed dwellings meet or exceed these standard minimums (many by a substantial margin), ensuring private terraces that are functional, well-proportioned, and capable of supporting high levels of outdoor amenity consistent with PO 27.1.

7.6 Sensitive Receivers

The Interface between Land Uses overlay contains the following provisions in relation to mitigating impacts of proposed development upon sensitive receivers:

DO 1.1 *Development is located and designed to mitigate adverse effects on or from neighbouring and proximate land uses*

General Land Use Compatibility

PO 1.1 *Sensitive receivers are designed and sited to protect residents and occupants from adverse impacts generated by lawfully existing land uses (or lawfully approved land uses) and land uses desired in the zone.*

Activities Generating Noise or Vibration

PO 4.3 *External noise into bedrooms is minimised by separating or shielding these rooms from service equipment areas and fixed noise sources located on the same or an adjoining allotment.*

The applicant has engaged BESTEC Pty Ltd to assess the noise impact to the adjacent noise sensitive receivers and within the proposed development, specifically in relation to the operation of the proposed roof-mounted mechanical plant and basement fan units (**Appendix 6**).

The report presents the predicted noise level at the sensitive receivers (identified as the residential dwellings on Pier Street, Saltram Towers and the proposed dwellings within the proposed building), taking into account the eleven roof mounted air conditioning units and assessed this against the internal noise level criteria for habitable spaces as specified in AS/NZS 2107:2016 [6].

The report concludes that the combined noise level from the outdoor air conditioning units will be well within the recommended internal noise level criteria in accordance with AS/NZS 2107:2016 [6] and therefore achieves the stipulated environmental noise criterion at the nearest noise sensitive receivers.

The intent of the Interface between Land Uses is therefore fulfilled by the proposed development.

7.7 Heritage

The proposed development is adjacent to a Local Heritage Place (22-23 South Esplanade, Seawall Apartments). The site is therefore affected by the Heritage Adjacency Overlay, which seeks to ensure that development adjacent to a State or Local Heritage Place maintains the heritage and cultural values of that place. The following provision is particularly relevant:

Built form:

PO 1.1 *Development adjacent to a State or Local Heritage Place does not dominate, encroach on or unduly impact on the setting of the Place.*

To address this policy framework, Bruce Harry (Heritage Consultant), has been engaged to prepare a Heritage Impact Assessment for the proposed development, which is included in **Appendix 7**.

The Heritage Impact Assessment acknowledges the Local Heritage Place and considers the relationship between the proposed development and its heritage setting. While previous heritage assessments have expressed differing views regarding the heritage significance of 22–23 South Esplanade, Bruce Harry concludes that the Local Heritage Place has limited relationship with the current built form character of the immediate locality, and that there is no readily discernible historic townscape context within which the place is experienced.

Notwithstanding this, the proposal has been carefully refined to respond to the adjoining Local Heritage Place, particularly through its podium expression, materiality, horizontal articulation and façade detailing. The preliminary advice provided by the City of Holdfast Bay supports the revised design

response, noting an “improved relationship between the new building and the historic building” and a “more restrained and slender appearance” when compared with the earlier proposal.

On this basis, the proposed development is considered to appropriately respond to the setting of the adjacent Local Heritage Place. It will not dominate, encroach on or unduly impact the heritage values of the place, and therefore satisfies the intent of PO 1.1 of the Heritage Adjacency Overlay.

7.8 Traffic, Access and Car Parking

7.8.1 Access and Traffic

The following Code policies are particularly relevant to this proposal:

Urban Neighbourhood Zone:

- PO 5.1** *Where practicable, buildings provide vehicle access via a side street or rear lane access way that is designed to:*
- (a) provide space between buildings that reduces building mass and creates a more visually diverse public realm*
 - (b) minimises conflicts with pedestrians and cyclists*
 - (c) achieve active frontages at a lower intensity than the primary street frontage.*

Transport, Access and Parking module:

- PO 2.1** *Sightlines at intersections, pedestrian and cycle crossings, and crossovers to allotments for motorists, cyclists and pedestrians are maintained or enhanced to ensure safety for all road users and pedestrians.*
- PO 3.1** *Safe and convenient access minimises impact or interruption on the operation of public roads.*
- PO 3.2** *Development incorporating vehicular access ramps ensures vehicles can enter and exit a site safely and without creating a hazard to pedestrians and other vehicular traffic.*
- PO 3.3** *Access points are sited and designed to accommodate the type and volume of traffic likely to be generated by the development or land use.*

The Traffic and Parking Assessment prepared by Cirqa (**Appendix 4**) confirms the proposal achieves the outcomes sought by the above policy framework and can be safely accommodated within the surrounding transport network. Key outcomes are summarised below.

- The proposed site access is via Pier Street, which is the ‘side street’ and location of the existing site access, directly supporting Zone PO 5.1;
- Using high-density residential trip rates, the development is forecast to generate only 4–10 vehicle trips in the AM peak and 3–6 in the PM peak, which can be readily accommodated at the Pier Street access and on the surrounding road network, particularly given the cul-de-sac location.
- Refuse vehicles will continue to service the site via the existing loading zone on Pier Street, using the existing cul-de-sac turnaround, which already accommodates waste collection manoeuvres.
- The internal layout enables all vehicles to enter and exit in a forward direction, consistent with best-practice design expectations.

7.8.2 Car Parking

The subject site is identified as being within a Designated Area, therefore the rates as per *Table 2 – Off-Street Car Parking Requirements in Designated Areas* of the Transport, Access and Parking module are applicable to the assessment of this development. Accordingly, the following policies are relevant:

PO 5.1 *Sufficient on-site vehicle parking and specifically marked accessible car parking places are provided to meet the needs of the development or land use having regard to factors that may support a reduced on-site rate such as:*

- a) *availability of on-street car parking*
- b) *shared use of other parking areas*
- c) *in relation to a mixed-use development, where the hours of operation of commercial activities complement the residential use of the site, the provision of vehicle parking may be shared*
- d) *the adaptive reuse of a State or Local Heritage Place.*

The corresponding DPF 5.1 references the rates specified in *Table 2 – General Off-Street Car Parking Requirements* which suggests a theoretical demand for the residential component of a multi-storey building / residential flat building as follows:

- two-bedroom dwelling - 1 space per dwelling
- three or more-bedroom dwelling - 1.25 spaces per dwelling
- visitor parking - 0.25 spaces per dwelling

While we largely defer to the detailed assessment prepared by Cirqa (**Appendix 4**), we note that the proposal provides 54 car parking spaces, which exceeds the theoretical demand of 26 spaces. The Code does not specify a maximum parking rate for residential development.

We further note that all car parking spaces, internal aisles and ramps have been designed in accordance with the relevant Australian Standards and satisfy the applicable performance outcomes of the Transport, Access and Parking module.

7.8.3 Bicycle Parking

The Code specifies varied rates for bicycle parking for residents and visitors. The following policies are particularly relevant.

PO 9.1 *The provision of adequately sized on-site bicycle parking facilities encourages cycling as an active transport mode.*

PO 9.2 *Bicycle parking facilities provide for the secure storage and tethering of bicycles in a place where casual surveillance is possible, is well lit and signed for the safety and convenience of cyclists and deters property theft.*

Table 4 – Off-Street Bicycle Parking Requirements prescribes a theoretical bicycle parking rate for sites in the Urban Neighbourhood Zone of 1 space per 4 dwellings for residents and 1 space per 10 dwellings for visitors. On this basis, the proposal has a theoretical requirement for 7 bicycle spaces.

We note that a total of 10 bicycle spaces are proposed. The development therefore exceeds the Code's bicycle parking rates, supporting cycling as an active transportation mode in this well-connected coastal environment.

7.9 Waste

The proposed waste management strategy outlined in the report prepared by Rawtec (**Appendix 5**), appropriately responds to the management of waste and refuse from the various waste streams generated by the mix of uses within the proposed development.

It is highlighted that:

- waste management across the various land uses has been considered with respect to the nature of activities, expected waste generation and frequency of collection, so as to ensure the development site is adequately serviced (Design in Urban Areas PO 11.1);

- waste storage and management are integrated within the overall building design such that waste storage areas are fully screened from public view (Design in Urban Areas PO 1.5 and PO 11.2);
- waste collection will occur on Pier Street and is in a location that is of minimal visual impact to residents (Design in Urban Areas PO 11.2); and
- the development incorporates a dedicated area for the storage of waste which is commensurate to the amount of waste generation expected across the intensity of land uses proposed (Design in Urban Areas PO 11.1); and

The proposed waste management system provides an efficient, adaptable and compliant framework for on-site collection, storage and disposal. It integrates effectively with the development's architectural and traffic design, achieving alignment with the relevant Code policies, and best-practice waste minimisation principles.

8. CONCLUSION

Based on our detailed assessment of the proposal against the relevant provisions of the Planning and Design Code, it is our professional opinion that the development is deserving of Planning Consent.

The proposal substantially accords with the relevant provisions of the Code. In particular, the proposal will:

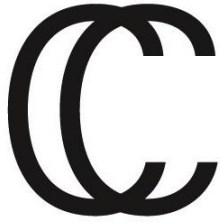
- represent an appropriate density of residential development, having regard to the site's proximity to public transport, amenities, local services and facilities;
- deliver a high-quality built form and architectural expression that responds appropriately to its local context;
- achieve a height and scale that is expressly envisaged within the Urban Neighbourhood Zone and will not unreasonably impact surrounding residential properties by way of overshadowing, overlooking or visual impact;
- be sited and designed in a manner that complements the emerging urban context, including neighbouring buildings, public open space and the adjacent road network;
- provide a range of apartment types in close proximity to public transport links, open space and public facilities;
- create a high-quality apartment offering with excellent outlook, generous private open space and strong internal amenity;
- incorporate apartment layouts that support passive design principles, including natural daylight to habitable rooms, natural ventilation and shading;
- provide sufficient on-site car parking and bicycle parking;
- allow safe, convenient and effective movement for vehicles, pedestrians and service vehicles; and
- create a safe, secure and legible residential environment.

When considered against the relevant provisions of the Planning and Design Code as a whole, the proposal has substantial planning merit. It represents a high-quality residential development of an appropriate scale and intensity within the Urban Neighbourhood Zone and will make a positive contribution to the evolving built form character of South Esplanade and the broader Glenelg locality.

Report prepared by:



Jason Cattonar
Associate Director



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DESIGN STATEMENT

JOB NO	24-ESP
PROJECT	5-Storey Multi-Residential Building with Basement Car Park
ADDRESS	24-25 South Esplanade Glenelg
REVISION	D
ISSUED	23/04/26



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SYNOPSIS

Located on the absolute beachfront portion of Glenelg at the corner of Pier Street and the South Esplanade, the proposal is for a boutique 5-storey multi-residential building that will provide highly-sought-after residential accommodation and contribute to the urban form of the Glenelg foreshore.

The core ideas that underpin the development are:

- amalgamation of valuable urban sites to create responsible residential density;
- utilisation of high-quality architectural design to enhance the South Esplanade precinct at the important junction of Pier Street and the South Esplanade;
- creation of a visually rich interface with the South Esplanade and Jimmy Melrose Park;
- contribution to and reinforcement of the overall high-level urban form of the Glenelg foreshore urban neighbourhood zone.

The project brief calls for a distinctive building design with strong landscaping components and exceptional indoor and outdoor living spaces that contributes to Adelaide's credentials as one of the most liveable cities in the world. The approach is a smaller-scale evolution of our E18HT apartment building where we focused on a variety of larger footprint apartments with commodious outdoor areas.

The proposed development seeks predominately to strengthen the South Esplanade promenade as a premium residential address by inserting a new landmark residential building that reflects 21st century lifestyles, attitudes to environment and urban responsibility.



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SITE AND CONTEXT

Overview

Glenelg's South Esplanade is acknowledged as one of Adelaide's premier coastal addresses. Originally consisting of numerous grand beach mansions, it has changed over the years to predominately consist of high-density apartment living.



Diagram 1: Built form along the South Esplanade

This section of the South Esplanade is made up of 16 separate properties. Excluding the subject site, 12 are multi-level apartment/hotel buildings and 3 highly intact state heritage listed buildings. The multi-level buildings vary in style and have predominately been constructed post 1970's.

Setbacks

Buildings along the South Esplanade generally display the setback characteristics described below:

- Front Setbacks:** Apart from the Stamford Grand Hotel which has zero setbacks on all boundaries, front setbacks of other buildings vary from on average 2 metres to 6 metres with most displaying a setback in the order of 4m. The taller buildings, all without podiums are set back on average 6 metres.



Side Setbacks: Buildings are generally tightly spaced with side setbacks generally varying from zero to 3 metres.



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Photo 3 & 4: Zero side setbacks to the buildings at the Kent Street intersection of the South Esplanade

Access & Pedestrian Movement

The South Esplanade consists of pedestrian and cycling paths with a central lawn area, bounded by the beach on one side and a hard edge of urban built form on the other side. These areas provide excellent outdoor amenity to residents and visitors to Glenelg all year round and facilitate movement along the foreshore and access to Jetty Road and other local streets and activity areas.

The promenade is generally organised by paths that are intersected by streets where traffic calming has been implemented by Council to break the linear flow of pedestrians and cyclists and mitigate conflict from users entering.

Traffic calming currently exists the following forms:

- Hand rails at significant intersections;
- Bollards at less significant intersections; and
- Landscaped zones including raised planters which protrude into the public realm.

Further, main entries to multi-storey residential buildings are generally situated away from the promenade, favouring side streets and rear access from Oldham Street.



- Pedestrian/cyclist pathways
- Hand rail / bollard traffic calming
- Landscape traffic calming
- ▼ Multi-storey residential main entry

Diagram: South Esplanade pedestrian traffic movement and traffic calming



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Subject Site

The subject site is located at 24-25 South Esplanade Glenelg, approximately 500 metres south of Mosley Square. It is in the order of 1238m² in area and has a frontage to the Esplanade of 36.6 metres. The site was previously used for short stay accommodation and consisted of two main buildings which were demolished in 2022. The larger of the two buildings had a two-storey frontage to Pier Street with a zero set-back and a single storey zero set-back at the boundary of adjacent residential allotment at 1 Pier Street.



Photo 5: Aerial view of the previous site prior to demolition of the former short stay accommodation buildings.

The adjoining site at 22-23 South Esplanade is listed as a Local Heritage Place and consists of two, double storey semi-detached former dwellings also formerly used for short stay accommodation. The 2001 listing described the extent of the listing as, Original external form and detailing of the dwellings. The heritage building features verandas constructed within 1m of the South Esplanade boundary and the main façade sits up to 4m from the boundary.

ZONING AND SITE POTENTIAL

24-25 South Esplanade Glenelg is within the walking catchment of the Glenelg strategic activity centre. It has outstanding access to high-quality recreation, services and transport, specifically direct access to numerous parks and the beach, the Jetty Road retail precinct and the Glenelg light rail line connecting Glenelg with the Adelaide CBD.

Demand for housing in this location is very high. The 30 Year Plan for greater Adelaide specifically targets locations like this for increased residential densities. Specifically, there is a demand along this stretch of the esplanade for larger footprint apartments with generous outdoor living spaces.

The site is within the Urban Neighbourhood Zone, a zone focused on the high-quality design and integration of buildings and public realm including a range of medium and high-density accommodation.

The proposed development aims to fall within the Deemed-To-Satisfy (DTS) criteria of the zone and meets the description of a Residential Flat Building with a Maximum Building Height of 5 levels and less than 18.5m.



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DESIGN OVERVIEW

The principle design goal is to create a high-quality, innovative concept that responds to its surroundings, acknowledges existing built form and enhances the urban character of the immediate area, whilst supporting optimal site development.

Our main inspiration is the beach environment and landscape, therefore our aim is to make spaces that maximise the view and provide meaningful outdoor spaces that facilitate indoor/outdoor living. The design seeks to establish a contemporary sense of place while tying into key aspects of the immediate context.

Our view is that this proposal will contribute to the urban structure of the Glenelg foreshore in two important ways, firstly by adding definition to the residential high-density precinct which is regularly viewed at high level both from the air and the Adelaide Hills and secondly by creating a gateway element to the precinct from the south. The Glenelg Esplanade is an important State leisure path used by great numbers of people daily.

Site Access

Primary pedestrian access to the building will be via Pier Street. There will also be direct private access to the Esplanade from all ground floor dwellings through separate gates between the landscaping zone. Vehicular and service access will be at the current crossover location on Pier Street. The private basement car park contains 54 spaces and will also accommodate secure storage areas and bicycle racks. The surplus in car parking above minimum code requirements will accommodate private visitor car parking within the basement, taking pressure off on-street car parking which is in high demand particularly during summer months.

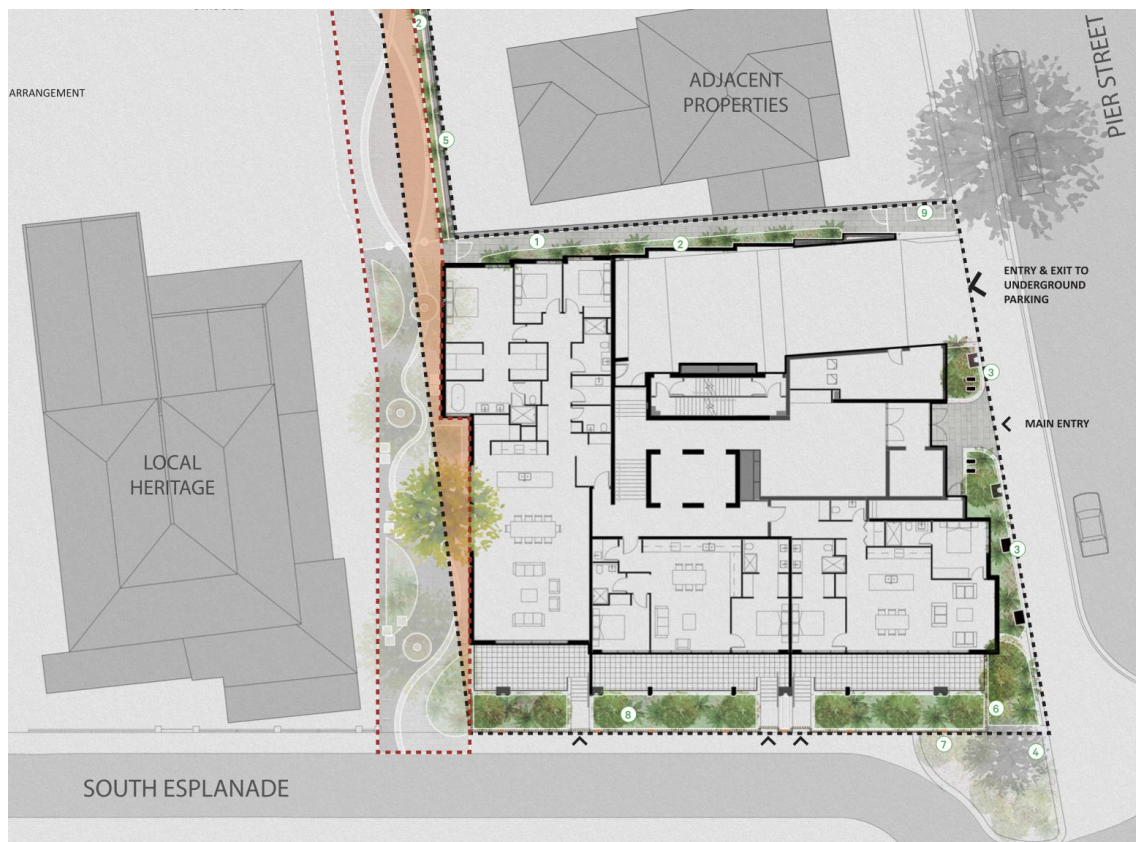


Diagram: Landscape Concept Plan by Oxygen

Consideration has been given to the possible future development of the adjacent allotments immediately to the north and it is envisioned that future built form will be set back from the shared boundary to allow for a pedestrian link and landscaped zone running east-west from the South Esplanade through to Oldham Street. This is shown indicatively on the landscaping concept plan.



The proposal does not seek to create a north-south public link behind the building on the eastern side, as the distance to the promenade is short and pedestrian movement is not encouraged between the rear of the building and adjacent properties and will be secured with gates at either end.

Public Realm Interface

The intent of the proposal is to introduce landscaping at all interfaces with the public realm. A landscaped interface evident in some properties is seen as a successful approach to the boundary conditions and links to the existing Council raised planter which is a site feature and provides traffic calming at the intersection of Pier Street and the promenade. The 2.4 metre front setback from the Esplanade will consist of a sandstone terraced landscaped zone. The solid sandstone blocks will alternate from rough face to smooth face creating a modulated pattern. Metal blade uprights will be spaced to allow visual engagement whilst also providing security to the ground floor apartment occupants in between private access gates.

The spacing of the uprights will also vary reflecting the modulation of the different stone finishes. A continuance of the podium and raised sandstone planters will complete the Pier Street frontage. Substantive landscaped areas will frame the main entrance to the building of the proposal. The south lobby is visually indicated by a large cantilevered canopy, curved planters either side, feature lighting, aluminium battens and feature ironbark posts which all emphasise the ground level activation to Pier Street.

Built Form

The proposed development is five (5) storeys with a total height of 18.5m to the roof level from the lowest site level along the Pier Street boundary. All five floors contain residential accommodation which are serviced by a main ground floor entry facing Pier Street. A basement car park sits underneath the superstructure also accessible from Pier Street via a two-way driveway ramp situated at the existing crossover.

The first two floors of the building have been subtly emphasised architecturally to acknowledge and visually link the scale of the neighbouring two-storey buildings including the Local Heritage Place (LHP) at 22-23 South Esplanade and the detached dwellings at 2 and 2a Pier Street. The change in materiality at the two lowest floors and soft landscaping at the street interfaces helps relate the architecture of the building with pedestrian scale.

The building sits parallel to the South Esplanade with a consistent setback of 2.4m to the west-facing balconies and 5.6m to the façade line. A landscaped zone along Pier Street creates a small setback at ground level with the façade line of the apartments above sitting along the southern boundary. The northern and southern facades have staggered setback to allow for a maintenance zone for window and façade cleaning and fire protection.

Drawing on the site context, the building materiality will consist of durable coastal-appropriate finishes that are neutral and natural in appearance. The lower section of the building will feature masonry including sandstone fencing and cladding as well as decorative precast concrete. The upper section of the superstructure will be more lightweight in materiality and colour with white aluminium cladding to the façade and balconies.

The buildings architectural vocabulary will be tied to its residential use. Deep continuous balconies oriented towards the primary views not only provide important outdoor areas connected directly to internal living areas, but also sun protection and ease of maintenance to primarily glazed areas.

Accommodation and Amenity

The proposed development comprises 18 generous apartments all with spacious balconies. Apartment layouts are configured to ensure all living spaces and bedrooms have access to direct ventilation and daylight.

A range of accommodation types will be provided including two, three and four bedroom apartments of varying sizes to ensure product diversity.

In summary the proposed amended building will contain:

- 5 two bedroom apartments;
- 12 three bedroom apartments;
- 1 four bedroom apartment;
- an entrance lobby;
- an underground private car and bicycle park and storage areas; and
- associated service areas.

Balconies are located to directly enhance the amenity of the apartment interior living spaces and are integral to the architectural expression of the building. All balconies provide sun and rain protection. The lower level balconies generally have a higher ratio of solid balustrade increasing the sense of privacy from the esplanade.

All communal areas have access to direct ventilation and daylight. Circulation corridors are of generous proportion with typical widths of 1.8m to 2m. Apartment entry doors are generally arranged to avoid direct line of sight from one apartment to another and will also provide a 1m clear opening to facilitate furniture movement.

Waste Management

Building waste will be managed via a dedicated refuse room with direct access to Pier Street for rubbish collection. A waste chutes will be provided within the building core and fitted with a diverter allowing occupants to separate general waste from recyclables. Waste from the chute will be directly deposited into waste bins.

Acoustic Impact Assessment

In response to the State Planning Commission RFI dated 15/01/26 via PlanSA regarding acoustic treatment of plant equipment to treat/ limit noise to adjacent properties, refer attached Acoustic Design Report prepared by BESTEC

Heritage Impact Assessment

The City of Holdfast Bay's heritage advisor Andrew Stevens of Stevens Architects provided assessment of the proposed development in letter dated 12/01/26 to Council. Three key areas were identified when assessed against the Heritage Adjacency Overlay PO 1 and impact upon the neighbouring Local Heritage Place (LHP) at no.22-23 South Esplanade.

Refer attached Heritage Assessment report prepared by Bruce Harry & Associates to address Stevens Architects assessment in addition to commentary below:

Bulk and Scale

Stevens Architects states the new building does not encroach on the heritage place but there are concerns of a 'scale imbalance' which is causing the new building to dominate.

The bulk and scale of the 5-storey building is comprised of a 2-storey podium and upper 3-storey form. The podium elements align and reference key building features of the LHP providing the appropriate scale to address South Esplanade and the heritage place adjacent. This is demonstrated on the below diagrams:

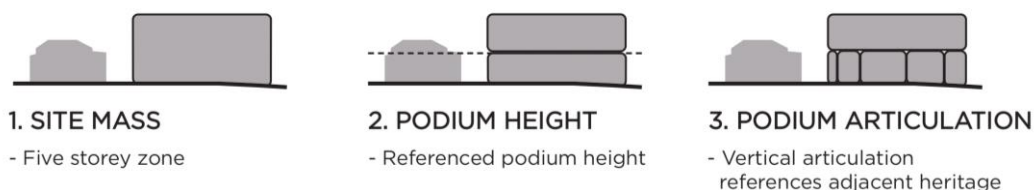


Diagram: Concept massing articulation



Diagram: Local heritage and proposed podium elevation analysis



Building Setback

Alignment of existing buildings to South Esplanade are either parallel to the rear street (in this case Oldham Street) or South Esplanade.

The alignment of the proposed development is to the Esplanade to address the primary frontage. The adjacent LHP does not share this alignment and references Oldham Street.

In reference to drawing A – P0011, the proposed development is set-back greater than the minimum set-back of the LHP building line. Podium balconies project beyond this setback in a similar fashion to the non-original verandah/balcony but as this is a non-original building element of the LHP an alignment has not been promoted and there is sufficient separation between the buildings.

Materials, Finishes and Colours

The LHP is predominantly a natural (warm) white render finish with the projecting verandah/ balcony elements timber framed doors and windows and roof plumbing painted charcoal. This is a relatively high contrast scheme and referenced within the proposed development.

The building form is predominantly a natural white smooth render with charcoal ('Monument') aluminium door and window suites (not dissimilar to the LHP). The form is articulated with primary decorative precast concrete façade elements with a warm/ 'egg shell' tone and complimentary exposed aggregate. This materiality is monolithic in nature and grounding the building form.

The balconies form the secondary facade element and to the podium, warm grey castellated aluminium cladding references the vertical articulation of the adjacent LHP verandah/ balcony. The storeys above the balconies are a natural white finish aluminium cladding and intended to be recessive to the primary vertical precast elements. Refer below materials palette extracted from A - P0200:

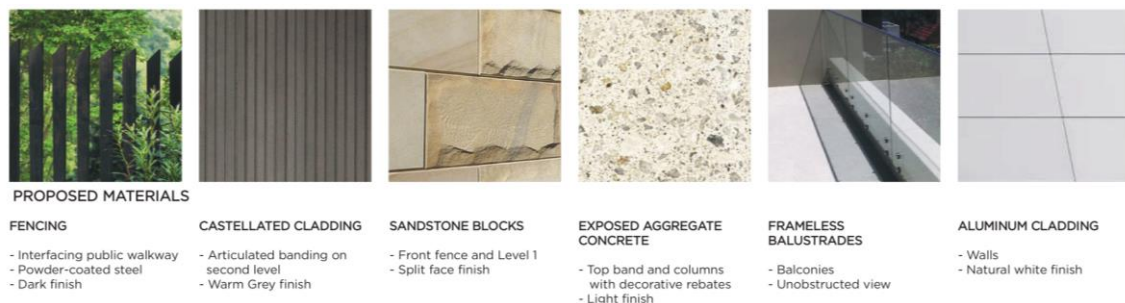


Diagram: Proposed materials

END