



PLANNING REPORT

STUDENT ACCOMMODATION

195 NORTH TERRACE, ADELAIDE

Applicant:
Mandala M1 Centre Pty Ltd

Date:
12.06.2026

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1. EXECUTIVE SUMMARY

Location	195 North Terrace, Adelaide
Current Land Use	Shop, Office, Consulting Room and Dwelling
Zone	Capital City Zone
Overlays	Affordable Housing Airport Building Heights (Regulated) – All structures over 120 metres AHD Building Near Airfields Design Hazards (Flooding – Evidence Required) Heritage Adjacency Noise and Air Emissions Prescribed Wells Area Regulated and Significant Tree
Technical Numeric Variations (TNVs)	Concept Plan 79 – Primary Pedestrian Area Maximum Building Height (Metres) (No prescribed height limit)
Development	Construction of a 40 storey student accommodation building with ancillary shop on the ground floor including verandah and roof-mounted solar photovoltaic panels
Elements	Student accommodation Shop Solar photovoltaic panels Verandah
Assessment Pathway	Code Assessment – Performance Assessed
Notification	Notification is not required
Referrals	City of Adelaide Adelaide Airport Limited Government Architect
Planning and Design Code Version and Date	May 28, 2026 (Version 2026.10)
Relevant Authority	State Planning Commission

2. INTRODUCTION

This report has been prepared on behalf of Mandala M1 Centre Pty Ltd (**Applicant**) to accompany a development application for the construction of a 40 storey student accommodation building with ancillary shop on the ground floor including verandah and roof-mounted solar photovoltaic panels at 195 North Terrace, Adelaide (**site**).

In preparing this report, we have:

- inspected the site and its immediate surroundings;
- identified and subsequently reviewed what we consider to be the most pertinent provisions of the Planning and Design Code (**Code**);
- had regard to the *Planning, Development and Infrastructure Act 2016* (**PDI Act**) and to the *Planning, Development and Infrastructure (General) Regulations 2017* (**PDI Regulations**);
- had regard to the Certificate of Title in **Appendix 1**;
- examined the Architectural Drawings prepared by Brown Falconer in **Appendix 2**;
- reviewed the supporting documents, including:
 - » Waste Management Plan prepared by Colby Phillips Advisory in **Appendix 3**;
 - » Transport Impact Assessment prepared by Empirical Traffic Advisory in **Appendix 4**;
 - » Acoustic Services Design Report prepared by Bestec in **Appendix 5**;
 - » Wind Impact Assessment prepared by Vipac in **Appendix 6**;
 - » Stormwater Management Plan prepared by WGA Consulting in **Appendix 7**;
 - » Sustainability Statement prepared by Summation in **Appendix 8**;
 - » Design Review Panel response letter from the Government Architect in **Appendix 9**;
 - » Response to Design Review Panel letter prepared by Brown Falconer in **Appendix 10**; and
 - » Decision Notification Form for DA/876/2000 from the City of Adelaide in **Appendix 11**.

This report contains our description of the site, its surroundings and the proposal, and our assessment of the proposal against what we consider to be the most relevant provisions of the Code.

3. BACKGROUND

3.1 Pre-lodgement and Design Review Panels

The Applicant elected to participate in the pre-lodgement case management process offered by the Department for Housing and Urban Development (**DHUD**). This included the following:

This involved:

- Pre-lodgement Panel (**PLP**) meeting held on Wednesday, December 3, 2025;
- Design Review Panel (**DRP**) meetings held on Thursday February 19, 2026; and
- **DRP** meeting #2 held on Thursday, March 26, 2026.

The conversations which transpired during both the PLP and DRP meetings focused (amongst other things) on the materiality and design of the podium base and tower element of the building and its impact on the streetscape, and the internal building layout and occupant amenity. A copy of the latest Design Review Panel response is included in **Appendix 9**.

In response to the constructive feedback provided as part of the PLP and DRP process, the design of the development has significantly evolved, including the following key design changes:

- Built form composition:
 - » Reconsidered architectural expression to respond to the historical context of the streetscape;
 - » Reconsidered proportions to increase the height of the podium to form a substantial base (9 storeys in height) and suitably address the corner position of the site; and
 - » Simplification of the architectural expression.
- Ground plane rework:
 - » Improved activation of the street;
 - » Increased focus on public access, permeability and connectivity;
 - » Reconsideration of previously proposed high-end retail use.
- Program and internal planning – Student accommodation/communal facilities:
 - » Revised floorplan arrangement to maximise internal view from the northern elevation; and
 - » Natural light and ventilation compliance has been achieved, with interconnectivity demonstrated between the upper communal levels.

A full response to DRP recommendations has been prepared by Brown Falconer and is included in **Appendix 10**.

4. THE SITE

The site is a rectangular-shaped allotment legally described as Allotment 2 on Filed Plan 13064 held within Certificate of Title Volume 6079 Folio 187, or otherwise commonly referred to as 195 North Terrace, Adelaide.

The site measures approximately 572 square metres in area and is bound to the north, west and south by public roads, with frontage to each public road as follows:

- Primary frontage (north) to North Terrace: 18.75 metres;
- Secondary frontage (west) to Gawler Place: 30.5 metres; and
- Rear frontage (south) to The Angels Lane: 18.75 metres.

To the east, the site is neighboured by Tobin House (196 North Terrace), an 8-storey Student Accommodation building.

The site is currently occupied by a 12-storey mixed-use building comprising shop, office, consulting room and residential land uses.

The site is subject to the following easement and dealings:

- Lease to R.M WILLIAMS PTY LTD commencing on 15/09/2017 and expiring on 14/09/2022;
- Mortgage to NATIONAL AUSTRALIA BANK LTD (no commencement or expiration date);
- Lease to TELSTRA CORPORATION LTD commencing on 1/07/2022 and expiring on 30/06/2027; and
- An easement along the full length of the southern boundary (Angel's Lane) with a width of 0.61 metres.

Figure 4.1 *The site*



5. THE LOCALITY

Upon undertaking an inspection of the site and its surroundings, the following has been observed:

- The site is surrounded by a mix of commercial and residential land uses, comprising offices, a number of shops at ground level, student housing and hotel accommodation generally in high rise buildings;
- The Rundle Mall shopping precinct is located approximately 120 metres south of the site;
- Government House is located approximately 140 metres north of the site;
- The following educational facilities are located within proximity to the site, including:
 - » University of Adelaide City Campus - 80 metres north of the site;
 - » University of South Australia Campus – 800 metres west of the site;
 - » TAFE SA City Campus – 700 metres south-west of the site;
- Hindmarsh Square is located approximately 340 metres south-east of the site;
- The skyline of North Terrace is mixed with low, medium and high-rise buildings, with a high proportion comprising State or Local Heritage Places which frame a key road artery of the City.
- The pedestrian environment along North Terrace, features generous footpaths but has limited canopies to provide protection from the weather;
- North Terrace is a key bus route that is serviced by dedicated bus lanes and a tram stop (Art Gallery, 90 metres north of the site), providing frequent public transport services.

The site in relation to its immediate surroundings, is captured in **Figure 5.1** below.

Figure 5.1 *The site and the locality*



6. PROPOSED DEVELOPMENT

The Proponent seeks to obtain planning consent for the construction of a 40 storey student accommodation building with ancillary shop on the ground floor including verandah and roof-mounted solar photovoltaic panels at the site.

The proposal is depicted in the Architectural Drawings in **Appendix 2** and is further summarised below.

6.1 Demolition

The demolition of the existing building is excluded from the definition of development, pursuant to Schedule 4, Clause 10(1) of the Regulations, as the building is not a State or Local Heritage Place, nor located within a Historic Area Overlay.

6.2 Land Use

Student accommodation is defined in the Code as:

“...premises used to accommodate students in room or dormitory style accommodation that can be (but need not be) self-contained and that includes common facilities for shared use by student occupants such as:

- (a) shared cooking facilities and/or the provision of meals;*
- (b) common rooms and recreation areas;*
- (c) shared laundry facilities or a laundry service; or*
- (d) shared bathroom facilities”.*

The proposed development includes predominantly student accommodation rooms complemented by multi-level communal activities (gym, shared workspaces etc.) and a ground floor shop (retail/ café) tenancy.

Each of the accommodation rooms are self-contained, with shared cooking facilities, recreation areas and laundry facilities provided across Levels 1, 2 and 39 of the building, therefore satisfying the definition of ‘student accommodation’.

6.3 Building Configuration

The building comprises the following configuration:

Table 6.1 *Building level composition*

Building Level	Floor Plan Composition
Ground Floor	• retail/café tenancy with a floor area of 120 square metres, with an entrance onto North Terrace, which will be open to the general public; • student accommodation lobby, reception and admin office and separate side entrance on Gawler Place; and • store room, services (including transformer and fire control) and waste room.

Level 1	• bike storage with capacity for 86 bicycles; • fire tanks and pump room; and • cold water plant.
Level 2	• amenities for the student accommodation, including gymnasium, laundry, W/C's and games area.
Level 3	• amenities for the student accommodation, including cinema/ music/ multi-purpose room, lounge, open communal study area, quiet study area.
Levels 4-8	• combination of studio and twin rooms (see Arrangement Sheet's 1 and 2).
Level 9	• amenities for the student accommodation including an indoor dining/ lounge, kitchen and outdoor BBQ and wrap-around terrace to the north, south, and east elevations (break level).
Level 10-38	• combination of standard and accessible studios and twin rooms (see Arrangement Sheet's 1 and 2).
Level 39	• amenities for the student accommodation including study space, kitchenette and media room.
Level 40 (roof)	• minimum 30 KW solar photovoltaic system; and • plant area

6.4 Accommodation Typologies

The proposed development will provide 612 accommodation rooms, across Levels 4 to 8 and 10 to 38 of the building, comprising 635 beds.

The accommodation rooms are split into the following configurations:

- Accessible / Premium open-plan studio including king-single bed, desk, storage, kitchenette and bathroom;
- Open-plan studio including double/queen bed, desk, storage, kitchenette and bathroom;
- Twin-share apartment including double beds in separate bedrooms, desks, storage, kitchenette with dining table and bathroom.

Figure 6.1 *Accommodation typologies*

Room Type	Number of Rooms	Number of Beds	% of Total
Studio	306	306	48
Premium Studio 1	102	102	16
Premium Studio 2	170	170	27
Twin	23	46	7
Accessible	11	11	2
Total	612	635	100

6.5 Building Height

The building will have a roof height of 133.25 metres above ground level at North Terrace, with a maximum building height of 135.5 metres AHD (including lift overrun and rooftop plant).

6.6 External Materials

The building is of a contemporary design and will incorporate a range of high-quality materials including:

- Red brick to the podium façade;
- Curtain wall glazing throughout the podium base and building;
- Aluminium window shrouds in Charcoal;
- Tower slab edge and ground floor battens in black aluminium;
- Semi-frameless glass balustrade to the break level;
- Aluminium louvres in Dark Grey; and
- Exposed concrete in 'Dark Grey Oxide' to the roof level.

6.7 Access and Parking

6.7.1 Access and Arrival Sequence

The main entrance to the student accommodation is via the western elevation of the building, on Gawler Place.

Pedestrian access to the ground floor shop (retail/ café) tenancy is provided at the front of the building, via North Terrace.

The ground floor is in an open-plan arrangement with both the lobby area and the café space accessible from either entrance.

A secondary, private access to the upper levels of the student accommodation is located on North Terrace, to the east of the café, providing access to the internal stairwell and through to The Angels Lane.

Back-of-house access is also provided to the southern side of the building, primarily for access to the transformer and waste rooms and emergency escape paths.

6.7.2 Car Parking

Whilst no on-site car parking is provided, the proposed development provides vehicular access at the rear of the building via The Angels Lane for use by service vehicles and waste contractors.

6.7.3 Bicycle Parking

Bicycle ramp access is provided within the building for residents to wheel their bikes to lift and store their bikes within the dedicated bicycle storage room on Level 1.

The proposal provides 86 bicycle parking spaces on Level 1 (including 24 e-bike charging spaces) as well as 2 bike repair stations.

The Transport Impact Assessment prepared by Empirical Traffic Advisory is provided in **Appendix 4**.

6.8 Waste

The building is serviced by one waste storage area on the ground floor, which is for use by both the café/retail tenancy and the accommodation. The room is accessible from the lobby and via The Angels Lane.

The waste room incorporates chutes for general waste and recycling waste, and a bulky waste area.

Waste collection will occur by a private contractor from The Angels Lane to the rear of the building.

The proposed waste storage and collection strategy is outlined within the Waste Management Plan in **Appendix 3**.

6.9 Stormwater

Stormwater generated by the development will be collected and discharged to the Council's underground stormwater drainage network.

WGA have been engaged to prepare a stormwater management plan (**SMP**) to support the proposed development, which is included in **Appendix 7**. The SMP makes the following observations and recommendations:

- Gawler Place does not feature traditional kerb and gutter, rather the kerb is typically 30-40mm high only, with a 2.5m wide footpath. The extent of the internal ramping and steps will be refined during the detailed design phase of the project;
- Stormwater run-off from the roof areas will be directed to a detention tank that has a minimum volume of 13,000 litres; and
- An overland flow analysis of the 1 in 100 year storm event (or in the event that the stormwater system becomes blocked) was undertaken using the software package HECRAS, with three different blockage scenarios modelled. The City of Adelaide typically require the modelling to include a 20% blockage factor for pits that are on grade, which is the achieved for the proposed development.

6.10 Site Suitability

The existing building contains a residential apartment (dwelling) on the 12th building level, which was granted development approval in 2001 via DA/876/2000. Refer to a copy of the Decision Notification Form in **Appendix 11**.

As the residential land use already exists at the site, a Preliminary Site Investigation is not required for the proposed development.

6.11 Development Staging

Noting the scale of the development, the application for Building Consent will be staged (i.e. demolition, façade retention, substructure, superstructure, façade and fit out).

7. PROCEDURAL MATTERS

7.1 Planning and Design Code Version

At the time of preparing this report, the relevant version of the Code was gazetted and subsequently consolidated on May 28, 2026 (Version 2026.10). Due to amendments, the version of the Code used to prepare this report may not be the relevant version at the time of lodgement of the application. To the extent of any inconsistency, the version of the Code at the time of lodgement will be relevant for the processing and assessment of the application.

7.2 Zone and Overlays

The site is located wholly within the confines of the Capital City Zone (**Zone**).

The following Overlays apply to the site:

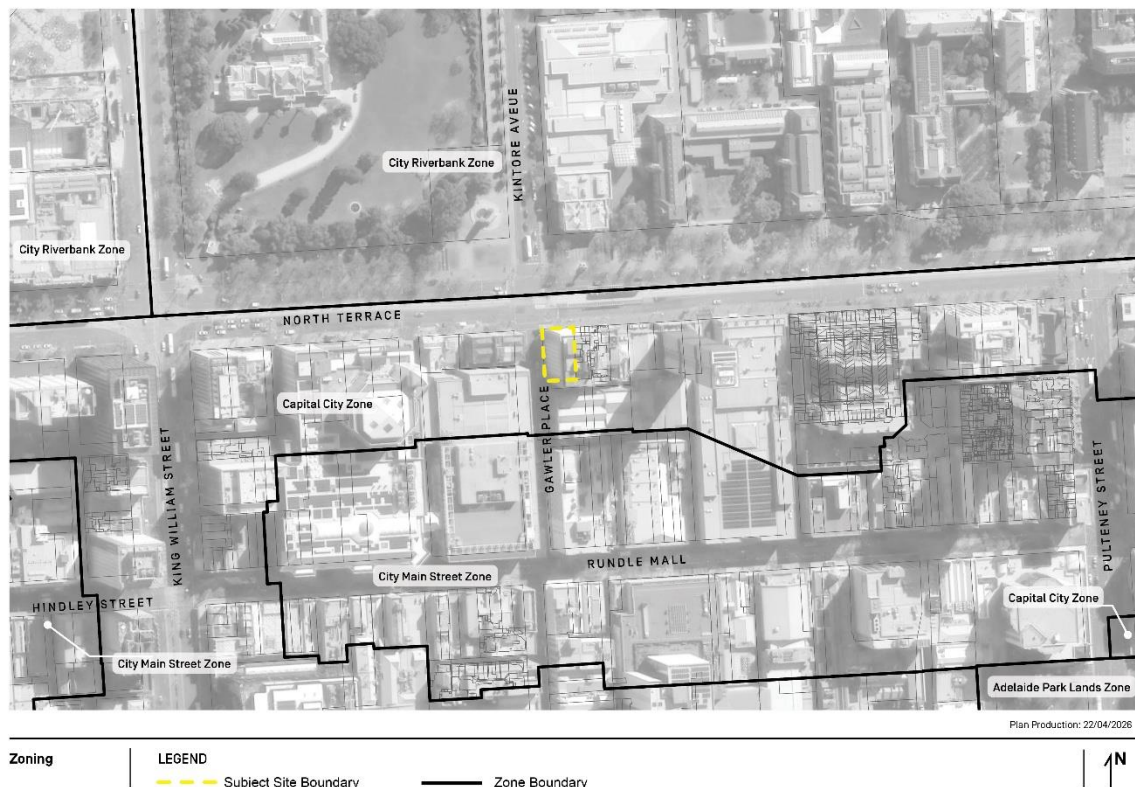
- Airport Building Heights (Regulated) – All structures over 120 metres AHD ;
- Affordable Housing;
- Building Near Airfields;
- Design;
- Hazards (Flooding – Evidence Required);
- Heritage Adjacency;
- Noise and Air Emissions;
- Prescribed Wells Area; and
- Regulated and Significant Tree.

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

- Concept Plan 79 – Primary Pedestrian Area; and
- Maximum Building Height (Metres) (No prescribed height limit).

The site and the zoning are captured in **Figure 7.1** overleaf.

Figure 7.1 *The site and the zoning*



7.3 Verification Snapshot

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

Figure 7.2 *Verification snapshot*

Verification matter	Comment
Nature of Development	Construction of a 40 storey student accommodation building with ancillary shop on the ground floor
Elements	Student accommodation Verandah Shop
Category of Development	Code Assessment – Performance Assessed
Relevant Authority	State Planning Commission

7.4 Relevant Authority

The State Planning Commission (**Commission**) is the relevant authority for assessment and determination of the development application pursuant to section 94(1)(a)(ii) of the Act, regulation 23(1) of the Regulations and Clause 3(1) in Schedule 6 of the Regulations.

7.5 Referrals

7.5.1 Council

Pursuant to regulation 23(1)(b) of the Regulations, the application requires referral to the City of Adelaide (**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 sub-regulation (2)(b) and as such, any commentary provided by the Council on matters not prescribed should be disregarded.

7.5.2 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 7.1 Referral triggers

Overlay	Referral (Y/N)	Comment
Airport Building Heights (Regulated)	Yes	The development is greater than 120 metres AHD in height, therefore referral is required to Adelaide Airport Limited.
Affordable Housing	No	The proposal does not seek to include affordable housing.
Design	Yes	The proposal relates to development within the Corporation of the City of Adelaide with a development cost exceeding \$10,000,000, therefore referral is required to the Government Architect. We note that earlier versions of the proposal have been considered by the Government Architect via two Design Review Panel meetings.
Prescribed Wells Area	No	The proposal does not comprise a class of development listed in the Procedural Matters (PM) – Referrals table of the Overlay.

7.6 Public Notification

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

Table 7.2 *Table 5 – Procedural Matters (excerpt)*

Class of Development (Column A)	Exceptions (Column B)
2. Any kind of development where the site of the development is not adjacent land to a site (or land) used for residential purposes in a neighbourhood-type zone.	Except any of the following: 1. the demolition (or partial demolition) of a State or Local Heritage Place (other than an excluded building) 2. the demolition (or partial demolition) of a building in a Historic Area Overlay (other than an excluded building).

Having considered the relevant clauses within Table 5 of the Zone, we note that:

- the site of the proposed development is not adjacent land to a site used for residential purposes in a neighbourhood-type zone, and:
- the proposed development does not involve the demolition of a State or Local Heritage Place, nor of a building within a Historic Area Overlay.

Accordingly, notification is not required.

8. ASSESSMENT AGAINST PLANNING AND DESIGN CODE

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

8.1 Overlay Assessment

8.1.1 Airport Building Heights (Regulated) Overlay

The site is an Obstacle Limitation Surface (OLS) level of 120 metres AHD.

The tallest point of the proposed building measures approximately 135.5 metres (or 179.5 metres AHD), which includes the top of the lift overrun and plant.

Consultation with the Adelaide Airport Limited initially occurred during the PLP meeting, and no immediate concerns were raised, particularly given that taller buildings along North Terrace have been previously considered. Notwithstanding, the Adelaide Airport Limited are a statutory referral body and will provide their comments through this process, to inform the assessment of the application against the relevant policies of the overlay.

8.1.2 Affordable Housing Overlay

The proposed development does not comprise affordable housing. Accordingly, this overlay is not relevant to the assessment.

8.1.3 Building Near Airfields Overlay

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

The proposal is for a building containing student accommodation with a shop tenancy on the ground floor. In response to PO 1.1 of the overlay, we submit the following:

- The development is primarily for residential purposes, noting that student accommodation is residential in nature, as detailed in DTS/DPF 1.1; and
- The non-residential components of the development do not incorporate outdoor floodlighting as per PO 1.1.

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

In relation to PO 1.3 of the overlay, the proposed development, with a maximum building height of 133 metres above existing ground level, is sought to be a minimum of 4.6 kilometres from the centreline of the closest runway.

The site is approximately 5.8 kilometres from the centreline of the closest runway at Adelaide Airport thereby exceeding the standard outcome by 1.2 kilometres.

8.1.4 Design Overlay

The project team engaged in the DRP process in accordance with section 121 of the Act, and actively worked to incorporate the advice and recommendations of the of the DRP into the final design.

The proposed building will, as sought by DO 1 of this Overlay, contribute to the liveability, durability and sustainability of its locality through a high-quality design that has been refined to address the

constructive feedback received. Further commentary regarding the design of the proposed building is provided at **Section 8.3** and **Section 8.4** of this report.

8.1.5 Hazards (Flooding – Evidence Required) Overlay

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

The proposed development includes entry points that will be set at appropriate levels.

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

8.1.6 Heritage Adjacency Overlay

The overlay seeks to maintain the heritage and cultural values of State and Local Heritage Places.

The Architectural Drawings in **Appendix 2** details the heritage context including Gawler Chambers, Tobin House and adjacent heritage fabric, and also provides a view analysis demonstrating the building's relationship to surrounding heritage buildings and approved developments, which was comprehensively explored through the DRP process.

The architectural language appropriately references surrounding heritage masonry buildings, whilst providing a contemporary residential expression appropriate for student accommodation.

The proposed development satisfies PO 1.1 of the overlay as it will not dominate, encroach on or unduly impact on the setting of the nearby heritage places.

8.1.7 Noise and Air Emissions Overlay

The overlay principally seeks to ensure that sensitive receivers (i.e. the residential occupants of the proposed building) are protected from adverse noise and air quality impacts. This is guided by the requirements of the Ministerial Building Standard (**MBS**) 010 which are primarily addressed through the detailed design phase of the process and prior to building consent being issued.

An Acoustic Services Design Report has been prepared by Bestec and is included in **Appendix 5**. This assessment considers the noise from road traffic and mixed-use activities in the area and provides recommended construction techniques and materials to achieve the requirements of MBS 010.

Consideration is also given to the noise generated by the development from the operation of mechanical plant and assessed against the requirements of the *Environment Protection (Commercial and Industrial Noise) Policy 2023*.

With the recommendations of the Acoustic Services Design Report incorporated during the detailed design phase, the proposed development will achieve the requirements of the MBS 010 and satisfy the outcomes sought by POs 1.1 – PO 1.3 of the overlay.

8.1.8 Prescribed Wells Area Overlay

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

8.1.9 Regulated and Significant Tree Overlay

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

8.2 Zone and Land Use

In relation to land use, the Zone seeks:

- DO 1** *A zone that is the economic and cultural focus of the state supporting a range of residential, employment, community, educational, innovation, recreational, tourism and entertainment facilities generating opportunities for population and employment growth.*
- DO 2** *High intensity and large-scale development with high street walls reinforcing the distinctive grid pattern layout of the city with active non-residential ground level uses to positively contribute to public safety, inclusivity and vibrancy. Design quality of buildings and public spaces is a priority in this zone.*
- PO 1.1** *A vibrant mix of residential, retail, community, commercial and professional services, civic and cultural, health, educational, recreational, tourism and entertainment facilities.*
- PO 2.1** *Non-residential land uses at ground floor level such as shops and restaurants support and maximise pedestrian activity to provide visual interest and positively contribute to public safety, walkability and vibrancy.*

The proposal will satisfy the land use outcomes of the Zone, noting that:

- The student accommodation will add a further 635 residents to the Adelaide CBD, generating a wealth of economic benefit, as well as supporting Adelaide's universities, including Flinders University's new CBD campus;
- The shop and student accommodation provide both residential and commercial land uses which will contribute to the vibrancy of the Zone;
- Both 'shop' and 'student accommodation' are land uses specifically envisaged in the Zone, as sought by DPF 1.1 (n) and (l) respectively.

To this end, we assert that the proposed land uses are both envisaged and appropriate within the Zone.

8.3 Activation and Public Realm Interface

The Zone envisages the following outcomes:

- PO 2.1** *Non-residential land uses at ground floor level such as shops and restaurants support and maximise pedestrian activity to provide visual interest and positively contribute to public safety, walkability and vibrancy.*
- PO 2.2** *Development:*
 - (a) *contributes to the activation of the public realm by presenting an attractive human scaled pedestrian-oriented frontage at ground level that adds interest and vibrancy;*
 - (b) *maintains a sense of openness to the sky for pedestrians and allow sunlight access to the public realm;*
 - (c) *provides a clear sense of address to each building.*
- PO 2.3** *Land uses typically open during night time hours incorporate activities along street frontages at ground level that encourage day time activation compatible with surrounding land uses.*
- PO 2.4** *Shopfronts incorporating security features such as security grilles and shutters are designed to allow visual permeability into the premises, allow for light spill onto the street, and complement the appearance of the building's frontage.*

The proposed development appropriately responds to these outcomes by:

- Maintaining the extent of activation along North Terrace and Gawler Place as the existing building, with the proposed retail tenancy on the ground level which will be open to the public and student accommodation main entrance;
- Extending the verandah at the front of the building along North Terrace which will provide shade and shelter from the elements for pedestrians, for a comfortable public realm environment; and
- Inclusion of the student accommodation land use which will provide further activation of the site after-hours and result in around the clock passive surveillance of the street.

8.4 Built Form and Character

8.4.1 Design

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

The core tenements of high-quality design are established in the *Principles of Good Design*, a publication of the Office for Design and Architecture, which provides the foundational principles of good design. These principles are further reinforced throughout the Code, and in particular, within the *Built Form and Character* section of the Zone, and the *Design* and *Design in Urban Areas* sections in *Part 4 – General Development Policies* ('Part 4') of the Code which state the following in 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.*
- b) **Durable** – fit for purpose, adaptable and long lasting.*
- c) **Inclusive** – by integrating landscape design to optimise pedestrian and cyclist usability, privacy and equitable access and promoting the provision of quality spaces integrated with the public realm that can be used for access and recreation and help optimise security and safety both internally and within the public realm, for occupants and visitors.*
- d) **Sustainable** – by integrating sustainable techniques into the design and siting of the development and landscaping to improve community health, urban heat, water management, environmental performance, biodiversity and local amenity and to minimise energy consumption."*

With respect to the policies of the Design in Urban Areas Section of the Code, the proposed built form, character and overall architectural expression is a high-quality, contextually responsive design outcome and, in particular, the building:

- reinforces the prominent corner position of the site, through materials, colours and massing as sought by PO 1.1 through:
 - » a defining podium element of 9 storeys and 34 metres, fulfilling the role of the "civic bookend", anchoring the North Terrace/Gawler Place intersection; and
 - » successfully addressing the character and streetscape of North Terrace at 'human scale' whilst also in proportion to the main tower element above;
- includes the extension of the verandah to the full width of the building on North Street, as sought by PO 1.2, which will:
 - » break down the scale of the development at street level;
 - » contribute to the walkability and comfort of the public realm; and

- » provide an area for outdoor dining, to extend the operations of the café and activate the public realm;
- consolidates ground-floor servicing along The Angels Lane, maintaining active frontages to North Terrace and Gawler Place;
- positions all plant and equipment on the rooftop, which will be screened from view by the parapet of the building, which satisfies POs 1.4 and 12.8;
- has integrated all waste storage areas within the building so that they are screened from public view, and has minimised the visual impact of the loading area by locating this at the rear of the site, as sought by POs 1.5 and 24.1;
- maximises passive surveillance of the public realm, with communal areas and accommodation rooms having views to all three street frontages, which is a vast improvement of the existing site arrangement and satisfies POs 2.1 and 17.1;
- differentiates between public, communal and private areas, as sought by PO 2.2, by:
 - » locating the shop (retail/ café) tenancy on the ground floor, at the front of the building, with access directly from both North Terrace and Gawler Street; and
 - » providing a dedicated entrance for the student accommodation at the side of the building.
- provides safe, perceptible and direct access from public street frontages, which satisfies PO 2.3;
- maximises passive surveillance at the street level, as sought by POs 2.4 and 2.5, with a shop at the ground floor and maximising glazing to provide activity and presence to North Terrace and Gawler Place;
- will include environmentally sustainable design principles, as sought by POs 4.1 – 4.3, as demonstrated within the Sustainability Statement in **Appendix 8**;
- responds positively to the local context and contributes to the character of the area, as sought by PO 12.1, by:
 - » a strong visual connection to the character and streetscape pattern of North Terrace; and
 - » including a setback, glazed break above the podium element, which articulates the tower transition.
- reduces the visual mass of the building elevations, as sought by PO 12.3, by:
 - » a distinctive but complimentary built form between the surrounding Local and State Heritage Places along North Terrace;
 - » setbacks of the tower from North Terrace and Gawler Place that result in an appropriate built form relationship; and
 - » a high-level of articulation to the facades of the tower with glazing, contrasting colours and horizontal banding to define the levels.
- is finished in materials that are durable and will age well to minimise ongoing maintenance requirements, which satisfies PO 12.5;
- provides all accommodation units with windows for an external outlook to provide a high standard of amenity for occupants, as sought by PO 18.1;
- appropriately sized lifts, lobbies and corridors to accommodate movement of bicycles, as sought by PO 30.1.

In our opinion, the proposed development exhibits innovative design qualities that provide a harmonious relationship between the prominent corner position of the site, the strong cultural context and the proposed tower, and which improves the activation of the site at all street frontages. We contend that the proposed development results in a contextual and durable development that is inclusive and largely satisfies the relevant policies of the Design in Urban Areas section of the Code.

The ODASA Design Review Response outlines the progression of the application through the Design Review stages and is available in **Appendix 10**.

8.4.2 Building Height

In respect to building height, PO 4.1 of the Zone states:

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

The proposed development has a maximum building height of 135 metres.

Firstly, it is noted that there is no prescribed height limit applied to the site, therefore the assessment of building height defaults to the second part of the PO, in that the proposed development “*positively responds to the local context and achieves the desired outcomes of the Zone*”.

With this context in mind, we highlight the DOs for the Zone, which state (our emphasis):

DO 1 *A zone that is the economic and cultural focus of the state supporting a range of residential, employment, community, educational, innovation, recreational, tourism and entertainment facilities generating opportunities for population and employment growth (our emphasis).*

DO 2 *High intensity and large- scale development with high street walls reinforcing the distinctive grid pattern layout of the city with active non-residential ground level uses to positively contribute to public safety, inclusivity and vibrancy. Design quality of buildings and public spaces is a priority in this zone*

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

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

Having considered the above, PO 4.1 plainly supports any building height required in order to satisfy the relevant DOs of the Zone, provided that it positively responds to the local context. Within the locality, there are notable examples of existing (and approved) developments of comparable height, including:

- The Switch (203 North Terrace) student accommodation that is 118 metres in height; and
- The Adelaide Central Plaza Tower (210 North Terrace) that, when constructed, will be 132 metres in height.

We further note that the Zone also encourages height and scale where a development site is along a ‘city boulevard’, which includes North Terrace, as identified in *Table 5.1 – City Boulevards* of the Zone, as provided in the following policies of the Zone.

PO 3.5 *Development along the city's boulevards (as identified in Capital City Zone Table 5.1):*

- (a) built to the street boundary at lower levels to reinforce the City's grid layout and frame the boulevard*
- (b) designed to provide a sense of arrival into the City and strongly define junctions where located on a corner site.*

PO 3.7 *Development along the city's boulevards (as identified in Capital City Zone Table 5.1) is designed to maximise views to the Park Lands and not clutter existing view corridors to the Adelaide Hills when viewed from the public realm.*

Notwithstanding, we also note that the proposal:

- sufficiently addresses the prominent North Terrace and Gawler Place corner site;
- will reinforce the City's grid layout and frame the North Terrace boulevard; and
- is designed to maximise views to the Riverbank Precinct and institutional buildings to the north, without cluttering the existing view corridors.

Having considered all factors in relation to building height, the proposed development clearly responds positively to the local context and achieves the desired outcomes of the Zone, and therefore, satisfies PO 4.1 of the Zone.

8.5 Student Amenity

In relation to occupant amenity for development involving student accommodation, PO 41.1 of the Design in Urban Areas section of the Code seeks:

PO 41.1 *Student accommodation is designed to provide safe, secure, attractive, convenient and comfortable living conditions for residents, including an internal layout and facilities that are designed to provide sufficient space and amenity for the requirements of student life and promote social interaction.*

The corresponding DPF 41.1 provides a guide as to how this PO may be achieved:

“Student accommodation provides:

- (a) a range of living options to meet a variety of accommodation needs, such as one-bedroom, two-bedroom and disability access units*
- (b) common or shared facilities to enable a more efficient use of space, including:*
 - (i) shared cooking, laundry and external drying facilities*
 - (ii) internal and external communal and private open space provided in accordance with Design in Urban Areas Table 1 - Private Open Space*
 - (iii) common storage facilities at the rate of 8m³ for every 2 dwellings or students*
 - (iv) common on-site parking in accordance with Transport, Access and Parking Table 1 - General Off-Street Car Parking Requirements or Table 2 - Off-Street Car Parking Requirements in Designated Areas*
 - (v) bicycle parking at the rate of one space for every 2 students.*

The proposed development appropriately responds to these outcomes by:

- providing a variety of living options across the 612 accommodation units including:
 - » 306 x studio rooms;
 - » 272 x premium studio rooms;
 - » 23 x twin rooms; and
 - » 11 x accessible/ DDA compliant rooms.
- providing common / shared facilities that enable efficient use of space whilst also supporting the lifestyle of students by including:
 - » provision in all student accommodation units for kitchenette facilities;

- » shared kitchen facilities on Levels 9 and an outdoor barbecue area on Level 9 and kitchenette on the rooftop (Level 39);
- » shared laundry facilities, including washing and drying machines, sinks and drying room on Level 2;
- » a range of communal study and social spaces across the building available to all residents; and
- » each accommodation unit will provide adequate storage space for the occupant/s.

8.6 Access, Movement and Parking

8.6.1 Pedestrian Access

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

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

The proposed development has been designed to provide appropriate levels, with ramping where required, to achieve universal accessibility to, and from, the site.

8.6.2 Vehicle Access

Vehicle access is proposed to accommodate service and delivery vehicle movements from The Angels Lane to the rear of the building. A Traffic and Parking assessment has been prepared by Empirical Traffic Advisory and is included in **Appendix 4**.

The Traffic and Parking assessment demonstrates the ability for waste collection vehicles up to 10.2 metres in length, with a reversed entry movement and forward exit movement to The Angels Lane which satisfies POs 3.1 and 3.3 of the Transport, Access and Parking section of the Code.

8.6.3 Vehicle Parking

PO 5.1 of the Transport, Access and Parking section of the Code relates to the provision of on-site car parking. The proposal does not provide any on-site car parking.

That being said, the site is located within the Capital City Zone, which is identified as a 'Designated Area' under *Table 2 Off-Street Car Parking Requirements in Designated Areas* of the Transport, Access and Parking Section of the Code. This specifies that on-site car parking is not required within the Zone, therefore, the proposal satisfies PO 5.1 of the Transport, Access and Parking section of the Code.

8.6.4 Bicycle Parking

The proposal provides a total of 86 bicycle parking spaces (including 24 e-bike charging spaces) within the secured bike room on Level 1.

In relation to the proposed development:

- For the student accommodation element, DPF 41.1 of the Design in Urban Areas section of the Code generally envisages bicycle parking at the rate of one space for every 2 students; and
- For the shop element, *Table 3 – Off-Street Bicycle Parking Requirements* of the Transport, Access and Parking section of the Code seeks 1 space for every 300 square metres of gross leasable floor area plus 1 space for every 600 square metres of gross leasable floor area for customers.
 - » The proposed development includes a retail tenancy of 121m² in gross leasable floor area and therefore is not required to provide any bicycle parking spaces.

Based on the above rates, to meet the relevant DTS/DPF criteria of the Code, there would be a theoretical demand for 318 bicycle spaces for residents.

Given that the proposal provides 86 bicycle parking spaces, the shortfall of 256 bicycle spaces is considered within the Transport Impact Assessment in **Appendix 4**.

ETA have undertaken an empirical assessment of bicycle parking requirements at other student accommodation developments in Australia (including one on Bank Street in Adelaide). This found an average demand of approximately 1 space per 39 beds and average occupancy of 15 bicycles (approximately).

The proposed development will provide parking for 86 bicycles on Level 1 which equates to approximately 1 bicycle space per 7.4 beds which exceeds the observed parking provision and demands of other similar sites. Accordingly, bicycle parking at the proposed development will adequately cater for bicycle parking demands based on similar sites in Adelaide and nationally.

8.6.5 Traffic Generation

With no car parking spaces provided on site, the proposed development will not inherently generate traffic, other than from waste collection, and trips made by car share/ taxi to and from the development. This will result in minor daily traffic generation when compared to the existing land use.

As confirmed within the Transport Impact Assessment in **Appendix 4**, the traffic impact of the proposed development will be minimal and un-noticeable on the road network.

8.7 Sustainability

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

Summation have been engaged to prepare a Sustainability Statement to support the proposed development, which is included in **Appendix 8**. The following sustainability commitments have been detailed within the Sustainability Statement including, but not limited to, the following:

- The entire development will be 100% electric, reducing operational emissions by utilising the rapidly decarbonising electricity grid. For the first 5 years, the development will ensure 100% of all electricity is procured from renewable generation sources, regardless of the States commitment to net-zero by 2027.
- Sustainable building fabrics will be utilised, including:
 - » Double glazing to the façade with high performing, low-e coating to control solar gain;
 - » Naturally ventilated dwellings: Optimisation of operable windows designed to maximise cross flow ventilation and reduce mechanical cooling;
 - » External shading to selected areas to reduce solar gains while maximising views and daylight;
- A minimum of 3 streams of waste collection for reduced landfill will be in operation.

The proposal includes other Environmentally Sustainable Development (**ESD**) initiatives that will be applied to the proposed development in order to reduce the development's overall carbon footprint, and general environmental impact during construction and once occupied.

These are also detailed at a high level, within the Architectural Drawings in **Appendix 2**, which include:

- A minimum of 40Kw Rooftop Solar PV and smart energy management system throughout the building;

- The site is in close proximity to various strong public transport systems, and does not include on-site car parking to promote car alternative transportation;
- All on-grade concrete is to be a minimum of 40% replacement of Portland cement;
- At least 90% of construction and demolition waste will be diverted from landfill;
- A preference for products with Good Environmental Choice Australia (GECA)/ Environmental Product Declaration (EPD)/ Greenrate/ Ecospecifier (ECS) certifications where viable.

Further, as demonstrated within the Architectural Drawings in **Appendix 2** the arrangement of the building levels is such that the student accommodation can be adapted into a series of 2–3-bedroom apartments while the common levels can be adapted into co-working spaces and communal spaces.

As a result of the above measures, the proposed development is considered to satisfy the environmental sustainability expectations sought by POs 4.1, 4.2 and 4.3 of the Design in Urban Areas section of the Code.

8.8 Environmental Factors

8.8.1 Wind Impact

PO 14.3 of the Design in Urban Areas section of the Code seeks to minimise the impacts of wind, as follows:

PO 14.3 *Development of 5 or more building levels, or 21m or more in height (as measured from natural ground level and excluding roof-mounted mechanical plant and equipment) is designed to minimise the impacts of wind through measures such as:*

- (a) a podium at the base of a tall tower and aligned with the street to deflect wind away from the street*
- (b) substantial verandahs around a building to deflect downward travelling wind flows over pedestrian areas*
- (c) the placement of buildings and use of setbacks to deflect the wind at ground level*
- (d) avoiding tall shear elevations that create windy conditions at street level.*

A Wind Impact Assessment has been prepared by Vipac and is included in **Appendix 6**. This advises that:

- Wind conditions in the ground level footpath areas and access ways would be expected to be within the walking comfort criterion;
- Wind conditions at the main entrances and communal terrace would be expected to be within the recommended standing comfort criterion; and
- All areas are expected to fulfil the Safety criterion.

On the basis of the conclusions of the Wind Impact Assessment, the proposed development generally satisfies PO 14.3 of the Design in Urban Areas section of the Code in that the design has appropriately sought to minimise the impacts of wind on balance with other considerations such as heritage impact.

8.8.2 Noise

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

As outlined in **Section 8.1.7** of this report, with the recommendations of the Acoustic Services Design Report incorporated during the detailed design phase, the proposed development will achieve the

requirements of the MBS 010, and satisfy the outcomes sought by POs 1.1 – PO 1.3 of the Noise and Air Emissions Overlay PO 1.1 of the Interface between Land Uses Section of the Code.

Further, consideration has also been given to the noise generated by the site from the mechanical plant and services.

The Acoustic Services Design Report (**Appendix 5**) advises that the goal noise levels of the *Environment Protection (Commercial and Industrial Noise) Policy 2023* can be achieved at all times for the nearby noise sensitive receivers, and therefore, satisfies POs 1.2 and 4.1 of the Interface between Land Uses Section of the Code.

8.8.3 Overlooking

The glazed façades of the building are devoid of any privacy mitigation treatments. Notwithstanding, no such measures are necessary in this instance because:

- PO 16.1 of the Design in Urban Areas Section of the Code identifies that overlooking impacts do not require consideration for the site, noting that it is not adjacent to a 'neighbourhood-type' zone;
- the Code expects occupants of high-rise buildings to have a satisfactory short-range outlook;
- outward views from the accommodation rooms is integral to the proposal to maximise the amenity of the occupants; and
- the site is located within the Capital City Zone, where no maximum building height TNV applies, where exceptionally tall buildings and reciprocal views are, and will be, commonplace.

8.8.4 Overshadowing

With respect to overshadowing, it is noted that POs 3.1 and 3.2 of the Interface between Land Uses section of the Code only seek to enable access to direct winter sunlight to adjacent residential land uses. The following residential land uses have been identified within 60 metres of the site, noting that all other land uses surrounding the site appear to be non-residential:

- Student Accommodation (Tobin House) at 196 North Terrace; and
- Student Accommodation (The Switch) at 203 North Terrace.

Shadow diagrams are contained within **Appendix 2**. With the above context in mind, the shadow diagrams clearly demonstrate that the proposed development will maintain appropriate access to direct winter sunlight of the habitable room windows and to the primary areas of private open space (balconies) of the adjacent residential land uses, and therefore, satisfies POs 3.1 and 3.2 of the Interface between Land Uses section of the Code.

8.9 Waste Management

A Waste Management Plan has been prepared by Colby Phillips Advisory and is included in **Appendix 3**. This outlines the way in which waste generated by the proposed development will be managed, and is summarised as follows:

- Waste chutes are accessible at each level within 25 metres of all apartments;
- Majority of food waste is expected to be generated in the communal kitchens where organic waste disposal is available, however a bench-top food waste bin is provided in each apartment to encourage the diversion of food waste from general waste bins;
- Building management will provide multi-lingual signage and a building manual for the use of the waste management system onsite;

- Students will transfer waste from individual rooms to waste chutes, whilst waste from communal spaces will be transferred to waste chutes by employees;
- Waste disposal via individual chutes will discharge into communal waste storage bins located within the waste storage room on the Ground Floor;
- Bulky waste is to be disposed of directly into the bins located in the waste storage room (by students and cleaners) to ensure waste chutes do not become clogged;
- A recycling room is provided at Ground Level within 10 metres of the lifts;
- The Café/Retail space will also utilise the Bin Storage Area for waste disposal;
- The development will require 13 regular waste collections per week which will take place directly from the Bin Storage Room located at Ground Level, where a rear-lift truck would reverse into The Angels Lane from Gawler Place.

Waste will be stored and transferred to the refuse vehicle using a number of 1,100L and 660L bins. An overview of the number of bins required together for the development and waste collection frequency is illustrated in **Figure 8.1** below:

Figure 8.1 Waste volumes, bin numbers and collection frequency

Use	Local Disposal Location	Routine Service	Estimated Waste/ Recycling Volumes (L/wk)	Collection Frequency (Events/wk)	Provider	Max. Bins/Items Stored & Collected (per Event)		
						No.	Size (L)	Type
Student Accommodation and Café waste combined	Ground Level Residential Waste Room	Compacted General Waste	17,170*	4	Private Rear Lift	6	1,100	Skip
		Mixed Recycling	11,270	3		6	1,100	Skip
		Food / Garden Organics	4,200	3		3	660	Skip
		Recycled Deposit Containers (CDL)	470	1		2	240	MGB
		Cardboard / Paper	1,510	2		1	1,100	Skip

The above is considered to achieve the envisaged development outcomes as detailed in POs 11.1 – 11.5 of the Design in Urban Areas section of the Code.

8.10 Site Suitability

The proposed development does not comprise a change of use to a more sensitive land use, as the existing building includes a residential tenancy (as demonstrated in **Appendix 11**).

A Preliminary Site Investigation report is therefore not required and we submit that the site is suitable for its future intended use.

9. CONCLUSION

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

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

- incorporates a mix of land uses that are envisaged within the Zone and will positively contribute to the activity and vibrancy of this part of the City;
- provides a high degree of amenity for the occupants, with a range of accommodation typologies, amenities and communal spaces;
- is of a suitably high-intensity that supports population growth, public safety, diversity and inclusivity;
- aligns with the policies of the Heritage Adjacency Overlay in that the built form is contextual and responsive to the heritage character of the area;
- is of an appropriate building height in the context of the locality;
- will accommodate sufficient on-site bicycle parking;
- has been designed to conceal all waste storage areas, and the loading and servicing areas at the rear of the site, via The Angels Lane;
- will provide for safe and convenient movements for pedestrians and service vehicles;
- will provide for safe and effective stormwater and waste management; and
- will create a safe and comfortable environment that is secure and crime resistant.

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

The merits of the proposal should also be viewed in light of the recent Federal budget announcement coupling the funding of university places with the adequate provision of housing for international students. Noting that international education is the third largest export sector in South Australia contributing \$2.47 billion annual to the economy, the provision of new, high-quality accommodation for students is critical to the success of the tertiary education sector being a crucial driver of the economy in this State.