

4 March 2022

The Secretary  
State Commission Assessment Panel  
GPO Box 1815  
Adelaide SA 5001

**Attention: Peter Douglass**

Metro and Regional Development Assessment Planning & Land Use Services  
Attorney-General's Department

E [Peter.Douglass@sa.gov.au](mailto:Peter.Douglass@sa.gov.au)  
E [saplanningcommission@sa.gov.au](mailto:saplanningcommission@sa.gov.au)

Dear Commission

**INFORMAL REFERRAL COMMENTS – DA 090/M021/20  
REVISED PROPOSAL 17 FEBRUARY 2022 - 70 GREENHILL ROAD WAYVILLE**

Thank you for the informal referral received on Thursday 17 February 2022 of the above-mentioned revised proposal, in response to submissions for the above-mentioned application lodged with the State Commission Assessment Panel, and the invitation for comment by 4 March 2022 to assist the assessment process.

The nature of development encompasses:

*Construction of a multi-storey, mixed use building comprising residential and commercial uses together with carparking and site works.*

The revised proposal has sought to respond to the issues raised from the range of agency and community stakeholder responses, and in summary the amendments are noted to include:

- driveway access to Clark Street removed;
- the ground floor tenancy to be an office and increased from 110m<sup>2</sup> to 300m<sup>2</sup>;
- additional landscaped ground floor set back to office tenancy from Clark Street;
- entry lobby reduced in size and access simplified;
- car parking stackers in ground floor and basement carpark levels;
- total of 50 car parking spaces (46 previously);

- the parking arrangement accords with technical standards;
- waste collection (residential) accessed from within the building;
- overall number of apartments maintained at 33;
- building height reduced from 29.85m to 28.05m;
- roof form simplified and reduced in extent;
- architectural composition reviewed and refined; and
- further detail with respect to materials and finishes.

Council seeks to provide comment on designated Council matters, and observations on key local planning matters that require further analysis and assessment by SCAP (State Commission Assessment Panel) in accord with the Heads of Agreement with the State Government in relation to such applications.

### **City of Unley Comments**

New development is welcomed in the City of Unley that leads to the sensitive growth, diversity and enlivening of the city, while maintaining the integrity and function of the corridors and local road network and the character and amenity of neighbourhoods.

The Urban Corridor Zone (Boulevard Policy Area) and policy parameters derive from well-established urban design principles, comprehensive local ('place') contextual analysis and subsequent extensive community engagement.

Generally, the proposal may follow the broad intent of the zone for multi-storey mixed-use development but there are still several fundamental variations from policy design parameters. Collectively this leads to a compounding effect leading to a serious variation from the Development Plan.

There are also fundamental issues regarding the impact upon the public realm infrastructure (hard and soft), local traffic and parking and on-site waste (and other) large vehicle servicing, albeit improvement noted.

The original submission of 23 February 2021 and previous variation submission on 24 November 2021 are reiterated and reinforced.

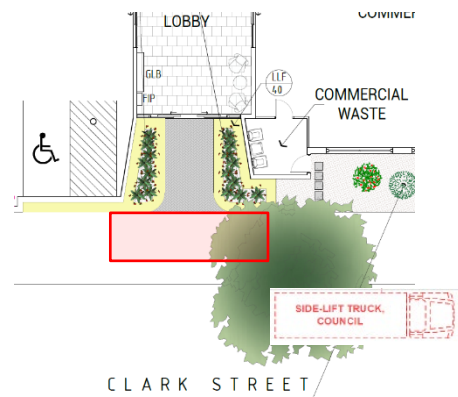
The revised proposal has not addressed all of the fundamental issues and policy design variations previously raised by Council, and still represents an excessive over-development of the small narrow site and impacts upon local infrastructure as evidenced by the following:

- Building over-height - 8 storey (28.05m) versus 7 storey and 25.0m, ie. an increase of 3.05m (12%);
- Building Interface Envelope significantly exceeded to the south compromising proper and orderly interface and northern aspect to adjoining Established Neighbourhood Zone (and Historic Area Overlay) and the adjoining sites appropriate desired future low scale and low density (re)development outcomes and amenity;
- Front setback to facade of 6m encroached upon with solid lower podium enclosure, but balconies and overhanging roof top lighter open elements;

- Bulk of the building is to the side street with only recessive 3.0m setback at ground level (versus the required 3m for whole building to side street boundary) with solid façade to much of the street other than low undercover garden planter bed landscaping relief;
- Excessive building footprint (86% versus desired 75%), scale, lack of setbacks, overall mass and major zone boundary interface encroachment that design refinement cannot address;
- Minimal and token deep soil of 14m<sup>2</sup> or 1.1% (minimum required 7% = 78m<sup>2</sup>) to “provide areas that can accommodate new deep root vegetation, including tall trees with large canopies to provide shade and soften the appearance of multi-storey buildings” and provision of a minimum number of medium trees (1/30m<sup>2</sup> = 3) with 6-12m mature height and 4-8m canopy spread;
- Lack of meaningful complementary site landscaping, including trees and understorey landscaping of appropriate substance, versus inadequate slender palm trees and limited canopy and small low individual mostly agave and aloe or similar specimens in garden planter beds above concrete base;
- Lack of architectural articulation, landscaping and management to laneway interface; with two adjacent double driveways, sightlines for pedestrian and vehicle movement (eg transformer re-located outside the minimum sight triangle specified in AS2890.1) and a harsh unrelieved appearance;

- Significant impact on street trees, particularly within Clark Street, due to the deep excavation to site boundaries and encroachment of main entry canopy over the footpath and proposed waste servicing vehicle compromising adjacent large street tree canopy;

Careful consideration will be required regarding excavation, canopy design and location, footpath and verge treatments, and negotiation around street trees to avoid damage, or if unfortunately, they should require suitable replacement and supplement;



- Waste service vehicle loading should be conducted wholly on-site.

As a compromise alternative to normal preferred forward entry and exit, the waste vehicle reversing into the site off the rear lane and to stand wholly on the site during collection is conceded. This would also serve for other service vehicles, eg furniture delivery/removal etc.

The residential waste is proposed to be serviced from the site, but it is still proposed that the commercial waste be serviced from the street.

On-street loading area(s) will not be supported. The critical optimisation of all available on-street parking is compromised.

On-street loading from additional frontage of a corner site is an inequitable and unfair advantage to non-corner sites and unfavourable precedent.

The commercial tenancy is currently indicated to be an office, but there would be no impediment to conversion to a shop or to include a café or food business, unless conditioned, where additional commercial waste and/or weekly food composting waste collection would be required, and as an office a confidential paper collection service may be required.

Council does not normally provide these services to commercial businesses, and only a minimal entitlement to a basic service could be made available, ie 1 x 140L Blue general waste bin and 1 x 240L Yellow recycle bin.

The Waste Management Plan indicates a combination of a weekly large 660L general and 240L cardboard, and 240L monthly confidential paper, private service together with a Council fortnight 240L recycling and 240L green waste service, which Council does not provide.

Accordingly, a complete private communal collection service would be more efficient and avoid multiple waste services visiting the site.

In any event all servicing needs to be wholly provided for on-site;

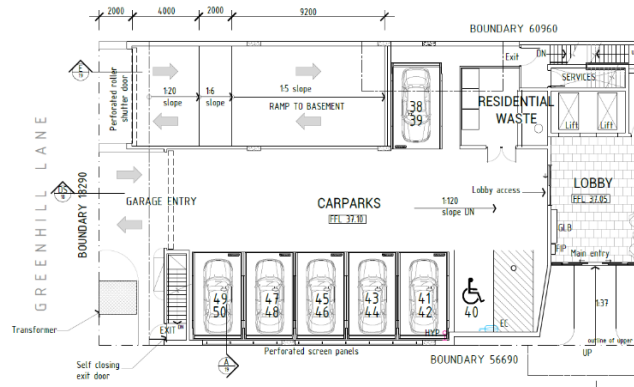
- Waste service hours should be limited to avoid conflicting with peak traffic periods;
- Excessive local traffic volumes being concentrated and further compounding impacts upon Clark Street and Greenhill Lane due to lack of an access point from Greenhill Road, or provision for future car park consolidation with potential future developments for proper distribution of consolidated access points and movements per Concept Plan Un/6;
- The impact of the development on Greenhill Lane and Clark Street is still a concern and will increase traffic and congestion on Clark Street. Traffic volume on Clark Street at 2,500 vehicles per day already exceeds the desirable maximum of 1,500 vehicles per day. Clark Street is one of only two locations to access Greenhill Road from the suburb of Wayville, and traffic regularly backs up past Greenhill Lane;
- Vehicle parking is provided in 7 double stackers and disabled space at ground level, and 8 double stackers and 21 spaces at basement level, providing for 13 plus 37 and a total of 50 spaces. Based on a combination of most favourable standards the overall shortfall is calculated to be reduced to 1 space below recommended (50 provided versus 51 required);
- Commercial floor area is increased in area from 110m<sup>2</sup> gfa 300m<sup>2</sup>, but it has been indicated that the use will be as office, presumably to limit intensity and conflict with residential parking, but there would be no impediment based on parking standards to conversion to a shop or inclusion of a café or food business, unless conditioned, even though practical intensity and conflict in operating periods could occur.

As mentioned previously, any overspill of parking from users and/or visitors will compound demand for on-street parking which is in very high demand already and over-subscribed. No residential parking permits will be issued. This should be a note on approval.

The parking for commercial, resident and visitor parking area (requirement of 8.25 spaces) is not designated. Visitor parking does not appear catered for, given that carpark entries are indicated as secured with doors, and the ground level parking

area only comprises double stackers preventing readily available and convenient parking for visitor use.

A designated freely available visitor parking area for at least 8 spaces is required and with at least 2.6m width for irregular users, as opposed to regular users minimal 2.4m width;



- Resident storage 2.5m<sup>3</sup> cages are indicated above 25 of the basement car parking spaces. This type of storage will not allow for larger vehicles (utes / SUVs / vans etc) to reverse into a parking space. Therefore, any parking spaces with a storage cage must allow for vehicles to enter the space in a forward's direction;
- The required minimum 8m<sup>3</sup> of storage per apartment is comprised of a combination of some located in the limited garage and/or basement cabinets, and/or predominately within each units' cupboards. Use of cupboards in the units seems to entail what is normal small dispersed shelf spaces and not addressing the policy intent or requirement for separate and larger storage space for other bulkier and non-household equipment and goods, eg sports, garden, camping, travel etc;
- Adequate bicycle parking is provided, but none is provided on the ground floor, in a safe and visible location for visitors to residential properties and the commercial tenancy.

It is indicated that bicycle parking (resident and commercial?) will be provided in one secured area and one unsecured area in the furthest reaches at the front of the basement car park. Australian Standards seek appropriate security, access and ease of use;

- Overlooking is not mitigated to reasonably minimise open direct views to south-east and south-west and over adjacent low-density residential properties rear yards. Nor would any privacy be afforded to the south property if that site were redeveloped for residential development into the future;
- Provision of a 9,000-litre underground tank is noted. However, no calculations or management details have been afforded to ascertain appropriate analysis or management of on-site stormwater detention versus retention, and discharge rates and distributed outfall locations to street.

Council has delegated to the Chief Executive Officer or his nominee(s) the authority to negotiate appropriate outcomes regarding street trees, future public realm upgrades and encroachments, in the event that the application is approved.

Appropriate Planning Consent conditions, in the event approval were contemplated, are requested as outlined in previous submission.

The canopy encroachment over the public footpath to Clark Street will require sensitive design and careful assessment to avoid conflict with street tree. The builder will be required to obtain an Encroachment Permit before construction commences and subsequently the owner for the continued encroachment over the footpath.

## **Conclusion**

The development proposal is of great interest to Unley residents, particularly those near the site.

The Council is not the assessing authority, and only an informal referral agency able to make comments and observations. Council concentrates these comments on the specific areas of direct control but also makes observations regarding the most significant divergences from the planning policy parameters.

A medium rise mixed-use development is generally envisaged by the Urban Corridor Zone, however, the highlighted areas of concern with over-development, planning design and council infrastructure matters should be addressed as part of the expected comprehensive assessment by SCAP.

## **Enquiries**

If there are any queries or need for further explanation or information, and invitation to present to SCAP, please contact David Brown, Principal Policy Planner, [dbrown@unley.sa.gov.au](mailto:dbrown@unley.sa.gov.au) or 8372 5185.

Yours sincerely



**Peter Tsokas**

Chief Executive Officer

24 November 2021

The Secretary  
State Commission Assessment Panel  
GPO Box 1815  
ADELAIDE SA 5001

**Attention: Jason Bailey / Peter Douglass**

Metro and Regional Development Assessment  
Planning & Land Use Services | Attorney-General's Department  
E [Jason.Bailey@sa.gov.au](mailto:Jason.Bailey@sa.gov.au)  
E [Peter.Douglass@sa.gov.au](mailto:Peter.Douglass@sa.gov.au)  
E [saplanningcommission@sa.gov.au](mailto:saplanningcommission@sa.gov.au)

Dear Commission

**INFORMAL REFERRAL COMMENTS – DA 090/M021/20 – REVISED PROPOSAL  
70 GREENHILL ROAD WAYVILLE**

Thank you for the informal referral received on the 9 November 2021 of the above-mentioned revised proposal in response to submissions for the above-mentioned application lodged with the State Commission Assessment Panel, and invitation for comment by 24 November 2021 to assist the assessment process.

The nature of development encompasses:

*Construction of a multi-storey, mixed use building comprising residential and commercial uses together with carparking and site works.*

The revised proposal has sought to respond to the issues raised from the range of agency and community stakeholder responses, and most notably reducing the commercial component scale.

Council seeks to provide comment on designated Council matters, and observations on key local planning matters, that require further analysis and assessment by SCAP (State Commission Assessment Panel) in accord with the Heads of Agreement with the State Government in relation to such applications.

**Proposed Comments Summary**

New development is welcomed that leads to the sensitive growth, diversity and enlivening of the city, while maintaining the integrity and function of the corridors and local road network and the character and amenity of neighbourhoods.

The Urban Corridor Zone (Boulevard Policy Area) and policy parameters derive from well-established urban design principles, comprehensive local ('place') contextual analysis and subsequent extensive community engagement.

Generally, the proposal may follow the broad intent of the zone for multi-storey mixed-use development but there are several fundamental variations from policy design parameters. Collectively there is a compounding effect leading to a serious variation from the Development Plan.

There are also fundamental issues regarding the impact upon the public realm infrastructure (hard and soft), local traffic and parking and on-site waste (and other) large vehicle servicing.

The original submission of 23 February 2021 is reiterated and reinforced.

The revised proposal has not addressed the fundamental issues and policy design variations previously raised by Council and still represents an excessive over-development of the small narrow site and impacts upon local infrastructure as evidenced by the following:

- Building over-height - 8 storey versus 7 storey and extra 4.3 metres (17%);
- Building Interface Envelope significantly exceeded to south compromising proper and orderly interface to adjoining Established Neighbourhood Zone (and Historic Area Overlay) and appropriate desired future development outcomes and amenity;
- Front setback to facade of 6m encroached upon with heavy lower podium enclosure, large full height central column, balconies side walls and imposing (versus recessive) overhanging top level and roof top;
- No side setbacks at ground level (versus required 3m to side street boundary) with harsh facade to street and no relief from separation and landscaping;
- Excessive building foot-print (86% versus desired 75%), scale, zone interface encroachment and imposing design compounds excessive building mass;
- Minimal deep soil of 1.1% (minimum required 7% = 78m<sup>2</sup>) and provision of minimum number of medium trees (1/30m<sup>2</sup> = 3) with canopy spread (4-8m);
- Lack of meaningful complementary site landscaping, including trees and under-storey landscaping of appropriate substance, versus inadequate palm tree canopy and small low individual agave specimens;
- Lack of architectural articulation, landscaping and management to laneway interface; with dual double driveways, sightlines for pedestrian and vehicle movement (eg transformer re-located outside the minimum sight triangle specified in AS2890.1) and harsh unrelieved appearance;
- Significant impact on street trees, particularly within Clark Street, due to the deep excavation to site boundaries and the canopies over the footpath location possibly compromising tree canopies. Careful consideration will be required in regard to excavation, canopy design, footpath and verge treatments, and negotiation around street trees if unfortunately they require suitable replacement and supplement;
- Waste service vehicle loading should be conducted wholly on-site. As a compromise alternative to normal preferred forward entry and exit, it may be possible to consider



waste vehicle reversing into site off the lane and to stand wholly on the site during collection. This would also serve for other service vehicles, eg furniture delivery/removal etc.

Waste service hours should be limited to avoid conflicting with peak traffic periods. On- street loading area(s) will not be supported. The critical optimisation of all available on-street parking is compromised. On-street loading from additional frontage of a corner site is an inequitable and unfair advantage to non-corner sites and unfavourable precedent. The office (commercial) component has indicated, and could, receive a kerbside service from Council, but will only be entitled to a basic service, ie 1 x 140L Blue general waste bin and 1 x 240L Yellow recycle bin. Extra bins are not available. If the commercial tenancy were a Café or Food business, a commercial weekly food composting waste collection would be required, and if the tenancy were an office a confidential paper collection service may be required. Council does not provide these services to commercial businesses. Accordingly, they would need to be undertaken by a private commercial waste contractor. In this scenario it would lead to further waste services and trucks visiting this site and compounding problems. A communal collection service would be more efficient and avoid multiple waste services visiting the site. In any event needs to be wholly serviced on-site;

- Excessive local traffic volumes being concentrated and further compounding impacts upon Clark Street and Greenhill Lane due to lack of proper distribution of consolidated access points and movements per Concept Plan Un/6;
- The proposed second Clark Street crossover leads to the further loss of 2 on-street parking spaces, in addition to being located within close proximity to an arterial road (Greenhill Road) and a busy local road (Clark Street) which currently carries over 2,500 vehicles per day (well above desired 1,500 limit). The additional crossover is not considered appropriate and less desirable than option of access from lane;
- Vehicle parking shortfall reduced but still some 8 spaces below recommended (15% - 46 provided versus 54 required) compounding demand on already over-subscribed on-street parking. Commercial floor area reduced to approx. 110m<sup>2</sup> (gross floor area) limiting conflict with residential parking and shortfall but still excessive development intensity for such a small site. Which element of parking provision has a shortfall(s) is not made clear. The parking rates already provide for recognition of mixed use, location on main corridor and proximity to public transport whereby significant further reduction is not justified. On-street parking is in very high demand already. A lack of designation of commercial and resident visitor parking area for 8 spaces (where respective peak hours are conditioned to ensure uses have complementary and not conflicting peaks). The designated visitor parking area spaces will require at least 2.6m width for irregular users, as opposed to regular users minimal 2.4m width. Required resident storage will be provided in cages above the majority of car parking spaces. This type of storage will not allow for larger vehicles (utes / SUVs etc) to reverse into a parking space. Therefore, any parking spaces with a storage cage must allow for vehicles to enter the space in a forwards direction. It should be noted that pursuant to the City of Unley *On-street Parking Exemption Policy* permits are not issued for occupants of new development (post 2013);
- Adequate bicycle parking is provided, but none is provided on the ground floor, in a safe and visible location, for visitors to residential properties and the commercial

tenancy.

It is indicated resident bicycle parking will be provided in an unsecured area in the basement car park. Australian Standards seek appropriate security, access and ease of use;

- Overlooking not mitigated to reasonably minimise open direct views to south east and south west and over adjacent low-density residential properties rear yards;
- Provision of a 9,000-litre underground tank is noted. However, no calculations or management details have been afforded to ascertain appropriate analysis or management of on-site stormwater detention versus retention, and discharge rates and distributed outfall locations to street.

Council has delegated to the Chief Executive Officer or his nominee(s) the authority to negotiate appropriate outcomes regarding street trees, future public realm upgrades and encroachments, in the event the application is approved.

Appropriate Planning Consent conditions, in the event approval were contemplated, are requested as outlined in previous submission.

With the addition of canopy(s) encroachments over the public footpath to Clark Street the builder will be required to obtain an Encroachment Permit before their construction commences and subsequently the owner for their continued encroachment over the footpath.

Please refer to the original submission and requested approval conditions and notes in respect to proper management of development design and activity.

### **Conclusion**

The development proposal is of great interest to Unley residents, particularly those near the site.

The Council is not the assessing authority, and only an informal referral agency able to make comments and observations. Council concentrates these comments on the specific areas of direct control but also makes observations regarding the most significant divergences from the planning policy parameters.

A medium rise mixed-use development is generally envisaged by the Urban Corridor Zone, however, the highlighted areas of concern with planning design and council infrastructure matters should be addressed as part of the expected comprehensive assessment by SCAP.

**Enquiries**

If there are any queries or need for further explanation or information, and invitation to present to SCAP, please contact David Brown, Principal Policy Planner, [dbrown@unley.sa.gov.au](mailto:dbrown@unley.sa.gov.au) or 8372 5185.

Yours sincerely

A handwritten signature in black ink, appearing to read 'P. Tsokas', with a long horizontal line extending to the right.

**Peter Tsokas**  
**CHIEF EXECUTIVE OFFICER**

23 February 2021

The Secretary  
State Commission Assessment Panel  
GPO Box 1815  
ADELAIDE SA 5001

**Attention: Elysse Kuhar**  
Planning Officer  
City and Inner Metro Development Assessment  
Planning & Land Use Services | Attorney-General's Department

Dear Commission

**INFORMAL REFERRAL COMMENTS – DA 090/M021/20  
70 GREENHILL ROAD WAYVILLE**

Thank you for the informal referral received on the 12 January 2021 of the above-mentioned application lodged with the State Commission Assessment Panel, and invitation for comment within 6 weeks (23 February 2021) to assist the assessment process.

The nature of development encompasses:

*Construction of a multi-storey, mixed use building comprising residential and commercial uses together with carparking and site works.*

Council seeks to provide comment on designated Council matters, and observations on key local planning matters, that require further analysis and assessment by SCAP (State Commission Assessment Panel) in accord with the Heads of Agreement with the State Government in relation to such applications.

**Proposed Comments Summary**

New development is welcomed that leads to the sensitive growth, diversity and enlivening of the city, while maintaining the integrity and function of the corridors and local road network and the character and amenity of neighbourhoods.

The Urban Corridor Zone (Boulevard Policy Area) and policy parameters derive from well-established urban design principles, comprehensive local ('place') contextual analysis and subsequent extensive community engagement.

Unfortunately, with excessive large-scale development of small sites an inherent tension arises. However, the primary policy principles and good development outcomes are not obviated.

It is expected the planning policy would be respected as a well-reasoned and accepted desired character outcome for the zone, precinct, corridor and place.

It is disappointing there was no preliminary discussion prior to lodgement and that the proposal lacks due regard for critical policy. A range of substantial variations are unwarranted relative to the specific local circumstances and achieving a better design/place outcome (for all).

Generally, the proposal may follow the broad intent of the zone for multi-storey development but there are several noted variations from fundamental policy parameters. Some are limited variations, individually of moderate significance, but some are substantial variations. Taken collectively there is a compounding effect, suggesting a serious variation from fundamental Development Plan policy parameters of the proposed redevelopment in its current form.

The range of matters and comments raised in this report require further consideration by the SCAP as part of the assessment process, include:

- Building over-height - 8 storey versus 7 storey and extra 2.9 metres (11%);
- Building Interface Envelope significantly exceed to south compromising proper and orderly zone interface;
- Plant and services not shown on roof or building, nor its integrated screening;
- 6m front setback, but encroaching full height columns and balconies;
- No side setbacks at ground level (versus required 3m to side street) with harsh facade to street;
- Building extent and scale compounds over-developed and excessive building footprint and building mass of 86% versus desired 75%;
- Lack of architectural definition to laneway interface, managing dual driveway entry points (ground floor and basement access) and sightlines for pedestrian and vehicle movement surrounding the proposed transformer,
- The recessed lobby lack legibility from the street and the recessed undercover area may pose CEPTED issues
- Vehicle parking shortfall of 23 spaces, or 15 spaces if sharing of ground level commercial parking for resident visitors where respective peak hours are made complementary. Inadequate on-site parking will lead to significant impact upon on-street parking currently under very high demand;
- Compounding traffic implications upon already excessive local volumes in Greenhill Lane and Clark Street due to lack of proper distribution of consolidated access points and movements per Concept Plan Un/6;
- Waste service vehicle loading should be from on-site, ie reverse into site off lane, within limited hours that avoid compounding peak traffic periods and shortage of on-street parking;
- No deep soil (minimum required 7% = 78m<sup>2</sup>) nor provision of any trees, contrary to fundamental policy and reinforcing evidence of over-development;
- Lack of detail and provision for landscaping, including trees and appropriate planters on concrete ground surface;
- Greenhill Road and Clark Street public realm implications, including impact on street trees (or suitable replacement) and footpath and verge treatment;

- Overlooking not mitigated at all to reasonably minimise open viewing to south east and south west and over adjacent low-density residential properties;
- Lack of any appropriate Stormwater Management with no on-site detention and retention to limit discharge to suitable maximum rate;
- Planning Consent conditions, in event approval were contemplated.

Council has delegated to the Chief Executive Officer or his nominee(s) the authority to negotiate appropriate outcomes regarding street trees, future public realm upgrades, canopy encroachments and outdoor dining arrangements, in the event the application is approved.

### **Discussion**

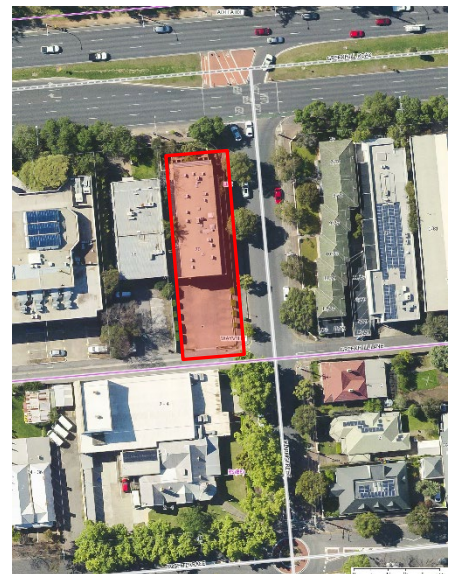
The full assessment of the development is the role of the Planning & Land Use Services (PLUS) officers and the ultimate planning approval judgement the role of the State Commission Assessment Panel (SCAP).

It is appreciated Council's role is limited to comments on designated matters and observations in relation to planning assessment matters from a local perspective to highlight key issues that require further analysis / assessment by PLUS officers and SCAP.

### ***Proposed Development Planning Observations***

In brief, the proposed development encompasses the following key features and planning concerns:

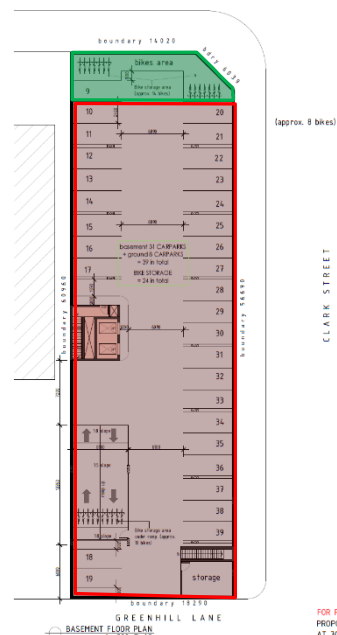
- Site frontage to Greenhill Road of 14.02 and to Clark Street 56.69 metres plus a 4.27 x 4.27 corner cut-off, overall width of 18.29, overall depth of 60.96 metres and an overall area of approximately 1,105m<sup>2</sup>;
- Development involves an 8-storey mixed use building comprising 367m<sup>2</sup> of commercial / office space on ground level and 30 apartments above (5 x 1 bedroom, 10 x 2 bedroom and 15 x 3 bedroom). In addition to good diversity of dwelling sizes and active ground level frontages, a net density of over 270 dwellings per hectare is achieved, well above desired minimum of 75 d/Ha;
- Height to eight (8) storeys (25.8 to 28.4 metres - roof services not shown) versus policy of seven (7) storeys (25.5 metres). Represents a notable but not in itself large variation over the total desired height by 0.3 to 2.9 metres (11%);







- At the ground level Clark Street 0.0m setback does not address required 3.0m side street setback, providing no relief to street from long, harsh and plain building façade and excessive building foot print of 86% compared to conforming one of 75%. Acknowledge setback provided above ground level, for residential amenity and building articulation;



- The full site is excavated to the extent of the boundaries ignoring required 7% (78m<sup>2</sup>) for deep soil, that should be provided to realise complementary trees at least to the Greenhill Road frontage area and desirably Clark Street and rear laneway;
- Further, any intimated green landscaping areas would be directly upon ground level concrete slab, with no detail provided of how effective planting would be achieved, noting the requirements are similar to a roof top garden;
- Similarly, the planting shown at the southern end of the development surrounding the proposed transformer would have specific design requirements to accommodate for low natural-light due to orientation and shadowing
- Excavation will also pose impacts to the root zones of the existing street trees. Further detail is required regarding efforts to protect existing trees or proposals for the likely replacement, noting compromised ground and overhead space for suitable scale of trees;
- On-site parking should be adequate to meet demand, guided by appropriate standards. Applicable standards indicate 54 (53.75) spaces are required. A shortfall of 23 spaces from the 39 spaces (8 at ground level and 31 in basement) provided on-site, or 15 spaces if sharing of ground level commercial parking for resident visitors where respective peak hours are made complementary. Scale of development needs to be reduced and number of spaces increased;
- Parking for 24 bicycles is provided in the underground basement level. Standards indicate 25.5 is required, 17.45 occupants and 8 for visitors. No provision for bicycles is evident at the ground level to service the respective visitor requirements, which could also increase overall provision.
- Storage areas for the residential apartments (min 8 m<sup>3</sup>) are not evident, which is a critical requirement for practical use by residents.
- Open overlooking without any consideration to mitigation to adjacent low density residential private areas, to the south, south-west and south-east, ie by orientation of outlooks, focus on long views, recessed viewing points, screening (eg obscure glass) to balconies and windows; The general *Residential Development* policy regarding a 30 metre separation does not address consideration of the general policy in *Design and Appearance, Interface Between Land Uses, Medium and High Rise Development (3 or More Storeys)* and *Urban Corridor Zone* policy where additional general policy indicates "...minimise direct overlooking of the habitable rooms and private open spaces of dwellings..." "Development adjacent to a Residential Zone should be designed to minimise overlooking and overshadowing of adjacent dwellings and



*private open space...” “Balconies ... should ... allow views ... while providing for ... visual privacy of nearby living spaces and private outdoor areas...” “...Overlooking ... impacts will be moderated through good design and mitigation techniques ...” “... Impacts on adjoining zones will be minimised through appropriate ... design and location of on-site activities/windows/balconies ...”*

- Energy efficiency includes provision for passive design, natural light and cross-ventilation. Solar collection panels are not currently included but good solar access is available for future fitting on the roof-tops. Deep soil, trees, general landscaping, courtyard/balcony planting and green walls are lacking.

Overall, the proposal has several variations from fundamental policy parameters. Some are limited variations, individually of moderate significance, but together and the key elements are considerable variations. The proposal is a new application to be determined on its own merit, not on any previous precedence, and the integrity of the policy, resolved after comprehensive community debate, should be better observed.

### **Council Issues**

Council specific comment is provided in relation to matters where there are direct implications upon local public infrastructure as follows:

- Encroachments – footpath canopies
- Public realm and street trees
- Vehicle traffic, access, parking and waste servicing
- Stormwater management

### ***Encroachments***

#### **Footpath Canopies**

No encroachments of the public realm are evident.

### ***Public Realm / Street Trees***

There are two small, and two larger mature, street trees on the frontage of Clark Street and a small and larger mature street trees to Greenhill Road frontage. They are in fair condition, albeit some of poor form and damaged, but are generally beneficial and provide amenity and green canopy.

The excavation to the boundary encroaches into the root zone and is likely to negatively impact upon their reasonable retention. Their removal would be unfortunate, but replacement could deliver a new coordinated public realm.

At this stage no discussion has occurred on Council requirements, costs and additional opportunities to collaborate and mutually contribute to a public realm upgrade.

The lack of any landscaping, and deep soil, on the site compounds the critical need to maintain a high level of street trees and green public realm.

Construction will impact upon the area and footpaths surrounding the site. Alternative arrangements will need to be made during construction.

Any damage, additional planting and reinstatement of footpaths etc will be managed and costs recovered via normal Council procedures from the owner/developer.

### ***Vehicle traffic, access, servicing and parking***

#### Traffic and Access

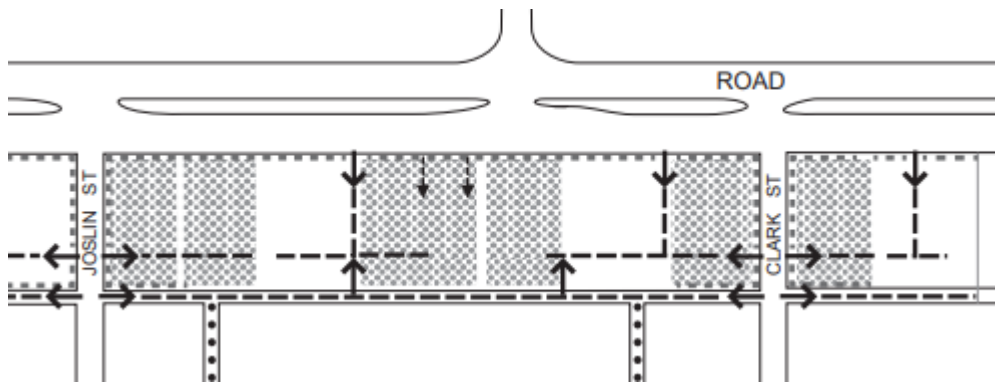
Vehicle access is entirely from Greenhill Lane (6.1 metres wide) and via two two-way crossovers (comprising 12.2 of 18.1 metres frontage). This replaces the existing single two-way crossover to Greenhill Lane.

Greenhill Lane is a two-way lane currently providing access to 10 car parks on the northern side, only one of which has a dual access from Greenhill Road. It also provides rear access to residential properties on the southern side. Traffic counts undertaken in 2018 indicate that Greenhill Lane carries approximately 450 vehicles per day. However, as this data is generally collected approximately half way between Joslin Street and Clark Street, it does not capture traffic entering and exiting from the same street (for example, entering from Clark Street and accessing a car park to properties 64-70 Greenhill Road, and exiting to Clark Street). This suggests that the traffic volume is likely significantly higher.

Clark Street currently carries up to 2500 vehicle per day in the section from Rose Terrace to Greenhill Road, which exceeds the desirable maximum of 1500 vehicles per day on a residential street. Recent data collection at the Clark Street/Greenhill Road intersection indicates that traffic regularly queues back to Greenhill Lane during peak times and as far as Rose Terrace. This traffic volume is high as Clark Street and Joslin Street are the only accesses on to Greenhill Road between King William Road and Goodwood Road from Wayville, with the only other efficient way to travel north requiring a right turn on Goodwood Road.

Estimated traffic generation rates in Department of Infrastructure and Transport (DIT) '*Trip generation rates for assessment of development proposals (2014)*' indicates that the development would generate 220 vehicle trips per day and 23 in the peak hour (assuming medium density and larger dwellings, which is appropriate considering the high proportion of 3-bedroom apartments). This would be significantly higher if the ground floor tenancy were a shop like a supermarket, eg an IGA, instead of an office, as mentioned in the planning report. This would result in a theoretical total trip generation of 648 vehicles per day and 65 during the peak hour for the development. However, this would be unlikely fully realised as parking supply would limit the number of potential customers.

The lack of a larger site (encouraged amalgamation) and distribution of consolidated access points and distributed movements to Greenhill Road per Concept Plan Un/6 compromises envisaged, proper and orderly long-term development outcomes and traffic management. All traffic (anticipated 220 vehicles per day) to Greenhill Lane will compound existing load, and with further such envisaged development, will inevitably lead to excessive pressure, conflict and dis-function of Greenhill Lane.



Concept Plan Map Un/6

Given limited access and egress points from the suburb, significant existing commercial development and large school on Rose Terrace there is considerable demands on peak traffic flows and on-street parking. Careful and forward-focussed appropriate distribution and management of access and traffic movement for anticipated new major development is required. This could include a ground floor site layout that provides for future car park amalgamation with neighbouring properties and alternative consolidated access other-than solely Greenhill Lane, which need not compromise functionality in the short term.

The two-way access to Greenhill Lane is indicated to be 6.1 metres (inclusive of 0.3 metre clearances which is minimal) and would likely leading to potential conflict between entry and exit movements, traffic queuing and interrupting on-street movement. The accessways should be clearly divided and line-marked to avoid this.

Access, car parking and manoeuvring within the car park are tight, premised on 85<sup>th</sup> percentile size vehicles rather than more practical 99<sup>th</sup> percentile, that lead to counter flows and movement conflicts in aisles, driveways and potentially for vehicles entering the site. AS2890.1 indicates that intersections between circulation roadways, ramps and aisles shall be designed for an 85<sup>th</sup> percentile and 99<sup>th</sup> percentile vehicle to pass one-another, which is unlikely to be achievable with the current design. In addition to this, although not mandatory in a private car park, a turnaround area at the northern end of the basement car park would improve functionality of the car park and provide greater flexibility for future public use.

The electricity transformer is noted as a potential interference to sight lines from Greenhill Lane to Clark Street with a mirror as a suggested solution. New development should avoid inherent design failings. The suitable (re)location of the transformer should be incorporated into the design to ensure appropriate sight lines are provided for in the new design.

Clark Street provides important pedestrian and cycle connections into the CBD, with a separated crossing established at Greenhill Road. The corner treatment of Clark Street / Greenhill Lane must consider these increasing accessibility requirements and ensure improved sightlines.

The construction of such a large development will be long and complex requiring careful consideration of staging and management of external impacts, notably traffic, parking, pedestrians and environmental emissions. A Construction Management Plan, to the reasonable satisfaction of Council, should be required as part of the

approval and before proceeding with the development. Due to its proximity to the CBD and existing businesses along Greenhill Road, the existing streets are managed with timed parking and it is recognised there is limited day time parking available within the local area. The Construction Management Plan should incorporate for alternate parking provision for trades associated with the construction.

### Vehicle Parking

On-site parking should be adequate to meet demand, guided by appropriate standards.

The site location and lack of comparable surrounding services and facilities do not relate to a District Activity Centre.

Table Un/5 standards for residential development in higher density mixed use development are applicable. The parking standards are already substantially discounted for mixed-use and availability of on-street parking. Expectations for additional discounting based on the reasons already accounted for are unwarranted.

Based on provisions for higher density and mixed-use development in the Urban Corridor Zone in the Unley (City) Development Plan (Table Un/5 for residential and Un/5A for commercial) the required car parking is as follows:

Land Use	Scale	Rate	Required	Provided
<b>Shop/Office/Consult</b>	367m <sup>2</sup> ?	Min 3 / 100m <sup>2</sup> gla	11.25	11 <sup>+</sup>
<b>Outdoor Dine</b>	?m <sup>2</sup>	Min 3 / 100m <sup>2</sup> gla	?	
<b>Ground level</b>			8	8 <sup>+</sup>
<b>Basement</b>			3	3
<b>Total</b>			11.25*	11 <sup>+</sup>
<b>Apartments</b>				
<b>1 bed or &lt; 75m<sup>2</sup></b>	5	0.75	3.75	
<b>2 bed or &gt; 75m<sup>2</sup></b>	10	1.25	12.5	
<b>3 bed or &gt; 150m<sup>2</sup></b>	15	1.75	26.25	
<b>Visitor – ground level</b>	30		7.25 <sup>+</sup>	8 <sup>+</sup>
<b>Basement</b>			42.5	28
<b>Total</b>			53.75	39
<b>Shortfall Shared</b>				<b>15<sup>+</sup></b>
<b>Shortfall Total</b>				<b>23</b>

- + Including disabled space – shared and used out of commercial hours for residents' visitors
- \* Resident visitor and commercial public parking may be shared given complementary peaks
- gla "**gross leasable area** means **total floor area** of a building excluding public or common tenancy areas such as malls, verandahs or public toilets"
- "**total floor area** with respect to a building or other roofed area means the sum of the superficies of horizontal sections thereof made at the level of each floor, inclusive of all roofed areas and of the external walls and of such portions of any party walls as belong to the building"

This presents a shortfall of 15 spaces from the 39 spaces (8 at ground level and 31 in basement) provided on-site, if sharing of ground level parking for residential visitors (7.5 residential visitors spaces = 30 dwellings at 0.25) where respective land uses

are complementary and have contrary peak times. Otherwise there is a shortfall of 23 spaces where peak times are not complementary, eg shop (supermarket, café etc) operating after hours and weekends. Scale of development needs to be reduced and number of spaces increased.

Based upon Table Un/5 for residential development 42.5 spaces are indicated (3.75 for 5 x 1 bed, 12.5 for 10 x 2 bed and 26.25 for 15 x 3 bed) plus 11.25 for commercial office.

Car park designation and allocation should be reviewed, to ensure 3 spaces are allocated in the basement for commercial tenants in addition to the 8 spaces at ground level being freely available for commercial activity and resident visitors.

There is currently very high demand for on-street parking, mainly from adjacent business premises staff and visitors. Time managed parking, 2 and 4 hrs, is widespread to ensure turn-over but this does not address the inherent shortage. The level of on-site parking is therefore critical to not exacerbate the existing situation and to ensure a practical operation of the subject development.

### Bicycle Parking

Based on provisions for higher density and mixed-use development in the Urban Corridor Zone in the Unley (City) Development Plan (Table Un/6) provide for the required bicycle parking as follows:

Land Use	Scale	Rate	Required	Provided
<b>Shop/Office/Consult</b>	367m <sup>2</sup> ?			
<b>Employee (basement)</b>		1/150m <sup>2</sup> gla	3	3 <sup>+</sup>
<b>Visitor (ground level)</b>		2 + 1/500m <sup>2</sup> gla	3	0?
<b>Residential</b>	30			
<b>Resident (basement)</b>		1 / 2 dwellings	15	21 <sup>+</sup>
<b>Visitor (ground level)</b>		1 / 6 dwellings	5	0?
<b>Total</b>			26	24
<b>Employee / Resident</b>			18	24
<b>Visitor</b>			8	0?

Reasonable bicycle parking may be provided, but is marginally short with 24 versus 26 required, albeit ground level visitor parking is not indicated.

Additional provision is possible at ground level, and the 8 required public visitors could be included, to address shortfall and respective visitor requirements - 4 should be provided to the front of the site adjacent to commercial entry and 4 to side adjacent residential entry.

Dedicated racks for employees and resident occupants within the basement carpark should be allocated and designated to meet the respective needs. Further, safety for cyclists traversing the vehicle driveways and carpark area amongst moving vehicles should be better addressed. Also parking in confined ends of the basement create security issues for users where security for bicycles and critically people should be addressed.

### Waste Servicing

A comprehensive Waste Management Plan appears to address the adequate capacity, separated streams and servicing for waste generation. The provision for waste and bins should address the highest order use, eg retail, to future proof adequate and appropriate ongoing service.

Routine collection is anticipated for 3 residential services and 4 commercial services weekly of larger and in some cases multiple bins. It is suggested these may be collected at the same time, but this would require a coordinated service, when separate services may arise increasing visits to 7 per week. Particular adhoc requirements for additional specific pick-ups and hard waste will occur on a needs basis.

Collection times have not been nominated, other-than for typical EPA and council requirements of 7am to 7pm Monday to Saturday and 9am to 7pm Sunday and public holidays. This may be reasonable for on-site service, but not for on-street. In any event very specific nominated collections would be preferable, between 10:00 am to 3:00pm, to minimise impacts to residents and peak traffic periods, including the adjacent school. Avoiding Sunday servicing would be preferable.

Waste management arrangements appear adequate, but waste vehicle servicing is proposed to occur from Clark Street, and from a necessary dedicated loading zone. This is contrary to policy which requires such servicing occur on the site, desirably with forward access and egress, and without disruption to on-street parking already in short supply and high-demand.

Unfortunately, with such large-scale development of small sites an inherent tension arises to achieve effective functionality.

While not ideal, a preferable arrangement would be for modest service vehicles (max length 8.8 metres) to enter from, and exit to, Clark Street in a forward direction from Greenhill Lane, and reverse into the site from the lane, ensuring the most effective turn path geometry and least impacts, to afford servicing from on-site.

### ***Stormwater Management***

The existing development has a limited pervious and high impervious area, but the proposed development has a 100% impervious area.

The maximum runoff flow rate for commercial development should be less than pre-existing and the equivalent of 80% impervious (20% pervious) whichever is the lesser in accord with Development Plan (Unley) and City of Unley *Development and Stormwater Management Design Guide*.

On-site stormwater management is not addressed. Provision should be made for adequate on-site storage for detention, retention and quality management to address on-site WSUD and required peak stormwater outflows.

The outlets to public roads and stormwater infrastructure to address 1:10 year ARI events should be kept below 4 to 5 l/s. These should be distributed equidistant, and as generously separated as possible, along road frontages.

Water quality issues are limited. Stormwater is mostly roof run-off, with gross pollutants able to be settled out through tanks. The driveway and paved surfaces could lead to more pollutants, but these can be treated via grated sump traps.

### **Planning Consent Conditions**

In the event approval is contemplated there are various issues that have been identified where planning conditions are warranted, as follows:

- Car parking design and dimensions be reviewed to improve convenient and efficient on-site circulation, space useability and conformity with AS2890 and 99<sup>th</sup>% ;
- Car parking on-site be allocated to ensure:
  - at ground level a minimum of 18 spaces are provided (additional 7 spaces or commercial floor space and dwellings be commensurately reduced);
  - no restricted access to ground level during operating times for commercial activities and residential visitors;
  - a minimum of 3 spaces be allocated in the secure basement parking area for use by staff of the commercial tenancies;
- Bicycle parking on-site be allocated to ensure:
  - at ground level a minimum of 8 spaces are provided (3 for commercial visitors and 5 for resident visitors);
  - at basement level the available spaces are designated for minimum allocation of 3 to commercial tenants and 18 for resident occupants;
- Non-residential land uses not operate outside the hours of 7.00am to 7.00pm Monday to Friday to ensure complementary sharing of parking for residential visitors;
- Café/restaurant not operate outside the hours of 9.00am Sunday and 7.00am Monday to Thursday to 10.00pm and 7.00am to 11.00pm Friday and Saturday;
- Waste and servicing vehicles be a maximum length of 8.8 metres and enter from, and exit to, Clark Street in a forward direction from Greenhill Lane to ensure the most effective turn path geometry and least impacts, to afford servicing from on-site;
- Waste and service vehicles only visit the site between 10:00am to 3:00pm Monday to Saturday, excluding Sundays and public holidays, to avoid peak traffic periods and respite days;
- Waste servicing accord with the Waste Management Plan and consolidate spaces, allow for compaction and optimise use of larger 1100L bins wherever possible to reduce the number of required collections per week;
- The two two-way rear accessways be clearly divided or line-marked to avoid vehicles not staying in their path and blocking opposite movement and interrupting on-street movement;

- Overlooking of adjacent private habitable areas towards the south east through to the south west be minimised by further design and mitigation techniques to external window and balcony placement, orientation, vertical and horizontal screening;
- Public realm configuration, alterations and damage in relation to footpaths, verges, encroachments, outdoor dining, crash protection, street trees etc are to be resolved with, and approved by, the Council at the expense of the owner/applicant;
- A detailed stormwater management plan with accompanying calculations shall be submitted which demonstrates the retention/detention volumes to ensure the flow rates discharging from the development are less than or equal to the lesser of pre-existing development or 80% impervious site coverage, and include:
  - stormwater from non-permeable surfaces (eg roofs, courtyards and carparks) collection on-site, treatment, detention and optimised onsite reuse for grey water, eg toilets and landscaping irrigation;
  - rainwater detention and retention tanks be sensitively incorporated into plans without compromising other required functions or overall design with scale, location and screening of screen
  - Street outlets to the street be limited to 4 litres per second each and distributed equidistant and as generously separated as possible along road frontages;
  - connections to the main infrastructure be upgraded to provide sufficient capacity to accept the additional flows generated during a 1 in 10 year storm event:

The preceding shall be carried out in consultation with City of Unley Council and to the satisfaction of the State Commission Assessment Panel;

- A Construction Management Plan be resolved with Council and provided with development approval and before commencement of construction to guide the requirements and operations during construction to avoid traffic, parking (including alternative provision), operating hours, noise, pedestrian and amenity issues;
- It is requested a Note be added indicating pursuant to the City of Unley *On-street Parking Exemption* Policy permits are not issued for occupants of new development (post 2013).

## **Conclusion**

The development proposal is of great interest to Unley residents, particularly those near the site.

The Council is not the assessing authority, and only an informal referral agency able to make comments and observations. It is therefore appropriate that Council concentrate on the specific areas of direct control while raising its concerns regarding the most significant divergences from the planning policy parameters.



The nature of a large-scale mixed-use development generally accords with the Urban Corridor Zone intent. However, the highlighted areas of concern with planning design and council infrastructure matters should be addressed as part of the expected comprehensive assessment by SCAP.

**Enquiries**

If there are any queries or need for further explanation or information please contact David Brown, Principal Policy Planner, [dbrown@unley.sa.gov.au](mailto:dbrown@unley.sa.gov.au) or 8372 5185.

Yours sincerely

A handwritten signature in black ink, appearing to be 'PTs', followed by a long horizontal line extending to the right.

**Peter Tsokas**  
**CHIEF EXECUTIVE OFFICER**

State Commission Assessment Panel,  
G.P.O. Box 1815,  
ADELAIDE SA 5001

Dear Sir,

I advise that this Agency has **the attached ~~no~~ report** to make on the proposed development described below.

David Brown  
Principal Policy Planner

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Reporting Officer

23 February 2021

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Date

**INFORMAL REFERRAL**



Level 5, 50 Flinders Street  
Adelaide SA 5000

GPO Box 1815  
Adelaide SA 5001

Telephone: 08 7109 7060  
ABN 92 366 288 135

<http://www.saplanningcommission.sa.gov.au/scap>

Our Ref: 2020/21416/01

12 January 2021

**Council:** City of Unley  
**Application Number:** 090/M021/20  
**Proposed Development:** Construction of a multi-storey, mixed-use building comprising residential and commercial uses together with car parking and site works.  
**Subject Land:** 70 Greenhill Road, Wayville  
**Relevant Authority:** State Planning Commission  
**Planner:** Elysse Kuhar

The State Planning Commission (SPC) has received the development application described above (all relevant documentation is attached). The SPC is seeking comment from your Council to assist it in reaching a decision and would appreciate a response within **6 weeks** of receipt of this correspondence. Should no report be received by the SPC within that period the SPC will deem that you have no comments to make on the proposal.

Council's comments will not include a full planning assessment of the application, but may include comments on any local strategic issue, policies or plans. This may include comments on proposed policy amendments, planned public realm improvements, traffic management, waste services, encroachments, local heritage issues or the like for consideration by SPC. Council may also make brief observations in relation to planning assessment matters from a local perspective to highlight key issues that may require further analysis / assessment by SPC assessing officers.

Your co-operation in using the attached form when replying would be appreciated.

If you have any questions relating to this matter, please contact Elysse Kuhar of this office by telephone on 7109 7072 or email [elysse.kuhar@sa.gov.au](mailto:elysse.kuhar@sa.gov.au).

Yours faithfully,

For **STATE PLANNING COMMISSION**