**POLICY NO: 7.5.12** 

# DEVELOPMENT GUIDELINES FOR COMMERCIAL AND MIXED USE DEVELOPMENTS

#### INTRODUCTION

The concept of urban design relates to the integration of land use, movement and traffic management and the form of the built environment. Its aim is to provide high quality urban places that are efficient, functional and attractive, and can respond to the changing needs of the community, environment and the economy over time.

Urban design contributes to, and bridges between planning and design specialties. It deals with the three-dimensional built environment by addressing the context of buildings and spaces rather than the objects themselves.

The purpose of this policy is to provide guidance on the design of buildings and spaces to achieve an enhanced urban environment and to improve the experience of a precinct for pedestrians. This policy is to be used in conjunction with the City of Vincent Town Planning Scheme and other local planning policies and guidelines.

Where an inconsistency exists between provisions within the City's Precinct Policies and this Policy, the provisions within Policy No. 3.5.12 relating to Development Guidelines for Commercial and Mixed Use Developments are to prevail.

#### **OBJECTIVES**

- 1. To enhance the physical quality and character of the built environment through sensitive and innovative design of buildings and spaces.
- To create private and public spaces that are safe, attractive and surrounded by active vibrant uses that will become the focal point of the City's Town Centre areas and commercial strips.
- 3. To provide guidance to facilitate site responsive commercial and mixed use development within the City that responds to the amenity and development potential of the locality.

# **POLICY STATEMENT**

## 1. BUILT FORM AND DESIGN

#### 1.1 Building Heights

Building heights shall be in accordance with the relevant Precinct Policy.

Additional storeys to building heights prescribed in the relevant Precinct Policy can be considered in accordance with the City's Policy No. 3.5.11 relating to the Exercise of Discretion for Development Variations.

# 1.2 Building Setbacks

Parformana Critoria	Acceptable Development
Performance Criteria P1.2.1 Street Setbacks	Acceptable Development AC 1.2.1 Street Setbacks
Nil	In accordance with the relevant Precinct Policy.
P1.2.2 Side Setbacks Nil	AC 1.2.1 Street Setbacks In accordance with the relevant Precinct Policy and the Residential Design Codes where applicable.
P 1.2.3 Rear Setbacks Sufficiently ensures that the proposed development demonstrates no greater impact on the outdoor living area and habitable rooms with respect to privacy, light and overshadowing than a compliant 6 metre setback to the property directly backing on to the proposed development.	AC 1.2.3 (i) Abutting Residential R60 and Below to the Rear Where the proposed development backs on to the rear of a property zoned Residential R60 and below the setback must be 6 metres from rear lot boundary to the rear of the proposed development.
	If there is a Right of Way (ROW) between the two properties the measurement of the 6 metres includes the width of the ROW.
	Variations to the required 6 metre setback can be considered where a development demonstrates all of the following elements:
	The proposed development will not result in any greater shadow to outdoor living areas or habitable rooms as a compliant 6 metre setback;
	The proposed development will not result in a reduction of the level of privacy as a compliant 6 metre setback;
	Landscaping for a minimum width of 2 metres, including deep soil planting, including a minimum of 100 litre trees at a maximum spacing of 5 metres across the full length of the site and/or retention of existing mature trees and vegetation incorporated into the rear of the proposed development as a buffer to the rear abutting property; and

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Performance Criteria	Acceptable Development
	The building bulk of the property is to be scaled proportionally and staggered lower in height of at least one floor to the rear.
	AC 1.2.3 (ii) Abutting Residential R80 and Above to the Rear Where the proposed development backs on to the rear of a property zoned Residential R80 and above the setback must be 4 metres from rear lot boundary to the rear of the proposed development.
	If there is a Right of Way (ROW) between the two properties the measurement of the 4 metres includes the width of the ROW.
	Variations to the required 4 metre setback can be considered where a development demonstrates all of the elements listed for the R60 and below requirements above.

# 1.3 Corner Sites

Performance Criteria	Acceptable Development
P1.3 Developments on corner sites shall be designed to express the significance of these sites and are to frame the corner to define the built form and give a strong edge to the public realm. These corner sites need to be expressed as strong visual elements that integrate with both street frontages.	<ul> <li>AC 1.3 A well designed corner site that establishes a focal point and architectural and design features that demonstrates the following key elements:</li> <li>Significant major openings on all elevations fronting roads;</li> <li>Ground level activity and interaction;</li> <li>Distinctive roof forms that project beyond the remainder of the building form;</li> <li>Variety of materials, textures and colours;</li> <li>Façade articulation;</li> <li>Increased building height;</li> <li>Public art work; and</li> <li>Elevation cognizant of built form inclusive of surrounding footpaths, roads and landscaping.</li> </ul>

#### 1.4 **Articulation**

# **Performance Criteria** P1.4 Buildings are articulated to enable visual interest to the street, by ensuring buildina building elements are integrated into the overall building form and façade design and creating innovative expression that is both contemporary and characteristic to the locality and contributes to a fine grain urban character by ameliorating excessive bulk.

## **Acceptable Development**

- AC 1.4 A well designed articulated shall demonstrate the following elements:
- Differing heights, setbacks and openings;
- Variety of textures, colours and building materials;
- Incorporation of a variety of façade including balconies. elements balustrades, sun shading devices and screens;
- Facades that respond to the building's use and site context through appropriate scale, rhythm and proportioning; and
- Integration of various elements, including; security grills/screens, car park entry doors, shading and screening structures, signage. drain pipes, air conditioning units and other building services into the overall design of the building.

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#### 1.5 **Parapet Walls**

Performance Criteria	Acceptable Development
P1.5 Buildings with a side that is exposed and visible to the street shall incorporate design features which articulate the wall and provide visual interest to the street.	street are to incorporate the following

#### 2. STREETSCAPE RELATIONSHIP

#### **Ground Floor Frontage**

Performance Criteria	Acceptable Development
P2.1 Commercial and Mixed Use developments shall integrate with adjoining streets, laneways, parks and other public spaces; provide building frontages that contribute to the liveliness, interest, comfort and safety of adjacent streets, laneways, parks and other public spaces; and provide for passive surveillance of streets, laneways, parks and other public spaces.	frontages the development shall demonstrate all of the following elements:  AC 2.1.1 Building frontages with commercial uses at ground floor shall provide clear glazing to ground street level with display windows and/or

Performance Criteria	Acceptable Development
	AC 2.1.2 Building frontages with commercial uses at ground floor shall have a window sill height of a maximum of 700 millimetres above the adjacent footpath;
	AC 2.1.3 Building frontages shall incorporate facades with fine-grain details;
	AC 2.1.4 Buildings shall not have large expanses of blank walls on ground floor street frontages; and
	AC 2.1.5 Buildings are to ensure casual surveillance of the public realm by providing ground level windows overlooking the street.

# 2.2 Awnings

Performance Criteria	Acceptable Development
P2.2 Commercial and Mixed Use Developments are to provide awnings that respect the preferred character or existing character of a streetscape to provide shelter for public streets and spaces and to contribute to the legibility of buildings, whilst adhering to the minimum standards for awnings detailed in the City's Local Law 2008 relating to Local Government Property.	the minimum standards for awnings detailed within City's Local Law 2008 relating to Local Government Property, the design of awnings shall incorporate the following elements:  AC 2.2.1 Provide continuous awnings along the full length of retail/commercial frontages and key pedestrian walking routes;  AC 2.2.2 Where there is an existing pattern of awnings, complement the
	existing height, depth and form of awnings;  AC 2.2.3 Provide sufficient protection from sun and rain;
	AC 2.2.4 Contribute to the legibility of the development and amenity of the public domain by locating awnings over building entries and/or utilize to define building entries;
	AC 2.2.5 Design into the awning the location of any existing and/or proposed verge tree/s;

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Performance Criteria	Acceptable Development
	AC 2.2.6 Be a minimum of height of 2.75 metres from the footpath level to the underside of the awning; and
	<b>AC 2.2.7</b> Be a minimum of 500 millimetres and a maximum of 750 millimetres from the kerb line.

# 2.3 Signage

All proposed signage is to be in accordance with the City's Policy relating to Signs and Advertising.

#### 2.4 Fencing and Gates

- 2.4.1 Street walls and fences within the front setback area to the primary street are not permitted for Commercial and Mixed-Use Developments.
- 2.4.2 Any proposed vehicular or pedestrian entry gates shall be a minimum of 75 per cent visually permeable, and shall be either open at all times or suitable management measures shall be implemented to ensure access is available for visitors at all times.
- 2.4.3 Any proposed vehicular or pedestrian entry gates shall be visually truncated to a maximum of 0.65 metres for a distance of 1.2 metres from the property.
- 2.4.4 Where a development has direct vehicular access from a Primary or District Distributor road, the vehicular entry gates are to be setback so that a sufficient vehicular queuing area is provided.

#### 3. ACCESS AND PARKING

# 3.1 Car Parking

All requirements relating to car parking including mechanical car parking (car stackers), is to be in accordance with the City's Policy relating to Parking and Access and the Residential Design Codes where applicable.

#### 3.2 Vehicle Access

- 3.2.1 Developments are to ensure that vehicle access to and from a site is safe, manageable and convenient and that the number, location and design of vehicle crossovers minimises the impact of pedestrian safety. This shall be achieved through the following mechanisms:
  - 3.2.1.1 Vehicle access to sites shall be from a right of way or secondary street where available:
  - 3.2.1.2 Where vehicular access is provided from a street, all vehicles are required to enter and exit the site in forward gear;

- 3.2.1.3 All parking areas shall comply with the Australian Standard 2890.1:
- 3.2.1.4 Vehicle access to and from sites must provide suitable truncations;
- 3.2.1.5 The number of crossovers is to be kept to a minimum;
- 3.2.1.6 The location of crossovers should maximize the retention of onstreet car parking spaces; and
- 3.2.1.7 Developments should avoid creating car parking, co-located or continuous garage doors along ground frontages.

## 3.3 Pedestrian Access

Performance Criteria	Acceptable Development
<b>P3.3.1</b> Pedestrian entrances shall be clearly identified into buildings to provide a well designed and functional public realm interface for all users.	
	AC 3.3.1(i) Be visible and easily identifiable from the primary and secondary street and visitor car parking areas and other public areas;
	AC 3.3.1 (ii) Directly front the primary street;
	AC 3.3.1 (iii) Provide shelter, a sense of personal address and a transitional space around the entry; and
	AC 3.3.1 (iv) Provide a direct visual connection between adjoining streets (both primary and secondary) and stairs, lift and/or lift lobbies.
P3.3.2 Pedestrian entrances need to be clearly differentiated for all use types	AC 3.3.2 To achieve clearly differentiated pedestrian entrances, the following elements shall be demonstrated:
	AC 3.3.2 (i) Developments shall distinguish residential entries from retail and other commercial entries;
	AC 3.3.2 (ii) For developments with ground floor residential apartments multiples entries shall be provided directly from the street; and
	AC 3.3.2 (iii) Developments shall provide a clear separation between pedestrian entries and vehicle entries.

Performance Criteria	Acceptable Development
P3.3.3 Pedestrian entrances need to be accessible for all abilities	AC 3.3.3 Pedestrian entrances shall be made accessible for all abilities by developments demonstrating the following elements:
	AC 3.3.3 (i) Providing pedestrian access from the visitor car parking area to the pedestrian street entry point of the proposed development.
	AC 3.3.3 (ii) Ensuring that any ramps are located for convenience and are integrated into the overall design of the building;
	<ul> <li>AC 3.3.3(iii) The minimum width for pedestrian walkways within arcades and shopping malls are to be in accordance with the following:</li> <li>Shops on both sides of arcade – 4 metres</li> <li>Shops on one side – 3.5 metres</li> <li>Pedestrian access with no shops – 3 metres</li> </ul>

# 4. SAFETY AND SECURITY

All developments should incorporate the following principles of Crime Prevention through Environmental Design (CPTED) to assist in the reduction in the opportunities for offending and create a feeling of safety.

Performance Criteria	Acceptable Development
P4.1 Surveillance Developments shall use design features and activities that create a perception of increased risk of detection for perpetrators of criminal activity and increased safety and security for legitimate users.	design features shall be incorporated into developments to provide adequate

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Performance Criteria	Acceptable Development
	AC 4.1.4 Entrances are orientated to face open or active spaces and are clearly defined, distinguishable from public walkways, secure and well lit;
	AC 4.1.5 Lobbies and foyers are to visible from the exterior so that entry and exist spaces can be readily seen; and
	AC 4.1.6 Visually permeable front fencing.
P4.2 Access Control Developments shall use design features that deny offenders access to targets, reduce their escape opportunities and guide legitimate users through the environment.	AC 4.2 Access Control The following design features can be incorporated into developments to achieve safe access control:  AC 4.2.1 Solid roller shutter doors
	shall not be permitted on any façade that is visible from a street;
	AC 4.2.2 Where security doors, gates and grilles are provided they should designed so as to be integrated into the development and not afterthoughts;
	AC 4.2.3 Where security doors, gates and grilles are provided, a minimum of 75 percent visual permeability is required and shall be placed a minimum of 0.25m behind the main wall or window of the façade and not visible during trading hours;
	AC 4.2.4 Ramps and steps and changes of ground levels are to be incorporated into developments to create effective local access controls and delineate ownership or use changes;
	AC 4.2.5 Features or structures that can be used as natural ladders to gain access to higher levels, windows or doors and to be avoided; and
	AC 4.2.6 Visitor Parking shall not be behind any proposed security gates, unless special approval is sought from the Council.

Performance Criteria	Acceptable Development
P4.3 Lighting Developments are to provide sufficient lighting during both the day and night so that people can see and be seen and should be an early consideration in the	incorporated into developments to
design of a development.	<b>AC 4.3.1</b> Lighting should be provided in all parking areas, service areas and entry and exit points;
	AC 4.3.2 Lighting should be provided to the external building façade; and
	<b>AC 4.3.3</b> Developments shall be designed to maximise opportunities for natural light penetration.

#### 5. **ENVIRONMENT AND MICROCLIMATE**

#### 5.1 Landscaping

Acceptable Development  AC 5.1 The following landscaping design considerations shall be
incorporated into all developments:  AC 5.1.1 minimum 20% of the site area will be soft landscaping excluding green walls.  AC 5.1.2 Where the relevant Precinct Policy indicates that a development shall be setback from the primary or secondary street boundary, or a rear setback is required as per clause 1.2 of this Policy, a minimum of 30 percent of this setback area(s) shall be provided as soft landscaping.  AC 5.1.2 Where a rear set back is required as per clause 1.2 of this Policy a minimum of 2 metres of this setback area shall be provided as landscaping with 30 percent provided as soft landscaping; and  Soft Landscaping – Any landscaped area with a minimum soil depth of 300mm that contains in-ground

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Performance Criteria	Acceptable Development
	AC 5.1.3 All open air car parking areas are required to provide landscaping in accordance with the City's Policy relating to Parking and Access.
	AC 5.1.4 Ten percent of the site area for non-residential development, which directly abuts a residential zone (including where there is a right of way between the residential zone and the non residential zone), is to be landscaped. Landscaping is to be designed to reduce the impact on the adioining residential area.

# 5.2 Energy Efficient Design

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P 5.2 All new buildings are to be designed to exhibit a high quality of environmental design to maximise passive solar heating, cooling and natural ventilation and to reduce energy consumption wherever possible. This is to be demonstrated through measures relating to building orientation, access to winter sunlight, day lighting, the thermal performance of buildings and their construction material and the use of traditional architectural climate moderation devices.

#### **Acceptable Development**

- **AC 5.2** It is expected that the following design features are incorporated into all developments to ensure a high quality of environmental design:
- AC 5.2.1 Climate moderation devices such as external shade structures and awnings are required to be incorporated into the building façade where the street building façade faces north, east or west;
- **AC 5.2.2** Minimal use of tinted glass or reflective glazing, as it minimises winter heat gain into the building;
- **AC 5.2.3** The installation of alternative energy production devices such as solar panels;
- AC 5.2.4 The maximization of northern sunlight to living areas and associated outdoor living areas and balconies and the provision of natural daylight to all dwellings in a mixed use development; and
- **AC 5.2.5** The maximization of cross ventilation and provision of natural sunlight.

## 5.3 Sound Attenuation

A proposed Commercial or Mixed Use development shall be required to provide an Acoustic Report in accordance with the City's Policy relating to Sound Attenuation.

## 6. ANCILLARY AND INCIDENTAL DEVELOPMENT

## 6.1 Services

Performance Criteria	Acceptable Development
<b>P6.1 Services</b> Site services shall be easily maintained, adequate and attractive and should be incorporated into the overall design of	<b>AC 6.1</b> The following design elements shall be considered in the location of site services within a development:
buildings and support renewalable energy initiatives. Site services include but are not limited to:  • air conditioning units	<b>AC 6.1.1</b> Service facilities are required to be concealed from the street and located on the roof, basement or at the rear of the buildings;
<ul> <li>mechanical ventilation systems</li> <li>satellite dishes</li> <li>microwave antennas</li> <li>tower masts</li> <li>hot water systems</li> </ul>	AC 6.1.2 Where there is potential for noise to be generated from these services, appropriate acoustically insulated ductwork is required to be provided in accordance with the City's Policy relating to Sound Attenuation and the Environmental Protection (Noise) Regulations 1997;
	AC 6.1.3 Mail boxes should be provided and located for convenient access in accordance with the Australia Post General Post Guide;
	AC 6.1.4 Mail boxes should strengthen the sense of address for a building and activate the street frontage and shall not create a conflict between pedestrians and traffic;
	<b>AC 6.1.5</b> Provide or plan for installation of photovoltaic panels and solar hot water systems by having appropriate space on the roof.

#### 6.2 Bin Storage Areas

Performance Criteria	Acceptable Development
P6.2 Developments should provide adequate storage facilities for each dwelling and/or commercial premises and this should be considered at the early stage of the design process and shall be consistent with the requirements of the City's Policy relating to Waste Management.	Commercial and Mixed Use developments is required to be provided in accordance with the City's Policy relating to Waste Management.

## 6.3 Clothes Drying Areas

- 6.3.1 All dwellings within a Mixed Use Development are required to provide an adequate clothes drying area, which can be an individual or communal clothes line. A communal clothes drying area is required to provide the following minimum length of clothes line:
  - 1-15 dwellings = 3 lineal metres of clothes line per dwelling
  - 16-30 dwellings = 2.5 lineal metres of clothes line per dwelling
  - 31-45 dwellings = 2 lineal metres of clothes line per dwelling
  - 46 dwellings and above = 1.5 lineal metres of clothes line per dwelling
- 6.3.2 The communal or individual clothes drying areas are required to be provided outside the dwelling, with access to natural ventilation and be the screened from the view of street(s).
- 6.3.3 Mechanical clothes dryers do not meet the requirement for providing clothes drying areas.

## 6.4 Underground Power

- 6.4.1 Commercial and Mixed Use developments comprising two or more storeys in or abutting a District Centre Zone, Commercial Zone and/or a Local Centre Zone and for all Commercial and Mixed Use developments comprising three or more storeys in all other zoned areas under the City's Town Planning Scheme, must provide the undergrounding of power supply at the expense of the developer, which will be required as a condition of planning approval.
- 6.4.2 The undergrounding of power is also to apply to developments that are adjacent to areas with existing underground power which may involve an extension of the underground power which may involve an extension of the underground power scheme by one or more bays\*.

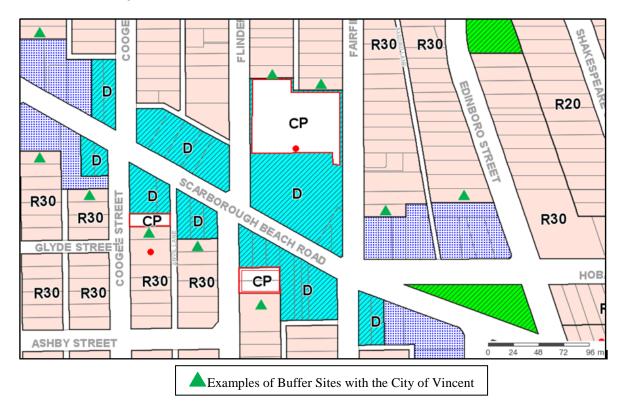
6.4.3 For all scenarios outlined in clauses 6.1.1 and 6.1.2 above, as a condition of planning approval, the developer will be required to underground the power across the frontage of the development thereby relocating the terminating pole and eliminating one or more bays\*. When adjoining properties are redeveloped, the City will require underground power be to be progressively extended the length of the street. This will be at the developer/applicant's expense.

\*Note: A bay refers to the length of cables strung between two power poles.

## 7. COMMERCIAL AND MIXED USE DEVELOPMENTS IN RESIDENTIAL ZONES

The City generally does not support the ad-hoc or indiscriminate use of Residential zoned properties for commercial uses, where it would result in an unreasonable interruption of the residential amenity and continuity of residential land uses. However, there may be instances within the City, where commercial land uses can be supported within a Residential zone. This is referred to as a *buffer site*.

**Buffer Site** – A property that is zoned Residential that is sharing a side boundary with another property that is zoned Residential/Commercial, Commercial, Local Centre, District Centre or Special Use – Car Park or sharing a boundary with a City of Vincent public car park. A ROW located between the two properties excludes the property from being considered a buffer site.



#### 7.1 Commercial Development on Buffer Sites

7.1.1 The City will only consider a full commercial land use on a buffer site, where the existing building is to be retained.

7.1.2 Alterations and additions to the existing building can be made in order to meet the needs of the proposed commercial land use and to comply with the requirements of the National Construction Code Series.

Where alterations and additions to an existing building are proposed for a commercial land use, the development is to comply with the following requirements of the R Codes and Residential Design Elements Policy:

- Street and boundary setbacks including boundary walls;
- Street walls and fences;
- Open space and outdoor living area;
- Visual privacy; and
- Overshadowing.
- 7.1.3 A minimum of 50 percent of the primary and/or secondary street setback area(s) shall be provided as *soft landscaping*.

# 7.2 Mixed Use Development on Buffer Sites

- 7.2.1 The proposed Mixed Use development is required to comply with the building height, setback and plot ratio requirements of the associated residential coding.
- 7.2.2 The commercial component of the proposed mixed use development is to be a maximum of 30 percent of the required plot ratio (e.g. If the plot ratio requirement is 1.0, the maximum plot ratio for the commercial component is 0.3.
- 7.2.3 A minimum of 50 percent of the primary and/or secondary street setback area(s) shall be provided as soft landscaping.

#### 7.3 Land Uses

The specific commercial land use shall be consistent with the City's Town Planning Scheme Zone Table.

#### 7.4 Signage

Any proposed signage for a commercial land use in a residential zone is to comply with the requirements for signage in a residential area, as stated in the City's Policy relating to Signs and Advertising.

## 7.5 Planning Approval

7.5.1 In addition to any other development or planning requirements provided for under the Town Planning Scheme, the Council may impose conditions designed to minimize the impact on the residential amenity, including, but is not limited to, limiting the scale of the development and restricting the times during which the non-residential activity may be undertaken.

- 7.5.2 A Neighbourhood Context report shall also be submitted with the Development Application to justify the proposal.
- 7.5.3 The Neighbourhood Context Report should demonstrate that the applicant has considered local conditions and desired strategic objectives to ensure that the commercial and/or mixed use development is respectful of the neighbourhood character, minimises impacts on adjoining and nearby properties and enhances liveability for future occupants and/or users of the new development.
- 7.5.4 The Neighbourhood Context Report shall be included with the Development Application and will be made available on the City's website to interested parties during any consultation period and is to comprise the following information as a minimum:
  - i) Contextual Plan

The Contextual Plan is to establish the existing character and features of the immediate area. Areas of assessment are to include:

- subdivision pattern for the immediate street block;
- the scale and setting of adjacent properties (such as extent of building envelope, setbacks and landscaping);
- distribution and mix of uses;
- the location of shops, community facilities, public transport services and public open space within 400 metres walking distance; and
- solar access to the site and adjacent properties.
- ii) The applicant is to submit a written response to demonstrate how the proposed development derives from and responds to the character of the area with regard to elements such as quality of design and finishes, building form, height, setbacks, massing, materials, streetscape character, heritage, access, car parking, open space, landscape and safety.

# 7.6 Development Application Report

Applicants are required to submit a *Development Application Report*, for proposed commercial and mixed use developments, in a residential zone.

A Development Application Report is to demonstrate compliance with planning requirements for commercial and/or mixed use developments through written justification and diagrams and is to include as a minimum:

i) The applicant is to submit a written response to demonstrate how the proposed development addresses the requirements of the City's Town Planning Scheme and the Acceptable Development Criteria of the subject policy and any other relevant policy of the City. CITY OF VINCENT PLANNING AND BUILDING POLICY MANUAL DEVELOPMENT AND DESIGN POLICY NO: 7.5.12 DEVELOPMENT GUIDELINES FOR COMMERCIAL AND MIXED USE DEVELOPMENTS

- ii) Where elements of the proposed development are designed to satisfy the Performance Criteria the application is to include a written response for each element including diagrams and plans demonstrating compliance with all of the performance criteria and that the outcome is equal to or better than achieved utilising the related acceptable development criteria.
- iii) The applicant is to submit a written response which demonstrates how the proposed development was designed to address the 10 Principles of the City's Design Advisory Committee.

Date Initially Adopted:	25 June 2013
Date Amended:	
Date of Next Review:	June 2018