TO:	(	COUNCIL ASSESSMENT PANEL
DATE:		27 APRIL 2022
SUBJECT:	(	COUNCIL ASSESSMENT REPORT
AUTHOR:	I	DEAN SPASIC
	I	DEVELOPMENT OFFICER PLANNING
ATTACHMENTS:	:	1. PROPOSED PLANS
DA NO.	:	110/00198/21
APPLICANT	:	BRENT AND KIM BUNTING
LOCATION	:	10 PORTLAND STREET SEACLIFF
DEVELOPMENT PLAN	:	CONSOLIDATED 2 JUNE 2016
ZONE AND POLICY AREA	:	RESIDENTIAL CHARACTER ZONE – SEACLIFF POLICY AREA 12

THREE STOREY DETACHED DWELLING

DEVELOPMENT PLAN CONSENT SUBJECT TO CONDITIONS

## 1. Site and Locality

RECOMMENDATION

:

:

:

:

PROPOSAL

CATEGORY

EXISTING USE

The subject site is located in the Residential Character Zone, Seacliff Policy Area 12, which anticipates single storey built form. Immediately west is the Residential Zone, Central West Policy Area 3, which accommodates three storey built form.

RESIDENTIAL

ONE



The immediate locality contains a mix of building styles, with levels ranging from single to three storey. The streetscape directly adjacent to the subject site is defined as single storey, however there are two storey buildings in close proximity.



## 2. Proposed Development

The proposal comprises the construction of a three storey detached dwelling, however it presents as a conventional two storey when viewed from the street. The three storey built form is visible from the western-rear of the site, as it steps downwards towards the rear of the site, which slopes downwards.



#### 3. Development Assessment

### **CONSOLIDATED 2 JUNE 2016**

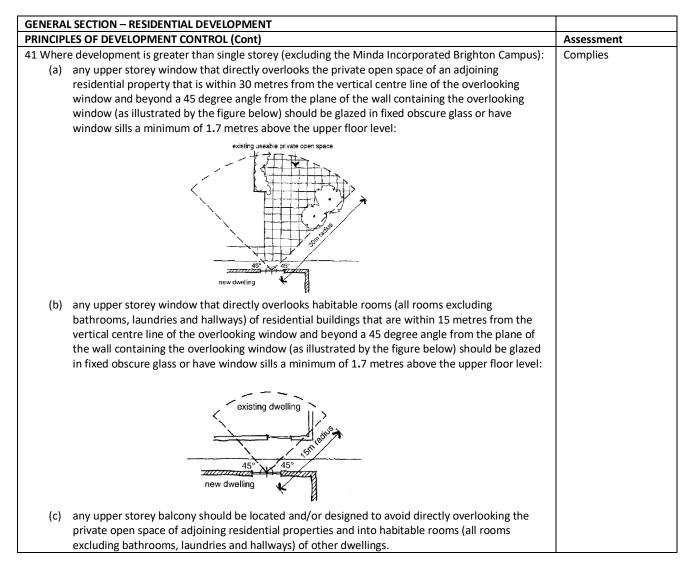
ZONE SECTION – SEACLIFF POLICY AREA 12	
OBJECTIVES	Assessment
1 Development that contributes to the desired character of the policy area.	Does not comply with building height
The policy area includes the area between Young Street and Pine Avenue, and extends from the allotments behind the Esplanade eastwards to Brighton Road. The railway line is a significant feature within the policy	
area, creating a significant north-south movement and landscape corridor but restricting east-west access and movement.	

ZONE SECTION – SEACLIFF POLICY AREA 12 (Cont)	
	Assessment
OBJECTIVESThe policy area has unique characteristics, having been subdivided and first settled earlier than the adjoining precincts. It is characterised by a sloping landform overlaid with a rectilinear 19th Century pattern of roads resulting in smaller allotment sizes, narrow streets, reduced setbacks, limited street trees and limited stormwater infrastructure. While there is a diversity of architectural eras and styles evident, the policy area is characterised by small to medium scale detached dwellings constructed in the 1880s to 1920s west of the railway line, and a similar development scale constructed during the later 1930s to 1960s east of the railway line. These dwelling forms typically vary between one and two storeys in height throughout the policy area.Further infill development will be limited in response to the constraints of the existing road and stormwater infrastructure, and the need to preserve public coastal views and open space. Development will reinforce the existing historic street pattern, urban form and have regard to the slope of the land. With respect to the sloping topography of the policy area, buildings will be designed and sited to	Assessment
limit extensive cut and fill and be sited (and of a form and scale) to protect significant views and vistas. Development will also include landscape buffers and noise attenuation features for development on sites that abut the railway line.	
Development will incorporate side, front and rear building setbacks that provide landscaping opportunities, on-site stormwater retention/detention, complement the predominant setbacks within the locality and limit overlooking into neighbouring property. Notwithstanding, development may achieve coastal views through the utilisation of the sloping topography and may require horizontal views over (but not necessarily into) lower sites. Likewise, site topography may allow for overlooking into neighbouring properties more than normally tolerated in other zones and policy areas.	
PRINCIPLES OF DEVELOPMENT CONTROL Land Use	Assessment Complies
<ul> <li>1 The following forms of development are envisaged in the policy area:</li> <li>domestic outbuilding in association with a dwelling</li> <li>domestic structure</li> <li>dwelling</li> <li>dwelling addition</li> <li>residential flat building.</li> </ul>	
Form and Character 2 Development should not be undertaken unless it is consistent with the desired character for the policy area.	Does not comply Building height.
5 Development should be limited to single storey and in any case the vertical wall height at any point, excluding gables, should not exceed 3.5 metres above natural ground level.	Does not comply
6 Two storey development should only occur where the second storey is incorporated within the roof space and the floor area of the second storey does not exceed 40 per cent of the ground floor footprint of the dwelling and attached garage and/or carport.	Does not comply
12 Development should not incorporate the establishment of undercroft areas for the garaging of vehicles	Complies
GENERAL SECTION – DESIGN AND APPEARANCE	A
OBJECTIVES	Assessment
1 Development of a high design standard and appearance that responds to and reinforces positive aspects of the local environment and built form.	Complies
PRINCIPLES OF DEVELOPMENT CONTROL	Assessment
1 Buildings should reflect the desired character of the locality while incorporating contemporary designs	Does not comply.
that have regard to the following:	Building height
(a) building height, mass and proportion	exceeds maximum
<ul> <li>(b) external materials, patterns, colours and decorative elements</li> <li>(c) roof form and nitch</li> </ul>	seen in locality
<ul><li>(c) roof form and pitch</li><li>(d) façade articulation and detailing</li></ul>	
(e) verandahs, eaves, parapets and window screens.	
2 Where a building is sited on or close to a side boundary, the side boundary wall should be sited and	Complies
limited in length and height to minimise:	
(a) the visual impact of the building as viewed from adjoining properties	
(b) overshadowing of adjoining properties and allow adequate sun light to neighbouring buildings.	
3 The external walls and roofs of buildings should not incorporate highly reflective materials which will	Complies
result in glare to neighbouring properties or drivers.	

GENERAL SECTION – DESIGN AND APPEARANCE	
OBJECTIVES (Cont)	Assessment
<ul> <li>10 The design and location of buildings should enable direct winter sunlight into adjacent dwellings and private open space and minimise the overshadowing of:</li> <li>(a) windows of habitable rooms</li> <li>(b) upper-level private balconies that provide the primary open space area for a dwelling</li> </ul>	Complies
(c) solar collectors (such as solar hot water systems and photovoltaic cells).	
11 Development should minimise direct overlooking of habitable rooms and private open spaces of	Complies
<ul> <li>dwellings through measures such as:</li> <li>(a) off-setting the location of balconies and windows of habitable rooms with those of other buildings so that views are oblique rather than direct</li> <li>(b) building setbacks from boundaries (including building boundary to boundary where appropriate) that interrupt views or that provide a spatial separation between balconies or windows of habitable rooms</li> <li>(c) screening devices (including fencing, obscure glazing, screens, external ventilation blinds, window hoods</li> </ul>	
and shutters) that are integrated into the building design and have minimal negative effect on residents' or neighbours' amenity.	
<ul> <li>12 Development should ensure that ground-level open space of existing buildings receives direct sunlight for a minimum of two hours between 9 am and 3 pm on 21 June to at least the smaller of the following: <ul> <li>(a) half of the existing ground-level open space</li> <li>(b) 35 square metres of the existing `ground-level open space (with at least one of the area's dimensions measuring 2.5 metres).</li> </ul> </li> <li>Development should not increase the overshadowed area by more than 20 per cent in cases where overshadowing already exceeds these requirements.</li> </ul>	Complies
13 Buildings (other than ancillary buildings or group dwellings) should be designed so that their main façade faces the primary street frontage of the land on which they are situated. GENERAL SECTION – RESIDENTIAL DEVELOPMENT	Complies
GENERAL SECTION - RESIDENTIAL DEVELOPMENT OBJECTIVES	Assessment
1 Safe, convenient, pleasant and healthy-living environments that meet the full range of needs and	Complies
preferences of the community.	complies
2 A diverse range of dwelling types and sizes available to cater for changing demographics, particularly smaller household sizes and supported accommodation.	Complies
4 The revitalisation of residential areas to support the viability of community services and infrastructure.	Complies
PRINCIPLES OF DEVELOPMENT CONTROL	Assessment
<ol> <li>Residential allotments and sites should maximise solar orientation and have the area and dimensions to accommodate:         <ul> <li>(a) the siting and construction of a dwelling and associated ancillary outbuildings</li> <li>(b) the provision of landscaping and private open space</li> <li>(c) convenient and safe vehicle, pedestrian and cycling access and parking</li> <li>(d) water sensitive design systems that enable the storage, treatment and reuse of stormwater.</li> </ul> </li> </ol>	Complies
<ul> <li>4 Dwellings and accommodation at ground floor level should contribute to the character of the locality and create active, safe streets by incorporating one or more of the following: <ul> <li>(a) front landscaping or terraces that contribute to the spatial and visual structure of the street while maintaining adequate privacy for occupants</li> <li>(b) individual entries for ground floor accommodation</li> <li>(c) opportunities to overlook adjacent public space.</li> </ul> </li> <li>5 Period at a dwolon more of both and structure of the dwolon more of the dwolon more of the street while advisor of the street while structure of the street while the structure of the struct</li></ul>	Complies
5 Residential development should be designed to ensure living rooms have an external outlook.	Complies
6 Entries to dwellings should be clearly visible from the streets that they front to enable visitors to identify a specific dwelling easily.	Complies
<ul> <li>10 The design and location of buildings should ensure that direct winter sunlight is available to adjacent dwellings, with particular consideration given to: <ul> <li>(a) windows of habitable rooms (all rooms excluding bathrooms, laundries and hallways), particularly living areas</li> <li>(b) ground-level private open space</li> <li>(c) upper-level private balconies that provide the primary open space area for any dwelling</li> <li>(d) access to solar energy.</li> </ul> </li> </ul>	Complies
11 Development should ensure that north-facing windows to habitable rooms (all rooms excluding bathrooms, laundries and hallways) of existing dwelling(s) on the same allotment, and on adjacent allotments, receive at least 3 hours of direct sunlight over a portion of their surface between 9am and 5pm on 21 June.	Complies

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RINCIPLES OF DEVELOPMENT CONTROL (Cont)	en en en effectette hettette an en	Assessment
or a minimum of two hours between 9 am and 3 pm	en space of existing buildings receives direct sunlight n on 21 June to at least the smaller of the following:	Complies
(a) half of the existing ground-level open spac		
(b) 35 square metres of the existing `ground-le	evel open space (with at least one of the areas	
dimensions measuring 2.5 metres).	d area by more than 20 per cent in space where	
Development should not increase the overshadowed overshadowing already exceeds these requirements.		
	roof form and pitch, building materials and detailing	
hat complement the associated dwelling.		
	dominate the streetscape and should be designed in	Complies
accordance with the following:		
(a) have a maximum total width of garage or o	carport openings of 6 metres or 50 per cent of the	
dwelling frontage width, whichever is the I	esser	
(b) be located at least 0.5 metres behind the r		
	ble carport or garage, be setback at least 8 metres from	
the primary road frontage and incorporate	-	
	nce of not less than 300 millimetres between them	
<ul> <li>(ii) (ii) double tilt-up doors with mou</li> <li>than 5 metres</li> </ul>	ulded door panels having a maximum width of no more	
	with those of the associated dwelling, or pre-coloured	
treated metal.	with those of the associated dwelling, of pre-coloured	
O Dwelling setbacks from side and rear boundaries	should be progressively increased as the height of the	Complies
building increases to:		
(a) minimise the visual impact of buildings from	m adjoining properties	
(b) minimise the overshadowing of adjoining p	properties.	
21 Residential development (other than where locat	ed on a boundary) should be setback from side and	Complies
ear boundaries in accordance with the following par	rameters:	
Parameter		
	Value	
Side walls with a height up to (and including) 3 metres at any point above the natural ground level	Value 1 metre	
	· · · · · · · · · · · · · · · · · · ·	
any point above the natural ground level Side walls with a height exceeding 3 metres and up to (and	1 metre 1.5 metres plus an additional 500 millimetres for every metre in height above	
any point above the natural ground level Side walls with a height exceeding 3 metres and up to (and including) 6 metres at any point above the natural ground Side walls greater than 6 metres at any point above the	1 metre 1.5 metres plus an additional 500 millimetres for every metre in height above 4 metres 2.5 metres plus the increase in wall height	
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any point above the natural ground level Side walls with a height exceeding 3 metres and up to (and including) 6 metres at any point above the natural ground Side walls greater than 6 metres at any point above the natural ground level Rear boundary setback for single storey buildings with a wall height 3 metres or less above natural ground level Rear boundary setback for a building of two or more storeys with a wall height more than 3 metres above natural ground level	1 metre 1.5 metres plus an additional 500 millimetres for every metre in height above 4 metres 2.5 metres plus the increase in wall height above 6 metres 4 metres	Complies
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PRINCIPL	ES OF DEVE	LOPMENT CONTRO	OL (Cont)	Assessment
			nt space is provided for:	Complies
			and vehicle parking	complics
(a) (b)	domestic st			
(~) (c)	outdoor clo	-		
. ,	rainwater			
• •		en space and lands	caping	
	• •	•	old waste and recycling receptacles.	
			or exclusive use by residents of each dwelling) should be provided	Complies
			within a residential flat building) and should be sited and designed:	
			he habitable rooms of the dwelling	
			el (other than for residential flat buildings) and to the side or rear of	
(-)		and screened for p		
(c)	-		adversely affect, natural features of the site	
			adjacent buildings	
(e)			edroom windows on adjoining sites	
(f)			provide for comfortable year-round use	
(g)			during winter by the associated dwelling or adjacent development	
(h)		ed in summer		
(i)	to minimise	e noise and air qua	lity impacts that may arise from traffic, industry or other business	
		ithin the locality		
(j)	to have suf	ficient area and sh	ape to be functional, taking into consideration the location of the	
	dwelling, a	nd the dimension a		
32 Dwell	-		and gradient of the site. gs at ground level should include private open space that conforms	Complies
	ings and resi		and gradient of the site. gs at ground level should include private open space that conforms	Complies
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to the re- Site area Less that metres	ings and resi quirements of dwelling n 250 square e open spac	dential flat buildin identified in the fo Minimum area of private open space 35 square metres e should not incluc	And gradient of the site. gs at ground level should include private open space that conforms llowing table: Provisions Balconies, roof patios and the like can comprise part of this area provided the area of each is 8 square metres or greater. One part of the space is directly accessible from a kitchen, lounge room, dining room or living room (excluding a bedroom) and has an area of 16 square metres with a minimum dimension of 4 metres and a maximum gradient of 1-in-10. de driveways, front yards (except where it is a group dwelling that	Complies
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### 4. Summary of Assessment

#### Zone and Land use

Seacliff Policy Area 12 is regarded as having a diversity of architectural styles including small to medium scale detached dwellings constructed in the 1880s to 1920s West of the railway line. The dwelling forms <u>typically vary between one and two storeys in height throughout the policy area</u>. With respect to sloping topography, buildings should be designed to limit extensive cut and fill and be sited to protect views and vistas. Overlooking into adjacent properties should be limited, however where coastal views can be achieved, horizontal views over (but not necessarily into) lower sites is envisaged. <u>Site topography may allow for overlooking into necessarily into</u> and policy areas.

Development should be limited to single storey and the wall height should not exceed 3.5 metres above the natural ground level. Two storey development should occur where the second storey is incorporated into the roof space.

### **Building Height**

The proposal comprises a total of three building levels in a Zone that anticipates a maximum of one storey built form. In roof two storey is envisaged as a means of achieving the fundamental goal of single storey built form.

As viewed from the street elevation, the building appears as a conventional two storey building (the site slopes downward at the rear), which does not meet the Zone's height objectives, but is in context with the mixed built form in the immediate locality, which contains single and two storey built form.

The building steps down with the slope of the land, which reveals as a three storey as viewed from the western side and northern rear. The multi- level built form however is in context with the built form of neighbouring properties. The three storey aspect, as viewed from private land does not have any planning relevance, as the Zone objectives regarding building height is focused upon what is visible from the streetscape perspective.

As per the Zone summary, it acknowledges that dwelling forms <u>typically vary between one and</u> <u>two storeys in height throughout the policy area</u> whilst also referencing <u>Development should</u> <u>be limited to single storey</u>, which is conflicting. The use of the word should acknowledges there may be cases that two storey is appropriate. On balance, considering there are other conventional two storey buildings in the nearby locality, and the dwelling presents as two storey on the streetscape, the proposed building height is not considered to be unreasonable against the Zone's existing and desired character.

### **Boundary Setbacks**

The building is setback 6.7 metres from the primary street boundary, which is behind the side wall of the western adjacent property and in-line with the building setback to the east, therefore satisfying the Development Plan provision requiring the primary setback to match the neighbouring building.

The building is setback 900mm+ from the side boundaries at the ground level, 2.5 metres from the eastern side boundary at the upper level and 5.5 metres from the western side boundary, hence achieving setbacks that satisfy the minimum sought by the Development Plan.

The ground level is setback 9.5 metres from the rear boundary at the ground level and 11.7 metres+ from the rear boundary at the upper levels.

### Site Coverage

Site coverage amounts to only 41 percent, which is under the maximum of 50 percent anticipated by the Development Plan.

### **Private Open Space**

Private open space amounts to 320 square metres, which equates to 44 percent of the site area. The Development Plan anticipates a minimum of 20 percent of the site area.

#### **Solar Access**

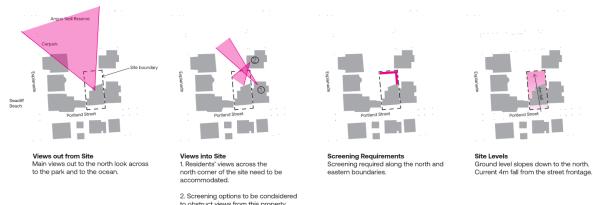
The allotment is on a north to south axis, therefore the shadow is cast predominately over Portland Street. The eastern elevation comprises a two storey wall, which is setback 2.5 metres from the eastern side boundary, thus allowing sufficient space for solar access into the eastern adjacent property between midday and early afternoon, hence satisfying the Development Plans solar access criteria.

The western elevation is comprises a three storey wall, which is setback 5.7 metres+ from the western side boundary, which is the rear boundaries of the western adjacent properties, which ensures a sufficient amount of space so as to not compromise solar access between late morning to early afternoon.

#### **Visual Privacy**

The eastern side elevation does not contain any upstairs windows, therefore overlooking is not a concern.

The northern rear and western side elevations contains the first and second floor levels, with a view that extends over the rear yard of 14 Marine Parade and 204 and 205 Esplanade and into Angus Neil Reserve and the sea beyond. The side and rear boundaries contain mature vegetation and adjacent properties have existing outbuildings that contribute to visual privacy. As per the Policy Area character statement, some incidental overlooking is anticipated where the intent is to achieve an outward horizontal view (*Site topography may allow for overlooking into neighbouring properties more than normally tolerated*).



Plan demonstrating views from and into the site as a result of the topography of the land



Photo from adjacent dwelling showing view into subject site



Existing bamboo screen

It is noted that the screening demonstrated on the plans lacks sufficient detail in determining whether they would be effective in achieving visual privacy, notwithstanding, a condition of planning consent is included to ensure that appropriate screening up to 1.5 metres in height is incorporated to ensure a reasonable level of visual privacy is achieved.

## Landscaping

A detailed landscaping plan and schedule has been submitted which aims at achieving both visual privacy for neighbouring properties, as well as for the occupants of the subject site, particularly as the proposal comprises a pool.



**Privacy** Privacy within the garden is of high priority particularly with the installation of the pool.





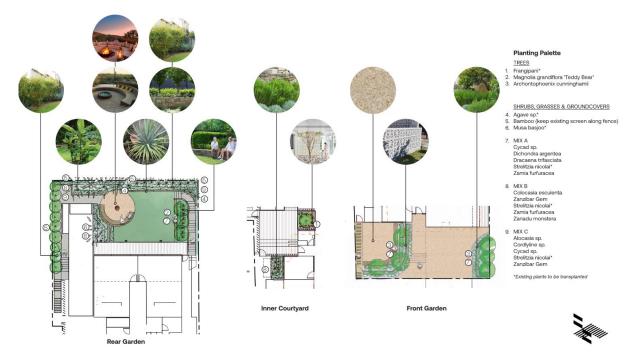
California Dreaming The design draws inspiration from the poolside gardens of Palm Beach.

Layered Plant Screening The boundary fence line while a necessity, would benefit from layered plant screening, and a low stone wall for seating.

### Example of plantings aimed at achieving privacy screening

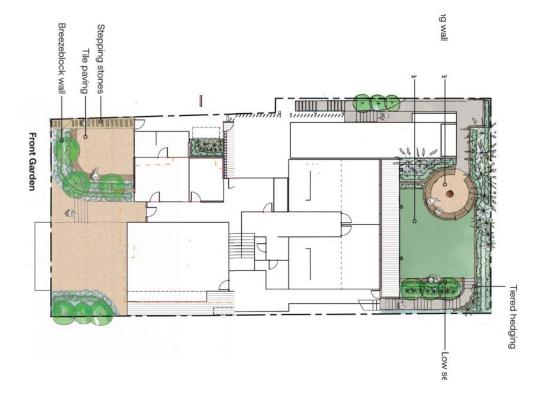
Although landscaping is not formally considered as a means of screening by the Development Plan, it does offer the most effective visually appealing form of screening, which can be maintained over a long period of time, and replaced where necessary.





**Concept Plan - Details** 

Landscaping is demonstrated in both the front and rear yards, which will contribute to a high level of visual amenity for both the occupants and adjacent properties.



#### 5. Conclusion

The proposed development satisfies all relevant Development Plan provisions, except for with respect to the building levels exceeding single storey and wall heights exceeding 3.5 metres above natural ground level. The Seacliff Policy Character Desired Character statement references *dwelling forms typically vary between one and two storeys in height throughout the policy area* however the Principles of Development Controls 5 and 6 specify single storey built form. The character and building height principles are predominately focused on streetscape character. When viewed from Portland Street, the building presents as a two storey building, which visually complements the two storey building to the west, as well as other examples of conventional two storey buildings in the nearby locality, including 7, 11 and 17 Marine Parade.

#### 6. **RECOMMENDATION**

- 1. The proposed development is NOT seriously at variance with the policies in the Development Plan.
- 2. Following a detailed assessment of the proposal against the provisions of the Holdfast Bay (City) Development Plan, the Council Assessment Panel resolves to <u>grant</u> <u>Development Plan Consent</u> to Development Application 110/00198/21 comprising the construction of a three storey detached dwelling at 10 Portland Street, Seacliff.

#### PLANNING CONDITIONS

- 1. The proposal shall be implemented as shown on the plans prepared by Swanbury Penglase, dated 07/04/2022 Reference 21036 unless varied by any subsequent conditions imposed herein.
- 2. Landscaping shall be established as per the Landscape Concept Plan, Revision B, dated 07/04/2022 Reference 21036 Page 6 that are maintained to the reasonable satisfaction of Council.
- 3. All upstairs windows and decks on the side and rear elevations shall comprise screening that is up to 1.5 metres in height above the floor level so as to prevent unreasonable overlooking into habitable room windows and private open space areas of adjacent properties, and be installed prior to occupation.
- 4. That stormwater from each dwelling shall be collected and connected to a 1000 litre (minimum) rainwater tank with a sealed system over flow connection to the street water table. Final details of the location and size of the tank(s) shall be submitted to Council for approval prior to the issue of full Development Approval. Furthermore, all stormwater from the dwelling and the site shall be collected and disposed of in a manner that does not adversely affect any properties adjoining the site or the stability of any building on adjacent sites.

NOTE: Stormwater shall not be disposed of over a vehicle crossing place and any connection to the street water table, including remedial works to footpaths, verges or other Council infrastructure, is subject to any necessary approvals from Council and will be at the applicant's cost.

5. The stormwater disposal system shall cater for a 5 year rainfall event with discharge to the street not to exceed 10 litres per second. Any excess above this flow is to be detained on site to the reasonable satisfaction of Council.