**REPORT NUMBER: 177/21** 

TO: COUNCIL ASSESSMENT PANEL

DATE: **23 JUNE 2021** 

SUBJECT: COUNCIL ASSESSMENT REPORT

AUTHOR: DEAN SPASIC

**DEVELOPMENT OFFICER PLANNING** 

ATTACHMENTS: 1. LOCALITY PLAN

2. PROPOSED PLANS

3. STATEMENTS OF REPRESENTATION

4. APPLICANT'S REPLY TO REPRESENTATIONS

DA NO. : 110/00184/21

APPLICANT : ACON STUDIO

LOCATION : 7-9 SALTRAM ROAD, GLENELG
DEVELOPMENT PLAN : CONSOLIDATED 2 JUNE 2016

ZONE AND POLICY AREA : RESIDENTIAL ZONE

NATURE OF DEVELOPMENT: MERIT

PROPOSAL : TWO STOREY DETACHED DWELLING

EXISTING USE : RESIDENTIAL

CATEGORY : <u>TWO</u>

REPRESENTATIONS RECEIVED: THREE

REPRESENTATIONS SPEAKING: MARLENE CARTER OF 6A KENT STREET, GLENELG

APPLICANT SPEAKING : ANGUS CONROY (ACON STUDIO)

RECOMMENDATION : DEVELOPMENT PLAN CONSENT SUBJECT TO CONDITIONS

## 1. Site and Locality

The subject site is located in the Residential Zone, on the northern side of Saltram Road, and surrounded by other residential properties. The site has access to a rear lane way.

## 2. Proposed Development

The proposal comprises the construction of a two storey detached dwelling, with rear garaging, accessible via the rear laneway.

### 3. Public Consultation

The proposal is a category 2 development, as per the Residential Zone. Public Notification was undertaken on the basis that the development includes a boundary wall with a height of more than 2.75 metres above the natural ground level (the garage wall is located on the rear boundary).

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Three statements of representations were received, summarised as follows:

Vivienne Fisher of 10 Kent Street, Glenelg:

- The applicant might seek three storey development.
- Access to garages on the lane way blocked during construction.
- Large trees in the rear garden to be destroyed.

Robyn Garrett of 8 Kent Street, Glenelg:

- The applicant might seek three storey development.
- Access to garages on the lane way blocked during construction.
- Visual privacy.

Marlene Carter of 6A Kent Street, Glenelg:

· Visual privacy.

Applicant's reply to representations summarised as follows:

- Upper level windows will be obscured to support visual privacy.
- Proposal is for a two storey building, not a three storey building.
- Construction will not compromise access to the Lane Way.

## 4. Development Assessment

# HOLDFAST BAY (CITY) DEVELOPMENT PLAN ASSESSMENT TABLE

Detached dwelling	Development Plan	Proposed	Complies
Site area	400 square metres	574 square metres	Existing
Site coverage	Maximum 50 percent	51 percent	Yes
Private open space	Minimum 114 square metres	240 square metres	Yes
Primary street setback	Average of adjacent buildings 4 metres	4 metres	Yes
Side setbacks	Boundary wall up to 3 metres high and 8 metres in length	Wall on boundary height 3.5 metres and 7.4 metres length	No
	Ground level wall setback 1 metre	Ground level wall 1.55 metres+	Yes
	Upper level walls 2.5 metres	Upper level wall 2.5 metres	
			Yes
Rear setback	Ground level 4 metres	Ground level 8.1 metres	Yes
	Upper level 6 metres	Upper level 8.1 metres	Yes

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# **CONSOLIDATED 2 JUNE 2016**

GENERAL SECTION – DESIGN AND APPEARANCE				
OBJECTIVES	Assessment			
1 Development of a high design standard and appearance that responds to and reinforces	Complies			
positive aspects of the local environment and built form.				
PRINCIPLES OF DEVELOPMENT CONTROL	Assessment			
1 Buildings should reflect the desired character of the locality while incorporating	Complies			
contemporary designs that have regard to the following:				
(a) building height, mass and proportion				
(b) external materials, patterns, colours and decorative elements				
(c) roof form and pitch				
(d) façade articulation and detailing				
(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	Complies			
be sited and 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	Complies			
materials which will result in glare to neighbouring properties or drivers.				
10 The design and location of buildings should enable direct winter sunlight into adjacent	Complies			
dwellings and private open space and minimise the overshadowing of:				
(a) windows of habitable rooms				
(b) upper-level private balconies that provide the primary open space area for a				
dwelling				
(c) solar collectors (such as solar hot water systems and photovoltaic cells).				
11 Development should minimise direct overlooking of habitable rooms and private open	Complies			
spaces of dwellings through measures such as:				
(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				
(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				
(c) screening devices (including fencing, obscure glazing, screens, external ventilation				
blinds, window hoods and shutters) that are integrated into the building design and have				
minimal negative effect on residents' or neighbours' amenity.				
12 Development should ensure that ground-level open space of existing buildings	Complies			
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:				
(a) half of the existing ground-level open space				
(b) 35 square metres of the existing ground-level open space (with at least one of				
the areas dimensions measuring 2.5 metres).				
Development should not increase the overshadowed area by more than 20 per cent in				
cases where overshadowing already exceeds these requirements.				

GENERAL SECTION – DESIGN AND APPEARANCE	
PRINCIPLES OF DEVELOPMENT CONTROL (Cont)	Assessment
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.	Complies
GENERAL SECTION – RESIDENTIAL DEVELOPMENT	
OBJECTIVES	Assessment
1 Safe, convenient, pleasant and healthy-living environments that meet the full range of	Complies
needs and preferences of the community.	Complies
2 A diverse range of dwelling types and sizes available to cater for changing	Complies
demographics, particularly smaller household sizes and supported accommodation.	
4 The revitalisation of residential areas to support the viability of community services and infrastructure.	Complies
PRINCIPLES OF DEVELOPMENT CONTROL	Assessment
Residential allotments and sites should maximise solar orientation and have the area and dimensions to accommodate:     (a) the siting and construction of a dwelling and associated ancillary outbuildings	Complies
<ul><li>(b) the provision of landscaping and private open space</li><li>(c) convenient and safe vehicle, pedestrian and cycling access and parking</li></ul>	
(d) water sensitive design systems that enable the storage, treatment and reuse of stormwater.	
<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> </ul> </li> </ul>	Complies
(c) opportunities to overlook adjacent public space.	
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
10 The design and location of buildings should ensure that direct winter sunlight is available to adjacent dwellings, with particular consideration given to:  (a) windows of habitable rooms (all rooms excluding bathrooms, laundries and hallways), particularly living areas  (b) ground-level private open space  (c) upper-level private balconies that provide the primary open space area for any dwelling  (d) access to solar energy.	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

GENERAL SECTION – RESIDENTIAL DEVELO	PMENT	
PRINCIPLES OF DEVELOPMENT CONTROL (	Cont)	Assessment
for a minimum of two hours between 9 am  (a) half of the existing ground-level of  (b) 35 square metres of the existing of dimensions measuring 2.5 metres	ground-level open space (with at least one of the areas s). shadowed area by more than 20 per cent in cases where	Complies
	ld have a roof form and pitch, building materials and detailing	Complies
14 Garages and carports facing the street staccordance with the following:  (a) have a maximum total width of gradwelling frontage width, whichev  (b) be located at least 0.5 metres bel  (c) where it is in the form of an enclor the primary road frontage and inc  (i) two individual doors wi  (ii) (ii) double tilt-up doors than 5 metres  (d) be constructed of materials that i treated metal.	Complies	
	ne, policy area or precinct or Residential High Density Zone, ick from the primary road frontage in accordance with the  Setback of new building	Complies
Up to 2 metres	The same setback as one of the adjacent buildings, as illustrated below: $ \begin{array}{cccccccccccccccccccccccccccccccccc$	
Greater than 2 metres	At least the average setback of the adjacent buildings.	
20 Dwelling setbacks from side and rear bo building increases to:  (a) minimise the visual impact of buil  (b) minimise the overshadowing of a		Complies

PRINCIPLES OF DEVELOPMENT CONTROL (Cont)			Assessment
21 Residential development (other than where located on a boundary) should be setback from side and rear boundaries in accordance with the following parameters:			Complies
Parameter			
Side walls with a height up to (and including) 3 metres at any point above the natural ground level	1 metre		
Side walls with a height exceeding 3 metres and up to (and including) 6 metres at any point above the natural ground	1.5 metres plus an additional 500 millimetres for every metre in height above 4 metres	_	
Side walls greater than 6 metres at any point above the natural ground level	2.5 metres plus the increase in wall height above 6 metres	-	
Rear boundary setback for single storey buildings with a wall height 3 metres or less above natural ground level	4 metres	_	
Rear boundary setback for a building of two or more storeys with a wall height more than 3 metres above natural ground level	6 metres	_	
23 Side boundary walls in residential areas should be			Complies
<ul><li>(a) minimise their visual impact on adjoining p</li><li>(b) minimise the overshadowing of adjoining p</li></ul>	·		
24 Walls associated with a dwelling located on a side	-	rdance with the	Does not comply.
ollowing parameters:	boundary should be designed in deco	radice with the	Boundary walls excee
(a) a height not exceeding 3 metres above natu	ural ground level		3 metres in height
(b) a length not exceeding 8 metres			above natural ground
(c) the wall, when its length is added to the length of any other relevant walls or structures located			level.
on that boundary:			
(i) will not result in all such relevant wal	ls and structures exceeding a length e	gual to 45 per	
cent of the length of the boundary			
	er relevant wall or structure located	along the	
(ii) will not be within 3 metres of any other relevant wall or structure located along the boundary, except where the side wall is located immediately abutting the wall of an			
existing or simultaneously constructe			
the same or to a lesser length and he			
28 Site coverage (the proportion of a site covered by	-	tures including	Complies
dwelling, garage, carport, verandas and outbuildings			
palconies) should not exceed the following values:	5 1 5		
Site Coverage			
28 Site coverage (the proportion of a site covered by grodwelling, garage, carport, verandas and outbuildings balconies) should not exceed the following values:			
Parameter	Value		
Site with an area less than or equal to 300 square m	etres 60 per cent		
Site with an area greater than 300 square metres	50 per cent		
29 Site coverage should ensure sufficient space is pro	vided for:		Complies
(a) pedestrian and vehicle access and vehicle p			
(b) domestic storage			
(c) outdoor clothes drying			
(d) rainwater tanks			
(e) private open space and landscaping			
(f) convenient storage of household waste and	l recycling receptacles.		

GENERAL SECTION - I	RESIDENTIAL DEV	ELOPMENT	
PRINCIPLES OF DEVEL			Assessment
for each dwelling (incl (a) to be access (b) to be genera a dwelling a (c) to take adva (d) to minimise (e) to achieve s (f) to have a no (g) to not be sig (h) to be shade (i) to minimise activities wi (j) to have suff dwelling, an	luding a dwelling of sed directly from to ally at ground level and screened for partiage of, but not experience from the coverlooking from the partial aspect to gnificantly shaded and in summer enoise and air qualithin the locality ficient area and shad the dimension as	adversely affect, natural features of the site nadjacent buildings edroom windows on adjoining sites provide for comfortable year-round use I during winter by the associated dwelling or adjacent development elity impacts that may arise from traffic, industry or other business mape to be functional, taking into consideration the location of the and gradient of the site.	Complies
32 Dwellings and reside to the requirements id Site area of dwelling			Complies
250 square metres or greater	20 per cent of site area	Balconies, roof patios, decks and the like, can comprise part of this area provided the area of each is 10 square metres or greater.  One part of the space should be directly accessible from a	
		kitchen, lounge room, dining room or living room (excluding a bedroom) and have an area equal to or greater than 10 per cent of the site area with a minimum dimension of 5 metres and a maximum gradient of 1-in-10.	
has no frontage to a p	oublic road and the sh bin storage, site	de driveways, front yards (except where it is a group dwelling that e private open space is screened from adjacent dwellings), effluent es for rainwater tanks and other utility areas and common areas pen space.	Complies
area of natural ground permeable paved area (a) assist with e (b) allow for eff	d which excludes as) to: ease of drainage fective deep plant	chould be designed to provide a consolidated area of deep soil (an areas where there is a structure underneath, pools and non-ting and improve micro-climatic conditions around sites and buildings.	Complies
40 Except for building windows, balconies, to dwellings should maxi	gs of 3 or more sto erraces and decks imise visual privac	preys in the Minda Incorporated Brighton Campus, upper level is that overlook habitable room windows or private open space of cry through the use of measures such as sill heights of not less than larger a height of 1.7 metres above finished floor level.	Complies

GENERAL SECTION – RESIDENTIAL DEVELOPMENT	
PRINCIPLES OF DEVELOPMENT CONTROL (Cont)	Assessment
41 Where development is greater than single storey (excluding the Minda Incorporated Brighton Campus):	Complies
(a) any upper storey window that directly overlooks the private open space of an adjoining	
residential property that is within 30 metres from the vertical centre line of the overlooking	
window and beyond a 45 degree angle from the plane of the wall containing the overlooking	
window (as illustrated by the figure below) should be glazed in fixed obscure glass or have	
window sills a minimum of 1.7 metres above the upper floor level:	
existing useable private open space	
(b) any upper storey window that directly overlooks habitable rooms (all rooms excluding bathrooms, laundries and hallways) of residential buildings that are within 15 metres from the vertical centre line of the overlooking window and beyond a 45 degree angle from the plane of the wall containing the overlooking window (as illustrated by the figure below) should be glazed in fixed obscure glass or have window sills a minimum of 1.7 metres above the upper floor level:	
existing dwelling  A5°  A5°  A5°  New dwelling	
(c) any upper storey balcony should be located and/or designed to avoid directly overlooking the	
private open space of adjoining residential properties and into habitable rooms (all rooms	
excluding bathrooms, laundries and hallways) of other dwellings.	
GENERAL SECTION – SLOPING LAND	
PRINCIPLES OF DEVELOPMENT CONTROL	Committee
1 Development and associated driveways and access tracks should be sited and designed to integrate	Complies
with the natural topography of the land and minimise the need for earthworks.	Complies
2 Development and associated driveways and access tracks, including related earthworks, should be sited, designed and undertaken in a manner that:	Complies
(a) minimises their visual impact	
(b) reduces the bulk of the buildings and structures	
(c) minimises the extent of cut and/or fill	
(d) minimises the need for, and the height of, retaining walls	
(e) does not cause or contribute to instability of any embankment or cutting	
(f) avoids the silting of watercourses	
(g) protects development and its surrounds from erosion caused by water run-off.	

ZONE SECTION – RESIDENTIAL ZONE	
OBJECTIVES	Assessment
1 A residential zone comprising a range of dwelling types, including a minimum of 15 per cent affordable housing.	Complies
2 Increased dwelling densities in close proximity to centres, public transport routes and public open spaces.	Complies
3 Development that contributes to the desired character of the zone.	Complies

#### DESIRED CHARACTER

The zone contains the majority of the city's living areas, which are of predominantly low-density suburban form, but within policy areas include medium-to-high density forms of housing on the coast, along key transport corridors and within Glenelg, as well as coordinated development opportunities within large institutional sites. The zone includes five policy areas, three of which cater for coastal development, one for the City's residential institutions (including Minda and Masonic Homes) and one for medium density development along the key transit routes of Brighton Road, Anzac Highway, Tapleys Hill Road and along sections of the Seaford railway transit corridor.

Development outside of the policy areas will be suburban in nature and evolve in response to progressive infill development of existing individual sites and through consolidation of sites to form larger comprehensive redevelopment opportunities. Infill development outside of the Policy Areas will not compromise the suburban character but will progressively increase dwelling densities through unobtrusive small-scale developments. In this regard, infill development will have a comparable height, mass, scale and setbacks to that of existing dwellings in the relevant locality.

The zone's primarily suburban character outside of the policy areas is defined by detached dwellings on individual allotments. Infill development in these suburban areas will contribute to the city's housing diversity through development opportunities that (in order of preference):

- (a) increase dwelling numbers on allotments that have dual road frontages
- (b) provide low scale dwellings at the rear of large allotments with street frontages wide enough to accommodate appropriate sited and sized driveway access and landscaping
- (c) semi-detached dwellings, where site considerations permit.

Development outside of the policy areas will generally be single storey in height in the areas east of Brighton Road, and up to two storeys in height in the areas west of Brighton Road. Buildings will be both domestic and contemporary in design and character to support and reinforce the essentially suburban character through typical domestic design forms, low front fencing and landscaping. Landscaping will help define the public realm and private property boundaries, and substantial landscaped front yards will contribute to the locality, with the retention of mature trees. Development will have side and rear building setbacks that incorporate an access path on one side, with on-boundary built form limited in height, length and location to the equivalent of typical open carports or garaging. Vehicle garaging will be set back clearly behind the immediately adjacent part of the front building facade. Development will enhance and protect streetscape character by minimising driveway access points and width of crossovers and driveways. Undercroft car parking will also be avoided on flat sites and sites that slope down from the street level. Buildings will be stepped and articulated at the front elevation to achieve visual relief and architectural interest as viewed from the street.

Residential development outside of the policy areas will utilise materials and finishes that respond to the character of the immediate locality and utilise brick, stone and rendered finishes to provide visual interest to facades. Development will also incorporate architectural design and detailing that responds to localised character by way of fenestration, doorways, windows, eaves and roof forms. Development will be setback and orientated to minimise impacts of the privacy of neighbouring residents.

ZONE SECTION – RESIDENTIAL ZONE	
PRINCIPLE OF DEVELOPMENT CONTROLS	ASSESSMENT
Land Use	Complies
1 The following forms of development are envisaged in the zone:	
affordable housing	
domestic outbuilding in association with a dwelling	
domestic structure	
• dwelling	
dwelling addition	
• small scale non-residential use that serves the local community, for example:	
- child care facility	
- health and welfare service	
- open space	
- primary and secondary school	
- recreation area	
supported accommodation.	
6 Development should not be undertaken unless it is consistent with the desired character for the zone.	Complies
3 A dwelling and/or residential flat building should have a minimum site area and a minimum frontage to a	Complies
public road not less than that shown in the following table:	
8 Dwellings and residential flat buildings, except where specified in a particular policy area or precinct,	Complies
should not exceed the maximum heights shown in the following table:	
maximum wall height above the natural ground level 7 metres	
maximum height above ground level – 2 storeys	
9 Dwellings and/or residential flat buildings should be setback a minimum of 1 metre from one side	Complies
boundary to incorporate pedestrian access.	

## 5. Summary of Assessment

## **Boundary Setbacks**

The only provision that the proposal fails to satisfy is Principle of Development Control 24, General Section, Residential Development, which anticipates boundary walls not exceeding 3 metres in height above natural ground level.

The boundary wall abuts the garage of the western adjacent property therefore it does not present any visual or overshadowing impacts.

## Representations

The representations raised concerns with the removal of trees (not development), the prospect of three storey built form (not proposed) and visual privacy (a reasonable planning concern).

The applicant has highlighted their commitment to achieving visual privacy by way of supplying amended plans showing obscured upper level windows.

A condition of planning consent will be included which requires all side and rear upper level windows being obscured. The applicant referenced a void which would prevent overlooking. This can be reviewed during construction with a simple variation removing the requirement for an obscured window if it is determined that the void does in fact prevent views into adjacent properties.

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### 6. Conclusion

The proposed development satisfies the majority of relevant Development Plan provisions.

### 7. 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 Development Assessment Panel resolves to grant <u>Development Plan Consent</u> to Development Application 110/00184/21 for the construction of a two storey detached dwelling at 7-9 Saltram Road, Glenelg, subject to the following conditions:
  - 1. That the development shall be implemented in accordance with the plans and documentation submitted to and approved by Council unless varied by any subsequent conditions imposed herein.
  - 2. That all upstairs windows on the side and rear elevations shall have minimum window sill heights of 1.7 metres above finished floor level, or any glass below 1.7 metres shall be manufactured obscure glass and fixed shut or as otherwise approved by Council. Further details of this requirement shall be provided at Building Rules Assessment stage.
  - 3. A detailed landscape plan and schedule shall be submitted prior to Development Approval being granted, demonstrating trees, shrubs and grasses in the front, side and rear yards. All such landscaping shall be established within 3 months of substantial completion of the development and any such vegetation shall be replaced if and when it dies or becomes seriously diseased.
  - 4. 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.
  - 5. 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.

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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.