TO:	COUNCIL ASSESSMENT PANEL
DATE:	25 SEPTEMBER 2019
SUBJECT:	COUNCIL ASSESSMENT REPORT
AUTHOR:	DEAN SPASIC
	DEVELOPMENT OFFICER PLANNING
ATTACHMENTS:	1. LOCALITY PLAN
ATTACHMENTS.	
	2. PROPOSED PLANS
	3. STATEMENTS OF REPRESENTATIONS
	4. APPLICANT'S REPLY TO REPRESENTATIONS
HEARING OF REPRESENTORS:	JOHN AND LESLYE ROUGHAN OF 45 MARLBOROUGH STREET, BRIGHTON
HEARING OF APPLICANT:	LARES HOMES PTY LTD
DA NO. :	110/00487/19
APPLICANT :	LARES HOMES PTY LTD
LOCATION :	41-43 MARLBOROUGH STREET, BRIGHTON
DEVELOPMENT PLAN :	CONSOLIDATED 2 JUNE 2016
ZONE AND POLICY AREA :	RESIDENTIAL
NATURE OF DEVELOPMENT:	MERIT
PROPOSAL :	CONSTRUCTION OF FOUR TWO STOREY DETACHED
	DWELLINGS WITH INTEGRAL GARAGES AND VERANDAHS,
	ONE OF WHICH IS LOCATED ON A HAMMERHEAD SITE,
	DECKS AND RETAINING WALLS WITH ASSOCIATED
	FENCING AT 41 AND 43 MARLBOROUGH STREET,
	BRIGHTON
EXISTING USE :	DETACHED DWELLINGS
REFERRALS :	NIL
CATEGORY :	TWO
<b>REPRESENTATIONS RECEIVED :</b>	THREE
RECOMMENDATION :	DEVELOPMENT PLAN CONSENT SUBJECT TO CONDITIONS

## 1. Site and Locality

The subject site comprises land associated with 41 and 43 Marlborough Street, each currently containing two dwellings. The total site area is 1773 square metres. The land is located on the southern side of Marlborough Street and in between the Esplanade and Seaview Terrace.

The locality comprises a predominance of older housing stock of single and two storey built form, however also has examples of newer housing stock. The Residential Zone encourages a variety of built form and land division configurations, including hammerhead.

## 2. Background

A land division application (110/00480/19) has been submitted, which is also subject to consideration by the Council Assessment Panel.

## 3. Proposed Development

The proposal comprises the construction of four two storey detached dwellings with integral garages and verandahs, one of which is located on a hammerhead site, decks and retaining walls with associated fencing.

### **Assessment Table**

Dwelling 1	Proposed	Development Plan	Summary
Site areas	560 square metres	Minimum 400 square metres	Complies
Site coverage	38 percent	Maximum 50 percent of the site	Complies
		area	
Private open space	21 percent	Minimum 20 percent	Complies
'Front' setback	1.3 metres (internal)	Consistent with the setbacks of	Complies
		neighbouring buildings	
Northern and	Garage wall located on the	Wall located on a boundary up	Complies
southern 'side'	northern side boundary with a	to 3 metres high and 8 metres in	
setback	height of 3.4 metres and length of	length	
	6.8 metres.		
		Ground level wall setback 1	
	Remaining dwelling setback 7.3	metre	Complies
	metres+ from side boundaries		
		Upper level wall setback 2.5	
		metres	Complies
Western 'rear'	Garage wall located on the	Ground level 4 metres and upper	Does not comply
setback	southern side boundary with a	level 6 metres	
	height of 3.4 metres and length of		
	7.5 metres.		
	Ground level 1.2 metres and		
upper level 1.6 metres			
· · · · · · · · · · · · · · · · · · ·		Development Plan	Summary
Site areas	343 square metres	uare metres Minimum 400 square metres	
Site coverage	64 percent	Maximum 50 percent of the site	Does not comply
		area	
Private open space	31 percent	Minimum 20 percent	Complies
Primary street	4.4 to 6 metres	Consistent with the setbacks of	Does not comply
setback		neighbouring buildings	
Northern and	Garage wall located on the	Wall located on a boundary up	Complies
southern 'side'	southern side (internal) boundary	to 3 metres high and 8 metres in	
setback	with a height of 3.4 metres and	length	
	length of 6.8 metres.		
	Remaining ground level wall	Ground level wall setback 1	
	setback 980mm	metre	Complies
	Upper level wall setback 2 metres	Upper level wall setback 2.5	
		metres	Does not comply
Western 'rear'	Ground level wall 6.3 metres	Ground level 4 metres and	Complies
setback	Upper level wall 10.5 metres		
		upper level 6 metres	Complies

Dwelling 3	Proposed	Development Plan	Summary
Site areas	368 square metres	Minimum 400 square metres	Does not comply
Site coverage	59 percent	Maximum 50 percent of the site area	Does not comply
Private open space	34 percent	Minimum 20 percent	Complies
Primary street setback	4.9 to 6.5 metres	Consistent with the setbacks of neighbouring buildings	Does not comply
Northern and southern 'side' setback	Garage wall located on the southern side (internal) boundary with a height of 3.4 metres and	Wall located on a boundary up to 3 metres high and 8 metres in length	Complies
	length of 6.8 metres. Remaining ground level wall setback 980mm Upper level wall setback 2 metres	Ground level wall setback 1 metre Upper level wall setback 2.5 metres	Complies Does not comply
Western 'rear'	Ground level wall 7.8 metres	Ground level 4 metres and	Complies
setback Upper level wall 15.1 metres		upper level 6 metres	Complies
Dwelling 4 Proposed		Development Plan	Summary
Site areas	368 square metres	Minimum 400 square metres	Does not comply
Site coverage	59 percent	Maximum 50 percent of the site area	Does not comply
Private open space	32 percent	Minimum 20 percent	Complies
Primary street setback	5.5 to 6.7 metres	Consistent with the setbacks of neighbouring buildings	Does not comply
Northern and southern 'side'     Garage wall located on the southern side (internal) boundary with a height of 3.4 metres and length of 7.9 metres.		Wall located on a boundary upComplianryto 3 metres high and 8 metres in	
	Remaining ground level wall setback 980mm Upper level wall setback 2 metres	Ground level wall setback 1 metre Upper level wall setback 2.5 metres	Complies Does not comply
Western 'rear'	Ground level wall 7.4 metres		
setback	Upper level wall 14.7 metres	upper level 6 metres	Complies

### 4. Public Consultation

The development is assigned as Category 2, as prescribed by the Procedural Matters within the Residential Zone of the Holdfast Bay (City) development Plan. A total of five representations were received, and summarised as follows:

Gavin Franklin and Jeannie Franklin of 46 Marlborough Street, Brighton

- Visual impact of square glass and masonry structures;
- Higher density of housing compared to the rest of the locality;
- Compromises the existing traditional family culture of the street and suburb;
- Invasion of privacy into front rooms of our property; and
- Demolition of Brighton's few remaining heritage homes (Administration Note: The dwellings are not heritage listed, nor located in a Historic Conservation Area).

Neil and Jody Styles of 39 Marlborough Street, Brighton

- Overshadowing impacts (lounge, laundry, clothesline and living area);
- The second storey will block our current views to the sea;
- Clarification of fencing and retaining walls;
- Overhang of Dwelling 2 is forward of the block;

- Access to property during construction; and
- Visual privacy.

Claire Lindop of 42 Marlborough Street, Brighton

- Loss of valuable street parking due to another driveway;
- Amount of permeable surface being lost with 4 homes and 4 driveways; and
- Visual privacy.

John and Leslye Roughan of 45 Marlborough Street, Brighton

- Does the development comply with all of the development guidelines for the zone?;
- Visual privacy;
- Damage to existing buildings and structures;
- Fencing and retaining wall clarification;
- Location of air conditioning unit;
- Overshadowing (Dwelling 4 should be single storey to address this);
- Power connection during construction;
- Garage wall finish; and
- We would like a green hedge of trees between our property and the new development to help with the green forest environment that Council is trying to cultivate.

Applicant's reply to Statements of Representations:

Matthew King of URPS has prepared a detailed report addressing the concerns raised by the Representors. A summary of his reply is as follows:

- Overshadowing on neighbouring properties will be minimal and within the guidelines outlined in the Development Plan, specifically Residential Zone PDC 11 and 12;
- Retaining will be established where marked on the site works plan and replace any existing
  retaining which is deemed to be unstable. All proposed retaining will be effectively the same as
  existing retaining wall heights;
- All fencing will comprise Colorbond 'good neighbour' fencing up to 1.8 metres in height;
- The garage wall is proposed to have an acrylic render finished in a Hames 'half dune' colour (i.e. a light grey);
- The upper level above Dwelling 1 will not significantly impact the current view enjoyed from 39 Marlborough Street, particularly as the new dwelling will be setback further than where the existing two storey dwelling sits;
- Visual privacy has been managed with a mix of techniques including the use of raised sill heights and obscure glazing to windows and a high balustrade to the balcony to up to 1.7 metres above the floor level, as per PDC 40;
- Air conditioning noise will be mitigated by way of its position behind a fence and located at least 7 metres from the Roughan's dwelling. The proposed system is a Panasonic which produces sound up to a maximum of 55 decibels;
- Landscaping is proposed throughout the development site, which will contribute to providing a green buffer between properties as well as contribute to the overall visual amenity of the locality;
- The proposal provides at least 3 on-site car parking spaces per dwelling, which exceeds the minimum of 2 per dwelling;
- Hard surface areas have been minimised by way of tapered driveways and large garden spaces; and

• The proposed density is the same as the existing density. There are currently four dwellings over the development site, and four dwellings are proposed. The average site area per dwelling is 444 square metres.

## 5. Development Plan Provisions

## HOLDFAST BAY (CITY) DEVELOPMENT PLAN

General S	ection – Design and Appearance	
Objective	S	
1 Develop	ment of a high design standard and appearance that responds to	Complies
and reinfo	prces positive aspects of the local environment and built form.	
Principles	of Development Controls	Assessment
1 Building	s should reflect the desired character of the locality while	Complies
incorpora	ting 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	a building is sited on or close to a side boundary, the side boundary	Complies
wall shoul	ld be sited and limited in length and height to minimise:	
(a)	the visual impact of the building as viewed from adjoining	
	properties	
	overshadowing of adjoining properties and allow adequate sun light	
	to neighbouring buildings.	
	ernal walls and roofs of buildings should not incorporate highly	Complies
reflective	materials which will result in glare to neighbouring properties or	
drivers.		
4 Structur	es located on the roofs of buildings to house plant and equipment	Complies
	rm an integral part of the building design in relation to external	
	haping and colours.	
-	form should not unreasonably restrict existing views available from	Complies
-	ring properties and public spaces.	
6 Balconie		Complies
	be integrated with the overall form and detail of the building and	
	make a positive contribution to the external and external amenity of	
	residential buildings	
	be sited adjacent to the main living areas, such as the living room,	
	dining room or kitchen to extend the dwelling's living space	
	include balustrade detailing that enables line of sight to the street	
• •	be recessed where wind would otherwise make the space unusable	
	have a minimum dimension of 2 metres for upper level balconies or	
	terraces.	
Overshad		Complies
	sign and location of buildings should enable direct winter sunlight	
-	ent dwellings and	
	pen space and minimise the overshadowing of:	
	windows of habitable rooms	
	upper-level private balconies that provide the primary open space	
	area for a dwelling	
(~)	solar collectors (such as solar hot water systems and photovoltaic	

	Section – Design and Appearance	According
-	es of Development Controls (Cont)	Assessment
Visual P	•	Complies
	lopment should minimise direct overlooking of habitable rooms and	
	open spaces of dwellings through measures such as: off-setting the location of balconies and windows of habitable	
(a)	rooms with those of other buildings so that views are oblique rather	
	than direct	
(b)		
(U)	boundary where appropriate) that interrupt views or that provide a	
	spatial separation between balconies or windows of habitable	
	rooms	
(c)		
(0)	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 Perm	anently fixed external screening devices should be designed and	Complies
	d to complement the associated building's external materials and	
finishes.		
	ship to the Street and Public Realm	Complies
	ings (other than ancillary buildings or group dwellings) should be	
	d so that their main facade faces the primary street frontage of the	
land on	which they are situated.	
14 Build	ings, landscaping, paving and signage should have a coordinated	Complies
appeara	nce that maintains and enhances the visual attractiveness of the	
locality.		
15 Build	ings should be designed and sited to avoid creating extensive areas of	Complies
	upted walling facing areas exposed to public view.	
	ing design should emphasize pedestrian entry points to provide	Complies
	ble and direct access from public street frontages and vehicle parking	
areas.		
	Section – Landscaping, Fences and Walls	A
Objectiv		Assessment
	nenity of land and development enhanced with appropriate planting	Complies
possible	er landscaping works, using locally indigenous plant species where	
	onal fences and walls that enhance the attractiveness of	Complies
develop		Complies
	es of Development Controls	Assessment
	opment should incorporate open space and landscaping and minimise	Complies
		complies
hard pay	ved surfaces in order to:	
hard pay	ved surfaces in order to: complement built form and reduce the visual impact of larger	
hard pay	ved surfaces in order to: complement built form and reduce the visual impact of larger buildings (eg taller and broader plantings against taller and bulkier	
hard pav (a)	ved surfaces in order to: complement built form and reduce the visual impact of larger buildings (eg taller and broader plantings against taller and bulkier building components)	
hard pav (a) (b)	ved surfaces in order to: complement built form and reduce the visual impact of larger buildings (eg taller and broader plantings against taller and bulkier building components) enhance the appearance of road frontages	
hard pav (a) (b) (c)	ved surfaces in order to: complement built form and reduce the visual impact of larger buildings (eg taller and broader plantings against taller and bulkier building components)	
hard pav (a) (b) (c)	ved surfaces in order to: complement built form and reduce the visual impact of larger buildings (eg taller and broader plantings against taller and bulkier building components) enhance the appearance of road frontages screen service yards, loading areas and outdoor storage areas minimise maintenance and watering requirements	
hard pav (a) (b) (c) (d)	ved surfaces in order to: complement built form and reduce the visual impact of larger buildings (eg taller and broader plantings against taller and bulkier building components) enhance the appearance of road frontages screen service yards, loading areas and outdoor storage areas minimise maintenance and watering requirements	
hard pav (a) (b) (c) (d) (e)	ved surfaces in order to: complement built form and reduce the visual impact of larger buildings (eg taller and broader plantings against taller and bulkier building components) enhance the appearance of road frontages screen service yards, loading areas and outdoor storage areas minimise maintenance and watering requirements enhance and define outdoor spaces, including car parking areas maximise shade and shelter	
hard pay (a) (b) (c) (d) (e) (f)	ved surfaces in order to: complement built form and reduce the visual impact of larger buildings (eg taller and broader plantings against taller and bulkier building components) enhance the appearance of road frontages screen service yards, loading areas and outdoor storage areas minimise maintenance and watering requirements enhance and define outdoor spaces, including car parking areas maximise shade and shelter assist in climate control within and around buildings	
hard pay (a) (b) (c) (d) (e) (f) (g)	ved surfaces in order to: complement built form and reduce the visual impact of larger buildings (eg taller and broader plantings against taller and bulkier building components) enhance the appearance of road frontages screen service yards, loading areas and outdoor storage areas minimise maintenance and watering requirements enhance and define outdoor spaces, including car parking areas maximise shade and shelter assist in climate control within and around buildings	
hard pav (a) (b) (c) (d) (e) (f) (g) (h)	ved surfaces in order to: complement built form and reduce the visual impact of larger buildings (eg taller and broader plantings against taller and bulkier building components) enhance the appearance of road frontages screen service yards, loading areas and outdoor storage areas minimise maintenance and watering requirements enhance and define outdoor spaces, including car parking areas maximise shade and shelter assist in climate control within and around buildings minimise heat absorption and reflection	
hard pav (a) (b) (c) (d) (e) (f) (g) (h) (i)	ved surfaces in order to: complement built form and reduce the visual impact of larger buildings (eg taller and broader plantings against taller and bulkier building components) enhance the appearance of road frontages screen service yards, loading areas and outdoor storage areas minimise maintenance and watering requirements enhance and define outdoor spaces, including car parking areas maximise shade and shelter assist in climate control within and around buildings minimise heat absorption and reflection maintain privacy maximise stormwater re-use	
hard pav (a) (b) (c) (d) (e) (f) (g) (h) (i) (j)	ved surfaces in order to: complement built form and reduce the visual impact of larger buildings (eg taller and broader plantings against taller and bulkier building components) enhance the appearance of road frontages screen service yards, loading areas and outdoor storage areas minimise maintenance and watering requirements enhance and define outdoor spaces, including car parking areas maximise shade and shelter assist in climate control within and around buildings minimise heat absorption and reflection maintain privacy maximise stormwater re-use	
hard pav (a) (b) (c) (d) (e) (f) (g) (h) (i) (j) (k) (l)	ved surfaces in order to: complement built form and reduce the visual impact of larger buildings (eg taller and broader plantings against taller and bulkier building components) enhance the appearance of road frontages screen service yards, loading areas and outdoor storage areas minimise maintenance and watering requirements enhance and define outdoor spaces, including car parking areas maximise shade and shelter assist in climate control within and around buildings minimise heat absorption and reflection maintain privacy maximise stormwater re-use complement existing vegetation, including native vegetation	

	Section – Landscaping, Fences and Walls (Cont) s of Development Controls	Assessment
-	aping should:	Complies
	include mature vegetation, the planting of locally indigenous species	complies
(a)	where appropriate and species tolerant of salt-laden winds near the	
	coast	
(b)	be oriented towards the street frontage	
	· · · · · · · · · · · · · · · · · · ·	
(c)	infrastructure being maintained.	
2 Landee	aping should not:	Complies
	unreasonably restrict solar access to adjoining development	complies
	cause damage to buildings, paths and other landscaping from root	
(u)		
(a)	invasion, soil disturbance or plant overcrowding	
(c)		
	increase the risk of bushfire	
	remove opportunities for passive surveillance	
(f)	increase leaf fall in watercourses	
	increase the risk of weed invasion	
	obscure driver sight lines	
(i)	create a hazard for train or tram drivers by obscuring sight lines at	
	crossovers.	
	g substantial vegetation should be retained and incorporated within	Reasonably complies
	ing of new development where practicable.	
	and walls, including retaining walls, should:	Complies
	not result in damage to neighbouring trees	
(b)		
	predominant, attractive fences and walls in the locality	
(c)	, .	
	safety and allow casual surveillance	
(d)	incorporate articulation or other detailing where there is a large	
	expanse of wall facing the street	
(e)	assist in highlighting building entrances	
(f)	be sited and limited in height, to ensure adequate sight lines for	
	motorists and pedestrians especially on corner sites	
(g)	in the case of side and rear boundaries, be of sufficient height to	
	maintain privacy and/or security	
(h)	without adversely affecting the visual amenity or access to sunlight	
	of adjoining land be constructed of non-flammable materials.	
6 Retaini	ng walls should be constructed as a stepped series of low walls,	Complies.
incorpor	ate landscaping to soften the appearance of the retaining wall and	
use local	ly indigenous plant species where possible.	
General	Section – Residential Development	
Objectiv	es	Assessment
1 Safe, co	onvenient, pleasant and healthy-living environments that meet the	Complies
	e of needs and preferences of the community.	
-	se range of dwelling types and sizes available to cater for changing	Complies
	phics, particularly smaller household sizes and supported	
accomm		
	m and high density residential development in areas close to activity	Complies
	public and community transport and public open spaces.	
	vitalisation of residential areas to support the viability of community	Complies
		compiles
	and infrastructure.	Complian
	able housing, student housing and housing for aged persons provided	Complies
	priate locations.	
	ed affordable housing opportunities through land division and the	Complies
conversi	on of buildings to a residential use.	

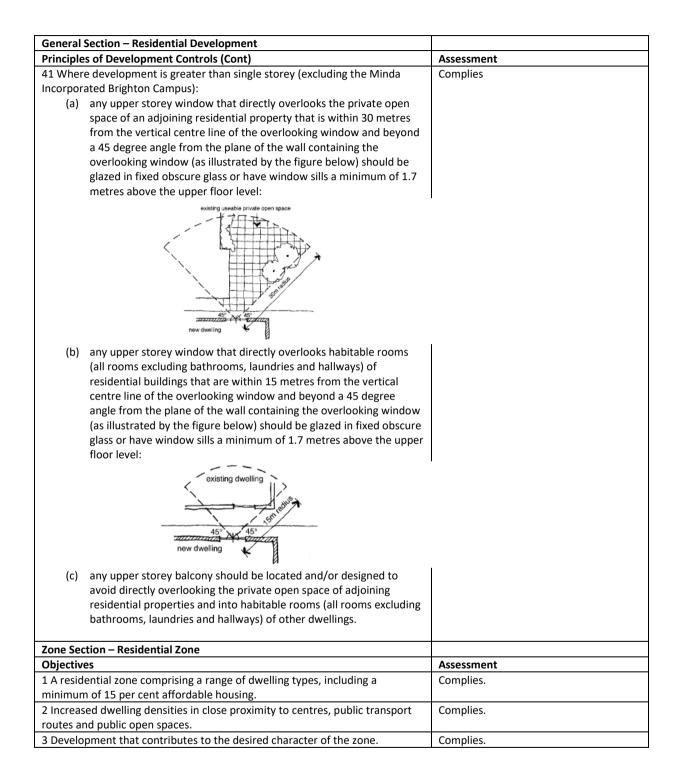
	Section – Residential Development	Accomment
Objectiv		Assessment
	ntial allotments and sites should maximise solar orientation and have	Complies
	and dimensions to accommodate:	
	the siting and construction of a dwelling and associated ancillary outbuildings	
	the provision of landscaping and private open space	
(c)	convenient and safe vehicle, pedestrian and cycling access and parking	
(d)	water sensitive design systems that enable the storage, treatment and reuse of stormwater.	
2 Buildin	gs on hammerhead/battleaxe allotments or the like should be single	Does not comply (existing dwelling to
	nd be designed to maintain the privacy of adjoining properties.	be replaced is 2 storey)
	ntial allotments should be of varying sizes to encourage housing	
diversity		
Design a	nd Appearance	
4 Dwellir	ngs and accommodation at ground floor level should contribute to the	
characte	r of the locality and create active, safe streets by incorporating one or	
	the following:	
(a)	front landscaping or terraces that contribute to the spatial and	
	visual structure of the street while maintaining adequate privacy for	
	occupants	
	individual entries for ground floor accommodation	
	opportunities to overlook adjacent public space.	
	ntial development should be designed to ensure living rooms have an	Complies
external		
	to dwellings should be clearly visible from the streets that they front	Complies
	e visitors to identify a specific dwelling easily.	
Overshad	-	Complies
	esign and location of buildings should ensure that direct winter	
sunlight i to:	is available to adjacent dwellings, with particular consideration given	
(a)	windows of habitable rooms (all rooms excluding bathrooms,	
	laundries and hallways), particularly living areas	
	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.	
	opment should ensure that north-facing windows to habitable rooms	Complies
	ns excluding bathrooms, laundries and hallways) of existing	
	(s) on the same allotment, and on adjacent allotments, receive at	
	ours of direct sunlight over a portion of their surface between 9 am	
	n on the 21 June.	Complian
	opment should ensure that ground-level open space of existing	Complies
	s receives direct sunlight for a minimum of two hours between 9 am	
•	n on 21 June to at least the smaller of the following:	
	half of the existing ground-level open space	
(a)	35 square metres of the existing `ground-level open space (with at	
Dev	least one of the area's dimensions measuring 2.5 metres).	
	elopment should not increase the overshadowed area by more than	
	per cent in cases where overshadowing already exceeds these	
requ	uirements.	1

General Secti	ion – Residential	Developme	nt			
Objectives					Assessment	
Garages, Carports and Outbuildings						
13 Garages, carports and outbuildings should have a roof form and pitch,						
building materials and detailing that complement the associated dwelling.						
14 Garages ar	nd carports facing	the street s	should not don	ninate the	5	Complies
streetscape a	nd should be desi	gned in acc	ordance with t	he follow	ing:	
	e a maximum tot					
	50 per cent of the	-	-			
( )	located at least		behind the m	ain face	of the	
(c) whe	ere it is in the forr	, n of an encl	osed double ca	arport or	garage, be	
sett	back at least 8 me	tres from th	ne primary roa	d frontage	e and	
inco	orporate one of th	ne following	:			
i.	two individual do	oors with a c	listance of not	less than	300 millimetres	
	between them					
ii.	double tilt-up do width of no more			nels havir	ng a maximum	
(d) be d	constructed of ma			those of	the associated	
	elling, or pre-colo					
	arports and outbu			d within t	he following	Complies
parameters:						
Parameter	Total floor area	Wall height	Wall length	Maximum	Setback from	
	(maximum)	above natural ground level		height	any existing structure on	
		<b>9</b>			the site located	
					on the same boundary	
Within 3 metres	Sites 600 square	3 metres	9 metres	4.5 metres	n/a	
of a side or rear	metres or more:					
boundary	60 square metres Sites 400-600 square					
	metres: 40 square					
	metres					
	Sites less than 400 square metres:					
	30 square metres					
On a side or	Sites 600 square	3 metres	8 metres,	4.5 metres	6 metres	
rear boundary	metres or more: 60 square metres		provided the total length of all			
	Sites 400-600 square		existing and proposed			
	metres: 40 square metres		boundary walls			
	Sites less than		does not exceed 30 per cent of the			
	400 square metres:		total common			
	30 square metres		boundary length			
	oundary Setbacks					Complies
	ere specified in a					
	igh Density Zone,				e set back from	
the primary re	oad frontage in a	cordance w	hth the followi	ng table:		
	nce between building otments with frontage		of new building			Does not comply. See subheading
the same prima						Primary Street Setbacks.
		The same illustrated	setback as one of below:	the adjacent	buildings, as	
	a = 6m $b = 8m$					
Greater then 0	When b - a: 2. setback of new dwelling = a or b           Greater than 2 metres         At least the average setback of the adjacent buildings.					
Greater than 2 m	netres	At least the	e average setback	or the adjace	ent buildings.	

General	Section – Residential Development (Con	t)	
	s of Development Controls		Assessment
20 Dwell	ing setbacks from side and rear boundarie	Complies	
increase	d as the height of the building increases to		
	minimise the visual impact of buildings f		
(b)	minimise the overshadowing of adjoining		
21 Resid	ential development (other than where loc		Does not comply
	rom side and rear boundaries in accordar		See subheadings Side Boundary
paramet			Setbacks and Rear Boundary Setbacks
Paramet		Value	,,
Side wall	 s with a height up to (and including) 3 metres at above the natural ground level	1 metre	-
			_
	s with a height exceeding 3 metres and up to (and 6 metres at any point above the natural ground	1.5 metres plus an additional 500 millimetres for every metre in height abo 4 metres	VE
	s greater than 6 metres at any point above the ound level	2.5 metres plus the increase in wall heig above 6 metres	ht
	ndary setback for single storey buildings with a it 3 metres or less above natural ground level	4 metres	
	ndary setback for a building of two or more storeys Il height more than 3 metres above natural ground	6 metres	
22 Dwell	ings and or residential flat buildings on an	allotment in the form of a	Complies
	nead/battleaxe configuration should:		complica
(a)	be setback a minimum of 4 metres from	the side boundary to the two	
(a)	storey component of any part of the bui	-	
(h)		•	
(b)	contain sufficient area on the allotment		
	enable it to egress the allotment in a for	ward direction	
(c)	enhance the streetscape character by:		
		ated between the main face of	
	the dwelling and the front pro		
	ii. providing additional landscapi	ng and/or deviation of the	
	driveway where a driveway ler	ngth exceeds 20 metres	
(d)	minimise impact on the amenity of neighthe driveway:	nbouring properties by locating	
	i. on the side of the property that	at is adjacent to an existing	
	neighbouring garage, carport o	-	
	ii. a minimum of 2 metres from a	, bedroom window of an	
	existing dwelling on neighbour		
	fence measuring a minimum o		
	driveway pavement.	1.0 metres above the	
22 Sida H	oundary walls in residential areas should	he limited in length and height	Complies
to:	oundary wans in residential areas should		complica
	minimica their visual impact on adjaining	n properties	
(a) (b)	minimise their visual impact on adjoining minimise the overshadowing of adjoining		
. /			Dess not somethy
	associated with a dwelling located on a si		Does not comply
-	in accordance with the following parame		Wall height more than 3 metres abov
	a height not exceeding 3 metres above r	iatural ground level	Natural ground level
	a length not exceeding 8 metres		
(c)	the wall, when its length is added to the		
	walls or structures located on that bound	-	
	i. will not result in all such releva		
	exceeding a length equal to 45	per cent of the length of the	
	boundary		
	ii. will not be within 3 metres of a	any other relevant wall or	
	structure located along the bo	-	
	-	utting the wall of an existing or	
		ilding on the adjoining site and	
	is constructed to the same or t		

	Section – Residential Development (Cont)		
	s of Development Controls	Assessment	
27 Carpo	orts and garages should be set back from roa	Complies	
so as to:			
1.1	contribute to the desired character of the a		
	not adversely impact on the safety of road	users	
	provide safe entry and exit		
	not dominate the appearance of dwellings	from the street.	
Site Cove	0		Does not comply
	overage (the proportion of a site covered by	-	
	and structures including dwelling, garage, c		
	ings but excluding unroofed pergolas and un	roofed balconies) should	
not exce	ed the following values:		<u> </u>
Paramete	er	Value	
Site with	an area less than or equal to 300 square metres	60 per cent	
Site with	an area greater than 300 square metres	50 per cent	
29 Site n	overage should ensure sufficient space is pro	ovided for:	 Complies
	pedestrian and vehicle access and vehicle p		
	domestic storage		
	outdoor clothes drying		
	rainwater tanks		
	private open space and landscaping		
	convenient storage of household waste and	d recycling receptacles.	
	overage determinations for group dwellings		Complies
	sites should not include common areas such		
	vs and landscaping.		
	Dpen Space		Complies
31 Privat	e open space (land available for exclusive us	e by residents of each	
dwelling	) should be provided for each dwelling (inclu	ding a dwelling within a	
residenti	al flat building) and should be sited and desi	gned:	
(a)	to be accessed directly from the habitable	rooms of the dwelling	
(b)	to be generally at ground level (other than	for residential flat	
	buildings) and to the side or rear of a dwell	ing and screened for	
	privacy		
(c)	to take advantage of, but not adversely affe	ect, natural features of	
	the site		
	to minimise overlooking from adjacent buil		
	to achieve separation from bedroom windo		
(f)	to have a northerly aspect to provide for co	omfortable year-round	
	use		
(g)	to not be significantly shaded during winter	r by the associated	
	dwelling or adjacent development		
(h)	to be shaded in summer		
(i)	to minimise noise and air quality impacts the		
	industry or other business activities within		
(j)	to have sufficient area and shape to be fun		
	consideration the location of the dwelling,	and the dimension and	
	gradient of the site.		1

General Section – Re Principles of Develo		Assessment	
32 Dwellings and residential flat buildings at ground level should include private open space that conforms to the requirements identified in the following table:			Complies
Site area of dwelling	Site area of dwelling Minimum area of Provisions private open space		
250 square metres or greater	20 per cent of site area	Balconies, roof patios, decks and the like, can co part of this area provided the area of each is 10 s metres or greater.	
		One part of the space should be directly accessib kitchen, lounge room, dining room or living room a bedroom) and have an area equal to or greater per cent of the site area with a minimum dimension metres and a maximum gradient of 1-in-10.	(e tř
Less than 250 square metres	35 square metres	Balconies, roof patios and the like can comprise parea provided the area of each is 8 square metre greater.	
		One part of the space is directly accessible from a lounge room, dining room or living room (excludir bedroom) and has an area of 16 square metres w minimum dimension of 4 metres and a maximum of 1-in-10.	ng vit
33 Private open space	ce should not incl	ude driveways, front yards (except	Complies
where it is a group d	welling that has r	o frontage to a public road and the	
private open space i	s screened from a	djacent dwellings), effluent drainage	
,	0,	inwater tanks and other utility areas and	
	· · ·	and communal open space.	
	0	should be designed to provide a	Complies
		a of natural ground which excludes	
areas) to:	a structure unde	rneath, pools and nonpermeable paved	
	ease of drainage		
• •	effective deep plai	nting	
		ind improve micro-climatic conditions	
	es and buildings.	· · ·	
		ground level should have a minimum accessible from a habitable room.	Complies
Visual Privacy			Complies
		toreys in the Minda Incorporated	
		vs, balconies, terraces and decks that	
		private open space of dwellings should	
		se of measures such as sill heights of not	
less than 1.7 metres above finished floor	•	reens having a height of 1.7 metres	
	16761.		



Zone Section – Residential Zone (Cont)	
Objectives	Assessment
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 – Resident				
Principles of Development Control			Assessment	
1 The following forms of development are envisaged in the zone:			Complies	
<ul> <li>affordable housing</li> </ul>				
<ul> <li>domestic outbuilding in</li> </ul>	n association with a dwelling			
<ul> <li>domestic structure</li> </ul>				
<ul> <li>dwelling</li> </ul>				
<ul> <li>dwelling addition</li> </ul>				
	itial use that serves the local	community, for example:		
<ul> <li>child care facility</li> </ul>				
<ul> <li>health and welfare serv</li> </ul>	vice			
<ul> <li>open space</li> </ul>				
<ul> <li>primary and secondary</li> </ul>	school			
- recreation area				
<ul> <li>supported accommoda</li> </ul>				
2 Development listed as non-complying is generally inappropriate.			Complies	
6 Development should not be undertaken unless it is consistent with the			Complies	
desired character for the zone.				
Zone Section – Resident	ial Zone (Cont)			
7 A dwelling should, except where specified in a particular policy area or			Complies (existing site has similar	
precinct, have a minimum site area (and in the case of group dwellings and			dimensions)	
residential flat buildings,	an average site area per dw	elling) and a minimum		
frontage to a public road	l not less than that shown in	the following table:		
Dwelling type	Site area (square metres)	Minimum frontage (Except for allotments in of a hammerhead configu		
Detached	400 minimum	12 metres	- - - -	
Semi-detached	350 minimum	12 metres		
Group dwelling	350 average	12 metres		
Residential flat building	350 average	12 metres		
Row dwelling	350 minimum	10 metres		
	ial flat buildings, except whe		Complies	
	precinct, should not exceed			
Location of the dwelling	Maximum wall height above natural ground level	Maximum height above natur ground level	-	
West of Brighton Road or Tapleys Hill Road	7 metres	Two storeys		
East of Brighton Road or Tapleys Hill Road	3.5 metres	One storey, or two storeys if the storey is incorporated within the space and the floor area of the - storey does not exceed 40 perc the ground floor footprint of the including attached garages.	er Se	
9 Dwellings and/or resident metre from one side bou	ential flat buildings should b		Complies	

## 6. Summary of Assessment

### Zone and Land use

The proposal is considered to adhere to the Desired Character Statement and Residential Zone requirements, which includes infill development to increase dwelling densities of varying housing styles.

Although there are some individual site areas that fail to achieve the minimum site area of 400 square metres and the frontages are less than 12 metres, the average site areas are 444 square metres per dwelling, the frontages are consistent with the existing sites, and the density matches the existing density found over the development site (4 dwellings).

The proposal ultimately presents a redevelopment of older housing stock with the same density and similar configuration.

### Site Coverage

Each individual dwelling is considered to satisfy site coverage provisions found in the Development Plan (PDC 28, maximum 50 percent of the site area and PDC 29, the provision of sufficient space to accommodate access, storage, clothes drying, rainwater tanks, private open space and waste storage).

Dwellings 2, 3 and 4 comprises site coverage in the range of 60 to 64 percent of the site area, hence failing PDC 28, however the variance is considered negligible, particularly as PDC 29 is achieved. Further, the overall site coverage of the development site is 49 percent.

### **Private Open Space**

Each of the proposed dwellings satisfy the private open space provisions found in the Development Plan, including PDC 31, 32, 33, 34 and 36.

Dwelling 1 has private open space totaling 130 square metres (not including the land comprising the steep slope), which is 23 percent of the site area.

Dwellings 2 to 4 have private open space areas in the range of 108 (36 percent of the site area) to 124 square metres (33 percent of the site area).

### **Primary Street Setbacks**

Dwellings 2 to 4 face Marlborough Street and are setback in the range of 4.6 to 7 metres. The eastern adjacent building is setback 9.9 metres from the street boundary and the western adjacent building is setback 7 metres from the street boundary, hence an average setback of 8.45 metres. The proposed development therefore fails to satisfy the Development Plan with respect to Street Setbacks (specifically PDC 19).

Although the proposed dwellings fail to satisfy PDC 19, the general setback pattern of the southern side of Marlborough Street is fairly diverse, with setbacks ranging from only 1 metre to 9.9 metres. The proposed building setbacks are considered reasonable in the context of the development site, and it is typical for new dwellings to be established forward of neighbouring buildings, particularly where the street does not contain a uniform setback pattern.

### **Side Boundary Setbacks**

The Development Plan anticipates walls located on side boundaries where the wall height does not exceed 3 metres above the natural ground level and the wall length does not exceed 8 metres.

Residences 1 and 4, each have garage walls located on their side boundaries, with wall heights of 3.4 metres above the natural ground levels and overall length not more than 8 metres. The wall heights are at variance by 400mm, which is a reflection of the sloping topography of the land (a balance of achieving usable ground levels and avoiding excessive retaining heights).

The ground level walls of Dwelling 1 is 3.4 metres above the natural ground level and setback a minimum of 6.8 metres from the side boundaries.

The upper level walls of Dwelling 1 are in the range of 6.2 metres above the natural ground level and setback and setback a minimum of 6.8 metres from the side boundaries.

The ground level walls of Dwellings 2 to 4 comprise heights of 3.1 metres (Dwelling 4 has side walls that are in the range of 4.4 metres due to the sloping nature of the site at the rear). The ground level walls are setback a minimum distance of 1.08 metres from the side boundaries. The Development Plan anticipates a minimum setback of 1.5 metres where the wall height exceeds 3 metres, however given the wall height is only generally slightly above 3 metres and considering the context of the sloping land, the proposed setbacks are considered reasonable.

The upper level walls of Dwellings 2 to 4 are in the range of 6.2 metres above the natural ground level and setback and setback a minimum 2 metres from the side boundaries. The Development Plan anticipates a minimum setback of 2.7 metres where a wall height is in the range of 6.2 metres. The 700mm setback variance however is considered reasonable in the context of the development site, particularly as the western adjacent building is setback at least 3.8 metres from the side boundary.

### **Rear Boundary Setback**

Residence 1 has a garage wall located on the rear boundary, with a wall height of metres above the natural ground level and overall length of 7.5 metres. The wall height is at variance by 400mm, which is a reflection of the sloping topography of the land (a balance of achieving usable ground levels and avoiding excessive retaining heights).

The ground level wall at the rear of Dwelling 1 is between 3.4 and 5.4 metres in height, due to the sloping nature to the west of the site. The ground level wall is setback 1.1 to 1.6 metres from the southern rear boundary (which is the side boundary of the southern adjacent property)

The ground level wall at the rear of Dwelling 1 is between 6.5 and 10 metres in height, due to the sloping nature to the west of the site. The upper level wall is setback 1.6 metres from the southern rear boundary (which is the side boundary of the southern adjacent property). This wall abuts a shed and rear yard associated with the southern adjacent property.

The proposed building fails to satisfy the rear boundary setback of 4 metres at the ground level and 6 metres at the upper level. In considering the severity of the rear boundary setback deficiencies, regard should be given to the visual and overshadowing impacts. Visually, the walls will be rendered and painted, and upper level windows have sill heights of 1.7 metres. The roof is a hipped profile, which assists in reducing the overall bulk and scale. In terms of overshadowing, the building will cast a shadow over part of the rear yard of the southern adjacent property, however the majority of the yard retains access to sunlight, and particularly the front garden, which appears to be the predominant space used for private open space purposes, or at least, the largest area.

### Vehicle maneuvering and carparking

The proposal has been designed in such a way that forward entry and exit is accommodated for the hammerhead site (Dwelling 1). Each dwelling proposes 3 on-site car parking, thus exceeding the minimum of 2 spaces required per dwelling. This results in overall surplus car parking of 4 spaces over the development site.

## **Visual Privacy**

The proposed development satisfies the Development Plan PDC 40 and 41 with respect to ensuring the visual privacy of adjacent properties is not compromised. This is achieved by way of side and rear and front of Dwelling 1 having windows, balconies and decks being screened in such a way as to avoid views into adjacent properties.

The front windows associated with Dwellings 2, 3 and 4 are part of the public realm and do not require any screening treatment.

### **Solar Access**

The Shadow Diagram submitted as part of the application, demonstrates the shadow cast at 9am, 12pm and 3pm during the winter solstice. The diagram clearly demonstrates that the proposed development complies with Development Plan Residential Zone, PDC 11 and 12, whereby;

All north facing windows to habitable rooms on adjoining allotments received at least 3 hours of direct sunlight over a portion of their surface between9am and 5pm on the 21 June.

Ground level private open space areas of adjacent buildings achieve a minimum of 2 hours of sunlight between 9am and 3pm on the 21 June to at least half the existing ground level private open space and at least 35 square metres of existing ground level private open space with minimum dimensions of 2.5 metres.

## 7. Conclusion

Although the proposal fails to satisfy the Development Plan in some respects (frontages, site coverage, boundary setbacks), on balance, it presents a kind of development that is envisaged in the Residential Zone and demonstrates sufficient planning merit in the overall design so as to warrant planning consent.

### 8. **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 grant Development Plan Consent to Development Application 110/00487/19 comprising the construction of four two storey detached dwellings with integral garages and verandahs, one of which is located on a hammerhead site, decks and retaining walls with associated fencing at 41 and 43 Marlborough Street, Brighton

### PLANNING CONDITIONS

- 1. That the design and siting of all buildings and structures and site works shall be as shown on the plans submitted to and approved by Council unless varied by any subsequent conditions imposed herein, including those prepared by
  - a. Gama Consulting, Drawing No. 18840-C01, Revision A, 19/06/2019;
  - b. Lares Homes, Job No. LH123, LH126-128, Sheet 1 dated May 19;
  - c. Lares Homes, Job No. LH123, Sheet P1 dated June 19;
  - d. Lares Homes, Job No. LH126-8, Sheet 7 dated 03/09/19;
  - e. Lares Homes, Job No. LH123, Sheet 8 dated 03/06/19;
  - f. Lares Homes, Job No. LH123, Sheet 2 dated May 19;
  - g. Lares Homes, Job No. LH123, Sheet 3 dated May 19;
  - h. Lares Homes, Job No. LH123, Sheet 4 dated May 19;
  - i. Lares Homes, Job No. LH126, Sheet 2 dated May 19;
  - j. Lares Homes, Job No. LH126, Sheet 3 dated May 19;
  - k. Lares Homes, Job No. LH126, Sheet 4 dated May 19;
  - I. Lares Homes, Job No. LH126, Sheet 5 dated May 19;
  - m. Lares Homes, Job No. LH127, Sheet 2 dated May 19;
  - n. Lares Homes, Job No. LH127, Sheet 3 dated May 19;
  - o. Lares Homes, Job No. LH127, Sheet 4 dated May 19;
  - p. Lares Homes, Job No. LH127, Sheet 5 dated May 19;
  - q. Lares Homes, Job No. LH128, Sheet 2 dated May 19;
  - r. Lares Homes, Job No. LH128, Sheet 3 dated May 19;
  - s. Lares Homes, Job No. LH128, Sheet 4 dated May 19;
  - t. Lares Homes, Job No. LH128, Sheet 5 dated May 19;
- 2. 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.

- 3. That landscaping shall be established as per the plan prepared by Lares Homes, Job No. LH126-8, Sheet 7 dated 26/08/19 and comprise fast growing tubestock. 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. That all upstairs windows, terraces above natural ground level and balconies on the eastern, western and southern elevations, and north elevation of Dwelling 1 shall be designed in such a way that prevents a view into adjacent properties.

- 5. That construction shall take place between 7am and 7pm Monday to Saturday and not on Sundays or public holidays. All such work shall be undertaken in such a manner so as not to, in the reasonable opinion of Council, cause any nuisance or annoyance to any of the occupiers of buildings within the locality. Any work outside of these hours requires the written approval of Council.
- 6. That dust emissions from the site shall be controlled by a dust suppressant or by watering (subject to any relevant water restrictions) regularly to the reasonable satisfaction of Council.
- 7. That the builder shall at all times provide and maintain a waste receptacle to the reasonable satisfaction of Council on the site in which and at all times all builder's waste shall be contained for the duration of the construction period and the receptacle shall be emptied as required.
- 8. That all hard building materials, waste and litter on site be stored in a manner that secures it on site during the construction works.
- 9. That no solid or liquid trade wastes be discharged to the stormwater system.
- **10.** That all domestic mechanical plant and equipment, including air conditioners, should be selected, designed, and installed to comply with the following mandatory criteria:
  - (a) Noise level not to exceed 52dB(A) between the hours of 7am and 10pm when measured and adjusted at the nearest residential zone interface in accordance with the Environment Protection (Noise) Policy 2007\*, and
  - (b) Noise level not to exceed 45dB(A) between the hours of 10pm and 7am when measured and adjusted at the nearest residential zone interface in accordance with the Environment Protection (Noise) Policy 2007\*, and
  - (c) Where marked with an \* the above noise levels must include a penalty for each characteristic where tonal/modulating/ impulsive/low frequency characteristics are present in accordance with the Environment Protection (Noise) Policy 2007.
- NOTE: That no synthetic grass is installed on the Council verge in accordance with the City of Holdfast Bay Verge Policy.