

DEVELOPMENT NO.:	24035929
APPLICANT:	Joel Callander
ADDRESS:	15 STURT ST GLENELG NORTH SA 5045
NATURE OF DEVELOPMENT:	Two level residential flat building comprising 2 dwellings
ZONING INFORMATION:	<p>Zones:</p> <ul style="list-style-type: none"> • Established Neighbourhood <p>Overlays:</p> <ul style="list-style-type: none"> • Aircraft Noise Exposure • Airport Building Heights (Regulated) • Affordable Housing • Building Near Airfields • Character Area • Prescribed Wells Area • Regulated and Significant Tree • Stormwater Management • Traffic Generating Development • Urban Tree Canopy <p>Technical Numeric Variations (TNVs):</p> <ul style="list-style-type: none"> • Minimum Frontage (Minimum frontage for a detached dwelling is 11m; semi-detached dwelling is 11m; row dwelling is 8m) • Minimum Site Area (Minimum site area for a detached dwelling is 350 sqm; semi-detached dwelling is 300 sqm; row dwelling is 250 sqm) • Maximum Building Height (Levels) (Maximum building height is 1 level)
LODGEMENT DATE:	25 Nov 2024
RELEVANT AUTHORITY:	Assessment panel at City of Holdfast Bay
PLANNING & DESIGN CODE VERSION:	P&D Code (in effect) Version 2024.21 21/11/2024
CATEGORY OF DEVELOPMENT:	Code Assessed - Performance Assessed
NOTIFICATION:	Yes
RECOMMENDING OFFICER:	Dean Spasic Development Officer - Planning

CONTENTS:

APPENDIX 1: Relevant P&D Code Policies

ATTACHMENT 1: Application Documents

ATTACHMENT 2: Representations

DETAILED DESCRIPTION OF PROPOSAL:

The proposal is for the construction of a 2 level residential flat building comprising a pair of dwellings, along with the retainment of an existing shed in the rear yard, with associated low-scale front fence, landscaping and vehicle access.

House 1 is a single level dwelling with single garage, 2 bedrooms and 1 living area.

House 2 is a two level dwelling with 4 bedrooms and a living room, with car parking via the existing shed in the rear yard.

The building has been architecturally designed in a way that it presents as detached dwellings. The design respects the predominant built form character of the locality, with the inclusion of a gable pitched roof at 25 degrees with an integrated front verandah, vertical proportions to openings, a mix of traditional materials such as timber, render and iron roofing. The upper-level component, which is a contemporary 'box' design is stepped some 4.6 metres behind the closest part of the ground level, and therefore not visually dominant in context with the ground level component.

Landscaping is supplied in the front, side and rear yards.

Vehicle access is achieved by way of a driveway crossover on Sturt Street, as well as a laneway at the rear.

SUBJECT LAND & LOCALITY:**Site Description:**

Location reference: 15 STURT ST GLENELG NORTH SA 5045

Title ref.: CT 5202/56 **Plan Parcel:** F1437 AL10 **Council:** CITY OF HOLDFAST BAY

The site is a 645 square metre rectangular shaped allotment on an east to west axis currently accommodating a single level detached dwelling with large shed in the rear yard with vehicle access for car parking. The front and rear garden is landscaped, with several trees in the front yard, heavily obstructing the view of the existing dwelling. The existing building, is setback from the front and side boundaries, and modest in its overall form, which contains a pitched roof of some 30 degrees, and a modest overall street presence, although consistent with the predominant built form character of the street and locality due to the existing vegetation.

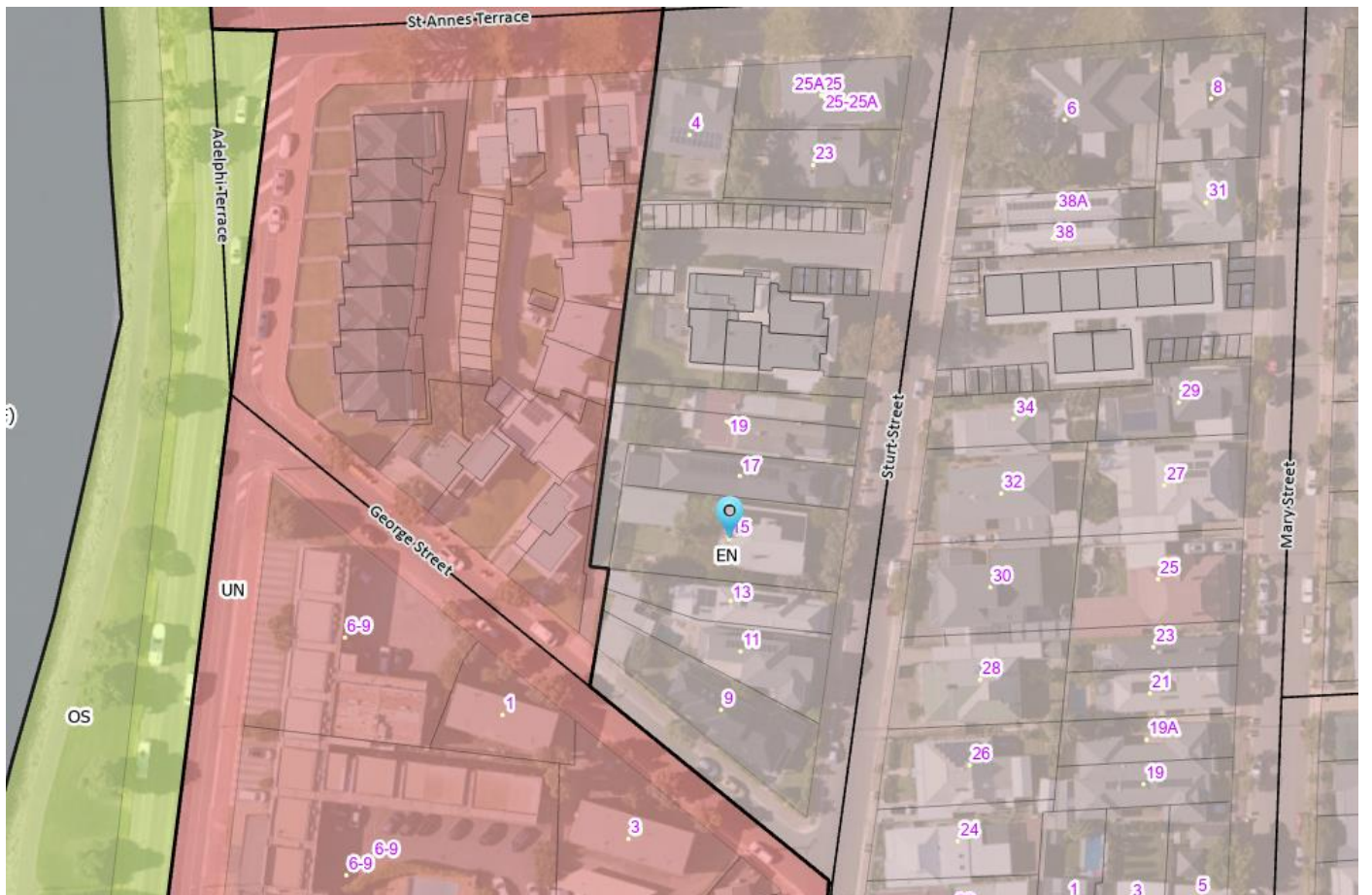


**Locality**

The locality is typical of residential character areas, with a predominance of single storey housing stock from the 1850s to 1920s. The locality is not heritage and there are no local or state heritage listed buildings in the immediate vicinity, however the prevailing built form is similar to what would be found in many heritage conservation areas throughout the city. Although the buildings are not protected from demolition, replacement housing stock within the last 10 to 15 years has incorporated building design and form that is complementary to the older housing stock.

The locality has a distinct built form character defined by steep gable and hipped roof forms, wall cladding comprising stone, brickwork and render, fine-grain detailing, the use of string courses, a high degree of modulation and articulation, low building scale with simple form, high solid to void ratios and vertical proportions to windows and doors.

The site is adjacent to the Urban Neighbourhood Zone, immediately to the west and south, which accommodates building height of up to 12 levels, with limited built form guidance, however when visiting the locality, there is a clear distinction between the 2 neighbouring zones, and importantly what is envisaged into the future.



CONSENT TYPE REQUIRED:

Planning Consent

CATEGORY OF DEVELOPMENT:

- PER ELEMENT:**

New housing

Residential flat building: Code Assessed - Performance Assessed

- OVERALL APPLICATION CATEGORY:**

Code Assessed - Performance Assessed

- REASON**

P&D Code

PUBLIC NOTIFICATION

- REASON**

2 level building in 1 level zone

LIST OF REPRESENTATIONS

A total of 4 representations were received (Attachment 2).

Summary of Representors		
Address of Representor	Position	Wish to be heard
19 Sturt Street, Glenelg North	Support with concerns	No
32 Sturt Street, Glenelg North	Oppose	No
5 Melbourne Street, Glenelg North	Oppose	No
39 Richmond Avenue, Colonel Light Gardens	Oppose	No

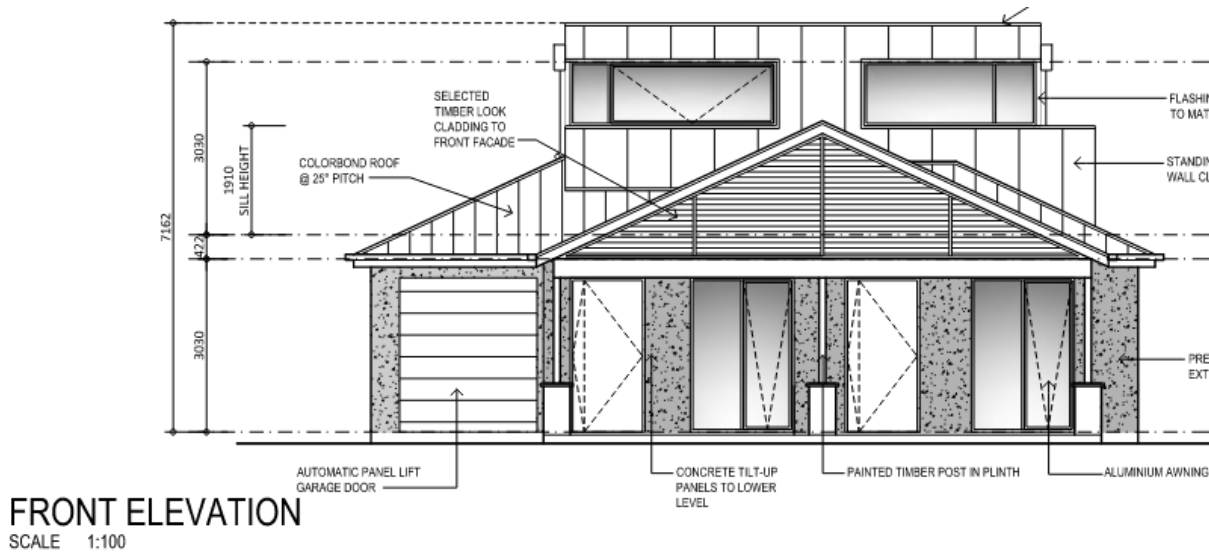
Original Superseded Design:



The applicant submitted a response to representations by way of amended plans (Attachment 1 – Application Documents), which demonstrate a revised built form aimed at addressing some of the concerns raised by both

planning staff and representors. The original plans reflected a building that had a 'boxed' form and failed to complement the surrounding built form character. To the applicant's credit, they considered the concerns raised and have altered the plans to reflect architecture that complements the prevailing built form character.

Amended Design:



PLANNING ASSESSMENT

The application has been assessed against the relevant provisions of the Planning & Design Code, which are contained in Appendix One.

Question of Seriously at Variance

The proposed development comprises a 2 level residential flat building comprising 2 dwellings. It is in the Established Neighbourhood Zone, Glenelg North (West of Tapleys Hill Road) Character Area. Development of this nature is appropriate within the site, locality or in the subject Zone for the following reasons.

Dwellings are a kind of development specifically anticipated by the Zone Land Use and Intensity Performance Outcome 1.1 which states *predominately residential development with complementary non-residential activities compatible with the established development pattern of the neighbourhood.*

The proposed development is not considered seriously at variance with the relevant Desired Outcomes and Performance Outcomes of the Planning and Design Code pursuant to section 107(2)(c) of the *Planning, Development and Infrastructure Act 2016*.

ASSESSMENT TABLE

	Proposed	DPF Requirement	Achieved
Building Height	2 levels	1 level	No
Front Setback	9 metres	The average setback of existing buildings	Yes
Rear Setback	Ground level 14.6 metres Upper level 23 metres	Ground level 4 metres Upper level 6 metres	Yes
Side Setbacks	<p>Ground level wall height 3.4 metres high above the natural ground level setback 900mm</p> <p>Upper level wall height 7.3 metres high above the natural ground level setback 1.65 to 2.4 metres from the northern side boundary</p> <p>Upper level wall height 7.3 metres setback 4.3 metres from the southern side boundary</p>	<p>for a wall that is not <u>south facing</u> and the <u>wall height</u> exceeds 3m measured from the lower of natural or finished ground level - at least 900mm from the boundary of the <u>site</u> plus a distance of 1/3 of the extent to which the height of the wall exceeds 3m from the lower of natural or finished ground level</p> <p>for a wall that is not <u>south facing</u> and the <u>wall height</u> exceeds 3m measured from the lower of natural or finished ground level - at least 900mm from the boundary of the <u>site</u> plus a distance of 1/3 of the extent to which the height of the wall exceeds 3m from the lower of natural or finished ground level</p> <p>for a wall that is <u>south facing</u> and the <u>wall height</u> exceeds 3m measured from the lower of natural or finished ground level - at least 1.9m from the boundary of the <u>site</u> plus a distance of 1/3 of the extent to which the height of the wall exceeds 3m from the lower of natural or finished ground level.</p>	<p>No 100mm variance</p> <p>No 2.3 metre variance</p> <p>Yes</p>
Site Coverage	60 percent of the site area	Maximum of 50 percent of the site area	No
Private Open Space	House 1: 93 square metres House 2: 71 square metres	Minimum 60 square metres per dwelling	Yes
Soft Landscaping	21 percent of the site area	Minimum 20 percent of the average site area where the site	Yes

		area is in the range of 200 to 450 square metres per dwelling	
Soft landscaping to front yard	48 percent	Minimum of 30 percent of front yard	
Tree Planting	2 small trees	1 small tree per dwelling	Yes

Established Neighbourhood Zone

The desired outcome of the zone seeks a neighbourhood that includes a range of housing types, with new buildings sympathetic to the predominant built form character and development patterns.

The proposed residential flat building contributes to a diversification of housing types, whilst the building has been architecturally designed in such a way that it is sympathetic to the built form character.

The land use is consistent with the kind of development envisaged by the zone and the density proposed (a pair of dwellings over a land area of 650 square metres) is consistent with the density envisaged by the Zone (i.e. site areas in the range of 250 to 350 square metres per dwelling).

Built Form and Character Area Statement

The proposed development is considered to align with the character area statement policies regarding anticipated architectural styles and the predominant built form character evident in Sturt and surrounding streets. Although the design incorporates two-level built form, the upper level is recessed behind the ground level facade by some 4.6 metres, is clad with the same material as the roof and is visually obstructed by the ground level gable roof fascia.

Although the ground level roof does not entirely obstruct the view of the upper level component, the overall design and siting of the upper level is such that the architecturally complementary ground level stands out as the visually dominant feature. The upper level would therefore visually fade into the background from a streetscape perspective.

It is noted that there are several multi-level buildings in the immediate locality, some of which comprise conventional 2 level built form, as well as 2 properties south at 11 Sturt Street and the 3 level residential flat building 2 properties to the north at 21 Sturt Road. On balance, the building scale is reasonable in the context of the streetscape.

When focusing on the visually prominent ground level component, the design complements the Glenelg North (West of Tapleys Hill Road) Character Area Statement in that it has been architecturally designed to comprise a 25 degree pitch gable iron roof with timber infills, rendered walls, vertically proportioned windows and doors, a good level of modulation and articulation and a simple building form. The front fence is a simple, 1.2 metre high plinth and pier fence with steel infills, which although does not include cast iron or wrought iron in a traditional arrangement, is reasonable on balance in the context with fencing currently found within the streetscape.

The garage is integrated within the main structure rather than being set to the rear or unobtrusively positioned to the side, making it a more visually dominant element that does not align with the area's prominent feature of garaging and carports being discreet and stepped behind the building facade. It is recognised that most modern dwellings are designed with garages under the main roof, aimed to convenience the occupants in terms of

accessibility to the dwelling. It is noteworthy that there is only 1 single width garage facing the primary street. It is also acknowledged that all the newer housing stock have similar garaging.

The proposal satisfactorily responds to the established character of the area and would fit in reasonably well with the current streetscape character.



Building Height

The Established Character Zone Performance Outcome 4.1 (Building Height) anticipates buildings that contribute to the prevailing character of the neighbourhood and complements the height of nearby buildings. The Associated Designated Performance Outcome (4.1) specifically references a maximum building height of 1 level.

When considering PO 4.1, context is relevant, hence when considering the prevailing character and building heights of **nearby** buildings, for the purpose of this assessment, is it considered suitable to define *nearby* as those buildings within general view of the subject site (ie. Those dwellings located along Sturt Street, bound between St Annes Terrace to the North and George Street to the South).

Within this space, there are a total of 20 buildings.

Of the 20 buildings:

- 13 are single level
- 5 are 2 level
- 1 is 3 level
- 1 is 4 level

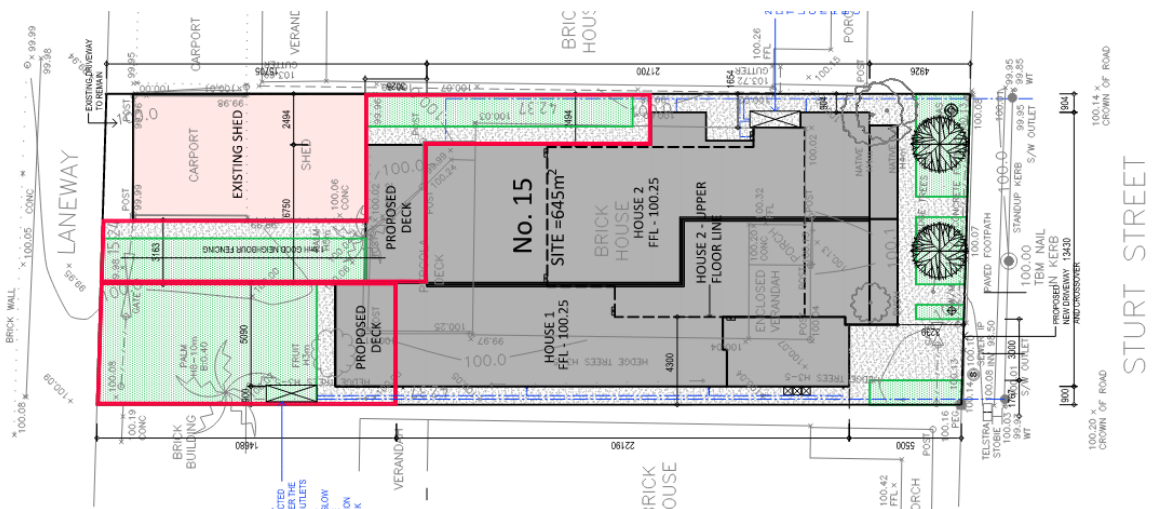
Of the above listed buildings, 3 of the 2 level buildings have an in-roof second level, therefore visually, the street contains 16 buildings that present as single storey built form, thus 80 percent of the existing built form is single level.

It is noted that the 2 other 2 level buildings (38-40 Sturt St and 11 Sturt St) reflect building stock from some 20 years ago, and thus not reflective of current built form standards.

In summary, the building height character found *nearby* the subject land is largely intact in terms of a predominance of 1 level building height, therefore the general design of the proposed dwelling is considered to achieve a good balance between the multi level buildings found on the street as well as respecting the single level form, by way of recessing the upper level further back and obstructing it with the ground level gable roof.



The proposed boundary setbacks are considered to satisfactorily satisfy the relevant Performance Outcomes by way of ensuring natural light and ventilation to neighbouring properties.



Site Coverage

The proposal results in a building covering up to 60 percent of the site area. Site coverage in the locality is typically low, because of more modest building envelopes on larger allotments. The proposal has a higher level of site coverage predominately due to the retainment of a large shed in the rear yard. The building envelope is reasonably consistent with the character and pattern of the neighbourhood and provides sufficient space around buildings to limit visual impact and access to natural light and ventilation.

Private Open Space

The proposal achieves a private open space area of 93 square metres for House 1 and 71 square metres for House 2, therefore exceeding the anticipated minimum of 60 square metres per dwelling sought by the Design Code. The proposed private open space areas are directly accessible from living rooms and contain usable dimensions, which would meet likely occupant needs.

Soft Landscaping

Soft landscaping amounts to 21 percent of the site area, which is considered reasonable in that the amount provided would help minimise heat absorption and reflection, contribute to shade and shelter, provide stormwater infiltration and biodiversity and enhance the appearance of the land and the streetscape. The relevant Designated Performance Feature seeks a minimum of 20 percent of the average site area per dwelling. One small tree is proposed to be planted per dwelling.

Landscaping in the front yard amounts to 48 percent of the area, which exceeds the minimum of 30 percent sought by the Designated Performance Feature.

Landscaping is provided adjacent to doors leading out to private open space areas as well as within the front yard. Landscaping is also positioned adjacent to living room windows (i.e. the north facing side windows of House 2) as well as bedroom windows at the front of the dwellings, which demonstrates thought toward integration between built form and landscaping.

CONCLUSION

The proposed development satisfies the Design Code in all the key areas in that the proposal accommodates a pair of dwellings consistent with the density envisaged by the Zone, a building design and siting that is compatible with the existing character in the immediate locality, and a high level of amenity for future occupants in terms of sufficient on-site car parking, private open space, landscaping and building floor plans.

Furthermore, the proposal meets the relevant Design Code Performance Outcomes with respect to site coverage, boundary setbacks and the like. The only notable variance is with respect to the additional building levels, which in context with the built form character of the locality, is not considered to suggest refusal would be warranted.

RECOMMENDATION

It is recommended that the Council Assessment Panel resolve that:

1. The proposed development is not considered seriously at variance with the relevant Desired Outcomes and Performance Outcomes of the Planning and Design Code pursuant to section 107(2)(c) of the *Planning, Development and Infrastructure Act 2016*.

Development Application Number 24035929, by Joel Callander is GRANTED Planning Consent subject to the following Conditions:

CONDITIONS**Planning Consent**

1. The development granted approval shall be undertaken and completed in accordance with the stamped plans and documentation, except where varied by conditions below (if any).
2. That all upstairs windows, other than facing the street, shall have minimum window sill heights of 1.5 metres above finished floor level, or any glass below 1.5 metres shall be obscure and fixed shut and be installed prior to occupation of the dwelling.
3. That landscaping as detailed in the approved plans shall be planted prior to occupation and shall be maintained in good health and condition at all times. Any such vegetation shall be replaced if and when it dies or becomes seriously diseased.
4. Tree(s) must be planted and/or retained in accordance with DTS/DPF 1.1 of the Urban Tree Canopy Overlay in the Planning and Design Code (as at the date of lodgement of the application). New trees must be planted within 12 months of occupation of the dwelling(s) and maintained.
5. Rainwater tank(s) must be installed in accordance with DTS/DPF 1.1 of the Stormwater Management Overlay in the Planning and Design Code (as at the date of lodgement of the application) within 12 months of occupation of the dwelling(s).
6. 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. All stormwater collected on the site must only be discharged to the street and not on to any adjacent properties

OFFICER MAKING RECOMMENDATION

Name: Dean Spasic

Title: Development Officer - Planning

Date: 05/05/2025