

DEVELOPMENT NO.:	24014497
APPLICANT:	Carmine Alvaro
ADDRESS:	4 KENT ST GLENELG SA 5045
NATURE OF DEVELOPMENT:	First floor addition and roof top deck with glass balustrading over existing garage
ZONING INFORMATION:	<p>Zones:</p> <ul style="list-style-type: none"> • General Neighbourhood <p>Overlays:</p> <ul style="list-style-type: none"> • Airport Building Heights (Regulated) • Affordable Housing • Building Near Airfields • Local Heritage Place • Prescribed Wells Area • Regulated and Significant Tree • Stormwater Management • Urban Tree Canopy
LODGEMENT DATE:	3 Jun 2024
RELEVANT AUTHORITY:	Assessment panel at City of Holdfast Bay
PLANNING & DESIGN CODE VERSION:	P&D Code (in effect) Version 2024.9 23/05/2024
CATEGORY OF DEVELOPMENT:	Code Assessed - Performance Assessed
NOTIFICATION:	Yes
RECOMMENDING OFFICER:	Alexander Stamatopoulos Development Officer - Planning
REFERRALS STATUTORY:	Nil
REFERRALS NON-STATUTORY:	Nil

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DETAILED DESCRIPTION OF PROPOSAL:

The proposed application for planning approval at 4 Kent Street, Glenelg, involves upper-level additions and renovations to the existing dwelling. The plan includes modifications to both the ground and first floors, as well as changes to the exterior elevations. Key aspects of the proposal feature the construction of a lift, the creation of new living spaces, and the addition of a rooftop terrace over the existing garage. The design aims to integrate seamlessly with the existing architectural elements, using materials and finishes that match the current render. Decorative mouldings and frameless glass balustrades will be added to enhance the aesthetic appeal. The works are intended to improve functionality and modernize the residence while preserving its character and ensuring it complements the surrounding area.

SUBJECT LAND & LOCALITY:

Site Description:

Location reference: 4 KENT ST GLENELG SA 5045

Title ref.: CT 5856/297 **Plan Parcel:** F7180 AL293 **Council:** CITY OF HOLDFAST BAY

The site is located in the General Neighbourhood Zone and contains a primary frontage to Kent Street. The width of the allotment is 15.5m and the depth 33.9m resulting in a total site area of 525sqm. There is an existing two-storey detached dwelling located on the site that is listed as a local heritage place. The extent of the listing is shown below:

Heritage Number: 4502

Address: 4 Kent Street GLENELG

Details: Dwelling

The extent of listing is described as:

“external form and detailing of the building.”

The application was referred to the Council’s consulting heritage architect who provided the following commentary regarding the heritage aspect of the building.

Impact on the heritage value of the place is more difficult to determine because of the relatively tenuous nature of the heritage listing.

According to the heritage assessment sheet that underpinned the local heritage listing of the place, (McDougall & Vines Glenelg Heritage Policies Review, March 1997), the place was “reputedly the Coach House for Waterworth in Pier Street”, (my emphasis). It goes on to say that “As the Coach House is now separated from the original house by later subdivision, it is indicative of the initial size of estates in this area prior to further residential subdivision after 1880.” ‘Waterworth’ was built in 1885 and is a nearby State Heritage place.

There is physical evidence that the building on the rear boundary at 4 Kent Street was built of bluestone with red brick quoins as a small section of early building fabric is visible in the south-eastern corner. This building fabric is consistent with the materials evident in “Waterworth’ itself and with late 1800s construction generally. It suggests that this part of the subject dwelling was the former coach house building referred to in the heritage assessment sheet.

It is evident however that the building has been altered and adapted over time to convert it to residential use and reflect the changing tastes of owners.

The extent of listing states that “the external form and detailing of the building is significant and is included in the listing.” Conservation recommendations state that “the building should continue to be maintained in its current excellent condition and any extensions to the structure should make reference to its distinctive architectural detailing”,

(my emphasis). This implies that the existing appearance of the building is significant without stating the origins of the architectural detailing nor why it is significant. Though not specifically saying, presumably the assessment sheet is referring to the castle-like appearance and the castellated parapets. Unfortunately, there is no information as to when the subject building was rendered, whether or not the castellated parapets are original or how this building form and appearance relates to the former coach house use.

The heritage assessment is further complicated by the fact that the place is not confirmed as the former stables of 'Waterworth' and the original form and appearance of the place is not made clear in the heritage assessment sheet (the castellations may not be original and the rendered and painted finish almost certainly is not).

The heritage consultant's evaluation highlights the complexity of assessing the heritage value of the building at 4 Kent Street due to its tenuous heritage listing. The building is reputedly the Coach House for 'Waterworth,' a nearby State Heritage place built in 1885. Although there is physical evidence suggesting the building's construction with materials consistent with late 1800s architecture, alterations and adaptations over time have changed its form and function.

The building's current external form and detailing, including its castle-like appearance and castellated parapets, are significant according to the heritage listing, although their origins and historical authenticity are unclear. The assessment underscores the lack of specific information regarding the original form and appearance of the building, complicating the evaluation of its heritage value. Despite this, the conservation recommendations emphasize maintaining the building's current excellent condition and ensuring that any additions reference its distinctive architectural detailing. This underscores the importance of preserving its existing appearance while acknowledging the uncertainties surrounding its historical authenticity and original use.



Above: Subject land as viewed from the streetscape



Above: Aerial view with locality highlighted red

The locality contains a variety of different dwellings with the majority containing no more than two-storeys. Detached, semi-detached and residential flat buildings dominate the landscape in a part of Glenelg that is on the fringe of the Esplanade to the west where high-rise buildings are anticipated and the commercial centre of Jetty Road to the north. It is apparent that infill development is prominent in the landscape that gradually becomes more common toward Jetty Road Glenelg where the amenity transitions from a residential to commercial setting.

CONSENT TYPE REQUIRED:

Planning Consent

CATEGORY OF DEVELOPMENT:

- **PER ELEMENT:**
 Dwelling addition: Code Assessed - Performance Assessed
 Dwelling alteration or addition
- **OVERALL APPLICATION CATEGORY:**
 Code Assessed - Performance Assessed
- **REASON**
 P&D Code

PUBLIC NOTIFICATION

- REASON**

The application does not satisfy General Neighbourhood Zone DTS/DPF 4.1 as the wall height of the dwelling addition exceeds 7m.

- LIST OF REPRESENTATIONS**

Summary of Representors			
Address of Representor	Position	Wish to be heard	Concerns
<i>Annemarie and Anthony Hermann of 2 Kent Street, Glenelg</i>	<i>Support the development with some concerns</i>	<i>No</i>	<ul style="list-style-type: none"> - <i>The height of the proposed addition is not suitable</i> - <i>Lowering the height of the addition will better suit the existing dwelling</i>

- SUMMARY**

The applicant responded to the representation as detailed in Attachment 4. The response is written by the building designer of the addition who elaborates on aspects of the design and its assimilation with the existing built form on the site. Reference was also made to the existing two-storey built form in the locality.

AGENCY REFERRALS

Nil

INTERNAL REFERRALS

Heritage Consultant – No objections to the proposal

PLANNING ASSESSMENT

The application has been assessed against the relevant provisions of the Planning & Design Code, which are contained in Appendix One. The application is not seriously at variance with the provisions of the Planning and Design Code as the Desired Outcomes a Performance Outcomes of the General Neighbourhood Zone anticipate residential development as an appropriate form of development.

Quantitative Assessment

	Proposed	DPF Requirement	Achieved
Building Height	Two levels and 7.6m Wall Height 7.6m	2 levels and 9m Wall Height 7m	Yes 600mm variance
Side Setbacks	Upper-level eastern side 2.45m Upper-level western side 8.8m	At least 900mm from the boundary of the site plus a distance of 1/3 of the extent to which the height of the wall exceeds 3m from the top of the footings = 2.4m	Yes

Primary Setback	13.5m	Average of the adjoining properties minus 1m = 5m	Yes
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Local Heritage Place Overlay

The relevant assessment provisions from the Local Heritage Place Overlay are shown below:

DO 1 - Development maintains the heritage and cultural values of Local Heritage Places through conservation, ongoing use and adaptive reuse.

PO 1.1 - The form of new buildings and structures maintains the heritage values of the Local Heritage Place.

PO 1.2 - Massing, scale and siting of development maintains the heritage values of the Local Heritage Place.

PO 1.3 - Design and architectural detailing (including but not limited to roof pitch and form, openings, chimneys and verandahs) maintains the heritage values of the Local Heritage Place.

PO 1.4 - Development is consistent with boundary setbacks and setting.

PO 1.5 - Materials and colours are either consistent with or complement the heritage values of the Local Heritage Place.

PO 1.6 - New buildings and structures are not placed or erected between the primary or secondary street boundaries and the façade of a Local Heritage Place.

PO 1.7 - Development of a Local Heritage Place retains features contributing to its heritage value.

PO 2.1 - Alterations and additions complement the subject building and are sited to be unobtrusive, not conceal or obstruct heritage elements and detailing, or dominate the Local Heritage Place or its setting.

PO 2.2 - Adaptive reuse and revitalisation of Local Heritage Places to support their retention in a manner that respects and references the original use of the Local Heritage Place.

The Council's consulting architect reviewed the proposed plans and summarised the application as shown below.

it can be said that the proposed development achieves the stated aim of the heritage assessment sheet, (and relevant policy mentioned above), having a similar form to the existing two storey component of the dwelling, similar painted rendered finish, similar window proportions, similar height and a castellated parapet.

It is difficult to say however that the proposed development "conserves" the local heritage place in the strict meaning of conservation. Nevertheless, based on the information in the heritage assessment sheet, it could be said that the proposed development is compatible with the heritage value of the place because of its similar form and appearance and because it does not physically impact on what appears to be the oldest part of the building.

In relation to the two-storey form, I note that there is considerable two-storey development in the locality and the proposed additions are of a similar scale to the existing two-storey component of the dwelling.

Furthermore, the addition is reasonably well setback from the front boundary and side boundaries.

The glass balustrading is a minor element, set back from and largely obscured by the parapet.

The proposed development adapts the building for modern family living.

On balance, for the abovementioned reasons, I am inclined to support the proposed development, based on the information in the heritage assessment sheet. In doing so I have taken into account the rather tentative basis for the listing of the place and the uncertainty surrounding the integrity of the place.

The analysis by the heritage architect indicates that the proposed addition to the existing local heritage place aligns well with the heritage values of the dwelling. The new development shares a similar form, height, and appearance with the existing two-storey component, including a painted rendered finish and comparable window proportions. These elements ensure compatibility with the heritage site while allowing for modern family living.

The proposed addition respects the historical integrity of the place by not impacting its oldest part and maintaining a reasonable setback from the front and side boundaries. The minor and unobtrusive glass balustrading further supports this compatibility. Despite the tentative listing and uncertain integrity of the heritage site, the proposal is considered supportable based on its adherence to the heritage assessment criteria and its overall sympathetic design.

Building Height

It was noted in the quantitative assessment that the overall height of the addition wall exceeded the anticipated maximum of 7m by 600mm. The relevant assessment provisions relating to the building height of the General Neighbourhood Site are shown below:

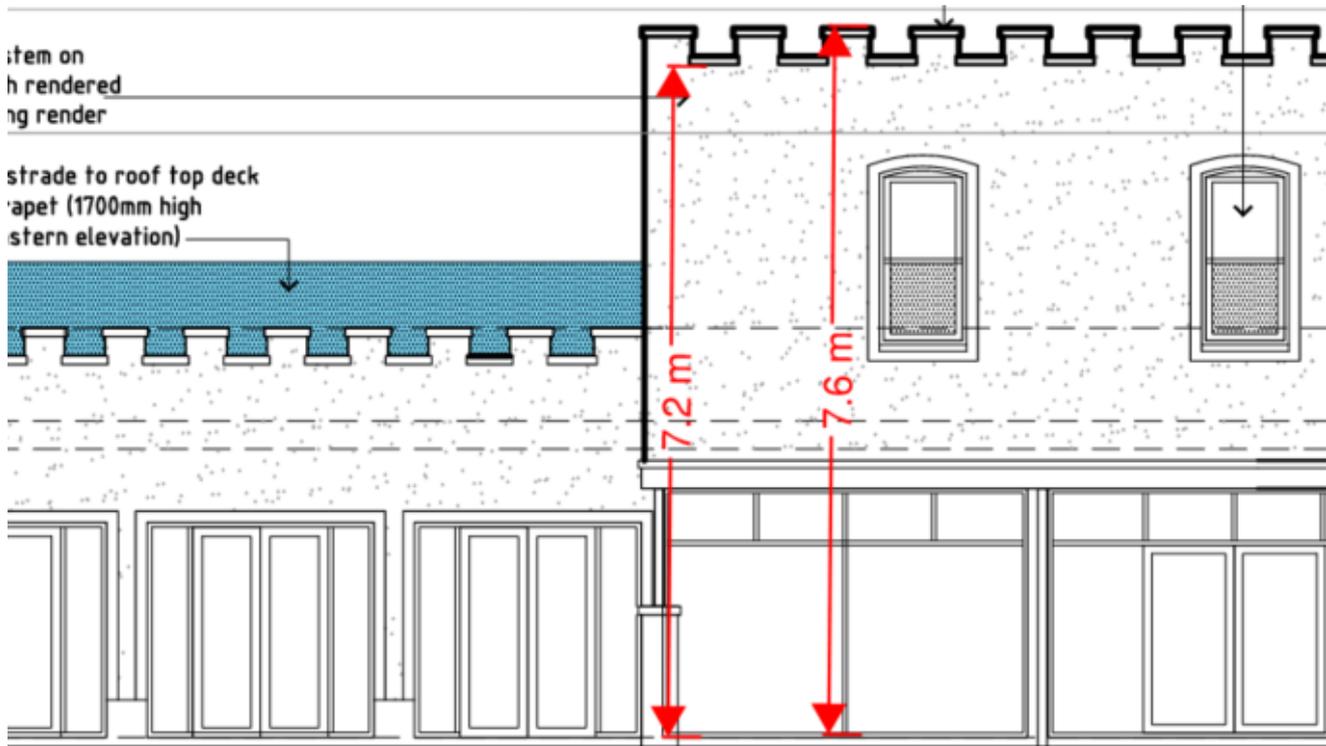
PO 4.1

Buildings contribute to a low-rise suburban character.

DTS/DPF 4.1

Building height (excluding garages, carports and outbuildings) no greater than 2 building levels and 9m and wall height that is no greater than 7m (not including a gable end).

The variance noted in the wall height is considered to be minor as the majority of the wall contains a height of 7.2m as shown in the image below.



Above: Image showing differences in wall height

It is only to the highest point of the ornamental parapets that the total height of the wall is 7.6m. Further, the additions satisfy the definition of low-rise as they do not exceed 2-storeys satisfying PO 4.1. It is important to note that the policies in an overlay prevail over all other policies relevant to the application. The hierarchy of policies is referenced in the diagram below



Above: Hierarchy of policies stated in the Part 1 – Rules of Interpretation of the Planning and Design Code.

Therefore, a greater weight is put on the assessment against the Local Heritage Area Overlay policies that relate to massing and scale as opposed to those in the General Neighbourhood Zone. These policies have been addressed as being satisfied in the assessment of the Local Heritage Area Overlay. Therefore, the height of the addition is suitable.

CONCLUSION

The application seeks to construct an upper-level addition that will complement the existing local heritage place. The proposal gained support from the Council heritage architect and contains a built form that will not unreasonably impact the immediate locality. The works will increase the amenity and usability of the local heritage place by creating additional living spaces which is supported by the Planning and Design Code. Overall impacts to the immediate locality and existing dwelling will be negligible and planning consent is warranted.

RECOMMENDATION

Planning consent

It is recommended that the Council Assessment Panel resolve that:

1. Pursuant to Section 107(2)(c) of the Planning, Development and Infrastructure Act 2016, and having undertaken an assessment of the application against the Planning and Design Code, the application is NOT seriously at variance with the provisions of the Planning and Design Code; and
2. Development Application Number 24014497, by Carmine Alvaro 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. 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.
3. 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.

OFFICER MAKING RECOMMENDATION

Name: Alexander Stamatopoulos

Title: Development Officer - Planning

Date: 17/07/2024