

Clause 4.6 – Exception to Maximum Height of Buildings Development Standard Proposed Dwelling Alterations/Additions 23 Hay Street, Collaroy

Introduction

The subject site is identified as Lot 36, Section 12 in DP 10648 which is known as 23 Hay Street, Collaroy. The site is located on the eastern side of Hay Street to the south of its intersection with Anzac Avenue. The site is generally a regular shaped allotment with an area of 687.5m², a street frontage of 15.24m and a depth of 46.34m.

The non-compliance with the height of building development standard is a direct result of the previous excavation on site and the slope of the site. The non-compliance does not result in any detrimental impacts to the adjoining properties and not discernible from the street.

The proposal seeks approval for a variation to the maximum height of building (Height of Buildings) development standard in clause 4.3 of the Warringah Local Environmental Plan 2011.

4.3 Height of Buildings

(1) The objectives of this clause are as follows—

- (a) to ensure that buildings are compatible with the height and scale of surrounding and nearby development,*
- (b) to minimise visual impact, disruption of views, loss of privacy and loss of solar access,*
- (c) to minimise any adverse impact of development on the scenic quality of Warringah's coastal and bush environments,*
- (d) to manage the visual impact of development when viewed from public places such as parks and reserves, roads and community facilities.*

(2) The height of a building on any land is not to exceed the maximum height shown for the land on the Height of Buildings Map.

The Height of Buildings Map indicates that the maximum building that applies to the Site is 8.5m.

The proposal results in a maximum building height of 9.782m, a non-compliance of 1.2m or 15% variation. It is noted that the proposal does not exceed the height of the existing dwelling on site.

This clause 4.6 written request has been prepared having regard to clauses 4.3 and 4.6 of the Warringah Environmental Plan 2011 and recent judgments of the Land and

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Environment Court. It is concluded that the variation is well founded.

1. Objectives of Clause 4.6

The objectives of Clause 4.6 of the LEP are:

- (a) to provide an appropriate degree of flexibility in applying certain development standards to particular development, and*
- (b) to achieve better outcomes for and from development by allowing flexibility in particular circumstances.*

2. The standard to be varied is a Development Standard to which Clause 4.6 applies

Clause 4.3 of the Warringah Local Environmental Plan 2011 is contained within Part 4 and is titled Development Standards to be complied with. I am of the opinion that the wording of the clause is consistent with previous decisions of the Land & Environment Court in relation to matters which constitute development standards.

Clause 4.3 does not contain a provision which specifically excludes the application of clause 4.6 and vice a versa.

I consider that clause 4.3 is a development standard to which clause 4.6 applies.

3. Compliance with the development standard is unreasonable or unnecessary in the circumstances of this case

Sub-clause 4.6(3) sets out the matters that must be demonstrated by a written request seeking to justify a contravention of the relevant development standard:

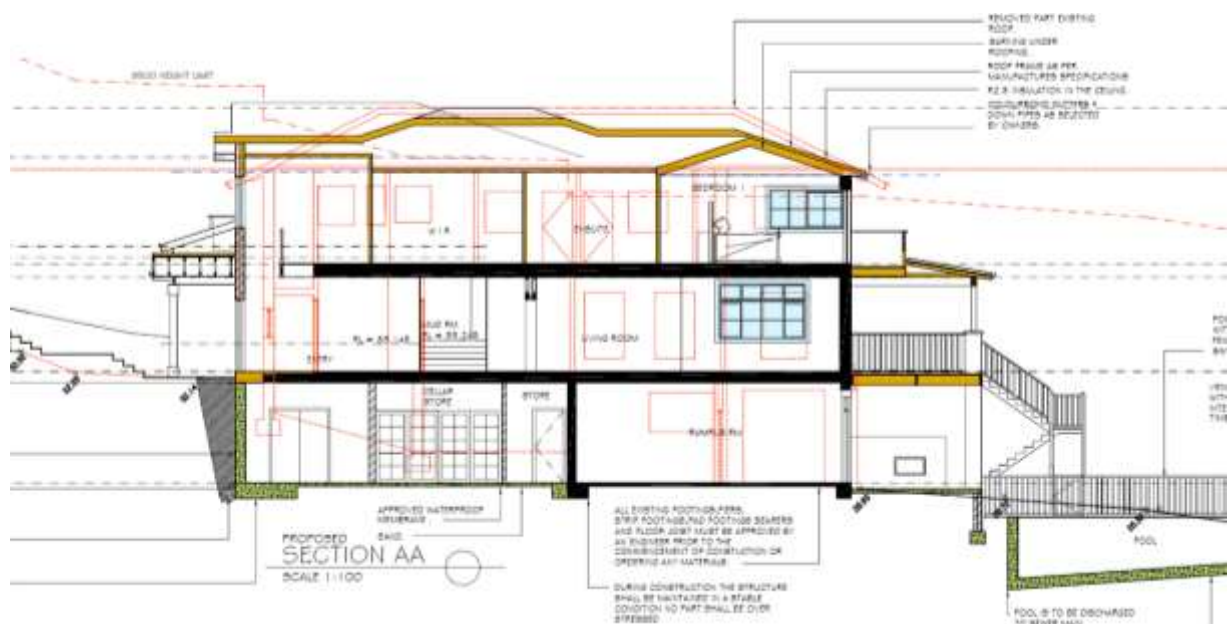
- (3) Development consent must not be granted for development that contravenes a development standard unless the consent authority has considered a written request from the applicant that seeks to justify the contravention of the development standard by demonstrating—*
 - (a) that compliance with the development standard is unreasonable or unnecessary in the circumstances of the case, and*
 - (b) that there are sufficient environmental planning grounds to justify contravening the development standard.*

In *Initial Action Pty Ltd v Woollahra Municipal Council* [2018] NSWLEC118, Preston CJ sets out ways to demonstrate that compliance with a development standard is unreasonable or unnecessary, although he emphasised that his list was not exhaustive. These include:

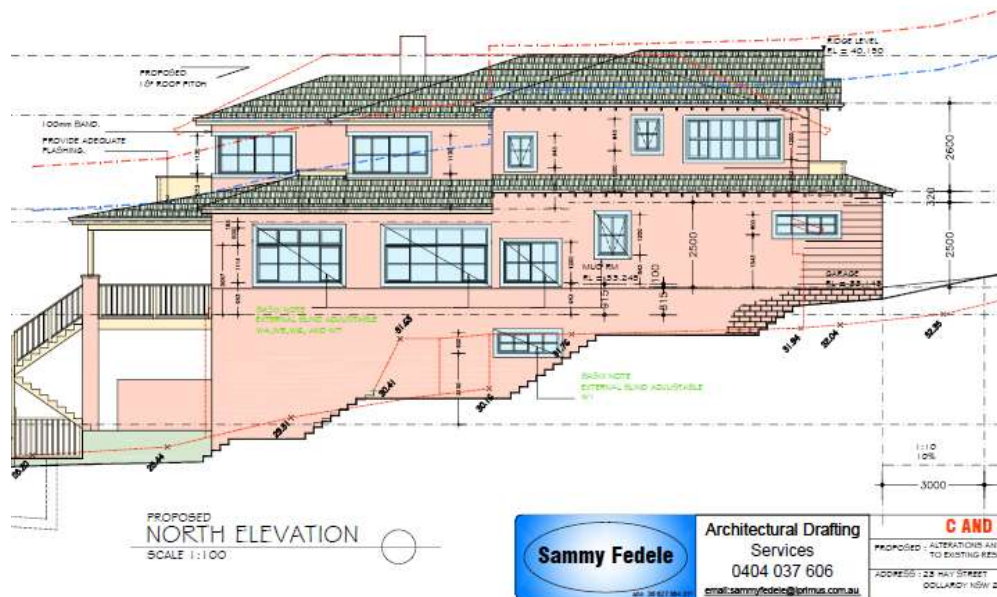
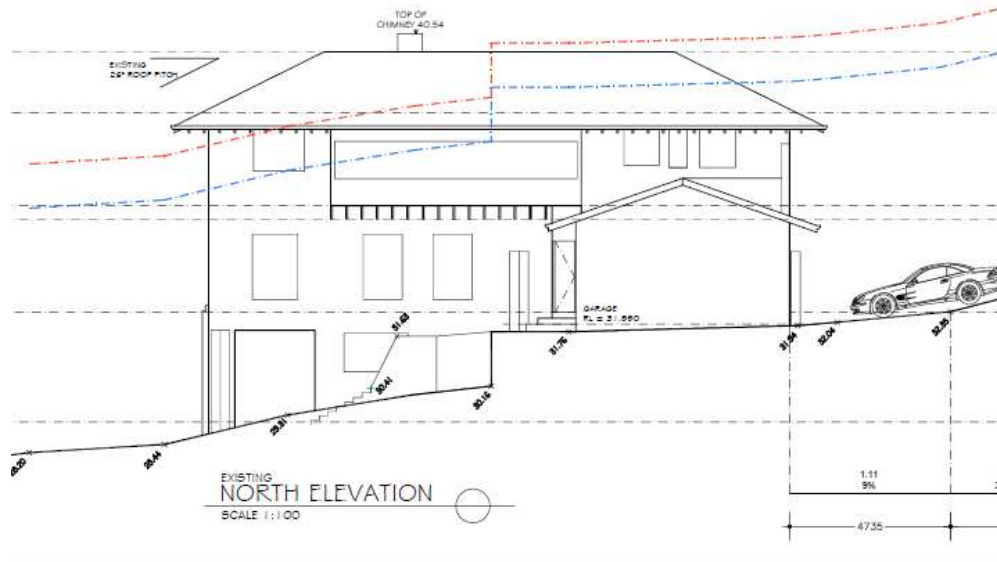
- The objectives of the development standard are achieved notwithstanding non-compliance with the standard.

- The underlying objective or purpose of the standard is not relevant to the development.
- The underlying objective or purpose would be defeated or thwarted if compliance was required.
- The standard has been virtually abandoned or destroyed by the Council's own actions in granting consents departing from the standard or
- The zoning of the land was unreasonable or inappropriate such that the standards for that zoning are also unreasonable or unnecessary.

The proposal results in a dwelling that presents as two storeys when viewed from the streetscape and public domain. This is comparable with the existing surrounding development in the immediate vicinity. The proposed height is appropriate for the scale of the Collaroy locality, with the front portion of the dwelling complying with the height controls. It is only the rear portion of the additions that do not comply and it is noted that this replaces an existing non-complying portion of the dwelling. The proposed additions do not result in an existing of the existing building height, rather, the new roof form will reduce the extent of the current non-compliance. The plan clearly depicts the existing and proposed roof form and which is clarified in the sections and elevations below:



Extract of Architectural Plans – section



Extract of Architectural Plans – Existing and Proposed Elevations

The proposed additions have been carefully designed to present as a two storey dwelling with the non-complying component of the roof form behind the front facade.

The objectives of the Height of Buildings standard are set out in clause 4.3(1) of Warringah Local Environmental Plan 2011:

- (a) to ensure that buildings are compatible with the height and scale of surrounding and nearby development,
- (b) to minimise visual impact, disruption of views, loss of privacy and loss of solar access,

- (c) to minimise any adverse impact of development on the scenic quality of Warringah's coastal and bush environments,*
- (d) to manage the visual impact of development when viewed from public places such as parks and reserves, roads and community facilities.*

The objectives of the building height standard is achieved notwithstanding and because of the non-compliance, in light of the following:

- a. The proposal presents as a two storey dwelling when viewed from Hay Street. This is compatible with the existing locality and the desired future character. The proposed additions provide for a roof form of the same pitch as the existing dwelling which results in a non-compliance with the height standard. The proposal complies with objective (a).
- b. Shadow diagrams have been prepared and submitted with the application. The proposed additions do not result in any significant overshadowing. The proposed additions provide for an appropriate visual outcome and it is considered that the presentation to the street frontage is improved, with this elevation provided with greater articulation and increased setbacks to the northern side boundary. The proposal will not disrupt existing views from the surrounding properties. The additions to the ground and upper levels do not extend beyond the existing rear setback. Further the additions reduce the height at the rear of the dwelling. Those properties on the opposite side of Hay Street are significantly elevated and the proposal will not obstruct existing views from these properties. The proposal achieves objective (b).
- c. The proposed additions will not be visible from the coast or bushland areas. The proposal complies with objective (c)
- d. When viewed from the street the proposal improves the presentation with this elevation provided with greater articulation and increased setbacks to the northern side boundary. The proposal complies with objective (d).

Compliance with the standard is unreasonable because, the underlying objective or purpose of the standard would be defeated or thwarted if compliance was required.

The non-compliance with the height controls is a result of steep slope and the existing dwelling on site. The proposal will reduce the overall height of the rear portion of the existing dwelling. A complying addition would locate the additions towards the rear of the site which would reduce landscaped area and potentially obstruct views from the adjoining properties.

4. There are sufficient environmental planning grounds to justify contravening the development standard

The non-compliance is a direct result of the slope of the site and the need to provide a roof to complement the existing dwelling. The proposal is constrained by the existing dwelling on site which is non-compliant with the height of building development standard. The proposal reduces the extent of the existing non-compliance. Relocating the additions further to the rear to ensure compliance with the

height control would have an impact on the landscaped area and possibly obstruct views from surrounding properties.

The area of non-compliance is very minor and is not discernible from the public domain.

No unreasonable impacts upon the amenity of the adjoining properties particularly in relation to visual and acoustic privacy or overshadowing result from the non-compliant height of building.

The amended design promotes an objective of the Environmental Planning and Assessment Act 1979 section 1.3 in that the proposal will provide for the “good design and amenity of the built environment”.

The contravention is justified by the following environmental planning grounds:

- The site has a significant slope with a change in levels of approximately 4.2m across the building envelope.
- The site is constrained by the existing dwelling and the adopted floor levels. The proposed additions reduce the extent of the existing non-compliance.
- The proposal improves presentation to the street through the use of varied setbacks, architectural relief and external finishes.

5. Is the proposed development in the public interest because it is consistent with the objectives of the particular standard and the objectives for development within the zone in which the development is proposed to be carried out.

The proposed development is consistent with the objectives of the Height of Buildings development standard, which is demonstrated in the analysis in section 3.

The proposed development is also consistent with the R2 Low Density Residential Zone objectives in Warringah Local Environmental Plan 2011.

The objectives for the R2 – Low Density Residential zone are:

- *To provide for the housing needs of the community within a low density residential environment.*
- *To enable other land uses that provide facilities or services to meet the day to day needs of residents.*
- *To ensure that low density residential environments are characterised by landscaped settings that are in harmony with the natural environment of Warringah.*

Objective 2 and 3 are not applicable. The proposal is consistent with the first objective given that:

1. The proposal provides for the housing needs of the community within a low density residential environment via the provision of additions to an existing detached dwelling house.

As the proposal is consistent with the relevant objectives of the Height of Buildings development standard and the objectives of the R2 Low Density Residential Zone the proposed development is considered to be in the public interest in satisfaction of clause 4.6(4)(a)(ii).

6. Whether contravention of the development standard raises any matter of significance for State or regional environmental planning.

Sub-clause 4.6(4) requires that the consent authority is satisfied that the concurrence of the Planning Secretary has been obtained and sub-clause 4.6(5) enumerates matters that the Planning Secretary must consider in deciding whether to grant concurrence.

The Planning Secretary has given written notice dated 5 May 2020, attached to the Planning Circular PS 20-002, that the Planning Secretary's concurrence may be "assumed" for exceptions to development standards, subject to certain conditions contained in the notice.

Further, it is my opinion that contravention of the standard does not raise any matters of significance for State or Regional environmental planning and there is no identifiable public benefit in maintaining the development standard.

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