

Developable

Town Planning

150-152 OCEAN STREET, NARRABEEN

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CLAUSE 4.6 VARIATION REQUEST
CLAUSE 4.3 - HEIGHT OF BUILDINGS
PROPOSED PERGOLA TO THE ROOF TERRACES OF THREE
UNITS TO AN EXISTING TWO STOREY RESIDENTIAL FLAT
BUIDLING.

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1. Introduction

This variation request is prepared pursuant to Clause 4.6 of Warringah Local Environmental Plan 2011 (WLEP 2011) and considers several New South Wales Land and Environment Court (NSW LEC) planning principles and judgements that have refined the manner in which variations to development standards are to be approached. The development in question relates to the construction of a proposed pergola to the roof terraces of three units to an existing two storey residential flat building at 150-152 Ocean Street, Narrabeen.

2. Proposed Variation

Clause 4.3(2) of the WLEP 2011 refers to the Building Height Map with the subject site located within Area 'I' illustrated below of which prescribes a maximum building height of 8.5m.



The dictionary of the WLEP 2011 defines building height as follows:

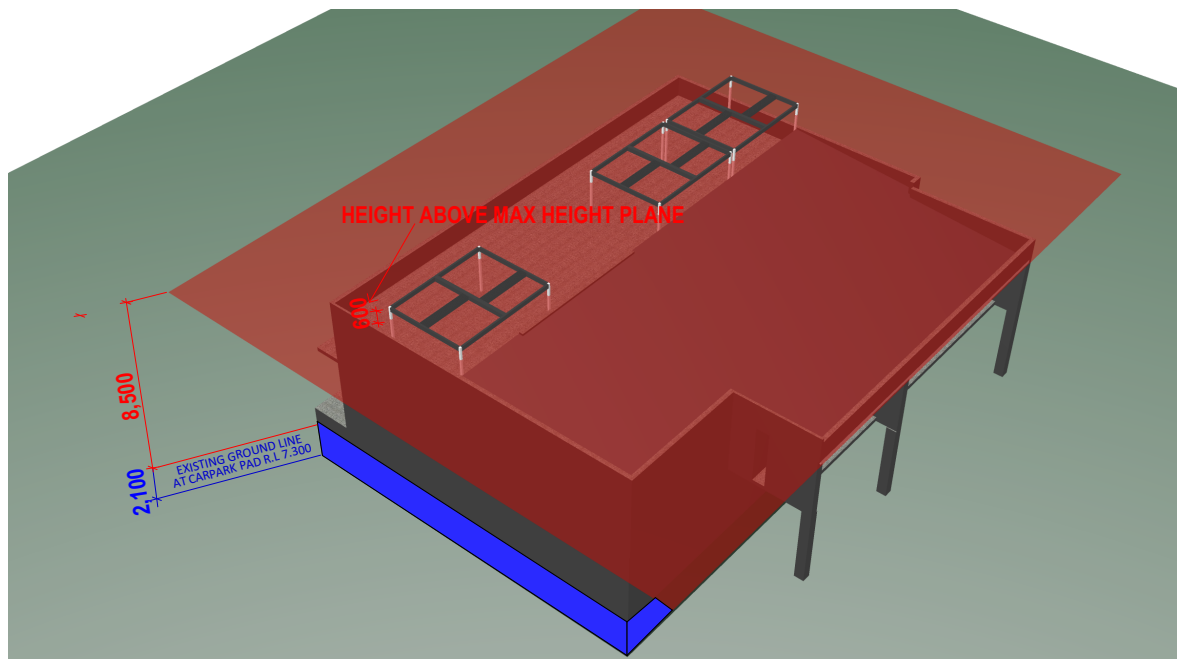
building height (or height of building) means -

(a) in relation to the height of a building in metres - the vertical distance from ground level (existing) to the highest point of the building, or

(b) in relation to the RL of a building - the vertical distance from the Australian Height Datum to the highest point of the building,

including plant and lift overruns, but excluding communication devices, antennae, satellite dishes, masts, flagpoles, chimneys, flues and the like.

The proposed pergola has a maximum 11.2m height, noting existing natural ground level (7.3 AHD underneath the basement) and roof height (18.5 AHD), which represents a 2.7m non-compliance or 31.76% variation to the control. With respect to the extent of the non-compliance it relates to a small portion of the upper-level ridge as illustrated below.



3. Clause 4.6 Assessment

3.1 Clause 4.6(1) - Objectives

Clause 4.6(1) outlines objectives that underly the clause as follows:

- (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.*

Reference is made to *Initial Action Pty Ltd v Woollahra Municipal Council* [2018] NSWLEC 118 in which Preston CJ ruled that there is no provision that requires compliance with the objectives of the clause and that cl 4.6 does not give substantive effect to the objectives of the clause in cl 4.6(1)(a) or (b). It was also noted that in particular, neither cl 4.6(3) nor (4) expressly or impliedly requires that development that contravenes a development standard “achieve better outcomes for and from development”.

Given the above the remaining considerations of clause 4.6 form the basis for which the consent authority is to be satisfied that the request for variation of the development standard is acceptable.

3.2 Clause 4.6(2) - Development Consent May be Granted

Clause 4.6(2) states that ...*‘development consent may, subject to this clause, be granted for development even though the development would contravene a development standard imposed by this or any other environmental planning instrument. However, this clause does not apply to a development standard that is expressly excluded from the operation of this clause’.*

Building height is a development standard as defined in Section 1.4 of the Environmental Planning & Assessment Act 1979 to which variations can be granted under cl 4.6.

3.3 3.1.3 Clause 4.6(3) - Consent Authority to Consider Written Submission

Clause 4.6(3) provides that ...*‘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’.*

This submission and information contained within, constitutes a written request for the purposes of Clause 4.6(3) and the following subsections address the justifications required under that subclause.

3.4 Clause 4.6(4) - Consent Authority is to be Satisfied

Clause 4.6(4) provides that ... *‘development consent must not be granted for development that contravenes a development standard unless’ -*

- (a) *the consent authority is satisfied that:*
 (i) *the applicant’s written request has adequately addressed the matters required to be demonstrated by subclause (3), and*
 (ii) *the proposed development will be 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, and*
 (b) *the concurrence of the Secretary has been obtained’.*

Each of the above mentioned matters has been addressed individually under the following subheadings.

3.4.1 Clause 4.6(4)(a)(i) Written Request to Address Matters Required by 4.6(3)

Clause 4.6(3) requires the applicant to justify contravention of 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’.*

With respect to clause 4.6(3)(a) the common ways in which an Applicant may demonstrate that compliance with a development standard is unreasonable or unnecessary are listed in the ‘five-part test’ outlined by Preston CJ in *Wehbe v Pittwater* [2007] NSWLEC 827. In this respect an Applicant does not need to establish all of the tests or ‘ways’, rather it may be sufficient to establish only one, although if more are applicable, an applicant can demonstrate that compliance is unreasonable or unnecessary in more than one way.

The five possible ways are as set out below:

First	<i>The objectives of the standard are achieved notwithstanding non-compliance;</i>
Second	<i>The underlying objective or purpose of the standard not relevant to the development and therefore compliance is unnecessary;</i>
Third	<i>The underlying object of purpose be defeated or thwarted if compliance was required and therefore compliance is unreasonable;</i>
Fourth	<i>The development standard has been virtually abandoned or destroyed by the Council’s own actions in granting consents departing from the standard and hence compliance with the standard is unnecessary and unreasonable;</i>
Fifth	<i>The zoning of the particular land unreasonable or inappropriate so that a development standard appropriate for that zoning is also unreasonable and unnecessary as it applies to the land and compliance with the standard would be unreasonable or unnecessary.</i>

With respect to the subject application, the first way is utilised with the sole objective underlying the building height development standard contained within clause 4.3(1) of WLEP 2011 addressed as follows:

Objective	Comment
(a) to ensure that buildings are compatible with the height and scale of surrounding and nearby development,	<p>Although the variation is technically 31.76% variation of the development standard, it is not a true representation of the non-compliance for the following reasons:</p> <ul style="list-style-type: none"> (a) The definition of height of building is taken from <u>existing</u> ground level. The natural ground level has been disturbed by the construction of a basement for the existing development and therefore, by definition the calculation needs to be taken from below the basement slab. (b) If the calculation was taken from natural ground level, the non-compliance would only be 600mm, which is minimal of a pergola structure with louvers. This is a true representation of the non-compliance, and demonstrates that the height and scale of the pergola is compatible with the surrounding area. (c) The building height is compatible with the 3 storey residential flat buildings located at 149 Ocean Street and 157 Ocean Street. (d) The pergola does not enclose the roof area or create additional floor space. (e) The pergola does not obstruct any views, privacy or solar access of the neighbouring properties or the public domain. (f) The pergola is consistent with the design and character of the building and the streetscape, with examples of similar development found at 99 Ocean Street, 92 Ocean Street and 11 Waterloo Street.
(b) to minimise visual impact, disruption of views, loss of privacy and loss of solar access,	<ul style="list-style-type: none"> • There are no adjacent windows to the west that the proposed development would impact from adjoining properties. • Any additional overshadowing will fall within the road reserve.
(c) to minimise any adverse impact of development on the scenic quality of Warringah's coastal and bush environments,	The development is not considered to have any impact upon the scenic quality of the surrounding 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.	A portion of the structure will only be visible from the road reserve when looking at the site from the South of the development. The pergola is considered to not cause unreasonable visual impacts as the structure is only 600 millimetres above the natural ground level when viewed from the public domain.

With respect to clause 4.6(3)(b) the above demonstrates that the environmental impacts of the proposed development are acceptable notwithstanding non-compliance with the building height standard.

3.4.2 Clause 4.6(4)(a)(ii) Written Request to Address Matters Required by 4.6(3)

As discussed by Preston CJ in Initial Action, if the development is consistent with the objectives of the development standard and the objectives of the zone, the consent authority can be satisfied that the development will be in the public interest. Objectives of the Building Height development standard have been previously addressed with those of R3 Medium Density Residential Zone outlined and addressed below.

Zone Objective	Comment
<i>To provide for the housing needs of the community within a medium density residential environment.</i>	The residents of the subject units would like a shading structure to meet their needs. The proposed development does not change the existing use of the building .
<i>To provide a variety of housing types within a medium density residential environment.</i>	The proposed development does not change the existing use of the building .
<i>To enable other land uses that provide facilities or services to meet the day to day needs of residents.</i>	N/A
<i>To ensure that medium density residential environments are characterised by landscaped settings that are in harmony with the natural environment of Warringah.</i>	The proposed development does not impact the existing landscaped areas of the subject site.
<i>To ensure that medium density residential environments are of a high visual quality in their presentation to public streets and spaces.</i>	The proposed development will not significantly disrupt the existing presentation an facade of the building to the public domain. The development retains high visual quality to the public streets and spaces.

As detailed the proposed building height variation does not contravene any of the zone objectives.

3.4.3 Clause 4.6(b) Concurrence of the Secretary.

Planning Circular (PS 18-003) dated 21 February 2018 provides that concurrence can be assumed when a Local Planning Panel (LPP) is the consent authority where a variation exceeds 10% or is to a non-numerical standard, because of the greater scrutiny that the LPP process and determinations are subject to.

Accordingly, concurrence of the LPP can therefore be assumed in this case.

3.5 Clause 4.6(5) - Concurrence Considerations

Clause 4.6(5) provides that ...'In deciding whether to grant concurrence, the Secretary must consider:

- (a) whether contravention of the development standard raises any matter of significance for State or regional environmental planning, and*
- (b) the public benefit of maintaining the development standard, and*
- (c) any other matters required to be taken into consideration by Secretary before granting concurrence'.*

N/A - As detailed above, concurrence of the secretary can be assumed in this instance.

3.6 Clause 4.6(6) - Subdivision of Certain Land

Clause 4.6(6) provides that ...'Development consent must not be granted under this clause for a subdivision of land in Zone RU1 Primary Production, Zone RU2 Rural Landscape, Zone RU3 Forestry, Zone RU4 Primary Production Small Lots, Zone RU6 Transition, Zone R5 Large Lot Residential, Zone E2 Environmental Conservation, Zone E3 Environmental Management or Zone E4 Environmental Living if -

- (a) the subdivision will result in 2 or more lots of less than the minimum area specified for such lots by a development standard, or
- (b) the subdivision will result in at least one lot that is less than 90% of the minimum area specified for such a lot by a development standard.

Development does not seek subdivision.

3.7 Clause 4.6(7) - Keeping of Records

Clause 4.6(7) provides that ...'After determining a development application made pursuant to this clause, the consent authority must keep a record of its assessment of the factors required to be addressed in the applicant's written request referred to in subclause (3)'.

Northern Beaches Council are required to keep a register of Clause 4.6 variations publicly available. Should this application be supported it would be added to the register along with specific factors as required.

3.8 Clause 4.6(8) - Exclusions from use of Clause 4.6

Clause 4.6(8) provides that ...'this clause does not allow development consent to be granted for development that would contravene any of the following -

- (a) a development standard for complying development,
- (b) a development standard that arises, under the regulations under the Act, in connection with a commitment set out in a BASIX certificate for a building to which State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004 applies or for the land on which such a building is situated listed in the table to this clause,
- (ba) clause 4.4, to the extent that it applies to land identified on the Key Sites Map as Site F, Site G, Site H or Site I,
- (c) clause 5.4,
- (caa) clause 5.5.

The development seeks variation to Clause 4.3 of the Warringah LEP 2011 and does not contravene any of the listed clauses, standards related to the BASIX SEPP or a development standard under complying development.

4. Conclusion

The proposed development seeks variation to the 8.5m building height control prescribed by Clause 4.3(2) of the WLEP 2011 and thus the subject clause 4.6 submission has been provided.

The application to vary the building height development standard is well founded and as addressed meets the objectives of the building height development standard. The proposal achieves an acceptable design outcome and one that does not result in unreasonable amenity impacts towards surrounding properties.

Consequently, strict compliance with the development standard is unreasonable and unnecessary in this instance and that the use of Clause 4.6 of the WLEP 2011 to vary the control is appropriate.