

22-24 Raglan Street, Manly Alterations to ground floor frontage and new awning

Statement of Environmental Effects – April 2019



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INTRODUCTION

1. Overview

This Statement of Environmental Effects has been prepared by Mod Urban Pty Ltd to support a development application on behalf of Manly Backpackers and relates to the proposed alterations to ground floor frontage and new awning at 22-24 Raglan Street, Manly. The site is legally described as Lot 100 DP 1009880.

The proposed alterations and additions are highly compatible with the existing development and use of the site as well as surrounding land uses. The proposal will ensure that the premises do not impact on the amenity of surrounding occupiers.

The provisions of the Manly LEP 2013 apply to the site, and the proposal is considered to be consistent with its objectives. The site is also located within the Northern Beaches Council area.

This SEE provides an assessment of the proposal against the relevant matters for consideration under Section 4.15 of the Environmental Planning and Assessment Act 1979 and the Environmental Planning and Assessment Regulations 2000 (as amended).

SITE ANALYSIS

2. The Subject Site

The site is located at 22-24 Raglan Street, Manly and is legally described as Lot 100 DP 1009880.

2.1 Site Details

- The site is a three storey building, and is currently in use as a backpackers accommodation.
- The site is flat in topography and is located on the northern side of Raglan Street.
- The building is not a locally listed heritage item and is located within a conservation area.

The site is identified in **Figure 1** of this SEE.



Figure 1: The site (Source: Six Maps)

2.2 Site Surrounds

- Surrounding land uses are predominantly commercial and residential.
- The site is within 300m of Manly Beach.



2.3 Planning History

DA 5/99 – to build a new building at 24-28 Raglan Street, Manly

DA 328/00 – to enclose the existing lounge space was granted consent.

A development application DA 342/2002 was granted consent 30 September 2002 for alterations and additions for a fire upgrade to an backpackers accommodation.





PROPOSED DEVELOPMENT

3. Overview

The proposal relates to proposed alterations and additions to the Manly Backpackers at 22-24 Raglan Street, Manly. The proposed plan and elevations is included at **Appendix B** of this report.

3.1 Proposed Use

- The use of the premises will remain as a backpacker accommodation;

3.2 Built Form

Raglan Street Frontage

- New glass windows and entry door;
- New windows to existing lounge area;
- New awning to entry area;
- New location of existing fire sprinkler;
- Repaint the façade of the building;
- Internal alterations to entry lobby and back of house; and
- New paving and soft landscaping to existing entry area.
- New awning sign

3.3 Cost of Works

The proposed cost of works is \$129,400.00.

LEGISLATIVE FRAMEWORK

4. Overview

This Part of the SEE assesses and responds to the legislative and policy requirements for the project in accordance with the Environmental Planning and Assessment Act 1979 (EP&A Act).

The following current and draft State, Regional and Local planning controls and policies have been considered in the preparation of this application:

State Planning Context

- Environmental Planning and Assessment Act 1979
- State Environmental Planning Policy 64 – Advertising and Signage

Local Planning Context

- Manly Local Environmental Plan 2013 (MLEP)
- Manly Development Control Plan 2013 (MDCP)

This planning framework is considered in detail in the following sections.

4.1 Environmental Planning and Assessment Act 1979

Section 4.15 of the Environmental Planning and Assessment Act 1979, requires that in determining a development application, a consent authority is to take into consideration the following matters as are of relevance to the development:

Section 4.15 Matters for Consideration	Comment
<i>(a) the provisions of: (i) any environmental planning instrument, and</i>	See relevant sections of this report.
<i>(ii) any proposed instrument that is or has been the subject of public consultation under this Act and that has been notified to the consent authority (unless the Director-General has notified the consent authority that the making of the proposed instrument has been deferred indefinitely or has not been approved), and</i>	Nil
<i>(iii) any development control plan, and</i>	The proposal generally satisfies the objectives and controls of the Manly DCP 2013. See table below and where necessary key issues section of this report.

Section 4.15 Matters for Consideration	Comment
<i>(iii a) any planning agreement that has been entered into under section 7.4, or any draft planning agreement that a developer has offered to enter into under section 7.4, and</i>	Not applicable
<i>(iv) the regulations (to the extent that they prescribe matters for the purposes of this paragraph), and</i>	The relevant clauses of the Regulations have been satisfied.
<i>(b) the likely impacts of that development, including environmental impacts on both the natural and built environments, and social and economic impacts in the locality,</i>	The environmental impacts of the proposed development on the natural and built environment have been addressed in this report. The proposal will not result in detrimental social or economic impacts on the locality.
<i>(c) the suitability of the site for the development,</i>	The proposed development is suitable for the site.
<i>(d) any submissions made in accordance with this Act or the regulations,</i>	No submissions have been raised at this stage, and the applicant has notified each adjoining neighbor of this proposal.
<i>(e) the public interest.</i>	The proposal is in the public interest as it improves the façade and appearance of the building within the streetscape, and will not impact upon the streetscape character and not result in detrimental amenity impacts to neighbours.

4.2 State Environmental Planning Policy 64 – Advertising and Signage

SEPP 64 applies to all signage:


- (a) that, under another environmental planning instrument that applies to the signage, can be displayed with or without development consent, and*
- (b) is visible from any public place or public reserve.*

These matters are addressed below.

Aims and Objectives of SEPP 64

SEPP 64 aims:

- (a) to ensure that signage (including advertising):*

- 
- (i) is compatible with the desired amenity and visual character of an area, and*
 - (ii) provides effective communication in suitable locations, and*
 - (iii) is of high quality design and finish, and*
 - (b) to regulate signage (but not content) under Part 4 of the Act, and*
 - (c) to provide time-limited consents for the display of certain advertisements, and*
 - (d) to regulate the display of advertisements in transport corridors, and*
 - (e) to ensure that public benefits may be derived from advertising in and adjacent to transport corridors.*

The signage will not have a significant impact on any transport corridor, defined under the SEPP as:

- (a) land comprising a railway corridor,*
- (b) land comprising a road corridor,*
- (c) land zoned industrial under an environmental planning instrument and owned, occupied or managed by the RTA or RailCorp.*

For the purpose of this definition, road corridor is further defined as:

- (a) land comprising a classified road or a road known as the Sydney Harbour Tunnel, the Eastern Distributor, the M2 Motorway, the M4 Motorway, the M5 Motorway, the M7 Motorway, the Cross City Tunnel or the Lane Cove Tunnel, and associated road use land that is adjacent to such a road,*
- (b) land zoned for road purposes under an environmental planning instrument,*
- (c) land identified as a road corridor in an approval of a project by the Minister for Planning under Part 3A of the Act.*

The proposed new signs and their siting and size, reflects the character along the section of surrounding streets and is appropriate for the proposed use. Furthermore, the proposed sign is an appropriate scale and size, so therefore no additional impact is anticipated from the proposed new signs siting and size.

Assessment Criteria

The assessment criteria under Schedule 1 of the SEPP are addressed in **Table 1**.

Table 1 – SEPP 64 Assessment Criteria

Criteria	Proposal Compliance
1 Character of the area	
<i>Is the proposal compatible with the existing or desired future character of the area or locality in which it is proposed to be located?</i>	<p>The character along Raglan Street is mixed use in nature with other businesses having erected signage. Previous approvals for similar scaled and type of signage on the site or its surrounds have also been granted.</p> <p>The proposed sign is appropriate to the site and does not result in overbearing of visually dominant signage.</p> <p>The proposed sign is of an appropriate scale and size, so therefore no impact is anticipated from the proposed new signs.</p>
<i>Is the proposal consistent with a particular theme for outdoor advertising in the area or locality?</i>	Yes, as above.
2 Special areas	
<i>Does the proposal detract from the amenity or visual quality of any environmentally sensitive areas, heritage areas, natural or other conservation areas, open space areas, waterways, rural landscapes or residential areas?</i>	<p>The site is within a predominantly mixed use area which is characterised by signage of a similar nature and design, at any commercial or community facility.</p> <p>The purpose of the signs is to identify the site’s use and tenant. The signage proposed will not result in signage clutter and communicates a clear, distinct and legible message without detracting from the amenity of the streetscape or impacting the surrounding area.</p>
3 Views and vistas	
<i>Does the proposal obscure or compromise important views?</i>	No significant views will be impacted by the proposed signage.
<i>Does the proposal dominate the skyline and reduce the quality of vistas?</i>	The signage will not be dominant on the skyline and will not protrude significantly from the building.

Criteria	Proposal Compliance
<i>Does the proposal respect the viewing rights of other advertisers?</i>	Yes, as above.
4 Streetscape, setting or landscape	
<i>Is the scale, proportion and form of the proposal appropriate for the streetscape, setting or landscape?</i>	Yes, the signage is appropriate for the setting provided on the site.
<i>Does the proposal contribute to the visual interest of the streetscape, setting or landscape?</i>	The signage is to be used to identify the business and will not be a visually dominant feature. The proposed signage will complement the existing streetscape.
<i>Does the proposal screen unsightliness?</i>	The signage is not used as a visual screen or filter.
<i>Does the proposal protrude above buildings, structures or tree canopies in the area or locality?</i>	The signage will not be dominant on the skyline.
<i>Does the proposal require ongoing vegetation management?</i>	No.
5 Site and building	
<i>Is the proposal compatible with the scale, proportion and other characteristics of the site or building, or both, on which the proposed signage is to be located?</i>	The signage is of suitable scale and design for its intended purpose within the site.
<i>Does the proposal respect important features of the site or building, or both?</i>	The signage is consistent with the scale and nature of the site.
<i>Does the proposal show innovation and imagination in its relationship to the site or building, or both?</i>	The signage will be logically positioned to identify the business and its location on the site.
6 Associated devices and logos with advertisements and advertising structures	
<i>Have any safety devices, platforms, lighting devices or logos been designed as an integral part of the signage or structure on which it is to be displayed?</i>	The signage will include the business identification but will not form an integral part of the structure on which it is to be displayed.
7 Illumination	

Criteria	Proposal Compliance
<i>Would illumination result in unacceptable glare?</i>	No illumination is proposed from the signs.
<i>Would illumination affect safety for pedestrians, vehicles or aircraft?</i>	No illumination is proposed from the signs.
<i>Would illumination detract from the amenity of any residence or other form of accommodation?</i>	No illumination is proposed from the signs.
<i>Is the illumination subject to a curfew?</i>	No illumination is proposed from the signs.
<i>Can the intensity of the illumination be adjusted, if necessary?</i>	No illumination is proposed from the signs.
8 Safety	
<i>Would the proposal reduce the safety for any public road?</i>	The signage will not be positioned to cause any hazard for any road.
<i>Would the proposal reduce the safety for pedestrians or bicyclists?</i>	The signage is not considered to reduce safety for pedestrians or bicyclists.
<i>Would the proposal reduce the safety for pedestrians, particularly children, by obscuring sightlines from public areas?</i>	The signage will not cause significant disruption of any sightlines from public areas.

Based on the above, the proposal is considered consistent with the provisions of SEPP 64.

4.3 Manly Local Environmental Plan 2013

Use and Zoning

The Manly Local Environmental Plan 2013 (MLEP2013) was prepared to meet new State Government guidelines for local planning documents.

The subject site is located in R3 Medium Density Residential Zone under Manly LEP, 2013 and the works and continued backpacker accommodation use is permissible within the zone, as it is a type of 'tourist and visitor accommodation'.

Height of Buildings

The Manly LEP gives provision of a maximum building height on the site of 11m. The proposed alterations and additions do not add any additional height to the building.

FSR

The Manly LEP gives a provision of 0.75:1 in relation to FSR for the site. No additional GFA is proposed as part of the application.

Earthworks

The proposal does include earthworks.

Heritage

A Heritage Impact statement has been prepared by Weir Phillips and is included at Appendix D. The statement concludes:

The site is located within a Heritage Conservation Area. Despite this the proposal will preserve and enhance the character and appearance of the heritage conservation area, and the proposed colour scheme is more appropriate to the conservation area.

This heritage report has outlined the history and established the significance of the commercial building at No. 22-24 Raglan Street, Manly. Constructed in 1936, the building was originally the Manly Warringah Ambulance Station. Although it is not a heritage item, it was designed by prominent Architects of the time Trenchard Smith and Maisey and in the vicinity are other heritage items.

The proposed internal changes and northern elevation windows will not be viewed from the public domain. The proposed addition of the entry awning and signage to Raglan Street is minor in scale and recessive to the architecture of the building. The proposed frameless glass doors and panels to the old garage opening acknowledge and reinforce the significance of the opening and provide an uncluttered visual identity to the backpacker entry. The materials and colour scheme will work harmoniously within the heritage conservation area and heritage items in the vicinity.

The proposed works comply with the controls and objectives for heritage items as outlined in Section 3.2 of the Manly DCP 2013.

Foreshore Scenic Protection Area

Clause 6.9 of the MLEP gives provision that development consent must not be granted to development on land to which this clause applies unless the consent authority has considered the following matters:

- (a) impacts that are of detriment to the visual amenity of harbour or coastal foreshore, including overshadowing of the foreshore and any loss of views from a public place to the foreshore,
- (b) measures to protect and improve scenic qualities of the coastline,
- (c) suitability of development given its type, location and design and its relationship with and impact on the foreshore,
- (d) measures to reduce the potential for conflict between land-based and water-based coastal activities.

The proposal will continue to maintain the visual and scenic qualities and appearance of the foreshore. No conflicts between the use of the site and the ocean and harbour will occur.

4.4 Manly Development Control Plan 2013

The Manly Development Control Plan 2013 (the DCP) was adopted by Manly Council in 2013.

The Environmental Planning and Assessment Amendment Act 2012, which commenced on 1 March 2013, has clarified the purpose and status of development control plans, being to '*provide guidance*' to proponents and Councils in achieving land use zone objectives and facilitating permissible development under an environmental planning instrument.

Furthermore, to assist in the assessment of development applications, the amended legislation states that where a proposal does not comply with DCP controls, the consent authority is to be '*flexible in applying those provisions*' and allow for '*reasonable alternative solutions*' that achieve the objectives of those standards for dealing with that aspect of the development.

It is important to recall these revisions to the status and application of DCPs in development assessment.

Section 97C, subsection (3A) of the EP&A Act provides the following:

(3A) Development control plans

If a development control plan contains provisions that relate to the development that is the subject of a development application, the consent authority:

(a) if those provisions set standards with respect to an aspect of the development and the development application complies with those standards—is not to require more onerous standards with respect to that aspect of the development, and

(b) if those provisions set standards with respect to an aspect of the development and the development application does not comply with those standards—is to be flexible in applying those provisions and allow reasonable alternative solutions that achieve the objects of those standards for dealing with that aspect of the development, and

(c) may consider those provisions only in connection with the assessment of that development application.

The review of the Manly Development Control Plan is applicable to the proposed alterations and additions. In light of this we have addressed the following controls in the table below.

Manly DCP 2013 Control	Compliance Y/N	Comment
3.1 Streetscapes Townscapes	Y	<p>The proposed alterations at the front of the premises including the introduction of a new awning to the premises will maintain the character and appearance of the building and the character of the surrounding area.</p> <p>No significant impacts will occur to the streetscape or the scale or the bulk of the building.</p>

Manly DCP 2013 Control	Compliance Y/N	Comment
3.2 Heritage Considerations	Y	<p>The site is located within a Heritage Conservation Area. Despite this the proposal will preserve and enhance the character and appearance of the heritage conservation area, and the proposed colour scheme is more appropriate to the conservation area.</p> <p>The proposal will not detract from nearby heritage items, and will not alter any views to heritage items.</p> <p>The proposed new awning will not dominate the façade of the building, and respects the form and scale of the existing building and the surrounding area.</p>
3.3 Landscaping	Y	<p>No changes to sites provision of landscaping are proposed, with the exception of the removal of the existing planter box at the entry area, and addition of some minor soft landscaping.</p>
3.4.1 Sunlight Access and Overshadowing	Y	<p>The proposed awning extension to the front façade will ensure a good provision of solar access to all accommodation areas is maintained as per the existing situation.</p> <p>The proposed new windows to the rear will provide the existing lounge area with good access to sunlight.</p> <p>The awning will provide some shade at street level to the benefit of pedestrians.</p> <p>No adjacent habitable rooms will be impacted from the proposed awning in terms of shadowing or loss of light.</p> <p>The proposed impacts are considered negligible.</p>
3.4.2 Privacy and Security	Y	<p>The proposal will not minimise privacy or have a visual impact and will maintain the environmental amenity of adjacent development.</p> <p>The proposal will contribute to improving passive surveillance to the street level.</p>
3.4.3 Maintenance of Views	Y	<p>No existing views will be compromised as a result of the proposal.</p>

Manly DCP 2013 Control	Compliance Y/N	Comment
3.4.4 Amenity – Other Nuisance	Y	No new noise is anticipated in relation to the use of the premises. Noise associated with construction will be monitored by Council and will be subject to any development consent conditions.
3.5.1 Solar Access	Y	The backpacker accommodation will receive good provision of solar access to all habitable living areas. The glazed windows at ground level will allow a good proportion of solar access to the lobby. The proposed new windows to the rear will provide the existing lounge area with good access to sunlight.
3.5.3 Ventilation	Y	The proposal gives provision of natural ventilation through openable windows. The proposed new front windows will not be openable for fire safety reasons.
4.1.2 Height of Buildings	Y	Refer to Section 4.2.
4.1.3 FSR		Refer to Section 4.2. No change to FSR.
4.1.4 Setbacks	Y	The proposal maintains the existing building setbacks at the front, side and rear.
4.1.5 Open Space and Landscaping	Y	No changes to sites provision of landscaping are proposed, with the exception of the removal of the existing planter box at the entry area, and addition of some minor soft landscaping.
4.1.6 Parking, Vehicular Access and Loading	Y	The proposal does not trigger any parking upgrades or requirements. No changes are proposed to surrounding parking areas, and the use is not intensified in any way.
4.1.7 First Floor and Roof Additions	Y	The proposed awning will complement the architectural style of the building and retains existing roof form of the building. No significant increase in scale and bulk to the building is proposed, and the proposed glazing materials minimise any additional massing and bulk.
5.1 Manly Town Centre Heritage Conservation Area	Y	The site is located within a Heritage Conservation Area. Despite this the proposal

Manly DCP 2013 Control	Compliance Y/N	Comment
		<p>will preserve and enhance the character and appearance of the heritage conservation area. The proposed internal changes and northern elevation windows will not be viewed from the public domain. The proposed addition of the entry awning and signage to Raglan Street is minor in scale and recessive to the architecture of the building. The proposed frameless glass doors and panels to the old garage opening acknowledge and reinforce the significance of the opening and provide an uncluttered visual identity to the backpacker entry. The materials and colour scheme will work harmoniously within the heritage conservation area and heritage items in the vicinity.</p> <p>The proposed works comply with the controls and objectives for heritage items as outlined in Section 3.2 of the Manly DCP 2013.</p>
Clause 5.4.1 – Foreshore Scenic Protection Area	Y	<p>The proposed development is not considered to detract from the scenic amenity of the Foreshore Scenic Protection Area when viewed from its immediate environs, subject to conditions. Further, the proposed development is considered to satisfactorily address the matters for consideration in relation to all development within the Foreshore Scenic Protection Area as set out under Clause 5.4.1.1 of the MDCP 2013 (Amendment 6)</p>



LIKELY IMPACTS OF DEVELOPMENT

5. Overview

The likely environmental impacts of the proposed development that have been assessed include:

- Context and Setting;
- Amenity;
- Social, Environmental and Economic Impacts; and
- Suitability of the Site

5.1 Context and Setting

- The proposed alterations and additions are appropriate to the setting and this is achieved through high quality design of the proposed awning and ground floor frontage to the street. The proposed works will upgrade and revitalise the appearance of the site and provide a good quality of accommodation to the occupiers.
- The proposed alterations to provide a new awning are located in an area where minimal impact to surrounding land uses will occur, or to the surrounding streetscape.
- The proposal will provide an appropriate urban form and orientation and creates a natural addition to the building.
- The proposal will also provide a good level of amenity for the occupiers through maintaining and optimising the capture of natural light and the provision of a good outlook.
- The proposal will not exhibit any significant environmental impacts and will not adversely impact on the amenity of any adjoining sites. Therefore, the proposed works are considered compatible with the site context.
- The continued use for tourist and visitor accommodation is appropriate to the site and its operations. The proposed alterations will also provide a good level of amenity for guests through the provision of superior lobby space, and improved building identity.

5.2 Amenity

- The proposal will not minimise privacy or have a visual impact and will maintain the environmental amenity of adjacent development.
- The orientation of new windows is predominantly towards the street and will ensure loss of privacy and overlooking is not increased, and passive surveillance is increased.
- No existing views will be compromised as a result of the proposal.
- In summary, the proposal will not exhibit any significant environmental impacts and will not adversely impact on the amenity of any adjoining sites. The proposal will preserve neighbouring amenity including with respect to views, solar access, natural ventilation and privacy.
- The proposed development will improve the amenity of the subject site through the provision of new arrival experience for future guests of the backpacker accommodation.
- No additional noise emissions will be caused by the proposal..
- The proposed hours of operation will remain as currently exists on site.



5.3 Design and Appearance

- The development of the alterations and additions as a whole is intended to fit comfortably within the existing streetscape and the character of the conservation area in terms of scale, bulk and function. The proposed design will positively complement the existing character of the area and is appropriate to the site.
- The proposed design of the development achieves an appropriate built form in that it enhances the public domain, maintains the character of the streetscape, enhances the visual appearance of the building along with providing improved internal amenity and outlook.
- The provision of a mix of façade treatments, colour and articulation contribute to minimising the visual perception of bulk and scale of the buildings.

5.4 Traffic and Parking

The proposal does not trigger any parking upgrades or requirements. No changes are proposed to existing parking or traffic generation.

5.5 Social, Environmental and Economic

The proposal will enable the continued use of the site as a tourist and visitor accommodation, consistent with its current use as backpacker accommodation whilst preserving the visual character of the site. The application will ensure that the site contributes to the provision of range of visitor accommodation choices across Sydney.

The proposal will not have any adverse economic or environmental impacts.

5.6 Waste

No changes are proposed to the existing on-site waste management. The proposal will not increase waste generation on site.

5.7 The Suitability of the Site for Development

Located within the R3 Medium Density Residential zone, the use of the premises is consistent with the zone objectives, the provisions of relevant statutory and strategic documents and the surrounding context.

The proposal is of a nature in keeping with the overall function of the site. The premises are in a predominantly residential and commercial surrounding and amongst similar uses.

The proposed development is also compatible with surrounding land uses and will achieve a good level of amenity for adjoining land owners and operators.

Accordingly, the site is considered to be suitable for the development.

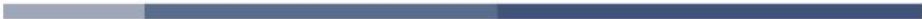
5.8 Any Submissions Made in Accordance with the Act

No submissions are apparent at the time of writing.



5.9 The Public Interest

The proposed development will have no adverse impact on the public interest.





CONCLUSION

This SEE provides an assessment of the proposal against the relevant environmental planning framework.

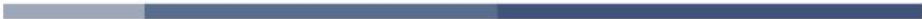
The assessment finds that the proposal is consistent with the objectives and controls of the relevant statutory and policy framework. No adverse environmental, economic or social impacts have been identified as resulting from the proposed development.

No additional significant adverse impacts have been identified as likely to arise from the proposed development which has been favourably assessed against the relevant provisions of Section 4.15 of the Environmental Planning and Assessment Act 1979.

It is therefore considered that the proposal responds to site constraints and provides a suitable outcome. Accordingly, it is requested that Council grant consent to the proposal.



Appendix A – Survey





Appendix B – Plans





Appendix C – Cost of Works





Appendix D – Heritage Impact Statement





Appendix E – Waste Management Plan

