

Prepared by
David Wolski
Master of Urban Design and Development UNSW

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Clause 4.6 variation request – Floor space ratio
DA 2021/1558
Alterations and Additions to existing dwelling
25 Montpelier Place Manly

Development Standard: Northern Beaches Council
Manly LEP 2013 – cl. 4.4 Floor Space Ratio

1.0 Introduction

This clause 4.6 variation request has been prepared in support of a floor space ratio (FSR) variation associated with alterations and additions and the construction of additional accommodation as depicted on the following plans prepared by Wolski Coppin Architecture

DWG No. ARCHITECTURAL DRAWINGS COMPLIANCE DRAWINGS

DA00 COVER PAGE	CD01 SITE ANALYSIS
DA01 LOWER GROUND FLOOR	CD02 GFA CALCULATIONS
DA02 GROUND FLOOR	CD03 SHADOW DIAGRAMS
DA03 LEVEL 1	CD04 FINISHES SCHEDULE
DA04 SITE / ROOF PLAN	CD05 DEMOLITION PLAN
DA05 ELEVATIONS 01	CD06 NOTIFICATION PLAN
DA06 ELEVATIONS 02	
DA07 SECTIONS	

The proposed alterations and additions to the dwelling house are limited to:

01 LOWER GROUND

- Unaltered

02 GROUND

- Conversion of 2 existing bedrooms to master bedroom & dressing area
- Relocate existing laundry.
- Install new external door to laundry.
- Update existing bathroom layout.
- Remove internal glazed walls bounding central enclosed living space.
- New timber flooring to central enclosed living space to match existing.
- Modify existing stairs leading to level 1.
- Minor addition to existing northern balcony.

- **03 LEVEL 1**
 - 2-bedroom addition over ground level bedrooms.
 - Remove existing operable roof over ground floor central enclosed living space and install new sloped roof with skylights.
 - Reconfigure existing master bedroom & ensuite into 2 bedrooms.

- **04 ROOF**
 - Construct new roof over first floor extension to match existing.

This clause 4.6 variation has been prepared having regard to the Land and Environment Court judgements in the matters of *Wehbe v Pittwater Council* [2007] NSWLEC 827 (*Wehbe*) at [42] – [48], *Four2Five Pty Ltd v Ashfield Council* [2015] NSWCA 248, *Initial Action Pty Ltd v Woollahra Municipal Council* [2018] NSWLEC 118, *Baron Corporation Pty Limited v Council of the City of Sydney* [2019] NSWLEC 61, *RebelMH Neutral Bay Pty Limited v North Sydney Council* [2019] NSWCA 130, *Eather v Randwick City Council* [2021] NSWLEC 1075 and *Petrovic v Randwick City Council* [202] NSW LEC.

Clause 4.6 of MLEP 2013 outlines how a development standard can be varied. The objectives of this clause 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.*

This application seeks, through cl 4.6, a variation to the FSR development standard contained in clause 4.3 +4.4 – Building Height +FSR respectively, of the Manly LEP 2013. Building Height 8500 (FSR 0.45:1)

2.0 Manly Local Environmental Plan 2013 (MLEP)

2.1 Clause 4.3 – Building Height

Pursuant to Clause 4.3 Building Height of MLEP, the building must not exceed 8500

The proposed north facing roofs are 8670 above the Lower ground Floor slab below

Clause 4.4 – Floor space ratio

Pursuant to clause 4.4 of MLEP, development on the site must not exceed a floor space ratio of 0.45:1 which based on a site area of 571.8m² represents an allowable gross floor area of 257.5m².

The existing FSR is 298sm ie 0.52:1

The proposed additional FSR is 46.4sm ie 346.3sm or .605:1

Clause 4.6 of MLEP 2013 provides a mechanism by which a development standard can be varied.

Pursuant to clause 4.6(2) 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.

This clause applies to the clause 4.4 Floor Space Ratio Development Standard.

Clause 4.6(3) states that 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.*

Clause 4.6(4) states 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 Director-General has been obtained.

Clause 4.6(5) states that in deciding whether to grant concurrence, the Director-General 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 the Director-General before granting concurrence.*

2.2 Clause 4.6 – Exceptions to Development Standards

Clause 4.6(1) of MLEP provides:

- (1) The objectives of this clause 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.*

The decision of Chief Justice Preston in *Initial Action Pty Ltd v Woollahra Municipal Council* [2018] NSWLEC 118 (“Initial Action”) provides guidance in respect of the operation of clause 4.6 subject to the clarification by the NSW Court of Appeal in *RebelMH Neutral Bay Pty Limited v North Sydney Council* [2019] NSWCA 130 at [1], [4] & [51] where the Court confirmed that properly construed, a consent authority has to be satisfied that an applicant’s written request has in fact demonstrated the matters required to be demonstrated by cl 4.6(3).

Initial Action involved an appeal pursuant to s56A of the Land & Environment Court Act 1979 against the decision of a Commissioner.

At [90] of *Initial Action* the Court held that:

“In any event, cl 4.6 does not give substantive effect to the objectives of the clause in cl 4.6(1)(a) or (b). There is no provision that requires compliance with the objectives of the clause. 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”. If objective (b) was the source of the Commissioner’s test that non-compliant development should achieve a better environmental planning outcome for the site relative to a compliant development, the Commissioner was mistaken. Clause 4.6 does not impose that test.”

The legal consequence of the decision in *Initial Action* is that clause 4.6(1) is not an operational provision and that the remaining clauses of clause 4.6 constitute the operational provisions.

Clause 4.6(2) of MLEP provides:

- (2) *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.*

This clause applies to the clause 4.4 Floor Space Ratio Development Standard.

Clause 4.6(3) of MLEP provides:

- (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.*

The proposed development does not comply with the floor space ratio provision at 4.4 of MLEP which specifies a maximum floor space however strict compliance is considered to be unreasonable or unnecessary in the circumstances of this case and there are considered to be sufficient environmental planning grounds to justify contravening the development standard.

The relevant arguments are set out later in this written request.

Clause 4.6(4) of MLEP provides:

(4) *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 Director-General has been obtained.*

In *Initial Action* the Court found that clause 4.6(4) required the satisfaction of two preconditions ([14] & [28]). The first precondition is found in clause 4.6(4)(a). That precondition requires the formation of two positive opinions of satisfaction by the consent authority.

The first positive opinion of satisfaction (cl 4.6(4)(a)(i)) is that the applicant's written request has adequately addressed the matters required to be demonstrated by clause 4.6(3)(a)(i) (*Initial Action* at [25]).

The second positive opinion of satisfaction (cl 4.6(4)(a)(ii)) is that the proposed development will be in the public interest **because** it is consistent with the objectives of the development standard and the objectives for development of the zone in which the development is proposed to be carried out (*Initial Action* at [27]). The second precondition is found in clause 4.6(4)(b). The second precondition requires the consent authority to be satisfied that the concurrence of the Secretary (of the Department of Planning and the Environment) has been obtained (*Initial Action* at [28]).

Under cl 64 of the *Environmental Planning and Assessment Regulation 2000*, the Secretary has given written notice dated 20th May 2020, attached to the Planning Circular PS 20-002 issued on 20th May 2020, to each consent authority, that it may

assume the Secretary's concurrence for exceptions to development standards in respect of applications made under cl 4.6, subject to the conditions in the table in the notice.

Clause 4.6(5) of MLEP provides:

(5) *In deciding whether to grant concurrence, the Director-General 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 the Director-General before granting concurrence.*

Clause 4.6(6) relates to subdivision and is not relevant to the development. Clause 4.6(7) is administrative and requires the consent authority to keep a record of its assessment of the clause 4.6 variation. Clause 4.6(8) is only relevant so as to note that it does not exclude clause 4.4 of MLEP from the operation of clause 4.6.

3.0 Relevant Case Law

In *Initial Action* the Court summarised the legal requirements of clause 4.6 and confirmed the continuing relevance of previous case law at [13] to [29]. In particular the Court confirmed that the five common ways of establishing that compliance with a development standard might be unreasonable and unnecessary as identified in *Wehbe v Pittwater Council* (2007) 156 LGERA 446; [2007] NSWLEC 827 continue to apply as follows:

- 17. *The first and most commonly invoked way is to establish that compliance with the development standard is unreasonable or unnecessary because the objectives of the development standard are achieved notwithstanding non-compliance with the standard: Wehbe v Pittwater Council at [42] and [43].*
- 18. *A second way is to establish that the underlying objective or purpose is not relevant to the development with the consequence that compliance is unnecessary: Wehbe v Pittwater Council at [45].*
- 19. *A third way is to establish that the underlying objective or purpose would be defeated or thwarted if compliance was required with the consequence that compliance is unreasonable: Wehbe v Pittwater Council at [46].*

20. *A fourth way is to establish that the development standard has been virtually abandoned or destroyed by the Council's own decisions in granting development consents that depart from the standard and hence compliance with the standard is unnecessary and unreasonable: Wehbe v Pittwater Council at [47].*
21. *A fifth way is to establish that the zoning of the particular land on which the development is proposed to be carried out was unreasonable or inappropriate so that the development standard, which was appropriate for that zoning, was also unreasonable or unnecessary as it applied to that land and that compliance with the standard in the circumstances of the case would also be unreasonable or unnecessary: Wehbe v Pittwater Council at [48]. However, this fifth way of establishing that compliance with the development standard is unreasonable or unnecessary is limited, as explained in Wehbe v Pittwater Council at [49]-[51].*

The power under cl 4.6 to dispense with compliance with the development standard is not a general planning power to determine the appropriateness of the development standard for the zoning or to effect general planning changes as an alternative to the strategic planning powers in Part 3 of the EPA Act.

22. *These five ways are not exhaustive of the ways in which an applicant might demonstrate that compliance with a development standard is unreasonable or unnecessary; they are merely the most commonly invoked ways. An applicant does not need to establish all of the ways. It may be sufficient to establish only one way, although if more ways are applicable, an applicant can demonstrate that compliance is unreasonable or unnecessary in more than one way.*

The relevant steps identified in *Initial Action* (and the case law referred to in *Initial Action*) can be summarised as follows:

1. Is clause 4.4 of MLEP a development standard?
2. Is the consent authority satisfied that this written request adequately addresses the matters required by clause 4.6(3) by demonstrating that:
 - (a) compliance is unreasonable or unnecessary; and

- (b) there are sufficient environmental planning grounds to justify contravening the development standard
- 3. Is the consent authority satisfied that the proposed development will be in the public interest because it is consistent with the objectives of clause 4.4 and the objectives for development for in the zone?
- 4. Has the concurrence of the Secretary of the Department of Planning and Environment been obtained?
- 5. Where the consent authority is the Court, has the Court considered the matters in clause 4.6(5) when exercising the power to grant development consent for the development that contravenes clause 4.4 of MLEP?

4.0 Request for variation

4.1 Is clause 4.4 of MLEP a development standard?

The definition of “development standard” at clause 1.4 of the EP&A Act includes a provision of an environmental planning instrument or the regulations in relation to the carrying out of development, being provisions by or under which requirements are specified or standards are fixed in respect of any aspect of that development, including, but without limiting the generality of the foregoing, requirements or standards in respect of:

- (c) *the character, location, siting, bulk, scale, shape, size, height, density, design or external appearance of a building or work,*

Clause 4.4 MLEP prescribes a fixed floor space ratio provision that seeks to control the bulk and scale of certain development. Accordingly, clause 4.4 MLEP is a development standard.

4.2A Clause 4.6(3)(a) – Whether compliance with the development standard is unreasonable or unnecessary

The common approach for an applicant to demonstrate that compliance with a development standard is unreasonable or unnecessary are set out in *Wehbe v Pittwater Council* [2007] NSWLEC 827.

The first option, which has been adopted in this case, is to establish that compliance with the development standard is unreasonable and unnecessary because the objectives of the development standard are achieved notwithstanding non-compliance with the standard.

Consistency with objectives of the Building Height standard

(a) to provide for building heights and roof forms that are consistent with the topographic landscape, prevailing building height and desired future streetscape character in the locality, existing and desired streetscape character,

Response:

This objective relates to streetscape character and in this regard the existing dwelling house will continue to present as a two storey house with a basement carparking and entry from Montpelier Place.

The proposed rear additions are approximately 2150 below the height limit using relative levels of 43.6 at ground and 49.95 for the parapet.

The proposed street side 1.75 metre by 3.4 metre extension of the Study has a roof at RL 49 270 ,the Lower Ground Floor below has a RL of 40 600 ,the height above the slab is 8670 or 170 above 8500.

The interpolated level appears to be 42060 at the NE corner giving a building height of 7210 The proposed study extension is 680 below the highest point of the roof above and projects past the roof over, by 400 .

The proposed roof infilled internal courtyard skillion roof has a maximum RL 49270 and the Garage below has a floor level RL 40 600 , the height above the slab is 8670 or 170 above 8500. And will not be seen from the street.

As such the extension will be insignificant in the overall building composition and the streetscape character will remain the same..

(b) to control the bulk and scale of buildings,

Response:

As the rear additions are well below the height limit over an existing Ground Floor, the Study extension is generally below the existing roof parapet and the infill courtyard is within the building footprint the additional bulk of building is well controlled

(c) to minimise disruption to the following:

(i) views to nearby residential development from public spaces (including the harbour and foreshores),

Response:

Not Applicable

(ii) views from nearby residential development to public spaces (including the harbour and foreshores),

Response:

Not Applicable

(iii) views between public spaces (including the harbour and foreshores)

Response:

Not Applicable

(d) to provide solar access to public and private open spaces and maintain adequate sunlight access to private open spaces and to habitable rooms of adjacent dwellings,

Response:

Not Applicable

(e) to ensure the height and bulk of any proposed building or structure in a recreation or environmental protection zone has regard to existing vegetation and topography and any other aspect that might conflict with bushland and surrounding land uses.

Response:

Not Applicable

Consistency with objectives of the floor space ratio standard

An assessment as to the consistency of the proposal when assessed against the objectives of the standard is as follows:

- (a) *to ensure the bulk and scale of development is consistent with the existing and desired streetscape character,*

Response:

This objective relates to streetscape character and in this regard the existing dwelling house will continue to present as a two storey house with a basement carparking and entry from Montpelier Place with the proposed addition located where it is from street view. The height, bulk, scale of the development, as reflected by floor space, are entirely consistent with the built form characteristics established by the enclave of surrounding development in this precinct of Montpelier Place

Consistent with the conclusions reached by Senior Commissioner Roseth in the matter of Project Venture Developments v Pittwater Council (2005) NSW LEC 191 I have formed the considered opinion that most observers would not find the proposed development by virtue of its form, massing or scale (as reflected by FSR), offensive, jarring or unsympathetic in a streetscape context nor having regard to the built form characteristics of development within the sites visual catchment.

This objective is satisfied, notwithstanding the FSR variation, as the bulk and scale of development is consistent with the existing and desired streetscape character.

- (b) *to control building density and bulk in relation to a site area to ensure that development does not obscure important landscape and townscape features,*

Response:

I note that neither MLEP 2013 or Manly DCP (MDCP) identify important landscape and townscape features however MDCP does define townscape as follows:

means the total appearance of a locality and contributes to its character. A high level of townscape quality will result in an area being experienced, not as a number of disconnected parts, but as a whole, with one recognisable area leading into another. The determination of the townscape of a locality should examine this sense of place and the sense of unity from the following perspectives:

- (i) *From a distance;*
(ii) *The spaces within the locality formed by and between the buildings and the elements; and*
(iii) *The buildings themselves: their details and relationship to each other.*

When the proposed additions are viewed from various vantage points being the street and St Patricks Estate grounds to obtain an understanding of the spatial relationship between neighbouring buildings and vegetation, it is apparent that the proposed additions will not obscure any important townscape features or visually significant landscape features as they are not visible from the street and obscured by vegetation from the Estate grounds

Accordingly, this objective is satisfied notwithstanding the non-compliant FSR proposed.

- (c) *to maintain an appropriate visual relationship between new development and the existing character and landscape of the area,*

Response:

It has previously been determined that the proposal achieves objective (a) of the clause 4.4 MLEP FSR standard namely *to ensure the bulk and scale of development is consistent with the existing and desired streetscape character*. Notwithstanding the FSR non-compliance the proposed additions maintains an appropriate visual relationship between existing neighbouring houses and the vegetated quality of the precinct as they sit on the ground floor below and as such do not reduce the existing landscaped areas;

The aesthetic of the additions references the existing finishes and massing of materials in the existing and neighbouring houses.

Notwithstanding its FSR non-compliance, the additions achieve the objective as they maintain an appropriate visual relationship between new development and the existing character and landscape of the area.

- (d) *to minimise adverse environmental impacts on the use or enjoyment of adjoining land and the public domain,*

Response:

In responding to this objective. views, privacy, solar access and visual amenity are identified as environmental factors which contribute to the use and enjoyment of adjoining public and private land.

The proposal achieves the objective of minimising adverse environmental impacts in terms of both public and private views.

Privacy

The triangular shape of the rear boundary to St Patrick's Estate means the west wall of the rear additions has very limited field of vision into the rear yard of 24 Montpelier Place.

The offset nature of 26 Montpelier place to 25 means the SW corner of the blank west wall is 9500 at its closest point to the proposed additions windows. A substantial hedge along the boundary provides additional screening

Solar access

In relation to shadowing impact, the height and location the proposed rear additions relative to the established surrounding built form and landscaped areas will ensure that no unacceptable overshadowing will occur to adjoining development between 9am and 3pm on 21st June as a consequence of the non-compliant floor space. No unacceptable overshadowing will occur to the public domain.

Refer view from sun dwgs

This objective is satisfied notwithstanding the non-compliant FSR proposed.

Visual amenity/ building bulk and scale

As indicated in response to objective (a) Building Height and FSR , the bulk and scale of the existing building with the additional modifications is contextually appropriate with the additional floor space appropriately located in the existing buildings bulk and foot print to achieve acceptable streetscape and residential amenity outcomes.

Consistent with the conclusions reached by Senior Commissioner Roseth in the matter of *Project Venture Developments v Pittwater Council (2005) NSW LEC 191* most observers would not find the proposed development by virtue of its visual bulk and scale offensive, jarring or unsympathetic in a streetscape context nor having regard to the built form characteristics of development within the site's visual catchment.

It is reasonable that the building, notwithstanding the FSR non-compliance, achieves the objective through skilful design that minimises adverse environmental impacts on the use and enjoyment of adjoining land and the public domain.

- (e) *to provide for the viability of business zones and encourage the development, expansion and diversity of business activities that will contribute to economic growth, the retention of local services and employment opportunities in local centres.*

Response: This objective is not applicable.

Having regard to the above, the proposed additional building form which is non-compliant with the FSR standard will achieve the objectives of the standard to at least an equal degree as would be the case with a development that complied with the FSR standard.

Given the developments consistency with the objectives of the FSR standard strict compliance has been found to be both unreasonable and unnecessary under the circumstances.

Such conclusion is supported by the findings of Handley JA Giles JA Sheppard AJA in the matter of *Fast Buck\$ v Byron Shire Council* [1999] NSWCA 19 (19 February 1999) where they found that strict compliance could be found to be unreasonable and unnecessary where a modest variation was proposed to a development standard and in circumstances where the underlying objectives of the standard were not defeated.

Consistency with zone objectives

The subject property is zoned R2 Low Density Residential pursuant to MLEP 2013 with swelling houses permissible in the zone with consent. An assessment of the proposal against the zone objectives is as follows:

- *To provide for the housing needs of the community within a low density residential environment.*

Response: The application proposes the addition of two bedrooms and living space as an ancillary component of the existing dwelling house. The FSR non-compliance will enhance the existing residential environment with the dwelling better meeting the housing needs of a growing family within the community. This objective is achieved notwithstanding the FSR non-compliance proposed.

- *To enable other land uses that provide facilities or services to meet the day to day needs of residents.*

Response:

This objective is not applicable to the proposal.

The non-compliant development, as it relates to FSR, demonstrates consistency with objectives of the R2 Low Density Residential zone and the FSR standard objectives. Adopting the first option in *Wehbe* strict compliance with the FSR standard has been demonstrated to be unreasonable and unnecessary.

4.2B Clause 4.6(4)(b) – Are there sufficient environmental planning grounds to justify contravening the development standard?

In Initial Action the Court found at [23]-[24] that:

23. *As to the second matter required by cl 4.6(3)(b), the grounds relied on by the applicant in the written request under cl 4.6 must be “environmental planning*

grounds” by their nature: see Four2Five Pty Ltd v Ashfield Council [2015] NSWLEC 90 at [26]. The adjectival phrase “environmental planning” is not defined, but would refer to grounds that relate to the subject matter, scope and purpose of the EPA Act, including the objects in s 1.3 of the EPA Act.

24. *The environmental planning grounds relied on in the written request under cl 4.6 must be “sufficient”. There are two respects in which the written request needs to be “sufficient”. First, the environmental planning grounds advanced in the written request must be sufficient “to justify contravening the development standard”.*

The focus of cl 4.6(3)(b) is on the aspect or element of the development that contravenes the development standard, not on the development as a whole, and why that contravention is justified on environmental planning grounds.

The environmental planning grounds advanced in the written request must justify the contravention of the development standard, not simply promote the benefits of carrying out the development as a whole: see Four2Five Pty Ltd v Ashfield Council [2015] NSWCA 248 at [15]. Second, the written request must demonstrate that there are sufficient environmental planning grounds to justify contravening the development standard so as to enable the consent authority to be satisfied under cl 4.6(4)(a)(i) that the written request has adequately addressed this matter: see Four2Five Pty Ltd v Ashfield Council [2015] NSWLEC 90 at [31].

Sufficient environmental planning grounds

Sufficient environmental planning grounds exist to justify the variation including the compatibility of the height, bulk and scale of the development, as reflected by floor space, with the built form characteristics established by adjoining development and development generally within the site’s visual catchment and the fact that the additional non-compliant floor space is generally located within the existing footprint

Consistent with the findings of Commissioner Walsh in *Eather v Randwick City Council* [2021] NSWLEC 1075 and Commissioner Grey in *Petrovic v Randwick City Council* [202] NSW LEC 1242, the particularly small departure from the actual numerical standard and absence of impacts consequential of the departure constitute environmental planning grounds, as it promotes the good design and amenity of the development in accordance with the objects of the EP&A Act.

The proposed development achieves the objects in Section 1.3 of the EPA Act, specifically:

- The development represents good design and provides for high levels of amenity for the future and current occupants of the dwelling house. The proposed additions will enable the current owners family to age in their current home (1.3(g))
- The building as designed facilitates its proper construction and will ensure the protection of the health and safety of its future occupants (1.3(h)).

It is noted that in *Initial Action*, the Court clarified what items a Clause 4.6 does and does not need to satisfy. Importantly, there does not need to be a "better" planning outcome:

87. *The second matter was in cl 4.6(3)(b). I find that the Commissioner applied the wrong test in considering this matter by requiring that the development, which contravened the height development standard, result in a "better environmental planning outcome for the site" relative to a development that complies with the height development standard (in [141] and [142] of the judgment). Clause 4.6 does not directly or indirectly establish this test.*

The requirement in cl 4.6(3)(b) is that there are sufficient environmental planning grounds to justify contravening the development standard, not that the development that contravenes the development standard have a better environmental planning outcome than a development that complies with the development standard.

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

4.3 Clause 4.6(a)(iii) – Is the proposed development in the public interest because it is consistent with the objectives of clause 4.3A and the objectives of the R2 Low Density Residential zone

The consent authority needs to be satisfied that the proposed development will be in the public interest if the standard is varied because it is consistent with the objectives of the standard and the objectives of the zone.

Preston CJ in *Initial Action* (Para 27) described the relevant test for this as follows:

“The matter in cl 4.6(4)(a)(ii), with which the consent authority or the Court on appeal must be satisfied, is not merely that the proposed development will be in the public interest but that it will be in the public interest because it is consistent with the objectives of the development standard and the objectives

for development of the zone in which the development is proposed to be carried out. It is the proposed development's consistency with the objectives of the development standard and the objectives of the zone that make the proposed development in the public interest. If the proposed development is inconsistent with either the objectives of the development standard or the objectives of the zone or both, the consent authority, or the Court on appeal, cannot be satisfied that the development will be in the public interest for the purposes of cl 4.6(4)(a)(ii)."

As demonstrated in this request, the proposed development it is consistent with the objectives of the development standard and the objectives for development of the zone in which the development is proposed to be carried out.

Accordingly, the consent authority can be satisfied that the proposed development will be in the public interest if the standard is varied because it is consistent with the objectives of the standard and the objectives of the zone.

4.4 Secretary's concurrence

By Planning Circular dated 20th May 2020, the Secretary of the Department of Planning & Environment advised that consent authorities can assume the concurrence to clause 4.6 request except in the circumstances set out below:

- Lot size standards for rural dwellings;
- Variations exceeding 10%; and
- Variations to non-numerical development standards.

The circular also provides that concurrence can be assumed when an 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 determination s are subject to, compared with decisions made under delegation by Council staff.

Concurrence of the Secretary can therefore be assumed in this case.

5.0 Conclusion

Pursuant to clause 4.6(4)(a), the consent authority is satisfied that the applicant's written request has adequately addressed the matters required to be demonstrated by subclause (3) being:

- (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.*

As such, I have formed the highly considered opinion that there is no statutory or environmental planning impediment to the granting of an FSR variation in this instance