

APPLICATION FOR MODIFICATION ASSESSMENT REPORT

NA 10000/0005

Application Number:	Mod2023/0285
Responsible Officer:	Thomas Prosser
Land to be developed (Address):	Lot 22 DP 8075, 44 Bower Street MANLY NSW 2095
Proposed Development:	Modification of Development Consent DA2020/0319 granted for Demolition works and construction of a dwelling house including swimming pool
Zoning:	Manly LEP2013 - Land zoned C3 Environmental Management
Development Permissible:	Yes
Existing Use Rights:	No
Consent Authority:	Northern Beaches Council
Land and Environment Court Action:	No
Owner:	Justine Lynette Acret The Trustees Of The Roman Catholic Church For The Archdiocese Of Sydney
Applicant:	Justine Lynette Acret

Application Lodged:	30/05/2023	
Integrated Development:	No	
Designated Development:	No	
State Reporting Category:	Refer to Development Application	
Notified:	06/06/2023 to 20/06/2023	
Advertised:	Not Advertised	
Submissions Received:	1	
Clause 4.6 Variation:	Nil	
Recommendation:	Approval	

PROPOSED DEVELOPMENT IN DETAIL

The proposal is to modify the approved, "demolition of all existing structures on the site and construction of a new two-storey detached dwelling," under DA2020/0319.

In detail, the modification requests the following changes:

Ground Floor

- Change from stone clad finish to render finish at eastern ground floor wall
- Rotation of Butler pantry window (to be horizontal)

MOD2023/0285 Page 1 of 16



- Doorway access from garage to side passageway
- Reduction in the size of the east and west facing living room windows, each from 2.3m to 1.5m.

First Floor

- Deletion of south facing window from master bed robe
- Deletion of east facing TV room window
- Lowering of south (street) facing screen at first floor level to be 1.4m in height from FFL.

Consent for Retrospective works

The modification application seeks some changes to reflect as-built works. In particular, the Butler Pantry window has already been constructed (to be horizontal), and a side access door has been constructed to the garage.

Having regard to the Supreme Court of Appeal decision under Ku-ring-gai Council v Buyozo Pty Ltd [2021] NSWCA 177 ("Buyozo"), there is no power to retrospectively approve works under a modification of consent. As such, only the prospective works sought under this application can be accepted.

In this regard, a condition has been imposed to accept only the prospective works as a part of this consent, and the 'as-built works' have been referred to Council's Building Compliance team.

ASSESSMENT INTRODUCTION

The application has been assessed in accordance with the requirements of the Environmental Planning and Assessment Act 1979 and the associated Regulations. In this regard:

- An assessment report and recommendation has been prepared (the subject of this report)
 taking into account all relevant provisions of the Environmental Planning and Assessment Act
 1979, and the associated regulations;
- A site inspection was conducted and consideration has been given to the impacts of the development upon the subject site and adjoining, surrounding and nearby properties;
- Notification to adjoining and surrounding properties, advertisement (where required) and referral to relevant internal and external bodies in accordance with the Act, Regulations and relevant Development Control Plan;
- A review and consideration of all submissions made by the public and community interest groups in relation to the application;
- A review and consideration of all documentation provided with the application (up to the time of determination);
- A review and consideration of all referral comments provided by the relevant Council Officers, State Government Authorities/Agencies and Federal Government Authorities/Agencies on the proposal.

SUMMARY OF ASSESSMENT ISSUES

There are no assessment issues.

MOD2023/0285 Page 2 of 16



SITE DESCRIPTION

Property Description:	Lot 22 DP 8075 , 44 Bower Street MANLY NSW 2095	
Detailed Site Description:	The subject site consists of an allotment located on the northern side of Bower Street.	
	The site is an irregular in shape with a frontage of 15.28m along Bower Street and a depth of 45.72m. The site has a surveyed area of 696.8m².	
	The site is located within the E3 Environmental Management zone and accommodates a dwelling house on site.	
	The site has slope from the road down toward the rear of the property.	
	Detailed Description of Adjoining/Surrounding Development	
Many	Adjoining and surrounding development is characterised by residential development.	

Мар:



SITE HISTORY

The land has been used for residential purposes for an extended period of time. A search of Council's records has revealed the following relevant history:

 DA27/2015- Alterations and additions to an existing dwelling including internal alterations, extensions and terraces to ground floor and first floor, stairs to rear garden, new gate, enlarged garage and driveway approved by DAU on 20 May 2015

MOD2023/0285 Page 3 of 16



- DA222/2015 Alterations to the existing dwelling including rear addition, extended deck, swimming pool, pergola and retaining walls approved by DAU on 2 December 2015
- DA202/2016- Demolition of existing dwelling and construction of a three storey dwelling with front and rear terraces and lift, new swimming pool with deck, new double garage and driveway, removal of trees, landscaping and new fences approved by DAU 8 February 2017.
- DA2020/0319 Demolition works and construction of a dwelling house including swimming pool approved 17 July 2020. This is the consent subject to this modification application.

ENVIRONMENTAL PLANNING AND ASSESSMENT ACT, 1979 (EPAA)

The relevant matters for consideration under the Environmental Planning and Assessment Act, 1979, are:

The application has been assessed in accordance with the requirements of the Environmental Planning and Assessment Act 1979 and the associated Regulations. In this regard:

- An assessment report and recommendation has been prepared and is attached taking into all relevant provisions of the Environmental Planning and Assessment Act 1979 and associated regulations;
- A site inspection was conducted and consideration has been given to the impacts of the development upon all lands whether nearby, adjoining or at a distance;
- Consideration was given to all documentation provided (up to the time of determination) by the applicant, persons who have made submissions regarding the application and any advice given by relevant Council / Government / Authority Officers on the proposal;

In this regard, the consideration of the application adopts the previous assessment detailed in the Assessment Report for DA2020/0319, in full, with amendments detailed and assessed as follows:

The relevant matters for consideration under Section 4.55(1A) of the Environmental Planning and Assessment Act, 1979, are:

Section 4.55(1A) - Other Modifications	Comments	
A consent authority may, on application being made by the applicant or any other person entitled to act on a consent granted by the consent authority and subject to and in accordance with the regulations, modify the consent if:		
(a) it is satisfied that the proposed modification is of minimal environmental impact, and	Yes The modification, as proposed in this application, is considered to be of minimal environmental impact for the following reasons: The proposal provides minor changes to materials, finishes, windows, and a street facing screen. These changes will result in minimal environmental impact.	
(b) it is satisfied that the development to which the consent as modified relates is substantially the same development as the development for which consent was originally granted	The consent authority can be satisfied that the development to which the consent as modified relates is substantially the same as the development for which the consent was originally granted under DA2020/0319 for the following reasons: The proposal maintains the use as a dwelling, and maintains the footprint of this dwelling. The changes to openings and screens	
and before that consent as	will result in a development that is substantially the same.	

MOD2023/0285 Page 4 of 16



Section 4.55(1A) - Other Modifications	Comments
originally granted was modified (if at all), and	
(c) it has notified the application in accordance with:	The application has been publicly exhibited in accordance with the Environmental Planning and Assessment Act 1979, Environmental Planning and Assessment Regulation 2021, and the Northern
(i) the regulations, if the regulations so require,	Beaches Community Participation Plan.
or	
(ii) a development control plan, if the consent authority is a council that has made a development control plan under section 72 that requires the notification or advertising of applications for modification of a development consent, and	
(d) it has considered any submissions made concerning the proposed modification within any period prescribed by the regulations or provided by the development control plan, as the case may be.	See discussion on "Notification & Submissions Received" in this report.

Section 4.15 Assessment

In accordance with Section 4.55 (3) of the Environmental Planning and Assessment Act 1979, in determining an modification application made under Section 4.55 the consent authority must take into consideration such of the matters referred to in section 4.15 (1) as are of relevance to the development the subject of the application.

The relevant matters for consideration under Section 4.15 of the Environmental Planning and Assessment Act, 1979, are:

Section 4.15 'Matters for Consideration'	Comments
Section 4.15 (1) (a)(i) – Provisions of any environmental planning instrument	See discussion on "Environmental Planning Instruments" in this report.
Section 4.15 (1) (a)(ii) – Provisions of any draft environmental planning instrument	There are no current draft environmental planning instruments.
Section 4.15 (1) (a)(iii) – Provisions of any development control plan	Manly Development Control Plan applies to this proposal.

MOD2023/0285 Page 5 of 16



Section 4.15 'Matters for Consideration'	Comments
Section 4.15 (1) (a)(iiia) – Provisions of any planning agreement	None applicable.
Section 4.15 (1) (a)(iv) – Provisions of the Environmental Planning and Assessment Regulation 2021 (EP&A Regulation 2021)	Part 4, Division 2 of the EP&A Regulation 2021 requires the consent authority to consider "Prescribed conditions" of development consent. These matters have been addressed via a condition of consent. Clause 61 of the EP&A Regulation 2021 requires the consent authority to consider AS 2601 - 1991: The Demolition of Structures. This matter has been addressed via a condition of consent. Clause 69 of the EP&A Regulation 2021 requires the consent authority to consider the provisions of the Building Code of Australia (BCA). This matter has been addressed via a condition of consent.
Section 4.15 (1) (b) – the likely impacts of the development, including environmental impacts on the natural and built environment and social and economic impacts in the locality	(i) Environmental Impact The environmental impacts of the proposed development on the natural and built environment are addressed under the Manly Development Control Plan section in this report. (ii) Social Impact The proposed development will not have a detrimental social impact in the locality considering the character of the proposal. (iii) Economic Impact The proposed development will not have a detrimental economic impact on the locality considering the nature of the existing and proposed land use.
Section 4.15 (1) (c) – the suitability of the site for the development	The site is considered suitable for the proposed development.
Section 4.15 (1) (d) – any submissions made in accordance with the EPA Act or EPA Regs	See discussion on "Notification & Submissions Received" in this report.
Section 4.15 (1) (e) – the public interest	No matters have arisen in this assessment that would justify the refusal of the application in the public interest.

EXISTING USE RIGHTS

Existing Use Rights are not applicable to this application.

BUSHFIRE PRONE LAND

The site is not classified as bush fire prone land.

NOTIFICATION & SUBMISSIONS RECEIVED

The subject development application has been publicly exhibited from 06/06/2023 to 20/06/2023 in accordance with the Environmental Planning and Assessment Act 1979, Environmental Planning and

MOD2023/0285 Page 6 of 16



Assessment Regulation 2021 and the Community Participation Plan.

As a result of the public exhibition process council is in receipt of 1 submission/s from:

Name:	Address:
Withheld	MANLY NSW 2095

The above issues are addressed as follows:

Incorrect lot identified in Statement of Modification

The submissions raised concerns that the Statement refers to Lot 24 (40 Bower Street) instead of Lot 22 (4 Bower Street).

Comment:

The area in the Statement is noted. However, the application was lodged and notified for the correct lot. As such, the error does not lead to a misleading proposal.

Concern with change of wall from render to stone clad

Comment:

The Development control plan has no requirement for stone cladding, and the suitable side setbacks ensure there would be no unreasonable visual impact caused by the wall.

Change of Butler's pantry window from horizontal to vertical

The submissions raised concerns that this results in overlooking to and from the side access path. A request is made for this window to be constructed from "fluted glass."

Comment:

As noted above, this window has already been constructed. As such, retrospective consent cannot be granted under this application.

Concern with side access door

The submissions raised concerns that the door was not in the initial consent, and causes privacy issues.

Comment:

As noted above, this door has already been constructed. As such, retrospective consent cannot be granted under this application.

Request for screen on study window to be implemented

MOD2023/0285 Page 7 of 16



Comment:

The screen to the study remains on the plans, and remains a requirement of the consent.

REFERRALS

Internal Referral Body	Comments		
Strategic and Place Planning			
(Heritage Officer)	Discussion of reason for referral		
	This application has been referred to Heritage, as the site is within the vicinity of heritage items, being:		
	Item I86 - House - 50 Bower Street, Manly		
	Item I168 - Ocean foreshores - Manly municipal area, boundary adjacent to the ocean		
	Details of heritage items affected		
	Details of the heritage items as contained within the Manly Heritage Inventory are:		
	Item I86 - House Statement of significance This is a good example of an Inter- War Free Classical style house. Physical description Two storey brick house with unglazed terracotta tile gabled roof, sandstone foundations, entry porch featuring triangular pediment with stucco decoration and two pairs of classical columns. There is a semi-circular two storey bay to the north side of the house with engaged columns. Features elaborate leadlight windows, some with semi-circular arches and elaborate leadlight to semi-circular fanlight over front door and rectangular sidelights. Sandstone front fence. Item I168 - Ocean foreshores Statement of significance Natural landscape. Part of coastal zone, east coast of Australia. Part entrance to Sydney Harbour. Listed due to its aesthetic, historic, and scientific significance to the area. Physical description Ocean foreshores, mostly rocky edge and cliff or beach sand system. Natural environment. Highscenic quality. Other relevant heritage listings		
	SEPP (Biodiversity No and Conservation) 2021		
	and Conservation)		

MOD2023/0285 Page 8 of 16



Internal Referral Body	Comments		
	Australian Heritage Register	No	
	NSW State Heritage Register	No	
	National Trust of Aust (NSW) Register	No	
	RAIA Register of 20th Century Buildings of Significance	No	
	Other	No	
	Consideration of Application The proposal seeks consent for modifications to the approved DA2020/0319. The proposed modifications are mainly involve changes to the fenestration and do not involve any changes to the approved building envelope or the approved materials. Given the the proposed works do not change the bulk and scale of the approved building, the proposal is considered to not have an additional impact upon the significance of the heritage items in the vicinity. Therefore, no objections are raised on heritage grounds, subject to the condition of consent - DA2020/0319 - Photographic Archival Record. Consider against the provisions of CL5.10 of MLEP 2013. Is a Conservation Management Plan (CMP) Required? No Has a CMP been provided? N/A Is a Heritage Impact Statement required? No Has a Heritage Impact Statement been provided? No		

External Referral Body	Comments
and Infrastructure) 2021, s2.48	The proposal was referred to Ausgrid who provided a response stating that the proposal is acceptable subject to compliance with the relevant Ausgrid Network Standards and SafeWork NSW Codes of Practice. These requirements remain on the consent.

ENVIRONMENTAL PLANNING INSTRUMENTS (EPIS)*

All, Environmental Planning Instruments (SEPPs and LEPs), Development Controls Plans and Council Policies have been considered in the merit assessment of this application.

In this regard, whilst all provisions of each Environmental Planning Instruments (SEPPs and LEPs), Development Controls Plans and Council Policies have been considered in the assessment, many provisions contained within the document are not relevant or are enacting, definitions and operational provisions which the proposal is considered to be acceptable against.

As such, an assessment is provided against the controls relevant to the merit consideration of the application hereunder.

MOD2023/0285 Page 9 of 16



State Environmental Planning Policies (SEPPs) and State Regional Environmental Plans (SREPs)

SEPP (Building Sustainability Index: BASIX) 2004

A BASIX certificate has been submitted with the application (see Certificate No. 1077596s_03).

The BASIX Certificate indicates that the development will achieve the following:

Commitment	Required Target	Proposed
Water	40	46
Thermal Comfort	Pass	Pass
Energy	50	52

A condition has been included in the recommendation of this report requiring compliance with the commitments indicated in the BASIX Certificate.

SEPP (Resilience and Hazards) 2021

Chapter 4 - Remediation of Land

Sub-section 4.6 (1)(a) of Chapter 4 requires the Consent Authority to consider whether land is contaminated. Council records indicate that the subject site has been used for residential purposes for a significant period of time with no prior land uses. In this regard it is considered that the site poses no risk of contamination and therefore, no further consideration is required under sub-section 4.6 (1)(b) and (c) of this Chapter and the land is considered to be suitable for the residential land use.

Manly Local Environmental Plan 2013

Is the development permissible?	Yes	
After consideration of the merits of the proposal, is the development consistent with:		
aims of the LEP?	Yes	
zone objectives of the LEP?	Yes	

Principal Development Standards

Standard	Requirement	Approved	Proposed	% Variation	Complies
Height of Buildings:	8.5m	8.7m	8.7m (no change)	N/A	No (as approved)
Floor Space Ratio	FSR: 0.45:1	FSR: 0.44:1	FSR: 0.44:1	N/A	Yes
	(313.56sqm)	(310sqm)	(310sqm)		

Compliance Assessment

Clause	Compliance with Requirements
2.7 Demolition requires development consent	Yes

MOD2023/0285 Page 10 of 16



Clause	Compliance with Requirements
4.3 Height of buildings	Yes
6.2 Earthworks	Yes
6.4 Stormwater management	Yes
6.5 Terrestrial biodiversity	Yes
6.8 Landslide risk	Yes
6.9 Foreshore scenic protection area	Yes
6.10 Limited development on foreshore area	Yes
6.12 Essential services	Yes

Manly Development Control Plan

Built Form Controls

Built Form Controls - Site Area: 696.8sqm	Requirement	Approved	Proposed	Complies
4.1.2.1 Wall Height	East: 7.1m (based on gradient 1:10)	8.4m	8.4m (no change)	No (as approved)
	W: 6.9m (based on gradient 1:15)	8.6m	8.6m (no change)	No (as approved)
4.1.4.1 Street Front Setbacks	Prevailing building line / 6m	Consistent with prevailing setback	Consistent with prevailing setback	Yes
4.1.4.2 Side Setbacks and Secondary Street Frontages	East: 2.8m (based on wall height)	First Floor: 1.45m	First Floor: 1.45m (no change)	No (as approved)
	West 2.86m (based on wall height)	First Floor: 1.9m	First Floor: 1.9m (no change)	No (as approved)
	Windows: 3m	1.1m-1.9m	1.1m-1.9m	No (as approved)
4.1.4.4 Rear Setbacks	8m	19.6m	19.6m	Yes
4.1.5.1 Minimum Residential Total Open Space Requirements Residential Open Space Area: OS3	Open space 55% of site area	63% (440sqm)	63% (440sqm)	Yes
4.1.5.2 Landscaped Area	Landscaped area 35% of open space	69% (305sqm)	69% (305sqm)	Yes
4.1.5.3 Private Open Space	18m	36sqm	36sqm	Yes
4.1.6.1 Parking Design and the Location of Garages, Carports or Hardstand Areas	Maximum 50% of frontage up to maximum 6.2m	40%	40%	Yes
Schedule 3 Parking and Access	Dwelling 2 spaces	2 spaces	X spaces	Yes

MOD2023/0285 Page 11 of 16



Compliance Assessment

Compliance Assessment	0	0
Clause	Compliance with Requirements	Consistency Aims/Objectives
3.1 Streetscapes and Townscapes	Yes	Yes
3.1.1 Streetscape (Residential areas)	Yes	Yes
3.3.1 Landscaping Design	Yes	Yes
3.3.2 Preservation of Trees or Bushland Vegetation	Yes	Yes
3.4 Amenity (Views, Overshadowing, Overlooking /Privacy, Noise)	Yes	Yes
3.4.1 Sunlight Access and Overshadowing	Yes	Yes
3.4.2 Privacy and Security	Yes	Yes
3.4.3 Maintenance of Views	Yes	Yes
3.4.4 Other Nuisance (Odour, Fumes etc.)	Yes	Yes
3.5 Sustainability - (Greenhouse Energy Efficiency, Thermal Performance, and Water Sensitive Urban Design)	Yes	Yes
3.5.1 Solar Access	Yes	Yes
3.5.3 Ventilation	Yes	Yes
3.5.4 Energy Efficient Appliances and Demand Reduction and Efficient Lighting (non-residential buildings)	Yes	Yes
3.5.5 Landscaping	Yes	Yes
3.5.6 Energy efficiency/conservation requirements for non-residential developments	Yes	Yes
3.5.7 Building Construction and Design	Yes	Yes
3.6 Accessibility	Yes	Yes
3.7 Stormwater Management	Yes	Yes
3.8 Waste Management	Yes	Yes
3.9 Mechanical Plant Equipment	Yes	Yes
3.10 Safety and Security	Yes	Yes
4.1 Residential Development Controls	Yes	Yes
4.1.1 Dwelling Density, Dwelling Size and Subdivision	Yes	Yes
4.1.1.1 Residential Density and Dwelling Size	Yes	Yes
4.1.2 Height of Buildings (Incorporating Wall Height, Number of Storeys & Roof Height)	Yes	Yes
4.1.3 Floor Space Ratio (FSR)	Yes	Yes
4.1.4 Setbacks (front, side and rear) and Building Separation	Yes	Yes
4.1.5 Open Space and Landscaping	Yes	Yes
4.1.6 Parking, Vehicular Access and Loading (Including Bicycle Facilities)	Yes	Yes
4.1.7 First Floor and Roof Additions	Yes	Yes
4.1.8 Development on Sloping Sites	Yes	Yes
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MOD2023/0285 Page 12 of 16



Clause	Compliance with Requirements	Consistency Aims/Objectives
4.1.9 Swimming Pools, Spas and Water Features	Yes	Yes
4.4.1 Demolition	Yes	Yes
4.4.5 Earthworks (Excavation and Filling)	Yes	Yes
5.4.1 Foreshore Scenic Protection Area	Yes	Yes
5.4.2 Threatened Species and Critical Habitat Lands	Yes	Yes

THREATENED SPECIES, POPULATIONS OR ECOLOGICAL COMMUNITIES

The proposal will not significantly affect threatened species, populations or ecological communities, or their habitats.

CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN

The proposal is consistent with the principles of Crime Prevention Through Environmental Design.

POLICY CONTROLS

Northern Beaches Section 7.12 Contributions Plan 2022

Section 7.12 contributions were levied on the Development Application.

CONCLUSION

The site has been inspected and the application assessed having regard to all documentation submitted by the applicant and the provisions of:

- Environmental Planning and Assessment Act 1979;
- Environmental Planning and Assessment Regulation 2021;
- All relevant and draft Environmental Planning Instruments;
- Manly Local Environment Plan;
- Manly Development Control Plan; and
- Codes and Policies of Council.

This assessment has taken into consideration the submitted plans, Statement of Environmental Effects, all other documentation supporting the application and public submissions, and does not result in any unreasonable impacts on surrounding, adjoining, adjacent and nearby properties subject to the conditions contained within the recommendation.

In consideration of the proposal and the merit consideration of the development, the proposal is considered to be:

- Consistent with the objectives of the DCP
- Consistent with the zone objectives of the LEP
- Consistent with the aims of the LEP
- Consistent with the objectives of the relevant EPIs

MOD2023/0285 Page 13 of 16



Consistent with the objects of the Environmental Planning and Assessment Act 1979

It is considered that the proposed development satisfies the appropriate controls and that all processes and assessments have been satisfactorily addressed.

RECOMMENDATION

THAT Council as the consent authority grant approval to Modification Application No. Mod2023/0285 for Modification of Development Consent DA2020/0319 granted for Demolition works and construction of a dwelling house including swimming pool on land at Lot 22 DP 8075,44 Bower Street, MANLY, subject to the conditions printed below:

Modification Summary

The development consent is modified as follows:

MODIFICATION SUMMARY TABLE

Application Number	Determination Date	Modification description
PAN334444 - MOD2023/0285	The date of this notice of determination	Modification of Development Consent DA2020/0319 granted for Demolition works and construction of a dwelling house including swimming pool
		Add Condition 1A Add Condition 5A

Modified conditions

A. Add Condition No.1A - Modification of Consent - Approved Plans and supporting documentation, to read as follows:

The development must be carried out in compliance (except as amended by any other condition of consent) with the following:

a) Modification Approved Plans

Architectural Plans - Endorsed with Council's stamp			
Drawing No.	Dated	Prepared By	
DA.301 - Basement Floor Plan - Rev B	04/05/23	Madeline Blanch Architects	
DA.302 - Ground Floor Plan - Rev B	04/05/23	Madeline Blanch Architects	
DA.303 - First Floor Plan - Rev B	04/05/23	Madeline Blanch Architects	

MOD2023/0285 Page 14 of 16



DA.304 - Roof Plan - Rev B	04/05/23	Madeline Blanch Architects
DA.401 - South (Street) Plan - Rev B	04/05/23	Madeline Blanch Architects
DA.402 - North Elevation- Rev B	04/05/23	Madeline Blanch Architects
DA.403 - East Elevation- Rev B	04/05/23	Madeline Blanch Architects
DA.404 - West Elevation- Rev B	04/05/23	Madeline Blanch Architects
DA.501 - Long Section- Rev B	04/05/23	Madeline Blanch Architects
DA.502 - Short Section - Rev B	04/05/23	Madeline Blanch Architects
DA902 - Materials Board - Rev B	04/05/23	Madeline Blanch Architects
DA903 - Site Waste and Recycling Management and Exec Plan	04/05/23	Madeline Blanch Architects

b) Any plans and / or documentation submitted to satisfy the Conditions of this consent.

Reason: To ensure the work is carried out in accordance with the determination of Council and approved plans.

B. Add Condition 5A - No retrospective works approved to read as follows:

This consent does not retrospectively provide consent to the following 'as-built' works:

- The horizontal 'butler's pantry' window;
- The side access door to the rear of the garage.

Reason: To ensure consistency with the findings of Ku-ring-gai Council v Buyozo Pty Ltd [2021] NSWCA 177 ("Buyozo").

In signing this report, I declare that I do not have a Conflict of Interest.

Signed

Thomas Prosser, Planner

The application is determined on 24/08/2023, under the delegated authority of:

MOD2023/0285 Page 15 of 16



Rodney Piggott, Manager Development Assessments

MOD2023/0285 Page 16 of 16