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14th April 2022

The General Manager Northern Beaches Council PO Box 82 Manly NSW 1655

Dear Sir,

Statement of Environmental Effects
Modification of Land and Environment Court Issued Consent
Case number 2021/00048099
Collaroy Street Pty Limited v Northern Beaches Council
Shop top housing
1 Alexander Street and No. 4 Collaroy Street, Collaroy

# 1.0 Introduction

On 22<sup>nd</sup> December 2021 the Land and Environment Court of New South Wales (the Court) granted development consent (Case number 2021/00048099) for the demolition of the existing dwelling and the construction of a residential flat building and strata subdivision on the subject site (DA2018/1870).

We have been engaged to prepare an application to modify the consent pursuant to Section 4.56 of the Environmental Planning and Assessment Act 1979 (the Act). Specifically, the modifications provide for a refinement in the detailing of the approved development to address internal layout efficiency, serviceability and constructibility issues identified in the preparation of the final Construction Certificate documentation.

The modifications are generally contained within the approved building envelope such that the 3 dimensional form, streetscape appearance and landscape outcomes as approved are not compromised as consequence of the modifications sought. Importantly, the spatial relationship of the proposal to adjoining development is maintained together with a complimentary and compatible streetscape presentation and appropriate residential amenity outcomes including privacy, solar access and view sharing.

To that extent Council can be satisfied that the modifications involve minimal environmental impact and the development as modified represents substantially the same development as originally approved. Accordingly, the application is appropriately dealt with by way of section 4.56 of the Act which enables the Court as the consent authority to modify the consent pursuant to section 4.55(8) of the Act.

# 2.0 Detail of Modifications Sought

#### **Architectural modifications**

The proposed modifications are shown clouded on plans DA000(1) and DA002(1) to DA012(1) prepared by Walsh Architects. The modifications can be summarised as follows:

#### DA002 - Basement

- The reconfiguration of car parking spaces.
- An increase in amount of lock up garages for enhanced security.
- A minor increase in the basement slab RL's to reduce excavation.

# **DA003 - Ground Floor**

- The introduction of an integrated electrical substation adjacent to the Collaroy Street frontage.
- The provision of an additional 6 WC's between Retail 02 & 03. These toilets are for the use of the retail spaces and communal open area. They will be secure at night (same hours as the walkway).
- Re-arrangement of Lift 4 lobby to have access from the street.
- Relocation of the bulky goods store to allow for the toilets as noted above.
- The rationalisation of the residential waste storage area to be accessed from Alexander Street.
- A 49 square metre reduction in retail floor space adjacent to Alexander Street to accommodate the additional toilet facilities and required services and the consequential removal of 3 retail car parking spaces at ground floor level.
- The relocation of the basement visitor space to the ground floor adjacent to the balance of visitor spaces.
- The reconfiguration and relocation of service/ plant rooms in the southwestern corner of the site due to insufficient water flows for fire-fighting purposes.
- The reconfiguration of the ground floor communal area to increase the size of the communal gym.
- A minor adjustment to the Alexander Street through site link entrance to remove a column out of the walkway zone and provide for a consistent 4 metre width.
- The relocation of the car spaces near lift 3 further north to allow for a services cupboard to face Alexander Street. This integrated service cupboard will house the Fire Boosters and master cold water meters.

#### **DA004 – Level 1**

- Internal rearrangement of some units to enhance internal layout efficiencies.
- Minor refinement in the Alexander Street façade to accommodate the double height through site link entry.
- Review of window locations and configuration based on internal layout modifications. No increase in window sizes or changes to privacy screen treatments.
- The flipping of the Unit 08 balcony and living areas to create a more cohesive architectural language for the facades.

#### **DA005 - Level 2**

- Internal rearrangement of various units to enhance internal layout efficiencies.
- Minor refinement in the Alexander Street façade to accommodate the double height through site link entry.
- Review of window locations and configuration based on internal layout modifications. No increase in window sizes or changes to privacy screen treatments.
- The flipping of the Unit 21 balcony and living areas to create a more cohesive architectural language for the facades.

# **DA006 – Level 3**

- Internal rearrangement of various units to enhance internal layout efficiencies.
- Minor adjustments to external wall locations in Units 29 30 to reflect enhanced internal layouts.
- Review of window locations and configuration based on internal layout modifications. No increase in window sizes or changes to privacy screen treatments.
- The flipping of the Unit 08 balcony and living areas to create a more cohesive architectural language for the facades.
- Floor level lifted by 50mm to allow for 50mm insulation under Level 3 balconies whilst maintaining 2700 ceilings for level 2 below. No change to approved maximum building height.

### DA007 - Roof Plan

- The removal of pergola structures.
- The introduction of 3 skylights to enhance amenity by providing natural light deep into apartment floor plans.
- Minor modifications to roof design to remove box gutters.
- Minor changes to overhangs to remove boundary encroaching elements.
- Minor 300mm increase in roof eave height to facilitate 2700mm ceilings internally (a requirement of the ADG). The roof pitches have been lowered from 7.5° and 5° down to a 2° pitch to compensate for the increased eave height.

#### DA008-DA010 - Elevations

 Review of window locations and configuration based on internal layout modifications as noted previously.

- An increase in the width of the Alexander Street through site link entrance as previously noted.
- Level 2-3 increased to 3150 floor to floor to allow for insulation and maintaining a 2700 ceiling height.
- Roof Eave adjusted as noted previously. Maximum RLs are not amended.

The acceptability of the amended car parking layout and numbers is addressed in the accompanying Traffic and Parking Assessment prepared by Transport and Traffic Planning Associates with this application also accompanied by an updated BASIX Certificate.

The previously approved landscaping and drainage regimes are not compromised as consequence of the modifications sought with any minor inconsistencies able to be dealt with by way of appropriately worded conditions of consent.

#### **Modification to conditions**

The application also seeks the modification/ deletion of the following conditions:

# Condition 1 - Approved Plans and Supporting Documentation

This condition is to be amended to reflect the modified Architectural plans and Traffic and Parking Assessment Report.

# Condition 24 - Vehicle Access and Parking

This condition is to be amended to reflect the modified car parking numbers and distribution namely:

- 69 Residential Spaces
- 7 Visitor Spaces which includes 1 car share space
- 11 retail spaces
- 2 motorcycle spaces

# Condition 34 - Access to Waste Storage Rooms

This condition is to be deleted noting that all residential waste storage is now accessed from Alexander Street.

# Condition 100 - Encroachments

This condition is to be amended to reflect the modified plan numbers.

# 3.0 Section 4.56 of the Environmental Planning and Assessment Act 1979

Section 4.56 of the Act provides that:

- (1) A consent authority may, on application being made by the applicant or any other person entitled to act on a consent granted by the Court and subject to and in accordance with the regulations, modify the development consent if:
  - (a) it is satisfied that the development to which the consent as modified relates is substantially the same development as the development for which the consent was originally granted and before that consent as originally granted was modified (if at all), and
  - (b) it has notified the application in accordance with:
    - (i) the regulations, if the regulations so require, and
    - (ii) a development control plan, if the consent authority is a council that has made a development control plan that requires the notification or advertising of applications for modification of a development consent, and
  - (c) it has notified, or made reasonable attempts to notify, each person who made a submission in respect of the relevant development application of the proposed modification by sending written notice to the last address known to the consent authority of the objector or other person, 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.
- (1A) In determining an application for modification of a consent under this section, 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.

In answering the above threshold question as to whether the proposal represents "substantially the same" development the proposal must be compared to the development for which consent was originally granted, and the applicable planning controls.

In order for Council to be satisfied that the proposal is "substantially the same" there must be a finding that the modified development is "essentially" or "materially" the same as the (currently) approved development - Moto Projects (no. 2) Pty Ltd v North Sydney Council [1999] 106 LGERA 298 per Bignold J.

The above reference by Bignold J to "essentially" and "materially" the same is taken from Stein J in Vacik Pty Ltd v Penrith City Council (unreported), Land and Environment Court NSW, 24 February 1992, where his honour said in reference to Section 102 of the Environmental Planning and Assessment Act (the predecessor to Section 96):

"Substantially when used in the Section means essentially or materially or having the same essence."

What the abovementioned authorities confirms is that in undertaking the comparative analysis the enquiry must focus on qualitative elements (numerical aspects such as heights, setbacks etc) and the general context in which the development was approved (including relationships to neighbouring properties and aspects of development that were of importance to the consent authority when granting the original approval).

When one undertakes the above analysis in respect of the subject application it is clear that the approved development remains, in its modified state, a development which will continue to relate to its surrounds and adjoining development in the same fashion as originally approved in terms of view sharing, height, boundary setbacks, privacy and landscape outcomes.

The Court in the authority of Stavrides v Canada Bay City Council [2007] NSWLEC 248 established general principles which should be considered in determining whether a modified proposal was "substantially the same" as that originally. A number of those general principles are relevant to the subject application, namely:

- The proposed use does not change,
- The external building appearance, envelope and volume as perceived from adjoining properties and the public domain are not materially altered; and
- The modifications maintain the previously approved residential amenity outcomes in terms of views, privacy, visual bulk and overshadowing.

On the basis of the above analysis, we regard the proposed application as being "essentially or materially" the same as the approved development such that the application is appropriately categorised as being "substantially the same" and is appropriately dealt with by way of Section 4.56 of the Act.

# 4.0 Warringah Local Environmental Plan 2011

# **Zoning and permissibility**

The subject site is zoned B2 Local Centre pursuant to the provisions of Warringah Local Environmental Plan 2011 (WLEP). Shop top housing is permissible with consent in the zone. The stated objectives of the zone are as follows:

- To provide a range of retail, business, entertainment and community uses that serve the needs of people who live in, work in and visit the local area;
- To encourage employment opportunities in accessible locations;
- To provide an environment for pedestrians that is safe, comfortable and interesting;
- To create urban form that relates favourably in scale and in architectural and landscape treatment to neighbouring land uses and to the natural environment;
- To minimise conflict between land uses in the zone and adjoining zones and ensure the amenity of any adjoining or nearby residential land uses.

Shop top housing is defined as one or more dwellings located above ground floor retail premises or business premises.

The development, as modified, continues to incorporate dwellings located above ground floor retail premises. Accordingly, the development continues to accord with the Land and Environment Court Judgement Sheahan J within Hrsto v Canterbury Council given that the proposed residential units sit entirely above the ceiling height of the ground floor retail tenancies.

The development, as modified, continues to meet the relevant zone objectives given the maintenance of ground level retail tenancies and the appropriate concentration of residential densities within an established Local Centre zone. The height and scale of the modified development are not in any readily discernible manner altered with the development continuing to be responsive to context, compatible with that of surrounding development and will not result in unacceptable or jarring residential amenity, streetscape or broader urban design impacts.

Accordingly, there are no statutory zoning or zone objective impediment to the granting of approval to the modifications sought.

# **Height of Buildings**

Pursuant to clause 4.3 of WLEP development on the land must not exceed a building height of 11 metres. The objectives of this control are as follows:

(a) to ensure that buildings are compatible with the height and scale of surrounding and nearby development,

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

# Building height is defined as follows:

building height (or height of building) means the vertical distance between ground level (existing) and the highest point of the building, including plant and lift overruns, but excluding communication devices, antennae, satellite dishes, masts, flagpoles, chimneys, flues and the like

We confirm that although the modified plans provide for a 300 mm increase in the height of the upper level eaves that the overall building height has been maintained through a reduction in roof pitch and maintenance of previously approved lift overrun heights.

Accordingly, we are satisfied that the conclusions reached by Walsh C in the matter of Collaroy Street Pty Ltd v Northern Beaches Council [2021] NSWLEC 1779 in his support of the clause 4.6 variation request for building height are not compromised namely:

.....

35. On balance I am convinced that there are sufficient environmental planning grounds to justify the contravention in the circumstances. I believe it generally follows my earlier conclusion that the building height, despite the contravention, does provide a quite responsive and compatible building, with a good capacity to exist in harmony with its setting, in local context terms.

In this regard, we note that the upper level setbacks to all boundaries are maintained with the accompanying shadow diagrams demonstrating the maintenance of compliant levels of solar access to all surrounding development. The modifications do not compromise the visual or aural privacy outcomes afforded through approval of the original scheme with no additional view impact arising as a consequence of the modifications sought.

Under such circumstances, strict compliance with the building height standard is again unreasonable and unnecessary with sufficient environmental planning grounds to justify the variation sought.

# **Heritage Conservation - Heritage Impact Assessment**

Pursuant to clause 5.10(4) of WLEP the consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned.

Further, pursuant to clause 5.10(5) the consent authority may, before granting consent to any development:

- (a) on land on which a heritage item is located, or
- (b) on land that is within a heritage conservation area, or
- (c) on land that is within the vicinity of land referred to in paragraph (a) or (b),

require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.

The subject property is not heritage listed or located within a heritage conservation area however is located within the vicinity of a number of heritage items namely:

Former Arlington Amusement Hall	1056–1066 Pittwater Road	Lots 20–25, DF 218990	<sup>o</sup> Local	120
Collaroy Cinema (facades and interiors)	1097 Pittwater Road	Lot 4, DP 6984, Lot B, DP 379308	; Local	122
Former Westpac Bank	1121 Pittwater Road	Lot 1, DP 528546	Local	<i>1</i> 23

This Heritage Impact Statement has been prepared in accordance with the standard guidelines of the NSW Heritage Office.

# **Heritage Considerations**

The following aspects of the proposal respect or enhance the heritage significance of the adjacent buildings for the following reasons:

- The proposed development, as modified, will have no physical impact on the items within vicinity of the site given the significant spatial separation maintained and to that extent will have a neutral impact on their significance.
- The proposed building, as modified, will continue to contribute positively to the streetscape character and design quality of development located within the sites visual catchment.

The following aspects of the proposal could detrimentally impact on heritage significance.

Nil

The following sympathetic solutions have been considered and discounted for the following reasons:

Nil

Having given consideration to the impact of the proposed works on the significance of the adjacent heritage items I have formed the considered opinion that:

- The proposed development, as modified, will have no physical impact on the items within vicinity of the site given the significant spatial separation maintained and to that extent will have a neutral impact on their significance.
- The proposed building, as modified, will continue to contribute positively to the streetscape character and design quality of development located within the sites visual catchment.
- Accordingly, the proposed development will have a neutral impact on the significance of the heritage items within the vicinity of the site.

In this regard, we confirm that the proposed works, as modified, do not result in any additional heritage conservation impacts and to that extent there is no impediment to the granting of consent.

#### **Acid Sulfate Soils**

The original application was accompanied by a Geotechnical Investigation Report prepared by Coffey which assessed the likelihood of acid sulphate soils being present on the site. In this regard, the report contained the following conclusion:

The laboratory analysis reported SCR results of <0.005% which indicates that ASS is unlikely to be present and therefore no ASS management processes, or procedures are required.

As the extent of excavation is reduced as a consequence of the modifications sought the conclusions reached in this original report are not compromised.

#### **Earthworks**

In accordance with the clause 6.2 WLEP 2011 the original application was accompanied by a Geotechnical Investigation Report prepared by Coffey which assessed which assesses the acceptability of the earthworks proposed. Such report contained a number of recommendations which are to be complied with through the construction process.

As the extent of excavation is reduced as a consequence of the modifications sought the conclusions reached in this original report are not compromised.

# Flood Planning

The clause 6.3 WLEP flood planning considerations apply to land at or below the flood planning level. In this regard, the original application was accompanied by a stormwater management and overland flow report and associated plans prepared by Woolacotts Consulting Engineers which assessed the impact of flooding on the subject development and contains a detailed assessment in relation to flooding constraints.

As the approved ground floor levels are maintained the conclusions reached in this original report are not compromised.

# 5.0 Warringah Development Control Plan 2011

Having assessed the modified development against the applicable provision of WDCP we note the following:

- The siting, scale, form and massing of the development is not materially altered with the modified proposal maintaining the previously approved building height, setbacks and spatial relationship with adjoining development,
- The modified proposal will not give rise to any adverse public or private view affectation.
- The development, as modified, continues to provide appropriately for off-street car parking and is able to be appropriately drained,
- The modified proposal does not compromise the residential amenity outcomes afforded to adjoining development through approval of the original application in relation to views, solar access and privacy, and
- The development, as modified, provides appropriately for waste management.

# 6.0 State Environmental Planning Policy No. 65 – Design Quality of Residential Apartment Development/ Apartment Design Guide

Given the minor nature of the modifications sought, the development's performance when assessed against the provisions of SEPP 65 and the ADG are not compromised. That said, the refinement in the layout of apartments will enhance the amenity of the development with the overall design quality of the development not compromised as consequence of the modifications sought.

# 7.0 Matters for Consideration Pursuant to Section 4.15(1) of the Environmental Planning and Assessment Act 1979 as amended

The following matters are to be taken into consideration when assessing an application pursuant to section 4.15(1) of the Environmental Planning and Assessment Act 1979(as amended):

The provision of any planning instrument, draft environmental planning instrument, development control plan or regulations.

The modified development continues to respond positively to the applicable statutory planning regime with the urban design, streetscape, heritage conservation, residential amenity, landscape, flooding and drainage outcomes afforded through approval of the original application not compromised.

The likely impacts of that development, including environmental impacts on both the natural and built environments, and social and economic impacts in the locality.

#### Context and Setting

- i) What is the relationship to the region and local context on terms of:
- the scenic qualities and features of the landscape?
- the character and amenity of the locality and streetscape?
- the scale, bulk, height, mass, form, character, density and design of development in the locality?
- the previous and existing land uses and activities in the locality?

The modifications sought are contained predominantly within the approved building envelope, or not discernible as viewed from outside the site, with the 3 dimensional form, streetscape appearance and landscape outcomes as approved not compromised as consequence of the modifications sought.

- ii) What are the potential impacts on adjacent properties in terms of:
- relationship and compatibility of adjacent land uses?
- sunlight access (overshadowing)?
- visual and acoustic privacy?
- views and vistas?
- edge conditions such as boundary treatments and fencing?

The approved development will remain, in its modified state, a development which will continue to relate to its surrounds and adjoining development in the same fashion as originally approved in terms of view sharing, height, boundary setbacks, privacy and landscape outcomes.

# Access, transport and traffic

Would the development provide accessibility and transport management measures for vehicles, pedestrians, bicycles and the disabled within the development and locality, and what impacts would occur on:

- travel demand?
- dependency on motor vehicles?
- traffic generation and the capacity of the local and arterial road network?
- public transport availability and use (including freight rail where relevant)?
- conflicts within and between transport modes?
- traffic management schemes?
- vehicular parking spaces?

The acceptability of the amended car parking layout and numbers is addressed in the accompanying Traffic and Parking Assessment prepared by Transport and Traffic Planning Associates

#### Public domain

There are no public domain changes.

### Economic impact in the locality

The proposed development will provide short term employment opportunities during construction.

# Site design and internal design

- Is the development design sensitive to environmental conditions and site attributes including:
- size, shape and design of allotments?
- the proportion of site covered by buildings?
- the position of buildings?
- the size (bulk, height, mass), form, appearance and design of buildings?
- the amount, location, design, use and management of private and communal open space?
- landscaping?

The modifications are generally contained within the approved building envelope such that the 3 dimensional form, streetscape appearance and landscape outcomes as approved are not compromised as consequence of the modifications sought. Importantly, the spatial relationship of the proposal to adjoining development is maintained together with a complimentary and compatible streetscape presentation and appropriate residential amenity outcomes including privacy, solar access and view sharing.

- ii) How would the development affect the health and safety of the occupants in terms of:
- lighting, ventilation and insulation?
- building fire risk prevention and suppression/
- building materials and finishes?
- a common wall structure and design?
- access and facilities for the disabled?
- likely compliance with the Building Code of Australia?

The development, as modified, will comply with the provisions of the Building Code of Australia without difficulty. There will be no detrimental effects on the occupants through the building design which will achieve the relevant standards pertaining to health, safety and accessibility.

#### Construction

- i) What would be the impacts of construction activities in terms of:
- the environmental planning issues listed above?
- site safety?

Normal site safety measures and procedures will ensure that no site safety or environmental impacts will arise during construction.

The suitability of the site for the development.

Does the proposal fit in the locality?

- are the constraints posed by adjacent developments prohibitive?
- would development lead to unmanageable transport demands and are there adequate transport facilities in the area?
- are utilities and services available to the site adequate for the development?

The adjacent development does not impose any insurmountable development constraints. The site is well located with regards to utility services and public transport. There will be no excessive levels of transport demand created.

Are the site attributes conducive to development?

The site has no special physical or engineering constraints and is suitable for the proposed development.

Any submissions received in accordance with this Act or the regulations.

It is envisaged that any submissions made in relation to the proposed development will be appropriately assessed by Council.

### The public interest.

It is considered that the development will result in a significant addition of good design to the locality. The development is consistent with the adopted planning regime and the Court approval.

#### 8.0 Conclusion

The modifications provide for a refinement in the detailing of the approved development to address internal layout efficiency, serviceability and constructibility issues identified in the preparation of the final Construction Certificate documentation. This report demonstrates that the modified development continues to respond positively to the applicable statutory planning regime with the urban design, streetscape, heritage conservation, residential amenity, landscape, flooding and drainage outcomes afforded through approval of the original application not compromised.

Although the modified plans provide for a 300 mm increase in the height of the upper level eaves that the overall building height has been maintained through a reduction in roof pitch and maintenance of previously approved lift overrun heights.

Accordingly, we are satisfied that the conclusions reached by Walsh C in the matter of Collaroy Street Pty Ltd v Northern Beaches Council [2021] NSWLEC 1779 in his support of the clause 4.6 variation request for building height are not compromised namely:

24. ......Important for the proposal, in compatibility terms, are certain design features which in a sense mitigate potential height impact. Of most importance are the boundary setbacks of the (contravening) pavilion elements which are important in terms of streetscape perceptions as a compatibility factor. That is to say, I agree with Ex M that the contravening elements will be visually recessive, rather than present as obvious or visually bulky to those walking by. Ex M adequately demonstrates that the proposed building, as a consequence of its design response to context, would be capable of existing in harmony with the height and scale of surrounding and nearby development, despite the height contravention.

. . . . . . . . . . . . . . . . . . .

35. On balance I am convinced that there are sufficient environmental planning grounds to justify the contravention in the circumstances. I believe it generally follows my earlier conclusion that the building height, despite the contravention, does provide a quite responsive and compatible building, with a good capacity to exist in harmony with its setting, in local context terms.

In this regard, we note that the upper level setbacks to all boundaries are maintained with the accompanying shadow diagrams demonstrating the maintenance of compliant levels of solar access to all surrounding development. The modifications do not compromise the visual or aural privacy outcomes afforded through approval of the original scheme with no additional view impact arising as a consequence of the modifications sought.

Under such circumstances, strict compliance with the building height standard is again unreasonable and unnecessary with sufficient environmental planning grounds to justify the variation sought.

To that extent Council can be satisfied that the modifications involve minimal environmental impact and the development as modified represents substantially the same development as originally approved. Accordingly, the application is appropriately dealt with by way of section 4.56 of the Act which enables the Court as the consent authority to modify the consent pursuant to section 4.55(8) of the Act.

Having given due consideration to the relevant considerations pursuant to s4.15(1) of the Act it is considered that the application, the subject of this document, succeeds on merit and is appropriate for the granting of consent.

Yours sincerely

**BOSTON BLYTH FLEMING PTY LIMITED** 

**Greg Boston** 

B Urb & Reg Plan (UNE) MPIA

**Director**