

SORELL PLANNING AUTHORITY (SPA) AGENDA

28 FEBRUARY 2023

COUNCIL CHAMBERS COMMUNITY ADMINISTRATION CENTRE (CAC)

NOTICE OF MEETING

Notice is hereby given that the next meeting of the Sorell Planning Authority (SPA) will be held at the Community Administration Centre (CAC), 47 Cole Street, Sorell on Tuesday, 28 February 2023 commencing at 4:30 pm.

CERTIFICATION

I, Robert Higgins, General Manager of the Sorell Council, hereby certify that in accordance with Section 65 of the *Local Government Act 1993*, the reports in this Agenda have been prepared by persons who have the qualifications and experience necessary to give such advice. Information and recommendations or such advice was obtained and taken into account in providing general advice contained within the Agenda.

ROBERT HIGGINS GENERAL MANAGER 23 FEBRUARY 2023



FOR THE SORELL PLANNING AUTHORITY (SPA) MEETING TO BE HELD AT THE COMMUNITY ADMINISTRATION CENTRE (CAC), 47 COLE STREET, SORELL ON TUESDAY 28 FEBRUARY 2023

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1.0 ATTENDANCE

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Chairperson Mayor Vincent Deputy Mayor C Wooley Councillor M Brown Councillor S Campbell Councillor J Gatehouse Councillor M Miro Quesada Le Roux Councillor M Reed Councillor N Reynolds Councillor C Torenius Robert Higgins, General Manager

2.0 CONFIRMATION OF THE MINUTES OF 7 FEBRUARY 2023

RECOMMENDATION

"That the Minutes of the Sorell Planning Authority (SPA) Meeting held on 7 February 2023 be confirmed."

3.0 DECLARATIONS OF PECUNIARY INTEREST



In considering the following land use planning matters the Sorell Planning Authority intends to act as a planning authority under the *Land Use Planning and Approvals Act 1993*.

4.0 LAND USE PLANNING

4.1 DEVELOPMENT APPLICATION NO. DA 2022 / 249 - 1

Amelianati	CILL	۱.	
Applicant:	C Hor	tie	
Proposal:	Two N	Aultiple Dwellings (One Existing)	
Site Address:	14 Fir	st Avenue, Midway Point (CT 81317/67)	
Planning Scheme:	Sorell	Interim Planning Scheme 2015	
Application Status	Discre	tionary	
Relevant Legislation:	Sectio	n 57 of the Land <i>Use Planning and Approvals Act</i>	
	1993	(LUPAA)	
Reason for SPA meeting:	More	than one representation received.	
Relevant Zone:	10.0 General Residential		
Proposed Use:	Multiple Dwellings		
Applicable Overlay(s):	Potentially Dispersive Soils Code		
Applicable Codes(s):	Parking and Access Code, Road and Railway Assets		
	Code		
Valid Application Date:	26 Au	ugust 2022	
Decision Due:	2 March 2023		
Discretion(s):	1 Site area per dwelling		
	2	Privacy – shared driveways	
	3 Car parking numbers		
Representation(s):	Four		

RECOMMENDATION

That pursuant to Section 57 of the *Land Use Planning and Approvals Act 1993* Council resolve that Planning Application DA 2022 / 249 - 1 for a Multiple Dwellings x 2 (One existing) at 14 First Avenue, Midway Point be approved, subject to the following conditions:

- 1. Development shall generally be in accordance with the endorsed plans submitted on 5 September 2022 except as may be amended by the conditions of this permit.
- 2. A vehicle noise management plan must be submitted prior to the commencement of works demonstrating that unreasonable vehicle noise intrusion to the existing dwelling will be avoided through treatment to the bedroom 2 and bedroom 3 windows such as, but not limited to, double or triple glazing or screening.



- 3. Prior to first use, all area(s) of private open space must be:
 - a) Formed with a gradient of no more than 1 in 10;
 - b) Enclosed by a 1.5m high fence;
 - c) Grassed and / or landscaped; and
 - d) Provided with steps or other means of access to the adjoining habitable room if required.

Development Engineering:

- 4. A vehicular crossing application must be submitted to Council and an associated permit must be granted prior to any works commencing within the road reservation.
- 5. A new sealed access and crossover must be constructed to be generally in accordance with Council's Standard Drawings TSD-R09-v3 and TSD-R16-v3.
- 6. The sealed access must start at the edge of First Avenue, must have a minimum width of 5.5 metres, and must extend for 6 metres or to the property boundary, whichever is greater.
- 7. Drainage from the sealed access must not cause ponding within the Council's road reserve.
- 8. A Council engineering officer must inspect the completed base prior to laying asphalt or pouring concrete. Please call Council on 6269 0000 to arrange a time giving at least 24 hours' notice.
- 9. Off-street car parking must comply with the following requirements:
 - a) Off street parking requirements (including layout, line marking, signage and the installation of wheel stops) must comply with Australian Standard AS 2890.1;
 - b) Off street driveway, car parking and turning areas must be constructed of reinforced concrete or asphalt;
 - c) Visitor car parking spaces and turning bays must be designated as such on site.
- 10. Stormwater must be discharged to the existing piped Council stormwater system to the satisfaction of the Manager Planning and the following:
 - a) All stormwater pipes collecting runoff from driveways, car parking, turning areas, and other hardstand areas must be designed to suit the calculated stormwater runoff from the property but with a minimum size of DN150;
 - b) A concrete kerb must be installed along the entire length of the internal driveway, car parking, and turning areas to direct stormwater into the stormwater system. Grated pits shall be installed at suitable locations, as per the drainage plan;



- c) All grated pits, grated drains, and stormwater lot connections must be constructed to a trafficable standard;
- d) Stormwater runoff generated from the development must not be directed onto neighbouring properties;
- e) A revised drainage plan incorporating the above requirements must be provided for approval prior to works commencing;
- f) Council must be notified and all stormwater works within the road reserve must be inspected by Council prior to any backfilling. Please call Council on 6269 0000 to arrange a time giving at least 24 hours' notice.
- 11. The developer is responsible for the location of any existing services and Council infrastructure.
- 12. All works must be undertaken by the developer at the developer's cost.
- 13. Any existing Council infrastructure that is damaged or modified in any way, as a consequence of these works, must be repaired or reinstated by the developer to its original condition, as soon as reasonably practicable, at the developer's cost.
- 14. Prior to Council sealing the Strata plan for this development, all Engineering conditions in this permit must be satisfied.
- 15. During the works period, the developer must contain all materials within the property boundaries and maintain the site so as not to cause a hazard to pedestrian or vehicular traffic.

NOTE: THE FOLLOWING ADVICE APPLIES TO THIS PERMIT

- The permit does not take effect until 15 days after the date that this permit was served on you as the applicant and each representor provided that no appeal is lodged as provided by s53 of the *Land Use Planning and Approvals Act 1993*.
- This permit does not imply that any other approval required under any other legislation or by-law has been granted.
- This planning approval shall lapse at the expiration of two (2) years from the date on which this permit became valid, if the permit is not substantially commenced. At the discretion of the Planning Authority, the expiration date may be extended for a further two (2) years on two separate occasions for a total of six (6) years. Once lapsed, a new application will be required.
- Any changes to the use or development approved, may be deemed as substantially in accordance with the permit or may first require either a formal amendment to this permit or a new permit.

You may appeal against the above conditions, any such appeal must be lodged within fourteen (14) days of service of this notice to TASCAT, 38 Barrack Street Hobart 7000 Ph: 2(03) 6165 6790 or email <u>resourceplanning@tascat.tas.gov.au</u>



Executive Summary

Application is made for two multiple dwellings (one existing) at 14 First Avenue, Midway Point. This property is zoned General Residential and is located in a block formed by First Avenue, Cross Street, Hoffman Street and the Midway Point community hall site.

The key planning considerations relate to the density proposed, overshadowing and overlooking and the provision of car parking.

The application is considered to comply with each applicable standard of the *Sorell Interim Planning Scheme 2015* and is recommended for conditional approval.

Strategic Plan	Objective 1: To Facilitate Regional Growth
2019-2029	Objective 2: Responsible Stewardship and a Sustainable
	Organisation
	Objective 3: To Ensure a Liveable and Inclusive Community
Asset	The proposal has no significant implications for asset
Management	management.
Strategy 2018	
Risk Management	In its capacity as a Planning Authority, Council must
Strategy 2018	determine this application. Due diligence has been
	exercised in preparing this report and there are no
	predicted risks from a determination of this application.
Financial	No financial implications are anticipated unless the decision
Implications	is appealed to TASCAT. In such instances, legal counsel is
	typically required.
Open Space	The proposal has no significant implications for open space
Strategy 2020 and	management.
Public Open Space	
Policy	
Enforcement	Not applicable.
Policy	
Environmental	There are no environmental implications associated with
Sustainability	the proposal.
Policy	

Relevance to Council Plans & Policies

Legislation

- This report details the reasons for the officer recommendation.
- Broadly, the planning authority can either adopt or change the recommendation by adding, modifying or removing conditions or replacing an approval with a refusal (or vice versa). Any alternative decision requires a full



statement of reasons to comply with the *Judicial Review Act 2000* and the *Local Government (Meeting Procedures) Regulations 2015*.

• The planning authority has a specific role in LUPAA. As noted by the Tribunal:

The role of the Council in relation to planning matters is, in very broad terms, to uphold its planning scheme. In that context it is in a sense, blind to everything but the terms of the Scheme. It cannot put economic advantage or perceived community benefits over the terms of the Scheme. And in the context of enforcement proceedings unless expressly authorised to do so, it may not take any approach which is inconsistent with the terms of its Scheme.

Planning Scheme Operation – for Zones, Codes and site specific provisions

- Clause 5.6.1 requires that each applicable standard is complied with if an application is to be approved.
- Clause 5.6.2, in turn, outlines that an applicable standard is any a standard that deals with a matter that could affect, or could be affected by, the proposal.
- A standard can be met by either complying with an acceptable solution or satisfying the performance criteria, which are equally valid ways to comply with the standard.
- An acceptable solution will specify a measurable outcome. Performance criteria require judgement as to whether or not the proposal reasonably satisfies the criteria.
- Clause 6.10 outlines the matters that must be considered by a planning authority in determining applications. Clause 6.11 outlines the type of conditions and restrictions that can be specified in a conditional approval.

Referrals

Agency / Dept.	Referred?	Response?	Conditions?	Comments
Development	Yes	Yes	Yes	Nil
Engineering				
Environmental	Yes	Yes	Nil	
Health				
Plumbing	Yes	Yes	Nil	
NRM	No			
TasWater	Yes	Yes	Yes	Nil
State Growth	No			



Report

Description of Proposal

Application is made for two multiple dwellings (one existing) at 14 First Avenue, Midway Point. The existing dwelling is a three-bedroom single storey structure with a gross floor area of 117m². The existing dwelling is setback 4.2m to frontage, 4.5m from the northern side boundary and 2.1m from the southern side boundary.

The proposed dwelling is a three-bedroom two storey structure with a single car garage and a gross floor area of 95.5m2. The structure is setback 0.9m from the southern side boundary, 1.5m from the western rear boundary and 5.65m from the northern side boundary. The setback of the upper level to the western rear boundary is increased to 3m with a staggered offset. The southern elevation of the upper level consists of a 40.5 degree roof. Cladding is a mix of rendered wall and timber.

Four car parking spaces are provided (two per dwelling) with the existing driveway expanded to provide car parking and turning. A single car carport is proposed for the existing dwelling.

The application is supported by:

- architectural drawings from Linardi Design and Architectural Services;
- visitor car parking dispensation and waiver of passing bay report from ML Traffic Engineers dated December 2022; and
- a site assessment from GES Geo-Environmental Solutions dated November 2022.

Description of Site

The site is 567m² in size, fully serviced and contains the existing dwelling and a number of outbuildings that are to be removed. The site is flat and increased in elevation by approximately 1m from front to rear.

Adjoining land consists predominately of single dwellings on similar sized lots. The adjoining land to the west and south contain dwellings with two storey elements. Most other sites in First Avenue and Hoffman Street contain single storey dwellings.





Figure 1. Subject site.

Planning Assessment

Zone

Applicable	Applicable zone standards				
Clause	Matter	Complies with acceptable solution?			
10.4.1 A1	Residential density	No, the site area per density is 283.5m ² and less than the acceptable solution of 325m ² . Refer to performance criteria assessment below.			
10.4.2 A1	Front setback	Yes, the existing front setback is greater than 4.5m and is unchanged.			
10.4.2 A3	Building envelope and side setback	Yes, other than an allowed minor protrusion all works are located within the building envelope. The southern setback of 0.9m complies as it is less than 9m long			
10.4.3 A1	Site coverage and private open space	Yes, site coverage is 42.2%. Overall private open space is more than 60m ² per dwelling.			
10.4.3 A2	Private open space	Yes, each dwellings has at least 24m ² with minimum horizontal dimension of 4m, a gradient not less than 1 in 10 and not within a frontage.			
10.4.4 A1	Private open space sunlight	Yes, the areas of private open space are not south of another dwelling on the same site.			



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10.4.5 A1	Width of	Yes, all carports and garages are setback more than 12m
	garages and	from the frontage.
	carports	
10.4.6 A1	Privacy - decks	Yes, the upper level deck has a compliant privacy screen
		where within 3m of a side setback and 4m of a rear
		setback
10.4.6 A2	Privacy -	Yes, the upper level windows of the proposed dwelling
	windows	either have a sill height of not less than 1.7m above
		finished floor level or have a compliant offset from
		windows and private open space of the existing dwelling.
10.4.6 A3	Privacy –	No, the driveway is less than 2.5m from bedroom 2 and
	shared	bedroom 3 windows. Refer to performance criteria
	driveways	assessment below.
10.4.8 A1	Waste storage	Yes, compliant waste storage can be provided.

Performance Criteria Assessment 1 – 10.4.1 P1 site area per dwelling

Multiple dwellings must only have a site area per dwelling that is less than $325m^2$, if the development will not exceed the capacity of infrastructure services and:

- (a) is compatible with the density of existing development on established properties in the area; or
- (b) provides for a significant social or community benefit and is:
 - *(i) wholly or partly within 400m walking distance of a public transport stop; or*

(ii) wholly or partly within 400m walking distance of an Inner Residential Zone, Village Zone, Urban Mixed Use Zone, Local Business Zone, General Business Zone, Central Business Zone or Commercial Zone.

The application is understood to be made on the basis that it satisfies (a) and not (b).

The application includes a diagram of sites with established multiple dwellings that have a site area per dwelling of less than 325m². The plan identifies eight sites within a 500m radius of the subject site.

Determining the surrounding area for the purposes of this planning scheme standard is not necessarily straightforward and varies from case to case while potentially involving properties with multiple zones and uses. From tribunal cases, the following principles can be applied:

- the surrounding area is determined through due regard to context;
- it must be broader that adjoining lots and broader than the streetscape; and
- it must be large enough to understand the prevailing characteristics while not being too large such that the character is diluted.



The surrounding area is considered to be that area shown in Figure 2. The area is predominately residential in nature and includes the two local business areas north of the Tasman Highway, and the main areas of private open space (Flyway Park, community house and Billy Kessarios memorial park). The site is located towards the centre of these non-residential uses. These non-residential uses are important to how residents interact with and move across this urban area. This is particularly the case for the community house and local business zone, which are less than 100m and 500m from the site.

The density in the surrounding area is, overall, one of a suburban nature while varying from lower density single dwelling development to typical suburban density unit sites while also showing a number of higher density sites where the site area per dwelling is less than 325m². The bulk, form and age of dwellings is also variable across the area with many sites displaying the original shack form.



Figure 2. The surrounding area.

Compatibility, which is not defined in the scheme is taken to mean 'capable of existing together in harmony'.

Previous tribunal cases have noted that a statistical comparison across the entire surrounding area can be a useful tool, but is not alone sufficient to assess compatibility. The comparison of the proposed multiple dwelling development to other multiple dwelling developments is generally of more use.



Across the surrounding area described in Figure 2, the average property size (freehold and strata lots) across the area is slightly above 600m², with a median property size of 630m². The site area per dwelling proposed of 283.5m² is not typical of the area and by this measure alone the proposal could not be considered to be compatible.

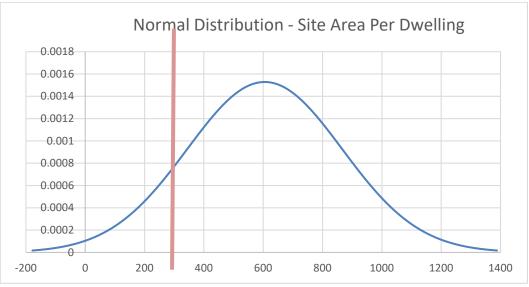


Chart 1. Normal distribution of all lots in the surrounding area (proposed site area in orange)

To compare this multiple dwelling development with other multiple dwelling developments in the surrounding area, an allowance of 140m² for common property within the site is required, resulting in 213m2 per dwelling within this proposal. The mean property size of all multiple dwelling developments that have been strata titled in the surrounding area is 257m² and the median is 262m2. As is shown in Chart 2, the size proposed is closer to the normal when only strata titled lots are considered. More significantly, the simple observation is that the site area per dwelling proposed is not the outlier within the surrounding area, with four sites having a still lower site area per dwelling.

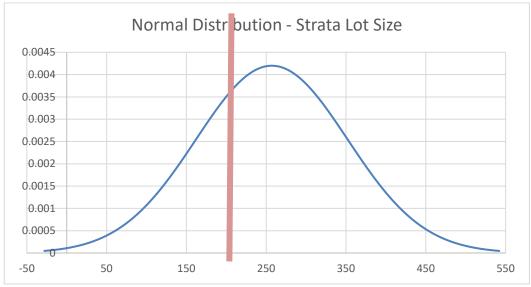


Chart 2. Normal distribution of all strata lots in the surrounding area (proposed site area in orange)



Overall, it is considered that the density proposed is more compatible to and in harmony with the existing densities of the surrounding area than it is not. Therefore, it is considered that the performance criteria is satisfied.

Performance Criteria Assessment 2 – 10.4.6 P3 Privacy – Shared Driveway

A shared driveway or parking space (excluding a parking space allocated to that dwelling), must be screened, or otherwise located or designed, to minimise unreasonable impact of vehicle noise or vehicle light intrusion to a habitable room of a multiple dwelling.

As shown on the landscaping plan, the shared driveway is to extend to the northern wall of the existing dwelling. Vehicle light intrusion is unlikely given the direction of traffic and any light intrusion can be mitigated by future occupants. Mitigation of noise is not proposed. External screening or window glazing could achieve a satisfactory outcome. It is considered reasonable to specify a vehicle noise management plan as part of any permit which would demonstrate that unreasonable vehicle noise intrusion is avoided.

Code

Road and Railway Assets Code

Applicable Code standards				
Clause	Matter	Complies with acceptable solution?		
E5.5.1 A3	Traffic	Yes, traffic generation will increase by less than 40		
	generation	vehicle movements per day.		
E5.6.4 A1	Sight	Yes, as sight distance is more than 105m in both		
	distance	directions.		

Parking and Access Code

Applicable C	Applicable Code standards			
Clause	Matter	Complies with acceptable solution?		
E6.6.1 A1	Numbers	No, a visitor space is not provided.		
E6.7.1 A1	Access	Yes, one access only.		
	Numbers			
E6.7.2 A1	Access	Yes, a compliant design is proposed.		
	Design			
E6.7.3 A1	Passing	Yes, there is no requirement for a development with no		
		more than two units and with less than 6000 vehicles		
		per day on the street.		
E6.7.4 A1	On-Site	Yes, onsite turning is provided.		
	Turning			
E6.7.5 A1	Parking	Yes, the parking layout complies with dimensions,		
	layout	gradient and separation requirements.		
E6.7.6 A1	Surfacing	Yes, a concrete driveway is proposed.		
E6.7.14 A1	Access	Yes, access complies with Council requirements.		



Performance Criteria Assessment 3 – E6.6.1 P1 Number of Car Parking Spaces

The number of on-site car parking spaces must be sufficient to meet the reasonable needs of users, having regard to all of the following:

- (a) car parking demand;
- (b) the availability of on-street and public car parking in the locality;
- (c) the availability and frequency of public transport within a 400m walking distance of the site;
- (d) the availability and likely use of other modes of transport;
- *(e) the availability and suitability of alternative arrangements for car parking provision;*
- (f) any reduction in car parking demand due to the sharing of car parking spaces by multiple uses, either because of variation of car parking demand over time or because of efficiencies gained from the consolidation of shared car parking spaces;
- (g) any car parking deficiency or surplus associated with the existing use of the land;
- (h) any credit which should be allowed for a car parking demand deemed to have been provided in association with a use which existed before the change of parking requirement, except in the case of substantial redevelopment of a site;
- (i) the appropriateness of a financial contribution in lieu of parking towards the cost of parking facilities or other transport facilities, where such facilities exist or are planned in the vicinity;
- *(j)* any verified prior payment of a financial contribution in lieu of parking for the land;
- (k) any relevant parking plan for the area adopted by Council;
- (I) the impact on the historic cultural heritage significance of the site if subject to the Local Heritage Code;
- (m) whether the provision of the parking would result in the loss, directly or indirectly, of one or more significant trees listed in the Significant Trees Schedule.

The ML Traffic Engineers report is based on a previous version of the application which proposed three spaces in total, rather than four spaces. That report argues that First Avenue has sufficient capacity for on-street car parking having regard to existing traffic volumes, the width of the road carriageway and the proximity to the bus route. The report has regard to a relevant tribunal case, being the refusal of units at 9 Pelham Street due in part to insufficient parking numbers.

The application seeks approval to have no visitor spaces. The acceptable solution requires one visitor space per every four dwellings (rounded up).



Of the clause in the performance criteria, (a) to (d) inclusive are considered relevant whilst others are more relevant to commercial context. With respect to each of these it is considered that:

- there will be a demand for visitor car parking generated by the two multiple dwellings;
- there is sufficient on-street parking in this location for visitor parking purposes;
- on-street visitor parking would be convenient to visitors given the short walking distances involved, the irregular nature of visitor parking and the ease of use of on-street parking;
- the proximity to the bus route may be of use to occupants of the dwellings notwithstanding the limited financial incentives for occupants to use high-cost public transport, and
- the proximity of the bus route will have no effect on demand for visitor parking.

Given the wide carriageway, there is sufficient room for on-street visitor parking to meet the reasonable needs of visitors.

Representations

Clause 6.10.1 of the planning scheme requires the consideration of any representation received but 'only insofar as each such matter is relevant to the particular discretion being exercised'.

Two representations have been received, which are addressed in the following table.

Issue	Relevant	Response
	Clause	
Impact of second storey	10.4.2 A3 &	The bulk and setback of the building and the siting
on privacy	10.4.6 A1 &	and treatment of windows and decks comply with
	A2	the acceptable solution.
Overshadowing of	10.4.2 A3	The bulk and setback of the building complies
adjoining garage		with the acceptable solutions. The shadow
potentially causing		diagrams compare conditions with and without
mould		the proposed dwelling and show negligible impact
		to habitable buildings and private open space.
Shared fence being	Nil	No changes to side and rear fences are noted on
reduced from 7ft to 4ft		the plan.
Inadequate parking.	E6.6.1 P1	The four car parking spaces proposed (two per
On-street parking is		unit) is considered adequate to meet the needs of
limited by 'Tas Storm		users.
Water Access' and		
nearby bus zone and		
there are often cars		



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parked on the street in		
front of several First		
Avenue properties		
Density is consistent	10.4.1 A1	The density is considered to be compatible with
with character		the surrounding area.
Inconsistent with clause	10.4.1 A1	Noted. The density is considered to be
8.4.1.		compatible with the surrounding area.
The properties shown on 'DA20' represent 1.5% of all properties within 500m of the site and are sites developed at the same time rather than dwellings added to		
the rear of an existing.		
Most are one to two		
bedrooms and		
developed 30+ years		
ago.		
Inconsistent with clause	10.4.2	The bulk and setback of the dwelling complies
8.4.2 and does not		with the acceptable solution.
allow reasonable		
opportunity for sunlight		
to enter habitable		
rooms and private open		
space and is		
inconsistent with that		
of established		
properties in the area		
Inconsistent with clause	10.4.4	The areas of private open space are not subject to
8.4.3 as dwelling does		shading.
not have private open		
space oriented for		
sunlight		
Inconsistent with clause	10.4.2 A3	The bulk and setback of the dwelling complies
8.4.4 as private open		with the acceptable solution.
space of adjoining		
dwelling will receive		
less than 3 hours of		
sunlight		
Inconsistent with clause	10.4.6 A1, A2,	The upper level decks and windows comply with
8.4.6 and will cause	A3	the acceptable solution for privacy treatment.
overlooking, will result		The shared driveway does require additional
in habitable rooms with		treatment to protect the amenity of future
poor levels of amenity		residents, as noted earlier.
due to proximity to		



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shared driveway and		
includes windows		
located within 6m of		
private open space of a		
dwelling on the same		
site		
Inconsistent with clause	10.4.8 A1	Representation references the wrong planning
8.4.8 as common waste		scheme.
storage area is less than		
5.5m of boundary		
Inconsistent with E6.0	E5.6.1 A1	Discussed earlier in this report.
due to the lack of a		
dedicated parking		
space and lack of		
available onstreet		
parking		
The development		The application is assessed as presented with all
encroaches outside the		works contained to private land. The developer is
title boundaries of the		obliged to accurately set out all building works
site with parking bay		and to comply with any planning permit issued.
house 1 located		
approximately 0.7m		
outside the property		
and in the road		
reservation. The		
application does not		
comply with Circular		
Memorandum 3/2022		
issued by the Office of		
the Surveyor General in		
that the plan depicts		
title boundaries on		
detailed survey plans		
prepared by non-		
registered land		
surveyors.		

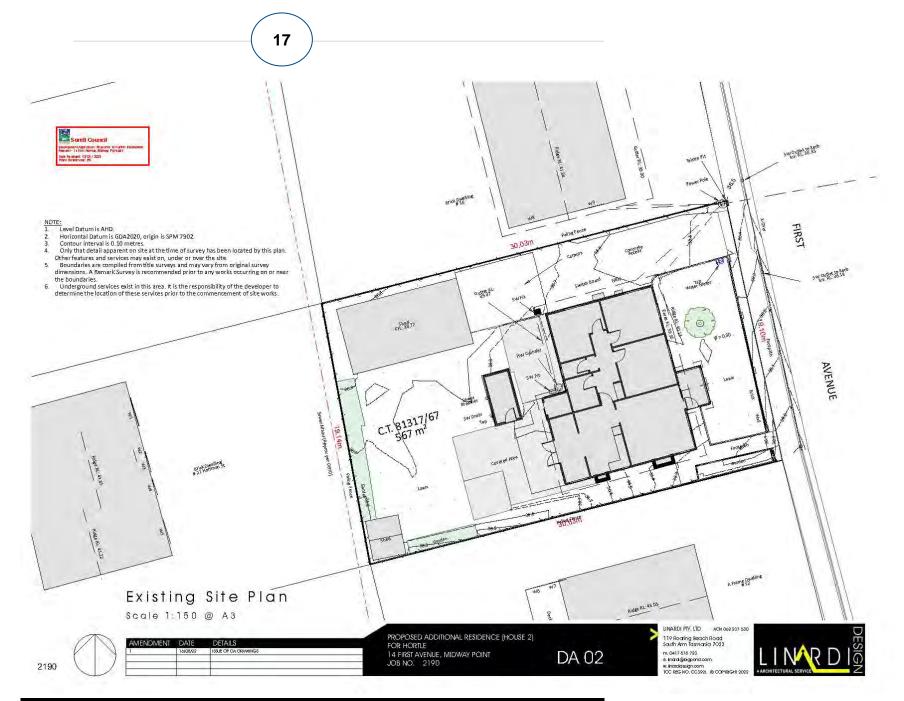
Conclusion

The application is considered to comply with each applicable standard of the *Sorell Interim Planning Scheme 2015* and is recommended for conditional approval.

Shane Wells Manager Planner

Attachments: Plans and Representations x 4







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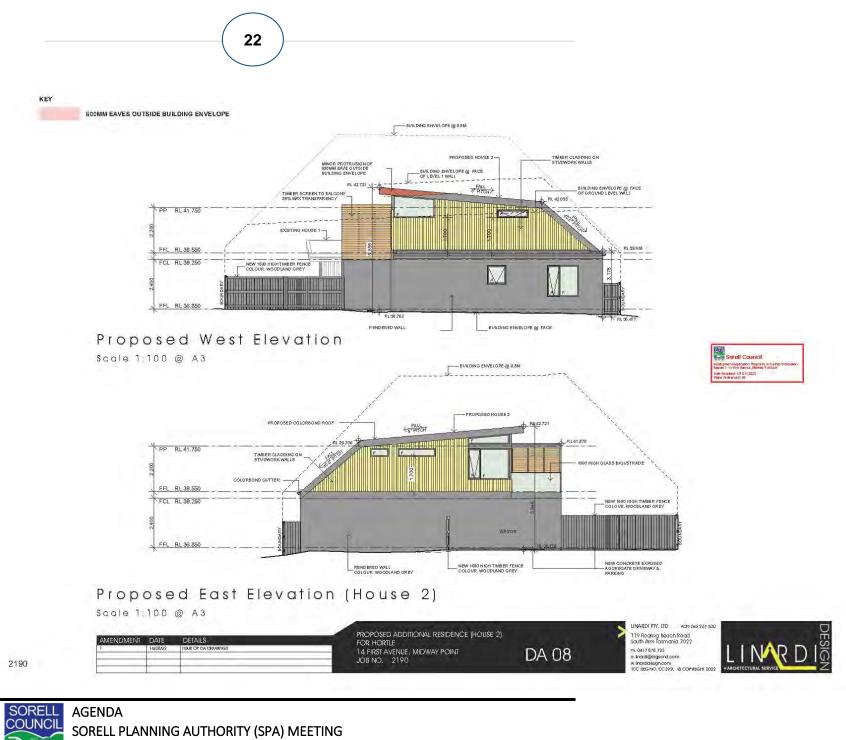
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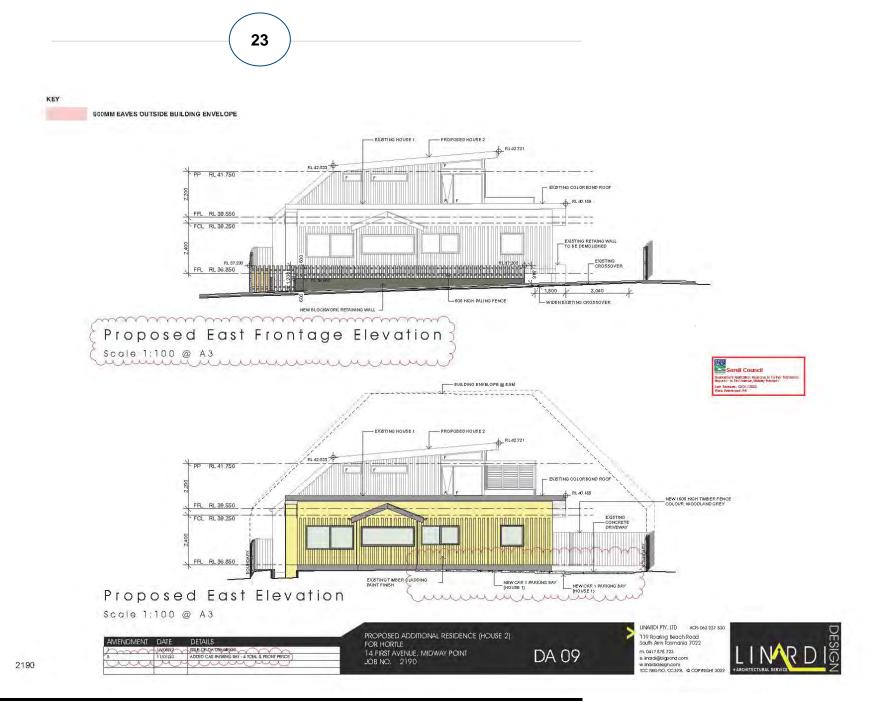
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14 FIRST AVENUE, MIDWAY POINT

JOB NO. 2190

DA 22

m. 0417 878 723 a. incrdi@trigpond.com

w. Inardidesian.com

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SORELL PLANNING AUTHORITY (SPA) MEETING **28 FEBRUARY 2023**

From: To: Social Council Subject: Representation - APPLICATION NO: DA 2022 / 249 + 1 Date: Tuesday, 31 January 2023 10:07:29 PM

I am writing with objection to the purposed development of 14 First Avenue, Midway Point (Application No: DA 2022 / 249 - 1).

With two primary concerns:

1. Parking

The applicant is seeking a parking exemption of 2 spaces, with claims of ample on street parking available. Street parking in the vicinity of the property is already congested, with multiple residents parking on the street and a bus stop in short proximity.

At times, it is already difficult to receive a delivery or have available parking for visitors outside of our own residence.

Three vehicles are regularly observed to be parked at 14 First Avenue (as demonstrated on the aerial view contained on the first page of the application), with additional vehicles on weekends.

The purposed parking situation does not satisfy the current requirements for residents at 14 First Avenue nor their visitors. An additional dwelling will only increase the volume of cars currently parked on the street, and as such cause an increased inconvenience for residents.

2. Privacy

The orientation of current purposed dwelling has a deck on the second floor, facing directly into the backyard of 16 First Avenue & subsequently our own at

We have small children and let them play freely in the privacy of our back yard, without concern of who may view them. We feel deeply uncomfortable that an open planned living area with large glass windows and glass balustrade will be positioned towards our yard and not the street - resulting in an invasion of surrounding residents privacy.

At a minimum, can a solid (non-see through) balustrade be enforced to provide some privacy?

Sorell Council, don't create a precedent for our established single dwelling properties



to become multiple dwellings on blocks of land (size) not suited to this type of development. Don't allow Midway Point to become over developed and our streets over crowed!!

We have lived in First Avenue since 2008. We have wonderful neighbours, who all have pride in our community and Midway Point. We want comfort that friends and family can visit without going lengths to find a car park, and want our homes to remain our safe and private havens.

We appreciate your consideration into our concerns, and eagerly await the councils outcome of this application.

Kind regards,

Sorell Council
Objection to 14 first avenue midway point
Saturday, 4 February 2023 10:19:15 PM

To whom it may concern,

As the owners of , We wish to object to the dwelling that is proposed for 14 first avenue midway point due to our privacy being compromised as the 2nd storey is well above the fence line. We are also worried about the yard losing sunlight as dont want mould to grow in the garage as a result of no sunlight. Currently the fence is 7ft high and the propsosed fence in the plan is 4ft which is a downgrade for us. Thank you for your consideration



 From:
 Sorell Council

 To:
 Sorell Council

 Subject:
 Objection to Proposed Dwelling 14 First Ave, Midway Point Tas

 Date:
 Saturday, 4 February 2023 8:14:20 PM

 Attachments:
 IMG 20230120 180720.jpg IMG 20230202 195800.jpg

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To Whom It May Concern

As the owner of on 14 First Ave, Midway Point. wish to object to the proposed new dwelling

My main concern is on street parking as I don't believe adequate parking is allowed for in the proposal. I live opposite the 14 First Avenue Midway point

My dwelling has a street front marked Tas Storm Water Access which limits my street parking and the next property down (23 First Ave, Midway Point) has a bus zone outside it and they have no street parking. When this neighbour wants to park on the street he parks outside my property.

Currently there are usually cars taking up the opposite side of the street parking (outside 12,14 and 16 First Ave, Midway Point) after 6pm weeknights, weekends and public holidays until approximately 9am the following day. I have attached several date and time stamped photos to support this claim.

14 First Ave, Midway Point usually has 1 car in the drive and 2 cars outside their property during the hours outlined above with the current 1 dwelling and that is not allowing for visitors.

I feel with the extra dwelling and only 4 car spaces allotted in total the on street parking will encroach on adjoining and adjacent neighbours visitor parking.

I also do not feel that the small block sizes in this area of Midway Point are in keeping with multiple house size dwellings on 1 block and substantially detract from the community feel of the area which has been fostered and cherished by the areas inhabitants over a long period of time.

Regards



2 February 2023

Sorell Council PO Box 126 SORELL TAS 7172 c/- <u>sorell.council@sorell.tas.gov.au</u>

Dear Sir/Madam

REPRESENTATION IN RESPONSE TO NOTICE OF PROPOSED DEVELOPMENT – 14 FIRST AVENUE, MIDWAY POINT (DA 2022 / 249 – 1)

Reference is made to the above development application seeking representations by Tuesday 7 February 2023.

As property owners of as well as being a Registered Land Surveyor and Town Planner, we are writing to express our objection to the proposed development. Our objection is based on several non-conforming performance criteria under the *Sorell Interim Planning Scheme* 2015 (noting Sorell now operates under the Tasmanian Planning Scheme).

It is our view that the proposed development fails to conform with Clauses 8.4.1, 8.4.2, 8.4.3, 8.4.4, 8.4.6, 8.4.8, and E6.0 of the Planning Scheme. This representation responds to each of these Clauses.

In addition, the proposed development (as per the drawings provided) encroaches outside the title boundaries of 14 First Avenue, Midway Point.

The proposed multiple dwelling at 14 First Avenue, Midway Point is not compatible with the character and use of First Avenue, Midway Point and adjoining areas, and is not compatible with the density of existing development on established properties in the area.

It will cause an unreasonable loss of residential amenity based on the grounds of:

- The privacy and overshadowing of the adjoining owners.
- A likely increase in noise to adjoining properties due to increased vehicle movements.
- The scale of the use and its compatibility with the surrounding character and uses within the area.

Given that the proposed multiple dwelling relies on performance criteria that it cannot satisfy, the application should be refused.



Clause 8.4.1 Residential density for multiple dwellings

In response to Clause 8.4.1, the proposed development **does not conform** with the acceptable solutions or performance criteria of the Planning Scheme. The multiple dwellings at 14 First Avenue will have a site area of only 283.5m² each. This is 41.5m² less than required under the Planning Scheme.

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Acceptable Solutions	Performance Criteria
A1	P1
Multiple dwellings must have a site area per dwelling of not less than 325m ² .	 Multiple dwellings must only have a site area per dwelling that is less than 325m², if the development will not exceed the capacity of infrastructure services and: (a) Is consistent with the density of existing development on established properties in the area; or (b) Provides for a significant social or community benefit and is: (i) Wholly or partly within 400m walking distance of a public transport stop; or (ii) Wholly or partly within 400m walking distance of an Inner Residential Zone, Urban Mixed Use Zone, Village Zone, Local Business Zone, Central Business Zone or Commercial Zone.

To support the application, the Proponent has included drawing 'DA 20' detailing properties of similar residential density consistent with the proposed development. The Proponent has selected examples which include 'properties with a site area per dwelling under $325m^{2'}$. These properties comprise of less than 1.5% of all properties within a 500m radius of the proposed development.

The proposed dwelling is not consistent with the density of existing development on established properties in the area. Most of the examples provided as part of the application are not consistent with the proposed development. Many are multiple dwellings that were developed at the same time, not an additional two-storey dwelling added to an established property and are much smaller – generally 1- or 2-bedroom units in size.

These examples are also good examples of non-conformance with the Planning Scheme – while many were developed 30+ years ago, very few conform with building setbacks and private open space requirements under the current Planning Scheme. In addition, most are low rise developments which are consistent with the area. More information is provided as an Attachment to this letter.

Lastly, the addition of 1 x 3-bedroom dwelling in Midway Point does not provide for a significant social or community benefit.



Clause 8.4.2 Setbacks and building envelope for all dwellings

In response to Clause 8.4.2, the proposed dwelling **does not conform** with the acceptable solutions or performance criteria under of the Planning Scheme.

Acceptable Solutions	Performance Criteria
A3	P3
A dwelling, excluding outbuildings with a	The siting and scale of a dwelling must:
building height of not more than 2.4m and protrusions that extend not more than 0.9m	 (a) Not cause an unreasonable loss of amenity through:
horizontally beyond the building envelope, must: 	 Reduction in sunlight to a habitable room (other than a bedroom) of a dwelling on an
(c) Only have a setback of less than 1.5m	adjoining property;
from a side or rear boundary if the dwelling:	 Overshadowing the private open space of a dwelling on an
 Does not extend beyond an 	adjoining property;
existing building built on or within 0.2m of the boundary of	 (iii) Overshadowing of an adjoining vacant property; or
the adjoining property; or	(iv) Visual impacts caused by the
(ii) Does not exceed a total length	apparent scale, bulk or
of 9m or one third the length of	proportions of the dwelling when
the side boundary (whichever is the lesser).	viewed from an adjoining property; and
	(b) Provide separation between dwellings on adjoining properties that is consistent
	with that existing on established properties in the area.

It's evident from the Shadow Diagrams 'DA 11 – DA 19' provided with the application that the proposed dwelling does not provide separation between dwellings on adjoining properties (as well as the existing dwelling at 14 First Avenue), to allow reasonable opportunity for sunlight to enter habitable rooms and private open space. This has been addressed in detail under response to Clause 8.4.4.

The proposed dwelling does not comply with performance criteria 3 as the dwelling will cause an unreasonable loss of amenity through:

- Reduction in sunlight to a habitable room of a dwelling of on adjoining property in this
 instance to the existing dwelling on the same lot (14 First Avenue)
- Overshadowing the private open space of a dwelling on an adjoining property both adjoining (19 Hoffman Street, in particular) and the existing dwelling on the same lot (14 First Avenue)
- Visual impacts caused by the apparent scale, bulk or proportions of the dwelling when viewed from an adjoining property – the scale of the proposed dwelling (being a doublestorey dwelling) is not consistent with the adjoining properties along First Avenue and will cause unreasonable loss of amenity to these neighbouring dwellings and their private open space i.e. the deck of the proposed dwelling will have direct view of the entire private open space of 16 First Avenue and parts of 18 First Avenue



 Does not provide adequate separation between dwellings on adjoining properties – a setback of only 0.9 m between 12 and 14 First Avenue is unreasonable and is not consistent with that of established properties in the area (noting the existing dwelling has a setback of 1.64 m between 12 and 14 First Avenue).

While not assessable at this time, there is no setback proposed for 'PARKING BAY HOUSE 1'. Under the *Sorell Interim Planning Scheme* and the *Tasmanian Planning Scheme*, there is no opportunity for a garage or carport to ever be constructed which could conform with A2 or P2 of Clause 8.4.2 of the Planning Scheme. In addition, there are concerns with the identified location of the front boundary. This is discussed elsewhere in this representation.

Clause 8.4.3 Site coverage and private open space for all dwellings

The site coverage and private open space identified as part of the proposed development is not consistent with that existing on established properties in the area, or provide for private open space that is of size and with dimensions that are appropriate for the size of the dwellings (2 x 3-bedroom dwellings). It **does not conform** with performance criteria under Clause 8.4.3 of the Planning Scheme.

Accept	able Solutions	Performance Enteria
A1 Dwellir (a) (b)	ngs must have: A site coverage of not more than 50% (excluding eaves up to 0.6m wide); and For multiple dwellings, a total area of private open space of not less than $60m^2$ associated with each dwelling, unless the dwelling has a finished floor level that is entirely more than 1.8m above the finished ground level (excluding a garage, carport or entry foyer).	 P1 Dwellings must have: (a) Site coverage consistent with that existing on established properties in the area; (b) Private open space that is of a size and with dimensions that are appropriate for the size of the dwelling and is able to accommodate: (i) Outdoor recreational space consistent with the projected requirements of the occupants and, for multiple dwellings, take into account any communal open space provided for this purpose within the development; and (ii) Operational needs, such as clothes drying and storage; and (c) Reasonable space for the planting of gardens and landscaping.
	ling must have private open space that: Is in one location and is not less than: (i) 24m ² ; or (ii) 12m ² , if the dwelling is a multiple dwelling with a finished floor level that is entirely more than 1.8m above the finished ground level	 P2 A dwelling must have private open space that includes an area capable of serving as an extension of the dwelling for outdoor recreation, dining, entertaining and children's play and is: (a) Conveniently located in relation to a living area of the dwelling; and (b) Orientated to take advantage of sunlight.



(excluding a garage, carport or entry foyer);

- (b) Has a minimum horizontal dimension of not less than:
 - (i) 4m; or
 - (ii) 2m, if the dwelling is a multiple dwelling with a finished floor level that is entirely more than 1.8m above the finished ground level (excluding a garage, carport or entry foyer);
- (c) Is located between the dwelling and the frontage only if the frontage is orientated between 30 degrees west of north and 30 degrees east of north; and
 (d) Has a gradient not steeper than 1 in 10.

The proposed dwelling does not have private open space that includes an area orientated to take advantage of sunlight. This is further explained under Clause 8.4.4.

While site coverage has been determined to be 42.2% on drawing 'DA 03', these calculations do not consider 'PARKING BAY HOUSE 1', 'HOUSE 1 PROPOSED CARPORT', 'PARKING BAY HOUSE 2' and 'WASTE STORAGE'. While the Planning Scheme isn't clear whether this needs to be included in the calculation, it's evident that these areas will not provide for:

- (a) Outdoor recreation
- (b) Opportunities for planting of gardens and landscaping (other than along fence lines); and
- (c) Private open space that is conveniently located and has access to sunlight (see response under Clause 8.4.4).

For comparison, when including these characteristics in calculations, 16 First Avenue has approximately 48% private open space, while 12 First Avenue has approximately 47% private open space.

Clause 8.4.4 Sunlight to private open space of multiple dwellings

The proposed development **does not conform** with performance criteria under Clause 8.4.4 of the Planning Scheme as the proposed dwelling will cause more than 50% of the private open space of the existing dwelling at 14 First Avenue to receive less than 3 hours of sunlight between 9.00am and 3.00pm on 21st June. The proposed development excludes the existing dwelling at 14 First Avenue from accessing private open space that is orientated to take advantage of sunlight.

Acceptable Solutions	Performance Criteria
A1 A multiple dwelling, that is to the north of the private open space of another dwelling on the same site required to satisfy A2 or P2 of clause 8.4.3, must satisfy (a) or (b), unless excluded by (c):	P1 A multiple dwelling must be designed and sited to not cause an unreasonable loss of amenity by overshadowing the private open space, of another dwelling on the same site, which is required to satisfy A2 or P2 of clause 8.4.3 of this planning scheme.



- (a) The multiple dwelling is contained within a line projecting (see Diagram 8.4.4A):
 - At a distance of 3m from the northern edge of the private open space; and
 - (ii) Vertically to a height of 3m above existing ground level and then at an angle of 45 degrees from the horizontal.
- (b) The multiple dwelling does not cause 50% of the private open space to receive less than 3 hours of sunlight between 9.00am and 3.00pm on 21st June.
- (c) This Acceptable Solution excludes that part of a multiple dwelling consisting of:
 - (i) An outbuilding with a building height not more than 2.4m or;
 - Protrusions (such as eaves, steps, and awnings) that extend not more than 0.6m horizontally from the multiple dwelling.

When viewing the Shadow Diagrams "proposed – Winter Solstice June 22 – 9am", "proposed – Winter Solstice June 22 – 12pm", and "proposed – Winter Solstice June 22 – 3pm", the proposed dwelling does not allow for ANY sunlight to the private open space of the existing dwelling at 14 First Avenue between 9.00am and 3.00pm on 21st June. In fact, the Shadow Drawings provided indicate that the private open space of the existing dwelling at 14 First Avenue will only enjoy sunlight during the Equinox September at 12.00pm, and partially (around 50% exposure) during the Summer Solstice December at 12.00pm and 3.00pm. As such, the proposed dwelling causes an unreasonable loss of amenity by overshadowing the private open space of another dwelling on the same site.

The proposed development will also restrict access to sunlight to several properties, including the proposed dwelling as its orientation only allows for its private open space to enjoy limited sunlight, and adjoining properties including 19 Hoffman Street to lose access to sunlight it currently enjoys.

If the proposed development is approved, these properties will have restricted access to sunlight which will impact on outdoor recreation, dining, entertaining and children's play, as well as operational needs such as clothes drying.

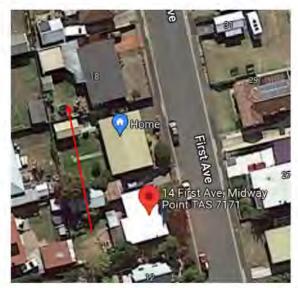


Clause 8.4.6 Privacy for all dwellings

The proposed dwelling has not been sited, or otherwise designed, to minimise overlooking of dwellings on adjoining properties including their private open space. The northerly aspect of the balcony on the second storey directly overlooks the private open space of 16 First Avenue, as well as 18 First Avenue.

In addition, the balcony is orientated to view directly into habitable rooms including a child's bedroom and the bathroom of 16 First Avenue. There is no opportunity for the proposed dwelling to have a balcony which does not overlook either a dwelling on an adjoining property or its private open space; or another dwelling on the same site or its private open space.

The proposed development **does not conform** with several performance criteria under Clause 8.4.6 of the Planning Scheme.



View from proposed balcony as part of proposed development on 14 First Avenue. The balcony will offer a direct view over the private open space of 16 First Avenue, and parts of 18 First Avenue. The balcony will also look into habitable rooms of 16 First Avenue including a child's bedroom and bathroom.

Acceptable Solutions	Performance Criteria
A1 A balcony, deck, roof terrace, parking space, or carport for a dwelling (whether freestanding or part of the dwelling), that has a finished surface or floor level more than 1m above existing ground level must have a permanently fixed screen to a height of not less than 1.7m above the finished surface or floor level, with a uniform transparency of not more than 25%, along the sides facing a:	 P1 A balcony, deck, roof terrace, parking space or carport for a dwelling (whether freestanding or part of the dwelling) that has a finished surface or floor level more than 1m above existing ground level, must be screened, or otherwise designed, to minimise overlooking of: (a) a dwelling on an adjoining property or its private open space; or (b) another dwelling on the same site or its private open space.



 (a) Side boundary, unless the balcony, deck, roof terrace, parking space, or carport has a setback of not less than 3m from the side boundary;

(b) Rear boundary, unless the boundary, deck, roof terrace, parking space, or carport has a setback of not less than 4m from the rear boundary; and

(c) Dwelling on the same site, unless the balcony, deck, roof terrace, parking space, or carport is not less than 6m:

 (i) from a window or glazed door, to a habitable room of the other dwelling on the same site; or

 (ii) from a balcony, deck, roof terrace or the private open space, of the other dwelling on the same site.

A2

A window or glazed door to a habitable room of a dwelling, that has a floor level more than 1m above existing ground level, must satisfy (a), unless it satisfies (b):

(a) the window or glazed door:

- (i) is to have a setback of not less than 3m from a side boundary;
- (ii) is to have a setback of not less than 4m from a rear boundary;
- (iii) if the dwelling is a multiple dwelling, is to be not less than 6m from a window or glazed door, to a habitable room, of another dwelling on the same site; and
- (iv) if the dwelling is a multiple dwelling, is to be not less than 6m from the private open space of another dwelling on the same site.
- (b) The window or glazed door:
 - Is to be offset, in the horizontal plane, not less than 1.5m from the edge of a window or glazed door, to habitable room of another dwelling;

 (ii) Is to have a sill height of not less than 1.7m above the floor level or have fixed obscure

P2

A window or glazed door to a habitable room of a dwelling that has a floor level more than 1m above existing ground level, must be screened, or otherwise located or designed, to minimise direct views to:

(a) A window or glazed door, to a habitable room or another dwelling; or

(b) The private open space of another dwelling.



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glazing extending to a height of not less than 1.7m above the floor level; or

(iii) Is to have a permanently fixed external screen for the full length of the window or glazed, to a height of not less than 1.7m above floor level, with a uniform transparency of not more than 25%.

A3

A shared driveway or parking space (excluding a parking space allocated to that dwelling) must be separated from a window, or glazed door, to a habitable room of a multiple dwelling by a horizontal distance of not less than:

(a) 2.5m; or

- (b) 1m if:
 - (i) It is separated by a screen of not less than 1.7m in height; or
 - (ii) The window, or glazed door, to a habitable room has a sill height of not less than 1.7m above the shared driveway or parking space, or has fixed obscure glazing extending to a height of not less than 1.7m above the floor level.

P3

A shared driveway or parking space (excluding a parking space allocated to that dwelling), must be screened, or otherwise located or designed, to minimise detrimental impacts of vehicle noise or vehicle light intrusion to a habitable room of a multiple dwelling.

As discussed under Clause E6.0, the proposed shared driveway is adjacent to the existing dwelling, including two habitable room (bedroom) windows. The shared driveway, which will be used by four vehicles, will result in a poor quality of audio amenity for the occupants of the existing dwelling at 14 First Avenue, as well as the adjoining property at 16 First Avenue as two habitable rooms (bedrooms) are located next to the shared driveway. There is no way this driveway could be designed to minimise detrimental impacts of vehicle noise intrusion into a habitable room of both the existing dwelling, as well as the dwelling at 16 First Avenue.

Given the proposed dwelling is two-storeys, the floor level will be more than 1m above the existing ground level. While it's difficult to interpret the drawings provided (DA 08), there appears to be 2 x windows which do not conform with the Planning Scheme as they:

- May be situated within 6m of a habitable room of another dwelling on the same site (it's
 very difficult to ascertain this with the plans provided); and
- Are situated within 6m from the private open space of another dwelling on the same site.



Clause 8.4.8 Waste storage for multiple dwellings

The proposed development **does not conform** with Clause 8.4.8 of the Planning Scheme as the common storage area is less than 5.5m from the proposed dwelling.

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Acceptable S	olutions	Performance Criteria
A1 A multiple dv for waste and than 1.5m2 p the following (a) An ar dwel the d (b) A cor	velling must have a storage area, d recycling bins, that is not less er dwelling and is within one of	 P1 A multiple dwelling must have storage for waster and recycling bins that is: (a) Capable of storing the number of bins required for the site; (b) Screened from the frontage and dwellings; and (c) If the storage area is a communal storage area, separated from dwellings on the site to minimise impacts caused by odours and noise.

E6.0 Parking and access code

The purpose of this provision is to ensure enough parking is provided for a development to meet the reasonable requirements of users; and ensure sufficient parking is provided on site to minimise onstreet parking and maximise the efficiency of the road network. The Code requires a multiple dwelling containing 2 or more bedrooms to provide at least 2 parking spaces per dwelling, and 1 dedicated visitor parking space. The proposed development **does not conform** with the Planning Scheme.

Although the Proponent has submitted a request for car parking reduction, as well as a waiver of passing bay requirement, without having a copy of the Request for Information from Council to the Proponent (as noted on the drawings), it appears Council has requested they amend the drawings to include a fourth car parking space, while removing the proposed tenant car parking space. (Note: a copy of the RFI was requested from Council on 30 January 2023 however was denied).

The original request compiled by ML Traffic Engineers, submitted by the Proponent, clearly states that the proposed development fails to conform with Clause E6.6.1 as the number of car parking spaces is fewer than the number required, meaning it does not meet the performance criteria, as well as failing to conform with Clause E6.7.3 as the development does not allow for a vehicular passing area.

The argument put forward by ML Traffic Engineers is flawed. The evidence presented indicates that Council's own Planning Expert, Ms Caroline Lindus, argues that developments must conform with the Planning Scheme given car ownership statistics (i.e. it's known that the average number of motor vehicles per dwelling in the suburb of Midway Point is 2 (ABS, 2021); with Council's Traffic



Engineering Expert also supporting conformance with the Planning Scheme. ML Traffic Engineers request to waive two car parking spaces in exchange for 'allowing the proposed development to park on the street instead' is inconsistent with the outcomes of the Planning Scheme. What if Council allowed every new development to waive the required number of car parking spaces and instead park on the street? This request is setting a poor precedent, and it appears Council agree, given the drawings appear to have been amended.

However, the advertised development application still does not conform with the Planning Scheme, as there is no dedicated visitor parking space.

It's also worth noting that the existing dwelling at 14 First Avenue currently has car parking for one vehicle, yet at many times at least two to three vehicles are parked outside 14 First Avenue. Photographs can be provided, upon request.

In addition, the proposed development does not conform with the performance criteria as the access driveway cannot be located at least 2.5 m from a habitable room window of a building defined as a residential building in the Building Code of Australia. The proposed shared driveway is adjacent to the existing dwelling, including two habitable room (bedroom) windows.

The shared driveway which will be used by four vehicles, will result in a poor quality of audio amenity for the occupants of the adjoining property at 16 First Avenue as two habitable rooms (bedrooms) are located next to the shared driveway.

Lastly, there is no pedestrian access to the proposed dwelling, other than using the shared driveway.

There are several other concerns in response to the proposed development:

Incorrect title boundary depicted on plans

We wish to bring to your attention a discrepancy regarding the boundaries referenced in the development application. Upon review of the plans submitted with this application, it is clear that some title boundaries referenced on the plan are incorrect.

Reference is made to the notation on Drawing 'DA 04' of the front retaining wall of 14 First Avenue which states "existing retaining wall to be demolished (new retaining wall on boundary)". A bold boundary line is then shown on the plan approximately 0.7 m further out into the street. Having completed extensive boundary reestablishment work along First Avenue, and having reviewed the relevant title documentation, as a Registered Land Surveyor, we are of the opinion that the existing retaining wall is already located on the boundary.

Given that the drawings indicate that the proposed new retaining wall will be constructed approximately 0.7 m outside the existing boundary to allow for a new car parking bay ("PARKING BAY HOUSE 1"), the proposed application must be reassessed in its entirety as this parking bay is partially located in the Council road reserve outside the title boundaries of 14 First Avenue.

It would be difficult for the new parking bay to be constructed without the existing retaining wall being removed and relocated, resulting in only three car parking bays being provided as part of the proposed development. As mentioned earlier, it's assumed that Council have previously sought the Proponent to include a dedicated fourth car parking bay as part of the proposed application. It is our opinion that this is not possible.



Note 5 on Drawing 'DA 02' states: "Boundaries are compiled from title surveys and may vary from original survey dimensions. A Remark Survey is recommended prior to any works occurring on or near the boundaries."

Council is reminded of Circular Memorandum 3/2022 issued by the Office of the Surveyor General, as well as correspondence sent to local government authorities, in relation to the depiction of title boundaries on detail survey plans prepared by non-registered land surveyors:

"The legal advice I have received leads me to conclude that it is an offence to depict title boundaries on a detail survey plan if that plan has been prepared by a non-registered land surveyor and that person has not been acting under the direct supervision of a registered land surveyor. It is also my opinion that disclaimers that indicate the 'compiled' or 'approximate' nature of title boundaries depicted on those plans in any way derogate from the conclusions stated above."

This application has relied on setbacks from boundaries to conform with performance criteria, however **it appears that the boundary location has not actually been surveyed**. This raises concerns about the accuracy of all submitted drawings, including the locations of existing and proposed dwellings and their associated setbacks. As a result, this application should be refused.

An incorrect boundary can have serious implications for future development and land use decisions. It is crucial that the boundary is accurately depicted on the plan to avoid any confusion or disputes in the future.

We recommend that the Council instructs the Proponent to take immediate steps to correct the boundary on the plan(s). This may involve conducting a survey of the affected area, consulting with experts, and updating the relevant documents to reflect the accurate boundary.

Accurate information is essential for informed decision making and ensuring the integrity of the planning process.

Development not advertised

It is our understanding that it is a requirement of the Planning Authority that a sign be placed on the property advising that a development application has been lodged, and representations are invited. This sign was only erected on 1 February once Council was alerted.

Visitor accommodation

We acknowledge that while the application being made at this time is not for visitor accommodation, we seek that if the development is approved, that it will be conditioned that <u>either</u> dwelling must not be used as visitor accommodation.



Given that the proposed development relies on performance criteria that it cannot conform with, the application should be refused. We find it disappointing that the application even reached the point of being advertised, when so many Clauses of the Planning Scheme could not be met.

We look forward to receiving an update on the outcome of the representation process.

cc: Mayor Kerry Vincent, Deputy Mayor Charles Wooley, Councillor Meg Brown, Councillor Shannon Campbell, Councillor Janet Gatehouse, Councillor Marisol Miro Quesada Le Roux, Councillor Melinda Reed, Councillor Natham Reynolds, Councillor Carmel Torenius



Attachment

Further information on the supporting 'examples' provided as part of the development application the Proponent believes aids the proposed development to conform with Clause 8.4.1.

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3 First Avenue



Built in 1976, 4 x 2-bedroom units with 4 x car parks. Development was constructed as a single development, not as an addition of a multiple dwelling to an established property. Building is low rise, has minimal private open space and likely to not conform with current setback requirements. Not comparable with the proposed multiple dwelling at 14 First Avenue.



4 Higson Street



Built in 2009, 7 x 3 & 4-bedroom townhouses. Development was constructed as a single development, not as an addition of a multiple dwelling to an established property. Limited adjoining residential properties, adjoins Local Business zoning. Townhouses appear to have minimal private open space and unlikely to conform with setback requirements. Not comparable with the proposed multiple dwelling at 14 First Avenue.

11 Toongabbie Street



Built in 1982, 9 x older style 2-bedroom units. All low rise. Development was constructed as a single development, not as an addition of a multiple dwelling to an established property. Not comparable with the proposed multiple dwelling at 14 First Avenue.

36 Raynors Road

Aerial image showing dual access to property



Access via Darwin St



Access via Raynors Road



Built in 1971, comprises of 2 x 1-bedroom and 1 x 2-bedroom dwellings which have dual access via Darwin Street and Raynors Road. Development was constructed as a single dwelling, not as an addition of a multiple dwelling to an established property. Low rise. Not comparable with the proposed multiple dwelling at 14 First Avenue.

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8 Wilson Street



Above: Aerial image showing limited landscaping and gardens on site





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Above: Street view

Built in 1979, comprises of 2 x 1-bedroom and 1 x 2-bedroom dwellings. Poorly developed, lacking private open space and landscaping. Does not conform with current setbacks. Low rise. It appears that 1 x 1-bedroom dwelling was added in 1991.

42-44 Raynors Road





Built in 2013, 4 x 2-bedroom and 1 x 4-bedroom dwellings. Appears that the 4-bedroom dwelling may be the result of recent renovation involving the addition of a second storey and two bedrooms, however unconfirmed. Not comparable with the proposed multiple dwelling at 14 First Avenue.

45

21 Bay Road



Built in 1987, 3 x 2-bedroom dwellings. Development was constructed as a single dwelling, not as an addition of a multiple dwelling to an established property. Low rise. Not comparable with the proposed multiple dwelling at 14 First Avenue.



4.2 MEDIATION ON SUBDIVISION APPLICATION NO. SA 2022 / 13 - 1

RECOMMENDATION

"That Council support a consent agreement being entered into to resolve an appeal over the delegated refusal of a proposed subdivision at 186 Greens Road, Orielton in the following terms."

Executive Summary

A four lot subdivision of 186 Greens Road, Orielton was refused under delegation on the basis that the applicant did not sign an extension of time to the 42 day assessment period, consistent with the delegations granted to staff. The extension was sought as it was considered that the application should be refused as it did not provide for an efficient subdivision layout.

The applicant has appealed the decision. The attached memo from ERA Planning provides an overview of the mediation process and recommends that the Council support the conditional approval of the subdivision.

Strategic Plan 2019-2029	Objective 1: To Facilitate Regional Growth Objective 2: Responsible Stewardship and a Sustainable Organisation Objective 3: To Ensure a Liveable and Inclusive Community The framework and guidelines will impact how regional growth is facilitated and managed.
Asset Management Strategy 2018	The proposal has no significant implications for asset management.
Risk Management Strategy 2018	No risks identified.
Financial Implications	A full hearing on this matter would cost between \$30,000 to \$40,000.
Open Space Strategy 2020 and Public Open Space Policy	The matter has no significant implications for open space management.
Enforcement Policy	Not applicable.
Environmental Sustainability Policy	No environmental considerations of note.

Relevance to Council Plans & Policies



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Legislation

The appeal is made under the Tasmanian Civil and Administrative Tribunal Act 2020 and is subject to the alternative dispute resolution procedures set out at Division 7.

Report

The memo from ERA Planning and Environment provides a review of the four lot application (pages 1-2), the refusal grounds (pages 2-3), the mediation process (page 3) and the compliance with the planning scheme (pages 3-10).

The position of the applicant put forward in the mediation process is that the construction of a road would be too costly and problematic due to flood issues. ERA note that the issues of flooding and construction cost are not fully clear and would require further investigation. Importantly, ERA note that notwithstanding this the scheme is not well drafted with respect to requiring the most efficient layout as opposed to a more efficient layout and the scheme is not adequate to require an alternative design to the one proposed.

For this reason, it is recommended that the Council support the conditional approval of the subdivision, subject to standard conditions that include:

- Public open space cash in lieu set at 4%;
- The construction of a sealed internal driveway for the access strip of lot 4;
- The construction of a sealed internal driveway for the first 75m of lot 3;

Conclusion

The proposed four lot subdivision at 186 Greens Road, Orielton is compliant with the interim planning scheme. On this basis, Council should support a consent agreement that grants conditional approval.

Shane Wells Manager Planning

Attachments: ERA Memo





a: L1. 125A Elizabeth Street, Hobart, 7000 p: (03) 6165 0443 e: enquiries@eroplanning.com.au abn: 67 141 991 004

MEMO

To: Shane Wells

From: Caroline Lindus. Technical Planning Lead

Date: 21February 2023

Re: 186 Greens Road, Orielton

1. Introduction

Sorell Council approached ERA Planning and Environment to provide an additional review regarding the decision to refuse a subdivision application at 186 Greens Road. Orielton. The subdivision was refused under delegation due to an extension of time not being issued to enable it to be considered by Council.

The refusal has since been appealed by the applicant. Mediation was entered into, where Council argued for the construction of a road into the lot, to facilitate a greater density of development, and a more system atic lot layout. This mediation process was unsuccessful.

Council has received legal advice (attached) regarding the likelihood of success under the circum stance of a full hearing.

2. The Proposal

The proposed application is for a four-lot subdivision, including the balance. The balance will accome modate a single dwelling and have direct frontage to Greens Road. Lot 2 and lot 3 will similarly have frontage to Greens Road although the building envelope for Lot 3 is over 200m from Greens Road, partially located behind lot 2.

Lot 4 is an internal lot, entirely located behind the balance lot and lot 2. It is accessed via a 6m wide access strip that runs along the western side of the balance lot.

The site is zoned Rural Living under the Sorell Interim Planning Scheme 2015 (SIPS). It is noted that the Tasmanian Planning Scheme (TPS) (LPS Sorell) is now in place, however as the application was lodged prior to this being in operation, the assessment must be completed under the SIPS.

The minimum lot size for the Rural Living zone is lha. Each of the proposed lots is over lha and therefore meets the density requirements. Under the TPS, the minimum lot size is also lha, but with a discretion to decrease the lot size to 0.8ha. The site is 6.8ha in size therefore 7 lots may be achievable.





Figure 1: Proposed lot layout for the subdivision as submitted to Council.

3. Grounds for Refusal

The grounds for refusal drafted by Council are as follows:

The subdivision does not meet the acceptable solution or perform ance criterion with respect to clause 13.5.1P4 of the Sorell Interim Planning Scheme 2015 as:

(a) Lot 3 and 4 are not the only reasonable way to subdivide the rear of an existing lot having regard to the proposal requiring two, 4m wide sealed private drive ways (one to each of Lot 3 and lot 4) which is a larger area of sealed surface relative to other ways including the construction of a public road.

p2



- (b) Lot 3 and lot 4 do not contribute to the m ore efficient utilisation of rural living land having regard to the degree of constraints to the site and the size of the lots relative to the m inim um lot size; and
- (c) Lot 3 and lot 4 will unreasonably affect the amenity of adjoining land due to traffic noise along the boundary of adjoining land.

The basis for these grounds for refusal will be considered in greater detail within the Planning Assessment in sections 5 and 6 below.

4. Outcome of Mediation

The mediation process was held in January and was unsuccessful. At the mediation, Council provided an alternative lot layout which included the construction of a road, as well as an increased num ber of lots, resulting in a higher lot yield. It was recommended to the applicant that the existing application be withdrawn and a new application submitted under the TPS enabling Council to considered a higher density rural living development.

The applicant was not willing to entertain this approach. They raised the following concerns with Council's suggested approach including:

- Concerns that the construction of a road will be approxim ately \$400,000 as compared to their position that the sealing of an access for lot 4 will be only \$100,000;
- Concerns that the natural water course that runs through the site means that alternative configurations will cause the accesses to lot 3 and lot 4 to flood.
- Concerns about impacts upon natural values in the event of flooding of a public road and the potential for increase in runoff.

It is noted that during the mediation, no clear engineering plans or firm quotes were provided and no inundation prone areas report was submitted. There may have been a misunderstanding by the applicant around the extent of works that will be necessary for drive way construction, as Council's development engineer is of the view that the access to lot 4 will be more expensive than \$100,000 given that it requires sealing of approximately 175m, and that the applicant has not considered the requirement to seal 75m of the access to Lot 4.

5. Planning Assessment - Rural Living Zone

This report will focus on the elem ents of the proposal which require assessment against the relevant perform ance criteria of the SIPS.

Clause 13.5.1 Lot Design

P2

The design of each lot must contain a building area able to satisfy all of the following:

- (a) is reasonably capable of accom m odating residential use and development;
- (b) meets any applicable standards in codes in this planning scheme;
- (c) enables future development to achieve reasonable solar access, given the slope and aspect of the land;

p.3



- (d) m inim ises the requirement for earth works, retaining walls, and cut &fill associated with future development;
- (e) is sufficiently separated from the land zoned Rural Resource and Significant Agriculture to prevent potential for land use conflict that would fetter non-sensitive use of that land, and the separation distance is no less than:
 - (i) 40 m from land zoned Rural Resource;
 - (ii) 80 m from land zoned Significant Agriculture;
- (f) is setback from land zoned Environmental Management to satisfy all of the following

(i) there is no significant im pact from the development on environmental values;

(ii) the potential for the spread of weeds or soil pathogens onto the land zoned Environm ental Managem ent is m in mised;

there is m inim al potential for contam inated or sedim ented water runoff im pacting the land zoned Environm ental Management;

(iv) there are no reasonable and practical alternatives to developing close to land zoned Environmental Management.

As shown in Figure leach of the lots has a building area designated. These building areas are clear of the Waterway and Coastal protection overlay, although are covered by the Bushfire Prone Areas overlay which applies broadly to this area. Com pliance with these Codes will be considered in greater detail in the next section.

Each of the lots will have reasonable solar access being a cleared and reasonably level lot. Sim ilarly, the subdivision is unlikely to necessitate substantial earth works.

The site is diagonally opposite a property which is zoned Significant Agriculture. The closest building area is in fact that which applies to the existing dwelling on the balance lot. It is approximately 130 m from the Significant Agriculture zoned lot which complies with part (e)(ii).

There are no parcels of Environmental Management land in the vicinity therefore section (f) is not applicable.

The application is considered to meet this perform ance criteria.

P3

The frontage of each lot must provide opportunity for reasonable vehicular and pedestrian access and must be no less than:

6m .

The application proposes one internal lot (Lot 4) which will be accessed via a long access strip. The width of the frontage for this access strip is 6m. This meets the perform ance criteria.

P4

An internal lot must satisfy all of the following :





- (a) access is from a road existing prior to the planning scheme coming into effect, unless site constraints make an internal lot configuration the only reasonable option to efficiently utilise land;
- (b) it is not reasonably possible to provide a new road to create a standard frontage lot;
- (c) the lot constitutes the only reasonable way to subdivide the rear of an existing lot:
- (d) the lot will contribute to the more efficient utilisation of rural living land;
- (e) the amenity of neighbouring land is unlikely to be unreasonably affected by subsequent development and use;
- (f) the lot has access to a road via an access strip, which is part of the lot, or a right-ofway, with a width of no less than 3.6m;
- (g) passing bays are provided at appropriate distances along the access strip to service the likely future use of the lot;
- (h) the access strip is a djacent to or com bined with no more than three other internal lot access strips and it is not appropriate to provide access via a public road;
- (i) a sealed driveway is provided on the access strip prior to the sealing of the final plan,
- (j) the lot addresses and provides for passive surveillance of public open space and public rights of way if it fronts such public spaces.

As indicated, lot 4 is an internal lot, wholly located behind the balance lot and lot 2.

The access strip is from a road which existed prior to the planning scheme coming into effect therefore part (a) is com plied with. Part (b) requires an assessment of whether it is reasonably possible to provide a new road and this represents the basis of Councils concerns with the development. The applicant argues that it is not reasonably possible to provide a new road on the basis that there are flooding areas associated with the waterway, which would result in flooding impacting upon the road. The Waterway and Coastal Protection overlay does apply to a section of the site and there is a clear drainage line which leads to a dam which will be located in Lot 3. For some times of the year it is anticipated this area would be dry but there are known challenges with overland flow in this area which could result in flooding of part of the lot.

A flood study has not been procured by either party to demonstrate the extent of this inundation and whether this inhibits the construction of a road. However, it is agreed that the inundation of a section of the lot could inhibit the construction of a road in that area. This would im pact upon how reasonably possible it is to build the road.

This further goes to section (c) which highlights having an internal lot as the only reasonable way to subdivide the rear of an existing lot. The lot layout incorporates one internal lot only which is located behind the existing dwelling. It is agreed that in terms of constraints on site from issues such as the waterway overlay, the parcel of land which makes up the internal lot, is the most useable portion of the site. However again the phrase "constitutes the only reasonable way to subdivide the rear of an existing lot" is relied upon. Without evidence of the extent of inundation, it is unclear whether it is reasonable to require the construction of a road to subdivide this parcel of land where there is risk of flooding of the road. Therefore with that level of uncertainty, then having an internal lot does represent the only reasonable way to subdivide the rear of an existing lot.



The proposed subdivision, incorporating an internal lot, will contribute to the more efficient utilisation of rural living land, as instead of there being a single dwelling on a lot over 6ha in area, there would be 4 lots spread across the site. While the construction of a road could increase the density of subdivision achievable, the lim itations of the waterway overlay and risk of flooding may inhibit the lots being developed to their full potential. To that end, the proposal as submitted is considered to more efficiently utilise rural living land.

The proposed lot layouts are unlikely to impact upon the amenity of residential uses on neighbouring land. The building envelopes can continue to achieve adequate setbacks from side and rear boundaries.

The access strip has a width of 6m which exceeds the 3.6m specified by clause (f). While passing bays aren't specifically identified, the width of the access strip can achieve a two way access road which will com ply.

The access strip is not adjacent to other access strips in the area. The plans show a sealed entrance driveway but do not show the driveway as being sealed to its full extent. This clause requires the entire access strip to be sealed which comes to a length of approxim ately 175m. This represents substantial development works and will result in considerable cost. While this requirement exceeds the requirements of the Parking and Access Code, there is no discretion able to be shown, therefore the access strip must be sealed. In the event of the application being recommended for approval, a condition will need to be applied to require engineering drawings demonstrating the driveway design, and requiring that the driveway be sealed to the lot proper, prior to sealing of a final plan.

The lot will provide for passive surveillance with the main dwelling still fronting Greens Road, and a secondary dwelling location also fronting Greens Road.

On balance, the only clauses for which it is unclear on whether com pliance is achieved are those relating to the reasonableness of constructing a road. Reasonableness as a test is com plex and can be influenced by the nature of constraints on site (such as a waterway), the likelihood of achieving the necessary house sites through the construction of a road as com pared to achieving a development reliant upon access strips, and the potential costs of construction. The appellants have provided an indicative cost of construction in the order of \$468,000 how ever it is noted that the costs that have been attributed to the road only are approximately \$405,000. The Scheme requires that the driveway to Lot 4 is of sealed construction. While it would be cheaper to construct a sealed driveway than it would a public road, the sealed driveway, at a length of approximately 175m, could still be at a cost of between \$200,000 and \$250,000, plus any associated costs with new culverts for the new access points for the remaining lots. It is of note that road cost estimates for a nearby subdivision would indicate that the future costs of a road would be close to \$250,000.

It is of note that cost of construction can be taken into account in determ ining the reasonableness of requiring a developer to undertake works (Department of State Growth v Northern Midlands Council 2022 TASCAT 5). The difference in the construction of the road vs a sealed access is in the vicinity of \$150,000 and \$200,000, however the construction of a road would result in a potential to increase the lot yield on the site. To that end, as a reasonableness test, it is my opinion that cost of road construction can not be definitively relied upon as evidence to support the inclusion of an access strip.

The main test of reasonableness comes to the issue of the waterway and the extent of the flooding that may occur on site. In my opinion, without adequate supporting evidence to the contrary, it would be unreasonable to require a road to be constructed which may in part be located in the

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waterway area and at risk of inundation, and which would, in turn, lim it the am ount of land available for development for housing. Without complete flood reports and analysis of management of overland flow in the area, the risk and therefore the reasonableness of the requirement for a road to be constructed, is unknown.

13.5.3 Ways and Public Open Space

P1

The arrangement of ways and public open space within a subdivision must satisfy all of the following :

- (a) connections with any adjoining ways are provided through the provision of ways to the com m on boundary, as appropriate;
- (b) connections with any neighbouring land with subdivision potential is provided through the provision of ways to the common boundary, as a ppropriate;
- (c) connections with the neighbourhood road network are provided through the provision of ways to those roads, as appropriate;
- (d) topographical and other physical conditions of the site are appropriately accommodated in the design;
- (e) the route of new ways has regard to any pedestrian &cycle way or public open space plan adopted by the Planning Authority;
- (f) the route of new equestrian ways has regard to any equestrian trail plan adopted by the Planning Authority.

There are no ways or public open space proposed as part of this application. It is noted that there is a subdivision approved directly to the east and south of this site which does propose a road to be constructed. This subdivision does not incorporate pedestrian walkways to the lot boundary with 186 Greens Road either. While the Orielton area would benefit from pedestrian ways and public open space, the random nature of the subdivision of lots in this area, and the lack of tracks and trails strategy, has not enabled Council to require the construction of ways to link culdersaces or roads.

In any event, without any public open space or walkways being shown, the clause in P1 is not applicable.

P2

Public Open Space m ust be provided as land or cash in lieu, in accordance with the relevant Council policy.

Councils Open Space policy has not identified this property as being suitable for an open space contribution. Therefore, in the event of the subdivision being approved a cash in lieu contribution would be necessary.

To determ ine the extent of the contribution, reference is made to Council's Open Space Policy. Section 6 of this policy considers the assessment for cash in lieu of public open space land. This policy highlights that any contribution should be up to 5% based on the improved value of the land. This requires consideration of the fact that the entire lot is to be subdivided, that the subdivision will result in an increased demand for public open space.however conversely that being Rural Living lots, each lot has some capacity to provide for their own open space needs on site. Given this, in the



event of a perm it being issued a condition should be applied that requires a public open space contribution of 4% of the improved value of the land, in considering the increased dem and from the subdivision, but in recognition of the large lot sizes of the area.

13.5.4 Services

P2

Each lot must be capable of accommodating an on-site wastewater treatment system adequate for the future use and development of the land.

Each of the lots has an area in excess of lha. Under the Onsite Wastewater Managem ent Code, subdivision of lots with a land area larger than 5000m² is exempt from the Onsite Wastewater Managem ent Code. It is considered that this indicates the ability of the sites to accomm odate an on-site wastewater treatment system and therefore com plies with the performance criteria.

P3

Each lot must be capable of accommodating an on-site storm water management system adequate for the likely future use and development of the land.

No evidence has been provided in relation to an onsite storm water system. However, noting the lot sizes, and the fact that when developed with housing, each building will need to have a connection to a storm water tank with any overflow managed on site, it is considered that the lots are capable of accommodating an onsite system.

6. Codes

There are a number of Codes applicable to the subdivision of this site. These include:

- Bushfire Prone Areas Code
- · Parking and Access Code
- Waterway and Coastal Protection Code

Bushfire Prone Areas Code

The application was accompanied by a Bushfire Hazard Management Plan. This demonstrated that BAL 19 can be achieved for each of the building envelopes in all directions. The report includes a Bushfire Prone Areas Code Certificate which in fact references two properties; 186 Greens Road, Orielton (the subject site) and a property at 195 Black Snake Road, Granton. It is assumed that the reference to Black Snake Road is an error.

The certificate goes on to indicate that for the subdivision standards, and provision of hazard management area and public and fire fighting access, that the application meets E16.1A1(b) as it provides BAL-19 for all lots (including any designated as balance). This approach also applies to the fire fighting access (com pliance with E16.2A1) and access to water (com pliance with E16.3A2(b)).

If the subdivision is to be recommended for approval, an updated Bushfire Hazard Management Plan should be provided ensuring that there is no reference to Black Snake Road.

DQ.



Parking and Access Code

The relevant clauses from the Parking and Access Code are in relation to Vehicular Passing Areas Along an access (E6.7.3) and Surface Treatment of Parking Areas (E6.7.6).

Given the length of the access ways for both lot 3 and 4 exceeds 30m, passing areas will need to be provided and in the event of the application being approved, engineering drawings detailing this will form a permit condition.

In relation to the need to seal the driveway, this Code only requires sealing for the first 75m, and provides a performance criteria. However, the zone provisions will require sealing to the lot proper for Lot 4 with no performance criteria. As indicated this will need to form a condition of approval in the event of the application being recommended for approval. Given the length of the driveway for lot 3 (although it is not an access strip), this will also require sealing for the first 75m from the road verge and will need to be conditioned accordingly.

Waterway and Coastal Protection Code

E11.8.1 Subdivision Standards

P1

Subdivision of a lot, all or part of which is within a Waterway and Coastal Protection Area. Future Coastal Refugia Area or Potable Water Supply Area, must satisfy all of the following.

- (a) m in im ise im pact on natural values;
- (b) provide for any building area and any associated bushfire hazard management area to be either:

(i) outside the Waterway and Coastal Protection Area, Future Coastal Refugia Area or Potable Water Supply Area, or

- (ii) able to accom m odate developm ent capable of satisfying this code.
- (c) if within a Potable Water Supply Area, be in accordance with the requirements of the water and sewer authority.

The proposed lot layout ensures that the building envelopes are all located outside of the waterway and coastal protection area. The bushfire management area for Lot 2 may extend into the Waterway overlay, however it is noted that as this parcel of land is predominantly pasture, and can be managed to comply with the bushfire management requirements, the development will be capable of satisfying the codes.

The potential for im pacts upon natural values is lim ited to the access strip for lot 3. This access strip is shown to be located in an area where the ephemeral watercourse that runs from the north, under Greens Road, and onto the subject site is located and can spill out of the watercourse boundaries dependent upon the extent of the rainfall. This will require an engineering solution which will alter the natural watercourse in this area, to ensure that the access can be maintained in high rainfall events. This may result in substantial culverts or other solutions. While this will impact upon natural values in this area adjacent to the road, given the spatial area of the impact is lim ited and it is adjacent to a road corridor which has already impacted upon the natural flow of the drainage line, this solution is considered to have minim ised the impact upon natural values.

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7. Conclusion

In determ ining acceptability of this application in relation to the Planning Scheme the substantive grounds in contention are focussed on whether it is reasonably possible to provide a road to the site, and whether having a lot layout that incorporates an internal lot is the only means to subdivide the parent title, to more efficiently utilise the rural living land.

Clearly providing a road to the site will produce a better planning and lot layout outcom e. It is likely to enable the subdivision to achieve a higher lot yield thereby more efficiently utilising the rural living land. It also supports more effective passive surveillance of public areas and rem oves the need to provide duplications of long sealed accesses across the development site.

However the test hangs upon whether it is reasonable to require this. The applicant argues that the cost of a road renders its construction unreasonable. However it is noted that the construction of two sealed accesses, one 175m in length, and the second 75m in length, could result in a comparable cost. Therefore in my opinion, the cost difference is not unreasonable when considering the opportunity to achieve a higher lot yield.

The second elem ent of the reasonableness test hinges upon the potential im pact of flooding in high rainfall events and how this will be managed. On this matter, we have even less evidence than we have in relation to engineering design and costings. The appellants have provided videos and photos of the site in flood how ever it is unclear during what level of rainfall event these were taken and so can not be relied upon to dem onstrate com pliance with the Inundation Prone Areas Code nor can they be relied upon to enable an assessment of the level of im pact upon a potential road.

Without this information, it is impossible to test whether it is reasonably possible to require the appellant to construct a road to achieve a more efficient utilisation of the rural living land.

In deciding on whether to progress this appeal to a full hearing, Council m ust consider the following matters:

- Whether they wish to obtain an Inundation Hazard report for the area high lighting the extent of the inundation. This will come at some cost and the risks of procuring this report is that it may confirm the appellants position that construction of a road to the site is not achievable, and therefore the strongest ground for refusal will be found wanting.
- Whether Council wishes to obtain engineering design drawings and costings for both
 accesses to enable a clear analysis of the cost differences between a road and access, to
 further confirm whether the requirem ent for a road is unreasonable.
- The extent to which Council wishes to achieve a better lot layout in this area. It is noted that the area demonstrates poor subdivision design in a number of locations, which predom inantly is the result of inadequate subdivision standards in terms of providing Council with the means to require a more quality design. However, it is also a reflection of a lack of strategic planning in the area through tools such as structure planning and identifying a tracks and trails network.

The grounds for refusal without this inform ation, in my opinion, are not strong and could result in Council losing the appeal at some cost. While there is no doubt the construction of a road would be a preferable outcome, it is my view that the provisions of the Scheme are not adequate to require this design.

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4.3 DEVELOPMENT APPLICATION NO. DA 2022 / 391 - 1

		1	
Applicant:	J Blood		
Proposal:	Dwelling & Secondary Residence		
Site Address:	223B	Old Forcett Road, Forcett (CT 182177/3)	
Planning Scheme:	Tasma	anian Planning Scheme - Sorell	
Application Status	Discre	tionary	
Relevant Legislation:	Sectio	n 57 of the Land Use Planning and Approvals Act	
	1993 ((LUPAA)	
Reason for SPA meeting:	Owne	r or applicant is a relative of a Councillor	
Relevant Zone:	11.0 Rural Living		
Proposed Use:	Single dwelling & secondary residence		
Applicable Overlay(s):	Bushfire-Prone Areas, Airport Obstacle Limitation Area;		
	Dispersive Soils Specific Area Plan		
Applicable Codes(s):	Parking and Sustainable Transport Code		
Valid Application Date:	07 December 2022		
Decision Due:	2 March 2023		
Discretion(s):	1 Setback to the Rural Zone		
	2 Surfacing of driveway		
	3 Dispersive soils		
Representation(s):	Nil		

RECOMMENDATION

That pursuant to Section 57 of the *Land Use Planning and Approvals Act 1993* Council resolve **t**hat Planning Application DA 2022 / 00391 - 1 for a Dwelling & Secondary Residence at 223B Old Forcett Road, Forcett be approved, subject to the following conditions:

- 1. Development shall generally be in accordance with the endorsed plans submitted on 5 September 2022 except as may be amended by the conditions of this permit.
- Prior to construction or excavation, the development must submit a construction environmental management plan (CEMP) specifying the measures to reduce erosion risk as identified in the Rock Solid Geotechnical Assessment dated 18 July 2022.
- 3. Prior to commencing works, a Soil and Water Management Plan (SWMP) must be implemented to ensure that soil and sediment does not leave the site during the construction.
- 4. Existing trees and native vegetation not directly impacted by approved vegetation clearing associated with vehicle access and bushfire hazard management must be retained and must not be ring-barked, cut down, lopped, removed, injured or wilfully destroyed.

Advice: this condition does not apply to the exemptions provided at clause 4.41, 4.4.2, and 4.4.3 and C7.4.1 of the Tasmanian Planning Scheme – Sorell.



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- 5. No topsoil is to be removed from the site. Advice: this condition is to minimise the spread of weeds from the site.

Development Engineering:

- 6. Prior to any works commencing within the road reservation, a Vehicular Crossing and Associated Works Application (available on Council's website) must be submitted with an associated permit granted for the works.
- 7. The internal driveway including areas set aside for vehicle parking and manoeuvring must:
 - a) Be fully complete within six months of first use;
 - b) Be constructed with a durable all weather pavement;
 - c) Have a minimum width of 4.0 metres;
 - d) Be drained to a legal point of discharge or retain runoff onsite such that stormwater is not concentrated onto adjoining properties;
 - e) Have a sealed or gravel surface that is designed, constructed, and maintained to avoid sedimentation, erosion, or excess dust; and
 - f) Be maintained through the life of the use in a condition that, at a minimum, is suitable for two wheel drive vehicles.
- 8. Prior first use, at least two car parking spaces must be provided on site and must be available for car parking at all times. Any external space must:
 - a) Be at least 5.4m long and 2.6m wide with an additional 0.3m clearance from any nearby wall, fence or other obstruction; and
 - b) Have a maximum gradient of 1 in 20 (5%) measured parallel to the angle of parking and 1 in 16 (6.25%) in any other direction.

NOTE: THE FOLLOWING ADVICE APPLIES TO THIS PERMIT

- This permit does not imply that any other approval required under any other legislation or by-law has been granted.
- This planning approval shall lapse at the expiration of two (2) years from the date on which this permit became valid, if the permit is not substantially commenced. At the discretion of the Planning Authority, the expiration date may be extended for a further two (2) years on two separate occasions for a total of six (6) years. Once lapsed, a new application will be required.
- Any changes to the use or development approved, may be deemed as substantially in accordance with the permit or may first require either a formal amendment to this permit or a new permit.
- Council recommends consulting Before You Dig Australia (BYDA) at www.byda.com.au before undertaking any works.



 A Vehicular Crossing Permit can be obtained by completing the Vehicular Crossing and Associated Works Application form available at www.sorell.tas.gov.au/services/engineering.

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You may appeal against the above conditions, any such appeal must be lodged within fourteen (14) days of service of this notice to TASCAT, 38 Barrack Street Hobart 7000 Ph: (03) 6165 6790 or email <u>resourceplanning@tascat.tas.gov.au</u>

Executive Summary

Application is made for a dwelling and secondary residence at 223B Old Forcett Road, Forcett. This property is zoned Rural Living and is located towards the northern extent of Forcett.

The key planning consideration relate to the compliance with the use and development standards on the zone.

The application is considered to comply with each applicable standard of the *Tasmanian Planning Scheme - Sorell* and is recommended for conditional approval.

Strategic Plan 2019-2029	Objective 1: To Facilitate Regional Growth Objective 2: Responsible Stewardship and a Sustainable Organisation Objective 3: To Ensure a Liveable and Inclusive Community
Asset Management Strategy 2018	The proposal has no significant implications for asset management.
Risk Management Strategy 2018	In its capacity as a Planning Authority, Council must determine this application. Due diligence has been exercised in preparing this report and there are no predicted risks from a determination of this application.
Financial Implications	No financial implications are anticipated unless the decision is appealed to TASCAT. In such instances, legal counsel is typically required.
Open Space Strategy 2020 and Public Open Space Policy	The proposal has no significant implications for open space management.
Enforcement Policy	Not applicable.
Environmental Sustainability Policy	Environmental considerations are assessed against the relevant planning scheme provisions.

Relevance to Council Plans & Policies



Legislation

- This report details the reasons for the officer recommendation.
- Broadly, the planning authority can either adopt or change the recommendation by adding, modifying or removing conditions or replacing an approval with a refusal (or vice versa). Any alternative decision requires a full statement of reasons to comply with the Judicial Review Act 2000 and the Local Government (Meeting Procedures) Regulations 2015.
- The planning authority has a specific role in LUPAA. As noted by the Tribunal:

The role of the Council in relation to planning matters is, in very broad terms, to uphold its planning scheme. In that context it is in a sense, blind to everything but the terms of the Scheme. It cannot put economic advantage or perceived community benefits over the terms of the Scheme. And in the context of enforcement proceedings unless expressly authorised to do so, it may not take any approach which is inconsistent with the terms of its Scheme.

Planning Scheme Operation – for Zones, Codes and site specific provisions

- Clause 5.6.1 requires that each applicable standard is complied with if an application is to be approved.
- Clause 5.6.2, in turn, outlines that an applicable standard is any a standard that deals with a matter that could affect, or could be affected by, the proposal.
- A standard can be met by either complying with an acceptable solution or satisfying the performance criteria, which are equally valid ways to comply with the standard.
- An acceptable solution will specify a measurable outcome. Performance criteria require judgement as to whether or not the proposal reasonably satisfies the criteria.
- Clause 6.10 outlines the matters that must be considered by a planning authority in determining applications. Clause 6.11 outlines the type of conditions and restrictions that can be specified in a conditional approval.

Referrals

Agency / Dept.	Referred?	Response?	Conditions?	Comments
Development	Yes	Yes	Yes	Nil
Engineering				
Environmental	Yes	Yes	Nil	Nil
Health				
Plumbing	Yes	Yes	Nil	
NRM	No			
TasWater	No			



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State Growth	No		

Report

Description of Proposal

The application seeks approval for a dwelling and secondary residence / outbuilding. A secondary residence was formally known as an ancillary dwelling.

The dwelling is a single storey structure with four bedrooms and a double agate. The overall dimensions are 24.3m x 17.4m with a height of 7m. There is a deck to one side. Cladding is not specified.

The ancillary dwelling and outbuilding are in one structure with a gross floor area of $108.5m^2$. The ancillary dwelling has one bedroom and living spaces in $59m^2$ with a 16.5m long deck. The outbuilding has a floor area of $43m^2$ with a single car width roller door. Cladding is a mixture of Colorbond and cement sheet. The maximum height is 5m.

Works are located centrally on site. The dwelling is setback 15m from the southern boundary and 87.5m from the rear (eastern) boundary. The ancillary dwelling is located within 10.3m of the main dwelling.

Vehicle access within the lot proper consists of a gravel, circular driveway that utilises existing track formations.

The application is supported by:

- a geotechnical assessment from Rock Solid Geotechnics; and
- architectural drawings from loci architecture and planning.

Description of Site

The site is a 2ha internal lot created in a recent subdivision. The site has an existing sealed driveway over the access strip that is shared with other lots in the subdivision.

The site rises in elevation from 62m to over 80m with a gradient of approximately 1 in 5.5. The majority of the site contains native vegetation with works occurring in an existing cleared area.

Adjoining land to the west and south consists of rural living lots. Land to the north and east is zoned rural and appears to have minimal agricultural use or potential.

The site is unserviced. Old Forcett Road is a sealed public road and the speed limit is set at 80 km/hr.



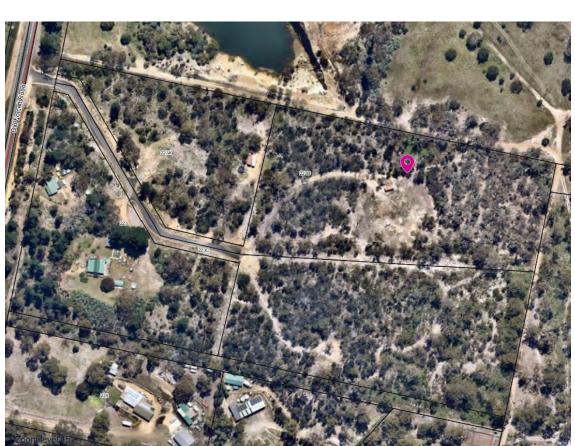


Figure 1. Subject site.

Planning Assessment

Zone

Applicable zone standards		
Clause	Matter	Complies with acceptable solution?
11.4.1 A1	Site cover	Yes, as site coverage is less than 400m ² .
11.4.2 A1	Height	Yes, as the height is less than 8.5m.
11.4.2 A2	Frontage	Yes, as the frontage setback is greater than 8m.
	setback	
11.4.2 A3	Side	Yes, as the side and rear setbacks are greater than 10m.
	setback	
11.4.2 A4	Setback to	No, as the setback is less than 200m to the adjoining Rural
	Rural Zone	Zone. Refer to performance criteria assessment below.

Performance Criteria Assessment 1 – 11.4.2 P4 Setback to the Rural Zone

Buildings for a sensitive use must be sited so as to not conflict or interfere with uses in the Agriculture Zone or Rural Zone, having regard to:

- (a) the size, shape and topography of the site;
- (b) the separation of any existing buildings for sensitive uses on adjoining properties;
- (c) the existing and potential use of adjoining properties;



- (d) any proposed attenuation measures; and
- (e) any buffers created by natural or other features.

The proposed setback is 87.5m to the rear (eastern) boundary and 48.8m to the northern boundary. The 200m setback specified in the acceptable solution is not achievable given the widths from 76m and 100m (north to south) and 197m to 202m (west and east).

It is considered that the performance criteria is satisfied as:

- the works are located to minimise removal of native vegetation and therefore maximise the buffer effect of vegetation;
- the existing vegetation to the east and north of the dwelling is partly included in the priority vegetation area overlay;
- the site is limited in size;
- the setbacks proposed maximise separation to the rural land; and
- the agricultural potential of the surrounding land is constrained.

Codes

Bushfire-Prone Areas Code

As the proposal is not a vulnerable or hazardous use (as defined by the Code), the provisions of the Code do not apply.

Parking and Sustainable Transport Code

Applicable Code standards		
Clause	Matter	Complies with acceptable solution?
C2.6.5 A1	Parking numbers	Yes, as two spaces are provided.
C2.6.1 A1	Surfacing	No, as a gravel driveway is proposed within the lot proper. Refer to performance criteria assessment below.
C2.6.2 A1/1	Parking design	Yes, the garage has compliant dimensions for parking.

Performance Criteria Assessment 2 – C2.6.1 P1 Surfacing

All parking, access ways, manoeuvring and circulation spaces must be readily identifiable and constructed so that they are useable in all weather conditions, having regard to:

- (a) the nature of the use;
- (b) the topography of the land;
- (c) the drainage system available;
- (d) the likelihood of transporting sediment or debris from the site onto a road or public place;
- (e) the likelihood of generating dust; and
- (f) the nature of the proposed surfacing.



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It is considered that the performance criteria is satisfied having regard to:

- the existing shared sealed driveway through the access strip;
- the separation from the gravel section to the public road;
- the prevalence of gravel surfacing within the area; and
- the size of the lot and the associated ability to manage stormwater onsite.

Safeguarding of Airports Code

Applicable Code standards		
Clause	Matter	Complies with acceptable solution?
C16.6.1 A1	Height	Yes, building height is less than 152m AHD.

Specific Area Plans

Dispersive Soils Specific Area Plan

Applicable SAP standards		
Clause	Matter	Complies with acceptable solution?
SOR-S1.7.1	Development	No, as works exceed 100m2. Refer to performance
A1		criteria assessment below.

Performance Criteria Assessment 3 – SOR-S1.7.1 P1C2.6.1 P1 Development on Dispersive Soils

Buildings and works must be designed, sited and constructed to minimise the risks associated with dispersive soil to property and the environment, having regard to:

- (a) the dispersive potential of soils in the vicinity of proposed buildings, driveways, services and the development area generally;
- (b) the potential of the development to affect or be affected by erosion, including gully and tunnel erosion;
- (c) the dispersive potential of soils in the vicinity of water drainage lines, infiltration areas and trenches, water storages, ponds, dams and disposal areas;
- (d) the level of risk and potential consequences for property and the environment from potential erosion, including gully and tunnel erosion;
- (e) management measures that would reduce risk to an acceptable level; and
- (f) the advice contained in a dispersive soil management plan.



The Rock Solid report confirmed that the site has dispersive soils and considers the risk of erosion developing to be significant. The report proposes a number of construction practices to minimise the risk of erosion including:

- minimising the removal or topsoil where possible;
- cover disturbed areas with topsoil, geotextile and vegetation
- adopt earth bunds rather than spoon drains
- discharge stormwater overflow to trenches.

It is considered that the performance criteria is satisfied based on the Rock Solid report.

Representations

Nil.

Conclusion

The application is considered to comply with each applicable standard of the *Tasmanian Planning Scheme - Sorell* and is recommended for conditional approval.

Shane Wells Manager Planner

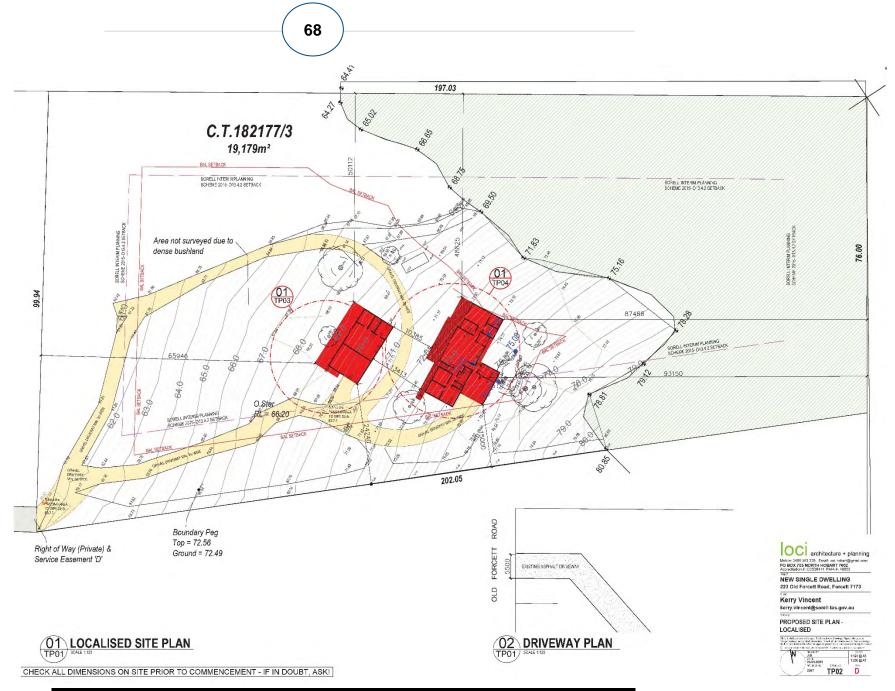
Attachments: Plans





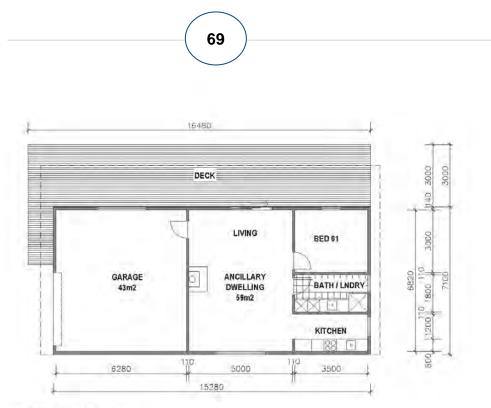
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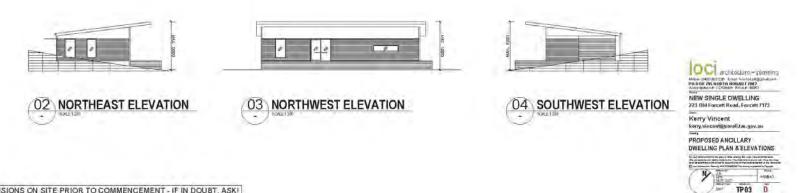




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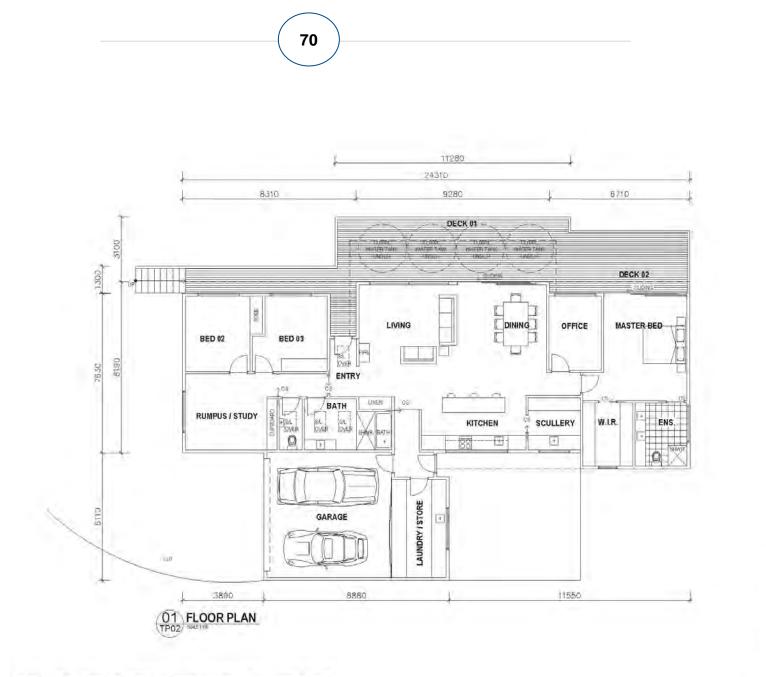
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