Report to the Future Melbourne (Planning) Committee

Planning Permit Application: TP-2014-41 35 and 37 Barnett Street, Kensington

Presenter: Daniel Soussan, Planning Coordinator

Purpose and background

- 1. The purpose of this report is to advise the Future Melbourne Committee of an application for planning permit TP-2014-41 at 35 and 37 Barnett Street, Kensington (refer Attachment 2 Locality Plan).
- 2. The application seeks approval to demolish the existing buildings and construct a part two/part three storey residential building comprising five townhouses, a new vehicle crossover and a reduction in the standard car parking requirements (refer Attachment 3 Plans).
- 3. The site is located within the General Residential Zone Schedule 2. The site is not currently affected by any overlay controls, however proposed Planning Scheme Amendment C215 seeks to introduce a precinct Heritage Overlay Schedule 1163 and introduce a Building Grading 'D', and a Streetscape Grading '3' to the dwelling on 35 Barnett Street.
- 4. The application was advertised on the 13 June 2014 and is referred to the Future Melbourne Committee because at least 16 non identical objections have been received (a total of 30 objectors have been received). Following a review of the objections, amended plans were submitted. These plans were formally readvertised to all of the objectors on the 10 September 2014.
- 5. A consultation meeting with the applicant, project architect and a number of residents/objectors was held on 15 October 2014.
- 6. The application was originally scheduled to be heard at the Future Melbourne Committee meeting held on 2 December 2014. However, on 27 November 2014, Ministerial Amendment C197 introduced a series of schedules to the residential zones in the Melbourne Planning Scheme. This introduced Schedule 2 to the General Residential Zone for the subject site.
- 7. Amendment C179 (through Schedule 2 to the General Residential Zone) introduced a mandatory maximum 8 metre height control over parts of Kensington including the subject site. As the proposed development has a maximum height of 9.45 metres, the application became prohibited under the amended planning scheme controls.
- 8. After discussions with the Department of Environment, Land, Water and Planning it was revealed that Schedule 2 to the general Residential Zone was intended to include transitional provisions to provide for current applications already in the system (such as this application), and that the omission of a transitional provision was unintentional.
- 9. On the 21 January 2015 the Minister for Planning approved Amendment C260 to the Melbourne Planning Scheme to include transitional provisions into the General Residential Zone. The effect of the transitional provision is that the new residential zones do not apply to an application made before the approval date of the planning scheme amendment therefore the mandatory height control does not apply to the application.

Key issues

- 10. The key considerations associated with the proposal are whether the removal of the buildings would adversely impact on the significance of the proposed heritage place (Barnett Street South Precinct), whether the proposed development is compatible with the existing scale and character of adjoining buildings and the heritage place and whether the proposal would negatively impact on the amenity of immediately adjoining properties.
- 11. It is considered that the existing dwelling at 35 Barnett Street is of low individual value and not critical to the significance of the streetscape and that its demolition will not significantly compromise the ability to understand the heritage significance of the proposed Barnett Street South Residential Precinct as a whole.
- 12. Having regard to the very mixed character of Barnett Street, it is also considered that the height and design of the proposed development is respectful of the adjacent buildings and the area and that the interpretive design response meets the intent of heritage policy and will integrate well into the character of the area. The proposal is supported by Urban Design.

10 February 2015

- 13. The proposal has been assessed against Clause 55 (ResCode) and is considered to achieve broad compliance with relevant standards and objectives.
- 14. Car parking and access related matters are satisfactory.

Recommendation from management

15. That the Future Melbourne Committee resolves to issue a Notice of Decision to Grant a Permit in accordance with the conditions set out in the delegate report (refer Attachment 4 – Delegate Report).

Attachments:

- 1. Supporting Attachment
- 2. Locality Plan
- 3. Plans
- 4. Delegate Report

Supporting Attachment

Legal

- 1. Division 1 of Part 4 of the *Planning and Environment Act 1987* (Act) sets out the requirements in relation to applications for permits pursuant to the relevant planning scheme.
- 2. As objections have been received, sections 64 and 65 of the Act provide that the responsible authority must give the applicant and each objector notice in the prescribed form of its decision to either grant a permit or refuse to grant a permit. The responsible authority must not issue a permit to the applicant until the end of the period in which an objector may apply to the VCAT for a review of the decision or, if an application for review is made, until the application is determined by the VCAT.

Finance

3. There are no direct financial issues arising from the recommendations contained in this report.

Conflict of interest

4. No member of Council staff, or other person engaged under a contract, involved in preparing this report has declared a direct or indirect interest in relation to the matter of the report.

Stakeholder consultation

5. Formal notification of the application was carried out on 13 June 2014 by notices to the owners and occupiers of adjoining land and via a series of signs on the site. Notification of the amended application was undertaken in 10 September 2014 by posting letters to all objectors and making the plans available for viewing on the Council website. A consultation meeting with the applicant, project architect and a number of residents/objectors was held on 15 October 2014.

Relation to Council policy

6. Relevant Council policies are discussed in attached delegate report (refer Attachment 4).

Environmental sustainability

7. A condition is included on the permit requiring the submission of an Environmental Sustainable Development (ESD) report detailing how the proposal will achieve a 1 point for Wat-1 credit under a current version of the Green Building Council of Australia's Green Star – Multi Unit Residential rating tool or equivalent (refer Attachment 4).

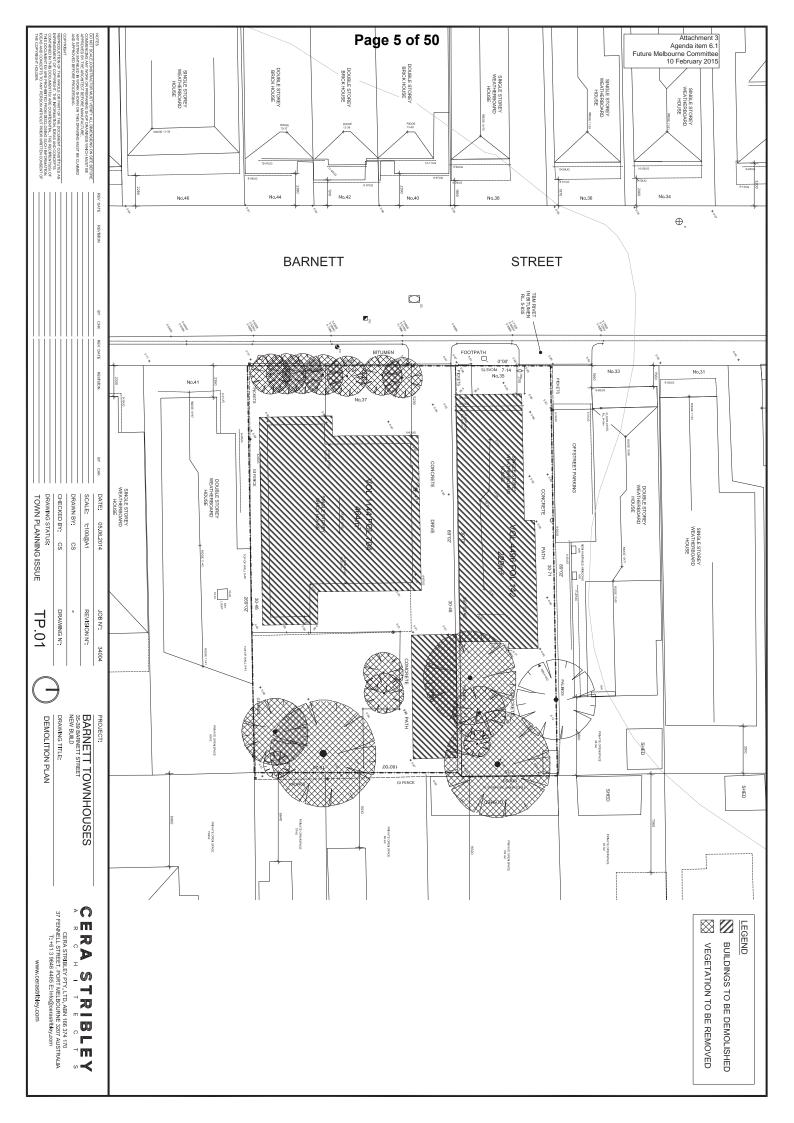
Page 4 of 50 Locality Plan

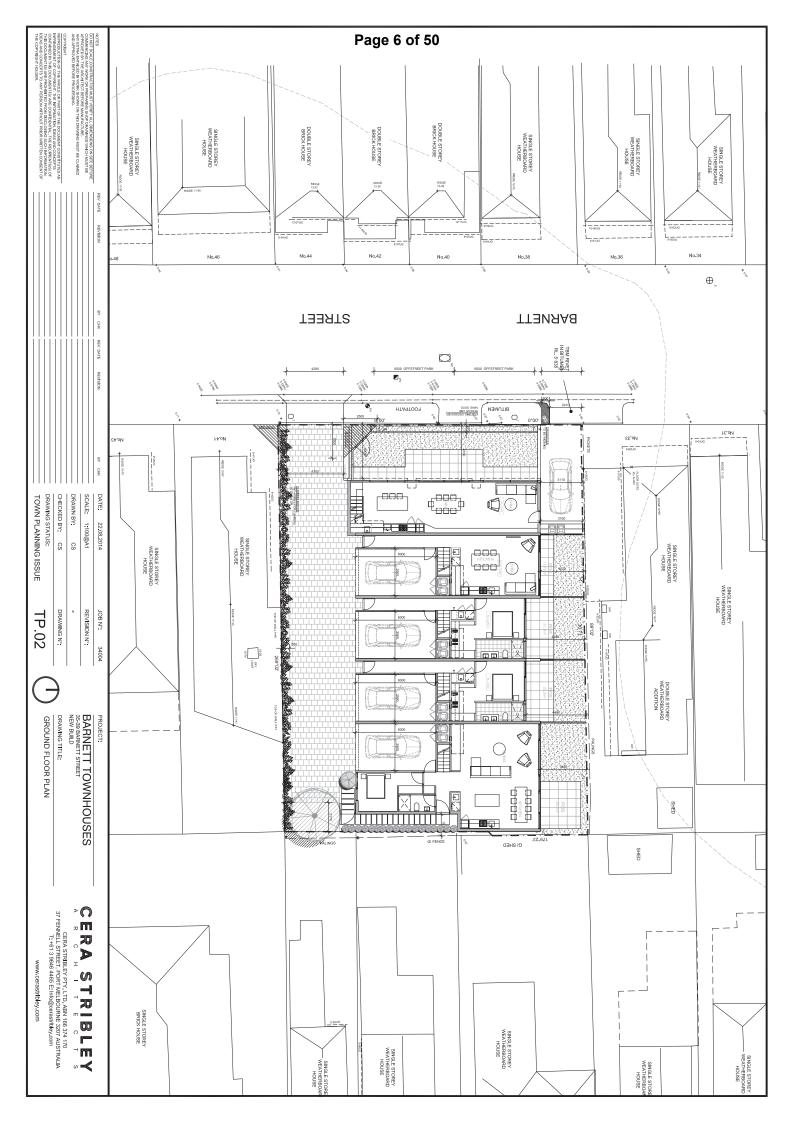
Attachment 2 Agenda item 6.1 Future Melbourne Committee 10 February 2015

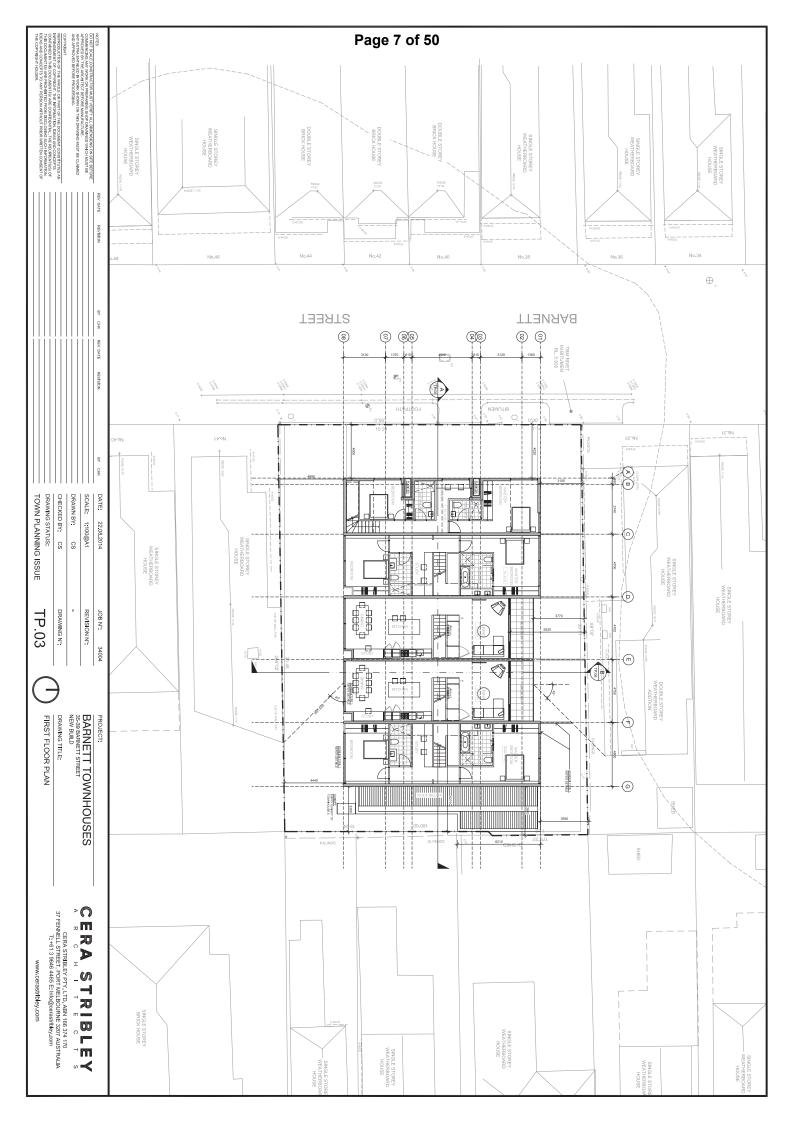
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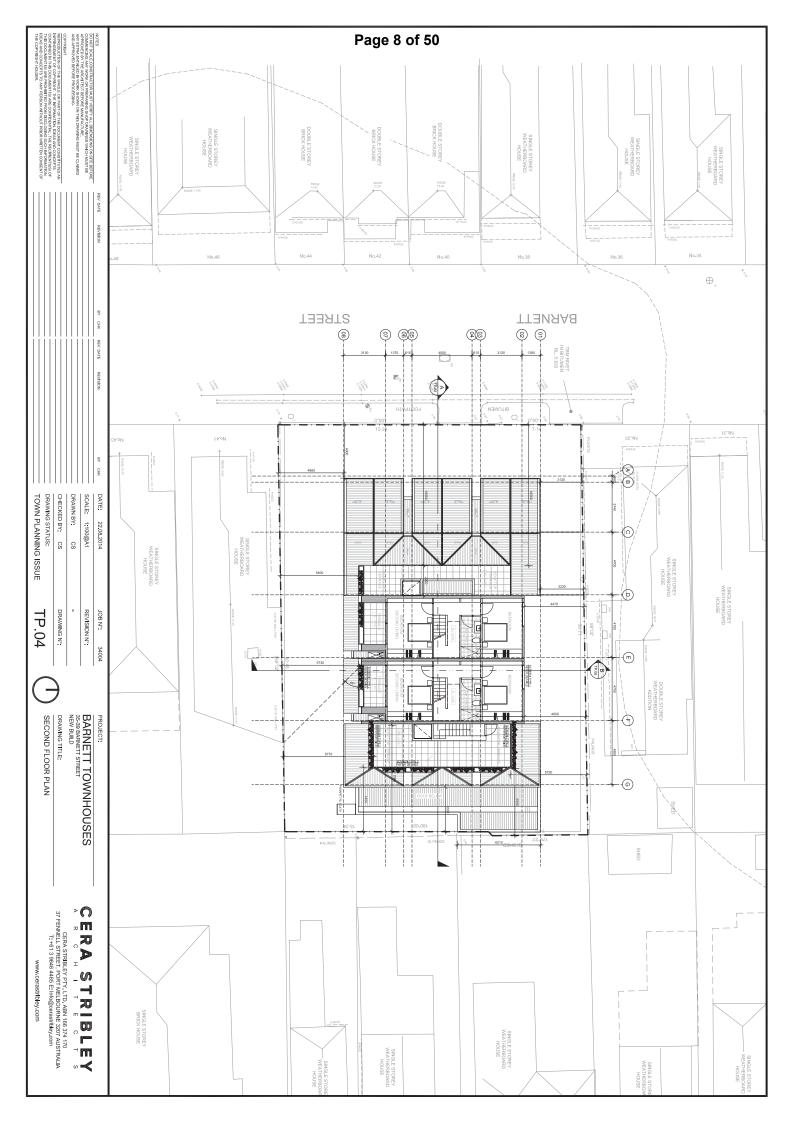


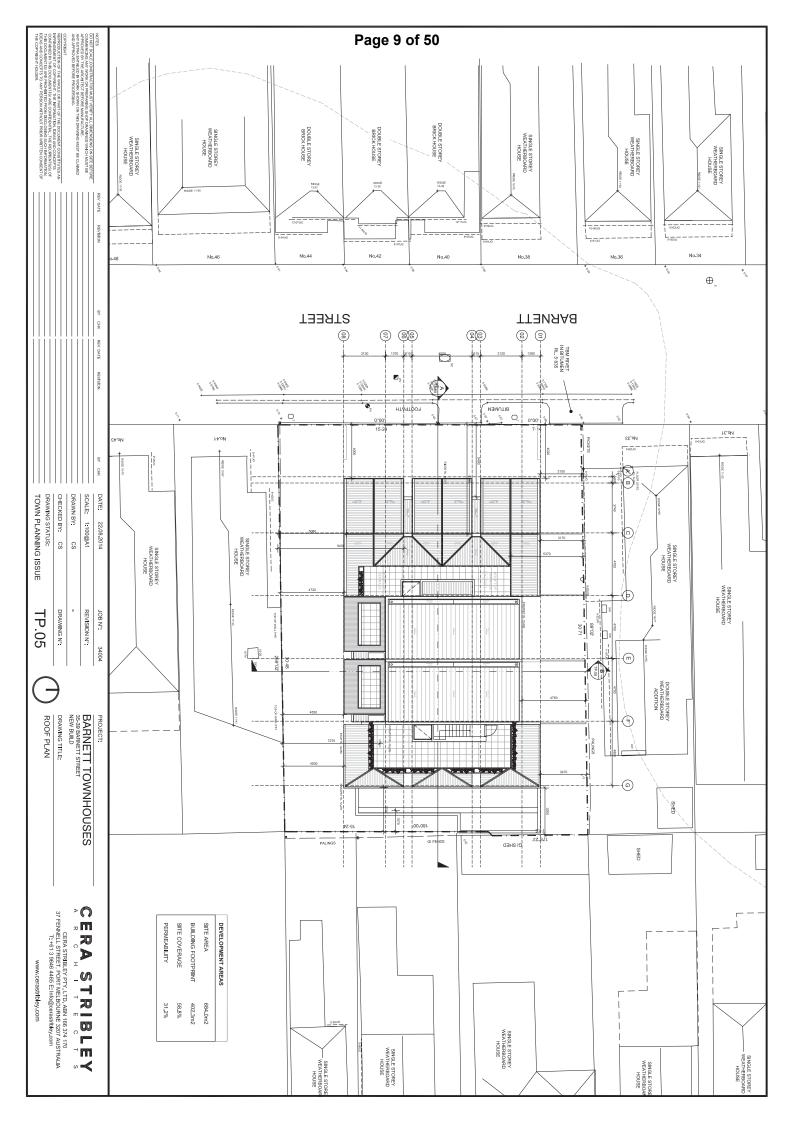
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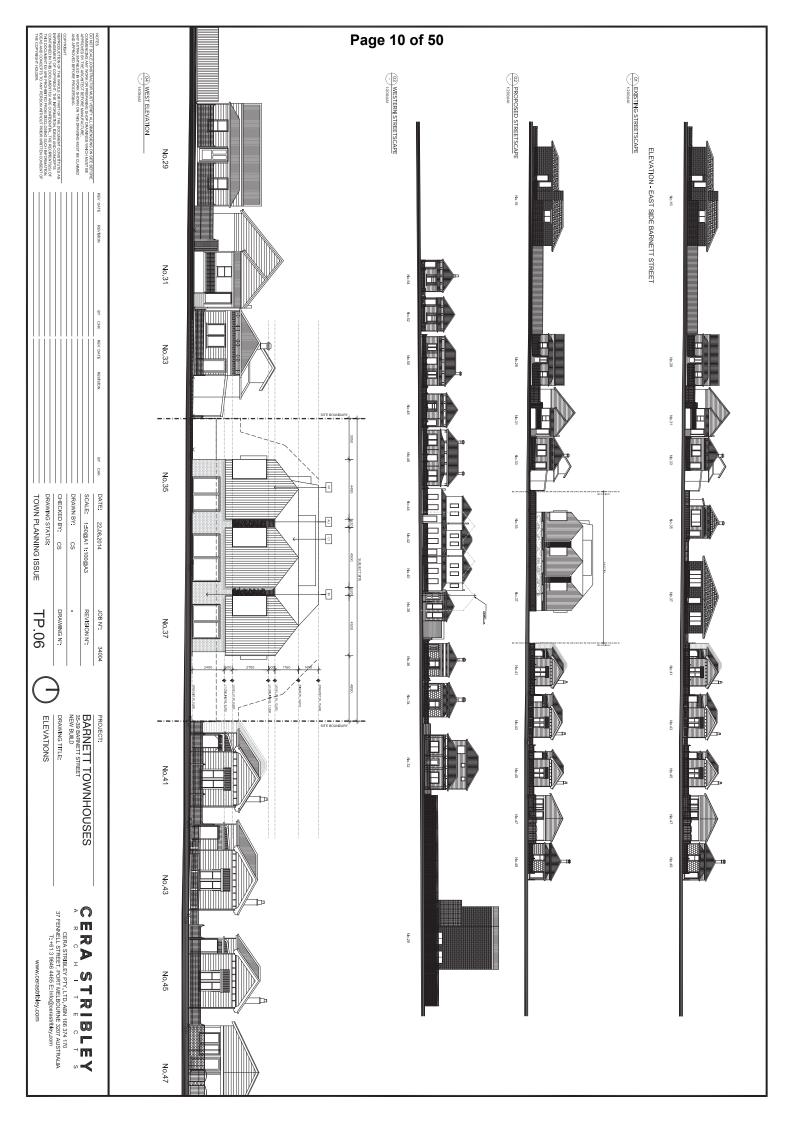


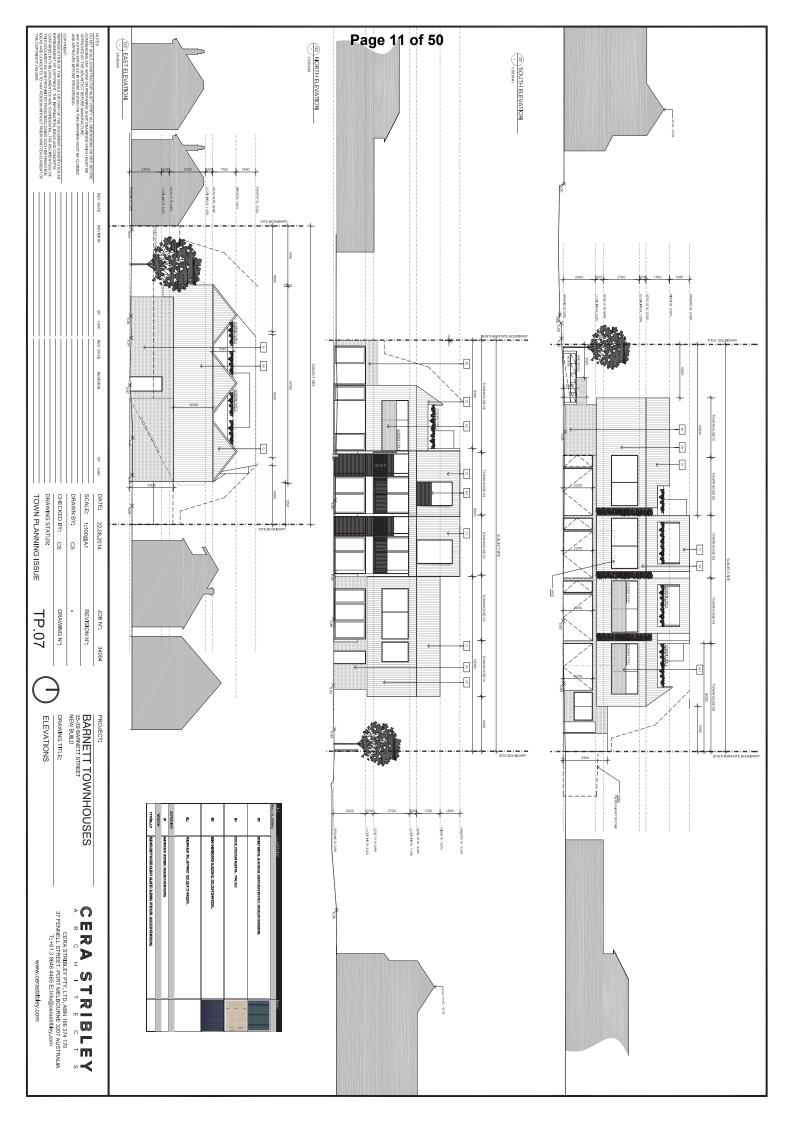


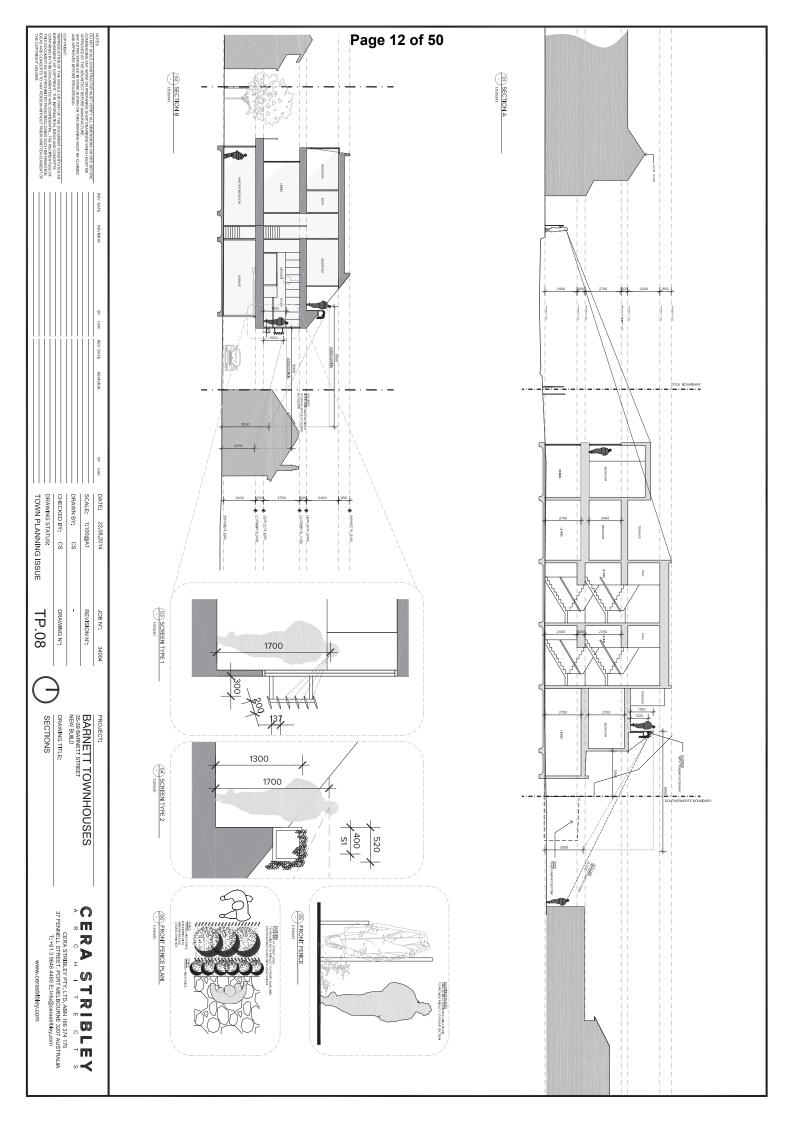


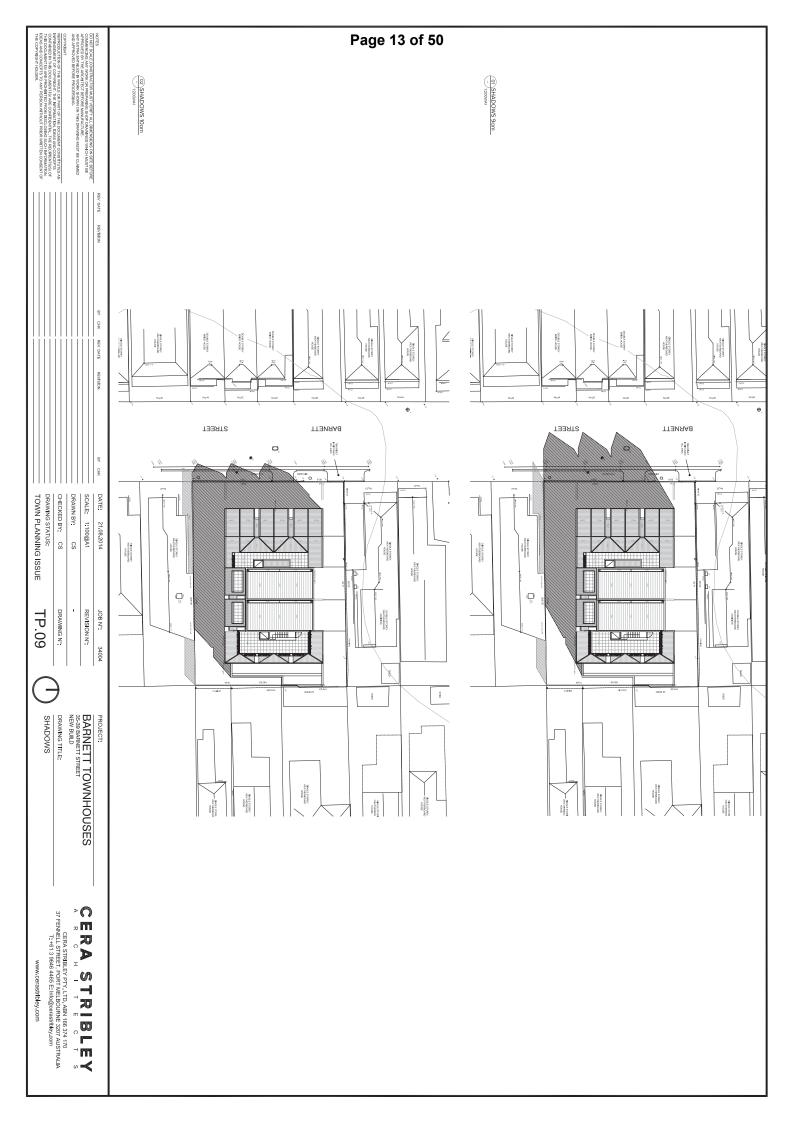


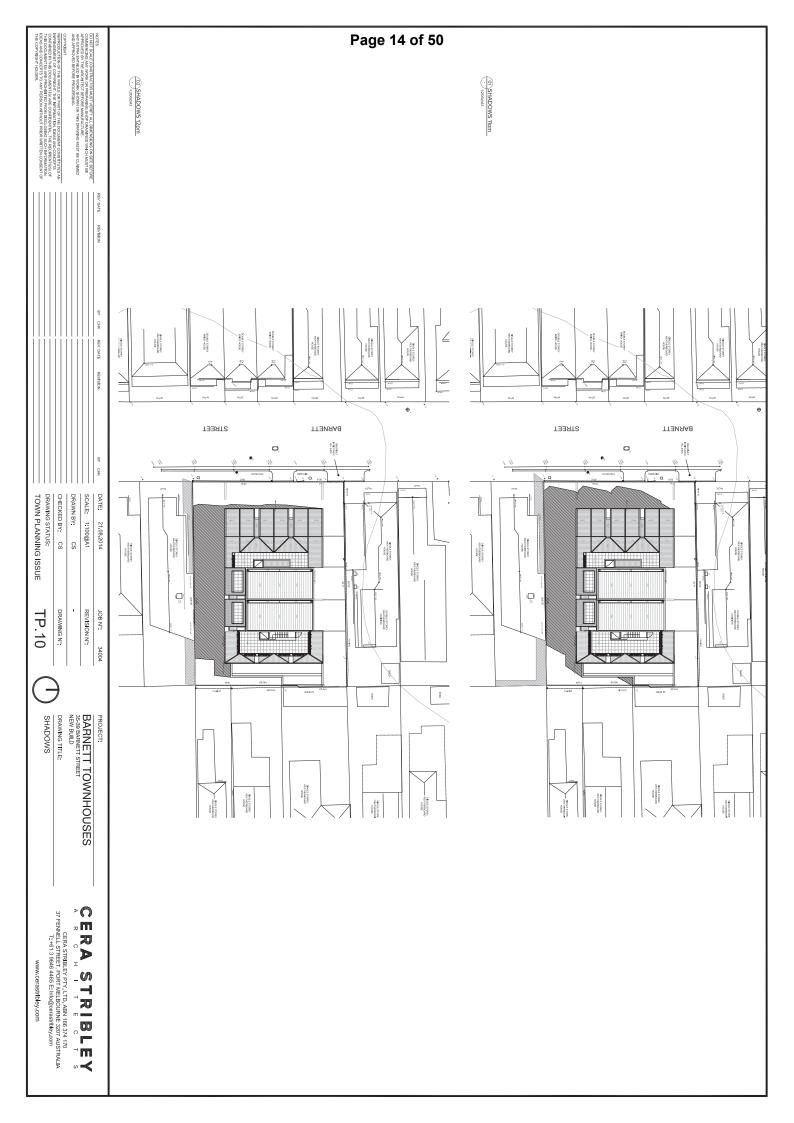


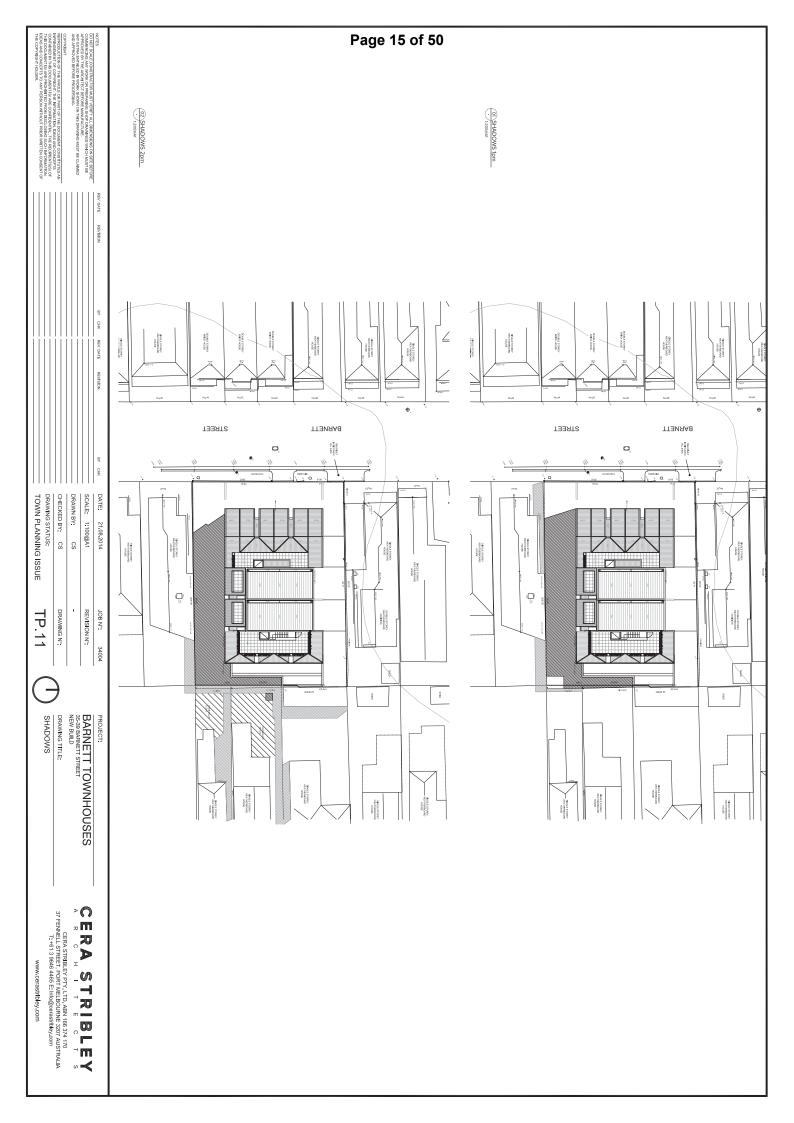












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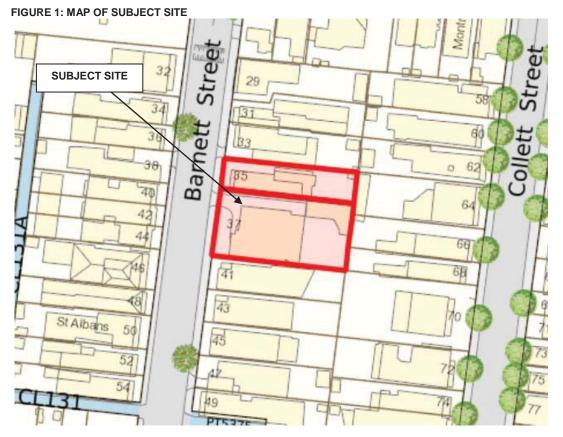
DELEGATED PLANNING APPLICATION REPORT

Application number:	TP-2014-41	
Applicant:	Chris Stribley	
Address:	35 and 37 Barnett Street, KENSINGTON VIC 3031	
Proposal:	Construction of five townhouses and reduction in car parking requirement	
Date of application:	30 January 2014	
Responsible officer:	Blair Mather	

1 SUBJECT SITE AND SURROUNDS

The site comprises two titles located side by side at 35 and 37 Barnett Street, which are located on the east side of Barnett Street, between Smith Street and Robertson Street, Kensington.

The combined site is rectangular in shape with a frontage of 22.38m to Barnett Street and average depth of approximately 30.48m. The total site area is approximately 684sqm.



The property at 37 Barnett Street contains a single storey brick dwelling dating from the 1960s. This dwelling is setback approximately 4.5 metres front he front boundary.

The site has a vehicle crossing from Barnett Street and a driveway along the northern boundary.

The property at 35 Barnett Street contains a single storey Victorian cottage. The dwelling includes a number of recent alterations, including a veranda addition, the replacement of the traditional corrugated iron roof with a faux tile roof and the replacement of all windows to aluminium. This property also has a vehicle crossover and hardstand for car parking purposes located adjacent to the northern boundary of the site.

The site is located in a residential area. The main characteristics observed in the area include single storey dwellings in groups or of individual designs and generally set off one side boundary. Dwellings generally sit close to the street. Some have first floor rear additions and some have crossings and driveways. There are also some recent infill developments.

Figure 2 below, shows the general development pattern of the surrounding neighbourhood.



FIGURE 2: AERIAL PHOTOGRAPH

In relation to the immediately abutting interfaces are the following properties::

• North

To the north of the site is a single storey weatherboard dwelling with a driveway and carport on the south boundary. The dwelling has been extended to the rear with a single storey addition which extends with width of the site and a more recent two storey addition.

• South

To the south of the site is a single storey Victorian cottage. The dwelling was added to in 1998 with a single storey rear extension and a mezzanine level storage area. To the rear of the dwelling is a private open space of approximately 68sqm.

• East

To the east of the site are properties fronting Collett Street. The dwellings on these properties are located toward the Collett Street frontage with the private rear courtyards abutting the subject site. The sizes of these courtyards range between 55 and 100sqm.

• West

Directly to the west is Barnett Street. Barnett Street is a local collector street with parking on both sides and is approximately 11.7 metres. On the opposite side of Barnett Street these is group of three two storey townhouses.

Unlike many surrounding streets, a laneway does not extend along the rears of properties fronting Barnett Street. Given this, access to the site may be obtained via Barnett Street only.

2 BACKGROUND AND HISTORY

2.1 **Pre-application discussions**

There were no pre-application discussions between the application and the planning department.

2.2 Amendment to the application

The application, as originally advertised, received 30 objections from the surrounding residents.

The applicant independently met with directly adjoining objectors to discuss and explore changes to the proposed design in an attempt to address their concerns. Suggested changes included increasing the setbacks at the first, second and third floor level in relation to the rear eastern boundary, reducing the height of the building and rearranging the internal layout of the dwellings to prevent overlooking and improve internal amenity.

The applicant amended the proposal on the 26 August 2014 to address some of the concerns raised by objectors and also those of the City of Melbourne's Urban Design Department and Engineering Services. The main changes to the application plans included:

- The number of apartments was reduced from six to five.
- The introduction of additional screening devices around the perimeter of the balconies to prevent overlooking to the south and east.
- Additional setbacks incorporated in relation to the eastern interfaces.
- Increased setback in relation to Barnett Street from 2.4 metres to 4.0 metres.
- Reduction in the length of wall located on the rear boundary.
- Internal reconfiguration of the ground floor apartments to improve the layout and internal amenity of the apartments
- The provision of a landscaping strip along the southern boundary
- Various changes to the driveway and garages to satisfy traffic engineering conditions.

The amended plans were readvertised on the 10 September 2014. The following assessment is based on the plans received on 26 August 2014.

3 PROPOSAL

The proposal, as shown on plans dated 26 August 2014, seeks approval to demolish the existing buildings and construct a part two/part three storey residential building comprising 5 townhouses and a new vehicle crossover. Details of the proposed works are as follows:

3.1 Site Layout

When completed, the dwelling mix will comprise two x two bedroom dwellings and three x three bedroom dwellings including north facing courtyards which provide private outdoor open space. The particular layout of the individual units is as follows:

	Ground Floor	Level 1	Level 2
Townhouse 1	1 car spaces + open plan kitchen/living/ dining area + private open space	2 bedrooms + two bathrooms + study.	N/A
Townhouse 2	1 car space + open plan kitchen/living/ dining area + private open space	2 bedrooms + two bathrooms + study.	Rooftop terrace
Townhouse 3	1 car space + 1 bedroom with ensuite and walk-in robe	Open plan kitchen/living/ dining area + balcony	2 bedrooms + bathroom
Townhouse 4	1 car space + 1 bedroom with ensuite and walk-in robe	Open plan kitchen/living/ dining area + balcony	2 bedrooms + bathroom
Townhouse 5	1 car space + 1 bedroom + open plan kitchen/living/ dining area + private open space + powder room	2 bedrooms + two bathrooms + study.	Roof top terrace

3.2 Building Height, Style and Materials

The proposed building style is 'contemporary' and embodies a range of materials to accentuate a generously modulated built form.

The front façade features a grouping of three gable ends which adopt the angled roof line of adjoining buildings. The upper second level incorporates strong vertical elements with flat roof forms with raked roof to conceal the upper level from Barnett Street.

The walls of the dwellings are proposed to be constructed of brick and weatherboard finished in muted tones of natural grey.

The development will have a maximum height of 9.45 metres from natural ground level to the top of the roof parapet.

3.3 **Proposed Setbacks**

The proposed development will incorporate the following setbacks:

	West (front)	North (side)	East (rear)	South (side)
Ground Floor	4.2 m	3.2 - 4.5 m	0 - 1.6 m	5.0 - 5.6 m
First floor	4.0 m	3.1 - 3.7 m	3.4 – 3.6 m	4.4 - 4.9 m
Second Floor	12.8 m	3.1 – 4.4 m	8.1 m	4.4 – 7.9 m

3.4 Site Coverage & Permeability

The proposal achieves site coverage of 58%, and site permeability of approximately 31.2%.

3.5 Vehicle crossovers and parking

- Vehicular access to Townhouse 1 is proposed from Barnett Street via the existing crossover located to the northern side of the site.
- Access to the remaining townhouses will be via a new crossover and driveway adjacent to the southern boundary of the site.
- The existing crossover in the middle of the site will be reinstated to provide on street parking.
- No street trees are proposed to be removed to construct the new crossovers.
- Five parking spaces provided or future residents at a rate of one space per dwelling.

All aspects of the proposal are shown on the plans prepared by Cera Stribley Architects attached to this report.

4 STATUTORY CONTROLS

The following clauses in the Melbourne Planning Scheme require a planning permit for this proposal:

Clause	Permit Trigger
Clause 32.08 – General Residential Zone -	Pursuant to Clause 32.08-4 a permit is required to construct two or more dwellings on a lot. The requirements of Clause 55 apply.
Schedule 2	Schedule 2 to Clause 32.08 to the General Residential Zone does not apply to an application to construct a dwelling or residential building made before the approval date of the planning scheme amendment that introduced this schedule into the planning scheme (being the 27 November 2014).
	The application was lodged on the 30 January 2014, prior to the approval date of the planning scheme. Schedule 2 does not therefore apply to the application; however, the requirements of Clause 55 as they apply to Clause 55.03-2 as in force immediately before the said approval date continue to apply.

5 STRATEGIC FRAMEWORK

5.1 State Planning Policy Framework (SPPF)

The relevant provisions of the SPPF are summarised as follows:

• Clause 11.02 Urban Growth seeks to facilitate the orderly development of urban areas by ensuring sufficient supply of land is available for various uses including residential, and to locate urban growth close to transport corridors and services. This Clause outlines the following strategy which is of particular relevance:

'Planning for growth should consider opportunities for the consolidation, redevelopment and intensification of existing urban areas'.

• Clause 15.01 Urban Design seeks to achieve high quality urban design and architecture that responds positively to local urban character while minimising detrimental impact on neighbouring properties.

- Clause 15.02 Sustainable Development seeks 'to encourage land use and development that is consistent with the efficient use of energy and the minimisation of greenhouse gas emissions.'
- Clause 16.01 Residential Development seeks to provide a range of housing types that are appropriately located and meets community needs.
- Clause 18.02-1 Sustainable personal transport seeks 'to promote the use of sustainable personal transport.

5.2 Local Planning Policy Framework (LPPF)

5.2.1 Municipal Strategic Statement (MSS)

The City of Melbourne's Municipal Strategic Statement (MSS) is contained at Clause 21. The MSS sets out the vision, objectives and strategies for managing land use change. The objectives and strategies for the municipality as a whole are set out under the themes of settlement, environment and landscape, built environment and heritage, housing, economic development, transport and infrastructure. The Local Area section provides more detailed and locally specific information about the strategies.

Clause 21.06 Built Environment and Heritage, includes the following urban design and heritage principles:

- To ensure that the height and scale of development is appropriate to the identified preferred built form character of an area.
- To conserve and enhance places and precincts of identified cultural heritage significance

Clause 21.15-2 recognises that Kensington is a residential area that is undergoing growth and change. It also identifies that Kensington has intact areas of heritage significance. The Clause outlines the following relevant vision for Kensington:

 Maintaining and enhancing residential amenity and the heritage characteristics of the area is a priority.

The Clause outlines the following land use and built form implementation strategies which are of relevance:

- 'Ensure development in residentially zoned areas of Kensington maintains its generally low scale nature of heritage streetscapes and buildings.
- Ensure development in the residentially zoned (stable residential) area of Flemington and Kensington maintains its generally low scale nature of heritage streetscapes and buildings.
- Encourage sympathetic infill redevelopment and extensions that complement the architecture, scale and character of Kensington and Flemington.

5.2.2 Local Policies

Local Planning Policies are set out at Clause 22 of the MPS. The key local policies that are relevant in this assessment are as follows:

Clause 22.05 Heritage Places Outside the Capital City Zone

Clause 22.05 (Heritage places outside the Capital City Zone) seeks to:

• 'Conserve all parts of buildings of historic, social or architectural interest which contribute to the significance, character and appearance of the building, streetscape or area.'

• 'Ensure that new development and the construction or external alteration of buildings make a positive contribution to the built form or amenity of the area and are respectful to the architectural, social or historic character and appearance of the streetscape and the area.'

The policy includes a number of performance standards by which the heritage aspects of planning applications must be assessed. The policy also sets out criteria for assessing applications which seek partial or complete demolition of heritage significant buildings or places.

Clause 22.17 – Urban Design outside the Capital City Zone

The relevant objectives of Clause 22.17 - Urban Design outside the Capital City Zone area:

- To ensure that the scale, siting, massing and bulk of development complements the scale, siting, massing and bulk of adjoining and nearby built form.
- To ensure that the height of buildings relates to the prevailing patterns of height and scale of existing development in the surrounding area.
- To reduce unacceptable bulk in new development.
- To ensure that building design including the use of materials and activities at the ground floor frontages of buildings creates and improves pedestrian interest and engagement.
- To ensure that development includes architecturally integrated building tops.
- To ensure that development uses design and detail to ensure all visible facades (including the rear and sides of buildings) provide a rich and positive contribution to the public realm.
- To ensure that development maintains and enhances traditional street patterns of projecting cornices, and allows projecting balconies and canopies where they follow an existing pattern and/or contribute positively to the public realm.

The Policy includes Performance Standards for the assessment of development applications taking into account the above objectives. Relevant policies are listed below:

Scale:

- The relative size of buildings and their parts be considered in terms of human scale, building scale, subdivision patterns, and building location and alignment.
- The scale of new development is encouraged to respond to the scale of surrounding development both in terms of its overall dimensions and the size of its individual architectural elements.
- In areas where the desire for built form change has been identified, the scale of new development is encouraged to respond to the scale of the emerging preferred new built form.

Context:

- Buildings and works are encouraged to respond to the building and settlement pattern of the surrounding area acknowledging that any development is part of a larger setting and that each setting is different.
- In areas where the desire for built form change has been identified, new buildings and works should consider the potential for other development to occur in the immediate environment and respect the ability for surrounding sites to be at least equally developed.

• An application will be assessed against the qualities of contextual response being scale, building grain, building location and alignment, and heritage.

Building Height:

- The height of new development should respect the existing built form of the immediate surroundings.
- In areas where the desire for built form change has been identified, the height of new development is encouraged to respond to the height of the emerging preferred new built form character.

Building Bulk:

- The massing and design of large new buildings is discouraged from overwhelming the built scale of any important pattern and character of existing built form.
- The articulation of a building's form and surface treatment is encouraged to moderate the apparent bulk by using techniques such as :
 - creating contrast between recessive and projecting elements of a building's various frontages;
 - the apparent subdivision of its street frontages to reflect neighbouring frontage subdivision patterns; and
 - the break-up of a building's overall volume into a number of sub-volumes to modify its perceived size.
- Where these techniques are ineffective, other techniques including dimensional constraints such as setbacks and reshaping of the building form are encouraged.

Visible facades and blank walls:

• The development of a blank building wall along street frontages or that is visible from streets and other public spaces is discouraged.

6 ZONE

The subject site is located in the General Residential Zone – Schedule 2, where a permit is required to construct two or more dwellings on a lot.

Schedule 2 to Clause 32.08 to the General Residential Zone does not apply to an application to construct a dwelling made before the approval date of the planning scheme amendment that introduced this schedule. The requirements of Clause 55 as they apply to Clause 55.03-2 as in force immediately before the said approval date continue to apply.

7 OVERLAYS

The subject site is not currently affected by any overlays.

8 PARTICULAR PROVISIONS

The following particular provision applies to the application:

• Clause 55, Two or More Dwellings on a Lot

9 GENERAL PROVISIONS

The following general provision applies to the application:

• Clause 65, Decision Guidelines, which includes the matters set out in Section 60 of the Planning and Environment Act 1987.

10 PLANNING SCHEME AMENDMENTS

C215 – Kensington Heritage Review

Planning Scheme Amendment C215 proposes to implement the findings of an independent heritage assessment of 570 buildings in Kensington, by changing the Melbourne Planning Scheme to:

- Introduce new individual heritage places and heritage precincts;
- Remove one individual place from the heritage overlay;
- Modify existing heritage overlays (such as shifting properties from one precinct to another); and
- Change the existing building and streetscape gradings of existing heritage places.

With respect to the subject site, the proposed amendment seeks to introduce a precinct Heritage Overlay - Schedule 1163 and introduce a Building Grading 'D', and a Streetscape Grading '3' to the dwelling at 35 Barnett Street.

The panel hearing was held on Monday 28 July 2014 and the panel report was released on the 3 September 2014

The report and recommendations were presented to the Future Melbourne Committee (Planning) on the 11 November 2014 who adopted the amendment as proposed and resolved to forward this to the Minister for Planning for approval.

As such the Planning Scheme Amendment is considered to be a seriously entertained planning document.

Pursuant to the proposed planning scheme amendment a permit would be required for demolition, a permit would also be required to construct a building or carry out works.

Amendment C179 - New Residential Zones

Amendment C179 (New Residential Zones) was incorporated into the planning scheme on the 27 November 2014. The amendment introduced new residential zones into the Planning Scheme and rezoned the subject site to General Residential Zone – Schedule 2.

The purposes of the General Residential Zone are to encourage development that respects neighbourhood character and provide a diversity of housing types and moderate housing growth in locations offering good access to services and transport.

Schedule 2 to Clause 32.08 (General Residential Zone) also introduced a mandatory maximum 8 metre height control over parts of Kensington including the subject site.

On the 21 January 2015 the Minister for Planning approved Amendment C260 to the Melbourne Planning Scheme to include transitional provisions to the General Residential Zone. The effect of the transitional provisions is that the new residential zones do not apply to an application made before the approval date of the planning scheme amendment.

As the application was lodged prior to the approval date of the planning scheme, the new residential zones do not therefore apply to the application and a permit may be issued for the proposed development, subject to addressing the key issues, discussed below.

11 PUBLIC NOTIFICATION

It was determined that the proposal may result in material detriment therefore Council gave notice of the proposal by ordinary mail to the owners and occupiers of surrounding properties and directed that the applicant give notice of the proposal by posting three notices on the site for a 14 day period, in accordance with Section 52 of the *Planning and Environment Act 1987*.

12 OBJECTIONS

The application received thirty objections raising the following concerns (summarised):

- General building bulk and form impacts particularly as it is believed that the proposed three storey building will dwarf nearby one storey dwellings.
- Development will be out of character with existing streetscape as there are no other thee storey buildings within the vicinity of the site.
- The proposed development is an overdevelopment of the site.
- The proposed extension will create excessive visual bulk when viewed from neighbouring properties.
- The proposed development will result in an unacceptable increase in overshadowing of adjoining private open space.
- The proposed development will result in overlooking and loss of privacy.
- Noise specifically relating to any proposed air-conditioning units (or other such services), car parking venting units and vehicle traffic to and from the site and use of the roof top terraces.

13 CONSULTATION

Following advertising of the application, a consultation meeting was held on 15 October 2014, to which all interested parties were invited.

Nine residents from neighbouring properties attended as well as the permit applicant and architect.

At the meeting the residents generally commented that they do not oppose redevelopment of the site but object to inappropriate built form and were concerned with respect to both the impact on the character of the area and in terms of loss of amenity. In particular the following matters were discussed:

- Loss of daylight to windows, skylights and private open space at the adjoining properties.
- The height of the development is inconsistent with the prevailing neighbourhood character and lack of transition to the adjoining properties.
- Inconsistency with the heritage character of the area
- Overlooking and loss of privacy to habitable windows and private open space

After the consultation meeting the planning officer met a number of individual objectors on site, to get a more comprehensive understanding of their concerns.

13.1 Internal

The application was referred to the following internal departments which comments summarised

13.1.1 Urban Design

Building Height and Bulk:

The volumetric massing of the forms is considered to be a generally successful design concept given the upper level bays will visually read as three forms, separate in presentation to the building base. This design approach whilst supported in principle requires both a highly resolved architectural handling of detail design and a high quality palette of materials if the built form result is to be successful.

The building is setback (of 4.0 metres) is supported and mediates the additional building height relative to the adjacent residential properties to the immediate north and south. This change would also have the added benefit of increasing the area of deep soil zone at the property edge fronting Barnett Street.

The proposed building height of three storeys is supported given the upper level setbacks from Barnett Street.

Facade Presentation:

The simplicity of the architectural expression is commended as it draws upon the proportions of surrounding building forms in a meaningful manner.

Materials/finishes:

Urban Design recommend that a physical finishes board be submitted and suggest that a raked mortar joint to all ground level brickwork and/or use of recycled bricks be considered to create a play of light and shade across the walls and achieve a more textured finish. It is assumed that all glass shown on the drawings will be clear glass.

The fence height and treatment proposed along the extent of Barnett Street is considered problematic as the fence height and design are not contextually responsive to the site surrounds. Urban Design deferred to The Safer by Design Guidelines Victoria, and recommended a maximum fence height of 1.2m (as measured from natural ground level).

Urban design also suggested a landscaping plan be submitted for review by the Landscape Design Team. Fence heights, their locations, details and materials should be indicated clearly along with areas of paving and grass etc.

A full copy of the Urban Design Referral is included at Appendix 1.

• Engineering Services

The City of Melbourne's Engineering Department made a number of recommendations which were addressed by the amended plans.

Engineering Services accepts that visitor parking could be accommodated on-street.

Notwithstanding the above, should a permit be issued for the development as currently proposed, future occupants, employees and their visitors would not be eligible for resident parking permits, nor will existing parking restrictions be changed to suit their parking requirements.

A full copy of the Engineering referral is included at Appendix 2.

• Heritage

The existing building at number 35 Barnett Street is typical of the proposed heritage place. It is defined as a contributory building within the heritage review undertaken for the Amendment C215. Demolition is not consistent with the local heritage provisions at Clause 22.05 or with the Purpose of the Heritage Overlay at Clause 43.01.

Demolition would not "conserve and enhance those elements which contribute to the significance of heritage places."

The proposed demolition of number 37 - 39 is appropriate provided the replacement development is consistent with the Purpose in Clause 43.01 to "enhance the heritage place".

A full copy of the Heritage referral is included at Appendix 3.

13.2 External

The application was not required to be externally referred.

14 ASSESSMENT

The application seeks approval to demolish the existing dwellings and construct a part two/part three storey residential building comprising five townhouses and new vehicle crossovers.

On balance, there is strategic justification for medium density development of this site as it is within a zone which supports residential use, the lot is of a size which is suitable for medium density residential development and the site is well serviced by retail and transport services.

This strategic and policy support must however be considered having regard to the specific context of the site, the surrounding built form, the amenity of nearby properties and the design detail of the proposal itself.

Having regard to Clause 65 and the various relevant policies of the Melbourne Planning Scheme the key planning considerations pertinent to this application are as follows:

- Whether the removal of the buildings would adversely impact on the significance of the proposed heritage place (Barnett Street South Precinct)
- Whether the proposed development is compatible with the existing scale and character of adjoining buildings and the proposed heritage place.
- Whether the proposal would negatively impact on the amenity of immediately adjoining properties with regard to Clause 55 matters.

The following sections address these key issues in more detail.

14.1 Demolition

The dwelling at 37 Barnett Street is not graded or contributory to the heritage place and the removal of this building is considered appropriate.

The dwelling at 35 Barnett Street, however, is considered typical of the proposed heritage place and is defined as a contributory building within the heritage review undertaken for the Amendment C215.

There is a general presumption in the planning scheme in favour of the conservation of heritage buildings, therefore, before deciding on an application for demolition of a graded building the responsible authority is required to consider as appropriate:

- The degree of its significance.
- The character and appearance of the building or works and its contribution to the architectural, social or historic character and appearance of the streetscape and the area.
- Whether the demolition or removal of any part of the building contributes to the long term conservation of the significant fabric of that building.

• Whether the demolition or removal is justified for the development of land or the alteration of, or addition to, a building.

The removal of this dwelling is required to facilitate development in the manner proposed and, on balance; the removal of the dwelling is considered appropriate for the following reasons:

- Although the Planning Scheme Amendment C215 has been through a panel process it has not yet been gazetted into the Planning Scheme and is still a proposal at the time of writing this report. A planning permit is not therefore required to demolish the building as at the time of writing this report.
- The existing dwelling has been altered over time and the austere detailing is not consistent with the ornate historic styles of other buildings in the street.
- Removal the dwelling allows the new development to be set further back from the neighbouring boundaries than might otherwise be expected, thereby reducing potential amenity impacts.
- The development facilitates the removal of the non-contributory dwelling at 37 Barnett Street, which significantly detracts from the character and appearance of the proposed heritage place.
- The replacement building has been thoughtfully designed, is considered to meet the intent of heritage policy and will integrate well into the character of the area (as discussed further below).

Overall, it is considered that the dwelling at 35 Barnett Street is of low individual value and not critical to the significance of the streetscape as a whole. The demolition of this building will not significantly compromise the ability to understand the heritage significance of the proposed Barnett Street South Residential Precinct. Its removal is therefore supported on balance.

14.2 Built form and design

One of the principal issues in this application is the appropriateness of the built form having regard to the site context and the relevant planning controls affecting the land. This issue was raised by a number of the objectors.

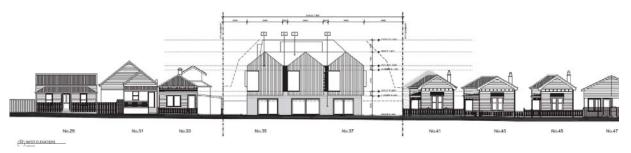
The heritage advisor initially raised concerns with respect to the height and scale of the building, the street setback of the uppermost level and of the cantilevered first floor, and with the rhythm of the ground floor. The heritage advisor also raised concerns about the prominence of car parking.

In assessing the design response against the provisions of the proposed Heritage Overlay and the City of Melbourne's Heritage Policy at Clause 22.05, the following is noted:

- The proposed development is unashamedly modern. A range of appropriate contemporary materials and finishes have been employed that ensure that the proposal integrates well with the eclectic residential character of Barnett Street, noting that the site is located at the northern edge of the proposed Heritage Overlay and that a number of more recent infill developments are apparent in the immediate area.
- The form and external 'language' of the facade are intended to visually differentiate between the front component of the building and the upper level to the rear, and assists in emphasising the primacy of the frontage and its relationship to the adjoining dwellings. The design of the façade and the roof profile of the proposed building also take cues from several other styles of buildings scattered along Barnett Street and is therefore appropriate.

- The front wall of the development is setback approximately 4.0 metres from Barnett Street. The setback mediates the additional building height relative to the adjacent residential properties to the immediate north and south (i.e. the front of the veranda at 33 Barnett Street is setback 1.6 metres from the street and the front wall of the dwelling at 41 Barnett Street is setback 2.5 metres from the street). This setback directly responds to the concern raised by the heritage advisor.
- Although the two storey built form (fronting Barnett Street) will be higher than many of the single fronted dwellings further to the south of the site, the juxtaposition of double and single storey dwellings is not atypical in the proposed heritage area and it is a site condition which exists in the immediate context of this site. The transition in height between the proposed development and the adjoining dwellings is therefore considered to be appropriate (refer to Figure 3 below) and is considered respect the low scale nature of the surrounding area.

FIGURE 3: STREETSCAPE ELEVATION



- The second floor level is setback approximately 8.8 metres behind the front wall of the development, or 12.8 metres from the frontage. Whilst the second floor level will be visible at an oblique angle from the street (by virtue of the generous side setbacks), it will be very recessive and maintain the appearance of two storey development to the street. This responds to the particular concern regarding the height of the building raised by the heritage advisor.
- The relationship between the proposed development and the existing Victorian dwelling to the south will be appropriate. The second floor level has also been carefully crafted to enable the bulk of the second floor to be located toward the centre of the site.
- The sloping roofs and the stepped form of the uppermost level provides positive visual interest while also minimising the extent of bulk perceived when viewed from the adjoining properties.
- The intensity of the development on the site in terms of site coverage at 58%, meets the measurable standard of Clause 55, and is reasonable having regard to the context of the site particularly when compared to the existing high site coverage of the dwellings on sites in close proximity.
- There are opportunities for new vegetation to be planted on the site, including the front yard, to maintain and enhance the landscape setting of the area.
- The concern raised by the heritage advisor with respect to the rhythm of the buildings related only to the ground floor. This is however not a prominent component of the development (being setback behind the first floor). The upper levels reflect the rhythm of dwellings along Barnett Street – which was supported by the heritage advisor.
- The heritage advisors concerns regarding the prominence of parking are considered to be overstated. The car parking is predominantly located along the

southern (side) elevation of the building and setback 9m from the front property boundary, and this is also set in half a metre from the side wall of dwelling 1. These are not prominent within the streetscape and will only be visible on the oblique for a very short section of Barnett Street. This is not prominent. The car space within the northern side setback is an existing car space and immediately abuts an existing garage on the adjoining property. This car space is not covered and is not considered to detract from the heritage place.

Having regard to the very mixed character of Barnett Street, it is considered that the height and design of the proposed development is respectful of the adjacent buildings and the area.

It is also considered that as one moves to vantage points further away from the subject site, the development would be either screened from view or seen against a backdrop of the adjoining development and landforms or at such a distance that the building reduces the comparative scale within the broader landscape.

Overall the proposal is considered to be a positive heritage response that will respect the heritage significance of the precinct. The contemporary architectural styling of the proposed development and the interpretive design response meets the intent of heritage policy and will integrate well into the character of the area.

14.3 Potential amenity impacts

The subject land has direct interfaces with five properties. An assessment of many of the key amenity issues relies on a detailed appreciation of the nature of development on those properties, which are developed for residential purposes.

The application has endeavoured to meet the standard of Rescode in relation to overlooking, overshadowing and bulk to adjoining properties to the north, south and east.

The application has been assessed against the provisions of Clause 55, where most were found to be either satisfied or not applicable.

Matters of particular interest to adjoining residents are set out below.

14.3.1 Side and rear setbacks

The proposal easily achieves technical compliance with the standard in relation to side and rear setbacks as detailed on drawings TP06 and TP07. If a proposal meets the numerical standard it is deemed to meet the objective of the clause.

14.3.2 Building Height

This standard requires that the maximum height of buildings do not exceed nine metres. The maximum height of the building is 9.45 metres, which exceeds the maximum height requirement by 450mm.

It is noted, however, that the majority of the building is less than eight metres high and it is only that the second floor level that achieves this height. This level has been carefully crafted to enable the bulk of the second floor to be located toward the centre of the site. The sloping roofs and the stepped form of the uppermost level also minimise the extent of bulk perceived when viewed from the adjoining properties. A variation to the standard is therefore acceptable in this instance.

It is considered that the proposal meets the relevant objective.

14.3.3 Site Coverage

A key concern raised by the objectors is that the proposed development results in an overdevelopment of the site. This standard states that the site coverage should not

exceed 60% unless it respects the existing neighbourhood character and responds to the features of the site.

It is outlined in the town planning report that the proposed dwellings will have site coverage of 58% which complies with the standard and therefore meets the objective.

14.3.4 Walls on boundaries

The proposal results in a new wall along the eastern boundary. The proposed wall will run to a total length of 6.21 metres and will be 3.3 metres high.

The standard states that the a new wall constructed on a side or rear boundary should not abut the boundary for a length of more than 10 metres plus 25 per cent of the remaining length of the boundary of an adjoining lot, unless there are existing or simultaneously constructed walls abutting the boundary

The proposed wall will be located adjacent to a single storey outbuilding associated with the dwelling at 64 Collett Street (to the east).

As the proposed wall is less than 10 metres long and constructed adjacent to a simultaneously constructed wall, the proposed wall complies with the standard. The section of wall will not, therefore, be visually intrusive when viewed from adjoining properties.

14.3.5 Daylight to existing dwellings

The proposed development will allow adequate daylight into existing habitable room windows and complies with the numerical requirement of Standard B19 and therefore meets the objective.

14.3.6 Overshadowing

Standard B21 states that where sunlight to the secluded private open space of an existing dwelling is reduced, at least 75 per cent, or 40 square metres with minimum dimension of 3 metres, whichever is the lesser area, of the secluded private open space should receive a minimum of five hours of sunlight between 9 am and 3 pm on 22 September.

Overshadowing of the private open spaces of adjoining properties has generally been addressed by the proposed siting of the building. For the most part of the day overshadowing of existing areas of private open space is not increased until after 3pm.

There is a minor increase in the extent of overshadowing of the private open space for the property at 66 Collett Street at 2pm, however, more than 40sqm of the open space will still receive sunlight at this time.

The proposal therefore complies with the standard in relation to overshadowing and meets the relevant objective.

14.3.7 Overlooking

A range of devices including timber screening, translucent glass, solid walls and setbacks are provided in almost all locations where there is the potential for overlooking from open space or windows within nine metres of neighbouring private open space or windows.

Evidence of this is provided by the analysis of potential overlooking and the response documented in Drawing TP08.

There are several points where screening has not been provided that is within nine metres of neighbouring open space or windows – namely the eastern elevation of the second floor apartments. Should a permit issue a condition would be recommended

requiring screening to these balconies/windows to achieve compliance with Standard B14.

Subject to this condition, the issue of overlooking can be effectively managed in a challenging environment where separation distance was not going to be a universally applicable tool.

14.3.8 Energy Efficiency

The proposed dwellings seek to make the most of the northern sunlight and ventilation by being orientated on a north-south axis and by providing cross flow ventilation.

It is noted that a north facing private open space is proposed for the dwellings which will be located adjacent to the northern boundary of the site. This complies with the standard.

The solar access of adjoining dwellings is not unreasonably reduced.

14.3.9 Infrastructure

All adequate services such as drainage, sewerage, gas, electricity etc will be available to the site. This will not impact on the existing utility services provided in the surrounding area.

14.3.10 Noise impacts

It is reasonable to accept that the use of the land as a residential building would probably result in more "people" noise being heard when compared to the previous single dwellings, however, hearing "people" noise within a residential environment does not represent an unacceptable impact on amenity. The potential for music and parties exists in any residential situation.

It is therefore likely that there will be an increase in people living on the site and a greater concentration of people on it compared to surrounding properties. It is also expected that from time to time noise from neighbours will be heard, particularly from the roof top terraces.

This, however, is not considered to give rise to unreasonable impacts on the amenity of adjoining properties, particularly in the context of the residential zone.

14.4 Car parking provision, access and layout

14.4.1 Parking provision

General parking policy and requirements are specified in Clause 52.06 of the Melbourne Planning Scheme. The car parking rates for a dwelling are as follows:

- One resident space per one and two-bedroom apartments;
- Two resident spaces per three-bedroom apartments;
- One visitor space for five dwellings.

The proposal does not comply with this as it seeks to provide one car space per dwelling, three of which contain three bedrooms.

The site has excellent access to public transport, including Kensington Rail Station, approximately 300 metres to the southwest and Route 57 Tram line at the end of Barnett Street to the north of the site.

Given the proximity of the site to public transport services and the central city, it is considered that the number of car and bicycle parking spaces provided on site is sufficient. ESG support this view subject to a note advising that no on-street parking permits will be issued to residents of the development.

Taking the above into account, the proposed on-site parking provision will accommodate the expected resident parking demands of the proposed apartments and is not expected to create adverse traffic or parking impacts within the vicinity of the site.

14.4.2 Access

Vehicular access to the site is proposed to be provided from Barnett Street via an existing crossover and a new crossover, which is proposed at the southern end of the site's frontage.

This arrangement is considered to be acceptable by City of Melbourne's Engineering Services. The proposed crossover will occupy a total of 7.2m of the 22.38m frontage. This does not exceed 33% and complies with the standard.

The construction of the crossovers will not result in the loss of any on-street parking spaces.

14.4.3 Location

Four of the car parking spaces will be provided in garages with direct access internally to the dwelling.

The fifth car parking space for dwelling one is proposed to be constructed adjacent to the northern boundary will be provided in the front yard. The entry to the dwelling from this car parking space is convenient.

The location of these parking spaces is considered acceptable.

14.5 Conclusion

In summary, the proposed development is considered to fit in with the eclectic character found in the surrounding streetscape. The modern townhouses have been appropriately designed taking advantage of the site's size and location and providing reasonable internal amenity. Subject to screens being constructed to prevent overlooking, the proposal will have no unreasonable impact on the amenity of the surrounding residents.

15 **RECOMMENDATION**

That a Notice of Decision to Grant a Permit be issued subject to the following conditions:

- 1. Prior to the commencement of the development including any demolition, bulk excavation, construction of carry out of works on the land, two copies of plans, drawn to scale must be submitted to the Responsible Authority generally in accordance with the plans received 26 August 2014 but amended to show:
 - a) The reinstatement of the redundant vehicle crossing on Barnett Street.
 - a) Construction of screens on the upper level bedroom windows on the rear eastern elevation to prevent any unreasonable overlooking to the adjoining properties in accordance with the requirements of Clause 55.04-6 of the Melbourne Planning Scheme.

- b) Details of the screens proposed between the decks on the southern elevation to prevent overlooking of the skylight to 41 Barnett Street. These screens must be designed to prevent any unreasonable overlooking in accordance with the requirements of Clause 55.04-6 of the Melbourne Planning Scheme.
- c) Details of the proposed front fence to Barnett Street, to a scale of 1 to 25.

These amended plans must be to the satisfaction of the Responsible Authority and when approved shall be the endorsed plans of this permit

- 2. The development as shown on the endorsed plans must not be altered or modified without the prior written consent of the Responsible Authority.
- 3. Prior to the commencement of the development excluding any demolition, bulk excavation, construction or carrying out of works, a detailed landscape plan prepared by a suitably qualified landscape architect must be submitted and approved by the Responsible Authority. This plan must include:
 - a) A schedule of all soft and hard landscaping and treatments.
 - b) Urban design elements including, but not limited to, paving, lighting, seating and public art, and clear demarkation of public realm and private spaces, including arrangements for pedestrian, bicycle and vehicluar circulation.
 - c) How the project responds to water sensitive urban design principles, including how storm water will be mitigated, captured, cleaned and stored for on site use and the location and type of irrigation systems to be used including the location of any rainwater tanks to be used for irrigation.
 - d) Position, type and spread of all trees on the site and a schedule detailing the size and physical condition of each tree and, where appropriate, the steps to be taken to retain the trees in a satisfactory condition together with details of any proposals for the felling, topping or lopping of any tree.
 - e) Planting schedule of all proposed trees, shrubs and ground covers, including botanical names, common names, pot sizes, sizes at maturity, and quantities of each plant.
 - Details of surface finishes of retaining walls, pathways and driveways.

This landscape plan must be to the satisfaction of the Responsible Authority and when approved shall form a part of the endorsed plans of this permit.

- 4. A schedule and samples of all external materials, colours and finishes must be submitted to the satisfaction of the Responsible Authority prior to the commencement of the development. The schedule must show the materials, colours and finishes of all external walls, roof, fascias, window frames, glazing types, doors, balustrades, fences and paving, (including car park surfacing), outbuildings and structures.
- 5. No architectural features, plant and equipment or services other than those shown on the endorsed plans are permitted above roof level, unless with the prior written consent of the Responsible Authority.

- 6. Prior to the occupation of the buildings, street numbering of the dwellings must be displayed on the dwellings to the satisfaction of the Responsible Authority.
- 7. All service pipes, apart from roof down pipes, must be concealed from the view of a person at ground level within common areas, public thoroughfares and adjoining properties to the satisfaction of the Responsible Authority.
- 8. All building plant and equipment on the roofs, common areas and public through fares must be concealed from the view of a person at ground level within common areas, public thoroughfares and adjoining properties to the satisfaction of the Responsible Authority.
- 9. Prior to the commencement of the development, an Environmental Sustainable Development (ESD) assessment must be submitted detailing how the proposal will achieve a 1 point for Wat-1 credit under a current version of the Green Building Council of Australia's Green Star – Multi Unit Residential rating tool or equivalent.
- 10. Prior to the commencement of the development, a stormwater drainage system incorporating integrated water management design principles must be submitted to, and approved, by the Responsible Authority Manager Engineering Services. This system must be constructed prior to the occupation of the development and provision made to connect this system to the City of Melbourne's stormwater drainage system.
- 11. Prior to the commencement of the development including demolition and carrying out of works on the land titles must be consolidated, to the satisfaction of the Responsible Authority.
- 12. All garbage and other waste material must be stored in an area set aside for such purpose to the satisfaction of the Responsible Authority.
- 13. No garbage bin or waste materials generated by the permitted use may be deposited or stored outside the site and bins must be returned to the garbage storage area as soon as practical after garbage collection, to the satisfaction of the Responsible Authority Engineering Services.
- 14. This permit will expire if one of the following circumstances applies:
 - a. The development is not started within two years of the date of this permit.
 - b. The development is not completed within four years of the date of this permit.

The Responsible Authority may extend the permit if a request is made in writing before the permit expires, or within six months afterwards. The Responsible Authority may extend the time for completion of the development if a request is made in writing within 12 months after the permit expires and the development started lawfully before the permit expired.

Notes:

1. 'Council will not change the on-street parking restrictions to accommodate the servicing/delivery/parking needs of this development, as the restrictions are designed to cater for a number of other competing demands & access requirements. As per Council's policy, new developments in this area that increase the density of residential development on the site are not entitled to resident parking permits. Therefore, the residents who will occupy this development will not be eligible to receive parking permits & will not be exempt from any on-street parking restrictions.'

URBAN DESIGN



COMMENTS

Date	17 July 2014							
То	Principal Officer Development Planning Attention: Blair Mather							
From	Urban Design							
	Attention: Marie Claire O'Hare, Urban Design							
Subject	Proposed 3-storey residential development at 35-39 Barnett Street, Kensington.							
File	TP2014-41							
History	No previous pre-application meetings attended by Urban Design							

We refer to your request for urban design advice regarding the afore-mentioned application and offer the following comments:

- 1. **Documentation:** Drawing set prepared by Cera Stribley (CoM Stamp date 11 June 2014).
- 2. **General Information:** There are two existing single storey residential buildings within the consolidated site which are proposed to be demolished and replaced with a 3-storey residential building.
- 3. **Planning Context:** General Residential Zone, Clause 22.17 (Urban Design Outside of the Capitol City Zone) & Heritage Grade D listed building/Streetscape 3.
- 4. Building Height and Bulk:

Appendix 1 – Urban Design Referral

With regard to building height and bulk we offer the following inter-related comments they are:

- We consider the volumetric massing of the forms to be a generally successful design concept given the upper level bays will visually read as three forms, separate in presentation to the building base. This design approach whilst supported in principle requires both a highly resolved architectural handling of detail design and a high quality palette of materials if the built form result is to be successful.
- Whilst it is understood that the intent is to reduce building bulk through the articulation of mass, we note that the front western elevation does not fully illustrate the entire extent of the building height. We therefore recommend that all building elevations be updated to clearly show all building edges and heights.
- The building is setback is shown as 2.83m from the main western elevation (Refer to drawing TP.02). We are of the opinion that an extended building setback of 4m would be more successful in mediating the additional building height relative to the adjacent residential properties to the immediate north and south. This change would also have the added benefit of increasing the area of deep soil zone at the property edge fronting Barnett Street.
- We could potentially offer support for the proposed building height of three storeys subject the comments above and our review of perspective images to illustrate the building bulk in context. We recommend that oblique views of the building (as approached as a pedestrian) from both the northeast and northwest be submitted by the Applicant to clarify the extent of upper level building form that will be visible from the public realm.
- **5. Facade Presentation:** With respect to façade design and presentation we offer the following inter-related comments. They are:
 - We commend the simplicity of the architectural expression which draws upon the proportions of surrounding building forms in what we consider to be a meaningful manner. As stated previously, we note that all façades should be of a high quality design and finish if this building is to be considered contributory in this setting.
 - In addition please refer to refer to the second dot point under item 2.
- 6. Materials/finishes: We recommend that a physical finishes board be submitted and suggest that a raked mortar joint to all ground level brickwork and/or use of recycled bricks be considered to create a play of light and shade across the walls and achieve a more textured finish. It is assumed that all glass shown on the drawings will be clear glass.
- 7. Pedestrian Safety: We note that all building entry points should be well lit and we consider this an opportunity for the Applicant to 'design in' a variety of light types to enhance the presentation of the building. We note that the recessed entry doors adjacent to the garages could potentially offer opportunities for entrapment. We recommend that all recessed entry doorways are revised to be 'wider than they are deeper' to avoid this issue and offer views into and out of the building for safer pedestrian access.

Appendix 1 – Urban Design Referral

The fence height and treatment proposed along the extent of Barnett Street is considered problematic as the fence height and design are not contextually responsive to the site surrounds. We defer to The Safer by Design Guidelines Victoria, and recommend a maximum fence height of 1.2m (as measured from natural ground level).

8. Landscaping: Further to the comments above regarding the increased building setback from Barnett Street we suggest that the additional setback can cater to an increased area of deep soil planting to reinforce and enhance the existing landscape character. There is also potential for some softening of the parking area with new planting if accommodated along the extent of the southern site boundary.

We suggest a landscaping plan be submitted for review by our colleagues in the Landscape Design Team. Fence heights, their locations, details and materials should be indicated clearly along with areas of paving and grass etc. The objective of this recommendation is to encourage landscaping design and features to be considered as part of the site context particularly given the leafy green character of the neighbourhood.

- 9. Bin Storage/ Bike and Car Parking: It is noteworthy that if all parking and bins were consolidated within a single communal area, in addition to an improved efficiency of space this change would also have the benefit of removing the single parking space and the corresponding crossover at the northeast corner of the site. From an urban design perspective, we would be supportive of a reduced car parking capacity at this site given the proximity of the property to Kensington Train Station.
- 10. **Environmental Sustainability:** We recommend that the applicant explore opportunities for environmental initiatives at this early design stage, so that they can be fully integrated into the design. Any effort to incorporate landscaping planting on the roof or facade greening and zero waste etc, would be favourably received.

Please note that our comments are limited to urban design issues, and do not address heritage or amenity issues for example.

We appreciate the opportunity to provide advice and subject to compliance with the recommendations above we could potentially offer support for this application in the future.

Please contact me should you require further information.

Marie Claire O'Hare (Urban Design Ext: 9652.)

MEMORANDUM

Date	17 July 2014	ALC .
То	Blair Mather	CITY OF MEL
	Development Planning	
From	Andrew Cron	
	Acting Principal Engineer - Traffic Engineering	
Subject	35-39 BARNETT STREET, KENSINGTON	
	DEMOLITION OF EXISTING DWELLING AND PROPO	SAL

BOURNE

Reference is made to your memorandum dated 23 June 2014 regarding the above planning application. Engineering Services has reviewed the following documents:

FOR 6 TOWNHOUSES

Document	Reference	Prepared By
Architectural Drawings	Dated: 05/06/2014	Cera Stribley Architects
Traffic Engineering	Dated: 28/05/2014	Partie Consultante DiscLad
Assessment	Ref No: 12034]et01	Ratio Consultants Pty Ltd
Planning Permit Application	Dated: June 2014	Glossop Town Planning

and an assessment provided by our consultant Cardno and provides the following comments.

General

The subject site is located at 35-39 Barnett Street, (between Smith and Robertson Streets) which is situated within a General Residential Zone (GRZ) of the Melbourne Planning Scheme.

The site is rectangular in shape with a frontage to Barnett Street to the west. It is bordered by a single storey residential lot to the north and south. Land use within the vicinity of the site is predominantly residential, with industrial uses located further east of the site.

The subject site is currently occupied by two single storey residential dwellings with vehicle access to Barnett Street provided for each dwelling via two separate crossovers.

Barnett Street is a local road oriented generally north-south from Parson Street in the north to Macaulay Road in the south. In the vicinity of the site, Barnett Street provides a single lane of traffic and kerbside parking in each direction that is unrestricted. In the order of 3 on-street parking spaces are accommodated along the site's existing frontage.

Public transport servicing the site includes tram route 57 operating along Racecourse Road to the north and the 402 bus route operating along Macaulay Road to the south. The Kensington Railway Station and Macaulay Railway Station are located approximately 290 metres south-west and 450 metres south-east of the site, respectively.

Proposal

The proposal seeks to demolish the existing buildings on the site and construct six semi-attached residential townhouse dwellings. A summary of the proposal, as shown in the architectural plans, is as follows:

Use	Inventory
2 Bedroom	3 dwellings
3 Bedroom	3 dwellings
On-site Car Parking	5 Spaces
On-site Scooter Parking	1 Space

The Traffic Impact Assessment prepared by Ratio Consultants assesses the proposal based on the provision of 2 two-bedroom apartments and 4 three-bedroom apartments. However the architectural plans in fact show 3 two-bedroom apartments and 3 three-bedroom apartments. The following assessment has been based on the apartment numbers shown on the plans, as detailed above.

A total of 5 car parking spaces are to be provided for the development. One car space is accessed directly from Barnett Street via the existing northernmost crossover. Four garages, comprised of a single car space each, and a scooter space, are proposed to be accessed from a shared driveway via a new crossover to Barnett Street, along the site's southern boundary. The redundant crossover is proposed to be reinstated as kerb and channel.

The two bedroom dwelling at the rear of the site is proposed without an allocated car park. No visitor parking is proposed.

A Traffic Impact Assessment letter has been prepared by Ratio Consultants to accompany the application.

Car Parking Requirements

As the proposal is located within a General Residential Zone, the provision of on-site car parking is prescribed under Clause 52.06 of the Melbourne Planning Scheme.

Clause 52.06 of the Melbourne Planning Scheme states the following statutory requirements:

- l resident car space to each one or two bedroom dwelling; plus
- 2 resident car spaces to each three of more bedroom dwelling (with studios that are separate counted as a bedroom); plus
- l visitor space to every 5 dwellings for developments of 5 or more dwellings.

Based on the above, the proposed development has a requirement to provide 10 spaces, comprising 9 spaces for residents and 1 space for visitors.

The proposed provision of 5 car spaces does not meet this requirement and as such a permit has been sought to reduce this requirement.

An empirical assessment has been provided by Ratio Consultants based on a total of 2 two bedroom apartments and 4 three bedroom apartments. It is noted that this assessment does not reflect the proposed number of dwellings; comprising 3 two-bedroom and 3 three-bedroom apartments, indicated in the architectural drawings. The following assessment is based on the dwelling numbers shown in the architectural drawings, noting the methodology adopted by Ratio Consultants.

Resident Parking

The proposal includes the provision of 1 car space for each of the three bedroom dwellings and 1 car space for two of the two bedroom dwellings. The third twobedroom dwelling is proposed with a garaged scooter/motorcycle space.

This represents a resident parking shortfall of 1 car space for each of the three bedroom dwellings and 1 car space for one of the two-bedroom dwellings under the Planning Scheme rates.

Ratio Consultants provide justification within their letter to address the proposed resident shortage. Ratio Consultants has referenced ABS 2011 Census of Population and Housing data which indicates that the average car ownership for two-bedroom and three-bedroom dwellings in the Kensington suburb area is 1.11 and 1.58 respectively. The data also suggests that within the Kensington suburb, 17% of two bedroom dwellings do not own a car and 43% of three-bedroom dwellings own only one car.

Ratio Consultants suggest that a reduced supply of parking for both residents and visitors is acceptable based on:

- the quoted ABS rates and data;
- on-street parking availabilities for visitors; and
- excellent access to public transport and bicycle facilities.

It is noted that if the average ABS car ownership rates were applied to the proposal, there would be an average demand for 3 spaces for the two bedroom apartments and 5 spaces for the three bedroom apartments. This would indicate an average resident demand for up to 3 spaces more than what is currently proposed.

Engineering Services Consultant Cardno has reviewed the ABS 2011 Census of Population and Housing car ownership data for the City of Melbourne, particularly for "semi-detached, row/terrace or townhouse dwellings" and notes similar rates to those quoted by Ratio for the Kensington suburb area.

Whilst it is acknowledged that there is excellent public transport accessibility and good access to bicycle and pedestrian facilities in the area surrounding the site, the unrestricted nature of on-street parking in the vicinity of the site and the ABS data do not necessarily support a reduction in on-site parking for residents.

Reduced resident parking demands are generally constrained by heavily restricted onstreet parking surrounding the proposal which actively discourages and restricts residents from owning a vehicle (or in the case of these three bedroom apartments – a second vehicle) because they do not have the opportunity to utilise long term parking in the area.

It is therefore likely that due to the reduced on-site provisions and availability of long term parking in the area, there may be some on-street parking demands generated by residents. Existing on-street parking in the area is generally unrestricted and, based on the car parking surveys undertaken by Ratio Consultants, there is a reasonable amount of availability at all times which would be able to cater for this potential long term demand.

It is noted that the decision guidelines within Clause 52.06 include consideration of "on street parking in residential zones in the locality of the land that is intended to be for residential use" and therefore the decision guidelines do not preclude the use of on-street parking in residential areas for residents.

Notwithstanding, it is understood that Council are currently taking steps in the area surrounding this site to provide resident parking restrictions in the near future. As this area is currently part of Zone 8 for Resident Permits, any increase in residential

density automatically removes any entitlement for resident parking permits. The development as proposed would therefore not be eligible for parking permits.

It should be noted that if a permit was issued for the development, Council will not change the on-street parking restrictions to accommodate the access, servicing, and delivery or parking needs of this development and reserves the right to change or introduce restrictions to on-street parking in the future. At such time, the residents who occupy this development would not be eligible to receive parking permits and will not be exempt from any on-street parking restrictions.

Having regard to the above, it is noted that upon review of the proposed site layout, it is not considered that the size or layout of the site would preclude the provision of a single car parking space for the rear two-bedroom dwelling and therefore it is strongly recommended that consideration be given by the applicant to providing the twobedroom dwelling with an on-site car parking space to secure future parking opportunities.

Visitor Parking

The development proposed no on-site visitor parking, which represents a shortfall of one visitor space.

Ratio Consultants undertook car parking surveys in May 2014 in the vicinity of the site (Thursday 22nd May 2014 between 11:00am and 9:00pm and Saturday 24th May 2014 between 11:00am and 4:00pm). A total supply of 376 spaces was identified during the surveys.

The surveys indicated a maximum demand for 146 spaces at 11:00am and 3:00pm on Saturday. This corresponded to 230 available parking spaces during the time of the survey.

The lack of provision of a visitor car parking space is considered acceptable by Engineering Services and can be accommodated on-street.

Bicycle Parking

Clause 52.34 of the Melbourne Planning Scheme does not specify bicycle parking provision requirements for dwellings, or townhouse style developments, generally assuming that bicycle can be stored in the garage required for each dwelling.

The provision of no on-site bicycle spaces is therefore considered acceptable.

Refuse Management

Waste management comments to be provided separately.

Design Considerations

Car Parking Dimensions

The Planning Scheme states that car spaces in garages or carports should be at least 6 metres long and 3.5 metres wide for a single space, measured internally.

Based on scaled drawings, the proposed garages car parking spaces have been provided with a dimension of 3.46 metres wide x 5.95 metres. It is recommended that dimensions be increased slightly to be in accordance with the Planning Scheme dimensions.

The at-grade car parking bay, directly accessed from Barnett Street, has been provided with a minimum dimension of 3.0 metres wide x 6.0 metres long. These dimensions

are in excess of the Planning Scheme car parking spaces requirements, and are considered acceptable.

Elevations shown in architectural drawings indicate a height clearance of 2.0 metres between the driveway and top of the garage door. It is recommended that this clearance be increased to 2.2 metres to meet the requirements of AS/NZS2890.1:2004. Alternatively, the Planning Scheme allows for a building to project into a car space at 2.1m as a minimum.

A further review of elevations indicates a minimum height clearance of 2.2 metres has been provided above parking spaces within the garage, in accordance with the Australian Standard.

Motorcycle Parking Dimensions

The Australian Standard for off street car parking (AS/NZS2890.1) states that motorcycle spaces should be at least 2.5 metres long and 1.2 metres wide for a single space. Based on the scaled drawings, the motorcycle (scooter) parking space proposed for Townhouse 6 is provided with a dimension of 1.2 metres wide x 2.1 metres long.

It is recommended that this scooter/motorcycle space be increased so that it is provided in accordance with the Australian Standard dimensions.

<u>Access</u>

Vehicular access to the at grade car space is proposed via the existing northernmost crossover to Barnett Street. The architectural drawings indicate a total width of 3.0 metres is provided to this space; however the plans show a crossover with an approximate width of 2.4 metres. It is recommended that this crossover be modified to accommodate an access width of 3.0 metres – alternatively, swept paths should be provided to determine the minimum width required for this crossover.

Vehicular access to the garages is proposed via a shared driveway, along the southern boundary of the site, with a minimum width of 4.8 metres, which is in accordance with the Planning Scheme and AS/NZS2890.1:2004 to allow for a single, shared two-way traffic lane. The Traffic Impact Assessment indicates that access to this shared driveway is proposed via a new crossover to Barnett Street. It is noted that the architectural drawings do not illustrate the location of the proposed crossover. It is requested that additional information be provided regarding the proposed location of the new crossover.

A review of the swept path analysis prepared by Ratio Consultants for the movements to and from the garage car spaces is considered acceptable.

It is noted that the location and width of the new crossover may impact on the total length along the site's frontage available for on-street parking. The crossover should be located and designed to reduce the impact to on-street parking provisions where possible.

Pedestrian Sight Lines

Reference to the Traffic Impact Assessment prepared by Ratio Consultants indicates that sight triangles in accordance with Design Standard 1 of Clause 52.06 of the Planning Scheme are provided at the northern and southern crossovers. However, it is unclear from the architectural plans that the appropriate sight triangle of 2.0m x 2.5m is provided, particularly as fences existing on both the northern and southern boundary of the site and the actual design of the crossovers are not shown.

It is recommended that plans be modified to show the sight triangle required for both crossovers, provided in accordance with the Design Standard 1 of Clause 52.06 of the Planning Scheme.

Traffic Generation

No assessment of the generated traffic and its distribution has been made for the proposed residential development.

However, the traffic associated with the six dwellings, comprised of 5 car spaces, is expected to be a negligible increase in comparison to the existing use of the site, and therefore it will not have a significant impact on the operation of the surrounding road network.

Engineering Services considers that the foregoing matters should be addressed prior to the issue of a permit.

If you have any queries in relation to the foregoing traffic comments please contact Ms Veronica Skrzyniarz on extension 9848.

Andrew Cron Acting Principal Engineer – Traffic Engineering

Telephone 9658 8562 Facsimile 9658 8886

Docs #8628140 SR2665347

Heritage Assessment 35-39 Barnett Street Kensington TP-2014-41

Proposed Heritage Overlay HO1163 under amendment C215

Proposed Grade of number 35 - D, Level 3 streetscape.

Number 37-39 not proposed to be graded.

Adjoining Graded Buildings

33 Barnett Street proposed grade D level 3 streetscape

41 Barnett Street proposed grade D level 2 streetscape

Proposal

- > Demolition of the whole of the 35 Barnet Street.
- Construction of a three storey building comprising 6 units with 4 integrated access from a driveway along the west boundary; and one car space in the front garden setback.

The proposed Barnett Street South Residential Precinct HO1163 in Amendment C215

The proposed heritage overlay HO1163 comprises sections of Barnett and Robertson Streets as shown in Figure 1. The contributory elements to the precinct predominantly comprises single storey, single fronted houses of small scale.

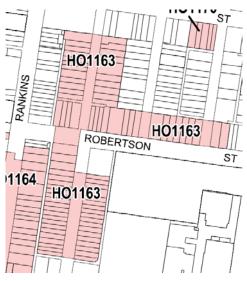


Figure 1. Proposed HO1163

The existing building at number 35 is assessed as D grade and "Contributory to the Precinct" in the heritage review table accommpanying C215. Similary the adjoining buildings at number 33 and 41 are assessed as "Contributory to the Precinct". The streetscape level is assessed as Level 3, changing to level 2 adjoining the site to the south at number 41 Barnett Street.

The application assessment of "Macro" and "Micro" neighbourhood character covers an area well beyond the proposed HO1163. On both sheets, single storey buildings are not coloured, two-storey buildings are coloured orange, three-storey buildings coloured red and "4+ stories" coloured black.

The "Macro" assessement shows that within the proposed HO1163, the scale of the existing building stock is almost all single storey.

The "Micro" assessment is misleading in relation to 5 properties:

- Number 41 is shown as orange for most of its extent ie two-storey, whereas there appears to be an attic space to the rear section, the majority of which appears to be contained with the roof volumn of the single storey, D graded house.
- > Number 32 Barnett Street is shown as entirely orange ie two-storey, whereas the two-storey component is set well back from the single storey, D graded building.
- > Number 38 opposite is shown as red ie three-storey. Current street views show this property as a single storey building.
- The building on the south west corner of Smith Street is coloured balck to delineate "4 + stories". This appears to be a substation and is outside the proposed HO. It does not have readily evident storeys however it appears to have a height of around three-storeys – not 4 stories - and is set back from both streets.

Figures 2 and 3 show the character of this block of Barnett Street.



Figure 2. Barnett Street looking south. Red roof on left is number 35 proposed to be demolished (Google Streetview)



Figure 3. Barnett Street looking north . Red roof on right is number 35 proposed to be demolished (Google Streetview)

Background

The c1900 MMBW Plan shows the buildings on the site. (Figure 4). The building shown at number 37-39 appears to have been demolished and replaced by the existing building on the site – perhaps in the mid twenitieth century. The building shown at number 35 in c1900 appears to be the exsiting building on the site. Both buildings on the site are proposed to be demolished.

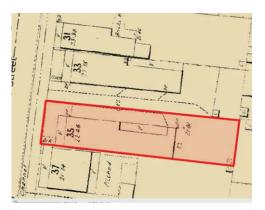


Figure 4. c1900 MMBW Plan.

The three houses shown north of number 35 at numbers 35, 33 and 31 are single-storey. See Figure 5.



Figure 5. From left, 31, 33, 35 and 37 Barett Street. Numbers 35 and 37 are proposed to be demolished.

Heritage Assessment

1. Proposed Demolition

The existing building at number 35 Barnett Street is typical of the proposed heritage place. It is defined as a contributory building within the heritage review undertaken for the Amendment C215. (See Appendix table with headings.) Demolition is not consistent with the local heritage provisions at Clause 22.05 or with the Purpose of the Heritage Overlay at Clause 43.01. Demolition would not "conserve and enhance those elements which contribute to the significance of heritage places."

The proposed demolition of number 37 – 39 is appropriate provided the replacement development is consistent with the Purpose in Clause 43.01 to "enhance the heritage place".

2. The Proposed Six unit development.

The proposed development does not respond to the character of the proposed hertiage place HO1163. It is inconsistent in relation to: substantially greater height and bulk; insufficient setback from Barnett Street; lack of division into a rhythm reflecting the streetscape forms; and the prominence of proposed vehicle access and garaging.

The development has a front and rear section. I note that on the Street (west) elevation on TP.06, the rear section is delineated in grey and is effectively not shown on the drawing; and that on sheet TP.07, the south elevation is similarly not shown on the (rear) east elevation.

The front section of the development is proposed to be two storey. Although it is setback from the single storey houses on each side, the proposed development approaches twice the height of these adjoining dwellings and would be prominent as a result.

While it does appear that the rear development comprising the three storey parts of the proposed development would be largely concealed when viewed from directly in front, this does not appear to be the case when oblique views are considered. The adjoining properties at numbers 33 and 41 Barnett Street are single storey. Figures 2 and 3 show obliques views from where the three storey bulk of the development is likely to be visible. This proposed bulk would be prominent in the streetcape of small scale elements.

The first floor street elevation is proposed to be divided in rhythm in a manner is similar to the pattern in the streetscape. However, this is not the case at the ground level which a single plane is applied.

The setback proposed for the cantilevered first floor is less than the façade setback for number 33, again increasing prominence, particularly when viewed from the north.

Vehicle garaging and access are prominent when viewed down the driveway proposed to run almost the full length of the south boundary. The vehicle for Unit 1 is proposed to be parked in a prominent location within the front garden setback adjoining the D graded property at number 33 Barnett Street. Generally, concealed vehicle parking and garaging are a characteristic of the heritage place.

Recommendations

The application is not supported.

Appropriate ddevelopment at this site would:

- > retain the existing building at numebr 35 Barnett Street for at least 2 rooms in depth including the roof;
- > be set no closer to the street frontage than the façade of the adjoining buildings;
- > have a height which respects the adjoining single storey scale;
- > have a façade rhythm which is similar to the narrow frontages nearby;
- > and vehicle access and garaging which is largely concealed or obscured.

Meredith Gould

22 July 2014

Extract from C215. Heritage Review.

Note column defining "Contributory to Precinct".

Page 5 of 166										
Street	Street number	Original Grading	Proposed Grading	Original Streetscape Level	Proposed Streetscape Level	HO number	Proposed for Heritage Overlav?	Contributory to precinct?	Sigificant individually?	Precinct name
Barnett Street	22	D	D	3	2		Yes	Yes	No	Barnett Street north residential precinct
Barnett Street	23	D	D	3	2		Yes	Yes	No	Barnett Street north residential precinct
Barnett Street	24	D	D	3	2		Yes	Yes	No	Barnett Street north residential precinct
Barnett Street	25	D	D	3	2		Yes	Yes	No	Barnett Street north residential precinct
Barnett Street	26						No	No	No	
Barnett Street	27	D	D	3	2		Yes	Yes	No	Barnett Street north residential precinct
Barnett Street	29	E	D		3		Yes	Yes	No	Barnett Street south residential precinct
Barnett Street	31				3		Yes	No	No	Barnett Street south residential precinct
Barnett Street	32	D	D	3	3		Yes	Yes	No	Barnett Street south residential precinct
Barnett Street	33		D		3		Yes	Yes	No	Barnett Street south residential precinct
Barnett Street	34	D	D	3	3		Yes	Yes	No	Barnett Street south residential precinct
Barnett Street	35		D		3		Yes	Yes	No	Barnett Street south residential precinct
Barnett Street	36	D	D	3	3		Yes	Yes	No	Barnett Street south residential precinct
Barnett Street	37 -39	D		3	3		Yes	No	No	Barnett Street south residential precinct
Barnett Street	38	D	D	3	3		Yes	Yes	No	Barnett Street south residential precinct
Barnett Street	40				3		Yes	No	No	Barnett Street south residential precinct
Barnett Street	41	D	D		2		Yes	Yes	No	Barnett Street south residential precinct
Barnett Street	42				3		Yes	No	No	Barnett Street south residential precinct
Barnett Street	43	E	D		2		Yes	Yes	No	Barnett Street south residential precinct
Barnett Street	44	D		3	3		Yes	No	No	Barnett Street south residential precinct