

DEVELOPMENT NO.:	24028449
APPLICANT:	Verrocchi Building Design
ADDRESS:	24 BUTTROSE ST GLENELG EAST SA 5045
NATURE OF DEVELOPMENT:	Two Storey Detached Dwelling and Swimming Pool
ZONING INFORMATION:	<p>Zones:</p> <ul style="list-style-type: none"> • Established Neighbourhood <p>Overlays:</p> <ul style="list-style-type: none"> • Airport Building Heights (Regulated) • Affordable Housing • Building Near Airfields • Character Area • Prescribed Wells Area • Regulated and Significant Tree • Stormwater Management • Urban Tree Canopy <p>Technical Numeric Variations (TNVs):</p> <ul style="list-style-type: none"> • Minimum Frontage (Minimum frontage for a detached dwelling is 14m; semi-detached dwelling is 14m) • Minimum Site Area (Minimum site area for a detached dwelling is 600 sqm; semi-detached dwelling is 600 sqm) • Maximum Building Height (Levels) (Maximum building height is 1 level)
LODGEMENT DATE:	5 Sept 2024
RELEVANT AUTHORITY:	Assessment Panel at City of Holdfast Bay
PLANNING & DESIGN CODE VERSION:	P&D Code (in effect) Version 2024.16 29/8/2024
CATEGORY OF DEVELOPMENT:	Code Assessed - Performance Assessed
NOTIFICATION:	Yes
RECOMMENDING OFFICER:	Alexander Stamatopoulos Development Officer - Planning
REFERRALS STATUTORY:	Nil
REFERRALS NON-STATUTORY:	Nil

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APPENDIX 1: **Relevant P&D Code Policies**

ATTACHMENT 1: **Application Documents**

DETAILED DESCRIPTION OF PROPOSAL:

The application is for a two-storey detached dwelling located at 24 Buttrose Street, Glenelg East. The ground floor features an open-plan design with living and dining areas that open onto a rear alfresco. This indoor-outdoor connection is enhanced by large glass doors, allowing natural light to flood the internal spaces. Additionally, the ground floor contains a kitchen, guest room, a master suite with an ensuite bathroom and walk-in robe study, a bathroom, and a double garage accessible from within the house. Other bedrooms are designed with built-in robes and share a centrally located bathroom along with a second living area or retreat located on the upper level.

Architecturally, the design embraces a modern aesthetic with clean lines, large windows, and a mix of materials, including render and cladding. The front façade is articulated with recessed and projecting elements, creating depth and visual interest. The garage is integrated under the main roof of the dwelling and recessed behind the façade.

Landscaping around the property enhances the aesthetic and environmental qualities of the site softening the built form. The front garden incorporates low-maintenance plantings contributing to the overall streetscape appeal. The rear yard offers a private outdoor living spaces and the alfresco area provides a sheltered environment for year-round outdoor dining, further extending the home's usable space.

Access into the site will be via an existing crossover that will be widened. Siteworks on the site will be minimal as the site does not contain a substantial slope. Retaining walls will be 400mm at their highest point to the rear of the property.

SUBJECT LAND & LOCALITY:**Site Description:**

Location reference: 24 BUTTROSE ST GLENELG EAST SA 5045

Title ref.: CT 5714/506 **Plan Parcel:** D3258 AL65 **Council:** CITY OF HOLDFAST BAY

The subject land, has a frontage of 16.76 meters and a depth of 45.42 meters, resulting in a total site area of approximately 761 square meters. A single storey dwelling is established on the site which is in the Established Neighbourhood Zone and a Character Area Overlay. The front yard consists of a substantial amount of green space with minimal hard surfaces. A paved driveway extends to the side of the property, providing access to a garage. The rear yard is expansive, containing several ancillary structures offering a significant amount of private open space.



Above: Photo of existing dwelling

Below: Aerial image of subject site



The locality comprises a predominantly residential area characterized by a regular grid-like street pattern, typical of a suburban neighbourhood. The locality features a majority of single storey dwellings, with a generally consistent building footprint and spacing between structures. Street trees are evident along most roads, contributing to the greenery and overall aesthetic of the neighbourhood. Public open space are noted in the locality with Breakout Creek Reserve adjoining the site to the east and Da Costa Park to the south-west.



Above: Aerial of locality

The streetscape of Buttrose Street, exhibits a diverse range of architectural styles that reflect the historical evolution of the area. Many of the homes feature elements of early to mid-20th-century architecture, such as sandstone and brick facades, steeply pitched roofs, and large front setbacks with landscaped gardens. Dwellings in this category include those with Federation, Inter-War, and Post-War styles, some of which show features like prominent verandahs, decorative window sills, and gable roofs.

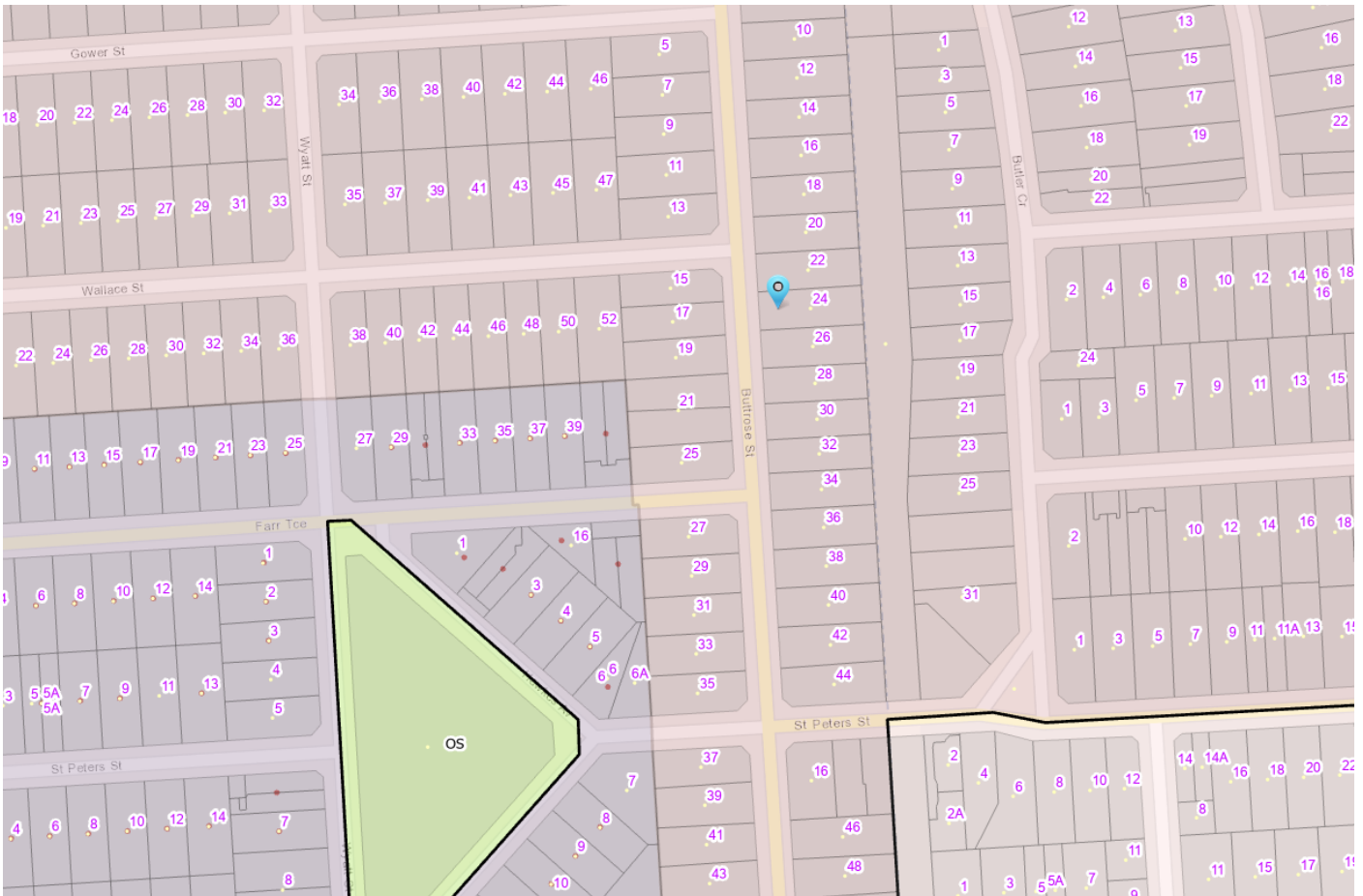
In contrast to the traditional homes, several more modern houses have been built in recent years. These homes typically feature more streamlined and minimalistic designs, with flat or gabled roofs, clean lines, and large windows. While they still incorporate materials like brick and render, their proportions and detailing, such as large garage doors and less ornamentation, represent a clear departure from the historical styles of the street.

Despite the stylistic variation, most dwellings in the area feature hipped or gabled roofs with varying pitches. This consistency helps maintain some visual harmony in the streetscape, even among more modern developments. A notable feature in the streetscape is the placement of garages. In some older dwellings, garages are either detached or set back from the primary facade, in line with traditional design principles. In more modern homes, however, the

garages are integrated into the main facade, sometimes more prominently, which somewhat diminishes the historical character of the street.

Many of the homes have generous front setbacks with well-maintained gardens, creating a spacious and open feel along the street. Fencing varies from low, traditional stone or brick fences to more modern styles with metal railings, but they are generally low in height, preserving visibility and a sense of openness.

The character of Buttrose Street is defined by a mix of traditional and modern dwellings, with the former preserving the area's historic charm through the use of traditional materials, roof forms, and generous front setbacks. The newer homes, while introducing more contemporary elements, still maintain some harmony with the street by adhering to similar roof shapes and materials. However, the prominence of modern garages and reduced architectural detailing in newer homes creates a noticeable shift from the traditional aesthetic. The overall streetscape retains a balanced mix of historical and modern character, with the traditional elements still defining the area's visual identity.



Above: Aerial showing zoning overlay

The subject site highlighted by the blue marker is surrounded by allotments in the Establish Neighbourhood Zone. The Open Space Zone is noted to the southwest being Da Costa Park surrounded by a light blue shade of the Heritage Overlay (HoB3) and the lighter shade to the south is the General Neighbourhood Zone.

CONSENT TYPE REQUIRED:

Planning Consent

CATEGORY OF DEVELOPMENT:

- **PER ELEMENT:**
 - New housing
 - Swimming pool or spa pool and associated swimming pool safety features: Code Assessed - Performance Assessed
 - Detached dwelling: Code Assessed - Performance Assessed
- **OVERALL APPLICATION CATEGORY:**
 - Code Assessed - Performance Assessed
- **REASON**
 - P&D Code

PUBLIC NOTIFICATION

- **REASON**
 - The development exceeds the maximum building height specified in Established Neighbourhood Zone DTS/DPF 4.1
- **LIST OF REPRESENTATIONS**
 - Nil

AGENCY REFERRALS

Nil

INTERNAL REFERRALS

Nil

PLANNING ASSESSMENT

The application has been assessed against the relevant provisions of the Planning & Design Code, which are contained in Appendix One.

Question of Seriously at Variance

The application has been assessed against the relevant provisions of the Planning & Design Code, which are contained in Appendix One. The application is not seriously at variance with the provisions of the Planning and Design Code as the Desired Outcomes and Performance Outcomes of the Established Neighbourhood Zone anticipate residential development as an appropriate form of development.

Quantitative Provisions

	Proposed	DPF Requirement	Achieved
Building Height	Two level	One level	No
Boundary Development	7.6m or 16% of the total boundary	11.5m and 45%	Yes
	3.2m height from ground	3.2m height from ground	Yes
Primary Setback	7.8m to 9.27m	Average of the adjoining dwellings 22 Buttrose Street = 7.35m 26 Buttrose Street = 8m Average = 7.7m	Yes
Rear Setback	15.7m – lower level 25m – upper level	4 metres at ground level 6 metres at upper level	Yes
Side Setbacks	Ground level 934mm, 1.61m and 2.8m	Ground level wall 900mm	Yes
	Upper level (North) 2.9m	Upper level (north) 1.9m	Yes
	Upper level (South) 5.1m	Upper level (south) 2.9m	Yes
Site Coverage	42% percent	50%	Yes
Private Open Space	317 square metres	60 square metres	Yes
Soft Landscaping	23.7 percent of the site area	25 percent of the site area	Minor 1.3% shortfall
Front Yard Landscaping	50 percent	30 percent	Yes
Tree Planting	3 small tree	1 medium tree or 2 small tree	Yes

Dwelling Design

The facade of the dwelling exhibits some elements that align with the specified architectural criteria of the Glenelg East Character Area Statement (HoB-C3). While the roof pitch of 30 degrees is consistent with the steep roof pitches characteristic of traditional styles such as Federation, Inter-War, and Post-War homes, the overall design leans more contemporary. The rectilinear plan form and modulation through the protruding entrance and variation in materials provide articulation. The two-storey element is positioned towards the rear of the dwelling, which helps maintain a low-scale appearance from the streetscape.

The design incorporates gable roof forms, which align with the criteria, but the roof spans, particularly on the main roof, are not as short as typically expected. Additionally, while there is a canopy over the entrance, it does not feature the depth or traditional appearance of a verandah or porch that would be characteristic of these styles.

The dwelling lacks the fine-grain detailing typical of Federation and Inter-War homes, such as plinths, string courses, and projecting sills. Instead, it adopts a more modern and minimalist aesthetic. The dwelling appears to exhibit an appropriate solid-to-void ratio, as there is a suitable amount of solid material in the form of walls, cladding, and roofing in proportion to the windows. The solid elements, such as the linear cladding, brickwork, and rendered surfaces, dominate the façade, while the windows and doors provide voids that break up the solid areas.

Additionally, the windows and doors have vertical proportions, particularly the aluminium awning and fixed windows, which are taller than they are wide, contributing to a sense of verticality in the design. The design also features other vertical elements, like the PFC canopy and the linear cladding, further reinforcing the vertical emphasis in the architectural expression.

The 1.4m setback of the garage behind the main facade, minimizes its visual dominance and allows the dwelling to blend more harmoniously with the surrounding streetscape. Overall, while the design includes some roof form and pitch elements consistent with traditional styles, it reflects a more contemporary design approach.

The proposed dwelling satisfies Performance Outcome (PO) 1.1 and 2.3 of the Character Area Overlay, as it has been designed with consideration of the valued attributes expressed in the Character Area Statement.

PO 1.1

All development is undertaken having consideration to the valued attributes expressed in the Character Area Statement.

PO 2.3

Design and architectural detailing of street-facing buildings (including but not limited to roof pitch and form, openings, chimneys and verandahs) are consistent with the prevailing characteristics in the character area.

The placement of the two-storey element towards the rear of the dwelling helps maintain a low-scale appearance, consistent with the existing streetscape character where single-storey dwellings with minimal visual bulk are prevalent. The roof design incorporates a 30-degree pitch with a gable form, which aligns with the steep roof pitches seen in traditional homes within the area, maintaining the visual cohesion of the streetscape.

Additionally, the garage is setback 1.4m behind the main dwelling facade, reducing its prominence and ensuring that it does not dominate the streetscape, which is a valued attribute expressed in the Character Area Statement. This setback ensures that the focus remains on the dwelling's main facade, which exhibits a level of modulation and articulation that adds depth and visual interest, further aligning with the area's character.

The proposed dwelling demonstrates strong design consistency with the dwelling at 18 Buttrose Street, which contains a modern façade.



Above: 18 Buttrose Street Glenelg East

Both dwellings feature prominent gabled roof forms, which create a rhythm along the streetscape while providing a contemporary interpretation of traditional pitched roofs. The minimalist façade treatment is another shared feature, characterized by clean lines, uncluttered surfaces, and a restrained material palette that includes rendered walls and large windows. This modern aesthetic is enhanced by the use of large glazing and prominent entryways.

Additionally, the proposed dwelling maintains a low-scale appearance, with the upper level set back significantly from the primary façade, ensuring it does not dominate the streetscape. While contemporary materials and large windows are incorporated, the dwelling's overall form, scale, and roof design reflect key elements valued within the Character Area, ensuring that it integrates harmoniously with its context. Thus, the development is respectful of the character of the area and satisfies PO 1.1 and 2.3 of the Character Area Overlay.

Building Height

The quantitative assessment identified a variance with DPF 4.1 of the Zone which anticipates development to be no greater than 1 building level. PO/DPF 4.1 of the Zone and PO 2.2 of the Character Area Overlay are relative to building height.

PO 4.1

Buildings contribute to the prevailing character of the neighbourhood and complements the height of nearby buildings.

DPF 4.1

Maximum building height is 1 level

PO 2.2

Development is consistent with the prevailing building and wall heights in the character area.

The proposed dwelling satisfies both PO 4.1 of the Established Neighbourhood Zone and PO 2.2 of the Character Area Overlay, as the upper level is designed in a way that integrates harmoniously with the surrounding built form and character. The key to this design's compliance lies in its careful positioning and minimal visibility from the street and neighbouring properties.

The upper level is strategically set back 11.75m from the primary frontage, meaning it is positioned far enough behind the primary facade that it does not dominate the streetscape. Additionally, the upper level is set back 4.79m behind the ground level facade, ensuring that it is significantly screened from view by the lower portion of the building. These generous setbacks reduce the visual prominence of the upper level from the street, allowing the dwelling to maintain the low-scale appearance that is consistent with the prevailing character of the neighbourhood.

Moreover, the northern side setback of 2.9m, southern side setback of 5.1m, and rear setback of 25m further emphasize that the upper storey is discreetly positioned, avoiding any undue visual bulk when viewed from neighbouring properties. These setbacks ensure that the dwelling respects the privacy and amenity of adjoining properties and maintains a scale that complements the surrounding single-storey homes.

The surrounding character is defined by a mix of older, single-storey homes, as well as more recent two-storey developments. The images below of 20 and 21 Buttrose Street show recent two-storey dwellings that demonstrate a pattern of increased building heights in the locality.



Above: 21 Buttrose Street Glenelg East



Above: 20 Buttrose Street Glenelg East

These developments have been considered as appropriate outcomes for the locality, and the proposed dwelling aligns with the evolving streetscape albeit in a non-intrusive manner. As such, the presence of two-storey dwellings is not inconsistent with the established character but rather a reflection of the area's gradual evolution.

While DPF 4.1 anticipates a maximum building height of one level, the design of the proposed two-storey dwelling does not disrupt the visual harmony of the street. Instead, the upper level is designed to be recessive and unobtrusive, contributing to the evolving character without overwhelming the streetscape. The height of the upper level is in keeping with nearby two storey buildings, and does not detract from the traditional, low-scale appearance that is characteristic of the area.

PO 2.2 specifically seeks to ensure that developments are consistent with the prevailing building and wall heights in the character area. By positioning the upper level centrally and significantly set back from all property boundaries, the proposed dwelling ensures that the two-storey element is not visually dominant or out of scale with the neighbouring properties. It allows the lower level to remain the primary focus from the street, ensuring that the streetscape retains its predominantly single-storey appearance.

The examples of two-storey dwellings at 20 and 21 Buttrose Street further support the argument that this development is consistent with the emerging built form in the area. These properties demonstrate that two-storey homes can complement the existing character when thoughtfully designed, particularly when the upper level is recessed and the design respects traditional architectural forms, materials, and proportions.

While the proposed dwelling includes an upper level, its design is such that it remains unobtrusive and respectful of the established character of the area. The dwelling aligns with the evolving character of the area, where recent two-storey homes have been introduced, and satisfies both PO 4.1 and PO 2.2 by maintaining a balance between modern development and the existing, low-scale built form.

Primary Setback

The proposed setbacks of the dwelling align with Performance Outcome (PO) 5.1 and Designated Performance Feature (DPF) 5.1 requirements of the Established Neighbourhood Zone.

PO 5.1

Buildings are set back from primary street boundaries consistent with the existing streetscape.

DTS/DPF 5.1

Buildings setback from the primary street boundary in accordance with the following table:

Development Context	Minimum setback
There is an existing building on both abutting sites sharing the same street frontage as the site of the proposed building.	The average setback of the existing buildings.

DPF 5.1 anticipates that buildings will follow the average setback of the existing buildings on the street, which in this case is 7.7m based on the primary setbacks of 22 and 26 Buttrose Street. The dwelling contains varied setbacks, 7m to the verandah, 7.8m to the facade, and 9.2m to the garage. By gradually increasing the setback from the verandah to the garage, the design mitigates any potential sense of building bulk at the street frontage, creating a visually appealing transition that respects the character of the surrounding properties. The proposed dwelling at 24 Buttrose Street provides a setback of 7.8m to the main facade, slightly exceeding the average and thus aligning closely with the established setback pattern.

PO 5.1 emphasises consistency with the existing streetscape. The dwellings to the north, comprising recent developments at 18, 20, and 22 Buttrose Street, feature setbacks ranging from 7.35m to 7.5m. The proposed setback of 7.8m for the main dwelling facade is compatible with these setbacks, creating a coherent streetscape appearance in line with contemporary developments on the street. The proposed setbacks successfully balance the traditional setback average with modern development trends, where slightly varied setbacks are typical. This nuanced approach helps the dwelling fit seamlessly within the evolving character of the neighbourhood, satisfying PO 5.1 by reflecting both historical context and recent patterns of development.

In summary, the proposed dwelling's setbacks achieve a harmonious integration with the established streetscape by maintaining and slightly exceeding the average setback, with a design that respects both traditional and recent development trends. This layered setback approach adds visual interest, aligns with the intent of PO 5.1, and should be considered appropriate for enhancing the consistency and quality of the streetscape.

Soft Landscaping

Despite a minor shortfall in the anticipated 25% soft landscaping requirement of DPF 22.1, (achieving 23.7%), the proposed landscaping design effectively satisfies Performance Outcome (PO) 22.1.

PO 22.1

Soft landscaping is incorporated into development to:

- a) minimise heat absorption and reflection*
- b) contribute shade and shelter*
- c) provide for stormwater infiltration and biodiversity*
- d) enhance the appearance of land and streetscapes.*

DTS/DPF 22.1

Residential development incorporates soft landscaping with a minimum dimension of 700mm provided in accordance with (a) and (b):

- (a) a total area for the entire development site, including any common property, as determined by the following table:

Site area (or in the case of residential flat building or group dwelling(s), average site area) (m ²)	Minimum percentage of site
<150	10%
150-200	15%
>200-450	20%
>450	25%

- (b) at least 30% of any land between the primary street boundary and the primary building line.

The distribution of soft landscaping across the site minimizes heat absorption and reflection by buffering hard surfaces and reducing thermal buildup. This layout not only moderates heat levels but also contributes beneficial shade, especially to areas near windows and entryways, thus enhancing the dwelling's energy efficiency by decreasing the need for artificial cooling.

The landscaping further serves as a functional resource for stormwater management, with areas designated for natural infiltration that lessen runoff and encourage a balanced water cycle on-site. Additionally, the landscaping complements the built environment by softening its visual impact on the streetscape, creating an aesthetically pleasing and cohesive appearance. Therefore, while numerically below the target, the landscaping's design and benefits align closely with the aims of PO 22.1, making the shortfall insignificant and supporting the development's overall compliance with urban landscaping goals.

CONCLUSION

In summary, the proposed dwelling is appropriate for the locality based on a comprehensive assessment of its design, scale, and consistency with the prevailing character of the area. The dwelling has been designed to incorporate modern architectural elements while respecting the existing low-scale character of Buttrose Street. The upper-level is centrally located and significantly set back from the primary facade, ensuring that it is visually recessive and does not dominate the streetscape or adjacent properties.

The proposed design aligns with contemporary architectural trends in the area, as demonstrated by its consistency with recently constructed dwellings, such as the one at 18 Buttrose Street. Both dwellings share key features, including the use of modern materials, prominent gabled roof forms, large windows, and minimalist facades, which contribute to the evolving streetscape while maintaining visual harmony.

Furthermore, the generous setbacks from all property boundaries, combined with the scale and massing of the dwelling, ensure that the development is sensitive to its surroundings. The dwelling contributes positively to the neighbourhood's character by balancing modern design with a respectful integration into the established streetscape.

Overall, the proposed dwelling satisfies the relevant performance outcomes, including PO 4.1 of the Established Neighbourhood Zone and PO 2.2 of the Character Area Overlay. It enhances the visual quality of Buttrose Street while preserving the low-scale, residential atmosphere, making it an appropriate and well-considered addition to the locality.

RECOMMENDATION

Planning consent

It is recommended that the Council Assessment Panel resolve that:

1. The proposed development is not considered seriously at variance with the relevant Desired Outcomes and Performance Outcomes of the Planning and Design Code pursuant to section 107(2)(c) of the *Planning, Development and Infrastructure Act 2016*.
2. Development Application Number 24028449, by Verrocchi Building Design is granted Planning Consent subject to the following conditions:

CONDITIONS

Planning Consent

1. The development granted approval shall be undertaken and completed in accordance with the stamped plans and documentation, except where varied by conditions below.
2. Tree(s) must be planted and/or retained in accordance with DTS/DPF 1.1 of the Urban Tree Canopy Overlay in the Planning and Design Code (as at the date of lodgement of the application). New trees must be planted within 12 months of occupation of the dwelling(s) and maintained.
3. Rainwater tank(s) must be installed in accordance with DTS/DPF 1.1 of the Stormwater Management Overlay in the Planning and Design Code (as at the date of lodgement of the application) within 12 months of occupation of the dwelling(s).
4. That the finished level of the crossover at the property boundary shall be a minimum of 75mm above the top of kerb in accordance with AS2890.1 and the maximum gradient of the driveway shall not be greater than 5% across the footpath, with the invert profile conforming to AS2876.
5. Furthermore, the footpaths on either side shall be graded to the driveway preventing tripping hazards at this junction, without any steep grades along the footpath.
6. The provision for vehicle crossovers and inverts, and reinstatements of existing crossovers not required by the development, be constructed at the owner's expense.

7. That all upstairs windows, other than facing the street, shall have minimum window sill heights of 1.5 metres above finished floor level, or any glass below 1.5 metres shall be obscure and fixed shut and be installed prior to occupation of the dwelling.

OFFICER MAKING RECOMMENDATION

Name: Alexander Stamatopoulos
Title: Development Officer - Planning
Date: 15/10/2024