

DEVELOPMENT NO.:	24005807
APPLICANT:	Steven Huang
ADDRESS:	56 PARINGA AV SOMERTON PARK SA 5044
NATURE OF DEVELOPMENT:	The construction of a new manufacturing facility (light industry), including ancillary offices, landscaping and parking.
ZONING INFORMATION:	<p>Zones:</p> <ul style="list-style-type: none"> • Employment <p>Overlays:</p> <ul style="list-style-type: none"> • Airport Building Heights (Regulated) • Building Near Airfields • Prescribed Wells Area • Regulated and Significant Tree • Traffic Generating Development
LODGEMENT DATE:	1 Apr 2024
RELEVANT AUTHORITY:	Assessment panel at City of Holdfast Bay
PLANNING & DESIGN CODE VERSION:	P&D Code (in effect) Version 2024.5 14/03/2024
CATEGORY OF DEVELOPMENT:	Code Assessed - Performance Assessed
NOTIFICATION:	Yes
RECOMMENDING OFFICER:	Alexander Stamatopoulos Development Planner
REFERRALS STATUTORY:	Nil
REFERRALS NON-STATUTORY:	Nil

CONTENTS:

ATTACHMENT 1: Application Documents

DETAILED DESCRIPTION OF PROPOSAL:

The application is for the construction of a two-storey building for a food manufacturing facility including ancillary offices, landscaping and parking. The facility will be operated by "Dumpling 100" who manufacture food items such as wontons dim sims, spring rolls, and dumplings. The building will comprise precast concrete panel walls with a total height of 9m built to the side and rear boundaries. The façade of the building contains two roller doors, an entry door for staff and patrons, weathergroove cladding and a horizontal awning.

The bottom level of the building comprises production areas and cold storage along with amenity areas and a reception open to the public. The majority of the upper level comprises storage areas along with offices and a meeting room. Access to the site will be via an existing crossover. Four parking spaces are provided adjacent to a soft landscaping bed. Bin storage is shown adjacent to the eastern boundary of the site. The business will operate from 7:30am to 5:30pm Monday to Friday with a maximum of 7 staff members being located on the site at any given time. Deliveries to the site will occur during the hours of 8am to 2pm.

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

Location reference: 56 PARINGA AV SOMERTON PARK SA 5044

Title ref.: CT 5132/167 **Plan Parcel:** D3339 AL137 **Council:** CITY OF HOLDFAST BAY

The site is located to the eastern end and on the northern side of Paringa Avenue. It contains a width of 18.28m and a depth of 46.94m resulting in a total site area of 858sqm. Currently, the site contains a single storey building occupied by an engineering company that manufactures products on site. The amenity of the locality is considered to be low. The site is surrounded by large-scale buildings which accommodate a variety of light industrial and commercial land uses. It is common to see buildings with precast panel walls built to side and rear boundaries to maximise floor areas. To the south of the site are a series of dwellings located in the General Neighbourhood Zone.

The photo below is of the subject site



The aerial below highlights the locality in red. Shaded blue is the Employment Zone and shaded beige is the General Neighbourhood Zone



CONSENT TYPE REQUIRED:

Planning Consent

CATEGORY OF DEVELOPMENT:

- **PER ELEMENT:**
 Light industry: Code Assessed - Performance Assessed
 Industry
- **OVERALL APPLICATION CATEGORY:**
 Code Assessed - Performance Assessed
- **REASON**
 P&D Code

PUBLIC NOTIFICATION

- **REASON**

the site of the development is adjacent land to a site (or land) used for residential purposes in a neighbourhood-type zone.

- **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. 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 Employment Zone anticipate light industry as an appropriate form of development.

Quantitative Provisions

	Proposed	DPF Requirement	Achieved
Building Height	7.6m	9m	Yes
Front Setback	11.7m	Average of adjoining buildings (11.7m)	Yes
Side Setback	Nil	3m to at least one side boundary	No
Soft Landscaping	1.5% of the site minimum dimension of 1.9m	10% of the site and 1.5m minimum dimension	No
On-site parking	4	19 spaces are provided at 1.5 spaces per 100sqm of total floor area	No

Land Use

The development is located on Paringa Street along the suburban edges of the zone where a series of dwellings are adjacent to the south. Higher impacting development resulting in operational noise, light, dust, odour, emissions and other nuisances to residential land uses are better located towards the centre of the zone where no residential land uses are adjacent. As the zone anticipates high-impacting land uses such as motor repair stations and retail fuel outlets, the proposed land use is welcomed to the site. Light industry is specifically listed as an appropriate land use as noted in DPF 1.1(d) of the Zone will not result in unreasonable interface issues to the southern residential land uses.

Built Form

The buildings contain clearly delineated customer entry points and service entrances to ensure safety and convenience. The lower level entry points into the building are recessed in from a cantilevered awning which provides visual interest to the building façade. The buildings are functional and industrial in form and take design cues from the character of the area. The façade's contain introduction of varied materials and finishes that break up the expanses of the concrete dominant construction material.

Below are a series of photos of buildings with near identical built forms to the development. These buildings are located on Paringa Avenue to the west of the site.

Below: 52 to 54 Paringa Avenue



Above: 30 Paringa Avenue

Below: 28 Paringa Avenue



Below: 26 Paringa Avenue



Below: 8 Paringa Avenue, the same building is replicated adjoining to the east.



The proposed development contains an appropriate built form that is consistent with the established character of buildings in the Employment Zone satisfying PO 2.2.

Setbacks

The primary setback of the building satisfies the quantitative requirement of DPF 3.1 (a) therefore satisfying PO 3.1 as seen in the quantitative assessment table. A shortfall was noted with respect to the side setback anticipated by the zone.

DPF 3.4 states:

Building walls are set back at least 3m from at least one side boundary, unless an alternative means for vehicular access to the rear of the site is available.

The site does not contain an alternative means for access to the rear of the site, therefore DPF 3.4 is applicable. When assessing the circumstances of the land and the existing built form in the locality, the addition of a 3m side setback to one side for rear vehicular access is not a pragmatic outcome for the site. There is no fundamental reason as to why rear access should be encouraged. There is ample space for access to be established from Paringa Avenue allowing the front of the allotment to be dedicated for parking and the remainder of the space behind that dedicated to built form. This allows construction to occur from boundary to boundary enabling the best use of the land. This type of construction has proven popular throughout the zone and has been replicated on numerous occasions. The side setback anticipated in DPF 3.4 is not imperative for access and the current arrangement is considered to be a better outcome for the site.

Landscaping

The quantitative landscaping shortfall was raised with the applicant when the application was initially lodged. DPF 5.2 of the zone anticipates not less than 10% of the site to be landscaped where only 1.5% is provided. The relevant performance outcomes for soft landscaping in the Zone are shown below.

PO 5.1

Landscaping is provided to enhance the visual appearance of development when viewed from public roads and thoroughfares.

PO 5.2

Development incorporates areas for landscaping to enhance the overall amenity of the site and locality.

In addition to DPF 5.2 not being achieved PO 5.1 and 5.2 are also not considered to be satisfied. The expansive floor area of the building has resulted in a majority of the site being comprised of hard surfacing. As many new developments in the locality comprise buildings to the rear with car parks at the front, soft landscaping areas are generally limited. In this instance, the vast scale of the building has left little provision for soft landscaping to be established on the site.

In addition to the limited total area of landscaping, the landscaping beds to the primary boundary and western side boundary contain a restricted width of 900mm. Such landscaping beds restrict any substantial small to medium size trees to establish and thrive due to the lack of surrounding soil. In turn, this will not enhance the visual appearance of the development and not substantially enhance the overall amenity of the locality. PO 5.1 and 5.1 are not satisfied in this instance.

Traffic, Access and Parking

Access to the site will be via an existing driveway which will not be altered. There is ample space for vehicles to manoeuvre out of the parking spaces due to the expansive width of car park. There was a substantial quantitative shortfall noted regarding the amount of parking spaces located on the subject land. The proposed land use falls within the "industry" class of development and demands 1.5 spaces per 100sqm of total floor area as listed in Table 1 – General Off-Street Car Parking Requirements. A total of 4 parking spaces are provided on the subject site where 18 are demanded based on the total floor area of 1,253sqm.

PO 5.1 from the Transport, Access and Parking assessment which relates to vehicle parking rates is shown below:

PO 5.1

Sufficient on-site vehicle parking and specifically marked accessible car parking places are provided to meet the needs of the development or land use having regard to factors that may support a reduced on-site rate such as:

- a) availability of on-street car parking*
- b) shared use of other parking areas*
- c) in relation to a mixed-use development, where the hours of operation of commercial activities complement the residential use of the site, the provision of vehicle parking may be shared*
- d) the adaptive reuse of a State or Local Heritage Place.*

A numerical shortfall of 14 spaces is significant. The applicant has stated that a maximum of 7 employees will work on the site at any given time with only 2 having a vehicle and the remainder using other forms of transport. While this may be the case, the scale of the building indicates a large operation where an increase in employment numbers may be warranted in the future. Also, employee circumstances change where reliance on vehicles by current or future employees may occur increasing parking demand to the site. The floor plan indicates 10 seated areas for staff in the reception on the lower level and Offices 1 and 2 and the open plan office on the upper level. The kitchen, packaging and production areas are also areas that will be active with staff members. As previously mentioned, the scale of the building consumes a majority of the site and in addition to restricting soft landscaping areas, the amount of car parks is also insufficient.

Below are aerials of recent development along Paringa Avenue on allotment sizes that are near identical to the subject site.



The examples shown above contain building floor areas of a more modest scale. Due to their modest floor areas, there is less parking demand when referring to the parking table also and greater scope for parking spaces to be established forward of their respective building lines. The combination of the expansive building floor area and a lack of parking spaces results in PO 5.1 not being satisfied.

CONCLUSION

In conclusion, while the selected land use for the site demonstrates appropriateness, the detrimental effects of an excessive building footprint on parking space availability and soft landscaping cannot be overlooked. A significant issue identified is the disproportionate size of the building footprint relative to the allotment size. The excessive building footprint directly correlates with a substantial shortage of parking spaces. This deficiency poses challenges for both occupants and visitors, leading to increased reliability on on-street parking which is at a premium in the locality. Another consequence of the oversized building footprint is the limited provision for soft landscaping. Insufficient green spaces not only detract from the aesthetic appeal but also compromise environmental sustainability.

RECOMMENDATION

Planning Refusal

It is recommended that the Council Assessment Panel resolve that:

1. Pursuant to Section 107(2)(c) of the Planning, Development and Infrastructure Act 2016, and having undertaken an assessment of the application against the Planning and Design Code, the application is NOT seriously at variance with the provisions of the Planning and Design Code; and
2. Development Application Number 24005807, by Steven Huang is granted Planning Refusal for the following reasons:
 - The proposal is at odds with Desired Outcome 2, Performance Outcome 2.1, 5.1 and 5.2 of the Employment Zone and PO 5.1 of Traffic, Access and Parking as the footprint of the building is excessive resulting in a notable shortfall in soft landscaping and parking spaces on the site.

OFFICER MAKING RECOMMENDATION

Name: Alexander Stamatopoulos

Title: Development Planner

Date: 15/05/2024