

APPLICATION UNDER HOBART INTERIM PLANNING SCHEME 2015

Type of Report: Committee

Council: 19 December 2016

Expiry Date: 20 December 2016

Application No: PLN-16-00357-01

Address: 456 MACQUARIE STREET , SOUTH HOBART
458 MACQUARIE STREET , SOUTH HOBART
462 MACQUARIE STREET , SOUTH HOBART

Applicant: (Emma Riley & Associates)
PO Box 374

Proposal: Partial Demolition, Alterations, Extension and Change of Operating Hours for Service Industry and Partial Change of Use to Business and Professional Services, and General Retail and Hire

Representations: Ten (10)

Performance criteria: Use standards, building envelope, potentially contaminated land, parking and access and historic heritage.

1. Executive Summary

1.1 Planning approval is sought for Partial Demolition, Alterations, Extension and Change of Operating Hours for Service Industry and Partial Change of Use to Business and Professional Services, and General Retail and Hire.

More specifically, the proposal includes:

- Redevelopment of the site at 456-462 Macquarie Street, South Hobart to provide a consulting room, hair salon and motor vehicle repair workshop with associated car parking for the uses;
- Demolition of the existing service station including the adjoining vehicle service centre;
- Minor extension of existing buildings.

1.2 The proposal relies on performance criteria to satisfy the following standards and codes.

- 1.2.1 Changes to an Existing Non-conforming Use - Part C 9.1
- 1.2.2 Use Standards-Non-Residential Use - Part D 11.3.1 P1, P2 and P3

- 1.2.3 Setbacks and Building Envelope – Part D 11.4.2 P3
 - 1.2.4 E2.0 Potentially Contaminated Land Code
 - 1.2.5 E6.0 Parking and Access Code
 - 1.2.6 E13 Historic Heritage Code
- 1.3 Ten (10) representations objecting to the proposal were received within the statutory advertising period from the 10 November 2016 to the 24 November 2016.
- 1.4 The proposal is recommended for approval subject to conditions.
- 1.5 The final decision is delegated to the Council.

2. Site Detail

- 2.1 The site is located in the inner residential zone within the small commercial node of South Hobart. The site is made up of the following titles: CT101535/1 - 456 Macquarie Street; CT30257/1 - 458 Macquarie Street; CT81175/1 - 458 Macquarie Street, CT111787/1 - 458 Macquarie Street; and CT47377/1 - 462 Macquarie Street. It contains three main buildings including the existing service station building centrally located within the site, a motor repair vehicle repair workshop in the eastern corner and the large central workshop building.

The property is part of the small commercial strip containing shops, cafe and grocer. Adjoining the site to the east are the residential properties at 450-454 Macquarie Street, with 26 and 28 Denison Street to the rear and on the other side, the properties at 53 and 55 Darcy Street back on to the existing workshop building.



Figure 1: Locality map



Figure 2: Close up map



Figure 3: Site as existing with service station and service centre to be demolished



Figure 4: The motor vehicle repair workshop to the side of the service station and service centre is proposed to be extended, have its walls replaced to the same height as existing and have a new gable roof.



Figure 5: Wall of existing motor vehicle repair workshop as viewed from Denison Street.



Figure 6: Large central workshop building (image provided by applicant)

3. Proposal

3.1

The proposal is for the redevelopment of the site at 456-462 Macquarie Street, South Hobart to provide a consulting room, hair salon and motor vehicle repair workshop with associated car parking for the uses. The site currently contains an existing service station with adjoining vehicle service centre and additional large buildings to the rear containing a motor repair workshop and artist workshop. The works include the complete demolition of the existing service station including the adjoining vehicle service centre as shown in the existing site plan below:

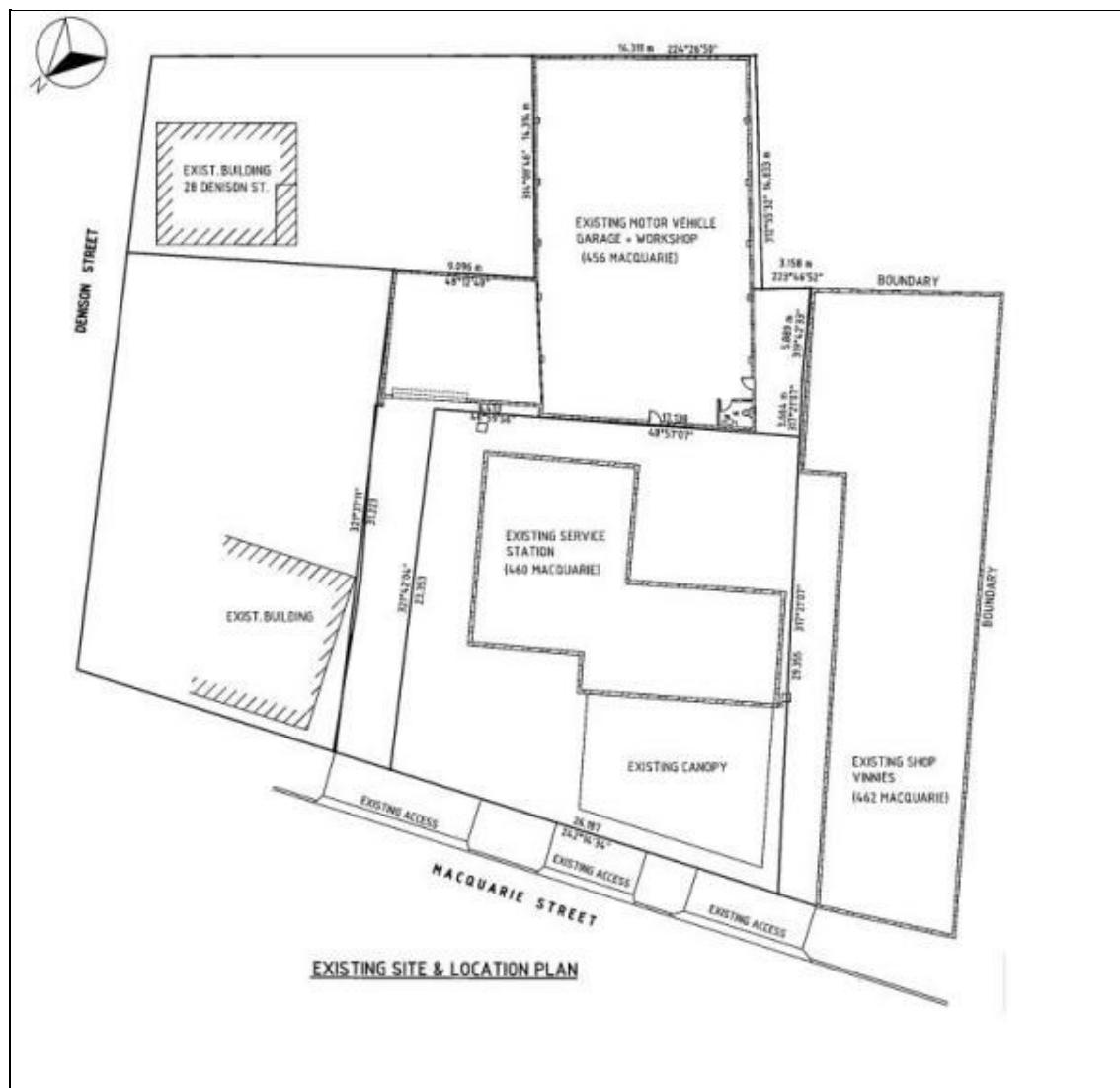


Figure 7. Existing Site plan

3.2

The existing large workshop to the rear is to be part demolished, altered and extended by 4.5m to towards the front boundary. The motor repair workshop in the eastern corner would have new boundary walls matching the height of the existing and a new gabled roof. It would also be extended 4 metres towards the front of the site and would have a new canopy to its front. The central building will feature a new facade as part of the front extension, with the rear of the building to remain as existing. The building is to contain 80m² of office space for the adjoining 125m² motor repair workshop, a 152m² hair salon to the rear and 80m² allocated to the consulting room to the front. The area to the front of the site is to accommodate a car park containing 19 car parking spaces with consolidation of the three existing access into two.

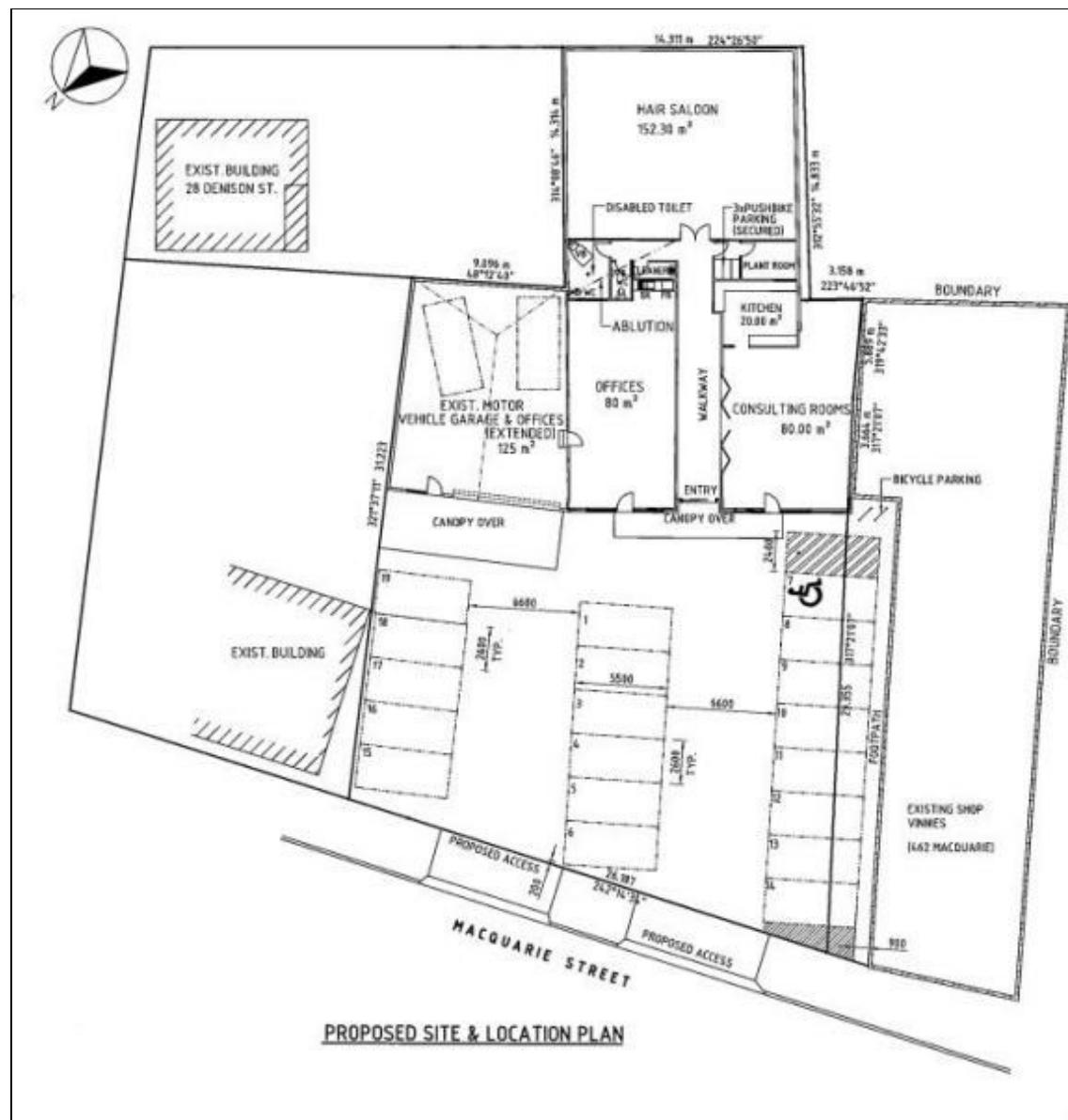


Figure 8. Proposed Site Plan



Figure 9: Proposed Front Elevation

- 3.3 The proposed operating hours for the uses is 7am to 6pm, Monday to Friday for the motor vehicle repair workshop, 8am to 6pm Monday to Friday for the consulting room and 8am to 6pm Monday to Saturday for the hair salon.
- 3.4 The proposal is the subject of an amended design. Refer to the background section of the report for further information.

4. Background

- 4.1 The current proposal is the subject of a re-advertised amended design. The original proposal included the redevelopment of a service station on site to open 7 days a week and the increase in height of the boundary walls of the motor vehicle repair workshop. These elements can be seen in the original plans below:

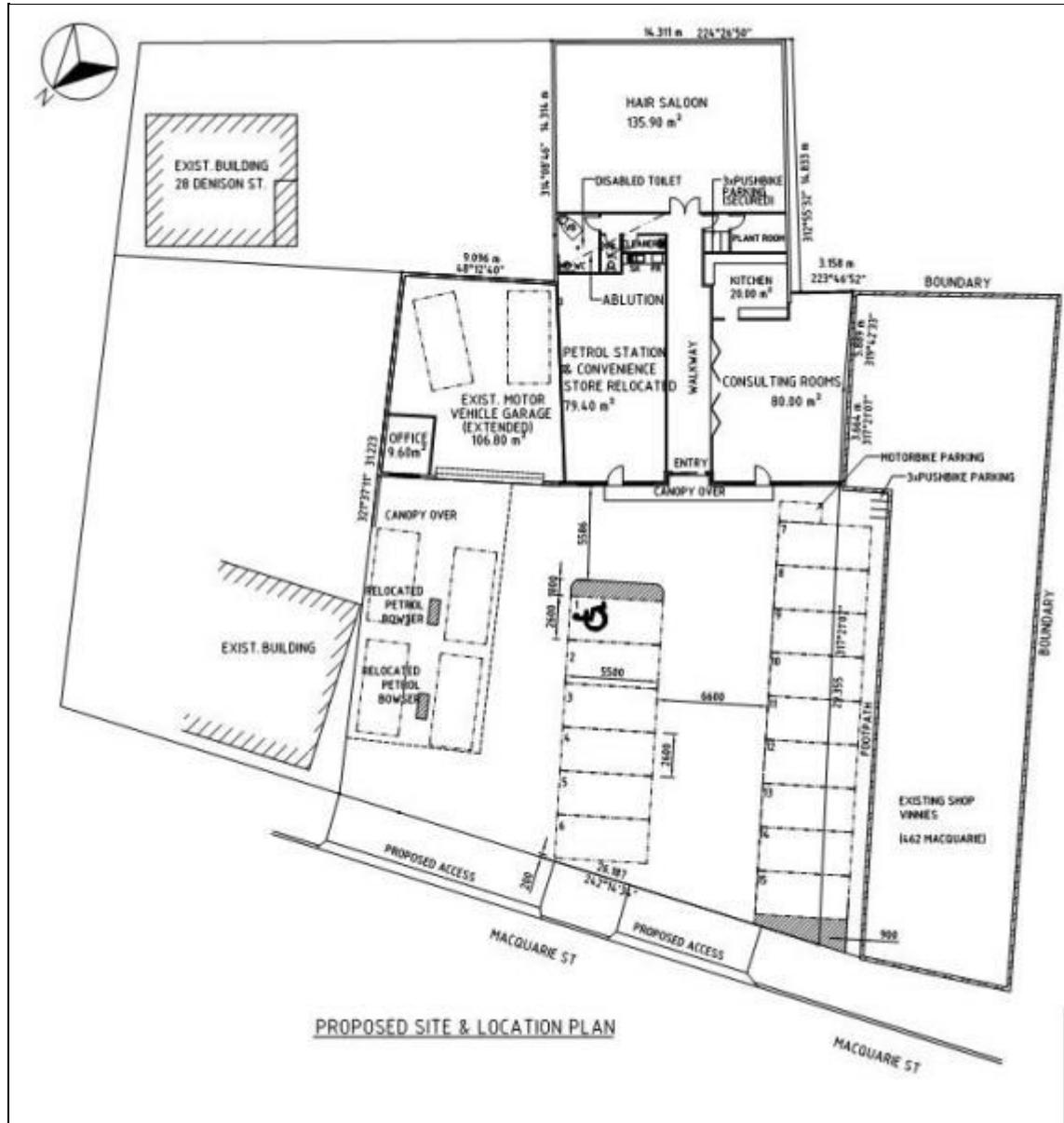


Figure 10: Originally proposed site plan

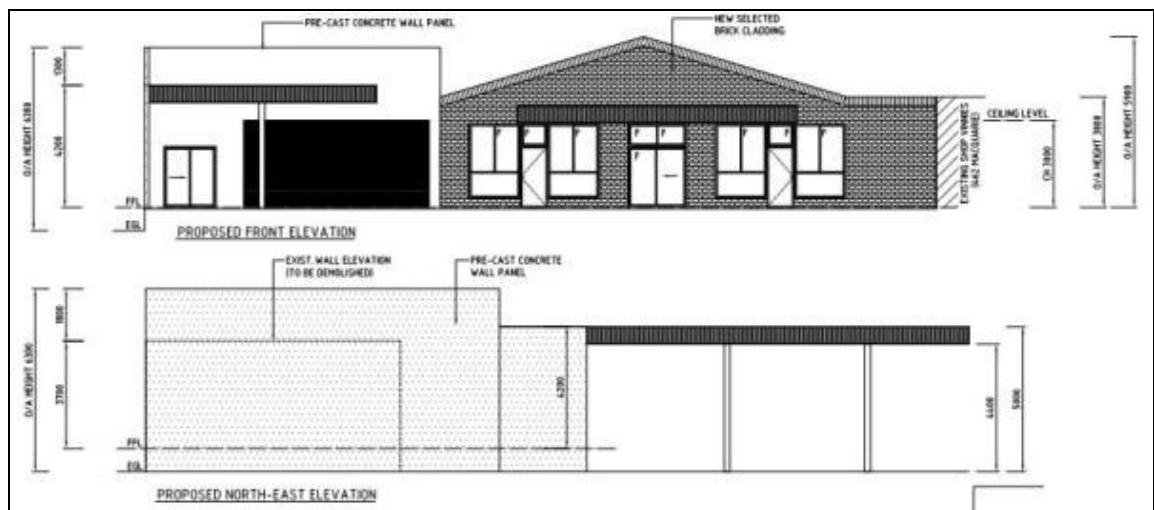


Figure 11: Originally proposed elevations

4.2. The original proposal received 16 representations. In addition to the concerns raised in respect of the current proposal, there was significant apprehension from representors to the original proposal relating to the noise and emissions of the service station due its siting. There was also great concern in respect of overshadowing and visual impact associated with the increase of the workshop wall height on the boundary by 1.8m. Council officers agreed that those elements would present an unreasonable impact on the adjoining properties. It was then put to the applicant that the application would be recommended for refusal unless the issues could be adequately addressed. The service station component was consequently removed from the proposal entirely and the workshop walls replaced at the existing height, with some additional internal height achieved through the use of a shallow gable roof.

5. Concerns raised by representors

5.1 The following table outlines the issues raised by the representors. All concerns raised with respect to the discretions invoked by the proposal will be addressed in Section 6 of this report.

The impact on the adjoining properties though overshadowing and visual impacts from the new wall sections, garage and canopy.	Damage to the root system of the century old heritage tree through the construction of the wall and existing shed.
The canopy is excessive in size, and virtually increases their workshop footprint and will enable additional work area.	The extension of the workshop and the wall do not meet the performance criteria for A3 of Clause 11.4.2.
The proposal increases the road safety issues in the area by increasing traffic and impacting on pedestrians.	The buildings should be built to the street frontage with the associated car parking to the rear. It would be more in keeping with the character of the area and a much better streetscape outcome.

A similar development application in 1999 was refused by Council on several grounds, including Heritage. The development was seen as an antiquated solution to the site with the motor vehicle being given precedence over the historic streetscape.	Noise levels from the expanded workshop, extended trading hours and use of the car park.
Use of the car park out of hours by customers of nearby shops/restaurant.	The TIA recommends that the bus stop be moved. Why? It would be better for the developer to relocate the driveways. If the cars were moved to the back, such access could easily be arranged.
The development of parking spaces across this driveway will prevent deliveries to nearby businesses.	It is a great opportunity to enhance the historic streetscape in this area by some more creative ideas.
A permanent restriction on trading hours for any commercial/retail trading hours be a requirement of the approved planning permit.	Much of the application is unknown such as signage, the use of the “consulting rooms” and the proposed hair salon, the potential need of the extension of trading hours.
The proposed development would not sustain and enhance the desired character and amenity of the residential area.	The proposal does not satisfy heritage objective for the precinct.

6. Assessment

The *Hobart Interim Planning Scheme 2015* is a performance based planning scheme. To meet an applicable standard, a proposal must demonstrate compliance with either an acceptable solution or a performance criterion. Where a proposal complies with a standard by relying on one or more performance criteria, the Council may approve or refuse the proposal on that basis. The ability to approve or refuse the proposal relates only to the performance criteria relied on.

- 6.1 The site is located within the inner residential zone of the Hobart Interim Planning Scheme 2015.
- 6.2 The existing use of the site (which is to be retained) is Service Industry, which is a

prohibited use. The additional proposed uses are Business and Professional Services and General Retail and Hire. Both additional proposed uses are discretionary in the zone.

6.3 The proposal has been assessed against:

- 6.3.1 Part C 9.1 - Changes to an Existing Non-conforming Use
- 6.3.2 Part D-11 Inner Residential Zone
- 6.3.3 E2.0 Potentially Contaminated Land Code
- 6.3.4 E5.0 Road and Railway Assets Code
- 6.3.5 E6.0 Parking and Access Code
- 6.3.6 E7.0 Stormwater Management Code
- 6.3.7 E13.0 Historic Heritage Code

6.4 The proposal relies on the following performance criteria to comply with the applicable standards:

- 6.4.1 Changes to an Existing Non-conforming Use - Part C 9.1
- 6.4.2 Use Standards - Non-Residential Use - Part D 11.3.1 P1, P2 and P3
- 6.4.3 Setbacks and Building Envelope - Part D 11.4.2 P3
- 6.4.4 E2.0 Potentially Contaminated Land Code
- 6.4.5 E6.0 Parking and Access Code
- 6.4.6 E13.0 Historic Heritage Code

6.5 Each performance criterion is dealt with separately below.

6.6 Changes to an Existing Non-conforming Use - Part C 9.1; and Use Standards-Non-Residential Use - Part D 11.3.1 P1, P2 and P3

- 6.6.1 The motor vehicle repair workshop use is to be retained on the site with a minor extension of the existing building. The proposed opening hours

would be 7am to 6pm Monday to Friday.

- 6.6.2 The motor vehicle repair workshop use comes under the use class of a Service Industry, which is a prohibited use in the zone. However, the following clause of the Scheme allows for approval of changes to an existing non-conforming use:
- 6.6.3 Clause 9.1 Changes to an Existing Non-conforming Use provides as follows:

Notwithstanding any other provision in this planning scheme, whether specific or general, the planning authority may at its discretion, approve an application:

- (a) *to bring an existing use of land that does not conform to the scheme into conformity, or greater conformity, with the scheme; or*
- (b) *to extend or transfer a non-conforming use and any associated development, from one part of a site to another part of that site; or*
- (c) *for a minor development to a non-conforming use,*

where there is –

- (a) *no detrimental impact on adjoining uses; or*
- (b) *the amenity of the locality; and*
- (c) *no substantial intensification of the use of any land, building or work.*

In exercising its discretion, the planning authority may have regard to the purpose and provisions of the zone and any applicable codes.

- 6.6.4 The proposal seeks to remove the existing service station and adjoining service centre from the site, therefore bringing the use of the land into greater conformity with the Scheme in accordance with Clause 9.1.1 (a). However the following non residential use standards are applicable to the motor vehicle repair workshop use proposed to remain on the site and are assessed as being discretionary.
- 6.6.5 The acceptable solution at clause 11.3.1 A1 provides:

Hours of operation must be within 8.00 am to 6.00 pm, except for office and administrative tasks or visitor accommodation.

- 6.6.6 The proposed operating hours are from 7am to 6pm Monday to Friday and therefore need to be assessed against the following performance criteria:
- 6.6.7 The performance criterion at clause 11.3.1 P1 provides:
- Hours of operation must not have an unreasonable impact upon the residential amenity through commercial vehicle movements, noise or other emissions that are unreasonable in their timing, duration or extent.*
- 6.6.8 The operating hours of the existing motor vehicle repair workshop use are unknown however the proposed starting time at 7am is one hour earlier than those listed under the Acceptable Solution. In terms of the function of the use, 7am is a relatively standard start time for motor vehicle repair workshops as it allows time for the preparation and setup for the day ahead, as well as allowing the drop off of vehicles prior to customers heading to work. From 7am weekdays, there is activity in the area generated by traffic movements along Macquarie Street and the opening of the other commercial uses nearby. Considering that the use exists, is not operating on the weekend, and that the service station with service centre is being removed from the site, the proposed operating hours are considered reasonable.
- 6.6.9 The acceptable solution at clause 11.3.1 A2 provides:

Noise emissions measured at the boundary of the site must not exceed the following:

- (a) 55 dB(A) (LAeq) between the hours of 8.00 am to 6.00 pm;
- (b) 5dB(A) above the background (LA90) level or 40dB(A) (LAeq), whichever is the lower, between the hours of 6.00 pm to 8.00 am;
- (c) 65dB(A) (LAmax) at any time.

Measurement of noise levels must be in accordance with the methods in the Tasmanian Noise Measurement Procedures Manual, issued by the Director of Environmental Management, including adjustment of noise levels for tonality and impulsiveness.

Noise levels are to be averaged over a 15 minute time interval.

6.6.10 Due to the nature of the use, there are likely to be times when the potential noise from the motor vehicle repair workshop would exceed the above requirements and therefore assessment against the performance criteria is required.

6.6.11 The performance criterion at clause 11.3.1 P2 provides:

Noise emissions measured at the boundary of the site must not cause environmental harm.

6.6.12 The potential noise generated is already present due to the use existing on the site. It is also irregular due to the type of work associated with the use. Once again, it is noted that the overall impact would be reduced through the removal of the service station and service centre. The operation of the use is subject to the *Environmental Management and Pollution Control Act 1994* (EMPCA) and therefore if the noise at the boundary of the property is considered to be causing an environmental harm then measures could be put in place to address any issues that might arise.

6.6.13 The acceptable solution at clause 11.3.1 A3 provides:

External lighting must comply with all of the following:

(a) be turned off between 6:00 pm and 8:00 am, except for security lighting;

(b) security lighting must be baffled to ensure they do not cause emission of light into adjoining private land.

6.6.14 Due to the proposed motor vehicle repair workshop opening at 7am, through the winter months some lighting of the use and carpark would be required from 7:00am-7:30am, prior to sunrise. Therefore assessment against the performance criteria is required.

6.6.15 The performance criterion at clause 11.3.1 P3 provides:

External lighting must not adversely affect existing or future residential amenity, having regard to all of the following:

(a) level of illumination and duration of lighting;

(b) distance to habitable rooms in an adjacent dwelling.

- 6.6.16 It is reasonable that lighting would be required during the morning and evening periods through the winter and although it is only for a short period, it is recommended that a condition be included to prevent unnecessary light spill potentially affecting adjoining residences.
- 6.6.17 Subject to such a condition, the motor vehicle repair workshop use is considered to comply with the above performance criteria.

6.7 Use Part D 11.2

- 6.7.1 The proposed uses within the existing central workshop building are General Retail and Hire (which relates to the hair salon), and Business and Professional Services (which relates to the proposed consulting rooms).
- 6.7.2 The proposed uses meet the qualification for discretionary use under table 11.2 and are approvable subject to meeting the Zone Purpose statement in accordance with clause 8.10.2.
- 6.7.3 The zone purpose statement at clause 11.11 provides:

11.1.1.1

To provide for a variety of residential uses and dwelling types close to services and facilities in inner urban and historically established areas, which uses and types respect the existing variation and pattern in lot sizes, set back, and height.

11.1.1.2

To provide for compatible non-residential uses that primarily serve the local community.

11.1.1.3

To encourage residential development at higher densities in locations within walkable distance of services, facilities, employment and high frequency public transport corridors.

11.1.1.4

To encourage residential development that respects the neighbourhood character.

11.1.1.5

To provide a high standard of residential amenity.

11.1.1.6

To allow commercial uses which provide services for the needs of residents of a neighbourhood and do not displace an existing residential use or adversely affect their amenity particularly through noise, traffic generation and movement, and the impact of demand for on-street parking.

- 6.7.4 The proposed uses within the existing workshop building are for General Retail and Hire which relates to the hair salon, and Business and Professional Services which relates to the proposed consulting room. The proposed uses are to be within the large, central building towards the rear of the site containing the existing workshop, and by their very nature, would have a lesser impact on residential amenity in respect of noise and emissions than activities potentially undertaken in a workshop. The uses are contained behind the same walls that currently adjoin the residential properties, with no entrances or access in close proximity to the residential properties.

The proposed uses are also of service to the local community and not a specialist use that would ordinarily generate visitors and associated traffic from outside the local area. There is also a large amount of onsite parking provided for the proposed uses. There may be some impact from the vehicle movements in respect of the residential properties at 450-454 Macquarie Street, however when compared to the vehicle movements that may potentially be generated by a service station, the impact is arguably lesser.

The uses are also proposed to operate within the parameters set out under the non-residential use standards for the zone.

The proposed uses of a hair salon and consulting rooms are not considered to compromise the intent of the zone purpose statement at clause 11.11.

- 6.8 Setback and building envelope Part D 11.4.2 P3

- 6.8.1 The proposed alterations to the motor vehicle repair workshop include the replacement of the existing walls however the wall is to also be extended towards the front boundary by an additional 4m, with the building to have a shallow pitch gable roof. There is also a canopy proposed that extends

another 3.6m from the front of the workshop.

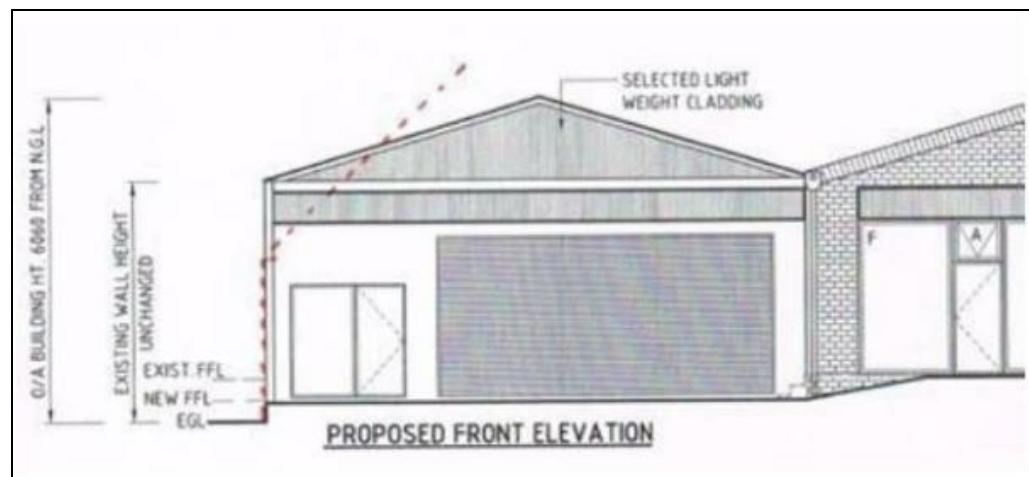


Figure 12: Showing the extent of the building envelope discretion for the extended motor vehicle garage, adjacent to 450-454 Macquarie Street.

- 6.8.2 The other relevant area is the small section of infill development with a new section of wall adjoining the rear of 55 Darcy Street (circled in red below).

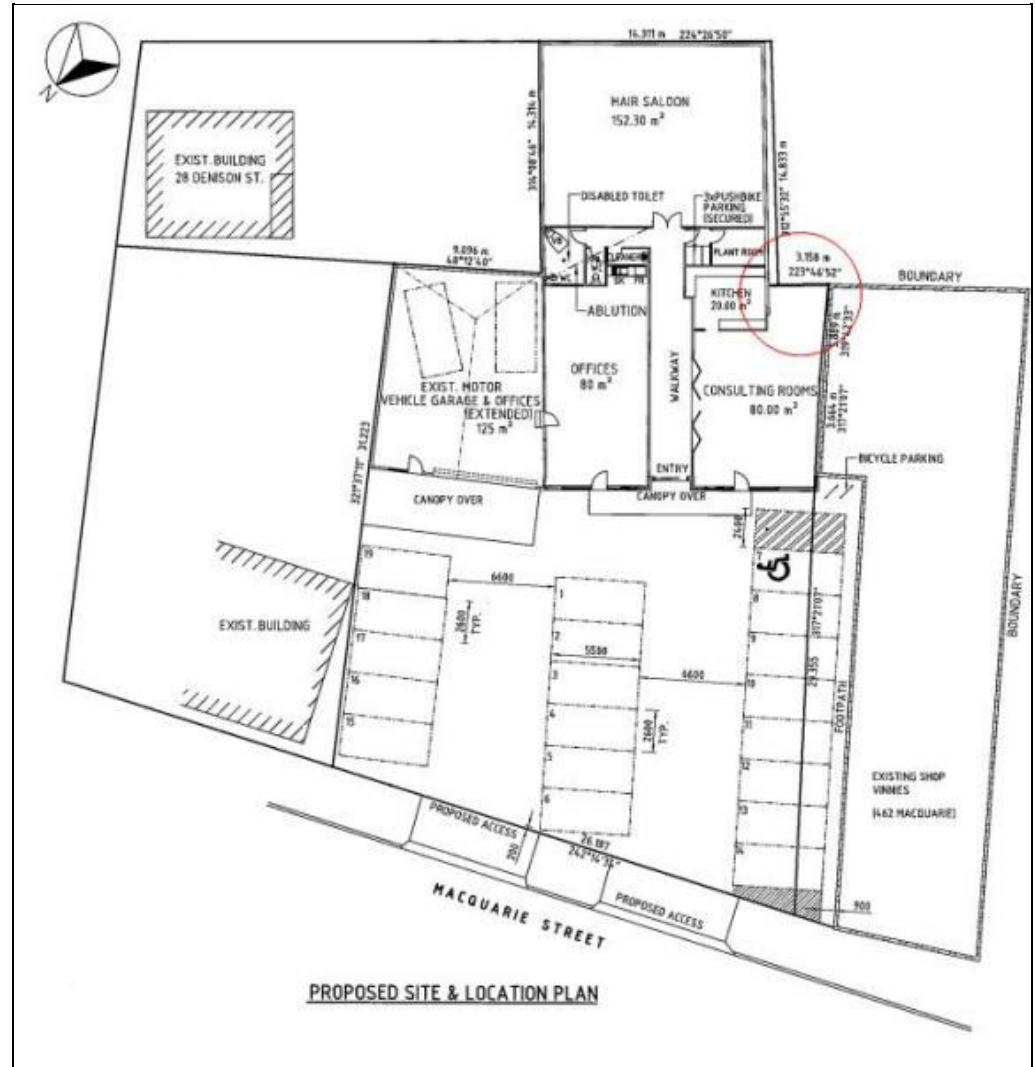


Figure 13: Showing the location of the building envelope discretion adjacent to 55 Darcy Street.

- 6.8.3 The Acceptable Solution under clause 11.4.9 'Non-dwelling development' requires that non-dwelling development be assessed as if it were a dwelling. Therefore the building envelope provisions under Setback and building envelope Part D 11.4.2 A3 relate to the proposal. The proposal is outside the building envelope in the two areas described above.
- 6.8.4 The proposal does not comply with the acceptable solution; therefore assessment against the performance criterion is relied on.
- 6.8.5 The performance criterion at clause 11.4.2 P3 provides:

The siting and scale of a dwelling must:

(a) not cause unreasonable loss of amenity by:

(i) reduction in sunlight to a habitable room (other than a bedroom) of a

dwelling on an adjoining lot; or

(ii) overshadowing the private open space of a dwelling on an adjoining lot; or

(iii) overshadowing of an adjoining vacant lot; or

(iv) visual impacts caused by the apparent scale, bulk or proportions of the dwelling when viewed from an adjoining lot; and

(b) provide separation between dwellings on adjoining lots that is compatible with that prevailing in the surrounding area.

- 6.8.6 The replacement walls of the motor vehicle repair workshops are to match the height of the existing walls with the only additional height of the structure relating to the gable roof. The roof has a very shallow pitch that angles away from the adjoining residential properties. In terms of impact to the adjoining property to the rear, the submitted shadow diagrams suggest that there is negligible difference in overshadowing compared to that of the existing structure, particularly in winter. In terms of visual impact, the pitch of the gable roof is very shallow from the rear, with it only reaching the peak 5m into the building and when combined with the retention of the existing wall height, it is not considered to cause an unreasonable visual impact.

In respect of the adjoining properties at 450-454 Macquarie Street, the northern aspect of their rear yards means that there is only additional impact to the rear of the property in the late afternoon, however with only a very limited additional impact throughout the winter months of the year.

The visual impact of the extension of the wall on the boundary as viewed from the properties at 450-454 Macquarie Street presents an additional impact particularly when combined with the proposed canopy. It is appreciated that there is a great benefit in the operational functionality of the workshop in having the ability to fit two vehicles length ways. The proposed length allows the minimum space practicable for this to happen. The retention of the existing wall height maintains the scale of the existing structure with the gable roof sloping away from the property reducing the visual impact in proximity to the boundary. The service station building and adjoining workshop structure are also to be removed which although not sited on the boundary, currently presents a continuous view of buildings that extend the length of the site.

The proposed canopy extends another 3.6m beyond the extended workshop and is considered an extension of the building that unnecessarily contributes to the visual impact of the building and closes visible open spaces when viewed from the rear of the properties at 450-454 Macquarie Street. It is appreciated that a canopy provides some protection from the elements such as sun and rain; however a much reduced canopy could still provide adequate protection with a reduced visual impact when viewed from the rear of the adjoining properties at 450-454 Macquarie Street. It is therefore suggested that a condition be included on the permit that requires that the canopy be reduced to 1.5m which is consistent with the other proposed canopy and provides a reasonable level of protection from the elements of the internal spaces of the workshop.

The other component of the building envelope discretion relates to the section of wall at the rear of the consulting room that infills the existing gap between the buildings. It adjoins the very back corner of 55 Darcy Street where there is a fenced section in between the existing buildings. The proposal adds a wall a metre higher than the existing fence enclosing the gap between the buildings. In terms of impact to 55 Darcy Street, it is not considered to be unreasonable due to the very limited additional overshadowing due to the existing buildings either side. Also due to the narrow section of infill, it is not considered to cause an unreasonable visual impact considering its location between the buildings and being at the very rear corner of the yard.

- 6.8.7 The proposal complies with the performance criterion.
- 6.9 E2.0 Potentially Contaminated Land Code
 - 6.9.1 The site is an existing contaminated site due to the service station use.
 - 6.9.2 The Council's Environmental Health Officer is satisfied with the proposal's performance against the provisions of the code subject to a condition requiring the implementation of the recommendations in the submitted site management plan.
 - 6.9.3 The proposal complies with the performance criterion.
- 6.10 E6.6.1 Number of Car Parking Spaces
 - 6.10.1 The proposal is to provide 19 on site car parking spaces.

6.10.2 The acceptable solution under E6.6.1 A1 requires the provision of 22 car parking spaces.

6.10.3 The proposal does not comply with the acceptable solution; therefore assessment against the performance criterion is relied on.

6.10.4 The performance criterion at clause E6.6.1 P1 provides:

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

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

6.10.5 The proposed 19 car parking spaces are to be reduced to 18 via a recommended condition in the interest of the providing landscaping and allowing for adequate vehicle manoeuvring. However even at 18 car

parking spaces, there is considered to be sufficient on-site parking for three proposed uses on the site which is supported by the submitted Traffic Impact Assessment and Council's Manager Traffic Engineering. It is noted that the uses are aimed at the local area and the site is easily accessed by pedestrians and public transport. Due to the nature of the uses, visiting customers are limited to the number of clients the business can see at any one time, therefore controlling parking demand. However in any case, the proposed amount of car parking far exceeds many comparable local area uses around Hobart and is considered to adequately cater for the uses on site without unreasonably impacting on the availability of no street parking in the surrounding area.

- 6.10.6 The proposal complies with the performance criterion.

6.11 E.6 Parking and Access Code

- 6.11.1 The Council's Development Engineer is satisfied with the performance of the proposal in respect of the Parking and Access Code subject minor modification. The officer recommends the narrowing of the proposed accesses and for them to be one way only, as well as being clear of the existing bus stop. It is also recommended that car parking space 6 be removed to allow for adequate onsite manoeuvring. General conditions to ensure compliance with the relevant Australian Standards are also recommended.

- 6.11.2 The proposal complies with the performance criterion.

6.12 E6.7.8 Landscaping of Parking Areas

- 6.12.1 The front area of the site is the existing concrete parking and turning area of the service station;; however once demolished, the area will form the car parking and circulation area for the proposed development and no landscaping is specifically proposed.
- 6.12.2 The Acceptable Solution under E6.7.8 Landscaping of Parking Areas requires 5 percent of the parking and circulation areas to be landscaped.
- 6.12.3 The proposal does not comply with the acceptable solution; therefore assessment against the performance criterion is relied on.
- 6.12.4 The performance criterion at clause E6.7.8 P1 provides:

Landscaping of parking and circulation areas accommodating more

than 5 cars must satisfy all of the following:

- (a) relieve the visual impact on the streetscape of large expanses of hard surfaces;*
- (b) soften the boundary of car parking areas to reduce the amenity impact on neighbouring properties and the streetscape;*
- (c) reduce opportunities for crime or anti-social behaviour by maintaining passive surveillance opportunities from nearby public spaces and buildings.*

6.12.5 The most effective area to be utilised as landscaping is the frontage of the proposed parking and circulation area. This is supported by the Council's Cultural Heritage Officer. Landscaping will relieve the visual impact of the expanse of parking on the streetscape whilst still allowing for parking and adequate circulation to be accommodated. The expanse of hard surfaces is very much an existing situation; however the revision of the car parking to cater for the new uses allows an opportunity to include landscaping. With the removal of one car parking space from the central bank of spaces, there is room to provide landscaping along the frontage, in front each of the three rows of car parking. A condition is therefore recommended for landscaping in these areas.

6.12.6 The proposal complies with the performance criterion.

6.13 E.13 Historic Heritage Code

6.13.1 The site is located within a Heritage Precinct. The Council's Cultural Heritage Officer has provided the following assessment of the proposal:

6.13.2 The proposal relates to a site currently containing a petrol Service Station with associated Motor vehicle repair workshop and warehouse currently used by an Art Co-operative to the rear. The development application for the above site is for the demolition of a block built service station with associated canopy and workshop, alterations and extension of an existing warehouse and workshop to the rear, the continued use of the workshop for motor repairs with new office within the former warehouse, along with two additional uses, indicated to be a hairdressers and a consultation room. The front area of hard standing of the site would be formally laid out for car parking.

The site stands at 456 Macquarie Street which forms part of the South Hobart/Macquarie Street/Cascade Road Heritage Precinct. The

proposals must therefore be assessed against the Heritage Provisions as set out in the Hobart Interim Planning Scheme 2015.

This precinct is significant for reasons including:

1. The intact early streetscape elements and buildings that demonstrate it as being an historical commercial, retail and residential route
2. The quality and variety of built forms from a range of periods that make up the homogenous streetscape.
3. The large number of heritage items and contributory buildings.
4. The pivotal role of the street in defining the commercial, retail and many of the social functions of the South Hobart precinct.

Demolition

The building identified for demolition currently operates as a service station with associated workshop off to one side. Block built in what appears to be the post WW2 period, the building and its adjoining workshop is of little architectural merit. It is noted however that the associated canopy does project almost to the roadside and thus does provide some limited visual continuation of the built form to the street edge, [albeit] in a very limited degree.

Demolition is controlled under E13.8.1 ‘Demolition’ which states that the objective is

“To ensure that demolition in whole or in part of buildings or works within a heritage precinct does not result in the loss of historic cultural heritage values unless there are exceptional circumstances.”

With regard to the above, as stated previously, it is acknowledged that the building in question is of little architectural merit. However, it is also noted that the characteristics of the Heritage Precinct is in part deemed to be of interest due to the ‘pivotal role of the street’ and ‘The quality and variety of built forms from a range of periods that make up the homogenous streetscape’ – in other words, that the streetscape, whilst consisting of various built forms of various quality, is none the less, made up of built forms which share a common origin; in this instance, the importance of the street as a historical route, centre of commerce and residential expansion of Hobart beyond the Cove.

As such, it is therefore considered that whilst extremely limited, the current building and its canopy provides some visual continuation of the built form and can be directly associated with the street as the principal defining feature that has molded the built form. However, as a contributory element, it is acknowledged that if there are opportunities to provide for development that would play a more significant contributory role, then the demolition of this element of the site should not be resisted in principle.

Proposed Development

The proposed development would remove the relatively utilitarian looking front service station and workshop. It would also seek to improve the appearance of the road facing elevation of the warehouse by virtue of application of a new brick cladding, whilst also providing glazed frontages to the two new units and the entrance to the third unit. Although of limited architectural merit, it can be argued that the proposed works would represent an improvement to the appearance of the individual building.

It is noted however that the visual appearance of the proposed scheme would be largely dictated by the proposed car parking to front part of the site. Providing spaces for 18 vehicles plus maneuvering space, the overwhelming visual appearance of the wider site would therefore be one of car park serving a significantly set back workshop and former warehouse. The built form, unlike the general streetscape of the Precinct which places development hard against the front of the site, (including to a degree the existing Service Station), would instead be set back from the roadside, creating a small but notable break in the pattern of development within the streetscape. Such a break is considered to be highly unfortunate and contrary to the general characteristics of the Precinct. This is considered to be particularly pertinent in that under the Performance Criteria P1 of E13.7.2 ‘Buildings and Works other than Demolition’ of the Hobart Interim Planning Scheme, it is still a requirement that development must not;

“substantial diminution of the historic cultural heritage significance of the place through loss of significant streetscape elements including plants, trees, fences, walls, paths, outbuildings and other items that contribute to the significance of the place.”

With regard to the above, it is acknowledged however that the existing site, whilst loosely confirming with the general pattern of development, can be argued to already represent a relatively weak point in the general character of the Precinct and contributes solely by representing a built

form within the streetscape. It is therefore considered that the principal concern relating to the proposal is the lack of built form or demarcation of the immediate front boundary.

Given the above, it is therefore considered that an ideal re-development of the site should seek the provision of a suitably scaled and contributory built from hard against the front boundary of the site. As this is not forthcoming however, it is considered that whilst finely balanced, at the very least some provision of suitably robust landscaping to the front of the site would provide a softening to the visual appearance of the site, whilst also importantly provide some form of demarcation to the front boundary and hence provide, [albeit] to a limited degree, a visual continuation of the street edge usually provided by the built form. As such, it is considered reasonable should planning permission be granted to seek the provision of suitable landscaping to the front parts of the site, through the reduction of car parking spaces if both necessary and subject to compliance with parking standards.

Conclusion

Given the commercial nature of the site, it is considered unreasonable to refuse the proposal. However, it is considered reasonable to seek the mitigation of the worse visual impact of the proposal, that its lack of built form to the street edge by virtue of seeking a robust landscaping scheme be sought by way of condition to sit to the front boundary edge whilst also complying with necessary highway considerations.

7. Discussion

- 7.1 The proposed redevelopment of the site at 456-462 Macquarie Street, South Hobart seeks to provide a consulting room, hair salon and motor vehicle repair workshop with associated car parking for the uses. It includes the demolition of the existing service station including the adjoining vehicle service centre with the minor extension of the existing buildings that are to contain proposed consulting room, hair salon use and existing motor vehicle repair workshop. The proposal is the subject of a re-advertised amended design. The original proposal included the redevelopment of a service station on site to open 7 days a week and the increase in height of the boundary walls of the motor vehicle repair workshop. These were elements of specific concern and consequently the amended current proposal was submitted.

- 7.2 The current proposal received ten (10) representations broadly raising the following main concerns:
- The impact on the adjoining properties through overshadowing and visual impacts from the new wall sections, garage and canopy.
 - Noise levels from the expanded workshop, extended trading hours and use of car park.
 - The proposed buildings should be built to the street frontage with the associated car parking to the rear as it would be more in keeping with the character of the area and a much better streetscape outcome.
 - Damage to the root system of the century old heritage tree through the construction of the wall and existing shed.
 - The proposal is not consistent with the character of the Heritage Precinct.
 - Traffic and road safety issues.
 - Uncertainty of the future use of the site and extension to the operating hours.
 - Use of the car park out of hours.
 - Removal of bus stop as recommended in the Traffic Impact Assessment.
- 7.3 In respect of the proposed impact from the proposed extension of the workshop and building there appears to be some confusion to the extent of the development. The existing central building is to be retained with no change to the existing boundary walls to the side and rear. The motor vehicle repair workshop is to have the existing block work walls replaced at the same height however it is to be extended towards the front, in line with the central building and includes a gable roof with canopy. The potential impacts relative to the building envelope encroachments were assessed against the performance criteria and considered acceptable subject to a condition requiring a reduction in the length of the canopy to the motor vehicle repair workshop.
- 7.4 While the potential noise levels generated from the site are a reasonable concern, it should also be acknowledged that the uses currently existing on the site are workshops and a service station. Although the intensity of those uses would have varied over the years, there is potential for impacts associated with those existing uses continuing into the future. The proposed consulting rooms and hair salon are uses that have a much lower level of potential impact in terms of noise. Even though the motor vehicle repair workshop use is being partially retained on the site, it is still subject to the *Environmental Management and Pollution Control Act 1994* as are the other uses. There is, therefore, regulatory protection against any unreasonable impacts that may be experienced by adjoining properties. Also, any extension of operating hours outside those approved would require additional planning approval.

- 7.5 In respect of the late night use of the car park, there are a limited number of uses nearby that open later than those existing on the site. There is also existing on-street parking in more convenient locations adequately catering for demand.
- 7.6 It is agreed that a commercial development built to the frontage of the property would be more in keeping with the built character of the existing commercial node and precinct. However it needs to be appreciated that the proposal is essentially for partial demolition, extensions and internal works to existing buildings. The site as it currently exists as a service station and workshop with associated parking and manoeuvring areas also contributes very little in respect of the streetscape. The proposal still allows for the future development of the site with options for buildings that respond to the streetscape and are built to the frontage. The requirement of landscaping will help provide some relief of the hard services in respect of the street frontage.
- 7.7 The existing shed structure and tree referred to in the representation are not specifically protected under the Planning Scheme or part of the development site and therefore are matters that need to be addressed civilly between the owners.
- 7.8 In respect of traffic and road safety issues, the Council's Development Engineer and the Manager Traffic Engineering are satisfied with the development. However there will be some modification of the proposal required by condition, including the removal of a car parking space, narrowing of the accesses and redesign to incorporate one way entrance and exits. The officer is also confident that the removal of the bus stop is not required and that the access can be accommodated clear of the bus stop, improving the existing situation.
- 7.9 The proposal presents a gradual evolution of the site introducing uses that are more in harmony with the residential area and of relevance to the residents within the area. It also presents a reduced potential impact compared to the existing uses particularly with the removal of the existing service station. Through the removal of the new service station from proposal and the retention of the existing wall height, the amended proposal succeeds in significantly reducing the impact on the adjoining properties.

- 7.10 The discretions in respect of the proposed uses, extension of use and building envelope are assessed as meeting the relevant Scheme provisions with minor modification and reinforcement through conditions and advice. The proposal is also considered to meet the relevant performance criteria in respect of the proposal's discretions under the parking and access code with conditions also to be applied to ensure adequate function and performance. The Council's Cultural Heritage Officer has concluded that subject to landscaping, the proposal is acceptable in terms of the Historic Heritage Code. The Council's Environmental Health Officer is also satisfied that the existing contamination associated with the service station can be adequately managed subject to meeting the recommendations in the submitted site management plan.
- 7.11 In light of the above, the proposal is recommended for approval subject to conditions and advice.

8. Conclusion

The proposed Partial Demolition, Alterations, Extension and Change of Operating Hours for Service Industry and Partial Change of Use to Business and Professional Services, and General Retail and Hire at 456-462 Macquarie Street, South Hobart satisfies the relevant provisions of the Hobart Interim Planning Scheme 2015, and as such is recommended for approval.

9. Recommendations

That: Pursuant to the Hobart Interim Planning Scheme 2015, the Council approve the application for Partial Demolition, Alterations, Extension and Change of Operating Hours for Service Industry and Partial Change of Use to Business and Professional Services, and General Retail and Hire at 456-462 Macquarie Street, South Hobart for the reasons outlined in the officer's report and a permit containing the following conditions be issued:

GEN

The use and/or development must be substantially in accordance with the documents and drawings that comprise PLN-16-00357-01 - 456-462 Macquarie Street - SOUTH HOBART - Final Planning Documents except where modified below.

Reason for condition

To clarify the scope of the permit.

TW

The use and/or development must comply with the requirements of TasWater as detailed in the form Submission to Planning Authority Notice, Reference No. TWDA 2016/00445-HCC dated 11/04/2016 as attached to the permit.

Reason for condition

To clarify the scope of the permit.

PLN 4

Landscaping to the satisfaction of the Council's Director City Planning must be installed along the front of the three parking areas prior to the first occupation. The vegetation must be maintained, and replacement vegetation must be planted if any is lost.

Design drawings complying with this condition must be submitted and approved prior to the issuing of any permit under the Building Act 2000.

Reason for condition

In the interest of streetscape

PLN 17

Any proposed external lighting must operate in accordance with Australian Standard AS4282- Control of the obtrusive effects of outdoor lighting.

Reason for condition

To ensure that the non-residential use does not unreasonably impact residential amenity.

PLN s4

The proposed canopy of the motor vehicle repair workshop must be reduced in depth so that it extends no more than 1.5m from the facade of the building.

Design drawings demonstrating compliance with the above requirement must be submitted and approved prior to the issuing of any permit under the Building Act 2000.

All work required by this condition must be undertaken in accordance with the approved drawings.

Reason for condition

In the interest of residential amenity

ENG sw4

The development must be drained to Council infrastructure.

The new storm water connection must be constructed, and existing connections abandoned and sealed, by Council at the owner's expense prior to issue of a Certificate of Completion.

Detailed engineering drawings must be submitted and approved prior to issue of consent under the Building Act 2000 or commencement of works (which ever occurs first). The detailed engineering drawings must include:

1. the location of the proposed connections and all existing connections;
2. the size and design of the connection(s) such that they are appropriate to service the development;
3. long-section and cross-sections of the proposed connection clearly showing any

- nearby services and potential clashes, cover, grade/ levels, material and delineation of public and private infrastructure; and
- 4. be checked and certified by a qualified and experienced engineer.

All work required by this condition must be undertaken in accordance with the approved engineering drawings.

Advice: Once the engineering drawings have been approved the Council will issue a condition endorsement (see general advice on how to obtain condition endorsement).

Please note that once the condition endorsement has been issued you will need to contact Council's City Infrastructure Division to initiate an application for service connection.

Reason for condition

To ensure the site is drained adequately.

ENG sw7

Stormwater pre- treatment for stormwater discharges from the development must be installed prior to issue of a Certificate of Completion.

A stormwater management report and design must be submitted and approved, prior to issue of any consent under the Building Act 2000 or commencement of works (which ever occurs first). The stormwater management report and design must:

1. be prepared by a suitably qualified engineer;
2. include detailed design of the proposed treatment train, including final estimations of contaminant removal;
3. Include a Stormwater Management Summary Plan that outlines the obligations for future property owners to stormwater management, including a maintenance plan which outlines the operational and maintenance measures to check and ensure the ongoing effective operation of all systems, such as: inspection frequency; cleanout procedures; descriptions and diagrams of how the installed systems operate; details of the life of assets and replacement requirements.

All work required by this condition must be undertaken and maintained in accordance with the approved stormwater management report and design.

Advice: Once the stormwater management report and design has been approved

Council will issue a condition endorsement (see general advice on how to obtain condition endorsement).

Reason for condition

To avoid the possible pollution of drainage systems and natural watercourses, and to comply with relevant State legislation.

ENG 4

The driveway and car parking area approved by this permit must be constructed to a sealed standard and surface drained prior to the commencement of use.

Reason for condition:

To ensure safe access is provided for the use.

ENG 6

The car parking space No 6 shown on the drawing No 3743 A3 Revision 2 submitted on 25 October 2016 does not comply with the Australian Standard AS/NZS 2890.1:2004, and as such is not approved.

Reason for condition:

To ensure that parking areas for cars are located, designed and constructed to enable safe, easy and efficient use.

ENG 7

The number of car parks approved on the site is eighteen (18). The parking area must be lined marked on the site prior to the commencement of the use.

All parking spaces must be delineated by means of white or yellow lines 80mm to 100mm wide, or white or yellow pavement markers in accordance with Australian Standards AS/NZS2890.1 2004 and/or AS/NZS2890.6: 2009 prior to commencement of use.

Detailed design drawings of the car parking must be submitted and approved, prior to the commencement of works.

The drawing must:

1. Show the layout of the car parking for the eighteen (18) parking spaces in accordance with the Australian Standards AS/NZS 2890.1:2004 and AS/NZS 2890.6:2009, to satisfy the above requirement.
2. Show wheel stops for car parking spaces 7-14 to prevent conflict with pedestrians on the footpath.
3. Show bollards (or approved equivalent that maintains vehicular and pedestrian sight lines in accordance with AS/NZS 2890.1:2004) along the front boundary where vehicular access points are not present, to prevent unauthorised vehicular access to the Council footpath.
4. Show two (2) 3.6m wide vehicular crossovers and vehicular access points in accordance with TSD-R09-v1 with a minimum kerb length between crossovers of 1.0m
5. Show new vehicular crossovers clear of existing bus stop.
6. Show separate entry and exit vehicular access points, and a one way aisle system.

All work required by this condition must be undertaken in accordance with the approved drawings.

Advice: Once the drawing has been approved the Council will issue a condition endorsement (see general advice on how to obtain condition endorsement).

Reason for condition

To ensure safe and efficient parking adequate to provided for the use.

ENG 9

All car parking spaces for people with disabilities must be delineated to Australian/NZS Standard, Parking facilities Part 6: Off-street parking for people with disabilities AS/NZS 2890.6: 2009, prior to the commencement of the use.

Reason for condition

In the interests of vehicle user safety and the amenity of the development.

ENG 11

The proposed crossovers of Macquarie Street highway reservation must be designed and constructed in general accordance with

1. Urban - TSD-R09-v1 – Urban Roads Driveways and TSD R14-v1 Type KC vehicular crossing.
2. Footpath - Urban Roads Footpaths TSD-R11-v1.

3. Vehicular crossover and vehicular access into property to be 3.6m in width.
4. Redundant crossover reinstatement including footpath, kerb and gutter must be undertaken in accordance with Tasmanian Standard Drawings (IPWEA) –TSD-R14-v1 and TSD-R15-v1 Type KC and Urban Roads Footpaths TSD-R11-v1 to match existing footpath.

prior to the commencement of use.

*Advice: Local Government Association Tasmania (LGAT) Standard Drawings can be viewed electronically via the LGAT website at:
<http://www.lgat.tas.gov.au/page.aspx?u=658>*

Reason for condition

In the interests of vehicle user safety and the amenity of the development.

ENG 1

The cost of repair of any damage to the Council infrastructure resulting from the implementation of this permit, must be met by the owners within 30 days of the completion of the development or as otherwise determined by the Council. Any damage must be reported immediately to Council.

A photographic record of the Council infrastructure adjacent to the subject site must be provided to the Council prior to any commencement of works.

A photographic record of the Council's infrastructure (e.g. existing property service connection points, roads, buildings, stormwater, footpaths, driveway crossovers and nature strips, including if any, pre existing damage) will be relied upon to establish the extent of damage caused to the Council's infrastructure during construction. In the event that the owner/developer fails to provide to the Council a photographic record of the Council's infrastructure, then any damage to the Council infrastructure found on completion of works will be deemed to be the responsibility of the owner.

Reason for condition

To ensure that any of the Council infrastructure and/or site-related service connections affected by the proposal will be altered and/or reinstated at the owner's full cost.

ENG s1

The parking, circulation roadways, aisles and pedestrian paths approved by this permit must be provided with lighting in accordance with clause 3.1 “Basis of Design” and clause 3.6 “Car Parks” in AS/NZS 1158.3.1:2005 Lighting for roads and public spaces Part 3.1: Pedestrian area (Category P) lighting, prior to the commencement of use.

Reason for condition:

To ensure the safety of users of the access / parking / highway reservation / adjacent properties

ENV 2

Sediment and erosion control measures sufficient to prevent sediment leaving the site must be installed prior to the commencement of work and maintained until such time as all disturbed areas have been stabilised and/or restored or sealed to the Council’s satisfaction.

A soil and water management plan (SWMP) must be submitted and approved, prior to the commencement of work. The SWMP must:

- a. be prepared in accordance with the Soil and Water Management on Building and Construction Sites fact sheets (Derwent Estuary Program, 2008).
http://www.hobartcity.com.au/Development/Engineering_Standards_and_GuideLine.

All work required by this condition must be undertaken in accordance with the approved SWMP.

Advice: Once the soil and water management plan SWMP has been approved the Council will issue a condition endorsement (see general advice on how to obtain condition endorsement).

Reason for Condition

To avoid the pollution and sedimentation of roads, drains and natural watercourses that could be caused by erosion and runoff from the development.

ENVHE 1

All recommendations in the reports:

- 'Site Contamination Assessment, 456-460 Macquarie Street, South Hobart, March 2016'

- 'Site Management Plan, UPSS Decommissioning, 456-460 Macquarie Street, South Hobart, March 2016'

by GES Geo-Environmental Solutions must be implemented for the duration of the works.

Reason for condition

To ensure that the risk to future occupants of the site remains low and acceptable.

SURV 1

The titles comprising the development site (CT101535/1, CT30257/1, CT81175/1, CT111787/1 & CT47377/1) are to be adhered in accordance with the provisions of Section 110 of the Local Government Building & Miscellaneous Provisions Act 1993, prior to the issue of a building completion certificate.

Reason for condition

To consolidate the site and ensure compliance with statutory provisions.

SURV 2

The private Right of Carriageway within CT 101535/1 (which is also shown and labelled abcd on P111787) is to be extinguished in accordance with the provisions of section 108 of the Land Titles Act 1980 prior to the issue of a building permit.

Reason for condition

To consolidate the site and ensure compliance with statutory provisions.

ADVICE

The following advice is provided to you to assist in the implementation of the planning permit that has been issued subject to the conditions above. The advice is not exhaustive and you must inform yourself of any other legislation, by-laws, regulations, codes or standards that will apply to your development under which you may need to obtain an approval. Visit www.hobartcity.com.au for further information.

Prior to any commencement of work on the site or commencement of use the following additional permits/approval may be required from the Hobart City Council.

CONDITION ENDORSEMENT

If a condition endorsement is required by a planning condition above, you will need to submit the relevant documentation to satisfy the condition, via the Condition Endorsement Submission on Council's online e-service portal.

Once approved, the Council will respond to you via email that the condition(s) has been endorsed (satisfied). Detailed instructions can be found at http://www.hobartcity.com.au/Development/Planning/How_to_obtain_a_condition_endorsement

BUILDING PERMIT

Building permit in accordance with the *Building Act 2000*;

<http://www.hobartcity.com.au/Development/Building>

PLUMBING PERMIT

Plumbing permit under the Tasmanian Plumbing Regulations 2014;

<http://www.hobartcity.com.au/Development/Plumbing>

OCCUPATION OF THE PUBLIC HIGHWAY

Road closure permits for construction or special event.

http://www.hobartcity.com.au/Transport/Permits/Application_Forms_-_Construction_Activities_Special_Events_in_the_Road_Reservation

Permit to Open Up and Temporarily Occupy a Highway (for work in the road reserve)

http://www.hobartcity.com.au/Transport/Lighting_Roads_Footpaths_and_Street_Cleaning/Roads_and_Footpaths

PERMIT TO CONSTRUCT PUBLIC INFRASTRUCTURE

Permit to construct public infrastructure with a 12 month maintenance period and bond (please contact the Council City Infrastructure Divisions to initiate the permit process)

NEW SERVICE CONNECTION

New service connection (please contact the Council City Infrastructure Divisions to

initiate the application process).

STORM WATER

Please note that in addition to a building and/or plumbing permit, development must be in accordance with the Hobart City Council's Hydraulic Services By law.

<http://www.hobartcity.com.au/Council/Legislation>

WORK WITHIN THE HIGHWAY RESERVATION

Please note development must be in accordance with the Hobart City Council's Highways By -law

<http://www.hobartcity.com.au/Council/Legislation>

REDUNDANT CROSSOVERS

Redundant crossovers are required to be reinstated under the Hobart City Council's Highways By -law

<http://www.hobartcity.com.au/Council/Legislation>

ACCESS

Designed in accordance with LGAT- IPWEA – Tasmanian standard drawings

http://www.hobartcity.com.au/Development/Engineering_Standards_and_Guidelines

NOISE REGULATIONS

The following link provides information with respect to noise nuisances in residential areas.

http://www.hobartcity.com.au/Environment/Environmental_Health/Environmental_Management_and_Pollution_Control

DIAL BEFORE YOU DIG

www.dialbeforeyoudig.com.au

If you do not have access to the Council's electronic web page, please phone the Council (City Planning) on 62382715 for assistance.



(Tristan Widdowson)

As signatory to this report, I certify that, pursuant to Section 55(1) of the Local Government Act 1993, I hold no interest, as referred to in Section 49 of the Local Government Act 1993, in matters contained in this report.



(Ben Ikin)

Senior Statutory Planner

As signatory to this report, I certify that, pursuant to Section 55(1) of the Local Government Act 1993, I hold no interest, as referred to in Section 49 of the Local Government Act 1993, in matters contained in this report.

Date of Report: 8 December 2016

Attachment(s) Attachment B – CPC Agenda Documents