



Environment - Growth - Community

Attachment Folder

Ordinary Meeting

25th June, 2007

TABLE OF CONTENTS

REPORTS OF COMMITTEES

Report of the Policy and Planning Committee Meeting – 24th January, 2006

- Item 52 Draft Planning Policy No. 5 - Dual Occupancy Development Subdivision Policy
Page 3

Report of the Shoalhaven Traffic Committee Meeting – 17th January, 2006

- Item 2 Mollymook LATM (PN 1409) Page 16
- Item 4 Proposed Improvements to Pedestrian Safety and Traffic Flow - McMahons Road,
 North Nowra (PN 2209) Page 17
- Item 8 Traffic Facilities/Parking Restrictions - Beach Road, Seven Mile Beach Parking Area
 (PN 2217) Page 18

STRATEGIC PLANNING

- Item 2 Aboriginal Land Claims: No. 8024 – Ulladulla Harbour and No. 8051 – North Nowra
Page 20
- Item 3 Seniors Living State Environmental Planning Policy (SEPP) – Proposed Amendments
 Exhibition for Comment (Dept of Planning) Page 26

CITY SERVICES & OPERATIONS / STRATEGIC PLANNING

- Item 1 David Berry Hospital Walkway Project - Rotary Club of Berry-Gerringong Page 39

LEGAL DOCUMENTS - DEVELOPMENT & ENVIRONMENTAL SERVICES

- Item 1 Legal Document - Request for Variation of Section 88B Restriction as to User - Lot 8
 DP 1090614, St Andrews Way, Coolangatta Page 49



DRAFT PLANNING POLICY No. 5

Dual Occupancy Development Subdivision Policy

Adopted:

Effective:

Reference: 34829

June 2007

ADOPTED BY COUNCIL:
XXXXX
and
BECAME EFFECTIVE ON:
XXXXX

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1. INTRODUCTION 4

Title of Policy.....	4
Where does this Policy apply?	4
What is the purpose of this Policy?	4
What are the objectives of this Policy?.....	4
What type of development does this Policy cover?	5
How does this Policy relate to other Policies and Plans?	5
Operation of this Policy	5
Why has this format been selected?	5
Definitions	5

2. DESIGN ELEMENTS..... 7

Allotment size and location.....	7
Carparking.....	8
Building design, appearance and townscape	9
Housing Requirements.....	11

1. INTRODUCTION

Title of Policy

The title of this Policy is Shoalhaven Planning Policy (SPP) No.5 - Dual Occupancy Development – Subdivision Policy.

Where does this Policy apply?

This Policy applies to certain land zoned Residential 2(a1), 2(c) or 2(e) under Shoalhaven Local Environmental Plan 1985 (SLEP 1985), and that is located in Nowra, Bomaderry, North Nowra, West Nowra, South Nowra, Worrigee, Huskisson, Vincentia, Sanctuary Point, St Georges Basin, Culburra Beach, Sussex Inlet, Mollymook, Mollymook Beach, Milton and Ulladulla.

This Policy only applies in existing developed areas, and aims to discourage grouped dual occupancy developments.

'Existing developed areas' relates to infill development, and refers to construction on scattered lots in developed neighbourhoods where services are already available.

Construction on large parcels of vacant land in relatively undeveloped neighbourhoods is not considered consistent with the meaning of existing developed areas.

What is the purpose of this Policy?

Despite the provisions of DCP No.100 (Subdivision Code), This Policy allows Council to consider applications for the subdivision of dual occupancy developments, provided that requirements, objectives, performance criteria and acceptable solutions as outlined within this policy are met to the satisfaction of Council.

What are the objectives of this Policy?

- To encourage the subdivision of dual occupancy development in appropriate locations, (being those in close proximity to centres) and to optimise the use of residential land in these areas.
- To increase the range of housing choice in Shoalhaven.
- To maximise use of existing services and facilities including transport systems, community facilities, roads, water and sewerage systems.
- To maintain and enhance the amenity of existing and future residential areas.
- To minimise the impact on adjoining or adjacent properties by considering the cumulative impact of development to which this policy applies.
- To ensure appropriate standards and controls are in place to guide the subdivision of dual occupancy development.
- To respond to demographic needs, specifically in relation to the ageing population.
- To implement agreed strategic direction e.g. Housing Strategy.

All development applications shall demonstrate how the proposed development satisfies the abovementioned objectives of this Policy.

It should be noted that the onus is on the applicant to satisfactorily justify compliance with all objectives and performance criteria as outlined within this Policy, as part of their Statement of Environmental Effects (SEE). If this is not provided, the application will not be considered.

What type of development does this Policy cover?

This Policy applies to approved (i.e. with council consent) dual occupancy development, including both attached and detached dual occupancy development.

This includes concurrent applications for subdivision and dual occupancy development.

How does this Policy relate to other Policies and Plans?

In cases of inconsistency between this Planning Policy and an environmental planning instrument, the planning instrument will prevail. This Policy should be read in conjunction with all environmental planning instruments, Development Control Plans and other policies relevant to each development proposal.

Dual Occupancy development that is assessed against the criteria in this Policy for possible subdivision ~~will~~ shall not result in any areas of non-compliance with Council's adopted DCP No.57 – Dual Occupancy Guidelines, except in relation to lot sizes and car parking. ~~and therefore the proposed dual occupancy development shall also satisfy the requirements of DCP No.57.~~

Where the abovementioned inconsistencies in relation to lot sizes (section 2.2 part d) exist between this Policy and DCP No.57, the requirements of this Policy shall prevail and be met. Where the abovementioned inconsistencies in relation to car parking (section 2.2 part i) exist, the requirements of both DCP No.57 and this Policy must be met.

Operation of this Policy

It is Council's intention to encourage well designed and innovative Dual Occupancy Development. The Policy is generally in the form of a Performance Based Approach document. All criteria identified in Section 2 of the Policy shall be addressed through consideration of the objectives, performance criteria and acceptable solutions. The requirements within this Policy are mandatory. Variations from the acceptable solutions are only achievable if it can be clearly demonstrated that the objectives and performance criteria will be satisfied.

Why has this format been selected?

This format has been selected to achieve a higher standard of urban housing, through encouraging the use of a performance based approach to design and assess the subdivision of dual occupancy developments.

Definitions

arterial road means indicated on the Shoalhaven Local Environmental Plan 1985 map by a continuous red band on white between bold black lines.

cul-de-sac refers to a street, lane etc closed at one end. The cul-de-sac head is the closed end and is designed to allow a turning area for vehicles.

existing developed areas relates to infill development, and refers to construction on scattered lots in developed neighbourhoods where services are already available. Construction on large parcels of vacant land in relatively undeveloped neighbourhoods is not considered consistent with the meaning of existing developed areas.

main road frontage in relation to land, means the frontage of that land to –

- (a) A main or arterial road; or
- (b) A road connecting with a main or arterial road, if the whole or any part of the frontage is within 90 metres (measured along the road alignment of the connecting road) of the alignment of the main or arterial road.

2. DESIGN ELEMENTS

Allotment size and location

Objectives:

1. To encourage the subdivision of dual occupancy development in appropriate locations and ensure:
 - Developments are located in close proximity to commercial centres;
 - Grouped dual occupancy developments are minimised; and
 - Minimization of the impact that subdivision of dual occupancy developments (creation of smaller allotments) has on the existing character and streetscape of the locality.

Mandatory Requirements:

- Minimum area of the allotment (prior to subdivision) shall be 800m², or in the case of a cul-de-sac, the minimum area of the allotment (prior to subdivision) shall be 900m².
- Minimum lot size of any dual occupancy development after subdivision shall be 350m².

Performance Criteria	Acceptable Solutions
<p>PC1: Allotments created after subdivision have convenient pedestrian access to a commercial centre, and where it is satisfactorily demonstrated that the following performance criteria can be met Council may consider minor variations to the minimum allotment size, only in exception circumstances and where it is satisfactorily demonstrated that the following performance criteria are met:</p>	<p>AS1: – Allotments created after subdivision are within 400m walking distance to a commercial centre. – Access route to the nearest service centre is of a gentle gradient (preferably with footpaths) that are convenient and allow accessibility to local services. Allotments created after subdivision shall contain the minimum areas required for private open space, landscaped area, car parking, clothes drying space etc. in accordance with Councils DCPs.</p>
<p>PC2: To minimise the occurrence of grouped dual occupancy subdivision developments.</p>	<p>AS2: – Allotments shall be located in 'existing developed areas'. – Corner allotments (once subdivided) shall create a separate road frontage for each lot. – Grouped (two or more) dual occupancy developments may not be subdivided if adjacent to or adjoining an existing subdivided dual occupancy development, unless it can be clearly demonstrated that objectives to reduce cumulative impacts (as indicated in PC6 and AS6 in Section 2;</p>

Performance Criteria	Acceptable Solutions
	<p><i>Building Design, Appearance and Townscape</i>) on surrounding development can be met through best practice design standards.</p> <ul style="list-style-type: none"> ➤ Where large lots characterize a streetscape, the applicant shall address how the proposed development compliments and positively relates to that streetscape.

Carparking

Objectives:

1. To ensure access and parking is considered at the initial planning stages of each application (where relevant), and ensure access and parking are incorporated as part of the overall design.
2. To provide convenient, accessible and safe car parking that meets the needs of residents and visitors.
3. To reduce the incidence of kerb side parking particularly in areas where high traffic volumes or narrow pavement widths exist.
4. Ensure carports and garages do not dominate the streetscape, to ensure the opportunity for natural surveillance is maintained.

Mandatory Requirements:

- Parking areas shall be nominated on Development Assessment (DA) plans.

Performance Criteria	Acceptable Solutions
<p>PC1: The design of driveways and provision of parking areas enhances the safety of pedestrians, cyclists and vehicles, due to the additional traffic generated by the development.</p>	<p>AS1:</p> <ul style="list-style-type: none"> – Where the subject land has frontage to a main road or arterial, or there is limited space available to provide safe roadside parking, one on-site visitor car space per dual occupancy dwelling shall be provided. – Adequate vehicular maneuvering area shall allow vehicles to enter or exit the site in a forward direction.
<p>PC2: Where the subject land is located in a cul-de-sac head, precautions shall be taken to minimise the impact of the development in relation to;</p> <ul style="list-style-type: none"> – off-street car parking requirements that are increased due to the lack of availability of space for on-street parking. – additional traffic generated by the development; and – ease of maneuverability of vehicles in cul-de-sac heads. 	<p>AS2:</p> <ul style="list-style-type: none"> – One on site visitor car space per dual occupancy dwelling shall be provided.

Performance Criteria	Acceptable Solutions
<p>PC3:</p> <p>Carports and garages should ensure they are designed to compliment the streetscape and maintain or enhance natural surveillance. They should not dominate the streetscape.</p>	<p>AS3:</p> <ul style="list-style-type: none"> – A maximum of 50% of a building frontage (width) on each lot shall be occupied by garages as measured between the corresponding side property boundaries at the adopted front building line setback. – Landscaping shall be maximised in between two or more garages to soften the appearance of blank garage doors and concrete driveways.

Building design, appearance and townscape

Objectives:

1. To encourage the creation of well designed dual occupancy development that is compatible and complementary to the surrounding built forms/sizes.
2. To maintain sensitivity to the landscape and environment of the locality.
3. To minimise cumulative impacts associated with multiple subdivided dual occupancy developments.
4. To minimise cumulative impacts resulting from dual occupancy developments in cul-de-sac heads.

Performance Criteria	Acceptable Solutions
<p>PC1:</p> <p>To encourage best practice design standards that ensure:</p> <ul style="list-style-type: none"> – compatibility between the existing local building forms and new development is maintained or enhanced. – the existing sense of place and street identity is supported through the new forms of development. – enhanced visual impact of additional built form. 	<p>AS1:</p> <ul style="list-style-type: none"> – Individual developments should be architecturally designed to address local land form, views, existing natural vegetation, solar orientation and natural amenity. – Use of a selection and/or combination of characteristic design elements and massing to help contribute to the existing streetscape. – To ensure the scale and appearance of new development is compatible and sympathetic to existing development in the locality, particularly where that locality or development site has heritage significance or distinctive character. – Variations in the design of individual proposals shall be provided to ensure diversity and minimise the amount of repetitive forms, unbroken roof ridge lines and unpunctuated facades. <p>provide visual interest, avoid large flat regular building planes, and to minimise bulk and scale.</p>

Performance Criteria	Acceptable Solutions
	<p>the design of walls/fencing to avoid unrelieved, "blank" walls.</p> <p>The widths of the roads conform to DCP No. 100 in order to facilitate extra traffic potential generated by increased densities.</p> <p>Relocatable or moveable dwellings and conversions of detached garages to create a dual occupancy development shall be consistent with the Standards for Temporary Moveable Dwellings for Aged or Disabled Persons and will only be permitted where the design, external materials and roof line are compatible with the existing dwelling and the standard of housing in the area.</p>
<p>E.g. Stepping back adjoining garages where located on the front elevation to the street; adding verandahs, patios and porches. subdivision or an estate... because...</p>	<p>"Mirror image" attached dual occupancy developments are generally not acceptable unless an acceptable a suitable design outcome can be achieved.</p> <p>Repetitive designs for dual occupancy developments will not be permitted.</p> <p>Private open spaces, recreation and clothes drying areas shall not be located forward of the front building line.</p>
<p>PC2: Ensure dual occupancy developments enhance existing streetscape by maintaining sensitivity to the natural landscape and environmental features of the locality.</p>	<p>AS2:</p> <ul style="list-style-type: none"> - Retain existing vegetation and natural landform where possible; and - Include a selection and/or combination of species consistent with existing vegetation in the area in landscaping plans. <p>External appearance shall integrate with the local streetscape.</p>
<p>PC3: Ensure dual occupancy developments reflect the functions and characteristics of the street in relation to:</p> <ul style="list-style-type: none"> ▪ Vehicle and pedestrian movements; ▪ Opportunity for community integration; and ▪ Resident and visitor safety. 	<p>AS3 Ensure the needs of localised street functions and characteristics are met, through documented, effective consideration of:</p> <ul style="list-style-type: none"> ▪ features such as schools, community and recreation facilities, open space and various services as part of the site selection and design. ▪ the visibility, width and design speed of driveways; ▪ pedestrian access that is visible and safe; ▪ maintaining high levels of natural surveillance; and ▪ maintaining consistency with or complementing existing setbacks.

Performance Criteria	Acceptable Solutions
<p>PC4:</p> <p>Where the subject land is located in a cul-de-sac head, the impact of the development in relation to the bulk and scale of the development that is exacerbated by narrower road frontages shall be minimised.</p>	<p>AS4:</p> <ul style="list-style-type: none"> – Dual occupancy development shall be detached; and – Setbacks for each dual occupancy dwelling shall be staggered.
<p>PC5: To minimise the impact on adjoining or adjacent properties, by considering the cumulative impacts of development to which this Policy applies.</p>	<p>AS5: Ensure that the cumulative impacts of multiple applications for the subdivision of dual occupancy development is considered by addressing:</p> <ul style="list-style-type: none"> – Environmental impacts; increased runoff, removal of vegetation – Safety; increased vehicle and pedestrian traffic; potential for loss of natural surveillance – Social impacts; overshadowing, privacy, noise, and the obstruction of views – Existing character (and historical features where relevant) of housing to ensure identified characteristic features of the townscape are maintained and/or enhanced. <p>In the case of new subdivisions, the location of lots to be developed for dual occupancy development shall be identified as part of the subdivision application.</p>

Housing Requirements

Background/Explanation

An assessment of the social impacts of an ageing population on the Shoalhaven confirmed a critical need for appropriate housing for an ageing population and people with various levels of ability.

(Refer "A Place for Aging?" Judith Stubbs and Associates April 2004)

Extensive research (including the abovementioned study) has shown there is a strong existing and future demand for housing developments that are designed to meet adaptable housing standards. Therefore, Council encourages dual occupancy developments to be designed to meet the Australian Standards for adaptable housing (AS4299).

Benefits of meeting the AS4299 standard include:

- Enables owners and/or residents to remain in their choice of residence for longer. (I.e. allows residents to remain close to friends through their existing neighborhood network, maintain community support through friendships and interest groups, and remain close to familiar local services.);
- Minimises the need for, and therefore the extra costs associated with, alterations and redevelopment of dwellings; and
- Improves environmental impacts (increased sustainability), through decreasing the need for extra materials if alterations and/or redevelopment is required.

To ensure implementation of the benefits as outlined above, Council has outlined minimum basic standards as acceptable solutions below, to be met by applicants. These standards shall be met for at least one of the dual occupancy dwellings to which this Policy applies.

Objectives:

1. To increase the range of housing choice and housing adaptability in Shoalhaven.
2. To encourage the development of housing suitable for people of any age or level of ability.

OPTION 1

Existing Dual Occupancy Developments:

Where dual occupancy developments have already been constructed (the applicant may choose to)

- meet the standards as outlined in the table below through alterations or redevelopment of one of the existing dwellings;

Or Council shall

- include as a condition of consent for both subject lots, under Section 88B of the Conveyancing Act 1919, that in the circumstance that alterations to development on or redevelopment of either lot takes place, the housing requirements of this Policy shall be adhered to as part of the development, prior to consent being able to be granted.

OPTION 2

Existing Dual Occupancy Developments:

- The housing requirements of this Policy are not mandatory for dual occupancy developments that have been approved and constructed before (insert date policy adopted).

Proposed Dual Occupancy Developments

Where either none or one of the dwellings exists for the proposed dual occupancy subdivision development, the requirements as outlined in the table below shall be met:

Performance Criteria	Acceptable Solutions
PC1: To increase the provision of adaptable housing that is designed in such a way that it can be modified easily in the future, with minimum inconvenience and cost to suit the occupant's needs of any age or level of ability.	<p>AS1: Provide one dual occupancy dwelling in each pair that includes the following structural elements:</p> <ol style="list-style-type: none"> 1. Vehicle Parking – including level hard surface (preferably covered); adequate space around parked vehicle for easy movement; accessible path connected to entry. 2. Level entry – at least one level entry, preferably main entry to dwelling; no level

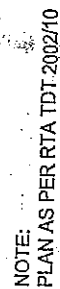
	<p>change between internal and external; preferably covered, firm and slip resistant; 1550mm in front of entry door.</p> <ol style="list-style-type: none"> 3. Layout – on main entry level shall have living space, one large bedroom, kitchen and bathroom, laundry facilities; logical connection between rooms; good visibility for safety; no level changes on main entry level; general circulation space to move around furniture and fixtures. 4. Doors – wide doorways throughout with spacious approaches and corridors (850mm min); any change of floor surfaces to be flush at doorways. 5. Bathroom – level shower area; gently sloping floor from corners of room to single floor waste in shower; waterproof entire bathroom floor and 25mm above finished floor; reinforcement behind walls for future grab rail installation; the plumbing for basin waste to be fitted behind an internal wall; allow for generous space beside and in front of toilet. 6. Handles and controls (includes switches and GPO's) – locate within reach at a convenient height for use by a person sitting or standing; lever handles that are easy to activate with a minimum force and manipulation. 7. Safety and function – good visibility between all indoor and outdoor living areas; locks – all external doors keyed alike.
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Other Considerations:

- 1) ~~Council encourages proposals where the plan is prepared by a professional designer. Alternatively, a plan of a professional standard would be appropriate, as long as the final dual occupancy development results in a quality design outcome, to the satisfaction of Council.~~

Other requirements

- 2) ~~In the case of new subdivisions, the location of lots to be developed for dual occupancy development shall be identified as part of the subdivision application.~~



DISABLED PARKING:
Includes standard R5-1
pavement marking.

- **14.5m RIGID BUS SIGNAGE:**
The only vertical directional signage on both sides of entry. Entry also marked as a bus stop only coloured threshold.
- **RAISED PEDESTRIAN CROSSING:**
Signage bolted at centre of each access path (2 per raised crossing) with standard pedestrianism must give way to vehicles' sign
- **8.0m VEHICLE SETDOWN:**
Setdown only sign with 10min allowance. No vehicles greater than 8.0m also on sign.

PROPOSED CONCRETE:
100 mm. thick, Broom finish.

- CRUSHED GRAVEL:**
75mm thick with edging
Cement stabilise on grade
degrees.

**RAISED TRAFFIC CALMING
THRESHOLD:**
In accordance with Aust Stand
& RTA's TD2001/04.

- WHEELSTOPS:** Recycled coppers logs fire way and pin.

Concrete areas lightly blasted with
using steel cut templates from sign

- To be retained. Saw cut where required. Provide between road and paper bays.

10

- Liaison Officer:
at 017 Cordelia RCM

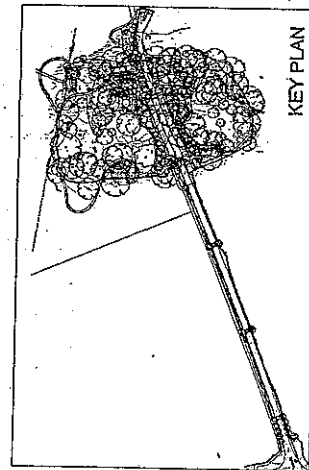
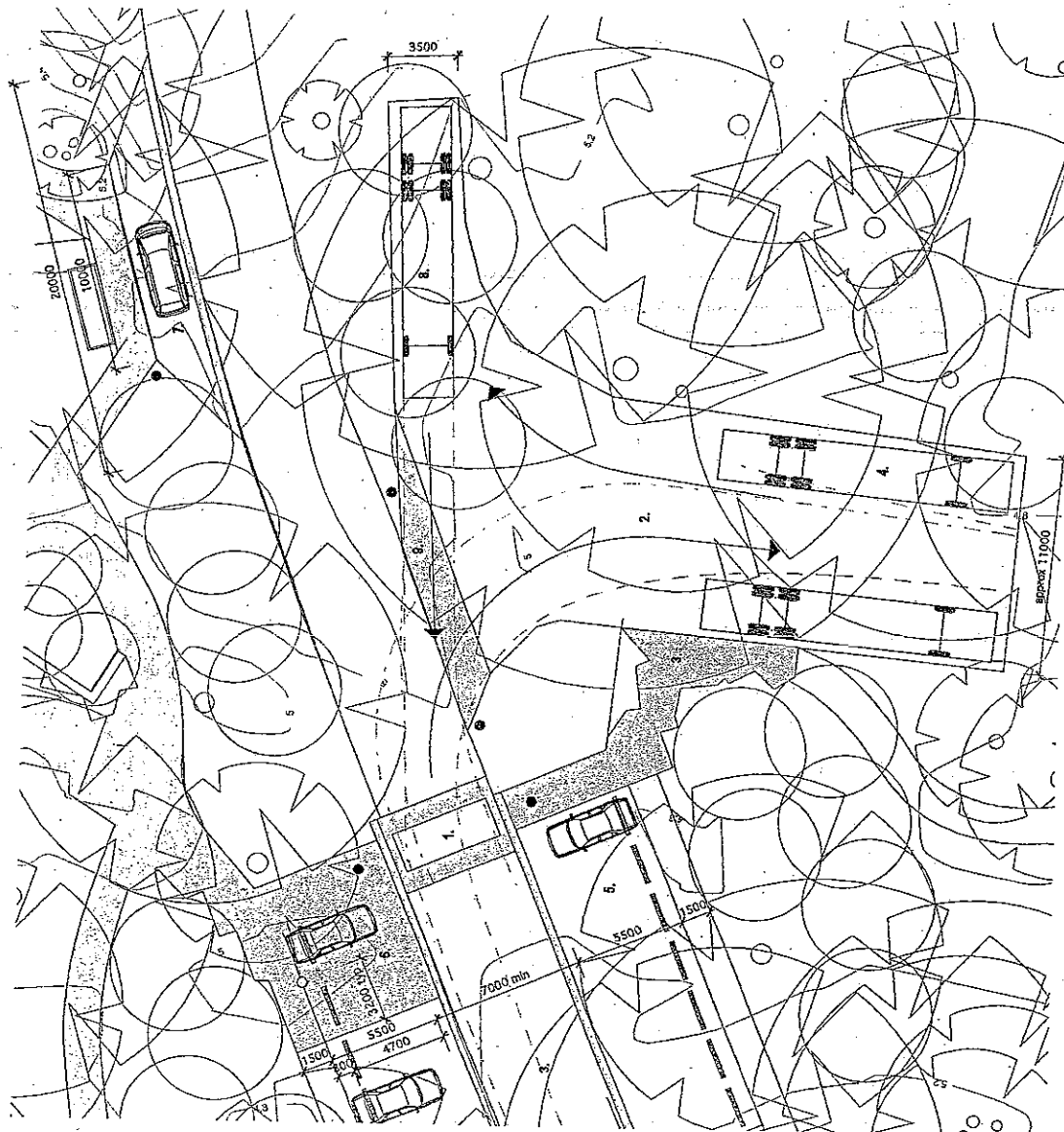
CLIENT
National Park

TITLE
Traffic Detail
DEPT/MAIL NO

SCALE
1:250 @ A3

NOTES

1. RAISED PEDESTRIAN CROSSING:
In accordance with AS1742.13 & RTA's
TOT2001/04.
2. 14.5M RIGID BUS TURNING &
SELOWDOWN AREA;
3. BUS DROP OFF
4. BUS PARKING
5. 80 DEG ANGLE PARKING:
Rear 1/2 North;
6. 90 DEG DISABLED PARKING
7. 8.8M VEHICLE SETDOWN
8. RIGID BUS REVERSE BAY:
Rear first.
9. BUS ENTRY:
Sealed and coloured pavement with
"bus only" marking.



KEY DIAM

ayling &

HAWAIIA OFFICE:
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 E: philly@phug.com.hk
 DOWNY OFFICE:
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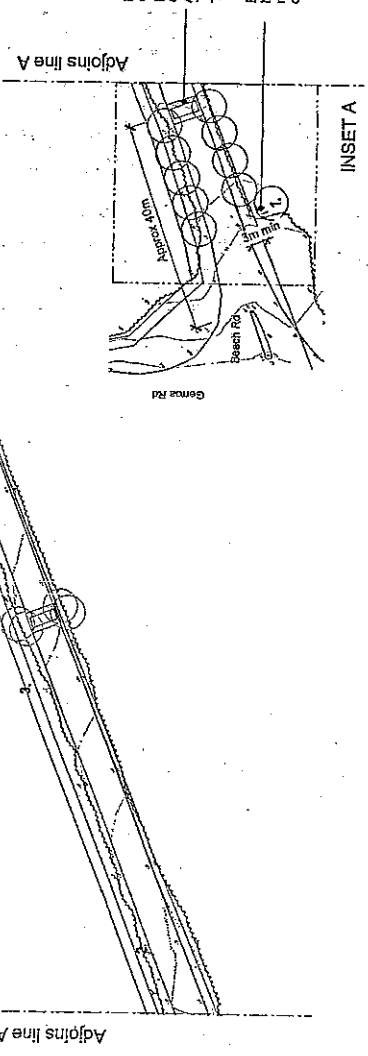
National Parks & Wildlife Services
Seven Mile Beach

TITLE	REVISED NO	DATE
Traffic Detail Plans		

D-0611-04 A
SCALE 1:250 @ A3
DATE 06/01/01
SD

1. ENTRY THRESHOLD & SIGN
2. OVERFLOW PARKING
3. CRUSHED GRAVEL PEDESTRIAN PATH
4. TRAFFIC CALMING
5. PEDESTRIAN CROSSING
6. SOUTHERN PICNIC AREA
7. SOUTHERN LOOP PATH
8. EXISTING SOUTHERN BUSHWALK ENTRY
9. MOUNDING PLANT BEDS
10. 14.5m RIGID BUS TURNING & SETDOWN AREA
11. BUS DROP OFF & PARKING
12. 90 DEG ANGLE PARKING
13. SEATING PAD
14. INTERPRETIVE SIGNAGE AREA
15. NORTHERN PICNIC AREA
16. EXISTING TOILET
17. SERVICE ACCESS
18. BEACH ACCESS PATH
19. 8.8M VEHICLE SETDOWN
20. FEATURE SEATING AREA
21. RAISED WALKWAY
22. NORTHERN LOOP PATH
23. PARALLEL 8.8M VEHICLE PARKING

- **DISABLED PARKING:**
 - includes standard 35-10 disabled sign and pavement marking.
- **14-5m RIGID BUS SIGNAGE:**
 - Bus only and directional signage on both sides of entry. Entry also marked as a bus only coloured threshold.
- **RAISED PEDESTRIAN CROSSING:**
 - Signage on both corners of each access path
 - (2 per raised crossing) may be combined with 'pedestrians must give way to vehicles' sign
- **8.6m VEHICLE SETDOWN:**
 - 'Setdown only' sign with 10min allowance. No vehicles greater than 3.6m also on sign.



RAISED THRESHOLD:
Construction and
pavement marking in
accordance with
AS/1742.13 & RTA's
Technical Direction
TDT2001/04. Refer details.

ENTRY SIGN:
Non frangible steel. 3m
min distance of
clearance.