PRELODGEMENT ENQUIRY – MULTIPLE DWELLINGS WOODWARD STREET & KEIRLE AVENUE, WHITFIELD – DIVISION 7

Sarah Cook: 8/20/2-45 2051523

PROPOSAL: MULTIPLE DWELLINGS

APPLICANT: MR W VAN DEN HERIK
            C/. PLANNING FAR NORTH
            PO BOX 7801
            CAIRNS QLD 4870

LOCATION: CORNER WOODWARD STREET & KEIRLE AVENUE

PROPERTY: LOTS 5 6 & 8 ON RP711358, LOTS 1 & 2 ON RP727318

PLANNING DISTRICT: INNER SUBURBS

PLANNING AREA: RESIDENTIAL 1

PLANNING SCHEME: CAIRNSPAN 2009

REFERRAL AGENCIES: NOT APPLICABLE

NUMBER OF SUBMITTERS: NOT APPLICABLE

STATUTORY ASSESSMENT DEADLINE: NOT APPLICABLE

DIVISION: 7

APPENDIX: 1. PROPOSAL PLANS
RECOMMENDATION:

1. That Council advise the proponent that it supports the lodgement of an application for Multiple Dwellings at 209 – 215 Woodward Street 7 16 – 18 Keirle Avenue, Whitfield, more particularly described as Lots 5, 6 & 8 on RP711358 and Lots 1 & 2 on RP727318.

2. That Council also advise the applicant that a detailed assessment will be undertaken at the time of lodgement.

EXECUTIVE SUMMARY:

A request has been made to Council to consider a prelodgement enquiry for Multiple Dwellings at 209 – 215 Woodward Street & 16 – 18 Keirle Avenue, Whitfield.

The prelodgement enquiry has been submitted to ascertain Council’s views on the establishment of Multiple Dwellings on the site. It is recommended that applicant be advised that the lodgement of an application for multiple dwellings, at the scale proposed, would be supported in principle.
TOWN PLANNING CONSIDERATIONS:

Proposal

The applicant has submitted a request for the consideration of a prelodgement enquiry for multiple dwellings at 209 – 215 Woodward Street & 16 – 18 Keirle Avenue, Whitfield, more particularly described as lots 5, 6 & 8 on RP711358 and Lots 1 & 2 on RP727318. The site is situated within the Inner Suburbs Planning District within a Residential 1 Planning Area.

The site is a combination of 5 allotments with areas ranging from 741m² – 816m², with a total site area of 3954m². The allotments form a roughly triangular shape with frontage to Woodward Street and Keirle Avenue and Polentz Circus where these two streets converge. Each of the allotments is currently improved by a detached dwelling.

The proposal, as detailed within the enquiry, is for the establishment of multiple dwellings, 15 units (13 x 2 bedroom units and 2 x 3 bedroom units). The units will be accommodated within two buildings detailed as follows:

Building 1, located closest to the Polentz Circus intersection. This building is single storey in height and containing 3 x 2 bedroom units.

Building 2, located to the east of building 1. This building consists of two habitable storeys plus a semi basement car park with all levels serviced by a lift. The first floor contains 5 x 2 bedroom units and 1 x 3 bedroom unit and the second floor contains 5 x 2 bedroom units and 1 x 3 bedroom unit.

Building 1 will be constructed to a height of 3.4 metres and Building 2 will have a height of 7.5 metres, this is measured from ground level to the underside of the eaves. The buildings represent site coverage of 34.5%. The buildings have generous setbacks, ranging between 6.2 – 7.4 metres to Woodward Street, 4.3 – 22 metres to Keirle Avenue and 10.8 – 11.5 metres to neighbouring allotments.

A one directional driveway accessed from Woodward Street provides access to the semi-basement car park, which accommodates 18 parking spaces, egress is provided to Keirle Avenue, close to the site’s eastern boundary. A further 5 on-site parking spaces are provided in the form of parallel parking adjacent to the driveway. An additional access is provided from Keirle Avenue to a further ground level car park catering for an additional 5 vehicles.

A communal landscaped open space area is provided adjacent to the Keirle Avenue frontage of the site. The communal facilities provided include a pool and barbecue facilities. Three pedestrian accesses are provided to the site; one entry from Keirle Avenue, one from Woodward Street and a third adjacent to the circulation driveway.

The proponent’s intention is to seek a Development Permit for a Material Change of Use for Multiple Dwellings. The multiple dwellings present an alternative to a retirement village to allow for aging in place. The enquiry has detailed the proponent’s intent for the utilisation of the multiple dwellings in the following statement:
“Most people want to stay in their own homes until the end of their lives, remaining in the community rather than moving into residential care. The simple fact is that many elderly people live in homes which are unsafe and inappropriate to their aging needs in their ongoing daily lives. Many are desperately looking for alternative accommodation options when it becomes clear that their own homes are totally unsuitable.

Aging in place is defined as the ability to remain in your own home safely, securely, comfortably and independently regardless of financial circumstance or physical limitation as you age.”

While not a retirement village as per the definition, the design of the proposal includes significant concessions to cater for elderly or disabled residents. Including ramp or lift access to each level, wider doors, bathrooms and circulation areas to cater for potential wheelchair access.

Irrespective of the intention to cater for the elderly, the proposal is defined, under CairnsPlan, as Multiple Dwellings.

CairnsPlan Assessment

<table>
<thead>
<tr>
<th>CairnsPlan Inner Suburbs Planning District</th>
<th>Code Applicability</th>
<th>Compliance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential 1</td>
<td>✓</td>
<td>Refer to discussion</td>
</tr>
<tr>
<td>Landuse</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Multiple Dwellings</td>
<td></td>
<td>Complies with the requirements of the code. Conditions could be imposed to ensure compliance.</td>
</tr>
<tr>
<td>Overlays</td>
<td></td>
<td>✓</td>
</tr>
<tr>
<td>Potential or Actual Acid Sulphate Soil Material Overlay</td>
<td></td>
<td>Complies with the requirements of the code. Conditions could be imposed to ensure compliance.</td>
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<tr>
<td>Operational Aspects of the Cairns International Airport</td>
<td></td>
<td>Complies with the requirements of the code. Conditions could be imposed to ensure compliance.</td>
</tr>
<tr>
<td>General</td>
<td></td>
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<tr>
<td>Excavation and Filling Code</td>
<td></td>
<td>Complies with the requirements of the code. Conditions could be imposed to ensure compliance.</td>
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<td>Infrastructure Works Code</td>
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<td>Landscaping Code</td>
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<tr>
<td>Parking &amp; Access Code</td>
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<td>Complies with the requirements of the code. Conditions could be imposed to ensure compliance.</td>
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Multiple Dwellings are identified as an Impact Assessable (Inconsistent Use) within the Residential 1 Planning Area of the Inner Suburbs.

As an impact assessable land use the proposal would be assessed against the planning scheme in its entirety. The site is located within the Inner Suburbs Planning District. The intent statement for the district includes the following statement (annotated for emphasis):
“The district is intended to provide a range of opportunities for residential living. These opportunities extend from rural residential style living in several small pockets of existing development on the hillsides to conventional residential living at the outer edges of the District and medium density residential living in the inner part of the District, particularly in locations in proximity to the District and Sub-Regional Centres, community facilities and public transport routes.”

It is considered that the proposal is not in conflict with the intent of the Inner Suburbs Planning District. The use represents low – medium density dwellings within proximity to nearby community facilities including local shopping (across Polentz Circus within the identified Local Centre), public transport (the 6, 6A, 5 and 5A Sunbus Routes all pass by the site on Woodward Street) and the lawn bowls club on the corner of Jensen Street and Woodward Street (200m east of the site).

The proposal does not contravene any of the Desired Environmental Outcomes (DEO’s) listed within Chapter 2 of CairnsPlan. No Overlay Codes are applicable and generally all General Codes are capable of being complied with through design and the implementation of reasonable conditions at the time of assessment and decision making. The only code of the scheme which the proposal does not comply with is the Residential 1 Planning Area Code. This has been discussed further in the below section.

**Residential 1 Planning Area Code**

The Residential 1 Planning Area Code is the only code of CairnsPlan which the proposal represents a conflict with. The purpose of the Residential 1 Planning Area Code is to facilitate the achievement of the following desired development outcomes:

- The predominant form of development is detached houses on single house lots;
- The residential character and amenity of these residential neighbourhoods is maintained and enhanced;
- The scale and density of development are consistent with the existing form of development in established residential neighbourhoods;
- The establishment of facilities which provide ancillary services to the local community is facilitated;
- Uses identified as inconsistent uses in the Assessment Table dealing with material change of use for the respective Districts are not established in the Residential 1 Planning Area.

The proposed use, Multiple Dwellings, is identified within the district table of assessment as being Impact Assessable (Inconsistent Uses) within a Residential 1 Planning Area.

**Population Density**

The Residential 1 Planning Area provides for a maximum site population density of 70 persons per hectare. The proposal represents a site population density of 99 persons per hectare. This is 29 persons per hectare above the identified acceptable measure for the planning area.
Built Form

The proposal is consistent with the built form requirements of the Residential 1 Planning Area. The units are contained within two separate buildings on site, one single storey and one double storey. The double storey building has a maximum height of 7.5 metres. The maximum height of buildings within a Residential 1 Planning Area is 7.5 metres.

Significant articulation has been included within façade of both intended buildings, specifically within the two storey building to mitigate any potential visual bulk.

It is considered that the proposal is inconsistent with the purpose of the code. However, there is merit for overriding the inconsistencies with the scheme, given the proposal is for low scale multiple dwellings, on a large allotment within proximity to services and facilities.

Conclusion

The site, with its proximity to services and community facilities, is considered to be conducive to the establishment of higher density form of residential living. The proposal represents an increase in the residential density, without compromise of the characteristics of the Residential 1 Planning Area.

The proposal is considered to represent low – medium density living. The height and scale of the proposal is in keeping with other buildings and the intent for the area. The buildings are setback significantly from road frontages and adjoining allotments. The requirements of the scheme (Multiple Dwellings Landuse Code) require significant landscaping to be undertaken for multiple dwellings, these requirements are considerably more than those that are required for dual occupancies or even residential dwellings. Associated car parking is predominantly contained within the semi basement car park. Those parking spaces which are not within the semi basement car park do not dominate the street frontage.

It should be noted that Council has more of an opportunity to guide, through conditions, the built form (setbacks, height, building design) and landscaping of an application for multiple dwellings than it would have for alternative uses on site (e.g. dual occupancies).

The purpose of the Residential 1 Planning Area Code is to prevent the introduction of inconsistent uses within the planning area. The proposed use is identified as being an inconsistent use within the Residential 1 Planning Area. However, the scale, location and proximity to community facilities and services provides significant justification for supporting the proposal on its merits.

It is recommended that Council advise the proponent that the proposal is considered to have merit and that further assessment of the proposal will be withheld until such time as an application is lodged with Council. Council’s assessment will also include consideration of any submissions that may be lodged in response to public notification.
HEADWORKS / CONTRIBUTIONS:

Infrastructure contributions would be applicable at the appropriate rate when (if) an application was lodged with Council.

Sarah Cook
Planning Officer
Action Officer

Simon Clarke
Manager Development Assessment