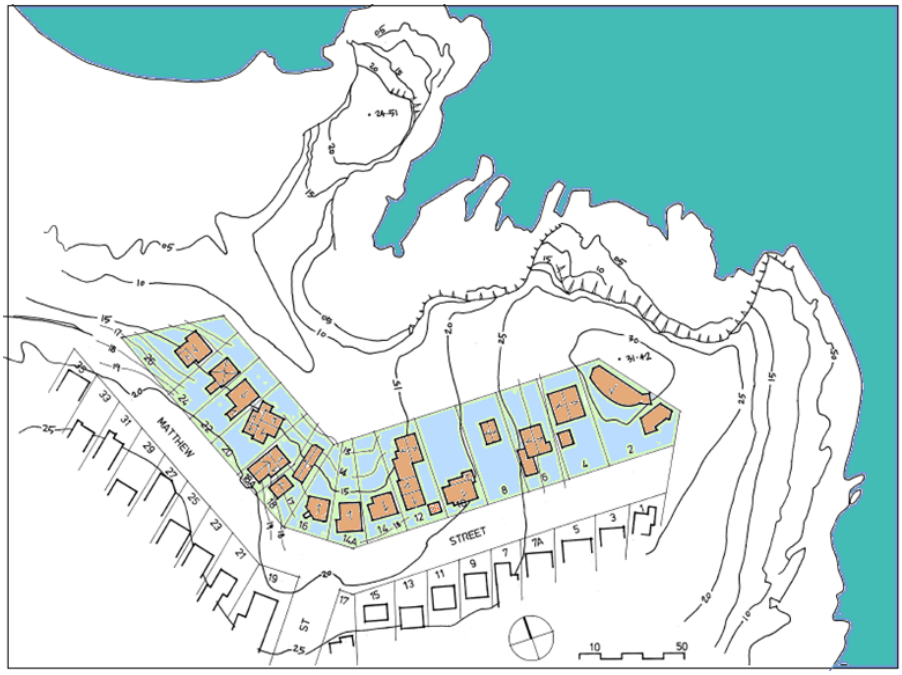
Urban Design Analysis

MATTHEW STREET

Scotts Head



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Part 1 – Introduction

Preamble

This document provides an Urban Design Analysis for the Matthew Street North Precinct. The recommended Design Controls, developed from this Urban Design Analysis are intended for incorporation into the Nambucca Shire Development Control Plan No. 3 – Residential Development. The controls will provide guidelines for new dwelling houses, additions and alterations to dwelling houses and dual occupancy within the Precinct.

Background

The Nambucca Shire Council has had in place for many years a Development Control Plan (DCP No 3) which identified height controls through the Shire and specifically Matthew Street, Scotts Head. Whilst the DCP No 3 has generally been applied consistently over the years, there has been some ambiguity created in interpretation as to whether it imposes a strict 5m height limit or whether a building may extend to 8m in height in some instances.

The Nambucca Shire Council at its meeting on the 6 March 2008 considered a report dealing with a development application for additions to a two storey dwelling at 18A Matthew Street, Scotts Head. This property was identified under the DCP height maps as having a 5m height limit.

Consideration of the development application raised doubts about the interpretation of the 5m height limit under DCP No.3. A report was presented to Council wherein it was resolved "*That the application be refused as it does not comply with the DCP"* (No 3).

The applicant subsequently appealed, and the appeal was upheld by the Land and Environment Council; approval was granted to the application.

The matter regarding the appropriateness of a 5m height limit in the designated area of Matthew Street was again highlighted with the introduction of the NSW Housing Code, which provides an 8.5m height limit for complying development.

Council at its meeting on 18 February 2009 considered a report dealing with the implications of the NSW Housing Code and resolved:

That Council commission an independent place based study of the north east side of Matthew Street to report back to Council regarding height limits and seek a variation to keep the height limit to 5m until this study is completed.....

This Urban Design Analysis represents the place based study for the north east side of Matthew Street; referred to in this document as the "Matthew Street North Precinct" for simplicity.

Introduction

This Urban Design Analysis has been prepared to inform the controls that will apply to future development within the Matthew Street North Precinct.

The Precinct lies on the eastern side of the Scotts Head Village which is located 14 km from Macksville. Scotts Head is a small coastal village with a population of approximately 800 people; it is formally identified as a "coastal village" under the Mid North Coast Regional Strategy.

The Precinct is one of the most strikingly scenic locations on the Mid North Coast and boasts a residential environment with a high amenity and sense of place; it is a residential Precinct nestled above a dramatic bluff and the Pacific Ocean. The protection of this amenity is at the forefront of this urban design analysis.

This Urban Design Analysis provides an examination of the inherent natural elements and the opportunities and constraints to development. The analysis provides the background to the recommended controls in Part 6 of this document.

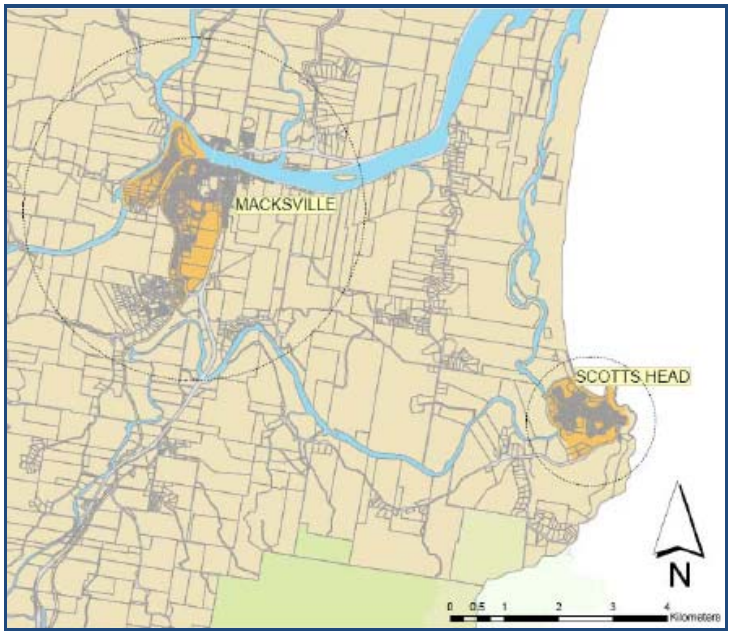


Figure 1: Locality

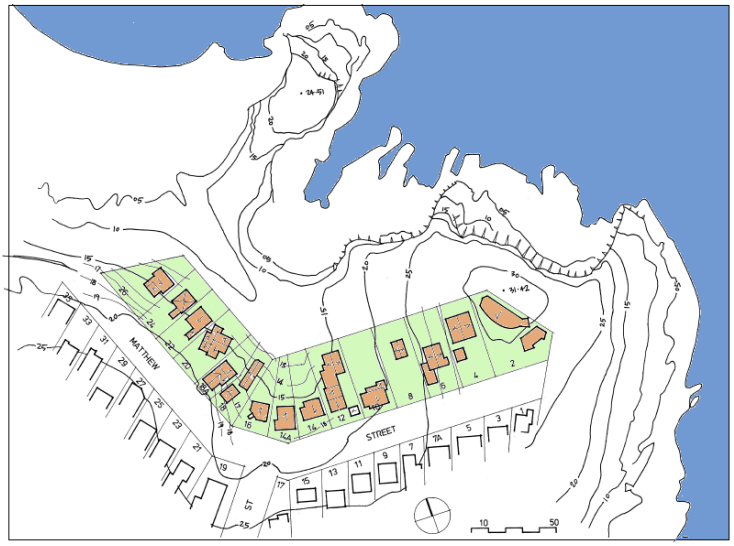


Figure 2: Matthew Street North Precinct

Part 2 – Context

Historical Context

Scotts Head forms part of the region south of the Nambucca that was occupied by two aboriginal tribes; the Kumbainggiri and the Ngaku (Townsend, 1993). The river and indeed the Scotts Head areas provided significant resources for the aboriginal community and their past occupation is evident in many parts of the Shire today.

There was a rapid decrease in aboriginal population during the period from 1788 to 1840 due to hostilities between the aborigines and the growing number of cedar-getters setting up businesses (ibid). It is believed that the name *Scotts Head* is derived from William Scott, a cedar-getter, who resided in a hut in the area (Brazel, 2000). Another theory for the name Scotts Head is that it may have been named after one of Captain Cook's crew.

The 1800s in Nambucca saw the development of a low income, hard working society in the timber felling, ship building and dairy farming industries (Townsend, 1993).
In the 1800s Scotts Head area was owned by the Clegg family who then sold it to Matthew Wallace. Matthew Wallace subdivided the area and sold allotments in the early 1900s (NRMA website). Both Matthew Street and Wallace Street are believed to be named after Matthew Wallace.

Today Scotts Head is a residential and tourist village providing recreational opportunities (i.e. fishing, surfing, and bushwalking) with localised community and retail facilities.

Locational Context

The land is located within the narrow coastal plain that stretches along this part of the coast. The plain is defined by the great divide that extends along the coastal line and defines many of the larger lower lying settlements such as Scotts Head. The western ridgelines provide a dramatic backdrop to these lower lying settlements.

The Matthew Street North Precinct is located at the eastern extremity of the residential areas within Scotts Head. The Precinct is "V" shaped and has an elevation of 25-30m above sea level and lies within a small amphitheatre defined by Matthew Street itself and the upper hill sides. The residential areas overlook a rocky bluff which includes the striking outcrop to the north known as "Elephant Head" and the southern knoll ("Hansens Head"). Below these headlands is a rocky cove known as The Gap. The area is afforded views of the Pacific Ocean and South West Rocks and Nambucca Heads in the distance.

The Precinct is part of an extensive foreshore reserve system that lies above this rugged part of the coast which is relieved by the relatively protected waters of Forsters Beach to the immediate north.

Strategic Context

The Precinct is located within the 2(a) Residential (Low-Medium Density) Zone and has been developed in accordance with the zoning provisions; the area generally supports detached dwelling houses. Owing to the limited services available, the Scotts Head area has been identified for modest growth with only limited future residential and rural residential releases.

The Matthew Street North Precinct and the surrounding lands are to retain their current residential zoning under the New Local Environmental Plan (LEP) being prepared by Nambucca Shire Council and, as such, future development will be restricted to residential infill development. Despite the range of uses allowed under the current and proposed zones, the most likely redevelopment will be for new dwellings, dual occupancy developments and extensions and alterations to existing dwellings. In addition, it can be expected that some of the dwellings will be used for holiday accommodation; a growing regional trend in areas close to the beach with high scenic amenity.

Given the older nature of the existing housing stock and its inherent scenic qualities, it is anticipated that the Precinct will be under considerable pressure in the future for larger buildings accommodating a larger number of people. The urban design challenge is to allow for a reasonable level of infill growth and development while retaining the inherent character of the Precinct.

Figure 3: Extract from Mid North Coast Regional Strategy

Part 3 – Planning Controls

Existing Local Environmental Plan

The Matthew Street North Precinct is zoned "2 (a) Residential (Low-Medium Density)" under Nambucca Local Environmental Plan (LEP) 1995. The LEP zone description is as follows:

"*The Residential (Low-Medium Density) zone is characterised by detached houses. Some small scale medium density housing development will be scattered throughout the zone. This housing will typically consist of dual occupancy buildings, townhouses and cluster houses at a scale compatible with detached housing. Scope is also provided to allow smaller lots and integrated housing in specially designed subdivisions.*"

The LEP allows single dwelling houses, integrated housing and dual occupancy development together with a number of other uses in the zone. The relevant standards are:

Minimum lot size 450m^2
(Integrated housing 232m^2)

Height limit 8m
(Need to consider DCP height limit also)

Table 1 Site area

Dwelling Size	Small Dwelling (55m^2)	Medium Dwelling (55-85m^2)	Large Dwelling (>85m^2)
Minimum Site area	170m^2	240m^2	310m^2

Attached and detached dual occupancy
Lot size of 450m^2 and 600m^2 respectively.

New Local Environmental Plan

Planning for the Shire is in a transitional phase with a new LEP being prepared to replace LEP 1995.

The Department of Planning is requiring all New South Wales Councils to review and update their current LEPs in accordance with the Standard Instrument Principal LEP 2006. Nambucca Council is in the process of developing the "Draft Nambucca Local Environmental Plan 2009" in accordance with this directive.

The provisions of the Nambucca LEP 1995 will continue to apply until such time as the Nambucca LEP 2009 is gazetted and becomes the principal planning instrument. Under the new LEP the Matthew Street North Precinct is proposed to be zoned "R1 General Residential". This new zone will allow single dwelling houses, dual occupancy development, attached dwellings and multi dwelling housing.

The new LEP will also have standard definitions in relation to height, floor space ratio, gross floor area and site area.

Development Control Plan

The Precinct will fall within the controls of the "Nambucca Shire Development Control Plan No. 3 – Residential Development".
DCP No 3 includes place based controls for the various urban areas in the Nambucca Shire (Part A) and specific dwelling type controls (Part B). DCP No 3 is structured to enable the incorporation of specific controls for the Matthew Street North Precinct.

Regional Planning Controls

The land is subject to the Mid North Coast Regional Strategy. The Strategy establishes a four tier hierarchy of urban centres as follows:

- Major Regional Centres (i.e. Coffs Harbour, Grafton, Port Macquarie);
- Major Town Centres (i.e. Macksville, Kempsey, Foster-Tuncurry);
- Town Centres (i.e. Yamba, Nambucca Heads, Dorrigo); and
- Villages (i.e. Valla Beach, Wooli, Scotts Head).

Under this Strategy Scotts Head is designated as a Coastal Village which are recognised as smaller settlements with limited local services
(refer Figure 3).

The Strategy is supplemented by the North Coast Urban Design Guidelines *that seek to provide design strategies and guidance that may inform the layout of future settlements, the expansion of existing settlements, and the design of new built form in order to maintain and improve the positive urban design characteristics of the region.*

Interestingly, Scotts Head is used as an example of a coastal village in the Guidelines for illustrating a methodology for studying and analysing urban design character for this typology. Matthew Street also figures predominantly in the photographic examples used to describe the character of the Scotts Head Area, pages 23-30 of the Guidelines. This Urban Design Analysis has been prepared in accordance with the North Coast Urban Design Guidelines.

The following key positive elements for coastal villages outlined in the Guidelines are noteworthy:

Landscape:

- *Buildings are mostly setback from the coastal edge and are one to two storeys in height.*
- *Expansive areas of hardy, indigenous vegetation characterise the coastal edges, punctuated by rows of significantly larger trees such as Norfolk Island pines.*
- *Residential gardens are comprised generally of indigenous coastal habitat, low lying plans with exotic plans, conifers and few larger mature trees.*

- *Views to the ocean are accessible from properties on elevated sites; many residences located on lower lying land have introspective 'valley' views only.*
- *Natural landscape of hinterland is largely intact.*

Streetscape:

- *Low level coastal planting (with a few larger trees) is typical throughout residential streets.*
- *Views to the coast and surrounding landscape are limited to the coastal edge and elevated areas within the village.*
- *The original streets in the village have wider road reserves than the newer streets – typically, streets are symmetrical with grass verges, formed kerb and gutter treatments, and few pedestrian footpaths.*
- *There is little street hierarchy distinguishing commercial activity from residential streets.*
- *Both fences and plantings are used to define site boundaries although many dwellings have no fence to the street.*

Buildings:

- *Residential buildings are elevated and positioned to take advantage of the views and sea breezes; these building are often irregularly sited, with inconsistent but generous side setbacks.*
- *Residential buildings in the lower and flatter parts of the landscape have a more regular and consistent siting and setback.*
- *There is an eclectic mix of housing styles throughout the village provide a richer overall character.*
- *Eaves, verandahs, profiled steel roofs, timber cladding types are all common elements.*

State Policies

Development of land within the Matthew Street North Precinct is subject to a number of State Environmental Planning Policies (SEPPs). In terms of urban design, the critical policies are "SEPP No. 71 Coastal Protection" and "SEPP (Exempt and Complying Development Codes) 2008".

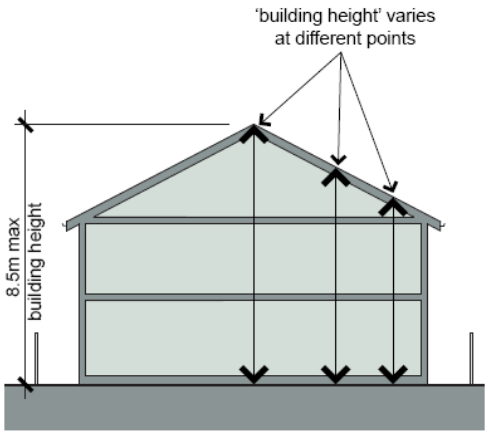
Under SEPP No 71 the following relevant matters are required to be taken into account when considering development within the coastal zone:

- *Aims of the Policy which seek to protect and better manage the NSW Coast.*
- *Existing public access along the foreshore is to be retained.*
- *Opportunities for new public access to the foreshore to be considered.*
- *Suitability of development in terms of type, location and design and its relationship with surrounding areas.*
- *Any detrimental impacts upon foreshore amenity, including overshadowing of foreshores or loss of significant views.*
- *Scenic qualities of the NSW Coast.*
- *Measures to conserve animals (including fish and marine vegetation) and existing wildlife corridors.*
- *The likely impact of coastal hazards and processes.*

- *Measures to reduce potential conflict between land-based and water based coastal activities.*
- *Measures to protect Aboriginal culture and conservation and preservation of heritage items.*
- *Encouragement of compact towns and cities.*

As can be seen by the list of matters to consider under this policy, the protection of the foreshores and scenic qualities of the coast and heritage values are of paramount importance. Accordingly, it is appropriate that any future controls preserve the foreshore and scenic quality values associated with the scenic landscape of the Matthew Street North Precinct.

Under SEPP (Exempt and Complying Development) certain forms of residential development are exempt from requiring a development application; some development is allowed without approval and some developments such as single dwelling houses can be certified for approval by a private certifier. Relevantly, the SEPP allows a building to be built to a maximum height of 8.5m; refer diagram below.



Nambucca Shire Council is seeking an exemption to the SEPP for the Precinct to enable the controls resulting from this analysis to prevail.

Part 4 – Urban Design Analysis

Scenic Quality

Scotts Head has a relatively pristine coast line with beaches and rocky headlands unspoilt by urban encroachments. The scenic qualities of the area are regionally significant.

The two headlands (i.e. Elephant Head and Hansens Head) are the main focal points with the Pacific Ocean providing the dominant horizon line. The topographical relief provides the dramatic changes from constricted views between the headlands to expansive views over the ocean. The crashing waves, rocky outcrops and sandy beaches add to the contrasting visual and aural experiences.

The view shed from Matthew Street is relatively expansive in the higher areas of the Street, but is constricted in the lower part of the Street. An important vista is provided towards the terminus of John Street with Matthew Street. While there are a few trees (mainly Norfolk Island Pines) that interrupt the panoramic views provided along the Street, the Precinct generally has a sense of openness with many viewing opportunities over the lower single storey buildings and between the buildings. The properties within the Matthew Street North Precinct itself have uninterrupted views of the coast.

Figure 4 provides a summary of the main scenic attributes.

Landscape Setting

The Matthew Street North Precinct sits within a setting dominated by its natural landscape elements. The rocky headlands (i.e. Elephant Head and Hansens Head) which are partly covered in low heath create an open and exposed ambience. The Precinct sits between two headlands creating a natural amphitheatre that exposes the area to both the coastal winds and the outstanding scenery associated with this rugged coastline.

The vegetation generally consists of the heath comprising mainly grasses and some dwarf heath plants stunted by the strong salt laden winds. This headland heath is occasionally broken by tall pine trees scattered throughout the Precinct. Some of the landscaped gardens associated with the dwelling houses also break up this low lying exposed landscape.

Matthew Street follows the contours of the land and provides a “V” shaped settlement with the low lying area at the apex of the V and the upper slopes north and south of the V aligned with the headlands. An informal drainage swale is located at the lower part of the Precinct.

The steep rocky headlands provide the most dramatic contrast in the landscape with Elephant Head being the most interesting and dominant natural feature; as the name suggests, the Headland is in the imaginative shape of an elephants head.

Figure 4: Scenic Quality

Elephant Head

"Hansens Head" and "The Gap" below add to the scenic qualities of this part of the escarpment. Spectacular views from Matthew, John, Waratah and Vernon Streets towards the headlands are available.

The road network of the older part of the settlement follows a loose Roman grid with streets aligned roughly in a north south and east west direction providing housing lots with a north south and east west aspect. The grid network is generally set by the depth of two residential blocks to provide street frontages to the lots. The lots are mostly rectangular in shape and have an area of around 900m2; lots close to the traditional quarter acre block dominate.

The streets provide for a general stepping of the building form within the landscape which assists in providing most dwellings with views towards the Pacific Ocean.

Streetscape Setting

Matthew Street generally follows the topography of the headland, with the long axis of the lots having either a north/south or north east/south west orientation.

The street is a wide Street with a 20m wide road reserve and a sealed pavement of 9-10m with kerb and gutter on both sides. Well maintained grass verges and a few low scale plantings are located within these verge areas. There is minimal fencing along the street frontage and indeed throughout the Precinct providing an open campus like setting. The only noticeable street furniture is the timber electrical power poles.

The changing grades and alignment of the street creates constantly changing views and vistas with glimpses of the headlands and ocean provided over the houses and between the houses when travelling along the street as a pedestrian or in a vehicle. A concrete footpath extends for a small part of the street.

Unlike most of Scotts Head's residential areas which have a perimeter road between the foreshore reserve and the residential properties, the Matthew Street North properties have direct access to the foreshore reserve; this creates significant benefits for individual residents but community challenges in managing access and the direct physical and visual impacts upon the reserve.

Private gardens along the south side of the street are generally neat and well-kept and well setback from the street. These gardens generally consist of lawns and low shrubs. Similarly the north side of Matthew Street has lawns and low shrubs and with the garden areas beyond occasionally punctuated by taller trees, in particular Norfolk Island Pines.

Streetscape view between headlands

Dwellings have a range of setbacks on the north side of Matthew Street with setbacks ranging from 3m to over 20m. On the south side, the setbacks are more consistent with a general setback of 6m. Interestingly, the built form on the south side is also more consistent with a predominance of 2 storey brick and tile dwellings whereas on the north side there is a more eclectic mix of building styles heights and forms.

Built Form and Character

The architectural fabric varies substantially between the south and the north side of the street; the north having a more lightweight coastal appearance and the south a more solid and masonry texture. Houses on the south side have a majority of roofs with masonry tiling and a majority of walls with exposed brick. Houses on the north side will be discussed in more detail below.

Example of varied building form

Open character of Precinct

As stated earlier, the housing within the Matthew Street North Precinct comprises an eclectic mix of 1-2 storey detached dwelling houses.

Whilst there is a mix of housing stock, the following themes are prevalent:

- The majority of buildings appear to have been built around the 1970s and 1980s, some possibly originally serving as holiday cabins;
- Skillion and gable roofing predominate, with only two houses having predominantly hip roofing;
- Lightweight wall and roof construction is slightly more common than masonry construction; approximately 60% of houses have lightweight walls (including weatherboard, fibre cement and metal sheeting) whilst almost 70% of buildings have lightweight roofing;
- Single story is quite common being apparent in approximately 35% of houses (compared to less than10% on the south side). This is partly influenced by type of construction in the period they were built, their ground level access to views and the current height limits;

- Most buildings have decks facing the sea to capture both the expansive views and the sea breezes; these rear verandahs often have large eaves;
- Heights above natural ground level are generally below 6 metres, compared to the southern side of the street where they are generally above 6m.
- Walls are commonly of fibre cement sheeting, timber weatherboards or brick. Stone, tile and corrugated metal are apparent as wall cladding in a few cases.
- Roofing is more commonly metal deck; the remaining third of roofs are constructed with masonry tiles.
- Timber decks, screens and lattice are common, a few with masonry pier supports and steel cable wire handrails.
- Colours of buildings are generally off-whites, greens, and reds. Masonry walls are generally white or earth coloured.

The more recent house designs within the Matthew Street North Precinct have quite low pitched skillion roofs, the roofing kept low for the buildings to comply with minimum height levels. These buildings have a mix of masonry and lightweight appearance and are modern in character. These dwellings are quite organic in plan with larger footprints than the smaller, rectangular and traditional dwellings of the original village character.

On the south side of Matthew Street, front setbacks are generally consistent (often around six metres); west of John Street setbacks generally range from approximately 6 to 15 m (with two dwellings setback up to 24m).

Within the Matthew Street North Precinct the front setbacks range from approximately 3 to 15m (with the exception of No 8 being approximately 27m); rear setbacks range from approximately 3 to 15m;

Views, Heights and Setbacks

As stated previously, the Matthew Street North Precinct is located in an area of regionally significant scenic quality. The area has both intrinsic and extrinsic scenic values generally associated with the coastline; some significant views of the mountainous backdrop to the west are also present, but these are secondary to the primary view of the coastline.

While the enjoyment of views can be a subjective experience, there is general consensus with the following:

- Water views are valued more highly than land views;
- Iconic landscape views are valued more highly than non-iconic views;
- Whole views are valued more highly than partial or obscured views.

(Tenacity Consulting v Warringah, 2004 Land and Environment Court 140)

In this context, the views of the Pacific Ocean are highly valued and the iconic landscape views of Elephant Head and Hansens Head and the uninterrupted views from the Matthew Street North Precinct are also highly valued.

Most of the areas surrounding the Matthew Street North Precinct currently enjoy, to varying degrees, highly valuable views and the concept of view sharing in the development of controls is considered reasonable in this context. While it is not possible to preserve all views, it is generally appropriate that the current and potential views from a second level of a dwelling be protected from unreasonable impacts for the benefit of the locality as a whole.

The views enjoyed within the surrounding area of Matthew Street include the views over the roof level of the buildings in Matthew Street North and the views between the buildings provided by the combination of front, side and rear setbacks. It should also be acknowledged that highly valuable view lines are provided between the dwellings within the Matthew Street North Precinct itself resulting from the combination of building heights and setbacks. Accordingly, controls relating to both the height of buildings and setbacks (i.e. side, front and rear) need to be considered in combination; the overall building's envelope needs to be considered.

A standard set of controls across the Precinct is required to provide for equity. Given that it would be unreasonable to restrict buildings to single storey buildings, the controls should allow for two storeys and not require an unreasonable level of cut; DCP No. 3 generally permits a maximum depth of cut of 1.2m.

To test the reasonable level of view sharing, three height controls were tested, namely;

- a 5m height limit generally in accordance with the former DCP No. 3;
- an 8.5m height limit in accordance with the complying development provisions of the New South Wales Housing Code; and
- a 6.5m height limit representing an averaging between the 5m height under the former DCP No. 3 and the 8m height limit under the LEP.

These scenarios are shown in Figure 5 and were based on the view lines from the south side of Matthew Street from existing buildings at Nos. 13, 19, 23 and 31. The figure also shows the 8.5m height limit above these buildings which they could be redeveloped to in accordance with the NSW Housing Code.

As can be seen by Figure 5, the view lines from Matthew Street are variable depending upon the location, but reveal that a reasonable view is maintained of the important scenic elements from most properties with the 6.5m height limit.

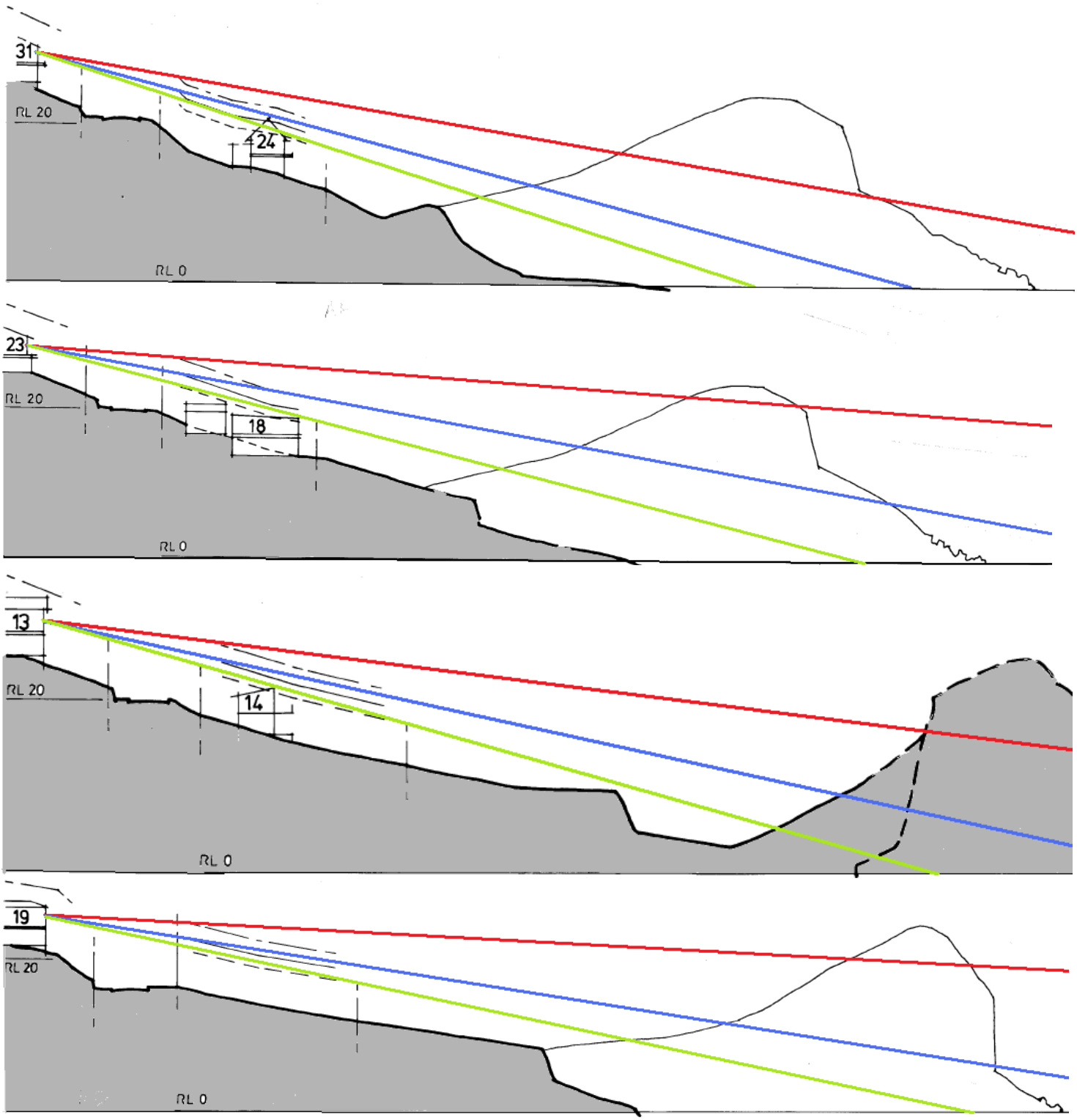


Figure 5: View Lines

Consultation

A community workshop was held on the 6 July 2009 at the Scotts Head Surf Club to gain an appreciation of the issues and concerns of the community in relation to future controls for the Matthew Street North Precinct. A total of 36 participants registered for the workshop.

The workshop comprised two sessions; the first session was an information session which provided details on the background to the existing controls, status of the project and a description of the urban design analysis undertaken.

The second session involved the participants working in four groups identifying the main features of the area and considering controls that would be appropriate from the group's perspective. A full copy of the Workshop outcomes is included in Appendix A.

The main themes from the workshop may be summarised as follows:

- Elephant Head, The Gap and Hansens Head are significant features;
- The village character is an important feature;
- The stepped natural amphitheatre is important to the character of area;
- Views along John Street and within area are of paramount importance;
- Mixed views on whether maximum density should be limited to single dwelling houses or dual occupancy; majority considered town house development to be inappropriate;
- A 5m height limit across whole area should be imposed; there was unanimous support for this;
- A wider side setback than 900mm should be considered, possibly larger setback at upper levels;
- Front setback should be in accordance with existing setbacks;
- A generous rear setback to reserve should be provided;
- Lightweight materials are favoured in design with some treatment of any brickwork;
- Landscaping should be low in scale and consist of indigenous species; Norfolk Pines are not favoured.

Note: the workshop was attended by only 3 registered participants from the Matthew Street North Precinct and this bias should be acknowledged.

Part 5 – Urban Design Issues

DCP No. 3 has a suite of controls applying to all development and has been structured to allow the incorporation of specialised controls applying to a particular place.

The issues relating to each control are outlined below and the recommended controls to deal with the issues are detailed in Part 6.

Desired Future Character

Issues

It is appropriate to outline a desired future character of an area as an outline of intent for the future that development and planning decisions can be measured against. The desirable future character represents a *preferred*, as opposed to an *inevitable*, future.

The urban design analysis has identified the following main desirable characteristics that should guide the future character of the area:

- a locality of magnificent, scenic beauty;
- an area with an open 'campus' like setting;
- a low density and low key and relaxed coastal setting;
- a landscape setting of low level vegetation
- a building form with a lightweight appearance that includes decks, verandahs, pergolas and the like; and
- an overall built form that sits within the landscape and allows for reasonable view sharing.

Density, Subdivision and Floor Space Ratio

Issues

Density can be effectively controlled by setting a minimum lot size and a maximum floor space ratio. The Precinct has a low density character with an existing average density of one dwelling per 832m^2.

A future density that provides a balance between maintaining the low density character of the area and allowing for a reasonable level of development is warranted. In this regard, three low density scenarios were considered to gauge the likely development opportunities. The three density standards considered are 450m^2, 500m^2 and 600m^2.

Table 2 below shows the dwelling yields from these scenarios.

Table 2: Matthew Street North Precinct Dwelling Yields

Street No.	Lot Area m^2	Additional Dwelling Yield		
		450m^2	500m^2	600m^2
2	1,425.8	2	1	1
4	981.1	1	0	0
6	981.2	1	0	0
8	981.4	1	0	0
10	981.5	1	0	0
12	981.6	1	0	0
14	751.5	0	0	0
14A	576.8	0	0	0
16	565.1	0	0	0
18	604.7	0	0	0
18A	525.5	0	0	0
20	828.5	0	0	0
22	662.2	0	0	0
24	662.2	0	0	0
26	980.4	1	0	0
Total	12,489.5	8	1	1

As can be seen by the Table, a standard of 500m^2 and 600m^2 excludes all properties, except one from being developed for an additional dwelling.

Accepting that dual occupancy development and secondary dwellings (i.e. two dwellings on a parcel of land) is a reasonable form of development in a low density zone, then a density standard of one dwelling per 450m^2 will allow for approximately half the sites (i.e. the larger sites) to be developed for this form of housing.

This standard of 450m^2 will also prevent multi-dwelling housing and attached dwellings on all but one allotment; multi-dwelling housing and attached housing refers to developments with three or more dwellings and includes townhouses. Multi-unit housing and attached housing are considered to be generally inconsistent forms of housing in this sensitive Precinct.

A density standard of one dwelling per 450m^2 is recommended.

The floor space ratio is the ratio of the gross floor area of the buildings on a site to the site area. The Gross Floor Area is defined under the new Standard LEP Template as follows:

Gross Floor Area means the sum of the floor area of each storey of a building measured from the internal face of external walls, or from the internal face of walls separating the building from any other building, measured at a height of 1.4 metres above the floor, and includes:

a. the area of a mezzanine within the storey, and

b. habitable rooms in a basement, and

c. any shop, auditorium, cinema, and the like, in a basement or attic,

but excludes:

d. any area for common vertical circulation, such as lifts and stairs, and

e. any basement:
- *storage, and*
- *vehicular access, loading areas, garbage and services, and*

f. plant rooms, lift towers and other areas used exclusively for mechanical services or ducting, and

g. car parking to meet any requirements of the consent authority (including access to that car parking), and

h. any space used for the loading or unloading of goods (including access to it), and

i. terraces and balconies with outer walls less than 1.4 metres high, and

j. voids above a floor at the level of a storey or storey above.

The floor space ratio is a useful tool for controlling the density of both buildings and land uses in an area. The floor space ratio helps determine the overall volume of building floor area and, as a consequence, it also helps determine the area available for landscaping.

With such large lots in the Matthew Street North Precinct, a high floor space ratio has the potential for encouraging and allowing very large residential buildings; the Matthew Street North Precinct is not an appropriate setting for 'MacMansions'. It is common in sensitive coastal environments to have a floor space ratio of 0.4:1 thereby generally allowing 40% of the site area to be developed for a single storey building.

As can be seen by Table 3 below, this ratio allows a reasonable sized dwelling on all existing lots and will also allow a reasonable sized dwelling on any subdivided lot. A dwelling with a gross floor area of 180m^2 (excluding garage area) would be permitted on a 450m^2 allotment; this area generally equates to a four bedroom dwelling. A floor space ratio limit of 0.4:1 is recommended.

Table 3: Matthew Street North Precinct Floor Space Ratio

Street No.	Lot Area m^2	Max House Area m^2 (0.4:1 fsr)
2	1,425.8*	570
4	981.1*	392
6	981.2*	392
8	981.4*	392
10	981.5*	392
12	981.6*	392
14	751.5	330
14A	576.8	230
16	565.1	226
18	604.7	242
18A	525.5	210
20	828.5	331
22	662.2	264
24	662.2	264
26	980.4	292
Total	12,489.5	

* Properties with potential for subdivision, at 450m^2 minimum lot size.

Site Coverage and Landscaping

Site coverage refers to the building footprint; it is the area of the land occupied by buildings at grade. Unlike the floor space ratio control, it controls development at the ground level plane. Site coverage is defined under the Standard LEP Template as:

Site coverage means the proportion of a site area covered by buildings. However, the following are not included for the purpose of calculating site coverage:

(a) any basement,

(b) any part of an awning that is outside the outer walls of a building and that adjoins the street frontage or other site boundary,

(c) any eaves,

(d) unenclosed decks, pergolas and the like.

Site coverage is a useful planning tool for ensuring adequate land is set aside for landscaping and open space and can also assist in breaking up the building form; it assists in defining the future character of an area.

At present Matthew Street North Precinct has a very low site coverage of 25% which provides the sense of openness which characterises this Precinct. In determining a site coverage standard, it is important that a balance between maintaining the existing character and allowing a reasonable level of development is achieved. Consideration also needs to be given to the relationship to the floor space ratio to avoid consequential adverse impacts. For example, a very low site coverage can encourage taller buildings which can consequently lead to impacts upon views from the surrounding residences.

The site coverage standard should seek to encourage most of the building form to be single storey in compliance with the 0.4:1 floor space ratio.

The site coverage standard should also seek to prevent monolithic buildings or 'MacMansions' by requiring a disaggregation of building form; the existing character of the Matthew Street North Precinct is generally one of disaggregated smaller building structures. It is reasonable in any disaggregation control to ensure a three bedroom dwelling could be developed.

A maximum site coverage of 40% is recommended, together with a limit of 150m^2 site coverage for single storey building structures and 120m^2 for two storey building structures to break up the building form; this provides a greater incentive for single storey buildings and limits two storey buildings. This standard will enable around 40% of all sites to consist of a deep soil zone which assists with drainage, water quality and landscaping with native species. The deep soil zone is *that part of the site that is not built on, paved or otherwise sealed, where the soil is of sufficient depth to support the growth of trees and shrubs.*

In terms of landscaping, the existing character is an open landscape setting dominated by grasslands and low shrubs. To maintain this character and contribute to the existing biodiversity, it is appropriate to have a list of suitable species as a guide for future developments.

The species list should include species suited to this harsh coastal environment and should seek to avoid tall trees which have the potential to disrupt views. Consideration should also be given to preventing solid fences to maintain the open permeable character of the area.

Height and Setbacks

Issues

The combination of both height and setback controls dictate the overall building envelope. As stated earlier, the concept of 'view sharing' is considered appropriate in the determination of height and setback controls. Moreover, it is to be accepted that the height control is not to be so restrictive that a two storey dwelling is prohibited or excessive excavation is required. In terms of excavation, the Nambucca Shire Council has generally established a maximum cut of 1.2m under DCP No. 3 and it is appropriate from an equity and consistency point of view to adopt this standard.

Height is measured vertically from natural ground level to the highest point on the building.

Figure 6: Section - Height Scenarios

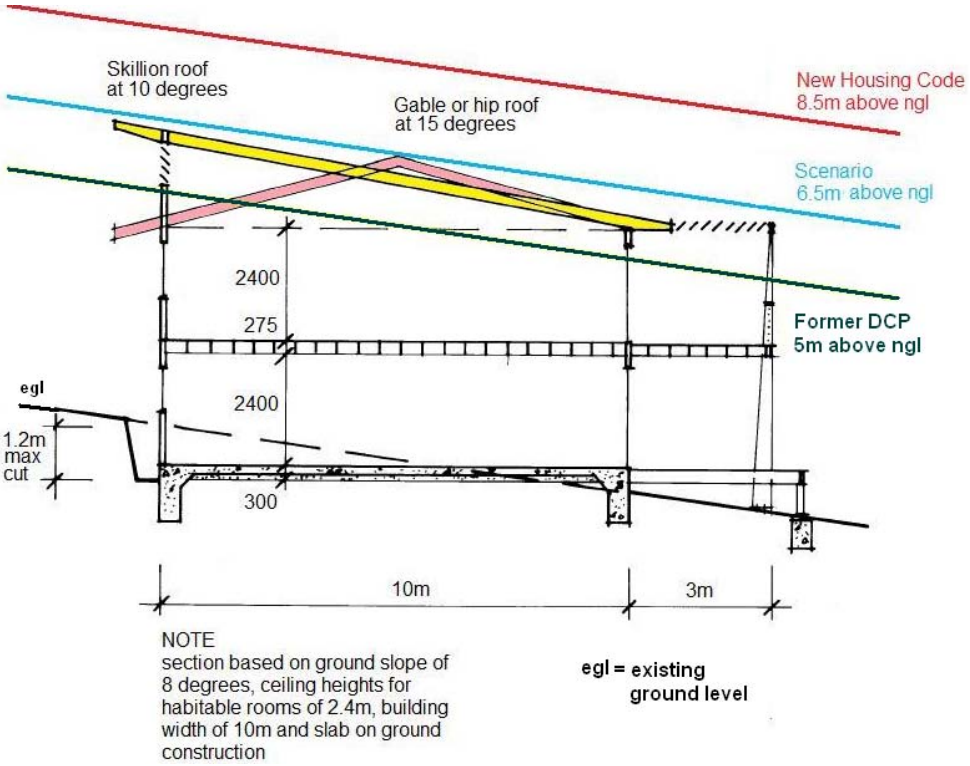


Figure 6 shows the relationship between the three height scenarios discussed earlier for a typical site within the Precinct. As can be seen by Figure 6 a 5m height limit, as allowed under the former DCP No. 3, restricts the roof line and pitch of the roof and has implications for achieving a two storey building; this height limit encourages flat roofs with a pitch less than 5^0.

Conversely, an 8.5m height, as allowed under the NSW Housing Code, provides an unnecessary level of flexibility in terms of floor levels and roof pitch. The 6.5m height limit provides a reasonable response in allowing for two storeys and a reasonable roof pitch of generally 15^0 for a gable or hipped roof and 10^0 for a skillion; these pitches are in keeping with the character of the Precinct and contemporary architectural practice which favours skillion roofs. The 6.5m height limit also allows for a reasonable view sharing of the main scenic quality elements described earlier.

A 6.5m height limit is recommended, Moreover, a minimum front setback of 4.5m with a 5.5m setback to garages; a minimum rear setback of 6m; and a stepped side setback of 1.5m for single storey buildings and 3m for two storey buildings is also recommended.

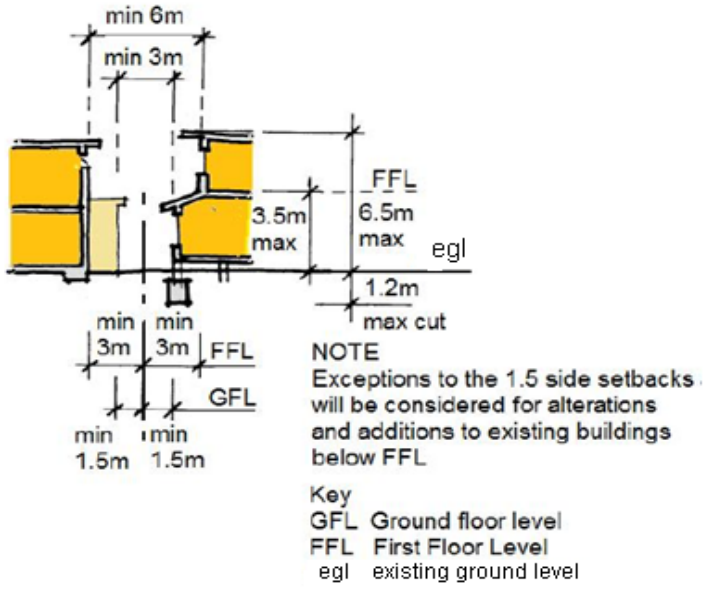
The front setback of 4.5m is consistent with the existing minimum setback and allows a reasonable sized front garden and assists with providing a reasonable envelope for single storey structures; a larger setback encourages two storey structures. An articulation zone should be encouraged in this setback area to provide for an active and visually interesting street frontage. It is recommended that this zone apply to a width of 50% of the frontage and a depth of 1m in front of the 4.5m building line.

The 5.5m garage setback will avoid garages dominating the streetscape and will allow space for tandem parking on the driveway.

The side setback of 1.5m will help provide a landscape strip and access way along the side of buildings and provide an overall setback of 3m between single storey structures (ie neighbouring properties). The setback is increased by a further 1.5m for two storey structures providing a 3m setback at this level and an overall setback of 6m between two storey buildings. The larger upper level setback is proposed because the upper level area provides greater opportunity for views between buildings and will help maintain the existing sense of openness (refer Figure 7 below).

The 6m rear setback will allow for a landscape transition between the foreshore reserve and building structures and will further assist in maintaining views from the rear of the properties in the Matthew Street North Precinct.

Figure 7: Recommended Set Backs



Building Design

Issues

As stated previously, the Matthew Street North Precinct has a mix of building design and forms. Nevertheless, the following building features are considered to be contributory to the design dialogue of this coastal setting.

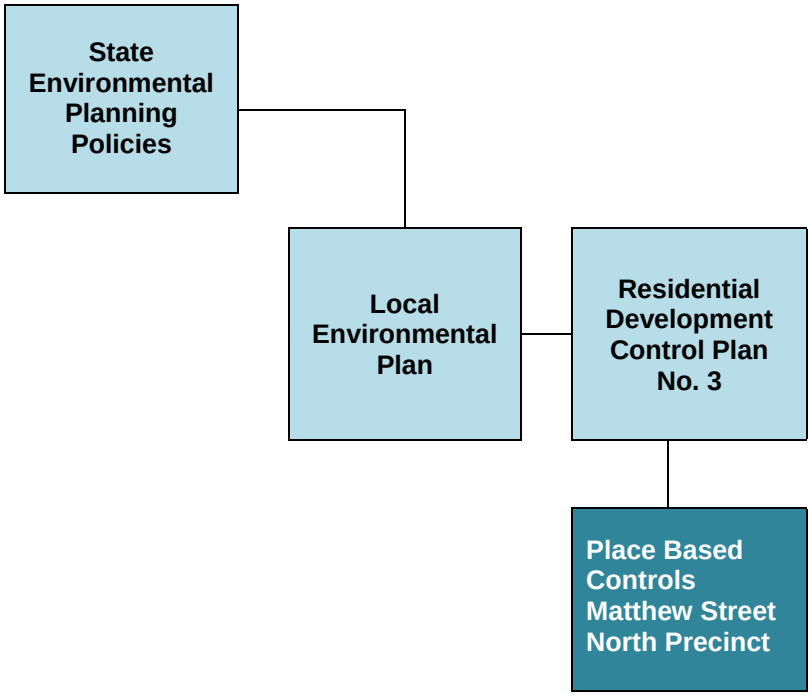
- lightweight construction including fibre cement, timber and corrugated metal;
- limited masonry construction;
- broken building form and massing;
- outdoor living areas including timber decks, porticos and pergolas;
- generally neutral colours or colours that complement the existing natural landscape;
- an absence of fencing on most sites;
- northern orientation to take advantage of views and passive solar energy.

Part 6 – Recommended Design Controls

The following controls relate to the Matthew Street North Precinct and are to be read in conjunction with the other controls outlined in DCP No. 3; the LEP and associated State Environmental Planning Policies. The flow chart below shows the relationship of these place based controls with the environmental planning instruments and DCP No.3

An *"objective"* and a set of performance "*controls"* for each of the urban design elements discussed above is provided. Some flexibility in the application of the controls is provided where strict compliance is unreasonable or unnecessary having regard to the *objective* and the circumstances of the case; any proposal seeking a departure from the performance *controls* must achieve the stated *objective*.

Any departure that is sought from either the density (i.e. minimum lot size and floor space ratio) or the height controls must be accompanied by a formal objection under State Environmental Planning Policy No. 1 - Development Standards.



Desired Future Character

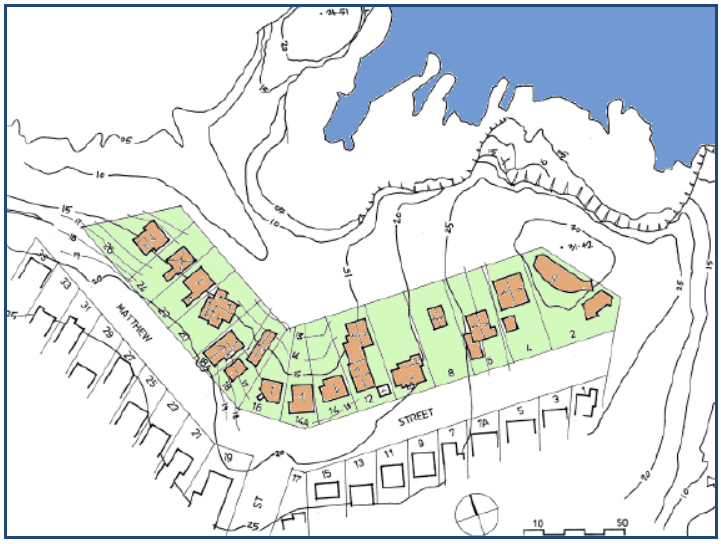
Objective

To enable sustainable development that contributes to the desired future character of the Precinct.

Controls

New development in the Matthew Street North Precinct, including alterations and additions to existing buildings, is to be in accordance with the following desired future character:

- A Precinct with buildings nestled within a landscape of magnificent beauty. A built form that is low key and low density and consists of high quality contemporary coastal architecture set within an open landscape of low level vegetation.
- New infill development is sympathetic to the scenic beauty and existing settlement patterns and respects the views enjoyed by the surrounding area.



Density, Subdivision and Floor Space Ratio

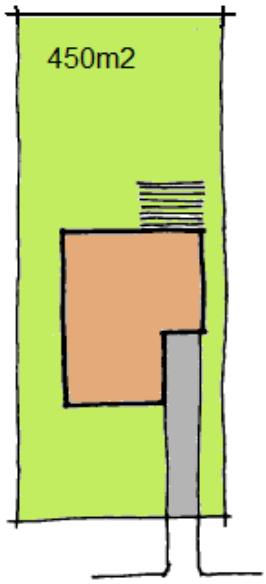
Objective

To maintain the existing low density amenity and characteristics of the Precinct.

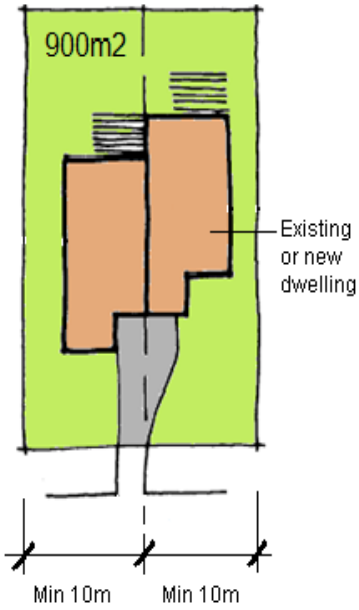
Controls

- Density is not to exceed one dwelling per 450 m^2.
- The minimum lot size is 450 m^2 excluding any access way, driveway or roadway; refer Figures
- Subdivision of vacant land is to include building envelopes for any vacant allotments created.
- The building envelopes are to be in compliance with the controls outlined in this DCP and will be subject to a restriction on the title limiting future dwellings and ancillary structures to the envelope.
- The minimum frontage of an allotment is to be 10 m excluding rear battle axe allotments.
- All development is limited to a floor space ratio of 0.4:1. Floor space ratio means the ratio of the 'gross floor area' of any buildings on the site to the site area.

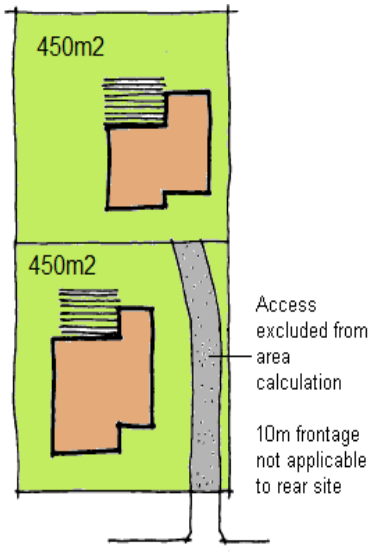
Dwelling House



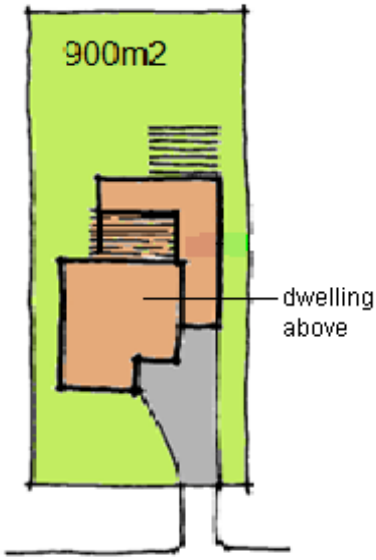
Attached Dual Occupancy (Duplex)



Detached Dual Occupancy



Attached Dual Occupancy (Maisonette)



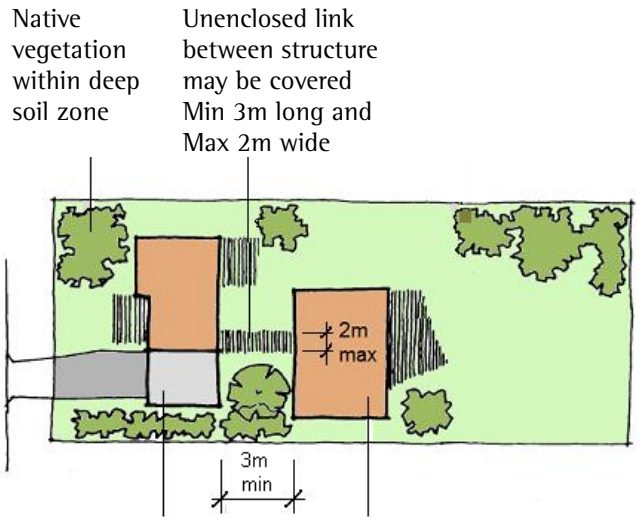
Site Coverage and Landscaping

Objective

To maintain the open landscape setting of the Precinct and to assist with its biodiversity.

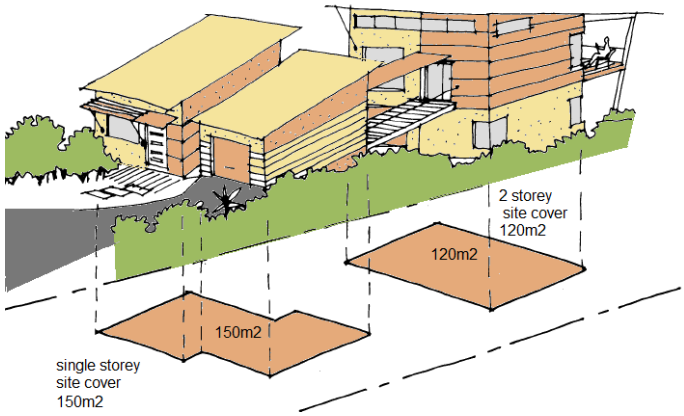
Controls

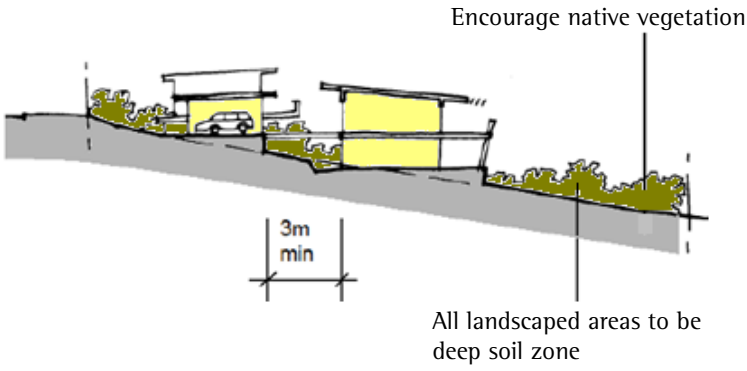
- All proposals, other than minor additions to existing single dwelling houses, are to be accompanied by a Landscape Plan prepared by a suitably qualified Landscape Architect or Designer. Plant species selected should be from the list in Appendix B.
- A minimum of 40% of the site area is to be set aside for deep soil zones.
- Unenclosed links in modular developments to be maximum 2m wide and minimum 3m long
- The maximum site coverage is 40%;
- The site coverage of any single detached building is not to exceed:
  - 150m^2 where the building height is not more than 3.5m above ground level (existing); or
  - 120m^2 when the building height is over 3.5m above ground level (existing).



Max site cover of all buildings is 40%
Max footprint of each structure;
150m^2 single storey
120m^2 double storey

Example of Modular Development





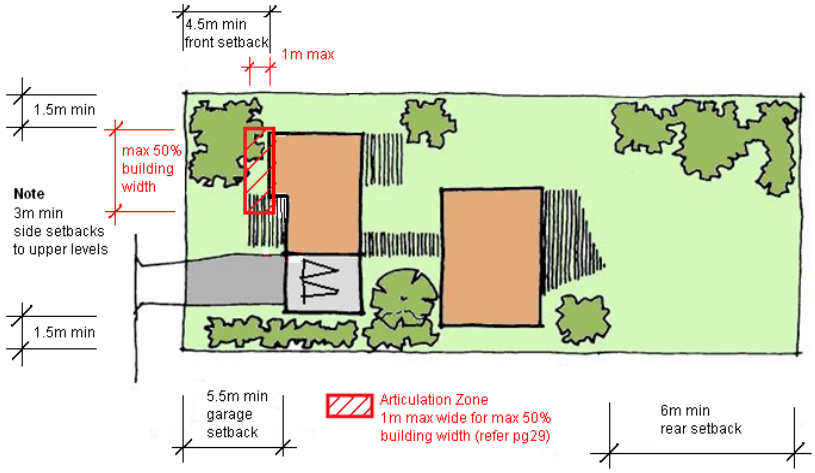
Height and Setbacks

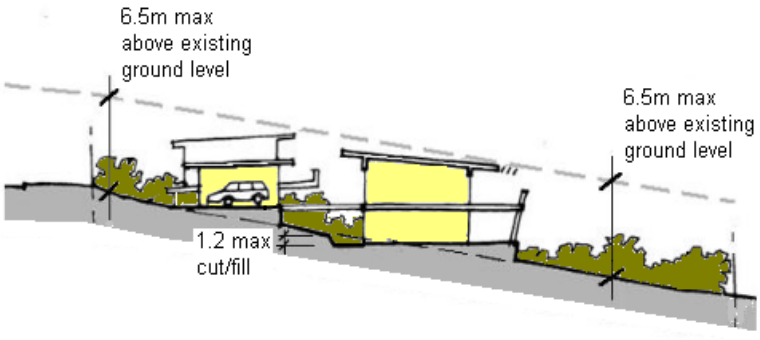
Objective

To maintain a low scale development form, space between buildings, streetscape character, general amenity and important view lines.

Controls

The maximum height of a building must not exceed 6.5 m (i.e. two storeys); height is measured vertically from ground level (existing) to the highest point on the building; refer Figures.





The setbacks are to be in accordance with the table.

Minimum Front (Building Line) Setback	Minimum Side Setback Ground Level (<3.5m)	Minimum Side Setback Upper Level (>3.5m)	Minimum Rear Setback (Rear boundaries parallel to Matthew Street)
4.5m (5.5m to garages)* (3.5m to articulation zone)	1.5m*	3m*	6m

* *Eaves, gutters, downpipes and the like are permitted within the side setback area.*

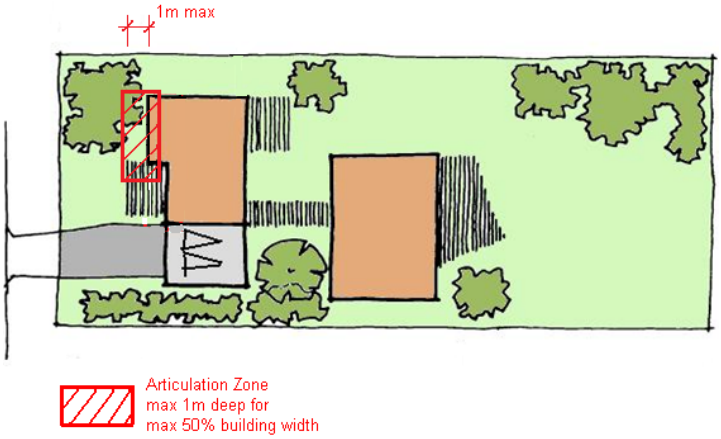
Building Design

Objectives

To provide a high quality design of buildings suited to this sensitive coastal setting.

Controls

- Buildings are to be predominantly externally clad of light weight materials, such as fibre cement, timber or corrugated metal. Heavyweight materials such as concrete and masonry are to be minimised externally but encouraged internally for thermal advantage.
- The colour of materials is to be sympathetic to the natural setting of the locality.
- Buildings are to contribute to an active street by having both a front door and a window to a habitable room (i.e. a living space, kitchen, bedroom, study or laundry) fronting the street.
- Within the front setback of a new dwelling an 'articulation zone' may be incorporated. This zone is a notional area projecting 1 m forward of the 4.5m front building line within which additional building elements such as entry features, porticos, decks, verandahs, and bay windows may be built.
- the articulation zone may comprise up to 50% of the building width
- An awning or other feature over a window and sun shading features are not included in the maximum area of the articulation zone.
- Carports and garages must be setback a minimum of 5.5m from road boundary.



Lightweight materials: neutral colours with bright colours as feature only

Landscape of low scale to fit with building, break up of building form components

Appendix A - Workshop Outcomes

Appendix B - Plant Species List

Shrubs

Acacia longifolia	Syney Golden Wattle
Acacia lonfifolia var. sophorae	Coastal Wattle
Acacia podalyriifolia	Queensland Silver Wattle
Backhousia myrtifolia	Grey Myrtle
Banksia robor	Swamp Banksia
Backhousia myrtifolia	Grey Myrtle
Callistemon pachyphyllus	Wallum Bottlebrush
Callistemon salignus	Willow Bottlebrush
Cordyline stricta	Cordyline
Leptospermum laevigatum	Coastal Tea Tree
Leptospermum polygalifolium	Lemon Scented Tea Tree
Metrosideros Collina	NZ Christmas Bush
Omalanthus populifolius	Bleeding Heart
Syzygium australe	*Brush Cherry*
Syzygium "Aussie Southern"	Lilly Pilly cultivar
Syzygium "Cascade"	Lilly Pilly cultivar
Westringia fruticosa	Coastal Rosemary

Groundcovers and vines

Austromyrtus dulcis	Midyim
Dianella caerullea	Flax Lily
Hardenbergia violacea	False Sarsaparilla
Hibbertia dentata	Twining Guinea Flower
Hibbertia scandens	Snake Vine
Lomandra longifolia	Mat Rush
Melaleuca thymifolia	Giant Mondo
Lomandra hystrix Thyme	Honey Myrtle
Lomandra Tanika	Mat Rush
Scaevola albida	Fan Flower
Themeda australis	Kangaroo Grass
Trachelospermum jasminoides	Star Jasmine