14.6 Metro West JDAP Application – (Lot 684) No. 135 Broadway, Nedlands – Serviced Apartment and cafe

Council	22 October 2019		
Applicant	Urbanista Town Planning, Peter Mrdja		
Landowner	Cedar Cove PTY LTD		
Director	Peter Mickleson – Director Planning & Development		
Employee			
Disclosure			
under section	Nil.		
5.70 Local	IVII.		
Government			
Act 1995			
Report Type			
Information	Item provided to Council for information purposes only and		
Purposes	does not require a decision of Council (i.e for 'noting').		
Reference	DA19/38621		
	DAP/19/01655		
Previous Item	Nil.		
Attachments	Responsible Authority Report and attachments		
	2. Submissions Received - CONFIDENTIAL		

Executive Summary

In accordance with the Planning and Development (Development Assessment Panels) Regulations 2011, Administration is required to provide a Responsible Authority Report (RAR) to the Joint Development Assessment Panel (JDAP). Council views can also be submitted as a separate submission. The purpose of this report is to obtain Council's submission.

The development consists of the following:

Ground Floor

- Café (75.8m²)
- Lobby, reception and office.
- 5 car parking bays
- 4 visitor bicycle bays
- Bin store area
- Transformer room
- Other building services

First floor

- 16 car parking bays
- 1 motorcycle parking bay
- 12 bicycle parking bays

Second floor

- 6 x 1-bedroom serviced apartment units; 1 of which is noted as having universal access, and 4 of which are 'dual key' (which allows single or dual occupancy depending on the needs of the guests).
- Gym
- Lounge
- Courtyard

Third to Fifth Floor

- 2 x 2-bedroom serviced apartment units
- 4 x 1-bedroom serviced apartment units, all of which are 'dual key'.

Sixth Floor

- 2 x 2-bedroom apartments
- Roof terrace

The RAR and supporting attachments outline the proposal in detail (see Attachment 1)

Following a Request for Further information sent by Administration on 18 September 2019, amended plans were received at 5:00pm on Thursday 3 October 2019. Due to the reporting timelines, the City has not finalised the RAR and supporting attachments. However, Administration does not foresee any material changes to the RAR report or the RAR recommendation.

Recommendation to Council

Council recommends to the Metropolitan West Joint Development Assessment Panel that the application (reference DAP/19/01655) for Serviced apartments and cafe at (Lot 684) No. 135 Broadway, Nedlands, be refused for the reasons contained in the Responsible Authority Report (dated 11 October 2019).



Form 1 – Responsible Authority Report

(Regulation 12)

Bronorty Locations	125 (Lat 694) Prooducy Madlanda		
Property Location:	135 (Lot 684) Broadway, Nedlands		
Development Description:	Mixed Use Development (26 Serviced		
DADNesses	Apartments and Café)		
DAP Name:	Metro West Joint Development		
A 11	Assessment Panel		
Applicant:	Ben Carter, Pinnacle Planning.		
Owner:	Cedar Grove PTY LTD		
Value of Development:	\$ 8 Million		
LG Reference:	DA19-38621		
Responsible Authority:	City of Nedlands		
Authorising Officer:	Peter Mickleson		
DAP File No:	DAP/19/01655		
Report Due Date:	30 October 2019		
Application Received Date:	14 August 2019		
Application Process Days:	90 Days		
Attachment(s):	1: Location Plan		
	2: Development Plans and Elevations		
	3: Applicant's Planning Report		
	4: Traffic Impact Assessment		
	5: Landscaping Plan		
	6: Acoustic Report		
	7: Waste Management Plan		
	8: City's Assessment against SPP 7.0		
	9: City's Assessment against SPP 7.3 (to		
	be finalised)		
	10: Summary of Submissions with City's		
	Responses		
	11: Applicant's Response to submissions		
	12: Response from PTA		
	13: Local Planning Policy – Consultation		
	of Planning Proposals		
	14: Draft Local Planning Policy – Parking		
	15: Draft Local Planning Policy - Short		
	Term Accommodation		
	16: Council Minutes (October Meeting; to		
	be confirmed)		
	17: Development Plans dated 14 August		
	2019		
	18: Internal Referral		

Officer Recommendation:

That the Metro West JDAP resolves to:

1. Refuse DAP Application reference DAP/19/01655 and accompanying plans dated received 3 October 2019 (DA-1 – Location Plan; DA-2 – 3D View Entry; DA-3 – Streetscape Section and Elevation; Landscape Development Application; DA-4 – Site Plan; DA5 – Ground Floor Plan; DA-6 – First Floor Plan; DA-7 – Second Floor Plan; DA-8 – Third Floor Plan; DA-9 – Fourth Floor Plan; DA-10 – Fifth Floor Plan; DA11 – Sixth Floor Plan; DA-12 – Roof Plan; DA-13 – Front Elevation; DA-14 – South Elevation; DA-15 – West Elevations; DA-16 – North Elevation; DA-20 – Overshadowing and DA-22 Overlooking Diagrams) in accordance with Clause 68 of Schedule 2 (Deemed Provisions) of the *Planning and Development (Local Planning Schemes) Regulations 2015*, and the provisions of the City of Nedlands Local Planning Scheme No. 3, and pursuant to clause 24(1) and 26 of the Metropolitan Region Scheme for the following reasons:

Reasons

Local Planning Scheme No. 3

- 1. The development does not satisfy the aims of the City's Local Planning Scheme No. 3 with respect to clause 9(a) Protect and enhance local character and amenity due to the bulk associated with the side setbacks, the impact the nil setbacks will have on the streetscape and the potential for adverse impacts associated with the parking shortfall.
- 2. Having regard to clause 67(a) of Schedule 2 of the Planning and Development (Local Planning Schemes) Regulations 2015, the development does not satisfy the objectives of the Mixed-Use zone within the City's Local Planning Scheme No. 3 as the development does not provide for a significant residential component as part of the development. Further to this, the applicant has not adequately addressed the ability to provide multiple dwellings on the site in the future. The development was found to have material amenity impact on the adjoining properties.
- 3. Having regard to Clause 67(b) of Schedule 2 (Deemed Provisions) of the Planning and Development (Local Planning Schemes) Regulations 2015, the setbacks provided to the north and south side boundaries are considered to set an undesirable precedent and compromise the future planning of the locality by allowing an attached streetscape form of development without planning framework to support as such contrary to orderly and proper planning.
- 4. Having regard to Clause 67(s) of Schedule 2 (Deemed Provisions) of the *Planning and Development (Local Planning Schemes) Regulations* 2015, the applicant has not demonstrated that the car parking is appropriate for the proposed development.

- 5. Having regard to Clause 67(m)(n) of Schedule 2 (Deemed Provisions) the development does not achieve the element objectives for element 2.4 Side and rear setback of State Planning Policy 7.3 Vol. 2 of Residential Design Codes, with respect to the north and south side setbacks. The development was found to have a material amenity impact on the adjoining properties to the north and south and by default does not meet the discretionary provisions of clause 34 in Local Planning Scheme No.3.
- 6. Having regard to Clause 67(m)(n) of Schedule 2 (Deemed Provisions) the development does not achieve the element objectives for element 2.7 Building Separation and by default does not satisfy the discretionary criteria of clause 34 in Local Planning Scheme No.3.
- 7. The amended plans have increased the plot ratio from approximately 2.78 to 3. The default plot ratio for R-AC3 is 2, so the applicant is seeking further discretion which would trigger the need for further advertising, which has not been undertaken.

Details: outline of development application

Zoning	MRS:	Urban
	TPS:	Mixed Use
Use Class:		Serviced apartments (D)
		Restaurant/café (P)
Strategy Policy:		City of Nedlands Local Planning Strategy
Development Scheme:		City of Nedlands Local Planning Scheme
		No. 3
Lot Size:		880.2m ²
Existing Land Use:		Residential – Single House

Development approval is sought for the demolition of a single house and the construction of a Mixed-Use development at No. 135 (lot 684) Broadway, Nedlands (the site) within the Mixed-Use zone (R-AC3). The development includes the following:

Ground Floor

- Café (75.8m²)
- Lobby, reception and office.
- 5 car parking bays
- 4 visitor bicycle bays
- Bin store area
- Transformer room
- Other building services

First floor

- 16 car parking bays
- 1 motorcycle parking bay

12 bicycle parking bays

Second floor

- 6 x 1-bedroom serviced apartment units; 1 of which is noted as having universal access, and 4 of which are 'dual key' (which allows single or dual occupancy depending on the needs of the guests).
- Gym
- Lounge
- Courtyard

Third to Fifth Floor

- 2 x 2-bedroom serviced apartment units
- 4 x 1-bedroom serviced apartment units, all of which are 'dual key'.

Sixth Floor

- 2 x 2-bedroom apartments
- Roof terrace

The development plans are contained in **Attachment 2** and the applicant's reports are contained in **Attachment 3**.

Background:

Site Description, Development Context and Landscape Features

The site is located within the street block bounded by Princess Road to the north, Broadway to the east, Hillway to the south-east, Melvista Avenue to the south and Kingsway to the west. Broadway forms one of the boundaries between the City of Nedlands and the City of Perth.

The site is 880.2m² in area, is oriented east-west, and has its sole street frontage to Broadway. The site experiences a fall in natural ground level of approximately 7m from the rear boundary to the primary street.

The site and all properties located on the western side of Broadway were rezoned from Residential R12.5 to Mixed Use R-AC3 following the gazettal of Local Planning Scheme No. 3 (LPS 3) on 16 April 2019. The properties to the rear that have frontage to Kingsway have been recoded from Residential R12.5 to Residential R60 to transition the built form down from Broadway to the western side of Kingsway which remains Residential R12.5. The properties on the eastern side of Broadway, located within the City of Perth, are zoned Residential R80. A location plan, aerial and contour map are contained in **Attachment 1**.

The proposal is the first application to respond to the Mixed Use RAC-3 code within the City. The properties to the rear, north and south are characterised by single and two storey dwellings. The properties located on the eastern side of Broadway have been redeveloped as multiple dwellings and grouped dwellings, the most recent approved redevelopment being the 6-storey multiple dwelling development comprising 29 apartments at 150 Broadway.

Various commercial development lies to the north of Princess Road and south of Hillway.

Planning History

Beyond the recent zoning changes from Residential R12.5 to Mixed Use R-AC3, there have been no planning approvals granted to the site that are pertinent to the subject application. The City is currently in the early stages of developing a precinct plan for Broadway to create a local planning framework which will respond to localised issues as a result of rezoning and redevelopment in this area

Development Application

The applicant submitted a request for pre-lodgement assessment on 14 June 2019. The City provided its preliminary assessment of the R-Codes Volume 2 on 27 June 2019 which included an assessment against State Planning Policy 7.3 - vol. 2 of Residential Design Codes and comment from other relevant internal departments (Environmental Health, Building, Waste and Engineering). This service (preliminary assessment) aims to address key design issues before lodgement, in lieu of the formal Design Review Panel process.

The City advised the applicant that modifications were required with respect to the side setbacks, specifically in relation to the building up to boundary for the ground to fifth floor (600mm or less) and suggested an increased setback above the second floor to provide a detached form of development. The subject development application was lodged with the City on 14 August 2019 (see **Attachment 17**). In response to the City's Request for Further Information dated 18 September 2019, the City were provided with amended plans on 3 October 2019 and a justification letter from the Applicant. The table below outlines the changes made to the development:

Element	Development Plans dated 14 August 2019 Development Plans dated October 2019		Change 3		
Rear Setback (2 nd floor to 5 th)	5.5m	7.1m	1.6m		
Primary Street Setback (Ground to fifth)	1.4m	Nil	1.4m		
Primary Street setback (6 th floor)	4.2m	2.9m	1.3m		
Roof Terrace location	Roof terrace facing west	Roof terrace addressing Broadway	Relocation from the rear of the development to face the primary street		
Landscaping	65m ² of	103m ² of	38m ²		

Area	landscaping at the	landscaping at the	additional
	rear. 3 medium	rear, 5 mature	landscaping
	sized trees	medium sized	l area and 5
		trees.	additional
			medium,
			mature trees
			proposed to
			provide
			additional
			screening.

Legislation and Policy:

Legislation

- Planning and Development Act 2005 (P&D Act);
- Planning and Development (Local Planning Schemes) Regulations 2015 (LPS Regulations);
- Planning and Development (Development Assessment Panel) Regulations 2011
- Metropolitan Region Scheme
- City of Nedlands Local Planning Scheme no. 3 clauses 9, 16, 18, 32 and 34

State Government Policies

- State Planning Policy 7.0 Design of the Built Environment
- State Planning Policy 7.3 Residential Design Codes Volume 2 Apartments (R-Codes Volume 2)

Local Policies

- Local Planning Policy Consultation of Planning Proposals
- Draft Local Planning Policy Parking (Adopted by Council September 24th 2019, soon to be referred to the WAPC); and
- Draft Local Planning Policy Short Term Accommodation .(Scheduled to be determined by Council at its November Council meeting)

Strategy

City of Nedlands Local Planning Strategy

Framework

 Western Australian Planning Commission Central Sub-Regional Planning Framework

City of Nedlands Local Planning Scheme No. 3

The following extracts of LPS3 are relevant to the determination of the application:

Clause 9 – The aims of this Scheme are –

- a) Protect and enhance local character and amenity;
- b) Respect the community vision for the development of the district;
- c) Achieve quality residential built form outcomes for the growing population;
- d) To develop and support a hierarchy of activity centres;
- e) To integrate land use and transport systems;
- f) Facilitate improved multi-modal access into and around the district;
- g) Maintain and enhance the network of open space;
- h) Facilitate good public health outcomes;
- i) Facilitate a high-quality provision of community services and facilities;
- j) Encourage local economic development and employment opportunities;
- k) To maintain and enhance natural resources;
- I) Respond to the physical and climatic conditions; and
- m) Facilitate efficient supply and use of essential infrastructure.

Clause 16 – Objectives of the Mixed-Use zone

The objectives are listed later in the report.

Clause 32 – Additional site and development requirements

The provisions are listed later in the report.

Clause 34 - Variations to site and development requirements

- 1. "In this clause additional site and development requirements means requirements set out in clauses 32 and 33.
- 2. The local government may approve an application for a development approval that does not comply with an additional site and development requirements.
- 3. An approval under subclause (2) may be unconditional or subject to any conditions the local government considers appropriate.
- 4. If the local government is of the opinion that the non-compliance with an additional site and development requirement will mean that the development is likely to adversely affect any owners or occupiers in the general locality or in an area adjoining the site of the development the local government must —

- a) consult the affected owners or occupiers by following one or more of the provisions for advertising applications for development approval under clause 64 of the deemed provisions; and
- b) have regard to any expressed views prior to making its determination to grant development approval under this clause.
- 5. The local government may only approve an application for development approval under this clause if the local government is satisfied that -
 - a) approval of the proposed development would be appropriate having regard to the matters that the local government is to have regard to in considering an application for development approval as set out in clause 67 of the deemed provisions; and
 - b) the non-compliance with the additional site and development requirement will not have a significant adverse effect on the occupiers or users of the development, the inhabitants of the locality or the likely future development of the locality."

Consultation:

Public Consultation

The City's Local Planning Policy – Consultation of Planning Proposals states that the development is classified as a Complex Application. In accordance with the policy the City advertised the application for three weeks, commencing on 23 August 2019 and concluding on 13 September 2019, and carried out the following:

- Letter sent to all City of Nedlands landowners and occupiers within a 200m radius of the site (191 letters);
- Letter sent to all City of Perth landowners and occupiers as required by the City of Perth's Local Planning Policy Consultation (84 letters);
- A sign on site was installed on the frontage of the site for the advertising period;
- An advertisement was uploaded to the City's website with all documents relevant to the application made available for viewing during the advertising period;
- An advertisement was placed in the Post newspaper on the 31 August 2019;
- Social media post made on one of the City's Social Media platforms on the 31 August 2019;
- A notice was affixed to the City's Noticeboard at the City's Administration Offices; and
- A community information session was held by City officers on the 2 September 2019, where approximately 40 residents and elected members were present.

The City received a total of 144 submissions during the public consultation period and six late submissions. One submitter supported the application, the remaining 143 objected.

Attachment 10 summarises the submissions in terms of the issues raised, notes the total number of residents who commented on each concern and provides a response to each by the City. **Attachment 11** contains the Applicant's response to each key concern. The main issues raised are as follows:

- Parking/traffic
- · Building height
- Side setbacks
- Land
- Bulk/Scale
- Visual Privacy

All of the submissions received within the submission period have been given due regard in accordance with Clause 67(y) of the Deemed Provisions of the Regulations.

Internal Department Referrals- City of Nedlands

The application was referred to the following internal departments of the City:

- Technical services
- Waste Services
- Building Services
- Health and Environmental Services

A copy of the internal referral comments provided by each department is contained as Attachment 18.

Consultation with other Agencies or Consultants

The City consulted with the Public Transport Authority as a Transperth bus stop lies directly to the south of the site. The City's Technical Services requested comment from the PTA with regard to the proposed vehicle access which impacts the bus route. The PTA has advised no objection to the development (see **Attachment 12**).

Design Review Panel

At the time of writing the report, the City does not have a Design Review Panel. At its April meeting Council considered item PD14.19 - Establishment of a Design Review Panel and resolved as follows:

"...Council did not believe that establishing a Design Review Panel was appropriate at this point in time and that it imposed on property rights."

Following feedback received at the Community Information Session, the City, in accordance with the City's procurement procedure, engaged the services of James Christou of Christou Design Group to review the application. The feedback below was received on 10 September 2019 and forwarded to the applicant to consider as part of the Request for Further Information.

The applicant has provided a well-considered design proposal; however, the applicant should consider the following refinements:

Alternative parking solution located on ground level only (possibly stackers) to reduce the height of building. This height reduction will reduce impact to the adjacent properties, west of the site as well as providing benefits to sites (north and south).

The City supports the above recommendation; however, the applicant elected to retain the current car parking configuration. Should the application be approved, an advice note is recommended that outlines the City's support for further modifications to the car parking areas, in order to provide an appropriate number of parking bays. This modification could also provide an opportunity for the applicant to resolve the issue of land use, and current inability for the building to be adapted for multiple dwellings (residential) land use.

1. Relocating the lifts and entry lobby (the latter brought closer to the street) to be parallel to the proposed driveway will result in a dedicated courtyard for the Cafe. This relocation will also provide natural light and ventilation to the lobbies on the various levels from the north as well as providing a courtyard for the Café that will enjoy northerly light. The current indentation of the lobby from the street may present an alcove, a recess area of entrapment.

The City supports the above recommendation, however, the applicant elected to retain the lifts and entry lobby in their current location as shown in **Attachment 2**. Relocation of the lifts and lobby would allow for appropriate side setbacks above the second floor.

 The roof top in its current location may present disturbance to residential properties to the west. Applicant should relocate the roof away terrace from the current location or accept a condition that the roof top cannot be used beyond 9PM (Note: City to nominated hours of use).

The applicant modified the plans by relocating the roof terrace to the front of the building, thereby addressing the above recommendation.

3. At its current height the applicant should consider stepping the upper two levels further back from the street façade as well as the sides, to reduce the vertical impact onto Broadway.

The City recognises the merit of this recommendation, however, the City is of the view that pushing the bulk of development toward Broadway will provide a better amenity outcome for the residents to the rear and will provide an appropriate built form transition between the Mixed use and Residential R60 zones which permit a height difference and stepping between 6 down to 2-3 storeys to the rear.

Whilst the City acknowledges that an individual architectural review is not a substitute for a Design Review Panel, the comments provided have assisted the City in the assessment of the application against State Planning Policy 7.0 – Design of the Building Environment (see **Attachment 8**).

Planning Assessment:

Local Planning Scheme No. 3

Item	Requirement	Proposal	Compliance
16.2 – Land Use	Not applicable	Serviced apartments	D – Discretionary
		Café	P - Permitted
32.1(1) - Parking	Except for development to which the R-Codes apply, every development shall provide on-site car parking spaces in accordance with any applicable local planning policy adopted by the local government. Cash-in-lieu of parking	The City has an adopted car parking policy, however, it requires WAPC approval as Clause 1.2.3 Sections that may be amended or replaced with WAPC approval of R Codes V2 applies. An assessment of draft LPP – Parking is provided later in this report.	N/A the City
- Parking	Casii-iii-iieu oi paikiiig	None	does not have a Car Parking Strategy, to guide cash-inlieu. Therefore, these scheme provisions cannot be applied.
32.4(2) – Land use on the ground floor	Residential uses are not permitted on the ground floor facing primary or secondary streets, except where the use faces a right-of-way	Café proposed on the ground floor, no residential dwellings.	Yes
32.4(3) – Active Frontage	Buildings are to have active frontages to the primary and/or	Café proposed on the ground floor; café land use is considered an	Yes

S	secondary street, except where a use faces a right-of-way or laneway.	active use.	
32.4(4) - Tenancy Depth	Minimum tenancy depth facing a street is 10m	The depth of the proposed café is 10.9m	Yes
32.4(5) – Develop ment Standard s	In relation to developments that are not subject to the R-Codes, where development standards are not specified in an approved structure plan, local development plan, and/or activity centre plan, the development standards are subject to the applicable R-Code.	relevant provisions of	No, see Officer Comments

All variations noted above, including the development standards of the R-Codes Vol. 2, must be considered against the discretionary provisions of clause 34 LPS 3.

Local Planning Strategy

Under the Local Planning Strategy, the site falls in an Urban Growth Area which is described as:

'Urban growth areas will contain the most intense development in the City of Nedlands. Multiple dwellings(apartments), commercial and mixed-use developments will be the predominant development types in these areas. Development is not necessarily expected to be homogenous between Urban Growth Areas or even within Urban Growth Areas'.

City considers the development to be consistent with the intent of the Local Planning Strategy.

<u>State Planning Policy 7.3 – Residential Design Codes Volume 2 – Apartments</u> (SPP 7.3 – Vol. 2)

An assessment of SPP 7.3 – Vol. 2 has been conducted. The City considers that, except for side setbacks, all remaining element objectives have been acheived or are capable of being satisfied by way of conditions of approval.

Local Planning Policy - Parking

Item Requirement		Proposal	Compliance		
Draft	LPP	_	All development shall	21 car parking bays	Does not
Parking	g		provide car parking	provided	comply -

Item 14.6 - Attachment 1

	on-site in accordance with Table 1, which is as follows: Café: 1 bay per 2.6m ² Serviced Apartment & 1 bay per 2 staff. Total: 50 Bays		shortfall of 29 bays.	
LPP – Short Stay Accommodatio	Car parking: As per Draft LPP – Parking	See above	See above.	
	Signage: Limited to one name plate and wall signs and one portable sign, and is to be in accordance with Local Planning Policy - Signs (LPP - Signs)	None proposed	N/A Yes	
	Management Plan: Shall include the following: Maximum number of guests Establishing a code of conduct Complaint management Check-in and check-out procedures Landowner details Car parking Maintenance expectations Pets procedure Waste disposal	A management plan has been provided with the following: Maximum number of guests Establishing a code of conduct Complaint management Check-in and check-out procedures Landowner details Car parking booking Maintenance expectations Pets procedure Waste disposal	res	

Planning and Development (Local Planning Schemes) Regulations 2015

The City has assessed the application in accordance with the Regulations, the assessment of which is provided in the table below against the relevant provisions:

Dravisian	Accepament
Provision	Assessment The proposed development is not
(a) the aims and provisions of this	The proposed development is not
Scheme and any other local	considered to be consistent with the
planning scheme operating within	following aims of LPS 3 as follows:
the Scheme area;	(a) Net estisfied this report has
(a) Protect and enhance local	(a) Not satisfied – this report has
character and amenity;	found that the development's
	side setbacks, building
	separation, and overshadowing
	will have an impact on the
	amenity of the adjoining landowners to the north and
	south. The applicant has not
	demonstrated that the number of
	parking bays is appropriate for a
	development of this type and
	scale.
• (c) Achieve quality residential	(c) Partially Achieved – with the
built form outcomes for the	exception of side setbacks and
growing population;	building separation, the built form
growing population,	is supported.
(b) the requirements of orderly and	Should the development be approved,
proper planning including any	the development would prejudice the
proposed local planning scheme or	future planning of Broadway by pre-
amendment to this Scheme that has	empting the desired built form and
been advertised under the Planning	setting an undesirable precedent by
and Development (Local Planning	proposing a purely commercial
Schemes) Regulations 2015 or any	development, which runs counter to
other proposed planning instrument	the objectives of the mixed-use zone.
that the local government is	Additionally, the development will
seriously considering adopting or	create an attached streetscape which
approving;	will further prejudice the future
	planning of the locality without an
	appropriate planning framework to
	support this built form.
(m) the compatibility of the	The bulk associated with the north and
development with its setting	south elevations is not considered
including the relationship of the	compatible with either the existing or
development to development on	potential future development on
adjoining land or on other land in the	Broadway. The development is
locality including, but not limited to,	considered to have an adverse impact
the likely effect of the height, bulk,	on the streetscape.
scale, orientation and appearance of	
the development;	
(n) the amenity of the locality	The proposed side setbacks will

including the following —

- (i) environmental impacts of the development;
- (ii) the character of the locality;
- (iii) social impacts of the development;

potentially compromise the future streetscape character of Broadway, by attached permitting an form of development, prior to the consideration of a developing local planning framework for the area. Approval of the current side setbacks is considered premature in this regard as the local community has not provided its input on the development of a local planning policy (precinct plan) for the Broadway Precinct which may or may not consider wider building separation. and will set an undesirable precedent.

(s) the adequacy of —

- (i) the proposed means of access to and egress from the site; and
- (ii) arrangements for the loading, unloading, manoeuvring and parking of vehicles;
- (t) the amount of traffic likely to be generated by the development, particularly in relation to the capacity of the road system in the locality and the probable effect on traffic flow and safety;

The applicant has not adequately demonstrated that the car parking provided onsite is appropriate for a development of this land use and scale.

The development is considered to provide safe access and egress, with appropriate manoeuvring areas.

applicant has provided The Transport Impact Statement (TIS) which concluded that the trip generation from a development of this type and size is unlikely to materially impact the local road network. The City supports the findings of the Transport Impact Statement.

Officer Comments

This report has assessed the development in accordance with LPS 3. Pursuant to clause 32.4(5) – Development Standards of LPS 3, relevant R-Codes Volume 2 elements are to be read as part of LPS 3. Elements that refer to dwelling requirements have not been included. Where standards apply to habitable rooms, an assessment has been undertaken.

It is noted that each element of the R-Codes Volume 2 does include Acceptable Outcomes, however, these are not to be read as prescribed standards as they do not necessarily guarantee a positive design outcome. Rather than Deemed-to-comply criteria, each element includes performance-based objectives, and additional design guidance which the City must consider. The assessment of SPP 7.3 is contained in Attachment 9, however the following elements of the application are considered worthy of further discussion.

Land Use

The application is for serviced apartment units and a cafe. LPS 3 defines the proposed land uses as:

Serviced apartment: means a group of units or apartments providing -

- (a) Self-contained short-stay accommodation for guests; and
- (b) Any associated reception or recreational facilities.

Restaurant/Café: means a premises primarily used for the preparation, sale and serving of food and drinks for consumption on the premises by customers for whom seating is provided, including premises that are licenced under the Liquor Control Act 1988.

The land use permissibility for a café in the Mixed-Use Zone is 'P' under Table 3 – Zoning Table of LPS 3; meaning the land use is permitted if it complies with all relevant development standards and requirements of the Scheme. While the land use itself does not involve an exercise of discretion, it does present a car parking shortfall which is discussed later in this report.

The land use permissibility for Serviced Apartment in the Mixed-Use Zone is 'D' in Table 3 - Zoning Table of LPS 3; meaning that the use is not permitted unless the local government, or in this case the JDAP, has exercised its discretion by granting approval. In exercising its discretion, the City must consider the provisions of LPS 3 and have regard to clause 67 of the Deemed Provisions of the Regulations.

Table 2 – Mixed Use Zone Objectives

To provide for a significant residential component as part of any new development.

The development currently does not include a <u>significant residential component</u>. Whilst the City notes the applicant's justification, it does not agree with the assertion that the development is capable of being converted to multiple dwellings. In its current form the development is not afforded with the requisite number of car parking bays, storerooms and is not able to accommodate the City's Waste disposal trucks, which would be in breach of the City Waste Management Guidelines. If approved, the development would encourage other wholly non-residential development, which will not conform with the objective of the Mixed-Use zone. Cumulatively, the development was found to have material amenity impact on the adjoining properties and by default does not achieve the discretionary provisions in Local Planning Scheme No. 3.

To facilitate well designed development of an appropriate scale which is sympathetic to the desired character of the area.

Overall, the administration considers that the development iswell-designed, which is supported by the City's independent architectural review. In terms of bulk and scale, the administration is of the view that there are improvements that can be made to the side setbacks above the second floor that would provide manifold amenity benefits to the occupants, adjoining residents and streetscape. The administration supports the bulk of the building being located toward Broadway, away from the rear boundary.

To provide for a variety of active uses on street level which are compatible with residential and other non-active uses on upper levels.

The R-Codes Vol. 2 does not exhaustively list which land uses are considered active, it does, however, note café as being an active land use in 4.14 – Mixed Use. Thus, the proposed café is considered an active land use, one that will activate the streetscape. In terms of the compatibility of the cafe, it is separated from the residential uses on the upper floor by a car park, minimising conflict between the active and non-active uses. Further to this, vehicle access points and blank walls are minimised.

To allow for the development of a mix of varied but compatible land uses such as housing, offices, showrooms, amusement centres and eating establishments which do not generate nuisances detrimental to the amenity of the district or to the health, welfare and safety of its residents.

The development proposes a mix of uses, namely serviced apartments and a café, which are considered compatible with one another, as the short-term residents will be able to utilise the ground floor café, as will the wider community. Given that Broadway features manifold examples of commercial development, including restaurants, cafés, shop, office, laundromat, and various buildings associated with the University of Western Australia, both the café and service apartment land uses are considered suitable additions to the established business mix and is considered compatible with the area. In the event that the application is approved it is recommended that a condition be imposed that requires a management plan be prepared and updated as required for the serviced apartment use and that unit owners adhere to the management plan, or face compliance action. The management plan is considered to ameliorate the amenity impacts caused by the serviced apartment use.

Parking

At the time of writing this report, the City's draft LPP – Parking is considered to be a seriously entertained planning proposal as it has been adopted by Council and sent to the WAPC for approval. As such, the City must have due regard to the provisions of the policy in this report. The policy requires approval by the WAPC in accordance with Clause 1.2.3 of R Codes V2 as it seeks to vary Acceptable Outcomes. It is further noted that the draft LPP – Short Term Accommodation also includes parking provisions consistent with

draft LPP - Parking, which is currently being advertised and will be considered by Council for adoption later this year.

Pursuant to clause 67(b) of the Deemed Provisions, the City can have due regard to the provisions of the draft policy in this report. It is further noted that the draft LPP – Short Term Accommodation also includes parking provisions consistent with draft LPP – Parking, which is currently being advertised.

In accordance with LPP – Parking, the serviced apartment use comprising 26 units, requires 27 Car parking bays while the café's 59m² eating and drinking area requires 23 bays. As a whole the development requires 50-car parking bays, presenting a 29-bay shortfall. The site is not located in close proximity to either a high-frequency bus route or a train station. After the City requested further justification of the shortfall, the applicant provided a draft Short-Term Accommodation Management Plan, which states:

"Parking at the serviced apartments is only available via the reservation process, and is on an availability, and as needed basis. Specifically, if a car parking bay is not booked, one will not be available on arrival without prior booking.

Parking in surrounding residential localities is forbidden, and guests are encouraged to utilise public transport or ride sharing/taxi services in the event in an unavailability of parking, to reduce parking and traffic demand in the area".

The above statement does not adequately address the City's concern regarding parking. The applicant's Traffic Impact Assessment (TIA) notes a 15-car parking bay shortfall based on the R-Codes Vol. 2 and a previous version of draft LPP – Parking (See **Attachment 4**). The TIA does not provide any modelling or justification of the development's shortfall instead, refers to the justification in the Applicant's planning report. The applicant's report justifies the shortfall asserting public transport, non-vehicle based transport and reservation system, will make up the shortfall. However further justification provided in response to the Request for Further Information, also states that the development can be converted to multiple dwellings, in which case, the development would present a deficit in parking overall. Based on the proposed uses, the City has undertaken a comparison of other local governments' parking policies which is summarised in the table below:

Local Government	Café ratio	Café Required bays	Serviced apartment ratio	Serviced Apartment required bays	Total	Shortfall
Nedlands	1 bay per 2.6 eating and drinking	Approx. 59m ² 23 bays	1 bay per unit & 1 bay per 2 staff member	27 bays+	50 bays	29 bays

	area					
Fremantle	1:5 seats or 1:5m2 of eating drinking lounge area	Approx. 59m ² 12 bays	(Tourist Accommodation being the closest land use) 1 bay per unit or 1 bay per bedroom.	34 bays	46 bays	25 bays
Subiaco	1 bay per 4m2 of eating drinking lounge area	Approx. 59m ² 15 bays	1 bay per unit	26 bays	41 bays	20 bays
Claremont	1 bay per 12.5m2 of leasable area or 1 bay per four seats	Approx. 81.6m ² 7 bays	(Hotel being the closest land use) 1 bay per bedroom.	34 bays	41 bays	20 bays

The table above demonstrates that similar local governments would require a similar number of bays. Notwithstanding, discretion is provided to vary the provisions of the draft policy where it meets the following objective:

Policy Objective: To facilitate the development of sufficient parking facilities for cars.

Administration does not consider this objective to be satisfied as the applicant has not demonstrated, by means of a technical report prepared by a suitably qualified professional, that the number of parking bays is sufficient for a development of this type and scale.

Clause 67(s) of the Deemed Provisions sets out the need for adequate parking for development applications, and in light of the assessment above, the City does not support this element of the application.

Side boundary setbacks

Table 2.1 of the R-Codes Volume 2 shows a minimum nil setback to the side boundaries subject to the requirements of building separation, visual privacy, solar and daylight access. In this instance, the administration is of the view that an increased setback is required for the north and south side setbacks, above the second floor, to achieve the element objectives. The development

does not meet the intent of Element 2.4 with respect to maintaining the amenity of the adjoining property to the north and south, due to the excessive bulk above the second floor. For the reasons outlined below, administration is of the view that the proposed side setbacks will compromise the future streetscape character of Broadway, by permitting an attached form of development, prior to the proper planning of the area. Approval of the current side setbacks is considered premature, as it will set an undesirable precedent of an attached streetscape that may be repeated until the local planning framework has been approved.

The element objectives that have not been achieved are listed below.

O2.4.1 – Adequate separation between neighbouring properties

The central spine of the building proposes walls up to the boundary (nil-500mm) for five storeys. For the first 6-storeys of the north elevation, over 50% of the building will be set back 0.85m or less. Similarly, for the first 6-storeys on the southern elevation just over 43% of the building will be set back 1m or less. If this development pattern was repeated, this may result in little acoustic or visual privacy concerns and impede ventilation and view corridors from properties to the rear facing east (River views).

The applicant's planning report asserts that the building is capable of being converted to multiple dwellings. This report considers this eventuality and notes that the current setback does not achieve a satisfactory amenity outcome for occupants or possible future residents of the building or the adjoining properties.

O2.4.2 – Consistency of development with existing streetscape pattern or the desired streetscape pattern

The development would not be able to achieve consistency with the existing streetscape pattern, and wouldn't be expected to do so, given that the area was previously coded R12.5 and is largely characterised by single dwellings. Administration would support a contiguous podium development up to the second floor (3 storeys of boundary wall development permitted in the acceptable development criteria) as it creates pedestrian friendly frontages. However, the upper floor boundary walls are not considered to achieve the intent of the Mid-Rise Urban Centre as described and illustrated in Appendix 2 of the R-Codes Vol. 2, which shows a 3-storey podium built up to the boundary with a tower above; having a small but consistent setback to provide a pedestrian scale.

Planning Guidance

The R-Codes Vol. 2 provides further planning guidance for the decision maker, of which the following is pertinent to the assessment.

PG2.4.4

Regarding whether the extent of boundary wall development is appropriate, the City considers the 5-storey boundary wall on both the north and south elevation to be excessive as it pre-empts an attached form of development. If

repeated along Broadway, the lack of appropriate upper floor separation will result in an attached form of development, which has not yet been articulated by the City.

Building Separation

Multiple residents objected to the proposed separation between the rear (west) elevation and the adjoining property to the west. It is noted that as the rear elevation is only 4-storeys high, the 2nd floor to 5th floor balconies and major openings which are setback 7.4m or more exceed the default 6m separation standard. The sixth-floor balcony and habitable rooms on the western elevation are set back 14.4m from the rear boundary exceeds the default 12m separation standard. Administration support the proposed separation proposed to the rear lot boundary as being sufficient.

Notwithstanding the above, the City is of the view that in this instance, the default separation standards satisfy the element objectives listed below.

02.7.1

Regarding the desired streetscape character, in the absence of an adopted policy framework specific to the Broadway precinct, the City must defer to the streetscape character illustrated and described in Appendix 2 of the R-Codes Volume 2, and consider the submissions received which overwhelmingly requested a more detached form of development, with increased setback from the side boundaries. Considering the above, the development does not achieve this element objective.

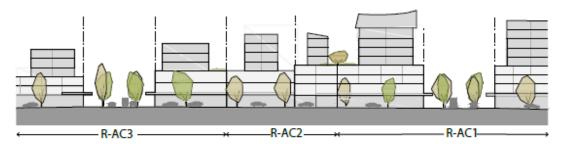


Figure 1 – illustration of streetscape character for the different density codes.

02.7.2

For the first 6-storeys of the north elevation, over 50% of the building will be setback 0.85m or less. Similarly, for the first 6-storeys on the southern elevation just over 43% of the building will be set back 1m or less. An increased side setback above the second floor, would help ameliorate the bulk associated with development on the adjoining properties, provide view corridors for the properties to the rear and provide a more proportional streetscape presentation. In its current form, the development is not considered to achieve this element objective.

<u>O2.7.3</u>

Having regard to PG2.7.3, and the assessment of Element 2.4 – Side and rear setbacks, if the proposed side setbacks were replicated along Broadway, the separation between buildings would not be sufficient for the general amenity of occupants, or potential future residents. It is noted that the separation between the building and the rear boundary is considered adequate to maintain the amenity of both the serviced apartment units and adjoining properties to the rear. On balance however, the development is not considered to achieve this element objective. An attached streetscape should not be supported without a local planning mechanism to mandate as such, otherwise, requiring further community consultation and built form modelling to aid in forming that planning instrument the attached form as currently proposed could create an undesirable precedent of development and compromise future planning for the locality.

Building height

The R-Codes Building height acceptable development criteria specify 6-storeys or 21m from natural ground level in the R-AC3 density code. When taking into account the natural ground level, the development is consistent with both the intended number of storeys and measured maximum building height. Administration supports the building height as it responds to the natural topography and shifts the bulk of the building towards Broadway, thereby resulting in a 4-storey interface with the Residential R60 zone to the rear (where a 3-storey height is permitted for multiple dwelling developments). It is noted that a compliant development would result in a 6-storey interface at the rear which would have a much higher impact than what is currently proposed. It is also noted that although the properties to the rear are substantial single houses, LPS3 has rezoned these properties to Residential R60 which can allow three storey multiple dwellings. This therefore needs to be taken into consideration when analysing the context of the proposed development and the future context of this precinct.

In terms of the impact of the building height on the amenity of the surrounding properties, the City acknowledges that the development is very different from the current built form permitted under the previous Residential R12.5 code and that there are different amenity expectations under each zone. Notwithstanding, the City is of the view that the development successfully transitions the built down form the R-AC3 zone on Broadway to the R60 zone located to the rear, which if redeveloped will take advantage of the 3-storey height limits.

The development is considered to achieve all the element objectives relating to building height and is therefore supported.

Visual Privacy

The proposal is considered to balance the need for outlook without unreasonably overlooking the adjoining properties. The north facing balconies

are, however, problematic as they overlook a significant portion of the adjoining property to the north. Should the application be approved, it is recommended that a screening condition be imposed to the north elevation of the balconies to units 4b, 8b and 12b.

Following feedback from the community, the plans were amended by adding mature trees along the rear boundary to mitigate the impact of the west facing balconies. Further to this, the applicant modified the plans by increasing the rear setback by relocating the sixth-floor terrace so that it addressed the primary street. All other visual privacy incursions are relatively minor in nature and are supported. It is noted that the cone of vision from the terrace now extends into the property to the south by 0.9m, however, the plans used for consultation had a similar visual privacy incursion.

In light of the above the development is considered to achieve Element Objective O3.6.1.

Plot Ratio

The development has an assessed plot ratio of approximately 2.88 or 2539m². An element objective assessment is provided below, as the default Acceptable Outcome is not met.

O2.5.1

Having regard to PG2.5.4, the development is considered to achieve this element objective. Had the development been for multiple dwellings, the assessed plot ratio is closer to 2.4:1. However, as it is a commercial development all circulation areas are included in the plot ratio. In addition to this, almost half of the first-floor parking area, has had to be included as plot ratio as it is above the natural ground level. In terms of scale, the development is considered consistent with the intended building form of the R-AC3 density code.

Options/Alternatives:

To be confirmed.

Council Recommendation:

To be confirmed.

Conclusion:

On balance, despite the development having design merit, the proposal in its current form is not considered capable of support, as:

- Pursuant to clause 67(a) of the Deemed Provisions:
 - the serviced apartment land use does not meet the objectives of the Mixed Use zone as a significant portion of the development is not residential;
 - o the aims of the LPS 3;

Item 14.6 - Attachment 1

- the applicant has not demonstrated that the number of parking bays provided is sufficient for a development of this type and scale;
- Pursuant to Vol. 2 of the R-Codes, the proposed side setbacks and building separation is not considered to satisfy the element objectives and pursuant to clause 67(m)(n) will impact the amenity of the adjoining properties and streetscape.

By not complying with the above, the development is required to be assessed against the discretionary criteria in clause 34 of LPS 3 and is deemed to have an adverse impact on the amenity of the locality.



Figure 1. Planning context



Figure 2 – Aerial



Figure 3 – Site Contours







3 LOCATION PLAN
Scale 1:250

ADDRESS

DATE

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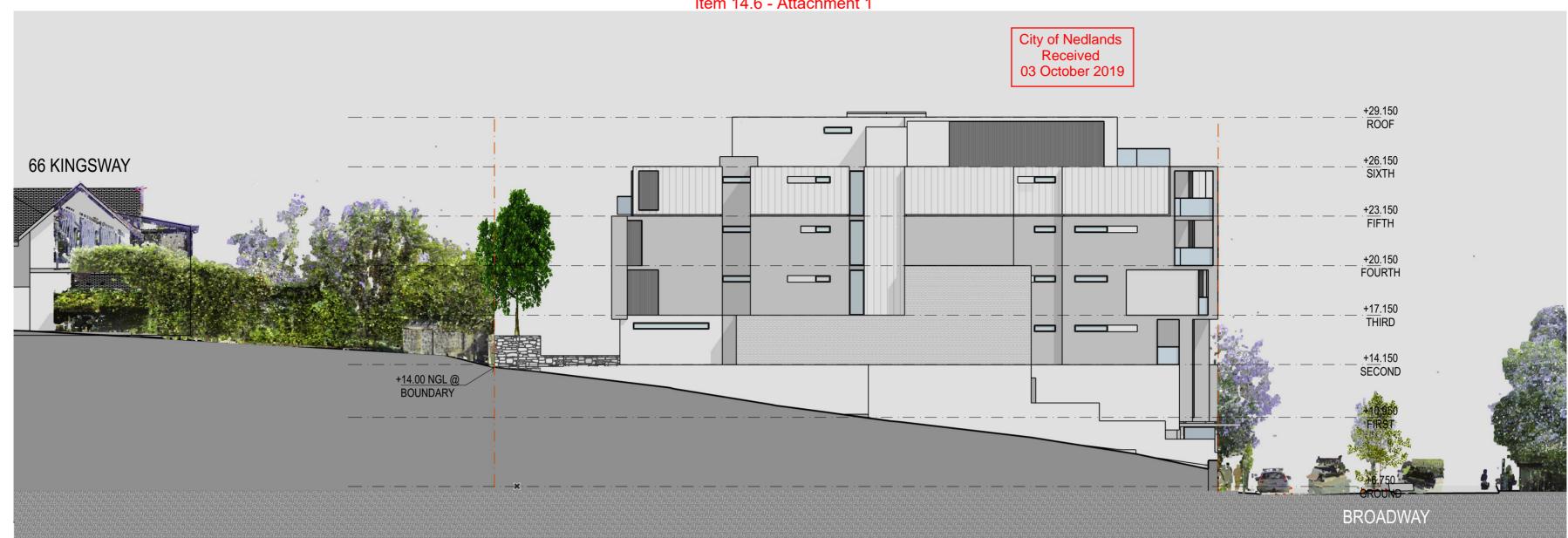
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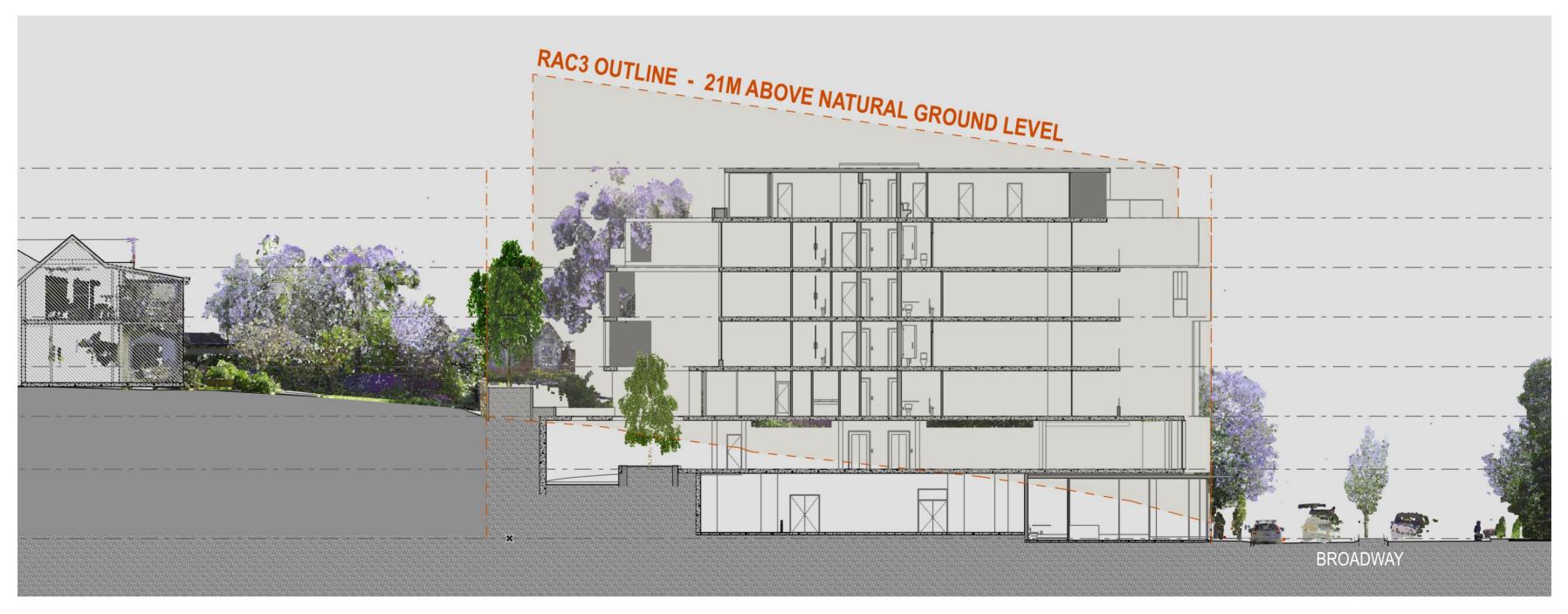


DA-2

RAR Attachment 2



STREETSCAPE ELEVATION (SOUTH)



SECTION 2
Scale 1:200

CLIENT

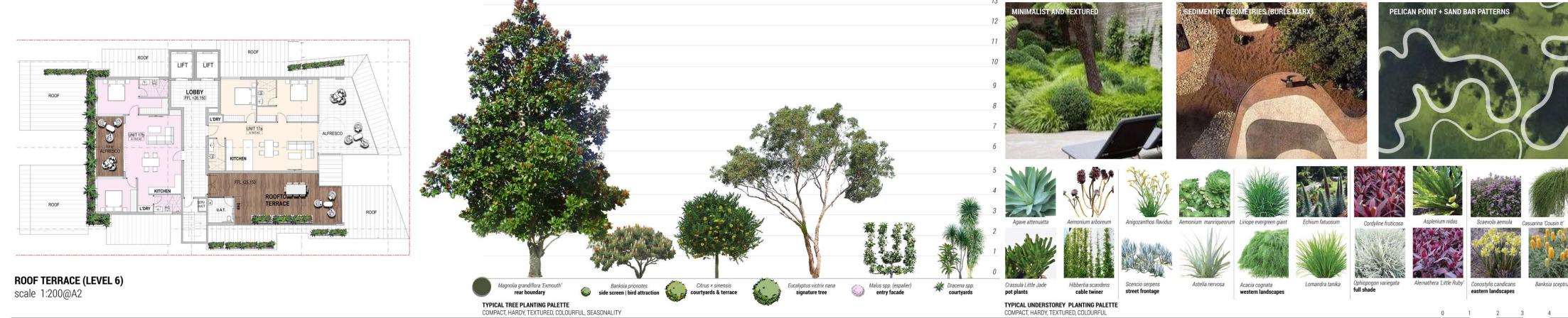
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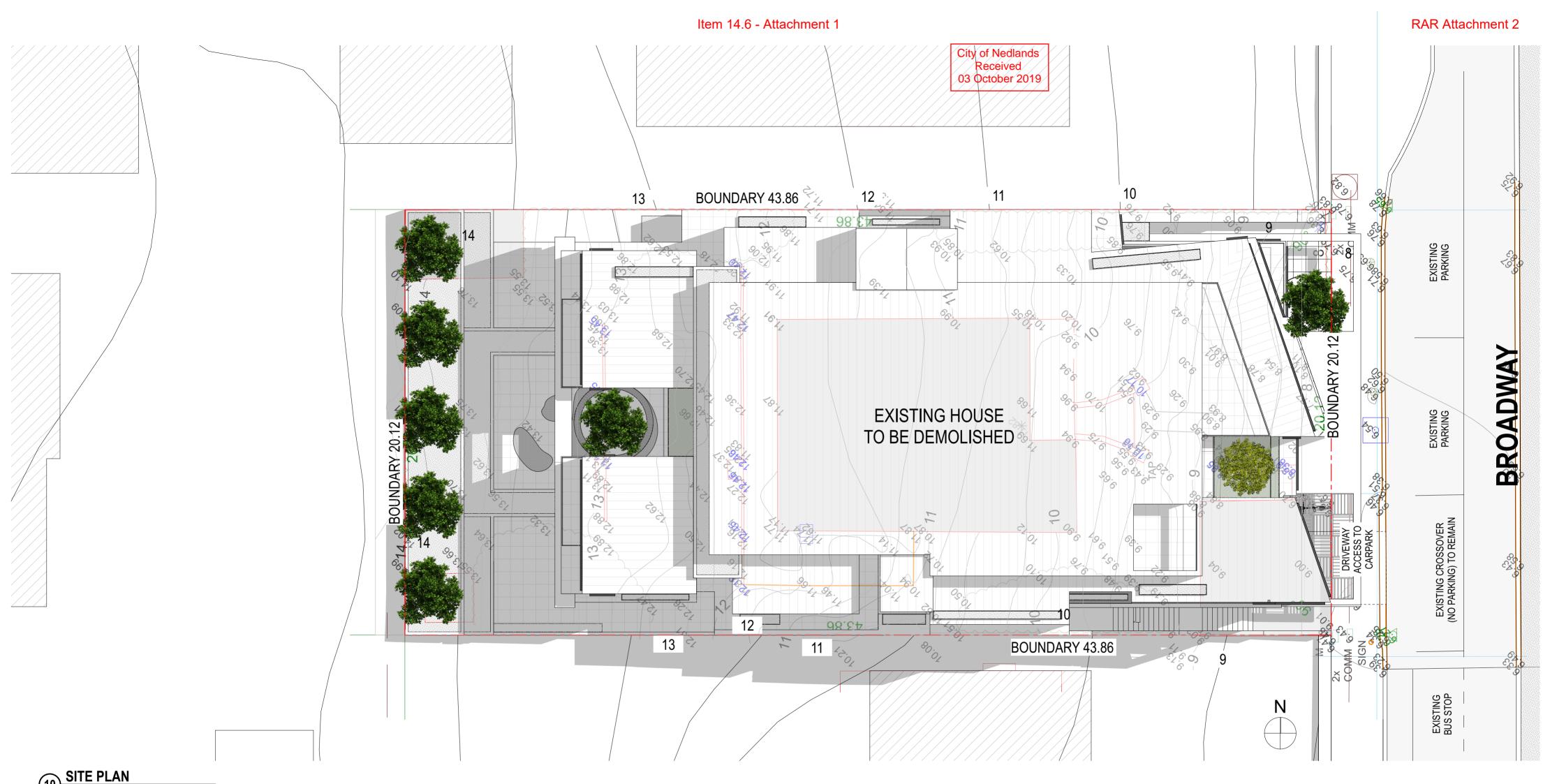
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3/10/19

SCALE:







SITE PLAN
Scale 1:125

PROJECT CONSTRAINS		
AREA	884.40	
RZONE	R-AC 3	
PLOT RATIO	2.0	
BUILDING HEIGHT	6 STOREYS	
BOUNDARY WALL H	3 STOREYS	
MIN PRIMARY ST SETBACK	2M OR NIL	
MIN SIDE SETBACK	NIL	
MIN REAR SETBACK	NIL	

PLOT RATIO AREA BY FLOOR			
FLOOR	PLOT RATIO AREA		
SECOND	384		
THIRD	403		
FOURTH	403		
FIFTH	396		
SIXTH	182		
	1,768 m ²		

DATE

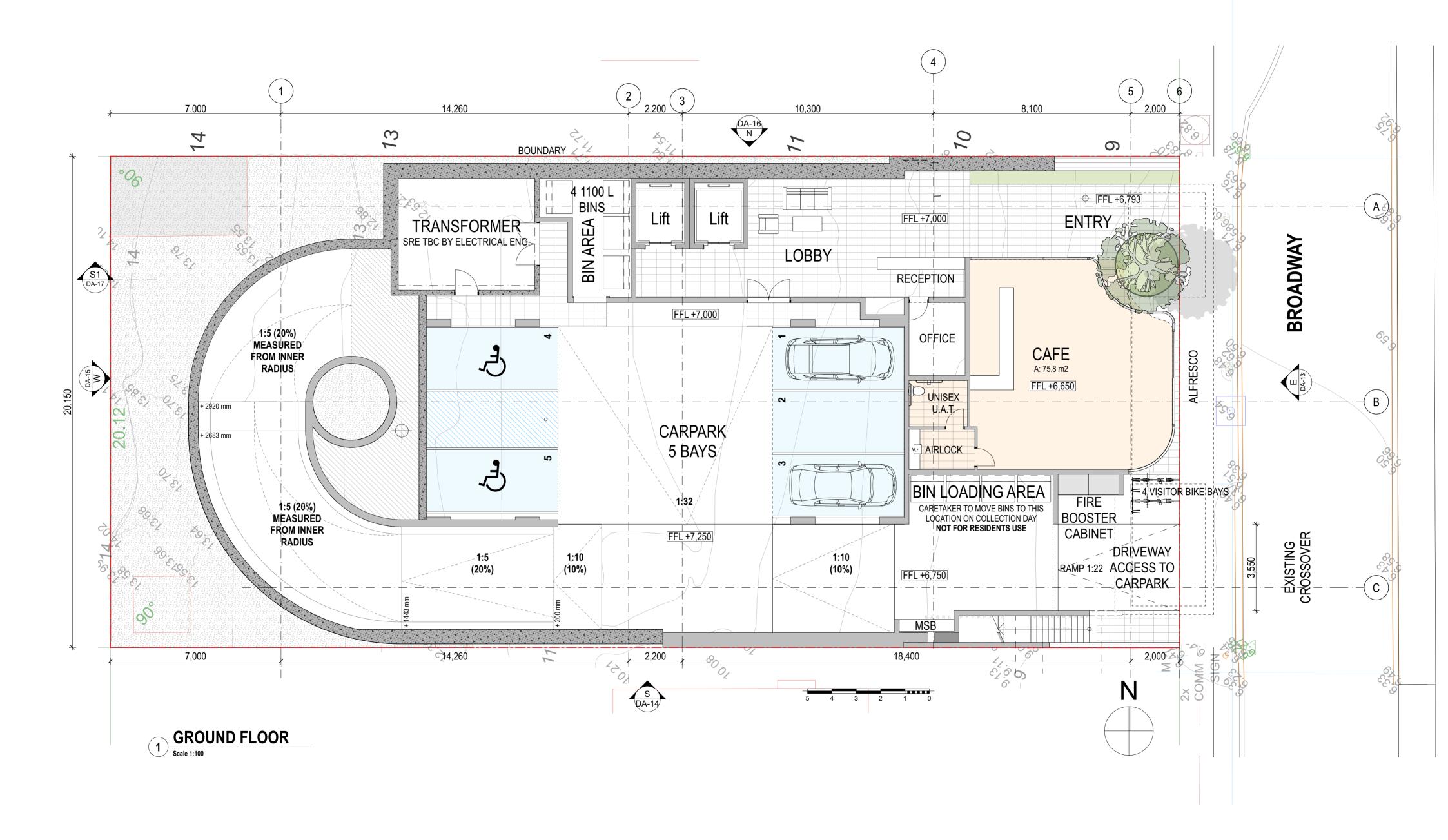
APPROXIMATE AREAS		APPROXIMATE AI	APPROXIMATE AREAS	
UNIT	AREA	UNIT	AREA	
UNIT 1	68	UNIT 11a	61	
UNIT 2	70	UNIT 11b	35	
UNIT 3a	62	UNIT 12a	42	
UNIT 3b	34	UNIT 12b	58	
UNIT 4a	40	UNIT 13	80	
UNIT 4b	58	UNIT 14	80	
UNIT 5	80	UNIT 15a	61	
UNIT 6	80	UNIT 15b	35	
UNIT 7a	63	UNIT 16a	39	
UNIT 7b	35	UNIT 16b	55	
UNIT 8a	40	UNIT 17a	84	
UNIT 8b	58	UNIT 17b	79	
UNIT 9	80		1,557 m²	
UNIT 10	80			

CHITECTURE	PRO
dlands, WA 6009	

ADDRESS

REV PROJECT NO. 19006

DA-4





BROADWAY APARTMENTS

CLIENT CLIENT

135 BROADWAY PERTH

ADDRESS

SCALE: 3/10/19

1:100@ A2

MC/JM/MA

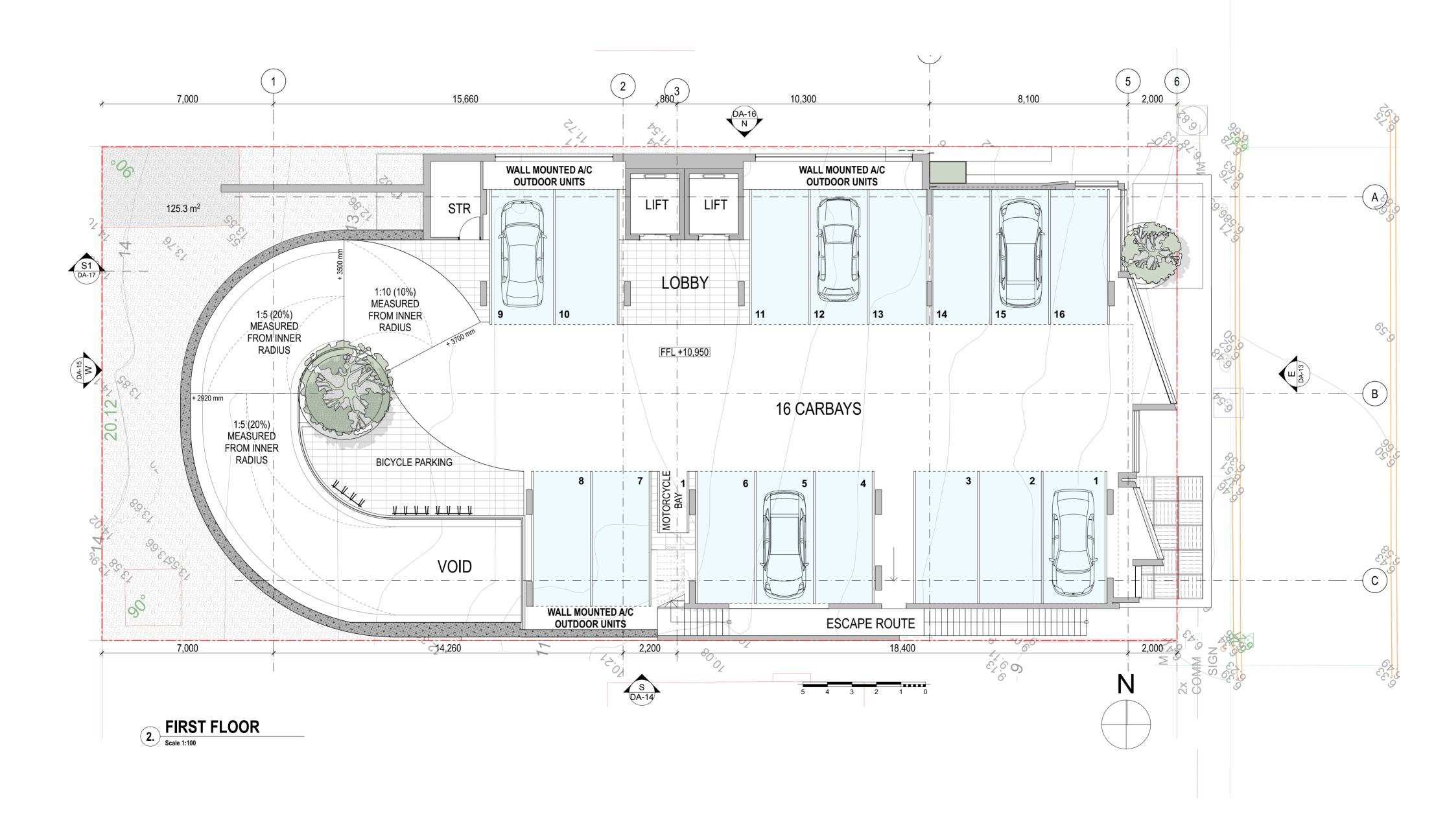
GROUND FLOOR PLAN

PROJECT NO. 19006

REV

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DA-5





BROADWAY APARTMENTS

CLIENT

ADDRESS

135 BROADWAY PERTH

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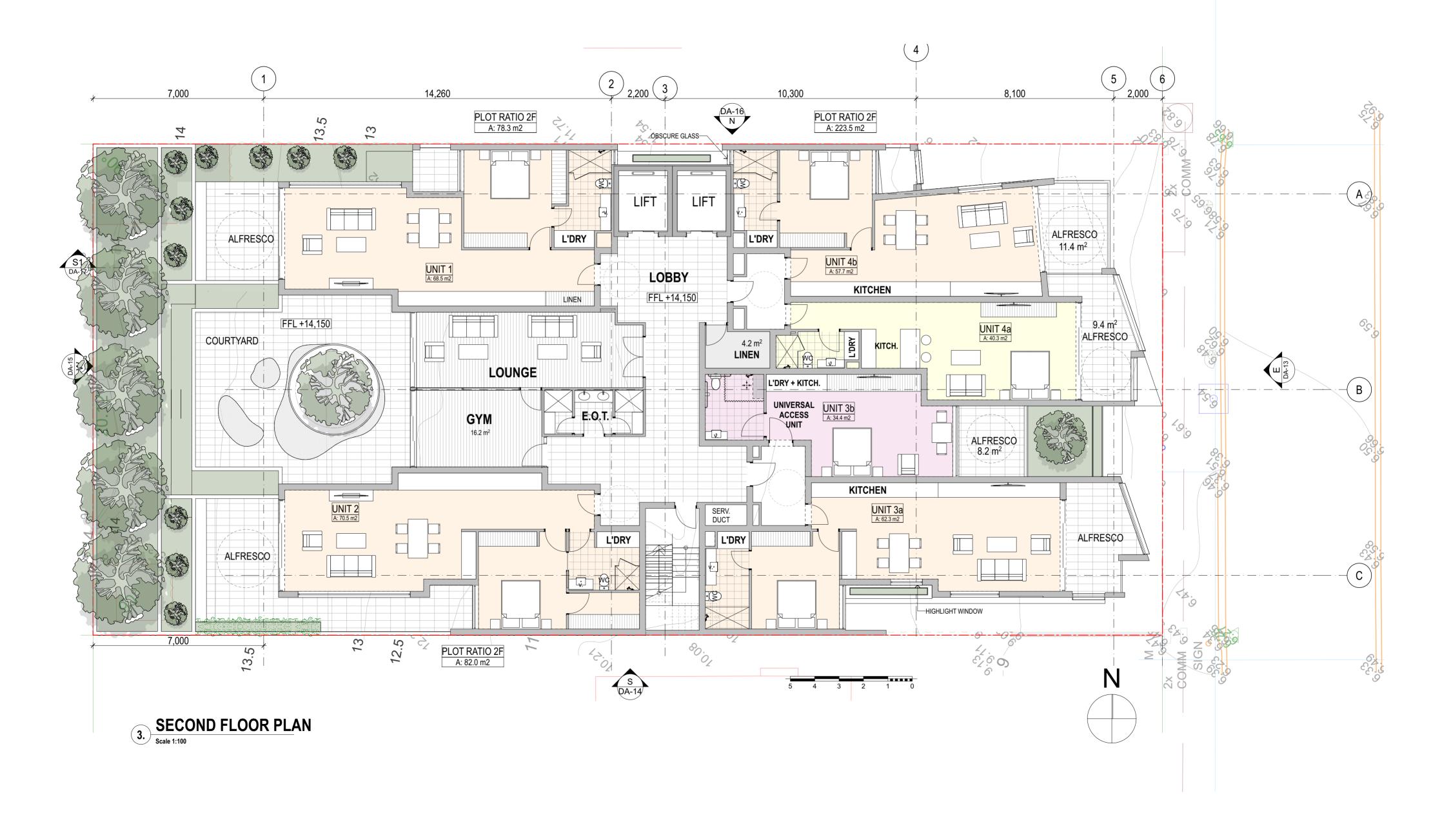
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FIRST FLOOR PLAN

REV PROJECT NO. 19006

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BROADWAY APARTMENTS

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ADDRESS

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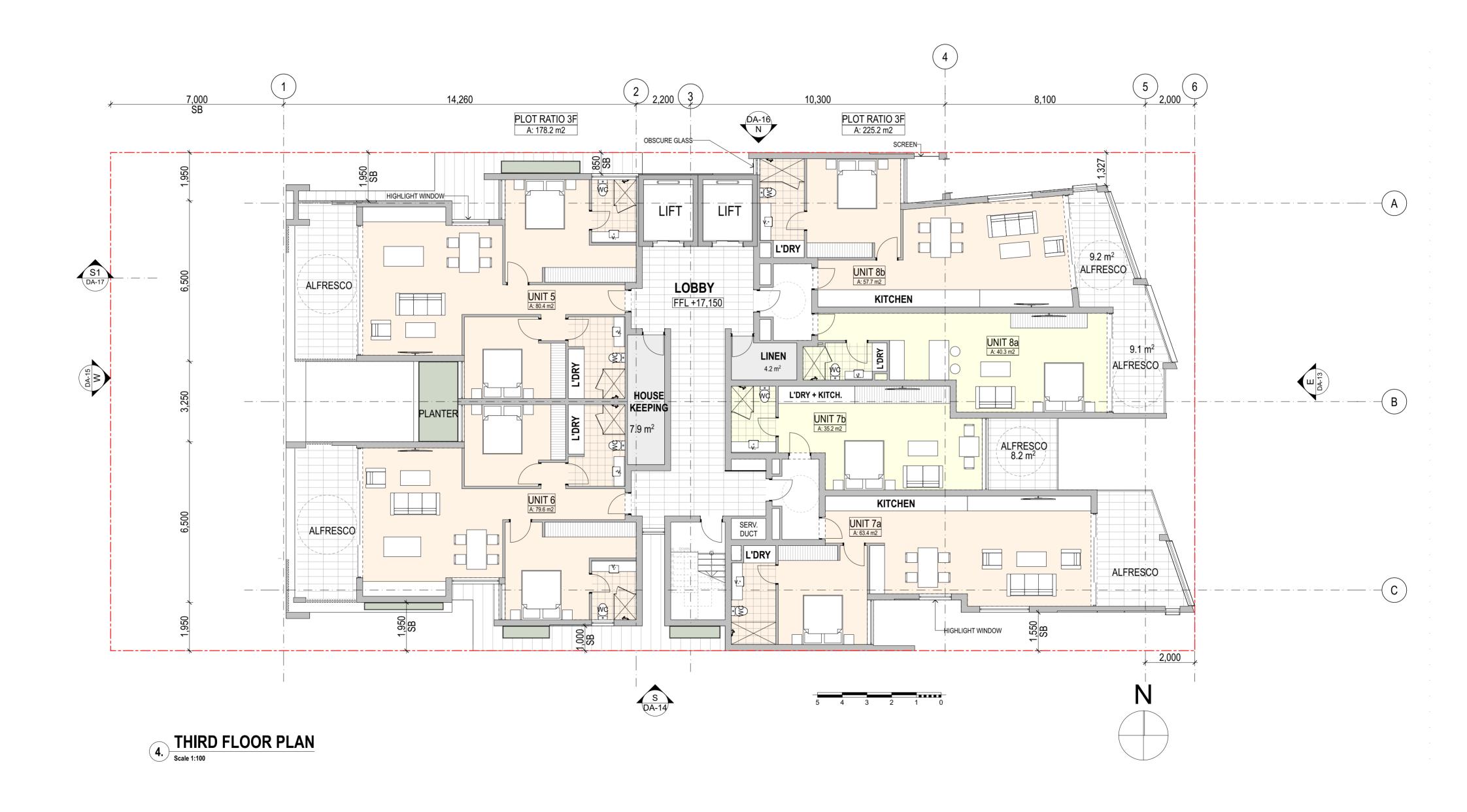
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SECOND FLOOR PLAN

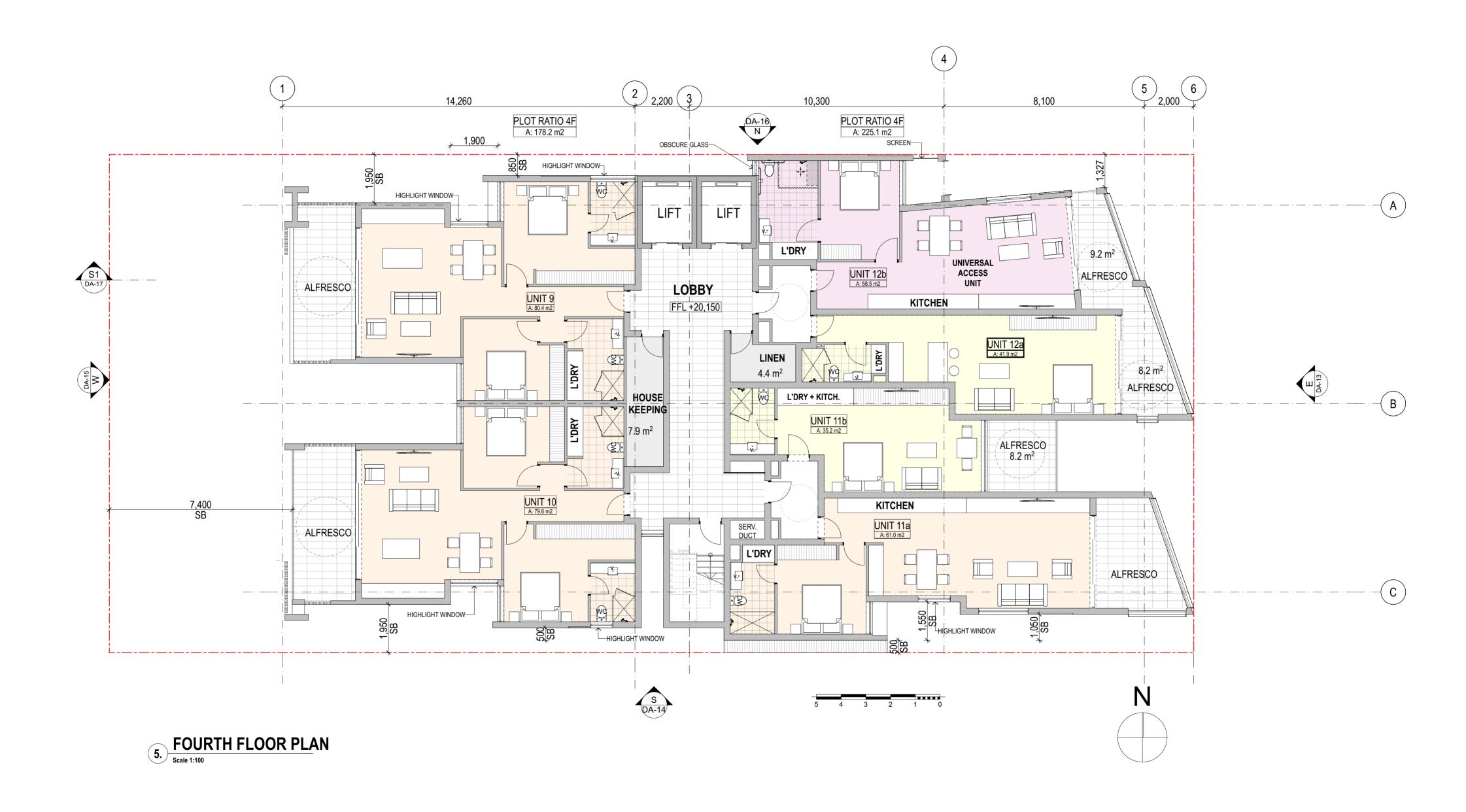
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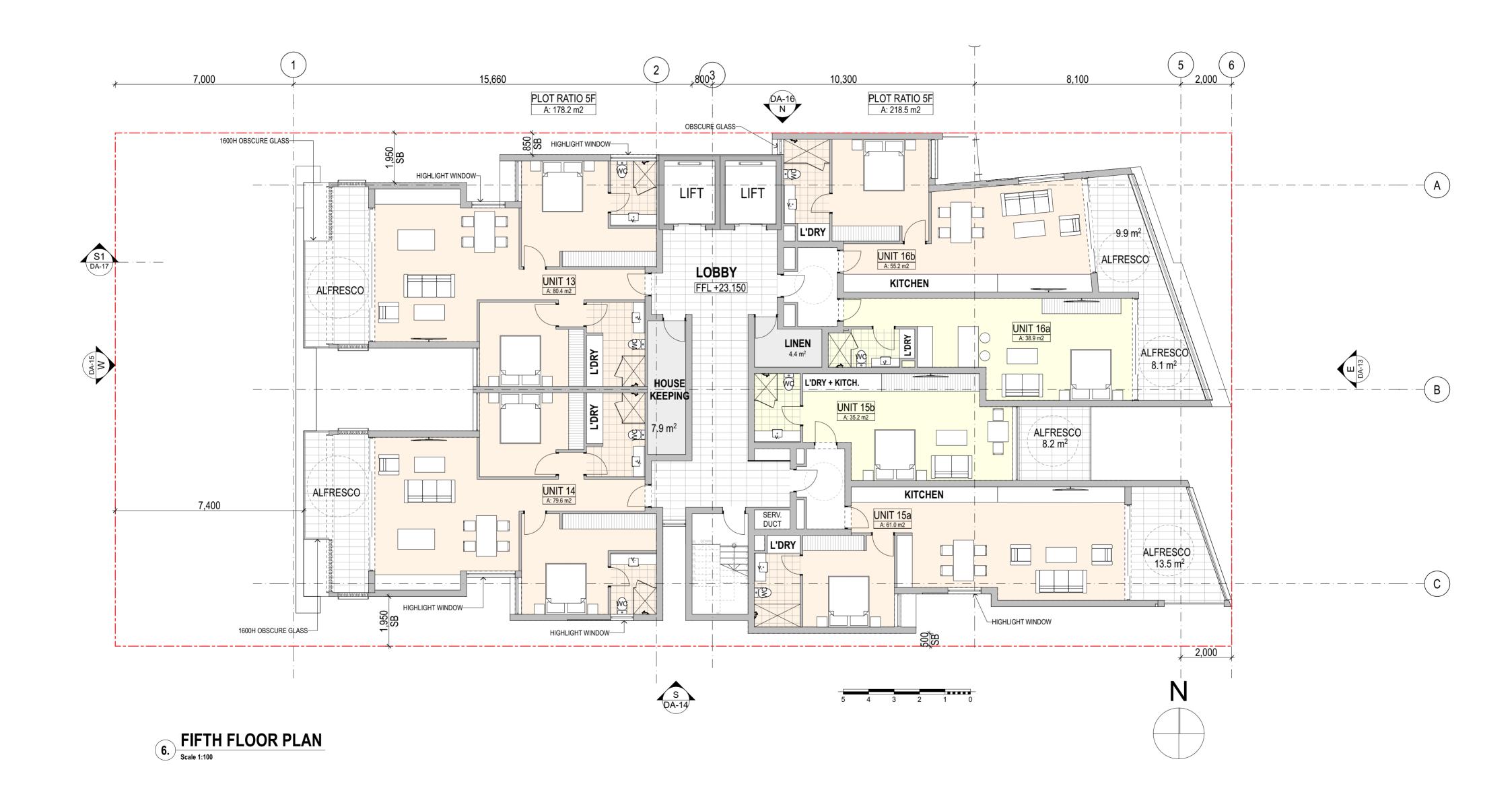


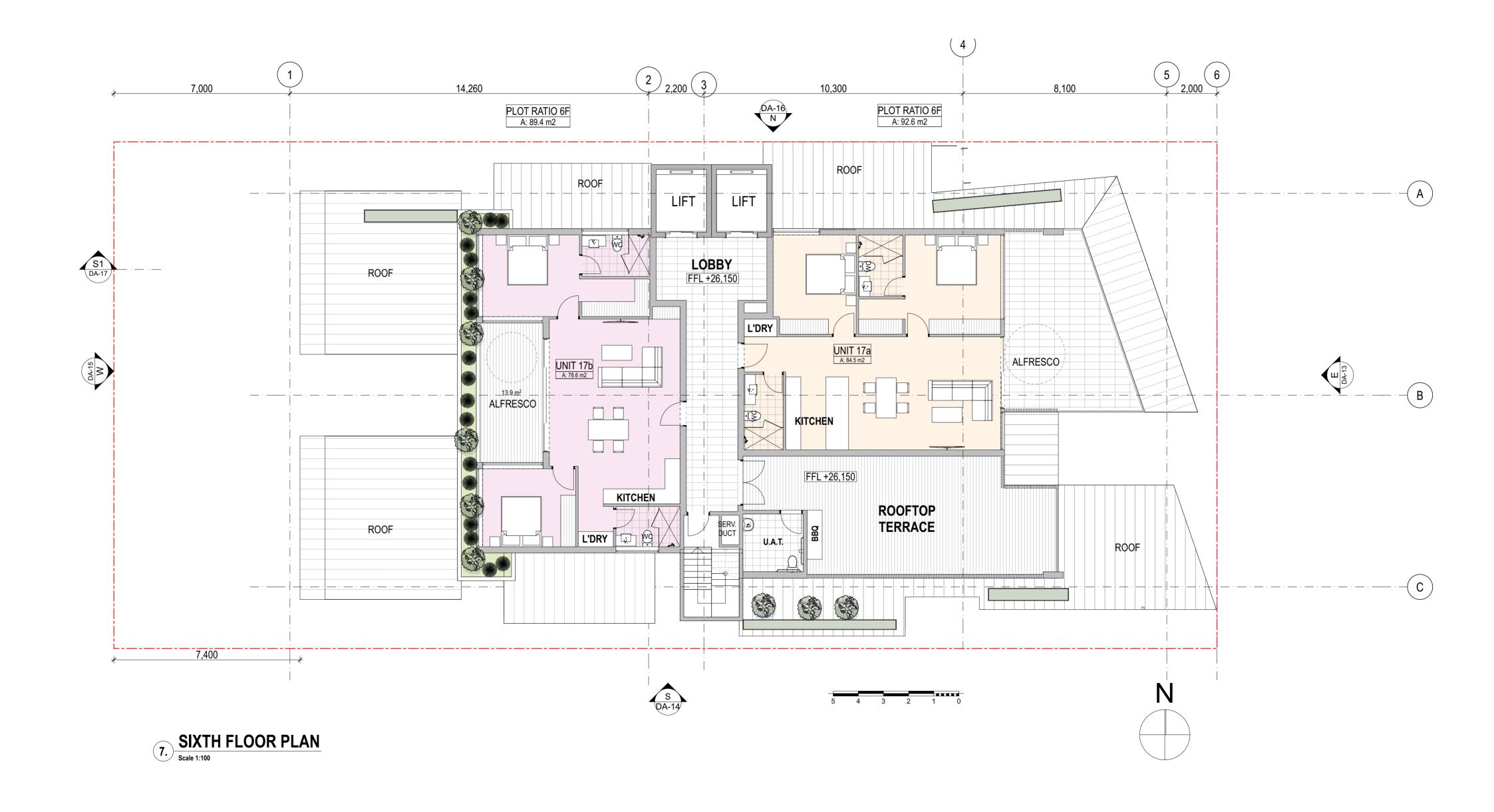




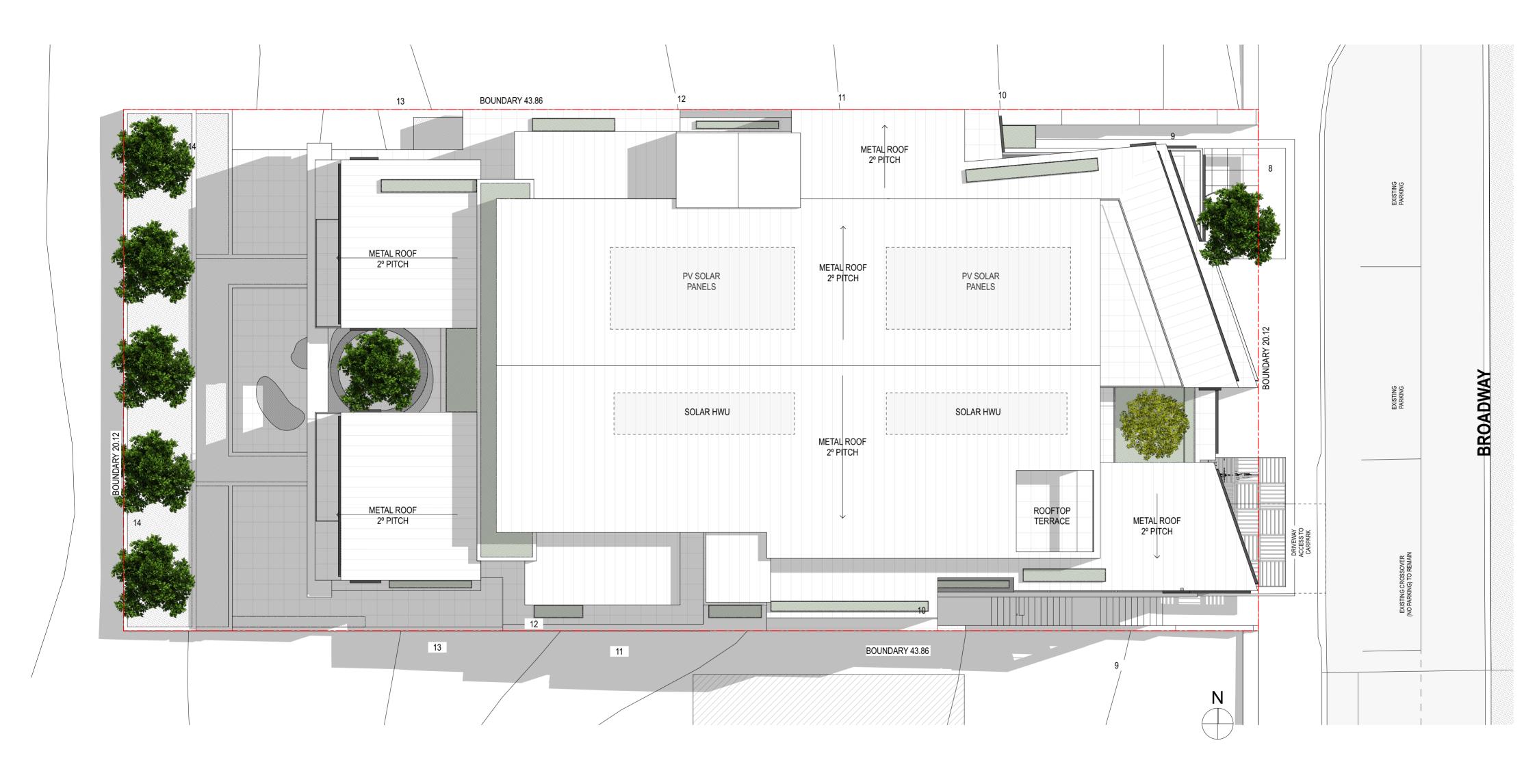
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MARK ARONSON ARCHITECTURE PROJECT	CLIENT	ADDRESS	DATE	SCALE:	DRAWN	DRAWING	REV	PROJECT NO.	DRAWING ID
maarch* MARK ARONSON ARCHITECTURE L1, 41 Hampden Road, Nedlands, WA 6009 BROADWAY APARTMENTS	S CLIENT	135 BROADWAY PERTH	3/10/19	1:100@ A2	MC/JM/MA	SIXTH FLOOR PLAN	A	19006	DA-11
**Mork RESIDENTIAL Advances Acceptance Francisco Advances Acceptance Francisco Advances Acceptance Francisco Advances Acceptance Advances Advance									DA-11



maarch*	MARK ARONSON ARCHITECTURE				
IIIaaiCII	L1, 41 Hampden Road, Nedlands, WA 6009				
"Mark RESIDENTIAL COMMERCIAL COMMERCIAL SPECIAL PROJECTS	E: info@maarch.net.au • T: +61 8 6262 8169				

ADDRESS

SCALE:

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REV PROJECT NO. 19006

DA-12







BROADWAY APARTMENTS

CLIENT

CLIENT

135 BROADWAY PERTH

ADDRESS

3/10/19

DATE

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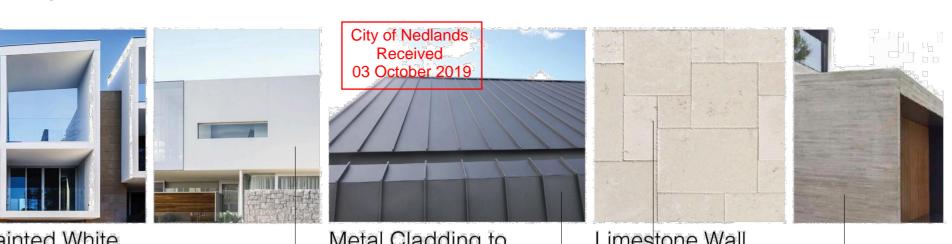
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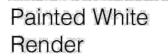
MC/JM/MA

FRONT ELEVATION

REV PROJECT NO. 19006

DA-13





Metal Cladding to architect's selection Colorbond Matt Finish

Limestone Wall Tiles







BROADWAY APARTMENTS

CLIENT CLIENT

135 BROADWAY PERTH

ADDRESS

3/10/19

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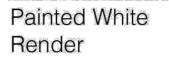
MC/JM/MA

SOUTH ELEVATIONS

REV PROJECT NO.

19006 **DA-14**





Metal Cladding to architect's selection Colorbond Matt Finish

Limestone Wall Tiles



WEST ELEVATION
Scale 1:100



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ds, WA 6009	
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DATE

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REV PROJECT NO. Α

19006

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DA-15







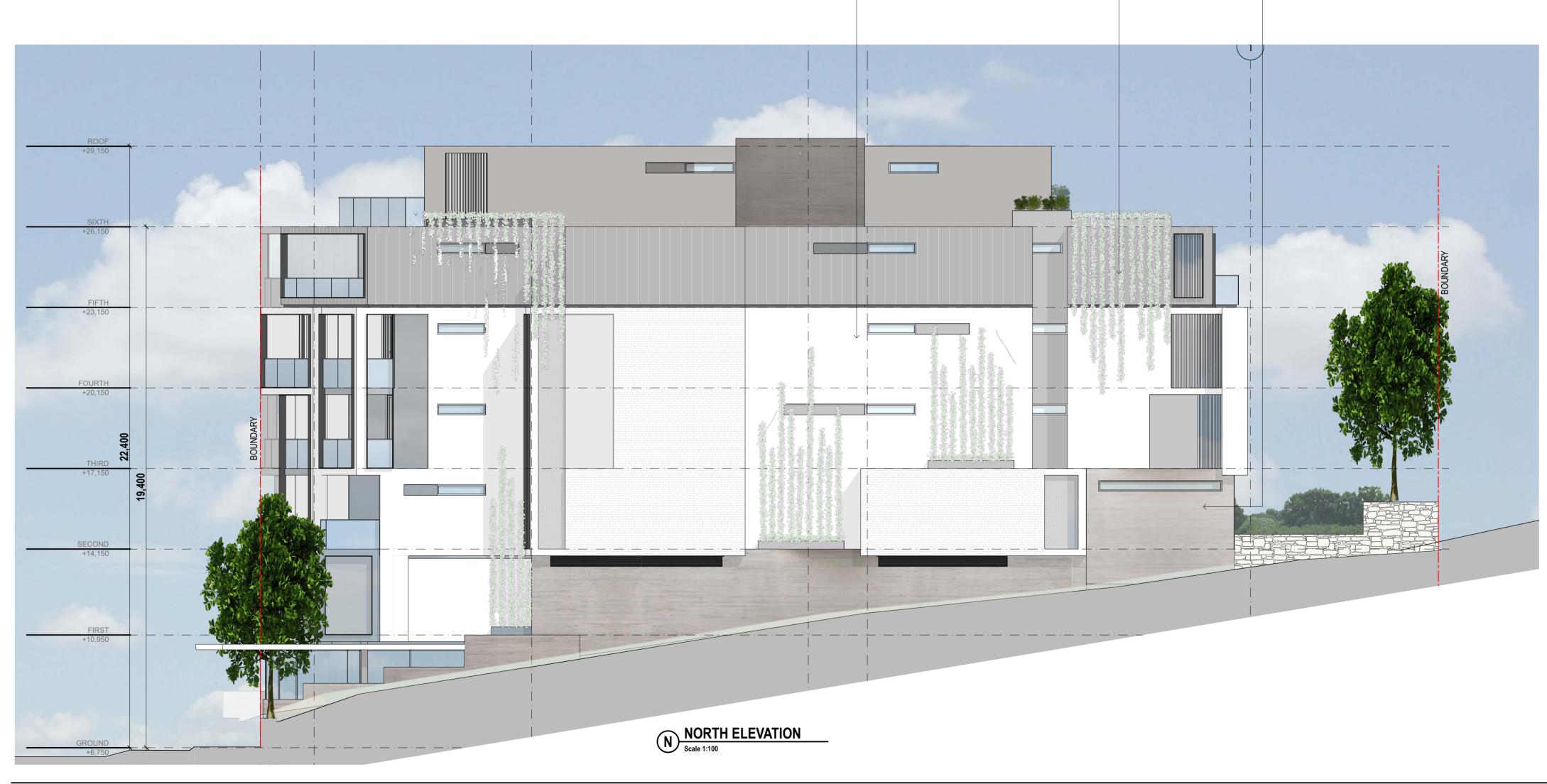


Painted White Render

Metal Cladding to architect's selection Colorbond Matt Finish

Limestone Wall

Tiles





BROADWAY APARTMENTS

CLIENT CLIENT ADDRESS

135 BROADWAY PERTH

3/10/19

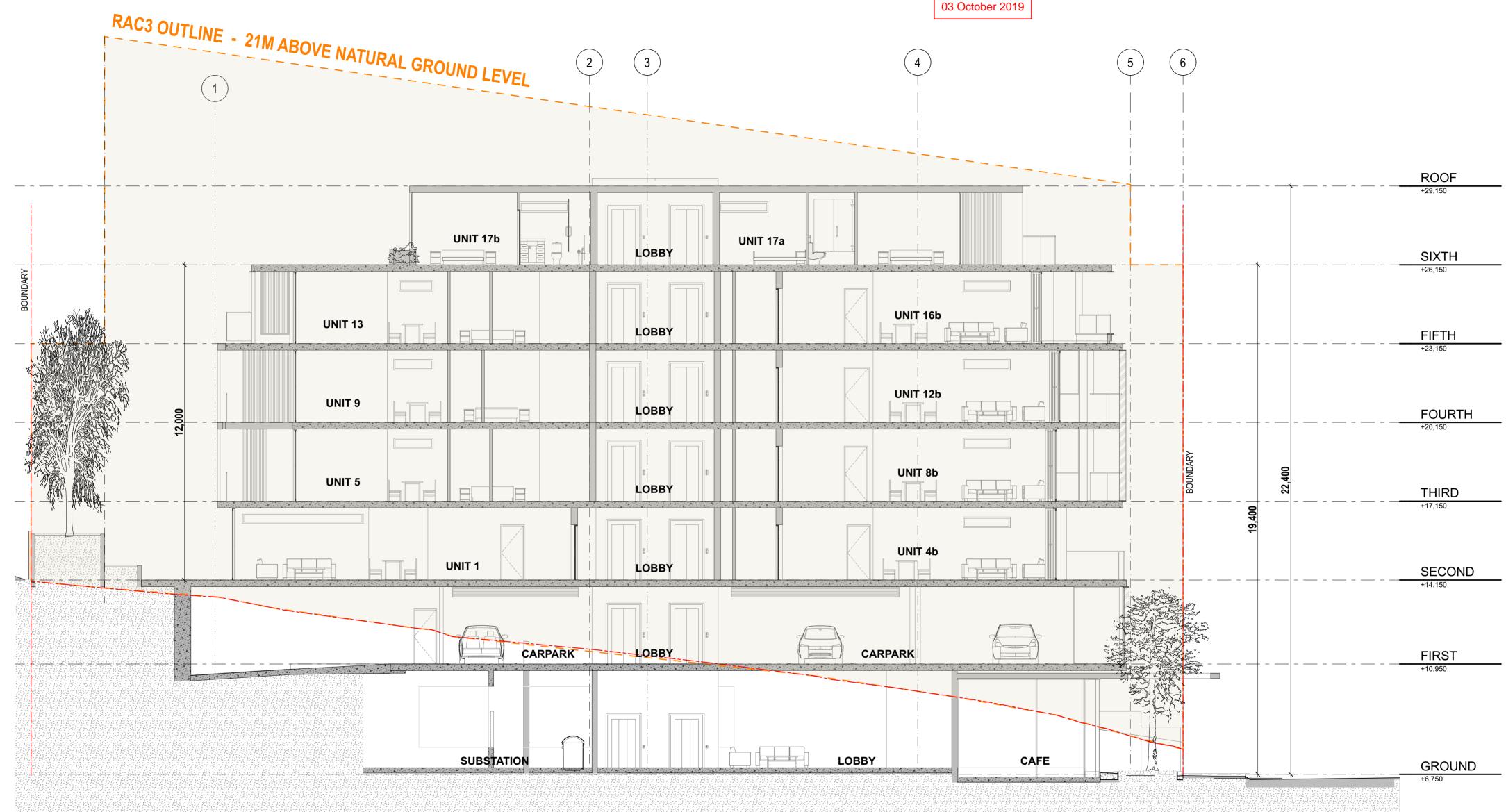
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MC/JM/MA

NORTH ELEVATION

REV PROJECT NO. Α

DRAWING ID 19006 **DA-16**



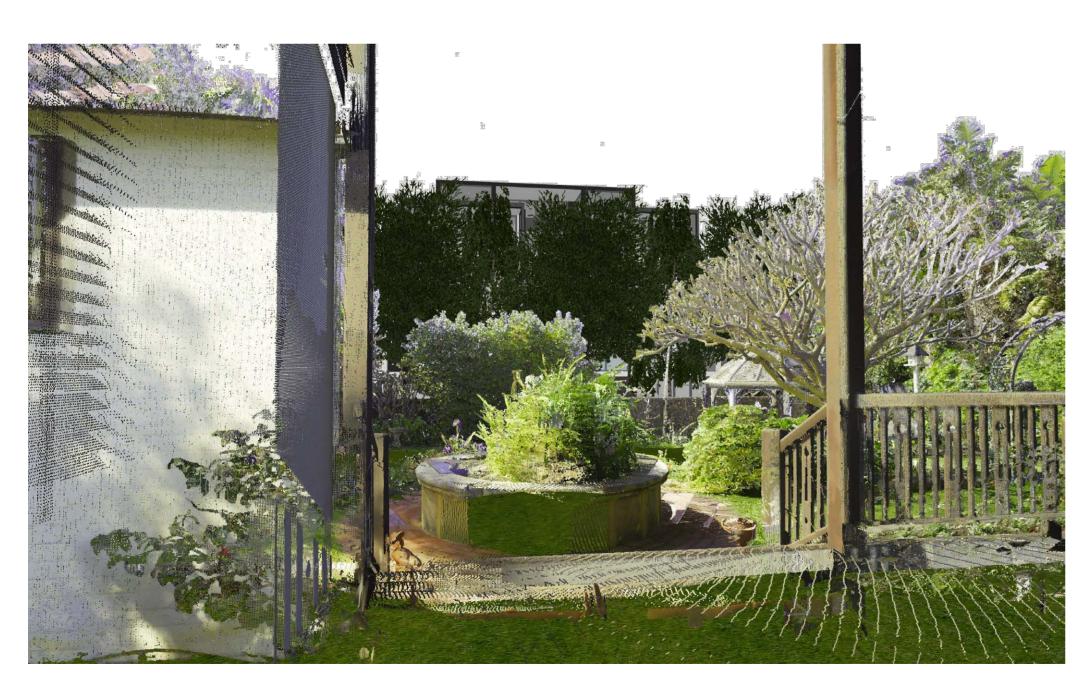
S1 SECTION 1
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MARK ARONSON ARCHITECTURE
L1, 41 Hampden Road, Nedlands, WA 6009
E: info@maarch.net.au • T: +61 8 6262 8169 CLIENT ADDRESS SCALE: REV PROJECT NO. DRAWING ID **BROADWAY APARTMENTS** CLIENT 135 BROADWAY PERTH 3/10/19 MC/JM/MA **SECTION 1** Α 19006 1:100@ A2 DA-17

POINT CLOUD VIEW FROM 66 KINGSWAY SHOWING SOFTENING BUILDING WITH MATURE LANDSCAPING



VIEW FROM 66 KINGSWAY AT BALCONY (1ST FLOOR)



VIEW FROM 66 KINGSWAY AT GROUND LEVEL

@ A2

ADDRESS

3/10/19

SCALE:

03 October 2019

POINT CLOUD VIEW FROM 66 KINGSWAY WITH RAC3 OUTLINE AND WITH PROPOSED LANDSCAPING AND TREES NOT SHOWN FOR CLARITY





VIEW FROM 66 KINGSWAY AT BALCONY (1ST FLOOR)

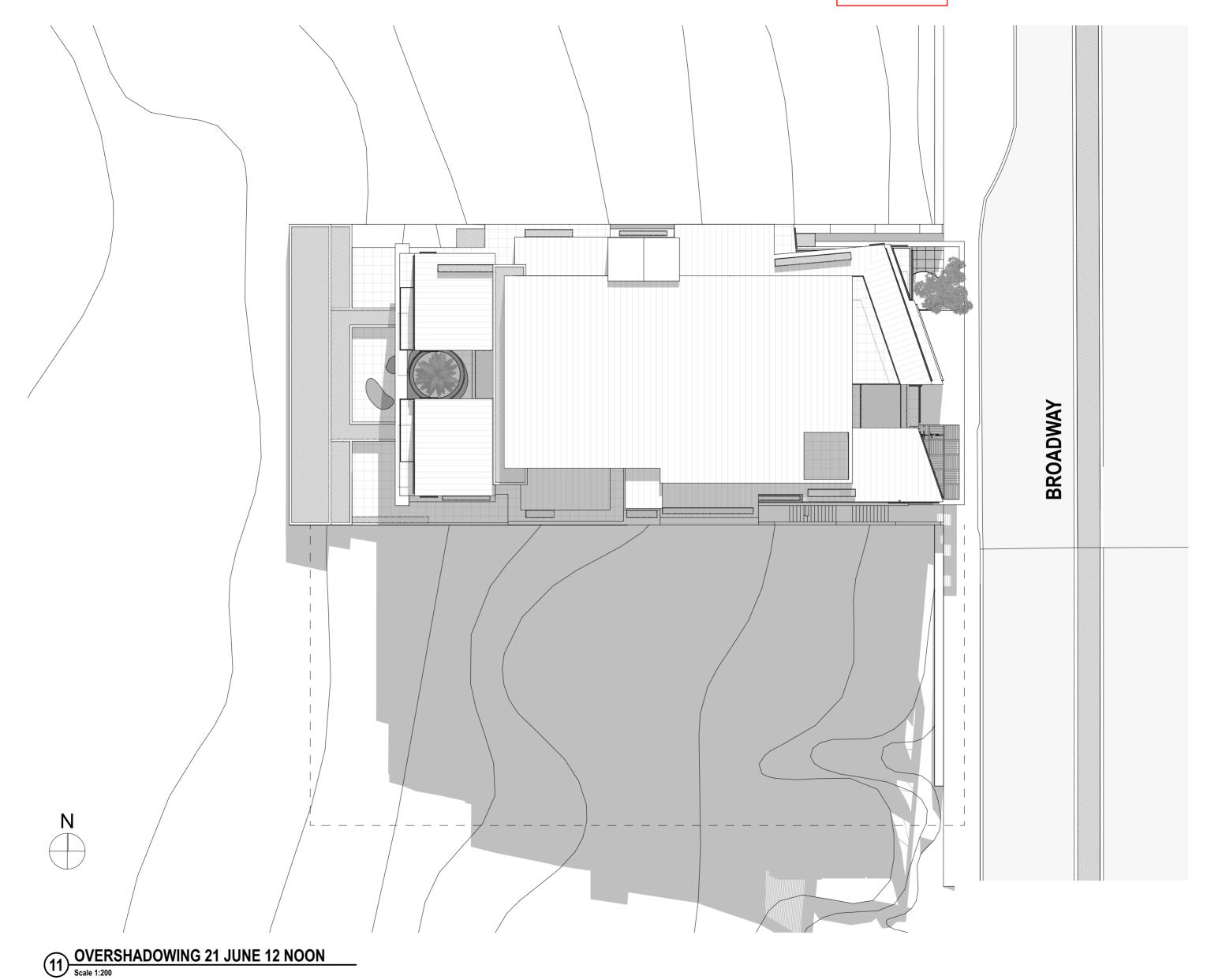


VIEW FROM 66 KINGSWAY AT GROUND LEVEL

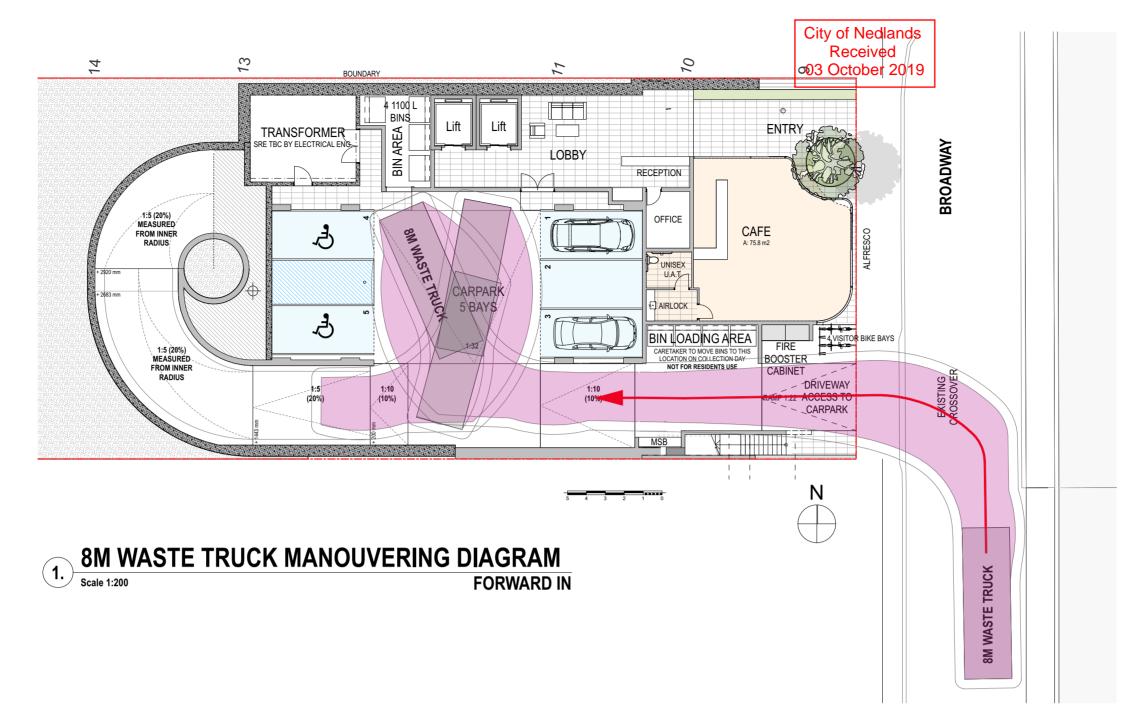
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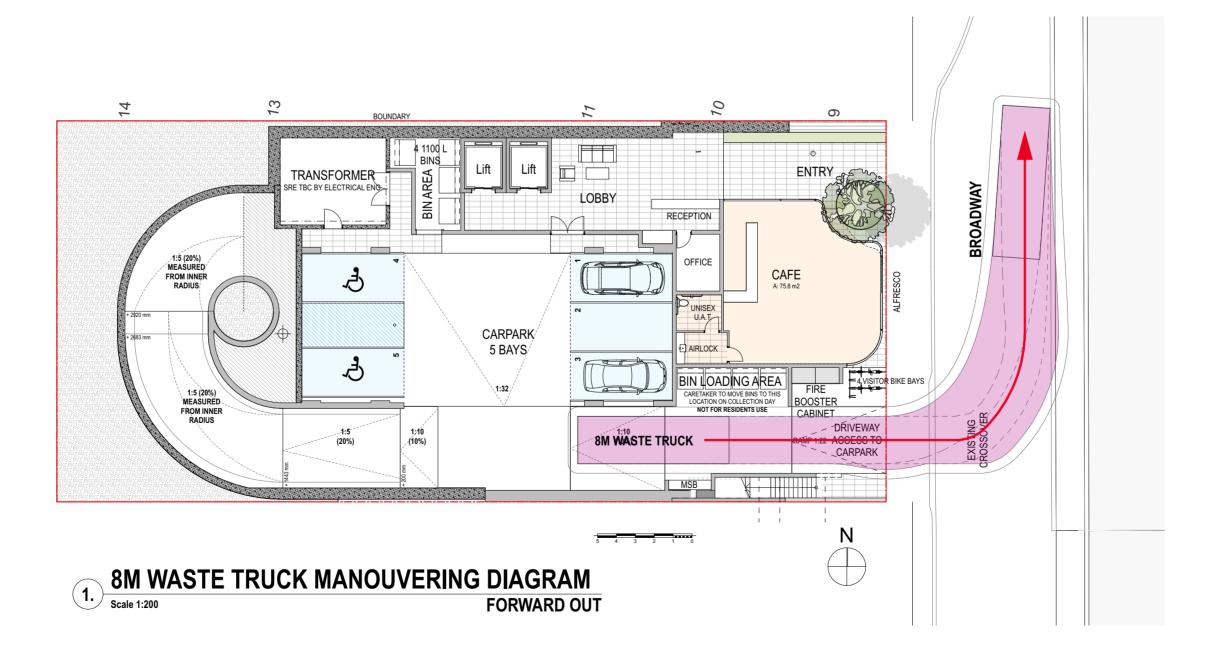
ADDRESS

3/10/19



ADDRESS DATE SCALE: DRAWING ID MARK ARONSON ARCHITECTURE
L1, 41 Hampden Road, Nedlands, WA 6009
E: info@maarch.net.au • T: +61 8 6262 8169 CLIENT REV PROJECT NO. **BROADWAY APARTMENTS** CLIENT 135 BROADWAY PERTH 3/10/19 1:200@ A2 MC/JM/MA OVERSHADOWING Α 19006 **DA-20**

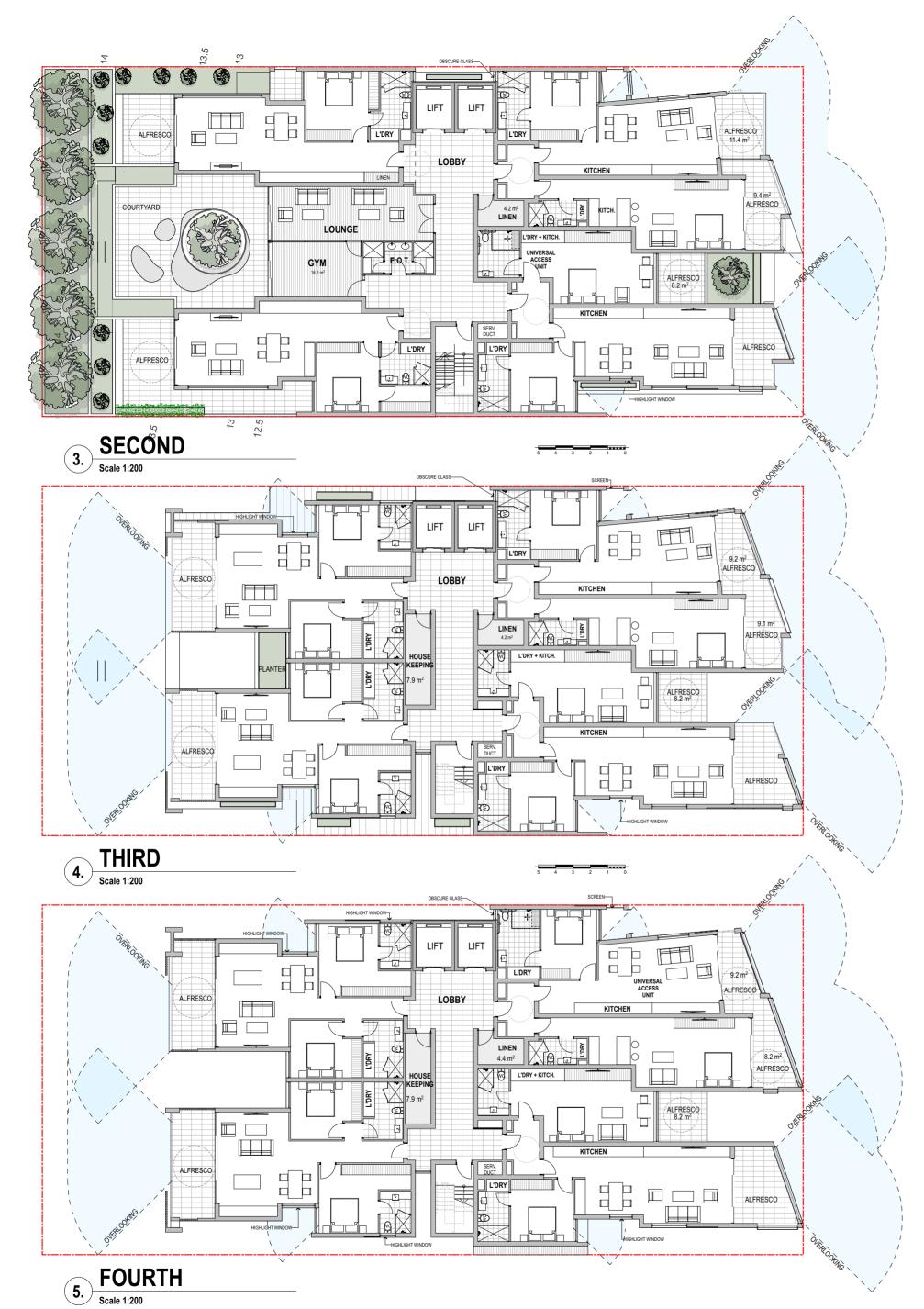


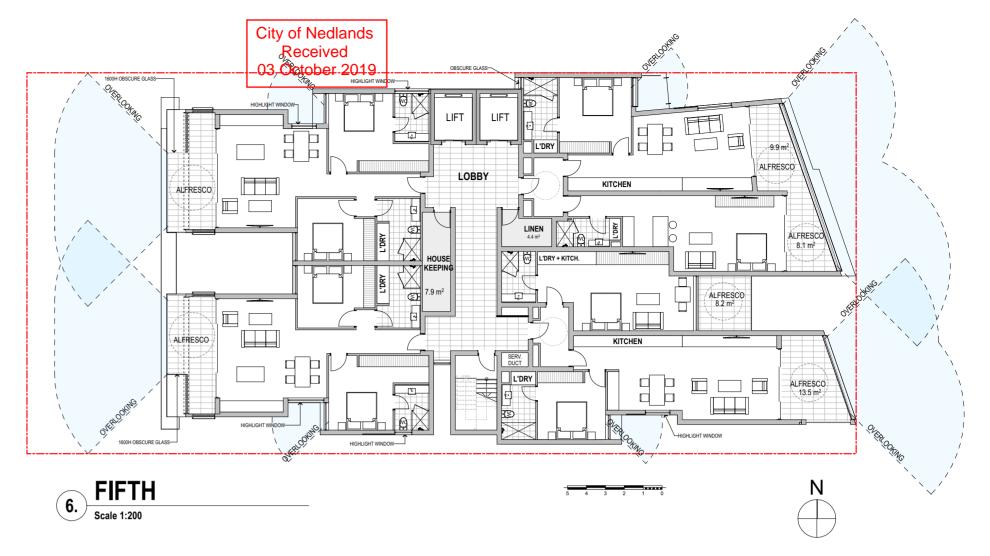


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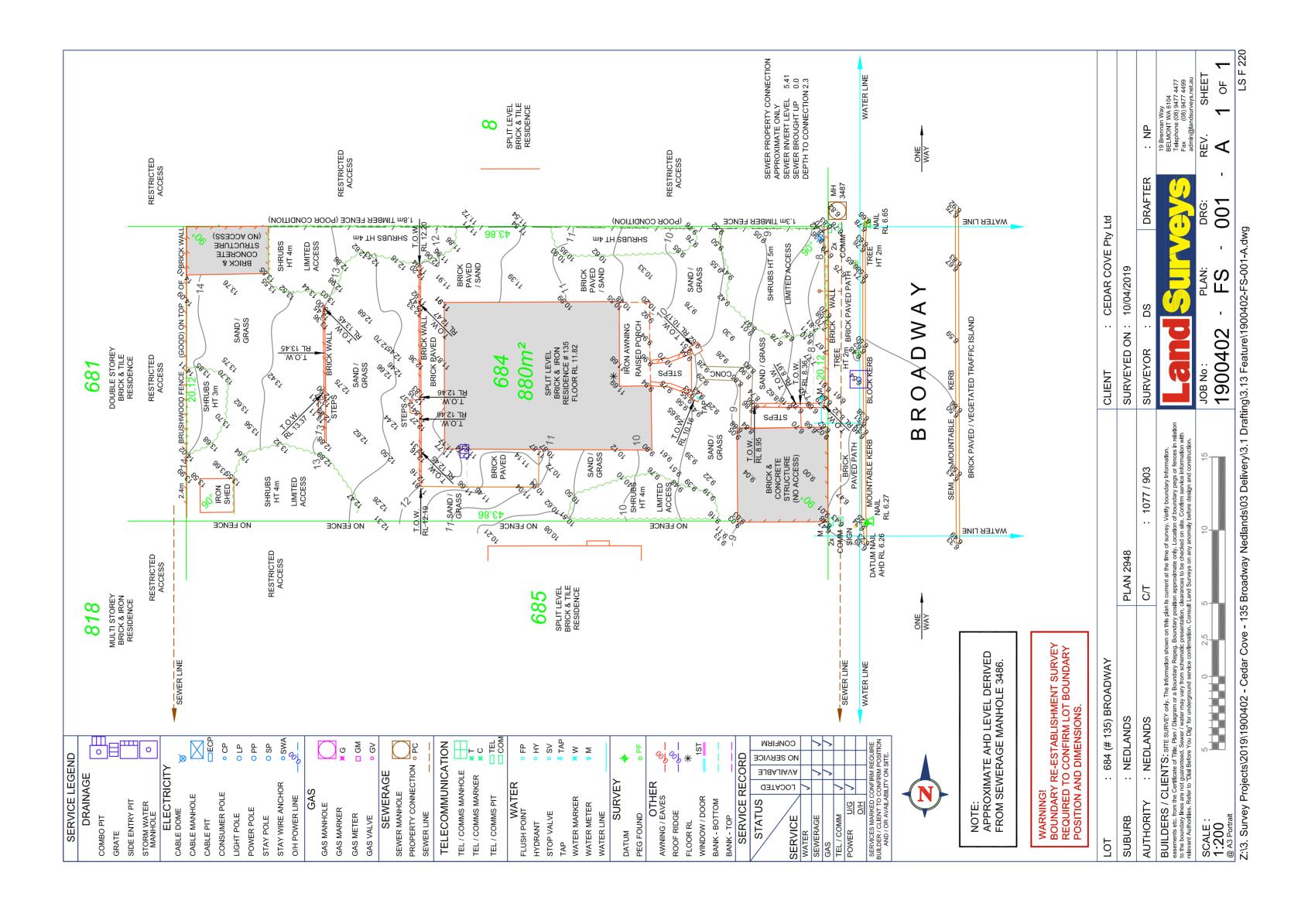
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CLIENT

ADDRESS

SURVEY PLAN

PROJECT NO. Α 19006

DA-23