



RANDWICK CITY COUNCIL

Business Centres Discussion Paper

EXHIBITION (23 August - 14 October 2011)



Contents

EXECUTIVE SUMMARY	1
Scope of this Discussion Paper	1
Background.....	2
Key issues	3
Recommendations.....	4
 PART 1 INTRODUCTION.....	 6
1.1 Overview	6
1.2 Historical Development	11
1.3 Community Profile.....	12
 PART 2 PLANNING CONTEXT.....	 15
2.1 NSW State Plan.....	15
2.2 Metropolitan Plan for Sydney 2036.....	15
2.2.1 Draft East Subregional Strategy	18
2.2.2 Hierarchy of Commercial Centres	18
2.2.3 Draft Centres Design Guidelines.....	23
2.3 The Standard Instrument LEP	23
2.4 State Environmental Planning Policies	24
2.5 Section 117 Ministerial Directions	25
2.6 The Randwick City Plan	26
2.7 Local Planning Controls	27
2.7.1 Randwick Local Environmental Plan 1998 (Consolidation).....	27
2.7.2 Development Control Plans.....	29
2.7.3 Other local policies.....	31
2.8 Council Study – Randwick Economic Activity Study.....	31
2.9 Randwick Affordable Housing Strategy	37
 PART 3 CENTRE PROFILES AND USES	 38
3.1 Randwick	38
3.2 Maroubra Junction	40
3.3 Kingsford	42
3.4 Kensington	44
3.5 Coogee	46
3.6 Maroubra Beach	48
3.7 Matraville.....	50
3.8 Neighbourhood centres	52
3.9 Residential uses in business centres.....	55
3.10 Other specific land uses	56
 PART 4 LEP ANALYSIS	 59
4.1 Zone comparison.....	59
4.1.1 Business zones under Randwick LEP 1998 (Consolidation).....	59
4.1.2 Business zones under the Standard Instrument	59
4.1.3 Analysis of B4 Mixed Use zone	61
4.2 B2 Local Centre Zone.....	63
4.2.1 Objectives of the zone	63
4.2.2 Permitted uses	63

4.2.3	Location of B2 centres	65
4.2.4	Proposed to be zoned B2 Local Centre – Kensington Centre.....	65
4.2.5	Land for consideration as a B1 or B2 centre –Matraverse Centre	66
4.2.6	Adjustment of centre boundaries in the B2 Local Centre zone	68
4.2.7	Height and FSR/building envelope controls	69
4.3	B1 Neighbourhood Centre zone	71
4.3.1	Objectives of the zone	71
4.3.2	Permitted uses	71
4.3.3	Location of B1 centres	73
4.3.4	Land for consideration as a B1 or B2 centre – Matraverse centre	73
4.3.5	Land proposed to be zoned to B1	76
4.3.6	Adjustment of B1 zoned centre boundaries	79
4.3.7	Height and FSR controls.....	81
4.4	Other clauses	84
4.4.1	Standard Instrument clauses	84
4.4.2	Model Local Clauses	84
4.4.3	Local clauses contained in Randwick LEP 1998	87
4.4.4	RLEP Additional permitted uses	88
4.5	Other issues	89
4.5.1	Rezoning of Council owned land	89
4.5.2	Rezoning requests.....	90
4.5.3	FSR incentive in certain B2 Local Centres	90
4.5.4	Residential development in centres.....	90
4.5.5	Design excellence	91
4.5.6	Split zonings	92
4.6	Matters for the Comprehensive DCP	94
PART 5	RECOMMENDATIONS	95
5.1	Summary of key directions	95
5.2	Planning recommendations	97
Appendix 1	– Dwelling Numbers	100
Appendix 2	- Zoning analogy: 3A zone and B2 zone	107
Appendix 3	– Zoning analogy: 3B and B1 zones	109
Appendix 4	–Expansion of B2 Local Centres	111
Appendix 5	–New B1 Neighbourhood Centres	114
Appendix 6	–Expansion of B1 Neighbourhood Centres	124
Appendix 7	- Council owned land	129
Appendix 8	- Rezoning requests.....	130
References		141
Next Steps		142

EXECUTIVE SUMMARY

Randwick City Council is reviewing its Local Environmental Plan (LEP) and Development Control Plans (DCP) to create a new comprehensive LEP and DCP, following the introduction of the NSW Metropolitan Strategy and State Government planning reforms, including the gazettal of the Standard LEP Instrument template.

The comprehensive LEP/ DCP will review all zoning and planning controls across Randwick City. The intention is to evaluate each zone, provide analysis of the implications of translating the Randwick LEP into the Standard LEP template, and provide a range of planning recommendations.

This Discussion Paper is one of six LEP/DCP review papers being prepared. The other papers include:

- Residential Land
- Industrial Land
- Randwick Health and Education Specialised Centre
- Open Space and Environment
- Special Uses

This Paper is divided into four sections, being:

- Part 1 – Introduction: provides an overview and historical understanding of land currently zoned for business purposes.
- Part 2 – Planning Context: outlines the State and local planning framework driving the need for this land use review and the Comprehensive LEP/DCP.
- Part 3 - Centres Profile: provides information and characteristics of key local centres and neighbourhood centres within the Randwick local government area.
- Part 4 – LEP Analysis: provides a detailed assessment of the current and proposed provisions for business zoned land and discussion on additional matters.
- Part 5 – Recommendations: summarises recommendations for drafting the new Comprehensive LEP/DCP.

Scope of this Discussion Paper

This Paper recognises the important role of business zoned land in providing for a diverse range of retail and commercial land uses, employment opportunities and other land uses, such as residential development and community amenities. The Paper suggests that the City's business zoned lands have sufficient capacity to provide for the City's employment targets over the next 20 years, whilst also accommodating a proportion the City's housing demands (see also separate Residential Discussion Paper).

The basic premise of this Paper is to translate existing planning controls for business centres into the Standard Instrument format. The Paper seeks to retain existing controls and does not seek to introduce many changes to business centres within Randwick City, as changes to the City's larger town centres are pursued via detailed planning and design centre reviews.

This Paper recognises the continued economic and social importance of land zoned for business uses in our City and accordingly the majority of business

zoned land will be translated to the equivalent Standard Instrument zones and planning controls without significant changes.

The purpose of the Business Centres Discussion Paper is to provide a contextual analysis of land that is used for commercial and retail purposes within the Randwick local government area. The Paper also explores the historical development of centres within Randwick and provides an understanding of current planning issues and State Government directions that Council must address in the preparation of the Comprehensive LEP.

A review of key strategic business sites and opportunities for new centres is explored as part of this Discussion Paper. Suitable zones, land use permissibility and development controls for all business centres within Randwick City are also considered. The Paper provides an in-depth analysis on current and proposed planning provisions and discusses other key potential development and environmental considerations which may have an impact on the future planning of business land.

Recommendations contained within this Paper are expected to influence the future of business centres in Randwick City by way of zoning, land use provisions and other planning controls. The recommendations will be used as a basis for strategic decisions incorporated within the Comprehensive LEP/ DCP.

Submissions received to date are also considered within this Paper. It is important to note that this is a Discussion Paper and Council continues to welcome feedback on the proposals and recommendations within this document. For further information on how to make a submission, please refer to the back page of this Paper.

Background

Randwick City encompasses an area of 3,742 hectares and has a diverse built environment. Whilst business/commercial zoned land only comprises 1.36% of land within the Randwick LGA, business centres are an important part of a City's economy as they provide services to meet the local community's needs, they support employment and they contribute to lifestyle and neighbourhood amenity.

The City is in close proximity to several regional centres and Sydney CBD that provide higher order services, employment and retail opportunities. Consequently, Randwick City's small strip shopping centres face competition from large nearby centres, particularly at Bondi Junction and Eastgardens, which are located close to the City's northern and western boundaries.

Rather than try to compete with these large regional shopping centres, Randwick City centres need to capitalise on the comparative advantages of our smaller and accessible street based local centres. Randwick City's business centres generally provide a wide range of local retail and commercial businesses, such as libraries, supermarkets, medical centres, banks etc that service the broad needs of residents of local and surrounding suburbs. However, some centres such as Coogee and The Spot do benefit as regional tourist and visitor destinations.

Randwick City's largest business centres are located at Maroubra Junction and Randwick Junction and support a wide range of retail and commercial businesses, including libraries, major supermarkets, medical centres, banks etc that service the broad needs of residents of local and surrounding suburbs. While mostly street based centres, they also have small private shopping malls. Randwick also

benefits from its proximity to the University of NSW and Randwick Hospitals complex.

The main village centres are located in Kensington, Kingsford and Coogee with smaller village centres at North Randwick, Clovelly, The Spot, Matraville, Malabar, Maroubra Beach and Maroubra South. These centres all are street based shopping strips that provide a range of local services, with the exception of South Maroubra which is an enclosed shopping centre. There are also a number of small neighbourhood centres with only a few shops each that service the basic needs of residents in the surrounding streets.

Over the past 20 years, many of Randwick's business centres have transformed from traditional retail centres to higher density mixed use centres, along key transport routes.

This Discussion Paper focuses on the commercial centres which are currently zoned 3A General Business and 3B Local Business under Randwick LEP 1998 (Consolidation). Many smaller neighbourhood commercial centres are zoned for residential purposes and will also be discussed in this Paper.

Key issues

Randwick City's main challenges in terms of planning for our commercial centres and small businesses will be:

1. To ensure each centre's unique elements and identity are strengthened;
2. To maintain and enhance a mix of businesses that constitute local employment opportunities and are a contributing factor in a stable and diverse local economy;
3. To create an attractive environment in which a sound mix of businesses and services in the City's existing centres is fostered so that the needs of both the local community and visitors are addressed;
4. To address the quality of the public domain in business centres, so as to ensure centres are presented as being inviting places where people want to be;
5. To manage parking, achieving a balance between access to the town centres, maintaining the centres' aesthetic appeal and promoting alternative transport;
6. To support public transport and establish convenient and high quality pedestrian and cycle links from surrounding areas to centres;
7. To manage competition from larger centres in adjoining council areas;
8. To consider how development and design controls might have to evolve so that likely growth in working from home, working part time and shift working can be accommodated.

It should be noted that while planning documents can assist in the above, these alone cannot deliver successful centres. This depends on a range of factors such as competition from businesses outside our City, changing consumer demands and tastes and the ability of local businesses to meet these, strength of Chambers of Commerce, strength of business marketing and promotions and other such factors.

The draft East Subregional Strategy, which translates the Sydney Metropolitan Strategy to a local level, provides a housing target of 8,400 additional dwellings and an employment target of 5,900 additional jobs for Randwick City by 2031. In terms of the employment target, this can be generally accommodated within the City's existing centres without having to make significant changes to current

planning policy or development potential. The City's centres also have capacity to absorb a proportion of the dwelling targets – given the synergies between papers, this is also discussed in the Residential Discussion Paper.

Recommendations

The Business Centre Discussion Paper recommends that the Comprehensive LEP should contain a broad objective which recognises the importance of fostering economic development and the role of business centres. In terms of zoning, the Paper recommends the direct translation of current planning controls for centres into the equivalent Standard Instrument zone/clause, with some changes to correct anomalies or better reflect existing conditions.

The key recommendations arising out of this Discussion Paper are summarised as follows:

Comprehensive LEP Recommendations:

1. Transfer all 3A General Business centres into the equivalent B2 Local Centre zone;
2. Transfer all 3B Local Business centres into the equivalent B1 Neighbourhood Centre zone (except for Kensington, and potentially Matraville);

RLEP 1998 Consolidation Business Zones	Standard Instrument LEP Business Zones
Zone 3A General Business	Zone B2 Local Centre
Zone 3B Local Business	Zone B1 Neighbourhood Centre

3. Change the zoning of Kensington from B1 Neighbourhood Centre to B2 Local Centre to better reflect the size and nature of this centre;
4. Consider the zoning of Matraville, which could either be a B1 Neighbourhood Centre or a B2 Local Centre;
5. Apply the B1 Neighbourhood Centre zone to nine additional centres that already exist and have a business/retail function;
6. Adjust some zone boundaries to accurately reflect existing business uses in centres and correct split zones within a single development;
7. Respond to specific rezoning submissions;

In terms of development standards, the Paper makes the following recommendations:

8. Maintain the current maximum height limit imposed in all business centres, except for lowest-order B1 Neighbourhood Centres where heights should be increased from 9m to 9.5m to match the existing height limit of surrounding residential areas;
9. Transfer height limits currently stipulated in the Kensington, Maroubra Junction and Matraville Town Centre DCPs into the LEP mapping format;
10. For the nine proposed new B1 Neighbourhood Centres, the maximum height limit is to complement surrounding development;
11. Retain the building envelope approach currently used for Kensington, Maroubra Junction and Matraville to address bulk/scale limits;
12. Maintain the current floor space ratio (FSR) for centres that presently have a FSR control to address bulk/scale limits;
13. For six of the nine new B1 Neighbourhood Centres, apply a FSR of 1:1 and a height limit of 9.5m, which is the lowest FSR and height available for business centres;
14. For the remaining three new B1 Neighbourhood Centres (namely Havelock Avenue, Byron St and Bream St, Coogee), apply a FSR of 1.5:1 and a height limit of 12m to correspond and reflect the existing built form of the site and adjoining area;

Comprehensive DCP Recommendations:

In preparing a Comprehensive DCP, the Paper makes the following recommendations:

15. Retain the town centre DCPs for Kensington, Maroubra Junction and Matraville as they were based on extensive planning and design reviews with community consultation when prepared;
16. Retain DCPs for other centres, namely Randwick Junction, Kingsford, and Maroubra Beach (currently under separate review);
17. Repeal *DCP 6 Land bounded by Kemmis Street, Frenchmans Road and Clovelly Road, Randwick* (1986) and *DCP 22 The Spot & Surrounds* (1995) on the basis that these DCPs are no longer consistent with current planning controls; and
18. Review all other town centre DCPs for conversion into a generic Zone B1 Neighbourhood Centre DCP chapter for inclusion in the Comprehensive DCP.

PART 1 INTRODUCTION

Randwick City Council is reviewing its Local Environmental Plan (LEP) and Development Control Plans (DCP) to create a new comprehensive LEP and DCP, following the introduction of the NSW Metropolitan Strategy and State Government planning reforms, including the gazettal of the Standard LEP Instrument template.

The purpose of the Business Centres Discussion Paper is to provide a contextual analysis on land that is used for commercial and retail purposes within the Randwick local government area. This Paper recognises the continued importance of land zoned for business uses in our City and accordingly the majority of business zoned land will be translated to the equivalent Standard Instrument zones without significant changes.

The Paper explores the historical development of centres within Randwick and provides an understanding of current planning issues and State Government directions that Council must address in the preparation of the Comprehensive LEP.

A review of key strategic business sites and opportunities for new centres were explored as part of this Discussion Paper. Suitable zones, land use permissibility and development controls for all business centres within Randwick City were also considered during this process. The Paper provides an in-depth analysis on current and proposed planning provisions and discusses other key potential development and environmental considerations which may have an impact on the future planning of business land.

This Discussion Paper focuses on the commercial centres which are currently zoned 3A General Business and 3B Local Business under Randwick LEP 1998 (Consolidation). Many smaller neighbourhood commercial centres are zoned for residential purposes and will also be discussed in this Paper.

Recommendations contained within this Paper are expected to influence the future of business centres in Randwick by way of zoning, land use provisions and other planning controls. The recommendations will be used as a basis for strategic decisions incorporated within the Comprehensive LEP/ DCP.

1.1 Overview

Randwick City has a diverse built environment, with a significant proportion, about 36% or 1,345ha of the LGA zoned for residential, around 30% (1,118ha) designated for open space purposes, and the other third (34%) covered by a variety of land uses, including commercial, industrial, special uses, roads and others.

Whilst business/commercial zoned land only comprises 1.36% of land within the Randwick LGA, business centres are an important part of a City's economy as they provide services to meet the local community's needs, they support employment and they contribute to lifestyle and neighbourhood amenity.

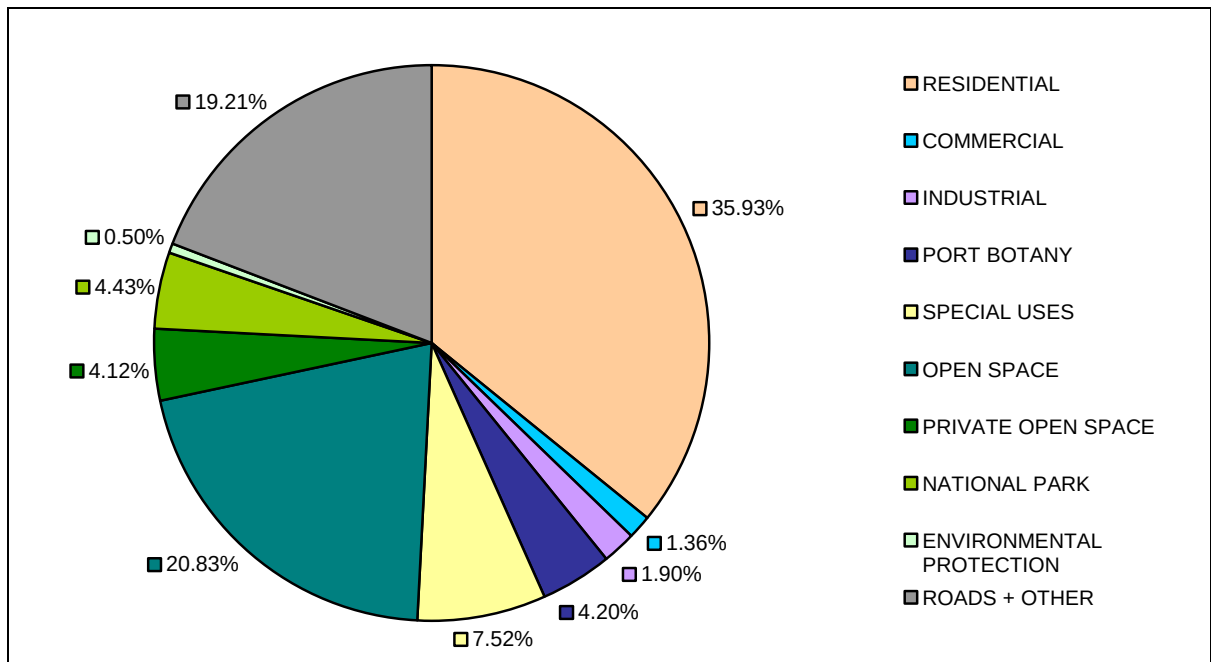


Figure 1: Land use zoning in Randwick LGA
(Source: Randwick Local Environmental Plan 1998 (Consolidation))

Randwick City is in close proximity to several regional centres and the Sydney CBD that provides higher order services, employment and retail opportunities. As a consequence, Randwick City's commercial town centres generally provide a range of local retail and commercial businesses only, such as libraries, supermarkets, medical centres, banks etc that service the broad needs of residents of local and surrounding suburbs. However, some centres such as The Spot and Coogee do benefit as regional visitor and tourist destinations.

Randwick City's largest commercial town centres are located at Maroubra Junction and Randwick Junction and support a wide range of retail and commercial businesses, including libraries, major supermarkets, medical centres, banks etc that service the broad needs of residents of local and surrounding suburbs. While mostly street based centres, they also have small private shopping malls. Randwick also benefits from its proximity to the University of NSW and Randwick Hospitals complex.

The main village centres are located in Kensington, Kingsford and Coogee with smaller village centres at North Randwick, Clovelly, The Spot, Matraville, Malabar, Maroubra Beach and Maroubra South. These centres all are street based shopping strips that provide a range of local services, with the exception of South Maroubra which is an enclosed shopping centre. There are also a number of small neighbourhood centres with only a few shops each that service the basic needs of residents in the surrounding streets.

The changing demographics of our City's residents is transforming the role of our centres. Key trends indicate that population growth is occurring at a slow yet steady pace; that population is ageing yet there is also a large proportion of young people (18-30 year olds), especially located around the northern suburbs and the University of NSW. The population is gentrifying, with overall increases in income and professional employment however there are still pockets of people on lower socio-economic levels and with many students and key workers needed for industries such as hospitals and support services, there is an increasing need for more affordable housing. For more information, see the Randwick City Residential

Discussion Paper. Other issues of importance will be accessibility of centres and shops for the aged and disabled population.

It should be noted that while planning documents can assist in the above, these alone cannot deliver successful centres. This depends on a range of factors such as competition from businesses outside our City, changing consumer demands and tastes and the ability of local businesses to meet these, strength of Chambers of Commerce, strength of business marketing and promotions and other such factors.

Strengths and attributes of Randwick centres

Given the proximity to the Sydney CBD and major shopping destinations (eg, Bondi Junction and Eastgardens) that provide higher order services, employment and retail opportunities, Randwick City centres need to capitalise on the comparative advantages of our smaller and accessible street based local centres. Rather than try to compete with these large regional shopping centres, the City's traditional shopping strips need to identify and build on their existing attractions and uniqueness.

Shopping strips in Randwick City often have a distinct character and identity which offers services on a more intimate and human level. This form of retailing is often valued as it promotes personal contact between shopkeepers and shoppers/local residents and creates a more unique shopping experience than those offered in a 'big box' shopping centre.

Some centres have developed around specific attractions or 'niche' markets that serve a broader catchment. For example, The Spot has a cinema and an attractive heritage streetscape, and the centre has evolved to become a vibrant entertainment and dining precinct. Coogee by day is a popular destination for beach visitors and by night is a lively place for hotel, bar and restaurant patrons and the mix of cafes, restaurants and accommodation options reflects the visitor and tourism market. Clovelly has an established youth and children's retail focus while the La Perouse commercial area takes advantage of its location and extensive views across Botany Bay supporting a number of restaurants and cafes.

Traditionally, commercial centres consisted of just business/service uses however many centres, particularly Kingsford, Kensington and Maroubra Junction, have become mixed use centres; that is, providing for both commercial and residential purposes. As a result of this type development, the roles of the town centres' are being strengthened due to increased populations with the flow on effect being an increase in the range of services they feature. The mix of land uses within a centre also boosts public transport patronage and promotes vitality.

Most of the City's commercial areas are supported by local Chambers of Commerce for which local businesses collectively work to promote and attract customers to their centres. In recent years, Council has been working more closely with these Chambers to better understand and support our local centres.

To remain viable, planning for our town centres needs to focus on their local advantages such as their proximity to attractions such as parks, and building on their specialty niches as well as ensuring appropriate residential densities, public spaces and building design to support the continued success of these centres.

Primary challenges

Randwick City's main challenges in terms of planning for our commercial centres and small businesses will be:

1. To ensure each centre's unique elements and identity are strengthened;
2. To maintain and enhance a mix of businesses that constitute local employment opportunities and are a contributing factor in a stable and diverse local economy;
3. To create an attractive environment in which a sound mix of businesses and services in the City's existing centres is fostered so that the needs of both the local community and visitors are addressed;
4. To address the quality of the public domain in business centres, so as to ensure centres are presented as being inviting places where people want to be;
5. To manage parking, achieving a balance between access to the town centres, maintaining the centres' aesthetic appeal and promoting alternative transport;
6. To support public transport and establish convenient and high quality pedestrian and cycle links from surrounding areas to centres;
7. To manage competition from larger centres in adjoining council areas;
8. To consider how development and design controls might have to evolve so that likely growth in working from home, working part time and shift working can be accommodated.

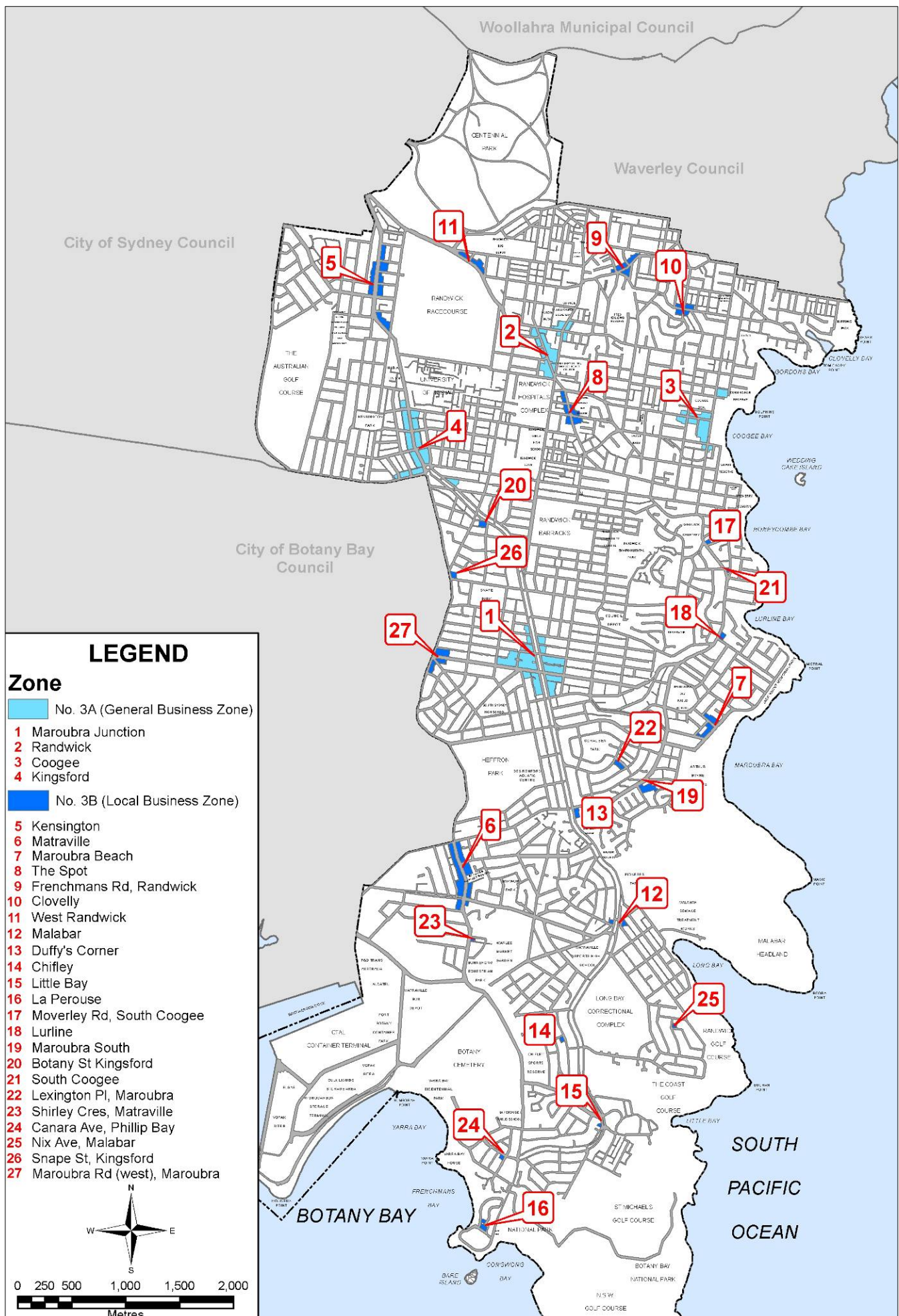


Figure 2: Location of zoned business centres in Randwick LGA

1.2 Historical Development

Randwick City, being one of the oldest local government areas (LGA) in Australia, has a long history of urban development with the initial pattern of settlement reflecting the walking tracks of the local Aboriginal population.

Early land grants were made notably to the Church in the establishment of “church and school lands” extending from Kensington through to Malabar and a government reserve further south between Long Bay and Bunnerong Road. With these land grants, three patterns of settlement established what today can be recognised as three distinct development patterns within Randwick City.

Fine grain subdivision and higher residential densities are concentrated on land north of Rainbow St, Kingsford with some large government sites for health, education, transport and large open spaces and defence institutions dispersed amongst lower density suburban subdivision patterns south of Rainbow St and north of Beauchamp Rd. Agglomerations of low density residential subdivision, extensive open spaces, government land and industrial uses are located south of Beauchamp Rd and extends to the southern portion of the LGA at Botany Bay.

The northern end of the Randwick LGA is where European settlement first concentrated with the establishment of industries to support Sydney including mills and logging, and shortly after a racecourse. Nearby fresh water from Lachlan Swamp, in what is now known as Centennial Park, supplied and supported these industries. In the 1830s, land was granted for settlement to create Randwick and Kensington villages and the sea-side “resort” of Coogee.

Generally the release of Torrens Title land for residential redevelopment followed the extension of the tramlines. As the tramline was extended through Randwick City, at each terminus a group of shops was established. The major routes along Anzac Parade and Bunnerong Road resulted in the establishment of more substantial “towns” which today we recognised as the town centres of Kensington, Kingsford, Maroubra and Matraville. The name Maroubra Junction relates directly to the role Maroubra played as a tram junction between lines.

Smaller local and neighbourhood shops were typically established where a tram terminated, such as Clovelly, Coogee, Maroubra, Malabar and La Perouse beaches, and along the tram routes at regular intervals.

1.3 Community Profile

The population of Randwick City was 122,173 in 2006, and in recent years has experienced a relatively slow yet steady population growth. In addition, the City's population is ageing and household occupancy is decreasing (i.e. there are fewer people per dwelling).

Between 2001 and 2006 the population of Randwick City grew at an average of 0.6% which was considerably lower than across Sydney (3.8%) over the same period. The population at the 2006 Census was 122,173, which was an increase of 679 people since the 2001 Census.

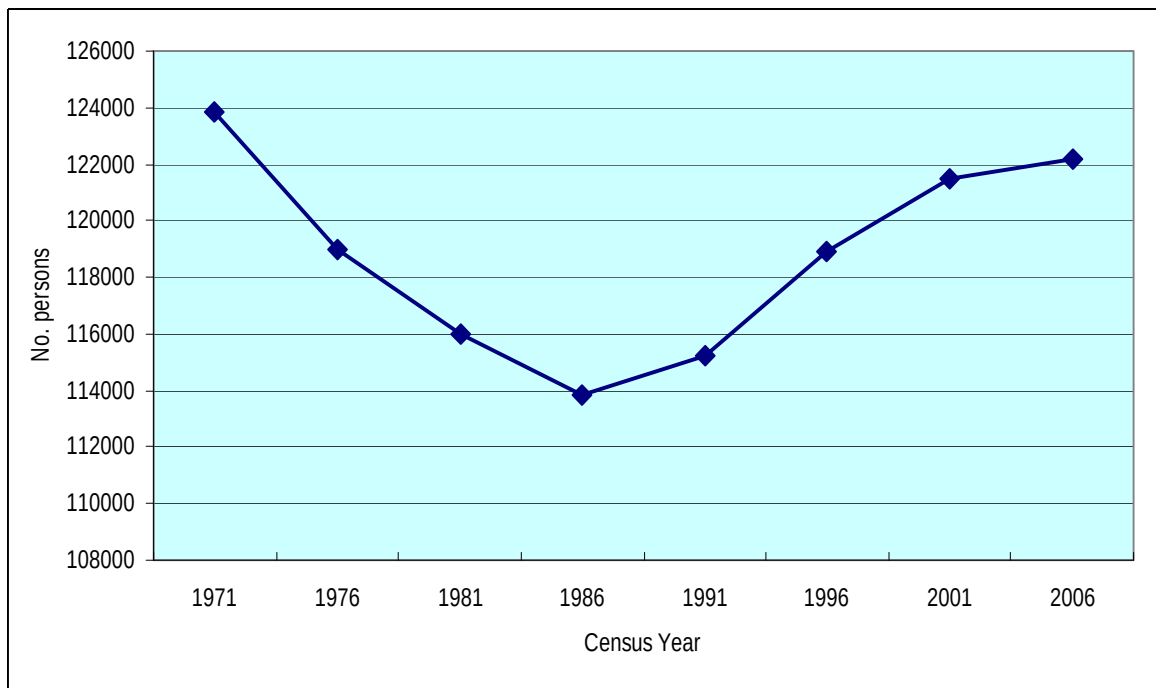


Figure 3: Population change 1971 – 2006
(Source: ABS 2006)

The population of Randwick City is ageing and this trend is expected to continue consistent with Sydney metropolitan wide trends. One indicator of the ageing population is the increasing median age which has steadily increased from 33 to 35 years at each Census year from 1996 to 2006. Randwick City also has higher proportions of young people (ie 18 – 34 years) and lower proportions of children (under 17 years) than Sydney.

Population forecasts indicate that the resident population of Randwick City will continue to grow at a slow yet steady rate, increasing in the range from approximately 10,000 to 15,000 over the next 20 years to 2031. This represents an annual growth rate of approximately 0.3% - 0.5%.

The population will continue to age and by 2031 older people (50 years+) are expected to represent about 31% of the City's population (currently about 28% of the population). Decline in the proportion of young people (18-24 years) may continue, as housing costs increase.

Workforce, Employment and Transport Characteristics

Figure 4 provides a key snapshot of workforce, employment and transport characteristics of the City. However for further details, see the Randwick Economic Activity Study, which was prepared for Council by SGS Economics and Planning in 2008.

Workers living and working in Randwick City	42.2%
Total residents employed	59,236
Leading industry sectors for employment	Health Care and Social Assistance (6,948 persons or 11.8%)
Declining Industry sectors	Manufacturing, Transport and Storage and Wholesale Trade
Dominant Occupation Categories	Professionals (31%); Clerical and Administrative and Managers (16%)
Declining occupation categories	Labourers (5.3%) Machinery Operators And Drivers (3.4%)
Public transport use by residents	26%
Walk to work	6%
Households with no vehicles	19%

Figure 4: Randwick City's Workforce, Employment and Transport Characteristics

In summary, the key characteristics of the City's workforce, employment and transport use are:

- Close to 60,000 residents are employed (or actively seeking work) which equates to a labour force participation rate of 58%, similar to the Sydney SD participation rate.
- A high proportion of residents live and work within the LGA.
- Of the 67% who work outside the LGA about 33% work in the Sydney CBD.
- The three largest industry sectors are Health Care and Social Assistance; Professional, Scientific and Technical Services; and Education and Training reflecting the location of major employment centres including UNSW, Hospitals, TAFE and associated health and medical businesses.
- Residents employed in Manufacturing; Transport and Storage; and Wholesale Trade which have traditionally provided a large proportion of blue collar jobs in the City are now declining. Similarly, a smaller proportion of residents are employed as Labourers and Machinery Operators/Drivers compared to Sydney SD.
- The proportion of persons employed as Professionals is significant compared to Sydney SD (31% compared to 23%).
- On a number of indices, Randwick City performs better in sustainable transport than other parts of Sydney SD such as high use of public transport, walking to work and the number of households with only one or no vehicles.

The above statistics indicate that the likely changes in workforce, employment and transport are as follows:

- The bulk of the City's workforce will continue to be concentrated in health and education industries.
- Employment growth will continue in the industrial area around Port Botany and in the Randwick Health and Education Specialised Centre.
- Employment in the City is narrowing around a few key occupation categories, namely professionals, managers and administrators.
- Randwick City's high quality residential areas and amenity will continue to attract a high quality workforce which is critical to support the ongoing strength of employment lands.

PART 2 PLANNING CONTEXT

This section of the Paper provides an overview of the State and local planning framework driving the need for this land use review and the preparation of a Comprehensive LEP/DCP. This includes the statutory and strategic requirements that Council must take into consideration during the preparation of its Comprehensive LEP.

2.1 NSW State Plan

Released in 2006 and subsequently updated in 2010, the State Plan is the overarching policy document for NSW. The State Plan sets goals and outcomes for the State Government to achieve over a ten year period (to 2016).

The following State Plan priorities apply to this Paper:

- Improve the public transport system;
- Increase use of walking and cycling;
- Increase the number of jobs closer to home;
- Grow cities and centres as functional and attractive places to live, work and visit;
- Maintain and invest in infrastructure;
- Increase business investment and support jobs;
- Drive innovation to grow productivity;
- Improve access to jobs and training;
- Promote healthy lifestyles; and
- Reduce potentially preventable hospital admissions.

2.2 Metropolitan Plan for Sydney 2036

The Metropolitan Plan for Sydney 2036 was released in late 2010 by the NSW Government. By integrating land use and transport planning, the Metropolitan Plan provides a strategic framework for the growth and development of Sydney over the next 25 years and aims to secure Sydney's position as Australia's global city. The Metropolitan Plan is a five-year update to the 2005 *Sydney Metropolitan Strategy – City of Cities*, with both plans mirroring and contributing towards fulfilling the priorities of the State Plan.

The Metropolitan Plan encompasses nine strategic directions, as follows:

1. Strengthening a City of Cities
2. Growing and renewing centres
3. Transport for a connected city
4. Housing Sydney's population
5. Growing Sydney's economy
6. Balancing land uses on the city fringe
7. Tackling climate change and protecting Sydney's natural environment
8. Achieving equity, liveability and social inclusion
9. Delivering the plan

As the aims of the Metropolitan Plan are to be achieved through a coordinated effort between State and local governments, Council is required to address and adhere to the objectives of these strategic directions in the formulation of local planning strategies and during the preparation of their Standard Instrument LEP.

The directions of most relevance to this Paper are “Growing and renewing centres”, “Housing Sydney’s population”, “Growing Sydney’s economy” and “Achieving equity, liveability and social inclusion”. In the context of this Paper, the following objectives and associated actions are considered pertinent to Randwick City:

Growing and renewing centres	
Objective B1 <i>To focus activity in accessible centres</i>	B1.1 Plan for centres to grow and change over time
	B1.2 Establish appropriate mechanisms in Subregional Strategies to provide sufficient capacity for commercial development in centres, taking into account identified demand
	B1.3 Aim to locate 80 per cent of all new housing within the walking catchments of existing and proposed centres of all sizes with good public transport
Objective B2 <i>To strengthen major and specialised centres to support sustainable growth of the city</i>	B2.1 Promote identified future directions for Major and Specialised Centres through subregional and local planning, infrastructure planning and location of services
	B2.2 Provide sufficient capacity for the clustering of businesses and knowledge-based activities in Major and Specialised centres
Objective B3 <i>To plan for new centres and instigate a program for high quality urban renewal in existing centres serviced by public transport</i>	B3.1 Plan for new centres in existing urban areas and Greenfield release areas
	B3.2 Plan for urban renewal in identified centres
	B3.3 Provide for the protection and adaptive reuse of heritage items in centres undergoing urban renewal
	B3.4 Investigate the economic case for targeted State investment in urban renewal in more challenging localities
	B3.5 Identify urban renewal opportunities in social housing areas by including a range of Government services in renewal programs
	B3.7 Use urban renewal of social housing to better meet the needs of Aboriginal people
Housing Sydney's population	
Objective D2 <i>To produce housing that suits our expected future needs</i>	D2.1 Ensure local planning controls include more low rise medium density housing in and around smaller centres
Growing Sydney's economy	
Objective E1 <i>To ensure adequate land supply for economic activity, investment and jobs in the right locations</i>	E1.1 Reflect new subregional employment capacity targets in subregional Strategies and Local Environmental Plans
Objective E2 <i>To focus Sydney's economic growth and renewal, employment and education in centres</i>	E2.1 Plan for more commercial and retail jobs in highly accessible Strategic Centres
	E2.2 Ensure an adequate supply of retail, office space and business parks
Objective E4 <i>To provide for a broad range of local employment types in dispersed locations</i>	E4.1 Ensure all new LEPs provide for a broad range of local employment types
	E4.2 Promote co-location or good transport connections between school and TAFE campuses
Achieving equity, liveability and social inclusion	
Objective H1 <i>To ensure equity, liveability and social inclusion are integrated into plan making and planning decision making</i>	H1.4 Ensure the special needs of particular groups are considered in plan making and planning decision making
Objective H2 <i>To ensure appropriate social infrastructure and services are located near transport, jobs and housing</i>	H2.1 Plan and coordinate the effective and timely provision of social infrastructure and services
Objective H3 <i>To provide healthy, safe and inclusive places based on active transport</i>	H3.1 Design and plan for healthy, safe, accessible and inclusive places

2.2.1 Draft East Subregional Strategy

The NSW Government's supporting draft East Subregional Strategy (2007) was released in conjunction with the 2005 Metropolitan Strategy and provides more specific detail for the East Subregion, which covers the local government areas of Randwick, Botany Bay, Woollahra and Waverley. Subregional planning is an important step in translating the Metropolitan Strategy at a local level.

The subregional strategy guides the long term development of the subregion and provides direction for Council's in the preparation of their Comprehensive LEP. A key feature of the subregional strategy is targets for employment and residential capacity. Council is responsible to meet these targets to ensure growth is balanced sustainably within the East subregion.

In terms of employment targets, Randwick City is to support 5,900 new jobs over 25 years to 2031, most of which are expected to be located in the Port Botany area and in the Health and Education Specialised Centre precinct, however existing and emerging town and commercial centres across the City will also need to allow for additional expected employment of around 1,900 jobs.

Randwick City also needs consider the residential target for 8,400 new dwellings by 2031. Again much of this needs to focus in and around business centres where there are services and public transport nodes to sustainably support the additional population.

2.2.2 Hierarchy of Commercial Centres

In addition to the targets, the Subregional Strategy reinforces centres policy by establishing a hierarchy of commercial centres to identify the mix and range of existing centres within the East subregion. The benefits of adopting this approach is that activities are concentrated in centres which results in improved access to services, encourages competition and innovation, makes better use of public transport and infrastructure.

The hierarchy of centres distinguishes between two classes of centres, being either a 'strategic centre' or a 'local centre'. The subregional strategy recognises two strategic centres within the Randwick LGA, namely Port Botany and environs and the Randwick Education and Health Specialised Centre. All of the City's other commercial and retail areas fall within the local centres category.

The roles and characteristics of these centres are summarised below:

Strategic Centres play a key role in the State's economy and are the main focus for major business, professional services, specialised health and education precincts, specialised shops, tourism, recreation and entertainment. Given their economic role, these centres, the State Government plays a greater role in their planning and governance. Strategic centres are further broken down as follows:

- *Global Sydney* (CBD and North Sydney): This centre is of national and international significance as the global hub of the Australian economy.
- *Regional Centres*: Provides a full range of business, Government, cultural, entertainment and recreational activities and are a focal point for regional transport and jobs. The six regional centres are Parramatta, Liverpool, Penrith, Newcastle, Gosford and Wollongong.

- *Major Centres:* Major Centres are the main shopping and business centre for a district, usually with large shopping malls, government offices, taller office and residential buildings, and central community facilities, including Green Square and Bondi Junction.
- *Specialised Centres:* Specialised Centres are areas that have significant economic and employment functions for the metropolitan area. Randwick City's two specialised centres fall within this category. For more information on the Port Botany and Environs Specialised Centre, see the Industrial Lands Discussion Paper, and for the Education and Health Specialised Centre, see the Randwick Education and Health Specialised Centre Discussion Paper.

Local Centres are of a smaller scale and focus on providing retail and small local business and personal services for the local populations, businesses and industries that they serve. Local centres provide a substantial proportion of employment, with over 500,000 people employed across the Sydney Metropolitan Region. The Strategy allows for a greater role by local government to manage neighbourhood, village and town centres, with assistance from the State Government to provide suitable infrastructure. Local centres are divided into four categories:

- *Town Centres:* A Town Centre is generally a larger group of shops and services with one or two supermarkets, sometimes a small shopping mall, some community facilities such as a local library, a medical centre and a variety of specialist shops. Town Centres have to balance activities, such as parking, service vehicles and through-traffic with making a pleasant residential and pedestrian environment. They also have to integrate malls/large stores into the main strip/street based centre. The acceptable catchment of a Town Centre is approximately an 800 metre radius which is widely accepted as a comfortable 10 minute walk.
- *Villages/small villages:* A village is a strip of shops for daily shopping which typically includes a small supermarket, butcher, hairdresser, restaurants and take away food shops. Villages also need to develop an enjoyable public environment with a mix of uses and good physical links with the surrounding neighbourhood. The acceptable catchment of a Village Centre is approximately a 400 to 600 metre radius.
- *Stand Alone Centres:* These centres are individual privately owned shopping centres that are not associated with a street based shopping centre. There are no such centres in Randwick City, however Eastgardens Shopping Centre is located on the City's boundary and competes with Maroubra Junction, Matraville and other centres in the central and southern suburbs.
- *Neighbourhood Centres:* A Neighbourhood Centre is a small group of shops or a corner shop that you can walk to and buy daily needs such as milk and the newspaper. Neighbourhood Centres should have a public transport link with other centres and be located close to schools and other compatible activities and have some medium density housing, such as townhouses, to add vitality, safety and create a sense of place. A Neighbourhood Centre has a radius catchment of approximately 200 metres.

Some neighbourhood centres are made up of only one or two shops, and some have a residential rather than commercial zone. Randwick's LEP allows, with restrictions, neighbourhood shops in residential zones.

Enterprise Corridors are areas along busy roads that contain a mix of commercial, retail and light industrial activities and form a 'buffer' to surrounding residential areas. They also often provide lower rent locations for niche retail and office or retail space for start up enterprises.

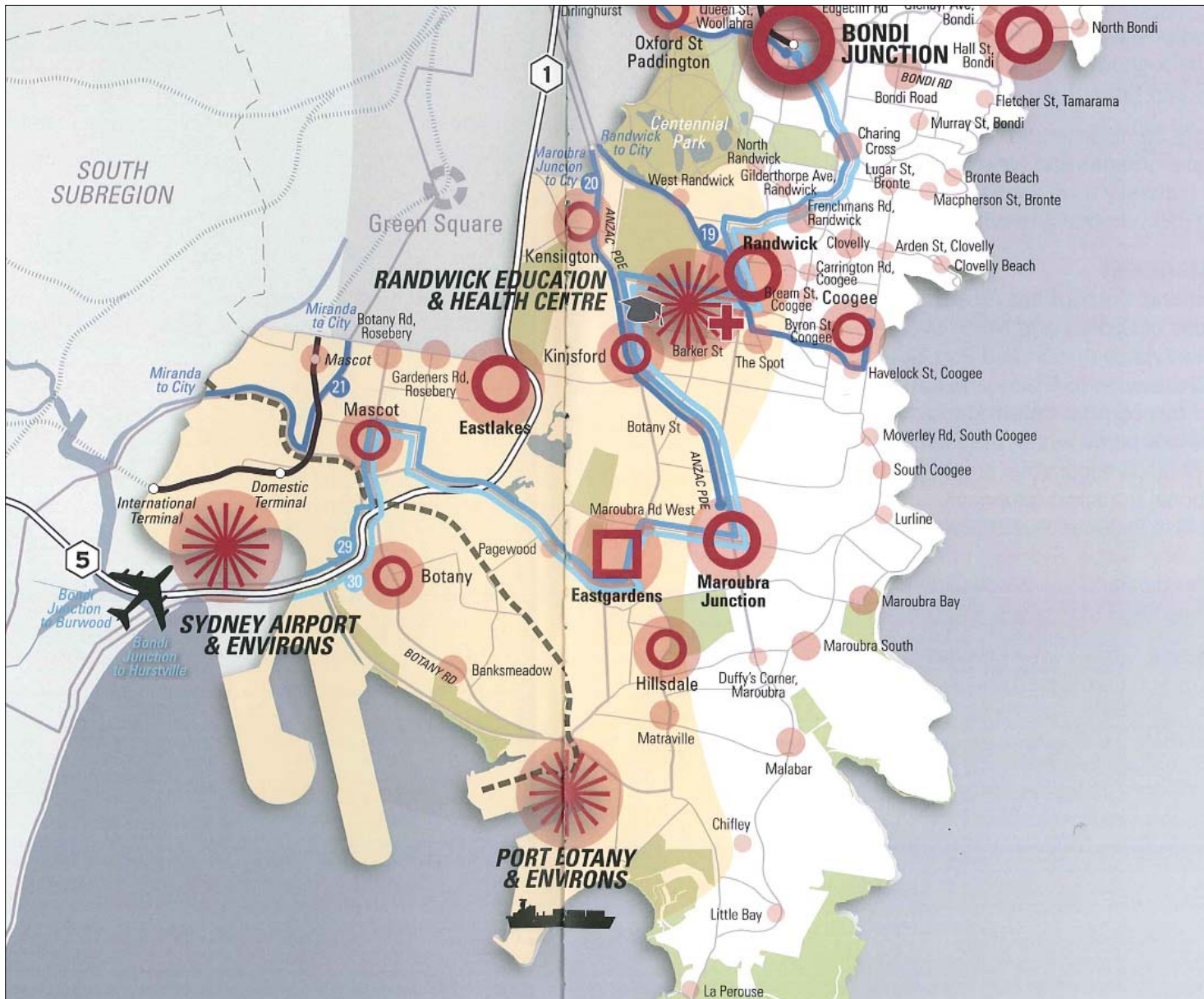
Residential development is often pursued in these corridors to take advantage of lower land costs. This should only occur however where the noise and air quality impact of the road can be minimised and good quality, high amenity residential dwellings created.

There are no enterprise corridors in Randwick City, however the draft East Subregional Strategy identifies a possible corridor along Anzac Parade between Kingsford, Maroubra Junction and Duffy's Corner. However, given the nature of Anzac Parade in this location, and the existing development pattern, this is not supported by Council.

The use of this centres typology is of assistance when undertaking strategic planning in and around centres. The typology does not suggest that centres will always be static and they may grow (or contract) over time and the centre typology may change.

From the above typology of centres and analysis of individual centres, a retail hierarchy for Randwick LGA can result. Figure 5 and the following table organises centres within the Randwick LGA according to this centres hierarchy structure:

Centre type	Location	Strategy aims for centres
Specialised centres	Randwick Education and Health Precinct; Port Botany and Environs	Focus of national and international business. Education and Health Centre currently employs 9,800 and is expected to grow to 12,100 by 2031. Port Botany centre currently employs 11,200 and is expected to grow to 15,100 by 2031.
Town centres	Randwick; Maroubra Junction	One or two supermarkets, community facilities and services; 4,500 - 9,000 dwellings. Maroubra Junction is considered one of the main shopping centres in the LGA which has undergone significant recent reinvigoration resulting from increased mixed use development and redevelopment of the mall. Randwick Junction functions as a traditional high street and is considered to have limited capacity for growth due to heritage considerations.
Village centres	Coogee; Kensington; Kingsford	Strip of shops containing small supermarket and local services (hairdresser, take-away food shops); 2,100-5,500 dwellings.
Small village centres	Clovelly; Frenchmans Road; The Spot; Matraville; Maroubra Beach; Maroubra South; Malabar	Small strip of shops within 5-10 minutes of residential area; 800-2,700 dwellings
Neighbourhood centres	North Randwick; West Randwick; Clovelly; Havelock Ave; Bream St; Byron St; Moverly Rd; Botany St; Duffys Corner; Lurline; Little Bay; Chifley; La Perouse; Maroubra Road West; Arden St; Carrington Rd; Alison Rd; Barker St	A cluster of shops and services; between 150-900 dwellings



Neighbourhood Centre (eg Lurline)



Village/small village (eg Maroubra Beach)



Town centre (eg Maroubra Junction)

Figure 5: Typology of centres
(Source: Department of Planning)

2.2.3 Draft Centres Design Guidelines

Design guidelines for centres were issued by the NSW Government in 2011. The purpose of the Centre Design Guidelines is to promote design quality and excellence in new development within centres that are undergoing urban renewal. Although these design guidelines are not Government policy, these principles should be accounted for in the planning of business centres.

Design principles which should be considered in developing plans for successful town centres are listed below:

- A good quality public environment;
- Traffic levels suitable for comfortable main streets in centres;
- Proactive mixed land use planning guidelines such as suitable locations for commercial and residential uses in large centres, and collocation of things like schools, childcare centres, post boxes and bus stops within smaller centres;
- Pedestrian networks with street patterns which encourage physical activity, to gain the associated social, health and environmental benefits;
- Car parking locations and good design for minimising negative impacts such as large expanses of asphalt car parking cutting-off surrounding areas from their centre;
- Structure planning for centres of mixed activities branching off arterial roads and Enterprise Corridors, rather than straddling them;
- Architecture for new buildings in high density large centres and medium-low density small centres and a mixture of building types as well as adapting existing buildings for different uses;
- Landscape architecture;
- Building form and character, principles for sunny main streets with building mass and heights in relation to street width, setback and alignment;
- Building forms and site planning for developments along enterprise corridors and residential densification in renewal corridors;
- Individual circumstances, topography and other characteristics with urban design making the most of each centre's identity;
- Sufficient density to support the viability of centres of different types;
- Management of issues arising if a centre grows to be a larger centre type;
- Integration of shopping malls with centres;
- Flexibility to respond to the needs of successive generations;
- Coordination with and, ready access to, transport, with facilities located with interchanges and on routes; and
- Availability and accessibility of open space and other leisure areas, of different types.

2.3 The Standard Instrument LEP

Introduced by the State Government in 2006, as part of its planning reforms, the Standard Instrument aims to give uniformity for all new principal (or comprehensive) LEPs in NSW.

The Standard Instrument specifies the structure of comprehensive LEPs including standard zones and zone objectives, mandates certain uses as permitted or prohibited in certain zones, and identifies compulsory and optional provisions. Councils must adopt the standard template as the basis to prepare their own LEPs and have the option of adding other provisions that are considered relevant to the local planning context.

The Standard Instrument offers a suite of business zonings which Council can choose to use in its Comprehensive LEP. An analysis and discussion of zoning options for business centres and other relevant clauses can be found in Part 4 of this Paper.

2.4 State Environmental Planning Policies

State environmental planning policies (SEPPs) deal with issues significant to the state and people of New South Wales and are made by the Minister for Planning. The key SEPPs that may influence development in our commercial zones and need to be considered when developing new controls are:

SEPP	Purpose
1 - Development Standards (Gazetted: 17.10.1980)	SEPP 1 provides councils with the flexibility to vary development standards contained within a LEP, such as maximum building height or maximum floor space ratio where compliance is unreasonable or unnecessary in the circumstances. This will be replaced in the Standard LEP Instrument under Clause 4.6 Exceptions to development standards.
22 - Shops and Commercial Premises	This SEPP permits within a business zone, a change of use from one kind of shop to another or one kind of commercial premises to another, even if the change of use is prohibited under an environmental planning instrument.
32 - Urban Consolidation (Redevelopment of Urban Land)	While this SEPP focuses on residential development, it simultaneously encourages increased residential densities and urban redevelopment, in and around town centres.
65 - Design Quality of Residential Flat Development	This SEPP provides for independent expert advice on the merit and architectural quality of residential flat development and mixed use development over three storeys.
Building Sustainability Index: BASIX 2004	This SEPP ensures that the residential component of any mixed use development meets certain NSW wide sustainability criteria. It is voluntary for any commercial component.
Major Development 2005	This SEPP defines certain developments as major projects to be determined by the Minister for Planning and includes a range of tourist and commercial related development types.
Infrastructure 2007	This SEPP provides a planning regime for certain infrastructure development.
Exempt and Complying Development Codes 2008	The SEPP allows a range of minor and low impact development to occur in commercial zones as exempt or complying development, without the need to obtain development consent. The SEPP overrides Council's existing planning controls for certain low impact development, such as change of use, minor external works and shop fit outs.
Competition 2010 (Draft)	In response to a report by the ACCC asserting that the NSW planning system may be anticompetitive, the Department recently released this draft SEPP for public comment. The draft aims to ensure that the commercial viability of proposed commercial development or another existing commercial development is not a matter that may be taken into consideration by a consent authority for the purposes of determining a development application under Part 4 of the Act. It also aims to ensure that there are not any restrictions in an environmental planning instrument or development control plan on the number of a particular type of retail premises in any commercial development, or in any particular area.

2.5 Section 117 Ministerial Directions

The Minister for Planning, under section 117(2) of the *Environmental Planning and Assessment Act 1979* (EP&A Act) issues directions that councils must address during the preparation of a new LEP. Section 117 Directions cover topics such as employment and resources, environment and heritage, housing, hazard and risk, infrastructure and urban development.

As part of the preparation of the comprehensive LEP, Council must consider the following Ministerial Directions made under Section 117 of the EP&A Act:

Section 117 Direction	Purpose
1.1 Business and Industrial Zones	The objectives of this direction are to encourage employment growth in suitable locations, protect employment land in business and industrial zones, and support the viability of identified strategic centres.
2.3 Heritage Conservation	The objective of this direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance.
3.4 Integrating Land Use and Transport	The objective of this direction is to ensure that urban structures, building forms, land use locations, development designs, subdivision and street layouts achieve the following planning outcomes: ➤ improving access to housing, jobs and services by walking, cycling and public transport, and ➤ increasing the choice of available transport and reducing dependence on cars, and ➤ reducing travel demand including the number of trips generated by development and the distances travelled, especially by car, and ➤ supporting the efficient and viable operation of public transport services, and ➤ providing for the efficient movement of freight.
4.3 Flood Prone Land	The objective of this direction is to avoid significant adverse environmental impacts from the use of land that has a probability of containing acid sulfate soils.
4.1 Acid Sulfate Soils	The objectives of this direction are to ensure that development of flood prone land is consistent with the NSW Government's Flood Prone Land Policy and the principles of the Floodplain Development Manual 2005, and to ensure that the provisions of an LEP on flood prone land is commensurate with flood hazard and includes consideration of the potential flood impacts both on and off the subject land.
7.1 Implementation of the Metropolitan Strategy	This direction is to give legal effect to the vision, land use strategy, policies, outcomes and actions contained in the Metropolitan Strategy.

2.6 The Randwick City Plan

The Randwick City Plan was adopted by Council in 2006 (and updated in 2010) and sets a strategic direction for Randwick City for the next 20 years. The City Plan comprises of five broad interrelated themes:

- A Sense of Community;
- Places for People;
- A Prospering City;
- Moving Around; and
- Looking After Our Environment.

Most directly related to this Paper is the theme '*A Prospering City*', which focuses on local employment opportunities and strengthening economic growth. The theme aims to facilitate economic development, enhance and promote town centres, improve accessibility to and around key economic activity centres and manage tourism and its impacts in an environmentally and socially responsible manner. The key outcomes associated with the theme '*A Prospering City*' are:

Theme: 'A Prospering City'
'A strong local economy' This outcome encourages vibrant businesses that provide ongoing and diverse employment opportunities and vibrant town centres that serve the community and foster support for local business activity. Actions include: • Improved design and sustainability across all development • Foster distinct identities for each town centres • Maintain public parking in town centres
'Excellence in urban design and development' This outcome seeks to improve design and sustainability across all development. Actions include: • Develop contemporary design guidelines • Encourage and reward design excellence • Maximise the environmental performance of new buildings
'A liveable city' This outcome provides a strategic land use framework for our changing City, focusing on diversity, accessibility, adaptability and creating neighbourhoods for our community to live, work, shop and socialise. Actions include: • Comprehensively review Randwick LEP and town centre controls • Support urban renewal around town centres and transport routes • Strengthen the integration of transport and land use

The City Plan notes that RCC has an important role in supporting the local economy, however many aspects of economic change and success of an area lie in factors beyond our LGA boundaries. Nevertheless, in addition to planning considerations, the City Plan notes a range of measures to support the local economy such as economic leadership programs, marketing and promotion and "Shop Locally" type campaigns.

2.7 Local Planning Controls

2.7.1 Randwick Local Environmental Plan 1998 (Consolidation)

Randwick Local Environmental Plan (Consolidation) 1998 (RLEP) is the statutory planning instrument that currently applies to Randwick City. The LEP designates the zoning, zone objectives, sets out permissible and prohibited land uses and other key planning controls for development. It controls the development of land for specific purposes through zoning and development controls. The general aim of RLEP is to create a broad framework of planning controls that manages development whilst ensuring environmental conservation, enhancing economic development and social well-being.

Two business zonings exist within the RLEP, namely the 3A General Business and 3B Local Business zones. The 3A General Business zone is used to support the role and function of the City's town and larger village centres (Randwick, Maroubra Junction, Kingsford and Coogee) while the 3B Local Business zone is used for the smaller village and neighbourhood centres.

The land use zones for the 3A and 3B business zones are specified within clauses 13 and 14 of RLEP, and provided as follows:

Zone No 3A (General Business Zone)
(1) The objectives of Zone No 3A are: (a) to maintain the viability of existing business centres, and (b) to facilitate the orderly and economic development of land as business centres, for commercial, retail, residential and community purposes by: (i) introducing controls for the bulk and scale of buildings, and (ii) encouraging economically viable retail cores which are centrally located and in close proximity to public transport, and (iii) improving employment opportunities, and (iv) servicing the needs of the local and regional community, and (v) encouraging the provision and use of public transport, and (vi) providing and improving pedestrian and public open space areas for shoppers and workers, and (vii) maintaining and improving the environmental and aesthetic qualities of the City of Randwick, and (c) to minimise the impact of development on adjoining and nearby residential zones, and (d) to encourage housing affordability. (2) Development for the purpose of the following does not require development consent: Bushfire hazard reduction; Public utility undertakings; Recreation (3) Any development not included in subclause (2) or (4) requires development consent. (4) Development for the purpose of the following is prohibited: Animal establishments; Bulk stores; Caravan parks; Container depots; Generating works; Hazardous industries; Hazardous storage establishments; Heliports; Industries; Landscape and garden supplies; Offensive industries; Offensive storage establishments; Panel beating workshops; Potentially hazardous industries; Potentially offensive industries; Transport depots; Warehouses; Waste management facilities

Zone No 3B (Local Business Zone)

(1) The objectives of Zone No 3B are:

- (a) to provide opportunities for local retail and business development in the City of Randwick, and
- (b) to provide opportunities for associated development such as car parking and service industries, and
- (c) to provide opportunities for residential accommodation in local business centres where it does not interfere with the primary business function of the zone, and
- (d) to minimise the impact of development on adjoining and nearby residential zones, and
- (e) to encourage housing affordability, and
- (f) to encourage the provision and use of public transport.

(2) Development for the purpose of the following does not require development consent:

Bushfire hazard reduction; Public utility undertakings; Recreation

(3) Any development not included in subclause (2) or (4) requires development consent.

(4) Development for the purpose of the following is prohibited:

Amusement centres; Animal establishments; Automotive uses; Backpacker accommodation; Brothels; Bulk stores; Bulky goods premises; Caravan parks; Container depots; Dwellings (other than those attached to buildings involved in other uses which are permissible in this zone); Generating works; Hazardous industries; Hazardous storage establishments; Helicopter landing sites; Heliports; Industries; Light industries; Multi-unit housing (other than dwellings attached to buildings involved in other uses which are permissible in this zone); Offensive industries; Offensive storage establishments; Panel beating workshops; Plant and equipment hire; Potentially hazardous industries; Potentially offensive industries; Restricted premises; Serviced apartments; Transport depots; Warehouses; Waste management facilities

Other relevant RLEP clauses

RLEP also contains additional provisions which relate to business zoned land.

Clauses 20F (3) and 20G (5) sets maximum floor space ratios and building heights respectively, which are shown graphically on the RLEP maps and vary across each of the commercially zoned centres, but do not apply to Kensington, Maroubra Junction or Matraville town centres, as noted below.

Clauses 35 and 35A permits, with restrictions, businesses in certain properties within residential zones.

Clauses 42C, 42D and 42DA provide specific controls for the Kensington, Maroubra Junction or Matraville town centres respectively, including building heights and number of storeys, and give force to the relevant development control plan for each of the centres. This is based on detailed planning/design reviews undertaken in recent years for these centres which focused on design excellence and detailed building envelopes to control development.

The heritage provisions in Part 4 of the LEP apply to heritage items, which are listed in Schedule 3, and the heritage conservation areas which are shown graphically on the LEP map.

Schedule 2 (and Clause 42) permits certain specified additional land uses on the specific properties listed in the schedule, to those permitted by the relevant zone.

2.7.2 Development Control Plans

Development control plans (DCPs) provide additional detail and guidance to the LEP for assessing development proposals. DCPs take the form of a written statement and can include maps, plans, diagrams, illustrations and the like. DCPs must be consistent with an LEP, and in the case of any inconsistency, the provisions of the LEP will prevail. In addition to the preparation of a Comprehensive LEP, Council is required to renew all DCPs and prepare a single Comprehensive DCP.

There are a number of DCPs, both issue based and centre specific, relevant to development permitted on land with commercial zones. The centre specific DCPs generally provide holistic controls for proposed development within the designated centre including, for example, controls for setbacks, design, signage, awnings, access, etc. Meanwhile, issue based DCPs provide controls for a specific form of development, such as parking, whatever the site. Some centre specific DCPs still require consideration of issue based DCPs for particular aspects of certain proposals.

Centre specific DCPs

There are currently eight DCPs that relate specifically to centres. They are listed as follows:

- Matraville Town Centre (2006)
- Maroubra Junction Town Centre (2003)
- Kensington Town Centre (2002)
- Maroubra Beach Commercial Precinct (2000) (currently under review)
- Randwick Junction (1999)
- DCP 16: Kingsford Commercial Centre (1996)
- DCP 22: The Spot & surrounds (1995)
- DCP 6: land bounded by Kemmis Street, Frenchmans Road and Clovelly Road, Randwick (1986)

The Prince Henry Site and the Bundock Street former Defence site DCPs also have site specific controls for the small neighbourhood centres proposed within these mixed use redevelopment sites.

The above DCPs are discussed further in their relevant Centres Profile section of this Paper (Part 3).

Issue based DCPs

At present, there are seven issues-based DCPs that may apply to business centres. An overview of these DCPs is discussed below:

Development Control Plan	Summary
Exempt and Complying Development (2008)	This DCP specifies the categories and requirements for low impact development, classified as exempt or complying development, that are permissible in commercial zones. Examples of this form of development includes certain types of business signs, changes of use and commercial fit outs. SEPP (Exempt and Complying Development Codes), amongst other SEPPS, has progressively introduced a range of Exempt and Complying Development categories and controls that override Randwick's DCP and are applied State wide. With the adoption of the new Comprehensive LEP, all remaining exempt and complying development DCP controls not superseded by the SEPP controls are to be incorporated into the LEP and the DCP will be repealed.
Footpath Dining & Trading (2004)	This DCP contains guidelines and controls for the development of outdoor dining, signage and other activities on public footpaths.
Backpacker Accommodation (2000)	This DCP provides guidelines and controls for the establishment and operation of backpacker's hostels and other similar types of short stay accommodation.
Outdoor Advertising (1998)	This DCP contains guidelines and controls for outdoor advertising throughout all zones in the City of Randwick.
Parking (1998)	This DCP provides standards, guidelines and design parameters for parking, car parks and vehicle maneuvering and access for all forms of development in the City. The DCP will be reviewed as part of the new Comprehensive LEP and DCP process and will be addressed as a standalone project.
DCP 21: Amusement Centres (1994)	This DCP sets out requirements for the establishment of amusement centres. amusement centre means a building or place (not being part of a pub or registered club) used principally for playing: (a) billiards, pool or other like games, or (b) electronic or mechanical amusement devices, such as pinball machines, computer or video games and the like.
Late Night Trading DCP (Draft)	This draft DCP is currently in preparation and will seek to manage adverse impacts associated with night trading premises through controls that set limits on late night trading hours, operational conditions and requirements such as a management plan which outlines safety and mitigation measures.

2.7.3 Other local policies

Council has in place additional policies for development. The Private Stormwater Code, Contaminated Land Policy, Subdivision Code (in relation to road widening in Maroubra) and Rainwater Tank Policy contain other controls and issues for consideration in the design and assessment process.

It should be noted that any environmental controls in Council's LEP or DCP relating to energy and water consumption or thermal comfort only applies to the commercial/retail component of the proposed development. SEPP BASIX (Building Sustainability Index) applies to the residential component.

2.8 Council Study – Randwick Economic Activity Study

Council commissioned SGS Economics and Planning to undertake an Economic Activity Study (2008) to analyse and review economic trends and opportunities across Randwick. The economic analysis focused on expected demands and employment targets set by the State Government and to determine the future economic direction of businesses operating in the area. The City-wide economic study was also prepared in response to the Randwick City Plan, to support the economic theme of 'a prospering city' and to provide input to the comprehensive LEP and DCP.

While the Study primarily focused on the economic activity at the Port Botany and Environs Specialised Centre and the Randwick Education and Health Specialised Centre, it also examined the City's other employment areas such as town centres (see Figure 7). The Study divides the City's town centres into three distinct groups, being specialised centres, neighbourhood centres (convenience stops for residents) and coastal centres (caters for residents and visitors/tourists).

A snapshot of Randwick City's economic profile is summarised as follows:

- As of 2006, approximately 35,600 people were employed in Randwick City, of which around 11,000 were employed in commercial centres.
- 44% of people employed in Randwick City also live in the City, while 67% of workers in town centres live within the East Subregion.
- There is approximately 333,000sqm of retail/commercial floor space across all centres.
- Accommodation, cafes and restaurants and retail trade uses occupy the most floor space within Randwick City (approximately 62%).
- The commercial centres of Frenchmans Rd and Coogee have the lowest vacancy rates while Maroubra Beach, South Maroubra and Matraville centres have the highest vacant premises.
- Leisure and consumption sectors are high – tourism plays an important role in local economy.
- At the time of the Study, Randwick Junction had the most employment floorspace within the LGA, however since then Maroubra Junction has become the largest centre having grown rapidly along with the proximate population in recent years. This is indicated in Figure 6.

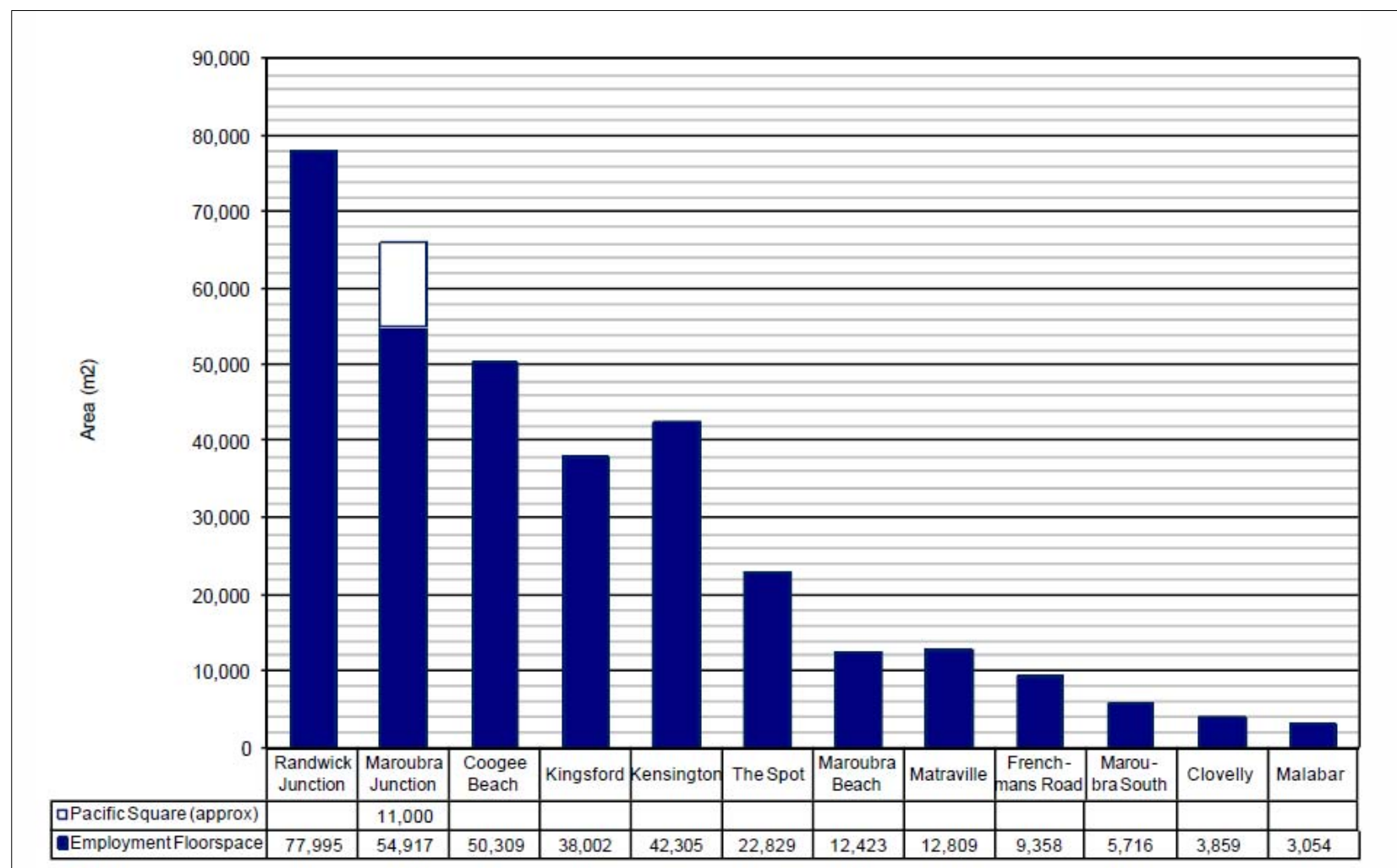


Figure 6: Floorspace by centre (2007)
(Source: SGS Economics and Planning)

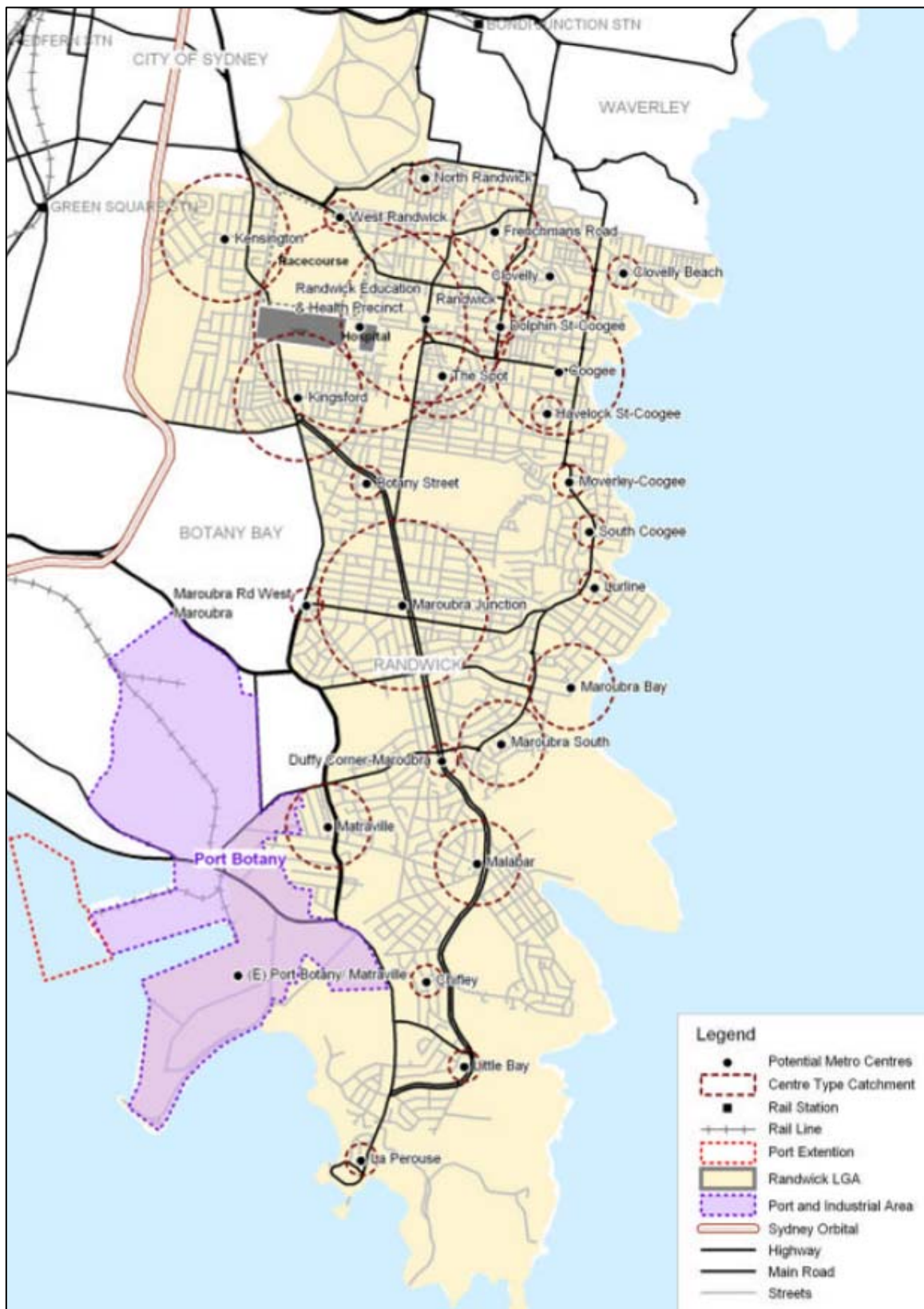


Figure 7: Key economic precincts in Randwick LGA
(Source: SGS Economics and Planning)

The Study anticipates the following forecasts for 2031:

- The Draft Subregional Strategy nominates a target increase in employment of around 1,900 jobs across employment lands of Randwick LGA (excluding the specialised centres) by 2031, equivalent to growth of roughly 8.5%. The Study suggests significantly stronger growth in the order of 40% (between 2006 and 2031).
- This 40% increase in the number of jobs in Randwick City would amount to an additional 47 000sqm of floor space being required in business centres. 14,000sqm of this floor space will be used for property and business services (eg offices) while retail trade will require around 8,000sqm of floorspace.
- The majority of the expected growth in these employment numbers across Randwick City to 2031 will occur in town centres and as 'home businesses' in residential areas, increasing by approximately 9,000 additional jobs, which would address the employment targets set for Council.
- 'Property and business services' uses will have the greatest increase in employment numbers, followed by 'retail trade', Health and Community Services' and 'Accommodation, Cafes and Restaurants'.
- Figure 8 provides an overview of centres that have capacity to absorb the expected growth in retail/employment floorspace. Figure 8 below, reveals that the Kingsford centre has the most potential in providing additional employment floorspace within the City, being capable of accommodating approximately 158,000sqm of extra floorspace. This is followed by Maroubra Junction and Randwick Junction, having the capacity to provide 50,000sqm and 41,000 sqm of employment floorspace respectively.

	Existing non residential floorspace (sqm)	Gross capacity estimates						Net capacity estimates		
		Centres with FSR controls		Centres with building envelope controls				Existing vacancies (sqm)	Development potential (sqm)	Total (sqm)
		FSR limits	Gross capacity - by FSR limits on business-zoned land (sqm)	Total building footprint ground area (sqm)	Assumed average storeys for non-res uses	Gross capacity - by current building footprints (sqm)	Total (sqm)			
Randwick Junction	77,995	2	119,456				119,456	2,837	38,624	41,461
Maroubra Junction*	54,917			70,248	1.5	105,372	105,372	19,561	30,894	50,455
Coogee Beach	50,309	1.5	72,709				72,709	1,306	21,093	22,399
Kingsford	38,002	3.0	196,312				196,312	5,055	153,254	158,309
Kensington**	42,305			36,007	1.4	50,410	50,410	5,099	3,006	8,105
The Spot	22,829	1.5	28,377				28,377	0	5,548	5,548
Maroubra Beach	12,423	2.0	26,796				26,796	2,232	12,142	14,373
Matraville	12,809			23,944	1.0	23,944	23,944	2,364	8,771	11,135
Frenchmans Road	9,358	1.5	19,971				19,971	412	10,202	10,614
Maroubra South	5,716	1.0	12,333				12,333	951	5,666	6,617
Clovelly	3,859	1.0	9,867				9,867	0	6,008	6,008
Malabar	3,054	1.0	3,336				3,336	280	2	282
TOTAL	333,577						668,883	40,098	295,209	335,306

*The current floorspace estimate for Maroubra Junction excludes Pacific Square, which is therefore incorporated into the centres' capacity estimate.

Source: SGS

** Net capacity for Kensington does not include undeveloped residential land within the Town centre.

Figure 8: Non-residential floorspace capacity estimates in main centres
(Source: SGS Economics and Planning)

While the Study reaffirms the hierarchy of centres delineated in the East Subregional Strategy as being generally appropriate, the Study identifies three key centre patterns in the Randwick LGA, being:

1. Major inland service and specialised centres
2. Local village and neighbourhood centres
3. Coastal centres

Major inland service and specialised centres are located on major thoroughfares with good access to public transport services. These centres offer a broad range of amenities and retail services. Centres that fall within this category include Maroubra Junction, Randwick Junction, Kingsford, Kensington and Matraville (plus the Port district and Health and Education Specialised Centre).

Local village and neighbourhood centres are generally situated on public transport routes and provide day-to-day services for local residents and workers. Clovelly, Frenchmans Road, Maroubra South, Lurline and Malabar (amongst others) are considered to be a typical village/neighbourhood centre. The majority of Randwick's centres fall within this category.

Coastal centres are considered to be destinations and provide recreational and retail opportunities for local residents and visitors from outside the Randwick LGA. Centres that are identified as being a major coastal destination include Coogee, Maroubra and La Perouse.

The general arrangement of these centre types are depicted in Figure 9 below:

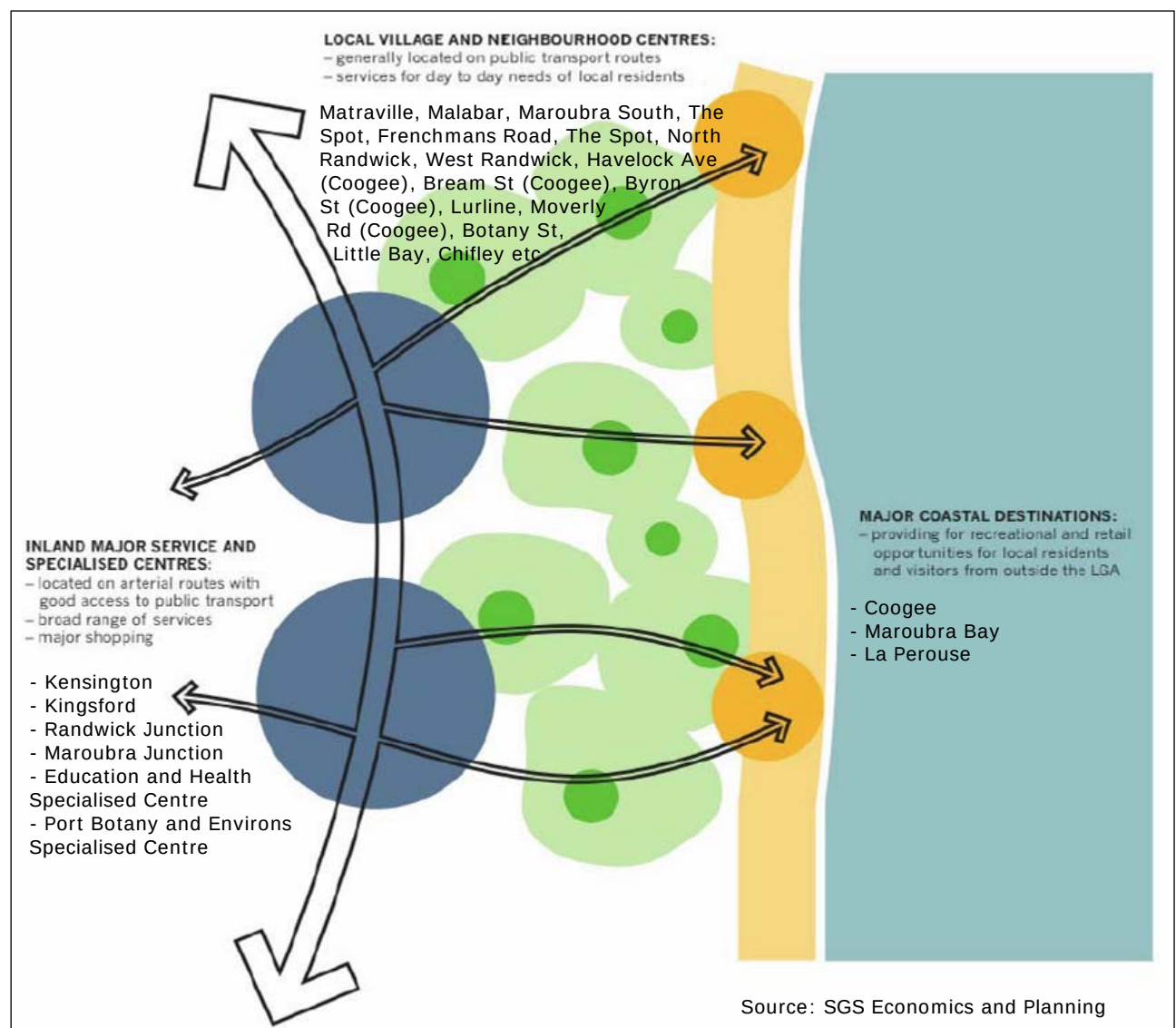


Figure 9: Randwick City's Centre Typology

Study recommendations

The Study provides recommendations to support the vitality of Randwick City's economy. The general recommendations for all of Randwick City's centres are listed below:

- Protect and promote the street based retail character of centres as they provide a desirable alternative to the competing centres in neighbouring LGAs.
- Redevelopment in centres should instate a fine grain of ground floor tenancies as a priority to ensure an active public domain.
- Improve linkages between centres.
- Permit residential uses in these centres but there is a need to ensure sufficient non-residential floorspace and active ground floor uses.
- Ensure an adequate supply of non-residential development in mixed use development within centres. This may include setting a maximum proportion of the total FSR that can be used for residential purposes.

More detailed recommendations and future zoning suggestions are made according to each centre type. These are summarised in the table, as follows:

For inland centres: • The B2 Local Centre or B4 Mixed Use zones are likely to be the most appropriate for the commercial area of these centres, however the compulsory zone objectives of the B2 zone is considered to be more suitable. • Randwick, Kingsford and Kensington should capitalise on high volume passing traffic, dense residential uses and proximity to major institutions and attractions. • Maroubra Junction's central location means it should focus on being a service and retail hub. • Maroubra Junction is well positioned to support increased residential densities and associated retail and commercial services, however this needs to be commensurate with the amenity of the centre. • The potential addition of a light rail or metro rail on the alignment of Anzac Parade will provide opportunities for new public spaces in the centre of Anzac Parade and supporting retail spaces.
For coastal centres: • Utilise the B2 Local Centre or B4 Mixed Use zone, however where there is legitimate concern that local services are being pushed out of these centres, the B1 Neighbourhood Centre zone may be selectively used to encourage a mix of local services. • Plan for increased visitors numbers to these centres and encourage a wider diversity of land uses to support visitor and resident populations. • Ensure that the character of these centres is protected. • Limit expansion of commercially zoned areas in Coogee, Maroubra and La Perouse. • Encourage a shift in modal split of visitors to these centres through parking policies, including shorter term parking restrictions and metering in core activity areas (subject to Council investigation), and lobbying for more effective public transport.
For local village and neighbourhood centres: • Utilise the B1 Neighbourhood Centre or B2 Local Centre zone, depending on the function of the centre. • Stimulate redevelopment in these centres with modest increases to FSR and height controls. • Encourage the containment of retailing to the existing centre footprint, although some centres may be suitable for expansion to provide additional opportunities for retail and commercial activities. • Maximise the number of tenancies within a retail strip or centre. • Encourage the provision of commercial floorspace at first floor level. • Flexible/adaptable ground and first floor structures should be encouraged at the edges of centres through appropriate planning controls. • Increase residential densities in the immediate vicinity of existing centres to support the viability of centres and public transport services.

In October 2008, Council endorsed the Randwick Economic Activity Study as a basis for the preparation of the Comprehensive LEP and DCP, and other relevant projects.

2.9 Randwick Affordable Housing Strategy

The Affordable Housing Strategy and Action Plan (2007) is identified as a key City Plan action and provides Council with an implementation framework to help realise the City Plan's vision for a *liveable City*.

The purpose of the strategy is to provide a cohesive framework for responding to affordable housing issues affecting the community. The document:

- Affirms Council's support for affordable housing provision and describes the initiatives to promote and increase supply.
- Outlines the actions Council will be implementing over the next ten years (2008 – 2018) to increase affordable housing in the LGA; and
- Provides a reference for council staff, State and social housing agencies, and members of the public about affordable housing issues in Randwick City.

The Strategy includes an Affordable Rental Housing Program and Procedures and an Affordable Housing Policy. Details are available on Council's website www.randwick.nsw.gov.au