



RANDWICK CITY COUNCIL

Residential Discussion Paper

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Executive Summary

Overview

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

The Comprehensive LEP/DCP will review all zoning and planning controls across Randwick City. The intention of this Discussion Paper is to review the residential zones and key planning controls, provide analysis of the implications of translating the existing Randwick Local Environment 1998 (Consolidation) (RLEP) into the Standard Instrument, and provide a range of planning recommendations.

This Residential Discussion Paper (the Paper) is one of six LEP/DCP review papers prepared. The other papers include:

- Industrial
- Special uses
- Randwick Education and Health Specialised Centre
- Open Space and Environment; and
- Business Centres.

Scope of Paper

This Paper recognises the important role of residential zoned land in providing for a diverse range of housing and other uses such as neighbourhood shops to support communities. The Paper suggests that the City's residential zoned lands have sufficient capacity to provide for the City's estimated housing demands over the next 20 years, in conjunction with housing likely to be built in the City's Business zoned lands (see also separate Business Centres Discussion Paper).

Accordingly the majority of residential zoned land will be translated into the equivalent Standard Instrument zones without significant changes.

Similarly the planning controls are proposed to remain largely the same, with key changes being to consolidate residential height and floor space ratio (FSR) controls in the Comprehensive LEP (rather than splitting the controls between the LEP and DCP). It also reviews the FSR controls to better reflect existing and acceptable development, ensure consistency with the NSW Housing Code and reflect industry best practice.

Some additional LEP clauses are suggested to strengthen the assessment criteria for new residential development such as design excellence. Recognising that the majority of Randwick City's residential development applications are for alterations/additions to existing dwellings, this Paper also notes the importance of additional guidance in the Comprehensive DCP for issues such as overshadowing, privacy and other residential amenity matters.

Structure of the Paper

This Paper has 10 parts:

- Chapter 1 – Introduction: outlines the purpose of the Paper as well as objectives/scope, methodology and consultation framework.
- Chapter 2 – Context: provides an overview of residential lands and historical development which has led to the present day spatial land use pattern and housing types.
- Chapter 3 – Planning Framework: describes the historical and current state and local planning framework that guides the density, distribution and design of different types of residential development in Randwick City.
- Chapter 4 – Trends and Housing Implications: summarises the current demographic characteristics and outlines key trends likely to drive demand for housing in Randwick City into the future.
- Chapter 5 – Accommodating Housing Needs: looks at the potential for Randwick City to accommodate long term housing needs in line with the draft East Subregional Strategy dwellings target.
- Chapter 6 – Zones and Development Standards: suggests how the RLEP residential zones and development standards could be accommodated in the Comprehensive LEP and DCP including suggestions for revising, updating and replacing these using the Standard Instrument's clauses.
- Chapter 7 – Housing Issues: discusses key issues which need to be considered as part of the future planning of residential lands particularly with respect to specific clauses in the Comprehensive LEP and performance requirements in the Comprehensive DCP.
- Chapter 8 – Heritage Issues: identifies heritage matters to be addressed as part of the Comprehensive LEP and Comprehensive DCP including Standard Instrument heritage clauses, definitions and recommended changes to heritage/ archaeological site schedules and heritage conservation areas.
- Chapter 9 – Investigation Sites: identifies a number of investigation sites that could potentially accommodate changes to zoning and/or density that have been identified as part of site audits and rezoning requests.
- Chapter 10 – Recommendations: details recommendations for drafting the new Comprehensive LEP and DCP.

Background

Randwick City encompasses an area of 3,742 ha and almost 36% of this area is currently zoned for residential purposes.

Residential lands within Randwick City fall under four (4) types of zoning relating to different levels of density:

- Residential 2A zone (covering 836 ha or 62% of residential zoned land) provides for a low density environment with the predominant housing type being dwelling houses, attached dual occupancy and semi-detached dwellings. The 2A zone covers the largest area of residential zoned land, predominantly in the southern suburbs.
- Residential 2B and 2C zones (covering around 456 ha or 34% of all residential zoned land) provides for a low-medium and medium density environment and the predominant housing type is multi-unit housing comprising town houses, villas, terraces and residential flat buildings. These zones generally surround the town centres and the northern suburbs.
- Residential 2D (covering 53 ha or 4% of all residential zoned land) applies to master planned sites in excess of 10,000m². The zone allows for a range of housing types and densities. It has been applied to the Prince Henry and Bundock Street master planned sites.

Randwick City's LEP and DCPs provide for a diverse range of housing types. Aside from the residential accommodation outlined above, other forms of housing supported by the state and local planning framework include affordable housing (such as boarding houses, secondary dwellings and social housing), seniors housing (including nursing homes, retirement villages), tourist accommodation (backpackers accommodation, motels, bed and breakfast and serviced apartments) and student housing. This Paper recommends that a diversity of housing provision continue to be supported in the Comprehensive LEP and DCP through land use permissibility and planning controls which reflect the objectives of the land use zones and the character of localities.

The Paper identifies key demographic trends which will affect the provision of housing in Randwick City into the future being: a slow but steady population growth rate, declining household size, an ageing population and declining housing affordability. These factors are likely to drive demand for housing into the future and accordingly this Paper suggests that planning for future housing provision should continue to support a mix of housing types in locations in close proximity to centres which provide ready access to jobs, services and public transport. This approach ensures that the impact on the character of low density residential areas, heritage conservation areas, less accessible suburbs and other sensitive areas is minimised.

Chapter 3 provides an overview of the state and local planning framework and other legislative and guidelines. The Sydney Metropolitan Strategy, the strategic plan for Sydney over the next 20 years, anticipates that Sydney will need the provision of new dwellings to meet population growth, housing affordability issues and demographic changes. The Strategy suggests that approximately 60-70% of new dwellings are to be accommodated in existing urban areas of Sydney.

The draft East Subregional Strategy, which translates the Sydney Metropolitan Strategy to a local level, provides a housing target of 8,400 additional dwellings

for Randwick City by 2031. Chapter 5 of this paper identifies that this dwelling target can generally be accommodated in the planned major redevelopment sites, in and around the town centres and as infill development without having to make significant changes to the City's current policy or development potential. Given the synergies between papers, the contents of this Chapter are also included in the Business Centres Discussion Paper.

In preparation of a new Comprehensive LEP, the Standard Instrument sets out five (5) residential zones from which Council can choose to adopt in the development of the Comprehensive LEP. The new Comprehensive LEP also provides the opportunity for Council to review existing controls and standards to better reflect local land use conditions through the new plan. Chapter 6 of this Paper reviews the residential land use zones and suggests that the current residential zones be translated into the equivalent Standard Instrument zones in the Comprehensive LEP.

The Paper reviews the current RLEP development standards with respect to residential development including minimum lot sizes, heights and FSR, in line with the Standard Instrument requirements. Generally the minimum lot size and heights are proposed to be maintained (with the introduction of an LEP height limit for dwelling houses/semi detached dwellings) in the Comprehensive LEP.

The Paper recommends minor changes to the FSR controls for dwelling houses/semi detached dwellings and the 2B and 2C zones, to take into account a review of the NSW Housing Code which allows for dwelling houses (on certain lot sizes) to have a higher FSR than provided for under the zones; existing development trends based on the existing character of areas; consistency with other Council areas that have similar characteristics with Randwick City, as well as recommended FSRs of residential density industry best practice guidelines. Additionally options for reviewing or retaining the FSRs for attached dual occupancy are discussed, while recognising that State policies now provide for a wider range of dual occupancies (for affordable rental purposes).

Chapter 7 provides an overview of planning issues in relation to the state and local planning context including certain housing types. Issues covered include: housing diversity, affordable housing, seniors housing, adaptable/universal housing, tourism and visitor accommodation, design excellence, environmental and coastal issues and the like. It provides recommendations on how these issues could be addressed by way of planning provisions in the Comprehensive LEP and DCP.

Randwick City's extensive residential heritage is discussed in Chapter 8 including Standard Instrument heritage clauses and definitions that substantially mirror those existing in the current LEP. While previous heritage studies have been undertaken for residential zoned land, this Paper suggests taking forward only those recommendations for heritage listings where these have been strongly supported by the community.

A land use audit (Chapter 9 and Appendix E) identifies previous zoning errors and 'zoning mismatches' for review. These areas comprise blocks or street frontages where the predominant development type is of a higher density than provided for under the current residential zone (e.g. residential flat buildings in a low density zone). Additionally sites flagged by other Discussion Papers are discussed where the zoning issues are residential in nature. The Paper also flags rezoning requests/submissions received from land owners to date. It is important to note that this Paper and the Council continues to welcome feedback on the proposals and recommendations within this document.

Recommendations

Chapter 10 of this Paper summarises key recommendations for drafting the new Comprehensive LEP and DCP based on the analysis and issues discussed throughout this Paper. In summary, this Paper makes the following LEP and DCP recommendations:

Comprehensive LEP

LEP Aims

The following existing LEP aims relevant to this Paper are proposed to be included in the Comprehensive LEP:

- To encourage the provision of housing mix and tenure choice, including affordable housing in the City
- To encourage the retention of affordable housing in the city in a variety of types and tenures; and
- To recognise the importance of ecological sustainability in the planning and development processes.

LEP Zones

The majority of residential zoned land will be translated to equivalent zones under the Standard Instrument as follows:

Randwick LEP Zone		Standard Instrument LEP Zone
Residential 2A (Low Density)		R2 Low Density
Residential 2B (Low Medium Density)		R3 Medium Density
Residential 2C (Medium Density)		R3 Medium Density
Residential 2D (Comprehensive)		R1 General Residential

Zoning Mismatch Sites

A number of 'zoning mismatch' sites have been identified to be rezoned to a compatible zone to reflect existing land use. This is generally in those circumstances where the predominant existing development is of a higher density than provided for under the zone.

In addition the zoning of a number of sites have been flagged by other Discussion Papers for inclusion in this Paper including sites that are zoned open space, business and special uses. These are:

Open Space Sites

- 66A Doncaster Avenue, Randwick City Council – proposed to be rezoned to R3 (Medium Density Residential) (equivalent to Residential 2C) to reflect development consent for multi-unit housing development, subject to the consent proceeding.
- 2 Hurley Crescent, Matraville – proposed to be rezoned to R2 (Low Density Residential) (equivalent to Residential 2A), to reflect existing land use.

Business Zoned Sites

- 30 Bruce Street, Kingsford – proposed to be zoned to R3 Residential (equivalent to Residential 2C) to apply a consistent zoning across the school site

Special Use Zoned Sites

- 88-102 Moverly Road, South Coogee –Proposed to be rezoned to R2 Low Density (equivalent to Residential 2A) to reflect development consent
- 651 Anzac Parade, Maroubra –Proposed to be rezoned to R2 Low Density (equivalent to Residential 2A) to reflect development consent
- 1406-1412 Anzac Parade, Little Bay – Master planned site. Proposed to be rezoned to R1 (General Residential) (equivalent to Residential 2D) to reflect development consent.

Other Sites

The Inglis Newmarket Site which is subject to a separate Planning Proposal (rezoning) has not been considered in this Paper.

Development Standards

The following three residential development standards are proposed for the Comprehensive LEP:

Minimum Lot Size

The current minimum lot size standards are proposed to be maintained the Comprehensive LEP as follows:

Randwick LEP Zone		Standard Instrument LEP Zone
2A Zone – Single dwellings: 400m ²		R2 Zone – Single dwellings: 400m ²
2A Zone – Attached dual occupancy: 450m ²		R2 Zone – Attached dual occupancy: 450m ²
2B/2C Zone: 325m ² (not including multi unit housing)		R3 Zone – 325m ² (not including multi unit housing)

Heights

The current height controls are proposed to be maintained in the Comprehensive LEP with the introduction of a 9.5m height control for dwelling houses and semi detached dwellings (currently in the DCP only).

Randwick LEP Zone		Standard Instrument LEP Zone
2A Zone – 9.5m (except for dwelling houses)		R2 Zone – 9.5m* (including attached dual occupancy)
2B Zone – 9.5m		R3 Zone – 9.5m*
2C Zone – 12m		R3 Zone – 12m*
2D Zone - Various		R1 Zone – Various (retain current range of heights)

* A 9.5 metre height limit to apply to dwelling houses and semi detached dwellings across the 2A, 2B and 2C zones (equivalent to R2 Low Density and R3 Medium Density under the Standard Instrument).

Floorspace Ratio

FSR Sliding Scale for Dwelling Houses and Semi Detached Dwellings

This Paper proposes to introduce FSRs for dwelling houses and semis in the Comprehensive LEP (currently in the DCP only). It proposes to revise the current DCP FSR sliding scale as follows (see Chapter 6).

Lot size m²	Comprehensive LEP
< 300	Not specified (merit)
301-450	0.75:1
451-600	0.65:1
>600	0.6:1

FSR for Attached Dual Occupancy

The Paper proposes 2 options for attached dual occupancy in the R2 zone (equivalent to the 2A zone):

- Option 1 – Revise the FSR for attached dual occupancy from 0.5:1 to 0.6:1 to take into account the existing pattern of built form outcomes; or
- Option 2 – Retain current FSR of 0.5:1 for attached dual occupancy

FSR for 2A Zone (equivalent to the R2 zone) – Other Buildings

The Paper proposes to retain the 0.5:1 FSR for all other non-residential buildings in the 2A zone (*equivalent to the R2 zone*) e.g. childcare centres, schools.

FSR for 2B Zone (equivalent to the R3 zone)

The Paper proposes to revise the FSR for the 2B zone to 0.75:1 to take into account planning anomalies with respect to the application of the NSW Housing Code, the existing character of areas within this zone, existing pattern of variations to the controls and to reinforce the hierarchy between residential zones.

FSR for 2C Zone (equivalent to the R3 zone)

The Paper suggests 3 options for the 2C zone:

- Retain the existing FSRs of 0.65:1 (for lots < 700m²) and 0.9:1 (for lots > 700m²); or
- Preferred Option: Apply the existing 0.9:1 FSR across the entire 2C zone (including allotments that are smaller than 700m²) to help address potential anomalies with respect to the application of the Housing Code in the medium density zone and reinforce the intended scale and existing medium density character of the 2C zone; or
- Retain a split FSR of 0.9:1 (for lots > 700m²), revise the FSR to 0.75:1 (for lots < 700m²) and review the 700m² lot size associated with the controls.

FSR for the 2D zone

The Paper proposes to maintain a range of FSRs for the 2D zone (derived from a masterplan process) in the Comprehensive LEP.

LEP Clauses

Relevant clauses are proposed to be included in the Comprehensive LEP to provide clear controls for the use and development of residential lands in Randwick City covering a range of issues. The Paper proposes to:

- Retain existing controls – including site specific DCPs for master-planned sites, non-residential land uses in the residential zones (i.e. small scale business uses), foreshore scenic protection area and heritage; and
- Include new controls - design excellence, foreshore building line, stormwater management, acid sulphate soils, flood planning; and aircraft noise.

LEP Maps

Maps are proposed where required in the relevant LEP clauses including: land use zones, minimum lot size, height, FSR, flood planning map and acid sulphate soils map.

Comprehensive DCP

The following development standards are proposed to be transferred into the Comprehensive DCP (in line with Standard Instrument requirements):

- Frontage requirements
- Wall heights
- Storey controls
- Landscaped area
- Clause 20D – Traffic and Transport measures for the 2D zone

In addition based on the issues covered in this Paper, the following recommendations are made in relation to the Comprehensive DCP to strengthen guidance with regards to residential development:

- Boarding houses – include operational guidelines and specific design requirements
- Adaptable/Universal Housing – thresholds for adaptable housing and critical design criteria for universal housing
- Sustainability – guidelines and principles to promote ecologically sustainable development and sustainable transport measures
- Design excellence - performance requirements to aid urban design analysis in support of the LEP and guidelines reflecting SEPP 65 and Council's publication Design Ideas for Rejuvenating Residential Flat Buildings
- Contamination - Guidelines reflecting key strategies and provisions of the Former Incinerator Land Matraville Policy
- Flood planning - Specific flooding development controls for new development; and
- Laneway widening - objectives and key performance standards to facilitate widening of a select number of laneways.

Next steps

Community feedback on this Discussion Paper will provide the basis for the residential zones and planning controls of the Comprehensive LEP and DCP for formal exhibition.