



# Officer's Report (including Annexures 1 & 2)

Agenda: Strategic & Corporate Committee

**Date:** 29 April 2013

**Time:** 8.00pm

**Part:** One of Four

# **Outline of Meeting Protocol & Procedure:**

- The Chairperson will call the Meeting to order and ask the Committee/Staff to present apologies or late correspondence.
- The Chairperson will commence the Order of Business as shown in the Index to the Agenda.
- At the beginning of each item the Chairperson will ask whether a member(s) of the public wish to address the Committee.
- If person(s) wish to address the Committee, they are allowed four (4) minutes in which to do so. Please direct comments to the issues at hand.
- If there are persons representing both sides of a matter (eg applicant/objector), the person(s) against the recommendation speak first.
- At the conclusion of the allotted four (4) minutes, the speaker resumes his/her seat and takes no further part in the debate unless specifically called to do so by the Chairperson.
- If there is more than one (1) person wishing to address the Committee from the same side of the debate, the Chairperson will request that where possible a spokesperson be nominated to represent the parties.
- The Chairperson has the discretion whether to continue to accept speakers from the floor.
- After considering any submissions the Committee will debate the matter (if necessary), and arrive at a recommendation (R items which proceed to Full Council) or a resolution (D items for which the Committee has delegated authority).

# Recommendation only to the Full Council ("R" Items)

Note: This Committee to function on the basis of referral with considerations to encompass functions and responsibilities from any other Committee.

## **Principal Considerations:**

- Municipal Strategy
- Objectives Setting
- Policies and Codes Development
- Corporate Management
- Corporate Planning
- Woollahra Planning
- Community Services

## **Delegated Authority**

Nil

#### **Committee Membership:**

All Councillors

## Quorum:

• The quorum for a committee meeting is 8 Councillors.

# WOOLLAHRA MUNICIPAL COUNCIL

# **Notice of Meeting**

24 April 2013

To: His Worship the Mayor, Councillor Andrew Petrie ex-officio

Councillors Ted Bennett

Anthony Boskovitz
Peter Cavanagh
Luise Elsing
Elena Kirillova
Greg Levenston
Anthony Marano
Katherine O'Regan
Matthew Robertson
Deborah Thomas
Elena Wise
Susan Wynne
Toni Zeltzer

Jeff Zulman

**Dear Councillors** 

Strategic & Corporate Committee Meeting – 29 April 2013

In accordance with the provisions of the Local Government Act 1993, I request your attendance at a Meeting of the Council's **Strategic and Corporate Committee** to be held in the **Thornton Room (formerly Committee Room)**, **536 New South Head Road**, **Double Bay, on Monday 29 April 2013 at 8.00pm**.

Gary James General Manager

# **Additional Information Relating to Committee Matters**

**Site Inspection** 

**Other Matters** 

# **Meeting Agenda**

Item	Subject	Pages
1	Leave of Absence and Apologies	
2	Late Correspondence	
	Note Council resolution of 27 June 2011 to read late correspondence in conjunction with the relevant Agenda Item	
3	Declarations of Interest	
	Items to be Submitted to the Council for Decision with Recommendations from this Committee	
R1	Draft Woollahra Local Environmental Plan 2013 – Request to endorse the Draft LEP for public exhibition – 1064.G (Principal LEP Draft Woollahra Plan)	1
	* Annexure 3 (part A) - distributed under separate cover	
	* Annexure 3 (part B) – distributed under separate cover	
	* Annexure 4 – distributed under separate cover	

**Item No:** Recommendation to Council

Subject: DRAFT WOOLLAHRA LOCAL ENVIRONMENTAL PLAN 2013 -

REQUEST TO ENDORSE THE DRAFT LEP FOR PUBLIC

**EXHIBITION** 

**Author:** Jacquelyne Della Bosca – Team Leader Strategic Planning

**File No:** 1064.G (Principal LEP Draft Woollahra Plan)

**Reason for Report:** To obtain a decision to endorse, for the purpose of public exhibition, the

Draft Woollahra Local Environmental Plan 2013.

## Recommendation

A. That Draft Woollahra Local Environmental Plan 2013, provided at **Annexure 3** of the report to the Strategic and Corporate Committee meeting on 29 April 2013, is referred to the Director-General of the NSW Department of Planning and Infrastructure under section 64 of *Environmental Planning and Assessment Act 1979* (EP&AAct) with a request for a certificate under section 65 to allow the Draft LEP to be placed on public exhibition.

- B. That the Draft LEP provided at **Annexure 3** of the report to the Strategic and Corporate Committee meeting on 29 April 2013 and incorporating any minor amendments required by the Director-General, is publicly exhibited in accordance with the provisions of section 66 of the EP&AAct, and that the exhibition period is 12 weeks.
- C. That submissions to the exhibition of the Draft LEP and public hearing are reported to the Strategic and Corporate Committee following completion of these consultation processes.

# 1. Summary

On 26 November 2007 Council resolved to prepare a new plan to replace the Woollahra Local Environmental Plan 1995 (WLEP 95) as the key document for regulating development in Woollahra. In response, we have prepared the Draft Woollahra Local Environmental Plan 2013 (Draft LEP), which applies to the whole local government area.

The Draft LEP seeks to broadly translate the policy intent of the WLEP 95, while fine tuning existing controls to make them more relevant and practical, addressing planning matters identified by Council, and also complying with the NSW Government's template for local environmental plans (LEP).

This report identifies the key changes proposed in the Draft LEP, and recommends that Council endorses the Draft LEP for the purpose of public exhibition.

## 2. Background to preparing the LEP

An LEP is the principal legal document for determining land use and controlling development at the local level. It establishes land use zones, development standards (such as maximum building heights), and other planning provisions to control the form and location of new development, along with protecting open space, heritage and environmentally sensitive areas.

## 2.1 State Government requirements to standardise LEPs

Council commenced the preparation of the new LEP in response to planning reforms initiated by the NSW Government in 2006. Under the planning reform agenda all councils in NSW are required to prepare a new LEP based on a format prescribed in the *Standard Instrument (Local Environmental Plans) Order 2005* (the Standard Instrument), also commonly referred to as the Standard LEP.

The Standard Instrument is a mandatory template that prescribes the form and content of a principal LEP, including standard zones, planning clauses and a dictionary of land use and planning terms. These replace similar provisions in the WLEP 95.

Within the framework of the Standard Instrument, Council is able to include some local content. However, this local content is limited and subject to approval by the Department of Planning and Infrastructure (D&PI) and the NSW Government legal drafting body, Parliamentary Counsel.

The current State Government has placed a high priority on councils completing their principal LEPs. It has urged our Council to expedite work on the Draft LEP so that it may be in force by December 2013. This was reported to the Urban Planning Committee on 18 February 2013<sup>1</sup>, and in response the Committee resolved "that priority be given to the completion of the Woollahra Principal LEP and Comprehensive DCP".

#### 2.2 Planning matters Council wanted investigated when preparing the new LEP

The Urban Planning Committee report of 13 October 2008 states that:

Generally the Woollahra LEP 95 works well and reflects the current and future land use needs of the community. To that end Council will take a 'translation approach' to preparing the new LEP.... so that current land use planning controls and policy direction are generally maintained. However, even in applying this translation approach there will be some proposed changes arising

WLEP 95 was prepared over 15 years ago, and has been amended 70 times. A review is timely to ensure that it is forward looking and suitably addresses current and emerging planning issues.

Council, in various resolutions and notice of motions over the last few years, has also specifically identified planning matters to be investigated to inform the Draft LEP. These projects are recorded in Council's Delivery Program and Operational Plan (DPOP)<sup>2</sup>.

Those projects relating to the Draft LEP are:

- Investigate existing use rights for residential flat buildings in the Residential 2(a) zone
- Review controls in the transition areas between Residential 2(a) and Residential 2(b) zones
- Review subdivision and allotment size controls
- Amend controls for William Street commercial uses
- Investigate suitability of allowing retail, restaurant and other similar commercial uses on Oxford Street between Queen Street and Ocean Street, Woollahra
- Establish sustainability principles in the new LEP
- Develop policy and controls for sea level rise
- Investigate potential to identify particular tree species for specific areas

<sup>1</sup> http://www.woollahra.nsw.gov.au/ data/assets/pdf file/0020/114419/feb18-13upmins.pdf

http://www.woollahra.nsw.gov.au/\_\_data/assets/pdf\_file/0004/101110/DPOP\_2012-13.pdf

- Investigate potential to include Fairfax Road, Bellevue Hill, as a heritage conservation area
- Investigate potential to include a list of early street names in footpaths as heritage items

These matters have been investigated. In response, we have rezoned land to remove existing use rights from many residential flat buildings, established a 9.5 metre height control to address amenity impacts on battle-axe lots in the low and medium residential density transition areas, rezoned William Street, and included sustainability provisions such as a new excavation clause.

The other matters do not require changes to the Draft LEP. Some of these will be further considered as we prepare the draft development control plan (DCP)<sup>3</sup>, while others do not justify change and will not be reflected in the new planning controls.

A summary of our investigations and conclusions is provided in **Annexure 1**, Response to planning matters identified by Council for investigation when preparing the new LEP, as identified in Council's Delivery Program 2009 to 2013 and Operational Plan 2012/13.

#### 3. Consultation under section 62 of the EP&AAct

Section 62 of the EP&AAct requires that Council consult with public authorities, adjoining local councils and other persons as Council determines, when preparing the Draft LEP. It provides preliminary notice of Council's intent to prepare a new LEP and encourages engagement with key stakeholders early in the plan making process.

Under the section 62 consultation we notified over 50 public authorities and other agencies, and have sought to satisfactorily resolve key issues raised in the responses we received.

We also undertook targeted consultation with the community about the opportunity sites. These are 24 sites where we considered increasing the maximum building height and floor space ratio, and/or upzoning the land, to enhance development potential and particularly, the dwelling yield on the site.

The changes to these sites were proposed in response to the State Government's draft East Subregional Strategy. Under the Strategy, Woollahra needed to demonstrate that the new LEP had a capacity to accommodate 2,900 additional dwellings and 300 additional job opportunities by 2031.

At that time we estimated that the existing planning control framework could reasonably yield 1,300 new dwellings if the land was developed to its highest and best potential. However, there was a shortfall of approximately 875 new dwellings, which needed to be addressed through increasing density and upzoning land.

In June 2010 over 6,000 letters were sent to the owners of each of the opportunity sites, as well as the surrounding residents, advising of the planning changes proposed for these opportunity sites. We received more than 500 submissions, most objecting to the changes.

Council's approach for reporting the submissions was delaying the preparation of the Draft LEP, and on 25 July 2011, Council resolved to defer consideration of 20 of these sites<sup>4</sup>. The DP&I

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<sup>&</sup>lt;sup>3</sup> A 'development control plan' (DCP) is a planning document that supplements the LEP. The DCP guides future development within a local context, and provides more detailed planning and design guidelines.

<sup>&</sup>lt;sup>4</sup> Council proceeded with the proposed rezoning of sites at Vaucluse (1-7 Hopetoun Avenue, 22A-24 New South Head Road, 1 Petrarch Avenue, and 77 New South Head Road), and 9A Cooper Park Road, Bellevue Hill. The Edgecliff Centre and Woollahra Station sites were removed from the list and withdrawn from further consideration.

agreed to this approach, but expects Council to further consider these opportunity sites once the Draft LEP has commenced.

#### 4. **Draft LEP 2013**

The Draft LEP for the Woollahra local government area (LGA) based on the Standard Instrument, has been prepared and is now ready for public exhibition.

The Draft LEP is provided at **Annexure 3** of this report. It contains a written instrument and set of maps.

The Draft LEP contains the compulsory Standard Instrument content and local content that Council has added. To distinguish between this content, the Draft LEP has been prepared using different coloured font:

- Black font represents the Standard Instrument content that must be included in the Draft LEP.
   We cannot delete or amend this content.
- Red font represents the local content that Council has included. The D&PI is particularly interested in these local clauses and requires Council to justify their planning merit.

The Draft LEP seeks to broadly translate the policy intent and controls in the WLEP 95. We refer to this as a 'translation approach'. Notwithstanding, various changes are proposed in the Draft LEP to comply with the requirements of the Standard LEP, and also to ensure that the new controls are practical, relevant, and reflect best planning practice.

Where we have made changes to the current controls under the Draft LEP, these changes are supported by a strong evidence base. In particular, we have had regard to:

- Existing built form and desired future character of each locality.
- Development consents issued by Council over the last five years.
- Current building standards and guidelines for good design, such as the *Building Code of Australia* (BCA) and *SEPP No 65 Design Quality of Residential Flat Development* (SEPP 65).

These changes have been discussed with the Strategic Planning Working Party (an advisory group of councillors) over 23 meetings, including four meetings with the current Councillors. The Draft LEP proposed for exhibition has been informed by the outcomes of these meetings. A list of the working party meetings, including the key issues discussed, is provided in **Annexure 2**.

The key changes in the Draft LEP are summarised below. More detailed explanations are provided in the *Draft LEP 2013 Discussion Paper* at **Annexure 4** of this report. This Discussion Paper will be included as supporting material during the exhibition of the Draft LEP.

# 5. Key changes proposed in Draft LEP 2013

# 5.1 The written instrument and maps

As previously stated, we have taken a translation approach to preparing the Draft LEP, broadly seeking to reflect the existing policy intent. However, in complying with the Standard LEP, many of the actual clauses in the WLEP 95 written instrument could not be directly transferred into the Draft LEP.

# For example:

- The Standard Instrument includes many planning provisions that override and replace similar clauses in the WLEP 95.
- Where we have added local content to reflect the WLEP 95, the clauses have been modified to
  fit the format and definitions of the Standard Instrument.
   The DoPI is particularly interested in these local clauses, and requires Council to justify
  including these in the Draft LEP.
- Some provisions in WLEP 95 cannot be accommodated within the framework of the Draft LEP, and instead will be included the draft development control plan.
- The Draft LEP maps relate to particular clauses in the written instrument. The format of these maps complies with the technical data requirements for Standard LEP maps.

In general we have sought to ensure that these changes will not have a significant or detrimental impact on existing planning processes or outcomes.

A clause-by-clause explanation of how the provisions in the WLEP 95 have been translated into the Draft LEP is provided in the Discussion Paper at **Annexure 4** of this report (see Chapter 2 - Written Instrument and Maps, *Part 3 Translating Woollahra LEP 1995*).

#### 5.2 Land use zones and the land use table

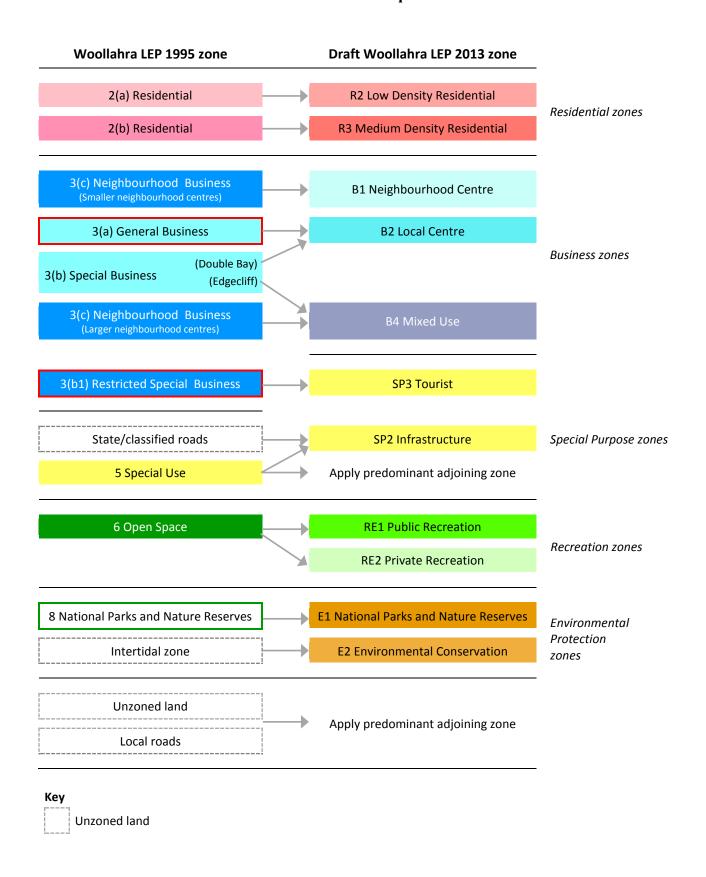
Translating the land use zones

In preparing the Draft LEP we are required to use the land zones from the Standard Instrument. To that end, we converted the 13 zones in the WLEP 95 into the equivalent 'best fit' zone available under the Standard Instrument. This translation is shown in the Zone Conversion Table on the following page.

The table shows that for most WLEP 95 zones there is generally an obvious equivalent zone in the Standard Instrument, except in relation to the business, open space and special use zones. Applying the Standard Instrument zones does not significantly impact on the objectives or desired future character of land.

#### **Zone Conversion Table:**

# 13 zones in WLEP 95 have been converted to the 11 equivalent 'best fit' zones in Draft LEP 2013



#### Translating the land use tables

Each Standard Instrument zone includes compulsory objectives and land uses. The Standard Instrument allows Council to add to these in a limited way. Although we have tried to retain much of the WLEP 95 land use zone content, various changes arise because the Draft LEP zones sometimes mandate permitted land uses that are not permitted in the equivalent WLEP 95 zone.

For example, below is an extract from the Draft LEP of the R3 Medium Density Residential Zone:

- The black font represents the objectives and land uses that must be permitted in the zone.
- The red font represents the objectives and uses that we have added based on the equivalent 2(b) Residential zone in WLEP 95.

Under the R3 zone, 'places of public worship' are mandated as permitted with consent, though this use is not permitted in the 2(b) zone under WLEP 95. This type of change occurs in a number of zones with the Draft LEP, but is unlikely to have a detrimental impact on local planning outcomes.

These changes to the land use tables, and other changes, are further explained in the Discussion Paper at **Annexure 4** of this report (see Chapter 3 – Land use zones and the land use table).

#### Zone R3 Medium Density Residential

Direction.

The following must be included as either "Permitted without consent" or "Permitted with consent" for this zone:

Roads

#### 1 Objectives of zone

- To provide for the housing needs of the community within a medium density residential environment.
- To provide a variety of housing types within a medium density residential environment.
- To enable other land uses that provide facilities or services to meet the day to day needs of residents.
- To include land that contains existing high density residential development.
- To ensure that development is of a height and scale that achieves the desired future character of the neighbourhood.

#### 2 Permitted without consent

Home occupations, Roads

#### 3 Permitted with consent

Attached dwellings, Bed and breakfast accommodation; Boarding Houses, Child care centres; Community facilities; Dual Occupancies, Dwelling Houses, Environmental protection works; Group Homes, Health services facilities; Home-based child care; Home business; Home industry; Home occupation (sex services); Hostels, Multi dwelling housing, Neighbourhood shops; Places of public worship; Recreation areas; Residential flat buildings, Respite day care centres, Secondary dwellings, Semi-detached dwellings, Seniors housing

#### 4 Prohibited

Any development not specified in item 2 or 3

#### 5.3 Rezoning land

In 2011 Council resolved that the Draft LEP would not include upzonings that sought to increase development potential or increase dwelling capacity to meet NSW Government housing targets. As such, we are not proposing substantive rezonings. Notwithstanding, we have identified approximately 255 properties to be rezoned under the Draft LEP.

These rezonings have generally been undertaken where the current land use zone does not reflect the existing use of the land or the character of the area. For example, in Drumalbyn Road, Bellevue Hill, a group of residential flat buildings are currently zoned 2(a) Residential for low density residential purposes. Under the Draft LEP, we propose to rezone this group to the R3 Medium Density Residential Zone, to better reflect the existing built form and predominant precinct character of that area.

Other rezonings occur where we have applied a zone to land that is currently unzoned or identified for reservation purposes, or where two zones apply to one parcel of land and we have rationalised the zoning so that only one zone applies.

Each of the sites to be rezoned, and the reasons for rezoning, are identified in the Discussion Paper at **Annexure 4** of this report (see Chapter 3 – Land use zones and the land use table). We anticipate that proposals for substantive rezonings, such as the opportunity sites, will be further investigated once the Draft LEP has been approved by the Minister.

# 5.4 Exempt and complying development

The Draft LEP 2013 includes compulsory exempt and complying development clauses and schedules. These allow Council to insert exempt development and complying development not covered by the *SEPP (Exempt and Complying Development Codes)* 2008. We have identified three exempt development types to include, as summarised below.

#### Exempt development

Exempt development may be carried out without the need for development consent under the EP&AAct. Such development is not exempt from any approval, licence, permit or authority that is required under any other Act, such as the *Roads Act1993*, and adjoining owners' property rights and the common law still apply.

The following activities are listed as exempt development in Draft LEP 2013, Schedule 2:

- Temporary use of council land—the exempt development standards are new provisions, and will allow the use of public land for temporary activities such as markets and community festivals etc.
- Restaurants or cafes (located on the footway of a public road)— the exempt development standards are based on existing consent provisions in Council's *Policy and Procedures for Footway Restaurants and Display of Goods*.
- Signage—the exempt development standards are based on existing exempt provisions in Council's *Development Control Plan for Exempt and Complying Development*.

#### Complying development

Complying development must comply with the requirements of the EP&AAct and the Draft LEP 2013. Council has not identified any complying development in Schedule 3 of the Draft LEP.

#### 5.5 Minimum lot size

The Draft LEP contains various clauses that set the minimum lot size for subdividing land, and the minimum size for developing land for residential purposes.

The approach in the Draft LEP for setting minimum lot sizes is slightly different to the approach provided in WLEP 95. Notwithstanding, we have generally reflected the existing lot size controls within the context of the Standard LEP. Our translation of the existing controls is summarised below.

#### Dwelling house

In Draft LEP 2013, clause 4.1 and the Lot Size Map in Draft LEP 2013 set the minimum lot size for the Torrens title subdivision of land in the R2 Low Density Residential Zone. These lot size controls are the same as the lot size controls in the WLEP 95 Density Map. For example, the minimum lot size in Paddington is 230m², and 675m² in Vaucluse and Bellevue Hill.

Also, like WLEP 95 clause 10(2), nothing in the Draft LEP will prohibit the erection of a dwelling house on an existing lot, even if that lot is less than the minimum lot size required to subdivide the land.

## Detached dual occupancy

In Draft LEP 2013, a minimum lot size of 930m<sup>2</sup> is required by clause 4.1B. This is the same lot size as required in WLEP 95 clause 25C.

However, WLEP 95 clause 25C(4) also requires a minimum lot width of 21 metres at the front alignment. The Standard LEP does not make provision for us to include these minimum lot widths in the Draft LEP, so we will include similar controls in the draft development control plan (DCP).

#### Residential flat building (RFB)

In Draft LEP 2013, a minimum lot size of 700m<sup>2</sup> is required by clause 4.1B. This is based on the controls in WLEP 95 clause 10B, which set a minimum lot size of 930m<sup>2</sup> for an RFB containing four or more dwellings, having regard to the requirements for onsite car parking, private open space and building setbacks.

Given that an RFB, as defined in the Standard LEP, is a building containing three or more dwellings, we have proportionally reduced the minimum lot size so that it is based on three (not four) dwellings (i.e.  $930m^2 / 4 = 233m^2$ , then  $233m^2 \times 3 = 700m^2$ ).

However, clause 10B also requires a minimum lot width of 15 or 21 metres at the front alignment, (depending on the number of dwellings in the RFB). The Standard LEP does not make provision for us to include these minimum lot widths in the Draft LEP, so we will include similar controls in the Draft DCP.

Other residential land uses (attached dual occupancy, semi-detached dwelling, attached dwelling, and multi-unit dwelling)

In Draft LEP 2013, the minimum lot size for developing land in the R3 Medium Density Residential zone is also based on a dwelling density of 230m<sup>2</sup>, reflecting the existing density expressed in WLEP 95 clause 10B.

We have taken 230m² as the minimum site area required for each dwelling, to determine the minimum lot size required for developing land. For example, an attached dual occupancy contains

two dwellings so the minimum lot area is  $460\text{m}^2$  ( $230\text{m}^2$  x 2), and an RFB contains three or more dwellings so the minimum lot size is  $700\text{m}^2$  ( $230\text{m}^2$  x 3). The minimum lot sizes for an attached dual occupancy and multi-unit dwelling are in Draft LEP 2013 clause 4.1B. The lot size for a semi-detached dwelling and attached dwelling is set out in clause 4.1D.

## Development on battle-axe lots

Under WLEP 95 dwelling houses, dual occupancies and RFBs are permitted on 2(b) zoned land, but additional development standards apply to some housing forms. For example, in WLEP 95 clause 10B(1), an RFB containing three dwellings or less must have a site width of 15 metres measured at the street front alignment, and under clause 25C a detached dual occupancy requires a width of 21 metres at the front alignment

As stated above, in applying the Standard LEP we have not been able to carry over these existing minimum lot widths into Draft LEP 2013. This is a reasonable planning outcome. However, to ensure that the amenity (including privacy and solar access) of adjoining properties is protected, we have established a minimum lot size of 950m² for such development in Draft LEP 2013, clause 4.1B(4). A 9.5 metre height limit will also apply.

The minimum lot size controls are further explained in the Discussion Paper at **Annexure 4** of this report (see Chapter 4 - Lot size).

#### 5.6 Maximum building heights

The height controls in WLEP 95 need fine-tuning, and as a consequence there are numerous changes to the height controls in the Draft LEP. In particular:

- Draft LEP provides for minor increases to the maximum building heights on approximately 80% of land zoned R3 Medium Density Residential and 60% of business zoned land.
- The 9.5 metre height control currently applying to the Paddington Heritage Conservation Area (HCA) has been removed.

These are further explained below.

Increasing height in the medium density residential zone and business zones

Under the Draft LEP we have increased the maximum building height in a number of the medium density residential areas and business centres. Though the changes affect numerous properties, the increases are not substantive and will not broadly increase development potential. Rather, the increases generally only seek to:

- Align maximum building heights with the storey controls in the existing DCPs.
- Establish height controls that account for current building practices regarding floor to ceiling heights as set out in the BCA and SEPP 65.
- Address anomalies where WLEP 95 height controls do not substantially reflect the existing predominant built form and desired future character of the area.

The maximum building height controls in the Draft LEP are a practical response to the existing built form and industry building standards. The proposed increases will not have a detrimental impact on local character and built form outcomes.

The properties affected by a height increase are identified in the Discussion Paper at **Annexure 4** of this report (see Chapter 5 – Maximum building heights).

Controlling maximum building heights in Paddington

Fewer changes are proposed to the height controls in the low density residential areas. In WLEP 95 two maximum building heights apply to the 2(a) zone: 8.2 metres in Watsons Bay, and 9.5 metres in all other areas. These heights are to be retained without change, except in Paddington where the existing 9.5 metre height control will be not be carried over into the new LEP.

The Paddington HCA has diverse building forms and heights, and a 9.5 metre height control is not an accurate reflection of this diversity. For example, some streetscapes contain 3 storey terraces that exceed 9.5 metres, while other streets contain single storey heritage or contributory buildings that are less than 9.5 metres. Applying a maximum building height of 9.5 metres implies that development may be built to this height. This is misleading.

In practice, Council's development assessment officers do not uniformly apply the 9.5 metre height control in Paddington. Rather, the acceptable building height for proposed development is determined by the existing building form on the site, the predominant height of the adjoining buildings, and the broader streetscape context. In other words, we take a performance based approach to development assessment using controls in the Paddington HCA DCP, such as:

The height, bulk, form and scale of infill and new development must be consistent with the predominant height, bulk, form and scale of appropriate adjoining buildings.

This approach has been successful in responding to the diverse built forms that contribute to the heritage value of Paddington. Setting a 9.5m height limit in the Draft LEP would override these performance based DCP controls and have a detrimental impact on the built form and unique character of the locality. As such, the Draft LEP 2013 does not identify a maximum building height for the R2 zoned land in the Paddington HCA. We will rely on the DCP controls as the primary method for determining heights in Paddington.

These changes, and other changes, to the height controls are further explained in the Discussion Paper at **Annexure 4** of this report (see Chapter 5 – Maximum building heights).

# 5.7 Floor space ratio

The floor space ratio (FSR) is the ratio of the gross floor area of a building to the site area of the land on which the building is proposed.

In the business zones, the current FSRs under WLEP95 are generally appropriate and few changes are proposed. However, there are numerous changes to the FSR controls in relation to the residential zoned land. In particular:

- FSR has been increased on approximately 30% of land zoned R3 Medium Density Residential.
- FSR controls will not be applied to the land zoned R2 Low Density Residential.

These are further explained below.

Increasing FSR in the medium density residential zone

Under the Draft LEP we have increased the maximum FSR on 30% of the medium density residential areas. Though the changes affect numerous properties, the increases are not substantive and will not broadly increase development potential. Rather, the increases only seek to reflect the FSR of the predominant built form, desired future character, or the FSR of recently approved development applications.

For example, in the 2(b) zoned parts of Bundarra Road, Bellevue Hill, the FSR is currently 0.75:1, with height controls anticipating a three storey development. However, the average FSR of existing residential flat buildings in the area, including the recent developments, is closer to 1:1.

Similarly in William Street, Double Bay, the FSR control under the WLEP 95 is 0.625:1. However, the interwar flat buildings and recent developments in that street are significantly more than 0.625:1.

The maximum FSR controls in the Draft LEP are a practical response to the existing built form and recent development approvals. The proposed increases to FSR will not have a detrimental impact on local character and built form outcomes.

The properties affected by an increased FSR are identified in the Discussion Paper at **Annexure 4** of this report (see Chapter 6 – Floor space ratios).

Controlling built form in the low density residential zone

Under the Draft LEP, FSR controls have not been applied to the R2 Low Density Residential Zone. This is because we find that the Standard Instrument definition for gross floor area (GFA), and subsequently FSR, is not an effective control for controlling building bulk in relation to dwelling houses, dual occupancies and other types of low density residential development.

The Standard Instrument definition of GFA is different to the WLEP 95 definition. It excludes built form elements from the calculation of GFA which can substantially contribute to building bulk, such as voids, mezzanine areas, large balconies and the thickness of external walls.

Based on a sample of development applications, our research indicates that if we apply the current FSRs in the 2(a) zone to the Draft LEP, the size of dwelling houses could increase by between 14% and 100% depending on the design of the building, and particularly if voids and large balconies are included.

Using an FSR to control development in the R2 Low Density Residential zone is likely to generate uncertain built form outcomes and result in conflicts with the building envelope controls in the DCP. In response to this, we have not applied FSR controls to the R2 zone in the Draft LEP.

Instead, the primary building controls for development in the R2 zone will be maximum building height in the LEP combined with the building envelope controls in the DCP addressing matters such as boundary setbacks, building articulation and landscaped areas. This is the most effective approach to provide predictable and consistent built form outcomes in the R2 zone.

Changes to the FSR controls are further explained in the Discussion Paper at **Annexure 4** of this report (see Chapter 6 – Floor space ratios).

# 6. Public exhibition of Draft Woollahra LEP 2013

The Draft LEP is the culmination of significant research and analysis of the existing built form, development consents, and discussions with Council's assessment staff on how the existing LEP controls perform.

The exhibition of the Draft LEP provides opportunity for the community, interest groups and Government agencies to review the draft controls and provide comment.

The next stages in the LEP making process involves:

- 1. Obtaining Council's endorsement of the Draft LEP for the purpose of exhibition.
- 2. Forwarding the Draft LEP to the Director-General for the D&PI to seek a certificate under section 65 of the EP&AAct to certify that the Draft LEP may be exhibited.

  The D&PI will consider our section 65 request as a priority as the Minister for Planning wants to progress our Draft LEP so that it may be in force by December 2013.
- 3. Receiving the section 65 certificate, which may include conditions that require changes to the Draft LEP before it is placed on public exhibition. We do not expect any substantial changes as we have been engaging with the DP&I and other government agencies throughout the preparation of the Draft LEP to resolve potential issues. However, if the DP&I place any conditions on the section 65 certificate that substantially changes the policy intent of a provision in the Draft LEP, we will report such matters to Council before commencing exhibition.
- 4. Placing the Draft LEP on exhibition for a period of 12 weeks. The exhibition will comply with the requirements of section 66 of the EP&AAct, and any conditions on the section 65 certificate associated with the exhibition. The Draft LEP will be exhibited with supporting information and explanatory materials including the Discussion Paper (as provided at **Annexure 4** of this report).

If Council adopts the recommendations of this report, it is likely the exhibition will commence around June 2013. All property owners will be notified of the exhibition. We will also ensure that there is broad and effective public notification and general information about the exhibition so that interested parties have the opportunity to consider the Draft LEP, speak to staff about the proposed changes, and make a submission. The community consultation program will be developed following input from councillors. The program will involve face-to-face and online engagement opportunities.

We also intend to concurrently exhibit the Draft Woollahra Development Control Plan 2013 during the second half of the Draft LEP exhibition period. The Draft DCP is currently being prepared. It will be considered by the Strategic Planning Working Party over the next few months and then reported to Council with a request to exhibit the Draft DCP.

- 5. Holding a public hearing into the reclassification of Council land identified in Schedule 4 of the Draft LEP, and any other matters, as required under the EP&AAct and the *Local Government Act 1993*.
- 6. After the exhibition and public hearing we will assess the submissions and consider the planning merit of the issues raised in relation to the Draft LEP and Draft DCP.

The key issues on the Draft LEP will be discussed with the Strategic Planning Working Party, and then formally reported to Council with any recommendations for changes to the Draft LEP. If Council approves the Draft LEP, it will be submitted to the DP&I under section 69 of the EP&AAct with a request for the Minister to make the plan.

While the Draft LEP is with the Minister we will consider the key issues raised in relation to the Draft DCP. We will discuss these with the Strategic Planning Working Party and then report to Council with a request to adopt the Draft DCP, including any recommended amendments. We anticipate that the Draft DCP will be ready to commence on the date the Minister makes Woollahra LEP 2013 and publishes it in the Government Gazette.

#### 7. Conclusion

The NSW Government requires Council to prepare a new LEP that complies with the Standard Instrument template. In response, we have prepared the Woollahra Draft LEP 2013.

The Draft LEP seeks to broadly translate the policy intent of the WLEP 95, while fine tuning existing controls to make them more relevant and practical, and complying with the Standard Instrument.

The Draft LEP must be placed on public exhibition, consistent with the requirements of the EPA&Act and Regulations. To that end, we recommend that Council endorses the Draft LEP for the purpose of public exhibition, and exhibits the plan for a period of 12 weeks.

Jacquelyne Della Bosca Team Leader Strategic Planning

Anne White Senior Strategic Planner

Chris Bluett Manager Strategic Planning Allan Coker
Director Planning and Development

## **Annexures (Distributed under separate cover)**

- 1. Response to planning matters identified by Council for investigation when preparing the new LEP, as identified in Council's Delivery Program 2009 to 2013 and Operational Plan 2012/13.
- 2. List of Strategic Planning Working Party meetings held in relation to the preparation of the Draft Woollahra LEP 2013
- 3. Draft Woollahra LEP 2013

Part A - Written instrument

Part B - Map sheets

4. Draft LEP 2013 Discussion Paper

# Response to planning matters identified by Council for investigation when preparing the new LEP, as identified in Council's Delivery Program 2009 to 2013 and Operational Plan 2012/13

The current DPOP is available to view at: http://www.woollahra.nsw.gov.au/\_\_data/assets/pdf\_file/0004/101110/DPOP\_2012-13.pdf

Investigate existing use rights for residential flat buildings (RFBs) in the Residential 2(a) zone

DPOP Strategy 4.1 Encourage and ensure high quality planning and urban

design outcomes

Delivery Program
Priorities 2009 to 2013
4.1.1 Provide an
environmental
planning and
compliance
framework for
managing and
controlling land
development

Under Woollahra Local Environmental Plan 1995 (WLEP95) RFBs are a prohibited land use in the Residential 2(a) zone. Notwithstanding, there are approximately 140 RFBs in the Residential 2(a) zone. These RFBs are non-conforming uses and may benefit from existing use rights.

The purpose of existing use rights is to allow non-conforming uses to continue to operate until they cease, despite a zoning that prohibits them. Where an applicant can demonstrate that the land benefits from existing use rights, Council's local planning objectives and controls that guide development, such as height and floor space ratio in the LEP, do not apply. This can lead to unacceptable built form outcomes, such as view loss and overshadowing to adjoining properties. Rezoning such sites to a zone where the land use is permitted removes the existing use rights.

In preparing the Draft LEP 2013 we identified all RFBs in the 2(a) zone. We have rezoned, to the R3 Medium Density Residential Zone, RFBs that are located in a cluster of three or more, and those RFBs that adjoin existing 2(b) zoned land. This is a precinct approach to rezoning and addressed approximately 30% of the existing non-confirming RFBs in the 2(a) zone. The remaining RFBs have not been rezoned because they are isolated sites within 2(a) zoned land and it is not good planning practice to spot zone these individual RFB sites.

Report: <a href="http://www.woollahra.nsw.gov.au/">http://www.woollahra.nsw.gov.au/</a> data/assets/pdf file/0004/64975/aug23-10upage.pdf

Council resolution:

http://www.woollahra.nsw.gov.au/ data/assets/pdf file/0003/65532/sept6-10councilmins.pdf

Review controls in the transition areas between Residential 2(a) and Residential 2(b) zones

DPOP Strategy 4.1 Encourage and ensure high quality planning and urban design outcomes

Delivery Program
Priorities 2009 to 2013
4.1.1 Provide an
environmental
planning and
compliance
framework for
managing and
controlling land
development

Council raised concern about the amenity of properties in the Residential 2(a) zone, where that 2(a) zoned land directly adjoined land zoned Residential 2(b).

In 2011 staff identified 36 locations in the LGA where 2(a) and 2(b) zoned land immediately abut. We investigated these locations and identified that the Edgecliff Road and Wallaroy Road area was the only 2a/2b interface with potential planning sensitivities that required further inquiry - primarily because this land comprised a number of battle-axe lots zoned 2(b).

We undertook an urban design analysis of the area, and identified that the land can be suitably redeveloped for medium density residential purposes, provided DCP controls are prepared to guide development on the 2(b) zoned battle-axe lots. We strongly advised against down-zoning the land from a medium residential density zone to a low density zone. Down-zoning is not good planning practice and generally not supported by the Department of Planning and Infrastructure (DP&I).

To address potential impacts, we have applied a 9.5 metre height limit to all battle-axe lots in the R3 Medium Residential Density Zone (refer to Draft LEP 2013, clause 4.4(3)). We will also establish specific controls in the draft development control plan (DCP) for battle-axe lots, such as increased setback requirements to protect amenity, privacy and solar access.

Report: http://www.woollahra.nsw.gov.au/ data/assets/pdf file/0003/74802/may16-11upage.pdf

Council resolution:

http://www.woollahra.nsw.gov.au/ data/assets/pdf file/0007/75634/may30-11councilmins.pdf

# Review subdivision and allotment size controls

DPOP Strategy 4.1 Encourage and ensure high quality planning and urban design outcomes

Delivery Program
Priorities 2009 to 2013
4.1.1 Provide an
environmental
planning and
compliance framework
for managing and
controlling land
development

Council requested a review of the subdivision and allotment size controls, with the intent that these controls could be made more restrictive and limit density.

We found no compelling evidence indicating that the existing subdivision and allotment size controls need to be made more restrictive. Also, reducing development potential or density is not good planning practice and generally not supported by the DP&I.

In preparing the Draft LEP 2013, we have generally carried over the existing standards for minimum subdivision size and lot size. We are reviewing the setback and landscaping controls in the draft DCP so that the open space and deep soil areas are better configured and consolidated on a site. This will mean that the open space areas provided are more practical and provide greater opportunity for more meaningful landscaping and retention of tree canopies.

# Amend controls for William Street commercial uses

DPOP Strategy 4.1 Encourage and ensure high quality planning and urban design outcomes

Delivery Program
Priorities 2009 to 2013
4.1.1 Provide an
environmental
planning and
compliance
framework for
managing and
controlling land
development

The review of the planning controls for William Street, Paddington, has a long and complex history. The planning controls need to be amended to address non-residential uses in William Street. For many years, Council has endeavoured to find a reasonable planning outcome which balances heritage conservation, residential and commercial objectives.

Council's key objective is to allow a small range of low key non-residential uses which reflect the boutique retail character of William Street. Those uses have evolved in William Street over several years and the Council sought to legitimise a small range of uses rather than take steps to close businesses through our regulatory processes.

However, Council's approach and numerous efforts over many years have not been supported by the Department at critical stages in our negotiations with them. Ultimately, it has not allowed Council to take a fine grain approach to the permitted land uses, and forced Council to rezone the land using the limited options available under the Standard Instrument.

We identified that the most relevant standard zone is the B4 Mixed Use zone, and have applied this zone in the Draft LEP 2013. To help protect amenity, we will prepare new controls for the draft DCP to address matters such as display of goods outside buildings, advertising signs and external colour schemes.

Council resolution:

http://www.woollahra.nsw.gov.au/\_\_data/assets/pdf\_file/0019/114418/feb18-13councilmins.pdf

Investigate suitability of allowing retail, restaurant and other similar commercial uses on Oxford Street between Queen Street and Ocean Street, Woollahra

DPOP Strategy 4.1 Encourage and ensure high quality planning and urban design outcomes Council requested a review of the zoning of land along Oxford Street, between Queen Street and Ocean Street, Woollahra. The land is zoned Residential 2(a) and 2(b) under WLEP 95, and located in a heritage conservation area (HCA). Council was interested in opportunities to change the planning controls to allow commercial uses along this part of Oxford Street.

We investigated these matters and identify that the area is not suitable for commercial uses, such as retail and restaurant, because the location does not provide a natural extension to the 'retail high street environment' which characterises the existing retail part of Oxford Street, north of Queen Street. Furthermore, there are significant traffic, parking and amenity issues.

That part of Oxford Street carries over 70,000 vehicle movements a day, providing limited opportunity parking (both on-street and off-street parking). Further, it directly adjoins residential uses, to which it shares similar built form characteristics which will be detrimentally affected by encouraging retail and similar uses. To that end, we do not support rezoning the land to allow for commercial uses.

Delivery Program
Priorities 2009 to 2013
4.1.1 Provide an
environmental
planning and
compliance
framework for
managing and
controlling land
development

In response to a further request from Council, we assessed the height controls. A 9.5 metre height control currently applies to the land. Under the Draft LEP 2013, we are retaining the 9.5 metre height limit on the R2 Low Density Residential land, but increasing the height to 10.5 metres in the R3 Medium Density land. The 10.5 metre will provide for 3 storey RFB development, while maintaining the character of the HCA, and reflecting the scale of the trees lining that part of Oxford Street. Allowing greater height would not be contextually appropriate, and may have privacy and overlooking impacts on the adjoining R2 Low Density Residential land.

Report: <a href="http://www.woollahra.nsw.gov.au/">http://www.woollahra.nsw.gov.au/</a> data/assets/pdf\_file/0020/43913/june29-09upage.pdf

Council resolution:

http://www.woollahra.nsw.gov.au/\_\_data/assets/pdf\_file/0019/45064/july13-09councilmins.pdf

# Establish sustainability principles in the new LEP

Council requested that we include sustainability principles in the new planning controls.

DPOP Strategy 4.2 Promote sustainable design in future private and public development We have included a specific aim for ecological sustainable development (ESD) within the new LEP. We also have the ability to draw on one of the objects of the EP&A Act which is to encourage ESD. The Draft LEP also includes the following aims: "to conserve the built and natural environmental heritage of Woollahra", "to protect the amenity and natural environment of the area of Woollahra," and "to protect and promote public access to and along the foreshores." The Draft LEP includes controls for earthworks and for development on sensitive land (such as coastal zones and acid sulphate soils).

Delivery Program Priorities 2009 to 2013 4.2.1 Prepare planning documents that embrace sustainability principles The draft DCP will provide for greater opportunities to address ESD in more specific and detailed ways. For example, we will be including provisions for electric car charging points and reviewing controls solar energy systems in HCAs.

# Develop policy and controls for sea level rise

We have not prepared controls for sea level rise, or reflected the policy intent in the Draft LEP 2013, as the State Government is making significant reforms to the current policy.

DPOP Strategy 4.2 Promote sustainable design in future private and public development On 8 September 2012, the current State Government abandoned the sea level rise policy that was established by the previous administration in 2009. It is widely expected that the State Government will also review the *Guidelines for Preparing Coastal Zone Management Plans* (CZMP) and the *Adopting Sea Level Rise Planning Guidelines (2010)*.

Delivery Program Priorities 2009 to 2013 4.2.1 Prepare planning documents that embrace sustainability principles Opportunities to address sea level rise will be further pursued when the State Government has finalised its position.

#### Investigate potential to identify particular tree species for specific areas

Council asked us to investigate whether we could establish provisions to regulate the species, height or foliage characteristics of trees in the new LEP.

There is no scope in the Standard Instrument to address this matter.

DPOP Strategy 4.1 Encourage and ensure high quality planning and urban Furthermore, discussions with Council's Open Space and Trees Department identify that it is not appropriate, even within the draft DCP, to develop precinct or street specific controls. There is no certainty that such controls would help retain or improve significant tree cover across the LGA and compliance and monitoring issues would be impractical.

#### design outcomes

Delivery Program
Priorities 2009 to
2013 4.1.1 Provide
an environmental
planning and
compliance
framework for
managing and
controlling land
development

Investigate
potential to include
Fairfax Road,
Bellevue Hill, as a
heritage
conservation area

DPOP Strategy 4.3 Protect local heritage and residential amenity, including protection of significant architecture and the natural environment

Delivery Program
Priorities 2009 to 2013
4.3.1 Develop
policies, including a
Heritage Item Register
and a Significant Tree
Register, to maintain
cultural and natural
heritage items

Council requested that we assess the heritage potential for including Fairfax Road, Bellevue Hill, as a heritage conservation area (HCA) in the Draft LEP 2013. We have reviewed the potential Fairfax Road Heritage Conservation Area proposal, including heritage inventory sheets that were part of a 2003 heritage study. We find that the area is not suitable for listing as a HCA.

There have been a number of changes within the proposed HCA since the study in 2003. In particular, five buildings have been listed as heritage items in Woollahra LEP 1995, and one proposed heritage item building has been demolished.

In considering the other buildings, one contributory building is not characteristic of the proposed HCA, being an Inter-War flat building. Of the remaining six buildings, two are on battle-axe lots not visible from the street. The remaining four are contributory but do not form a coherent group. Some of the contributory buildings have been altered.

The proposed HCA has poor streetscape value, being mostly set down below the road or out of public view. The neutral, altered or new buildings within the group cause a lack of coherence. The recent listing of individual buildings has provided protection for the most important elements. These factors have removed most of the potential benefits of listing the group as a conservation area.

# List of Strategic Planning Working Party meetings held in relation to the preparation of the Draft Woollahra LEP 2013

Workshop	LEP/DCP	 Date
New Principal LEP FSR Controls	LEP	13 February 2013
New Principal LEP Height Controls	LEP	6 February 2013
New Principal LEP and Land Use Table	LEP	5 December 2012
New Principal LEP (Councillor Briefing)	LEP	26 November 2012
Maximum building height in the B4 Mixed Use zone	LEP	17 July 2012
Maximum building height in the B2 Local Centre zone	LEP	19 June 2012
Maximum building height in the R3 Medium Density zone	LEP	22 May 2012
Maximum building height in the R2 Low Density Residential zone and part of the R3 Medium Density zone	LEP	1 May 2012
LEP zoning changes	LEP	16 April 2012
Approach and timeframe for preparing DCPs and timeframes for preparing Principal LEP	LEP/DCP	27 March 2012
Excavation controls and the horizontal incline plane	LEP/DCP	10 August 2011
Options for reporting on opportunity site consultation held in June and July 2010	LEP	8 September 2010
Part 4: Addressing the NSW Government housing targets The potential in and around the Edgecliff Centre to accommodate significantly more residential development	LEP	5 November 2009
Community consultation and engagement for the Principal LEP	LEP	17 September 2009
Part 3: Addressing the NSW Government housing targets Identifying the potential residential capacity in the three suburbs of Double Bay, Edgecliff and Woollahra	LEP	6 August 2009
Part 2: Addressing the NSW Government housing targets Identifying the potential residential capacity in the three suburbs of Point Piper, Darling Point and Paddington	LEP	9 July 2009
Part 1: Addressing the NSW Government housing targets Identifying the potential residential capacity in the four suburbs of Watsons Bay, Vaucluse, Rose Bay and Bellevue Hill	LEP	18 June 2009
Building height limits in new Principal LEP, and excavation controls in the Comprehensive DCP	LEP/DCP	14 May 2009
Resolving issues with the built form controls of WLEP 95 including:     Conflicting maximum building height controls in the LEP with existing DCPs     A preferred approach to translating floor space ratio controls	LEP/DCP	26 March 2009
Translating WLEP 95 business zones into Standard Instrument LEP zones	LEP	26 February 2009
Translating WLEP 95 business zones into standard instrument LEP zones  Translating WLEP 95 residential, open space and recreational zones and	LEP	12 February 2009
unzoned land into Standard Instrument LEP zones	LLI	12 I Gordary 2009
Responding to residential housing capacity targets set by the NSW Government	LEP	4 December 2008

# Political Donations - matters to be considered by Councillors at Meetings

