

HOUSING STRATEGY IN CENTRES

This report presents options for rezoning and changes to development standards that have the capacity to accommodate additional housing close to centres. These are discussed in the following sections of this report and summarised in the table in the following pages.

1. Engadine Centre and adjacent area:

Area 1 & 2: Urban Centre Zone

Area 3: Block bounded by Banksia Ave, Boronia Ave, Waratah Rd and Old Princes Highway

Area 4: Blocks bounded by Cooper Street, Old Princes Hwy, Engadine Avenue and Princes Hwy

2. Sutherland Centre and adjacent area:

Area 1: Urban Centre Zone and (Details in Sutherland Centre Strategy)

Area 2: Zone 6 undeveloped sites

Area 3 and 4: Blocks bounded by Jannali Ave, Linden St, The Grand Parade and Leonay St and traversed by Kurrajong St

3. Jannali Centre and adjacent areas:

Area 1: Local Centre Zone and extension to zone

Area 2: Part block bounded by Railway Cres, White St, Roberts St and Buller St

Area 3: Part block bounded by Sutherland Rd, Soldiers Rd and Mitchell Ave

Area 4: Part block bounded by Sutherland Rd, Mitchell Ave and Oxley Ave

4. Gymea Centre and adjacent area:

Area 1: Gymea Local Centre zone and extension of centre zone to include council car park area

Areas 2 & 3: Part block bounded by Gymea High School and Milburn Rd and traversed by Talara Rd and San Remo Ave

5. Sylvania Southgate:

Area 1: HNSW site bounded by Florida Ave, Pembroke St, Princes Hwy and Port Hacking Rd.

6. Miranda Centre and adjacent areas:

Area 1: Block bounded by the Kingsway, Clubb Cres, Clubb Lane and Kiora Rd (part of Urban Centre zone)

Area 2: Area bounded by the Kingsway, Junction St, Miranda Rd and Port Hacking Rd and traversed by Ventura Ave, Montgomery St and Windemere Ave

Area 3: Block bounded by Port Hacking Rd, the Kingsway and Junction St

Area 4: Area bounded by Karimbla Rd, Miranda Rd and President Ave and traversed by Kirkby Pl, Mooki St, Partridge Ave, Woonah St and Darly St

Area 5: Area bounded by Kingsway, FS road corridor and the railway line and traversed by University Rd and Pinnacle St

Area 6: Part block bounded by Miranda Rd, Urunga Pde and the railway line

7. Caringbah Centre and adjacent area:

Area 1: Urban Centre Zone (Details in Caringbah Centre Strategy)

Area 2: Area bounded by Sutherland Hospital, the Kingsway, Flide St and Taren Point Rd and traversed by Hinkler Ave (Medical Precinct)

Area 3: School site, Bowling Club and adjacent dwellings fronting Taren Point Road and Willarong Rd.

8. Cronulla:

Area 1: Urban Centre Zone (Details in Cronulla Centre Strategy)

Area 2 & 3: South Cronulla Residential Flat Zone

The change proposed for Sutherland, Caringbah and Cronulla centres were publicly exhibited for consultation over a two month period in 2012. Public feedback from the exhibition was used to refine the proposals which were reported to Council in July 2012 (SDC001-13, SDC002-13, SDC003-13, SDC004-13, SDC005-13 and SDC007-13). The revised Sutherland, Caringbah and Cronulla Centres Strategies, detailing recommendations for increases in height and density accompany this report.

1. ENGADINE CENTRE

Engadine is a centre with a large residential catchment but limited development has occurred in the centre in recent years. The area provides an ideal opportunity for young families to find suitable homes at more affordable prices. There is also a strong demand for villas from the local ageing population. Under the current zoning there is little opportunity for further development of flats in Engadine. More opportunities need to be provided for smaller households in order for the ageing population to downsize. Opportunities exist to increase the area zoned for flats and improve the design of ground floor flats for a more adaptable form of housing.

Engadine is defined by the Subregional Strategy as a “village centre”. An extract of the SSLEP2006 zoning map of Engadine Centre and surrounds is provided below. The circle imposed on Map 1 is the radii of 600m for a Village Centre which is the investigation area as set by the Sub-regional Strategy. Within this area, residents have good pedestrian accessibility to the railway station and all facilities of the centre. Engadine is predominantly a residential area with an active commercial centre adjacent to Engadine railway station and along the Old Princes Highway. The centre benefits from good accessibility to the north, south and west due to the proximity of the railway station, the Princes Highway and Heathcote Road.

The 600m radius which defines Engadine centre is bisected by the Princes Highway and the railway line with the Royal National Park to the east. This location effectively halves the area of land available for residential use within the 600m radius of the railway station. Engadine Centre is situated on an elevated position with the main shopping street of Old Princes Highway sloping down to the north, while the east-west running Station Street is level. The land slopes away into a valley immediately to the north east of the commercial zone. District views are gained from higher vantage points.



Engadine: Old Princes Highway looking south



Old Princes Highway looking north

The Engadine business centre is a well established and busy shopping centre. An informal count of shops in 2009 recorded 176 businesses. The shopping area of the centre is spread out over several blocks of traditional strip shopping streets. The centre also has small internal shopping centres, arcades and three supermarkets. These consist of a freestanding Coles supermarket off Myal Place (3,000 sq m) and a Woolworths supermarket (1,360 sq m) serviced by speciality shops. These shopping centres have an internal focus and do not integrate well with the street. Engadine Court, anchored by IGA supermarket (2,424 sq m) and accompanied by Aldi provides more supermarket choice. Engadine Court is more integrated into the centre.

The main streets of Station Street and Old Princes Highway are the focus of the town centre, and create Engadine's urban village feel. Commercial and community services include banks and building societies,

a Medicare and Motor Registry office, RSL Club, library and schools. Many chemists and medical practitioners' rooms provide a good level of health services to the local community. The range of retail functions and services available at Engadine is excellent. The centre is surpassed only by Miranda and Caringbah in the numbers of supermarkets, banks and the range of services provided.

The Hirst Report (2001) noted that Engadine centre was oversupplied with retail floor space for its population. This assessment was based on an estimate of potential retail expenditure and the retail space required to support this expenditure, along with comparisons of centres across Sutherland Shire. However, as the only major shopping destination in the southern part of the Shire, Engadine also serves the residential areas of North Engadine, Woronora Heights and Yarrawarrah, in addition to Heathcote and to a lesser extent Helensburgh. As such it benefits from a wider catchment, but can still be considered to be “punching above its weight” as a local centre. Commercial development should continue to be concentrated in the core area, rather than expanding at the edges of the centre. The vitality of the centre will be eroded if “dead” areas appear in the middle of the traditional shopping streets.

Existing Planning Framework

The existing zoning of Engadine under SSLEP2006 generally conforms to the standard pattern of centre zoning. The commercial core is within Zone 8 - Urban Centre. This zone allows a floor space ratio (FSR) of 2:1 and a maximum height of three storeys. Permissible uses are commercial and retail with shop top housing allowed. The commercial centre is ringed with areas zoned for residential flat buildings (Zone 6 - Multiple Dwelling B) and villas and townhouses (Zone 5 - Multiple Dwelling A).

Blocks west and south of Boronia Avenue in Zone 6 - Multiple Dwelling B, are close to the railway station and the shopping centre. Less than a third of this land has been developed for townhouses, despite the location. Other blocks to the north of the commercial core within Zone 6 have a higher percentage of land developed with townhouses. An area of Zone 6 - Multiple Dwelling B is situated to the south of the commercial core between Old Princes Highway, Engadine Avenue and the Princes Highway. This zone is fully developed for residential flats.

SSDCP 2006 contains locality statements that set the desired future character of Engadine and development controls that govern the form and scale of future development. The provisions of SSDCP2006 seek to:

- encourage the development of residential units above the shops in the Engadine centre in order to bring more business to the town centre and provide more housing choice in the locality.
- maintain the centre's pedestrian scale and active main streets.
- provide building envelope controls so that residential units provide a high standard of amenity and solar access for future residents while also maintaining the usefulness of the centre of shoppers.
- encourage the creation of open arcades to improve pedestrian access throughout the centre and to make more opportunities for outdoor eating areas.

The key concept articulated in the locality statement is the importance of the retail centre as a pedestrian friendly village centre. The importance of this objective arose from extensive community consultation in 2002. The high number of small shops and the wide landscaped footpaths that have recently been installed may encourage the establishment of more cafes and restaurants. This will improve the vitality of the centre similar to that which has been achieved at Gymea.

The redevelopment of the Council owned land between Old Princes Highway and Caldarra Avenue has had a positive impact on the centre, offering a focal point in the form of a new public square and multi-purpose centre on the Old Princes Highway. The residential aged care facility will further add to activity in the centre.



Engadine: Station Street cafés



Old Princes Highway public domain planting

Demographic Profile of Engadine

To gain a better understanding of the factors affecting the local housing market, Council officers interviewed several local real estate agents. Their local knowledge is backed up by census data.

Essentially the housing market of Engadine and surrounding suburbs is characterised by two main forces:

- older residents wanting to downsize, and
- first home buyers seeking a low cost home.

The demand from these two groups is extremely strong and demand exceeds available supply.

The two market groups are a direct result of the history of local development and housing affordability in the locality. The suburbs that focus on the centre of Engadine are characterised by single dwellings built in the 1960s to 1970s on large lots. These houses were built as family dwellings and have served this purpose well, with original residents still making up a significant proportion of the local population. Single dwelling houses account for 83% of the total households in this area.

The main demographic trends are noted below:

As is the case generally in Sutherland Shire, the main **demographic trend is the ageing population**. This trend has slowed a little since 2006, with a mini baby boom experienced in Engadine. Since 2006, there has been an increase in the number of children between 0-6 years. This reflects the younger families establishing themselves in houses vacated by older residents.

Many older residents want to stay in Engadine. One Engadine real estate agent, when asked their view of the existing housing choice offered in Engadine, replied that older people are the hardest to accommodate. They have lived here for years and they have family locally including children and grandchildren. One agent made the observation that people who move to Queensland or the country often come back, partly because people are more isolated than they expect to be in their new community.

Villas and townhouses are in short supply and expensive. The Engadine real estate agents also identified the trend of older people who are selling their older style single dwellings and looking to buy a villa or townhouse. Most residents would expect to spend less when they downsize, producing more retirement income, yet this isn't the case in the Engadine housing market where the villas and townhouses are often the same price or more than the house they sell. This is a significant barrier to people moving to more appropriate housing.

Older residents, downsizing, do not want steps. Most existing units in Engadine have stairs so older people are forced to move from Engadine to elsewhere in the Shire, most likely to Miranda or Gymea. Gymea is seen as a more appealing place for older people. Other estate agents interviewed backed up this view by also identifying large volumes of enquiries for villas from older people moving out of houses

but needing to stay in the area. The demand for villas simply cannot be met at present. Council has required all units to have a lift for several years, but there has been very little new construction in Engadine in the last five years.

Young families are attracted to the Engadine area. This is supported by census data that shows 52% of the total households in Engadine consist of 3 or more people. This differs from other large centres throughout the Shire, which generally attract greater numbers of singles or couples without children. Engadine also has the highest percentage of 0-11 year olds (19%) of all the centres. The average household size for the Sutherland Shire in 2011 was 2.65 persons per household, declining from 2.82 in 1996. Given that the household sizes are declining throughout Sydney, this is no surprise. However, Engadine has a considerably higher average household size of 2.86 (2011), which has declined from 3.24 in 1996. This higher average household size can largely be attributed to the popularity of this area for families.

Engadine is affordable for young families, with substantial family dwelling stock with large gardens. Engadine is more affordable than suburbs further north or east. As such it represents one of the few localities where young people of more moderate means can afford to set up a family home in Sutherland Shire.

Engadine has a significantly high percentage of 50-69 year olds. This group makes up 24% of the population of Engadine. It is this group which will become the aged in the near future. Meeting the future needs of this group while maintaining the vitality of the Engadine Centre is the challenge Council faces. Engadine has the lowest percentage of people aged over 70 years (7.2%) of all the centres under review.

There is an increasing demand for single person households. The 2011 census already points to the challenges ahead, highlighting an increase in single person households in Engadine-Yarrawarrah. Between 2001 and 2011 in this area, the number of family households was fairly constant, but there was a significant increase in lone person households (+297). As this pattern continues there will be a continuing increase in demand for smaller housing options. This largely reflects older people living alone.

Recent Residential Development in Engadine

Between 2006 and 2010 there was a significant decrease in multi unit development applications across all centres (as shown in Table 1). Fewer multi-dwelling residential developments have occurred in Engadine centre, than any other centre in the Shire. Since 2005, there have been only two multi-dwelling developments. Consequently there is a lack of supply of new small dwellings. Under current zoning there is little opportunity for further development of flats in Engadine, despite there being strong demand in this market. Map 2 shows all strata titled lots (2009) hatched in black. These lots can be considered as having had their development potential taken up for the foreseeable future. The residential flat zone to the south of the centre is fully developed.

There is a strong demand for aged housing in Engadine. The interviews of real estate agents in Engadine identified a market segment of "cashed up down-sizers" - older couples who have sold their house and want a smaller more convenient dwelling. In this category there is a premium paid for convenience, quality and location with real estate agents reporting a preference to be close to the train station and shops.

The last significant group of development approvals was in 2005. Since then, Council and the State Government have introduced initiatives aimed at improving the quality of residential flat buildings such as SEPP 65, BASIX, the establishment of the Architectural Review Panel and policy development contained in SSLEP2006 and SSDCP2006. Together these initiatives have substantially improved the quality of buildings and the amenity for future residents. For example Council made lift access mandatory for all units of three storeys or more. Yet there have been no units built in Engadine in this time and as such the housing stock has not benefited from improved public policy.

Town Centres 800m	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	Total
Caringbah	24	77	83	198	4	0	0	0	10	0	396
Cronulla	0	0	0	5	6	27	0	16	10	27	81
Menai	0	0	0	0	0	0	0	0	0	0	0
Miranda	0	16	0	0	1	0	0	15	1	0	33
Sutherland	0	47	122	93	10	0	0	35	63	0	316
Village 600m											
Engadine	26	11	17	0	0	0	0	2	0	0	56
Gymea	0	89	21	17	16	0	1	24	28	8	204
Kirrawee	0	0	0	6	0	0	0	1	0	0	7
Small Village 400m											
Illawong	0	4	0	0	0	0	0	0	68	0	72
Jannali	0	4	0	10	0	0	6	0	0	0	20
Kareela	0	0	0	0	0	0	0	0	0	0	0
Loftus	0	0	0	0	0	0	0	0	0	0	0
Southgate	0	0	0	0	8	20	0	0	77	0	105
Woolooware	0	0	0	0	0	7	0	1	0	0	8
Neighbourhood Centre 200m											
Bangor	0	0	0	0	0	0	0	0	0	0	0
Como	0	0	0	0	0	0	0	0	0	0	0
Heathcote	0	4	0	0	3	0	2	0	0	0	9
Kurnell	0	0	0	0	0	0	0	0	0	0	0
Sylvania	0	0	0	0	0	0	0	0	0	0	0
Sylvania Hts	0	0	0	0	0	0	0	0	0	0	0
TOTAL	50	252	329 329 48			54	9	70	257	35	1307

TABLE 1: Sutherland Shire multi -unit dwelling approvals- Number of dwellings
Figures based on council DA information for units, townhouses, villas, mixed use and seniors living developments for the period 2004-2011

Engadine Housing Strategy Proposals

The challenge for Council in developing a Housing Strategy for Engadine is to find a strategy that meets the needs of the ageing community and creates viable development opportunities. It is clear that the first choice of older residents looking to downsize is to move to a well located villa. However, the market is not producing this form of housing, despite strong demand.

Council only has two levers to encourage villa development: these being permissibility and development standards. Villas are currently permissible in all residential zones in Engadine and surrounding suburbs, except where the land is subject to bushfire hazard or requires evacuation in times of bushfire.

Development standards play a key role in development viability. Because villas are by definition single storey, the density that can be achieved is fairly low and this is the primary barrier to development. As such there is nothing further Council can do to through zoning to encourage more villas around Engadine.

Given that there is little more Council can do to encourage more villas in Engadine, it is important to focus on what elements of villas form the basis of older persons housing choice and see if these elements can be satisfied in some other way. The recurring arguments in favour of villas are that they offer all living on a single level, a private garden and a separate front door.

It is possible for residential flat units to be designed so that they offer more of the amenities normally associated with villas. Council's decision to require all residential flat buildings of three storeys or more to provide lifts has significantly improved accessibility in new buildings. It means that all residents can gain access to their unit without having to negotiate stairs. New units would therefore be more acceptable to the needs of the ageing local community.

At present most units are designed along a very uniform design formula. Buildings usually have a central security entrance with individual units having private balconies overlooking communal open space. However, this is not the only possible design solution. It possible to design ground floor units so that they are given a portion of the landscaped space as a private garden instead of a balcony. Where ground floor units face the street, it is also possible for the units to be provided with a front door and entrance from the street. The photographs below show Edgewood Estate, a residential development in Woonona, north of Wollongong, where a part two and part three storey residential flat building has been designed with all ground floor units having a private garden. The development still maintains a quality landscaped setting and yet provides more options within the housing market. The lack of communal open space is compensated by ensuring all units above ground level have large useable balconies.



Individual front gardens for flats in Edgewood Estate, Woonona

As shown above, such a design solution can still maintain an attractive landscaped setting. Landscaped elements, hedging and fencing can work together to enhance the streetscape. While such development does not provide all the advantages of a villa, it does increase housing choice and addresses issues

which are important to ageing residents. However, to make a difference in Engadine there would have to be units developed under the new rules and at present there is no capacity for further residential units within the residential flat zone.

Within the 600m radius of the station opportunities have been identified for changes that would allow more residential flat buildings in close proximity to the centre. These areas are shown on Map 3 as areas 2, 3 and 4.

There are four ways to increase housing choice in Engadine:

- Enlarge the area where residential flats are permissible.
- Increasing the height and/or floor space ratio for units in Engadine – to allow more units to be built and make development more economically viable.
- Removing the existing minimum lot size requirement for the development of units – to make units more viable.
- Increase or remove the limitation on the proportion of residential development in the urban centre.

Increasing the height and floor space ratio for units in Engadine will allow more units to be built in Engadine and make development more economically viable. In Engadine areas 3 and 4 flats are proposed to have a 20m (six storey) height limit and a floor space ratio of 1.5:1. This is a change from current development controls for Zone 6 Multiple Dwelling B allowing flats to a height of 3 storeys and floor space ratio of 1:1. A 20 metre building is comparable in height to an established Eucalyptus and as such this scale can sit comfortably in a suburban setting.

Removing the existing minimum lot size requirement for the development of units will also make units more viable.

**Engadine Area 1:
Area zoned as Urban Centre
Retain Urban Centre zone**

Height 25m (7 st) and FSR 2:1

**Change DCP required residential component to 80% from current maximum of 40%
This option generates potential for 67 additional dwellings**

The current height limit for development in the centre zone is three storeys. This high limit was reinforced by Council when it reviewed the Engadine DCP provisions in 2004. The DCP review was accompanied by community consultation which found the priorities of the Engadine community were:

- to ensure that the Engadine centre remains a family orientated, urban village environment
- the provision for additional parking at Myal Street;
- that development not exceed 3 (three) storeys in height with the Floor Space Ratio (FSR) to remain at 2:1;
- better traffic management is needed to cater for future development and to minimise congestion;
- the need for car parking to remain a feature of new mixed use developments; and
- to maintain the existing community facilities available in Engadine.

As a result Council retained a three storey height limit and a floor space ration of 2:1 in SSLEP2006. However, no redevelopment has occurred in the centre since 2004, despite this being a period of

extensive development across Sydney. This lack of any redevelopment suggests that the development is not feasible under the current development standards.

The community desire for a pedestrian scaled local village is recognised and appreciated. However, this urban character could still be maintained with development of more than three storeys. Higher buildings can still maintain a pedestrian scale if the building form is well considered. Stepping upper levels back is one technique to reduce the apparent scale of buildings. The photographs below are of a four storey mixed use development in the Sutherland centre. Because of the building design at street level and the setback of the top level, these buildings are of sympathetic scale, especially when balanced by the scale of trees.



Flats in Belmont Street, Sutherland

It is considered that the streetscape of the commercially zoned area of Engadine Centre could be enhanced by well designed new mixed use development to a height of up to seven storeys, particularly if the upper two storeys were set back from the building line. Such a change may make redevelopment in the shopping strip economically viable, producing accessible residential units and modern shops.

The Council redevelopment site between Caldarra Avenue and Old Princes Highway will have aged care residential development over part of the site to six storeys, which will provide the centre with a new focal point development overlooking a civic square. The fact that Council found it necessary to design this building as six storeys to make it financially viable highlights the constraint that the existing three storey height limit places on redevelopment potential in the town centre.

A further factor limiting the feasibility of redevelopment is that SSDCP 2006 currently sets a minimum percentage of commercial and retail floor space of 60% within a mixed use building. To make a centre attractive and vital it is essential that all street frontages or frontages to publicly accessible places have active street fronts. This means that shops or commercial uses are located at ground level of developments to enliven the street and achieve passive surveillance of the public area. A recommendation of this report is that the commercial percentage requirement be removed in all centres while retaining the DCP requirement for active street frontages (i.e. retail or commercial uses at ground floor) in mapped sections of centre commercial cores.

An increase of height and floor space ratio is proposed for the commercial centre of Engadine. The centre has been the subject of an urban design and building shadow study. This study resulted in a Building Envelope Plan which will form a part of SSDCP2006.

The centre has been considered in two parts, being a core commercial area which could be more intensively developed and have active street frontages and a secondary commercial area, which provides a transition to the surrounding residential areas where active street frontages are not necessary. Landscaped setbacks will be encouraged in the secondary area. The building envelope plan shows a range of heights from four to six storeys, with FSR ranging from 2:1 to 3:1. The design of the building envelopes for the commercial core has assumed a mixed use for each site, typically comprising one or two storeys of retail and commercial use, with 2 metre setback to upper levels of residential flats

The building envelope plan design was guided by the following aims:

- Reinforce Old Princes Highway and Station Street as the core shopping area. The building envelope shows a built form with nil set back 2 storey podium base to developments, with residential levels above to a maximum height of seven storeys.
- The form of the buildings described in the building envelope plan consists of narrow building forms above the podium rising to the maximum number of storeys noted. The ground floor would be required to be a commercial or retail use in the core area to ensure an active street frontage. The building use for upper floors could be commercial or residential. The narrow building form ensures the building complies with SEPP 65 Design Guide for Residential Flat Buildings, hence providing a high standard of future residential amenity with adequate solar access and natural ventilation to units.
- Maintain adequate solar access to public areas, particularly to those with a northerly aspect which are suitable for outdoor dining.
- Extend and improve landscaping in the centre to reinforce the unique character of Engadine as a suburban commercial centre in the context of adjacent large areas of bushland and National Park.
- Maintain and improve pedestrian accessibility across the centre.
- Ensure development on the edge of the commercial core provides a transition in bulk and scale to surrounding lower density residential development. This is in the form of reduced heights and a requirement for landscaped setbacks in sites at the edges of the centre.

A working version of the Building Envelope Plan for Engadine is shown below. Some recommended heights have increased since this plan was prepared and will be reflected in the final version of the map when it is inserted into the DCP. The maximum height shown on the plan is six storeys, which has since been amended to 25m. The SILEP does not allow limits to be expressed in storeys. The 25m allows 6 storeys and a roof or possible a 7th storey.



Engadine Area 2:
Part of block bounded by Boronia Avenue, Old Princes Highway, and Waratah Road
Retain Urban Centre zoning, but allow 100% residential use

Height 20m (6 st) and FSR 2:1

This option generates potential for 138 additional dwellings

This area on Boronia Avenue is currently zoned Urban Centre. This zone allows mixed use or 100% residential development at three storeys with an FSR of 2:1. However, there has been no redevelopment to date. Commercial development here would be isolated from the existing commercial centre. Further, the evidence available on the supply and demand of retail floor space suggests that Engadine does not need further business development that would extend the footprint of the centre. As such an entirely residential use with a landscaped setback is probably more appropriate than buildings with a more urban centre context built to the street. The lots in this precinct are currently occupied with original older style houses, with a high proportion of fibro and clad cottages and little indication of recent renovations. Some of the houses are occupied by medical practices and a child care centre.

The proposal is to allow additional height to a maximum of 20m (6 storeys) and a FSR of 2:1. This additional height would act as an incentive to development as the FSR potential could then be realised for units.

This block also includes four lots owned by Council within Zone 13 - Public Open Space which would improve the amenity of dwellings within this precinct. The area is also well serviced by parks with facilities for active recreation. Council has recently upgraded Engadine Town Park on the Old Princes Highway which is within 250 metres of the open space in Boronia Street. In addition the locality is within walking distance to the regional recreational facilities of the Cooper Street Reserve.

Engadine Area 3:
Block bounded by Banksia Ave, Boronia Ave, Waratah Rd and Old Princes Highway
Change zone to allow flats

Height 20m (6 st) and FSR 1.5:1

This option generates potential for 226 additional dwellings

The proposal for this area is to change the zone from Zone 5 - Multiple Dwelling A to Zone 6 - Multiple Dwelling B. This would permit residential flat buildings. Townhouses are currently permissible in this zone but little townhouse development has occurred to date. At present the block is occupied by single dwellings, mainly of older style with a high proportion of fibro cottages. There is little indication of recent renovations. The adjacent zone to the north is Zone 8 - Urban Centre where residential flats are permitted.

The block is adjacent to St John Bosco Primary School where the school buildings are a similar scale to residential flat buildings. This context and the street widths make the precinct appropriate for larger scale buildings as an extension of the fully developed residential flat zone to the east. The block is adjacent to the water reservoir. Additional housing in this area would provide residents with excellent pedestrian access to shops and services. The Coles supermarket, doctor's surgery and specialty shops are within 400 metres level walk of the site, while the train station is within 800 metres and Cooper Reserve is only 700 metres walk. The location may also prove desirable for older residents with grandchildren at St John Bosco School.

Engadine Area 4:
Blocks bounded by Cooper Street, Old Princes Highway, Engadine Ave, Railway Parade.
Change zone for to allow flats

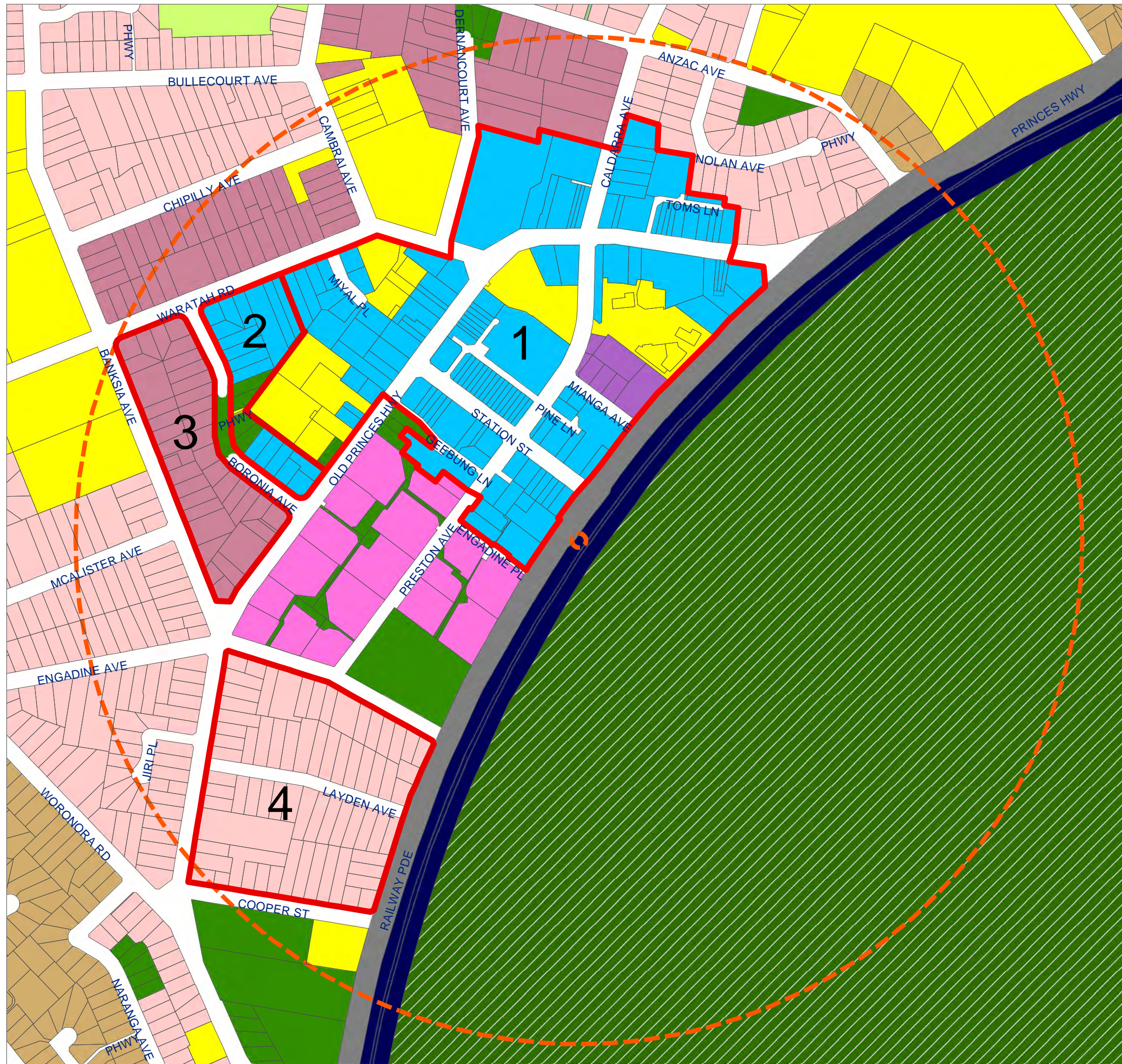
Height 20m (6 st) and FSR 1.5:1

This option generates potential for 550 additional dwellings

The proposal for this area is to change the zone to allow residential flat buildings. Townhouses are currently permissible in this zone but little townhouse development has occurred. The existing single dwelling housing stock is older style with a high proportion of fibro cottages and little indication of recent renovations. Few new dwellings have been constructed in this precinct.

This block is adjacent to a residential flat zone to the north, and additional residential flats would be an extension of this zone. The buffer of Cooper Street Reserve to the south and Old Princes Highway to the west creates separation between the single dwelling zones to the west, limiting the impact of increased density on the single dwellings in this area. Lots for development in this area could be amalgamated so that vehicle access from Princes Highway is not required.

This area is well located between two parks. Residential flats on Cooper Street would overlook Cooper Street Reserve, a reserve with high appeal and various amenities, including a walking track extensively used by older residents. Residential flats on Engadine Avenue would overlook Preston Park. The orientation overlooking parks would provide the units with a higher standard of amenity. Also, greater overlooking of the parks would improve passive surveillance, improving the safety of both open spaces. Residential units in this location would be within 730 metres level walking distance of Coles and 800 metres of the train station.



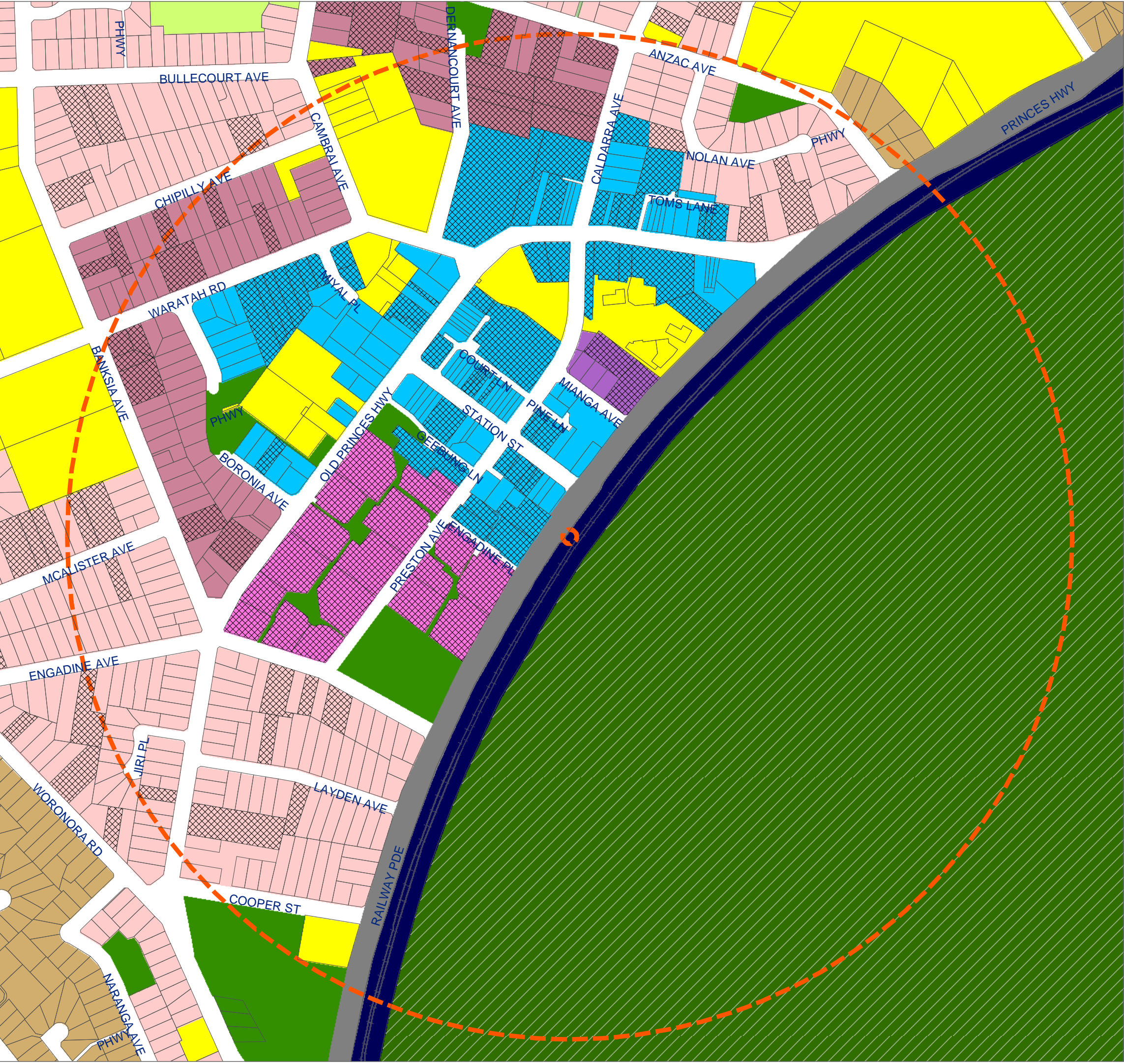
KEY ZONING

- Zone 1 - Environmental Housing (Environmentally Sensitive Land)
- Zone 2 - Environmental Housing (Scenic Quality)
- Zone 3 - Environmental Housing (Bushland)
- Zone 4 - Local Housing
- Zone 5 - Multiple Dwelling A
- Zone 6 - Multiple Dwelling B
- Zone 7 - Mixed Use - Kirrawee
- Zone 8 - Urban Centre
- Zone 9 - Local Centre
- Zone 10 - Neighbourhood Centre
- Zone 11 - Employment
- Zone 12 - Special Uses
- Zone 13 - Public Open Space
- Zone 14 - Public Open Space (Bushland)
- Zone 15 - Private Recreation

 800 m Radius
 600 m Radius
 400 m Radius



ENGADINE CENTRE (Map 3)



Note:



Strata Titled Lots



2. SUTHERLAND CENTRE

Sutherland is identified as a potential strategic centre within the Subregional Planning framework. Regional facilities located here could accommodate substantial growth but the residential flat zones have largely been developed. Development is further constrained by fragmented ownership of lots with very little development occurring in the urban centre. There is a strong demand for flats to accommodate the younger population of small working households. Opportunities exist to increase the area zoned for flats, increase heights and densities and remove the limitation on residential development in the centre.

The **Draft Sutherland Centre Strategy**, which includes recommendations to increase height and density in the centre zone and residential flat zone, accompanies this report. An additional recommendation for Sutherland Centre is for areas 3 and 4, discussed below.

Sutherland is defined by the Sub-regional Strategy as a Town Centre and it is also recognised as having the potential to become a Major Centre. As such it is viewed as the most significant centre of Sutherland Shire.

An extract of the zoning map of Sutherland Centre and surrounds is included overleaf. The circle imposed on the map is the radii of 800m from the railway station. This is the investigation area for a Town Centre as set by the Sub-regional Strategy. Within this area residents have good pedestrian accessibility to the railway station and all facilities of the centre. The Draft Subregional Strategy notes that Sutherland may prove to be a focus for employment growth in the long term and should be considered in any subregional centres planning work in the future. The Subregional Strategy states that Sutherland may become a “major centre” with time and appropriate development.

Sutherland Centre is located on a ridge and the streets in the commercial centre are generally level. The centre as defined by the 800m radius is bisected by the Sutherland Overpass. The Woronora cemetery limits growth to the west, while parkland and the Royal National Park restrict further growth to the south. Sutherland is a transport interchange location, being the station where the Cronulla line branches from the main Illawarra line. The commercial area of Sutherland Town Centre is located mainly to the east of the rail line. The town centre has a strong focus of administrative services, housing the Council Chambers, the courthouse, the entertainment centre, police station, several schools and sporting facilities. It also provides a range of shops, banks and hotels, but the centre is underdeveloped as a retail centre, with no full line supermarkets and only two smaller supermarkets (Supabarn and Franklins). The traditional retail hierarchy model is somewhat distorted in Sutherland Shire due to the retail dominance of Westfield Miranda. As such the Sutherland Centre has a strong administrative function, but lacks the retail specialisation of a major centre.

Existing Planning Framework

Under SSLEP 2006 Sutherland Centre is within Zone 8 – Urban Centre, with Floor Space Ratios from 2:1 to 3:1 and allowable height ranging from 4 to 8 storeys. The zone allows a very broad range of permissible uses covering all service, commercial and retail uses as well as residential units as part of mixed use development. In the more peripheral parts of the Urban Centre zone, sites have been identified as being suitable for 100% residential use.

The commercial centre is virtually ringed with areas zoned for residential flat buildings (Zone 6 - Multiple Dwelling B) and villas and townhouses (Zone 5 - Multiple Dwelling A). In contrast to the commercial redevelopment potential of the centre zone, **the residential flat zones have been almost fully**

developed. Prior to redevelopment these areas consisted of single dwellings on large residential lots. This allowed for sites to be readily amalgamated and profitably developed.

Some areas to the north of the commercial centre are Zone 5 Multiple Dwelling A and have not been extensively developed. It appears that **redevelopment for townhouses to the north have only occurred where existing lots are exceptionally large.** It may be that the minimum lot size required to develop these housing forms is a limiting factor given the existing lot sizes. Blocks to the north of the Sutherland Overpass remain as Zone 4 Local Housing despite close proximity to the railway station and the commercial centre.

Demographic Profile of Sutherland Centre

Between 1996 and 2006, Sutherland experienced the greatest population amongst all the centres with an increase of 1,828 residents (21%). The 2011 census also records that Sutherland had the largest population increase of all the Sutherland suburbs, an increase of 915 people between 2006 and 2011.

Sutherland's growth is due to the development of medium and high-density housing. Periods of growth were experienced in the late 1990s to mid 2000s, and continued in 2010-2011. High-density dwellings now account for 47% of the total households in Sutherland Centre (2006), increasing by 13% since 1996.

The average household size in Sutherland Centre is 2.1 people per household. This is significantly lower than the average household size in the Shire, which was 2.65 in 2011. High-density dwellings generally cater for smaller households. 36% of Sutherland's households contain only one person, compared with 22% in Sutherland Shire.

Analysis of the number of persons usually resident in a household in Sutherland compared with Sutherland Shire shows that there were a higher proportion of lone person households, and a lower proportion of larger households (those with 4 persons or more). Overall there were 35.6% of lone person households, and 13.4% of larger households, compared with 21.7% and 30.1% respectively for Sutherland Shire.

The major differences in the household size for Sutherland and Sutherland Shire were:

- A *larger* percentage of households with 1 person usually resident (35.6% compared to 21.7%)
- A *larger* percentage of households with 2 persons usually resident (36.5% compared to 32.0%)
- A *smaller* percentage of households with 4 persons usually resident (9.4% compared to 19.0%)
- A *smaller* percentage of households with 5 persons usually resident (3.0% compared to 8.3%)

Those in the 25 to 34 year old age group comprise the dominant demographic cohort in the Sutherland area, accounting for 22.9% of the total population, compared to 12.3% for the Sutherland Shire generally. Another significant cohort is the 35 to 49 age group, which forms 21.9% of Sutherland's population, which is close to the average for Sutherland Shire. Compared with other centres in the Shire, Sutherland Centre does not have a high percentage of older persons. In Sutherland, 20% of households are made up of couples with children compared with 38% in Sutherland Shire.

The demographic profile shows Sutherland Centre as a neighbourhood comprised primarily of young people who have chosen a relatively affordable location that offers excellent public transport to jobs in the city. However, unless the commercial core is redeveloped, there is little capacity for additional residential flat buildings in Sutherland Centre under the existing zoning pattern.

Recent Development in Sutherland centre

Except for a lull in 2008-2009, Sutherland Centre has experienced relatively strong residential development up to 2011. New residential flat buildings and mixed use buildings have been concentrated

to the east of the commercial core in the area around Stapleton Street and throughout the residential flat zone extending back to Acacia Road.

Residential flat buildings have also been clustered to the south of the commercial core in the area between President Avenue and the Cronulla railway line. This development has been significant with 47 dwellings being approved in 2004, 125 in 2005, 96 in 2006 and 10 in 2007. However, no new residential buildings were approved in Sutherland Centre in 2008 or 2009. In 2010, 35 multi-unit dwellings were approved and 63 multi-unit dwellings in 2011.

The common factor between the sites that have been developed is that they tended to have single dwellings on large lots prior to development. Very few sites that were commercially used have been redeveloped and these have been comparatively large sites. This suggests that only low value sites can be profitably be redeveloped in Sutherland Centre. The economics are such that viable business on small parcels of land cannot be amalgamated into development parcels under current yields.

Recent high density flat developments in Sutherland Centre are of reasonably high quality. The precinct around Stapleton Avenue is particularly successful. The quality of the architecture, civic improvements, street planting and ground floor uses such as cafes and business creates an attractive environment. It shows how the public domain can be improved through redevelopment. It is also interesting that despite height limits of up to eight storeys, redevelopment has occurred without adverse public reaction.

However, there are very few remaining high density sites where this success can be repeated. The existing zones are essentially full, leaving only the commercial core.

Areas of black hatching on the map overleaf indicate lots with strata plans. Lots which have been strata subdivided can be seen as having had their development potential taken up for the foreseeable future.

Housing Strategy Proposals

Sutherland Centre is an appropriate location to increase residential density so that more people can benefit from being within walking distance to the station, shops and services. This amenity is particularly valued by households working in central Sydney and the demographic profile shows that young people favour Sutherland as a location. Consideration should be given to creating new opportunities for residential flat building in the area to the west of the railway line and north of the Sutherland overpass. This locality is characterised by wide streets and large single lots. There is one precinct of three storey residential flats in this locality which is fully developed, bar one remaining site. The four options considered for the Sutherland Centre, A, B, C, and D, are outlined on Map 6.

There are three strategies for increasing housing choice in Sutherland centre:

- Increase the area where residential flats are permissible.
- Increasing the height and/or floor space ratio for residential flats.
- Remove the limitation on the proportion of residential development in the urban centre.

The strategy and proposals to increase height and density in Sutherland Centre Area 1 (Zone 8 Urban Centre) is outlined in the Draft Sutherland Centre Strategy.

**Sutherland Centre Area2:
Zone 6 Multiple-Dwelling B: Selected lots
Height 20m (6 st)
FSR 1.5:1**

Residential flat buildings are permissible in Zone 6 Multi-Dwelling B. The default height for development in Zone 6 in Sutherland is three storeys. The recommendation is to change this height limit from three storeys to 20m (six storeys), with corresponding increase in FSR up to 1.5:1.

**Sutherland Centre Area 3 and 4:
Area bound by Jannali Avenue, Linden Street, The Grand Parade and Leonay Street, and
traversed by Kurrajong Street
Change zone to allow flats.**

**B1: Height 16m (4 st) and FSR 1.2:1
B2: Height 20m (6 st) and FSR 1.5:1,**

This option generates potential for 214 additional dwellings

Sutherland Areas 3 and 4 (presently zoned Zone 4 Local Housing) is centred on Kurrajong Road. Lot sizes are generally large and there is a range of housing types, with some un-renovated cottages. The area has great potential amenity, which could be capitalised upon if developed sensitively. Kurrajong Road has an extremely wide footpath reservation of 10 metres on each side of the road. This is in the order of two to three times the standard width. Trees have been planted within the reservations, many of which are large native species. The result is that Kurrajong Street is very attractive and has a park- like character.

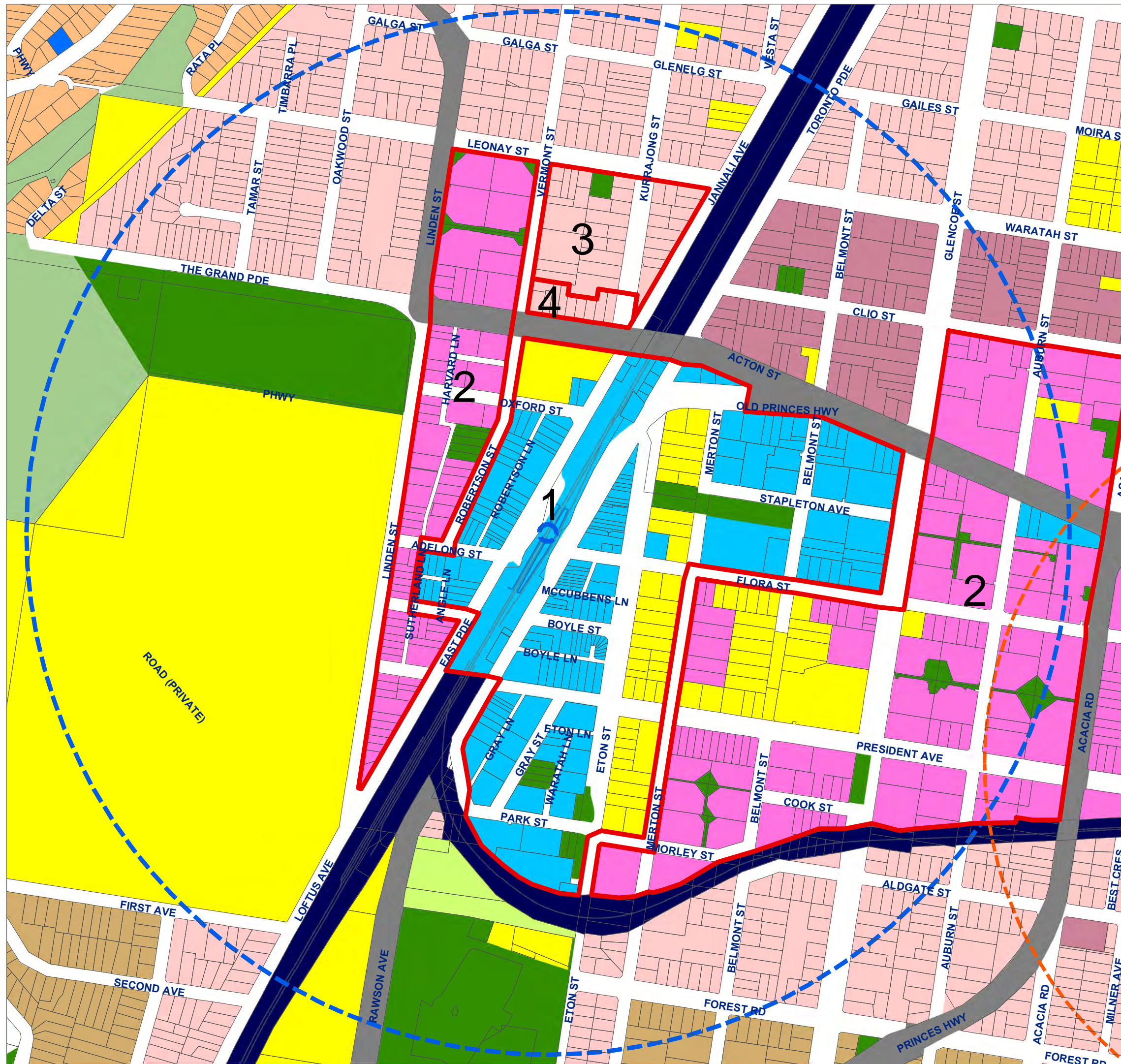
This area could be developed as a residential flat precinct where dwellings face onto bushland which is essentially street planting. Specific DCP provisions could be written to require locally indigenous planting within both the front setback and the street reservation, essentially blending the public and private planting. This could be part of the amenity of living in the street with footpaths and casual seating areas incorporated into the landscaping. A linear bushland link would obviously have environmental merits, but it would also create residential amenity and add to housing choice, essentially providing higher density living in a landscaped setting within walking distance of a major train station and centre.



Kurrajong Street Sutherland



Jannali Avenue, Sutherland



KEY ZONING

- Zone 1 - Environmental Housing (Environmentally Sensitive Land)
- Zone 2 - Environmental Housing (Scenic Quality)
- Zone 3 - Environmental Housing (Bushland)
- Zone 4 - Local Housing
- Zone 5 - Multiple Dwelling A
- Zone 6 - Multiple Dwelling B
- Zone 7 - Mixed Use - Kirrawee
- Zone 8 - Urban Centre
- Zone 9 - Local Centre
- Zone 10 - Neighbourhood Centre
- Zone 11 - Employment
- Zone 12 - Special Uses
- Zone 13 - Public Open Space
- Zone 14 - Public Open Space (Bushland)
- Zone 15 - Private Recreation

800 m Radius
 600 m Radius
 400 m Radius



SUTHERLAND CENTRE (Map 6)

3. JANNALI CENTRE

Jannali is a popular centre for working couples and families due to good transport links. It also has a vibrant commercial centre. Jannali has a higher number of residents aged over 70 years than the average for the Shire. Significant development potential in the commercial centre has been stymied by fragmented ownership and little development has occurred in recent years. Increasing the availability of affordable family housing could be encouraged by providing opportunities for the growing number of smaller households and an ageing population to relocate to residential flats. Potential strategies to accommodate growth include increasing the centre zone and the area zoned for flats.

Jannali is defined by the Sub-regional Strategy as a “small village”. An extract of the zoning map for Jannali Centre and surrounds is provided in Map 8. The circle imposed on the map is the radii of 400m for a Small Village Centre which is the investigation area as set by the Sub-regional Strategy. Within this area residents have good pedestrian accessibility to the railway station and all facilities of the centre. Jannali is located in a central position in Sutherland Shire approximately 1.8 km north of Sutherland Centre. The commercial centre has benefited from I centre upgrades and now has a quality landscaped streetscape with ample opportunities for outdoor eating. Jannali Centre provides the local retail focus for a large residential catchment including the suburbs of Jannali, Como and Bonnet Bay. The centre has a mix of retail, commercial, and community uses, and has good accessibility by rail to the city. While Jannali is not as readily accessible by main road as other larger centres, there are advantages for residents in that the centre is not burdened by traffic noise, poor air quality and safety issues experienced in centres adjacent to busy roads.

With increased traffic congestion across Sydney, residents are placing increased value on access to the railway network. **Jannali provides a unique opportunity to create moderate cost housing with excellent access to public transport in a centre that is attractive, but could benefit from increased local demand.** Jannali Centre has potential for additional commercial and residential development within walking distance of the railway station.

The 400m radius which defines Jannali centre is bisected by the railway line which runs north south and connects Jannali with Kogarah, Hurstville and Rockdale and the City of Sydney to the north. The railway also provides a direct link to Sutherland and the south coast. Most train services stop at Jannali. Only Sutherland centre provides better access to the city. In common with most centres in Sutherland, Jannali Centre is situated on an elevated position within the district. The topography of the area is hilly and influenced by its location near to the junction of Woronora River and Georges River. The centre is bordered by Soldiers Road to the west, beyond which the land drops away towards the Woronora River. The main shopping street of Box Road rises to the east, effectively forming the eastern edge of the commercial centre. The north-south running Railway Crescent is more level, but slopes somewhat to the north down towards Como and the Georges River. There is potential for district views from the higher parts of the centre.

Jannali has 59 shops and is a small well established centre. The main retail/commercial development in Jannali includes a bank, two small supermarkets, a hotel, churches, child care centres, a Community College and a Neighbourhood Aid Centre. As such it provides a core of

retail and community services that are essential to the creation of a viable and desirable local centre. The Hirst Report of 2001 noted that the majority of uses in Jannali were retail-oriented, and that the few commercial-type uses that were present were those that would be patronised by the local community.

Like many other traditional strip shopping centres, buildings are a mix of mostly older style one and two storey buildings. One recent development with residential accommodation above retail premises has occurred, at 48 Railway Crescent on the corner of Beatrice Road. Some commercial development has overlapped into the Zone 4 – Local Housing area. Health care providers and other businesses operate out of older style dwellings in the adjacent Zone 4 block.

The main road access routes to the centre are Box Road which leads via Bates Drive to the Princes Highway to the east, and Railway Crescent which connects south to Sutherland Centre. This makes the centre less readily accessible by road than other centres, and the commercial centre businesses are less visible to passing trade. However, this location has advantages because it is not burdened by the noise, poor air quality and safety issues experienced by centres adjacent to busy roads. In conjunction with Council streetscape improvements, this aspect of the centre has contributed to the development of a relaxed and congenial shopping and restaurant precinct. There are very few empty shops in Jannali and it maintains a vibrant atmosphere. The centre is well served with cafes and restaurants. However, the centre has only limited supermarket shopping options, which limits its potential role in the retail hierarchy.

The aim for the future of the commercial area of Jannali Centre should be to high quality mixed use development, while still retaining the village atmosphere, particularly on Box Road. It is considered that a two storey building form to the street, with upper levels set back, would retain the established scale and charm of the main street. Development should generally be confined to a height of four storeys to maintain adequate solar access to the public domain, particularly the southern side of Box Road, rising to 20m (6 st) in some locations.

The demographic profile of the suburbs which surround the Jannali centre have the greatest concentration of residents aged over 65 than any other locality in Sutherland Shire. Jannali represents an opportunity for local older residents looking to move to easier to maintain dwellings because it provides ready access to medical services, shops, business services and public transport. Given that there is limited capacity to meet this need within the existing centre, a new residential flat zone is proposed in the block bounded by Buller Street, Roberts Street, Railway Crescent and White Street. A small area in Mitchell Road has also been recognised as being appropriate for residential flats, and part of Soldiers Road as being for a suitable location for multi dwelling housing.

Demographic Profile of Jannali

The ABS Census figures indicate that **Jannali has experienced population growth.** Between 2001 and 2006, there was minimal population increase of 93 residents, while between 2006 and 2011, there has been an increase of 429 residents, giving a population growth of 9.3% in the period between 2001 and 2011.

The majority of households are small. This is particularly evident given that 1 and 2 person household's account for 54% of the total households in Jannali. With 69% of the total dwelling

stock being separate dwelling houses in Jannali, this means that most singles and/or couples are living in single dwelling houses. This is generally older people.

There has been a significant increase in the number of medium density dwellings in Jannali since 2001, with 190 new medium density dwellings during this period. Separate dwelling houses declined by 0.4%. There was no increase in the number of higher density dwellings, with the development potential at capacity in the small areas that are currently zoned for multiple dwellings in Jannali.

Jannali is home to many families. The centre has the highest percentage of all the centres of residents aged 35-49 years (24%) and one of the higher percentages of children aged 0-17 years (24%), coming second only to the Engadine centre. The population of children aged between 0 and 11 years is 16.1%, greater than Shire average and has increased by 12% over the period 2001 to 2011. The greatest growth is in the 0-4 year's age group, indicating that young families are establishing in Jannali. Primary School enrolment numbers in Jannali increased during the 2006 to 2011 period by 25%. This may be attributed to both the increasing number of children of primary school age in Jannali as well as children from surrounding suburbs attending the local schools.

Jannali presents affordable housing opportunities for both family homes and smaller households. In order to gain a better understanding of the factors affecting the local housing market, council officers have interviewed several local real estate agents. Their local knowledge is backed up by census data and reveals a complex local housing market. This research has found that the housing market of Jannali and surrounding suburbs is mainly characterised at the moment by first home buyers seeking a low cost home. The relative affordability of houses with gardens in Jannali makes it an attractive area for young couples setting up their family home. There is also huge demand for units and villas. One agent noted that there were not many units in Jannali so the demand cannot be met.

The specific demographic characteristics of Jannali highlight how a well directed Housing Strategy could deliver housing where it is needed while also delivering wider community benefits. From the demographic analysis we know that Jannali is a prime choice for young families starting out who are looking for a family home in the Shire. We also know that the immediate catchment of the centre is ageing, with high numbers of older residents living in single dwellings. If there were attractive, accessible residential units in close proximity to the centre, older residents may choose to relocate from their houses to new units. The housing stock in Jannali is characterised by older style dwellings with house and gardens requiring considerable maintenance. As people and dwellings age, it will become increasing difficult for residents to maintain their homes. If they can relocate close by they can maintain their community ties and daily routines. They would be able to walk to doctors, churches, shops and the railway station. Such accessibility allows people to age in place, remaining independent for longer. If older residents move to the centre, affordable family dwellings will also be freed up for new young families. This will help maintain enrolments in local schools and provide increased demand for local shops. The provision of flats close to the centre and the railway station benefits small households seeking a location with excellent public transport access to the city.

Housing Strategy Proposals

Within the 400m radius of the station, some opportunities have been identified where changes in zoning and development standards would allow more dwellings to be created close to the centre. These areas are shown on the map overleaf.

There are three strategies for increasing housing choice in Jannali:

- Increase the local centre zone and therefore the area where residential flats are permissible.
- Increasing the height and/or floor space ratio for the local centre zone.
- Increase the area zoned for townhouses.

Jannali Area 1:

Zone 9- Local Centre, Blocks bounded by White Street, Railway Crescent and Roberts Street

Retain Local Centre zone

**Height 20m (4-6) storeys in defined building envelopes
FSR 2:1**

This option generates potential for 158 additional dwellings

In the commercial area of Jannali the existing permissible height is 3 storeys and the FSR is 2:1. The current height controls limit the realisation of the permissible FSR for residential units. It is rarely possible to achieve high quality residential units that meet the objectives of SEPP 65 (Design Quality for Residential Flat Buildings) and achieve a FSR of 2:1 within three storeys. It is particularly hard to achieve adequate cross-ventilation and solar access. The capital costs of lifts are also difficult to absorb for development which is two residential storeys above shops.

The streetscape of the commercially zoned area of Jannali Centre could be enhanced by well designed new mixed use development to five storeys and six storeys. Such a change will help to make redevelopment in the shopping strip economically viable. A height increase would be an incentive to develop buildings in the centre incorporating residential development above shops and businesses.

SSDCP 2006 currently requires a mix of uses within each development in the centre zone so that a minimum of 60% commercial space is provided, leaving only 40% for residential units. This percentage requirement is intended to encourage commercial uses. However, in Jannali this may not be the best strategy. Provided all developments have active uses at street level, the streetscape will remain vital even if new buildings are predominantly residential in use.

An urban design study of the centre has been undertaken to look at the potential on a site by site basis. An indicative building envelope plan is shown overleaf. The plan assumes a mixed use for the buildings, with commercial uses to the ground floor and residential uses above.

Jannali Area 2:
Area bounded by Railway Crescent, White Street and Buller Street
Change zone to allow flats

Height 16m (4st)
FSR 1.2:1

This option generates potential for 74 additional dwellings

This block, currently Zone 4 Local Housing, is adjacent to the Jannali Local Centre business zone. It generally comprises single dwelling housing stock.

The block accommodates the Jannali Post Office and commercial premises in a development on the corner of White Street and Toronto Parade. Some dwelling houses on White Street are also used for business premises. Although the blocks are fairly small, the highly accessible location is an appropriate location for more intensive development.

16 m (4 st) development heights have been suggested for Railway Parade. The fall in the land to the railway line plus the width of the rail corridor and adjacent roads means that this location is suitable for development to this height. There would be minimal impact from new development of this height on adjacent low density residential areas. The centre slopes down to the railway line to the west.

Jannali Area 3:
Part block bounded by Sutherland Road, Soldiers Road and Mitchell Ave.
Allow townhouses at
FSR 0.7:1

This option generates potential for 12 additional dwellings

This area, currently Zone 4 Local Housing, has dual street frontages. The location is towards the edge of the radius from the railway station, but still within easy walking distance of the station and shops. The location is elevated, so development would obtain good views. The lots are generally large and have mostly older style brick dwelling houses with some newer houses. The larger size of the lots means that townhouse development could be feasible.

The dual road access is also a useful attribute, offering access options for development. Exposed rock faces visible from Sutherland Road and existing mature eucalypts on the land should be incorporated as features into any development. The prominent position and availability of views mean that this may be an appropriate site for higher quality development. Development on these lots could improve the streetscape on Soldiers Road as some of the lots currently present as back fences to the street and the buildings have no street presence. The development type proposed is two storey townhouses at an FSR of 0.7:1

Jannali Area 4:
Part block bounded by Sutherland Road, Mitchell Ave and Oxley Ave.
Change zone to allow flats
Height 16m
FSR 1.3:1

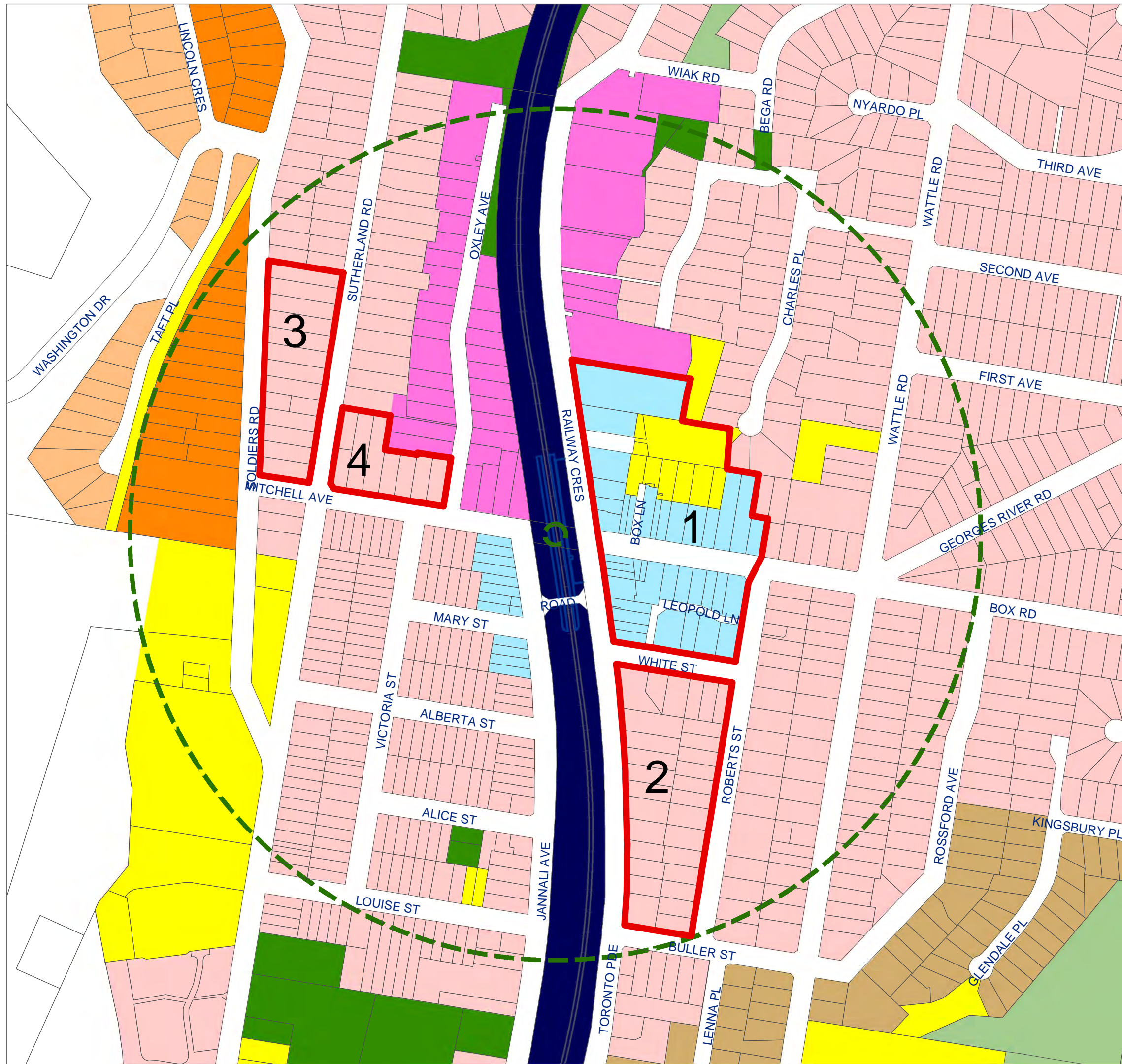
This option generates potential for 53 additional dwellings

This block, currently Zone 4 Local Housing, is part of a block zoned for and fully developed with older style flats. The zone currently changes mid-block. Land included in Area D is on the low side of Sutherland Road, accessed from Mitchell Avenue. The lots are generally large and have mostly older style brick dwelling houses. The fall of the land means that taller buildings would have minimal visual impact on the higher level street and little impact on views from dwellings on the west (high) side of the road. Yet development would benefit from a location close to the centre.



JANNALI BUILDING HEIGHT STUDY

JANNALI BUILDING ENVELOPE STUDY : THE MAXIMUM HEIGHT SHOWN ON THE PLAN IS 5 STOREYS, WHICH HAS SINCE BEEN AMENDED TO 20M (6STOREYS).



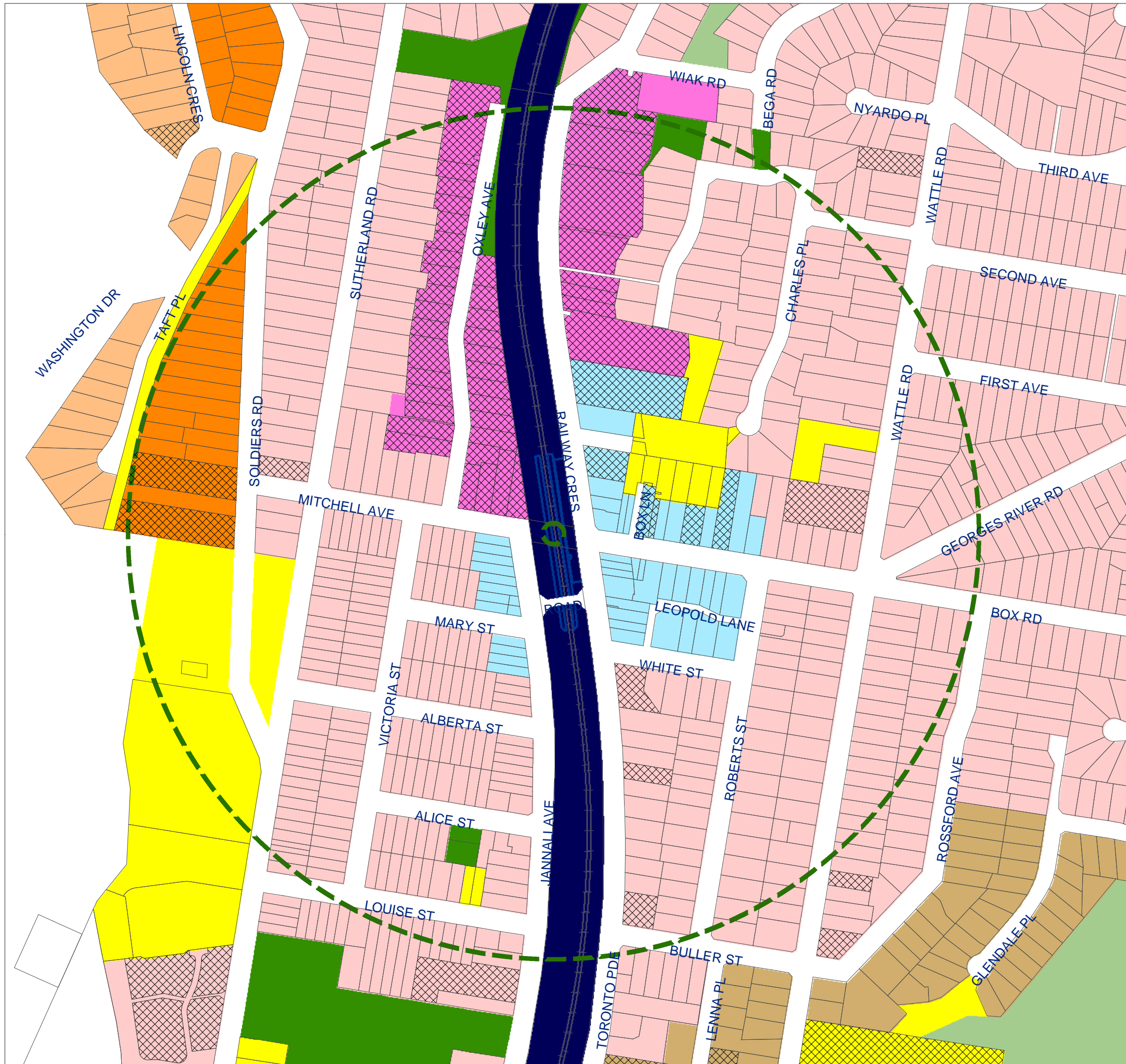
KEY ZONING

- Zone 1 - Environmental Housing (Environmentally Sensitive Land)
- Zone 2 - Environmental Housing (Scenic Quality)
- Zone 3 - Environmental Housing (Bushland)
- Zone 4 - Local Housing
- Zone 5 - Multiple Dwelling A
- Zone 6 - Multiple Dwelling B
- Zone 7 - Mixed Use - Kirrawee
- Zone 8 - Urban Centre
- Zone 9 - Local Centre
- Zone 10 - Neighbourhood Centre
- Zone 11 - Employment
- Zone 12 - Special Uses
- Zone 13 - Public Open Space
- Zone 14 - Public Open Space (Bushland)
- Zone 15 - Private Recreation

800 m Radius
 600 m Radius
 400 m Radius



JANNALI CENTRE (Map 10)



Note:



Strata Titled Lots

JANNALI CENTRE (Map 9)

4. GYMEA CENTRE

GyMEA has a successful and vibrant commercial centre. However, development potential has not been taken up in the core commercial area and there are very few mixed use residential buildings. The area is characterised by older people downsizing and new families. Virtually all of the land zoned for flats has already been developed. There is considerable capacity in the townhouse zone to the east of the centre. Opportunities exist to extend the area zoned for flats towards the High School and to increase the economic viability of development in the commercial centre.

GyMEA is defined by the Sub-regional Strategy as a “Village”. An extract of the zoning map of GyMEA Centre and surrounds is illustrated on Map 11. The circle imposed on the map is the radius of 600m which is the investigation area for a Village Centre as set by the Sub- regional Strategy. Within this area residents have good pedestrian accessibility to the railway station and all facilities of the centre.

GyMEA is predominantly a residential area with a small active commercial centre including a café strip on GyMEA Bay Road. The centre benefits from good accessibility due to the proximity of the Kingsway. GyMEA Centre is situated on a ridge and the topography generally is hilly. GyMEA Bay Road is relatively level from the Kingsway to the railway station, then slopes down to the south towards President Avenue and ultimately towards the Port Hacking River

The 600m radius which defines GyMEA centre is bisected by the railway line. The Kingsway traverses the top third of the radius and President Avenue traverses the bottom third. The area defined by the radius is also bisected by the F6 Freeway reservation to the south east, which stops any increase of zoning in that area.

GyMEA's location adjacent to the Kingsway means that it benefits from the easy accessibility and visibility afforded by the major traffic artery. However the location of the main shopping strip GyMEA Bay Road, perpendicular to the Kingsway, means that the shopping area is not dominated by traffic or rail noise. GyMEA Centre is a congenial pedestrian environment. Pedestrian crossings ensure that traffic moves relatively slowly along GyMEA Bay Road and street tree planting contributes to a pleasant environment. A six metre wide footpath on the eastern side of GyMEA Bay Road, some of which is privately owned, allows comfortable space for outdoor dining, while the north-south orientation of the street allows good solar access to these areas.

The popular outdoor eating areas of GyMEA attract new businesses to establish. GyMEA, with a total of 86 shops and cafes, has one small supermarket, a range of food and specialty shops, one bank, a hotel, a Community Centre and a Baby Health Centre. The retail businesses mostly serve local needs, although the specialty shops and cafes draw customers from outside GyMEA. Within the 600m radius that defines the centre are the TAFE, Tradies Club and Hazelhurst Art Gallery and cafe, all of which have a Shire-wide catchment. Generally GyMEA can be considered to be one of the more successful local centres in Sutherland Shire.

Buildings within the strip are generally one and two storeys, dating from the 1960s and 1970s and mostly unrenovated. The majority of the first floors are occupied as office space and there is very little shop-top housing.

Existing Planning Framework

The commercial precinct of GyMEA is within Zone 9 - Local Centre. This zone permits a broad range of permissible uses including most commercial and retail activities and residential flats as part of mixed use buildings. The allowable FSR is 2:1 and the height limit is 3 storeys. **However, development potential has not been taken up in the core commercial area and there are very few mixed use residential buildings.**

The commercial area is ringed with areas zoned for residential flat buildings (Zone 6 - Multiple Dwelling B) and villas and townhouses (Zone 5 - Multiple Dwelling A). **Virtually all of the land zoned for flats has already been developed. There is considerable capacity in townhouse zone to the east of the centre.**

Demographic Profile of GyMEA

The suburb of GyMEA has a total population of 7,057 residents, which places it as one of only two centres in the Shire with a population under 8,000 residents. The total population increased slightly between 2001 and 2006, with an additional 569 residents. **GyMEA remains a stable population which will age over the next few decades.**

The 35 to 49 year old age group accounts for 22% of the total GyMEA population. The 35 to 49 year old age group also grew as a proportion of the local population more than any other age category over the 10 year period from 2001 to 2011. **This age structure partially reflects the attractiveness of the locality for families,** particularly for second home buyers.

Smaller households predominate in GyMEA. Recent trends in GyMEA have indicated an increased demand for smaller households closer to the centre. The average household size declined from 2.58 people per household in 1996 to 2.39 people in 2011. This has remained well below the average household size for the Shire, which fell from 2.862 to 2.65 in the same period. One and two person households account for 63% of the total number of households in GyMEA, compared with 61% in 2001. This shows the extent of ageing locally.

The area is characterised by older people downsizing and new families. Our research has found that the housing market of GyMEA and surrounding suburbs is dominated by two main forces, these being older residents wanting to downsize and first home buyers seeking a lower cost home. The demand from these two groups is extremely strong and demand far exceeds available supply. Agents said that the market sees GyMEA as a desirable place to live in retirement.

Recent Development in Gymea

The Gymea centre is ringed with a three storey residential flat zone. The black hatching on Map 12 indicates that **almost the entire capacity of the residential flat zone has been taken up. Only the main shopping strip itself has not been redeveloped.**

This take up of development opportunity in Gymea has seen 144 dwellings constructed in the centre since 2003. The period of highest approvals was 2004, but each year up to 2007 new developments were approved. This growth rate was the third highest of any centre. Only Caringbah and Sutherland centre recorded higher growth rates.

However, despite current strong demand for residential flats in Gymea, the development in the main street has not been realised. The existing planning controls set a floor space ratio of 2:1 and a height limit of three storeys in the centre. Feedback from applicants looking to develop in the centre indicates that these two controls do not work in harmony.

Gymea Housing Strategy Proposals

Gymea Area 1:
Local Centre zone
Retain Local Centre zone. Extend centre zone to include Council surface carpark at 46-50 South Street and 21 Premier Street.

Height 20m (5-6 st) and FSR 2:1

This option generates potential for 207 additional dwellings

The zone extends along Gymea Bay Road and over the whole block between Warburton Street and Talara Road, connecting the centre with the Hazelhurst Art Gallery. The proposal includes extending the centre zone to include the Council surface car park located south of the railway line. This car park is currently zoned Zone 6- Multiple Dwelling B. With a centre zoning, it would be possible to develop a mixed use development, providing office space and units in this premium location, with public parking provided as part of the redevelopment.

It is desirable for apartments to be built in the centre above shops and commercial spaces. This would further enliven the town centre and provide additional small dwellings close to the train station, shops and services. Mixed use developments are permissible but have not occurred in Gymea Centre partly because of the fragmented site ownership pattern. Also, a height of three storeys is not sufficient to achieve the allowable FSR. This is partly because apartments must be designed in accordance with the residential flat design code State Environmental Planning Policy 65 (SEPP 65). The guidelines in SEPP 65 essentially dictate that flat buildings be slender in profile, thus ensuring good amenity for residents through good cross ventilation and solar access. The difficulty of achieving the FSR is currently a disincentive for development to occur in the centre.

This proposal is for the area zoned Local Centre to have a height limit of 20m (5-6 st). The streetscape of the commercially zoned area of Gymea Centre could also be enhanced by well- designed new mixed use development, particularly if the upper levels were set back from the building line. There are many existing trees in the centre which will complement the scale of larger buildings. Given that the centre is ringed with a residential flat zone where development is of three and four storeys in height, stepping up in scale in the centre is an appropriate transition. Such a change may make new mixed use redevelopment in the shopping strip more economically viable while allowing more residents to take advantage of the amenities offered by Gymea centre.

In conjunction with LEP changes, DCP amendments are also planned. The DCP currently requires a mix of uses such that 60% of floor space is commercial and 40% is residential. This percentage requirement is intended to encourage commercial uses but becomes an unworkable requirement when development is permitted to higher densities. These controls apply across all centres. In the case of Gymea, the recommended DCP change is for 80% residential and ground floor commercial use. However, it is recommended that the parts of Gymea Bay Road with Zone 9 - Local Centre be required to have active street frontages. This emphasis on allowing flexibility of use is considered appropriate for Gymea which has a residential, café and specialist retail focus.

Gymea Area 2 and 3:
Area bounded by TAFE/High School, Milburn Road and Kingsway
Change zone to allow flats

A1: Height 20m (6 st) and FSR 1.5:1
A2: Height 16m (4 st) and FSR 1.2:1

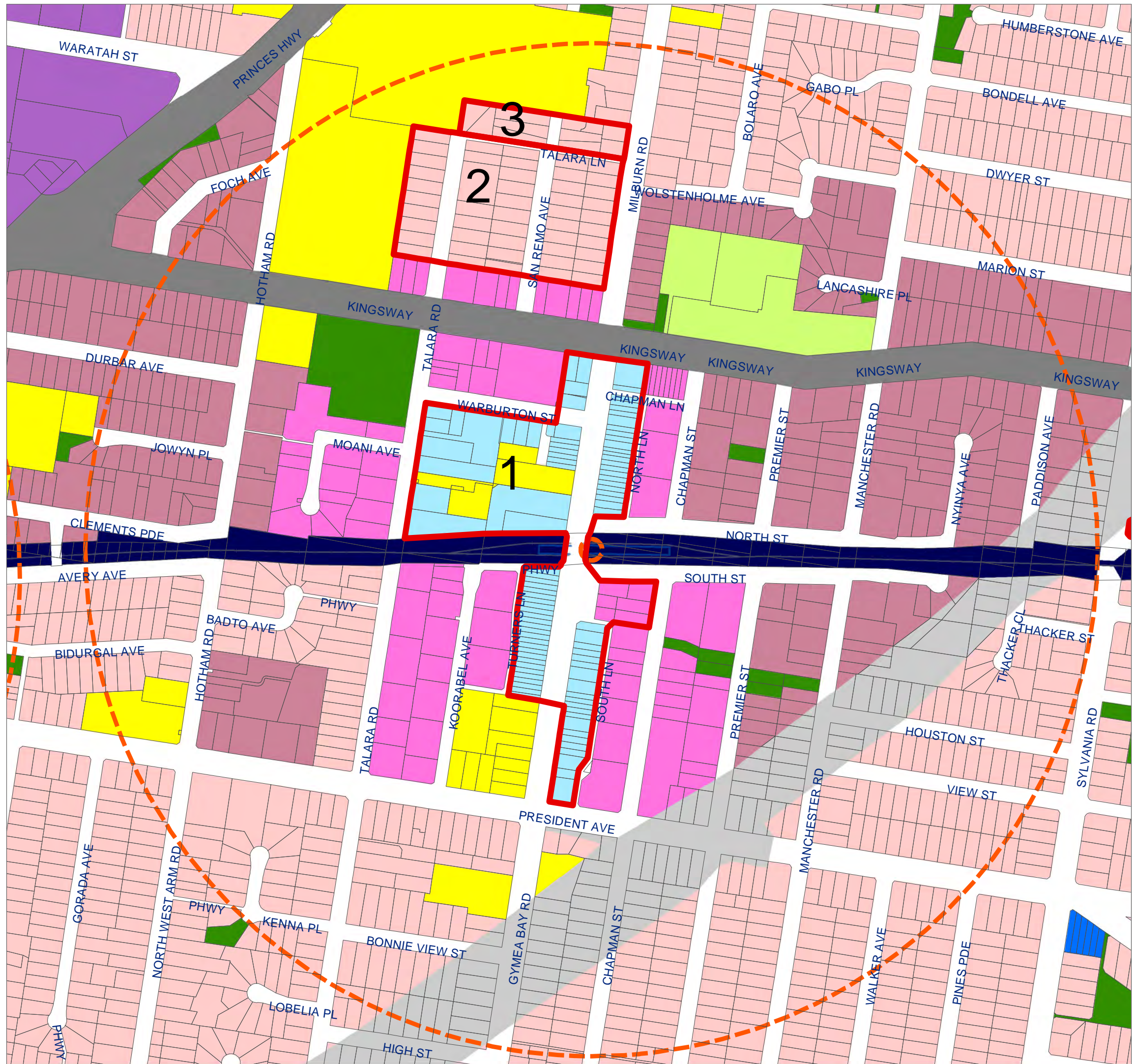
This option generates potential for 312 additional dwellings

The proposal for this area is to change the zoning to allow residential flat buildings. The area is currently occupied by a mixture of single dwellings and a townhouse development. The dwellings are mostly single storey and older style brick construction. The lots are relatively large, increasing the viability of redevelopment.

Area 2 and 3 are located behind lots on the Kingsway which are already developed with flats. The precinct is adjacent to the institutional scale buildings of the High School and TAFE. The area is relatively self-contained, being separated from adjacent Zone 4 areas by Milburn Road. This contained situation limits the potential visual impact of residential flat development in the precinct. Area 2 is proposed to be 20m (6 st) and FSR 1.5:1. Area 3, which is located to the north and adjacent to Zone 4 Local Housing lots, is recommended to be 16m (4 st) and FSR 1.2:1. The suggested change to this precinct would make it an extension of the existing residential flats zone on the Kingsway. However, development to 20m (six storeys) would change the character of this area to a more urban place.

This precinct was originally developed and owned by the Department of Housing, and Housing NSW still owns approximately half of the lots. This area has been identified by Housing NSW as an area it would consider redeveloping with increased development standards. Council could expect the precinct to have a mix of public and private housing. A mix, rather than a concentration of public housing, is consistent with the current practices of Housing NSW.

There are a significant number of canopy trees in this precinct. Many of the trees are situated in the front setback areas and could be retained upon redevelopment. Retaining the trees will also improve the appearance of any future residential flat buildings.



KEY ZONING

Zone 1 - Environmental Housing (Environmentally Sensitive Land)

Zone 2 - Environmental Housing (Scenic Quality)

Zone 3 - Environmental Housing (Bushland)

Zone 4 - Local Housing

Zone 5 - Multiple Dwelling A

Zone 6 - Multiple Dwelling B

Zone 7 - Mixed Use - Kirrawee

Zone 8 - Urban Centre

Zone 9 - Local Centre

Zone 10 - Neighbourhood Centre

Zone 11 - Employment

Zone 12 - Special Uses

Zone 13 - Public Open Space

Zone 14 - Public Open Space (Bushland)

Zone 15 - Private Recreation

800 m Radius

600 m Radius


400 m Radius



GYMEA CENTRE (Map 13)



Note:

 Strata Titled Lots



5. SYLVANIA SOUTHGATE

The Housing NSW site at Sylvania is located on the corner of Port Hacking Road and Princes Highway with major bus routes providing public transport connections to Hurstville, Sutherland and Miranda, as well as proximity to the large retail centre of Southgate. The site is well located in terms of access to key services, infrastructure and employment.

A joint venture between HNSW and a private developer could offer significant benefits to the community in the provision of private and public sector housing, an aged care development and improved urban design and social outcomes.

Area 1: Sylvania Southgate HNSW site

Retain residential flat zone. Increase height and FSR

Height 20m (5-6 st) (currently 3 st)
FSR 2:1 (currently 1:1)

This option generates potential for 86 additional dwellings

As a significant land owner in the Shire, Housing NSW (HNSW) has consulted on their plans for redevelopment of properties in Sutherland Shire. Housing NSW in conjunction with Resitech and AJA Architects has made a preliminary planning submission for this site at Sylvania near Southgate Shopping Centre. HNSW owns the site of approximately 21,685 sq m. The site is currently zoned Zone 6 - Multiple Dwelling B with a permissible height of 3 storeys and FSR of 1:1 under SSLEP 2006.

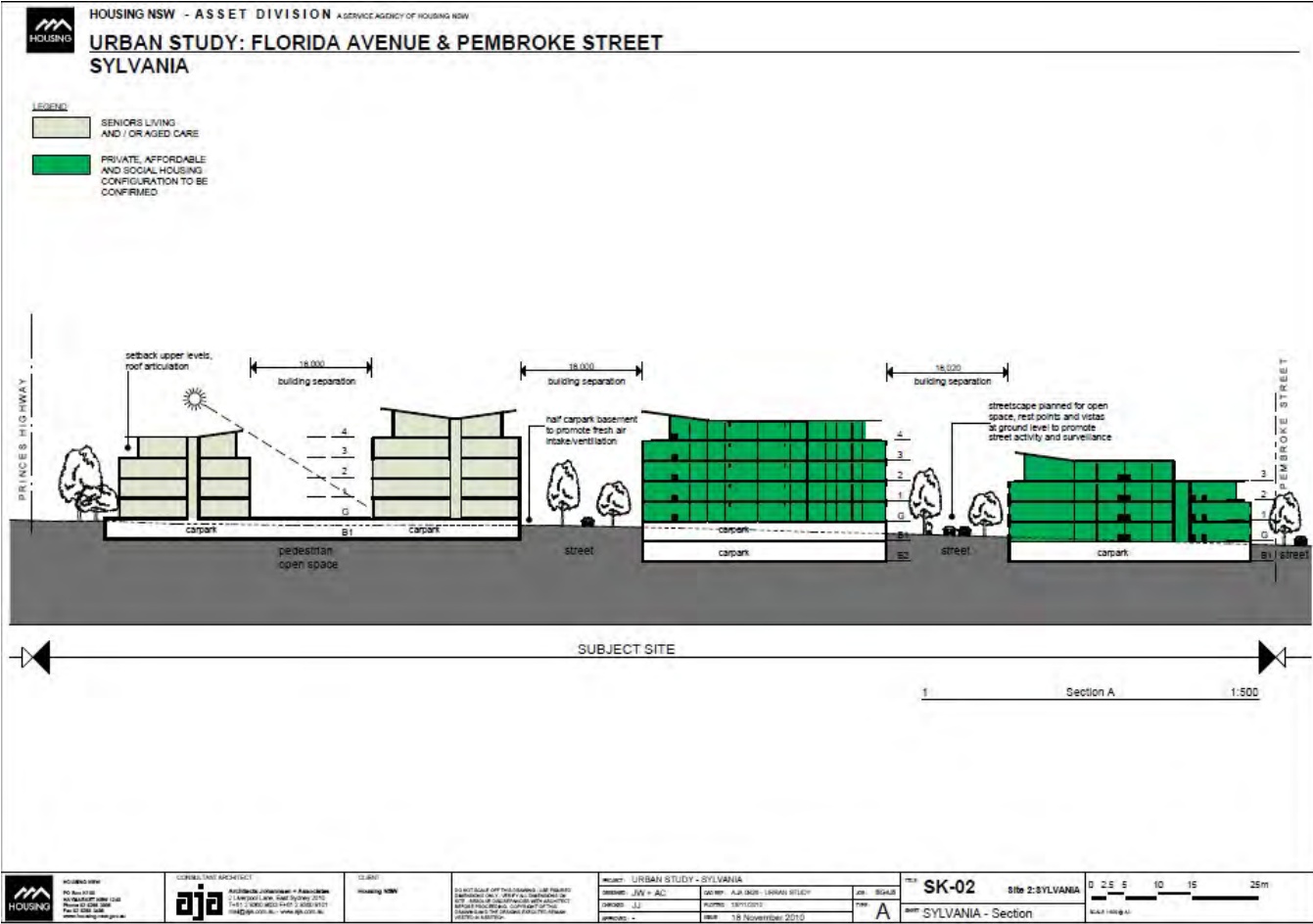
HNSW is investigating redevelopment options for this site which is now occupied by a mixture of 33 units in three storey walk-up flats and 50 two storey three bedroom townhouses (a total of 83 dwellings). The existing dwellings, as noted in the HNSW report, are displaying signs of structural and functional obsolescence, with increasing on-going maintenance costs. The development is not working well for the community, and HNSW are considering redevelopment options including entering into partnership with private developers to redevelop the site.

As the population of Sutherland Shire ages, so too do the tenants of HNSW living in the Shire. More residents of public housing now require lift access to flats and also need smaller dwellings. If development standards were increased to permit a greater density of flats on the site, redevelopment could be undertaken to provide dwellings to meet current and future community housing needs. In particular HNSW has a backlog of demand for housing tailored to the needs of aged persons. HNSW see this as a joint venture proposal with a significant component of private sector housing. The EPU consider that the site could ideally be redeveloped for a Housing NSW aged care development comprising several stages of aged care. This development could then have a significant public benefit in meeting the increasing aged care needs of lower income people in the Sutherland Shire community, in a convenient location close to Southgate and already owned by Housing NSW.

Although Southgate is not on the railway line, the site is on Port Hacking Road and Princes Highway with major bus routes providing public transport connections to Hurstville, Sutherland and Miranda, as well as proximity to the large retail centre of Southgate.

Redevelopment of this site by HNSW would provide an opportunity to improve the urban design and social outcomes for the area. The site is developed at a relatively low density and the space between the buildings is not well utilised. As this large site is currently under a single ownership, any redevelopment can potentially be master planned, maximising the potential for good design outcomes. A joint venture with private developers providing private sector housing and improved, or an aged care development, would both be gains for the community.

Housing NSW produced several concept plans for the site, with an indicative section and plan reproduced below.





HOUSING NSW - ASSET DIVISION A SERVICE AGENCY OF HOUSING NSW

URBAN STUDY, SITE 2: FLORIDA AVENUE & PEMBROKE STREET SYLVANIA

LEGEND

- COMMUNAL OPEN SPACE
- 5 STOREY BUILDING
- 4 STOREY BUILDING
- 3 STOREY BUILDING

Yield Analysis

Existing Lots	5
Existing Dwellings	83
Potential Dwellings	349
Potential Unit Mix	1b - 169 2b - 144 3b - 36
approximate GFA Site Area	33,468 sq.m 21,755 sq.m
Potential Development FSR	1.6:1
Potential Carpark	14,500 sq.m

Configuration of future use mix of private, affordable and public housing

Existing Stock		Future Stock	
83 units	ownership 100% public owned	349 units	ownership 30% public 70% private

General: 1-2 level basement parking, mixture of half basements and on grade parking where possible.

NOTE:
A Detailed Survey had not been carried out at the time of this study.
The boundary shown is an approximation only and must be verified.
The ground plane is an estimation only and will need to be confirmed to determine the actual apartment numbers & subsequent car parking allocation requirements. Surrounding buildings are estimations only and need to be verified.



4 STOREY
Seniors Living
and/or Aged Care

5 STOREY
Seniors Living
and/or Aged Care

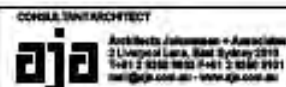
3 STOREY
Residential Apartments

5 STOREY
Residential Apartments

5 STOREY
Residential Apartments

4 STOREY
Residential Apartments

3 STOREY
Residential Apartments

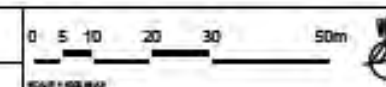


CLIENT
Housing NSW

DO NOT SCALE OFF THIS DRAWING - USE DIMENSIONS
INDICATED ONLY - VERIFY ALL DIMENSIONS ON
SITE. RESOLVE DISCREPANCIES WITH ARCHITECT
BEFORE PROCEEDING. COPIES OF THIS
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RETURN TO ARCHITECT

PROJECT: URBAN STUDY - SYLVANIA
DESIGNED: JW + AC
CHECKED: JJ
APPROVED: -
DRAWN: AJA/S205- URBAN STUDY
PLOTED: 18/11/2010
DATE: 18 November 2010
JOB: 80415
TYPE: A

SK-01
SYLVANIA - Site Plan



6. MIRANDA CENTRE

Miranda has the potential to become a major centre with a range of facilities and services related to the hospitals. Westfield Miranda has approval for a very large expansion which will further strengthen its role as a subregional retail centre. There is a growing proportion of ageing residents. One and two person households account for 63% of the total households and there is a strong demand for flats. Miranda is one of the strongest growth areas of the Shire. However the flat zone is largely developed. Opportunities exist to encourage increased townhouse and flat development and promote mixed use development in the centre.

Miranda is defined by the Sub-regional Strategy as a “Town Centre”. A town centre is a comparatively high order centre with a bigger zone of influence. An extract of the zoning map of Miranda Centre and surrounds is provided in Map 14. The circle imposed on the map is the radius of 800m for a Town Centre which is the investigation area as set by the Subregional Strategy. Within this area residents have good pedestrian accessibility to the railway station and all facilities of the centre. It should be noted that the investigation area extends significantly to the south of the existing commercial zone.

Miranda centre is bisected by the Kingsway. As a busy regional road it reduces the amenity of the centre, especially for pedestrians. The Urban Centre zone extends on both sides of the Kingsway, with higher density residential development concentrated to the north.

Miranda is the retail centre of Sutherland Shire and also provides an extensive range of services, clubs and schools. The centre benefits from both a railway station and bus services. The southern half of the 800m radius has a large proportion of land zoned Zone 4 - Local Housing. The scale of the centre and its accessibility make it an appropriate location for increased dwelling numbers.

The Subregional Strategy cites Miranda as having the potential to increase to a Combined Major Centre along with Caringbah, as together the centres provide a large retail focus and health and education cluster. Both have the potential for further growth. Westfield Miranda has development consent for a very large expansion which will further reinforce its role as a subregional retail centre. Miranda and Caringbah centres are 2 km apart with Sutherland Hospital and Kareena Private Hospital located in between. The Subregional Strategy suggests that structure planning work be undertaken to explore ways to connect the centres.

Existing Planning Framework

The existing zoning of Miranda under SSLEP2006 generally conforms to the standard pattern of centre zoning. The commercial core is within Zone 8- Urban Centre. This zone has a default floor space ratio (FSR) of 2:1 and a maximum height of 3 storeys. However, Miranda as a major centre has additional height and FSR allowed for specific areas. Generally most sites in the commercial core area have maximum building heights of 7 storeys and floor space ratios up to 2.5:1. These are shown in the height and FSR maps in SSLEP2006, illustrated in Figures 8 and 9.

Permissible uses in the centre cover a full range of retail and service activities. Residential flats are permissible as mixed use development. The commercial centre is ringed with areas zoned for residential flat buildings (Zone 6 - Multiple Dwelling B) and villas and townhouses (Zone 5 - Multiple Dwelling A). It is significant that the residential flat areas are fully developed.

The Miranda centre DCP was reviewed in 2005 with urban design consultants. Strategies were formulated for future development in the centre, now incorporated into SSDCP2006. Essentially the DCP aims to make the centre more than simply the Westfield shopping centre. It seeks to create better public spaces and integrate Westfield into the public domain. In achieving these aims the centre will become a better place to live.

The following is an extract from the DCP Locality Strategy for Miranda:

“3.a Centre Strategy
The key focus of the strategy is creating an identity for Miranda as a vibrant place that offers choices and diversity, and improved connections within the centre. This strategy aims to achieve this through ensuring that development is of an appropriate scale and character to define the centre. Development will also help to differentiate individual precincts within Miranda Centre.

A major element of the strategy is to take advantage of opportunities for the Kingsway to become the focal point of Miranda Centre. This will be achieved through the creation of a central civic space and the integration of the enclosed shopping mall with the traditional pedestrian shopping strip.

The focus of improved connections is a greater emphasis on pedestrian movement and integration of public transport services within the centre, while accommodating vehicular traffic whose destination is the centre. This entails greater pedestrian focus along the Kingsway, Kiara Road and Central Road, improved public transport facilities and defined cycle and footpath networks. It also relies on through-traffic which currently flows along the Kingsway being redirected along either the F6 corridor or a local bypass.

Another element is to improve integration of the public domain with development and activities. A system of linked public open spaces can provide immediate opportunities for improved utilisation of parks, while appropriate scale and forms of development surrounding open space can enhance the qualities of parkland itself.

The strategy for Miranda includes a long term vision for the Kingsway. The realisation of this vision is anticipated to involve a number of steps. These steps are set out in Table 2, together with the precondition to be met for each stage to be realised.

Table 9: Long term strategy for the Kingsway, Miranda

Step	Precondition
Improved public domain along the Kingsway, including closure of Central Road and relocation of pedestrian signals	Closure of Central Road
Creation of a pedestrian/ outdoor eating area around the fig tree.	Redevelopment of the regional shopping centre
Traffic reduction and calming along the Kingsway between Wandella Road and Kiara Road. Angle parking on the northern side of the Kingsway. Increased pedestrian crossings.	Traffic by-pass (F6 or alternative). RTA approval to reduce traffic flows along the Kingsway between Wandella Road and Kiara Road.

Demographic Profile of Miranda

The suburb of Miranda currently has a total population of 15,066. The suburb has shown an increase of 1,357 residents (10%) between 2001 and 2011. **Miranda has consistently been one of the strongest growth areas of the Shire since 1996.**

Overall, the population structure of Miranda has remained stable over the ten year period from 2001 to 2011, with no significant changes to any of the age groups. The 18 to 34 years age group has consistently remained as the most dominant for Miranda (23% of the population). This largely reflects the attractiveness of the centre for young people starting out. It provides relatively affordable housing in close proximity to jobs, entertainment and public transport. The fact that the 18 to 34 age group remains dominant suggests that individuals regularly move on to be replaced by others in the same demographic. This highlights the fact that the housing in the centre is meeting a specific community need.

However, there are definite signs of a future ageing population for the Miranda centre, with 24% of the total population aged over 60 years, and 11% of the population between 70 and 84 years. This is the highest percentage of people aged over 60 years of all the centres under review. Miranda offers a sensible location for older residents being close to public transport, shopping and medical facilities.

The average household size in Miranda has always been quite low, declining from 2.53 in 1996 to 2.35 in 2011. In keeping with the majority of other centres throughout the Shire, this remains one of the lowest average household sizes of all Shire suburbs. **Miranda also has a dominance of smaller households.** 1 and 2 person households account for 62% of the total households. This has not significantly changed since 1996, with only a slight increase in the proportion of single person households (4%) over that time.

There is a strong demand for residential flats in Miranda. Surveys of local real estate agents show that in Miranda this is a distinct market segment with strong demand. It plays a significant role in meeting the needs for rental housing and also provides more affordable purchase options. Types of buyers are described by agents as newly married white collar workers between 25 and 40 years of age. There are also older people wanting to downsize and stay in the area. Agents saw few options for older people locally and drew attention to the long waiting list for St Basil's retirement village.

All real estate agents interviewed stressed the popularity of locations close to the train station. This is a key housing choice of working people.

Agents describe two key types of people seeking rental properties: young couples (under 30) and older singles (over 50). These two groups are also represented in people looking to purchase, particularly as a result of first home buyer grants. One agent described the trend of older buyers as: "Some older first home buyers are looking too. Life situations change. People may be divorced or separated so they now want to buy." Another stated "In units, we have a lot of 'double income no kids' couples and groups of friends sharing."

These comments highlight the need to maintain housing supply so that an appropriate mix of housing forms is available; otherwise residents will become displaced and be forced to leave the Shire as their circumstances change. Council's Housing Strategy needs to be focused on keeping the generations together in the Shire so we have a well balanced and inclusive community.

Recent Development in Miranda

The areas of black hatching on the map overleaf indicate lots with strata plans (2009) and Westfield. The lots which have been strata subdivided can be seen as having used up their development potential for the

foreseeable future. Similarly, the large land holding of Westfield has to be taken out of the potential land available for future housing. Of key significance is the fact that the edges of the Miranda centre are fully developed. There is no land zoned for residential flats that has not been developed. Also large areas of the centre itself have been developed. Only the Coles site and St Luke's Church offer large undeveloped parcels of land. Given the comments of local real estate agents testifying to the strength of local demand for units in Miranda, it is appropriate that Council identifies some way that housing capacity in Miranda can be increased in the longer term.

It is significant that there have been very few new units built in Miranda since 2003. Given the demographic change to smaller households has continued to strengthen over this period, it is fully understandable that local real estate agents report demand for units in Miranda exceeding the available supply.

Westfield Shopping centre is the focus of Miranda, and the internal focus of the centre in combination with the impact of traffic on the Kingsway, diminishes the possibilities for a comfortable and lively pedestrian area on the Kingsway. During the review of Miranda DCP, this was identified as a key weakness of the centre. However, the approved extension to the Westfield shopping centre has been very responsive to the DCP initiatives and it incorporates significant public domain improvements to the Kingsway and the street interface with Westfield. The project will deliver a publicly accessible square on the Kingsway that is centred on the existing fig tree. This combines with a new open air element to the Westfield complex which will allow it to better integrate with the shops opposite. Restaurants and lifestyle shops are proposed which should also create more amenities for residents and visitors. In addition planned landscaping adjacent to the Kingsway, new footpath treatments and the closure of Central Avenue are expected to improve the centre.

Miranda Housing Strategy Proposals

There are several strategies for increasing housing choice in Miranda:

- Increase the area for townhouses.
- Increase the area where residential flats are permissible, with accompanying increases in height and floor space ratio.
- Increasing the height and floor space ratio for the centre zone.
- Increase or remove the limitation on the proportion of residential development in the centre.

Miranda Area 1:
Commercial Centre block bounded by The Kingsway, Clubb Crescent, Clubb Lane and Kiora Road.
Retain Town Centre zone

Height 25m (7 st) and current FSR 2:1

This option generates potential for 17 additional dwellings

In December 2004 (EHC181-05) Council considered a report which reviewed the development control plan provisions for the Miranda Centre. This report identified improvements to the public domain and recommended that these be accompanied by open spaces and built form that reinforce the functions of the area. Taller buildings along The Kingsway were considered to be appropriate to create a uniform built form and to delineate The Kingsway as the central axis of Miranda. It was assessed that the width of The Kingsway could accommodate increased height without loss of solar access and overshadowing of public spaces. Additional height was also recommended to enable the allowable FSR to be used. The report specifically uses the example of that part of the Kingsway between Kiora Road and Clubb Crescent because the existing floor space ratio cannot be achieved with the current controls.

The report to Council at that time recommended a 24m height limit (7-8 storeys) along the south side of The Kingsway between Jackson Avenue and Wandella Road and along the northern side of The Kingsway between Kiora Road and Clubb Crescent. This is the same height limit as currently specified along The Kingsway between Kiora Road and Wandella Road. This height would allow development under the current FSR of 2:1 which is thinner and so not as bulky. Thinner, taller buildings can be oriented to maximise views from the upper levels towards the city and enhance cross ventilation and solar access. As such, the amenity of high density residential development is improved making Miranda a more attractive place to live. It also allows residents to be lifted above the traffic noise.

Increased building height in this locality would also facilitate redevelopment of this section of the Kingsway. Mixed use development, consisting of shops or offices at the lower levels with residential units above is the most likely form of future development.

This proposal would generate potential for 7 additional dwellings. This is a small increase despite the significant height increase, because the existing floor space ratio remains unchanged. The recommended change would essentially allow the existing housing potential to be realised.

Miranda Area 2:
Area bounded by the Kingsway, Junction Street, Port Hacking Road and Miranda Road and traversed by Ventura Avenue, Montgomery Street and Windemere Avenue.
Change zone to allow flats

Height 20m (6 st) and FSR 1.5:1

This option generates potential for 634 additional dwellings

This area, currently Zone - 4 Local Housing, is occupied by a mix of older style dwellings, mainly fibro or clad construction, some of which have been renovated. The area has some new single dwellings, and several developments of medium density housing have occurred. The block adjoins a residential flat zone to the west. The block has very little tree cover and relatively small lot sizes.

A residential flat zone would change the character of the area considerably to a more urban place, and provide additional small dwellings in close proximity to both Miranda Centre and Sutherland Hospital.

Miranda Area 3:
Block bounded by the Kingsway, Junction Street and Port Hacking Road
Change zone to allow flats

Height 16m (4 st) and FSR 1.2:1

This option generates potential for 65 additional dwellings

Adjacent and similar to Area F, this area is currently Zone 4 Local Housing and occupied by a mix of older style dwellings, comprising fibro, clad and some larger brick buildings, some of which have been renovated.

A residential flat zone would change the character of the area considerably to a more urban place, and provide additional small dwellings in close proximity to both Miranda Centre and Sutherland Hospital.

Miranda Area 4:
Blocks bounded by Karimbla Road, Miranda Road and President Avenue and traversed by Kirkby Place
Change zone to allow townhouses

Height 8.5m (2 st) and FSR 0.7:1

This option generates potential for 74 additional dwellings

This area has considerable potential. The precinct benefits from large lots and there has been little reinvestment in the existing housing stock. The street layout is centred on Darly Street Reserve. At present the park is essentially a traffic island, yet it has an area of approximately 6,000 m² and as such is a considerable community asset. Some of the lots in this area are owned by Housing NSW.

An opportunity exists to create a unique atmosphere in this precinct where residential dwellings benefit from being adjacent to and overlooking a public landscaped space. This site is particularly well suited for seniors housing given its ready access to the shops, services and medical facilities at Miranda. Given that Centenary Park caters for children, Darly Street Reserve could be readily embellished so that it focuses on the needs of older residents. A perimeter walking track, BBQ facilities and sitting/meeting spaces could be developed in association with seniors housing around the park to produce a unique amenity for older people. Development taking the form of higher density townhouses or low scale residential units around Darly Street Reserve would allow the park to benefit from passive surveillance and give residents a sense of ownership of the reserve.

Miranda Area 5:
Block bounded by Kingsway, F6 road reservation, and railway line, traversed by University Road.
Change zone to allow flats

Height 25m (7 st) storeys and FSR 2:1

This option generates potential for 326 additional dwellings

University Road and Pinnacle Road together form a distinct precinct which is located directly west of Miranda Public School. The area is bounded by the Kingsway to the north, the railway corridor to the south, the school to the east and the F6 corridor to the west. As such the area is largely isolated from surrounding areas of single dwellings and is located in close proximity to Westfield Miranda and the other services and public transport offered by the centre.

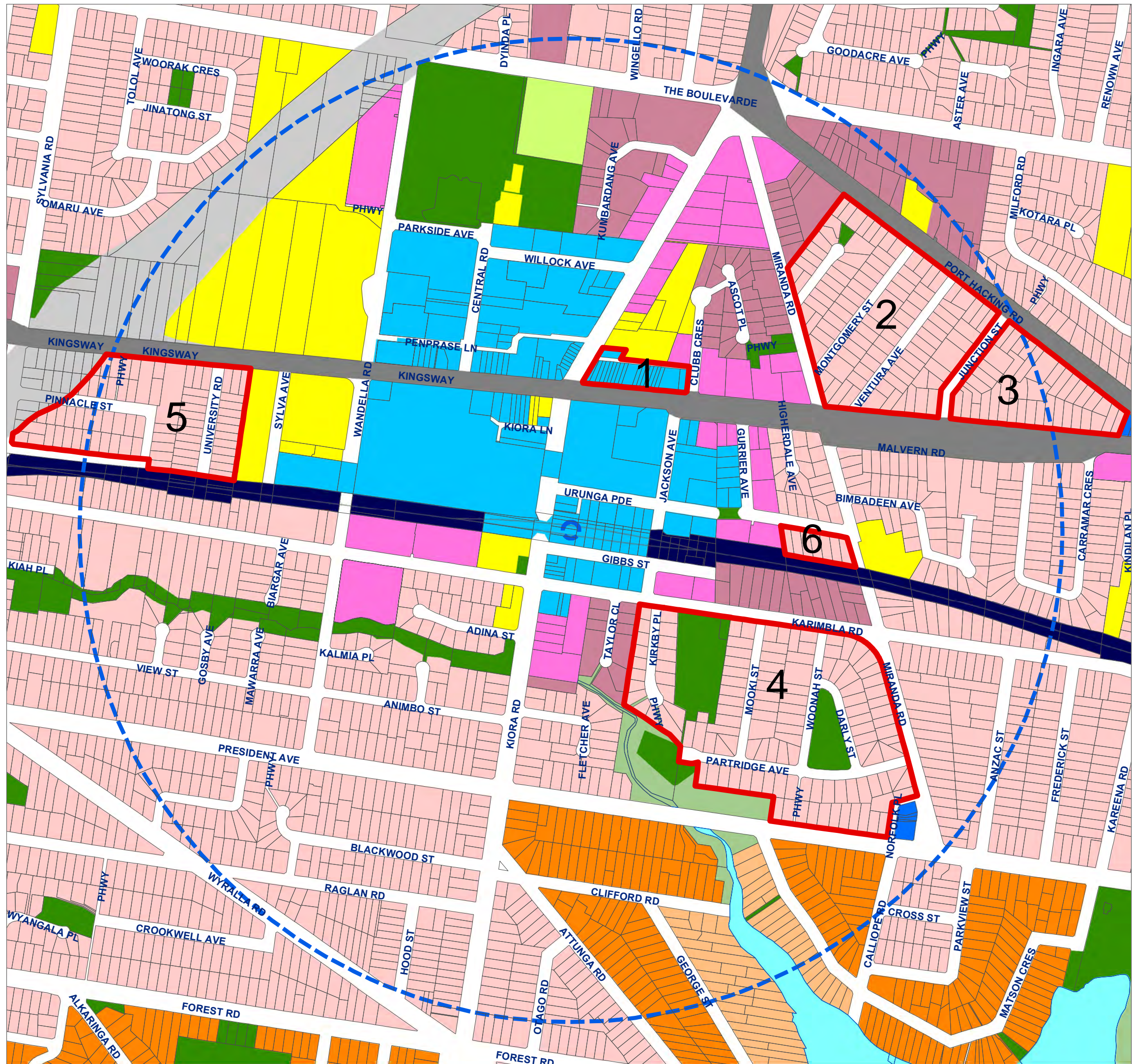
The locality would be well suited to either working people due to the proximity to the railway station or older residents seeking level walking access to all services. The location of the precinct adjoining the Kingsway and close to the built forms of Westfield, Miranda RSL and other commercial buildings suggests a higher building form is appropriate. The precinct benefits from established native trees in the school site and the F6 reservation. The scale of the trees is an appropriate benchmark for determining an acceptable future building height in this locality. Residential flat buildings of four storeys could be accommodated in this setting. Developments of this height would gain northern views of Woollooware Bay and the city skyline beyond.

Miranda Area 6:
Block west of Miranda Road, bounded by railway line and Urunga Parade
Change zone to allow flats

Height 20m (6 st) and FSR 1.5:1

This option generates potential for 57 additional dwellings

This option provides a continuation of the flat zone along the railway line on Urunga Parade. Consideration was given to further extension of the flat zone, but small lots on Higherdale Avenue make site amalgamation difficult, and the limited access offered by the cul de sac is another factor making development for residential flats difficult.



KEY ZONING

Zone 1 - Environmental Housing (Environmentally Sensitive Land)

Zone 2 - Environmental Housing (Scenic Quality)

Zone 3 - Environmental Housing (Bushland)

Zone 4 - Local Housing

Zone 5 - Multiple Dwelling A

Zone 6 - Multiple Dwelling B

Zone 7 - Mixed Use - Kirrawee

Zone 8 - Urban Centre

Zone 9 - Local Centre

Zone 10 - Neighbourhood Centre

Zone 11 - Employment

Zone 12 - Special Uses

Zone 13 - Public Open Space

Zone 14 - Public Open Space (Bushland)

Zone 15 - Private Recreation

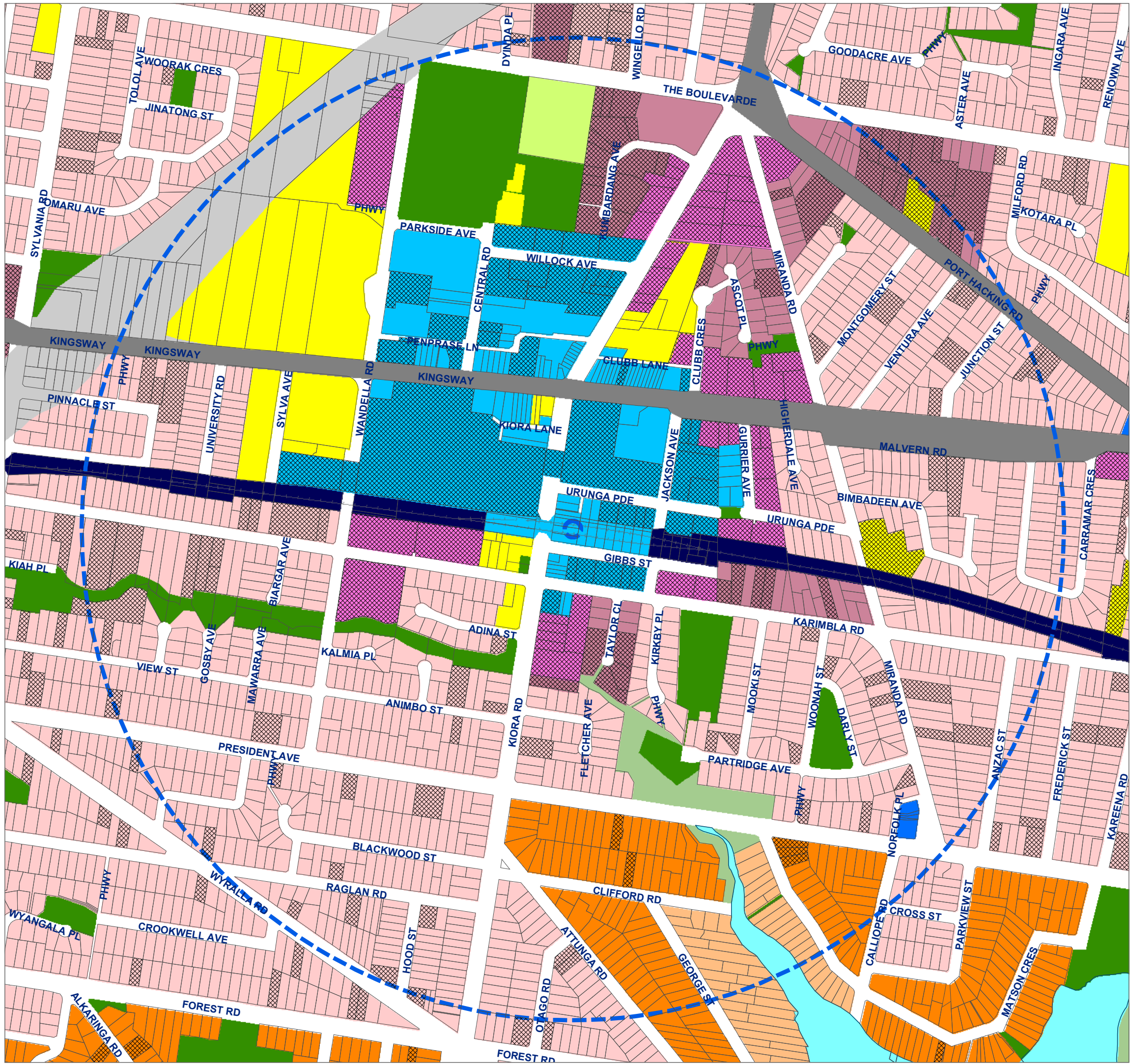
800 m Radius

600 m Radius


400 m Radius



MIRANDA CENTRE (Map 16)



Note:

 Strata Titled Lots



7. CARINGBAH CENTRE

Caringbah is strategically located with good transport accessibility. Caringbah Centre also has potential to develop a commercial specialisation based on its proximity to the hospitals. The centre has a large residential catchment and a growing population. Caringbah has the highest proportion of older residents. There is a strong demand for housing for long term residents seeking to downsize and for young couples. Caringbah needs a strategic vision to regain its place in the hierarchy of centres in Sutherland Shire. There has not been any significant recent redevelopment in the core commercial area of Caringbah. Opportunities exist to encourage increased flat development and promote mixed use development in the centre.

The **Draft Caringbah Centre Strategy**, which includes recommendations to increase height and density in the centre zone and the site previously occupied by Caringbah High School, accompanies this report

Caringbah is defined by the Sub-regional Strategy as a “town centre”. An extract of the zoning map of Caringbah Centre and surrounds is shown overleaf. The circle imposed on the map is the radius of 800m for a Town Centre which is the investigation area as set by the Sub-regional Strategy. Within this area residents are considered to have good pedestrian accessibility to the railway station and all facilities of the centre.



Kingsway/President Avenue



Kingsway, Caringbah

The Caringbah investigation area shown by the circle is the area that the Department of Planning directs should be considered for increased housing density. The area is far larger than the commercial centre of Caringbah. The investigation area extends well into the Local Housing zone of north Caringbah and as far as Sutherland Hospital to the west. It also encompasses all the existing residential flat and townhouse zones surrounding the centre and extends into the Local Housing zone of South Caringbah.

Caringbah Centre is a residential area with an active commercial centre. Caringbah Centre has high accessibility and visibility for businesses. It is located at the junction of three major roads -

Kingsway, President Avenue and Port Hacking Road. Caringbah also the advantages of a train station, good proximity to Captain Cook Bridge, the Taren Point industrial area, Sutherland

Hospital, Cronulla beaches and the Port Hacking River. Its ridge location means that it also enjoys good views to Botany Bay.

The Caringbah Centre is centrally located in the Sutherland Shire. **Caringbah has a large residential catchment.** This catchment is made up of a wide range of household types and income levels. Despite this catchment Caringbah has declined in importance as a retail centre since the rise of the nearby Westfield shopping centre in Miranda. Caringbah has however, maintained several successful supermarkets and a full range of banks. A strategy is needed for the centre so that it develops its own specialised character and can remain viable despite the retail dominance of Westfield Miranda.

Retail development in Caringbah offers an alternative, more personalised shopping experience to Westfield and could be encouraged to take advantage of this difference and expand. Caringbah supermarkets are very successful, making faster shopping possible without the parking issues associated with Miranda. Caringbah may also have the potential to develop as a restaurant precinct in those parts of the centre that are not dominated by traffic.

Caringbah centre also has potential to develop a commercial specialisation based on its proximity to both Sutherland Public Hospital and Kareena Private Hospital. For example, Caringbah Centre could develop as a medical cluster with specialist services catering to the ageing population. At present medical consultants are clustered in Miranda, despite poor parking opportunities and constrained vehicle access. Encouraging such services to relocate to Caringbah would be beneficial for both Miranda and Caringbah centres. The Draft Subregional Strategy notes that Caringbah may have a role in the future (combined with Miranda) focused on the growth of the Sutherland Hospital and adjacent medical cluster.

The growth and expansion of Kogarah town centre has been founded on the growth of St George Public and Private Hospitals. Council could adopt a similar model for growth in Caringbah.

Existing Planning Framework

The existing planning framework for the Caringbah centre reflects the Caringbah DCP which was adopted by Council in 1997. This plan anticipated major change in the centre and generally four storey height limits, with up to ten storeys being permissible on the Meriton site and Hay Avenue car park. The DCP also included extensive improvements to the public domain of which only some have been realised.

With the preparation of SSLEP 2006 and SSDCP 2006 key elements of the planning framework in Caringbah changed, but there was no comprehensive review of the centre. Height limits were however, reduced generally to four storeys. With only the Businessmen's Club/ RSL Club site having an eight storey height limit and with the Meriton site retaining ten storeys (as constructed). A floor space ratio of 2.5:1 applies across the commercial zone.

A comprehensive review of the planning framework of the Caringbah centre was conducted by the EPU over 2008. This project contained a range of initiatives to support and encourage the revitalisation of the centre. An urban design analysis of the centre was undertaken and building envelope proposals were put forward. Draft Caringbah Centre Strategy includes a Built Form plan.

Demographic Profile of Caringbah

Caringbah has a mix of families and older people: Caringbah has a higher proportion of pre-schoolers and a higher proportion of people at post retirement age than Greater Sydney. Residents have a significantly older age structure than the Sydney region as a whole. Approximately 16% of Caringbah's population were older than 65 years of age in 2011 compared to approximately 14.9% in Sutherland Shire and 12.7% for the Sydney Metropolitan Area. Caringbah will continue to have an ageing population over the next few decades.

Analysis of the service age groups of Caringbah in 2011 compared to Greater Sydney shows that there was a lower proportion of people in the younger age groups (0 to 17 years) and a higher proportion of people in the older age groups (60+ years).

Overall, 20.3% of the population was aged between 0 and 17, and 20.7% were aged 60 years and over, compared with 22.9% and 18.0% respectively for Greater Sydney.

The major differences between the age structure of Caringbah and Greater Sydney were:

- A *larger* percentage of 'Seniors' (9.2% compared to 7.2%)
- A *larger* percentage of 'Young workforce' (17.4% compared to 15.4%)
- A *larger* percentage of 'Frail aged' (3.0% compared to 1.8%)
- A *smaller* percentage of 'Secondary schoolers' (5.2% compared to 7.4%)

Emerging groups

From 2006 to 2011, Caringbah's population increased by 597 people (5.9%). This represents an average annual population change of 1.15% per year over the period.

The largest changes in age structure in this area between 2006 and 2011 were in the age groups:

- Seniors (70 to 84) (-309 persons)
- Parents and homebuilders (35 to 49) (+258 persons)
- Primary schoolers (5 to 11) (+164 persons)
- Older workers & pre-retirees (50 to 59) (+129 persons)

The Census population of Caringbah in 2011 was 10,775, living in 5,131 dwellings with an average household size of 2.2, compared to a Sutherland Shire average of 2.65. The household size in Caringbah has always remained significantly lower than other suburbs of the Shire, given the prevalence of higher density dwellings within the area and its older population.

Caringbah has a number of primary and high schools in its vicinity, including Caringbah North, Caringbah, Laguna Street and Lilli Pilli Primary Schools and Caringbah Selective High and Endeavour Sports High.

Between 1996 and 2006 the population of 5-11 year olds slightly decreased in Caringbah by 1.7%. This was reflected in primary school enrolments which decreased by 5.1%. Within this same period of time, the population of 11-17 year olds in Caringbah increased in number by only 21 yet high school enrolments increased significantly in number by 246. The large increase in high school enrolment numbers reflects the fact that the two high schools located in Caringbah

are selective which attract students from all over the Sydney Metropolitan area for sports and academic programs.

Caringbah has high demand for dwellings at the lower end of the market. In order to gain a better understanding of the factors affecting the local housing market, Council officers have interviewed several local real estate agents. The main market groups described by real estate agents are young couples and older people looking to downsize.

Caringbah is cheaper and quieter than Cronulla, while still being close to the attractions of beach and river. One agent also noted younger people are drawn to Caringbah, another noted, because it is close to the beach but has more modern apartments available. Apartments are much better value for their quality than properties in Cronulla.

The demographic data shows that Caringbah has an important role to play in providing for the housing needs of Shire residents. For an ageing local population, it recognises that some people want and need to downsize to a new dwelling, yet not all older people can afford to retire to Cronulla. Significantly, it is also a much cheaper option allowing those down-sizing to retain more of their assets for retirement living. For young people, Caringbah offers a higher standard of unit at lower cost. It offers access to the beach and entertainment facilities in Cronulla within a small drive or by public transport. It also offers ready access to the railway system and the key arterial roads out of the Shire. As such it is more accessible for workers than Cronulla and does not have the same parking issues.

To make Caringbah a better housing choice for residents, Council needs to focus on improving the centre so that it is defined more by what it offers rather than what it lacks. Caringbah centre could replicate the café/restaurant feel of Gymea in its quieter streets. It could be the location for high quality units with views to Woolooware Bay and the city beyond. It could be a centre of medical excellence, providing high skilled local jobs for young residents and meeting the health needs of an ageing population in a very convenient centre. Caringbah needs a strategic vision to regain its place in the hierarchy of centres in Sutherland Shire.

Recent Development in Caringbah

The areas of black hatching on the map overleaf indicate lots with strata plans. The lots which have been strata subdivided can be seen as having used up their development potential for the foreseeable future. The conclusion from this map is **that the entire medium density zone has now been developed and there are few remaining undeveloped parcels in the residential flat zone which surrounds the centre.**

From 2003 to 2006 Caringbah saw a sustained period of growth with 386 dwellings being approved in the centre over this period. This growth rate exceeded that of any other centre in Sutherland Shire. However, no new units were approved in 2008 or 2009 and only ten multi-unit dwelling approvals in 2011. This dramatic fall off in construction suggests that the supply of potential development sites has dried up, despite the potential of the commercial centre zone remaining unutilised.

The next Housing Strategy is to make provision for housing for the next twenty years. As a central place, Caringbah is well suited to need a significant part of the future housing demand.

Clearly more units will be required in Caringbah over this period and the Housing Strategy must address this.

The other key factor is that **there has not been any significant redevelopment in the core commercial area of Caringbah**. This is despite the existing Urban Centre Zone, which permits residential flats as part of mixed development. The analysis carried out as part of the review of the Caringbah centre highlighted that the existing floor space ratios of 2.5:1 could not be realised within the available four storey height limits.

Housing Strategy Proposals

Caringbah is centrally located with excellent facilities and infrastructure. The centre could be made a focus for aged persons in terms of housing opportunities, targeted services and specialised medical services within an accessible public domain. Map 19 identifies the areas within the Caringbah Centre that have been considered as options in this report.

There are several strategies for increasing housing choice in Caringbah:

- Increase the area where residential flats are permissible, with accompanying increases in height

- and floor space ratio

 - Increasing the height and/or floor space ratio for the centre zone.

 - Increase or remove the limitation on the proportion of residential development in the centre

The Draft Caringbah Centre Strategy, which includes recommendations to increase height and density in the centre zone (Caringbah Area 1) and the site previously occupied by Caringbah High School (Caringbah Area 3) , accompanies this report

**Caringbah Hospital Precinct Area 2:
Area bounded by Sutherland Hospital, the Kingsway, Flide Street and Taren Point Road and traversed by Hinkler Avenue.
Allow mixed use development**

Height and floor space ratio bonus provided the development is for mixed use of medical facilities and residential flats.

Up to: Height 22m (6-7 st) and FSR 1.8:1,

This option generates potential for 416 additional dwellings

An additional recommendation for Caringbah Centre is the rezoning of an area currently zoned Zone 4 Local Housing, to allow residential flat development with bonus height and FSR, provided that medical facilities are provided as part of the development. The area, known as the Caringbah Hospital Precinct Area 2, is located between Caringbah Centre and Sutherland Hospital and is bounded by the Kingsway, Flide Street and Taren Point Road and traversed by Hinkler Avenue.

The Caringbah DCP Review highlighted the importance of Sutherland Hospital as an economic catalyst for Caringbah Centre. The population of Sutherland Shire has a high proportion of skilled workers and health workers are well represented. Allowing the medical sector to grow would allow a greater portion of the population to work locally, leading to reduced commuting and improved lifestyle for those workers.

The growth of the medical services sector would also benefit the wider community, particularly an ageing community, because more expertise and a greater range of services would be available locally.

This area has been identified as having great potential for accommodating a substantial number of older residents in need of conveniently located housing, as it is between Sutherland Hospital and Caringbah retail centre and the railway station. Flats located in this area would also provide accommodation in a convenient location for key medical workers such as nurses and other medical technicians who work at the nearby hospitals and clinics. The area is also considered a good location for creating the potential for additional employment opportunities by extending permissibility to include medical businesses in association with residential uses.

The precinct is relatively contained, bounded by the Kingsway, the railway line and the Sutherland Hospital. At present it is characterised by mainly 1960s and 1970s single dwellings with several medical uses occupying what were originally residential buildings. There has been comparatively little redevelopment. The context of the precinct is residential flat building on the northern side of the Kingsway and the Caringbah commercial centre to the east.

Rather than simply introduce a residential flat zone, **a mixed use residential and medical services zone is recommended**. An appropriate building form would be four storeys with an additional two storey element setback to form six storeys. If developed to six storeys, the ground and first floor could be medical uses with residential above. Medical uses would help integrate the hospital and Caringbah centre. This built form would produce a bulk and scale not dissimilar to the existing residential flat zones on the opposite side of the Kingsway. This is an appropriate scale given the width of the Kingsway, the location relative to the centre itself, and the existing context created by the hospitals and the commercial zone at Caringbah. Development at this scale would be comparable to the scale of fully grown eucalypts that are a common landscape feature of the Sutherland Shire. DCP controls would encourage the planting of native trees in the front and rear setbacks of future development to strengthen the canopy trees already in existence. DCP controls could also rationalise the number of vehicle entrances onto the Kingsway. At present most residents are forced to reverse onto the Kingsway which is a very undesirable traffic arrangement.

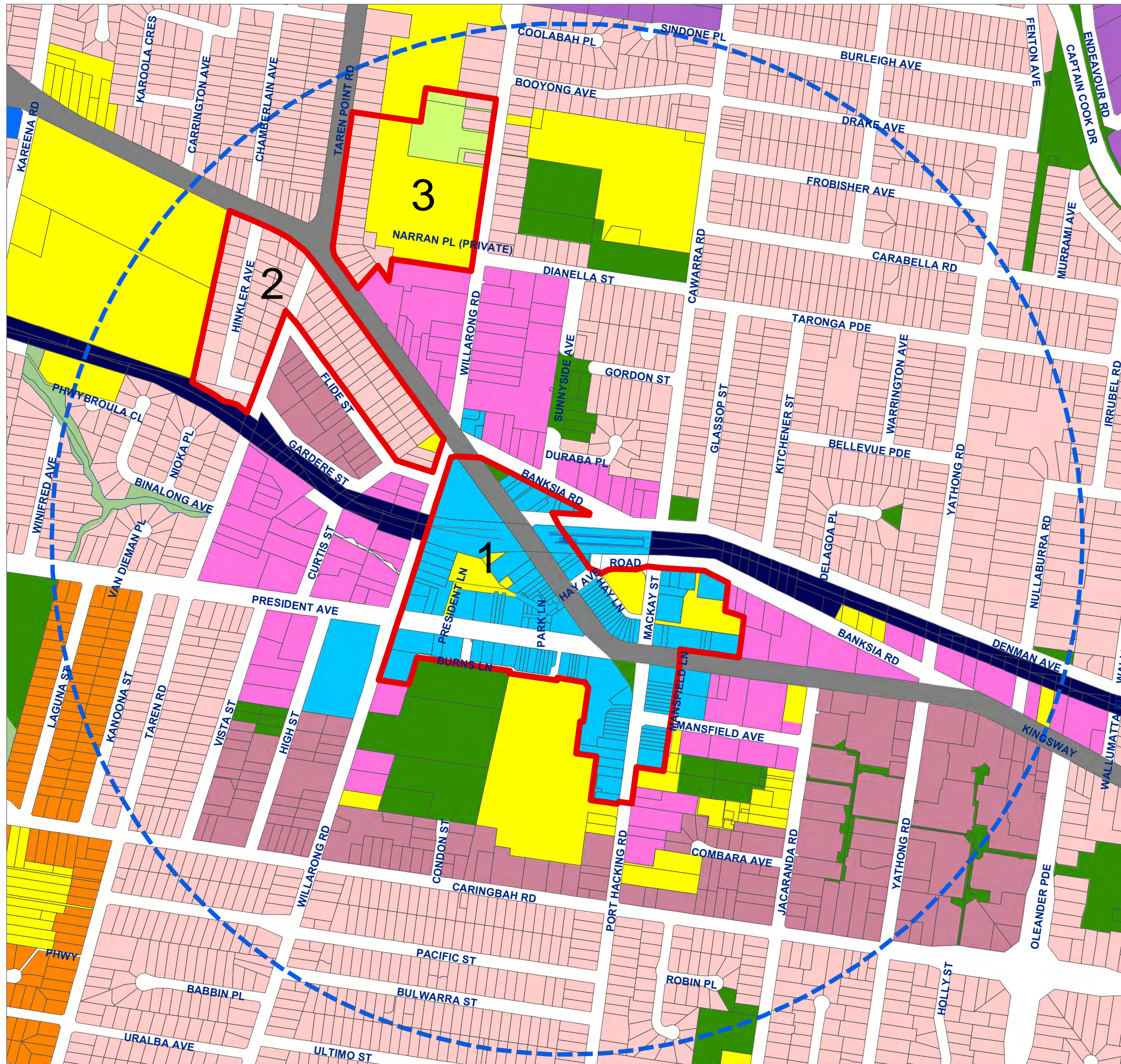
A Site Amalgamation Plan and Building Envelope plan will be included in the DCP to guide development in this precinct. Detailed planning has been undertaken for the Caringbah Area B Hospital Precinct by urban design consultants and Council architects. A working document schematic plan showing recommended building forms and heights is shown overleaf. Some recommended heights have increased since this plan was prepared and will be reflected in the final version of the map when it is inserted into the DCP.

No change is proposed to the Zone 5 Multiple Dwelling block to the south of Flide Street, where there is currently a mixture of townhouses and single dwellings. An area of 2 storey townhouses is proposed on the north side of Flide Street. Development of townhouses here at 2 storeys would retain the existing residential character of Flide Street, and protect the amenity of existing residents on the south side of Flide Street. The strip of townhouses here provides a transition to proposed mixed use development fronting the Kingsway.



CARINGBAH MEDICAL PREINCT

JUNE 2010



KEY ZONING

Zone 1 - Environmental Housing (Environmentally Sensitive Land)

Zone 2 - Environmental Housing (Scenic Quality)

Zone 3 - Environmental Housing (Bushland)

Zone 4 - Local Housing

Zone 5 - Multiple Dwelling A

Zone 6 - Multiple Dwelling B

Zone 7 - Mixed Use - Kirrawee

Zone 8 - Urban Centre

Zone 9 - Local Centre

Zone 10 - Neighbourhood Centre

Zone 11 - Employment

Zone 12 - Special Uses

Zone 13 - Public Open Space

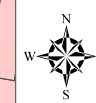
Zone 14 - Public Open Space (Bushland)

Zone 15 - Private Recreation

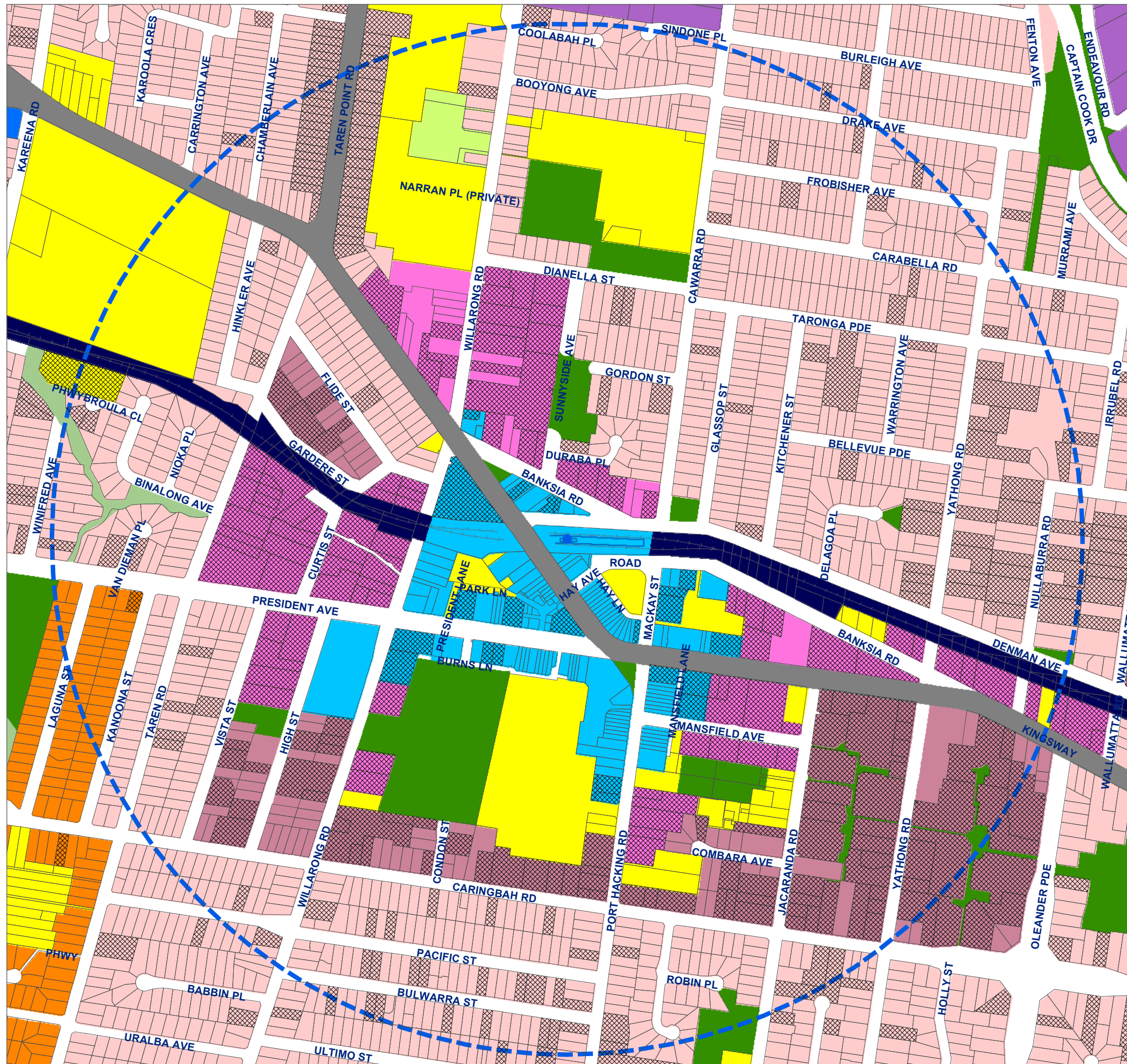
800 m Radius

600 m Radius

400 m Radius



CARINGBAH CENTRE (Map 19)



Note:



Strata Titled Lots



CARINGBAH CENTRE (Map 18)

8. CRONULLA CENTRE

Cronulla is a commercial and tourism centre and a desirable residential location. There is increasing demand for prestige residential flats in Cronulla. In managing this demand it is important that the scenic, environmental and heritage value of Cronulla is protected. Cronulla is the most densely populated area of the Sutherland Shire, having the highest proportion of residential flats. Cronulla also has the highest percentage of young people and people renting, compared to elsewhere in the Sutherland Shire.

The Draft Cronulla Centre Strategy, which includes recommendations to increase height and density in the centre zone, accompanies this report

Cronulla is defined by the Sub-regional Strategy as a “town centre”. An extract of the zoning map of Cronulla Centre and surrounds is shown overleaf. The circle imposed on the map is the radius of 800m for a Town Centre which is the investigation area as set by the Sub-regional Strategy. Within this area residents are considered to have good pedestrian accessibility to the railway station and all facilities of the centre.

The Cronulla investigation area shown by the circle is the area that the Department of Planning directs should be considered for increased housing density. The area is far larger than the commercial centre of Cronulla. The investigation area extends well into the Zone 6-Multiple Dwelling B zone of south Cronulla.

There is strong demand for new prestige flats in this premium location, which has led to Council’s review of the current planning framework. Cronulla is a favoured location for older Shire residents looking to downsize to apartments as well as young people wanting access to beaches and entertainment. Residents enjoy the beachside location and in turn support local businesses. New mixed use developments in the centre would improve the quality of the built environment and enliven the experience of the centre, while potentially making available a wider range of shops and services.

Existing Function and Character

Cronulla is one of Sydney’s iconic seaside suburbs. Cronulla Centre contains a wide range of retail, business and community services and is linked directly to the other centres of Sutherland Shire and Sydney by rail. The Centre is adjacent to a generous stretch of sandy beaches (Cronulla, Elouera and Wanda Beaches) within easy reach by rail of Sydney’s CBD. The centre is also adjacent to Gunnamatta Bay, close to the wetlands of Botany Bay, the cliffs of Cape Solander and Kamay Botany Bay National Park. Access to these natural environments gives Cronulla residents an outdoors focused lifestyle.

Cronulla Centre is zoned Zone 8 - Urban Centre under SSLEP2006 which is the highest order centre indicating its importance as a retail and residential destination. Some of the distinctive character and the sense of history in Cronulla arise from the centre’s remaining examples of original art deco buildings. This architectural heritage is acknowledged and protected by State and local heritage listings.

The unique setting and scenic qualities of Cronulla Centre makes it a valuable location for development, especially for new prestige residential flat buildings. New development has the potential to produce improvements to the built forms and public spaces of the centre, creating a more active and modern commercial centre. However, this must be balanced against the centre’s unique natural setting. This places responsibility on Council to protect the environmental and scenic qualities that create Cronulla’s value.

Unlike more urban Sydney beachside suburbs such as Bondi, Coogee, Maroubra and Manly, the Cronulla beachfront is not dominated by built forms. There is extensive public access to the waterfront. Although relatively densely populated, the streets of Cronulla are quite open in feel and have a relaxed ambience which carries through to the commercial centre. Associated with this is a substantial amount of trees and landscaping, and large parks. Through reasons of topography and history there are stretches of beach to the north of the centre where built forms do not dominate. For areas immediately adjacent to the beachfront, the current zoning, height and FSR controls also limit the intrusion of large scale developments on the beach.

The way that the land uses have developed in Cronulla over time is a function of the beachside location of the centre. Cronulla Centre’s shops and businesses have a tourist and leisure focus. Cronulla is also a town centre servicing the daily needs of a local residential population. The rail line means that people can readily commute by public transport out of the area for work, so the area combines many of the advantages of a suburban location and a holiday setting.

The area zoned as Urban Centre is characterised by mixed use development with shops and businesses on the ground floors, sometimes with flats above. Some sites in the centre are developed with 100% residential flats. The development of residential flats began in the 1950s, and has continued in waves of development since that time, including a period of intensive flat development in the 1990s. Under Council policy at that time, building height limits were higher and bonus floor space for tourist accommodation was available. As a result, the dwelling stock of the centre of Cronulla is of varying ages, sizes and quality.



Nicholson Parade, South Cronulla – 1960s residential flats with poor streetscape outcome

A legacy of the pattern of development is that the centre and flat zones surrounding the centre are almost fully developed. There are many older style flats in both the centre and the residential flat zone, some of which are only 2-3 storeys in height. Many of these buildings do not meet the maximum allowable floor space ratio nor do they meet the current parking standards. The older style residential flats offer some affordable housing options with minimum amenity standards. Many are basic or poorly maintained structures, with poor or no landscaping. Often these buildings do not enhance the streetscape. Many of the less successful existing developments are podium style developments. This forces the building entry to be elevated above the footpath. This has the effect of alienating the entrance from the footpath and adjacent public areas, with little opportunity for landscaping at street level.

Demographic Profile of Cronulla

Some of Cronulla centre's vitality arises from the presence of a broad mix of age groups. Young people contribute greatly to the sense of vitality and are the primary users of the beaches and entertainment venues. Older residents bring wealth and demand for better quality buildings and public domain, as well as creating demand for fine dining and more upmarket boutiques.

Between 2006 and 2011, the major differences between the age structure of Cronulla and Sutherland Shire were:

- A *larger* percentage of 'Young workforce' (21.5% compared to 12.3%)
- A *larger* percentage of 'Tertiary education & independence' (10.0% compared to 9.0%)
- A *smaller* percentage of 'Primary schoolers' (4.9% compared to 8.8%)
- A *smaller* percentage of 'Secondary schoolers' (4.4% compared to 7.5%)

From 2006 to 2011, Cronulla's population increased by 229 people (1.4%). This represents an average annual population change of 0.27% per year over the period.

The largest changes in age structure in this area between 2006 and 2011 were in the age groups:

- Empty nesters and retirees (60 to 69) (+377 persons)
- Seniors (70 to 84) (-220 persons)
- Older workers & pre-retirees (50 to 59) (+179 persons)
- Tertiary education & independence (18 to 24) (-162 persons)

Cronulla has significant populations of both younger (18-24 year olds) and older (over 60 years old) people. Both populations have defined residential patterns; with younger people residing primarily in the northern areas of Cronulla and older style units, and over 60s primarily in the newer units around the centre and to the south. As a result of this mixed population, the median age of Cronulla is 39, slightly higher than the Shire average of 37. When broken down further to the collection districts of the census, the segregation of age groups is evident as one district has a median age of 29 and another 58.

Cronulla is an attractive area for lone person households. It has the highest percentage of lone person households in the Shire, at 34.4%. This is significantly higher than the Shire average of 24.9%. While this is a reflection of the type of dwellings available in Cronulla, it also highlights the

need for a range of apartments in the locality to meet the needs of both young and older residents.

The population of Cronulla is relatively transient. Forty five percent of Cronulla's population has moved in the last five years. The rest of the Shire had a relatively lower proportion of people who had moved address in the previous five years.

Residents of Cronulla are more likely to rent. The dominant housing tenure type is private rental. Cronulla is also the area of highest residential density within the Sutherland Shire.

Existing Planning Context

Under SSLEP2006, Cronulla Centre is zoned Zone 8 – Urban Centre. The zone allows a very broad range of permissible uses covering all service, commercial and retail uses as well as residential units as part of mixed use development. On the edges of the centre, some sites have been identified as being suitable for 100% residential use. For Cronulla Centre, the DCP currently requires a mix of 60% (minimum) retail and commercial floor space with the remaining 40% allowed to be residential development. This requirement has been reconsidered in light of the limited development in this centre in recent years. While active street frontages are considered important, the 60% required percentage of commercial is undermining the economic viability of redevelopment in the centre. In an economic climate where development is difficult, it is appropriate for the requirement for a minimum 60% commercial use to be removed and replaced with a requirement for an active street frontage in the commercial core. Varying this control will allow more residential units to be created in response to local demand.

Floor space ratio (FSR) is a measure of the intensity of development. In combination with height and setback regulations, FSR determines the size and shape of a development. For example, at a height of one storey, a building with an FSR of 1:1 (with no setbacks) would cover the whole site. If it was two storeys in height it would cover half the site.

A large portion of the Cronulla Centre has an allowable floor space ratio of 2:1 under SSLEP2006. Two sites have a larger floor space ratio of 3:1 (Northies and Council's car park in Croydon Street). The Cecil residential flat building was built under a previous LEP to a higher FSR than currently allowed. Other sites on the edge of the centre zone (southern section of Gerrale Street, Croydon Street and the Kingsway) have lower floor space ratios of between 1.8:1 and 1.2:1 with a height limit of four storeys.



Cronulla Mall

Under SSLEP2006 the height controls in Cronulla Centre range from three to six storeys. Two gateway sites (Northies and Rydges) have height limits of eight storeys and these sites have already been developed to their potential. Other sites around the centre have previously been developed to heights in excess of six storeys, allowed under a previous DCP.

Recent Development Trends

The commercial core of the centre currently has a three storey height limit and an FSR of 2:1 for most sites. Council has developed a library and multi- storey public carpark in Croydon Street with FSR of 3:1. A high quality commercial development has also been completed at 2-6 Cronulla Street on the Kingsway with height of four storeys and FSR of 2:1. However, there is very little other development in this area under the current development standards.

Gerrale Street, a premium location for residential flat development, is mostly developed. As a result of a planning proposal submitted by the developer for the site and supported by Council, SSLEP2006 Amendment 11 was gazetted. The amendment permits a height of nine storeys and an FSR of 3:1 for development at 19-21 Gerrale Street.

Residential development in Cronulla Centre is also located to the west of Cronulla Plaza, in the block bounded by Croydon Street and Wilbar Avenue, and to the south of Cronulla Plaza on Laycock Avenue, Surf Lane and the southern section of Gerrale Street. Residential development in these areas consists of older style brick three and four storey walk-up apartments. The current height limit in these areas is between four and six storeys.

Very little commercial or mixed use redevelopment has occurred in Cronulla. However, residential development is increasing. In the period from 2010-2012, there were 53 multi-unit dwelling approvals in Cronulla, which is more than in the previous five years.

The Draft Cronulla Centre Strategy, which includes recommendations to increase height and density in the centre zone (Cronulla Area 1) accompanies this report.



Kingsway: Recently completed attractive commercial building.

SOUTH CRONULLA RESIDENTIAL FLAT ZONE

South Cronulla Residential Flat Zone Area 3- Area south of centre which is zoned Zone 6- Multiple Dwelling B
Retain residential flat zone

Height 20m (6st) (currently 3 st)
FSR 1.5:1 (currently 1:1)
This option generates potential for 123 additional dwellings

Zone 6 lots located south of Richmount Street:
Height 16m (4 st) (currently 3 st)
FSR 1.2:1 (currently 1:1)
This option generates potential for 2 additional dwellings

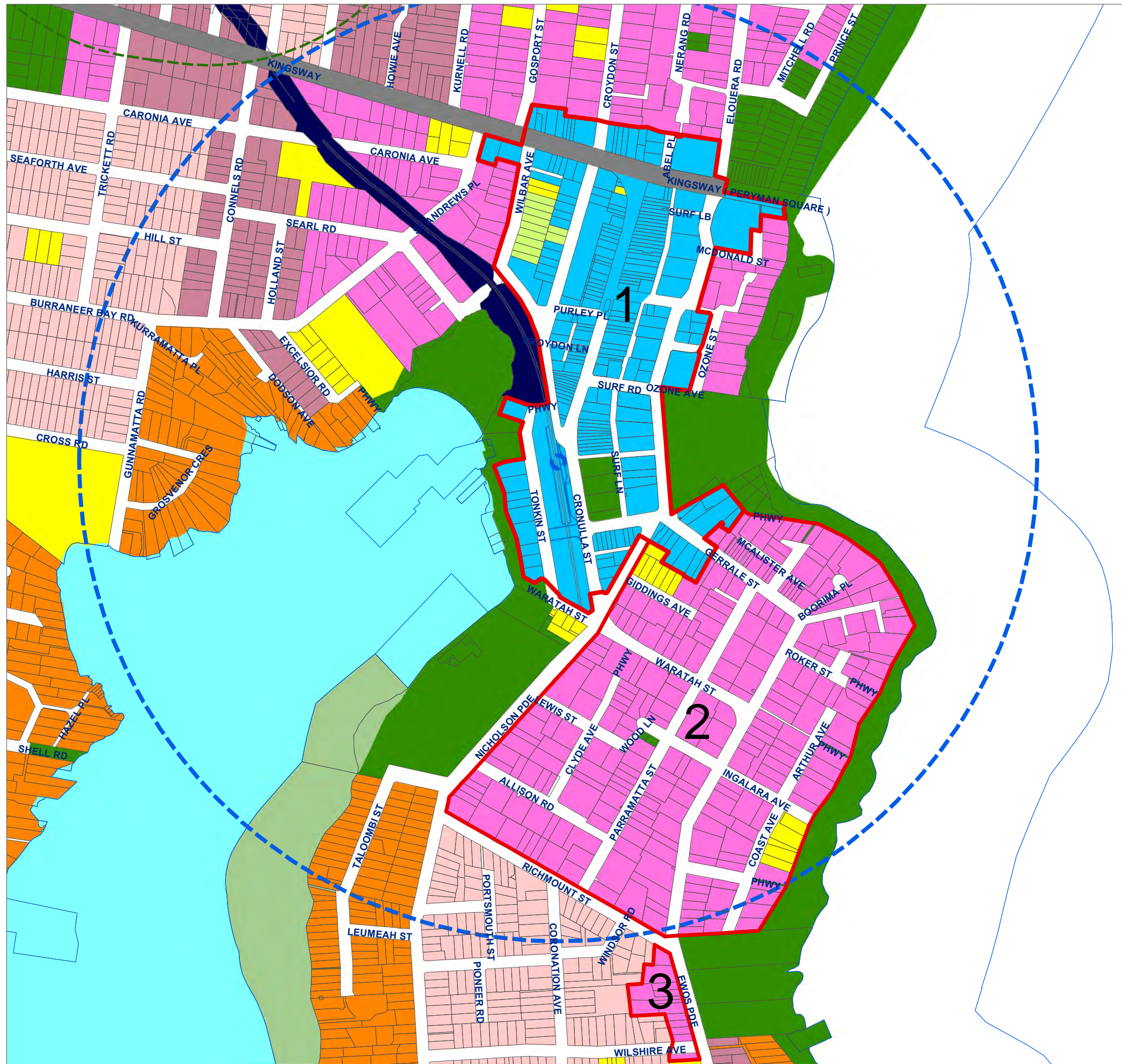
The area south of Cronulla Centre which is zoned Zone 6 –Multiple Dwelling B has development controls under SSLEP2006 of 3 storeys and FSR 1:1. The majority of the South Cronulla flat zone is located within the 800m walking distance radius of Cronulla railway station.

Existing development consists of residential flat buildings of varied ages, conditions and heights. Many of the flats are three storeys in height, but heights range from two storeys to a few developments of more than ten storeys. Some recent prestige flat developments have been constructed.

Development should maintain scenic and environmental value of this sensitive location. Maintaining solar access for existing residents and public open space, including The Esplanade, is of critical concern.

South Cronulla is a very much in demand as a residential neighbourhood. However, redevelopment opportunities are very few. Some more recent redevelopment projects have been approved with existing building height. This has been justified on the existence of buildings of varying heights in South Cronulla. The fact that most development sites are in fact small scale older residential flat buildings involves significant site amalgamation costs and has promoted more developer to seek additional building height. Even one additional storey can significant affect financial viability. Take for example the latitude project current being sold at 10 Parramatta Street Cronulla. It was approved with an additional storey containing a penthouse which is currently for sale with expectations in excess of \$3.25 Million.

Taken into consideration the scale of existing buildings and the barriers to site amalgamation it is considered that building heights of up to 6 storeys could be accommodated throughout the precinct. This is a significant change that will significantly improve financial viability and may prove to be sufficient to bring older residential flat buildings onto the market.



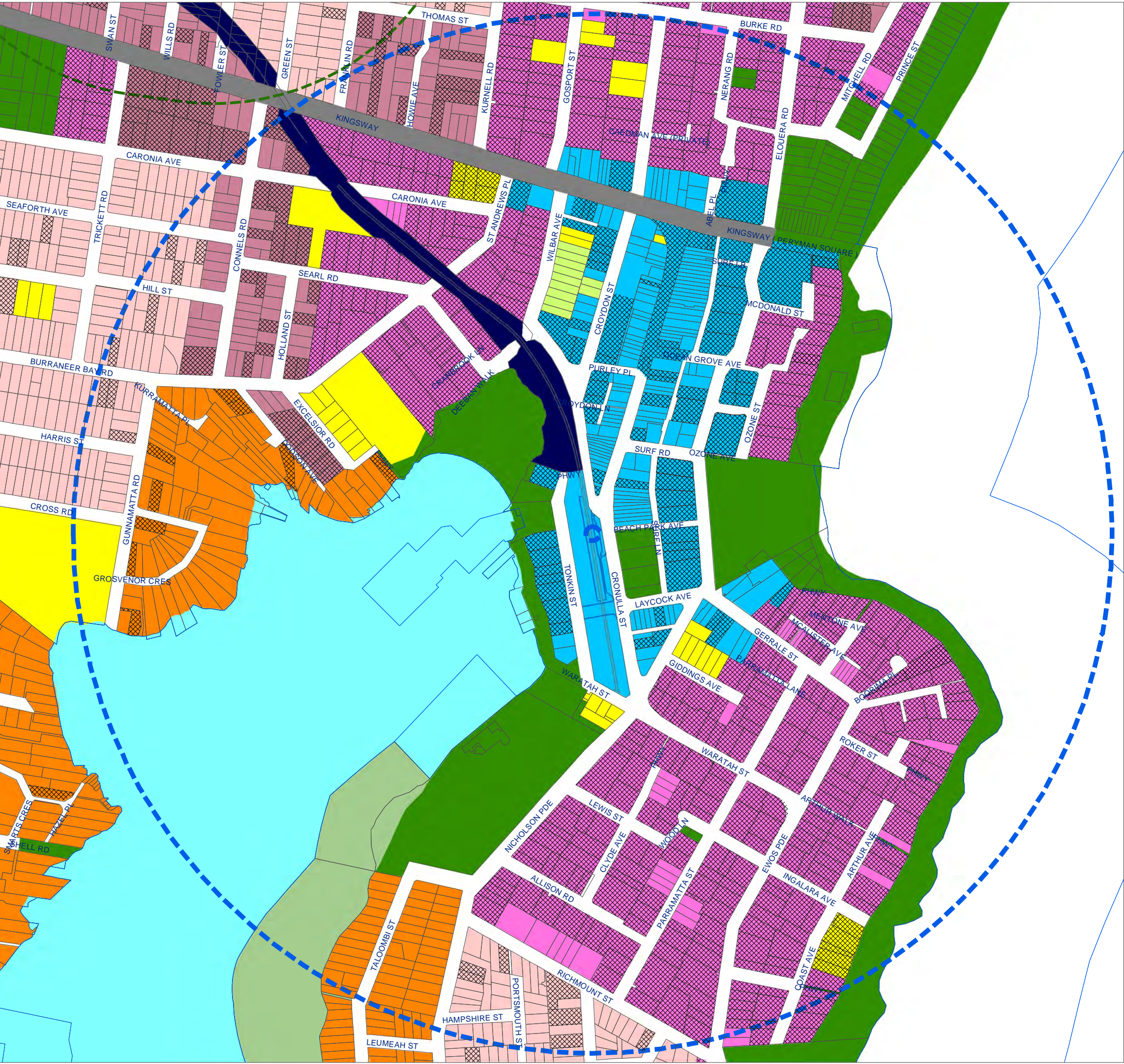
KEY ZONING

- Zone 1 - Environmental Housing (Environmentally Sensitive Land)
- Zone 2 - Environmental Housing (Scenic Quality)
- Zone 3 - Environmental Housing (Bushland)
- Zone 4 - Local Housing
- Zone 5 - Multiple Dwelling A
- Zone 6 - Multiple Dwelling B
- Zone 7 - Mixed Use - Kirrawee
- Zone 8 - Urban Centre
- Zone 9 - Local Centre
- Zone 10 - Neighbourhood Centre
- Zone 11 - Employment
- Zone 12 - Special Uses
- Zone 13 - Public Open Space
- Zone 14 - Public Open Space (Bushland)
- Zone 15 - Private Recreation


 800 m Radius
 600 m Radius
 400 m Radius



CRONULLA CENTRE (Map)



Note:

 Strata Titled Lots

