

# HOUSING STRATEGY 2020

PREPARED BY:  
STRATEGIC PLANNING UNIT

SUTHERLANDSHIRE

## DOCUMENT REVIEW AND APPROVAL

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## Why make a Housing Strategy?

Planning for housing in the Sutherland Shire is an important part of Council's responsibilities. The Housing Strategy is intended to create the framework that will deliver housing to meet the needs of today's community and the needs of future generations. Council's goal is to ensure that there is a sufficient supply of housing over time so that residents will have comfortable and lively neighbourhoods with good access to jobs, shops, public transport, health facilities, community centres, and open space.

In finding the right mix of housing forms and densities, Council is balancing growth with its commitment to preserve the natural environmental qualities of Sutherland Shire. Council recognises that the existing environmental qualities of Sutherland Shire make it a great place to live and raise families. This Housing Strategy is needed to respond to changes in our population. It is focused on our community's needs to 2031. It is intended to accommodate future generations so that Sutherland Shire remains a special place where generations can live together.

## Why update the Housing Strategy?

The Sutherland Shire Housing Strategy was adopted by Council in 2014. At that time, the NSW Department of Planning and Infrastructure's Draft Subregional South Strategy set a statutory responsibility for Sutherland Shire Council to make provision for approximately 10,100 additional dwellings to 2031, with 80% of these located close to centres. The Housing Strategy identified where and how Council would meet this requirement, through defining a set of objectives and identifying where changes to the zoning and height and floor space ratio (FSR) controls would be made.

The zoning amendments and changes to development controls were included in Sutherland Shire Local Environmental Plan 2015. Since the gazettal of the plan in June 2015, there has been significant residential development in Sutherland Shire. There have been a large number of residential flats built in and around centres, as well as villa, townhouse and dual occupancy development scattered through the suburbs.

In 2018, the State Government released *A Metropolis of Three Cities* – a Greater Sydney Region Plan and *The South District Plan*. These provide strategic direction for the development of Greater Sydney and the South District over the next 20 years. One of the key objectives and planning priorities in these plans is planning for housing for the future.

The *South District Plan* provides a broad framework for the long term development of the South District, guiding government investment in infrastructure and linking local and state planning issues. Implementing the *South District Plan* is a statutory responsibility for Sutherland Shire Council. The *South District Plan* sets a 5 year housing target for (2016 – 2021) for each local government area, as well as a 20 year target for the District. For Sutherland Shire, the 5 year target is 5,200 residential dwelling completions. The 20 year strategic target for the South District is 83,500 dwellings. The 20 year target has not been distributed across the individual LGAs in these strategic plans.

A key action (Action 16) in the District Plan is for Sutherland Shire Council to prepare a Housing Strategy which addresses the following:

- a. *the delivery of five--year housing supply targets for each local government area*



- b. *the delivery of 6-10 year (when agreed) housing supply targets for each local government area*
- c. *capacity to contribute to the longer term 20-year strategic housing targets for the District*
- d. *the housing strategy requirements outlined in Objective 10 of A Metropolis of Three Cities that include:*
  - i. *creating capacity for more housing in the right locations*
  - ii. *supporting planning and delivery of growth areas and planned precincts as relevant to each local government area*
  - iii. *supporting investigation of opportunities for alignment with investment in regional and district infrastructure*
  - iv. *supporting the role of centres*

The Sutherland Shire Local Strategic Planning Statement reflects this same action as Action 10.1

This update to the Housing Strategy will ensure that Council's adopted Housing Strategy remains relevant and fulfils the above action. It reports on the number and location of housing completions since the SSLEP2015 was gazetted and so monitors performance to 30 June 2020 against the 5 year housing target. It also provides an indication of the estimated remaining capacity under the current zoning and development controls, so providing a basis for planning for the 6-10 year housing supply target and Sutherland Shire's contribution to the district's 20-year strategic Housing target. This will be detailed in the Local Housing Strategy 2036 to be prepared by June 2021.

The Department of Planning, Industry and Environment has released a Local Housing Strategy Guideline, including a template for Local Housing Strategies. This update to the Housing Strategy is part of a body of work to prepare a Local Housing Strategy which, on completion, will meet the requirement of the Guideline and contain all elements of the template.

## Objectives that underlie the Housing Strategy

### 1. To meet the current and future needs of an ageing population

In common with many communities across Australia, Sutherland Shire's population comprises an increasing proportion of older people who are retired or approaching retirement. The number of mature family households, empty-nesters looking to relocate and older people living alone will continue to grow. The proportion of residents aged over 65 years was 14.9% of the population in 2011 and had increased to 16.4% in 2016. Population estimates indicate that this proportion will increase to 21.3% by 2031 and 24.3% by 2041.

Many older people only need occasional support services as they age and prefer to live independently in their existing communities. Many wish to downsize to smaller, more accessible and easier to maintain dwellings, particularly if they are close to public transport, shops and services. This choice is sensible because it allows older people to remain independent longer. Smaller dwellings in existing centres can provide housing for older people and encourage the continued interaction and participation of older people in the broader community. When older people downsize from large family homes, those houses also become available for younger families. This movement of households helps to keep our local communities vital.

## **2. To deliver Council's Ageing Well Strategy**

The Ageing Well Strategy expresses Council's undertaking to meet the needs of the ageing population. The Ageing Well Strategy was developed with input from key stakeholders from a wide range of services associated with older people. Local residents also played a key role in its development. Appropriate housing was found to be a crucial need of the ageing population. This Housing Strategy aims to deliver housing to meet the identified needs.

The actions adopted in the Ageing Well Strategy are to:

- Increase housing by increasing permissible building heights and densities in centres with good proximity to transport, shopping and facilities,
- Increase aged housing by increasing permissible building heights and densities for aged persons housing in centres with good proximity to transport, shopping and facilities,
- Provide incentives for villa developments,
- Promote dual occupancy dwellings as a viable cost effective form of aged housing,
- Explore the use of Council owned car parks and other assets to facilitate the increased supply of aged housing,
- Increase from 20% to 30% the percentage of all new residential flats and townhouse buildings that are adaptable,
- Investigate the possibility of adaptable housing to be listed on title,
- Work with the real estate industry to market adaptable housing as such for the information of purchasers,
- Set targets for residential care facilities within Sutherland Shire,
- Lobby other spheres of government to provide residential care facilities within Sutherland Shire.

## **3. To meet the current and future needs of smaller sized households**

There is a growing trend for smaller household sizes. While families with children are still the dominant household type in Sutherland Shire, accounting for 49% of households in 2016; there is an almost similarly large proportion of households comprising only one or two people (45% of households in 2016).

It is anticipated that in the future an increasing proportion of households will comprise only one or two people. This is because:

- As the community ages the number of widows and widowers living alone increases.
- Divorce leads to two smaller households
- More people are remaining single, or choosing not to have children
- Households become smaller as families mature and children leave home

These trends combine to increase the demand for housing even when the population is stagnant or falling. This trend is significant because increased housing supply is necessary to simply maintain the population status quo. There was a decline in occupancy rates from 2.82 persons per household in 1996 to 2.79 persons per household in 2016. As occupancy rates decline, we need more housing supply to maintain our population.

#### **4. To meet the community need for increased housing choice**

A mix of age and social groups is needed for a vibrant community. Council acknowledges the value of diversity in the community. A healthy and successful community is also one that provides housing possibilities for people at all life stages, whether they are independent, caring for other family members or being cared for.

Council wants to help make it easier for younger people leaving home and young families to set up home in Sutherland Shire. Young families need affordable houses or larger flats to buy or rent. Many younger people want to live in smaller dwellings close to centres, for reasons of cost, convenience and access to social activities. Housing a wide range of age groups in the community helps to keep shops and businesses viable as well as supporting sporting groups, cultural and community organisations. It also enables key workers such as teachers, nurses and tradesman to live close to workplaces. Property costs are a determining factor of who lives in an area, and Council cannot control the market. However, zoning can encourage an increase in the supply of dwellings.

In the future, a significant portion of households will choose to live in small dwellings. To facilitate this choice the Strategy will increase the potential for dual occupancies, villas, townhouses and flats. The movement of older residents to new housing will free up existing three and four bedroom houses for new families.

One intention of the Strategy is to encourage the development of multi-unit housing forms with some of the features traditionally associated with single-family homes, including private outdoor space for a garden or for the grandkids to play, adequate storage space and level access. However, an underlying intention of the Housing Strategy is that Sutherland Shire should retain its established character of generally low density housing with substantial landscaping, with some higher density precincts in and adjacent to town centres. Therefore, change will be carefully and cautiously managed.

#### **5. To encourage redevelopment to promote the revitalisation of centres**

Increasing the population of centres brings more customers to local businesses. Well-designed new residential buildings also add new shops, cafes, restaurants and other businesses which can contribute to the revitalisation of centres, bringing more people and new business into the centre.

#### **6. To facilitate the use of public transport and the efficient utilisation of existing and future infrastructure**

When residents are located within walking distance to public transport, shops and services, they drive less. This takes increased pressure off the road network while also reducing potential greenhouse gas emissions. Concentrated housing forms have environmental benefits over dispersed housing models and encourage the efficient use of utility services.

The pattern of development across Sutherland Shire has a direct impact on residents' and visitors' ability to access public transport and other community infrastructure. The most accessible areas of Sutherland Shire are the ridges. The ridges are where the commercial centres, the railway lines and the main roads are located. The location and capacity of existing infrastructure, proximity to public transport and accessibility for pedestrians have informed the selection of areas for increased residential capacity.

**7. To retain the established development pattern of mostly low density housing in a landscaped setting with some higher density precincts close to centres**

Sutherland Shire residents value the scenic quality of Sutherland Shire, its distinctive tree canopy, proximity to waterways and bushland, and its traditional settlement pattern with a large proportion of single dwellings on landscaped lots.

It is intended that Sutherland Shire should retain this established character of generally low density housing with substantial landscaping, with some higher density precincts in and adjacent to town centres.

**8. To consider environmental constraints in nominating locations for additional housing**

Environmental constraints such as risk from bushfire and flooding have been considered in selecting areas for increased housing density. More households should not be exposed to risk or be located in areas where it is difficult to evacuate in times of emergency.

## **Sutherland Shire Housing Strategy 2031**

The character, economic function and community spirit of a place is dependent on the residents that form the local population. Council's long term planning must respond to changes in the makeup of the community and the associated changes in the housing needs of its residents. At the same time, change must be balanced with the need to preserve the qualities of Sutherland Shire that people value most, the scenic qualities of its beaches and waterways, its bushland and tree canopy and its predominantly single dwelling neighbourhoods.

Housing Strategy 2031 is Council's commitment to managing housing supply to 2031. Facilitating changes in the supply of housing requires long lead times. The delivery of additional housing begins with changes in statutory planning which then must be taken up by the private sector. Before housing is delivered, a project must proceed through design, approval and construction phases. A lead time of approximately five years is needed between Council's initial decision to increase housing supply in an area and any new housing being delivered. Council's Housing Strategy 2031 seeks to ensure a reasonable supply of new housing comes onto the market over the period from 2012 to 2031 without dramatic change to Sutherland Shire's existing character.

The ageing of the population and the demographic change to smaller household size are compelling reasons to facilitate more small dwellings in Sutherland Shire. The proportion of residents aged over 65 years was 16.4% of the population in 2016, up from 13% in 2006. Population estimates for 2031 suggest that this proportion will increase to 21.3% of the population. Older people tend to live alone or in two person households. As older person households become the dominant household type, the Shire's population will fall unless housing supply increases. This is because more dwellings are needed to maintain the population if there are less people in each dwelling. The fact that there was an increase of 2,494 dwellings over the 5 years between the 2001 and 2006 census, yet the total population decreased by 1,015 over this period, highlights the impact of decreasing household size.

There will be a steady demand for more dwellings as the number of households grows, even if population growth is low.

Between 2001 and 2006 the population figure was virtually unchanged. This trend changed between 2006 and 2016, with a population increase (Usual Residence) of 15,231 people (7% overall or 0.7% per annum) from 211,230 people to 226,461 people. However, this is one of the four lowest population increases in Greater Sydney and the lowest in the South District. The South District had an overall increase of 14% between 2006 and 2016.

Council's adopted Ageing Well Strategy was the result of extensive community consultation and it highlights the housing needs of the ageing community. Older residents want opportunities to downsize to quality dwellings within their communities. Downsizing to a more accessible, low maintenance dwelling allows retired people to:

- Realise some of the capital value of the family home to fund their retirement,
- Maintain family and community ties,
- Lock up and leave their home while they travel, and
- Retain their independence longer.

In order to facilitate the housing forms that Sutherland Shire's older residents identified as meeting their needs, the Housing Strategy makes opportunities for more villas in neighbourhoods that are relatively flat and serviced by public transport. More opportunities are also created for dual occupancies across Sutherland Shire because older residents have identified dual occupancies as a cost effective way to down size and remain in their community. Building heights and densities have also been increased in centres to facilitate more housing where older residents can take advantage of public transport, shopping, services and medical facilities within easy walking distance.

Another compelling reason to make provision for increased future housing is to ensure there are housing opportunities within Sutherland Shire for young people starting out and for young families. Sutherland Shire has been a family based community and the majority of older residents would prefer to have their children and grandchildren living within Sutherland Shire. However, lack of housing supply and affordability is a significant barrier to younger people looking to establish themselves locally. Increasing supply helps to improve affordability. Young working people will seek out well located and designed units. In addition, the movement of older residents to smaller new dwellings will free up older, more affordable dwellings. This older housing stock is often well suited to the needs of families, and because it is usually in need of refurbishment, can be an affordable entry into the housing market for younger buyers.

If Council can use the planning framework to assist this movement of people, residents will move to housing more suited to their needs. At the same time local communities will be revitalised because families will help rejuvenate schools, sporting clubs and local shops. Such a strategy helps keep generations together, which in turn means more community and family support is available for people as they age. If Council does not take initiatives to provide more housing, local communities will experience population loss and become characterised as an aged community. If left unchecked, these trends would undermine the viability of local retail centres, schools and community facilities.

Council will use change to inject vitality into localities that need it most. Population growth in local centres can help improve the economic viability of existing shops, maintain the presence of services such as banks and post offices, and create new opportunities for small businesses such as local cafés and restaurants. Well located housing also meets the needs of young people who are looking for well-designed residential units near jobs and public transport.

Sutherland Shire Council's Housing Strategy seeks to provide housing that can keep the generations living together. However, it does not propose dramatic change in order to achieve this. Instead the Strategy is comprised of a series of small changes to the planning framework.

## What Council Actions will deliver Housing Strategy 2031?

Sutherland Shire Council prepared a new comprehensive Local Environmental Plan in accordance with the Standard Instrument Local Environmental Plan template as required by the Department of Planning, Industry and Environment. Sutherland Shire Local Environmental Plan 2015 (SSLEP2015) was gazetted on 23 June 2015. Council used the tools available in the LEP to address the objectives of this Housing Strategy. These tools are land use permissibility, objectives, development standards and local provisions.

Council is using the land use zones within the SSLEP2015 to manage the density of future development across the Shire. Urban densities have been balanced against the environmental capacity of the land. The Housing Strategy maintains the existing broad permissibility of multi dwelling housing across much of Sutherland Shire. However, the Strategy widens opportunities to develop residential flats, villas and townhouses in accessible locations.

The elements of SSLEP2015 which create additional housing capacity and will deliver housing to meet the needs of the population to 2031 are detailed below:

### **1. Increased opportunities to develop residential flats in selected centres by some increases to permissible heights and floor space ratios**

Opportunities for increases in dwelling density have been made in areas which are close to the centres of Sutherland, Jannali, Miranda, Caringbah and Cronulla, and in the area between Sutherland Hospital and Caringbah centre.

The development of residential flats in mixed use buildings in centres is encouraged by removing the minimum requirement for commercial floor space in new mixed-use buildings. To ensure safe and lively shopping streets, active street fronts are required.

### **2. Increased opportunities to develop residential flats and townhouses in new residential flat and townhouse zones close to selected centres.**

Some low density residential areas close to Sutherland, Jannali, Caringbah, and Miranda centres have been rezoned for residential flat development in SSLEP2015. These new areas have a range of heights and floor space ratios, with some areas allowed heights up to 20 metres (6 storeys) and FSR 1.5:1. Some areas close to Miranda and Cronulla centres have also been rezoned for townhouses. The specific changes for these centres are detailed in the next section of this document.



### **3. Encourage concentration of residential flat development in existing residential flat zones by a general increase in the permitted floor space ratio from FSR 1:1 up to 1.2:1, an increase in height from 3 storeys to 16m (4-5 storeys) and the removal of the minimum lot size requirement**

Most centres in Sutherland Shire include areas zoned R4 High Density Residential, where residential flat buildings are permitted. Most sites in residential flat zone areas have been developed with flats and are strata subdivided. The remaining land consists primarily of isolated lots which cannot meet the minimum lot size requirement. These lots often have a single dwelling surrounded by residential flat development.

The strategy will realise the remaining development potential in the existing residential flat zones by allowing additional building height and density together with removal of the minimum lot size. This will facilitate the development of many of the remaining land parcels in the zone. As the sites which would become attractive for flat development are within the existing residential flat zone, the impact of an increased height is limited.

Allowing an increase in height for residential flats offers more design flexibility while meeting the design requirements of the Residential Flat Design Guide more readily. Increased permissible height and density in the zone may also provide the stimulus for redevelopment of existing older style residential flat buildings.

### **4. Encourage villa development in accessible locations with a floor space ratio bonus**

Although villas are a highly sought-after development type, especially for older residents, there is a shortage of this type of development. A bonus floor space is offered for villa development in a defined accessible areas in an attempt to make this a more attractive development option.

The level of accessibility of areas in the Sutherland Shire has been studied in terms of accessibility by public transport and for pedestrians. By combining these two indicators it is possible to identify those areas that would provide future residents with comparatively good access to shops and services by foot or public transport. Such locations are particularly suitable for older people. The bonus floor space provisions relate to these accessible areas and will increase the number of single storey dwellings close to centres.

To encourage the development of single storey multi dwelling developments (villas) in accessible parts of the R2 Low Density Residential Zone, the floor space potential has been increased from 0.55:1 to 0.6:1 in these areas. To facilitate this development, a there is a corresponding reduction in landscaped area to 20%.

### **5. Remove restrictions on building villas on internal lots**

Previously the erection of villas or townhouses on internal lots was prohibited. This approach sought to avoid overlooking and associated amenity impacts on neighbours. SSLEP2015 protects amenity by limiting the height of any development on internal lots to 1 storey (or 5.4 m height). This approach balances the community's demand for more villas while ensuring a reasonable standard of residential amenity for surrounding properties.

## **6. Remove restrictions on building single storey dual occupancies on internal lots**

SSLEP215 opens up opportunities for a wider range of dual occupancy development allowing greater design responsiveness to individual sites. Internal lot dual occupancy development is allowed provided the new rear dwelling is no greater than 5.4m high (single storey). Subdivision of the dwellings is also permissible. This allows the landowner to realise the capital expenditure involved in developing a dual occupancy. This is particularly desirable for older residents who, by subdividing and building a dual occupancy, can partially realise the capital tied up in the family home.

## **7. Require an increased proportion of adaptable dwellings in multi unit developments**

The proportion of adaptable dwellings in multi unit developments has been increased from 20% to 30%.

## **8. Encourage development of ground floor flats with features which appeal to older people**

Clauses in Sutherland Council Development Control Plan (SSDCP2016) encourage residential flat development with design features which replicate some of the appeal of villas, such as private ground floor entrances and private courtyards for some units.

# **Centres where change is planned to increase housing capacity**

Some centres have been identified as appropriate locations for increases in dwelling capacity. Increases in building height and/or density have been made in areas close to Engadine, Sutherland, Jannali, Southgate Sylvania, Gymea, Miranda, Caringbah and Cronulla centres. The specific changes proposed in each locality are identified below:

## **1. Engadine Centre**

- Fewer multi-unit residential developments occurred in Engadine centre to 2014 than any other centre in the Shire.
- There has been an increase in single person households in Engadine. Engadine also showed an increase in families to 2016, as younger families established themselves in the area.

Engadine is a centre with a large residential catchment but limited development occurred prior to 2014. There is strong demand from the ageing population for villas and accessible flats. An increase in young families in the area highlights the demand for affordable houses. The strategy is to provide opportunities for smaller dwellings to be developed in the centre, thereby offering housing choice for the ageing population looking to downsize from larger dwellings. If older people looking to downsize can find appropriate housing, larger family dwellings will become available for younger people looking to establish family homes in the area.



The area under consideration is shown in the Map 1.



Map 1: Engadine Centre Zone and surrounds (800m radius from station shown): Area where change is planned.

The centre had fairly generous redevelopment potential under SSLEP2006, but restrictions on building height means that the available floor space was not realised for dwellings. The permissible building height has been increased in the commercial centre of Engadine in SSLEP2015.

Increasing the allowable height in the centre creates redevelopment opportunities for mixed used developments within a 600 metre radius of the railway station. Dwellings within the radius are within easy walking distance to the public transport hub, community facilities, shops and services of the centre. While the commercial centre is successful, more residents will enhance the viability of local shops and services and encourage the establishment of new businesses. The centre can become livelier and meet more local retail and service needs. If more families can be attracted to the area, schools and other services will also be supported and retained in the long term.

The centre has been considered in two parts: a core commercial area which can be more intensively developed; and a secondary commercial area, which provides a transition to the surrounding low density residential areas. Landscaped setbacks will be encouraged in the secondary area. In the commercial core mixed use development is permitted, which typically comprises one or two storeys of retail and commercial use, with a setback to upper levels of residential flats.

The development of the centre has the following aims:

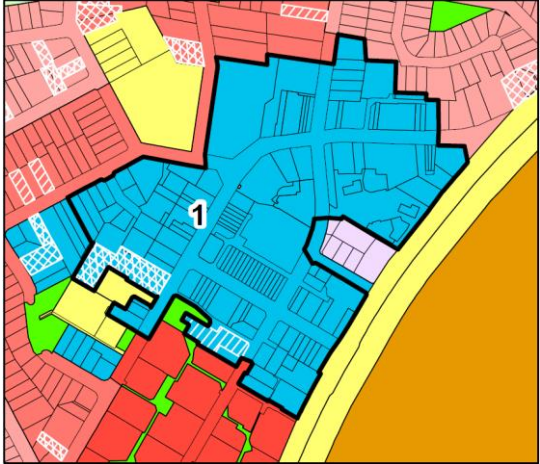
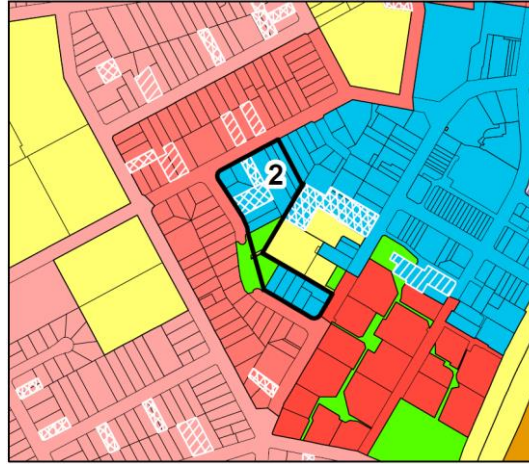


- Reinforce Old Princes Highway and Station Street as the core shopping area. Buildings will typically have a nil setback, 2 storey base to developments, with residential levels above.
- Achieve development with narrow building forms above the podium rising to the maximum number of storeys noted (20 metres). The ground floor will be required to be a commercial or retail use in the core area to ensure an active street frontage. The use of the upper floors could be commercial or residential. The narrow building

envelope will ensure the building complies with SEPP 65 Design Guide for Residential Flat Buildings, hence providing a high standard of 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 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.

SSDCP 2006 previously set a minimum percentage of commercial and retail floor space of 60% within a mixed use building, a control which limited the feasibility of redevelopment. This commercial percentage requirement has been removed. The DCP requirement for active street frontages (i.e. retail or commercial uses at ground floor) has been retained for sections of centre commercial cores. 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 give passive surveillance to the public area.

### Engadine: Summary of changes

Engadine Area 1: B3 Commercial Core	Engadine Area 2: B3 Commercial Core Part of block bounded by Boronia Avenue, Old Princes Highway, and Waratah Road
	
Retain commercial zone Increase residential component to 80%. Increase height	Allow 100% residential flats within commercial zone. Increase height
<b>25m (7-8 storeys)</b> (increased from 3 storeys in SSLEP2006)	<b>20m (6 storeys)</b> (increased from 3 storeys in SSLEP2006)
<b>FSR 2:1 generally</b> (unchanged) <b>FSR 2.5:1</b> 2-14 Station St	<b>FSR 2:1</b> (unchanged)
<b>Update since 2015*</b> (net dwelling increase)	<b>Update since 2015*</b> (net dwelling increase)
 Completions: 116 Under construction: 0 Approved not commenced: 60	 Completions: 1 Under construction: 29 Approved not commenced: 0

\* Data as at 30 June 2020 (Sutherland Shire Council)

## 2. Sutherland Centre

- Strategic centre in South District Plan
- Main transport interchange
- Location of Council Chambers, Courthouse, Entertainment Centre, Police Station and Leisure Centre
- Regional facilities could accommodate growth
- Existing multi-dwelling zones are almost fully developed.

Sutherland centre is the administrative focus of Sutherland Shire and is recognised by the South District Plan as a Strategic Centre. Sutherland centre is a transport interchange location, being the station where the Cronulla line branches from the main Illawarra line. The commercial area of the centre is located mainly to the east of the rail line. The 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 is relatively underdeveloped as a retail centre.

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

- Increasing the height and/or floor space ratio for residential flats and mixed use developments in the centre where appropriate
- Removing the limitation on the proportion of residential development in the commercial centre
- Increasing the area where residential flats are permissible.

The extent of the centre where change is planned is shown in the map below.







Map 2: Sutherland Centre Zone and surrounds (800m radius from station shown): Area where change is planned.

## Sutherland Commercial Centre

Much of the commercial centre of Sutherland would benefit from redevelopment and renewal of the building stock. However, redevelopment opportunities in established commercial centres are restricted by the difficulty and expense of amalgamating existing small lots where there is an existing viable commercial use. The previous strategy for the centre encouraged the development of the centre as a more urban commercial centre, reflecting the administrative role and importance of the centre. Despite the significant yields possible under SSLEP2006 and a period of economic growth, little commercial development occurred. Adjacent to the commercial centre are areas zoned for residential flat buildings, villas and townhouses. In contrast to the commercial zone, the residential flat zones have been almost fully developed.

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. Sutherland is already a favoured housing choice for young people as it is a relatively affordable location that offers excellent public transport to jobs in the city. The housing strategy aims to further increase the number of small dwellings in the centre.

SSLEP2015 increased the permissible height and floor space ratio for the commercial centre of Sutherland. The centre zone has also been extended along the south side of Flora Street to Belmont Street. The centre has been the subject of an urban design and building shadow study which has demonstrated that some sites could be developed up to a 12 storey height limit without undue adverse overshadowing effects on public space or adjacent development sites. The orientation of lots accompanied with recommended building envelopes, helps to mitigate the impacts of overshadowing to reasonable levels. However, some sites retain an 8 storey height limit because additional height would result in long term amenity impacts. The

floor space ratios for some sites have also been increased consistent with the increases in building height.

The controls are illustrated by a Potential Built Form plan, from the Draft Sutherland Centre Strategy, which will inform development as part of the Development Control Plan (Map 3).

The design of the potential built form plan was guided by the following aims:

- Reinforce the triangle area bound by Old Princes Highway as the primary shopping area, and reinforcing the significance of Flora Street as the main access spine on ridge.
- Maintain adequate solar access to public areas, particularly to those with a northerly aspect which are suitable for outdoor dining.
- Maintain and improve pedestrian accessibility across the centre.
- Allow for development on the edge of the commercial core to provide a transition to surrounding lower density residential development. This will be achieved through a requirement for landscaped setbacks for some sites at the edges of the centre and allowing 100% residential development.

SSDCP 2006 set a minimum percentage of commercial and retail floor space of 60% within a mixed use building, a control which limited the feasibility of redevelopment. This minimum commercial floor space requirement has been removed but SSDCP2016 retains a requirements for active street frontages (i.e. retail or commercial uses at ground floor) for mapped sections of the centre. To make a centre attractive and vital it is essential that many streets and 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.



Map 3: Sutherland Centre Potential Built Form Plan

## **Sutherland Residential Flat Zone**

Other redevelopment opportunities have been created within an 800m radius of the railway station. Dwellings within the radius are within an easy level walking distance to the public transport hub, community facilities, shops and services of the centre. A larger number of residents within walking distance of the centre will assist the viability of shops and services within the centre.

A residential flat zone which is largely developed lies to the east and west of the Sutherland commercial centre. While development opportunities within this area have largely been taken up, more residential capacity could be realised in this area. SSLEP2015 included changes to the development standards in the flat zone to allow development up to 20 metres (6 storeys) in height with a corresponding increase in floor space ratio to 1.5:1.

The strategy for this area is to ensure residential flats are provided with landscaped setbacks. In conjunction with existing parks and landscaped verges, the area will have the character of buildings in a landscaped setting, serving as a transition area from the predominantly urban built form of the commercial centre to the typical landscaped character of surrounding lower density residential areas.

## **Sutherland The Grand Parade Precinct**

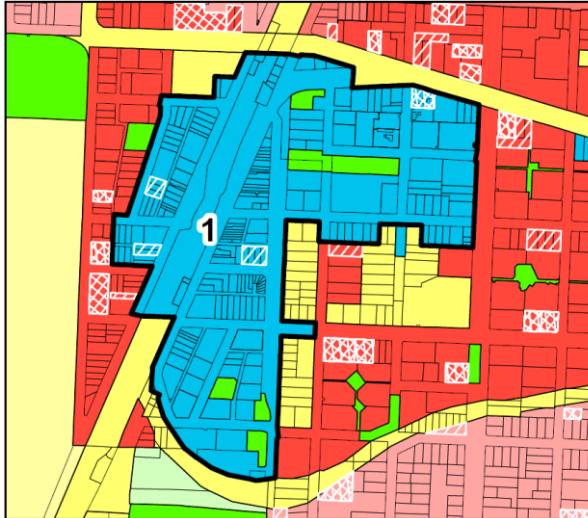
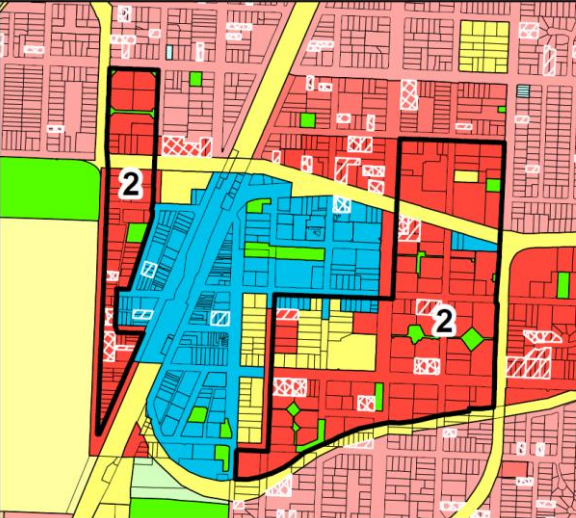






Land fronting The Grand Parade has been identified as a new residential flat area close to the centre. The location offers additional housing choice in Sutherland in the form of accessible residential flats in a landscaped setting located only minutes from Sutherland centre and railway station. The precinct is intended to be a desirable location for younger residents working in the city, but also offer older people convenient level walking access to all amenities and services.

## **Sutherland Rawson Avenue site**

Three lots on Rawson Avenue south of the railway line, have been rezoned for residential flats.

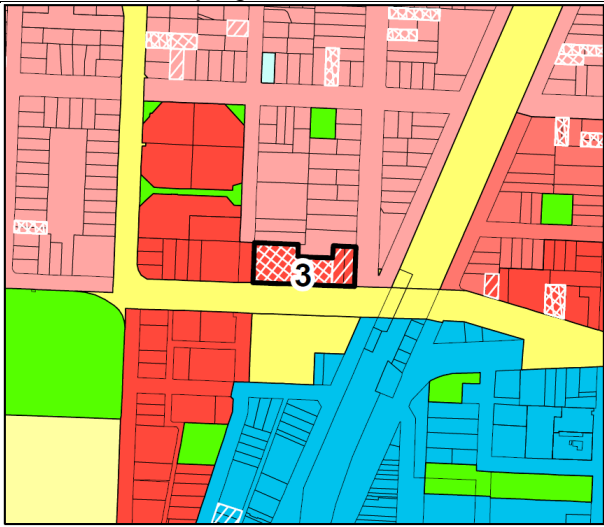
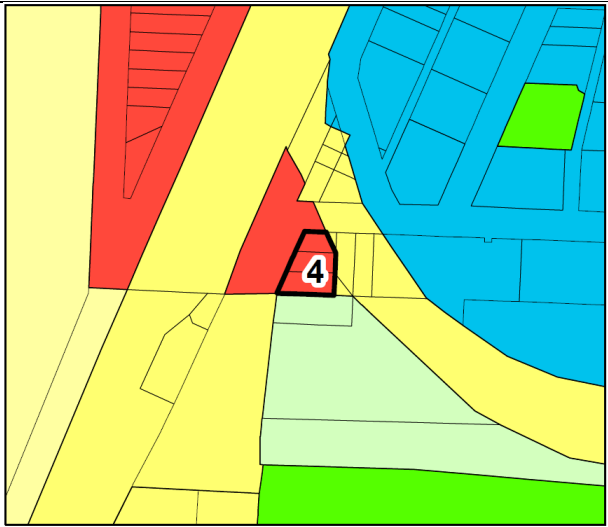
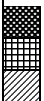
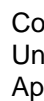
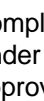


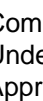


## Sutherland Centre: Summary of changes

Sutherland Area 1: B3 Commercial Zone	Sutherland Area 2: R4 High Density Residential
	
<p>Increased residential component. Increase height and density. Enlarged centre zone to include south side of Flora St.</p>	<p>Increased height and density for residential flat zone adjacent to centre zone.</p>
<p><b>Up to 40m (12-13 storeys).</b> (increased from 8 storeys in SSLEP2006)</p>	<p><b>20m (6 storeys)</b> (increased from 3 storeys in SSLEP2006)</p>
<p><b>FSR 3.5:1 - 4:1</b> (increased from 3:1 – 3.5:1 in SSLEP2006)</p>	<p><b>FSR 1.5:1 generally,</b> <b>10-22 Merton St FSR 3:1</b> (increased from 1:1 in SSLEP2006)</p>
<p><b>Update since 2015</b> (net dwelling increase)</p>	<p><b>Update since 2015</b> (net dwelling increase)</p>
<p>  Completions: 69   Under construction: 0   Approved not commenced: 126                 </p>	<p>  Completions: 211   Under construction: 55   Approved not commenced: 132                 </p>

\* Data as at 30 June 2020 (Sutherland Shire Council)

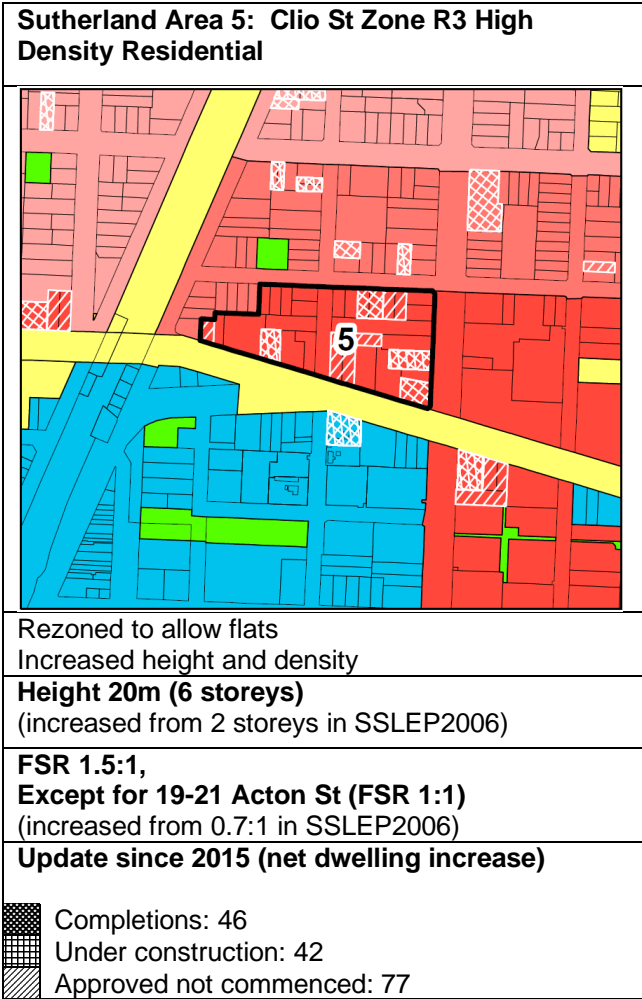
**Sutherland Centre: Summary of changes**

<p><b>Sutherland Area 3: The Grand Parade Zone R4 High Density Residential</b> Part block bound by The Grand Parade Vermont Street and Kurrajong Street</p>	<p><b>Sutherland Area 4: Rawson Ave site Zone R4 High Density Residential</b></p>
	
<p>Rezoned to allow flats Increase height and density</p>	<p>Rezoned to allow residential flats.</p>
<p><b>Height 20m (6 storeys)</b> (increased from 2 storeys in SSLEP2006)</p>	<p><b>Up to 30m (9 storeys).</b> (increased from 2 storeys in SSLEP2006)</p>
<p><b>FSR 1.5:1 (bonus FSR up to 1.8:1)</b> (increased from 0.45:1 in SSLEP2006)</p>	<p><b>FSR 1.2:1</b> (increased from 0.45:1 in SSLEP2006)</p>
<p><b>Update since 2015 (net dwelling increase)</b></p>	<p><b>Update since 2015 (net dwelling increase)</b></p>
<p>  Completions: 0   Under construction: 92   Approved not commenced: 25         </p>	<p>  Completions: 0   Under construction: 0   Approved not commenced: 0         </p>

\* Data as at 30 June 2020 (Sutherland Shire Council)



# Sutherland Centre: Summary of changes



\* Data as at 30 June 2020 (Sutherland Shire Council)

### 3. Jannali Centre

- Vibrant commercial centre with limited redevelopment due to fragmented ownership
- Popular residential location for working couples and families due to good transport links to the city.
- Residential catchment with more residents over 70 years than the average for the Shire

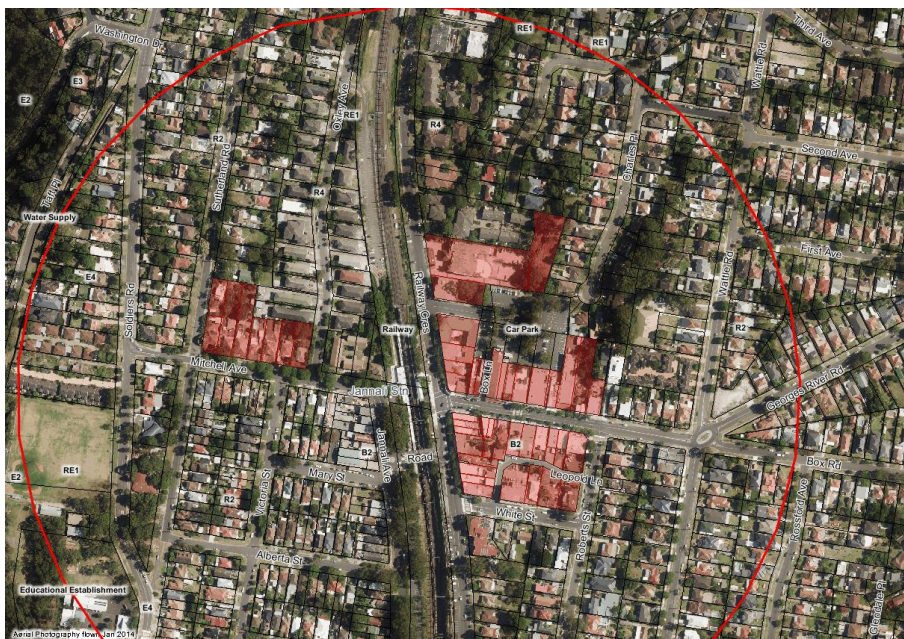
Jannali Centre provides the local retail focus for a large residential catchment including the suburbs of Jannali, Como and Bonnet Bay. Jannali commercial centre has benefited from centre upgrades and now has a quality landscaped streetscape with ample opportunities for outdoor eating. The centre has 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.

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 small dwellings because it provides ready access to medical services, shops, business services and public transport. The residential flat zone is fully developed, so there is limited opportunity to meet the need for small dwellings in the existing centre.

There are two strategies for increasing housing choice in Jannali:

- Increase the allowable height for the local centre zone, to allow the floor space ratio to be realised.
- Increase the area zoned for flats and townhouses.

The extent of the centre where change is planned is shown below:



Map 4 Jannali Centre and surrounds (400m radius from station shown): Area where change is planned

## Jannali Commercial centre

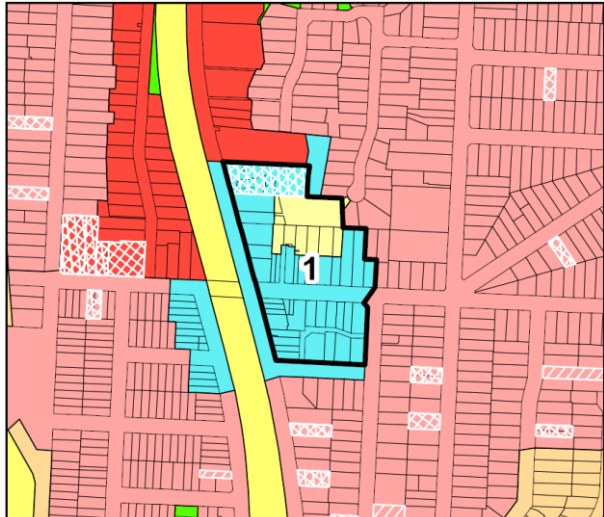
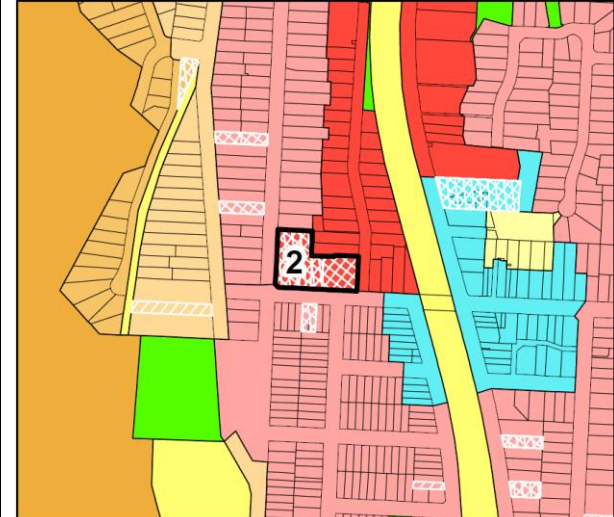


Redevelopment opportunities for mixed use development have been created by increasing the allowable height in the area zoned B2 Local Centre to 20m (5-6 storeys). The additional height provides flexibility for potential redevelopments to achieve a range of satisfactory design outcomes. The plan assumes mixed used developments with commercial uses for the ground floor and residential uses above. A building envelope plan has been prepared and included in the Development Control Plan to guide redevelopment.

In conjunction with LEP changes, the DCP has been amended to require active street fronts rather than require 60% commercial floor space in a development.

## Jannali Residential Flat Zone extension

A redevelopment opportunity has been created within a 400m radius of the railway station to provide additional small dwellings close to Jannali Centre. This is an extension to the residential flat zone in Mitchell Avenue.

## Jannali: Summary of changes

Jannali Area 1: B2 Local Centre	Jannali Area 4: R4 High Density Residential Part of block bound by Sutherland Rd, Mitchell Ave and Oxley Ave.
	
Increased height	Rezoned to allow flats
<b>20m (6 storeys)</b> (increase from 3 storeys in SSLEP2006)	Increased height and density <b>16m (4-5 storeys)</b> (increase from 2 storeys in SSLEP2006)
<b>FSR 2.1</b> (no change)	<b>FSR 1.2:1</b> (increase from 0.45:1 in SSLEP2006)
<b>Update since 2015 (net dwelling increase)</b>	<b>Update since 2015 (net dwelling increase)</b>
 Completions: 89 Under construction: 0 Approved not commenced: 0	 Completions: 59 Under construction: 28 Approved not commenced: 0

\* Data as at 30 June 2020 (Sutherland Shire Council)



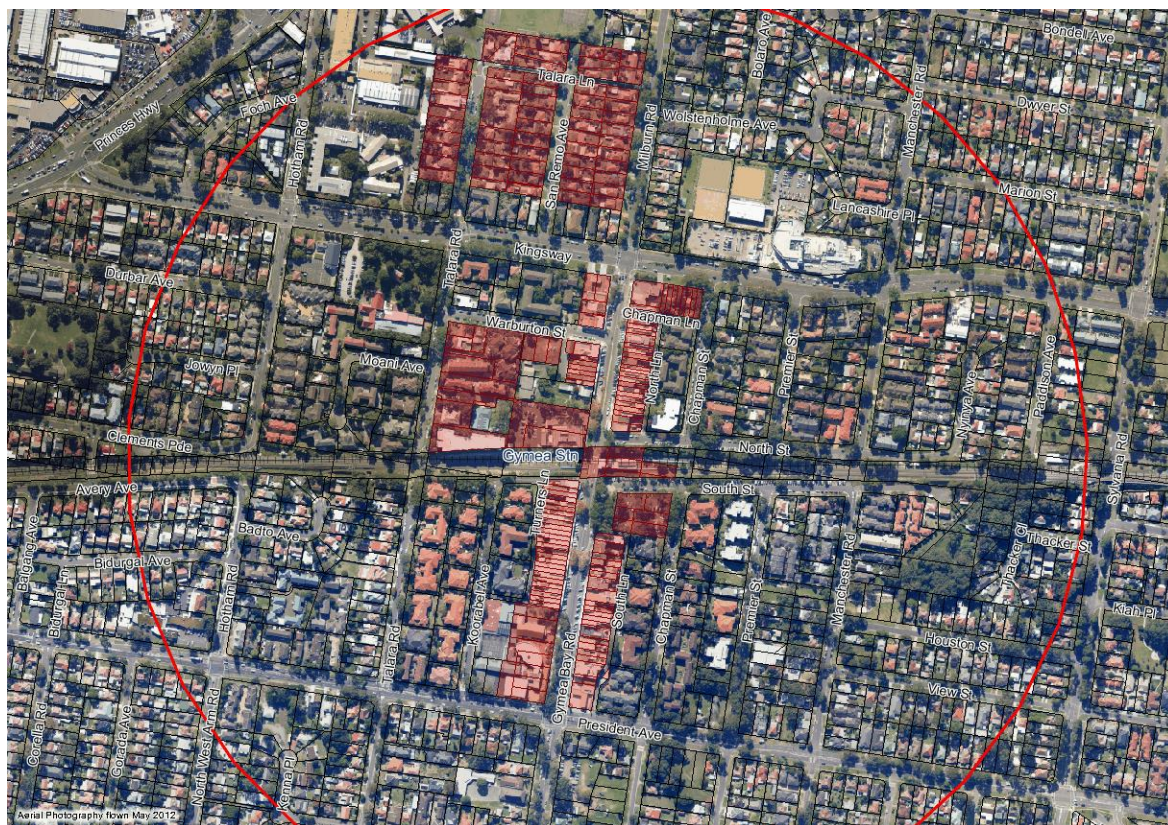
## 4. Gymea Centre

- Vibrant commercial centre with popular café strip and landscaped shopping street.
- Attractive residential location for working couples and families due to good rail transport link to city and central location with good proximity to shops, services, schools and facilities.

Gymea is predominantly a residential area with a small active commercial centre including a café strip on Gymea Bay Road. Gymea's location adjacent to the Kingsway means that it benefits from the easy accessibility and visibility afforded by the major traffic artery. The centre also benefits from easy accessibility to Westfield at Miranda and Sutherland Hospital.

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. Gymea, with a total of 86 shops and cafes, has one small supermarket, a range of food and specialty shops, 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.



Map 5: Gymea Centre and surrounds (600m radius from station shown):  
Area where change is planned

## **Gymea Commercial Centre**

The area zoned B2 Local centre has been extended to include 748-750 Kingsway, and the height limit increased to 20m (5-6 storeys). The streetscape of the commercially zoned area of Gymea Centre could 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.

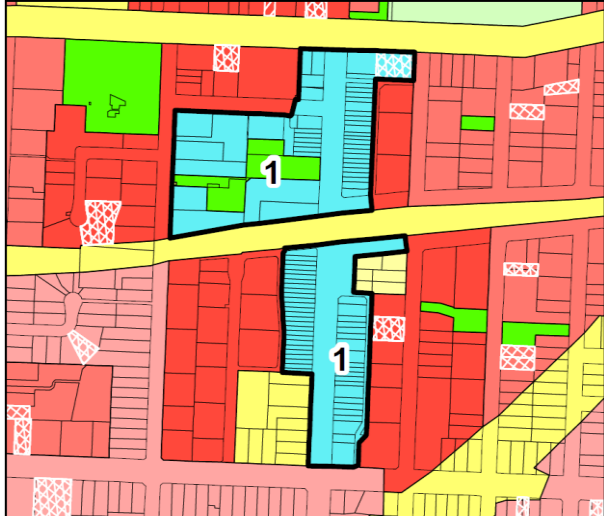
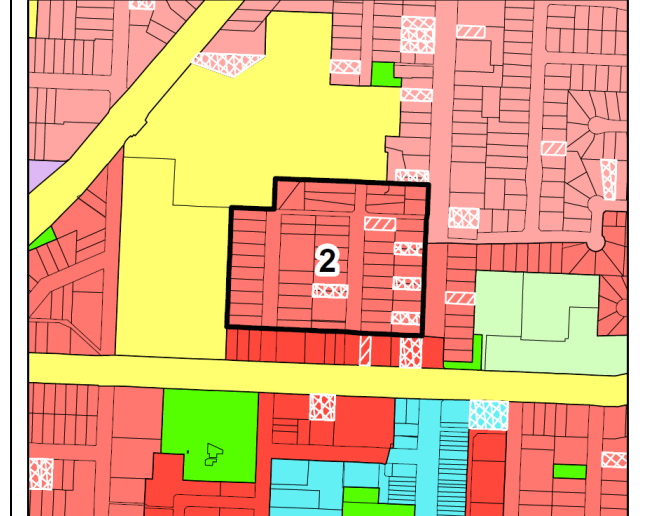


In conjunction with these changes, the DCP requires active street fronts in appropriate locations rather than requiring 60% commercial floor space.

## **Gymea new Townhouse zone**

An area north of the Kingsway has been rezoned to allow townhouses at an FSR of 0.7:1. 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.

The area is 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 low density residential areas by Milburn Road.

## GyMEA: Summary of changes

<b>GyMEA: B2 Local Centre</b> Rezoned to extend centre	<b>GyMEA: R3 Medium Density Residential</b> Rezone area bounded by GyMEA High School and TAFE, Milburn Rd and Kingsway
	
Increased height in centre 748-750 Kingsway rezoned to centre zone. Height 20m and FSR 2:1 to match centre zone.	Rezoned to allow multi-dwelling development (townhouses) at increased density
<b>20m (6 storeys)</b> (increase from 3 storeys in SSLEP2006)	<b>9m (2-3 storeys)</b> (increase from 2 storeys in SSLEP2006)
<b>FSR 2:1</b> (no change to centre zone)	<b>FSR 0.7:1</b> (increase from 0.45:1 in SSLEP2006)
<b>Update since 2015 (net dwelling increase)</b>	<b>Update since 2015 (net dwelling increase)</b>
 Completions: 40 Under construction: 0 Approved not commenced: 0	 Completions: 19 Under construction: 0 Approved not commenced: 4

\* Data as at 30 June 2020 (Sutherland Shire Council)

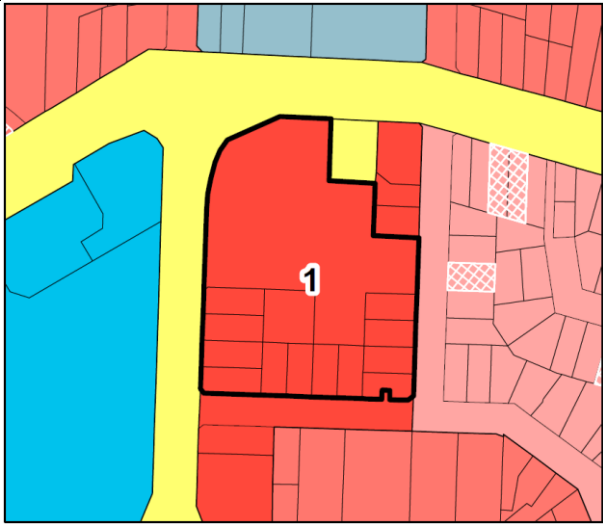



## 4. Sylvania Southgate

- NSW Land and Housing Corporation site is in need of redevelopment
- Location on major intersection and adjacent to Southgate shopping centre with a range of shops and services.

Redevelopment of the NSW Land and Housing Corporation property located at the intersection of Port Hacking Road and the Princes Highway provides 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. The allowable height for the site has been increased to 16m, with FSR 1.6:1. As most of this area is currently under single ownership, any redevelopment can be master planned, maximising the potential for good design outcomes. A joint venture with developers providing private sector housing and an aged care development would both be gains for the community.

The remainder of the block zoned R4 High Density Residential has a height limit of 16m and FSR 1:1.

### Sylvania Southgate: Summary of changes

<b>Sylvania: R4 High Density Residential</b> Area bound by Florida Ave, Pembroke St, Princes Hwy and Port Hacking Rd.	
	
Increased height Increased FSR for NSW Land and Housing Corporation land	
<b>16m (4-5 storeys)</b> (increase from 3 storeys in SSLEP2006)	
<b>FSR 1.6:1</b> (increase in from 1:1 in SSLEP2006)	
<b>Update since 2015 (net dwelling increase)</b>	
	Completions: 0
	Under construction: 0
	Approved not commenced: 0

\* Data as at 30 June 2020 (Sutherland Shire Council)







### Miranda Commercial Centre

The height and density for some areas within the commercial centre have been increased.

The centre zone has been enlarged to include land at 514,516 and 520 Kingsway (previously zoned for flats).

### Miranda new residential flat zone (Pinnacle Street Precinct)

A new residential flat precinct has been created in the area bounded by the Kingsway, F6 road reservation and the railway line, and traversed by Pinnacle Street and University Road. This is a distinct precinct which is located directly west of Miranda Public School. 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 is 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 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. The permissible height is 25m (7-8 storeys) and FSR 2:1. Large site amalgamations are required to achieve the maximum FSR. The potential built form plan is shown below. Development controls, including an amalgamation plan, are contained in SSDCP 2016.



Map 7: Miranda Pinnacle Precinct potential built form plan

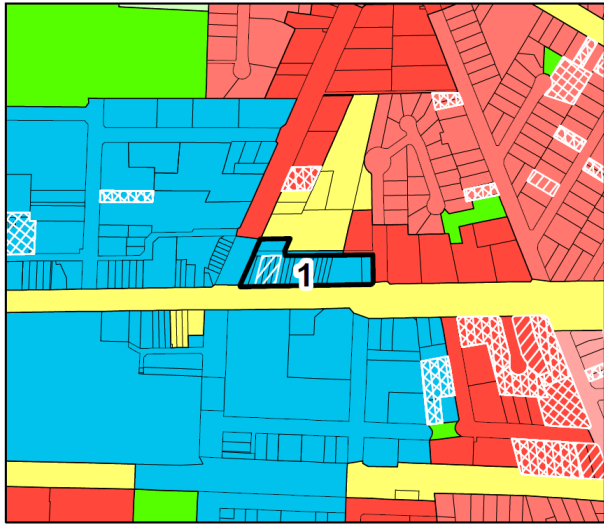
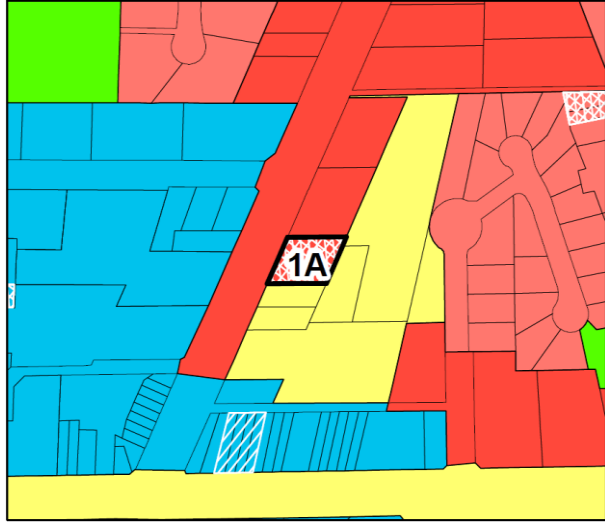






### Miranda Existing Residential Flat Zone

For some parts of the existing flat zone, the height and density have been increased - up to 20m (6 storeys) and FSR 1.5:1. Details are provided in the tables which follow.

### Miranda new Townhouse Zone

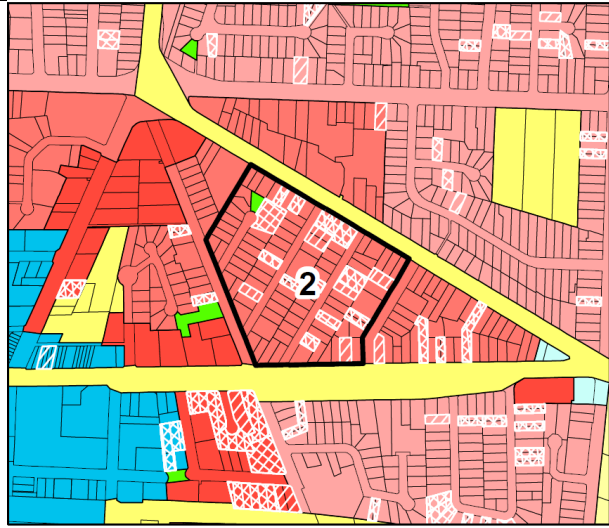
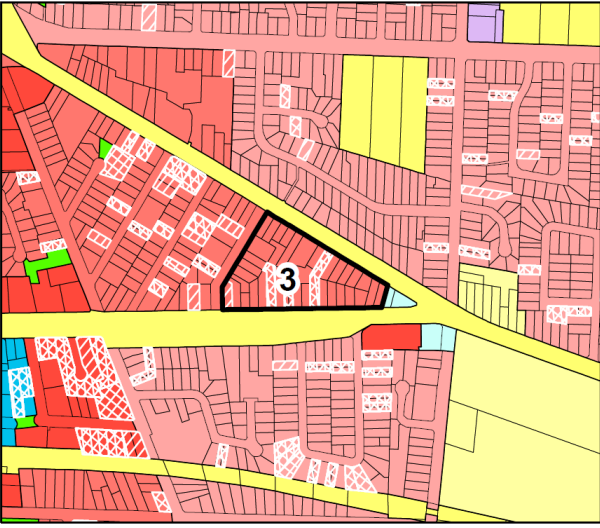


















Some areas previously zoned for low density housing have been rezoned to allow townhouse development with increased FSR 0.7:1. Locations are shown in the tables which follow.

### Miranda: Summary of changes

<p><b>Miranda Area 1: B3 Commercial Core</b> Commercial centre block bounded by the Kingsway, Clubb Crescent and Kiora Road and traversed by Clubb Lane.</p>	<p><b>Miranda Area 1A: R4 High Density Residential</b> 40-42 Kiora Rd Miranda</p>
	
<p>Increase height and FSR</p>	<p>Increase height and density</p>
<p><b>30m (9 storeys)</b> (increase from 4 storeys in SSLEP2006)</p>	<p><b>20m (6 storeys)</b> (increase from 3 storeys in SSLEP2006)</p>
<p><b>Varies: 3:1 and 3.5:1</b> (increase from 2:1 in SSLEP2006)</p>	<p><b>FSR 1.5:1</b> (increase from currently 1:1)</p>
<p><b>Update since 2015 (net dwelling increase)</b></p>	<p><b>Update since 2015 (net dwelling increase)</b></p>
<p>  Completions: 0   Under construction: 0   Approved not commenced: 36         </p>	<p>  Completions: 15   Under construction: 0   Approved not commenced: 0         </p>

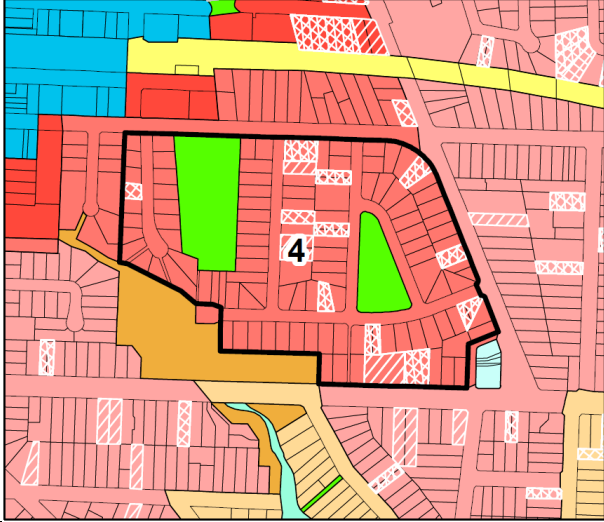
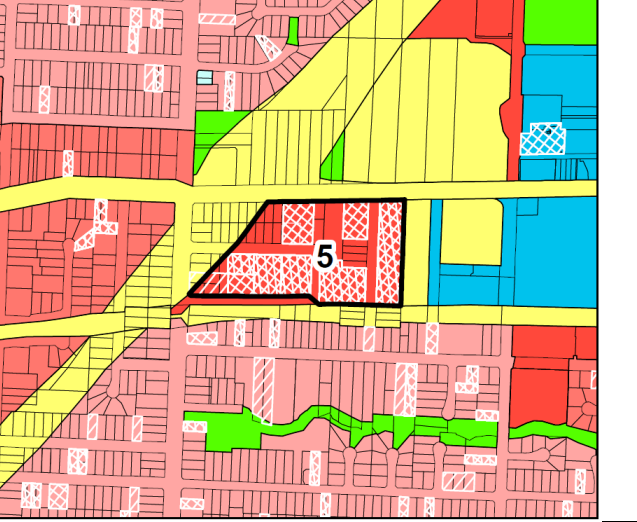


















\* Data as at 30 June 2020 (Sutherland Shire Council)

## Miranda: Summary of changes

<b>Miranda Area 2: R3 Medium Density Residential</b> Block bounded by The Kingsway, Junction Street and Port Hacking Road	<b>Miranda Area 3: R3 Medium Density Residential</b> Block bounded by the Kingsway, Junction Street and Port Hacking Road.												
													
Rezoned to allow higher density townhouses	Rezoned to allow higher density townhouses												
<b>9m (2-3 storey)</b> (No 2 storey limit under SSLEP2006)	<b>9m (2-3 storeys)</b> (No 2 storey limit under SSLEP2006)												
<b>FSR 0.7:1</b> (increase from 0.45:1 in SSLEP2006)	<b>FSR 0.7:1</b> (increase from 0.45:1 in SSLEP2006)												
<b>Update since 2015 (net dwelling increase)</b>	<b>Update since 2015 (net dwelling increase)</b>												
<table border="0"> <tr> <td></td> <td>Completions: 24</td> </tr> <tr> <td></td> <td>Under construction: 16</td> </tr> <tr> <td></td> <td>Approved not commenced: 30</td> </tr> </table>		Completions: 24		Under construction: 16		Approved not commenced: 30	<table border="0"> <tr> <td></td> <td>Completions: 14</td> </tr> <tr> <td></td> <td>Under construction: 3</td> </tr> <tr> <td></td> <td>Approved not commenced: 0</td> </tr> </table>		Completions: 14		Under construction: 3		Approved not commenced: 0
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	Approved not commenced: 30												
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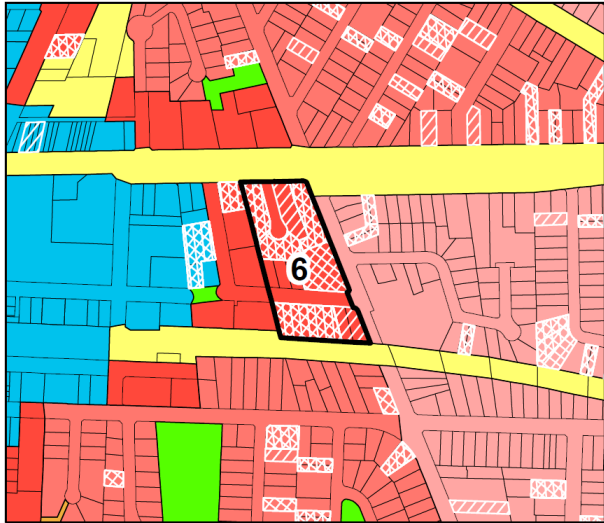
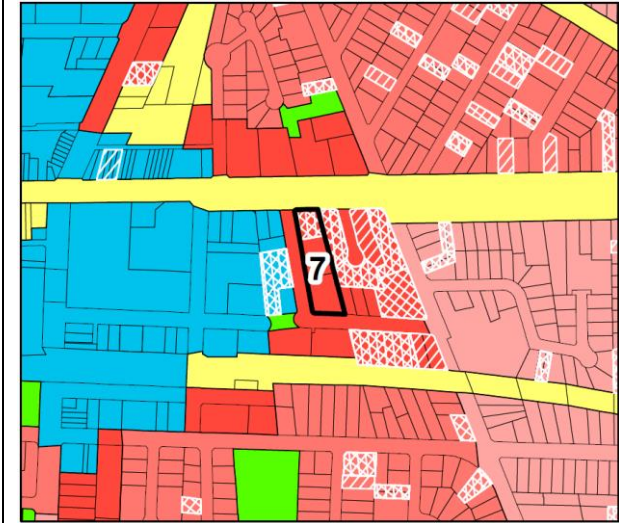


















\* Data as at 30 June 2020 (Sutherland Shire Council)

## Miranda: Summary of changes

<b>Miranda Area 4: R3 Medium Density Residential</b> Blocks bound by Karimbla Rd, Miranda Rd and President Ave and traversed by Kirkby Pl.	<b>Miranda Area 5: R4 High Density Residential</b> Blocks bound by Kingsway, F6 road reservation, and the railway line, traversed by University Rd.												
													
Rezoned to allow higher density townhouses	Rezoned to allow flats												
<b>9m (2-3 storeys)</b> (No 2 storey limit under SSLEP2006)	<b>25m (7-8 storeys)</b> (increase from 2 storeys in SSLEP2006)												
<b>FSR 0.7:1</b> (increase from 0.45:1 in SSLEP2006)	<b>FSR 2:1</b> (increase from 0.45:1 in SSLEP2006)												
<b>Update since 2015 (net dwelling increase)</b>	<b>Update since 2015 (net dwelling increase)</b>												
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	Completions: 19												
	Under construction: 8												
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	Completions: 502												
	Under construction: 128												
	Approved not commenced: 47												

\* Data as at 30 June 2020 (Sutherland Shire Council)

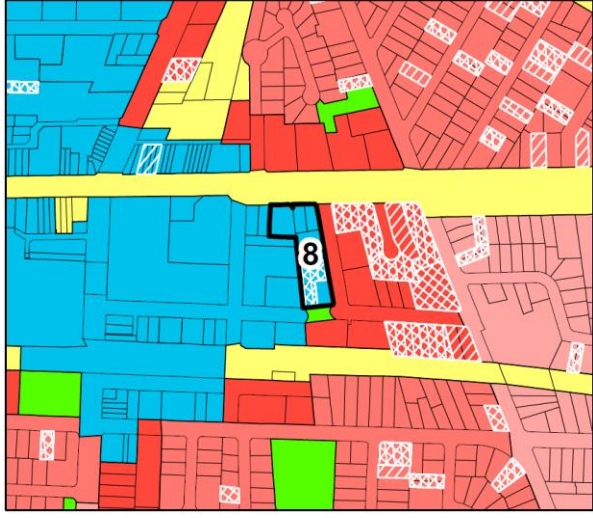
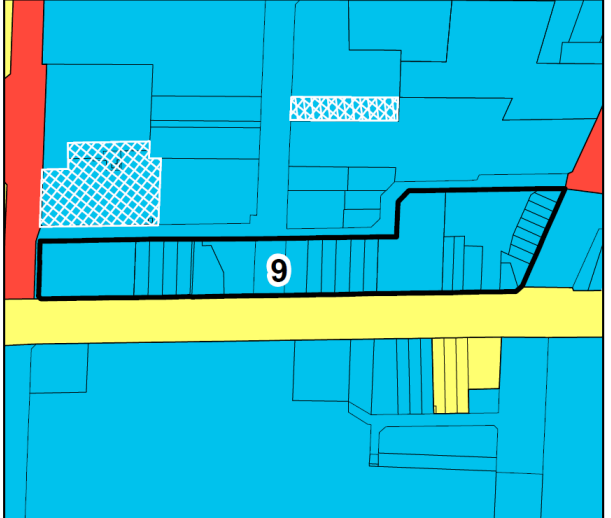
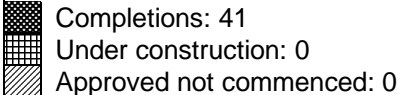
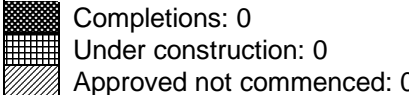
## Miranda: Summary of changes

<b>Miranda Area 6: R4 High Density Residential</b> Block bound by Miranda Road, railway line and Urunga Parade.	<b>Miranda Area 7: R4 High Density Residential</b> Part block bounded by Urunga Parade, Kingsway, and east of Gurrier Avenue												
													
Rezoned to allow flats	Increased height and FSR												
<b>20m (6 storeys) &amp; 25m</b> (increase from 2 storeys in SSLEP2006)	<b>20m (6 storeys)</b> (increase from 4 storeys in SSLEP2006)												
<b>FSR 1.5:1 &amp; 2:1</b> (increase from 0.45:1 in SSLEP2006)	<b>FSR 1.5:1</b> (increase from 1.2:1 in SSLEP2006)												
<b>Update since 2015 (net dwelling increase)</b>	<b>Update since 2015 (net dwelling increase)</b>												
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	Completions: 234												
	Under construction: 65												
	Approved not commenced: 34												
	Completions: 58												
	Under construction: 0												
	Approved not commenced: 0												

\* Data as at 30 June 2020 (Sutherland Shire Council)



## Miranda: Summary of changes

<b>Miranda Area 8: B3 Commercial Core</b> Part block bounded by Urunga Parade, Kingsway, and west of Gurrier Avenue	<b>Miranda 9: B3 Commercial Core</b> Blocks bounded by Kingsway, Wandella Rd, Kiora Rd and Penprase Lane
	
Rezoned lots fronting Kingsway to B3 Commercial Core. Increased height and density.	Retain commercial zone. Increased height and FSR
<b>25m (7-8 storeys)</b> (increase from 4 and 5 storeys in SSLEP2006)	<b>30m (9 storeys)</b> (increase from 7 storeys in SSLEP2006)
<b>FSR 2:1</b> (increased from 1.4:1 and 1:1 in SSLEP2006)	<b>FSR 3:1</b> (increase from 2:1 in SSLEP2006)
<b>Update since 2015 (net dwelling increase)</b> 	<b>Update since 2015 (net dwelling increase)</b> 

\* Data as at 30 June 2020 (Sutherland Shire Council)



## 7. Caringbah Centre

- Well located centre at major intersection
- Good proximity to Sutherland Hospital and Kareena Private hospital
- Strategic vision for centre to be location of medical specialist services and businesses
- Increased local population will support revitalisation of commercial centre
- Opportunity to integrate Sutherland Hospital and Kareena Private Hospital into Caringbah Centre.



Map 8: Caringbah Centre Zone and surrounds (800m radius from station shown): Area where change is planned.

Caringbah is strategically located with good transport accessibility. The centre is located close to the beach and entertainment facilities of Cronulla but offers generally more affordable accommodation. Caringbah centre also has a good range of retail shops and services with most banks being represented in the centre. The centre has strategic potential to develop a commercial specialisation based medical services, given its proximity to both Sutherland Public Hospital and Kareena Private Hospital. The centre has a large residential catchment and a growing population.

Residents of Caringbah have a significantly older age structure than the Sydney region as a whole. Approximately 21% of Caringbah's population was older than 65 years of age in 2016 compared to 19% in Greater Sydney. Associated with the ageing population is the fact that the majority of Caringbah residents do not have children at home. Hence there is demand for small dwellings in this area and more will be required in the future.

Caringbah needs a strategic vision to define 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 for over ten years. Opportunities exist to encourage increased



residential unit development and promote mixed use development in the centre. The centre is envisaged to become a focus for older people in terms of housing opportunities, targeted services and specialised medical services within an accessible public domain.

There are four main strategies for increasing housing choice in Caringbah:

- Increase the height and/or floor space ratio for residential flats and mixed use developments in the centre where appropriate
- Remove the limitation on the proportion of residential development in the commercial centre
- Encourage the development of a specialised medical services precinct between Sutherland Public Hospital and the centre to help revitalise the centre
- Increase the area where residential flats are permissible.

## **Caringbah Commercial Centre**

The Caringbah commercial centre has been the subject of an urban design and building shadow study, resulting in a Potential Built Form Plan shown below as Map 12. The strategy for Caringbah is to change the centre from being dominated by vehicle thorough traffic to being more pedestrian focused with an improved public domain, extended pedestrian walkways and public plaza space. A Building Envelope Plan based on this strategy will form part of the Development Control Plan. The building envelopes will demonstrate how residential flat developments can meet the requirements of SEPP 65 Design Quality of Residential Flat Buildings, hence providing adequate amenity in the form of sunlight, ventilation and privacy to units built in the commercial core. The intention is also to retain adequate sunlight access to public areas, especially north facing footpaths where landscaping, cafes and outdoor dining can be enjoyed.

Permissible height has been increased for parts of Caringbah centre. In some cases the height increase is to allow the floor space potential to be realised. Other sites where additional floor space can be accommodated have an increased floor space ratio and height limits. Development in the centre is expected to be mixed use, with residential flats at upper levels. Allowing higher development creates opportunities for dwellings to be located above traffic level while gaining district views of Woolloomare Bay and the city beyond. Well-designed units with views and less traffic noise will allow a higher standard of amenity to be enjoyed by future residents. A higher standard of amenity will make residential units more attractive to local older people looking to downsize to an accessible and convenient location. Better quality units will also be attractive to younger people on good incomes wanting both access to the beaches of Cronulla and good transport links to city jobs. If more people are attracted to live in the centre, local shops, cafes, restaurants and services will be revitalised through increased trade. New buildings will also create quality commercial spaces for new businesses looking to service the local community.

The Council owned Hay Avenue site has been identified as a good location for a mixed use development that could act as a catalyst for positive change in the centre. Residential development could be combined with commercial space such as medical consulting rooms and retail uses. Public and user parking can be accommodated by underground public parking allowing public domain improvements to be realised at street level. This could see the development of landscaped public space activated with cafes, restaurants and retail activities. Development in this location could extend the café character of Port Hacking Road across the Kingsway, taking advantage of good views towards Woolloomare Bay.

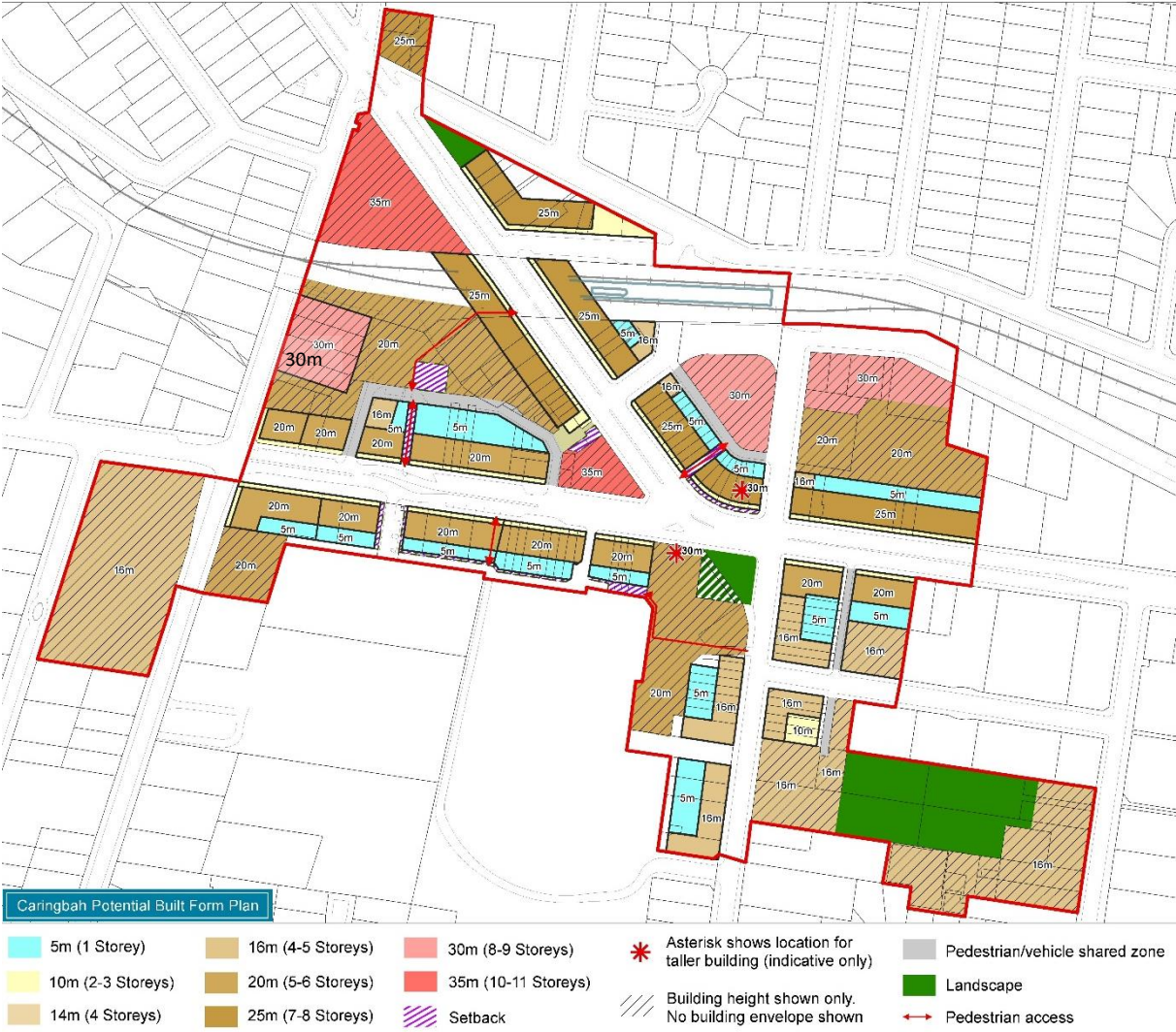
The existing Council car park adjacent to Coles is another key site where Council's landholding could help deliver positive change. Combined with surrounding land it has potential to create a new retail focus for the centre in a central accessible location. This can



be combined with higher density housing and public domain improvements to deliver good public outcomes.

Caringbah Hotel currently benefits from an extremely large site and the existing floor space ratio controls give this site significant redevelopment potential. If the site was to redevelop to its full potential under the controls set by SSLEP2015 it could have a poor outcome for Port Hacking Road and poor standards of amenity for future residents. The strategy addresses this by setting building envelopes for a taller building in the optimal location on the site. This building arrangement produces good urban design outcomes and future resident amenity.

The Caringbah Marketplace site (previously Franklins supermarket complex) and surrounding properties represents another opportunity for redevelopment because they are nearing the end of their economic life. The strategy envisages improved design outcomes and higher levels of amenity for existing and future residents. The Council car park is seen as an integral part of any future scheme.



Map 9: Caringbah Centre Potential Built Form Plan

**Caringbah Health Services Cluster**

The population of Sutherland Shire has a high proportion of skilled workers. Census data shows a specialisation of residents employed in the health sector. Allowing the health services sector in Caringbah to grow will allow a greater portion of the population to work locally. The growth of the health 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 means that sick and aged people would have to travel less for essential care. Caringbah is well placed to capture growth in health services because of the proximity of both Sutherland Public Hospital and Kareena Private Hospital. At present, specialist health services tend to locate in the Miranda centre, but congestion and parking demand detracts from that location. If quality commercial space tailored to the needs of the health services sector was provided nearer the hospitals, Caringbah could develop into an area of health services expertise.

The area between Sutherland Public Hospital and the Caringbah centre has been identified as a special development zone combining increased housing density with health services. The medical and residential cluster around St George Public and Private Hospitals in Kogarah has been considered as a model for growth around Sutherland Hospital.

A mixed use residential and health services zone applies to this area. The controls allow buildings up to 20 metres (5-6 storeys), with maximum FSR 2:1, provided that at least 25% of the floor space is health services facilities. It is anticipated that the ground and first floor will have health services facilities, with residential above. Retail uses are not permissible. The DCP contains a detailed Locality Strategy for the precinct.

The development controls will produce a bulk and scale similar to the existing residential flat zones to the north of the Kingsway. This is an appropriate scale given the width of the Kingsway, the proximity to the commercial centre, and the existing context created by the hospitals and Caringbah centre. It is envisaged that future development would be integrated into a landscaped setting.



Map 10: Caringbah Health Cluster Building Envelope Plan

### **Caringbah new Residential Flat Zone (Ex-School Site)**

The area of Caringbah bounded by Willarong Road and Taren Point Road, including the southern lot of Caringbah High School, the Bowling Club and adjacent Local Housing lots, has been rezoned R4 High Density Residential. The southern section of Caringbah High School has a Site Compatibility Certificate for residential flat development as it is now surplus to the school's requirements. The inclusion of properties along Taren Point Road with the school realises an opportunity to increase the potential for residential flats and to improve safety by limiting vehicle access to dwellings from Taren Point Road.

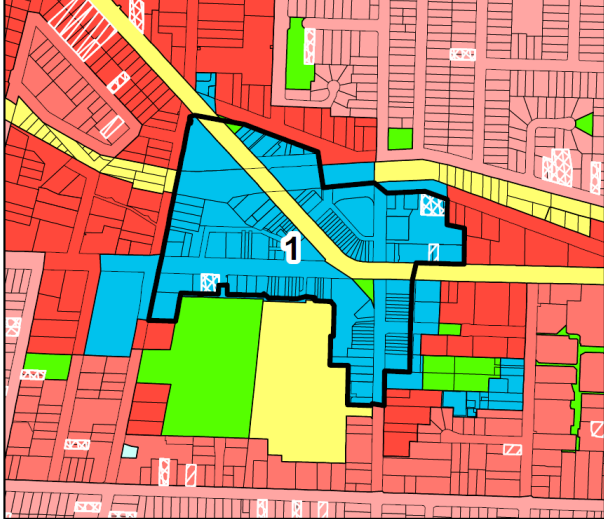
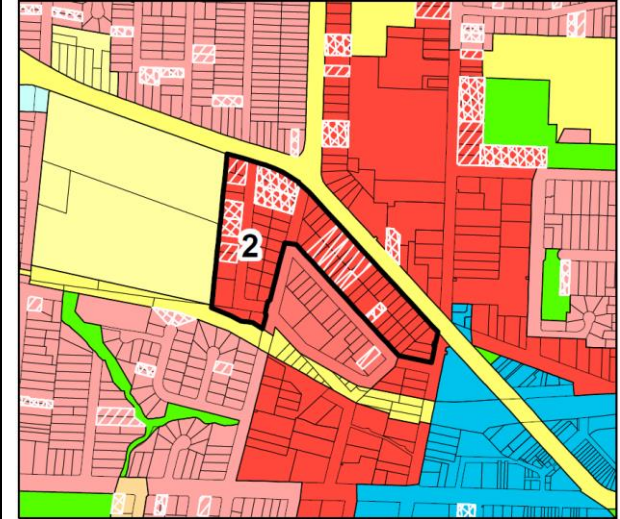






As this is an area close to Caringbah Hospital and could become part of a health services precinct, the additional use of 'health services facility is proposed to be allowed on the site through the operation of Clause 2.5 'Additional permitted uses for particular land' and Schedule A in SSLEP2015. The maximum height for development on the ex-school site is 30 metres (9 storeys) and the maximum FSR 1.5:1, on condition that vehicle access is provided to the adjacent Taren Point Road lots.

### **Caringbah new Residential Flat Zone**

Land on Willarong Road has been rezoned from low density residential to R4 High Density Residential to create a new residential flat precinct, in an area bounded by Willarong Road, Dianella Street and Caringbah North Primary School. This is an extension of the existing residential flat zone, and is separated from adjacent low density residential areas by roads, public reserve and school. The adjacent open space offers good outlooks and solar access for potential residential flat buildings in the precinct.

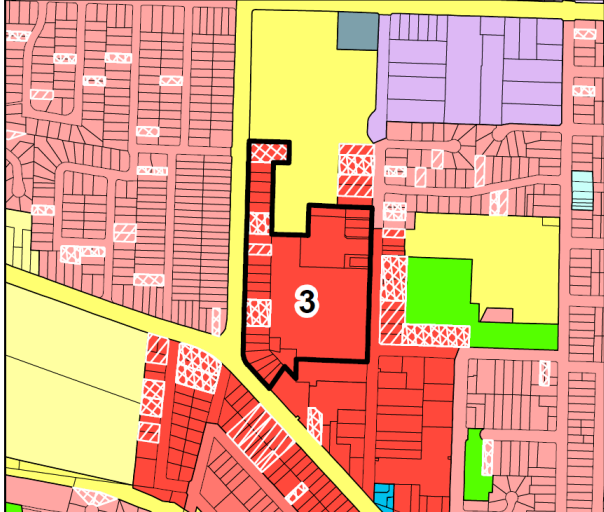
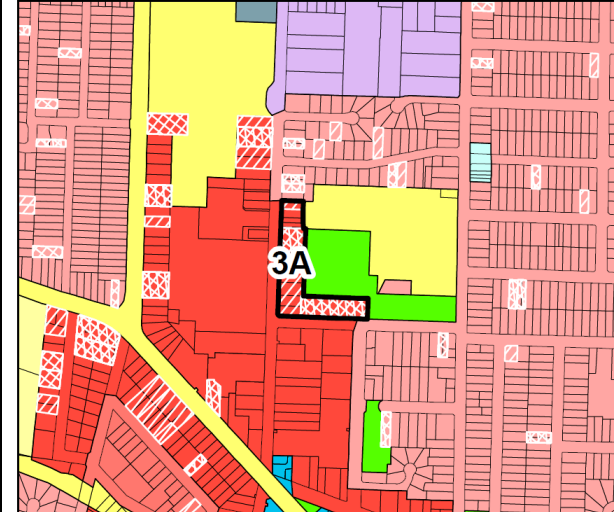




## Caringbah: Summary of changes

Caringbah Area 1: B3 Commercial Core	Caringbah Area 2: Mixed use residential flats and health services facilities Area bounded by Sutherland Hospital, the Kingsway, Flide Street and Taren Point Road
	
<p>Increased allowable heights and densities to encourage mixed use redevelopment. Key sites: Coles/ Council carpark area, Hay Avenue site, Caringbah Hotel, Franklins/Council carpark . Details: Caringbah Strategy and Caringbah Potential Built Form Plan</p>	<p>Caringbah Health Services Cluster: Rezoned to allow mixed use development with height and FSR bonus up to 20m and 2:1 offered for redevelopment which includes health services facilities.</p>
<p>Varied height limit up to <b>46m (14 storeys)</b>. Kingsway <b>25m (7-8 storeys)</b> President Ave <b>20m (6 storeys)</b> (Increase from 4 storeys for all in SSLEP2006)</p>	<p>Height <b>20m (6 storeys)</b> (increase from 2 storeys in SSLEP2006)</p>
<p><b>Varies up to FSR 3.5:1</b> (Increase from FSR 2:1 in SSLEP2006)</p>	<p><b>FSR 2:1</b> (increased from FSR 0.45:1 in SSLEP2006)</p>
<p><b>Update since 2015 (net dwelling increase)</b></p>	<p><b>Update since 2015 (net dwelling increase)</b></p>
<p>  Completions: 73   Under construction: 38   Approved not commenced: 145         </p>	<p>  Completions: 74   Under construction: 41   Approved not commenced: 173         </p>

\* Data as at 30 June 2020 (Sutherland Shire Council)

## Caringbah: Summary of changes

<b>Caringbah Area 3: R4 High Density Residential</b> School Site, Bowling Club and adjacent sites fronting Taren Point Road and Willarong Road	<b>Caringbah Area 3A: R4 High Density Residential</b> Area bounded by Willarong Road, Dianella Street and Caringbah north Primary School
	
Rezoned to allow flats. Allow additional use of health services facilities. For school site: Height bonus to <b>30m (9 storeys) and FSR 1.5:1</b> , subject to minimum site area and providing access way to adjacent sites on Taren Point Road.	Rezoned to allow flats.
Height <b>16m (4-5 storeys)</b> (increase from 2 storeys in SSLEP2006)	Height <b>16m (4-5 storeys)</b> (increase from 2 storeys in SSLEP2006)
<b>FSR Varies 1.2:1 and maximum 1.5:1 for ex-school site</b> (increase from 0.45:1 in SSLEP2006)	<b>FSR: 1.2:1</b> (increase from 0.45:1 in SSLEP2006)
<b>Update since 2015 (net dwelling increase)</b>	<b>Update since 2015 (net dwelling increase)</b>
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\* Data as at 30 June 2020 (Sutherland Shire Council)

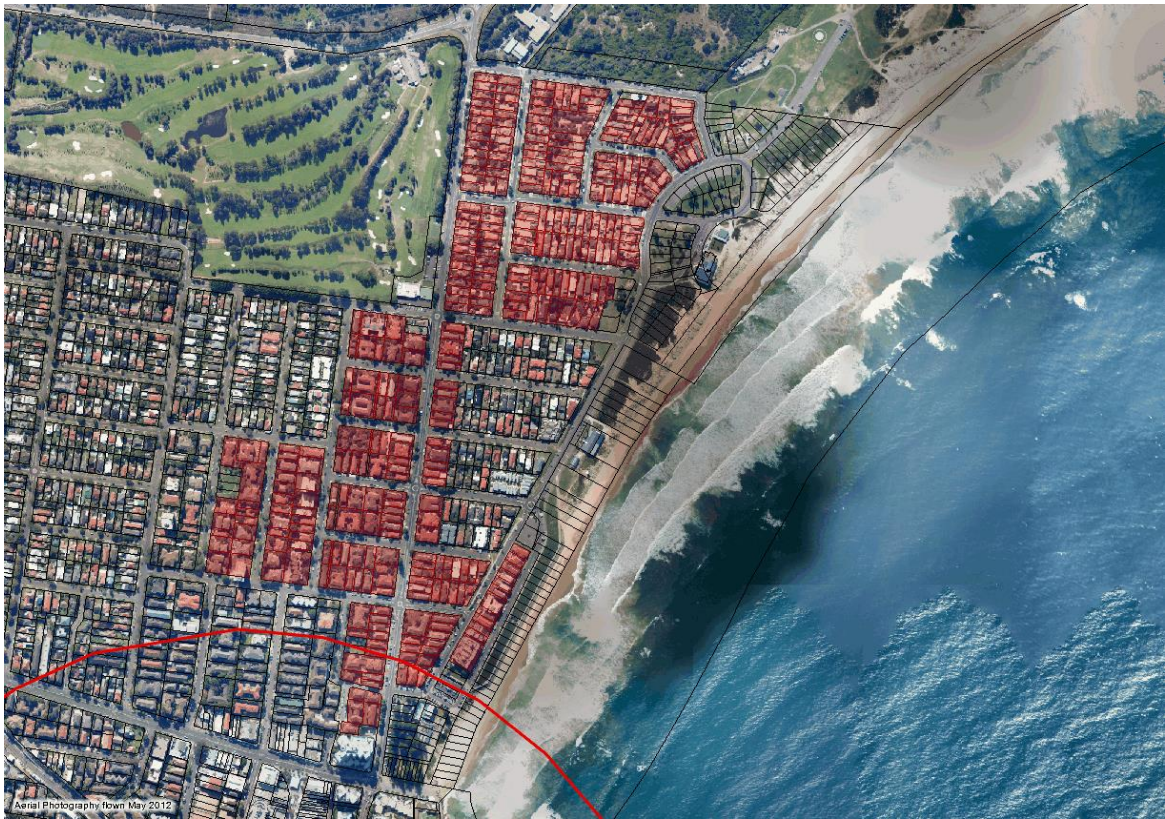
## 8. Cronulla Centre

- Iconic beachside centre with railway station
- Sutherland Shire's main tourist destination
- Close to waterways and natural areas of great environmental and scenic value
- Sutherland Shire's largest concentration of residential flat buildings – most sites already strata subdivided and many older style flats
- Population mix of young flat renters and older flat owners.



*Map 11: Cronulla Centre Zone: (800m radius from station) Areas where change is planned*





*Map 12: North Cronulla Residential Flat and Low Density Housing Zone (800m radius from station shown): Areas where change is planned*



*Map 13: South Cronulla Residential Flat Zone (800m radius from station shown): Areas where change is planned*



Cronulla centre contains a wide range of retail, business and community services and is linked directly to the other centres of Sutherland Shire and wider Sydney by rail. Cronulla centre is adjacent to a generous stretch of sandy beaches and is the main tourist destination of Sutherland Shire. The beachside location also makes Cronulla an increasingly desirable location for the development of new prestige residential flats.

Development of residential flats in Cronulla began in the 1950s and construction has continued since, including a period of intensive flat development in the 1990s. Most sites are strata subdivided. There are many older style flat buildings. The quality of existing residential flat buildings varies considerably. The initiatives for Cronulla extend beyond the radius used to measure accessibility. Council has widened the scope of the review in Cronulla to try and revitalise older residential flat buildings to better meet the demand for quality units in Cronulla.

The strategy for the commercial centre is to maintain the sense of openness and scale of Cronulla Mall, maintaining solar access to public areas. The strategy is also to encourage mixed use redevelopment in other locations of the commercial centre by increasing the allowable FSR. The strategy for the residential flat zones in North and South Cronulla is to encourage the redevelopment of older flat buildings, with FSR ranging from 1.2:1 to 1.5:1, and maximum height 20 metres (6 storeys).

### **Cronulla Commercial Centre**

Cronulla commercial centre has been the subject of an urban design and building shadow study which has demonstrated that some sites could be developed to a 7-9 storey height limit without undue adverse overshadowing effects on public space or adjacent development sites. In some cases the increased height will allow existing floor space potential to be realised.

Development in the commercial centre is expected to be mixed use, with residential flats at upper levels. Allowing higher development creates opportunities for dwellings to be located above traffic level while gaining district views. Some recommended building envelopes on specific sites have been devised to limit the impacts of overshadowing. The floor space ratios for some sites have also been increased consistent with the increases in building height. The controls are illustrated by a Potential Built Form plan shown below, which forms part of the Development Control Plan.

The building envelopes have been devised so that potential residential flat developments can meet the requirements of the SEPP 65 Design Quality of Residential Flat Buildings. Compliance means that future development will provide adequate amenity for units in the form of sunlight, ventilation and privacy. The building envelopes adjacent to Cronulla Mall have been designed to retain adequate sunlight access to public areas, especially north facing footpaths where landscaping, cafes and outdoor dining can be enjoyed.

The Potential Built Form Plan shows a range of heights up to 30m (9 storeys). Floor space ratio ranges up to FSR 3:1. The design of the building envelopes generally assumes mixed use development, typically comprising one or two storeys of retail and commercial use, with 2 metre setback to upper levels of residential flats



- |                                                                                     |                   |                                                                                     |                    |                                                                                     |                                                                      |
|-------------------------------------------------------------------------------------|-------------------|-------------------------------------------------------------------------------------|--------------------|-------------------------------------------------------------------------------------|----------------------------------------------------------------------|
|  | 10m (2 Storeys)   |  | 20m (6 Storeys)    |  | Landscape                                                            |
|  | 13m (3-4 Storeys) |  | 25m (7-8 Storeys)  |  | Building height shown only on these sites detailed analysis required |
|  | 16m (4-5 Storeys) |  | 30m (9-10 Storeys) |  | Established built form                                               |

Map 14: Cronulla Centre Potential Built Form Plan

### **Cronulla existing Residential Flat Zone (North and South Cronulla): Height and density increases**

To encourage the redevelopment of older style residential flat buildings, the allowable height and density for areas of existing residential flat zones in North and South Cronulla have been increased. The allowable height has been increased to 16 - 20 m (6 storeys) and the FSR ranges from 1.2:1 to 1.5:1. Details of areas affected are shown in the tables below.

To encourage the redevelopment of residential flats, the part block bounded by Prince Street and Mitchell Road has been afforded an increase in FSR up to 1.5:1, with allowable height increased to 16 metres (4 storeys).

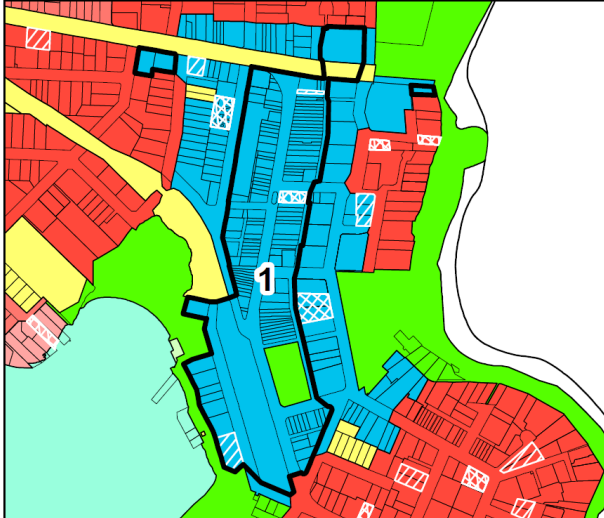
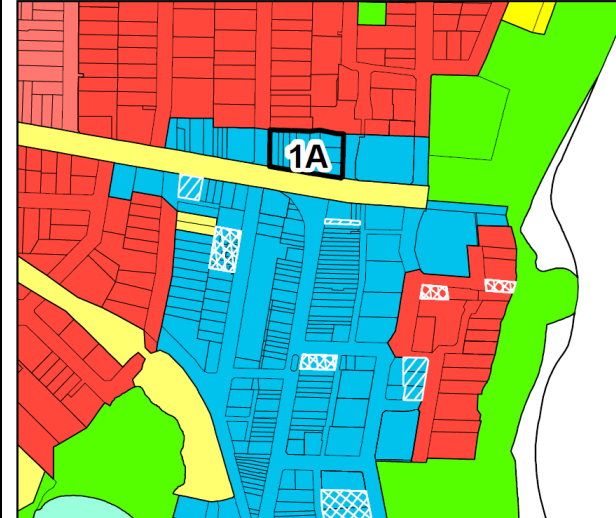
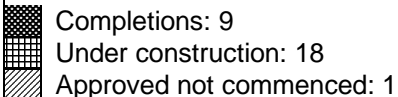
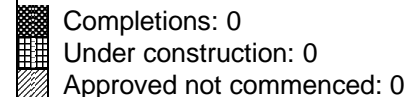
### **North Cronulla new Residential Flat Zone**

To encourage the development of residential flats, the part block bounded by Marlo Rd, Mitchell Rd, and Burke Road in North Cronulla has been rezoned to allow residential flat development at FSR 1.2:1 and height 16 metres (4 storeys).

### **North Cronulla new Townhouse Zone**

To increase dwelling potential, the area in North Cronulla bounded by Bate Bay Road, Mitchell Road, Hume Road and Kirkwood Road has been rezoned to allow townhouses at FSR 0.7:1.

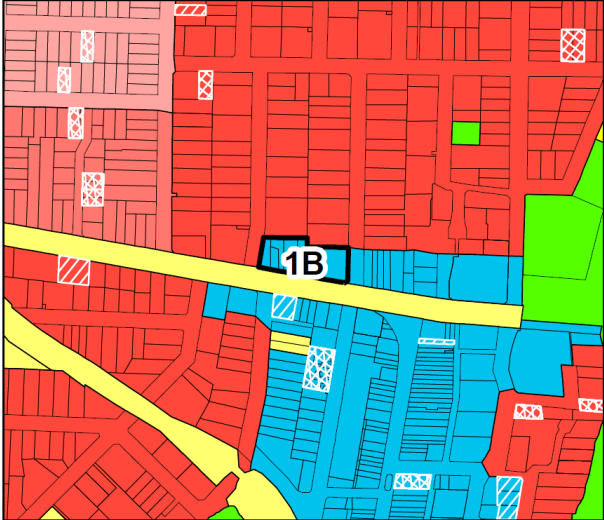
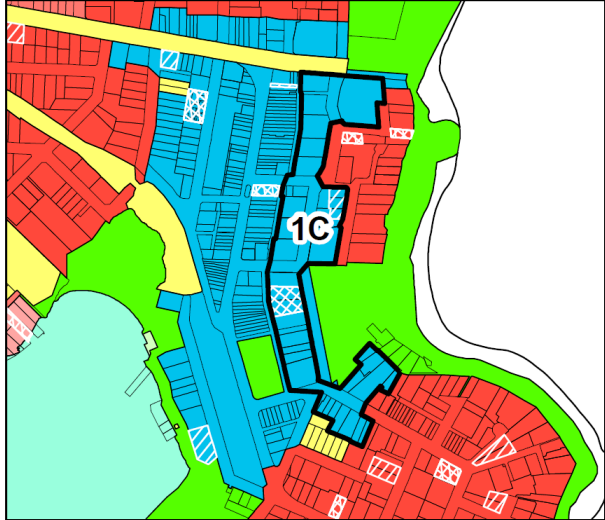
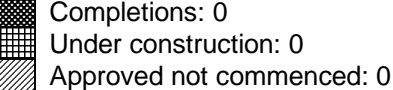
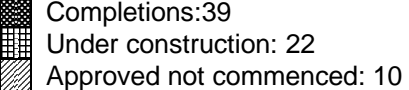
## Cronulla Centre: Summary of changes

Cronulla Area 1: B3 Commercial Core	Cronulla Area 1A: B3 Commercial Core Part block bounded by Kingsway, Abel Place and Croydon Street
	
Increased allowable heights and densities. Detail in <b>Cronulla Centre Strategy</b>	Increased allowable height and density
Varied height limit up to <b>25m (7-8 storeys)</b> .	Height: <b>30m (9 storeys)</b> , (increase from 3 storeys in SSLEP2006)
<b>Varies up to FSR 3:1</b> (Increase for some sites in SSLEP2006)	<b>FSR 2.75:1</b> (increase from 2:1 in SSLEP2006) <b>Bonus</b> if amalgamated up to: <b>FSR 3:1</b>
<b>Update since 2015 (net dwelling increase)</b> 	<b>Update since 2015 (net dwelling increase)</b> 

\* Data as at 30 June 2020 (Sutherland Shire Council)

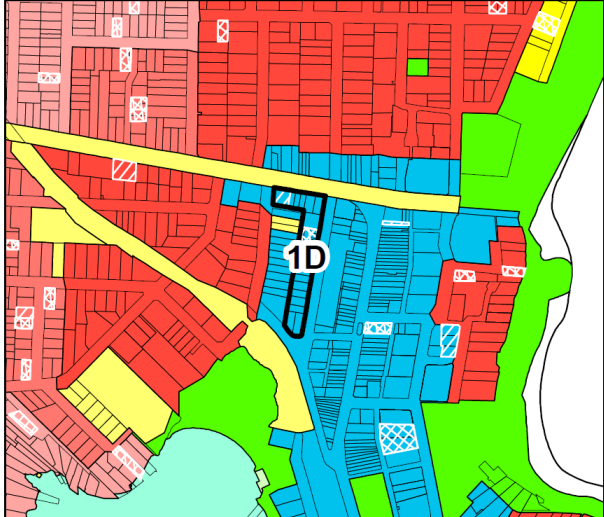
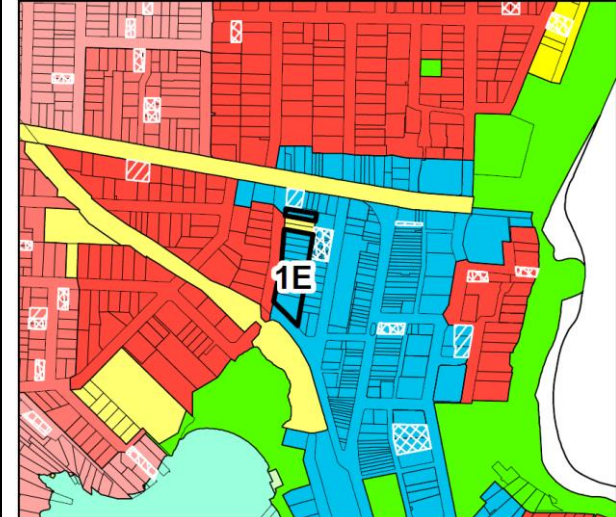




## Cronulla Centre: Summary of changes

<b>Cronulla Area 1B: B3 Commercial Core</b> Part block bounded by Kingsway, Croydon Street and Gosport Street	<b>Cronulla Area 1C: Zone B3 Commercial Core</b> All lots on Gerrale street in centre zone
	
Increased allowable height and density.	Increased allowable height and density
Included in Area 1	Included in Area 1
Height limit up to <b>16m (4-5 storeys)</b> (increase from 3 storeys in SSLEP2006)	Height limit up to <b>30m (9 storeys)</b> (increase from 4 -8 storeys in SSLEP2006)
<b>FSR 2.5:1</b> (increase from 1.8:1 in SSLEP2006)	<b>FSR 3:1</b> (increased from 2:1 in SSLEP2006)
<b>Update since 2015 (net dwelling increase)</b>	<b>Update since 2015 (net dwelling increase)</b>
	

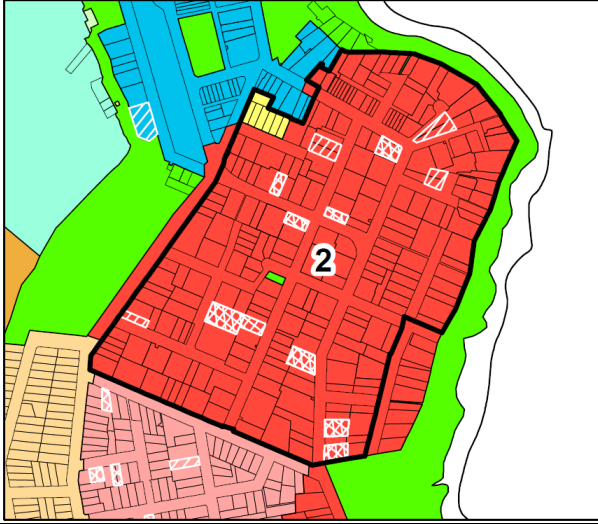
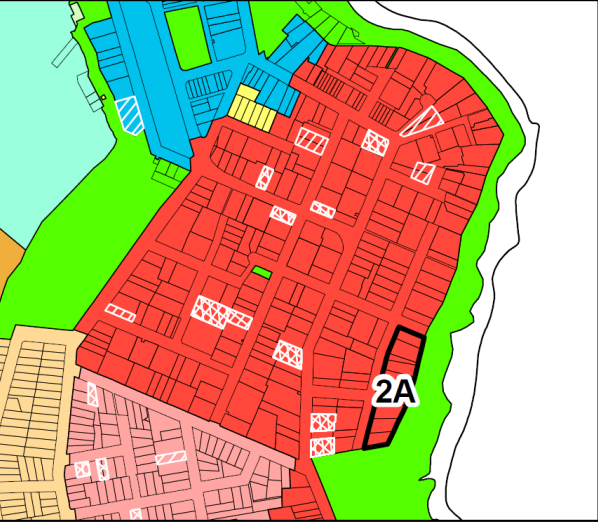






\* Data as at 30 June 2020 (Sutherland Shire Council)

## Cronulla Centre: Summary of changes

<b>Cronulla Area 1D: Zone B3 Commercial Core</b> Part block bounded by Kingsway, Wilbar Ave and Purley Place	<b>Cronulla Area 1E: Bowling Club</b> Part block bounded by Wilbar Ave and Purley Place
	
Increased allowable heights and densities.	Rezoned Bowling Club to B3 Commercial Core. Increase allowable heights and densities.
<b>Height limit 20m (6 storeys)</b> (increase from 3 storeys in SSLEP2006)	<b>Height 16m (4-5storeys)</b> (increase from 3 storeys in SSLEP2006)
<b>FSR 2:1</b> (increase from 1.2:1 in SSLEP2006)	<b>FSR: 1.5:1</b> (increase from 1.2:1 in SSLEP2006)
<b>Update since 2015 (net dwelling increase)</b>	<b>Update since 2015 (net dwelling increase)</b>
 Completions: 17 Under construction: 0 Approved not commenced: 18	 Completions: 0 Under construction: 0 Approved not commenced: 0

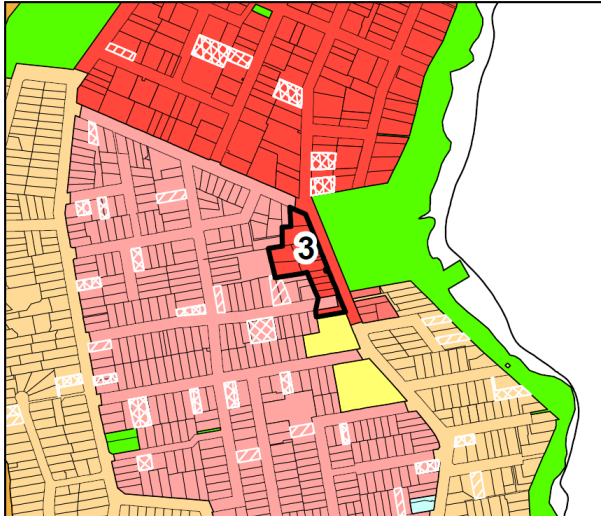
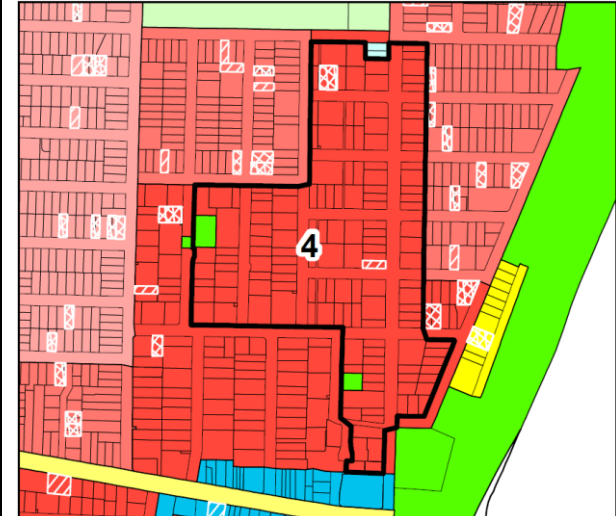


















\* Data as at 30 June 2020 (Sutherland Shire Council)

## Cronulla Centre: Summary of changes

<b>Cronulla Area 2: R4 High Density Residential</b> Area of South Cronulla Residential Flat Zone: north of Richmount Street	<b>Cronulla Area 2A: R4 High Density Residential</b> Area of South Cronulla Residential Flat zone: block bounded by Coast Avenue and Inglara Avenue
	
Increase allowable heights and densities	Increase allowable heights and densities
<b>Height limit 16m (4-5 storeys)</b> (increased from 3 storeys in SSLEP2006)	<b>Height 16m (4-5 storeys)</b> (increase from 3 storeys in SSLEP2006)
<b>FSR 1.5:1</b> (increase from 1:1 in SSLEP2006)	<b>FSR 1.5:1</b> (increase from 1:1 in SSLEP2006)
<b>Update since 2015 (net dwelling increase)</b>	<b>Update since 2015 (net dwelling increase)</b>
 Completions: 39  Under construction: 22  Approved not commenced: 10	 Completions: 0  Under construction: 0  Approved not commenced: 0

\* Data as at 30 June 2020 (Sutherland Shire Council)

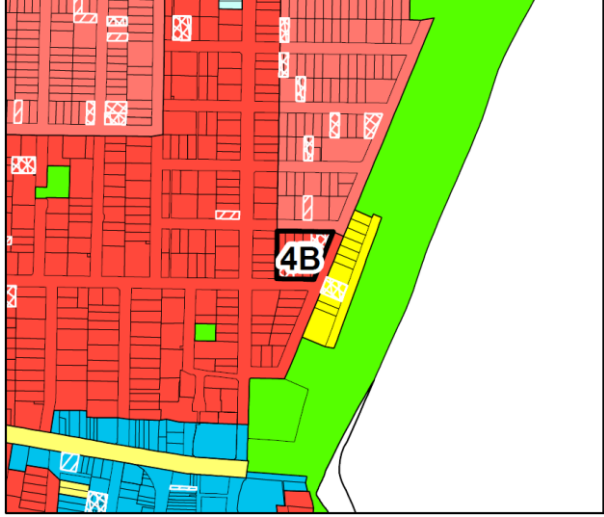
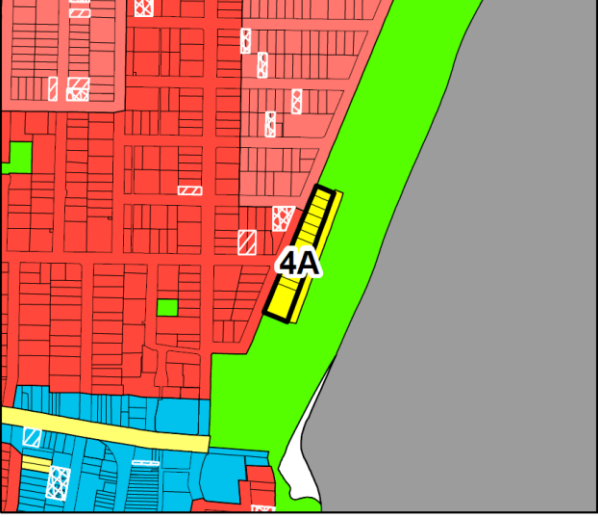


















## Cronulla Centre: Summary of changes

<b>Cronulla Area 3: R4 High Density Residential</b> South Cronulla Residential Flat Zone South of Richmount Street	<b>Cronulla Area 4: R4 High Density Residential</b> Area bounded by Hume Rd, Wyanbah Rd, Judd St, Mitchell Rd, Burke Rd and traversed by Elouera Rd.												
													
Increase allowable heights and densities	Increase allowable heights and densities												
<b>16m (4-5 storeys)</b> (increase from 3 storeys in SSLEP2006)	<b>Height: 16m (6 storeys)</b> (increase from 3 storeys in SSLEP2006)												
<b>FSR: 1.2:1</b> (increase from 1:1 in SSLEP2006)	<b>FSR: 1.2:1</b> (increase from 1:1 in SSLEP2006)												
<b>Update since 2015 (net dwelling increase)</b>	<b>Update since 2015 (net dwelling increase)</b>												
<table border="0"> <tr> <td></td> <td>Completions: 0</td> </tr> <tr> <td></td> <td>Under construction: 0</td> </tr> <tr> <td></td> <td>Approved not commenced: 0</td> </tr> </table>		Completions: 0		Under construction: 0		Approved not commenced: 0	<table border="0"> <tr> <td></td> <td>Completions: 7</td> </tr> <tr> <td></td> <td>Under construction: 0</td> </tr> <tr> <td></td> <td>Approved not commenced: 7</td> </tr> </table>		Completions: 7		Under construction: 0		Approved not commenced: 7
	Completions: 0												
	Under construction: 0												
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	Completions: 7												
	Under construction: 0												
	Approved not commenced: 7												

\* Data as at 30 June 2020 (Sutherland Shire Council)

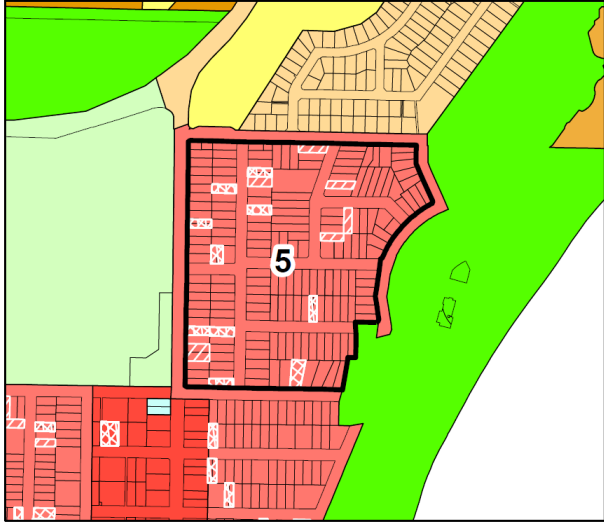





## Cronulla Centre: Summary of changes

<b>Cronulla Area 4B: R4 High Density Residential</b> Part block bounded by Marlo Rd, Mitchell Rd, and Burke Rd	<b>Cronulla Area 4A: SP3 Tourist zone</b> Block bounded by Prince Street and Mitchell Road												
													
Rezoned to allow flats. Increased allowable heights and densities	Increased heights and densities and rezoned to allow retail uses (SP3 Tourist)												
Height: <b>20m (6 storeys)</b> (increase from 2 storeys in SSLEP2006)	Height <b>20m (6 storeys)</b> (increase from 3 storeys in SSLEP2006)												
<b>FSR: 1.5:1</b> (increased from 1:1 in SSLEP2006)	<b>FSR 3:1</b> (increase from 1:1 in SSLEP2006)												
<b>Update since 2015 (net dwelling increase)</b>	<b>Update since 2015 (net dwelling increase)</b>												
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	Completions: 9												
	Under construction: 3												
	Approved not commenced: 12												
	Completions: -3												
	Under construction: 0												
	Approved not commenced: 0												

\* Data as at 30 June 2020 (Sutherland Shire Council)

# Cronulla Centre: Summary of changes

<p><b>Cronulla Area 5: R3 Medium Density Residential</b>                  Area bounded by Bate Bay Road, Mitchell Road,                  Hume Road and Kirkwood Road</p>	
	
<p>Rezoned to allow townhouses.</p>	
<p>Height <b>9m (2-3 storeys)</b>                  (increase from 2 storeys in SSLEP2006)</p>	
<p><b>FSR: 0.7:1</b>                  (increase from 0.45:1 in SSLEP2006)</p>	
<p><b>Update since 2015 (net dwelling increase)</b></p>	
	<p>Completions: 9</p>
	<p>Under construction: 3</p>
	<p>Approved not commenced: 12</p>

\* Data as at 30 June 2020 (Sutherland Shire Council)



## Sites rezoned by the Department of Planning, Industry & Environment

Redevelopment proposals of the Kirrawee Brickpit and Cronulla Sharks (Woolooware Bay) have been approved by the Minister for Planning under Part 3A of the Environmental Planning and Assessment Act (NSW) 1979. Both projects deliver additional dwellings, which add to the dwelling capacity of Sutherland Shire.

### **Kirrawee Brick Pit Redevelopment (South Village)**

South Village is adjacent to the Kirrawee shopping strip at the corner of Oak Road and Princes Highway and is approximately 150 metres walking distance to the Kirrawee Railway Station, situated at the southern end of Kirrawee shops. The site has a 252m frontage to the Princes Highway to the north and frontages to Oak Road to the west and Flora Street to the south. The site has a total area of 42,542m<sup>2</sup>. The site is zoned for mixed use development and the development scheme required an increase in permissible height and density. The approved development is for a mix of residential, commercial and retail uses in a number of buildings with a height of 4-15 storeys with FSR 1.6:1. The Planning Assessment Commission initially approved a scheme providing 484 dwellings, with subsequent modifications totally 808 approved dwellings. Development on the site has now completed and delivered 779 dwellings.

### **Cronulla Leagues Club Redevelopment (Woolooware Bay)**

Cronulla Leagues Club is redeveloping its 10 hectare site at Woolooware Bay with a mix of residential, commercial and retail uses, as well as the Leagues Club. The proposal has FSR of 0.9:1 across the whole site and buildings are up to 16 storeys in height.

The Planning Assessment Commission approved a scheme which was subsequently modified to provide 61,370 m<sup>2</sup> of residential floor area (approximately 643 flats) to the west of the stadium with a further 24,892m<sup>2</sup> of residential floor area (approximately 255 flats) in a mixed use development to the east of the stadium. Development on the site has delivered 395 completed dwellings to date, with a further 238 dwellings currently under construction.

## Estimated dwelling yields

The table below shows an estimate of additional dwelling yields for each centre where additional dwellings are planned. The estimates for each area are calculated by estimating the number of dwellings possible from the increased floor space ratio provided in SSLEP2015, and subtracting an estimate of the potential number of dwellings for that area under SSLEP2006. For most areas, it is assumed that only non-strata lots will be developed, that development will be at an assumed take-up rate, and that dwellings of each type will be an average size. For some specific areas, however, it is assumed that some residential flat strata lots may redevelop.

<b>DWELLING INCREASES RESULTING FROM REZONING AND CHANGES TO HEIGHT AND FSR IN SSLEP2015</b>					
<b>Centre</b>	<b>Location (LEP 2006 zones)</b>	<b>Housing Type</b>	<b>Height (metres and storeys)</b>	<b>Floor Space Ratio (FSR)</b>	<b>Increase in dwelling potential</b>
Engadine	Area of Zone 8 Urban Centre	Mixed Use incl Flats	Varied up to 25m (7-8 st)	2:1	117
Sutherland	Area of Zone 8 Urban Centre, Part Zone 6 Multiple Dwelling B, Grand Parade Precinct Clio Street Precinct	Mixed Use, Flats,	Varied up to 40m (12 st)	Varies up to 4:1	834
Jannali	Area of Zone 9 Local Centre, Part Zone 4 Local Housing	Mixed Use, Flats	Varied up to 20m (6 st)	Varies up to 2:1	146
GyMEA	Area of Zone 9 Local Centre, Part Zone 4 Local Housing	Mixed Use, Townhouses	Varied up to 20m (6 st)	Varies up to 2:1	359
Miranda	Part area Zone 8 Urban Centre, Part Zone 6 Multiple Dwelling B, Part Zone 4 Local Housing Pinnacle Street Precinct	Mixed Use, Flats, Townhouses	Varied up to 30m (9 st)	Varies up to 3.5:1	1077
Caringbah	Area of Zone 8 Urban Centre, Part Zone 4 Local Housing, Part Special Uses	Mixed Use, Flats	Varied up to 46m (14 st)	Varies up to 3.5:1	1,323
Cronulla	Area of Zone 8 Urban Centre, Part Zone 6 Multiple Dwelling B, Part Zone 5 Multiple Dwelling A	Mixed Use incl flats	Varies up to 30m (9 st)	Varies up to 3:1	618
Residential flat zones (other)	Zone 6 Multiple Dwelling B	Flats	16m (4 st)	1.2:1	355
Centres (other) Increase res component and FSR	Zone 8 Urban Centre Zone 9 Local Centre	Mixed Use			711
Kirrawee Brickpit development		Mixed Use			144 (initial approval)
Sharks development		Flats			600 (initial approval)
<b>TOTAL NUMBER OF ADDITIONAL DWELLINGS</b>					<b>6,284</b>



## Recent Housing Supply and progress against the 5 Year Housing Target

Following the adoption of this Housing Strategy and SSLEP2015 coming into to effect June 2015, there has been strong housing supply activity in Sutherland Shire, as illustrated in Map 15

Development approvals increased, with 8,255 dwellings approved between July 2015 and December 2019. This reflects strong housing market conditions, uptake of the local planning changes made in LEP2015 to meet housing targets, and State approval of the South Village and Woollooware Bay projects.

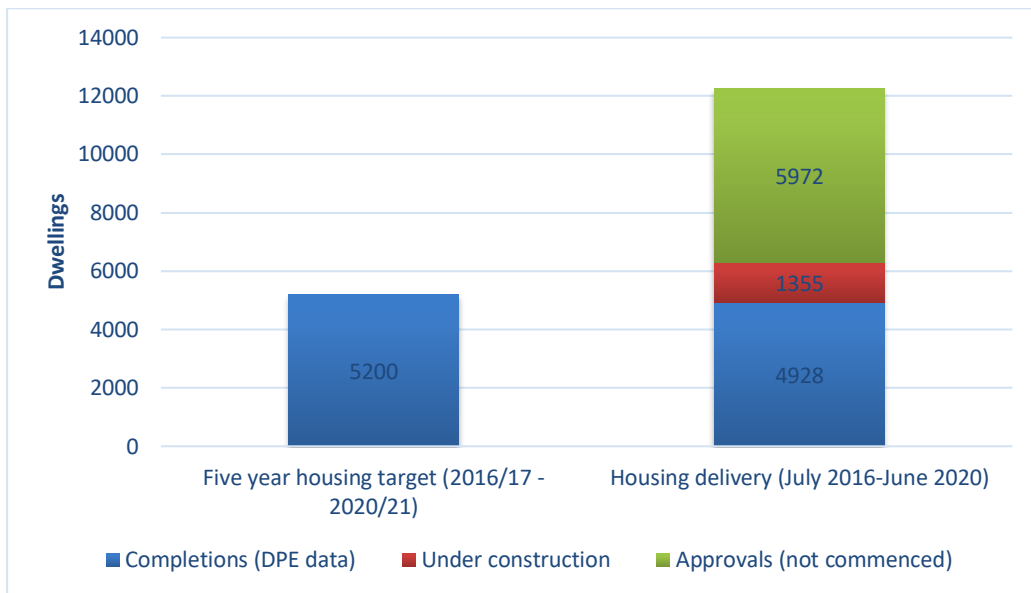
Completion rates for single dwellings increased from 2015 onwards with the new subdivisions at Greenhills Beach and Shearwater Landing at North Cronulla contributing around 400 new dwellings.

Between July 2016 and December 2019 there has been a notable increase in the number of dwellings completed in multi-dwelling developments. South Village and Woollooware Bay added a total of approximately 1 400 dwellings in stages from late 2016. Approximately 3 500 dwellings have been completed as part of smaller residential flat developments within walking distance of train stations and the existing town centres.

There has been significant development of residential flat buildings in recently rezoned precincts close to the Miranda retail centre. Sutherland and Caringbah have had notable residential flat development. Redevelopment in Cronulla has tended to demolish existing low scale “walk up” flats to construct much larger luxury apartments. In many cases these developments create a net reduction in the number of apartments.

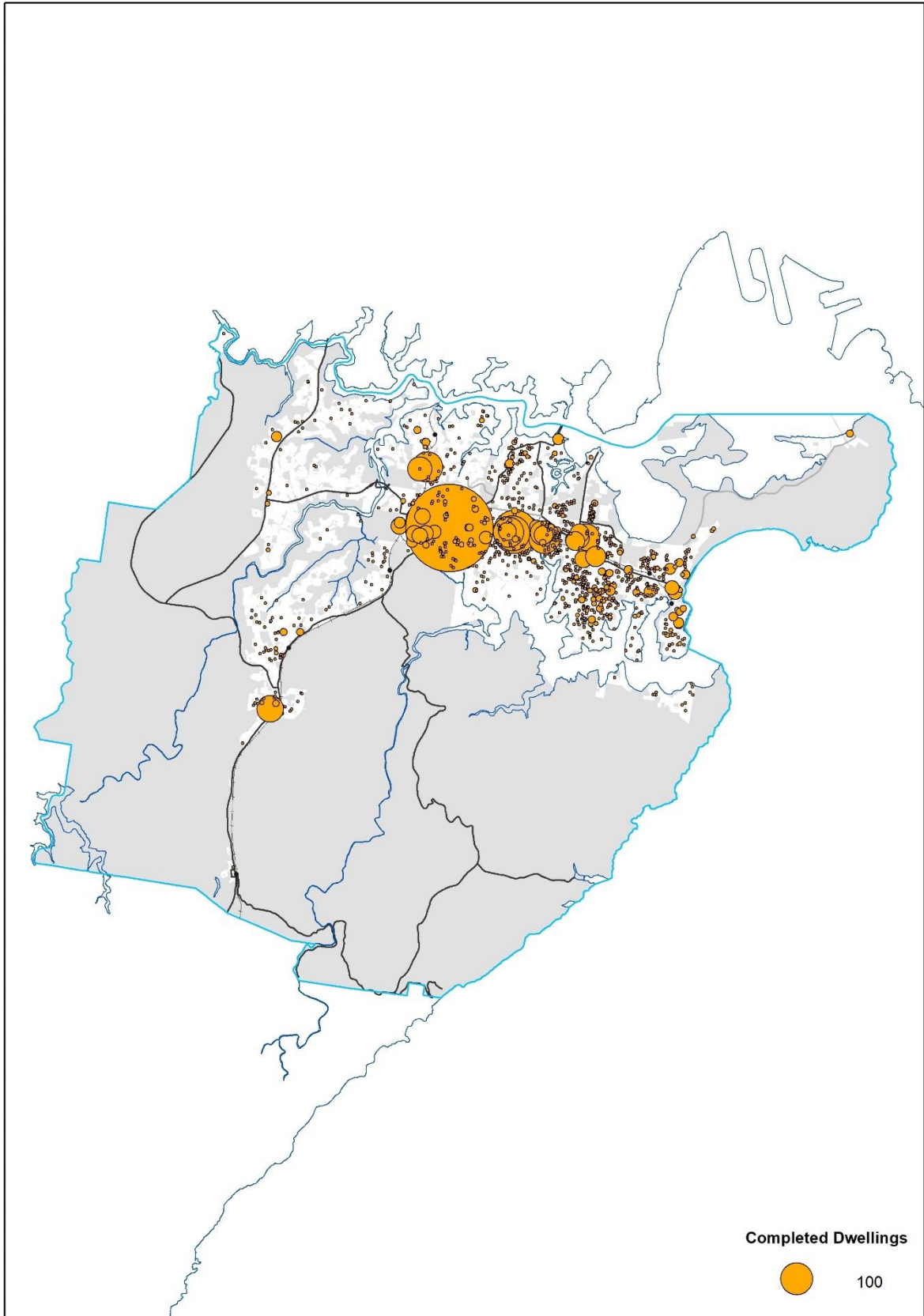
There has been rapid replacement of older dwellings on large lots with townhouses and dual occupancies in Caringbah South and Miranda. While this is creating a net increase in housing supply, it is associated with the loss of mature trees and gardens. Taken together, these developments have displaced older less expensive housing.

The South District Plan sets a target of 5,200 additional dwelling completions in Sutherland Shire between July 2016 and June 2021. Based on the completions discussed above, and the number of residential dwellings currently under construction (many of which are likely to complete by June 2021), Sutherland Shire Council expects to comfortably meet this target as demonstrated in the graph overleaf.



*Figure 1: Progress against 5-year housing target*

Source: Housing completions – DPIE Sydney Housing Monitor (data as at end Q2 2020); Under construction and Approvals – Sutherland Shire Council (as at 30/6/2020)



Map 15: Dwelling Completions since 2015

## Future housing supply pipeline

The anticipated future housing supply pipeline comprises projects already under construction, already approved projects which are yet to commence construction, and the construction of projects for which development consent is currently being sought. The final element of future housing supply is the take-up of remaining development potential.

Two new greenfield subdivisions – Monash Road/Anderson Place and Ridgeway Estate - have been recently subdivided and are expected to be fully developed within the next few years. While development applications have not yet been lodged for dwellings at Ridgeway Estate, the new subdivision yields 133 lots, and these are anticipated to be completed within the next 5 years.

As there are limited greenfield sites in Sutherland Shire, future housing supply will be infill development – largely redevelopment of existing sites.

At the end of June 2020, there were approximately 1,200 residential apartments and 190 multi-dwelling dwellings under construction in Sutherland Shire. This includes the next stage of the Woolooware Bay development. Other neighbourhoods where housing construction is concentrated are Miranda, Sutherland, Engadine, Caringbah and South Caringbah. Based on project information available from real estate/ developer websites, the majority of these dwellings are anticipated to complete by FY2022/2023.

At the end of June 2020, there was development approval for approximately 1,200 residential apartments and 475 multi-dwelling dwellings where construction had not commenced. The largest concentrations of approvals are in Sutherland, Caringbah, Miranda, Kirrawee and South Caringbah. Compared with developments in recent years, the approvals are for smaller developments with fewer dwellings per project.

Sutherland Shire has historically had very high rates of approved developments being constructed and completed. However, it is reasonable to expect that a small proportion of the approved applications will not proceed to construction because of difficulties in accessing finance for construction work or limited pre-sales due to economic conditions, with apartments most likely to be affected. It is forecast that completion of yet to be commenced approved projects will be from FY 2022/23 onwards due to time taken for construction. The impact of the COVID-19 pandemic on housing commencements is not yet known, but may delay some commencements or result in some projects not commencing.

There are currently development applications pending assessment. If approved, these will yield approximately 640 additional residential apartments and 80 additional multi-dwelling homes. They include the last of the stages at Woolooware Bay and a number of proposed developments in Caringbah. If approved and constructed, the first of these dwellings is only likely to be completed during FY2022/23.

Dual occupancy development and secondary dwellings have yielded additional residential dwellings within Sutherland Shire. This trend is expected to continue, with approximately 150 dual occupancies and 30 secondary dwellings anticipated to be completed annually.

Review of trends in the number of development approvals for new residential development lodged with Council indicates that approvals peaked in FY2016/2017. Since this time, the number of development applications has been decreasing and it is anticipated that this trend will continue. Factors determining this include the increasing housing stock as completions increase, developer access to finance and the current housing market. The impact of the



COVID19 pandemic is not yet known, but recent restrictions on activity may result in longer completion times for projects already under construction.

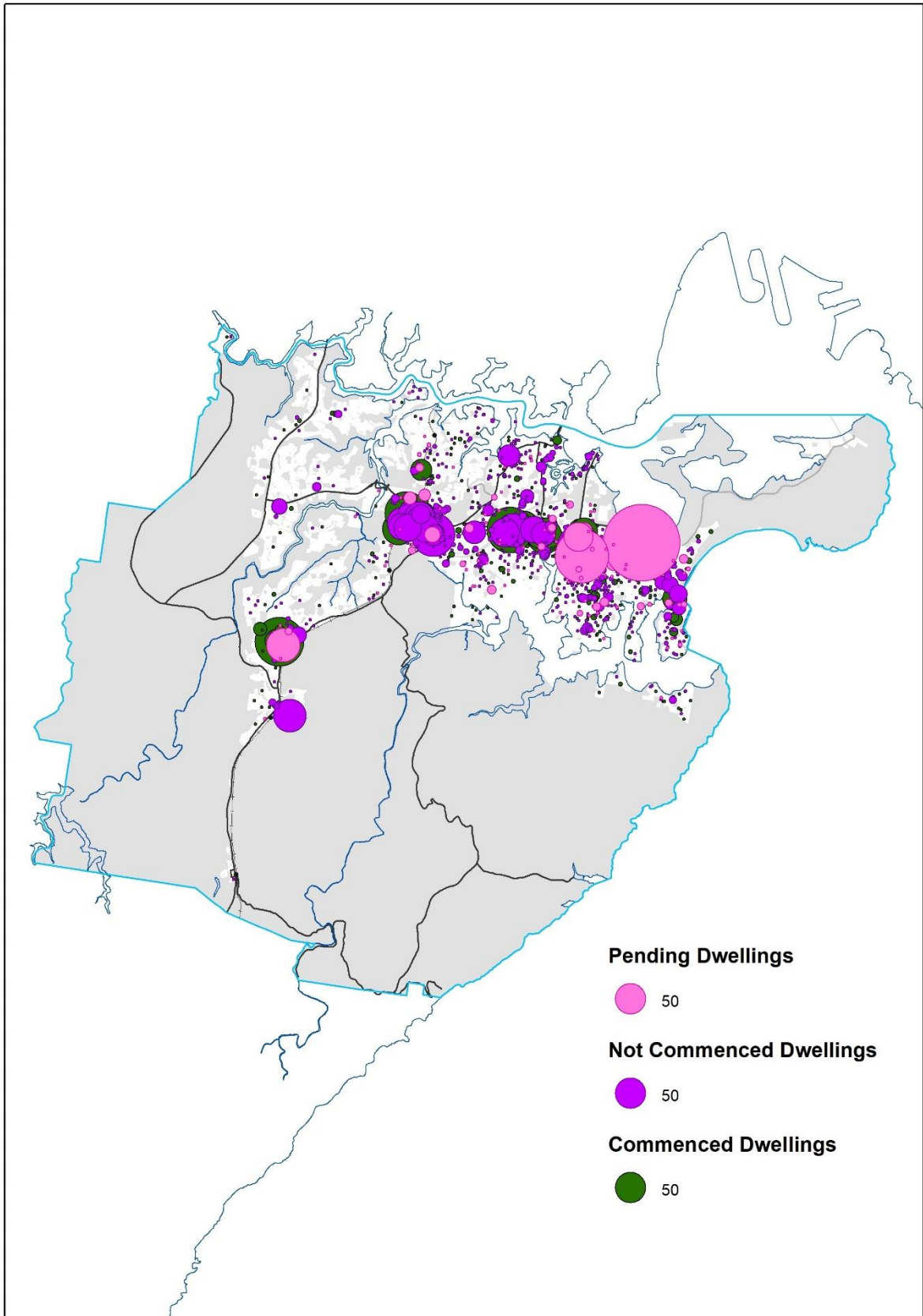
Based on the current knowledge, a future housing supply pipeline over the next 5 years in Sutherland Shire has been forecast. The graph below highlights that over the next 5 years (FY21/22 to FY2025/26) annual dwelling completions are anticipated to reduce from the high of almost 1,800 dwellings seen in FY2018/19 and FY19/20 to an average range of between 700 and 800 dwellings per annum.



Figure x: Approvals and Completions

Source: Housing completions – DPIE Sydney Housing Monitor (data correct at end Q2 2020); Approvals – Sutherland Shire Council (prepared using 30 June 2020 data)

The location and type of housing under construction, approved but construction yet to commence, and pending approval is illustrated in Map 16. Based on this, the type and location of future housing completions over the next 5-6 years can be anticipated to largely continue the trends of the past 3 years, with development focused in the eastern parts of Sutherland Shire. About half the future housing completions will be apartments around the centres, especially Woolloomooloo Bay, Miranda, Sutherland and Caringbah as these are the locations where there is approval for significant residential development or locations where development applications have been lodged and are pending determination. Dual occupancies, town houses and secondary dwellings (granny flats) distributed throughout the eastern neighbourhoods are anticipated to make up the balance of the known and anticipated future dwelling pipeline. More limited residential development is anticipated in the western parts of Sutherland Shire as residential densities are limited due to bush fire risk. More limited public transport services and the relative age of the existing housing stock also makes redevelopment over the next 5-6 year less likely in these parts.



Map 16: Location of Future Housing Completions

The South District Plan action relating to the preparation of a Local Housing Strategy requires a housing target to be agreed between Council and the Greater Sydney Commission for the 6-10 year time period (FY2021/22 – FY2025/26). From the graph above, Council’s analysis suggests a total of between 3,700 and 3,800 new dwellings are likely to be completed in the period FY2021/22 – FY2025/26. In comparison, the DPIE estimates that approximately 4,500 dwellings will be completed in the same period in Sutherland Shire. Council will work with the DPIE and GSC to agree a housing target for this period. In December 2019, Council resolved to ‘base its 6 - 10 year housing supply target on delivering 3,800 dwellings’ in this period.

## Ensuring Long Term Housing Supply

### Capacity of Existing Land Use Controls

There is significant remaining residential capacity under SSLEP2015, despite the high levels of residential development in recent times, and the anticipated housing delivery in the next 5 years. Excluding land which already has a development approval, or pending development application, over 28,000 dwellings can still be accommodated on land where residential development is permissible.

Table 1 illustrates the remaining net dwelling capacity in each zone. From the analysis, the R3 zone has significant capacity for close to 2,000 additional dwellings, particularly around Gymea and Miranda. The greatest dwelling capacity is in the R2 Low Density Residential zone, as this zone can accommodate dual occupancy and multi-dwelling developments. The business zones, which can include residential flats as part of a mixed use development, also have significant dwelling capacity. This is predominantly in the B3 Commercial Core zone, where close to 6,000 dwellings are theoretically achievable.

Zone	Estimated Number of additional dwellings (net)	Estimated number of years for take-up
E3 Environmental Management	-	
E4 Environmental Living	2 230	
R2 Low Density Residential	14 889	55-79 years <sup>1</sup>
R3 Medium Density Residential	1 988	More than 39 years
R4 High Density Residential	2 338	6-7 years
B1 Neighbourhood Centre	-	
B2 Local Centre	926	
B3 Commercial Core	5 980	
B4 Mixed Use	215	
SP3 Tourist	-	
<b>Total</b>	<b>28 566</b>	

Table 1: Estimated remaining residential capacity of each zone (June 2019)

Note: The table excludes existing strata titled flat buildings (except older buildings and buildings under 4 storeys in Cronulla); land holdings of NSW Land and Housing (except at Sylvania where identified in this strategy); community land and NSW Land and Housing Corporation.

<sup>1</sup> DPIE take up rate predictions yield 55 years of remaining capacity, while assuming take –up rates from the past 7 years of development result in over 79 years of remaining capacity. This capacity does not account for increased yield from lot amalgamations for multi dwelling development. However, it is unlikely that the whole R2 zone would be fully developed. The current rates of development are a ‘peppering’ of development throughout the zone.

The greatest residential flat capacity is in Caringbah, in the areas rezoned to R4 under SSLEP2015 - the Medical Precinct and North Caringbah (ex-school site, where there has been a recent concept approval for approximately 500 dwellings). Engadine and Gymea have no capacity for flats in this zone. In Cronulla new flats generally have a large floor area and replace smaller apartments. This results in a decrease in the actual number of dwellings upon redevelopment.

The timeframe over which the remaining residential capacity may be taken up can be forecast. This assumes that current trends in construction, development applications and approvals for each development type continue. This is indicated for the dominant residential zones in Sutherland Shire in Table 1. The key finding is that the remaining residential capacity in the R4 High Density zone is forecast to be exhausted by June 2031

Recent take up rates in the 'B' zones have been high – skewed by the development of Woolloomare Bay and South Village, Kirrawee. Despite this, DPIE predict there is still capacity for 20 years of development, while SSC forecasts based on the average take up over 10 years suggests capacity for over 80 years of development. Development in the B3 and B2 zones has historically been difficult, largely due to the high underlying land value in the centres making redevelopment unfeasible. There is additional dwelling capacity in the B1 zone – however the take-up rates are low as it is complex to increase densities on these sites due to the low FSR and difficulty integrating with the surrounding low density development.

## **Development Timeframes**

Timeframes for residential development vary depending on whether the land is appropriately zoned, time taken to consolidate the land if required, the development approval process and the duration of the construction period. These are often influenced by the size of the proposed development and the strength of the housing market.

Strategic planning for housing only influences one aspect of timing – the zoning of the land. The high levels of dwelling completions in FY2017/18 and FY2018/19 in Sutherland Shire reflect the rezoning of land under SSLEP2015. This was the outcome of work commenced in 2012 to inform the preparation of Housing Strategy 2031. These timeframes are consistent with the industry benchmark lag of 6-7 years for the realisation of large residential projects.

The forecast exhaustion of all R4 High Density zoned land by 2031 highlights the need for new opportunities for the location of high density residential development to be identified. It is unlikely that all land currently zoned R4 will be developed. Some land will be unattractive to the market, meaning that, without a planning response, the supply of new high density residential dwellings is likely to dwindle or even cease before 2031. Due to the lag between identifying suitable land and housing delivery, to ensure an on-going housing supply pipeline which responds to the demand for smaller and conveniently located dwellings, it is prudent to start identifying new opportunities for R4 land now.

## **Feasibility**

Residential capacity will only be taken up if development is financially feasible. The key components of development feasibility include cost of the land, development costs, financial costs and anticipated sales return. Feasibility is determined by many factors outside the realm of planning, including market confidence, economic conditions, interest rates etc. The elements of feasibility that can be influenced by planning are the cost of the land, which can be affected by the availability of appropriately zoned land and the development costs, which can be impacted on by the development controls. Feasibility is calculated at a point in time, and can change over time in response to broader economic conditions e.g. interest rates and



is dependent on the risk appetite of individual developers. In preparing the next local housing strategy, Council will be required to ensure that the proposed housing controls will allow sufficient housing development that is financially feasible.

## Next Steps

The Housing Strategy update has confirmed that there is significant capacity for residential development in Sutherland Shire. It has also highlighted the need to identify new locations for residential flats, as this form of housing will be difficult to deliver after 2030/2031 when it is estimated that the capacity of the existing zone will be exhausted. New opportunities are required to deliver residential flats which meet the need of our community for local, convenient, smaller homes.

Sutherland Shire Council's Local Strategic Planning Statement was made on 15 September 2020. This land-use planning vision for the next 20 years identifies that higher density residential development will be concentrated around centres, particularly the strategic centres of Miranda and Sutherland-Kirrawee. Precinct plans for these centres is prioritised in the actions in the LSPS and in Council's Operational Plan. A precinct plan is currently also being prepared for Caringbah.

These initiatives may identify opportunities for changes to the areas in and around these centres where apartments and medium-density housing could be facilitated as well as the requirements that could be placed on the design of new housing. It is anticipated that this will inform a comprehensive review of the Housing Strategy.

Council is required to prepare a Local Housing Strategy which meets the requirements of the Housing Strategy Template 2018 prepared by the Department of Planning, Industry and Environment. The preparation of this Local Housing Strategy provides the opportunity to bring all these elements together to review and revise this Housing Strategy. Any changes to the Housing Strategy will be publicly exhibited, and the community will have the opportunity to comment on any actions proposed. Any proposed local planning or design controls will also be publicly exhibited. Any comments on the local housing strategy will be considered by Council before the strategy is adopted. The strategy is required to be endorsed by the NSW Department of Planning, Industry and Environment.

## Conclusion

The Housing Strategy 2031 has contributed to meeting Sutherland Shire's housing needs by increasing the number of villas, townhouses and flats in Sutherland Shire. The distribution of additional housing has been carefully considered because Sutherland Shire Council's aim is to retain the Shire's established character of predominantly low density housing with substantial landscaping. In order to maintain the established character, increased residential capacity has been targeted to some higher density precincts in and adjacent to town centres. This approach also delivers accessible housing in convenient locations which will meet the needs of both older people looking to downsize and also for younger people who have left home or are trying to establish themselves in Sutherland Shire.

Initiatives integrated into the planning framework of SSLEP2015 created opportunities for the development of approximately 5,540 additional dwellings. The dwellings will be residential flats in mixed use commercial zones as well as residential flats and townhouses in surrounding centres. In addition to the Housing Strategy initiatives, the development proposals at the Cronulla Leagues Club site and the Kirrawee Brick Pit site will deliver a total

of 1,652 dwellings. Together these initiatives have created additional capacity for approximately 7,192 dwellings more than existing under SSLEP2006.

It is important to note that creating potential through zoning and development standards is no guarantee that the potential will be realised. The Housing Strategy creates a range of development opportunities, but market circumstances over time will determine which development options are feasible. The Housing Strategy provides the community and development industry with a clear framework for how the future housing needs of Sutherland Shire will be accommodated over the next 20 years.

The demand for housing in Sutherland Shire is linked to how many people currently live here and how they wish to live, as well as the economic context. There are three important demographic trends that will affect housing as we move towards 2031:

1. Population growth is slow.
2. The population is ageing.
3. The proportion of small households is increasing.

These factors mean that a greater number of smaller dwellings are needed to accommodate the existing and future population because there will be fewer people in each dwelling. Even if population numbers were to fall, more dwellings will be needed primarily because a greater number of older people will be living alone.

Sutherland residents value the scenic quality of Sutherland Shire, its canopy trees, its waterways and its traditional housing pattern of mostly single dwellings on landscaped lots. This Housing Strategy aims to protect this character for most areas of Sutherland Shire. In order to promote the use of public transport and to efficiently use existing infrastructure, the Strategy increases the amount of medium and high density dwellings close to centres. By concentrating housing around centres, an increased population in those locations will support local schools, shops, cafes, libraries and community centres. The Sutherland Shire Housing Strategy 2031 seeks to carefully increase residential capacity in a way that best meets future residents' needs, yet protects the established character of Sutherland Shire.