

D3 Boarding House, Backpacker Accommodation, Hostel and Bed and Breakfast Establishments

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1.0 INTRODUCTION

This Part contains guidelines for boarding houses, backpacker accommodation, hostel, and bed and breakfast establishments throughout the Waverley Local Government Area (LGA).

It is noted that State Environmental Planning Policy (SEPP) (Affordable Rental Housing) 2009 contains provisions relating to boarding houses and should be read in conjunction with this Part.

1.1 Relationship to other Plans and Policies

In the preparation of a development application (DA), the following environmental planning instruments (EPI) are to be considered:

- Waverley Local Environmental Plan 1996 (WLEP 1996);
- Waverley Local Environmental Plan (Bondi Junction Centre) 2010 (WLEP (Bondi Junction Centre) 2010); and
- State Environmental Planning Policy (Affordable Rental Housing) 2009.

1.2 Objectives of this Part

- (a) Recognise boarding house accommodation as an essential component of residential housing.
- (b) Encourage, retain and protect boarding house accommodation.
- (c) Ensure development adopts appropriate designs in terms of bulk and scale to ensure the physical impact of the development and their operations do not interfere with surrounding land uses.
- (d) Ensure appropriate parking requirements for backpacker accommodation, boarding houses, hostels, bed and breakfast establishments are adhered to.
- (e) Maintain satisfactory standards of amenity relative to surrounding development.

2.0 DEVELOPMENT APPLICATIONS (DA)

Council approval is required for development proposals listed in Table 1.

Type of Accommodation	Development Proposal
Boarding Houses Hostels	<ul style="list-style-type: none"> • new establishment • alterations and additions • demolition • change of use • strata subdivision • demolition • change of use
Backpacker Accommodation	<ul style="list-style-type: none"> • new establishment • alterations and additions
Bed and Breakfast Establishments	<ul style="list-style-type: none"> • new establishment • alterations and additions

Table 1. Types of accommodation requiring approval.

2.1 Community Crime Prevention

Crime prevention through Environmental Design (CPTED) seeks to encourage the design and management of the built environment to reduce the opportunity for crime. For the purpose of development within this Part, it is necessary to apply controls within Clause 6 of Part D2 to ensure that development and landscaping within a given site enhance security and feelings of safety.

2.2 Accessibility

Council seeks to ensure that all new and refurbished buildings provide access for people with disabilities as required by the Federal Government's Disability Discrimination Act (DDA 1992) 1992. Refer to Section 2.10 of Part E1 in addition to the Building Code of Australia and relevant Australian Standards.

3.0 BOARDING HOUSES

State Environmental Planning Policy (Affordable Rental Housing) 2009 (SEPP) provides provisions relating to boarding houses. The following section provides an overview of the key planning considerations contained within the SEPP relating to new, and alterations and additions to boarding houses along with additional Council controls. A thorough review of the SEPP must also be undertaken when preparing a development application.

It is noted that Council cannot refuse an application for a boarding house if the standard provisions within the SEPP are met, however Council may consent to a boarding house whether or not the development complies with the standards outlined below.

3.1 Density Provisions

3.1.1 SEPP (Affordable Rental Housing) 2009

- (a) The maximum floor space ratio (FSR) permitted is the maximum FSR permitted for the zone.
- (b) An additional, or 'bonus', FSR to boarding houses proposed to be developed on land within a zone in which residential flat buildings are permitted (sites containing a heritage item excluded).

3.2 Height

3.2.1 SEPP (Affordable Rental Housing) 2009

- (a) The maximum height permitted for a boarding house should correspond with the maximum height permitted for the zone.

3.3 Landscaping and Private Open Space

3.3.1 SEPP (Affordable Rental Housing) 2009

- (a) The landscape treatment of the front setback area must be compatible with the existing streetscape.

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- (b) At least one private open space area for lodges is also required with a minimum area of 20 square metres, and minimum dimension of 3 metres.
- (c) If the boarding house includes a manager's room, a separate private open space area of at least 8 square metres is required, with a minimum dimension of 2.5 metres.

3.3.2 Council Controls

- (a) Private open space will be clearly defined for private use.
- (b) Part of the private open space will be capable of serving as an extension of the function of the building for relaxation, dining, entertaining and recreation purposes.
- (c) Landscaping of the site should enhance and have sympathy to the natural features of the site and adjoining areas. Sections of the site not built upon should be landscaped with trees, shrubs and ground cover. Landscaping details are to be outlined in a plan and submitted to Council with the DA.

3.4 Solar Access and Energy Efficiency

3.4.1 SEPP (Affordable Rental Housing) 2009

- (a) At least 1 communal living room must receive a minimum of 3 hours direct sunlight between 9am and 3pm in mid-winter.

3.4.2 Council Controls

- (a) Building materials minimise energy needs and use 5 star appliances where possible.
- (b) Boarding houses should have a roof area that is suitable for the installation of solar connectors and photovoltaic cells.
- (c) New developments should not reduce solar access to solar connectors of an adjoining property to less than 2 hours per day in mid-winter except where solar hot water/photovoltaic panels must maintain full solar access.

3.5 Car Parking

3.5.1 SEPP (Affordable Rental Housing) 2009

- (a) Off street parking is provided at the rate of 1 parking space / 10 bedrooms or part thereof, plus 1 parking space for the resident manager/owner.

3.4.2 Council Controls

- (a) A minimum of 1 parking space is provided for a bicycle, and 1 for a motorcycle, for every 5 boarding rooms.

3.6 Accommodation Size and Characteristics

3.6.1 SEPP (Affordable Rental Housing) 2009

- (a) Boarding rooms must have a gross floor area (excluding kitchen and bathroom areas) of at least:
- 12 square metres for a single room; and
 - 16 square metres for a room intended for more than 1 person.

3.6.2 Council Controls

- (a) If a boarding house has 5 or more boarding rooms, at least 1 communal living room will be provided.
- (b) No boarding room will have a gross floor area (excluding bathroom and kitchen areas) of more than 25 square metres.
- (c) No boarding room will be occupied by more than 2 adult lodgers.
- (d) Adequate bathroom and kitchen facilities will be available within the boarding house for the use of each lodger.
- (e) If the boarding house has capacity to accommodate 20 or more lodgers, a boarding room or on site dwelling will be provided for a boarding house manager.
- (f) If the boarding house is on land within a zone where residential flat buildings are permissible, no new car parking for lodgers will be provided on site.
- (g) If the boarding house is on land zoned primarily for commercial purposes, no part of the ground floor of the boarding house that fronts the street will be used for residential purposes unless permitted by an LEP.

3.7 Setbacks

3.7.1 Council Controls

- (a) Building setbacks should reflect the character of the surrounding area to prevent adverse impacts on adjoining properties.
- (b) Setback controls for boarding houses should correspond with the maximum setbacks permitted in the corresponding zone.

3.8 Building Appearance

3.8.1 Council Controls

- (a) The appearance of a boarding house should conform to the existing streetscape and surrounding neighbourhood by using external finishes that reflects the major features and character of the surrounding streetscape. Elements to consider include massing and proportions; height; roof form; facade articulation and detailing; windows and door proportions; features; materials and colours and fencing.

3.9 Safety, Health, Access and Amenity

3.9.1 Council Controls

- (a) A room with a kitchenette should contain a stove, sink, oven, refrigerator and a minimum of 0.5m² bench area.
- (b) Each room should contain adequate storage facilities to provide storage space for clothes, linen and other items.
- (c) Where possible, balconies and private gardens should be provided with each individual room.
- (d) A combined kitchen and dining area should have a minimum area of 15m² with an additional 1m² per room in a development that contains 12 or more bedrooms.
- (e) Ensure adequate numbers of toilet / shower facilities are provided and maintained, meeting the resident's needs and

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- consider consumption.
 - (f) Bathrooms should be a minimum of 5m². Taps, showerheads and toilets are to have an AAA water efficiency rating.
 - (g) 1 washing machine and washing tub for every 10 rooms.
 - (h) 1 dryer or 20m of external clothes line for every 10 rooms.
 - (i) Washing machines are to have a WELS water efficiency rating and an energy star rating of no less than 1 star below the maximum available on the market at the time of installation.
 - (j) Clothes dryers should have an energy star rating of no less than 1 star below the maximum available at the time of installation.
 - (k) All new and refurbished buildings must provide access for people with disabilities as required by the Federal Government's *Disability Discrimination Act (DDA 1992)* 1992.

3.10 Registration and Management

- (a) Boarding houses are to be registered annually with Council and be inspected at least once a year by Council.
- (b) A Management Plan is required to be submitted with the DA.

4.0 BACKPACKER ACCOMMODATION/ HOSTELS

The physical attributes of the area have meant that the Waverley LGA is attractive to the travellers/tourists whom could be defined as a 'backpacker'. To ensure backpacker accommodation is sensitive the following guidelines have been prepared.

4.1 Site Layout and Building Envelope

Objective

- (a) Backpacker accommodation be in accordance with the amenity of the surrounding locality.

Controls

- (a) The FSR of a backpacker development shall not exceed the FSR specified in WLEP 1996 and WLEP (Bondi Junction Centre) 2010 as relevant to the location of the land.
- (b) Developments shall not exceed the height limits indicated in WLEP 1996 and WLEP (Bondi Junction Centre) 2010, as relevant to the location of the land.
- (c) Building height is also to be consistent with the existing streetscape.
- (d) Building height/form should not obstruct the views of neighbouring properties.
- (e) Building setbacks should be increased as the wall height increases to reduce bulk, overshadowing, increase light and ventilation. Building bulk should be distributed by limiting the length of the wall massing along boundaries.
- (f) A number of the controls listed above may not apply if the proposed backpacker development is established through the renovation and refurbishment of an existing building. Refurbishment and extensions can have implications on adjoining properties, amenity and the public streetscape.

4.2 Parking

Objective

- (a) Ensure there is adequate provision of off street parking for occupants and staff, to assist in reducing parking congestion.

Controls

- (a) Off street parking is to be provide at the rate of 1 parking space per 15 beds, plus 1 parking space for the resident manager or vehicle operated by the establishment. Note: Refer to Part I1.

4.3 Energy Efficiency

Objective

- (a) New buildings and any building works are designed and constructed to encourage an energy efficient development.

Controls

- (a) Refer to Part G2.

4.4 Safety, Health and Amenity

4.4.1 Sleeping Rooms

Objective

- (a) Provide a functional and safe area that will cater for sleeping and storage needs of travellers.

Controls

- (a) Number of people a room can accommodate will be determined by allocating a minimum of 5.5m² of floor area for each person,
- (b) Allow adequate natural light and ventilation into the room.
- (c) Provide adequate space and secure storage facilities to allow occupants to store clothes and travel gear.
- (d) Use appropriate floor coverings in the bedrooms to minimise the impact of noise.
- (e) Provide bedding and flooring which can be easily cleaned and maintained.

4.4.2 Toilet and Showers

Objective

- (a) An adequate number of toilet and shower facilities are provided catering the requirements of occupants.

Controls

- (a) Toilet and shower facilities within the premise are to comply with the provisions of the BCA as based on the following figures:

Facilities	No. Per Person
Bathroom	1 per 10
Washbasins	1 per 10
Toilet - up to 10 residents	1 per 10
Toilet - more than 10 residents	1 per 20 males / 1 per 15 females

Table 2. Number of facilities for backpacker accommodation.

Note: Toilet facilities are required to be provided in a separate compartment from the shower/bathroom.

- (b) Toilet and shower facilities for employees and disabled persons are to be provided in accordance with the provisions of the BCA.
- (c) Bathroom facilities must be of workable size and designed to allow easy cleaning and maintenance. Taps, showerheads and toilets are to be fitted with AAA rated conservation appliances.

4.4.3 Kitchen, Dining and Living Areas

Objective

- (a) Kitchen, dining and living areas are designed to cater for the needs of the occupants and maximise energy and water efficiency.

Controls

- (a) Floor area of the combined kitchen/dining area should be determined on the basis of 1m² per occupant.
- (b) The living area should be able to accommodate between 25% - 50% of the total number of occupants at any one time.
- (c) Kitchen, dining and living areas should be designed and constructed to be convenient, comfortable and easy to clean.
- (d) Washing machines are to have a WELS water efficiency rating and an energy star rating of no less than 1 star below the maximum available on the market at the time of installation.
- (e) Clothes dryers should have an energy star rating of no less than 1 star below the maximum available at installation.

4.4.4 Laundry and Drying Facilities

Objective

- (a) Ensure adequate washing and drying facilities.

Controls

- (a) Provision should be made for the placement of an outdoor clothes line, preferably close to the laundry.
- (b) Clothes dryers should have a least energy star rating of 4 stars.
- (c) Clothes dryers must be rated no less than 1 star below the maximum available on the Energy Star rating schemes at the time of installation.

4.4.6 Noise Control - Outdoor living areas

Objective

- (a) The building does not disturb the amenity of adjoining.

Controls

- (a) Courtyards and gardens should be located away from the bedrooms of adjoining dwellings where possible.
- (b) Landscaping should be used to soften courtyards and driveways in order to minimise reflected noise.
- (c) Rooftop terraces are not permitted.

4.4.7 Fire Regulations

Objective

- (a) Ensure backpacker accommodation is designed, constructed and maintained that in the event of a fire there is adequate protection for the occupants, the building and adjoining properties.

Controls

- (a) The building must provide a reasonable level of fire safety. Good fire management practices should be in place to ensure emergency exit routes are identified and all fire services, equipment and warning systems are maintained in accordance with the provisions of *the Local Government Act 1993*.

4.5 Registration and Management

Objectives

- (a) Good management practices within backpacker accommodation are vital to ensure the occupants have a safe and enjoyable stay and the hostel is operated in a manner that does not disturb adjoining residents and landowners.
- (b) Ensure the building complies with fire safety requirements and is operated and maintained in a manner acceptable to Council.

Controls

- (a) Develop and maintain management procedures to minimise problems such as noise, party activities and parking congestion. Management is to be provided on a 24 hour basis.
- (b) Provide on-site security to reduce theft and assist in control noise levels. Ongoing communications with adjoining residents/landowners is encouraged to address concerns.
- (c) Maintain a high standard of property maintenance and cleanliness to ensure a safe and healthy environment. Management details are to be provided within the SEE at the time of the DA lodgment.
- (d) Premises used as backpacker accommodation are to be registered annually with Council.
- (e) The premises will be inspected at least twice a year by Council.

4.5.3 Loss of Affordable Housing

Objectives

- (a) Retain affordable rental accommodation in Waverley.

Controls

- (a) If the proposal results in the loss of a boarding house it is necessary to consider SEPP (Affordable Rental Housing) 2009.

5.0 BED AND BREAKFAST ESTABLISHMENTS (B&B)

Bed and breakfast establishments (B&B) provide an alternative form of tourist accommodation.

5.1 General Planning Considerations

Objective

- (a) Ensure residential amenity is maintained.

Controls

- (a) Operator of the B&B must be the owner of the dwelling house.
- (b) No more than 6 visitors staying within the B&B at any one time. Occupants should not exceed 12 including visitors, residents, friends or family.
- (c) Maximum number of bedrooms shall not exceed 3. Visitors can stay at the B&B for a maximum of 1 month. B&B shall operate in a manner which has regard to the existing amenity.
- (d) Traffic and on-street parking demands generated by the operations of the establishment are not to have an impact on the amenity of the neighbourhood. A traffic and parking impact statement is required as part of the DA.

5.2 Health and Amenity

Objective

- (a) Ensure a satisfactory standard of service in B&B's.

Controls

- (a) Toilet and bathroom facilities for the guests are separate to those used by the residents. Guests' bedrooms are calculated at a min 5.5m² / person.

5.3 Signage

Objective

- (a) Advertising material should be limited to ensure the amenity of the area is maintained.

Controls

- (a) One sign is permitted on the property to indicate the house is a B&B establishment. The sign shall not exceed 0.6m² in area.

5.4 Fire Requirements

Objective

- (a) The building meets necessary fire safety requirements.

Controls

- (a) Dwelling provides a reasonable level of fire safety. Approved smoke detector alarms are installed in all habitable corridors, passageways and hallways.

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- (b) Fire blanket and extinguisher are to be suitably mounted within the kitchen area with clear instructions for use.

5.5 Registration

Objective

- (a) To ensure the B&B is operating at a standard that is acceptable to Council.

Controls

- (a) B&B establishment is to be registered with Council annually.
(b) The premises will be inspected at least once a year by Council.