

STRATEGIC PLANNING

DRAFT **Randwick** **Development** **Control Plan** **C4 Co-living** **housing &** **boarding houses**

D05906856

18 November 2025

File reference	D04579674	Date	Signature
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1. Introduction

Explanation

Randwick City Council is committed to supporting a diverse range of housing options that meet the varied needs of our community. This includes those on lower incomes, those with complex needs, students and our essential workers groups who are vital to our local economy and the delivery of essential services such as healthcare, education and community programs.

Boarding houses have traditionally played and continue to play a key role in providing affordable rental accommodation, particularly for lone person households who may not be prioritised for social housing. Under State Environmental Planning Policy (Housing) 2021 (Housing SEPP) boarding houses are a form of affordable rental housing that must meet key requirements including maintaining rooms as affordable housing in perpetuity, management by a registered community housing provider, compliance with the NSW Ministerial Housing Guidelines and a minimum occupancy period of 3 months. Additional requirements are set out in the Boarding Houses Act 2012 and Boarding Houses Regulation 2013.

Co-living housing is a form of residential accommodation that includes at least six private rooms, each for individual or shared occupancy, with access to communal facilities. It is distinct from boarding houses in that it does not require affordability provisions or management by a registered community housing provider. Development standards for Co-living housing are specified in Clause 69 of the Housing SEPP including individual room sizes, occupancy site area, communal facilities, design/amenity requirements and car parking.

The definitions for 'Co-living housing' and 'boarding house' are contained in the Randwick Local Environmental Plan 2012.

Co-living developments are exempt from the Apartment Design Guide (ADG), unless otherwise required by a local environmental plan. This exemption allows for smaller private spaces, supplemented by communal living areas, which can improve financial viability and affordability for lone-person households, including essential workers and those on moderate incomes.

This part of the DCP aims to improve the quality of boarding houses and co-living development, whilst addressing housing diversity through the application of specific development controls.

This section of the DCP builds on the Housing SEPP provisions by setting local objectives and development controls aimed at ensuring high-quality outcomes for residents and the community.

Applicants should also refer to other relevant parts of this DCP where applicable with specific consideration given those under 'Part B – General Controls' that includes controls for:

- Local charter and heritage
- Sustainability and resilience
- Landscaping and biodiversity
- Waste & water management
- Transport, traffic and parking
- Management plans
- Part D that includes location specific controls for sites within specific precincts, local and commercial centres.

In addition to other parts of this DCP, this part should be read in conjunction with:

- State Environmental Planning Policy (Housing) 2021 (Housing SEPP)
- The Randwick Local Environmental Plan 2012 (RLEP)
- Boarding Houses Act 2012
- National Construction Code (NCC)

Building classifications under the Building Code of Australia

The Building Code of Australia (BCA) outlines technical provisions for the design and construction of boarding houses and co-living developments, covering aspects such as fire safety, access, and structural stability. The BCA classifies buildings based on their intended use, with boarding houses falling under two distinct classifications, Class 1b and Class 3, as detailed in Table 1 below.

This part of the DCP part applies to both Class 1(b) and Class 3 buildings.

Table 1: BCA Building Classifications

BCA Building Class	Definition
Class 1(b)	“small-scale shared accommodation” (boarding houses, hostels, guest houses, co-living) under the 12 person / 300 m ² threshold.
Class 3	larger-scale premises (commercial-type accommodation, boarding schools, larger hostels, co-living above thresholds).

Note

Refer to the BCA for detailed buildings classifications.

1.1. Application

This DCP section applies to all development applications (DA) for new or existing co-living developments or boarding houses, which seek approval for:

- Establishing a new purpose-built co-living development or boarding house
- Conversion or adaptation of an existing building to a co-living development or boarding house
- Alteration, intensification, or refurbishment of an existing co-living development or boarding house.

2. General objectives & controls

2.1. Amenity, character and built form

Explanation

Boarding house and co-living housing developments must be designed to deliver high levels of residential amenity, respond sensitively to the character of the surrounding area, and achieve a high-quality built form. This includes ensuring adequate privacy, solar access, ventilation, acoustic protection, and access to open space for residents. Developments should respect the scale, form, and architectural context of neighbouring buildings and contribute positively to the streetscape. Built form must support internal functionality, future adaptability, and passive environmental performance, while minimising adverse impacts on adjoining properties.

Objectives

1. Promote housing choice and affordability through the delivery of high-quality boarding houses in Randwick City
2. Ensure high standards of amenity and safety for residents of co-living housing developments and boarding houses, as well as for surrounding neighbours
3. Manage co-living developments to ensure they support housing diversity while remaining consistent with the objectives of the applicable land use zone
4. Ensure large scale student housing is designed to minimise any potential land use conflicts and local infrastructure impacts through appropriate design
5. Ensure new co-living developments and boarding houses are compatible with the scale, character and streetscape of the surrounding built form
6. Promote physical accessibility in the design of co-living housing developments and boarding houses to support inclusive living environments
7. Foster social interaction and social cohesion through built form that encourages shared spaces and a sense of belonging
8. Support future adaptability by ensuring that structural design and amenity standards do not constrain potential conversion to ADG-compliant residential unit.

Controls

- a) Built form must comply with the relevant parts of *Part B*, *Part C* or *Part D* of this DCP.
- b) Development applications for co-living housing and boarding houses must address the following:
 - i. For Class 3 buildings, provide a Design Report
 - ii. For Class 1(b) buildings, address the following in the Statement of Environmental Effects:
 - Demonstrate compliance with the minimum amenity standards for co-living housing under the Housing SEPP 2021 and the relevant chapters of this DCP and identify any enhancements that improve these standards to achieve a higher level of living amenity for occupants e.g. increased communal living area size, ceiling heights, and bedroom dimensions
 - Clearly explain how the built form responds to the desired local character and surrounding context including the relationship to heritage or contributory buildings. The proposal must deliver a high-quality built form design and well-integrated public/private domain interface at the ground level that is

- consistent with the built form chapter of this DCP relevant to the zone in which the development is proposed
 - Outline how the development achieves improved sustainability, natural cross ventilation and solar access, passive thermal design, reduced reliance on mechanical systems, effective waste management and reduced operational costs
- c) Submit an Acoustic Report prepared by a suitably qualified acoustic consultant addressing:
 - i. Potential noise sources during operation of the development including any outdoor communal areas, mechanical plant and equipment and kitchen exhaust systems
 - ii. Desirable acoustic performance criteria addressing potential external nighttime noise activities including outdoor dining, cafes, restaurants, small bars, outdoor performances and live music
 - iii. Mitigation measures such as effective sound proofing construction and management practices to minimise impacts on occupants
 - iv. Indicative locations of facilities including bathrooms, kitchens and laundries and associated appliances must be indicated clearly on the relevant plans submitted with any development application
- d) Internal layout must:
 - i. Locate kitchen, dining room, lounge room and outdoor open space adjacent to or directly accessible from each other
 - ii. Position similar uses (such as bedrooms or bathrooms) back to back, to minimise internal noise transmission
 - iii. Design communal open space, balconies and bedroom windows or other communal areas, to minimise overlooking, privacy intrusion and acoustic impacts on adjoining properties
- e) minimise the number of party (shared) walls between rooms where possible and provide additional acoustic mitigation measures where this is unavoidable
- f) Use screen fencing, landscaping and acoustic barriers where practicable to reduce noise and reduce visual impacts to adjoining properties
- g) Design co-living housing and boarding house developments to support future adaptability, including potential conversion to other residential formats. This includes:
 - i. Incorporating Design for Disassembly principles and controls in Part B3 Sustainability and Resilience of this DCP to allow for efficient reconfiguration, reuse, or recycling of building components
 - ii. Avoiding structural layouts that limit flexibility or constrain future compliance with the Apartment Design Guide (ADG)
 - iii. Using modular or demountable construction methods where feasible to reduce waste and support long-term sustainability
 - iv. Ensuring that services (e.g. plumbing, electrical, ventilation) are accessible and adaptable to accommodate future changes in use or layout.

Note:

Please also refer to the Protection of the Environment Operations (POEO) Act 1997, POEO Regulation 2008 and relevant policies and guidelines for noise prevention and control.

2.2. Boarding rooms and co-living housing rooms

Explanation

The design and layout of individual rooms in boarding houses and co-living housing developments directly affect the comfort, privacy, and wellbeing of residents. Ensuring adequate room size, access to natural light and ventilation, and appropriate facilities supports a high standard of living and long-term adaptability of the development.

Controls

- a) All rooms must meet the minimum size requirements outlined within the Housing SEPP and in addition must have a width of 2.6m
- b) Developments must include a mix of room typologies, including cluster arrangements, to support diverse living needs and promote social interaction
- c) Rooms are to be designed to maximise direct sunlight and ensure adequate levels of daylight throughout the day contributing to occupant comfort and well-being
- d) Each room must include a balcony, terrace or window opening to outdoor areas to provide natural light and ventilation. Windows must have minimum glass area equivalent to at least 10% of the room's total floor area
- e) All double occupancy rooms must include an en-suite bathroom. En-suite bathrooms also strongly encouraged in single occupancy rooms to enhance privacy and amenity
- f) The inclusion of kitchenettes is encouraged to support independent living. However gas appliances are not to be installed in individual boarding rooms and co-living rooms due to health and safety risks associated with gas use in small spaces (typically smaller than an ADG compliant studios) and developments with high resident density.

Note:

Skylights or windows opening to an internal hallway, corridor or lightwell cannot be used as the sole source for light and air circulation for any habitable room.

En-suite bathrooms are to be a minimum of 2.1sqm which must include a hand basin and a shower that is a minimum of 0.8sqm. Accessible bathrooms must meet the requirements of Part C3 of this DCP and the relevant Australian Standards for accessible bathrooms.

Any kitchenette with appliances or capable of catering to portable appliances must provide adequate mechanical ventilation to ensure smells and toxic fumes do not impact the amenity and health of occupants.

2.3. Communal living areas, kitchen, bathroom and laundry facilities

Explanation

Communal facilities are essential in shared living environments. Their design must ensure accessibility, functionality, and hygiene while supporting social interaction and resident wellbeing. These spaces must meet minimum standards and be designed to accommodate the number of residents safely and efficiently.

Controls

- a) All communal living areas, kitchens, bathrooms and laundry facilities must comply with requirements of the Housing SEPP:
 - i. Clause 24 for Boarding Houses
 - ii. Clauses 68 & 69 for Co-living housing
- b) Communal kitchen, bathroom, and laundry facilities must be provided and easily accessible to all residents, unless these facilities are included within individual boarding or co-living rooms
- c) Communal Kitchens must include:
 - i. One sink with running hot and cold water and one cooktop for every 6 residents (or part thereof)
 - ii. 0.13 cubic metres of refrigerator storage space per resident
 - iii. 0.05 cubic metres of freezer storage space per resident
 - iv. 0.30 cubic metres of lockable drawer or cupboard storage space per resident
- d) Communal Bathroom facilities must include:
 - i. one wash basin with hot and cold water
 - ii. one toilet and one shower for every 6 residents in rooms without en-suite facilities. For development more than 12 rooms without ensuite bathrooms, provide separate male and female bathroom facilities
- e) Laundry Facilities must include:
 - i. one automatic washing machine with a capacity of 5kg or greater and one domestic dryer for every 10 residents
 - ii. Where possible, locate clotheslines to maximise solar access while maintaining the amenity of communal open space and avoiding visual intrusion from the street
- f) Communal areas should be located and designed to minimise noise impacts on rooms and neighbouring properties.

Notes:**Communal Living Area Calculation**

Only indoor communal living and dining areas should be included in the calculation of communal living space. The following areas must be excluded from this calculation:

- Boarding rooms
- Kitchens
- Bathrooms
- Laundries
- Reception areas
- Storage rooms
- Parking areas
- Hallways and corridors
- Enclosed balconies
- Any other non-living spaces

This ensures that communal living areas are accurately measured and reflect usable shared spaces intended for social interaction and resident comfort.

Kitchen Ventilation

All communal and shared kitchen areas must be equipped with adequate mechanical ventilation systems to prevent the build-up of cooking odours, smoke, and potentially harmful fumes. Ventilation must be designed to protect the health and amenity of residents, particularly in developments with high occupancy and compact layouts.

2.4. Communal open space

Explanation

Communal open space provides opportunities for recreation, relaxation, and social interaction. It must be well-designed, accessible, and receive adequate sunlight to enhance amenity. Landscaping and shared facilities should support both environmental performance and community building.

Controls

- a) Communal open space in boarding house and co-living developments must comply with the relevant provisions of the Housing SEPP. In addition communal open space must:
 - i. Be provided at ground or podium level in the form of a courtyard or terrace area, that is accessible to all residents
 - ii. Be located and orientated to maximise solar access, with at least 50% of the communal open space receiving at least 2 hours of direct sunlight in mid-winter between 9am and 3pm
 - iii. Incorporate a combination of both hard and soft landscaped areas with a minimum of 50% of the communal open space comprising soft landscaped areas to support biodiversity, amenity and stormwater management
 - iv. Include shared facilities such as fixed outdoor seating benches, barbecues and the like to encourage social interaction and community well-being
 - v. Be located outdoors and include partial cover for weather protection, such as pergola, canopy or the like, provided such structures do not result in

unreasonable overshadowing on adjoining properties or occupy more than 15% of the total communal open space.

Note:

If provided, a roof terrace cannot be used as the sole or main communal open space. It can only function as supplementary open space to minimise privacy impacts on neighbouring properties in residential zones and enhance the living amenity for occupants.

Refer to Part C1 Low Density Residential and Part C2 Medium Density Residential DCP for other specific controls on roof-top terraces.

2.5. Accessibility

Explanation

Inclusive design ensures that all residents, regardless of ability, can access and use the facilities safely and comfortably. Compliance with national standards and legislation supports equitable access and promotes social inclusion.

Controls

- a) All new boarding house and co-living developments including conversions or additions to existing buildings must:
 - i. Comply the minimum access requirements set out in the Building Code of Australia (BCA) and AS 1428.1 (Design for Access and Mobility)
 - ii. comply with the Disability Discrimination Act (DDA) and the Access to Premises Standards, ensuring equitable access for people with disabilities. These combined requirements support inclusive design and ensure buildings are safe, suitable, and accessible for all users.

2.6. Safety and crime prevention

Explanation

Safety and security are critical in shared living environments. Passive surveillance, clear sightlines, and secure access arrangements help prevent crime and promote a sense of safety for residents and neighbours. CPTED principles should be embedded in the design to support long-term safety outcomes.

Controls

- a) Locate building entry points and internal entries to living areas where they are clearly visible from common spaces to support passive surveillance
- b) Locate at least habitable room (such as lounge room, kitchen, dining or bedroom) to allow casual observation of the street and communal open space
- c) Where possible locate the main entry point at the front of the site, away from the side boundaries and adjoining properties
- d) Use open fencing or low-level landscaping to separate private open space from public and communal areas, maintaining visibility while defining boundaries
- e) Select trees and low-lying shrubs to maintain clear sight lines and do not create opportunities for concealment or entrapment
- f) For development resulting in over 12 rooms and catering to mixed demographics, design of floorplates secure separation of resident groups. For example, the top floor of a three-

storey development may be designed to allow for restricted access to only the residents of that floor, allowing for vulnerable people (such as those escaping domestic violence or elderly women) to be housed securely and separately from other residents. This provides community housing providers (CHP) with flexibility to implement tailored security measures

- g) Install surveillance camera technology at:
 - i. external entry/exits points
 - ii. internal stairwells with limited passive surveillance
 - iii. any proposed lifts
- h) For all Class 3 development submit a Crime Prevention Through Environmental Design (CPTED) report or risk assessment demonstrating how CPTED principles are adequately incorporated into the design of the development. The level of detail should be proportionate to the scale of the development
- i) Class 1(b) developments, demonstrate basic CPTED measures within the submitted documentation such as the statement of environmental effects, design report or submitted plans.

Note:

The installation of surveillance devices must be in compliance with the Surveillance Devices Act 2007 to ensure any such technology does not impact the privacy of residents.

2.7. Parking and traffic

Explanation

Appropriate parking and traffic management ensures developments integrate safely and efficiently with the surrounding street network. Assessments must consider impacts on traffic flow, pedestrian safety, and service access, particularly for larger developments or those in sensitive locations.

Controls

- a) Development must comply with parking rates within Part B7 – Transport, traffic and parking of this DCP and/or the Housing SEPP
- b) In addition to the above, all Class 1(b) developments must be supported by a Traffic and Parking Impact Assessment (TIA) prepared by a suitably qualified professional, addressing:
 - i. Existing traffic conditions
 - ii. ingress and egress arrangements
 - iii. waste collection
 - iv. likely impacts on traffic flows and the surrounding street network
 - v. pedestrian and traffic safety
- c) Class 3 development must be supported by:
 - i. A comprehensive Traffic and Parking Impact Assessment (TIA) addressing the above and all relevant requirements in Part B7 of this DCP
 - ii. A Parking and Access Study meeting the requirements of Part B7 of this DCP.
 - iii. Delivery and Servicing Plan meeting the requirements of section 3, Part B7 of this DCP.

- iv. Construction Traffic Management Plan meeting the requirements of section 3, Part B7 of this DCP.
- v. A Green Travel Plan that meets the requirements of section 3, Part B7 of this DCP and for student housing highlights active transport and car share opportunities for students.

2.8. Sustainability and energy efficiency

Explanation

Sustainable design reduces environmental impact, lowers operational costs, and improves comfort for residents. Developments must meet energy and water efficiency standards and incorporate passive design strategies to support long-term resilience and climate adaptation.

Controls

- a) All development applications for new boarding houses and co-living developments (including substantial alterations and additions) must be submitted include:
 - i. Class 1b: a valid BASIX Certificate
 - ii. Class 3: a Section J Deemed to Satisfy Report under the National Construction Code
- b) Ceiling fans must be installed in all rooms to provide a energy-efficient and cost-effective cooling of rooms
- c) All whitegoods and appliances provided must comply with Part B3 – Sustainability and resilience of this DCP. Details must be shown on submitted plans and will be enforced through conditions of consent
- d) Water efficiency must meet NABERs requirements outlined in Part B3 – Sustainability and resilience of this DCP. Compliance must be demonstrated on submitted plans and enforced through conditions of consent.

3. Specific controls - Boarding houses

Explanation

High-quality building design and adequate facilities are essential to creating safe, comfortable, and sustainable living environments for boarding house residents. These standards also help protect the amenity of surrounding properties and support the long-term economic viability of boarding house developments.

Design standards must be consistent with the Housing SEPP 2021, Randwick Local Environmental Plan 2012 (RLEP), and relevant chapters of this DCP, including built form controls for the applicable zone and any precinct-specific provisions. Traffic and parking requirements must also comply with the State Environmental Planning Policy (Transport and Infrastructure) 2021 (TI SEPP) and Part B7 Transport, Traffic and Parking of this DCP.

3.1. Operational management

Explanation

Effective operational management is essential to ensure boarding houses function safely and efficiently. Clear responsibilities, appropriate staffing, and visible contact information help maintain order, support residents, and respond to issues promptly.

Controls

- a) All boarding houses must be managed by a registered Community Housing Provider, unless owned and managed by Homes NSW
- b) Assisted boarding houses must have an approved manager in accordance with Subdivision 4 of the Boarding Houses Act 2012
- c) Where an onsite manager is required a double sized room must be provided for their accommodation
- d) A Point of Sale area of at least 8sqm and 2m wide must be provided in a suitable location such as a common area
- e) The name and contact details of the on-site manager or managing agent/community housing provider must be displayed externally at the front entrance of the boarding house and internally within the communal living area.

3.2. Management plan

Explanation

A well-prepared day-to-day management is critical to maintaining high standards of amenity for both residents and neighbours. A Management Plan ensures the boarding house operates responsibly and outlines house rules, safety procedures and operational protocols, helping to prevent issues and support both residents and the surrounding community.

Objective

1. To ensure all boarding houses are managed in a way that protects residential amenity, supports safety, and promotes responsible occupancy.

Controls

- a) A Management Plan must be submitted with all development applications for new and existing boarding houses. The plan must address the general requirements outlined in Part B9 - Management Plans, and include:
- i. Evidence of the selected (CHP) for the ongoing management of the development
 - ii. A schedule detailing furnishing for boarding rooms, communal facilities including appliances in kitchens, bathroom and laundry fit outs and maximum occupancy of each room
 - iii. House rules, covering issues such as resident behaviour, visitor and party policies, activities/functions and noise control, use and operation hours of common areas (e.g. communal open space and living rooms) and policies for regulating smoking and consumption of alcohol and illicit drugs
 - iv. Arrangements for professional cleaning and vermin control for at minimum, the shared facilities, such as kitchens and bathrooms
 - v. Public notices and signs, including:
 - The manager/caretaker and the CHP contact details placed near the front entry and in a visible position to the public
 - Fixed room identification numbers clearly displayed for each boarding room
 - Internal signage prominently displayed in each boarding room and/or communal living areas informing maximum number of lodgers per room, house rules, emergency contact numbers for essential services, annual fire safety statement and current fire safety schedule and emergency egress routes and evacuation plan
 - vi. The manager/caretaker must maintain an up-to-date accommodation register with information on residents' details, length of stay, etc. and provide to Council officers upon request
 - vii. Ongoing management arrangements to ensure safety and crime mitigation measures are maintained for the life of the development
 - viii. Ongoing operational arrangements to minimise and manage noise transmission to adjoining properties
 - ix. Management and staffing arrangements including overview of staff roles and key responsibilities
 - x. Placement and composition of furnishing and fittings to meet fire safety requirements
 - xi. Procedures for regular fire safety checks including that all required exits and egress paths are unobstructed and free of locks
 - xii. Provision of information on community and education services, including health, counselling and cultural services
 - xiii. Critical Incident Management and Emergency & Evacuation Procedures.

4. Specific Controls - Co-living accommodation

Explanation

Co-living developments must be designed to meet the everyday needs of residents, including access to safe, functional, and socially supportive shared spaces. These developments should offer high quality internal amenity, privacy, functionality and adaptability. Furthermore, the development must be designed in a way that does not negatively impact neighbouring amenity and the local streetscape.

Note: Provisions contained in this section are in addition to the relevant Housing SEPP requirements.

4.1. Built form and Design

Explanation

Co-living developments should be designed with long-term adaptability in mind. Floorplates and facades must allow for future conversion into standard residential apartments, ensuring the building remains viable and responsive to changing housing needs.

Controls

- a) Floorplates and facades must be designed to allow flexible conversion into Apartment Design Guide (ADG) compliant residential units, requiring only internal alterations or minor external alterations.

4.2. Operational Management & Management Plan

Explanation

Strong operational management plan is essential for co-living developments to function effectively and maintain a high standard of amenity. A comprehensive management plan ensures safety, cleanliness, and respectful behaviour, while also outlining procedures for emergencies and holiday periods.

Controls

- a) An Operational Management Plan must be submitted with any development application addressing the following additional requirements:
 - i. Maximum number of occupants to be accommodated at any one time
 - ii. Contact details for a 24 hours a day responsible person
 - iii. On site security arrangements
 - iv. A schedule detailing furnishing for sleeping rooms
 - v. Cleaning and maintenance arrangements
 - vi. Ongoing operational arrangements to minimise and manage noise transmission to adjoining properties
 - vii. Overview of management and staff roles and responsibilities
 - viii. Measures to ensure emergency systems including lighting and smoke detectors, sprinklers systems, and air conditioning remain operational at all times

- ix. Placement and composition of furnishing and fittings to meet fire safety requirements
- x. Procedures for regular fire safety checks, ensuring that all required exits and egress paths remain unobstructed
- xi. Information to residents on community and education services, including health, counselling, and cultural services
- xii. House rules regarding behaviour of residents and visitors
- xiii. Critical Incident Management and Emergency and Evacuation Procedures
- xiv. Management procedures over holiday periods.

