



DEVELOPMENT CONTROL PLAN – BACKPACKER ACCOMMODATION.

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OBJECTIVE

To provide detailed development controls, standards and specific guidelines for the development of backpacker accommodation that will assist in the preparation of development proposals and in the assessment of development applications.



BACKPACKER ACCOMMODATION



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DEVELOPMENT CONTROL PLAN

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CONTENTS

Part 1 General Information

1.1	Introduction	1
1.2	Aims and Objectives	1
1.3	Interpretation	2
1.4	Composition of the DCP	2

Part 2 Building Design Requirements

2.1	Site Layout and Building Envelope	3
2.1.1	Floor Space Ratio	3
2.1.2	Height	3
2.1.3	Setbacks.....	3
2.2	Building Appearance	4

Part 3 Safety Health and Amenity

3.1	Sleeping Rooms	4
3.2	Toilets and Showers	5
3.3	Kitchen Facilities and Dining Areas	5
3.4	Laundry and Drying Facilities	6
3.5	Access for Persons with a Disability.....	7
3.6	Communal Recreation Areas	8
3.7	Parking	8
3.8	Waste Management	9
3.9	Energy Efficiency	10
3.10	Noise	10

Part 4 General Standards

4.1	Management	11
4.1.1	Explanation	11
4.1.2	Management Plans	11
4.1.3	Registration	12

Part 1 GENERAL INFORMATION

1.1 INTRODUCTION

This Development Control Plan (DCP) has been prepared in accordance with the provisions of the *Environmental Planning and Assessment Act 1979* and the *Environmental Planning and Assessment Regulation 1994*.

The DCP applies to development for backpacker accommodation on land zoned General Business 3A and Local Business 3B under Randwick Local Environmental Plan 1998 (LEP 1998).

This DCP encourages the design, development and management of backpacker accommodation in a manner which appreciates the surrounding land use and natural environment, and which ensures a high standard of amenity for guests, including persons with a disability.

All development applications are assessed under the "Matters for Consideration" contained in Section 79(c) of the Environmental Planning and Assessment Act, 1979 (as amended). The cumulative impact of backpacker accommodation will also be one of those matters which will be considered and this issue should be addressed in the Statement of Environmental Effects accompanying development applications.

1.2 AIMS & OBJECTIVES

The aims and objectives of this DCP are:

- a) To provide specific guidelines for backpacker accommodation that will assist in the preparation of development proposals and in the assessment of development applications.
- b) To ensure that any building that has been developed or adapted as backpacker accommodation:
 - protects or enhances the character and amenity of an area; and
 - provides a high standard of amenity for the users of that facility.
- c) To provide for good relationships between backpacker accommodation and neighbouring properties.
- d) To ensure that the current amenity of an area is maintained and protected from detrimental impacts including privacy, overshadowing, noise, antisocial behavior, and personal safety.
- e) To ensure that backpacker accommodation is designed and operated in a manner which ensures the safety and well being of all potential users.
- f) To ensure that any building used for backpacker accommodation is designed and constructed so that reasonable access and circulation is possible for a person with a disability consistent with the Building Code of Australia and relevant standards.

- g) To encourage the energy efficient design and construction of backpacker accommodation.
- h) To ensure that Council's waste reduction policy is enforced through the provision of cost effective waste services.

1.3 INTERPRETATION

In this plan, the following definitions apply:

Backpacker Accommodation means a building or place used for providing temporary accommodation for tourists whose principal place of residence is elsewhere and where communal kitchen and laundry facilities may be provided, but which is not licensed to sell liquor within the meaning of the *Liquor Act 1982*.

BCA means Building Code of Australia.

Communal Recreation Area means an area provided for the use of guests for the purposes of recreation which promotes the physical and cultural welfare of guests, and may be within or external to a building, but does not include kitchen and dining areas, reception area, storage areas, garages, carports, laundries, clothes-drying areas, garbage collection and handling spaces, incinerators, driveways, parking, manoeuvring, loading, unloading and ramp spaces.

Floor Space Ratio means the ratio of the total gross floor area of all buildings (existing and proposed) to the site area.

Offensive noise means noise:

- (a) That, by reason of its level, nature, character or quality, or the time at which it is made, or any other circumstances:
 - (i) is harmful to (or is likely to be harmful to) a person who is outside the premises from which it is emitted, or
 - (ii) Interferes unreasonably with (or is likely to interfere unreasonably with) the comfort or repose of a person who is outside the premises from which it is emitted, or
- (b) That is of a level, nature, character or quality prescribed by the regulations or that is made at a time, or in other circumstances, prescribed by the regulations.

1.4 COMPOSITION OF THE DCP

The DCP is divided into 4 Parts.

Part 1 is the introduction, including aims and objectives of the DCP

Part 2 describes the building design requirements for backpacker establishments.

Part 3 describes the specific controls relating to safety, health and amenity standards which apply to backpacker accommodation. These cover: sleeping rooms, kitchen and dining areas, toilets and showers, communal recreation areas, laundry and drying facilities, parking, waste management, access, noise and energy efficiency.

Part 4 deals with the management provisions relating to backpacker accommodation.

Part 2 BUILDING DESIGN REQUIREMENTS

2.1 SITE LAYOUT AND BUILDING ENVELOPE

Objective

- The layout of a building including purpose-built backpacker accommodation should be designed and constructed to respect the amenity of immediately adjoining land uses.

Controls and Guidelines

2.1.1 Floor Space Ratio

- The floor space ratio (FSR) of a backpacker development within Zone no. 3A and 3B shall not exceed the FSR shown by distinctive shading on the map (Randwick LEP 1998).

2.1.2 Height

- Development within Zone no. 3A & 3B shall not exceed the maximum height limits shown by distinctive shading on the map.
- Building height should be similar to those in the public streetscape.
- Building height and bulk should be distributed on the site to ensure that there is no significant loss of amenity to adjacent sites, open space and public streets.

2.1.3 Setbacks

- Buildings are to be built to the main street boundary.
- Building setbacks should be increased as the wall height increases to reduce bulk, overshadowing and increase light and ventilation.
- Where a separate DCP applies to the commercial centre in which a development for backpacker accommodation is proposed, developments are to comply with the setback provisions of the relevant DCP.

Note: The following Commercial Centre Development Control Plans should be consulted where applicable.

- Maroubra Junction
- Kingsford
- Kensington
- Matraville
- Randwick Junction
- Maroubra Beach
- "The Spot" and surrounds
- Coogee Precinct

2.2 BUILDING APPEARANCE

Objective

- *To ensure that the appearance of backpacker developments complements the existing streetscape and neighbourhood character, particularly in areas of identified and valued character.*

Controls and Guidelines

- The exterior appearance of any new development should respect or enhance the existing character of the streetscape.
- The appearance of purpose built backpacker accommodation and renovated existing buildings will need to demonstrate satisfactory attention to the streetscape, including:
 - ◆ Siting and design to address the street building height
 - ◆ Roof pitch
 - ◆ Building articulation
 - ◆ Materials and detailing

Part 3 SAFETY, HEALTH AND AMENITY

3.1 SLEEPING ROOMS

Objective

To provide a functional and safe area that is able to cater for the sleeping and storage needs of the travellers.

Controls and Guidelines

- The number of people accommodated in a sleeping room will be determined by allocating a minimum of 5.5m² of floor area in a sleeping room for each person.
- Lighting and ventilation shall be provided in accordance with the requirements of the BCA and *Schedule 1* of the Local Government Act Orders Regulation *Standards for Places of Shared Accommodation*.
- Adequate space and secure storage facilities to allow occupants to store clothes and travel gear should be provided in each sleeping room, or alternatively adequate facilities must be provided elsewhere in the building.
- Appropriate floor coverings are to be provided in sleeping rooms to minimise the impact of noise and noise generation.
- Bedding and flooring must be able to easily be cleaned and maintained.

3.2 TOILETS AND SHOWERS

Objective

To provide an adequate number of toilet and shower facilities to cater for the requirements of the occupants.

Controls and Guidelines

- The toilet and shower facilities within the building are to comply with the provisions of the BCA. The number of facilities to be provided should be based on the following figures:

	Washbasin	Toilet	Bath/Shower
Residents	1 per 7	1 per 7	1 per 7
Staff	1 per 30		
Female		1 per 15	
Male		1 per 20	

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

- Toilet and shower facilities for employees and persons with a disability are to be provided in accordance with the provisions of the BCA.
- Bathroom facilities must be of a workable size and designed to allow easy cleaning and maintenance.

3.3 KITCHEN FACILITIES AND DINING AREAS

Objective

To ensure that appropriate kitchen facilities and dining areas are provided to cater for the needs of the occupants.

DCP Controls and Guidelines

- At least 1 communal kitchen and 1 communal dining area is to be provided (may be combined). The minimum combined floor area of these rooms is to be 1m² per person to be accommodated within the facility.
- Cooking facilities should be sufficient so that 15-20% of the maximum number of guests may prepare meals at any one time.
- Kitchen facilities should be capable of being used by a person with a disability. In this regard the requirements of AS 1428.2 relating to furniture and fitments is to be observed when designing kitchen facilities.
- An approved fire blanket and fire extinguisher should be located within 2 metres of the cooking area.
- Kitchen facilities and dining areas should be designed and constructed to be convenient and comfortable for the occupants to use and easy to clean and maintain.
- Kitchen facilities are to be designed and constructed in accordance with Council's *Code for the Construction of Food Premises*, which will ensure the preservation of healthy conditions in the kitchen.
- Kitchen facilities, including floor coverings, are to be provided in accordance with Schedule 1 of the Local Government Act Orders Regulation "Standards for Places of Shared Accommodation".

3.4 LAUNDRY AND DRYING FACILITIES

Objective

To provide adequate space and facilities for clothes washing and drying.

Controls and Guidelines

- A separate communal laundry area is to be provided within the building.
- One (1) washing machine and one (1) wash tub is to be provided for every 30 beds.
- One (1) dryer or 20m of external clothesline is to be provided for every 30 beds.
- Washing machines and mechanical dryers shall not be used between the hours of 10.00pm and 8.00am.
- Laundry and drying facilities should be accessible and adaptable for use by a person with a disability.

3.5 ACCESS FOR PERSONS WITH A DISABILITY

Objective

To ensure the building is designed to allow reasonable access by people with disabilities.

Controls and guidelines

- Access and facilities for people with a disability must be designed in accordance with the following:
 - BCA – Access and Egress (Part D, E and F)
 - AS1428.1 – Design for Access and Mobility
 - AS4299 – Adaptable Housing
- At least 1 sleeping room capable of accommodating 4 people is to be accessible for persons with a disability.
- The design of all backpacker accommodation, including the use of existing buildings, must address the provision of access and useability by a person with a disability. This includes access to and from common areas, kitchen facilities, dinning room and laundry facilities, recreation areas and parking areas.

ADVISORY NOTE:

The Federal *Disability Discrimination Act 1992* (DDA) provides protection for everyone in Australia against discrimination based on disability.

Disability discrimination happens when people with a disability are treated less fairly than people without a disability. Disability discrimination also occurs when people are treated less fairly because they are relatives, friends, carers, co-workers or associates of a person with a disability.

Complying with the BCA, or other local planning regulations such as this DCP, does not necessarily mean premises will comply with the requirements of the DDA. It is therefore important that owners, builders and developers should ensure access issues are addressed as fully as possible from the design stage onwards.

The Disability Discrimination Commission has produced *Advisory Notes on Access to Premises* to assist people to better understand their rights and responsibilities in relation to access to premises. Owners, builders and developers are encouraged to refer to the *Advisory Notes* when designing backpacker accommodation as they provided a number of 'Reference points and notes' to assist people to better understand the design options open to them trying to achieve equitable access to the use of premises.

3.6 COMMUNAL RECREATION AREA

Objective

To provide sufficient recreation areas and facilities, either within or external to the building.

Controls and Guidelines

- A minimum of 2m² of communal recreation space is to be provided per person. This area is to have a minimum dimension of 3m, and may be located either within or outside the building and compiled from no more than 2 locations.
- Outdoor communal areas are to be set back from neighbouring residential properties by 2 metres, or otherwise physically separated from those neighbouring properties to the extent that the potential for littering is minimised (eg. fencing, vegetation).
- At least 30% of outdoor communal areas are to be capable of growing substantial trees and should be planted with an appropriate large tree species when the site is landscaped.
- Lighting of outdoor recreation areas is to be baffled to prevent intrusion on the amenity of neighbouring properties.
- All communal recreation areas are to be accessible to a person with a disability.
- All communal recreation areas must provide a variety of appropriate recreational facilities for the use of guests (eg. television, books, games, stereo, barbeque).

3.7 PARKING

Objective

To ensure that an adequate level of on site parking is provided to meet parking demand.

Controls and Guidelines

- A minimum of 1 space is to be provided per 10 beds, plus 1 space per 2 staff.
- A minimum of 1 parking space is to be provided for a person with a disability. The space should be at least 3200mm wide and, where undercover parking is provided, there should be clearance from the ceiling of at least 2500mm.
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- Carparking spaces for people with disabilities must be provided in accordance with the provisions of Part D of the BCA.
- Parking areas are to be landscaped to soften visual impact, and minimise potential noise intrusion on neighbouring properties.
- Parking areas shall be available to guests on a 24 hour basis.

The parking requirements of this DCP relating to the number of spaces required for backpacker accommodation overrides the provisions of Randwick DCP – Parking.

3.8 WASTE MANAGEMENT

Objective

To ensure that provision is made for waste reduction and strong recycling practices.

Controls and Guidelines

- Waste bins should be located in all food preparation rooms, sleeping rooms and communal areas.
- Clearly identified indoor recycling bins should be provided adjacent to waste bins within the premises.
- All bins within the premises are to be emptied frequently to avoid malodours and reduce the attraction for insects and rodents.
- A screened area is to be provided external to the premises for contractor provided wheeled garbage and split recycling bins.
- Garbage is contracted for weekly collection from the kerbside adjacent to the premises. The management of backpacker premises is responsible for ensuring that garbage bins are placed at the kerbside in time for collection.
- The management is also responsible for ensuring that the garbage bins are removed from the kerbside after collection and cleaned so that the washout is emptied either over a grassed area or into a sewer gully trap, but not into a stormwater drain.
- Recycling bins are contracted to be collected fortnightly from the kerbside. The management of the backpacker premises is responsible for the placement, cleaning and return of the bins as per the requirements above for garbage bins.
- The split recycling bin is to be used for recycling the products as shown on the picture on the bin lid and is not to be used for any other material or any overflow of garbage.

3.9 ENERGY EFFICIENCY

Objective

- *To reduce the use of fossil fuels through energy efficient design and construction.*

Controls and Guidelines

- New development should be orientated and designed to ensure that optimum solar access is achieved, whilst respecting traditional street patterns and streetscape, as well as both built and natural heritage.
- Adequate ventilation of buildings should be achieved by; permanent openings, windows, doors or other devices, having an aggregate opening size of not less than 5% of the floor area of the room.
- The design and layout of buildings is to ensure proposals will not reduce solar access to nearby buildings, by more than 1/3 measured at 9.00am, 12.00pm and 3.00pm at the winter solstice, and will not overshadow adjacent solar water heaters or solar collectors.
- The building is to achieve a minimum 3.5 star rating by Nat HERS or equivalent.
- Materials used in the construction of buildings should have good thermal mass, such as bricks, concrete and stone. These materials should be used where they can benefit the thermal comfort and energy efficiency of a building.

3.10 NOISE

Objectives

- *To protect surrounding and adjoining residents from noise intrusion.*
- *To provide a reasonable acoustic environment for guests.*

Controls and Guidelines

- Sources of noise, such as the kitchen, communal rooms, communal recreation areas, and parking areas shall be sited and designed to prevent offensive noise nuisance to adjoining properties.
- Rooms and features that generate noise (eg. laundry, communal recreation areas, and kitchens) are to be located away from, or soundproofed from sleeping rooms, public telephones and property boundaries in residential areas so as to prevent offensive noise nuisance to adjoining properties.
- Backpacker facilities accommodating 12 persons or less are subject to *Part 2.8.6 – Sound Insulation*, of the Housing Provisions of the Building Code of Australia. Backpacker facilities accommodating more than 12 persons are subject to *Part F5 – Sound Transmission* of the Building Code of Australia.
- Windows and external openings are to be located away from internal and external noise generators.

- Exhausts/motor units and generators should be housed in acoustic enclosures or located in areas away from living or sleeping rooms, within the building or adjacent buildings.
- Buildings are to be insulated to the extent that offensive noise levels are restricted to no more than 5dBa above ambient level at any boundary.
- Rooftop terraces are not permitted.

Part 4 GENERAL STANDARDS

4.1 MANAGEMENT

4.1.1 Explanation

Quality day-to-day management is the key to good neighbour relations. Poorly managed backpacker accommodation establishments can have a negative impact on the amenity of adjoining properties.

4.1.2 Management Plans

In order to ensure that this potential is minimised, a Management Plan must be submitted with all Development Applications for backpacker accommodation.

The Management Plan shall address the following:

a) Management

- A responsible manager, over the age of 18 years is to be on the premises at all times. (Note: guests shall not be used as temporary managers).

b) Management is responsible for:

- Ensuring the facility is run in a manner which causes no disturbance to neighbouring properties.
- Ensuring that guest numbers do not exceed those permitted by the development consent.
- Maintaining the premises in a clean, safe and tidy manner.
- Maintaining a register of guests (including information on length of stay, address, etc.)
- Ensuring the facility is operated in accordance with the requirements of Schedule 1 of the Local Government Act Orders Regulation, "Standards for Place of Shared Accommodation".
- Maintaining the premises in a "fire safe" manner which includes ensuring that:
 - doorways and other openings remain 'fire stopped' to maintain fire separation and compartmentation.

- emergency access provisions remain adequate and are properly maintained and cleared; and
- all fire services, equipment and warning systems remain in good working order.
- Providing the following information on the door of each sleeping room:
 - room identification numbers
 - the number of persons permitted to be accommodated.
- A room schedule is to be conspicuously displayed on the premises.
- Prescribing and enforcing house rules, which are to be displayed in prominent locations around the facilities, addressing:
 - guest behaviour, activities and noise (including parties and use of external areas at night.
 - the consumption of alcohol on the premises
 - fire evacuation procedures
 - visitor policy
 - after hours access
 - hours of use of washing machines.

c) Public Notices

- A notice is to be sited in a location that it is readable from a public footpath identifying:
 - a 24 hour contact name and number for the management (*Note: this is not to be an answering machine*)
 - owner or lessee who may be contacted regarding complaints or comments about the facility.

4.1.3 Registration

All backpacker accommodation will be placed on Council's Backpacker Accommodation Register and will be subject to an annual fee covering administration and the inspection of premises in relation to fire safety.

Premises will also be inspected to ensure compliance with conditions of development consent.